

MINUTES OF THE SPECIAL MEETING OF THE MAYOR AND BOARD OF TRUSTEES OF THE VILLAGE OF WILLOWBROOK HELD ON MONDAY, NOVEMBER 28, 2022, AT 5:30 P.M. AT THE WILLOWBROOK POLICE DEPARTMENT TRAINING ROOM, 7760 QUINCY STREET, WILLOWBROOK, DUPAGE COUNTY, ILLINOIS .

DUE TO THE COVID 19 PANDEMIC, THE VILLAGE WILL BE UTILIZING A ZOOM CONFERENCE CALL FOR THIS MEETING.

1. CALL TO ORDER

The meeting was called to order at 5:30 p.m. by Trustee Michael Mistele.

2. ROLL CALL

Those physically present at roll call were Village Clerk Deborah Hahn, Trustees Mark Astrella, Sue Berglund, Umberto Davi, Michael Mistele, Gayle Neal and Greg Ruffolo, Village Administrator Sean Halloran, Assistant to the Village Administrator Alex Arteaga, Chief Financial Officer Michael Rock, Chief Robert Schaller, Deputy Chief Lauren Kaspar, Deputy Chief Benjamin Kadolph, and Municipal Services Foreman AJ Passero.

Present via conference call, due to the COVID-19 pandemic: Director of Community Development Michael Krol, Director of Parks and Recreation Dustin Kleefisch

Absent: Mayor Frank A. Trilla, Deputy Clerk Christine Mardegan

A QUORUM WAS DECLARED

MOTION TO APPOINT - A MOTION TO APPOINT TRUSTEE MISTELE AS TEMPORARY CHAIRMAN IN MAYOR TRILLA'S ABSENCE.

Trustee Neal advised that a motion was necessary to appoint Trustee Michael Mistele as Temporary Chairman in the Mayor's absence at tonight's meeting.

MOTION: Made by Trustee Neal and seconded by Trustee Berglund to appoint Trustee Mistele as temporary chairman.

ROLL CALL VOTE: AYES: Trustees Astrella, Berglund, Mistele, Neal and Ruffolo. NAYS: None. ABSENT: Trustee Davi.

MOTION DECLARED CARRIED

Trustee Davi arrived for the meeting.

3. PLEDGE OF ALLEGIANCE

Temporary Chairman Mistele asked Trustee Davi to lead everyone in saying the pledge of allegiance.

4. VISITOR'S BUSINESS

None present and no written comments were received.

## 5. DISCUSSION - CHAMBER OF COMMERCE GRANT

Administrator Halloran provided background on the assistance and funding request by the Willowbrook / Burr Ridge Chamber of Commerce:

- The Chamber is looking for assistance in finding a permanent location for their office operations. Unfortunately, Willowbrook did not have the capacity for Chamber staff and Burr Ridge graciously offered an area of Village Hall for the Chamber of Commerce to conduct their daily operations.
- The Chamber requested funding amid a backdrop of declining revenue from the Covid-19 pandemic, inflation and the ongoing recession.
- Willowbrook requested the Chamber's financial reports for review prior to any preliminary discussion of funding or in-kind services. Upon review, the Chamber's financial condition includes a significant decrease in their reserves.
- Willowbrook option includes a three-year agreement and consists of annual funding in the amount of \$4,000. While this amount may not be able to close a significant gap for the Chamber, it will provide stability.

Administrator Halloran related that Mayor Trilla felt that the Chamber has supported the Village in the past and that the Village can certainly support the Chamber.

Trustee Davi believes the grant would serve a good purpose for the Village and be of benefit to the Village. Trustee Ruffolo added that chambers of commerce have struggled as local businesses have struggled. He felt if the grant could help, then he agrees it is needed. Trustee Astrella also agreed.

Administrator Halloran indicated that the amount would be added to the 2023/2024 budget plan and included in the upcoming budget discussions.

## 6. DISCUSSION - POLICE DEPARTMENT HAZARD MITIGATION TABLETOP EXERCISE AFTERACTION REVIEW

Temporary Chairman Mistele called on Chief Schaller to provide the information on the tabletop exercise. Chief Schaller turned the floor over to Deputy Chief Kadolph to cover the details of the event and the benefit of the exercise to the Village.

