



Village of Winnetka

Zoning Board of Appeals Special Meeting

March 16, 2026 at 7:00 PM
Village Hall Council Chambers
510 Green Bay Road

AGENDA

1. **Call to Order & Roll Call**
2. **Community Development Report**
3. **Recommendations and Determinations**
 - a. **Case No. 25-28-SU: 225 Sheridan Road - Centennial Beach:** Consideration of approval of findings and recommendation of the Zoning Board of Appeals on the Special Use Permit application to allow installation of fencing on the existing beach at 225 Sheridan Road.
4. **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.
 - 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.
5. **New Business**
 - a. April 13, 2026, Regular Meeting - Quorum Check
6. **Public Comments**
7. **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).



MEMORANDUM VILLAGE OF WINNETKA

COMMUNITY DEVELOPMENT DEPARTMENT

TO: ZONING BOARD OF APPEALS
FROM: SCOTT MANGUM, DIRECTOR
ANN KLAASSEN, ASSISTANT DIRECTOR
DATE: MARCH 12, 2026
SUBJECT: CENTENNIAL BEACH FENCE - 225 SHERIDAN ROAD
SPECIAL USE PERMIT (AMENDED CASE NO. 25-28-SU)

INTRODUCTION

On March 16, 2026, the Zoning Board of Appeals (“ZBA”) is scheduled to consider the attached findings and recommendation of the ZBA in response to 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”) and considered by the ZBA on March 9, 2026, (**Attachment A2**). 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.

As of the date of this memo, staff has received several written comments from the public regarding this request. Written comments that were not included in the March 9 ZBA agenda packet but were distributed to the ZBA in time for that meeting, as well as written comments received since the March 9 meeting are included in **Attachment C2**.

MARCH 9, 2026, ZONING BOARD OF APPEALS MEETING

On March 9, 2026, the ZBA held a continued public hearing on the Applicant’s amended zoning relief application for proposed improvements to the existing beach located on the Subject Property. The staff report for the March 9 meeting can be found in **Attachment B2**.

After a presentation by staff and a presentation by the Applicant, the ZBA heard from 15 members of the public. 14 of the speakers spoke in opposition to the proposed plan. The ZBA then discussed the request. Members expressed concerns regarding, among other things, the possible hazards that are created by the proposed fencing, the need for the proposed fencing, the size of the proposed fencing, the location of the proposed fencing, as well as the size of the proposed off-leash dog beach and the impact of the proposed fencing on neighboring public property. Additionally, it was noted that the proposed fencing under the amended application for the off-leash dog beach was piecemeal because the amended application was only for a small portion of the Village’s beachfront and that approving the proposed fencing for the off-leash dog beach without an application for the full lakefront project as a whole was not reasonable. Board members also expressed concern that the amended application still creates parking issues, inconsistent

uses at the north and south ends of the same beach with conflicts between dogs and individuals using the property facilities, and trespass issues on the south with the admission by the Applicant that no discussions have been had with the owner of the property to the south regarding this issue.

Ultimately, the ZBA found that the proposed special use does not meet the standards for granting a special use permit and by a vote of 7-0 the ZBA directed the Village Attorney to prepare a draft recommendation of denial with written findings and determinations based on the ZBA's discussion for consideration at the next ZBA meeting on March 16, 2026.

CONSIDERATION BY OTHER ADVISORY BOARDS/COMMISSIONS

On February 25, 2026, by a vote of 6-0, the Plan Commission approved written findings and its recommendation to deny the Special Use Permit, based on the original plan submitted by the Applicant.

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

ZONING BOARD OF APPEALS FINDINGS & RECOMMENDATION

As noted in the March 9 staff report, the ZBA is charged with evaluating Special Uses for consistency with the six standards for granting special use permits. **Attachment A2** contains the findings and recommendation with regard to the Applicant's amended special use permit application that were prepared at the ZBA's direction during the March 9 meeting. At the March 16, 2026, meeting, the ZBA is scheduled to consider the findings and recommendation and take a final vote on the request.

If the ZBA is prepared to make a final decision regarding the Special Use Permit request, a member must make a motion approving the written findings and recommendation to deny the Special Use as requested by the Applicant in its application to allow installation of fencing on the existing beach on the Subject Property.

ATTACHMENTS

- Attachment A2: Findings and Recommendation of ZBA on Special Use Permit application for Case No. 25- 28-SU Centennial Beach 225 Sheridan Road
- Attachment B2: March 9, 2026, ZBA Meeting Staff Report
- Attachment C2: Public Correspondence Received Since Posting of March 9, 2026, ZBA Agenda Packet

ATTACHMENT A2

Winnetka Zoning Board of Appeals
Findings and Recommendation – Case No. 25-28-SU
Special Use
Centennial Beach 225 Sheridan Road
1 of 4

FINDINGS AND RECOMMENDATION FOR THE VILLAGE OF WINNETKA ZONING BOARD OF APPEALS CASE NO. 25-28-SU SPECIAL USE

APPLICATION BACKGROUND

1. The Winnetka Park District (“**Applicant**”) is the owner of property commonly known as Centennial Beach, located at 225 Sheridan Road (“**Subject Property**”).
2. The Applicant filed an initial application on October 21, 2025 (“**Application**”), seeking approval of a special use permit (“**Special Use**”) to install two chain link fences (“**Proposed Fencing**”) to provide an enclosed area on the Subject Property for an off-leash dog beach.
3. The Subject Property is located in the Village’s R-2 Single-Family Residential Zoning District and the Lakefront Preservation Overlay District pursuant to the Winnetka Zoning Ordinance, as amended (“**Zoning Ordinance**”).
4. The Subject Property consists of approximately 5.3 acres and is located on the east side of Sheridan Road generally between Fuller Lane and Elder Lane.
5. Pursuant to the 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.
6. The Plan Commission held a public hearing on the Application and on February 25, 2026, voted unanimously to approve written findings and its recommendation that the Village Council deny the requested special use.
7. Subsequently, the Applicant submitted a revised application (“**Amended Application**”) for consideration by the Zoning Board of Appeals. Key elements of the revised plan are that (i) the proposed fencing would be attached to the existing steel groins and enclose approximately 265 feet of the beach front for dogs to be off-leash, (ii) a new fence would be included and 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 four feet in height above grade); (iii) the remaining portion of Centennial Beach consisting of approximately 260 feet of lake frontage would be used as a passive beach without swimming; (iv) the extent to which the proposed north fence extends beyond the ordinary high water mark is reduced by approximately 20 feet; (v) with respect to the south fence, the distance between the property line and the stairs that go over the 205 Sheridan stone groin would be approximately 10 feet and at this location the fence would be north of the property line by approximately 1’ x 11’’; and (vi) 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.

REQUESTED SPECIAL USE

The Applicant requests a Special Use for the construction and use of the Proposed Fencing under the Amended Application. The Zoning Ordinance generally allows park and recreational uses in any zoning district within the Village but only by special use permit. Therefore, any new park and recreational facilities or major changes proposed to existing park and recreational facilities, such as the Proposed Fencing under the Amended Application, requires approval of a special use.

PUBLIC HEARING

1. A public hearing was properly noticed in the *Winnetka Talk* on January 22, 2026, mail notice was sent to property owners within 250 feet of the Subject Property, and a sign was posted on the Subject Property indicating the time and date of the public hearing.
2. The Winnetka Zoning Board of Appeals commenced the public hearing on February 9, 2026, and continued and concluded the public hearing on March 9, 2026.
3. During the public hearing, the Applicant presented testimony and exhibits for the Amended Application. The Applicant and its team discussed the proposed architectural design and materials and operational features of the Proposed Fencing for the off-leash dog beach and the location of the various elements of the fencing and the interplay with public access to and from north and south of the Property under the Amended Application. The Applicant testified that in its opinion, the project maintains public access, improves safety and maintains shoreline connectivity.
4. Approximately 14 members of the public expressed significant concerns about safety, public access, parking, private property encroachments, and beach obstructions.
5. Members of the Zoning Board of Appeals further expressed concerns regarding, among other things, the possible hazards that are created by the Proposed Fencing, the need for the Proposed Fencing, the size of the Proposed Fencing, the location of the Proposed Fencing, as well as the size of the proposed off-leash dog beach and the impact of the Proposed Fencing on neighboring public property.
6. Additionally, it was noted that the Proposed Fencing under the Amended Application for the off-leash dog beach was piecemeal because the Amended Application was only for a small portion of the Village’s beachfront and that approving the Proposed Fencing for the off-leash dog beach without an application for the full lakefront project as a whole was not reasonable. Board members also expressed concern that the Amended

Application still creates parking issues, inconsistent uses at the north and south ends of the same beach with conflicts between dogs and individuals using the property facilities, and trespass issues on the south with the admission by the Park District that no discussions have been had with the owner of the property to the south regarding this issue.

FINDINGS REGARDING STANDARDS FOR SPECIAL USE

Section 17.56.010 of the Zoning Ordinance provides certain special types of uses, which because of their specific characteristics in relationship to uses permitted by right in a particular district, or the services which they provide, cannot be properly permitted by right in a particular district without consideration, in each case, of the impact of such uses upon neighboring land, or of the public need for such uses at a particular location. A special use is a type of property use permitted within a zoning district so long as the use meets certain criteria or conditions. The purpose of special uses is to provide for those uses that are either necessary or generally appropriate for a community but that may require special regulation because of unique or unusual impacts associated with them. Pursuant to Section 17.56.120, a special use permit will not be granted unless it satisfies, in the Village Council's legislative discretion, the following six standards:

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;
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;
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;
4. 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;
5. 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
6. That the special use in all other respects conforms to the applicable regulations of this and other Village ordinances and codes.

The Zoning Board of Appeals finds that, notwithstanding the Applicant’s representations, regarding compliance with the standards for special uses under the Zoning Ordinance, that the Proposed Fencing under the Amended Application does not satisfy the required standards under Section 17.56.120 of the Zoning Ordinance.

RECOMMENDATION

The Zoning Board of Appeals recommends to the President and Trustees denial of the Special Use as requested in the Amended Application for the Proposed Fencing.

This report is adopted by a __ to __ vote of the Zoning Board of Appeals, this 16th day of March, 2026.

AYES:
NAYS:
ABSENT:

Respectfully Submitted,

ZONING BOARD OF APPEALS
OF THE VILLAGE OF WINNETKA



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.

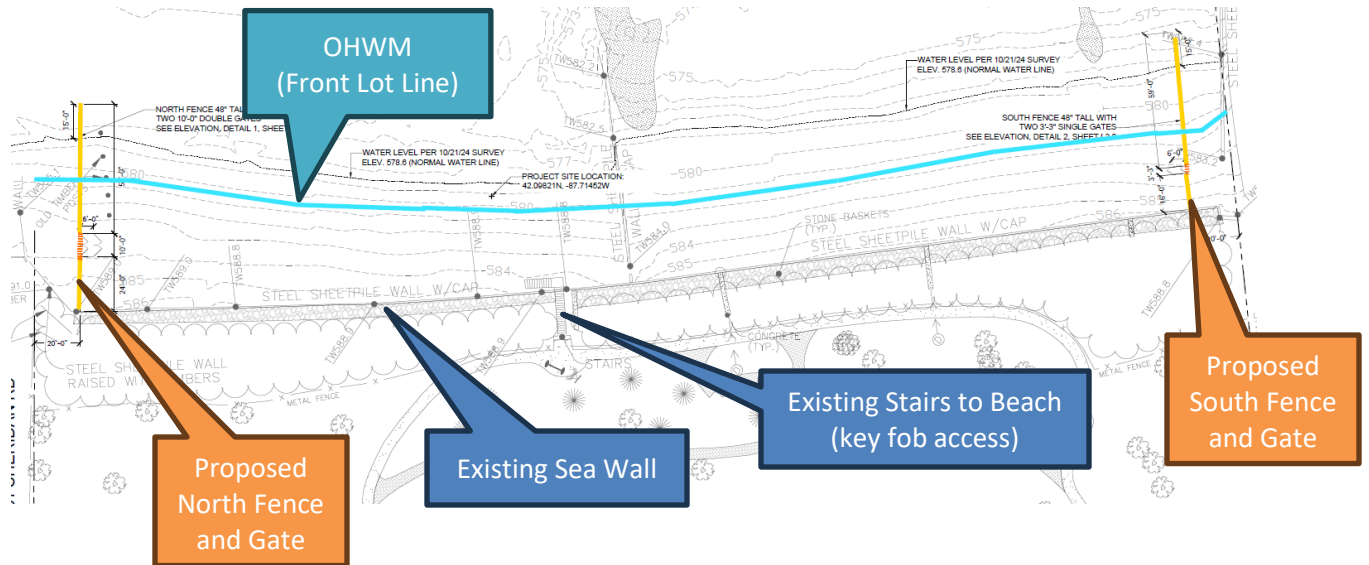


Figure 9 –Original Site Fencing Plan (January Plan Commission Meeting)

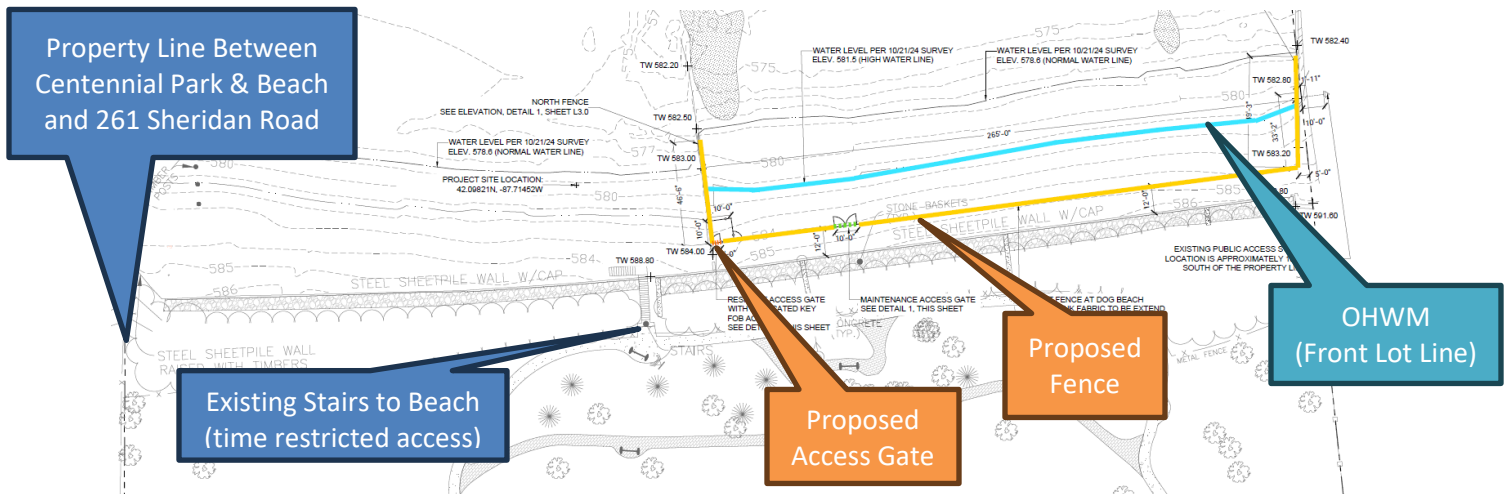


Figure 10 – Amended Site Fencing Plan (Excerpt of Sheet L2.0)

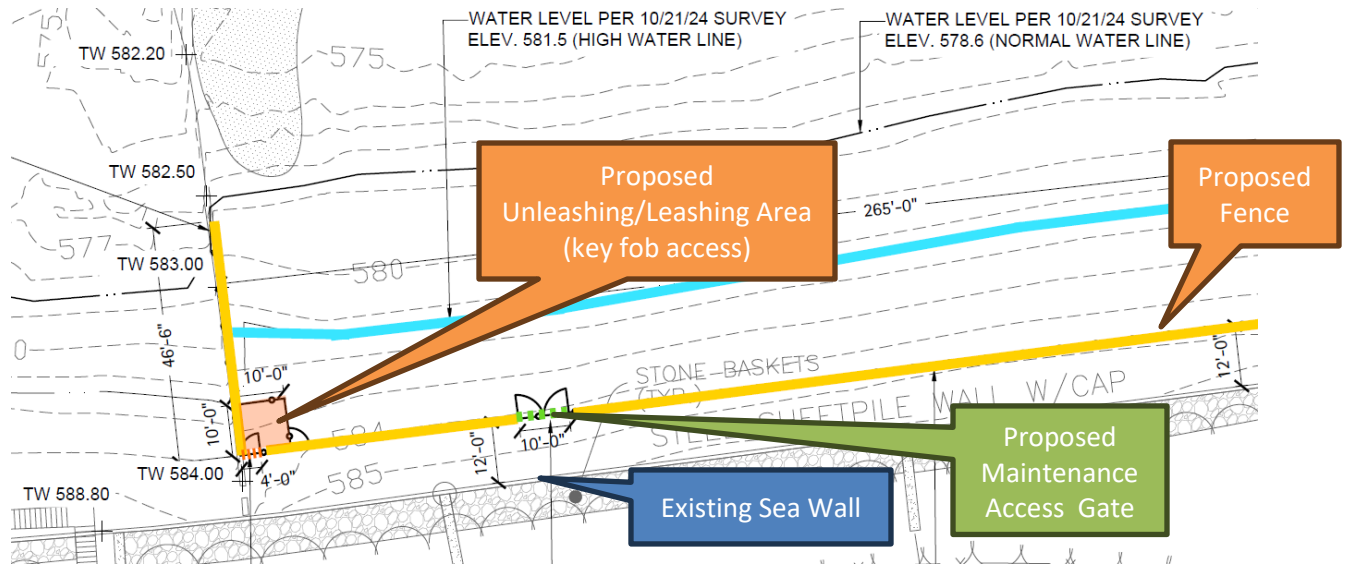


Figure 11 – North and West Portion of Proposed Fencing (Excerpt of Sheet L2.0)

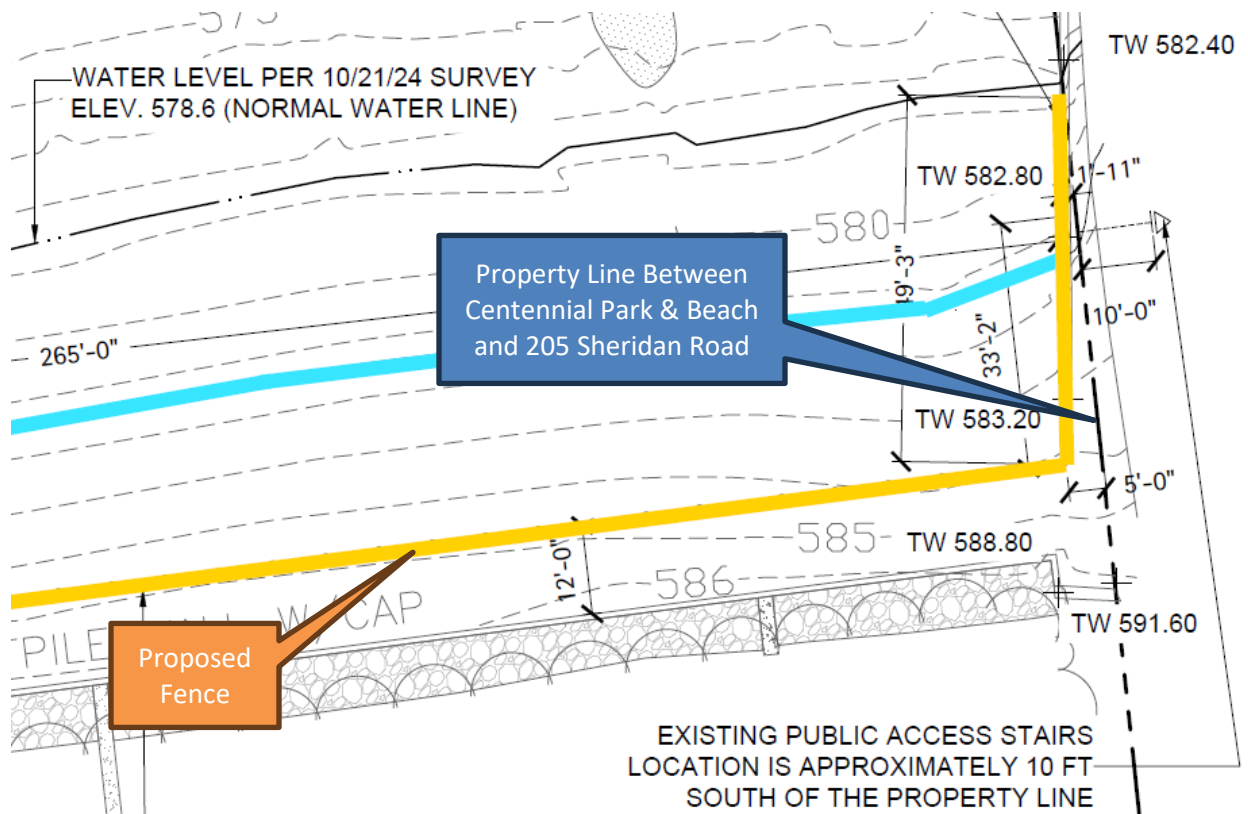


Figure 12 – South and West Portion of Proposed Fencing (Excerpt of Sheet L2.0)

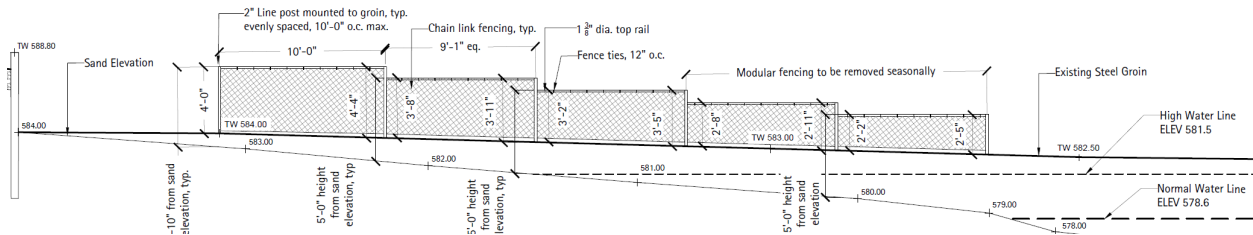


Figure 13 – Elevation of North Fence

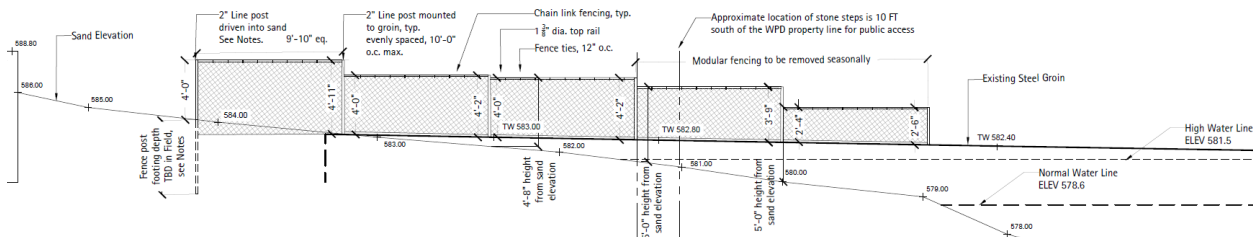


Figure 14 – Elevation of South Fence

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.

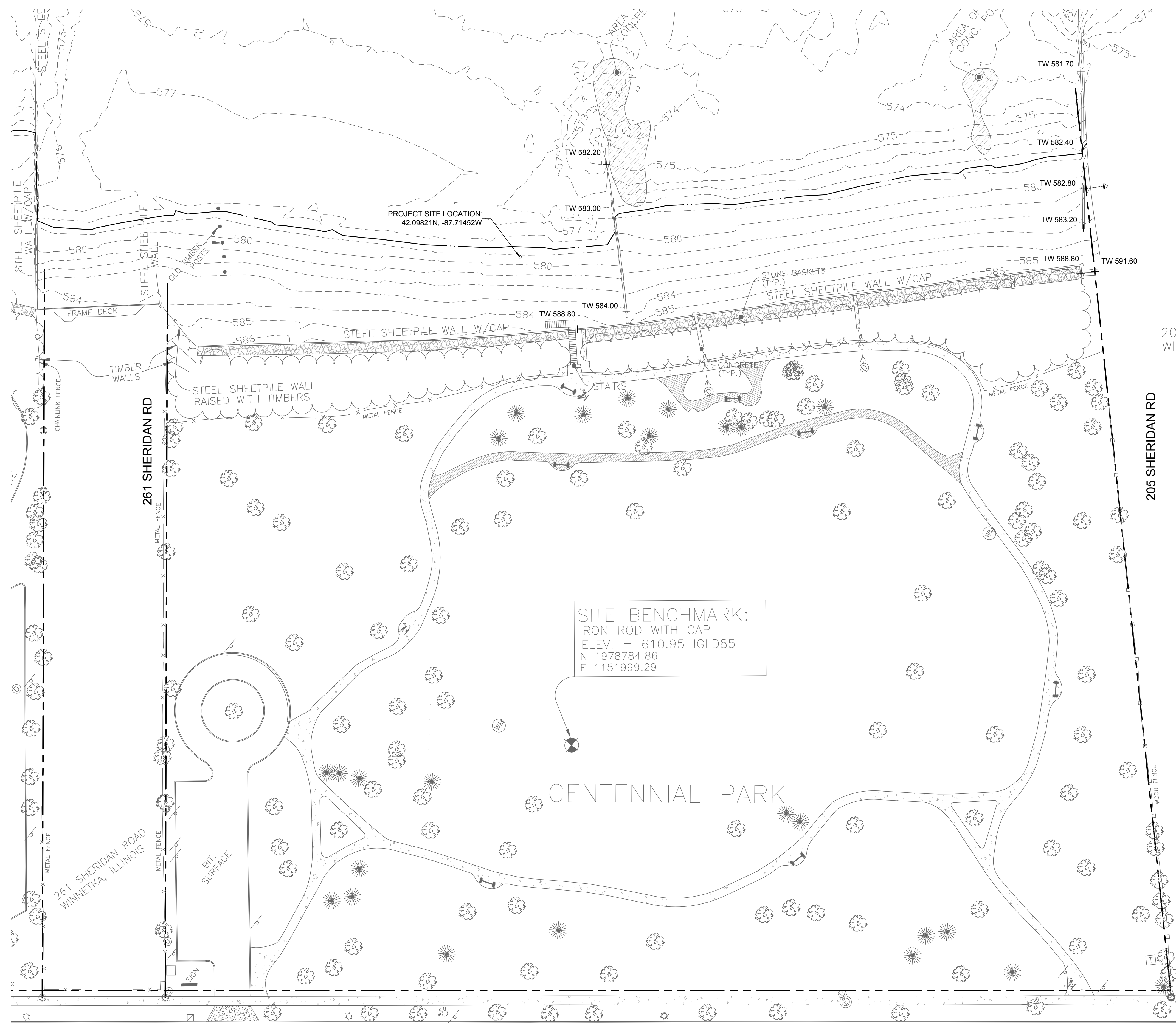
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Chicago, Illinois 60601
p 312.467.5445
f 312.467.5484
thelakotagroup.com

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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

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

CENTENNIAL PARK

SHERIDAN ROAD

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

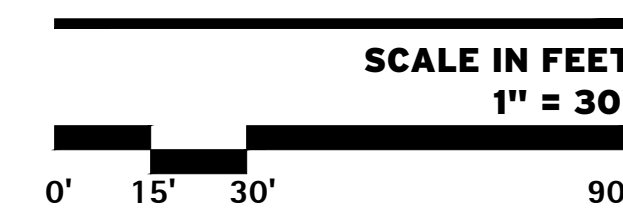
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REVISIONS

No	Date	Issue

VICINITY MAP



NORTH

SHEET NUMBER

L1.0

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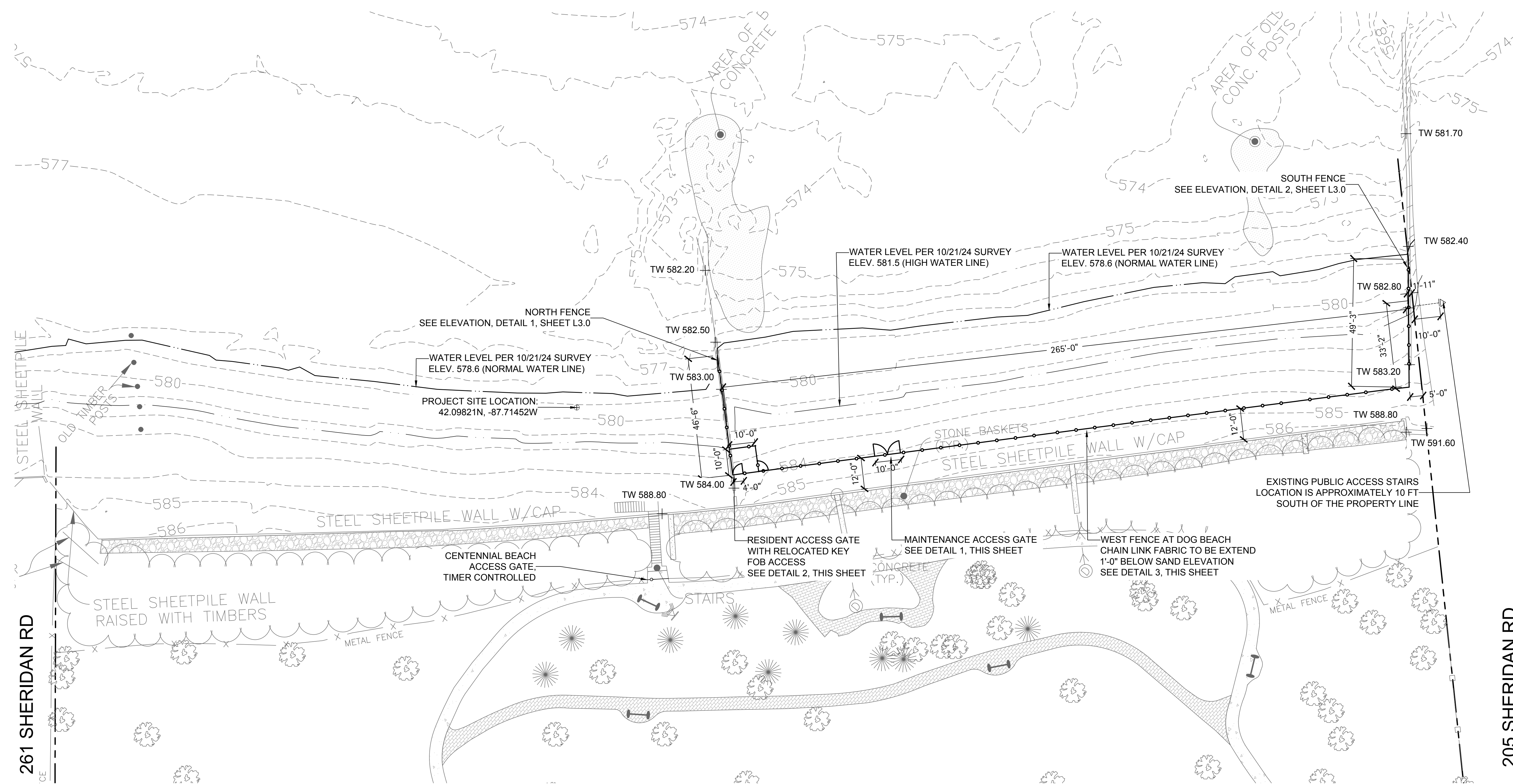
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Winnetka, IL 60093

CENTENNIAL DOG BEACH
Dog Beach Fencing
Alternate Plan 1

225 Sheridan Rd
Winnetka, IL 60093



261 SHERIDAN RD

205 SHERIDAN RD

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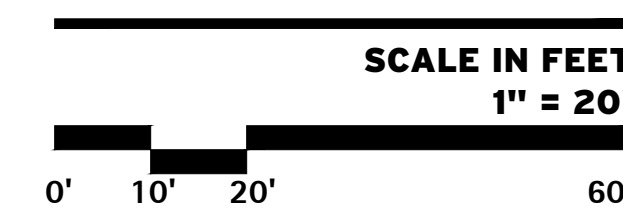
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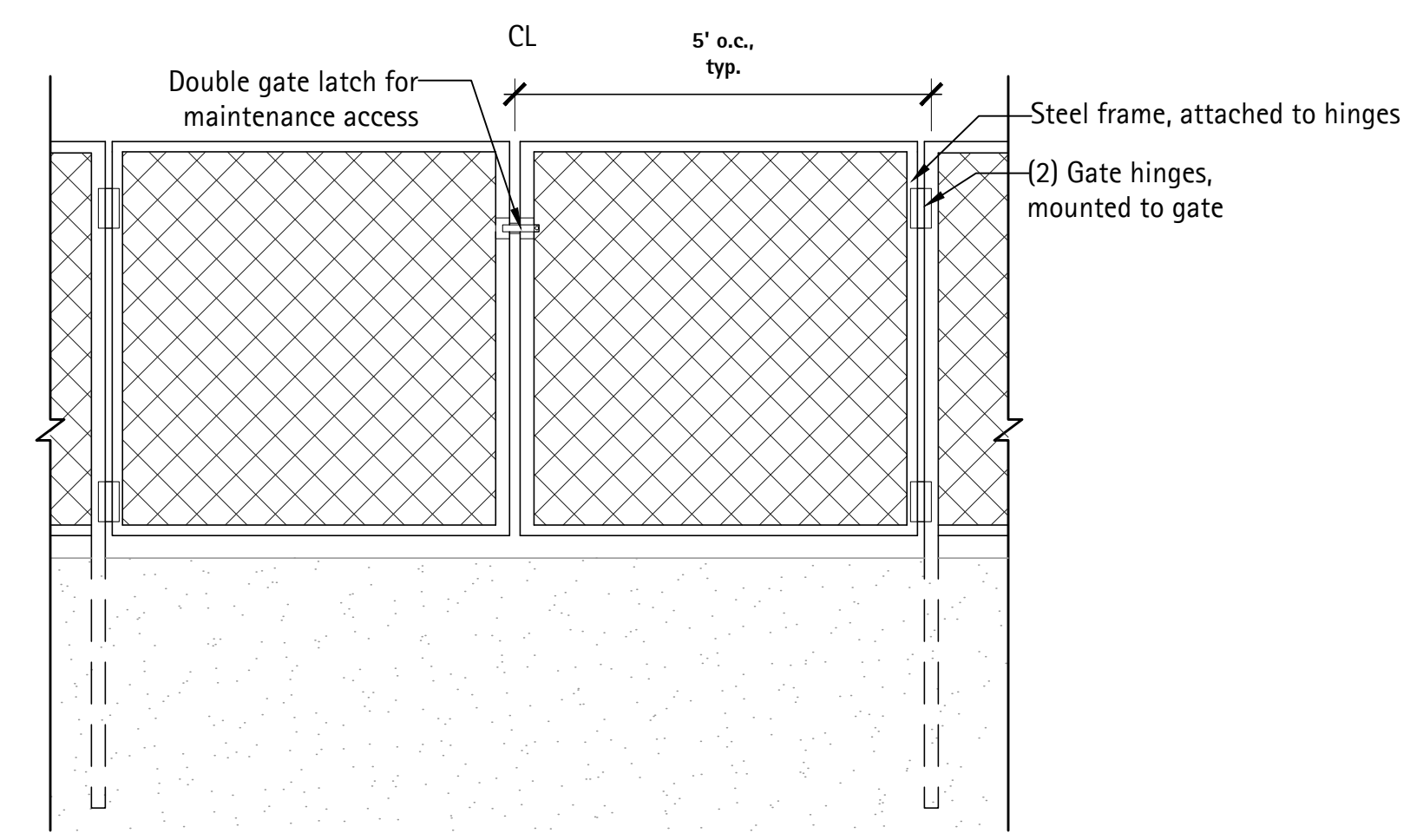
No	Date	Issue

SITE FENCING PLAN

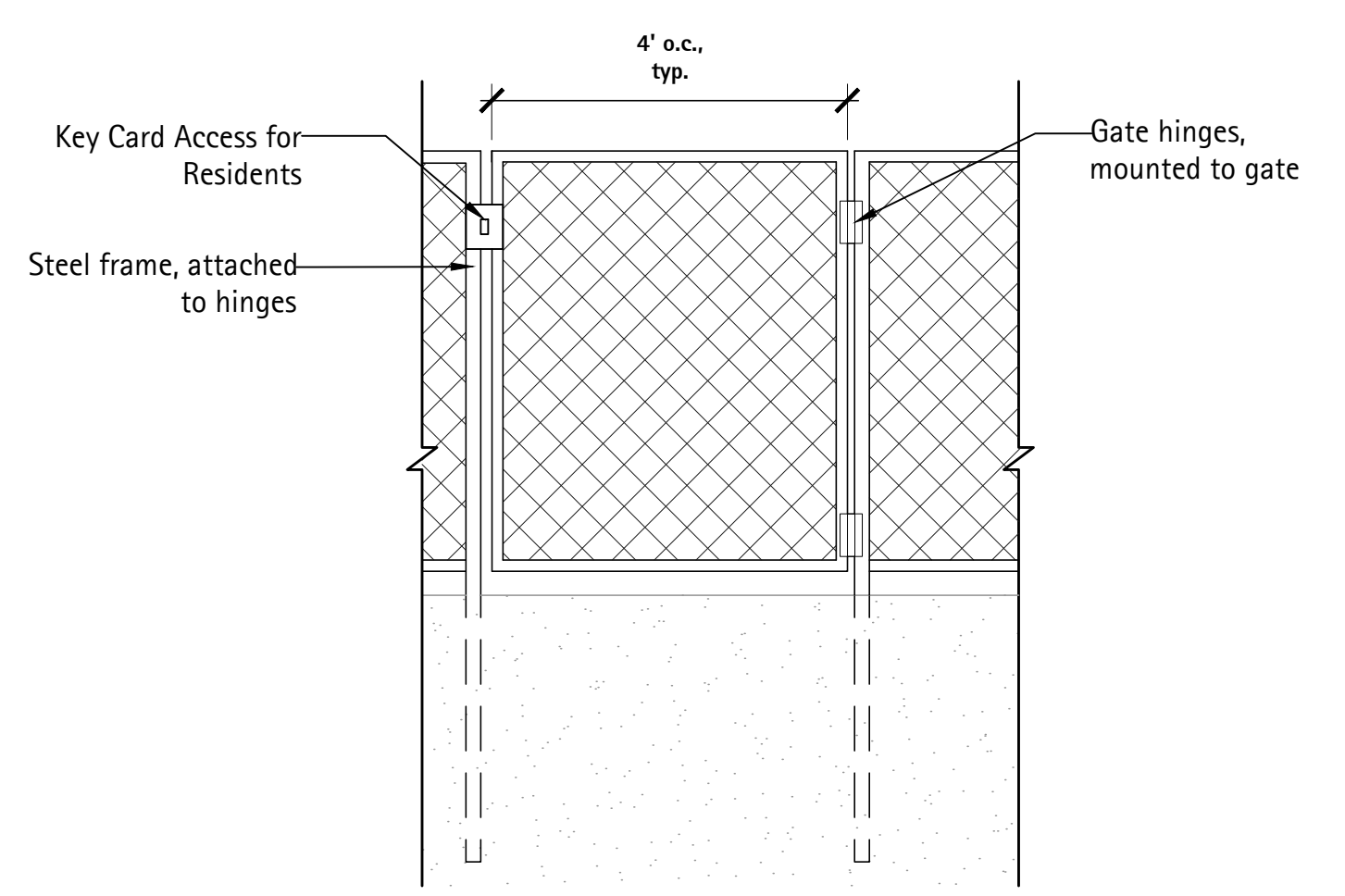


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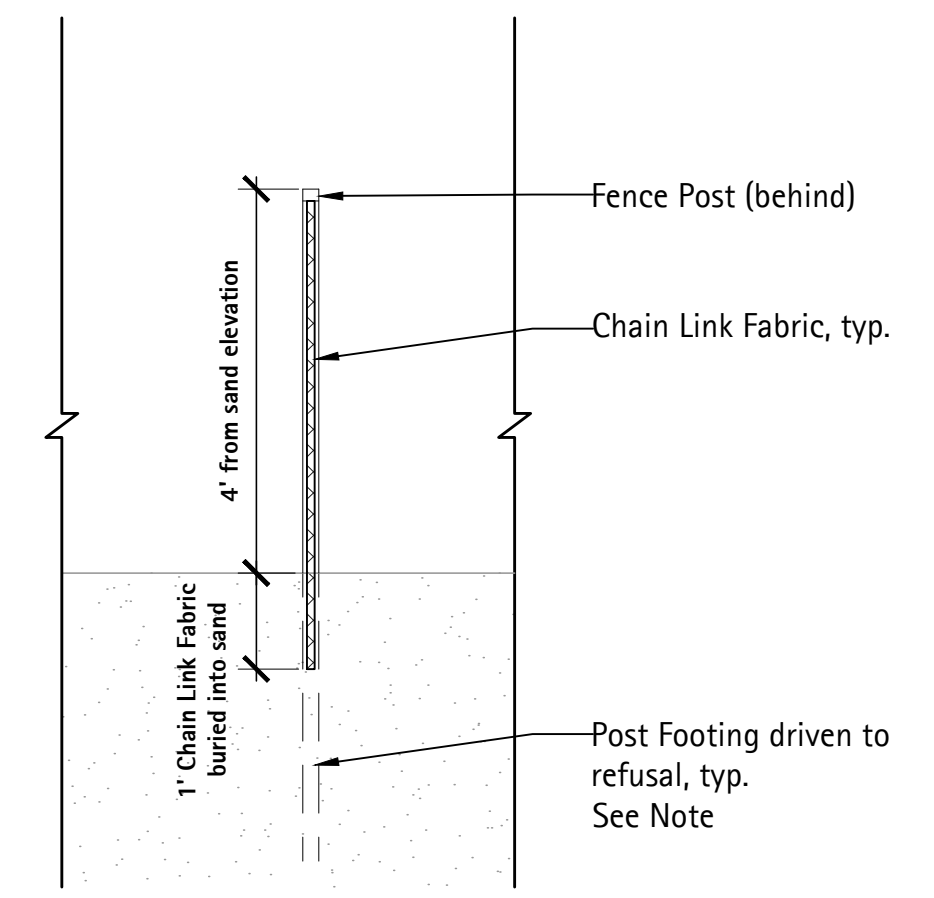
SHEET NUMBER
L2.0
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1 Maintenance Access Gate at Dog Beach - Elevation
Scale: 1/2" = 1'-0"



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:
- 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.

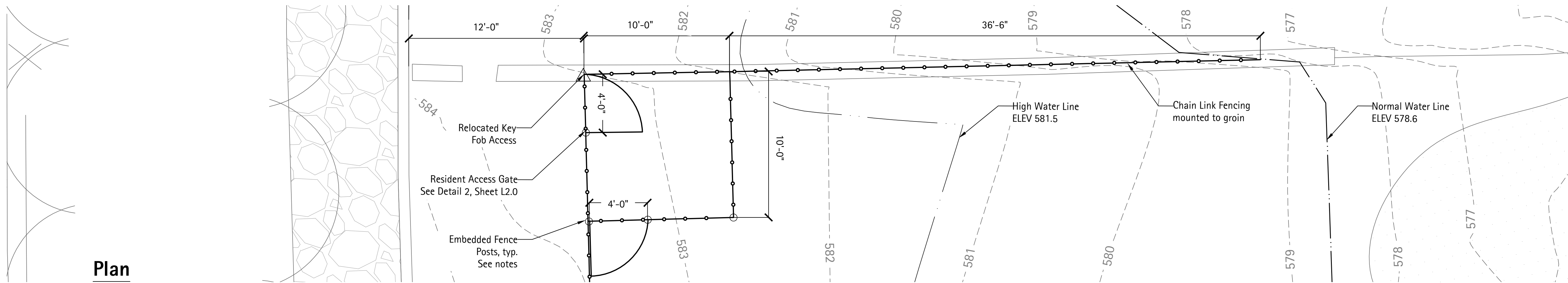
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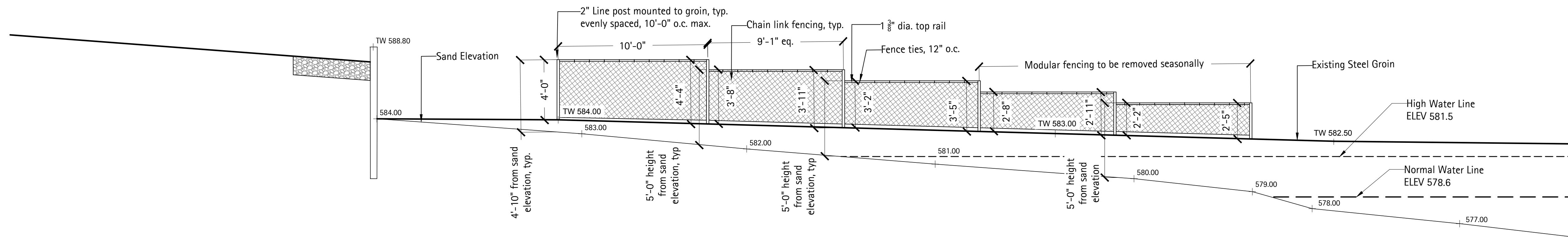
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CENTENNIAL DOG BEACH
Dog Beach Fencing
Alternate Plan 1

225 Sheridan Rd
Winnetka, IL 60093



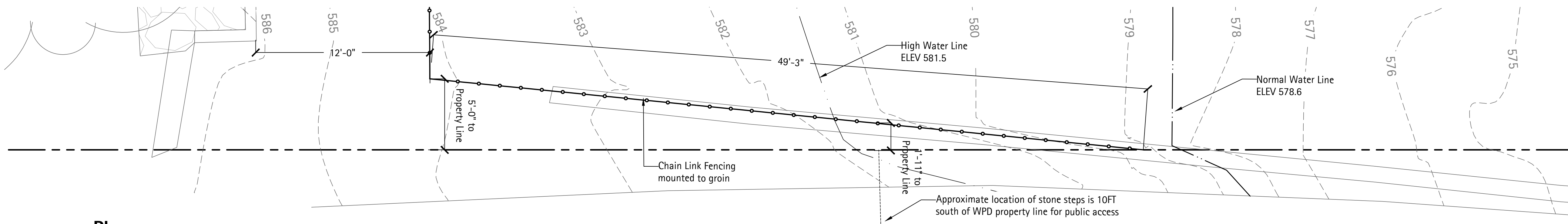
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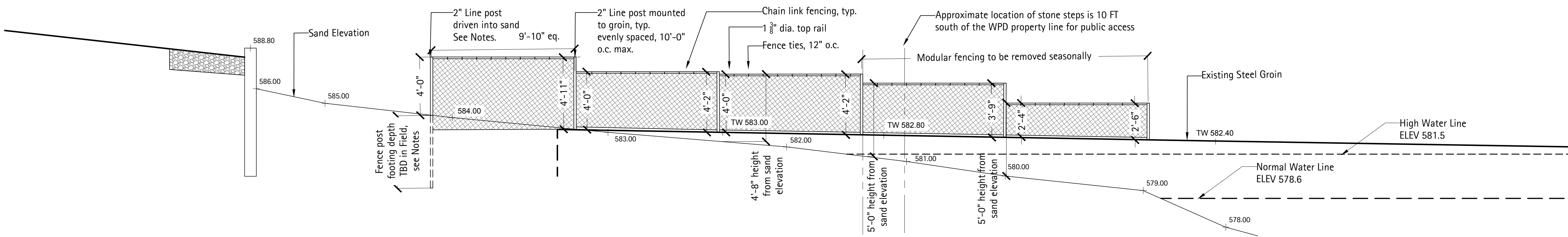
Notes:

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.

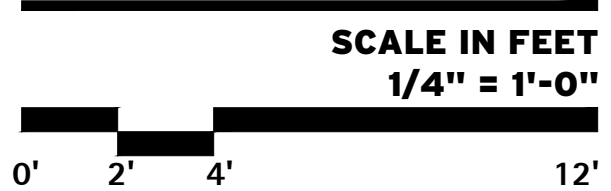
2 Elevation - South Dog Beach Fence
Scale: 1/4" = 1'-0"

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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**.

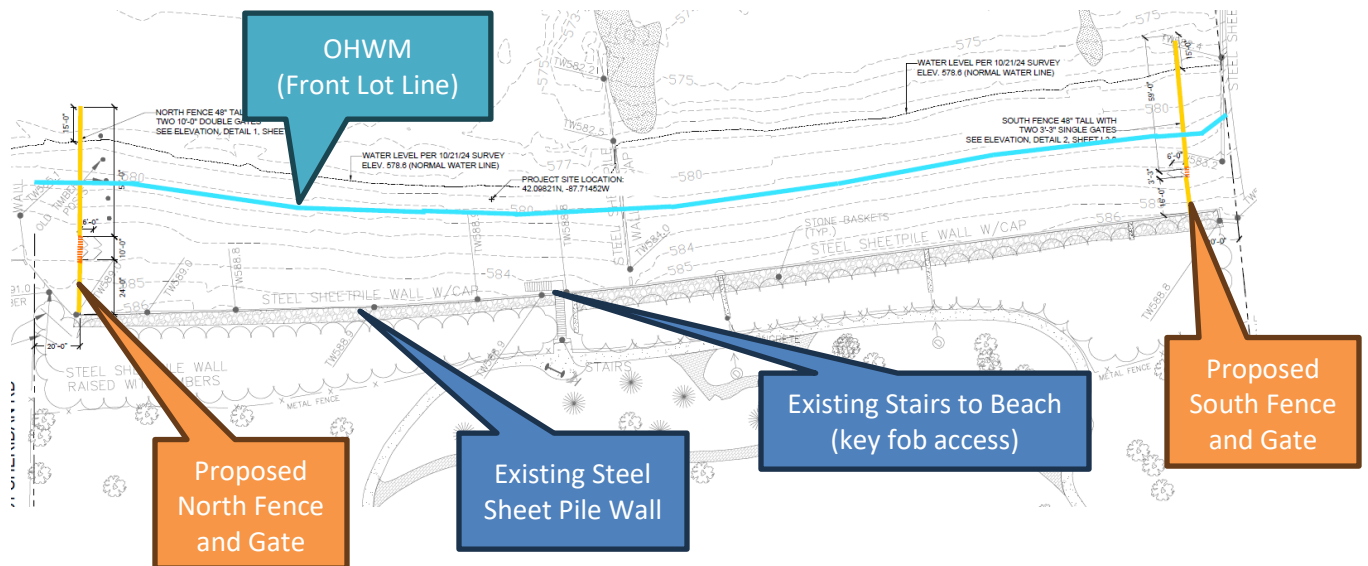


Figure 9 –Site Fencing Plan (Sheet L2.0)

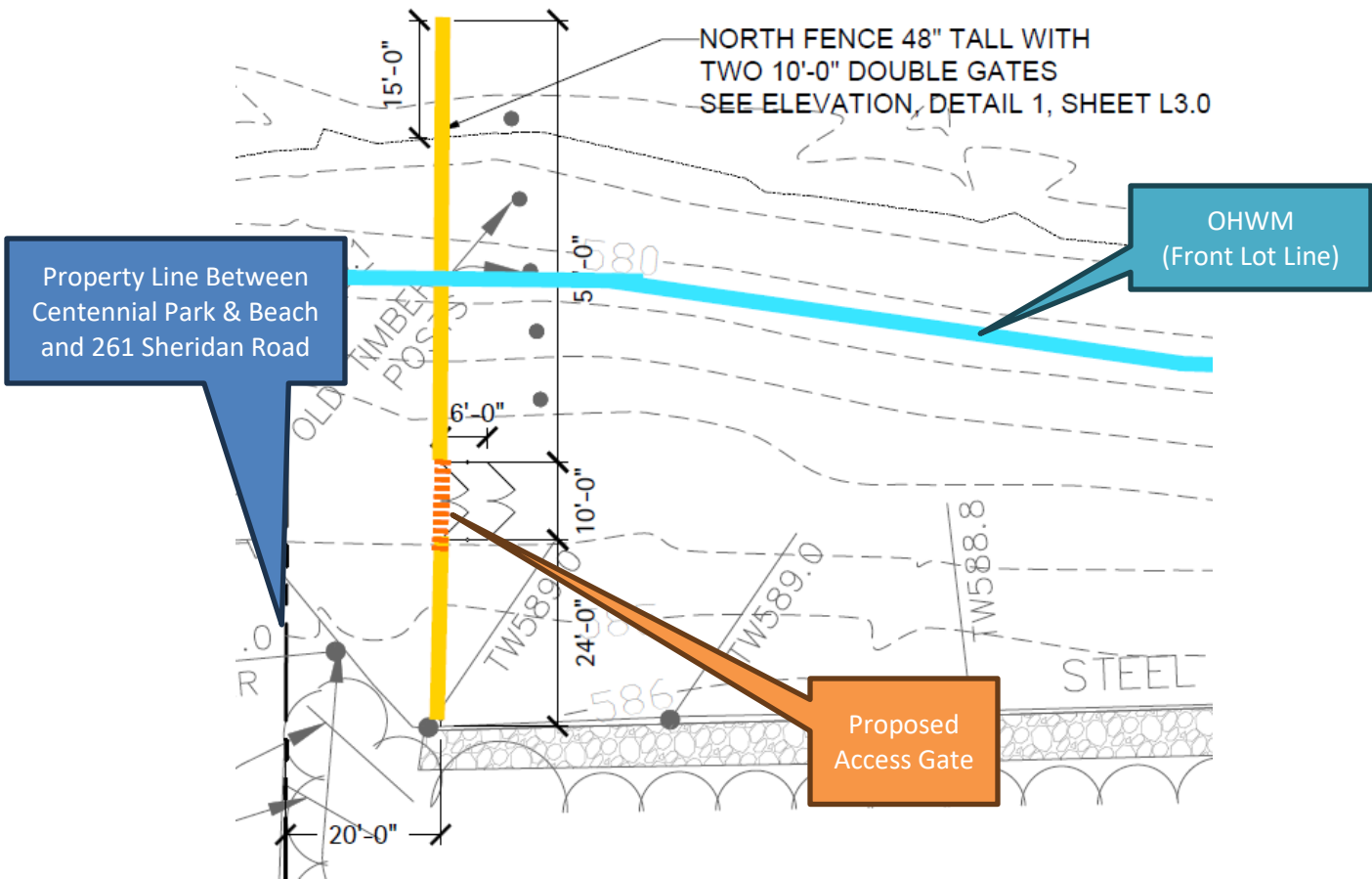


Figure 10 – Proposed North Fence (Excerpt of Sheet L2.0)

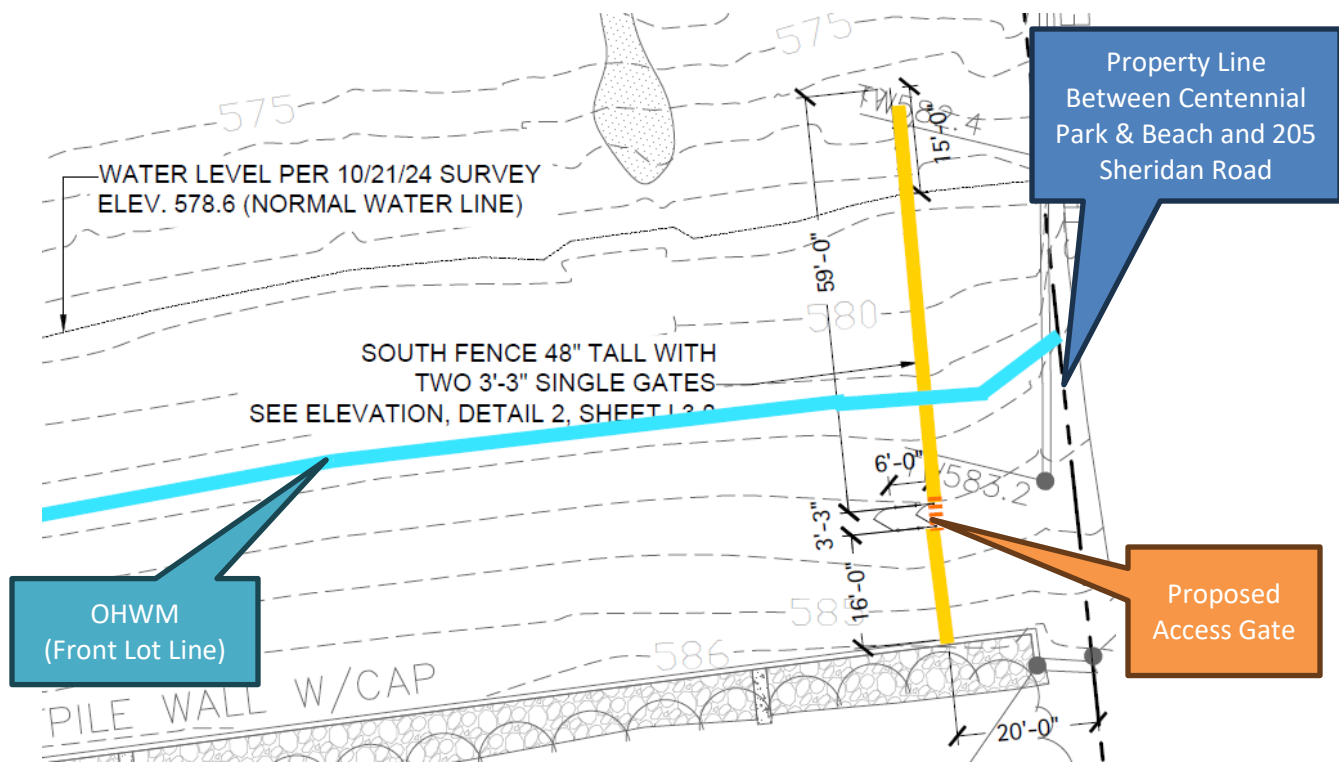


Figure 11 – Proposed South Fence (Excerpt of Sheet L2.0)

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.

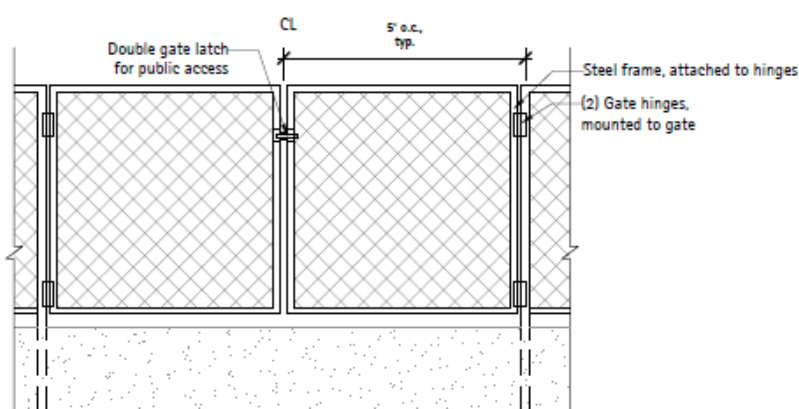


Figure 12 – Proposed North Access Gate

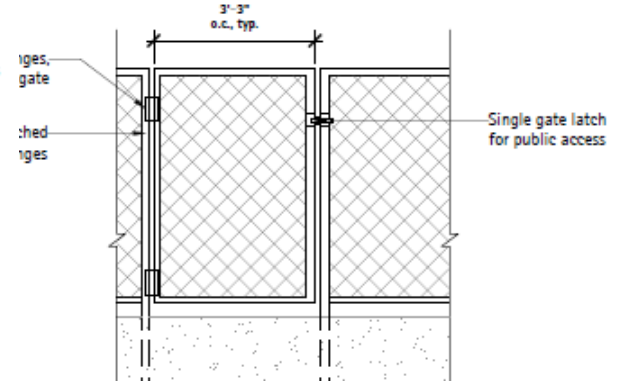


Figure 13 – Proposed South Access Gate

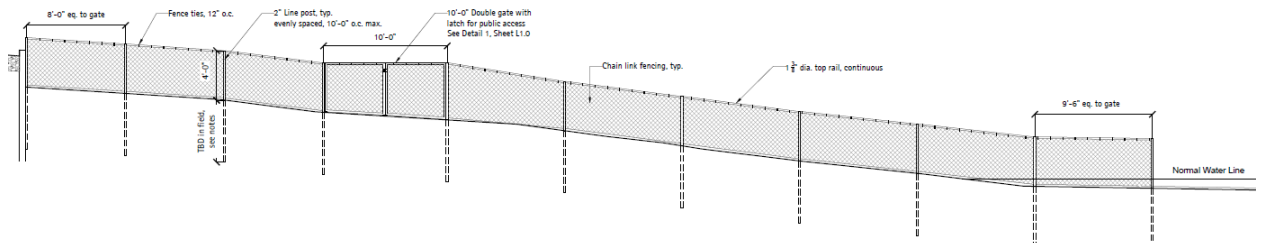


Figure 14 – Elevation of North Fence

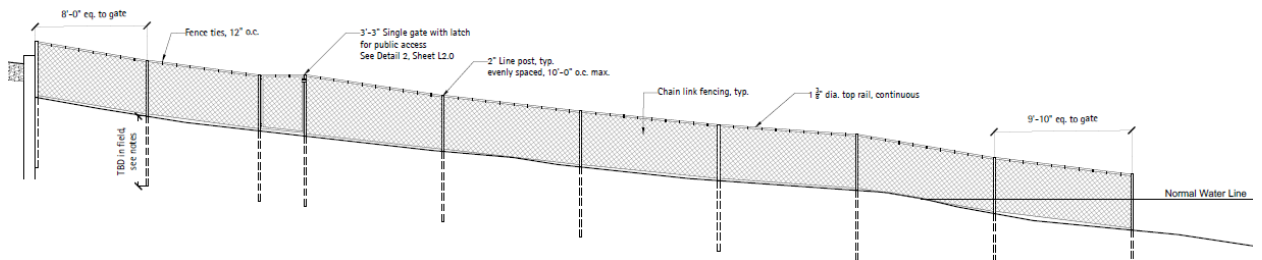


Figure 15 – Elevation of South Fence

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

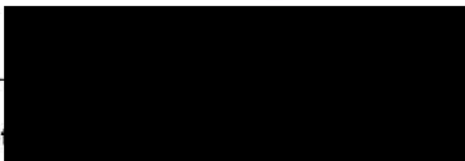
Address: 1450 American Lane, 19th Floor

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.

