

ILLINOIS STATE POLICE
Office of the Statewide 9-1-1 Administrator



State of Illinois

Consolidation
Waiver Request

Request for Waiver from PSAP Consolidation or Forming a Joint ETSB Consolidation

System Name: Williamson County 911

System Address: 300 N Park Ave.

System Contact: Ken Smith

Contact Number: 6189251373

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. Detailed narrative
2. Verification form
3. Previously approved plan modification to form a Joint ETSB
4. Budget options spreadsheet
5. Budget quote for radio system upgrades
6. Strategic plan

Narrative:

Attached as part of a comprehensive PDF

Narrative Continued:

A large, empty rectangular box with a thin black border, occupying most of the page below the text 'Narrative Continued:'. It is intended for the user to write their narrative.

VERIFICATION

I, Kenneth Smith, first being duly sworn upon oath, depose and say that I am 911 Coordinator, of Williamson County; 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.

Kenneth E Smith *Kenneth E Smith*

911 Coordinator

Subscribed and sworn to before me

this 23 day of March, 20 16.

Patricia A. Deaton
NOTARY PUBLIC, ILLINOIS



WILLIAMSON COUNTY JOINT EMERGENCY TELEPHONE SYSTEM BOARD
CONSOLIDATION PLAN WITH A REQUEST FOR A WAIVER FROM
COMPLETE ELIMINATION OF A NEXT-GEN PSAP

The Williamson County Emergency Telephone System Board is far ahead of the rest of the state in implementing Next-Generation 911 and the only system in the state being asked to eliminate a fully functioning NG PSAP. There is nothing specifically in the new law that exempts a next-generation system from consolidation, but the way our regional system is set up, any benefits to eliminating a PSAP are minimized. Based on the factors detailed below, we are asking to be allowed to downgrade the Herrin Police PSAP to secondary status rather than eliminate it completely. The current setup is highly efficient and takes full advantage of the manpower provided by PSAPs at very little cost to the state or the ETSB.

We realize that downgrading a primary to a secondary is not the preferred solution, but in this rare case it is justified. When the new law passed, we had only two PSAPs, but there were two ETSBs in Williamson County. Despite the political challenge, we were able to form a new Joint ETSB between the county and the two cities that had PSAPs. The agreement, included in this filing, calls for all three entities to retain their PSAP. The consensus of the new board was to try to keep all three PSAPs because we had invested so much time, energy and money in upgrading all three to next-gen status. The Jackson County ETSB, part of our regional system, downgraded two of their four psaps to secondary status last year and that arrangement is working well. The combination of the city and county ETSBs, mandated by the state, resulted in a new system with three PSAPs. That is one more than the arbitrary limit, but the only three PSAP county in Illinois that is already offering fully functioning NG service on an ESINet.

The idea of limiting lower population counties to only two PSAPs was to prevent the state from having to run fiber to 300 existing PSAPs. Consolidating to as few as 200 would make a statewide NG ESINet more affordable. In Williamson County, fiber is already in place and being used for NG at all three PSAPs. We planned way ahead and qualified for federal and state grant money to accomplish the feat of running fiber to 25 PSAPs. That four million dollar project was matched with \$400,000 in local 911 funds.

Eliminating a PSAP makes sense if it saves the state money on network charges. In a legacy system there are separate charges for trunks and circuits from the central offices to each PSAP. In our regional NG system, the network charges we previously paid to NG9-1-1Inc. and that the state is now starting to pay are based on total line counts and map data. Eliminating a PSAP would have no effect on the monthly SSP or ECRF-LVF charges.

The only savings to the state would be \$250 per month to Clearwave for the ESINet. That charge is part of a long-term contract and if the state no longer paid it, Herrin or the ETSB would still have to pay regardless of the PSAP status. If we allowed to keep Herrin as a secondary PSAP, the city is willing to pay that charge.

