

**RESOLUTION NO. 23-5-25**

**WINNETKA PARK DISTRICT**

**A RESOLUTION  
ADOPTING FINDINGS OF FACT CONCERNING PROPOSED LAKEFRONT  
IMPROVEMENTS FOR ELDER LANE AND CENTENNIAL PARK BEACHES  
AND GRANTING,  
AUTHORIZING AND DIRECTING PREPARATION OF PERMIT PLANS AND  
SPECIFICATIONS FOR ELDER/CENTENNIAL LAKEFRONT IMPROVEMENTS  
AND PERMIT APPLICATIONS TO PERMITTING AUTHORITIES**

**BE IT RESOLVED** by the Board of Commissioners of the Winnetka Park District, Cook County, Illinois, as follows:

A. Legislative Findings about Project Background and History of Beaches. The Board of Commissioners hereby make the following legislative findings:

1. The Winnetka Park District (“Park District”) is a body politic established in 1903 and operating in Cook County, Illinois pursuant to the Illinois Park District Code, 70 ILCS 1205/1-1 et seq. (the Park Code”) and the laws of the State of Illinois.
2. The Village of Winnetka and Winnetka Park District own a total of twelve properties adjacent to Lake Michigan, seven of which are owned by the Village of Winnetka and five of which are owned by the Winnetka Park District. A portion of Tower Road property owned by the Village of Winnetka is operated by the Winnetka Park District as Tower Road Beach.
3. The combined total beach frontage owned and/or controlled by the Winnetka Park District is approximately 2,410 lineal feet, including the portion of Tower Road Beach owned by the Village, used as Tower Road Beach in accordance with the terms of an agreement between the Village of Winnetka and the Winnetka Park District.
4. The Park District acquired Elder Lane Park in parcels from various families and the Village of Winnetka between 1920-1946, and Centennial Park in 1969 through condemnation, to protect the land from residential development.
5. Since 1969, the Park District has owned and operated Elder Lane Park and Centennial Park, both of which are on the shore of Lake Michigan, depicted in **Exhibit A** (collectively, the “Parks”).
6. Elder and Centennial Park span approximately 1,000 feet of Lake Michigan Shoreline, separated by one single family home and lot commonly known as 261 Sheridan Road.
7. Elder Lane Beach includes approximately 410 lineal feet of beach; Centennial Beach approximately 520 lineal feet of beach (collectively, the “Beaches”) and the single family lot (261 Sheridan) includes approximately 70 lineal feet of beach.
8. Since acquisition by the Park District, the Beaches have been open to the public on an intermittent basis for a wide range of recreational purposes including swimming, non-motorized boating, an off-leash dog park, and other forms of structured and unstructured recreational use.

9. Since 1995, Centennial Beach, which comprises more than 21% of the total Park District accessible beach frontage, has been fenced, gated and locked for the near-exclusive use of “dog beach” pass holders;, which represent less than seven percent (7%) of the total households in the Winnetka Park District. **Exhibit B**, “Winnetka Park District Dog Beach Pass Holder Data” dated 05/23/23.
10. The Park District’s Board of Park Commissioners (“Park Board”) approved a long range master plan for the protection and enhancement of its five beaches, including Elder Lane and Centennial Beaches, titled the “Winnetka Waterfront 2030 Plan” (the “Lakefront Master Plan,” or “Plan”) March 16, 2016; the Lakefront Master Plan calls for design and construction of various improvements at each of the Park District’s properties adjacent to Lake Michigan, including improvements at the Beaches deemed necessary to protect against the substantial threat of erosion, and to expand the community’s safe and healthy recreational use of the Beaches.
11. Since adoption of the Lakefront Master Plan, the Board of Park Commissioners has consistently acted to advance the Plan’s objectives, creating a legacy of support for the Plan and action thereon.
12. Since adoption of the Lakefront Master Plan, the Park District has constructed improvements consistent with the Plan’s “Implementation” Section, at Tower Beach, Lloyd Beach, and Maple Beach, including the multi-million-dollar construction of a rubble mound breakwater and sand beach at Lloyd Beach.
13. The Park District is now prepared to proceed with certain lakefront improvements described herein at Elder Lane Beach and Centennial Beach, in accordance with the Lakefront Master Plan. Additional detailed legislative findings supporting the Park Board’s decision to proceed with lakefront improvements at the Beaches , are set forth in **Appendix A** of this Resolution, pertaining to Lake Michigan conditions, bluff, beach, groin and pier conditions at the Beaches, the Lakefront Master Plan, and the nature and scope of the extensive public engagement that preceded development of the Concept Plan attached hereto as **Exhibit H**.

**B. Purpose of this Resolution is to:**

1. Make formal legislative findings of fact in support of the lakefront improvements described herein at Elder Lane Park and Beach and Centennial Park and Beach;
2. Approve and ratify various actions by the Park Board and the Park District pertaining to the design process for the lakefront improvements for Elder and Centennial Beach; and
3. Authorize and direct staff to prepare the plans and specifications consistent with the Concept Plan set forth in **Exhibit H**, and to prepare permit applications and related permit documentation for submittal to the Illinois Department of Natural Resources (“IDNR”) and United States Army Corps of Engineers (“USAOC”), Metropolitan Water Reclamation District of Greater Chicago (“MWRD”), Illinois Environmental Protection Agency (“IEPA”), Village of Winnetka and other agencies with jurisdiction (“Permitting Authorities”) for the lakefront improvements to be constructed at Elder Lane and Centennial Park Beaches.

### **Section One- Incorporation.**

The Legislative Findings and Appendices set forth herein and attached hereto, and all of the facts, findings, and determinations contained therein are hereby incorporated into and made a part of this Resolution as if set forth in their entirety in this Section One. All Exhibits referenced in this Resolution are hereby incorporated into this Resolution and made a part hereof.

### **Section Two-Park Board General Findings.**

The Winnetka Park District Board of Park Commissioners does hereby find and determine as follows:

- A. Construction of improvements in Lake Michigan and upon property owned by the Park District is a proper public purpose.
- B. The Park District has express authority pursuant to Sections 8-10 and 11-2 of the Illinois Park District Code to construct the breakwaters and related improvements for park purposes at Elder Lane Beach and Centennial Beach. 70 ILCS 1205/8-10, 11-2.
- C. Without construction of the steel sheet pile bulkheads, rubble mound breakwaters and related public improvements at Elder Lane Beach and Centennial Beach, the Beaches are likely to experience further damaging erosion, loss of beach, and damage to the bluff and existing infrastructure; Elder Lane Beach will remain closed and Centennial Beach will remain underutilized by the public.
- D. Any further delay in re-investing in the Beaches' infrastructure will further jeopardize the public's recreational use and enjoyment of the Beaches, would be contrary to the Park District's mission of maintaining safe, high-quality recreation facilities programs, and services, and is not in the best interests of the Park District and its residents.
- E. Constructing the steel sheet pile bulkheads, rubble mound breakwaters, and related public improvements at Elder Lane and Centennial Park and Beach in accordance with the Plans attached hereto as **Exhibit H** is an essential step in achieving and maintaining specific, safe recreational and accessibility objectives for the Beaches identified in the Lakefront Master Plan and further acknowledged in subsequent actions and enactments of the Board of Park Commissioners.
- F. Constructing the steel sheet pile bulkheads, rubble mound breakwaters and related public improvements at Elder Lane and Centennial Park and Beach in accordance with the Concept Plan attached hereto as **Exhibit H** is consistent with the program elements and design features previously approved by the Park Board, and with plans and objectives for the Beaches as articulated in the Lakefront Master Plan as approved and amended by the Board of Park Commissioners.
- G. Construction of the steel sheet pile bulkheads and rubble mound breakwaters and related public improvements at the Beaches is necessary for the continued delivery of safe lakefront recreational services, programs, and opportunities to the residents of the Winnetka Park District and the general public, consistent with the Park District's statutory purposes.

- H. The public improvements will materially improve, expand and enhance public safety and access to Centennial Beach, which since 1995 has been fenced, gated and locked for the exclusive use of 300 +/- dog beach pass holders.
- I. Constructing the steel sheet pile bulkheads, rubble mound breakwaters and related public improvements at Elder Lane Beach and Centennial Beach in accordance with the Plans attached hereto as **Exhibit H** is necessary to maintain the Park District's long-standing commitment of making its beaches available and accessible to the public for swimming, off leash dog beach use, beach-walking, and enjoying beautiful vistas.
- J. The Concept Plan for the public improvements at Elder Lane Beach and Centennial Beach attached hereto as **Exhibit H**:
1. Has been prepared by licensed and qualified professional engineers, coastal consultants, landscape architects, and related design professionals;
  2. Is consistent with the spirit and intent of the Lakefront Master Plan;
  3. Was prepared after consideration and inclusion of many principles and concepts received during substantial public engagement regarding the Beaches between 2014 and 2023;
  4. Is consistent with and in accordance with parameters established by the Park Board in motions adopted October 27, 2022, March 23, 2023, and April 27, 2023; and
  5. Has been prepared in order to comply with the current laws and regulations of:
    - i. The United States pertaining to navigable waters including the Clean Water Act (33 U.S.C. 1344 et seq.), as administered by the USACE;
    - ii. The State of Illinois, including the Illinois Rivers, Lakes and Streams Act, 615 ILCS 5/4.9 et seq. as administered by the IDNR, and
    - iii. Village of Winnetka Ordinance MC-05-2023, Chapter 15.78, "Lakefront Construction."
    - iv. MWRD
    - v. IEPA
  6. Is consistent with and supports the goals, mission and state funding priorities of the Illinois Department of Natural Resource Sustainable Shoreline Program, a part of the Coastal Management Program funded by the National Oceanic Atmospheric Administration ("NOAA").
- K. The Concept Plan for the public improvements at Elder Lane Beach and Centennial Beach attached hereto as **Exhibit H**, will:
1. Provide access control to continue fee-based use of the Centennial and Elder Lane recreational beaches and the Centennial Dog Beach;
  2. Provide critical public safety and welfare improvements;
  3. Eliminate numerous dangers to patrons arising from interaction with damaged or dilapidated improvements, Elder Lane Pier segments, failing gabion mattresses and baskets with exposed rusted metal in the water, corrugated metal Village-owned pipe, and deteriorating concrete, submerged dog beach fence posts, wooden pilings from a pier dating to prior owner before 1969, other pier remnants, and other detritus;
  4. Return to public use a more appropriate allocation of beach frontage for use as an off-leash dog beach;
  5. Meet the Cook County and Village requirements associated with operation of an off-leash dog beach;
  6. Provide long-term protection against beach loss and beach and bluff destruction and severe erosion;
  7. Provide improved emergency and maintenance vehicle access route to the beach.



