



# Village of Winnetka

## Village Council Special Meeting

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June 9, 2026 at 7:00 PM  
Village Hall  
510 Green Bay Road

### **AGENDA**

- 1. Call to Order**
- 2. Pledge of Allegiance**
- 3. Public Comments**
- 4. Ordinances and Resolutions**
  - a. Resolution No. R-50-2026: Approving a Settlement and Tolling Agreement with AT&T Regarding the Undergrounding of Aerial Communications Facilities (Adoption)
  - b. Ordinance No. M-11-2026: Denying a Special Use Permit and Certificate of Appropriateness for New Fencing at Centennial Beach for Off-Leash Dogs (Centennial Park and Beach, 225 Sheridan Road) (Introduction/Adoption)
- 5. Discussion**
  - a. Street Ends Policy Discussion
    - i. Fisher Lane Extension
    - ii. Spruce Street
    - iii. Elm Street
    - iv. Oak Street
    - v. Cherry Street
    - vi. Willow Road
    - vii. Tower Road
- 6. Closed Session**
- 7. Adjournment**

### **NOTICE**

Village Council meetings are video recorded. All agenda materials are available at [villageofwinnetka.org](http://villageofwinnetka.org) (Governance > Agendas & Minutes); the Reference Desk at the Winnetka Library; or in the Manager's Office at Village Hall (2<sup>nd</sup> floor). The Village of Winnetka, in compliance with the Americans with Disabilities Act, requests that all 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, 510 Green Bay Road, Winnetka, Illinois 60093, 847-716-3543; T.D.D. 847-501-6041.



## Agenda Item Executive Summary

**TITLE:** Resolution No. R-50-2026: Approving a Settlement and Tolling Agreement with AT&T Regarding the Undergrounding of Aerial Communications Facilities (Adoption)

**PRESENTER:** Peter Friedman

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**AGENDA DATE:** June 9, 2026

**CONSENT:** Yes

**ITEM TYPE:** Consent Agenda

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### ITEM HISTORY:

The Village and AT&T have a long-standing franchise agreement that provides, among other things, for undergrounding of facilities. Over the years, the Village and AT&T have had a dispute about the nature and extent of the Village's authority to require AT&T to underground various overhead facilities that AT&T maintains in the Village. The parties were unable to resolve this dispute and pursuant to Council direction the Village on June 4, 2024, filed a complaint in Cook County Circuit Court against AT&T regarding AT&T's obligations to underground its overhead facilities in the Village. AT&T filed a motion to dismiss the complaint and while that motion was being fully briefed, the parties engaged in settlement discussions to resolve the dispute. No ruling was made on the motion to dismiss prior to the parties' decision to enter into the proposed settlement agreement.

### EXECUTIVE SUMMARY:

Under the proposed settlement agreement, AT&T has agreed to complete its Tower Road removal project by December 1, 2026, or as soon thereafter as reasonably practical. The Tower Road project will include the elimination of approximately 36 poles and placement underground of approximately 19,500 feet of new conduit and approximately 70 new underground handhole enclosures. AT&T has also committed to removal of an additional set of facilities where the Village has already removed its electric facilities, with 25 percent of these facilities to be removed within four years and the remaining within seven years. Finally, for any overhead facilities that are on utility poles where the Village has not yet removed its electrical facilities as of the effective date of the agreement, AT&T has agreed to remove its overhead facilities within six years after the date on which the Village provides written notice to AT&T identifying the specific location of the additional facility. The dates for removal are subject to AT&T receiving regulatory approval for these activities. The agreement also provides that the Village will be responsible for the actual removal of the poles themselves once AT&T has removed its overhead facilities. Significantly, the agreement tolls all of the Village's claims, which means that if for some reason AT&T does not comply with its obligations under the Agreement, the Village could again initiate litigation without a statute of limitations issue.

**RECOMMENDATION:**

Consider adopting Resolution No. R-50-2026: Approving a Settlement and Tolling Agreement with AT&T Regarding the Undergrounding of Aerial Communications Facilities (Adoption).

**ATTACHMENTS:**

1. Resolution No. R-50-2026: Approving a Settlement and Tolling Agreement with AT&T Regarding the Undergrounding of Aerial Communications Facilities

**A RESOLUTION APPROVING A SETTLEMENT AND TOLLING AGREEMENT  
WITH AT&T REGARDING THE UNDERGROUNDING OF  
AERIAL COMMUNICATIONS FACILITIES**

**WHEREAS**, Article VII, Section 10 of the 1970 Illinois Constitution authorizes the Village of Winnetka ("**Village**") to contract with individuals, associations, and corporations in any manner not prohibited by law or ordinance; and

**WHEREAS**, on December 4, 1984, the Village Council passed Ordinance No. M-170-84, authorizing the Village to enter into a franchise agreement ("**Franchise Agreement**") with Illinois Bell Telephone Company, Inc., an Illinois corporation ("**Illinois Bell**"), for the construction, maintenance, and operation of a telephone utility within the Village; and

**WHEREAS**, on October 1, 2018, Illinois Bell converted to AT&T, an Illinois limited liability company ("**AT&T**"), becoming Illinois Bell's successor in interest under the Franchise Agreement; and

**WHEREAS**, under the Franchise Agreement, AT&T maintains significant aerial communication facilities on approximately 2,200 utility poles throughout the Village ("**Overhead Facilities**"); and

**WHEREAS**, the Village and AT&T have had an ongoing dispute regarding the nature, extent and enforceability of AT&T's obligation to relocate its Overhead Facilities underground ("**Dispute**"); and

**WHEREAS**, on June 4, 2024, the Village filed a verified complaint in the Circuit Court of Cook County, *Village of Winnetka v. Illinois Bell Telephone Company, LLC*, 2024 CH 5274, requesting, among other things, a declaration regarding AT&T's obligation to underground its Overhead Facilities ("**Litigation**"); and

**WHEREAS**, the Village and AT&T have reached an agreement that includes, among other things, (i) an enforceable and comprehensive plan and schedule for removal of a significant number of Overhead Facilities in the Village and (ii) tolling provisions that toll any applicable statutes of limitation, statutes of repose, laches, and any notice provisions related to the claims raised by the Village in the Litigation in order to allow the Village and AT&T to devote their efforts and resources to implementing the removal program in the agreement ("**Settlement and Tolling Agreement**"); and

**WHEREAS**, the Village President and Village Council have determined that entering into the Settlement and Tolling Agreement with AT&T is in the best interest of the Village and its residents;

**NOW, THEREFORE, BE IT RESOLVED**, by the Council of the Village of Winnetka, Cook County, Illinois, as follows:

**SECTION 1: RECITALS.** The Village Council hereby adopts the foregoing recitals as its findings, as if fully set forth herein.

**SECTION 2: APPROVAL OF SETTLEMENT AND TOLLING AGREEMENT.** The Settlement and Tolling Agreement attached to this Resolution as *Exhibit A* is approved in a final form and substance satisfactory to the Village President and the Village Attorney.

**SECTION 3: AUTHORIZATION TO EXECUTE THE SETTLEMENT AND TOLLING AGREEMENT.** The Village Council authorizes and directs the Village President and the Village Clerk to execute and seal, on behalf of the Village, the Settlement and Tolling Agreement.

**SECTION 4: EFFECTIVE DATE.** This Resolution shall be in full force and effect from and after its passage and approval according to law.

**ADOPTED** this 9th day of June, 2026, pursuant to the following roll call vote:

AYES: \_\_\_\_\_  
NAYS: \_\_\_\_\_  
ABSENT: \_\_\_\_\_  
ABSTAIN: \_\_\_\_\_

Signed

\_\_\_\_\_  
Village President

Countersigned:

\_\_\_\_\_  
Village Clerk

**EXHIBIT A**  
**SETTLEMENT AND TOLLING AGREEMENT**

**June 9, 2026**

**R-50-2026**

June 9, 2026

**SETTLEMENT AND TOLLING AGREEMENT  
FOR THE  
UNDERGROUNDING OF AERIAL COMMUNICATIONS FACILITIES  
IN THE VILLAGE OF WINNETKA**

This **Settlement and Tolling Agreement (“Agreement”)** is made and entered into this 9th day of June, 2026 (“**Effective Date**”), between and among the Village of Winnetka, an Illinois home rule municipal corporation (“**Village**”); and Illinois Bell Telephone Company, LLC d/b/a AT&T Illinois (“**AT&T**”), an Illinois limited liability company that is successor in interest to the former Illinois Bell Telephone Company, Inc., an Illinois corporation (“**Illinois Bell**”) (the Village and AT&T are collectively the “**Parties**” and individually each a “**Party**”).

**WHEREAS**, the Village and Illinois Bell are parties to a franchise agreement approved by the Village Council on December 4, 1984, as Ordinance No. M-170-84 (“**Franchise Agreement**”); and

**WHEREAS**, on October 1, 2018, Illinois Bell, the Illinois corporation converted to AT&T, the Illinois limited liability company, thus becoming Illinois Bell’s successor in interest under the Franchise Agreement; and

**WHEREAS**, the Franchise Agreement grants certain rights to AT&T for the construction, maintenance, and operation of a telephone utility within the Village; and

**WHEREAS**, AT&T, as successor by conversion to Illinois Bell, has assumed all of Illinois Bell’s rights and obligations under the Franchise Agreement; and

**WHEREAS**, the Franchise Agreement specifically grants AT&T certain rights to construct, operate and maintain utility facilities in the Village, including in, upon, along, across, under, and over Village streets, alleys, and public ways, to conduct its telephone and telecommunications business, pursuant to the terms of the Franchise Agreement and other applicable laws and regulations; and

**WHEREAS**, as part of its facilities in the Village, AT&T maintains significant aerial communication facilities (overhead lines and related equipment) with a substantial number of miles of overhead wires and cables on approximately 2,200 utility poles throughout the Village (“**Overhead Facilities**”); and

**WHEREAS**, the Village has maintained code requirements requiring the ultimate undergrounding of all overhead utilities in the Village where the Village has undergrounded its electric distribution facilities, including Overhead Facilities owned and maintained by AT&T; and

**WHEREAS**, the Village and AT&T have had an ongoing dispute regarding the nature, extent and enforceability of AT&T’s obligation to relocate its Overhead Facilities underground, specifically whether Section 12 of the Franchise Agreement along with Section 13.08.220 of the Winnetka Municipal Code require the undergrounding of these AT&T Facilities and, if so, whether that asserted requirement is valid and enforceable under Illinois law; and

**WHEREAS**, on June 4, 2024, the Village filed a verified complaint in the Circuit Court of Cook County, *Village of Winnetka v. Illinois Bell Telephone Company, LLC*, 2024 CH 5274, requesting, among other things, a declaration regarding AT&T's obligation to underground its Overhead Facilities ("**Litigation**"); and

**WHEREAS**, AT&T filed a motion to dismiss the complaint in the Litigation and disputes any liability for the claims alleged in the Litigation and specifically any obligation under the Franchise Agreement, the Village Municipal Code, Illinois law or otherwise to underground its Overhead Facilities located in the Village; and

**WHEREAS**, AT&T and the Village have undertaken cooperative, extensive discussions related to a proposal for AT&T to underground or otherwise remove AT&T's Overhead Facilities located in a location of particular importance to the Village; namely, Tower Road between Forestway Drive and Green Bay Road; and

**WHEREAS**, AT&T currently intends to discontinue offering traditional legacy telephone service in Illinois, including the Village, within the next several years and therefore currently intends to discontinue its use of the currently installed aerial facilities; and

**WHEREAS**, the Village and AT&T have concluded that it is in their mutual and respective best interests to toll any applicable statutes of limitation, statutes of repose, laches, and any notice provisions related to the claims raised by the Village in the Litigation in order to allow the Parties to devote their efforts and resources to attempting to resolve their dispute; and

**WHEREAS**, in order to avoid the time, expense, and uncertainty of ongoing litigation, the Village and AT&T desire, conditioned on compliance with the terms and provisions of this Agreement, to reach an accord regarding the claims asserted in the Litigation without the Parties admitting any unlawful activity or liability to each other and without admitting the sufficiency of any claim or defense related to the Litigation;

**NOW, THEREFORE**, in consideration of these recitals and the mutual promises set forth in this Agreement, and for other good and valuable consideration stated in this Agreement, the adequacy of which is acknowledged, the Parties agree as follows:

1. AT&T Commitments.

A. Tower Road Project. AT&T will underground or otherwise eliminate all of its Overhead Facilities on Tower Road between Forestway Drive and Green Bay Road ("**Tower Road Project**"). The Tower Road Project will include the elimination of approximately 36 poles and placement underground of approximately 19,500 feet of new conduit and approximately 70 new underground handhole enclosures. The Tower Road Project is depicted on **Exhibit A** to this Agreement is under AT&T Permit No. A052MGR approved by the Village on January 9, 2026 as the final permit for the Tower Road Project reflecting the terms to which AT&T agreed and the Village has approved. AT&T will endeavor to complete the Tower Road Project on or before December 1, 2026, or as soon thereafter as reasonably practicable.

B. Additional Removal of Aerial Facilities. In addition to the Tower Road Project, AT&T, subject to the condition described below and in Paragraph 1.D, agrees to remove,

within seven years of the Effective Date, its Overhead Facilities that are on utility poles in the Village's public rights of way where, as of the Effective Date, the Village has removed its electrical facilities, which facilities are identified on **Exhibit B** to this Agreement ("**Identified Additional Facilities**"); provided, however, that AT&T shall remove at least 25% of Identified Additional Facilities within four years of the Effective Date; and provided further that, in the event that AT&T does not receive the regulatory authority to transition customers served by the Overhead Facilities to an alternative service (referenced below) until after April 2027, the time-frame within which AT&T's shall remove at least 25% of the Identified Additional Facilities shall be extended by a time period equal to the number of months between April 2027 and the month in which such regulatory authority is received. For any Overhead Facilities that are on utility poles where the Village has not removed its electrical facilities as of the Effective Date ("**Future Additional Facilities**"), AT&T, again subject to the condition described below and in Paragraph 1.D, agrees to remove its Overhead Facilities within six years after the date on which the Village provides written notice to AT&T identifying the specific location of the Future Additional Facility. AT&T's obligations regarding the removal of Identified Additional Facilities and Future Additional Facilities shall consist solely of removing such facilities from the subject poles; AT&T shall have no responsibility whatsoever concerning removal of any facilities of other entities on such poles or concerning the removal of, or any other action regarding, the poles themselves. AT&T's obligations under this Paragraph 1.B are conditional on AT&T having the necessary regulatory authority to transition any customers still served by the Overhead Facilities to an alternative service, or otherwise to cease providing service to such customers. AT&T presently anticipates that it will possess the necessary regulatory authority by the end of 2026, but the receipt of such authority, and its continued existence, thereafter, are not certain, requiring the aforementioned condition. For the avoidance of doubt, if AT&T is unable to complete the removal of the Identified Additional Facilities and the Future Additional Facilities as provided in this Paragraph 1.B due to the lack of necessary regulatory authority, the Village reserves and retains its rights to enforce the Franchise Agreement and Village Code and assert all claims advanced in the Litigation, and AT&T reserves and retains its rights to assert all defenses to those claims, subject to provisions related to tolling in Section 3 of this Agreement. Also for the avoidance of doubt, while this Agreement is effective and AT&T is in compliance with all of its obligations in Paragraphs 1.A or 1.B, the Village will not seek to enforce against Section 12 of the Franchise Agreement or Section 13.08.220 of the Winnetka Municipal Code, or any other agreement or law purporting to require removal or undergrounding of Overhead Facilities,

C. Potential Cost Savings. In areas in the Village where AT&T intends to install fiber facilities (other than in connection with the Tower Road Project) or otherwise remove its Overhead Facilities, AT&T agrees to work cooperatively with the Village and will devote special consideration to opportunities to underground fiber facilities or otherwise remove its Overhead Facilities simultaneously with the Village's undergrounding or removal of its electric distribution facilities, as such scenarios offer potential cost savings.

D. Excusable Delays. The Tower Road Project as provided in Paragraph A of this Section, and the removal of the Identified Additional Facilities and the Future Additional Facilities as provided in this Paragraph B of this Section, may require various permits and other authorizations in order to proceed, including specifically, but without limitation, the approval of one or more private property owners where an element of undergrounding or removal is located on private property ("**Required Authorizations**"). AT&T will not be in

default under this Agreement if it is not able to satisfy the various undergrounding or removal completion requirements under this Agreement to the extent caused by its inability to obtain the Required Authorizations for a particular aspect of the Tower Road Project or the removal of the Identified Additional Facilities and the Future Additional Facilities as provided in this Paragraph B of this Section, despite its good faith and best efforts to obtain the Required Authorizations.

E. Regular Meeting. The Village and AT&T will meet no less than once every year to plan and coordinate the undergrounding or removal activities required under this Agreement. The required annual meeting will take place on or about the anniversary of the Effective Date.

F. Permit Process Consistency. AT&T and the Village will each identify a single point of contact within their organizations with a detailed understanding of the Tower Road Project and the Identified Additional Facilities and the Future Additional Facilities to remain in regular contact with each other to coordinate and facilitate the various aspects of the work contemplated by this Agreement.

G. Build Schedule Synchronization. To the greatest extent feasible, AT&T and the Village will align building projects in Tower Road Project rights-of-way or any subsequent work contemplated by this Agreement to reduce costs and road construction operations.

H. Permit Streamlining. To the greatest extent feasible, the Village will streamline its process for issuance of permits required for the various elements of the Tower Road Project or any subsequent work contemplated by this Agreement in order to improve review and response time.

I. General Cooperation. At all times under this Agreement, AT&T and the Village will communicate and cooperate as necessary in order to achieve the success of the Tower Road Project and any additional work contemplated by this Agreement.

2. Dismissal Order. The Parties will enter an agreed dismissal order in the form provided in *Exhibit C* to this Agreement dismissing the Litigation without prejudice (“*Agreed Dismissal Order*”), with each party bearing its own costs and fees, and the court retaining jurisdiction solely for the purpose of enforcing the terms of this Agreement. Each Party will execute the Agreed Dismissal Order in the spaces provided in *Exhibit C*. The Village and AT&T will cooperate to prepare and file the Agreed Dismissal Order and to ensure the entry of the Dismissal Order by the Court.

3. Termination and Tolling Provisions.

A. Termination Date. Either Party may terminate this Agreement if the other Party has failed to comply with any of the material terms and conditions of this Agreement; provided, however, that prior to termination, the Party seeking termination must provide the other Party with 30 days written notice and an opportunity to cure the violation. If the nature of the violation makes a cure impossible within 30 days, the opportunity to cure the violation will be extended for the time necessary to reasonably cure the violation provided that the Party seeking to cure maintains ongoing efforts to eliminate the violation and comply with the Agreement. The effective date of termination under this Subsection is the “*Termination Date*” for purposes of this Agreement.

B. Tolling Period. The Village and AT&T agree to toll all statutes of limitation, statutes of repose, equitable laches defenses, and any other time limitations or time-related defenses (whether equitable, statutory, contractual, or otherwise), from the Effective Date of this Agreement to 180 days following any Termination Date pursuant to Subsection A of this Section (“**Tolling Period**”) for any claim, demand, cause of action or suit that could be filed by either Party against the other Party to the Litigation which could arise out of or in any way relate to the subject matter of the Litigation, including any of the claims asserted by the Village in the Litigation.

C. Use of Tolling Period. The Tolling Period will not be used in computing the running of time under any statutes of limitations, statutes of repose, equitable laches defense, or any other time limitations or time-related defenses (whether equitable, statutory, contractual, or otherwise) in defense against any lawsuit, action, claim, or other proceeding that either the Village or AT&T might bring against the other pertaining to the subject matter of the Litigation. Nothing in this Agreement will affect the Village’s or AT&T’s right to rely on any statutes of limitations, statutes of repose, equitable laches defense, or any other time limitations or time-related defenses (whether equitable, statutory, contractual, or otherwise) that may have accrued prior to the Effective Date of this Agreement.

D. Expiration of Tolling Period. Upon the expiration of the Tolling Period following a Termination Date, any applicable statutes of limitations, statutes of repose, equitable laches defenses, or other time limitations, or time-related defenses (whether equitable, statutory, contractual, or otherwise) shall continue to accrue recommencing on the one hundred eightieth (180th) day after the Termination Date.