Eliminating a PSAP makes sense in cases where the ETSB and PSAPs would save money on staffing. If there is larger, better staffed PSAP that can absorb their call load without additional dispatchers, it would save money. In Williamson County, the Sheriff had an annual dispatch salary budget of about \$600,000 in 2015, Marion Police spent about \$700,000 and Herrin Police spent \$550,000 for a combined total of \$1.85 million. The sheriff has 8 full-time dispatchers, Herrin 6 full-time and 3 part-time dispatchers and Marion has 8 full-time and 3 part-time dispatchers.

In 2015, the Sheriff's PSAP answered 10,000 calls. They have three 9-1-1 answering positions but only the two with radio capabilities are staffed, and often only one dispatcher is working. Marion answered 7500 calls staffing two of their three fully-equipped positions at all times and sometimes a third position. Herrin answered 5600 calls staffing both of its two positions. Of those, 4300 were from the city of Herrin and Energy, a village surrounded by Herrin. The remaining 1300 were from Johnston City. That is a total of 23,100 9-1-1 calls.

Like most PSAPs in Illinois, they do much more than just answer 911 calls. The number of calls for service from 10-digit lines, alarms, automatic notifications, walk-ins etc., which are more difficult to track, totaled more than 40,000. Simply removing 911 calls from their duties does not mean the dispatch center is no longer needed. Eliminating a PSAP would not save money on salaries. It could result in the need for additional dispatchers.

The ETSB currently provides grants of \$36,000 per year to each PSAP to help offset costs of training and to ensure adequate staffing. If the Herrin PSAP were to close, all of Herrin's calls would have to be answered at either Sheriff's Department or Marion Police. The Sheriff has the same CAD system and same EMD policies and many of the rural calls answered by Herrin now are in the Sheriff's coverage area, not Marion's. If the Sheriff had to answer all of those calls, their call load would go up from 10,000 to 15,600, an increase of 56%. Adding one dispatcher per shift would require four additional people at a cost of about \$320,000 per year in salaries and benefits. Reallocating the \$36,000 now contributed by the ETSB from Herrin to the Sheriff would fall far short of covering that increase. The ETSB does not have the power to force the Sheriff to hire more people or increase staffing.

On June 10th of this year, a plane crashed at the Williamson County Airport, which lies between Marion and Herrin. The sheriff had only one dispatcher working. Herrin had two. Working together, one PSAP handled the FAA and called in a helicopter and a MABAS box

alarm while the other handled ambulances, extrication and fire response. Without Herrin as a PSAP, the sheriff's department would have been overwhelmed and additional lives may have been lost. Marion PSAP was already tied up with a major traffic accident.

Some PSAPs in Illinois serve only one town or department or answer very few calls. All three of ours serve vital roles in the system. Herrin handles fewer calls than Marion or the Sheriff and has no room for expansion; however, they are better situated to cover the fast-growing northwest section of the county and they provide geographic diversity. Herrin has had to take over all dispatching for the Sheriff's Department on multiple occasions in the past few years. Once it was due to a lightning strike, once for asbestos contamination and a third as the result of construction accident during renovations. Marion was hit by tornadic winds in 1982, 1991 and 2008. Having a geographically diverse PSAP such as Herrin is a huge advantage in those situations.

In some counties with multiple PSAPs, one is in an aging building with worn out equipment. Our PSAPs are in recently upgraded and expanded facilities. Herrin received grant money to build a brand new Police Station in 2002. The county built a new administrative building opening up space in the courthouse for a larger modernized dispatch center in 2012. The National Guard donated its facility in Marion to the Police Department which completely renovated it including a brand new dispatch center in 2014.

The Williamson County Sheriff's PSAP is fully equipped to back up both the Marion and Herrin Police PSAPs. That upgrade was done in order to eliminate the Marion Fire Department as a PSAP. Herrin is equipped to back up the Sheriff but not Marion, which just joined the county system last year. The Marion Police PSAP does not have the radio system capabilities to dispatch the distant corners of the county. It cannot be the primary backup for either Herrin or the Sheriff without major upgrades. Upgrading the Marion Police radio system to be capable of dispatching all of the emergency service agencies in the county will cost about \$45,000. Adding a third radio console at the Sheriff's Department will cost about \$30,000. A copy of that quote is included in this plan.

