

BEFORE THE ILLINOIS POLLUTION CONTROL BOARD

Catherine Johnson, DDS and

Eric Johnson, DDS

Complainants

PCB 2026-061

v.

Village of Willowbrook, Illinois, Parks and Recreation Department,

Respondents.

COMPLAINANTS' MOTION FOR LEAVE TO SUPPLEMENT THEIR RESPONSE TO RESPONDENT'S
MOTION TO DISMISS

Now come the Complainants, Catherine Johnson, DDS and Eric Johnson, DDS appearing pro se, and respectfully move the Illinois Pollution Control Board (the Board) for leave to supplement their previously filed COMPLAINANTS' RESPONSE TO RESPONDENT'S MOTION TO DISMISS AND MOTION TO CORRECT MISNOMER from 8/13/2026 to formally enter Respondent's own municipal sound study from May 29, 2026 and presented to the Village of Willowbrook at its Committee of the Whole Meeting on July 27, 2026. We have repeatedly submitted since that presentation date FOIA requests to the Village of Willowbrook FOIA Officer to obtain a proper Certified and True copy of May 29, 2026, GZA Geoenvironmental, , Inc. and do not want to wait longer to submit this study now for the Board's consideration:

1. Complainants are individuals proceeding pro se before this Board. The subject matter of this enforcement concerns ongoing, unmitigated noise emissions originating from eight (8) outdoor pickleball courts recently opened by Respondent, located a mere 165

feet from Complainant's shared property line with Village of Willowbrook's Borse Memorial Community Park.

2. On August 13, 2026, Complainants timely filed their RESPONSE TO RESPONDENT'S MOTION TO DISMISS. In that filing, Complainants noted that additional technical data was still being collected, intending in good faith to exchange formal technical reports during the standard discovery phase of these proceedings.
3. As pro se litigants, we are already on Second Amended Complaint due to a typographic correction and then again with data available at filing time. Complainants are not lawyers and now understand that to be clear on complaint and survive a motion to dismiss targeting data still being compiled or "frivolous" in nature under Board rules, **prima facie** physical data should and will be introduced as soon as possible.
4. To conclusively establish that this action is non-frivolous and based in immediate objective fact, Complainants seek leave to supplement their response with Respondent's own publicly posted online official municipal GZA sound study from May 29, 2026 attached hereto as "EXHIBIT A."
5. EXHIBIT A constitutes an admission by the Respondent. This study, commissioned or utilized by the Village, explicitly records that noise emissions from the eight (8) unmitigated pickleball courts cross over the property line and drastically exceed the natural ambient background noise levels of the residential area.
6. Because Respondent generated or possesses this exact data, entering EXHIBIT A into the record causes zero surprise or prejudice to Respondent. Respondent has not yet filed a reply brief and maintains a full opportunity to address its own study further.
7. Denying this motion would cause severe prejudice, potentially allowing Respondent to potentially secure a dismissal based on a "lack of data" at this time, as we await final copies of our two private sound studies completed since the Village study of May 29, 2026. Respondent's own internal records explicitly verify environmental noise violations.
8. Complainants also apprise the Board that the two additional independent sound logs are awaiting final receipt and will be introduced during the normal evidentiary phase.

WHEREFORE, Complainants respectfully request the Board GRANT this MOTION FOR LEAVE TO SUPPLEMENT, accept EXHIBIT A into the motion record, and DENY Respondent's MOTION TO DISMISS.

We ask the Board if ever finding our complaint lacking, they allow us Leave to Amend so we can file more specific facts. We thank you, as always, very much for understanding that we are not lawyers.

Dated: August 17, 2026

Respectfully submitted,

Catherine Johnson, DDS and Eric Johnson, DDS

Complainants, pro se

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Village of Willowbrook, Illinois, Parks and
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We, named below, as non-attorneys, certify that we have served a copy of the foregoing
COMPLAINANTS' MOTION TO LEAVE TO SUPPLEMENT THEIR RESPONSE TO
RESPONDENT'S MOTION TO DISMISS upon the Respondent's Attorney of Record, our
Hearing Officer, Honorable Brad Halloran, IPCB Clerk the Honorable Don Brown via COOL
e-file along with this Certificate of Service.

