



Agenda
Village of Glen Ellyn
Village Board Workshop
Tuesday, February 21, 2023
7:00 PM
Glen Ellyn Civic Center, Room 301

Meeting Procedures Statement

Visitors are most welcome to attend all meetings of the Village Board and can find copies of the Agenda in the meeting room or online at www.glenellyn.org prior to the meeting. Any individual with a disability requiring a reasonable accommodation in order to participate in a meeting should contact The Village of Glen Ellyn ADA Coordinator, 630-469-5000, at least five (5) business days in advance of the next scheduled meeting. All matters on the Agenda may be discussed, amended, and acted upon.

- A. Call to Order**
- B. Pledge of Allegiance**
- C. Roll Call**
- D. Audience Participation**

- 1) Open:

Members of the public are welcome to speak to any item not specifically listed on tonight's agenda for up to (3) three minutes. For those items which are on tonight's agenda, the public will have the opportunity to comment at the time the item is discussed. In either case, please complete the Audience Participation form and turn it in to the Village Clerk. It is requested that, if possible, one spokesman for a group be appointed to present the views of the entire group. Speakers who are recognized are requested to step to a microphone and state their name, their topic and the group, if any, they are representing prior to addressing the Village Board.

Individuals wishing to address the Board shall exercise proper decorum and respect for the proceedings and the business of the Village Board, and shall refrain from abusive demeanor and language. The practice of ceding time to other speakers shall be prohibited, except in the discretion of the presiding officer of the meeting.

Public officials are not obligated to respond to questions.

- E. Fire Company Training and Strategic Plan (Fire Company Chief Clark)**
 - 1) Fire Company Strategic Plan Report & Personnel and Training 2023
- F. Lead Service Replacement (Assistant Public Works Director Hubsky)**
 - 1) Lead Service Replacement Discussion
- G. Construction Necessitated Variations (CNV) Discussion (Community Development Director Scott)**
 - 1) The topic of Construction Necessitated Variations (CNV) has been raised several times by the Village Board and Zoning Board of Appeals (ZBA) over the past year. At the Village Board's direction, staff has researched this issue to provide background, prepare preliminary recommendations, and solicit feedback from the ZBA.

- H. Reminders**

- 1) Village Board Special Workshop, Monday, February 27, 2023 at 6 pm
- 2) Village Board Meeting, February 27, 2023 at 7 pm
- 3) Village Board Special Workshop, Monday, March 6, 2023 at 7 pm
- 4) Village Board Special Workshop, Monday, March 13, 2023 at 6 pm
- 5) Village Board Meeting, Monday, March 13, 2023 at 7 pm

I. Adjourn



Glen Ellyn Village Board
535 Duane Street
Glen Ellyn, IL 60137

Meeting 2/21/2023 7:00 PM
Department: Administration
Department Head:
Category: Presentation
Prepared By: Penni Cannova

**AGENDA ITEM (ID
2023-189)**

DOC ID: 2023-189

Fire Company Strategic Plan Report & Personnel and Training 2023

Statement of the Issue:

Thank you for the opportunity to present at the February 21 Village Board workshop meeting. We have two items to report on: Strategic Plan Report, and Personnel and Training 2023.

Strategic Plan Report

The Fire Company embarked on a project to complete a strategic plan in late 2020. The scope of the plan was to evaluate current conditions as they relate to the sustainability of the current volunteer model. The first step of the project was to evaluate the outcomes achieved by the GEVFC as compared to other fire/rescue providers in DuPage County. This information was shared with trustees at the beginning of the process. The second part of the process was to interview each of our volunteers to gather information about their motivation, satisfaction, and concerns about the organization. The results of these interviews were shared in detail with Fire Company membership, and a summary will be presented. The results were organized into six action areas:

1. Retention and Recruitment
2. Officers' Succession Planning
3. Training
4. Stations
5. Apparatus and Equipment
6. Funding

The report includes three sections for each area:

- Overall Status
- Feedback from volunteers
- How Village of Glen Ellyn can help

The report provides a summary that identifies strengths to leverage and key areas for improvement. Some of these areas of improvement are currently ongoing and have achieved significant success

already.

Personnel and Training Program 2023

We will present a summary of the Fire Company census for 2023. This will include details about the process community members wishing to join the organization are vetted and trained. Additionally, we will review the annual training program incumbent firefighters participate in.

Analysis:

Budget Impact:

Contribution to Strategic Plan (if applicable)

Action Requested:

Attachments:

1. GEVFC Strategy Plan Report for VoGE Board_
2. Fire Company Training Presentation - February 21, 2023 VB Workshop

Glen Ellyn Volunteer Fire Company
(GEVFC)

Strategic Plan Report

2022



The goals of the GEVFC Strategy define its overall focus and content.

- Build on GEVFC's 115-year success.
- Leverage input from our entire membership to ensure the continued, on-going success of the GEVFC in meeting its mission of serving the residents of Glen Ellyn in times of need.
- A focus of the strategy is on the maintenance and continued expansion of the GEVFC's proven volunteer firefighting model.
- The strategy, at its core, focuses on our volunteer members.
- The outcome of the Strategy is to identify the key strategic actions the GEVFC needs to undertake, with the VoGE's help, to ensure the on-going success of the GEVFC in performing its mission in protecting Glen Ellyn.

As fire prevention dramatically improved, GEVFC has outperformed national trends for fire safety and fire loss, at the most cost-effective level in DuPage county.