Reducing the number of PSAPs statewide will reduce the cost of purchasing Next-Gen equipment for those who do not have any. In Williamson County, no additional equipment is needed at any of our PSAPs. We could potentially replace some of the work stations, but that cost is minimal. The software licensing is what was costly and that transfers to the new machines. A clause in the maintenance contract for the data centers calls for all of the servers to be replaced in 2018 at no additional cost. We are in the middle of a ten year maintenance contract for the Next-Gen equipment and just signed a five year maintenance contract for CAD in exchange for them making it interface with the NG system. Eliminating a PSAP would not save any money on maintenance.

Since, the Higher Ground NG recorders at the data centers record all calls, data, text, video and pictures at the central shared location, there is no need to replace the recording equipment at the PSAP level. Eliminating a PSAP would also provide no savings on radio maintenance since each PSAP pays for their own. The towers and repeaters maintained by the ETSB will remain either way.

Williamson County does not fit any of the scenarios in which consolidation is beneficial. The arbitrary two PSAPs per county rule, while well-intentioned, does not take into account that a three-PSAP system is already providing Next Gen service. Our 13-county CSI regional system connects 17 PSAPs to each other and to dual data centers through an ESINet. Two million was spent on Next-Gen hardware and software for the data centers and PSAPs. Eliminating the Marion Fire Department several years ago did save money. Closing one now makes no sense. Sharing equipment and networking over a large geographic area was our way to accomplish a more efficient form of consolidation without shutting down PSAPs.

Rather than closing the Herrin PSAP, we propose down-gradng its status to secondary. All 911 calls would be routed to the Sheriff. Johnston City, Energy and rural Herrin calls as well as all medical calls would be direct dispatched. Calls specifically for the Herrin Police and Fire Department would be transferred to Herrin so that they could handle all of the followup and communicate with their own people. Herrin would remain on the network and provide additional manpower in the event of a major incident. Before we could make this change, we would need to upgrade the radio systems as detailed earlier. Changing the routing of the Johnston City calls could be accomplished prior to the upgrade and would give us a chance to track the effect on call loads at the Sheriff's PSAP. We anticipate this would reduce the number of transfers on rural and interstate wireless calls hitting the Johnston City towers.

We would apply for a consolidation grant to pay for the radio system upgrades. We understand that the large number of potential consolidations statewide would likely result in a delay in receiving those funds. Once the radio system upgrades are completed, Herrin and Energy calls could also be routed to the Sheriff. Herrin would remain on the ESINet as an emergency backup, providing geographic diversity and allowing them to continue to use the high tech capabilities paid for as part of the regional NG project.

The Williamson County Joint ETSB supports the state's goals of efficiency and has been a leader nationally in moving to NG. We have already eliminated a PSAP (Marion Fire), combined two ETSBs and cut our administrative staff in half. Closing the Herrin PSAP completely is not economically reasonable. It would not save the state, the city or the ETSB any money. It would result in either additional personnel costs or increased work loads.

Given that our targeted PSAP is one of the few next-gen PSAPs in the country, downgrading from primary to secondary status is a fair alternative to elimination. We request that we be allowed to keep the Herrin PSAP operational on that basis until the state has completed installation of its statewide network. At that point the ETSB and the ISP can evaluate whether or not the benefits of keeping it open outweigh the potential costs.

STRATEGIC PLAN

- 1) Redo our PSAP boundary maps to have landline 911 calls from Johnston City and Energy routed to the Sheriff's Office PSAP instead of Herrin. Change the wireless routing on the Route 37 and Water Ave. towers to the Sheriff as well. (fall 2016)**
- 2) Monitor the effect that has on call volumes and transfer rates. (winter 2016-17)**
- 3) Start on the process of upgrading the radio systems at County and Marion. Apply for a consolidation grant to help offset that cost. (fall-winter 2016-17)**
- 4) Determine the effect on call loads and the best way for the ETSB and PSAPs to adjust compensation and staffing to accommodate the call load. (winter 2017)**

FIVE-YEAR BUDGET COMPARISON UNDER EACH OF THREE OPTIONS

Attempting to budget five years into the future requires faith that the state will not sweep 911 funds and also pay the ETSBs and the SSPs in a timely manner. Expenses can also be volatile since our SSP contract expires during that period. We have already incurred the cost of upgrading to next-gen. Adding next gen features is the next step and since we are on the cutting edge, it is difficult to guess how much those new capabilities are going to cost. Since they will be accomplished at the data center level, the number of PSAPs should make no difference. Dispatcher costs are the big variable.