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Hearing Officer
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Dated: August 17, 2026

Respectfully submitted,

Catherine Johnson, DDS and Eric Johnson, DDS (signatures on record)

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CONSTRUCTION
MANAGEMENT

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MEMORANDUM

To: Christopher B. Burke Engineering, Ltd.

From: GZA Geoenvironmental, Inc.

Date: July 15, 2026

Re: Borse Park Pickleball Noise Monitoring

OVERVIEW

The Village of Willowbrook (Willowbrook) constructed new pickleball courts as part of improvements at Borse Park. The new pickleball courts are adjacent to a residential community. A noise study for the pickleball courts was completed by Acoustic Associates, Ltd. prior to the construction of the park. Willowbrook requested that noise monitoring be conducted to assess the noise levels generated by the use of the new pickleball court as a verification process of the completed noise study.

1. BACKGROUND INFORMATION

Acoustic Associates, Ltd. completed a noise analysis and provided a report dated May 9, 2023 (the Report) prior to the construction of the new Borse Park pickleball courts. The analysis used the SoundPlan™ noise modeling software to predict the sound levels from the proposed pickleball courts. The noise modeling included a 5 dB adjustment factor to account for the "regular impulsive sound" of pickleball.

The modeling results were compared to Willowbrook code under Section 9-5-10, "Performance Standards," that limits the noise level at each of nine octave-band frequencies from 32 Hz to 8,000 Hz, as shown below in Table 1. The ordinance details that "[i]n all districts, at no point on or beyond the boundary of any lot shall the sound pressure level resulting from any use, operation, or activity exceed the maximum permitted decibel levels for the designated octave bands."

