



Village of Winnetka

Zoning Board of Appeals Regular Meeting

March 9, 2026 at 7:00 PM
Village Hall Council Chambers
510 Green Bay Road

AGENDA

1. **Call to Order & Roll Call**
2. **Approval of Minutes**
 - a. February 9, 2026, Regular Meeting Minutes
3. **Community Development Report**
4. **Continued Cases**
 - a. **Case No. 25-28-SU: 225 Sheridan Road - Centennial Beach:** An application seeking approval of a Special Use Permit to allow installation of fencing on the existing beach. The Village Council has final jurisdiction on this request. *This item was continued from the February 9, 2026, Zoning Board of Appeals meeting.*
5. **New Cases**
 - a. **Case No. 25-29-SD: 829 Foxdale Avenue and 833 Foxdale Avenue:** An application seeking approval of a Final Plat of Consolidation to consolidate the two existing lots into a single lot of record, which requires variations to allow the existing residence at 833 Foxdale Avenue to: (a) observe less than the minimum required side yard setback from the northerly property line, which is due to an increase in the minimum required side yard setback as a result of the proposed increase in total lot area and increase in average lot width; and (b) not provide the required building line articulation along the north side building walls. The Village Council has final jurisdiction on this request. *Due to the Zoning Board of Appeals' scheduled consideration of Case No. 25-28-SU, 225 Sheridan Road, Centennial Beach, this item will be continued to a special Zoning Board of Appeals meeting on March 16, 2026.*
 - b. **Case No. 25-24-SU: Winnetka Congregational Church - 725 Pine Street:** An application seeking approval of a Special Use Permit to allow a childcare center to operate in the existing church. The Village Council has final jurisdiction on this request. *Due to the Zoning Board of Appeals' scheduled consideration of Case No. 25-28-SU, 225 Sheridan Road, Centennial Beach, this item will be continued to a special Zoning Board of Appeals meeting on March 16, 2026.*
6. **New Business**
 - a. March 16, 2026, Special Meeting - Quorum Check
 - b. April 13, 2026, Regular Meeting - Quorum Check
7. **Public Comments**

8. Adjournment

NOTICE

Public comment is permitted on all agenda items at the meeting. If you wish to provide testimony or comments prior to the meeting, you may provide them one of two ways: (1) by sending an email to planning@winnetka.org; or by sending a letter to Community Development, Village of Winnetka, 510 Green Bay Road, Winnetka, IL 60093. All agenda materials are available at www.villageofwinnetka.org/agendacenter.

The Village of Winnetka, in compliance with the Americans with Disabilities Act, requests that persons with disabilities, who require certain accommodations to allow them to observe and/or participate in this meeting or have questions about the accessibility of the meeting or facilities contact the Village ADA Coordinator at 510 Green Bay Road, Winnetka, Illinois 60093, (Telephone (847) 716-3543; T.D.D. (847) 501-6041).

**WINNETKA ZONING BOARD OF APPEALS MEETING MINUTES
FEBRUARY 9, 2026**

Zoning Board Members Present: Matt Bradley, Chairman
Mark Haller
Lynn Hanley
Kathryn Leister
Mike Nielsen
Michael Ritter
Todd Vender

Zoning Board Members Absent: None

Village Staff: Ann Klaassen, Assistant Director of Community
Development
Christopher Marx, Associate Planner

Village Attorney: Peter Friedman

Call to Order & Roll Call:

Chairman Bradley called the meeting to order at 7:00 p.m. Roll call was taken of the Board Members present.

Public Comment:

No comments were made at this time.

Approval of Meeting Minutes.

Chairman Bradley asked for a motion to approve the January 12, 2026, meeting minutes. A motion to approve the January 12, 2026, meeting minutes was made by Ms. Hanley and seconded by Mr. Nielsen. A vote was taken and the motion unanimously passed, 7 to 0:

AYES: Bradley, Haller, Hanley, Leister, Nielsen, Ritter, Vender

NAYS: None

Community Development Report.

Ms. Klaassen stated there is no Community Development Report.

Continued Cases:

a. **Case No. 25-16-SD: 936 Sunset Road:** An amended application seeking approval of a Final Plat of Subdivision to allow a two-lot subdivision of 936 Sunset Road, which requires a zoning variation to allow Proposed Lot 1 (936 Sunset Road) to provide less than the minimum required lot depth. The Village Council has final jurisdiction on this request. This item was continued from the October 13, 2025, and December 8, 2025, Zoning Board of Appeals meetings.

Ms. Klaassen provided a detailed summary of the ZBA's previous consideration of the request. She stated in addition to the zoning variation for lot depth the amended subdivision request also requires two subdivision code variations to allow the side lot line of proposed lot 2 to abut the rear lot line of proposed lot 1 and the creation of a lot with a side lot line that is not perpendicular to the street line for the proposed lot 2. Ms. Klaassen stated the Plan Commission would consider the request at its February 25, 2026, meeting. She noted while the subdivision code variations are not within the Board's purview, they are

1 being provided to the ZBA to ensure they have information with regard to all of the relief being requested.
2 Ms. Klaassen stated following the applicant's presentation, public comment and ZBA discussion, a ZBA
3 Member may make a motion to continue the request to a date certain or consider a motion
4 recommending approval or denial of the request. She noted no additional public correspondence was
5 received and asked if there were any questions.

6
7 Chairman Bradley also asked if there were any questions. No questions were raised at this time. He then
8 asked for the applicant's presentation and swore in those speaking to this matter.

9
10 Christopher Canning, 1000 Skokie Blvd., Wilmette, introduced himself along with the property owners,
11 Bob and Susan Marren, and Dan Creaney, the project engineer. He summarized the consideration of their
12 previous proposal and stated they have amended the application to include option 1 for the two lot
13 subdivision where the proposed lot 2 met the minimum lot area and rectangular area requirements with
14 no variation necessary and with a lot depth variation for lot 1. Mr. Canning stated the amended plan will
15 be presented to the Plan Commission and referred to the updated standards included in the packet. He
16 then asked if there were any questions.

17
18 Chairman Bradley also asked if there were any questions. No questions were raised at this time. He then
19 asked for public comment. No comments were made at this time. Chairman Bradley called the matter in
20 for discussion.

21
22 Chairman Bradley described the request as straightforward and asked for the Board's comments. Mr.
23 Haller stated the applicant took the Board's comments into consideration and described the request as a
24 reasonable compromise which reduced the number of required variations. He stated he would vote in
25 favor. Mr. Nielsen agreed the applicant came back with what the Board considered was the best idea and
26 stated he would vote in favor. Ms. Hanley agreed with the comments made and stated the variation
27 necessary to make the subdivision work is more in line with the standards and would be less likely to alter
28 surrounding properties.

29
30 Chairman Bradley referred to finding 2(a) for the proposed lot 1 relating to the playhouse. Ms. Leister and
31 Mr. Ritter both agreed with the comments made and stated they are in favor. Chairman Bradley stated
32 the Board appreciated the revised proposal and referred to the neighbors' concerns and the fully
33 compliant lot 2 which would have allowed for a new home to be built. He stated the request met the
34 standards and the condition of the playhouse structure removal would resolve the minimum required
35 corner setback requirement.

36
37 Chairman Bradley then asked for a motion to recommend approval as included on page 17. A motion as
38 stated by Chairman Bradley was made by Ms. Hanley and seconded by Mr. Haller. A vote was taken and
39 the motion unanimously passed, 7 to 0:

40 AYES: Bradley, Haller, Hanley, Leister, Nielsen, Ritter, Vender

41 NAYS: None

42
43 ***b. Case No. 26-01-V2: 671 Lincoln Avenue: An application seeking approval of a zoning variation***
44 ***to allow construction of a circular driveway in the front yard of 671 Lincoln Avenue. The requested***
45 ***variation would permit the proposed improvement to exceed the maximum permitted front yard lot***
46 ***coverage. The Village Council has final jurisdiction on this request. The Applicant has withdrawn this***
47 ***application. The Zoning Board of Appeals will not be taking action on this application.***

48 The application was withdrawn and no action was taken on this item.

1 **New Cases:**

2 **a. Case No. 25-28-SU: 225 Sheridan Road - Centennial Beach: An application seeking approval of a**
3 **Special Use Permit to allow installation of fencing on the existing beach. The Village Council has final**
4 **jurisdiction on this request.**

5 Chairman Bradley opened the public hearing for this matter and noted the Park Board held a special
6 meeting on February 5, 2026, and the Park District authorized a revised proposed plan which has not yet
7 been submitted to the Village or the Village staff. He suggested continuing the matter to the March 9,
8 2026, meeting to allow the applicant to make a substantive presentation on the revised plan and provide
9 the Board and Village staff time to review those materials.

10
11 Chairman Bradley asked for a motion to continue the matter to the March 9, 2026, meeting. A motion as
12 stated by Chairman Bradley was made by Ms. Hanley.

13
14 Hal Francke of Meltzer, Purtil & Stelle stated the Park District supported continuing the matter to March
15 9, 2026. He described the matter as unusual and stated the request is being presented due to the opening
16 of Elder Beach and to secure the dog beach and for it to be in compliance with various ordinances and
17 Cook County regulations. Mr. Francke stated the matter has to be presented to all three bodies and has
18 to be approved by various municipalities and government organizations. He referred to the number of
19 concerns the Plan Commission raised and the suggestion for the applicant to come back with a revised
20 plan with a special meeting held by the Park District Board and alternative plans devised. Mr. Francke
21 stated they would still like to proceed before the Board this evening on the plan, which was considered
22 by the Plan Commission, to go over the fundamental issues related to the fencing and introduce them to
23 the alternate plan to obtain the Board's input to take back to the next Park Board meeting on February
24 26, 2026.

25
26 Chairman Bradley stated while he appreciated the expediency, he referred the amount of material to be
27 reviewed and the applicant would have the opportunity at the March meeting to present the alternative
28 plan. He stated the Board has never reviewed materials that had not yet been presented to or viewed by
29 the Village staff or the public. Chairman Bradley then stated special meetings can be held to move the
30 matter forward if necessary.

31
32 Chairman Bradley asked the Board Members if they would like to continue the matter or allow the
33 applicant to present the revised plan. All of the ZBA Members agreed with the suggestion to continue the
34 matter to allow more time to review the actual plan to the March 9, 2026, meeting. Mr. Haller then
35 seconded the motion. The Board Members then discussed their availability for the March 9, 2026,
36 meeting. A vote was taken and the motion unanimously passed, 7 to 0:

37 AYES: Bradley, Haller, Hanley, Leister, Nielsen, Ritter, Vender

38 NAYS: None

39
40 Peter Friedman informed the public that since the matter was continued, they are not allowed to take
41 testimony or public comment since it would not be part of the public hearing record.

42
43 **b. Case No. 26-04-V2: 1086 Fisher Crescent Lane: An application seeking approval of a zoning**
44 **variation to allow construction of a new single-family residence at 1086 Fisher Crescent Lane. The**
45 **requested variation would permit the proposed residence to provide less than the minimum required**
46 **corner yard setback from Fisher Crescent Lane. The Village Council has final jurisdiction on this request.**

47 Mr. Marx summarized the requested variation and identified the property's location, size and zoning
48 classification as well as the zoning lot's conditions and easements in detail. He stated the demolition

1 application was approved by the Historic Preservation Commission without delay and referred to site
2 photos, the plat of survey excerpt with the approximate buildable area and proposed site plan for the
3 home. Mr. Marx also referred to proposed building elevations as well as the zoning standards the Board
4 is to consider. He stated two written comments were received from neighbors. Mr. Marx then stated
5 following the applicant's presentation, public comment and Board discussion, the Board may decide to
6 either continue the matter to a date certain to allow time to address questions or comments or make a
7 motion to recommend approval or denial of the requested variation with draft language included on page
8 no. 375. He asked if there were any questions.
9

10 Chairman Bradley referred to an illustration and questioned the minimum front yard, minimum side yard
11 and minimum corner yard setbacks. Mr. Marx responded the setbacks would be the same for the existing
12 and proposed home with the exception being for front yard setback when the block average setback is
13 taken into account. Mr. Marx and Ms. Klaassen provided additional detailed information with regard to
14 the setbacks of the existing residence. Mr. Haller referred to the Crescent easement. Mr. Marx clarified
15 the easement areas for the Board. No additional questions were raised at this time.
16

17 Chairman Bradley swore in those speaking to this matter. Eamon Murphy, the architect for the project,
18 described the challenges with the property and the applicant's ownership and history of the building and
19 site. He stated besides the property being 70% legally nonconforming, it was built in numerous stages and
20 the home is noncompliant in several areas. Mr. Murphy stated they would like to create a home which
21 would fit their family. He noted the buildable lot area is 25% and referred to the buildable square footage
22 area. Mr. Murphy described how the new home's design would require the minimum number of
23 variations. He then referred to two large trees in the southwest corner of the site which limited the
24 buildable area which he described in detail.
25

26 Mr. Murphy stated they understand the difficulties in requesting variations for new construction and
27 described the 25% buildable area limitation as a hardship and they would try to appropriately scale a new
28 home to be appropriate for the neighborhood. He noted they are not requesting relief for RLC, FAR or
29 impermeable lot coverage and they are dealing with extremely restrictive setbacks. Mr. Murphy identified
30 the proposed setback for the new L-shaped home which would create a courtyard and provide visual
31 interest opportunities along the road.
32

33 Chairman Bradley asked what alternatives were explored with regard to the trees and how close the trees
34 are to the house. Mr. Murphy responded it is 17 feet clear to the tightest portion of the home. He stated
35 they never tried to re-site the home in its current position and referred to development on the easement
36 which never took place. Mr. Murphy also described difficulties with regard to the existing home's
37 condition which limited options for the new home's siting. He stated they never planned to fit as much
38 possible square footage into the buildable area as they can. No additional questions were raised at this
39 time.
40

41 Chairman Bradley asked for public comment. No comments were made at this time. He then called the
42 matter in for discussion.
43

44 Ms. Hanley stated she would recommend approval and described the request as small in terms of the
45 encroachment. She stated the aesthetic would not alter the character of the street and the hardship
46 related to the lot's shape due to the private easements which resulted in a small buildable area. Mr. Leister
47 agreed the lot is difficult and commented the variation requested is reasonable. She stated she would also
48 recommend approval. Mr. Ritter agreed with the comments made and referred to the amount of time the

1 applicant spent to minimize the encroachment. Mr. Vender stated he was initially concerned with regard
2 to precedent and referred to the context of the lot's limitations and the applicant deciding not to maximize
3 the buildable lot area. Mr. Nielsen stated a smaller home would still result in reasonable return and
4 referred to the unique lot and geometry. He stated with all things considered; the applicant is not trying
5 to maximize every inch. He stated reducing the screen porch size would make it more conforming and he
6 is undecided at this time. Mr. Haller stated he would lean toward recommending approval and agreed
7 with the comments made. He stated he respected the attempt to keep the large trees which would result
8 in retaining some elements which are part of the neighborhood character. Mr. Haller also stated there is
9 an easement for an established roadway and the observed setback from the road is greater. He concluded
10 he would be in favor of the request. Chairman Bradley commented he did not feel good asking for
11 variations for new construction. He referred to the reasonable return standard and agreed while the
12 property is unusual, easements or irregular or existing nonconforming lots are not uncommon. Chairman
13 Bradley stated while the amount is de minimus, he questioned whether any amount is justified in
14 connection with the first standard and the applicant knew of the lot's limitations at the time the property
15 was acquired. He then stated the new home can be modified and that the first standard has not been
16 met.

17
18 Chairman Bradley asked for a motion to recommend approval as indicated on page 9. A motion as stated
19 by Chairman Bradley was made by Ms. Hanley and seconded by Mr. Ritter. A vote was taken and the
20 motion passed, 5 to 2:

21 AYES: Haller, Hanley, Leister, Ritter, Vender

22 NAYS: Bradley, Nielsen

23
24 **New Business:**

25 a. March 9, 2026, Meeting - Quorum Check

26 The Board Members previously discussed their availability.

27
28 **Public Comment:**

29 No comments were made at this time.

30
31 **Adjournment:**

32 Chairman Bradley asked for a motion to adjourn. A motion to adjourn was made by Ms. Hanley and
33 seconded by Mr. Nielsen. A vote was taken and the motion unanimously passed, 7 to 0:

34 AYES: Bradley, Haller, Hanley, Leister, Nielsen, Ritter, Vender

35 NAYS: None

36 The meeting adjourned at 8:20 p.m.

37
38 Respectfully submitted,

39 Antionette Johnson

40 Recording Secretary



MEMORANDUM VILLAGE OF WINNETKA

COMMUNITY DEVELOPMENT DEPARTMENT

TO: ZONING BOARD OF APPEALS
FROM: SCOTT MANGUM, DIRECTOR
ANN KLAASSEN, ASSISTANT DIRECTOR
DATE: MARCH 4, 2026
SUBJECT: CENTENNIAL BEACH FENCE - 225 SHERIDAN ROAD
SPECIAL USE PERMIT (AMENDED CASE NO. 25-28-SU)

INTRODUCTION

On March 9, 2026, the Zoning Board of Appeals (“ZBA”) is scheduled to hold a continued public hearing on an amended application submitted by the Winnetka Park District (the “Applicant”), as the owner of the property located at 225 Sheridan Road (the “Subject Property”). The Applicant is proposing installation of fencing on the existing beach located on the Subject Property and requests approval of the following relief:

1. Approval of a **Special Use Permit** to allow installation of fencing on the existing beach on the Subject Property, which is located in the R-2 Single-Family Residential Zoning District and the Lakefront Preservation Overlay District.

A mail notice was sent to property owners within 250 feet of the Subject Property for the commencement of the public hearing on February 9, 2026, in compliance with the Zoning Ordinance. The hearing was also properly noticed in the *Winnetka Talk* on January 22, 2026, and a public notice sign was posted on the Subject Property indicating the time and date of the February 9 ZBA public hearing. As of the date of this memo, staff has received several written comments from the public regarding this application. Written comments that were not included in the February 9 ZBA agenda packet but distributed to the ZBA in time for that meeting, as well as written comments that have been received since the February 9 meeting are included in **Attachment C1**. The public correspondence included in the February 9 agenda packet was divided into two attachments and are available on the Village website:

1. Public Correspondence Previously Included in PC Agenda Packet:
<https://winnetkail.portal.civicclerk.com/event/1199/files/attachment/4624>
2. Public Correspondence Received Since Posting of January 28, 2026, PC Agenda Packet:
<https://winnetkail.portal.civicclerk.com/event/1199/files/attachment/4625>

PLAN COMMISSION REVIEW

On January 28, 2026, the Plan Commission (“PC”) considered the Applicant’s initial request for approval of a special use permit to allow installation of fencing on the existing beach. After a presentation by staff and a presentation by the Applicant, the PC heard from 16 members of the public. 15 of the speakers spoke in opposition to the proposed plan. The PC then discussed the request. Members expressed concerns regarding, among other things, safety of the fencing in the water and people having to walk

through an area designated for dogs to be off-leash in order to traverse the beach. Hence, the Commission found that the proposed use does not meet the standards for granting a special use permit. After all public comment and after hearing the comments of the PC, the Applicant immediately prior to the vote asked if it could present a plan that eliminated the fencing in the water and provided for a bypass for public access around the dog beach at a future PC meeting. The PC was not receptive to an amended plan being presented to them after all of the public comments related to the submitted plan. Therefore, by a vote of 7-0, the PC directed the Village Attorney to prepare a draft recommendation of denial with written findings and determinations based on the PC's discussion for consideration at the next Plan Commission meeting on February 25, 2026.

On, February 25, 2026, by a vote of 6-0, the PC approved the written findings and recommendation to deny the Special Use Permit.

FEBRUARY 9, 2026, ZBA MEETING

On February 9, 2026, the ZBA commenced a public hearing on the Applicant's special use permit for proposed fencing on the beach located on the Subject Property. However, since the Winnetka Park District Board authorized an amended plan at its February 5 meeting and the amended plan had not been submitted to the Village for review in advance of the February 9 ZBA meeting, by a vote of 7-0, the ZBA voted to continue the item to the March 9 ZBA meeting. Although the Applicant has amended its plan since the staff report for the February 9 meeting was prepared, it can be found in **Attachment B1** for the ZBA's reference and for details on the original plan that received a negative recommendation from the PC. A copy of the draft February 9 ZBA meeting minutes is included in the March 9 agenda packet for the ZBA's consideration.

The Village Council has final jurisdiction on this application, as the Council has sole authority to grant a Special Use Permit.

PROPERTY DESCRIPTION

The Subject Property, which is approximately 5.3 acres (230,911.56 square feet) in size, is located on the east side of Sheridan Road generally between Fuller Lane and Elder Lane and contains Centennial Beach and Park (see Figure 1). Under the Village Zoning Ordinance, the Subject Property has two front yards: (i) the street frontage along Sheridan Road to the west; and (ii) lake frontage along Lake Michigan to the east.

The Comprehensive Plan designates the Subject Property as appropriate for "Open Space" land uses, which includes public parks & recreation facilities, pocket parks/plazas, and Cook County Forest Preserve Land. The Comprehensive Plan also includes the following related goals:

Goal 1.7: The Village will continue to ensure that open space uses, such as Park District parks, beaches, and facilities, are compatible with the residential neighborhoods in which they are located.

Initiative 1.7.1: Study and consider establishing a specific zoning district for open space uses, or specific zoning standards for such uses within existing residential districts. This would allow more appropriate zoning standards for these uses.

Goal 6.1: The Village will continue to promote and encourage partnerships with other units of government and agencies to conserve, restore, and enhance natural features and ecosystems, to

ensure accessibility to natural areas, parks, and other open or public spaces, and to support recreational facilities and programs that support the health of residents of all ages and abilities.

Initiative 6.1.1. Continue to collaborate with the Park District, local school districts, Forest Preserves of Cook County, and others to create opportunities that enhance accessibility to the open spaces of Winnetka. (refer to initiative 8.3.5)

Initiative 6.1.2. Continue to collaborate with the Park District, School District, Library District, Community House of Winnetka, and other community institutions to offer programs that maintain active and thriving Village recreation programs, offering a variety of sports, exercise, arts and crafts, cultural, life skills, educational, social, and leisure programs for residents of all ages and abilities.

Goal 6.4: The Village will support health and wellness through innovative and diversified recreational, learning, and cultural opportunities in its public parks, plazas, trails, and open spaces.

Initiative 6.4.4. Support the efforts of the Park District and other community organizations to expand and/or modify Winnetka's recreational programming to fill gaps in services.

Goal 6.5: The Village will support policies that preserve and protect the unique natural resources of and the recreational opportunities provided by the Lake Michigan shoreline and bluffs.

Initiative 6.5.1. Continue to study and consider establishing development regulations addressing construction of shoreline stabilization projects and specific recreational projects in and adjacent to Lake Michigan and its shoreline that will not cause environmental damage to or interfere with the greater recreational opportunities provided by the Lake and adjacent areas. [Ordinance MC-05-2023 was adopted by the Village Council on March 21, 2023, which created a new chapter of Village Code – Chapter 15.78 Lakefront Construction.]

Initiative 6.5.2. Study and consider establishing development regulations that requires construction on and adjacent to the bluffs along the Lake Michigan shoreline that protects, restores, and manages the stability of the bluffs and natural shoreline and that are contextually sensitive to the natural features of the bluffs. [Ordinance MC-01-2024 was adopted by the Village Council on February 6, 2024, amending the Zoning Ordinance concerning establishing bluff regulations for development in the steep slope area along Lake Michigan.]

The Subject Property is zoned R-2 Single Family Residential and is in the Lakefront Preservation Overlay District, and it is bordered by R-2 Single Family Residential to the north and south, and R-4 Single Family Residential to the west (see Figure 2).

In addition to single-family residential uses, the R-2 District allows a limited range of additional uses by Special Use Permit. Allowed Special Uses in the R-2 District include (a) church or temple; (b) public school, elementary and high, or private school having a curriculum equivalent to a public elementary school, public high school or public institution of higher learning; and (c) library. In addition, the Zoning Ordinance allows park and recreational uses in any zoning district within the Village by special use permit approval.

The Applicant's current use of the Subject Property as a park and recreational facility is generally consistent with the Comprehensive Plan land use designation and the R-2 zoning district. The Applicant recently used the Subject Property as an off-leash dog area as well.



Figure 1 – GIS Aerial Map



Figure 2 – Zoning Map

PROPERTY HISTORY AND PREVIOUS ZONING APPLICATIONS

Based upon documents provided by the Applicant, it appears that the Applicant has owned the Subject Property since 1969. There are six (6) previous zoning cases on file for the Subject Property, five of which occurred prior to the Applicant acquiring the Subject Property:

1. In 1923, ZBA Case No. 43 was approved to allow an addition to a nonconforming use for the North Shore Health Resort;
2. In 1945, ZBA Case No. 702 was approved to allow the alteration of a nonconforming use and building for the North Shore Health Resort;
3. In 1949, ZBA Case No. 751 was not approved to allow a building addition to the North Shore Health Resort;
4. In 1951, ZBA Case No. 776 was not approved to allow enclosure of the front entrance of the North Shore Health Resort;
5. In 1964, ZBA Case No. 935 was approved to allow the extension of a nonconforming use (North Shore Health Resort) with the construction of an accessory building; and
6. In December 2024, Case No. 24-08-SU received a recommendation of approval from the ZBA for zoning variations and exceptions from the steep slope regulations, subject to approval by the Village Council of a special use permit, for which the ZBA recommended denial of, to allow improvements to the existing park and beach on the Subject Property. In May 2025, the Plan Commission (PC) recommended denial of the special use permit and steep slope exceptions. The application has been on hold at the Applicant's request, since the PC made its recommendation. The application still requires review by the Design Review Board before being considered by the Village Council. It is the Village's understanding that the Applicant is revising its previous plans and upon a revised submittal it is anticipated that the application will be considered first by the advisory bodies before it is considered by the Village Council.

Figures 3 and 4 on the following page are photos of the Subject Property taken in January. Figures 5 through 8 are photos taken in the summer of 2024.



Figure 3 – Subject Property – Looking North at Centennial Beach (January 2026)



Figure 4 – Subject Property – Looking South at Existing Steel Groin on Centennial Beach & Stone Groin at 205 Sheridan Road Property (January 2026)



Figure 5 – Subject Property – Looking North at Centennial Beach (Summer 2024)



Figure 6 – Subject Property – Looking South at Centennial Beach (Summer 2024)



Figure 7 – Subject Property – Looking North from Centennial Beach (Summer 2024)

LAKEFRONT CONSTRUCTION AND STEEP SLOPE ORDINANCES

Given the Subject Property is located along Lake Michigan it is subject to the lakefront construction ordinance, Chapter 15.78 of the Village Code, and the steep slope regulations, Chapter 17.82 of the Village Code. However, it is important to note that the proposed fence is not located within the steep slope zone; it is located lakeward of the toe of the bluff.

The requirements of both chapters are administratively reviewed and approved by staff (in this case after zoning approval). However, an applicant may appeal the decision of staff regarding the application of the lakefront construction ordinance to the Village Council or may request exceptions from the steep slope requirements.

The **lakefront construction regulations** govern construction along, adjacent to, and within Lake Michigan. A permit pursuant to the lakefront construction ordinance is required for any construction activity within Lake Michigan regulated areas that requires a permit from any of the following governmental agencies ("Permitting Agencies"): the United States Army Corp of Engineers, the Illinois Department of Natural Resources, the Metropolitan Water Reclamation District of Greater Chicago, or the Illinois Environmental Protection Agency (collectively, "Covered Construction"). Typical construction activity relates to beach preservation, which consists of steel or stone groins, revetments/bulkheads/seawalls, or other means of lakefront stabilization and preservation. The Village's formal review and approval of such a permit occurs after the applicable zoning approvals and the regulatory agencies review and approve their respective permits. The Village's review and approval is conducted administratively by the Village Director of Engineering in consultation with the applicant and the Village's coastal engineering consultant. This review is based upon a set of criteria identified in the regulations.



Figure 8 - Existing Sea Wall on Subject Property (Summer 2024)

The technical review and approval of proposed plans set forth in the lakefront construction regulations and the steep slope regulations occurs during the building permit process, which occurs after the zoning entitlement process (e.g. special use, variations, etc.). That said, during Village staff's review of a zoning entitlement application, Village staff and consultants will conduct a preliminary review of the project for code requirements to determine if the development should be able to, in general terms, comply with administrative code requirements. Detailed construction plans are not required at this time, but the applicant is required to provide sufficient information so staff can determine whether the proposed site layout can be achieved and still comply with other Village regulations as noted above. If after the Village Council approves a special use permit and during the building permit process an applicant changes the design of the project to such an extent that it would be considered a major change, the applicant would be required to go through the full special use permit process again before staff issues a building permit.

Regarding the Centennial Beach zoning relief application, the Applicant has submitted plans for the proposed fence that have been reviewed by the Village Director of Engineering and Village's coastal engineer. The Engineering Department has provided comments to the Applicant. The Village Director of Engineering has determined that the responses provided by the Applicant address the review comments. The Applicant is aware that all of the approved permits from the Permitting Agencies will need to be provided, and a special use permit granted before the Engineering Department can issue final approval.

Each advisory board and commission will review the application based upon the applicable standards for that advisory body. Their review is based upon these broad standards and not based upon a review of the *technical* code requirements for such items as the Village's stormwater requirements, building code requirements, lakefront construction approval criteria, or steep slope regulation development standards. Those technical items are reviewed in detail administratively by qualified engineering staff during the building permit process.

PUBLIC TRUST DOCTRINE

Given the proposed improvements are located along the lakefront, it is important to review the nature and extent of the “public trust doctrine”. Generally, the “public trust doctrine” is a concept based upon an 1892 United States Supreme Court decision that held that lands under the navigable waters of Lake Michigan are held by the state in trust for the people of the state. This doctrine has since been codified by Illinois statute. Illinois courts have held that the boundary between private land and land owned by the state in public trust is “the line where the water usually [stands] when unaffected by storms or other disturbing causes.” This line is variously referred to as the “water’s edge,” “still water shoreline,” “calm waterline,” “unaffected waterline,” or the “normal waterline.” Accordingly, in Illinois the boundary between private land and public land is the point at which the water normally stands (the “Normal Waterline”).

A rule of thumb that generally applies in Illinois and other jurisdictions that rely on the Normal Waterline for the public-private property demarcation is that if your feet are wet, you are on public property, and if your feet are dry then you are on private property. Based on these principles, the demarcation line in Illinois between public and private land is the same demarcation line that identifies where land held in trust begins and ends – both lines are the Normal Waterline.

The Illinois Supreme Court has held that the public trust doctrine for Lake Michigan extends “to recreational uses, including bathing, swimming and other shore activities.”

The Normal Waterline may change over time as a result of various processes, including accretion, reliction, and erosion. Gradual changes to the Normal Waterline over time resulting in either increases or decreases in the amount of dry land are an “inherent and essential attribute of the original property,” and the property line changes with the Normal Waterline. However, if the addition or loss of property is sudden (i.e., caused by a violent storm), then the property line does not change. The test of what change is gradual, as opposed to sudden, is “that though the witnesses may see from time to time that progress has been made, they could not perceive it while the process was going on”. Although a riparian owner may protect his property from erosion, he has no right to affect an increase of his own land, the result of which is a corresponding loss of land owned by the state in trust for the public.

Under these principles, the owner of real estate fronting on Lake Michigan generally owns the property to the Normal Waterline, and the land east of the Normal Waterline is owned by the state in trust for the public.

AMENDED PROPOSED PLAN

In response to the comments the Applicant heard at the January 28 PC meeting, it has submitted the amended plan and narrative included in **Attachment A1**. The original plan consisted of two rows of 4-foot high chain-link fencing extending perpendicular from the existing sea wall at the toe of the bluff into the lake, set back 20 feet from both the north and south boundaries of Centennial Beach (Figure 9). This plan required those walking along the beach from the north end to the south end of the Subject Property, or vice versa, to walk through the dog beach. Details regarding the original plan can be found in **Attachment B1**.

The purpose of the fencing is to provide an enclosure to allow dogs off-leash on the beach year-round. The existing beach has been utilized as a dog beach since 1995, according to the Applicant. Currently, patrons are required to have a key fob to access the existing beach from the top of the bluff above and dogs are required to be leashed. In the proposed plan, the existing gate at the top of the bluff would remain but access would be controlled with a programmed timed locking system that would operate from

6:00am to 10:00pm, this allows for public access to the beach. While entry into the fenced off-leash dog beach area would be restricted with the key fob system currently in place at the top of the bluff. There would be a double-entry gate system to allow for unleashing and leashing of dogs. There would also be a 10-foot wide maintenance access gate that would remain locked and used by Park District staff. The Fire Department has requested access to the maintenance gate for emergency responses and the Applicant has agreed to coordinate with the Fire Department to provide access.

The proposed fencing would be attached to the existing steel groins and enclose approximately 265 feet of the beach frontage for dogs to be off-leash (Figure 10). This represents a reduction of approximately 50% from the original plan presented to the PC in terms of the linear frontage of the dog beach area. Another major difference in the amended plan is the addition of a west fence that would be located 12 feet east (lakeward) of the existing sea wall to allow the public to traverse the beach without entering the off-leash dog area. This fence would be 4 feet in height above grade (sand level).

Use of Remaining Beach Area. Included in Attachment A1, is a narrative provided by the Applicant explaining the use of the remainder of Centennial Beach given the amended plan now limits the dog beach area to roughly half of Centennial Beach. The remaining portion of the beach consists of approximately 260 feet of lake frontage and would be used as a passive beach without swimming. The Applicant indicates in the attached narrative that staffing for the passive beach would generally be late May through early September and that access to the beach would require a beach pass. The beach will remain accessible from 6:00am until 10:00pm outside the typical beach season, but it will not be staffed.

Parking on site currently consists of 11 parking spaces, one of which is an accessible space. Use of the parking is currently restricted to dog beach pass holders and Winnetka residents. The Applicant intends for this parking policy to remain. However, in the attached narrative the Applicant outlines further restrictions that could be put in place if necessary, which include but are not limited to, instituting a 2-hour time limit and restricting access to dog pass holders only.

North Fence. The north portion of the fence would be 46'-6" feet in length with approximately 20 feet of the fence extending from the ordinary high water mark (OHWM) (581.5) lakeward (Figure 11). The 4-wide access gate would be located where the west and north fence meet. Patrons would enter through this gate into an unleashing and leashing area measuring 10 feet by 10 feet. The extent to which the proposed fence would extend beyond the OHWM is reduced by approximately 20 feet in the amended plan.

South Fence. The south fence would be 49'-3" in length, and also extend approximately 20 feet from the OHWM towards the lake (Figure 12). There would not be an access gate in this portion of the fencing. At the west end, the fence would be set back 5 feet from the south property line. Due to the angle of the existing steel groin, upon which the proposed fencing would be installed, in relation to the south property line, the distance between the proposed fence and the south property line would narrow from 5 feet at the west end until it meets the south property line and ends. Given the proximity of the proposed fence to the south property line, it is important to note the distance between the property line and the stairs that go over the 205 Sheridan Road stone groin is approximately 10 feet and at this location the fence would be north of the property line by at least 1'-11".

In response to staff review comments, including the Village's coastal engineering consultant, the two lakeward sections of fencing (the east 20 feet) would be modular, so that these sections could be removed during late fall and winter and reinstalled in the spring.

The proposed site plan and up-close excerpts of both the north and south fences, as well as elevations of the proposed fencing are provided on the following pages. The complete set of amended plans are

included in Attachment A1.

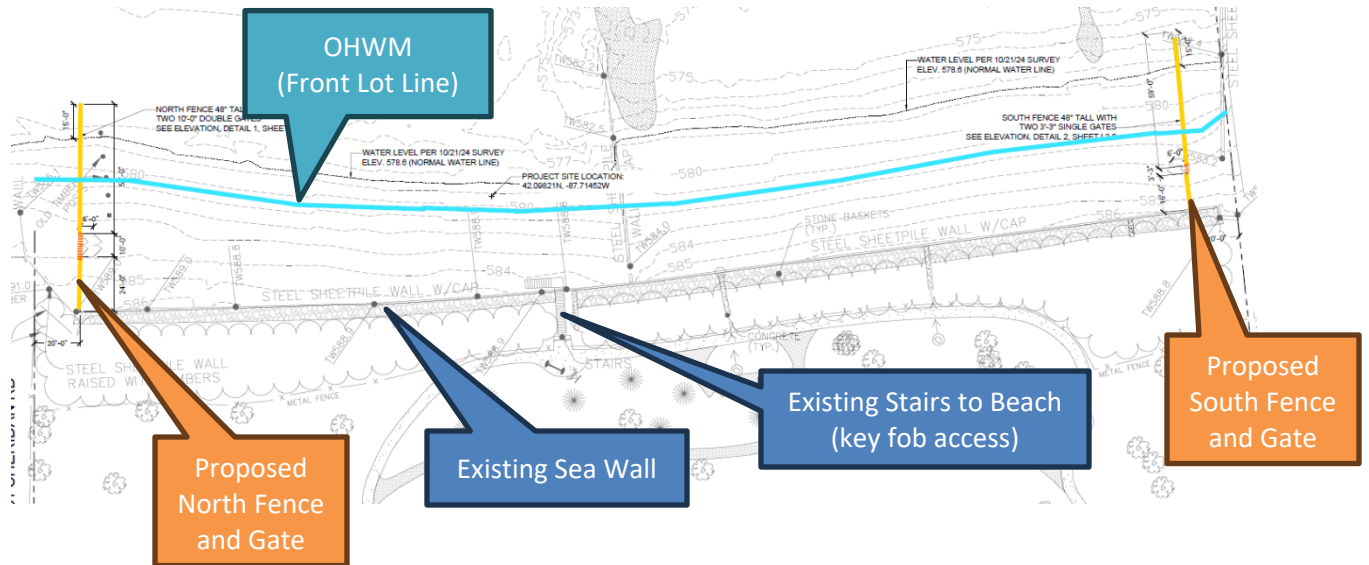


Figure 9 –Original Site Fencing Plan (January Plan Commission Meeting)

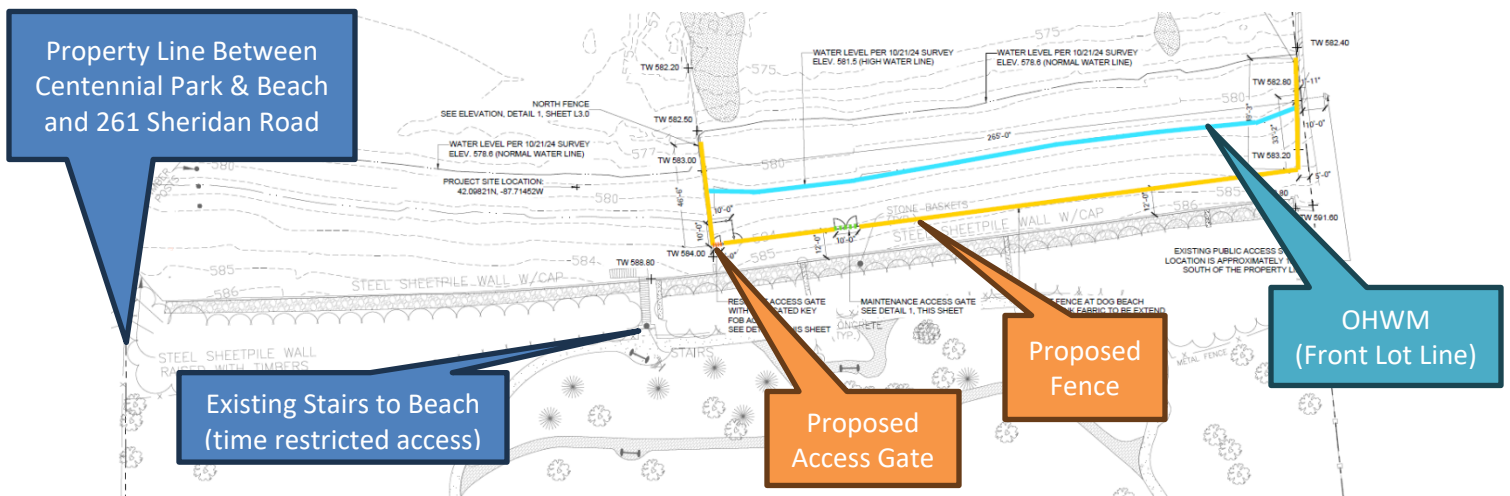


Figure 10 – Amended Site Fencing Plan (Excerpt of Sheet L2.0)

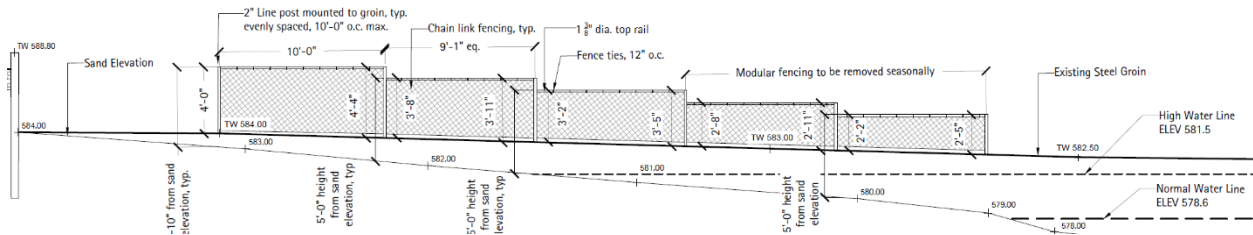


Figure 13 – Elevation of North Fence

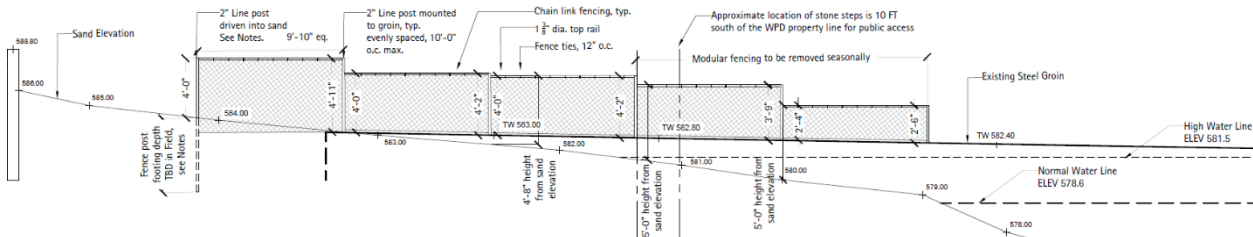


Figure 14 – Elevation of South Fence

Fence and wall height within required setbacks. With the adoption of the steep slope regulations, the Village also amended the Zoning Ordinance to redefine the front line along the lake as well as the front yard setback along the lake. The front lot line is now the ordinary high water mark (OHWM) and is defined as the line on the shore of Lake Michigan consistent with the U.S. Army Corps of Engineers’ administrative benchmark, which is currently set at 581.5’. The front yard setback along the lake is now defined as the toe of the bluff or 50 feet from the OHWM, whichever results in the line farthest from the OHWM.

