



**VILLAGE OF LINCOLNWOOD
PRESIDENT AND BOARD OF TRUSTEES
COMMITTEE OF THE WHOLE MEETING
VILLAGE HALL COUNCIL CHAMBERS
MEETING HELD VIA GOTO MEETING AND AVAILABLE LIVE AT
[WWW.LINCOLNWOODIL.ORG/LIVE-
CABLE-CHANNEL/](http://WWW.LINCOLNWOODIL.ORG/LIVE-CABLE-CHANNEL/)**

6:00 PM, JANUARY 4, 2022

Governor Pritzker and President Patel have each made a determination that the Village Board's Committee of the Whole meeting should be held virtually due to the COVID-19 pandemic and pursuant to Section 7(e) of the Open Meetings Act. This will be the only notice of the meeting, and where and how the meeting will be conducted. Information regarding the location of the public meeting and instructions for participating in the public hearing will be posted on the Village's website (www.lincolnwoodil.org) and will include updates as needed. Please contact Carrie Dick, Executive Secretary, at (847)745-4717 for confirmation of meeting location.

AGENDA

- I. Call to Order**
- II. Roll Call**
- III. Approval of Minutes**
 - 1. Minutes of the Village Board Meeting of December 21, 2021 (To Be Distributed)
- IV. Regular Business**
 - 1. Discussion Concerning Change of Fiscal Year (Denise Joseph)
 - 2. Discussion Concerning Removal of Snow from Sidewalks as a Village Service (Nadim Badran)
- V. Public Comment**

Statement Regarding Public Comment
Anyone who desires to offer public comment during the meeting about any matter concerning the Village of Lincolnwood may do so by submitting an email to administration@lwd.org prior to the commencement of the meeting, or by offering live oral comment at the stated time in the meeting agenda. To offer live comment, commenters must email administration@lwd.org to receive the GoToMeeting credentials for the meeting to participate electronically. All Emails received will be read aloud during the Public Comment portion of the agenda. Emails should be kept to under 200 words to allow time for others to be heard and for the Board to progress through the public meeting agenda. The Committee of the Whole typically does not immediately respond to public comments or engage in open dialogue, but the Committee of the Whole is actively listening to all comments.
- VI. Closed Session**
- VII. Adjournment**

DATE POSTED: December 29, 2021



MEMORANDUM

TO: President Patel and Members of the Village Board

FROM: Anne Marie Gaura, Village Manager

DATE: December 29, 2021

SUBJECT: **January 4, 2022 Meeting of the Committee of the Whole**

The Committee of the Whole (COTW) meeting is scheduled for **6:00 P.M.** on Tuesday evening. Please find below a summary of the items for discussion:

1. Discussion Concerning Change of Fiscal Year (6:00-6:30 P.M.)

At the November 15, 2021 Finance Committee meeting, staff presented on the change of fiscal year from May 1 to April 30 to a calendar year fiscal year. The committee was in support of the change and directed staff to present this topic at a Committee of the Whole meeting for discussion. [Attached](#) is a memo from the Finance Director outlining reasons for the proposed change. Staff is seeking direction from the Village Board as to whether or not they would like to move forward with this proposed change.

2. Discussion Concerning Removal of Snow from Sidewalks as a Village Service (6:30-7:00 P.M.)

Currently, the Village does not provide sidewalk snow removal for residential or commercial areas. The Village only conducts sidewalk snow removal around Village facilities, Village parks, and the Union Pacific and Valley Line Trail Paths. The Village prioritizes the removal of snow from roadways first to ensure safe access for commuters and emergency vehicles. [Attached](#) is a memo from the Public Works Director outlining what other communities do regarding the clearing of snow from sidewalks. Staff is seeking direction from the Village Board on this item.

If you should have any questions concerning this matter, please feel free to contact me.



MEMORANDUM

TO: Anne Marie Gaura, Village Manager
FROM: Denise Joseph, Finance Director
DATE: January 4, 2022
SUBJECT: Discussion Concerning Change of Fiscal Year

Background

At the November 15, 2021 Finance Committee meeting, staff presented on the change of fiscal year from May 1 to April 30 to a calendar year fiscal year. The committee was in support of the change and directed staff to present this topic at a Committee of the Whole meeting for discussion.