4. Release. Conditioned on compliance with the provisions of this Agreement concerning the Tower Road Project and for each additional Overhead Facility that is removed under Paragraph 1.B, each Party, for and on behalf of itself and its heirs, executors, personal representatives, agents, successors and assigns, and elected and appointed officials, employees, and attorneys, acknowledges full and complete satisfaction of, and fully and forever releases, acquits, and discharges each Party and their respective heirs, executors, officers, directors, employees, personal representatives, agents, attorneys, successors and assigns, including, without limitation, all City elected officials and any other City officials (collectively, the “**Releasees**”) from any and all claims, causes of action, demands, liabilities, damages, obligations, and debts (collectively referred to as “**Claims**”), of every kind and nature, whether known or unknown, suspected or unsuspected, or fixed or contingent, which any Party holds or at any time previously held against any other Party, or any of them, arising out of or in any way related to the claims asserted in Litigation (with the exception of breaches of this Agreement), or under any other statute, rule or common law provision, including any claim for civil penalties arising from the facts alleged in the Litigation, with respect to the Tower Road Project and each Overhead Facility removed under Paragraph 1.B (as the case may be), through the Effective Date of this Agreement. The releases provided in this Section shall be effective and conditioned upon (i) the Effective Date of this Agreement, (ii) the entry of the Agreed Dismissal Order, and (iii) compliance with the terms and conditions of this Agreement. For the avoidance of doubt, save for claims regarding breach of this Agreement, neither Party releases any claims based on conduct or events subsequent to the Effective Date of this Agreement.

5. No Admission of Liability. Nothing in this Agreement will be construed as an admission of liability on the part of any of the Parties, their respective Releasees, or any of them, such liability having been expressly denied. No inducements or representations have been made by any agent or attorney of any Party released under this Agreement as to the legal liability or other responsibility of any Party claimed responsible.

6. Severability. The provisions of this Agreement are fully severable. If any provision of this Agreement is determined to be invalid or unenforceable for any reason, that invalidity or unenforceability will not affect the validity or enforceability of any of the other provisions of the Agreement.

7. Entire Agreement; Modification. This Agreement constitutes the sole and entire agreement between the Parties with respect to the subject matter of this Agreement; supersedes any and all prior or contemporaneous agreements, discussions or representations, oral or written, with respect to that subject matter; and cannot be amended except in a writing which specifically refers to this Agreement and is signed by each of the Parties.

8. Successors and Assigns. This Agreement is binding upon, and inures to the benefit of, each of the Parties and their respective heirs, executors, personal representatives, successors, and assigns.

9. No Effect on Third Parties. The terms and conditions, covenants, agreements, powers, privileges, and notices of authorization contained in this Agreement are binding upon and inure only to the benefit of the Parties and their respective successors, affiliates, assigns, heirs, agents, and attorneys including, without limitation, any of the Releasees. Only the Parties are authorized to rely upon the contents of this Agreement or are deemed a beneficiary of this Agreement.

10. Governing Law and Jurisdiction. The Chancery Division of the Circuit Court of Cook County will retain jurisdiction over the Litigation matter for the sole purpose of enforcing the provisions of this Agreement. Cook County, Illinois will be the exclusive venue for any lawsuit arising out of or relating to this Agreement. This Agreement and any amendments to this Agreement will be governed by, and construed in accordance with, the laws of the State of Illinois, without regard to conflict of law principles.

11. Non-Waiver. The failure of any Party to this Agreement to exercise or enforce any provision of this Agreement on one or more occasions will not be deemed a waiver of that provision, nor will a waiver of any provision on one occasion affect a Party's right to enforce that provision fully on other occasions. Any waiver must be in writing and signed by the Party waiving its right in order to be valid and enforceable.

12. Representation by Counsel and Drafting. Each of the Parties acknowledges that it has either been represented by or had access to competent legal counsel of its own choosing both in connection with the Litigation and in connection with the negotiations, drafting, and execution of this Agreement. Accordingly, the language used in this Agreement will be deemed to be language chosen by all Parties to express their mutual intent, and no rule of strict construction against any Party will apply to any term or condition of this Agreement.

13. Notices. Any notice required to be given under this Agreement must be in writing and must be delivered (i) personally, (ii) by a reputable overnight courier, (iii) by certified mail, return receipt requested, and deposited in the U.S. Mail, postage prepaid, or (iv) by E-mail. E-mail notices will be deemed valid and received by the addressee only upon explicit or implicit acknowledgment of receipt by the addressee. Unless otherwise expressly provided in this Agreement, notices will be deemed received upon the earlier of (a) actual receipt; (b) one business day after deposit with an overnight courier as evidenced by a receipt of deposit; or (c) three business days following deposit in the U.S. mail, as evidenced by a return receipt. By notice complying with the requirements of this Section, each party will have the right to change the address or the addressee, or both, for all future notices to the other party, but no notice of a change of addressee or address will be effective until actually received.

Notices to the Village will be addressed to, and delivered at, the following address:

Village of Winnetka  
510 Green Bay Road  
Winnetka, Illinois 60093  
Attention: Village Manager  
E-mail: [kkazenas@winnetka.org](mailto:kkazenas@winnetka.org)

With a copy to:

Elrod Friedman LLP  
Village Attorney  
350 N. Clark Street, Second Floor  
Chicago, Illinois 60654  
Attention: Peter M. Friedman  
E-mail: [peter.friedman@elrodfriedman.com](mailto:peter.friedman@elrodfriedman.com)

Notices to AT&T will be addressed to, and delivered at, the following address:

AT&T Engineering  
1000 Commerce Drive  
Oak Brook, Illinois  
Attention: Bert Garcia  
E-mail: [ag7562@att.com](mailto:ag7562@att.com)

With a copy to:

Brian A. McAleenan  
Duane Morris LLP  
190 South LaSalle Street, Suite 3700  
Chicago, IL 60603-3433  
E-mail: [bamcaleenan@duanemorris](mailto:bamcaleenan@duanemorris)

14. Counterparts. This Agreement may be executed in any number of counterparts, each of which will be deemed to be an original, and all of which, taken together, will constitute a single instrument.

15. Captions. The section headings in the Agreement are for convenience and reference only and will not in any way affect the meaning or interpretation of the Agreement.

16. Warranty of Authority. Each Party executing this Agreement warrants to the other that it has the authority to act for and bind the party for which it executes this Agreement.

17. Free and Voluntary Acts. Each Party enters into this Agreement as a free and voluntary act, with full knowledge of its legal consequences. No Party has relied on any information or representations that are not set forth in this Agreement.

18. Satisfactory Documentation. The Parties will execute any other documents and take any other action as may be reasonably necessary to further the purposes of this Agreement.

In witness whereof, the Parties have duly executed this Agreement, consisting of eight typewritten pages and including *Exhibits A, B, and C* to this Agreement, as of the Effective Date of this Agreement.

VILLAGE OF WINNETKA

Illinois Bell Telephone Company, LLC

By: \_\_\_\_\_

By: \_\_\_\_\_

Its: \_\_\_\_\_

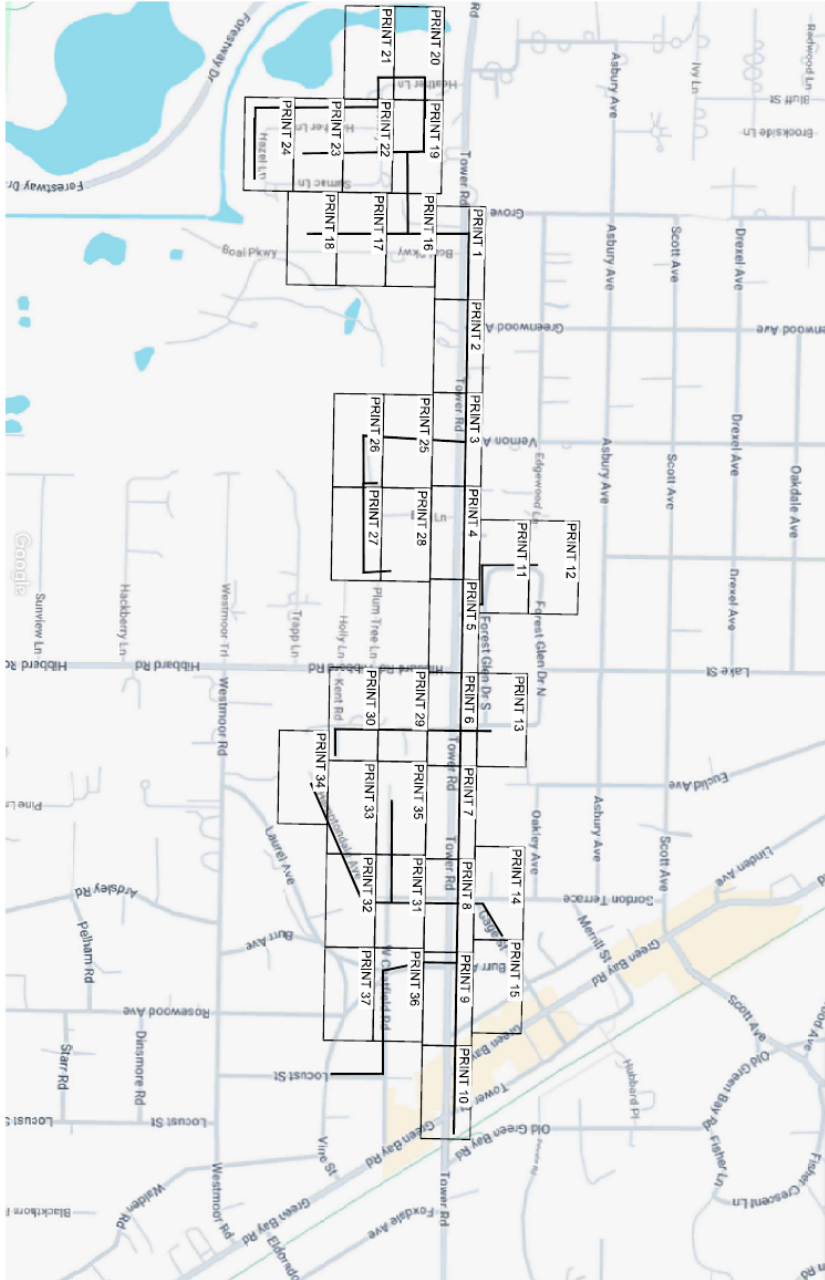
Its: \_\_\_\_\_

Date: \_\_\_\_\_

Date: \_\_\_\_\_

**EXHIBIT A**  
**TOWER ROAD PROJECT**

# SITE MAP



**AT&T INSTALLATION  
1523 TOWER RD  
CITY OF WINNETKA, IL  
COOK COUNTY  
SECTION: 18**

**HOMEOWNERS, RESIDENTS, AND  
HOAS ARE TO BE NOTIFIED AT  
LEAST 3 DAYS IN ADVANCE PRIOR  
TO CONSTRUCTION**

**TOTAL FOOTAGE: 18,574'**

**EXHIBIT B**  
**IDENTIFIED ADDITIONAL FACILITIES**

11/5/24

**Locations where electric has been removed or removal is in progress:**

Tower Road, Green Bay Road to Grove Street:	42 poles
Ivy Lane, Pine Tree Lane to Grove Street	11 poles
Sunset Road, White Oak Lane to Higginson Lane	8 poles
Pine Street, Rosewood Avenue to Berkeley Avenue	8 poles
457 – 500 Sheridan Road	6 poles
Wilson Street, Orchard Lane to Willow Road	5 poles
Woodland Avenue, Winnetka Avenue to Sunset Road	5 poles
Tower Court, Tower Road to Gage Street	5 poles
Maple Park & Sheridan Road	5 poles
984-1004 Pine Tree Lane	5 poles
381/387/391 Sheridan Road	4 poles
3-12 Kent Road	4 poles
849-875 Sheridan Road	4 poles
Willow Road, east of Sheridan Road	4 poles
685-711 Locust Road	3 poles
Ash Street, Birch Street to Chestnut Street	3 poles
Tower Road, east of Sheridan Road	3 poles
645 Sheridan Road (poles to be abandoned after new home is completed)	3 poles
38/35 Brier Street, ling going east/west crossing Brier	3 poles
705-715 Sheridan Road	2 poles
354-368 Elder Lane, west of Essex Road	2 poles
Cherry Street, 1 block west of Sheridan Road	2 poles
Lloyd Place, Sheridan Road to Bryant Avenue	2 poles
790-800 Green Bay Road	2 poles
453/445 Sheridan Road, along beach access path	2 poles
977 Sheridan Road	1 pole

11/5/24

363 Rosewood Avenue	1 pole
471 Hill Road	1 pole
Vine Street at Green Bay Road	1 pole
875 Gordon Terrace	1 pole
975 Gordon Terrace	1 pole
Auburn Road, south of Tower Road	1 pole
650 Ardsley Road	1 pole





## Agenda Item Executive Summary

**TITLE:** Ordinance No. M-11-2026: Denying a Special Use Permit and Certificate of Appropriateness for New Fencing at Centennial Beach for Off-Leash Dogs (Centennial Park and Beach, 225 Sheridan Road) (Introduction/Adoption)

**PRESENTER:** Scott Mangum

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**AGENDA DATE:** June 9, 2026

**CONSENT:** No

**ITEM TYPE:** Ordinances and Resolutions

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### ITEM HISTORY:

On May 19, 2026, the Village Council considered the Plan Commission (“PC”), Zoning Board of Appeals (“ZBA”), and Design Review Board (“DRB”) recommendations regarding 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 a Special Use Permit and a Certificate of Appropriateness.

Following staff presentation, questions of the applicant, and public comment, the Village Council provided direction requesting that the Village Attorney and staff prepare an ordinance denying the requests.

### EXECUTIVE SUMMARY:

On June 9, 2026, the Village Council is scheduled to consider Ordinance M-11-2026, An Ordinance Denying a Special Use Permit and Certificate of Appropriateness for New Fencing at Centennial Beach for Off-Leash Dogs (**Attachment 1**).

### PROPOSED PLANS

The Applicant is proposing installation of fencing on the beach to provide an enclosure to allow off-leash dogs on the beach. The Applicant has presented two different plans during the review process: the original plan (“Original Plan”) that the Applicant presented to the Plan Commission on January 28, 2026, and the new plan (“New Plan”) that the Applicant presented to the ZBA on March 9, 2026. Both plans were presented to and considered by the DRB on April 16, 2026. The Plan Commission was not presented the New Plan for review, and similarly, the ZBA was not presented the Original Plan for review.

**Original Plan** (presented to the Plan Commission and DRB). The Original Plan consists of two rows of galvanized steel 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 sea wall and extend perpendicularly eastward across the beach into the lake.

Both the north and south fence would have access gates to allow the public to traverse the beach. The Applicant indicates 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 sea wall at the base of the bluff east towards the water. 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.

South Fence. The south fence would extend approximately 78 feet from the existing sea wall east towards the water. Approximately 36 feet of the fence would extend from the OHWM into the lake. 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.

As proposed in the Original Plan, 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.

New Plan (presented to the ZBA and DRB). On February 5, the Winnetka Park District Board authorized a new plan, which was subsequently submitted to the Village for review. In the New 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. 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 New 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) and be black chain-link, rather than the galvanized chain-link proposed in the Original Plan.

Use of Remaining Beach Area. 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 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.

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 OHWM lakeward. The 4-foot-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 New Plan.

South Fence. The south fence would be 49'-3" in length and also extend approximately 20 feet from the OHWM towards the lake. 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".

Similar to the Original Plan, 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.

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 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.

## **ADVISORY BOARD/COMMISSION REVIEW**

Plan Commission. On January 28, 2026, the PC considered the Applicant's Original Plan and the only Plan the Applicant presented to the PC 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. 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 of the Original Plan 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. Links to the approved findings and recommendation of the PC and the meeting minutes of both the January 28 and February 25 PC meetings are provided in **Attachment 2**.

Zoning Board of Appeals. On February 9, 2026, the ZBA commenced a public hearing on the Applicant's special use. However, since the Winnetka Park District Board authorized a new plan at its February 5 special meeting and the new 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. At the March 9 meeting, after hearing from staff and the Applicant, the ZBA heard from 15 members of the public. Approximately 14 members of the public expressed significant concerns about safety, public access, parking, private property encroachments, and beach obstructions. 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 of the New Plan for consideration at the next ZBA meeting on March 16.

On March 16, 2026, by a vote of 6-0, the ZBA approved the written findings and recommendation to deny the Special Use Permit. **Attachment 2** contains a link to the March 16 staff report, the approved findings and recommendation of the ZBA, and minutes of the three ZBA meetings at which this item was considered.

Design Review Board. Consideration of the Certificate of Appropriateness for proposed fencing at Centennial Beach was originally scheduled for the March 26, 2026, DRB meeting; however, the Applicant requested the item be continued to the April 16, 2026, DRB meeting. The DRB granted the Applicant's request and continued the item to the April 16 DRB meeting. After hearing from staff and the applicant, the DRB heard from 11 members of the public who all expressed concerns about design and safety. The DRB then discussed the request. Members of the DRB expressed concern with the quality of the proposed material of the fence in both options presented by the Applicant, which consisted of the original plan presented to the PC with galvanized chain link fencing as well as the new plan that was presented to the ZBA with black vinyl-coated chain link fencing. Ultimately, by a vote of 6-0, the DRB directed the Village Attorney to prepare a draft recommendation of denial with written findings and determinations based on the DRB's discussion for consideration at the next DRB meeting.

On May 7, by a vote of 4-0, the DRB approved the written findings and recommendation to deny the Certificate of Appropriateness. **Attachment 2** contains a link to the May 7 staff report, the approved findings and recommendation, and the meeting minutes of both the April 16 and May 7 DRB meetings.

Details regarding both plans presented by the Applicant are provided in the April 16 DRB memo, which is linked to in **Attachment 2**. Additional public correspondence received since posting of the May 19 Village Council agenda packet is included in **Attachment 3**.

### **VILLAGE COUNCIL DIRECTION**

On May 19, 2026, the Village Council considered the PC, ZBA, and DRB recommendations. After hearing from staff and responses to questions from the applicant, the Village Council heard from members of the public, many of whom expressed concerns with the proposed fencing, including about its design and safety. The Village Council then discussed the request. The Village Council commended the efforts of members of the PC, ZBA, and DRB in thoroughly reviewing the applications, and also expressed concerns regarding safety, design, and lakefront access, among other issues. While one Trustee expressed support for the New Plan, subject to conditions of approval, ultimately, by a vote of 5-1, the Village Council directed staff and the Village Attorney to prepare an ordinance to deny the requested Special Use Permit and Certificate of Appropriateness.

### **RECOMMENDATION:**

Given the Village Council provided direction at its May 19, 2026, meeting, the Council may wish to (a) consider waiving introduction of Ordinance No. M-11-2026 and consider adoption of the Ordinance, or (b) consider only introduction of Ordinance No. M-11-2026.