The Zoning Ordinance allows fences, walls, or a combination of a fence and wall within a required yard that is no taller than 6.5 feet from natural grade. While the proposed fence would be located within the required front yard and it would be installed on top of the existing steel groins, at a maximum aggregate height of 5.92 feet at the east end of the proposed fence, it complies with the maximum permitted height. Therefore, the **proposed fence complies with the zoning regulations.**

CONSIDERATION BY OTHER ADVISORY BOARDS/COMMISSIONS

As explained earlier in this report, the Plan Commission has completed its review of the Applicant’s request for approval of a special use permit and made its recommendation to the Village Council.

The Design Review Board is scheduled to consider a Certificate of Appropriateness for the proposed fencing on March 26, 2026.

FINDINGS & RECOMMENDATION

The ZBA is charged with evaluating Special Uses for consistency with the six standards for granting special use permits. In the attached application materials submitted by the Applicant, the Applicant has provided a statement of justification regarding how the requested Special Use Permit meets the standards for granting the requested Special Use Permit.

After hearing from the Applicant and the public, the ZBA will have the following options:

- 1) Continue the public hearing to a specific date to provide the Applicant and/or staff with additional time to address questions and comments from the ZBA.

2) Consider a motion recommending approval or denial of the Special Use. If the ZBA is prepared to make a recommendation to the Village Council regarding the requested relief, a ZBA member should make a motion recommending approval or recommending denial based upon the following standards and direct staff and the Village Attorney to prepare written findings and determinations for the ZBA's consideration and final vote at a subsequent meeting:

1. The proposed improvement **is consistent [is not consistent]** with the Standards for the granting of Special Use Permits, as follows:
 - a. That the establishment, maintenance and operation of the special use and associated exceptions will not be detrimental to or endanger the public health, safety, comfort, morals or general welfare;
 - b. That the special use and the associated exceptions will not be substantially injurious to the use and enjoyment of other property in the immediate vicinity which are permitted by right in the district or districts of concern, nor substantially diminish or impair property values in the immediate vicinity;
 - c. That the establishment of the special use and associated exceptions will not impede the normal and orderly development or improvement of other property in the immediate vicinity for uses permitted by right in the district or districts of concern;
 - d. That adequate measures have been or will be taken to provide ingress and egress in a manner which minimizes pedestrian and vehicular traffic congestion in the public ways;
 - e. That adequate parking, utilities, access roads, drainage and other facilities necessary to the operation of the special use exist or are to be provided; and
 - f. That the special use and associated exceptions in all other respects conforms to the applicable regulations of this and other Village ordinances and codes.

As noted above, any motion on a decision by the ZBA should direct the Village Attorney to prepare written findings and determinations for the ZBA to consider and vote on at a subsequent meeting.

ATTACHMENTS

Attachment A1: Applicant's Amended Request and Plans

Attachment B1: February 9, 2026, ZBA Meeting Staff Report

Attachment C1: Public Correspondence Received Since Posting of February ZBA Agenda Packet

ATTACHMENT A1



Costa Kutulas
Director of Parks and Maintenance
Winnetka Park District
1380 Willow Road
Winnetka Illinois 60093

March 4, 2026

Ann Klaassen
Assistant Director of Community Development
Village of Winnetka
Winnetka Illinois 60093

**Re: Park Board Operational Direction – February 26, 2026
Special Use Permit Case No. 25-28-SU
Centennial Beach – Off-Leash Dog Beach (Alternate 1)**

Dear Ann,

This letter is intended to formally document the operational direction provided by the Winnetka Park Board at its February 26, 2026 meeting regarding Centennial Beach and the proposed fenced off-leash dog beach (Alternate 1), in connection with Special Use Permit Case No. 25-28-SU.

Following approval of Alternate 1 on February 5, 2026, the Park Board reviewed operational components necessary to refine the Special Use Permit application and to ensure that the proposed use satisfies applicable standards relating to public health, safety, welfare, compatibility, and site management. The actions summarized herein were approved contingent upon issuance of the necessary permits.

With respect to access control and site management, the Board directed staff to maintain the existing access-controlled gate at the top of the bluff and to install a new access-controlled gate at the beach level, as reflected in Alternate 1. This dual-gate configuration provides layered access control and operational flexibility. The upper gate will operate pursuant to Park District Ordinance #504 and standard park hours from 6:00 a.m. to 10:00 p.m. through a programmed timed locking system. The lower beach-level gate will operate during the same hours but will require a key fob for entry into the fenced off-leash dog beach area. The key-fob system allows the Park District to regulate access, suspend operations during hazardous lake or weather



conditions, and enforce compliance with dog beach eligibility requirements. We will also maintain the existing exit button which allows beach walkers to leave the site if there is an instance where someone might be exiting the beach outside of permitted hours or closures due to storm events. Collectively, these measures enhance public safety, improve enforceability, and ensure controlled access consistent with Cook County Department of Animal and Rabies Control regulations and Village leash law requirements.

The Board further designated the approximately 260-foot section of Centennial Beach located immediately north of the fenced off-leash dog beach as a staffed passive beach with no swimming permitted. This designation was selected to maintain public shoreline access while avoiding the establishment of an additional programmed swimming beach and limiting the operational intensity of the site. Staffing for the passive beach will align with the typical swimming beach season, generally late May through early September. During that period, staff presence will provide oversight and management only, again no swimming will be permitted at the northern beach area. During this time the northern passive beach area will require a beach pass to utilize the beach area. This is the same review as practiced last Fall at Elder Lane Beach. This will help limit the potential influx of beach users if it was a “free beach” which could cause issues with parking on site and the adjacent streets. Outside of the traditional beach season, the passive beach will remain accessible during standard park hours from 6:00 a.m. to 10:00 p.m. but will not be staffed. This measured approach maintains access to the shoreline, limits potential conflicts between uses, and supports compatibility with adjacent properties and lakefront activities.

The Board confirmed that the fenced off-leash dog beach will operate year-round, consistent with its longstanding historical operation at Centennial Beach. Daily operating hours for both the fenced off-leash dog beach and the northern passive beach were established at 6:00 a.m. to 10:00 p.m. These hours align with standard park hours, provide predictability for neighboring properties, support enforceability through the timed gate system, and limit late-night activity that could affect neighborhood compatibility. The continuation of year-round dog beach operations, combined with defined daily hours and controlled access, reflects a continuation of an existing community amenity under strengthened regulatory and operational controls.

Recognizing that parking and traffic considerations remain part of the Special Use Permit review, the Board established a prioritized parking management framework to guide implementation and allow flexibility for potential conditions of approval. The Board directed that permit-required parking access for dog beach pass holders and Winnetka residents remain



the primary strategy. If necessary, a two-hour parking restriction may be implemented to promote turnover. As a further measure, parking access could be reduced to dog beach pass holders only. The Board also authorized staff to evaluate the feasibility of a shuttle service and to explore potential land-banking opportunities at Centennial Park. This structured hierarchy provides the Village and reviewing bodies with clear operational parameters while preserving the ability to implement additional mitigation measures should they be deemed necessary. Based on prior parking analysis and the shared use of the Elder Lane Park parking lot, the Park District believes that existing capacity is sufficient to accommodate projected demand; however, the District remains willing to evaluate additional measures as part of the review process.

The project remains subject to review and approval by the Illinois Department of Natural Resources, the Illinois Environmental Protection Agency, the U.S. Army Corps of Engineers, the Cook County Department of Animal and Rabies Control, and the Village of Winnetka. Revised plans reflecting the Board's operational direction will be submitted to the appropriate agencies for evaluation. The timing of those reviews will depend upon each agency's independent review process.

The Park Board's February 26, 2026 actions were intended to strengthen access control, clarify operational parameters, maintain shoreline access, limit intensity of use in the northern beach area, provide enforceable daily hours, establish a structured parking management hierarchy, and enhance overall site safety and compatibility. The Park District respectfully submits this operational clarification for inclusion in the Special Use Permit record and consideration by the Zoning Board of Appeals.

Please advise if additional information would assist the Village in preparation for the March 9, 2026, Zoning Board of Appeals meeting.

Sincerely,

Costa Kutulas
Director of Parks and Maintenance
Winnetka Park District

CC: Shannon Nazzal, Executive Director of the Winnetka Park District

Scott Mangum, Director of Community Development Village of Winnetka

THE LAKOTA GROUP.

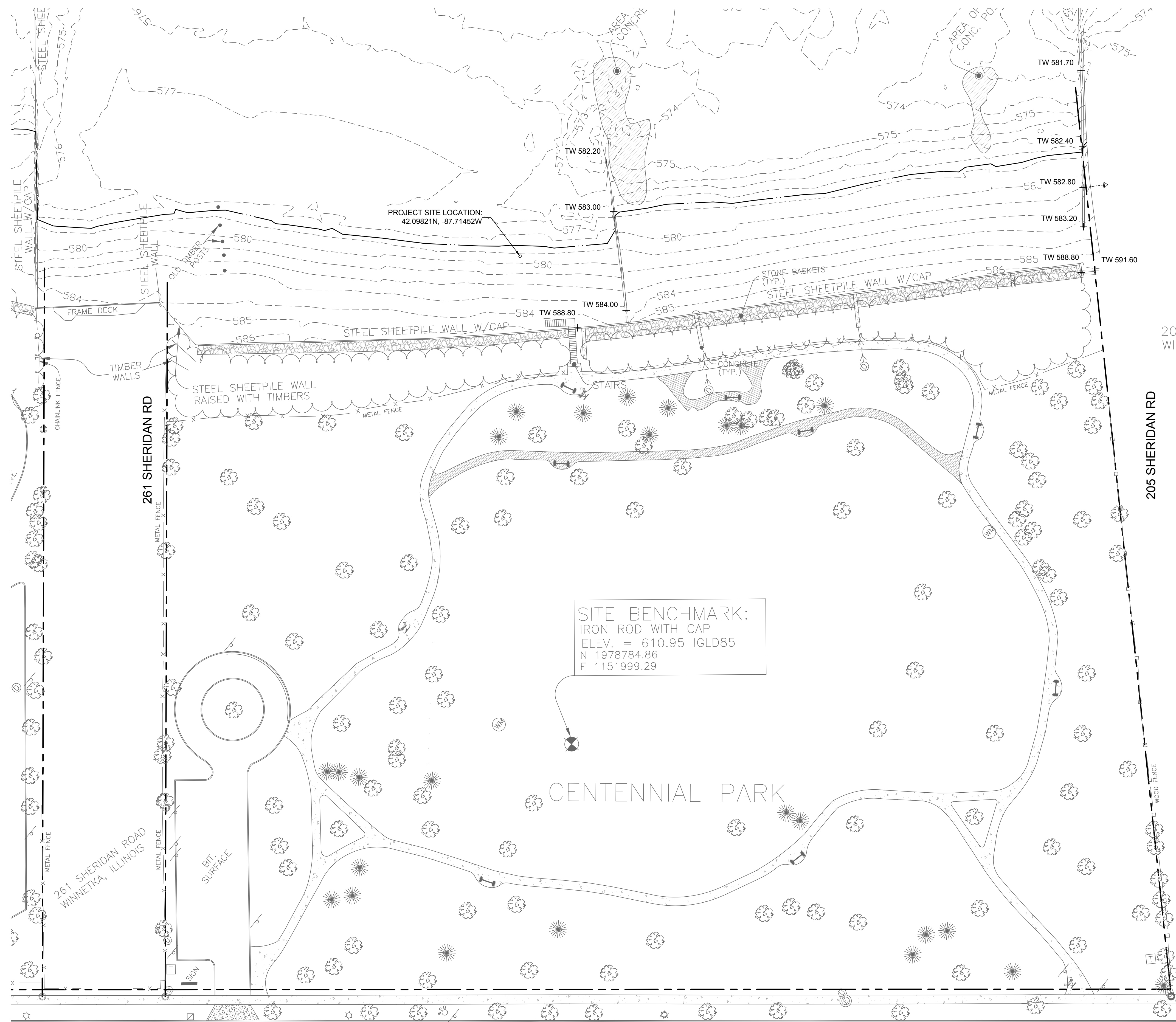
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Chicago, Illinois 60601
p 312.467.5445
f 312.467.5484
thelakotagroup.com

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Winnetka Park District

540 Hibbard Rd
Winnetka, IL 60093

CENTENNIAL DOG BEACH
Dog Beach Fencing
Alternate Plan 1

225 Sheridan Rd
Winnetka, IL 60093



205 SHERIDAN ROAD
WINNETKA, ILLINOIS

205 SHERIDAN RD

261 SHERIDAN RD

261 SHERIDAN ROAD
WINNETKA, ILLINOIS

SITE BENCHMARK:
IRON ROD WITH CAP
ELEV. = 610.95 IGLD85
N 1978784.86
E 1151999.29

CENTENNIAL PARK

SHERIDAN ROAD

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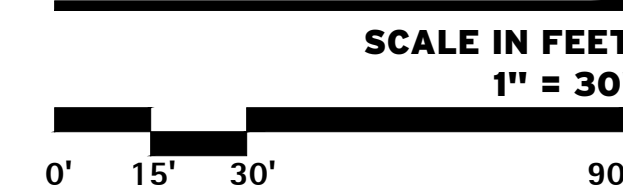
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ILLINOIS ONE-CALL SYSTEM

ISSUED FOR PERMIT
March 3, 2026
REVISIONS

No	Date	Issue

VICINITY MAP



NORTH

SHEET NUMBER

L1.0

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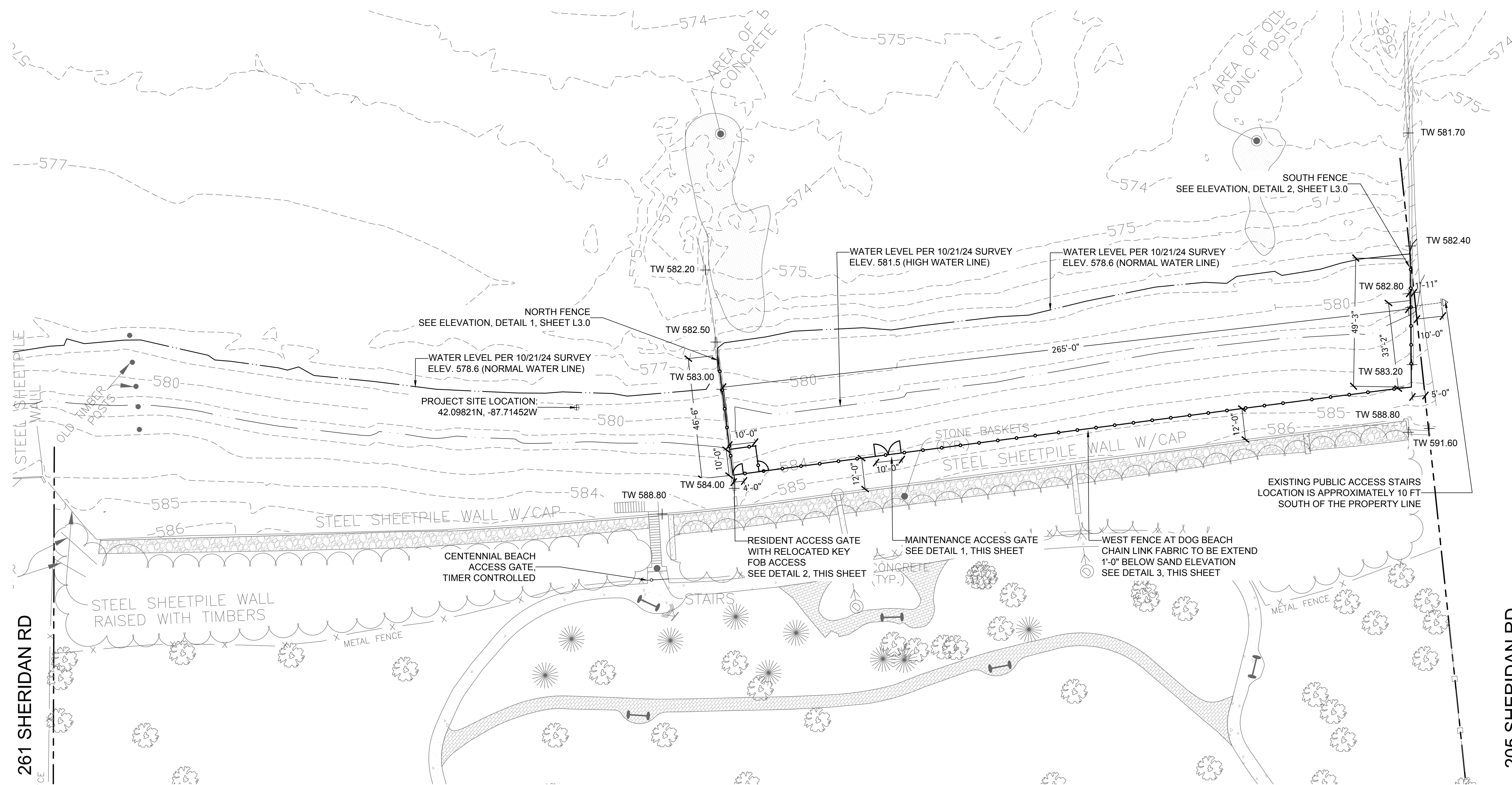
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540 Hibbard Rd
Winnetka, IL 60093

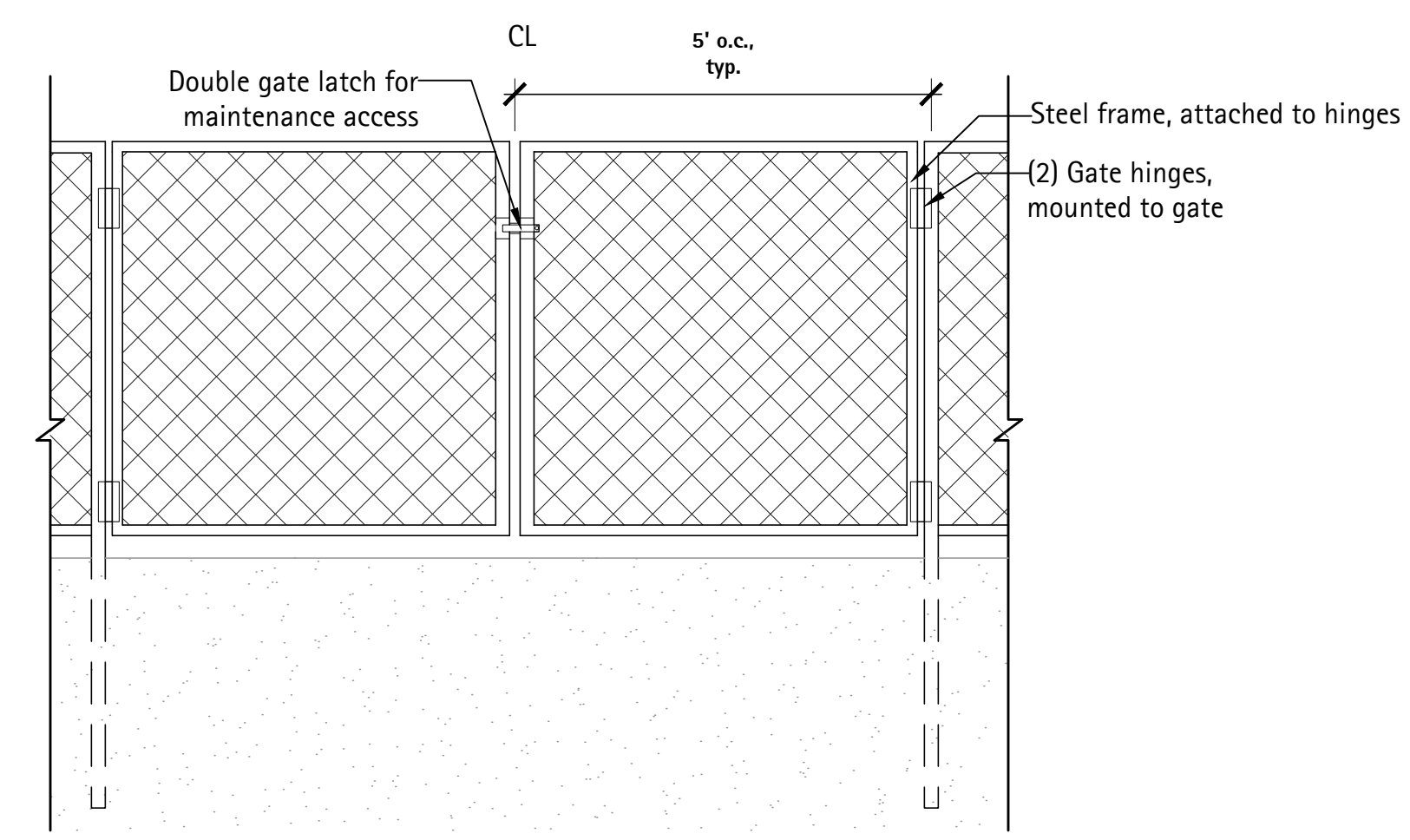
CENTENNIAL DOG BEACH
Dog Beach Fencing
Alternate Plan 1

225 Sheridan Rd
Winnetka, IL 60093

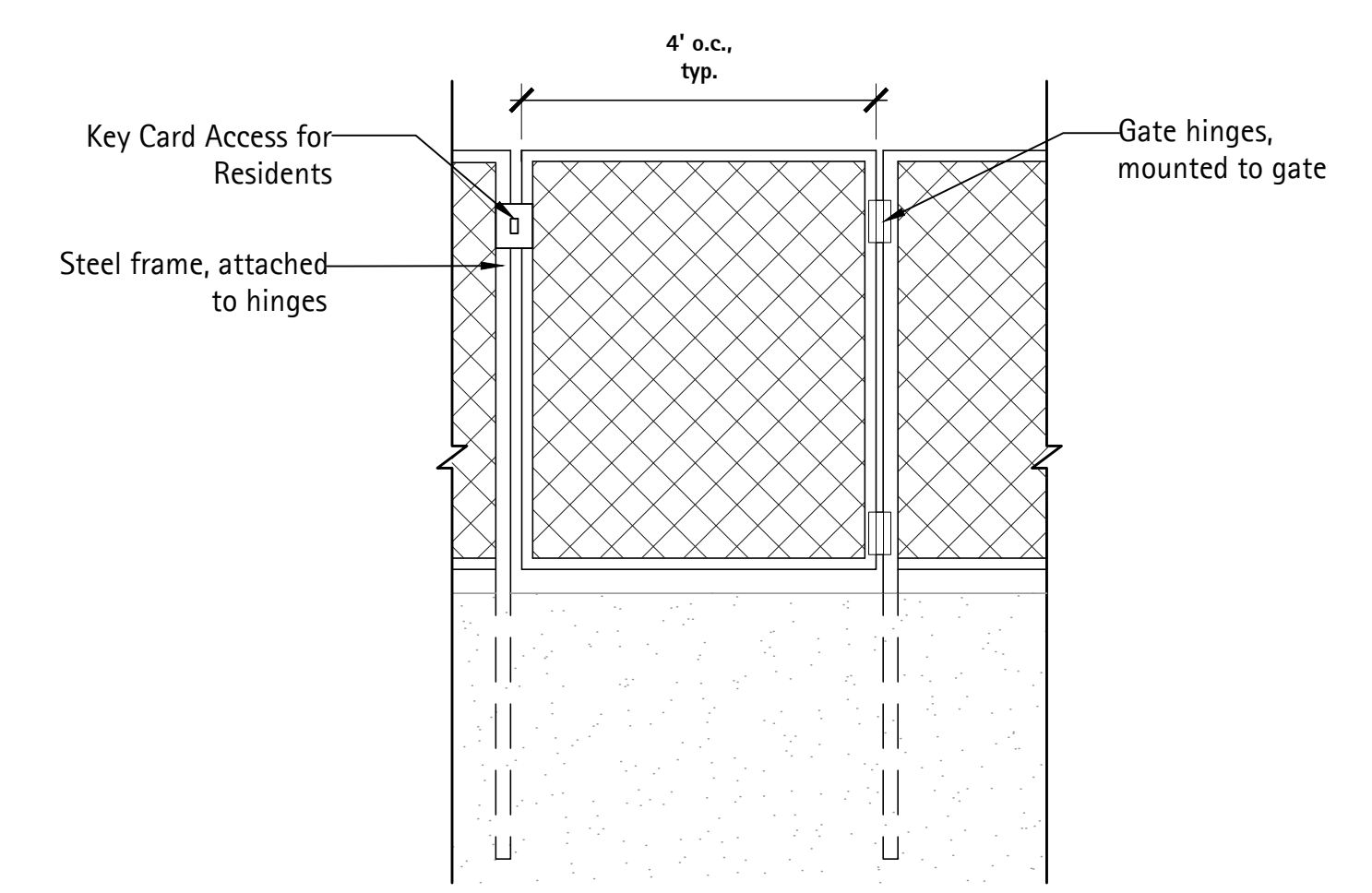


261 SHERIDAN RD

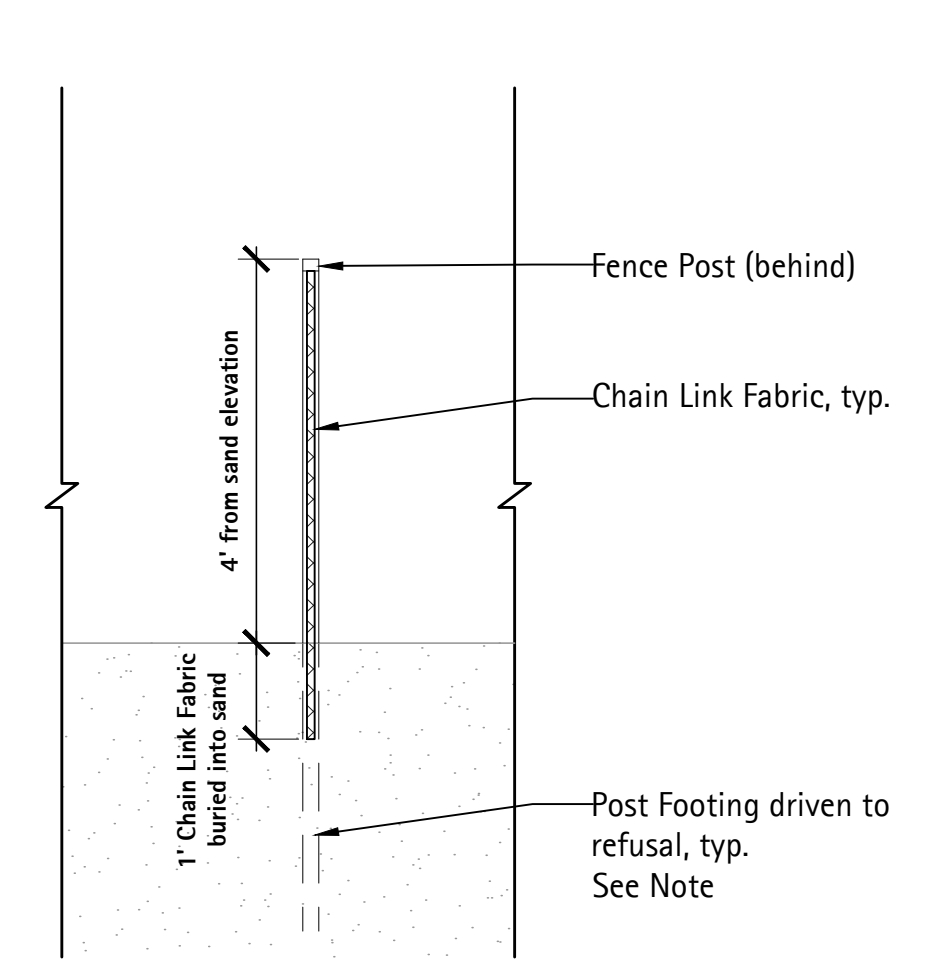
205 SHERIDAN RD



1 Maintenance Access Gate at Dog Beach - Elevation
Scale: 1/2" = 1'-0"



2 Resident Access Gate at Dog Beach - Elevation
Scale: 1/2" = 1'-0"



3 West Fence at Dog Beach - Cross Section
Scale: 1/2" = 1'-0"

Notes:
1. Posts to be driven into the sand and underlying clay until refusal. Post will then be cut 48" above the sand line with 1'-0" of chain link fabric to be buried below grade for fence panels. Gate panels shall not have buried chain link fabric condition.

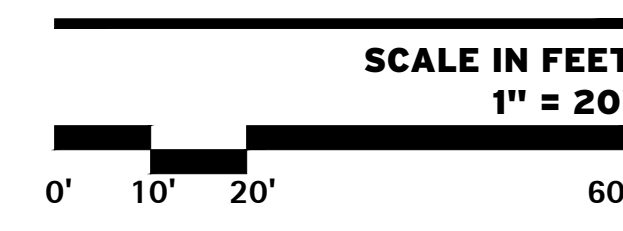
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March 3, 2026

REVISIONS

No	Date	Issue

SITE FENCING PLAN



NORTH

SHEET NUMBER
L2.0
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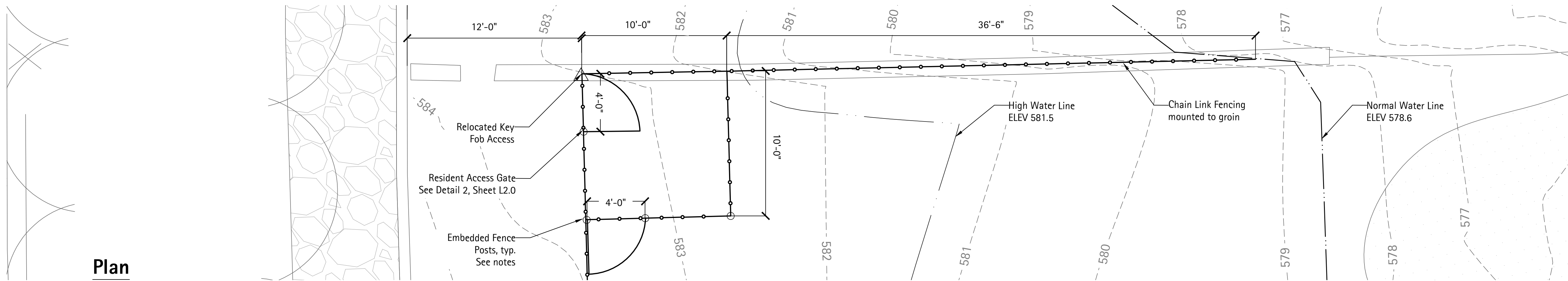
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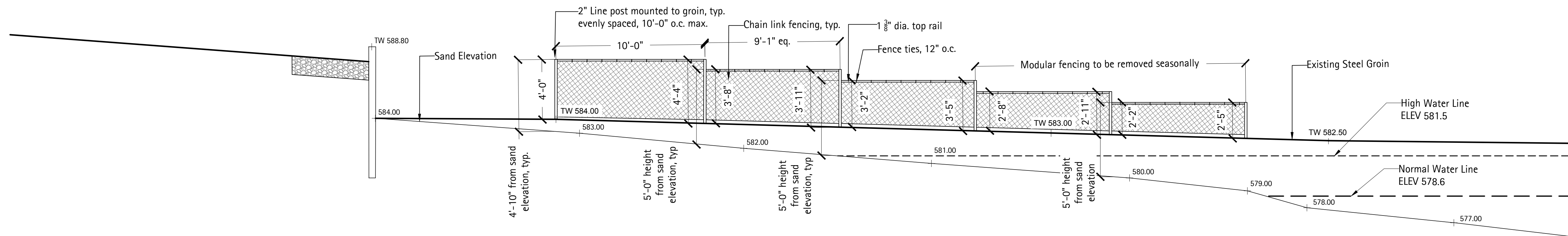
PREPARED FOR
Winnetka Park District
540 Hibbard Rd
Winnetka, IL 60093

CENTENNIAL DOG BEACH
Dog Beach Fencing
Alternate Plan 1

225 Sheridan Rd
Winnetka, IL 60093



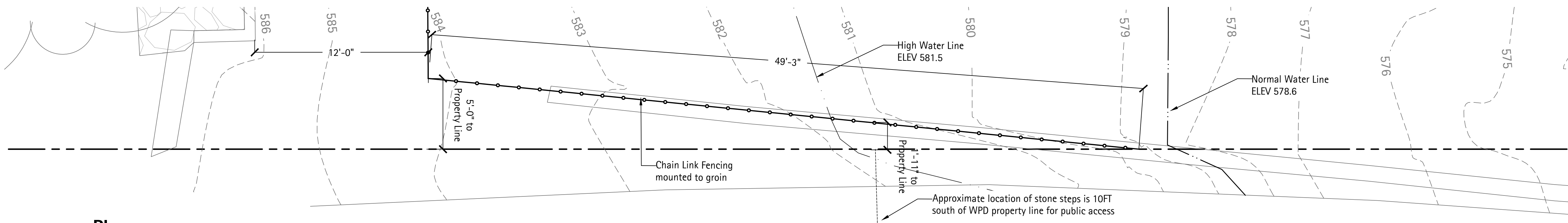
Plan



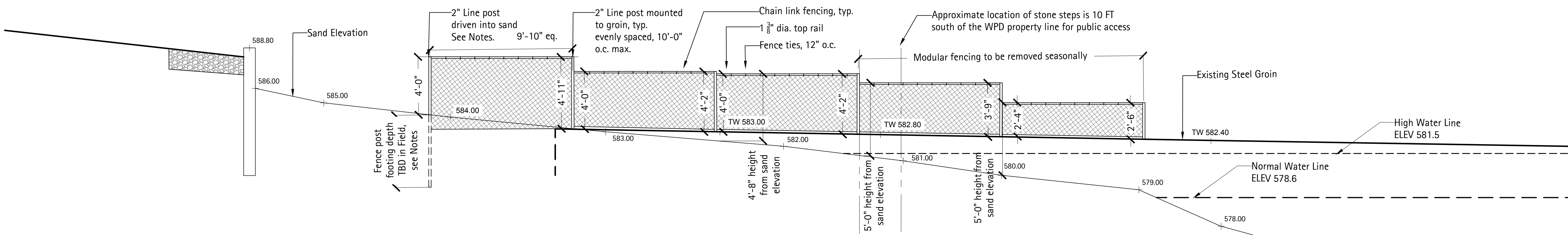
Notes:

1. Steel top rail to run continuously over multiple posts where shown.
2. The eastern 20'-0" of fencing shall be removable fencing panels for seasonal damage prevention.
3. Posts shown over steel groin to be surface-mounted onto the steel groin.
4. At-grade fence posts to be driven into the sand and underlying clay until refusal. Post will then be cut 48" above the sand line with 1'-0" of chain link fabric to be buried below grade.

1 Elevation - North Dog Beach Fence
Scale: 1/4" = 1'-0"



Plan



Notes:

1. Steel top rail to run continuously over multiple posts where shown.
2. The eastern 20'-0" of fencing shall be removable fencing panels for seasonal damage prevention.
3. Westernmost post identified in elevation to be driven into the sand and underlying clay until refusal. Post will then be cut 48" above the sand line with 1'-0" of chain link fabric to be buried below grade.

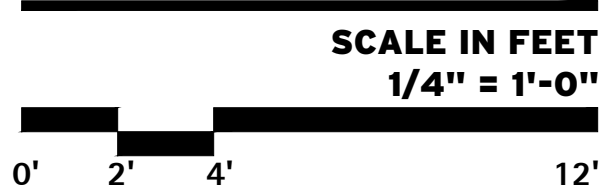
2 Elevation - South Dog Beach Fence
Scale: 1/4" = 1'-0"

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ISSUED FOR PERMIT
March 3, 2026
REVISIONS

No	Date	Issue

FENCE ELEVATIONS



NORTH SHEET NUMBER
L3.0
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Winnetka Park District

540 Hibbard Road
Winnetka, Illinois 60093

February 13, 2026

Scott Mangum
Director of Community Development
Village of Winnetka
510 Green Bay Road
Winnetka, Illinois 60093

RE: Centennial Beach Dog Fencing – Alternate Plan 1 Revision Narrative
Special Use Permit Case No. 25-28-SU – 225 Sheridan Road

Dear Scott,

On February 6, 2026, the Winnetka Park District Board of Commissioners reviewed the dog fencing proposal for Centennial Beach in consideration of the January 28, 2026 Plan Commission comments, public input, and Village staff review comments from the initial Special Use Permit review. Following that discussion, the Board directed staff to proceed with Alternate Plan 1 (attached), which represents a material redesign in response to that feedback.

The original submittal proposed a contained enclosure defined by perpendicular fencing extending toward Lake Michigan at both the north and south ends of the beach. During the review process, concerns were raised regarding public safety, shoreline access, visual impact, and the interaction between fencing and lake conditions. The revised plan shifts the project away from installing new fencing across the beach to create an enclosed dog park. Instead, it uses the existing shoreline infrastructure and beach geometry to define the dog beach limits while maintaining continuous public access along the lakefront with a 12' bypass to the west of the dog beach area.

Most notably, the revised design eliminates the previously proposed four-foot chain-link fence runs at the north and south ends of the beach, thereby minimizing fencing located within active wave zones. Rather than projecting fencing across the beach and into the lake to form an enclosed area, Alternate Plan 1 attaches boundary fencing to the existing steel groins and relocates the controlled entry point directly to beach level. This change significantly reduces the perceived enclosure of the beach and removes physical barriers previously identified as potential safety concerns. The relocated fencing runs will be modular, allowing seasonal removal of the easternmost sections in areas subject to ice damming and winter lake conditions.

A dedicated pedestrian bypass corridor has also been incorporated into the revised design. This feature allows residents and visitors to walk the shoreline without entering the dog beach area and directly addresses concerns that general beach users would otherwise be required to pass through an active off-leash area. By separating circulation paths, the revised layout improves user clarity and reduces potential interaction conflicts between dog owners and non-dog users.

The bypass itself is shown on the attached Alternate Plan 1. It is created by installing a fence line approximately twelve feet lakeward of the steel seawall at the toe of the bluff and extending between the existing southern steel jetties. This run is approximately 265 feet in length and reduces the overall dog beach frontage by approximately fifty percent. Integrated into this fence line is the electronic key-fob entry gate, along with a secondary ten-foot maintenance access gate that will remain locked and secured for staff use. The fence is proposed at an overall height of five feet, with four feet exposed above grade and one foot buried below grade to accommodate fluctuating sand levels and reduce the possibility of dogs digging beneath the fencing.

Operational control is further improved through relocation of the key-fob entry to beach level and the use of a defined double-gate leash-up area. This eliminates the need for interior fencing corridors while maintaining controlled access for permitted users. The double-entry gate system is also a requirement of the Cook County Department of Animal and Rabies Control. In addition, the revised plan substantially reduces the amount of fencing interacting with lake forces by utilizing existing structural elements and shortening fence exposure in areas subject to wave and ice movement. The existing steel shoreline structures are designed to withstand year-round lake conditions, allowing the Park District to reduce the overall length of installed fencing.

For ease of review, the primary differences between the previously submitted plan and Alternate Plan 1 are summarized below.