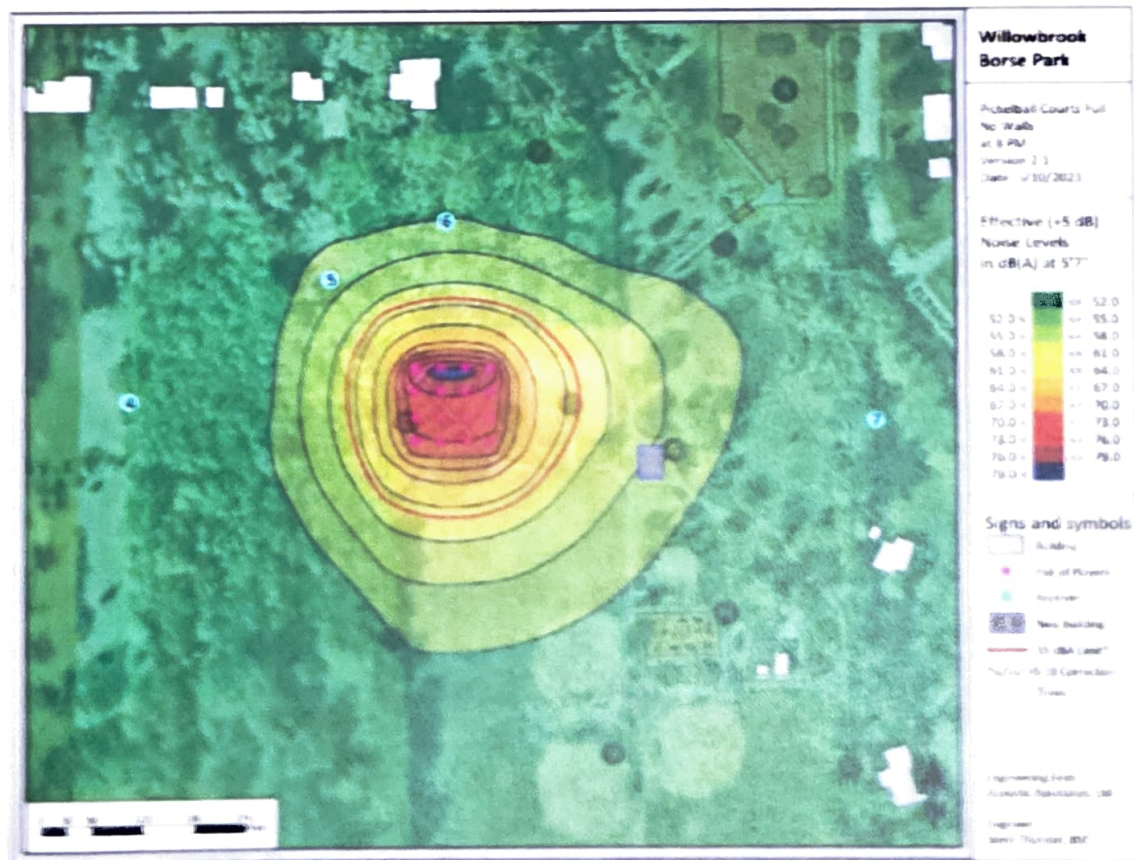


TABLE 1. VILLAGE OF WILLOWBROOK NOISE PERFORMANCE STANDARDS

Table 9-5-10(B)(4)(b): Preferred Frequencies	
Center Frequency, Cycles Per Second	Maximum Permitted Sound Pressure Level, Decibels
31.5	76
63	74
125	68
250	63
500	57
1,000	52
2,000	45
4,000	38
8,000	32

The noise study logarithmically summed these values to establish an overall noise level limit of 55 dB(A). Combined with the 5 dB adjustment for impulsive sound, the Report used an "effective sound level" of 60 dB(A). The projected noise levels from the study are depicted in Figure 1.

FIGURE 1. PROJECTED NOISE LEVELS FROM ACOUSTIC ASSOCIATES, LTD. REPORT (FIGURE 5)





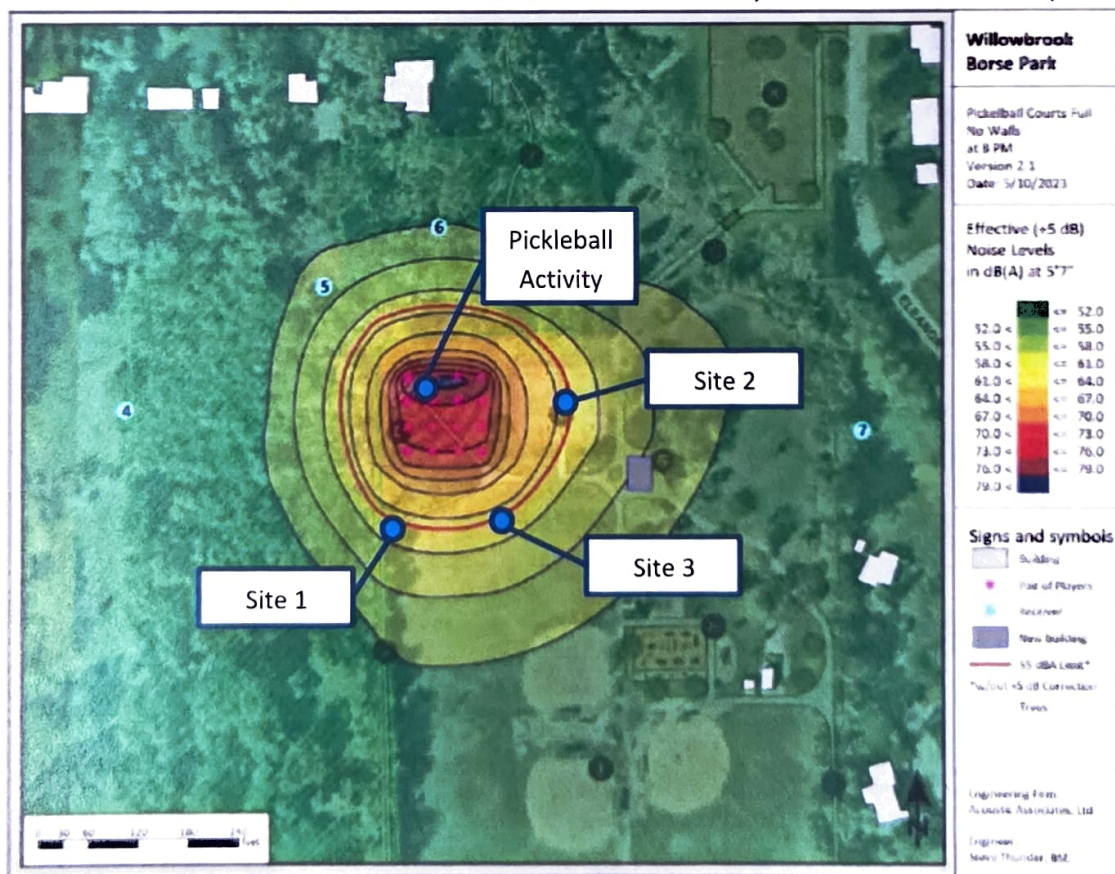
The Report recommends noise abatement along the north and west sides of the pickleball courts because the impact contour extends beyond the property line of the park. This abatement was not constructed at the time of the noise monitoring.

