



1200 Wilmette Avenue  
WILMETTE, ILLINOIS 60091

**MEETING NOTICE & AGENDA**  
**COMMITTEE OF THE WHOLE**

Village Board Council Chambers – Broadcast only  
(Village Hall is closed due to the Village President’s Declaration of Local Disaster and  
Public Health Emergency Order) <sup>1</sup>

March 31, 2020  
7:00 p.m.

- 1) Call to Order
- 2) Discussion & Determination of Path Forward Regarding Storm Sewer System Improvements
- 3) Public Comment
- 4) Other Business
- 5) Adjournment

**Robert T. Bielinski**  
**Village President**

If you are a person with a disability and need special accommodations to participate in and/or attend any Village public meeting, please notify the Village Manager’s Office at (847) 853-7509 or TDD (847) 853-7634. For additional information please call (847) 853-7511, the Village Clerk’s Office.

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<sup>1</sup> This meeting will be held remotely by the President and Board of Trustees. The meeting will be broadcast live at <https://www.youtube.com/user/villageofwilmette/live> and on Channel 6 and then published on the Village’s website. Members of the public may make public comment in advance of the meeting by emailing their comments to [publiccomment@wilmette.com](mailto:publiccomment@wilmette.com) or comment may be made during the meeting through YouTube live which will be provided to the Village Board.



**Date:** March 27, 2020  
**To:** President Bielinski and Village Board of Trustees  
**From:** Michael Braiman, Village Manager  
**Subject:** Neighborhood Storage Improvement Project Status- COVID-19

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On March 10, 2020, the Village Board approved a number of items related to the Neighborhood Storage Improvement Project (NSP). Shortly after these approvals, COVID-19 became a worldwide health pandemic presenting a number of challenges related to this project. Despite these challenges, Village staff has been working with our partners to proceed with the project as scheduled, with construction at Community Playfield (CPF) anticipated to begin on April 6, 2020. As the Board may recall, the NSP timeline is as follows:

- 2019/20: Right-of-way sewer installations
- 2020: Community Playfield
- 2021: Hibbard Park
- 2022: Thornwood Park

At the March 31 Committee of the Whole meeting, the Village Board will need to make a determination whether to proceed with the CPF project as scheduled. There are two options for the Board to consider:

- Proceed with CPF as planned, with a start date of April 6, 2020
- Delay the project start date to April 2021

Representatives from Berger Excavating, StormTrap and the consulting engineers will participate in the Village Board meeting to address any questions or concerns.

### **Recommendation**

It is my recommendation to proceed with CPF in 2020. Given the challenging economic circumstances many in our community are certain to face as a result of the COVID-19 pandemic, I do not make this recommendation lightly or in haste. The recommendation is based on a careful and thoughtful analysis of the financial and practical impacts of a delay. The primary reasons I am recommending to proceed with the project, which are discussed in greater detail in this memorandum are as follows:

- The Village has already incurred \$8 million in expenses to date that will need to be reimbursed by a bond issue
- The Village will incur additional expenses of \$491,000 in 2020 and \$4.14 million in the future by delaying the project
- Based on feedback from School District #39, construction at CPF may need to be deferred until at least 2022

As part of the recommendation to proceed this year, I am also recommending the following:

- A re-evaluation of the 2020 stormwater utility fee following the debt issuance this fall to determine whether the fee can be adjusted down in the 4<sup>th</sup> quarter of 2020
- Implementation of a financial assistance program for residents who have experienced extended financial hardship due to the crisis; either through a partnership with Housing Our Own-Wilmette or through an increase in the Village's Emergency Housing Assistance funds
- Delay stormwater utility fee collections for non-residential properties until the 3<sup>rd</sup> quarter of 2020; the fee would still be retroactive to January 1, 2020
- Proceed with engineering design of Hibbard Park in 2020 and have a Village Board discussion in late 2020 of whether to proceed with Hibbard Park in 2021 based on economic conditions

The context for this recommendation, and for the Village Board's consideration of its options, was based on the following:

- Constructability
- Intergovernmental agreements and property access
- Financial impacts

### **Constructability**

Governor Pritzker's Executive Order 2020-10 which requires non-essential workers and residents to "stay at home" provides a number of exemptions, including an exemption for governmental construction projects. Accordingly, the CPF project is not impacted by the Executive Order nor are any of the major subcontractors or suppliers associated with the project.