### **ATTACHMENTS:**

1. Attachment 1: Ordinance No. M-11-2026: Denying a SUP and Certificate of Appropriateness for New Fencing at Centennial Beach for Off-Leash Dogs
2. Attachment 2: Links to Previous Plan Commission, ZBA, DRB and Council Agenda Packets
3. Attachment 3 Public Correspondence Received Since Posting of May 19, 2026, Village Council Agenda Packet



**AN ORDINANCE DENYING A SPECIAL USE PERMIT  
AND CERTIFICATE OF APPROPRIATENESS FOR NEW FENCING AT CENTENNIAL  
BEACH FOR OFF-LEASH DOGS  
(Centennial Park and Beach, 225 Sheridan Road)**

**WHEREAS**, the Village of Winnetka is a home rule municipality in accordance with Article VII, Section 6 of the 1970 Constitution of the State of Illinois and has the authority to exercise any power and perform any function pertaining to its government and affairs; and

**WHEREAS**, zoning and land-use planning are within the statutory and home rule powers of the Village; and

**WHEREAS**, the corporate boundaries of the Village extend one-half mile into the waters of Lake Michigan contiguous to the Village and within the area of the Village’s corporate boundaries the Village enjoys its municipal authorities, including zoning, building, and general home rule powers to regulate for the public health, safety, and general welfare; and

**WHEREAS**, the Village Council has previously determined by Ordinance that Lake Michigan, its coastline and beaches, and the adjacent properties and vistas provide a unique natural resource to the Village and its residents that must be preserved and protected; and

**WHEREAS**, the Village Council has also previously determined by Ordinance that the portions of Lake Michigan within the corporate limits of the Village and the adjoining beaches, bluffs, and coastline have special historical, community, or aesthetic interest and value to the Village and its residents; and

**WHEREAS**, the Village has the home rule and statutory authority to zone all land within the Village and to provide special use designations for public uses affected with the public interest; and

**WHEREAS**, the Winnetka Park District is organized and operating under the Illinois Park District Code 70 ILCS 1205/1, *et seq.*; and

**WHEREAS**, neither the Illinois Municipal Code nor the Park District Code provide park districts with immunity from the zoning and other ordinances of their host municipalities; and

**WHEREAS**, the Park District is the owner of property in the Village commonly known as Centennial Park and Beach, located at 225 Sheridan Road (“***Subject Property***”); and

**WHEREAS**, the Subject Property is in the Village’s R-2 Single-Family Residential Zoning District and the Lakefront Preservation Overlay District pursuant to the Winnetka Zoning Ordinance (“***Zoning Ordinance***”); and

**WHEREAS**, 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; and

**WHEREAS**, under current Park District ordinances, off-leash dog use is prohibited at Centennial Beach; and

**WHEREAS**, the Park District filed its original application on October 21, 2025, seeking approval from the Village of a Special Use Permit and a Certificate of Appropriateness to install new chain link fencing on Centennial Beach to provide an area on the Beach for off-leash dogs (“*Proposed Fencing*”); and

**WHEREAS**, in accordance with the Village Zoning Ordinance, the Park District’s proposal required notice and public hearings before the Winnetka Plan Commission, Zoning Board of Appeals, and Design Review Board; and

**WHEREAS**, the Plan Commission, after due notice, held an extensive public hearing and considered the Park District’s Special Use request for the Proposed Fencing at its January 28, 2026 meeting; and

**WHEREAS**, the specific and only plan for the Proposed Fencing that the Park District presented to the Plan Commission and the public at this public hearing generally consisted of two rows of galvanized steel chain-link fencing, measuring four feet in height, and extending from the base of the existing sea wall perpendicularly eastward across the entire width of Centennial Beach and into the Lake (“*Original Plan*”); and

**WHEREAS**, among other things, under the Original Plan, to walk along Centennial 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 off-leash dog area of the Beach; and

**WHEREAS**, at the Plan Commission public hearing, virtually all members of the public who provided written or in-person public comments expressed significant concerns about and were opposed to the Original Plan; and

**WHEREAS**, following extensive testimony the Plan Commission unanimously directed the Village Attorney to prepare a draft recommendation of denial with written findings and determinations for consideration at the February 25, 2026 Plan Commission meeting; and

**WHEREAS**, on February 5, 2026, the Park District Board of Commissioners held a special meeting and determined to proceed with a new plan for the Proposed Fencing (“*New Plan*”); and

**WHEREAS**, on February 25, 2026, by a unanimous vote of 6-0, the Plan Commission approved written findings and a recommendation that the Village Council deny the Special Use Permit for the Original Plan (the only plan that the Park District presented to the Plan Commission); and

**WHEREAS**, specifically, the Plan Commission expressed concerns regarding, among other things, the piecemeal nature of the Proposed Fencing in the context of the Park District’s other plans for Centennial and other Village beaches, and safety of the Proposed Fencing for both individuals and dogs as well as the size and location of the Proposed Fencing along the full depth of the beach, thus blocking access to the beach and creating significant safety issues; and

**WHEREAS**, accordingly, the Plan Commission found that, notwithstanding the Park District's representations regarding compliance with the standards for special use permits under the Zoning Ordinance, the Proposed Fencing under the Original Plan did not satisfy the required standards and thus denial was appropriate under Section 17.56.120 of the Zoning Ordinance; and

**WHEREAS**, the Zoning Board of Appeals, after due notice, commenced a public hearing on the Park District's Special Use request for the Proposed Fencing on February 9, 2026, but the matter was continued without presentation to the March 9, 2026 Zoning Board of Appeals meeting because the Park District Board had decided on February 5, 2026, to proceed with its New Plan and that Plan had not been submitted to the Village for review before the February 9, 2026 Zoning Board of Appeals meeting; and

**WHEREAS**, under the New Plan, the Proposed Fencing, among other things, would (i) be attached to the existing steel groins and enclose approximately 265 feet of the Centennial Beach frontage for the exclusive use of dogs off-leash, (ii) include a new west fence in addition to the two rows of fencing that would run east toward the Lake, and (iii) utilize black chain-link fencing, rather than the galvanized chain-link proposed in the Original Plan; and

**WHEREAS**, the Zoning Board of Appeals, after due notice, held an extensive public hearing and considered the Park District's Special Use request for the Proposed Fencing under the New Plan at its March 9, 2026 meeting; and

**WHEREAS**, the New Plan was the only plan for the Proposed Fencing that the Park District presented to the Zoning Board of Appeals; and

**WHEREAS**, at the Zoning Board of Appeals public hearing, virtually all members of the public who provided written or in-person public comment expressed significant concerns about and were opposed to the New Plan; and

**WHEREAS**, following extensive testimony, the Zoning Board of Appeals unanimously directed the Village Attorney to prepare a draft recommendation of denial with written findings and determinations for consideration at the March 16, 2026 special Zoning Board of Appeals meeting; and

**WHEREAS**, on March 16, 2026, by a unanimous vote of 6-0, the Zoning Board of Appeals approved the written findings and a recommendation that the Village Council deny the Special Use Permit for the New Plan (the only plan that the Park District presented to the Zoning Board of Appeals); and

**WHEREAS**, specifically, the Zoning Board of Appeals expressed concerns regarding, among other things, possible hazards created by the Proposed Fencing, the location of the Proposed Fencing, impact of the Proposed Fencing on neighboring public property, parking issues, inconsistent uses at the north and south ends of the same beach with conflicts between dogs and individuals using the Subject Property, and trespass issues on the south with the admission by the Park District that no discussions had been had with the owner of the property to the south regarding this important access issue; and

**WHEREAS**, accordingly, the Zoning Board of Appeals found that, notwithstanding the Park District's representations regarding compliance with the standards for special use permits under the Zoning Ordinance, the Proposed Fencing under New Plan did not satisfy the required standards and thus denial was appropriate under Section 17.56.120 of the Zoning Ordinance; and

**WHEREAS**, the Design Review Board, after due notice, commenced its public hearing on March 26, 2026, and continued and concluded its extensive public hearing on April 16, 2026; and

**WHEREAS**, the Design Review Board accommodated the Park District's request to present to the Board both the Original Plan and the New Plan even though the Park District Board had previously stated that it was going to proceed with the New Plan and even though the Park District had presented only the Original Plan to the Plan Commission and only the New Plan to the Zoning Board of Appeals; and

**WHEREAS**, at the Design Review Board public hearing, virtually all members of the public who provided written or in-person public comments expressed significant concerns about and were opposed to the Proposed Fencing under either the Original Plan or the New Plan; and

**WHEREAS**, following extensive testimony, the Design Review Board unanimously directed the Village Attorney to prepare a draft recommendation of denial with written findings and determinations for consideration at the May 7, 2026 Design Review Board meeting; and

**WHEREAS**, on May 7, 2026, by a unanimous vote of 4-0, the Design Review Board approved the written findings and a recommendation that the Village Council deny the Certificate of Appropriateness for the Proposed Fencing under either the Original Plan or the New Plan; and

**WHEREAS**, specifically, due to the materials, design, and location of the Proposed Fencing under either the Original Plan or the New Plan, the Design Review Board found that the external architectural features of these proposals were inappropriate and incompatible with the character of the immediate neighborhood and the public beach environment of the Subject Property and may cause substantial depreciation in the effectiveness and value of the improvements on and surrounding the public property location of the Proposed Fencing; and

**WHEREAS**, accordingly, the Design Review Board found that, notwithstanding the Park District's representations regarding compliance with the standards for certificates of appropriateness under the Zoning Ordinance, the Proposed Fencing under either the Original Plan or the New Plan did not satisfy the required standards and thus denial was appropriate under Section 15.40.010.I.1 of the Zoning Ordinance; and

**WHEREAS**, pursuant to Section 17.56.070 of the Zoning Ordinance and the Village's home rule powers, the Village Council has the authority, by majority vote the Village Council, and in the exercise of its discretion, to deny a special use application; and

**WHEREAS**, taking into consideration the Plan Commission's Findings and Recommendation, the Zoning Board of Appeal's Findings and Recommendation, and the Design Review Board's Findings and Recommendation, as well as the additional facts and circumstances

presented to the Village at its May 19, 2026 regular meeting at which the Park District responded to numerous questions from the Council and the public comments again unanimously opposed the Proposed Fencing under either the Original Plan or the New Plan, and pursuant to the Village's powers under applicable law and its Zoning Ordinance, the President and Board of Trustees have determined that it is in the best interest of the Village and the public to deny the requested Special Use Permit and Certificate of Appropriateness, in accordance with this Ordinance; and

**WHEREAS**, the Village Council has determined that denial of the proposed Special Use Permit and Certificate of Appropriateness is in the best interest of the Village and its residents and that the requested Special Use for the Proposed Fencing under either the Original Plan or the New Plan will be adverse to the public health, safety, and general welfare of the Village and its residents and does not satisfy the criteria for special uses under Section 17.56.120 or the standards for certificates of appropriateness under Section 15.40.010 I.1; and

**WHEREAS**, denial of the requested Special Use and Certificate of Appropriateness for the Proposed Fencing at Centennial Beach will not frustrate an essential purpose and statutory function of the Park District; and

**WHEREAS**, the Village's interests and decision on the Park District's request do not originate from a desire to manage or control the Park District's property or programs, but rather from the Village's legitimate interest and authority in planning and regulating the use of land within the entire Winnetka community to minimize abrasive activities and promote uses consistent with the community character and expectations of Village residents; and

**WHEREAS**, the Village and the Park District have a long history of intergovernmental cooperation on numerous important community matters, and the Village acknowledges and appreciates the Park District's commitment to this ongoing legacy and commitment by applying for and undertaking the required public hearing and approval process for the requested Special Use and Certificate of Appropriateness; and

**WHEREAS**, although the Park District continued forward with the Proposed Fencing in light of the overwhelming public opposition at the public hearings on this matter and in light of the unanimous votes of all three Village advisory boards that carefully considered and reviewed the Park District's request, the Village remains committed to intergovernmental cooperation with the Park District and desires to work with the District to identify and properly locate an area for off-leash dogs if the Park District continues to believe that such an area is necessary in the Village;

**NOW, THEREFORE**, the Council of the Village of Winnetka ordains as follows:

**SECTION 1: RECITALS.** The comprehensive recitals in this Ordinance are incorporated into this Section as the findings of the Council of the Village of Winnetka, as if fully set forth in this Section.

**SECTION 2: CONSIDERATION OF THE RECORD AND RECOMMENDATIONS.** The President and Village Council have reviewed the record of the public hearings conducted by the Plan Commission, the Zoning Board of Appeals, and the Design Review Board consisting, among other things, of (i) the Park District's various applications,

attachments, and submittal documents, and all subsequent additions and revisions to these application materials, attachments, and submittal documents; (ii) the Community Development staff memorandums, and all attachments; (iii) all written and oral testimony and public comments concerning the Park District’s Special Use and Certificate of Appropriateness application for the Proposed Fencing provided during the public hearings and meetings before the Plan Commission, Zoning Board of Appeals, Design Review Board, and Village Council; (iv) the February 25, 2026 Plan Commission Findings and Recommendation of denial; (v) the March 16, 2026 Zoning Board of Appeals Findings and Recommendation of denial; and (vi) the May 7, 2026 Design Review Board Findings and Recommendation of denial. Having considered this record, the President and Village Council concur with the recommendations of the Plan Commission, Zoning Board of Appeals, and Design Review Board and, in its discretion further finds and legislatively determines that the Proposed Fencing under either the Original Plan or the New Plan does not satisfy the applicable Special Use or Certificate of Appropriateness standards as set forth in the Zoning Ordinance and is not otherwise in the best interest of the public health, safety, and general welfare of the Village and its residents.

**SECTION 3: DENIAL OF REQUESTED RELIEF.**

A. Special Use Permit. In accordance with Section 17.56.070 of the Zoning Ordinance and the Village’s home rule powers and other applicable law, the President and Village Council deny the Special Use Permit for the Proposed Fencing.

B. Certificate of Appropriateness. In accordance with Section 15.40.010 of the Zoning Ordinance and the Village’s home rule powers and other applicable law, the President and Village Council deny the Certificate of Appropriateness for the Proposed Fencing.

**SECTION 4: SEVERABILITY.** If any provision of this Ordinance or part of this Ordinance is held invalid by a court of competent jurisdiction, the remaining provisions of this Ordinance will remain in full force and effect, and will be interpreted, applied, and enforced to achieve, as near as may be possible, the purpose and intent of this Ordinance to the greatest extent permitted by applicable law.

**SECTION 5: EFFECTIVE DATE.** This Ordinance will be in full force and effect upon its passage and approval in the manner provided by law.

**PASSED** this \_\_\_ day of June, 2026, pursuant to the following roll call vote:

AYES: \_\_\_\_\_

NAYS: \_\_\_\_\_

ABSENT: \_\_\_\_\_

**APPROVED** this \_\_\_ day of \_\_\_\_\_, 2026.

Signed:

\_\_\_\_\_  
Village President

Countersigned:

\_\_\_\_\_  
Village Clerk

Published by authority of the  
President and Board of Trustees  
of the Village of Winnetka,  
Illinois, this \_\_\_ day of \_\_\_\_\_,  
2026.

Introduced: June 9, 2026

Passed and Approved: \_\_\_\_\_

## **Previous Meeting Packet Links**

January 28, 2026 Plan Commission [meeting packet](#)

February 25, 2026 Plan Commission [meeting packet](#)

February 9, 2026 Zoning Board of Appeals [meeting packet](#)

March 9, 2026 Zoning Board of Appeals [meeting packet](#)

March 16, 2026, Zoning Board of Appeals [meeting packet](#)

March 26, 2026 Design Review Board [meeting packet](#)

April 16, 2026 Design Review Board [meeting packet](#)

May 7, 2026 Design Review Board [meeting packet](#)

May 19, 2026 Village Council [meeting packet](#)

## ATTACHMENT 3

**From:** [REDACTED]  
**To:** [Ann Klaassen](#); [Bridget Orsic](#); [Kirk Albinson](#); [Tina Dalman](#); [Scott Myers](#); [Robert Dearborn](#); [Kim Handler](#); [Robert Apatoff](#)  
**Subject:** re 225 Sheridan - SUP and Certificate of Appropriateness at Centennial Beach  
**Date:** Friday, May 15, 2026 1:51:34 PM

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**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.

Village of Winnetka Trustees:

On May 19, 2026 you will be asked to consider and approve an application from the Winnetka Park District (WPD) to allow installation of fencing on the existing Centennial Beach. The WPD may ask that you consider two alternatives, differing in size, scope and accessibility.

These plans have a single purpose: the installation of substantial chain link fencing at Centennial Beach in close proximity to a private homeowner's motorized boat ramp. Despite public comments to the contrary, the sole reason behind the continued application for a Special Use Permit (SUP), whether temporary or permanent, is because of a proposed Donation Agreement/Restrictive Covenant between a single property owner and the Winnetka Park District.

Over a three-year period, various proposals from the WPD were presented to the Design Review Board, Plan Commission and Zoning Board of Appeals. Every single review board unanimously rejected the project designs.

At this point the Winnetka Park District and its leadership broadly lack credibility.

The repetitive and ever-changing nature of the SUP application from the Winnetka Park District is indicative of a focus inconsistent with community views as to what residents want at the lakefront.

I respectfully request that the Village Council deny this application.

Thank you for your thoughtful consideration of this matter.

Angie Dahl  
1277 Forest Glen Dr N

Former Commissioner, Winnetka Park District 1987-1995, 2000-2001  
Former President, Winnetka Park District 1991-1995

# ATTACHMENT 3

**From:** [REDACTED]  
**To:** [Ann Klaassen](#)  
**Subject:** Letter to Board of Trustees. May 19 2026 Regular Board Meeting  
**Date:** Tuesday, May 19, 2026 1:55:28 PM

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**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.

Anne;  
This letter is from Philip Enquist.  
Please include in tonight's packet.

Village of Winnetka  
Board of Trustees Meeting May 19, 2026

We have seen the Zoning Board of Appeals, with its remarkable leadership, do what is right...  
We have seen the Plan Commission, also, do what is right...  
And... We have seen the Design Review Board, yet again, do what is right...

Which is what? What is "right?"  
To unanimously vote against the proposed fence installations along and across Centennial Beach as proposed by the Winnetka Park District

There is a quote that applies to where we are tonight...  
***"The time is always right, to do what is right."***  
MLK

For many generations, (even before the 1921 Plan of Winnetka), the Winnetka community has protected its woodlands, its parks and its lakefronts and also....  
engaged citizens in the design discussions

These landscapes are what make Winnetka a unique and special place.

Now, it is on our watch...  
We are the "stewards" of this Great Lakes environment.....  
Not for ourselves but for all future generations

We cannot support the destruction of a public lakefront beach....  
in the last 4-5 years... we have seen the proposal of:  
large stone piers,  
high metal louvered fences,  
raised rose hedges,  
high concrete retaining walls,  
and numerous fence alternatives...  
all with the intention of creating obstacles that prohibit or inhibit public access on public lands.

I ask the Village Council tonight, to please....  
Continue the legacy, the leadership, and the stewardship,  
Protect our public lands, embrace the idea that we are  
stewards of this natural environment, and to vote against these fences....and all initiatives that  
fragment our public lands.

Philip Enquist

## ATTACHMENT 3

**From:** [Berina Gradjan](#)  
**To:** [REDACTED]; [ContactCouncil](#)  
**Cc:** [Scott Manqum](#); [Ann Klaassen](#); [Hannah Lipman](#)  
**Subject:** RE: 225 Sheridan Road – Special Use and Certificate of Appropriateness at Centennial Beach  
**Date:** Tuesday, May 19, 2026 4:34:16 PM

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**From:** Marc Hecht [REDACTED] >  
**Sent:** Tuesday, May 19, 2026 4:29 PM  
**To:** ContactCouncil <ContactCouncil@winnetka.org>  
**Subject:** 225 Sheridan Road – Special Use and Certificate of Appropriateness at Centennial Beach

Some people who received this message 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 Trustees: I would like to repeat a point that was presented at the Plan Commission Meeting on January 28, 2026.**

**Setting aside any lakefront property of the Village of Winnetka as contemplated by current Park District plans is simply an ill-conceived use of Village and Park District lakefront.**

**There are better ways to handle the dog beach issue.**

**What the Village and the Park District ought to be doing 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 entire lakefront to walk on and run on in the**

## **ATTACHMENT 3**

**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, where it has worked well for years.**

**Maximizing the effect of this proposal would, of course, include 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 this idea will work well even if nothing can be done to remove the rock jetties.**

**This proposed solution 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 for a year or two. Doesn't it at least deserve a try?**

**MARC L. HECHT**

# ATTACHMENT 3

**From:** [REDACTED]  
**To:** [Ann Klaassen](#)  
**Subject:** Re: Letter Regarding Centennial Beach Fence -REVISED  
**Date:** Tuesday, May 19, 2026 9:43:32 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.

Anne,  
I amended the document with the one enclosed. Could you replace? Thank you, Joanna Karatzas

19 May 2026  
Village of Winnetka Board of Trustees  
Re: Fence proposed by the Winnetka Park District at Centennial Beach.

Trustees;  
The Winnetka Park District presented plans during the Winnetka Park Board meeting on February 26, 2026 for extensive fencing at Centennial Beach. The plans do not include visuals of adjacency conditions such as the breakwater at the south boundary of Centennial. The proposed passage way to the steps of the breakwater looks tight. There are no perspectives or sections drawn describing the space between the proposed fence and breakwater. Before any decisions are made the WPD should provide this board and the public with a staked survey and detailed drawings. It would help us all visualize what the WPD is asking the trustees to agree to.

At the south boundary, the steel groin angles toward the 205 Sheridan property line and its breakwater. It makes for an awkward trap in the lake. A fence on top of the groin would compound an already hazardous condition when it comes to life rescue.

Lastly, whose property is the public going to be walking on when exercising their Public Trust Doctrine rights? Citizens will likely walk on 205 Sheridan sand to access the steps over the breakwater. How will the owner to the south respond? Beach walkers and 205 Sheridan already have a strained relationship.

Centennial beach is too beautiful as it is to commit to this fence, particularly when the donation behind it mandates the WPD has to maintain the proposed fence for 50 years.

Please deny this special use permit.

