

**MINUTES OF THE COMMITTEE OF THE WHOLE MEETING
OF THE GURNEE VILLAGE BOARD**

**GURNEE VILLAGE HALL
APRIL 29, 2024**

Call to Order

Mayor Hood called the meeting to order at 7:00 p.m.

Other Officials in Attendance

Patrick Muetz, Village Administrator; Brian Gosnell, Finance Director; Brian Smith, Police Chief; John Kavanagh, Fire Chief; Austin Pollack, Assistant to the Administrator; Sandy Hart, Lake County Board Chair; Jim Hawkins, Lake County Deputy Administrator.

Roll Call

PRESENT: 5- Woodside, Ross, Garner, O'Brien, Thorstenson
ABSENT: 1- Balmes

Pledge of Allegiance

Mayor Hood led the Pledge of Allegiance.

A. DISCUSSION ITEMS

1. Presentation: 9-1-1 Consolidation Update.

Administrator Muetz stated staff would review 9-1-1 consolidation efforts and the LakeComm proposal that was previously provided to the Village Board. He acknowledged Lake County Board Chair Sandy Hart and Deputy County Administrator Jim Hawkins who were both in attendance. Muetz stated the presentation would review the following items:

- Overview/Background
 - The "Problem"
 - Benefits of Consolidation
 - Gurnee Village Board Action to Date
 - Progress to Date
- LakeComm Operational Concept
- LakeComm Budget Estimate
 - Three "building block" approach
 - Cost Formula and Allocation methodology
- Assumptions
- Next steps

Chief Kavanagh and Chief Smith reviewed Public Safety Answering Point (PSAP), Police and Fire Dispatch boundary maps. Chief Kavanagh stated due to current boundaries, calls might not arrive at the correct center initially which then results in a transfer. Chief Kavanagh stated call transfers continue to be an issue that must be addressed. Dispatch consolidation will help reduce call transfers. He then shared some real Gurnee emergencies where call transfers took place.

Kavanagh then reviewed the history of consolidation, highlighting a meeting in 2013. He then discussed two different studies from 2017 related to consolidation. The study concluded that consolidation is beneficial to public safety organizations and provides better capacity to respond to large events. Chief Kavanagh then discussed the efficiency that comes along with horizontal dispatching (vs. vertical). He stated the recommendation is LakeComm use a horizontal dispatching model.

Chief Kavanagh then reviewed some of the benefits of consolidation, including:

- Reduced call transferring which saves precious time
- Staffing improvements to provide enhanced coverage for 24/7 operations
- More consistent and effective service delivery
- Greater opportunities for interagency response and backup
- Better data sharing between agencies and responders in the field
- Increased depth of staffing to better accommodate surges in call volumes or multiple simultaneous major incidents
- Operational savings

- Reductions in future capital investment
- Elimination of duplicate technology systems and maintenance agreements

Administrator Muetz reviewed Village Board action to date related to consolidation stating the first formal action took place in 2018. Since that time, the Board has approved six ordinances related to the consolidation effort. Muetz stated it is important to note that while the Village Board first took action six years ago, staff has been participating in consolidation discussions longer than that.

Chief Smith reviewed the focal point of efforts since 2018, which is building an implementation plan to consolidate regional 9-1-1 services in order to provide the highest quality 9-1-1 service and lasting value for the residents of participating communities. This includes getting the right public safety resources to the right location with the right information in the shortest amount of time.

Chief Kavanagh next reviewed the PSAP Consolidation Committee focus since 2022, which has been developing an implementing intergovernmental agreement (IGA). He noted the IGA must:

- Create a new Intergovernmental Cooperative (joint governance) organization
- Define a pathway for any public agency to become a partner
- Include bylaws, governance, cost sharing etc.
- Define baseline services
- Include implementation and migration plans to transition from individual PSAPs to the newly constructed PSAP located in Libertyville
- Establish staffing structure and support functions
- Provide a transition pathway for current PSAP employees to the new PSAP
- Define technology needs and implement the new CAD system
- Define timelines, insurance and other migration issues