Executive Summary

- Fire prevention has improved significantly over the last 50 years in the United States, with strongest impact on life safety
- Over the last ten years, outcome-oriented data demonstrates that GEVFC has comparable-to-superior performance relative to communities in DuPage County at a fraction of the cost
 - Outcome metrics were studied, rather than process metrics, as outcomes are most relevant to life safety and property protection
 - Firefighter injuries are some of the lowest in DuPage County
 - Best financial performance, with zero unfunded pension
- Background on GEVFC will support Trustees in addressing current challenges and preparing for the future
- Trustee input and shaping of the strategy are important elements of long-term success for GEVFC

Fire prevention is the key to these dramatic improvements

Selected Fire Prevention Improvements

- Better building codes and their enforcement have been drivers of the overall improvement, particularly around life safety - getting people to leave buildings early saves them
 - Smoke alarms enable people to leave larger fires, or prevent smaller ones; 96%* of US homes have smoke detectors
 - Sprinklers, considered superior to smoke alarms, protect both people and property
 - Sprinklers required in all new buildings by GE building code since 2003 (championed by the GEVFC)
 - US-wide death rate is 86% lower in fires where sprinklers were present*
- Other factors which may appear minor have added up to big contributions in safety over the last several decades
 - For example, children are less able to cause fires accidentally with cigarette lighters and matches due to safety improvements and change in adults' habits
 - A related example is the overall reduction in cigarette smoking across the entire population, which has reduced a significant source of structure fires

* Source: Fire Safety in the United States since 1980 - M. Ahrens & B. Messerschmidt National Fire Protection Association (NFPA) 2021

Modest changes in new building are not major factors in changing GEVFC's mission, as the bulk of the village is unchanged as seen from the firefighter's perspective

Selected Facts – GEVFC district

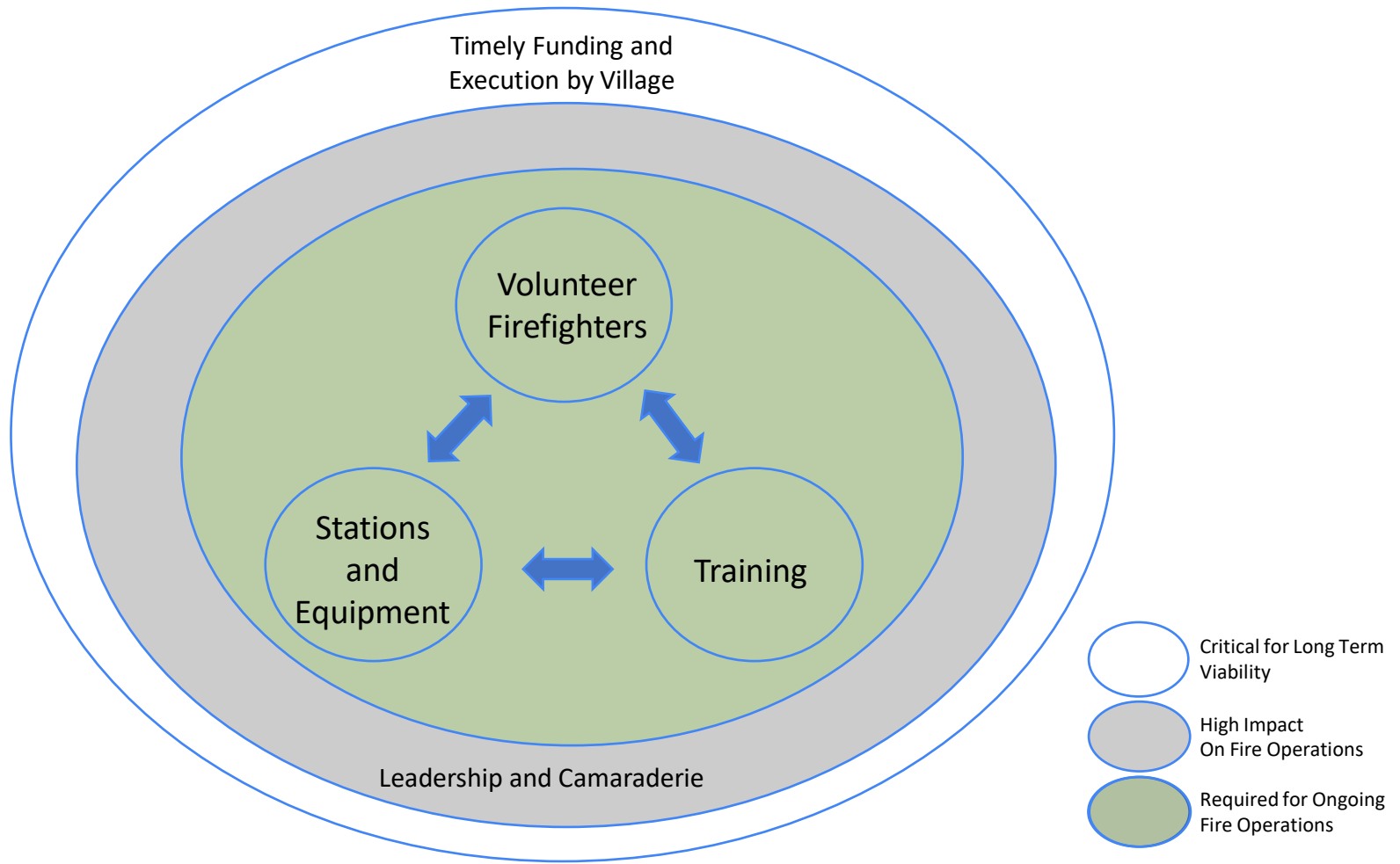
- **People**
 - Glen Ellyn's population of ~28,000 is relatively unchanged over the last ten to twenty years.
- **Property**
 - Approximately 8,200 structures in 9.4 square miles.
 - New buildings, approximate 20/year, are required to have fire sprinkler systems installed.
 - The coverage area is bifurcated by a Union Pacific rail line with approximately 100+ trains per day.
- **Village of Glen Ellyn has leading building codes.**
 - GEVFC championed the sprinkler ordinance.
 - Sprinkler Ordinance (5017-VC) was adopted in Nov. 2001, with 800+ structures sprinklered.