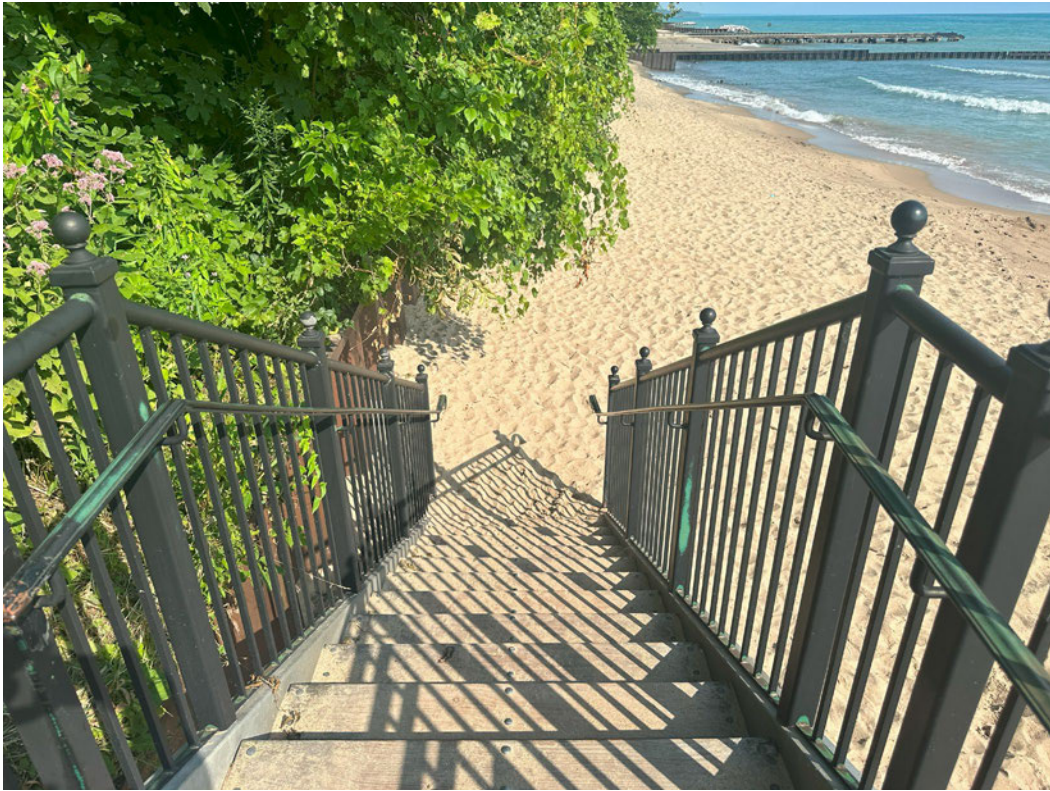
By granting the requested special use permit, with such conditions as the Village may deem necessary, the Village will be making it possible for the Park District to operate the dog beach and allow park users to use the dog beach without being deemed to be in violation of Section 6.08.020 of the Village 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.



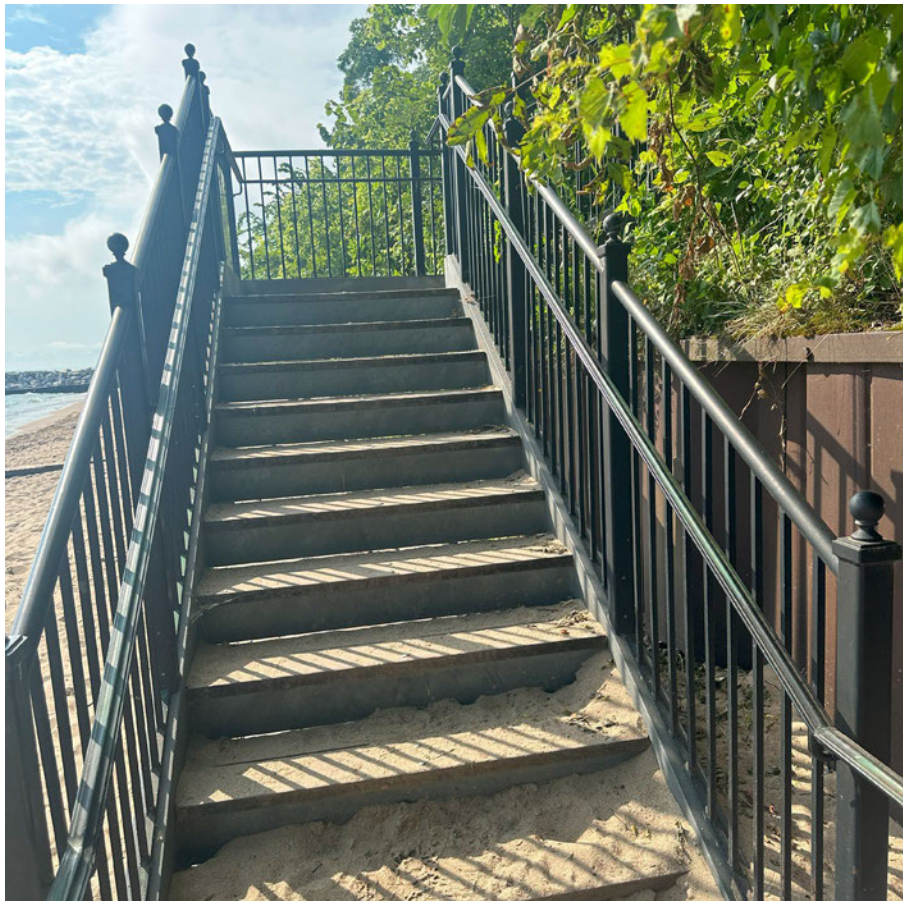
Dog Shower Amenities (Looking Northwest)



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)



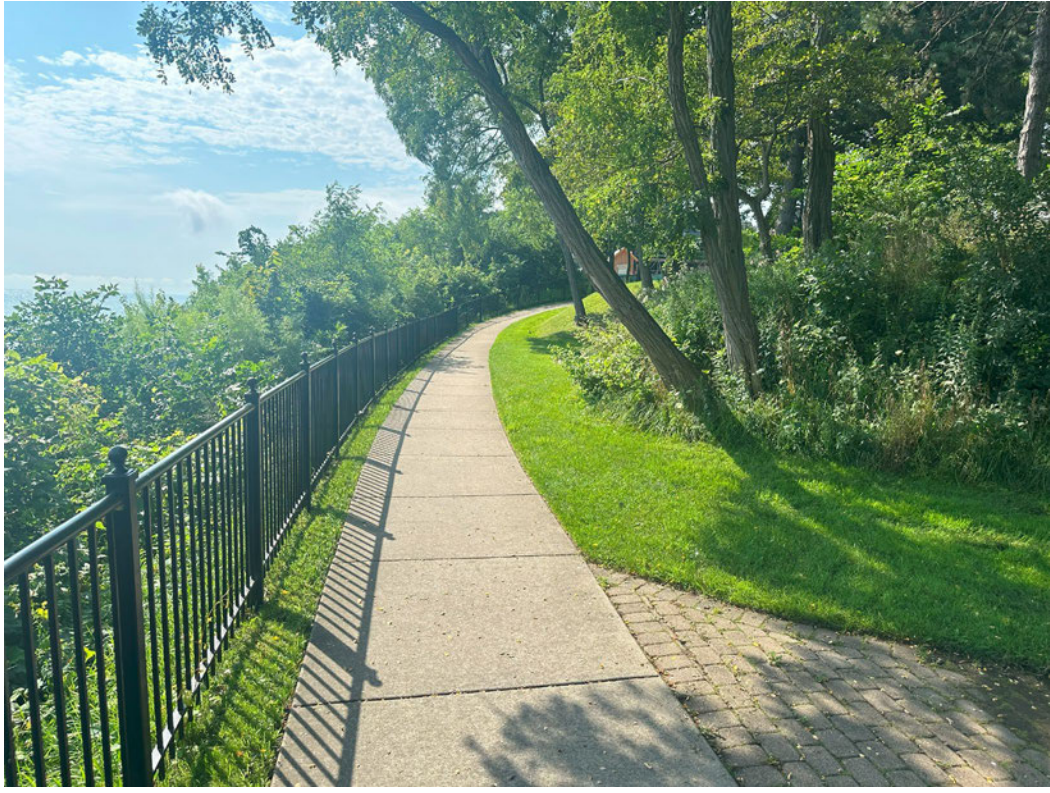
Mid-level Bluff Sidewalk (Looking South)



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)



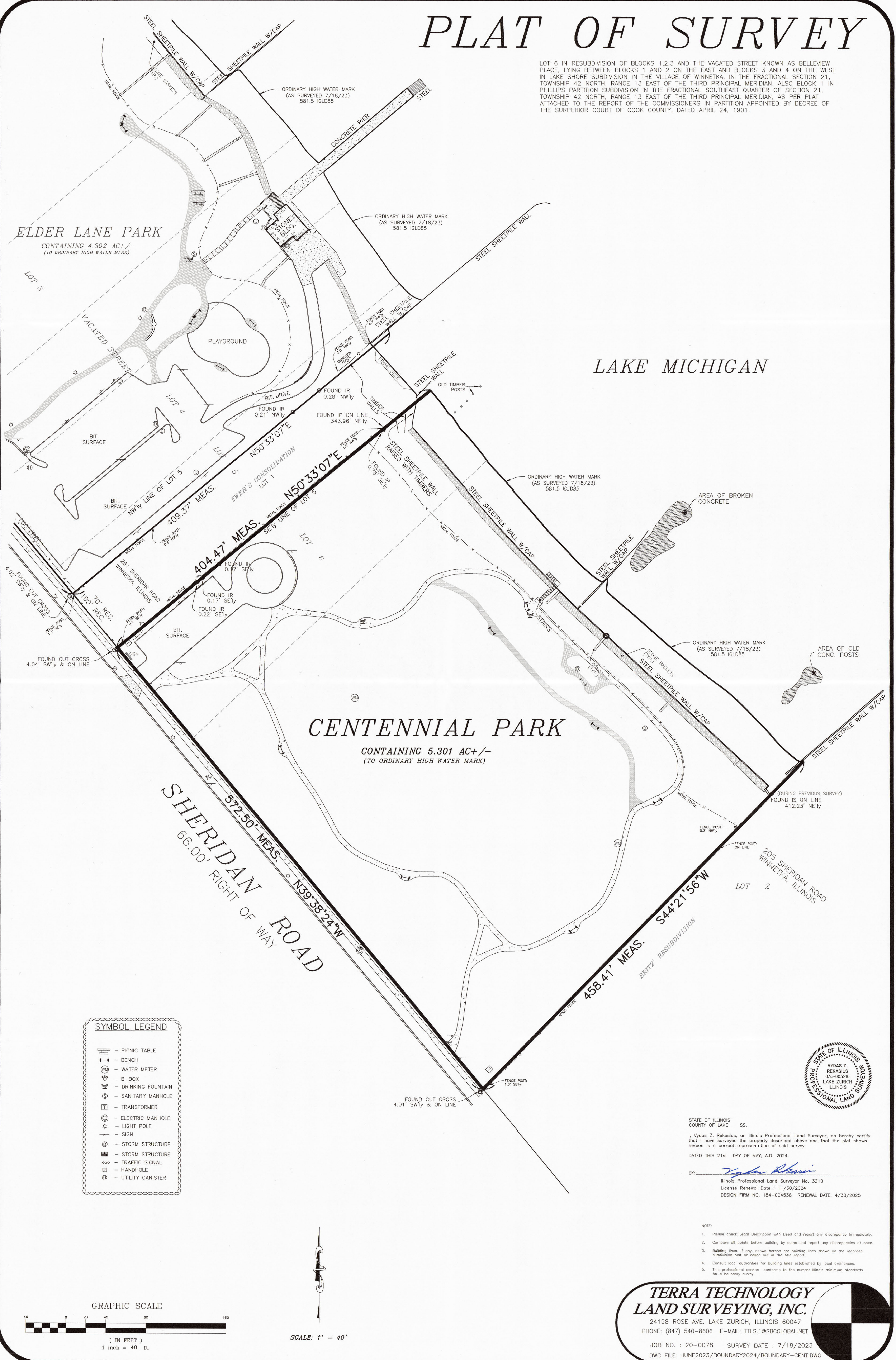
Upper Park Sidewalk (Looking Southwest)



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)

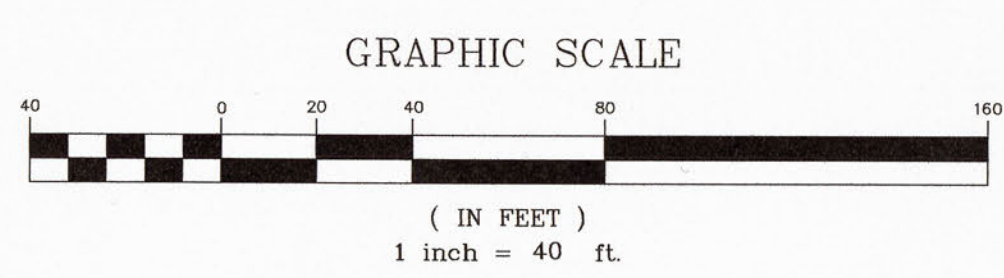
LAKE MICHIGAN

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:**
1. Please check Legal Description with Deed and report any discrepancy immediately.
 2. Compare all points before building by some and report any discrepancies at once.
 3. Building lines, if any shown hereon are building lines shown on the recorded subdivision plat or called out in the title report.
 4. Consult local authorities for building lines established by local ordinances.
 5. 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
f 312.467.5484
thelakotagroup.com

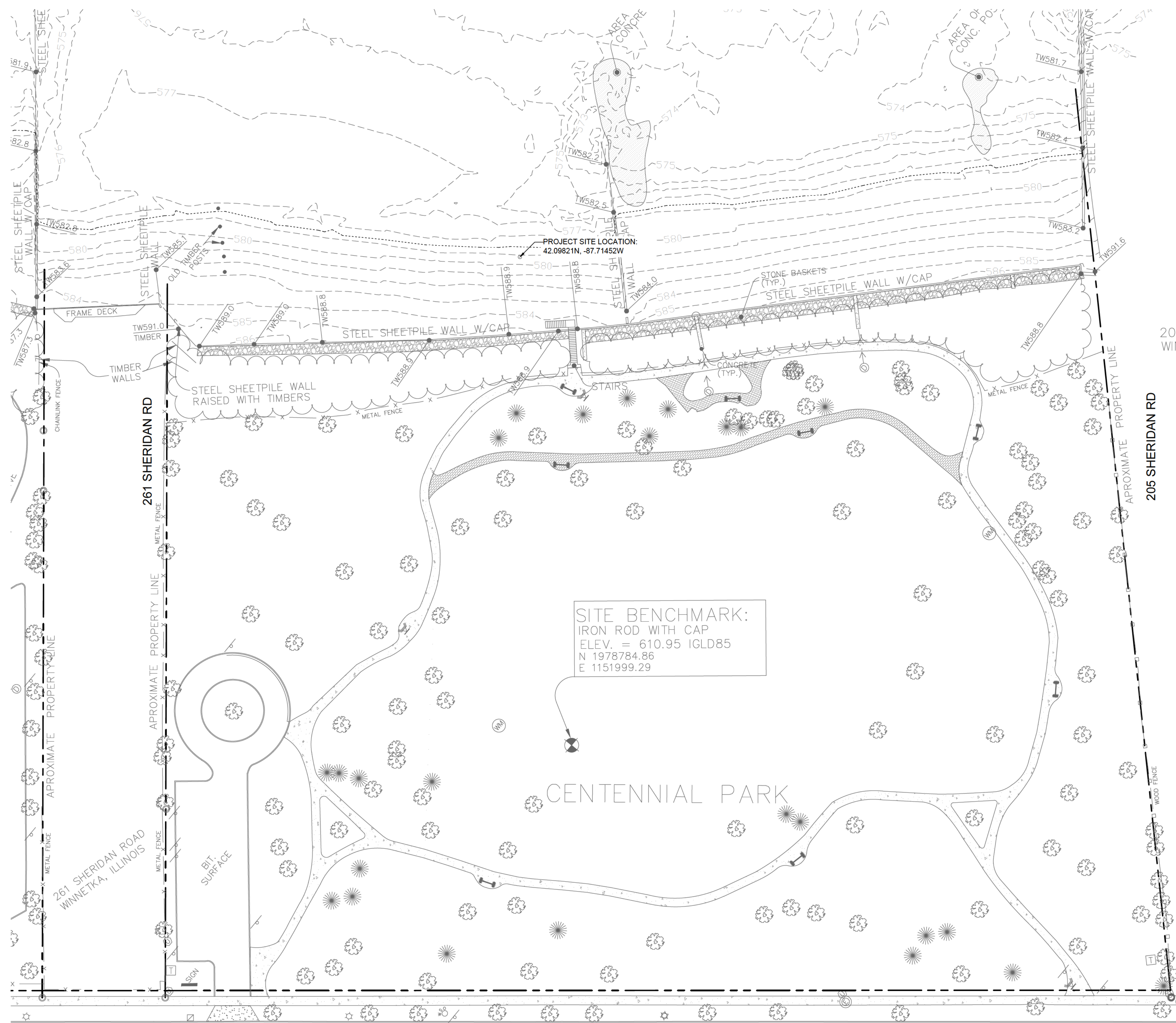
PREPARED FOR
Winnetka Park District

540 Hibbard Rd
Winnetka, IL 60093

CENTENNIAL DOG BEACH

Temporary Dog Beach Fencing

225 Sheridan Rd
Winnetka, IL 60093



205 SHERIDAN ROAD
WINNETKA, ILLINOIS

H:\Lakota_files\Projects\2023\23006 - Elder Lane-Centennial Park\07 Graphics\03 DD CD\01 CAD\20250422 Centennial Dog Beach Fencing Application.dwg

SHERIDAN ROAD

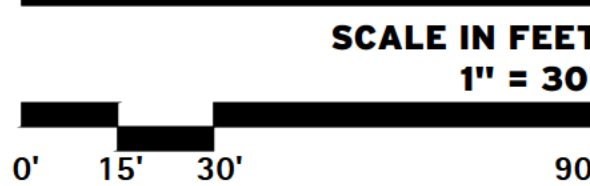
It's smart. It's free. It's the law.

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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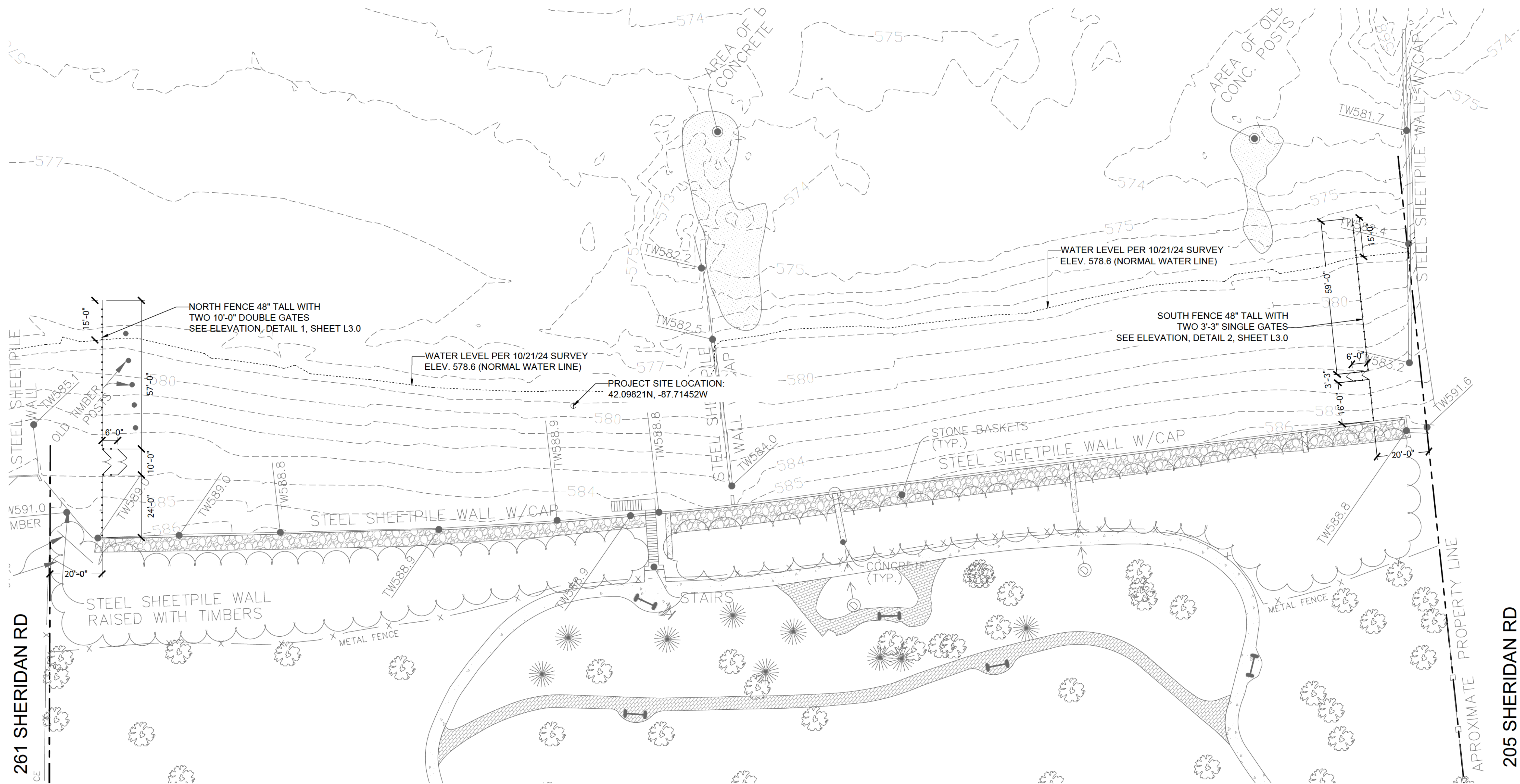
1 East Wacker Drive
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thelakotagroup.com

PREPARED FOR
Winnetka Park District

540 Hibbard Rd
Winnetka, IL 60093

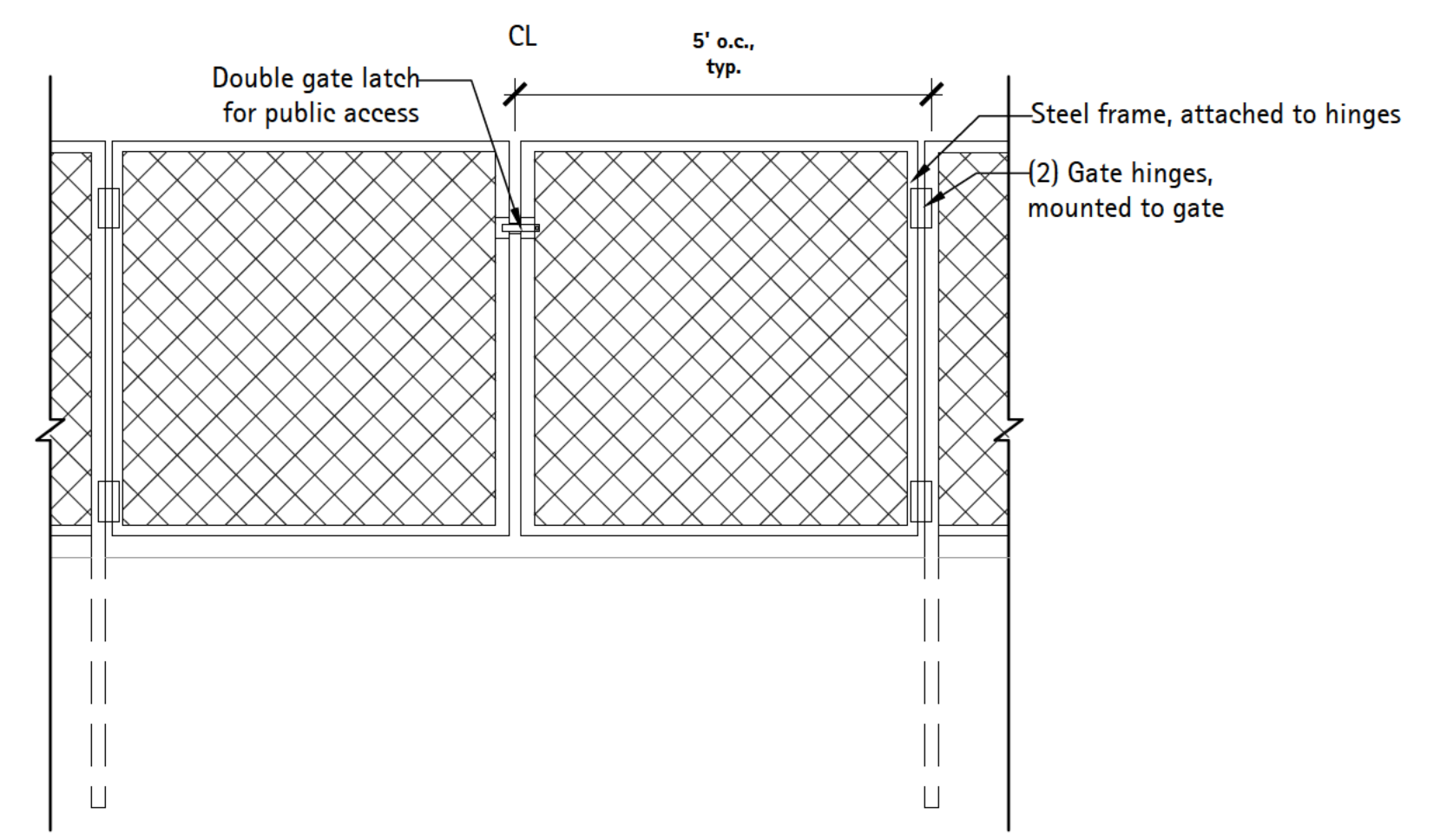
CENTENNIAL DOG BEACH
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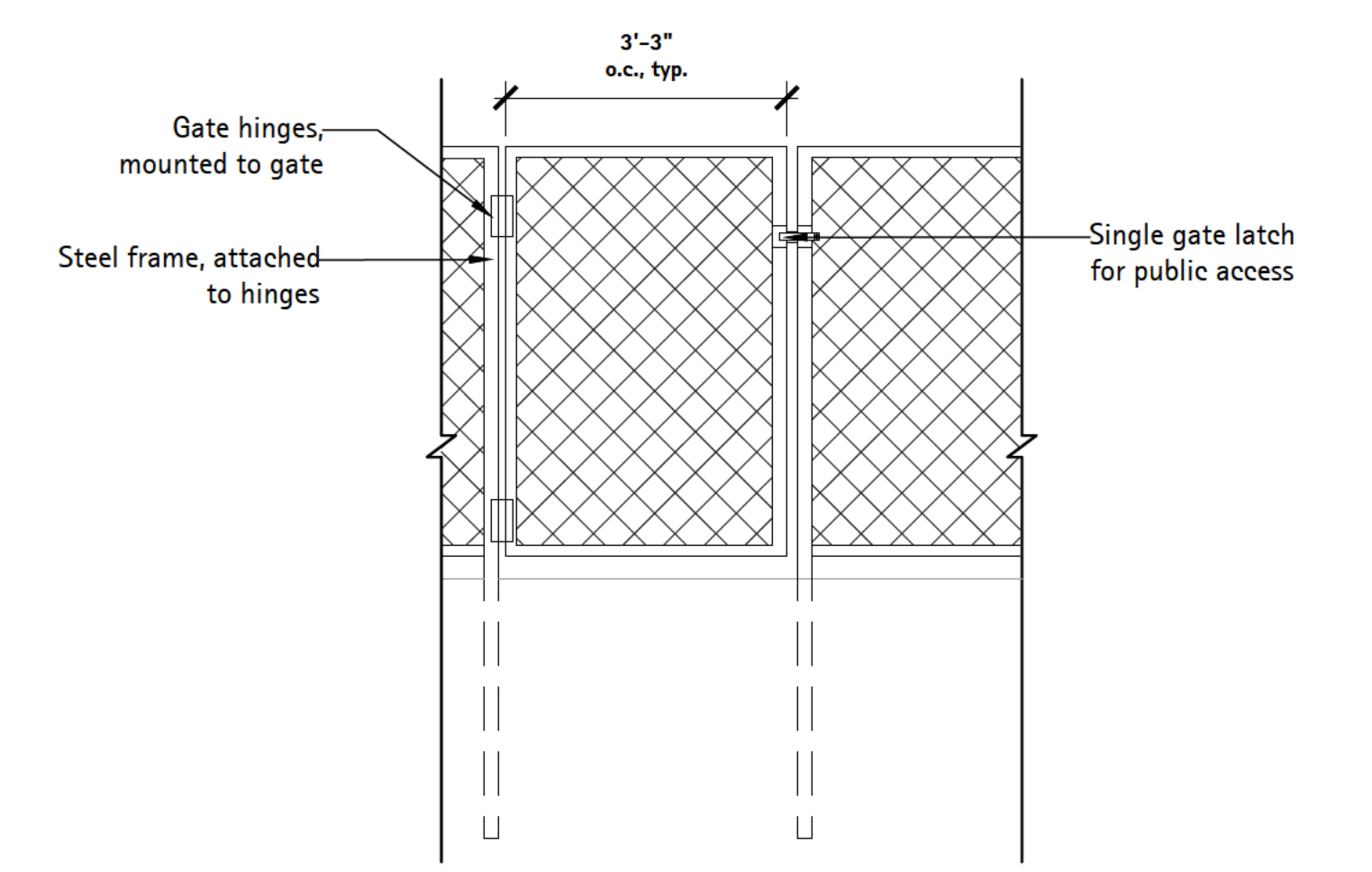


261 SHERIDAN RD

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.
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ISSUED FOR PERMIT
April 25, 2025
REVISIONS

No	Date	Issue

SITE FENCING PLAN



NORTH SHEET NUMBER
L2.0
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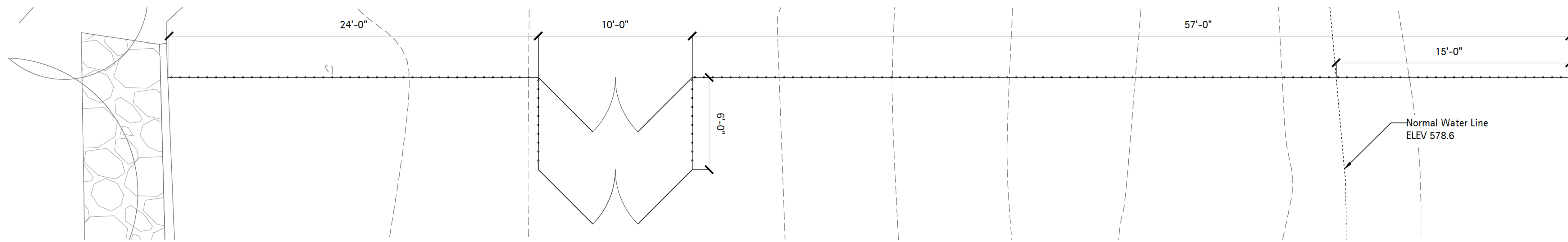
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thelakotagroup.com

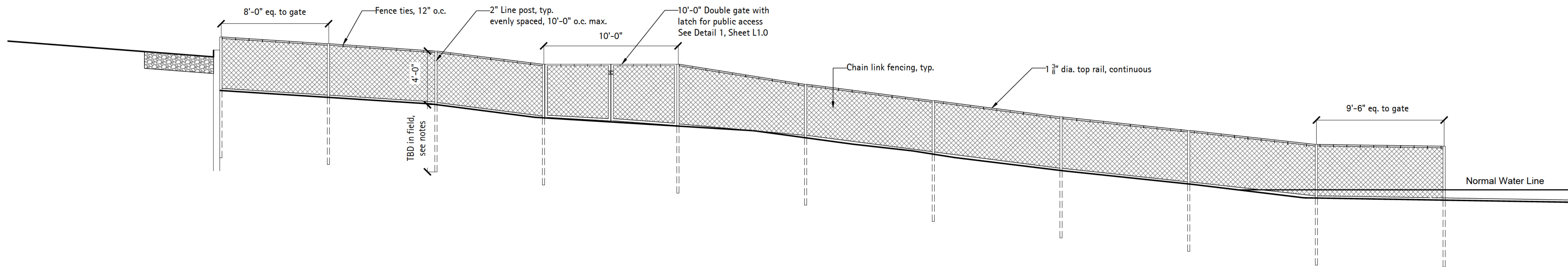
PREPARED FOR
Winnetka Park District
540 Hibbard Rd
Winnetka, IL 60093

CENTENNIAL DOG BEACH Temporary Dog Beach Fencing

225 Sheridan Rd
Winnetka, IL 60093



Plan

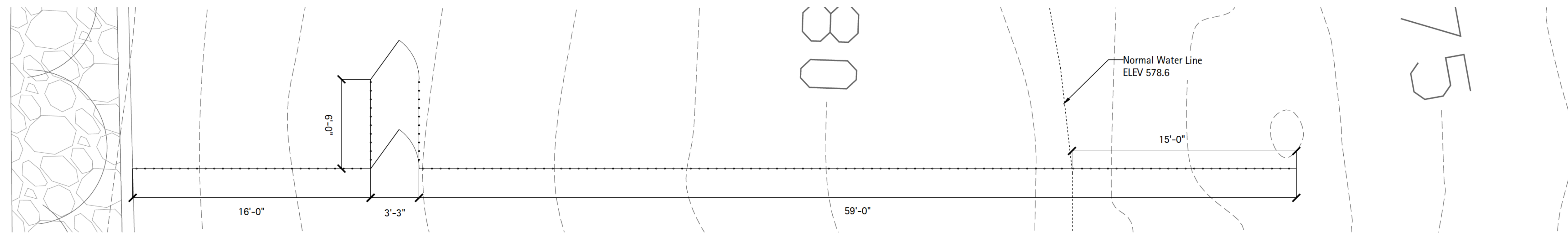


1 Elevation - North Dog Beach Fence

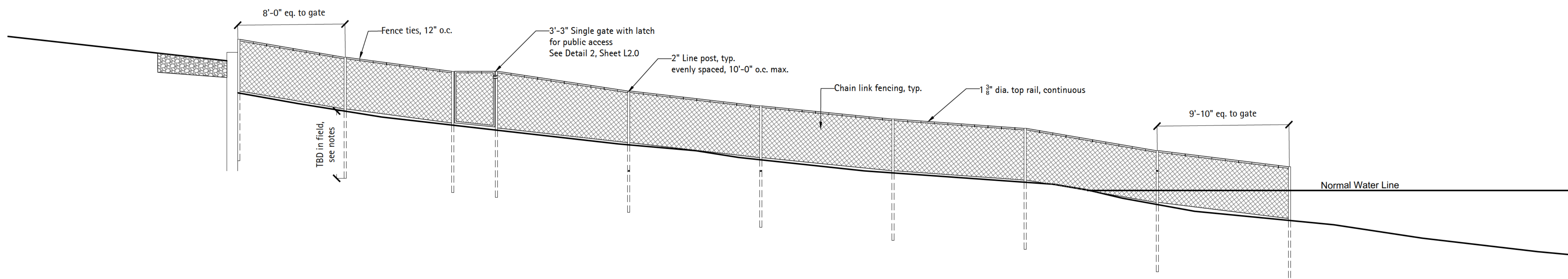
Scale: 1/4" = 1'-0"

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

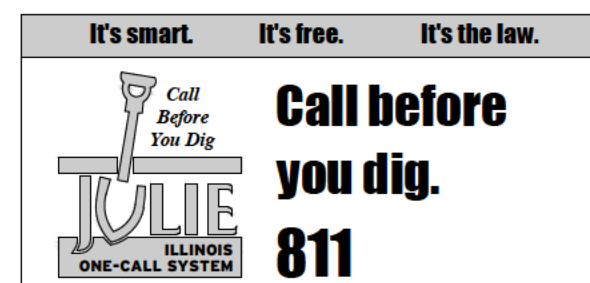


Plan



2 Elevation - South Dog Beach Fence

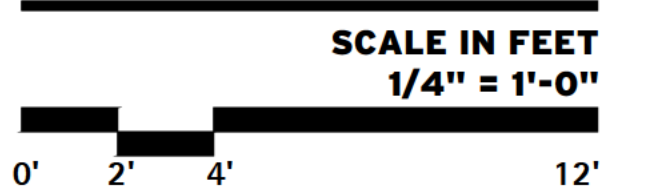
Scale: 1/4" = 1'-0"



ISSUED FOR PERMIT
April 25, 2025
REVISIONS

No	Date	Issue

FENCE ELEVATIONS



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ATTACHMENT D

Minutes adopted 2-25-2026

**WINNETKA PLAN COMMISSION MEETING MINUTES EXCERPT
JANUARY 28, 2026**

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- Members Present:** Layla Danley, Chairperson
Jonathan Alt
Christopher Blum
Matthew Bradley
Mamie Case
Chris Enck
King Poor
Kate Van Vlack
- Members Absent:** Cyrus Subawalla
- Non-Voting Members Present:** Bridget Orsic
- Village Staff:** Scott Mangum, Community Development Director
Ann Klaassen, Assistant Director of Community Development
Christopher Marx, Associate Planner
- Village Attorney:** Peter Friedman
Courtney Trefil

New Applications:

- 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.**
Peter Friedman outlined the public hearing requirements and procedures to be followed in connection with the Centennial Beach agenda item.
Ms. Klaassen summarized the Park District’s proposal to install two chain link fences to provide an enclosed area for off leashed dogs for review by the Commission with the applicant seeking a recommendation of approval for a special use permit. She identified the Commission’s role in the review and summarized the administrative and public review processes and referred to a table for the Commission’s review. Ms. Klaassen noted the proposed fences’ appearance is not within the Commission’s purview and would be reviewed by the Design Review Board (“DRB”).
Ms. Klaassen stated since the property is located on Lake Michigan, it would be subject to lakefront construction and steep slope regulations and noted the proposed fencing is not located within the steep slope zone. She then summarized the lakefront construction regulations and the review and permit approval procedures as well as the public trust doctrine. Ms. Klaassen then identified the property’s location and zoning classification which is located in the lakefront preservation overlay district. She stated public parks and recreational facilities are allowed as a special use in the R-2 district and summarized the appropriate Comprehensive Plan and land use designations.
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](#)
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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

“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.

Great Lakes Safety

Weather.gov > Safety > Great Lakes Safety

Safety National Program

- 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.**



- WPN**
- 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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LIVE STREAM Share

You can view a live meeting here.

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

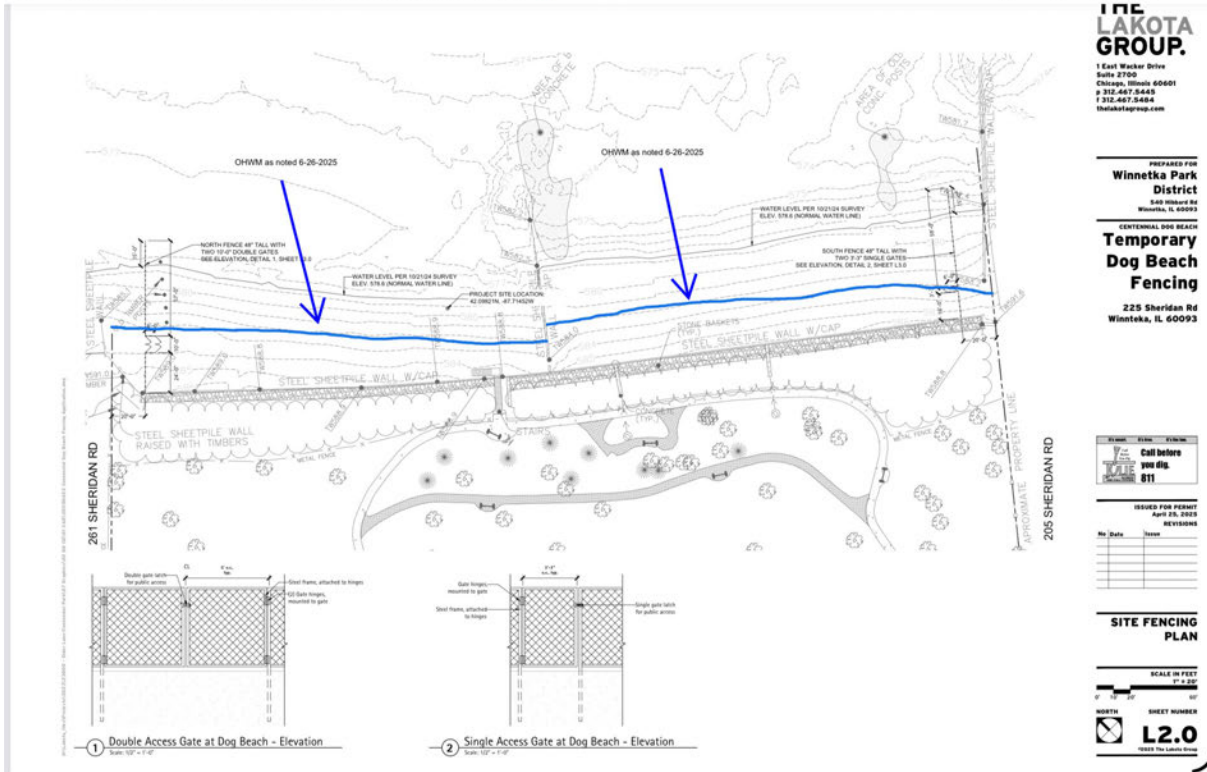
UPCOMING MEETINGS

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.



L2.0 LAKOTA GROUP.
 1 East Wacker Drive
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 Chicago, Illinois 60601
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 F 312.467.5444
 lakoatagroup.com

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

Temporary Dog Beach Fencing
 225 Sheridan Rd
 Winnetka, IL 60093

Call before you dig
 811

ISSUED FOR PERMIT
 APRIL 25, 2023

NO.	DATE	REVISIONS

SITE FENCING PLAN

SCALE IN FEET
 1" = 40'

SHEET NUMBER
L2.0

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 OHWM. 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

UPCOMING MEETINGS

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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
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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 ungiving 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

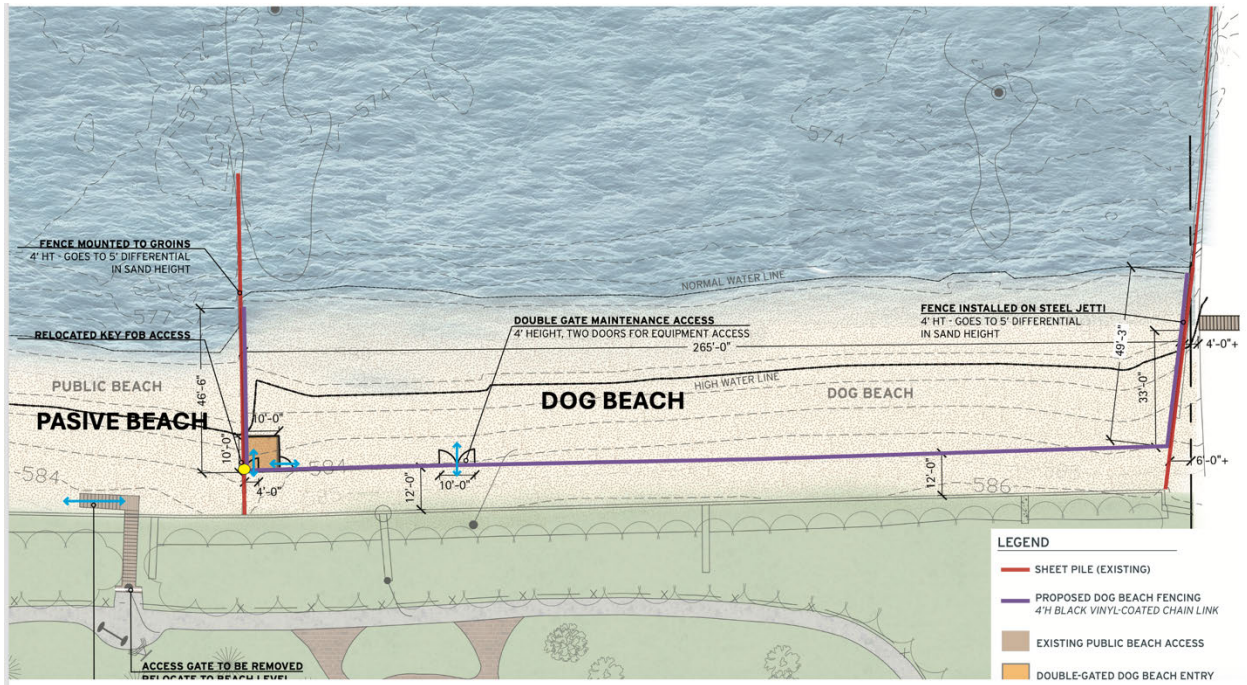
Mr. Scott Mangum
Village of Winnetka
Director of Community Development
510 Green Bay Road
Winnetka, IL 60093

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.



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.

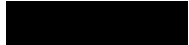
I am a dog owner, a user of the dog beach, and was a Park District Commissioner at the time the Centennial Dog Beach was conceived and implemented. My husband was a member of

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

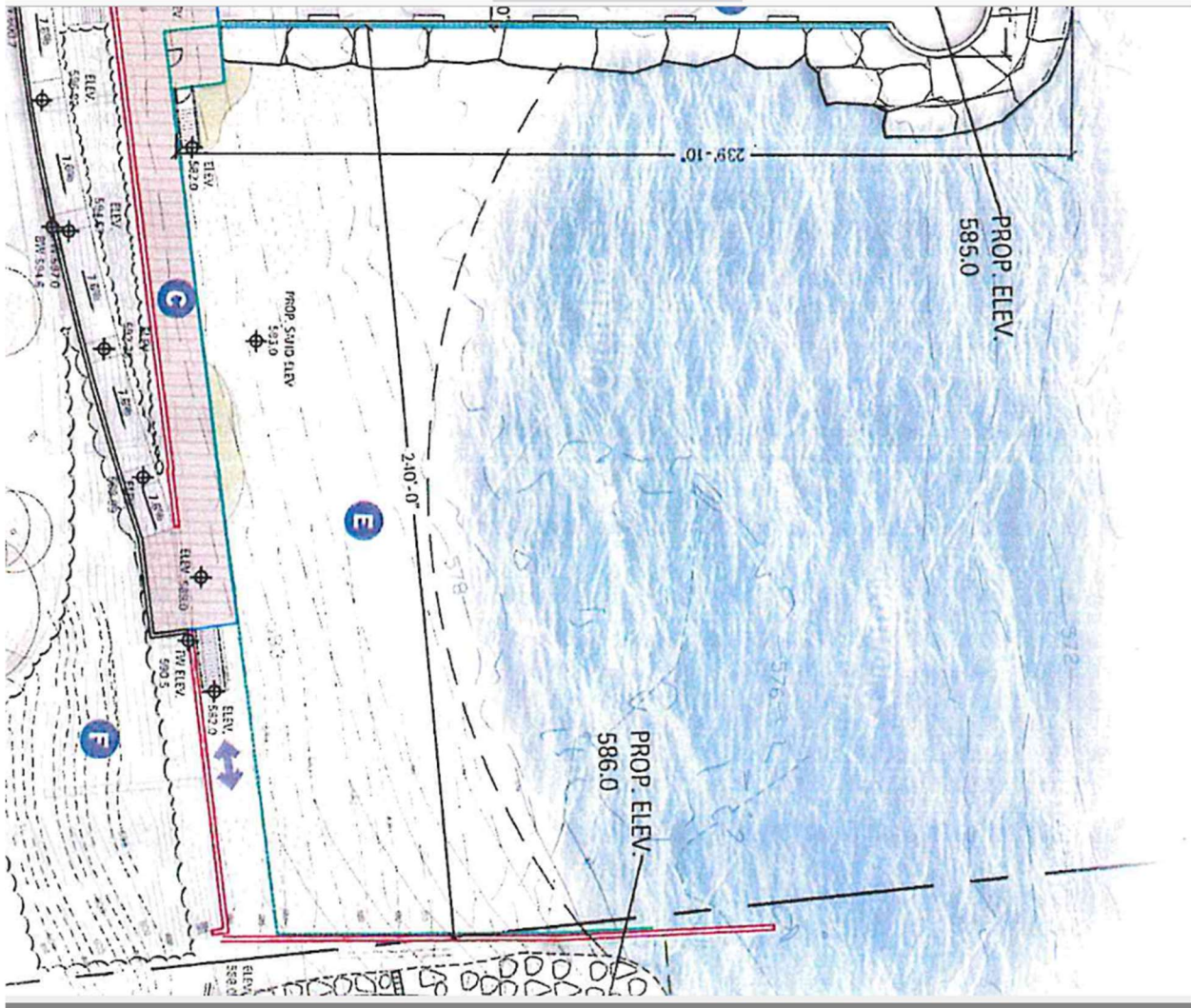
TO: Winnetka Zoning Board of Appeals

FROM: Laurie Morse

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

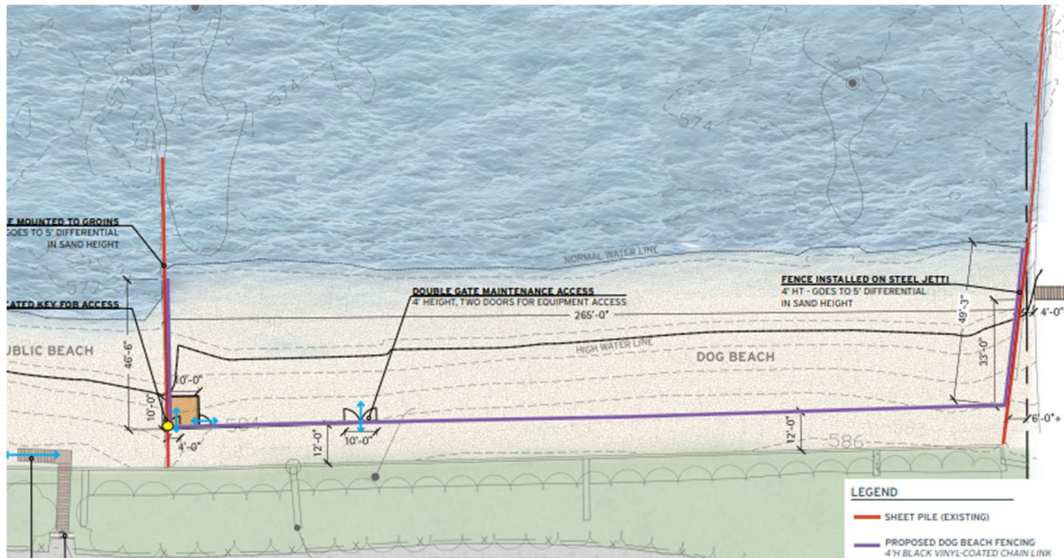
Zoning Board reviewed and rejected fence design 1. at meetings in 2024. This fence blocks public access stairs to the new 205 beach, which is now complete and open for public use.

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



access stairs to 205 Sheridan beach 1

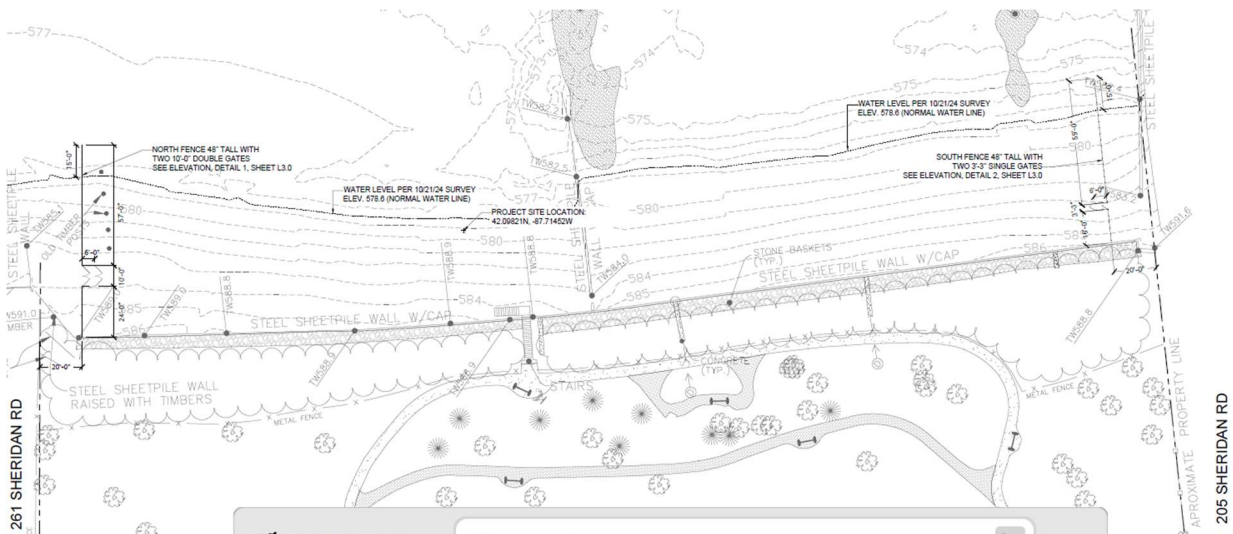
2. WPD Fence Plan chosen at WPD Board Meeting February 5, 2026



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?

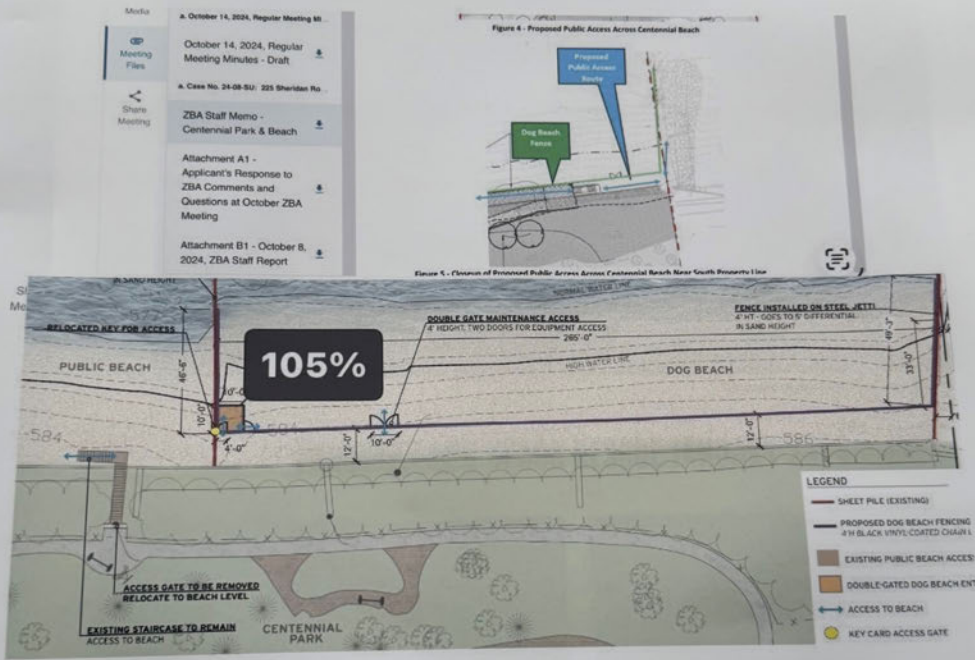
CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

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



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

a. Case No. [REDACTED] asked for the applicant's presentation to be followed by public comment. He swore in
 his 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: _____

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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.

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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,

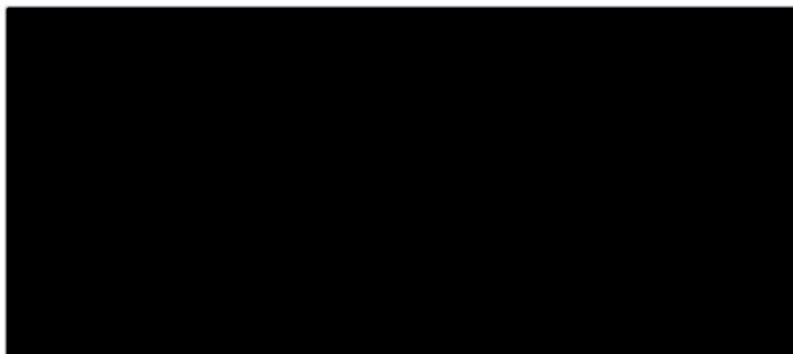
Would you please copy this letter for the ZBA members? Thanks so much.

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.

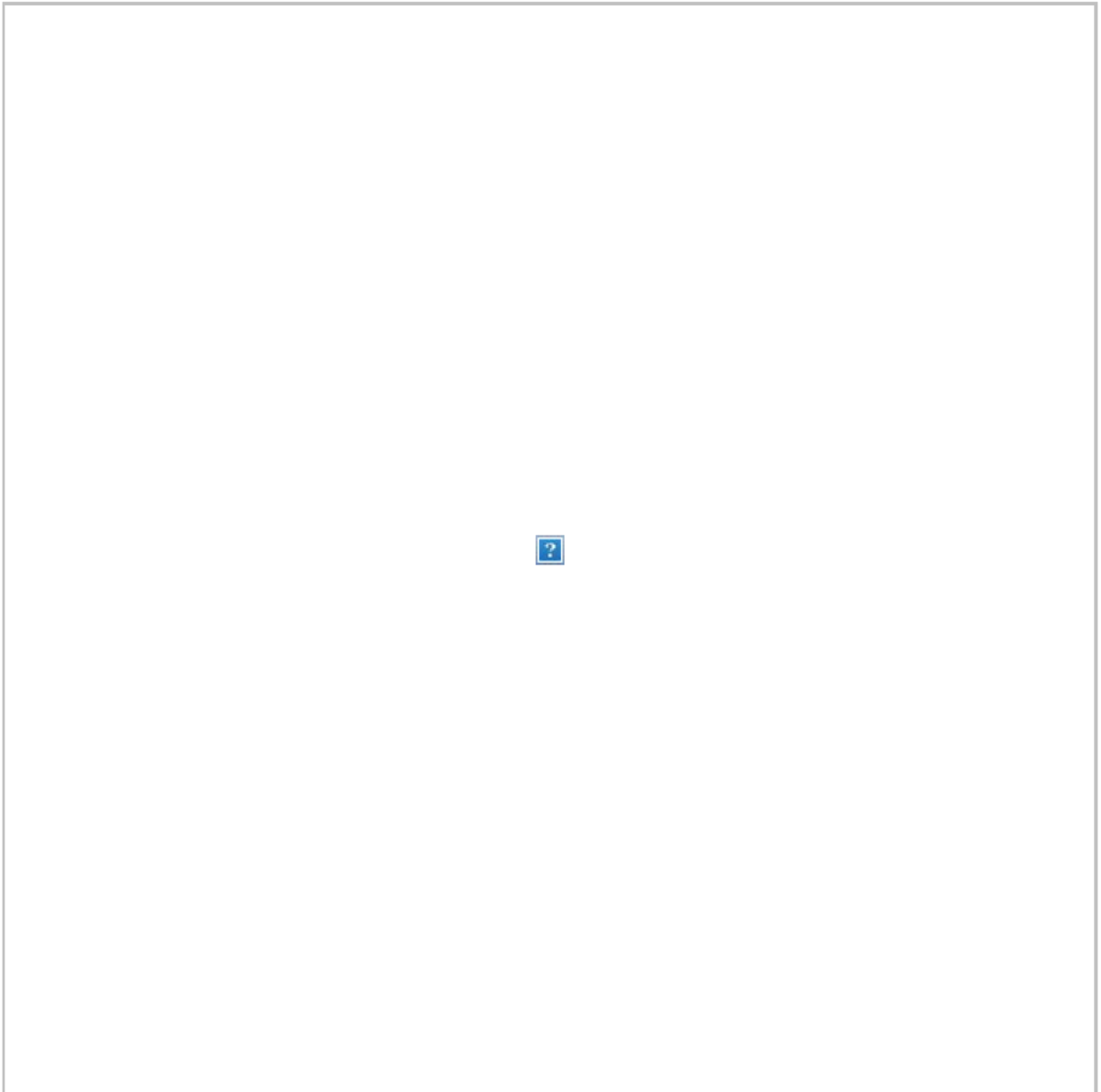
Gate Placement and Design

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?