Plan Comparison Summary

Design Element	Previous Temporary Fencing Plan	Alternate Plan 1 (Approved 2-6-26)	Resulting Impact
Overall Layout	Enclosed containment area formed by perpendicular fencing	Shoreline-defined boundary using existing groins	Reduces enclosed park appearance
Fencing Into Lake	Approximately 15 ft lakeward fence runs at both ends	Fencing attached to existing structures with reduced lake exposure	Minimizes wave/ice interaction risk
Public Shoreline Access	Users pass through an active off-leash dog area	12-ft pedestrian bypass outside dog beach	Maintains continuous public access
Access Control	Inland gated corridor	Beach-level controlled entry vestibule	Clearer entry and safer circulation while improving access for non-dog users
Interior Fencing	Double corridor containment system	Eliminated	Removes internal obstacles
Safety Considerations	Potential cross-traffic conflicts	Separated circulation paths	Improves user safety
Visual Impact	Visible enclosure across beach	Reduced fencing footprint at north and south boundaries	Less intrusive shoreline presence

In summary, Alternate Plan 1 reduces the installation of new freestanding fence infrastructure at the north and south boundaries by utilizing existing steel groins, improves shoreline access through the addition of a defined pedestrian bypass, separates user groups to enhance safety, and minimizes fencing interaction within active lake areas while still providing a controlled off-leash area consistent with regulatory requirements. These revisions were intentionally developed in direct response to Plan Commission discussion, public input, and Village staff feedback, and intends to fully satisfy the applicable Special Use Permit standards. The design preserves the open character of Centennial Beach while incorporating operational controls necessary to manage off-leash use in a safe and regulated manner.

Staff is also planning to discuss additional items with the Park Board at the February 26, 2026 meeting to obtain direction regarding the north beach area of Centennial Beach and how to proceed. Staff will follow up after that meeting to inform the Village of any items related to SUP Case No. 25-28-SU.

We appreciate the continued coordination with Village staff and look forward to the next steps in the review process. Please let me know if any additional clarification would be helpful.

Sincerely,

Costa Kutulas

Director of Parks and Maintenance
Winnetka Park District

CC: Shannon Nazzal, Executive Director
Ann Klaassen, Assistant Director of Community Development



MEMORANDUM
VILLAGE OF WINNETKA

COMMUNITY DEVELOPMENT DEPARTMENT

TO: ZONING BOARD OF APPEALS
FROM: SCOTT MANGUM, DIRECTOR
ANN KLAASSEN, ASSISTANT DIRECTOR
DATE: FEBRUARY 5, 2026
SUBJECT: CENTENNIAL BEACH FENCE - 225 SHERIDAN ROAD
SPECIAL USE PERMIT (CASE NO. 25-28-SU)

INTRODUCTION

On February 9, 2026, the Zoning Board of Appeals (“ZBA”) is scheduled to commence a public hearing on an application submitted by the Winnetka Park District (the “Applicant”), as the owner of the property located at 225 Sheridan Road (the “Subject Property”). The Applicant is proposing installation of fencing on the existing beach located on the Subject Property and requests approval of the following relief:

- 1. Approval of a **Special Use Permit** to allow installation of fencing on the existing beach on the Subject Property, which is located in the R-2 Single-Family Residential Zoning District and the Lakefront Preservation Overlay District.

The Plan Commission (“PC”) considered the special use permit at its January 28, 2026, meeting. By a vote of 7-0, the PC asked the Village Attorney to prepare a draft recommendation of denial with written findings and determinations based on the PC’s discussion for consideration at the February 25, 2026, PC meeting. Details regarding the PC’s consideration are provided later in this report.

A mail notice was sent to property owners within 250 feet of the Subject Property in compliance with the Zoning Ordinance, informing them of the public hearing being held by the ZBA. The hearing was also properly noticed in the *Winnetka Talk* on January 22, 2026. Additionally, a public notice sign was posted on the Subject Property informing the public of the ZBA meeting. As of the date of this memo, staff has received several written comments from the public regarding this application. **Most of these comments were received by the Village for consideration by the PC. Others have been received since the Commission’s consideration of the Applicant’s request.** Comments previously included in the PC agenda packet are provided in **Attachment B**. Comments received since the posting of the January 28, 2026, PC agenda packet are provided in **Attachment C**.

The Village Council has final jurisdiction on this application, as the Council has sole authority to grant a Special Use Permit.

PROPERTY DESCRIPTION

The Subject Property, which is approximately 5.3 acres (230,911.56 square feet) in size, is located on the east side of Sheridan Road generally between Fuller Lane and Elder Lane and contains Centennial Beach

and Park (see Figure 1). Under the Village Zoning Ordinance, the Subject Property has two front yards: (i) the street frontage along Sheridan Road to the west; and (ii) lake frontage along Lake Michigan to the east.

The Comprehensive Plan designates the Subject Property as appropriate for “Open Space” land uses, which includes public parks & recreation facilities, pocket parks/plazas, and Cook County Forest Preserve Land. The Comprehensive Plan also includes the following related goals:

Goal 1.7: The Village will continue to ensure that open space uses, such as Park District parks, beaches, and facilities, are compatible with the residential neighborhoods in which they are located.

Initiative 1.7.1: Study and consider establishing a specific zoning district for open space uses, or specific zoning standards for such uses within existing residential districts. This would allow more appropriate zoning standards for these uses.

Goal 6.1: The Village will continue to promote and encourage partnerships with other units of government and agencies to conserve, restore, and enhance natural features and ecosystems, to ensure accessibility to natural areas, parks, and other open or public spaces, and to support recreational facilities and programs that support the health of residents of all ages and abilities.

Initiative 6.1.1. Continue to collaborate with the Park District, local school districts, Forest Preserves of Cook County, and others to create opportunities that enhance accessibility to the open spaces of Winnetka. (refer to initiative 8.3.5)

Initiative 6.1.2. Continue to collaborate with the Park District, School District, Library District, Community House of Winnetka, and other community institutions to offer programs that maintain active and thriving Village recreation programs, offering a variety of sports, exercise, arts and crafts, cultural, life skills, educational, social, and leisure programs for residents of all ages and abilities.

Goal 6.4: The Village will support health and wellness through innovative and diversified recreational, learning, and cultural opportunities in its public parks, plazas, trails, and open spaces.

Initiative 6.4.4. Support the efforts of the Park District and other community organizations to expand and/or modify Winnetka’s recreational programming to fill gaps in services.

Goal 6.5: The Village will support policies that preserve and protect the unique natural resources of and the recreational opportunities provided by the Lake Michigan shoreline and bluffs.

Initiative 6.5.1. Continue to study and consider establishing development regulations addressing construction of shoreline stabilization projects and specific recreational projects in and adjacent to Lake Michigan and its shoreline that will not cause environmental damage to or interfere with the greater recreational opportunities provided by the Lake and adjacent areas. [Ordinance MC-05-2023 was adopted by the Village Council on March 21, 2023, which created a new chapter of Village Code – Chapter 15.78 Lakefront Construction.]

Initiative 6.5.2. Study and consider establishing development regulations that requires construction on and adjacent to the bluffs along the Lake Michigan shoreline that protects, restores, and manages the stability of the bluffs and natural shoreline and that are contextually sensitive to the natural features of the bluffs. [Ordinance MC-01-2024 was adopted by the Village Council on February 6, 2024, amending the Zoning Ordinance concerning establishing bluff regulations for development in the steep slope area along Lake Michigan.]

The Subject Property is zoned R-2 Single Family Residential and is in the Lakefront Preservation Overlay District, and it is bordered by R-2 Single Family Residential to the north and south, and R-4 Single Family Residential to the west (see Figure 2).

In addition to single-family residential uses, the R-2 District allows a limited range of additional uses by Special Use Permit. Allowed Special Uses in the R-2 District include (a) church or temple; (b) public school, elementary and high, or private school having a curriculum equivalent to a public elementary school, public high school or public institution of higher learning; and (c) library. In addition, the Zoning Ordinance allows park and recreational uses in any zoning district within the Village by special use permit approval.

The Applicant's current use of the Subject Property as a park and recreational facility is generally consistent with the Comprehensive Plan land use designation and the R-2 zoning district. The Applicant recently used the Subject Property as an off-leash dog area as well.



Figure 1 – GIS Aerial Map



Figure 2 – Zoning Map

PROPERTY HISTORY AND PREVIOUS ZONING APPLICATIONS

Based upon documents provided by the Applicant, it appears that the Applicant has owned the Subject Property since 1969. There are six (6) previous zoning cases on file for the Subject Property, five of which occurred prior to the Applicant acquiring the Subject Property:

1. In 1923, ZBA Case No. 43 was approved to allow an addition to a nonconforming use for the North Shore Health Resort;
2. In 1945, ZBA Case No. 702 was approved to allow the alteration of a nonconforming use and building for the North Shore Health Resort;
3. In 1949, ZBA Case No. 751 was not approved to allow a building addition to the North Shore Health Resort;
4. In 1951, ZBA Case No. 776 was not approved to allow enclosure of the front entrance of the North Shore Health Resort;
5. In 1964, ZBA Case No. 935 was approved to allow the extension of a nonconforming use (North Shore Health Resort) with the construction of an accessory building; and
6. In December 2024, Case No. 24-08-SU received a recommendation of approval from the Zoning Board of Appeals for zoning variations and exceptions from the steep slope regulations, subject to approval by the Village Council of a special use permit, for which the ZBA recommended denial of, to allow improvements to the existing park and beach on the Subject Property. In May 2025, the Plan Commission (PC) recommended denial of the special use permit and steep slope exceptions. The application has been on hold at the Applicant's request, since the PC made its recommendation. The application still requires review by the Design Review Board before being considered by the Village Council. It is the Village's understanding that the Applicant is revising its previous plans and upon a revised submittal it is anticipated that the application will be considered first by the advisory bodies before it is considered by the Village Council.

Figures 3 and 4 on the following page are current photos of the Subject Property. Figures 5 through 8 were taken in the summer of 2024.



Figure 3 – Subject Property – Looking North at Centennial Beach (January 2026)



Figure 4 – Subject Property – Looking South at Existing Steel Groin on Centennial Beach & Stone Groin at 205 Sheridan Road Property (January 2026)



Figure 5 – Subject Property – Looking North at Centennial Beach (Summer 2024)



Figure 6 – Subject Property – Looking South at Centennial Beach (Summer 2024)



Figure 7 – Subject Property – Looking North from Centennial Beach (Summer 2024)

LAKEFRONT CONSTRUCTION AND STEEP SLOPE ORDINANCES

Given the Subject Property is located along Lake Michigan it is subject to the lakefront construction ordinance, Chapter 15.78 of the Village Code, and the steep slope regulations, Chapter 17.82 of the Village Code. However, it is important to note that the proposed fence is not located within the steep slope zone; it is located lakeward of the toe of the bluff.

The requirements of both chapters are administratively reviewed and approved by staff (in this case after zoning approval). However, an applicant may appeal the decision of staff regarding the application of the lakefront construction ordinance to the Village Council or may request exceptions from the steep slope requirements.

The **lakefront construction regulations** govern construction along, adjacent to, and within Lake Michigan. A permit pursuant to the lakefront construction ordinance is required for any construction activity within Lake Michigan regulated areas that requires a permit from any of the following governmental agencies ("Permitting Agencies"): the United States Army Corp of Engineers, the Illinois Department of Natural Resources, the Metropolitan Water Reclamation District of Greater Chicago, or the Illinois Environmental Protection Agency (collectively, "Covered Construction"). Typical construction activity relates to beach preservation, which consists of steel or stone groins, revetments/bulkheads/seawalls, or other means of lakefront stabilization and preservation. The Village's formal review and approval of such a permit occurs after the applicable zoning approvals and the regulatory agencies review and approve their respective permits. The Village's review and approval is conducted administratively by the Village Director of Engineering in consultation with the applicant and the Village's coastal engineering consultant. This review is based upon a set of criteria identified in the regulations.



Figure 8 - Existing Sea Wall on Subject Property (Summer 2024)

The technical review and approval of proposed plans set forth in the lakefront construction regulations and the steep slope regulations occurs during the building permit process, which occurs after the zoning entitlement process (e.g. special use, variations, etc.). That said, during Village staff's review of a zoning entitlement application, Village staff and consultants will conduct a preliminary review of the project for code requirements to determine if the development should be able to, in general terms, comply with administrative code requirements. Detailed construction plans are not required at this time, but the applicant is required to provide sufficient information so staff can determine whether the proposed site layout can be achieved and still comply with other Village regulations as noted above. If after the Village Council approves a special use permit and during the building permit process an applicant changes the design of the project to such an extent that it would be considered a major change, the applicant would be required to go through the full special use permit process again before staff issues a building permit. Regarding the Centennial Beach zoning relief application, the Applicant has submitted plans for the proposed fence that have been reviewed by the Village Director of Engineering and Village's coastal engineer. The Engineering Department has provided comments to the Applicant. The Village Director of Engineering has determined that the responses provided by the Applicant address the review comments. The Applicant is aware that all of the approved permits from the Permitting Agencies will need to be provided, and a special use permit granted before the Engineering Department can issue final approval.

Each advisory board and commission will review the application based upon the applicable standards for that advisory body. Their review is based upon these broad standards and not based upon a review of the *technical* code requirements for such items as the Village's stormwater requirements, building code requirements, lakefront construction approval criteria, or steep slope regulation development standards. Those technical items are reviewed in detail administratively by qualified engineering staff during the building permit process.

PUBLIC TRUST DOCTRINE

Given the proposed improvements are located along the lakefront, it is important to review the nature and extent of the “public trust doctrine”. Generally, the “public trust doctrine” is a concept based upon an 1892 United States Supreme Court decision that held that lands under the navigable waters of Lake Michigan are held by the state in trust for the people of the state. This doctrine has since been codified by Illinois statute. Illinois courts have held that the boundary between private land and land owned by the state in public trust is “the line where the water usually [stands] when unaffected by storms or other disturbing causes.” This line is variously referred to as the “water’s edge,” “still water shoreline,” “calm waterline,” “unaffected waterline,” or the “normal waterline.” Accordingly, in Illinois the boundary between private land and public land is the point at which the water normally stands (the “Normal Waterline”).

A rule of thumb that generally applies in Illinois and other jurisdictions that rely on the Normal Waterline for the public-private property demarcation is that if your feet are wet, you are on public property, and if your feet are dry then you are on private property. Based on these principles, the demarcation line in Illinois between public and private land is the same demarcation line that identifies where land held in trust begins and ends – both lines are the Normal Waterline.

The Illinois Supreme Court has held that the public trust doctrine for Lake Michigan extends “to recreational uses, including bathing, swimming and other shore activities.”

The Normal Waterline may change over time as a result of various processes, including accretion, reliction, and erosion. Gradual changes to the Normal Waterline over time resulting in either increases or decreases in the amount of dry land are an “inherent and essential attribute of the original property,” and the property line changes with the Normal Waterline. However, if the addition or loss of property is sudden (i.e., caused by a violent storm), then the property line does not change. The test of what change is gradual, as opposed to sudden, is “that though the witnesses may see from time to time that progress has been made, they could not perceive it while the process was going on”. Although a riparian owner may protect his property from erosion, he has no right to affect an increase of his own land, the result of which is a corresponding loss of land owned by the state in trust for the public.

Under these principles, the owner of real estate fronting on Lake Michigan generally owns the property to the Normal Waterline, and the land east of the Normal Waterline is owned by the state in trust for the public.

PROPOSED PLAN

The Applicant is proposing installation of two rows of chain-link fencing, measuring 4 feet in height, set back 20 feet from both the north and south boundaries of Centennial Beach. The proposed fencing would be located at the base of the existing steel sheet pile wall and extend perpendicularly eastward across the beach into the lake. As described by the Applicant in the attached project narrative included in **Attachment A**, the purpose of the fencing is to provide an enclosure to allow off-leash dogs on the beach.

The existing beach has been utilized as a dog beach since 1995, according to the Applicant. Patrons are required to have a key fob to access the existing beach from the top of the bluff above. The proposed fencing would enclose the beach area for dogs to be off-leash. Both the north and south fence would have access gates to allow the public to traverse the beach. The Applicant indicates in its narrative that they are planning for the access gates to remain unlocked, with the current key fob controlled access gate to remain at the top of bluff.

North Fence. The north fence would extend a total of 91 feet from the existing steel sheet pile wall at the base of the bluff east towards the water (Figure 10). Approximately 40 feet of the fence would extend from the ordinary high water mark (OHWM) (581.5) into the lake. There would be a double access gate 10 feet in width to allow unleashing and leashing of dogs. The depth of the leashing and unleashing area would be 6 feet. The proposed access gate would be 24 feet east of the existing steel sheet pile wall, and approximately 17 feet west of the OHWM.

South Fence. The south fence would extend approximately 78 feet from the existing steel sheet pile wall east towards the water (Figure 11). Approximately 36 feet of the fence would extend from the OHWM into the lake. The double access gate would be located 16 feet east of the steel sheet pile and be 3'-3" in width. Similar to the north access, the depth of the leashing and unleashing area would be 6 feet.

In response to staff review comments, including the Village's coastal engineering consultant, the lakeward sections of fencing (east four or five sections) would be removable, so that these sections can be removed during late fall and winter and reinstalled in the spring.

The proposed site plan and up-close excerpts of both the north and south fences, as well as elevations of the proposed fencing and gates are provided below and on the following pages. The complete set of plans is provided in the application materials, which are included in **Attachment A**.

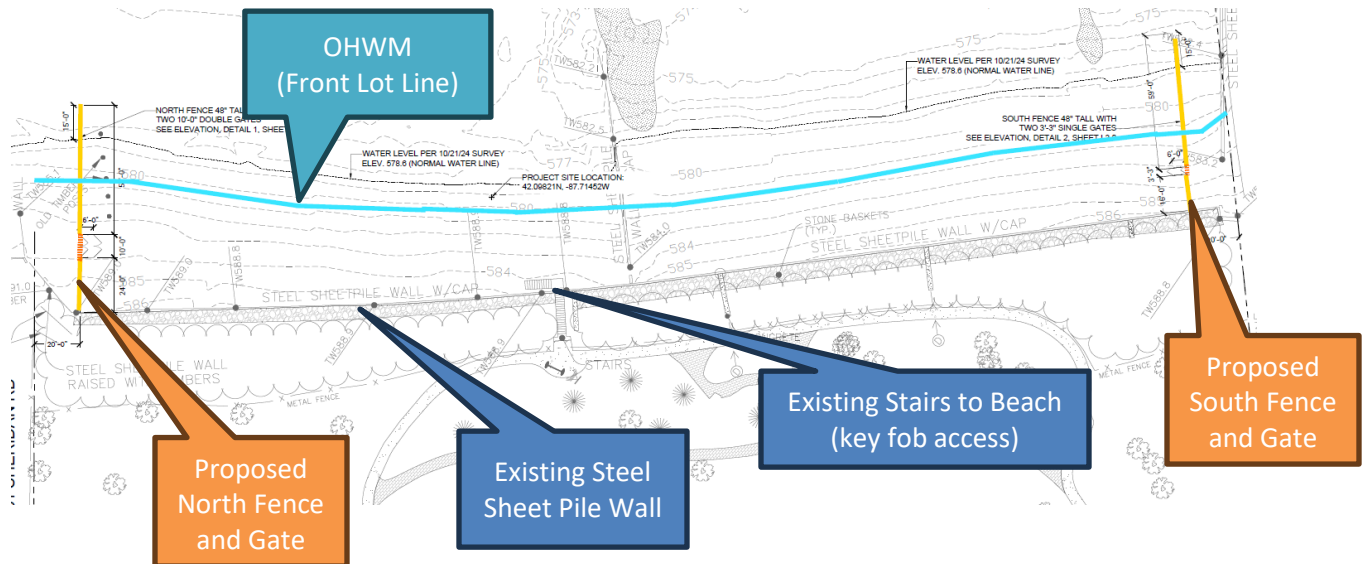


Figure 9 –Site Fencing Plan (Sheet L2.0)

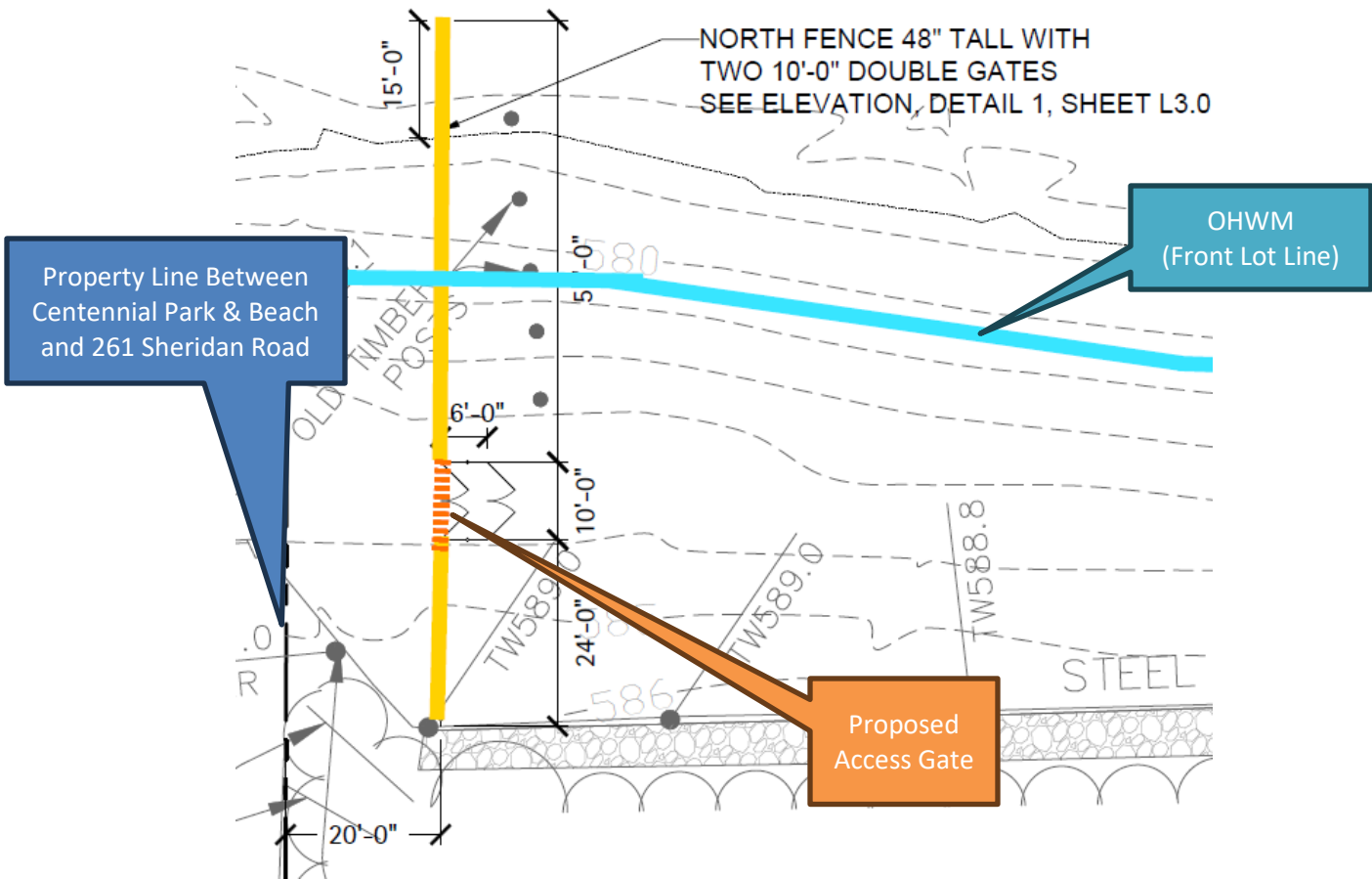


Figure 10 – Proposed North Fence (Excerpt of Sheet L2.0)

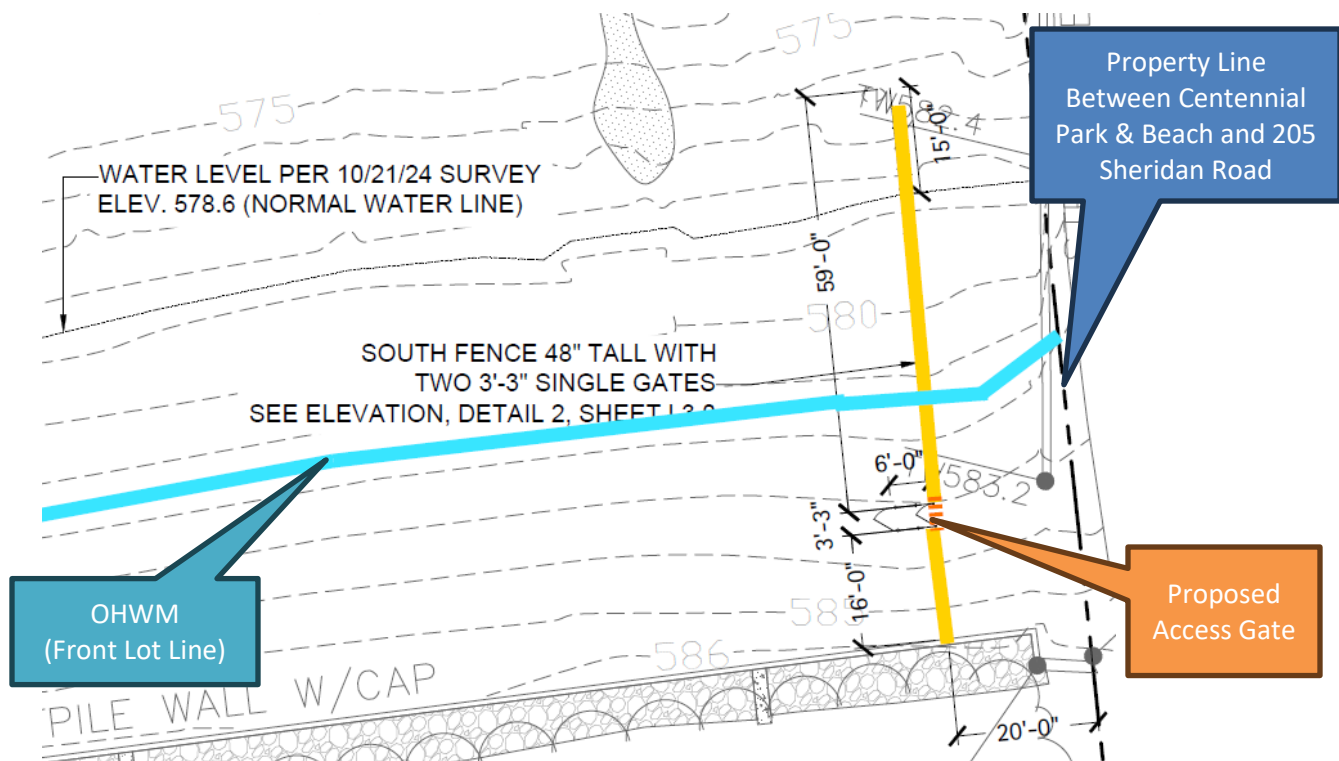


Figure 11 – Proposed South Fence (Excerpt of Sheet L2.0)

As proposed, to walk along the beach from the north end to the south end of the Subject Property, or vice versa, a member of the public would need to use the proposed access gates and walk through the dog beach. As noted earlier, both rows of fencing would be off-set from the north and south property lines by 20 feet, allowing for a pathway to access the stairs that go over the 205 Sheridan Road stone groin.

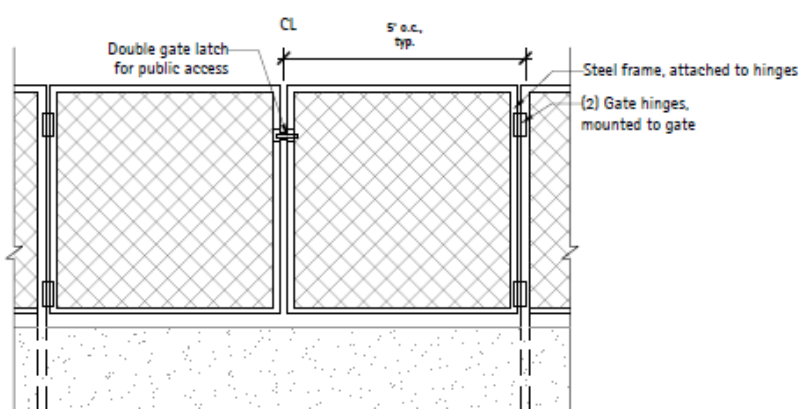


Figure 12 – Proposed North Access Gate

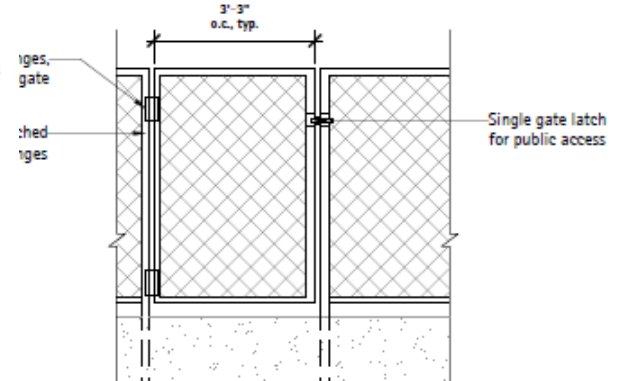


Figure 13 – Proposed South Access Gate

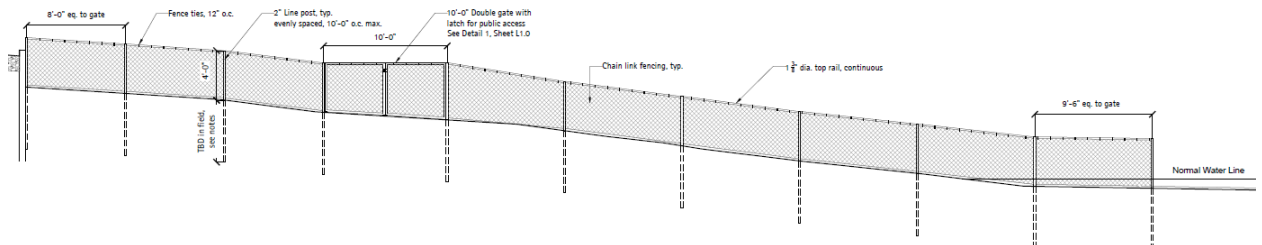


Figure 14 – Elevation of North Fence

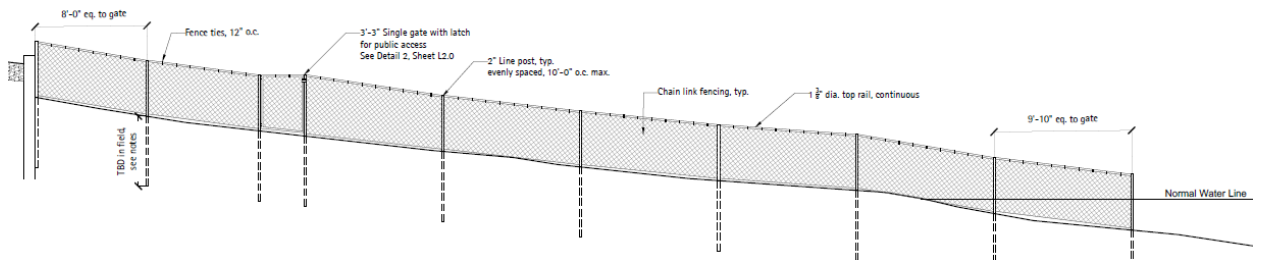


Figure 15 – Elevation of South Fence

Fence and wall height within required setbacks. With the adoption of the steep slope regulations, the Village also amended the Zoning Ordinance to redefine the front line along the lake as well as the front yard setback along the lake. The front lot line is now the ordinary high water mark (OHWM) and is defined as the line on the shore of Lake Michigan consistent with the U.S. Army Corps of Engineers' administrative benchmark, which is currently set at 581.5'. The front yard setback along the lake is now defined as the toe of the bluff or 50 feet from the OHWM, whichever results in the line farthest from the OHWM.

The Zoning Ordinance allows fences, walls, or a combination of a fence and wall within a required yard that is no taller than 6.5 feet from natural grade. While the proposed fence is located within the required front yard, at a height of 4 feet, it complies with the maximum permitted height. Therefore, the **proposed fence complies with the zoning regulations.**

CONSIDERATION BY OTHER ADVISORY BOARDS/COMMISSIONS

The Plan Commission ("PC") considered the special use permit on January 28, 2026. After hearing presentations by Village staff and by the Applicant, the PC heard from 16 members of the public. At least 15 of the speakers spoke in opposition to the proposed plan. The PC then discussed the request. Members expressed concerns regarding safety of the fencing in the water and people having to walk through an area designated for dogs to be off-leash in order to traverse the beach. Hence, the Commission found that the proposed use does not meet the standards for granting a special use permit. After hearing the comments of the PC, the Applicant asked if a plan was submitted that eliminated the fencing in the water and provided for a by-pass for public access around the dog beach would the PC reconsider its position. The PC was not receptive to an amended plan being presented to them at a future meeting. Therefore, by a vote of 7-0, the PC asked the Village Attorney to prepare a draft recommendation of denial with written findings and determinations based on the Commission's discussion for consideration at the next PC meeting on February 25, 2026. Draft minutes of the January PC meeting are included as **Attachment D**.

The Design Review Board is scheduled to consider a Certificate of Appropriateness for the proposed fencing on February 19, 2026.

FINDINGS & RECOMMENDATION

The ZBA is charged with evaluating Special Uses for consistency with the six standards for granting special use permits. In the attached application materials submitted by the Applicant, the Applicant has provided a statement of justification regarding how the requested Special Use Permit meets the standards for granting the requested Special Use Permit.

After hearing from the Applicant and the public, the ZBA will have the following options:

- 1) Continue the public hearing to a specific date to provide the Applicant and/or staff with additional time to address questions and comments from the ZBA.
- 2) Consider a motion recommending approval or denial of the Special Use. If the ZBA is prepared to make a recommendation to the Village Council regarding the requested relief, a ZBA member should make a motion recommending approval or recommending denial based upon the following standards and direct staff and the Village Attorney to prepare written findings and determinations for the ZBA's consideration and final vote at a subsequent meeting:
 1. The proposed improvement **is consistent [is not consistent]** with the Standards for the granting of Special Use Permits, as follows:
 - a. That the establishment, maintenance and operation of the special use and associated exceptions will not be detrimental to or endanger the public health, safety, comfort, morals or general welfare;
 - b. That the special use and the associated exceptions will not be substantially injurious to the use and enjoyment of other property in the immediate vicinity which are permitted by right in the district or districts of concern, nor substantially diminish or impair property values in the immediate vicinity;
 - c. That the establishment of the special use and associated exceptions will not impede the normal and orderly development or improvement of other property in the immediate vicinity for uses permitted by right in the district or districts of concern;

- d. That adequate measures have been or will be taken to provide ingress and egress in a manner which minimizes pedestrian and vehicular traffic congestion in the public ways;
- e. That adequate parking, utilities, access roads, drainage and other facilities necessary to the operation of the special use exist or are to be provided; and
- f. That the special use and associated exceptions in all other respects conforms to the applicable regulations of this and other Village ordinances and codes.

As noted above, any motion on a decision by the ZBA should direct the Village Attorney to prepare written findings and determinations for the ZBA to consider and vote on at a subsequent meeting.

ATTACHMENTS

Attachment A: Application Materials

~~Attachment B: Public Correspondence Previously Included in PC Agenda Packet~~

~~Attachment C: Public Correspondence Received Since Posting of January 28, 2026, PC Agenda Packet~~

Attachment D: January 28, 2026, PC Meeting ~~Draft~~ Minutes Excerpt

ATTACHMENT A



Costa Kutulas
Director of Parks and Maintenance
Winnetka Park District
1380 Willow Road
Winnetka Illinois 60093

October 21, 2025

Scott Mangum
Director of Community Development
Village of Winnetka
501 Green Bay Road
Winnetka Illinois 60093

Dear Scott,

I am submitting this letter in support of our application for a Special Use Permit to install temporary fencing at Centennial Beach, which is located at 225 Sheridan Road.

As previously discussed, and as noted in our fencing permit application submitted in May, the Winnetka Park District seeks to install temporary fencing to allow for the continued use of the Centennial Off-Leash Dog Beach, which has been in operation since 1995. The proposed temporary fencing consists of two rows of chain-link fencing along the northern and southern boundaries of the dog beach.

As you are aware, the Park District has submitted a formal Special Use Permit application (Case No. 24-08-50: 225 Sheridan Road – Centennial Park and Beach), which includes plans for a future permanent design. While planning for that long-term solution continues, we are requesting a separate Special Use Permit for the temporary fencing to allow the off-leash dog beach to reopen to the community.

The Park District has submitted plans to the Illinois Department of Natural Resources (IDNR), the U.S. Army Corps of Engineers (USACE), the Illinois Environmental Protection Agency (IEPA), and the Cook County Department of Animal and Rabies Control (CCDARC). We are currently awaiting responses from three of these four agencies. Enclosed is the IEPA's letter confirming that our proposed plan will have no adverse impact on the site. The public comment periods for the IDNR and USACE permits have concluded, and we are awaiting their final determinations. Discussions with CCDARC are ongoing, and we anticipate confirmation of their review soon.

540 Hibbard Road, Winnetka, IL 60093
www.winpark.org

(847) 501-2040
Fax: (847) 501-5779



The proposed enclosed area will provide a safer, more controlled off-leash environment for dog owners while ensuring continued shoreline access for non-dog beach users, as required by state and federal agencies.

Enclosed with this letter are the following materials:

- Completed Special Use Permit Application – Centennial Park and Beach, 225 Sheridan Road
- Project narrative, including evidence that the proposed temporary fencing conforms to the six special use standards
- Copy of the deed showing ownership/Photos of the Property Site
- Current plat of survey
- Proposed temporary fencing/site plan
- Certificate of Appropriateness application
- Copy of the Response Letter from the IEPA

Both Shannon Nazzal and I are available to meet or answer any questions you or your staff may have. If a site visit would be helpful, please let us know, and we will be happy to arrange it.

We appreciate your time and consideration of this request and look forward to your review.

Sincerely,

Costa Kutulas
Director of Parks and Maintenance
Winnetka Park District

CC: Shannon Nazzal, Executive Director of the Winnetka Park District

VILLAGE OF WINNETKA, ILLINOIS
DEPARTMENT OF COMMUNITY DEVELOPMENT

SPECIAL USE PERMIT APPLICATION

Case No. _____

Property Information

Site Address: 225 Sheridan Road, Winnetka Illinois 60093

Applicant Information

Name: Winnetka Park District

Primary Contact: Costa Kutulas

Address: 540 Hibbard Road

City, State, ZIP: Winnetka, IL 60093

Phone No. 847-501-2052

Email: ckutulas@winpark.org

Architect Information

Name: The Lakota Group

Primary Contact: Scott Freres

Address: 1. E. Wacker Dr. Suite 2700

City, State, ZIP: Chicago, IL 60601

Phone No. 312-467-5445

Email: sfreres@thelakotagroup.com

Owner Information

Name: Winnetka Park District

Primary Contact: Shannon Nazzal

Address: 540 Hibbard Road

City, State, ZIP: Winnetka, IL 60093

Phone No. 847-501-2074

Email: snazzal@winpark.org

Attorney Information

Name: Meltzer, Purtill & Stelle LLC

Primary Contact: Harold W. Francke

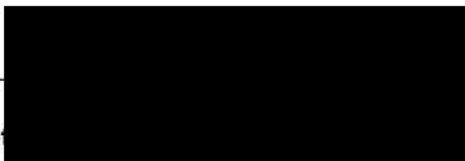
Address: 1450 American Lane, 19th Floor

City, State, Zip: Schaumburg, IL 60173

Phone No. 847-330-6068

Email: hfrancke@mpslaw.com

Applicant Signature: _____



Date: 10/21/2025

Property Owner Signa _____

Date: 10/21/2025

Printed Name of Owner: Shannon Nazzal



Application for Special Use Permit – Installation of Temporary Fencing at Centennial Beach

Project Narrative

The Winnetka Park District is requesting a Special Use Permit to install two rows of temporary fencing with access gates at Centennial Beach, which is located at 225 Sheridan Road. The proposed fencing will enhance the safety, compliance, and long-term sustainability of this popular recreational amenity, which has served Village residents and their pets for three decades.

The Centennial Dog Beach has operated since 1995 as an off-leash dog beach along the Lake Michigan shoreline. Due to Cook County Animal and Rabies Control requirements and feedback from the community, the Park District now seeks to formally enclose the dog area with durable, visually unobtrusive fencing that encourages dogs remain safely within the permitted zone while maintaining access for users and preserving the natural character of the lakefront. The proposed fencing will include double entry gates on both the north side and south side fence runs which are set 20' within the Park District's property lines. This design will allow continuous access for beach goers to traverse the beach with minimal impact to the beach user. The only impact would be the need for the beach user to walk through an access gate which is planned to remain unlocked for the duration of the year. As this is a public beach the beach goers have that ability to walk anywhere along Centennial Beach. The existing fencing at the top of the bluff is to remain with the current key fob controlled access gate.

