



Village of Winnetka

Plan Commission Regular Meeting

August 26, 2026 at 7:00 PM
Winnetka Village Hall Council Chambers
510 Green Bay Road

AGENDA

1. **Call to Order & Roll Call**
2. **Approval of Minutes**
 - a. March 25, 2026, Regular Meeting Minutes
3. **Public Comments**
4. **Community Development Report**
 - a. Zoning Ordinance Rewrite Update
 - b. Open Space Zoning District Update
5. **Old Business**
 - a. **Affordable Housing Plan:** The Plan Commission will receive an update on the Affordable Housing Plan and discuss next steps.
6. **New Business**
 - a. September 23, 2026, Regular Meeting - Quorum Check
7. **Adjournment**

NOTICE

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

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

**WINNETKA PLAN COMMISSION
MEETING MINUTES
MARCH 25, 2026**

Members Present:

Mamie Case, Acting Chairperson
Jonathan Alt
Christopher Blum
Matthew Bradley
King Poor
Kate Van Vlack

Members Absent:

Layla Danley
Chris Enck
Cyrus Subawalla

Non-Voting Members Absent:

Bridget Orsic

Village Staff:

Scott Mangum, Community Development Director
Christopher Marx, Associate Planner

Call to Order & Roll Call:

The meeting was called to order by Acting Chairperson Case at 7:00 p.m. Roll call was taken of the Commission Members present.

Approval of February 25, 2026 Meeting Minutes:

Chairperson Case asked for a motion to approve the February 25, 2026 meeting minutes. Mr. Poor referred to page 6 and corrected his comment. A motion to approve the February 25, 2026 meeting minutes, as amended, was made by Ms. Van Vlack and seconded by Mr. Alt. A vote was taken and the motion unanimously passed, 6 to 0:

AYES: Alt, Blum, Bradley, Case, Poor, Van Vlack

NAYS: None

Public Comment:

No comments were made at this time.

Community Development Report:

Mr. Mangum provided an update on the Affordable Housing Plan and informed the Commission of the technical deficiencies the state identified, as well as the approval of the Solidcore special use subject to conditions of approval.

Continued Applications:

a. **Case No. 26-05-SU: 730 Elm Street, Suite 120 - DUET Audiology Clinic:** An application seeking approval of a Special Use Permit submitted by DUET Audiology Clinic, as the prospective lessee of the commercial space located at 730 Elm Street, Suite 120, to allow a medical office in the C-2 General Retail Commercial Overlay District. The property is currently owned by MDG Winnetka One, LP. The Village Council has final jurisdiction on this request. This item was continued from the February 25, 2026 Plan Commission meeting.

Mr. Mangum provided background with regard to the continued application in connection with the ground floor retail use and the Commission's evaluation of the application on the 12 special use standards. Mr. Marx identified the applicant and summarized the applicant's request to relocate their Northfield clinic to the subject property. He then identified the property's location, zoning classification as well as the retail overlay district area in an illustration and the proposed space to be occupied. Mr. Marx identified the entrance, how the interior space would be laid out, hours of operation and number of employees and patients as well as the services to be provided. He then summarized the parking plans for employees and patients.

1 Mr. Marx referred to the three previously approved special use permits for the site as well as two proposed
2 restaurant uses in the building. He then identified the specific limitations for medical and financial uses under the
3 Planned Development as well as the proposed space to be occupied by the applicant in an illustration. Mr. Marx
4 stated the applicant provided their responses as to how the proposed use complied with the 12 standards the
5 Commission is to consider and the recommendation by the village staff and Village Attorney that the Commission
6 review and consider the proposed use in connection with all 12 standards included on page nos. 17 and 18 in the
7 agenda packet.
8

9 Mr. Marx stated the Commission is to consider whether the proposed use is consistent with the standards and
10 following the applicant's presentation, public comment and Commission discussion, the Commission may decide to
11 either continue the matter to a date certain to allow time to address questions or comments or make a motion to
12 recommend approval or denial of the special use permit. He then asked if there were any questions.
13

14 Mr. Bradley asked for clarification in terms of the square footage to be occupied. Mr. Marx confirmed the square
15 footage proposed by the applicant would be compliant. Ms. Van Vlack questioned the length of the lease agreement.
16 Mr. Marx responded it would be a 10 year lease. Mr. Poor referred to the close vote in February 2026 on the
17 Solidcore application and the fact that there would be guidance from the Village Council in terms of having no retail
18 in the One Winnetka development. Mr. Marx responded the applicant can identify plans for the last space to be
19 occupied. Mr. Mangum informed the Commission the applicant has the ability to request a special use permit at the
20 proposed location with the plans to be evaluated by the Commission and Village Council to determine whether to
21 approve it or not. He added there was no specific requirement that there has to be a retail use. Mr. Bradley provided
22 additional information with regard to the Solidcore approval. A Commission Member questioned how the hallways
23 and shared corridor would be positioned. Mr. Marx stated that area may not be counted toward the leased space
24 and the applicant can respond. No additional questions were raised at this time.
25

26 Chairperson Case swore in those speaking to this matter. Dr. Lori Halvorson, founder of DUET, clarified the difference
27 by DUET and a medical audiology clinic and described several products in detail which generate a significant retail
28 tax base. She also described the office layout and programming services offered. Dr. Halvorson stated the use would
29 not be an old fashioned audiology clinic but would be utilizing a system to keep the area between the ear and the
30 brain healthy with the use of curated retail experiences and products. She stated the business would be a good fit
31 for the neighborhood and generate revenue.
32

33 Chairperson Case noted there is no one in the audience to comment and asked the Commission Members if they
34 had any questions. Mr. Bradley described the business as wonderful and asked if it would be predominately retail.
35 Dr. Halvorson responded it was previously retail until they redesigned the physical structure and is now walk-ins
36 which generate appointments. She also described the current location in Northfield as well as the length of
37 appointments which she described in detail. Dr. Halvorson confirmed they had more walk-ins than appointments.
38 Ms. Van Vlack asked for additional information with regard to marketing to younger generation which Dr. Halvorson
39 provided to the Commission. Dr. Halvorson also described their typical patients and the services provided to them.
40 Ms. Van Vlack questioned why the applicant chose this location since there would not be a lot of foot traffic. Dr.
41 Halvorson referred to their current patient clientele who are from Winnetka and added their retail products and
42 services are not covered by insurance.
43

44 Mr. Alt described the presentation as phenomenal and questioned the cost range for walk-in appointments. Dr.
45 Halvorson responded it varied from \$199-\$800 and provided the cost of various other products and their features
46 in detail. She described the business as a brain hearing wellness retail studio. Mr. Bradley asked if they have repeat
47 customers. Dr. Halvorson responded they have yearly exam customers as well as new customers with the modeling
48 numbers based on the Lake Forest appointments. The second presenter, Kristin Halvorson, stated the median
49 customer age is low 50's.
50

51 A Commission Member described the presentation as well thought out and described the Commission's charge in
52 connection with the overlay district. He asked what percentage of their annual revenue is products vs. services. Dr.
53 Halvorson responded it is a hybrid business with $\frac{3}{4}$ of their revenue is taxed on products. A Commission Member

1 referred to parking. Deirdre Clein, representative for the property owner, described the available parking spaces on
2 site. Dr. Halvorson explained how the business name was created. Ms. Van Vlack referred to the developer's
3 agreement in that there would not be special use requests for this location with the preference for the space being
4 retail.

5
6 Chairperson Case asked if there were any other questions. No additional questions were raised at this time. Noting
7 that there were no members of the public present, she then called the matter in for discussion.

8
9 Mr. Bradley commented the presentation was great and it appeared to be a great business but it did not belong in
10 this location in Winnetka. He stated he voted against the Solidcore special use request and referred to the issues
11 that were raised in connection with that application. Mr. Bradley stated he hoped the applicant can find another
12 location in the village. He stated he would not recommend approval and added parking would be an issue in the
13 downtown area with that standard not being satisfied. Mr. Bradley concluded they should try to preserve having a
14 retail overlay district tenant in this space and added standard nos. 2, 3, 5 and 12 have not been met.

15
16 Ms. Van Vlack described the situation as a bait and switch in terms of what they were presented with overall to
17 expect with the developer knowing there would be mostly special uses being requested. She stated there would
18 need to be at least two retail uses in order to provide foot traffic with their being no churn in connection with traffic.
19 Ms. Van Vlack commented she loved the business model and described the situation that the Commission is being
20 presented with special use requests in bits and pieces with them having to recommend denial of a business they
21 would otherwise support. She commented she hoped One Winnetka to have been more retail overall and described
22 the situation as disappointing. Ms. Van Vlack concluded she would recommend against the request at this location.

23
24 Mr. Alt agreed with the comments made and that it would not be the right location. He stated the Commission is
25 concerned with regard to the foot traffic with their being only one pure retail use across the street. He asked for the
26 applicant to consider other Winnetka locations which had stronger foot traffic and concluded he would not be in
27 favor of the request.

28
29 Mr. Poor agreed with the comments made and stated the Commission is the steward of the overlay district and the
30 preference for no retail uses on the first floor of businesses. He stated this hybrid use is not the type of retail use
31 envisioned for the overlay district along with concerns with regard to parking. Mr. Poor stated while the business
32 would be a great business for the village, he referred to the caucus survey that people want to see expanded
33 shopping. He concluded he would not recommend approval.

34
35 Mr. Blum stated while the proposal is close to a retail use and if it were not located in One Winnetka, the Commission
36 would likely recommend approval. He agreed with the parking concerns and suggested they get creative in terms of
37 creating time limits for parking. Mr. Blum compared the proposed use to that of specialty optical retail with an
38 optician. He stated they want people to park, browse and shop and if they want foot traffic, they have to have
39 vehicles. Mr. Blum then stated he is torn and referred to the ordinance they have to adhere to.

40
41 Chairperson Case applauded the applicant's enthusiasm and agreed it would be a good business but not the right
42 business for this location along with the parking issues raised. She stated standard nos. 2, 3, 5 and 12 are not met
43 and that she hoped the developer would consider tenants which would be more walker friendly. Chairperson Case
44 stated there is still time to consider a retail use for this space and would like to see the applicant find another space
45 in the village.

46
47 Ms. Clein stated she spoke at the Village Council on a number of items and stated an updated traffic and parking
48 analysis was done in conjunction with the restaurant space which concluded they were in compliance from a code
49 perspective and that there is sufficient parking to support the use. She stated with regard to the three different
50 zones considered, she referred to the sidewalk grade changes and confirmed there would still be the same number
51 of spaces. She stated she also presented to the Village Council the list of retailers and specialty retailers they pursued.
52 She stated the retail market has changed and traditional retail required a critical mass of a mall which would generate
53 foot traffic with downtown areas not being able to support higher end retailers the community preferred. She

1 concluded by stating they attempted to fulfill the community's desires.

2
3 Chairperson Case referred to the agreements made with the developer at the planning level. Ms. Van Vlack
4 questioned what can be done at 1/10th of the way through a 10 year lease with regard to issues regarding traffic,
5 etc. being raised and questioned what can be done to make things better at that point. She stated the alternative is
6 not actionable and referred to the Solidcore approval. Mr. Bradley stated the Village Council's consideration in terms
7 of look backs is to confirm that employees are parking they are supposed to, etc. and referred to Schwab's and Solid
8 Core's affirmation to require customers to use off-street parking. He stated village residents are well aware that
9 there is a parking problem in the village.

10
11 Chairperson Case asked for a motion. Mr. Bradley moved to recommend denial of the special use request as
12 indicated on page 17 in that standard nos. 2, 3, 5 and 12 have not been met. Ms. Van Vlack seconded the motion. A
13 vote was taken and the motion unanimously passed, 6 to 0:

14 AYES: Alt, Blum, Bradley, Case, Poor, Van Vlack

15 NAYS: None

16
17 **New Business.**

18 a. April 22, 2026 Meeting – Quorum Check.

19 The Commission Members discussed their availability.

20
21 **Adjournment:**

22 Chairperson Case asked for a motion to adjourn. A motion to adjourn was made by Mr. Bradley and the motion was
23 seconded by Mr. Poor. A vote was taken and the motion unanimously passed, 6 to 0:

24 AYES: Alt, Blum, Bradley, Case, Poor, Van Vlack

25 NAYS: None

26 The meeting was adjourned at 8:38 p.m.

27
28 Respectfully submitted,

29
30 Antionette Johnson

31 Recording Secretary



MEMORANDUM VILLAGE OF WINNETKA

COMMUNITY DEVELOPMENT DEPARTMENT

TO: PLAN COMMISSION
FROM: SCOTT MANGUM, DIRECTOR
DATE: AUGUST 14, 2026
SUBJECT: ZONING ORDINANCE REWRITE UPDATE

INTRODUCTION

At the August 26, 2026 Plan Commission meeting staff will provide a brief update regarding Village Council direction about the Zoning Ordinance Rewrite project.

For information only, attached are the materials from the July 21 Village Council meeting.

ATTACHMENTS

Attachment A: July 21, 2026 Village Council Meeting Packet excerpt
Attachment B: July 21, 2026 Village Council Meeting Minutes excerpt
Attachment C: Request for Proposals, Zoning Ordinance Rewrite



Village of WINNETKA, IL

Agenda Item Executive Summary

TITLE: Zoning Ordinance Rewrite - Council Direction

PRESENTER: Scott Mangum

AGENDA DATE: July 21, 2026

CONSENT: No

ITEM TYPE: New Business

ITEM HISTORY:

None.

EXECUTIVE SUMMARY:

INTRODUCTION

At the July 21, 2026, Village Council Meeting, the Village Council is scheduled to discuss the proposed re-write of the Zoning Ordinance and related development regulations.

BACKGROUND

It is unknown when the current Zoning Code was originally adopted, but the Zoning Code and related sign and design review regulations have been amended over 60 times on a piecemeal basis since the Village Code was last codified in 1996. While staff has endeavored to keep the Code current, the cumulative effect of numerous amendments has resulted in a document that is increasingly difficult to administer, interpret, and use.

The following conditions warrant a comprehensive rewrite at this time:

- Inconsistencies and redundancies accumulated through years of ad hoc amendments
- Outdated land use categories and definitions that do not reflect contemporary development patterns or practices
- Lack of alignment with the Winnetka Futures 2040 Comprehensive Plan
- Procedural complexity and ambiguity that prolongs the development review process
- Inadequate provisions for a variety of housing types and sustainability measures
- Increased difficulty in code enforcement due to unclear or conflicting standards
- Non-compliance or reduced consistency with current State law, including the People over Parking Act

ATTACHMENT A

A comprehensive rewrite will result in a modern, user-friendly Zoning Code that is consistent with the Village's adopted plans, responsive to community needs, and aligned with best practices in land use regulation.

Comprehensive Plan Implementation:

The current Comprehensive Plan, *Winnetka Futures 2040*, was adopted in 2023 as a nearly 4-year project. The Comprehensive Plan spells out land use policies, many of which can be implemented through a new Zoning Ordinance. Staff has identified 37 initiatives from *Winnetka Futures 2040* that could be addressed through a re-write of the Zoning Code and related regulations (**Attachment 1**).

The recommended first steps are to finalize a scope of work and issue a Request for Proposals (RFP) that would be responded to by land use consultants. Upon consultant selection and contract negotiations the re-write is anticipated to be completed in 18-24 months.

Project Funding

Half of the anticipated funding for this project, \$75,000, has been included in the 2026 budget under Account No. 100.29.01-551, "Consulting Services – Carryover: Comprehensive Plan Implementation: Zoning Rewrite." The anticipated total project budget is \$150,000, consistent with costs observed in comparable municipalities. The final contract amount will be subject to Village Council approval following the competitive RFP process.

Scope of Proposed Work

The RFP will solicit proposals from qualified planning consultants to complete the following phases of work:

- Phase 1 – Existing Conditions & Diagnostic Review: Audit of the current Zoning Code, Sign Code, and Design Review regulations for inconsistencies, outdated provisions, administrative inefficiencies, and areas of non-conformance with State and Federal law and adopted Village plans.
- Phase 2 – Community & Stakeholder Engagement: Public outreach including open houses, stakeholder interviews, surveys, and coordination with the Chamber of Commerce, the development community, and lower boards and commissions.
- Phase 3 – Draft Code Development: Preparation of a complete draft rewrite incorporating modern zoning tools (e.g., use tables, form-based standards, graphics, and cross-references), vetted by staff and the steering committee.
- Phase 4 – Review & Revision: Presentation of draft code to the Plan Commission and Village Council for comment; incorporation of feedback and preparation of final document.
- Phase 5 – Adoption Support: Assistance with public hearings, presentations, and formal adoption by the Plan Commission and Village Council.
- Phase 6 – Implementation & Online Accessibility: Integration of the adopted code into a user-friendly, searchable online format and staff training on administration of the new code.

Consultant Selection Criteria

The RFP will evaluate respondents on the following criteria:

ATTACHMENT A

- Demonstrated experience with municipal zoning code rewrites for communities of comparable size and character
- Qualifications and availability of key project personnel
- Quality of proposed methodology and project approach
- Proposed schedule and ability to meet established milestones
- References from previous municipal clients
- Cost competitiveness (fee schedule and not-to-exceed project budget)

Following proposal review, staff anticipates shortlisting two to three firms for interviews before a final recommendation is made to the Village Council for contract approval.

Steering Committee Composition

Typically, a project steering committee would meet to review the progress of the draft code. Options include having the Plan Commission act as the steering committee with meetings occurring at regular or special Plan Commission meetings or the appointment of an ad hoc committee which may include members of several of the related boards and commissions.

RECOMMENDATION:

Following a presentation from staff and after hearing comments from the public, the Council is requested to provide policy direction regarding any additional topics to be included in a Request for Proposals as well as whether an ad hoc steering committee is created for the process or whether the Plan Commission should fill that role.

ATTACHMENTS:

1. Winnetka Futures, 2040 Comprehensive Plan, Relevant Initiatives

ATTACHMENT A

Winnetka Futures 2040 Recommendations impacting Zoning code and related regulations re-write (37 Initiatives):

1. **Initiative 1.1.1: Review Village building codes, zoning regulations, permitting processes, utility requirements, and other policies** to ensure they do not present obstacles for residents wishing to renovate their existing homes, and they do not encourage demolition of existing homes leading to new construction
2. **Initiative 1.1.7: Consider updating the Village's subdivision regulations to make the process clearer and to simplify the process for minor subdivisions**, such as simple lot line adjustments or plats of consolidation
3. **Initiative 1.1.8: For those R-5 District zoning areas of the community that have lots that are predominately 50 feet wide, consider revising the R-5 zoning standards to reduce the minimum lot width from 60 feet back to 50 feet**
4. **Initiative 1.2.1: Evaluate existing single-family zoning districts to identify areas where additional housing units may be appropriate** through rezoning along arterial streets, at major intersections, or near institutional uses to a low-density multi-family residential district which allows land uses including townhomes, apartments, and condominiums
5. **Initiative 1.2.2: Explore a multi-year pilot Accessory Dwelling Unit (ADU) program** to encourage infill housing options, such as in-law apartments, carriage houses, etc
6. **Initiative 1.2.3: Continue to update the Village's affordable housing plan and strategies when required by Illinois State Law.**
7. **Initiative 1.2.4: Consider amending the Village's subdivision and zoning regulations to allow for more unique site designs that may allow for alternative forms of housing such as "cluster single-family cottage housing"**
8. **Initiative 1.2.5: Evaluate areas of the community that may be appropriate for independent senior housing and / or assisted living facilities, and ensure zoning regulations allow effective development of the land use.**
9. **Initiative 1.4.1: Study and consider establishing a specific zoning district for institutional uses or specific zoning standards for such uses within existing residential districts.** This would allow more appropriate zoning standards for these uses
10. **Initiative 1.5.4: Given changing technology and changing use of residential yard space, consider establishing performance standards to address increasing complaints regarding outdoor lighting and equipment noise, such as generators, A/C condensers, pool equipment, and wall and landscape lighting.**

ATTACHMENT A

11. **Initiative 1.5.5: Review the Village's regulations regarding the design and placement of permanent accessory structures (e.g., sheds, play equipment, treehouses, outdoor kitchens, etc.) as well as temporary accessory structures (e.g., storage pods, boats, RVs, ice rinks, etc.) to determine if the regulations continue to meet the needs of homeowners while maintaining the character of the neighborhood and minimizing the impact on neighboring properties**
12. **Initiative 1.5.6: Review the Village's fence regulations, such as the ability to construct a 6.5' tall fence or a chain link fence in a required front yard setback anywhere throughout the Village, to determine if the regulations are still appropriate**
13. **Initiative 1.5.7: Continue to consider Dark Sky options that reduce energy waste and light pollution when replacing or upgrading existing streetlights.**
14. **Initiative 1.6.1: Consider major revisions to both multi-family zoning districts that will lead to the development of townhomes and other multi-family building products with massing, scale, roof form, and vertical rhythm consistent with the predominate single-family nature of the community.**
15. **Initiative 1.6.2: Encourage the retention and rehabilitation of rental apartments above commercial storefronts rather than conversion to office space or other non-residential use.**
16. **Initiative 1.6.3: Incentivize the conversion of upper-story office space / non-residential space to residential use** □ Examples of incentives might include reduced or waived building permit fees for conversions and administrative design review for exterior modifications
17. **Initiative 1.6.4: Discourage other alterations of mixed-use buildings that compromise residential occupancy** (elimination of required building components or systems, such as means of access, mechanical systems, etc
18. **Initiative 1.6.5: Allow the creation of live/work uses in the downtown commercial districts.**
19. **Initiative 1.7.1: Study and consider establishing a specific zoning district for open space uses, or specific zoning standards for such uses within existing residential districts.** This would allow more appropriate zoning standards for these uses
20. **Initiative 2.1.3: Given the train stations serving the Indian Hill, Elm Street, and Hubbard Woods business districts, as well as the PACE bus line that runs along the Green Bay Road corridor, consider Transit Oriented Development (TOD) principles when planning, developing regulations, and making infrastructure improvements in the business districts.**

ATTACHMENT A

21. **Initiative 2.2.1:** *Given that each of Winnetka's three business districts may have its own unique market niche it could serve, **consider establishing unique zoning regulations, in particular, allowed land uses, for the Hubbard Woods and Elm Street business districts**, as was done with the C-1 Neighborhood Commercial District in the Indian Hill Business District*
22. **Initiative 2.2.2:** *When considering changes to the commercial zoning districts, **study which land uses should be allowed in each district and consider adding a catch-all category such as "Commercial Uses Not Otherwise Regulated" as a special use** to allow consideration of new land uses not currently contemplated within the Zoning Code*
23. **Initiative 2.2.3:** ***Consider amending the Zoning Code to require review by the Plan Commission and approval by Village Council only** for those special uses located in the C-1 Neighborhood District and the C-2 General Retail Commercial District, similar to what is now required for special uses in the Commercial Overlay District*
24. **Initiative 2.2.4:** ***Review regulations for pop-up or short-term land uses.** This might include streamlining occupancy permit reviews or sign permit applications and review processes*
25. **Initiative 2.2.5:** ***Encourage multi-family development in and around the commercial districts** to serve a diverse range of residents and to provide additional housing opportunities near commercial activity and the train stations*
26. **Initiative 2.3.2:** ***Update the Sign Code regulations to ensure they adequately address current sign technology and the needs of Winnetka businesses and institutions while maintaining the pedestrian-focused community character of these areas that residents have come to expect.** (refer to initiative 3.3.2)*
27. **Initiative 2.4.7:** ***When appropriate, consider streamlining special approval and permitting processes so it is easy and convenient for prospective businesses to follow the requirements.***
28. **Initiative 2.5.6:** ***To ensure the Village's commercial districts maintain their traditional design and pedestrian-friendly streetscapes, establish a clear policy delineating the Village's role and the private sector's role for providing parking for commercial uses and multi-family residential uses in the Village's business districts***
29. **Initiative 3.3.2:** ***Review sign regulations to ensure they adequately address current sign technology and the needs of Winnetka institutions and the business community while maintaining the pedestrian-focused community character of these areas that residents have come to expect.** (refer to initiative 2.3.2)*

ATTACHMENT A

30. **Initiative 3.4.5: Activate streets and open spaces with temporary and permanent uses that can be catalysts for future investment and growth.** *Strategies include pop-up businesses, art fairs, recreational activities, cultural celebrations, and civic functions*
31. **Initiative 5.1.1: Consider amendments to the zoning ordinance to provide additional clarity regarding pre-kindergarten and daycare institutions to better support the establishment and operation of early childhood education in the Village** *□ This could include changing certain special uses to permitted uses*
32. **Initiative 5.2.2: Consider creating specific zoning amendments or a district for institutional uses** *to reduce procedural burdens caused by school facilities needing to comply with zoning standards designed for single-family homes*
33. **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.**
34. **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.**
35. **Initiative 8.5.4: Review and make any necessary adjustments to the Village's parking requirements for commercial and multi-family residential uses.** *Consider establishing an off-street parking maximum ordinance for new development in the Village, as well as minimum bicycle parking requirements, particularly within the business districts adjacent to transit*
36. **Initiative 10.1.1: Engage the Village Council, Zoning Board of Appeals, Plan Commission, and Village at-large to evaluate changes to the zoning and subdivision regulations and processes.** *This will ensure clarity for residential and commercial applicants, as well as for the impacted residents and businesses*
37. **Initiative 10.1.3: Engage all respective boards, commissions, and Village staff to consider changes to streamline development regulations and processes,** *while still ensuring that desired development is achieved and the public review process is transparent and consistent*



Village of Winnetka

Village Council Regular Meeting

July 21, 2026 at 7:00 PM
Village Hall
510 Green Bay Road

MINUTES

1. Call to Order

President Dearborn called the meeting to order at 7:01 PM. Village Manager Kristin Kazenas called the roll. Present: Trustees Kirk Albinson, Rob Apatoff, Tina Dalman, Kim Handler, Scott Myers and Bridget Orsic. Absent: None. Also present: Deputy Village Manager Hannah Lipman, Deputy Village Clerk Berina Gradjan, Village Attorney Peter Friedman, Sustainability Manager Elyse Steiner, Water & Electric Director Nick Narhi, Community Development Director Scott Mangum, and approximately 10 people in the audience.

2. Pledge of Allegiance

Trustee Handler led the group in the Pledge of Allegiance.

3. Quorum

a. August 4, 2026 Regular Meeting

All of the Council members present said they expect to attend with the exception of Trustee Myers.

b. August 18, 2026 Regular Meeting

All of the Council members present said they expect to attend.

c. September 1, 2026 Regular Meeting

All of the Council members present said they expect to attend.

4. Public Comments

- Liz Kunkle encourages Council to work with the Environmental, Forestry, & Sustainability Commission to consider the Illinois Exotic Weed Act allowing municipalities to adopt an ordinance to eradicate exotic weeds identified by the Illinois Department of Natural Resources.

5. Reports

Trustees.

- Trustee Myers addresses Council sign-ups for the Farmer's Market.

Village Attorney.

- No report.

Village Manager.

- No report.

Village President.

- President Dearborn congratulates EFSC Commissioner Liz Kunkle on hosting the 15th Anniversary of Go Green Winnetka.

6. Establishment of Consent Agenda

MOTION: Motion to approve the foregoing items on the Consent Agenda by omnibus vote.

MOVER: Trustee Myers

SECONDER: Trustee Apatoff
The voice vote was approved unanimously

7. Approval of Consent Agenda

a. Approval of Village Council Minutes

i. June 9, 2026 Special Meeting

ii. June 16, 2026 Regular Meeting

b. Approval of Warrant List Dated July 3, 2026 - July 16, 2026

The Warrant List Dated July 3, 2026 - July 16, 2026 in the amount of \$771,619.34.

c. Ordinance No. MC-03-2026: Amending the Winnetka Zoning Ordinance to Prohibit Short-Term Rentals in the Village (Adoption)

d. Resolution No. R-55-2026: Waiving Bidding and Approving the Purchase of Indoor Range Equipment and Services from Inveris Training Solutions, Inc. (Adoption)

e. Resolution No. R-57-2026: Approving the Purchase of a Public Works Vehicle from Transchicago Truck Group (Adoption)

f. Resolution No. R-58-2026: Approving Closed Session Minutes, Determining the Need to Keep Minutes of Certain Closed Meetings of the Village Council Confidential, and Authorizing the Destruction of Verbatim Recordings of Certain Closed Meetings of the Village Council (Adoption)

g. Approval of Annual Outdoor Seating Area Permits

MOTION: Motion to approve the foregoing items on the Consent Agenda by omnibus vote.

MOVER: Trustee Myers

SECONDER: Trustee Apatoff

AYES: Trustees Albinson, Apatoff, Dalman, Handler, Myers, and Orsic
NAYS: None
ABSENT: None

8. Ordinances and Resolutions

- a. Resolution No. R-54-2026: Approving and Authorizing the Adoption of the Village of Winnetka Climate Action Plan (Adoption)

i. Village and IMEA Sustainability Plan Update

Sustainability Manager Elyse Steiner provides information regarding the implementation of a Climate Action Plan (CAP), including the engagement of an environmental consulting firm KERAMIDA Inc., Winnetka's previous and ongoing environmental initiatives, and proposed upcoming actions following approval of the CAP.

ii. Electric Generation Update

Water & Electric Director Nick Narhi provides an update regarding the Illinois Municipal Electric Agency's Sustainability Plan adopted in 2024, year-to-date updates and accomplishments, and the process for the 2027 plan update. Additionally, Council is provided information regarding present and future of power generation, as well as lead service line updates.

Council discusses lead service line replacement progress and resident notifications per state mandate, Winnetka's power generation, conservation voltage reduction, and IMEA renewable contracts.

Public Comments.

- King Poor emphasizes the importance of the implementation of the Climate Action Plan and commends the involvement of Village staff, EFSC members, and the community.
- Peter Eck addresses Council regarding the EFSC's commitment to the Climate Action Plan goals and initiatives.
- Katie Scullion addresses concerns regarding the lack of transparency from IMEA.
- Liz Kunkle encourages the Village's involvement with IMEA and highlights various EFSC initiatives leading to the development of the Climate Action Plan over the years.

Trustee Handler, Council liaison to the EFSC, commends the efforts of the commissioners as well as the framework for future discussions and initiatives of the Climate Action Plan.

Council commends the collaborative approach regarding the Climate Action Plan and expresses support for the proposed initiatives. Trustee Myers encourages the EFSC and Council to further challenge themselves regarding their

accountability to sustainability commitments.

MOTION: Motion to Adopt Resolution No. R-54-2026
MOVER: Trustee Handler
SECONDER: Trustee Orsic
AYES: Trustees Albinson, Apatoff, Dalman, Hadnler, Myers, and Orsic
NAYS: None
ABSENT: None

9. Old Business

a. Zoning Ordinance Rewrite - Council Direction

Community Development Director Scott Mangum advises Council that a necessary zoning code rewrite is needed given the code is over 40 years old and in some cases, dates back to the 1920s. The current code has accumulated inconsistencies through ad hoc amendments, includes outdated land use categories and definitions, misalignment with the Winnetka Futures 2040 Comprehensive Plan, various complexities and ambiguity delaying the development review process, and inadequate provisions for diverse housing types and sustainability measures. It is important to note that solar was addressed on an ad hoc basis, but more comprehensive treatment is needed. These gaps lead to difficulty enforcing and addressing non-compliance with current state law, including the People Over Parking Act, which took effect earlier this year.

Village staff identified and established a number of initiatives from the Comprehensive Plan, adopted in 2023, that can be addressed through the zoning code rewrite, finalizing scope of work and issuing a request for proposals to land use consultants, and, with the selection of a consultant, staff anticipates the rewrite to be completed in 18–24 months.

Council is advised regarding anticipated funding for the total project, scope of proposed work, consultant selection criteria, and use of a project steering committee.

Council discusses special consultation with taxing bodies, steering committee engagement, and consultant criteria and expectations.

Council expressed support to move forward with the zoning code rewrite with considerations to project timeline, implementation of a steering committee, and provided direction for the consultant to consider emerging land use and zoning issues rather than limitations to historic code provisions and addressing design review guidelines as well as open space zoning initiatives.

b. Open Space Zoning Text Amendment - Council Direction

At the April 14th Council study session, Council discussed establishing a new zoning district as it relates to the protection of open space. Council provided direction to create a new open space zoning district and advised the Village Attorney to prepare a draft ordinance addressing regulations for discussion in

July ahead of the commencement of the zoning ordinance rewrite project.

Community Development Director Scott Mangum provides information regarding open space regulations in neighboring communities. Staff asked for Council consideration of a phased approach including phase 1: preserving open space properties from development and phase 2: refining regulations through the zoning ordinance rewrite, and next steps regarding each phase.

Council discusses implementing the open space zoning text amendment with consideration of the zoning ordinance rewrite, level of priority, possibility of expediting the project timeline, phase 1 impacts on the Park District, school districts, and library, and special use requirements.

Public Comment

- Dan Waters, District 36 President, addresses Council regarding intergovernmental communications, school operations, and maintaining and protecting open space at each school.
- Elise Gibson, Park District President, seeks clarification regarding maintenance of Park District property, protection of open space, and potential impacts on special use permits.

Council provides direction to move forward with phase 1, considering Village property, green space, and public schools, and for staff to hold a public hearing at the Plan Commission level. Additionally, Council requests that the RFP process be expedited.

- c. Council Priorities - Mid Year Status Report
Village Manager Kristin Kazenas provided a briefing on upcoming Council priorities and associated expectations.

10. New Business

None.

11. Appointments

None.

12. Closed Session

MOTION:

Motion to adjourn to closed session for the purpose of discussing the purchase of real property and probable, imminent, and pending litigation pursuant to sections 2(c)(5) and 2(c)(11) of the Open Meetings Act, respectively. Under the motion, when closed session is adjourned, the public meeting will automatically and immediately adjourn without the conduct of any further business or comments.

MOVER:

Trustee Apatoff

SECONDER:

Trustee Albinson

AYES:

Trustees Albinson, Apatoff, Dalman, Handler, Myers, and Orsic

NAYS:

None

ABSENT:

None

13. Adjournment

The Closed Session meeting ended at 9:55 p.m.

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REQUEST FOR PROPOSALS

VILLAGE OF WINNETKA



Zoning Ordinance Rewrite

RFP #026-005

ISSUED: August 10th, 2026

RESPONSES DUE: September 28th, 2026

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INTRODUCTION AND PROJECT DESCRIPTION

INTENT:

The Village of Winnetka ("Village") seeks proposals from qualified planning and zoning consulting firms interested in providing professional consulting services to complete a comprehensive rewrite of the Village's Zoning Ordinance and related development regulations, including the Sign Code and Design Review regulations. The services will be performed over an anticipated 18-to-24-month period beginning in the Village's 2026 fiscal year.

As an optional, separately priced item, the Village is also interested in a coordinated rewrite of the Village's Design Guidelines. See "Optional Item: Design Guidelines Rewrite" below.

QUESTIONS & CORRESPONDENCE:

If you wish to register to receive any correspondence regarding this request for proposal please send an email to aklaassen@winnetka.org and reference the name of this RFP in the subject.

