

# Winnebago County - Purchasing Department

## For the Winnebago County ETSB

### ADDENDUM ONE 18P-2135

#### Review of 9-1-1 Emergency Telephone System Operations

**Responders are required to indicate on their RFP Bid Form 18B-2135 that they have received and acknowledged this Addendum 1.**

Any questions should be directed to the Purchasing Department, 404 Elm Street, Room 202, Rockford, IL 61101 or by telephone 815-319-4380, or by email to Ann Johns at [purchasing@wincoil.us](mailto:purchasing@wincoil.us)

The purpose of Addendum 1 is to provide the following five revisions to the original RFP.

1. Revised: Proposal Due Date from 3/13/2018 to 3/19/2018 (time unchanged)
2. Revised: Responses to Questions or Inquires and Issue of any Addendum from 3/2/18 to 3/8/2018 at 11:00AM
3. Revised: Background Information
4. New: Attachment B (Assessment of and Recommendation for The Consolidation of the Winnebago County 9-1-1 System issued August 2015)
5. Revised: Scope of Services

#### 1. & 2. REVISED: NEW DATES (see yellow)

DEADLINE FOR INQUIRIES, EXCEPTIONS AND QUESTIONS	MUST BE SUBMITTED IN WRITING TO THIS EMAIL: <a href="mailto:ajohns@wincoil.us">ajohns@wincoil.us</a>	2/27/2018	2:00 PM
RESPONSE TO QUESTIONS OR INQUIRIES AND ISSUE OF ANY ADDENDUM	VIA E-MAIL	3/8/2018 OR NO LESS THAN 7 CALENDAR DAYS BEFORE DUE DATE	11:00 AM
PROPOSAL DUE DATE	PURCHASING DEPARTMENT 404 ELM ST. ROOM 202 ROCKFORD, IL 61101	3/19/2018	8:30 AM

#### 3. REVISED: BACKGROUND INFORMATION

The County has a population of 288,896 and is located in north central Illinois along the Wisconsin border approximately 65 miles northwest of Chicago. The City of Rockford ("Rockford") is the largest city in the County with a population of 149,597. There are two communities, Loves Park and Machesney Park with populations of approximately 25,000 each and several smaller communities scattered throughout the county. The ETSB is comprised of

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appointees from the Winnebago County Board and representative members of the public safety agencies within the County. The ETSB is responsible, pursuant to statutory regulations of the Emergency Telephone System Act, 50 ILCS 750/0.01 et seq., for receiving and distributing funds received from the Illinois State Police from a 9-1-1 surcharge tax on wired and wireless phone lines in the State of Illinois. Although some of these surcharges can be used to support 9-1-1 personnel and PSAP operations, the ETSB also uses them to support 9-1-1 technical infrastructure and some non-personnel operations costs, so all entities operating a PSAP must have other revenue sources outside of the ETSB-distributed surcharge monies. It is the ETSB's overall responsibility to provide general oversight to the mechanisms and equipment used in providing 9-1-1 call taking and dispatching services within the County. The ETSB does not currently have active management or operational responsibilities of PSAPs nor does it control any PSAP functions in the County.

There are currently two independent PSAPs in the County. The Winnebago County Sheriff's Office ("WCSO") operates one of the PSAPs ("County Center") and handles call taking and law enforcement dispatching functions for the WCSO that patrols the unincorporated portions of the County, as well as call taking and enforcement dispatching for the communities located inside the County outside of Rockford. The fire and EMS response not handled by the Rockford Center is provided in various delivery models in the County including career fire departments, private ambulance companies, fire protection districts with personnel staffing contracts and volunteers.

The Rockford PSAP ("Rockford Center") handles call taking and law enforcement dispatching functions for the City of Rockford, Rock Valley College and the Rockford Park District. The Rockford Center provides fire and EMS dispatching for Rockford and five suburban fire protection districts.

The communities outside of Rockford have small to medium sized police departments. Fire protection is mixed between career, career and volunteer and wholly volunteer, including several smaller fire protection districts along the western border of Rockford where "islands" of unincorporated areas lie within its borders.