Discussion

Historically, most municipalities in Illinois operated on a May 1 to April 30 fiscal year; however, in recent years, an increasing number of communities have made the switch to a calendar year. Transitioning to a fiscal year that corresponds with the calendar year would more clearly communicate the Village's finances to both the Village Board and the community.

The movement to this new fiscal year cycle will allow for the Board in future budget cycles to consider the property tax levy concurrent with the annual budget discussion. By having a combined consideration of both at the same time, officials and citizens can more accurately discuss and decide the amount of tax levy they wish to allocate to that upcoming budget. In addition, the revenues from the levy become the funding source to that one budget cycle whereas before, the revenues derived from one levy were allocated to two different budget cycles due to the May 1 fiscal year. The move to a calendar year cycle will also line up with many of our expenditures, and ease some of our financial planning as it relates to capital projects.

To make this transition possible, the Village will need to prepare an abbreviated budget for a shortened 2023 fiscal year (8 months in duration), designated "Stub Year 2023", which will commence March 1, 2023 and end December 31, 2023. Following the Stub Year, the Village will operate and prepare financial reports on a 12-month calendar year that will begin January 1, 2024 and end on December 31, 2024.

Below is a table that illustrates some of our neighboring communities and their fiscal year:

Community	Fiscal Year
City of Des Plaines	January 1 – December 31
City of Evanston	January 1 – December 31
Village of Glenview	January 1 – December 31
Village of Morton Grove	January 1 – December 31
Village of Niles	May 1 – April 30
Village of Skokie	May 1 – April 30
Village of Wilmette	January 1 – December 31
Village of Winnetka	January 1 – December 31

Financial Impact

There is no financial impact.

Recommendation

It is recommended that the Village transition to a fiscal year that corresponds with the calendar year in 2024.

Documents Attached

1. PowerPoint Presentation

Committee of the Whole

JANUARY 4, 2022

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Discussion on Possible Change of Fiscal Year

Change of Fiscal Year

- Historically, May 1 to April 30 fiscal year
- Transitioning to a calendar year:
 - Clearly communicates the Village's finances to the community
 - Property tax levy revenue become the funding source to one budget cycle
 - Financial planning for capital projects
- Calendar Year would begin January 1, 2024
 - Stub Year 2023 – shortened 8 months in duration

NEIGHBORING COMMUNITIES	
Community	Fiscal Year
City of Des Plaines	January 1 – December 31
City of Evanston	January 1 – December 31
Village of Glenview	January 1 – December 31
Village of Morton Grove	January 1 – December 31
Village of Niles	May 1 – April 30
Village of Skokie	May 1 – April 30
Village of Wilmette	January 1 – December 31
Village of Winnetka	January 1 – December 31

Change of Fiscal Year

Recommended Discussion/Motion

Staff recommendation is as following:

- A potential motion is to direct staff to move forward preparing for a transition to a fiscal year that corresponds with a calendar year in 2024.



MEMORANDUM

TO: Anne Marie Gaura, Village Manager

FROM: Nadim Badran, Director of Public Works

DATE: January 4, 2022

SUBJECT: Public Sidewalk Snow Removal

Background

Currently, the Village does not provide sidewalk snow removal for residential or commercial areas. The Village only conducts sidewalk snow removal around Village facilities, Village parks, and the Union Pacific and Valley Line Trail Paths.

During a snow event, the Village prioritizes roadways and alleys for snow removal. In the event a snow event reaches two inches or more, the Village issues an alternate side parking order. A typical snow event that requires alternate side parking takes a minimum of two days to be completed. Large snowfalls and extended duration events can take a much longer time period to clear, and may require consecutive days of alternate side parking.

The Village prioritizes the removal of snow from roadways first to ensure safe access for commuters and emergency vehicles. While the roadways are being addressed another crew completes snow removal around alleys, Village facilities, bicycle paths, and parking lots. Once these priorities are completed, staff then begins to remove snow around and in parks. Depending on the snowfall and duration of an event, this process can take multiple days or weeks. The Village does not currently remove snow from residential sidewalks, as the entire workforce is dedicated to clearing the above mentioned areas, and due to a lack of equipment.