2. FIELD NOISE MEASUREMENTS

Actual noise level measurements (noise monitoring) provide a "snapshot" of existing site conditions. The conditions during the actual noise level measurements need to be considered when evaluating field measurements, as changes in these conditions will affect measured noise levels.

Noise levels measured during noise monitoring events are representative of the characteristics for the period measured. This may or may not be the worst-case noise condition at the location being measured. In addition, noise levels may be influenced by other noise sources in the area other than the pickleball noise. Consequently, comparison of the noise levels between locations also needs to consider the variations in site characteristics in addition to varying conditions. Noise monitoring was conducted at three monitoring locations (Site 1, Site 2, and Site 3), depicted in Figure 2. These locations approximate the impact contour detailed in Figure 1.

FIGURE 2. NOISE MONITORING LOCATIONS ON ACOUSTIC ASSOCIATES, LTD. REPORT CONTOUR (FIGURE 5)





Two types of monitoring were conducted, including background sound level and pickleball sound level measurements. The background levels represent noise levels at the park without pickleball activity. Pickleball levels represent the noise levels generated by pickleball activity.

Background measurements were limited by the presence of lawn maintenance activities present at the park. Pickleball noise monitoring represents use at a single pickleball court, which was the natural usage of the facility. A single pickleball court was in use during the pickleball monitoring. The pickleball court in use during the monitoring period was in the northern row of courts, second from the west and shown as "Pickleball Activity" in **Figure 2**.

TIME AND DAY FOR MEASUREMENTS

Based on recommendations from the Village of Willowbrook, noise monitoring was conducted in the morning time period on Friday, May 29, 2026. The various monitoring events occurred between the hours of 8:55 am to 11:00 am.

WEATHER CONDITIONS

Weather conditions have some effect on noise measurement readings. Noise measurements generally should not be taken if wind speed exceeds 11 mph. A wind screen was used at all times during the monitoring to reduce wind noise. The conditions during the monitoring are summarized as follows in Table 2:

TABLE 2. WEATHER CONDITIONS DURING THE NOISE MONITORING

Condition	Required	Actual*
Pavement	Dry	Dry
Humidity	Less than 90%	44 to 65%
Temperature	14 to 112 degrees F	68 to 75 degrees F
Wind Speed	Less than 11 mph	6 to 8 mph

* NWS Data

The weather conditions during the noise monitoring were within the recommended ranges for all parameters listed.