8. Enhance overall aesthetics of Elder Lane and Centennial Beaches;
9. Provide accessibility for disabled users in accordance with the Americans with Disabilities Act (“ADA”), including access to Centennial Beach boardwalk and viewing platform;
10. Eliminate the current gated, locked access that presently precludes the general public access to Centennial Beach; and
11. Update, improve and relocate the Village’s existing storm sewer outfall pipe and related storm sewer system improvements.

### **Section Three-Park Board Findings Relating to Design and Construction**

The Winnetka Park District Board of Park Commissioners does hereby find and determine as follows:

- A. Design and construction of the Elder-Centennial Improvements in accordance with the Concept Plan attached hereto as **Exhibit H** will serve to preserve and protect that portion of the Lake Michigan shoreline at Elder Lane Beach and Centennial Beach, owned by the Park District, by eliminating numerous current hazards, reducing erosion, preserving coastline, and protecting the value of properties along the Lake and the entire Winnetka community.
- B. Design and construction of the Elder-Centennial Improvements in accordance with the Concept Plan attached hereto as **Exhibit H** will stabilize and help to preserve Lake Michigan coastline and vegetation and will help to preserve and protect the Park District’s beaches as a unique natural resource.
- C. Design and construction of the Elder-Centennial Improvements in accordance with the Concept Plan attached hereto as **Exhibit H** will not cause environmental or ecological damage to the Lake or surrounding areas of the Village, or otherwise adversely impact the health, safety, and welfare of the Village of Winnetka or its residents.
- D. The heights of the breakwaters to be constructed at Elder and Centennial Beach pursuant to the Concept Plan attached hereto as **Exhibit H** are 585 feet (IGLD 1985) at the lakeward end (average based on stone) and 585 feet (IGLD 1985) respectively, both of which are approximately two feet lower than the height of Lloyd Beach breakwater previously approved by the USACE and the IDNR; these heights were adjusted partially in response to concern expressed by the public in scores of meetings, workshops, and chats with commissioners over the height of the various breakwaters and the impact on vistas.
- E. The existing Elder Lane Pier elevation is 584.67 feet (IGLD 1985) at lakeward end,
- F. The heights of the breakwaters to be constructed at Elder and Centennial Beach pursuant to the Concept Plan attached hereto as **Exhibit H** are no greater than what is minimally necessary to achieve the intended and proper purpose of the project and said heights strike an appropriate balance between the competing interests of beach preservation and preservation of aesthetic views from the beach. The height of the proposed breakwaters are consistent with the height of existing Elder Lane Pier.
- G. Breakwater heights lower than those set forth in the Concept Plan set forth in **Exhibit H** (which are already lower than the Lloyd Beach breakwater heights) would result in a degree of erosion protection and beach enhancement not consistent with the Project program.

- H. It is the intent of the Park District to design and construct of the Elder-Centennial Improvements in accordance with the Concept Plan attached hereto as **Exhibit H** which complies with all other applicable provisions of the Village Code including construction permitting requirements set forth in Section 15.32 of the Municipal Code of the Village of Winnetka.
- I. The design and construction of the Elder-Centennial Improvements in accordance with the Concept Plan attached hereto as **Exhibit H** includes only what is minimally necessary to achieve the intended and proper purpose of the project and is consistent with the purposes of section 15.78.010 of the Village Lakefront Construction Ordinance, MC 05-2023.
- J. Design and construction of the Elder-Centennial Improvements in accordance with the Concept Plan attached hereto as **Exhibit H** is consistent with sound engineering practices, is not expected to create any public safety hazards and will not unreasonably obstruct or interfere with ingress or egress to adjacent public beaches or private property; to the contrary, the improvements will remove various existing safety hazards and enhance ingress and egress to adjacent public beaches.
- K. Design and construction of the Elder-Centennial Improvements in accordance with the Concept Plan attached hereto as **Exhibit H** will not block or otherwise unreasonably interfere with the ability of public safety personnel to conduct search and rescue and other public safety operations, and in fact enhances access to the beaches by public safety vehicles, equipment and personnel. Presently there exists limited vehicle access from Elder Beach and no vehicle access to Centennial Beach. Access to Centennial Beach presently is by stairs, by water or by traversing a portion of beach encumbered by two to three steel jetties, which periodically block access depending upon water and sand elevations. The Elder-Centennial Improvements will expand access to Centennial via an ADA Accessible path and will improve vehicle access to Elder.
- L. Design and construction of the Elder-Centennial Improvements in accordance with the Concept Plan attached hereto as **Exhibit H** will not alter existing sight lines along the Lake Michigan shoreline more than is minimally necessary to achieve the intended and proper purpose of the project, and is consistent with the purposes set forth in Section 15.78.010 of the Village Lakefront Construction Ordinance, MC 05-2023; in fact, the Elder-Centennial Improvements will result in: (i) less alteration to sight lines than the comparable improvements constructed at Lloyd Beach in 2020; and (ii) less alteration to sight lines than the existing pier at Elder Lane Park.
- M. Breakwater heights lower than those set forth in the Concept Plan set forth in **Exhibit H** (which are already lower than the Lloyd Beach breakwater heights) would result in a degree of erosion protection and beach enhancement not in the best interests of the public.
- N. The Plans for the public improvements at Elder Lane Beach and Centennial Beach attached hereto as **Exhibit H**, will:
1. Include rubble-mound breakwaters to create additional recreation area;
  2. Protect the shoreline and bluff from long term effects of erosion due to variable water levels while providing a foundation for future phases of upland improvements;
  3. Provide an accessible pathway conforming to ADA standards from the existing Centennial parking lot the Centennial Boardwalk and viewing platform, and provide for future ADA accessible route to the beach;
  4. Provide public access to, from and across Park District beach property allowing the public to traverse the lakefront including steps up and over any improvement perpendicular to the shoreline;

5. Relocate the existing gated and locked entrance to the existing dog beach to the new boardwalk level to allow public pedestrian access to the remainder of Centennial Beach from Centennial Park and adjacent beaches;
  6. Provide vehicular access path from Elder Lane parking lot to Elder Lane Beach for construction, maintenance and emergency purposes, and improved pedestrian access for beach patrons; and
  7. Re-locate, replace, and improve the Village's Elder Lane storm sewer discharge within the outer edge of the rubble mound breakwater at the north end of Elder Lane Beach.
- O. With this Resolution the Board desires to make clear that it approves the concept plans and parameters for the public improvements at Elder Lane Beach and Centennial Beach as proposed and attached hereto as **Exhibit H**, and further, that it approves preparation of the permit plans in substantial conformance with **Exhibit H**, for submittal to all permitting agencies with jurisdiction including the IDNR, U.S. Army Corps of Engineers, Illinois Environmental Protection Agency, MWRD, the Village of Winnetka for permit approval. .

#### **Section Four- Approval and Ratification.**

- A. The Park Board hereby approves and adopts the facts, findings, and determinations set forth in this Resolution, including but not by limitation, the Recitals, Appendix I, and Sections One through Three hereof.
- B. The Park Board hereby approves the Concept plan and parameters for the public improvements at Elder Lane Beach and Centennial Beach described in this Resolution and attached hereto as **Exhibit H**.
- C. The Park Board hereby ratifies and re-affirms the Park Board's 2016 adoption of the Lakefront Master Plan and all subsequent amendments previously approved, and the Plan's vision for development of Elder/Centennial for the public good.
- D. The Park Board hereby authorizes and directs Park District staff to prepare applications for permit for the breakwaters and lakefront improvements at Elder Lane Beach and Centennial Beach with plans and specifications in substantial conformance with the Concept Plan attached hereto as **Exhibit H**, for final board approval. The Park Board's review of the applications for permit (including the permit plans and specifications incorporated into said permit applications) for the breakwaters and lakefront improvements at Elder Lane Beach and Centennial Beach shall be solely for the limited purpose of ensuring consistency with the Concept Plan, the primary program elements and design features and the other parameters established by motions approved by this Park Board October 27, 2022, March 23, 2023, and April 27, 2023 (as set forth in detail in Appendix 1, Sections 63–73 of this Resolution).

#### **Section Five- Repealer and Severability.**

- A. All other resolutions, motions, and parts of the same, in conflict or inconsistent with any of the provisions of this Resolution are hereby repealed to the extent they are inconsistent with this Resolution.
- B. If any section, subsection, paragraph, sentence, clause or phrase of this Resolution or any part thereof is for any reason held to be unconstitutional, invalid, or ineffective by any court of competent jurisdiction, such holding shall not affect the validity or effectiveness of the intent or the remaining portions of this Resolution, or any part thereof.

**Section Six—Effective Date.**

This Resolution shall take effect immediately upon its passage and approval according to law.

**PASSED AND APPROVED BY THE BOARD OF PARK COMMISSIONERS OF THE WINNETKA PARK DISTRICT, THIS 25th DAY OF May, 2023 BY ROLL CALL VOTE AS FOLLOWS:**

AYES: Archambault, Lussen, Seaman, Codo, James

NAYS: Rapp, Root

ABSENT: None

ABSTAIN: None

EXECUTED THIS 25th DAY OF May, 2023.

**ATTEST:**

/s/Warren A. James

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Warren A. James President,  
Board of Park Commissioners Winnetka  
Park District

/s/ John Peterson

\_\_\_\_\_  
John Peterson Secretary,  
Board of Park Commissioners  
Winnetka Park District

**SECRETARY'S CERTIFICATE**

I, John Peterson, do hereby certify that I am Secretary of the Board of Park Commissioners of Winnetka Park District, Cook County, Illinois, and as such official, I am keeper of the records, ordinances, resolutions, files, and seal of said Park District; and,

I hereby further certify that the foregoing instrument is a true and correct copy of:

**RESOLUTION 23-5-25**

**WINNETKA PARK DISTRICT**

**FINDINGS OF FACT CONCERNING PROPOSED LAKEFRONT IMPROVEMENTS  
FOR ELDER LANE AND CENTENNIAL PARK BEACHES  
AND  
AUTHORIZATION AND DIRECTION TO STAFF FOR SUBMITTAL OF  
BREAKWATER AND BEACHFRONT PERMIT APPLICATIONS TO THE  
UNITED STATES ARMY CORPS OF ENGINEERS AND THE  
ILLINOIS DEPARTMENT OF NATURAL RESOURCES**

adopted at a duly called Regular Meeting of the Board of Park Commissioners of Winnetka Park District, held in Winnetka, Illinois, in said District at 6:00 p.m. on the 25th day of May, 2023.