There are three collective bargaining agreements ("CBA") covering the call taking and dispatching (collectively "Telecommunicators") personnel in the two PSAPs. The Telecommunicators at the County Center are under AFSCME Council 31 Local 473 and the Rockford Center's Telecommunicators are split between AFSCME Council 31 Local 1058 for law enforcement Telecommunicators and the International Association of Firefighters ("IAFF") Local 413 for Fire and EMS Telecommunicators. There is a significant disparity in hourly pay and benefits between the lower County Center's CBA and the higher Rockford Center's CBAs.

Recently, the County has been considering transitioning the County Center's PSAP operations to the Rockford Center as a possible means of creating efficiencies that would streamline call taking and dispatching services. The initial studies have indicated that there would be little in the way of cost effectiveness in a consolidation to the Rockford Center, and in preliminary pro-forma budgeting it was also discovered that there would be significant increases in charges to communities that rely on the County for the 9-1-1 services provided through the County Center.

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The communities receiving 9-1-1 services from the County Center have several concerns including:

(1) The governance structure of this proposed consolidation under the Rockford Center does not consider input from the communities outside Rockford who will have no say in decisions regarding the operations, budgeting and management of the Rockford Center. This results in those communities being charged participation fees much greater than they are now paying without having direct representation or participation in how the fees are being spent. Under the current model with the County Center, all communities are represented by County Board members who have governance oversight of the County Chairman and County Sheriff and can provide direction on how the County Center is operated.

(2) The previous studies on consolidation that recommended consolidating 9-1-1 services under the governance of the Rockford Fire Department and never considered any other governance options such as consolidating under the County Center. The studies did not even present the expenditures of the current two-PSAP configuration as a baseline expense model against which other consolidation options could be judged. The communities, several of which were not contacted or meaningfully involved during the previous study and are not representatives on the ETSB, feel that many other options exist and these other options must be analyzed and weighed before consolidation of any type is to occur. In addition to the study of consolidation methods and their costs is the possibility that no consolidation may be required. One of the previous studies, evaluating the consolidation into the Rockford Center, stated that "it would be unreasonable to expect large cost savings from an operational perspective." Yet both reports ignored discussion of their chart indicating an average hourly rate increase of \$7.50 per hour to Telecommunicators leaving the County to work under the Rockford CBAs. Furthermore, that the study also recommended an increase in the number of total Telecommunicators over the currently authorized total staffing levels of the Rockford Center and County Center, generally because the Rockford CBAs award more time off which creates a need for additional staffing. In examining the pros and cons of the various options of consolidation against the current baseline, it could be found that adjustments can be made in the fee structure being paid by the communities to the WCSO that would allow for continued operations of the County Center while supporting the Sheriff's budget cutting mandate. With the previous two studies the communities simply don't know their options, thus the issuance of this RFP to acquire that knowledge so all interested parties can make more informed decisions.

(3) The proposed method of cost allocation to these municipalities was never discussed with them, nor were they analyzed in comparison to other nationally used best practice cost allocation scenarios. What the communities do know is that the proposed method of allocation by number of sworn police officers does not result in fair calculations for some communities and with the higher overall operations costs of the Rockford Center, the amounts requested of the outlying municipalities greatly exceeds what they now pay for service rendered by the County Center.

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In sum, these municipalities, several with public safety representatives on the ETSB, have urged the ETSB to issue this RFP to broaden the analysis across multiple consolidation and operational models to identify if consolidation is indeed necessary, and if so to identify industry standard best practices in governance, cost efficiencies and allocation of participation fees.

### **A. Previous Studies**

L.R. Kimball (“Kimball”), now part of Federal Engineering, a public safety communications consulting firm, created two studies on consolidation of the County and Rockford PSAPs. The first report from Kimball in August 2015 recommended consolidation of the PSAPs under control of Rockford and incorporating the Rockford AFSCME and IAFF CBAs for all Telecommunicators. The study did indicate the preferred method would be to have all law enforcement dispatch occur at the County PSAP location and all Fire and EMS dispatch at the Rockford PSAP. The County PSAP would be considered primary with the Rockford Center considered a live backup as it would be staffed 24/7. The June 2016 Kimball study appears as a follow up to the August 2015 study to examine costs associated with the proposed consolidation. The June 2016 report concluded that there would be no significant savings in the consolidation except for an approximate 10% annual savings to the ETSB. Neither report directly addressed the obvious increase in costs associated with the recommendation of converting all Telecommunicators to a higher wage and benefit scale as well as determining additional Telecommunicators would be required because of the increase benefit time off afforded to the Rockford CBAs.