Sources: US Census, VoGE Water & Building Departments

How VoGE can help

- Maintain progressive building codes, associated plan review, and inspections
- Champion built-in fire suppression systems in new buildings and buildings undergoing extensive renovations
- Ensure that all growth plans include associated improvements to water and roadway infrastructure
- Support fire protection improvements to buildings in target areas through grants
- Consider fire apparatus access when planning for new developments and special events
- Support robust fire prevention inspection program for commercial and multifamily buildings

Key Drivers of Successful Fire Suppression and Life Safety



GEVFC Strategic Plan Focused Action Areas

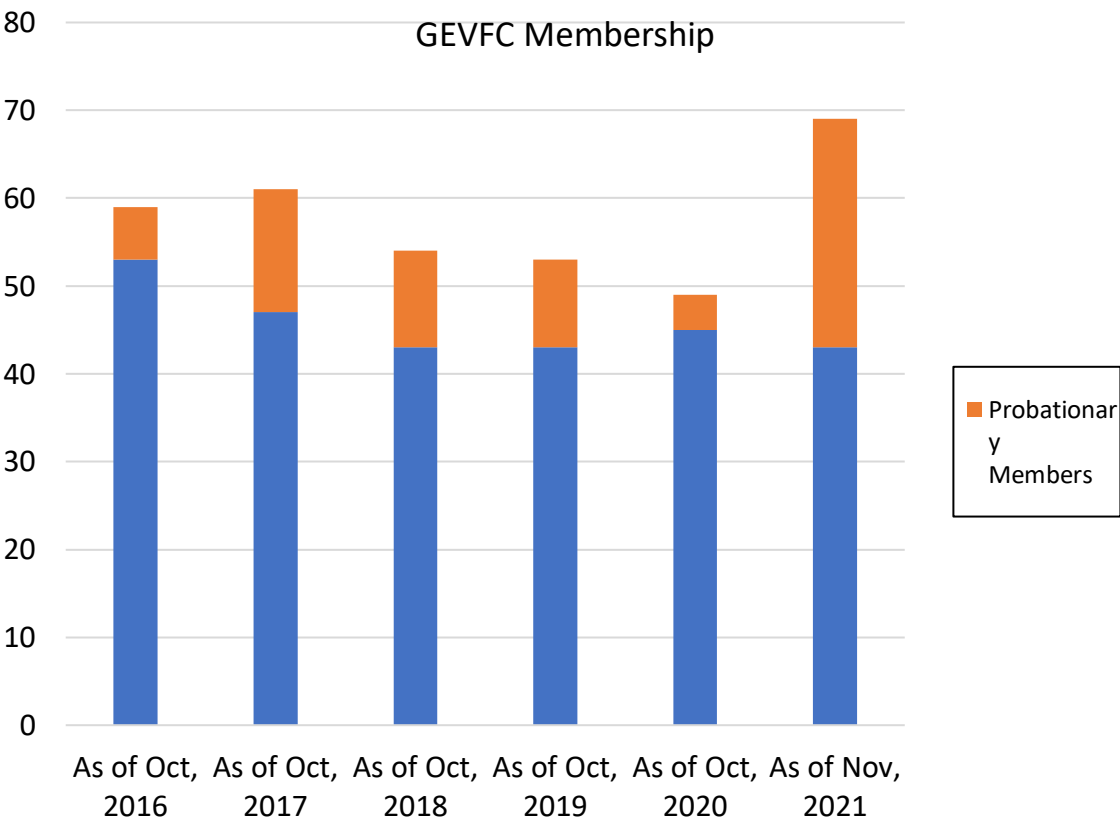
- #1 Volunteer Fire Firefighters – Retention and Recruiting
- #2 GEVFC Chief Officers' succession planning
- #3 Training
- #4 Stations
- #5 Apparatus and Equipment
- #6 Funding

#1 Volunteer Fire Firefighters are the core of the GEVFC success. And retaining and recruiting is central to the continued success of the organization.

Overall Status

- For more than 115 years the GEVFC has consistently sustained its membership.
- The pandemic directly impacted the GEVFC:
 - It put a higher demand on our members, particularly around concerns for their health.
 - It eliminated in-person recruiting for two years.
- Post pandemic recruiting has enjoyed a sharp increase:
 - Our recruiting activities since 2021 led to 24 new firefighters. This represents a 115-year record and more than 116% greater than any prior year!
- Volunteerism is up with the GEVFC, and we suspect this is directly linked to remote work arrangements introduced by the pandemic, which we intend to leverage.

GEVFC membership is near an all-time high, having recovered from a pandemic-induced dip



Current Membership Concerns

Membership increases:

- Putting a strain on space for training and supporting for new members.
- Insufficient parking for training and volunteer response.
- Co-habitation of the facilities with EMS is negatively impacting space and morale.

#1 Feedback from volunteers revealed several retention issues, current status and impact areas.

- Volunteers felt criticized by VoGE leadership. Specifically, volunteers felt VoGE questioned their integrity, dedication, and expertise in providing emergency services.
 - Forced changes to Village Agreement to address areas that have never been an issue.
- Volunteers felt like "second class citizens" to contract employees. Volunteers witness significant financial investment in paid contract services compared to financial support of volunteer operations including facilities, equipment, and recognition. Volunteers have witnessed years of unmaintained buildings and delays in training equipment improvements.
- Volunteers felt like the VoGE does not support them. Significant time is spent on placating unfounded criticism from one or two residents of other communities.
- Volunteers perceive there is a lack of interest on the part of VoGE in getting the recruitment message out.

#1 How VoGE can help

Increase communication and opportunities for collaboration

- Leverage Village Trustee Liaison to maintain an open line of communication between organizations.
 - Provide insight into both organization's goals, objectives, and needs.
- Annual workshop meeting including Fire Company Board of Directors and Village Board of Trustees.
 - Review annual performance and achievements
 - Set annual goals and objectives
 - Equipment
 - Facilities
 - Training
 - Prepare for budget process
- Regularly recognize the accomplishments of volunteers.
 - Village officials to attend recognition for:
 - New members (badge pinning)
 - Promotions
 - Service awards
- Collaborate on getting messages out to the public.
 - More effective use of all media sources
 - Collaborative approach

#2 GEVFC Chief Officers' leadership is important to both the GEVFC and VoGE.

