911 GENERAL INFORMATION

DATE: 06/24/2016

Type of Waiver:  ☒ Public Safety  ☒ Economically Unreasonable  ☒ Technically Infeasible

Time frame to become compliant for consolidation: July 1, 2021

Current System Name: DeKalb County ETSB

9-1-1 System Provider: Frontier Communications

Population Served: 105,000 plus 23,000 NIU students

Land Area in Sq Miles: 633

<table>
<thead>
<tr>
<th>PSAPs Located within Existing System:</th>
<th>Primary</th>
<th>Secondary</th>
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</thead>
<tbody>
<tr>
<td>DeKalb County Sheriff's Office</td>
<td></td>
<td>X</td>
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<tr>
<td>DeKalb Police Department</td>
<td></td>
<td>X</td>
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<tr>
<td>Northern Illinois University Police Department</td>
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<td>X</td>
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<tr>
<td>Sandwich Police Department</td>
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911 System Coordinator: Glenna Johnson

Street Address: 150 N. Main St.

City, State and Zip Code: Sycamore, IL 60178

Office Telephone: (815) 899-4559

Cellular Telephone: (815) 761-6798

Email: GJohnson@dekelbcountry.org

Wireless Coverage for Consolidated System:

100% Phase II compliant

100% Phase I compliant

Please check if applicable:

☐ NG9-1-1 capable

☐ Receive 9-1-1 Text

☐ Receive 9-1-1 Video
VERIFICATION

I, Jason Leverton, first being duly sworn upon oath, depose and say that I am Chairman, of DeKalb County ETSB; that I have read the foregoing plan by me subscribed and know the contents thereof; that said contents are true in substance and in fact, except as to those matters stated upon information and belief, and as to those, I believe same to be true.

Jason Leverton

Subscribed and sworn to before me

this 23rd day of June, 2016.

NOTARY PUBLIC, ILLINOIS
WAIVER REQUEST

Pursuant to (50 ILCS 750) Emergency Telephone System Act, Section 154a(c), a 9-1-1 authority may request a waiver from the requirement to consolidate and must fully demonstrate a need for such waiver based on one or more of the following grounds:

1) will result in a substantial threat to public safety;

2) is economically unreasonable; or

3) is technically infeasible.

In addition, a waiver request shall include, at a minimum, the following supporting documentation (see next page):

1) A detailed explanation of the efforts taken, if any, to comply with the statutory requirement for consolidation prior to requesting a waiver;

2) The duration of time for which a waiver is sought;

3) A five year strategic plan, including, but not limited to, financial projections, for implementation of a consolidation plan.

4) Any additional information regarding planned equipment purchases or replacements, as well as efforts to establish interoperability or shared resources.

Section 1324.200 requires the waiver to be filed electronically with the Department for review and recommendations. Within 40 calendar days of receiving a request for waiver, the Department will appoint an Administrative Law Judge (ALJ) to hold a hearing and to make a recommendation to the Advisory Board. Within 60 calendar days of receiving a request for waiver, the Advisory Board shall hold a public hearing on the request for waiver and make a recommendation to the Administrator. Notice of the hearing shall be provided to the respective entity to which the waiver request applies. Within 90 calendar days of receiving a waiver request, the Administrator shall provide a written decision.

The Statewide 9-1-1 Advisory Board and Statewide 9-1-1 Administrator acknowledge that costs to consolidate may not be present within the mandatory time frame. The waiver must include a minimum five year financial projection to demonstrate that consolidation is economically unreasonable, and a projected time frame for consolidation under the current economic or technical conditions. For example, indicate when the next major equipment replacement will take place within the system or how the 9-1-1 system will begin interoperability, sharing resources and/or consolidating. Any decision by the Administrator under this Section shall be deemed a final administrative decision and shall be subject to judicial review under the Administrative Review Law.
Request for Waiver from PSAP Consolidation or Forming a Joint ETSB Consolidation

System Name: DeKalb County ETSB
System Address: 150 N. Main St.
System Contact: Glenna Johnson, ETSB Coordinator
Contact Number: 615-899-4559

List and attach documentation to support the waiver request. Requestor should include any financial analysis, strategic plans, equipment replacement schedules, etc. to support this waiver request.

1. Complete Narrative Document
2. Financial Analysis Documents
3. Five Year Strategic Plan
4. Governing Board Resolutions in Support of a PSAP Consolidation Waiver
5. 
6. 

Narrative:

This is an executive summary of the PSAP consolidation waiver request for DeKalb County. The complete narrative document is provided as an attachment. The reasons for the waiver request are for all three of the allowable criteria: a further PSAP consolidation in DeKalb County would create a substantial threat to public safety, is economically unreasonable, and is technically infeasible.

DeKalb County presently has four PSAPs: the DeKalb County Sheriff’s Office, the City of DeKalb Police Department, the City of Sandwich Police Department, and the Northern Illinois University (NIU) Police Department. DeKalb County has previously consolidated two other PSAPs, formerly located at the City of Genoa Police Department and the City of Sycamore Police Department. DeKalb County is also part of a ten-county consolidated Next Generation 911 project. Further PSAP consolidations, though formally considered even before the recent mandate, have not been deemed feasible. Should this waiver be denied, the DeKalb County ETSB, operating within its legal responsibility and authority, has selected the DeKalb County Sheriff’s Office and the DeKalb Police Department to become the two remaining PSAPs. Therefore, this waiver request specifically relates to the PSAPs of the Sandwich Police Department and NIU Police Department.