If we do not have to close a PSAP, 2017 costs should be lower than 2016 because we will not have to make three months of network charges that we had to do because the state failed to pay our SSP in a timely manner. If the ISP allows Herrin PSAP to remain open as a secondary, we will need to make the radio system upgrades to the other PSAPs. Marion will need to serve as a full backup and the Sheriff may need to man the third position because of the increased call volume from Johnston City.

If Herrin is eliminated as a PSAP, we will have to make those same radio upgrades and pay a share of cost of hiring additional dispatchers at the Sheriff's Department. Expenses in 2018, 2019 and 2020 should remain very stable under the first two scenarios. If Herrin PSAP is eliminated there will be additional personnel costs.

CATEGORY	WILLIAMSON COUNTY ETSB BUDGET SCENARIOS		HERRIN STILL PRIMARY		2017 IF HERRIN PSAP		2017 IF HERRIN PSAP	
	2016 EXPECTED SPENDING	2017 IF NO CONSOLIDATION	2017 IF SECONDARY	IS ELIMINATED	IS SECONDARY	IS ELIMINATED	IS ELIMINATED	
	TOTAL	TOTAL	TOTAL	TOTAL	TOTAL	TOTAL	TOTAL	
Dispatch grants	\$ 108,000.00	\$ 108,000.00	\$ 108,000.00	\$ 120,000.00	\$ 156,000.00	\$ 156,000.00	\$ 156,000.00	
NG 911 Inc.	\$ 48,000.00	\$ 15,000.00	\$ 15,000.00	\$ 15,000.00	\$ 15,000.00	\$ 15,000.00	\$ 15,000.00	
CAD	\$ 24,000.00	\$ 24,000.00	\$ 24,000.00	\$ 24,000.00	\$ 24,000.00	\$ 24,000.00	\$ 24,000.00	
Insurance	\$ 13,000.00	\$ 13,000.00	\$ 13,000.00	\$ 13,000.00	\$ 13,000.00	\$ 13,000.00	\$ 13,000.00	
Audit	\$ 9,000.00	\$ 4,500.00	\$ 4,500.00	\$ 4,500.00	\$ 4,500.00	\$ 4,500.00	\$ 4,500.00	
Radio maint.	\$ 10,000.00	\$ 10,000.00	\$ 10,000.00	\$ 10,000.00	\$ 10,000.00	\$ 10,000.00	\$ 10,000.00	
Radio upgrades	\$ -	\$ -	\$ -	\$ -	\$ 75,000.00	\$ 75,000.00	\$ 75,000.00	
Training	\$ 20,000.00	\$ 20,000.00	\$ 20,000.00	\$ 20,000.00	\$ 20,000.00	\$ 20,000.00	\$ 20,000.00	
conferences	\$ 12,000.00	\$ 12,000.00	\$ 12,000.00	\$ 12,000.00	\$ 12,000.00	\$ 12,000.00	\$ 12,000.00	
PSAP repairs	\$ 4,000.00	\$ 4,000.00	\$ 4,000.00	\$ 4,000.00	\$ 4,000.00	\$ 4,000.00	\$ 4,000.00	
work stations	\$ -	\$ 12,000.00	\$ 12,000.00	\$ 12,000.00	\$ 12,000.00	\$ 12,000.00	\$ 9,000.00	
Office expenses	\$ 16,000.00	\$ 16,000.00	\$ 16,000.00	\$ 16,000.00	\$ 16,000.00	\$ 16,000.00	\$ 16,000.00	