Overall Status

- There have been thirteen Chiefs in the 115 years of the GEVFC, and their tenure has been generally long.
- When issues of Chief leadership have occurred, the GEVFC board proactively dealt with and resolved those issues.
- When Chief Clark began his tenure, there were a total of three chief officers. There are now five, all of them with significant fire ground experience and long-term GEVFC tenure (over 15 years each).
- Succession of the paid Chief role needs more proactive, long-term planning.

#2 Feedback from volunteers revealed succession planning issues

- GEVFC does not have a formal succession plan or policy.
- There is no clear roadmap for a volunteer to follow if they aspire to a leadership position.
- There is a perceived expectation that VoGE will not accept a Fire Chief without career fire department experience.
- Members are concerned about future department leaders' dedication to the community and the volunteer firefighter model.
- GEVFC culture tends to discourage members from making it known they want to be a leader.
- Lack of a succession plan could lead to instability of the organization.

#2 How VoGE can help

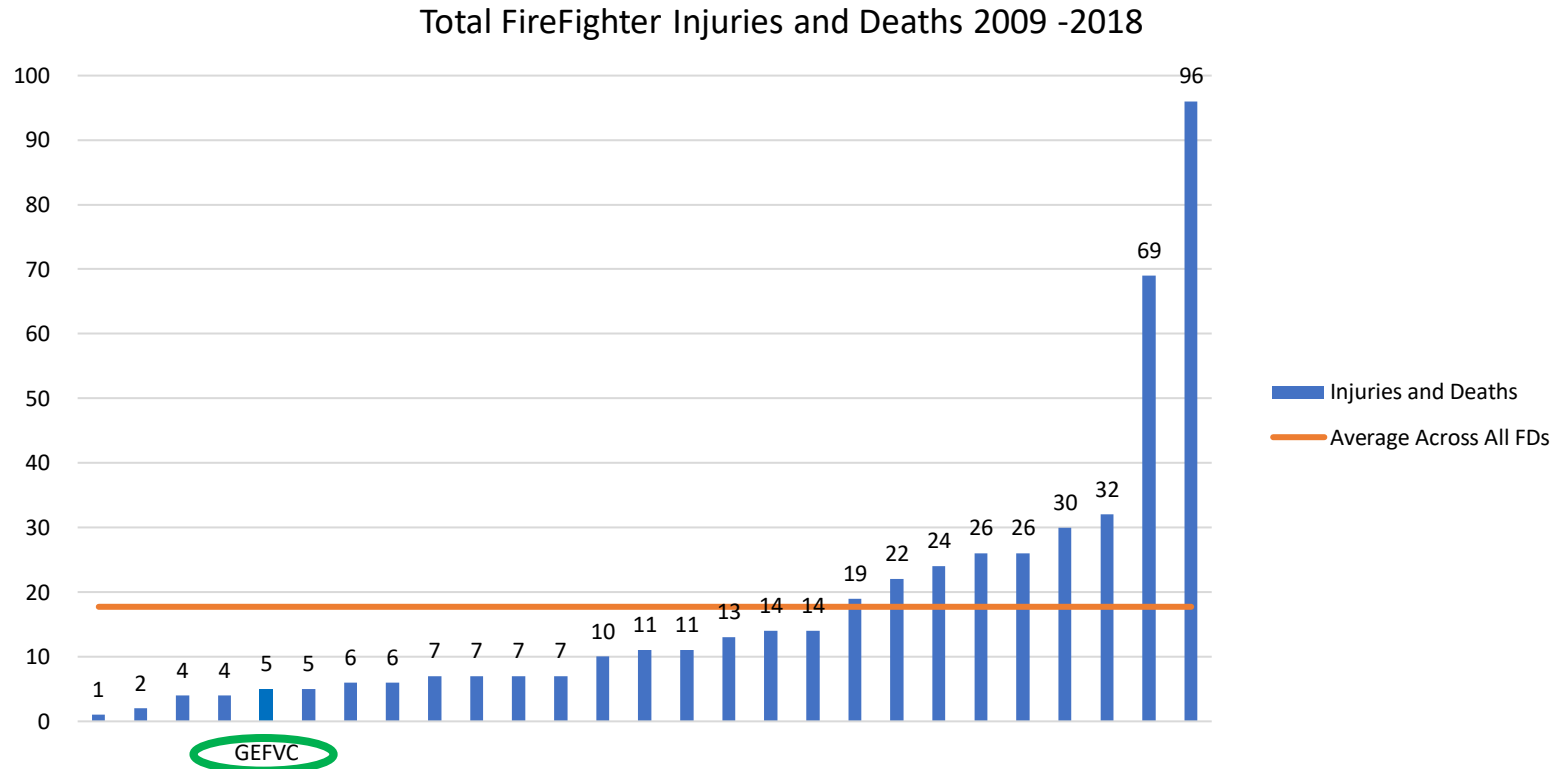
- Village of Glen Ellyn needs to understand that the volunteer fire company is different from its neighbors with paid departments. The expectation of what is a successful leader of the volunteer fire company will differ from our neighbors.
- The next fire company fire chief may not be a career firefighter or former career firefighter. This should not be something the village should be afraid of.
- The village should support the Fire Company in investing in the future leaders of the fire company.

#3 Training is a cornerstone of the GEFVC and has been for decades.