Village staff has been in regular communication with the construction team, including the general contractor Berger Excavating and the consulting engineers. Based on these discussions, Darren Olson of CBBEL has prepared the attached preparedness memorandum which addresses communications, staffing levels, and status of the supply chain as it relates to COVID-19.

Should CPF proceed this year, Village staff have had discussions with School District #39 regarding earlier access to CPF through the Highcrest Parking lot while school is out of session. While D39 will allow the contractor to work full days (instead of only after 4:30pm and on weekends per the IGA) during early access while school is out, they are unable to grant full access to the parking lot earlier than provided for in the IGA as long as the possibility remains that school could be called back into session this year. The construction team is working on construction access alternatives that could accelerate the project while maintaining the flexibility D39 requires should school reopen.

While the COVID-19 situation is evolving daily, there are presently no significant constructability concerns should the project move forward as planned. Given the rapidly changing circumstances, there are unknown future risks, the most significant being a more comprehensive shut-down of public works projects or the inability of the contractor to continue work due to staffing shortages or other purposes. The attached preparedness memo from

CBBEL speaks to these potential scenarios.

### **Intergovernmental Agreements & Property Access**

CPF was selected to be constructed first because it is upstream of the portions of west Wilmette that are most vulnerable to flooding. CPF is also the most complicated to construct, with easements needed from the Park District, School District #39 and a private property owner.

#### **Wilmette Park District**

Should CPF be delayed in 2020, there is no guarantee that the impacted parties would permit construction at the site in 2021. Initial discussions with Park District staff indicate a likelihood that proceeding at CPF in 2021 would be acceptable (pending review by the Park Board). However, the Park District has reiterated that only one park may be under construction at a time; meaning the entire project schedule would be delayed by one year.

#### **Wilmette School District #39**

Similar discussions have taken place with School District #39. D39 has indicated their commitment to support the Village's decision in this matter, but the disruption caused by COVID-19 has been significant and the school may be unable to provide access to the Highcrest School parking lot in 2021 if CPF is deferred. The following is from D39 which provides a more detailed insight into the complications that arise from deferral of the CPF to 2021:

*District 39 has re-aligned all major construction projects at both Highcrest and WJHS (as well as several health-life safety projects at other schools) to accommodate the Stormwater Project and full closure of Highcrest Middle School in the summer of 2020. We cannot delay the Highcrest projects and we have already pushed out the WJHS projects (including critical electrical panel work) as far as we can in order to ensure that WJHS could remain open for summer programming in 2020 while accommodating the full closure of Highcrest in the summer of 2020. We cannot push the WJHS projects back again beyond summer 2021. Thus, delaying the Village's Stormwater project by 1 year would mean that neither Highcrest nor WJHS would be available for summer programming in the summer of 2021. The unavailability of both Highcrest and WJHS in summer 2021 would have a significant impact on D39 summer school programming as well as on park district's summer programming offered within our buildings. (There are also budgetary implications and limitations that we need to further explore for readjusting any of our projects further.). Again, it is difficult to predict what the return to school this spring, summer or fall will look like, but these are the facility considerations we would be most worried about.*

Given the above, the financial discussion below assumes that CPF would have to be delayed until at least 2022.

#### **Private Property Easement**

The private property easement for CPF requires the construction to start no later than May 31, 2020 and must be completed within 45 days. Should the project be delayed, there are no provisions in the easement agreement to access the property in 2021, thereby necessitating a re-negotiation of the easement agreement.

## Financial Impacts

As the Village considers whether to proceed with CPF the following financial impacts should be considered:

- Costs to be reimbursed via a 2020 bond issue
- Future costs of a project delay
- Additional costs to be incurred to complete CPF in 2020
- Municipal bond market

### Costs to be reimbursed via a 2020 bond issue

The Village projects to incur a minimum of **\$8 million** in expenses since 2018 regardless of project delay. These costs have been or will be paid for from cash reserves and will need to be reimbursed through a bond issue this year.

### *Cost incurred to Date*

- \$1.53 million for engineering related work
- \$4.38 million for Phase 1A sewer installation
  - Phase 1A construction, installation of sewers in the public right-of-way, began in fall 2019 and restarted this past week. Approximately 55% of the work is to be completed in the next several months and is factored into the cost above.
- \$1.18 million for production of 1,365 StormTrap material to date
- \$60,000 for first required payment in accordance with the private property easement

### *Costs to be Incurred in 2020 if CPF is delayed*

- \$491,400 for StormTrap storage fees in 2020 for the 1,365 pieces produced to date

A bond issuance in the amount of \$8.0 million (costs already incurred and those incurred if the project is delayed) will be required in 2020. The bond issue would have to be repaid through the stormwater utility fee. This is approximately \$16.5 million less than anticipated in the FY 2020 budget.

Delaying the project and thereby issuing less debt than anticipated this year could allow for the average 2020 residential stormwater fee of \$144 to be reduced to \$88.

### Future cost of a project delay

If the NSP is delayed until 2021, and CPF until 2022, the additional cost to the Village is estimated at \$4.14 million:

- \$1.84 million for additional StormTrap storage fees
  - Delaying CPF until 2022 would require the storage of the 1,365 pieces produced. The \$1.84 million is for 15 months of additional storage from January 1, 2021 through March 1, 2022. This is in addition to the \$491,400 of storage costs in 2020. The total storage expense is estimated at \$2.33

million.

- \$2.30 million for construction inflation
  - This estimate is the total cost increase for delaying the start of all three NSP projects. The construction inflation estimate was prepared prior to COVID-19 and is subject to significant variability depending on how the situation evolves. If a number of construction projects in the region are delayed, future costs are projected to increase.

#### Additional costs to be incurred to complete CPF in 2020

Should the Village remain on its planned schedule for the project, the total cost to be paid through a 2020 bond issue is projected at \$26.5 million and consists of the following expenses:

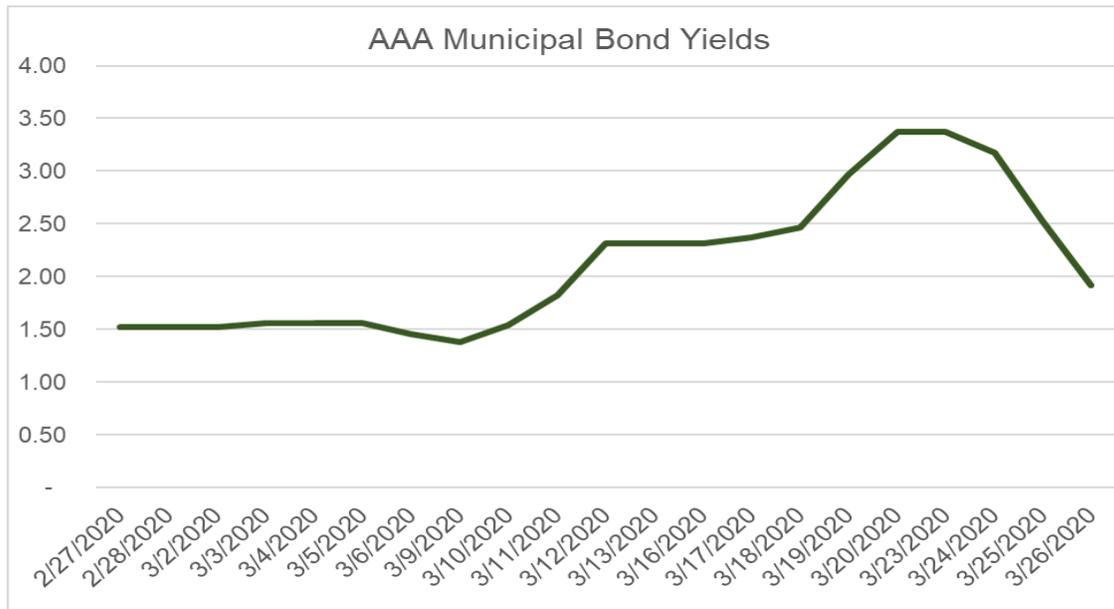
- \$7.16 million for costs incurred to date (*see section above*)
- \$400,000 for engineering design of Hibbard Park (*see section above*)
- \$11.03 million for construction contract\*
- \$1.40 million of construction management contract\*
- \$3.81 million for final payment on 1,365 completed StormTrap pieces and full payment on remaining 942 pieces
- \$2.57 million for Park District and School District amenities per Intergovernmental Agreements
- \$120,000 for remaining payments in accordance with private property easement

*\*\$1.46 million of the construction and construction management contracts will be expensed in 2021 for Alternate 2B: Optimized sewer installation on Hunter and Washington.*

These expenditures would be funded by a bond issue to be repaid through the stormwater utility fee which would remain at its current rate of \$144 for the average household in 2020.

#### Municipal Bond Market

For the development of the stormwater utility fee, the Village used conservative interest rates of 4.00% in 2020 and 4.25% in 2021 and 2022 for the issuance of 30-year debt. The Village had also planned to issue debt no later than July 2020. Over the last month, the municipal bond market has been volatile with rates for a 30-Year Aaa municipal bond moving from an average 1.51 yield (February 27 to March 10) to a 3.37 yield on March 23. This movement was caused by reactions to COVID-19. Over the past week the market has begun to stabilize with rates on March 26 at 1.92. The below chart shows the last month of market movement. The Village will work closely with our financial advisor to review the bond market prior to issuance and plans to issue debt in the fall with the intent to provide additional time for the markets to stabilize.



**Summary and Next Steps**

The table below summarizes the projected costs and resulting stormwater utility fee for the options under consideration by the Board:

	<b>No delay- Construction in 2020</b>	<b>One year delay; Construction begins in 2021</b>
Total NSP Cost	\$67.2M	\$71.9M
Total 2020 Cost	\$26.5M	\$8.0M
Avg. Annual Residential Stormwater Utility Fee in 2020	\$144	\$88

Given that the CPF general contractor has initiated mobilization prior to the COVID-19 pandemic and is scheduled to begin work on April 6, a decision on whether to proceed with the project this year is needed at the Village Board’s meeting on March 31. No matter the final determination by the Village Board, staff recommends proceeding with the engineering design for Hibbard Park (\$400,000) this year to ensure the Village has the option to continue with the NSP in 2021.

**Documents Attached**

1. Memo from Darren Olson, Christopher B. Burke Engineering LTD on Project Preparedness

# MEMORANDUM

March 26, 2020

TO: Brigitte Berger, PE – Village of Wilmette Director of Public Works

FROM: Darren Olson, PE, D.WRE

SUBJECT: Village of Wilmette Neighborhood Storage Project  
Phase 1 Preparedness Plan for Illinois Executive Order 2020-10  
(CBBEL Project 180245.C00002)

The following memorandum summarizes the preparedness of the project components for a potential shutdown in relation to the COVID-19 pandemic. In accordance with Executive Order 2020-10, non-essential workers and residents are required to “stay at home”. Construction activities associated with critical infrastructure are exempted from this order.

**Communication:** Communication will be critical to verify the project is prepared for a potential work shutdown in response to COVID-19. At each project meeting, an agenda item will be specifically dedicated to site preparedness for a potential shutdown. Included on the agenda will be construction progress, material supply, staff resources, path to shutdown and safety measures to be put in place. Prior to the start of specific project components that are time and resource critical, such as the Stormtrap pieces, Highcrest storm sewer, or junction chamber at Illinois Avenue and Hunter Road, it will be verified that all material is available to complete the component in the event of a supply chain shutdown. These measures will be communicated to stakeholders during stakeholder meetings.

**Status of RE Staff:** Construction engineering work in support of critical infrastructure is exempt from the Executive Order. The three engineering firms (CBBEL, B&W and RHMG) have over 75 resident engineers and are following all CDC guidelines. The vast majority have been working remotely for the past 1-2 weeks already. Given that, the anticipate is that the project can be fully staffed starting on April 6<sup>th</sup> as planned.