Joanna Karatzas  
Winnetka

[REDACTED]

[REDACTED]

[REDACTED]

## ATTACHMENT 3

**From:** [REDACTED]  
**To:** [Ann Klaassen](#)  
**Subject:** Re: In support of dog beach fence  
**Date:** Tuesday, May 26, 2026 1:29:42 PM

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

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

Hi— Christine Casper 226 Sheridan Road again. I'm responding to the Record article this morning which implies that Winnetka is about to close the dog beach because the cage/fence plan has failed. There's a distressing lack of consideration being given to the dog beach patrons here, and the phrase in the article "public complaints" is doing a lot of heavy lifting. As a constituent, I should be allowed to know whose complaints will result in the removal of this precious resource from the community.

As everyone knows, the dog beach has operated for decades without hassles, providing a fun and healthy environment for \*people\* and their dogs. What has changed in the last three years to turn this public park into a source of "public complaints?" And is there no alternative to the binary of a hideous chain link cage/fence or a closed beach? Is Cook County Animal Control really so concerned about our beach? If so, how in the world was it OK for thirty previous years?

This situation is so unfortunate and it's making me wonder who our public servants actually serve. The dog beach is an important contributor to the quality of life in Winnetka. It should not be closed.

Thank you for reading this and I'd appreciate it if you'd forward it to any relevant personnel involved in Thursday's meeting.

Christine Casper  
226 Sheridan Road  
[REDACTED]

## ATTACHMENT 3



Our beach-loving dog Hippo

On Thu, Jan 29, 2026 at 11:41 AM Ann Klaassen <[AKlaassen@winnetka.org](mailto:AKlaassen@winnetka.org)> wrote:

Ms. Casper – Thank you for your email; we will be sure to share this with the Zoning Board of Appeals.

Best regards,

[Ann Klaassen](#)

Assistant Director | Village of Winnetka Community Development

510 Green Bay Road - Winnetka, IL 60093

847.716.3525

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## ATTACHMENT 3

**From:** Christine Colvin Casper <[REDACTED]>

**Sent:** Thursday, January 29, 2026 10:48 AM

**To:** Planning <[Planning@winnetka.org](mailto:Planning@winnetka.org)>

**Subject:** In support of dog beach fence

Some people who received this message 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. This is Christine Casper. I live at 226 Sheridan Road. I can't make it to the public hearing due to travel, but as avid and grateful users of the dog beach, my family would like to record our support for the fence plan (Case no. 25-28- SU). We would be glad for the beach to be in compliance with Cook County animal control regulations so we can enjoy off-leash beach fun and exercise with no hassle.



## Agenda Item Executive Summary

**TITLE:** Village Owned Street Ends Review and Discussion

**PRESENTER:** Hannah Lipman

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**AGENDA DATE:** June 9, 2026

**CONSENT:** No

**ITEM TYPE:** Discussion

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### BACKGROUND

The Village of Winnetka owns and maintains seven public street ends (rights of way) that extend to Lake Michigan. The street ends at Lake Michigan are platted right of ways that have existed for many years, and some street-ends have limited functionality to serve as full public access to Lake Michigan. Many of the street ends have important Village utilities such as stormwater outfalls and they also serve as road or driveway access points to existing single-family residences. All of the street ends, except for Oak Street, have stormwater outlets discharging into the lake. (See Attachment #1 – Village Owned Lake Michigan Access Points). These locations are located at the eastern street ends of:

- Fisher Lane Extension. (The public right of way east of Sheridan Road at the bottom of the ravines located south of 1077 Sheridan RD.)
- Spruce Street
- Elm Street
- Oak Street
- Cherry Street
- Willow Road
- Tower Road

Based on a review of the historical files, the Village Council comprehensively reviewed the Village owned street-ends approximately 25 years ago throughout the year 2000 and into 2001. During that time period, the Village Council received public inquiries regarding repairs needed to utility structures, use, access, and disposition of the properties. In the materials, it was stated that the Village Council desired to develop a comprehensive policy for access, appearance, use and maintenance of the public right of ways.

During this review, policy questions were considered such as:

- What level of public use or access should be intended or permitted at each site?
- How should access be controlled to support the Village's policy objectives for facility use?
- What level of repairs are necessary for the stormwater pipes?

The table below summarizes the information presented to the Village Council in October 2000. There are six street ends that were under consideration at that time. Of the six street ends at Lake Michigan, three had public access and three did not have public access. We cannot determine, with certainty, when the three street ends without public access were closed, but it appears those street ends had been closed before October 2000. (Please See Attachment #2 – October 5, 2000 Village Council Agenda Report)

<b>Location</b>	<b>Public Access?</b>	<b>Permitted Use (2000)</b>
Fisher Lane Extension Sheridan Rd	Yes	Unsupervised sunbathing, beach walking, etc.
Spruce Street	Yes	Unsupervised sunbathing, beach walking, etc.
Elm Street	No. Via locked gate. Only with Village permission	Maintenance and repair access
Oak Street	No	None – Undeveloped with no access
Cherry Street	Yes	Unsupervised sunbathing, beach walking, etc.
Willow Road	No	None – No Access

After reviewing this matter, later in May 2001, the Council made the following decisions:

1. Erect appropriate and uniform signage at each location to reduce liability.
2. At Fisher Lane: Change current use to recreational public access; replace the railing, repair the concrete wall and add steps off Fisher.
3. At Spruce Street: Change current use to recreational public access; remove and replace pier.
4. At Elm Street: Continue utility access only with incidental public access; reconfigure stormwater outlet.
5. At Oak Street: Retain no access; no repairs.
6. At Cherry Street: Change current use to recreational public access; repair pier, replace steps.
7. At Willow: Change current use to utility access only with incidental public access: remove pipe, replace steps, construct channel, reinforce bluff. (Please See Attachment #3 – May 31, 2001 Village Council Agenda Memo)

Upon review of these decisions, some of the planned capital improvements determined at the May 2001 Council meeting were changed or deferred. For example, at the Spruce Street end the pier was removed but was not replaced, and no pier currently exists at this outfall.

Since the 2000 – 2001 timeframe when this issue was discussed, the Village has not permanently closed any of the above referenced locations. However, there have been capital improvements made since 2001 at some street ends and actions have been taken to maintain public safety at other locations. (Please See Attachment #4 – Photos of Street Ends Locations)

## CURRENT CONDITIONS

- **Fisher Lane (Ravine access)** In approximately 2015, there was an extensive project in the ravines to stabilize the west side of Sheridan Road near Fisher Lane, improve and reconstruct the stormwater system that outfalls to Lake Michigan, repair the sanitary lift pump station, clear vegetation and install a level concrete pavement pathway to the outfall, and install security fencing at the outfall structure. IDOT owns Sheridan Road, and they would not allow additional parking to be constructed at the bottom of the ravines except for enough spaces for municipal maintenance activities to occur. Also, the security fencing was placed at the top of the outfall structure to prevent pedestrians from falling from a six foot drop off, which was required for safety and liability reasons. Pedestrian access is allowed to either side of the security fencing. This project improved public access to the lake by removing vegetation and installing a concrete path to the outlet. The project improved stormwater and sanitary sewer performance while improving public access and making public safety improvements for pedestrians.
- **Spruce Street** As noted previously, the pier that covered the stormwater outlet and the pipe were removed sometime in the early 2000's (See Attachment #5 – May 21, 2000 Village Council Agenda Memo). The stormwater outfall is now located near the toe of the bluff and functions reasonably well. Wooden stairs were constructed to allow staff a safe way down to the outfall to perform maintenance, and to allow the public to access the street end at the lakeshore. Prior to the COVID – 19 pandemic the stairs fell into disrepair and were chained off for public safety reasons. During the pandemic, there was a significant increase of pedestrians accessing the lake, ignoring the chained off restriction at this location. Many of these pedestrians were coming from outside Winnetka seeking open space and a respite from lockdown. Also, during this time, lake levels were at an all-time high and there was further deterioration and damage to the wooden stairs. Given the liability exposure, the stairs had to be removed as pedestrians were ignoring that the stairs were closed, creating a significant public safety risk.

During FY 2024 & 2025, staff initiated a review of reinstalling stairs at the Spruce St access. In the proposed FY 2026 budget, there are funds for the full design of the stairs, and recently Council approved the preferred design and anticipates installation of the stairs during FY 2027.

- **Cherry Street** This location consists of a public pedestrian easement/utility right of way running east from Sheridan Road to Cherry Street. There is a Village storm sewer located within this right of way that outfalls to the lake. There is a wooden stairway leading to the beach area at the east end of the right of way. The wooden stairs have been maintained over the years to ensure public access. The entrance to the Cherry Street lake access is via a fence-style gate east of the Sheridan Road sidewalk. The Police Department is responsible for locking and unlocking the gate in accordance with hours of operation. Hours of operation from April 1<sup>st</sup> to May 22<sup>nd</sup> are 7:30am to 9pm and 6am to 9pm from May 23<sup>rd</sup> through September 30<sup>th</sup>. Historically, no access has been permitted in the winter months.

Over the years, requests have been made by adjoining property owners for the Village to vacate and sell the Cherry Street extension due to disruptions and vandalism occurring by people visiting the lakefront. In 1974, Clement Stone who resided at 445 Sheridan Road just south of the Cherry Street extension made such a request and was denied by the Village Council. More recently, neighbors again made a request to vacate and sell the Cherry Street extension during 2021 due to ongoing disruptions. The neighbors were informed by staff that it was very unlikely the Village Council would entertain this request. However, due to the

repeated complaints of disruptions and vandalism, the Village partnered with the Park District where they provided staffing attendant services to perform observation and report to the Police if any unruly behavior was being observed. The arrangement lasted for approximately two years, and then the Village hired a private contractor to perform these services in FY 2025. Private security services were eliminated in the FY 2026 budget.

- **Willow Road** During 2020, the private property south of the Willow Road stormwater outfall needed shoreline restoration and armoring due to the high lake level damage and erosion. This also affected the outfall at Willow Road. The damage to our street end outfall was extensive, and in June 2021 the Village Council approved the Willow Road outfall improvements at a cost of \$258,232. The project included shoreline protection, replacing the storm sewer outfall, removing deteriorated stairs, replacing the existing fencing for public safety, replacement of a sidewalk and road end, and landscaping upgrades. Willow Road has a Village stormwater outfall and there is also a stormwater outfall owned by the Union Pacific Railroad that drains the depressed track areas that traverse the Village. This is inherently an unsafe location as there is no sand in the area, and water typically abuts the stormwater outfalls. Please note that fencing did previously exist at the Willow Road outfall for at least 2.5 decades, and this location was not previously open to the public.
- **Elm & Oak Streets** The Elm and Oak street-ends are not open to the public and have been closed for several decades. During 1999, the Village received a request from the owners of who reside at 525 Elm Street, which is adjacent to the to the portion of the Elm Street street end east of Hoyt Lane to sell the closed portion of street to them and the Village would retain a permanent easement. The resident's request was based on the incidence of drug use and other inappropriate behavior, and they considered the street end an attractive nuisance. The Village Council ultimately rejected this and other previous requests to vacate this street end. However, the Village Council did decide to keep this street end closed. The rationale to not open these areas appears to be based primarily upon maintaining public safety and limited access in this area.
- **Tower Road Pier and Right of Way:** The Tower Road street end consists of both Village and Park District access. Tower Road Beach is owned and operated by the Park District, while the pier itself is Village property. With the Village's water and electric plant located at this location, there is also additional land owned by the Village, including a portion of the beach. Construction of the pier into Lake Michigan began in 1893 to feed and protect the water treatment plant. Multiple additions over the years (~1950s) led to the pier and cooling ponds as they exist today. In 2020, the end of the pier was closed due to partial collapse of asphalt decking. The pier was closed to the public in early 2026 due to structural safety concerns. In March of 2026, Village Council reviewed recommendations from Baird and staff as to whether the pier could be rehabilitated in the short term to restore public access while long-term planning begins.

The Tower Road right of way has never been accessible to the public given its proximity to the water and electric plant. It currently has a small walkway that ends in front of the cooling ponds. Public access would create a public safety concern due to the exposure to such a significant utility asset.

The beach area south of the pier has a complicated ownership and access status. There are seven residential lots landward of the beach. When those lots were created by subdivision, seven individual "finger lots" were also created, with each residential lot being given an

additional finger lot for access to the beach. The finger lots have lot lines that each narrow as they extend eastward to the water. At the time the finger lots were created, they extended on the plat to the then-existing water's edge. However, the water's edge is now eastward of where the finger lots end on the plat and so there is some ambiguity under Illinois law on the nature and extent of the finger lot owner's rights with regard to beach access, particularly given the angled nature of the lot lines of the finger lots.

### **Parking**

Public parking is prohibited east of Sheridan Road at Willow Road, Oak Street, Elm Street, and Spruce Street. There are multiple reasons that justify the existing parking restrictions:

- The street areas east of Sheridan have been developed to such an extent that allowing additional public parking creates access problems for adequate public safety responses. Further, given the development patterns, allowing additional public parking would interfere with property owners' access to their residences.
- There is no public lakefront access/destination point at Willow Road, Elm and Oak St. Additionally, Elm St. segues into a private roadway (Hoyt Lane).
- Oak Street is a one lane road and Spruce St. is a narrow road and allowing parking on either side at these locations would make it extremely difficult for fire department vehicles access and access to properties by homeowners.

The lakefront is an attraction for people within and outside of Winnetka. Allowing parking on any streets east of Sheridan Rd undoubtedly creates a gathering place that is not intended as such. This has the potential to create public safety response challenges and quality of life issues such as noise, littering, vehicular safety, and other ordinance/criminal violations.

### **Stormwater**

The Village has a total of seven primary stormwater outfalls to Lake Michigan at the following locations and five of the seven have maintained public access:

- Sheridan Road Ravine (Fisher Lane) – Public Access
- Lloyd Park Beach – Public Access
- Spruce Street – Public Access
- Elm Street – No Access
- Cherry Street – Public Access
- Willow Road – No Access
- Elder Lane Beach – Public Access

These stormwater outfall locations are currently being evaluated with the East Side Stormwater Study. It is anticipated that capital improvements could be recommended at several of the existing outfall locations.

It should be noted that including Park District beach properties and the Village street ends that are currently open (or will be open by 2027) the public has eight access opportunities to the lakefront, many more than adjoining communities. The following summarizes the access points:

#### **Street Ends**

- Ravines – Fisher Lane Extension
- Spruce Street
- Cherry Street
- Tower Road Pier

#### **Park Properties**

- Tower Road Beach
- Lloyd Beach

- Maple Street Beach
- Elder Lane Beach
- Centennial Beach

### Street Ends Condition Summary (Current)

Location	Public Access?	Current Permitted Use	Hours of Operation
Fisher Lane Extension Sheridan Rd	Yes	Passive beach use activities. No swimming or diving.	Year Round 6am to 9pm
Spruce Street	Yes	Viewing lake from open space at top of bluff (passive beach use to be revisited upon stairs re-installation in FY 2027)	Year Round 6am to 9pm
Elm Street	No	Maintenance and repair access only	N/A
Oak Street	No	None	N/A
Cherry Street	Yes	Passive beach use activities. No swimming or diving.	April 1 – May 22: 7:30am to 9pm May 23 – Sept. 30: 6am – 9pm
Willow Road	No	Maintenance and repair access only	N/A
Tower Road Pier	Yes	None; Tower Road Pier closed for safety reasons; Council direction to provide options for re-establishing public access in short term, while long-term plans are discussed	April 1 – May 22: 7:30am to 10pm May 23 – Sept. 30: 6am – 10pm Oct. 1 – Nov. 30: 7am – 10pm Dec. 1 – March 31: 7am – 10pm
Tower Road Right of Way	No	None	N/A

### DISCUSSION

During a June 2025 Study Session, the Village Council discussed potential policy topics for future agenda consideration to help guide staff priorities. One topic identified for further review was open space within the Village.

Protection of open space is also reflected in the 2025 Winnetka Caucus Council proposed platforms, where it appears as Plank #2. Community input gathered during that process indicated strong

resident interest in preserving and protecting open spaces throughout the Village, including areas along the lakefront.

In addition, since the Village's street ends were last comprehensively reviewed nearly 25 years ago, the Village has adopted the Winnetka Futures 2040 Comprehensive Plan. The plan identifies the lakefront as one of Winnetka's most significant community assets. Within Pillar 6, Healthy and Engaging Lifestyles, the plan calls for preserving and enhancing lakefront beaches and parks, strengthening resiliency measures, and protecting against bluff and shoreline erosion (Please See Attachment #5 Winnetka Futures Pillar 6).

Given the passage of time since the last Council review and the policy direction reflected in the Comprehensive Plan and community priorities, the Village's lakefront street ends present an opportunity for Council to revisit their intended function, access, and long-term management.

Staff is seeking preliminary direction from the Village Council on several policy considerations that could inform future planning, capital investment, and operational practices related to Village street ends.

## **CONSIDERATIONS**

### **1. Level of Public Access and Intended Use**

Council may wish to consider what level of public access or use is appropriate for each street end location, and if there should be any changes to existing use. Historically, the Village has applied differing levels of access based on physical conditions, safety considerations, and infrastructure needs. Council direction could help clarify whether each location should be intended to function along the following lines:

- Recreational access points to Lake Michigan where physical conditions allow safe public use
- Limited access locations where public use may occur, but where the primary purpose is utility maintenance or stormwater infrastructure
- Utility-only locations where public access should remain restricted due to safety concerns, infrastructure constraints, or environmental conditions

Providing clarity on the intended use of each street end would assist staff in aligning maintenance practices, enforcement, and future capital planning.

### **2. Capital Improvements to Support Intended Use**

Depending on the intended level of access, Council may wish to consider whether capital improvements should be evaluated to support the intended use of these locations. Potential improvements could include:

- Reconstruction or installation of stairways or pathways to improve safe access where recreational use is desired
- Safety improvements, including railings, fencing, or surface improvements where warranted

Note, Stormwater infrastructure upgrades that may be recommended through the ongoing East Side Stormwater Study may present an opportunity to maximize work and simultaneously complete improvements if desired.

Council guidance on the appropriate level of investment in these locations will help staff prioritize future capital planning and integrate improvements with other infrastructure projects when feasible.

### **3. Signage and Public Information**

Improved signage may also help clarify the intended use and operating conditions at each street end. Council may wish to consider whether updated, standardized signage should be implemented to clearly communicate:

- Whether the location is intended for public access, limited access, or utility purposes
- Hours of operation, where applicable
- Safety considerations related to bluff conditions, lake levels, or infrastructure
- Restrictions on parking

Clear and consistent signage may help reduce confusion among residents and visitors while supporting enforcement efforts.

### **4. Clarifying Public and Private Boundaries**

At several locations, the transition between Village right-of-way and adjacent private property can be difficult for visitors to distinguish. Council may wish to consider whether additional measures should be evaluated to better delineate public and private areas. Possible approaches could include:

- Improved fencing or physical barriers
- Landscape treatments or design elements that visually distinguish public space from adjacent private property
- Informational signage clarifying the limits of public access

Improving the distinction between public and private areas may help address concerns raised by neighboring property owners while maintaining the Village's intended use.

### **Next Steps**

Based on Council feedback and direction, staff could return with a more detailed framework for the Village's lakefront street ends, including potential capital improvements and operational considerations.