The proposed new enclosed space will provide a safer, controlled dog beach area to allow for Centennial Beach users to enjoy the property with their four legged friends without needing a leash. As outlined in the drawings, our plan includes the installation of 48" high chain-link fencing running perpendicular to the shoreline. Double-entry gates are incorporated into both the north and south fence lines to satisfy leashing and unleashing requirements. This design also ensures shoreline access for non-dog beach users, as required by state and federal agencies.

The project includes:

- Installation of approximately 4-foot-high, chain-link fencing, set in from the Park District's property boundaries by 20' at both the north and south ends of the designated dog beach area;
- Gated access points that will make it possible for beach goers to walk the shoreline unimpeded;
- Double-gate systems at the beach level to prevent pets from escaping;



- Signage and rule boards consistent with the Park District's dog-use policies, and Cook County Department of Animal & Rabies Control regulations; and
- Minor site work to install fence posts without altering existing drainage, topography, or lakefront views (note: posts are anticipated to be installed into the clay without the need for concrete footings)

The fence is designed to comply with the requirements of all regulatory agencies and will not encroach upon private property, utilities, or environmentally sensitive areas. The Park District has submitted permit applications to the Illinois Department of Natural Resources (IDNR), United States Army Corps of Engineers (USACE), Illinois Environmental Protection Agency (IEPA), and Village of Winnetka, and it has requested a review of the proposed design by the Cook County Department of Animal & Rabies Control (CCDARC), to ensure the design meets the requirements of all regulatory agencies.

To date, we have heard back from the IEPA and they have submitted a response that the proposed project will not have an adverse effect on water quality. We are currently awaiting determinations from both the IDNR and USACE, who have completed their public comment phase of the application. The Park District has also had many conversations with the CCDARC regarding its review of our plan. We are still awaiting formal responses from all four agencies.

This project represents a low-impact safety enhancement to an established community facility, maintaining the cherished dog beach experience while meeting current public safety and regulatory standards.

Purpose and Intent

The purpose of the proposed fencing is to:

- Comply with Cook County Department of Animal & Rabies Control requirements for enclosed off-leash dog areas;
- Protect public safety by preventing dogs from leaving the designated area;
- Enhance user comfort and enjoyment by defining clear boundaries for off-leash recreation;
- Preserve Winnetka's lakefront resources through responsible management of park use; and
- Support the Park District's mission to provide safe and high-quality recreational opportunities for all residents.



The project aligns with the Village of Winnetka's Comprehensive Plan goals of maintaining and enhancing public open space, promoting environmental stewardship, and encouraging improvements that strengthen community amenities while protecting neighborhood character.

Special Use Permit Standards

In accordance with Section 17.56.010 of the Village of Winnetka Zoning Ordinance, the following responses confirm that the proposed special use meets each of the required standards for approval:

1. *"That the establishment, maintenance, and operation of the special use will not be detrimental to or endanger the public health, safety, comfort, morals, or general welfare;"*

The installation of fencing around the Centennial Dog Beach will enhance public safety and welfare by preventing dogs from straying outside the designated off-leash area. This measure supports compliance with Cook County animal control ordinances, reduces the potential for conflicts among park users, and improves supervision of dogs in a controlled, defined environment.

The fencing will be designed and maintained to ensure safety for all users. Signage will clearly communicate dog beach rules, hours, and requirements. These measures will promote responsible use of the dog beach and enhance the comfort and welfare of all visitors.

2. *"That the special use will not be substantially injurious to the use and enjoyment of other property in the immediate vicinity which are permitted by right in the district or districts of concern, nor substantially diminish or impair property values in the immediate vicinity;"*

The proposed fencing will not be detrimental to adjacent properties or diminish property values. The improvement is modest in scale and limited to Park District land already dedicated to recreational use.

The open chain-link fence design minimizes visual impact, maintaining transparency and preserving lake views. The fencing will not generate noise, traffic, or visual clutter. By addressing prior concerns about dogs exiting the beach or entering non-dog areas, the project is expected to improve neighborhood satisfaction and the enjoyment of nearby public and private properties.



3. *“That the establishment of the special use will not impede the normal and orderly development or improvement of other property in the immediate vicinity for uses permitted by right in the district or districts of concern;”*

The fencing will not impede normal or orderly development of surrounding properties. The project is an enhancement to an existing, long-standing community amenity and does not alter land use patterns or development potential in the area.

All work will occur within the established beach and park footprint. The fence design will respect existing utilities, shoreline stabilization efforts, and access routes, ensuring that future improvements or maintenance activities along the lakefront can continue unimpeded.

4. *“That adequate measures have been or will be taken to provide ingress and egress in a manner which minimize pedestrian and vehicular traffic congestion in the public ways;”*

Adequate ingress and egress already exist to serve Centennial Beach and the dog beach area. The proposed fencing will utilize existing pedestrian paths and beach access points, with no changes to vehicular circulation or parking.

Entry gates will be strategically located to provide safe, efficient user movement and will include double-gate systems where appropriate to prevent dogs from escaping. The proposed improvements will not cause pedestrian or vehicular congestion in public ways.

5. *“That adequate parking, utilities, access roads, drainage, and other facilities necessary to the operation of the special use exists or are to be provided;”*

The site already includes adequate parking, utilities, access roads, and drainage to support its operation. The fencing installation requires no new utilities or structural facilities.

The permeable design will not alter natural drainage or stormwater flow, and no impervious surfaces will be added. All work will comply with applicable stormwater and bluff stability standards. Coordination with the Illinois Department of Natural Resources, Illinois Environmental Protection Agency and U.S. Army Corps of Engineers will ensure that shoreline and environmental considerations are fully addressed.



6. *"That the special use in all other respects conforms to the applicable regulations of this and other village ordinances and codes."*

The proposed fencing will conform in all respects to all applicable Village of Winnetka ordinances, codes, and regulations regarding fence height, installation material, and setback requirements.

All required building and zoning permits will be obtained prior to installation (building permit for this work was already submitted to the Village earlier this year).

The Park District has coordinated with Village staff and outside regulatory agencies to ensure compliance with the Village's Lakefront and Bluff Ordinance, and to minimize environmental or visual impacts. The project will be executed in accordance with all construction, safety, and accessibility standards.

Conclusion

The Centennial Beach Dog Beach Fencing Project meets all six standards for Special Use approval under the Village of Winnetka Zoning Ordinance. It represents a thoughtful, low-impact improvement that will enhance public safety, maintain the integrity of the lakefront, and support the continued enjoyment of one of Winnetka's most beloved recreational amenities.

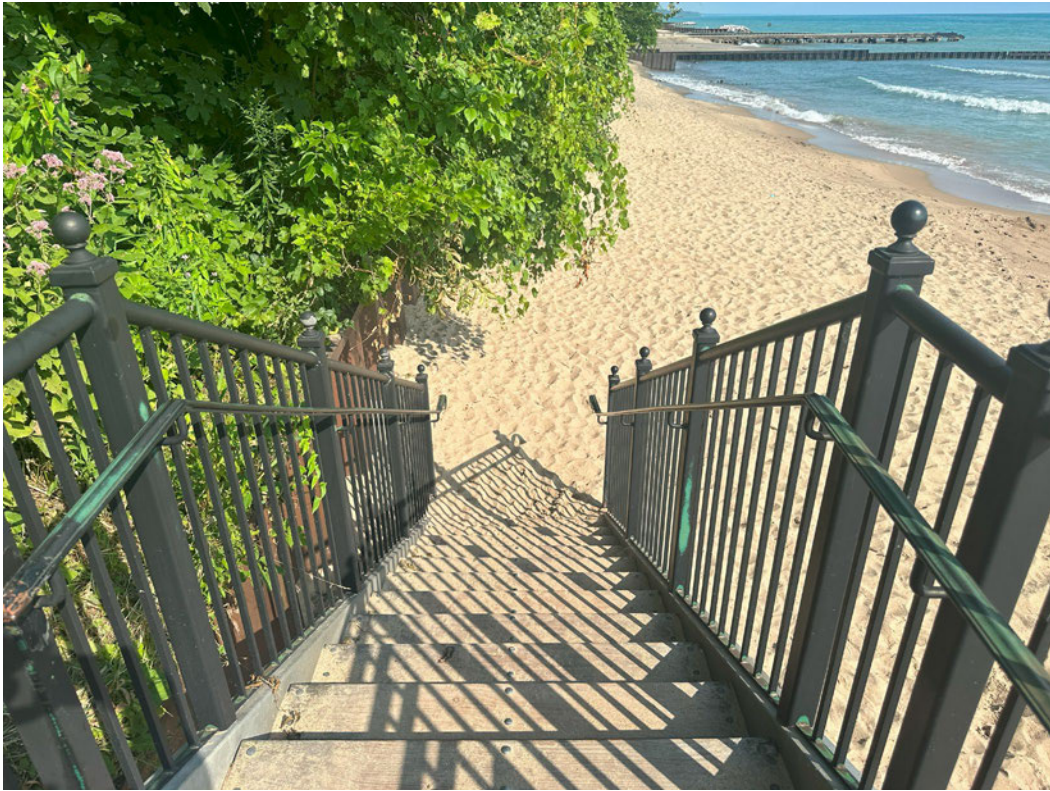
By granting the requested special use permit, with such conditions as the Village may deem necessary, the Village will be making it possible for the Park District to operate the dog beach and allow park users to use the dog beach without being deemed to be in violation of Section 6.08.020 of the Village Code, which requires dog owners to keep their dogs under control at all times by means of a leash, cord, chain or like device and prevent their dogs from running at large on property they don't own, including public property.



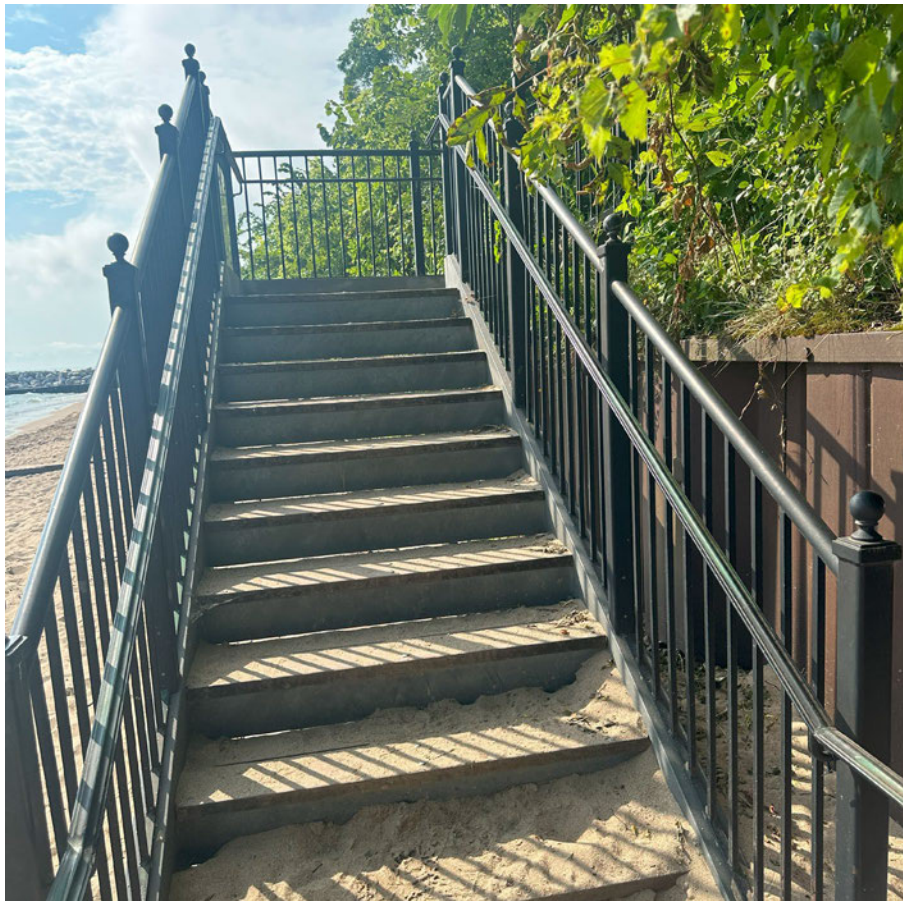
Dog Shower Amenities (Looking Northwest)



Dog Beach Access Gate (Looking East)



Dog Beach Access Stairs (Looking East)



Dog Beach Access Stairs Beach Level (Looking South)



Dog Beach Stairs Beach View (Looking West)



Dog Beach (Looking North)



North Seawall (Looking West)



North Seawall (Looking Northwest)



Dog Beach (Looking South)



Bog Beach (Looking South)



Dog Beach South Property Line (Looking West)



Dog Beach Seawall (Looking West)



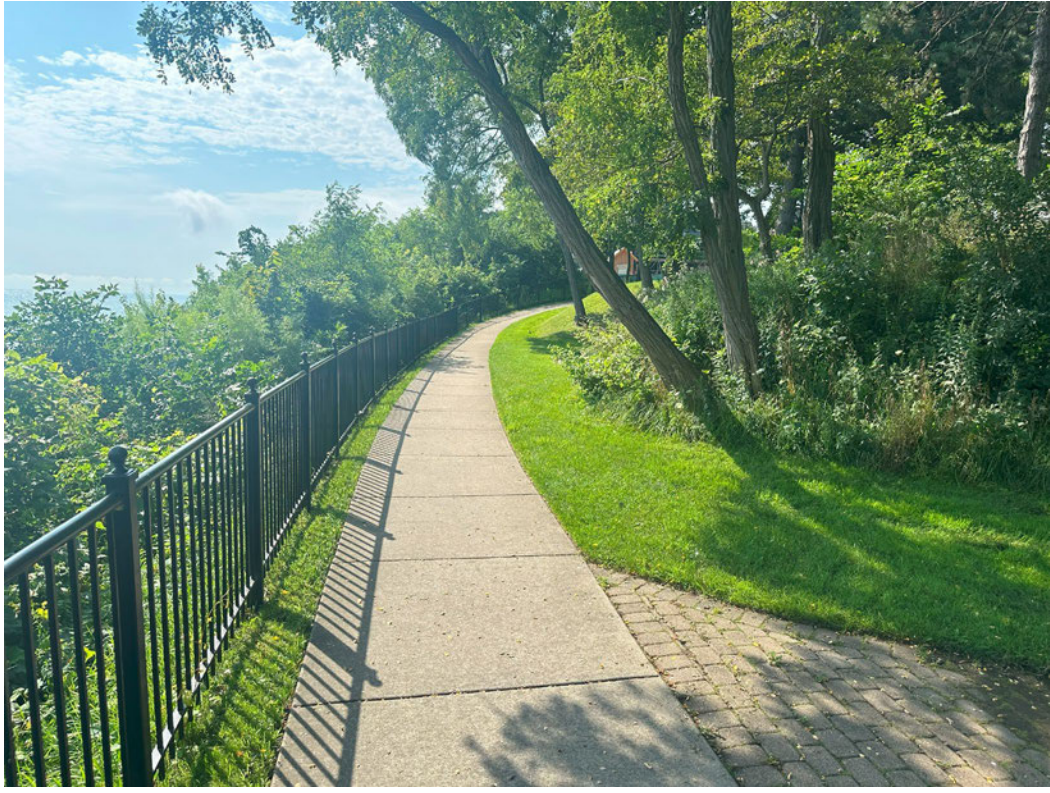
Mid-level Bluff Sidewalk (Looking South)



Mid-level Bluff Paver and Bench Area (Looking Southwest)



Mid-level Bluff Paver and Bench Area (Looking West)



Mid-level Bluff Sidewalk (Looking South)



Mid-level Bluff Sidewalk to Park Area (Looking West)



Upper Bench Southeast Section of Upper Parkland



Upper Park Sidewalk Southwest Corner of the Park (Looking East)



Upper Park Sidewalk South End (Looking East)



Upper Park (Looking South)



Upper Park (Looking East)



Upper Park Sidewalk (Looking North)



Upper Park Center East Side (Looking East)



Upper Park Center Overlooking Dog Entry Gate (Looking East)



Upper Park Sidewalk (Looking North)



Upper Park Area (Looking Southwest)



Upper Park Area (Looking Northeast)



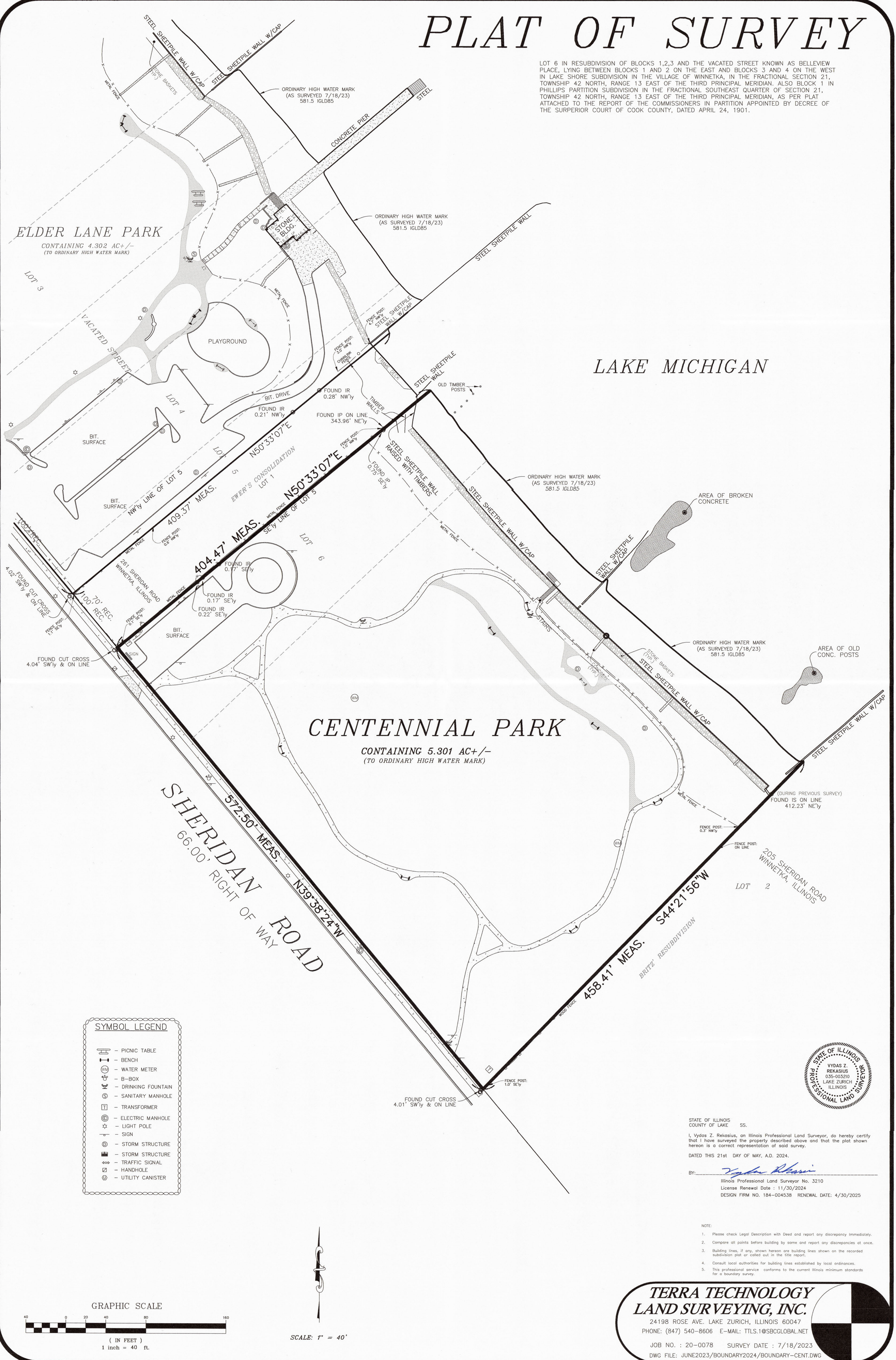
Upper Park Sidewalk (Looking Southwest)



Sheridan Road Sidewalk South side of Park (Looking North)

PLAT OF SURVEY

LOT 6 IN RESUBDIVISION OF BLOCKS 1,2,3 AND THE VACATED STREET KNOWN AS BELLEVUE PLACE, LYING BETWEEN BLOCKS 1 AND 2 ON THE EAST AND BLOCKS 3 AND 4 ON THE WEST IN LAKE SHORE SUBDIVISION IN THE VILLAGE OF WINNETKA, IN THE FRACTIONAL SECTION 21, TOWNSHIP 42 NORTH, RANGE 13 EAST OF THE THIRD PRINCIPAL MERIDIAN. ALSO BLOCK 1 IN PHILLIPS PARTITION SUBDIVISION IN THE FRACTIONAL SOUTHEAST QUARTER OF SECTION 21, TOWNSHIP 42 NORTH, RANGE 13 EAST OF THE THIRD PRINCIPAL MERIDIAN, AS PER PLAT ATTACHED TO THE REPORT OF THE COMMISSIONERS IN PARTITION APPOINTED BY DECREE OF THE SUPERIOR COURT OF COOK COUNTY, DATED APRIL 24, 1901.



ELDER LANE PARK
CONTAINING 4.302 AC +/-
(TO ORDINARY HIGH WATER MARK)

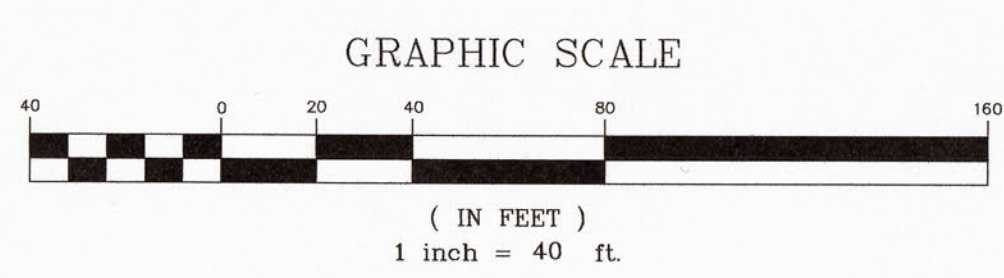
LAKE MICHIGAN

CENTENNIAL PARK
CONTAINING 5.301 AC +/-
(TO ORDINARY HIGH WATER MARK)

SHERIDAN ROAD
66.00' RIGHT OF WAY

SYMBOL LEGEND

	PICNIC TABLE
	BENCH
	WATER METER
	B-BOX
	DRINKING FOUNTAIN
	SANITARY MANHOLE
	TRANSFORMER
	ELECTRIC MANHOLE
	LIGHT POLE
	SIGN
	STORM STRUCTURE
	TRAFFIC SIGNAL
	HANDHOLE
	UTILITY CANISTER



SCALE: 1" = 40'



STATE OF ILLINOIS
COUNTY OF LAKE SS.

I, Yudas Z. Rekasius, an Illinois Professional Land Surveyor, do hereby certify that I have surveyed the property described above and that the plat shown hereon is a correct representation of said survey.

DATED THIS 21st DAY OF MAY, A.D. 2024.

By: *Yudas Z. Rekasius*
Illinois Professional Land Surveyor No. 3210
License Renewal Date : 11/30/2024
DESIGN FIRM NO. 184-004538 RENEWAL DATE: 4/30/2025

- NOTE:**
- Please check Legal Description with Deed and report any discrepancy immediately.
 - Compare all points before building by some and report any discrepancies at once.
 - Building lines, if any shown hereon are building lines shown on the recorded subdivision plat or called out in the title report.
 - Consult local authorities for building lines established by local ordinances.
 - This professional service conforms to the current Illinois minimum standards for a boundary survey.

TERRA TECHNOLOGY LAND SURVEYING, INC.
24198 ROSE AVE. LAKE ZURICH, ILLINOIS 60047
PHONE: (847) 540-8606 E-MAIL: TTLS.1@SBCGLOBAL.NET

JOB NO. : 20-0078 SURVEY DATE : 7/18/2023
DWG FILE: JUNE2023/BOUNDARY2024/BOUNDARY-CENT.DWG

THE LAKOTA GROUP.

1 East Wacker Drive
Suite 2700
Chicago, Illinois 60601
p 312.467.5445
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thelakotagroup.com

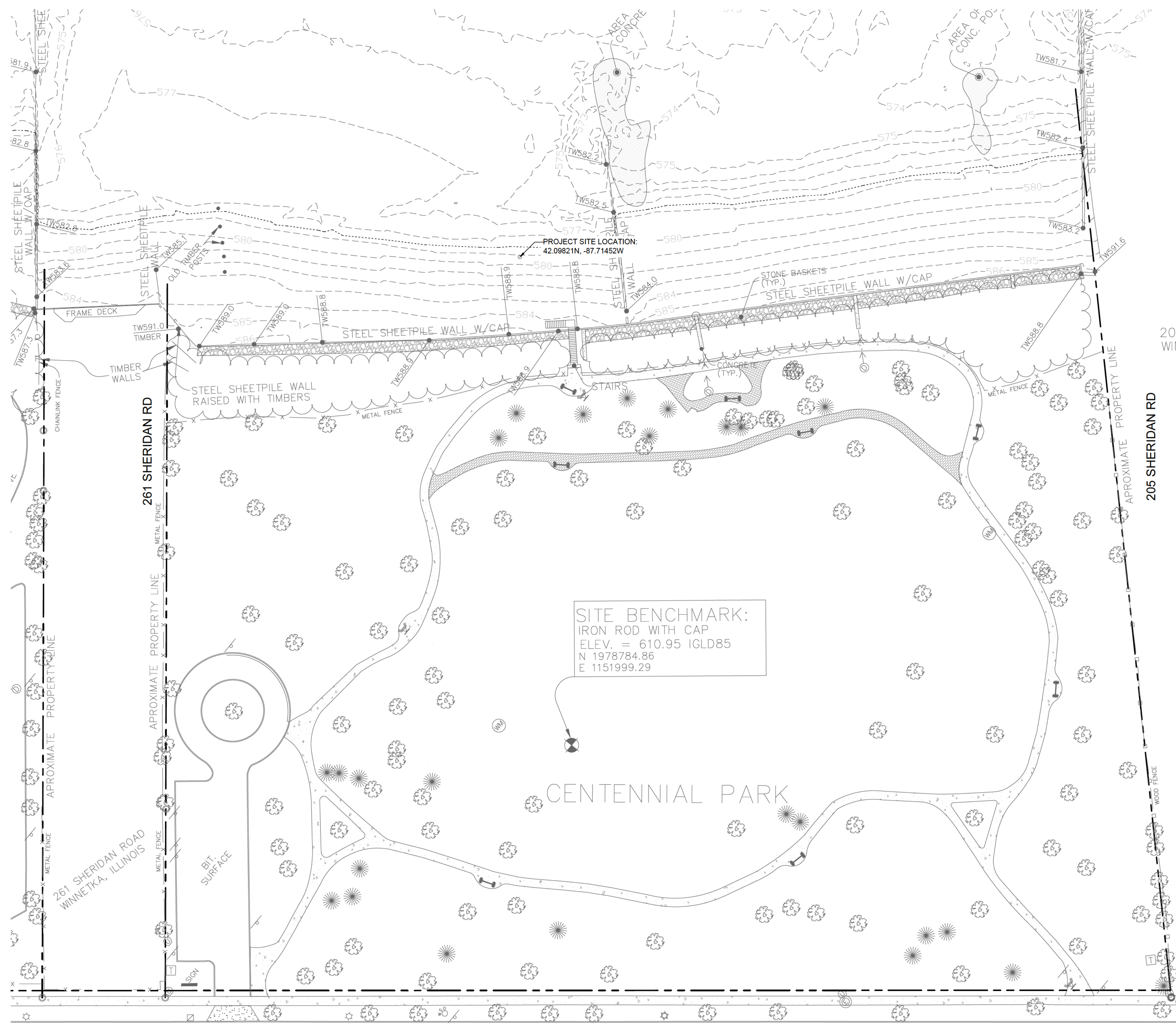
PREPARED FOR
Winnetka Park District

540 Hibbard Rd
Winnetka, IL 60093

CENTENNIAL DOG BEACH

Temporary Dog Beach Fencing

225 Sheridan Rd
Winnetka, IL 60093



205 SHERIDAN ROAD
WINNETKA, ILLINOIS

SHERIDAN ROAD

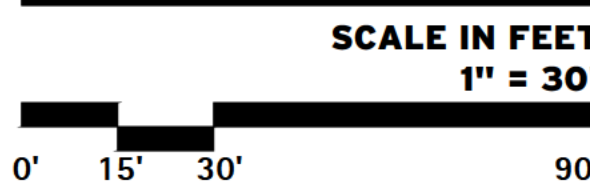
It's smart. It's free. It's the law.

Call before you dig.
811

ISSUED FOR PERMIT
April 25, 2025
REVISIONS

No	Date	Issue

VICINITY MAP



NORTH SHEET NUMBER
L1.0
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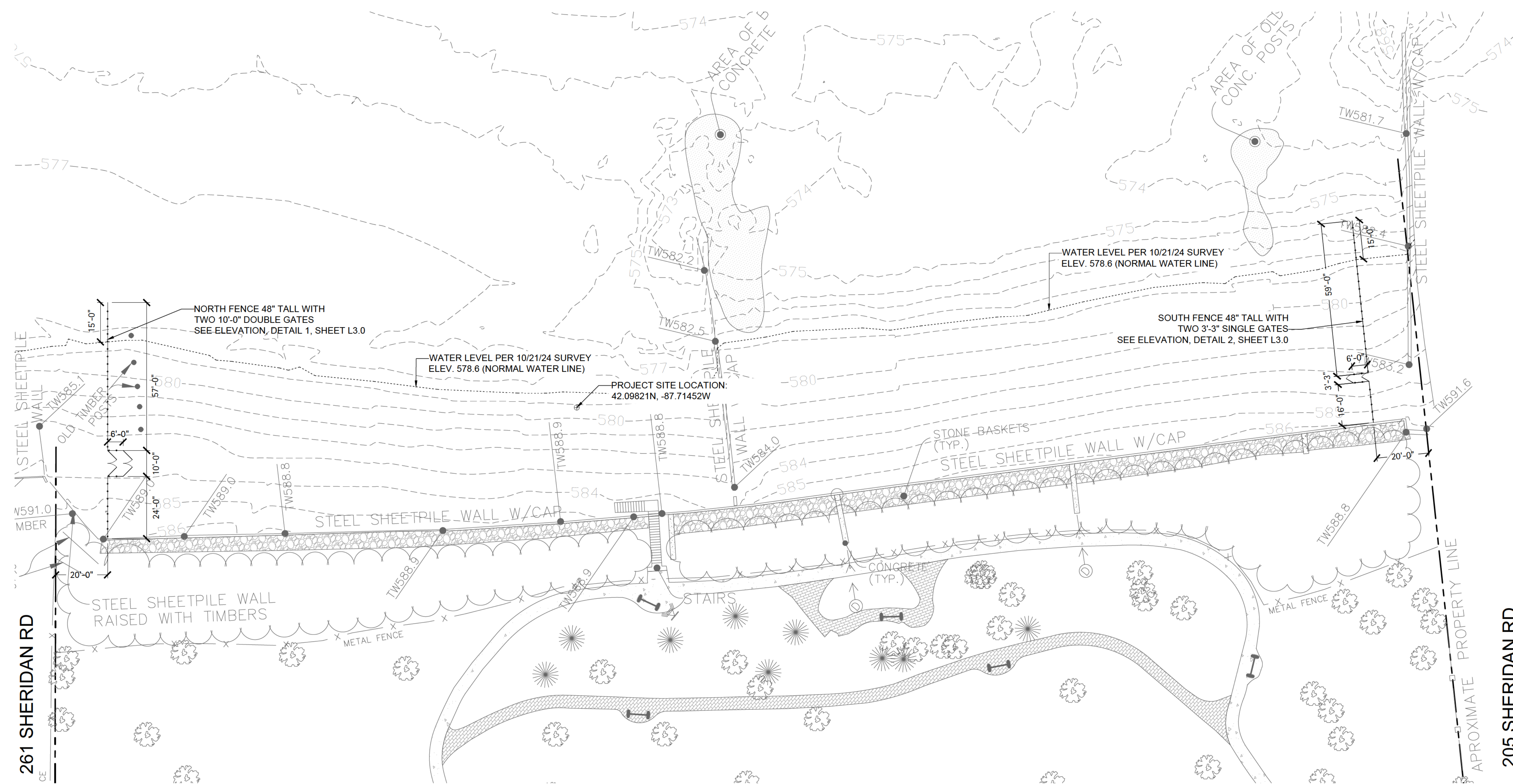
PREPARED FOR
Winnetka Park District

540 Hibbard Rd
Winnetka, IL 60093

CENTENNIAL DOG BEACH

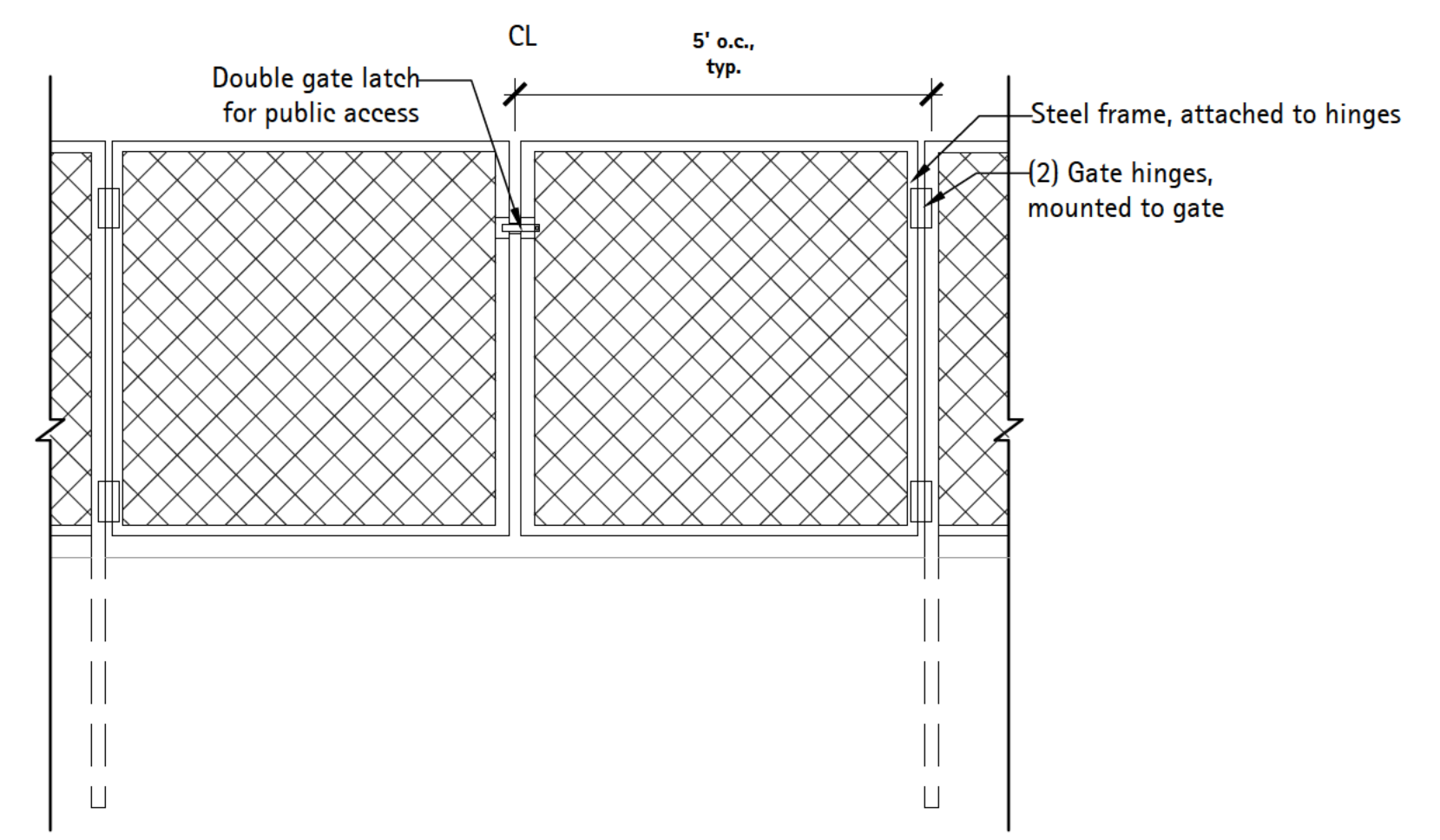
Temporary Dog Beach Fencing

225 Sheridan Rd
Winnetka, IL 60093

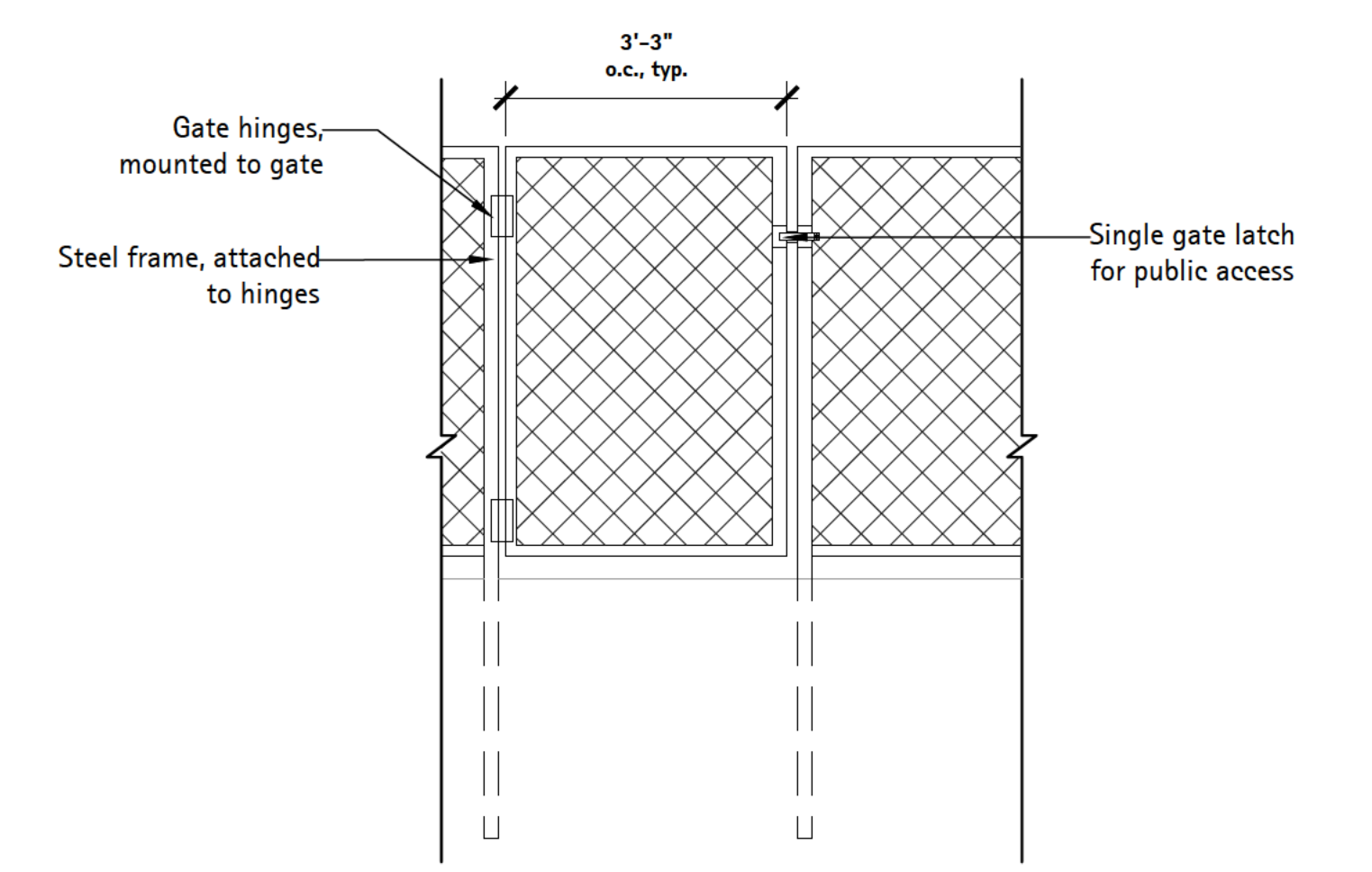


261 SHERIDAN RD

205 SHERIDAN RD



1 Double Access Gate at Dog Beach - Elevation
Scale: 1/2" = 1'-0"



2 Single Access Gate at Dog Beach - Elevation
Scale: 1/2" = 1'-0"

It's smart. It's free. It's the law.