I do further certify that the deliberations of the Board on the adoption of said resolution were conducted openly, that the vote on the adoption of said resolution was taken openly, that said meeting was held at a specified time and place convenient to the public, that notice of said meeting was duly given to all of the news media requesting such notice, that an agenda for said meeting was posted at the location where said meeting was held and at the principal office of the Board at least 48 hours in advance of the holding of said meeting, that said meeting was called and held in strict compliance with the provisions of the Open Meetings Act of the State of Illinois, as amended, and with the provisions of the Park District Code of the State of Illinois, as amended, and that the Board has complied with all of the provisions of said Act and said Code and with all of the procedural rules of the Board, in the passage of the resolution.

**IN WITNESS WHEREOF**, I hereunto affix my official signature and the seal of said Park District at Winnetka, Illinois this 25th day of May, 2023.

/s/ John Peterson

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John Peterson, Secretary  
Board of Park Commissioners  
Winnetka Park District

[SEAL]

## EXHIBIT SUMMARY

### Exhibit

- A. Depiction of Elder Lane and Centennial Parks.
- B. Winnetka Park District Dog Beach Pass Holder Data” dated 05/23/23.
- C. Shabica & Associates, Inc. presentation titled “Lake Michigan Shoreline” originally presented to the Winnetka Park District March 24, 2022. The presentation details dynamic and fluctuating Lake Michigan water levels, effects of lakebed downcutting, sand movement/longshore transport challenges and history and coastal structures.  
<https://www.winpark.org/wp-content/uploads/2022.3.24-Shabica-Presentation-PDF-1.pdf>
- D. Each of the exhibits prepared for and presented during the January 21, 2023, Open House/Workshop held at the Winnetka Community House and subsequently posted on the Park District website.  
[https://www.winpark.org/wp-content/uploads/WPD\\_2023\\_BoardExhibits\\_Reduced\\_Reduced-2-compressed-1.pdf](https://www.winpark.org/wp-content/uploads/WPD_2023_BoardExhibits_Reduced_Reduced-2-compressed-1.pdf)
- E. Each of the exhibits prepared for and presented during the March 18, 2023, Open House held at Skokie School Cafeteria and subsequently posted on the Park District website.  
[https://www.winpark.org/wp-content/uploads/March-18\\_23\\_Final-Boards-Open-House-compressed-2.pdf](https://www.winpark.org/wp-content/uploads/March-18_23_Final-Boards-Open-House-compressed-2.pdf)
- F. Each of the exhibits prepared for and presented during the April 15, 2023, Open House held at the Winnetka Community House and subsequently posted on the Park District website.  
[https://www.winpark.org/wp-content/uploads/Final-Draft-4\\_17\\_23-1057-hours-CK-for-the-website-reduced-reduced-compressed.pdf](https://www.winpark.org/wp-content/uploads/Final-Draft-4_17_23-1057-hours-CK-for-the-website-reduced-reduced-compressed.pdf)
- G. Each of the slides prepared and presented during the May 25, 2023, Regular Park District Board meeting as included in the Board meeting packet and posted on the Park District website in advance of the board meeting being held May 25, 2023.  
<https://winpark.diligent.community/home/document/05e711fd-c2fa-42f5-9eb9-e45a1a15dcb9>
- H. Concept Plan showing the proposed improvements which are the basis of the permit plans to be prepared and submitted to the reviewing agencies.
- I. Village Engineer, James Bernahl, memo to Village Manager, Rob Bahan regarding Elder Park Stormwater Outfall, dated October 26, 2022.
- J. Winnetka Waterfront 2030 | Lakefront Master Plan  
<https://www.calameo.com/winnetkaparks/read/002854155cf4afa1680fd>
- K. Village of Winnetka Futures 2040 Comprehensive Plan

<https://www.villageofwinnetka.org/DocumentCenter/View/2064/Winnetka-Futures-2040-Plan-PDF>

L. Professional Opinion Letter Regarding Resolution 23-5-25

**APPENDIX 1**  
**ADDITIONAL LEGISLATIVE FACTUAL FINDINGS**

**Lake Michigan Conditions**

1. Lake Michigan water levels vary both seasonally and over a period of years. In January 2013, the Lake Michigan water level dropped to its lowest level in more than 100 years, declining to 576.02 (IGLD1985). By 2020, Lake Michigan water level rebounded to exceed the 100-year record monthly high-water level from January through August, reaching a peak of 582.22 (IGLD1985) in July 2020. The increase in water level of more than six feet in just seven years was unprecedented within the 1918–2023-time frame..
2. Lake Michigan storm events, even when occurring during low water periods, have damaged the Park District’s existing lakefront infrastructure. **Exhibit C**, Shabica Presentation March 24, 2022, slide 50 of 62, picture of Lloyd Beach inundation from Halloween storm 2014.
3. More recent high-water conditions in Lake Michigan destroyed lakefront infrastructure and improvements at Elder Lane Beach, which were installed during a prior low water period (paddle board and kayak racks) and at Centennial Beach (dog beach fence). **Exhibit F**, April 15, 2023 Open House, slides 11 and 13.
4. Elder Lane Beach has been closed since 2020 due to damaged infrastructure (gabion blankets, pier end, storm sewer corrugate metal pipe failing) **Exhibit F**, April 15, 2023 Open House, slide 11 (photos, damage reports).
5. Less robust infrastructure, including but not limited to gabion baskets, gabion mattresses have experienced a shorter useful life and upon failure create hazardous conditions to beach users while exposing bluff land and upland improvements vulnerable to damage.
6. Shoreline protection including headland beach systems help to sustain usable beaches in varying lake levels while also providing additional shoreline protection and prevent lakebed downcutting which otherwise may irreversibly damage the lakeshore. **Exhibit C**, Shabica Presentation March 24, 2022. Shabica Presentation March 24, 2022.
7. The erection of a multitude of man-made improvements north of the Beaches—including major improvements at Waukegan Harbor and Great Lakes Naval Training Center that extend more than 2,000 feet into Lake Michigan have interrupted natural littoral drift, caused sand that would normally and naturally drift south towards Elder Lane and Centennial Beaches to drift outward into the lake, dramatically reducing the volume of sand reaching the beaches along the North Shore of Chicago. **Exhibit C**, Shabica Presentation, March 24, 2022, slide 32 of 62).

**Beach, Groin, and Pier Conditions at Elder Lane and Centennial Beaches**

8. Steel sheet pile groins or “jetties” perpendicular to the shoreline are presently in place, installed in an effort to arrest littoral drift and sustain the Beaches. These improvements are damaged and fragmented, and create potentially dangerous conditions to beach users.
9. Remnants of wooden piles protrude from the lakebed at Centennial Beach.
10. A chain link fence installed to establish the northerly boundary of Centennial Dog Beach was destroyed by waves and ice during the recent high-water period.



11. The Park District has regularly sought to cooperate with the Village of Winnetka on repair and enhancement of stormwater improvements, and the Park District remains prepared to work collaboratively with the Village to incorporate the much-needed modernization of the stormwater improvements at Elder Lane Park.

### **Elder Lane Beach**

12. The Elder Lane Pier was designed and constructed in the late 1940's. The outer section of Elder Lane Beach pier is failing and the pier, in its current condition, constitutes a serious risk to the public's health and safety.
13. The Elder Lane Beach pier incorporates a 54" diameter corrugated metal storm sewer outfall which serves a large portion of southeast Winnetka. This critical infrastructure, owned and operated by the Village of Winnetka, has rusted through to an extreme state of disrepair, as evidenced by a section of pipe that washed ashore in 2022. **Exhibit D**, January 21, 2023, Open House, slide 19
14. The Winnetka Park District and the Village of Winnetka continue to cooperate to improve the Village owned and operated storm sewer system, parts of which are installed on Park District property, including the Elder Lane storm sewer discharge. The Elder storm sewer serves the largest watershed area in east Winnetka and is the only east side watershed that also includes areas west of the railroad tracks. Village Engineer, James Bernahl, issued a Memorandum October 26, 2022, which details the proposed improvements and provided a history of the storm sewer, the area which it serves and the aspects of permitting a replacement as proposed by the Winnetka Park District. **Exhibit I**, James Bernahl, Village Engineer, memorandum to Robert Bahan, Village Manager, dated October 26, 2022, regarding Elder Lane Park Village-owned stormwater Outfall.
15. While Elder Lane Beach has some limited ADA accessibility, it contains only one handicapped accessible parking space at Beach level.
16. In 1987, the Park District installed a variety of improvements at Elder Lane Beach to address erosion, including new steel sheet pile bulkheads (North end), gabion baskets and gabion mattresses (adjacent to the Elder Beach house) and other related improvements as detailed in Harza Engineering Plans titled, Elder Lane Park Plan and Section, dated April 1987 issued for construction, and December 1987, issued for record.
17. The gabion baskets and mattresses installed in 1987 at Elder Lane Beach are beyond their useful lives and sustained damage during the recent period of high water. The gabion mattresses at the beach level south of the Elder Beach house are broken apart and the interior steel wires are exposed below the surface within six (6) feet of the end of the concrete ramp. see **Exhibit F**, pictures provided during April 15,, 2023 open house, slide 11.).
18. Also at Elder Lane Beach, there are failed concrete foundations, remnants of paddle board/kayak racks destroyed by rising water levels which peaked in 2020, which constitute an ongoing safety hazard and require removal.