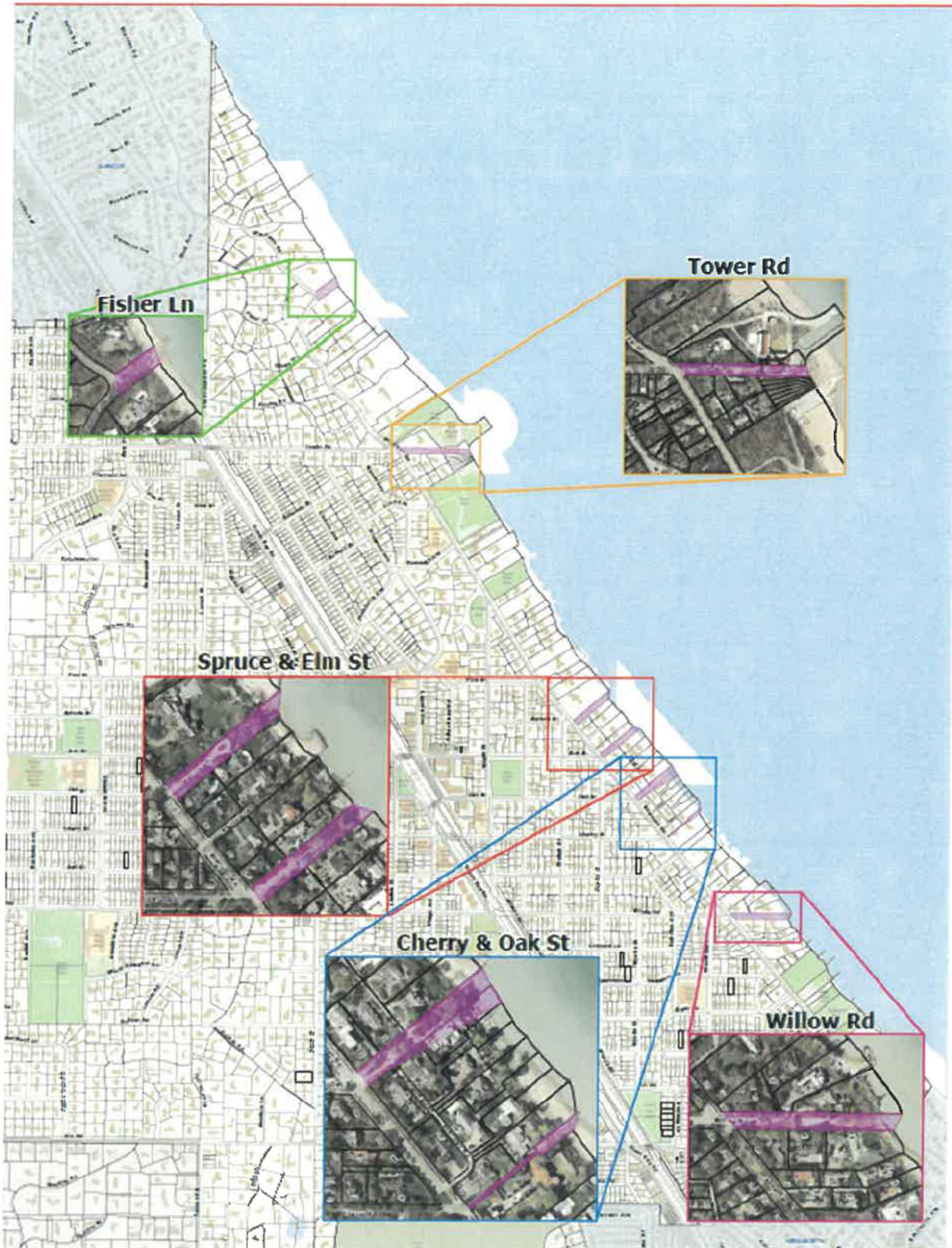
### **Attachments:**

- Attachment #1 - Village Owned Lake Michigan Access Points
- Attachment #2 – October 5, 2000 Village Council Agenda Report
- Attachment #3 – May 31, 2001 Village Council Agenda Memo
- Attachment #4 – Photos of Street End Locations
- Attachment #5 – May 21, 2000 Village Council Agenda Memo
- Attachment #6 – Winnetka Futures Pillar 6

# Attachment #1 – Lake Michigan Stormwater Outfall Locations



## Publicly Accessible Lake Michigan Access Points



# **Attachment #2 – October 5, 2000 Village Council Agenda Report**

AGENDA REPORT

TO: Village Council

FROM: Steven M. Saunders, Dir. of Public Works/Village Engineer *SMS*

SUBJECT: Policy on Lake Michigan Street Ends – Public Hearing

DEP'T. APPROVAL: *SMS*

MGR. APPROVAL:

REF: July 11, 2000 Study Session

DATE: October 5, 2000

The Village of Winnetka owns and maintains six public street rights-of-way that extend to Lake Michigan. These locations are the eastern ends of Willow Road, Cherry Street, Oak Street, Elm Street, and Spruce Street, as well as a public right-of-way east of Sheridan Road at the bottom of the ravines. From time to time the Village Council is asked about the use and disposition of these properties. As a result of these inquiries, as well as needed repairs to some of the utility structures located in these public rights-of-way, the Village Council desires to develop a comprehensive policy for access, appearance, use, and maintenance of these public rights-of-way. The Village Council has scheduled a public hearing to discuss these locations. As an aid to the Council in discussing these locations, Village Staff has developed the attached report on current conditions and repair options at the six locations.

**Recommendation:**  
Hold public hearing.

# Winnetka Report



August/September 2000

## New Village Yards Complex Slated For Additional Study

During the last 12 months, the Village has studied four options for upgrading the antiquated and deteriorated Village Yards located at 1390 Willow Road. At its June 6 meeting, the Village Council narrowed the focus of additional studies to one option: the demolition of all current buildings and the construction of a new complex with a preliminary cost estimate of about \$8.5 million.

During the next few months, the Village's architect and staff will develop an in-depth plan for this new complex. The plan will include a tentative site plan, a floor plan, a façade design, and a detailed cost

estimate. After reviewing this plan, the Council will schedule public hearings before determining whether or not the Village will proceed with the construction of a new Village Yards complex.

The Village plans to include this project in its annual Capital Improvements Program and to finance it through the use of cash reserves. No bonds will be issued for this project. Therefore, it will not have any impact on the existing property tax rate.

The Village Yards currently house the equipment, vehicles, supplies and personnel for the Village's water distribution, sewage collection,

electric distribution, street maintenance, vehicle maintenance, and garbage collection functions. Most of the buildings are about 30 years old, with one area being much older. In the last 30 years, no major renovation or remodeling of these buildings has occurred.

Copies of the architect's report and staff's analysis are available in the Village Manager's office at Village Hall, 510 Green Bay Road.

**Village Yards Open Houses  
and Tours are scheduled for  
September 21 and 23.  
See details inside.**

## Village to Develop Policy On Lake Michigan Access From Street Ends

There are several locations in the Village of Winnetka where dedicated public rights-of-way extend east of Sheridan Road to Lake Michigan. These public areas are generally undeveloped except for utilities, with minimal public access at some locations. The properties involved include:

- Fisher Lane Extension - an undeveloped public street right-of-way running east from Sheridan Road at the bottom of the Ravines in the vicinity of 1077 Sheridan Road;
- Spruce Street - a public street right-of-way running east from Sheridan Road at Spruce Street;
- Elm Street - a public street right-of-way running east from Sheridan Road at Elm Street;
- Oak Street - a public street right-of-way running east from Sheridan Road at Oak Street;
- Cherry Street - a public pedestrian easement/utility right-of-way running east from Sheridan Road at Cherry Street;

➤ Willow Road - a public street right-of-way running east from the east end of Willow Road.

The Village Council will be undertaking a comprehensive review of each of these street ends that abut Lake Michigan. This review will include:

- Determining what repairs are necessary for the various storm water pipes;
- Reviewing current access by the public (if any);
- Reviewing future possible access by the public.

Winnetka residents who are interested in the issue of repairs and public access at these street ends are encouraged to attend a **Public Hearing** to be held on **October 10** in the Council Chambers at Village Hall, 510 Green Bay Road. The meeting will begin at 7:30 p.m.

Further information can be obtained by calling the Public Works Department at 501-6080.

## VILLAGE OF WINNETKA

### Press Release

The Village Council will be holding a public hearing on Tuesday, October 10, 2000 at 7:30 p.m., to discuss current and future use of six public street rights-of-way that extend to Lake Michigan. These locations are the eastern ends of Willow Road, Cherry Street, Oak Street, Elm Street, and Spruce Street, as well as a public right-of-way east of Sheridan Road at the bottom of the ravines. From time to time the Village Council is asked about the use and disposition of these properties. As a result of several of these inquiries, as well as needed repairs to some of the utility structures located in these public rights-of-way, the Village Council desires to develop a comprehensive policy for access, appearance, use, and maintenance of these public lands. The Council is seeking public input from all interested citizens. The hearing will be held in the Council Chambers at the Winnetka Village Hall, 510 Green Bay Road, Winnetka.

REPORT ON CONDITIONS AND REPAIR OPTIONS FOR

VILLAGE OF WINNETKA  
LAKEFRONT STREET ENDS

Prepared By:

Village of Winnetka  
Department of Public Works  
510 Green Bay Road  
Winnetka, IL 60093  
Steven M. Saunders, Director  
October, 2000

## **INTRODUCTION**

This report is prepared at the request of the Village Manager, and details the existing conditions and repair options for six public street rights-of-way that end at the shore of Lake Michigan. These locations, shown in Attachment 1, are as follows:

1. Fisher Lane Extension (south of 1077 Sheridan)
2. Spruce Street (east end)
3. Elm Street (east end)
4. Oak Street (east end)
5. Cherry Street (east end)
6. Willow Road (east end)

These locations are all Village-owned property, and with the exception of Cherry Street are all undeveloped street rights-of-way. Cherry Street consists of property dedicated to the Village, but configured more along the lines of a utility easement.

In response to various inquiries and requests concerning development, access, and/or disposal of these lakefront street ends, the Village Council is preparing a uniform policy statement intended to provide present and future guidance for use of these properties. This report is prepared in support of these efforts.

## **EXISTING CONDITIONS**

### Fisher Lane Extension

This location consists of an undeveloped public street right-of-way running east from Sheridan Road at the bottom of the Ravines, in the vicinity of 1077 Sheridan Road. There is a sanitary sewer lift station at the western end of this right-of-way, and there is a storm sewer draining Sheridan Road into Lake Michigan at the east end of this right-of-way. Public access is permitted at this location via a sidewalk running from Sheridan Road to the "beach". Parking is not permitted. The existing conditions at this location are visually depicted in Attachment 2.

The existing storm sewer outfall at this location is in need of repairs. Specifically, the concrete headwall exhibits spalling and cracking, and the existing guardrail is in need of replacement. The facilities at this location are in generally good repair. There are repairs needed to the headwall and the railing, however the rest of this facility is in good condition.

### Spruce Street

This location consists of a public street right-of-way running east from Sheridan Road at Spruce Street. The right-of-way is minimally developed and serves as local access to two homes on the south side of the street. The developed roadway terminates in a turnaround east of Sheridan Road. There is an existing wooden stairway, built and maintained by the Village, leading down the bluff to the beach at this location. This stairway was re-built by the Village approximately eight to ten years ago, and is currently in good condition. There is a storm sewer outfall draining portions of Sheridan Road to Lake Michigan at

this location. This outfall pipe is cast iron pipe and is currently deteriorated. A concrete pier originally protected the portion of the pipe extending into the lake, however that pier has deteriorated significantly. This portion of pipe has thus become completely clogged with sand and therefore is no longer functional. These existing conditions are depicted in Attachment 3.

The bluff at this location is currently experiencing erosion. This can be linked to both conditions on the adjacent private property, and the fact that the storm sewer does not function due to sand blockages, and its deteriorated condition. Repairs are required to the bluff face, pipe, and pier

#### Elm Street

This location consists of a public street right-of-way running east from Sheridan Road at Elm Street. The right-of-way is developed as a local access street from Sheridan Road east to its intersection with Hoyt Lane. At this point, there is a paved ramp running down to the beach. This ramp is secured from vehicle access by a gate just east of Hoyt Lane (at the top of the hill) and is further secured by a locked fence at the bottom of the hill. This fence was replaced a few years ago and consists of wrought iron, matching the existing fence on the adjacent private property to the north. The lock on the fence is a Village lock, and the Village of Winnetka controls access to the lake at this location.

There is an existing storm sewer running east from Sheridan Road to the Lake at this location. The storm sewer is broken at its eastern terminus and therefore stormwater is forced to flow out the top of the manhole approximately 30' from the water's edge. The "beach" at this location consists of broken concrete rubble and boulders, with a line of "Surgebreakers" in the surf zone. These existing conditions are depicted in Attachment 4. This location is generally in fair condition. The necessary repair work depends on the proposed use of the facility.

#### Oak Street

This location consists of a public street right-of-way running east from Sheridan Road at Oak Street. The right-of-way is developed as a local access roadway from Sheridan Road east to 480 Oak Street, and includes access to the south end of Hoyt Lane. The remainder of the right-of-way is completely undeveloped.

These existing conditions are depicted in Attachment 5.

No work is necessary at this location unless the Council wishes to open this location to public use.

#### Cherry Street

This location consists of a public pedestrian easement/utility right-of-way running east from Sheridan Road at Cherry Street. There is a Village storm sewer in this easement/right-of-way draining to the lake. There is a wooden stairway leading to the beach at the east end of the right-of-way. The stairway is in marginal condition. The storm sewer is encased in a concrete pier that is deteriorating.

These existing conditions are depicted in Attachment 6.

The existing pier structure protecting the storm sewer outfall is deteriorating and needs to be replaced or removed. The wood stairway is somewhat deteriorated and is in need of replacement.

#### Willow Road

This location consists of an undeveloped public street right-of-way running east from the east end of Willow Road. This street end is fenced off, and contains a deteriorating concrete stairway. The bluff is eroding at this location and is protected by concrete rubble. The rubble does not appear to be protecting the bluff very effectively. There is a storm sewer draining into the lake at this location.

These existing conditions are depicted in Attachment 7.

The existing concrete stairway is completely deteriorated, and there is erosion at the base of the bluff face at this location.

### **POLICY ISSUES**

The Village has received various requests regarding current and future use of these policies. These requests vary from requested improvements for recreational use, to inquiries about whether the properties are for sale, to requests for closure of these properties. In addition, several of the locations are in need of repairs, but the type and level of repairs will depend upon the level of public use that the Village chooses to allow at each location. The Council should review these locations in light of four basic policy issues:

1. Level of Public Use
2. Access Control
3. Existing Conditions/Level of Repairs Required.
4. Project Programming

These issues are detailed below, along with a brief matrix describing the issue and options for each location.

#### 1. Level of Public Use

**What level of public use should be intended or permitted at each site?**

The following table outlines current public use permitted at each location.

<u>Location</u>	<u>Public Access?</u>	<u>Current Permitted Use</u>
Fisher Lane Extension	Yes	Unsupervised sunbathing, beach walking, etc.
Spruce Street	Yes	Unsupervised sunbathing, beach walking, etc.
Elm Street	Via locked gate. Only with Village permission	Maintenance and repair access
Oak Street	No	None
Cherry Street	Yes	Unsupervised sunbathing, beach walking, etc.
Willow Road	No	None

## 2. Access Control

**How should access be controlled to support the Village's policy objectives for facility use?**

The following table shows the current access conditions and controls at each location.

<u>Location</u>	<u>Current Access</u>	<u>Current Control</u>
Fisher Lane Extension	Via Sidewalk from Sheridan Road	None, other than signage
Spruce Street	Via Stairway	None
Elm Street	Via vehicular ramp	Fenced, locking gate
Oak Street	No improvements	None
Cherry Street	Via sidewalk and stairway	Fenced, locking gate
Willow Road	Concrete stairway (completely deteriorated)	Completely fenced

## 3. Condition/Required Repairs

**What repairs or upgrades are necessary to bring each facility to the condition needed to support the desired level of public use?**

Attachment 8 is a spreadsheet detailing the repairs necessary at each location, depending upon the chosen level of public use at each location.

## 4. Programming

None of these improvements are contained in the Village's 5-year capital improvements plan, except for the Fisher Lane extension, which is budgeted in the current fiscal year. It should be noted that all of the cost estimates provided, with the exception of the estimates for the Fisher Lane Extension and the Spruce Street End, are somewhat rough and may vary by 10 to 20% plus or minus. **How should the Village assign priorities to the improvements desired by the Council, and fit them into the capital improvement plan?**

The following is Staff's priority ranking based upon current access and conditions:

<b><u>Location</u></b>	<b><u>Current Condition</u></b>	<b><u>FY Programmed</u></b>
Spruce Street	Deteriorated pier and pipe. Needs immediate repairs.	None
Cherry Street	Existing pier deteriorated. Need new stairway.	None
Fisher Lane Extension	Some deterioration. Needs repairs.	Current
Willow Road	Concrete stairway completely deteriorated. Considerable erosion.	None
Elm Street	Stormwater pipe buried in stone. Needs minor repairs.	None
Oak Street	No improvements needed.	None

List of Attachments

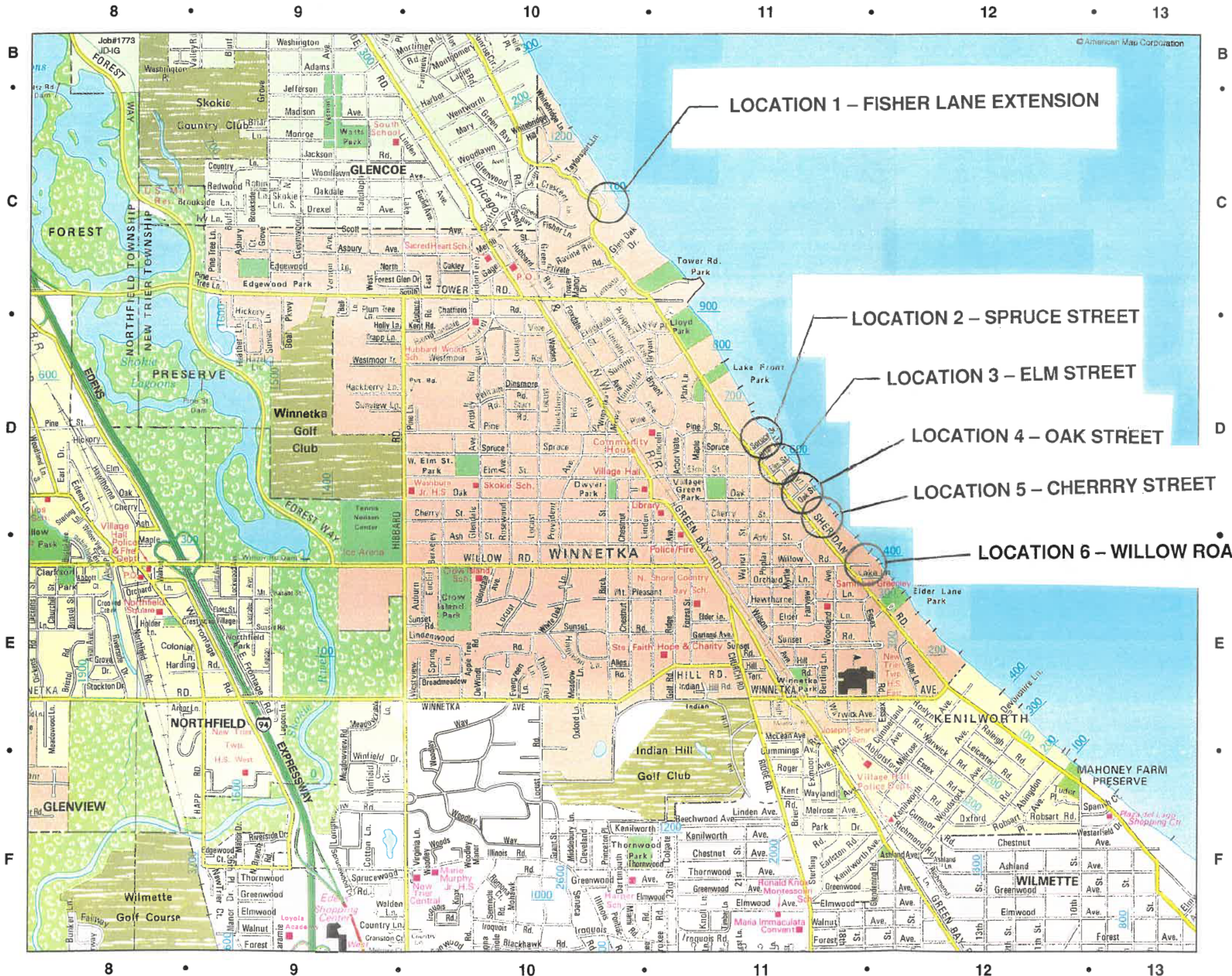
1. Location Map
2. Photos of Fisher Lane Extension
3. Photos of Spruce Street End
4. Photos of Elm Street End
5. Photos of Oak Street End
6. Photos of Cherry Street End
7. Photos of Willow Road Street End
8. Repair Matrix