INSTRUMENTATION

A Brüel & Kjær Type 2250L sound level meter was used for monitoring the actual noise level. The L_{max} sound levels, or maximum sound level on fast settings, were recorded using the "A" weighted scale, and individual 1/3 octave bands were measured. The instrument was calibrated prior to and after use. The response time on the sound level meter was set to Fast. Many sound level readings and measurements performed use Slow response sound level readings. However, it is well established in additional literature that pickleball noise has a rapid onset and that a fast or impulsive response is required to evaluate the extent of pickleball noise properly.



The instrument was set up approximately five (5) feet from the ground and the measurement was conducted for representative periods of time. The noise meter was placed at locations that approximated the modeled impact contour presented in the Acoustic Associates, Ltd. noise Report completed for the facility.

FIELD NOISE MONITORING RESULTS

Table 3 lists the noise monitoring results for the three monitored locations compared to the background noise measurements and the Village Ordinance. The original noise study combined the Village Ordinance limits for the nine octave-band frequencies into a single, overall noise level limit. The Report noted that this is appropriate for when "no particular frequency dominates the sound" of a source. Literature suggests that pickleball noise tends to be dominated by frequencies around 1 kHz. For this reason, the measured noise levels were also compared to the individual noise levels for the nine octave-band frequencies within the Village ordinance.

TABLE 3. NOISE MONITORING RESULTS

Location	Type	LFmax 31.5Hz,	LFmax 63Hz	LFmax 125Hz	LFmax 250Hz	LFmax 500Hz	LFmax 1kHz	LFmax 2kHz	LFmax 4kHz	LFmax 8kHz	LFmax, dB(A)
Site 1	Pickleball	66.9	65.8	66.4	66.1	62.3	61.8	58.7	56.5	41.1	64.9
Site 2	Pickleball	70.2	72.5	63.1	59.3	55.3	63.4	59.5	55.9	52.1	66.1
Site 3	Pickleball	66.7	67.9	61.6	59.9	56.7	64.2	61.8	62.3	51.4	67.1
Background	Background	67.9	69.1	65.3	62.5	58.3	55.0	54.1	53.4	47.7	59.4
Village Ordinance	---	76	74	68	63	57	52	45	38	32	55

Highlighted values represent noise levels that exceed Village Ordinance (Table 1) and are greater than measured background noise levels.

Noise levels were above the anticipated noise levels derived from the Report and generally exceeded the Village ordinance noise levels for frequencies above 500 Hz and for the overall A-weighted noise level at areas along the noise contour presented in the Report where compliance was expected. It should also be noted that although some background sound levels are also above the requirements presented in the Village Ordinance, sound levels measured from pickleball activity were significantly above background levels, showing that these readings are due to pickleball noise levels and not a limitation due to ambient sound levels.

The measurements occurred when only a single pickleball court was in use. It is anticipated that noise levels would be higher if all courts were in use. Every doubling of a noise source corresponds to a 3 dB increase in noise levels.

RECOMMENDED ABATEMENT MATERIALS

Willowbrook requested that GZA provide material recommendations to reduce noise from the pickleball courts. Materials used to mitigate the pickleball noise should be specifically designed for noise abatement, and generally provide at least a transmission loss directly through the material of 10 dB greater than the insertion loss (sound



reduction over the barrier) of a given octave band. For example, if the barrier provides an insertion loss of 10 dB in a given octave band, then the selected material should provide a transmission loss of at least 20 dB for that octave band. Typical materials used for installation in these circumstances include loaded vinyl barriers, including B-10R Reinforced Flexible Noise Barrier by Sound Seal (specification sheet attached) or an approved equivalent. This material provides a transmission loss of 26 dB or greater for the primary octave bands of concern (1 kHz to 4 kHz).

GZA cannot provide guidance on a recommended minimum height and location for the abatement, as GZA did not generate a noise model for the location. Previous recommendations were provided by Acoustic Associates, Ltd. in the original report.