### **Centennial Beach**

19. The existing steel groins were installed at Centennial beach after IDNR approval, August 1953 by a predecessor owner (prior to Park District ownership of Centennial Beach).
20. Centennial Beach also includes remnants of wooden piles from a pier that was installed at Centennial Beach in approximately 1946; these pier remnants remain in place, constitute an ongoing safety hazard, and require removal.
21. The existing pedestrian path from the Centennial Park parking lot to the mid-bluff path and dog beach access gate has an existing slope in excess of 8.33% and therefore is not compliant with ADA accessibility standards and should be re-designed and remediated.
22. The existing dog beach at Centennial Beach does not conform to Cook County or Village of Winnetka regulations regarding off-leash dogs because it lacks the required fencing to prevent unleashed dogs from straying onto adjacent properties.
23. Centennial Beach currently has no ADA-compliant access from the bluff to the Beach; access consists of stairs only.
24. A chain link fence installed at Centennial Beach to establish the northerly boundary of the Centennial Beach off-leash dog park, was destroyed by waves during the rising water levels, which peaked in 2020.
25. In 1987, the Park District installed steel sheet pile bulkheads and gabion mattresses designed by Harza Engineering to address bluff erosion along Centennial Beach. (Centennial Park Plan & Details, Harza Engineering, April 1987, issued for construction, December 1987, issued for record.) The top of the sheet pile elevation is designed at 588.5 (IGLD1985) with additional erosion protection provided by the gabion mattresses extending behind the steel sheet pile wall and up the slope approximately 9 feet laterally to an elevation of approximately 591.5 (IGLD1985).
26. Other public beaches in the community have handicapped accessible parking, and limited or no handicapped accessible access points, including Maple Street Beach (one handicap accessible parking space at beach level), Lloyd Beach (two handicap accessible parking spaces at beach level), Tower Beach (four handicap accessible parking spaces at beach level).
27. Centennial Beach is the only Winnetka Park District Beach that presently does not afford ADA compliant access.
28. Centennial Beach, by virtue of its length and the comparatively low bluff elevation, is the only Winnetka Park District beach that affords the opportunity to provide an ADA accessible path from Sheridan Road to the boardwalk level without extensive switchbacks.

### **2030 Waterfront Master Plan**

29. In 2014, the Park District's Board of Park Commissioners initiated the development of a comprehensive waterfront plan designed to assess its recreational beach system and develop a plan for addressing continuing beach erosion, expanding recreational uses and enhancing handicapped accessibility for the community and users of its public beach system.
30. The "Winnetka Park District 2030 Waterfront Master Plan" ("Lakefront Master Plan") was a community-driven plan, focused on learning the public's opinions about the beaches and using

experts to develop a plan to arrest erosion, expand recreational offerings on the Winnetka lakefront, and enhance accessibility for all.

31. The Park District was awarded grant funds from the State of Illinois, Department of Natural Resources Sustainable Shoreline Program Grant(s) for the Lakefront Master Plan. The IDNR monitored, reviewed and approved the Park District's Master Plan before releasing its part of the Plan's funding.
32. The Park District was awarded additional grant funds from a second State of Illinois, Department of Natural Resources Sustainable Shoreline Program Grant for bluff restoration plantings at all five Park District-owned beaches.
33. The purpose of the Lakefront Master Plan was "to create a strategic and unified community vision for the future of Winnetka's shoreline."
34. The Lakefront Master Plan's Mission Statement was to "provide a long-term, sustainable strategy for the preservation, protection, restoration and enhancement of Winnetka's lakefront for both Winnetka residents and a broad range of Lake Michigan user groups."
35. Prior to drafting and adopting the Lakefront Master Plan, the Park District:
  - A. Formed a citizen's advisory committee, consisting of ten citizens, known as the Lakefront Advisory Committee ("LAC"), a comprehensive team of lakefront experts from varied disciplines, including coastal engineering;
  - B. Conducted extensive stakeholder interviews with residents and focus groups including interviews of over 180 residents and stakeholders;
  - C. Conducted multiple web-based surveys; and
  - D. Held public open house meetings to determine the public's opinion.
36. The LAC held fourteen open meetings, interviewed over 85 stakeholders representing a variety of groups with interest in the future use and enjoyment of the publicly owned lakefront, and interviewed members of the Village's Board of Trustees, the Environmental and Forestry Commission, engineering and planning staff, board members of the Winnetka Parks Foundation, park district staff from neighboring communities, local institutions, and community organizations.
37. Ten public open house meetings were hosted as part of the overall engagement strategy, at which members of the public were free to comment on existing conditions, design concept alternatives, draft concept reviews, and implementation priorities; the various opinions and insight gained from these meetings are recorded in the completed study found online at <https://www.winpark.org/park-district-info/plans-projects/waterfront-2030/>.
38. The Park District caused three web-based surveys to be conducted to collect public opinion relative to the lakefront planning process, one administered by the Project Team, one by the Park District, and one by the Winnetka Caucus Council.
39. Over 180 residents, stakeholders, public officials, professionals with various types of expertise, property owners, boat beach users, dog beach users, and other beach users interacted with the

LAC at some point during the public engagement process that preceded preparation of Lakefront Master Plan's final report.

40. The findings and recommendations of the Lakefront Master Plan reflect the extensive public engagement summarized above.
41. The Lakefront Master Plan reported on the community's support for and commitment to unification of the Beaches through the possible future acquisition of 261 Sheridan Road, listing the acquisition of the property between Elder and Centennial (261 Sheridan Road) as its top "Land Management" priority, and as a top priority for Centennial Park and Beach.
42. The Lakefront Master Plan highlighted the public's overwhelming support for Park District acquisition of 261 Sheridan Road, finding that the acquisition of 261 Sheridan Road would enable the Park District to (1) establish nearly 1,000 lineal feet of continuous public beach, (2) construct a three-element breakwater system to preserve said beach, (3) resolve the chronic erosion problem plaguing the Beaches, and (4) provide a variety of other recreational amenities for the community as identified during the public engagement process, including continuation of a dog park.
43. The Lakefront Master Plan included alternative designs for lakefront improvements, one with and one without the inclusion of 261 Sheridan Road, both intended to take advantage of Elder/Centennial's full recreational potential; both design alternatives called for the construction of "rubble mound breakwaters," in future lakefront improvements at Elder/Centennial was reaffirmed by the Park Board October 27, 2022.
44. Since its adoption, the Lakefront Master Plan has been endorsed supported and followed by four successive Boards of Park Commissioners and endorsed by the Winnetka Caucus.
45. On or about April of 2016, the Board of Park Commissioners amended the Lakefront Master Plan at the request of Commissioner John Thomas to specifically incorporate ADA accessibility as a primary objective.

#### **Village of Winnetka Futures 2040 Comprehensive Plan**

46. On April 18, 2023 the Village of Winnetka adopted the Winnetka Futures 2040 plan as the Comprehensive Plan for the Village of Winnetka ("Village Comprehensive Plan").
47. The Village Comprehensive Plan recognized the important role that the Park District plays in creating a sense of place that is different from surrounding communities.
48. The Village acknowledged the wealth of opportunities it has working in partnership with the Park District to improve resident access to its abundant open spaces and natural areas. **Exhibit K**, Village Comprehensive Plan, p. 35.
49. The Village Comprehensive Plan states that the Lakefront Master Plan "provides a sustainable strategy for the preservation, protection, restoration and enhancement of Winnetka's lakefront for both Winnetka residents and a broad range of Lake Michigan user groups. The plan is meant to serve as a conceptual guide for future projects designed to preserve and enhance Winnetka's lakefront beaches and parks, strengthen resiliency measures, and guard against bluff and shoreline erosion." **Exhibit K**, Village Comprehensive Plan, p. 157.

50. The Village Comprehensive Plan further acknowledges that due to current fluctuating record-high water levels, high wave action, and other environmental factors, shorelines along Lake Michigan are experiencing erosion and significant destruction at unprecedented rates, and that some shorelines are eroding at a rate of 17 feet per year; the Village Comprehensive Plan also points out that Winnetka's lakefront, both publicly and privately owned, has been negatively impacted by shoreline erosion." **Exhibit K**, Village Comprehensive Plan.
51. The Winnetka Comprehensive Plan further acknowledges the Park District's recent efforts to monitor and restore its parkland.
52. Goal 6.1 of the Winnetka Comprehensive Plan commits the Village to "continue to promote and encourage partnerships with other units of government and agencies to conserve, restore, and enhance natural features and ecosystems, to ensure accessibility to natural areas, parks and other open or public spaces, and to support recreational facilities and programs that support the health of residents of all ages and abilities." **Exhibit K**, Village Comprehensive Plan.

### **Breakwater Design**

53. Consistent with the Lakefront Master Plan, on or about November 18, 2020, the Park District began the process of preparing and considering various design options for a breakwater system entirely consistent with the Phase 2 design set forth in the Lakefront Master Plan; the design options consisted of three separate breakwater structures, with one each situated on the north and south ends of the combined Elder/Centennial Park, and one in the middle at 261 Sheridan Road, which would be owned by the Park District upon completion of the exchange closing.
54. On February 23, 2022, the Park District submitted a Breakwater Design to the USACE and IDNR and the other Permitting Authorities, for the south groin to be built on Park District property just north of the Centennial Beach south property line as that line would exist after Orchard and the Park District exchanged parcels.
55. While the permit application was pending before IDNR and the other agencies charged with public review of same, public opposition to the Centennial breakwater design began to spread on social media and throughout the community. Extensive public opposition to the design was communicated to the Park Board at a variety of meetings in May and June of 2022.
56. On June 9, 2022, the Park Board voted to withdraw the pending application for approval of the Centennial breakwater on a vote of three in favor, two opposed, and two absent.
57. In addition to the public engagement provided during the creation of the Lakefront Master Plan, the Park District has regularly sought and received extensive public engagement concerning the Elder Lane and Centennial Beach and Park projects, including but not limited to:
  - A. Ten regular board meetings between June 9, 2022, and March 31, 2023 (includes combined Park Board and Committee of the Whole meetings) totaling more than 78 hours of meetings;
  - B. Seven Committee of the Whole meetings;
  - C. Two special board meetings;
  - D. Seven "Chats with Commissioners;" and
  - E. Five Open house/workshop meetings referenced in paragraph 70 below.