# VILLAGE OF WINNETKA

510 Green Bay Rd., Winnetka IL 60093  
(847) 501-6000

## ATTACHMENT 1 – LOCATION MAP



STREETS	
Alles Rd.	E10
Appie Tree Rd.	E10
Arbor Viate	D11
Arsley Rd.	D10
Asbury Ave.	C9
Asbury Ct.	C9
Ash St.	D10-11
Auburn Rd.	C-E9
Bell Ln.	C9
Berkeley	E10
Bertling Ln.	E11
Birch St.	E10
Blackthorn Rd.	D10
Boal Pkwy.	D9
Burr	D11
Broadmeadow Rd.	E10
Bryant Ave.	D11
Cedar	D11
Chatfield Rd.	C10
Cherry St.	D10-11
Chestnut	D-E11
Church Rd.	E11
Crescent Ln.	C10, E11
De Windt Rd.	E10
Dinsmore Rd.	D10
Edgewood Ln.	C9
Elder Ln.	E11
Eldorado St.	D10
Elm St.	D10-11
Essex Rd.	E12
Evergreen Ln.	E10
Fairview	E11
Fisher Ln.	C10
Forest Glen Dr. E.	C9
Forest Glen Dr. N.	C9
Forest Glen Dr. S.	C9
Forest Glen Dr. W.	C9
Forest Way	D9
Foxdale Ave.	D10
Fuller Ln.	E12
Gage	C10
Gariand Ave.	E11
Glen Oak Dr.	C10
Glendale Ave.	D-E10
Golf Rd.	E11
Gordon Terr.	C10
Green Bay Rd.	D11
Greenwood	C9
Grove	C9
Hackberry Ln.	D9
Hamptondale	D10
Hawthorne Ln.	E11
Hazel Ln.	D9
Heather Ln.	D9
Hibbard St.	D9
Hickory Ln.	C9
Higginson Ln.	E10
High St.	E11
Hill Rd.	E11
Hill Terr.	E11
Holly Ln.	D9
Hoyt Ln.	D11
Hubbard Pl.	C10
Humboldt	D10
Indian Hill Rd.	E11
Kent Rd.	D9
Lake Ln.	E11
Lamson Dr.	C10
Laurel	D10
Lincoln Ave.	D10-11
Linden	D10
Lindenwood	E10
Lloyd Pl.	D10
Locust	D-E10
Maple	D11
Meadow Ln.	E10
Meadow Rd.	E11
Merrill St.	C10
Mt. Pleasant	E9,10
Myrtle	E11
Oak	D10-11
Oakley	C10
Orchard Ln.	E11
Park Ln.	D11
Pelham Rd.	D10
Pine Ln.	D10
Pine St.	D10-11
Pine Tree Ln.	C9
Plum Tree Ln.	C9
Poplar	E11
Prospect Ave.	D10
Provident Ave.	D10
Ravine Rd.	C10
Ridge Rd.	E11
Rosewood Ave.	D10
Scott Ave.	C9
Sheridan Rd.	D-E11
Spring Ln.	E10
Spruce	D10-11
Starr Rd.	D10
Sumac Ln.	D9
Summit	D10
Sunset Rd.	E10-11
Sunview Ln.	C9
Talorsport Ln.	D10
Thorn Tree Ln.	E10
Tower Manor Dr.	C10
Tower Rd.	C10
Trapp Ln.	D9
Vernon Ave.	C9
Vine	D10
Walden Rd.	D10
Walnut St.	E11
Warwick Ave.	E11
Westmoor Rd.	D10
Westmoor Trail	D9
Westview	E9
Fisher Ln.	E11
White Oak Ln.	E10
Whitebridge Ln.	C10
Willow Rd.	E10-11
Wilson Ave.	D11
Winnetka Ave.	E10-11
Winnetka Mews	D10
Woodland Ave.	E11

GOLF COURSES	
Indian Hill G.C.	E10
Winnetka G.C.	D9

PARKS	
Crow Island Park	E10
Dwyer Park	D10
Edgewood Park	C9
Elder Lane Park	E12
Lake Front Park	D11
Lloyd Park	D9
Tower Rd. Park	C11
Village Green Park	D11
W. Elm St. Park	D10
Winnetka Park	E11

SCHOOLS	
Skokie School	D10
Crow Island Sch.	E10
Hubbard Woods Sch.	D10
New Trier H.S., E.	E12
North Shore County Day Sch.	E11
Sacred Heart Sch.	C10
Sammuel Greenley Sch.	E11
School of Saints Faith, Hope & Charity	E11
Washburn Jr. H.S.	D9

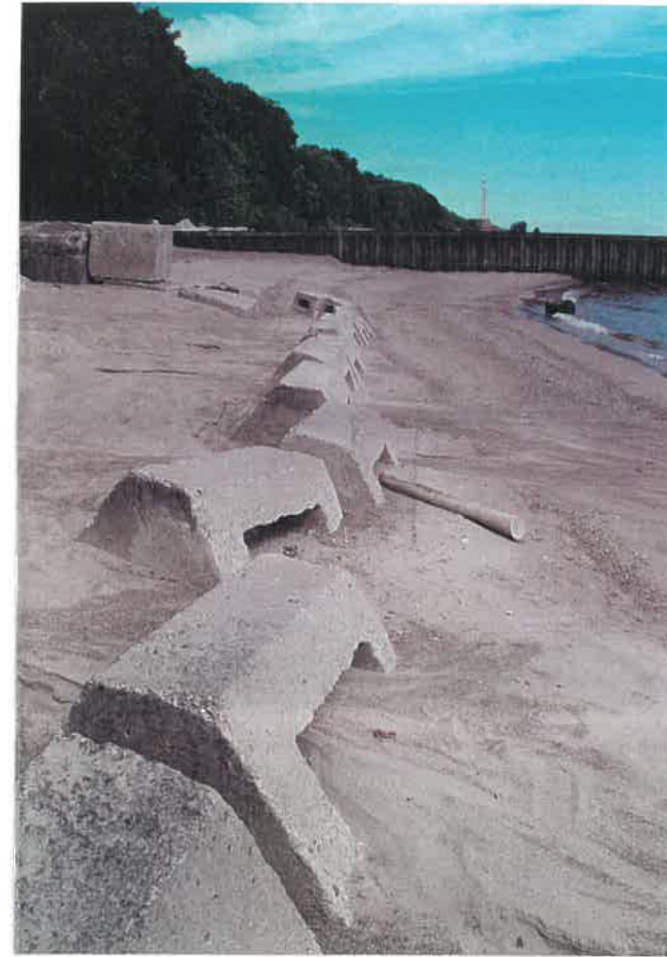
MISCELLANEOUS	
Community House	D11
Fire Department	D11
Ice Arena	D9
Library	D11
Police Department	D11
Post Office	C10
Tennis Neilson Center	D9
Village Hall	D11



Clockwise from left: Sign at east edge of Sheridan Road; Sidewalk leading to Lake Michigan; Storm Sewer outlet and headwall; View of beach east of outlet.



Clockwise from left: View from Spruce Street sidewalk; View of collapsed pipe on beach; View down stairs from top of bluff; Deteriorated concrete pier.



Clockwise from left: View down vehicle access ramp; Gate at top of access ramp; "Surgebreakers" buried in sand; View of rubble/boulder beach.



**ATTACHMENT 5 – OAK STREET**



Clockwise from left: View of east end of Oak Street;  
View down to water from top of bluff; View of  
vegetation on top of bluff.





View down stairway.



View of deteriorating pier.



Top of stairs.



View of bulkheads at beach level.



Access control gate at Sheridan Road.



View of pier from top of stairs.



Clockwise from left: View of stairs from top; Storm sewer outlet to Lake Michigan; View of stairs from bottom; View of rubble beach; East end of Willow Road.



**Repair Matrix for Street Ends**

<b>Location</b>	<b>Level of Use Desired</b>	<b>Description of Improvement Required</b>	<b>Estimated Cost</b>	
Fisher	Utility Access Only/Incidental Public Access	Replace railing, repair concrete wall, add steps.	\$	35,000
	Recreational Public Access	Replace railing, repair concrete wall, add steps.	\$	35,000
Spruce	Utility Access Only/Incidental Public Access	Remove pier, re-locate steps, construct channel	\$	105,000
	Recreational Public Access	Remove and replace pier	\$	185,000
Elm	Utility Access Only/Incidental Public Access	Re-configure stormwater outlet	\$	50,000
	Recreational Public Access	Construct pier, extend storm sewer	\$	185,000
Oak	No Access	None	\$	-
	Recreational Public Access	Construct Stair	\$	15,000
Cherry	Utility Access Only/Incidental Public Access	Repair pier, replace steps	\$	70,000
	Recreational Public Access	Remove pier, replace steps, construct channel	\$	105,000
Willow	Utility Access Only/No Public Access	Remove steps, reinforce bluff, repair storm drain	\$	75,000
	Utility Access Only/Incidental Public Access	Remove pipe, replace steps, construct channel, reinforce bluff	\$	105,000
	Recreational Public Access	Remove pipe, replace steps, construct pier, reinforce bluff	\$	200,000

Note: Where more than one level of use is listed, the current use is listed first.

Louise Holland  
Village Hall  
Village of Winnetka  
510 Greenbay Road  
Winnetka, IL 60093

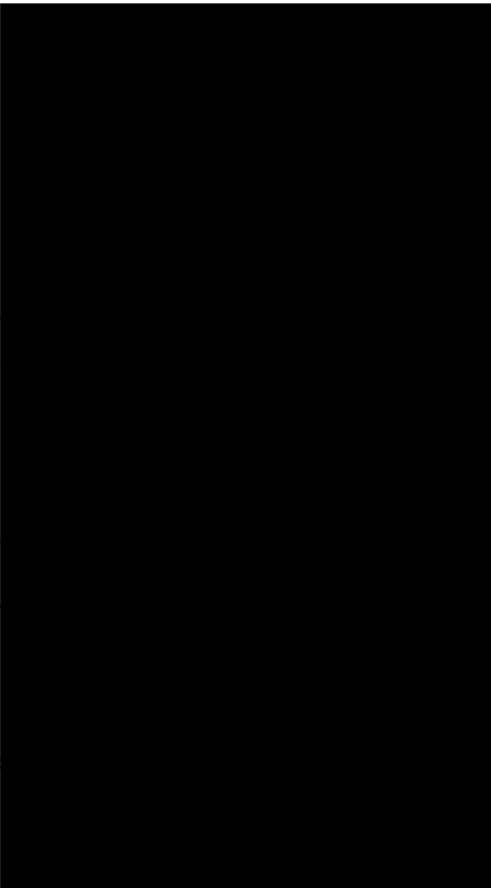
Dear Louise Holland:

We the undersigned residents of Cherry Street kindly request immediate repair and possible upgrade to the Cherry Street pier. As the attached photos will indicate the pier is in desperate need of repair for safety reasons. The current condition is in such disrepair that it is a danger to the many residents who visit the Cherry Street beach. As Winnetka residents the current liability of this hazardous situation concerns us all.

Thank you in advance for your prompt attention to this much needed request.

Sincerely,  
Cherry Street Residents

NAME and ADDRESS



556 Cherry St. Winnetka  
578 Cherry St. Winnetka  
548 Cherry St Winnetka  
509 Cherry St. Winnetka  
509 Cherry St Win.  
561 Cherry St Winnetka, Ill.  
687 Cherry St. Winnetka Ill  
548 Cherry St. Winnetka, Ill  
562 Cherry St. Winnetka, Ill

500 Cherry Street Winnetka

519 Cherry St Winnetka

555 Cherry St. Winnetka

604 Cherry St Winnetka

610 Cherry St. Winnetka

604 Cherry St. Winnetka

610 Cherry St. Winnetka

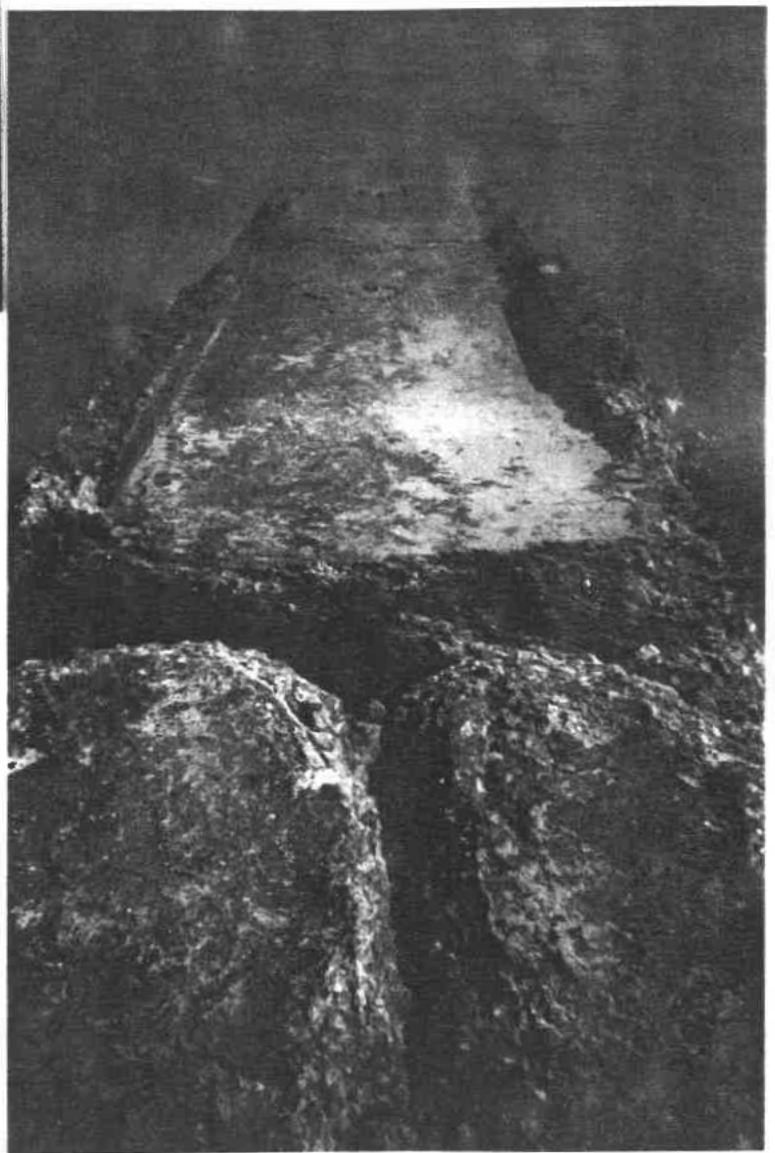
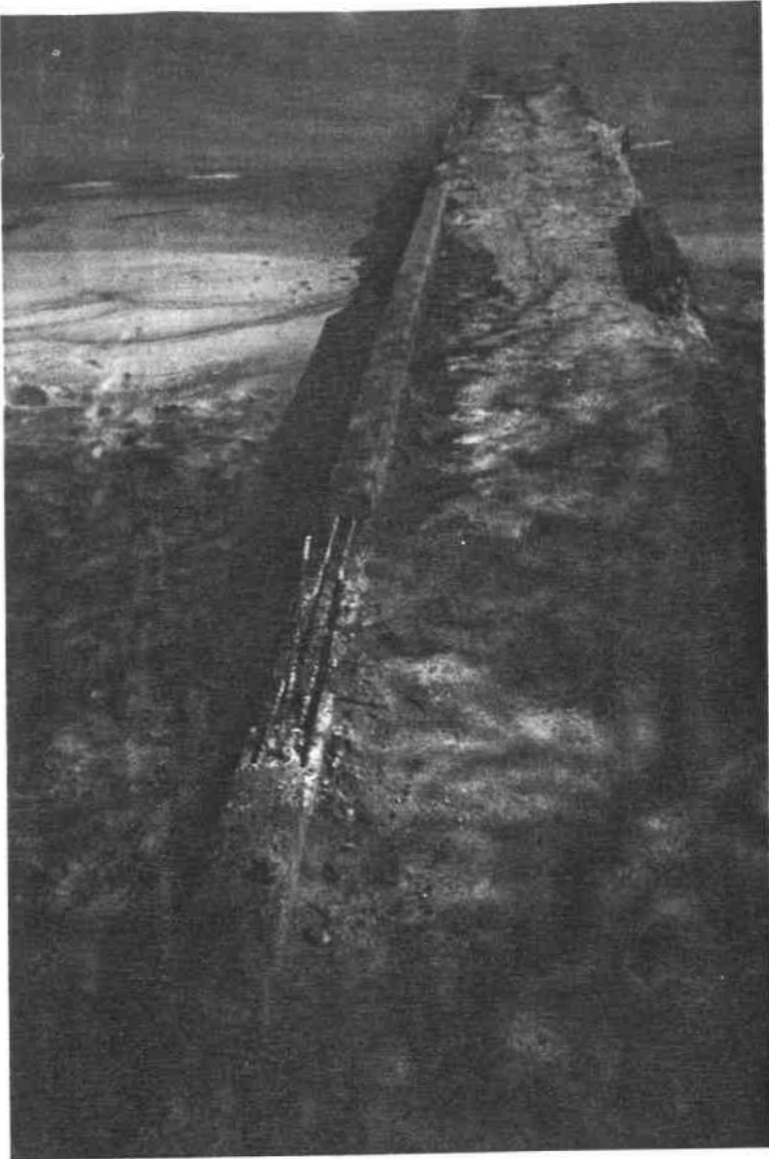
490 Cherry St

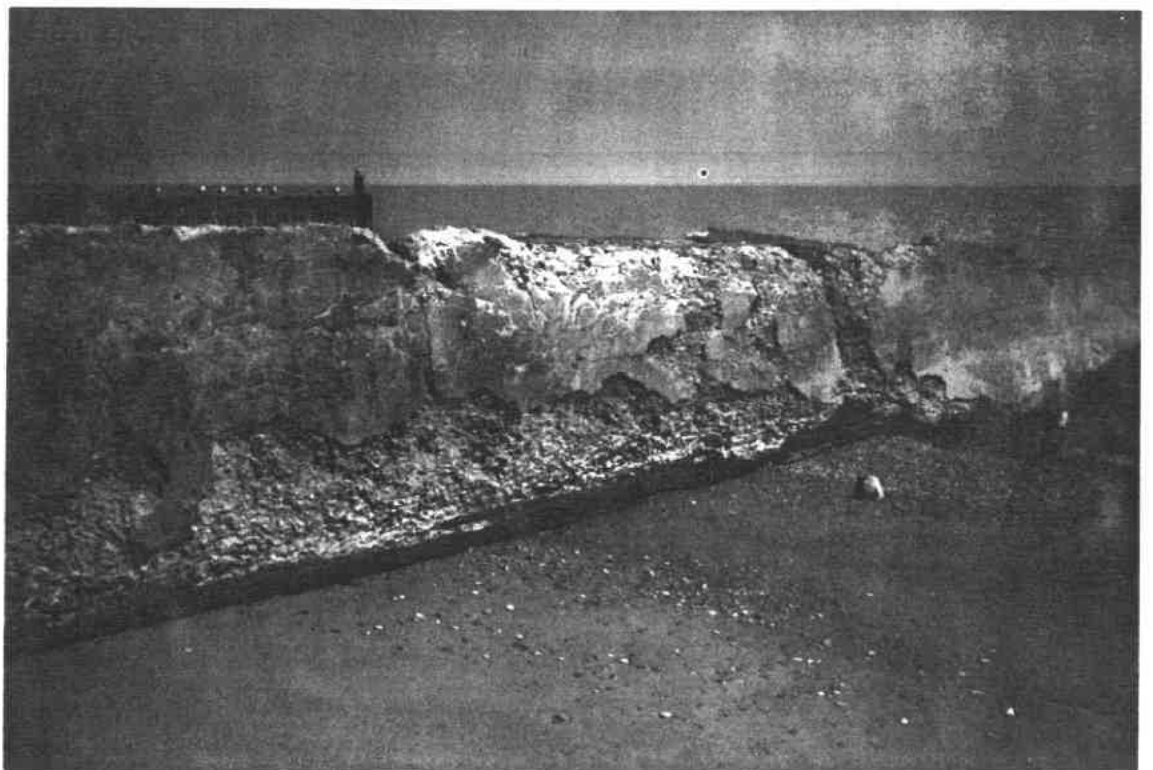
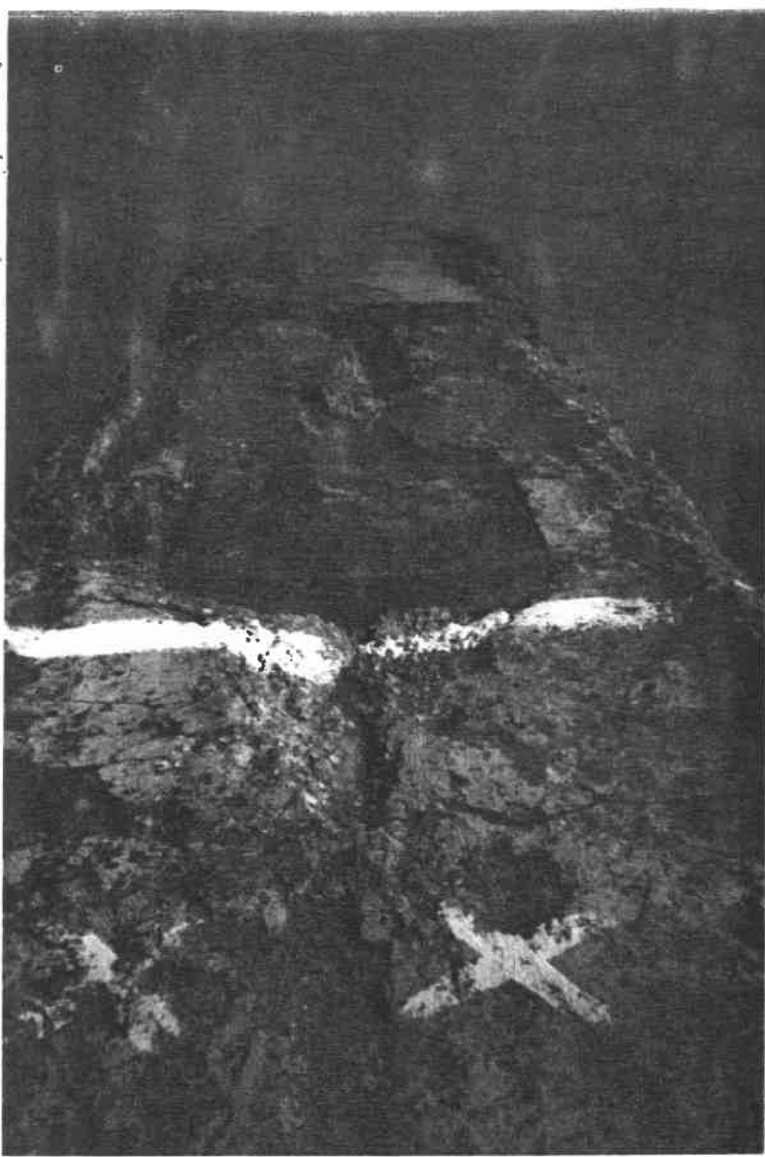
490 "