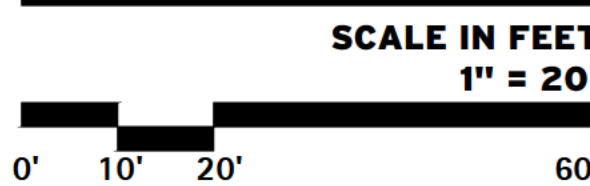
Call before you dig. 811

Call Before You Dig
TOLL FREE
ONE-CALL SYSTEM

ISSUED FOR PERMIT
April 25, 2025
REVISIONS

No	Date	Issue

SITE FENCING PLAN



NORTH

SHEET NUMBER

L2.0

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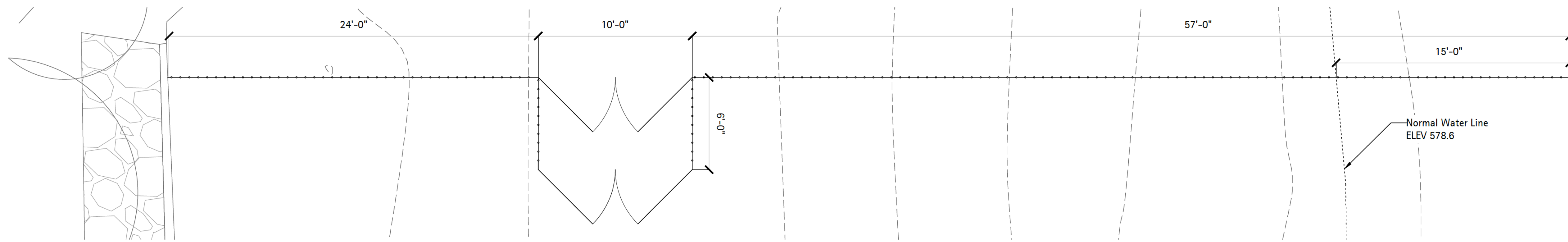
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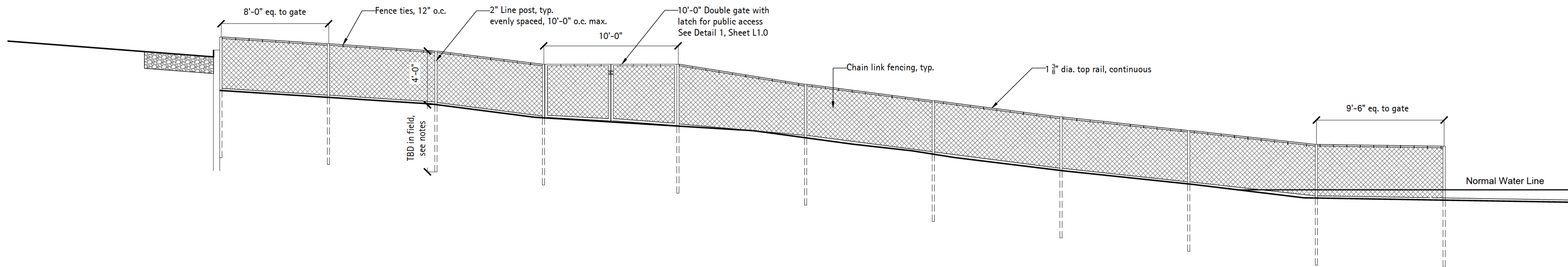
PREPARED FOR
Winnetka Park District
540 Hibbard Rd
Winnetka, IL 60093

CENTENNIAL DOG BEACH Temporary Dog Beach Fencing

225 Sheridan Rd
Winnetka, IL 60093

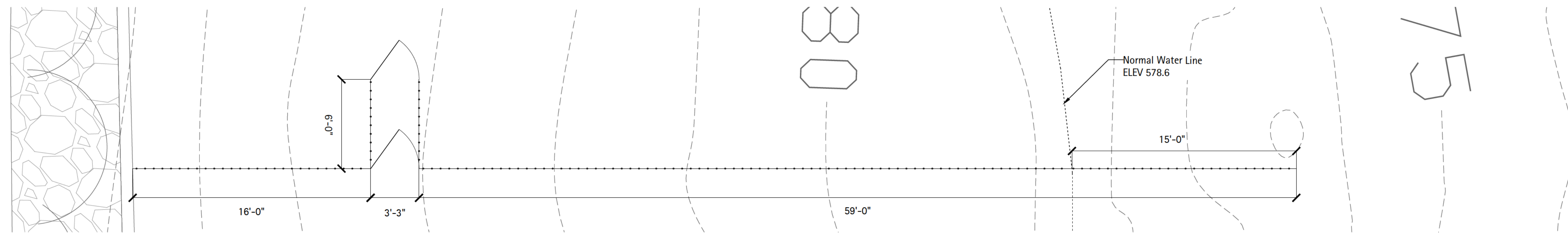


Plan

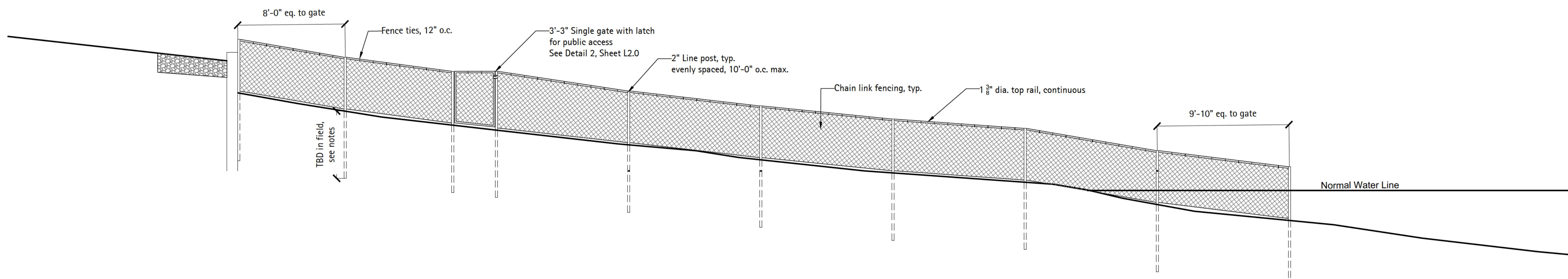


1 Elevation - North Dog Beach Fence
Scale: 1/4" = 1'-0"

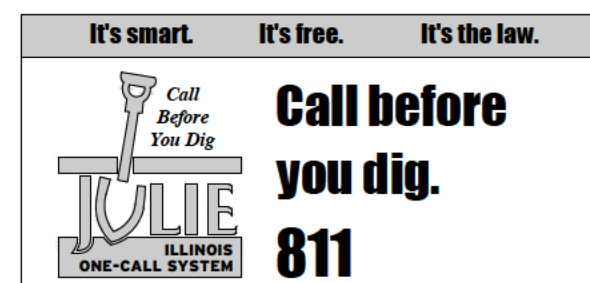
- Notes:
1. Steel top rail to run continuously over multiple posts.
 2. Posts to be driven into the sand and underlying clay until refusal. Posts will then be cut 48" above the sand line



Plan



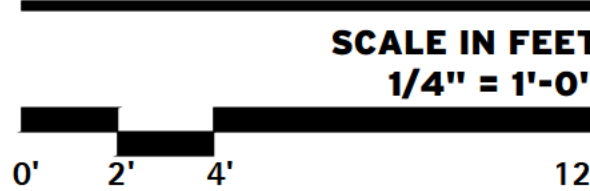
2 Elevation - South Dog Beach Fence
Scale: 1/4" = 1'-0"



ISSUED FOR PERMIT
April 25, 2025
REVISIONS

No	Date	Issue

FENCE ELEVATIONS



NORTH SHEET NUMBER

L3.0
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ATTACHMENT D

Minutes adopted 2-25-2026

WINNETKA PLAN COMMISSION MEETING MINUTES EXCERPT JANUARY 28, 2026

1
2
3
4 **Members Present:**

Layla Danley, Chairperson
Jonathan Alt
Christopher Blum
Matthew Bradley
Mamie Case
Chris Enck
King Poor
Kate Van Vlack

12
13 **Members Absent:**

Cyrus Subawalla

14
15 **Non-Voting Members Present:**

Bridget Orsic

16
17 **Village Staff:**

Scott Mangum, Community Development Director
Ann Klaassen, Assistant Director of Community
Development
Christopher Marx, Associate Planner

18
19
20
21
22 **Village Attorney:**

Peter Friedman
Courtney Trefil

23
24
25 ***

26
27 **New Applications:**

28 a. **Case No. 25-28-SU: 225 Sheridan Road - Centennial Beach: An application seeking approval of a**
29 **Special Use Permit to allow installation of fencing on the existing beach. The Village Council has final**
30 **jurisdiction on this request.**

31 Peter Friedman outlined the public hearing requirements and procedures to be followed in connection
32 with the Centennial Beach agenda item.

33 Ms. Klaassen summarized the Park District's proposal to install two chain link fences to provide an
34 enclosed area for off leashed dogs for review by the Commission with the applicant seeking a
35 recommendation of approval for a special use permit. She identified the Commission's role in the review
36 and summarized the administrative and public review processes and referred to a table for the
37 Commission's review. Ms. Klaassen noted the proposed fences' appearance is not within the
38 Commission's purview and would be reviewed by the Design Review Board ("DRB").

39
40 Ms. Klaassen stated since the property is located on Lake Michigan, it would be subject to lakefront
41 construction and steep slope regulations and noted the proposed fencing is not located within the steep
42 slope zone. She then summarized the lakefront construction regulations and the review and permit
43 approval procedures as well as the public trust doctrine. Ms. Klaassen then identified the property's
44 location and zoning classification which is located in the lakefront preservation overlay district. She stated
45 public parks and recreational facilities are allowed as a special use in the R-2 district and summarized the
46 appropriate Comprehensive Plan and land use designations.

47
48 Ms. Klaassen referred to beach images in an illustration and identified the existing improvements with the

1 applicant to provide additional detail relating to the proposed two rows of chain link fencing which she
2 described in detail to the Commission as well as the existing dog beach use and its access. She also
3 summarized the Zoning Ordinance amendment relating to the refinement of the front lot line along the
4 lake. Ms. Klaassen noted that at 4 feet in height the proposed fences comply with the maximum permitted
5 height of 6.5 feet. She then informed the Commission the ZBA is scheduled to consider the special use
6 permit at its February 9, 2026, meeting and the DRB is scheduled to consider a Certificate of
7 Appropriateness for the design of the proposed fencing on February 19, 2026, with the Village Council
8 having final jurisdiction.

9
10 Ms. Klaassen stated the Commission is to consider the six special use standards included on page 19 of
11 the agenda packet and following the applicant's presentation, public comment and Commission
12 discussion, the Commission may decide to: (i) act on the application with a recommendation, (ii) direct
13 Village staff and the Village Attorney to prepare a draft recommendation with or without conditions and
14 written findings and determinations for consideration at a subsequent meeting, (iii) direct the applicant
15 or Village staff to provide new or additional information in connection with the application or (iv) take
16 such other action as may be permitted by law. She then asked if there were any questions.

17
18 Chairperson Danley also asked if there were any questions. Ms. Van Vlack asked if dogs have ever been
19 allowed off leash on the property before there was a fence. Ms. Klaassen responded there has not been
20 a special use permit approved for that and there are leash laws. She then stated she could not answer as
21 to whether Cook County considered it a dog park or a dog friendly area. Mr. Blum referred to recreation
22 as a permitted use and asked if the request had to be approved or meet those qualifications. Ms. Klaassen
23 confirmed the request for the proposed improvements had to meet the six special use standards. No
24 additional questions were raised at this time.

25
26 Chairperson Danley swore in those speaking to this matter. Hal Francke of Meltzer Purtil and Stelle
27 introduced himself as the Park District's attorney and provided an overview of their presentation to the
28 Commission. He noted they attempted to address in their presentation the public comment already
29 received with the expectation of more public comment to be made. Mr. Francke then described the dog
30 beach as a community amenity and that the request would allow the Park District to continue to operate
31 the dog beach in accordance with law and the legal regulations as well as allow users of the dog beach in
32 compliance with the law. He stated the proposed fencing would further public safety and maintain
33 shoreline access and connectivity along the lakefront and would not require any zoning variation requests.

34
35 Mr. Francke then provided an overview of the Winnetka leash law as well as a detailed summary of the
36 Cook County regulations. He also referred to Illinois state law and language in the Illinois Animal Control
37 Act. Mr. Francke stated Costa Kutulas, Director of Parks and Maintenance for the Park District, would now
38 provide the Commission with a history of the Centennial dog beach.

39
40 Costa Kutulas stated he would provide a history of the dog beach which was established in 1995. He noted
41 the Park District installed temporary chain link fencing from 2009-2015 similar in design to the proposal
42 which did not require permits. Mr. Kutulas stated the Winnetka Master Plan for the lakefront was then
43 undertaken from 2014-2016 with the decision to remove the deteriorating fence. He outlined the creation
44 of the dog beach committee to review other beach locations to relocate the Centennial dog beach and its
45 findings. Mr. Kutulas stated in 2023, their staff was directed by the Executive Director to install the
46 temporary fencing which was pulled due to improper permitting. He noted the Park District board adopted
47 the ordinance requiring leashes at the beach. Submittals to the IDNR and the Army Corp of Engineers
48 ("ACOE") for the permit request were made in April 2025. Mr. Kutulas stated following the fence and

1 debris cleanup, he referred to approvals received from the IDNR and other agencies for their permit
2 process with the ACOE and Cook County approvals to follow shortly.

3
4 Mr. Kutulas then described the project overview which included delineation between a temporary
5 Centennial dog beach versus Centennial dog beach fencing. He also described the proposed fencing in
6 detail which would have a 4 foot height and extend approximately 15 feet into the lake. Mr. Kutulas then
7 referred to illustrations of the prior fencing from 2010 as well as illustrations of the proposed fencing
8 which he described in detail. Mr. Kutulas then outlined the existing parking conditions with no change in
9 use being proposed and described the dog season timeline and timeline of average use. He also described
10 neighboring dog beaches and their uses in detail. He then summarized the project's regulatory review
11 process as well as their responses to the first round of review comments. Mr. Kutulas stated Mr. Francke
12 would now address the public trust doctrine and additional finer project points.

13
14 Mr. Francke stated in response to the public concerns raised, he referred to the public trust doctrine
15 summary and provided additional information in that regard. He noted it stated that the state cannot sell
16 submerged land to a private party, but it can permit its improvement with structures such as wharfs, docks
17 and piers that improve the use of the lake for public purposes without impairment of the public's interests.
18 He stated based on its provisions, the IDNR issued the permit previously referenced and reviewed the
19 Park District's application and concluded that allowing the proposed fencing would not obstruct or
20 interfere with navigation, is an acceptable encroachment per the Park District code, it would not impair
21 the rights, interests or uses of the public and is not likely to cause bank or shoreline instability or other
22 littoral properties. Mr. Francke further described additional provisions from the doctrine and summarized
23 in detail the applicant's response that the special use standards have been satisfied. He asked for the
24 Commission to recommend approval of the fencing and for the entire application to be concluded quickly
25 so that the fencing can be installed. Mr. Francke then asked if there were any questions.

26
27 Chairperson Danley asked the Commission Members if they had any questions. Ms. Van Vlack asked if
28 there is any record of unintended interactions between dogs and humans in the event additional security
29 measures are needed. Mr. Francke responded there have been no concerns at the Park District level
30 although there may have been testimony in the public comments received. Ms. Van Vlack asked what the
31 depth of the water is where the 15 feet of fence is in the water. Mr. Kutulas stated there have been no
32 documented records of interactions with dogs or citations although there were concerns which led to the
33 fence being installed in 2009 at Elder Lane Park, which has been closed for the last five years. He added
34 the water depth at the end of the 15 feet would range from 1 to 1.5 feet.

35
36 Ms. Van Vlack noted dog park regulations require four enclosed walls and water is not a barrier. She stated
37 to call the area a dog park would not then be accurate in terms of Cook County regulations. Mr. Francke
38 stated the word "enclosed" is used in the Cook County regulations but is not defined and the question
39 related to the lake being considered as part of the enclosure. He then identified several similar examples
40 of other dog beaches having the fourth side barrier being the lake. Ms. Van Vlack questioned whether it
41 would need to be redefined as a dog friendly park. Mr. Francke stated the term "dog friendly park" is not
42 clearly defined and having the fence extend across the length of the shoreline to serve as the fourth barrier
43 is not desirable. Ms. Van Vlack stated they have to determine which rules need to be defined and applied.

44
45 Trustee Orsic referred to the 2010 photo and fence and asked if the new fence would be in the same exact
46 location. Mr. Kutulas explained that the fence in the photo is approximately 20-30 feet south of the
47 proposed fence location. He noted to enlarge it and keep it more close to what it is or what it was
48 originally to go further to the north. Mr. Kutulas stated by design that it is very similar. He noted it would

1 be smaller than the previous dog park by approximately 40 feet.

2
3 Mr. Blum asked if the proposal is for a dog park or for a dog friendly area. Mr. Francke explained the
4 differences in the language between the Cook County ordinance for a dog park and the Village ordinance
5 which did not distinguish between the two terms of off leash dogs or a dog friendly area. He confirmed
6 the Park District wanted to be in compliance with the law. Mr. Blum then referred to the second and fifth
7 standards and whether the lake is considered as a second property. Mr. Francke responded the
8 application of special uses standards for adjoining properties are those that are used, occupied and
9 enjoyed by neighbors. He confirmed there is fencing in the Lake Bluff example which is not a chain link
10 fence with the remaining examples to have at least one chain link portion. Mr. Kutulas explained how the
11 dog beach operated seasonally. He also summarized in detail the survey response for the dog beach
12 location.

13
14 Ms. Case asked if other municipalities have gates in terms of traversing the beach. Mr. Kutulas referred to
15 Lake Bluff and identified a gate on the southbound side and described security procedures in other
16 locations. Mr. Bradley asked when the Cook County regulation was passed. Mr. Kutulas responded the
17 Park District was made aware in 2021 or 2022 that they were out of compliance with the county. Mr.
18 Bradley asked why the Park District put their ordinance into effect to disregard it, and for over 30 years
19 there has been negligence by multiple entities in terms of being aware of Cook County regulations that
20 required dog beaches to operate. Mr. Kutulas explained how they sought to become compliant in 2009
21 when the fence was put in place to have a north safety boundary and to ensure they are following the
22 proper permitting and procedures. Mr. Francke added the dog beach had already been operating after
23 the ordinance went into effect in 2010 and could be perceived as being grandfathered in. Mr. Bradley
24 asked why two gates are needed. Mr. Kutulas explained the reasoning for the off-leashing and on-leashing
25 area in a secured area. He also explained the rationale for the distance of the 15 feet of fencing into the
26 water and the rationale for having 240 linear feet of shoreline as opposed to the 170 feet decided on the
27 Park District Master Plan. He then explained how the request complied with the first two standards
28 although residents are required to pass through two gates to gain access to the beach through the dog
29 beach with compliance including the installation of signage. He referred to the number of obstructions
30 which prevent people from walking along the shoreline. Mr. Francke also stated the Commission has the
31 ability to recommend conditions relating to this concern.

32
33 Mr. Poor referred to other chain link fences at other dog beaches and to a letter submitted which stated
34 that none of them protrude 15 feet into the water. Mr. Francke confirmed they all have fencing at some
35 level and the Gillson Beach photo was taken at a time of year when the fence was not in the water. No
36 additional questions were raised at this time.

37
38 Chairperson Danley asked for public comment and for the comments to focus on issues which have not
39 been raised. She then swore in those speaking to this matter.

40
41 John Root referred to Section 6.8.20 of the Village ordinance prohibiting dogs from running at large. He
42 stated an exception to the ordinance would be approved to have this fence and referred to a photo of
43 Gillson Beach which showed a fence at the water line. Mr. Root also referred to photos of other beaches
44 where the fences do not extend into the lake.

45
46 Joanna Karatzas from Winnetka described the plans for the off leash dog beach as vague and misleading
47 and she read her statement into the record. She asked for the special use permit to be denied.

48

1 Laurie Peterson read Mary Garrison's letter into the record who asked for the special use permit request
2 to be denied.

3
4 Mark Hecht from Winnetka described the proposed plan as an ill-conceived use of Village and Park District
5 property with there being better ways to handle the issue. He suggested entirely prohibiting dogs from all
6 lakefront property during regular swimming hours and allow everyone to freely use the entire lakefront.
7 Mr. Hecht also suggested the use of stone jetties with the suggestion that these alternatives be used for
8 a couple of years to determine if they are effective.

9
10 Jude Overly, a 33 year Fuller Lane resident, stated she has never seen any aggressive behaviors over her
11 years of using the beach and there is no need to have a fence to protect dogs and residents. She described
12 incidents of dogs having issues with fences. Ms. Overly referred to one particular non-Winnetka resident
13 who hoped for the fence and asked for the application to be denied and for the dog beach to be left open
14 for all residents and their dogs.

15
16 Susie Schreiber, past Park District commissioner and a past member of this Commission, read a statement
17 into the record which referred to the numerous amount of accidents and deaths in Illinois beach state
18 parks and along the shorelines as well as the lack of Illinois shoreline safety regulations. She concluded by
19 asking for the terminology of shoals not to be used in reference to Centennial beach.

20
21 Irene Smith, a 40 year Winnetka resident, referred the Commission to a photo of Centennial Beach and
22 described the Park District's convoluted proposal to have a fence in the lake. She stated creating a cage
23 for the limited number of Winnetka pass holders did not make sense. Ms. Smith stated the waters are
24 navigable and did not contain shoals and asked for the special use permit be denied.

25
26 Angie Dahl, a 40 year Winnetka resident, stated she has served as a Park District President and on several
27 Village advisory boards. She described the unsafe and impassable condition of the beach which has
28 occurred over the years. Ms. Dahl stated when the public went to the IDNR to ask for clarification with
29 regard to several lakefront matters, the response was that the Village could have denied all of the
30 approvals since the Village has final jurisdiction over the lakefront. She then referred to the amount of
31 complaints with regard to the proposal and asked the Commission to deny the request.

32
33 Alexandra Nichols, 900 Mt. Pleasant, stated there are serious safety concerns with fences at the dog beach
34 and there has been a violation of the doctrine of public use. She then read her statement into the record
35 and asked for the special use permit be denied.

36
37 Peggy Martay, a 50 year Winnetka resident, read her statement into the record and asked for the special
38 use permit to be denied.

39
40 Steve Juliusson, a 20 year Winnetka resident, read his statement into the record and asked for the special
41 use permit to be denied.

42
43 Susan Curry, 375 Hawthorn, stated the dog beach and park are important to the community and the
44 described discussions relating to moving some of those facilities to other parts of the area as off. She
45 described the dog beach as a family beach and stated they can all come together find a way for everyone
46 to enjoy the beach. Ms. Curry also stated she had not heard of any issues regarding safety or security with
47 there being diversity across the waterfront and concluded nothing needed to be changed.

48

1 Katie Stevens referred to the restrictive covenant signed between Orchard 2020 and the Park District
2 which did not include a fence permit at that time and would freeze Centennial Beach's use for 50 years.
3 She stated the fencing may become permanent and may end up on private land with a land swap. Ms.
4 Stevens also referred to access limitations with fencing becoming a nuisance and referred to specific code
5 requirements.

6
7 David Stevens, Winnetka resident, referred to the referenced water depth which would be well over 3
8 feet and would present a restriction in terms of those who want to use the beach.

9
10 Ted Wynnychenko asked for the special use permit to not be approved and referred to the half-truths
11 being presented at this meeting. He also referred to fences and restrictions at other beaches, the lack of
12 shoals, etc. Mr. Wynnychenko questioned the Park District's right to put a fence across the high water
13 mark area and referred to the binding exchange agreement in place with regard to the overlay district
14 requirements which would result in private land ownership.

15
16 Melissa Meizel, a 30 year Winnetka resident, referred to the 460 linear foot proposal and contemplated
17 use by dog owners which she described as an excessive allocation of resources. She also referred to
18 whether it would be a dog beach, dog park and that "temporary" would result in "until further notice."
19 Ms. Meizel stated there has been no investigation in connection with fences at other beaches other than
20 the one which supported the applicant's position. She concluded they are being treated with ambiguity,
21 obfuscation, distortion, etc. and asked for the special use permit to be denied. No additional comments
22 were made at this time.

23
24 Chairperson Danley closed public comment and asked the applicant if they would like to respond at this
25 time.

26
27 Mr. Francke clarified the reason as to why Mr. Kutulas explained the term "temporary fencing" in some
28 places and not others. He also stated with regard to the plan being presented in bits and pieces, the Park
29 District is working on plans for Elder and Centennial Beaches following the Commission's consideration of
30 the prior plan in 2025 which is what was intended by the term "temporary." Mr. Francke also referred to
31 the written comment relating to guidelines with regard to temporary approval which the Park District
32 would not be opposed to. He stated with regard to the dog beach size, if these concerns are shared and
33 recognizing the shared beach and making it a condition that the Park District explore alternatives including
34 a design which did not require pass through. Mr. Francke stated there are alternatives to address a
35 number of responses made.

36
37 Chairperson Danley called the matter in for discussion and summarized the issue presented to the
38 Commission as to whether the fencing met the standards. Mr. Alt stated he would not be in favor for a
39 number of reasons and referred to the waste of time and money the Park District continued to bring to
40 the Commission and others. He stated while the presentation was strong, he asked the applicant to put
41 together a plan that is safe and would work for the community. Ms. Van Vlack stated the Commission
42 should not decide what the dog beach should be called and although delineation would have been helpful,
43 she identified the tasks the Commission is to consider. She stated based on the presentation, it is not clear
44 that the proposal met that documented necessity and she also had an issue of approving an item
45 categorized as temporary. Ms. Van Vlack concluded she would not vote in favor of the request.

46
47 Mr. Enck agreed with the comments made and stated generally, if a fence is needed for use separation
48 but it is only three sided, it did not meet that requirement and no one wants a four sided fence. He stated

1 extending the fence an arbitrary distance into the lake did not solve the issue. Ms. Case agreed with the
2 comments made and stated standards (a) and (b) have not been met. She stated she is concerned with
3 regard to safety in terms of the fence in the water and having to go through four air locks to get to the
4 beach. Ms. Case stated the Commission is being asked to approve something in a vacuum when they do
5 not know what the rest of the proposal would be. Mr. Blum agreed with the comments made and
6 indicated the ZBA may address the issue of increased parking. He then referred to the restrictive covenant
7 issue and asked that they find a path forward to get the beaches open. Mr. Blum concluded most of the
8 standards have not been met and asked the Village Attorney to draft language which outlined the
9 Commission's opposition.

10
11 Mr. Poor stated he came to the similar conclusion as the rest of the Commission Members and described
12 his use of the dog beach. He stated a 15-foot fence in the lake would present security issues for dogs who
13 love the water. Mr. Poor stated the dog beach existed prior to 2010 and worked well. He described the
14 risks and safety issues a 15-foot fence presented and the request did not satisfy the first two standards
15 and he would vote against the request. Mr. Bradley stated there may be a call for everyone to work
16 towards a temporary condition and viable path which would bide some time in connection with the issues
17 between the prior plan and future plans for Centennial and Elder Beaches. He stated a strict standard
18 interpretation of the standards would put a zero sum solution on the table. Mr. Bradley stated the beaches
19 cannot be left alone and littoral drift among other issues needed to be addressed. He concluded by stating
20 a short term solution needed to be reached while a longer term plan can be achieved. The Commission
21 Members agreed a solution is needed.

22
23 Trustee Orsic informed the Commission dog beach pass owners came to a Village Council meeting and
24 stated they are not in favor of fences or wedded to this location. She stated while there has not been a
25 fence there for a period of time, she referred to the dangers of having children and dogs play in the water
26 with a submerged fence. Trustee Orsic referred to the wood slat temporary fence at Highland Park and
27 agreed a solution needed to be reached for Elder Beach to be opened. Chairperson Danley agreed with
28 Mr. Bradley's comments and reiterated her statement at the time the entire plan was presented to the
29 Commission is that in making a decision, they all want the beaches to be open. She stated she is concerned
30 with the first two standards and referred to the safety concerns raised with regard to children and dogs.
31 Chairperson Danley stated having a fence in the water would not serve to address the safety concerns.
32 She also referred to the difficulty if they were to impose conditions which would be numerous as well as
33 the interaction between those beach goers and dog owners with a solution being made that took that
34 into account with the posted sign being insufficient. Chairperson Danley concluded she is not in favor of
35 the request.

36
37 Mr. Francke asked if the Park District could present a plan that eliminated the fencing in the water and
38 provided for a by-pass for public access around the dog beach at a future Plan Commission meeting. The
39 Commission was not receptive to an amended plan being presented to them after all the public comments
40 related to the submitted plan. Chairperson Danley suggested the applicant can present those options to
41 the ZBA. She then asked for a motion.

42
43 Mr. Blum moved to recommend denial of the special use request permit and to direct the Village Attorney
44 and Village staff to prepare written findings and determinations consistent with the Commission's
45 comments and the record from this public hearing for proposed consideration at the Commission's next
46 meeting. Ms. Case seconded the motion. A vote was taken and the motion unanimously passed, 7 to 0:

47 AYES: Alt, Blum, Case, Danley, Enck, Poor, Van Vlack

48 NAYS: None

1 NON-VOTING: Bradley, Orsic

2

3

4

5 Respectfully submitted,

6

7 Antionette Johnson

8 Recording Secretary

ATTACHMENT C1

February 4, 2026

To: Winnetka Plan Commission Members

From: Jean B. Schreiber –“Susie”

Re: Copies of my public comment at:

January 28, 2026 – 7 p.m. Winnetka Plan Commission meeting

Commissioners,

Because of the updated instructions by your Chair at the January 28, 2026 Winnetka Plan Commission meeting, I did not hand out my pre-printed comments. The instructions were quite reasonable. For your records, I am herewith including copies of the prepared comments I had planned to hand out to each of you and to staff. I have highlighted, in yellow, the remarks I actually made during the Public Comment session, leaving the rest of the text which was not read into the mic, without highlights. The map at the end of the handout was purely FYI for each of you to have in your files as a reference point.

Thank you all, and to staff, for a very well run and thoughtfully prepared meeting on January 28th.

Jean B. Schreiber –“Susie”

Winnetka Park District resident, former Winnetka Park District Commissioner, and former Winnetka Plan Commission member



Winnetka Plan Commission

January 28, 2026 meeting

Winnetka Village Hall – 7 p.m.

Re: Chain link fencing on beach and into water at Centennial Park

Deep Concerns regarding in lake safety

Background:

Centennial Park and lakefront below the bluff is used in winter, spring, summer and fall by a wide range of Winnetka Park District residents, some New Trier students on the way home from school, and visitors who happen by.

Lake Michigan waters are federal. The State of Illinois has jurisdictional reach from the Wisconsin/Illinois state line south to the Illinois Indiana State line, and eastward to a midpoint in the lake where the state of Michigan meets up with the State of Illinois. See handout map.

The Village of Winnetka has a special jurisdictional holding from the toe of the the bluff 3 miles eastward into the lake.

The IDNR letter of permit from Eric Otto, IDNR Illinois Coastal Zone, dated January 9, 2026 notes the 3704 rule affects Commercial navigation only and is not under IDNR control. He states: "There is no ruling which references recreational navigation of any sized craft which they can use for permitting consideration. Therefore, their IDNR permit ruling only has to address navigation as it relates to the Commercial level." Obviously, there is no Commercial navigation ongoing on Winnetka's nearshores, with the exception of those properties undergoing bluff and shoreline stabilization using commercial barges for construction work. Commercial construction barges use Winnetka's nearshore annually for contracted work.

There have been numerous accidents, and sadly more deaths, along the Illinois shoreline from Illinois Beach State Park down through the Chicago beaches annually, and unfortunately in a variety of seasons and even in good weather conditions. Winnetka has had its share of fatal accidents, the most recent 2 of which happened offshore of Centennial Park.

The State of Illinois is openly and clearly lacking uniform recreational Lake Michigan shoreline safety regulations. This situation has finally begun to be addressed by State representative Tracy Katz Muhl, Illinois 57th District. Rep. Katz Muhl has put together a strong committee to address the numerous issues facing recreational users of the Lake Michigan nearshore in the State of Illinois. The Committee was formed last summer, I believe. The Village of Winnetka should consider participation.

Watercraft users and swimmers follow our nearshore coastline daily. Lake Michigan weather can turn on a dime and change abruptly in 15 seconds from calm to downright blustery. It is harder to sail and use the Great Lakes than the ocean.

Fencing into waters of Lake Michigan:

- **Water levels vary yearly and within the year.** The fence may or may not be easily visible to users from the lake or the shore. Hitting in lake shoreline rock protection placements

[Type here]

is nasty, but safer than slamming into an in water chain link fence which you can't even hope to rest against or upon, or even leave your watercraft.

- In heavy seas, or bad weather it is much harder to see a porous dark chain link fence in the water than a solid metal seawall.
 - It can prevent a swimmer or watercraft user from coming ashore with the currents in bad weather.
 - Rescuers from the shore going to aid a nearshore offshore accident may have to contend with the fencing in the water as they attempt the rescue.
 - Dogs can clamber up on rocks, but cannot climb to safety on a chain link fence, and can be caught against its side
 - Zebra and Quagga mussels, invasive species of the Great Lakes, attach to metal easily and reproduce rapidly, coating a bicycle in a year in numerous demonstrations. We do not need to encourage more invasive species collecting in our shoreline section of Lake Michigan.
- These collective invasives negatively affect the huge Great Lakes fisheries ecologically.

Summary

The Public has a right to provide their thoughts on the permit decision. The IDNR sent out its letter to the public to weigh in on this Fence Permit for Chain Link fencing on the nearshore and into the waters of Lake Michigan in the late afternoon of December 24, 2025. We were all on holiday or out of town, and could hardly or reasonably get responses in by January 6, 2026 to Eric and the IDNR. We asked for a 10 day extension which was denied.

- Most dog users do not want this fence going out into the lake
- No known other user groups desire this fence going out into the lake
- The Board of Commissioners of the Winnetka Park District would like the fence as it helps them in working with their neighbor to south, one citizen and his family.
- The Village of Winnetka is the trustee for our collective Lake Michigan Winnetka shoreline.

Please thoughtfully review all the comments at this evenings meeting, and vote to reject the fencing plan as presented by the Winnetka Park District this evening. Public safety is at risk.

Thank you.

Jean B. Schreiber –“Susie”

Winnetka Park District resident and former Commissioner, and former Winnetka Plan Commission member

P.S.

Shoals

Eric Otto Of the IDNR Coastal Zone, in his permit approval letter, referenced shoals off Centennial Park. **There is no shoal off Centennial Park.** These are marked on the Winnetka Park District drawings which they submitted to the IDNR, IEPA and the USACE as hunks of concrete. These hunks came from the old TB Sanatorium formerly on the top of the bluff, and should have all come out last summer in the navigational safety debris removal worked on by the Winnetka Park District in consultation with the Village of Winnetka and the USACE.

[Type here]

25

The Illinois Coast of Lake Michigan

Michael J. Chrzastowski

INTRODUCTION

The Illinois coast of Lake Michigan is one of the state's most dynamic geological settings. Coastal processes of waves, ice, and changing lake levels contribute to yearlong and seasonal erosion and deposition (accretion) along the beaches and across the nearshore lake bottom, although major change also can occur in days or even hours.

The social and economic importance of the Illinois coast cannot be overstated. This coast borders the most populous part of the state and includes some of the most valued real estate in Illinois. It is also the most densely populated coastal area in the entire Great Lakes region and has the region's highest degree of engineering and human modification. Notably, the historical development of Chicago, Waukegan, and the other municipalities along the shore was strongly influenced by the coastal geology.

Despite extensive urbanization, the Illinois coastal zone preserves an exceptional geological record of coastal evolution that spans about 14,000 years, beginning in late glacial time when an ancestral shoreline first formed. A series of ancient shoreline features document how the Illinois coast evolved through changing lake levels and shaping and reshaping by wave-induced erosion, transport, and deposition. The historical record of coastal change also provides numerous examples of how human modification has notably altered the shoreline configuration and has had an impact on local coastal processes. The continuing geological changes along this coast present ongoing engineering and management challenges that will face future generations.

COASTAL SHAPE AND DYNAMICS

The Illinois coastline extends 63 miles (101.4 km) along the southern reach of the western shore of Lake Michigan (Figure 25-1), 22 miles (35.4 km) of which is the City of Chicago shoreline. North of Chicago, the coast includes 14 near-lake municipalities, the U.S. Navy's Naval Training Center Great Lakes, and state-owned Illinois Beach State Park and North Point Marina. The municipalities from Lake Bluff south to Evanston are collectively called the North Shore. The state's jurisdiction extends across a portion of the lake, covering approximately 1,500 square miles (3,885 km²) of lake and lake bottom. The deepest water

within the Illinois extent of Lake Michigan is about 490 feet (149.4 m).



Figure 25-1 The Illinois coast of Lake Michigan showing municipalities and harbors. The index map shows the configuration of the Illinois state line across Lake Michigan.

From: [REDACTED]
To: [Ann Klaassen](#)
Cc: [REDACTED]
Subject: WPD Fencing SUP Application—Comments for ZBA
Date: Friday, February 6, 2026 9:54:52 AM
Attachments: [79D77E9B-AC52-4CC5-AC9C-CBC0E793E569.png](#)
[72EF620F-8882-4826-AD60-142297EB47FF.png](#)
[6596EEA3-476F-4B03-BB96-772A53BF06ED.png](#)
[4BC6BF5B-798F-455D-A353-CE0AB1157213.png](#)
[57171C5D-38A9-4395-853A-65804F652783.png](#)

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Hello Ann:

Would you please share this with ZBA ahead of its February 9, 2026 meeting?

On February 5, 2026 the Winnetka Park District adopted a motion approving new permanent fencing designs for Centennial Beach. I did not see the new plans in ZBA’s publicly available February 9, 2026 meeting packet. The new permanent fencing project differs in design, scope and description from what WPD presented to ZBA for Monday’s meeting, which I believe requires it to make new permit submissions to the Village.

WPD’s new permanent fencing designs

4:06 PM Thu Feb 5

winpark.community.diligentoneplatform.com — Private

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CENTENNIAL DOG FENCE PLAN: ALTERNATE 2

LEGEND:

- SHEET PILE BARRIER
- IMPREGNATED BEACH FENCING PERIMETER AND COURTESY/CHANGELINE
- ERECTING PUBLIC BEACH ACCESS
- SHIELDING OFFICE BEACH ENTRY
- ACCESS BEACH
- POST AND RAIL ACCESS GATE

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“The public beach has to end.”

Ishbia said the planters are something he will not concede,



because he wants something that will distinguish the public beach from his private property, and added that the planters have been “part of the deal since Day 1, before we started the conversations.”

“It was really important to have there be something that signifies the end of public property,” Ishbia said. “The public beach has to end.”

WPD continues to misrepresent the reasons for a fencing project that Cook County’s Deputy Administrator categorizes as falling outside the scope of its ordinance. Further misrepresentations and confusion related to WPD’s new dog beach fencing designs are as follows.

1. Despite WPD’s awareness of the Village’s commitment to protecting the public’s health,

safety and welfare, it adopted new designs that are at least as detrimental as the designs Plan voted 7-0 not to recommend. This fencing would induce people to step onto the steel sheet piling and use it to travel east as far as WPD's proposed fencing extends, from where they could jump off—potentially hitting 205 Sheridan's armored stone breakwater. People will be hard to see in the water/on the rocks/below the fencing, and difficult to rescue.



Two men climbed onto the steel groin and sidestepped along it by using the fencing. Note that WPD's designs would permanently induce future beachwalkers to do the same while traversing Lake Michigan's actual shoreline.

2. I understood WPD's Costa Kutulas to say sand levels on either side of the new designs' steel groin-mounted fencing would differ by approximately 4', creating a hazardous drop off. He also made an assumption that people would choose the safest route to reach 205 Sheridan's northern breakwater steps. I do not think it is reasonable to make this assumption, and I hope ZBA asks him about it.

3. At the February 5, 2026 meeting, WPD's board majority was coy about its intentions for 2024's WPD-IFF Donation Agreement with Restrictive Covenant. The board majority said they want to get all the permits for the groin-mounted fencing plan, and then revisit the Donation Agreement with Restrictive Covenant. It does not take much to suspect an eventual plan to encumber the park, freeze its use, build dangerous structures and impede access to Centennial's southern shoreline, all to the detriment of the public's general welfare for over half a century.

- Beach Safety
- Dangerous Waves
- Sneaker Waves
- Dangerous Currents
- Other Beach Hazards

**South Haven, Michigan, September 2020:
Four children carried in a longshore current
toward a pier and had to be rescued.**



- Beach Resources**
- For The Media
 - Resources
 - Great Lakes Safety
 - Surf Zone Fatalities
 - Beach Hazard Photos
 - Rip Current Safety
 - Rip Current Toolkit
 - Partners

When you visit the Great Lakes it's important to know about the hazards you may face. Staying aware and alert is what will keep you safe in the dynamic conditions found on their beaches.

[Share Your Story](#)

"Dangerous currents and breaking waves are common in the Great Lakes region. Rip currents, other currents, and river outlets found near piers (also known as breakwaters/breakwalls) are extremely dangerous for swimmers and can lead to drownings". (Michigan Sea Grant, member of the Great Lakes Water Safety Consortium)

What you should do when first arriving at the beach

Before entering the water, talk with a lifeguard or beach patrol. No one will know the current water conditions better than they will. If you are at an unguarded beach, which most are, Steer Clear of the Pier, if one is present. Swim at least 100 yards away from the structure. Also, remember if you see whitewater waves are at least 3 feet and dangerous currents may be present. The waves alone pose a danger as well.