58. At these meetings, the public supplied hours of detailed comments, studies, and opinions concerning all aspects of the improvements at Elder Lane Park and Beach and Centennial Park and Beach under consideration by the Park Board.
59. In addition to these Board meetings, the Park District held many open house/workshop meetings, including the following:
- A. July 18, 2022: The Winnetka Park District held an Open House/Workshop and Workshop affording the public the opportunity to view proposed Centennial Beach design elements at Centennial Beach, view the existing breakwater at Lloyd Beach to provide context, and share ideas during a community workshop meeting at the Hubbard Woods Elementary School auditorium during which the public could engage with Park District Commissioners, Staff and Consultants.
  - B. August 25, 2022: The Winnetka Park District held an Open House/Workshop affording the public the opportunity to view proposed Centennial Beach design elements at the Hubbard Woods Elementary School auditorium during which the public could engage with Park District Commissioners, Staff and Consultants.
  - C. January 21, 2023: The Winnetka Park District held an Open House/Workshop at the Winnetka Community House affording the public the opportunity to review the history and plans for Elder and Centennial Park improvements and engage with Park District Commissioners, Staff and Consultants. **Exhibit D.**
  - D. March 18, 2023: The Winnetka Park District held an Open House at the Skokie School cafeteria in Winnetka to afford the public the opportunity to review revised and updated plans for Elder and Centennial Park improvements and engage with Park District Commissioners, Staff and Consultants. **Exhibit E.**
  - E. April 15, 2023: The Winnetka Park District held an Open House at the Winnetka Community House to afford the public the opportunity to review the further revised and refined plans for Elder and Centennial Park improvements and engage with Park District Commissioners, Staff and Consultants. **Exhibit F.**
60. The public also submitted written documents to the Park District expressing opinions on various aspects of the designs being considered for the improvements at Elder Lane and Centennial Beaches.
61. At its regular Board meeting October 27, 2022, the Park Board continued its process of revising the design of breakwaters for Elder Lane and Centennial Beaches, adopting nine motions which established specific parameters for the new designs, including the following:
- A. Amended the Lakefront Master Plan to include a dog beach at the south end of Centennial Beach subject to the following conditions:
    - i. Shore frontage allocated to dog beach use shall not be less than 170 feet and not greater than 270 feet.
    - ii. Dog beach area must include secure boundary to prevent dogs from straying beyond the borders of the dog beach while off leash.
    - iii. Electric gate system relocated to the beach or boardwalk level to afford public access to the remainder of Centennial Beach.
    - iv. Dog beach boundaries to accommodate public passage along the lakefront in keeping with the IDNR guidelines.

- B. Reaffirmed use of a headland beach systems at Elder Lane and Centennial Beaches including rubble mound breakwater structures to create additional recreational area and to minimize loss of sand due to littoral transport.
- C. Authorized resubmittal for all permits necessary to complete renovation of Elder Lane Park and Beach in keeping with the Elder 2.A. Plan and to proceed with the plan as considered October 13, 2022, subject to the following provisions:
  - i. Plan to include vehicular access path as previously designed and depicted on prior plans, allowing construction and maintenance access to Elder Lane Beach from existing parking lot.
  - ii. Plan to include replacement and re-routing of storm sewer from Sheridan Road to the new proposed discharge point within the outer edge of the rubble mound breakwater as previously designed and depicted on prior plans, subject to finalization of plans as guided by permit review comments from the several regulatory authorities and peer review from licensed coastal engineer.
  - iii. Adjust height of proposed new rubble mound breakwater at north end of Elder to maximize panoramic views of the lake while ensuring adequate shoreline protection, subject to peer review by licensed coastal engineer.
  - iv. Remove proposed viewing area on top of rubble mound groin at Elder to minimize height of rubble mound breakwater and propose inclusion of pedestrian viewing area to the top of future rubble mound breakwater separating the dog beach from the public swimming beach at Centennial in a manner that extends the ADA accessible path to the top of the future rubble mound breakwater.
  - v. Amend Elder 2.A. Plan to remove proposed rubble mound breakwater improvements abutting the existing steel groin adjacent to 261 Sheridan until final disposition of Exchange Agreement is determined.
- D. Incorporated pedestrian access path that is compliant with ADA standards to Centennial beachfront as previously designed with continuously accessible path from existing parking lot to the boardwalk at elevation 590 or below.
- E. Authorized the Director of Parks and Maintenance to secure design proposals for Elder + Centennial from the Lakota Group, Shabica & Associates and a third party coastal engineer for consideration and vote December 1, 2022.
- F. Authorized the Executive Director to proceed with a Request for Proposal to engage the services of an Illinois licensed coastal engineering firm not associated with the Joint Applications filed by the Park District with the IDNR and the Army Corps to collaborate with WPD Staff, its Board, and consultants in the creation of beachfront design alternatives for Elder Lane and Centennial Beaches and to promptly engage the services of such firm.
- G. Directed the inclusion of pedestrian access to and from park district property to traverse the beachfront beyond WPD property along the highwater mark in accordance with the Illinois Public Trust Doctrine, in the design parameters for the restoration and improvement of Centennial and Elder Lane Beaches.

- H. Directed that the designs for the Centennial and Elder Lane Beach improvements limit barriers or impediments to open Lakefront vistas and views of the Lake from all Park District beachfront vantage points.
- 
- 62. Following the adoption of these motions October 27, 2022, the Park District engaged the services of a registered professional engineer not previously associated with the original breakwater design and permit application, to review the work of the prior consultants, engineers, designers and landscape architects, and to assist in the development of new plans for breakwater structures at Elder Lane Beach and Centennial Beach consistent with new information obtained a variety of sources after withdrawal of the original permit application.
  - 63. The Design Team continued the process of developing new designs for the Elder and Centennial breakwaters in accordance with (a) the October 27, 2022 motions, (b) further Park Board input, (c) reusable elements of the work performed by the Park District's original group of coastal scientists, consultants, engineers, landscape architects, and others with vast experience in the design and construction of breakwaters and related improvements in Lake Michigan, (d) various aspects of public input provided to the Park Board during the many hours of public testimony over the numerous meetings held after withdrawal of the original permit application for the south breakwater, and (d) the perspective provided by the newly engaged coastal engineer.
  - 64. Park District also engaged an attorney/accessibility consultant to assist with the design and development of accessible features and amenities for the beach improvements (John McGovern, W/T Consulting) and enjoys the expertise and review services of Northern Suburban Special Recreation Association ("NSSRA").
  - 65. On January 21, 2023 the Park District conducted a workshop/open house, open to the public at which it obtained additional public opinion concerning the then most recent designs for the breakwater improvements at the Beaches.
  - 66. On March 18, 2023 the Park District conducted another open house, open to the public at which it obtained additional public opinion concerning the then most recent designs for the Breakwater improvements at the Beaches.
  - 67. On March 23, 2023, the Park Board voted to authorize staff and consultants to continue with the preparation of permit plans and applications for permits to the several agencies (now including the Village of Winnetka, which on March 21, 2023, adopted an ordinance establishing a Village permit requirement for persons engaged in construction activities on the Lake Michigan shoreline ("March 23, 2023 Motion").
  - 68. The March 23, 2023, Motion acknowledged plans dated March 18, 2023, and directed staff and consultants to continue work on the plans consistent with the October 27, 2022, motions.
  - 69. The March 23, 2023, Motion included the following conditions:
    - A. Further refinements to the plan will be incorporated as recommended by staff, consultants and various reviewing agencies and permitting authorities.



- B. Upon incorporating the refinements and preliminary review comments, the consultants shall prepare an engineers' estimate of probable construction costs for the improvements included in Elder Phase I and shall submit the estimate for Board consideration.
  - C. The proposed rubble mound breakwater improvement abutting the existing steel groin adjacent to 261 Sheridan Road is re-incorporated into the plan as recommended by the consulting engineer to address safety concerns and prevent erosion.
  - D. Recognizing the storm sewer system is owned and operated by the Village of Winnetka, the Park District shall enter into an intergovernmental agreement with the Village of Winnetka to address the rights and responsibilities of each party with respect to the removal, relocation, and improvements to the storm sewer system.
70. On April 27, 2023, the Park Board voted to approve primary program elements and design features for Elder and Centennial Beaches consisting of:
- A. Primary Program Elements
    - i. Swimming at Elder Lane Beach.
    - ii. Swimming at the north side of Centennial Beach.
    - iii. Off-leash dog park at the south side of Centennial Beach.
  - B. Design Features, as depicted in Drawings prepared by The Lakota Group, Design + Concept Plans Elder/Centennial Beach Feasibility Study, Draft Plan April 15, 2023 (Elder + Centennial Phase 1, Phase 2, and Phase 3):
    - i. Headland Beach System comprised of rubble-mound breakwaters to create additional recreational areas and minimize the loss of sand from littoral transport;
    - ii. Retaining wall(s) along the bluff and generally parallel to the shoreline, to mitigate long term effects of erosion due to variable water levels to protect the bluff from erosion and provide a foundation for future phases of upland improvements;
    - iii. ADA accessible pathway from Centennial parking lot to the boardwalk;
    - iv. Pedestrian access to, from and across Park District beach property allowing the public to traverse the lakefront including steps up and over any improvements perpendicular to the shoreline;
    - v. Relocated entrance to the dog beach such that the electric key-card operated entry gate is located at the boardwalk allowing Public pedestrian access to remainder of Centennial Beach from Centennial Park;
    - vi. Vehicular access path from Elder Lane parking lot to Elder Lane Beach for construction, maintenance and emergency purposes and pedestrian access for beach patrons; and

- vii. Re-located and improved Elder Lane storm sewer with discharge point within the outer edge of the rubble mound breakwater.

71. The Board further authorized a negotiating team, appointed by the Board, including at a minimum, two Commissioners, the Executive Director and Corporate Counsel, to negotiate an Intergovernmental Agreement with Village of Winnetka for design, construction, operation and maintenance of upgraded Village-owned stormwater improvements/system at Elder Lane Park and Beach.

72. On April 27, 2023, the Board also authorized and directed staff to:

- A. Prepare an updated preliminary project schedule and cost estimate with alternates, including phased implementation of the overall Elder-Centennial project for Board review and action;
- B. Refine the long-range capital plan budget and develop a detailed project financing plan for Board review and action; and
- C. Prepare a resolution summarizing the Board's proceedings and documenting its findings related to the Elder Centennial project for Board consideration and action May 25, 2023.

73. Lastly, April 27, 2023, the Board authorized and directed staff and consultants to:

- A. Prepare permit drawings and plans for the Elder Lane Park and Beach and Centennial Park and Beach improvements, based on the program elements and design features approved by the Board earlier April 27, 2023; and
- B. Prepare all required permit applications including but not by limitation, applications to the United States Army Corps of Engineers, the Illinois Department of Natural Resources, the Metropolitan Chicago Water Reclamation District, the Illinois Environmental Protection Agency, and the Village of Winnetka, for improvements to Elder Lane Park and Beach and Centennial Park and Beach, for further direction on filing of same with the reviewing agencies from the Park Board at a subsequent meeting.