687 Cherry St Winnetka

519 Cherry St. Winnetka

445 CEDAR (616 CHERRY) WINNETKA





**Attachment #3 – May 31, 2001 Village Council Agenda Memo**

## AGENDA REPORT

TO: Village Council

FROM: Steven M. Saunders, Dir. of Public Works/Village Engineer

SUBJECT: Spruce Street Stormwater Outfall Update

DEP'T. APPROVAL: S. Saunders

MGR. APPROVAL:

REF: October 10, 2000 Study Session

DATE: May 31, 2001

At its October 10, 2000 Study Session, the Village Council discussed the proposed use of and improvements to the deteriorated concrete pier and stormwater outfall at the eastern terminus of Spruce Street, at Lake Michigan. The minutes of that Study Session state:

*After a thorough discussion of each street end and referring to the matrix of repair options suggested by Mr. Saunders at each location, the Council made the following preliminary recommendations:*

- 1. Erect appropriate and uniform signage at each location to reduce liability.*
- 2. At Fisher Lane: Change current use to recreational public access; replace the railing repair the concrete wall, and add steps; estimated cost \$35,000 in current budget; Council consensus was to proceed with these repairs.*
- 3. At Spruce Street: Change current use to recreational public access; remove and replace pier; estimated cost \$185,000.*
- 4. At Elm Street: Continue utility access with only incidental public access; reconfigure stormwater outlet; estimated cost \$50,000.*
- 5. At Oak Street: Retain no access; no repairs.*
- 6. At Cherry Street: Change current use to recreational public access; repair pier, replace steps; estimated cost \$70,000.*
- 7. At Willow: Change current use to utility access only with incidental public access: remove pipe, replace steps, construct channel, reinforce bluff; estimated cost \$105,000.*

*In response to additional questions from the audience, President Holland stated that before any expenditures are made, each item would be incorporated into a five-year capital improvement plan and revisited by the Council with another opportunity to receive public comments and concerns.*

Village staff, working with Dr. Charles Shabica as our consultant, has developed a proposed pier design that will provide protection for the outfall pipe, minimize impact upon the littoral drift, and provide for the Council's stated wish that the area be used for "recreational public access". Staff had circulated two construction options among the nearby properties for comment. The main difference between the two options is that in one option, the pier commences at the base of the bluff, while in the other, the pier commences roughly 40 to 50 feet from the bluff. The consultant's (and staff's) preferred option is to have the pier commence at the base of the bluff, in order to maximize protection for the pipe. All but the adjacent property to the south preferred the option with the pier at the base of the bluff. As a result, the Village has applied for a permit from the U.S. Army Corps of Engineers (USACOE) to construct the proposed pier.

In addition, staff received two letters in response (attached) to our mailing.

Mr. Warren Guthrie, 575 Sheridan.

Mr. Guthrie lives directly adjacent to the project location and has expressed several objections to the Village's preferred option. As of this writing, staff is attempting to arrange a meeting with Mr. Guthrie to discuss and address his concerns, and I hope to have additional information to present to you at the meeting.

Mr. William Sick, 565 Sheridan.

Mr. Sick lives to the south of the project site and has reiterated his concerns for the safety of those persons using the area. He has also reiterated his preference that the Village NOT proceed with a pier at all.

**Recommendation:**

Review correspondence and provide additional policy direction to staff.

## Attachment #4 – Photos of Street End Locations

### Fisher Lane Extension





View from Lake Michigan



**Spruce Street Extension**



View from Lake Michigan



**Elm Street**



View from Lake Michigan



Oak Street





View from the Lake



**Cherry Street**







View from Lake Michigan



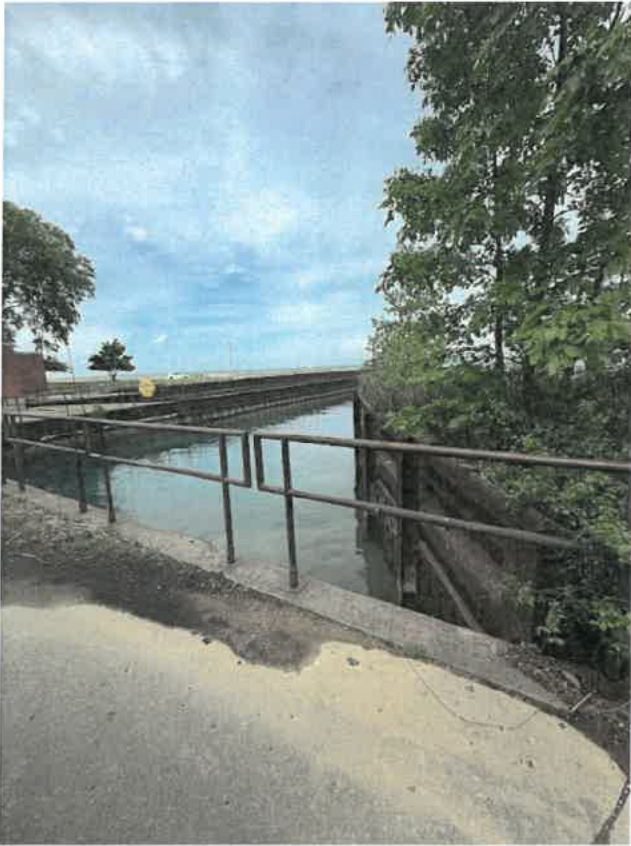
Willow Road



View from Lake Michigan



Tower Road





View from Lake Michigan



**Attachment #5 – May 21, 2000 Village Council Agenda Memo**

## AGENDA REPORT

TO: Village Council

FROM: Steven Saunders, Director of Public Works *SMS*

SUBJECT: Spruce Street Storm Sewer Outfall Rehabilitation

DEPT. APPROVAL: Steven Saunders

MGR. APPROVAL: *OW*

REF:

DATE: May 21, 2000

At the March 14, 2000 Village Council Study Session, staff made a presentation showing the current condition of the Spruce Street storm sewer outfall. This facility has collapsed and is in need of repair. Staff has reviewed the situation and has developed the following two options for long-term repairs to this facility:

1. Remove the existing pier and pipe from the base of the bluff to the Lake. Construct a runoff channel across the beach, stabilized with armor stone similar to most shore protection projects.
2. Remove and replace the entire existing pipe and pier structure.

I have developed preliminary design plans for these two options and have had them reviewed by Dr. Charles Shabica, of Shabica Associates, a coastal engineering consulting firm. I have attached his report on these two designs. The cost for removing the pipe and constructing a runoff channel is about \$106,000, plus permit engineering (\$3,000 +/-). The probable construction cost for complete replacement of the pier is about \$185,000, plus permit engineering (\$5,000 +/-). Either option would address the technical issues involved, namely providing a working storm sewer outfall that would be physically stabilized from lake action.

I have summarized the advantages and disadvantages for each option below:

Remove Pier and Construct Channel (Option 1)

<b>Advantages</b>	<b>Disadvantages</b>
Lower cost option (\$106,000)	Disrupts sand beach
Less intensive permit requirements	
Shorter project timeline	
No affect on littoral drift	

Remove and Replace Pier (Option 2)

<b>Advantages</b>	<b>Disadvantages</b>
Less disruptive to beach appearance	More costly option (\$185,000)
Provides a pier amenity	Affects littoral drift, requiring pre-mitigation fill sand
	More intensive permit requirements
	Higher liability exposure due to pier

There are some policy issues to evaluate, as follows:

Budget Impacts

There are no funds programmed in the FY 2000-01 Budget for this project. There are, however, some sources of funds that could be used for this project, should Council wish.

1. Street Construction. The recently awarded Street Reconstruction bids came in roughly \$100,000 below budget. Staff's original intent was to evaluate extending the Ash Street project one block further to the east, from Provident to Birch. This is estimated to cost about \$42,000. Of the remaining funds, approximately \$50,000 could be diverted to this project, leaving a minimal contingency for change orders. The Ash Street extension could also be deferred to the following year.
2. General Fund operational areas. The Village has budgeted \$7,000 for tuition reimbursement that will not be expended this year, as the employee for which it was budgeted has left our employ. In addition, the Village budgeted \$10,000 for a new surveying instrument, which actually cost \$7,000. A total of \$10,000 could therefore be diverted to the Spruce Street project.
3. Contingency. The Village budget contains a contingency of \$250,000 in account 10-20-640-100, which can only be expended with the authorization of the Village Manager and Council. The remainder of the cost of the project (\$46,000 for Option 1 or \$125,000 for Option 2) could be taken from this account, subject to proper authorizations.

Public Use/Amenity Desired.

At one time, this facility consisted of a pier extending into the lake some 75 to 100 feet. Over the years, the pier has deteriorated to the point where it is now unusable. Obviously, Option 2, replacement of the pier, would restore this amenity, while Option 1 would not. The Village Council should provide policy direction in this area.

Effect Upon Neighboring Properties.

The two properties immediately adjacent to the Village's right-of-way, 575 and 595 Sheridan Road, are privately owned. The repairs to the Village's facility will affect these two properties in two ways:

1. Littoral Drift. Option 2 (pier replacement) would create an extension into the Lake, thereby affecting what is known as the "littoral drift". The littoral drift is the process by which the action of wind, waves, and currents remove and deposit sand in the beach system. In general, the littoral drift tends to move sand from north to south along the beach. Extensions into the water, perpendicular to the shoreline, have been shown to block this flow of sediment, resulting in sand depositions on the updrift (north) side and blocking sand depositions on the downdrift (south) side of such structures. This action occurs until the updrift section is filled to the point where no additional sand may be trapped, and until the downdrift section reaches a state of equilibrium. In an effort to minimize this action, the Army Corps almost always requires what is known as a "pre-mitigation" fill, which is a fancy way of describing sand that is placed updrift of lakeward extensions. This fill prevents capture of sand from the littoral drift system, minimizing effects downdrift. Option 1 would not create and lakeward extensions and would therefore not create any appreciable impact upon the littoral drift.
2. Aesthetics/Use of Beach. Because of the need for an erosion-resistant, stable channel, Option 1 would effectively eliminate a sizeable portion of the public right-of-way as a useable sand beach. It would not eliminate or affect the sand beach on either adjacent private property, but it would interrupt, to some degree, the continuity of the natural appearance of the beach. Option 2 would result in a full sand beach.

Based upon budget constraints and the technical issues involved with the two options, particularly impact upon littoral drift, Staff's recommendation is to proceed with Option 1, removal of the pipe and pier and construction of a runoff channel across the beach. Should the Village Council authorize Staff to proceed, the project will be permitted and sent out for competitive construction bids. Final authorization to proceed would be subject to the Village Council's future award of construction bids.

**RECOMMENDED ACTION:**

Provide policy direction on the method of repair to the Spruce Street Storm Sewer Outfall.



**Shabica & Associates, Inc.**

Mr. Steven M. Saunders, Director  
Village of Winnetka, Public Works Department  
510 Green Bay Road  
Winnetka, Illinois 60093

Dear Steve:

May 8, 2000

Per your request, we have reviewed the two draft options for Spruce Street sewer outfall. We have addressed your questions for each option regarding permitting, feasibility and estimated costs. Option 1 has been modified to be more stable, user-friendly and aesthetically pleasing, as well as more cost-effective with lower stone quantities.

Option 1: Modified Armorstone Channel. This concept is low cost, and is environmentally less intrusive than the draft stone channel.

Suggested alterations are based on our experience with nearshore structures and a high flow structure we engineered for Fort Sheridan. (See concept drawings as well as calculations and drawings for Fort Sheridan.)

The concept is to build a channel to the lake with large flat armorstones over bedding stone and filter fabric. The filter fabric will be placed directly on lakebed clay. Excavate the channel at least 6" into the clay. Provided the channel is extended to an elevation of 575' IGLD 1985 (575.6' NGVD), toe scour should not be an issue. As the littoral drift sand is moved by storm waves, the channel will fill in with sand, then blow out during high stormwater runoff conditions. The new system will act as a stormwater runoff filter during low flow conditions.

Recommended quarystone sizes are as follows:

Armorstone for channel	2 - 5 ton flat quartzite (2 to 2.5 foot vertical dimension)
Channel "Edge stone"	2 - 5 ton quartzite (3 to 3.5 foot vertical dimension)
Bedding stone	3 - 6 inch limestone or quartzite
Armorstone for revetment	1-3 ton quartzite
Filter stone for revetment	100-600 pound limestone or quartzite

Estimated construction cost for the project is \$106,000 as follows:

Demolition	\$ 15,000	
Sitework/prep	\$ 12,000	
1250 Tons Stone	\$ 75,000	(\$60/ton)
Filter Cloth	\$ 4,000	
Estimated Total:	\$106,000	

State and federal permits will be required. As the project does not extend into the lake or alter littoral drift, permitting should be straight forward. Permits for this type structure typically take three to four months for approval provided there is no opposition from neighbors. No beach nourishment will be required with this option.

*105*

*Coastal Consulting / Beach & Shore Stabilization*

550 Frontage Road • Suite 3400 • Northfield, Illinois 60093 • (847) 446 - 1436 • Fax (847) 446 - 5976

Option 2: Concrete Pier. This concept is more user-friendly and has a formal, finished appearance. The cost is higher.


The draft design looks sufficient. However, careful attention should be paid to the length of the structure (may need to be longer) to assure that the pipe does not clog with sand. To minimize toe scour, we recommend that 1 to 3 ton stone be buried 2.5 to 3 feet into the lakebed at the east end of the structure. Permit requirements will be more extensive than for option 1. The state and federal permits could take from 3 to 12 months for approval and neighbors may have questions or oppose this plan. Beach nourishment sand will be required as the proposed structure will trap sand.

The estimated cost for this concept is \$185,000 as shown. More structural details will allow for a better estimate.

Bluff Toe Protection – Revetment (For Options 1 and 2)

The quarrystone revetment is recommended to protect the bluff during high lake levels.

We are available to provide additional coastal engineering services as necessary and can assist in applying for state and federal permits. Please call us at 847-446-1436 to set up a meeting to go over the plans.

  
Charles W. Shabica, Ph.D.  
President

## **Attachment #6 – Winnetka Futures Pillar 6**

PILLAR 6

# Healthy & Engaging Lifestyles

VISION STATEMENT

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*“A unique lakefront community that values a variety of carefully-managed and well-connected parks and open spaces, and that treasures access to natural resources, recreational opportunities, and cultural pursuits, helping residents achieve a balanced and fulfilled quality of life.”*



PILLAR 6:

## Healthy & Engaging Lifestyles

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***Vision Statement:** A unique lakefront community that values a variety of carefully-managed and well-connected parks and open spaces, and that treasures access to natural resources, recreational opportunities, and cultural pursuits, helping residents achieve a balanced and fulfilled quality of life.*

**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.

**Goal 6.2:** The Village will support and promote community institutions and other units of government in advancing programs and facilities that provide life-long educational opportunities that broaden all Winnetka residents' understanding of the world in which we live.

**Goal 6.3:** The Village will continue to support community-wide arts and cultural efforts that provide enrichment to community members through active participation, promotion, and programming efforts with other businesses, community institutions, and arts entities.

**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.

**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.

Winnetka Futures 2040 Plan includes ten Community Pillars. The following section describes Winnetka's vision for *Pillar 6: Healthy & Engaging Lifestyles*. A summary of the existing conditions analysis along with community input received over the course of the process are shared in the next few pages. Following that is a list of actionable initiatives for each of the goals listed above.

*Note that the order of goals and initiatives does not reflect their level of priority.*

# Parks, Open Space, Bluffs, & Lakefront

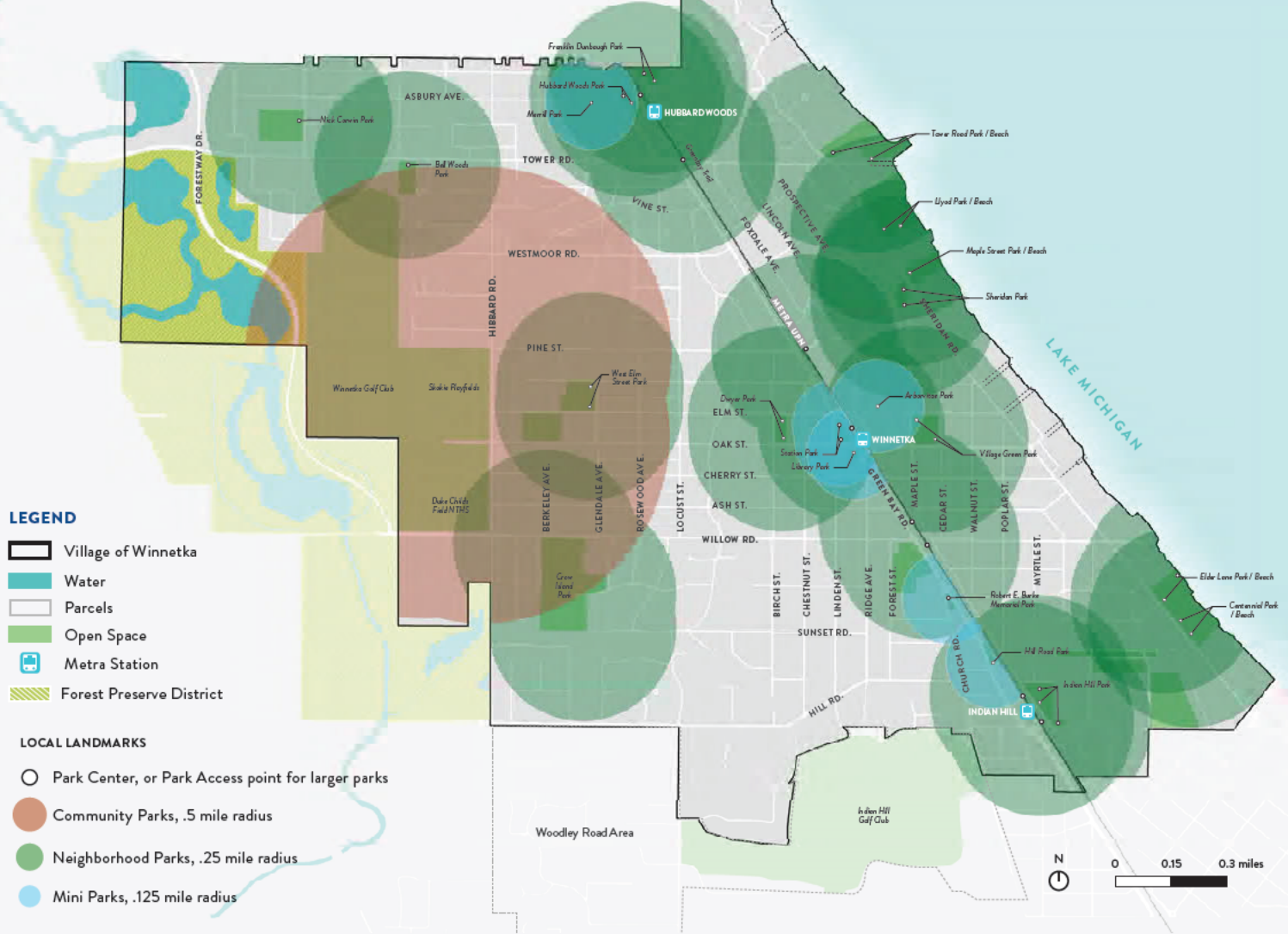


Winnetka has always been a community that values its lakefront, parks, and open spaces. Residents often cite the abundance of these resources as one of the Village’s most attractive features. Winnetka’s open spaces are well-planned and spread throughout the community. The Village has approximately 388 acres of parks and open space, which comprises roughly 16 percent of Winnetka’s total land use. The open space acreage includes parks, forest preserve lands, beaches and bluff areas, and recreational areas. However, open space goes beyond parks; a comprehensive approach must be taken to ensure adequate open space resources and preservation of the natural environment. Open space for parks and recreation, resource conservation, public health and safety, and character-defining features should all be considered. Winnetka’s open spaces are highlighted in Figure 31.