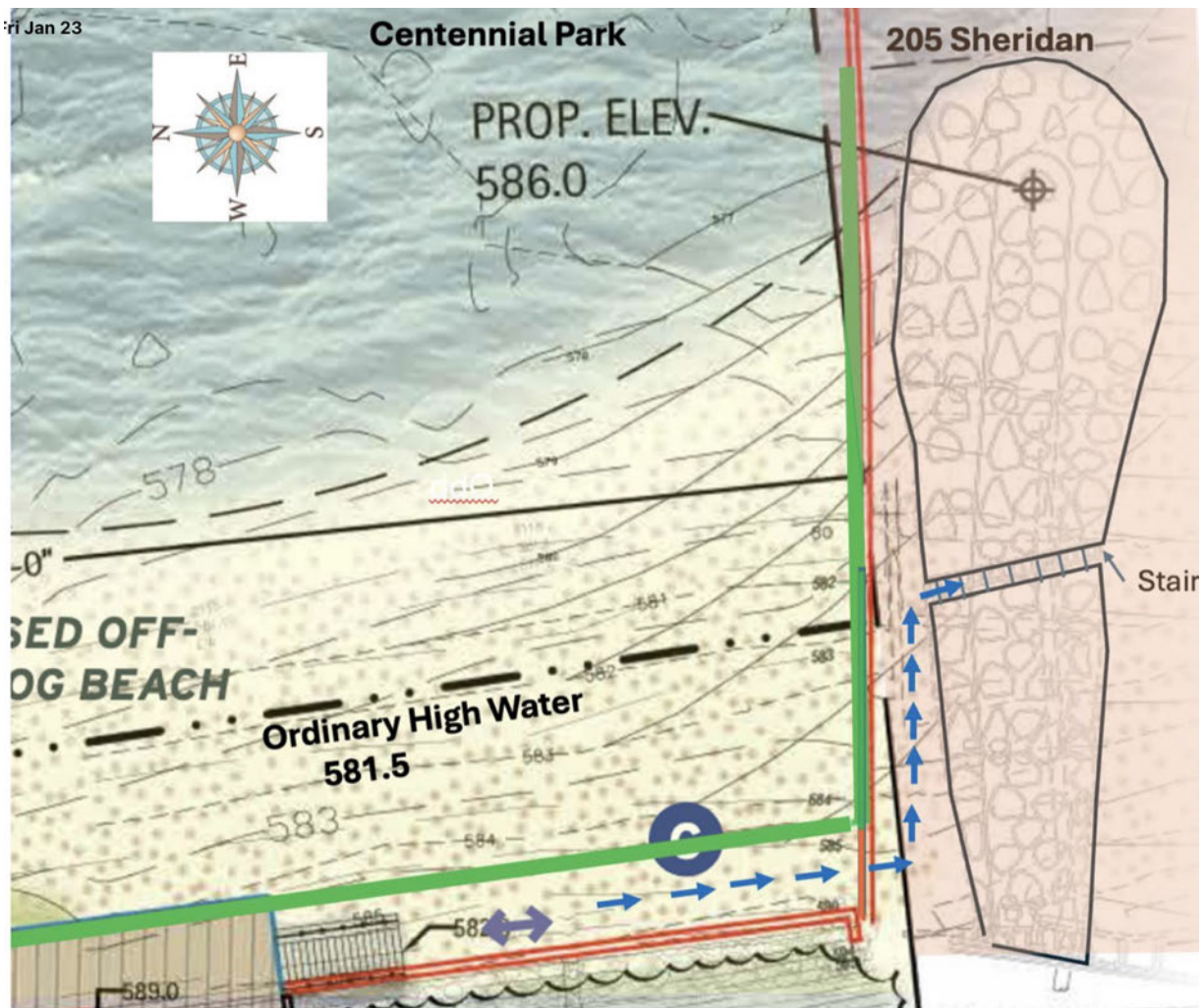
Thank you.

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.

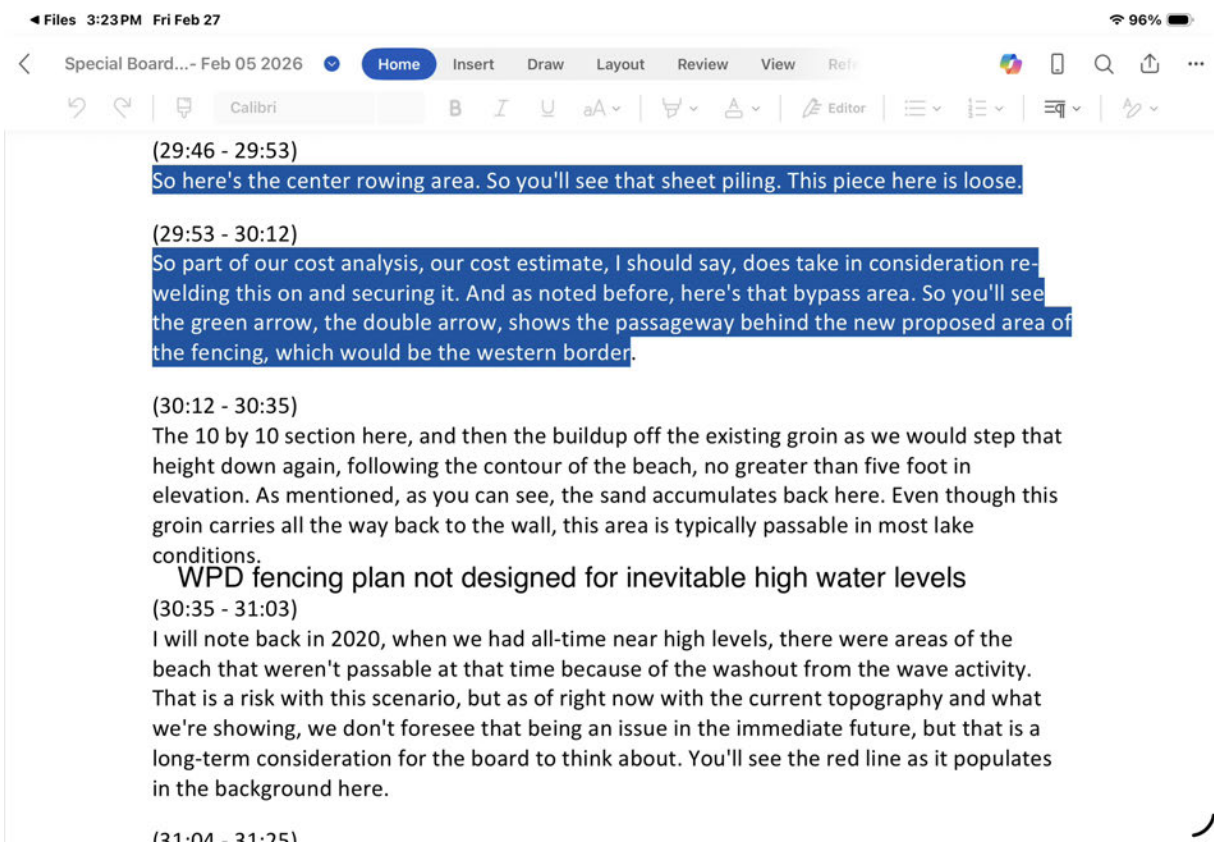
Driving WPD's fencing efforts are inflexible, unsafe, unaffordable, unpopular, twice-rejected breakwater-heavy designs. WPD's current SUP application mirrors almost exactly WPD's fencing designs from its 2024 Donation Agreement with Restrictive Covenant for which it unsuccessfully sought ZBA's approval.

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.

2:06 PM Tue Feb 24 86%

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

gjeppesen
Civil/Environmental
Jun 12, 2003
47
US

I inherited a project that requires something I've never had to do before. One of the agencies is requiring us to fence in a 10 acre wet pond because of steep sideslopes (not my design). This is fine, except there is a 75' wide spillway that discharges into this pond. The spillway is made of soil cement and is flat.

Design parameters:
100 year stage above spillway is 4' and velocity is less than 5 fps. We are wanting to use a chain-link fence. I really don't want to put anything across this spillway but it's the only way to "close off" the pond from the public.

Any ideas?

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Sep 26, 2007 #2

DMcGrath
Civil/Environmental
Feb 5, 2003
194
US

I don't suppose running away is an option...I can think of several scenarios in which this fence is bad. I would seek some legal advice along with engineering advice.

1. Fence is installed and then "removed" by flood waters. Who pays to replace fence and clean debris out of pond? Contractor/engineer/fence company/locality?
2. Sturdy fence is installed, but is clogged with debris during a storm event, surround areas flooded, residents sue the locality/owner.
3. No fence installed, some member of the public goes for a swim (despite the otherwise fenced area) and drowns. Family sues locality/owner.

Fences in general define boundaries. If someone wants to get in, they will. One of my clients was successfully sued because someone willingly climbed over a fence into an obviously dangerous area and was killed. The main argument was the fence was "insufficient" to prevent entry.

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

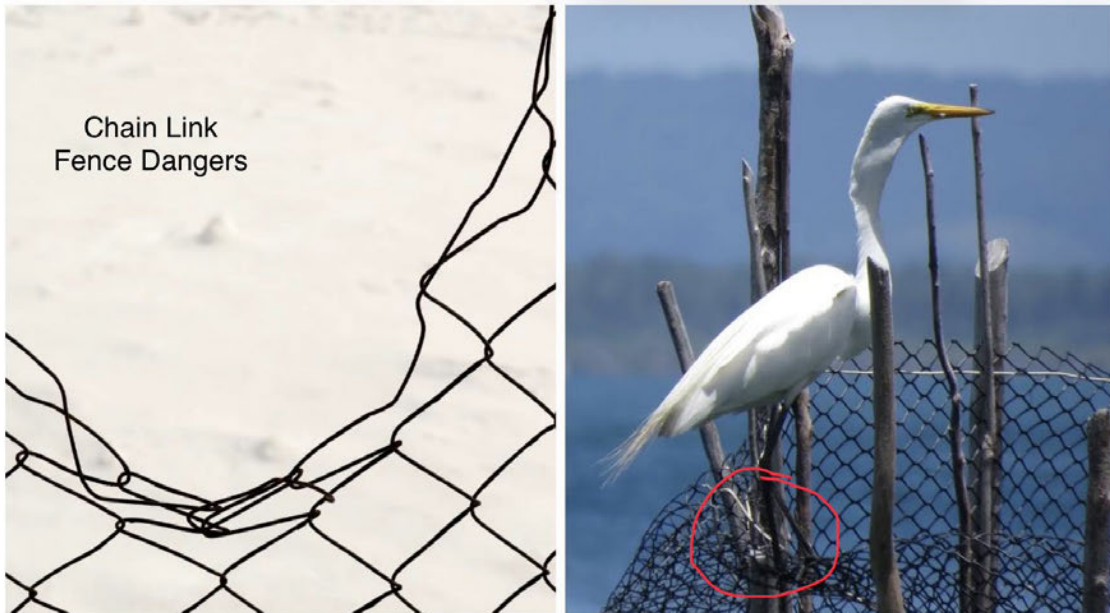
What about a fence that would open swing mechanically when the water level was sensed, say 3" or so above the top of the spillway, and close when the water receded. Could intermediate post(s) be added to cut down on the size of the fence gates needed? This would allow the installation of a solid fence, 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."

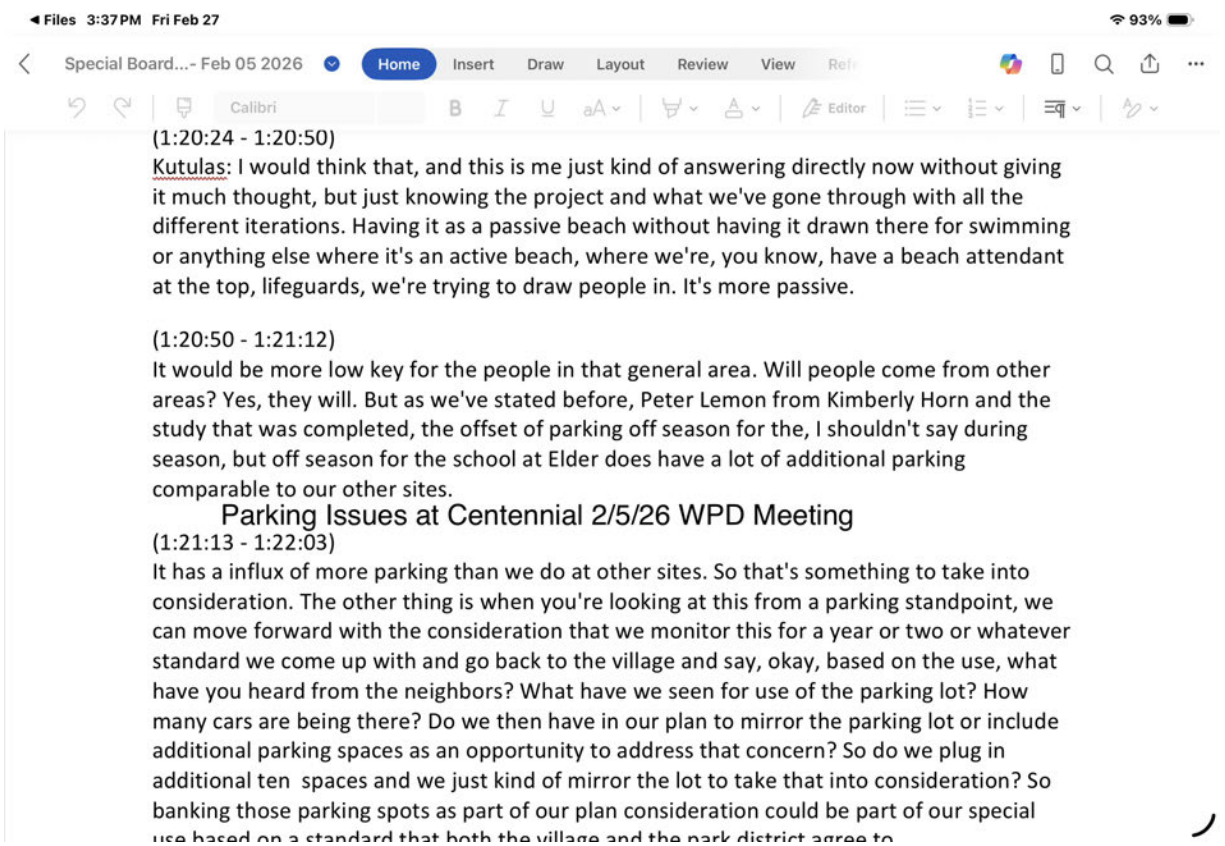
As discussed above, permanently attaching chain-link fencing to old steel groins may result in damage to neighboring properties. Using electric beach-mounted gates and fencing that could detach and damage neighboring areas violates SUP Condition 2. Neighbors have the right to expect WPD to comply with 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.





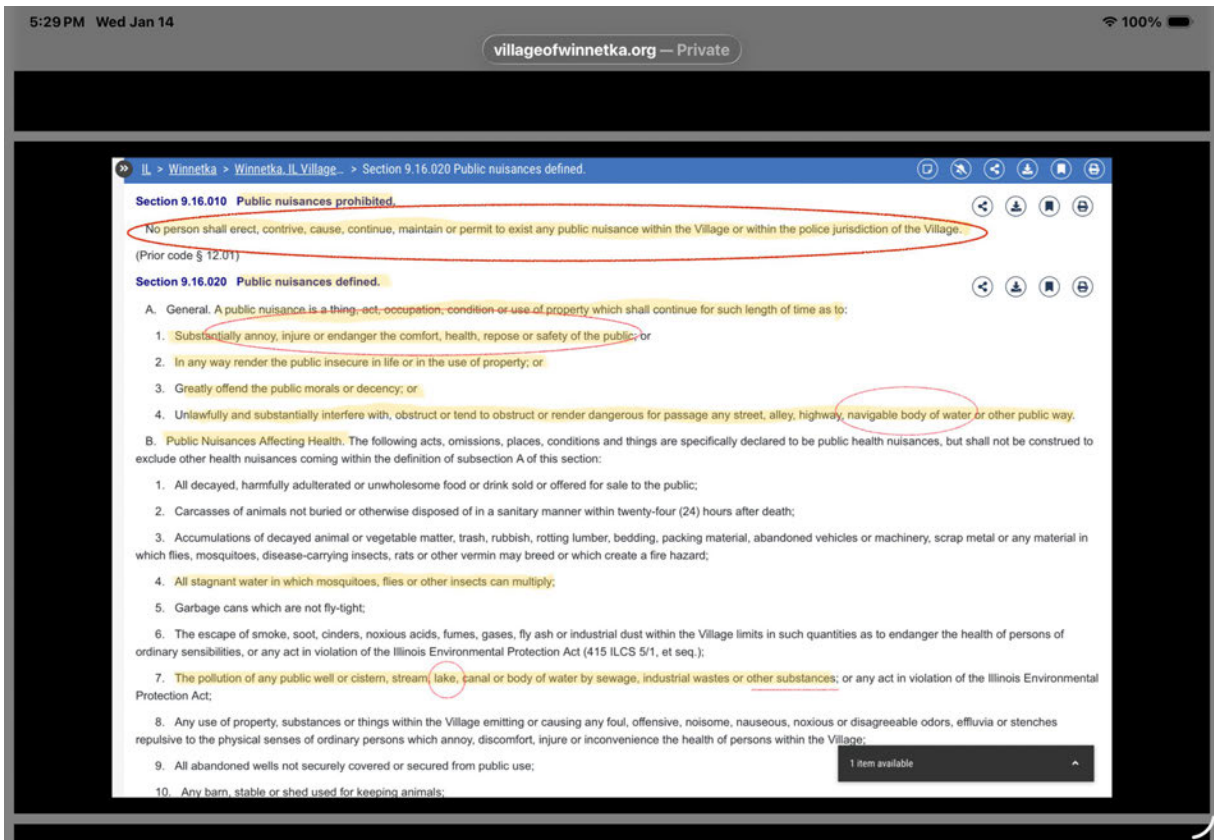
WPD essentially replicated its non-recommended 2024 Centennial SUP designs converting Centennial into a dual use beach, without defining resultant parking needs first or neighborhood impact. This alone is sufficient to decline recommending WPD's SUP application.

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.

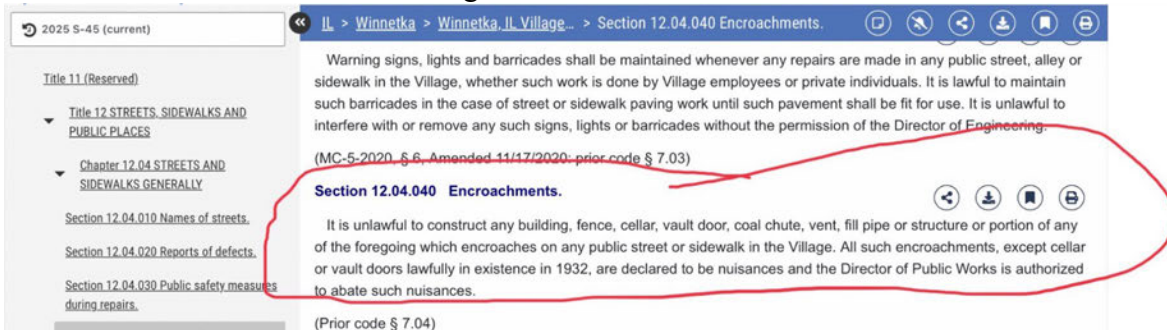
V. WPD's fencing designs violate SUP Condition 6, which requires; "That the special use in all other respects conforms to the applicable regulations of this and other Village ordinances and codes." With respect to the Public Trust Doctrine, the Village Attorney has already stated WPD needs to address 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.

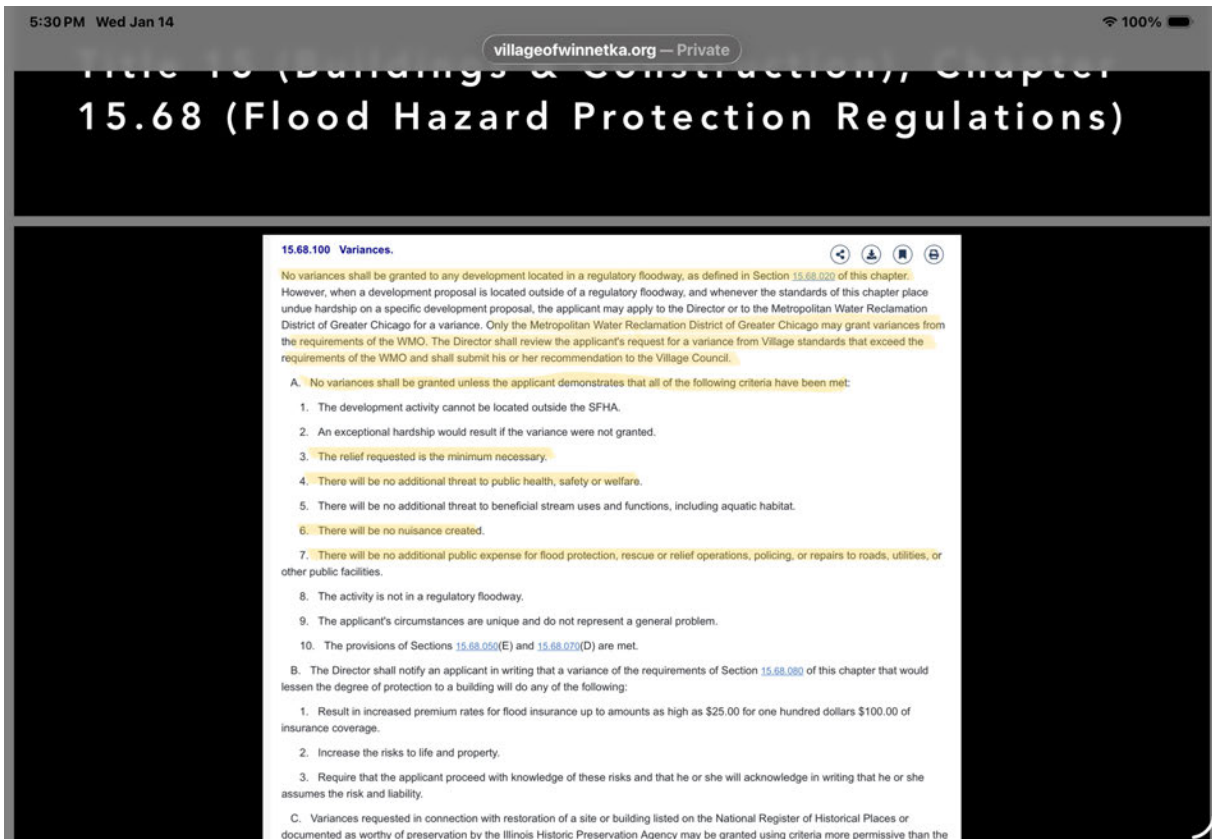
Village Code Section 15.68.060-Occupation and Use of Identified Floodways. All floodway modifications shall be the minimum necessary to accomplish the purpose of the project. WPD's fencing is far from the minimum necessary for a Cook County project.

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,

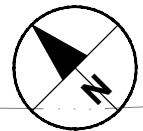


William J. Weaver, P.E., BC.WRE
Vice President – Sr. Principal Engineer

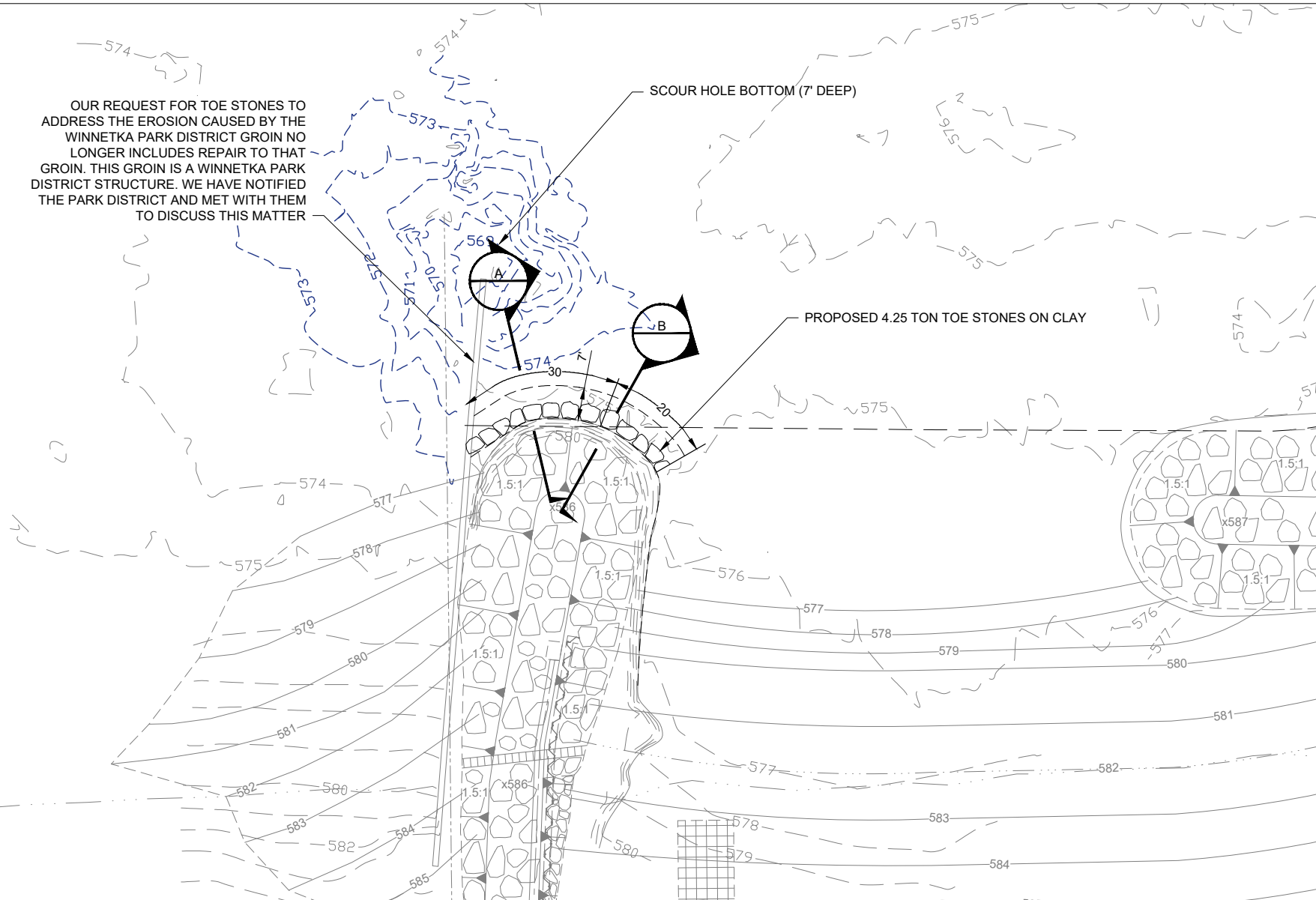
OUR REQUEST FOR TOE STONES TO ADDRESS THE EROSION CAUSED BY THE WINNETKA PARK DISTRICT GROIN NO LONGER INCLUDES REPAIR TO THAT GROIN. THIS GROIN IS A WINNETKA PARK DISTRICT STRUCTURE. WE HAVE NOTIFIED THE PARK DISTRICT AND MET WITH THEM TO DISCUSS THIS MATTER

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](#)

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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](#)

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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.

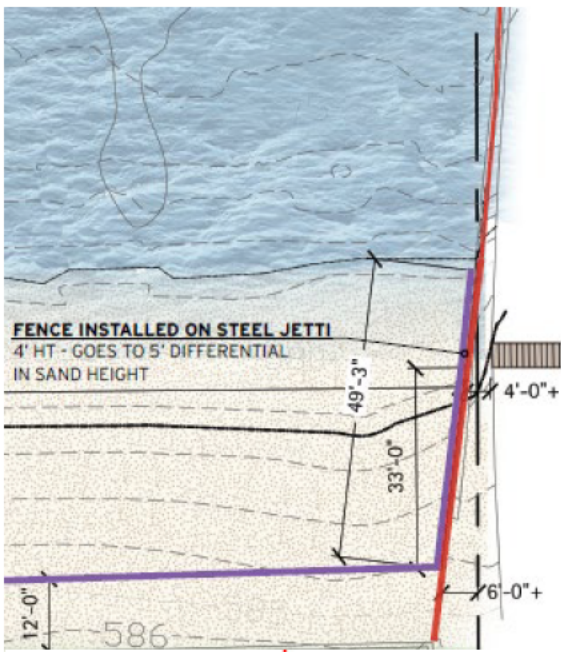
Please remember what the word Winnetka means: A beautiful place. Our beachfront is called Winnetka's greatest *natural* asset for a reason. Please honor that designation. There are no conditions that would make this SUP request for a fence/cage acceptable. Please deny the request for a Special Use Permit.

Thank you very much for your time and consideration,

Vicki Apatoff
730 Ardsley Road
Winnetka

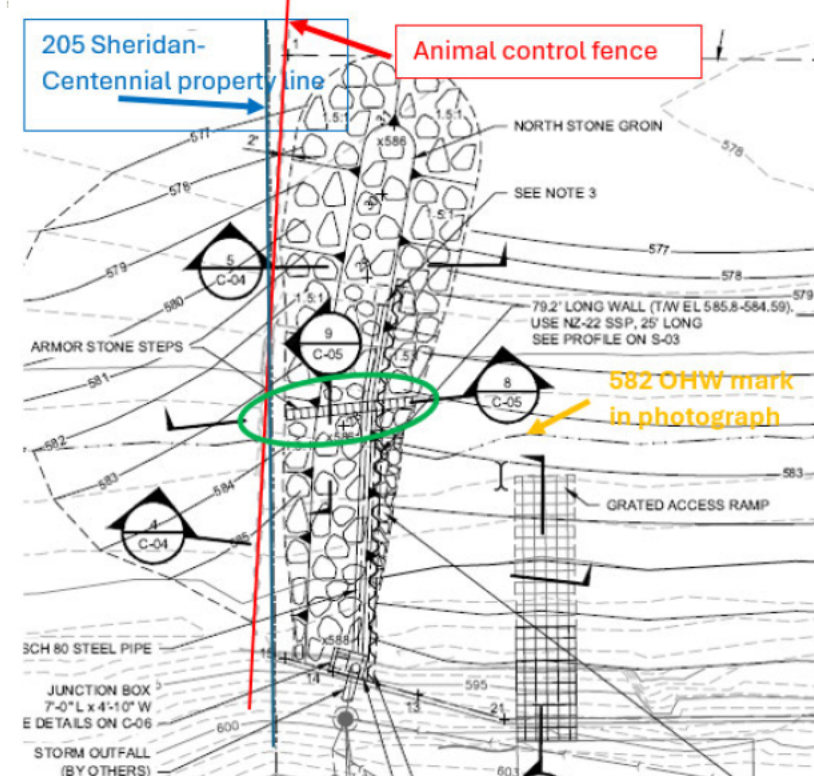
The WPD's application should be denied for two reasons. First, the fence drawing approved by the WPD which should be in the 9 March ZBA packet is illustrative and thus the accuracy of the south property line and fence locations is unknown. A land survey is needed because of the criticality of the location 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

ATTACHMENT C2

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

Sent by electronic mail: smangum@winnetka.org
AKlaassen@winnetka.org

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

March 8, 2026

Re: Case No. 25-28-SU
225 Sheridan Road – Centennial Park & Beach
Comments for 3/9/2026 Hearing

Dear Ms. Klaassen and Mr. Mangum:

I have reviewed the Winnetka Park District's (Park's) revised Special Use Permit Application 25-28-SU for Centennial Park. My following comments summarize my concerns about the proposed Centennial dog fence and access to the beach by a shared staircase and how these designs are unsafe, prevent access to public beaches, and conflict with Village ordinances, particularly the Village zoning ordinances. I would appreciate your assistance in sharing my comments as part of the official packet to be delivered to the members of the Village of Winnetka Zoning Board of Appeals for the hearing scheduled for Monday, March 9th.

Permit History

The Park's first permit, 24-08-SU, was reviewed February 26, 2025, at the ZBA and on May 28, 2025, at the Plan Commission. This design for Centennial park included a dog fence, boardwalk, access ramp, and pier and can be seen in Figure 1 below.

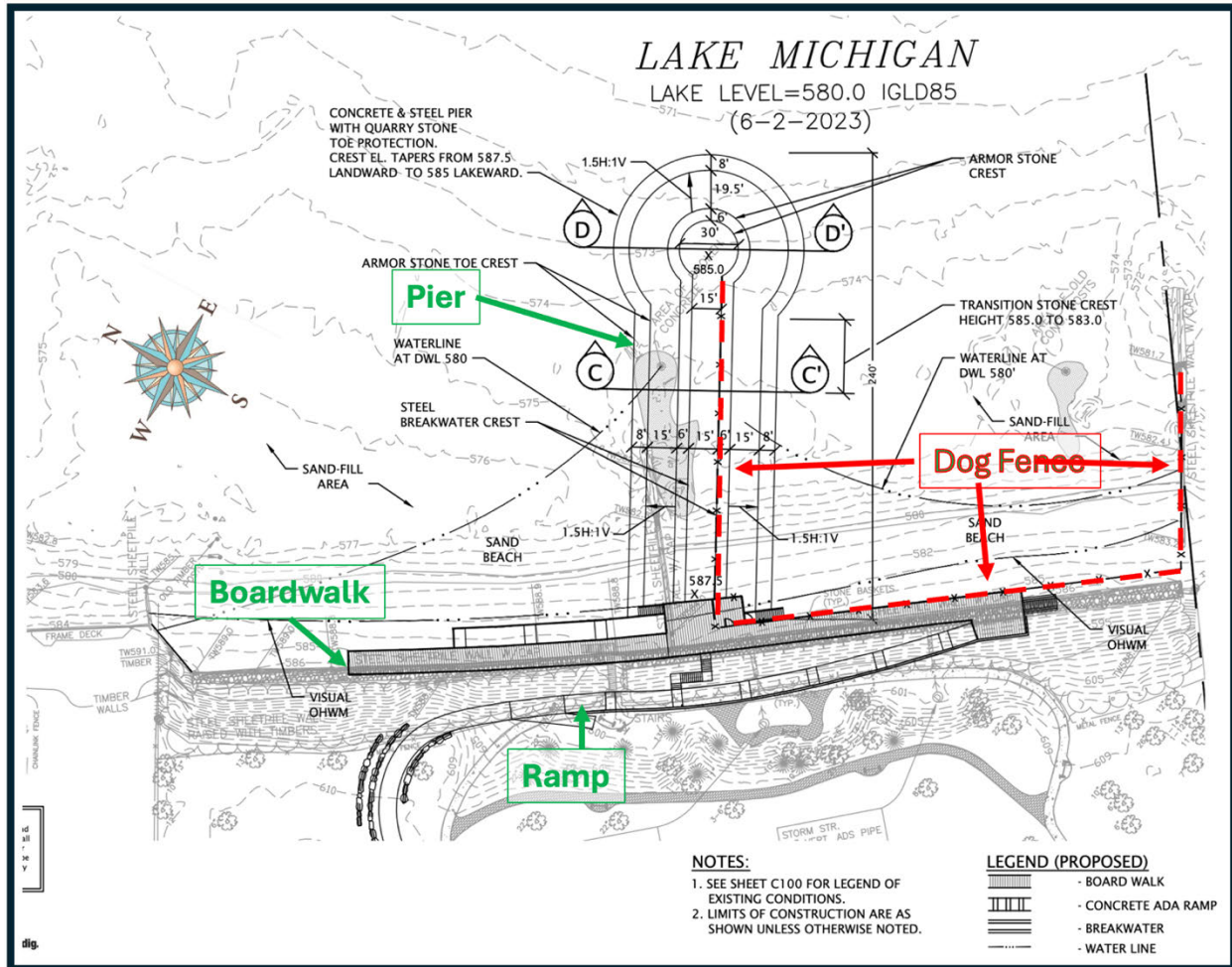


Figure 1: Centennial Beach Design Permit 24-08-SU

Both Commissions unanimously recommended against the special use, 24-08-SU, because the design violated Village standards. The Commissions found that the pier’s rubble stone boulders presented a safety risk for swimmers. Many Commissioners have commented that the access ramp design was dangerous for pedestrians who had to share the ramp with dogs to access the beach. The Commissions have also previously commented that the southern dog fence obstructed public access to the adjoining property. The Park “suspended” permit 24-08-SU in June of 2025.

While permit 24-08-SU was still pending, in March of 2025, the Park filed a new permit 25-28-SU with the IDNR and USACE as seen in Figure 2.

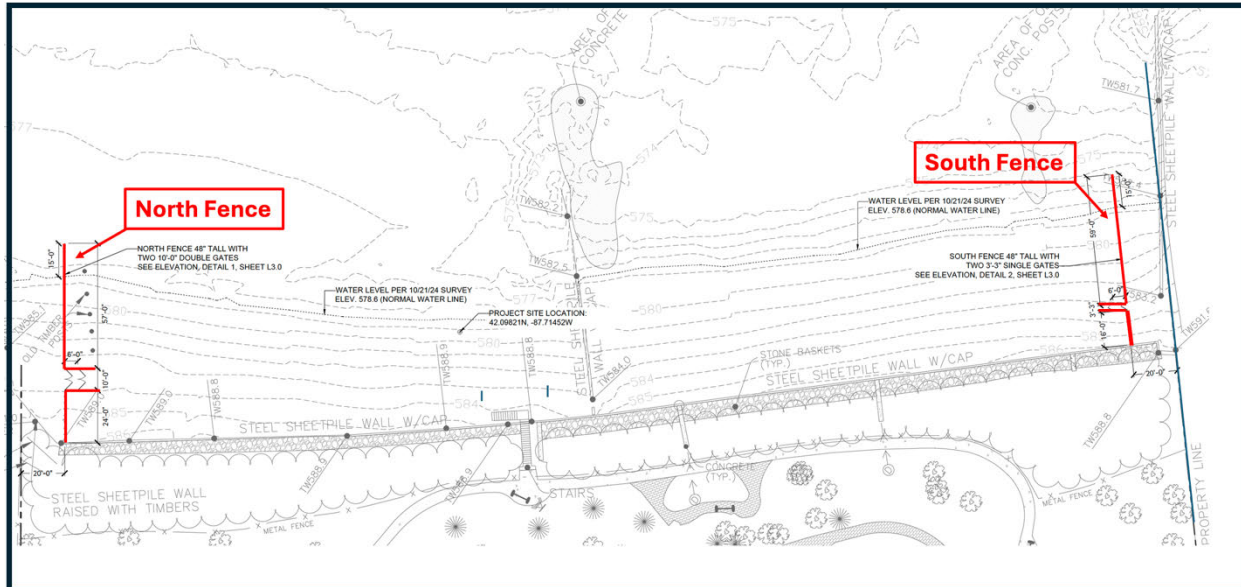


Figure 2: Centennial Beach Design Permit 25-28-SU

Permit 25-28-SU had two fences that extended approximately 15' into the Lake and pedestrians walking the beach would have to pass through gates attached to the fences to cross the dog beach. Permit 25-28-SU was presented to the Plan Commission on January 28, 2026, and Plan recommended against approval of the design. Plan found that forcing pedestrians to walk with unleashed dogs to traverse the dog beach and was unsafe. Plan also found that the gates were burdensome to pedestrians and obstructed their free transit across the off-leash dog beach. During the February 5, 2026, Park Special Board Meeting and during the February 26, 2026 Park Regular Board Meeting, the Park Board voted to make material changes to Permit 25-28-SU which brings us to the pending ZBA meeting scheduled for Monday, March 9, 2026.

ZBA Meeting Scheduled March 9, 2026

I urge the ZBA to recommend against the Park's revised Permit 25-28-SU because the design restricts pedestrians from transiting the public beach. Revised Permit 25-28-SU involves installation of three fence segments that create a dog pen on the south half of Centennial beach (Figure 3 below).

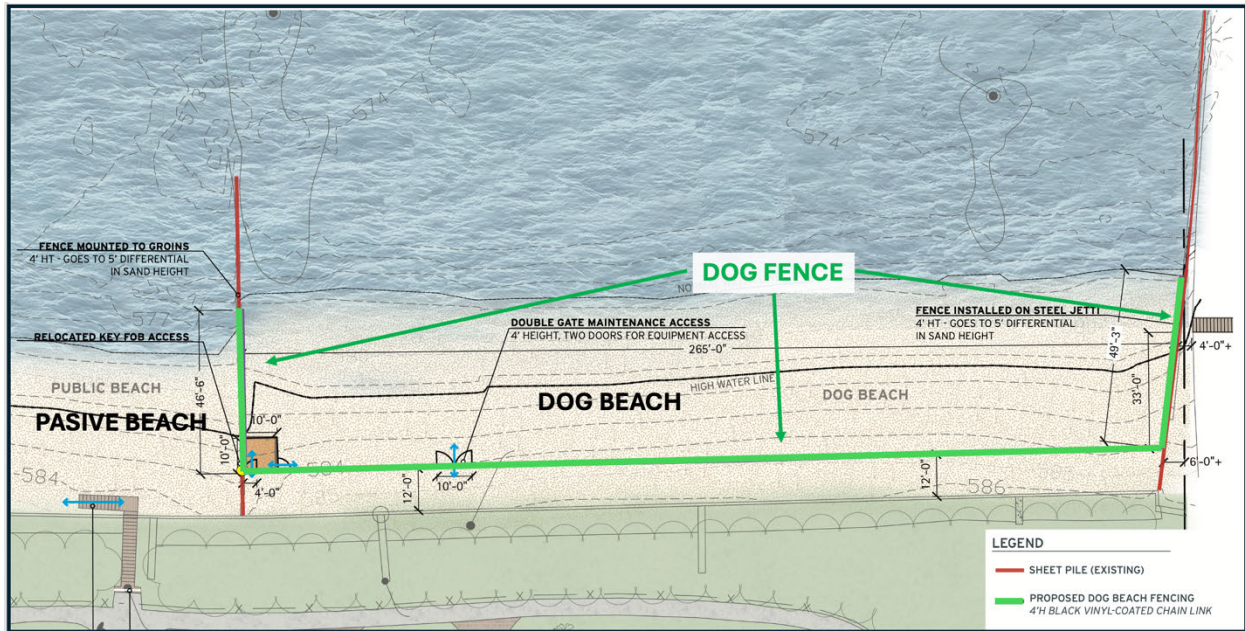


Figure 3: Centennial Beach Design Revised Permit 25-28-SU

The revised Permit 25-28-SU design for the dog fence is very similar to Permit 24-08-SU with the fence mounted on the southern steel groin. The southern segment of the dog beach fence will be installed on top of an existing sheet pile groin near the southern boundary of Centennial. The only difference of the current proposed southern fence design from the earlier Permit 24-08-SU is that the fence will not extend out as far into the Lake. As currently proposed, the northern fence of the dog beach will also be located on an existing steel groin. The western fence of the dog beach will be 20' from the toe of the bluff and will connect to the northern and southern fence segments forming the dog pen (Figure 3).

The western boundary fence and the bluff create a bypass corridor for pedestrians on a strip of beach that terminates at the southern boundary of Centennial (figure 3). To walk the beach onto the adjacent property of 205 Sheridan, a person would have to cross the sheet pile groin and walk east between the southern dog beach fence and the stone breakwater on 205 Sheridan until the individual reaches the stone steps through the breakwater on 205 Sherridan (Figure 4).

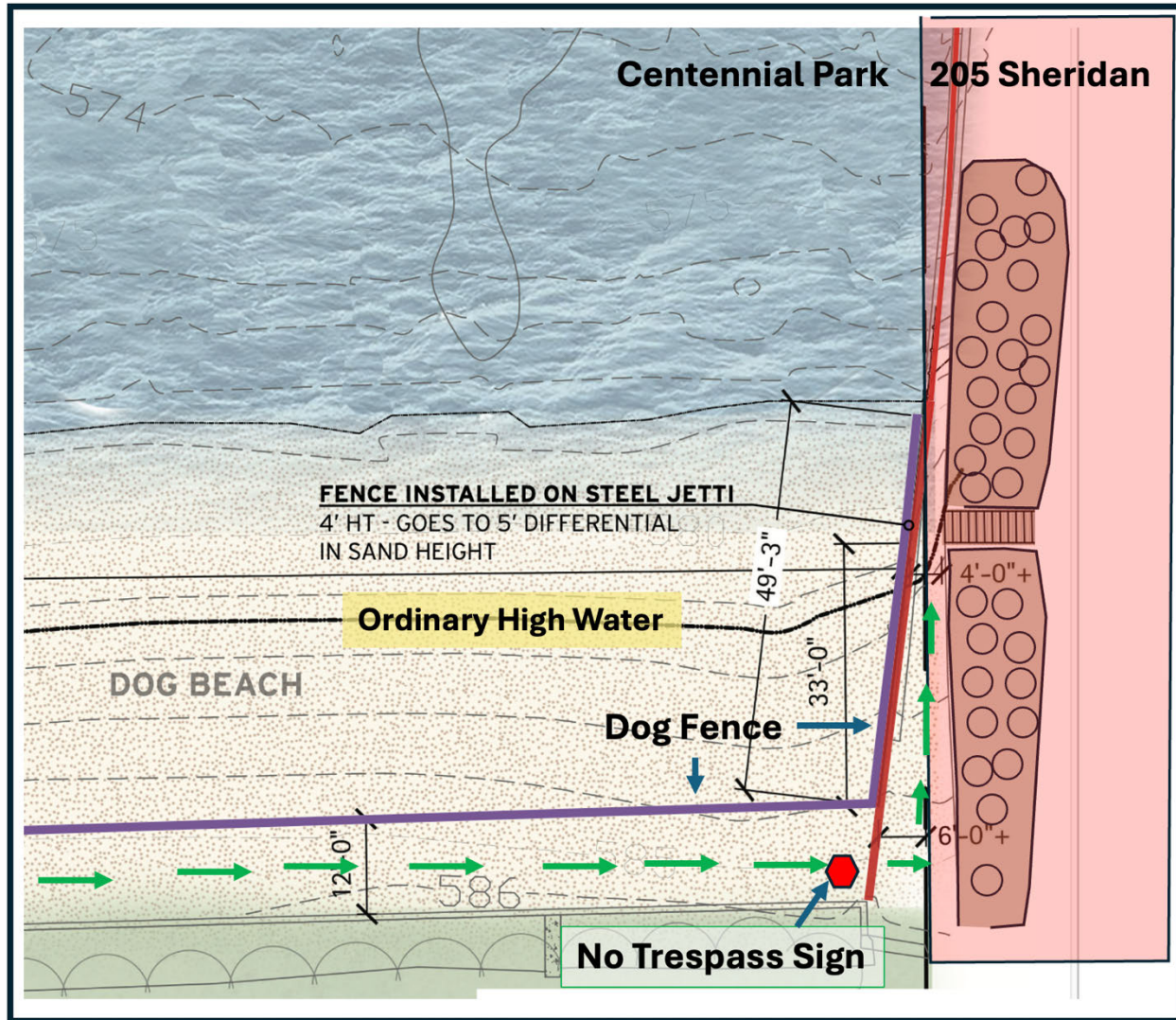


Figure 4: South Centennial Dog Fence

This path will take the pedestrian onto 205 Sheridan's private property located above the ordinary high-water mark forcing the pedestrian onto 205 Sheridan's front yard to reach the stairs in the breakwater. Winnetka ordinance establishes the front lot line on property bordering Lake Michigan at the Ordinary High-Water Mark (OHWM). The Park's northern dog fence blocks pedestrians walking along the OHWM and pedestrians must bypass around the dog pen to continue south to reach the public beach in front of 205 Sheridan. However, the Park's bypass fails to deliver a pedestrian back to the OHWM where the pedestrian could continue their journey without trespassing on private property. Park Commissioner David Seaman at the Park meeting of February 26th claimed that pedestrians can complete their journey to the stairs in the breakwater at 205 Sheridan without trespassing asserting that property above the OHWM on 205 Sheridan is accreted beach and the public should be able to cross accreted beach pursuant to the Public Trust Doctrine. Attorney Adam Simon, Park counsel, further asserted that the public has the right to access the stairs on the breakwater by the most direct route. However, the No Trespassing sign as shown in Figure 5 is posted by the Park on Park property and contradicts

Mr. Seaman and Mr. Simon’s assertions that the public can access the stairs on 205 Sheridan without trespassing.



Figure 5: No Trespass Sign Posted Near Boundary of Centennial Park and 205 Sheridan

Figure 5 shows a sign posted by the Park on Centennial park beach property approximately 10’ north of the property line of 205 Sherridan and 10’ from the bluff. The sign has the Winnetka Park logo with the following text: “Private Property Beyond This Point, No trespassing. No sitting or standing for a long period of time. Walking along the water’s edge only. Walker’s must follow riparian rights.” The Park is discouraging pedestrians from crossing onto 205 Sheridan and reaching public beach on 205 Sheridan. If the Park is allowed to install the dog-fence this sign will be in the middle of the pedestrian bypass path (Figure 4). The message from the Park’s sign is clear, the end of the bypass is a dead end and persons continuing are trespassing unless they sprout wings and fly to the water’s edge.

The ZBA and Plan Commissions voiced objections to the southern fence when first presented a year ago in permit 24-08-SU (Figure 1) and suggested that the Park should seek an easement to allow the public to transit 205 Sheridan’s private property. The Park has failed to obtain that easement. In summary the Park’s dog fence will block direct access from Centennial to the stairs in the breakwater on 205 Sheridan and will prevent pedestrians from walking along the ordinary highwater mark in violation of Village Ordinance Section 15.78.080 (E) obstructing or otherwise interfering with ingress or egress to adjacent public beaches or private property. As a result, the Park’s permit should be denied.

Beach Access

The only access to Centennial beach is by a metal staircase that is 4' wide (Figure 3). This staircase has functioned adequately for as long as Centennial Beach has functioned exclusively as a dog beach. The Park is now proposing to have the north half of Centennial designated as a non-swimming passive beach and the staircase will not be safe for this dual use. Costa Kutulas, Director of Parks and Maintenance, explained some of the issues of proposed dual use of Centennial beach with shared access to the stairway during the February 26, 2026, Park Board meeting:

(Time stamp 1:47:10 - 1:47:45 of the video of the Park 2/26/26 February Board Meeting)
Costa Kutulas: "Considerations, as you think about swimming, non-swimming, as it's usage (for north half of Centennial beach), of course, is the proximity to the Fenced Dog Beach and the single path of usage. As we heard through the previous design for special use, there was a lot of concern. And one of the things that kind of put the project back on its heels was the mixed usage of that single ADA access way for both dogs, strollers and dog walkers, kids, everybody else competing for the same access point, when we know a lot of people have a tendency to let their dogs off leash from the parking lot into the park."

(Time stamp 1:47:46 - 1:48:02 of the video of the Park 2/26/26 February Board Meeting)
Costa Kutulas: "Well, by having the attendant or with the park patrol, we can help curb some of those issues with people not following the rules and regulations. But that is something to consider. The other thing to consider is the operational control for the Illinois Department of Public Health criteria in regard to restrooms."

Mr. Kutulas further elaborates that two park attendants, one stationed at the top of the stairs, and one stationed on the beach, will enforce the requirement that dogs be leashed until they reach the fenced dog pen. These attendants will be on duty from 6:00 am – 10 pm during beach swimming season. While enforcing dog leash regulations, the attendants will also check for beach passes and enforce no swimming requirements on the passive beach portion of the proposed segmented Centennial Beach.

The plan Mr. Kutulas is proposing is impractical and unsafe for passive beachgoers. The staircase to the beach provides a 48" wide narrow corridor to the beach. Dogs with their owners will pass by passive beach goers who are climbing up and down this staircase simultaneously. The only exit points from the staircase are at the top or base of the stairs and a pedestrian has no way to avoid a dog once on the stairs. I have often witnessed owners with dogs on leashes who have lost control of their dogs while descending the stairs. This situation creates a danger to pedestrians on the staircase.

The staircase runs east from the table land and then turns north and lands on the beach (Figure 3). Due to its configuration a person entering at the table land will not be able to see the exit at the beach where a dog may be entering (Figure 5).



Figure 6: View From Top of Staircase Centennial Beach

A passive beach goer will be unable to avoid a dog they cannot see. The beach attendants Mr. Kutulas describes are assigned the duty to see that dogs are leashed, not to act as traffic cops for the staircase. If this traffic control were assigned, you would need three beach attendants to cover all the sight lines, and they would need flags to signal when the staircase is available for dogs or for passive beach goers. The gate will be open during the day all year round, but the Park only plans to hire beach attendants for swim season. Therefore, there will be no supervision of the stairs for three quarters of the year.

The Commissions had concerns for safety of the shared pedestrian and dog access ramp contained in 24-08-SU and recommended against granting that permit. The current permit, 25-28-SU, using the existing staircase for beach access by passive beach goers and dogs is even more dangerous than the ramp the Commissions recommended against last year. The ZBA should recommend against 25-28-SU because shared access of the staircase by dogs and passive beach goers is detrimental to the public health and safety of the public.

Sincerely,
John W. Root
cc: Members of the Village Zoning Board of Appeals

From: [REDACTED]
To: [Ann Klaassen](#)
Subject: Please Deny Park District Special Use Permit
Date: Monday, March 9, 2026 10:48:27 AM
Attachments: [Union Pier Beach 1 \(1\).HEIC](#)

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.

Dear Ann, Kindly distribute to the members of the ZBA. Regrettably, we are out of town and cannot address the Board in person this evening. We hope that the photos will be viewed by all. Thank you.

To the Zoning Board of Appeals,

They say a picture is worth a thousand words so we will spare excess commentary and encourage you to consider the attached photo of our beloved (and long time favorite) Elder/Centennial beaches taken less than 10 years ago. We are also sharing a photo of Union Pier, MI beaches from last summer. The Union Pier public beaches are bordered by private property with no need for obtrusive fences to restrict movement of people or animals (or large signs)-- even during the summer tourism season. Appreciating that we may need groins to protect against erosion, whereas this is not required in MI, *every* effort should be made to preserve our lovely beaches in as natural a condition as possible and *without fencing* to obstruct the lovely panorama.

We respectfully urge the ZBA to deny the WPD SUP request and keep our beaches as beautiful as possible.

Many thanks for your thoughtful consideration.

Kim and David Mulligan
1080 Pelham Road





From: [REDACTED]
To: [Ann Klaassen](#)
Subject: ZBA Meeting 9 March 2026
Date: Monday, March 9, 2026 11:23:46 AM

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 pass letter below on to the Zoning Board of Appeals for tonight's meeting. I can't attend tonight.
Thank you very much.
Joanna Karatzas

9 March 2026
Zoning Board of Appeals
Regarding: Fence proposed by the Winnetka Park District on Centennial Beach.

Commissioners;
The Winnetka Park District presented plans during the Winnetka Park Board meeting on February 26, 2026 for extensive fencing at Centennial Beach. Again the plans do not include visuals of adjacency conditions such as the breakwater at the south boundary of Centennial. Furthermore, actual critical dimensions are missing from the drawings. What is the width of the passage between the proposed fence and the steps over the breakwater? Where exactly is the property line between Centennial and 205 Sheridan? Before any decisions can be made the WPD should bother to provide this board and the public with a staked survey and accurate dimensions. The fence, the property line and the breakwater all angle toward each other converging near the steps of the breakwater. Whose property is the public going to be walking on when exercising their Public Trust Doctrine rights? How tight is the space between the steps and the stairs? WPD never seems to get to that level of detail yet asks for a special permit.

Shouldn't this board see a staked survey and accurate dimensions before reviewing the feasibility or necessity of the fence? Please deny this special use permit.

Joanna Karatzas
Winnetka
Sent from my iPhone

Provided by Kim Marsh

RECEIVED
MAR 9 2026
BY: _____

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Cc: Mark Rosenthal (Animal Control) <Mark.Rosenthal@cookcountyil.gov>

Subject: Re: Dog Beach Signage

Shannon,

While our ordinance does not speak directly to this unique situation, we do feel it is important to allow the other relevant agencies to make their determinations before moving forward. In the meantime, our bureau is still reviewing the legalities.

Thanks,



Megan Carolan, DVM

Deputy Administrator

Animal & Rabies Control

M: (773) 520-5753



March 9, 2026

Members of the ZBA:

You are being asked tonight to consider and approve a revised application from the Winnetka Park District to allow installation of fencing on the existing Centennial beach. A prior version of this application was submitted to the Plan Commission for review. On January 28 2026 that application, which differs from the one before you this evening, was unanimously rejected.

The rejected plan, as well as the revised plan submitted for your consideration tonight, have one purpose in common: the installation of substantial, chain link fencing at Centennial Beach in close proximity to a private homeowner's motorized boat ramp. Recent comments made by Park District staff and Commissioners indicate that the newly formulated plan submitted for your review this evening is for some type of temporary fencing. Previous ideations of their submissions refer to a permanent, black chain link fence. Indeed, the sole reason behind the continued application for the SUP, whether temporary or permanent, is because of a proposed Donation Agreement/ Restrictive Covenant between a single property owner and the Winnetka Park District.

One of the biggest concerns from the public, your own board and the Plan Commission concerned the safety issues and hazards created by the installation of these types of fencing.

Fencing, by design, creates barriers, limiting access and egress. The placement of fencing may create designated traffic patterns which will limit accessibility and result in a potential hazard for responders in the case of a water or sand emergency. Whether temporary or permanent, the types and designs of fencing being proposed tonight create an unsafe environment for people of all ages and physical abilities and animals, leashed or unleashed. Additionally, an initial design of the Winnetka Park District included the relocation of an electric key fob system to the actual beach area. This is of great concern given the proximity of this feature to the water.

There is no comparison between what is being proposed by the Winnetka Park District and any other north shore beach design. No other unit of Illinois local government is or would be willing to take money from an immediate adjacent neighbor and lock itself into inflexible beach usage or designs for one half century, regardless of safety concerns, beach erosion, changing lake levels, changing beach demands and changing population demographics. No other unit of Illinois local government would lock itself into such a plan without knowing the availability of sufficient future tax dollars necessary for the maintenance of expensive "project elements" for 50 years.

The Village of Winnetka, through the zoning process, has the authority and standing to protect its public beaches and bluffs. The granting of this Special Use Permit will be injurious to the use and enjoyment of the beach and adjacent park land. Furthermore, the granting of

this application will have the potential of creating a danger to the public access, safety and usage of the beach for the next half century.

The repetitive and ever changing nature of the SUP applications from the Park District indicates a focus inconsistent with community views as to what residents want at the lakefront.

I respectfully request the Zoning Board of Appeals deny this application.

**Angie Dahl
1277 Forest Glen Dr N
Winnetka**



GOOD EVENING TO YOU, MEMBERS OF THE ZONING COMMISSION. 3/9/2026



MY NAME IS MARY GARRISON. I AM A FORMER WINNETKA PARK DISTRICT COMMISSIONER AND PRESIDENT.

I submitted a detailed letter outlining my opposition to the Winnetka Park District's proposal and I 'respectfully ask' that it be included in the record.

Tonight, I want to emphasize three points:

First — no fences on the beach. Centennial Beach is defined by its openness. Installing chain-link enclosures and entry cages— permanently alters that character.

Secondly — fencing in the water creates safety concerns. Lake conditions change. Fixed barriers in a dynamic environment - introduce new risks —rather than eliminate them.