Further PSAP consolidation will result in a substantial threat to public safety for the following reasons:

• Both Sandwich and NIU Police Departments would still maintain their non-emergency dispatch operations, since the consolidation mandate relates only to 911 calls. This means their PSAP and the consolidated PSAP would be dispatching calls on the same channel. Having two agencies dispatching calls on the same channel will cause confusion and delay.
• DeKalb County is part of the Northern Illinois Next Generation Alliance (NINGA), which is planning for the installation of Next Generation 911 in the county at all four PSAPs. Should the number of PSAPs within DeKalb County be reduced to two, 911 service and technological redundancy within the county becomes limited to just two PSAPs, which will cause delay in receiving and dispatching emergency calls, particularly in instances of large-scale disasters.
• If a consolidated 911 system were rendered inoperable by some catastrophe within the City of DeKalb or at DeKalb County, it would leave all of the county’s police and fire departments to rely on the only remaining PSAP, which would be immediately overwhelmed with maintaining emergency traffic, causing confusion and delay.
Narrative Continued:

- Sandwich's geographic position at the extreme southeast corner of the county is an ideal location in having extended physical separation from the other three PSAPs, which are located within close proximity of each other and could all be affected by the same potential catastrophic event.
- NIU operates branch campuses in Rockford, Naperville, Hoffman Estates, and Oregon. Having an outside agency manage emergencies at unfamiliar out-of-county branch campuses will cause confusion and delay in providing emergency services.
- NIU Police Department is unique in that in addition to 911, it also receives emergency calls via 89 emergency call boxes, 219 building alarm systems, and 75 elevators throughout campus. These ring on internal lines, so emergency calls will still be received at NIU. Having two agencies receiving and dispatching emergency calls will cause confusion and delay.
- NIU dispatchers receive extensive training on NIU's unique geography and myriad of buildings. Receiving 911 calls at a different PSAP will lead to confusion in recognizing and verifying correct locations.
- NIU also maintains a team of paramedics, which provide first responder service to medical calls on campus. Removing NIU's PSAP would substantially diminish the current standard of care of providing immediate medical response by paramedics on campus, as the City of DeKalb's responsibility is to dispatch only the DeKalb Fire Department's EMS.

Further PSAP consolidation is economically unreasonable for the following reasons:

- Incompatible radio systems among the agencies would require the purchase of expensive radio system conversions for multiple departments.
- With NIU and Sandwich expecting to retain their non-emergency dispatch functions, the consolidation of 911 calls alone does not save money, as those departments would still need all their personnel and equipment to dispatch all other calls for service. They would also have to pay the consolidated PSAP a stipend for handling their 911 calls.
- Acquiring compatible Computer-Aided Dispatch (CAD) and Records Management Systems (RMS) among the agencies is a cost-prohibitive undertaking.
- Requiring NIU to invest funds for compatible equipment and to re-route and dispatch its 911 calls is not a budget item that can be appropriately funded by the state, ETSB, or NIU. The same is true for the City of Sandwich.
- Of the four PSAPs within DeKalb County, NIU and Sandwich are already funded by the ETSB at significantly lower levels due to their smaller 911 call volume, so removing their 911 functions will not save money; it will merely relocate those costs to the remaining PSAPs.
- NIU operates its own telephone system, absorbing much of the cost for its telephone operations in the PSAP. This saves the ETSB costs it would typically be expected to fund.

Further PSAP consolidation is technically infeasible for the following reasons:

- Consolidating all 911, radio, CAD, and RMS systems in a short time frame is technically infeasible.
- NIU benefits from having a redundant telephone infrastructure in place for unexpected outages, maintaining NIU's PSAP on their own network for seamless coverage.
- It is technically infeasible to route emergency calls from NIU's emergency call boxes, elevators, and alarm systems through 911 or to another PSAP.
- Extending Sandwich's communications connections to a consolidated PSAP far from their city is also technically infeasible, or at the very least, extremely cost-prohibitive.

The DeKalb County ETSB has been extremely proactive, efficient, and fiscally responsible in the administration of its E-911 system, and is a major contributor in the administration of the Northern Illinois Next Generation Alliance (NINGA) project which is already well underway in providing a solution to implement Next Generation 911 to not only all four of the PSAPs within DeKalb County, but also the PSAPs of nine other counties in northern Illinois. The DeKalb County ETSB is already prepared to fund the related costs of the Next Generation 911 project and anticipates its successful installation well ahead of other areas of the state, further enhancing the 911 capabilities in DeKalb County and the region.

Should our waiver be denied, capital items of significant cost to both the PSAPs and the ETSB will need to be purchased in order to attain interoperability in the dispatch and response of 911 calls, including compatible radio, CAD, and RMS systems. This is in addition to the costs associated with physically relocating equipment and installing communication connections to facilitate the rerouting of 911 calls. Our study has concluded there will be no cost savings in consolidation; in fact, it will cost more. It would be unreasonable to expect the citizens of DeKalb County to pay more for 911 service in a consolidated PSAP when they can rely on local 911 servicing at a lower cost.

We believe the provided documentation of the potential threats to public safety, economic inefficiencies, and technological infeasibilities represent substantial grounds for approving our consolidation waiver. For the legitimate and logical reasons of providing for adequate public safety, continuing to be fiscally responsible, and operating on technological systems that have been proven to work as intended with local customized servicing of 911 calls, we respectfully request the Advisory Board to grant our five-year consolidation waiver.
Pursuant to 50 ILCS 750/15.4a(c), the DeKalb County Emergency Telephone System Board (ETSB) respectfully requests consideration of a consolidation waiver of its existing Public Safety Answering Points (PSAPs). In accordance with the terms of the waiver request requirements, this waiver request contains details of the following items:

1. Documentation of previous PSAP consolidations within DeKalb County and the analysis of additional consolidations as required under the current legislation.
2. Explanation of our request for a consolidation waiver for a term of five years.
3. A five-year strategic plan which includes financial projections for implementation of a consolidation plan. This is provided as an attachment to this narrative document.
4. Explanation and documentation that consolidation will result in a substantial threat to public safety, is economically unreasonable, and is likely technically infeasible.

We are first providing some geographic and PSAP agency information to describe the framework and context in which the DeKalb County ETSB operates.

**Geographic Background:** DeKalb County is located in north central Illinois just beyond the western suburbs of Chicago and has a population of over 105,000 people. The largest city in DeKalb County is the City of DeKalb, with a population of 45,000. Located within the City of DeKalb is Northern Illinois University, the state’s second-largest public university, which has a student body of 23,000 students, a population group that is not represented in the census figures above. The county seat is the City of Sycamore, which is located just northeast of DeKalb and has a population of 18,000. The third-largest city is Sandwich in the far southeast corner of the county with a population of 8,000. Sandwich actually straddles DeKalb, Kendall, and LaSalle counties but has its largest corporate segment and government operations located within DeKalb County.