Deputy Chief Kadolph indicated that he would be covering the basics of the exercise but that the full report provided to the DuPage County Office of Emergency Management was included in the agenda packet. This report was also used for a recent grant application. The focus of the presentation

will be on the afteractions of the exercise, what was discovered during the course of the exercise, and what could be worked on.

**Village Preparedness Overview** – the emergency program is reviewed every two years with DuPage County:

- On October 5<sup>th</sup>, 2022, the Village of Willowbrook conducted a Tabletop Exercise with key Village personnel.
- The exercise was held at the Willowbrook Police Department and covered about four hours.
- Personnel from both the police department and public works participated in this tabletop exercise.
- Two scenarios were chosen to measure our preparedness, of the ten (10) created and outlined by Deputy Kaspar.
- The scenarios were selected from the Village of Willowbrook's IEMA Illinois Capability and THIRA Tool (IL-CATT) completed December of 2020.
- The two high threat/hazards selected for these scenarios were Flooding and Tornado.

**Objectives:**

- The objective of this exercise is to provide participants with an opportunity to evaluate their current response concepts, plans, and capabilities.
- Scenarios were chosen that can be plausible scenarios for the Village of Willowbrook.
- These exercises should stimulate participants to reflect on their own organizational capabilities and be used to help measure areas of strength and opportunities for improvement.
- These scenarios should help and identify local risks and hazards.
- Validate coordination plans for a multi-jurisdictional response to a flooding scenario
- Identify or test current internal and external communications plan
- Identify local government agency roles and effects on daily operations

**Facilitator:**

- Provide situational updates and moderate discussions.
- Provide additional information or resolve questions as required during exercise.

- May lead the discussion, pose questions to players, and ensure the schedule remains on track.
- Evaluate how tasks were performed.
- Provide injections to the exercise to facilitate the exercise.
- Provide nudging support or ideas when players reach an impasse.
- The facilitator for this exercise was DC Kadolph who has a wide range of FEMA ICS training and is an active member of the DuPage County IMAT Team.

**Findings:**

**Observation #1: Training**

A plan to identify specific formal training needs for all village employees does not currently exist for preparation for village emergency and major disasters.

**Recommendations:**

- Identify specific formal ICS training requirements for Village employees and begin to provide those training courses.
- Maintain a clear record of all training Village employees obtain related to ICS/Emergency Preparedness.
- Continue to prepare Village employees on scenario-based training.

**Observation #2: Communications**

A plan identifying standardized systems for communicating with contingency plan members does not exist.

**Recommendations:**

- Once the new police radios are implemented, the Police Department should consider developing a communications plan that establishes standardized communications requirements, addresses how and where backup communications systems will be positioned, and describes procedures for personnel to access backup communications.
- Coordinate with DuComm (DuPage Public Safety Communications) and the DuPage County OEM (Office of Emergency Management) to identify a standing Communication Plan to be used in a local and regional emergency.

**Observation #3: Resource Allocation**

With a wide range of outside resources available to responding agencies in an emergency, the Police Department doesn't have clearly identified templates/checklist or other sources to assist Supervisors and/or OICs (Office for Interoperability and Compatibility) in their time in need.

**Recommendations:**

- Provide a specific location of contact information for all department personnel and communicate with all personnel how to find it.
- Provide training with supervisors and OICs on what resources are available and how to activate them.

**Observation #4: Critical Incident 'Go Bag'**

The Police Department doesn't maintain a critical incident 'Go Bag' for response to provide necessary equipment, maps, and documents to assist in a critical incident.

**Recommendations:**

- Identify items to be included in a Critical Incident 'Go Bag' including but not limited to maps, General Orders, forms, checklists, and guides/publications.
- Identify a location to store these items and a procedure in which they will be inventoried and reviewed regularly.

**Observation #5: Future Scenarios**

The Department doesn't have regular scenarios or tabletop exercises scheduled.

**Recommendations:**

- Schedule regular tabletop exercises on a recurring basis with the command staff and Sergeants, include more and varied scenarios.
- Work toward preparing the entire Department on an emergency scenario that will be used to measure our strengths and weaknesses to response and to test our response capabilities.

Deputy Kadolph concluded his presentation and opened the floor to questions. Trustee Davi asked if these types of exercises had been done in the past. Chief Schaller indicated the department had, but not to this extent and scope. This exercise had been done specifically in conjunction with a grant application the department is pursuing. The benefit of this scope, and by including multiple departments, it allows participants to know their part in handling an emergency, with the result eliminating unnecessary communication when you can least afford delay.

