

OFFICE OF THE LIEUTENANT GOVERNOR
EVELYN SANGUINETTI – LIEUTENANT GOVERNOR

Local Government Consolidation and Unfunded Mandates Task Force
Meeting Minutes

Wednesday, September 30th, 2015
 Building E, Seigle Auditorium
 Elgin Community College
 1700 Spartan Drive
 Elgin, IL 60123
 3:00PM

Name	Title	Organization	Present
Evelyn Sanguinetti	Lt. Governor	State of Illinois	Yes
Tom Demmer	Representative	90 th District	Phone
Mark Batinick	Representative	97 th District	Phone
Jack Franks	Representative	63 rd District	Yes
Emmanuel Chris Welch	Representative	7 th District	No
Dan Duffy	Senator	26 th District	No
Dale Righter	Senator	55 th District	No
Martin A. Sandoval	Senator	12 th District	No
Linda Holmes	Senator	42 nd District	Yes
Karen Darch	Mayor	Barrington	Yes
Karen Hasara	Former Mayor	Springfield	Yes
Brad Cole	Executive Director	Illinois Municipal League	Yes
Ryan Spain	City Council Member	Peoria	Phone
Dan Cronin	Chairman	DuPage County	Phone
Michael Bigger	Former Chairman	Stark County	Yes
Mark Kern	Chairman	St. Clair County	Phone
John Espinoza	Board Member	Whiteside County	Yes
Dr. Darlene Ruscitti	Regional Superintendent	DuPage Schools	Yes
Steffanie Seegmiller	Chairman	Arthur School Board	Phone
M. Hill Hammock	Senior Fellow	Metropolitan Planning Council	No
Char Foss-Eggemann	Trustee	Park Ridge Library Board	Phone
Warren L. Dixon III	Township Assessor	Naperville	Yes
George Obernagle	Chairman	Kaskaskia Regional Port District	Phone
Non-Voting Members			
Clayton Frick		Deloitte Services LLP	Phone
Mr. Aranowski		ISBE	Phone
Mr. Kersey		IDOL	No
Mr. Zigmund		IDOR	Phone
Mr. Perkins		DCEO	No

The Local Government Consolidation and Unfunded Mandates Task Force met for the ninth time on September 30th, 2015 with Lieutenant Governor and Chair Evelyn Sanguinetti presiding.

MEETING LOCATION

Building E, Seigle Auditorium
Elgin Community College
1700 Spartan Drive
Elgin, IL 60123

MEETING START

Meeting Scheduled Start: 3:00PM
Meeting Actual Start: 3:04PM

AGENDA

I. Call to Order and Roll Call

- a. Lt. Governor Sanguinetti called the meeting to order at 3:04PM CT and welcomed members.
- b. Roll Call was taken. Quorum was met at this time.

II. Approval of meeting minutes from August 24, 2015

- a. Lt. Governor Sanguinetti opened the minutes from the last meeting for correction. Representative Batinik offered two corrections for the record:
 - i. The first correction was regarding the vehicle alternative fuel mandate. The representative from Eastern stated that a new bill was passed increasing requirements. The bill that was passed this session lowered the alternative fuel requirement from 30% to 15% of purchases, added hybrids as an option and finally changed "vehicles" to passenger cars. It is still a mandate, but is actually relief which is what was pointed out in committee.
 - ii. The second correction pertained to the mention of \$1B "overspend" in Higher Education, also in the time allotted for questions section of the meeting minutes. The minutes reflected the Western Illinois Representative stating that the overspend was due to personnel. But what he said was that not all of the overspend was due to unfunded mandates and procurement costs. Those may have represented about 25% of the overspend and the rest was in personnel.
- b. Lt. Governor Sanguinetti then sought a movement for the approval of the meeting minutes from August 24th, 2015 as corrected.
 - i. Brad Cole moved to the motion to approve. Karen Darch seconded.
 - ii. The motion was approved by majority ayes with no nays recorded.