**Police and Fire Departments in DeKalb County:** Each of the following departments receive dispatch service from PSAPs located within DeKalb County, with the exception of the Sandwich Fire Protection District, which is dispatched by KenCom in Kendall County.

**Police Departments:**

- DeKalb County Sheriff’s Office
- DeKalb Police Department
- NIU Police Department
- Sycamore Police Department
- Genoa Police Department
- Kirkland Police Department
- Kingston Police Department
- Cortland Police Department
- Hinckley Police Department
- Maple Park Police Department
- Somonauk Police Department
- Sandwich Police Department
- Malta Police Department
- Waterman Police Department
Fire Departments:

DeKalb Fire Department
Malta Fire Department
Kirkland Fire Department
Somonauck Fire Protection District
Sandwich Fire Protection District
Sycamore Fire Department
Paw Paw Fire Protection District

Maple Park Fire Protection District (MABAS calls only)

Shabonna Fire Department
Genoa-Kingston Fire Protection District
Sycamore Fire Department
Hinckley Fire Protection District
Waterman Fire Protection District
Lee Fire Protection District
Leland Fire Department

PSAPs in DeKalb County:

There are currently four PSAPs in DeKalb County:

1. **DeKalb County Sheriff’s Office PSAP**

   - Seven 911 call-taking/dispatch positions
   - 26 full-time staff:
     - 21 Telecommunicators
     - 4 Sergeants
     - 1 Lieutenant
   - 27,795 911 calls received & dispatched in 2015
   - 78,025 total calls for service received & dispatched in 2015
   - Primary MABAS dispatch

Law enforcement calls:

- City of Sycamore
- City of Genoa
- Village of Kirkland
- Village of Kingston
- Village of Malta
- Town of Cortland
- Village of Waterman
- Village of Shabbona
- Village of Hinckley
- Village of Somonauck
- Several unincorporated villages
- All unincorporated areas of 19 townships within the county
Fire department calls:

- All fire departments in the county except the City of DeKalb and City of Sandwich (12 departments plus one MABAS-only department).

2. **DeKalb Police Department PSAP**

- Four 911 call-taking/_dispatch positions
- 13 full-time and 6 part-time staff:
  - 11 full-time telecommunicators
  - 6 part-time telecommunicators
  - 1 Communications Coordinator
  - 1 Commander
- 23,188 911 calls received & dispatched in 2015
- 49,516 total calls for service received & dispatched in 2015
- Backup MABAS dispatch

Law enforcement and fire department calls:

- City of DeKalb Police response within corporate limits.
- City of DeKalb Fire Department, with a response area that extends to township areas beyond corporate limits.

3. **NIU Police Department PSAP**

- Two 911 call-taking/dispatch positions
- Nine full-time staff
- 1,994 911 calls received & dispatched in 2015
- 77,299 total calls for service received & dispatched in 2015

Law enforcement and fire department calls:

- NIU Police response to campus areas within the City of DeKalb.
- Medical assistance dispatch of NIU Police whom are also paramedics.
- Fire calls and medical calls beyond the scope of NIU Police paramedics are transferred to the City of DeKalb for dispatch of DeKalb Fire Dept.

4. **Sandwich Police Department PSAP**

- Two 911 call-taking/dispatch positions
- Seven full-time staff
- 1,882 911 calls received & dispatched in 2015
- 9,613 total calls for service received & dispatched in 2015
Law enforcement and fire department calls:

- City of Sandwich Police response within corporate limits.
- Sandwich Fire Protection District response area that extends beyond corporate limits; fire department calls are transferred to KenCom in Kendall County for dispatch.

Prior PSAP Consolidations in DeKalb County:

DeKalb County previously had six PSAPs, and has already consolidated to four. The City of Sycamore and the City of Genoa have previously consolidated their PSAPs into the DeKalb County Sheriff’s Office PSAP. Both Sycamore and Genoa formerly received 911 calls originating in their city and dispatched their city’s police and fire departments.

This prior PSAP consolidation demonstrates the existing foresight of the ETSB and those agencies to realize potential efficiencies in dispatch operations. Consolidation was attainable for those agencies primarily due to the physical proximity and interoperability of those agencies, as the DeKalb County Sheriff’s Office is located within the City of Sycamore and the City of Genoa is just five miles north of Sycamore. Further PSAP consolidation, though considered at various times even before the recent state mandate, has not been deemed feasible due to a variety of factors which will be explained in further detail.

Consolidated Next Generation 911 Project:

DeKalb County and its ETSB Coordinator Glenna Johnson have helped spearhead a consolidated Next Generation 911 implementation project in northern Illinois. There are presently ten contiguous counties that have formally agreed to participate in implementing Next Generation 911 throughout the region. The group is known as the Northern Illinois Next Generation Alliance (NINGA). NINGA, with the assistance of a private consultant, has completed a study of the technical requirements for Next Generation 911 for the region and has selected a vendor to deliver Next Generation 911 services. Presently, six of the ten counties including DeKalb County have already formally agreed upon the vendor selection and pricing. From the onset, this project has included the implementation of Next Generation 911 in all four DeKalb County PSAPs. The DeKalb County ETSB has been preparing for this project for several years and has saved the necessary funds to fully implement Next Generation 911 in the county, well ahead of the 2020 mandated deadline. The DeKalb County ETSB believes it is in the best interests of the public to include all four DeKalb County PSAPs in this project to provide local servicing of 911 calls and retain technological redundancies within the Next Generation 911 network.

Current DeKalb County ETSB Decisions on Further PSAP Consolidation:

For clarification purposes, the following is the DeKalb County ETSB’s understanding of the terms of the PSAP consolidation legislation: the proposed mandatory consolidation of
PSAPs consists only of the receiving and dispatching of 911 calls. Neither the PSAP consolidation legislation nor the ETSB has the authority or provision for the mandatory consolidation of receiving and dispatching calls for service that are received on an agency’s ten-digit non-emergency phone lines. In addition, neither the PSAP consolidation legislation nor the ETSB has the authority or provision for the consolidation of dispatching as it relates to ordinary calls for service or self-initiated activities that law enforcement and fire departments routinely engage in over their two-way radio system.