Third —PRECEDENT MATTERS. Once structural encroachments into the sand and water are approved, it becomes far more difficult to prevent additional barriers in the future.

Zoning's responsibility is to protect public health, safety, and welfare. I urge you to exercise that responsibility and deny the Winnetka Park Districts proposal.

Thank you.



To: Village of Winnetka - Zoning Board of Appeals – March 6, 2026

From: Jean B. Schreiber – “Susie”

Please consider the following points when considering granting of approval of the Winnetka Park District’s request for placing two sections of in-lake fencing for the Centennial Park Dog Beach Area on the Lake Michigan shoreline.

- No official Cook County regulations currently require in-lake fencing for dog beaches.
- We all know Great Lakes water levels change routinely depending on climatic conditions. They can go up or down 6 to 8 feet easily. Just ask the shipping industries who need bring full loads into harbors to operate at full capacity. They carry less loads in low water conditions.
- This fencing will become a huge danger when submerged or just visible by a foot, when waters rise. This becomes an immediate danger to those using this area of Centennial Beach, dogs included, not just passing paddle boarders and distance swimmers, or those involved in a water rescue.
- Sand may well accumulate over seasons of storms on the southern edge and cause safety issues in using the southern access for beach walkers going over the very high rocks to the south, especially in rougher wind and water conditions.
- Have the underwater cement piles, marked on the Winnetka Park District maps provided for this proposed project, been removed? They should have come out last summer during the submerged debris cleanup undertaken by the Winnetka Park District. They are NOT shoals as was they were thought to be by the State of Illinois when providing their permit review and decision. The Park District did accurately and clearly labeled them cement piles on their drawings.
- Alternate solution: Consider working through a plan with the Wilmette Park District to allow for Winnetka Park District resident to use the Wilmette Dog Beach at Gilson Harbor.
- Alternate solution: Provide Dog Swimming at Centennial from sun rise to 10 a.m. only from May through October. Run this program for a year or two to see if this works for most all parties, and then revisit for modifications if needed.

• Go to Referendum



MEMORANDUM VILLAGE OF WINNETKA

COMMUNITY DEVELOPMENT DEPARTMENT

TO: ZONING BOARD OF APPEALS
FROM: ANN KLAASSEN, ASSISTANT DIRECTOR
DATE: MARCH 11, 2026
SUBJECT: 829 & 833 FOXDALE AVENUE - FINAL PLAT APPROVAL
829/833 FOXDALE AVE. CONSOLIDATION (CASE NO. 25-29-SD)

INTRODUCTION

On March 16, 2026, the Zoning Board of Appeals (“ZBA”) is scheduled to hold a public hearing on an application submitted by Deanna and Stephen Nied (collectively, the “Applicant”), as the owners of the properties located at 829 Foxdale Avenue and 833 Foxdale Avenue (collectively, the “Subject Property”). The Applicant has filed an application seeking the following approvals as part of a Final Subdivision Plat approval to consolidate the two existing lots into a single lot of record, together with the following relief:

1. **Zoning Variations** to permit 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.

This item was previously scheduled for the January 12, 2026, ZBA meeting, but was removed from the agenda at the request of the Applicant. It was then scheduled for the March 9, 2026, ZBA meeting, however, due to the ZBA’s consideration of Case No. 25-28-SU, 225 Sheridan Road, Centennial Beach, the item was continued to the March 16 special ZBA meeting. 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 on March 16. The public hearing that was scheduled for March 9 was also properly noticed in the *Winnetka Talk* on February 19, 2026.

No proposed improvements to the Subject Property are included in this request, the application is limited to the consolidation request and the existing improvements. The ZBA is charged with making a recommendation to the Village Council regarding the zoning variations. At its December 17, 2025, meeting, the Plan Commission (“PC”) considered the Final Plat of Subdivision and the relief listed above, as well as a finding of “No Material Increased Adverse Impact” for the existing nonconforming detached garage at 829 Foxdale Avenue. By a vote of 5-3, the PC recommended denial of the request. Details regarding the PC’s consideration are provided later in this report. The Applicant has also submitted a demolition application to demolish the existing residence 829 Foxdale Avenue. The Historic Preservation Commission considered the demolition application on May 5, 2025, and by a vote of 5-0 approved the demolition without delay.

As of the date of this memo, staff has not received any written comments from the public regarding this application. Two members of the public did speak at the December 17, 2025, PC meeting; one spoke in support of the request, the other in opposition.

The Village Council has final jurisdiction on this request.

PROPERTY DESCRIPTION

The Subject Property is located on the east side of Foxdale Avenue, between Eldorado Street and Tower Road, is zoned R-5 Single Family Residential and currently consists of two buildable lots. The area of each existing lot is as follows:

1. 829 Foxdale Avenue: 7,498 square feet
2. 833 Foxdale Avenue: 7,499 square feet

Both of the existing lots are legally nonconforming with respect to the minimum required lot area of 8,400 square feet for an interior lot in the R-5 District. Also, each of the existing lots has an average lot width of 50 feet, while the minimum required average lot width for an interior lot in the R-5 District is 60 feet.

Each of the existing lots contains an existing two-story residence and a detached garage. The existing parcels and improvements are depicted below and on the following page in Figures 1 and 2.

The Comprehensive Plan designates the Subject Property as appropriate for “Single-Family Residential” uses. The current R-5 zoning is consistent with the Comprehensive Plan.



Figure 1 – Two Existing Lots



Figure 2 – Subject Property

PROPERTY HISTORY AND PREVIOUS ZONING APPLICATIONS

There are no previous zoning cases on file for either of the lots that make up the Subject Property. The building permit history for each lot is provided below.

829 Foxdale Avenue. The existing residence at 829 Foxdale was constructed in 1921. The following subsequent building permits were issued in:

1. 1922 to construct a detached garage;
2. 1979 to replace the detached garage; and
3. March 2026 to remove the existing residence and detached garage, and restore the site to a vacant lot.

833 Foxdale Avenue. The existing residence at 833 Foxdale Avenue was also constructed in 1921. The following subsequent building permits were issued in:

1. 1959 to construct a one-story enclosed porch and powder room;
2. 2003 to construct a two-story addition and detached garage; and
3. 2018 to construct a one-story addition on the rear elevation.

Other minor permits have been issued for both properties over the last several years.

GENERAL DESCRIPTION OF PROPOSED PLAT OF CONSOLIDATION / RESUBDIVISION

The Applicant resides at 833 Foxdale Avenue, which they acquired in 2005. Subsequently, the Applicant acquired the adjacent property at 829 Foxdale Avenue in 2024. If approved, the Applicant will demolish the existing residence and consolidate the two parcels into a single buildable lot measuring 14,997 square feet. The existing residence at 833 Foxdale Avenue would remain. As described in the attached application materials (**Attachment A**), the Applicant intends to construct an addition on the south side of the existing residence on the 833 Foxdale Avenue parcel, and replace the existing detached garages with a new detached garage in the southeast corner of the proposed lot. During construction of the proposed addition, both of the existing detached garages would remain. The 833 Foxdale garage for vehicle storage and the 829 Foxdale garage for temporary storage of salvaged building materials removed from the 829 Foxdale Avenue residence. As noted earlier in this report, preliminary plans for the proposed improvements have not been provided, the Applicant is simply explaining what their intent for the proposed consolidated lot is at this time.

The proposed subdivision is represented in Figure 3 below and an excerpt of the proposed *829/833 Foxdale Ave. Consolidation* plat is provided in Figure 4 on the following page.

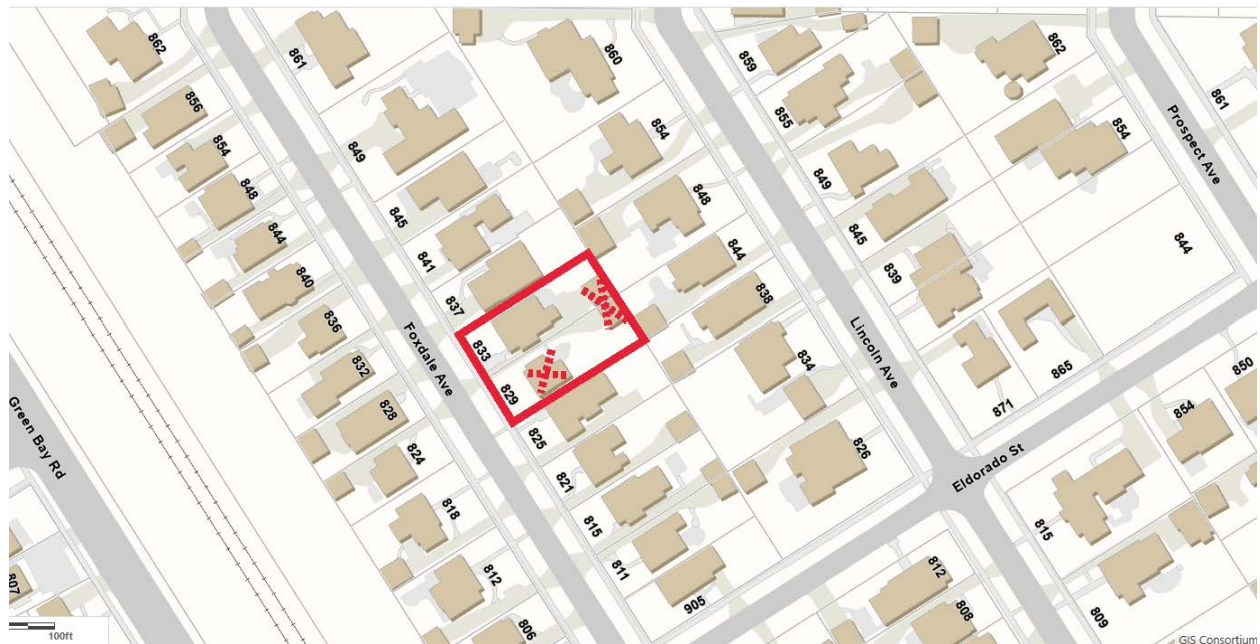


Figure 3 – Proposed subdivision (neighborhood map view)

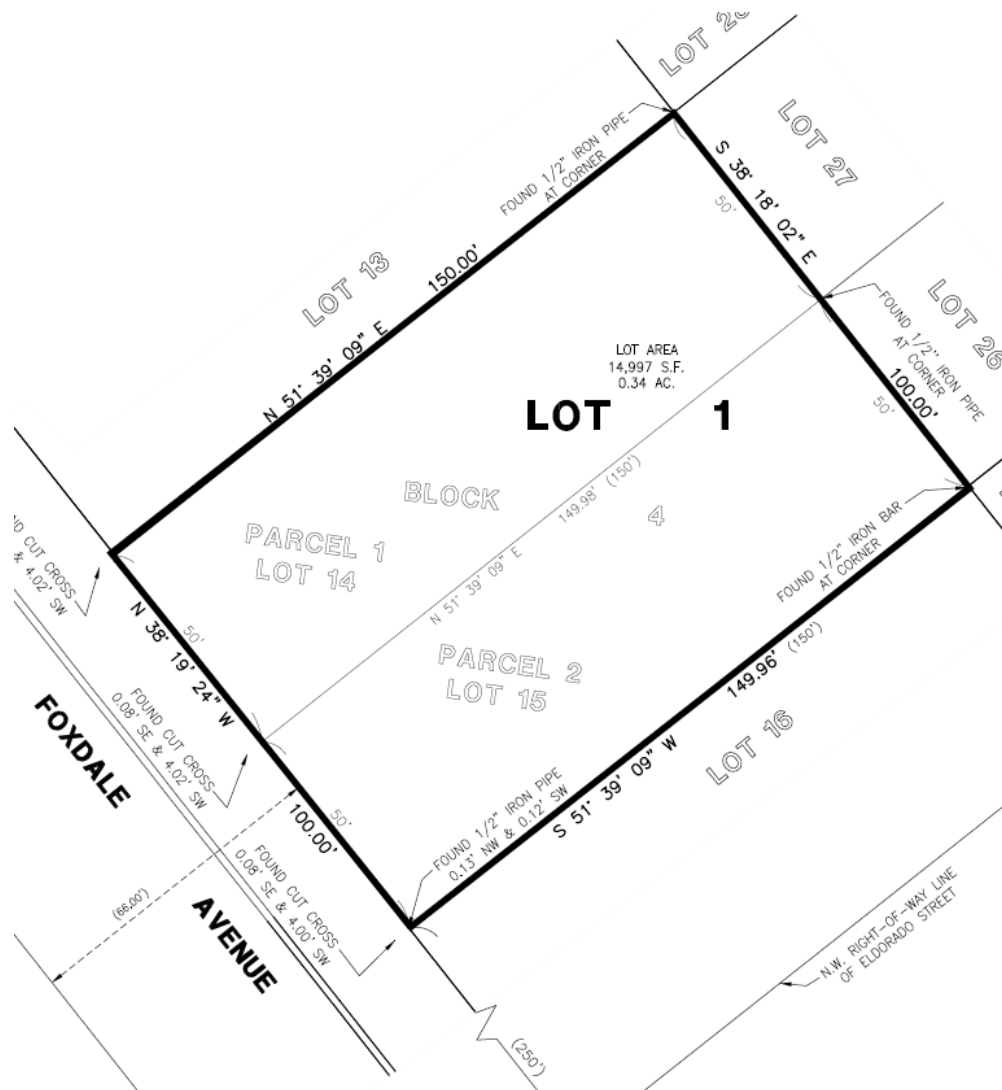


Figure 4 – Excerpt of Proposed 829/833 Foxdale Ave. Consolidation Plat

DESCRIPTION OF ZONING STANDARDS

As noted earlier in this report, the Subject Property is located in the R-5 Single Family Residential zoning district, which is one of five different single family residential zoning classifications in the Village. The R-5 zoning district provides for the densest form of single-family development compared to most other residential zoning districts, with the R-5 zoning district’s purpose statement describing the district as demonstrating a “relatively intense suburban” character.

Residential Zoning Hierarchy

A comparison of the Village’s five different residential zoning classifications (Table 1 on the following page) shows the hierarchy of zoning standards throughout the Village’s residential neighborhoods, ranging from larger “estate” character lots in portions of the Village, to smaller, more intensive developed areas.

Surrounding Zoning

Neighboring lots to the north, south, and west are similarly zoned for smaller lot sizes called for in the R-5 zoning district (minimum lot area of 8,400 square feet for interior lots). Neighboring lots to the east are zoned for slightly larger lot sizes called for in the R-4 zoning district (minimum lot area of 12,600 square

feet for interior lots), as depicted below in Figure 5. There are currently 13 lots on the east side of Foxdale Avenue (between Eldorado Street and Tower Road), 7 of which measure 50 feet by 150 feet (7,500 square feet). There is one lot that has the same lot dimensions and area as the proposed lot, 100 feet by 150 feet (15,000 square feet). There are two other lots that are more than 11,000 square feet, there are also two lots that are smaller than the existing parcels that make up the Subject Property. In summary, the average lot size of the existing lots on the east side of Foxdale Avenue, between Eldorado Street and Tower Road, is 8,837 square feet. The majority of the lots on the west side of Foxdale Avenue are 6,000 square feet due to the Union Pacific Railroad right-of-way. The average lot size for lots on the west side of Foxdale Avenue, between Eldorado Street and Tower Road is 6,917 square feet.

Table 1 Residential Zoning Hierarchy	R-1 ("estate" character)	R-2 ("small estate" character)	R-3 ("moderately intense" suburban character)	R-4 ("relatively intense" suburban character)	R-5 ("relatively intense" suburban character)
Minimum Lot Area - interior lots	48,000 s.f.	24,000 s.f.	16,000 s.f.	12,600 s.f.	8,400 s.f.
Minimum Lot Width – interior lots	150 ft.	100 ft.	75 ft.	60 ft.	60 ft.
Minimum Required Front Setback	50 ft.	50 ft.	40 ft.	30 ft.	30 ft.
Required Rear Setback	50 ft.	15% of lot depth, but not less than 10 ft. nor more than 25 ft.	15% of lot depth, but not less than 10 ft. nor more than 25 ft..	15% of lot depth, but not less than 10 ft. nor more than 25 ft.	15% of lot depth, but not less than 10 ft. nor more than 25 ft.

Table 1 – Residential Zoning Hierarchy

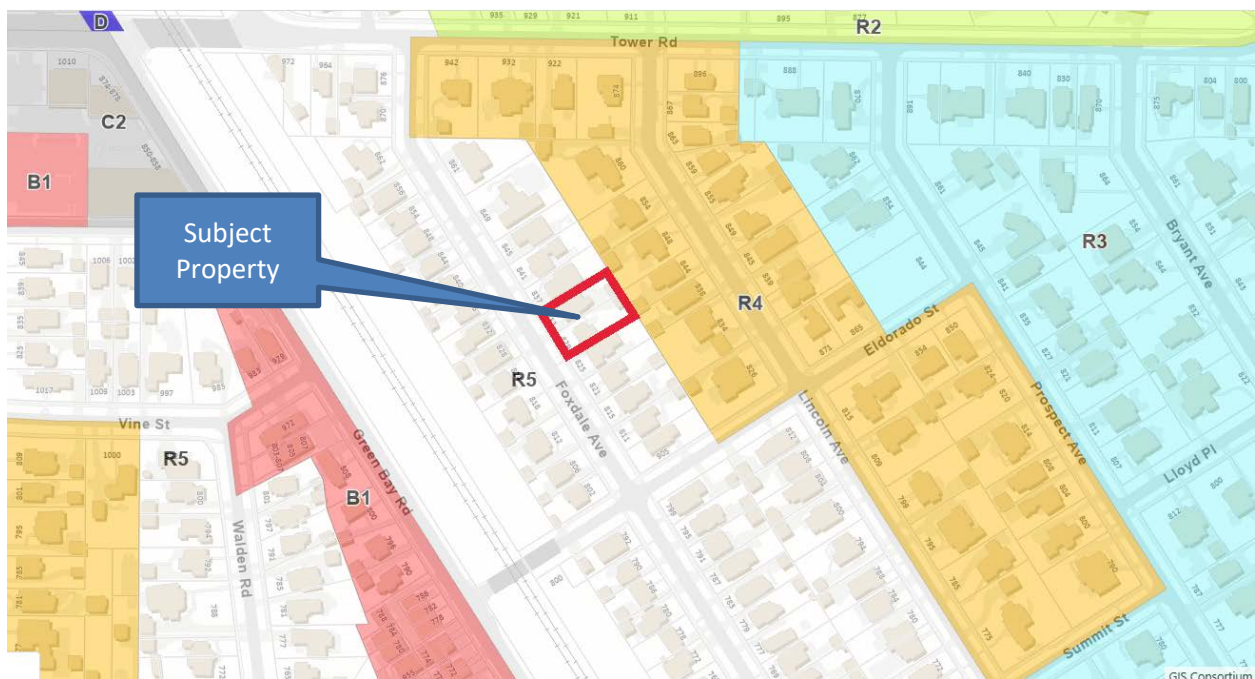


Figure 5 – Area Zoning Map

COMPLIANCE WITH ZONING STANDARDS – LOT SIZE AND DIMENSIONS

All subdivisions are evaluated by staff at the time of application to ensure compliance with basic minimum quantitative measures including, but not limited to (a) minimum lot area, (b) minimum lot width, and (c) minimum lot depth.

The proposed *829/833 Foxdale Ave. Consolidation* **fully complies** with minimum lot area, lot width, and lot depth requirements as summarized in Table 2 below. Both of the existing lots are nonconforming in two respects: (i) the minimum required lot area of 8,400 square feet, with each lot measuring approximately 7,500 square feet; and (ii) the minimum required average lot width of 60 feet, with existing average lot widths of 50 feet. **The proposed consolidation would eliminate two nonconforming lots and create one conforming lot.**

Table 2 R-5 Zoning Standards		Proposed Lot	Existing Lot 829 Foxdale Avenue	Existing Lot 833 Foxdale Avenue
Minimum Lot Area (Interior lot)	8,400 sq. ft.	14,997 sq. ft. COMPLIES	7,498 sq. ft. DOES NOT COMPLY	7,499 sq. ft. DOES NOT COMPLY
Minimum Lot Width (average)	60 feet	100 feet COMPLIES	49.99 feet DOES NOT COMPLY	49.99 feet DOES NOT COMPLY
Minimum Lot Width (at front street line)	20 feet	100 feet COMPLIES	49.99 feet COMPLIES	49.99 feet COMPLIES
Minimum Lot Depth	120 ft.	150 feet COMPLIES	150 feet COMPLIES	150 feet COMPLIES

Table 2 – R-5 Zoning Standards

COMPLIANCE WITH ZONING STANDARDS – REQUIRED SETBACKS AND BUILDING SIZE

The allowable size of buildings on a residential lot and the required amount of open space around the buildings is dictated by the Village Zoning Ordinance. As a general rule, the allowable size of buildings and the setback requirements for those buildings change with any modifications to lot dimensions. As a result, staff conducts analyses of proposed lots and the improvements on those lots to determine (a) whether any new zoning nonconformities would be created by the resubdivision and (b) whether there are any existing zoning nonconformities which will remain. In the event of a zoning nonconformity arising out of a proposed subdivision, relief must be reviewed by both the Plan Commission and Zoning Board of Appeals, with the Village Council having final jurisdiction.

The proposed *829/833 Foxdale Ave. Consolidation* **does not comply** with two provisions of the Zoning Ordinance related to required setbacks: (i) **minimum required side yard setback**; and (ii) **building line articulation**. Staff evaluation of the proposed *829/833 Foxdale Ave. Consolidation* is summarized in Tables 3 and 4 later in this report, indicating the extent to which the proposed consolidated lot complies with (or falls short of) zoning standards. The item highlighted (in yellow) in Table 3 indicates the **creation of a zoning nonconformity**. The items highlighted (in green) in Table 3 indicate an **existing zoning nonconformity**.

Description of minimum side yard setback requirements – Side yard setback requirements are calculated based on a lot’s width:

- Lots with an average lot width that is 100 feet or more: The minimum required side yard setback is 12 feet.
- Lots with an average lot width that is more than 60 feet, but less than 100 feet: The minimum required side yard setback is 10% of the average lot width.
- Lots with an average lot width of 60 feet or less: The minimum required side yard setback is 6 feet on one side and 8 feet on the other side.

Newly created zoning nonconformities (zoning variations required) – The proposed consolidation has the effect of increasing the average lot width to 100 feet, resulting in an increase in the required minimum side yard setback to 12 feet. **As a result, the proposed larger lot renders the existing 833 Foxdale Avenue residence (which is set back 7.55 feet from the northerly property line), nonconforming with the new minimum side yard requirement of 12 feet. The existing improvements providing a minimum side yard of 7.55 feet, are deficient with the new requirement by 4.45 feet or 37.08%.**

In addition to the variation required for the side yard setback, a variation from the building line articulation requirement is also necessary as a result of the proposed consolidation. The northerly building walls of the existing residence at 833 Foxdale Avenue do not provide the required building line articulation, with unarticulated northerly building walls totaling 45.34 feet in length. The Zoning Ordinance requires the side building walls that face the smaller side yard, on a residence constructed prior to April 1999, be articulated by at least 18 inches when the residence is more than 40 feet long. Currently, the smaller side yard is along the southerly property line and the existing residence complies with the building line articulation requirement. However, as a result of the proposed subdivision the smaller side yard is now along the northerly property line and the existing north side building walls do not comply with the building line articulation requirement. **The existing north side building walls measuring 45.34 feet in length are deficient with the articulation requirement by 5.34 feet or 13.35%.**

Table 3 Zoning Setback Requirements		Proposed Consolidated Lot	<i>Existing Lot 829 Foxdale</i>	<i>Existing Lot 833 Foxdale</i>
SETBACK REQUIREMENTS	Minimum Required Front Yard	30 feet	30 feet	30 feet
	Front yard provided existing structures	35.84 feet	35.88 feet	35.84 feet
	Minimum Required Side Yard	12 feet	6 feet	6 feet
	Side yard provided by existing structures	7.55 feet (north) VARIATION of 4.45 FT (37.08%)	8.57 feet (south)	6 feet (south)
	Minimum Required Remaining Side Yard	18 feet	8 feet	8 feet
	Side yard provided by existing structures	63.55 feet (south)	9.85 feet (north)	7.55 feet (north) EXISTING NONCONFORMING
	Minimum Required Rear Yard	22.5 feet	22.5 feet	22.5 feet
	Rear yard provided by existing structures	57.56 feet	79.49 feet	57.56 feet
	Minimum Required Rear & Side Yard Setbacks for Accessory Structures in Rear Quarter	2 feet	2 feet	2 feet
	Rear yard provided by existing garages	1.71 feet 3.4 feet	1.71 feet EXISTING NONCONFORMING	3.4 feet

Table 3 – Zoning Setback Requirements

Table 4 below, highlights (green) one existing zoning nonconformity **that would be eliminated** with the proposed subdivision. The existing improvements on the 833 Foxdale Avenue parcel currently exceed the maximum permitted impermeable lot coverage by 605.96 square feet or 16.16%. **The proposed 829/833 Foxdale Ave. Consolidation would eliminate the impermeable lot coverage nonconformity.**

Table 4 – Zoning Building Size Requirements		Proposed Consolidated Lot	<i>Existing Lot 829 Foxdale Avenue (house to be torn down, garage to remain)</i>	<i>Existing Lot 833 Foxdale Avenue</i>
ALLOWABLE BUILDING SIZE	Maximum Allowed Gross Floor Area (GFA)	4,814.4 sq. ft.	2,999.2 sq. ft.	2,999.6 sq. ft.
	GFA provided by existing structures	3,349.67 sq. ft.	1,864.58 sq. ft.	2,952.16 sq. ft.
	Maximum Allowed Roofed Lot Coverage (RLC)	4,049.19 sq. ft.	2,024.46 sq. ft.	2,024.73 sq. ft.
	RLC provided by existing structures	2,193.88 sq. ft.	1,129.8 sq. ft.	1,796.37 sq. ft.
	Maximum Allowed Impermeable Lot Coverage (ILC) (50% of lot area)	7,498.5 sq. ft.	3,749 sq. ft.	3,749.5 sq. ft.
	ILC provided by existing structures	4,440.97 sq. ft.	2,723.8 sq. ft.	4,355.46 sq. ft. EXISTING NONCONFORMING

Table 4 – Zoning Building Size Requirements

STORMWATER

The proposed subdivision consists of consolidating two lots into a single larger lot. As previously mentioned, the Applicant intends to demolish the existing residence at 829 Foxdale Avenue, construct an addition to the existing residence at 833 Foxdale Avenue, and eventually demolish both of the existing detached garages on the Subject Property. The Village Engineer has reviewed the proposed consolidation and has noted that upon submittal of the necessary permits to construction any proposed improvements, the Engineering Department will evaluate grading and stormwater detention as part of final engineering approval to verify stormwater is being managed on-site and complies with Village stormwater regulations. Additionally, the stormwater utility fee will be reviewed and adjusted based on final impermeable lot coverage calculations.

For reference, Figure 6 on the following page represents the Subject Property’s proximity to the floodplain; the cyan represents the 100-year floodplain.

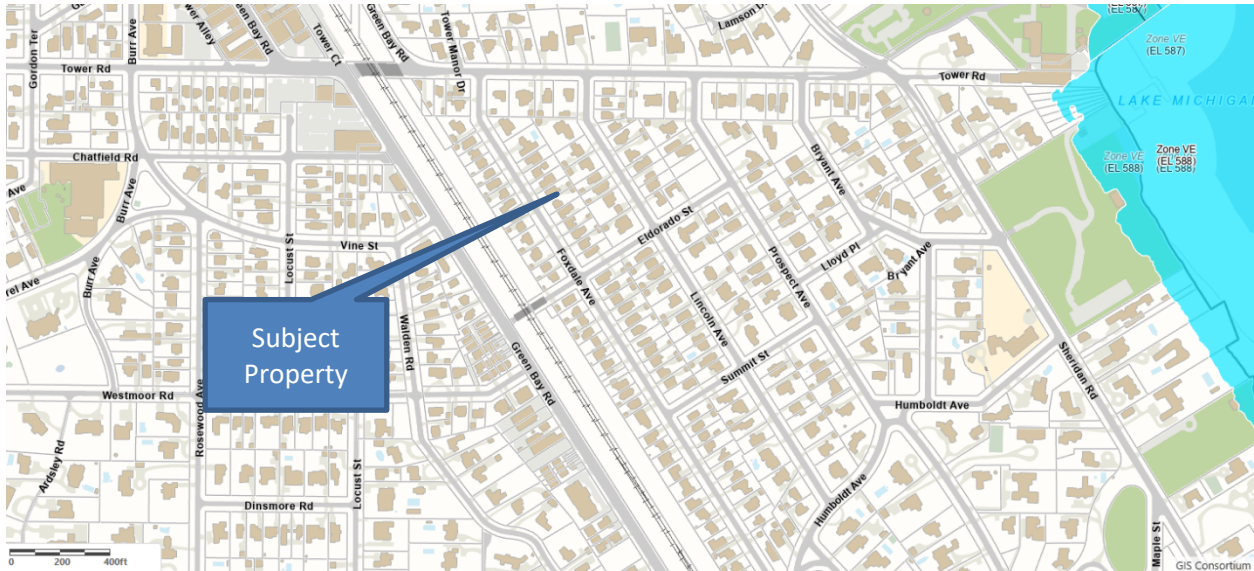


Figure 6 – GIS Floodplain Map

REQUESTED ZONING CONSIDERATION

The Applicant is requesting approval of two variations from the Zoning Ordinance in order to allow the subdivision of the Subject Property, which would consolidate the two existing lots at 829 and 833 Foxdale Avenue into a single lot of record.

Side Yard Setback (North Property Line). The existing residence at 833 Foxdale Avenue currently provides a north side yard setback of 7.55 feet. As explained earlier in this report, the proposed subdivision increases the width of the lot to 100 feet and in turn increases the minimum required side yard setback to 12 feet, which the existing residence does not comply with. The zoning relief is being requested to permit the existing residence to provide a side yard setback of 7.55 feet from the northerly property line, a variation of 4.45 feet (37.08%). Should the consolidation ultimately be approved by the Village Council, any proposed addition to the existing residence would be required to comply with the new minimum side yard setback requirement of 12 feet, and all other zoning regulations for the new larger lot.

Building Line Articulation. The northerly building walls of the existing residence at 833 Foxdale Avenue do not provide the required building line articulation, with unarticulated northerly building walls totaling 45.34 feet in length. The Zoning Ordinance requires the side building walls that face the smaller side yard, on a residence constructed prior to April 1999, be articulated by at least 18 inches when the residence is more than 40 feet long. The existing north side building walls measuring 45.34 feet in length are deficient with the articulation requirement by 5.34 feet or 13.35%.

CONSIDERATION BY OTHER ADVISORY BOARD/COMMISSIONS

Plan Commission (PC). On December 17, 2025, the PC held a public hearing on this request. After hearing from staff, the Applicant’s architect, and two members of the public, the Commission discussed the request and the impact the consolidation would have on the unique character of Foxdale Avenue and the availability of housing in the denser R-5 zoning district in the Village. Some members commented that the addition proposed by the applicant would maintain the character of the neighborhood more than two new homes on each lot. With eight (8) voting members on a request that also requires ZBA consideration, the PC was initially split. In order to forward a recommendation to the Council, the PC continued its discussion, which focused on the consistency of the proposed consolidation with the 2040 Comprehensive Plan. **Ultimately, by a vote of 5-3, the PC recommended denial of the request.**

FINDINGS & RECOMMENDATION

Section 17.60.040 of the Zoning Ordinance lists eight variation standards that the ZBA must find a variation application meets. The Applicant has supplied as part of their application materials a narrative addressing how this proposal meets these standards.

After hearing from the Applicant and the public, the ZBA may decide to take action on one or two options:

- 1) Continue further review of the application to a specific date in order to provide the Applicant and/or staff additional time to address questions and comments from the ZBA; or
- 2) Consider a motion recommending approval or denial of the variations. If the ZBA is prepared to make a recommendation to the Village Council regarding the requested relief, a ZBA member may wish to make a motion recommending approval or recommending denial based upon the following:

Move to recommend **approval [denial]** of the following variations for the existing residence at 833 Foxdale Avenue granting:

1. **Side Yard Setback** of 7.55 feet from the north property line, whereas a minimum of 12 feet is required, a variation of 4.45 feet (37.08%) [Section 17.30.060 – Side Yard Setback]; and
2. **Unarticulated north side building walls** 45.34 feet in length, whereas building line articulation of at least 18 inches is required when the residence is more than 40 feet in length, a variation of 5.34 feet (13.35%) [Section 17.30.090 Building Line Articulation].

The Zoning Board of Appeals finds, based on evidence in the record or a public document, that the variations requested are **in harmony [not in harmony]** with the general purpose and intent of the Zoning Ordinance and that each of the following eight standards on which evidence is required pursuant to Section 17.60.050 of this Code **have been met [have not been met]** in connection with this variation application **[subject to the following conditions...]**

The eight standards to consider when granting a variation are as follows:

- a. The property in question cannot yield a reasonable return if permitted to be used only under the conditions allowed by regulations in that zone.
- b. The plight of the owner is due to unique circumstances. Such circumstances must be associated with the characteristics of the property in question, rather than being related to the occupants.
- c. The variation, if granted, will not alter the essential character of the locality.
- d. An adequate supply of light and air to the adjacent property will not be impaired.
- e. The hazard from fire and other damages to the property will not be increased.
- f. The taxable value of the land and buildings throughout the Village will not diminish.
- g. The congestion in the public street will not increase.
- h. The public health, safety, comfort, morals, and welfare of the inhabitants of the Village will not otherwise be impaired.

ATTACHMENTS

Attachment A: Application Materials

Attachment B: Proposed Plat of Consolidation (829/833 Foxdale Ave. Consolidation)

ATTACHMENT A

HACKLEY & ASSOCIATES ARCHITECTS, INC.

440 GREEN BAY ROAD | KENILWORTH, ILLINOIS 60043 | P. 847.853.8258 | F. 847.853.8351

March 11, 2026

To the Winnetka Zoning Board of Appeals and Village Council:

I am writing on behalf of my clients, Deanna and Stephen Nied, regarding their lot consolidation request for 829 and 833 Foxdale Avenue, presented to the Plan Commission on December 17, 2025.

During the Commission's discussion and vote, I was unable to provide key information that is directly relevant to the case and may have influenced the outcome (5-4 denial). Only after the meeting was adjourned was I able to offer additional context. Given this, I respectfully request that the Zoning Board of Appeals and the Village Council consider the information in this letter as part of the record as it evaluates the Nieds' request and its broader impact on the Foxdale Avenue community.

Purpose for the Nieds' Consolidation Request

The two lots at 829 and 833 Foxdale share a single, narrow, eight-foot-wide driveway that straddles the property line. While this arrangement may have been workable in the 1920s, it presents significant safety concerns today. Modern vehicles and limited sightlines create ongoing hazards—issues the Nieds have experienced firsthand during their 20 years at 833 Foxdale.

Resolving this long-standing safety problem was a primary reason the Nieds purchased the adjacent property and engaged us to design a solution that both aligns with Foxdale's character and eliminates the risks inherent in the current shared driveway.

In addition, shared driveways are well-documented sources of conflict, and while the Nieds have enjoyed positive neighbor relationships, they have understandable concerns about how future owners might handle the shared-access arrangement.



INFO@HACKLEYARCHITECTS.COM

WWW.HACKLEYARCHITECTS.COM



Issues with Keeping the Current Lot Arrangement

If the lots remain separate, the community is left with a small set of options—all of them suboptimal:

1. **Two new homes**, each with its own driveway—without a design review board, the resulting homes could be incompatible with Foxdale’s character and diminish the desirability of the block.
2. **Add a new driveway to 829 and build a narrow home**, a re-subdivision would be required to shift the shared drive entirely to 833. This would make 829 narrower, nonconforming, and produce a home inconsistent with neighborhood character.
3. **Keep 829 vacant for the foreseeable future.**

By contrast, consolidation and the Nields’ planned addition offer a significantly improved outcome for both the neighborhood and the Village.



Benefits of Approving the Consolidation

1. Preservation of Existing Structures

- Maintains the original 833 Foxdale house & character.
- Although 829 and 833 share similar exteriors, their interiors are nearly mirror images; the addition preserves almost the entire 833 floor plan.
- Salvaged materials from 829 will be repurposed into the addition. Materials not repurposed on site will be sold, donated, or recycled.

2. Protection of Neighborhood Character

- Prevents construction of two new homes that may diverge from Foxdale's architectural identity.
- Ensures continuity of style and scale consistent with the streetscape.

3. Prevention of Long-Term Vacancy

- Avoids the risk of 829 remaining an empty lot for years while the Niefs remain at 833.

Working with my firm, the Niefs plan to create a single-family home fully compliant with the R-5 zoning district and aligned with the Village's Comprehensive Plan.

Design & Community Alignment

The consolidated home—designed in the Dutch Colonial style and scaled to the surrounding block—will:

- Fit seamlessly within the cottage-style character of Foxdale.
- Preserve and incorporate the original 833 house, a mirror image of 829.
- Reuse, repurpose, and/or recycle salvaged materials from 829.

The resulting home will provide:

- Modern amenities expected in contemporary homes
- Accessibility features supporting aging in place
- Space for extended family
- Long-term housing flexibility for future generations



Advancement of Village Goals

The proposed consolidation supports core Village objectives:

- Renovation of existing homes in a manner that maintains contextual consistency with the neighborhood
- Reduced energy consumption
- Increased permeable surface coverage
- Improved stormwater management
- Expanded housing options for young families, empty nesters, and seniors

Beyond resolving the shared driveway in a manner consistent with the Comprehensive Plan, the project enhances neighborhood character. A planned large front porch will further strengthen the social fabric of this highly walkable street.

Addressing Concerns About Establishing a Precedent

Some Plan Commission members expressed concern that approving this request might encourage widespread consolidation of small lots on Foxdale.

In practice, such a trend is highly unlikely:

- The Nields—long-time Foxdale residents—spent over 20 years before the opportunity arose to acquire the adjacent lot.
- No other consolidations have occurred on Foxdale during that period.
- The 829/833 driveway is the **only** shared, narrow (8-foot) driveway on the street.
- Other homeowners lack both the motivation and the unique site conditions that exist between these two properties.

Thus, the character of Foxdale — particularly lot size — remains secure, and the Nields' situation is uniquely limited to their property alone.



The Nields deeply value the Foxdale streetscape and have no desire to diminish it; rather, their proposal allows them to continue living in their home for many years while addressing the long-standing safety and shared-driveway issues that will not subside over time if left unresolved.

Plan Commission Meeting Record Clarification

In reference to the Village's Plan Commission meeting minutes, I would like to provide additional clarification regarding the variation request.

During the public comment period at the December 17, 2025, meeting, Jason Alcorn, the neighbor to the north, attended to confirm that no variation was being requested for a new structure within the north side-yard setback. At that time, it was clarified that the variation relates only to the revised side-yard dimensions resulting from the lot-consolidation request and does not involve any new construction.

For the record, the variation is required because the adjusted, reduced setback causes the existing structure to fall within the newly established side-yard requirement. This request addresses the zoning compliance of an existing condition.



Closing

I respectfully request that the Zoning Board of Appeals and the Village Council consider the previously omitted shared-driveway facts and the analysis provided in this letter. If reopening deliberations is not possible, I ask that this letter be included in the record so that the Zoning Board of Appeals and the Village Council have the benefit of this additional information as it makes its final decision—particularly given that the Plan Commission did not have an opportunity to fully discuss this key issue.

**Regards,
Chip Hackley**

- cc:** Winnetka Zoning Board of Appeals
- cc:** Winnetka Village Council
- cc:** Village of Winnetka Community Development



VILLAGE OF WINNETKA, ILLINOIS
DEPARTMENT OF COMMUNITY DEVELOPMENT

ZONING VARIATION APPLICATION

Case No. 25-29-SD

Property Information

Site Address: 833/829 Foxdale Avenue

Owner Information

Name: Stephen and Deanna Nied

Address: 833 Foxdale Avenue

City, State, ZIP: Winnetka, IL 60093

Email: [REDACTED]

Primary Contact: Deanna Nied

Phone No. [REDACTED]

Date property acquired by owner: 07/12/2005

Architect Information

Name: Hackley & Associates

Primary Contact: Ted Dunn

Address: 440 Green Bay Road

City, State, ZIP: Kenilworth, IL 60043

Phone No. 847-853-8258

Email: ted@hackleyarchitects.com

Attorney Information

Name: _____

Primary Contact: _____

Address: _____

City, State, Zip: _____

Phone No. _____

Email: _____

Nature of any restrictions on property: _____

Brief explanation of variation(s) requested (attach separate sheet providing additional details): _____

The proposed lot consolidation requires zoning relief for the north side yard setback due to updated

Village requirements for the property consolidation of 833 & 829 Foxdale Avenue. No modifications or

additional work are proposed for the portion of the structure (built in 1923) that encroaches into the setback.

Property Owner Signature

[REDACTED SIGNATURE]

Date: 10/28/2025

- 1) The property in question cannot yield a reasonable return if permitted to be used only under the conditions allowed by regulations in that district.

This variation request stems from a change in lot width due to the proposed lot consolidation. The increased width alters the side yard setbacks, resulting in the existing house becoming non-conforming. However, the proposed addition does not affect the portion of the home that is rendered non-conforming, so no further relief is required.

- 2) The plight of the owner is due to unique circumstances. Such circumstances must be associated with the characteristics of the property in question, rather than being related to the occupants.

This variation request is unique due to the proposed consolidation with the neighboring property to the south. The increased lot width will result in greater side yard setback requirements, causing the existing home to become non-conforming on the north side. These setback regulations are part of the Village's zoning code and were not established by the homeowners.

- 3) The variation, if granted, will not alter the essential character of the locality.

The existing residence at 833 Foxdale Avenue will remain, with a proposed addition to the south. The property will continue to function as a single-family home, consistent in scale, materials, and character with other homes along Foxdale Avenue. The new addition will fully comply with all current zoning and setback requirements.

- 4) An adequate supply of light and air to adjacent property will not be impaired.

The increased setbacks resulting from the lot consolidation will enhance the supply of light and air, and the proposed addition will not negatively impact neighboring properties. The larger lot will help reduce congestion, and the design will improve privacy for the adjacent homes.



- 5) The hazard from fire and other damage to the property will not be increased.

The encroaching portion of the residence at 833 Foxdale will remain unchanged. The proposed addition will increase separation between adjacent properties, thereby reducing potential risks associated with close proximity.

- 6) The taxable value of the land and buildings throughout the Village will not diminish.

The proposed addition and overall property improvements are expected to enhance the taxable value of the home.

- 7) The congestion in the public street will not increase.

Public street congestion will be reduced as the consolidation results in one single-family residence instead of two. This change will decrease the number of vehicles and equipment typically associated with multiple households.

- 8) The public health, safety, comfort, morals and welfare of the inhabitants of the Village will not be otherwise impaired.

The proposed enhancement will benefit the Foxdale Avenue community by increasing greenspace, improving treescapes, enhancing sun exposure, and reducing automobile presence.



VILLAGE OF WINNETKA, ILLINOIS
DEPARTMENT OF COMMUNITY DEVELOPMENT

SUBDIVISION/CONSOLIDATION APPLICATION

Case No. 25-29-SD

Property Information

Site Address: 833 & 829 Foxdale Avenue

Parcel Identification Number(s) (PIN): (833) 05-17-401-008-0000 & (829) 05-17-401-009-0000

Property Owner Information

Name: Deanna & Stephen Nied

Primary Contact: Deanna Nied

Address: 833 Foxdale Avenue

City, State, Zip: Winnetka, IL 60093

Phone No. [REDACTED]

Email: [REDACTED]

Date owner acquired property: 07/12/2005

Architect Information

Name: Hackley & Associates

Primary Contact: Ted Dunn

Address: 440 Green Bay Road

City, State, ZIP: Kenilworth, IL 60043

Phone No. 847-853-8258

Email: ted@hackleyarchitects.com

Surveyor Information

Company Name: Greengard, Inc.

Primary Contact: Joe Sadoski

Address: 111 Barclay Blvd, Suite 310

City, State, Zip: Lincolnshire, IL 60069-2906

Phone No. 847-634-3883

Email: jsadoski@greengardinc.com

Attorney Information

Name: _____

Primary Contact: _____

Address: _____

City, State, Zip: _____

Phone No. _____

Email: _____

Property Owner Signature [REDACTED]

Date: 10/28/2025

The proposed consolidation of 833 Foxdale Avenue and 829 Foxdale Avenue will create a unified parcel totaling approximately 15,000 square feet (0.34 acres). Each existing residential lot measures 50 feet in width and 150 feet in depth, allowing for a seamless merger into a single, rectangular parcel that aligns with the contextual pattern of neighboring properties.

The new parcel complies with the R-5 zoning district requirements, which mandate a minimum lot area of 8,400 square feet and minimum width of 60 feet.

All proposed structures will conform to current setback ordinances and will be designed to respect the scale, massing, and architectural rhythm of the surrounding neighborhood.

The primary goals of this consolidation are:

- Expand the living space of 833 Foxdale in a manner consistent with neighborhood character.
- Relocate and consolidate detached garages into the southeast corner of the new parcel.
- Enhance privacy and increase green space by removing the existing structure at 829 Foxdale.
- Reduce overall building bulk and improve pervious landscaping.

This proposal is not intended to maximize buildable floor area. Instead, it aims to preserve and elevate cottage-style architectural elements that define Foxdale Avenue, while improving air flow, natural light, privacy, and visual openness for both the property and its neighbors.

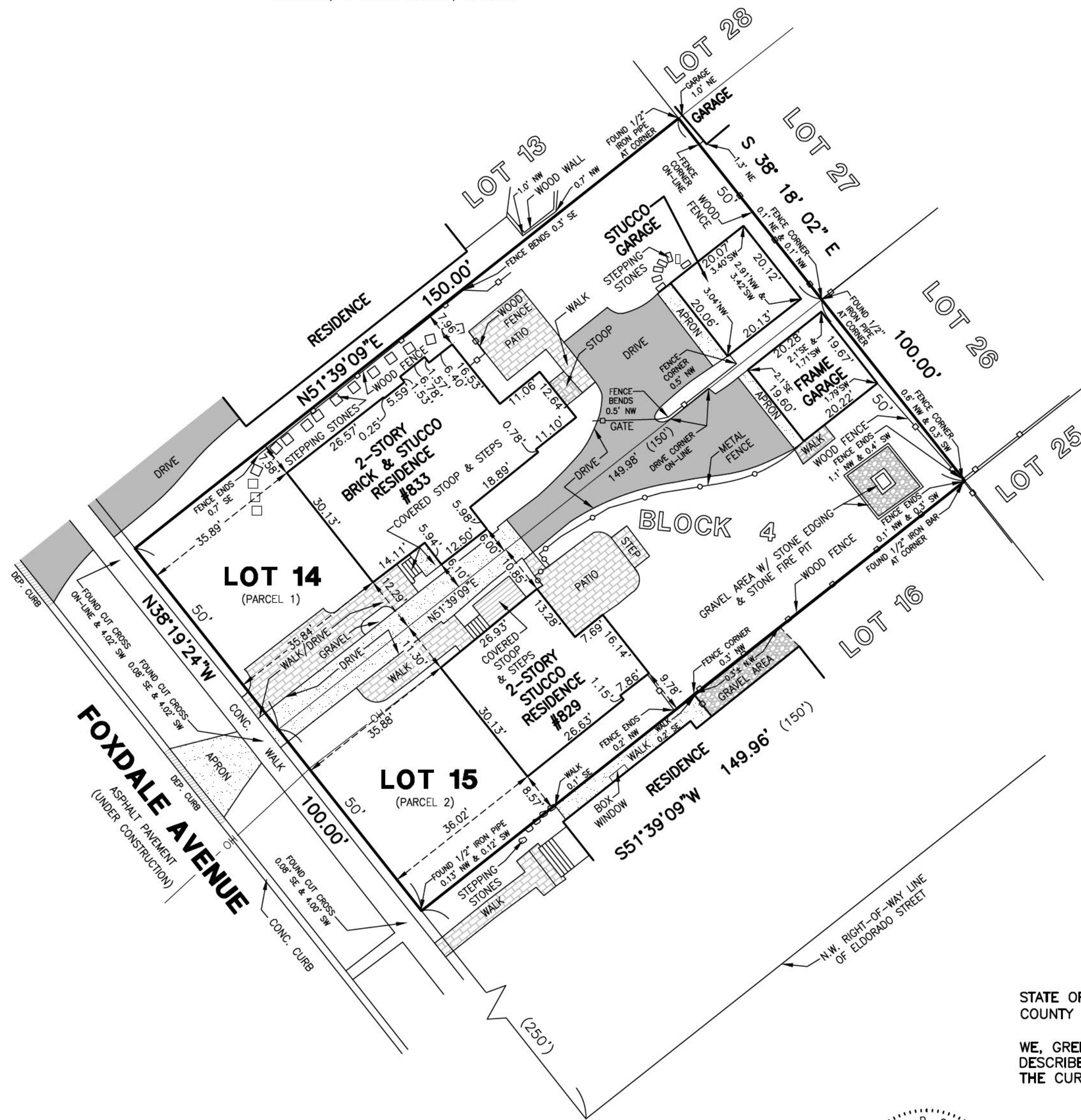
Chip Hackley - Principal
Hackley & Associates Architects, Inc.
Architect for Owners of 833/829 Foxdale Ave



PLAT OF SURVEY

PARCEL 1:
LOT 14 IN BLOCK 4 IN WINNETKA PARK BLUFFS, BEING A SUBDIVISION BY WILLIAM H. CAIRNDUFF OF PART OF SECTIONS 16, 17 AND 20, TOWNSHIP 42 NORTH, RANGE 13, EAST OF THE THIRD PRINCIPAL MERIDIAN, IN COOK COUNTY, ILLINOIS.

PARCEL 2:
LOT 15 IN BLOCK 4 IN WINNETKA PARK BLUFFS, BEING A SUBDIVISION BY WILLIAM H. CAIRNDUFF OF PART OF SECTIONS 16, 17 AND 20, TOWNSHIP 42 NORTH, RANGE 13, EAST OF THE THIRD PRINCIPAL MERIDIAN, IN COOK COUNTY, ILLINOIS.



HATCH LEGEND

- ASPHALT DRIVE
- BRICK PAVERS
- CONCRETE
- WOOD STOOP/DECK
- STONE PAVERS
- GRAVEL

SURVEYORS NOTES:

1. THIS SURVEY IS SUBJECT TO MATTERS OF TITLE WHICH MAY BE REVEALED BY A CURRENT TITLE REPORT.
2. () DENOTES RECORD DIMENSION.
3. BEARINGS HEREON SHOWN ARE ON AN ASSUMED BASIS.
4. ORIGINAL CLIENT- DEANNA & STEPHEN NIED
5. ORIGINAL FIELD WORK COMPLETED- 06-30-18

GENERAL NOTES:

1. DISTANCES ARE MARKED IN FEET AND DECIMAL PLACES THEREOF.
2. NO DIMENSION SHALL BE ASSUMED BY SCALE MEASUREMENT HEREON.
3. ONLY THOSE BUILDING LINE SETBACKS AND EASEMENTS WHICH ARE SHOWN ON THE RECORDED PLAT OF SUBDIVISION ARE SHOWN HEREON. THERE MAY BE ADDITIONAL TERMS, POWERS, PROVISIONS AND LIMITATIONS CONTAINED IN AN ABSTRACT DEED, LOCAL ORDINANCES, DEEDS, TRUSTS, COVENANTS OR OTHER INSTRUMENTS OF RECORD.
4. COMPARE DEED DESCRIPTION AND SITE CONDITIONS WITH THE DATA GIVEN ON THIS PLAT AND IMMEDIATELY REPORT ANY DISCREPANCIES TO THE SURVEYOR.

AREA

LOT 14 (PARCEL 1) = 7,499 Sq. Ft. OR 0.17 ACRES (MORE OR LESS)
 LOT 15 (PARCEL 2) = 7,498 Sq. Ft. OR 0.17 ACRES (MORE OR LESS)
 TOTAL = 14,997 Sq. Ft. OR 0.34 ACRES (MORE OR LESS)

STATE OF ILLINOIS }
 COUNTY OF LAKE } SS

WE, GREENGARD INC., DO HEREBY STATE THAT WE HAVE SURVEYED THE ABOVE DESCRIBED PROPERTY AND THAT THIS PROFESSIONAL SERVICE CONFORMS TO THE CURRENT ILLINOIS MINIMUM STANDARDS FOR A BOUNDARY SURVEY.

DATED THIS 16TH DAY OF JUNE, A.D., 2025

GREENGARD, INC. / JOSEPH R. SADOSKI
 111 BARCLAY BOULEVARD, SUITE 310 ILLINOIS
 LINCOLNSHIRE, ILLINOIS 60069 PROFESSIONAL LAND SURVEYOR NO. 3316
 MY RENEWABLE LICENSE EXPIRES 11-30-26.



Drawing File: J:\64056\dwg\Survey\64056-SB.dwg Jun 16, 2025 - 12:08pm

DESIGNED BY: SLM	DATE: 06-16-25
CHECKED BY: JRS	DATE: 06-16-25
APPROVED BY:	DATE:
DRAWN BY:	DATE:
REVISIONS	



GREENGARD, INC.
 Engineers • Surveyors • Planners
 111 Barclay Blvd., Suite 310, Lincolnshire, Illinois 60069-3615
 PHONE: 847-634-3883 E-MAIL: 231@GREENGARDINC.COM
 FAX: 847-634-0687 ILL. REGISTRATION NO. 184-000995

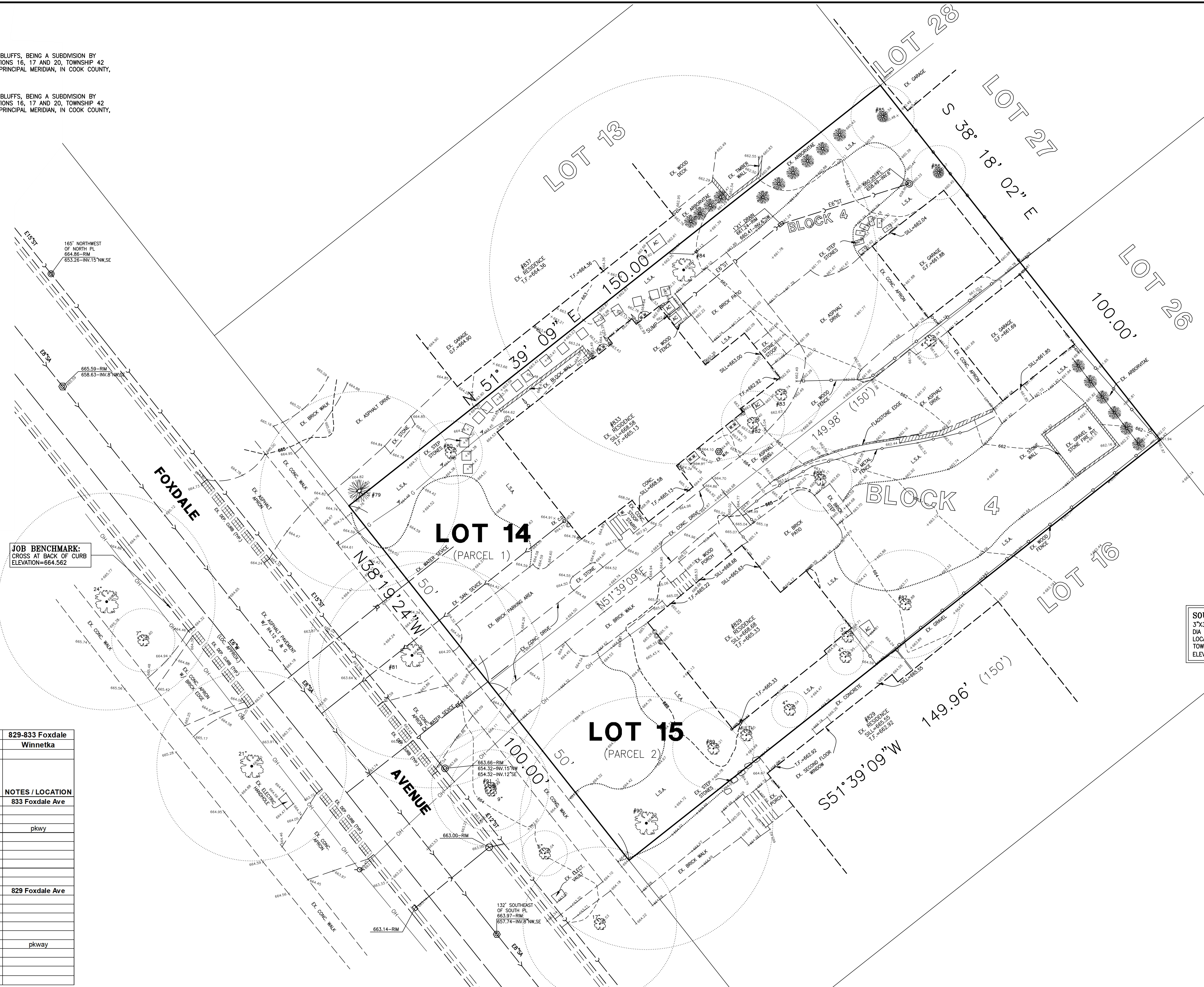
SCALE:	1"=20'
DRAWING No.	64056
SHEET	1 OF 1

829 & 833 FOXDALE AVENUE - WINNETKA, ILLINOIS
PLAT OF SURVEY

LEGAL DESCRIPTION

PARCEL 1:
LOT 14 IN BLOCK 4 IN WINNETKA PARK BLUFFS, BEING A SUBDIVISION BY WILLIAM H. CAIRNDUFF OF PART OF SECTIONS 16, 17 AND 20, TOWNSHIP 42 NORTH, RANGE 13, EAST OF THE THIRD PRINCIPAL MERIDIAN, IN COOK COUNTY, ILLINOIS.