Next Chief Kavanagh reviewed the 9-1-1 Consolidation Proposal and the relationship between LakeComm and the New Joint Emergency Telephone System Board (JETSBS). He reviewed partnering PSAPs and JETSBSs for both. He stated the LakeComm Proposal includes:

- IGA to Establish LakeComm (IGA #2)
- LakeComm Bylaws (Draft)
- LakeComm Org Chart / Staffing Estimates
- LakeComm Budget Estimates
- Executive Director Position Description
- Transition Funding
- Transition Plan

He also reviewed the JETSBS proposal which includes:

- IGA to Establish a new JETSBS
- JETSBS Bylaws (Draft)

Next staff reviewed LakeComm prospective members that includes 15 Fire/EMS agencies and 22 Law Enforcement agencies. Kavanagh noted while the Lake County Sheriff and Waukegan are not participating at this time, the hope is in the future both will join LakeComm.

Chief Kavanagh reviewed the LakeComm operational concept. Highlights include:

- Established as a public agency as defined in the Intergovernmental Cooperation Act
- Membership open to:
 - All cities, villages, fire protection districts, the County of Lake, and other units of local government that directly provide public safety service, that are located, wholly or partly within Lake County, Illinois
- County's membership includes an "on ramp" for future Sheriff's Office membership
- With establishment of Member Board and approval of Bylaws – PSAP Consolidation Committee will be dissolved

- Member Board of Directors that includes one representative (and alternate) for each Member (Mayor, Trustee, Administrator, Manager, etc.)
- Executive Committee which is made up of seven voting members
- Executive Director who will oversee LakeComm staff
- Advisory Committees focusing on law enforcement, fire/ems, technology and budget.
- New JETSB which is a separate entity that will work in parallel to LakeComm to manage the use of 9-1-1 funds
- Consolidated PSAP located in the Regional Operation Center facility
- Primary PSAP - all Member 9-1-1 calls answered and processed
- Provides dispatching for member's fire / ems and law enforcement
- Uses the systems implemented in the Public Safety Software Modernization Project
- Focus on retaining and hiring current employees at LakeComm (IMRF Employer)
- Use of current Partner PSAP center(s) as the LakeComm "back up" center(s) – Gurnee and Lake Zurich proposed
- Scope of services defined ("what" not "how")
- Annual shares based on agreed formula

Next, Finance Director Gosnell reviewed the draft budget and cost estimate. He stated a group of finance directors used a three-part "building block" approach. This approach included:

1. Core Budget (minus personnel)
 - Technology
 - Administrative expenses
2. Personnel Budget
 - Multiple staffing options provided
3. Cost sharing model
 - Variable 1: Split of total cost for Fire/EMS and Law Enforcement
 - Variable 2: How to chargeback agencies
 - Fire/EMS data points and percentage applied to determine share
 - Percentage of CFS, population, EAV, other
 - LE data points and percentage applied to determine share
 - Percentage of sworn, population, EAV, other
 - Variable 3: How to smooth the cost "shock"

Gosnell stated the Core Budget is estimated at \$3.6 million and the Personnel Budget at \$14.0 million. This brings the total budget estimate to \$17.6 million. He next reviewed available 9-1-1 surcharge revenue that totals \$8.5 million annually. Gosnell stated the recommendation is to use \$7.5 million in surcharge funding to offset LakeComm operational expenses. This results in \$9.1 million in expenses to allocate amongst partners.

Finance Director Gosnell reviewed the proposed cost-sharing model. The model allocates 25% of the cost to Fire/EMS and 75% of the cost to Law Enforcement. Next, factors such as calls for service, number of sworn law enforcement officers, population and equalized assessed valuation are used to determine each entities cost. Gosnell stated there is also a smoothing component whereby those entities saving money fund a five-year smoothing for those entities whose costs are increasing more than 25% compared to what they are currently paying.

Gosnell next reviewed Gurnee's current costs and the projected LakeComm cost. He stated that currently the Village is projected to save approximately \$1.4 million annually.