III. Chairman's Remarks – Lt. Governor Evelyn Sanguinetti

- a. “Welcome again to the ninth meeting of the Local Government Consolidation and Unfunded Mandates Task Force. That’s a lot of meetings in just 6 months! Thank you to everyone for their attendance and participation in this task force. It’s almost fall and we only have 3 more months until we present the governor with our recommendations. That means we have a lot more work to do in the remaining 3 months of this task force, including collecting testimony on unfunded mandates and consolidation for some of the major levels of local government in Illinois. We have already passed 8 different consolidation and unfunded mandate recommendations, but we are busy preparing more proposals for the task force members to vote on at future meetings. This will start at the next meeting on October 19th in Peoria. In our last 2 meetings we have discussed topics such as school district reorganization, Higher Education Procurement and Township Governments. Today we will be talking about shared service programs, emergency services and fire protection districts. In the coming weeks we will be putting the final touches on proposals for the task force to vote on in regards to the information we’ve talked about in the last 3 meetings. If these proposals pass they will become official recommendations of the task force, with the goal of introducing and passing legislation next year on the topics we’ve discussed. We will also be looking at other levels of local government and be voting on more proposals from these areas. This task force is important. As you’ve seen from Governor Rauner’s actions recently, he’s deeply interested in these issues and has even used his amendatory veto powers to make sure the recommendations of this task force get a fair opportunity in the General Assembly. Over the last 3 months of this task force we look forward to working with all of you to make sure this process is as successful as possible.”
- b. Lt. Governor Sanguinetti then opened the floor to the presentations.

IV. Presentations

a. Shared Services

i. Sangamon County Citizens Efficiency Commission – Karen Hasara & Robert Plunk

1. Karen Hasara began by noting that the meeting location at Elgin Community College was fitting due to the school being a prime example of utilizing shared services.
2. She stated that the Citizens Efficiency Commission looked at the 116 taxing bodies in the county in order to find areas to improve efficiency.
 - a. Established due to an economic recession, the duty to utilize taxpayer dollars efficiently, and lastly to implement better planning and measures for success.

- b. Also noted that state and federal grant makers were looking for regional approaches so they believed a commission could help.
- 3. A county board resolution passed by 62% in referendum in November 2010 to establish the commission.
 - a. She noted that it took a long time to establish trust and appoint 23 volunteer members, work began in fall 2011.
 - b. Rules:
 - i. No one who held public office could be a part of the commission
 - ii. Held public meetings to gain input from different parts of the county, monthly group meetings, and committee meetings in between.
 - iii. A committee would study an issue and present it to the commission as a finding, the issue was then voted on in commission to deem whether more research should be dedicated to the topic, then presented to the commission for a final vote before becoming a recommendation.
 - c. The commissions produced 23 recommendations and 10 white papers during the first years in practice.
 - d. Another resolution was passed to continue the commission was a smaller number of members.
 - i. Now the goal is to implement some of the recommendations made by the first commission.
- 4. Ms. Hasera concluded by stating the group is always available to share information and assist anyone who wants to set up a similar commission in another area.
- 5. Robert Plunk then discussed the final report produced by the commission and the report summary.
 - a. The main findings highlighted were:
 - i. Basic information often did not exist, making it very difficult to conduct any performance measuring
 - ii. When best practices are identified, most local officials and business leaders were willing to implement innovate solutions
 - iii. There was some resistance from elected officials depending on the measure

- iv. Consolidation is not necessarily the best solution in all scenarios
 - b. He emphasized the necessity of the county regional planning commission's assistance with research.
 - c. The resulting 23 recommendations and 10 white papers created notable successes:
 - i. Research efforts created awareness of efficiency problems
 - ii. Best practices were identified
 - iii. The commission caused local governments to self reflect
6. One of the first recommendations was the implementation of a leaders peer network, which formed into the Regional Leadership Council and allowed the mayors of the area to meet regularly and pursue shared services through township joint agreements.
- a. He noted that the Fire and EMS services strongly opposed the recommendations of the commission and the groups are now meeting to find solutions.
 - b. The city of Springfield is also working in collaboration with the commission to address issues concerning efficiency in law enforcement and sewer conditions.