3. SUMMARY

The Willowbrook constructed new pickleball courts as part of improvements at Borse Park. A noise study for the pickleball courts was completed prior to the construction of the park. Willowbrook requested that noise monitoring be conducted to assess the noise levels generated by the use of the new pickleball court as a verification process of the completed noise study. Noise monitoring was conducted at three locations adjacent to the pickleball court while a single pickleball court was in use. The measured noise levels generally exceeded Village Ordinance levels for frequencies at 1 kHz or higher. Sound levels measured from pickleball activity were significantly above background levels, showing that these readings are due to pickleball noise levels and not a limitation due to ambient sound levels.



Village of **WILLOWBROOK**

Public Works

COMMITTEE OF THE WHOLE MEETING

AGENDA ITEM NO: 6.a.

DATE: July 27, 2026

SUBJECT:

PRESENTATION AND DISCUSSION OF BORSE PARK PICKLEBALL SOUND/NOISE STUDY

STAFF REPORT

TO: Mayor Trilla and Board of Trustees
FROM: Rick Valent, Public Works Director
THROUGH: Sean Halloran, Village Administrator

PURPOSE AND ACTION REQUESTED

Staff is providing the Village Board with the results of the post construction noise monitoring conducted at the Borse Park pickleball courts and is seeking Board direction to proceed with the recommended noise mitigation improvements.

BACKGROUND/SUMMARY

As part of the Borse Park improvements, the Village constructed six pickleball courts adjacent to a residential neighborhood. Prior to construction, the Village retained Acoustic Associates, Ltd. to prepare a predictive noise analysis evaluating anticipated sound levels generated by pickleball play.

The 2023 acoustical study concluded that pickleball courts at Borse Park would have minimal noise impact on surrounding properties, with projected sound levels exceeding ambient noise by only 2 to 3 dB during normal operating hours, a difference considered slight to imperceptible. The study noted that noise mitigation was likely unnecessary to prevent noise complaints, though it identified that modeled sound levels could exceed the Village's 55 dBA code threshold beyond the property line to the west under full court conditions.

Because the study's projections were based on modeling rather than actual field conditions, the Village determined that the most prudent course was to complete construction first and conduct post construction noise monitoring to measure real world sound levels during pickleball play. This approach allows the Village to make an informed, evidence-based decision on whether noise walls are warranted, rather than incurring the cost of mitigation that the study itself suggested may not be needed.

Following completion of the project and receipt of resident concerns regarding noise, the Village requested that its engineering consultant conduct field noise monitoring to verify how actual conditions compared to the original predictive analysis. The monitoring was completed by GZA GeoEnvironmental, Inc. (GZA) on behalf of Christopher B. Burke Engineering, Ltd. (CBBEL) on May 29, 2026.

Monitoring was conducted at three locations along the modeled sound contour from the original study while a single pickleball court was in use. The measured noise levels generally exceeded both the sound levels predicted in the original analysis and the Village Ordinance limits for frequencies at 1 kHz and above, as well as the overall

RETURN TO



AGENDA



weighted limit of 55 dB(A), at locations where compliance was anticipated. Sound levels from pickleball activity were significantly above background levels, confirming that the exceedances are attributable to pickleball play rather than ambient conditions. GZA further noted that noise levels would be expected to increase when multiple courts are in use, as each doubling of a noise source corresponds to an approximate 3 dB increase.

As part of this follow up evaluation, GZA identified acoustical barrier materials that may be appropriate for noise mitigation, including reinforced loaded vinyl barriers such as the Sound Seal B-10R Reinforced Flexible Noise Barrier or an approved equivalent, which provides a transmission loss of 26 dB or greater in the primary frequency range of concern (1 kHz to 4 kHz). GZA deferred to the original acoustical consultant regarding the specific height, placement, and design of any barrier system, as those parameters were established in the original study.

As part of the follow up evaluation, GZA identified acoustical barrier materials appropriate for this application, including reinforced loaded vinyl barriers such as the Sound Seal B-10R Reinforced Flexible Noise Barrier or an approved equivalent, which provides a transmission loss of 26 dB or greater in the primary frequency range of concern (1 kHz to 4 kHz), well in excess of the minimum performance established in the original study.