He next reviewed what could impact Gurnee's LakeComm expense. This includes adding or removing partners, changes to the baseline data, changing the smoothing model, identifying budget saving and additional surcharge revenue to name a few.

Director Gosnell then reviewed planning assumptions moving forward. These assumptions include:

- All current partners are participating (FTE and expenses can be scaled if needed)
- All partner and County 9-1-1 calls answered at LakeComm (minimizing 9-1-1 call transfers)
- Consolidation into a new single supporting JETSB – new IGA, new Board
 - \$8.0M - \$8.5M of surcharge funds available for authorized expenses
- Horizontal dispatch model
- Staffing FTE based on 12-hour shifts (for planning) - Hybrid to include 8-hour shifts an option
- Consolidation of radio talk groups occurs
- \$7.5M of 9-1-1 surcharge funds applied to authorized LakeComm expenses
- \$1.0M in additional revenue
 - Lake County “share”, additional surcharge funding, additional budget reductions, etc.
- \$500k shifted from personnel to reserve / contingency for “vacancy savings”
- Functional split: 25% Fire/EMS and 75% Law Enforcement
- Annual Share formula: 39% Activity – 39% Population – 22% EAV
- IMRF employer
- Benefits, finance support, and payroll through Lake County
- Transition / startup funds available through “loan” or line of credit (up to \$6.0M)
- MDCs not provided to agencies in this estimated budget

Administrator Muetz discussed current action taking place, stating partners are sharing the LakeComm proposal with governing boards, finalizing LakeComm and JETSB agreements, discussing transition funding, negotiating stay/incentive agreements with current employees and formulating a plan to hire a Transition Manager followed by an Executive Director.

Muetz next reviewed upcoming action and milestones. This includes:

- Executive Director (Transition Manger Hired)
- Enabling IGA (IGA#2) signed by participating agencies
- Transition Team operational
- Contracts executed for LakeComm technology installation and testing
- J/ETSB IGA signed by Member Jurisdictions
- LakeComm Consolidation Plan filed and approved by the State of Illinois 9-1-1
- Member Board and Executive Committee established
- LakeComm staff hired and trained
- Substantial ROC Building Completion and readiness for occupancy
- Technology for LakeComm installed and tested
- Future LakeComm personnel hired

Questions:

Trustee Woodside emphasized the magnitude of this project. He stated he attended the 2017 meeting and, at the time, there was concern about giving up some level of control. Trustee Woodside stated the degree of leadership that has gone into this effort at the both the County and local level is profound. He stated the construction of the facility in Libertyville by Lake County is what made consolidation a reality. Trustee Woodside continued to state that he is completely convinced consolidation is the right thing to do. It will enhance public safety, reduce call transfers and give the proper attention to the dispatch professionals. He concluded by thanking everyone who has participated to date, noting Chief Smith continues to keep employees at the forefront of priorities. He believes the effort is great for both Lake County and Gurnee.

Trustee Garner stated he agreed with Trustee Woodside. He stated as a member of the Northeast Lake County Consolidated ETSB (Gurnee/Zion JETSB) so he is aware of the complexity of consolidation. He stated the use of words like “us”, “all partners” and “fair and equitable” are

commendable. He believes the results of the effort should be very beneficial.

Trustee O'Brien thanked staff for the presentation, as it was helpful in understanding the LakeComm proposal. He asked if there is an on-ramp for Waukegan.

Chief Kavanagh stated all partners are welcome. He stated the Waukegan Fire Chief continues to attend meetings and the City has moved to the new CAD software. Chief Kavanagh stated the Sheriff's calls need to be answered in the new center. That is why the public hears more about it than Waukegan.

Trustee Thorstenson asked about back-up centers and when they would be operational. Chief Kavanagh stated the outside consultant identified Gurnee and Lake Zurich as back-ups. He stated the plan would be developed by the Executive Director.

Trustee Thorstenson commented on staff working on the new CAD and how that is a great step towards preparing to transition to the new center.

Trustee Ross stated she agrees with everything that has been said.

Mayor Hood thanks Chair Hart and the County Board for the construction of the ROC facility. He stated the ROC is key to moving the effort forward.