4. WPD's new permanent fencing designs would cost \$50,000-\$100,000—adding to over \$2.3 million spent to date, plus a foregone genuine \$3 million donation offer that would have advanced more funds to cover litigation threats WPD is using as an excuse. The effect is detrimental to the public's general welfare.

4:14 PM Thu Feb 5 94%


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Cost Considerations For Alternate Plans

- Project Cost Estimates (\$50K - \$100K)
 - Project scope would include
 - Review of the existing steel Jetty's and repairs to the cap of the northern structure
 - Construction Drawings and survey for the project (for permitting and bidding)
 - Purchase and installation of approximately 375 LF of chain-link fencing
 - Relocation of the electric for key fob gate
 - Relocation of the key fob gate and controls (may need to be replace if damaged)
 - Repairs to current fob gate location
 - New signage and fixtures as needed
 - Not included
 - Any major repairs to steel sheeting
 - Any operating costs for north beach (costs will depend on usage as approved by the Board)
 - Any additional work not listed above



Funding for this project could be allocated from the Lakefront Capital Budget

To view the agenda document and the video together click the button below.

[VIDEO](#)

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[f](#) [X](#) [v](#) [i](#)

TODAY'S MEETINGS

Special Board Meeting - Feb 05 2026

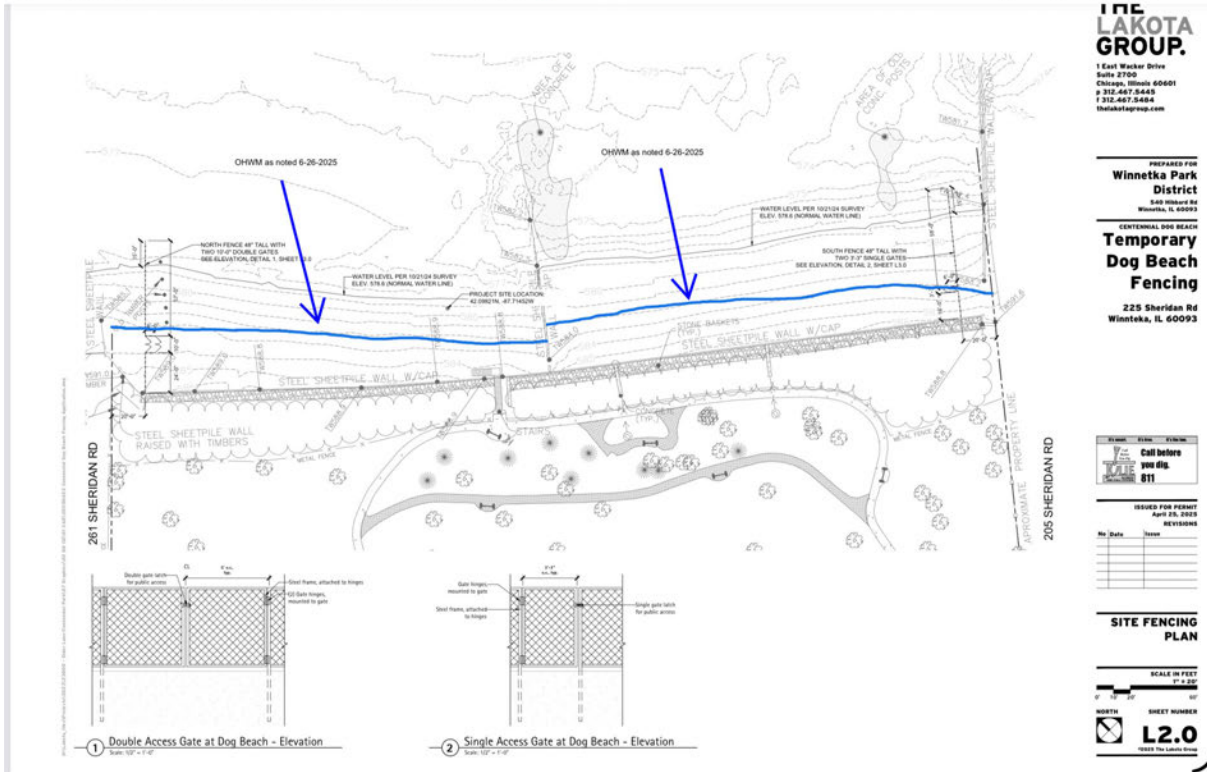
UPCOMING MEETINGS

Regular Board Meeting - Feb 26 2026 [More](#)

RECENT MEETINGS

Golf Services Advisory Board - Feb 03 2026 [More](#)

5. WPD's new designs would involve relocating electrical wiring all the way down the bluffs and onto the sandy beach 12 feet east of the toe of the bluffs. The OHWM on Centennial's southern end—closest to 205 Sheridan—is only a short distance east of the fencing and electric fob.



As water levels change, the electrical wiring, key fob, gate and even the “watertight” dog waste receptacle will be fully or partly underwater. This will be unsafe, unsanitary and difficult to maintain. I therefore request that ZBA ask WPD why in the surveys of dog beaches throughout Lake and Cook Counties, nothing has surfaced depicting other dog beaches with locked electric gates only feet away from the OCHWM. It is obviously much safer and more usable for the key fob operated gate to remain at the top of the bluffs with no risk of it being submerged in Lake Michigan.

HOME

CALENDAR

MEETINGS

SEARCH



TODAY'S MEETINGS

Special Board Meeting - Feb 05 2026

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Centennial Dog Fence Plan (Alternate 2)



North Boundary (Same as Alt. 1)

- Includes 46' of fencing that would be secured to the existing steel jetti (sections still would be removable)
 - Max 4' in height from the steel cap
 - Max 5' in height from the beach contour
- Relocation of the key fob entry gate to beach level
- 10' x 10' double entry gate for dog beach access
 - (Will require an issued dog pass key fob)
- 12' Wide bypass allowing non-dog beach users to bypass dog beach
- Include a watertight trash receptacle

To view the agenda document and the video together click the button below.

VIDEO



Metal cover over Centennial's current electric fob operated gate's emergency exit button was broken off and not fixed over multiple summers.

6. I think it may be difficult for an electric gate that is sitting in sand or water to swing open. If it does open, it may take more than a reasonable amount of time. Once inside the 10' square

enclosure leading to the main area for dogs, there would be another gate people would have to unlatch and physically pull open (or closed) manually to enter or leave the 10' square enclosure. It is unclear if the designs include an emergency exit button inside the 10' square enclosure.

7. On February 5, 2026 Mr. Kutulas said the new designs' black chainlink fencing would be HARDER TO SEE. This will cause more accidents involving swimmers, paddle boarders, kayakers, jet skiers and other watergoers along with dogs, getting tangled up with the fencing and hurt, and/or possibly drowning.

8. WPD is loath to respect the Ordinary High Water Mark as the easternmost boundary of its lot line for zoning purposes. Approving fencing that extends into a public street—Lake Michigan—would set a terrible and dangerous precedent. You may not be aware of this, but a threatening sign was placed off of the Cherry Street Beach sometime after 2023. In the fall of 2025 the sign was still on public beach below the OHWM. I believe it would create even more dangers for the public if ZBA votes to recommend fencing below the OHWM. Others will use this as precedent in their determined efforts to block off Lake Michigan.



Sign south of Cherry Street Beach in 2025

9. WPD has not formed a plan for the isolated northern half of Centennial beach that its designs would create. ZBA does not have enough information to assess whether an immediately adjacent swimming beach would be safe for people and dogs traveling up and down the stairs to the same watershed, whether it would be legal under the Illinois Swimming

Facilities Act, whether WPD would comply with the law and build bathrooms within 300 feet of the shoreline, or other potential issues. I am confounded by WPD's consideration of designs that could put human swimmers strictly on the north side of Centennial's center steel groin where they will face what WPD describes as northeasterly rip currents. It would be safer to put people on the southern side of the steel groin . . . obviously not WPD's choice since it would foil efforts to fence Centennial's southern boundary.

10. On February 5, 2026 WPD mentioned its allocation of funding to police Centennial beach with "wardens." WPD's Centennial beach vision appears to be putting people and their dogs in a cage, with roaming police issuing tickets and/or warning people away. This is out of line with the Village's Comprehensive Plan. Furthermore, it is repugnant.

11. WPD seems confused about Wilmette's Gillson Dog Beach. Dogs have to remain leashed until they get to Gillson's sandy dog beach, but not when they are on the sand.

12. It is unclear if Centennial's 11 parking spots would be sufficient if Winnetka's only dog beach is next to a passive use or swimming beach. I think a dual-use beach will draw a lot of people, like Lloyd Beach does. The lack of adequate parking will spill onto tabletop parkland, into the neighborhood across Sheridan Road and around the area. This in itself is sufficient reason to deny approving WPD's SUP application.

13. Pounding fencing onto the steel groin that crosses over Centennial's lot line with 205 Sheridan could be destabilizing and potentially give rise to damages. WPD should be asked about this.

14. WPD makes no commitment to get a professional assessment of whether its designs—particularly the gates—meet ADA requirements for Winnetka's only dog beach, which is a public accommodation.

WPD's February 5, 2026 Special Meeting just appeared on its calendar on Monday, February 2, 2026. Its meeting agenda with two small images of the new permanent fencing designs appeared on Tuesday, February 4, 2026. The public had 48 hours to evaluate the designs, if they happened to read WPD's agenda ahead of Thursday's meeting. This is the same and also inadequate timeframe that the public and non-majority board members had to try to evaluate designs attached to WPD-IFF's Donation Agreement with Restrictive Covenant when they appeared in WPD's October 19, 2023 meeting agenda—48 hours. Furthermore, the new designs are not included in ZBA's meeting packet. The Village Engineer, Police Chief and Fire Chief have not had an opportunity to assess the designs' narrow bypass width, the gates, placing electrical on the beach, the 4' drop-off, and other questions. WPD's efforts to force down cumbersome designs that impede access to public lands and threaten the public's general welfare—physically, financially and legally, are concerning. Please uphold the public's interest and decline to recommend approving them.

Thank you.
Kristine Schriesheim
Winnetka taxpayer

The Zoning Board of Appeals shouldn't do anything to advance the current plans of the Winnetka Park District for a dog area at Centennial Beach, because setting aside any lakefront property of the Village of Winnetka is simply an ill-conceived use of Village and Park District lakefront.

There are better ways to handle this issue.

What the Village and the WPD should do in regard to canine access to the lakefront is to [i] entirely prohibit dogs from all lakefront property during regular swimming hours, but [ii] allow dog-owners and their dogs and the public to freely use the lakefront – just the beach, not any park areas – in the evenings, after regular hours for permitted swimming and for the public in general.

I have personally seen this regulatory scheme in action at beaches on the Atlantic Ocean in New Jersey, and it has worked well for years.

And according to remarks by Zoning Board Chair Matthew Bradley at the January 28th Plan Commission meeting, the usage regime suggested above appears to be how ‘the dog beach’ has, in fact historically operated in Winnetka anyway.

Fully realizing this proposal and beach accessibility to Winnetka residents would, of course, mean opening up all the lakefront that is now effectively barricaded by the kind of massive rock jetties that have recently been erected at either end of the Ishbia property, but even if it isn't possible to address that particular aspect right now, the regulatory scheme suggested above will still work well.

The proposed regulatory scheme will, obviously cost a great deal less than the current Park District proposal, and it won't involve further environmental degradation -- assuming that dog-owners pick up after the pets.

It's at least worth a try, isn't it? So why not turn off the seemingly endless governmental process for now, and give it a try for a year or two?

Marc Hecht

From: [REDACTED]
To: [Ann Klaassen](#)
Subject: February 9, 2026
Date: Saturday, February 7, 2026 5:46:38 PM

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

*Ann,
Please forward my letter below to the Zoning Board and the Design Review Board.
Thank You,
Joanna Karatzas*

February 9, 2026

Re: Special Use Permit for Dog Fence at Centennial Beach

Zoning Board:

Thank you for your attention to this matter.

It's hard writing about a moving target. Since the Park Board altered schematics for the dog beach on February 5, 2026, the letter I previously wrote regarding the scheme presented to the Planning Commission on January 28, 2026 is irrelevant. However, I don't know if procedure allows for a switch at this point without first going back to the Planning Commission. Therefore, I'm retaining my response to that first scheme in this letter.
See Below.

**Response to the Dog Beach plan presented
by Winnetka Park District to the public on February 5, 2026.**

As I stated previously regarding the scheme presented to the Planning Commission on January 28, 2026, tonight's plans are again vague, and therefore misleading. Because the drawing doesn't include the breakwater at 205 Sheridan, it may give the viewer an overly optimistic perception of its true feasibility. It's important to convey the entire existing condition on the south boundary of Centennial. It's a point of contention and I'll never understand why the drawing is incomplete.

In looking at the plan, it looks like pedestrians would have to walk on property belonging to 205 Sheridan when transversing southward along the lake. Also, the width of the passage in front of the stairs over the breakwater seems especially narrow and is endanger of being swamped should the lake rise to the high water mark.

A park commissioner at last week's meeting mentioned the need for a staked survey at this edge. It seems like a good idea and should have happened before this plan was presented.

More importantly, it's worth asking ourselves what's driving a fenced dog beach there at all? The answer lies in a donation held out to the Park District by the Ishbia Family Foundation (IFF), also known as the owner of 205 Sheridan. The donation isn't a pure act of kindness, it has strings attached. It mandates a fenced dog beach located at the south end of Centennial; ADA access; and a very over-scaled pier placed near where the north dog beach fence is

proposed. I wish someone would tell me what IFF's motivations are, particularly regarding the pier.

The entanglement between IFF and the WPD has resulted in some very weird proposals and solutions over the last four years. I have been critical of the proposed designs, but I know the designers aren't at fault. The root of the problems lie with decisions and agreements the Winnetka Park Board has made. Cutting the cord between IFF and WPD would allow for a rational solution at Elder/Centennial.

**Response to the Dog Beach plan presented
by Winnetka Park District to the Planning Commission on January 28, 2026.**

The plans for the off-leash dog beach, submitted as part of tonight's agenda packet are vague and therefore misleading. The drawings fail to inform the Zoning Board and the public of the breakwater now existing at the north boundary of 205 Sheridan, also known as the south boundary of Centennial, nor do they highlight the existing sheet pile at the same location. Furthermore, the fence elevations are not presented in context— therefore the observer can't see what lurks behind proposed south fence. Had the sheet pile and the breakwater been boldly drawn in plan, the benign looking 20 ft.-gap between the thin line representing the south fence of the proposed dog beach and the property line of 205 Sheridan Rd. would seem hazardous and redundant.

The proposed fence is 93 ft. 3in. long from the toe of the bluff to its eastern terminus in Lake Michigan. It runs into the lake at a proposed distance of 15 ft. from the ordinary water line, but that stretch would increase to 40 plus ft. should the lake rise to the high water mark. Should the lake level stay at the ordinary water mark, the water depth at the east terminus of the fence would be 1.5-2 ft. That makes me wonder, would that depth be if we experience a high tide?

At best, the proposed 20 ft. gap will be an unsightly debris collector and at worst it would be a trap endangering the lives of people and dogs that might get stuck and battered between jagged rocks, a corroded sheet pile, and an unyielding fence. Yes, the lake can get choppy and produce strong currents.

The need to provide a fence where there is already a pile of rocks is questionable. Dogs aren't likely to pick their way over wet, slimy rocks in favor of running and playing on a wide open beach.

Finally, drawings are a powerful tool of communication. They should be comprehensive and describe adjacency conditions. In this case they fail to do so, therefore, please deny this Special Use Permit.

Joanna Karatzas
Winnetka Resident

Sent from my iPhone

John William Root
326 Woodland Avenue
Winnetka, IL 60093
Telephone: [REDACTED]
Email: [REDACTED]

Sent by electronic mail: smangum@winnetka.org

Mr. Scott Mangum
Village of Winnetka
Director of Community Development
510 Green Bay Road
Winnetka, IL 60093

February 8, 2026

Re: Case No. 25-28-SU
225 Sheridan Road – Centennial Park & Beach
Comments for 10/14/24 Hearing

Dear Mr. Mangum:

As you may be aware, the Winnetka Park Board (WPD) met on February 5, 2026, and approved a new design for the dog fence for its Special Use Permit (SUP) for Case No. 25-28-SU. The design can be seen below in figure 1.

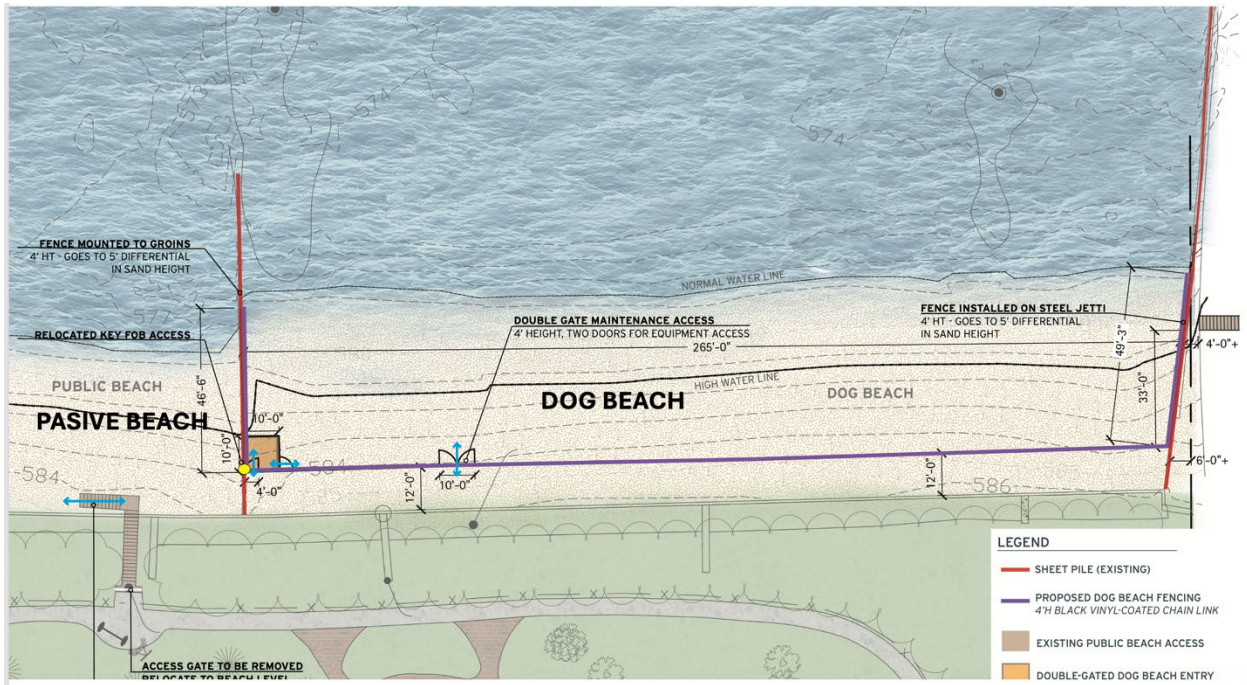


Figure 1. Revised Dog Fence Design

The February 5 redesign appears to be a material change from the fence configuration presented in the pending SUP application and circulated to the public. Among other things, the redesign relocates the fence elements and reconfigures Centennial Beach by dividing it into an off-leash dog area and a separate “passive” beach area for the general public, which materially alters the character and impacts of the proposed special use.

Section 17.56.130 (Amendments to Special Use Permits) recognizes that when a SUP holder seeks a material change to the approved special use, the change must be processed as an amendment with the required administrative review and public process. The Park District is not merely refining details; it has approved a substantively different configuration. At minimum, the Village should require the Park District to proceed through the appropriate administrative procedure under the Zoning Ordinance for a material modification—i.e., staff review, a complete and current plan set, and legally adequate public notice—before the matter is heard on the merits.

This is also a basic procedural due process issue. The public hearing process only works if residents and affected property owners have meaningful notice of what is being proposed and a fair opportunity to review and comment on the operative design. A last-minute substitution of a materially different fence plan on the eve of a hearing undermines the integrity of the administrative record and deprives interested persons of a fair opportunity to be heard on the actual proposal.

As of the date of this letter: (1) no notice of postponement of the February 9, 2026, ZBA hearing appears to have been posted; and (2) the February 5 revised fence design does not appear to be posted on the Village’s ZBA webpage. It therefore appears likely that the Park District may present the superseded fence design at the February 9 hearing, despite having approved a materially different plan on February 5. That would be inefficient for the ZBA and unfair to the public, and it risks a recommendation based on a plan the applicant itself has abandoned.

Accordingly, I respectfully request that the Village require the Park District to submit a complete amended plan set reflecting the new February 5 design and then restart or continue the SUP process as required for material changes, including staff review and proper notice to surrounding property owners and the public. If the Park District nonetheless intends to proceed on February 9 using the older design, then the ZBA should limit the presentation time (e.g., 15 minutes for staff and 15 minutes for the applicant) and avoid devoting substantial hearing time to an outmoded plan that is no longer the applicant’s approved design.

Thank you for your attention to this issue.

Sincerely,

/ s/

John W. Root

Letter to Mr. Scott Mangum

February 8, 2026

Page 3 of 3

cc: Members of the Village of Winnetka Zoning Board of Appeals

Ms. Kristin Kazenas, Village Manager

By Email: KKazenas@winnetka.org

Ms. Ann Klaassen

Assistant Director

By Email: AKlaassen@winnetka.org

**To: Winnetka Zoning Board of Appeals
From: Angie Dahl
Re: Case No. 25-28-SU: 225 Sheridan Road-Centennial Beach**

Date: February 9 2026

Members of the ZBA:

You are being asked tonight to consider and approve an application from the Winnetka Park District to allow installation of fencing on the existing Centennial beach in order to create a dog beach. On January 28 2026, this application was unanimously rejected by the Plan Commission.

Tonight, Park District staff and legal counsel may also present an alternative plan, differing in size, scope and accessibility, which was adopted at a Special Meeting of the Park Board held on February 5, 2026 at 4:30 in the afternoon.

The plan rejected by the Plan Commission, which is before you this evening, and the newly designed plan adopted by the Winnetka Park Board on February 5 have one purpose in common: the creation of a dog beach with substantial fencing.

Several years ago the Winnetka Park District solicited input from dog owners and dog beach users on an ad hoc advisory board whose purpose was to evaluate options within the community for an off leash dog area. The recommendation from that group was to move the dog beach from Centennial and relocate it at an area near the power plant at Tower Road.

The timing of this ad hoc committee and its subsequent recommendation overlapped with new, private and ongoing discussions between several members of the Winnetka Park District Board of Commissioners, and an individual property owner purchasing land adjacent to Centennial Park. During this same period, concerned residents attempted but failed to locate or review any meeting minutes or video recordings of meetings where the Centennial/Elder project was discussed. This resulted in an inquiry to the Illinois Attorney General's Office and a subsequent finding that the Winnetka Park District was in violation of the requirements in the Open Meetings Act of timely posting meeting minutes and videos for public review. Interestingly, the missing information being sought directly related to the negotiations taking place in private with a specific home owner. The findings of the ad hoc dog beach advisory committee were put aside.

I bring this to your attention tonight because of the repetitive nature of the SUP applications from the Park District.

I am a dog owner, a user of the dog beach, and was a Park District Commissioner at the time the Centennial Dog Beach was conceived and implemented. My husband was a member of

the ad hoc Dog Beach Committee which addressed a possible change in location. I believe there is a simple solution to this ongoing merry-go-round of hearings regarding this issue.

Remove the dog beach from Centennial. If that happens, there will be no need for a SUP and no need for the fencing that is opposed by so many.

I don't know if it is within your purview to make this decision. If so, please consider this option and please deny the Winnetka Park District's application for a SUP.

**Angie Dahl
1277 Forest Glen Dr N**



MEMO

February 9, 2026

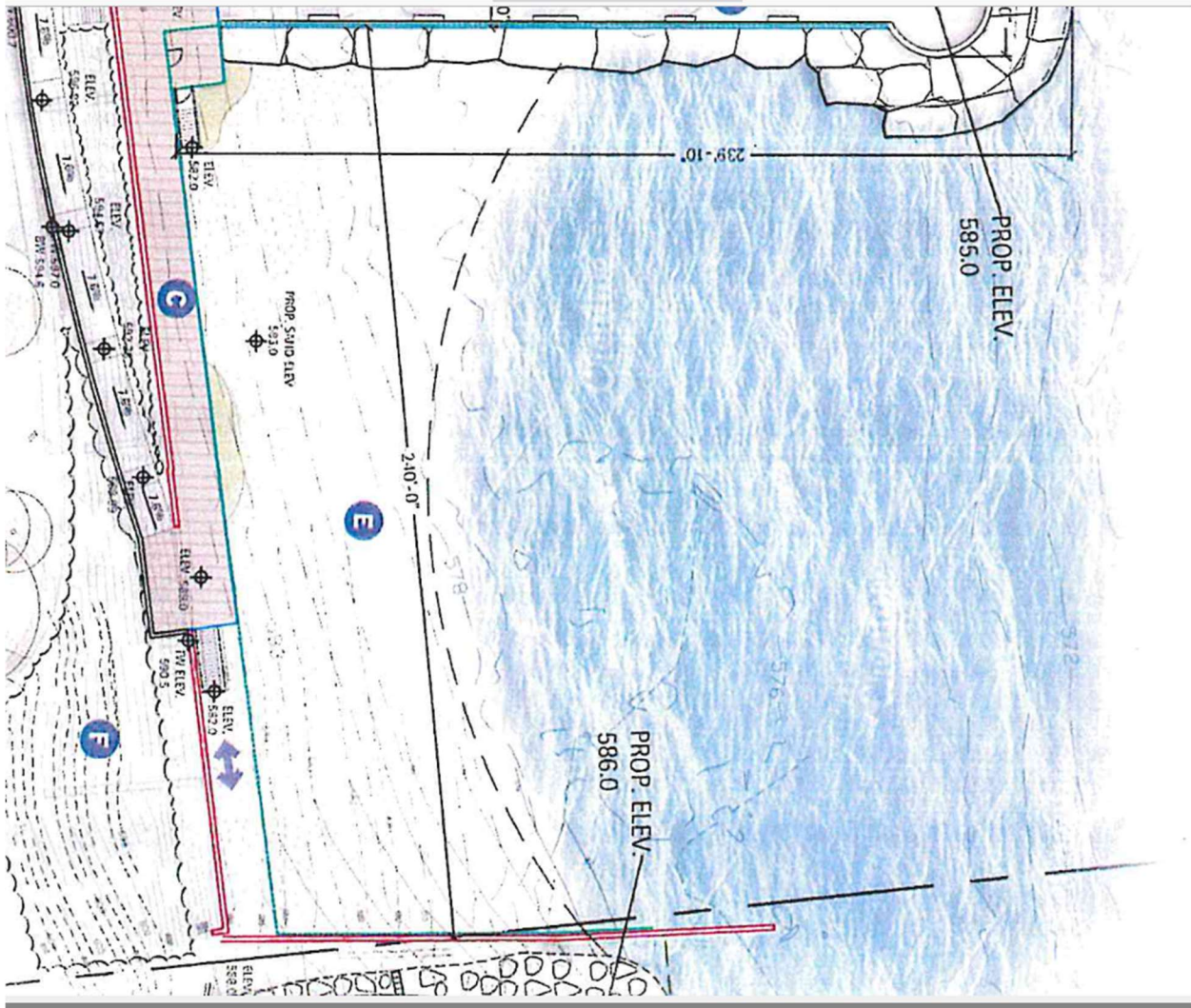
TO: Winnetka Zoning Board of Appeals

FROM: Laurie Morse

RE: Centennial Fence Designs 1-3. Which will the ZB review today?

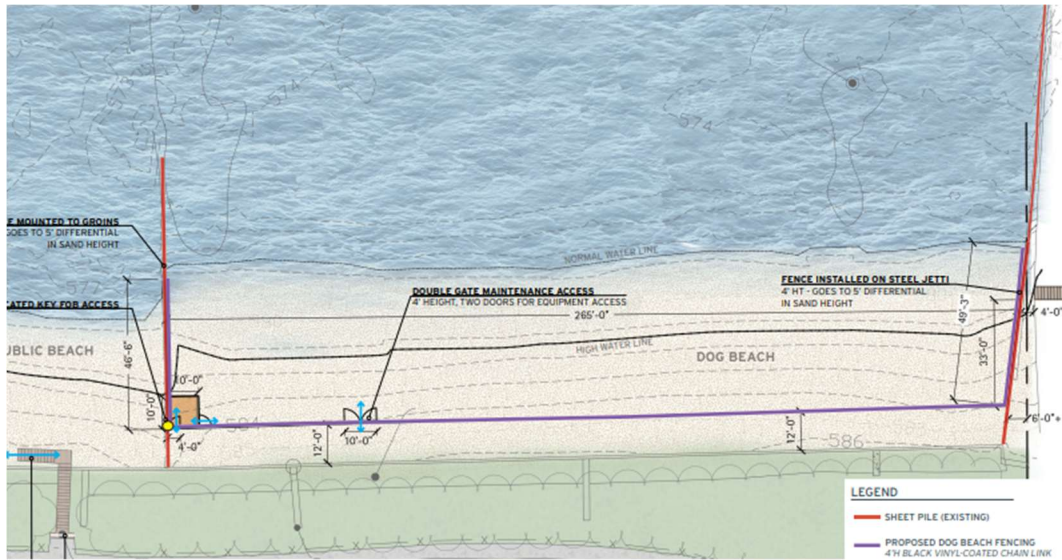
Zoning Board reviewed and rejected fence design 1. at meetings in 2024. This fence blocks public access stairs to the new 205 beach, which is now complete and open for public use.

1. Fence plan from WPD/IFF restrictive Covenant Agreement dated January 19, 2024:



access stairs to 205 Sheridan beach 1

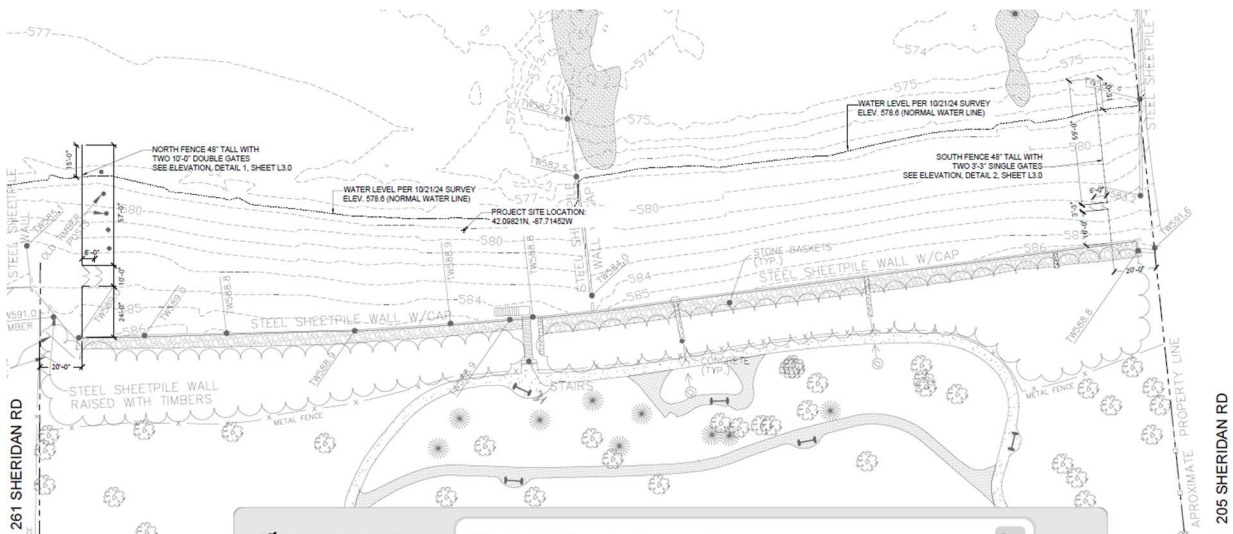
2. WPD Fence Plan chosen at WPD Board Meeting February 5, 2026



The Feb. 5 WPD Board Meeting was theater. This “new” fence design conforms nicely to Ishbia Family Covenant agreement requirements. Walkways and other features can be added later. This plan includes locked gates at beach level but is not materially different from 1. above already rejected by ZB. Access stairs to new public 205 beach blocked.

The “temporary fence” 3. Below, scheduled for ZB review today doesn’t conform to the Ishbia Covenant agreement fence plan. “Temporary” language in IDNR permit application was meant for Ishbia Family team. “Temporary fence” was effective test of IDNR permit review. WPD no longer plans to build this design and will seek new permits from all regulators.

3. IDNR permitted this fence design on December 24, 2025. Permit LM20250015.



From: [Ann Klaassen](#)
To: [Ann Klaassen](#)
Subject: Could you distribute to ZBA?
Date: Monday, February 9, 2026 11:55:14 AM

From: Irene Smith [REDACTED] >
Sent: Monday, February 9, 2026 10:52 AM
To: Ann Klaassen <AKlaassen@winnetka.org>
Subject: Could you distribute to ZBA?

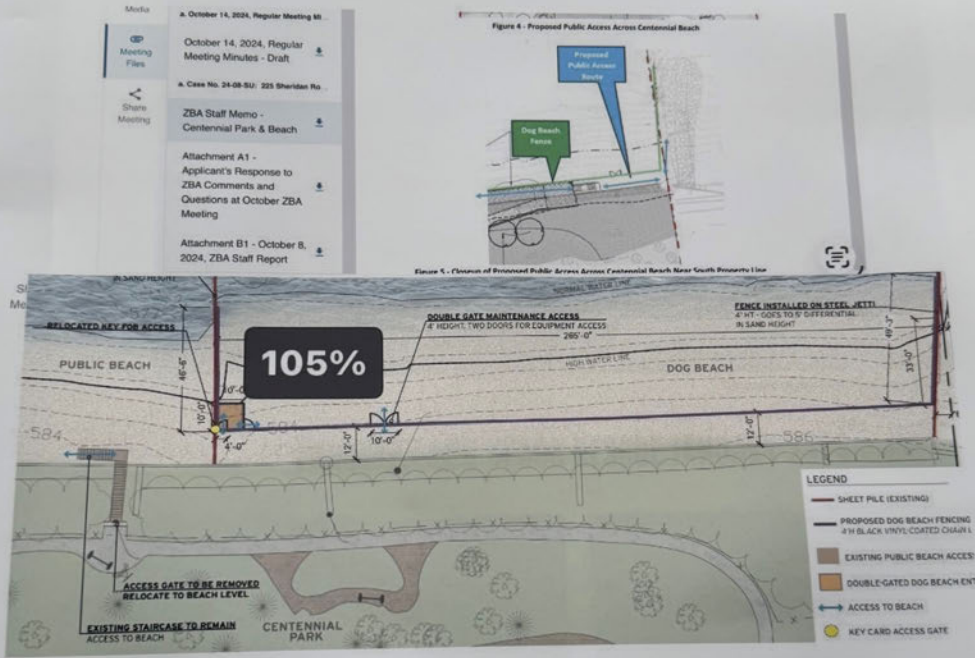
CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Good morning, Ann. Is it too late to add something to the ZBA packets? This is a poster I'm bringing tonight, but I'm afraid the printing is too small. It would be better understood if the Commissioners could read it in their packets.

Many thanks.

Irene

WPD DESIGNS RELAUNCH PROJECT ELEMENTS FROM IFF DONATION AGREEMENT-RESTRICTIVE COVENANT, CREATE A PRIVATE BEACH AND VIOLATE THE PUBLIC TRUST DOCTRINE



Meeting Overview

Agenda Packet

Minutes

November 11, 2024, Regular Meeting

November 11, 2024, Regular Meeting Minutes - Draft

PUBLIC TRUST DOCTRINE

November 11, 2024

Page 2

1 relating to the walking path between the Park District steel groin which will have the dog fencing, the 205

2 Sheridan stone groin and its stairs.

3

4 Peter Friedman referred to the question raised as to whether the public would have to walk on private

5 property in order to access the beach. He referred to the Public Trust Doctrine and exceptions which he

6 summarized. Mr. Friedman referred to an area in the illustration on the south side of the property

7 between the Park District and 205 Sheridan Road properties where the public would walk from the dog

8 beach to the stairs on the 205 Sheridan stone groin to go south and the area which remained private

9 property. He stated the Board can condition any approval recommendation with conditions with the issue

10 being resolved relating to walking on private property to access the beach.

11

asked for the applicant's presentation to be followed by public comment. He swore in

this matter.

Though I may not be here with you, I urge you to answer the highest calling of your heart and stand up for what you truly

believe. In my life I have done all I can to demonstrate that the way of peace, the way of love and nonviolence is the more excellent way. Now it is your turn to let freedom ring.

When historians pick up their pens to write the story of the 21st century, let them say that it was your generation who laid down the heavy burdens of hate at last and that peace finally triumphed over violence, aggression, and war. So I say to you, walk with the wind, brothers and sisters, and let the spirit of peace and the power of everlasting love be your guide.

John Lewis, from the essay he wrote shortly before his death on July 17, 2020.

February 9, 2026

From Joanna Enquist [REDACTED]
Date Mon 2/9/2026 4:25 PM
To The UPS Store #1772 <store1772@theupsstore.com>

CAUTION! This email originated from outside of the organization. Please do not open attachments or click links from an unknown or suspicious origin.

RECEIVED
FEB 09 2026
BY: _____

RECEIVED
FEB 09 2026
BY: _____

February 9, 2026

Re: Special Use Permit for Dog Fence at Centennial Beach

Zoning Board:

Thank you for your attention to this matter.

It's hard writing about a moving target. Since the Park Board altered schematics for the dog beach on February 5, 2026, the letter I previously wrote regarding the scheme presented to the Planning Commission on January 28, 2026 is irrelevant. However, I don't know if procedure allows for a switch at this point without first going back to the Planning Commission. Therefore, I'm retaining my response to that first scheme in this letter.

See Below.

Response to the Dog Beach plan presented by Winnetka Park District to the public on February 5, 2026.

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In looking at the plan, it looks like pedestrians would have to walk on property belonging to 205 Sheridan when transversing southward along the lake. A park commissioner at last week's meeting mentioned the need for a staked survey at this edge. It seems like a good idea and should have happened before this plan was presented.

Furthermore, the width of the passage in front of the stairs over the breakwater seems especially narrow and is endanger of being swamped should the lake rise to the ordinary high water mark, a location that seems to keep moving according to the Winnetka Park District. Imagine an adult or child caught and battered between the fenced groin and the jagged rock piling during high water.

More importantly, it's worth asking ourselves, what's driving a fenced dog beach there at all? The answer lies in a donation held out to the Park District by the Ishbia Family Foundation (IFF). The donation isn't a pure act of kindness, it has strings attached. It mandates a fenced dog beach located at the south end of Centennial; ADA access; and a very over-scaled pier placed near where the north dog beach fence is proposed. I wish someone would tell me what IFF's motivations are, particularly regarding the pier.

The entanglement between IFF and the WPD has resulted in some very weird proposals and solutions over the last four years. I have been critical of the proposed designs, but I know the designers aren't at fault. The root of the problems lie with decisions and agreements the Winnetka Park Board has made. Cutting the cord between IFF and WPD would allow for a rational solution at Elder/Centennial.

**Response to the Dog Beach plan presented
by Winnetka Park District to the Planning Commission on January 28, 2026.**

The plans for the off-leash dog beach, submitted as part of tonight's agenda packet are vague and therefore misleading. The drawings fail to inform the Zoning Board and the public of the breakwater now existing at the north boundary of 205 Sheridan, also known as the south boundary of Centennial, nor do they highlight the existing sheet pile at the same location. Furthermore, the fence elevations are not presented in context— therefore the observer can't see what lurks behind proposed south fence. Had the sheet pile and the breakwater been boldly drawn in plan, the benign looking 20 ft.-gap between the thin line representing the south fence of the proposed dog beach and the property line of 205 Sheridan Rd. would seem hazardous and redundant.

The proposed fence is 93 ft. 3in. long from the toe of the bluff to its eastern terminus in Lake Michigan. It runs into the lake at a proposed distance of 15 ft. from the ordinary water line, but that stretch would increase to 40 plus ft. should the lake rise to the high water mark. Should the lake level stay at the ordinary water mark, the water depth at the east terminus of the fence would be 1.5-2 ft. That makes me wonder, would that depth be if we experience a high tide?

At best, the proposed 20 ft. gap will be an unsightly debris collector and at worst it would be a trap endangering the lives of people and dogs that might get stuck and battered between jagged rocks, a corroded sheet pile, and an unyielding fence. Yes, the lake can get choppy and produce strong currents.

The need to provide a fence where there is already a pile of rocks is questionable. Dogs aren't likely to pick their way over wet, slimy rocks in favor of running and playing on a wide open beach.

Finally, drawings are a powerful tool of communication. They should be comprehensive and describe adjacency conditions. In this case they fail to do so, therefore, please deny this Special Use Permit.