All questions concerning this RFP are to be submitted no less than three (3) business days prior to the response due date via email to aklaassen@winnetka.org. All questions must clearly identify this RFP by name in the subject; failure to format a question correspondence properly may result in no response from the Village. Answers and addendums will be provided in writing via email to all registered interested respondents in a timely manner. In order to avoid ambiguity related to definitions of words and phrases, Appendix A contains a glossary of terms used within this RFP. **Absolutely no contact shall be made directly with the Community Development Department prior to the due date.**

PROPOSAL SUBMITTAL:

Sealed proposals shall be received at the address provided above no later than 5:00 PM on September 28, 2026. Respondents shall submit one (1) original proposal in a sealed envelope clearly marked with the name and number of the RFP and three (3) additional copies. Submission of an electronic copy is required and should be emailed to: bids@winnetka.org by 5:00 PM on September 28, 2026.

CURRENT REGULATIONS:

The Village of Winnetka has a population of 12,744 over 3.9 square miles and is serviced by 166.25 (FTE) employees. The Village operates on a calendar year basis (January to December). The complete budget document, including the Village's five year CIP, can be found at: <https://www.villageofwinnetka.org/Archive.aspx?AMID=43>

It is unknown when the current Zoning Code was originally adopted, but the Zoning Code and related Sign Code and Design Review regulations have been amended more than 60 times on a piecemeal basis since the Village Code was last codified in 1996. While staff has endeavored to keep the Code current, the cumulative effect of numerous

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amendments has resulted in a document that is increasingly difficult to administer, interpret, and use.

The following conditions warrant a comprehensive rewrite:

- Inconsistencies and redundancies accumulated through years of ad hoc amendments
- Outdated land use categories and definitions that do not reflect contemporary development patterns or practices
- Lack of alignment with the Winnetka Futures 2040 Comprehensive Plan
- Procedural complexity and ambiguity that prolongs the development review process
- Inadequate provisions for a variety of housing types and sustainability measures
- Increased difficulty in code enforcement due to unclear or conflicting standards
- Non-compliance or reduced consistency with current State law, including the People Over Parking Act

The current Comprehensive Plan, Winnetka Futures 2040, was adopted in 2023 following a nearly four-year planning process. Village staff has identified 37 initiatives from Winnetka Futures 2040 that could be addressed through this rewrite of the Zoning Code and related regulations (incorporated as **Appendix D**).

PROJECT FUNDING:

Half of the anticipated funding for the base Zoning Ordinance rewrite scope, \$75,000, has been included in the 2026 budget under Account No. 100.29.01-551, "Consulting Services – Carryover: Comprehensive Plan Implementation: Zoning Rewrite." The anticipated total project budget for the base scope is \$150,000, consistent with costs observed in comparable municipalities. Respondents shall provide a not-to-exceed cost proposal for the base scope of work. The final contract amount will be subject to Village Council approval following the competitive RFP process.

The Optional Item described below (Design Guidelines Rewrite) is not included in the \$150,000 base project budget estimate and must be priced separately. The Village reserves the right to award the base scope of work with or without the optional item.

SCOPE OF PROJECT:

The Village is seeking to identify and select a qualified consultant to complete a comprehensive rewrite of the Village's Zoning Ordinance and related development regulations, resulting in a modern, user-friendly Zoning Code that is consistent with the Village's adopted plans, responsive to community needs, and aligned with current best practices in land use regulation.

This proposal is divided into six (6) phases, each corresponding to a component of the overall Zoning Ordinance rewrite process, plus one optional, separately priced item. Each phase is detailed below with an abstract and specific processes or deliverables the Village is requesting from the consultant.

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GENERAL REQUIREMENTS:

Each phase below lists specific items the Village seeks; however, this is not an exhaustive list. The abstract provides a general description of what the Village is seeking to achieve. The respondent is to supply an estimated/anticipated timeline for each phase and overall not-to-exceed pricing to address all items listed in each phase. **Appendix B** – Respondent Worksheet lists the needed responses and is required as part of the response.

Phase 1: Existing Conditions & Diagnostic Review

Abstract: *The purpose of this phase is to develop a thorough, documented understanding of the current Zoning Code, Sign Code, and Design Review regulations, and to identify the specific deficiencies the rewrite must address.*

At a minimum this includes the following:

1. Review the Village's existing Zoning Code, Sign Code, Design Guidelines, subdivision regulations, and all amendments adopted since 1996.
2. Conduct a conformity analysis of bulk, use, and dimensional standards (e.g., setbacks, lot width, lot size, height, parking) and identify inconsistencies, redundancies, and administrative inefficiencies.
3. Review the current Code for non-conformance with applicable State and Federal law, including the Illinois People Over Parking Act, and with Village-adopted plans.
4. Review the Winnetka Futures 2040 Comprehensive Plan and the 37 initiatives identified by staff as implementable through this rewrite (Appendix D).
5. Conduct interviews with Village staff and other key stakeholders (e.g., Plan Commission, Zoning Board of Appeals, Design Review Board, Chamber of Commerce, development community) to identify priority issues.
6. Prepare a written existing conditions/diagnostic memorandum summarizing findings, to serve as the basis for preliminary recommendations in Phase 3.

Phase 2: Community & Stakeholder Engagement

Abstract: *The purpose of this phase is to ensure the rewritten Code reflects meaningful input from Village residents, businesses, and institutions throughout the process, not only at adoption.*

At a minimum this includes the following:

1. Develop and facilitate a public engagement plan for the duration of the project, including at minimum one (1) public open house, stakeholder/focus group interviews, and online engagement tools (e.g., surveys, interactive polls).
2. Coordinate engagement with the Chamber of Commerce, the development and real estate community, and Village boards and commissions.
3. Support the Village's project steering committee (see Steering Committee, below) with regular progress updates and opportunities for review throughout drafting.
4. Prepare a written summary and analysis of engagement input for use in the preliminary recommendations memorandum and draft code development.

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Phase 3: Draft Code Development

Abstract: The purpose of this phase is to prepare a complete draft rewrite of the Zoning Ordinance and related development regulations (Signs, Subdivision, Design Review), incorporating modern zoning tools and vetted by staff and the steering committee.

At a minimum this includes the following:

1. Prepare a preliminary recommendations memorandum summarizing the diagnostic review and engagement findings and describing the consultant's proposed approach, for review by staff and the steering committee prior to drafting regulatory language.
2. Draft a complete, reorganized Zoning Ordinance using modern zoning tools (e.g., use tables, form-based or context-sensitive standards where appropriate, graphics, tables, hyperlinks, and cross-references) and a clear table of contents.
3. Address, at minimum: definitions; permitted, special, and accessory use lists/tables; bulk and dimensional standards; administration, procedures, and enforcement; nonconformities; sign regulations; design review procedures; parking standards (including potential parking maximums and bicycle parking, consistent with the People Over Parking Act); landscaping, lighting, and sustainability measures; and housing variety (e.g., ADUs, multi-family, senior/assisted living, and other housing types identified in Winnetka Futures 2040).
4. Incorporate Transit Oriented Development (TOD) principles as appropriate near the Indian Hill, Elm Street, and Hubbard Woods train stations and the Green Bay Road PACE corridor.
5. Prioritize refining appropriate development standards and uses for public institutions (parks, schools, library) within the Open Space Zoning District(s) working with partner agencies.
6. Prioritize refining appropriate development standards for institutional uses, including private schools and places of worship.
7. Track and clearly communicate significant points of departure from the existing Code to ensure clarity and transparency for staff, the steering committee, and the public.

Phase 4: Review & Revision

Abstract: The purpose of this phase is to present the draft Code for review and to incorporate feedback prior to formal adoption proceedings.

At a minimum this includes the following:

1. Present the draft Zoning Ordinance to Village staff, the steering committee, the Plan Commission, and other relevant boards and commissions, along with at least one public open house, for comment.
2. Incorporate feedback and prepare a revised draft, maintaining a summary log of substantive changes made in response to comments.
3. Repeat review cycles as needed to reach a final draft ready for formal adoption proceedings.

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Phase 5: Adoption Support

Abstract: *The purpose of this phase is to support the Village through the formal public hearing and adoption process.*

At a minimum this includes the following:

1. Prepare the final draft Zoning Ordinance and Map in a form suitable for formal public hearing and adoption, coordinating with the Village Attorney as needed.
2. Prepare for and attend public hearing(s) before the Plan Commission and presentations to the Village Council.
3. Assist with any final revisions requested during the adoption process through formal adoption by the Village Council.

Phase 6: Implementation & Online Accessibility

Abstract: *The purpose of this phase is to ensure the adopted Code is usable and accessible on a long-term basis.*

At a minimum this includes the following:

1. Deliver the final, adopted Zoning Ordinance in both an editable Microsoft Word version and a PDF version.
2. Integrate the adopted Code into the Village's searchable online code platform accessible to the public (Municode).
3. Provide any zoning map updates in a digital, GIS-compatible format (ESRI) that can be edited by Village staff, along with all graphics, images, and design elements in editable source formats.
4. Provide staff training on administration of the new Code.
5. All documents, data, graphics, and other work product created during this engagement shall become the sole property of the Village.

OPTIONAL ITEM: DESIGN GUIDELINES REWRITE (SEPARATELY PRICED)

Abstract: *The Village's current Design Guidelines (last comprehensively adopted in 2001, most recently amended January 17, 2023) govern architectural and site design standards, streetscapes, and business district character for the Elm Street, Hubbard Woods, and Indian Hill business districts. At the Village's sole option, and as a separate, optional item, the Village is seeking a coordinated rewrite of the Design Guidelines to align with, and use the same graphic-forward format as, the new Zoning Ordinance.*

The Design Guidelines rewrite is expected to occur concurrently with the Zoning Ordinance Rewrite. At a minimum this optional item includes the following:

- Review and modernize the existing Design Guidelines, including building and architectural design standards, building mass, materials, articulation, and signage standards, as well as public space, streetscape, pedestrian zone, and vehicular zone standards.
- Coordinate the updated Design Guidelines with the new Zoning Ordinance's use, dimensional, and design review standards to eliminate conflicts, redundancies, and cross-reference errors.

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- Update graphics, photographs, and illustrations to reflect current architectural styles, materials, and best practices, consistent with Village character in each business district.
- Provide the final updated Design Guidelines in the same editable Microsoft Word and PDF formats, and integrated into the same online platform, as the new Zoning Ordinance.

Respondents shall identify and price this item as a distinct, itemized, not-to-exceed cost on the Proposal Sheet, separate from and in addition to the base cost of the Zoning Ordinance rewrite described in Phases 1–6 above. The Village may elect to award the base scope of work with or without this optional item.

STEERING COMMITTEE:

A project steering committee will meet periodically to review the progress of the draft Code. The Plan Commission may act as the steering committee, with meetings occurring at regular or special Plan Commission meetings, or the Village may appoint an ad hoc committee that may include members of several related boards and commissions. The selected consultant shall support and provide regular progress updates to the steering committee throughout the project.

MISC.:

- The selected consultant shall demonstrate experience with municipal zoning code rewrites for communities of comparable size and character to the Village of Winnetka.
- All relevant documents, data, and work product created during this engagement will become the property of the Village.
- Any subcontractors (e.g., legal counsel, GIS, urban design, graphic design) shall be clearly identified in the proposal.
- **Appendix C** lists relevant background documents and links referenced in this RFP.

EXPECTED DELIVERABLES:

Proposals must include the following clearly marked sections:

- Completion of Appendix B – Respondent Worksheet.
- Firm qualifications and resumes of key project personnel, including the designated project manager and their availability.
- Examples of at least three (3) completed municipal zoning code rewrites for communities of comparable size and character, including a sample rewritten chapter or excerpt.
- Customer references – a minimum of three (3) references for former zoning code rewrite engagements, including: customer name and location; customer contact information (phone and email); date of engagement; and scope of services provided.
- Description of the proposed public engagement approach and anticipated number of meetings, open houses, and other engagement activities.

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- Proposed project schedule and methodology, reflecting an anticipated 18-to-24-month overall duration for the base scope.
- Completion of the Proposal Sheet – not-to-exceed cost for the base scope of work (Phases 1–6), and a separately itemized not-to-exceed cost for the Optional Item (Design Guidelines Rewrite).

PROPOSAL REVIEW AND SELECTION:

Proposals will be reviewed and evaluated on the following criteria:

- Demonstrated experience with municipal zoning code rewrites for communities of comparable size and character.
- Qualifications and availability of key project personnel.
- Quality of proposed methodology and project approach.
- Proposed schedule and ability to meet established milestones.
- References from previous municipal clients.
- Cost competitiveness (fee schedule and not-to-exceed project budget).

Following proposal review, staff anticipates shortlisting two to three firms for interviews before a final recommendation is made to the Village Council for contract approval.

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PROPOSAL SHEET

Note: The Proposer must complete all portions of the Proposal Sheet.

The undersigned, having examined the specifications and all conditions affecting the specified project, offer to furnish all services, labor, and incidentals specified for the price(s) below.

The undersigned bidder certifies that they are not barred from bidding on this contract as a result of a conviction for the violation of state laws prohibiting bid rigging or bid rotating and is not delinquent in any taxes to the Illinois Department of Revenue.

It is understood that the Village reserves the right to reject any and all bids and to waive any irregularities and that the prices contained herein will remain valid for a period of not less than ninety (90) days.

I (We) propose to complete the following project as more fully described in the specifications for the following:

Proposing Company Name: _____

Base Scope of Work	Cost
ZONING ORDINANCE REWRITE (Phases 1–6) – Total not-to-exceed cost for professional services engagement	\$
OPTIONAL ITEM (separately priced): DESIGN GUIDELINES REWRITE – Total not-to-exceed cost	\$

INDEMNIFICATION:

The bidder hereby agrees to protect, defend, indemnify, and save harmless the Village against loss, damage, or expense from any suit, claim, demand, judgment, cause of action, or shortage initiated by any person whatsoever, arising or alleged to have arisen out of work described herein, except that in no instance shall the Bidder be held responsible for any liability, claim, demand, or cause of action attributable solely to the negligence of the Village.

I hereby certify that the item(s) proposed is/are in accordance with the specifications as noted and that the prices quoted are not subject to change; and that

_____ (Company Name) is not barred by law from submitting a bid to the Village for the project contemplated herein and is not delinquent in payment of any taxes to the Illinois Department of Revenue.

Bidder's Firm Name

Signed Name and Title

Street Address

Print Name and Title

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City, State, Zip Code

E-mail Address

Phone Number

Date

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APPENDIX A – GLOSSARY

ADU – Accessory Dwelling Unit. A secondary housing unit on a lot with a single-family home, such as an in-law apartment or carriage house.

Comprehensive Plan / Winnetka Futures 2040 – The Village's adopted long-range land use plan, adopted in 2023.

Design Guidelines – The Village's adopted architectural and site design standards, last comprehensively adopted in 2001 and most recently amended in 2023.

Design Review Board – The Village's appointed body responsible for review of certificate of appropriateness, sign, and awning requests, as well as sign code variance requests under the Zoning Code and Building/Sign Code.

Form-Based Code / Standards – Zoning tools that emphasize building form, massing, and street relationship over strict use separation.

People Over Parking Act – Illinois state law limiting the ability of municipalities to impose minimum parking requirements near transit.

Plan Commission – The Village's appointed body responsible for review of zoning and land use matters.

Respondent – The consultant/firm participating in the RFP process.

RFP – Request for Proposal. A type of bid document that solicits solutions to a presented need. Responses are evaluated on several factors; pricing is not the sole factor in determining the winning proposal.

Steering Committee – The Plan Commission or an ad hoc committee designated by the Village to review the progress of the draft Code throughout the project.

TOD – Transit Oriented Development. A planning approach that concentrates compatible development near transit stations.

Zoning Board of Appeals (ZBA) – The Village's appointed body responsible for variance and appeal requests under the Zoning Code.

Zoning Ordinance / Zoning Code – The Village's land use regulations governing permitted uses, dimensional standards, and development procedures.

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APPENDIX B – RESPONDENT WORKSHEET

Complete the column titled “Estimated time” for each row below. Please clearly indicate what unit of time this number represents (e.g., 8 weeks, 4 months, 1 year). The intent is to determine the time each phase will take on a calendar basis, not to convey consultant billable hours.

The Village understands this is an estimation but requests it be based on prior experience with comparable engagements. Reasonable extensions may be needed; however, these extensions cannot impact the price submitted on the Proposal Sheet without significant justification.

Phase	Description	Estimated Time
1	Existing Conditions & Diagnostic Review	
2	Community & Stakeholder Engagement (ongoing – note overall duration)	
3	Draft Code Development	
4	Review & Revision	
5	Adoption Support	
6	Implementation & Online Accessibility	
Optional	Design Guidelines Rewrite (if separately awarded – note incremental time added to schedule above)	

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APPENDIX C – REFERENCE DOCUMENTS

Respondents are encouraged to review the following Village documents prior to submitting a proposal:

- Current [Zoning Code](#) and related [Sign Code](#), [Subdivision](#), and [Design Review](#) regulations –
https://library.municode.com/il/winnetka/codes/village_code?nodeId=TIT17ZO
https://library.municode.com/il/winnetka/codes/village_code?nodeId=TIT15BU
[CO](https://library.municode.com/il/winnetka/codes/village_code?nodeId=TIT15BU)
[CH15.60SI](https://library.municode.com/il/winnetka/codes/village_code?nodeId=TIT15BU)
https://library.municode.com/il/winnetka/codes/village_code?nodeId=TIT16SU
https://library.municode.com/il/winnetka/codes/village_code?nodeId=TIT15BU
[CO](https://library.municode.com/il/winnetka/codes/village_code?nodeId=TIT15BU)
[CH15.40CEAPDE](https://library.municode.com/il/winnetka/codes/village_code?nodeId=TIT15BU)
- Village of [Winnetka Design Guidelines](#) (2001, amended through January 17, 2023) – <https://www.villageofwinnetka.org/DocumentCenter/View/421/Design-Guidelines-PDF>
- [Winnetka Futures 2040](#) Comprehensive Plan (adopted 2023) – <https://www.villageofwinnetka.org/DocumentCenter/View/2064/Winnetka-Futures-2040-Plan-PDF>
- Winnetka Futures 2040 Recommendations Impacting the Zoning Code and Related Regulations (37 Initiatives) – attached as Appendix D
- Village budget document and five-year Capital Improvement Plan – <https://www.villageofwinnetka.org/Archive.aspx?AMID=43>

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APPENDIX D – WINNETKA FUTURES 2040 RECOMMENDATIONS

The 37 initiatives from the Winnetka Futures 2040 Comprehensive Plan identified by staff as implementable through this Zoning Ordinance rewrite:

1. **Initiative 1.1.1: Review Village building codes, zoning regulations, permitting processes, utility requirements, and other policies to ensure they do not present obstacles for residents wishing to renovate their existing homes, and they do not encourage demolition of existing homes leading to new construction**
2. **Initiative 1.1.7: Consider updating the Village's subdivision regulations to make the process clearer and to simplify the process for minor subdivisions, such as simple lot line adjustments or plats of consolidation**
3. **Initiative 1.1.8: For those R-5 District zoning areas of the community that have lots that are predominately 50 feet wide, consider revising the R-5 zoning standards to reduce the minimum lot width from 60 feet back to 50 feet**
4. **Initiative 1.2.1: Evaluate existing single-family zoning districts to identify areas where additional housing units may be appropriate through rezoning along arterial streets, at major intersections, or near institutional uses to a low-density multi-family residential district which allows land uses including townhomes, apartments, and condominiums**
5. **Initiative 1.2.2: Explore a multi-year pilot Accessory Dwelling Unit (ADU) program to encourage infill housing options, such as in-law apartments, carriage houses, etc**
6. **Initiative 1.2.3: Continue to update the Village's affordable housing plan and strategies when required by Illinois State Law.**
7. **Initiative 1.2.4: Consider amending the Village's subdivision and zoning regulations to allow for more unique site designs that may allow for alternative forms of housing such as "cluster single-family cottage housing"**
8. **Initiative 1.2.5: Evaluate areas of the community that may be appropriate for independent senior housing and / or assisted living facilities, and ensure zoning regulations allow effective development of the land use.**
9. **Initiative 1.4.1: Study and consider establishing a specific zoning district for institutional uses or specific zoning standards for such uses within existing residential districts. This would allow more appropriate zoning standards for these uses**
10. **Initiative 1.5.4: Given changing technology and changing use of residential yard space, consider establishing performance standards to address increasing complaints regarding outdoor lighting and equipment noise, such as generators, A/C condensers, pool equipment, and wall and landscape lighting.**
11. **Initiative 1.5.5: Review the Village's regulations regarding the design and placement of permanent accessory structures (e.g., sheds, play equipment, treehouses, outdoor kitchens, etc.) as well as temporary accessory structures (e.g., storage pods, boats, RVs, ice rinks, etc.) to determine if the**

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regulations continue to meet the needs of homeowners while maintaining the character of the neighborhood and minimizing the impact on neighboring properties

12. **Initiative 1.5.6: Review the Village's fence regulations, such as the ability to construct a 6.5' tall fence or a chain link fence in a required front yard setback anywhere throughout the Village, to determine if the regulations are still appropriate**
13. **Initiative 1.5.7: Continue to consider Dark Sky options that reduce energy waste and light pollution when replacing or upgrading existing streetlights.**
14. **Initiative 1.6.1: Consider major revisions to both multi-family zoning districts that will lead to the development of townhomes and other multi-family building products with massing, scale, roof form, and vertical rhythm consistent with the predominate single-family nature of the community.**
15. **Initiative 1.6.2: Encourage the retention and rehabilitation of rental apartments above commercial storefronts rather than conversion to office space or other non-residential use.**
16. **Initiative 1.6.3: Incentivize the conversion of upper-story office space / non-residential space to residential use** ♦ Examples of incentives might include reduced or waived building permit fees for conversions and administrative design review for exterior modifications
17. **Initiative 1.6.4: Discourage other alterations of mixed-use buildings that compromise residential occupancy** (elimination of required building components or systems, such as means of access, mechanical systems, etc
18. **Initiative 1.6.5: Allow the creation of live/work uses in the downtown commercial districts.**
19. **Initiative 1.7.1: Study and consider establishing a specific zoning district for open space uses, or specific zoning standards for such uses within existing residential districts.** This would allow more appropriate zoning standards for these uses
20. **Initiative 2.1.3: Given the train stations serving the Indian Hill, Elm Street, and Hubbard Woods business districts, as well as the PACE bus line that runs along the Green Bay Road corridor, consider Transit Oriented Development (TOD) principles when planning, developing regulations, and making infrastructure improvements in the business districts.**
21. **Initiative 2.2.1: Given that each of Winnetka's three business districts may have its own unique market niche it could serve, consider establishing unique zoning regulations, in particular, allowed land uses, for the Hubbard Woods and Elm Street business districts, as was done with the C-1 Neighborhood Commercial District in the Indian Hill Business District**
22. **Initiative 2.2.2: When considering changes to the commercial zoning districts, study which land uses should be allowed in each district and consider adding a catch-all category such as "Commercial Uses Not Otherwise**

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Regulated” as a special use to allow consideration of new land uses not currently contemplated within the Zoning Code

23. ***Initiative 2.2.3: Consider amending the Zoning Code to require review by the Plan Commission and approval by Village Council only for those special uses located in the C-1 Neighborhood District and the C-2 General Retail Commercial District, similar to what is now required for special uses in the Commercial Overlay District***
24. ***Initiative 2.2.4: Review regulations for pop-up or short-term land uses. This might include streamlining occupancy permit reviews or sign permit applications and review processes***
25. ***Initiative 2.2.5: Encourage multi-family development in and around the commercial districts to serve a diverse range of residents and to provide additional housing opportunities near commercial activity and the train stations***
26. ***Initiative 2.3.2: Update the Sign Code regulations to ensure they adequately address current sign technology and the needs of Winnetka businesses and institutions while maintaining the pedestrian-focused community character of these areas that residents have come to expect. (refer to initiative 3.3.2)***
27. ***Initiative 2.4.7: When appropriate, consider streamlining special approval and permitting processes so it is easy and convenient for prospective businesses to follow the requirements.***
28. ***Initiative 2.5.6: To ensure the Village’s commercial districts maintain their traditional design and pedestrian-friendly streetscapes, establish a clear policy delineating the Village’s role and the private sector’s role for providing parking for commercial uses and multi-family residential uses in the Village’s business districts***
29. ***Initiative 3.3.2: Review sign regulations to ensure they adequately address current sign technology and the needs of Winnetka institutions and the business community while maintaining the pedestrian-focused community character of these areas that residents have come to expect. (refer to initiative 2.3.2)***
30. ***Initiative 3.4.5: Activate streets and open spaces with temporary and permanent uses that can be catalysts for future investment and growth. Strategies include pop-up businesses, art fairs, recreational activities, cultural celebrations, and civic functions***
31. ***Initiative 5.1.1: Consider amendments to the zoning ordinance to provide additional clarity regarding pre-kindergarten and daycare institutions to better support the establishment and operation of early childhood education in the Village*** ♦ ***This could include changing certain special uses to permitted uses***
32. ***Initiative 5.2.2: Consider creating specific zoning amendments or a district for institutional uses to reduce procedural burdens caused by school facilities needing to comply with zoning standards designed for single-family homes***

ATTACHMENT C

33. 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.***
34. 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.***
35. Initiative 8.5.4: ***Review and make any necessary adjustments to the Village's parking requirements for commercial and multi-family residential uses. Consider establishing an off-street parking maximum ordinance for new development in the Village, as well as minimum bicycle parking requirements, particularly within the business districts adjacent to transit***
36. Initiative 10.1.1: ***Engage the Village Council, Zoning Board of Appeals, Plan Commission, and Village at-large to evaluate changes to the zoning and subdivision regulations and processes. This will ensure clarity for residential and commercial applicants, as well as for the impacted residents and businesses***
37. Initiative 10.1.3: ***Engage all respective boards, commissions, and Village staff to consider changes to streamline development regulations and processes, while still ensuring that desired development is achieved and the public review process is transparent and consistent***



MEMORANDUM VILLAGE OF WINNETKA

COMMUNITY DEVELOPMENT DEPARTMENT

TO: PLAN COMMISSION
FROM: SCOTT MANGUM, DIRECTOR
DATE: AUGUST 14, 2026
SUBJECT: OPEN SPACE ZONING DISTRICT UPDATE

INTRODUCTION

At the August 26, 2026 Plan Commission meeting staff will provide a brief update regarding Village Council direction about the creation of an Open Space Zoning District.

For information only, attached are the materials from the July 21 Village Council meeting.

ATTACHMENTS

Attachment A: July 21, 2026 Village Council Meeting Packet excerpt

Attachment B: July 21, 2026 Village Council Meeting Minutes excerpt



Village of WINNETKA, IL

Agenda Item Executive Summary

TITLE: Open Space Zoning Text Amendment - Council Direction

PRESENTER: Scott Mangum

AGENDA DATE: July 21, 2026

CONSENT: No

ITEM TYPE: Old Business

ITEM HISTORY:

At the April 14, 2026, Village Council Study Session, the Village Council discussed the concept of open space and options to regulate the use of open spaces within the Village. Following a presentation from staff and after hearing comments from the public, the Council considered the following options that were presented:

- Establish New Zoning District or Regulations in Scope of Zoning Ordinance Rewrite (Comprehensive Plan Recommendation)
- Expand Overlay Zoning District
- Negotiate Inter-Governmental Agreement(s) with applicable agencies

Parks, playing fields, beaches, public street ends, forest preserves, and the Green Bay Trail were considered open spaces, and direction was provided to create a new zoning district. The Village Attorney was provided direction to prepare a draft ordinance with regulations for discussion in July ahead of the commencement of the Zoning Ordinance Rewrite project.

EXECUTIVE SUMMARY:

At the July 21, 2026, Village Council Study Session, the Village Council is scheduled to discuss options for the creation of an Open Space Zoning District and review potential implementation steps through Zoning Text and/or Map Amendments.

Approaches in Other Communities

In reviewing a comparison of seven neighboring communities (Glencoe, Wilmette, Kenilworth, Highland Park, Northbrook, Glenview & Northfield), there are two different regulatory approaches:

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- **Dedicated districts** (Kenilworth, Northbrook, Glenview): these villages carve out separate zoning districts specifically for schools, parks, and/or institutional/public uses, each with their own bulk/dimensional standards. Within these communities, Kenilworth has a P – Park and Playground District, M-1 – Mahoney Park District, M-2 – Municipal Lands District, and R – Railway ROW, Parkway & Auto Parking District. Northbrook includes the IB – Institutional Buildings District and OS – Open Space District, while Glenview has the P-1 – Public Lands District.
- **No dedicated district** (Glencoe, Wilmette, Highland Park, Northfield): these communities do not have a stand-alone institutional/open space/school/park zoning classification. Instead, schools, religious institutions, parks, and similar uses are regulated as special/conditional uses layered onto the underlying residential (or other) zoning district where the property sits, meaning the bulk standards (setbacks, height, lot coverage) are generally those of the residential district itself, sometimes with added conditions through the special-use process. This is the Village's current approach.

Open Space District Phases

Phase 1

The Open Space Zoning District Ordinance will be drafted by the Village Attorney. Draft development standards will be largely consistent with the existing standards for the R-2, Single Family Zoning District, as more of the existing open spaces are currently located within this zoning district than any other. The development standards would not be tailored to match existing conditions or the interests of existing users, as that process would take additional time, surveying of existing conditions, and discussions with partner agencies likely in conjunction with a land use consultant that specializes in preparation or updating of zoning codes.

The only use permitted by right would be Essential Public Uses and all other listed uses would require special use approval (schools, pre-schools, library, country club, non-essential public uses, certain infrastructure uses) except for associated accessory and temporary uses. The Lakefront Preservation District would remain and nothing in the Open Space District would supersede those regulations.

Phase 2

The Open Space Zoning District would be refined in collaboration with partner agencies, to determine which uses are allowed by right, which could include passive and public open-space uses such as parks and recreational/gathering areas, beach and lakefront access, trails and similar amenities, active-recreation fields, natural-resource/conservation areas, public utility infrastructure (excluding intensive facilities), and community/educational gardens run by a public or civic entity. In short, low-intensity public and civic open-space uses could be allowed by right, while anything more intensive may require a special use.

Next Steps

Text Amendment Process Overview

A Text Amendment to the Zoning Ordinance changes the text of the code and requires a public hearing for which a notice shall be published not more than 30 nor less than 15 days before the hearing, in at least once in one newspaper published in the Village, typically the Winnetka Talk.

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Map Amendment Process Overview

A Map Amendment to the Zoning Ordinance changes the zoning designation of a particular property from one zoning district to another through a change to the Zoning Map. A Map Amendment also requires a public hearing for which a notice shall be published not more than 30, nor less than 15 days before the hearing, typically in the Winnetka Talk. Additionally, mailing to properties within 250-feet of all subject properties is required not less than 10 days before the public hearing with certified mail sent to all properties subject to the rezoning/map amendment not less than 10 days after application filing.

Depending on the list of properties designated for a Map Amendment there could be over 2,500 properties to be mailed notice. If an expansive list of properties is chosen for rezoning the Village Council should consider whether multiple public hearings and/or alternate meeting venues may be necessary to accommodate potential public interest.

The key impact of rezoning properties to a newly created Open Space District is that any use that is not listed as either a special or permitted use would be prohibited. The only options to develop those properties with an alternate use, such as the single-family residential use that is currently allowed by right for many of the properties, would require Village Council approval of either a Text Amendment to the list of uses within the Open Space District or a Map Amendment to change the zoning of the parcel to another zoning district.

RECOMMENDATION:

Following a presentation from staff and after hearing comments from the public, the Council is requested to provide input regarding the approach for the creation of the appropriate zoning district(s) and policy direction regarding potential future actions, as follows:

1. Phase 1 - Move forward with an Open Space District Text Amendment Ordinance, which would protect and preserve open space, and would require special use permits similar to current R-2 District requirements.
 - a. Review and determine which properties to hold public hearings for Map Amendments to rezone to the Open Space District.
 - b. Village Council holds public hearing to consider Map Amendment to rezone selected properties to the Open Space District.
2. Phase 2 - As part of the comprehensive zoning ordinance rewrite, refine development standards and uses including feedback from partner agencies.
 - a. Study existing conditions of Open Space properties and develop tailored development standards, in collaboration with partner agencies and the land use consultant.

ATTACHMENTS:

1. Attachment 1 - Zoning Comparison of Neighboring Communities
2. Attachment 2 - April 14, 2026, Agenda Item Materials

ATTACHMENT A

Institutional, Open Space, School & Park Zoning Districts

Glencoe, Wilmette, Kenilworth, Highland Park, Northbrook, Glenview and Northfield

This summary compiles the zoning districts each community uses (or doesn't use) to regulate institutional, open space, school, and park uses, based on each municipality's current zoning code.

Summary Table

Community	Dedicated District(s)?	District Name & Code	Permitted/Typical Uses	Key Dimensional Standards
Kenilworth	Yes	S – School District	Schools Accessory uses	Max height: 35 ft / 2.5 stories Front yard min.: 25 ft Rear yard min.: 25 ft or 20% of lot depth (whichever greater) Side yard min.: 6 ft each side
Kenilworth	Yes	P – Park and Playground District	Public park/playground Village Hall Village recreation center Accessory uses	No separate bulk table published beyond general provisions (governed by district-specific permitted-use section)

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Community	Dedicated District(s)?	District Name & Code	Permitted/Typical Uses	Key Dimensional Standards
Kenilworth	Yes	M-1 – Mahoney Park District	Public park (per conditions of Village's ownership) Accessory uses to the extent those conditions allow	Use limited to terms of the original conveyance to the Village
Kenilworth	Yes	M-2 – Municipal Lands District	Village-owned municipal facilities/land	See § 153 Ch. 10 (municipal lands regulations)
Kenilworth	Yes	R – Railway ROW, Parkway & Auto Parking District	Railroad right-of-way, parkways, public parking	See § 153 Ch. 11
Northbrook	Yes	IB – Institutional Buildings District	Schools, religious institutions, and similar large institutional uses (e.g., Meadowbrook School)	Min. lot area: 85,000 sf Min. lot width: 300 ft Min. lot depth: 200 ft Setbacks: Front 35 ft, Corner side 35 ft, Interior side 20 ft*, Rear 20 ft* Max height: 45 ft / 4 stories

ATTACHMENT A

Community	Dedicated District(s)?	District Name & Code	Permitted/Typical Uses	Key Dimensional Standards
Northbrook	Yes	OS – Open Space District	Parks Open space Recreational land	Min. lot area: 40,000 sf (unless use-specific standard differs) Min. lot width: 200 ft Min. lot depth: 125 ft Setbacks: Front 35 ft, Corner side 35 ft, Interior side 20 ft*, Rear 20 ft* Max height: 45 ft / 4 stories
Glenview	Yes	P-1 – Public Lands District	Existing/planned public or governmental land use (public schools, e.g., Glenbrook South High School; public utilities; Village facilities). Also the "default" classification for any land not otherwise mapped	Bulk regulated under § 98-181 Unmapped Village land defaults to P-1

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Community	Dedicated District(s)?	District Name & Code	Permitted/Typical Uses	Key Dimensional Standards
Glencoe	No	<i>(none — special use in residential districts)</i>	Schools, religious institutions, golf courses, and parks are allowed as special uses within the R-A/R-B/R-C/R-D residential districts (recent 2026 code amendments tie bulk of new institutional buildings to single-family bulk standards unless special-use relief is granted)	Governed by the underlying residential district's bulk table (e.g., R-A)
Wilmette	No	<i>(none — special use in residential districts)</i>	Educational facilities (primary/secondary/college), religious institutions, etc. are special uses in the R1 sub-districts (R1-A–R1-I) and other residential districts, reviewed under Article 12 use standards	Governed by the underlying residential sub-district's bulk table
Highland Park	No	<i>(none identified — conditional use in residential districts)</i>	Schools and institutional uses are conditional uses within the R1–R7, R5A, RM1, RM2 residential districts	Governed by the underlying residential district's bulk table (Chapter 150)
Northfield	No	<i>(none identified — special use in residential/other districts)</i>	Schools, religious institutions, and parks are typically special uses within the R-1 (Countryside Residential) through R-5 districts or other applicable districts	Governed by the underlying district's bulk table (Appendix A, Zoning Ordinance)

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* Northbrook interior side/rear setbacks depend on required buffer yards per Zoning Code § 10-106.