Therefore, the PSAP consolidation legislation and ETSB authority consists only of the receiving and dispatching of 911 calls. That being the case, regardless of whether or not this waiver is granted, each of DeKalb County’s four PSAPs are intending on remaining open for the dispatch and communication of calls received on non-911 lines and through that agency’s two-way radio network. The number of these type of calls far exceed the number of 911 calls each agency receives, as noted in the preceding agency information section. This is important to note because each agency will need to retain the personnel and equipment necessary to receive and dispatch calls for service that are not received via 911. If this waiver is not granted, the two remaining PSAPs will need to increase their personnel and equipment necessary to receive additional calls for service that are received via 911, consequently raising the overall costs of receiving and dispatching 911 calls in the county. Further PSAP consolidation also raises concern over substantial threats to public safety, and may be technically infeasible.

The DeKalb County ETSB has formally approved filing this waiver request regarding further PSAP consolidation. Should the waiver be denied, the ETSB, acting within its legal role and responsibility, has named the DeKalb County Sheriff’s Office and the DeKalb Police Department to become the two remaining 911 PSAPs. Therefore, this waiver request specifically relates to the PSAPs of the NIU Police Department and Sandwich Police Department.

Reasons Why Further PSAP Consolidation is not Feasible:

The DeKalb County ETSB has determined that further PSAP consolidation is not feasible:

I. Further PSAP consolidation will result in a substantial threat to public safety.
II. Further PSAP consolidation is economically unreasonable.
III. Further PSAP consolidation is technically infeasible.

Each of these points are discussed in detail as follows:

I. Further PSAP consolidation will result in a substantial threat to public safety.

A. In the case of NIU and Sandwich Police Departments, both would still maintain their non-emergency dispatch operations of police and fire functions. However, the 911 emergency calls would be received and dispatched by another agency housed in a different physical location. With
two agencies having the ability to dispatch calls on the same channel, there would be the possibility of dispatchers and responders from the two agencies talking over one another with the intended recipients being unable to hear or understand the dispatch. This could cause an emergency dispatch to be missed or delayed. **This disjointed dispatch across two separate agencies will cause confusion and delay, resulting in a substantial threat to public safety.**

B. Consolidating PSAPs reduces the redundancy in 911 systems that have historically been considered necessary in the interest of public safety. Should NIU and Sandwich Police Departments lose their ability to receive and dispatch 911 calls, there is an increased reliance on the technological connections to a consolidated 911 center to receive and dispatch those department's emergency calls. Since DeKalb County's existing PSAPs are currently connected through fiber connections, it is possible if one agency's 911 system goes down, it could be re-routed to another agency within the county. The existing PSAPs have already been engaged in projects to enhance interconnectability in order to serve as each other's backup should a system go down. Furthermore, as previously noted, DeKalb County is part of the ten-county Northern Illinois Next Generation Alliance (NINGA), which has already planned to implement Next Generation 911 in all of the PSAP's that presently exist within those counties. **Should the number of PSAPs within DeKalb County be reduced to two, 911 servicing within the county becomes limited to those two agencies, which will cause delay in the receiving and dispatching of emergency calls, resulting in a substantial threat to public safety.**

C. Another item to note in regards to the importance of 911 system redundancy in DeKalb County is the physical locations of its four PSAPs. The DeKalb Police Department and NIU Police Department PSAP's are located within three blocks of each other, and are adjacent to a busy Union Pacific Railroad double-track mainline that carries over 70 freight trains per day that can travel through the city at speeds up to 70 MPH. Both departments are also adjacent to the busy four-lane State Highway 38, and within two miles of Interstate 88. Both departments are also within close proximity of the Kishwaukee River. Should the City of DeKalb experience a natural disaster such as a tornado, flood, or earthquake; or a catastrophic disaster such as a major criminal event or a highway, railway, or industrial accident, both departments would almost certainly be mutually impacted. In fact, we have already experienced examples of these instances in years past such as the 2-14-08 NIU mass shooting, railroad incidents, highway accidents involving hazardous materials, industrial fires and chemical spills, and numerous
floods. Also, DeKalb County is hit with a tornado on an historical average of once every three years; we were struck with one of the largest tornadoes in the country last year in the Fairdale area, taxing the resources of all the agencies within the county. **If a consolidated 911 system were rendered inoperable within the City of DeKalb, it would leave two of the county’s largest police agencies, DeKalb Police and NIU Police, to rely on the only remaining PSAP, which would be immediately overwhelmed, leading to delays that will result in a substantial threat to public safety.**

D. Furthermore, with the DeKalb County Sheriff’s Office being located just five miles northeast of DeKalb and NIU, it could also be affected by the same natural or catastrophic disaster. Conversely, Sandwich’s unique geographic position in being in the extreme southeast corner of the county puts them in a position safely away from the other three more centrally-located DeKalb County PSAPs. Since Sandwich straddles three counties, it also puts them in a position where it is necessary to regularly communicate with the other two counties. It is a logical measure to have Sandwich stand as an independent PSAP due to these unique geographic concerns. **Having the Sandwich Police Department remain a functional PSAP is a necessity to the redundancy of the 911 system, and failing to have it will result in a substantial threat to public safety.**

E. NIU operates branch campuses in Rockford (Winnebago County), Naperville (Kane County), Hoffman Estates (DuPage County) and the Laredo-Taft Field Campus in Oregon (Ogle County). The NIU Police Department has jurisdiction over these campuses. Emergency responses to these campuses are typically administered from the NIU PSAP in DeKalb. NIU has a vested interest and responsibility under state and federal law to ensure the safety and security of their main campus as well as these branch campuses. **Managing emergencies at unfamiliar out-of-county NIU branch campuses at a different PSAP within DeKalb County has the potential to cause confusion and delay in providing an emergency response, resulting in a substantial threat to public safety.**

F. NIU Police Department’s PSAP is unique in that it not only receives traditional 911 calls, but also receives emergency calls through additional communication connections on internal lines. This include 89 emergency call boxes in residence halls, academic buildings and parking lots, and 75 emergency telephones in elevators throughout campus. Often times in a true emergency, 911 calls will be received in conjunction with these alarms. **Receiving calls from emergency call boxes and elevators originating at NIU, as well as related 911 calls at a different PSAP within DeKalb**
County, will lead to increased confusion and delay in responding to calls for service, resulting in a substantial threat to public safety.