Joanna Karatzas
Winnetka Resident

Sent from my iPhone

From: [REDACTED]
To: [Robert Dearborn](#); [Kristin Kazenas](#)
Cc: [Ann Klaassen](#); [Brian O'Connell](#)
Subject: Can we resolve question re beach below 205 Sheridan prior to March ZBA meeting?
Date: Wednesday, February 18, 2026 12:16:32 PM

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Dear President Dearborn and Manager Kazenas,

Winnetka's Zoning Board of Appeals will review yet another Park District fencing design for Centennial Beach at its March meeting. The south end of new proposal fences off the stone steps the IDNR and the Village required for public access over the rock breakwater to the new public engineered beach below 205 Sheridan Sheridan Road. Am drafting comments on the fences for the ZBA and realize it is essential the Village establish for ZBA Commissioners the public nature of the new beach below 205 Sheridan. That the new beach is a public asset in Winnetka.

I could write a long spiel for the ZBA, but it takes the Village to settle for its own commissioners any question of the public's rights to use the new beach. The terms of the State permit allowing the 205 beach construction are clear: All the fill is public and open for use to all. The permit award letter to the 205 owner from the IDNR specifies the rock steps from Centennial over the 205 rock breakwater need to be far enough up the beach to provide safe access for all. The Village in its own permits also required stairs over the 205 structure's rocks so the public can safely cross to the new beach. Further, the IDNR underscored the public nature of the beach by requiring stairs down south side of new 205 groin so the public can proceed south if they wish. All of these documents are in your files.

In November, 2025, after the 205 beach construction fence was removed, a friend and I enjoyed our first visit to the new beach, using the rock stairs from Centennial for access. Due to a misunderstanding by the upland owner, the police were called. Your public safety team resolved the misunderstanding and recognized the rights of my friend and I to stay and enjoy the new beach as long as we liked. I and others have subsequently visited the beach below 205 frequently and look forward to further visits during warm weather.

This E-mail is only a request that the Village confirm for Zoning Board members the public nature of the new beach on Centennial's southern border. I am not asking for a public declaration or announcement. Only that members of the ZBA are fully informed prior to their hearing on Park District fencing. They deserve clarity before considering the WPD application for permission to fence off public access to the new public beach below 205.

Am copying Ann Klaassen with a request to share this note with Chairman Bradley of ZBA. Am copying Chief O'Connell for information only.

Best regards,

Laurie Morse



From: [REDACTED]
To: [Ann Klaassen](#)
Subject: A letter to the ZBA members for their meeting on 3/9/26.
Date: Saturday, February 28, 2026 2:10:24 PM

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Dear Ann,

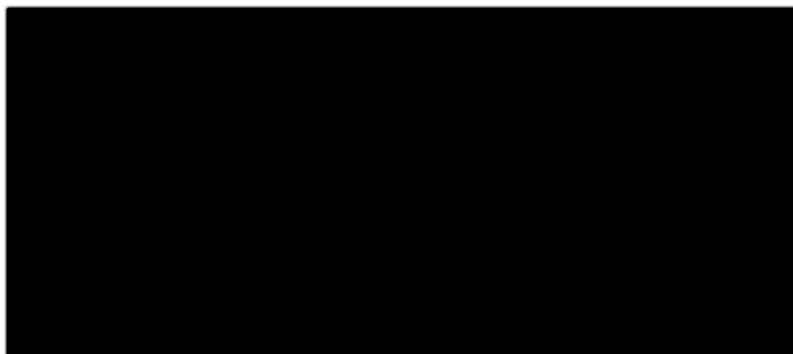
Would you please copy this letter for the ZBA members? Thanks so much.

To the members of the ZBA:

This article is from <http://www.wildlifegardeners.org>

I thought you might be interested in their opinions about chain link (or link chain) fences. I'm particularly concerned about the dangers of these fences to wildlife as well as to people and dogs.

[About Us - Wildlife Gardening](#)



About Us - Wildlife Gardening

Wildlife Gardening consists of trained volunteers whose aim is to promote environmentally responsible gardening ...

Wildlife-friendly Fencing and the Problem With Link Chain Fencing

May 9, 2024 - By [lara](#)

In recent years, the conversation around sustainable living and environmental conservation has highlighted the importance of wildlife-friendly fencing. Traditional barriers, particularly chain link fences, often pose significant hazards to local wildlife, obstructing natural movements and causing injuries. This article explores some wildlife-friendly fence options, the challenges of chain links, and inexpensive ways to cover a chain link fence to enhance its safety for wildlife.

What Makes a Fence Wildlife-Friendly?

Visibility

Wildlife-friendly fencing is designed to be highly visible to animals to prevent collisions and entanglement. By using larger, more reflective materials or adding colorful flagging tape to wires, the fence stands out better in natural environments. This visibility helps animals like deer, elk, and even birds recognize the barrier from a distance, allowing them to navigate safely around it. Enhanced visibility is especially crucial in areas where animal movement is high, ensuring that the fence serves as a gentle deterrent rather than a lethal obstacle.

Permeability

The concept of permeability in fencing is crucial for maintaining natural wildlife migration and movement patterns. Wildlife-friendly fences are constructed with gaps or are flexible enough to allow animals to pass through safely when necessary. For instance, drop-down sections or large spaces between the lower wires enable smaller animals to crawl under, while taller species might jump over without harm. This approach helps in

preserving the ecological balance and allows animals to continue their natural behaviors such as foraging and migration without severe disruption.

Height and Spacing

Adjusting the height and spacing of the wires in a fence can significantly enhance its wildlife-friendliness. The design considerations include ensuring that fences are not too high that they trap animals or too low that they pose a tripping hazard. Ideally, a fence should be high enough to deter or contain livestock yet low enough or properly spaced so that wildlife like deer can jump over safely. Moreover, sufficient ground clearance is provided to allow smaller creatures, such as turtles and rodents, to pass underneath, facilitating free movement across their habitat.

Material

The choice of material in wildlife-friendly fencing is vital to minimize potential injuries to wildlife. Using smoother and more flexible materials can reduce the chances of animals getting caught or injured by the fence. Smooth wire is often preferred over barbed wire, as it is less likely to cause harm if an animal attempts to cross through or over the fence. This consideration not only protects wildlife but also maintains the integrity and purpose of the fence over time.

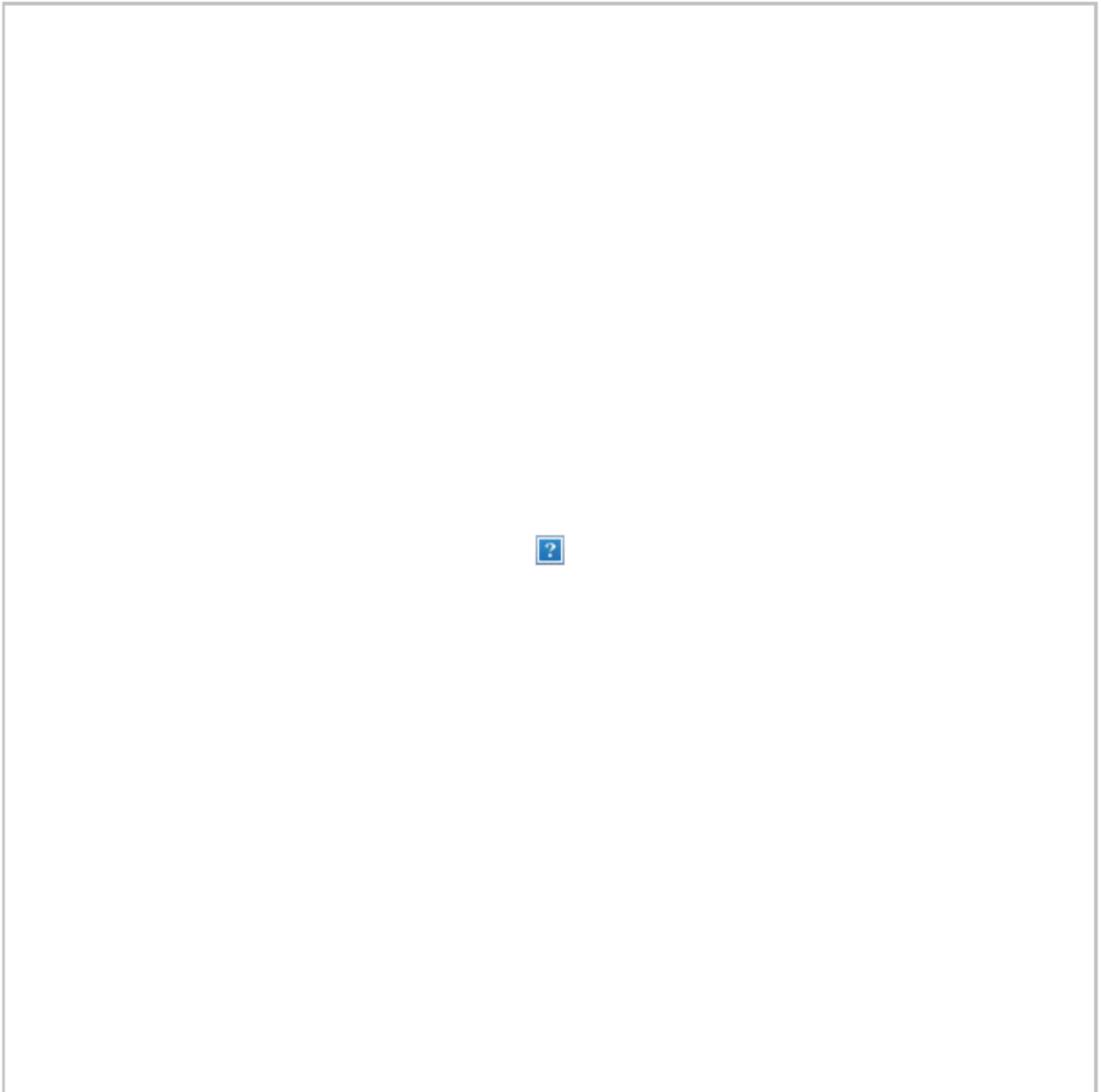
Gate Placement and Design

Integrating strategically placed gates or removable sections in wildlife-friendly fencing can significantly improve accessibility for wildlife. These gates are often designed to accommodate seasonal migration patterns, allowing animals to pass through key areas during specific times of the year. This design strategy helps to ensure that fencing does not permanently fragment habitats or obstruct essential migratory routes, thus supporting biodiversity and ecological connectivity.

Avoiding Barbed Wire

One of the fundamental aspects of wildlife-friendly fencing is the avoidance of barbed wire. Barbed wire can cause severe injuries to wildlife, leading to entanglement and even death. By substituting barbed wire with smoother alternatives, the risk to animals is greatly reduced. This practice is crucial in areas with high wildlife activity, ensuring that the fence fulfills its purpose without becoming a lethal hazard to the local fauna.

The Problem With Link Chain Fencing



Chain link fencing is not typically recommended for wildlife-friendly fencing due to several potential issues it can pose for animals:

Limited Permeability: Chain link fences offer little to no flexibility for animals to pass through or over, effectively creating barriers that can restrict wildlife movement and fragment habitats.

Injury Risks: The mesh design of chain link fences can pose risks for smaller wildlife, which might attempt to pass through the openings and become stuck or injured.

Obstacle to Larger Animals: Larger wildlife, like deer or elk, cannot jump over high chain link fences without risking injury. Likewise, they can't pass through it, which can disrupt natural migration and foraging paths.

Cheap Ways to Cover a Chain Link Fence

If you already have a chain link fence and want to make it more wildlife-friendly, there are a few modifications you can consider to reduce its impact on local fauna:

There are some affordable ways to cover a chain link fence to create a wildlife-friendly space in your garden.

- Adding **visual markers** such as colorful ribbons or reflective materials increases visibility to animals, helping to prevent collisions.
- Implementing affordable covers like finer **mesh or burlap** can protect smaller creatures from getting trapped while also concealing the industrial look of the fence.
- Strategically **creating gaps or installing wildlife-friendly gates** facilitates natural animal movement.
- **Planting vegetation**, such as climbing vines near the fence, provides a green cover, seamlessly integrating the fence with its natural surroundings.

These cost-effective modifications not only ensure the safety of local wildlife but also improve the overall appearance of the fence.

Thank you for your consideration.

Irene Smith

1087 Elm St.

From: [REDACTED]
To: [Ann Klaassen](#)
Subject: A photo for the ZBA packet.
Date: Saturday, February 28, 2026 2:47:29 PM

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Hi, Ann. Would you please copy the following for the ZBA packets? Thanks so much.

Irene



To the ZBA members-

This is a photo of the beach at Old Lyme, CT. I cannot imagine 2 such cages on Centennial Beach, one for people with dogs and one for people without dogs.

Executive Director of Parks, Shannon Nazzal, says the fences they are proposing will be permanent. Again, you are getting a piecemeal proposal. How can you approve such a thing without seeing the plans for Elder / Centennial?

Please deny the request by the Park District for an SUP.

Thank you for your consideration.

Irene Smith
1087 Elm Street

From: [REDACTED]
To: [REDACTED]; [Ann Klaassen](#)
Subject: March 9 ZBA Meeting
Date: Monday, March 2, 2026 11:23:39 AM
Attachments: [F1C79686-0224-415B-9367-EA360D628FF9.png](#)
[399185DD-6164-4D62-9319-383230965428.png](#)
[A6D6EBD7-8147-47BD-950C-09E86B4131C4.png](#)
[DFC6549F-CF1B-47F2-9247-A78EBF9C1927.png](#)
[CentennialFlyoverVideo.MP4](#)
[Alex Ross Email_Redacted.pdf](#)
[IL OSHA Employee SanitaryFacilities.pdf](#)
[WPD AECOM FailedSteelGroin Breakwater 2025.pdf](#)

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Hello Ann:

Would you please share my comments on WPD's revised Centennial fencing designs with ZBA, along with the attachments?

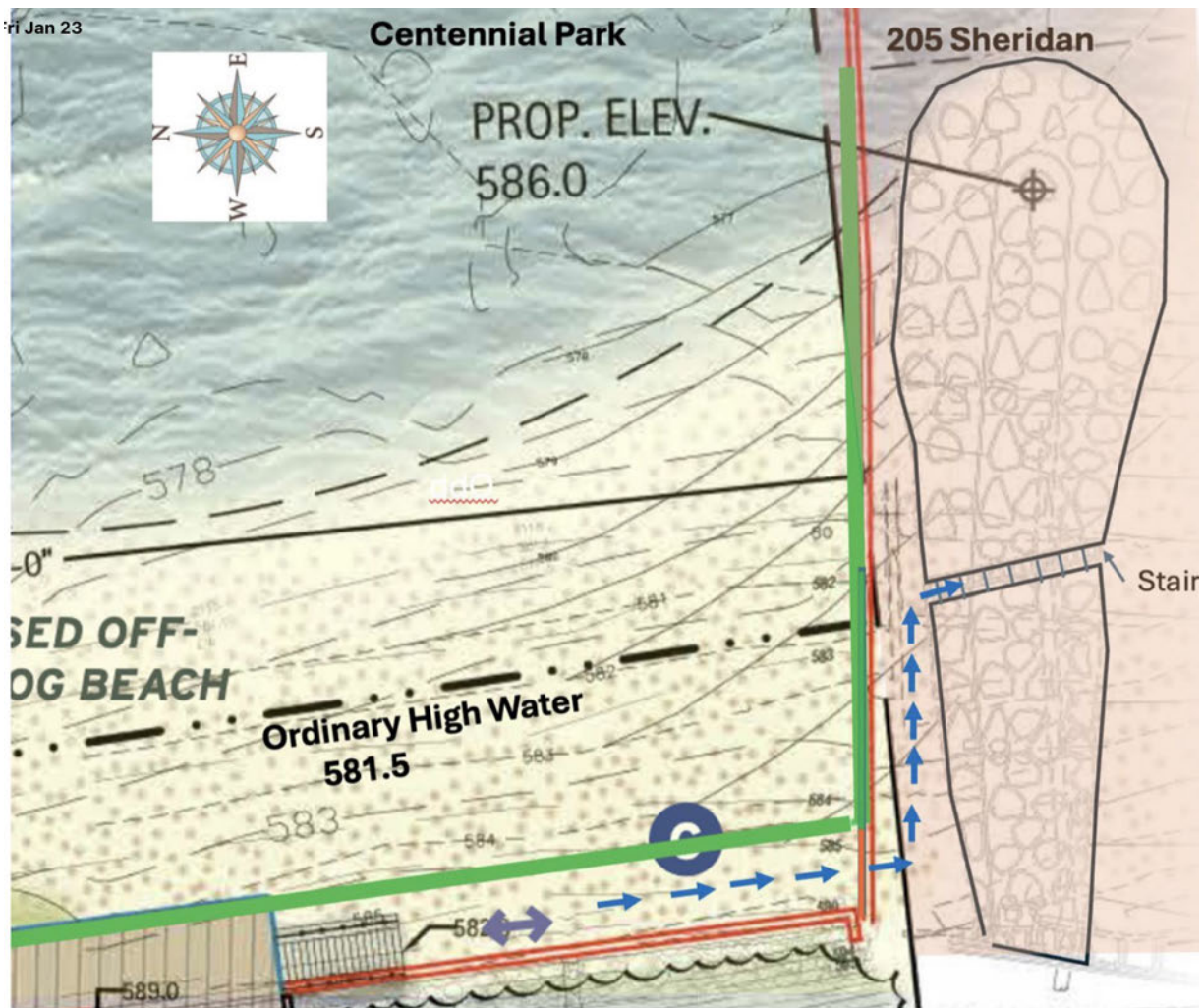
Thank you.

Kris Schriesheim

Winnetka taxpayer

WPD's description of Centennial as Winnetka's largest and highest quality beach weighs against recommending a dangerous fencing scheme that is detrimental to and would threaten the public's general welfare permanently.

DESIGNS BLOCK PASSAGE AND PRIVATIZE BEACH



WPD's seeks to obtain a permit for designs that would block passage along and privatize the beach. This breaches multiple Village Code sections; threatens the public's health, safety and welfare; threatens the essential character of Winnetka's Sheridan Road neighborhoods; diminishes property values with fencing that does not exist elsewhere in the neighborhood; creates congestion in the street; uses non-minimal designs; and creates parking issues. Most of these SUP issues were raised during ZBA's 2024 review, yet WPD appears to have made no effort to resolve them during the ensuing 14 months.

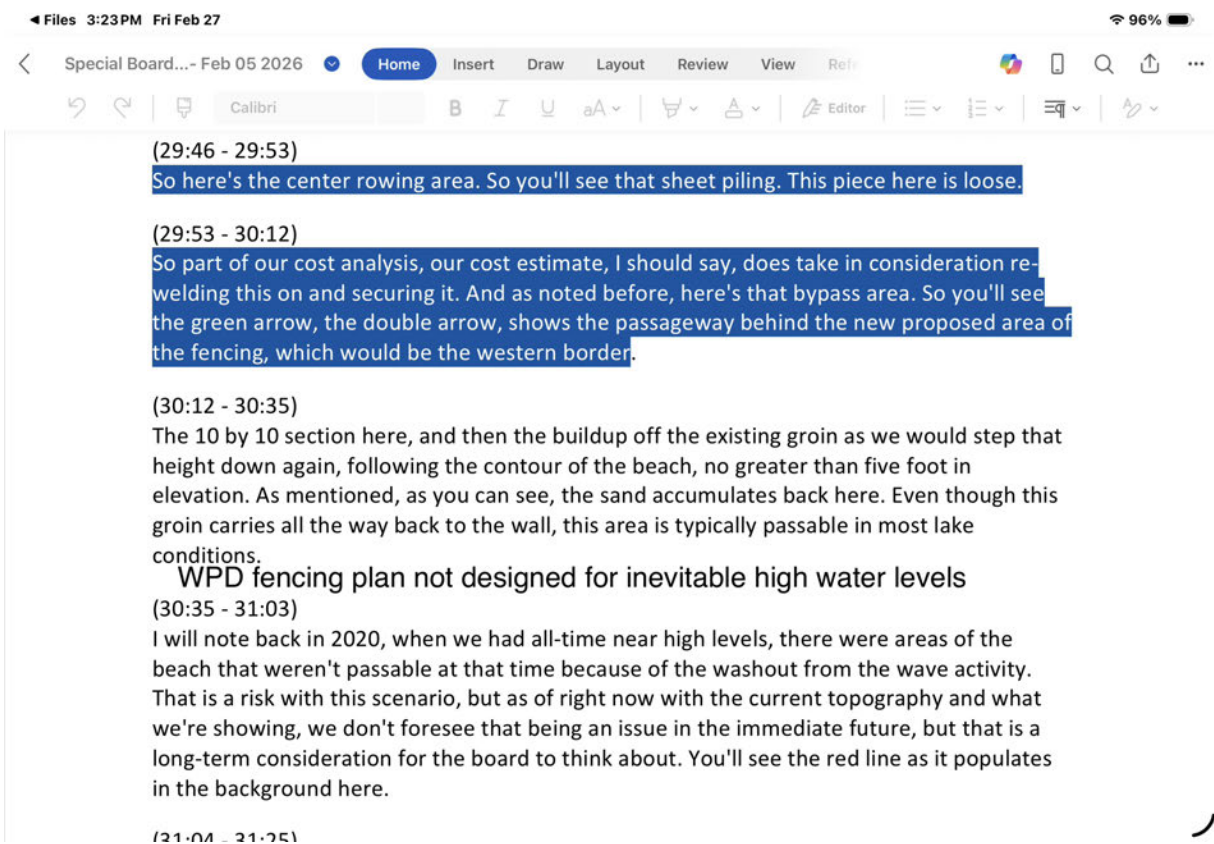
Driving WPD's fencing efforts are inflexible, unsafe, unaffordable, unpopular, twice-rejected breakwater-heavy designs. WPD's current SUP application mirrors almost exactly WPD's fencing designs from its 2024 Donation Agreement with Restrictive Covenant for which it unsuccessfully sought ZBA's approval.

I. WPD's fencing designs Violate SUP Condition 1, which requires: "That the establishment, maintenance and operation of the special use will not be detrimental to or endanger the public health, safety, comfort, morals or general welfare."



The impetus for WPD's beach designs was purportedly to address periodic high lake levels and (undocumented) erosion. This appears to have fallen by the wayside.

At WPD's February 5, 2026 board meeting, staff said that although current lake levels are low, the electric gate and fencing's placement on the sandy beach would eventually be in or under the waters of Lake Michigan. WPD's rush to permitting for dangerous fencing that would threaten the public's general welfare permanently, while disregarding the potential impact of Lake Michigan's high water levels, is sufficient reason for ZBA to decline recommending WPD's SUP application.



In the very recent past WPD also said ADA concerns were a reason for "developing" Centennial Park and Beach. It appears to have forgotten all about this with permanent fencing designs that neither contemplate nor incorporate any ADA elements. A complete absence of ADA-compliance efforts is sufficient reason for ZBA to decline recommending WPD's SUP application for permanent fencing.



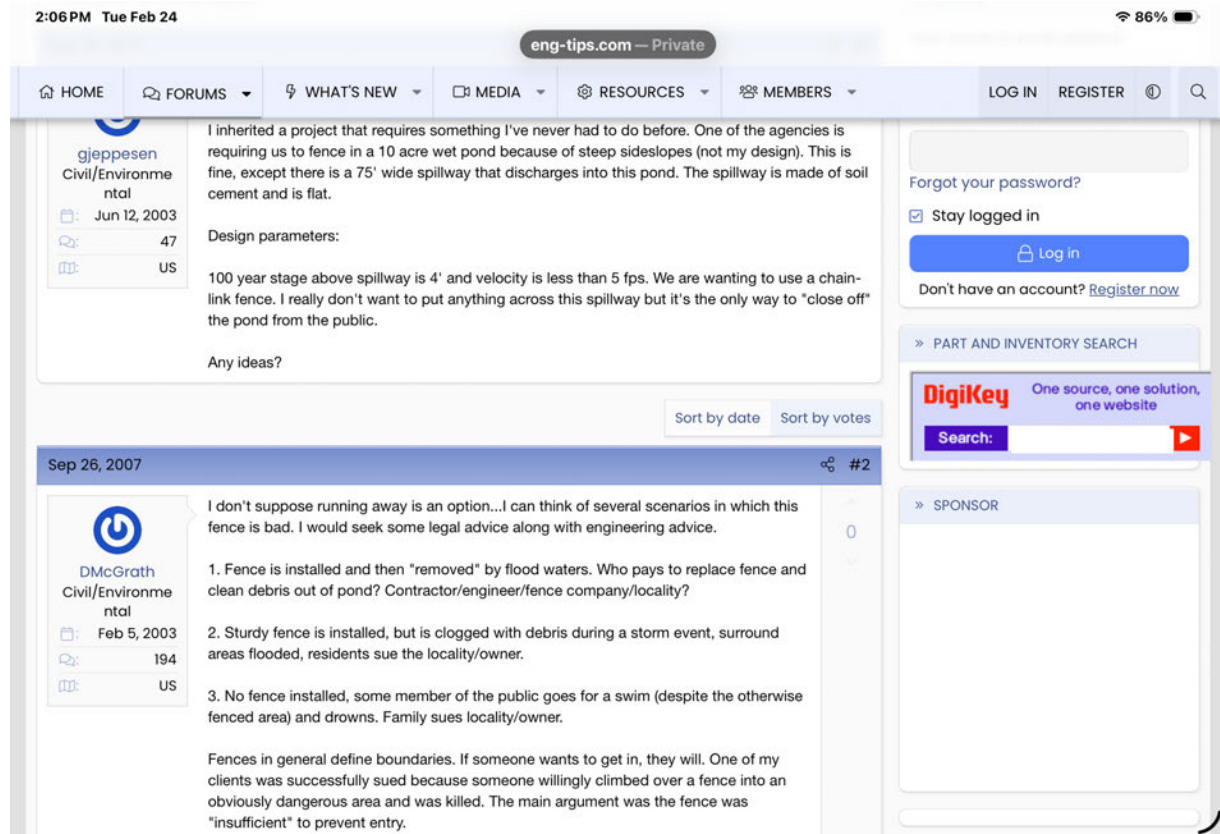
According to staff, WPD's southern fencing's placement would only provide a 4 foot wide passage area—effectively privatizing the southern neighbor's beach, while making it extremely difficult for WPD maintenance crews to reach debris, dead animals/fish, and other things that may be trapped against the fencing.

Attaching chain-link fencing to two mid-century steel groins extending over 100 feet into Lake Michigan is neither advisable nor safe. Last year AECOM did inform WPD of

Centennial's southern steel groin's lack of maintenance. Despite possessing this information, WPD failed to inform Plan in May 2025 that it was proposing to build permanent fencing on an unsafe groin. Today's plans would see the fencing's partial removal and then re-pounding it into both steel groins twice a year. This is concerning.

AECOM's 2025 letter says Lake Michigan wave action damaged 205 Sheridan's northern breakwater before construction was even complete. WPD's half-century obligation to maintain the Donation Agreement with Restrictive Covenant's Project Elements, groin-mounted fencing included, could result in extremely expensive, ongoing repairs to its own and neighboring properties. Centennial's proposed structures may sustain wave damage constantly, which would inflict major costs with resultant harm to the public.

The search for online information on open water chain-link fencing was challenging. A professional engineering forum discussed the perils of gated fencing in dynamic water conditions; considerations include entrapment; fencing designed to float away when water levels reach 3 inches so people are not trapped within the enclosure; that once released, the fencing could incidentally damage other property; and other potential legal issues.



HOME FORUMS WHAT'S NEW MEDIA RESOURCES MEMBERS LOG IN REGISTER

obviously dangerous area and was killed. The main argument was the fence was "insufficient" to prevent entry.

Sep 26, 2007 #3

sam74
Civil/Environmental
Dec 3, 2004
310
US

Maybe you could fence across the spillway with a separate fence (separate fence posts than the rest of the fence so the two are not tied together) whose abnormally long fenceposts reside in metal tubing buried in the ground with a slightly larger diameter than the fence posts. Put flotation device at the ground level and if water rises your fence and fence posts rise with the water. Sounds like it could work?

Sep 26, 2007 #4

msquared48
Structural
Aug 7, 2007
14,745
US

What about a fence that would open swing mechanically when the water level was sensed, say 3" or so above the top of the spillway, and close when the water receded. Could intermediate post(s) be added to cut down on the size of the fence gates needed? This would allow the installation of a solid fence, although it still could be chain link. Just thinking here. Might depend too much on electricity to operate unless there was a backup system for power outages. Starting to add up \$\$\$\$.

Mike McCann
McCann Engineering

Sep 26, 2007 #5

Leaving a chain-link fence on steel groins in Lake Michigan year-round would create similar safety and liability issues, injure wildlife, alter habitat, and create damaging ice pressure points.





Chain link fencing is not typically recommended for wildlife-friendly fencing due to several potential issues it can pose for animals:

Limited Permeability: Chain link fences offer little to no flexibility for animals to pass through or over, effectively creating barriers that can restrict wildlife movement and fragment habitats.

Injury Risks: The mesh design of chain link fences can pose risks for smaller wildlife, which might attempt to pass through the openings and become stuck or injured.

Obstacle to Larger Animals: Larger wildlife, like deer or elk, cannot jump over high chain link fences without risking injury. Likewise, they can't pass through it, which can disrupt natural migration and foraging paths.

One other point to consider is that fencing in or near water--including pools--typically has gates that are designed to open away from the water, which minimizes the risks of children pushing them open from the outside to get in. WPD's gates appear to be designed to open towards the water. WPD's apparent lack of attention to safety protocols is sufficient reason to deny recommending WPD's SUP application.

II. WPD's fencing designs violate SUP Condition 2, which requires: "That the special use not be substantially injurious to the use and enjoyment of other property in the immediate vicinity which are permitted by right in the district or districts of concern, nor substantially diminish or impair property values in the immediate vicinity."

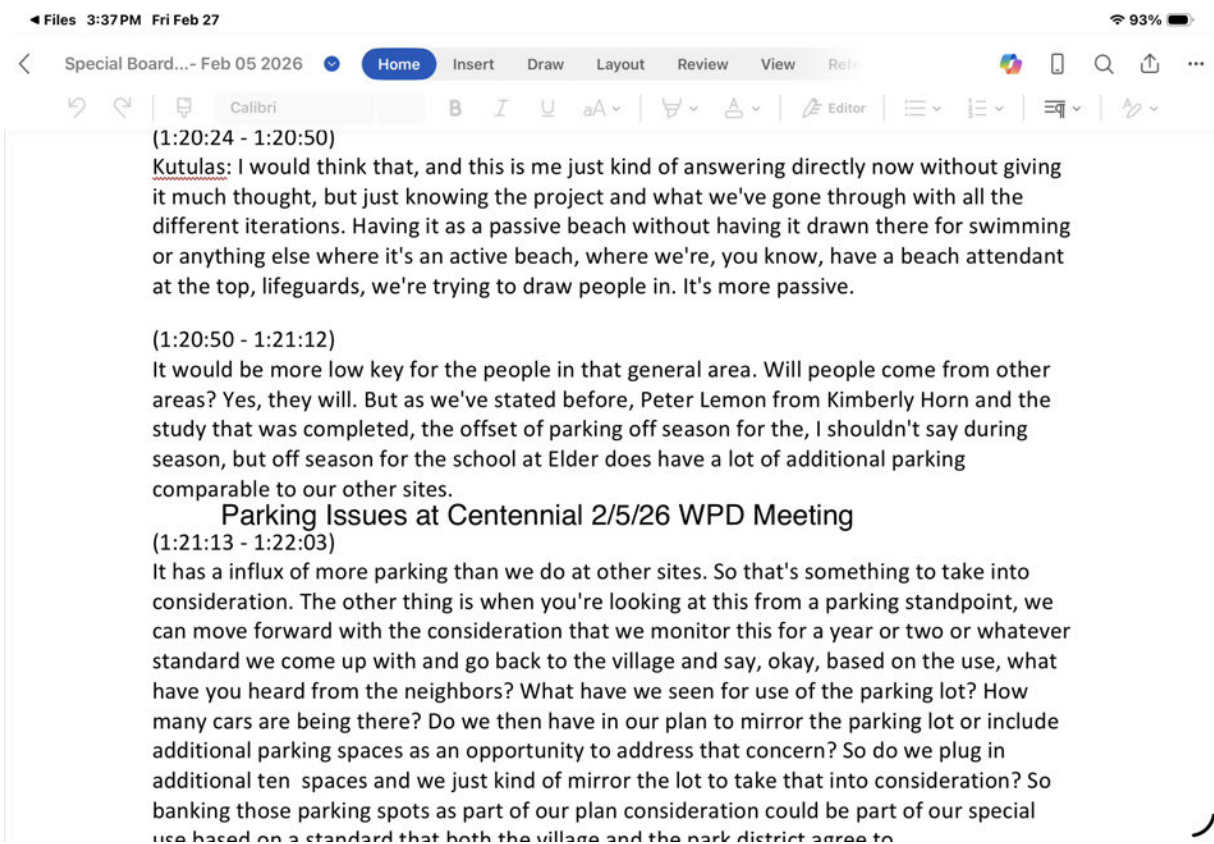
As discussed above, permanently attaching chain-link fencing to old steel groins may result in damage to neighboring properties. Using electric beach-mounted gates and fencing that could detach and damage neighboring areas violates SUP Condition 2. Neighbors have the right to expect WPD to comply with Village design standards that are meant to protect property values. There are no fenced park district beaches in Winnetka.

III. WPD's fencing designs violate SUP Conditions 4 and 5, which require: "That adequate measures have been or will be taken to provide ingress and egress in a manner which minimizes pedestrian and vehicular traffic congestion in the public ways" and "That adequate parking . . . and other facilities necessary to the operation of the special use exist or are to be provided."

Because WPD merely replicated its non-recommended 2024 Centennial SUP designs, it has not addressed concerns about ingress and egress along Sheridan Road. This alone is sufficient to decline recommending WPD's SUP application.

WPD still suggesting cars park on Centennial's tabletop, like Lloyd.





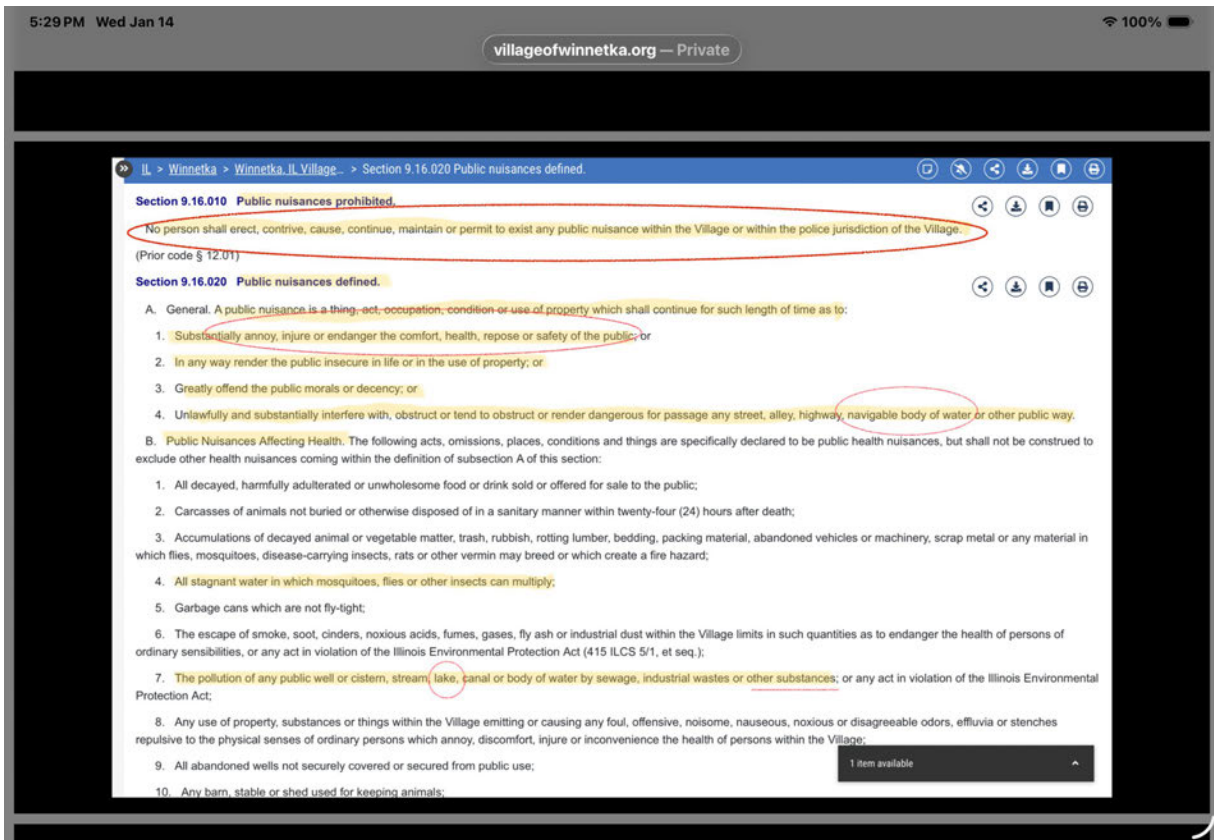
WPD essentially replicated its non-recommended 2024 Centennial SUP designs converting Centennial into a dual use beach, without defining resultant parking needs first or neighborhood impact. This alone is sufficient to decline recommending WPD's SUP application.

IV. WPD's replication of 2024's Centennial SUP designs lacking sanitary facilities that are necessary to Centennial's operation violates SUP Condition 5. WPD plans to hire Centennial staff who would have to reach Elder Beach to find bathroom facilities. Failing to provide necessary facilities violates Village Code Section 15.08.080--International Property Maintenance Code--#39, 503.3, which obligates Winnetka employers to provide access to toilet facilities from within the employees' working area. The required toilet facilities must be located so that the path of travel to such facilities does not exceed a distance of 300 feet from the employees' regular working area. This alone is sufficient to deny recommending WPD's SUP application.

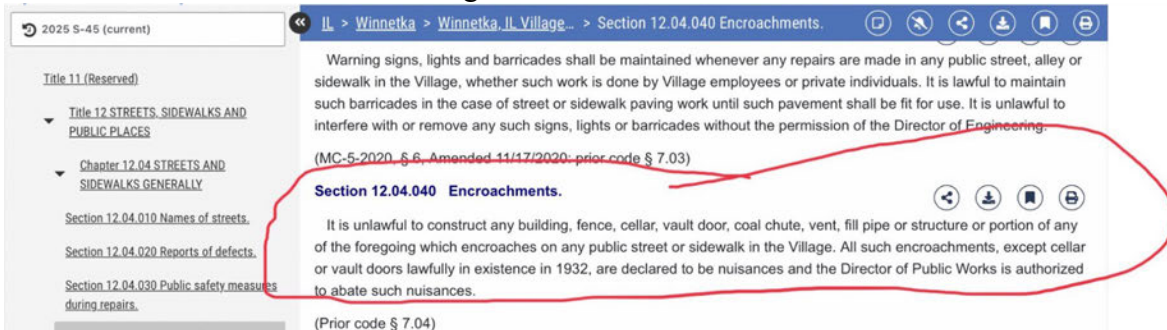
V. WPD's fencing designs violate SUP Condition 6, which requires; "That the special use in all other respects conforms to the applicable regulations of this and other Village ordinances and codes." With respect to the Public Trust Doctrine, the Village Attorney has already stated WPD needs to address the fencing's placement by obtaining an access easement, moving the fencing, or in some other lawful manner. Village Code Section 17.60.035 prevents placement of WPD's fencing across the southern neighbor's lot line.

FURTHER CODE VIOLATIONS THAT PREVENT GRANTING A SUP

Village Code Section 9 forbids the creation of a public nuisance, which WPD's chain-link fencing would do.



Then-Trustee Andy Cripe prepared a January 2023 memorandum for the Council’s lakefront study session. The memorandum lays out how shoreline obstructions would create a public nuisance. It is available on the Village website.



Village Code Section 12.04.040 forbids encroachment onto public streets, including Lake Michigan. WPD's fencing would unlawfully encroach onto the public street.

This is my analysis of certain applicable Village Code sections that were entirely new to me.

Village Code Section 15.08.070--Amendment to National Electric Code 2020 Edition--states that the Village's Water and Electrical Department must install all new and modified underground electrical services. At WPD's February 26, 2026 meeting WPD staff gave the impression that it would install the underground electrical services itself. Query whether running electrical lines down to the lakefront would require steep slope and/or slope transition zone work.

Village Code Section 15.08.130--Amendment to MWRD-WMO Section 602.9--This

incorporated section says new structures that are substantial improvements 'shall (D) Elevate electrical and other service facilities to the FPE or higher and (E) Provide a back-up power source that will activate without human intervention if electricity is required.' Development includes changes in land use and practices. ZBA should consider whether WPD is aware of or intends to comply with this Code requirement given the complete absence of floodway permitting consideration in the SUP application, the designs' placement of electrical below FPE, and the lack of a backup power source.