Overall Status

- Training of new and existing firefighters is both rigorous and follows Office of the State Fire Marshal standards.
- GEFVC members conducted 6,859 hours of training in 2021 and 6,834 of training in 2020 during Covid years. In 2022 that rose to 11,061 hours. This represents approximately five weeks (i.e., 40 hours/week) of training for each member.
- Our membership is very proud and happy with our training capability when compared to other neighboring departments.
- Ten-year DuPage County results (reviewed with VoGE Board) on fire outcomes and FF injury demonstrates that this training is not only thorough but impacts GEFVC performance.
- New members to the GEFVC go through an 18-month curriculum conducted on Sunday mornings and Monday evenings to complete both Illinois state certification and training on all GEFVC equipment and operations.

GEVFC firefighter injury is among the lowest in DuPage County over the last ten years.



Source: NFRIS Data - 2009 – 2018 report, GEVFC Analysis

#3 Feedback from volunteers revealed that GEVFC training is facing significant space and facilities challenges in continuing our tradition of high-performance training.

- Membership identified that GEVFC provides high-quality training to its members
- The most significant training issues are associated with Station 61 and Station 62 inabilities to accommodate training needs
 - Lack of training space
 - Lack of storage space for training equipment
 - Lack of drill tower
- Frustration with VoGE constant commentary of concerns about training with no “seek to understand” about our training before criticism is levied.

#3 How VoGE can help

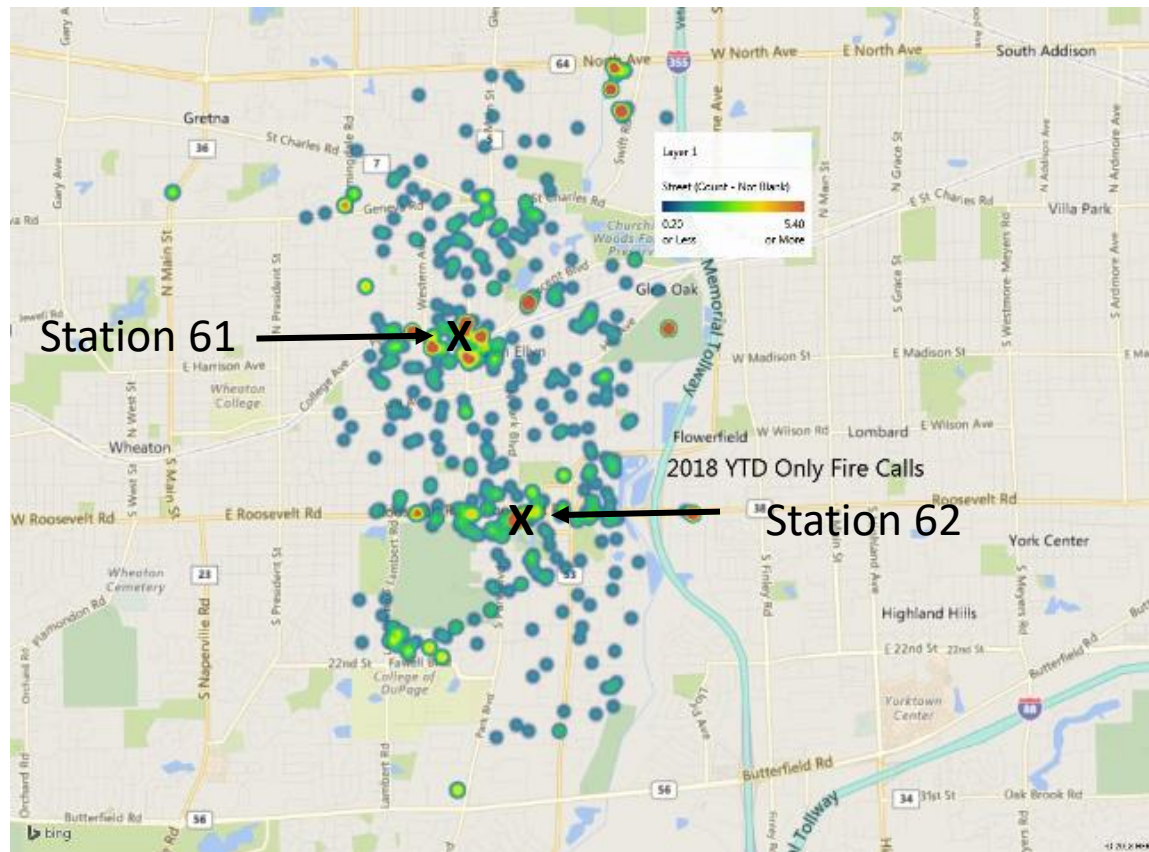
- Include training facility needs in overall capital plan
- Conduct an in-depth overview of GEVFC Training for VoGE Board Trustee designated to the GEVFC and Village manager.
 - Training Overview session
 - Attend a Sunday morning training session
 - Attend a Monday evening training session

#4 Stations house GEVFC apparatus and it is where we respond from, are where we conduct essentially all training, and our “house” where our volunteers become a team.

Overall Status

- Both stations, when both are responding, are optimally located based on call “heat map” analysis and optimally located for volunteer member response.
- Chief distribution (i.e., their home locations) in Glen Ellyn provides quicker on-scene response as they are well distributed across GEVFC response area and not responding from either station.
- The stations are both older buildings (Station 61 – 1956 and Station 62 – 1972) which have had intermittent, reactive maintenance.
- The stations were designed and built to house the GEVFC. Over the last twenty-five years, two 24-hour paramedic units and one 24-hour paramedic supervisor plus backup ambulance have been added with no additional truck room, living space, or support area increases.