G. As a large institution, NIU operates its own alarm center. This alarm center receives intrusion, fire, burglary, and panic alarms. There are 219 alarm positions that ring into the NIU PSAP. Once again in a true emergency, 911 calls will also be received in conjunction with these alarms. Receiving automated alarms from NIU locations, as well as related 911 calls at a different PSAP within DeKalb County, will lead to increased confusion and delay in responding to calls for service, resulting in a substantial threat to public safety.

H. NIU dispatchers receive extensive training on NIU’s unique geography, which includes 118 buildings and dozens of private streets and parking lots within the City of DeKalb. Past experiences have shown that when NIU’s 911 calls are handled by other PSAPs, this lack of geographical and institutional knowledge has led to confusion and delay, particularly in cases where the emergency is occurring in a different location than where the call is originating from, or where physical proximity of potential locations cause confusion. For example, a person recently called 911 to report a medical emergency that occurred in a gymnasium at NIU. The dispatcher at the other PSAP thought the emergency was occurring at the primary gymnasium at NIU’s Student Recreation Center. NIU actually has seven gymnasiums in five different buildings. Significant delay occurred while police officers and paramedics searched these various locations to find the medical emergency. Receiving 911 calls from the various geographical complexities of NIU at a different PSAP within DeKalb County will lead to additional confusion and delay, resulting in a substantial threat to public safety.

I. NIU operates a non-transport emergency medical service. Currently, when a 911 call for a medical emergency on the NIU campus or surrounding area is received at NIU, the dispatcher immediately dispatches the on-duty NIU paramedic unit to the call. These paramedics are also police officers and are typically on patrol. Therefore they typically arrive at medical calls before the ambulance and provide immediate care. The NIU dispatcher also contacts the DeKalb Police Department, which tones out the DeKalb Fire Department ambulance from one of three fire stations to respond. Removing the NIU PSAP will delay NIU paramedics from being dispatched early in the process in lieu of dispatching the DeKalb Fire Department. Early access to advanced emergency care is consistent with protocols from the American Heart Association, American Red Cross, PowerPhone and the Illinois Department of Public Health. Removing NIU’s PSAP will substantially diminish the
current standard of medical response and related emergency care, resulting in a substantial threat to public safety.

II. Further PSAP consolidation is economically unreasonable for the following reasons:

A. Only NIU and DeKalb PD are on the digital Starcom system, while DeKalb County is on a VHF system and Sandwich is on a UHF system. The cost for each agency to implement a Starcom radio system will cost in excess of $1 million each. It does no good for a consolidated PSAP to receive another agency’s 911 call when they are not able to dispatch the call on the other agency’s radio frequency. *Incompatible radio systems among the agencies would require the purchase of expensive radio system conversions for one or more departments, which is economically unreasonable.*

B. NIU and Sandwich would still need to maintain all necessary elements of dispatch, including equipment and personnel, while the consolidated PSAP agencies would need to increase equipment and personnel in order to handle the additional 911 calls. In other words, further consolidation would merely shift costs from one PSAP to another. Please see the attached spreadsheet that demonstrates the increase in overall costs that would be incurred with further consolidation. *With NIU and Sandwich expecting to retain their non-emergency dispatch, the consolidation of 911 calls alone does not save money, which is economically unreasonable.*

C. Each agency needs access to CAD and RMS records for reporting purposes both locally and as mandated to the state and federal governments. Presently, the DeKalb Police Department and DeKalb County Sheriff’s Office use products from the same vendor but have differences in software applications. NIU and Sandwich Police Departments use entirely different CAD and RMS systems. While projects have been discussed among the four PSAPs to use a single vendor for compatibility, a forced consolidation would prompt the immediate expense to purchase compatible systems. If each agency were to implement a fully-compatible CAD and RMS system, the cost would be nearly $500,000 for each agency. *Acquiring compatible Computer-Aided Dispatch (CAD) and Records Management Systems (RMS) systems among the agencies is a cost-prohibitive undertaking, which is economically unreasonable.*

D. Funding the costs of consolidating NIU’s PSAP is economically infeasible. NIU would have to purchase the necessary CAD and RMS services to become
compatible with a consolidated PSAP. As a state university, NIU relies on state funds. These funds have not only been reduced over the past several years, but also have not been paid at all this fiscal year. **Requiring NIU to invest funds to consolidate its 911 calls is not a budget item that can be appropriately funded from the state, NIU, or the ETSB, which is economically unreasonable.**

E. Funding the costs of consolidating Sandwich’s PSAP is economically infeasible. Sandwich would have to purchase the necessary radio, CAD and RMS services to become compatible with a consolidated PSAP, and lacks the funding to purchase these items. **Requiring Sandwich to invest funds to consolidate its 911 calls is not a budgeted item that can be appropriately funded by the City of Sandwich or the ETSB, which is economically unreasonable.**

F. The current ETSB structure benefits from efficiencies of the NIU and Sandwich PSAPs. As evidenced in the included financial summary documents, of the four PSAPs within DeKalb County, NIU and Sandwich receive significantly less fiscal resources from the ETSB than the other two larger PSAPs. Any further consolidation would merely transfer ETSB operational costs from one agency to another. **Therefore, removing the PSAPs at NIU and Sandwich will not result in any cost savings, which is economically unreasonable.**

G. Because NIU operates its own PBX and telephone system, it absorbs much of the cost for its telephone operations of the PSAP, which includes 911 calls made on its internal telephone system. Having NIU’s PSAP operate within NIU’s internal telephone system saves the ETSB telephone and technology costs it would typically be expected to fund. **Rerouting NIU’s 911 calls to another agency is economically unreasonable because it would increase operating costs of both NIU and the ETSB.**