Discussion

Staff has conducted research into how other communities handle residential sidewalk snow removal. Staff reached out to 12 other communities to learn how and if the service is provided. Provided below is a table summarizing the findings.

Community	Residential Sidewalk Removal?	When does the municipality begin snow operations?	In-House or Contractual?
Village of Glencoe	Yes	2" or greater	In-house
Village of Kenilworth	Yes	2" or greater	In-house
Village of Winnetka	Yes	3" or greater	In-house
Village of Wilmette	Yes	4" or greater	In-house
Village of Skokie	Yes	4" or greater	In-house
City of Evanston	No	4" or greater*	In-house
Village of Morton Grove	No	4" or greater*	In-house
Village of Niles	No	N/A	N/A
City of Park Ridge	No	N/A	N/A
Village of Glenview	No	Did not provide*	In-house
Village of Grayslake	No	Varies*	Contractual
Village of Norridge	No	N/A	N/A
<i>Village of Lincolnwood</i>	<i>No</i>		

*Community only conducts sidewalk snow removal in select areas of their business district.
Communities shaded in blue signify direct comparables.

Based upon the survey, nine of the 12 communities surveyed conduct sidewalk snow removal in some format, with five of those communities conducting residential sidewalk snow removal. The common response from communities was that a snowfall between two and four inches was the trigger to conduct sidewalk snow removal. The common response was also that the sidewalks were prioritized after primary areas were completed. Communities who do conduct sidewalk snow removal could not provide definite times for clearing of all sidewalks within their respective communities, however estimates ranged from six hours for smaller communities, to four days for large communities following an average snow event.

Per the direction of the Village Board, staff has sought pricing for what it would cost to clear the main arterials of sidewalk snow. The areas that are included in this analysis are Pratt, Lincoln, Touhy, Devon, Crawford and Cicero Avenues, and McCormick Boulevard, in areas where ADA sidewalks are present within Village’s corporate limits. The current staffing level in the Public Works Department would not be able to support this additional demand, therefore; the work would need to be contractually completed, or additional seasonal staff and equipment would be needed.

Contractual Sidewalk Snow Removal

The Village has approximately 70 miles of sidewalks, approximately 14 miles of which are comprised of sidewalks along main arterials. Staff has reached out to contractors who provide sidewalk snow removal services along with vendors for sidewalk snow removal specific equipment to understand the cost associated with contractual and in-house operations. Staff worked with a vendor and analyzed the pricing from other communities to determine the anticipated cost of contractual removal. The details of each option are shown below:

1. Contractual removal costs from vendor - \$21,000 per mile. This would include snow removal on sidewalks with equipment for a flat rate of \$21,000 per mile. Based on the 14 miles of arterial sidewalks, this cost would equate to \$299,460 per removal event at all arterial locations. Sidewalk snow removal would be recommended to occur after four inches has fallen. Last winter season, there were four events in which snowfall exceeded four inches.
2. Contractual removal costs from Grayslake - \$1.42 per square foot. The 14 miles of arterial sidewalk are comprised of four to seven foot wide sidewalks. Requiring a contractor to remove a four foot wide path along this area would equate to \$419,865 per removal event. The Grayslake

contract includes a maximum removal of up to 45 inches of snow per season. Beyond that, the contractor is entitled to an additional sum per event. The area this contract would cover is substantially larger than what is covered in the Grayslake contract, therefore, this pricing would likely be reduced as the Village would offer a greater economy of scale.

In-House Sidewalk Snow Removal

Plowing operations are currently conducted by all divisions of the Public Works Department. This means that during a snow removal event, Streets/Utilities, Parks/Buildings, Forestry/Alleys, and Vehicle Maintenance stop their routine assignments and divert to snow removal operations. Snow removal operations are slowed when the Department must respond to an active emergency such as a water main break during a plowing event. Once the event is completed, staff returns to their normally scheduled duties. Snow removal along roadways, alleys, pedestrian paths, parking lots, parks, and the Village facilities takes anywhere from 48 hours to a week to complete, based on the severity of the storm. Staff would not prioritize sidewalk snow removal until the aforementioned areas are complete, at which time, the snow may potentially turn to ice making removal difficult.