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JOB BENCHMARK:
CROSS AT BACK OF CURB
ELEVATION=664.562

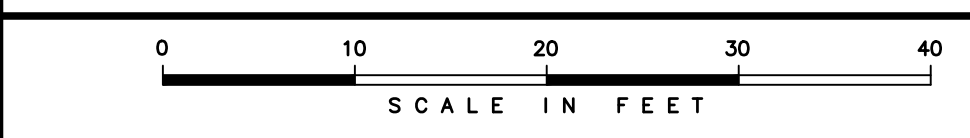
SOURCE BENCHMARK:
3"x3" BOX CUT ON WESTERLY SIDE OF 2'
DIA CONCRETE TRAFFIC LIGHT BASE.
LOCATED AT THE SOUTHEAST CORNER OF
TOWER ROAD & GREENBAY ROAD.
ELEVATION=667.09 (NAVD 88)

Tree Preservation Survey				829-833 Foxdale Winnetka
TAG #	SIZE	SPECIES	CONDITION 1-6 (1=BEST - 6= DEAD)	NOTES / LOCATION
833 Foxdale Ave				
79	25	Spruce	3	
80	7	Crabapple	3	
81	25	Swamp White Oak	3	pkwy
82	8	Pear	4	
83	11	Pear	3	
84	44	Swamp White Oak	3	
85	7	Spruce	3	
86	6	Crabapple	3	
829 Foxdale Ave				
87	12	River Birch	3	
88	7	Sugar Maple	3	
89	9	Whitebud	3	
90	28	Bur Oak	3	
91	13	Blackberry	3	pkway

Thank you,
Lou Leggett
Certified Arborist #177

LEGEND

- 104 --- CONTOUR
- x 105.08 SPOT ELEVATION
- o 10" DECIDUOUS TREE W/DIA.
- o 12" CONIFEROUS TREE W/DIA.
- o CRITICAL ROOT ZONE
- o SANITARY MANHOLE
- o STORM MANHOLE
- o CATCH BASIN
- o INLET
- o WATER SERVICE BOX
- o VALVE & VAULT
- o FIRE HYDRANT
- o UTILITY POLE
- o LIGHT STANDARD
- o STORM CULVERT
- 8" SA --- SANITARY SEWER
- 12" --- STORM SEWER
- 8" W --- WATER MAIN
- DITCH --- DITCH
- SWALE --- SWALE
- DIRECTION SURFACE DRAINAGE --- DIRECTION SURFACE DRAINAGE
- FENCE --- FENCE
- o DOWNSPOUT
- o ELECTRIC METER
- o GAS METER



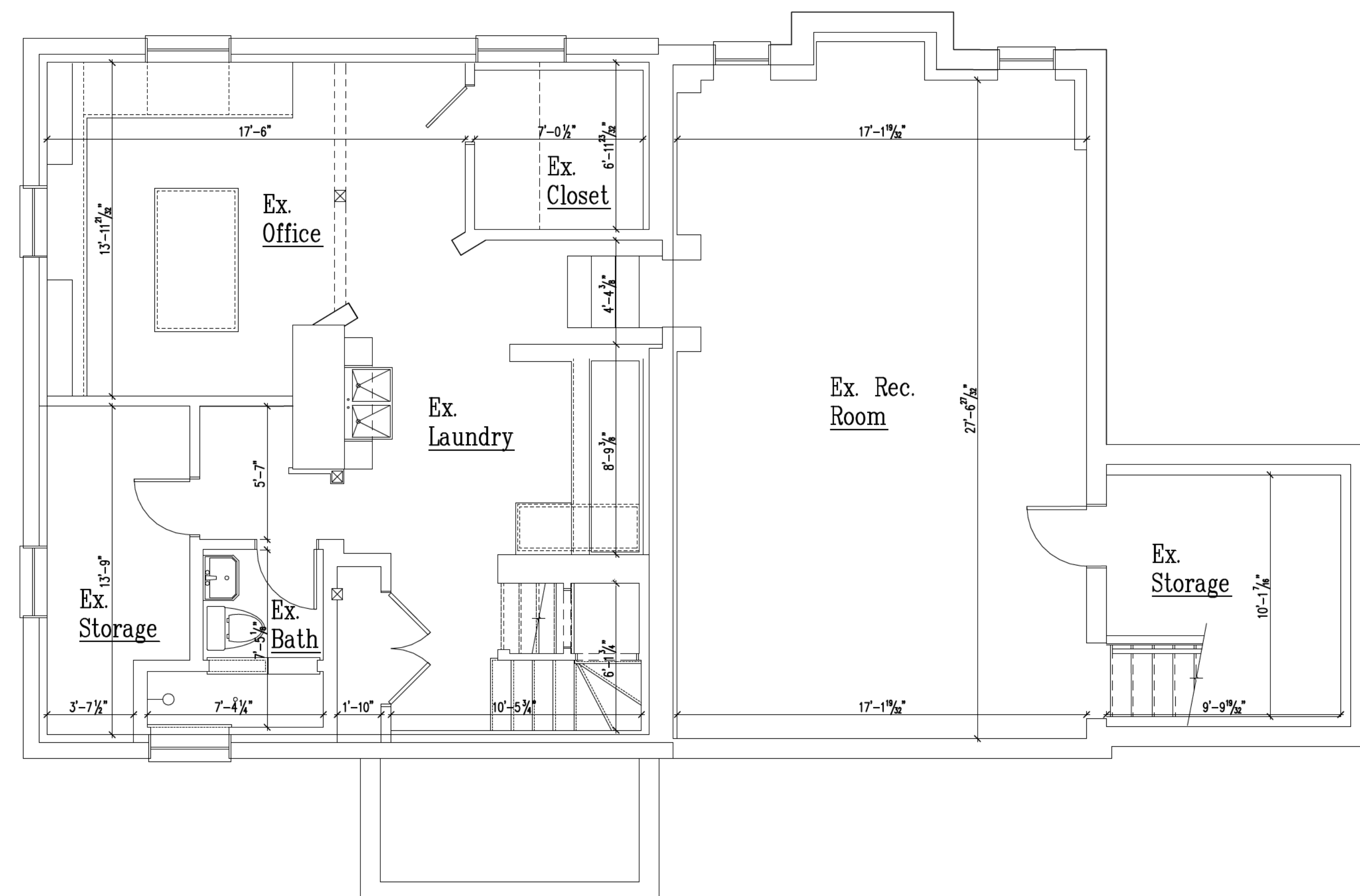
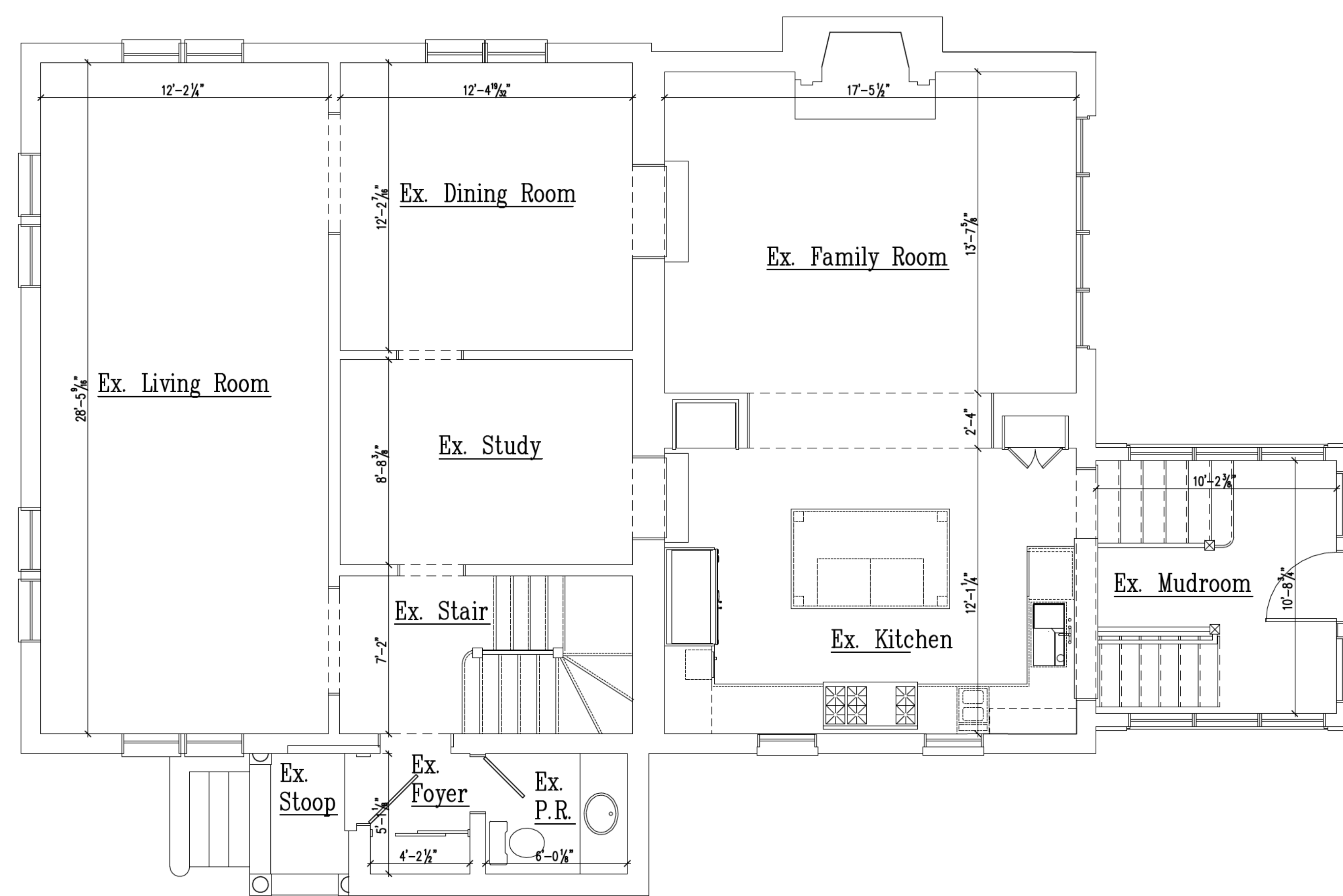
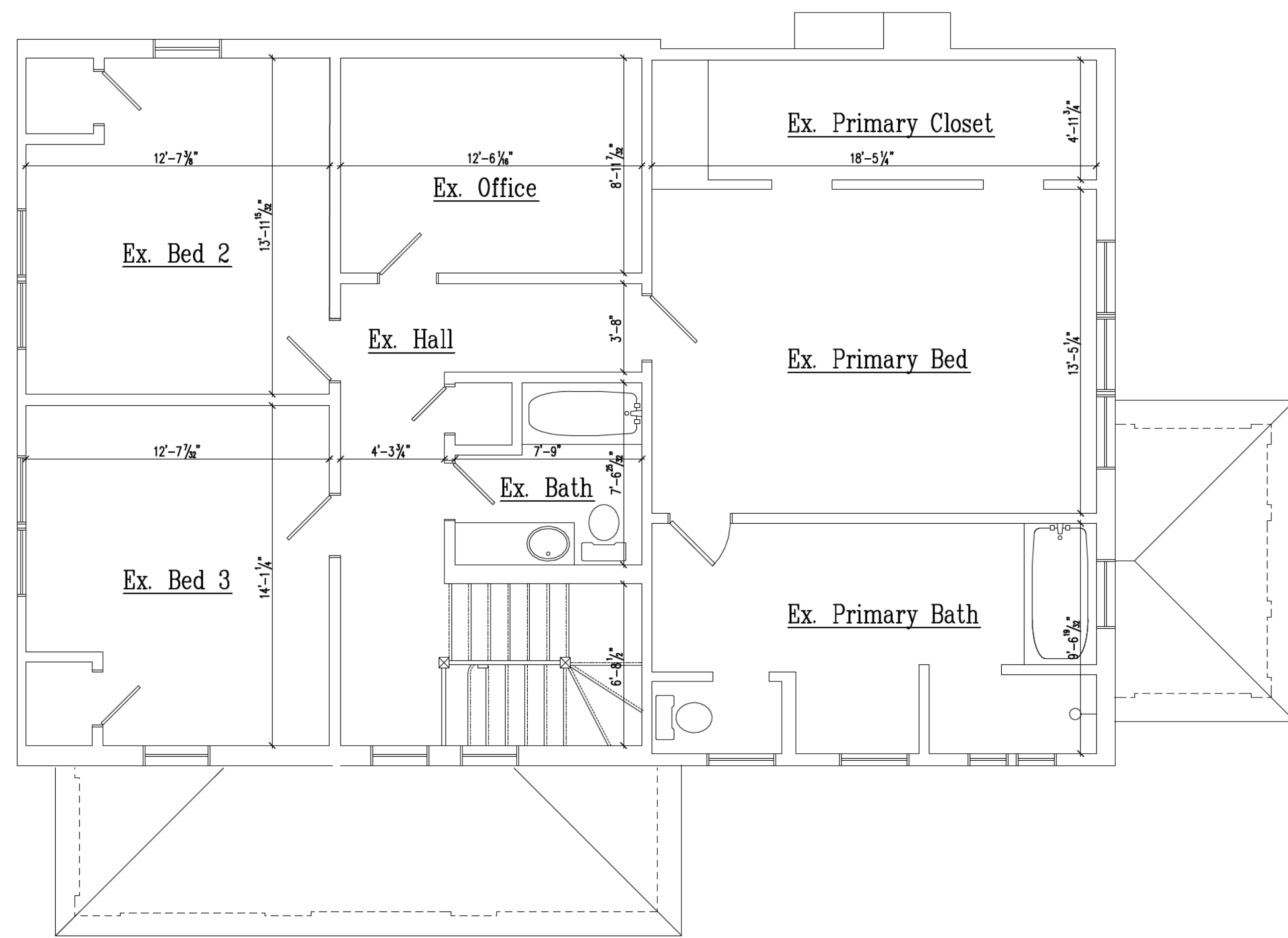
DRAWN BY:	DATE:	REVISIONS:	DRAWN BY:	DATE:	REVISIONS:

DESIGNED BY:	DATE:
CJD	06-16-25
CHECKED BY:	DATE:
DRF	06-16-25
APPROVED BY:	DATE:
DRF	06-16-25

GREENGARD, INC.
Engineers • Surveyors • Planners
111 Barclay Blvd., Suite 310, Lincolnshire, Illinois 60069-3623
PHONE: 847-434-3883 FAX: 847-634-0687
E-MAIL: 231@GREENGARDINC.COM ILL. REGISTRATION NO. 184-000995

SCALE:	1"=10'
DRAWING No.	64056
SHEET	1 of 1

829 & 833 FOXDALE AVENUE -- WINNETKA, IL
EXISTING TOPOGRAPHY



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FRAMING
 REVISIONS
 REVISIONS
 REVISIONS
 CONSTRUCTION

NIED RESIDENCE
 833 FOXDALE AVENUE - WINNETKA, ILLINOIS 60093

TUESDAY, OCTOBER 28, 2025

HACKLEY & ASSOCIATES
 ARCHITECTS, INC.
 440 GREEN BAY ROAD - KENILWORTH, IL 60043
 TEL. 847.853.8258 847.853.8351 FAX

VC-3
 1806



Existing South Elevation
1/4" = 1'-0"



Existing East Elevation
1/4" = 1'-0"



Existing North Elevation
1/4" = 1'-0"



Existing West Elevation
1/4" = 1'-0"

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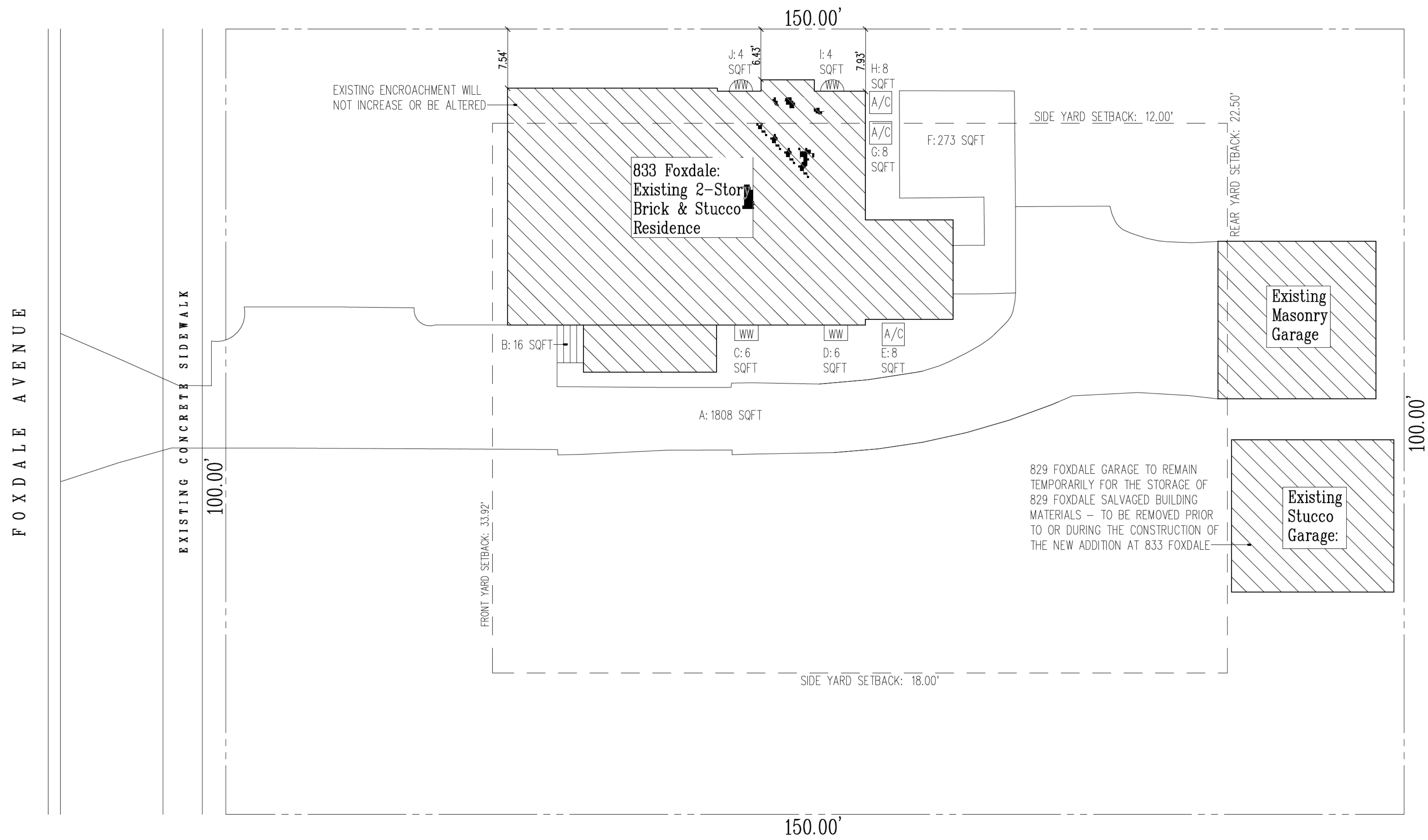
FRAME: REVISIONS: REVISIONS: REVISIONS: CONSTRUCTION

NIED RESIDENCE
833 FOXDALE AVENUE - WINNETKA, ILLINOIS 60093

TUESDAY, OCTOBER 28, 2025

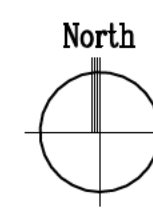
HACKLEY & ASSOCIATES
ARCHITECTS, INC.
440 GREEN BAY ROAD - KENILWORTH, IL 60043
TEL 847.853.8258 847.853.8351 FAX

VC-4
1806



- A: 1808 SQFT
- B: 16 SQFT
- C: 6 SQFT
- D: 6 SQFT
- E: 8 SQFT
- F: 273 SQFT
- G: 8 SQFT
- H: 8 SQFT
- I: 4 SQFT
- J: 4 SQFT

TOTAL: 2141 SQFT



Site Plan: Impervious Surfaces

1/8" = 1'-0"

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FRAME:
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NIED RESIDENCE
 833 FOXDALE AVENUE - WINNETKA, ILLINOIS 60093

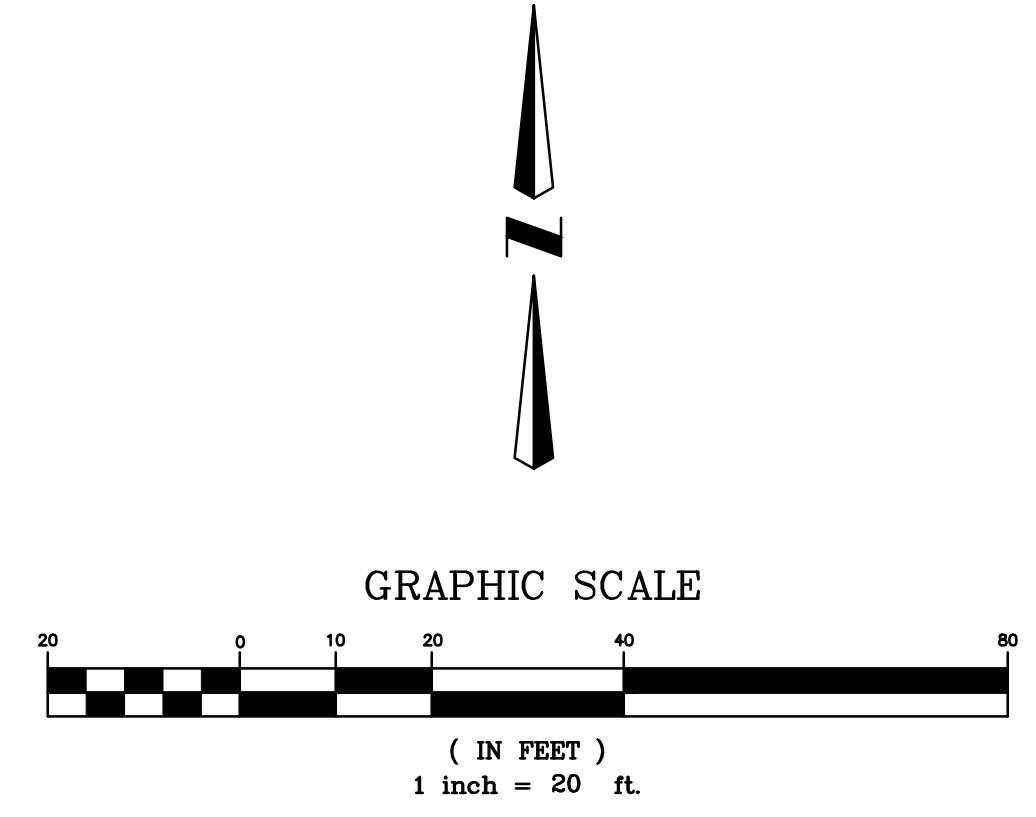
TUESDAY, OCTOBER 28, 2025

HACKLEY & ASSOCIATES
 ARCHITECTS, INC.
 440 GREEN BAY ROAD - KENILWORTH, IL 60043
 TEL. 847.853.8258 847.853.8351 FAX

VC-1
 1806

FINAL PLAT 829/833 FOXDALE AVE. CONSOLIDATION

BEING A CONSOLIDATION OF LOTS 14 & 15 IN BLOCK 4 IN WINNETKA PARK BLUFFS, BEING A SUBDIVISION BY WILLIAM H. CAIRNDUFF OF PART OF SECTIONS 16, 17 AND 20, TOWNSHIP 42 NORTH, RANGE 13, EAST OF THE THIRD PRINCIPAL MERIDIAN, IN COOK COUNTY, ILLINOIS.



OWNER'S CERTIFICATE

STATE OF ILLINOIS } SS
COUNTY OF _____ }

THIS IS TO CERTIFY THAT _____ AS OWNER(S) OF THE LAND DESCRIBED IN THE ANNEXED PLAT, HAS CAUSED THE SAME TO BE SURVEYED AND CONSOLIDATED AS INDICATED THEREON, FOR THE USES AND PURPOSES THEREIN SET FORTH, AND DOES HEREBY ACKNOWLEDGE AND ADOPT THE SAME UNDER THE STYLE AND TITLE THEREON INDICATED AND HAVE DETERMINED TO THE BEST OF ITS KNOWLEDGE THE SCHOOL DISTRICTS IN WHICH THE LOT LIES, AS FOLLOWS:

SCHOOL DISTRICTS	LOT NUMBERS
ELEMENTARY SCHOOL DISTRICT #36	} ALL LOTS
NEW TRIER TOWNSHIP HIGH SCHOOL DISTRICT #203	
OKATON COMMUNITY COLLEGE DISTRICT #535	

DATED THIS _____ DAY OF _____, A.D. 20_____

PRINTED NAME AND TITLE _____

NOTARY CERTIFICATE

STATE OF ILLINOIS } SS
COUNTY OF _____ }

I, _____, NOTARY PUBLIC IN AND FOR SAID COUNTY AND STATE, DO HEREBY CERTIFY THAT _____ OF THE _____ DID PERSONALLY APPEAR BEFORE ME THIS DAY AND ACKNOWLEDGE THAT THEY DID SIGN THE HEREON DRAWN PLAT AS THEIR FREE AND VOLUNTARY ACT. GIVEN MY SIGNATURE AND SEAL DATED THIS _____ DAY OF _____, A.D. 20_____

NOTARY PUBLIC _____

VILLAGE ENGINEER CERTIFICATE

STATE OF ILLINOIS } SS
COUNTY OF COOK }

APPROVED BY THE VILLAGE ENGINEER OF THE VILLAGE OF WINNETKA, COOK COUNTY, ILLINOIS.

DATED THIS _____ DAY OF _____, A.D. 20_____

BY: _____
VILLAGE ENGINEER

VILLAGE COLLECTOR CERTIFICATE

STATE OF ILLINOIS } SS
COUNTY OF COOK }

I, _____, VILLAGE COLLECTOR OF THE VILLAGE OF WINNETKA, COOK COUNTY, ILLINOIS, DO HEREBY CERTIFY THAT THERE ARE NO DELINQUENT OR UNPAID CURRENT OR FORFEITED SPECIAL ASSESSMENTS, OR ANY DEFERRED INSTALLMENTS THEREON THAT HAVE BEEN APPORTIONED AGAINST THE TRACT INCLUDED IN THIS PLAT OF CONSOLIDATION.

DATED THIS _____ DAY OF _____, A.D. 20_____

BY: _____
VILLAGE COLLECTOR

WATER AND ELECTRIC DEPARTMENT CERTIFICATE

STATE OF ILLINOIS } SS
COUNTY OF COOK }

APPROVED BY THE DIRECTOR OF WATER AND ELECTRIC DEPARTMENT OF THE VILLAGE OF WINNETKA, COOK COUNTY, ILLINOIS.

DATED THIS _____ DAY OF _____, A.D. 20_____

BY: _____
WATER AND ELECTRIC DIRECTOR

PLAN COMMISSION CERTIFICATE

STATE OF ILLINOIS } SS
COUNTY OF COOK }

APPROVED BY THE VILLAGE OF WINNETKA, COOK COUNTY, ILLINOIS PLAN COMMISSION

DATED THIS _____ DAY OF _____, 20_____

BY: _____
PLAN COMMISSION CHAIRMAN

ATTEST: _____
SECRETARY

VILLAGE BOARD CERTIFICATE

STATE OF ILLINOIS } SS
COUNTY OF COOK }

APPROVED BY THE PRESIDENT AND THE BOARD OF TRUSTEES OF THE VILLAGE OF WINNETKA, COOK COUNTY, ILLINOIS.

DATED THIS _____ DAY OF _____, A.D. 20_____

BY: _____
VILLAGE PRESIDENT

ATTEST: _____
CLERK

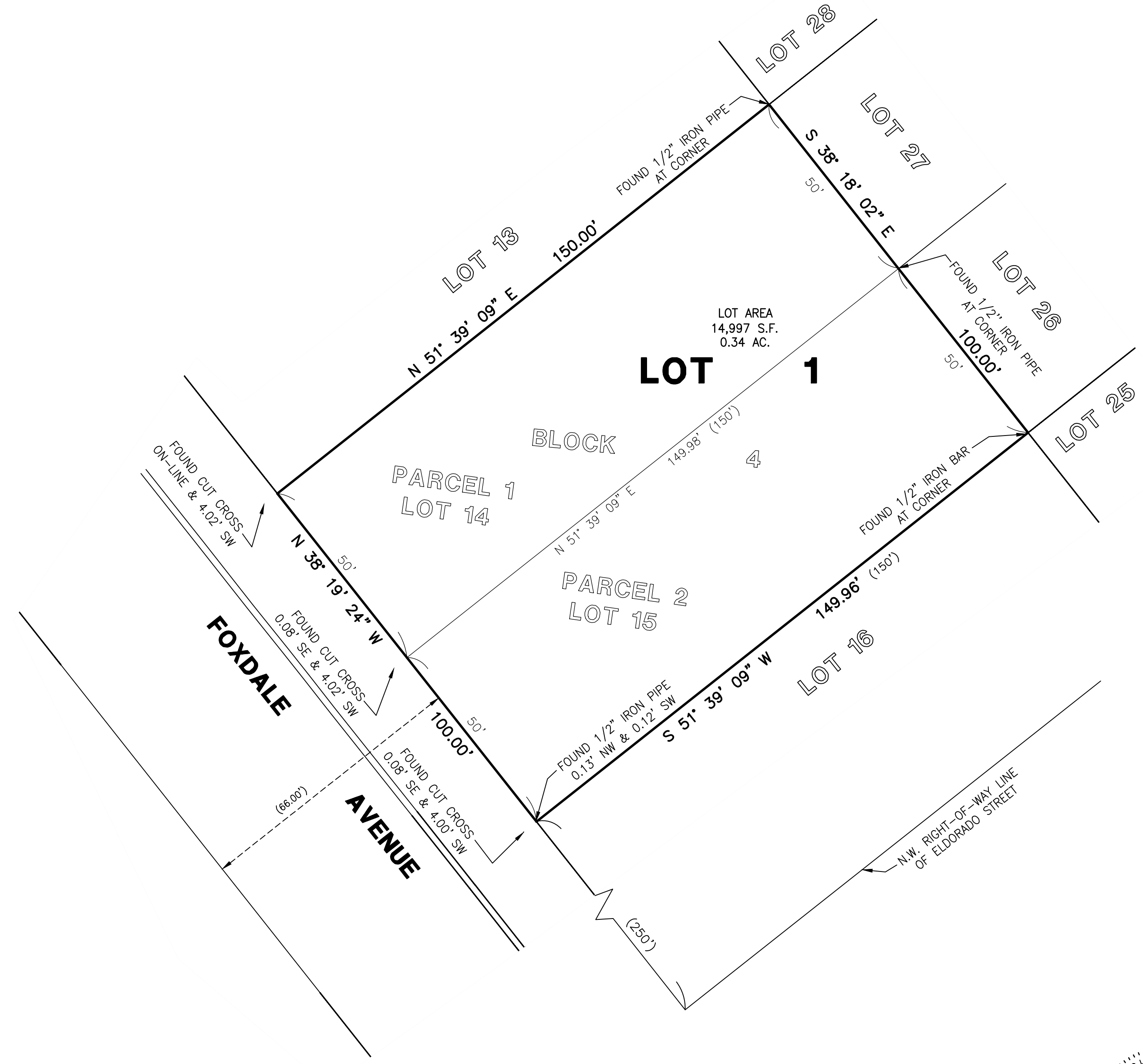
CURRENT P.I.N. NUMBERS

PARCEL 1—P.I.N. 05-17-401-008-0000
PARCEL 2—P.I.N. 05-17-401-009-0000

- SURVEYORS NOTES:**
1. THE BEARINGS SHOWN ON THIS PLAT ARE ON AN ASSUMED BASIS.
 2. THIS PLAT OF RESUBDIVISION IS BASED UPON A BOUNDARY SURVEY PREPARED BY GREENGARD INC. ON JUNE 16, 2025.
 3. EXISTING IMPROVEMENTS NOT SHOWN.

SEND FUTURE TAX BILL TO:
DEANNA & STEPHEN NIED
833 FOXDALE AVENUE
WINNETKA, IL 60093

SUBMITTED BY AND RETURN PLAT TO:
VILLAGE OF WINNETKA
COMMUNITY DEVELOPMENT DEPARTMENT
510 GREEN BAY ROAD, WINNETKA, ILLINOIS 60093



SURVEYORS CERTIFICATE

STATE OF ILLINOIS } SS
COUNTY OF LAKE }

THIS IS TO STATE THAT WE GREENGARD, INC., UNDER THE SUPERVISION OF AN ILLINOIS PROFESSIONAL LAND SURVEYOR HAVE SURVEYED AND CONSOLIDATED THE FOLLOWING DESCRIBED PROPERTY:

PARCEL 1:
LOT 14 IN BLOCK 4 IN WINNETKA PARK BLUFFS, BEING A SUBDIVISION BY WILLIAM H. CAIRNDUFF OF PART OF SECTIONS 16, 17 AND 20, TOWNSHIP 42 NORTH, RANGE 13, EAST OF THE THIRD PRINCIPAL MERIDIAN, IN COOK COUNTY, ILLINOIS.

THE PREMISES COMMONLY KNOWN AS:
833 FOXDALE AVENUE, WINNETKA, ILLINOIS 60093
PARCEL AREA = 7,499 SQ. FT.
P.I.N. 05-17-401-008-0000

PARCEL 2:
LOT 15 IN BLOCK 4 IN WINNETKA PARK BLUFFS, BEING A SUBDIVISION BY WILLIAM H. CAIRNDUFF OF PART OF SECTIONS 16, 17 AND 20, TOWNSHIP 42 NORTH, RANGE 13, EAST OF THE THIRD PRINCIPAL MERIDIAN, IN COOK COUNTY, ILLINOIS.

THE PREMISES COMMONLY KNOWN AS:
829 FOXDALE AVENUE, WINNETKA, ILLINOIS 60093
PARCEL AREA = 7,498 SQ. FT.
P.I.N. 05-17-401-009-0000

ALL DISTANCES ARE SHOWN IN FEET AND DECIMALS THEREOF.

THIS IS ALSO TO STATE THAT FROM OUR INTERPRETATION OF THE FLOOD INSURANCE RATE MAPS THAT COVER THE AREA, THE HEREON DESCRIBED PROPERTY FALLS WITHIN "NO-SCREEN" DEFINED AS OUTSIDE THE 0.2% ANNUAL CHANCE FLOODPLAIN, AS SHOWN ON FLOOD INSURANCE RATE MAP PANEL NUMBER 17031C0251K, WITH MAP REVISED DATE OF SEPTEMBER 10, 2021.

THE PROPERTY SHOWN ON THE PLAT HEREON DRAWN IS WITHIN THE VILLAGE OF WINNETKA, ILLINOIS, WHICH HAS ADOPTED A VILLAGE PLAN AND IS EXERCISING THE SPECIAL POWERS AUTHORIZED BY DIVISION 12 OF ARTICLE 11 OF THE MUNICIPAL CODE, AS HERETOFORE AND HEREAFTER AMENDED.



DATED THIS _____ DAY OF _____, A.D. 20_____

GREENGARD, INC.
111 BARCLAY BLVD., SUITE 310
LINCOLNSHIRE, ILLINOIS 60069-2906

JOSEPH R. SADOSKI
ILLINOIS
PROFESSIONAL LAND SURVEYOR NO. 3316
MY RENEWABLE LICENSE EXPIRES 11/30/26.

PERMISSION TO RECORD

THE UNDERSIGNED HEREBY AUTHORIZES THE VILLAGE OF WINNETKA AND/OR ITS DESIGNATED AGENTS TO RECORD SAID RESUBDIVISION PLAT WITH THE OFFICE OF THE COOK COUNTY RECORDER OF DEEDS ON BEHALF OF THE UNDERSIGNED.

THIS _____ DAY OF _____, A.D. _____

GREENGARD, INC.
111 BARCLAY BLVD., SUITE 310
LINCOLNSHIRE, ILLINOIS 60069-2906

JOSEPH R. SADOSKI
ILLINOIS
PROFESSIONAL LAND SURVEYOR NO. 3316
MY RENEWABLE LICENSE EXPIRES 11/30/26.

GENERAL NOTES:
1. DISTANCES ARE MARKED IN FEET AND DECIMAL PLACES THEREOF.
2. NO DIMENSION SHALL BE ASSUMED BY SCALE MEASUREMENT HEREON.

DRAWN BY:	DATE:	REVISIONS	DRAWN BY:	DATE:	REVISIONS

DESIGNED BY: _____ DATE: 06-27-25
 SLM
 CHECKED BY: _____ DATE: 06-27-25
 JRS
 APPROVED BY: _____ DATE: _____

GREENGARD, INC.
 Engineers • Surveyors • Planners
 111 Barclay Blvd., Suite 310, Lincolnshire, Illinois 60069-3615
 PHONE: 847-634-3883 FAX: 847-634-0687
 E-MAIL: 231@GREENGARDINC.COM ILL. REGISTRATION NO. 184-000995

SCALE: 1"=20'
 DRAWING No. 64056
 SHEET 1 of 1

829 & 833 FOXDALE AVENUE — WINNETKA, IL
PLAT OF CONSOLIDATION



MEMORANDUM VILLAGE OF WINNETKA

COMMUNITY DEVELOPMENT DEPARTMENT

TO: ZONING BOARD OF APPEALS
FROM: ANN KLAASSEN, ASSISTANT DIRECTOR
DATE: MARCH 11, 2026
SUBJECT: WINNETKA CONGREGATIONAL CHURCH - 725 PINE STREET
SPECIAL USE PERMIT (CASE NO. 25-24-SU)

INTRODUCTION

On March 16, 2026, the Zoning Board of Appeals (“ZBA”) is scheduled to hold a public hearing on an application submitted by Winnetka Congregational Church (the “Applicant”), as owner of the property located at 725 Pine Street (the “Subject Property”). The Applicant is proposing operation of a childcare center within the existing church located on the Subject Property and requests approval of the following:

1. An amendment to an existing **Special Use Permit** that allowed expansion of the existing church building on the Subject Property in the R-2 Single-Family Residential Zoning District. The requested amendment would allow a childcare center as an accessory use to the existing church on the Subject Property.

This item was originally scheduled for the March 9, 2026, ZBA meeting; however, due to the ZBA’s consideration of Case No. 25-28-SU, 225 Sheridan Road, Centennial Beach, the item was continued to a special ZBA meeting on March 16. 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 on March 16. The original hearing date was also properly noticed in the *Winnetka Talk* on February 19, 2026. Additionally, a public notice sign was posted on the Subject Property informing the public of the March 16 ZBA meeting. As of the date of this memo, staff has received two written comments from the public regarding this application. The comments are provided in **Attachment D**.

The Plan Commission (“PC”) considered this application at its February 25, 2026, meeting. By a vote of 6-0, the Commission recommended approval with a condition that a traffic flow plan is prepared by the Applicant and approved by the Village Engineer and Police Department that will be included in the presentation of this request to the Village Council. Details regarding the PC’s consideration are provided later in this report.

The Village Council has final jurisdiction on this request as only the Council has the authority to grant or amend a Special Use Permit.

PROPERTY DESCRIPTION

The Subject Property, which is approximately 2.36 acres (102,920.6 square feet) in size, is located on the northeast corner of the intersection of Pine Street and Prospect Avenue and contains the Winnetka Congregational Church and a parking lot (Figure 1).

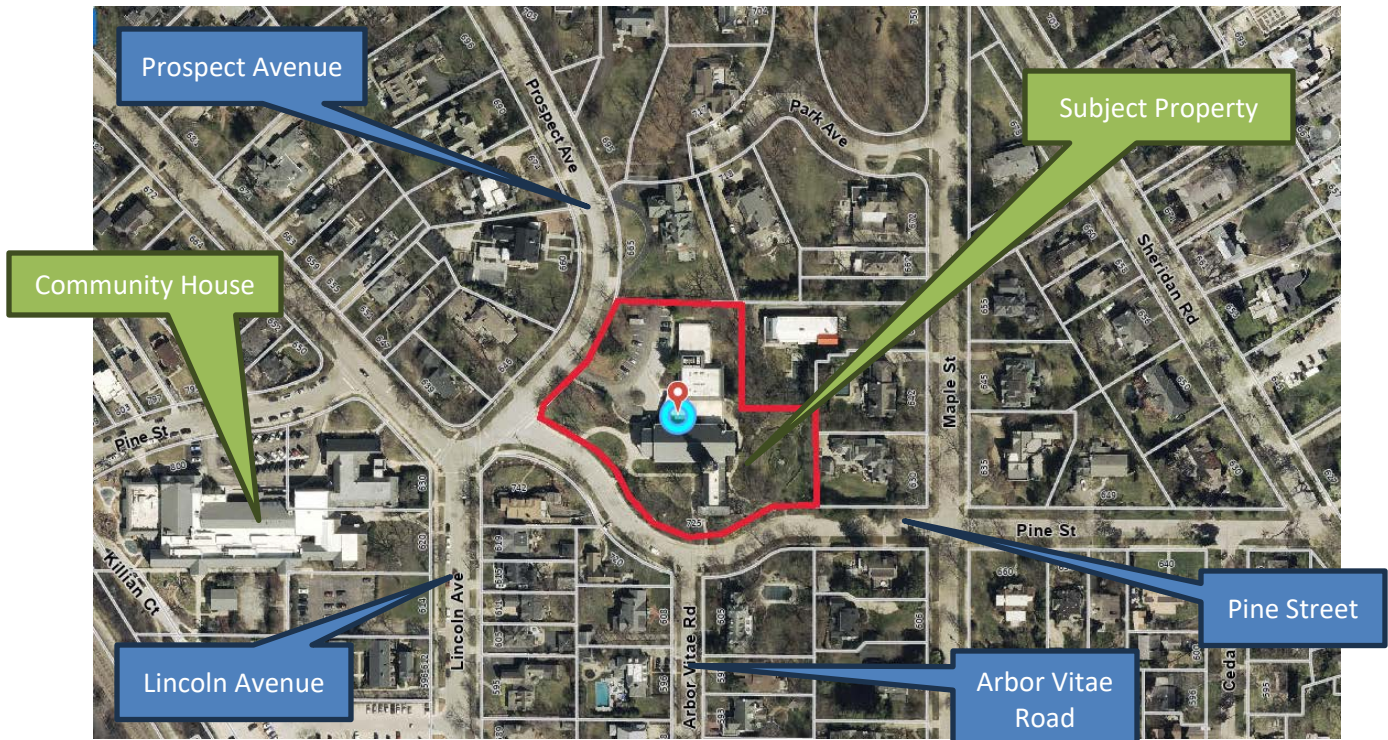


Figure 1 – Location Map

The Comprehensive Plan designates the Subject Property as appropriate for “Institutional (Religious Institution, School, Governmental & Other Facilities)” uses (Figure 2). The Subject Property is located in a residential area with single-family residences surrounding the site, and the Community House in close proximity. The Land Use Plan Map designates the surrounding properties as appropriate for “Single Family Residential” uses.

The Comprehensive Plan also contains the following goals relevant to the proposed application:

***Goal 1.4:** The Village will continue to ensure institutional uses, such as schools, religious institutions, and the Public Library are compatible with the residential neighborhoods in which they are located.*

***Initiative 1.4.1:** Study and consider establishing a specific zoning district for institutional uses or specific zoning standards for such uses within existing residential districts. This would allow more appropriate zoning standards for these uses.*

***Goal 5.1:** Recognizing that educational excellence is one of the primary reasons residents choose Winnetka, the Village will support the community’s public school districts, private schools, and other educational organizations by fostering a culture of student engagement and lifelong learning, as well as supporting the health and safety of students.*

***Initiative 5.1.1:** Consider amendments to the zoning ordinance to provide additional clarity regarding pre-kindergarten and daycare institutions to better support the establishment and operation of early childhood education in the Village. This could include changing special uses to permitted uses.*



Figure 2 – Comprehensive Plan Land Use Map – Winnetka Futures 2040 Plan

The property is zoned R-2 Single Family Residential and it is bordered by the same to the north and east, R-5 and R-4 Single Family Residential to the south, and R-3 Single Family Residential to the west (Figure 3). 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.

The Applicant’s use of the Subject Property as a church is generally consistent with the Comprehensive Plan land use designation and the R-2 zoning district.

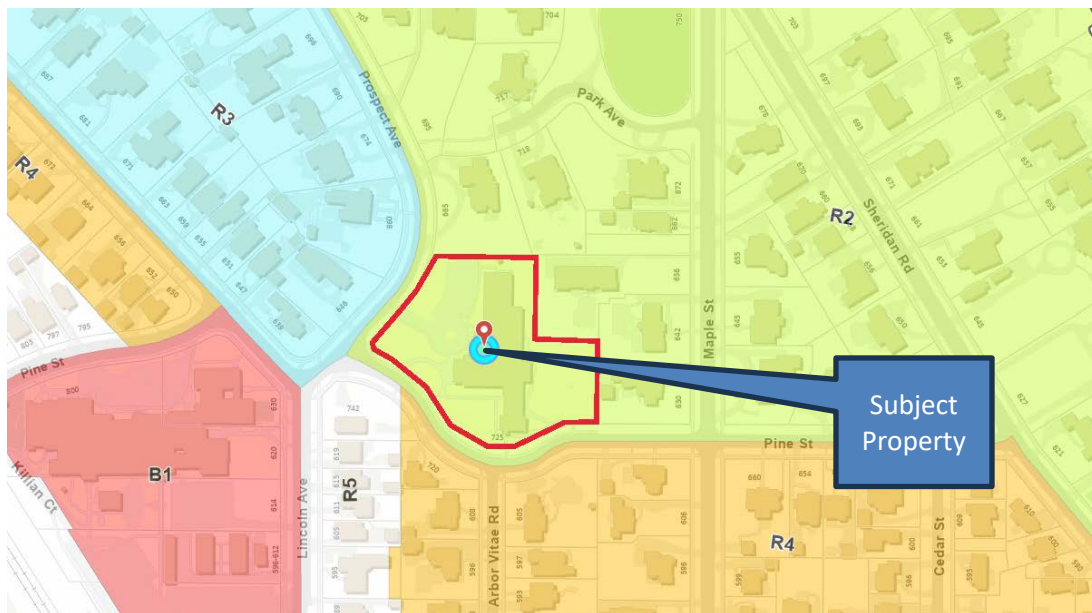


Figure 3 – Zoning Map

PROPERTY HISTORY AND PREVIOUS ZONING APPLICATIONS

According to Village records, construction of the church began in 1935. Subsequent building permits were issued in:

1. 1976 to construct a vestibule addition, enclose a portico, and remodel the church; and
2. 1996 to construct an addition to the church.

Other minor permits have also been issued over the last several years. There are four previous zoning cases on file for the Subject Property:

1. In 1955, the Village Council granted a variation to allow the church to use the easterly 125 feet of the church property as a church yard permitting interment of ashes;
2. In 1975, the ZBA reversed the decision of the Village Superintendent of Public Works to issue a permit to construct a driveway and parking lot on an adjoining lot owned by the church. Subsequently, in 1976 the two adjoining lots owned by the Applicant (725 Pine Street and 651 Prospect Avenue) were consolidated into a single Lot of Record and construction of the parking lot was allowed to proceed;
3. In 1996, Ordinance M-450-96 was adopted by the Village Council granting variations and a special use permit to allow expansion of the church building and parking lot. The approved variations were for gross floor area for the building addition and the front yard setback from Prospect Avenue for expansion of the parking lot. The expansion of the church was to the north and provided new fellowship space and classrooms. A copy of Ordinance M-450-96 is provided in **Attachment C**; and
4. In 2000, an application was submitted by the Winnetka Park District requesting approval of an amendment to the church's special use permit to allow use of the church's north addition by the Park District for limited recreational facilities. After receiving recommendations of approval from both the ZBA and the PC, the Park District withdrew the application prior to the Village Council considering introduction of an ordinance approving the request.

Figures 4 through 7 on the following pages are current photos of the Subject Property.



Figure 4 – Subject Property – West Elevation (Pine Street)



Figure 5 – Subject Property West Elevation of Parking Lot (Prospect Avenue)



Figure 6 – Subject Property – South Elevation (Pine Street)



Figure 7 – Subject Property – East Elevation (Pine Street)

PROPOSED PLAN

The Applicant is proposing leasing space within the existing church building to Jumpstart Early Learning Services (“Jumpstart”) to operate a childcare center. As described by the Applicant in the attached narrative included in **Attachment A**, the center would have 11 teachers, one director, and up to 64 students. The center would operate Monday through Friday, 7:00am until 6:00pm for children ages 6 weeks to 6 years old.

The proposed plan does not include any expansion of the existing church building or parking lot, nor is a playground currently proposed on the Subject Property. The Applicant indicates that the existing multipurpose room in the church provides opportunity for physical activity, exercise, and play. If this request should ultimately be approved by the Village and the Applicant proposes a playground in the future, the Applicant would need to receive approval of an amendment to the special use permit to allow a playground.

Childcare centers are licensed and regulated by the Illinois Department of Children and Family Services (“DCFS”). The Applicant has indicated that they have received preliminary approval from DCFS for the use of the north wing of the church as a daycare facility. Therefore, the Applicant is moving forward with the formal application process with DCFS. Final DCFS approval is contingent upon completion of minor facility modifications, full build-out of the space, and receipt of Village approval.

Parking and Traffic. The Applicant indicates that staff for the center will park in the existing on-site parking lot located on the Subject Property. There are currently three marked parking spaces in the circle driveway and 22 spaces in the lot itself, four of those are accessible spaces and one is occupied by the church’s rummage sale truck. In addition to responding to the standards used for evaluation of special uses, the Applicant has provided a traffic impact study prepared by Gewalt Hamilson Associates, Inc. (**Attachment A**). The analysis concluded:

“The capacity analysis results indicated that the increase in project site-generated traffic has little to no effect upon Peak Hour operations or the area roadway network with the recommendations contained herein:

- *The location of the only full movement church access will be located approximately 125 feet northeast of the Prospect Avenue and Pine Street intersection.*
- *Traffic operations will remain the same as existing for the intersections within this study.*
- *To facilitate vehicles entering and exiting the church driveway, consider restricting parking on Prospect Avenue between the church driveway and Lincoln Avenue.*
- *The church should plan for staff to assist with the drop-off and pick-up operations to help ensure orderly traffic flow on-site.”*

Director of Engineering/Village Engineer James Bernahl has reviewed the analysis and has the following recommendation based on the information provided by the Applicant:

- The proposed Childcare Center can operate at this location with minimal overall impacts to the area. However, it may be necessary to perform ongoing evaluation and possible modifications based on drop-off and pick-up conditions.
- Appropriate staffing will be critical in reducing the potential for on-street queuing of vehicles entering the site which would cause safety concerns at this curve on Prospect Avenue.
- Parking for staff members on-site should be required to reduce any additional impacts to available

on-street parking near the site.

- Consideration should be given to overlapping of any other existing or future programs that are offered during the day. Previously attendants of church groups during the day would utilize the current on-site parking spaces for these activities. With the increase in additional staff members this could cause additional on-street parking issues.
- The Church will need to consider its other current and future programming impacts as it relates to parking needs.

Mr. Bernahl has prepared a memo with his conclusions and recommendation, which is included in **Attachment B**.

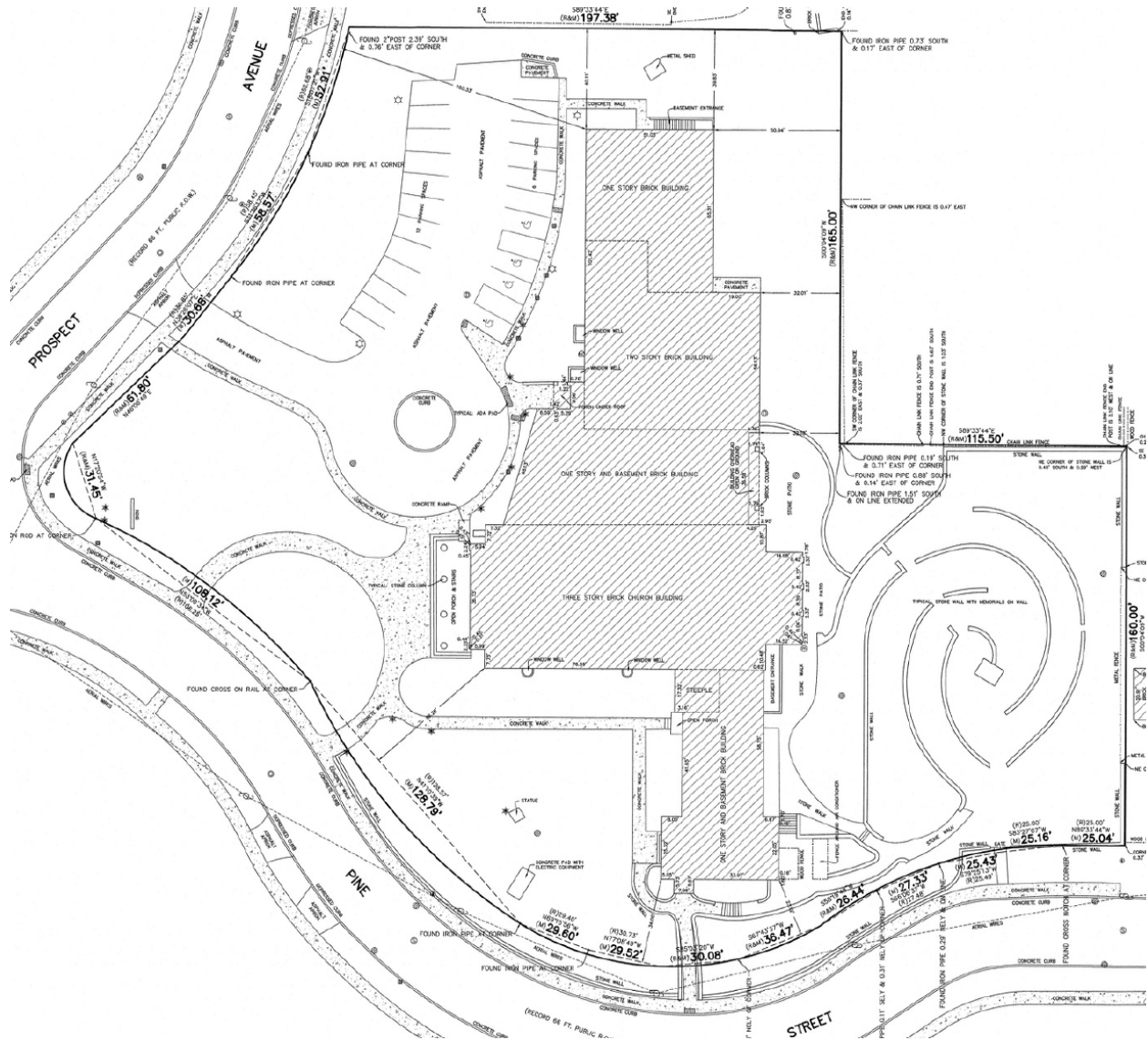


Figure 8 – October 2,2025 - Plat of Survey of Subject Property

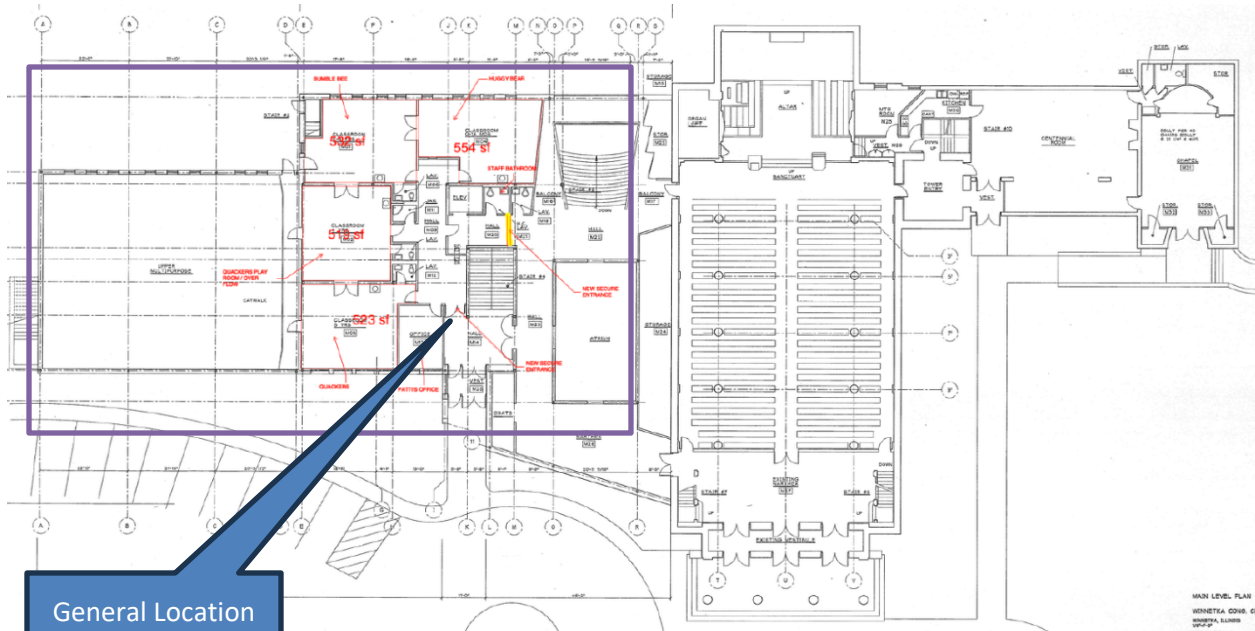


Figure 9 – Main Level Floor Plan

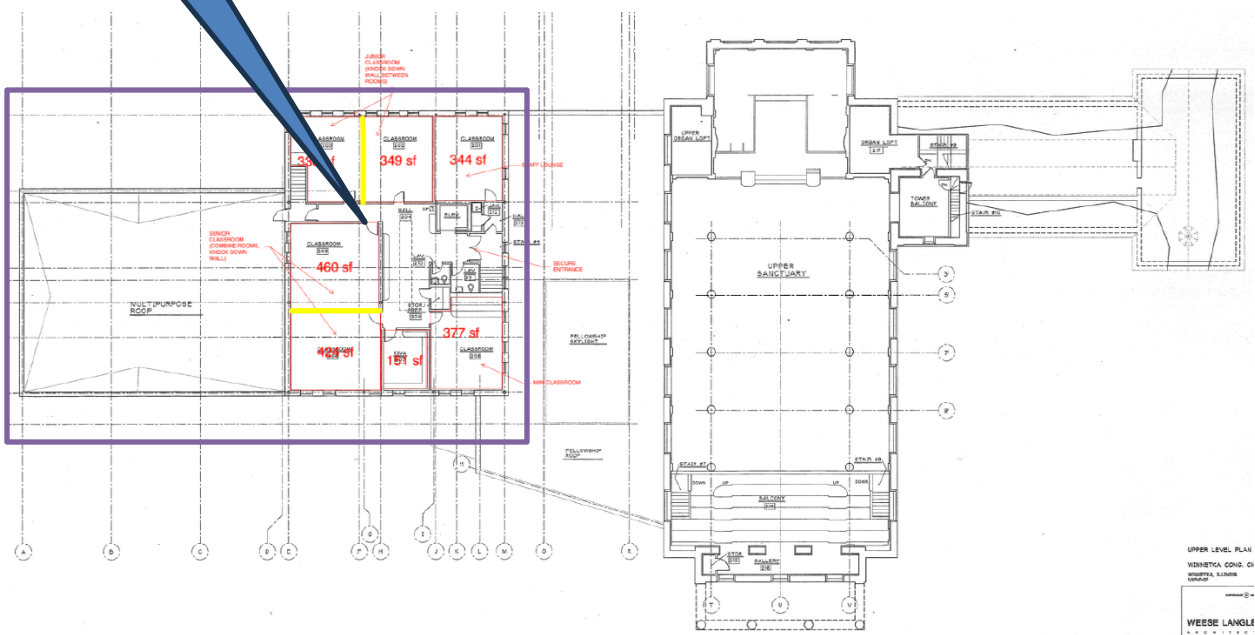


Figure 10 – Upper Level Floor Plan

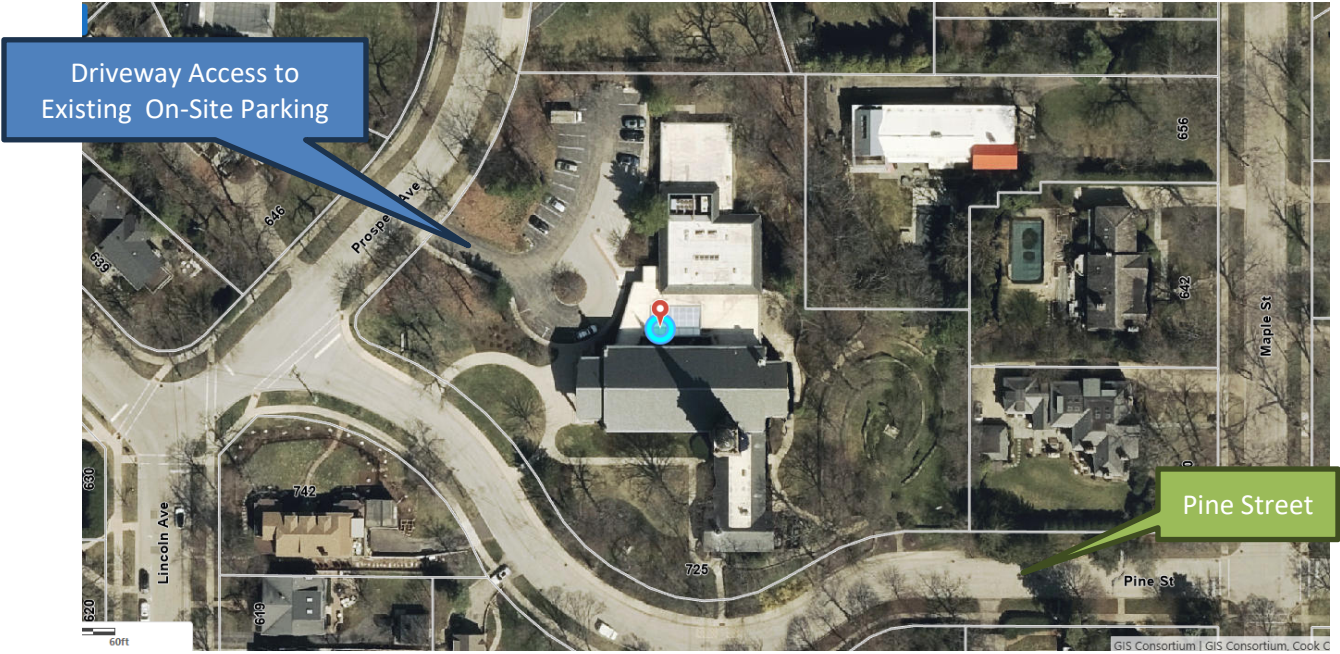


Figure 11 – Aerial of Subject Property



Figure 12 – Subject Property – Driveway Access to Parking and Entrance

CONSIDERATION BY OTHER ADVISORY BOARD/COMMISSION

On February 25, 2026, the Plan Commission (“PC”), held a public hearing on this request. After hearing from staff, the Applicant and three members of the public, as well as receiving written correspondence from two neighbors (one in support and one in opposition) (**Attachment D**), the PC discussed the request. The Commission recognized the need for childcare options for local families. Concerns expressed by members were centered around traffic generated by the drop-off/pick-up of students and the impact of the additional traffic to the immediate neighborhood. Ultimately, by a vote of 6-0, the Commission recommended approval with a condition that a traffic flow plan is prepared by the Applicant and approved by the Village Engineer and Police Department that will be included in the presentation of this request to the Village Council. The Applicant is currently working on preparing a traffic flow plan for review by the Village Engineer and the Police Department.