III. Further PSAP consolidation is technically infeasible for the following reasons:

A. To reduce the capabilities of the four existing PSAPs to two would require not only the re-routing of all 911 calls within the county to two PSAPs, but would also require the compatibility of radio, CAD, and RMS systems as noted above. Though estimates have been obtained to accomplish this compatibility, **there remains the possibility that all of the radio, CAD and RMS compatibility measures are technically infeasible, especially in a short time frame.**
B. As previously noted, NIU is unique in that they maintain and operate their own telephone company. This presents both challenges in the case of consolidation and benefits in the absence of consolidation. Currently NIU has its own staff of telephone service personnel. In the case of an outage or disaster, most PSAPs must rely on a private vendor to provide telephone service and emergency repair, competing with thousands of other customers. With NIU having a dedicated internal telephone network, there is the assurance of quick response and extensive knowledge of the telephone system in the case of an outage or emergency, providing reassurance and security. NIU extensively uses landline phones in its offices and residence halls, and relies on its own PSAP on that same network to handle calls for service originating from NIU locations. An example of the benefit of this internally-maintained telephone network recently occurred when more than 40,000 landline customers lost telephone service in northeast Illinois due to a fire at a telephone company communications center. Customers were not able to make calls for an extended period of time and it took over two weeks to restore the service to all customers. NIU needs to have a redundant telephone infrastructure in place for outage emergencies, maintaining NIU's PSAP on their own network for seamless coverage. Altering NIU's internal telephone system is technically infeasible and its independence from traditional 911 service isolates itself from external outages.

C. As previously noted, NIU maintains emergency call boxes, elevator phones, and building alarm systems throughout campus that are not part of the 911 system but ring on internal lines directly into their PSAP. NIU needs the ability to receive and dispatch emergency calls on this system, and it is technically infeasible to incorporate calls from its emergency call boxes, elevator phones, and building alarm systems into an external 911 system.

D. As previously noted, Sandwich’s geographic position in being located in three different counties requires regular communication between them and the other two counties. Even if funding were possible for the necessary radio, CAD and RMS upgrades necessary for interoperable consolidation, the purchase and installation of these items will take an extended period of time. Extending Sandwich's communication connections to a consolidated PSAP far from the City of Sandwich is therefore technically infeasible in a short time frame, or at the very least, extremely cost-prohibitive.
Conclusion:

The DeKalb County ETSB has been extremely proactive, efficient, and fiscally responsible in the administration of its E-911 system, and is a major contributor in the administration of the Northern Illinois Next Generation Alliance (NINGA) project which is already well underway in providing a solution to implement Next Generation 911 to not only all four of the PSAPs within DeKalb County, but also the PSAPs of nine other counties in northern Illinois. The DeKalb County ETSB is already prepared to pay for the related costs of this project and anticipates the successful installation of Next Generation 911 well ahead of other areas of the state, further enhancing the 911 capabilities in DeKalb County and the region.

In conjunction with the current status of our ETSB, we believe the provided documentation of the potential threats to public safety, economic inefficiencies, and technological infeasibilities represent substantial grounds for accepting our consolidation waiver. For the legitimate and logical reasons of providing for adequate public safety, continuing to be fiscally responsible, and operating on technological systems that have been proven to work as intended with customized local servicing of 911 calls, we respectfully request the Advisory Board to grant our waiver request.
# Financial Analysis Document - FY15 Budget of DeKalb County PSAPs & ETSB

## DeKalb County Sheriff's Office

<table>
<thead>
<tr>
<th>Description</th>
<th>Paid by Agency</th>
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<th>Paid by ETSB</th>
<th>% Paid by ETSB</th>
<th>Total Amount</th>
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**Notes:**

- All listed ETSB expenses are on a pro-rated basis based on number of PSAP positions per department.
- Personnel Expenses include wages, overtime, FICA, longevity, pension contribution, insurances, uniforms.
- Office Equipment and Supplies are items such as furniture, paper, office supplies, etc.
- Department's Contracted Services include utilities, cleaning & waste removal, maintenance of non-911 equipment, legal fees, etc.
- ETSB's Contracted Services include translation services and equipment maintenance agreements.
<table>
<thead>
<tr>
<th></th>
<th>Paid by Agency</th>
<th>% Paid by Agency</th>
<th>Paid by ETSB</th>
<th>% Paid by ETSB</th>
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**Notes:**

All listed ETSB expenses are on a pro-rated basis based on number of PSAP positions per department.
Personnel Expenses include wages, overtime, FICA, longevity, pension contribution, insurances, uniforms.
Office Equipment and Supplies are items such as furniture, paper, office supplies, etc.
Department's Contracted Services include utilities, cleaning & waste removal, maintenance of non-911 equipment, legal fees, etc.
ETSB's Contracted Services include translation services and equipment maintenance agreements.
## Financial Analysis Document - FY15 Budget of DeKalb County PSAPs & ETSB

### City of Sandwich

<table>
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<tr>
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### Notes:

All listed ETSB expenses are on a pro-rated basis based on number of PSAP positions per department.

Personnel Expenses include wages, overtime, FICA, longevity, pension contribution, insurances, uniforms.

Office Equipment and Supplies are items such as furniture, paper, office supplies, etc.

Department’s Contracted Services include utilities, cleaning & waste removal, maintenance of non-911 equipment, legal fees, etc.

ETSB’s Contracted Services include translation services and equipment maintenance agreements.
## Financial Analysis Document - FY15 Budget of DeKalb County PSAPs & ETSB

### Northern Illinois Police Department

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<tr>
<th>Item</th>
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<th>Paid by ETSB</th>
<th>% Paid by ETSB</th>
<th>Total Amount</th>
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**Notes:**

All listed ETSB expenses are on a pro-rated basis based on number of PSAP positions per department.

Personnel Expenses include wages, overtime, FICA, longevity, pension contribution, insurances, uniforms.

Office Equipment and Supplies are items such as furniture, paper, office supplies, etc.

Department's Contracted Services include utilities, cleaning & waste removal, maintenance of non-911 equipment, legal fees, etc.