*Dwyer Park © Winnetka Park District*

**FIGURE 31: PARKS LEVEL OF SERVICE**



**WINNETKA PARK DISTRICT INVENTORY INCLUDES PARKS, BEACHES AND BLUFF AREAS, AND RECREATIONAL AREAS.**

<p><b>2.6</b> acres of mini parks</p>	}	<p><b>26</b> acres of beaches and ravines</p>	<p><b>205</b> acres <b>ACTIVE RECREATION</b> - includes programmable parks that offer special facilities, courses, fields, or equipment.</p> <p><b>38</b> acres <b>PASSIVE RECREATION</b> - includes simple parks or environmentally-sensitive open spaces - typically not programmed.</p>
<p><b>79</b> acres of neighborhood parks</p>		<p><b>9.4</b> acres of the Green Bay Trail</p>	
<p><b>162</b> acres of community parks</p>		<p><b>43.6</b> acres of additional parks and open spaces</p>	

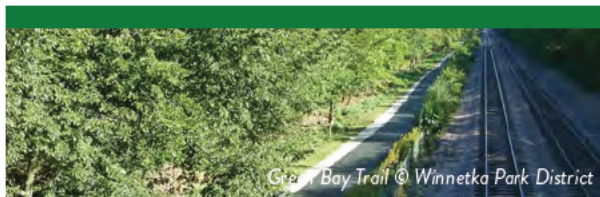
## COMMUNITY OPEN SPACE

Public parks and open spaces in Winnetka are managed by two agencies: the Winnetka Park District and Forest Preserves of Cook County. The combined park and open space acreage for both agencies in Winnetka is 372.25 acres. The Winnetka Park District is the largest provider, operating more than 25 parks and open spaces. These fall into one of three categories:



### Mini Parks

Mini Parks are small-scale open spaces that meet a variety of needs, including: small event spaces; play areas for children; and spaces for relaxing, meeting friends, taking lunch breaks, etc. *Examples include: Merrill Park, Station Park, Hill Road Park, Happ Road Park, etc.*



### Neighborhood Parks

Neighborhood Parks are generally designed for informal active and passive recreation and community gathering. Elements include playgrounds, picnic areas, sports fields, and trail systems. *Examples include: Centennial Park, Elder Lane Park, Hubbard Woods Park, Lloyd Park, etc.*



### Community Parks

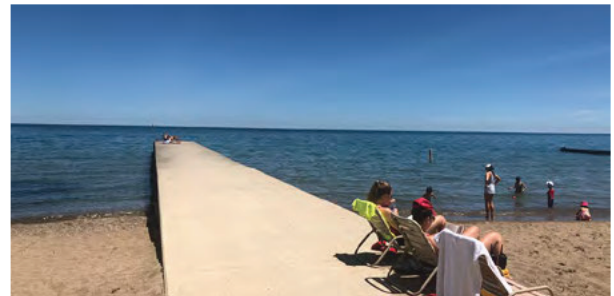
Community Parks are larger parks that focus on meeting regional and community-wide recreation needs. They host athletic teams and affiliate programs on courts and fields. Skokie Playfield is the only Community Park in the Winnetka Park District's boundary.

## LAKEFRONT BEACHES, PARKS, AND BLUFFS

Winnetka's lakefront is one of its most prized assets. Although most of the lakefront is lined with single-family homes and large private estates, there are ample opportunities for public access. The Winnetka Park District has developed and adopted the Winnetka Waterfront 2030 Master Plan in 2016. The plan provides a sustainable strategy for the preservation, protection, restoration, and enhancement of Winnetka's lakefront for both Winnetka residents and a broad range of Lake Michigan user groups. This plan is meant to serve as a conceptual guide for future projects designed to preserve and enhance Winnetka's lakefront beaches and parks, strengthen resiliency measures, and guard against bluff and shoreline erosion.

### Tower Road Park and Beach

Tower Road Park and Beach anchors Winnetka's lakefront on the north. It will continue to serve as the primary swimming beach and the northern hub for the Park District's boardwalk/fitness trail course.



Winnetka Beach

## SHORELINE STABILIZATION

Due to current fluctuating record-high water levels, high wave action, and other environmental factors, shorelines along Lake Michigan are experiencing erosion and significant destruction at unprecedented rates. Some shorelines are eroding at a rate of 17 feet per year. Winnetka's lakefront, both publicly and privately owned, has been negatively impacted by shoreline erosion.

### Bluffs of Winnetka

The bluffs of Winnetka's lakefront are an iconic natural land form recognized early on as a symbol of the community. Winnetka's prior comprehensive plans have noted the need to protect and enhance its natural features and environmental resources, including the bluffs. The Lake

Michigan bluffs and the ravines leading to the lake are important features of the Village, providing pleasant wooded areas and affording beautiful views of the lake. Bluffs and ravines are fragile ecological resources that should be properly managed. Building too close to the edge of a bluff or ravine can weaken it, possibly leading to collapse and affecting neighboring properties. Failure to maintain proper plantings on the slope can lead to erosion. Lake Michigan bluffs, if not properly protected from waves and high water, can be severely eroded by the lake.

The Park District has taken efforts at monitoring and restoring its parkland. As with shoreline erosion, bluff erosion is a major concern across Lake Michigan.

## SPECIAL USE FACILITIES

Residents find community in many different Winnetka Park District (WPD) spaces and programs. For example, the **A.C. Nielsen Tennis Center**, a Winnetka Park District facility, features eight indoor and 12 outdoor courts (five lighted), a nursery, complete pro shop, and shower/locker room facilities. Group and private lessons are available for all ages and abilities, as are permanent court time rentals. Community meetings and public engagement gatherings are often held in the WPD's Community Room, located near the WPD offices in the relatively new addition to the Nielsen Tennis Center, and in the Tennis Lounge, with its fireplace and living room-style furniture.

Additional special use facilities in Winnetka include:

- » The **Winnetka paddle tennis facility**
- » The **Park District's Winnetka Golf Club**
- » The indoor **Winnetka Ice Arena**
- » The **Skokie Playfields**.

## PARKLAND LEVEL-OF-SERVICE ANALYSIS

Level-of-Service (LOS) analyses evaluate how well parks and amenities serve the current needs of the community. Benchmarks for park and recreation agencies by the National Parks and Recreation Association (NRPA) measure the total acreage needs of communities. LOS is assessed through multiple avenues: acreage, distribution, and amenities.

### Acreage

Acreage LOS is the calculation of the recommended minimum land required to support recreation activities and facilities for a given population. NRPA's population ratio method (10 acres / 1,000 population) focuses on the direct relationship between recreation space acreage and people served. A community with a population of about 12,000 should have about 120 acres of total park and open space, per the NRPA's ratio. With 372 acres of parks and open space, Winnetka is well-served and has more than three times the minimum LOS recommendations.



### Distribution Level-of-Service

Distribution Level-of-Service (DLOS) Analysis studies the geographic distribution of parks and evaluates how equitably these sites are placed throughout the community. This may reveal that some areas are under-served or that the district is serving its residents and should shift its efforts towards maintaining and updating existing sites. The LOS of Winnetka's parks is highlighted in Figure 31.

Mini park service areas (blue discs) and neighborhood park service areas (green discs) are adjacent to or truncated by Green Bay Road, a major barrier. Conversely, the community park service area (red disc) is not interrupted. The overlapping service area discs create a gradient ranging from light to dark, illustrating to which degree residents are served. Residents who fall within a dark area are served by multiple parks and their amenities.

## Overall Park Distribution Analysis

Given that Winnetka exceeds the recommended acreage for parks and open space, typical service area metrics have been altered to show potential gaps in service. The overall park service area map shows a 0.125-mile, a 0.25-mile and 0.5-mile service area radius around the existing mini parks, neighborhood parks, and community parks, respectively. Residents living east of the Green Bay Trail are highly served by neighborhood parks. The Green Bay Trail, categorized as a neighborhood park, has an uninterrupted service area that extends west of the trail. To the west, Skokie Playfield, Winnetka's only community park, is the main recreation space, along with several neighborhood parks.

Overall, the vast majority—90%—of Winnetka residents have access to a mini, neighborhood, or community park within zero to 0.5 mile of where they live.



*of Winnetka residents live within a 10-minute walk from a neighborhood park.*



Winnetka Lakefront

## Recreation Programs

In addition to parks, the WPD provides residents and surrounding communities with numerous annual recreation and leisure programs that include fitness, sports, creative arts, education, social activities, and special events. The District's offerings cater to all generations, including infants, toddlers, young adults and seniors. WPD has robust programming for children, including a variety of summer camps, special events, and sports.

WPD provides a variety of adult recreation programming, including golf, ice skating, paddle tennis, and tennis. WPD also offers a variety of fitness programs, including fitness bootcamp, High Intensity Training (HIT), and yoga.

The North Shore Senior Center (NSSC) in Northfield is the primary senior center available to Winnetka seniors. NSSC provides a variety of services and programs to Winnetka seniors, including a range of fitness and recreation courses and classes. Recreation classes are offered in tennis, exercise and dance, health and wellness education, and personal fitness.

### COMMUNITY OPEN HOUSE RESULTS

#### *What big ideas do you have for park and open space do you think are suitable for Winnetka?*

*There were numerous responses to this question from all demographic groups. Dog park and dog beach were among the more popular responses. The need to improve the Green Bay Trail and park bathrooms was mentioned. Participants also mentioned a desire for additional open space at the post office site, as well as additional amenities, such as an expanded marina and food options or restaurants along the beaches and lake front.*

## RELIGIOUS INSTITUTIONS

The spiritual health needs of Winnetka residents are met by the following religious institutions:

- » Christ Church, an Episcopal church
- » Congregation Hakafa, a Reform Jewish congregation
- » Grace Presbyterian Church
- » Lake Shore Unitarian Society
- » Sacred Church/Divine Mercy Parish, a Catholic church
- » Saint Faith, Hope & Charity Church, a Catholic church
- » Winnetka Bible Church
- » Winnetka Congregational Church, an independent congregation-led Christian church.
- » Winnetka Presbyterian Church



Winnetka Presbyterian Church

## OTHER COMMUNITY SPACES

Winnetkans gather in other non-public spaces as well. Residents often mention running into friends when at the grocery store (Grand Foods especially, but also Lakeside Foods). They also congregate at Winnetka's various coffee shops, including Peet's, Starbucks, and the recently-opened Hometown Coffee and Juice. One non-public space that serves an important community function is The Book Stall. This private locally-owned bookstore is a natural gathering space partly due to its connection to Peet's Coffee. The Book Stall's knowledgeable employees (several of whom are former schoolteachers) provide a high level of service to adults and children alike. The store hosts numerous gatherings and lectures by visiting authors, book clubs, and even a regular comedy series.



Hometown Coffee and Juice © Patch



## Healthy & Engaging Lifestyles

*Vision Statement:* A unique lakefront community that values a variety of carefully-managed and well-connected parks and open spaces, and that treasures unlimited access to recreational opportunities and cultural pursuits, helping residents achieve a balanced and fulfilled lifestyle.

### 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.**

Public park and open spaces, facilities, and program offerings are provided by several agencies in the Village of Winnetka. While all these agencies provide open space and recreation opportunities, they do so in varying capacities. Providing access to a variety of open spaces through agency collaboration is key to increasing quality of life and mental health benefits for current and future Winnetkans. While the 372 acres of open space exceed the minimum level-of-service analysis, the Village should continue to consider ways to collaborate with other providers as opportunities arise.

#### 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)**

Consider eliminating barriers to access by completing and expanding paths in parks, connecting segments of existing trails, and providing opportunities for improved pedestrian crossings and connection points, among other approaches.

#### 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.**

The ongoing success of programming that caters to a multitude of generations in Winnetka will require continued and improved collaboration between public and private recreation providers. This will allow the Village to rapidly respond to the growing and ever-changing needs of the community and its niche users. As the community continues to develop its recreation offerings and expand programming, agreements with affiliate organizations, whether formal or informal, can better track resources, offerings, and scheduling of indoor and outdoor spaces.



Adult Triathlon Prep © Winnetka Park District

### Initiative 6.1.3

**Coordinate the sharing of information with the Park District, nonprofit service providers, private leagues, and the school districts so that the public is made aware of the full range of recreational opportunities.**

In an active community such as Winnetka, there is always a plethora of events, programs, and recreational opportunities across multiple agencies. Providing a unified calendar of events that is administered by all agencies, (e.g., through a crowdsourcing platform), is one way to improve accessibility to a larger group of residents.

### Initiative 6.1.4

**Ensure that local regulations do not discourage businesses and nonprofits from providing private recreational and physical fitness training facilities in the community.**

### Initiative 6.1.5

**Regularly share information with other local governments regarding grant opportunities to fund enhancements to the natural environment, public parks and open spaces, and public recreational facilities and programs.**

## GOAL 6.2

**The Village will support and promote community institutions and other units of government in advancing programs and facilities that provide life-long educational opportunities, helping to broaden all Winnetka residents' understanding of the world in which we live.**

Understanding the world that we live in broadens our perspective and provides residents of all ages, and particularly the next generations of Winnetkans, the ability to recognize interdependence and position themselves as global citizens.

### Initiative 6.2.1

**Support the efforts of community institutions such as the Winnetka-Northfield Public Library, Oakton Community College, and the Winnetka Youth Organization to create programs that provide lifelong learning opportunities about Winnetka and the world.**

The ability for Winnetkans to broaden their awareness will continue to enforce a positive attitude to lifelong learning through access to digital and non-digital educational resources and services. For residents of all stages of life, this means continued access to learning opportunities. For the organizations providing learning opportunities, this encourages strengthening their capacity to advance educational curricula, and addressing barriers that limit collaboration and partnerships.

### Initiative 6.2.2

**Ensure that local regulations and processes do not discourage businesses and nonprofits from providing supplemental educational opportunities for Winnetka parents and their children.**



Educational Programs © Winnetka Library

## GOAL 6.3

*The Village will continue to support community-wide arts and cultural efforts that provide cultural enrichment to community members through active participation, promotion, and programming efforts with businesses, community institutions, and arts entities.*

Identifying opportunities to enrich Winnetka’s prosperity and well-being through accessible arts and culture initiatives has the potential to better interconnect the community. A stronger sense of place can be achieved through genuine and unique expressions of the Village’s identity. This goal aims to engage the local arts community and cultural organizations in enhancing community vibrancy and building support for transformative placemaking energy.

### Initiative 6.3.1

**Collaborate with businesses and community organizations, such as the North Shore Art League, to create programs that encourage participation in arts and culture.**

Arts and culture programs are often a reflection of a community’s identity, influences, and traditions. Expanding and growing Winnetka’s art programs would positively impact residents of all ages, as well as provide local artists and not-for-profit organizations the opportunity to be more impactful. Creative arts and culture programs go beyond the visual and performing arts to include applied arts, such as fashion and interior design; literary arts, such as poetry and novels; and culinary arts, such as dining, baking, and wine and beer making.



Winnetka Club - Fashion Show

### Initiative 6.3.2

**Consider creating a cultural arts advisory board to collaborate with local businesses and organizations, facilitate the programming of additional cultural and arts activities, and consider the installation of public art around the Village. Public art could include temporary installations in public buildings, sculptures in public open space, or school projects displayed in public places.**

CHARLOTTE, NC

**CASE STUDY:**  
**Arts + Culture Advisory Board**

Arts + Culture Advisory Board in Charlotte, NC, created in January 2021, strengthens policies and strategies to stabilize the arts and culture sector in the city. Aside from identifying opportunities for collaboration among artists, locals, organizations, and other partners, the advisory board is focused on increasing annual investment in arts and culture and securing sustainable funding resources for a variety of initiatives. An arts and culture board can further grow the arts ecosystem and respond to community needs and opportunities.

### Initiative 6.3.3

*Develop a program by which residents may provide dedications in memory of, or to honor, Winnetka residents and business owners.*



CHICAGO, IL

#### CASE STUDY:

### Dedication Program

The Chicago Park District developed a tree dedication program, The Green Deed Tree, that allows residents to have a tree planted in the park of their choice, providing lasting recognition of the significant people and occasions in their lives. A small donation covers the tree planting. The tree is guaranteed to stay in place for a minimum of two years from the date of planting.

## 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.**

Winnetka is well-known for its one-of-a-kind green spaces and lakefront beaches. Through increased access, varied amenities, and program offerings, the Village and its community partners can continue to provide opportunities for physical activity to support Winnetkans' health and wellness. In addition to physical health, parks, trails, and open spaces also enhance quality of life and improve mental health by providing access to and connections with nature, which have been vital to communities, particularly during the pandemic.

### Initiative 6.4.1

*Support and promote health and wellness for all residents through a safe, connected, and accessible pedestrian and bicycle network, and by offering resources for recreation.*

### Initiative 6.4.2

*Continue to encourage information-sharing with local bodies of government and other public and nonprofit organizations regarding open space and recreation to foster the sharing of resources, ideas, and concerns, so as to lead to new solutions or efficiencies.*



Outdoor Yoga

PILLAR 1	PILLAR 2	PILLAR 3	PILLAR 4	PILLAR 5	<b>PILLAR 6</b>	PILLAR 7	PILLAR 8	PILLAR 9	PILLAR 10
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### Initiative 6.4.3

*Improve existing, or create new, non-motorized linkages among recreation and open space facilities for Village residents, businesses, and schools, and among the facilities themselves. Ensure that adequate linkages to regional trail systems are also in place.*



WINNETKA, IL

#### CASE STUDY: Green Bay Trail

The Green Bay Trail runs along the east side of Chicago's Metra Union Pacific North commuter rail line almost entirely along the route of the former Chicago, North Shore & Milwaukee interurban electric railroad. Improvements to the 2.4 miles of this paved trail, encompassed within the boundary of the Village, would strengthen and support community health and wellness, mobility and connectedness, safety and security, business district vitality, and preservation of open space and natural systems. A master planning process is currently underway to evaluate the trail's usage, appearance, and design for potential upgrades and enhancements, through a community-led study.

### 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.*

### Initiative 6.4.5

*Partner with the local school districts and other community organizations to enhance local programs that support the social and emotional health of our youth, and that support innovative learning.*



© Chicago Tribune

WINNETKA, IL

#### CASE STUDY: Social Emotional Learning

Winnetka District 36 established SEL (Social Emotional Learning) as a key goal and started implementation during the 2019-20 school year. In coordination with CASEL (Collaborative, Academic and Social Emotional Learning) New Trier High School is planning professional development on a Township-wide initiative to support SEL in all school communities that started in June of 2020. This direction ensures that students have improved academic performances, better attitudes and behaviors, and reduced emotional and social withdrawals. For teachers, it will improve patience and empathy, encourage healthy communication, create safe learning environments, and reduce burnout.



© The Winnetka Public Schools

## 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.*

Such regulations would help protect the natural environment of Lake Michigan by ensuring that construction along the shoreline is done in a responsible way. Second, it would provide guidelines for property owners and developers who wish to build shoreline stabilization projects or recreational facilities, ensuring that they are following best practices and adhering to local laws and regulations.

### 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.*

Bluffs are a unique and sensitive feature of the Lake Michigan shoreline, providing habitat for a variety of plants and animals, providing stability and protection for the tableland at the top of the bluffs, as well as serving as a popular destination for recreation and scenic views. Balancing restoration with the need to protect and preserve the natural environment of the shoreline would ensure that construction on or near the bluffs will aim to minimize the impact on the natural features and preserving them for future generations.