Community-by-Community Detail

Kenilworth

Kenilworth's 1969 zoning ordinance (Chapter 153, amended through 2026) is unusual among these communities in mapping **five special-purpose districts** in addition to the standard Business and Residential districts: **S (School)**, **P (Park and Playground)**, **M-1 (Mahoney Park)**, **M-2 (Municipal Lands)**, and **R (Railway Right-of-Way, Parkway, and Automobile Parking)**. Each has its own short chapter of permitted uses, and the S District additionally has explicit height and yard standards. Kenilworth is currently undertaking its first comprehensive zoning rewrite in over 50 years (with consultant Teska Associates), so these district names/standards may be restructured in an upcoming update.

Northbrook

Northbrook adopted an entirely new Zoning Code (effective September 9, 2025) that consolidated institutional and open-space uses into a single **Article 8: Institutional and Open Space District Standards**, covering two zoning districts — **IB (Institutional Buildings)** and **OS (Open Space)**. This replaced the prior code's separate "Open Space District" and "Institutional Buildings District" (Article VIII, Parts III & IV). Both districts share similar setback and height standards but differ in minimum lot size/width, with IB sized for larger institutional campuses and OS sized for park/open-space parcels.

Glenview

Glenview's Municipal Code (Chapter 98, Article III) includes a **P-1 Public Lands District**, intended for "existing or planned public/governmental use of land or the use of land to provide public utilities." Notably, any land within the Village not shown on the zoning map in another district automatically defaults to P-1. Public school campuses (e.g., Glenbrook South High School) are located in the P-1 district and typically operate there via conditional use approval for the specific facility.

Glencoe

Glencoe's Zoning Code (Article II, § 2-101) establishes only Residential (R-A, R-B, R-C, R-D) and Business (B-1, B-2) districts — there is no separate institutional, open space, school, or park district. Schools, religious institutions, golf courses, and parks are permitted as **special uses** within the residential districts. Recent (April 2026) zoning amendments —

ATTACHMENT A

prompted by a new Illinois law restricting municipal parking-requirement authority near transit — tightened how new institutional/religious buildings are sized relative to the underlying residential bulk standards and how special-use relief is granted for such buildings, golf clubs, and religious congregations.

Wilmette

Wilmette's 2014 Zoning Ordinance divides the Village into 21 districts/sub-districts (11 residential, 1 Village Center, 5 commercial, 3 planned commercial) with **no dedicated institutional, open space, school, or park district**. Schools (e.g., the Saints JFX/St. Francis Xavier campus in the R1-H district) require a **special use permit for a "Primary Educational Facility"** under Article 12 of the Zoning Ordinance, reviewed against use-specific standards (entrances/exits, lighting, outdoor recreation areas, parking/loading, and traffic/pedestrian impacts).

Highland Park

Highland Park's Zoning Code (Chapter 150) establishes ten residential districts (R1–R7, R5A, RM1, RM2) plus business and other districts. No dedicated institutional, open space, school, or park zoning district was identified in the current code; schools and similar institutional uses are handled as conditional uses within the applicable residential (or other) district, subject to that district's bulk standards.

Northfield

Northfield's Zoning Ordinance (Appendix A of the Village Code) establishes a standard set of districts — R-1 (Countryside Residential) through R-5, B-1 (Community Commercial), B-2 (Service Commercial), Neighborhood Commercial, Village Center (VC), Office/Research (O/R), and M-1 (Light Manufacturing) — with no separate institutional, open space, school, or park district identified. Schools, religious institutions, and parks are typically permitted as special uses within the residential or other applicable districts.



ATTACHMENT A
Village of Winnetka
Village Council Special Study
Session

April 14, 2026 at 7:00 PM
Village Hall
510 Green Bay Road

AGENDA

- 1. Call to Order**
- 2. Public Comments**
- 3. Discussion**
 - a. Open Space Policy Discussion
- 4. Closed Session**
- 5. Adjournment**

NOTICE

Village Council meetings are video recorded. All agenda materials are available at villageofwinnetka.org (Governance > Agendas & Minutes); the Reference Desk at the Winnetka Library; or in the Manager's Office at Village Hall (2nd 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.



Village of WINNETKA, IL

Agenda Item Executive Summary

TITLE: Open Space Policy Discussion

PRESENTER: Scott Mangum

AGENDA DATE: April 14, 2026

CONSENT: No

ITEM TYPE: Presentation

ITEM HISTORY:

At the June 10, 2025 Village Council Study Session, the Council identified open space context and evaluation as a key policy initiative to be discussed further.

EXECUTIVE SUMMARY:

At the April 14, 2026, Village Council Study Session, the Village Council is scheduled to discuss the concept of open space and options to protect and regulate the use of open spaces within the Village.

Winnetka Council Caucus (WCC) Survey. The last two years, the WCC Survey has included questions about open space, and the 2025 survey asked respondents to personally define open space in the community. Based on responses provided by the community in 2024 and 2025, the WCC Plank #2 - Protecting Our Open Spaces offered the following insights and recommendations:

The 2024 WCC Survey shows that most respondents (55%) are satisfied with the Village's open space and a significant majority (75%) feel the open space should be protected from development or sale. This year, we sought clarity on what residents consider to be "Open Space" and learned that almost 90% of respondents consider "Open Spaces" to include "Parks and natural areas", and almost 50% think "Open Spaces" can also mean "Public gathering spaces (e.g. plazas or athletic fields)". Less than 14% consider spaces without buildings (such as parking lots) to be "Open Spaces".

Given this very clear direction that residents value and want to protect our Open Spaces, and that Open Spaces are defined as parks, natural areas, and public gathering places, the Village Council should develop and implement specific measures to preserve and protect our existing Open Spaces in the Village from being developed in ways that would not be consistent with this definition of an "Open Space". Open Spaces may still be enhanced or modified, but should remain Open Space. Furthermore, the Village Council should not be limited in considering alternate uses for spaces without buildings (such as parking lots).

ATTACHMENT A

Open Space Definitions

As background, the following definitions of “Open Space,” which are found in the American Planning Association’s publication, *A Planners Dictionary*, illustrate how different communities define “open space” within their zoning ordinance:

Any land or area, the preservation of which in its present use would: (1) conserve and enhance natural or scenic resources; or (2) protect streams or water supply; or (3) promote conservation of soils, wetlands, beaches, or tidal marshes; or (4) enhance the value to the public of abutting or neighboring parks, forests, wildlife preserves, nature reservations, or sanctuaries; or (5) enhance recreation opportunities. (Redmond, Wash.)

Land and water areas retained for use as active or passive recreation areas or for resource protection in an essentially undeveloped state. (Cecil County, Md.)

Land used for recreation, resource protection, amenity, and/or buffer yards. In no event shall any area of a lot constituting the minimum lot area of said lot nor any part of an existing or future road or right-of-way be counted as constituting open space except that buffer yard areas may be included in the area of a lot constituting the minimum lot area. (Lake County, Ill.)

That area suitable for passive recreational use or which provides visual relief to developed areas, exclusive of typical trapezoidal type flood-control channel rights-of-way, area devoted to parking, vehicular traffic, or private use, and any other area which does not significantly lend itself to the overall benefit of either the particular development or surrounding environment. (Santa Rosa, Calif.)

Those areas of a lot which except as provided by this zoning bylaw are to remain unbuilt and which shall not be used for parking, storage, or display. (Maynard, Mass.)

An area or portion of land, either landscaped or essentially unimproved and which is used to meet human recreational or spatial needs, or to protect water, air, or plant areas. (Clarkdale, Ariz.)

Current Zoning Definition and Regulation

While the Winnetka Zoning Ordinance references open spaces in a variety of contexts, there is no definition of open space as a land use category. As a result, there is no comprehensive inventory of open spaces within the Village. Since the Zoning Ordinance does not currently define or have specific regulations tailored to open spaces and there is demonstrated community interest in protecting open space from development, the Village Council is asked to provide policy direction regarding the following options:

Option 1 - Comprehensive Plan Recommendation: Establish Specific Zoning District or Standards for Open Spaces. The current Comprehensive Plan, Winnetka Futures 2040, does include a land use designation for “Open Space” land uses, which includes public parks and recreation facilities, pocket parks/plazas, and Cook County Forest Preserve Land. The Comprehensive Plan includes several references to open space. Pillar 6: Healthy & Engaging Lifestyles contains information and analysis of existing open spaces and related Goals 6.1-6.5. Additionally, Goal 1.7 and Initiative 1.71 (Attachment 1) are directly related to the regulation of open space:

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

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

The Village Council is scheduled to discuss the content of a pending rewrite of the Village Zoning Ordinance at a study session in June. The first half, \$75,000, of that anticipated total cost of the Zoning Ordinance Rewrite, \$150,000, was included in the Fiscal Year 2026 Budget. One option is to include the establishment of a specific zoning district for open space in a draft Request for Proposals that would be responded to by land use consultants. A specific zoning district for properties categorized as open space could designate permitted and special uses and establish bulk and setback regulations specific to the type of improvements allowed. This option is consistent with the Comprehensive Plan recommendation.

Option 2 - Expand Overlay Zoning District. The Lakefront Preservation Overlay District was established in 2023 with the purpose to preserve and maintain the character of certain publicly owned properties along Lake Michigan in the event they are no longer publicly owned, specifically including, without limitation, the open space and open vistas provided by properties along Lake Michigan in the Lakefront Preservation Overlay District and to otherwise promote the preservation of existing open space and existing landscaped areas along Lake Michigan. While this purpose is tied directly to the location of the properties along the lakefront, the overlay could either be extended to other open space properties with an amended purpose of the overlay district, or a new overlay district could be established that could also regulate the future use of such properties.

Option 3 - Negotiate Inter-Governmental Agreements with Applicable Agencies. A third option for regulation would be to explore negotiating Inter-Governmental Agreement(s) with the property owner(s) of open spaces within the Village, including the Winnetka Park District, the Cook County Forest Preserve, the School Districts and the Library District. The agreements could include voluntary limitations on future development of those properties; however, the limitations would be subject to negotiation with the respective property owners. Both the Winnetka Park District and the Cook County Forest Preserve reference the protection of open space in their respective mission statements.

The Winnetka Park District (<https://www.winpark.org/comprehensive-master-plan/cmp/>) mission statement is located on the bottom of page 5 of the Comprehensive Master Plan:

Our mission is to provide a balance of quality recreation and leisure opportunities while protecting assets, natural resources, and open space to benefit present and future generations.

The Cook County Forest Preserve (<https://www.cookcountyl.gov/agency/forest-preserves>) purpose states:

To acquire, restore, restock and manage lands for the purpose of protecting and preserving natural communities including, prairies, forests, wetlands, rivers, streams, and all their associated flora and fauna for the purpose of providing educational, leisure and outdoor recreation opportunities for Cook County residents now and in the future.

After Council discusses the various options to protect open spaces within the Village, and provides policy direction to staff, additional analysis will be required to identify the open space within the Village as well as identify existing documentation which provides protection for certain parcels. A good example of this would be the Village Green, donated by Charles E. Peck in 1869 for "park purposes" with a stipulation that "no structure shall ever be built upon it."

RECOMMENDATION:

ATTACHMENT A

Following a presentation from staff and after hearing comments from the public, the Council is requested to provide policy direction regarding pursuing one or more of the following potential options to define and regulate open spaces within the Village:

- Option 1 - Comprehensive Plan Recommendation: Establish Specific Zoning District or Standards for Open Spaces
- Option 2 - Expand Overlay Zoning District
- Option 3 - Negotiate Inter-Governmental Agreements with Applicable Agencies

ATTACHMENTS:

1. Winnetka Futures, 2040 Comprehensive Plan, Goal 1.7 and Pillar 6 (Goals 6.1-6.5)

ATTACHMENT A

Initiative 1.6.3

Incentivize the conversion of upper-story office space and non-residential space to residential use. Examples of incentives might include reduced or waived building permit fees for conversions, and administrative design review for exterior modifications.

Initiative 1.6.4

Discourage other alterations of mixed-use buildings that compromise residential occupancy. This includes eliminating required building components or systems, such as means of access, mechanical systems, etc.



Live Work Space © David Delgado/Bloomberg/Getty Images

Initiative 1.6.5

Allow the creation of live/work uses in the downtown commercial districts.

As of November 2022, the Chicago metro area continued to report peak office weekday occupancy of only 56%. In the post-pandemic era, where people are working from home more than ever before, it is increasingly important to provide live/work spaces close to where the workforce lives. Winnetka has historically been a bedroom community. Since many residents no longer commute to job centers daily, the Village has the opportunity to provide creative working spaces closer to home.



Single-family Home, Winnetka

GOAL 1.7

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

Consideration must be given to compatibility to ensure non-residential uses do not conflict with the residential nature of the surrounding area.

Initiative 1.7.1

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

Under the Village's existing zoning ordinance, uses such as parks are allowed as special uses in all Village zoning districts. Establishing specific zoning standards for open space uses would result in more transparent zoning regulations and allow for greater customization of zoning standards to address the different building and siting requirements of these types of uses.

PILLAR 6:

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 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

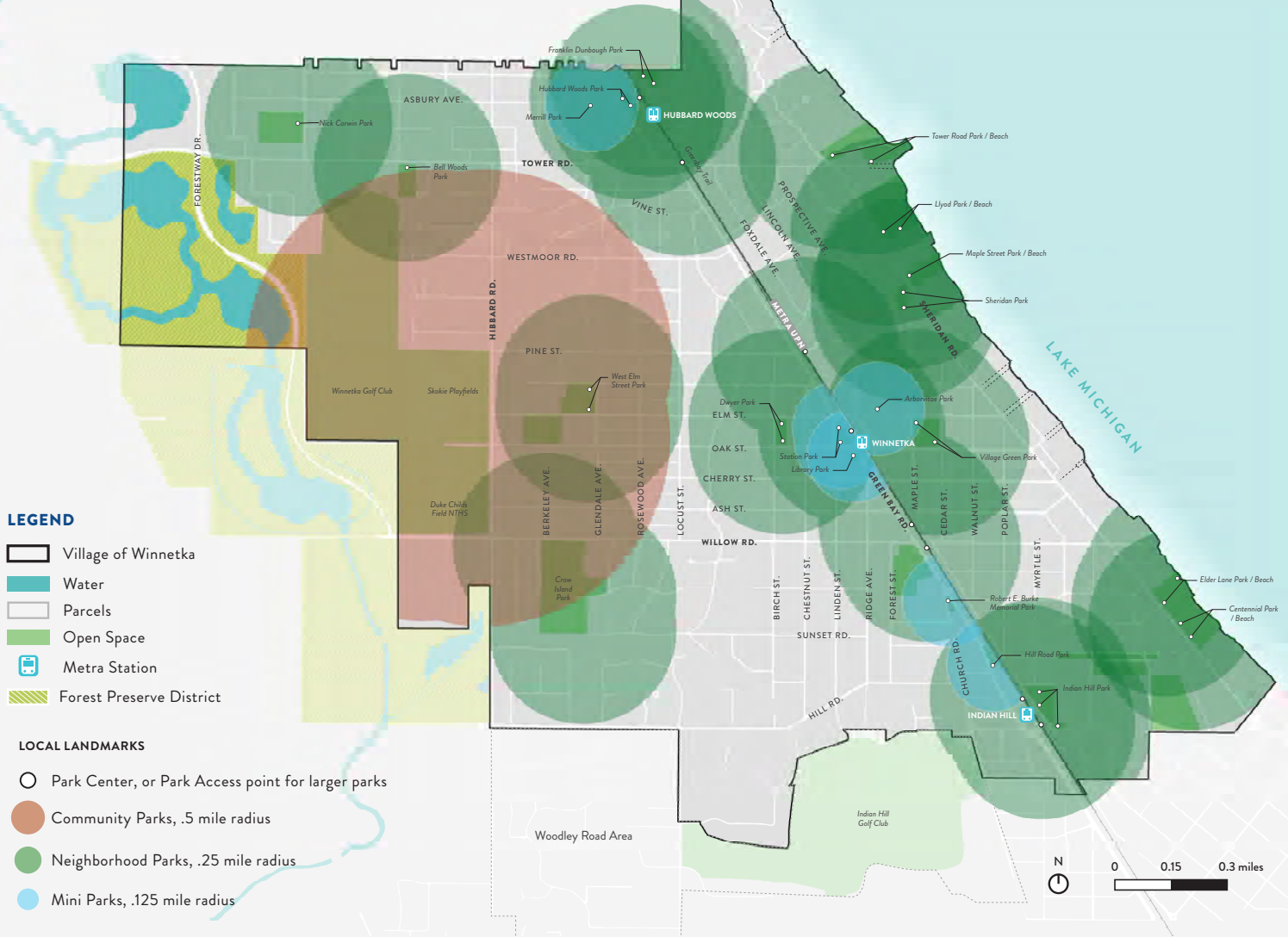
Winnetka has always been a community that values its lakefront, parks, and open spaces. Residents often cite the abundance of these resources as one of the Village's most attractive features. Winnetka's open spaces are well-planned and spread throughout the community. The Village has approximately 388 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.



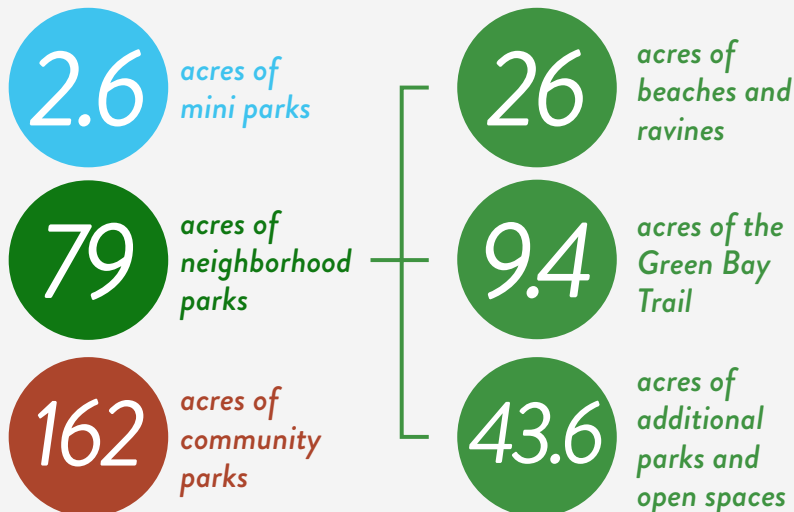
Dwyer Park © Winnetka Park District

ATTACHMENT A

FIGURE 31: PARKS LEVEL OF SERVICE



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



205 acres
ACTIVE RECREATION - includes programmable parks that offer special facilities, courses, fields, or equipment.

38 acres
PASSIVE RECREATION - includes simple parks or environmentally-sensitive open spaces - typically not programmed.

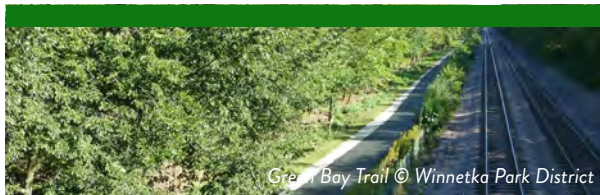
COMMUNITY OPEN SPACE

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.



*acres of parks and
open space in Winnetka*

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



PILLAR 6:

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)

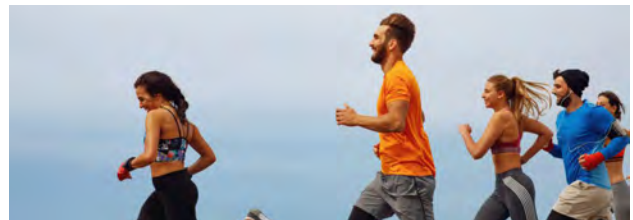
Consider eliminating barriers to access by completing and expanding paths in parks, connecting segments of existing trails, and providing opportunities for improved pedestrian crossings and connection points, among other approaches.

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.

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

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.

© The Winnetka Public Schools



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.

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.





Village of Winnetka

Village Council Regular Meeting

July 21, 2026 at 7:00 PM
Village Hall
510 Green Bay Road

MINUTES

1. Call to Order

President Dearborn called the meeting to order at 7:01 PM. Village Manager Kristin Kazenas called the roll. Present: Trustees Kirk Albinson, Rob Apatoff, Tina Dalman, Kim Handler, Scott Myers and Bridget Orsic. Absent: None. Also present: Deputy Village Manager Hannah Lipman, Deputy Village Clerk Berina Gradjan, Village Attorney Peter Friedman, Sustainability Manager Elyse Steiner, Water & Electric Director Nick Narhi, Community Development Director Scott Mangum, and approximately 10 people in the audience.

2. Pledge of Allegiance

Trustee Handler led the group in the Pledge of Allegiance.

3. Quorum

a. August 4, 2026 Regular Meeting

All of the Council members present said they expect to attend with the exception of Trustee Myers.

b. August 18, 2026 Regular Meeting

All of the Council members present said they expect to attend.

c. September 1, 2026 Regular Meeting

All of the Council members present said they expect to attend.

4. Public Comments

- Liz Kunkle encourages Council to work with the Environmental, Forestry, & Sustainability Commission to consider the Illinois Exotic Weed Act allowing municipalities to adopt an ordinance to eradicate exotic weeds identified by the Illinois Department of Natural Resources.

5. Reports

Trustees.

- Trustee Myers addresses Council sign-ups for the Farmer's Market.

Village Attorney.

- No report.

Village Manager.

- No report.

Village President.

- President Dearborn congratulates EFSC Commissioner Liz Kunkle on hosting the 15th Anniversary of Go Green Winnetka.

6. Establishment of Consent Agenda

MOTION: Motion to approve the foregoing items on the Consent Agenda by omnibus vote.

MOVER: Trustee Myers

SECONDER: Trustee Apatoff
The voice vote was approved unanimously

7. Approval of Consent Agenda

a. Approval of Village Council Minutes

i. June 9, 2026 Special Meeting

ii. June 16, 2026 Regular Meeting

b. Approval of Warrant List Dated July 3, 2026 - July 16, 2026

The Warrant List Dated July 3, 2026 - July 16, 2026 in the amount of \$771,619.34.

c. Ordinance No. MC-03-2026: Amending the Winnetka Zoning Ordinance to Prohibit Short-Term Rentals in the Village (Adoption)

d. Resolution No. R-55-2026: Waiving Bidding and Approving the Purchase of Indoor Range Equipment and Services from Inveris Training Solutions, Inc. (Adoption)

e. Resolution No. R-57-2026: Approving the Purchase of a Public Works Vehicle from Transchicago Truck Group (Adoption)

f. Resolution No. R-58-2026: Approving Closed Session Minutes, Determining the Need to Keep Minutes of Certain Closed Meetings of the Village Council Confidential, and Authorizing the Destruction of Verbatim Recordings of Certain Closed Meetings of the Village Council (Adoption)

g. Approval of Annual Outdoor Seating Area Permits

MOTION: Motion to approve the foregoing items on the Consent Agenda by omnibus vote.

MOVER: Trustee Myers

SECONDER: Trustee Apatoff

AYES: Trustees Albinson, Apatoff, Dalman, Handler, Myers, and Orsic
NAYS: None
ABSENT: None

8. Ordinances and Resolutions

- a. Resolution No. R-54-2026: Approving and Authorizing the Adoption of the Village of Winnetka Climate Action Plan (Adoption)

i. Village and IMEA Sustainability Plan Update

Sustainability Manager Elyse Steiner provides information regarding the implementation of a Climate Action Plan (CAP), including the engagement of an environmental consulting firm KERAMIDA Inc., Winnetka's previous and ongoing environmental initiatives, and proposed upcoming actions following approval of the CAP.

ii. Electric Generation Update

Water & Electric Director Nick Narhi provides an update regarding the Illinois Municipal Electric Agency's Sustainability Plan adopted in 2024, year-to-date updates and accomplishments, and the process for the 2027 plan update. Additionally, Council is provided information regarding present and future of power generation, as well as lead service line updates.

Council discusses lead service line replacement progress and resident notifications per state mandate, Winnetka's power generation, conservation voltage reduction, and IMEA renewable contracts.

Public Comments.

- King Poor emphasizes the importance of the implementation of the Climate Action Plan and commends the involvement of Village staff, EFSC members, and the community.
- Peter Eck addresses Council regarding the EFSC's commitment to the Climate Action Plan goals and initiatives.
- Katie Scullion addresses concerns regarding the lack of transparency from IMEA.
- Liz Kunkle encourages the Village's involvement with IMEA and highlights various EFSC initiatives leading to the development of the Climate Action Plan over the years.

Trustee Handler, Council liaison to the EFSC, commends the efforts of the commissioners as well as the framework for future discussions and initiatives of the Climate Action Plan.

Council commends the collaborative approach regarding the Climate Action Plan and expresses support for the proposed initiatives. Trustee Myers encourages the EFSC and Council to further challenge themselves regarding their

accountability to sustainability commitments.

MOTION: Motion to Adopt Resolution No. R-54-2026
MOVER: Trustee Handler
SECONDER: Trustee Orsic
AYES: Trustees Albinson, Apatoff, Dalman, Hadnler, Myers, and Orsic
NAYS: None
ABSENT: None

9. Old Business

a. Zoning Ordinance Rewrite - Council Direction

Community Development Director Scott Mangum advises Council that a necessary zoning code rewrite is needed given the code is over 40 years old and in some cases, dates back to the 1920s. The current code has accumulated inconsistencies through ad hoc amendments, includes outdated land use categories and definitions, misalignment with the Winnetka Futures 2040 Comprehensive Plan, various complexities and ambiguity delaying the development review process, and inadequate provisions for diverse housing types and sustainability measures. It is important to note that solar was addressed on an ad hoc basis, but more comprehensive treatment is needed. These gaps lead to difficulty enforcing and addressing non-compliance with current state law, including the People Over Parking Act, which took effect earlier this year.

Village staff identified and established a number of initiatives from the Comprehensive Plan, adopted in 2023, that can be addressed through the zoning code rewrite, finalizing scope of work and issuing a request for proposals to land use consultants, and, with the selection of a consultant, staff anticipates the rewrite to be completed in 18–24 months.

Council is advised regarding anticipated funding for the total project, scope of proposed work, consultant selection criteria, and use of a project steering committee.

Council discusses special consultation with taxing bodies, steering committee engagement, and consultant criteria and expectations.

Council expressed support to move forward with the zoning code rewrite with considerations to project timeline, implementation of a steering committee, and provided direction for the consultant to consider emerging land use and zoning issues rather than limitations to historic code provisions and addressing design review guidelines as well as open space zoning initiatives.

b. Open Space Zoning Text Amendment - Council Direction

At the April 14th Council study session, Council discussed establishing a new zoning district as it relates to the protection of open space. Council provided direction to create a new open space zoning district and advised the Village Attorney to prepare a draft ordinance addressing regulations for discussion in

July ahead of the commencement of the zoning ordinance rewrite project.

Community Development Director Scott Mangum provides information regarding open space regulations in neighboring communities. Staff asked for Council consideration of a phased approach including phase 1: preserving open space properties from development and phase 2: refining regulations through the zoning ordinance rewrite, and next steps regarding each phase.

Council discusses implementing the open space zoning text amendment with consideration of the zoning ordinance rewrite, level of priority, possibility of expediting the project timeline, phase 1 impacts on the Park District, school districts, and library, and special use requirements.

Public Comment

- Dan Waters, District 36 President, addresses Council regarding intergovernmental communications, school operations, and maintaining and protecting open space at each school.
- Elise Gibson, Park District President, seeks clarification regarding maintenance of Park District property, protection of open space, and potential impacts on special use permits.

Council provides direction to move forward with phase 1, considering Village property, green space, and public schools, and for staff to hold a public hearing at the Plan Commission level. Additionally, Council requests that the RFP process be expedited.

- c. Council Priorities - Mid Year Status Report
Village Manager Kristin Kazenas provided a briefing on upcoming Council priorities and associated expectations.

10. New Business

None.

11. Appointments

None.

12. Closed Session

MOTION:

Motion to adjourn to closed session for the purpose of discussing the purchase of real property and probable, imminent, and pending litigation pursuant to sections 2(c)(5) and 2(c)(11) of the Open Meetings Act, respectively. Under the motion, when closed session is adjourned, the public meeting will automatically and immediately adjourn without the conduct of any further business or comments.

MOVER:

Trustee Apatoff

SECONDER:

Trustee Albinson

AYES:

Trustees Albinson, Apatoff, Dalman, Handler, Myers, and Orsic

NAYS:

None

ABSENT:

None

13. Adjournment

The Closed Session meeting ended at 9:55 p.m.



MEMORANDUM VILLAGE OF WINNETKA

COMMUNITY DEVELOPMENT DEPARTMENT

TO: PLAN COMMISSION
FROM: SCOTT MANGUM, DIRECTOR
DATE: AUGUST 14, 2026
SUBJECT: AFFORDABLE HOUSING PLAN UPDATE

INTRODUCTION

Following a June 25, 2025, public hearing and Plan Commission recommendation for approval, on August 19, 2025, the Village Council adopted Resolution R-67-2025 to adopt a Second Amended Affordable Housing Plan.

This was in response to an April 1, 2024 notification by the Illinois Housing Development Authority (IHDA) that Winnetka is determined to be a “Non-Exempt Local Government” under AHPAA, requiring the Village to prepare, adopt, and submit an Affordable Housing Plan to IHDA. Per the law, “non-exempt” municipalities are those that have a population of at least 1,000 and have less than 10% of their housing stock considered affordable. IHDA determines a community’s status by first tallying the total number of year-round occupied housing units available to owners and renters at amounts which would be considered affordable per the Act and then dividing that amount against the community’s total count of year-round occupied housing units, to generate a percentage referred to as an “Affordable Housing Share”.

In September 2025, the Village received notification that IHDA completed its review of the Village’s affordable housing plan submission and stated that, as the plan appears to not meet the minimum requirements IHDA will consider the Village non-compliant until its housing plan submission meets the requirements.

Staff then engaged in discussions with the Metropolitan Mayors Caucus (MMC) regarding the availability of its Homes for a Changing Region program which has provided technical assistance to over 70 municipalities to assess local housing needs and opportunities, but MMC was not able to move forward with assistance at that time.

Staff and the Village Attorney subsequently met with IHDA staff to discuss the perceived deficiencies and informally submitted a draft revised version receiving informal comments in May. In June the Village submitted a formal application to MMC for its Homes for a Changing Region program and was informed early this month that its application for technical assistance was not granted. The competitive Homes for a Changing Region program received 12 applications where only 3 communities were selected.

Other Communities Compliance/Non-compliance

Of the 44 communities listed on IHDA’s website as requiring a 2025 Affordable Housing Plan, 10 have not submitted a plan, 17 submitted plans that are deemed non-compliant, and 17 have submitted one or more times and been deemed compliant.

Homes for a Changing Region Process

Homes for a Changing Region ("Homes") is a technical assistance program jointly run by the Metropolitan Mayors Caucus and BRick Partners, typically funded by IHDA, and has worked with over 70 local communities. It's designed to help individual municipalities in the greater Chicago region diagnose their local housing challenges and develop evidence-based strategies to address them. It is a planning and advisory service, not a construction or funding program.

A typical engagement runs six to eight months and follows a consistent arc. It opens with a kickoff meeting bringing together local officials and stakeholders (plan commissioners, housing commission members, elected officials) to identify the issues residents and staff already sense are problems. In parallel, the Homes team runs a quantitative analysis of the community using Census/ACS data, local housing market data, and employment/commuting figures. It analyses population and household trends, housing stock composition and age, tenure and vacancy rates, cost burden by income band, and how the community's affordable housing share stacks up under AHPAA, since most participating communities are non-exempt local governments required to have a state-reviewed housing plan. The program also fields a community survey (typically several hundred to over a thousand respondents) asking whether people's current homes meet their present and future needs, and what changes they'd like to see. This is the primary way resident priorities, not just statistics, shape the findings.

Partway through, Homes convenes an expert panel meeting: outside specialists (other municipal officials who've tackled similar issues, housing attorneys, planning/design firms) are brought in specifically to advise that community on its identified problems. The engagement closes with a written Housing Report or Housing Action Plan, structured fairly consistently across communities: an executive summary distilling three or so key housing needs and matching strategies, a "Background" section establishing demographic and housing-stock context, the core "Housing Needs Assessment" built from the quantitative and survey work, a "Potential Strategies" section (things like inclusionary zoning, ADU reform, land trusts, missing middle housing, or a new housing commission), key contacts, and appendices with the full survey results, additional data tables, and an AHPAA compliance primer.

The strategies proposed are explicitly framed as options for the municipality to weigh, not mandates. Homes diagnoses and recommends, and it's up to the local council or board to decide what to adopt.

As an example, the Village of Lincolnwood 2025 Housing Action Plan is included as Attachment C.

PLAN COMMISSION DISCUSSION AND NEXT STEPS

Staff recommends that the Plan Commission discuss options moving forward, which could a combination of the following:

- Plan Commission proceed with a revision of the 2025 adopted plan to meet the perceived deficiencies identified by IHDA and initiate study contemplated in the plan to report back to the Village Council with progress by January 1, 2027.
- Plan Commission recommend budgeting to contract with a consultant to facilitate the creation of a housing plan, similar to the Homes process.
- Coordinate policy recommendations regarding expanded housing options and zoning regulations with the pending Zoning Ordinance Rewrite while considering non-zoning policy options on a separate track.

ATTACHMENTS

Attachment A: R-67-2025 - Approving and Authorizing the Adoption of the Village of Winnetka 2025 Affordable Housing Plan

Attachment B: Village of Winnetka Response Letter from IHDA

Attachment C: Village of Lincolnwood Homes for a Changing Region Housing Action Plan

ATTACHMENT A

RESOLUTION NO. R-67-2025

A RESOLUTION APPROVING AND AUTHORIZING THE ADOPTION OF THE VILLAGE OF WINNETKA 2025 AFFORDABLE HOUSING PLAN

WHEREAS, the Village of Winnetka ("*Village*") is a home rule municipality in accordance with Article VII, Section 6 of the Constitution of the State of Illinois of 1970; and

WHEREAS, pursuant to the Illinois Affordable Housing Planning and Appeals Act, 310 ILCS 67/1 *et seq.* ("*Act*"), the Village is required to prepare and adopt an affordable housing plan; and

WHEREAS, on March 15, 2005, the Village adopted its initial affordable housing plan, which plan was subsequently amended on May 10, 2005; and

WHEREAS, the Village President and Board of Trustees desire to further amend and adopt an affordable housing plan that satisfies the requirements of the Act ("*2025 Affordable Housing Plan*"); and

WHEREAS, the Village Council has determined that approving and authorizing the adoption of the 2025 Affordable Housing Plan will serve and be in the best interest of the Village;

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

SECTION 1: RECITALS. The Village Council adopts the recitals above as its findings, as if fully set forth in this Section.

SECTION 2: APPROVAL AND ADOPTION OF 2025 AFFORDABLE HOUSING PLAN. The Village Council approves and adopts the 2025 Affordable Housing Plan, in substantially the form attached as *Exhibit A*.