ii. Metropolitan Mayors Caucus – Dave Bennett & Mayor Jeff Schielke

1. Dave Bennett began by explaining that the Metropolitan Mayors Caucus represents 275 mayors in the greater Chicago region, as well as the areas of Rockford and DeKalb.
2. He referred to two research projects that resulted into the “continuum” on shared services and consolidation.
 - a. The main discovery was that municipalities have been sharing services for decades due to the need for cost savings and improved operational efficiencies.
 - b. Mr. Bennett then explained the continuum through the use of the timeline he provided:
 - i. Shared Planning: Councils of Mayors, CMAP
 - ii. Shared Purchases: COGS, Purchasing Cooperatives
 - iii. Regional Efficiencies: Water deliver, cable tv, joint dispatching, health services
 - iv. Joint Contracting: Municipal Partnering Initiative

- v. Mutual Aid: Localized, regional/state approach (MABAS, ILEAS, NIPSTA, PW)
 - vi. Response to Federal/State Mandates: solid waste collection and disposal, water delivery, dispatching
 - vii. Shared Assets: Fire trucks, sewer cameras, street vacs, fuel stations, fire and police stations
 - viii. Management/Command Consolidation: Police and fire, code enforcement
 - ix. Functional Consolidation: paramedics, K-9 units, crime investigation
 - x. Full Consolidation: Evanston Township, Hanover Park Fire Protection District
- c. He emphasized throughout the explanation of the continuum that shared services and consolidation occurred over a long span of time in incremental steps as a result of local government needing to meet particular needs in the community.
3. Mayor Jeff Schielke then discussed the tri-cities area (St. Charles, Batavia, and Geneva) use of shared services.
- a. He began by introducing the three respective fire chiefs and stated that over 43 years it has been an ongoing process to consolidate safety services.
 - i. He briefly stated the history:
 1. 1976 – six agencies consolidated into one for EMS and fire dispatching which saved millions and was able to service more residents
 2. 1982 – there was a desire to bring in ambulance services for the three fire chiefs came together and brought in a private contractor for ambulance and paramedic services
 3. What began as 14 fulltime firemen, 4 fulltime paramedics and one ambulance for each town has grown to 5 ambulances available 24 hours a day, 10 fulltime paramedics and 86 fulltime firefighters
 4. They saw the benefit of keeping the professionalization of the fire department

and operate as two distinct groups
cohabitating in the fire stations

- b. He summarized by explaining the massive taxpayer savings through joining the agencies together and by using a private contractor for ambulance and paramedic services.
 - c. The area continues to grow and they now handle ten times the call volumes that they used to.
 - d. He concluded by stating that the safety services work together, train together, design equipment together, share vehicles, and although each town has different equipment and specialties they all interchange and respond as one to emergencies in the area with the full support of all units.
4. Dave Bennett then continued with a few policy recommendations as noted in the report:
- a. He strongly emphasized that the state constitution and the Intergovernmental Cooperation Act provides all of the authority local governments need to investigate and implement consolidation and shared services and needs to be protected.
 - b. In order for consolidations to succeed, there needs to be equitable balance of benefits, costs, and savings for involved parties when consolidating.
 - c. Two of the major challenges in public safety are centered around the reorganization of local police and fire commissions as well as police and fire pension boards as there are cultural considerations that are often not accounted for.
 - d. Their research showed that the top response to how the state can help local government consolidation was to provide grant incentives because of the start up costs for consolidations studies and structural changes and revenues do not begin until after the lengthy consolidation process.
 - e. Local and state governments should be partners and not adversaries on bills and improve communications while offering flexible time frames for implementing consolidation.

- f. Additional clarity is required due to state regulation and state law not being completely in sync
- b. Lt. Governor Sanguinetti opened the flood for questions at this time.
 - i. Senator Holmes: One of most important points is that consolidation happens in smaller incremental steps over time and that one cannot enforce consolidation and expect it to happen overnight. The budget in Illinois prevents grant money and incentives from being readily available, but by consolidating aren't local governments saving money, isn't that enough of an incentive?
 - ii. Dave Bennett: Unfortunately savings cannot be realized for a long period of time, to put it into practice they need some assistance to start the process. For example, the public safety consolidation studies received outside grants through the MacArthur Foundation to begin that process. Groups need seed monies to assist clusters of municipalities to consolidate services.
 - iii. Warren Dixon: Building an environment that allows consolidation is key. Representative Franks previously identified that as a major finding previously, going forward, creating an environment that allows to share service is vital. Technological advances will allow entities to work together better as well.
 - iv. Representative Franks: Concerning the three separate fire districts working together was that done through intergovernmental agreement?
 - v. Mayor Schielke: Originally the mayors got together and worked out an intergovernmental agreement for the safety services and ambulances in the tri-cities. When this was enlarged by five agencies for dispatch, they needed to reexamine what the new entities would contribute and what their say would be due to not having paid for the previous investments in the shared services and all parties had to work through an agreement together. Thankfully the momentum was strong enough due to the organization doing such a good job that other communities wanted to join.
 - vi. Representative Franks: I like the regional aspect of it, how can we utilize that type of thinking in other areas as well?
 - vii. Mayor Schielke: We are fortunate to have people who are doing what is good for the community rather than protect turf. You need a broad perspective.
 - viii. Representative Franks: But how did that come together?
 - ix. Mayor Schielke: Having the collaborative culture and support of the elected officials is key. You need to be careful with how things are