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 may decide to take action on one or two 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 or the public; or
- 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 member may wish to make a motion recommending approval or recommending denial based upon the following:

Move to recommend **approval [denial]** a **Special Use Permit** to allow an amendment to the existing special use granted by Ordinance M-450-96 to allow a childcare center to operate within the existing church building on the Subject Property, based on evidence in the record, or a public document, and upon the following findings of fact:

1. The proposed use **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 will not be detrimental to or endanger the public health, safety, comfort, morals or general welfare;
 - b. 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;
 - c. 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;
 - 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 in all other respects conforms to the applicable regulations of this and other Village ordinances and codes.

[If the ZBA chooses to place conditions as part of its recommendation of approval, it will want to include the conditions here.]

ATTACHMENTS

Attachment A: Application Materials

Attachment B: Director of Engineering/Village Engineer Bernahl February 11, 2026, Memo

Attachment C: Ordinance M-450-96, adopted by the Village Council on March 19, 1996

Attachment D: Public Correspondence

Updated
RECEIVED
OCT 22 2025
BY: _____

ATTACHMENT A

Village of Winnetka
SPECIAL USE PERMIT APPLICATION

RECEIVED
OCT 13 2025
BY: _____

VILLAGE OF WINNETKA, ILLINOIS
DEPARTMENT OF COMMUNITY DEVELOPMENT

SPECIAL USE PERMIT APPLICATION

Case No. 25-24-SU

Property Information

Site Address: 725 Pine Street, Winnetka, IL 60093

Applicant Information

Name: Winnetka Congregational Church (WCC)
Primary Contact: Amy Falkowski
Address: 725 Pine Street
City, State, ZIP: Winnetka, IL 60093
Phone No. 847-999-9403/ [REDACTED]
Email: amy@winnetkacongregationalchurch.org

Owner Information

Name: WCC
Primary Contact: Paulo Gustavo Franca
Address: 725 Pine Street
City, State, ZIP: Winnetka, IL 60093
Phone No. 847-999-9403
Email: paulo@winnetkacongregationalchurch.org

Architect Information

Name: N/A
Primary Contact: _____
Address: _____
City, State, ZIP: _____
Phone No. _____
Email: _____

Attorney Information

Name: N/A
Primary Contact: _____
Address: _____
City, State, Zip: _____
Phone No. _____
Email: _____

Applicant Signature: [REDACTED]

Date: 10/13/2025

Property Owner Signature: [REDACTED]

Date: 10/13/2025

Printed Name of Owner: Paulo Gustavo Franca

October 9, 2025

Village of Winnetka
Department of Community Development
510 Green Bay Road
Winnetka, IL 60093

Re: Application for Special Use Permit – R-2 Single-Family Residential District
Winnetka Congregational Church, 725 Pine Street

Dear Members of the Plan Commission and Village Council,


For nearly 150 years, Winnetka Congregational Church (WCC) has been deeply woven into the civic and cultural fabric of the Village of Winnetka. Our congregation has long sought to serve the wider community—helping to establish the public library, founding the Community House, supporting the Village Caucus, and providing space for generations of local traditions and charitable endeavors. Each of these efforts has reflected our enduring commitment to partner with the Village to strengthen community life.

With this application, we respectfully request a Special Use Permit under the R-2 Single-Family Residential District to allow Winnetka Congregational Church to lease out space within our building to support the operation of the childcare center, Jumpstart Early Learning Services who will employ 11 teachers, 1 Director, and house up to 64 students at full capacity. We believe this project represents a natural extension of our historic mission: providing resources and space for families, children, and neighbors in a way that enhances Winnetka’s vibrancy and well-being.

The proposed use meets all twelve standards for Special Uses in the R-2 Single-Family Residential district. It will provide high-quality childcare in a walkable, central location; repurpose existing facilities without displacing retail; contribute to pedestrian activity; and preserve adequate parking and neighborhood character. We are committed to working collaboratively with Village staff to ensure the project is designed and operated in a manner that fully complies with Village ordinances and supports nearby businesses and residents.

We thank you for your consideration of this application and for your ongoing partnership in sustaining Winnetka as a thriving, family-friendly community. We look forward to the opportunity to discuss this proposal further and to continue our long tradition of service alongside the Village. Questions about the application can be directed to Amy Falkowski, Executive Director of Operations at WCC either via e-mail at amy@winnetkacongregationalchurch.org or at 847- 441-3400.

Respectfully submitted,


Rev. Paulo G. França


Julie McConnell

Community Benefits Statement

Winnetka Congregational Church (WCC) – Proposed Childcare Center

For nearly 150 years, Winnetka Congregational Church (WCC) has partnered with the Village of Winnetka to create and sustain community institutions and traditions. From helping to establish the public library and the Community House, to hosting the annual Fourth of July celebration, to raising millions of dollars for social service agencies through our Rummage Sale, WCC has continually worked to serve beyond its walls.

Our proposal to lease space for a **licensed childcare center, Jumpstart Early Learning Service** to operate Monday-Friday 7:00am-6:00pm for children ages 6 weeks to 6 years old. Jumpstart will operate with 11 Teachers, 1 Director, and up to 64 children at full capacity.

Why This Matters for Winnetka

• Supports working families

Convenient weekday care in the Village center strengthens Winnetka’s ability to attract and retain young families who want to live and work here. Research shows many other local childcare centers have waiting lists of up to 30 children. Jumpstart’s reputation and this need have already started a quiet list of families hoping to enroll.

• Activates the pedestrian environment

Parents walking children to and from the center add daily vitality to the Village’s business district, consistent with the *Winnetka Futures 2040* vision for a walkable, family-friendly community.

• Protects neighborhood character

The use adapts existing space within WCC’s historic building. No retail storefronts are lost; no new building is proposed.

• Shares resources responsibly

WCC’s parking lot, largely unused during weekdays, will meet the center’s needs without reducing parking available for nearby shops and restaurants.

• Continues a tradition of service

Just as WCC helped launch community institutions in the past, this project invests in today’s needs—supporting children, parents, and neighbors.

Our Commitment

- To operate in compliance with all Village codes and safety standards.
- To collaborate with Village staff and neighbors on traffic, parking, and design details.

- To create a welcoming, high-quality environment that reflects Winnetka’s values.

DCF Details for Teacher/Student Ratios:

Based on DCFS guidelines the infant room must have a 1:4 ratio (1 teacher for every 4 children). We are anticipating approval for 16 infants. That would be 16 children and 4 teachers for our infant program. Toddler rooms are a 1:5. We are anticipating 15 children so that would be 3 teachers and 15 students in our toddler program. Two-year-old classes are 1:8. We are anticipating approval for 16 children so that would be 2 teachers and 16 children. Preschoolers are 1:10. We are anticipating an approval of 17 children. That would be 2 teachers and 17 children. 64 children and 11 teacher’s and 1 Director total.

In short: This childcare center is not just about adapting space within WCC—it’s about continuing a 150-year partnership with the Village of Winnetka to ensure our community remains vibrant, family-friendly, and supportive of all who call it home.

**V I L L A G E O F W I N N E T K A,
DEPARTMENT OF COMMUNITY DEVELOPMENT
I L L I N O I S**

SPECIAL USE PERMIT STANDARDS

- 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;**

Jumpstart Early Learning Services (Jumpstart) will be fully licensed and regulated under the Illinois Department of Children and Family Services (DCFS) standards, ensuring compliance with all state-mandated health, safety, and operational requirements. These standards govern everything from staff qualifications and background checks to classroom ratios, emergency procedures, sanitation, and food service, guaranteeing that the center maintains the highest level of care and accountability. Based on DCFS staffing guidelines, Jumpstart's program is structured to ensure appropriate supervision and high-quality care across all age groups. The infant room operates at a 1:4 ratio; with anticipated approval for 16 infants, the program will be staffed by four teachers. Toddler classrooms follow a 1:5 ratio, supporting 15 children with three teachers. Two-year-old classes maintain a 1:8 ratio, accommodating 16 children with two teachers. Preschool classrooms operate at a 1:10 ratio, with planned enrollment of 17 children supported by two teachers. In total, the program is designed to serve 64 children with a dedicated team of 11 teachers, and one Director, fully aligned with DCFS requirements.

All classroom doors will be equipped with keyed entry and interior latch locks. All main entrance doors will feature secure keypad buzzer entry systems. The existing room numbering system will be retained to minimize confusion and ensure clear communication among WCC staff, Jumpstart staff, and emergency responders, including police and fire personnel. The Jumpstart staff will undergo all necessary training to ensure all processes and procedures are followed in case of emergency. (As a bonus the Executive Director of Operations at WCC was the Associate Dean of Budget and Administration at the School of the Art Institute of Chicago for many years and worked with CPD and CFD on shelter-in-place drills, and actual campus emergencies and threats. We have a solid team of experience on both sides of the building).

An administrative office will be located at the building's main entrance, along with a secure keypad-access door separating the church space from the childcare facility on the main floor. We expect the office will always be staffed when the center is open. A similar keypad-access entry will be installed on the second floor. WCC currently maintains lockdown doors as part of its Vanderbilt security system, and Jumpstart will explore implementing a system with comparable features and/or in-classroom panic

buttons. While the primary focus is education, creativity, motor skill development, and overall childhood growth, maintaining a safe and secure environment remains one of the highest priorities as well.

In addition to meeting rigorous state standards, Jumpstart will serve as a valuable community asset by supporting the growing demand for quality early childhood care in the area. By providing a safe, nurturing, and educational environment, Jumpstart will allow parents and guardians to work or study with peace of mind, knowing their children are in capable hands. This service directly enhances the general welfare of the community by strengthening family stability, supporting local employment, and contributing to the family-friendly neighborhood fabric.

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 childcare center will not be substantially injurious to the use and enjoyment of other properties in the immediate vicinity, nor will it diminish or impair property values. Operations will be limited to weekday daytime hours, aligning with typical neighborhood activity patterns and minimizing any potential disruption to adjacent properties. Outdoor playtime is not a requirement of DCFS and does not require a waiver; however, opportunities for fresh air and outdoor activity are always beneficial for children. The gymnasium within the building provides a substantial and well-equipped space to support fine and gross motor skill development, offering children ample opportunities for physical activity, exercise and play. While a dedicated playground would be ideal; it is not essential at this stage and may be considered in future phases subject to additional special use permits and a certificate of appropriateness.

Jumpstart currently has two staff members who assist with pick-up and drop-off at their existing locations, and this arrangement has proven effective. They are prepared to adapt and adjust should backup or traffic flow issues or complications arise. Because the traffic study no longer requires a one-way entrance and exit, we do not anticipate significant queuing or overflow onto Prospect. Their team follows efficient, well-organized procedures to assist children and families safely and promptly when entering and exiting their vehicles.

High-quality childcare centers such as Jumpstart are widely recognized as neighborhood assets that contribute to a community's vitality and desirability. By offering a trusted, licensed service that meets the needs of local families, the proposed use will likely have a neutral to positive effect on nearby property values and enhance the overall appeal of the area as a family-oriented, well-supported neighborhood.

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 proposed use will occupy existing building space, requiring only modest interior improvements and site adjustments that will not alter the physical character or development potential of surrounding parcels. Because the project does not introduce new large-scale structures, traffic-intensive operations, or environmental impacts, it will maintain compatibility with the existing mix of nearby residential, commercial, and institutional uses. Adjacent properties will retain full opportunity for continued improvement and redevelopment consistent with zoning allowances.

Furthermore, by activating an existing space with a stable, community-serving tenant, the childcare center may encourage continued investment in the surrounding area. The presence of families and staff during weekday hours can increase neighborhood vitality, pedestrian activity, and local patronage of nearby businesses—all of which contribute positively to the district’s normal and orderly development.

Recent research indicates a growing demand among families for high-quality childcare options such as Jumpstart Early Learning Services. Well-run childcare centers promote socialization, healthy development, consistency, and a strong sense of security for young children while providing dependable support for working families. Nearby childcare providers currently maintain waitlists exceeding 30 children, leaving many families feeling overwhelmed by the limited availability of care close to home. At the same time, our facility has remained largely vacant Monday through Friday for several years. Again, with only minor interior modifications, this underutilized space presents a valuable opportunity to deliver a much-needed service and meaningful resource to the surrounding community.

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.

A traffic management plan has been developed and submitted as part of this application, outlining clear procedures for drop-off and pick-up operations during peak times. The site’s design includes a single circular drive entry and exit point, allowing vehicles to move in a continuous flow without the need for backing or extended idling. Childcare center staff will be present during arrival and departure periods to assist with the safe loading and unloading of children, ensuring that vehicles move promptly and that pedestrians remain protected. Signage may be installed to ensure proper safety routes are followed.

The plan prioritizes safety and efficiency by separating vehicular circulation from pedestrian pathways, providing designated crosswalks, and maintaining clear sightlines for drivers. These coordinated measures will effectively minimize congestion in the public right-of-way, reduce potential traffic conflicts, and promote an orderly flow of vehicles throughout the day.

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;

Twelve Jumpstart staff members will be on site during normal operations. Staff will park in the Winnetka Congregational Church parking lot, which has ample capacity and remains largely underutilized during weekday business hours. The WCC parking lot has 4 handicap spaces and 20 other parking spaces, including parking along Pine Street, which is sufficient for WCC staff, Jumpstart staff, visitors and vendors. Staff may also arrive by public transportation. In the event WCC needs use of the parking lot for concurrent programming, staff may be directed to park in nearby Village public parking lots, consistent with existing shared-parking practices in the East Elm district. Current occupancy levels, observed by the Village, indicated adequate capacity during daytime hours. Jumpstart catering deliveries will occur at 7:30am-11:30am by catering van.

All essential utilities—including water, sewer, electricity, and internet—are already established and sufficient to meet the operational demands of the childcare facility. The building’s existing systems comply with current codes and will be reviewed as part of the DCFS licensing process to ensure continued safety and reliability.

The site’s access roads and drainage infrastructure are also in place and in good condition. No new impervious surface or major site alteration is proposed, and stormwater will continue to be managed through the existing system without impact to surrounding properties. Collectively, these existing and planned measures ensure that all necessary operational facilities are adequate to support the proposed special use.

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

The project will meet or exceed all requirements related to building, zoning, life safety, and accessibility, and will be reviewed by Village departments as part of the permitting process to ensure full compliance.

Jumpstart Early Learning Services will also adhere to all Illinois Department of Children and Family Services (DCFS) licensing standards, which govern health, safety, staffing, and facility operations.

By meeting every relevant local and state requirement, the project ensures that the special use will operate safely, responsibly, and in full harmony with surrounding uses and the broader goals of the Village's zoning and development ordinances.

Traffic Impact Study

Proposed Daycare
Program at Winnetka
Congregational Church
SEC Prospect Ave at
Pine St.
Winnetka, Illinois

January 12, 2026

Prepared For:



Winnetka Congregational Church

Prepared by:

Milan K Patel, PE, PTOE, RSP1

Daniel P Brinkman, PE, PTOE

Part I. Introduction and Project Context

Gewalt Hamilton Associates, Inc. (GHA) has conducted a Traffic Impact Study (TIS) for the proposed daycare program to be operated from the existing Winnetka Congregational Church building at 725 Pine Street. The Winnetka Congregational Church is seeking a Special Use Permit from the Village of Winnetka. No changes to the site development are proposed as part of the requested Special Use. Existing, there is one full movement access to the church site on Prospect Avenue.

The following summarizes our findings and provides various recommendations for your consideration. *Appendices* referenced are in the Technical Addendum at the end of this document.

Part II. Background Information

Site Location Map and Roadway Inventory

Exhibit 1 provides a site location map. The existing traffic operations in the site area are illustrated on **Exhibit 2**. **Appendix A** provides a photo inventory of operations along the site frontage. Pertinent comments to the adjacent roadways include:

Lincoln Avenue

- Lincoln Avenue is a north-south local route under the jurisdiction of the Village of Winnetka.
- Lincoln Ave provides one travel lane in each direction and terminates at Humboldt Ave to the north and Oak St to the south of the site.
- Lincoln Ave is one-way southbound between Humboldt Ave and Pine St.
- Lincoln Avenue is under stop-sign control at its “T” intersection with Prospect Avenue.
- No speed limit is posted on Lincoln Avenue and no historical AADT volume is available.

Prospect Avenue

- Prospect Avenue is a curved east-west and north-south local route under the jurisdiction of the Village of Winnetka.
- Prospect Ave provides one travel lane in each direction and terminates at Tower Road to the north and Lincoln Ave at the south end.
- Prospect Ave is under stop-sign control at its “T” intersection with Pine Street.
- Parking is prohibited by signage on the church side of the street. On the opposite side of the street, on-street parking is limited to 4 hours between 7AM and 5PM on weekdays.
- No speed limit is posted on Prospect Avenue and no historical AADT volume is available.

Pine Street

- Pine Street is an east-west local route under the jurisdiction of the Village of Winnetka.
- On-street parking is permitted on the church side of the street along Pine Street and prohibited by signage on the opposite side of the street.
- No speed limit is posted on Pine Street and no historical AADT volume is available.

Pedestrian Facilities

- Sidewalk is provided on both sides of Lincoln Avenue, Prospect Avenue, and Pine Street within the site vicinity.



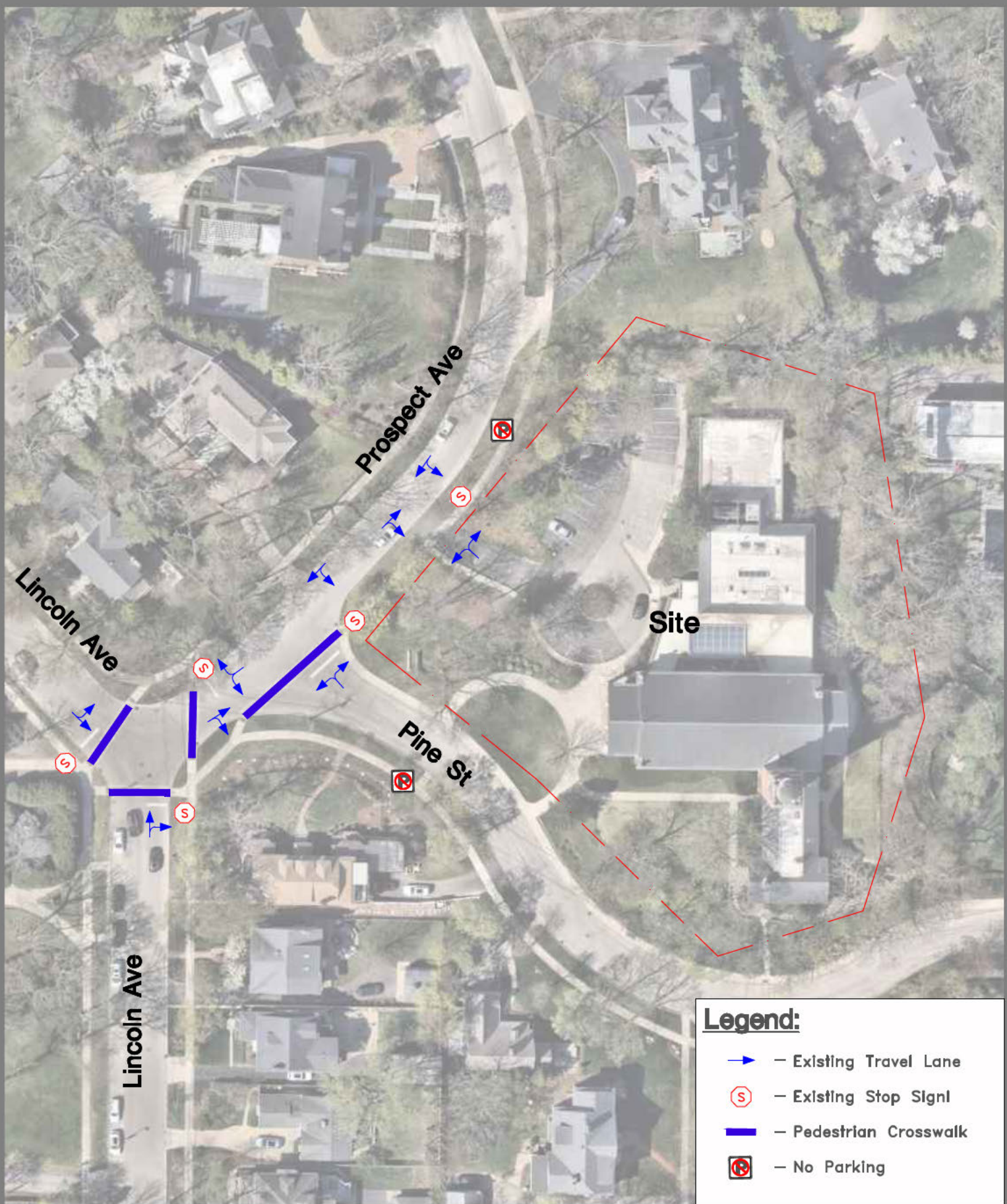
Subject Site



1 inch = 500 Feet

Exhibit 1 - Location Map

Winnetka Congregational Church
 725 Pine Street
 Winnetka, IL



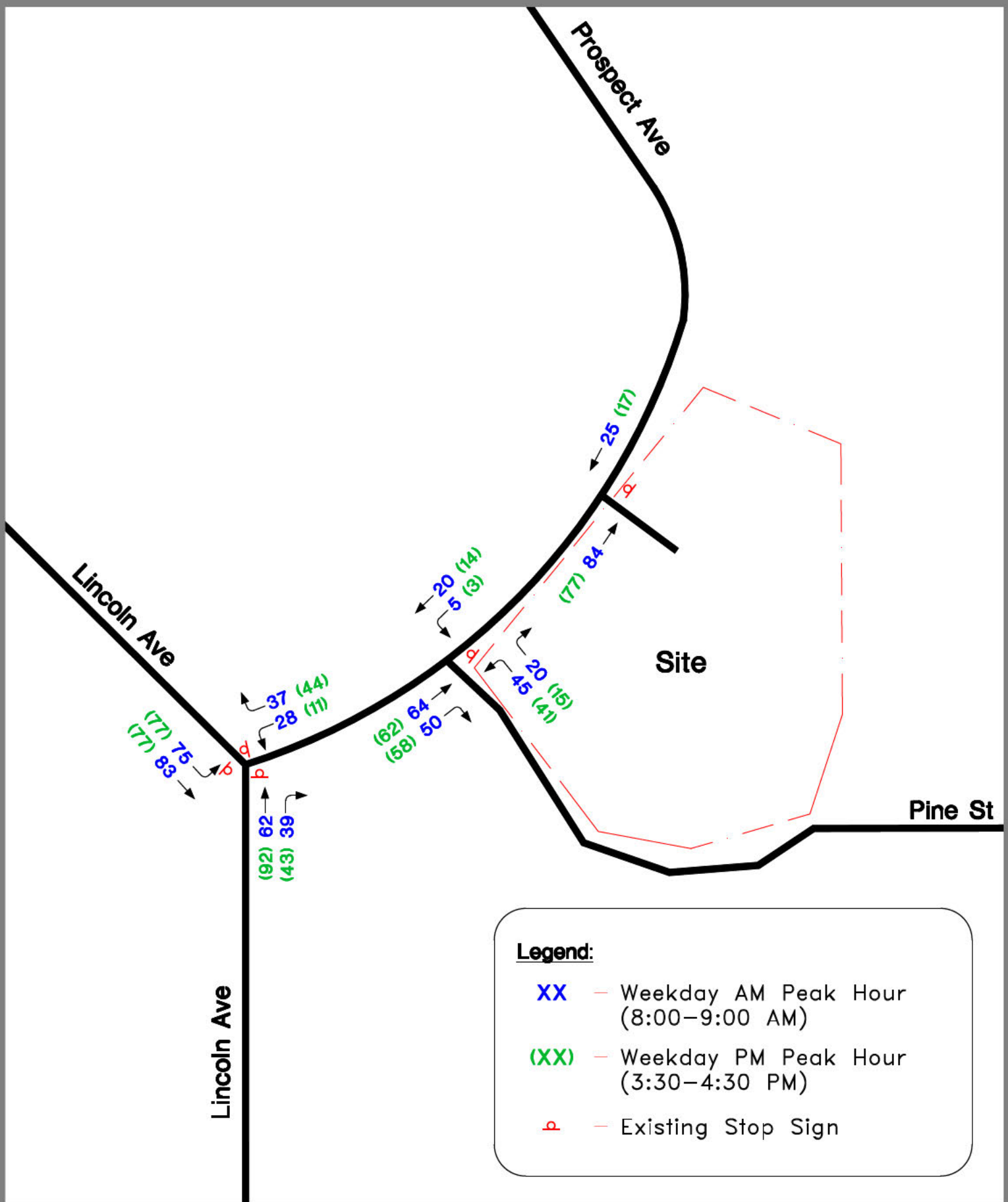
Legend:

-  - Existing Travel Lane
-  - Existing Stop Sign
-  - Pedestrian Crosswalk
-  - No Parking

Existing Traffic

Exhibit 3 summarizes the existing weekday morning and evening peak hour traffic volumes. Peak period traffic turning movement counts were conducted by GHA on Thursday December 4, 2025, from 6:00 AM to 9:00 AM and from 3:00 PM to 6:00 PM at the intersections of Lincoln Avenue and Prospect Ave and Prospect Avenue and Pine Street. The observed weekday morning and evening peak hours generally occurred from 8:00 to 9:00 AM, 3:30 to 4:30 PM, respectively.

No unusual activities (e.g., roadway construction, or inclement weather) were observed during our counts that would be expected to impact traffic volumes or travel patterns in the vicinity. Summaries of the 2025 existing traffic counts and can be found in **Appendix B**.



Crash Analysis

Crash data was obtained from the IDOT Division of Transportation and Safety for the last five calendar years, 2020 through 2024. A summary of the crash data is provided in **Table 1** with the locations mapped on the exhibit contained in **Appendix C**.

Table 1: Crash Summary (2020-2024) ^A

Location	No. of Crashes	PD	Severity ^A			F	Crash Type ^B								Percent Wet / Icy		
			A	B	C		A	FO	FTF	FTR	SSD	T	PED	BIKE		O	
<i>Intersections (Crashes within 250 ft of Intersection)</i>																	
Lincoln Ave & Propsect Ave	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0%
Propsect Ave & Pine St	1	1	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0%
Total =	1	1	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0%

^A PD=Property Damage Only, A=Type A (incapacitating injury), B=Type B (non-incapacitating injury), C=Type C (possible injury), F= Fatal Injury

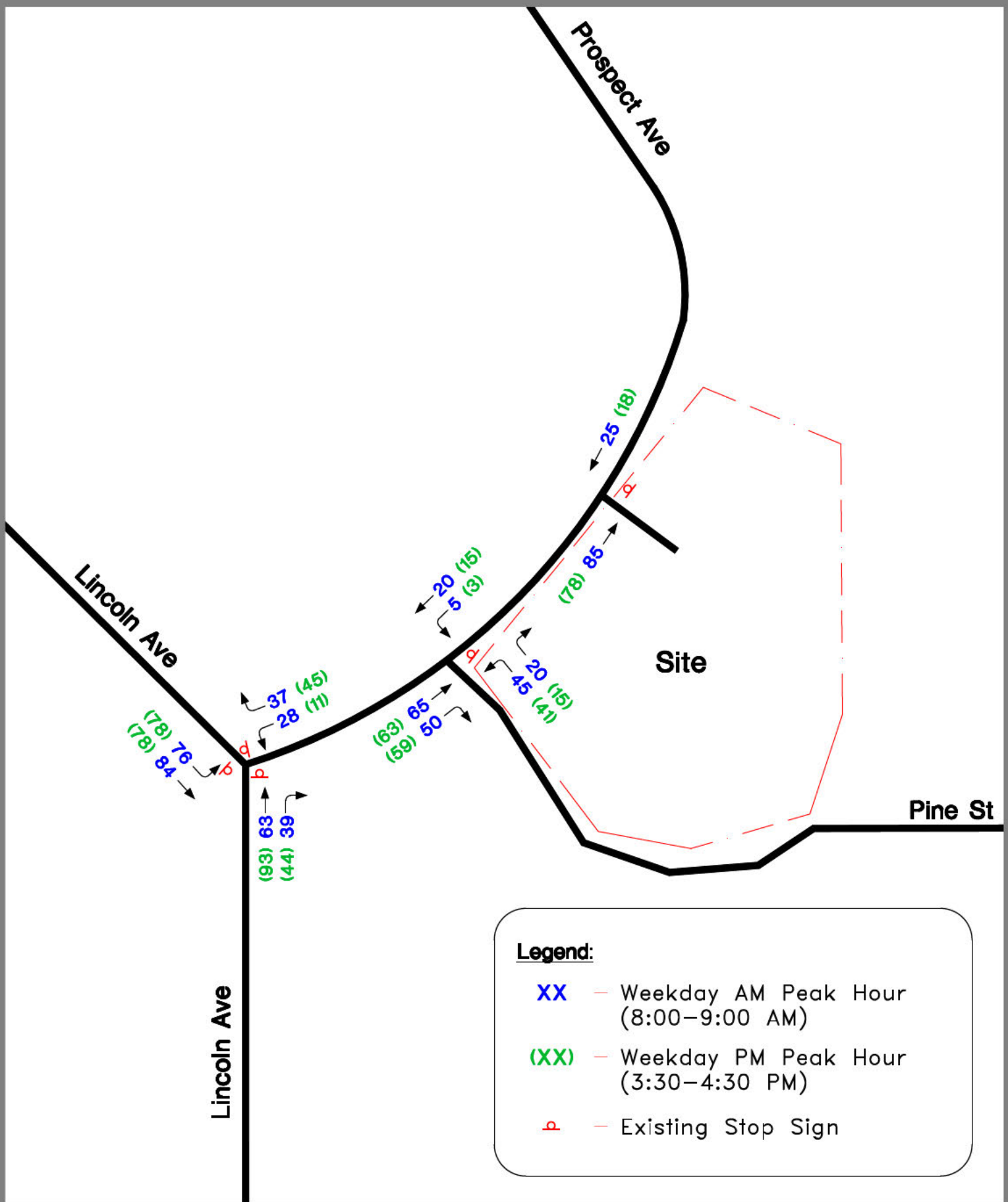
^B A=Angle, FO=Fixed Object, FTF=Front-to-Front, FTR=Front-to-Rear, SSD=Sideswipe Same Direction, T=Turning, PED=Pedestrian, BIKE=Pedacyclist, O=Other

As shown in Table 1, Lincoln Ave & Prospect Ave experienced 0 crashes within the study area over the five-year analyses period. Prospect Ave & Pine St experienced 1 crash within the study area over the five-year analyses period. The crash involved property damage only and was a sideswipe collision.

There were no crashes that involved pedestrians or bicyclists throughout the study area.

No-Build Traffic

Traffic growth in the area is a function of expected land development in the region. Future traffic volume conditions were developed for the year 2031, build-out year of the development (year 2026) plus five years. Based on a review of historical traffic volumes and the Chicago Metropolitan Agency for Planning (CMAP) 2050 projections (see **Appendix D**), traffic volumes along the roadways surrounding the site are assumed to experience an overall annual compounded growth rate of 0.20% per year. There are no historical AADTs available for the roadways within the site vicinity therefore nearby roadways were used for the 2050 projections used for the growth rates. The 2031 No-Build peak hour traffic volumes (see **Exhibit 4**) were developed by applying the predicted growth rates to the existing traffic.



Part III. Traffic Evaluation

Future Site Characteristics

Proposed Program Plan

Winnetka Congregational Church is seeking to operate a daycare program in the existing church building at 725 Pine Street. No changes to the site development are proposed. There is an existing church full movement access along Prospect Avenue approximately 125 feet northeast of the intersection of Prospect Avenue and Pine Street. The daycare is expected to have operating hours of 7:00 AM to 6:00 PM and hold a maximum of 64 attendants.

This dimension is also illustrated on **Exhibit 5**.

Trip Generation

Table 2 summarizes the traffic generation calculations for the proposed development. Trip generation rates published by the Institute of Transportation Engineers (ITE) in the 12th Edition of the Manual *Trip Generation* were used to determine the anticipated traffic generated by the proposed development. As can be seen in **Table 2** the proposed daycare program is expected to generate approximately 51 trips (combined inbound and outbound) during each of the Peak Hours and approximately 244 trips (again inbound and outbound total) in a 24-hour period.

Daycare facilities tend to have more spread out arrival and departure times than typical schools experience with drop-off and pick-up occurring generally within a two-hour window. By combining the anticipated trips with the observed Peak Hours, we have considered the maximum impacts of the proposed daycare program.

See **Appendix E** for excerpts of the ITE manual.

Table 2: Trip Generation Calculations

Land Use	Size	ITE Code	Weekday Peak Hours						Daily		
			Morning 8:00-9:00 AM			Evening 3:30-4:30 PM			In	Out	Sum
			In	Out	Sum	In	Out	Sum			
Day Care Center	64 Attendants	565	27	24	51	24	27	51	122	122	244
New Trips			27	24	51	24	27	51	122	122	244

Sources: ITE Trip Generation Manual, 12th Edition - See Appendix E

Trip Distribution

Table 3 provides the anticipated distribution of site traffic. This was based on existing site travel patterns, proposed access, and the operational characteristics of the adjacent street system. The majority of daycare traffic is expected to be destined to and from the west along Lincoln Avenue and ultimately Green Bay Road further west.

Table 3: Trip Distribution

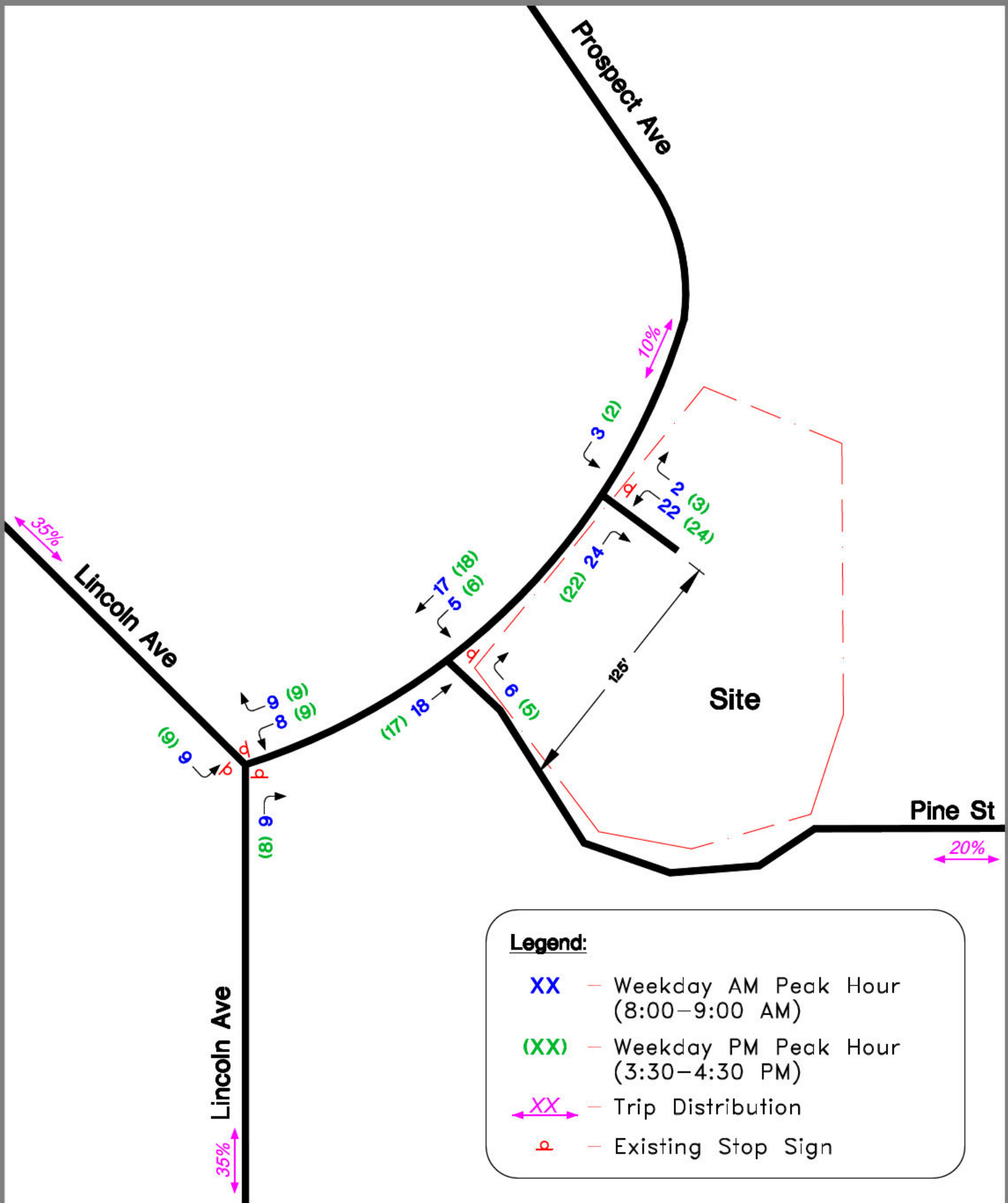
Route & Direction	Percent Route To/From Site
Lincoln Avenue	
North of Propsect Avenue	35%
South of Propsect Avenue	35%
Prospect Avenue	
East of Pine Street	10%
Pine Street	
South of Propsect Avenue	20%
Totals =	100%

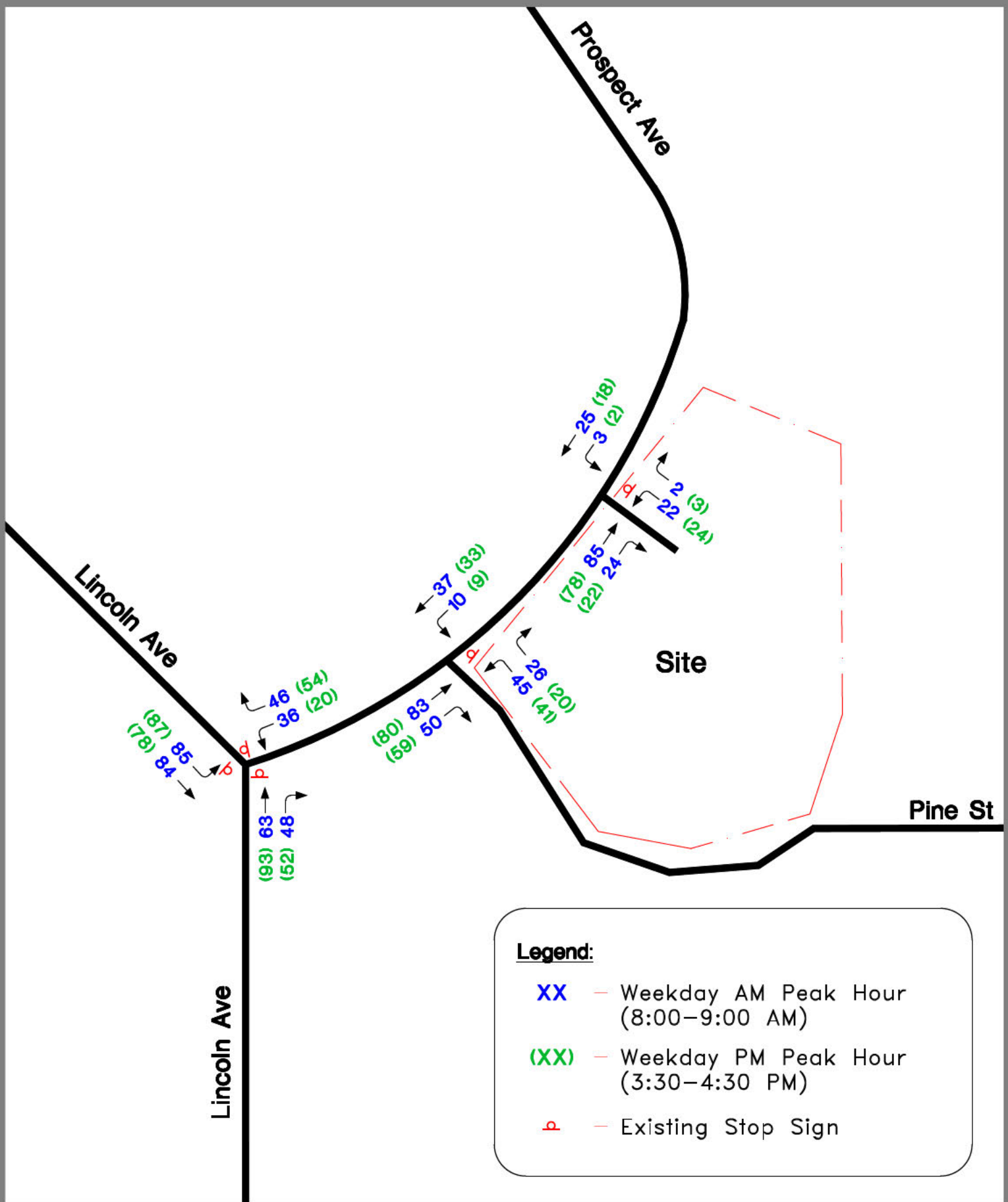
Traffic usage of the area roadway network is also illustrated on **Exhibit 5**

Site and Total Traffic Assignments

Exhibit 5 illustrates the site traffic assignments for the development’s trips, which is based on the traffic characteristics summarized in **Tables 2** and **3** (traffic generation and trip distribution) and assigned to the area roadways. As previously noted, the proposed daycare program is anticipated to open in 2026. Therefore, we have considered the total impacts of the complete development for the year 2031, or buildout plus five years.

The site traffic (**Exhibit 5**) and 2031 No-Build traffic (**Exhibit 4**) were combined to produce the 2031 Total traffic, which is illustrated on **Exhibit 6**.





Capacity Analysis

Capacity analyses are a standard measurement that identifies how an intersection operates. They are measured in terms of Level of Service (LOS). The concept of LOS is defined as a qualitative measure describing operational conditions within a traffic stream and their perception by motorists and/or passengers. A level-of-service definition provides an index to quality of traffic flow in terms of such factors as speed, travel time, freedom to maneuver, traffic interruptions, comfort, convenience, and safety.

Six Levels of Service are defined for each type of facility. They are given letter designations from A to F, with LOS A representing the best operating conditions and LOS F the worst. LOS C is often considered acceptable for design purposes and LOS D is usually considered as providing the lower threshold of acceptable operations. Since the level of service is a function of the traffic flows placed upon it, the facility may operate at a wide range of levels of service, depending on the time of day, day of week or period of year. A description of the operating condition under each level of service, based on the analysis parameters as published in the Transportation Research Board's (TRB) Highway Capacity Manual (HCM), Seventh Edition, is provided in **Table 4**.

Table 4: Level of Service (LOS) Summary

LOS	Description	Delay (sec/veh)	
		Traffic Signal	Stop Sign
A	Describes conditions with little to no delay to motorists.	<10	< 10
B	Represents a desirable level with relatively low delay to motorists.	>10 and < 20	>10 and < 15
C	Describes conditions with average delays to motorists.	>20 and < 35	>15 and < 25
D	Describes operations where the influence of congestion becomes more noticeable. Delays are still within an acceptable range.	>35 and < 55	>25 and < 35
E	Represents operating conditions with high delay values. This level is often considered within urban settings or for minor streets intersecting major arterial roadways to be the limit of acceptable delay.	>55 and < 80	>35 and < 50
F	Is unacceptable to most drivers with high delay values that often occur when arrival flow rates exceed the capacity of the intersection.	>80	>50

Capacity analyses were performed using the methodologies outlined in the HCM, for the following scenarios:

- *Existing Traffic* – Existing traffic (year 2025),
- *No-Build Traffic* – Future (non-site, year 2031) traffic with background growth, and
- *Total Traffic* – Future No-Build traffic volumes (year 2031) plus the addition of the site generated traffic.

2031 Total Traffic conditions assumed the same existing traffic operations as shown in Exhibit 2

Table 5 summarizes the intersection capacity and queue analysis results.

Table 5: Level-of-Service Summary

Intersection / Timeframe		Roadway Conditions	Movement Group By Approach											
			> = Shared Lane - = Non Critical or Not Allowed Movement											
			Eastbound			Westbound			Northbound			Southbound		
1. Lincoln Ave & Prospect Ave		AWSC - NB/SB/WB Stop	LT	TH	RT	LT	TH	RT	LT	TH	RT	LT	TH	RT
AM Peak	A. Existing Traffic (See Exhibit 3)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	A	-	<	-	A	<	>	A	-
	B. 2031 No-Build Traffic (See Exhibit 4)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	7.7	-	-	-	7.6	-	-	8.4	-
	C. 2031 Total Traffic (See Exhibit 6)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	7.7	-	-	-	10.2	-	-	17.9	-
PM Peak	A. Existing Traffic (See Exhibit 3)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	A	-	<	-	A	<	>	A	-
	B. 2031 No-Build Traffic (See Exhibit 4)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	7.4	-	-	-	7.8	-	-	8.3	-
	C. 2031 Total Traffic (See Exhibit 6)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	5.0	-	-	-	15.1	-	-	17.6	-
AM Peak	A. Existing Traffic (See Exhibit 3)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	A	-	<	-	A	<	>	A	-
	B. 2031 No-Build Traffic (See Exhibit 4)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	7.9	-	-	-	7.7	-	-	8.6	-
	C. 2031 Total Traffic (See Exhibit 6)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	7.7	-	-	-	12.7	-	-	20.5	-
PM Peak	A. Existing Traffic (See Exhibit 3)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	A	-	<	-	A	<	>	A	-
	B. 2031 No-Build Traffic (See Exhibit 4)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	7.4	-	-	-	7.8	-	-	8.3	-
	C. 2031 Total Traffic (See Exhibit 6)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	7.6	-	-	-	15.1	-	-	20.2	-
AM Peak	A. Existing Traffic (See Exhibit 3)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	A	-	<	-	A	<	>	A	-
	B. 2031 No-Build Traffic (See Exhibit 4)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	7.6	-	-	-	7.9	-	-	8.5	-
	C. 2031 Total Traffic (See Exhibit 6)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	7.6	-	-	-	15.1	-	-	20.2	-

Table 5: Level-of-Service Summary (cont.)

Intersection / Timeframe		Roadway Conditions	Movement Group By Approach											
			> = Shared Lane - = Non Critical or Not Allowed Movement											
			Eastbound			Westbound			Northbound			Southbound		
2. Prospect Ave & Pine St		TWSC - NB Stop	LT	TH	RT	LT	TH	RT	LT	TH	RT	LT	TH	RT
AM Peak	A. Existing Traffic (See Exhibit 3)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	A	A	-	A	-	<	-	-	-
	B. 2031 No-Build Traffic (See Exhibit 4)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	7.4	0.0	-	9.3	-	-	-	-	-
	C. 2031 Total Traffic (See Exhibit 6)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	0	0	-	5	-	-	-	-	-
PM Peak	A. Existing Traffic (See Exhibit 3)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	A	A	-	A	-	<	-	-	-
	B. 2031 No-Build Traffic (See Exhibit 4)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	7.5	0.0	-	9.3	-	-	-	-	-
	C. 2031 Total Traffic (See Exhibit 6)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	0	0	-	5.1	-	-	-	-	-
AM Peak	A. Existing Traffic (See Exhibit 3)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	A	A	-	A	-	<	-	-	-
	B. 2031 No-Build Traffic (See Exhibit 4)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	7.5	0.1	-	9.6	-	-	-	-	-
	C. 2031 Total Traffic (See Exhibit 6)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	0	0	-	7.5	-	-	-	-	-
PM Peak	A. Existing Traffic (See Exhibit 3)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	A	A	-	A	-	<	-	-	-
	B. 2031 No-Build Traffic (See Exhibit 4)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	7.5	0.0	-	9.3	-	-	-	-	-
	C. 2031 Total Traffic (See Exhibit 6)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	0	0	-	5.1	-	-	-	-	-
AM Peak	A. Existing Traffic (See Exhibit 3)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	A	A	-	A	-	<	-	-	-
	B. 2031 No-Build Traffic (See Exhibit 4)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	7.5	0.0	-	9.3	-	-	-	-	-
	C. 2031 Total Traffic (See Exhibit 6)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	0	0	-	5.1	-	-	-	-	-
PM Peak	A. Existing Traffic (See Exhibit 3)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	A	A	-	A	-	<	-	-	-
	B. 2031 No-Build Traffic (See Exhibit 4)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	7.5	0.1	-	9.6	-	-	-	-	-
	C. 2031 Total Traffic (See Exhibit 6)	<ul style="list-style-type: none"> • LOS • Delay • 95th Queue Length (ft) • Approach LOS (Delay) 	-	-	-	0	0	-	5.1	-	-	-	-	-

Table 5: Level-of-Service Summary (cont.)

Intersection / Timeframe		Roadway Conditions	Movement Group By Approach											
			> = Shared Lane - = Non Critical or Not Allowed Movement											
			Eastbound			Westbound			Northbound			Southbound		
			LT	TH	RT	LT	TH	RT	LT	TH	RT	LT	TH	RT
3. Prospect Ave & Church Full Access		TWSC - NB Stop												
AM Peak	A. 2031 Total Traffic (See Exhibit 6)	• LOS	-	-	-	A	A	-	A	-	<	-	-	-
		• Delay	-	-	-	7.5	0.0	-	9.3	-	-	-	-	-
		• 95th Queue Length (ft)	-	-	-	0	0	-	2.6	-	-	-	-	-
		• Approach LOS (Delay)					A (0.8)		A (9.3)					
PM Peak	A. 2031 Total Traffic (See Exhibit 6)	• LOS	-	-	-	A	A	-	A	-	<	-	-	-
		• Delay	-	-	-	7.4	0.0	-	9.2	-	-	-	-	-
		• 95th Queue Length (ft)	-	-	-	0	0	-	2.6	-	-	-	-	-
		• Approach LOS (Delay)					A (0.8)		A (9.2)					

Capacity analysis summary printouts are provided in **Appendix F**.

Access Spacing

- The only existing church full access is located approximately 125 feet northeast of Prospect Avenue & Pine Street.

Recall, this dimension is illustrated on **Exhibit 5**.

The following summarizes the findings of the Capacity Analyses.

Lincoln Avenue & Prospect Avenue

Currently, all movements operate at LOS A or better and are expected to remain at LOS A or better through buildout.

Prospect Avenue & Pine Street

Currently, all movements operate at LOS A or better and are expected to remain at LOS A or better through buildout.

Prospect Avenue & Church Full Access

After the daycare program is instituted the Church Full Access is expected to operate at LOS A or better for all movements.

Parking Analysis

Table 6 illustrates the required and projected parking based on the ITE Parking Generation Manual, 6th Edition (See **Appendix G**). The Village of Winnetka Ordinance does not provide specific guidelines for off-street parking for a Daycare Center facility.

Table 6: Parking Generation Calculations

Use	Code	Size	Unit	ITE Parking Manual	Municipal Code	Parking Spaces		
						Code Required	ITE Projected Demand	Provided
Day Care Center	565	64	Attendants	0.25 Space per Attendant	N/A	N/A	16	25
Total:						N/A	16	25

Sources: ITE Parking Generation Manual, 6th Edition - See Appendix G

As shown in **Table 6**, the ITE projected demand for a Day Care Center of similar 64 attendants are 16 spaces. The site currently provides more than adequate parking spaces of 25. On street parking along Pine Street is also available for the daycare. It is estimated that the daycare program will have 10-15 full-time staff.

Part IV. Recommendations and Conclusions

Analyses have been conducted under existing and future conditions to determine the impact from the proposed daycare program on the study area intersections. The capacity analysis results indicate that the increase in project site-generated traffic has little to no effect upon the Peak Hour operations of the area roadway network with the recommendations contained herein:

- The location of the only full movement church access will be located approximately 125 feet northeast of the Prospect Avenue & Pine Street intersection.
- Traffic operations will remain the same as existing for the intersections within this study.
- To facilitate vehicles entering and exiting the church driveway, consider restricting parking on Prospect between the church driveway and Lincoln Avenue.
- The church should plan for staff to assist with the drop-off and pick-up operations to help ensure orderly traffic flow on-site.

Part V. Technical Addendum

The following Appendices were previously referenced. They provide technical support for our observations, findings and recommendations discussed in the text.

Appendices

- A. Photo Inventory
- B. 2025 Traffic Count Summaries
- C. Crash Summary Map
- D. CMAP Traffic Projections
- E. ITE Trip Generation Manual Excerpts
- F. Capacity Analysis Worksheets
- G. ITE Parking Generation Manual Excerpts

6213.900 WCC Day Care Traffic TIS 011226.docx

TECHNICAL ADDENDUM

APPENDICES

- A. PHOTO INVENTORY**
- B. 2025 TRAFFIC COUNT SUMMARIES**
- C. CRASH SUMMARY MAP**
- D. CMAP 2050 TRAFFIC PROJECTIONS**
- E. ITE TRIP GENERATION MANUAL EXCERPTS**
- F. CAPACITY ANALYSIS WORKSHEETS**
- G. ITE PARKING GENERATION MANUAL EXCERPTS**

APPENDIX A

Photo Inventory



Looking North along Lincoln Avenue approaching Prospect Avenue



Looking South along Lincoln Avenue approaching Prospect Avenue



Looking East across Lincoln Avenue at Prospect Avenue



Looking West along Prospect Avenue approaching Lincoln Avenue



Looking North along Pine Street approaching Prospect Avenue



Looking South across Prospect Avenue at Pine Street



Looking East along Prospect Avenue approaching Pine Street



Looking West along Prospect Avenue approaching Pine Street



Looking North along Church Full Access approaching Prospect Avenue



Looking South across Prospect Avenue at Church Full Access



Looking East along Prospect Avenue approaching Church Full Access



On Street Parking along Pine Street

APPENDIX B

2025 Traffic Count Summaries

Lincoln Ave at Prospect Ave
 6213.900 WCC Day Care Traffic
 6 AM - 9 AM, 3 PM - 6 PM
 GHA Mio

Gewalt Hamilton Associates Inc.
 625 Forest Edge Drive
 Vernon Hills, Illinois, United States 60061
 (847) 478-9700 poster@gha-engineers.com

Count Name: Lincoln Ave at Prospect Ave
 Site Code:
 Start Date: 12/04/2025
 Page No: 1

Turning Movement Data

Start Time	Prospect Ave Westbound					Lincoln Ave Northbound					Pine St Eastbound					Int. Total
	U-Turn	Left	Thru	Peds	App. Total	U-Turn	Left	Right	Peds	App. Total	U-Turn	Thru	Right	Peds	App. Total	
6:00 AM	0	0	0	0	0	0	1	1	0	2	0	1	2	2	3	5
6:15 AM	0	0	1	0	1	0	3	0	0	3	0	2	2	0	4	8
6:30 AM	0	0	1	0	1	0	2	2	0	4	0	1	6	0	7	12
6:45 AM	0	1	0	1	1	0	2	1	1	3	0	4	2	0	6	10
Hourly Total	0	1	2	1	3	0	8	4	1	12	0	8	12	2	20	35
7:00 AM	0	1	4	0	5	0	2	2	0	4	0	6	6	1	12	21
7:15 AM	0	0	1	0	1	0	5	4	0	9	0	7	4	1	11	21
7:30 AM	0	6	4	0	10	0	4	3	0	7	0	5	7	1	12	29
7:45 AM	0	7	10	1	17	0	6	5	0	11	0	9	8	0	17	45
Hourly Total	0	14	19	1	33	0	17	14	0	31	0	27	25	3	52	116
8:00 AM	0	10	5	1	15	1	10	11	4	22	0	17	15	0	32	69
8:15 AM	0	4	17	1	21	0	10	7	0	17	0	12	17	1	29	67
8:30 AM	0	8	6	0	14	0	15	8	0	23	0	24	24	0	48	85
8:45 AM	0	4	6	0	10	0	26	13	0	39	0	22	27	0	49	98
Hourly Total	0	26	34	2	60	1	61	39	4	101	0	75	83	1	158	319
*** BREAK ***	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
3:00 PM	0	4	7	0	11	0	14	7	2	21	0	15	15	2	30	62
3:15 PM	0	3	10	0	13	1	10	8	0	19	0	12	11	0	23	55
3:30 PM	0	2	10	0	12	0	15	9	4	24	0	20	13	1	33	69
3:45 PM	0	3	11	3	14	0	32	7	2	39	0	18	28	1	46	99
Hourly Total	0	12	38	3	50	1	71	31	8	103	0	65	67	4	132	285
4:00 PM	0	2	12	2	14	0	31	17	0	48	0	24	21	0	45	107
4:15 PM	0	4	11	0	15	0	14	10	0	24	0	14	15	0	29	68
4:30 PM	0	2	7	1	9	0	20	7	0	27	0	11	12	5	23	59
4:45 PM	0	3	11	0	14	0	21	7	3	28	0	12	22	2	34	76
Hourly Total	0	11	41	3	52	0	86	41	3	127	0	61	70	7	131	310
5:00 PM	0	4	6	2	10	1	48	14	0	63	0	17	23	0	40	113
5:15 PM	0	1	8	0	9	0	26	9	0	35	0	15	15	0	30	74
5:30 PM	0	3	11	0	14	0	20	5	0	25	0	8	20	0	28	67
5:45 PM	0	4	8	0	12	0	7	7	0	14	0	8	9	0	17	43
Hourly Total	0	12	33	2	45	1	101	35	0	137	0	48	67	0	115	297
Grand Total	0	76	167	12	243	3	344	164	16	511	0	284	324	17	608	1362
Approach %	0.0	31.3	68.7	-	-	0.6	67.3	32.1	-	-	0.0	46.7	53.3	-	-	-
Total %	0.0	5.6	12.3	-	17.8	0.2	25.3	12.0	-	37.5	0.0	20.9	23.8	-	44.6	-
Lights	0	75	166	-	241	3	342	163	-	508	0	280	322	-	602	1351
% Lights	-	98.7	99.4	-	99.2	100.0	99.4	99.4	-	99.4	-	98.6	99.4	-	99.0	99.2
Mediums	0	1	1	-	2	0	2	1	-	3	0	4	2	-	6	11
% Mediums	-	1.3	0.6	-	0.8	0.0	0.6	0.6	-	0.6	-	1.4	0.6	-	1.0	0.8
Articulated Trucks	0	0	0	-	0	0	0	0	-	0	0	0	0	-	0	0

Appendix B

% Articulated Trucks	-	0.0	0.0	-	0.0	0.0	0.0	0.0	-	0.0	-	0.0	0.0	-	0.0	0.0
Bicycles on Road	0	0	0	-	0	0	0	0	-	0	0	0	0	-	0	0
% Bicycles on Road	-	0.0	0.0	-	0.0	0.0	0.0	0.0	-	0.0	-	0.0	0.0	-	0.0	0.0
Pedestrians	-	-	-	12	-	-	-	-	16	-	-	-	-	17	-	-
% Pedestrians	-	-	-	100.0	-	-	-	-	100.0	-	-	-	-	100.0	-	-

Pine St at Prospect Ave
 6213.900 WCC Day Care Traffic
 6 AM - 9 AM, 3 PM - 6 PM
 GHA Mio

Gewalt Hamilton Associates Inc.
 625 Forest Edge Drive
 Vernon Hills, Illinois, United States 60061
 (847) 478-9700 poster@gha-engineers.com

Count Name: Pine St at Prospect Ave
 Site Code:
 Start Date: 12/04/2025
 Page No: 1

Turning Movement Data

Start Time	Prospect Ave Westbound					Pine St Northbound					Prospect Ave Eastbound					Int. Total
	U-Turn	Left	Thru	Peds	App. Total	U-Turn	Left	Right	Peds	App. Total	U-Turn	Thru	Right	Peds	App. Total	
6:00 AM	0	0	0	0	0	0	0	0	0	0	0	2	0	0	2	2
6:15 AM	0	0	0	0	0	0	1	0	0	1	0	0	1	0	1	2
6:30 AM	0	1	0	0	1	0	1	0	1	1	0	2	2	0	4	6
6:45 AM	0	1	1	0	2	0	0	0	1	0	0	2	2	0	4	6
Hourly Total	0	2	1	0	3	0	2	0	2	2	0	6	5	0	11	16
7:00 AM	0	0	2	0	2	0	2	2	0	4	0	6	2	0	8	14
7:15 AM	0	0	0	0	0	0	2	1	0	3	0	7	4	0	11	14
7:30 AM	0	0	5	0	5	0	5	1	1	6	0	6	3	0	9	20
7:45 AM	0	0	6	0	6	0	7	1	0	8	0	3	8	0	11	25
Hourly Total	0	0	13	0	13	0	16	5	1	21	0	22	17	0	39	73
8:00 AM	0	4	9	0	13	0	10	4	1	14	0	9	17	0	26	53
8:15 AM	0	0	3	0	3	0	17	9	0	26	0	11	10	0	21	50
8:30 AM	0	1	4	0	5	0	10	3	1	13	0	22	12	0	34	52
8:45 AM	0	0	4	1	4	0	8	4	0	12	0	19	11	0	30	46
Hourly Total	0	5	20	1	25	0	45	20	2	65	0	61	50	0	111	201
*** BREAK ***	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
3:00 PM	0	0	7	0	7	0	3	3	0	6	0	10	16	1	26	39
3:15 PM	1	1	8	0	10	0	6	5	0	11	0	8	10	0	18	39
3:30 PM	0	1	3	0	4	0	6	9	0	15	0	11	18	0	29	48
3:45 PM	0	0	5	0	5	0	10	4	0	14	0	14	12	0	26	45
Hourly Total	1	2	23	0	26	0	25	21	0	46	0	43	56	1	99	171
4:00 PM	0	2	2	0	4	0	9	1	1	10	1	24	16	0	41	55
4:15 PM	0	0	3	1	3	0	13	1	0	14	0	13	12	0	25	42
4:30 PM	0	1	2	2	3	0	7	0	5	7	0	11	9	0	20	30
4:45 PM	0	1	4	0	5	0	10	2	0	12	0	8	8	0	16	33
Hourly Total	0	4	11	3	15	0	39	4	6	43	1	56	45	0	102	160
5:00 PM	0	0	2	0	2	0	5	0	0	5	1	11	22	0	34	41
5:15 PM	0	1	1	0	2	0	7	4	0	11	0	12	10	0	22	35
5:30 PM	0	1	7	0	8	0	9	0	0	9	0	7	7	0	14	31
5:45 PM	0	1	3	0	4	0	10	2	0	12	0	8	8	0	16	32
Hourly Total	0	3	13	0	16	0	31	6	0	37	1	38	47	0	86	139
Grand Total	1	16	81	4	98	0	158	56	11	214	2	226	220	1	448	760
Approach %	1.0	16.3	82.7	-	-	0.0	73.8	26.2	-	-	0.4	50.4	49.1	-	-	-
Total %	0.1	2.1	10.7	-	12.9	0.0	20.8	7.4	-	28.2	0.3	29.7	28.9	-	58.9	-
Lights	1	16	81	-	98	0	157	54	-	211	2	224	215	-	441	750
% Lights	100.0	100.0	100.0	-	100.0	-	99.4	96.4	-	98.6	100.0	99.1	97.7	-	98.4	98.7
Mediums	0	0	0	-	0	0	1	2	-	3	0	2	4	-	6	9
% Mediums	0.0	0.0	0.0	-	0.0	-	0.6	3.6	-	1.4	0.0	0.9	1.8	-	1.3	1.2
Articulated Trucks	0	0	0	-	0	0	0	0	-	0	0	0	0	-	0	0

Appendix B

% Articulated Trucks	0.0	0.0	0.0	-	0.0	-	0.0	0.0	-	0.0	0.0	0.0	0.0	-	0.0	0.0
Bicycles on Road	0	0	0	-	0	0	0	0	-	0	0	0	1	-	1	1
% Bicycles on Road	0.0	0.0	0.0	-	0.0	-	0.0	0.0	-	0.0	0.0	0.0	0.5	-	0.2	0.1
Pedestrians	-	-	-	4	-	-	-	-	11	-	-	-	-	1	-	-
% Pedestrians	-	-	-	100.0	-	-	-	-	100.0	-	-	-	-	100.0	-	-

APPENDIX C

Crash Summary Map



Appendix C - IDOT Crash Data 2020-24

Winnetka Congregational Church
725 Pine Street
Winnetka, IL



1 inch = 100 Feet

APPENDIX D

CMAP 2050 Projections



433 West Van Buren Street, Suite 450
Chicago, IL 60607
cmap.illinois.gov | 312-454-0400

December 11, 2025

Milan Patel, P.E., PTOE, RSP1
Traffic Engineer
Gewalt Hamilton Associates, Inc.
625 Forest Edge Drive
Vernon Hills, IL 60061

Subject: Green Bay Road and Pine Street
IDOT

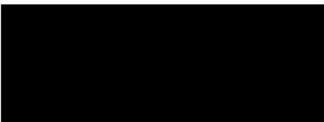
Dear Mr. Milan:

In response to a request made on your behalf and dated December 10, 2025, we have developed year 2050 average daily traffic (ADT) projections for the subject location.