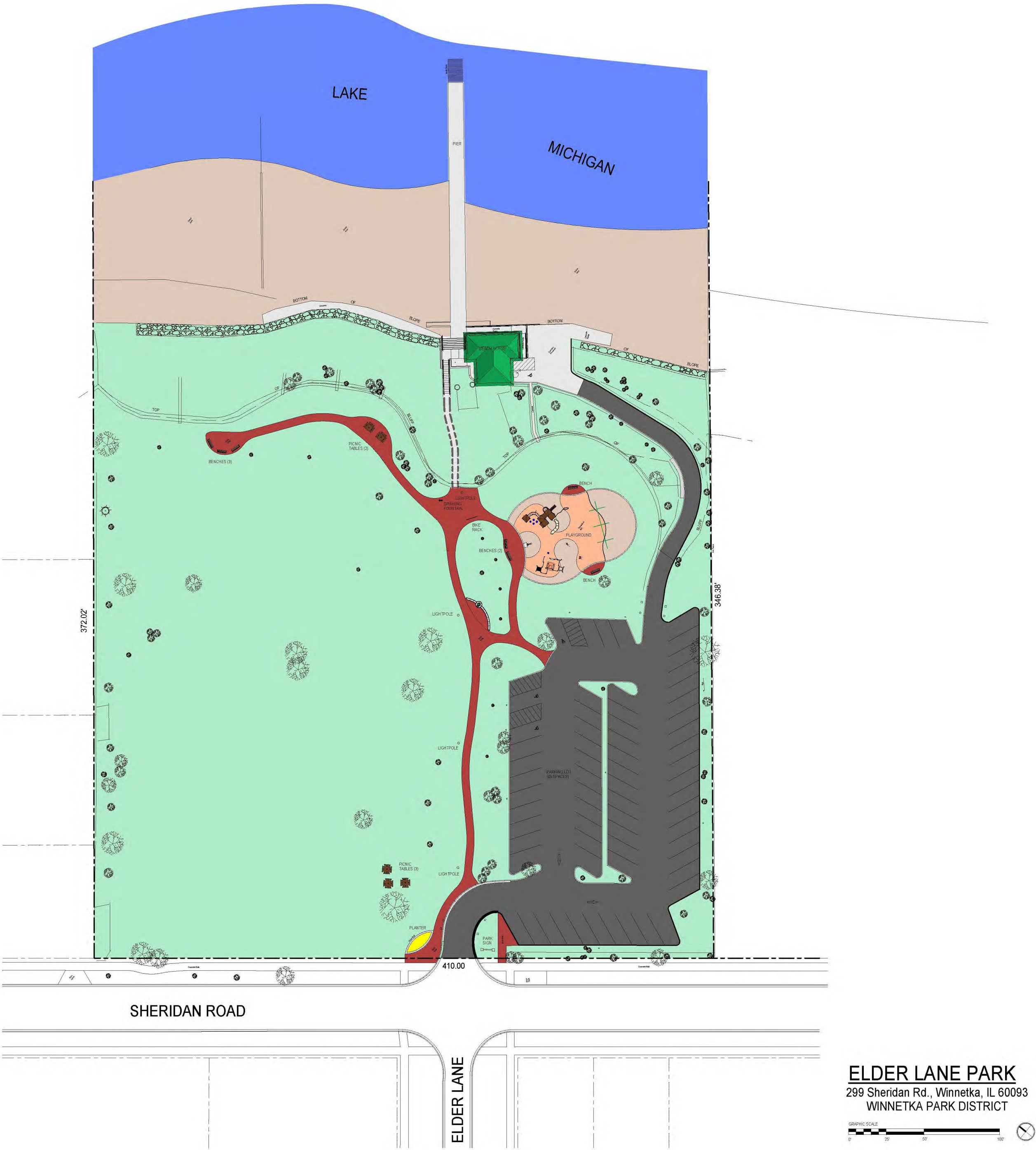
## **EXHIBITS**

**Exhibit A:**

Depiction of Elder Lane and Centennial Parks.

# Exhibit A

## Depiction of Elder Lane Park and Beach Existing Site Plans





# Exhibit A

## Depiction of Centennial Park and Beach Existing Site Plans



**Exhibit B:**

Winnetka Park District Dog Beach Pass Holder Data” dated 05/23/23.

**Winnetka Park District  
BOARD SUMMARY**

**Date:** May 17, 2023

**To:** Board of Commissioners

**From:** Kyle Berg, Superintendent of Recreation + Facilities Manager

**Through:** John Peterson, Executive Director

**Subject:** Dog Beach Pass Holder Data

**Date:** 5-23-2023

**Summary:**

Winnetka Park District routinely tracks dog beach pass data to inform programming decisions. Dog beach passes may be used only at the Centennial Park Dog Beach. Centennial Dog Beach has been fenced, gated, and access restricted to only dog beach pass holders for 28 years. The table below is an overview of total households in possession of a dog beach pass. The information is further delineated according to Winnetka Park District resident vs. non-resident status.

Year	Total Households with Dog Beach Passes	Resident Dog Beach Passes	Non-Resident Dog Beach Passes
2022	286	232	54
2021	386	300	86
2020	301	245	56
2019	461	356	105
2018	465	371	94
2017	413	333	80
2016	385	315	70
2015	330	267	63
2014	350	285	65
2013	346	275	71
2012	409	320	89
2011	384	311	73
2010	426	351	75
Average	380	305	75

The Winnetka Park District includes all residents of Winnetka, as well as a portion from Northfield, Glencoe, and unincorporated areas. According to 2017-2021 U.S. Census data,



Winnetka was comprised of 4,353 unique households. The average total number of households within the Winnetka Park District in possession of a dog beach pass from 2010-2022 was 305. Based on an estimation of 4,500 total unique households within the Winnetka Park District, 6.8% of households possess a dog beach pass in a given year.

Centennial Dog Beach measures 520 lineal feet of shore frontage and represents more than 21% of Winnetka Park District controlled beachfront.

**END**

**Exhibit C:**

Shabica & Associates, Inc. presentation titled “Lake Michigan Shoreline” originally presented to the Winnetka Park District March 24, 2022. The presentation details dynamic and fluctuating Lake Michigan water levels, effects of lakebed downcutting, sand movement/longshore transport challenges and history and coastal structures.

<https://www.winpark.org/wp-content/uploads/2022.3.24-Shabica-Presentation-PDF-1.pdf>

**Exhibit D:**

Each of the exhibits prepared for and presented during the January 21, 2023, Open House/Workshop held at the Winnetka Community House and subsequently posted on the Park District website.

[https://www.winpark.org/wp-content/uploads/YPD\\_2023\\_BoardExhibits\\_Reduced\\_Reduced-2-compressed-1.pdf](https://www.winpark.org/wp-content/uploads/YPD_2023_BoardExhibits_Reduced_Reduced-2-compressed-1.pdf)

**Exhibit E:**

Each of the exhibits prepared for and presented during the March 18, 2023, Open House held at Skokie School Cafeteria and subsequently posted on the Park District website.

[https://www.winpark.org/wp-content/uploads/March-18\\_23\\_Final-Boards-Open-House-compressed-2.pdf](https://www.winpark.org/wp-content/uploads/March-18_23_Final-Boards-Open-House-compressed-2.pdf)

**Exhibit F:**

Each of the exhibits prepared for and presented during the April 15, 2023, Open House held at the Winnetka Community House and subsequently posted on the Park District website.

[https://www.winpark.org/wp-content/uploads/Final-Draft-4\\_17\\_23-1057-hours-CK-for-the-website-reduced-reduced-compressed.pdf](https://www.winpark.org/wp-content/uploads/Final-Draft-4_17_23-1057-hours-CK-for-the-website-reduced-reduced-compressed.pdf)

**Exhibit G:**

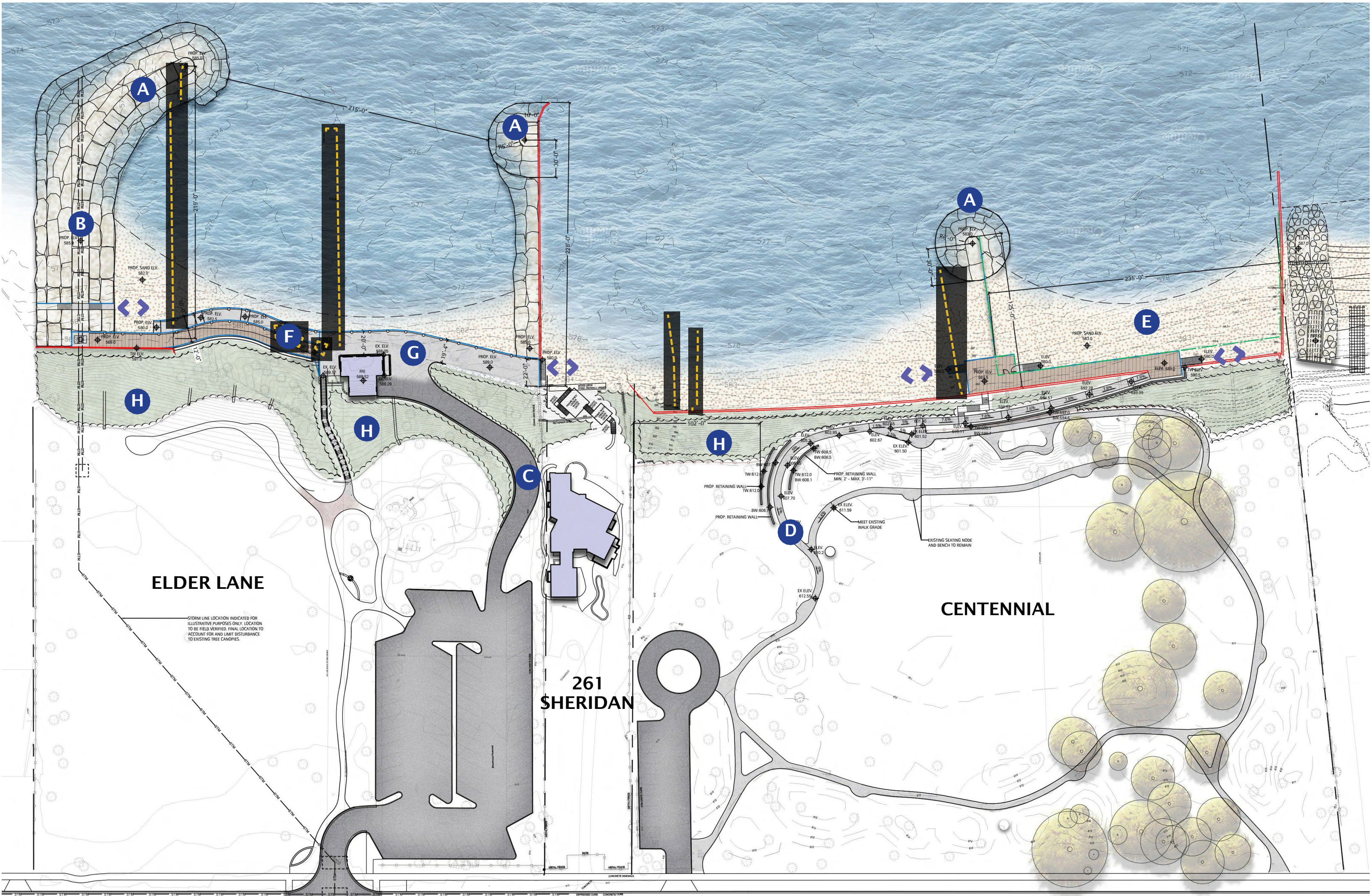
Each of the slides prepared and presented during the May 25, 2023, Regular Park District Board meeting as included in the Board meeting packet and posted on the Park District website in advance of the board meeting being held May 25, 2023.

**Exhibit H:**

Concept Plan showing the proposed improvements which are the basis of the permit plans to be prepared and submitted to the reviewing agencies.



# Elder + Centennial | Design and Concept Plan



LEGEND

PROPOSED BLUFF RESTORATION

ACCESS TO BEACH

SHEET PILE (PROPOSED)

SHEET PILE (EXISTING)

ELEMENT TO BE REMOVED

A

RUBBLE MOUND BREAKWATER  
SHORELINE PROTECTION

B

PROPOSED STORMWATER REROUTE

C

EXPANDED / RECONFIGURED EXISTING SERVICE  
DRIVE CONSTRUCTION ACCESS ROUTE

D

ACCESSIBLE PEDESTRIAN PATH TO BEACH

E

PROPOSED CENTENNIAL DOG BEACH

F

BOARDWALK AND BEACH ACCESS

G

EXPANDED CONCRETE PAD FOR ACCESS  
AND SERVICE

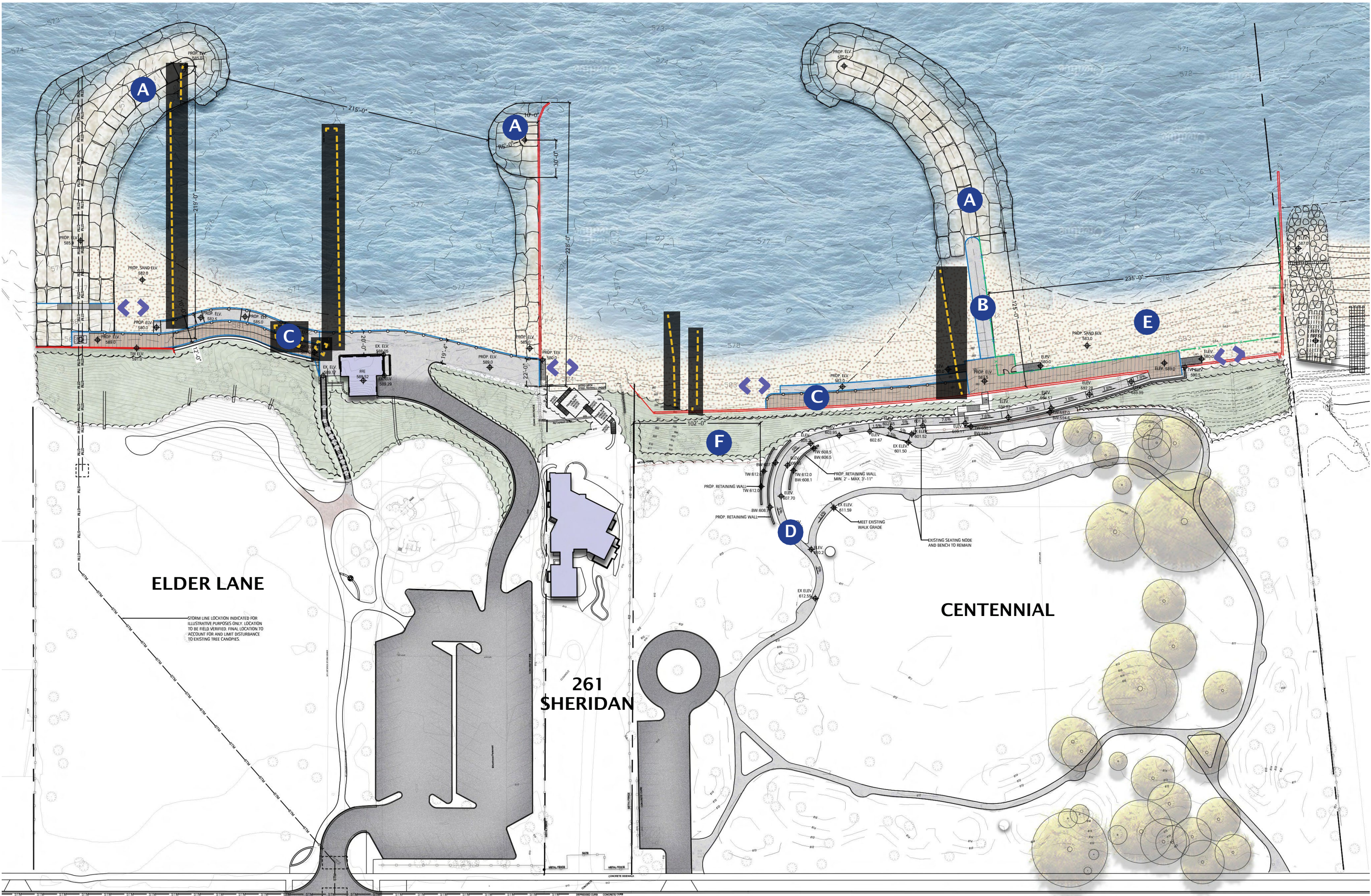
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BLUFF RESTORATION ZONE

## Elder + Centennial | Phase One



# Elder + Centennial | Design and Concept Plan



LEGEND

PROPOSED BLUFF RESTORATION

ACCESS TO BEACH

SHEET PILE (PROPOSED)

SHEET PILE (EXISTING)

ELEMENT TO BE REMOVED

A

RUBBLE MOUND BREAKWATER  
SHORELINE PROTECTION

B

ACCESSIBLE VIEWING PIER WITH  
BENCH SEATING

C

BOARDWALK AND BEACH ACCESS

D

ACCESSIBLE PEDESTRIAN PATH TO BEACH

E

PROPOSED CENTENNIAL DOG BEACH

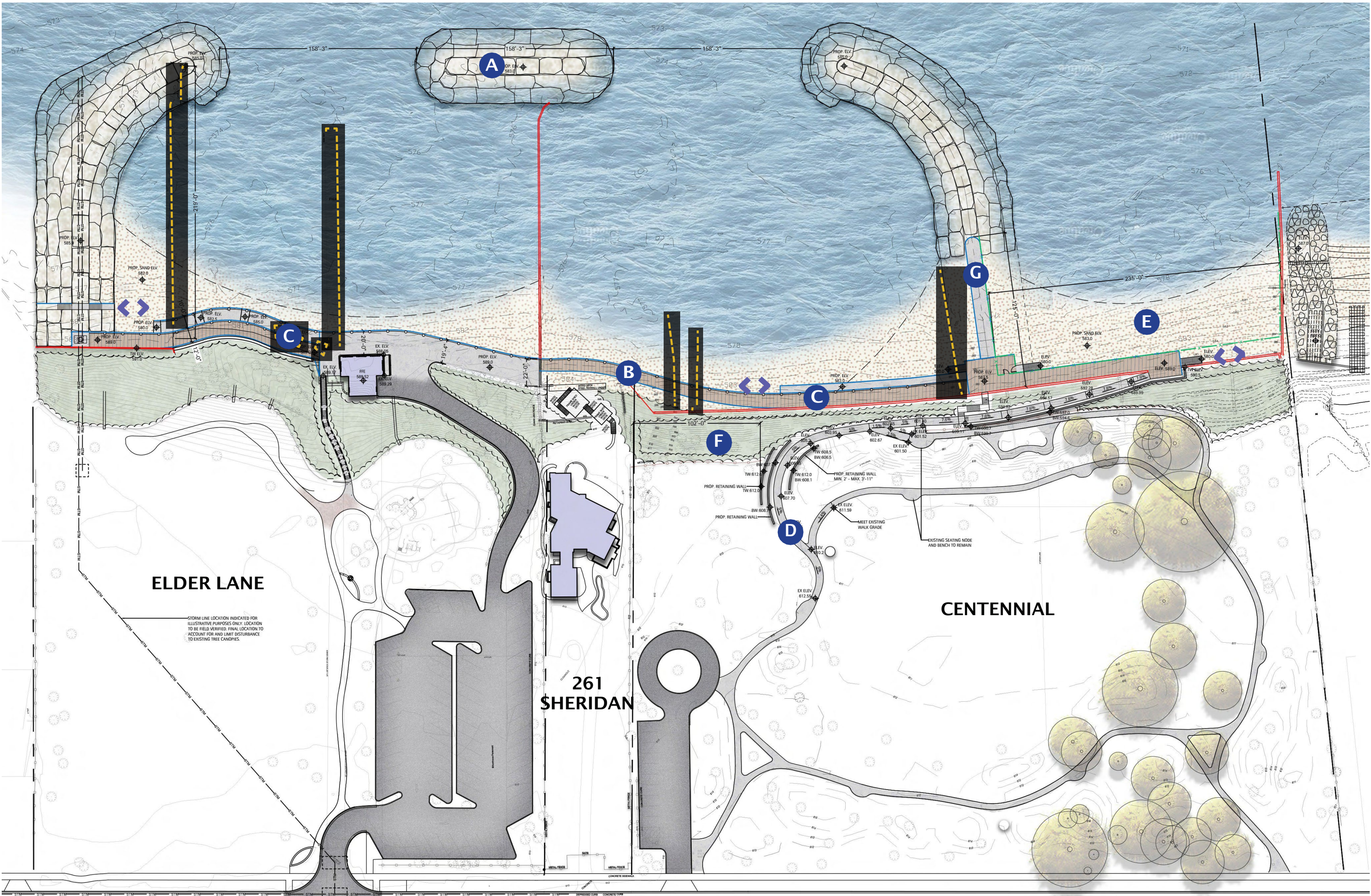
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BLUFF RESTORATION ZONE

## Elder + Centennial | Phase Two



# Elder + Centennial | Design and Concept Plan



LEGEND

PROPOSED BLUFF RESTORATION

ACCESS TO BEACH

SHEET PILE (PROPOSED)

SHEET PILE (EXISTING)

ELEMENT TO BE REMOVED

A

RUBBLE MOUND BREAKWATER  
ISLAND SHORELINE PROTECTION

B

BOARDWALK CONNECTION

C

BOARDWALK AND BEACH ACCESS

D

ACCESSIBLE PEDESTRIAN PATH TO BEACH

E

PROPOSED CENTENNIAL DOG BEACH

F

BLUFF RESTORATION ZONE

G

ACCESSIBLE VIEWING PIER WITH  
BENCH SEATING

## Elder + Centennial | Phase Three



**Exhibit I:**

Village Engineer, James Bernahl, memo to Village Manager, Rob Bahan regarding Elder Park Stormwater Outfall, dated October 26, 2022.