GIS	\$ 12,000.00	\$ 12,000.00	\$ 12,000.00	\$ 12,000.00	\$ 12,000.00	\$ 12,000.00	\$ 12,000.00	
Coordinator	\$ 95,000.00	\$ 98,000.00	\$ 98,000.00	\$ 98,000.00	\$ 98,000.00	\$ 98,000.00	\$ 98,000.00	
	\$ 371,000.00	\$ 348,500.00	\$ 348,500.00	\$ 435,500.00	\$ 435,500.00	\$ 468,500.00	\$ 468,500.00	
	2018 A	2018 B	2018 C	2018 C				
Dispatch grants	\$ 108,000.00	\$ 108,000.00	\$ 120,000.00	\$ 156,000.00	\$ 156,000.00	\$ 156,000.00	\$ 156,000.00	
NG 911 Inc.	\$ 16,000.00	\$ 16,000.00	\$ 16,000.00	\$ 16,000.00	\$ 16,000.00	\$ 16,000.00	\$ 16,000.00	
CAD	\$ 24,000.00	\$ 24,000.00	\$ 24,000.00	\$ 24,000.00	\$ 24,000.00	\$ 24,000.00	\$ 24,000.00	
Insurance	\$ 13,000.00	\$ 13,000.00	\$ 13,000.00	\$ 13,000.00	\$ 13,000.00	\$ 13,000.00	\$ 13,000.00	
Audit	\$ 4,500.00	\$ 4,500.00	\$ 4,500.00	\$ 4,500.00	\$ 4,500.00	\$ 4,500.00	\$ 4,500.00	
Radio maint.	\$ 10,000.00	\$ 10,000.00	\$ 10,000.00	\$ 10,000.00	\$ 10,000.00	\$ 10,000.00	\$ 10,000.00	
Training	\$ 15,000.00	\$ 15,000.00	\$ 15,000.00	\$ 15,000.00	\$ 15,000.00	\$ 15,000.00	\$ 15,000.00	
conferences	\$ 12,000.00	\$ 12,000.00	\$ 12,000.00	\$ 12,000.00	\$ 12,000.00	\$ 12,000.00	\$ 12,000.00	
PSAP repairs	\$ 4,000.00	\$ 4,000.00	\$ 4,000.00	\$ 4,000.00	\$ 4,000.00	\$ 4,000.00	\$ 4,000.00	
Office expenses	\$ 12,000.00	\$ 12,000.00	\$ 12,000.00	\$ 12,000.00	\$ 12,000.00	\$ 12,000.00	\$ 12,000.00	
Furniture replacement	\$ 50,000.00	\$ 50,000.00	\$ 50,000.00	\$ 30,000.00	\$ 30,000.00	\$ 30,000.00	\$ 30,000.00	
GIS	\$ 12,000.00	\$ 12,000.00	\$ 12,000.00	\$ 12,000.00	\$ 12,000.00	\$ 12,000.00	\$ 12,000.00	
Coordinator	\$ 100,000.00	\$ 100,000.00	\$ 100,000.00	\$ 100,000.00	\$ 100,000.00	\$ 100,000.00	\$ 100,000.00	
	\$ 380,500.00	\$ 392,500.00	\$ 392,500.00	\$ 408,500.00	\$ 408,500.00	\$ 408,500.00	\$ 408,500.00	

**PROPOSED PLAN MODIFICATION TO CREATE A
JOINT EMERGENCY TELEPHONE SYSTEM BOARD**

The Williamson County Board of Commissioners, the Marion City Council and the Herrin City Council request approval from the Illinois Commerce Commission to revise the make up of the current Emergency Telephone System Boards and combine them into a county-wide Joint ETSB under terms of 50 ILCS 750. Each entity approved new ordinances the week of August 10th and those are included with this plan as exhibit A.