presented, for example the union versus the contracted workers, but ultimately it keeps costs low and the public happy. In order for it to work you need the mindset of the public official and department heads to be in the right place.

- x. Franks: Right, you do not want one person to come in and upset everything.
- xi. Mayor: We train as one, go out as one, respond to calls as one, all talk on the radio together, and know each other well. Expanding the operations to neighboring departments to improve overall operations is the way to go. The secret concerning fire departments is the need to get men and women guys working together, training together and coming to the same idea that we are all here for the common good.
- xii. Lt. Governor Sanguinetti invited the tri-cities fire chiefs to join the discussion.
- xiii. Joe Schelstreet, Fire Chief of St. Charles: Culture is key, plain and simple. Not only do we share resources, we share expertise which allows all departments to improve. There are demands for high services and high expectations and being raised in that collaborative culture is an advantage.
- xiv. Karen Hasera: On the topic of state incentives, I would encourage the use of local resources and expertise. Knowing that state money is hard to come by, take advantage of local resources and people.
- xv. John Espinoza: With all of the information coming in, we have to take it back to respective areas. Individualism makes America great but it can go too far. Units of government cannot be a kingdom and need to cooperate. In some instances consolidation is good and in some it is counterproductive. But people at local level do not want demands coming down from big government, they know their areas and their people. A regional focus is a good approach and has worked in our area, and there are always areas for improvement but it should be commenced at a local level. The Task Force should provide a clearing house to help anyone who wants to consolidate to hit the ground running rather than fumble over first steps.

c. Emergency Services / Fire Protection Districts

i. Fire Protection Districts Brief - Norm Walzer, Northern Illinois University

- 1. Norm Walzer presented a draft of the fire protection districts portion of the Task Force report.

2. The brief included basic information on the particular unit of government as well as financial information. He noted that higher quality information needs to be made more readily available as the sources utilized were difficult to come by and occasion conflicting.
3. The second portion involved survey results on unfunded mandates for fire protection districts. Some key findings were:
 - a. According to survey respondents, workers compensation is the greatest burden.
 - b. Public notification was noted by the largest number of respondents as being a burden.
4. He noted that by looking at cross sample of different types of governments to look at the average rankings for most burdensome mandates and prevailing wage, workers compensation and health insurance were the top mandates noted by respondents.
5. Mr. Walzer concluded by thanking the associations for distributing and participating in the surveys.

ii. Illinois Association of Fire Protection Districts – Chuck Vaughn

1. Chuck Vaughn began by stating there have many numerous occasions of consolidation for fire protection districts over the past 10-15 years, most commonly in the form of fire protection districts taking over municipality duties.
2. The idea of consolidation is not new and should be actively encouraged when it works, but it depends on the circumstances and can often have unintended consequences.
 - a. He noted publication requirements were expensive and burdensome, if it was reduced to a reasonable amount of publications then smaller districts with small budgets could comply.
 - b. He also cited an example of a volunteer firefighter receiving workers compensation from a fire protection district and the need for more clarity in the law.
3. He explained that optics is also to blame for some of the burden, noting that the pension board trustee training and ethics training requirements deter some possible volunteers but lowering ethics training requirements is not a good decision optically.
4. He concluded by offering some recommendations for the task force to consider:

- a. Publication requirements need to be looked at
- b. Training of trustees and other training is duplicative
- c. The fire district pension plans by and large are doing just fine, so passing regulations to increase the amount of observance for pension plans is not needed in all cases.