Chair Hart echoed previous comments on how everyone has come together to work towards the greater good of all residents in the County. She thanks Deputy Administrator Jim Hawkins for all of his hard work. She concluded by thanking the Village for its support.

Mayor Hood concluded by stating staff is focused on protecting Gurnee. He said being involved from the beginning and throughout the process is key to keeping Gurnee's concerns at the forefront to help ensure they are addressed.

Administrator Muetz stated additional questions can be forwarded to staff. He also thanked the County and Jim Hawkins for their work and support.

2. Presentation: LRS Waste and Recycling Transition Update.

Assistant to the Administrator Pollack provided the Village Board an update on the transition to the new waste and recycling hauler Lakeshore Recycling Systems (LRS).

He began by providing some background information stating the contract with Waste Management (WM) expires May 31st. As a result, the Village issued a Request for Proposals in November for the Residential Waste Franchise Agreement. LRS was selected at the January 22nd Village Board meeting as they provided the lowest rates and comparable services. LRS will become the Village's residential refuse, recycling and landscape waste hauler effective June 1st (first collection day is Monday, June 3rd). Pollack stated the Village and LRS have been working on communicating this change by coordinating and executing a strategic communications plan. Information and updates are continuously posted at www.gurnee.il.us/LRS

Pollack next reviewed communication actions to date, as well as upcoming information releases. He stated both LRS and the Village have been working to share information. Most recently, LRS mailed an informational brochure to all homes included in the franchise.

He next shared important information for residents to know. This included:

- Service applies to Gurnee corporate limits and those who do not pay a homeowners association for refuse/recycling collection.
- Carts will be distributed May 20th through May 27th
- Refuse, recycling and landscape waste will be collected weekly
- The majority of service days remain the same (88%), with only a number of route/service day changes (12%)
- WM Yard Waste Stickers must be used by the end of May

- Starting in June, residents will need to purchase LRS stickers.
- LRS will be quarterly in advance. The first bills will be sent mid-May
- WM will complete its last collection the final week of May.
- Following that pick-up, carts should be left at the curb empty. WM's contractor will collect the old carts

Pollack then reviewed Frequently Asked Questions related to the transition. He stated answers to those questions, as well as many others, can be found on the Village's website.

The presentation concluded with a review of the transition timeline. Key dates include:

- Monday, May 20 - Monday, May 27: New LRS Cart will be Delivered
 - Residents should be ready to accept the new carts and store until first week of pick-up beginning, Monday June 3rd. The contractor is anticipating to be delivering carts on Memorial Day.
- Tuesday, May 28 - June 1: Last Waste Management Service & Cart Removal
 - Beginning Tuesday, May 28th, residents should LEAVE their WASTE MANAGEMENT carts empty and at the curb. The contractor will pick up their WM cart. Failure to have carts empty may result in service issues.
- Monday, June 3 - Thursday, June 6: First Week of LRS Service
 - Residents should be utilizing the Lakeshore Recycling Systems cart and have it at the curb on their collection day.

Questions:

Trustee Garner asked where residents could find out when their pick-up date is. Pollack stated the brochure would include the service date. In addition, the Village's website has the map available.

Trustee Thorstenson asked about auto pay enrollment. Pollack stated that is an option. Administrator Muetz stated this information is also included in the brochure that was mailed.

Trustee O'Brien asked about recycling restrictions, stating he has seen some information online related to plastic bags and caps/lids. Administrator Muetz stated plastic bags cannot be recycled until the Hefty Orange Bag program is implemented in the fall. He continued to state that he saw some information online about contaminated recycling and carts being removed after four incidents. He stated staff would follow-up with LRS to ensure accurate information is communicated to the public.

Mayor Hood confirmed the new carts would be blue.

Administrator Muetz stated Warren Township also recently contracted with LRS.

Adjournment

It was moved by Trustee Garner, seconded by Trustee O'Brien to adjourn the meeting.

Voice Vote: ALL AYE: Motion Carried.

Mayor Hood adjourned the meeting at 8:18 p.m.

**Patrick Muetz
Village
Administrator**