The Williamson County Emergency Telephone System Board was created in December 1993 and was later amended to form a Joint ETSB with the city of Herrin. The city of Marion created its own Emergency Telephone System board and has been running its own 9-1-1 system. The two systems reached an agreement in 2012 for the Sheriff's PSAP to back up the Marion Police PSAP which allowed for elimination of the former Marion Fire PSAP. Copies of those documents are included in this filing as exhibits B, C and D. The makeup of each former ETSB and the proposed makeup of the new Joint ETSB are attached as exhibit E. Financial data for the previous ETSBs along with the proposed financial arrangements for the new Joint ETSB are included as exhibit F. Maps of the city and county are included as exhibits 1 and 2.

The Williamson County ETSB had oversight over the 911 operations at the Herrin Police Department and the Williamson County Sheriff's Office PSAPs. The Marion ETSB had oversight of the 911 operation at the Marion Police PSAP. That oversight will be combined for all three PSAPs under the new Joint ETSB. Dispatchers will continue to be employees of the PSAPs. Operations and backup arrangements will remain the same as when the PSAPs operated under separate boards. The PSAPs will continue to answer calls from the same coverage area as before and to dispatch for the same agencies for which they have always dispatched. Existing inter-governmental agreements will remain in place.

Operationally, the creation of the Joint ETSB makes no difference, but the administrative structure and financial arrangements will change. Effective upon the approval of this plan, all funds in the Marion 9-1-1 Account will be transferred to the County 911 Fund. Surcharge revenue paid to the city of Marion will be deposited in the county 911 fund. Bills that had previously been paid by Marion with that money will instead be paid by the new Joint ETSB. Wireless surcharge formerly distributed to the city of Marion, will instead be sent to the new Joint ETSB and deposited in the 911 Fund. Effective January First when the new method of collecting and distributing 911 funds in Illinois takes effect, all money collected, both wireline and wireless will go directly into the county 911 Fund. The new Joint ETSB will work out the specifics of the new budget, providing equal treatment to all three PSAPs.

The existing county ETSB eliminated the position of Assistant Coordinator as a cost-cutting measure in anticipation of the merger. Joint ETSB will employ the county coordinator and the city of Marion will employ the city 911 coordinator. They will continue to provide radio system maintenance on the towers and repeaters while the individual PSAPs will provide maintenance on the equipment located at their facilities. The Joint ETSB will contribute an equal amount to each PSAP for CAD maintenance. They will continue to provide a monthly grant to each PSAP to offset training related costs and 911 CPE equipment. That amount will be determined by the Joint ETSB.

All surcharge checks will be sent directly to the county treasurer for deposit in the 911 Fund. Any checks sent to the 911 Office will be taken to the treasurer for deposit. Claims formerly submitted to the Marion City Treasurer on behalf of the old Marion ETSB will instead be handled by the County 911 Coordinator, who will continue to handle claims as he did for the old County ETSB. Once this plan has been approved, the new Joint ETSB will meet to create new by-laws, elect officers, set meeting times and dates and decide on personnel issues and budget priorities.

EXHIBIT E

EMERGENCY TELEPHONE BOARD MAKEUP (OLD AND NEW)

Williamson County ETSB

Mike Steh- Herrin Fire Chief-Chairman Ron Ellis- Commissioner –Vice Chairman

Quinn Laird - Herrin Police chief Jeremy Norris – WCFPD Chief

Kevin McConnell –Lifeline Ambulance CEO Bennie Vick – Sheriff

Steve Miller –At large

Marion ETSB

D. J. Stewart –Dispatch Supervisor –Chairman Jerry Odum –Fire Chief

Dawn Tondini –Police Chief –Vice Chairman Ray Manis –At large

Jim Webb –Public Safety Commissioner Brent Gentry –Commissioner

Kevin McConnell –Lifeline Ambulance CEO

NEW JOINT ETSB (tentative since the formal appointments have not been made)

* (Officers to be determined by the new board during their first meeting)

County –Sheriff Bennie Vick County –WCFPD Chief Jeremy Norris

County –Commissioner Ron Ellis Herrin – Police Chief Quinn Laird

Herrin – Fire Chief Mike Steh Herrin –At large Steve Miller

Marion – Police Chief Dawn Tondini Marion – Councilman Jim Webb

Marion – Dispatch Supervisor D.J. Stewart