Based on the information provided above, staff would recommend the addition of two winter seasonal staff if there is a desire to perform this service in-house. Additionally, the Village does not own dedicated sidewalk snow removal vehicles. Two of these vehicles would need to be purchased to ensure the timely removal of sidewalk snow. The table below demonstrates the anticipated cost for performing this service.

Estimated Cost In-House Sidewalk Snow Removal		
	Year One Cost	Annual Cost After Year One
Staffing Cost (2 Seasonals)	\$31,850	\$31,850
Equipment Cost (2 Tractors)	\$108,616	N/A
Estimated Annual Equipment Maintenance & Fuel Cost	\$1,000	\$3,500
Estimated Damaged Sod Repair Cost	\$3,000	\$3,000
Estimated Sidewalk Repair	\$3,500	\$3,500
Total	\$147,966	\$41,850

The costs above do not include the use of any de-icing material on the sidewalks, which would add an anticipated \$20,000 on top of the annual total each year, if desired. This work also assumes that the work would be able to be completed with seasonal staff. Each year, the Village hires seven seasonal staff members. In 2021, only three of these positions were able to be filled. Winter seasonals present difficulty in obtaining as many other agencies pay a higher hourly rate for plow operators, such as the IDOT Snowbird program, which also offers overtime. If seasonals were able to be acquired, it is anticipated the sidewalk snow removal operations would take two days to complete.

Considerations

Substantial Cost

Each option carries a substantial fee based on preliminary pricing. While the in-house options seems more feasible, the difficulty in this option comes with finding seasonal staff to support this operation. Future years will also increase in cost as hourly wages increase, equipment requires more extensive repair, and additional sidewalks panels will need replacement.

Difficulty Finding Seasonals and Lack of Staffing

The Village recently experienced difficulty hiring its annual summer seasonals. Of the seven vacancies available this year, only three were able to be filled due to the low applicant pool. As Public Works recommends hiring two additional winter seasonals dedicated to sidewalk snow plowing, there may be difficulty filling these positions. If two seasonals are not able to be hired, full time staff would be utilized after the completion of the primary removal areas, which would cause delays in sidewalk snow removal, and also hinder the operations of those divisions in other daily assignments.

Equipment Maintenance

The Village would need to purchase two new sidewalk snow removal tractors to conduct sidewalk snow removal if directed. The new vehicles would be additional vehicles that would need to be maintained throughout the winter season when the Village's mechanics are busy maintaining the Village's fleet to ensure roadways are being addressed. These machines would carry an annual cost for maintenance, inspections, and fuel/lubricants. These machines can be utilized for other purposes throughout the year; however, that will also adversely impact their lifespan, requiring replacement sooner than if they were just used as winter vehicles.

Sidewalk Concerns

Only ADA compliant sidewalks would be targeted as part of this program, as sidewalk equipment is generally four feet wide. Sidewalks smaller than this would not be cleaned as there would be significant damage to the adjacent parkways, requiring substantial restoration in the spring. The communities that perform this service stated that even with four foot wide sidewalks, damage to parkways occurs and requires significant time to repair in the spring. Sidewalks would also be damaged as part of this operations leading to trip hazards and an increased number of sidewalk panel replacements in these areas each year.

Liability Concerns

Staff consulted with the Village's risk management agency, IRMA to determine if there would be any liability to the Village in the event of an injury. Currently a local public entity is generally not liable to injuries caused by natural accumulations of ice and snow on public property per IRMA. IRMA has stated that liability may occur if the Village voluntarily conducts removal of natural accumulation of snow and ice and creates a defect leading to someone being injured. This in turn could cause the Village to see an increase in injury claims.

Recommendation

Staff recommends not proceeding with sidewalk snow removal services in-house or contractually and continuing snow operations status quo due to the cost, staffing constraints, liability concerns, and also inconsistency of sidewalk sizes throughout the Village. If the Village Board desires, staff can obtain formal pricing next winter via a request for bids to obtain a more accurate budgetary figure for use in future years. The pricing can be based on each street individually so that only certain streets can be selected, reducing the cost.