Trustee Davi followed up by asking how this knowledge and information would be distributed to others within the department. Chief Schaller indicated that this type of exercise is primarily for first line responders, i.e., the sergeants and OICs. After this, those first line responders can then offer a similar tabletop exercise for training their

staff. Deputy Kadolph also offered information regarding additional state-mandated scenario training for law enforcement officers.

There was a general discussion of past emergency training programs. Chief Schaller also indicated that the Village has mandated NIMS (National Incident Management System) ICS (Incident Command System) certification in particular because it is a requirement for funding by FEMA. He indicated this type of training has been of great benefit to those who have been through it. You have to train with it to be good at it.

7. PRESENTATION - A PRESENTATION AND DISCUSSION ABOUT THE POSSIBILITY AND LOGISTICS OF BECOMING A MEMBER ENTITY OF SEASPAR (SOUTH EAST ASSOCIATION FOR SPECIAL PARKS AND RECREATION) FOR SPECIAL RECREATION ASSOCIATION SERVICES

Director Kleefisch led the presentation on SEASPAR. He indicated this is an opportunity for the Village to go in a different direction for special recreation services.

Currently the Village participates in Gateway SRA (Special Recreation Association), which was formed as an intergovernmental agreement between the Park Districts of Burr Ridge, Elmhurst, Oak Brook, Pleasant Dale, Westchester, and York Center, along with the City of Countryside and the Villages of Hinsdale and Willowbrook.

Gateway SRA contracts the services of the Ray Graham Association, a 501(c)(3) organization to provide recreation programs for the participants / communities of Gateway SRA.

Ray Graham Association fundamentally supplies all the employees, facilities, and transportation for the Gateway SRA program and the member entities reimburse them through each entities Special Recreation tax levy. Our current SRA contribution is \$39,311 per year.

Currently, throughout all the SRA arrangements in the state of Illinois, this is the only agreement that uses a private third-party contractor to provide services.

Willowbrook resident program participation: Summer programs had 5 participants and Fall programs have 6 participants

Currently, if any inclusion costs are accrued from a participant's registration, those costs are passed along to the participants residency agency as opposed to the agency of the program. We had one inclusion request from a resident who registered for Burr Ridge Park District Summer Camp (8 weeks) for \$5,328.75. This pass-on cost is difficult to budget for as the numbers attending, and types of programs attended, is unknown ahead of time.

The contract with Gateway SRA is currently being reviewed. We are locked into the services of Ray Graham which they are willing to provide as a member of the Gateway SRA. As issues arose with this contract, Director Kleefisch began looking at the options offered by SEASPAR.

Who is SEASPAR? It is one of the best special recreation associations in Illinois.

- Mission statement: "The mission of SEASPAR is to enrich people's lives through recreation".
- Vision statement: "The vision of SEASPAR is to enable our participants to discover abilities, achieve potential, and realize dreams".
- Values statement: We operate with the core values of fun, friendships, caring, trust, and accountability".

From Director Kleefisch personal experience with SEASPAR, he feels these actions and values are evident throughout the organization, from the CEO to the volunteer coaches. It is important to SEASPAR that their participants feel this whenever participating in activities and events.

There are currently 12 member entities of SEASPAR, including Village of Brookfield, Clarendon Hills Park District, Darien Park District, Downers Grove Park District, Village of Indian Head Park, Park District of La Grange, Community Park District of La Grange Park, Lemont Park District, Lisle Park District, Village of Western Springs, Westmont Park District and Woodridge Park District.

Another benefit of SEASPAR is that it is a professional organization with a professional staff. Professional staff members are Certified Therapeutic Recreation Professionals and Certified Park and Recreation Professionals. SEASPAR also employ additional full- and part-time employees as well as interns and volunteers.

In contrast, all employees of Gateway SRA are technically employees of Ray Graham Association. There are currently four staff members serving for the Gateway SRA. From this perspective alone, SEASPAR can provide nearly four times as much staff as Gateway SRA can.

SEASPAR offers a wide variety of therapeutic recreation programs and services for all ages and all disabilities. This includes access to pools, basketball courts, and power soccer, and includes weekly programs, special events, day camps, Special Olympic training, adapted sports, the Wonders Multi-Sensory Room, cooperative programs, inclusion services, and much more.

The SEASPAR program is a fully developed special recreation program offer a wide variety of activities and programs, not just the rudimentary basics our residents have been offered over the years.

### **Benefits of Special Recreation**

- Improved physical and emotional health
- Increased self-esteem and opportunities for self-expression
- Enhanced independence
- Social skill and relationship development
- Cognitive and fine/gross motor skill development
- Integration into the community

### **SEASPAR Awards and Recognition**

- National Gold Medal for Programming Excellence for Special Populations
- Outstanding Program Awards from the Illinois Park and Recreation Association (IPRA)
- Outstanding Special Event Award from the Therapeutic Recreation Section of IPRA
- Agency Excellence Award from the Therapeutic Recreation Section of IPRA
- Chamber Choice Award from the Downers Grove Chamber of Commerce and Industry
- Exceptional Workplace Award - Health and Wellness Committee of IPRA
- Agency Showcase Award, Social Media Campaign (1<sup>st</sup> place) from IPRA

### **Reasons to choose SEASPAR:**

- SEASPAR would provide more programming opportunities, amenities, and resources than what residents current receive who need special recreation needs. (i.e., adult day program)
- The member entities of SEASPAR and their Board of Directors set the course for the organization. Currently, with Gateway the Trustees do not have that ability. The Ray Graham Association service contract is the guiding force for Gateway SRA.
- Gateway SRA contracts the services of Ray Graham Association to provide recreation programs.
  - This is the only SRA structure/agreement like this in Illinois
  - Ray Graham is the owner and provider of all property, vehicles, and staff



- Gateway SRA fundamentally does not have any capital assets to speak of
- Board Members of Gateway agree to conditions for the service contract with Ray Graham. Superintendent Ryan Massengill is a Ray Graham Association employee who runs and manages the Gateway program. It's a significantly different model than what SEASPAR would provide.

The cost for SEASPAR is an annual percentage based on the community's EAV (Equalized Assessed Value). The cost at Gateway SRA is based on community's population. This is an anomaly in SRA contributions. The current projection for Willowbrook's contribution to SEASPAR is determined based on 0.0135% of the community's EAV resulting in an estimated expense of \$67,674.00 per year. Although this is higher than the current fee paid to Gateway SRA of \$39,311, with the current Special Recreation levy amount, we can cover the membership expenses without an increase. (See chart below)

Fiscal Year	2016	2017	2018	2019	2020	2021	2022
Levy Year	2014	2015	2016	2017	2018	2019	2020
Willowbrook EAV	\$308,404,305	\$393,038,691	\$419,474,371	\$438,994,073	\$460,075,316	\$480,200,514	\$501,288,420
Contribution Rate	.0181%	.01773%	.01671%	.0152%	.01491%	.0145%	.0135%
Contribution Amount	\$68,853	\$69,686	\$70,094	\$66,727	\$68,597	\$69,629	\$67,674

Recapping the differences between Gateway SRA and SEASPAR:

- SEASPAR offers a variety of specialized facilities that Gateway SRA does not have access to.
- Programming opportunities for residents would significantly increase
- SEASPAR Staff is larger therefore, they can provide better variety of recreational offerings
- Contribution model: EAV percentage vs population size
- SEASPAR model enables member entities to have direct input on organizational decisions

- Member contributions grow the capital assets of the SRA. Whereas currently Gateway SRA does not technically own any capital assets, everything is in Ray Graham Associations name.

In summary, the staff opinion is that becoming a member entity of SEASPAR would be a significant benefit to the community of Willowbrook and the residents that need special recreational services. The organization is financially strong, professionally trained, and offer a tremendous amount of programming and support that our current situation does not provide. Organizationally, SEASPAR would become an extension of the Village and would be a tremendous resource, advocate, and ally for our community.

To become a member of SEASPAR there is a selection and approval process. The Village of Willowbrook Board of Trustees would have to approve a resolution to seek approval and acceptance as a new member entity of SEASPAR. At that time, the SEASPAR Board of Directors would interview and decide to accept or deny the application. If accepted, then the Village of Willowbrook would have to inform Gateway SRA of its decision to leave and would enact their exit clause, which is an eighteen (18) month process.

Director Kleefisch concluded his presentation and asked for questions or comments.

Administrator Halloran added some background into the reason for researching an alternate SRA program.

1. The SRA program was looked into as part of the annual budget review process for ongoing expenses.
2. The fee currently paid to Gateway SRA is a minimum, base fee. If there are residents who have need of these services, the Village pays those fees on top of the base fee. This amount becomes an unknown factor for budgeting purposes.
  - a. Joining SEASPAR helps control spending and identifies a specific financial commitment.
  - b. Quality of services provided by SEASPAR is significantly higher than Gateway SRA
  - c. Our funding comes from the tax levy; the Village does not have a separate park district collecting tax revenue that would help offset the funding of the SRA.

Staff's goal is to improve the quality of service for our residents while creating stability in the program for the future. There is an approximate additional \$16,000 cost for the SEASPAR program, but it allows us to budget more effectively by having a known cost for the program. With Gateway SRA, we don't know the actual cost until we receive the bill based on the number of residents who participated in their programs.

Temporary Chairman Mistele asked about the tax levy that had been approved at the last Board meeting. Administrator Halloran indicated that of the tax levy approved, \$39,000 of the levy had been allocated for Gateway SRA for the 23/24 fiscal year. The costs for SEASPAR participation would not come up in this fiscal year as the process for exiting Gateway SRA encompasses an 18-month contractual period.

Trustee Neal indicated that she is familiar with the SEASPAR program and would be in favor of this change as she feels they are a superior offering for those in need of their services. Trustee Ruffolo echoed Trustee Neal's sentiments. He too is familiar with their program and feels it is a high-quality organization and it lends stability to the Village's offerings. Trustee Davi also concurred with the other trustees and appreciates the opportunity to learn more about the services offered by the SEASPAR and SRA system.

Administrator Halloran indicated that staff would bring the appropriate resolutions before the Board to begin the 18-month exit process with Gateway and commit to joining SEASPAR.

#### 8. DISCUSSION - USE OF ARPA (American Rescue Plan Act) FUNDS DISCUSSION

Administrator Halloran provided the background on the American Rescue Plan Act (ARPA). On March 11, 2021, the \$1.9 trillion ARPA was signed into law. ARPA appropriated \$19.53 billion to states for distribution to non-entitlement units of local government (NEUs), which are cities, towns, or Villages that serve a population less than 50,000. In total, \$742 million has been allocated for eligible NEUs in Illinois of which approximately \$1,180,000 has been allocated for the Village of Willowbrook.

The ARPA funding is being distributed to eligible NEUs in two tranches with 50% of the total allotment delivered in 2021 and the remaining 50% allotment delivered in 2022. As of this Board meeting, both tranches have been received.

To date, nothing has been spent which required Board approval. There has been some misdirection from the (U.S.) Treasury Department on the guidelines for the use of these funds. After considerable research and discussions with lawmakers, it is determined that the funds can be used for a greater variety of needs than previously thought.

Following the clarified government guidelines, and a review of ongoing projects, staff is recommending using the \$1,180,000 ARPA funds in the following manner and timeline:

Fund	Board Approval	Department	Description	Amount
ARPA	11/28/2022	Police	Three (3) Police Detective vehicles, which will be 2022 Chevrolet Malibu	\$80,000
ARPA	12/19/2022	Police	Two (2) Police Patrol vehicles - Ford Police Interceptors	\$150,000
ARPA	March/April 2022	Parks / Public Works	Borse Park Stormwater improvements. This project will mitigate stormwater issues throughout the parks and will install a permeable paver parking lot.	\$937,498
<b>TOTAL</b>				<b>\$1,167,498</b>
<b>Funds Available</b>				<b>\$0</b>

One benefit of using the ARPA fund for the purchase of the vehicles is the fact that the Village will not need to use funds from the General Fund for the next five years to purchase new vehicles, significantly lowering our General Fund expenditures.

The Borse Park project is a larger project, and we will be bringing more information to the Board in January.

Trustee Mistele asked if the funds were already on hand. Administrator Halloran indicated they were. There were some delays with the first payment, but the second is on deposit.

The consensus of the Board was that this was a beneficial use of the ARPA funds.

#### 9. ADJOURNMENT

MOTION: Made by Trustee Ruffolo and seconded by Trustee Berglund to adjourn the Special Meeting at the hour of 6:23 p.m.

ROLL CALL VOTE: AYES: Trustees Astrella, Berglund, Davi, Mistele, Neal and Ruffolo. NAYS: None. ABSENT: None.

MOTION DECLARED CARRIED

PRESENTED, READ, and APPROVED.

\_\_\_\_\_, 2022.

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Frank A. Trilla, Mayor

Minutes transcribed by Deputy Clerk Christine Mardegan.