iii. Mutual Aid Box Alarm System of Illinois – Jay Reardon

1. Jay Reardon summarized MABAS by stating it provides a tremendous platform and infrastructure and pool of resources for any member. It came about due to population growth and the need for a better way to deliver services and allows any member in need to activate the system and receive addition emergency response assistance.
2. The concept has been established in four other states and it is the best of the best in mutual aid systems.
3. MABAS is in all 102 counties and in about 1185 fire departments.
4. Mission
 - a. Maintain system and infrastructure of sharing of resources in an emergency response situation
 - b. Manage a regional and statewide response plan, which allows governor through IEMA to mobilize MABAS units
 - c. Special operations team agenda, 95 teams for special disasters
5. MABAS is activated on a local level about 800 times a year
 - a. The largest response was for Hurricane Katrina, 900 firefighters and 250 vehicles went to New Orleans and no one in Illinois lost services as a result
 - b. Provided at no cost to the community requesting the help
6. He noted that funding has dropped in recent times so now the focus is on maintaining capabilities.
7. On the topic of consolidation, Mr. Reardon shared his experience as a fire chief in three different states and recalled his time in Florida.
 - a. The rapid expansion in population in the area he was serving caused the need for fire districts to consolidate due to the six districts interpreting laws and codes differently.
 - b. A 40 month study was conducted to look at a consolidation plan, and the effort was ultimately a failure. Some of the reasons were:
 - i. Vesting in certain organizations and the pride of being part of certain groups.

- ii. The need to give a little on the front end so others are happy to assist and cooperate so that the process is not a battle.
- iii. The 40 months of study didn't matter because it was no longer the hot button issue. Elected officials have to lead the way and political commitment is critical.
- c. Mr. Reardon summarized by stating that local officials are the best people to work out consolidation and the state needs to create system so that it is easy for this to happen.

iv. 9-1-1 Services Advisory Board & Glenview Public Safety Department – Brent Reynolds

1. Brent Reynolds began by discussing SB 96, which was signed into law July 1st which requires the consolidation of 911 services.
 - a. Fire departments now have seat at the table for the 911 advisory board, but they have not appointed a board administrator due to budget
 - b. It has a funding mechanism to build statewide 911 system
2. 911 consolidations have to be completed in next two years, which will be difficult when looking at all of the dispatch centers around the state.
3. He noted that some centers of the state are struggling to provide 911 services, and some counties do not provide 911 services at all. The consolidation law would provide 911 throughout the state and at the same level of service.
4. He then discussed 911 consolidation in Glenview:
 - a. Consolidation began within their own community first
 - b. The fire department and dispatch center were combined into one center which cut number of positions needed in half but still provided same level of services
 - c. More communities joined the fold and police dispatch was added to service some areas
 - d. Now with the consolidation and intergovernmental agreements with neighboring communities, they are able to provide 9 communities services in a much more effective and efficient manner.
- d. Lt. Governor Sanguinetti opened the floor for questions at this time.

- i. Jay Reardon: As a brief remark, In Illinois paid career fire departments totaled 150, combination departments totaled 218, meaning that only 30% of departments in the state are career or on-call while the volunteer element is 70% of force in state.
- ii. Chuck Vaughn: One of the things you see when looking at a study like this is that sometimes the solutions are obvious, for example redefining causation as it pertains to workers compensation. However the obvious solutions are not always easy fights.

e. Task Force Report Update

i. Norm Walzer, Northern Illinois University

1. Norm Walzer referred to the handouts as to the progress of the report.
2. Mark Kern noted that Metro County needs access to the surveys so that they can contribute to the report.
3. Mr. Walzer responded that they did provide them the link to the survey but they could not accommodate the request for a PDF because they are only taking electronic submissions and provided his contact information for Mr. Kern.

V. New Business

- a. No new member comments were brought forth.

VI. Public Comment

- a. No public comment was brought forth.

VII. Adjournment

- a. Lt. Governor Sanguinetti announced the next meeting will be held on October 19th in Peoria with exact time and location to be determined.
- b. Lt. Governor Sanguinetti motioned to adjourn at 5:34pm. Warren Dixon moved the motion and Linda Holmes seconded. All ayes with no nays recorded.