Village Code Section 15.32.030--New structures in Flood Hazard Areas (which includes Centennial's lakefront) cannot get a building permit until the applicant complies with Section 15.68 (Floodplain Construction provisions) and the Watershed Management Ordinance. I do not believe WPD has made an effort to do so.

Village Code Section 15.32.080--Criteria for Permit Approval (C]-Zoning conformity. Any property upon which the construction of any primary structure is to occur, shall be a single lot of record, and (D)-No work may affect the Public Way and Property, and no permit shall be issued unless the applicant first complies with Village Code Section 12 (this is violated by encroaching upon a public street, see above). Assuming that the gate and fencing constitute primary structures, WPD's permit designs fail to meet these Code requirements.

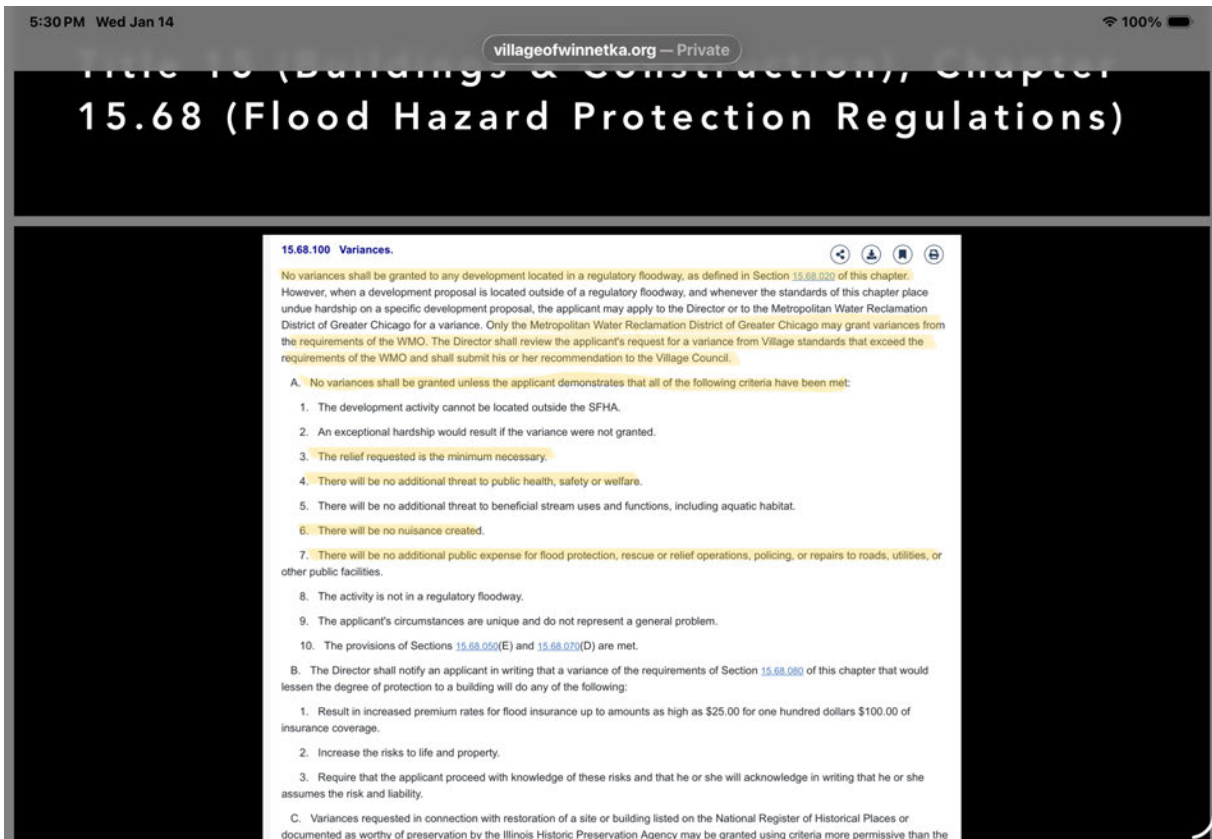
Village Code Section 15.68.060-Occupation and Use of Identified Floodways. All floodway modifications shall be the minimum necessary to accomplish the purpose of the project. WPD's fencing is far from the minimum necessary for a Cook County project.

Village Code Section 15.68.060: Consider whether WPD plans violate Subsections (1)—Underground utilities are only permitted if they do not require the placement of above ground structures in the floodway and (3)--Centennial beach is in a coastal high hazard area (Zone VE), and no fences are allowed under a regional permit. This section also provides that WPD would need to retain a professional engineer for its fencing project. Before the Village can issue a permit, the IDNR/OWR first has to issue a permit or written documentation for a Floodplain Development permit. Further, subsection (D) states that no development is allowed in a floodway if it will be a threat to public health and safety. Building an electric gate that will at times be in the water, as will chain-link fencing mounted to old, unstable, possibly eroded steel groins above and in Lake Michigan's waters, with dog waste stored upon and within a high coastal hazard zone, would pose multiple threats to the public's health and safety.

Village Code Section 15.68.025 states that a Floodplain Development Permit Application must use a specific form, which to the best to of my knowledge WPD has not complied with.

Village Code Section 15.68.080 contains permitting requirements applicable to all floodplain areas, in addition to those contained in Sections 15.68.050, 15.68.060 and 15.68.070. Its (A) public health standards state that no developments shall include locating animals' waste below the FPE unless such materials are stored in a floodproofed and anchored storage tank and certified by a professional engineer; (D) public utilities such as electric must be located and constructed to minimize or eliminate flood damages (WPD's designs create/maximize the risk of flood damages by adding an electric gate to the beach/waterfront instead of leaving it at the top of the bluffs); and (E) all other developments, such as fences, shall be designed so as not to . . . increase potential flood damage. Sheared off metal fencing would increase potential flood-related damage, as would possible electric shocks from exposed wires if the gate breaks.

Installation of electric and fencing that at times will be submerged maximizes, rather than reduces, the dangers of flood damage. WPD plans to install “waterproof” containers for dog waste on the beach itself, instead of leaving receptacles on the tabletop, seems unlikely to meet Section 15.68.080’s requirements.



Village Code Section 15.68.100 - Variances- Former Trustee Andy Cripe's memorandum discusses this section, which prohibits variances from being granted to any development located in a regulatory floodway. WPD would have to apply to MWRD to obtain permission for its unsafe project, which does not meet the section's requirements.

Village Code Section 15.78.010-Lakefront Construction
Section 15.78.080(C) says the construction must comply with all other applicable Village Code provisions (WPD's project does not), (D) the project scope must be only what is minimally necessary to achieve the intended and PROPER purpose (emphasis added) of the project (extending fencing beyond a single lot, across a public street, violating the Public Trust Doctrine and creating a private beach are not proper purposes); (E) fencing must not interfere with Public Safety Operations (WPD's structures would block and unreasonably interfere with the ability of public safety personnel to conduct search and rescue or other safety operations; and (G) existing sightlines may not be altered more than minimally necessary (WPD's designs would unreasonably alter sightlines by building permanent black chain link fencing on Winnetka's beautiful beaches, and also would violate WPD Policy Manual's presumptive preference to avoid fencing and leave open spaces intact).

Village Code Section 17.04.020- Objectives-Every single one of the Village's Zoning Code precepts is or would be violated by WPD's electric gate and chain-link fencing.
Village Code Section 17.04.030 (8) prohibits WPD's fencing from impermissibly and

unlawfully extending across the OHWM/Street Line, into the open waters of Lake Michigan. Village Code Section 17.04.030 (3) states that a zoning lot on Lake Michigan does not lie beyond the Ordinary High Water Mark. The Village Code does not permit issuance for fencing beyond a single lot. See also Section 17.60.035, discussed above.

Thank you for reading these comments, which I prepared after spending some time studying the Village Code. Based upon my review, I respectfully request that ZBA decline to recommend approving WPD's SUP application.

-5-

your top 2 likes and dislikes of Centennial. Top 2 what would you change on the project. Staff is looking to best engage the public and get the most information out of the workshop.

Gracie Durham – Hitting your mailboxes Friday – Sunday a post card describing the open house workshop will be arriving. It encourages the community to come out and share their input.

Executive Director Peterson – There's a website where people can send in emails to talk about a topic of interest.

Commissioner James – The motion that was made in October 27th was for a special meeting and staff came back and said we have a difficulty creating a special meeting. We recommend making it a workshop open house.

Director Kutulas – For table set up who better to sit at the dog park than the 2 people that co-chaired the dog park committee.

Commissioner Root – I'm not at all interested in doing that. No. I want to see our president – you're the one that's been focused on that. I think you would be terrific at explaining the dog park beach, because it was your genius to bring this back.

Commissioner James – I would like Kosta to lay out all his recommendations.

Director Kutulas – I will suggest in Station 4 there is the most information as it relates to the design for the dog park and components of the dog park, not necessarily the form and function of what it is and what we're trying to accomplish. Part of the Board for Station 4, our design consultants, Warren and myself are probably going to be best suited to explain those items. Who's been on committees to push progress is where we looked. Stations 1 and 2 – identifying best people for that with park district staff. Cynthia if you would be kind enough to help with station 3. Then for station 6 with the property exchange, Christina and David looking to you guys.

Commissioner James – Where would you like to be?

Commissioner Root – I want to be with Cynthia.

Commissioner Seaman and Codo – Put me wherever – happy to help wherever.

Commissioner James – There are specific things I hope come out of the workshop. This may take a couple sessions. There's a goal to build upon our prior decisions. We're coming into this knowing that the dog beach should be at the south end – the input should be how much land to allocate for dog beach? Specify a number. The other thing is there's concern about how to best separate a dog beach from a swimming beach – need design elements from that. The other imperative is the bypass – make sure people are able to walk. The most urgent issue is our relationship to our neighbor to the south. As we learned on Tuesday there were very thorough presentations by the IDNR, Army Corp, Village Engineer, Village Zoning Director and the Village Attorney.

(1:46:00) Director Kutulas – Objectives to accomplish from the meeting

- scale of stone

-6-

1/12/23

Commissioner Rapp – So simply like homeowner easement, temporary easement, John can decide, we probably have other ones somewhere.

(23:54) Executive Director Peterson – So if I could just go back to the Standstill Agreement. I like the idea and I'm not on the Commissioners side of the fence but I like getting it out even before you hear back from David Williams because if there are elements of the Agreement as it currently exists, we'll get input on it from the Commissioners as a whole and then if and when we hear from David we can amend it and get it out again, but we'll have taken the biggest piece.

Commissioner Root – I reserve comments not having seen it. I am curious on who knows what about giving up the beach and I'm having trouble hearing you. Warren did I hear you say that you checked back with Chris and Chris confirmed that yes?

Commissioner James – No I said I had not had any subsequent conversation with Chris.

Commissioner Codo – So Ishbia texted Warren. Warren has that text.

Commissioner Root – We heard a lot from Mr. Ishbia on what he's going to do that he doesn't do. Is there any way we can get a letter from David Williams that confirms that?

Commissioner Codo – That's what we're asking.

Commissioner James – That's what I'm begging for.


Commissioner Seaman – Has there been any reply to the new contract that we've sent?

Commissioner James – No response. We need to ask for another meeting with him but in the



Donation Agreement Plank

From Alex Ross <[REDACTED]>
Date Thu 2/5/2026 1:24 PM
To Elise Gibson <egibson@winpark.org>; Jeff Tyson <jtyson@winpark.org>; Christina Codo <CCodo@winpark.org>; Scott Corley <scorley@winpark.org>; Cynthia Rapp <cyrapp@winpark.org>; Colleen Root <CRoot@winpark.org>; David Seaman <DSeaman@winpark.org>
Cc Shannon Nazzal <snazzal@winpark.org>

 1 attachment (259 KB)
2024 WCC Final Board Platforms_vShared.pdf;



[Safe](#) [Spam](#) [Phish](#) [More...](#) [FAQ](#) [Protection by INKY](#)

Good afternoon,

Unfortunately, I am unable to attend this evening's meeting and ask that this be read or noted in the meeting if possible.

I want to point out Park District Plank #2 in the attached 2024 WCC Board Platform slides, Plank #2 indicates that there is not enough support for the Donation Agreement to go ahead as proposed and the Winnetka Caucus Council recommendation was that it should be renegotiated to eliminate the restrictive covenants or pursue alternative funding.

As most of you were Winnetka Caucus Council candidates, you did agree to follow the planks as derived from the Village-wide survey.

If you cannot do so, please be sure to highlight the extenuating circumstances that cause you to not follow the plank as written.

Warm regards,
Alex Ross



2024 Winnetka Caucus Council (WCC) - Proposed Platforms

Winnetka Park District Board Platform

Plank #1: Intergovernmental Cooperation - Elder Beach

The Winnetka Park District and Village of Winnetka continue to work through the application process for the Centennial-Elder project. In the meantime, there is a clear desire for a temporary solution that will enable the Elder beach to be opened. As can be seen below, more than 60% of respondents are in favor of the temporary solution.

Yes	61.30%	955
No	19.58%	305
No Opinion	19.13%	298
Total	100%	1558
Skipped		65

While the issues surrounding the Centennial and Elder parks / beaches are complex, the Village and the Parks Department should work together to prioritize a solution for beach access and swimming at Elder Park in the near-term.

Note: The questions below are based on percentage information provided directly from the survey software, which did not account for people who skipped answering the question. Of those who skipped the questions we identified that there were 264 respondents who did not answer any of the questions, so we do not consider these respondents valid for the questions.

Plank #2: Donation Agreement

The Park District entered into a Donation Agreement with restrictive covenants with a private party. The survey question asked if this should be renegotiated or go forward, with the results below:

Continue with the donation, as negotiated.	29.33%	366
Renegotiate to eliminate restrictive covenants with the possibility that the WPD will have to seek alternative funding (reserves, debt, etc.) if negotiations fail.	49.20%	614
No Opinion	21.47%	268
Total	100%	1,248
Skipped		375

The results of the survey show that nearly 50% of all responders agree that the Park District should reconsider the Donation Agreement. In addition, when excluding those who responded with “No Opinion,” 63% of responders indicated that the Donation Agreement should be renegotiated. The Park District should renegotiate the terms of the Agreement to eliminate the restrictive covenants, or pursue alternative funding if Necessary.

Plank #3: Organic Parks

In 2018 the Park District staff conducted a pilot program using an organic herbicide in one park. More than 68% of survey respondents have expressed a desire for the Park District to launch another pilot program.

Yes	68.26%	899
No	11.24%	148
No Opinion	20.50%	270
Total	100%	1317
Skipped		306

With a view toward examining the viability of making more parks organic, the Park District should undertake a new pilot program utilizing any updated organic management techniques and exploring the use of a consultant.

Plank #4: WPD Top Areas of Interest (Q16)

The top three areas of interest WPD constituents would like to see addressed are a) an outdoor pool, b) an improved Green Bay Trail (requiring coordination with the Village) and c) an indoor pool. As can be seen in the results below, two other options were close to the top three:

Outdoor Pool	30.49%	397
Green Bay Trail	27.73%	361
Indoor Pool	22.50%	293
Non-Beach Off-Leash Dog Park	22.12%	288
Multi-Use Center (general use)	20.35%	265
Total		1302
Skipped		321

Taken together, interest in a pool option remains a top priority for constituents. Taking direction from the unimplemented Plank #4 in 2022, the WPD should commission a comprehensive study on the feasibility and economics of various pool options, including partnerships with other towns and New Trier High School. This should be presented to the community, including location preferences, cost to build, cost to maintain, and revenue generation potential, and options to meet any potential shortfall.

does the state of illinois require employers to provide its employees with workplace restroom facilities



Yes — under **Illinois law**, employers (and building owners/operators) generally *must* provide workplace restroom facilities for employees, but the requirements come mainly from **state administrative plumbing codes** rather than a simple statute saying “provide a bathroom.”

Legal Inform...

Workplace Restroom Facilities Requirement (Illinois Administrative Code)

Under the **Illinois Plumbing Code** (Title 77, Part 890), there are specific requirements for **employee restroom facilities** in places of employment:

- **Restroom facilities and drinking fountains must be provided for all employees** at each place of employment. Legal Information ...
- The **minimum number of plumbing fixtures** (toilets, lavatories, etc.) is determined based on the maximum number of male and female employees working at any one time. Legal Information ...
- If **more than five employees** are present at any one time, **separate restrooms for men and women** are required. If **five or fewer**, one restroom may serve all employees. Legal Information ...
- Access to these restrooms must meet certain location and access standards (e.g., on the same floor or within a specified distance in some buildings). Illinoi...

This is a **state-level standard** that applies to employers and property owners in Illinois and is typically enforced through building inspections and code enforcement agencies. It is not limited to construction sites but applies broadly to places of employment covered by the plumbing code.

Legal Information ...

Construction Sites (Specific Law)

There is also a **Construction Site Temporary Restroom Facility Act** in Illinois that specifically requires adequate restroom facilities on construction sites for workers while the building is under construction. Justia Law

Federal Requirements Also Apply

In addition to state plumbing codes, employers in Illinois are subject to **federal Occupational Safety and Health Administration (OSHA)** sanitation standards, which require employers to ensure employees have **access to sanitary restroom facilities** and reasonable breaks to use them. OSHA's rules apply nationwide, including Illinois. While OSHA doesn't set state-specific requirements, its sanitation standards are enforceable in all states. (Federal OSHA rules are often adopted or enforced through state OSHA programs; Illinois participates in OSHA enforcement.) Reddit

In short: Yes — Illinois regulations **require employers to provide restroom facilities for their employees** according to minimum plumbing standards, and this is supported by state administrative plumbing codes. Enforcement typically comes through building/plumbing inspections and compliance with safety and health regulations. State law also complements federal OSHA requirements for sanitary restroom access. Legal Information ...

can an employer legally require beach employees to swim across the waters of lake michigan to reach bathroom facilities at a different beach?



Short answer: **No — that would almost certainly be illegal and a serious safety violation.**

Requiring beach employees to **swim across Lake Michigan** to access restroom facilities would likely violate multiple laws and safety standards.

1 OSHA Sanitation & Safety Rules

Under federal OSHA standards (enforced in Illinois), employers must:

- Provide **readily accessible** toilet facilities
- Ensure facilities are **sanitary and safe to access**
- Not impose unreasonable restrictions on restroom use

Requiring employees to swim across open water to use a restroom would almost certainly violate OSHA's sanitation standards and general duty clause, which requires employers to provide a workplace free from recognized hazards. Enforcement would fall under the Occupational Safety and Health Administration.

Swimming across Lake Michigan presents obvious hazards:

- Drowning risk
- Strong currents and rip tides
- Cold water exposure
- Boat traffic
- Severe weather changes

That would not be considered "reasonable access."

2 Illinois Workplace Requirements

Illinois plumbing and workplace regulations require employers to provide adequate restroom facilities for employees at places of employment. Forcing workers to travel off-site — especially by swimming — would likely fail the requirement that facilities be accessible and adequate.

The Illinois Department of Labor could also treat this as an unsafe working condition.

3 Liability Exposure


Beyond regulatory violations, this would expose the employer to major liability:

- Workers' compensation claims
 - Personal injury lawsuits
 - Potential wrongful death liability
 - OSHA fines and penalties
-

If an employee were injured or drowned, the legal exposure would be severe.

Bottom Line

An employer **cannot legally require employees to swim across Lake Michigan to use a restroom.** Restroom facilities must be reasonably accessible and safe. This scenario would almost certainly violate OSHA standards and create extreme legal liability.



April 17, 2025

Mr. James P. Casey
Mr. Steve Altman
Illinois Department of Natural Resources
Lake Michigan Section
160 N LaSalle Street, Suite 703
Chicago, IL 60601

**Subject: Shoreline Protection Project in Lake Michigan (Permit LM 2023004)
205 Sheridan Road, Winnetka, Ill.
North Stone Groin Design Adjustment**

Dear Jim and Steve,

This letter is with reference to a shoreline project that was approved by IDNR on May 2, 2023.

Winter storms have caused erosion at the east end of the North Stone Groin. The Winnetka Park District steel groin, which is located immediately north of the stone groin, has experienced failure. The steel cap on top of the steel groin has been dislodged by wave attack this past winter. Also, the steel sheet piles at the eastern portion of this groin are loose due to the damaged cap. Winter wave conditions have caused significant erosion at the end of the Orchard stone groin. Wave attack at the east end of the damaged groin causes water jets through the steel sheet joints and uneven overtopping flow and turbulence on the Orchard side of the steel groin.

This situation has caused a deep scour hole formation on both sides of the groin. On the Orchard beach side of the scour, the scour hole is 7' or deeper with a scour hole width that is 50 to 60 feet wide. The deepest area is immediately south of the steel groin and east of the Orchard stone groin. The scour extends to the Orchard stone groin toe of slope. We propose to add toe stones to buttress the existing stone groin toe stones to address the scour impacts. The proposed line of toe stones will front the existing toe of the stone groin and will be buried to the clay layer elevation. The added toe stones will rest on clay. And the toe stones will be recessed below the existing lakebed as shown on the attached drawings. We have met with the Park District to discuss this issue.

We have met with the Winnetka Park District to make them aware of this matter. Please let us know if you approve this request. Please issue a letter of determination regarding this proposed plan adjustment. If you have any questions, please call me on the following number (847 - 323 -2171).

Best Regards,

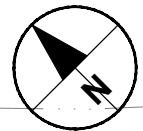


William J. Weaver, P.E., BC.WRE
Vice President – Sr. Principal Engineer

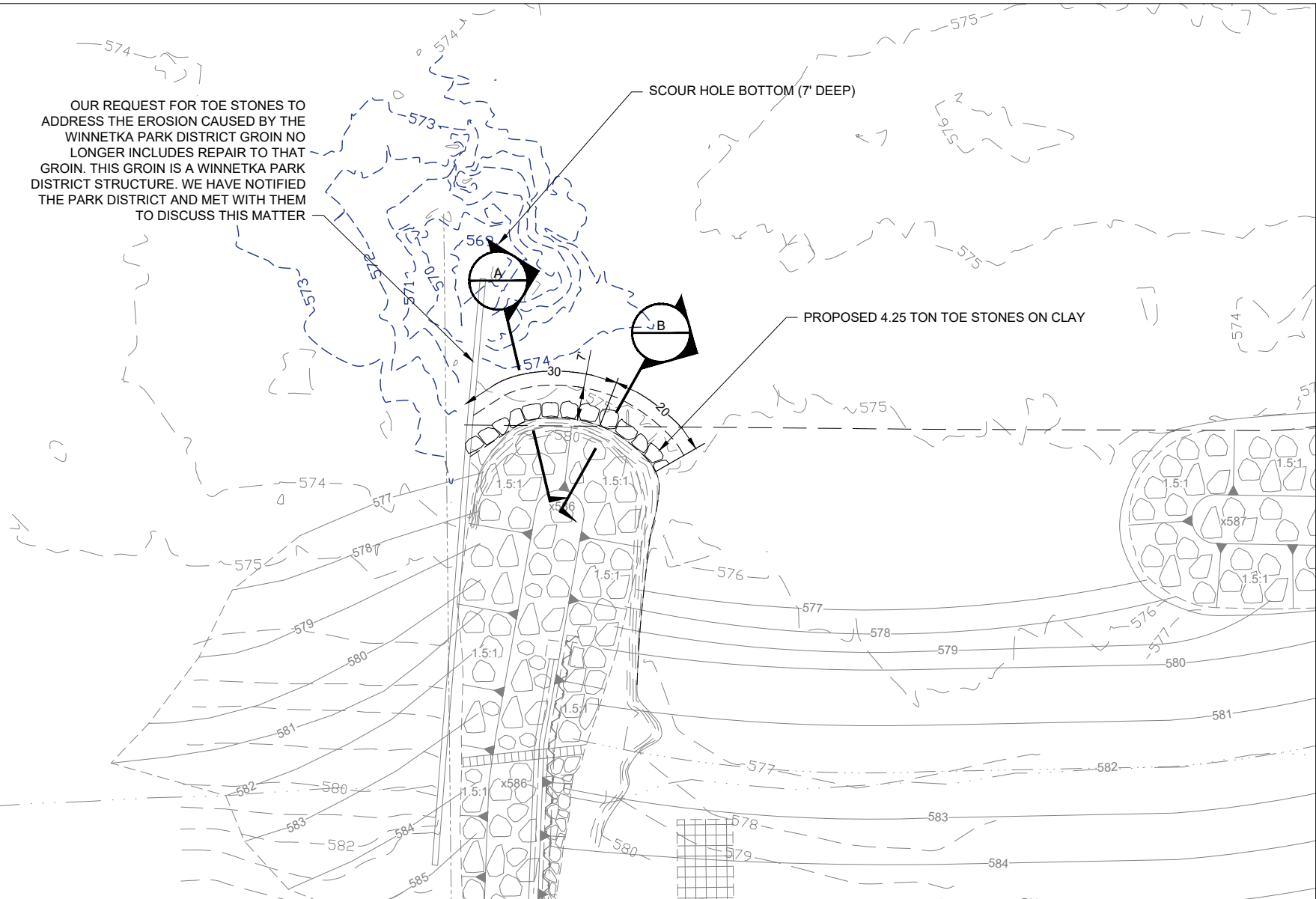
OUR REQUEST FOR TOE STONES TO ADDRESS THE EROSION CAUSED BY THE WINNETKA PARK DISTRICT GROIN NO LONGER INCLUDES REPAIR TO THAT GROIN. THIS GROIN IS A WINNETKA PARK DISTRICT STRUCTURE. WE HAVE NOTIFIED THE PARK DISTRICT AND MET WITH THEM TO DISCUSS THIS MATTER

SCOUR HOLE BOTTOM (7' DEEP)

PROPOSED 4.25 TON TOE STONES ON CLAY



SCALE: 1" = 20'



From: [REDACTED]
To: [Ann Klaassen](#)
Subject: Re: Letter for the Zoning Board of Appeals Members
Date: Wednesday, March 4, 2026 1:46:03 PM

You don't often get email from [REDACTED]. [Learn why this is important](#)

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Hi Ann,
Below is the letter that I sent to you the other day. I am sorry that you could not open it. I hope it is okay in this format.
Regards,
Debbie

To Whom This May Concern,

I am writing to express my concern about the proposed fencing that is being considered for Centennial Beach in Winnetka. The fencing would be unattractive, diminishing the beauty of the beach, and also does not seem to be a necessary requirement or expense.

Therefore, please deny the Winnetka Park Board's application for a Special Use Permit.

Thank you for your consideration.
Sincerely,

Deborah Z. Creigh

132 Glenwood Ave, Winnetka, IL 60093

Debbie Creigh

On Tue, Mar 3, 2026 at 9:34 AM Ann Klaassen <AKlaassen@winnetka.org> wrote:

Hi Debbie,

Unfortunately, I'm not able to open the attached letter. Would you be able to send it in a different format?

Thank you,

Ann Klaassen

Assistant Director | Village of Winnetka Community Development

[510 Green Bay Road - Winnetka, IL 60093](#)

847.716.3525

From: Debbie Creigh <[REDACTED]>
Sent: Monday, March 2, 2026 5:28 PM
To: Ann Klaassen <AKlaassen@winnetka.org>
Subject: Letter re fencing

You don't often get email from [REDACTED]. [Learn why this is important](#)

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Hi Ann,

Please find attached a letter for the ZBA members.

Thanks for your assistance in forwarding it to them.

Regards,

Debbie Creigh

Members of the Zoning Commission,

March 9, 2026 (Meeting)

I am writing in firm opposition to the proposed fencing and additional structural installations at Centennial Beach.

The direction this proposal is taking is deeply concerning: more fencing, more barriers, more hardscape. No fences. No more boulders. No additional structural intrusions into the sand or water.

The plan includes a large, 12-foot-wide chain-link enclosure on the beach itself, removing approximately 2,400 square feet of existing sandy shoreline. That represents a permanent loss of open recreational space. In addition, the proposed water fencing for dogs introduces yet another barrier — along with a large entry “cage” structure on the beach.

Taken together, this creates multiple caged areas on what has always been an open, natural shoreline. The visual and physical impact will fundamentally alter the character of Centennial Beach. What is now a beautiful, open lakefront will instead contain segmented, fenced enclosures and hard barriers.

Fencing in the water also raises serious safety concerns. Lake conditions change daily — water depth, wave action, and footing are not static. Introducing fixed fencing into a dynamic water environment creates foreseeable risks for both people and animals.

Under the Illinois Municipal Code (65 ILCS 5/11-13-1 et seq.), zoning authority is charged with protecting the public health, safety, and welfare. Approving fencing on the beach sets a precedent that the sandy shoreline is available for structural encroachment. Approving fencing in the water extends that precedent further. Once established, these decisions are difficult to reverse.

Centennial Beach is a shared community treasure defined by its openness. The gradual transformation of that openness into fenced and confined areas undermines both its beauty and its public purpose.

I respectfully urge the Commission to exercise its responsibility to protect the public health, safety, and welfare and deny this proposal.

Mary Garrison,
Past President, Winnetka Park District



From: [REDACTED]
To: [Ann Klaassen](#)
Subject: Letter to ZBA for March 9 meeting packet
Date: Wednesday, March 4, 2026 8:34:22 PM
Attachments: [ZBA Comments for Packet 3-4-26.pdf](#)

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Hi Anne -

Hope this finds you well. Would you please include my letter and the attached photos to the ZBA in the March 9, 2026 meeting packet? Thank you very much for your assistance.

Vicki



Protect Our Beaches and Their Ecosystem
Save Our Views and Property Values
Prevent Unsafe Structures along Lake Michigan
Shoreline **Before** 205 Construction Looking South



Shoreline Looking South **after** 205 Construction



Vicki Garrison Apatoff



Dear Zoning Board of Appeal Commissioners:

Less than 30 years ago, residents and visitors could walk, swim, kayak, and paddleboard unimpeded along Winnetka's shoreline from Glencoe to Kenilworth. It was a beautiful, peaceful stretch of beach that functioned as nature intended — water levels rose and fell, sand came and went, and people walked past the dog beach without fear or fences.

Due to the lack of oversight by the IDNR and Army Corps of Engineers, that same shoreline has been transformed into a dangerous and, in some areas, impassable section of Lake Michigan that is no longer freely accessible to the public.

By turning a blind eye to the destruction of lakefront bluffs and the installation of massive rock walls that block safe passage, the IDNR has allowed unchecked and irreversible damage to the entire ecosystem of Winnetka's lakefront.

When concerned residents contacted the IDNR Director, Jim Casey, he stated that Winnetka held ultimate authority over what could occur along the beach and a half-mile into the lake — and that complaints should be directed to the Village, not the IDNR.

Residents were stunned to learn that so much destruction had occurred without Village oversight. The Village ultimately asserted its authority through lakefront ordinance protections, which is what has brought this special use permit request before you tonight.

It is time to stop further degradation of our beaches.

Please consider the stated purpose of the Winnetka Lakefront Preservation Overlay District: “to preserve and maintain the character” of the lakefront and “to conserve and encourage the use of land adjacent to Lake Michigan for open space preservation... to protect natural resources and save scenic vistas.”

Now consider the Winnetka Park District's own mission statement: “To provide a balance of quality recreation and leisure opportunities while protecting assets, natural resources, and open space to benefit present and future generations.”

The Village and the WPD share the same goals. That makes it all the more alarming that the WPD's current request runs directly counter to them — particularly given that the proposed fenced dog beach was never requested by residents or dog beach pass holders - but only emerged as a concession during negotiations with the neighbor to the south of Centennial Park.

We ask the WPD and this Board to consider the following:

- How does a massive chain-link enclosure on one of Winnetka's most beautiful beaches conserve the character of our natural resources, preserve open space, or protect scenic vistas?
- When metal fence cages and electrified fob posts are installed along the beach, how does that benefit present or future generations? For over 30 years, people and dogs have enjoyed this beach in its natural state — not confined in a cage.
- What liability do present or future generations of Winnetka taxpayers assume when an untested system falls into disrepair, or someone is seriously injured when trapped between metal structures and boulders by an artificial wall in the water? Have the Winnetka police and fire departments reviewed this fence proposal to comment on any impact it may have on the ability of first responders to do their job in an emergency?

- How does locking Winnetka taxpayers into a 50-year moratorium — requiring written approval from a neighboring private party before anything can be done in that area — serve the public interest?
- Has a signed easement been provided by the same neighbor to allow the public to traverse the shoreline if expected changes in shoreline conditions require passage along private property due to the addition of a fence?
- The ZBA asked the WPD to come back with a global picture of the Elder/Centennial beach plan in its entirety so that permit decisions could be made in context with its surrounding areas. Is it possible to determine the viability or prudence of an unusual and unprecedented request for a fence on the beach when the rest of the surrounding project has not yet been finalized?

The residents of Winnetka deserve better — and they are counting on the ZBA to reach the same conclusion as the Plan Commission, which voted unanimously to deny a special use permit for any fence on the beach. The future of our precious and fragile lakefront depends on it.

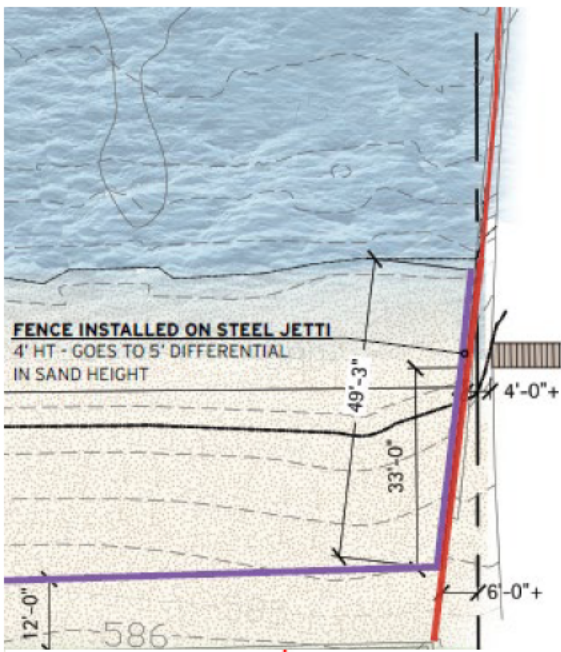
Please remember what the word Winnetka means: A beautiful place. Our beachfront is called Winnetka's greatest *natural* asset for a reason. Please honor that designation. There are no conditions that would make this SUP request for a fence/cage acceptable. Please deny the request for a Special Use Permit.

Thank you very much for your time and consideration,

Vicki Apatoff
730 Ardsley Road
Winnetka

The WPD's application should be denied for two reasons. First, the fence drawing approved by the WPD which should be in the 9 March ZBA packet is illustrative and thus the accuracy of the south property line and fence locations is unknown. A land survey is needed because of the criticality of the location of 205's property line and the fence location. Second, the south fence plan fails to provide safe passage to public land as required by Winnetka Ordinance 15.78.080 E. The WPD plan involves the same unresolved failure to comply with 15.78.080 E when I appeared before this board in Nov. of 2024.

15.78.080 E requires provision of safe passageway to adjacent public land after construction. No six foot wide safe passageway (as defined by the Village Engineer) is provided **within the property bounds of Centennial Park** as shown by the bottom left drawing on pg 2. The bottom left plan was copied from 205's beach permit that was approved by the Village. Furthermore, Village review memorandum #3, item 11 on page 3 of this message shows that the lack of a safe, walkable, path was recognized by the Village engineer and is unresolved. **An adjacent property owner's land cannot be used to satisfy a zoning requirement on the lot under consideration.**

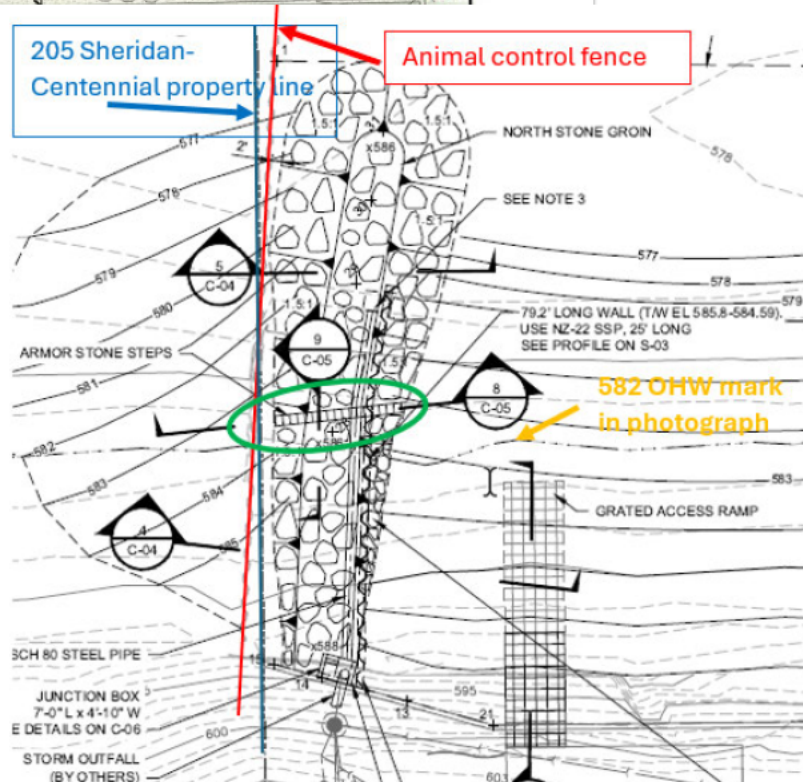


The drawing to the left is from the WPD chosen fence location and should appear in the WPD application in the 9 March ZBA packet. It shows the location of the fence on the steel groin in red and the property line as a dashed black line. The Centennial Park public space is shown to diminish below the required 6 ft at the stairs. Stairs are required of 205 Sheridan to allow access to the public land lakeward of the OHWM on 205 Sheridan's beach. The public must have safe, public access to the public land lakeward of 205's access stairs. This WPD illustrative drawing's accuracy is limited as it is not the result of a land surveyor's work.

The drawing in the bottom left is from 205's beach renovation permit application that was approved by the Village. The geometry of WPD plan at the top left under consideration for the meeting on 9 March can be superimposed on the 205 permit application as it contains all three critical components: 205's public access stairs, 205's property line, and the steel groin on

which the WPD plans to found the fence. It is likely to be more accurate as it was the result of a land survey.

The drawing on the top left and that on the bottom left are similar, but not the same. Photographs on the next page show that the distances between the fence on the steel groin and 205's property line in the WPD March 9 application (top left on this page) are questionable. There is no evidence that the WPD's distances were produced by a land surveyor. As shown by discussion and photographs on the next page, the distance at the public access stairs may be closer to 1 to 2 feet rather than the WPD's 4 feet; both of which are less than the necessary 6 ft safe width determined by the Village engineer.



Photographs taken on 4 March 2026 verify that the annotated drawing from 205's Sheridan permit application on the bottom left of page 2 is correct. The two photos below left were taken at the public access stairs over 205's northern stone groin. They show that there is at most 2 ft of public land between the steel groin (red in drawings above) and 205's northern property line (blue in the bottom left drawing on page 2). This conclusion was reached as follows: A line parallel to 205's fence (blue line in the upper left photo below) was sighted and employed to scribe a line in the sand along that line (blue line in the lower photo). The 2 foot separation is obvious in the lower left photo. There was evidence on the table land that the fence is some 11 inches south of the property line, which would then reduce the walkable, safe, park land to just over 1 ft at 205's public access stairs.

It is understandable that the WPD could assume that the stone groin marks the property line of 205 Sheridan and yields the walkable space shown on the right most photo below, but it does not yield safe, walkable, "public" space on three counts. First, the drawing from 205's village approved permit (bottom left above) shows the ~ 2 feet at the stairs over 205's stone groin (in green ellipse). Second, a visual observation would verify the 2 ft of public access space in 205's permit drawing as shown by the photos below and described in the above. Third, as described on page 3, the Village Engineer recognized the lack of safe, walkable space.

Charles Dowding, 968 Elm St, Winnetka, [REDACTED]



Engineers Comment 11 from 5 Aug version of WPD application for SUP

11. Proposed fence around dog park, specifically along the southern end of the dog area, will need to be placed far enough away from the existing steel groin and new stone groin on neighboring property to allow for ample safe passage between the properties.

a. PD Response: The proposed dog beach fence is to be located on the existing steel groin to the south, **offset 6' min. width** from the newly installed stone groin at the south neighbor property, as shown on sheet C138.

b. *Engineering Response: Recommend a larger space between the two elements be provided, as a wider pathway opening would be preferred to allow for easier passage and for access of emergency equipment to the adjoining property.*

winpark.org | (847) 501-2040 | 540 Hibbard Road, Winnetka, IL 60093

c. WPD Response: The dimension verified in the field is a minimum of 6' between two currently fixed structures, the new stone breakwater built on 205 Sheridan Road Property and the current southernmost steel groin, which has been in place for over 70+ years. The 6' dimension is from the newly built passage steps across the 205 Sheridan Road Breakwater and widens from there as you move west to over 10' plus as you approach the existing steel groin. The area between the western off-leash dog fencing and existing steel sheet piling is greater than 12', which leaves ample room for access. The fencing plan is detailed on sheet C147 of the Bid and Construc