4 GEVFC fire stations locations are well aligned with call volume and railroad split, making any new locations unnecessary



Source: GEVFC call data, GEVFC Analysis

#4 Feedback from volunteers revealed that both stations suffer from deferred maintenance, and lack of space necessary for volunteers

- Stations are located ideally for outbound and inbound response.
- Stations have been neglected on basic maintenance.
 - Station 61 overhead doors
 - Station 62 bathrooms
 - Overall interior and exterior finishes in poor condition
- Stations are no longer welcoming for volunteer members.
 - Condition of buildings differs significantly from what members as used to in their workplaces. Volunteers attribute poor facilities to a lack of value or appreciation
- In multiple years, VoGE has budgeted capital for facilities work, but not much has been performed with no consequences to VoGE management for lack of action or results (e.g., training pad at Station 62).
- Station 62 parking, a known issue for years, is unsolved.
- Truck room is out of capacity at both stations and now negatively impacts training.
- Both stations lack sufficient "community space" for volunteers.
- There is a desire for physical fitness space in the stations.

#4 How VoGE can help

- Address maintenance issues on a timely basis
- Improve the interior and exterior appearance of both stations to reflect an atmosphere that promotes recruitment and retention of volunteers
- Provide adequate training space
 - Indoor drill space
 - Storage of props
 - Drill tower in town
- Provide "community space" for volunteers in both stations
 - "Work from Home" space to promote daytime response
 - Exercise facilities to promote firefighter health and fitness and promote response
 - Recreational space to promote camaraderie and emergency response
- Consider medium and long-term space needs for Fire and EMS services
 - Station renovation, addition or replacement
 - Consider all options including separate locations for EMS operations if appropriate
- Financial planning

#5 Apparatus and Equipment are central to modern firefighting. We are halfway through a decades long refresh of our front-line apparatus. We need to finish the journey.

- Vehicle replacement schedule developed in 2015. This schedule is not sustainable based on current funding plan.
- Vehicle replacement schedule has improved fleet over the past six years (e.g., two new engines, one new aerial, one heavy rescue squad purchased to replace significantly out of date vehicles).
- However, GEVFC currently has four vehicles that are more than twenty years old and are at or approaching end of life.
- Breathing air compressor is at end of life and was not included in replacement schedule.
- Six chiefs (one open position) share four chief vehicles.

#5 How VoGE can help with Apparatus and Equipment capital planning

- Prices on vehicle replacement vehicles and equipment continue to rise. Funding for replacements must be adjusted annually to maintain sustainability.
- Utilize purchasing consortiums for apparatus purchases. Sealed bid process is time consuming and burdensome for volunteer members and adds no value to either VoGE or GEVFC. (e.g., Tower 62 purchase could have been completed a year earlier, saved thousands of dollars in purchase cost, the same vehicle could have been purchased a year earlier via a public purchasing consortium).
- Two pumpers (Engines 60 and 63) are due for replacement in 2024.
- GEVFC chief complement is short two chief cars, reducing response capabilities.
- Accelerate replacement of Breathing Air compressor at Station 62.

#6 Funding – While funding to date has been sufficient, future revenue generation should be modeled and reviewed against project expenses. In addition, expenses categorization needs better Fire and EMS clarification.

- Two water service fees implemented by the VoGE Board under President Demos – May 2014 & Capital Fee 2017.
- VoGE continues to collect SSA Fire fee from unincorporated Glen Ellyn (this SSA was driven by the GEVFC).
- The primary water fee has covered the operating cost of the GEVFC since 2014. The fee also covers the significant overhead costs charged by the VoGE.
- The capital fee has covered some vehicle expenditures.
- The capital fee was split in half in 2021 to cover rising paramedic costs.

#6 How VoGE can help with funding

- Examine the Fire and EMS costs and adjust revenues accordingly to properly account for both.
- Update SSA rate to reflect current costs of services
- Update water bill charges to reflect accurate Fire/EMS breakdown
- Establish an ongoing process to keep revenues aligned with expenses
- Our volunteers work for free. The GEVFC does not have the significant labor cost of most DuPage fire departments. However, volunteers need and deserve the support capabilities, equipment and stations necessary to carry out their mission
- The VoGE has ZERO unfunded firefighter pension liability. Appreciate this gift to each and every village resident.

The GEVFC is well positioned to thrive but could benefit from better support by the VoGE

Strengths to leverage:

- Membership is at an all-time high
- Second largest probation class follows the largest ever class
- Training has accommodated a large increase in membership
- Refresh of apparatus is largely on track
- Stations are well positioned to cover our response area and close to our volunteers

Key areas requiring focus action:

- Continue to recruit new members
- Address financial planning for the future now
- Address space needs and station maintenance
- Address fleet replacement schedule and associated funding
- Promote VoGE collaboration
- Maintain consistent positive communication with VoGE leadership
- Develop funding contingency plan



Glen Ellyn Volunteer Fire Company

Personnel and Training

2023

Personnel – Volunteer Firefighters

1 Fire Chief — Elected by the members every 3 years (2/3 vote)

1 Deputy Chief — Elected by the members every 3 years (2/3 vote)

3 Assistant Chiefs — Appointed by the Fire Chief (1 vacant position)

2 Captains — Appointed by the Fire Chief

7 Lieutenants — Appointed by the Fire Chief

45 Firefighters — Elected by the membership (2/3 vote to probation), then (2/3 vote) to full membership after 12-18 month probationary period.

New Volunteer Firefighter Process

1. Interested people are invited to attend training sessions for 1-2 months to observe and meet people. Decide if they are interested in the challenge.
2. Interested people express their desire through a letter to the company.
3. Applicant meets with Membership Committee for an interview and to discuss expectations.
4. Membership recommends applicant for probation, or not based on whether they feel the applicant will be an asset to the organization.

New Volunteer Firefighter Process

5. Applicant's letter and Membership Committee's recommendation presented at Monthly Business meeting.
6. Membership votes on admitting applicant to probation.
7. If 2/3 of members in attendance vote in the affirmative, applicant becomes a probationary firefighter.
8. Probationary firefighter begins attending drills (classroom only).
9. Probationary firefighter undergoes a background check performed by Glen Ellyn Police.