Documents Attached

1. PowerPoint Presentation



Sidewalk Snow Removal

JANUARY 4, 2022

Background

- The Village currently does not clear residential or commercial sidewalks of snow
- The Village provides snow removal to the following areas
 - Roadways
 - Alleys
 - Municipal parking lots
 - Sidewalks around municipal buildings
 - Bicycle paths
 - Parks

Discussion

- The Village Board has expressed a desire to determine the impacts to implementing a program for clearing snow from sidewalks on arterials
- The areas include ADA compliant sidewalks along the following areas within the Village's corporate limits:
 - Touhy Avenue
 - Cicero Avenue
 - Lincoln Avenue
 - Pratt Avenue
 - Devon Avenue
 - Crawford Avenue
 - McCormick Boulevard

Discussion

- Approximately 14 miles of sidewalks in the listed areas
- Sidewalks range from four to seven feet wide
 - Only ADA compliant sidewalks would be considered for clearance
- Staff surveyed 12 communities to determine how and if they provide sidewalk snow removal services

Discussion

Community	Residential Sidewalk Removal?	When does the municipality begin snow operations?	In-House or Contractual?
Village of Glencoe	Yes	2" or greater	In-house
Village of Kenilworth	Yes	2" or greater	In-house
Village of Winnetka	Yes	3" or greater	In-house
Village of Wilmette	Yes	4" or greater	In-house
Village of Skokie	Yes	4" or greater	In-house
City of Evanston	No	4" or greater*	In-house
Village of Morton Grove	No	4" or greater*	In-house
Village of Niles	No	N/A	N/A
City of Park Ridge	No	N/A	N/A
Village of Glenview	No	Did not provide*	In-house
Village of Grayslake	No	Varies*	Contractual
Village of Norridge	No	N/A	N/A
<i>Village of Lincolnwood</i>	<i>No</i>		

*Signifies communities that only provide the service in business districts

- Communities shaded in green signify direct comparables

Contractual

- Staff does not have the equipment or additional staff to be able to assume the additional responsibility and complete the work in a timely manner
 - Current snow removal event takes 48 hours to a week to complete depending on severity
- Staff obtained pricing from a vendor and from Grayslake
- Vendor pricing - \$21,000 per mile per event
 - 14 miles of arterial sidewalk - \$294,000 per event
- Grayslake Contract Pricing - \$1.42 per square foot
 - 14 miles with a four foot wide path equates to 295,680 square feet
 - \$419,865 per event
 - Grayslake contract has significantly less square footage – price per square foot would likely change for the Village

In-House

- Additional manpower would be needed to take on the additional work
 - Two winter seasonals and two dedicated sidewalk clearing machines would be required to complete the job in a timely manner

Estimated Cost In-House Sidewalk Snow Removal

	Year One Cost	Annual Cost After Year One
Staffing Cost (2 Seasonals)	\$31,850	\$31,850
Equipment Cost (2 Tractors)	\$108,616	N/A
Estimated Annual Equipment Maintenance & Fuel Cost	\$1,000	\$3,500
Estimated Damaged Sod Repair Cost	\$3,000	\$3,000
Estimated Sidewalk Repair	\$3,500	\$3,500
Total	\$147,966	\$41,850

Challenges

- Cost for both services is significant
- Difficulty finding seasonal staff
 - In 2021, only three of seven seasonal positions were filled
 - Would be in competition with other winter seasonal positions such as IDOT Snowbirds which pay a higher hourly rate and offer overtime
- Property damage concerns
- Liability concerns
 - Modifying the existing conditions of the sidewalk after a snow event could create a defect, which may lead to liability per IRMA

Recommendations

- Staff recommends maintaining the status quo based on cost, seasonal staff difficulties, and liability/property damage concerns
- If the Village Board desires, staff can release a request for bids for snow removal services next winter to obtain more accurate pricing for future budgeting. The pricing can be based on each individual street, so that certain streets, such as Pratt Avenue, can be selected without having to clear all arterials