ROAD SEGMENT	Current ADT	Year 2050 ADT
Green Bay Road north of Pine Street	8,050	8,500
Green Bay Road south of Pine Street	8,050	8,500
Pine Street east of Green Bay Road	1,400	1,400

Traffic projections are developed using existing ADT data provided in the request letter and the results from the June 2025 CMAP Travel Demand Analysis. The regional travel model uses CMAP 2050 socioeconomic projections and assumes the implementation of the ON TO 2050 Comprehensive Regional Plan for the Northeastern Illinois area. The provision of this data in support of your request does not constitute a CMAP endorsement of the proposed development or any subsequent developments.

If you have any questions, please call me at (312) 386-8806 or email me at jrodriguez@cmap.illinois.gov



Jose Rodriguez, PTP, AICP
Senior Planner, Research & Analysis

cc: Rios (IDOT)
S:\AdminGroups\ResearchAnalysis\2025_trafficForecasts\Winnetka\ck-131-25\ck-131-25.docxs

APPENDIX E

ITE Trip Generation Manual Excerpts

Land Use: 565 Day Care Center

Description

A day care center is a facility where care for preschool children is provided, normally during daytime hours. A day care facility generally includes classrooms, offices, eating areas, and playgrounds. A center may also provide after-school care for school-age children.

Additional Data

The sites were surveyed in the 1990s, the 2000s, the 2010s, and the 2020s in California, Florida, Maryland, Minnesota, New Hampshire, New Jersey, New York, North Carolina, Oregon, Tennessee, Texas, and Wisconsin.

Source Numbers

335, 336, 337, 355, 418, 536, 550, 562, 583, 633, 734, 866, 869, 877, 878, 954, 959, 981, 1236

Day Care Center (565)

Vehicle Trip Ends vs: Students
On a: Weekday,
Peak Hour of Adjacent Street Traffic,
One Hour Between 7 and 9 a.m.

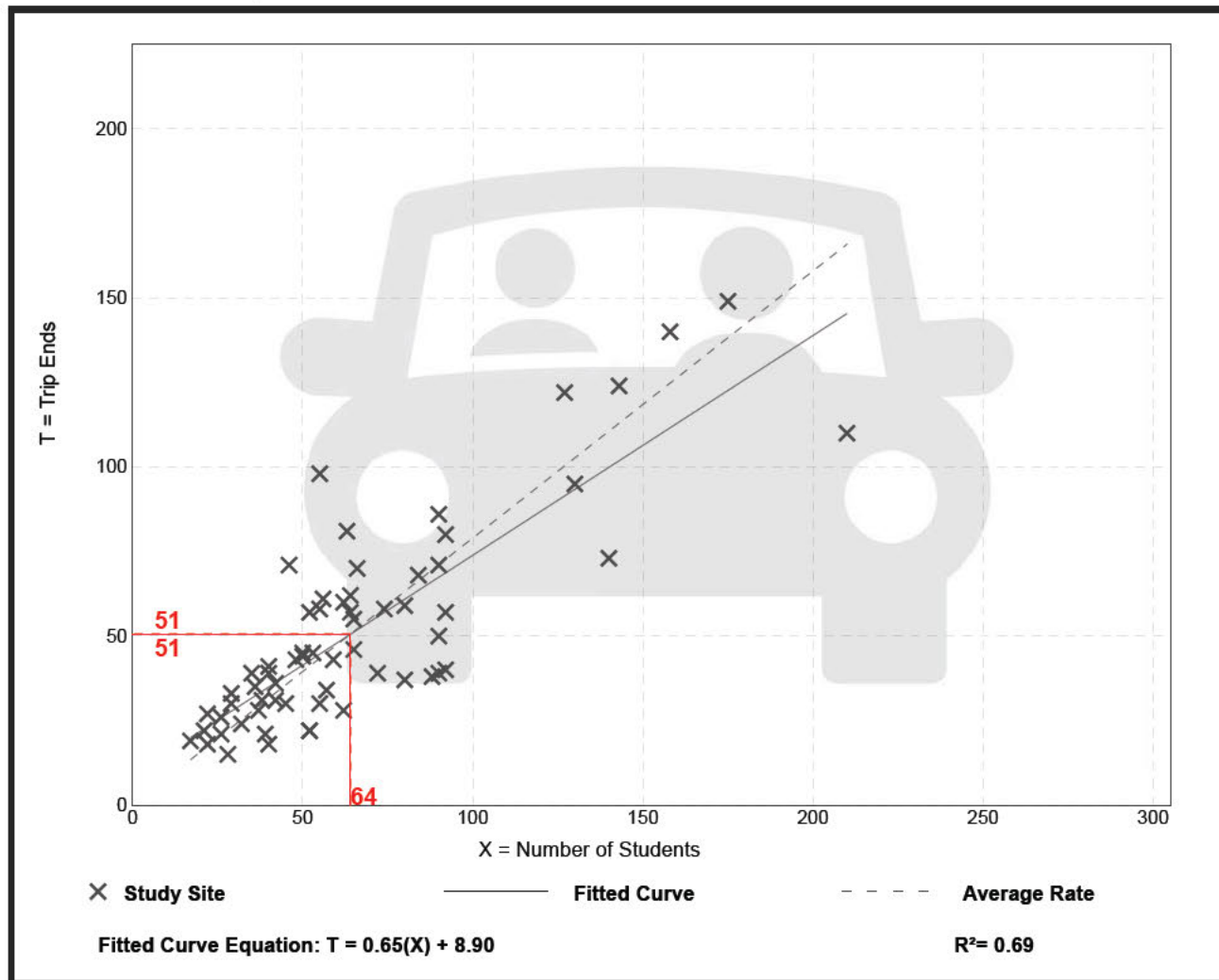
Setting/Location: General Urban/Suburban

Number of Studies: 63
 Avg. Num. of Students: 66
 Directional Distribution: 53% entering, 47% exiting

Vehicle Trip Generation per Student

Average Rate	Range of Rates	Standard Deviation
0.79	0.42 - 1.78	0.26

Data Plot and Equation



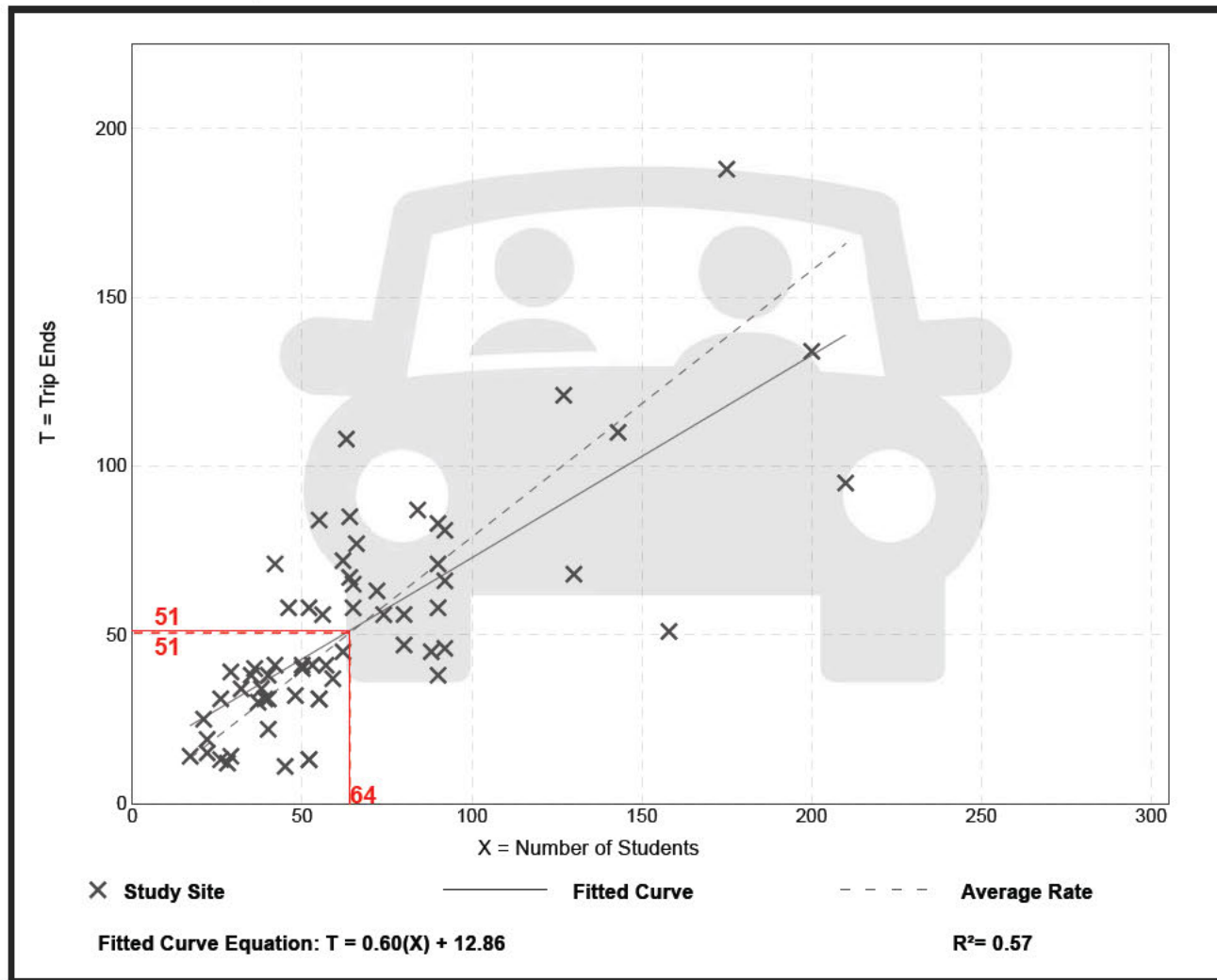
Day Care Center (565)

Vehicle Trip Ends vs: Students
On a: Weekday,
Peak Hour of Adjacent Street Traffic,
One Hour Between 4 and 6 p.m.
Setting/Location: General Urban/Suburban
 Number of Studies: 63
 Avg. Num. of Students: 67
 Directional Distribution: 47% entering, 53% exiting

Vehicle Trip Generation per Student

Average Rate	Range of Rates	Standard Deviation
0.79	0.24 - 1.71	0.31

Data Plot and Equation



Day Care Center (565)

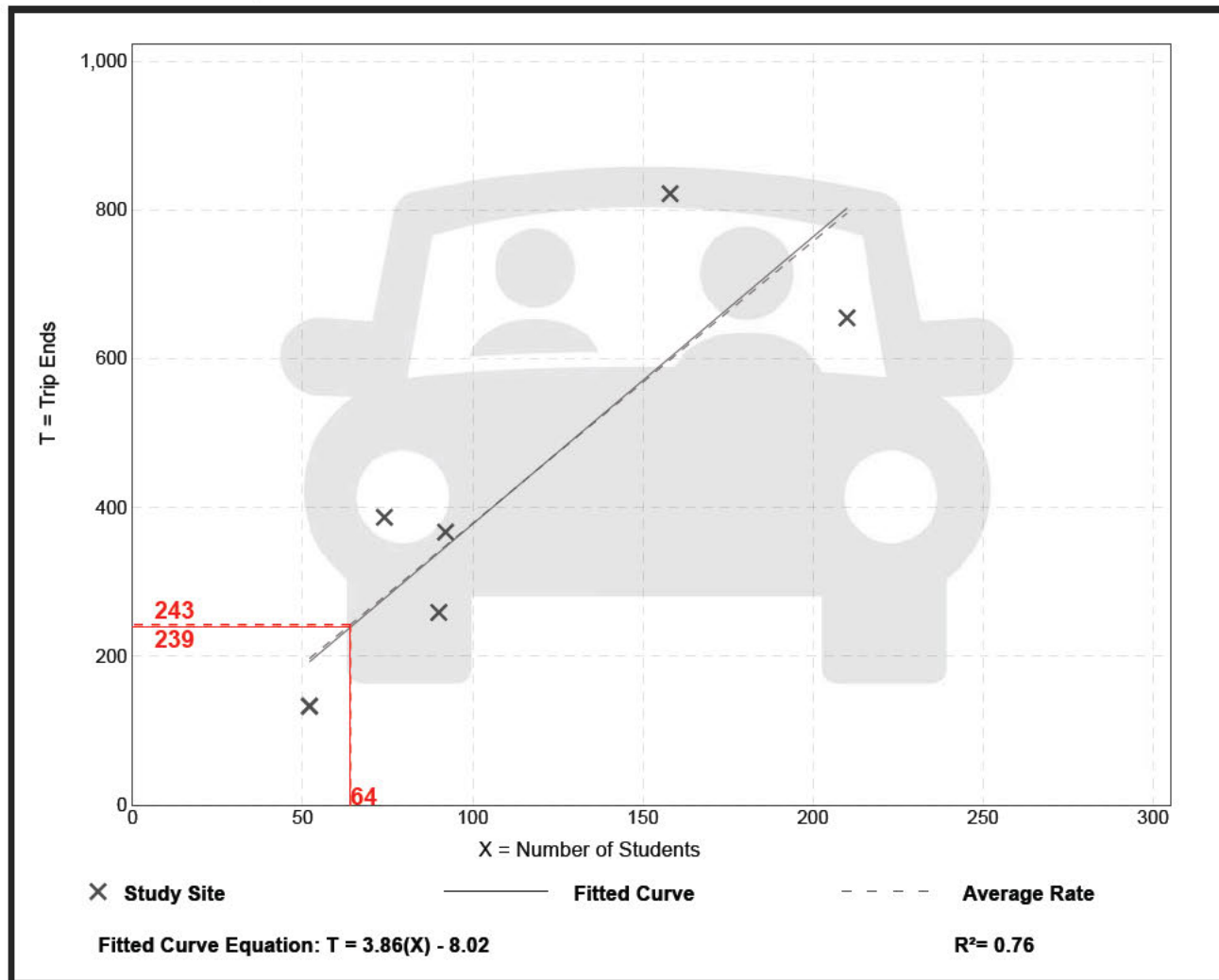
Vehicle Trip Ends vs: Students
On a: Weekday

Setting/Location: General Urban/Suburban
Number of Studies: 7
Avg. Num. of Students: 104
Directional Distribution: 50% entering, 50% exiting

Vehicle Trip Generation per Student

Average Rate	Range of Rates	Standard Deviation
3.79	2.56 - 5.23	1.13

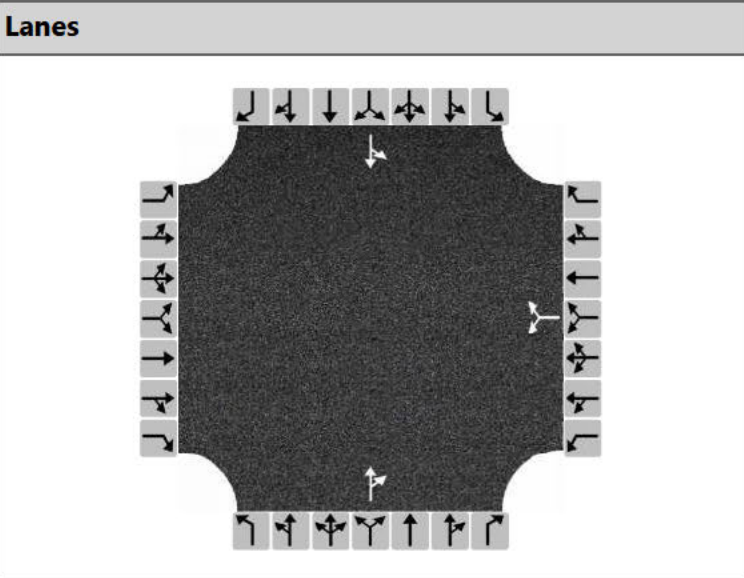
Data Plot and Equation



APPENDIX F

Capacity Analysis Worksheets

General and Site Information	
Analyst	Milan P
Agency/Co.	GHA
Date Performed	12/15/2025
Analysis Year	2025
Analysis Time Period (hrs)	0.25
Time Analyzed	8:00-9:00 AM
Project Description	AM Exist
Intersection	Lincoln Avenue & Prospect Avenue
Jurisdiction	Village of Winnetka
East/West Street	Prospect Avenue
North/South Street	Lincoln Avenue
Peak Hour Factor	0.95

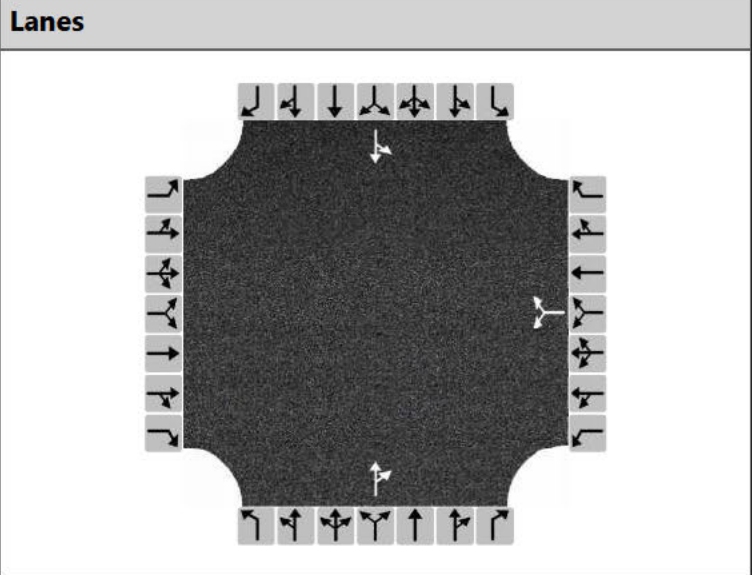


Turning Movement Demand Volumes													
Approach	Eastbound			Westbound			Northbound			Southbound			
	L	T	R	L	T	R	L	T	R	L	T	R	
Movement													
Volume (veh/h)				28		37		62	39	75	83		
% Thrus in Shared Lane													

Lane Flow Rate and Adjustments													
Approach	Eastbound			Westbound			Northbound			Southbound			
	L1	L2	L3	L1	L2	L3	L1	L2	L3	L1	L2	L3	
Lane													
Configuration				LR			TR			LT			
Flow Rate, v (veh/h)				68			106			166			
Percent Heavy Vehicles				4			2			3			
Initial Departure Headway, h _d (s)				3.20			3.20			3.20			
Initial Degree of Utilization, x				0.061			0.095			0.148			
Final Departure Headway, h _d (s)				4.30			4.03			4.31			
Final Degree of Utilization, x				0.082			0.119			0.199			
Move-Up Time, m (s)				2.0			2.0			2.0			
Service Time, t _s (s)				2.30			2.03			2.31			

Capacity, Delay and Level of Service													
Approach	Eastbound			Westbound			Northbound			Southbound			
	L1	L2	L3	L1	L2	L3	L1	L2	L3	L1	L2	L3	
Lane													
Configuration				LR			TR			LT			
Flow Rate, v (veh/h)				68			106			166			
Capacity (veh/h)				838			893			836			
95% Queue Length, Q ₉₅ (veh)				0.3			0.4			0.7			
95% Queue Length, Q ₉₅ (ft)				7.7			10.2			17.9			
Control Delay (s/veh)				7.7			7.6			8.4			
Level of Service, LOS				A			A			A			
Approach Delay (s/veh) LOS				7.7		A	7.6		A	8.4		A	
Intersection Delay (s/veh) LOS				8.0			A						

General and Site Information	
Analyst	Milan P
Agency/Co.	GHA
Date Performed	12/15/2025
Analysis Year	2031
Analysis Time Period (hrs)	0.25
Time Analyzed	8:00-9:00 AM
Project Description	AM No Build
Intersection	Lincoln Avenue & Prospect Avenue
Jurisdiction	Village of Winnetka
East/West Street	Prospect Avenue
North/South Street	Lincoln Avenue
Peak Hour Factor	0.95

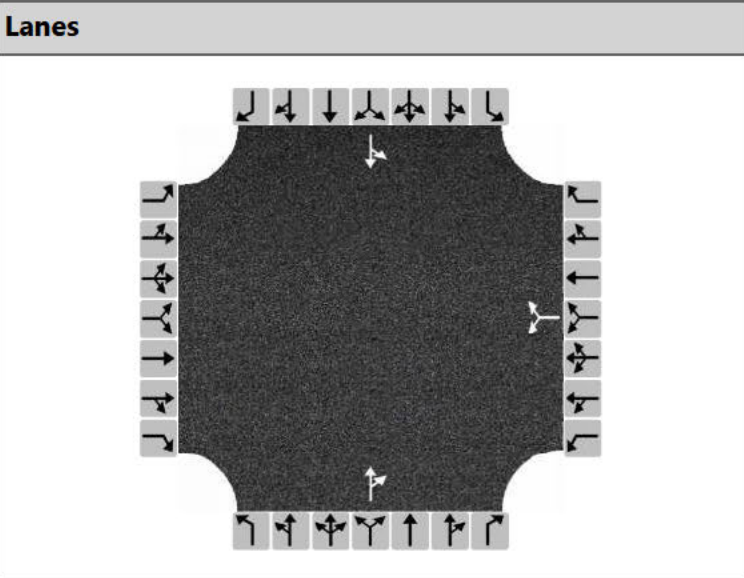


Turning Movement Demand Volumes												
Approach	Eastbound			Westbound			Northbound			Southbound		
	L	T	R	L	T	R	L	T	R	L	T	R
Movement												
Volume (veh/h)				28		37		63	39	76	84	
% Thrus in Shared Lane												

Lane Flow Rate and Adjustments												
Approach	Eastbound			Westbound			Northbound			Southbound		
	L1	L2	L3	L1	L2	L3	L1	L2	L3	L1	L2	L3
Lane												
Configuration				LR			TR			LT		
Flow Rate, v (veh/h)				68			107			168		
Percent Heavy Vehicles				4			2			3		
Initial Departure Headway, h _d (s)				3.20			3.20			3.20		
Initial Degree of Utilization, x				0.061			0.095			0.150		
Final Departure Headway, h _d (s)				4.31			4.04			4.31		
Final Degree of Utilization, x				0.082			0.120			0.202		
Move-Up Time, m (s)				2.0			2.0			2.0		
Service Time, t _s (s)				2.31			2.04			2.31		

Capacity, Delay and Level of Service												
Approach	Eastbound			Westbound			Northbound			Southbound		
	L1	L2	L3	L1	L2	L3	L1	L2	L3	L1	L2	L3
Lane												
Configuration				LR			TR			LT		
Flow Rate, v (veh/h)				68			107			168		
Capacity (veh/h)				836			892			836		
95% Queue Length, Q ₉₅ (veh)				0.3			0.4			0.8		
95% Queue Length, Q ₉₅ (ft)				7.7			10.2			20.5		
Control Delay (s/veh)				7.7			7.6			8.4		
Level of Service, LOS				A			A			A		
Approach Delay (s/veh) LOS				7.7		A	7.6		A	8.4		A
Intersection Delay (s/veh) LOS				8.0			A					

General and Site Information	
Analyst	Milan P
Agency/Co.	GHA
Date Performed	12/15/2025
Analysis Year	2031
Analysis Time Period (hrs)	0.25
Time Analyzed	8:00-9:00 AM
Project Description	AM Total
Intersection	Lincoln Avenue & Prospect Avenue
Jurisdiction	Village of Winnetka
East/West Street	Prospect Avenue
North/South Street	Lincoln Avenue
Peak Hour Factor	0.95

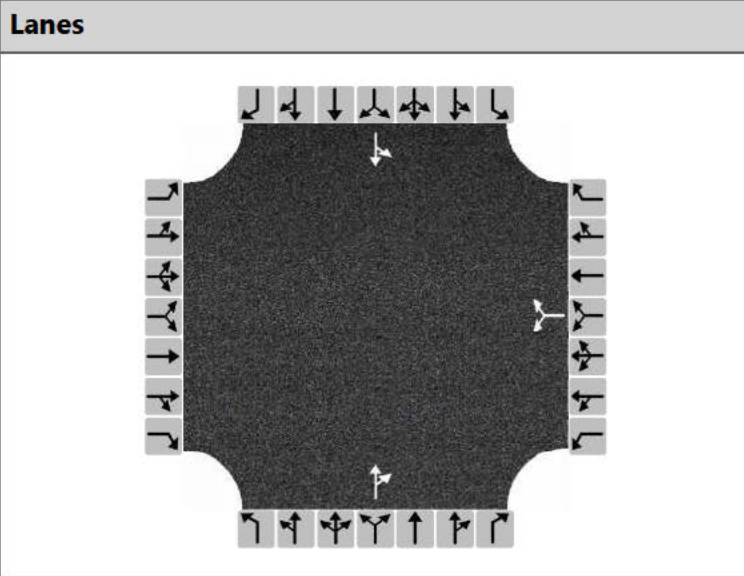


Turning Movement Demand Volumes												
Approach	Eastbound			Westbound			Northbound			Southbound		
	L	T	R	L	T	R	L	T	R	L	T	R
Movement												
Volume (veh/h)				36		46		63	48	85	84	
% Thrus in Shared Lane												

Lane Flow Rate and Adjustments												
Approach	Eastbound			Westbound			Northbound			Southbound		
	L1	L2	L3	L1	L2	L3	L1	L2	L3	L1	L2	L3
Lane												
Configuration				LR			TR			LT		
Flow Rate, v (veh/h)				86			117			178		
Percent Heavy Vehicles				4			2			3		
Initial Departure Headway, h _d (s)				3.20			3.20			3.20		
Initial Degree of Utilization, x				0.077			0.104			0.158		
Final Departure Headway, h _d (s)				4.36			4.06			4.37		
Final Degree of Utilization, x				0.104			0.132			0.216		
Move-Up Time, m (s)				2.0			2.0			2.0		
Service Time, t _s (s)				2.36			2.06			2.37		

Capacity, Delay and Level of Service												
Approach	Eastbound			Westbound			Northbound			Southbound		
	L1	L2	L3	L1	L2	L3	L1	L2	L3	L1	L2	L3
Lane												
Configuration				LR			TR			LT		
Flow Rate, v (veh/h)				86			117			178		
Capacity (veh/h)				827			886			824		
95% Queue Length, Q ₉₅ (veh)				0.3			0.5			0.8		
95% Queue Length, Q ₉₅ (ft)				7.7			12.7			20.5		
Control Delay (s/veh)				7.9			7.7			8.6		
Level of Service, LOS				A			A			A		
Approach Delay (s/veh) LOS				7.9		A	7.7		A	8.6		A
Intersection Delay (s/veh) LOS				8.1			A					

General and Site Information	
Analyst	Milan P
Agency/Co.	GHA
Date Performed	12/15/2025
Analysis Year	2025
Analysis Time Period (hrs)	0.25
Time Analyzed	3:30-4:30 PM
Project Description	PM Exist
Intersection	Lincoln Avenue & Prospect Avenue
Jurisdiction	Village of Winnetka
East/West Street	Prospect Avenue
North/South Street	Lincoln Avenue
Peak Hour Factor	0.95

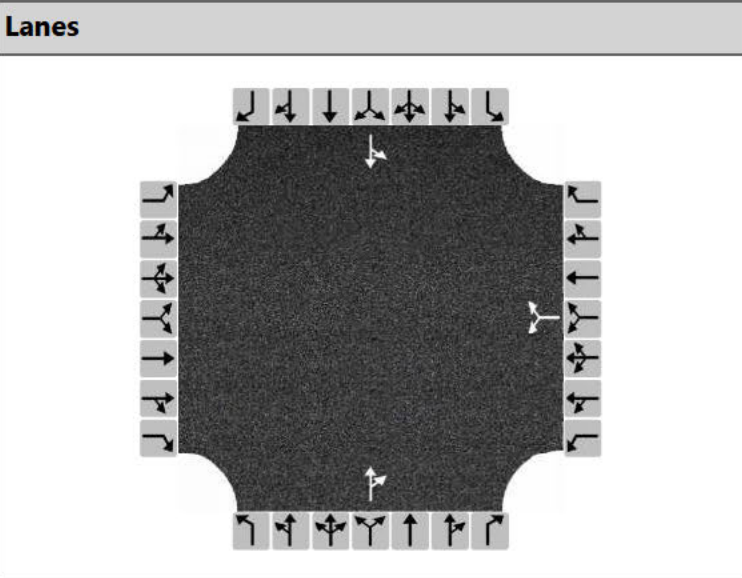


Turning Movement Demand Volumes													
Approach	Eastbound			Westbound			Northbound			Southbound			
	L	T	R	L	T	R	L	T	R	L	T	R	
Movement													
Volume (veh/h)				11		44		92	43	77	77		
% Thrus in Shared Lane													

Lane Flow Rate and Adjustments													
Approach	Eastbound			Westbound			Northbound			Southbound			
	L1	L2	L3	L1	L2	L3	L1	L2	L3	L1	L2	L3	
Lane													
Configuration				LR			TR			LT			
Flow Rate, v (veh/h)				58			142			162			
Percent Heavy Vehicles				0			1			1			
Initial Departure Headway, h _d (s)				3.20			3.20			3.20			
Initial Degree of Utilization, x				0.051			0.126			0.144			
Final Departure Headway, h _d (s)				4.10			4.02			4.28			
Final Degree of Utilization, x				0.066			0.159			0.193			
Move-Up Time, m (s)				2.0			2.0			2.0			
Service Time, t _s (s)				2.10			2.02			2.28			

Capacity, Delay and Level of Service													
Approach	Eastbound			Westbound			Northbound			Southbound			
	L1	L2	L3	L1	L2	L3	L1	L2	L3	L1	L2	L3	
Lane													
Configuration				LR			TR			LT			
Flow Rate, v (veh/h)				58			142			162			
Capacity (veh/h)				877			896			841			
95% Queue Length, Q ₉₅ (veh)				0.2			0.6			0.7			
95% Queue Length, Q ₉₅ (ft)				5.0			15.1			17.6			
Control Delay (s/veh)				7.4			7.8			8.3			
Level of Service, LOS				A			A			A			
Approach Delay (s/veh) LOS				7.4		A	7.8		A	8.3		A	
Intersection Delay (s/veh) LOS				7.9			A						

General and Site Information	
Analyst	Milan P
Agency/Co.	GHA
Date Performed	12/15/2025
Analysis Year	2031
Analysis Time Period (hrs)	0.25
Time Analyzed	3:30-4:30 PM
Project Description	PM No Build
Intersection	Lincoln Avenue & Prospect Avenue
Jurisdiction	Village of Winnetka
East/West Street	Prospect Avenue
North/South Street	Lincoln Avenue
Peak Hour Factor	0.95



Turning Movement Demand Volumes

Approach	Eastbound			Westbound			Northbound			Southbound		
	L	T	R	L	T	R	L	T	R	L	T	R
Movement												
Volume (veh/h)				11		45		93	44	78	78	
% Thrus in Shared Lane												

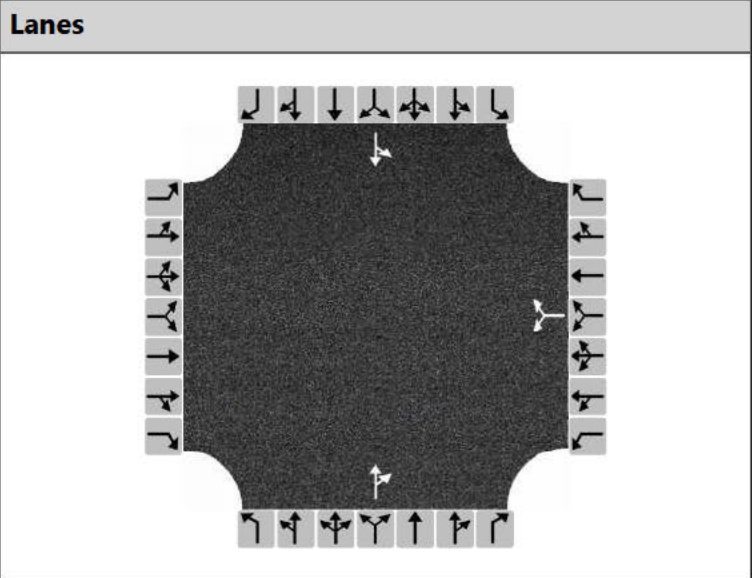
Lane Flow Rate and Adjustments

Approach	Eastbound			Westbound			Northbound			Southbound		
	L1	L2	L3	L1	L2	L3	L1	L2	L3	L1	L2	L3
Lane												
Configuration				LR			TR			LT		
Flow Rate, v (veh/h)				59			144			164		
Percent Heavy Vehicles				0			1			1		
Initial Departure Headway, h _d (s)				3.20			3.20			3.20		
Initial Degree of Utilization, x				0.052			0.128			0.146		
Final Departure Headway, h _d (s)				4.11			4.02			4.28		
Final Degree of Utilization, x				0.067			0.161			0.195		
Move-Up Time, m (s)				2.0			2.0			2.0		
Service Time, t _s (s)				2.11			2.02			2.28		

Capacity, Delay and Level of Service

Approach	Eastbound			Westbound			Northbound			Southbound		
	L1	L2	L3	L1	L2	L3	L1	L2	L3	L1	L2	L3
Lane												
Configuration				LR			TR			LT		
Flow Rate, v (veh/h)				59			144			164		
Capacity (veh/h)				876			895			840		
95% Queue Length, Q ₉₅ (veh)				0.2			0.6			0.7		
95% Queue Length, Q ₉₅ (ft)				5.0			15.1			17.6		
Control Delay (s/veh)				7.4			7.8			8.3		
Level of Service, LOS				A			A			A		
Approach Delay (s/veh) LOS				7.4		A	7.8		A	8.3		A
Intersection Delay (s/veh) LOS				8.0			A					

General and Site Information	
Analyst	Milan P
Agency/Co.	GHA
Date Performed	12/15/2025
Analysis Year	2031
Analysis Time Period (hrs)	0.25
Time Analyzed	3:30-4:30 PM
Project Description	PM Total
Intersection	Lincoln Avenue & Prospect Avenue
Jurisdiction	Village of Winnetka
East/West Street	Prospect Avenue
North/South Street	Lincoln Avenue
Peak Hour Factor	0.95



Turning Movement Demand Volumes

Approach	Eastbound			Westbound			Northbound			Southbound		
	L	T	R	L	T	R	L	T	R	L	T	R
Movement												
Volume (veh/h)				20		54		93	52	87	78	
% Thrus in Shared Lane												

Lane Flow Rate and Adjustments

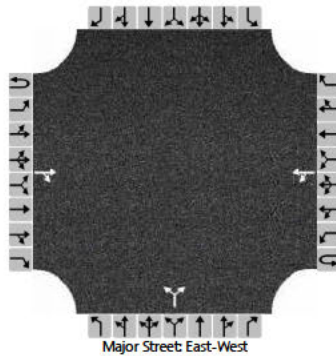
Approach	Eastbound			Westbound			Northbound			Southbound		
	L1	L2	L3	L1	L2	L3	L1	L2	L3	L1	L2	L3
Lane												
Configuration				LR			TR			LT		
Flow Rate, v (veh/h)				78			153			174		
Percent Heavy Vehicles				0			1			1		
Initial Departure Headway, h _d (s)				3.20			3.20			3.20		
Initial Degree of Utilization, x				0.069			0.136			0.154		
Final Departure Headway, h _d (s)				4.21			4.06			4.35		
Final Degree of Utilization, x				0.091			0.172			0.210		
Move-Up Time, m (s)				2.0			2.0			2.0		
Service Time, t _s (s)				2.21			2.06			2.35		

Capacity, Delay and Level of Service

Approach	Eastbound			Westbound			Northbound			Southbound		
	L1	L2	L3	L1	L2	L3	L1	L2	L3	L1	L2	L3
Lane												
Configuration				LR			TR			LT		
Flow Rate, v (veh/h)				78			153			174		
Capacity (veh/h)				855			887			828		
95% Queue Length, Q ₉₅ (veh)				0.3			0.6			0.8		
95% Queue Length, Q ₉₅ (ft)				7.5			15.1			20.2		
Control Delay (s/veh)				7.6			7.9			8.5		
Level of Service, LOS				A			A			A		
Approach Delay (s/veh) LOS				7.6		A	7.9		A	8.5		A
Intersection Delay (s/veh) LOS				8.1			A					

General Information				Site Information			
Analyst	Milan P			Intersection	Prospect Ave & Pine St		
Agency/Co.	GHA			Jurisdiction	Village of Winnetka		
Date Performed	12/15/2025			East/West Street	Prospect Ave		
Analysis Year	2025			North/South Street	Pine St		
Time Analyzed	8:00-9:00 AM			Peak Hour Factor	0.95		
Intersection Orientation	East-West			Analysis Time Period (hrs)	0.25		
Project Description	AM Exist						

Lanes



Vehicle Volumes and Adjustments

Approach	Eastbound				Westbound				Northbound				Southbound			
	U	L	T	R	U	L	T	R	U	L	T	R	U	L	T	R
Movement	1U	1	2	3	4U	4	5	6		7	8	9		10	11	12
Priority																
Number of Lanes	0	0	1	0	0	0	1	0		0	1	0		0	0	0
Configuration				TR		LT					LR					
Volume (veh/h)			64	50		5	20			45		20				
Percent Heavy Vehicles (%)						0				0		0				
Proportion Time Blocked																
Percent Grade (%)										0						
Right Turn Channelized																
Median Type Storage	Undivided															

Critical and Follow-up Headways

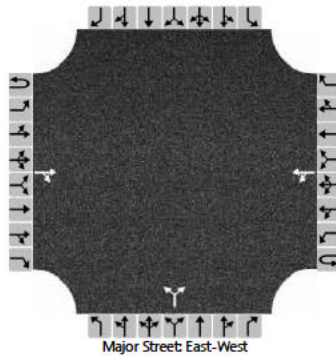
Base Critical Headway (sec)						4.1					7.1		6.2			
Critical Headway (sec)						4.10					6.40		6.20			
Base Follow-Up Headway (sec)						2.2					3.5		3.3			
Follow-Up Headway (sec)						2.20					3.50		3.30			

Delay, Queue Length, and Level of Service

Flow Rate, v (veh/h)						5						68				
Capacity, c (veh/h)						1480						899				
v/c Ratio						0.00						0.08				
95% Queue Length, Q ₉₅ (veh)						0.0						0.2				
95% Queue Length, Q ₉₅ (ft)						0.0						5.0				
Control Delay (s/veh)						7.4	0.0					9.3				
Level of Service (LOS)						A	A					A				
Approach Delay (s/veh)					1.5				9.3							
Approach LOS					A				A							

General Information				Site Information			
Analyst	Milan P			Intersection	Prospect Ave & Pine St		
Agency/Co.	GHA			Jurisdiction	Village of Winnetka		
Date Performed	12/15/2025			East/West Street	Prospect Ave		
Analysis Year	2031			North/South Street	Pine St		
Time Analyzed	8:00-9:00 AM			Peak Hour Factor	0.95		
Intersection Orientation	East-West			Analysis Time Period (hrs)	0.25		
Project Description	AM No Build						

Lanes



Vehicle Volumes and Adjustments

Approach	Eastbound				Westbound				Northbound				Southbound			
	U	L	T	R	U	L	T	R	U	L	T	R	U	L	T	R
Movement	1U	1	2	3	4U	4	5	6		7	8	9		10	11	12
Priority																
Number of Lanes	0	0	1	0	0	0	1	0		0	1	0		0	0	0
Configuration				TR		LT					LR					
Volume (veh/h)			65	50		5	20			45		20				
Percent Heavy Vehicles (%)						0				0		0				
Proportion Time Blocked																
Percent Grade (%)										0						
Right Turn Channelized																
Median Type Storage	Undivided															

Critical and Follow-up Headways

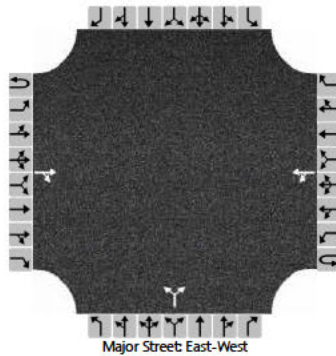
Base Critical Headway (sec)						4.1					7.1		6.2			
Critical Headway (sec)						4.10					6.40		6.20			
Base Follow-Up Headway (sec)						2.2					3.5		3.3			
Follow-Up Headway (sec)						2.20					3.50		3.30			

Delay, Queue Length, and Level of Service

Flow Rate, v (veh/h)						5						68				
Capacity, c (veh/h)						1479						898				
v/c Ratio						0.00						0.08				
95% Queue Length, Q ₉₅ (veh)						0.0						0.2				
95% Queue Length, Q ₉₅ (ft)						0.0						5.0				
Control Delay (s/veh)						7.4	0.0					9.3				
Level of Service (LOS)						A	A					A				
Approach Delay (s/veh)						1.5				9.3						
Approach LOS						A				A						

General Information				Site Information			
Analyst	Milan P			Intersection	Prospect Ave & Pine St		
Agency/Co.	GHA			Jurisdiction	Village of Winnetka		
Date Performed	12/15/2025			East/West Street	Prospect Ave		
Analysis Year	2031			North/South Street	Pine St		
Time Analyzed	8:00-9:00 AM			Peak Hour Factor	0.95		
Intersection Orientation	East-West			Analysis Time Period (hrs)	0.25		
Project Description	AM Total						

Lanes



Vehicle Volumes and Adjustments

Approach	Eastbound				Westbound				Northbound				Southbound			
	U	L	T	R	U	L	T	R	U	L	T	R	U	L	T	R
Movement	1U	1	2	3	4U	4	5	6		7	8	9		10	11	12
Priority																
Number of Lanes	0	0	1	0	0	0	1	0		0	1	0		0	0	0
Configuration				TR		LT					LR					
Volume (veh/h)			83	50		10	37			45		26				
Percent Heavy Vehicles (%)						0				0		0				
Proportion Time Blocked																
Percent Grade (%)										0						
Right Turn Channelized																
Median Type Storage	Undivided															

Critical and Follow-up Headways

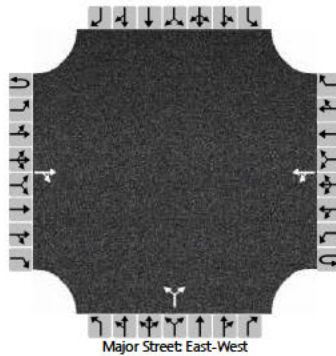
Base Critical Headway (sec)						4.1					7.1		6.2			
Critical Headway (sec)						4.10					6.40		6.20			
Base Follow-Up Headway (sec)						2.2					3.5		3.3			
Follow-Up Headway (sec)						2.20					3.50		3.30			

Delay, Queue Length, and Level of Service

Flow Rate, v (veh/h)						11						75				
Capacity, c (veh/h)						1456						858				
v/c Ratio						0.01						0.09				
95% Queue Length, Q ₉₅ (veh)						0.0						0.3				
95% Queue Length, Q ₉₅ (ft)						0.0						7.5				
Control Delay (s/veh)						7.5	0.1					9.6				
Level of Service (LOS)						A	A					A				
Approach Delay (s/veh)					1.6				9.6							
Approach LOS					A				A							

General Information				Site Information			
Analyst	Milan P			Intersection	Prospect Ave & Pine St		
Agency/Co.	GHA			Jurisdiction	Village of Winnetka		
Date Performed	12/15/2025			East/West Street	Prospect Ave		
Analysis Year	2025			North/South Street	Pine St		
Time Analyzed	3:30-4:30 PM			Peak Hour Factor	0.95		
Intersection Orientation	East-West			Analysis Time Period (hrs)	0.25		
Project Description	PM Exist						

Lanes



Vehicle Volumes and Adjustments

Approach	Eastbound				Westbound				Northbound				Southbound			
	U	L	T	R	U	L	T	R	U	L	T	R	U	L	T	R
Movement	1U	1	2	3	4U	4	5	6		7	8	9		10	11	12
Priority																
Number of Lanes	0	0	1	0	0	0	1	0		0	1	0		0	0	0
Configuration				TR		LT					LR					
Volume (veh/h)			62	58		3	14			41		15				
Percent Heavy Vehicles (%)						0				0		7				
Proportion Time Blocked																
Percent Grade (%)										0						
Right Turn Channelized																
Median Type Storage	Undivided															

Critical and Follow-up Headways

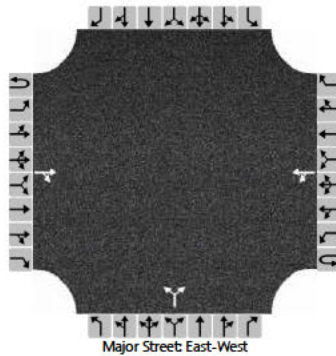
Base Critical Headway (sec)						4.1					7.1		6.2			
Critical Headway (sec)						4.10					6.40		6.27			
Base Follow-Up Headway (sec)						2.2					3.5		3.3			
Follow-Up Headway (sec)						2.20					3.50		3.36			

Delay, Queue Length, and Level of Service

Flow Rate, v (veh/h)						3						59				
Capacity, c (veh/h)						1473						899				
v/c Ratio						0.00						0.07				
95% Queue Length, Q ₉₅ (veh)						0.0						0.2				
95% Queue Length, Q ₉₅ (ft)						0.0						5.1				
Control Delay (s/veh)						7.5	0.0					9.3				
Level of Service (LOS)						A	A					A				
Approach Delay (s/veh)					1.3				9.3							
Approach LOS					A				A							

General Information				Site Information			
Analyst	Milan P			Intersection	Prospect Ave & Pine St		
Agency/Co.	GHA			Jurisdiction	Village of Winnetka		
Date Performed	12/15/2025			East/West Street	Prospect Ave		
Analysis Year	2031			North/South Street	Pine St		
Time Analyzed	3:30-4:30 PM			Peak Hour Factor	0.95		
Intersection Orientation	East-West			Analysis Time Period (hrs)	0.25		
Project Description	PM No Build						

Lanes



Vehicle Volumes and Adjustments

Approach	Eastbound				Westbound				Northbound				Southbound			
	U	L	T	R	U	L	T	R	U	L	T	R	U	L	T	R
Movement	1U	1	2	3	4U	4	5	6		7	8	9		10	11	12
Priority																
Number of Lanes	0	0	1	0	0	0	1	0		0	1	0		0	0	0
Configuration				TR		LT					LR					
Volume (veh/h)			63	59		3	15			41		15				
Percent Heavy Vehicles (%)						0				0		7				
Proportion Time Blocked																
Percent Grade (%)										0						
Right Turn Channelized																
Median Type Storage	Undivided															

Critical and Follow-up Headways

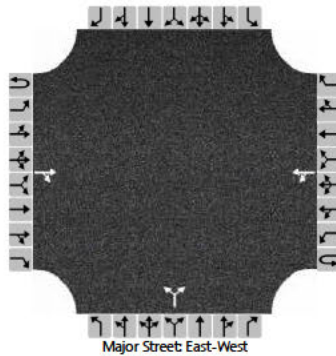
Base Critical Headway (sec)						4.1					7.1		6.2			
Critical Headway (sec)						4.10					6.40		6.27			
Base Follow-Up Headway (sec)						2.2					3.5		3.3			
Follow-Up Headway (sec)						2.20					3.50		3.36			

Delay, Queue Length, and Level of Service

Flow Rate, v (veh/h)						3						59				
Capacity, c (veh/h)						1470						896				
v/c Ratio						0.00						0.07				
95% Queue Length, Q ₉₅ (veh)						0.0						0.2				
95% Queue Length, Q ₉₅ (ft)						0.0						5.1				
Control Delay (s/veh)						7.5	0.0					9.3				
Level of Service (LOS)						A	A					A				
Approach Delay (s/veh)					1.3				9.3							
Approach LOS					A				A							

General Information				Site Information			
Analyst	Milan P			Intersection	Prospect Ave & Pine St		
Agency/Co.	GHA			Jurisdiction	Village of Winnetka		
Date Performed	12/15/2025			East/West Street	Prospect Ave		
Analysis Year	2031			North/South Street	Pine St		
Time Analyzed	3:30-4:30 PM			Peak Hour Factor	0.95		
Intersection Orientation	East-West			Analysis Time Period (hrs)	0.25		
Project Description	PM Total						

Lanes



Vehicle Volumes and Adjustments

Approach	Eastbound				Westbound				Northbound				Southbound			
	U	L	T	R	U	L	T	R	U	L	T	R	U	L	T	R
Movement	1U	1	2	3	4U	4	5	6		7	8	9		10	11	12
Priority																
Number of Lanes	0	0	1	0	0	0	1	0		0	1	0		0	0	0
Configuration				TR		LT					LR					
Volume (veh/h)			80	59		9	33			41		20				
Percent Heavy Vehicles (%)						0				0		7				
Proportion Time Blocked																
Percent Grade (%)										0						
Right Turn Channelized																
Median Type Storage	Undivided															

Critical and Follow-up Headways

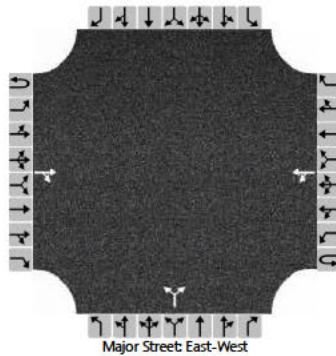
Base Critical Headway (sec)						4.1					7.1		6.2			
Critical Headway (sec)						4.10					6.40		6.27			
Base Follow-Up Headway (sec)						2.2					3.5		3.3			
Follow-Up Headway (sec)						2.20					3.50		3.36			

Delay, Queue Length, and Level of Service

Flow Rate, v (veh/h)						9						64				
Capacity, c (veh/h)						1448						852				
v/c Ratio						0.01						0.08				
95% Queue Length, Q ₉₅ (veh)						0.0						0.2				
95% Queue Length, Q ₉₅ (ft)						0.0						5.1				
Control Delay (s/veh)						7.5	0.1					9.6				
Level of Service (LOS)						A	A					A				
Approach Delay (s/veh)					1.6				9.6							
Approach LOS					A				A							

General Information				Site Information			
Analyst	Milan P			Intersection	Prospect Ave & Church Full Access		
Agency/Co.	GHA			Jurisdiction	Village of Winnetka		
Date Performed	12/15/2025			East/West Street	Prospect Ave		
Analysis Year	2031			North/South Street	Church Full Access		
Time Analyzed	8:00-9:00 AM			Peak Hour Factor	0.95		
Intersection Orientation	East-West			Analysis Time Period (hrs)	0.25		
Project Description	AM Total						

Lanes



Vehicle Volumes and Adjustments

Approach	Eastbound				Westbound				Northbound				Southbound			
	U	L	T	R	U	L	T	R	U	L	T	R	U	L	T	R
Movement	1U	1	2	3	4U	4	5	6		7	8	9		10	11	12
Priority																
Number of Lanes	0	0	1	0	0	0	1	0		0	1	0		0	0	0
Configuration				TR		LT					LR					
Volume (veh/h)			85	24		3	25			22		2				
Percent Heavy Vehicles (%)						3				3		3				
Proportion Time Blocked																
Percent Grade (%)										0						
Right Turn Channelized																
Median Type Storage	Undivided															

Critical and Follow-up Headways

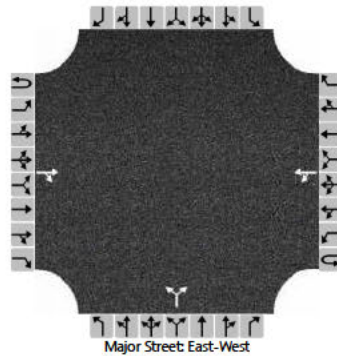
Base Critical Headway (sec)						4.1					7.1		6.2			
Critical Headway (sec)						4.13					6.43		6.23			
Base Follow-Up Headway (sec)						2.2					3.5		3.3			
Follow-Up Headway (sec)						2.23					3.53		3.33			

Delay, Queue Length, and Level of Service

Flow Rate, v (veh/h)						3						25				
Capacity, c (veh/h)						1468						862				
v/c Ratio						0.00						0.03				
95% Queue Length, Q ₉₅ (veh)						0.0						0.1				
95% Queue Length, Q ₉₅ (ft)						0.0						2.6				
Control Delay (s/veh)						7.5	0.0					9.3				
Level of Service (LOS)						A	A					A				
Approach Delay (s/veh)					0.8				9.3							
Approach LOS					A				A							

General Information		Site Information	
Analyst	Milan P	Intersection	Prospect Ave & Church Full Access
Agency/Co.	GHA	Jurisdiction	Village of Winnetka
Date Performed	12/15/2025	East/West Street	Prospect Ave
Analysis Year	2031	North/South Street	Church Full Access
Time Analyzed	3:30-4:30 PM	Peak Hour Factor	0.95
Intersection Orientation	East-West	Analysis Time Period (hrs)	0.25
Project Description	PM Total		

Lanes



Vehicle Volumes and Adjustments

Approach	Eastbound				Westbound				Northbound				Southbound			
	U	L	T	R	U	L	T	R	U	L	T	R	U	L	T	R
Movement	1U	1	2	3	4U	4	5	6		7	8	9		10	11	12
Priority																
Number of Lanes	0	0	1	0	0	0	1	0		0	1	0		0	0	0
Configuration				TR		LT					LR					
Volume (veh/h)			78	22		2	18			24		3				
Percent Heavy Vehicles (%)						3				3		3				
Proportion Time Blocked																
Percent Grade (%)										0						
Right Turn Channelized																
Median Type Storage	Undivided															

Critical and Follow-up Headways

Base Critical Headway (sec)						4.1					7.1		6.2			
Critical Headway (sec)						4.13					6.43		6.23			
Base Follow-Up Headway (sec)						2.2					3.5		3.3			
Follow-Up Headway (sec)						2.23					3.53		3.33			

Delay, Queue Length, and Level of Service

Flow Rate, v (veh/h)					2						28					
Capacity, c (veh/h)					1480						884					
v/c Ratio					0.00						0.03					
95% Queue Length, Q ₉₅ (veh)					0.0						0.1					
95% Queue Length, Q ₉₅ (ft)					0.0						2.6					
Control Delay (s/veh)					7.4	0.0					9.2					
Level of Service (LOS)					A	A					A					
Approach Delay (s/veh)					0.8				9.2							
Approach LOS					A				A							

APPENDIX G

ITE Parking Generation Manual Excerpts

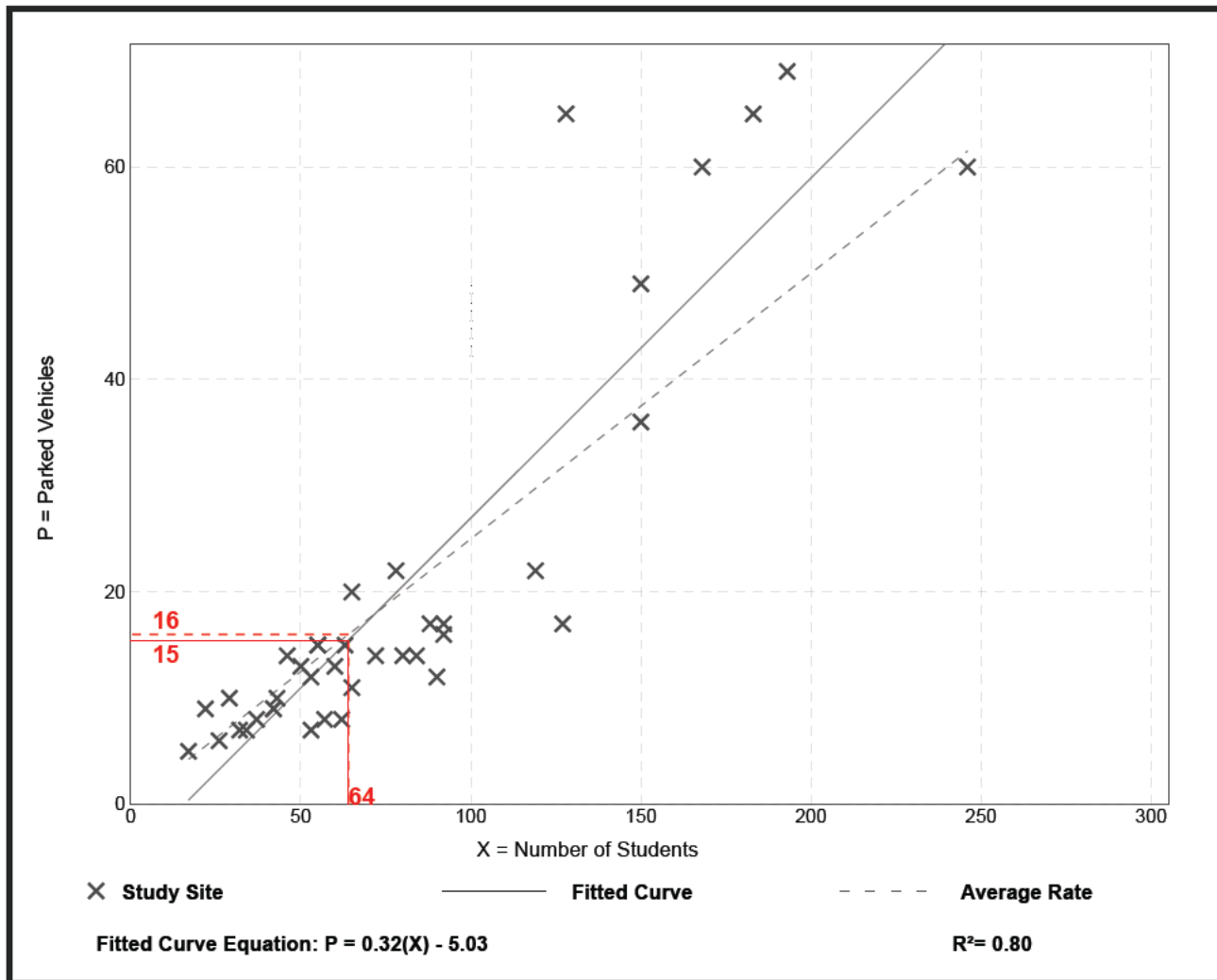
Day Care Center (565)

Peak Period Parking Demand vs: Students
On a: Weekday (Monday - Friday)
Setting/Location: General Urban/Suburban
 Number of Studies: 39
 Avg. Num. of Students: 81

Peak Period Parking Demand per Student

Average Rate	Range of Rates	33rd / 85th Percentile	95% Confidence Interval	Standard Deviation (Coeff. of Variation)
0.25	0.13 - 0.51	0.20 / 0.34	0.22 - 0.28	0.09 (36%)

Data Plot and Equation



Parking Generation Manual, 6th Edition • Institute of Transportation Engineers

Land Use: 565 Day Care Center

Description

A day care center is a facility where care for pre-school age children is provided, normally during daytime hours. A day care facility generally includes classrooms, offices, eating areas, and playgrounds. A day care center may also provide after-school care for school-age children.