These studies also include significant details on upgrading 9-1-1 system equipment which is partly in response to the State of Illinois mandated movement to Next Generation 9-1-1 systems, and partly as identification of equipment that has reached the end of its usable life. This study should only examine equipment and capital expenses if those expenditures somehow affect the costs or operational capabilities associated with differing governance models.

No section of either of these reports identified current baseline costs to compare against the costs of the proposed consolidation. Neither report examined any other consolidation model other than transferring all control to Rockford. Neither report addressed participatory governance other than a blanket statement urging a “well-crafted” agreement. Neither report provided concrete rationale or evidence that the choice of consolidating under Rockford was the best option. Recommendations from neither study have been implemented at this time.

## **4. NEW: ATTACHMENT B**

**Assessment of and Recommendation for The Consolidation of the Winnebago County 9-1-1 System issued August 2015**

## **5. REVISED: SCOPE OF SERVICES**

The ETSB is seeking an independent and experienced Firm to perform a comprehensive study of the operational costs, governance models and cost sharing systems available as nationally

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accepted industry best practices and how those models would work in a consolidated or non-consolidated PSAP service model in the County.

### **Specific services and deliverables.**

- 1.1. Establish Baseline Costs. The chosen Firm will create an operational expense baseline against which the costs of other 9-1-1 governance model options can be measured. The established baseline shall consist of the most recent annual operational expenses related to the current non-consolidated two-PSAP configurations with expenses adjusted to reflect full staffing of Telecommunicators.
- 1.2. Governance Options and Costs. The chosen Firm will identify various PSAP governance configuration options and calculate projected costs of operating under each of those options in a manner so as to be able to compare the various identified option costs against the Established Baseline. Governance Option shall include, but not be limited to, the following:
  - 1.2.1. Rockford Full Governance. Full consolidation of 9-1-1 call taking and law enforcement and Fire and EMS dispatch under governance of Rockford (As proposed in the Kimball studies).
  - 1.2.2. County Full Governance. Full consolidation of 9-1-1 call taking and law enforcement and Fire and EMS dispatch under the governance of the County.
  - 1.2.3. County Law – Rockford Fire/EMS. Consolidation of all law enforcement dispatch under the governance of the County with Rockford handling all Fire & EMS dispatch.
  - 1.2.4. Rockford & Alternate #1. Rockford law enforcement under the governance of Rockford. County law enforcement under the governance of an Alternate PSAP created by the municipalities. Fire and EMS would be under the governance of Rockford.
    - 1.2.4.1. This entails the outlying municipalities initiating and governing their own PSAP in place of the County Center.
    - 1.2.4.2. In this option, the County law enforcement dispatch would go under the governance of the Alternate PSAP.
    - 1.2.4.3. Consider option of County Fire and EMS under governance of the Alternate PSAP.

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- 1.2.5. Rockford & Alternate #2. Rockford and County law enforcement under the governance of Rockford. Outlying municipalities law enforcement under the governance of an Alternate PSAP created by the municipalities. Fire and EMS under the governance of Rockford.
  - 1.2.5.1. This entails the outlying municipalities initiating and governing their own PSAP in place of the County Center.
  - 1.2.5.2. In this option, the County law enforcement would go under the governance of Rockford.
  - 1.2.5.3. Consider option of County Fire and EMS under governance of the Alternate PSAP.
- 1.2.6 Regional Center. Consider options for more regional collaboration or outsourcing of services to handle adjacent counties or smaller municipalities.
- 1.2.7 Other. Other plans or options the chosen Firm has encountered which may be beneficial and feasible but are not otherwise identified in this RFP.
- 1.3. Options Analysis. The chosen Firm shall compare, contrast and present findings of the costs of the identified governance options in relation to the Established Baseline.
  - 1.3.1. Evaluate the reported need to consolidate versus current levels of service provision. Objectively answer the question, "Is consolidation necessary?" Provide specific rationale in a pro-con format.
  - 1.3.2. Identify for each option compared to the Established Baseline how the existing CBAs were considered in the formulation of cost projections.
    - 1.3.2.1. Identify which contract was used for Telecommunicator salary determination.
    - 1.3.2.2. Identify if privatization staffing model metrics were incorporated or could be incorporated into the governance options.
    - 1.3.2.3. Provide feedback on estimated costs savings or increases related to CBA or privatization choices.