SECTION 3: FILING OF PLAN WITH IHDA. The Village Clerk is authorized and directed to file a copy of the 2025 Affordable Housing Plan with the Illinois Housing Development Authority, in accordance with Section 25(c) of the Act.

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

[SIGNATURE PAGE FOLLOWS]

ADOPTED this 19th day of August, 2025, pursuant to the following roll call vote:

AYES: Trustees Albinson, Apatoff, Handler and Orsic

NAYS: _____

ABSENT: Trustees Dalman and Myers

Signed



Village President

Countersigned:



Village Clerk

EXHIBIT A
2025 AFFORDABLE HOUSING PLAN

VILLAGE OF WINNETKA
SECOND AMENDED AFFORDABLE HOUSING PLAN

Adopted August 19, 2025

Exhibit A
Resolution R-67-2025

**VILLAGE OF WINNETKA
AFFORDABLE HOUSING PLAN
As Amended August 19, 2025**

I. INTRODUCTION

A. PURPOSE AND INTENT OF THE SECOND AMENDED PLAN

The Village of Winnetka's initial Affordable Housing Plan (the "Initial Plan") was adopted on March 15, 2005, as required by the Affordable Housing Planning and Appeal Act. As noted in footnote 1 of the Initial Plan, the Village Council had placed a home rule referendum on the ballot for the Consolidated Election of April 5, 2005. As a result of that successful referendum, the Village of Winnetka (the "Village") became a home rule municipality.

With becoming a home rule municipality, on May 10, 2005, the Village adopted an Amended Affordable Housing Plan (the "Amended Plan") in order to exercise the Village's home rule authority and to replace and supersede the Initial Plan. As with the Initial Plan, this Amended Plan was in furtherance of the Village's longstanding policy of encouraging and otherwise providing for the development of moderately priced housing for senior citizens and young families. This policy had been formally stated in "The Village of Winnetka 1979 Statement of Community Objectives, An Element of the Comprehensive Plan of the Village of Winnetka, Illinois." In 1988, the policy was expanded and incorporated into Chapter III, Housing, of the Winnetka Comprehensive Plan in 1988 and remained a part of the Winnetka Comprehensive Plan of 1999, *Winnetka 2020*.

All previous statements of the Village's housing policies, including the policy set out in the Initial Plan, have attempted: (i) to balance the Village's need for moderately priced housing with the Village's needs to maintain its existing land use patterns; (ii) to assure conformity with the Village's building and zoning regulations; and (iii) to protect against exceeding the capacity of the Village's infrastructure. Prior to the Village's becoming a home rule municipality in 2005, the Village's ability to implement its housing policies was limited by the lack of adequate powers in the Village Charter of 1869 and the Illinois Municipal Code. The purpose of the Amended Plan was for the Village to exercise its newly acquired home rule powers to reinforce the Village's commitment to encouraging and otherwise providing for the development of moderately priced housing for senior citizens and young families in a manner that addresses and balances all the Village's particular needs and characteristics.

The purpose of adopting this Second Amended Affordable Housing Plan (the "Second Amended Plan") is to more clearly express the Village's continued commitment to complying with the Affordable Housing Planning and Appeal Act, as amended.

B. THE AFFORDABLE HOUSING PLANNING AND APPEAL ACT

The Affordable Housing Planning and Appeal Act (the "Act") became effective on January 1, 2004. The stated purpose of the Act is to “encourage” counties and municipalities to “incorporate affordable housing within their housing stock sufficient to meet the needs of their county or community.”

The Act requires all counties and municipalities that fall within the scope of the Act's definition of "non-exempt" to adopt an Affordable Housing Plan and to submit it to the Illinois Housing Development Authority ("IHDA") within 60 days after the plan is adopted or amended. Under the Act, counties and municipalities in which at least 10% of the total year-round housing units meet the Act's definition of "affordable" are defined as "exempt local governments," as are municipalities with a population of less than 1,000. Exempt local governments are not subject to the Act's plan development requirements.

The Act charges IHDA with the responsibility to administer the Act. IHDA's responsibilities include applying the formulas prescribed by the Act to census data to determine the status of local government units under the Act, as well as annually publishing a list of exempt and non-exempt local governments. Since IHDA's initial publication of such a list, the Village of Winnetka has been listed as a non-exempt community.

As set forth in the Act, the components of an affordable housing plan include:

- a calculation of the total number of affordable housing units that are necessary to bring the percentage of affordable housing units to 10% of the total housing stock,
- an identification of opportunities for the development of affordable housing in the Village,
- a specification of incentives the Village will provide to encourage the creation of affordable housing,
- a description of any housing market conditions, infrastructure limitations, local government ordinance, including zoning and land use ordinance, local government policies or practices that do not affirmatively further fair housing and other factors that may constrain the local government's ability create and preserve affordable housing,
- potential strategies to eliminate or mitigate the constraints identified in the above bullet,
- a statement of a goal for increasing affordable housing units in the Village,

- a proposed timeline to commence, within the first 24 months after the date upon which the affordable housing plan was adopted, for actions to implement components of the affordable housing plan, and
- a summary of actions taken to implement the previously submitted plan, as well as a summary of progress toward achieving the goals of the plans.

The Act identifies three alternative goals from which a municipality may select to achieve compliance:

- A minimum of 15% of all new development or redevelopment within the local government that would be defined as affordable housing in the Act.
- A minimum 5-percentage point increase in the overall percentage of affordable housing within the jurisdiction, as defined by the Act.
- A minimum of a total of 10% affordable housing within the jurisdiction as defined by the Act.

In compliance with the Act, the Village adopted its Initial Plan on March 15, 2005, prior to the statutory deadline of April 1, 2005. In compliance with the Act and after becoming a home-rule community, the Village adopted its Amended Plan on May 10, 2005.

C. EFFECT OF THE HOME RULE REFERENDUM

Given the Village's longstanding policy of seeking to provide affordable housing options for persons with moderate incomes that also serve the particular needs of Winnetka, the Village has used some of the Act's standards as a guide in preparing this Second Amended Plan. However, the Village also recognizes that there is considerable uncertainty over provisions of the Act dealing with local land use decisions and possible loss of local control over those decisions. Specifically, the Village continues to evaluate the nature and scope of the applicability to the Village of the home rule preemption language in Section 70 of the Act. The language is unclear and not as definitive as IDHA has stated in some of its communications with the Village. The Village believes that adoption of this Second Amended Plan is in the best interest of the Village of Winnetka and that all decisions about Winnetka's housing needs and future development should continue to be made by the Village, at the local level. Therefore, the Village has adopted this Plan and provided it to IHDA in compliance with the affordable housing plan requirements in the Act. In so doing, the Village does not relinquish all applicable home rule powers that it may have regarding the applicability of the Act to the Village.

The Village Council has determined that the Village submits this Second Amended Plan to the State in furtherance of the Act and the Village's longstanding policy, as described in Section I.A above and in the following Section II. The Village adopts this Plan in accordance with all applicable law, including the Village's home rule powers and authority, to further the Village's policy supporting affordable housing and to assure the Village and its citizens that local

land use decisions are controlled at the local level and made with sensitivity to the particular characteristics and needs of the Village.

II. HOUSING IN WINNETKA: DEVELOPMENT HISTORY AND HOUSING POLICY

A. GENERAL DEVELOPMENT HISTORY

The Village of Winnetka (the "Village") is a home rule community under Article VII, Section 6 of the Illinois Constitution of 1970. Originally chartered by the State of Illinois on March 10, 1869, the Village is located approximately 17 miles north of downtown Chicago, and is bordered by Lake Michigan on the east, the Village of Glencoe to the north, Cook County Forest Preserve and the Village of Northfield to the west and southwest, and the Village of Kenilworth, the Village of Wilmette and a part of unincorporated Cook County to the south.

The Village covers a geographic area of approximately 3.82 miles, with nearly one-third of its land area located in the floodplain that drains into the Skokie Lagoons and Skokie River in the Cook County Forest Preserve and the Village of Northfield directly west and southwest of the Village.

Relative to other North Shore communities, Winnetka's growth was slow prior to 1900. The population in 1880 was 584, and it grew to 1,079 in 1890 and 1,883 in 1900. After 1900, the Village grew more rapidly and, by 1920 the population had more than tripled to 6,694. Within the next ten years, the population doubled to about 12,000, a level that has remained fairly constant ever since, with the latest census figures in 2020 placing Winnetka's population at 12,746. Most Winnetkans live in owner-occupied, detached single-family homes. According to the 2020 U.S. Census, more than 92.2% of all housing units in Winnetka are detached single-family units, and only 7.8% of all occupied housing units, whether single-family or multi-family, are renter-occupied.

Most of the Village was developed before 1930, prior to the use of the automobile as the primary mode of transportation, so the layout of the Village has a pedestrian orientation. The Village's main transportation corridor is Green Bay Road (the "Green Bay Corridor"), which runs through the length of the Village, from the northwest to the southeast, parallel to Metra's Union Pacific North Line right-of-way (formerly the Chicago & North Western Railway). A key feature of the Green Bay Corridor is the railroad right-of-way, which descends from grade level as it enters Winnetka from the north to below grade at the Hubbard Woods and Elm Street stations, and gradually ascends to the Indian Hill station, which is above grade near the Village's southern border.

The railroad right-of-way project, completed in 1943, reinforced the development of the Village's three distinct local commercial shopping districts along the Green Bay Corridor, with the Hubbard Woods shopping district at the north end of the Village and the Indian Hill shopping district at the south end. The Village's main commercial district grew up in the center of the

Village, on both the east and west sides of the Green Bay Corridor near the Elm Street station. The main link between the east and west portions of the Elm Street commercial district is the Elm Street Bridge, at the north end of the Elm Street station platform. Winnetka's Village Hall is located opposite the Elm Street station on the west side of Green Bay Road, and the Winnetka Police Department, the Winnetka Fire Department, the Winnetka Public Library, and the United States Post Office are in close proximity.

Public open space in the Village is concentrated either adjacent or in close proximity to the many schools in the Village, in the public parks that provide access from the bluff-top open areas to the beaches and other public areas along Lake Michigan below, and in a large recreational area in the floodplain at the western edge of the Village, adjacent to the Cook County Forest Preserves. Only a small portion of the public open space is owned by the Village: (i) the Village Green; (ii) the Chestnut Court median strip located at the west entrance of Village Hall and known as Moffatt Mall; (iii) a small, irregularly shaped green parcel sometimes referred to as Sheridan Park, located on the west side of Maple Street due south of the intersection of Maple Street and Sheridan Road; (iv) the now-closed Village landfill and an adjacent corner parcel that collects and drains floodwaters; and (v) the Green Bay Trail, which is a recreational cycling and pedestrian path that the Village purchased when the Chicago & North Western Railway abandoned its freight line. Both the Village Green and the Green Bay Trail are leased to the Winnetka Park District. All of the other public open space in the Village is owned by the Winnetka Park District, the Winnetka Public Schools or New Trier Township High School.

The boundaries of the Village have been relatively fixed since the last significant annexations occurred in the late 1980's. That annexation comprised an existing single-family development adjacent to the privately-owned Indian Hill Country Club. There is no undeveloped land adjacent to the Village other than the Cook County Forest Preserve, so there is no land potentially available for annexation and new single-family development. As a result, most of the development in the Village now consists of the redevelopment of existing properties, the vast majority of which is one-for-one replacement of single-family, owner-occupied homes.

The development of affordable housing in the Village faces several significant challenges. As previously noted, there is limited availability of undeveloped and municipally owned land. Additionally, Winnetka's location as a highly desirable lakefront community with three unique shopping districts developed around train stations contributes to high land values, strong housing demand, and elevated prices for both owner-occupied and rental properties. Construction costs also remain high. In essence, broader market forces, particularly the cost of land and construction, are driving these constraints. While Winnetka's desirable location and unique character make it a popular place to live, this very demand is also contributing to rising housing prices.

B. HOUSING POLICY

The Village has had a longstanding policy of favoring the development of affordable housing options so that persons with moderate incomes, particularly senior citizens and young

families, can enjoy the benefits of living in the Village and so that Village residents can enjoy the benefits that a diversity of housing stock can bring to the community. The Village's efforts at implementing that policy have occurred as development opportunities have arisen, with the Village attempting to maintain a balance between the worthy objectives of that housing policy and such other important Village policies as the policy of maintaining the Village's single-family home character and the policy of assuring that land use development and redevelopment are compatible with the capacity of existing infrastructure.

The Village's housing policies have been stated in its comprehensive plans, the first of which was adopted in 1921 (the "1921 Plan"). The 1921 Plan encouraged the development of the three commercial districts, each anchored by one of the three train stations. The 1921 Plan provided for a "concentric" development arrangement, with denser uses, such as apartment buildings, being placed within or next to the three Village centers and smaller subdivisions of single-family residences within reasonable walking distance of the railroad stations. Larger residential lots are located farther from the stations. The basic land use pattern established by the 1921 Plan was reflected in the Village's first Zoning Ordinance, passed in 1922, and has been maintained ever since.

The Village's policy regarding the development of moderately priced housing was first articulated in the 1979 Statement of Community Objectives, which contained a statement acknowledging the importance "of the community's recognition of the need to facilitate housing for those who contribute to [the community's] well-being – public employees, storekeepers and retirees." The housing policies in the 1979 Statement of Community Objectives included the policy of encouraging and assisting in the provision of moderately priced residences in the Village, especially for those who already live or work in the Village, and the policy of facilitating the provision of housing for senior citizens who live in the Village but who no longer need or can no longer afford single-family residences.

In furtherance of the policies stated in the 1979 Statement of Community Objectives, the housing chapter of Winnetka's second Comprehensive Plan included a discussion of the need to provide alternative housing for older, long-term residents of the Village who no longer wish to live in and maintain their single-family homes.

The Village's third comprehensive plan, *Winnetka 2020*, which was formally adopted by the Winnetka Village Council in 1999, included a general housing policy consistent with the Village's prior policy statements. *Winnetka 2020* identified a community need for more housing options for senior citizens and young families, recognized not only that multi-family residential buildings provide homes for older residents and those with modest incomes, but also that rental units provide an important element of diversity in housing options. Thus, one of the stated goals of *Winnetka 2020* was to ensure that multi-family development provides a variety of housing choices for residents of all ages.

Winnetka 2020 noted the need to provide multi-family options in the Village for older couples looking for housing alternatives in the Village as well as the possibility of bringing an assisted-care facility for senior citizens to Winnetka. However, because of the relatively small

number of areas that are suitable for multi-family development, *Winnetka 2020* anticipated only limited new development of multi-family housing, with such development being either as a component of a mixed-use building within a business district or along certain portions of Green Bay Road.

The Village's current housing policy is guided by the community's fourth comprehensive plan, *Winnetka Futures 2040 Plan*, which the Winnetka Village Council adopted in 2023. The Winnetka Futures 2040 Plan includes in its vision statement that the community is committed to "housing for all stages of one's life". A goal of the plan states that

"The Village will continue to explore housing diversity and address the housing gap to provide a supply that supports changing demographic needs and ensures a variety of product types, options, and costs available to seniors, empty nesters, families, and young residents.

As with the Winnetka 2020 plan, the Village identifies the limited opportunities for this housing diversity coming in the form of multi-family housing in either mixed-use buildings within the three business districts or along certain portions of Green Bay Road.

In addition, because of the proximity of the commercial and multi-family areas to the Village's single-family neighborhoods, the Winnetka Futures 2040 Plan notes that any new development should be appropriate to the character of the surrounding neighborhoods and that an effort must be made to provide an appropriate transition to adjacent single-family neighborhoods and to minimize the adverse impact of any new development on its surrounding neighborhood.

Based on all of the foregoing, and both in furtherance of the goals of *Winnetka 2020* and in compliance with the Act, the Initial Plan stated that it was the policy of the Village of Winnetka to encourage an increase in moderately priced housing options for senior citizens and young families by encouraging the development of affordable housing in conjunction with new development and redevelopment of commercial and multi-family properties. Nevertheless, while this Second Amended Plan reaffirms the Village's affordable housing policy, as stated in the Initial Plan, it is the intention of the Village, in the exercise of its home rule powers, to establish detailed goals and steps for implementing the Village's policy. The remaining sections of this Second Amended Plan retain portions of the Initial Plan and Amended Plan, although it is the intent of the Village to reconsider and amend any or all of those sections as the Village deems necessary to reflect the specific needs and characteristics of the Village disclosed by further and continuing study.

III. AFFORDABLE HOUSING UNITS IN WINNETKA

This Second Amended Plan has been developed using the Act as a guide and encourages the continued study of affordable housing issues by the Village. This Amended Plan shall supersede and replace the previous affordable housing plans.

As defined in Section 15 of the Affordable Housing Planning and Appeal Act, "affordable housing" is "housing that has a sales price or rental amount that is within the means of a household that may occupy moderate-income or low-income housing." The Act defines affordable dwelling units for sale as "housing in which mortgage, amortization, taxes, insurance, and condominium or association fees, if any, constitute no more than 30% of the gross annual household income for a household of the size that may occupy the unit." Under the Act, affordable dwelling units for rent are defined as "housing for which the rent and utilities constitute no more than 30% of the gross annual household income for a household of the size that may occupy the unit."

The Act uses United States Department of Housing and Urban Development standards to define moderate and low-income housing. Under the Act, moderate income housing is housing that is occupied, reserved, or marketed for occupancy by households with a gross household income that is more than 50% but does not exceed 80% of the area median household income. Low-income housing, as defined in the Act, is housing that is occupied, reserved, or marketed for occupancy by households with a gross household income that does not exceed 50% of the area median household income. IHDA has based its most recent determination of affordable sales and rental prices in the Chicago-Naperville-Elgin, IL-IN-WI metropolitan statistical area on a median household income of \$78,790.00, as reported in the most recent available Census data – 5-Year American Community Survey (ACS) 5-Year Estimates (2017-2021).

IHDA provided the Village of Winnetka with the following assessment of housing affordability in the Village based upon its calculations it performed near the end of 2023:

For-sale units		Rental units		Total for-sale & rental units		
Affordable Home Purchase Price	# of Affordable Owner Units	Affordable Monthly Renter Payment	# of Affordable Rental Units	Total # of Affordable Units	Total # of All Units	% of Affordable Units
\$171,490	105	\$1,182	54	159	4,353	3.60%

IDHA uses the above numbers to determine whether 10% or more of a community's housing stock is considered affordable.

However, it should be noted both HUD and IDHA consider housing size when determining housing affordability for a household. According to information published by IHDA in 2023 on affordability standards in the Chicago metropolitan area (see tables on next page), the prices for affordable owner-occupied units range from \$171,667 for a one-person occupancy to \$323,611 for an eight-person occupancy, with annual income limits ranging from \$61,800 for a one-person occupancy and \$116,500 for an eight-person occupancy. An affordable

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owner-occupied unit for four-person household with an annual income of \$88,250 would be no greater than \$245,139.

There will also be a range of affordable rents, which are based on income limits ranging from \$38,625 for a one-person household to \$72,812 for an eight-person household. Affordable rents for rental units, which must also include utility costs, will therefore range from a total of \$1,159 per month for a studio to \$2,118 for a five-bedroom.

Owner Occupied Affordability Chart for Chicago Metro Area (Cook, DuPage, Kane, Lake, McHenry, Will Counties)								
	1 Person	2 Person	3 Person	4 Person	5 Person	6 Person	7 Person	8 Person
2023 Income Limits (80% AMI)	\$61,800	\$70,600	\$79,450	\$88,250	\$95,350	\$102,400	\$109,450	\$116,500
Affordable Purchase Price	\$171,667	\$196,111	\$220,694	\$245,139	\$264,861	\$284,444	\$304,028	\$323,611
<i>Please Note: The Above chart uses 2023 income limits. Municipalities must make sure they are using the most current income limits (available on IHDA's website: www.ihda.org).</i>								

Affordable Rental Units for Chicago Metro Area (Cook, DuPage, Kane, Lake, McHenry, Will Counties)						
	Studio	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom	5 Bedroom
2023 Affordable Rent Limits for HH @ 60% AMI	\$1,159	\$1,242	\$1,489	\$1,721	\$1,920	\$2,118
<i>Please Note: The above chart uses 2023 rental limits. Municipalities must make sure they are using the most current rental limits (available on IHDA's website: www.ihda.org).</i>						

According to the 5-Year American Community Survey (ACS) 5-Year Estimates (2019-2023), the median housing value of owner-occupied units, as estimated by the Census Bureau, was \$1,206,300. The Multiple Listing Service of Northern Illinois (MLSNI) reports that the median sales price for single-family detached homes in Winnetka in 2023 was \$1,675,000, and that the median sales price for single-family attached units during the same period was \$437,000. Census data indicate that the median gross rent was \$1,750 per month in 2023.

Based on IHDA's analysis of the total number of housing units in the Village, to have 10% of all housing units meet affordability standards, the Village would need a total of 436 affordable units. Meeting the 10% goal would thus necessitate the development of an additional 277 affordable housing units. However, because there are discrepancies in both the census data and IHDA's determination, and because IHDA based its determination on fixed assumptions as to income and housing costs, rather than on the range that census data indicate would exist if a detailed study were done, the Village is using IHDA's data in this Second Amended Plan solely for the limited purpose of establishing the Village's goals, incentives and steps for implementation, as stated in this Second Amended Plan.

IV. IDENTIFICATION OF LANDS AND STRUCTURES MOST APPROPRIATE FOR AFFORDABLE HOUSING

As disclosed by the description of the Village's land use patterns in Section II of this Second Amended Plan and by the housing data reported in Section III of this Amended Plan, more than 80% of the Village's housing stock is single-family residential, and the vast majority of the single-family homes are owner-occupied. According to IHDA's determination, only 105 of the ownership housing units meet the Act's definition of what is affordable. Given that initial determination, and given that the median and average sales prices of detached single-family homes in Winnetka far exceed the range of affordable sales prices established by IHDA, the Village has concluded that attempting to meet the Act's goals with detached single-family residential properties is not realistic and that money and resources directed toward encouraging the development of affordable rental units are likely to result in more affordable units than if the same amount of money and resources were directed toward the development of affordable owner-occupied units.

Rental apartments exist in both the multi-family and commercial zoning districts. The multi-family zoning districts also provide the opportunity for the development of town homes and moderately priced condominiums that could provide ownership opportunities for senior citizens who wish to down-size from larger homes, but still remain in Winnetka.

Therefore, the Village of Winnetka designates all B-1, B-2, C-1, C-2 and C-2 overlay zoning districts as the most appropriate areas for the development of affordable housing units.

The designation of these zoning districts as being suitable for affordable housing does not alter existing development requirements, which have been put in place to govern all development in the Village, so as to assure that no development places an undue burden on the Village's infrastructure or public safety resources, and to assure that all development is compatible with its surroundings. More specifically, proposed affordable developments will be treated as any other development in the Village and therefore must meet all of the following requirements:

- (a) Proposed developments must be consistent with the Village's established land use patterns and development and land use goals, as defined in the Winnetka Comprehensive Plan, *Winnetka Futures 2040 Plan* and the Winnetka Zoning Ordinance, particularly with regulations that define the permitted uses in each zoning district and with the requirement that the first floor of buildings in the C-1, C-2 and C-2 overlay zoning districts be limited to specified commercial uses;
- (b) Proposed developments must comply with applicable zoning and development standards and regulations as set forth in the Winnetka Zoning Ordinance, the Winnetka Subdivision Ordinance and other provisions of the Winnetka Village Code;

- (c) Proposed developments must be in locations where the infrastructure is adequate to support the proposed use; and
- (d) Proposed developments must strictly comply with all floodplain regulations and with all building code, structural, fire and life safety requirements.

The Village has considered, but rules out, identifying its limited open spaces as possible locations for affordable housing developments. The Village has also determined that there are no privately owned open lands outside of the commercial and multi-family zoning districts that are of sufficient size to accommodate more than one unit of housing without requiring changing the basic zoning classification from single-family to multi-family. Open space owned by the Winnetka Park District is also unsuitable for a variety of reasons. First, most park lands are used on a nearly daily basis for recreational activities by the Village's citizens, schools and organizations. The loss of those resources would be a detriment to the community as a whole and would be contrary to the goals and objectives stated in *Winnetka Futures 2040 Plan*. Second, many of the parks consist of public beach and boat landing areas at the edge of Lake Michigan below open space on top of the adjacent bluffs and are therefore not suitable for residential development of any kind. Third, some parks, such as the Skokie Playfields, are located in the flood plain which, if developed for residential purposes, not only would require special engineering solutions, but also would create additional impervious surfaces. Thus, construction of additional housing of any kind in these areas would require extensive modification of the Village's stormwater management infrastructure to avoid exacerbating the flood risks that already exist in adjacent single-family areas.

V. AFFORDABLE HOUSING GOAL

The Act requires a non-exempt community to select one or more the following goals as its affordable housing goal(s):

- a. A minimum of 15% of all new development or redevelopment within the local government that would be defined as affordable housing in the Act.
- b. A minimum of a 5-percentage point increase in the overall percentage of affordable housing within the jurisdiction as defined by the Act.

Based upon IHDA's calculations, 3.6% of the housing units in the Village are affordable. To meet this goal, the overall percentage of affordable housing units would need to increase to 8.6%. Based upon the numbers currently used by IHDA, the number of affordable housing units in the community would need to increase from the existing 159 units to 375 units, an increase of 216 units.

- c. Or a minimum of a total of 10% affordable housing within the jurisdiction as defined by the Act.

As previously noted in this plan, Winnetka would need to have 436 affordable units in the community to achieve this goal, which would require an increase of 277 affordable units.

In its Initial Plan, the Village established an affordable housing goal of encouraging that 15% of all new development in the Village would be affordable, and in its Amended Plan did not specify a particular goal. In this Second Amended Plan the Village identifies the following as its affordable housing goal:

- a. A 5-percentage point increase in the overall percentage of affordable housing within the Village over the number of affordable units calculated by IHDA pursuant to Section 20(b) of the Act.

VI. INCENTIVES AND IMPLEMENTATION

The Village may, after a careful review to ensure that its public safety, health, character and environment will be protected and preserved, consider adopting and implementing or otherwise facilitating, one or more of the following policies and incentives to encourage the development of affordable housing by both for-profit and non-profit developers:

- 1) Expedite permit processing for affordable units.
- 2) Reduce costs of certain permit fees for affordable units.
- 3) Municipal property tax abatements for affordable units.
- 4) Cooperation with developers attempting to use IHDA Trust Funds (matching funds)
- 5) Supporting efforts of employers to provide employer-assisted housing.
- 6) Serve as a conduit to assist affordable housing developers in locating funding for affordable units.

The Village Council has found that the Winnetka Plan Commission is best suited to continue the Village's analysis of its affordable housing needs, to monitor and report to the Village Council on the implementation of the Village's Second Amended Plan, and to make findings and recommendations to the Village Council concerning the details of the various components of the Village's affordable housing policies. The Plan Commission reviewed and recommended approval of the comprehensive plan, Winnetka Futures 2040 Plan, which included goals and initiatives related to housing and affordable housing. The Plan Commission is therefore directed to study and to report their findings and recommendations to the Village

Council on all aspects of this Second Amended Plan. The general scope of the Plan Commission's study shall include, but not be limited to the following:

- Identifying the particular housing and demographic characteristics and needs of the Village by continuing to conduct studies of housing statistics in the Village, including the number and types of dwelling units, the purchase or rental costs of such units, and the overall housing costs, including utilities and the like, for such units; and
- Expanding the study of potential development incentives to include land use and development tools and incentives and implementation programs used in other home rule municipalities.
- Making recommendations to the Village Council, based on the data and information collected in the Plan Commission's study, including, but not limited to:
 - Recommending such other and further amendments to this Second Amended Plan as the Plan Commission deems necessary and appropriate to fully reflect the results of the Plan Commission's studies;
 - Recommending potential amendments to the Winnetka Zoning Ordinance and other provisions of the Winnetka Village Code, so as to increase the opportunities to successfully implement the Village's affordable housing policies; and
 - Recommending such amendments to the Village's comprehensive plan, Winnetka Futures 2040 Plan, as the Plan Commission may determine are necessary to incorporate this Second Amended Plan.

The Plan Commission is directed to submit periodic reports to the Village Council, particularly when the Plan Commission has completed its study and recommendations on any of the foregoing study areas. The Plan Commission shall report back to the Village Council by January 1, 2027, with a status report and proposed timetable for completing its study.

VII. Summary of Actions Taken to Implement Previous Plans

In furtherance of those incentives, the Initial Plan directed the Village Manager to report and make recommendations to the Village Council on proposed fee reductions to encourage and attract affordable housing developments to the Village, with those recommendations being submitted for consideration during the Village Council's deliberations on the 2006-07 Fiscal Year budget cycle.

Since adoption of the Initial Plan and the Amended Plan, the Village Council has taken the following actions:

- The Council adopted Ordinance MC-8-2005, allowing for planned developments in the Village's multi-family family zoning districts (B-1 & B-2) and mixed-use zoning district (C-1 & C-2) that provide for additional development flexibility including increased density to achieve the goals of the Village of Winnetka Affordable Housing Plan. The

planned development regulations were further amended by ordinance MC-02-2019, which retained the affordable housing density bonus provision.

- The Council adopted Ordinance MC-07-2011 creating property maintenance regulations for all non-single-family development in the community and thus helping to ensure that properties available for the establishment and preservation of varying types of housing units are properly maintained and preserved. With the adoption of Ordinance MC-05-2019, the Council extended these standards to single-family homes.
- The Council adopted Ordinance MC-01-2012, relaxing restrictions on coach houses to allow property owners to return previously used coach houses to the Village's housing stock as part of the Village's commitment to housing diversity.
- The Council adopted Ordinance MC-02-2015, amending the Village Zoning Ordinance to, among other things, provide for reduced and more flexible off-street parking requirements regulations for mixed use development (including developments with diverse housing stocks) within the Village's commercial districts.
- With the adoption of its Amended Affordable Housing Plan, the Council directed the Village Plan Commission to continue the Village's analysis of its affordable housing needs, to monitor and report to the Village Council on the implementation of the Village's Amended Plan, and to make findings and recommendations to the Council concerning the details for the various components of the Village's affordable housing policies.
- In 2011, the Village Council considered the policy issues raised by the Village Plan Commission's comprehensive five years of work and its culminating affordable housing report titled "Reinvigorating a Tradition of Varied, Moderately Priced and Affordable Housing: A Report to the Village Council, and the companion 2010 demographic and housing study prepared in cooperation with the Nathalie P. Voorhees Center at the University of Illinois at Chicago, titled "Winnetka Affordable Housing Study, A study of Housing Condition and Needs". The Village's adoption of Ordinances MC-7-2011 and MC-1-2012 were a direct result of the Commission's recommendations and related studies presented to the Village Council. However, the Village Council at that time concluded that given the condition of the economy, the cost of land, and the lack of meaningful development opportunities in the Village, the Council need not further amend the Village's Amended Affordable Housing Plan.



111 E. Wacker Drive
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Chicago, IL 60601
312.836.5200

9/25/2025

The Honorable Bob Dearborn
President, Village of Winnetka
Attn: Scott Mangum, AICP, Community Development Director
510 Green Bay Road
Winnetka, IL 60093
VIA EMAIL: smangum@winnetka.org

Re: Affordable Housing Plan Submittal

Dear President Dearborn:

This letter acknowledges the Illinois Housing Development Authority's ("IHDA") receipt of the Village of Winnetka's affordable housing plan as required for compliance with the Affordable Housing Planning and Appeal Act ([310 ILCS 67/](#)) ("AHPAA") under the 2023 determination of Non-Exempt Local Governments.

Our records note that the submitted affordable housing plan was adopted by the Village of Winnetka on August 19, 2025 and was received by IHDA on August 28, 2025. The plan does not appear to meet the minimum requirements set forth by Section 25 of AHPAA due to the following reasons:

- 1) A statement of the total number of affordable housing units that are necessary to exempt the local government from Section 15 and Section 20 of AHPAA:
 - a. Met
- 2) An identification of lands within the jurisdiction that are most appropriate for the construction of affordable housing and of existing structures most appropriate for conversion to, or rehabilitation for, affordable housing, including consideration of affordable housing for both owner-occupied dwelling units and rental dwelling units, lands and structures of developers who have expressed a commitment to provide affordable housing, and lands and structures that are publicly or semi-publicly owned:
 - a. Met
- 3) Incentives that local governments may provide for the purpose of attracting affordable housing to their jurisdiction:
 - a. Met
- 4) A description of any housing market conditions, infrastructure limitations, local government ordinances, including zoning and land use ordinances, local government policies or practices

that do not affirmatively further fair housing as defined in the federal Fair Housing Act, and other factors that may constrain the local government's ability to create and preserve affordable housing:

- a. Met**
- 5) A plan or potential strategies to eliminate or mitigate the constraints identified in item four (4):**
 - a. Unmet**
- 6) One or more of the following goals: a minimum of 15% of all new development or redevelopment within the jurisdiction that would be defined as affordable housing under AHPAA; a minimum of a 5-percentage point increase in the overall percentage of affordable housing within its jurisdiction, as described in subsection (b) of Section 20 of AHPAA; or a minimum of a total of 10% affordable housing within its jurisdiction as described in subsection (b) of Section 20 of AHPAA. These goals may be met, in whole or in part, through the creation of affordable housing units under intergovernmental agreements as described in subsection (e) of Section 25 of AHPAA.**
 - a. Unmet, in its plan the Village indicates that it will adopt the goal of "a 5-percentage point increase in the overall percentage of affordable housing within the Village over the number of affordable units calculated by IHDA pursuant to Section 20(b) of the Act." This goal, as stated, allows for ambiguity that does not confirm compliance with the law's requirement for the goal selected.**
- 7) Proposed timelines to commence, within the first 24 months after the date upon which the affordable housing plan was adopted, for actions to implement the components of the affordable housing plan.**
 - a. Unmet**
- 8) Local governments that have previously been determined as a non-exempt municipality and that have submitted an affordable housing plan shall also include a summary of actions taken to implement the previously submitted plan, as well as a summary of progress made toward achieving the goals of the plan.**
 - a. Met**

IHDA will consider the Village of Winnetka non-compliant until the above listed minimum requirements have been met in its affordable housing plan submission.

Please note, IHDA representatives are available to provide free technical assistance as the Village revises its affordable housing plan. Additional information on the AHPAA is available on our [website](#), including the enclosed 2023 Non-Exempt Local Government Handbook.

Should you have further questions or concerns, please contact us at AHPAA@ihda.org, and an IHDA representative will assist.

Sincerely,



Alan Quick
Managing Director
Strategic Planning & Reporting Department (SPAR)



ATTACHMENT C

Homes for a Changing Region: Village of Lincolnwood

Housing Action Plan 2025



Introduction and Acknowledgements

Homes for a Changing Region Program

Homes for a Changing Region (“Homes”) is a program provided by the Metropolitan Mayors Caucus, supported by BRick Partners, and funded by the Illinois Housing Development Authority (IHDA). Since 2005, the *Homes* team has partnered with over 60 municipalities to help them develop a balanced and healthy housing stock that serves the needs of multiple generations of residents and workers.

This report thanks the following policymakers and experts who advised Lincolnwood during its expert panel. The *Homes* team encourages the Village to stay in contact with them to implement this plan’s recommendations.

- David Patzelt, Shodeen Group
- Rob Anthony, Community Partners for Affordable Housing
- Trustee Heather Ross, Village of Northbrook
- Maggie Cassidy, The Preservation Compact

The *Homes* team thanks the Lincolnwood Village leaders who contributed their time and guidance during the kickoff and expert panel meetings:

- Mayor Jesal Patel
- Trustee Craig Klatzco
- Trustee Mohammed Saleem
- Trustee Grace Diaz-Herrera
- Trustee Chris Martel
- Trustee Atour Sargon
- Trustee Jean Ikezoe-Halevi

The *Homes* team also thanks the 140 individuals who shared their input during the community survey, as well as the individuals from the following organizations who contributed their perspective during a focus group meeting:

- Village of Lincolnwood Code Enforcement Staff
- Ner Naftali
- Village of Lincolnwood Social Work Staff
- Food for Thought
- Lincolnwood Chamber of Commerce
- Niles Township
- Century 21 Circle, Lincolnwood

Homes for a Changing Region team:

- Nancy Firfer, Metropolitan Mayors Caucus
- Inoa Batista, BRick Partners
- Beth Dever, BRick Partners
- Ben Schnelle, Metropolitan Mayors Caucus
- Robin Snyderman, BRick Partners
- Kathrine Nichols, Graphic Design

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Cover page and table of contents images from Homes.com.

Executive Summary

Over the last six months, the *Homes* team has engaged key stakeholders and studied housing trends specific to Lincolnwood. The primary purpose of the *Homes* engagement in Lincolnwood was to provide the Village a menu of options to consider for its Affordable Housing Plan. This *Homes* report helps narrow the broad array of affordable housing strategies, identifying a handful of options based on input from key stakeholders and analysis of housing in Lincolnwood. This report can be utilized as a reference document by the Village as it creates an Affordable Housing Plan.

As a first step, the *Homes* team identified key takeaways regarding housing in Lincolnwood:

- **The Village of Lincolnwood needs an Affordable Housing Plan that is tailored to local needs and supports economic development goals.** The Affordable Housing Planning and Appeal Act (AHPAA) requires that Lincolnwood prepare, approve, and submit an Affordable Housing Plan to the State. Lincolnwood should keep in mind the Lincolnwood Town Center as it considers strategies for its Affordable Housing Plan.
- **Many of Lincolnwood's existing residents face challenges with housing costs.** One in three Lincolnwood homeowners are "housing cost burdened," paying more than 30% of their income on housing. Around half of Lincolnwood renters pay more than 50% of their income on housing.
- **Some of Lincolnwood's seniors need options that enable them to downsize and remain in the community.** Lincolnwood has a growing senior population, a portion of which would benefit from additional options to downsize and reduce their housing costs. Approximately 34% of senior homeowners and 78% of senior renters in Lincolnwood are "housing cost burdened."
- **A portion of Lincolnwood's workforce has difficulty finding housing nearby that meets their needs.** Lincolnwood employers greatly benefit from their proximity to Chicago and neighboring communities. However, recruitment and retention efforts of employers in certain sectors, such as retail, food services, or healthcare, may be impacted by costs of housing in Lincolnwood and nearby communities.
- **Lincolnwood is at risk of losing a portion of its affordable housing stock over time.** According to the most recent analysis, 6.7% of housing in Lincolnwood was considered affordable. Over time, strong demand and market pressures may reduce Lincolnwood's supply of lower cost housing options.

Executive Summary

Following these findings, the *Homes* team convened a panel of housing experts to discuss with Village stakeholders how various strategies can assist in addressing Lincolnwood's housing needs. Based on input from the expert panel, the Lincolnwood community, and best practices already implemented in other communities throughout the Chicago region, the *Homes* team recommends the following menu of options for Lincolnwood to consider including in its Affordable Housing Plan:

- **Pursue the passage of an Inclusionary Housing Ordinance tailored to local development opportunities, including the Lincolnwood Town Center.**

An Inclusionary Housing Ordinance is a tool to ensure that new multifamily housing includes a percentage of affordable homes within market-rate developments. Next steps may include a tour of inclusionary developments in Highland Park and St. Charles, community education on how such an ordinance works, and drafting an ordinance tailored to Lincolnwood's needs and context.

- **Create a Housing Trust Fund.**

In communities with an Inclusionary Housing Ordinance, developers may choose to pay a fee in lieu of providing affordable homes. Municipalities use a Housing Trust Fund to collect these "in-lieu fees" and then utilize the fund to provide grants or loans to help finance affordable housing, housing repairs, or other related programs.

- **Explore a Community Land Trust.**

A Community Land Trust is a nonprofit organization, governed by a board of residents and public representatives, that preserves homes to be affordable in perpetuity. If Lincolnwood establishes a Housing Trust Fund, it may utilize these funds to replicate Highland Park's Community Land Trust model and create first-time homebuyer opportunities gradually over time.

- **Work with external partners to preserve naturally occurring affordable housing.**

The Village can inform rental property owners of property management training provided by the Community Investment Corporation, promote resources on home maintenance to homeowners, and maintain contact with the Preservation Compact about strategies for smaller apartment buildings.

- **Consider a Housing Advisory Group.**

A housing advisory group can add capacity to Village Board efforts, provide recommendations on strategies, and utilize residents' expertise on various aspects of housing. A housing advisory group could consist of an ongoing Housing Commission, temporary task force, or Committee of the Village Board.

The Village may choose to include any of these options, which help Lincolnwood create and preserve affordable housing without burdening local taxpayers or dramatically changing the community's physical character, as strategies in its Affordable Housing Plan.

Background on Lincolnwood

The following section provides context on Lincolnwood’s population and households, housing stock, and workforce.

Population and Households

Located on the northwest border of the City of Chicago, the Village of Lincolnwood is an inner-ring suburb in Cook County.

Since 2000, Lincolnwood has grown slowly in population and households. During this time, Lincolnwood grew at a similar rate as the Chicago region as a whole, which saw a 0.4% increase in population during the 2000s and a 0.3% increase during the 2010s.

According to the 2020 Census, 57% of residents identify as White, 2% identify as Black or African American, 31% identify as Asian American, 3% identify as Multiracial, and 7% identify as Latino or Hispanic.

Approximately 34% of households in Lincolnwood are families with children. Approximately 47% are households without children, which may be empty nesters or couples of any age. Single-person households make up approximately 19% of households.

	Population	Households
2000	12,359	4,482
2010	12,590	4,341
2020	13,463	4,425
Annual increase, 2000-2010	0.2%	-0.3%
Annual increase, 2010-2020	0.7%	0.1%

Figure 1: Population and Household Growth in Lincolnwood.
Source: U.S. Census Bureau Decennial Census

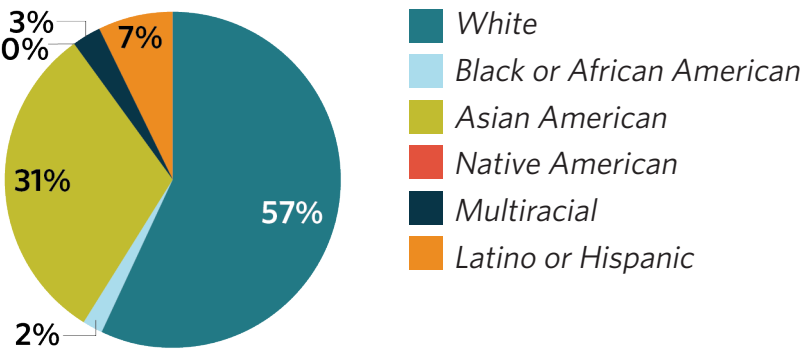


Figure 2: Population by Race and Ethnicity in Lincolnwood.
Source: U.S. Census Bureau 2020 Decennial Census

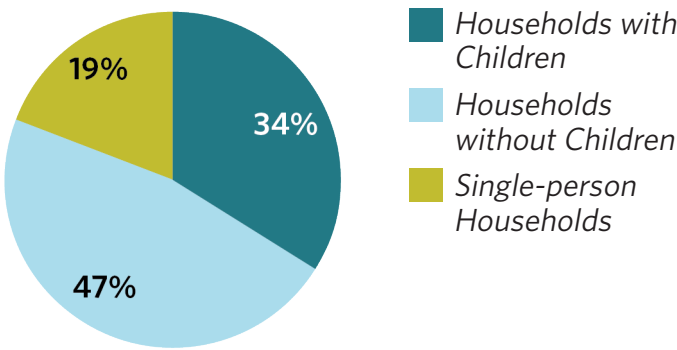


Figure 3: Households by Type.
Source: U.S. Census Bureau American Community Survey 2019-2023 5-Year Estimate

Background on Lincolnwood

Housing Stock

Nearly half of all homes in Lincolnwood were built during the 1940s and 1950s. In comparison to the Chicago region as a whole, Lincolnwood has a slightly older housing stock. Approximately 53% of homes in Lincolnwood were built prior to 1960, while this figure is 38% for the Chicago region.

Approximately 77% of homes in Lincolnwood are single-family homes, 5% are townhomes, 3% are homes in multifamily buildings with 2-9 units, and 16% are homes in multifamily buildings with over 10 units.

Approximately 84% of homes in Lincolnwood are homeowner-occupied, while approximately 16% of homes are renter-occupied.

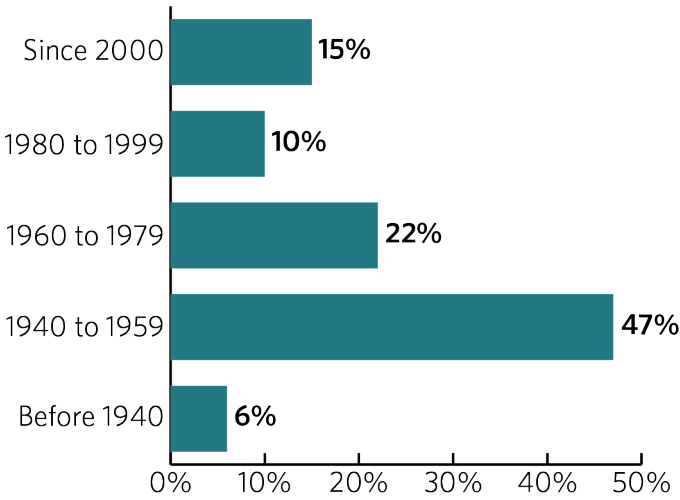


Figure 4: Housing Units in Lincolnwood by Year Built.

Source: U.S. Census Bureau American Community Survey 2019-2023 5-Year Estimate

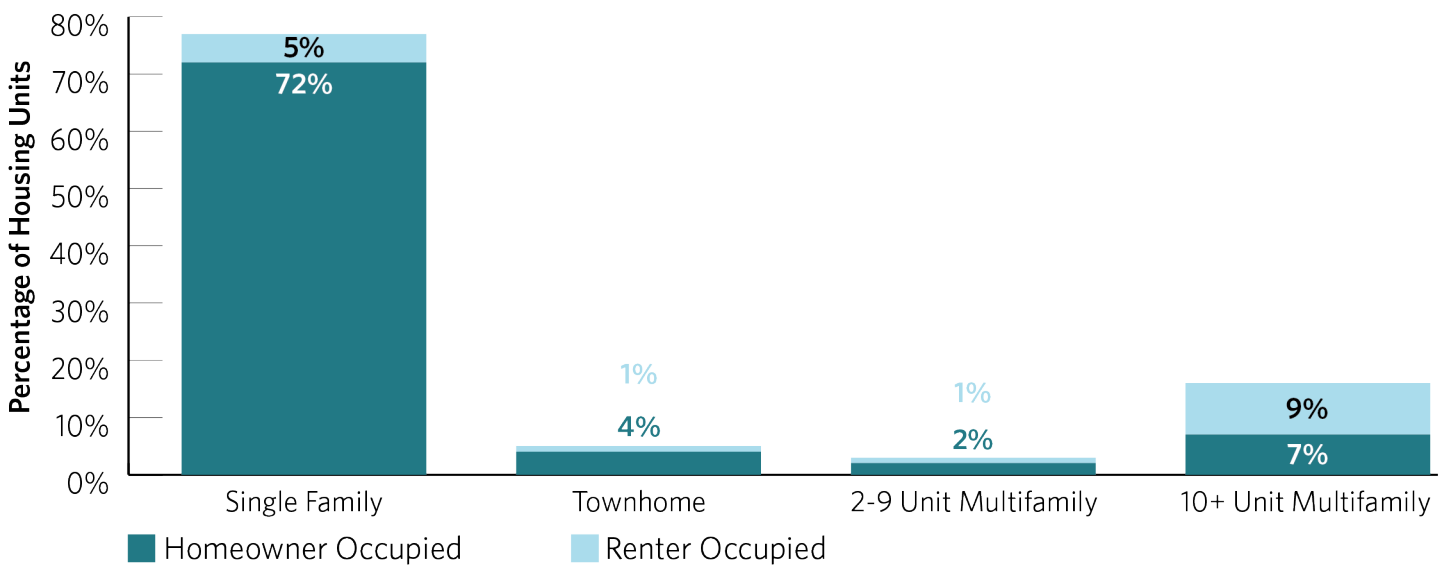


Figure 5: Housing Units in Lincolnwood by Type and Ownership.

Source: U.S. Census Bureau American Community Survey 2019-2023 5-Year Estimate

Background on Lincolnwood

Jobs and Employment

The median household income in Lincolnwood is \$107,950, approximately 21% higher than the Chicago region's median household income of \$88,850.¹

Jobs in Lincolnwood

Lincolnwood has a large employment base with approximately 11,504 jobs based in the community. The largest employment sector in Lincolnwood is the health care and social assistance field, representing 31% of all jobs. The next largest job sectors are the fields of retail trade (15%), administration, support, and waste management (11%), manufacturing (8%), and accommodation and food services (8%).

Approximately 3.3% of people who work in Lincolnwood also live in Lincolnwood.

Employment of Lincolnwood Residents

Approximately 6,572 Lincolnwood residents are employed, and these individuals work in a broad variety of industries. Approximately 21% of Lincolnwood residents work in the health care and social assistance field. The next largest employment fields of Lincolnwood residents are retail trade (11%), professional-scientific-technical services (10%), educational services (9%), and accommodation and food services (9%).



Figure 6: Employment Industries of Lincolnwood's Residents and Workforce.

Source: U.S. Census Bureau, Longitudinal Employer-Household Dynamics, 2022

¹ Source: U.S. Census Bureau American Community Survey, 2019-2023 5-Year Estimate.

Housing Needs Assessment

The following section summarizes key housing issues facing Lincolnwood, identified through meetings with stakeholders, a community survey, and quantitative analysis.

The Village of Lincolnwood needs an Affordable Housing Plan that is tailored to local needs and supports economic development goals.

In 2003, the Illinois General Assembly passed the Affordable Housing Planning and Appeal Act (AHPAA) to encourage local governments to incorporate affordable housing into their communities. At the time, rising home prices and monthly rental payments were leading to challenges in households finding housing near their places of employment or in strong school districts, and for retirees to continue to reside in their preferred communities. The AHPAA requires that municipalities in which affordable housing represents less than 10% of the local housing stock prepare, approve, and submit an Affordable Housing Plan to the State of Illinois.²

How does the AHPAA define affordable housing?

The AHPAA established a process for identifying communities with the most acute shortage of local housing that is affordable to:

- Homebuyers with incomes at 80% of the regional median household income.
- Renters with incomes at 60% of the regional median household income.

The regional median household income for the Chicago Metropolitan Statistical Area as of this report is \$88,850. Therefore, 80% of the regional median income is \$71,080 and 60% of the regional median income is \$53,310. The AHPAA further defines affordable housing as housing that costs no more than 30% of the monthly income of homebuyers and renters earning these income thresholds.

	Homeowner-Occupied	Renter-Occupied	Total
Affordable Homes	204	114	318
Total Homes	3,818	859	4,766
Percent Affordable			6.7%

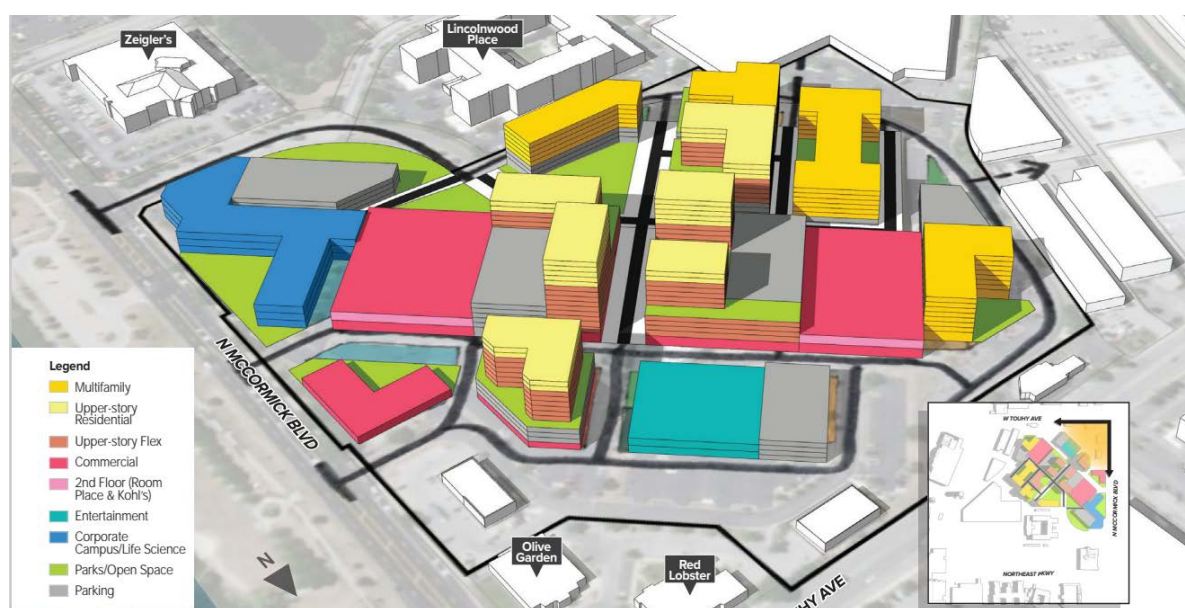
Figure 7: IHDA's 2023 Calculation of Lincolnwood's Affordable Housing Percentage.
Source: Illinois Housing Development Authority using sources outlined in the Affordable Housing Planning and Appeal Act

² For more information on the Affordable Housing Planning and Appeal Act, see IHDA's [2023 Handbook for Local Governments](#).

Housing Needs Assessment

The AHPAA tasks the Illinois Housing Development Authority (IHDA) with calculating the availability of affordable housing within each local government every five years. In its most recent calculation in December 2023, IHDA found that 6.7% of Lincolnwood's homes were affordable. Lincolnwood was 174 affordable homes short of the 10% threshold defined by the AHPAA. The AHPAA states that communities falling short must adopt an Affordable Housing Plan within 18 months of notification, meaning Lincolnwood's deadline for Affordable Housing Plan adoption is June 14, 2025.

As Lincolnwood crafts its first Affordable Housing Plan, the Village can tailor this plan to address local housing needs and key development opportunities, most notably the potential Lincolnwood Town Center redevelopment. The 31-acre site poses a once-in-a-generation redevelopment opportunity for Lincolnwood. By following the principles outlined by the Village's 2022 Lincolnwood Town Center Concept Plan, redevelopment would increase and diversify local tax revenue, create local jobs, and bring more customers to local businesses. Redevelopment would also add to the quality of life of Lincolnwood residents. A key takeaway from the *Homes* community survey was that residents desire more development of restaurants and stores, as well as an expansion of the local commercial tax base.



**Concept A
from the 2022
Lincolnwood
Town Center
Concept Plan.**

All three
concepts are
shown in the
Appendix.

Housing Needs Assessment

Recognizing that the site is complex and evolving, and that the future of the Lincolnwood Town Center's many businesses is difficult to predict, the Village's 2022 Lincolnwood Town Center Concept Plan provided several examples of how redevelopment could occur. While each concept varies in its assumption of how much of the mall would remain and the scale of redevelopment, all three concepts share a common vision for an attractive, walkable area that incorporates new mixed-use and multifamily buildings, parks, and open space alongside commercial storefronts. Each concept also includes a "catalyst" land use that attracts businesses, residents, and visitors such as a corporate campus, life science center, entertainment complex, or high-intensity mixed-use core.

In creating its first Affordable Housing Plan, the Village should consider strategies that support and build upon its vision for the Lincolnwood Town Center. At this site, Lincolnwood has an opportunity to not only meet a variety of economic and commercial objectives but also address a variety of local housing needs. The definition of affordable housing, shown in the Appendix, corresponds to various housing needs of Lincolnwood residents and workers.

Housing Needs Assessment

Many of Lincolnwood’s existing residents face challenges with housing costs.

The AHPAA calculation is just one measure of local housing need, evaluating the affordability of Lincolnwood’s housing stock relative to the region. Another relevant measure speaks to current housing needs of Lincolnwood residents.

When a household pays more than 30% of their monthly income on housing, they are considered “housing cost burdened.” This measurement is a time-tested standard reflected in areas ranging from the underwriting standards of private lenders to data from the U.S. Census Bureau. This 30% threshold was chosen because households who spend more on housing generally must cut back expenses on other necessities such as groceries and healthcare.

Approximately one-third of Lincolnwood’s homeowner households are housing cost burdened. About 17%, or one in six, are “extremely cost burdened,” meaning they pay more than half of their monthly income on housing. Most renter households in Lincolnwood are extremely housing cost burdened, as approximately 52% pay more than half of their monthly income on housing.

During meetings, stakeholders discussed that in some ways the high rates of cost burden reflect the value that residents see in living in Lincolnwood. On the other hand, the issue can have negative impacts on the Lincolnwood community at large, since cost-burdened residents have less disposable income to support local stores, restaurants, and other businesses.

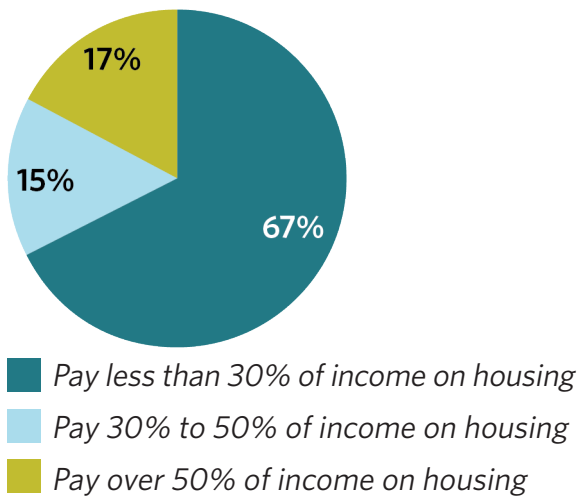


Figure 8: Housing Cost Burden Among Lincolnwood’s Homeowner Households.
Source: U.S. Census Bureau American Community Survey 2019-2023 5-Year Estimate

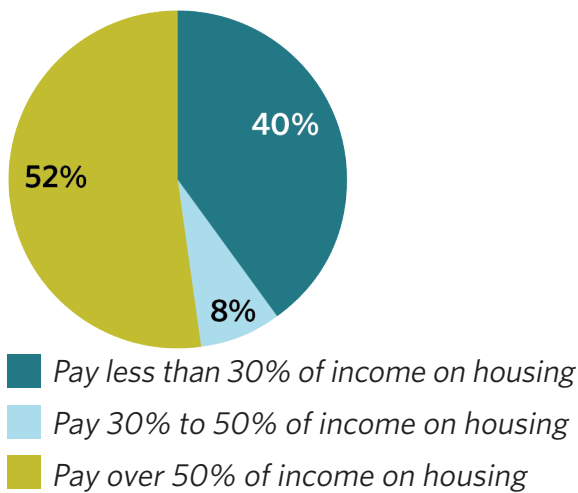


Figure 9: Housing Cost Burden Among Lincolnwood’s Renter Households.
Source: U.S. Census Bureau American Community Survey 2019-2023 5-Year Estimate

Housing Needs Assessment

Some of Lincolnwood’s seniors need options that enable them to downsize and remain in the community.

The Village of Lincolnwood, like the Chicago region, has a growing senior population. Shown in Figure 10 below, the number of Lincolnwood residents younger than age 65 largely remained the same between 2010 and 2020, while the number of residents age 65 and over increased by approximately 831. While some of this increase can be attributed to the addition of The Carrington, a 383-home senior living facility that opened in 2017, the number of seniors added outnumbers the number of homes in The Carrington by over 400, suggesting that Lincolnwood has many seniors who are “aging in place” in their current homes. According to the U.S. Census Bureau’s most recent estimate, approximately 63% of Lincolnwood seniors live in single-family homes or townhomes while 37% live in multifamily buildings.

Lincolnwood’s fastest growing age group is also an economically diverse part of the community. According to data from the U.S. Census Bureau, over one in four Lincolnwood senior households have annual incomes below \$50,000 and over half have annual incomes below \$100,000.³

As discussed by Lincolnwood stakeholders, seniors with modest incomes may live in homes they own outright, with a mortgage fully paid off, reducing their expenses. Recognizing this detail, one way of understanding how well seniors’ housing meets their needs is by looking at what percentage of income a household spends on housing.

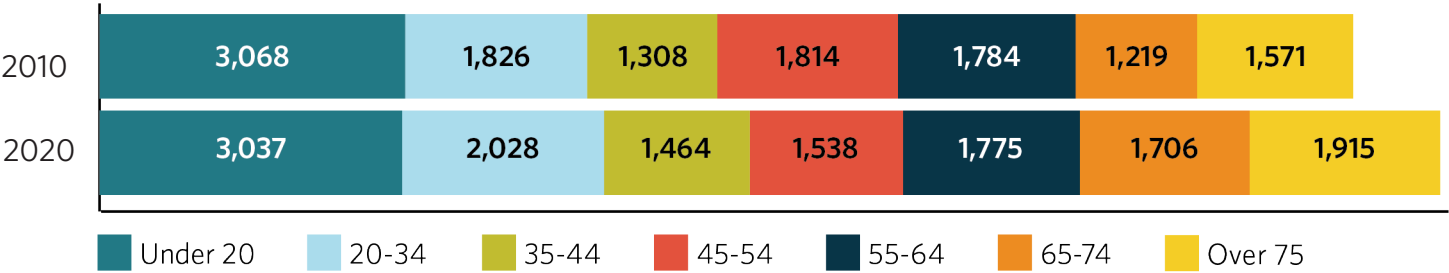


Figure 10: Population in Lincolnwood by Age Group. Source: U.S. Census Bureau Decennial Census, 2010 and 2020

³ Annual income includes income received from wages or salary; Social Security income; retirement income; survivor or disability benefits; and any other sources of income received regularly. Source: U.S. Census Bureau American Community Survey Subject Definitions, 2023.

Housing Needs Assessment

According to the most recent figures, approximately 34% of senior homeowners and 78% of senior renters in Lincolnwood are “housing cost burdened,” paying more than 30% of their income on housing.⁴ Shown in Figure 12, cost burdened seniors make up approximately 850 households, a sizeable portion of the Lincolnwood community.

Aside from finding options that better match their incomes, a subset of seniors may also be interested in housing that fits their physical needs or preferences. When asked in the community survey whether their current home meets their future needs, approximately 85% of respondents answered “yes,” while 15% responded “no.” When asked why their home does not meet their future needs, the most common reasons cited were maintenance requirements (5% of all respondents), physical accessibility (5%), and homeownership costs (5%).

Lincolnwood has already made significant strides to add housing options for seniors through Lincolnwood Place and The Carrington. However, there appears to be an unmet demand for additional downsizing options that enable seniors to remain in the community, particularly those who are cost burdened or have modest incomes and would face challenges affording market-rate senior housing.

⁴ Housing costs for homeowners include their mortgage, insurance, taxes, and utilities. Housing costs for renters include their rent and utilities.

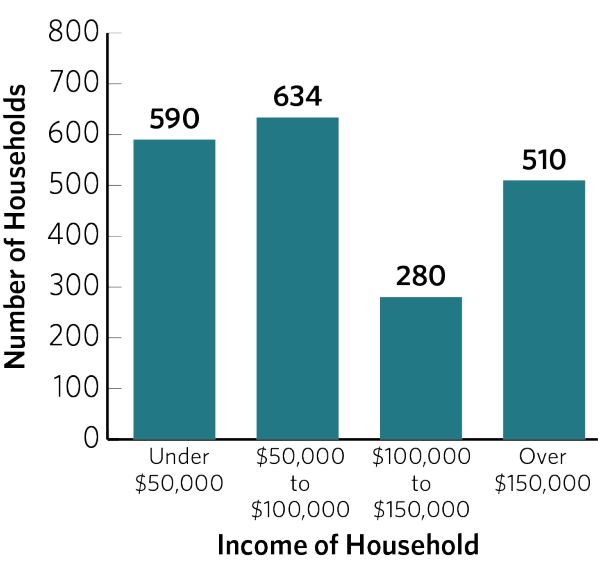


Figure 11: Incomes of Lincolnwood's Senior Households.

Source: U.S. Census Bureau American Community Survey 2019-2023 5-Year Estimate

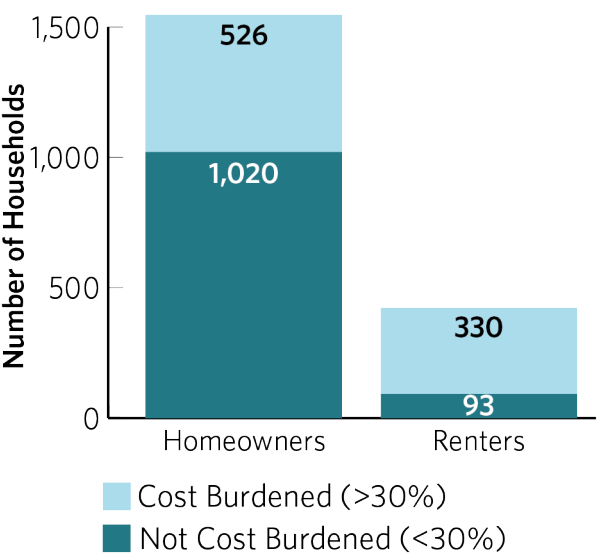


Figure 12: Housing Cost Burden Among Lincolnwood's Senior Households.

Source: U.S. Census Bureau American Community Survey 2019-2023 5-Year Estimate

Housing Needs Assessment

A portion of Lincolnwood's workforce has difficulty finding housing nearby that meets their needs.

Lincolnwood's businesses – ranging from smaller restaurants and offices to those in the Lincolnwood Town Center and the Lincolnwood Business Park – play several important roles in the community, filling needs of residents, bringing in shoppers and commuters each day, and driving economic development. For Lincolnwood's local economy to thrive, it is important that its local businesses thrive as well, and a central component of this is their ability to successfully recruit and retain employees. In this regard, employers are set up well from Lincolnwood's location. Being next to the City of Chicago, several neighboring suburbs with large populations, and multiple transit routes, employers have many potential employees in close proximity.

However, recruitment and retention efforts of employers in certain sectors may still be impacted by the costs of housing in Lincolnwood and nearby communities. About 31% of local jobs are in the health care and social assistance fields and another 33% of local jobs are in the retail, administration and support, or accommodation and food service fields. Shown in Figure 13 below, individuals in non-entry level positions such as retail supervisors and nurse assistants cannot afford the median rent in nearby suburban communities.

Employee	Median Income	Lincolnwood	Skokie	Evanston	Niles	Morton Grove
Retail Salesperson	\$35,158	Neither	Neither	Neither	Neither	Neither
Nurse Assistant	\$43,066	Neither	Neither	Neither	Neither	Neither
Retail Supervisor	\$49,549	Neither	Neither	Neither	Neither	Neither
Chef or Head Cook	\$63,374	Neither	Rent	Neither	Rent	Neither
Production Line Supervisor	\$65,769	Neither	Rent	Neither	Rent	Neither
Elementary School Teacher	\$68,002	Neither	Rent	Rent	Rent	Neither
Firefighter	\$99,554	Neither	Rent	Rent	Rent	Rent
Facilities Manager	\$105,173	Neither	Rent	Rent	Rent	Rent
Compliance Manager	\$134,630	Neither	Own or Rent	Rent	Own or Rent	Own or Rent
Facilities Manager + Chef	\$168,547	Own or Rent	Own or Rent	Own or Rent	Own or Rent	Own or Rent

Figure 13: Can Employees Afford the Median Rent and Median Home Value in Nearby Communities?

Sources: U.S. Census Bureau American Community Survey, 2019-2023 5-Year Estimate; Department of Employment Security's Occupational Employment and Wage Statistics for Cook County, Illinois, 2023. More detail is shown in the Appendix.

Housing Needs Assessment

Individuals working in manufacturing positions such as production line supervisors can afford to rent but not buy a typical home in neighboring suburbs. Shown in the Appendix, when broadening this perspective, workers in retail positions, and certain healthcare positions such as nurse assistants, still find typical rents in many northside Chicago neighborhoods to be higher than they can afford.

In large part due to Lincolnwood's location, most people who work in Lincolnwood have short commutes. Approximately 51% of local workers travel less than 10 miles each direction, and another 25% have commutes between 10 and 25 miles each direction. About 24% of local workers travel over 25 miles each direction. Shown in Figure 14, the majority of these workers commuting over 25 miles travel from the south or southwest and live in southern Cook County or Will County communities that often offer a lower cost of living. Over time, lengthy commutes can have negative impacts on these workers such as added transportation costs and less time with family, as well as impacts on employers through lower retention rates and increased turnover when employees choose positions closer to home.

During the March focus group meeting, attendees confirmed that service-sector employees commute from a wide variety of communities, often in lower-cost areas, and that recruiting and retaining employees has been a challenge for a number of reasons beyond just housing costs and commutes. Looking forward, Lincolnwood has a built-in demand for housing that enables more of its workers to live close to their work, particularly among service-sector workers, certain healthcare professionals, and workers making long commutes.

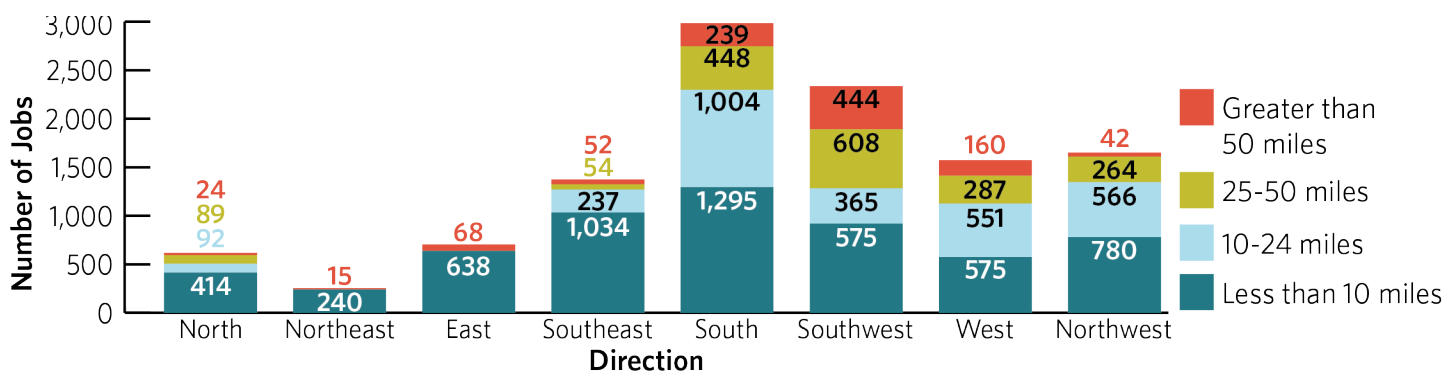


Figure 14: Lincolnwood Job Counts by Distance and Direction of Commutes.