Time-of-Day Distribution for Parking Demand

The following table presents a time-of-day distribution of parking demand on a weekday at 17 study sites in a general urban/suburban setting.

Hour Beginning	Percent of Weekday Peak Parking Demand
12:00–4:00 a.m.	—
5:00 a.m.	—
6:00 a.m.	11
7:00 a.m.	45
8:00 a.m.	89
9:00 a.m.	93
10:00 a.m.	100
11:00 a.m.	100
12:00 p.m.	97
1:00 p.m.	93
2:00 p.m.	88
3:00 p.m.	82
4:00 p.m.	88
5:00 p.m.	96
6:00 p.m.	61
7:00 p.m.	—
8:00 p.m.	—
9:00 p.m.	—
10:00 p.m.	—
11:00 p.m.	—

Additional Data

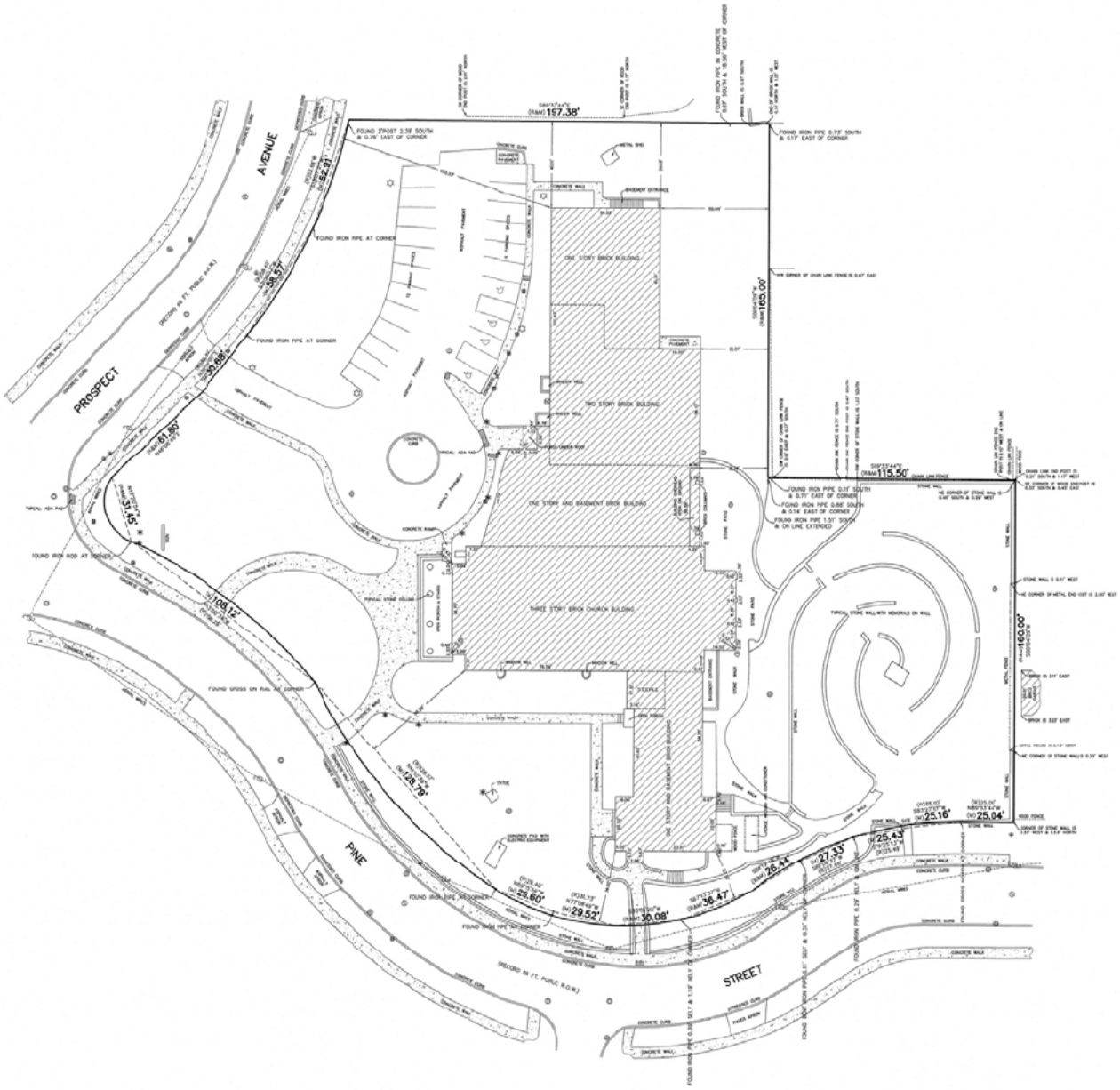
For this land use, any child enrolled at a day care center is considered a student. The number of students refers to the total number of enrolled children, not just those present at the time the study is conducted.

The average parking supply ratio for the 36 study sites with parking supply information and located in a general urban/suburban setting is 3.6 spaces per 1,000 square feet GFA. The average peak parking occupancy at these 36 sites is 63 percent. For the single study site in a dense multiuse urban setting, the parking supply ratio is 1.4 spaces per 1,000 square feet GFA and its peak parking occupancy is 86 percent.

The sites were surveyed in the 1990s, the 2000s, the 2010s, and the 2020s in California, Kansas, Kentucky, Minnesota, New Jersey, North Carolina, Ohio, Oregon, Pennsylvania, Tennessee, Texas, Virginia, Washington, and Wisconsin.

Source Numbers

221, 223, 289, 291, 433, 555, 556, 557, 563, 603, 618, 622, 632, 633



ORDER BY: WINDY HILL CONSTRUCTION, INC. ORDER NO: 2025-33133-001

DATE: 10/23/2025

SCALE: 1" = 40.00'

DATE: 10/23/2025

1 of 1

SURVEY NOTES:

P.L.N. 18-16-103-01-000

SURVEYOR'S LICENSE EXPIRES November 30, 2028

Note: (S&M) denotes Record and Rebound Distances respectively.

Distances are rounded to 1/16th inch unless noted. Computations are given BEFORE rounding by one and all other notes are after rounding. SEE 2025 Ordinance 10-10.

For easements, utility lines and other matters not shown, survey job refers to your contract, deed, plat, etc. This plat is not binding by itself.

NO dimensions shall be assumed to locate measurements upon this plat.

Unless otherwise noted between the Surveyor, Station, Elevation Datum and Coordinate Datum it is assumed to be as follows:

COORDINATE: GCS - NAD 83

DATE: 10/23/2025

PROJECT: 2025-33133-001

DATE: 10/23/2025

1 of 1

STATE OF ILLINOIS
COUNTY OF COOK

WE, GRENLEY & BIEDERMANN, INC. HEREBY CERTIFY THAT WE HAVE SURVEYED THE ABOVE DESCRIBED PROPERTY AND THAT THE PLAT HEREON IS A CORRECT REPRESENTATION OF SAID SURVEY CONDUCTED TO A TEMPERATURE OF 82° FAHRENHEIT.

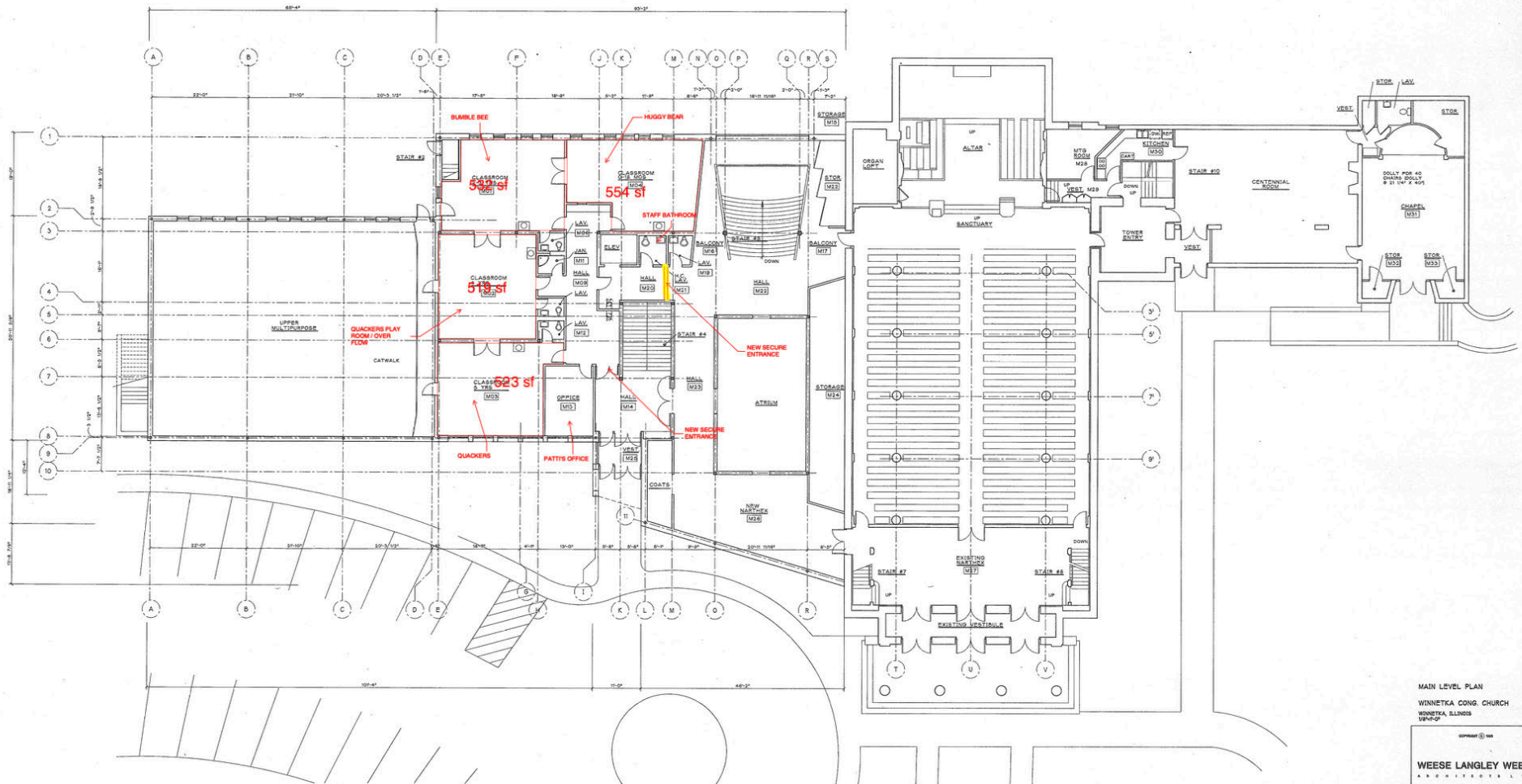
FIELD MEASUREMENTS COMPLETED ON SEPTEMBER 23, 2025

DATED ON OCTOBER 23, 2025

PROFESSIONAL ILLINOIS LAND SURVEYOR NO. 3802

THIS PROFESSIONAL SERVICE CONFORMS TO THE CURRENT ILLINOIS MINIMUM STANDARDS FOR A BOUNDARY SURVEY.





MAIN LEVEL PLAN
 WINNETKA CONG. CHURCH
 WINNETKA, ILLINOIS
 10K-POP

WEESE LANGLEY WEESE
 ARCHITECTS P.C.
 1000 N. WASHINGTON ST., SUITE 200
 CHICAGO, ILLINOIS 60610
 TEL: 312.467.1000
 FAX: 312.467.1001
 WWW.WEESELANGLEYWEESE.COM

DATE: 4/18/06

A2-2



OFFICE OF THE ILLINOIS STATE FIRE MARSHAL

JB Pritzker, Governor
Michele L. Pankow, State Fire Marshal

TECHNICAL SERVICES DIVISION
Fax: 312-814-3459

Phone: 312-814-8960

Email: SFM.Techservices@illinois.gov

January 8, 2026

OSFM #25148

Victor Cuebas
Jumpstart Early Learning Academy II
5644 West Diversey Avenue
Chicago, IL 60639

Re: Jumpstart Early Learning Academy Day Care Center
725 Pine Street
Winnetka, IL 60093

COOK COUNTY

Dear Victor,

Plans submitted for the above referenced day care center occupancy were reviewed on this date under the requirements of the 2015 edition of the NFPA 101-*Life Safety Code* and applicable references as adopted in Title 41 Illinois Administrative Code Parts 100, 109, and 251. This review pertains to:

A NEW DAY CARE CENTER IN AN EXISTING TYPE III (211), PER NFPA 220, TWO-STORY BUILDING WITH BASEMENT AND NO OCCUPIED ATTIC. IT WILL BE FULLY PROTECTED BY FIRE ALARM AND FIRE SPRINKLER SYSTEM. THERE WILL BE NO COMMERCIAL COOKING OPERATIONS.

Please note that OSFM's plan reviews are strictly advisory in nature and that the local authority having jurisdiction retains the ultimate responsibility for compliance determinations. This advisory plan review is conducted based only on the information OSFM was provided. There may be information, details, or variables in existence but unknown to OSFM that would alter its technical analysis were those items made known to OSFM at the time of its advisory review.

The drawings appear to conform with the applicable requirements with the following noted exceptions:

1. In accordance with Section 16.1.3.1, multiple occupancies shall be in accordance with 6.1.14.

555 W. Monroe Street
Suite 1300-N
Chicago, IL 60661
(312) 814-2693

1035 Stevenson Drive
Springfield, IL 62703
(217) 785-0969

2309 W. Main
Marion, IL 62959
(618) 993-7085

www.sfm.illinois.gov

2. In accordance with Section 16.1.6.1, day-care occupancies, other than day-care homes, shall be limited to the locations, construction types, and sprinkler protection features specified in Table 16.1.6.1. based on the number of stories in height as defined in 4.6.3. (See 8.2.1.)
3. In accordance with Section 16.1.6.2, where day-care occupancies, other than day-care homes, with clients who are 24 months or less in age or who are incapable of self-preservation are located one or more stories above the level of exit discharge, or where day-care occupancies are located two or more stories above the level of exit discharge, smoke partitions shall be provided to divide such stories into not less than two compartments. The smoke barriers shall be constructed in accordance with Section 8.4 but shall not be required to have a fire resistance rating.
4. In accordance with Section 16.2.2.2.2, any door in a required means of egress from an area having an occupant load of 100 or more persons shall be permitted to be provided with a latch or lock only if the latch or lock is panic hardware or fire exit hardware complying with 7.2.1.7.
5. In accordance with Section 16.2.2.2.4, every door latch to closets, storage areas, kitchens, and other similar areas shall be such that clients can open the door from inside the space or area.
6. In accordance with Section 16.2.2.2.5, every bathroom door lock shall be designed to allow opening of the locked door from the outside in an emergency. The opening device shall be readily accessible to the staff.
7. In accordance with Section 16.2.4, the number of means of egress shall be in accordance with Section 7.4. Not less than two separate exits shall be in accordance with both of the following criteria:
 - (1) They shall be provided on every story.
 - (2) They shall be accessible from every part of every story and mezzanine, however, exit access travel shall be permitted to be common for the distance permitted as common path of travel by 16.2.5.3.
8. In accordance with Section 16.2.5.2, no dead-end corridor shall exceed 20 ft, other than in buildings protected throughout by an approved, supervised automatic sprinkler system in accordance with Section 9.7, in which case dead-end corridors shall not exceed 50 ft.
9. In accordance with Section 16.2.5.3.1, common path of travel shall not exceed 100 ft in a building protected throughout by an approved, supervised automatic sprinkler system in accordance with Section 9.7.

10. In accordance with 16.2.5.3.2 common path of travel shall not exceed 75 ft. in a building not protected throughout by an approved, supervised automatic sprinkler system in accordance with Section 9.7
11. In accordance with Section 16.2.6.2, travel distance shall meet the following criteria, unless otherwise permitted by 16.2.6.3:
 - (1) The travel distance between any room door intended as an exit access and an exit shall not exceed 100 ft.
 - (2) The travel distance between any point in a room and an exit shall not exceed 150 ft.
 - (3) The travel distance between any point in a sleeping room and an exit access door in that room shall not exceed 50 ft.
12. In accordance with 16.2.6.3, the travel distance in 16.2.6.2(1) and (2) shall be permitted to be increased by 50 ft in buildings protected throughout by an approved, supervised automatic sprinkler system in accordance with Section 9.7.
13. In accordance with Section 16.2.8, means of egress shall be illuminated in accordance with Section 7.8.
14. In accordance with Section 16.2.9, emergency lighting shall be provided in accordance with Section 7.9 in the following areas:
 - (1) Interior stairs and corridors
 - (2) Assembly use spaces
 - (3) Flexible and open plan buildings
 - (4) Interior or windowless portions of buildings
 - (5) Shops and laboratories
15. In accordance with Section 16.2.10, means of egress shall have signs in accordance with Section 7.10.
16. In accordance with Section 16.2.11.1, every room or space normally subject to client occupancy, other than bathrooms, shall have not less than one outside window for emergency rescue that complies with the following:
 - (1) Such windows shall be openable from the inside without the use of tools and shall provide a clear opening of not less than 20 in. in width, 24 in. in height, and 5.7 ft² in area.
 - (2) The bottom of the opening shall be not more than 44 in. above the floor.
 - (3) The clear opening shall allow a rectangular solid, with a width and height that provides not less than the required 5.7-ft² opening and a depth of not less than 20 in., to pass fully through the opening.

Exception No. 1: This requirement shall not apply to buildings protected throughout by an approved, supervised automatic sprinkler system in accordance with Section 9.7.

Exception No. 2: This requirement shall not apply where the room or space has a door leading directly to the outside of the building.

17. In accordance with Section 16.3.1, any vertical opening, other than unprotected vertical openings in accordance with 8.6.9.1, shall be enclosed or protected in accordance with 8.6.
18. In accordance with Section 16.3.2.1, rooms or spaces for the storage, processing, or use of materials specified in 16.3.2.1(1) through (3) shall be protected in accordance with the following:
 - (1) Separation from the remainder of the building by fire barriers having a fire resistance rating of not less than 1 hour **or** protection of such rooms by automatic extinguishing systems as specified in Section 8.7 in the following areas:
 - a. Boiler and furnace rooms, unless such rooms enclose only air handling equipment
 - b. Rooms or spaces used for the storage of combustible supplies in quantities deemed hazardous by the authority having jurisdiction
 - c. Rooms or spaces used for the storage of hazardous materials or flammable or combustible liquids in quantities deemed hazardous by recognized standards
 - d. Janitor closets
 - (2) Separation from the remainder of the building by fire barriers having a fire resistance rating of not less than 1 hour and protection of such rooms by automatic extinguishing systems as specified in Section 8.7 in the following areas:
 - a. Laundries (*Note: It is not the intent to classify a room with a domestic-type clothes washer and a domestic-type clothes dryer as a laundry*).
 - b. Maintenance shops, including woodworking and painting areas
 - c. Rooms or spaces used for processing or use of combustible supplies deemed hazardous by the authority having jurisdiction
 - d. Rooms or spaces used for processing or use of hazardous materials or flammable or combustible liquids in quantities deemed hazardous by recognized standards
 - (3) Where automatic extinguishing is used to meet the requirements of 16.3.2.1 (1) and (2), protection as permitted in accordance with 9.7.1.2
19. In accordance with Section 16.3.2.4, food preparation facilities protected in accordance with 9.2.3 shall not be required to have openings protected between food preparation areas and dining areas. (*See OSFM policy for domestic cooking equipment that is used for food warming or limited cooking*).

20. In accordance with Section 16.3.3.2, interior wall and ceiling finish materials in accordance with 10.2. shall be Class A in stairways, corridors, and lobbies; in all other occupied areas, interior wall and ceiling finish shall be Class A or Class B.
21. In accordance with Section 16.3.3.3, interior floor finish materials in accordance with 10.2. shall be not less than Class II within corridors and exits if not separated by walls complying with 14.3.6.
22. In accordance with Section 16.3.4.1, day-care occupancies, other than day-care occupancies housed in one room, shall be provided with a fire alarm system in accordance with Section 9.6. The fire alarm system shall comply with the following:
 - In accordance with Section 16.3.4.2, initiation of the required fire alarm system shall be by manual means and by operation of any required smoke detectors and required sprinkler systems. (See 16.3.4.5.)
 - In accordance with Section 16.3.4.3.1, occupant notification shall be in accordance with 9.6.3.
 - In accordance with Section 16.3.4.4, fire department notification shall be accomplished in accordance with 9.6.4.
 - In accordance with Section 16.3.4.5, a smoke detection system in accordance with Section 9.6 shall be installed in day-care occupancies, other than those housed in one room. Detectors shall be installed on each story in front of the doors to the stairways and in the corridors of all floors occupied by the day-care occupancy. Detectors also shall be installed in lounges, recreation areas, and sleeping rooms in the day-care occupancy.
 - In accordance with NFPA 72-*National Fire Alarm Code*, the acceptability of the location of the fire alarm control panel shall be confirmed by the local fire department having response jurisdiction to the occupancy.
 - The installation of fire alarm systems is required to be performed by a licensed electrical and/or fire alarm installation company. Contact the Illinois Department of Professional Regulation for further information.
23. In accordance with Section 16.3.6, every interior corridor shall be constructed of walls having not less than a 1-hour fire resistance rating in accordance with 8.2.3.

Exception No. 1: Corridor protection shall not be required where all spaces normally subject to client occupancy have not less than one door opening directly to the outside or to an exterior exit access balcony or corridor in accordance with 7.5.3.

Exception No. 2: In buildings protected throughout by an approved, supervised automatic sprinkler system in accordance with Section 9.7, corridor walls shall not be required to be rated, provided that such walls form smoke partitions in accordance with 8.2.4.

Exception No. 3: Where the corridor ceiling is an assembly having a 1-hour fire resistance rating where tested as a wall, the corridor walls shall be permitted to terminate at the corridor ceiling.

Exception No. 4: Lavatories shall not be required to be separated from corridors, provided that they are separated from all other spaces by walls having not less than a 1-hour fire resistance rating in accordance with 8.2.3.

24. In accordance with Sections 16.5.1.1 and 16.5.2.1, utilities and HVAC equipment shall comply with the provisions of Sections 9.1 and 9.2 which require compliance with the following referenced codes and standards:

NFPA 54 *National Fuel Gas Code*

NFPA 70 *National Electrical Code*

NFPA 110 *Standard for Emergency and Standby Power Systems*

NFPA 111 *Standard on Stored Electrical Energy Emergency and Standby Power Systems*

NFPA 90A *Standard for the Installation of Air-Conditioning and Ventilating Systems,*

NFPA 90B *Standard for the Installation of Warm Air Heating and Air-Conditioning Systems*

Additionally, in accordance with State statute (431 ILCS 75) every boiler and each pressure vessel over the minimum capacity must have a current inspection certificate issued by the Office of the Illinois State Fire Marshal posted in the boiler room. Heating boilers (both steam and water), hot water supply boilers (hot water heaters) and other types of boilers are exempt from inspection and registration if the BTU output does not exceed 200,000. Contact the OSFM Division of Boiler and Pressure Vessel Safety for further information pertaining to boiler and pressure vessel registration.

25. In accordance with Section 16.5.1.2, special protective covers for all electrical receptacles shall be installed in all areas occupied by clients.
26. In accordance with Section 16.5.2.2, unvented fuel-fired room heaters, other than gas space heaters in compliance with NFPA 54, *National Fuel Gas Code*, shall not be permitted.
27. In accordance with Section 16.5.2.3, any heating equipment in spaces occupied by clients shall be provided with partitions, screens, or other means to protect clients from hot surfaces and open flames. If solid partitions are used to provide such protection, provisions shall be made to ensure adequate air for combustion and ventilation for the heating equipment.

Concealed Spaces

28. In accordance with Section 8.2.7.1, in *new* Type III, Type IV, or Type V construction, any concealed space in which materials having a flame spread rating greater than Class A (as defined in Section 10.2) are exposed shall be effectively firestopped or draftstopped as follows:
- (1) Every exterior and interior wall and partition shall be fire-stopped at each floor level, at the top story ceiling level, and at the level of support for roofs.
 - (2) Every unoccupied attic space shall be subdivided by draftstops into areas not to exceed 3000 ft².
 - (3) Any concealed space between the ceiling and the floor or roof above shall be draftstopped for the full depth of the space along the line of support for the floor or roof structural members and, if necessary, at other locations to form areas not to exceed 1000 ft² for any space between the ceiling and floor and 3000 ft² for any space between the ceiling and roof.

Exception No. 1: This requirement shall not apply where the space is protected throughout by an approved automatic sprinkler system in accordance with Section 9.7.

Exception No. 2: This requirement shall not apply to concealed spaces serving as plenums. (See NFPA 90A, Standard for the Installation of Air-Conditioning and Ventilating Systems.)

Furnishings and Similar

29. In accordance with Section 16.7.4.1, draperies, curtains, and other similar furnishings and decorations in day-care occupancies shall be in accordance with the provisions of 10.3.1.

OPERATING FEATURES

(The following requirements should be shared with the facility administrator):

30. In accordance with Section 16.7.1, the facility shall have a comprehensive written fire emergency response plan. Copies of the plan shall be made available to all employees. All employees shall be periodically instructed and kept informed with respect to the duties of their position under the plan.
31. In accordance with Section 16.7.2.2, emergency egress and relocation drills shall be conducted as follows:
- (1) Not less than one emergency egress and relocation drill shall be conducted every month the facility is in session.
Exception: In climates where the weather is severe, the monthly emergency egress and relocation drills shall be permitted to be deferred, provided that the

required number of emergency egress and relocation drills is achieved and not less than four are conducted before the drills are deferred.

- (2) All occupants of the building shall participate in the drill.
 - (3) One additional emergency egress and relocation drill, other than for day-care occupancies that are open on a year-round basis, shall be required within the first 30 days of operation.
32. In accordance with Section 16.7.3.1, fire prevention inspections shall be conducted monthly by a trained senior member of the staff. A copy of the latest inspection report shall be posted in a conspicuous place in the day-care facility.
 33. In accordance with Section 16.7.3.2, it shall be the duty of site administrators and staff members to inspect all exit facilities daily to ensure that all stairways, doors, and other exits are in proper condition.
 34. In accordance with Section 16.7.4.2, clothing and personal effects shall not be stored in corridors.

Exception No. 1: This requirement shall not apply to corridors protected by an automatic sprinkler system in accordance with Section 9.7.

Exception No. 2: This requirement shall not apply to corridor areas protected by a smoke detection system in accordance with Section 9.6.

Exception No. 3: This requirement shall not apply to storage in metal lockers, provided that the required egress width is maintained.

35. In accordance with Section 16.7.4.3, artwork and teaching materials shall be permitted to be attached directly to the walls and shall not exceed 20 percent of the wall area.
36. In accordance with Section 16.7.5, adequate adult staff shall be on duty, alert, awake, and in the facility at all times where clients are present.

This review credited the presence of a complete automatic sprinkler system throughout the occupancy. The review did not however, consider specific information concerning the system water supply, pipe sizing, head placement, or hydraulic feasibility

Compliance with these noted exceptions is mandatory.

No guarantee is rendered as to the completeness of the plan review, and the responsibility for full compliance with both state and locally adopted codes, standards and regulations rests with the owner or his authorized agent or subcontractor. Subsequent discovery of errors or omissions shall not be construed as authority to violate, cancel or set aside any provision of any applicable codes.

The rules of the Office of the State Fire Marshal are concurrently applicable with those of local authorities having jurisdiction. The Office of the Illinois State Fire Marshal recommends contact with the local fire and/or building department to ensure compliance with local regulations in the event that they may have requirements that are more stringent.

Day care center occupancies are licensed by the Illinois Department of Children and Family Services, therefore, the OSFM will not conduct a final inspection of this occupancy until formally requested to so by DCFS. Please DO NOT NOTIFY the OSFM when this work has been completed, but rather contact the applicable DCFS licensing representative who will request an OSFM inspection. The returned plans shall be retained on-site and made available to the assigned Fire Prevention Inspector of the Office of the Illinois State Fire Marshal for use in conducting an on-site inspection.

Respectfully,

[Bernie Arends](#)

OSFM Technical Services

c: OSFM Fire Prevention Portal
OSFM Technical Services Plan Review File
Fire Chief, Winnetka Fire Department

OSFM PLAN SUBMITTAL FORM

PROJECT INFORMATION

Name of Project: Jumpstart Winnetka
Address of Project: 725 Pine St.
City: Winnetka ZIP Code 60093 County: Cook

SUBMITTER INFORMATION

Submitter's Name: Victor Cuebas
Company Name: Jumpstart Early Learning Services
Address: 7559 W. Addison St City: Chicago
Zip: 60634 Telephone: 312.860.4205 Email: jumpstartels@gmail.com

The plans are for:

- New construction
- An addition to an existing building
- Remodeling of an existing building:
 - To serve the same occupancy classification as the most recent occupancy
 - Changing the occupancy classification from that of the most recent occupancy.
What was the previous occupancy classification? _____

Occupancy Classification as defined in NFPA 101 (2015)

- | | | |
|---|---|---|
| <input type="checkbox"/> Ambulatory Health Care | <input type="checkbox"/> Detention & Correctional | <input type="checkbox"/> Residential Board & Care |
| <input type="checkbox"/> Assembly | <input type="checkbox"/> Hotel | <input type="checkbox"/> Storage |
| <input type="checkbox"/> Apartment Building | <input type="checkbox"/> Dormitory | <input type="checkbox"/> |
| <input type="checkbox"/> Business | <input type="checkbox"/> Industrial | <input type="checkbox"/> |
| <input checked="" type="checkbox"/> Day Care Center | <input type="checkbox"/> Lodging or Rooming | <input type="checkbox"/> |
| <input type="checkbox"/> Day Care Home | <input type="checkbox"/> Mercantile | <input type="checkbox"/> |

Mixed Occupancy Classifications: _____

Number of Stories

- One Two Three Four > Four "High rise" (> 75 ft)

Is there a Basement or one or more levels below the level of exit discharge?:

- Yes No

Construction Classification per NFPA 220

____ Type I(442) ____ Type II(222) X Type III(211) ____ Type V(111)
____ Type I(332) ____ Type II(111) ____ Type III(200) ____ Type V(000)
 ____ Type II(000) ____ Type IV(2HH)

Or provide construction classification per the International Building Code or BOCA Code: IIIA see email dated 12/16/25

Will the building be protected by an automatic fire sprinkler system?:

____ No
____ Only partially in some areas or rooms. Please specify sprinklered areas:

If yes, the standard to which the sprinkler system will be designed:

NFPA 13 NFPA 13R NFPA 13D

Will the building be protected by an automatic fire alarm system?:

No
 Only partially in some areas or rooms:

Please Specify: _____

Yes

Will kitchen cooking fire suppression systems be included in the building?:

No Yes
 If yes, will the systems comply with NFPA 96?
 Yes No

If food services are provided for occupants, is the cooking onsite or will food be catered?

Catered

Are there any exceptions to the 2015 Life Safety Code included in this project?

No
 Yes

If yes, please explain:

Memorandum

To: Zoning Board of Appeals and Plan Commission
CC: Ann Klaassen
From: James J. Bernahl, Director of Engineering/Village Engineer
Date: February 11, 2026
Re: Special Use Permit Application – 725 Pine Street (Winnetka Congregational Church) – Childcare Center

The Engineering Department has reviewed the Special Use permit application to allow for the implementation of a Childcare Center at the Winnetka Congregational Church, located at 725 Pine Street. The proposed location is located east of the intersection of Prospect Avenue and Pine Street. Based on responses provided from the applicant the Engineering Department is submitting this revised memo.

The Engineering Department reviewed the information provided as part of this request which included a cover letter from the applicant, a copy of the Village of Winnetka Special Use Permit application, and a Traffic Impact Study; prepared by the Engineering firm Gewalt Hamilton Associates, Inc. Among the conditions for being satisfied for a Special Use to be granted is the following:

“That adequate parking, utilities, access roads, drainage, and other facilities necessary to the operation of the Special Use exists or are to be provided;”

To demonstrate compliance with the above, the applicant affirmed that no proposed exterior modifications to the current structure, or exterior grading are proposed. Based on this statement the Engineering Department does not have concerns about any impact on the existing utility infrastructure or drainage concerns.

Traffic Impact Study Overview

The largest potential impact to the surrounding area is the inclusion of additional vehicles and pedestrian movements related specifically to the proposed Childcare Center. As noted above, the applicant has provided a Traffic Impact Study, the professional consultants’ conclusion are as follows:

“Analyses have been conducted under existing and future conditions to determine the impact from the proposed daycare program on the study area intersections. The capacity analysis results indicate that the increase in project site-generated traffic has little to no effect upon the Peak Hour operations of the area roadway network with the recommendations contained herein:

- The location of the only full movement church access will be located approximately 125 feet northeast of the Prospect Avenue & Pine Street intersection.
- Traffic operations will remain the same as existing for the intersections within this study.
- To facilitate vehicles entering and exiting the church driveway, consider restricting parking on Prospect between the church driveway and Lincoln Avenue.
- The church should plan for staff to assist with the drop-off and pick-up operations to help ensure orderly traffic flow on-site.”

The Engineering Department has reviewed the technical information provided in the Traffic Study and offered comments to the consultant. Some of the information requested for additional clarification was as follows:

- There was a discrepancy between the actual number of students being proposed and the number of students considered in the traffic study; 60 versus 64. Engineering is seeking a final clarification on the number of students to ensure the traffic study correctly reflects the impacts on traffic and pedestrian traffic.
 - *This item has been addressed with a clarification that there will be 64 students.*
- The consultant indicated that, “The report references the “Village of Winnetka Traffic Count Map (Q1 2025).” The Engineering Department requested clarification on where this residential map comes from as it is not familiar with this document.
 - *This item has been addressed and clarified.*
- Engineering stated that consideration should be given to the location of the existing church driveway entrance to this intersection. Parents wanting to head west will have site line issues for any queuing that would take place on Prospect. The narrow roadway, proximity to Lincoln, and the curve on Prospect would make it very difficult for vehicles to have a clear site line to the west.
 - *The applicant has provided a response that the traffic study demonstrates that vehicles will be permitted to enter and leave the site from the north or south on Prospect without any impact. The*

Engineering Department believes that this will need to be evaluated on an ongoing basis based on actual traffic patterns for users entering and exiting the site. Should traffic issues arise from this additional coordination to address this issue will need to occur between the applicant, Engineering, and Police.

- Engineering asked how many staff members are proposed to assist with vehicle drop off and pick up. This will be a big factor considering that it will drive any queuing efforts onto Prospect.
 - *The applicant has provided a response that 2 staff members will be present. This will need to be evaluated on a long-term basis based on actual drop-off and pick-up operations. Additional personnel may be required based on the actual needs.*
- As noted above the Traffic Consultant recommended that, “To facilitate vehicles entering and exiting the church driveway, consider restricting parking on Prospect between the church driveway and Lincoln Avenue.” The Engineering Department has concerns about this recommendation as the removal of these temporary parking spaces where requested would reduce parking near the entrance, but it would push on street parking further north on Prospect Avenue. In the past the residents of Prospect have requested that this not be permitted as it reduced available parking in front of their homes. In addition, the bend of Prospect creates reduced visibility due to the bend.

Engineering Department Recommendation:

Based on the information provided by the applicant the Engineering Department believes that the proposed Childcare Center can operate at this location with minimal overall impacts to the area. However, as noted above it may be necessary to perform ongoing evaluation and possible modifications based on drop-off and pick-up conditions. Engineering believes that appropriate staffing will be critical in reducing the potential for on-street queuing of vehicles entering the site which could cause safety concerns at this curve on Prospect Avenue. In addition, parking for staff members on site should be required to reduce any additional impacts to available on Street parking near the site.

Consideration should be given to any overlapping of any other existing or future programs that are offered during the day. Previously attendants of church groups during the day would utilize the current onsite parking spaces for these activities. With the increase in additional staff members this could cause additional on-street parking issues. The Church will need to consider its other current and future programming impacts as it relates to parking needs.

ATTACHMENT C

ORDINANCE NO. M-450-96

**AN ORDINANCE GRANTING VARIATIONS AND A
SPECIAL USE PERMIT TO ALLOW EXPANSION OF A
CHURCH BUILDING AT 725 PINE STREET**

WHEREAS, the Winnetka Congregational Church is the owner of the following described real estate:

Lot 1 in the Winnetka Congregational Church Plat of Consolidation of part of the Southwest quarter of Section 16, Township 42 North, Range 13, East of the Third Principal Meridian, in the Village of Winnetka, Cook County, Illinois,

which is commonly known as 725 Pine Street, Winnetka, Illinois, and which is located in the "A-3" (One-Half Acre) Single-Family Residential District provided in the Winnetka Zoning Ordinance, chapter 22, Winnetka Village Code; and,

WHEREAS, the Subject Property is improved with a church building consisting of a main sanctuary building and a south wing; and

WHEREAS, church buildings are permitted as special uses in the "A-3" (One-Half Acre) Single-Family Residential District, subject to the conditions and requirements pertaining to special uses, as set forth in Section 22.13 of the Winnetka Zoning Ordinance; and,

WHEREAS, the Winnetka Congregational Church (hereinafter the "Church") has been operating on the Subject Property since 1936; and,

WHEREAS, the Church has filed applications for a special use permit under Section 22.07(b)2a of the Winnetka Zoning Ordinance, and for a variation from the maximum building size of 22,463.28 square feet of gross floor area permitted by Section 22.07(g) of the Winnetka Zoning Ordinance and from the 50-foot Prospect Avenue setback required by Section 22.07(h) of the

Winnetka Zoning Ordinance, to permit the expansion of the church building located on the Subject Property to a gross floor area of 63,030.95 square feet, in accordance with the plans accompanying the applications for special use permit and variations; and,

WHEREAS, on September 21, 1996, the Design Review Board determined that a certificate of appropriateness would issue for the expansion as originally proposed; and

WHEREAS, the Plan Commission considered the Church's proposal at its meeting on September 27, 1995, and by the unanimous vote of the eight members then present, found the proposal to be consistent with the Comprehensive Plan; and,

WHEREAS, pursuant to due notice thereof, the Zoning Board of Appeals conducted a public hearing on said applications for special use permit and variations, commencing on November 13, 1995, and continuing on December 11, 1995, January 11, 1996, January 22, 1996, and February 5, 1996; and,

WHEREAS, following the public hearings, during which the applicant modified its plans to reduce the height and gross floor area of the proposed addition, the Zoning Board of Appeals voted to recommend to the Village Council that the setback variation be granted, but did not issue a recommendation of approval on the requested maximum building size variation and the special use permit application; and

WHEREAS, the Church has further modified its proposed addition by further reducing the height of portions of the building and modifying the building footprint, as depicted in drawings and plans dated February 27, 1996, and revised March 6, 1996, so that it is now requesting a variation of 32,016.93 square feet of gross floor area from the maximum allowable gross floor area of 22,463.28 square feet, and floor area ratio of 21.76%, for a total gross floor area of 54,480.21 square

feet and floor area ratio of 52.77% on the Subject Property, with no change in the requested setback variation (hereinafter the "Amended Proposal"); and

WHEREAS, the Amended Proposal is substantially the same as the proposal as originally filed and as originally considered by the Zoning Board of Appeals and the Plan Commission, there being no change in the nature of the special use request, no increase in the height and footprint from the original proposal, a reduction in the gross floor area variation requested and no additional variations requested; and

WHEREAS, on March 13, 1996, the Design Review Board considered the Amended Proposal as depicted in the drawings and plans dated February 27, 1996, and revised March 6, 1996, and reviewed the Church's preliminary landscape plan, entitled "Tree Replacement Plan," dated March 12, 1996, and determined that a certificate of appropriateness would be issued for the expansion as amended; and

WHEREAS, there are no classrooms or large social function spaces in the existing church facility, and church school classes are currently held at Harkness Hall, which requires the students to cross Pine Street or Prospect Avenue and Lincoln Avenue to attend church school at Harkness Hall at the Community Center after participating in the beginning of Sunday services in the church building and, after worship, parents must again cross the street to meet their children at Harkness Hall; and

WHEREAS, the split campus creates potential hazards to pedestrians from traffic at the three-way intersection of Pine, Prospect and Lincoln and also inhibits fellowship activities following worship, due to the need to reunite families at the Harkness Hall campus and return to the main church following worship and church school; and

WHEREAS, the Church's use of the Community House for large social functions related to its ministry has become increasingly difficult, due to other demands for use of space in the Community House and because the nature of such social functions and memorial services is such that they cannot be scheduled sufficiently in advance to be accommodated at the Community House; and

WHEREAS, the proposed expansion of the church facilities will provide fellowship space, classrooms and multi-purpose areas, all of which will allow the Church to consolidate the activities of its ministry on a single campus; and

WHEREAS, the Church has established that the consolidation of its activities in a single campus is necessary to meet its program needs and to assure the long-term viability of the Church, which has been a significant part of the Winnetka community for over 120 years; and

WHEREAS, there are practical difficulties and particular hardships in carrying out the strict letter of the Winnetka Zoning Ordinance as it applies to the Subject Property in that: (1) although the existing church structure sits on a large lot, it cannot expand to the east due to the presence of its burial yard, or to the south due to the presence of the south wing relatively close to the property line, or to the west due to the need to maintain existing parking and to avoid visual intrusion of the addition into the neighborhood; (2) the Village of Winnetka is a mature community and no alternative sites of sufficient size are available for a consolidated church campus; (3) the unusual shape and topography of the Subject Property further operates as a practical limitation to buildable areas for any church expansion; (4) the Subject Property is located on a corner, which requires additional front setbacks, further restricting the amount of buildable area for any church

expansion; and (5) the church's ministry, such as religious education, funerals, weddings and fellowship activities, will be substantially burdened without the proposed addition; and

WHEREAS, unless the requested relief is granted, the property in question cannot yield a reasonable return to the Church, in that the north 198 feet of the Subject Property will be rendered useless to the Church for its ministry, said area being effectively limited to the parking that presently exists there; and

WHEREAS, the plight of the Church is due to unique circumstances, because of the practical difficulties and particular hardships described above, and because the Church's use of the Subject Property is for the furtherance of its religious ministry rather than the private comfort, convenience or monetary benefits that typically attach to residential and commercial uses of property; and

WHEREAS, the variations, if granted, will not alter the essential character of the locality, in that: (1) the setback variation results in an at-grade extension of the existing parking lot into a portion of the 50-foot front setback, which is barely noticeable; (2) the proposed addition has been designed to be sensitive to its surroundings and compatible with the architecture of the existing church, which is a recognized visual fixture in the community; and (3) the use proposed will continue to provide the same type of service at the same location; and

WHEREAS, an adequate supply of light and air to adjacent property will not be impaired, because: (1) the profile of the proposed addition is below the maximum height of the A-3 zoning district; (2) the proposed north and east setbacks exceed Village requirements; and (3) the Amended Proposal has shifted the location of the addition to the extent possible toward the west property line,

allowing more trees to be conserved and making the addition less visible to the adjoining properties than as originally proposed; and

WHEREAS, the hazard from fire and other damages to the property will not be increased, since the addition will be constructed in accordance with all applicable building codes, making it no more hazardous than any other construction built according to those codes; and

WHEREAS, the Church has presented evidence that the taxable value of land and buildings throughout the Village will not diminish as a result of the proposed addition, and no credible evidence has been offered to the contrary; and

WHEREAS, there is no evidence that congestion in the public streets will increase, because the area streets are not operating at traffic capacity and any increase of traffic from the Church will be a relatively insignificant portion of the total; and

WHEREAS, there is no evidence that the public health, safety, comfort, morals and welfare of the inhabitants of the Village will be impaired by the proposed addition, if it is constructed subject to the conditions specified in this ordinance; and

WHEREAS, there is no evidence that the proposed addition, if constructed in accordance with the conditions set forth in this ordinance, will substantially diminish or impair property values in the immediate vicinity; and

WHEREAS, there is no evidence that the proposed addition, if constructed in accordance with the conditions set forth in this ordinance, will be substantially injurious to the use and enjoyment of other property in the immediate vicinity; and

WHEREAS, the Church is in an established residential area with transitional institutional uses, including the existing church building, adjacent to the residences, and there is no evidence that

construction of the proposed addition subject to the terms and conditions of this ordinance will not impede the normal and orderly development or improvement of other property in the immediate vicinity; and

WHEREAS, adequate measures have been taken to provide ingress and egress in a manner which minimizes pedestrian and vehicular traffic congestion in the public ways, in that the proposed addition continues to provide off-street parking, provides an on-site passenger drop-off, provides for access by persons with disabilities, and provides for the consolidation of the Church's functions on a single campus; and

WHEREAS, adequate utilities, access roads, drainage and other facilities necessary for the operation of the special use on the Subject Property exist due to the presence of the existing facility and, to the extent that they do not, they will be provided when the proposed addition is constructed in compliance with applicable Village Code requirements; and

WHEREAS, the times when the Church's operations have the greatest impact on parking in the area are times when the Church's actual parking demand is at its lowest, the daily parking congestion in the area being the result of parking by commuters, patrons of the commercial district and persons attending functions at the Community House; and

WHEREAS, it is not practicable to require the Church to provide additional on-site parking, which would require either changing the footprint, height or location of the building addition, creating a greater impact on adjoining residences, or would reduce the amount of space available to the Church for its program needs; and

WHEREAS, the 27 spaces of on-site parking provided in the Church's Amended Proposal are adequate under the circumstances, because: (1) construction of the proposed addition subject

to the terms and conditions of this ordinance will result in the Church's contributing to the construction of additional parking to mitigate the effect of its additional parking demands on the general parking demands in the vicinity; (2) the Church's peak demand for parking is on Sunday mornings, when the demands for commercial and commuter parking are at their lowest; and (3) the Church can continue the current practice of using parking at the Community House and on the street; and

WHEREAS, the special use, when constructed in accordance with the terms and conditions of this ordinance, will conform to the applicable regulations of the Zoning Ordinance and the Winnetka Village Code;

NOW, THEREFORE, the Council of the Village of Winnetka do ordain:

SECTION 1: That the Village Council hereby adopts the foregoing preambles to this ordinance as its findings.

SECTION 2: That variations from the maximum building size (gross floor area) provisions of Section 22.07(g) of the Winnetka Zoning Ordinance and from the 50-foot Prospect Avenue setback required by Section 22.07(h) of the Winnetka Zoning Ordinance are hereby granted to the Winnetka Congregational Church, to permit the expansion of the church building located on the Subject Property from the existing gross floor area of 28,727.48 square feet to 54,480.21 square feet, a variation from gross floor area of 32,016.93 square feet for a total floor area ratio of 52.77%, and to permit the construction of a portion of the expanded on-site parking lot with a west (Prospect Avenue) setback of 28 feet, instead of the minimum required setback of 50 feet, a variation of 44%, all in accordance with the drawings and plans dated February 27, 1996, and revised March 6, 1996, subject to the terms and conditions hereinafter set forth.

SECTION 3: That a special use permit under Section 22.07(b)2c of the Winnetka Zoning Ordinance is hereby granted with respect to the Subject Property, which is located in the "B-3" (One-Half Acre) Single-Family Residential district, and which is commonly known as Winnetka Congregational Church, 725 Pine Street, to allow expansion of the existing special use of a church facility on the Subject Property by expanding the church to the north to create new fellowship space and classrooms, in accordance with the plans dated February 27, 1996, and revised March 6, 1966, subject to the terms and conditions hereinafter set forth.

SECTION 4: That the variations and special use permit hereby granted are conditioned upon the commencement of the proposed construction within twelve (12) months after the effective date of this ordinance.

SECTION 5: That the special use permit hereby granted is further conditioned upon the Winnetka Congregational Church's participating in the cost of the construction of up to 23 additional parking spaces, which the Council finds, based on the Church's traffic study, to be the amount of parking required to alleviate the additional demands for parking on the street and in the Community House parking lot resulting from the Church's proposed addition. The 23 additional parking spaces shall be in a community parking facility to be constructed by the Village in the vicinity of the Community House (the "Parking Project").

SECTION 6: That the special use permit hereby granted is further conditioned upon the Church's installation of landscaping and lighting substantially as depicted in the drawings and plans dated February 27, 1996, and revised March 6, 1996, and the preliminary landscape plan, entitled "Tree Replacement Plan," dated March 12, 1996. Within 5 days of the adoption of this ordinance, representatives of the Church shall begin to meet individually with the owners of property adjoining

the Subject Property and with the owners of property having a direct line of sight to the Proposed Addition in order to develop, to the extent possible, a mutually agreeable final landscaping and lighting plan. The final landscaping and lighting plan shall be subject to the final approval of the Village Council after review and comment by the Design Review Board. The final landscaping plan shall be designed so as to enhance the appearance of the Proposed Addition and to provide a visual buffer for the adjoining property owners, using materials approved by the Village Forester. The implementation of the final landscaping plan shall begin with the planting of large landscaping materials on the eastern slope of the Subject Property before construction of the Proposed Addition begins. The final lighting plan shall be designed so as to safely illuminate the premises while minimizing the spillage of light to adjoining properties. The final lighting plan shall include a detailed description of all exterior lighting fixtures, including the height of the fixtures and the intensity of light they generate, and a description of all steps taken to mitigate the impact of lighting on adjoining properties, including proposed hours of operation, direction of light and any light filtering or baffling devices to be used. For a period of two years from the date of issuance of the certificate of occupancy for the Proposed Addition, representatives of the Church will meet with the above-described neighbors to fine-tune the landscaping and lighting as plantings mature and to address the reasonable concerns of those neighbors related to landscaping and lighting as they may arise.

SECTION 7: In the event that any provision of this ordinance conflicts with any other ordinance of the Village, the provisions of this ordinance shall prevail.

ATTACHMENT D

From: [REDACTED]
To: [Planning](#)
Subject: Winnetka Congregational Childcare Center
Date: Saturday, February 14, 2026 4:53:42 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 Winnetka Plan Commission,

We enthusiastically support making whatever Village zoning changes are necessary so a child care center can be operated at Winnetka Congregational Church.

We have reviewed the plans and possible impact to the neighborhood. We feel the slight inconveniences are inconsequential trade-offs to have greatly needed additional childcare space here.

We've been homeowners at Lincoln & Pine for over 40 years. We're used to traffic ebbs & flows especially from both the Community House & Home Alone house tourists. Added traffic during childcare drop off & pickups won't be an issue.

Thanks,

Nancy & Bill Yurek
647 Lincoln Ave

February 20, 2026

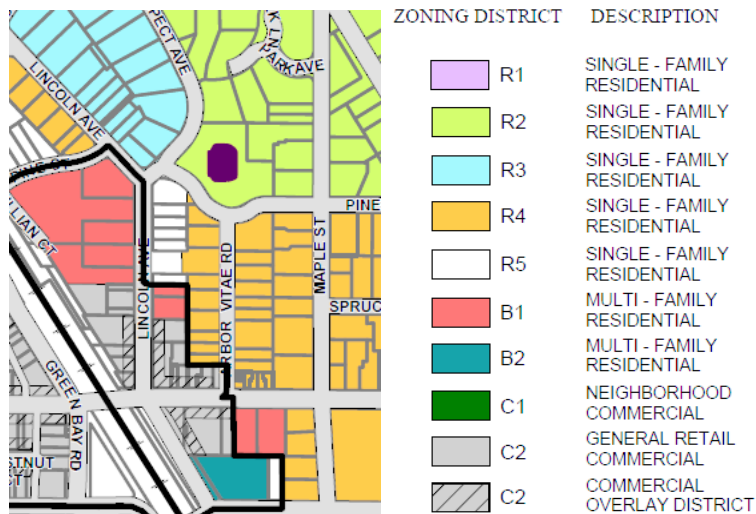
Via Electronic Mail planning@winnetka.org

RE: Case No. 25-24-SU

Dear Winnetka Plan Commission:

The 542-619 Block of Lincoln Avenue, and the immediately surrounding blocks of Lincoln, Prospect and Pine, will be negatively impacted by the addition of a day care enterprise at the Winnetka Congregational Church (“WCC”) that will bring with it a twice-a-day, 80 to 100-car, drop-off and pick-up line and add an additional volume of street traffic and noise in this already busy residential area. We are raising two children here in Winnetka, and **while we are sympathetic to the desire for additional childcare resources in the Village, we ask that the Village reject the request to modify WCC’s existing Special Use Permit to allow this use.**

While the WCC location in question is referenced as part of a “commercial overlay district” it is smack dab in the middle of a residential area – as shown in Winnetka’s zoning map – and must be evaluated through that lens. The purple dot reflects location of WCC surrounded by areas zoned as residential:



The WCC suggests that the operation of a new childcare enterprise (the “Center”) on its property will not impact traffic in the area, but that suggestion is based on flawed data and unrealistic expectations.

At the end of October 2025, in a letter sent to nearby neighbors announcing its proposal to lease space on its property for the Center, WCC provided neighbors with a copy of a Traffic and Parking Study (“Traffic Study”) that was prepared using “existing traffic data” along with “accepted...trip-generation methodologies” and “locally appropriate operating assumptions” (Traffic Study, p.1). However, a closer look reveals that none of these sources of data or assumptions likely reflect the true state of traffic volume and congestion in the area now or in the near future, and the plan would have additional negative effects for the area.

1. **The Traffic Study Ignores Lincoln Avenue.** The Traffic Study conveniently fails to consider traffic volumes on Lincoln Avenue, which along with Pine will obviously be a main route to the WCC for those accessing the proposed Center. The “Traffic Count Map” cited on page 2 of the Traffic Study references Q1 2025 traffic volumes on Prospect, Pine, and East Elm – but provides no data regarding Lincoln Avenue, an increasingly busy street that feeds traffic directly to Pine and Prospect from both north and south. The residents of the 580-619 end of the 542-619 Block of Lincoln Avenue already experience significant traffic from the East Elm and Lincoln retail and medical/dental businesses, as well as from the Winnetka Community House (“Community House”). The recent relocation of the Village’s post office branch to 586 Lincoln Avenue also means more cars and people coming to the area, and traffic from postal vehicles coming and going from the site. On this block of Lincoln, driving is already challenging, navigating from the East Elm side, bounded by the always-busy Hometown, through to the Community House and the end of the block. Parking is similarly a challenge, indicating the volume of cars that are coming to the area on a regular basis.

By not including Lincoln Avenue, the Traffic Study also fails to consider the heavy traffic volumes in the 639-687 block of Lincoln Avenue – largely attributable to the “Home Alone” house at 671 Lincoln – which also affects surrounding blocks. The volume of traffic regularly seen in that immediate area is noteworthy throughout the year and is seemingly increasing each year. During the extended holiday season (roughly Halloween through January) the number of cars and people visiting and traversing Lincoln Avenue on weekdays and weekends increases even more. During that time, the Winnetka police must regularly direct traffic at the intersection of Lincoln and Pine at the turn onto Prospect, due to the massive influx of cars and people traveling to see the Home Alone house. In fact, this most recent holiday season, the Village temporarily converted the 639-687 block of Lincoln Avenue to a southbound, one-way street in order to help manage the excessive traffic. Notably, when it operates as a one-way street, all of that block’s traffic must exit Lincoln going southbound, directly into the staggered intersection of Pine and Lincoln near the turn onto Prospect. Visitors also drive around Pine and Prospect as they circle and attempt to park to visit the Home Alone House. Adding 80-100 cars driving to, dropping off, and picking up children at the WCC around the corner from this area will make this intersection more difficult to navigate year-round.

2. **Increased Traffic Volume Will Compromise Safety at an Already Busy Intersection.** Adding additional traffic to and from the WCC will risk an increase in accidents and other safety events in this highly traveled area. The Community House hosts myriad events for children and families, including during weekdays and evenings, and children often travel across Pine and Lincoln to access the Community House. There are activities at the Children’s Chapel during the week, including a large rummage sale multiple times per year, that further impact traffic and parking around the staggered intersection of Pine, Lincoln, and Prospect.

Of note, the proposed ingress and egress plan for the Center’s drop-off and pick-up, as described in the Traffic Study, relies on the travel of cars exclusively through that same staggered intersection.

Further to that point, the Traffic Study’s assertion that cars dropping off and picking up at the Center will not regularly back up “queuing” onto Prospect or Pine is unrealistic. One needs only walk the immediate area surrounding the WCC to identify this – there will simply be nowhere else for this volume of cars (80-100 of them) to go during drop-off and pickup times. Those neighbors who live immediately next to and directly across from the WCC will be most acutely affected by this plan, but all residents in the surrounding area will be subject to the effects as this volume of cars attempts to navigate the area.

3. **And What About One Winnetka?** The Traffic Study relies on Q1 2025 data, and has not factored in the additional traffic that will be generated on East Elm, Lincoln, Prospect, Pine and Arbor Vitae in the very near future, once an additional 59 units of housing and additional retail and other businesses are in place at the One Winnetka site roughly one block away at the corner of Elm Street and Lincoln Avenue. Recent local news [reports](#) have expressed concerns about parking (which follows from increased traffic) in relation to the One Winnetka development.

4. **The Plan Creates Other Significant Impacts.** Beyond the impacts of additional vehicle traffic, congestion, and safety, all residences located within earshot of the WCC will experience additional daily noise disturbance from 80-100 cars, doors and trunks slamming, people coming and going, and of 80-100 children playing outside with all the typical noise that brings (however joyous in nature). This will significantly impinge on those residents' reasonable use and enjoyment of their property. The residential area near the WCC already bears a significant burden of noise and disruption from frequent, loud, and poorly volume-regulated events at the Community House garden, weekday noise from the existing facilities for the Harkness House childcare and Winnetka Community Nursery School (i.e., facilities already provide child care one block away from the proposed Center), sound intrusion from WCC's outdoor services, and the annual multi-day disruption that is the Winnetka Music Festival.

It is already almost too much to bear in a small area, and WCC's proposed modification to its Special Use permit to accommodate the Center will make the situation worse.

For these reasons, we request that the Village reject the modification to WCC's Special Use Permit.

Respectfully,

Sandra DiVarco and Derrick Kaleta
611 Lincoln Avenue