New Volunteer Firefighter Process

10. Probationary firefighter undergoes a complete physical in compliance with NFPA 1582
11. If unsuccessful in passing either the background or physical, the probationary firefighter is removed from the roster.
12. If successful, the probationary firefighter is issued PPE, pager, and station access.
13. Probationary firefighter begins Basic Operations Firefighter training and responding to fire calls, but participation is limited to tasks trained for.

New Firefighter Training

- Personal Protective Equipment (1-2 weeks)
 - Overview, donning, doffing
- Self-Contained Breathing Apparatus (6-8 weeks)
 - Parts and components, operation, emergency operations
 - Maze, blacked-out, rescue, entanglement
- Vehicles (8-18 months)
 - Tools and equipment
 - Driving
 - Operating pumps and aerial

New Firefighter Training

- Basic Operations Firefighter
 - OSFM Curriculum
 - In-house OSFM-certified instructors
 - 240 hours minimum
- Hazmat Operations
 - Illinois Fire Service Institute instructors
 - 40 Hours
- Fire Service Vehicle Operator
- FEMA Incident Command
- CPR

Ongoing Firefighter Training

Building Construction	Fire Attack	Fire Behavior	Fire Extinguishers	Fire Suppression (2)	Firefighter Survival	Forcible Entry	Hazardous Materials (2)	Ladders (2)	Ropes and Knots
Salvage and overhaul	Search and Rescue	Tools and Equipment (2)	Vehicle Extrication	Ventilation	Water Supply	Water and Ice Rescue	Bloodborne Pathogens	CPR	Sexual Harassment
SCBA Parts and Components	SCBA Donning and Doffing	SCBA Emergency Procedures	SCBA Maze	SCBA Consumption	SCBA Fit Test	SCBA Quarterly (4)	Confined Space Awareness	Technical Rescue	Hazard Communications
Driver Training	Pump Operator	Aerial ladder operator							

Officer Training

- Officers complete all Firefighter training requirements
- Officers meet monthly:
 - Review Policies and Standard Operating Guidelines
 - Develop drill plans
 - Review incidents (Glen Ellyn and others)
 - Disseminate information from:
 - Dispatch center
 - MABAS
 - Regional partners
- Officers serve as instructors for firefighter training (OSFM Certified)
- Blue Card Incident Command Training

Questions?



Glen Ellyn Village Board
535 Duane Street
Glen Ellyn, IL 60137

Meeting 2/21/2023 7:00 PM
Department: Administration
Department Head:
Category: Presentation
Prepared By:

AGENDA ITEM (ID # 2023-188)

DOC ID: 2023-188

Lead Service Replacement Discussion

Statement of the Issue:

Review of the current legislative requirements for the removal of lead water services, where the Village stands in meeting compliance requirements, and what items the Village Board needs to review and discuss to provide staff direction on how to proceed with various options for how best to get the lead out for Glen Ellyn.

Analysis:

The Village has approximately 8,250 service lines, current inventory shows 8,399. Additional cleanup and information gathering is needed to complete the inventory of the public and private side water service material. While the IL EPA has required an inventory to be submitted each April since 2018, new national legislation is requiring an initial inventory to be submitted by April 15, 2023, and a final inventory by the same date in 2024. Utilities Superintendent Nick Burgoni is overseeing these efforts that involve community surveys, in-person inspections, physically uncovering the water service in the parkway at the curbstop where the ownership changes between public and private, and review of past records for information.

The next requirement is to develop a Lead Service Line Replacement (LSLR) Plan. An initial plan is due the same April 15, 2023, with a requirement to provide an updated plan each year until the final plan is due in 2027. There is then a timeframe to have all lead services removed, which for the expected numbers of services in Glen Ellyn, would be 15 years (2042) with a target replacement of 7% per year.

Current estimates of the number of lead service lines, be that lead for the entire length of the service, lead on either the public or private side or cases where galvanized iron pipe remains on the private side after the public portion that was lead was replaced in the 300-500 range. Reviewing past information and from recent experience with capital projects or home construction/remodels, about 90% of the lead is on the public side. Perhaps 10% of the private side could be expected to be lead. For galvanized, this number is not well known, since this is a new change to the rules, but a conservative guess would be 25% at most.

Budget Impact:

From recent costs related to construction projects, the average price for a public side replacement is \$3,000. The exact cost would vary, based on a near or far side service connection but a budget estimate of \$900,000 to \$1,500,000 would be a very high-level number. The dollar amount could go

up or down depending on what continued efforts to improve the inventory record shows.

On the private side, the average cost per foot is \$90 and the average service line length is 50'. A budgetary range of \$472,500 (35% of 300) to \$787,500 (35% of 500) could be used. Again, the numbers could move up or down as the inventory records are improved or the average length of service is adjusted.

Water main replacement where the density level of lead on a particular block is high and factors like the size, age, material, and condition of the existing pipe may make this warranted.

Until the final inventory is completed, the locations where main replacement in conjunction to service replacement makes sense is unknown. A conservative estimate would be 4 miles of main, for reference the Village maintains ~113 miles of piping for the water distribution system. Some of these areas may have been identified for replacement under the existing capital improvement program but removal of lead will require staff to work together to effectively coordinate work between the two projects.

Staff will review various funding opportunities, including grant options for the tools available to the Village to address the requirement to remove lead.

Contribution to Strategic Plan (if applicable)

Action Requested:

At this point, staff has some questions for the Village Board on how to address the requirement to remove all lead, publicly and privately owned that currently exists in the system. The Village is not required to pay for the privately owned portion, but all water systems are highly encouraged to work with private property owners to successfully remove all lead. Options could range from no assistance from the Village for privately owned service replacement to bearing the full cost for the replacement of both sides of the service or something in between the two extremes like a set reimbursement amount for the private portion, a "loan" to be repaired over time tied to the water bill, or others.