**Status of Berger Staff:** Berger Excavating is a company of 300 employees and have previously confirmed sufficient capacity to substitute crews and workers if needed due to illness or other obligation related to the COVID-19 pandemic. The nature of the horizontal construction in earthmoving machinery incorporates social distancing and their typical operations include each operator reporting to the same piece of equipment each day. They are revising operations to include enhanced sanitary facilities at each piece of equipment and portable restrooms.

**Status of Supply Chain:**

**Precast Manholes, Storm Sewer, Structures (Welch Brothers – Elgin, IL)**

- This supplier is not subject to the Governor’s “Stay at Home” Executive Order 2020-10 based on our conversations with them.
- All manholes and custom concrete structures are ordered and manufactured approximately 2 weeks prior to being needed on the site.
- Much of the standard concrete pipe is in stock and available for delivery as necessary.

**Aggregate (Vulcan Materials – McCook and other locations, IL)**

- This supplier is not subject to the Governor’s “Stay at Home” Executive Order based on our conversations with them.
- Under current conditions, there are not supply issues for the aggregate used as backfill for the storm sewers and Stormtrap.



**CHRISTOPHER B. BURKE** ENGINEERING, LTD.

9575 W Higgins Road, Suite 600 Rosemont, Illinois 60018-4920 Tel (847) 823-0500 Fax (847) 823-0520

# MEMORANDUM

## Excavation and Disposal of Soil (Berger – Volo, IL)

- Berger is not subject to the Governor's "Stay at Home" Executive Order based on our conversations with them.
- Berger has their own trucks and soil disposal facilities in Volo, IL which will allow for their control of soil disposal and stone import.
- Under current conditions, soil excavation and disposal should be according to schedule.

## Underground Stormwater Storage Units (Stormtrap – Morris, IL)

- Stormtrap is not subject to the Governor's "Stay at Home" Executive Order based on our conversations with them.
- StormTrap's office, located in Romeoville, IL, is following CDC guidelines and has implemented a work-from-home policy for all employees. StormTrap is fully functional on all day-to-day office activities.
- Utility Concrete Products (UCP) is StormTrap's manufacturer/producer located in Morris, IL. UCP is not subject to the "Stay at Home" executive order and to date, has not been affected by COVID-19. They have implemented numerous precautionary protocols for the office and production employees. These protocols included, but are not limited to the following; a maximum production facility capacity of 50 people at any given time, a maximum of 10 people working in a "group", all "groups" must practice social distancing of at least 6', all breaks are to be taken outdoors or in their vehicles, employees are not permitted to gather in the lunch room or locker rooms, vending machines have been disabled, the clock in/out machine is no longer being used.
- Over 1300 pieces of the approximate 2500 pieces have been produced and production continues at a rate of approximately 20 to 25 pieces per day. StormTrap is coordinating with Berger so that production of the pieces aligns with the delivery / installation sequence.
- Production of the pieces will continue through late June or early July so that the last piece can get delivered in time to meet the early completion incentive. If the Village would like to expedite production of the pieces, it is recommended that a meeting with Stormtrap be held to determine their ability to produce and store more pieces ahead of time.

## Watermain

- Smaller diameter watermain (less than 12-inch diameter) as required for this project is readily available from a wide variety of local distributors. There is generally a significant amount of this small diameter watermain in stock locally. A distributor of watermain would not be not subject to the Governor's "Stay at Home" Executive Order.

**Project Shutdown:** The project team is investigating adjustment of the construction sequencing within Community Playfield to limit the amount of open excavation at any one time and thereby reducing the timeframe to restore the site in the event additional Executive Orders are issued or other circumstances require a project shutdown. In the event of a shutdown, the work site would be placed in a safe condition immediately and Berger, CBBEL and B&W would monitor the construction sites on a daily basis until construction could resume. If necessary, the site could be backfilled and grade restored within 1-2 weeks.

If the Community Playfield portion of the project were to be delayed such that it could not be completed during the full access time period, the Birchwood access would be used. The School District IGA references November 28, 2020 as the end of late access and temporary easement. In the event a shutdown was in place and the site had to be backfilled and restored, it is recommended that the backfill begin on October 28, 2020 to provide 30 days for restoration (per section 6.3 of the Park District IGA) before the Thanksgiving Holiday. This would provide the 1-2 week timeframe to restore the site and allow for weather delays.

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