ETSB's Contracted Services include translation services and equipment maintenance agreements.
## Combined FY15 Totals for PSAP & ETSB Budgets

<table>
<thead>
<tr>
<th></th>
<th>PSAP Budget</th>
<th>ETSB Budget</th>
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<tr>
<td>DeKalb County</td>
<td>2,861,100</td>
<td>290,763</td>
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<tr>
<td>City of DeKalb</td>
<td>1,476,462</td>
<td>254,282</td>
</tr>
<tr>
<td>City of Sandwich</td>
<td>538,026</td>
<td>77,427</td>
</tr>
<tr>
<td>NIU</td>
<td>1,171,402</td>
<td>75,979</td>
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</table>

**TOTALS:** 6,046,990 698,451

**Grand Total:** 6,745,441

**% Paid by PSAPs:** 89.6%

**% Paid by ETSB:** 10.4%

This reflects the relatively low amount the ETSB contributes to the PSAPs in the administration of 911.
The amount of ETSB contribution is consistent with the number of 911 positions and calls each PSAP receives.
If consolidation were to occur, the ETSB costs would merely shift to the remaining PSAPs.
Five Year Strategic Plan
DeKalb County ETSB

The DeKalb County ETSB has prepared this five year strategic plan as requested for the Consolidation Waiver Request. The ETSB has formally approved the filing of the consolidation waiver request and for the budgetary and operational concerns as noted throughout our waiver request documents, we respectfully request consideration of the waiver.

As noted in other provided documents, the DeKalb County ETSB is a leader and participant in the ten-county Northern Illinois Next Generation Alliance, an ongoing effort to provide consolidated Next Generation 911 to all existing PSAPs in our ten-county region. The DeKalb County ETSB has had the foresight and ability to save money for this project over the past several years, and is in appropriate fiscal condition to be able to completely fund the DeKalb County portion of this project, including installation of Next Generation 911 to all four DeKalb County PSAPs.

Should our waiver be denied, capital items of significant cost to both the PSAPs and the ETSB will need to be purchased in order to attain interoperability in the dispatch and response of 911 calls, including compatible radio, CAD, and RMS systems. This is in addition to the costs associated with physically relocating equipment and installing communication connections to facilitate the rerouting of 911 calls. This information is documented in the accompanying spreadsheet. The PSAPs do not have the requisite budget to purchase these items, nor does the ETSB. Should consolidation be required, especially in a short time frame, the ETSB would likely have to divert funds from its Next Generation 911 project in order to facilitate consolidation, which would be detrimental not only to DeKalb County, but the NINGA project as a whole.

We are aware of no independent study, either statewide or locally, that was conducted to determine whether or not PSAP consolidation would truly save money. Perhaps there are redundancies or inefficiencies in other counties that could be remedied by consolidation, but we feel this is not the case in DeKalb County. We have a single ETSB and have already reduced to four PSAPs from six. Even though NIU and Sandwich do not receive a large number of 911 calls, becoming interoperable with radio, CAD and RMS systems is an extremely expensive undertaking, though necessary in order to dispatch 911 calls to the appropriate agency and allow the responding department to have access to the records of their own calls for service. Our own recent study based on years of experience and the reality of our own budget and operational situations has concluded there will be no cost savings in consolidation; in fact, it will cost more. Please see the accompanying spreadsheet that shows the combined five-year budget plan with and without consolidation; consolidation is projected to cost over $7 million more over five years than not consolidating.

Furthermore, our constituents would prefer to have their 911 calls locally received and dispatched by telecommunicators who are dedicated to the servicing of their own community and have enhanced knowledge of their local service area. A preferred governance model in modern times is to listen to the voice of the people while being fiscally responsible instead of dictating or contracting out service provision without citizen feedback. The preference to proceed with a waiver is supported by three formal resolutions in support of a consolidation waiver, which are included in this waiver packet, from the governing boards of DeKalb County, NIU, and the City of Sandwich.

For these reasons, our strategic plan over the next five years is to continue providing local servicing of 911 calls at the four PSAPs and continue with the Next Generation 911 project as planned, having
it installed and functional well ahead of the 2020 deadline. Should our waiver be denied, we would still need an extended time frame in place in order to prepare and somehow budget for the costs of consolidation, let alone install the necessary technological items to facilitate interoperability. Our Next Generation 911 project would have to be altered to reduce its provision to the two remaining PSAPs, likely resulting in a delay to modify the details of the existing plan and contract.

There are no certain funding sources for the costs of consolidation. Since consolidation grant opportunities have not been clearly stated or guaranteed, it is simply not possible for the ETSB to determine an actual course of action or timeline for consolidation. We cannot realistically anticipate timely receipt of potential consolidation grant monies when we haven't even received already-collected local 911 surcharge money from the state in a timely manner over the past several months.

We have truly considered all available options before us and have no compelling reason to change our present course of action, which has proven to be fiscally sound while meeting the expectations of our PSAPs and citizens. It would be unreasonable to expect the citizens of DeKalb County to pay more for 911 service in a consolidated PSAP when they can rely on local 911 servicing at a lower cost. We respectfully request thoughtful consideration of our waiver request and acceptance of our plan to continue on our preferred and proven course of action.
# Current and Five-Year Budget Plan With No Consolidation

<table>
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<th>2016</th>
<th>2017</th>
<th>2018</th>
<th>2019</th>
<th>2020</th>
<th>2021</th>
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<td>3,312,081</td>
<td>3,477,685</td>
<td>3,651,569</td>
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<tr>
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<td>1,059,157</td>
<td>1,112,115</td>
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<tr>
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<td><strong>7,159,195</strong></td>
<td><strong>7,596,715</strong></td>
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<td><strong>8,375,378</strong></td>
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<td><strong>41,976,644</strong></td>
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**Five-Year Grand Total With No Consolidation:** **41,976,644**

**Note:** The 2017 ETSB budget includes increases for anticipated NextGen 911 service.

# Five-Year Budget Plan With Consolidation

<table>
<thead>
<tr>
<th></th>
<th>Capital Items</th>
<th>2017</th>
<th>2018</th>
<th>2019</th>
<th>2020</th>
<th>2021</th>
<th>Five Year Agency Total:</th>
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<td>1,059,157</td>
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<td><strong>9,954,395</strong></td>
<td><strong>10,452,115</strong></td>
<td><strong>49,894,798</strong></td>
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**Five-Year Grand Total With Consolidation:** **49,894,798**

**Notes:** The consolidation plans assumes DeKalb County takes on 911 calls and dispatch for the City of Sandwich, with the City of DeKalb taking on 911 calls and dispatch for NIU. The City of Sandwich and NIU PSAP budgets increase because they will maintain their PSAPs for all non-911 calls and radio traffic for their department, and will have to reimburse the other agency to receive and dispatch their 911 calls. The ETSB budget remains the same because costs are merely transferred to the two remaining 911 PSAPs.