- Does the Board have an opinion on how to proceed with providing more detailed cost estimates based on the level of assistance for the private portion?
- How would the Board like to proceed with any one-off replacements outside of the upcoming capital improvements to remove lead, be that a permit related to a remodel/addition that requires the service line to be replaced due to changes in fixture count or a resident's interest in proactively removing their lead line? Staff can provide some basics for how these instances have been handled over the past 3-5 years but there is currently no established process, or a cost sharing program like a sanitary service replacement.
- What other information would the Board like presented to help guide the upcoming decisions for how the Village will comply with the requirements to remove lead?

Attachments:



**Glen Ellyn Village
Board**
535 Duane Street
Glen Ellyn, IL 60137

Meeting 2/21/2023 7:00 PM
Department: Community Development
Department Head: Marty Scott
Category: Discussion Item
Prepared By: Marty Scott, Atrin Fard

**AGENDA ITEM (ID
2023-186)**

DOC ID: 2023-186

The topic of Construction Necessitated Variations (CNV) has been raised several times by the Village Board and Zoning Board of Appeals (ZBA) over the past year. At the Village Board's direction, staff has researched this issue to provide background, prepare preliminary recommendations, and solicit feedback from the ZBA.

Statement of the Issue:

The topic of Construction Necessitated Variations (CNV) has been raised several times by the Village Board and Zoning Board of Appeals (ZBA) over the past year. At the Village Board's direction, staff has researched this issue to provide background, prepare preliminary recommendations, and solicit feedback from the ZBA. The ZBA provided feedback during their October 11, 2022, meeting. The purpose of this memo is to assist the Village Board in creating policy for CNV's moving forward.

Analysis:

The Building Code defines a Construction Necessitated Variation (CNV) as "a variation requested after the issuance of a valid building permit related to the variation or a variation needed for any phase of construction that is in progress or has already occurred, either with or without a valid building permit and approved plans, that violates applicable Zoning Code regulations." Additional background regarding this topic is available in the staff memo and minutes dated October 11, 2022 available [here](#).

The early 2000's brought an increase in projects completed that did not comply with approved plans. This led to adoption of an ordinance establishing the CNV process. Since that time, the Village has experienced a steady flow of requests including 12 applications between 2018 and 2021. All 12 requests were granted.

Some of staff's general findings include:

- These kinds of variations take up a considerable amount of staff time and are generally a negative experience for the homeowner to go through.
- The current CNV process does not deter contractors and homeowners from applying rather than complying. The time it takes to research the project history, process an application, schedule a hearing, attend meetings, etc. is not enough of a deterrent to applying for relief from the code.
- Increasing the fees for CNV requests will not likely deter applicants. Some will see it as a "cost of

doing business” while others will be adamant about what they want to keep (e.g., deck location, setback flexibility, etc.). In addition, the cost to remove the nonconforming improvements is typically far more than current or increased application fees.

- From 2000 to 2021, 80% of CNV requests have been approved, which leads the public to believe that it can be easier to “ask for forgiveness versus permission.”
- Staff has increased scrutiny when reviewing foundation and height surveys in an attempt to catch projects where construction does not meet the code. Evaluation of this practice is ongoing to ensure that it is as accurate and proactive as possible (e.g., contractor education, website resources/reminders, etc.).
- Targeted education for residents, contractors, architects, and others should help deter future requests.

Zoning Board of Appeals Feedback

The ZBA discussion on this topic generated a variety of opinions. While there was not a specific consensus reached, it appears that the ZBA suggests the following:

- ☐ Retain the CNV process
- ☐ Attempt to reduce applications by scrutinizing projects during construction “checkpoints” (e.g., foundation surveys, etc.)
- ☐ Zoning Code review and “clean up” that would support current trends of construction
- ☐ Proactive education via letters, meetings, and website guides to deter requests
- ☐ An “a la cart” approach in which charges reflect the number of variations requested in the fees
- ☐ Allow for honest mistakes to be heard as a CNV, however, apply rigorous application of the standards during the review process and lower the rate of approval.

The two standards below are already part of the Zoning Code:

- a. “That the property in question cannot yield a reasonable return if permitted to be used only under the conditions allowed by the regulations governing the district in which it is located; and that the variation, if granted, will not alter the essential character of the locality; or
- b. That the plight of the owner is due to unique circumstances; and that the variation, if granted, will not alter the essential character of the locality.”

Budget Impact:

N/A

Contribution to Strategic Plan (if applicable)

N/A

Action Requested:

Staff is seeking Board feedback and direction in the endorsement the six bullet points shown above. The first five bullets are staff-oriented and can be accomplished with ease. Updates and progress reports can be provided to the Board over the next several months on each of these tasks. The sixth bullet point is critical to the process for CNVs and regular variations in any community. The October 11, 2022, staff memo explained the “rigorous application of standards” and is provided below.

“The application of these standards is inherently subjective in nature; thus, some Boards may apply

the standards more liberally than others. For example, if a single-family homeowner is not allowed to have the patio size they desire, the ZBA and Village Board may make the determination that not being able to have a patio of the size and in the preferred location prevents a reasonable return/use of the property. This interpretation could be considered a liberal application of the standards. Conversely, the ZBA and Village Board may find that having to reduce the patio area by 150 square feet or change the placement to meet the setback requirements is simply a matter of preference, rather than preventing a reasonable return/use of the property; therefore, recommend denial of the variation(s). This approach would be a more conservative or rigorous application of the standards, which would help ensure that variations (both regular and CNV's) are only granted, if necessary, under unique circumstances of the property rather than based on the homeowner's personal preferences or desires. More rigorous application of standards is an alternative to eliminating the CNV process (as outlined in Solution No. 4 above) and would also likely reduce the rate of approval (as outlined in Solution No. 6 below)".

The application of these standards should result in more details, justification, and explanation by the applicant in regard to the merit of the request. It should also result in more focus and scrutiny by the ZBA and Village Board on these standards.

To that end, if the Board reaches a consensus that the ZBA recommendations are appropriate, staff can begin implementing them immediately.

Attachments: