

**Winnetka Village Council  
SPECIAL MEETING  
Village Hall  
510 Green Bay Road  
Thursday, April 25, 2019  
6:00 PM**

Emails regarding any agenda item are welcomed. Please email [contactcouncil@winnetka.org](mailto:contactcouncil@winnetka.org), and your email will be relayed to the Council. Emails for a Tuesday Council meeting must be received by Monday at 4 p.m. Any email may be subject to disclosure under the Freedom of Information Act.

**AGENDA**

- 1) Call to Order
- 2) Closed Session for the purpose of discussing Personnel, pursuant to Section 2c(1) of the Open Meetings Act
- 3) Adjournment of Closed Session
- 4) Reconvene to Open Session at 7:00 pm
- 5) Public Comment
- 6) Ordinance No. MC-2-2019: Planned Development Amendments (Public Hearing & Adoption) .....2
- 7) Refuse Collection Evaluation .....40
- 8) Adjournment

**NOTICE**

All agenda materials are available at [villageofwinnetka.org](http://villageofwinnetka.org) (Government > Council Information > Agenda Packets & Minutes); the Reference Desk at the Winnetka Library; or in the Manager's Office at Village Hall (2<sup>nd</sup> floor). Webcasts of the meeting may be viewed on the Internet via a link on the Village's web site: <http://www.villageofwinnetka.org/government/village-videos/>.

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 – Megan Pierce, at 510 Green Bay Road, Winnetka, Illinois 60093, 847-716-3543; T.D.D. 847-501-6041.





## Agenda Item Executive Summary

**Title:** Ordinance No. MC-2-2019: Planned Development Amendments (Public Hearing & Adoption)

**Presenter:** David Schoon, Community Development Director

**Agenda Date:** 04/25/19

**Consent:** ☐ YES ☒ NO

- ☒ Ordinance
- ☐ Resolution
- ☐ Bid Authorization/Award
- ☐ Policy Direction
- ☐ Informational Only

### Item History:

12/11/18 - Village Council Study Session - <https://www.villageofwinnetka.org/assets/1/20/gv-council-pkt-20181211.pdf>  
2/12/19 - Village Council Study Session - Scheduled Council discussion was differed to future date.  
3/5/19 - Village Council Study Session - <https://www.villageofwinnetka.org/assets/1/20/gv-council-pkt-20190305.pdf>  
4/4/19 - Village Council Meeting - <https://www.villageofwinnetka.org/assets/1/20/gv-council-pkt-20190404.pdf>  
4/16/19 - Village Council Meeting - Public hearing continued to 4/25/19 -  
<https://www.villageofwinnetka.org/assets/1/20/gv-council-pkt-20190416.pdf>

### Executive Summary:

On April 25, the Village Council is scheduled to hold a continued public hearing and consider adoption of Ordinance No. MC-2-2019, an Ordinance Amending Titles 3 and 17 of the Winnetka Village Code to Create a Planned Development Commission and Amend the Planned Development Standards and Procedures (Case No. 19-01-TX). The primary amendments under consideration include:

- Amendments to Title 3 of the Village Code to create a Planned Development Commission and place with the Commission the jurisdiction to hold a hearing and make recommendations on planned development applications;
- Amendments to several provisions of Chapter 17.58, titled “Planned Development,” to: (i) revise the standards for considering planned development applications, (ii) update the procedure for considering planned development applications, and (iii) the addition of a preliminary conceptual review of planned developments by the Village Council. The Ordinance also makes numerous minor cleanups to Chapter 17.58.

On April 4, 2019, the Village Council held a public hearing on the proposed ordinance amendments. After hearing from one member of the public, the Council discussed the Ordinance. After discussing the Ordinance, the Council directed staff to make the following changes to the Ordinance:

- Change the quorum for the nine-member Planned Development Commission from five to seven. (Section 3.22.040(D) – Meetings and procedures)
- Amend the planned development application requirements so that an applicant may submit either a physical three-dimensional model of the proposed development or a three-dimensional rendering. (Section 17.58.070(H)(7) - Application submittal requirements for preliminary plan approval)

These changes have been incorporated into the attached draft ordinance.

**Executive Summary (continued):**

After making the change to the quorum for the Planned Development Commission, the Village Attorney and staff further discussed the vote that would be required for the Commission to forward a recommendation to the Village Council on applications for planned developments. We have incorporated the following language in Section 3.22.040(D):

- The concurring majority vote of Planned Development Commission members present at any meeting shall be necessary for the Planned Development Commission to act on any matter before the Planned Development Commission; provided, however, that the affirmative vote of five Planned Development Commission members shall be required to make a recommendation to the Village Council on applications for planned developments and amendments or alterations to approved planned developments.

A quorum of the Commission would be seven, and rather than a simple majority of four, five members would need to vote in the affirmative to make a recommendation to the Village Council on a planned development. This change has also been made to the attached Ordinance.

In addition to making changes to the Ordinance, the Village Council also reopened and continued the public hearing at the April 16 Village Council meeting. Given the absence of the Village President and one Trustee, the public hearing was continued to the April 25 Special Council Meeting.

**Recommendation:**

The Council is scheduled to hold a continued public hearing and consider adoption of amended Ordinance No. MC-2-2019, an Ordinance Amending Titles 3 and 17 of the Winnetka Village Code to Create a Planned Development Commission and Amend the Planned Development Standards and Procedures.

**Attachments:**

Attachment A: Ordinance No. MC-2-2019

ORDINANCE NO. MC-2-2019

**AN ORDINANCE AMENDING TITLES 3 AND 17 OF THE WINNETKA VILLAGE CODE TO CREATE A PLANNED DEVELOPMENT COMMISSION AND AMEND THE PLANNED DEVELOPMENT STANDARDS AND PROCEDURES**

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

**WHEREAS**, pursuant to Titles 3 and 17 of the Winnetka Village Code, as amended ("**Village Code**"), the Village Plan Commission and the Zoning Board of Appeals have jurisdiction to conduct public hearings and make recommendations to the Village Council on planned development applications; and

**WHEREAS**, the procedures and standards for planned developments are contained in Chapter 17.56 of the Winnetka Zoning Ordinance ("**Zoning Ordinance**"); and

**WHEREAS**, the Village Council, the Plan Commission, and the Zoning Board of Appeals have studied various ways to make the procedures and standards for planned development approvals more efficient and consistent with the policy objectives of the Village; and

**WHEREAS**, the Village desires to make the planned development process more efficient by creating a Planned Development Commission comprised of members of the Plan Commission and Zoning Board of Appeals to consider applications for planned developments and make recommendations to the Village Council ("**Proposed Village Code Amendment**"); and

**WHEREAS**, the Village desires to amend the Chapters 17.56 and 17.58 of the Zoning Ordinance to update the procedures and standards for consideration of planned development applications ("**Proposed Zoning Amendment**") (the Proposed Village Code Amendment and Proposed Zoning Amendment are, collectively, the "**Proposed Amendments**"); and

**WHEREAS**, pursuant to Section 17.72.040 of the Zoning Code, on April 4, 2019, after due notice thereof, the Village Council held a public hearing to consider the Proposed Amendments; and

**WHEREAS**, the Village Board has determined that adoption of the Proposed Amendments, as set forth in this Ordinance, will serve and be in the best interest of the Village;

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

**SECTION 1: RECITALS.** The foregoing recitals are hereby incorporated into this Section as the findings of the Village Council, as if fully set forth herein.

**SECTION 2: PLAN COMMISSION.** Section 3.08.060, titled, “Powers and Duties,” of Chapter 3.08, titled, “Plan Commission,” of Title 3, titled, “Board and Commissions,” is hereby amended as follows:

**“Section 3.08.060 Powers and Duties**

A. The Plan Commission shall have the following powers and duties:

1. To prepare and recommend to the Council a Comprehensive Plan for the present and future development or redevelopment of the Village;
2. To assist the officials of the Village charged with the direction of projects for improvements embraced within the official plan, to further the making of such improvements, and generally to promote the realization of the official plan;
3. To conduct an annual review of Appendix 6 of the Comprehensive Plan and to submit proposals to the Council and to the Board of Local Improvements for specific improvements enumerated therein;
4. To prepare and recommend to the Council changes in the official Comprehensive Plan from time to time;
5. To consider and make recommendations to the Council on applications for land subdivisions as provided in Title 16 of this Code;
6. To consider and make recommendations to the Council on applications for special use permits and wireless telecommunications facilities ~~and planned developments~~, as provided in Title 17 of this Code;
7. To adopt rules of procedure not inconsistent with this section;
8. To report to the Village Council from time to time on the work of the Commissions, including but not limited to (i) presenting a report to the Village Council in an open session of the Village Council at least once each calendar year, and (ii) submitting such other and additional reports as the Village Council, in the exercise of its discretion and authority, may direct from time to time; and
9. To perform such other duties and responsibilities as directed by the Village Council or as otherwise required by ordinance or statute.”

**SECTION 3: PLANNED DEVELOPMENT COMMISSION.** Title 3, titled, “Board and Commissions,” is hereby amended to add a new Chapter 3.22 as set forth in **Exhibit A**.

**SECTION 4: ZONING BOARD OF APPEALS.** Section 3.44.050, titled, “Powers and Duties,” of Chapter 3.44, titled, “Zoning Board of Appeals,” of Title 3, titled, “Board and Commissions,” is hereby amended as follows:

**“Section 3.44.050 Powers and Duties**

- A. Rules of procedure. The Board shall adopt and publish its own rules of procedure for all matters under its jurisdiction; Such rules of procedure shall be consistent with the provisions of this chapter, Title 17 of this code and state statutes.
- B. Powers and duties. In addition to the foregoing duty, the Board shall have the following powers and duties:
  - 1. To conduct hearings, enter findings and render decisions on applications for zoning variations and special uses ~~and planned developments~~, as provided in Title 17 of this code;
  - 2. To hear and decide certain appeals as provided in Chapter 17.72 of this code;
  - 3. To perform such other duties and functions in the administration of the Winnetka Zoning Ordinance, as provided in Title 17 of this code;
  - 4. To hear and consider appeals from certain orders, requirements, decisions or determinations of any Building Officer as provided in Chapter 15.72 of this code, for which purposes the Board shall be known as the Building and Zoning Board of Appeals;
  - 5. To make recommendations to the Village Council from time to time regarding the administration of and possible amendment to this Code; and
  - 6. To perform such other duties as the Village Council may direct from time to time.”

**SECTION 5: SPECIAL USE APPLICATION.** Section 17.56.030, titled, “Application,” of Chapter 17.56, titled, “Special Uses,” of Title 17, titled, “Zoning,” is hereby amended as follows:

**“Section 17.56.030 Applications**

\* \* \*

- C. Upon receipt of a completed application for a special use permit, the Director of Community Development shall place the application on the agenda for public hearing at the first regularly scheduled meeting of the Board of Appeals, ~~and the Plan Commission,~~ and the Planned

Development Commission, in accordance with their respective jurisdictions pursuant to Sections 17.56.060, ~~and 17.56.065,~~ and 17.56.067 of this Zoning Ordinance, subject to the issuance of notice as required by Section 17.56.040.”

**SECTION 6: ZONING BOARD OF APPEALS PROCEEDINGS.** Section 17.56.060, titled, “Zoning Board of Appeals Proceedings,” of Chapter 17.56, titled, “Special Uses,” of Title 17, titled, “Zoning,” is hereby amended as follows:

**“Section 17.56.060 Zoning Board of Appeals Proceedings**

- A. Jurisdiction. Except as provided in Sections 17.56.065.A, 17.56.067, 17.58.080, and 17.58.100 of this Zoning Ordinance, the Zoning Board of Appeals shall conduct public hearings regarding all special use applications received by the Village.

\* \* \*

**SECTION 7: PLAN COMMISSION PROCEEDINGS.** Section 17.56.065, titled, “Plan Commission Proceedings,” of Chapter 17.56, titled, “Special Uses,” of Title 17, titled, “Zoning,” is hereby amended as follows:

**“Section 17.56.065 Plan Commission Proceedings**

- A. Jurisdiction. Except as provided in Sections 17.56.067, 17.58.080, and 17.58.100, ~~t~~The Plan Commission shall conduct public hearings regarding all special use applications received by the Village and shall have exclusive jurisdiction to conduct public hearings regarding special use applications received by the Village for properties located within the C-2 Retail Overlay District. No board or commission of the Village other than the Plan Commission shall, before the Village Council's review and decision in accordance with Section 17.56.070 of this Zoning Ordinance, conduct a public hearing, hold a meeting, or otherwise review special use applications for properties located within the C-2 Retail Overlay District; provided, however, that the Planned Development Commission ~~both the Zoning Board of Appeals and the Plan Commission~~ shall, in accordance with Section 17.56.067 and Chapter 17.58 of this title, conduct public hearings regarding all applications for a planned development and applications for special uses that are filed concurrently with an application for a planned development, whether or not the proposed planned development is located within the C-2 Retail Overlay District.”

\* \* \*

**SECTION 8: CONCURRENT APPLICATIONS FOR PLANNED DEVELOPMENT APPROVAL.** Chapter 17.56, titled, “Special Uses,” of Title 17, titled, “Zoning,” is hereby amended to add a new Section 17.56.067 as follows:

**“Section 17.56.067 Concurrent Application for a Special Use and Planned Development Approval**

- A. Jurisdiction.** The Planned Development Commission shall conduct public hearings regarding all special use applications received by the Village concurrently with an application for approval of a planned development or an amendment to a planned development, and shall have exclusive jurisdiction to conduct public hearings regarding such special use applications.
- B. Public Hearing.** The Planned Development Commission shall receive evidence and sworn testimony on behalf of the applicant and any other interested persons, in the manner provided by rules of the Planned Development Commission. For purposes of this subsection, interested persons shall include any person who is entitled to receive mail notice pursuant to subsection C of Section 17.56.040 and any person entitled to submit a written protest pursuant to Section 17.56.050. The Planned Development Commission shall have the authority to require that the applicant submit such additional plans and data as the Planned Development Commission may determine are necessary to establish that the application meets and complies with all applicable provisions of this Zoning Ordinance.
- C. Findings and Recommendation.** The Planned Development Commission shall forward a written copy of its findings of fact, minutes, and recommendation to the Village Council for consideration by the second regular meeting of the Village Council following the close of the public hearing. The recommendation shall be consistent with the purpose and intent of this title and shall specify, in a conclusion or statement, any stipulations, restrictions or conditions, including but not limited to the operation of the special use, which Planned Development Commission deems necessary to assure compliance with this title and the protection of the public health, safety, comfort, morals or welfare. The Planned Development Commission shall not recommend that a special use be approved unless the Planned Development Commission finds that the proposed special use conforms to the standards for the approval of special uses set forth in Section 17.56.120 or in Section 17.44.020.B.2.b for approval of special uses within the C-2 Retail Overlay District, if applicable.

**SECTION 9: PLANNED DEVELOPMENTS.** Chapter 17.58, titled, “Planned Developments,” of Title 17, titled, “Zoning,” is hereby amended as set forth in **Exhibit B**.

**SECTION 10:**        **EFFECTIVE DATE.** This Ordinance shall be in full force and effect from and after its passage, approval, and publication in the manner provided by law.

PASSED this \_\_\_\_ of \_\_\_\_\_, 2019, pursuant to the following roll call vote:

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

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

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

**APPROVED** this \_\_\_\_ day of \_\_\_\_\_, 2019.

Signed:

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

Countersigned:

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

Published by authority of the President and Board of Trustees of the Village of Winnetka, Illinois, this \_\_\_\_ day of \_\_\_\_\_, 2019.

Introduced: \_\_\_\_\_, 2019

Passed and Approved: \_\_\_\_\_, 2019

**EXHIBIT A**

**Chapter 3.22**

**PLANNED DEVELOPMENT COMMISSION**

**Section 3.22.010 Powers and Duties**

There is hereby created a commission to be known as the Planned Development Commission of the Village of Winnetka ("Planned Development Commission").

**Section 3.22.020 Jurisdiction and Purpose**

The intent and purpose of the Planned Development Commission is to assist the Village Council in making decisions and establishing policies regarding planned developments within the Village. The Planned Development Commission shall have the following specific powers and duties:

- A. To conduct public hearings and make recommendations to the Village Council on applications for planned developments and amendments or alterations to approved planned developments.
- B. To consult and cooperate with the Village Council and other Village commissions, boards, and departments on matters related to planned developments within the Village.
- C. To periodically review and to make recommendations as the Planned Development Commission may deem necessary regarding amendments to the provisions of this chapter and the provisions of the Zoning Ordinance related to planned developments.
- D. To consider and make recommendations on other matters related to planned developments as may be referred from time to time by the Village Council to the Planned Development Commission.

**Section 3.22.030 Composition of the Planned Development Commission**

- A. General Appointment And Membership Criteria: The Planned Development Commission shall consist of nine members. Each member on the Planned Development Commission shall be selected from the then current members of the Winnetka Plan Commission and the Winnetka Zoning Board of Appeals. The chairperson of the Zoning Board of Appeals shall be one of the Zoning Board of Appeals members on the Planned Development Commission. The chairperson of the Plan Commission shall be one of the Plan Commission members on the Planned Development Commission. Each member shall be appointed by the Village President, with the advice and consent of the Village Council. Each member of the Planned Development Commission shall serve without compensation.
- B. Composition Of Commission; Chairperson; Terms:

1. Chairperson; Vice Chairperson: The chairperson of the Planned Development Commission shall always be the individual then serving as the chairperson of the body that holds four seats on the Planned Development Commission. The vice chairperson of the Planned Development Commission shall always be the individual then serving as the chairperson of the body that holds five seats on the Planned Development Commission.
  2. Initial Composition: The initial composition of the Planned Development Commission shall consist of five Plan Commission members and four Zoning Board of Appeals members.
  3. Term: The term of each member of the Planned Development Commission shall be two years, commencing on May 1 and ending on April 30 of the second year, or until such times as a successor has been duly appointed, confirmed, and qualified. There shall be no restriction on the reappointment of a member to one or more successive terms, subject to the advice and consent of the Village Council for each reappointment. In making appointments to the Planned Development Commission after the initial and subsequent two year terms, the Village President shall attempt to reduce the amount of turnover on the Planned Development Commission in order to ensure that the Planned Development Commission is able to continue to function without loss of expertise and experience and without interruption or delay on matters that may be before it.
  4. Rotating Majorities, Chairpersons, And Vice Chairpersons: The body from which the majority of Planned Development Commission members are drawn, and the body from which the chairperson and vice chairperson are selected, shall alternate every two years. Accordingly, during the first two year terms (in which the Plan Commission has five members and the Zoning Board of Appeals has four members), the chairperson of the Planned Development Commission shall be the chairperson of the Zoning Board of Appeals and the vice chairperson shall be the chairperson of the Plan Commission. Following the initial two year terms, one appointment from the Plan Commission will be eliminated and one appointment from the Zoning Board of Appeals will be added, so that for the second two year term the composition of the Planned Development Commission shall consist of five Zoning Board of Appeals members and four Plan Commission members, with the chairperson of the Plan Commission serving as chairperson of the Planned Development Commission and the chairperson of the Zoning Board of Appeals serving as vice chairperson. This rotation between a Zoning Board of Appeals majority and a Plan Commission majority, and the corresponding rotation of the chairperson and vice chairperson, shall take place every two years.
- C. Removal and Vacancy: Any member of the Planned Development Commission that ceases to be a member of either the Plan Commission or the Zoning Board of Appeals shall automatically cease to be a member of the Planned Development Commission without any action required by the Village President or the Village Council. The Village Council shall have the power to remove any Planned Development Commission member for cause. Any vacancy that may occur shall be filled for the balance of the unexpired term by

appointment by the Village President with the advice and consent of the Village Council. The replacement appointment shall be made from the ranks of the Zoning Board of Appeals or the Plan Commission, as the case may be, necessary to maintain the then current Planned Development Commission makeup between the Zoning Board of Appeals and the Plan Commission.

- D. **Planned Development Commission Secretary:** The Village Manager shall designate a Village staff member or other authorized representative of the Village to serve as secretary to the Planned Development Commission. The Planned Development Commission secretary shall attend and keep minutes of all Planned Development Commission meetings and hearings, and shall maintain the permanent records of all Planned Development Commission meetings, hearings, and proceedings and all correspondence of, and submittals to, the Planned Development Commission.

### **Section 3.22.040 Meetings and Procedures**

- A. **Meetings:** All meetings of the Planned Development Commission shall be held in compliance with the Illinois Open Meetings Act. Except as modified by any bylaws or other rules approved by the Planned Development Commission, "Robert's Rules Of Order", revised, shall govern the proceedings of all the meetings of the Planned Development Commission.
- B. **Chairperson Presides:** The chairperson shall preside at all meetings and hearings of the Planned Development Commission. In the absence of the chairperson, the vice chairperson shall assume the duties and responsibilities of the chairperson. In the absence of the chairperson and vice chairperson, a temporary chairperson shall be selected by the Planned Development Commission by motion and simple majority vote and shall assume the duties and responsibilities of the chairperson.
- C. **Bylaws Or Rules Of Procedures:** The Planned Development Commission may adopt bylaws or rules of procedures to govern and regulate its business and procedures, as it deems necessary; provided, however, that any such bylaws or rules shall, at a minimum: 1) be consistent with the applicable provisions of the this Code and all applicable law, 2) require a majority vote of all voting members of the Planned Development Commission for adoption and amendment of the bylaws or rules of procedure, and 3) be subject to review and approval by the Village Attorney.
- D. **Quorum And Necessary Vote:** The Planned Development Commission shall conduct no business except at a properly called and held meeting at which a quorum is present. A quorum of the commission shall consist of seven members. The concurring majority vote of Planned Development Commission members present at any meeting shall be necessary for the Planned Development Commission to act on any matter before the Planned Development Commission; provided, however, that the affirmative vote of five Planned Development Commission members shall be required to make a recommendation to the Village Council on applications for planned developments and amendments or alterations to approved planned developments.

- E. Meeting Schedule: Planned Development Commission meetings shall be held at regularly scheduled dates, times, and locations to be established and published by the Planned Development Commission pursuant to the Illinois Open Meetings Act. Special meetings may be called only by: 1) the chairperson, 2) any four members of the Planned Development Commission, or 3) the Village Council.
- F. Records: The Planned Development Commission's records shall be available and open for public inspection pursuant to, and except as otherwise provided by, the Illinois Freedom of Information Act or other applicable law.
- G. Sworn Testimony: All testimony at any public hearing of the Planned Development Commission shall be given under oath or affirmation.
- H. Disqualification From Voting: No member of the Planned Development Commission shall vote or participate in the consideration or debate on: 1) any matter directly involving any property in which the Planned Development Commission member has a legal or beneficial ownership interest; or 2) any matter where the Planned Development Commission member's interest would violate section 3.1-55-10 of the Illinois Municipal Code, 65 Illinois Compiled Statutes 5/3.1-55-10, or any other applicable law.

## **EXHIBIT B**

### **Chapter 17.58 PLANNED DEVELOPMENTS**

#### **Section 17.58.010 Applicability**

The provisions of this chapter apply to the development or redevelopment of any parcel of land, or group of contiguous parcels of land, that have a combined area of at least 10,000 square feet and that are located in the B-1 Multi-family Residential, B-2 Multi-family Residential, C-1 Neighborhood Commercial and C-2 General Retail Commercial zoning districts, provided the development or redevelopment consists of the construction of one or more new buildings, or of any addition to or expansion of one or more existing buildings that increase the gross floor area on the subject property by at least 50%.

#### **Section 17.58.020 Purpose and intent**

- A. Purpose. The purpose of this Chapter is to make available a special use procedure that departs from the strict application of the specific zoning requirements of the district in which the development is located, in an effort to promote progressive development and redevelopment of land in the multi-family and commercial zoning districts by encouraging more creative and imaginative design for land developments than is possible under the zoning regulations that generally apply in those zoning districts.
- B. Intent. This Chapter is intended to assure that the following land use and development objectives are accomplished, in addition to the general land use and development objectives set forth in Chapter 17.04 of this Title:
  - 1. To permit a creative approach to the development and redevelopment of lands devoted to multi-family and commercial uses.
  - 2. To achieve a more desirable physical environment by allowing greater flexibility in building design and site plan layout than would be possible through the strict application of the generally applicable zoning and subdivision regulations.
  - 3. To allow more efficient use of the land resulting in more economic networks of utilities, streets and other facilities.
  - 4. To facilitate a development pattern that is in harmony both with the objectives of the Comprehensive Plan and with the district purposes as defined in this Title.
  - 5. To allow the relaxation of certain otherwise applicable substantive requirements based upon procedural protections that provide for the detailed review of individual proposals for more significant multi-family and commercial developments.

### Section 17.58.030 General requirements

All planned developments shall be subject to the satisfy the requirements and limitations of this section paragraphs A through H of this Section.

- A. Approval required. All planned developments shall be subject to approval approved by the Village Council, in accordance with the procedures and standards set forth in this Chapter and with other applicable provisions of this Code.
- B. Permitted ~~Locations~~. Planned developments are authorized only in the B-1 Multi-family, B-2 Multi-family, C-1 Neighborhood Commercial, and C-2 General Retail Commercial zoning districts.
- ~~C. Comprehensive Plan. All planned developments shall be consistent with the Village of Winnetka Comprehensive Plan, Winnetka 2020.~~
- CD. Minimum area of development. No planned development shall be permitted on any site that has an area of less than 10,000 square feet.
- DE. Planned development required. All ~~Any~~ new development or redevelopment on any site in the B-1 Multi-family, B-2 Multi-family, C-1 Neighborhood Commercial, and C-2 General Retail Commercial zoning districts that has with an area of 10,000 square feet or more consisting of (i) the construction of one or more new buildings, or (ii) any addition to or expansion of one or more existing buildings that increase the gross floor area on the subject property by at least 50% shall be in accordance with the require planned development requirements established in this Chapter approval.
- EF. Ownership and control of land. The site for a planned development may be either in a single lot of record or a combination of contiguous lots ~~that are~~ under unified ownership and or control.
- EG. Compliance with Village Code required. Construction and improvements ~~with~~ in any planned development shall comply with all applicable Village ordinances except as may specifically excepted pursuant to Section 17.58.120 of this Chapter. ~~Any proposed deviation from Village standards or requirements must be clearly listed on the preliminary plan submittal and fully justified as being both necessary to the proper development of the property and consistent with the objectives set forth in the applicable section of the Village Code.~~
- ~~H. Design requirements. The planned development as a whole, as well as the individual buildings and site improvements constructed as part of the planned development, shall be in conformity with the Village of Winnetka Design Guidelines.~~
- ~~I. Compatibility of uses and design. The uses permitted in the planned development shall be compatible with each other and with existing land uses in the surrounding area. Uses shall be deemed compatible if all of the following criteria are met:~~

**G1. Individual special uses.** The individual uses in the a planned development must be permitted uses or permitted special uses in the underlying zoning district, unless an exception is granted pursuant to Section 17.58.120 of this chapter. Any individual use that is permitted allowed only as a special use in the underlying zoning district must individually meet the standards for the granting of special use permits, as established set forth in Chapter 17.56 of this Code, and if the property is located within the C-2 Retail Overlay District, the standards for special use permits set forth in Chapter 17.44 of this Code.

~~2. The uses must be designed and located in conformity with the Village of Winnetka Design Guidelines.~~

~~3. The uses, buildings and site layout of the planned development, considered as a whole, must meet the standards for the granting of special use permits, as established in Chapter 17.56 of this Code.~~

~~4. The planned development will be responsive to a demonstrated need within the Village.~~

**H. Number of units.** The maximum number of residential units in a planned development located within the B-1 Multi-family or B-2 Multi-family zoning districts shall not exceed the maximum number allowed in the underlying zoning district, except as may be necessary to achieve the goals of the Village of Winnetka Affordable Housing Plan.

#### **Section 17.58.040 Development standards**

~~A. Number of units. The maximum number of residential units in a planned development shall not exceed the maximum number allowed in the underlying zoning district, except as may be necessary to achieve the goals of the Village of Winnetka Affordable Housing Plan.~~

~~B. Yards and setbacks. The required yards and setbacks along the periphery of the planned development site shall be the same as those in the underlying zoning district. Notwithstanding the foregoing, the size of the required yards and setbacks may be modified by taking into consideration other existing buildings in the vicinity, consistency with goals in the Comprehensive Plan, accommodating parking and open space requirements and compatibility with adjoining properties.~~

~~C. Building height. The maximum building height permitted in the planned development shall not exceed 45 feet. Notwithstanding the foregoing, the height limitation may be modified by taking into consideration other buildings in the vicinity, consistency with goals in the Comprehensive Plan, accommodation of parking and open space requirements and compatibility with adjoining properties.~~

~~D. Parking. Each individual use in a planned development shall comply with the parking requirements established in this Title for such use in the underlying zoning district.~~

~~Notwithstanding the foregoing, parking requirements may be modified based upon the specific uses proposed and their compatibility with the adjoining neighborhood.~~

- ~~E. Intensity of use of lot. The intensity of use of lot for the planned development site shall not exceed the maximum allowable permitted in the underlying zoning district, except as may be necessary to achieve the goals of the Village of Winnetka Affordable Housing Plan.~~
- ~~F. Traffic plan. The planned development shall include a traffic plan that identifies points of ingress and egress, streets, alleys and interior circulation routes. The traffic plan shall be designed to minimize traffic congestion in the public streets adjoining the planned development and to facilitate the free flow of both vehicular and pedestrian traffic, within the planned development. The streets, alleys and other traffic thoroughfares, public or private, approved in planned development shall comply with the minimum requirements of the Village of Winnetka.~~
- ~~G. Exceptions and modifications. The Plan Commission may recommend, and the Village Council may authorize, any exceptions and modifications to the applicable bulk regulations of this section, provided the recommendation or grant is supported by the following findings, which shall be based on evidence in the procedural record:~~
  - ~~1. that the exception or modification meets the standards for modification defined in the relevant provision of this section;~~
  - ~~2. that the exception or modification is solely for the purpose of promoting a unified site plan and of meeting the objectives of both this Title and the Comprehensive Plan; and~~
  - ~~3. that the exception or modification is necessary to achieve the stated objectives and goals of this Chapter.~~

#### **Section ~~17.58.050~~ 17.58.040 Procedural requirements**

- ~~A. General requirements. All applications for planned developments shall be subject to the standards and procedures established in this Chapter 17.58 and in Chapter 17.56 of this Code.~~
- ~~B. Cumulative requirements. Unless specifically provided in this Chapter to the contrary, the standards of Chapter 17.56 shall be in addition to the standards of this Chapter. Unless specifically provided in this Chapter to the contrary, any procedure of Chapter 17.56 that is not also stated in this Chapter shall be considered an additional procedure, provided it does not conflict with the procedures established in this Chapter. In the event the procedures of Chapter 17.56 conflict with the procedures established by this Chapter, the procedures of this Chapter shall prevail.~~
- C. The Planned Development Commission may not recommend approval of a preliminary planned development unless it has considered the application at no fewer than two public meetings.**

**Section 17.58.060 17.58.050 Pre-application conference with Zoning Administrator**

Prior to filing an application for a planned development, the developer applicant must meet may request an informal conference with the Zoning Administrator to discuss the proposed planned development. The purpose of the conference is to help the applicant understand the Comprehensive Plan, the Zoning Ordinance, the Design Guidelines, the site development exceptions, the standards by which the application will be evaluated, and the application requirements. The pre-application conference is not mandatory and does not require either the payment of an application fee or the filing of an application.

**Section 17.58.060 Village Council review of planned development concept plan**

**A. Concept Plan Review.** Prior to, but in no event more than a year before, submitting an application to the Village for preliminary planned development approval, an applicant must appear at a public meeting of the Village Council to present the basic scope, character and nature of the entire proposed planned development to permit public consideration of the proposal at the earliest possible stage.

**B. Application for Concept Plan Review.** To initiate a review of the planned development concept plan, an applicant must submit to the Zoning Administrator a description of the following basic information regarding the proposed development:

- 1. A sketch site plan showing the general layout of proposed land uses within the property and the general location of vehicular and pedestrian circulation systems;**
- 2. A narrative describing the proposed categories of land uses for property and a summary of the overall maximum density of residential uses and intensity of nonresidential uses;**
- 3. A general visual description or images of the architectural style of the proposed development;**
- 4. The general location and extent of compensating benefits as required by Section 17.58.120 B;**
- 5. The nature, scope and extent of public dedications, improvements or contributions to be provided by the applicant; and**
- 6. The owner's name and address and the owner's signed consent to the filing of the application.**
- 7. The applicant's name and address, if different than the owner, the applicant's interest in the subject property, and the applicant's qualifications to carry out the proposed development.**
- 8. The address, parcel identification number(s), size, and dimensions of the subject property; and**

9. Any other information the applicant desires the Village Council to review.

C. Action by Village Council. The Village Council shall, after the concept plan application is complete, hold its review of the concept plan application.

The purpose of such review shall be to broadly acquaint the Village Council with the applicant's proposal and provide the applicant with any preliminary views or concerns that members of the Village Council may have at a time in the process when positions are still flexible, adjustment is still possible, and prior to the time when the applicant is required to expend the funds necessary to prepare the complete documentation required for a preliminary plan application.

At the meeting at which the concept plan application is considered, any member of the Village Council may make any comments, suggestions or recommendations regarding the concept plan application deemed necessary or appropriate by that member; provided, however, that no final or binding action shall be taken with respect to any concept plan application. Any views expressed in the course of the Village Council's review of any concept plan application shall be deemed to be only preliminary and advisory and only the individual views of the member expressing them. Nothing said or done in the course of such review shall be deemed to create, or to prejudice, any rights of the applicant or to obligate the Village Council, or any member of it, to approve or deny any preliminary plan application following full consideration thereof as required by this Code.

Section 17.58.070 Application submittal requirements for preliminary plan approval

A. ~~Form of application.~~

- ~~1. The form of the original application, associated plans and supporting documentation shall be determined by the Zoning Administrator.~~
- ~~2. The application, associated plans and supporting documentation shall be submitted both in full, original size and in 8½" x 11" format.~~
- ~~3. The full, original size of plats and plans shall be 24" x 36".~~

B. ~~Contents of application. The application shall include the preliminary planned development plan described in subsection C of this section and shall be accompanied by the additional plan documentation described in subsection D of this section.~~

C. ~~Preliminary planned development plan. The preliminary planned development plan shall contain the following:~~

- ~~1. Statement of objectives. The preliminary plan shall include a statement of the planning objectives to be achieved by the particular design approach proposed by the applicant, which shall include a description of the character of the proposed development and the rationale behind the assumptions and choices made by the applicant.~~

2. ~~Statement of ownership. The preliminary plan shall include a statement and documentation verifying that the applicant has, or will have ownership and control over all land included in the proposed planned development. If the subject property is held in trust, the statement of ownership shall also disclose the names of the trustee and the beneficiaries of the trust.~~
3. ~~A statement of proposed use. The preliminary plan shall include a statement of the applicant's intention with regard to the future selling or leasing of all or portions of the land areas or structures and the proposed use thereof is required.~~
4. ~~Detailed planned development plan. The preliminary plan shall include a detailed drawing of the proposed planned development, drawn at a scale of not less than one inch to one hundred feet. The detailed planned development plan may consist of one or more sheets and drawings and shall accurately depict:~~
  - a. ~~Boundary lines, bearings and distances;~~
  - b. ~~The location, width and purpose of all easements~~
  - c. ~~All streets on and adjacent to the subject property, including street name, right-of-way width, sidewalks, and the like;~~
  - d. ~~Utilities on and adjacent to the site, including the location, size and invert elevations of all sewers, the location and size of water mains and hydrants, and the location of gas, electric, telephone and cable lines;~~
  - e. ~~The topography of the subject property, which shall be shown in one-foot contours for land with a slope of one-half percent or less, and in two-foot contours for land with a slope of more than one-half percent;~~
  - f. ~~Conditions on adjacent land, including adjacent grades, the character and location of buildings, and the type and location of utilities;~~
  - g. ~~The zoning classification of the subject property and all adjacent properties;~~
  - h. ~~All parcels of land intended to be dedicated for public use or reserved for the use of all property owners, with the purpose indicated;~~
  - i. ~~The location and purpose of each proposed building, and the height of each building in feet and stories;~~
  - j. ~~Landscaping and tree preservation plan;~~
  - k. ~~At least two cross-sections through the entire site, to illustrate the bulk and heights of all proposed structures in relation to the topography, vegetation and surrounding structures;~~

- ~~l. The name of the development, the north point and scale, the date of preparation and the acreage of the site; and~~
  - ~~m. Such additional information as may be required by the Plan Commission.~~
- 5. ~~Quantitative Summary. The preliminary plan shall include a quantitative summary, which shall be broken down into phase components if the development is to be implemented in phases, and which shall include, but not be limited to the following:~~
  - ~~a. Acreage and square footage of the subject parcel;~~
  - ~~b. Residential density;~~
  - ~~c. Total and footprint square footage of principal and accessory buildings;~~
  - ~~d. Number of parking spaces;~~
  - ~~e. Square footage of commonly owned and/or maintained open space; and~~
  - ~~f. Maximum residential density that would be achievable through conventional development of the site.~~
- D. ~~Supporting documentation. In addition to the preliminary planned development plan, every application for a planned development shall be accompanied by the following supporting documentation:~~
  - ~~1. A preliminary plat of subdivision that meets the requirements of Title 16 of this Code.~~
  - ~~2. Schematic architectural drawings, including but not limited to floor plans, exterior building elevations, which clearly define all buildings proposed for the planned development.~~
  - ~~3. A statement setting forth the specific zoning modifications and exceptions being sought from the underlying zoning requirements as part of the planned development.~~
  - ~~4. A statement describing why the area for usable common open space was chosen, the unique advantages it offers, and how it is envisioned that residents will utilize the space.~~
  - ~~5. A traffic and parking study prepared by a qualified expert setting forth and analyzing the effect of the proposed development on traffic and parking in and around the subject property. The traffic and parking study shall not be limited to the effect on adjacent streets but shall extend to all surrounding areas affected by the proposed development and shall indicate the anticipated points of origin,~~

~~direction, amount and density of traffic flow to and from the proposed planned development.~~

- ~~6. A statement describing the specific public benefits that are proposed to be contained in or associated with the planned development.~~
- ~~7. A development schedule setting forth the approximate dates for beginning and completion of each stage of the development.~~
- ~~8. A construction employee traffic and parking mitigation plan that shall establish specific actions by the owner to limit peak period vehicular traffic and parking generated by construction of the planned development.~~
- ~~9. Such other documentation as the Director of Community Development may determine is necessary to demonstrate that the proposed planned development complies with all applicable development regulations, including compliance with Village of Winnetka Design Guidelines.~~

**Applications for a planned development must be filed with the Zoning Administrator in such form as required by the Village. Every application for preliminary plan approval must contain the following submittals, information and related data, unless a waiver is granted pursuant to paragraph K of this section:**

**A. Form of application and fee.**

- 1. Application. The form of the original application, associated plans and supporting documentation shall be determined by the Zoning Administrator.**
- 2. Fee and Escrow. A fee and escrow as established by the Village for the application and to defray the costs of providing notice and contracting with independent professionals to review applications as required. The professional costs may include, but are not limited to, engineering, legal fees, traffic analyses, environmental impact studies or analysis, land use design, or other similarly related professional studies. Additional materials may be required during the review of a proposed planned development if determined necessary by the Planned Development Commission or Village Council.**

**B. Statement of Planned Development Objectives, Standards and Exceptions.**

- 1. Statement of Objectives and Proposed Use. The preliminary plan shall include a statement of the planning objectives to be achieved by the particular design approach proposed by the applicant, which shall include a description of the character of the proposed development and the rationale behind the assumptions and choices made by the applicant. The plan shall also include a statement of the applicant's intention with regard to the future selling, leasing, and uses of all or portions of the land areas or structures.**
- 2. Planned Development Standards and Exception Standards. A statement**

setting forth the specific zoning and subdivision exceptions being sought from the underlying zoning and subdivision requirements and the reasons demonstrating that the proposed development meets the standards set forth in this Chapter. This includes a statement regarding public benefits proposed to be provided.

**C. Owner and applicant information.**

- 1. Contact information.** The names, addresses and phone numbers of the owner(s) of the subject property, or if a trust, the names, addresses, of the beneficiaries, the applicant and all persons known to have a proprietary interest in the subject property and proposed development.
- 2. Title Policy and Affidavit of Ownership.** A current property title policy and an affidavit of ownership is required as proof of ownership. If the applicant is not the owner of the property, the applicant must provide documentation evidencing its interest in the property.
- 3. Owner Statement.** A statement from the owner, if the owner is not the applicant, approving the filing of the application by the particular applicant.
- 4. Professional Qualifications.** A statement of the professional qualifications and related development experience of the applicant and/or applicant's development team.
- 5. Financing.** A statement of proposed financing and evidence of the applicant's ability to complete the proposed development. At the direction of the Village Council, an economic proforma may be required.

**D. Property Information.**

- 1. Property Restrictions.** The substance of covenants, easements, and other restrictions existing and any to be imposed on the use of land, including common open space, and structures.
- 2. Dedications.** All parcels of land intended to be dedicated for public use or reserved for the use of all property owners, with the purpose indicated.
- 3. Plat of Survey.** A plat of survey, prepared by a licensed surveyor, with legal description and street address of the subject parcel(s), prepared within the last year or a plat of survey showing current conditions that may be older than one year, prepared by a licensed surveyor.

**E. Reports and Studies.**

- 1. Environmental Assessment.** Copies of all environmental assessments or

impact studies as required by law, or a letter from the EPA stating that the site is considered clean by EPA standards, if applicable.

2. Village Services Report. A report on the anticipated demand on all Village and community-wide services including, but not limited to, police, fire, public works, park district, and schools. This report must include a tax impact study indicating all projected tax revenues to be generated by the proposed development.
3. Market Feasibility Report. A market feasibility report, prepared by a professional real estate consultant or other qualified professional, for all types of proposed land uses within the boundaries of the subject property, which report must include information on unit prices and absorption.

E. Traffic and Parking Study.

1. A traffic impact study, prepared by a professional engineer qualified in traffic analysis, showing the proposed traffic circulation pattern, including counts, within and in the vicinity of the area of the development which includes any pending development projects, and an analysis which does not include any pending development projects. The location and description of any public and traffic-related public improvements to be installed, including any streets and access easements must also be provided.
2. A parking impact study, prepared by a professional engineer qualified in parking analysis, showing the estimated parking demand based on proposed uses in relation to existing conditions, including any pending development projects for the surrounding area including off-site parking spaces.

G. Development Plans.

1. Site Plan. A scaled site plan, a minimum scale of one inch equals 40 feet, showing the name of the development, the location, setback, bulk, lot area coverage and heights of all buildings and structures, pedestrian circulation areas and common space(s), vehicular circulation and parking spaces, loading areas, garbage pick-up routes, natural topographic features and contours, zoning district classification, adjacent public rights-of-ways, streets, and sidewalks, and other relevant site elements. The site plan must also show the zoning district classification, building footprint and use, and proximity of structures on adjacent properties. The site plan must also depict location, style, and appearance of any street furniture, such as bicycle racks and/or bicycle storage facilities, light poles, benches, and trash receptacles.
2. Landscape and Tree Preservation Plan. A landscaping and tree preservation plan, prepared by a registered landscape architect or licensed arborist, prepared in the same scale as the site plan, showing the location, size,

character, species, and composition of vegetation and other material. The plan must also include a list of the quantity, species (including common and botanical name), and the size of all proposed plantings.

3. Preliminary Engineering Plan. A preliminary engineering plan, prepared by a licensed professional engineer, including at a minimum, a site demolition plan, a site geometry plan, a site utility plan, and a site grading, drainage, and paving plan. In addition the engineering plan must show any off-site roadway and utility improvements required to service the planned development and explanation for how those improvements will be paid.
4. Preliminary Plat. A preliminary plat of subdivision, if required, that meets the requirements of Title 16 of this Code.
5. Exterior Lighting Plan. An exterior lighting plan of the same scale as the site plan showing the location of all exterior lighting proposed for the site. The proposed photometrics (level of illumination) as well as the specific design details of all exterior light sources must be provided including proposed lamping of fixtures, light color temperature, height of light fixtures, and illustration of the design. Screening of the light sources should be addressed in the written summary for the project.
6. Construction Logistics Plan. Construction traffic and parking schedule indicating the location for the parking of construction vehicles and the anticipated route of construction vehicles, including a communication plan and point of contact posted at the site.
7. Project Schedule. Schedule of development showing the approximate date for beginning and completion of each stage of construction of development.

#### H. Building Elevation and Floor Plans.

1. Floor Plans. Floor plans of all proposed buildings and structures. The drawings must also include a schedule showing the number, type, and floor area of all uses or combination of uses, and the floor area of the entire development. For residential floor plans, a summary table of units, sizes, and room types must be included.
2. Building Elevations. Building elevation drawings illustrating the design and character of the building(s), types of construction, and specified building materials for all sides of the building(s).
3. Building Cross-sections. At least two cross-sections through the entire site, to illustrate the bulk and heights of all proposed structures in relation to the topography, vegetation and surrounding structures.

4. Shadow Study. If requesting a building height or setback variation, a shadow study, at a minimum, depicting mid-morning and mid-afternoon shadows cast on the following dates; March 20, June 21, September 22, and December 21, corresponding to the first day of each season, for any proposed structure(s) which exceed the underlying zoning district height or setback restrictions.
  5. Streetscape Elevations. Streetscape building elevation(s) of the proposed building including all street-facing buildings within the same block or, if a corner lot, those located adjacently across the street or alley.
  6. Sign Elevations. Detailed sign elevations of the sign face(s) at a scale of not less than one inch equals two feet, and must designate sign design, dimensions, materials, colors, lighting (level of illumination), and written/graphic message.
  7. Three Dimensional Model or Rendering. Either a to-scale physical three-dimensional model of the proposed development or a three-dimensional rendering developed in an acceptable format approved by the Zoning Administrator.
- I. Quantitative Summary. A quantitative summary, which shall be broken down into phase components if the development is to be implemented in phases, and which shall include, but not be limited to the following:
1. Acreage and square footage of the subject parcel;
  2. Residential density;
  3. Total and footprint square footage of principal and accessory buildings;
  4. Number of parking spaces;
  5. Square footage of commonly owned and/or maintained open space; and
  6. Maximum residential density that would be achievable through conventional development of the site.
- J. Other Information. Such other documentation as the Zoning Administrator may determine is necessary to demonstrate that the proposed planned development complies with application development regulations, including compliance with the Village of Winnetka Design Guidelines.
- K. Waiver. Upon written request by the applicant, the Zoning Administrator may waive any of the above application requirements in the event that the Zoning Administrator determines that such submittal is not necessary. Notwithstanding a decision to grant a waiver from a submittal requirement, the Planned Development Commission and the Village Council are not precluded from

requiring an applicant to submit to the Village the information that was waived by the Zoning Administrator and any additional information the Planned Development Commission or Village Council deems applicable for its review of the planned development application.

#### **Section 17.58.080 Procedures for preliminary plan approval**

- A. Application review. Upon receipt of a properly completed application for a preliminary planned development, the Zoning Administrator shall review the application for compliance with all applicable requirements. Completed applications will be then be forwarded to the ~~Plan Commission, Zoning Board of Appeals~~ **Planned Development Commission** and Design Review Board for their respective reviews and recommendations.
- B. Hearings. The ~~Plan Commission and Zoning Board of Appeals~~ **Planned Development Commission** shall hold ~~separate a~~ public hearings in accordance with Chapter 17.56 of this Code. Notices of the public hearings shall be issued in the manner provided in Section 17.56.040 of Chapter 17.56. ~~The hearing of the Zoning Board of Appeals shall be held as provided in Section 17.56.060 of Chapter 17.56.~~
- C. Written protest.
1. Filing of protest. Any owner of property located within ~~two hundred fifty (250)~~ feet of the subject property may file a written protest objecting to the planned development. The written protest shall be directed to the Village Council and shall be submitted on forms provided by the Village and shall be signed and acknowledged, in accordance with the definitions provided in Sections 17.04.030(A)(3.5) and 17.04.030(S)(4.5) of this title. The written protest shall be submitted no later than 5:00 p.m. on the date of the first meeting of the Village Council at which the preliminary approval of the planned development application is on the agenda for consideration; provided, that the ~~the~~ filing of a written protest after the close of the ~~Board of Appeals~~ **Planned Development Commission** hearing on the planned development application shall not create a right either to reopen the evidentiary record or to remand the application to the ~~Board~~ **Planned Development Commission** for further evidentiary proceedings.
  2. Effect of written protest. In the event ~~twenty (20)~~ percent of the owners of property located within ~~two hundred fifty (250)~~ feet of the subject property have submitted a written protest as provided in Section 17.56.050(A), the preliminary approval of a planned development by the Village Council shall require the favorable vote of four ~~(4)~~ Trustees.
- D. Design Review Board. The Design Review Board shall consider the application for preliminary planned development at a public meeting.
- E. Findings and recommendations. Within 30 days following the date of the completion of the ~~respective public hearings of the Plan Commission and Zoning Board of Appeals~~ **Planned Development Commission**, and within thirty (30) days following the completion

of the Design Review Board meeting on the application for preliminary approval, each body shall forward a written copy of its findings of fact, and/or its recommendation to the Village Council. The findings and recommendations of each body shall be consistent with the purpose and intent of this Title and shall specify, in a separate conclusion or statement, such stipulations, restrictions or conditions, including but not limited to the operation of the planned development, that the ~~Plan Commission, Zoning Board of Appeals~~ **Planned Development Commission** or Design Review Board deems necessary to assure the protection of the public health, safety, comfort, morals or welfare. No planned development shall be recommended for approval by the ~~Plan Commission, Zoning Board of Appeals~~ **Planned Development Commission** or Design Review Board unless such commission or board shall find that the proposed planned development is in conformity with the standards set forth in Section 17.58.110 of this chapter and with any other applicable regulations of the zoning district in which the subject property is located.

F. Village Council.

1. Village Council deliberations. Within ~~thirty (30)~~ days after the Village Council receives all of the findings of fact and/or the recommendations of the ~~Plan Commission, Zoning Board of Appeals~~ **Planned Development Commission** and Design Review Board on the application, the application for the planned development shall be placed on the Village Council's agenda for consideration.
2. Village Council decision; vote required. By a majority of the Village Council, the Village Council, in the exercise of its discretion, may grant, deny or modify the planned development application, or may return the matter to the ~~Plan Commission, Zoning Board of Appeals~~ **Planned Development Commission** or Design Review Board for further consideration and findings. Notwithstanding the foregoing, if the requisite number of protests have been submitted in accordance with Section 17.56.050 of Chapter 17.56, the favorable vote of four ~~(4)~~ Trustees shall be required to grant the planned development by the Village Council.
3. **As part of its approval of a planned development application, the Village Council may impose conditions on the applicant or require the applicant to make public improvements if such conditions or public improvements would be necessary for the planned development application to satisfy the standards set forth in Section 17.58.110 of this chapter. Such public improvements may include, without limitation, bicycle infrastructure, transit stops, and public utility, public streetscape, roadway, intersection, signalizations, parking, and pedestrian safety improvements.**

**Section 17.58.090 Application for final plan approval**

A. Form of application.

1. Substantial conformity with preliminary plan. The final plan for the planned development shall conform substantially to the approved preliminary plan. No final plat for a planned development will be presented for final approval if it

contains a substantial change from the approved preliminary plan. For purposes of this section, a substantial change is a change that alters: (i) alters the concept or intent of the planned development; (ii) changes the plan's density; (iii) changes the height of any building; (iv) changes proposed the plan's open space; or (v) makes material changes in the architectural design in a material fashion; makes a material change to the development schedule, or changes the governing agreements, provisions, or covenants for the development.

2. Engineering approval. The final plat will not be processed until detailed engineering site plans have been reviewed and approved by the Village Engineer.
  3. The final development plan, and subdivision ~~plan~~ plat if necessary, shall contain in final form all the information required in the preliminary development plan, along with such other documents as may be necessary to implement the plan or to comply with all applicable requirements of this chapter.
- B. Time of filing application for final approval. Within ~~eighteen~~ (18) months following the Village Council approval of the preliminary planned development plan, the applicant shall initiate the final approval process by filing the final development plan and supporting documentation with the ~~Plan Commission~~ Zoning Administrator for the Village Council's consideration. The Village Council, in the exercise of its discretion, may extend the time for filing the application for final approval.
- C. Contents of application. The final planned development plan shall contain all the materials included in the approved preliminary planned development plan, but in final detailed form and include the following:
1. ~~Boundary lines, bearings and distances;~~
  2. ~~Location, width and purpose of all easements;~~
  3. ~~Streets on and adjacent to the site, including street name, right of way width, sidewalks, and the like;~~
  4. ~~Utilities on and adjacent to the site, including location, size and invert elevations of all sewers, location and size of water mains and hydrants, location of gas lines, electric, telephone and cable lines;~~
  5. ~~Other conditions on adjacent land including adjacent grades, character and location of buildings and utilities;~~
  6. ~~Zoning on and adjacent to the site;~~
  7. ~~All parcels of land intended to be dedicated for public use or reserved for the use of all property owners with the purpose indicated;~~
  8. ~~Location, purpose and height, in feet and stories, of each building;~~

9. ~~Landscaping and tree preservation plan;~~
10. ~~Name of development, north point and scale, date of preparation and acreage of site;~~
11. ~~Such additional information as may be required by the Village Council.~~
12. ~~Final schematic architectural drawings;~~
13. ~~Final quantitative summary;~~
14. ~~Original mylar plat of the planned development, a subdivision plat, plat of dedication and/or plat of vacation; and~~
15. ~~A restrictive covenant in a form acceptable to the Village Attorney limiting development of and construction upon the tract as a whole to such development and construction as shall comply with the final development plan granted by the Village Council.~~

**1. Form of application and fee.**

**a. Application. The form of the original application, associated plans and supporting documentation shall be determined by the Zoning Administrator.**

**b. Fee and Escrow. A fee and escrow as established by the Village for the application and to defray the costs of providing notice and contracting with independent professionals to review applications as required. The professional costs may include, but are not limited to, engineering, legal fees, traffic analyses, environmental impact studies or analysis, land use design, or other similarly related professional studies. Additional materials may be required during the review of a proposed planned development if determined necessary by the Planned Development Commission or Village Council.**

**2. A statement summarizing all changes that have been made, or have occurred, in any document, plan, data, or information previously submitted, together with a revised copy of any such document, plan, or data; and the statement shall explain how the final plan remains in substantial conformance with the approved preliminary plan;**

**3. A final plat of subdivision, if required, that meets the requirements of Title 16 of this Code;**

**4. Final engineering plans in compliance with engineering guidelines adopted by the Village;**

**5. A plat of dedication and or plat of vacation, if required;**

6. When the proposed planned development includes provision for public common open space, a statement describing the provision for dedication or care and maintenance of such open space. If it is proposed that such open space be owned or maintained by any entity other than a governmental authority, copies of the proposed articles of incorporation and by-laws of such entity shall be submitted. When the property is to be dedicated, a draft of the instrument of dedication shall be submitted;

7. A restrictive covenant in a form acceptable to the Village Attorney limiting development of and construction upon the tract as a whole to such development and construction as shall comply with the final development plan granted by the Village Council; and

8. Such additional information as may be required by the Village Council.

D. Development phases. If desired by the developer applicant, the final plat may be submitted in stages, with each stage reflecting a portion of the approved preliminary plat that is proposed to be recorded and developed; provided, however, that each such portion shall be in conformity with all requirements and regulations of this Chapter.

#### **Section 17.58.100 Procedures for final plan approval**

A. Application review. Upon receipt of a properly completed application for a final planned development plan, the Zoning Administrator shall review the application for compliance with all applicable requirements. Completed applications will be forwarded to the ~~Plan Commission, Zoning Board of Appeals and Design Review Board~~ Village Council for ~~their respective~~ its reviews and recommendations.

B. Hearings. The ~~Plan Commission and Zoning Board of Appeals~~ Village Council shall hold ~~separate a~~ public hearings in accordance with Chapter 17.56 of this Code. Notices of the public hearings shall be issued in the manner provided in Section 17.56.040 of Chapter 17.56. ~~The hearing of the Zoning Board of Appeals shall be held as provided in Section 17.56.060 of Chapter 17.56.~~

C. Written protest.

1. Filing of protest. Any owner of property located within ~~two hundred fifty (250)~~ feet of the subject property may file a written protest objecting to the planned development. The written protest shall be directed to the Village Council and shall be submitted on forms provided by the Village and shall be signed and acknowledged, in accordance with the definitions provided in Sections 17.04.030(A)(3.5) and 17.04.030(S)(4.5) of this title. The written protest shall be submitted no later than 5:00 p.m. on the date of the first meeting of the Village Council at which the final approval of the planned development application is on the agenda for consideration; ~~provided, that the filing of a written protest after the close of the Board of Appeals hearing on the planned development shall not create a right either to reopen the evidentiary record or to remand the application to the Board for further evidentiary proceedings.~~

2. Effect of written protest. In the event ~~twenty percent (20%)~~ of the owners of property located within ~~two hundred fifty (250)~~ feet of the subject property have submitted a written protest as provided in the foregoing paragraph 1. the final approval of a planned development by the Village Council shall require the favorable vote of four Trustees.

~~D. Design Review Board. The Design Review Board shall consider the application for final planned development at a public meeting.~~

~~E. Findings and recommendations. Within 30 days following the date of the completion of the respective public hearings of the Plan Commission and Zoning Board of Appeals, and within 30 days following the completion of the Design Review Board meeting on the application for preliminary approval, each body shall forward its written findings of fact and recommendations to the Village Council. The findings and recommendations of each body shall be consistent with the purpose and intent of this Title and shall specify, in a separate conclusion or statement, such stipulations, restrictions or conditions, including but not limited to the operation of the planned development, that the Plan Commission, Zoning Board of Appeals or Design Review Board deems necessary to assure the protection of the public health, safety, comfort, morals or welfare. No planned development shall be recommended for final approval by the Plan Commission, Zoning Board of Appeals or Design Review Board unless such commission or board shall find that the proposed planned development is in substantial conformity with the approved preliminary plan and is also in conformity with the standards set forth in Section 17.58.110 of this chapter and with any other applicable regulations of the zoning district in which the subject property is located.~~

F. Village Council.

1. ~~Village Council deliberations. Within thirty (30) days after the Village Council receives all of the findings of fact and/or the recommendations of the Plan Commission, Zoning Board of Appeals and Design Review Board on the final application, the application for the planned development shall be placed on the Village Council's agenda for consideration.~~
2. Village Council decision; vote required. By a majority of the Village Council, the Village Council, in the exercise of its discretion, ~~may~~ **shall** grant **approval of the application if the final plan for the planned development conforms substantially to the approved preliminary plan,** deny or modify the application for final planned development approval, ~~or may return the matter to the Plan Commission, Zoning Board of Appeals or Design Review Board for further consideration and findings.~~ Notwithstanding the foregoing, if the requisite number of protests have been submitted in accordance with Section 17.56.050 or Chapter 17.56, the favorable vote of four ~~(4)~~ Trustees shall be required for final approval of the planned development by the Village Council.

**2. In the event that the Village Council determines that the final plan for the planned development does not conform substantially to the approved preliminary plan:**

**a. The applicant may modify its application for approval of the final plan for the planned development so that it substantially conforms to the approved preliminary plan;**

**b. The Village Council may deny the application; or**

**c. The Village Council may return the matter to the Planned Development Commission and/or the Design Review Board for further consideration, findings, and consideration of a recommendation to the Village Council that the application for approval of the final plan for the planned development is in conformity with the standards set forth in Section 17.58.110 of this chapter and with any other applicable regulations of the zoning district in which the subject property is located, after which, the application shall be returned to the Village Council for a re-hearing in accordance with this Section 17.58.100 and a finding by the Village Council that the application for approval of the final plan for the planned development is in conformity with the standards set forth in Section 17.58.110.**

G. Approval by ordinance. Final approval of any planned development shall be by an ordinance of the Village Council. The Village Council, in the exercise of its discretion, may accept, reject or modify any conditions or restrictions that the ~~Plan Commission, Zoning Board of Appeals and/~~ **Planned Development Commission** or Design Review Board may recommend. Such conditions shall be expressly set forth in the ordinance approving the planned development.

H. Recording of final plan required. The ~~Ordinance~~ authorizing the planned development shall be effective only upon recording of the ~~final plat and supporting data~~ **ordinance and final plat of subdivision, if applicable**, and with the Office of the Recorder of Deeds for Cook County. No building permits will be issued nor shall any other development shall take place until the required recording of the final plat **such recordings are made**. All recording costs shall be paid by the applicant.

**Section 17.58.110 Findings on standards for planned development approval**

A. Findings required.

1. Findings in support of recommendations. The ~~Zoning Board of Appeals, the Plan Commission~~ **Planned Development Commission** and the Design Review Board shall each enter written findings on the standards for planned development approval as set forth in this Section 17.58.110. The findings of each body shall be based on the particular facts and circumstances of the proposed development, as established through the application materials, record made in the proceedings before that body, and matters of public record.

2. Village Council findings. The Village Council's decision to grant or deny an application shall be based on the particular facts and circumstances of the proposed development, as established through the application materials, the record made in all proceedings on the application, matters of public record, and such matters of public policy as the Council deems relevant to its consideration of the application.

~~B. Zoning Board of Appeals. The Zoning Board of Appeals shall not recommend the approval of a planned development unless it enters the following findings:~~

- ~~a. that the proposed planned development will not either endanger or be detrimental to the public health, safety, comfort, morals or general welfare, in that the proposed development will complement and supplement the community given the nature of the business;~~
- ~~b. that the planned development will not either substantially diminish or impair property values in the immediate vicinity, or be substantially injurious to the use and enjoyment of land in the immediate vicinity for uses permitted by right in that zoning district;~~
- ~~c. that the planned development will not impede the normal and orderly development and improvement of other property in the immediate vicinity for uses permitted by right in the zoning district;~~
- ~~d. that adequate measures have been or will be taken to provide ingress and egress in a manner which minimizes pedestrian and vehicular traffic congestion in the public and private ways;~~
- ~~e. that adequate parking, utilities, access roads, drainage and other facilities necessary for the operation of the special use either exist or will be provided; and~~
- ~~f. that the planned development in all other respects conforms to the applicable zoning regulations and other application of Village ordinances and codes.~~

~~C. Plan Commission. The Plan Commission shall not recommend the approval of a planned development unless it finds that the proposed development, as a whole, is consistent with the goals and objectives of the Comprehensive Plan, *Winnetka 2020*. In making its findings and recommendations, the Plan Commission shall consider such goals and objectives of the Comprehensive Plan as it may determine are affected by or otherwise pertain to the proposed planned development, provided that, in each instance, the Plan Commission shall consider whether the proposed planned development is consistent with the following goals and objectives of the Comprehensive Plan:~~

- ~~1. to ensure that commercial, institutional, and residential development is appropriate to the character of and minimizes the adverse impact on its surrounding neighborhood;~~

2. ~~to limit commercial, institutional and residential development within the Village to minimize potentially adverse impacts on adjacent residential neighborhoods and to prevent the need for significant increases in such infrastructure as streets, parking, utilities and sewers, and in other community resources such as schools, parks and recreational facilities;~~
  3. ~~to ensure that development proposals minimize the potential adverse impact they might have on residential neighborhoods, including the impact on pedestrian character, on-site parking, traffic patterns, congestion, open space, storm water management and Village infrastructure;~~
  4. ~~to provide for a wide range of office/service and retail commercial land uses and development within the existing business districts in the Corridor;~~
  5. ~~to promote a strong community identity and opportunities to interact while building a healthy commercial tax base;~~
  6. ~~to provide a broad range of goods and services so that Winnetka residents can satisfy most of their ordinary shopping requirements in the Village and so that non-residents will come to the Village for specialty goods and services;~~
  7. ~~to maintain the essential quality, viability and attractiveness of Winnetka's business districts while encouraging new economic development consistent with the character of the Village and the individual business districts;~~
  8. ~~to encourage the provision of on-site parking at the rear of buildings, with access via alleys or private driveways, to reduce demand for on-street parking; and~~
  9. ~~to ensure that new development does not decrease public parking supply, particularly on-street parking that supports retail use.~~
- D. ~~Design Review Board. The Design Review Board shall provide comment and recommendations to the Village Council as to whether the building design, landscape plan and other proposed exterior aspects of the planned development are in conformity with the Design Guidelines.~~
- E. ~~Village Council. The Village Council shall not grant a request for approval of a planned development unless it finds:~~
1. ~~that the proposed development meets the special use standards for planned development, as set forth in subsection B of this Section;~~
  2. ~~that the proposed development, as a whole, is consistent with the Comprehensive Plan, Winnetka 2020;~~
  3. ~~that a certificate of appropriateness of design should issue for the buildings, landscaping and other exterior elements of the proposed development; and~~

4. ~~that the proposed development is otherwise consistent with the intent and objectives of this Chapter.~~

**B. Planned Development Standards. No special use permit for a planned development shall be recommended by the Planned Development Commission or approved by the Village Council unless it is found that:**

1. That the proposed development and the use or combination of uses furthers the goals and objectives of the Comprehensive Plan.
2. That the establishment, maintenance and operation of the planned development will not be detrimental to or endanger the public health, safety, health, comfort, morals or general welfare, or have a negative environmental impact on the neighborhood or Village;
3. That the planned development will not unreasonably impede the use and enjoyment of other property in the immediate vicinity which are permitted by right in the district or districts of concern, nor unreasonably diminish or impair property values in the immediate vicinity;
4. That the establishment of the planned development will not unreasonably impede the normal and orderly development or improvement of other property in the immediate vicinity for uses permitted by right in the district or districts of concern;
5. That adequate measures have been or will be taken to provide ingress and egress in a manner which minimizes pedestrian and vehicular traffic congestion in the public ways;
6. That adequate parking, utilities, access roads, drainage and other facilities necessary to the operation of the planned development exist or are to be provided; and
7. That the planned development in all other respects conforms to the applicable regulations of this and other applicable Village ordinances and codes.

**C. Design Review. No approval for a planned development shall be recommended by the Design Review Board or approved by the Village Council unless the planned development as a whole, as well as its individual buildings and site improvements constructed as part of the planned development, is in conformity with the Village of Winnetka Design Guidelines, as may be amended from time to time.**

**Section 17.58.120 Exceptions**

**A. Exceptions to Subdivision and District Regulations. All planned developments are subject to the underlying district regulations unless an exception is specifically granted. The Planned Development Commission may recommend, and the Village Council may grant, exceptions to the otherwise applicable subdivision regulations**

and underlying zoning district use, lot, space, bulk, yard, and parking regulations. In addition to the standards in Section 17.58.110 of this Chapter, the following standards shall be considered in reviewing any request for exceptions to the subdivision or underlying zoning district use, lot, space, bulk, yard, and parking regulations, as each standard may be applicable:

1. The proposed exception will enhance the overall quality of the development, the design of the structures, and the site plan to further the goals and objectives of the Comprehensive Plan and the Design Guidelines;
2. The proposed exception will enable the development to offer environmental and pedestrian amenities available to all residents of the Village;
3. The proposed exception will not cause an adverse impact on neighboring properties that outweigh the public benefits of the development;
4. The proposed exception will contain a proposed design and use, or combination of uses, that will complement the character of the surrounding neighborhood; and
5. The proposed exception will provide a public benefit to the Village, as described in Section 17.58.120.B of this Code.

B. Compensating Benefits. Applicants for planned development approval are required to provide the Village with compensating benefits in return for the Village granting exceptions in accordance with this Section 17.58.120. The purpose of compensating benefits is to advance the Village's physical, cultural, environmental, and social objectives in accordance with the Comprehensive Plan and other plans and policies. Redevelopment often brings with it the need to provide exceptions from the regulations but to also make sure that the Village is receiving public benefit in return for providing those exceptions by requiring additional compensating benefits to the residents in that area or to the community as a whole. Prior to proposing a compensating benefit, the applicant is required to consult with Village staff and other public entities, as deemed necessary by the Village. The following is a non-exclusive list of examples of design elements and amenities that may be considered compensating benefits:

1. The provision of community amenities for public use, such as plazas, malls, formal gardens, places to congregate, outdoor seating, and pedestrian facilities;
2. The preservation of existing historic features;
3. The dedication and provision of public open space and public recreational amenities, such as recreational open space, including accessory buildings, jogging trails, playgrounds, and similar recreational facilities;
4. The adaptive reuse of existing buildings;

- 5. The provision of public car and/or bike share facilities;**
- 6. The provision of off-street public parking spaces;**
- 7. The provision of affordable housing units;**
- 8. The incorporation of building and site elements that enhance the environment and increase sustainability; and**
- 9. The provision of uses, spaces, or infrastructure that provide a benefit to the public and which there is a demonstrated public need.**

**Section ~~17.58.120~~ 17.58.130 Amendments to planned developments**

- A. Recorded approved plans control development. The planned development shall be developed only according to the approved and recorded final plans. The recorded final plan, together with all recorded amendments, shall be binding on the applicants, their successors, grantees and assigns and shall limit and control the use of premises, including the internal use of buildings and structures, and the location of structures in the planned development as set forth therein.
- B. Major changes.
  1. Major changes defined. Changes that alter the concept or intent of the planned development; including changes in density, changes in the height of buildings, changes in use, changes of proposed open space, material changes to architectural design, material changes in the development schedule, changes in road standards, and changes in the final governing agreements, provisions, or covenants shall all be considered major changes to the approved plan.
  2. Procedure for major changes. An applicant seeking a major change shall seek an amendment to the final plan by submitting a new preliminary plan and supporting data and following the procedures for preliminary approval, as established in Section 17.58.070 of this chapter. Major changes to an approved final plan may be granted only by the Village Council pursuant to an ordinance approving the amended plan.
- C. Minor Changes.
  1. Minor changes defined. Minor changes are defined as any change to an approved plan that is not defined as a major change and that does not change the concept or intent of the development.
  2. Procedure for minor changes. A proposed minor change to an approved planned development may be presented directly to the Village Council for consideration. The Village Council may approve minor changes in the planned development without further proceedings, provided it finds that the proposed change does not change the concept or intent of the development.

**Section ~~17.58.130~~ 17.58.140 Effect of failure to complete project according to plans**

- A. Failure to complete project. The Village Council shall consider revocation of the planned development if construction falls more than one year behind the construction schedule filed with the final plat. The ~~developer~~ **applicant** shall be notified at least ninety days preceding any revocation proceeding. The Village Council may, upon request, modify the recorded construction schedule of a planned development.
- B. Failure to comply with approved plans. Failure to maintain such conditions or restrictions as may have been imposed shall constitute grounds for revocation of the planned development pursuant to Section 17.72 of the Village Code.



## Agenda Item Executive Summary

**Title:** Refuse Collection Evaluation

**Presenter:** Steven M. Saunders, Director of Public Works/Village Engineer

**Agenda Date:** 04/25/2019

**Consent:** ☐ YES ☒ NO

☐ Ordinance  
☐ Resolution  
☐ Bid Authorization/Award  
☒ Policy Direction  
☐ Informational Only

### Item History:

- May 8, 2018 Village Council Study Session
- October 26, 2018 Village Council Budget Study Session

### Executive Summary:

During the fall 2018 budget discussion, the Village Council directed staff to review the refuse collection program for opportunities to provide curbside collection, reduce overall costs, and consider potential program efficiencies. The attached Agenda Report is an overview of staff's evaluation, including optional next steps for Council's consideration. The Agenda Report includes the following sections:

- 1) Review of Current Refuse Collection and Recycling Services
- 2) Current Budget and Funding
- 3) Possible Service Changes
- 4) Next Steps

Staff will present this information to inform a discussion about residential and commercial refuse collection operations, and potential service changes to improve customer choice and reduce operating costs.

### Recommendation:

Staff seeks Council input on the policy issues outlined in this report, including:

- 1) Does the Council wish to discontinue in-house program for commercial/institutional collection?
  - If so, does the Council want staff to pursue the Open-market or Franchise approach?
- 2) Does the Council desire to change the residential basic level of service to be once weekly curbside collection?
  - If so, should weekly collection include volume and pricing options?
- 3) Does the Council want staff to return with specific options and costs on a residential composting program?

### Attachments:

Agenda Report with Attachments  
Exhibit A - Refuse Collection Map  
Exhibit B - Refuse Fund 2019 Budget Summary  
Exhibit C - May 8, 2018 Agenda Materials (2018 Refuse Service Survey)

## Agenda Report

**Subject:** Refuse Collection Evaluation

Prepared By: Steven M. Saunders, Director of Public Works/Village Engineer

Date: April 15, 2019

### **Background**

During the fall 2018 budget discussion the Village Council directed staff to review the Village refuse collection program for opportunities to provide curbside collection, reduce overall costs, and consider potential program efficiencies. This memo is an overview of staff's evaluation of the existing refuse collection program including optional next steps for Council's consideration.

### **Current Refuse and Recycling Collection System & Service Levels**

The Refuse Division collects both commercial and residential refuse on a set schedule, with residential recycling materials collected on similar days by a contracted vendor (Lakeshore Recycling Systems).

#### ***❖ Residential Collection Schedule:***

Residential refuse is collected on a set four-day schedule; Monday, Tuesday, Thursday, and Friday, between the hours of 7:00AM and 3:30PM. Prior to the collection of residential refuse, the Village's commercial district areas are collected; collections occur between 5:00AM and 7:00AM. The current base level of service includes refuse being collected in the rear of residential properties utilizing either motorized scooters or walk behind toters. Residents are limited to two (2) 37-gallon garbage cans each week.

The following table identifies the number and percentage of residential homes collected for each day. A copy of the refuse collection map depicting the current collection program is shown in **Exhibit A**.

| Regular Refuse Collection Schedule |                  |                         |
|------------------------------------|------------------|-------------------------|
| Day Collected                      | No. of Addresses | Percentage of Addresses |
| Monday                             | 694              | 17%                     |
| Tuesday                            | 886              | 22%                     |
| Thursday                           | 1194             | 30%                     |
| Friday                             | 1242             | 31%                     |

#### ***❖ Residential Yard Waste & Optional Second Collections:***

Yard waste is collected twice a week between April and November. Residents are required to place Village refuse stickers on approved yard waste bags or bundles of landscaping materials, and place those items near the roadway in front of their property.

Staff also performs additional refuse collections for residents that opt for a second day of collection. These stops are typically collected after the regularly scheduled route is completed, but prior to the collection of yard waste materials. This option provides an additional level of service for those homes that may have larger families or generate more than the typical volume of refuse, and costs an extra \$50 per month.

The following table shows the current schedule and the percentage of the total residential stops collected each week, including both yard waste and second collections.

| Regular Refuse Collection Schedule During Peak Months |                         |                         |                  |               |                  |                 |
|-------------------------------------------------------|-------------------------|-------------------------|------------------|---------------|------------------|-----------------|
|                                                       | Residential Refuse Only |                         | No. of 2nd Outs  |               | Yard Waste       |                 |
| Day Collected                                         | No. of Addresses        | Percentage of Addresses | No. of Addresses | Day Collected | No. of Addresses | Days Collected  |
| Monday                                                | 694                     | 17%                     | 45               | Thursday      | 1888             | Monday/Thursday |
| Tuesday                                               | 886                     | 22%                     | 95               | Friday        | 2128             | Tuesday/Friday  |
| Thursday                                              | 1194                    | 30%                     | 73               | Monday        | 1888             | Monday/Thursday |
| Friday                                                | 1242                    | 31%                     | 104              | Tuesday       | 2128             | Tuesday/Friday  |

❖ *Commercial Collection Schedule:*

Commercial refuse collection is performed seven days per week in all business districts, and includes institutions and certain multi-family buildings. Commercial collection is typically performed prior to the collection of residential refuse routes between the hours of 5:00AM and 7:00AM to minimize the impacts to the local businesses, and ensure proper access to all properties. On Wednesdays, commercial collections are performed by the Refuse Division Supervisor and a supplemental staffer.

Refuse Collectors are typically scheduled to work four (4) 10-hour shifts, on Monday, Tuesday, Thursday, and Friday including mandatory rotational weekend shifts on Saturday and Sunday. Weekend work shifts are for a minimum of three (3) hours each and are paid at the standard overtime rate. Only one employee works each weekend. Work performed on weekend days is for the collection of Commercial containers only; typically performed between the hours of 8:00AM and 11:00AM.

❖ *Residential and Commercial Recycling Collection Schedule:*

The Village outsources the operational collection of recycling materials for both residential and commercial properties. The current recycling provider is Lakeshore Recycling Systems. This program is paid for by the Village. The Village's current contract with Lakeshore Recycling runs through 2021, with two optional one (1) year renewals.

Recycling materials are collected curbside with standard containers from residential properties on the same day as refuse collections. Residents are required to place their recycling containers at the curb or alley before 7:00AM. Commercial recycling collections are performed Monday thru Friday, in all business districts including schools and certain multi-family buildings. Collections are performed between the hours of 5:00AM and 3:30PM depending on location.

### **Current Budget and Funding**

The Refuse Program is now funded on a fee basis for residential and commercial collections, special collection requests, and refuse stickers for additional material beyond the standard weekly service. A copy of the 2019 Budget Summary for the Refuse Fund is attached as **Exhibit B**. The following is an overview of the primary funding amounts:

|                               |              |
|-------------------------------|--------------|
| Service Charges - Residential | \$ 2,328,750 |
| Service Charges - Commercial  | \$ 240,000   |
| Service Charges - Specials    | \$ 75,000    |
| Recycling Rebate              | \$ 35,000    |
| Service Charges - Stickers    | \$ 75,000    |
| Misc. Revenues                | \$ 5,000     |
| Interest Income               | \$ 6,027     |
| TOTAL REVENUES                | \$ 2,764,777 |

|                                             |              |
|---------------------------------------------|--------------|
| Administrative Services and Data Processing | \$ 131,280   |
| Operating Services and Supplies             | \$ 84,800    |
| Vehicle Maintenance Charges                 | \$ 274,764   |
| Refuse Disposal Fees                        | \$ 308,500   |
| Recycling Charges                           | \$ 275,400   |
| Landscape Waste Composting                  | \$ 110,000   |
| Landfill Monitoring                         | \$ 140,000   |
| Salaries and Benefits                       | \$ 1,102,694 |
| Depreciation                                | \$ 135,000   |
| Payment in Lieu of Taxes                    | \$ 84,808    |
| TOTAL OPERATING EXPENSES                    | \$ 2,647,246 |

#### **❖ *Fee/Billing Structure:***

A survey was completed in 2018 to evaluate service expectations and preferences. There were 1,112 responses to the survey, representing a response rate of 25.8% of the approximately 4,300 households in the Village. This is a statistically valid response. There was significant community participation in this process, including many comments regarding current collection service and suggestions for improvement. A summary of the survey results was presented to the Village Council on May 8, 2018. A copy of the agenda report is attached as **Exhibit C**.

Responses were received from people from age 25 up, with 97% of respondents being 35 years of age or older. The most common age demographic was age 45 to 54 (27.28% of respondents). Respondents were asked how long they have resided in Winnetka, and 92% of respondents have lived in the Village for at least 2 years. The most common length of residency is over 30 years (22.7% of respondents); over 40% of respondents have lived in the Village 11 to 30 years.

The Village asked several questions about a possible transition to curbside collection as the base service level for refuse collection. Of the 1,097 respondents that answered this question, 686 (62.54%) indicated one of the two curbside options as their preference, while 411 (37.46%) indicated one of the two back-door options as their preference. When asked to what extent did residents support or oppose moving the base level of service from the back-door to curbside, approximately 54% of the respondents supported the change. When asked similarly with a potential fee reduction component the results indicated a more favorable response to moving collections to curbside.

To address the need to revise the refuse fees while maintaining current service levels, the Village restructured the funding for fiscal year 2019. Beginning this year, refuse cost is no longer funded from property taxes but, similar to other communities, refuse services are fully funded from service fees.

The current fees are as follows:

| <b><u>Garbage Pick Up</u></b>                               |                                                                                                                                              |
|-------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------|
| \$45/monthly                                                | Regular weekly pickup at back door, includes (2) 37-gallon cans                                                                              |
| \$50/monthly<br>(addl.)                                     | Optional second weekly pickup, back door service                                                                                             |
| \$2.25 sticker                                              | Sticker cost for over-sized items and additional garbage cans                                                                                |
| \$30 first cubic yard<br>\$11 each additional<br>cubic yard | Optional special curbside pickup for large quantities of refuse                                                                              |
| <b><u>Recycling</u></b>                                     |                                                                                                                                              |
| Included with<br>regular garbage<br>service                 | Regular curbside pickup Includes (1) 95-gallon, heavy duty wheeled container, unlimited volume of specified plastic, paper, metals and glass |
| <b><u>Yard Waste</u></b>                                    |                                                                                                                                              |
| \$2.25 sticker/ bag<br>or bundle                            | Twice/week curbside pickup for all bagged or bundled landscape material                                                                      |
| \$30 first 30<br>minutes \$1 each<br>additional minute      | Special curbside pickup for unbundled/oversized brush piles 4 inches in diameter or less                                                     |

❖ *Capital Equipment Plan:*

Refuse fees also fund capital expense for equipment replacement. Last year the Village purchased two replacement refuse trucks and three replacement refuse scooters. The 2019 budget includes two more replacement refuse trucks and one scooter. These orders have been approved by the Council and the scooter has been received; the refuse trucks are scheduled to be delivered in July.

Two more replacement refuse trucks are anticipated in 2021 and 2022. The current replacement value for each vehicle is approximately \$260,000.

### **Possible Service Changes**

To ensure the success and reliability of the refuse program the following possible changes to the residential and commercial programs were evaluated:

#### ***❖ Cease Collecting Commercial/Institutional Refuse In-House***

Commercial/Institutional refuse collection accounts for approximately 27% of the total Refuse Departments weekly work hours, including weekend collections. Commercial and institutional collections account for approximately 20 to 25% of the total refuse tonnage per year.

Regular commercial collections are currently performed between 5:00AM and 7:00AM with minimal division supervisory observation. The outsourcing of commercial and institutional collections would provide opportunities for cost savings, opportunity for potential staff reallocation, and improved supervisory coverage.

The elimination of early morning and weekend collections would allow the Village to transition to a standard five day per week residential collection program. Such a program would provide a more equally distributed workload for employees, reduce use of temporary workers, and reduce overtime costs. Additional cost savings would be recognized by eliminating dumpster purchase and maintenance, and potentially reduced tipping fees at SWANCC. These direct cost savings are estimated at approximately \$105,000. Ceasing commercial collection operations may make it possible to realign the residential collection routes in such a way as to reduce manpower needs for that operation by one employee, which would reduce operating costs by another roughly \$105,000 when all benefits are factored in<sup>1</sup>. Ceasing of collections from commercial and institutional customers, while reducing expenses, would also reduce total program revenue by approximately \$240,000 per year, due to the Village no longer billing for these services.

#### **Open-market Approach**

One option for implementing the outsourcing of commercial and institutional collections is to pursue an Open-market approach, which would be the shortest to implement. Each commercial customer would then be required to enter into direct agreement with haulers. Based on the size of the Village's commercial areas it is assumed that only refuse haulers performing collections in the North Shore region would pursue this work. The Village would notify haulers in the region of the Village intent and provide a list of the licensed vendors to all businesses and institutions.

This program would allow flexibility for commercial customers to select the most appropriate hauler for their needs while also creating direct competition between vendors. The vendor and

---

<sup>1</sup> Due to anticipated retirements in the Public Works Department over the next 2-3 years, it is recommended that any force reductions from the refuse collection operation be accomplished via attrition rather than separation.

customers would be allowed to work jointly in pursuing the most economical container size and collection program based on each specific need. The Refuse Division would assist all vendors by providing a list of all collection locations, container sizes, and collection frequency.

To create consistency for all haulers it is recommended that the Village develop and institute a waste hauling licensing program. This program would set Village standards that haulers must adhere to, and licensing requirements would include licensing fees, allowable working hours and days of collections, specifications on how containers are collected including specific routes and approved equipment, allowable container sizes, guidelines for maintenance and replacement of dumpsters, and other specific details (such as revocation of licenses for non-compliance with licensing regulations).

#### Franchise Approach

The Village could also consider pursuing a Franchise approach. This approach allows the Village to award a contract to a single hauler, whose contract would be managed by the Village. The chosen vendor would interact directly with its clients for special requests, concerns, and direct billing. This option creates a more uniform approach for pricing, collection operations and the appearance of containers. This option would however take the longest time to implement – approximately two to two and a half years – and would need to meet strict State standards including mandatory notice periods and bidding periods. The following statutes spell out franchising requirements for waste hauling contracts:

- (415 ILCS 15/)'Illinois Solid Waste Planning and Recycling Act'
- Illinois, Public Acts 098-1079, 095-0856, and 096-1215

It is important to note that either of these options would likely require that the Village modify its current agreement with the Solid Waste Agency of Northern Cook County (SWANCC), which requires the Village to take all refuse materials to the SWANCC transfer station. This requirement may not be amenable to private haulers, due to the limited size of the Village's commercial areas, as it would require a hauler to designate a specific truck to service Winnetka and then dump that truck at the transfer station before proceeding to collect refuse from customers in other municipalities. Amending the SWANCC agreement would require approval from both the Village and the SWANCC Board of Directors.

#### ❖ *Change Basic Residential Service Level to 1x/week Curbside Collection*

The Village could consider a cost saving measure by changing the current residential base level of service from collection at the rear of the house to collection at the curb (or alley) along with the recycling containers. An optional subscription for rear-of-house service could still be offered. This option would reduce the amount of time required by staff to collect residential homes, increase productivity and efficiency, reduce injuries from lifting containers into scooters, and free employees from the need to access the rear of private properties. Improved productivity would reduce staffing needs and allow for an optimization of refuse routes, although the degree of optimization would greatly depend on the price signals the Village sets for the various options, and the number of customers that would choose to continue rear-of-house service.

The development of a standard five day collection program would reduce the number of homes collected during a single day and reduce the number of containers that are placed near the roadway on a given day. Refuse collections can be performed during the first part of the day, allowing ample time for the collection of yard waste (seasonal). A standard collection day would also expedite special collections, which are currently only collected four days per week. In addition, during times of the year when yard waste materials are not collected Refuse Collectors can assist other Public Works divisions.

Outsourcing of commercial and institutional collections, and changing the base level of service to curbside collection (thereby creating a standard five day collection program), would offer a significant reduction in overall refuse costs. We estimate that these reductions would include a reduction of two (2) Refuse Collector positions, elimination for the need for temporary workers, reduction of two (2) refuse vehicles and one (1) scooter from fleet inventory<sup>2</sup>, and the elimination of the need for the Village to purchase and maintain large dumpsters. The finance table below provides an anticipated approximate operating cost savings for these items.

| OPERATING EXPENSE                           |                     |                     |                     |                                                      |
|---------------------------------------------|---------------------|---------------------|---------------------|------------------------------------------------------|
|                                             | Current             | Modified            | Difference          | Notes                                                |
| Administrative Services and Data Processing | \$ 131,280          | \$ 131,280          | \$ -                |                                                      |
| Operating Services and Supplies             | \$ 84,800           | \$ 73,000           | \$ (11,800)         | Eliminate repair/replacement of Village dumpsters    |
| Vehicle Maintenance Charges                 | \$ 274,764          | \$ 233,550          | \$ (41,214)         | Reduced fleet size and daily operations              |
| Refuse Disposal Fees                        | \$ 308,500          | \$ 260,000          | \$ (48,500)         | Assumes removal of commercial waste from SWANCC fees |
| Recycling Charges                           | \$ 275,400          | \$ 275,400          | \$ -                |                                                      |
| Landscape Waste Composting                  | \$ 110,000          | \$ 110,000          | \$ -                |                                                      |
| Landfill Monitoring                         | \$ 140,000          | \$ -                | \$ (140,000)        | Move from Refuse Fund to General Fund                |
| Salaries and Benefits                       | \$ 1,102,694        | \$ 850,915          | \$ (251,779)        | Transfer of 2 Refuse Collectors                      |
| Depreciation                                | \$ 135,000          | \$ 135,000          | \$ -                |                                                      |
| Payment in Lieu of Taxes                    | \$ 84,808           | \$ 84,808           | \$ -                |                                                      |
| <b>TOTAL OPERATING EXPENSES</b>             | <b>\$ 2,647,246</b> | <b>\$ 2,153,953</b> | <b>\$ (493,293)</b> | 18.6% reduction in Refuse Fund operating expenses    |

#### ❖ *Organics Composting Program:*

Food scraps are a recent focus for recyclers in part because, unlike glass and plastic, organic waste will decompose once it is put in the ground. That becomes a problem in municipal landfills, because as buried food breaks down in these oxygen-free environments, it produces methane, a greenhouse gas.

Recently the Village has received interest from some residents about pursuing a food waste recycling program as an adjunct to yard waste composting. Unfortunately, the permitting requirements for both the Village's landscape waste transfer site at the Village's landfill and the composting site for the Village's landscape waste hauler do not allow food scraps. The Village would not be able to perform this service in-house with yard waste collection. There are, however, local refuse providers that do offer this service for a fee.

A recent presentation to the Council outlined some possible ways to implement an organics composting program.

<sup>2</sup> Capital replacement costs are approximately \$260,000 per refuse truck, and \$35,000 per scooter, in 2019 dollars

- Curbside Programs. Organic waste is collected from the curbside and delivered to a composting facility.
- Bucket Programs. Customers are provided with collection buckets, which are emptied and the organic waste is transported to a composting facility.
- Drop-off Programs. Collection bins are placed in public facilities, from which organic waste is collected and transported to a composting facility.

Should the Council wish to consider offering this type of program, the most workable and cost-effective program would be a bucket program. Village staff could obtain pricing and information from local providers, and the program could be offered directly to customers, or through the Village as an a la carte option for residents who opt to participate, at an additional fee.

#### ❖ *Optional “Pay-As-You-Throw” Program*

Some communities offer a program known as “pay as you throw” (PAYT). PAYT is a different way of paying for waste collection and disposal services. In some communities, it works on a per-container basis: households are charged for each bag or can of waste they generate. A few communities bill residents based on the weight of their trash. PAYT was developed to motivate people to recycle more and to think about ways to generate less waste in the first place. Most communities that offer this type of program still require residents to pay a base monthly charge. While there are potential barriers to a successful program, communities with PAYT report that they have found effective solutions. A critical component of an effective PAYT program is that refuse is collected at the curb. Should the Village wish to consider a PAYT program, participating residents would need to opt for curbside collection.

If the Council wishes to consider a PAYT program, there are several items related to data collection, data management, and utility billing that need to be considered before implementation. A system to identify containers that have been collected, associate those containers to a specific billing account, and audit and generate the bills needs to be developed, and it would need to be compatible with the Village’s utility billing software.

A hybrid approach of this program could also be considered, using different sized curbside containers and billing differential rates. Such an approach would meet the goals of the program by linking the cost of the refuse service with the volume of refuse produced, but would be simpler to implement.

#### **Next Steps:**

Staff seeks Council input on the policy issues outlined in this report, including:

- Does the Council wish to discontinue in-house program for commercial/institutional collection?
  - o If so, does the Council want staff to pursue the Open-market or Franchise approach?
- Does the Council desire to change the residential basic level of service to be once weekly curbside collection?

- o If so, should weekly collection include volume and pricing options?
- Does the Council want staff to return with specific options and costs on a residential composting program?

Staff anticipates returning to a Council for a final discussion on these program considerations ahead of the fiscal year 2020 budget process.

Exhibit A  
Current Residential Refuse Collection Program

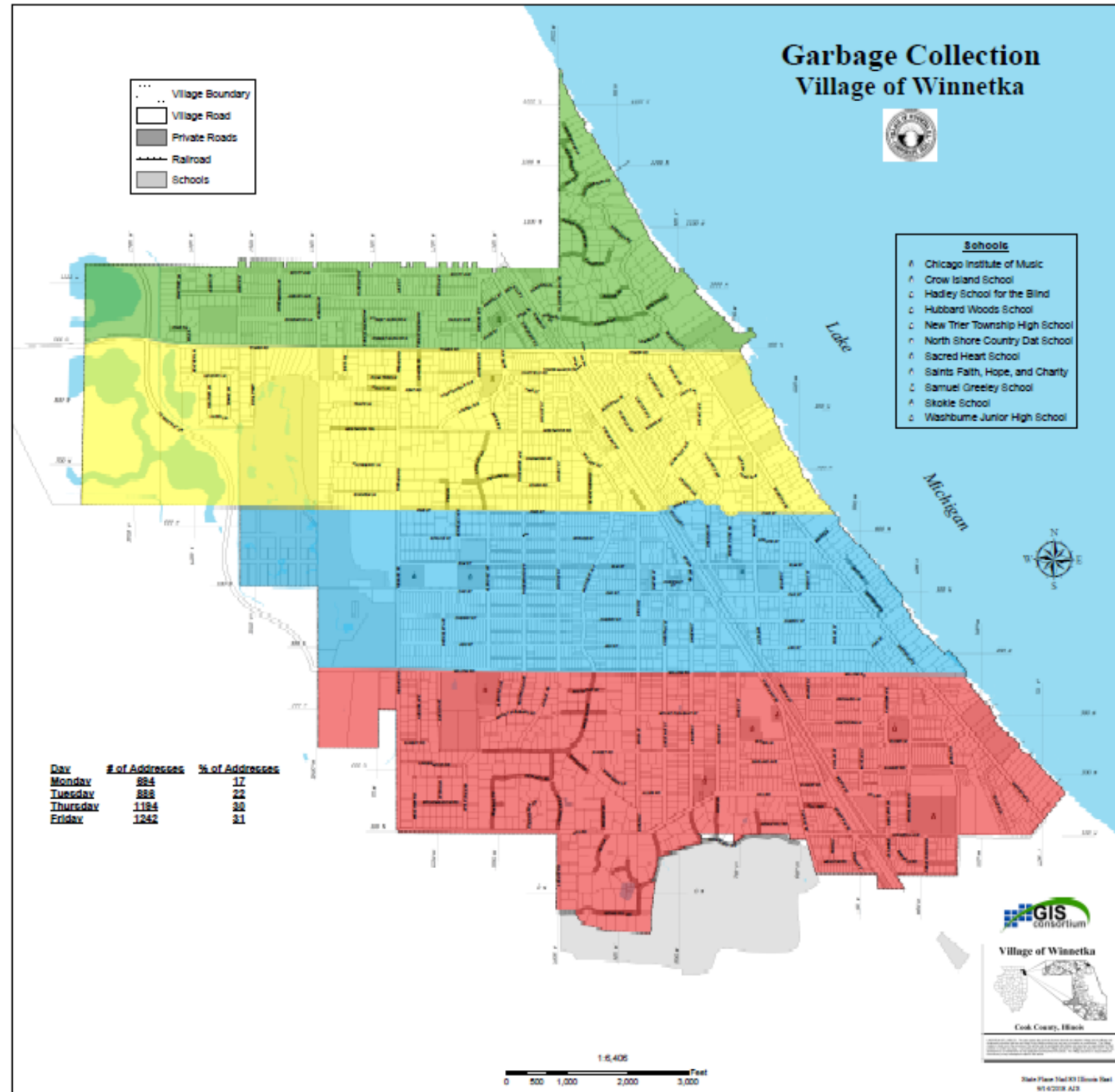


Exhibit B  
Financial Summary from Approved 2019 Budget

# Financial Summary

| Refuse Fund | Actual<br>2017 | Budget<br>2018<br>A | Estimate<br>2018<br>B | Budget<br>2019<br>C | % Change<br>A to C | % Change<br>B to C |
|-------------|----------------|---------------------|-----------------------|---------------------|--------------------|--------------------|
|-------------|----------------|---------------------|-----------------------|---------------------|--------------------|--------------------|

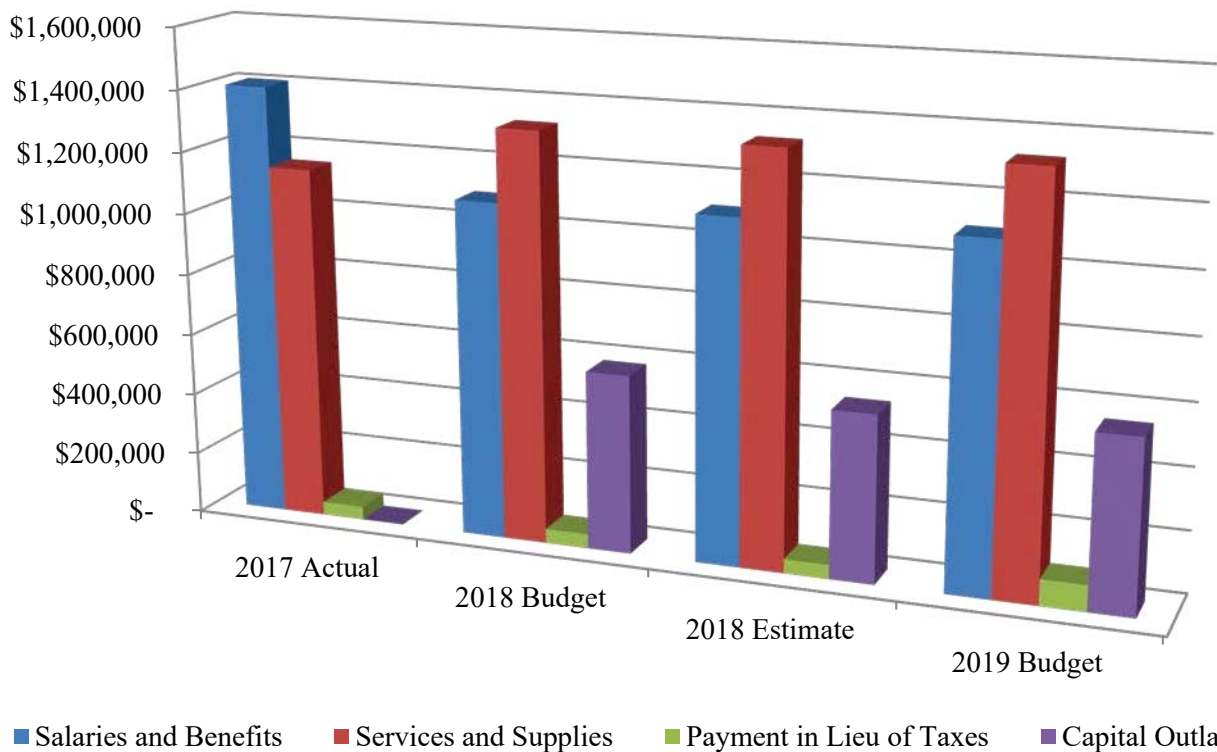
|                                 |                |                |                |                |        |        |
|---------------------------------|----------------|----------------|----------------|----------------|--------|--------|
| <b>Operating</b>                |                |                |                |                |        |        |
| Revenue                         | \$ 2,693,320   | \$ 2,852,652   | \$ 2,919,467   | \$ 2,759,777   | -3.3%  | -5.5%  |
| Expenses                        | \$ (2,598,204) | \$ (2,463,206) | \$ (2,478,206) | \$ (2,512,246) | 2.0%   | 1.4%   |
| Net Operating Income (loss)     | \$ 95,116      | \$ 389,446     | \$ 441,261     | \$ 247,531     | -36.4% | -43.9% |
| <b>Operating Expense Detail</b> |                |                |                |                |        |        |
| Salaries and Benefits           | \$ 1,406,224   | \$ 1,090,804   | \$ 1,105,804   | \$ 1,102,694   | 1.1%   | -0.3%  |
| Services and Supplies           | \$ 1,149,495   | \$ 1,326,488   | \$ 1,326,488   | \$ 1,324,744   | -0.1%  | -0.1%  |
| Payment in Lieu of Taxes        | \$ 42,485      | \$ 45,914      | \$ 45,914      | \$ 84,808      | 84.7%  | 84.7%  |
|                                 | \$ 2,598,204   | \$ 2,463,206   | \$ 2,478,206   | \$ 2,512,246   |        |        |

|                |      |            |            |            |        |        |
|----------------|------|------------|------------|------------|--------|--------|
| Capital Outlay | \$ - | \$ 579,000 | \$ 539,360 | \$ 555,000 | 100.0% | 100.0% |
|----------------|------|------------|------------|------------|--------|--------|

|                    |              |              |              |              |      |      |
|--------------------|--------------|--------------|--------------|--------------|------|------|
| Total Fund Expense | \$ 2,598,204 | \$ 3,042,206 | \$ 3,017,566 | \$ 3,067,246 | 0.8% | 1.6% |
|--------------------|--------------|--------------|--------------|--------------|------|------|

|                        |           |              |             |              |       |        |
|------------------------|-----------|--------------|-------------|--------------|-------|--------|
| Net Fund Income (loss) | \$ 95,116 | \$ (189,554) | \$ (98,099) | \$ (307,469) | 62.2% | 213.4% |
|------------------------|-----------|--------------|-------------|--------------|-------|--------|

## Refuse Fund



**Note:** The 'Actual 2017' amount in the 'Salaries and Benefits' category figure above includes \$380,478 of unbudgeted GASB 68 IMRF net pension liability expense. This amount did not impact the cash position of the fund.

Exhibit C  
Copy of May 8, 2018 Agenda Report – Refuse Collection Survey Results



## Agenda Item Executive Summary

**Title:** Refuse Collection Survey Results

**Presenter:** Steven M. Saunders, Director of Public Works/Village Engineer

**Agenda Date:** 05/08/2018

**Consent:** ☐ YES ☒ NO

|                                     |                         |
|-------------------------------------|-------------------------|
| <input type="checkbox"/>            | Ordinance               |
| <input type="checkbox"/>            | Resolution              |
| <input type="checkbox"/>            | Bid Authorization/Award |
| <input checked="" type="checkbox"/> | Policy Direction        |
| <input type="checkbox"/>            | Informational Only      |

### Item History:

2018 Public Works Budget Presentation

### Executive Summary:

As part of the fiscal year 2018 budget, the Village Council reviewed the funding structure of the Refuse Enterprise fund. A number of questions were raised about service delivery as well as about the long-term capital needs of the fund. Conducting a Village-wide resident survey about refuse collection services was set as a budget initiative for the Public Works Department this year.

There were 1,112 responses to the survey, representing a response rate of 25.8% of the approximately 4,300 households in the Village. This is a statistically valid response. There was significant community participation in this process, including many comments regarding current collection service and suggestions for improvement.

The attached report on the results shares analysis of the survey related to funding, service level and location, yard waste/composting, and other results. The agenda report contains both the narrative summary and the detailed results tabulation.

### Recommendation:

Staff will be present at the May 8 Study Session to present the results of the 2018 Refuse Collection Survey and seek feedback from the Village Council on next steps.

### Attachments:

- Agenda Report and Results Tabulation
- Attachment #1: Survey Brochure, Postcard, and Tool
- Attachment #2: 2018 Utility Changes Mailer
- Attachment #3: Address Map of Respondents

---

---

## VILLAGE OF WINNETKA AGENDA REPORT

---

---

TO: Village Council

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

CC: Robert M. Bahan, Village Manager  
Megan E. Pierce, Assistant Village Manager

DATE: May 3, 2018

SUBJECT: Refuse Collection Survey Results

---

### **Background**

As part of the fiscal year 2018 budget, the Village Council reviewed the funding structure of the Refuse Enterprise fund. A number of questions were raised about service delivery as well as about the long-term capital needs of the fund. Conducting a Village-wide resident survey about refuse collection services was set as a budget initiative for the Public Works Department this year.

The survey tool was designed in-house. In early March, the Village distributed an informational brochure to all mailing addresses in Winnetka to advertise the forthcoming survey and also offer background about how refuse, recycling, and yard waste services are currently funded and provided. A week after the brochure was mailed, the online survey tool was opened to collect responses. Residents were also offered the opportunity to complete a paper survey by contacting Public Works. Halfway through the survey collection, all households were sent a reminder postcard—reminding them of the March 23 deadline for all responses. The survey was also advertised through the Village’s other communication tools, including web news, E-Winnetka, etc. The brochure, postcard, and a copy of the survey tool are included here as **Attachment #1**.

After the survey deadline, the Village compiled responses received and prepared an analysis for Council consideration about next steps. Also included here as **Attachment #2** is the 2018 Utility Changes mailer that was sent to each utility customer at the beginning of 2018. The back page addresses fee changes for refuse collection that were implemented as an outcome of the fiscal year 2018 budget.

### **Response**

There were 1,112 responses to the survey, representing a response rate of 25.8% of the approximately 4,300 households in the Village. This is a statistically valid response. Geographically, the entire Village was represented by responses, as shown in the figure in

**Attachment #3**, which presents the location of the approximately 840 respondents (75.5%) who provided their addresses.

Responses were received from people from age 25 up, with 97% of respondents being 35 years of age or older. The most common age demographic was age 45 to 54 (27.28% of respondents). Respondents were asked how long they have resided in Winnetka, and 92% of respondents have lived in the Village for at least 2 years. The most common length of residency is over 30 years (22.7% of respondents); over 40% of respondents have lived in the Village 11 to 30 years.

The following sections address the key issues examined by the survey, including how refuse service is funded, the location point of collection for refuse service, and a possible curbside composting program. The detailed summary tabulation of responses for each survey question follows this report narrative.

### **Funding**

**Summary:** *A slight majority strongly or somewhat support paying for refuse service through a fee, rather than through property taxes.*

Question #2 asked: “The Village currently funds refuse collection primarily through property taxes, with approximately 1.3% of your property tax bill dedicated to refuse. Therefore, owners of more valuable properties pay more for services funded by property taxes. For example, a resident with a \$30,000 property tax bill would pay approximately \$390 per year. The Village Council is considering a more equitable means of funding refuse collection, billing for the service as a fee that would appear on the Village utility bill similar to other public utility services, rather than funding it through the property tax bill. To what extent would you support or oppose paying for refuse service through a fee rather than through property taxes?”

Based on the survey results, 570 of the 1,098 respondents (51.91%) who answered this question either ‘strongly support’ or ‘somewhat support’ paying for refuse service through a fee rather than through property taxes, while 408 respondents (37.16%) ‘strongly oppose’ or ‘somewhat oppose’ paying for refuse service through a fee. While this seems to indicate a strong preference for shifting to a fee-based funding mechanism for refuse services, 120 of the respondents (10.93%) responded ‘don’t know’. In addition, several respondents across all categories provided comments indicating that their answer to this question would depend on whether switching to fees would result in a commensurate reduction in property taxes, or whether property taxes would stay the same.

**Recommendation:** *Discuss whether to further evaluate transitioning to a primarily fee-based refuse collection service. Factors to consider include the survey results; potential fee structures; the value of being able to encourage or discourage service levels by sending price signals; and the effect of this decision on flexibility for funding other priorities.*

## **Service Level and Location**

**Summary:** *While a majority of respondents are at least somewhat supportive of offering curbside refuse collection, a sizable minority prefers not to offer curbside service. In addition, a majority of respondents are ‘somewhat concerned’ or ‘very concerned’ about the ability of wildlife to get into the refuse carts.*

The Village asked several questions about a possible transition to curbside collection as the base service level for refuse collection. Question #3 asked: *“To potentially reduce costs, the Village may consider moving the pick-up location for the base level of refuse from back door to curbside, as is already the case for recycling and yard waste. Standardized refuse containers would be provided. Under all options, recycling and yard waste would continue to be collected curbside. Please select which of the service level options you most prefer: 1) Curbside refuse collection, once-weekly (base level service); 2) Curbside refuse collection, twice-weekly (optional subscription service at additional fee); 3) Backdoor refuse collection, once-weekly (optional subscription service at additional fee); or 4) Backdoor refuse collection, twice-weekly (optional subscription service at additional fee)”*.

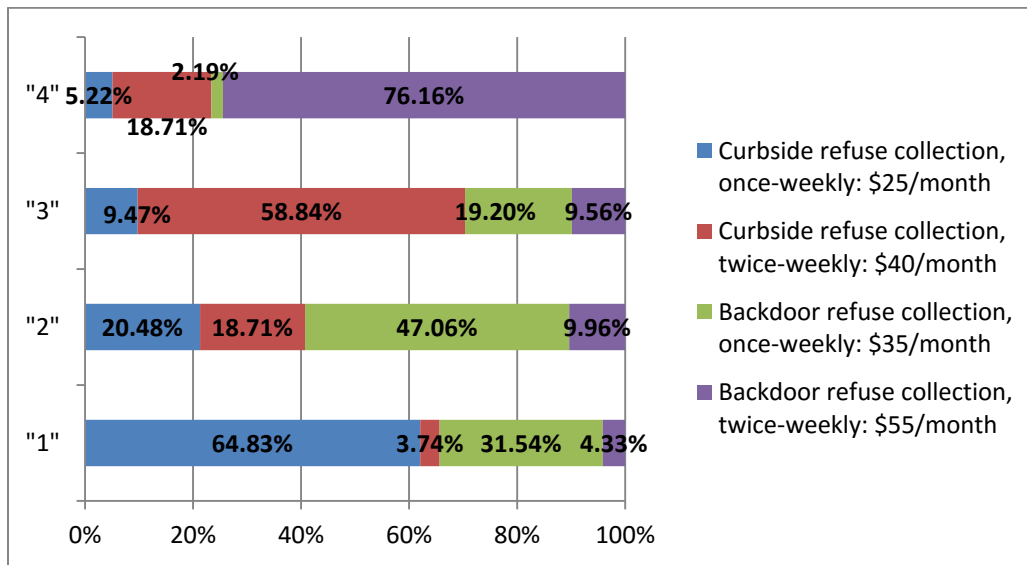
Of the 1,097 respondents that answered this question, 686 (62.54%) indicated one of the two curbside options as their preference, while 411 (37.46%) indicated one of the two back-door options as their preference.

Question #4 employed a slightly different formulation of the question around the same core issue and asked: *“To what extent do you support or oppose moving the base level of refuse service from back-door to curbside?”*

Of the 1105 respondents that answered this question, 596 respondents (53.94%) either ‘strongly support’ or ‘somewhat support’ moving the base refuse service to the curbside, while 473 respondents (42.81%) ‘strongly oppose’ or ‘somewhat oppose’ such a change in service location. A small number of respondents, 36 (3.26%), indicated ‘don’t know’.

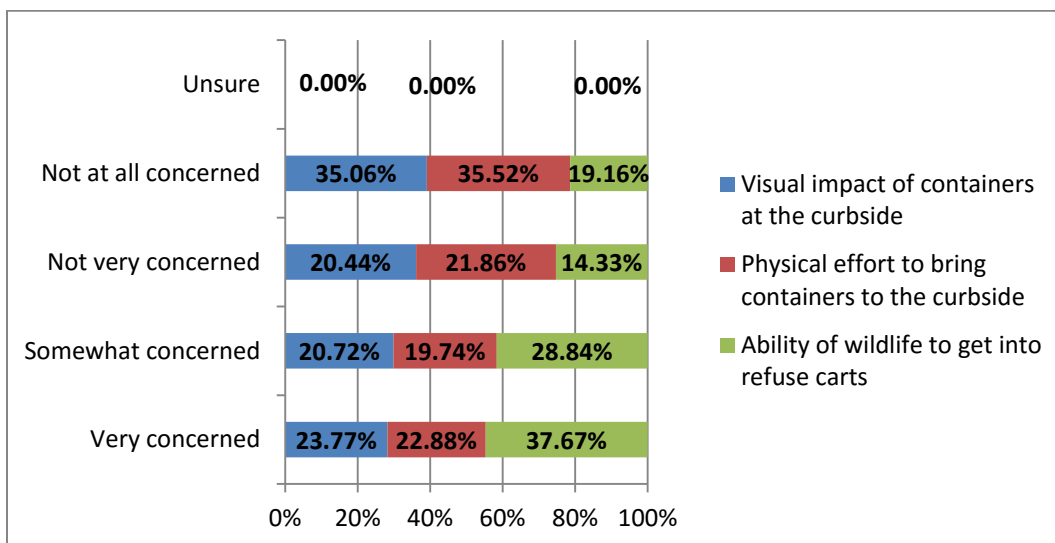
Question #5 used a similar formulation to Question #3, but added an approximate fee component and asked: *“The Village is considering implementing a fee structure similar to those used in neighboring communities. Under all options, recycling and yard waste would continue to be collected curbside. Fees are approximate. Rank the following options in the order which you would be most likely to subscribe and receive, with 1 being most likely and 4 being least likely: 1) Curbside refuse collection, once-weekly: \$25 per month; 2) Curbside refuse collection, twice-weekly: \$40 per month; 3) Backdoor refuse collection, once-weekly: \$35 per month; or 4) Backdoor refuse collection, twice-weekly: \$55 per month.”* Respondents used a scale of 1 being ‘most likely’ and 4 being ‘least likely’ to indicate their subscription preference.

The results indicate that respondents were most likely (671 respondents or 64.83%) to choose ‘curbside refuse collection, once weekly: \$25 per month’. The least likely choice indicated (757 respondents or 76.16%) was ‘backdoor refuse collection, twice weekly: \$55 per month’. A chart of the percentage responses to Question #5 appears below.



In all of these questions, respondents expressed a preference for curbside refuse collection as the base level of service, although a significant number of respondents are not supportive of this option. Even with a statistically significant response from the community, the preferences are fairly divided.

In addition, Question #6 asked about concern levels over various aspects of curbside collection, including appearance of containers, ability to bring containers to the street, and wildlife. While the number of those respondents who indicated they are 'very concerned' or 'somewhat concerned' about physical appearance of containers or the ability to bring the containers to the street is less than 50%, a significant majority (66.51%) of respondents stated they were 'very concerned' or 'somewhat concerned' about the ability of wildlife to get into refuse carts. Interestingly, no one who answered this question responded they were 'unsure' about these aspects of curbside collection. A chart of the percentage responses to Question #6 appears below.



To summarize, while a majority of respondents are at least somewhat supportive of offering curbside refuse collection, a sizable minority prefers not to offer curbside service. In addition, a majority of respondents are ‘somewhat concerned’ or ‘very concerned’ about the ability of wildlife to get into the refuse carts.

**Recommendation:** *Discuss whether to further evaluate transitioning the base service level of refuse collection from backdoor to curbside. Factors to consider include the survey results; the number of residents that would select each service option and the impact on route planning; the effect of that selection on staffing levels; capital costs associated with providing containers to residents; developing an appropriate fee structure for the different service levels; the design, appearance, and security of the curbside containers; and the effect of a container program on the appearance and character of the Village.*

### **Yard Waste/Composting**

**Summary:** *A majority of respondents (57.51%) indicated that they are ‘somewhat unlikely’ or ‘very unlikely’ to subscribe for composting services, including 45.44% that reported being ‘very unlikely’ to subscribe.*

Question #7 addresses curbside composting of food scraps and asked: “By some estimates, over 40% of all edible food in the U.S. is thrown away. Composting is the natural process of recycling organic waste and is a way to dispose of food scraps that reduces landfill waste and enhances nutrients in soil. Some communities are offering curbside composting of food scraps, whereby scraps are combined with yard waste and are taken to the same facility for disposal. However, to satisfy Health Department regulations and animal concerns, such a program would require the use of a cart (similar to the current recycling carts) in which yard waste and compostable organic material would be combined. Curbside composting rates vary by community, with similar programs costing approximately \$15 per month additional. How likely would you be to subscribe to a curbside organics composting program?”

Of the 1,085 respondents that answered this question, 418 (38.52%) indicated that they were either ‘somewhat likely’ or ‘very likely’ to subscribe to such a service, while 624 respondents (57.51%) indicated that they were ‘somewhat unlikely’ or ‘very unlikely’ to subscribe. This indicates a likely low level of program participation. In addition, it is unclear whether the Village’s current yard waste transfer permit, and our current hauler’s landscape waste composting permit, would allow addition of food scrap composting. As a result, it is questionable whether serious consideration should be given to implementing a container-based combination composting program in the short-term. There would be a significant the level of up-front investment associated with purchasing the carts that would be necessary to operate such a program.

**Recommendation:** *While there is a minority interest in a containerized composting/yard waste program, based on the survey results, it does not appear that there is sufficient interest Village-wide to offer such a program at this time.*

## **Other Results**

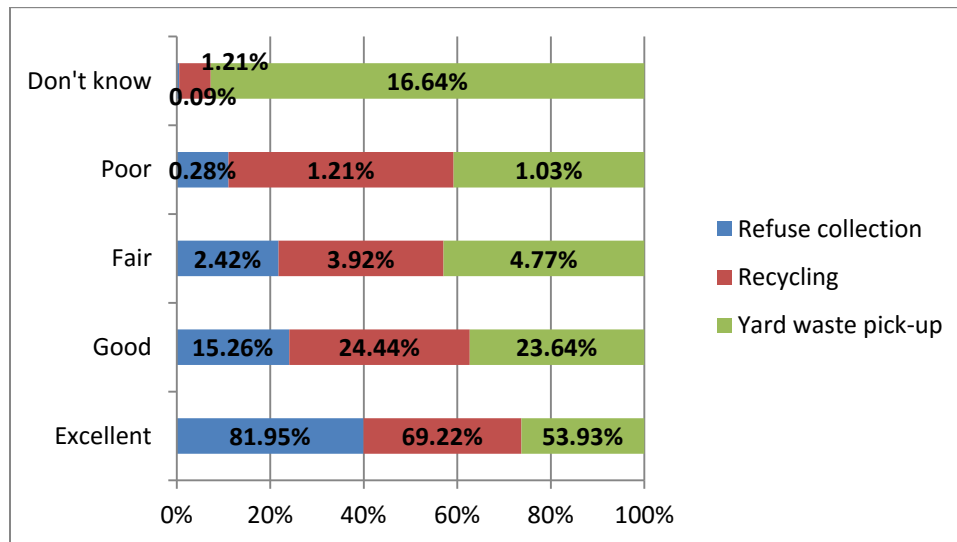
Some additional factors can be gleaned from the survey results. **Yard waste collection** appears to have the least satisfactory service level among the three major solid waste collection programs, with three issues raised among the comments section of the survey. First, the Village needs to be clearer and more consistent with its communications about the yard waste pickup schedule. Second, collection of yard waste bags from the curb needs to be timelier, so bags don't sit at the curb for long periods. Finally, there is some frustration with the fact that the Village no longer sells yard waste bags, meaning residents need to purchase bags and stickers separately. Providing Village yard waste bags may need to be reconsidered.

Comment fields were provided for Question #6 (levels of concern related to curbside service) and Question #12 (comments regarding current collection service or suggestions for improvement). **Survey respondents were very generous with their comments**, with 450 comments received for Question #6 and 345 comments received for Questions #12. The survey tool residents received indicated that comments would not be reported individually, but only in the aggregate form, so staff has categorized the comments received, below:

| <b>6. If you answered "Very Concerned" about any aspect of curbside collection, please explain why.</b>                |                          |                   |  |  |  |
|------------------------------------------------------------------------------------------------------------------------|--------------------------|-------------------|--|--|--|
| <i>In total, there were 450 comments received for Question #6. The number of responses by category was as follows:</i> |                          |                   |  |  |  |
|                                                                                                                        | <i>Category</i>          | <i>Count</i>      |  |  |  |
|                                                                                                                        | <i>Against/Concerned</i> | <i>64</i>         |  |  |  |
|                                                                                                                        | <i>Containers</i>        | <i>77</i>         |  |  |  |
|                                                                                                                        | <i>Cost</i>              | <i>16</i>         |  |  |  |
|                                                                                                                        | <i>Miscellaneous</i>     | <i>20</i>         |  |  |  |
|                                                                                                                        | <i>More Difficult</i>    | <i>84</i>         |  |  |  |
|                                                                                                                        | <i>Trash Mess</i>        | <i>33</i>         |  |  |  |
|                                                                                                                        | <i>Unsightly</i>         | <i>19</i>         |  |  |  |
|                                                                                                                        | <i>Wildlife</i>          | <i>137</i>        |  |  |  |
|                                                                                                                        | <b><i>TOTAL</i></b>      | <b><i>450</i></b> |  |  |  |

| <b>12. Please provide any comments related to your current refuse collection services or suggestions for improvement.</b> |                      |                   |  |  |  |
|---------------------------------------------------------------------------------------------------------------------------|----------------------|-------------------|--|--|--|
| <i>In total, there were 345 comments received for Question #12. The number of responses by category was as follows:</i>   |                      |                   |  |  |  |
|                                                                                                                           | <i>Category</i>      | <i>Count</i>      |  |  |  |
|                                                                                                                           | <i>Composting</i>    | <i>22</i>         |  |  |  |
|                                                                                                                           | <i>Cost</i>          | <i>30</i>         |  |  |  |
|                                                                                                                           | <i>Employees</i>     | <i>65</i>         |  |  |  |
|                                                                                                                           | <i>Miscellaneous</i> | <i>29</i>         |  |  |  |
|                                                                                                                           | <i>No Curbside</i>   | <i>22</i>         |  |  |  |
|                                                                                                                           | <i>Recycling</i>     | <i>20</i>         |  |  |  |
|                                                                                                                           | <i>Service</i>       | <i>110</i>        |  |  |  |
|                                                                                                                           | <i>Structure</i>     | <i>18</i>         |  |  |  |
|                                                                                                                           | <i>Yard Waste</i>    | <i>29</i>         |  |  |  |
|                                                                                                                           | <b><i>TOTAL</i></b>  | <b><i>345</i></b> |  |  |  |

Finally, the survey asked respondents to indicate share satisfaction with refuse, recycling, and yard waste services, which are shown in a chart below.



It should be noted that 97.2% of respondents rated the Village-performed refuse collection as ‘good’ or ‘excellent’, and 93.7% of respondents rated the contractual recycling service as ‘good’ or ‘excellent’. Recycling services are currently contracted with Lakeshore Recycling Systems. When the 16.64% of respondents who do not use the yard waste service are factored out, 93.0% of respondents rated the Village-performed yard waste collection service as ‘good’ or ‘excellent’. These service satisfaction levels reflect positively on the Village’s dedicated employees, including seven full-time refuse collectors and one full-time refuse supervisor.

### **Next Steps**

Staff was asked to collect data from the community in order for the Village Council to more fully consider funding structures and service options. During the 2017 and 2018 budget processes, Staff and Council studied how the existing service model currently requires support from General Fund revenue sources, mostly due to capital and staffing needs. The survey results show that choices will not be easy; resident preferences are strong, but not in all cases aligned in one direction. Additionally, any policy decisions that impact service delivery or location may have cost and staffing implications that result in a longer time horizon to implement.

If the Council believes there is merit in considering funding and/or point-of-collection service changes, Staff should perform a more detailed operational and financial evaluation. This could provide more specific information on the impact of such changes on current and future operating and capital costs, service fees, and tax rates, to provide for a thoroughly informed public discussion on the topic.

This survey was intended to assess residential service levels and preferences, and feedback relating to service for commercial or institutional services was not gathered. Because the Village’s refuse collection services include commercial and residential customers on the same

routes, potential changes to residential services will also affect commercial refuse service. Going forward, Staff will need to gather additional analysis on the commercial and institutional refuse service, and how these services might change, as part of this evaluation.

Staff seeks policy direction on funding, service level and location, and yard waste/composting services.

### **Attachments**

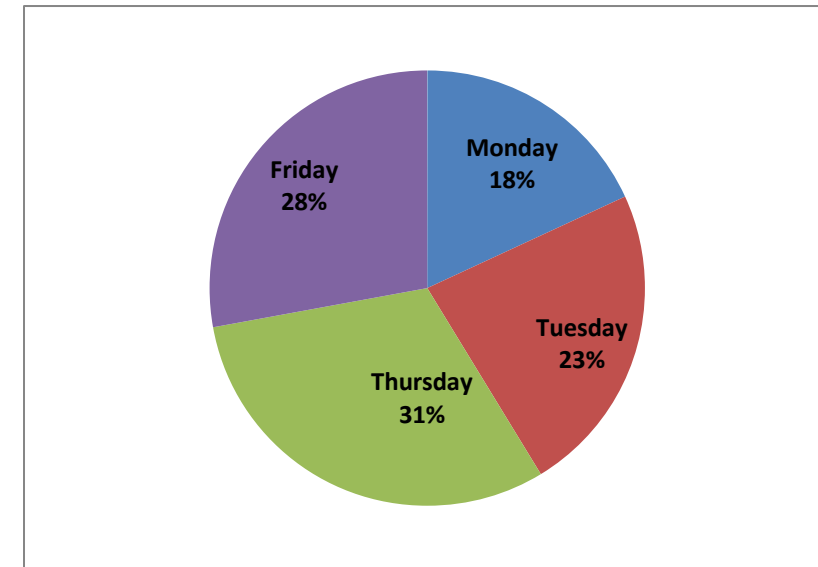
- *Attachment #1: Survey Brochure, Postcard, and Tool*
- *Attachment #2: 2018 Utility Changes Mailer*
- *Attachment #3: Address Map of Respondents*

**VILLAGE OF WINNETKA  
2018 REFUSE COLLECTION SURVEY**

**Survey Question Responses**

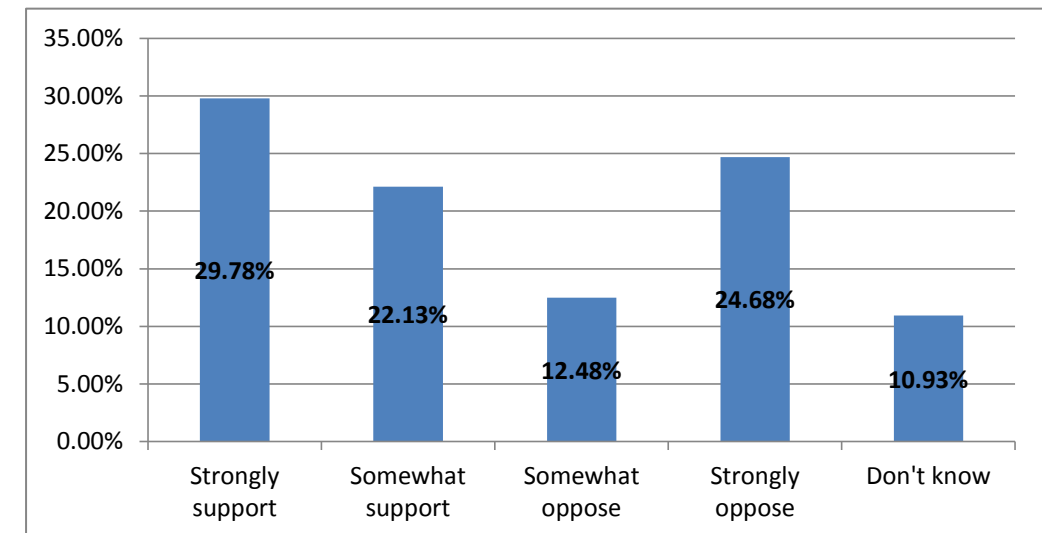
**1. On what day(s) is garbage collected at your home? (Please select all that apply)**

|                 | <i>Response</i> | <i>Count</i> |
|-----------------|-----------------|--------------|
| <i>Monday</i>   | 18.11%          | 215          |
| <i>Tuesday</i>  | 23.17%          | 275          |
| <i>Thursday</i> | <b>30.83%</b>   | <b>366</b>   |
| <i>Friday</i>   | 27.89%          | 331          |
|                 | <b>TOTAL</b>    | <b>1187</b>  |



**2. The Village currently funds refuse collection primarily through property taxes, with approximately 1.3% of your property tax bill dedicated to refuse. Therefore, owners of more valuable properties pay more for services funded by property taxes. For example, a resident with a \$30,000 property tax bill would pay approximately \$390 per year. The Village Council is considering a more equitable means of funding refuse collection, billing for the service as a fee that would appear on the Village utility bill similar to other public utility services, rather than funding it through the property tax bill. To what extent would you support or oppose paying for refuse service through a fee rather than through property taxes?**

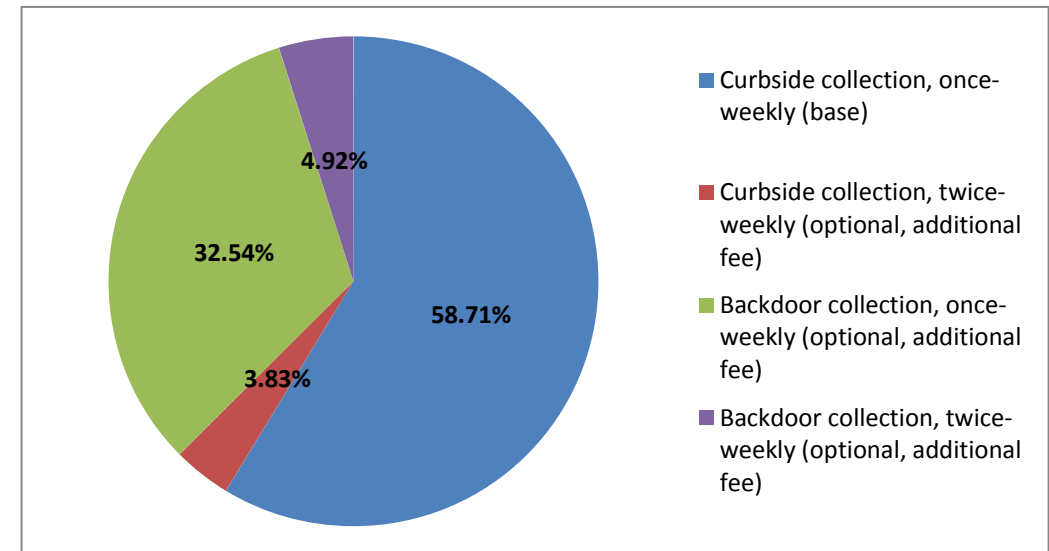
|                         | <i>Response</i> | <i>Count</i> |
|-------------------------|-----------------|--------------|
| <i>Strongly support</i> | <b>29.78%</b>   | <b>327</b>   |
| <i>Somewhat support</i> | 22.13%          | 243          |
| <i>Somewhat oppose</i>  | 12.48%          | 137          |
| <i>Strongly oppose</i>  | 24.68%          | 271          |
| <i>Don't know</i>       | 10.93%          | 120          |
|                         | <b>TOTAL</b>    | <b>1098</b>  |



**VILLAGE OF WINNETKA  
2018 REFUSE COLLECTION SURVEY**

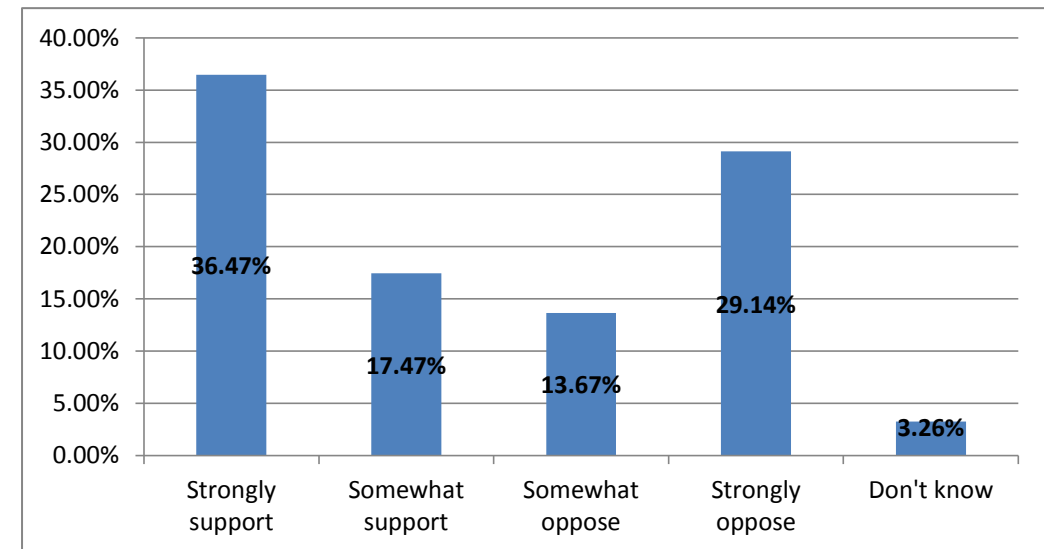
3. To potentially reduce costs, the Village may consider moving the pick-up location for the base level of refuse from back door to curbside, as is already the case for recycling and yard waste. Standardized refuse containers would be provided. Under all options, recycling and yard waste would continue to be collected curbside. Please select which of the service level options you most prefer.

|                                                                     | <i>Response</i> | <i>Count</i> |
|---------------------------------------------------------------------|-----------------|--------------|
| <i>Curbside collection, once-weekly (base)</i>                      | <b>58.71%</b>   | <b>644</b>   |
| <i>Curbside collection, twice-weekly (optional, additional fee)</i> | 3.83%           | 42           |
| <i>Backdoor collection, once-weekly (optional, additional fee)</i>  | 32.54%          | 357          |
| <i>Backdoor collection, twice-weekly (optional, additional fee)</i> | 4.92%           | 54           |
| <b>TOTAL</b>                                                        |                 | <b>1097</b>  |



4. To what extent do you support or oppose moving the base level of refuse service from back door to curbside?

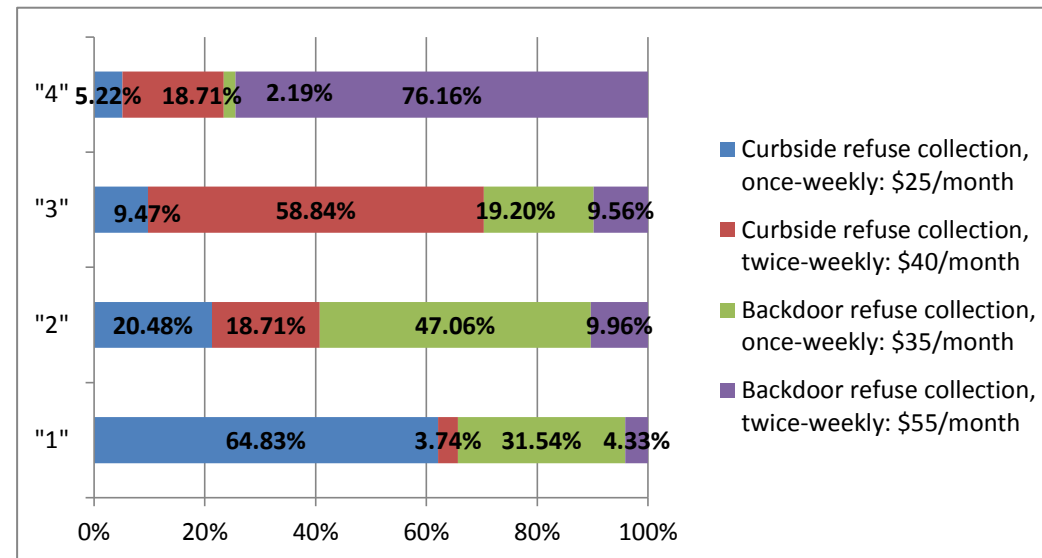
|                         | <i>Response</i> | <i>Count</i> |
|-------------------------|-----------------|--------------|
| <i>Strongly support</i> | <b>36.47%</b>   | <b>403</b>   |
| <i>Somewhat support</i> | 17.47%          | 193          |
| <i>Somewhat oppose</i>  | 13.67%          | 151          |
| <i>Strongly oppose</i>  | 29.14%          | 322          |
| <i>Don't know</i>       | 3.26%           | 36           |
| <b>TOTAL</b>            |                 | <b>1105</b>  |



**VILLAGE OF WINNETKA  
2018 REFUSE COLLECTION SURVEY**

5. The Village is considering implementing a fee structure similar to those used in neighboring communities. Under all options, recycling and yard waste would continue to be collected curbside. Fees are approximate. Rank the following options in order of which you would be most likely to subscribe and receive, with 1 being most likely and 4 being least likely.

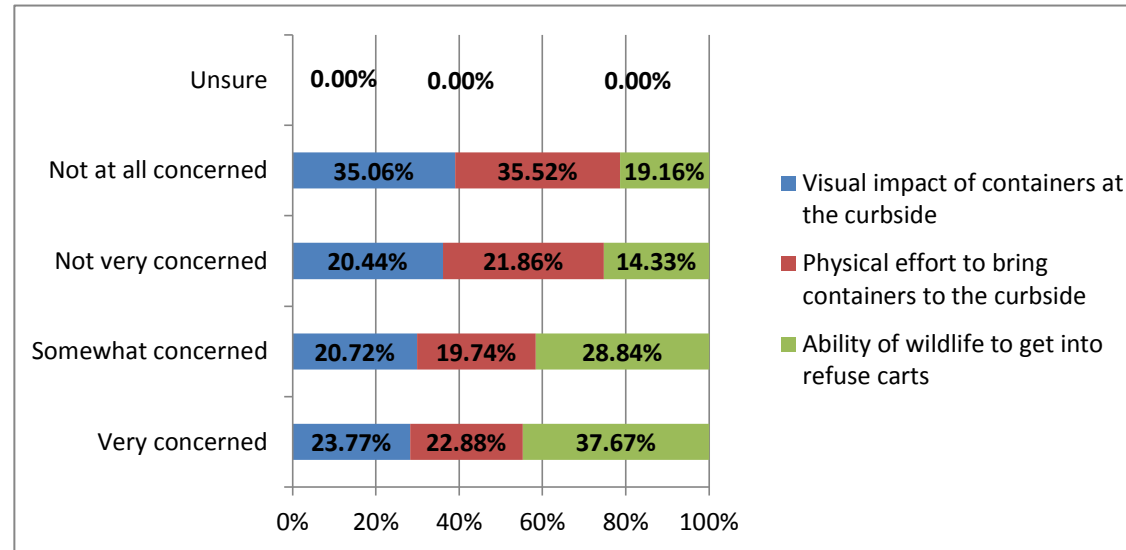
|                                                             | "1"           | "2"           | "3"           | "4"           | Total       |
|-------------------------------------------------------------|---------------|---------------|---------------|---------------|-------------|
| <i>Curbside refuse collection, once-weekly: \$25/month</i>  | <b>64.83%</b> | 20.48%        | 9.47%         | 5.22%         | 1035        |
| <i>Curbside refuse collection, twice-weekly: \$40/month</i> | 3.74%         | 18.71%        | <b>58.84%</b> | 18.71%        | 962         |
| <i>Backdoor refuse collection, once-weekly: \$35/month</i>  | 31.54%        | <b>47.06%</b> | 19.20%        | 2.19%         | 1005        |
| <i>Backdoor refuse collection, twice-weekly: \$55/month</i> | 4.33%         | 9.96%         | 9.56%         | <b>76.16%</b> | 994         |
|                                                             |               |               |               | <b>TOTAL</b>  | <b>3996</b> |



**VILLAGE OF WINNETKA  
2018 REFUSE COLLECTION SURVEY**

**6. To help the Village understand and develop the best service options for residents, please indicate your level of concern regarding the following aspects of curbside pick-up:**

|                                                            | <i>Very concerned</i> | <i>Somewhat concerned</i> | <i>Not very concerned</i> | <i>Not at all concerned</i> | <i>Unsure</i> | <i>Count</i> |
|------------------------------------------------------------|-----------------------|---------------------------|---------------------------|-----------------------------|---------------|--------------|
| <i>Visual impact of containers at the curbside</i>         | 23.77%                | 20.72%                    | 20.44%                    | <b>35.06%</b>               | 0.00%         | 1081         |
| <i>Physical effort to bring containers to the curbside</i> | 22.88%                | 19.74%                    | 21.86%                    | <b>35.52%</b>               | 0.00%         | 1084         |
| <i>Ability of wildlife to get into refuse carts</i>        | <b>37.67%</b>         | 28.84%                    | 14.33%                    | 19.16%                      | 0.00%         | 1075         |
| <b>TOTAL</b>                                               |                       |                           |                           |                             |               | <b>3240</b>  |



**6. If you answered "Very Concerned" about any aspect of curbside collection, please explain why.**

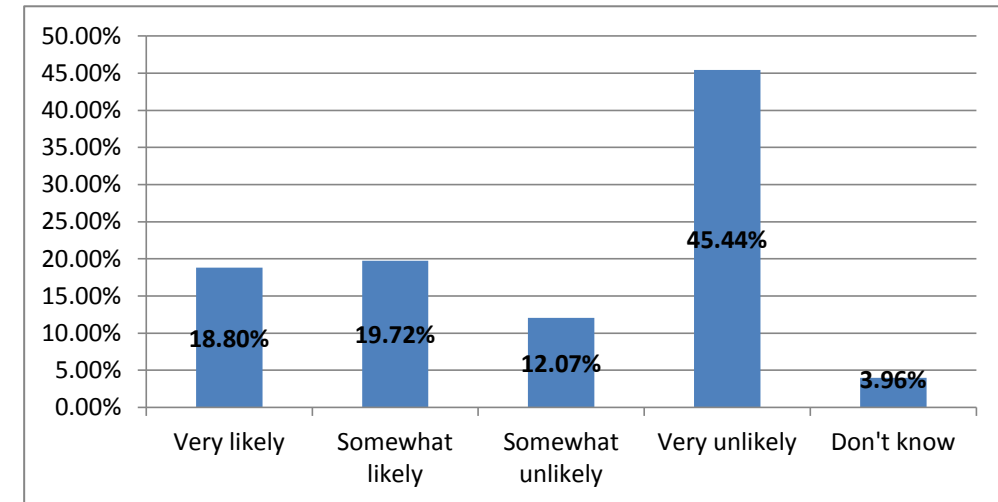
*In total, there were 450 comments received for Question #6. The number of responses by category was as follows:*

| <i>Category</i>          | <i>Count</i> |
|--------------------------|--------------|
| <i>Against/Concerned</i> | 64           |
| <i>Containers</i>        | 77           |
| <i>Cost</i>              | 16           |
| <i>Miscellaneous</i>     | 20           |
| <i>More Difficult</i>    | 84           |
| <i>Trash Mess</i>        | 33           |
| <i>Unsightly</i>         | 19           |
| <i>Wildlife</i>          | 137          |
| <b>TOTAL</b>             | <b>450</b>   |

**VILLAGE OF WINNETKA  
2018 REFUSE COLLECTION SURVEY**

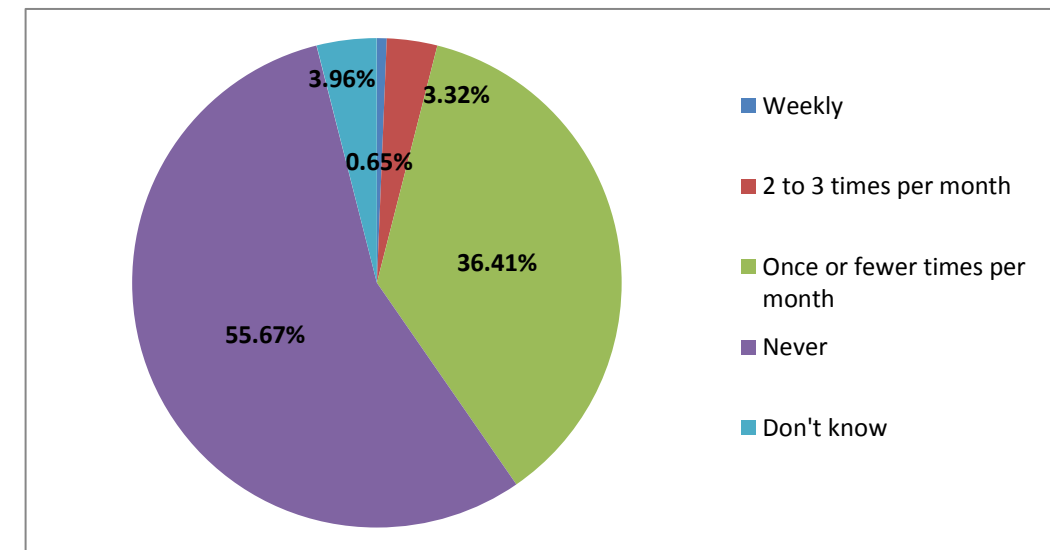
7. By some estimates, over 40% of all edible food in the U.S. is thrown away. Composting is the natural process of recycling organic waste and is a good way to dispose of food scraps that reduces landfill waste and enhances nutrients in soil. Some communities are offering curbside composting of food scraps, whereby scraps are combined with yard waste and are taken to the same facility for disposal. However, to satisfy Health Department regulations and animal concerns, such a program would require the use of a cart (similar to the current recycling carts) in which yard waste and compostable organic material would be combined. Curbside composting rates vary by community, with similar programs costing approximately \$15 per month additional. How likely would you be to subscribe to a curbside organics composting program?

|                          | <i>Response</i> | <i>Count</i> |
|--------------------------|-----------------|--------------|
| <i>Very likely</i>       | 18.80%          | 204          |
| <i>Somewhat likely</i>   | 19.72%          | 214          |
| <i>Somewhat unlikely</i> | 12.07%          | 131          |
| <i>Very unlikely</i>     | <b>45.44%</b>   | <b>493</b>   |
| <i>Don't know</i>        | 3.96%           | 43           |
|                          | <b>TOTAL</b>    | <b>1085</b>  |



8. Under the existing program, how often do you use stickers for refuse that does not fit in the refuse containers?

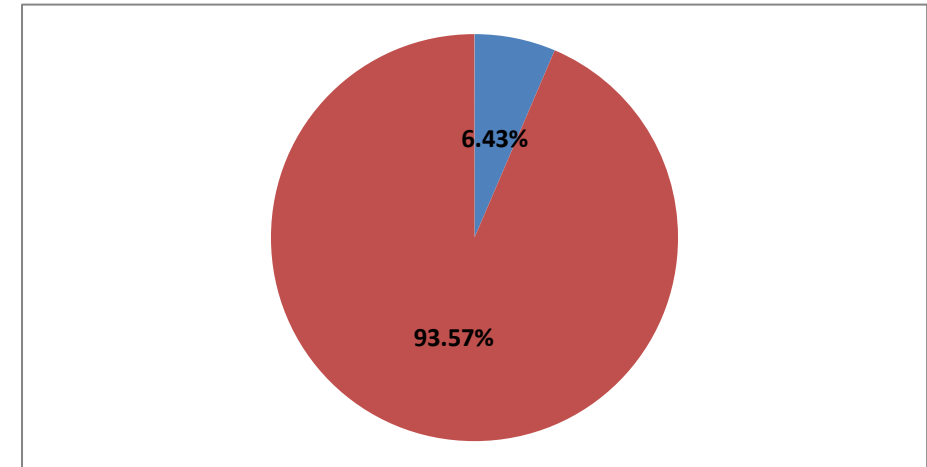
|                                      | <i>Response</i> | <i>Count</i> |
|--------------------------------------|-----------------|--------------|
| <i>Weekly</i>                        | 0.65%           | 7            |
| <i>2 to 3 times per month</i>        | 3.32%           | 36           |
| <i>Once or fewer times per month</i> | 36.41%          | 395          |
| <i>Never</i>                         | <b>55.67%</b>   | <b>604</b>   |
| <i>Don't know</i>                    | 3.96%           | 43           |
|                                      | <b>TOTAL</b>    | <b>1085</b>  |



**VILLAGE OF WINNETKA  
2018 REFUSE COLLECTION SURVEY**

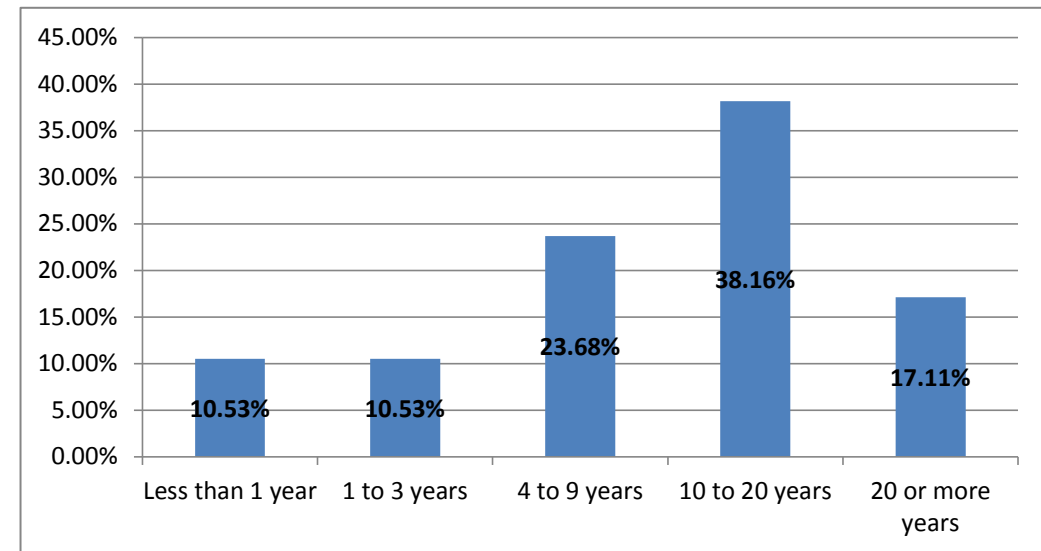
**9. Do currently use the twice-per-week refuse pick-up subscription, for a monthly charge of \$50?**

|     | <i>Response</i> | <i>Count</i> |
|-----|-----------------|--------------|
| Yes | 6.43%           | 70           |
| No  | <b>93.57%</b>   | <b>1018</b>  |
|     | <b>TOTAL</b>    | <b>1088</b>  |



**10. If you answered "Yes" to Question #9, how many years have you used the subscription pick-up?**

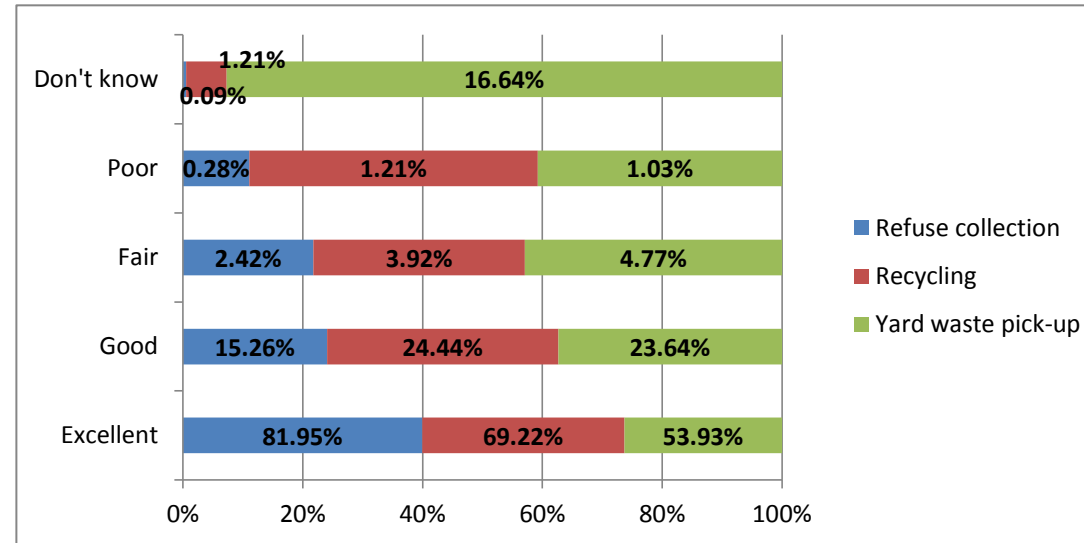
|                         | <i>Response</i> | <i>Count</i> |
|-------------------------|-----------------|--------------|
| <i>Less than 1 year</i> | 10.53%          | 8            |
| <i>1 to 3 years</i>     | 10.53%          | 8            |
| <i>4 to 9 years</i>     | 23.68%          | 18           |
| <i>10 to 20 years</i>   | <b>38.16%</b>   | <b>29</b>    |
| <i>20 or more years</i> | 17.11%          | 13           |
|                         | <b>TOTAL</b>    | <b>76</b>    |



**VILLAGE OF WINNETKA  
2018 REFUSE COLLECTION SURVEY**

**11. Please rate the quality of each of the following Village of Winnetka services:**

|                           | <i>Excellent</i> | <i>Good</i> | <i>Fair</i> | <i>Poor</i> | <i>Don't know</i> | <i>Total</i> |
|---------------------------|------------------|-------------|-------------|-------------|-------------------|--------------|
| <i>Refuse collection</i>  | <b>81.95%</b>    | 15.26%      | 2.42%       | 0.28%       | 0.09%             | 1075         |
| <i>Recycling</i>          | <b>69.22%</b>    | 24.44%      | 3.92%       | 1.21%       | 1.21%             | 1072         |
| <i>Yard waste pick-up</i> | <b>53.93%</b>    | 23.64%      | 4.77%       | 1.03%       | 16.64%            | 1070         |
| <b><i>TOTAL</i></b>       |                  |             |             |             |                   | <b>3217</b>  |



**VILLAGE OF WINNETKA  
2018 REFUSE COLLECTION SURVEY**

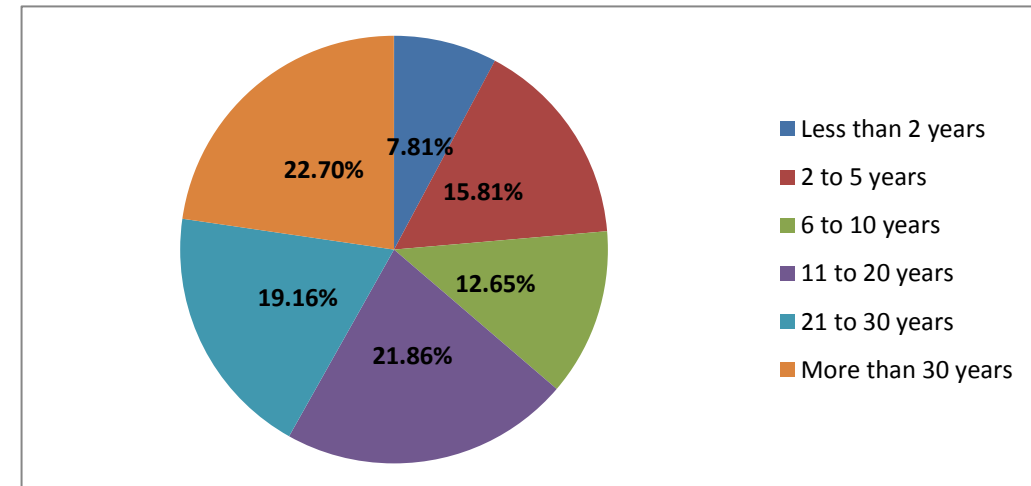
**12. Please provide any comments related to your current refuse collection services or suggestions for improvement.**

*In total, there were 345 comments received for Question #12. The number of responses by category was as follows:*

| <i>Category</i> | <i>Count</i> |
|-----------------|--------------|
| Composting      | 22           |
| Cost            | 30           |
| Employees       | 65           |
| Miscellaneous   | 29           |
| No Curbside     | 22           |
| Recycling       | 20           |
| Service         | 110          |
| Structure       | 18           |
| Yard Waste      | 29           |
| <b>TOTAL</b>    | <b>345</b>   |

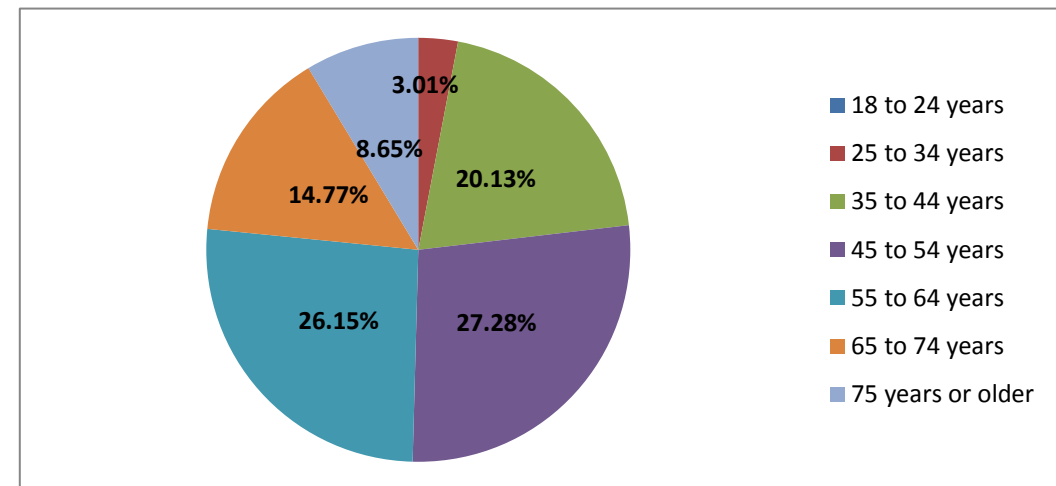
**13. How long have you lived in Winnetka?**

|                    | <i>Response</i> | <i>Count</i> |
|--------------------|-----------------|--------------|
| Less than 2 years  | 7.81%           | 84           |
| 2 to 5 years       | 15.81%          | 170          |
| 6 to 10 years      | 12.65%          | 136          |
| 11 to 20 years     | 21.86%          | 235          |
| 21 to 30 years     | 19.16%          | 206          |
| More than 30 years | <b>22.70%</b>   | <b>244</b>   |
|                    | <b>TOTAL</b>    | <b>1075</b>  |



**14. What is your age?**

|                   | <i>Response</i> | <i>Count</i> |
|-------------------|-----------------|--------------|
| 18 to 24 years    | 0.00%           | 0            |
| 25 to 34 years    | 3.01%           | 32           |
| 35 to 44 years    | 20.13%          | 214          |
| 45 to 54 years    | <b>27.28%</b>   | <b>290</b>   |
| 55 to 64 years    | 26.15%          | 278          |
| 65 to 74 years    | 14.77%          | 157          |
| 75 years or older | 8.65%           | 92           |
|                   | <b>TOTAL</b>    | <b>1063</b>  |



**VILLAGE OF WINNETKA  
2018 REFUSE COLLECTION SURVEY**

**15. Please provide your contact information.**

*In total, there were 843 respondents who provided name, address, and/or contact information*

**Results Analysis**

**1. Response Rate**

|                                |               |
|--------------------------------|---------------|
| <i># of Survey Respondents</i> | 1,112         |
| <i>Total Household Mailing</i> | 4,300         |
| <b><u>Response Rate</u></b>    | <b>25.80%</b> |

**2. Crosstabulation- Question #2**

*A crosstabulation analysis how certain respondents answer a question. Here, a crosstabulation analyzes how length of residency impacts response to Question #2, about how refuse collection is paid for by the Village.*

|                           | <i>Strongly support</i> | <i>Somewhat support</i> | <i>Somewhat oppose</i> | <i>Strongly oppose</i> | <i>Don't know</i> | <i>Total</i> |
|---------------------------|-------------------------|-------------------------|------------------------|------------------------|-------------------|--------------|
| <i>Less than 2 years</i>  | 18                      | 26                      | 11                     | 20                     | 9                 | 84           |
| <i>2 to 5 years</i>       | 50                      | 35                      | 32                     | 30                     | 22                | 169          |
| <i>6 to 10 years</i>      | 44                      | 33                      | 13                     | 33                     | 12                | 135          |
| <i>11 to 20 years</i>     | 78                      | 41                      | 30                     | 63                     | 22                | 234          |
| <i>21 to 30 years</i>     | 75                      | 44                      | 22                     | 42                     | 22                | 205          |
| <i>More than 30 years</i> | 52                      | 56                      | 27                     | 75                     | 30                | 240          |
| <i>Blank</i>              | 10                      | 8                       | 2                      | 8                      | 3                 | 31           |
|                           |                         |                         |                        |                        | <b>TOTAL</b>      | <b>1098</b>  |

**3. Crosstabulation- Question #4**

*A crosstabulation analysis how certain respondents answer a question. Here, a crosstabulation analyzes how length of residency impacts response to Question #4, about preference for curbside vs. back door collection.*

|                           | <i>Strongly support</i> | <i>Somewhat support</i> | <i>Somewhat oppose</i> | <i>Strongly oppose</i> | <i>Don't know</i> | <i>Total</i> |
|---------------------------|-------------------------|-------------------------|------------------------|------------------------|-------------------|--------------|
| <i>Less than 2 years</i>  | 39                      | 15                      | 13                     | 10                     | 7                 | 84           |
| <i>2 to 5 years</i>       | 75                      | 30                      | 21                     | 42                     | 2                 | 170          |
| <i>6 to 10 years</i>      | 46                      | 28                      | 22                     | 36                     | 4                 | 136          |
| <i>11 to 20 years</i>     | 83                      | 48                      | 32                     | 63                     | 9                 | 235          |
| <i>21 to 30 years</i>     | 72                      | 39                      | 30                     | 57                     | 6                 | 204          |
| <i>More than 30 years</i> | 79                      | 28                      | 30                     | 102                    | 5                 | 244          |
| <i>Blank</i>              | 9                       | 5                       | 3                      | 12                     | 3                 | 32           |
|                           |                         |                         |                        |                        | <b>TOTAL</b>      | <b>1105</b>  |

# SURVEY INFORMATION

The Village Council is seeking your input on the important community service issue of refuse collection services. Your responses will be used to evaluate existing refuse collection methods, as well as to plan for possible future service alternatives.

This informational brochure provides an overview of Winnetka's refuse collection program, operated by the Public Works Department. Residents are encouraged to review this information prior to completing this survey. A copy of the brochure is also available at: [www.villageofwinnetka.org/departments/public-works/refuse-collection-survey](http://www.villageofwinnetka.org/departments/public-works/refuse-collection-survey).

This survey will be available to residents beginning Monday, March 5, 2018. This questionnaire should be completed by the adult (age 18 or older) in the household who most recently had a birthday. The adult's year of birth does not matter.

Please note that responses are confidential, and the results will be reported in group form only. Questions regarding the survey should be directed to Matt Havlik in the Public Works Department at 847-716-3550.

The survey can be found  
at the following link:  
[www.surveymonkey.com/r/winnetkarefuse](http://www.surveymonkey.com/r/winnetkarefuse)

Please submit responses by  
Monday, March 23, 2018.



## Attachment #1

Postal Customer  
Winnetka, Illinois 60093

# VILLAGE OF WINNETKA

## REFUSE COLLECTION SURVEY



# BACKGROUND

**The Village of Winnetka** has historically collected refuse and yard waste using its own labor and equipment. From 1947 to 1994, refuse was disposed of at the Village-owned landfill located off Willow Road. By the 1990's, changing attitudes, economics, and environmental law prompted Winnetka to modernize. The Village closed its landfill and began hauling refuse to the Glenview Transfer Station, operated by the Solid Waste Agency of Northern Cook County (SWANCC). SWANCC is an intergovernmental agency formed in 1988 by 23 municipalities to provide a long-term solution for garbage disposal, and to control disposal costs.



## Current Service

A full-time crew of seven (7) Refuse Collectors and one (1) Supervisor provide the Village's commercial and residential trash collection. Our crews also handle yard waste and the fall leaf collection, supplemented by temporary workers when needed. Spring Clean-up is performed by contractual labor. The Village has a fleet of nine (9) trash trucks, four (4) small scooters, and four (4) leaf vacuum machines. Winnetka now hauls its trash to SWANCC's Glenview Transfer Station, which consolidates and disposes over 300,000 tons of waste annually.

The Village contracts with Lakeshore Recycling Systems ([www.lrsrecycles.com](http://www.lrsrecycles.com)) for weekly curbside pickup. Our recycling is taken to LRS's recycling facility in Forest View.

By law, landscape waste must be kept out of refuse landfills. Therefore, crews collect yard waste separately: twice weekly during the growing season for yard bags and brush piles, and special runs for pumpkins and Christmas trees. The yard waste is temporarily stored on top of our old landfill, then hauled by a third party to a composting site.

## Current Service Continued

| Garbage Pickup                                                                                           |
|----------------------------------------------------------------------------------------------------------|
| Funded via a combination of property taxes and a \$25 monthly utility charge (effective January 1, 2018) |
| Once/week, backdoor service, including two 37-gallon cans                                                |
| Twice/week, backdoor service, additional \$50/month subscription                                         |
| Additional \$2.20 sticker for any over-sized items or additional garbage cans                            |
| Optional special pickup for large quantities of refuse, at curbside, additional utility bill charge      |

| Yard Waste                                                                                  |
|---------------------------------------------------------------------------------------------|
| Funded via user-fee, \$2.20 sticker for yard bags and brush bundles                         |
| Twice/week, curbside pickup for all landscape material                                      |
| Special curbside pickup for unbundled/oversized brush piles, additional utility bill charge |

| Recycling                                                                                                                                                                                                                         |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Service included with regular refuse service at no additional charge                                                                                                                                                              |
| Once/week, curbside pickup <ul style="list-style-type: none"><li>- Unlimited volume of specified plastic, paper, metals, and glass</li><li>- 95-gallon, heavy-duty wheeled container provided</li></ul>                           |
| To learn more about specialized collections please visit:<br><a href="http://www.villageofwinnetka.org/departments/public-works/refuse-and-recycling">www.villageofwinnetka.org/departments/public-works/refuse-and-recycling</a> |



# FINANCE INFORMATION AND SERVICE OPTIONS

**Winnetka's refuse service is competitive;** the Village regularly benchmarks the cost of our collection program with neighboring communities. The Village Council's goals have been to control costs, manage property tax increases, and fund programs in a stable and equitable manner.

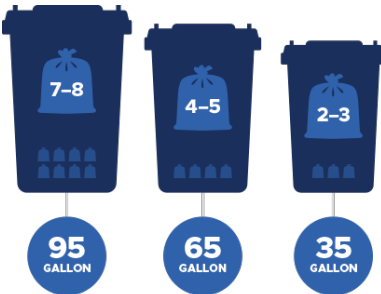
The Village's use of property tax funding for refuse collection means program costs are allocated by property value rather than on amount of service use. Residential refuse and recycling services account for approximately 1.3% of a typical resident's total property tax bill.

A recent analysis shows the Village spends about \$480 per household, per year for residential refuse and recycling services, which compares favorably with similar program costs in neighboring municipalities. However, actual household contributions for refuse collection vary based on property value. For example, a resident with a \$30,000 property tax bill would pay approximately \$390 for basic residential refuse and recycling.

## Refuse Survey Options

The Village is considering more equitable methods of funding refuse service, potentially billing for refuse collection as a fee that would appear on the Village utility bill similar to other public utility services, rather than funding it through property taxes.

In addition, to potentially reduce costs, the Village is considering moving the location of basic refuse collection service from back door to curbside, as is already the case for recycling and yard waste. Standardized wheeled garbage containers would be provided (35, 65, or 95 gallon). If a curbside collection program were implemented, backdoor collection would still be available as a subscription services, but at a significant additional fee to users.



# VILLAGE OF WINNETKA

## REFUSE COLLECTION SURVEY



The survey can be found at the following link:  
[www.surveymonkey.com/r/winnetkarefuse](http://www.surveymonkey.com/r/winnetkarefuse)

Please submit responses  
by Monday, March 23, 2018.

Agenda Packet P. 75

# Village of Winnetka

## SURVEY INFORMATION



### The Winnetka Report

Village of Winnetka  
510 Green Bay Road  
Winnetka, Illinois 60093

Standard Presort  
ECRWSS  
U.S. Postage  
**PAID**  
Permit No. 7  
60093

The Village Council is seeking your input on the important community service issue of refuse collection services. Your responses will be used to evaluate existing refuse collection methods, as well as to plan for possible future service alternatives.

Residents are encouraged to review the informational brochure that was recently sent to each household prior to completing this survey. A copy of the brochure is also available at: [www.surveymonkey.com/r/winnetkarefuse](http://www.surveymonkey.com/r/winnetkarefuse).

The survey was available to residents beginning Monday, March 5, 2018. This questionnaire should be completed by the adult (age 18 or older) in the household who most recently had a birthday. The adult's year of birth does not matter.

Please note that responses are confidential, and the results will be reported in group form only. Questions regarding the survey should be directed to Matt Havlik in the Public Works Department at 847-716-3550.

Postal Customer  
Winnetka, Illinois 60093



The survey can be found at the following link:  
[www.surveymonkey.com/r/winnetkarefuse](http://www.surveymonkey.com/r/winnetkarefuse)

**Please submit responses by Monday, March 23, 2018.**

Agenda Packet P. 76

### Village of Winnetka Survey

**Dear Winnetka Resident:** The Village seeks your feedback on an important community service issue. Your household has recently received an informational brochure that provides an overview of our refuse collection program. Residents are encouraged to review this information prior to completing the survey. A copy of this brochure is also available on the Village's website at: (Insert link)

**This questionnaire should be completed by the adult (18 years or older) in your household who most recently had a birthday. The adult's year of birth does not matter. Please note that responses are confidential, and the results will be reported in group form only.**

**Questions regarding the survey should be directed to Matt Havlik in the Public Works Department at 847-716-3550.**

1. On what day(s) is garbage collected at your home? (Please select all that apply)

- ☐ Monday
- ☐ Tuesday
- ☐ Thursday
- ☐ Friday

2. The Village currently funds refuse collection primarily through property taxes, with approximately 1.3% of your property tax bill dedicated to refuse. Therefore, owners of more valuable properties pay more for services funded by property taxes. For example, a resident with a \$30,000 property tax bill would pay approximately \$390 per year.

The Village Council is considering a more equitable means of funding refuse collection, billing for the service as a fee that would appear on the Village utility bill similar to other public utility services, rather than funding it through the property tax bill. To what extent would you support or oppose paying for refuse service through a fee rather than through property taxes?

- ☐ Strongly support
- ☐ Somewhat support
- ☐ Somewhat oppose
- ☐ Strongly oppose
- ☐ Don't know

3. To potentially reduce costs, the Village may consider moving the pick-up location for the base level of refuse from back door to curbside, as is already the case for recycling and yard waste. Standardized refuse containers would be provided. Under all options, recycling and yard waste would continue to be collected curbside.

Please select which of the service level options you most prefer.

- ☐ Curbside refuse collection, once-weekly (base level service)
- ☐ Curbside refuse collection, twice-weekly (optional subscription service at additional fee)
- ☐ Backdoor refuse collection, once-weekly (optional subscription service at additional fee)
- ☐ Backdoor refuse collection, twice-weekly (optional subscription service at additional fee)

4. To what extent do you support or oppose moving the base level of refuse service from back-door to curbside?

- ☐ Strongly support
- ☐ Somewhat support
- ☐ Somewhat oppose
- ☐ Strongly oppose
- ☐ Don't know

## 2018 Refuse Collection Survey

5. The Village is considering implementing a fee structure similar to those used in neighboring communities. Under all options, recycling and yard waste would continue to be collected curbside. Fees are approximate. Rank the following options in the order which you would be most likely to subscribe and receive, with 1 being most likely and 4 being least likely.

|                                                                                   |                                |                                                          |
|-----------------------------------------------------------------------------------|--------------------------------|----------------------------------------------------------|
|  | <input type="text" value="1"/> | Curbside refuse collection, once-weekly: \$25 per month  |
|  | <input type="text" value="2"/> | Curbside refuse collection, twice-weekly: \$40 per month |
|  | <input type="text" value="3"/> | Backdoor refuse collection, once-weekly: \$35 per month  |
|  | <input type="text" value="4"/> | Backdoor refuse collection, twice-weekly: \$55 per month |

6. To help the Village understand and develop the best service options for residents, please indicate your level of concern regarding the following aspects of curbside pick-up:

|                                                     | Very concerned        | Somewhat concerned    | Not very concerned    | Not at all concerned  | Unsure                |
|-----------------------------------------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|
| Visual impact of containers at the curbside         | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Physical effort to bring containers to the curbside | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Ability of wildlife to get into refuse carts        | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |

If you answered "Very Concerned" about any aspect of curbside collection, please explain why.

7. By some estimates, over 40% of all edible food in the U.S. is thrown away. Composting is the natural process of recycling organic waste and is a way to dispose of food scraps that reduces landfill waste and enhances nutrients in soil. Some communities are offering curbside composting of food scraps, whereby scraps are combined with yard waste and are taken to the same facility for disposal. However, to satisfy Health Department regulations and animal concerns, such a program would require the use of a cart (similar to the current recycling carts) in which yard waste and compostable organic material would be combined. Curbside composting rates vary by community, with similar programs costing approximately \$15 per month additional.

How likely would you be to subscribe to a curbside organics composting program?

- ☐ Very likely
- ☐ Somewhat likely
- ☐ Somewhat unlikely
- ☐ Very unlikely
- ☐ Don't know

8. Under the existing program, how often do you use stickers for refuse that does not fit in the refuse containers?

- ☐ Weekly
- ☐ 2 to 3 times per month
- ☐ Once or fewer times per month
- ☐ Never
- ☐ Don't know

9. Do you currently use the twice-per-week refuse pick-up subscription, for a monthly charge of \$50?

- ☐ Yes
- ☐ No

10. If you answered "Yes" to Question #9, how many years have you used the subscription pick-up?

- ☐ Less than 1 year
- ☐ 1 to 3 years
- ☐ 4 to 9 years
- ☐ 10 to 20 years
- ☐ 20 or more years

## 2018 Refuse Collection Survey

11. Please rate the quality of each of the following Village of Winnetka services:

|                    | Excellent             | Good                  | Fair                  | Poor                  | Don't know            |
|--------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|
| Refuse collection  | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Recycling          | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Yard waste pick-up | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |

12. Please provide any comments related to your current refuse collection services or suggestions for improvement.

13. How long have you lived in Winnetka?

- ☐ Less than 2 years
- ☐ 2 to 5 years
- ☐ 6 to 10 years
- ☐ 11 to 20 years
- ☐ 21 to 30 years
- ☐ More than 30 years

14. What is your age?

- ☐ 18 to 24 years
- ☐ 25 to 34 years
- ☐ 35 to 44 years
- ☐ 45 to 54 years
- ☐ 55 to 64 years
- ☐ 65 to 74 years
- ☐ 75 years or older

15. Please provide your contact information.

Name:

Address Number:

Street Name:

Email:

Phone:

# VILLAGE OF WINNETKA

## 2018 Utility Changes

### Attachment #2



### Introduction

As part of the fiscal year 2018 budget process, the Village Council considered and approved a number of funding initiatives that will have an impact for utility customers beginning in January. It is important that customers read and understand changes to billing structure and rates that may impact the next utility billing cycle; changes go into effect for billing periods ending on or after January 1, 2018.

For additional information regarding the Council's budget deliberations and the specific rate evaluations conducted by the Village in 2016 and 2017, please visit the Village's website: [villageofwinnetka.org/departments/water-and-electric/2018-rate-changes](http://villageofwinnetka.org/departments/water-and-electric/2018-rate-changes).

And, if you have not already, we encourage you to pay your utility bills online. Please visit: [villageofwinnetka.org/residents/online-payments](http://villageofwinnetka.org/residents/online-payments) for additional information.

### Water Utility

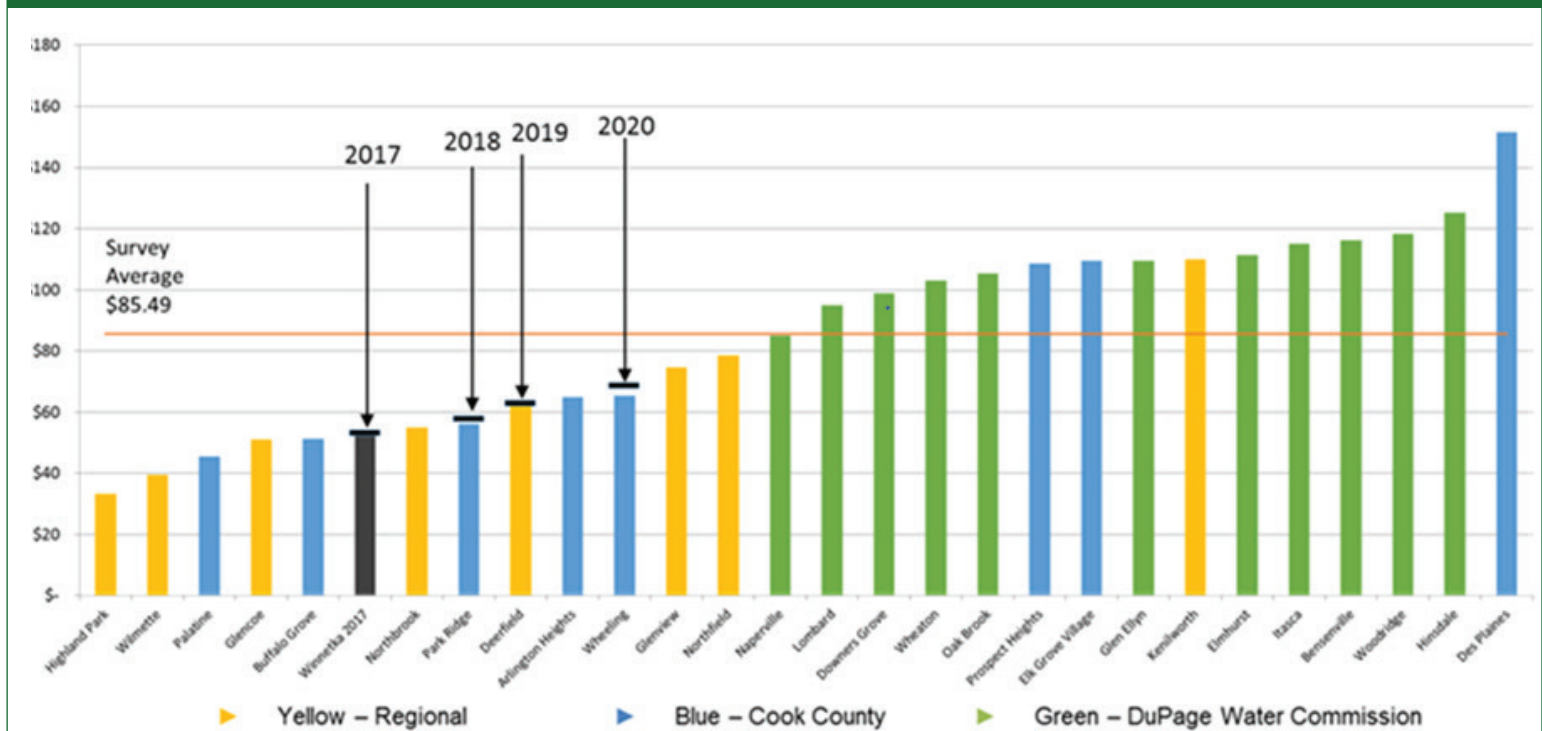
Winnetka's water system is operated as an enterprise fund, meaning the costs to provide water, maintain the system, and replace aging infrastructure are entirely supported by customer charges, not taxes. A 2017 study of the Village's Water Fund concluded that the existing rates do not produce adequate revenue to address essential system infrastructure. Historically, the Village has billed customers for water based on usage only and at a lower unit cost than many area communities. This will not provide the long-term revenue stability necessary to support the required infrastructure improvements.

Approximately 58% of the Village's water distribution system is over 100 years old. The system is experiencing failures at a rate (22.5 per 100 miles/year) of nearly twice the national rate (11 per 100 miles/year).

Starting in 2018, the Village will change the way customers are charged for water service. Utility bills will include a customer charge, which is a flat monthly fee that is based on the size of each customer's water meter. Approximately 86% of Winnetka customers will fall into the lowest category for 1-inch and smaller meters, which is a \$3.00 per month charge. In addition, the Village is increasing the rate for water usage from \$35.53 to \$36.55 per 1000 cubic feet of water used. Water customers outside of Winnetka's corporate limits will also incur the same monthly customer charge based on their meter size, along with the volumetric rate changing from \$63.52 to \$65.42 per 1000 cubic feet of water used.

The chart below shows the effect the rate changes will have on the typical user, a customer with a 1-inch meter using 1500 cubic feet of water in a month, compared to the rate for other communities. A typical Winnetka resident will pay an additional \$54.36 per year.

1" Meter & 15 Ccf/Month – Total Survey Results



# VILLAGE OF WINNETKA 2018 UTILITY CHANGES

## Electric Utility

Winnetka's electric system is operated as an enterprise fund, meaning the cost to provide electricity, maintain the system, and fund all capital improvement projects, are funded entirely by revenues from customer rates.

A 2017 study of the Village's Electric Fund concluded that the existing rates structure does not produce adequate revenue to fund the long-term capital plan and also identified that certain types of customer classes are subsidizing the electric costs of other customer classes.

To address these concerns, starting in 2018, the Village will be implementing separate monthly customer charges for each of the customer rate classifications. There is currently no differentiation between the customer classes (i.e. residential, school & government, commercial, etc.). The complete list of customer classes and monthly rates is shown in the table below.

In addition to these changes, energy and demand rates for each customer class have been revised. Electric rates will increase in the range of 1.4% to 3.0% depending on the customer's rate code. The typical residential customer will see a 2.2% increase in 2018 as a result of the rate changes, which equates to an increase of \$41.69 per year.

| Type of Customer (Rate Code)          | Monthly Customer Charge |             |
|---------------------------------------|-------------------------|-------------|
|                                       | Single Phase            | Three Phase |
| Rate 1: Residential                   | \$13.46                 | \$19.76     |
| Rate 2: Space Heating                 | \$13.46                 | \$19.76     |
| Rate 3: Commercial                    | \$16.46                 | \$22.76     |
| Rate 4: School & Government (<1000kW) | \$21.46                 | \$27.76     |
| Rate 4: School & Government (>1000kW) | \$36.46                 | \$42.76     |
| Rate 6: Water Heating                 | \$10.96                 | \$17.26     |
| Rate 7: Large Residential             | \$13.46                 | \$19.76     |
| Rate 18: Street Lights                | \$0.00                  | \$0.00      |

## Refuse Collection

Village refuse and recycling collection operations have historically been funded through a combination of service fees, property taxes, and transfers from its General Operating Fund. To improve the financial stability of the fund and the transparency of our collection programs, the funding will be shifted to rely on service fees and less on property taxes and transfers from other funds.

The weekly residential refuse service fee is charged to each residential customer and helps fund the base once-per-week residential collection of refuse from the rear of the home, and once-per-week collection of recyclables from the curb. The optional subscription fee provides for an additional refuse collection from the rear of the house each week.

| Fee Type                                                  | Current Fee | Fee Effective January 1, 2018 |
|-----------------------------------------------------------|-------------|-------------------------------|
| Weekly residential refuse collection                      | \$10/month  | \$25/month                    |
| Optional subscription for second weekly refuse collection | \$25/month  | \$50/month                    |

## Sanitary Sewer Utility

Winnetka's sanitary sewer system, which collects and transports sewage and waste from internal plumbing systems, is operated as an enterprise fund—meaning the costs to maintain the system and replace aging infrastructure are entirely supported by customer rates. ***This is separate from the Village's stormwater utility fee and is not associated with the Village's larger stormwater management programs.***

Recent evaluation concluded that by 2019, the Village's current sewer rate structure will no longer generate enough revenue to cover the costs of performing necessary system operations & maintenance and capital

improvements, in addition to continued funding of the reimbursement program for anti-backup device installation. The following changes will address these funding needs for effective sewer system maintenance: 1) increase the rate charged to sewer customers; 2) change the way sewer bills are calculated; and 3) sunset the anti-backup device reimbursement program by 2020.

Starting in 2018, utility bills will include a \$2 customer charge, which is a flat monthly fee. In addition to the customer charge, the Village is increasing the rate for sewer usage, as outlined in the chart below.

| Charges                          | Current Structure                                   | Charges Effective January 1, 2018                                 |
|----------------------------------|-----------------------------------------------------|-------------------------------------------------------------------|
| Winnetka sewer service charge    | \$15.23 per 1,000 cubic feet of metered water usage | \$15.99 per 1,000 cubic feet of metered water usage (5% increase) |
| Winnetka monthly customer charge | none                                                | \$2 per month                                                     |

### Attachment #3