Source: U.S. Census Bureau, Longitudinal Employer-Household Dynamics, 2022

Housing Needs Assessment

Lincolnwood is at risk of losing a portion of its affordable housing stock over time.

Lincolnwood has a supply of homes that offer lower price points due to their age. This housing is often referred to as naturally occurring affordable housing (NOAH) since it is more affordable without being part of a housing subsidy program. Older bungalows and condominiums provide starter home opportunities, while two-flats offer moderate-cost rental options. These options support Lincolnwood’s economic and demographic diversity, addressing several of the housing needs previously mentioned in this report.

Over time, strong demand and market pressures may reduce Lincolnwood’s supply of lower cost housing options. According to the U.S. Census Bureau, Lincolnwood’s homeowner market has had a vacancy rate below 2% since 2010, indicating a tight homeowner market. Lincolnwood has also averaged four residential demolitions per year since 2021.⁵

The addition of District 1860 added supply to the local rental market, easing supply and demand pressures in smaller, older rental buildings. However, smaller, older rental buildings in Lincolnwood and elsewhere are often exposed to several other risks. The properties themselves may present a financial challenge due to needs for significant or unanticipated repairs. Ownership turnover and redevelopment, while addressing repair needs, can contribute to price increases.

Discussed in recommendations to follow, there are external resources that can help property owners make home improvements while preserving affordability over the long term.

⁵ Source: Village of Lincolnwood, December 2024.

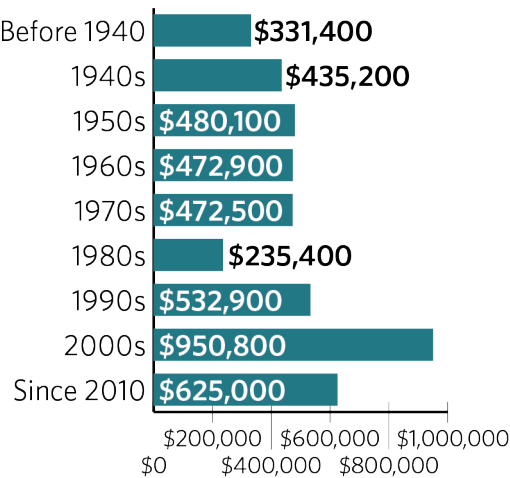


Figure 15: Median Home Value by Year Built in Lincolnwood. Source: U.S. Census Bureau American Community Survey 2019-2023 5-Year Estimate

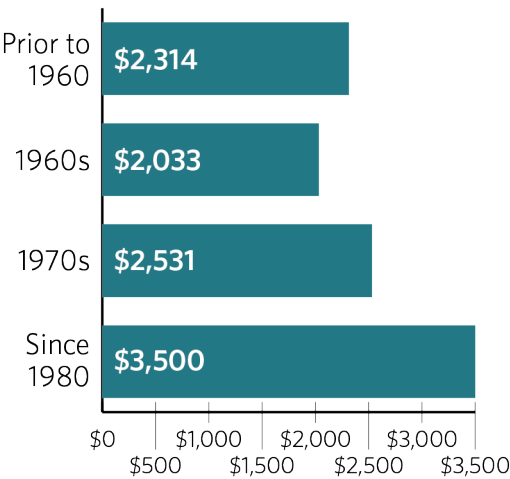


Figure 16: Median Rent by Year Built in Lincolnwood. Source: U.S. Census Bureau American Community Survey 2019-2023 5-Year Estimate

Recommended Strategies

This plan has identified five key housing needs in the Village of Lincolnwood:

- **The Village of Lincolnwood needs an Affordable Housing Plan that is tailored to local needs and supports economic development goals.**
- **Many of Lincolnwood's existing residents face challenges with housing costs.**
- **Some of Lincolnwood's seniors need options that enable them to downsize and remain in the community.**
- **A portion of Lincolnwood's workforce has difficulty finding housing nearby that meets their needs.**
- **Lincolnwood is at risk of losing a portion of its affordable housing stock over time.**

In March of 2025, the *Homes* team convened an expert panel to discuss with Lincolnwood stakeholders how various strategies can assist in addressing local housing needs. As a follow up to this conversation, this action plan recommends the following strategies for Lincolnwood to consider incorporating into its Affordable Housing Plan and implementing in years to come.

- **Pursue the passage of an Inclusionary Housing Ordinance tailored to local development opportunities, including the Lincolnwood Town Center.**
- **Create a Housing Trust Fund.**
- **Explore a Community Land Trust.**
- **Work with external partners to preserve naturally occurring affordable housing.**
- **Consider a Housing Advisory Group.**

Each recommendation is detailed more thoroughly below. Some strategies may be pursued individually, while others are more likely to be coordinated and addressed in tandem.

Recommended Strategies

Strategy #1: Pursue the passage of an Inclusionary Housing Ordinance tailored to local development opportunities, including the Lincolnwood Town Center.

During the Lincolnwood Homes for a Changing Region expert panel, Village Board members heard from two public and private sector leaders – an elected official from the Village of Northbrook and a private market rate developer involved in the City of St. Charles – about their initial experiences with Inclusionary Housing Ordinances. While Northbrook, like Lincolnwood, is a community with less than 10% affordable housing and thus one that must comply with the Affordable Housing and Planning Appeals Act (AHPAA), St. Charles has close to 20% affordable housing, and did not pursue its Inclusionary Housing Ordinance (IHO) because of state law. In both cases, this strategy has proven itself a sustainable approach for advancing municipal housing and economic development policies in collaboration with for-profit developers.

Northbrook's Inclusionary Housing Ordinance

Northbrook Trustee Heather Ross described the process through which she and her Village Board colleagues decided to adopt an IHO. First, Northbrook studied Highland Park's IHO, adopted in 2003, and reviewed its program mechanics and outcomes. Next, Northbrook engaged Community Partners for Affordable Housing (CPAH), a nonprofit that assists Highland Park in implementing its IHO, to help Northbrook think through the various policy aspects of an IHO. After adopting its IHO in 2020, Northbrook partnered with CPAH to help with marketing inclusionary homes, completing income-verification, and managing the waitlist. Throughout, Northbrook benefitted from community education, provided by the local library, that helped ensure the community had accurate information about the topic.

Northbrook's IHO requires that all new housing development with greater than 6 homes either include 15% affordable housing or pay a fee in lieu. The Village offers a density bonus whereby a developer can build an extra market rate home for every affordable home developed.

Recommended Strategies

As of this report, Northbrook's IHO has already produced the following results:

- A 34-townhome development that includes 5 affordable townhomes is currently under construction.
- 48-home affordable multifamily development for families and individuals with disabilities is under construction. The development is part of a site that ultimately anticipates including more than 300 market-rate apartments.

During the expert panel, Trustee Ross also discussed how Northbrook's IHO has played a role in local mall redevelopment efforts. In Northbrook, where Northbrook Court's redevelopment is part of a TIF District, future plans for the site anticipate 2,000 housing options within a mixed-use site including commercial and retail properties. Recognizing this scale, the Village is providing greater flexibility to participating developers in how they meet affordability requirements. Northbrook's IHO generally aims to produce affordable homes within market-rate buildings, allowing alternatives such as fees paid in-lieu of affordable homes provided or land donation for affordable housing on a case-by-case basis. In the case of Northbrook Court, the Village allowed the master plan to include a mix of all three compliance options.

St. Charles' Inclusionary Housing Ordinance

In St. Charles, where Shodeen had a long-term stake and interest in the need to redevelop the Prairie Center Mall, the City's Inclusionary Housing Ordinance gave Shodeen the choice of either providing 10% of the 670 proposed homes as affordable or paying a fee in lieu for each affordable home. Perceiving the cost offsets offered by the City as sufficient, Shodeen chose the former option and appreciated the City's spirit of partnership in this endeavor. Shodeen also identified another developer who could build and manage the affordable component.

Ultimately, the City approved Shodeen's request to structure the affordable component as 75 affordable senior rentals – Anthony Place at Prairie Center – one of 15 standalone multifamily and mixed-use properties with quality design that is intentionally consistent with the high quality market rate buildings. While typically St. Charles' IHO encourages the affordability to be integrated within market rate properties, the City accommodated the development team's request to waive this requirement for feasibility reasons related to Shodeen's unfamiliarity with managing senior affordable properties.

Recommended Strategies

During the expert panel, David Patzelt of Shodeen shared that the added residential rooftops are indeed generating new and needed demand for the site's 80,000 to 116,000 sq. ft. of commercial space, and that St. Charles has already been made whole after its TIF investment.

Applicability in Lincolnwood

St. Charles, Northbrook, and Highland Park are just a few of the Chicago region municipalities that have adopted IHOs. Others include Arlington Heights, Evanston, Lake Forest, Morton Grove, Oak Park, and Skokie. Each IHO offers cost offsets, such as a density bonus and fee waivers for affordable homes, that help the inclusion of affordable homes "pencil out" for developers. However, each IHO varies in its goals and requirements, level of cost offsets, and management. Highland Park, for example, has been particularly successful in part due to its higher density bonus, allowing an additional 1.5 market rate unit for each affordable one provided. Other towns well served by transit can offer parking reductions as well.

Lincolnwood has much to be proud of from its District 1860 development. The attractive mixed-use development expanded the variety of housing choices in Lincolnwood while creating over 80,000 square feet of commercial space, including a grocery store.

In tailoring an IHO for Lincolnwood, the Village would need to consider the following key questions:

- What percentage of a new development would be required to be affordable, and at what income level(s)?
- How important is the provision of affordable homes included in new development versus the collection of in-lieu fees?
- What size in-lieu fee is appropriate?
- What level of density bonus and other cost offsets are appropriate to help inclusionary housing developments be financially feasible?
- Would the Village partner with a nonprofit, such as Northbrook and Highland Park's partnership with CPAH, to market inclusionary homes, perform income verification, and manage waitlists?
- How would the community be educated about this potential policy?

As in Northbrook, it may be beneficial to work with an entity such as CPAH to help the Village think through the parameters of an IHO that are best fit for Lincolnwood. For reference, IHO policy details and outcomes for both Northbrook and Highland Park are summarized in the Appendix.

Recommended Strategies

As the only large-scale rental development in Lincolnwood, District 1860 provides insight into rental demand and prices in new construction. Rents at District 1860 start at \$2,045 for studio apartments, \$2,507 for one bedrooms, \$3,384 for two bedrooms, and to \$4,123 for three bedrooms. Without an IHO, future redevelopment would likely replicate these rent levels. The creation of an IHO would guide new development to include a percentage of affordable homes, alongside market-rate homes, that address needs of Lincolnwood's seniors, workforce, and cost-burdened renters.

Given the size and limited land availability in Lincolnwood, the redevelopment of the Lincolnwood Town Center offers the greatest opportunity to address current housing needs in a manner that also generates needed demand for the Lincolnwood Town Center's future and economic vitality. To attract and guide development in this space, as noted by David Patzelt during the expert panel, sophisticated developers will look to the Village for predictability and partnership. The sooner an IHO can pass, the clearer the direction will be for developers. Increased predictability can help developers understand expectations and potential cost offsets provided by an IHO. The Village can also provide added predictability by proactively tailoring mixed-use zoning regulations for the Lincolnwood Town Center. Added predictability, by saving developers time and money, in turn increases their ability to advance the Village's redevelopment goals.

Developments Produced by Inclusionary Housing Ordinances in the Chicago Region



Albion at Renaissance Place, Highland Park

89 apartments, 10 of which are affordable



Anthony Place, St. Charles

75 affordable apartments for seniors



Albion at Highland Park, Highland Park

161 apartments, 17 of which are affordable



Prairie Center, St. Charles

Mixed-use development including 595 market-rate apartments, Anthony Place, and 80,000 to 116,000 square feet of commercial space



555 Roger Williams Ave, Highland Park

30 apartments, 5 of which are affordable, and 5,470 square feet of ground-floor commercial space



1657 Shermer Road, Northbrook

48 affordable homes under construction for families and individuals with disabilities

Recommended Strategies

Next Steps:

- **Exploring an Inclusionary Housing Ordinance:**
 - Consider a process and timeline for drafting an Inclusionary Housing Ordinance.
 - Tour inclusionary developments in Highland Park and St. Charles.
 - Engage needed partners, such as CPAH, to evaluate an Inclusionary Housing Ordinance approach tailored to Lincolnwood, and to help craft a community engagement and education strategy.
- **Working toward passage of an Inclusionary Housing Ordinance:**
 - Familiarize key Village leadership and partners with how Cook County's Affordable Housing Special Assessment Program and IHDA's multifamily financing department can provide resources that bolster the Village's Inclusionary Housing Ordinance goals.
 - Consider a community education component, as in Northbrook, to ensure accuracy of information shared.
 - Formalize an Inclusionary Housing Ordinance for Lincolnwood.
- **Addressing Lincolnwood Town Center redevelopment:**
 - Formalize mixed-use zoning for the Lincolnwood Town Center.

Recommended Strategies

Strategy #2: Create a Housing Trust Fund.

A Housing Trust Fund creates a new pool of money, which grows over time, that the community can use to help finance affordable housing, housing repairs, or other related programs. At the expert panel, Trustee Ross described Northbrook's experience with a Housing Trust Fund, which has already raised nearly a million dollars in just a few years.

Money from a Housing Trust Fund is made available to developers, owners, or operators of housing developments. It may also be used to support other housing programs such as down payment assistance, homebuyer education, or housing repair or accessibility improvements. Housing Trust Funds can play an important role in providing gap financing for new inclusionary or affordable developments. In St. Charles, for example, Anthony Place received funding from St. Charles' Housing Trust Fund.

A major benefit of Housing Trust Funds is their flexibility. The municipality administering the Housing Trust Fund can choose what activities the fund can be utilized for, allowing this tool to be uniquely designed for the community it serves. Similarly, there is flexibility in how the funds can be allocated to meet the Village's priorities, such as grants, forgivable loans, credit guarantees, and more.

The Skokie Home Improvement Program

The Village of Skokie recently began utilizing a portion of its Community Development Block Grant funds to finance up to \$12,000 in repairs and improvements for Skokie homeowners.

The Village partners with the North West Housing Partnership, an area nonprofit, to manage the program. Households earning under 80% AMI who own single family homes, condominiums, or townhomes are eligible for a grant to cover basic structural repairs and expenses related to roofs, doors, windows, electrical, plumbing, heating, and weatherization. Funding may also be used for accessibility improvements. All work is done by licensed and insured contractors known to the North West Housing Partnership.

If Lincolnwood establishes a Housing Trust Fund, the Village could use a portion of funds to create a similar program.

Recommended Strategies

A first step for Lincolnwood would be to determine an approach to funding. If Lincolnwood chooses to adopt an Inclusionary Housing Ordinance with a fee-in-lieu option, a Housing Trust Fund would receive the funds raised. Additionally, a teardown fee is often used to help supply a Housing Trust Fund. Highland Park, Northbrook, Oak Park, and Evanston, for example, direct both in-lieu fees generated by their IHOs and teardown fee revenues to their Housing Trust Funds. During the Lincolnwood expert panel, Trustee Heather Ross shared that Northbrook's \$10,000 teardown fee has already raised \$780,000 for the Housing Trust Fund. Funds raised from a smaller number of demolitions per year would incrementally build up a Housing Trust Fund over time.

Lincolnwood could then evaluate how the Village Board would use a Housing Trust Fund. An initial menu of appropriate options could include:

- Gap financing for new development.
- Acquisition costs for a property to be acquired and placed into a Community Land Trust, described in recommendation #3 to follow.
- Gap financing for the preservation of naturally occurring affordable housing (NOAH), described in recommendation #4 to follow.
- A home repair or handyman program.

Next Steps:

- **Decide how to fund a Housing Trust Fund.**
- **Determine local priorities for a Housing Trust Fund.**
- **Adopt an ordinance to establish guidelines and administration procedures for a Housing Trust Fund.**

Recommended Strategies

Strategy #3: Explore a Community Land Trust.

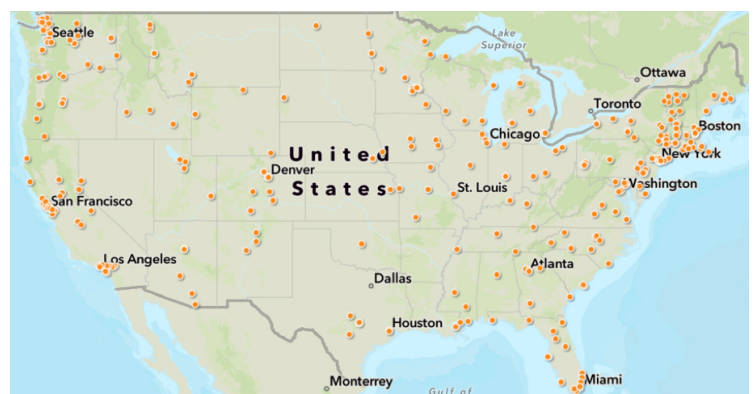
In strong markets with historically high housing prices, Community Land Trusts are an effective tool for keeping owner-occupied homes affordable in perpetuity. A Community Land Trust is a non-profit organization, governed by a board of residents and public representatives, that builds new and/or purchases existing properties and then sells the homes at an affordable price while keeping ownership of the land itself. The Lincolnwood expert panel included a presentation from Rob Anthony, President of Community Partners for Affordable Housing (CPAH). CPAH, based in Lake County but working in both Cook and Lake Counties, operates one of the nation's most well-known and effective Community Land Trusts.

At the Expert Panel, Rob described how CPAH's model works to ensure "affordability in perpetuity" for the homes that are part of the Community Land Trust. CPAH utilizes funding from federal, state, and local sources to develop new housing or acquire and rehab existing housing. CPAH then sells the home to low- or moderate-income households⁶, while CPAH retains ownership of the underlying land and leases that land to the homeowner. By doing this, CPAH takes the land value out of the equation and is able to make the home affordable in perpetuity. When the home is sold in the future, whether that be one year later or 20 years later, the Community Land Trust uses a resale formula to ensure that it is sold to another low-or moderate-income household.

An Overview of Community Land Trusts.

A 2022 report found over 300 Community Land Trusts across the country, a 30% increase since 2011. The report also found that 87% of households who purchased Community Land Trust homes were first-time homebuyers.

Source: Grounded Solutions Network



⁶ Homebuyers of Community Land Trust homes generally have incomes at or below 80% of the area median income, or in some cases up to 120% of the area median income. See the Appendix for more detail on how this income threshold translates to real household incomes.

Recommended Strategies

The resale price of a home is calculated in a way that allows homeowners to gain a fair share of appreciation while still preserving the home as affordable for the next homebuyer. This ensures that the original buyer is able to build wealth while still maintaining the home's affordability so that the Community Land Trust investment benefits multiple households over time. The CPAH Community Land Trust currently holds over 100 homes in Highland Park, Evanston, Lake Forest, and Wilmette.

A Community Land Trust in Lincolnwood could start small and build its capacity over time. A key step for Lincolnwood would be identifying funds to support this initiative. Without a Housing Trust Fund (or a similar source of dedicated resources), a Community Land Trust is not able to perform its functions. Community Land Trusts often utilize a combination of local, county, federal, and foundation funding to acquire additional homes over time.

If Lincolnwood creates a Housing Trust Fund, a Community Land Trust would be an efficient use of these resources. As Trustee Ross noted during the expert panel, Northbrook is currently considering utilizing some of its Housing Trust Fund dollars to add Community Land Trust homes. Over the longer term, a Community Land Trust can obtain funds from other county, state, federal, or foundation resources as they become available.

Community Land Trusts are a proven model but complex enough to warrant more education. For initial guidance, Lincolnwood could turn to CPAH and/or the Grounded Solutions Network, a national expert on Community Land Trusts.

Next Steps:

- **Receive a presentation from CPAH about Community Land Trusts for more education.**
- **If a Housing Trust Fund is created, consider using a portion to support the creation of Community Land Trust homes in Lincolnwood.**
- **Engage Cook County to explore its interest in supporting a Community Land Trust through the Community Development Block Grant program.**

Recommended Strategies

Strategy #4: Work with external partners to preserve naturally occurring affordable housing.

Though small, there is an older stock of properties in Lincolnwood that already provide rental options at lower, more affordable prices for residents. Given the high demand driving up price points for any newer rental housing, Lincolnwood’s “naturally occurring affordable housing” (NOAH) may soon be unaffordable to many of the residents currently residing in those properties. Preserving this supply of older, more affordable homes is important because it is more efficient and less expensive to keep what already exists in the community than to create new affordable options. At the Lincolnwood expert panel, Preservation Compact Director Maggie Cassidy shared information about the Preservation Compact and resources available for the preservation of NOAH.

A collaboration of partners committed to preserving affordable rental housing, the Preservation Compact includes all levels of government, for-profit developers, non-profit developers, lenders, civic groups, and tenant advocacy groups. The Preservation Compact drives intentional, coordinated strategies that preserve affordable rental housing. Launched in 2007, the Preservation Compact is housed at Community Investment Corporation (CIC), a non-profit community development financial institution that has financed affordable rental housing for 35 years.

Program	Organization	Detail
Property Management Training	Community Investment Corporation	Property management training to equip local property owners with knowledge to better market, manage, and maintain a residential rental property.
Opportunity Investment Fund	Community Investment Corporation	Below-market financing for property owners who lease a portion of rentals to lower-income residents. Typically, participating property owners lease to residents in rental assistance programs, meaning that property owners retain market-rate rents and the same bottom line.
Affordable Housing Special Assessment Program	Cook County	Created in 2022, the program can reduce property tax assessments for local property owners who make improvements to their properties. The tax reduction is based proportionately to the percentage of homes that remain affordable (15-35%).

Figure 17: Programs To Help Preserve Existing Affordable Rental Housing.

Recommended Strategies

At the panel, Maggie recommended that Lincolnwood support local property owners in accessing resources to preserve the affordability of their properties (see Figure 17). At the moment, the Affordable Housing Special Assessment Program is available for buildings of at least 7 units, and the Opportunity Investment Fund for buildings of 5 or more units. Looking forward, Lincolnwood could remain in contact with the Preservation Compact about strategies for its two-flats and other small rental buildings.

Several other resources exist for Lincolnwood homeowners and property owners to address needed maintenance and accessibility improvements, which in turn help preserve the community's older housing stock. The Older Adult Home Modification Program and Senior Handyman Program run by the Northwest Housing Partnership are not currently serving Niles Township, however, the organization has expressed interest in expanding into this area.

Program	Organization	Detail
Home Repair and Accessibility Program	Northwest Housing Partnership	Provides up to \$45,000 in 5-year forgivable loans to income-eligible households in owner-occupied single-family homes for essential repairs and accessibility improvements.
Senior Handyman Program	Northwest Housing Partnership	Connects seniors of any income with trusted handymen for small repairs and accessibility improvements around the home on a sliding scale based on household income.
Older Adult Home Modification Program (OAHMP)	Northwest Housing Partnership	Provides simple, low-cost home modifications and repairs for income-eligible senior homeowners to help them age in place. The OAHMP incorporates an occupational therapist and registered nurse at no cost.
Home Energy Savings Program	Chicago Bungalow Association	Provides moderate-income homeowners with free home energy services and improvements aimed at decreasing utility costs.
Single-Family and Multifamily Home Energy Savings Programs	Elevate Energy	Elevate Energy operates a variety of improvement and repair programs for homeowners and property owners in the Chicago region, mostly focused on energy efficiency improvements to lower housing costs.

Figure 18: Programs To Help Homeowners And Property Owners With Maintenance And Improvements.

Recommended Strategies

Next Steps:

- Inform Lincolnwood's rental property owners of property management training provided by the Community Investment Corporation.
- Maintain contact with the Preservation Compact about strategies for smaller apartment buildings.
- Compile and distribute resources on home maintenance to homeowners.

Recommended Strategies

Strategy #5: Consider a Housing Advisory Group.

In the examples discussed during the Lincolnwood expert panel, local leaders in Highland Park, Northbrook, and St. Charles identified ways to ensure ongoing attention to the policy and implementation of their Inclusionary Housing Ordinances, Housing Trust Funds, and other programs and partnerships advancing the municipalities' housing goals. Lincolnwood may find value in creating a housing advisory group to add capacity to Board efforts, provide recommendations on strategies, and utilize residents' expertise on various aspects of housing.

Lincolnwood has several options to choose from if it sees value in a housing advisory group:

- A Housing Commission is utilized on an ongoing basis to guide ongoing programs and policies.
- A Housing Task Force is generally utilized for a specific focus and over a shorter-term, such as 1-3 years.
- A Committee of the Village Board could also serve this role, either as a transitional or a long-term approach.

Communities in the Chicago region that have formed a Housing Commission include St. Charles, Arlington Heights, Lake Forest, Highland Park, Park Forest, Oak Park, and Wilmette. Communities with a Housing Commission often appoint a Board member to the commission as a liaison. Taking a different approach, Northbrook recently created a Committee of the Board to guide its Housing Trust Fund.

While a Village Board has ultimate control and would maintain communication with any new entity created, its leadership in creating an advisory group to report back to it with analysis and recommendations may be a more sustainable model than trying to take on all housing issues at the Village Board level.

If Lincolnwood were to create a housing advisory group, its first tasks could be, for example, to use this report as a starting point and begin addressing the recommendations above, forming partnerships where beneficial and revising recommendations as needed. The housing advisory group could begin the process of thinking about how an Inclusionary Housing Ordinance would work best for Lincolnwood, provide recommendations to the Board on best uses of a Housing Trust Fund, and learn more about the Community Land Trust model.

Recommended Strategies

A housing advisory group could also communicate and coordinate with neighboring municipalities, potentially participating in a sub-regional approach to housing issues such as home preservation and maintenance, as well as affordability.

Some municipalities structure monthly Housing Commission meetings, while others like St. Charles meet “as needed,” generally once per quarter. In communities that have a Housing Commission, the commission provides research and recommendations to the Village Board, which then makes the final decisions. Whatever the model, a local housing advisory group can provide ongoing attention to housing issues and shift resident engagement from reactive to proactive.

It may be particularly useful for a Housing Commission to include employers and faith-based leaders in further discussions about how they can support and be supported by the Village’s housing strategies. Such dialogue would contribute greatly to broader outreach and education efforts, while also providing tangible resources to all involved.

If the Village does not want to pursue an ongoing Housing Commission, it has other options. The Village could create a temporary housing task force for a specific task (i.e. initial research into an Inclusionary Housing Ordinance). The Village could form a Committee of the Village Board, as Northbrook created. Or, the Village can handle decisions at the Board level.

Next Steps:

- **Consider whether a housing advisory group is worth pursuing.**
- **Recruit a diverse group of participants, including groups such as local employers, faith-based leaders, realtors, the local school district, nonprofits, homeowners, and renters.**
- **Create a specific work plan for a housing advisory group.**

Key Contacts

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Appendix A: Required Components of Affordable Housing Plans and Considerations for Lincolnwood

Required Components

According to the State of Illinois' Affordable Housing Planning and Appeal Act (AHPAA), the following components are required within Lincolnwood's Affordable Housing Plan:

1. A statement of the total number of affordable housing units that are necessary to exempt the local government from the operation of the AHPAA.
2. An identification of lands within the jurisdiction that are most appropriate for the construction of affordable housing and of existing structures most appropriate for conversion to, or rehabilitation for, affordable housing, including a consideration of affordable housing for both owner-occupied dwelling units and dwelling units for rent, lands and structures of developers who have expressed a commitment to provide affordable housing, and lands and structures that are publicly or semi-publicly owned.
3. Incentives that local governments may provide for the purpose of attracting affordable housing to their jurisdictions.
4. A description of any housing market conditions, infrastructure limitations, local government ordinances, including zoning and land use ordinances, local government policies or practices that do not affirmatively further fair housing as defined in the federal Fair Housing Act, and other factors that may constrain the local government's ability to create and preserve affordable housing.
5. A plan or potential strategies to eliminate or mitigate the constraints identified in item 4.
6. One or more of the following goals:
 - a. A minimum of 15% of all new development or redevelopment within the local government that would be defined as affordable housing.
 - b. A minimum of a 5% increase in the overall percentage of affordable housing within the jurisdiction.
 - c. Or a minimum of a total of 10% affordable housing within the jurisdiction.
7. Proposed timelines to commence, within the first 24 months after the date upon which the affordable housing plan was adopted, for actions to implement the components of the affordable housing plan.

For more information on the AHPAA, see the Illinois Housing Development Authority's [2023 Handbook for Local Governments](#).

Appendix A: Required Components of Affordable Housing Plans and Considerations for Lincolnwood

Considerations

While the following section helps translate recommendations from Lincolnwood's Homes for a Changing Region housing action plan into components of an Affordable Housing Plan, each decision should be determined by Lincolnwood's Village Board.

1) Calculating the Number of Affordable Homes that Would Exempt Lincolnwood from the AHPAA.

In the Illinois Housing Development Authority's 2023 calculation, 318 of 4,766 homes in Lincolnwood, or 6.7% of the community's housing stock, were considered affordable. To reach the 10% threshold and exempt the municipality from the AHPAA, Lincolnwood would need to add 174 affordable homes. The AHPAA does not stipulate a timeframe by which the 10% threshold needs to be met.

2) Identification of Areas Appropriate for Affordable Housing

To identify areas appropriate for affordable housing, the Village can consider:

- Areas within Lincolnwood's most recent comprehensive plan that are considered appropriate for additional multifamily housing or mixed-use development.
- The Lincolnwood Town Center, given the Lincolnwood Town Center Concept Plan's considerations for multifamily and mixed-use development.
- Areas of Lincolnwood where "naturally occurring affordable housing" may be preserved by a Community Land Trust, if utilized.

3) Incentives that Local Governments May Provide

If Lincolnwood drafts and adopts an Inclusionary Housing Ordinance similar to that of Highland Park and Northbrook, such an ordinance would include the following incentives:

- Waiving of fees imposed by the Village (application, building permit, plan review, inspection, demolition, impact, etc.) for affordable units provided.
- An allowance of additional market-rate units for affordable units provided.

Appendix A:

Required Components of Affordable Housing Plans and Considerations for Lincolnwood

The Village may also consider expedited approvals for developments that provide affordable units. While not a regulatory or monetary incentive, the Village could connect market-rate developers with a trusted list of local nonprofit affordable housing developers whose partnership can support the inclusion of affordable units in new private development.

4) Factors that Constrain the Local Government’s Ability to Create and Preserve Affordable Housing

As in other communities subject to the AHPAA, constraining factors in Lincolnwood include:

- Limited availability of undeveloped and municipally-owned land.
- High land values.
- Strong demand and high housing prices for both owner-occupied and renter-occupied housing.
- High construction costs.

5) Potential Strategies to Eliminate or Mitigate Constraints

If implemented, the following actions would help mitigate constraints mentioned above:

- Adoption of an Inclusionary Housing Ordinance that includes incentives for housing development that includes an affordable housing component.
- Utilization of a Housing Trust Fund to provide gap financing for a new housing development that includes an affordable housing component.
- Utilization of a Community Land Trust to preserve the affordability of homes in perpetuity.

6) Selection of One or More Goals

The first goal offered by the AHPAA – 15% of all new development or redevelopment being affordable housing – is the most likely to be achieved. As an example, in a multifamily development the size of District 1860, which has 299 homes, 15% of these homes being affordable would result in 45 new affordable homes and an increase in Lincolnwood’s affordable housing percentage.

15% of New Housing Being Affordable			
	Current Homes	Additional Homes	Sum
Affordable	318	45	363
Total	4,766	299	5,065
% Affordable	6.7%	15.0%	7.2%

Appendix A: Required Components of Affordable Housing Plans and Considerations for Lincolnwood

7) Proposed Timelines to Commence

The AHPAA states that Affordable Housing Plans must include proposed timelines to commence, within the first 24 months after the date upon which the affordable housing plan was adopted, for actions to implement the components of the affordable housing plan.

Timelines for actions should be determined by the Lincolnwood Village Board. The following table serves as an example that can help Lincolnwood think about an order of next steps and how they may set up one another.

Strategy	Next step	General Timeframe
Pursue passage of an Inclusionary Housing Ordinance (IHO)	Tour inclusionary developments in Highland Park and St. Charles.	Short-term
	Familiarize key Village leadership and partners with how Cook County's Affordable Housing Special Assessment Program and IHDA's multifamily financing department can provide resources that bolster the Village's IHO goals.	Short-term
	Evaluate an IHO approach tailored to Lincolnwood.	Mid-term
Create a Housing Trust Fund	Decide how to fund a Housing Trust Fund.	Mid-term
	Determine local priorities for a Housing Trust Fund.	Mid-term
Explore a Community Land Trust	Receive a presentation from Community Partners for Affordable Housing about Community Land Trusts for more education.	Short-term
	If a Housing Trust Fund is created, consider using a portion to support the creation of Community Land Trust homes in Lincolnwood.	Long-term
Work with external partners to preserve naturally occurring affordable housing	Inform Lincolnwood's rental property owners of property management training provided by the Community Investment Corporation.	Ongoing
	Maintain contact with the Preservation Compact about strategies for smaller apartment buildings.	Ongoing
	Compile and distribute resources on home maintenance to homeowners.	Ongoing
Consider a Housing Advisory Group	Consider whether a housing advisory group is worth pursuing.	Short-term

Appendix B: Data Tables

Area Median Income (AMI) Limits for the Chicago Region, 2025.

	Area Median Income Limits, 2025		
Household Size	50%	60%	80%
1	\$42,000	\$50,400	\$67,100
2	\$48,000	\$57,600	\$76,750
3	\$54,000	\$64,800	\$86,350
4	\$59,950	\$71,940	\$95,900
5	\$64,750	\$77,700	\$103,600
6	\$69,550	\$83,460	\$111,125

Income limits are for the Chicago Metropolitan Area and took effect on April 1, 2025.

Source: 2025 Income Limits for the Chicago-Naperville-Joliet IL HUD Metro Area.

The Low-Income Housing Tax Credit (LIHTC) program, which accounts for the majority (approximately 90%) of all affordable rental housing created in the United States today, utilizes the above income thresholds. Developers utilizing the LIHTC program can choose one of three options:

- At least 20% of units serve households up to 50% AMI.
- At least 40% of units serve households up to 60% AMI.
- Affordable units serve households up to 80% AMI, as long as at least 40% of the total units are rent and income restricted and the average income limit for all tax credit units in the project is at or below 60% AMI.

Source: Illinois Housing Development Authority.

Appendix B: Data Tables

Comparing Worker Incomes to Housing Prices in Lincolnwood and Nearby Communities.