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- 1.3.3. Identify total expenses for each of the studied options and how those total expenses compare to the Established Baseline.
  - 1.3.3.1. Highlight specific areas of cost savings or cost increases between the various models and as compared to maintaining the current non-consolidated status identified in the Established Baseline.
- 1.3.4. Identify non-economical synergies and potential problems that the various models would cause or solve in relation to the proposed plan to consolidated under the Rockford Center.
- 1.4. Governance Structuring. The chosen Firm will evaluate the governance makeup of the current state two-PSAP system and compare it to nationally accepted best practices. Using the governance option models previously identified for cost analysis, the Firm will create suggestions for developing a governance plan for the County, Rockford, the ETSB, and the outlying municipalities and fire protection districts.
  - 1.4.1. Inform as to the commonality and national best practices of whether a major city or the county sheriff most often assumes primary governance when consolidating to a single whole-county PSAP.
  - 1.4.2. Suggest alternate forms of governance the chosen Firm has encountered which are available and have been practiced with success in other jurisdictions and that may be beneficial and feasible but are not otherwise identified in this RFP.
  - 1.4.3. Recommend model contract language for inclusion in intergovernmental agreements to protect and ensure rights of all participating stakeholders.
- 1.5. Cost Allocation. The chosen Firm shall examine the current and proposed cost allocation structures and metrics by which community participation fees are calculated. The Firm shall:
  - 1.5.1. Evaluate and comment on the proposed per-officer fee allocation standard under the Rockford governance consolidation plan.
  - 1.5.2. Identify, describe and compare national industry standard models of computing the allocation payments made by participating municipalities in a consolidated system.

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- 1.5.3. Project allocation costs of the various municipalities in the County under the described allocation models to identify affects to municipalities for each fee allocation method.
- 1.5.4. Suggest alternate or hybrid fee allocation structures that may include, but not be limited to, a mix of a base price for service availability and a usage frequency component.
- 1.6. Prepare general comments on findings related to consolidation pros and cons not covered in the economics, governance and fee allocation scope of work, considering, among other things, the operational effectiveness of services delivered.

### **Among other things, the analysis will be expected to evaluate and provide opinions regarding the following:**

1. Whether it would be more efficient and/or cost effective to perform all call taking and dispatching functions at one location, and if so, identify the best location(s) and explain why.
2. Whether it would be more efficient and/or cost effective to perform call taking and dispatching functions at more than one location, and if so, identify the best locations and explain why.
3. Whether it would be more efficient and/or cost effective to perform all call taking at one location, and dispatching at one or more different locations, and if so, identify the best locations for each function and explain why.
4. Not Applicable
5. Under the current structure by which the 9-1-1 emergency telephone system in Winnebago County, Illinois is operating, what percentage of a 9-1-1 dispatcher's time is spent on emergency dispatching functions and what percentage is spent on non-emergency dispatching functions.
6. If all dispatching for all law enforcement, fire, and emergency medical services in Winnebago County, Illinois was combined to be performed by 9-1-1 personnel, what percentage of a dispatcher's time would be spent on emergency dispatching functions and what percentage would be spent on non-emergency dispatching functions.
7. Identifying any other ways in which the 9-1-1 emergency telephone system in Winnebago County, Illinois can be operated in a more efficient and/or cost effective manner than it is currently being operated.



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8. Consider any additional services or options that may be relevant. Include under a Value Added tab of your proposal response.

**END OF ADDENDUM ONE**