Capital items are for purchasing necessary compatible CAD, RMS and radio equipment, including fiber connections to consolidate. These capital items are not currently budgeted for and are not affordable unless funded from other sources such as grants.
RESOLUTION
R2016-37

WHEREAS, there are four Public Safety Answering Points (PSAPs) for E-911 calls in DeKalb County and those centers are hosted by DeKalb County Government, Northern Illinois University (NIU), the City of DeKalb, and the City of Sandwich, and

WHEREAS, the State of Illinois has passed a law that requires the local Emergency Telephone System Board (ETSB) to file a consolidation plan by June 1, 2016 to reduce the number of PSAPs in DeKalb County from four to two, and

WHEREAS, the DeKalb County ETSB has authority over the facilitation of the required consolidation, and

WHEREAS, the DeKalb County ETSB has decided that a consolidation of PSAPs would eliminate the PSAPs at NIU and City of Sandwich so that all E-911 calls would then be received by either DeKalb County Government or City of DeKalb, and

WHEREAS, the DeKalb County ETSB has decided that a consolidation of PSAPs in DeKalb County would not be in the best interests of the citizens of DeKalb County for reasons of safety, efficiency, and cost effectiveness, and

WHEREAS, the State law allows for the possibility of an exemption to the consolidation of PSAPs by filing a request for a waiver by June 1, 2016 which explains the detrimental effects that such a proposed consolidation would have in the ETSB service area, and

WHEREAS, the DeKalb County ETSB has elected to proceed with the filing of a waiver with the State of Illinois to exempt the DeKalb County ETSB from being required to consolidate from four PSAPs in DeKalb County to two PSAPs, and

WHEREAS, the County's Law & Justice Committee has reviewed the above delineated issue and has recommended that the County Board should support the DeKalb County ETSB with their waiver request;

NOW, THEREFORE, BE IT RESOLVED that the DeKalb County Board hereby supports the DeKalb County Emergency Telephone System Board in the Public Safety Answering Points consolidation exemption request in order to retain the local servicing of 911 calls at each of DeKalb County's four PSAPs and to not unnecessarily jeopardize safety, efficiencies, and cost effectiveness of the current system.

PASSED THIS 18TH DAY OF MAY, 2016 AT SYCAMORE, ILLINOIS

ATTEST:

SIGNED:

Douglas J. Johnson
DeKalb County Clerk

Mark Pietrowski, Jr.
County Board Chairman
RESOLUTION 16-04

A RESOLUTION OF SUPPORT TO THE DEKALB COUNTY EMERGENCY TELEPHONE SYSTEM BOARD (ETSB) TO REQUEST A WAIVER FROM THE STATE OF ILLINOIS, TO ALL 4 PUBLIC SAFETY ANSWERING POINTS (PSAP’S) IN DEKALB COUNTY

WHEREAS, with the State of Illinois requiring receipt of consolidation plan of 911 Center Public Safety Answering Points (PSAP’s) by June 1, 2016, reducing the number of 911 PSAPs in DeKalb County from four to two;

WHEREAS, with the four DeKalb County 911 PSAPs including DeKalb County, NIU, City of DeKalb, and City of Sandwich;

WHEREAS, with the DeKalb County 911 Emergency Telephone System Board (ETSB) having authority over the facilitation of the required consolidation;

WHEREAS, with the DeKalb County ETSB deciding that a required consolidation will eliminate the 911 PSAPs at NIU and City of Sandwich and will transfer 911 calls received at NIU and the City of Sandwich to the remaining PSAPs at DeKalb County and the City of DeKalb;

WHEREAS, with the possibility of an exemption to the PSAP consolidation provided by the State of Illinois through a consolidation waiver request filed by the ETSB having authority;

WHEREAS, with the DeKalb County ETSB electing to proceed with the consolidation exemption request to retain all four PSAPs in DeKalb County;

WHEREAS, be it resolved that the governing board, City of Sandwich, stands in support of the DeKalb County ETSB in the PSAP consolidation exemption request in order to retain local servicing of 911 calls at each of DeKalb County’s four PSAPs,

Resolved and signed this 16th of May, 2016.

AYE: Aldermen Dell, Fraser, Killey, McMahon, Moran, Redden, Robinson & Scheidecker
NAY: 0
ABSENT: 0

Rick Olson, Mayor

Attest:

Denise ii, City Clerk
RESOLUTION

Whereas, with the State of Illinois requiring receipt of a consolidation plan of 911 Center Public Safety Answering Points (PSAPs) by June 1, 2016, reducing the number of 911 PSAPs in DeKalb County from four to two;

Whereas, with the four DeKalb County 911 PSAPs including DeKalb County, Northern Illinois University, the City of DeKalb, and the City of Sandwich;

Whereas, with the DeKalb County 911 Emergency Telephone System Board (ETSB) having authority over the facilitation of the required consolidation;

Whereas, with the possibility of an exemption to the PSAP consolidation provided by the State of Illinois through a consolidation waiver request filed by the ETSB having authority;

Whereas, with the DeKalb County ETSB electing to proceed with the consolidation exemption request to retain all four PSAPs in DeKalb County;

Whereas, be it resolved that the Northern Illinois University Board of Trustees stands in support of the DeKalb County ETSB in the PSAP consolidation exemption request in order to retain local servicing of 911 calls at each of DeKalb County’s four PSAPs, including Northern Illinois University.

Resolved and signed May 19, 2016.

BOARD OF TRUSTEES OF
NORTHERN ILLINOIS UNIVERSITY

Marc Strauss
Board Chair

Notary Signature and Seal