Employee	Median Income (2023)	% of Area Median Income (2023)	Lincolnwood	Skokie	Evanston	Niles	Morton Grove
Retail Salesperson	\$35,158	40%	Neither	Neither	Neither	Neither	Neither
Nurse Assistant	\$43,066	48%	Neither	Neither	Neither	Neither	Neither
Retail Supervisor	\$49,549	56%	Neither	Neither	Neither	Neither	Neither
Chef or Head Cook	\$63,374	71%	Neither	Rent	Neither	Rent	Neither
Production Line Supervisor	\$65,769	74%	Neither	Rent	Neither	Rent	Neither
Elementary School Teacher	\$78,729	89%	Neither	Rent	Rent	Rent	Neither
Firefighter	\$99,554	112%	Neither	Rent	Rent	Rent	Rent
Facilities Manager	\$105,173	118%	Neither	Rent	Rent	Rent	Rent
Compliance Manager	\$134,630	152%	Neither	Own or Rent	Rent	Own or Rent	Own or Rent
Facilities Manager + Chef	\$168,547	190%	Own or Rent	Own or Rent	Own or Rent	Own or Rent	Own or Rent

Median Rent (2023)	\$3,500	\$1,491	\$1,698	\$1,247	\$2,210
Median Home Value (2023)	\$475,400	\$368,600	\$472,300	\$350,900	\$377,000

Income to Afford Median Rent	\$140,000	\$59,640	\$67,920	\$49,880	\$88,400
Income to Afford Median Home Value	\$158,467	\$122,867	\$157,433	\$116,967	\$125,667

Employee	Median Income (2023)	% of Area Median Income (2023)	West Ridge (60645)	Rogers Park (60626)	North Park (60659)	Forest Glen (60646)
Retail Salesperson	\$35,158	40%	Neither	Neither	Neither	Neither
Nurse Assistant	\$43,066	48%	Neither	Neither	Neither	Neither
Retail Supervisor	\$49,549	56%	Neither	Neither	Neither	Neither
Chef or Head Cook	\$63,374	71%	Rent	Rent	Rent	Rent
Production Line Supervisor	\$65,769	74%	Rent	Rent	Rent	Rent
Elementary School Teacher	\$78,729	89%	Rent	Rent	Rent	Rent
Firefighter	\$99,554	112%	Rent	Own or Rent	Rent	Rent
Facilities Manager	\$105,173	118%	Own or Rent	Own or Rent	Rent	Rent
Compliance Manager	\$134,630	152%	Own or Rent	Own or Rent	Own or Rent	Rent
Facilities Manager + Chef	\$168,547	190%	Own or Rent	Own or Rent	Own or Rent	Own or Rent

Median Rent (2023)	\$1,424	\$1,265	\$1,391	\$1,241
Median Home Value (2023)	\$308,200	\$269,000	\$358,800	\$493,600

Income to Afford Median Rent	\$56,960	\$50,600	\$55,640	\$49,640
Income to Afford Median Home Value	\$102,733	\$89,667	\$119,600	\$164,533

Appendix B: Data Tables

Comparing Worker Incomes to Housing Prices in Lincolnwood and Nearby Communities (continued).

Employee	Median Income (2023)	% of Area Median Income (2023)	Albany Park/ Lincoln Square (60625)	Edgewater (60660)	Edison Park/ Norwood Park (60631)	Uptown (60640)	Irving Park/ Avondale/ North Center (60618)
Retail Salesperson	\$35,158	40%	Neither	Neither	Neither	Neither	Neither
Nurse Assistant	\$43,066	48%	Neither	Neither	Neither	Neither	Neither
Retail Supervisor	\$49,549	56%	Neither	Neither	Neither	Neither	Neither
Chef or Head Cook	\$63,374	71%	Rent	Rent	Neither	Rent	Rent
Production Line Supervisor	\$65,769	74%	Rent	Rent	Rent	Rent	Rent
Elementary School Teacher	\$78,729	89%	Rent	Rent	Rent	Rent	Rent
Firefighter	\$99,554	112%	Rent	Own or Rent	Rent	Rent	Rent
Facilities Manager	\$105,173	118%	Rent	Own or Rent	Rent	Rent	Rent
Compliance Manager	\$134,630	152%	Own or Rent	Own or Rent	Rent	Own or Rent	Rent
Facilities Manager + Chef	\$168,547	190%	Own or Rent	Own or Rent	Own or Rent	Own or Rent	Rent
Median Rent (2023)			\$1,455	\$1,286	\$1,604	\$1,374	\$1,534
Median Home Value (2023)			\$396,700	\$287,500	\$431,400	\$363,300	\$538,300
Income to Afford Median Rent			\$58,200	\$51,440	\$64,160	\$54,960	\$61,360
Income to Afford Median Home Value			\$132,233	\$95,833	\$143,800	\$121,100	\$179,433

Notes:

AMI refers to the Area Median Income, which is the median household income across a Metropolitan Statistical Area. According to the U.S. Census Bureau American Community Survey, the AMI for the Chicago region was \$88,850 in 2023.

The analysis assumes that renters can afford to pay 30% of their monthly income on housing and assumes that a household can afford to buy a home 3x their annual income.

Sources:

Median Rent and Median Owner-Occupied Home Value are from the U.S. Census Bureau American Community Survey, 2019-2023 5-Year Estimate.

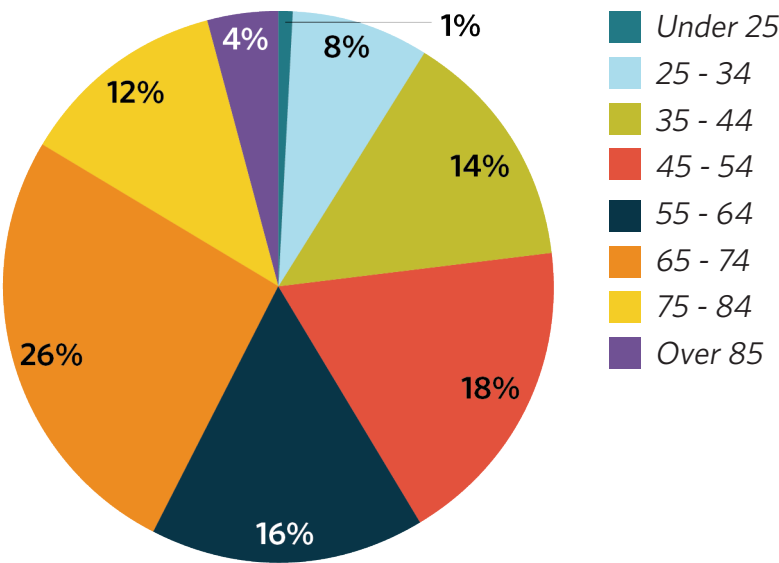
Median Incomes for occupations are from the Illinois Department of Employment Security's Occupational Employment and Wage Statistics for Cook County, Illinois, 2023.

Appendix C: Community Survey Results

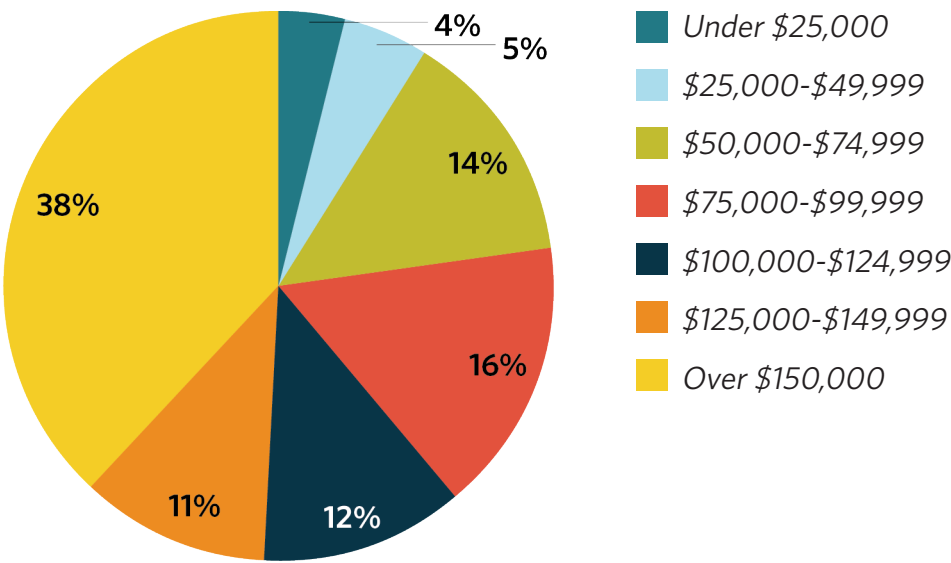
140 residents responded to the Lincolnwood *Homes for a Changing Region* community survey, which was open from January 7, 2025, through March 18, 2025.

Respondent Demographics

What is your age range?

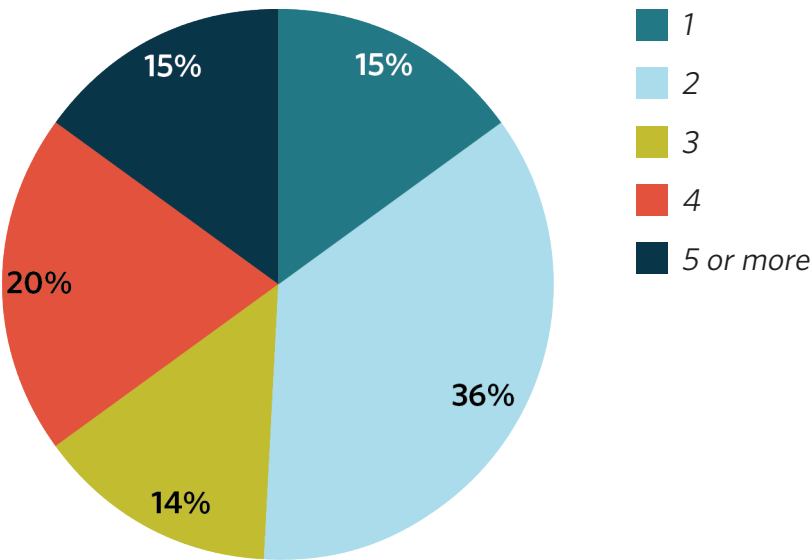


What is your household income range?

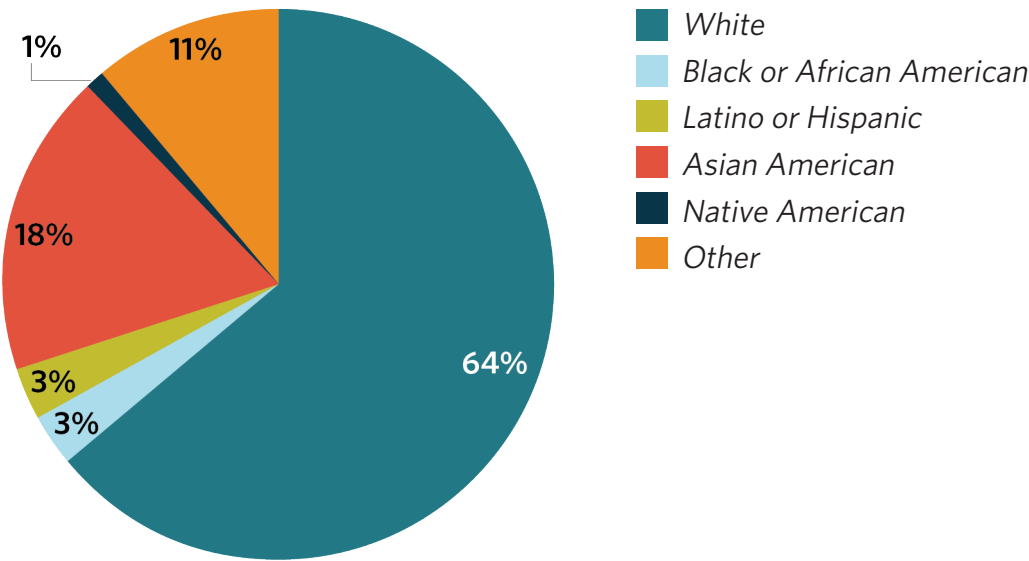


Appendix C: Community Survey Results

How many people are in your household?

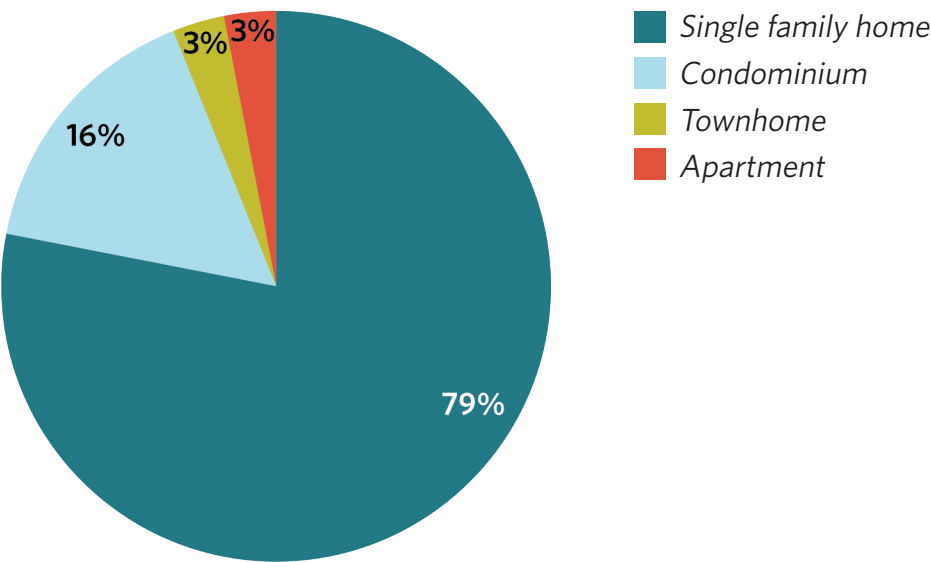


What is your race or ethnicity?

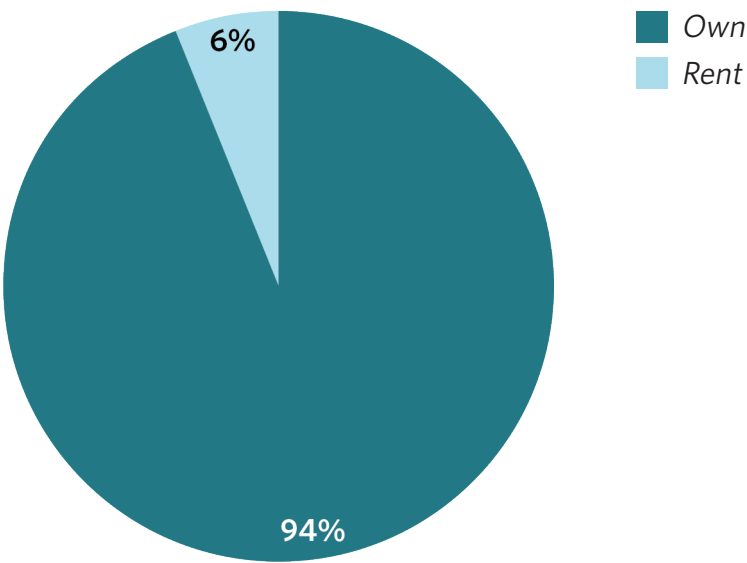


Appendix C: Community Survey Results

What type of housing do you currently live in?

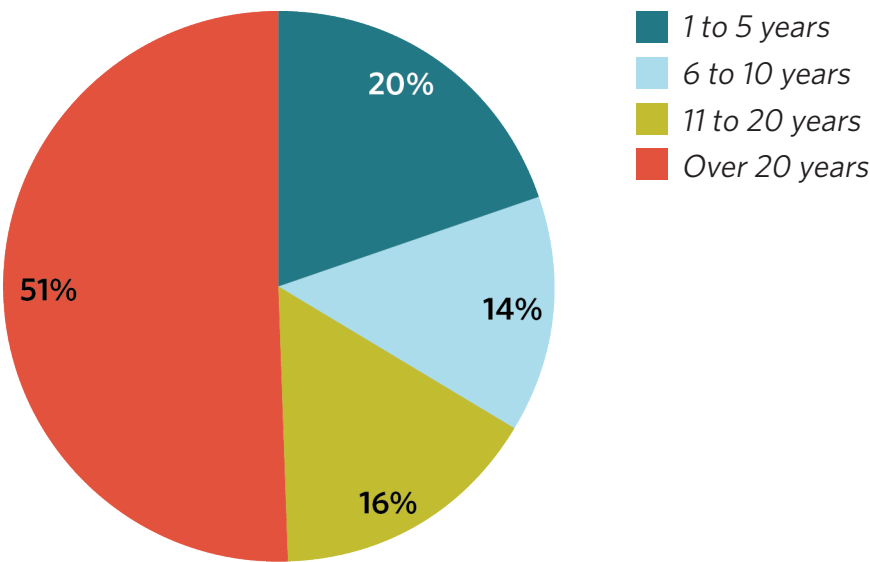


Do you currently own or rent your home?

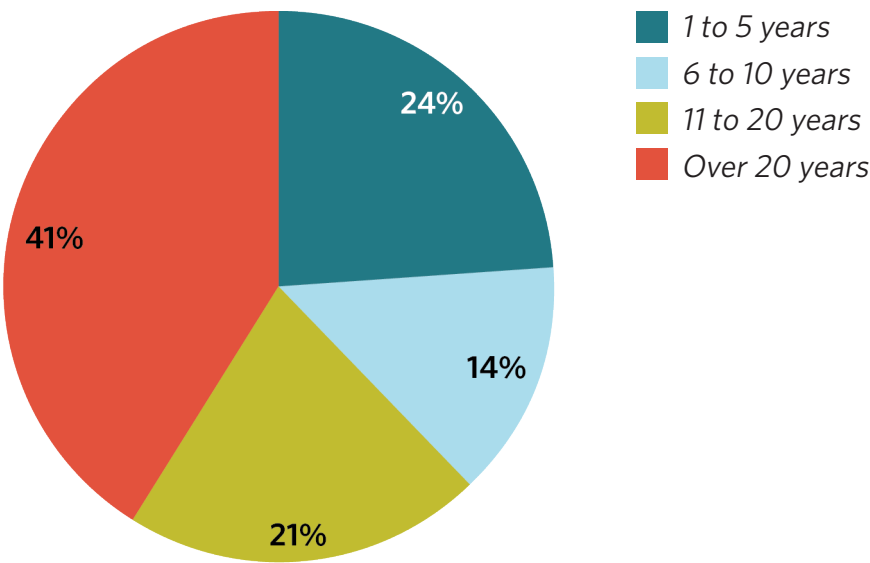


Appendix C: Community Survey Results

How long have you lived in Lincolnwood?



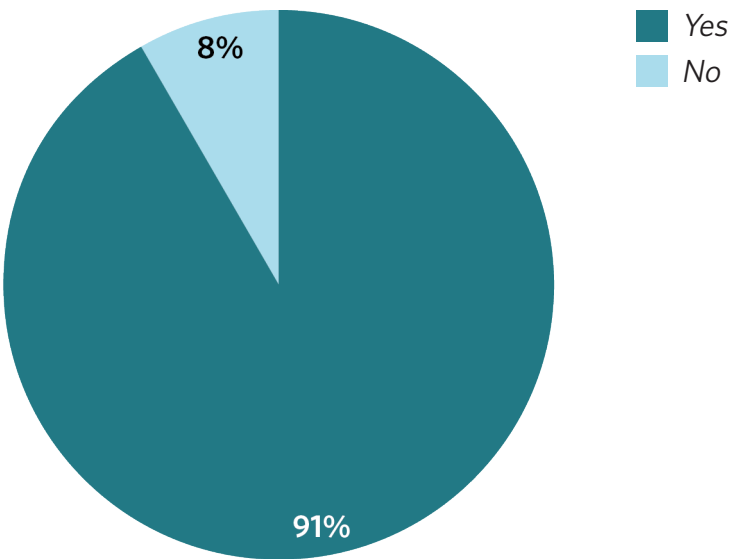
How long have you lived in your current home?



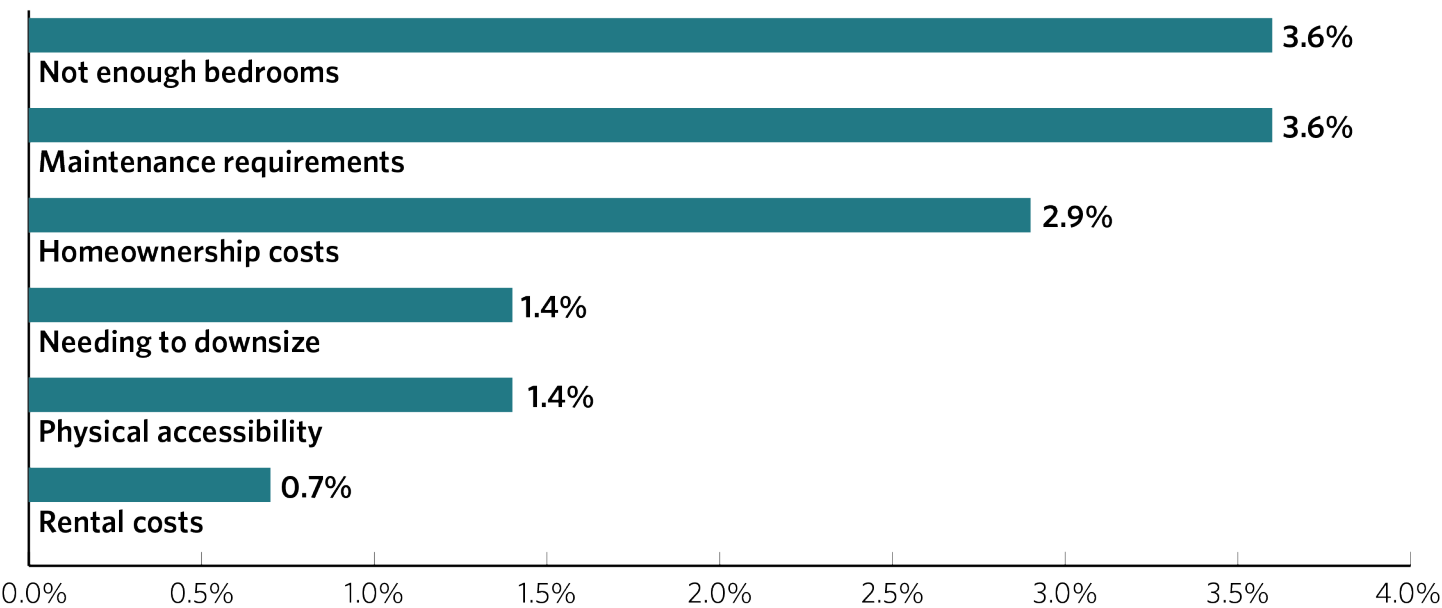
Appendix C: Community Survey Results

Personal Experience Questions

Does the home you live in meet your current needs?

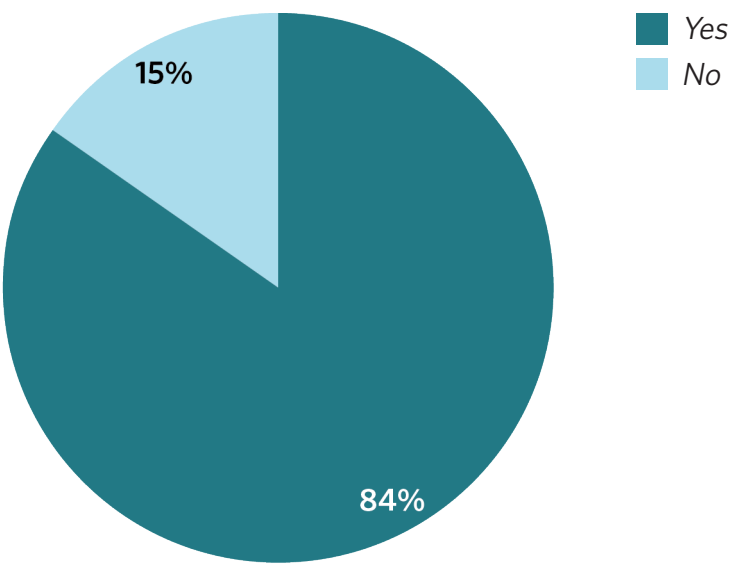


In what ways does the home you live in not meet your current needs?

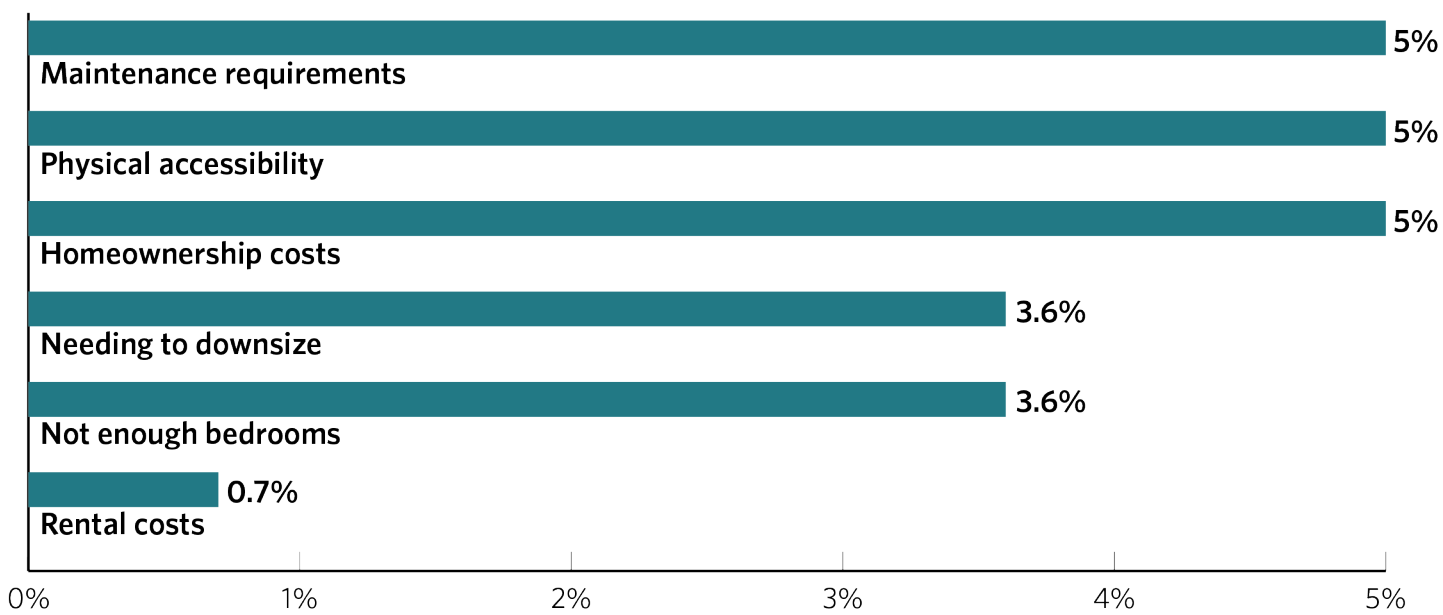


Appendix C: Community Survey Results

Do you believe that the home you currently live in will meet your future needs, allowing you to remain in this home for the foreseeable future?

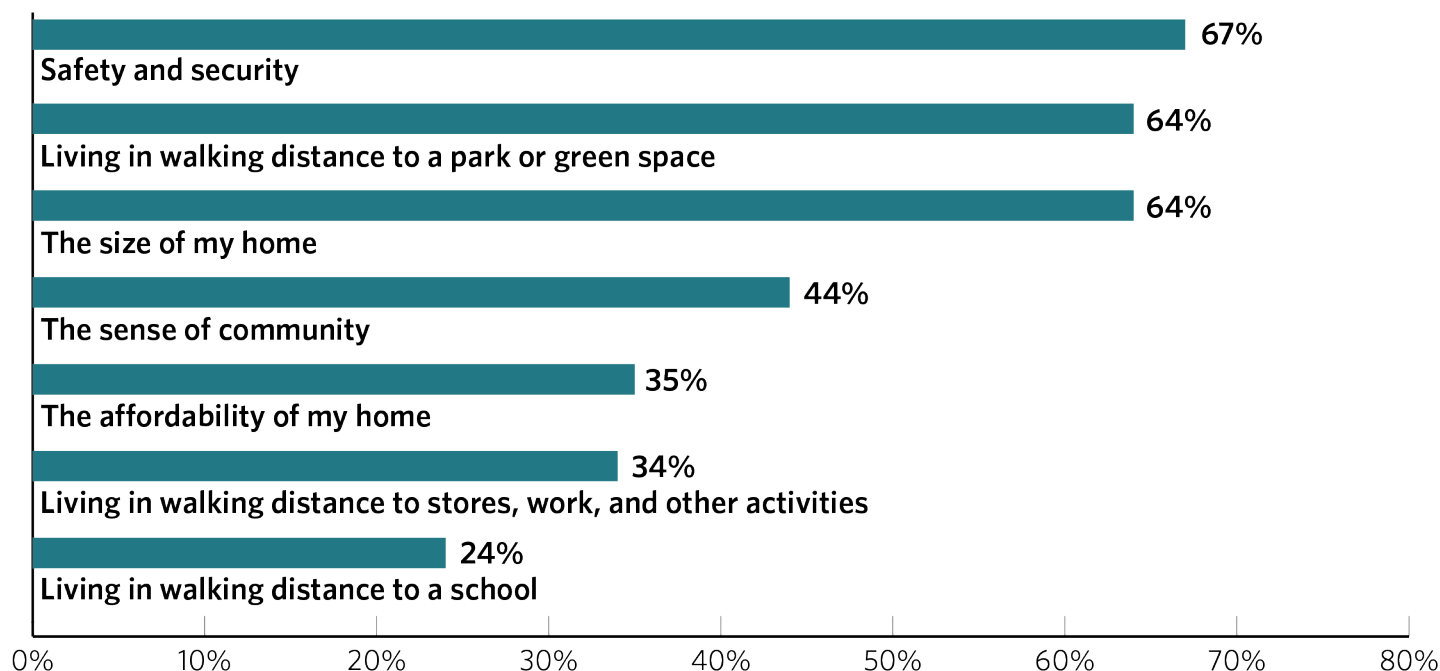


In what ways does the home you currently live in not meet your future needs?

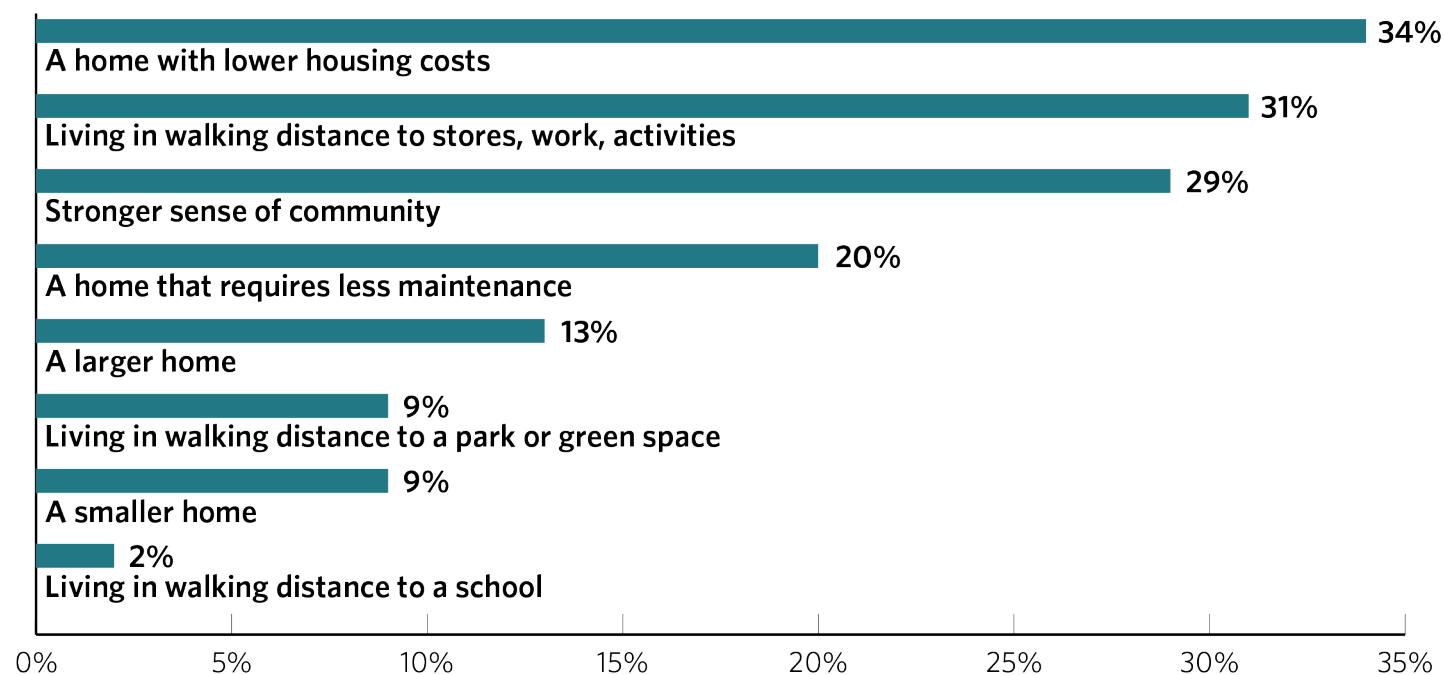


Appendix C: Community Survey Results

What do you like most about your current home and neighborhood?

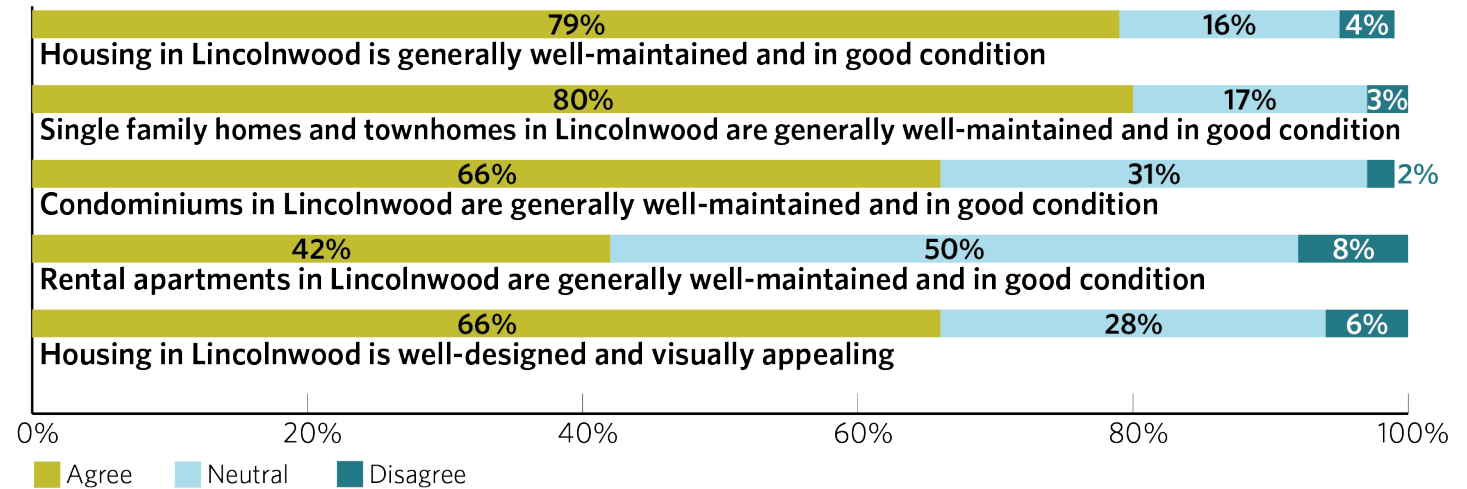


What improvements or changes would you like to see in your housing situation or neighborhood?