Taken together, the two studies provide the Village with both a confirmed need and a defined solution. Staff will work with CBBEL and the acoustical consultants to finalize the barrier design consistent with these parameters, confirm anticipated effectiveness, and obtain pricing so that the improvements can be implemented as expeditiously as possible. If the total costs are above the Village Administrator's authority, staff will come to the Board for further approval.

FINANCIAL IMPACT

There is no immediate financial impact associated with accepting the monitoring report and directing staff to proceed with design and pricing. As mentioned previously, if the costs are over the Village Administrator's spending authority, the Village Board will see another presentation with a request to approve the costs.

RECOMMENDED ACTION:

Staff recommends that the Village Board accept the GZA noise monitoring report and direct staff to proceed with the final design, specification, and pricing of a noise barrier along the north and west sides of the pickleball courts, consistent with the parameters established in the 2023 acoustical study and the barrier materials identified by GZA.

A G E N D A

COMMITTEE OF THE WHOLE MEETING OF THE MAYOR AND BOARD OF TRUSTEES OF THE VILLAGE OF WILLOWBROOK TO BE HELD ON MONDAY, JULY 27, 2026 AT 5:30 P.M. AT THE COMMUNITY RESOURCE CENTER (CRC), 825 MIDWAY DRIVE, WILLOWBROOK, IL, DUPAGE COUNTY, ILLINOIS

1. CALL TO ORDER
2. ROLL CALL
3. PLEDGE OF ALLEGIANCE
4. VISITORS' BUSINESS - Public Comment is Limited to Three Minutes Per Person
5. OMNIBUS VOTE AGENDA
 - a. WAIVE READING OF THE MINUTES (APPROVE)
 - b. MINUTES - BOARD OF TRUSTEES COMMITTEE OF THE WHOLE MEETING, JUNE 22, 2026 (APPROVE)
6. ITEMS FOR DISCUSSION:
 - a. PRESENTATION AND DISCUSSION OF BORSE PARK PICKLEBALL SOUND/NOISE STUDY
 - b. DISCUSSION FOR AN ORDINANCE AMENDING THE VILLAGE CODE OF THE VILLAGE OF WILLOWBROOK TITLE 8 CHAPTER 8 SECTION 8-8-1 - STOPPING, STANDING OR PARKING PROHIBITED IN SPECIFIED PLACES
 - c. POLICE DEPARTMENT QUARTERLY CRIME UPDATE - Q2 2026
 - d. PRESENTATION AND DISCUSSION OF A PROPOSED PARK ASSET COMMERCIAL SPONSORSHIP POLICY
7. ADJOURNMENT

Electronic Filing: Received, Clerk's Office 08/17/2026

From: twothirty@comcast.net
To: [Brown, Don](#)
Subject: [External] PCB 2026-061
Date: Monday, August 17, 2026 11:33:44 AM
Attachments: [Monday August 17 pdfs sound study plus.pdf](#)
[EXHIBIT A GZA Geoenvironmental Sound Study May 29, 2026.pdf](#)

Honorable Clerk Don Brown
IPCB

don.brown@illinois.gov

Monday, 8/17/2026

Please excuse the rush. Today we uploaded a very important Sound Study that the Respondent commissioned and presented publicly July 27, 2026. We have been asking for a Certified as True copy of their own sound study to present in Case PCB 2026-061...but the FOIA has delayed, sending us to public website link, then no response...as Village now has changed FOIA Officer (this is all in attached document). None the less...we responded to Motion to Dismiss, but cannot wait to at least put in 1 of several sound studies done.

We can provide cleaner copies, as non-lawyers, pro se...we surely respect and thank you all for helping us as we file these very important parts of the Case. We really thought after Second Amended Formal Complaint that it would appear that waiting for sound studies would be wise. Now, we want to start to submit data that may have Board recognize that Village has commissioned two sound studies and BOTH indicate need for residents living next to park (pdf EXHIBIT A). So, forgive us, we did not know we were able to do so.

Thank you again,

Catherine Johnson, DDS

Eric Johnson, DDS

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