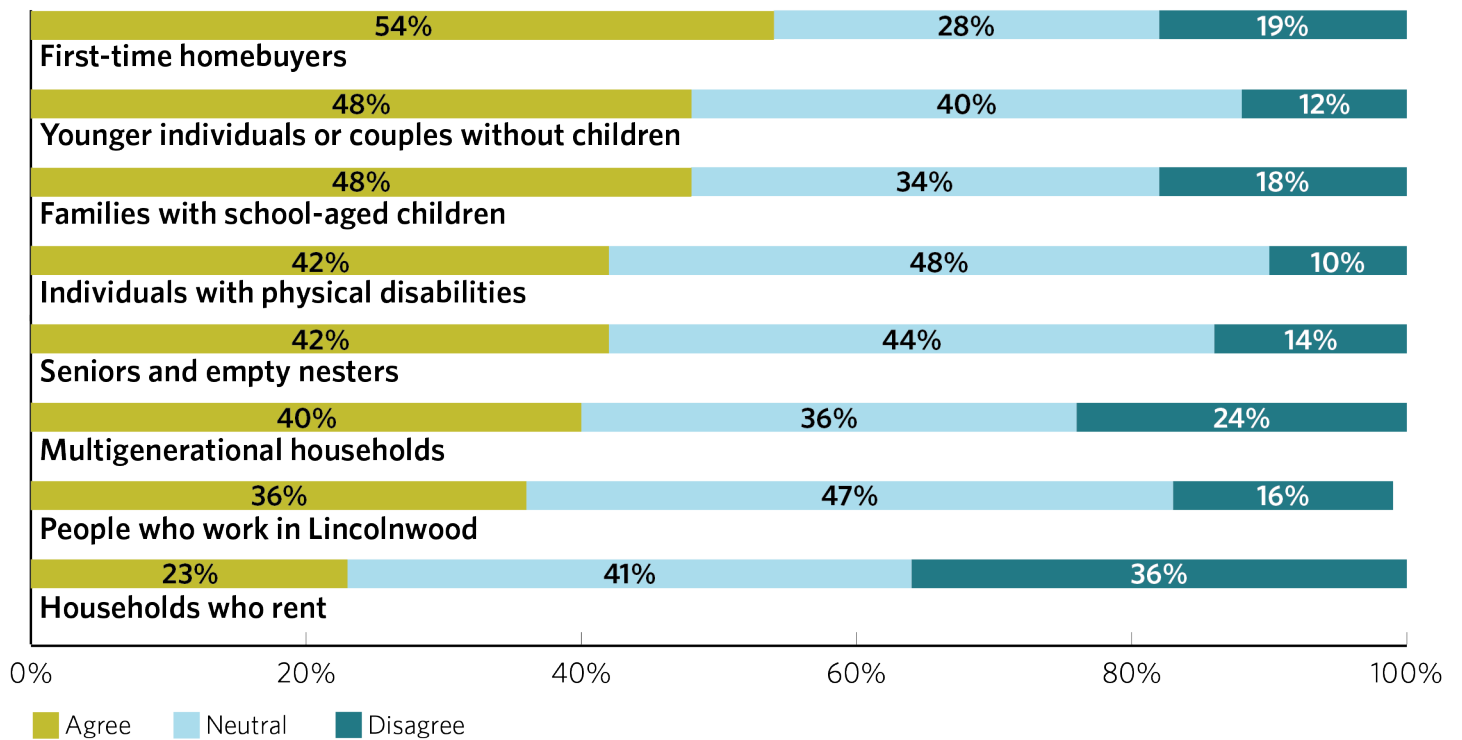
Appendix C: Community Survey Results

Housing Condition Questions



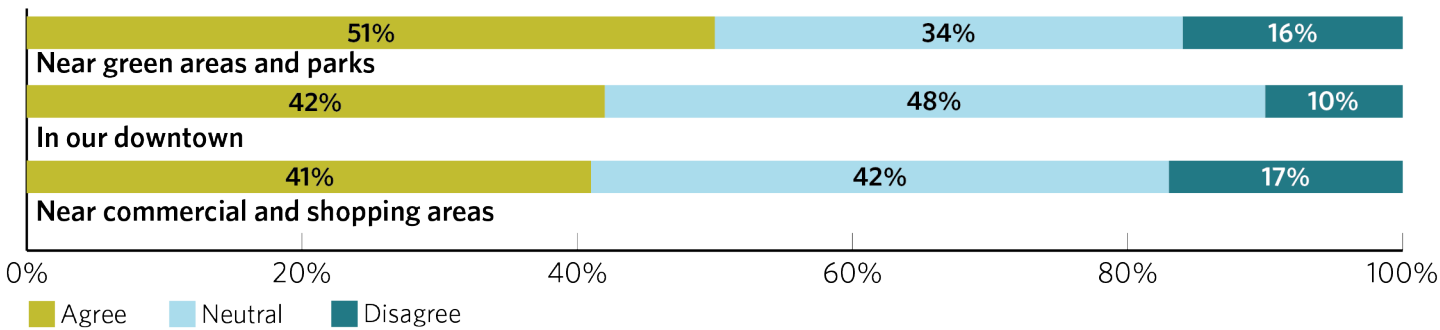
Housing Need Questions

Lincolnwood has a need for more housing options for...



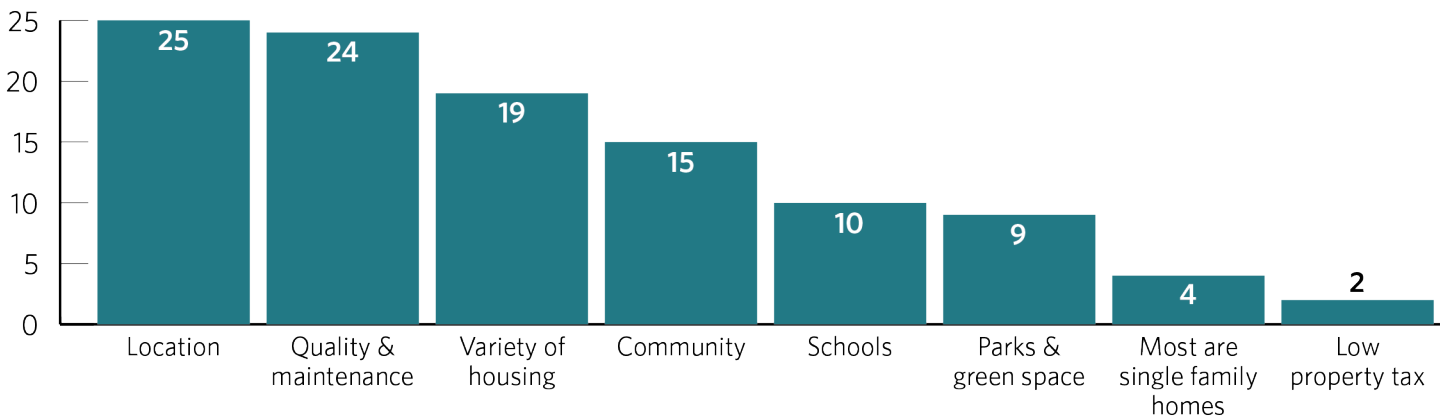
Appendix C: Community Survey Results

Lincolnwood has a need for more housing options...



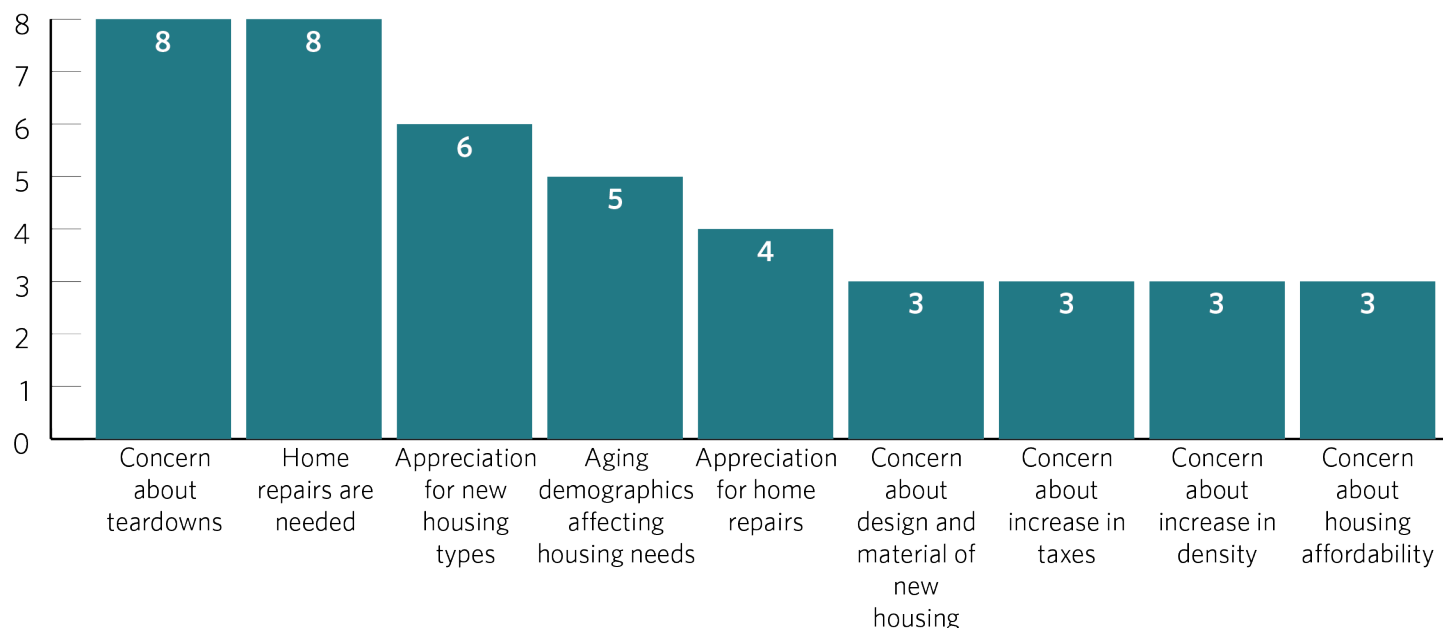
Responses to Open-Ended Questions

What are the major strengths of housing in Lincolnwood?

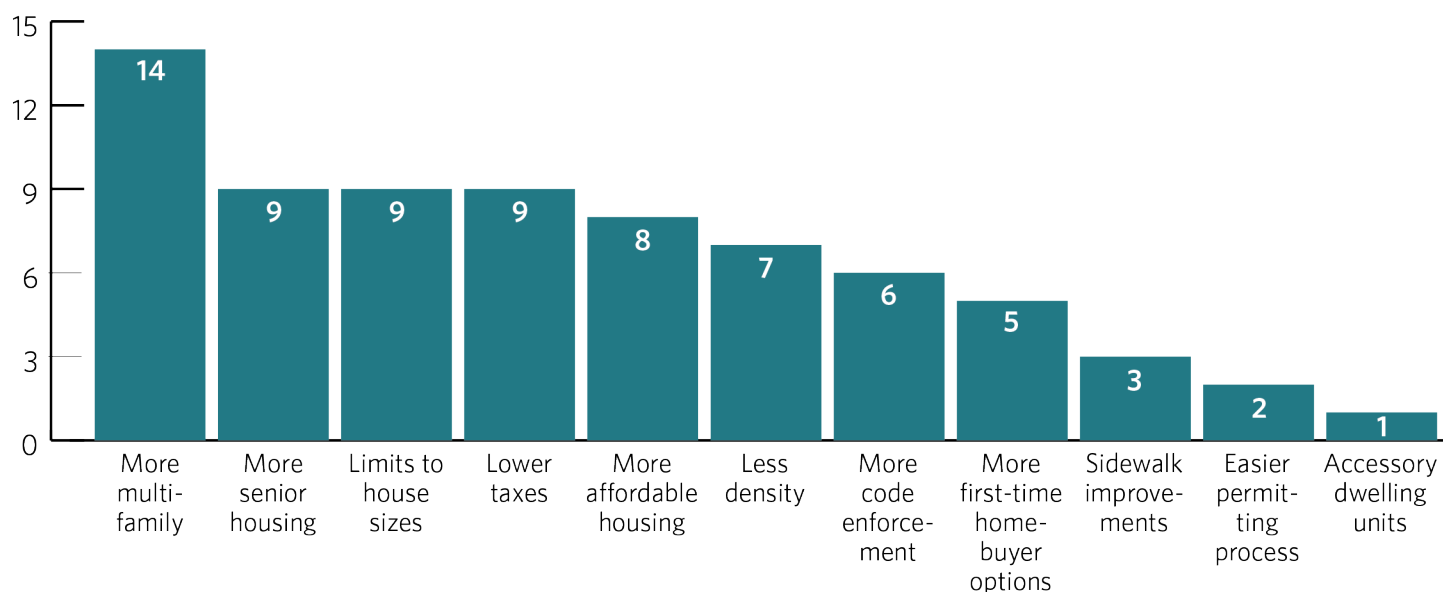


Appendix C: Community Survey Results

Please describe any important trends you see related to housing in Lincolnwood

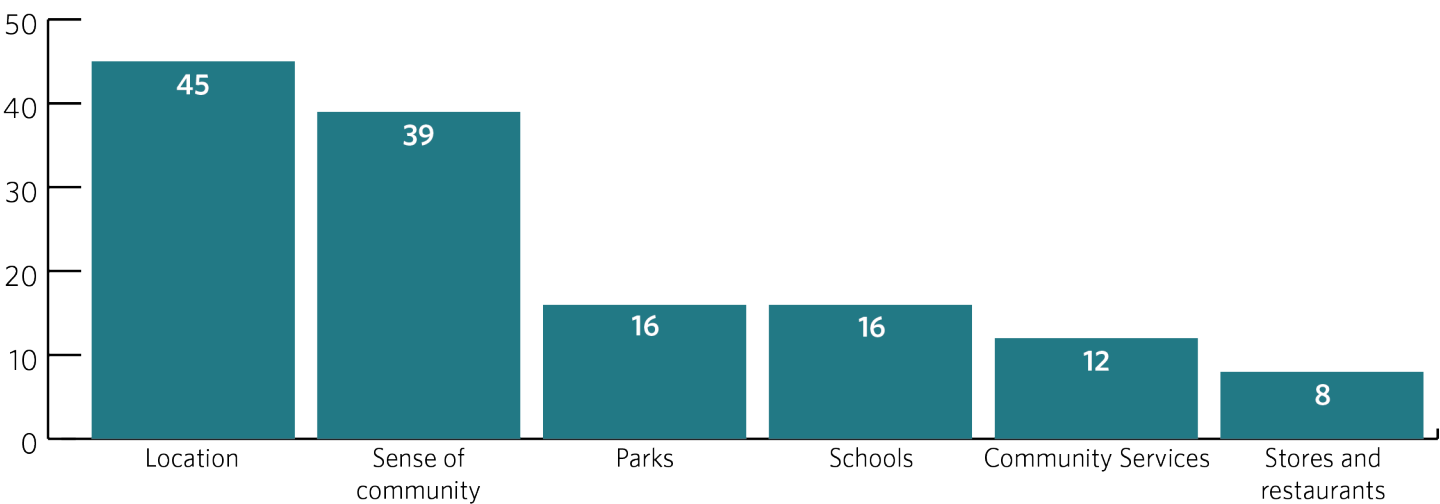


What housing-related changes would you like to see in Lincolnwood?

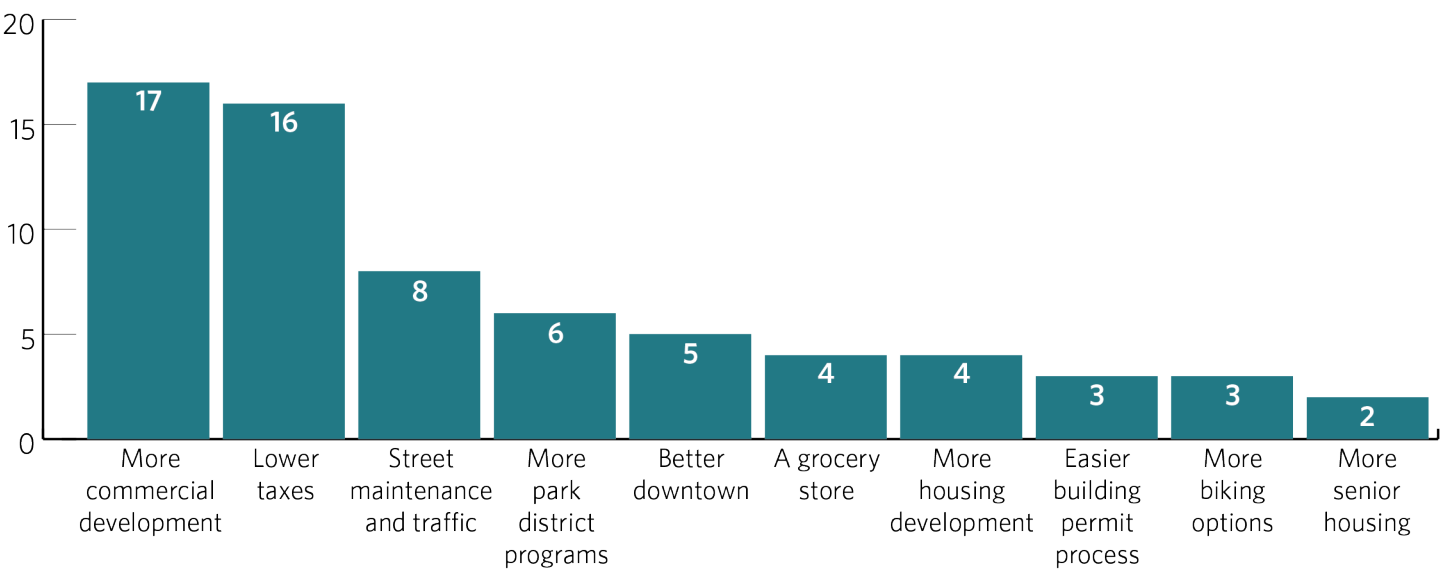


Appendix C: Community Survey Results

Generally speaking, what do you like most about Lincolnwood?



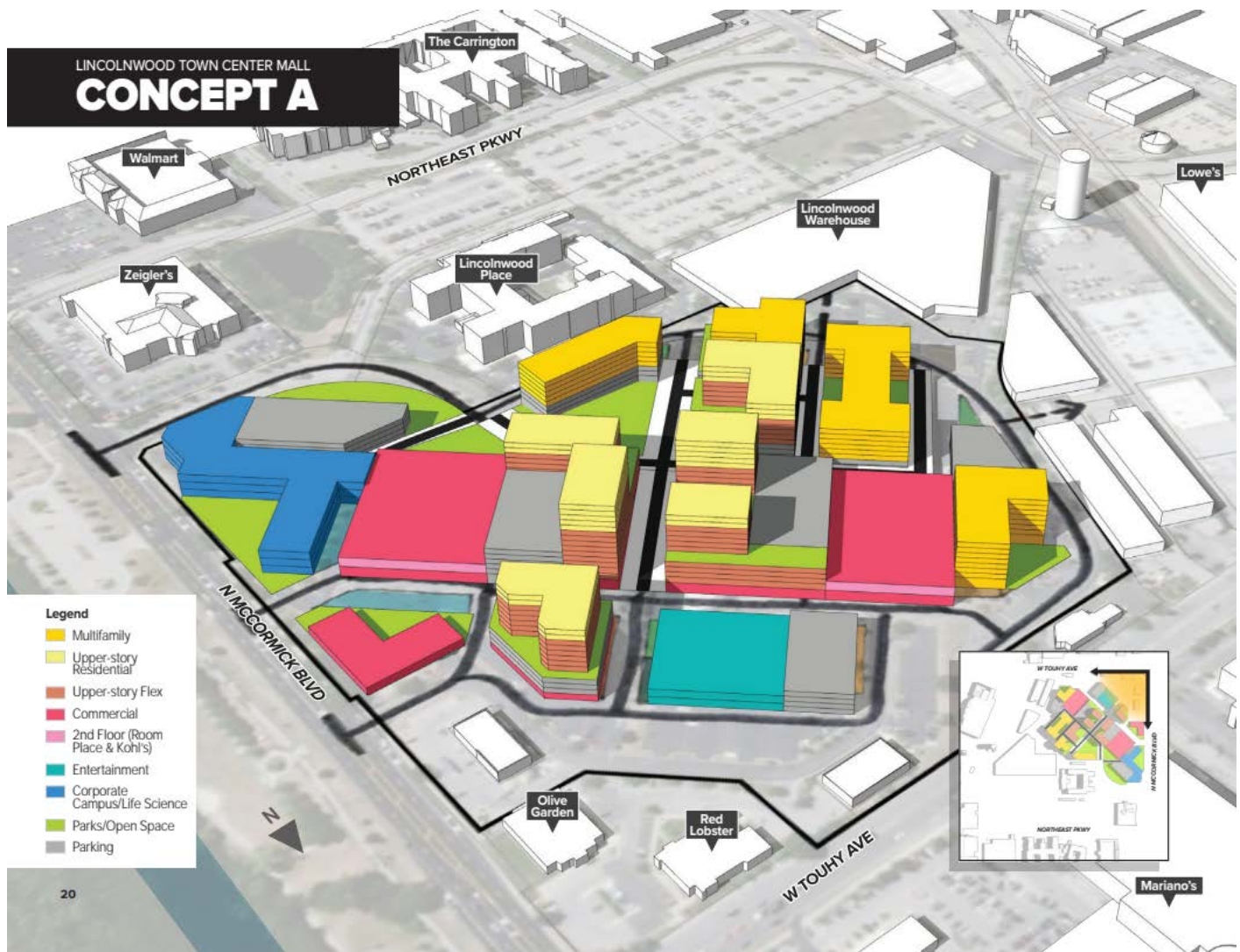
Generally speaking, what changes would you like to see in Lincolnwood?



Appendix D:

Lincolnwood Town Center Concept Plan Images

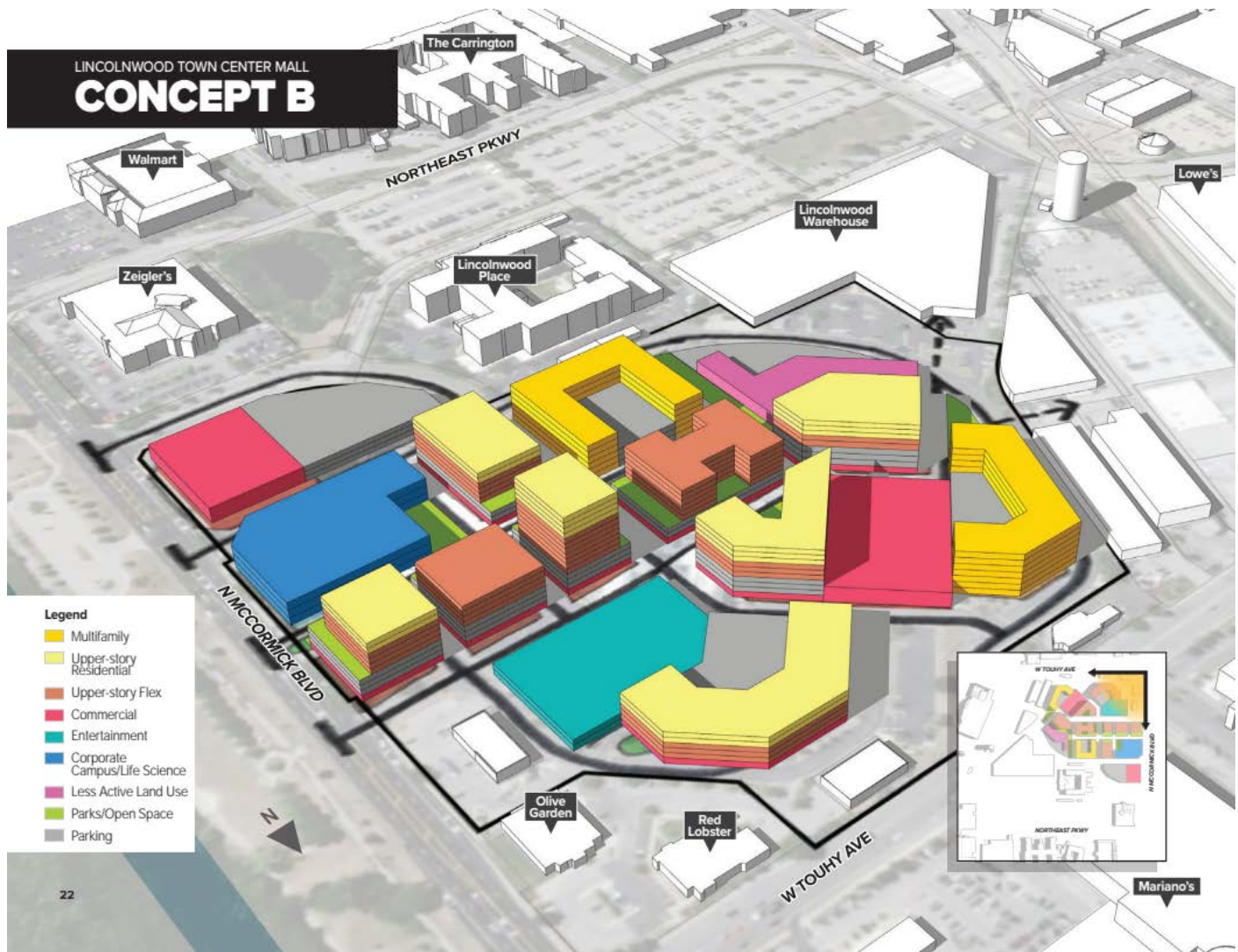
The following images show a range of concepts from the Lincolnwood Town Center Concept Plan, adopted by the Village in 2022.



This concept assumes the existing Kohl's and Room Place anchor, in addition to the Lincolnwood Town Center's retaining wall, will remain, while redeveloping the rest of the Lincolnwood Town Center structure. The central area would primarily consist of mixed-use buildings, consisting of either residential units or flex-uses in the upper stories. Parking would be situated within standalone parking decks or within mixed-use buildings. In the long-term future, if Kohl's and Room Place were to relocate, the anchor buildings can either be adaptively reused or redeveloped.

Appendix D:

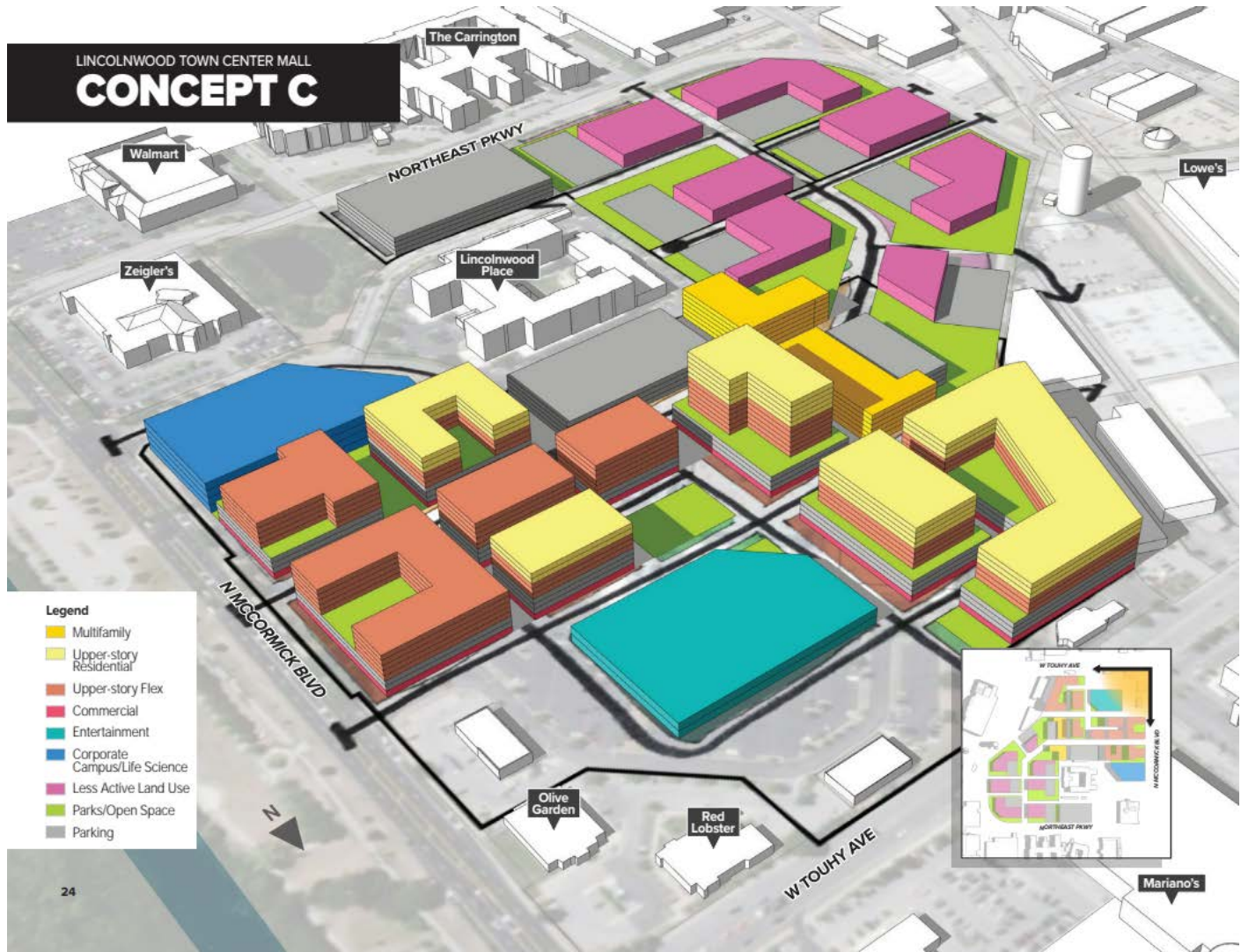
Lincolnwood Town Center Concept Plan Images



Concept B only preserves the Kohl's anchor. Doing so provides an opportunity to create smaller-sized and more walkable blocks that consist of human-scale mixed-use buildings. A large-scale commercial use can be situated between Zeigler's and the corporate campus/life science center. The less active land use is situated by the Lincolnwood Warehouse since it doesn't require much visibility from Touhy Avenue and McCormick Boulevard.

Appendix D:

Lincolnwood Town Center Concept Plan Images



This concept assumes the full redevelopment of the Lincolnwood Town Center. This allows the full creation of a grid-like network of smaller-sized blocks that would contribute to a multi-modal and pedestrian oriented environment. Most parking would be fully incorporated within the mixed-use buildings. The upper-story residential and flex uses within mixed-use buildings would be set back, creating room for amenity decks while also easing the buildings massing to provide for a human-scale environment. The less active land uses within the Lincolnwood Warehouse, the two-acre vacant site, and Zeigler's inventory lots are applicable to all three concepts because they may also occur independently, regarding how redevelopment would play out within the Lincolnwood Town Center area.

Appendix E:

Overview of Inclusionary Housing Ordinances and Outcomes in Highland Park and Northbrook

Table 1: Affordability Requirements of Inclusionary Housing Ordinances.

	Highland Park	Northbrook
Year ordinance was adopted	2003	2020
To what developments does the ordinance affordability requirements apply?	Developments of 5 or more residential dwelling units.	Developments of 6 or more residential dwelling units.
What % of units in a development must be affordable?	20% of units.	15% of units.
What income thresholds does the ordinance target?	For affordable rental units: at least one-third up to 50% of the area median income (AMI), at least one-third up to 80% AMI, and no more than one-third up to 120% AMI. For affordable homeowner units: half up to 65% AMI and half up to 100% AMI.	For affordable rental units: at least one-third up to 50% AMI, at least one-third up to 80% AMI, and no more than one-third up to 100% AMI. For affordable homeowner units: half up to 80% AMI and half up to 120% AMI.

⁷ To see how income thresholds translate to maximum rent amount charged, see Highland Park's [Technical Guide on Affordable Unit Pricing](#) or Northbrook's [Affordable Unit Pricing Schedule](#).

Appendix E: Overview of Inclusionary Housing Ordinances and Outcomes in Highland Park and Northbrook

Table 2: Cost-Offsets and Alternatives to Providing Affordable Units.

	Highland Park	Northbrook
Are there cost-offsets for developers?	Density bonus, fee waivers ⁸ for affordable units provided.	Density bonus, fee waivers ⁹ for affordable units provided. Design flexibility ¹⁰ to accommodate affordable units.
What “density bonus” is allowed?	1.5 additional market rate units for each affordable unit onsite.	1 additional market rate unit for each affordable unit onsite.
Can the developer pay a fee, rather than provide inclusionary units, to meet compliance?	Only with City Council approval in most cases. ¹¹	Only with Village Board approval in most cases. ¹²
What is the current “fee in lieu” payment?	\$185,400 per affordable unit. ¹³	\$125,000 per affordable unit. ¹⁴
Can the developer dedicate land to meet compliance?	Only with City Council approval.	Only with Village Board approval.

⁸ “Application fees, building permit fees, plan review fees, inspection fees, sewer and water tap-on fees, demolition permit fees, the demolition tax, and such other development fees and costs which may be imposed by the City.”

⁹ “Application fees, building permit fees, plan review fees, inspection fees, demolition permit fees, the Village’s demolition tax, impact fees and such other development fees and costs which may be imposed by the Village.”

¹⁰ Includes “expanded choice of housing stock type; reduced setback and lot size requirements; reduced buffering and screening requirements internal to the development; increased building height up to one story or 12’ except in single family residential districts; increased lot and building coverage; increased floor area ratio; reduced off-street parking minimums.”

¹¹ Developments of 19 or fewer single-family detached homes do not need City Council approval to choose compliance through a “fee in lieu” payment.

¹² Same as the prior footnote.

¹³ City of Highland Park’s FY2025 Annual Fee Resolution.

¹⁴ Village of Northbrook’s FY2025 Annual Fee Ordinance.

Appendix E:

Overview of Inclusionary Housing Ordinances and Outcomes in Highland Park and Northbrook

Outcomes in Highland Park¹⁵

Homes Developed

Since adopting its Inclusionary Housing Ordinance in 2003, the City of Highland Park has added 522 total housing units subject to the Inclusionary Housing Ordinance. This includes 68 inclusionary units (13% of the total), which are affordable units within market-rate buildings. During this time, Highland Park also gained 81 scattered-site Community Land Trust units which are individual homes, located in various parts of the community, that provide affordable homeownership opportunities. An overview of recent developments in Highland Park can be seen [here](#).

Housing Trust Fund

\$3,4250,000 in in-lieu fees have been paid across 13 developments into the City's Housing Trust Fund. No development has solely paid in-lieu fees as a means of compliance. The Housing Trust Fund is mostly distributed through annual grants to Community Partners for Affordable Housing to find, rehab, and sell homes at an affordable rate to income-qualified residents through its Community Land Trust. Funds are also used for the City's affordable housing properties' renovations, and potential allocations for other housing projects and acquisitions.

Outcomes in Northbrook¹⁶

Homes Developed

Since adopting its Inclusionary Housing Ordinance in 2020, no homes subject to the ordinance have been fully constructed; however, several are at various stages of approval and construction. 175 Pointe Drive, a development of 34 townhomes, including 5 affordable townhomes, is under construction. At 1657 Shermer Road, a 318-unit luxury apartment building, a 48-unit affordable and supportive housing apartment building, and a 6,500 square foot commercial building was approved by the Village Board in January of 2023. A Master Plan for the mixed-use redevelopment of Northbrook Court was approved by the Village Board in October of 2023. An overview of recent developments in Northbrook can be seen [here](#).

Housing Trust Fund

To date, the Village has collected \$143,750 through in-lieu fees. Combined with \$780,000 raised through the Village's demolition tax, the Housing Trust Fund has raised \$923,750. The Village is now working on next steps to participate in a Community Land Trust to fund the ability to add up to four houses as scattered affordable housing sites in the Village.

¹⁵ Information provided by the City of Highland Park in January of 2025.

¹⁶ Information provided by the Village of Northbrook in January of 2025.