# VILLAGE OF WINNETKA

## MEMORANDUM

**TO:** ROBERT BAHAN, VILLAGE MANAGER  
**FROM:** JAMES BERNAHL, DIRECTOR OF ENGINEERING/VILLAGE ENGINEER  
**DATE:** OCTOBER 26, 2022  
**SUBJECT:** ELDER PARK STORMWATER OUTFALL

This memo serves to summarize the comments and information provided thus far regarding the Elder Park stormwater outfall.

### EXISTING SYSTEM

The Elder Park stormwater outfall is the southernmost stormwater outfall in Winnetka that discharges to Lake Michigan. It's watershed area consists of two basins, one on the east side of the underpass at Winnetka Avenue, and one on the west side. Below, please find an exhibit of the watershed area.



The watershed area is the largest Lake Michigan watershed in east Winnetka, and the only east side watershed that also includes areas west of the railroad tracks as the system crosses under the UP-N tracks to the Elder outfall. There are two existing outlet pipes at the Elder outfall, a 24-inch and 27-inch pipe. This stormwater conveyance system has been in place since the 1940's when the railroad tracks were lowered.

The Elder Park stormwater outfall was last studied by the Village in 2011 as part of the Flood Risk Reduction Assessment prepared by Christopher B. Burke Engineering, Ltd (CBBEL), which conceptually reviewed east and west Winnetka flood reduction options. The Village also conducted a sanitary system evaluation in 2013, for this area and others, which was an inflow and infiltration (I&I) study to identify improvements to alleviate sanitary sewer flooding resulting from heavy rain events. It is important to note that Winnetka's stormwater system is a separate system and apart from the sanitary system. Some communities near Winnetka, such as Kenilworth and Wilmette have "combined" systems, where the sanitary and storm sewers are integrated, and the combined flows are conveyed directly to the MWRD sewers for treatment downstream.

The 2013, Baxter and Woodman I&I study, identified "High, Medium and Low" priorities for the study area. The east side that is within the Elder outfall watershed area was identified as a "High" priority to reduce and/or eliminate stormwater inflow and infiltration into the Village's separate sanitary system (Please see Appendix 2 – a Summary of the Sanitary System Evaluations and Improvements).

An action item from the I&I study required investigations into the sanitary systems including the Elder watershed area. As a result, the Village has performed many recent investigations and has taken corrective actions with the sanitary sewer system in this watershed area. The Elder watershed area was identified as a high priority area within the village, and the study and subsequent investigations identified likely sources of inflow and infiltration into the sanitary sewer system, which included illegal cross connections, deficiencies with private sanitary pipe connections to the village's sanitary system, and identified maintenance improvements including lining of sanitary sewers and manholes that would significantly reduce stormwater from entering the sanitary sewer system.

With respect to remediating illegal sanitary cross connections to the stormwater system noted in the 2013 I/I study, the Village undertook dye and smoke testing activities during 2014 & 2015, which required the evaluation of private properties that were either illegally discharging sanitary flow into the stormwater system, or illegally connecting downspouts into the sanitary system that caused the sanitary system to surcharge during heavy rain events resulting in sanitary backups in residences. The dye and smoke testing that identified illicit connections was performed by the Village with contractual assistance, and staff worked with property owners to disconnect these illegal connections. Approximately 67 illegal sanitary cross connections were remedied from entering the stormwater system, and 86 downspout and other connections were remedied from entering the sanitary system within the watershed area.

As noted, the Village performed various maintenance improvements to line the sanitary manholes and sewers and eliminate illegal cross connections and inflow into the sanitary system as identified in the study. As of 2019, all high- and medium- priority repairs have been substantially completed in this watershed.

#### **STORMWATER PERMITTING REQUIREMENTS & BEST PRACTICES**

For separate stormwater systems, a significant portion of pollutants enter water bodies during the “first flush” of a storm event.

The first flush is the initial surface runoff of a rainstorm, typically defined as the first one half to one inch of rainfall. During this phase, pollutants are more concentrated compared to the remainder of the storm. For this reason, many stormwater design practices focus on capturing this first flush to combat stormwater pollutants from entering waterways. During prolonged periods of dry weather, the “first flush” can be more problematic than during wetter periods due to the buildup of sediment and material within a stormwater system.

The Village is required to submit to the Illinois Environmental Protection Agency (IEPA), an “Annual Facility Inspection report” as part of the annual National Pollutant Discharge Elimination System (NPDES) Permit for Stormwater Discharges for Municipal Separate Storm Sewer Systems. The (NPDES) stormwater permit is issued by the Illinois Environmental Protection Agency (IEPA) annually. This permitting process regulates stormwater discharges into the water bodies of the State such as the Skokie River or Lake Michigan.

Current requirements of the NPDES Stormwater Permit requires the village to perform many maintenance activities called “Best Management Practices” (BMP’s) to limit the amount of pollutants that is discharged from the storm sewer system. These best management practices include resident and business education and outreach material, illicit discharge detection and elimination activities, construction site runoff control, and regular maintenance activities such as street sweeping, catch basin structure cleaning, and chloride reduction methods. The Village has been committed to these BMPs as part of its stormwater pollution control program. Currently, stormwater is not required to be tested for an NPDES IEPA permit. However, IEPA does perform water body testing activities and it is anticipated that potential future regulations may require local testing in addition to the IEPA’s programs.

#### **ELDER PARK IMPROVEMENTS**

The Park District’s request for storm sewer relocation is based on proposed improvements to the Elder Park beach frontage. These improvements are being considered as part of the Park District’s lake-front improvement projects.

The Winnetka Park District submitted plans to the Village, as prepared by CBBEL for the potential relocation of the Elder outfall related to the consolidation of Elder and Centennial Beach areas (Please see Appendix 1 – Elder Outfall Plan and Permit Review Timetable). Engineering staff reviewed the plans to ensure that the function of the Elder outfall would not be impaired or reduced. As professional engineers, we reviewed the plans to ensure that they comply with our engineering standards, as well as State and Federal permitting requirements.

The Park District proposed to modify the layout of the existing parallel storm sewers resulting in a single equivalent conveyance pipe with intermittent junction chambers at critical bends at the top and bottom of the bluff. The proposed modification also includes placement of two parallel/stacked 36-inch storm sewers at the bottom of the bluff to be placed through a new break wall discharging out into the lake.

The existing system and proposed design have been modeled by the Park District's consulting civil engineer, Christopher B Burke Engineering, Ltd (CBBEL). CBBEL's modeling indicated that the new proposed storm sewer layout shows no increase in flooding due to the changes in the stormwater outfall. These results have been reviewed by Village staff, and by the Village's consulting engineer Strand Associates, Inc. The Engineering Department believes that the dual pipe outfall as proposed will not cause adverse effects upstream of the proposed modified outfall location.

The proposed design has also been reviewed to make sure any changes are an improvement over the existing conditions and to ensure the proposed design can be easily maintained by our Public Works staff. For example, upstream vortex separators will be a required improvement that captures most first flush sediment at the upstream edge of the outfall and will also provide additional energy dissipation of stormwater into the lake. Also, the drop manhole at the top of the bluff will allow the Village to access the system for necessary cleaning, maintenance, and scheduled inspections.

Given the Park District used CBBEL for professional stormwater modeling, our Engineering staff sought the expertise of our contractual engineering design firm, Strand Associates, to independently verify the modeling submitted by CBBEL was accurate and would not adversely impact our existing system. Strand Associates concludes that the modeling provided to the Village by CBBEL includes the most up to date rainfall data, and the proposed Park District improvements will not exacerbate flooding within the watershed.

We have reviewed the proposed storm sewer modifications and our professional opinion is that the design proposed by the Park District's Civil Engineer will meet current permitting requirements. It should be noted that the Village, even as an authorized municipality under Metropolitan Water Reclamation District (MWRD) district ordinance, cannot approve our own system modifications under MWRD regulations. Therefore, after local engineering has signed off, final permitting authority rests with the MWRD, IEPA/IDNR, and USACE staff who will

review and ensure that any design comments or requests for modification received by State and Federal agencies will be included in the approved final design.

For the proposed Elder Park outfall improvements, the Park District's Engineer used best practices to combat stormwater pollution and energy dissipation techniques for the stormwater entering the Lake. First, the stormwater discharge pipe is being relocated to the outside of the steel sheet pile break walls, so stormwater is discharged away from the beach and outside the proposed swimming area. The Village has also required that the proposed storm sewer meet submersible marine requirements and be embedded in appropriate backfill material within the sheet walls to protect the pipe's integrity. Secondly, the Village under our review authority, has required that vortex separators be installed at the entrance of the park to remove sediment and suspended solids from the water to improve water quality and capture debris before entering the Lake. The vortex separators will also help with system maintenance. The designs that are being proposed will improve water quality at the beach and will be an improvement over the current design.

Final approval for a design is still forthcoming from the Park District and will continue to be reviewed by the Village with a high level of scrutiny. It should be noted that while engineering review and final permitting authority rests with other agencies, it would be anticipated that the Village would require an intergovernmental agreement (IGA) to record a new easement for the re-routed storm system, transference of ownership to the Village, maintenance agreements, and other common recitals. IGA's are a standard practice to memorialize capital assets, easements, ownership, maintenance, and funding considerations.

#### **Potential Extended Outfall into Lake Michigan**

It has been proposed that an extended outfall into the lake should be considered for this location. For maintenance purposes, an outfall that extends along the lakebed would be problematic. The Village does not have the resources to reach an outfall that is submerged hundreds of feet out into the lakebed. Depending on the depth and extent of a submerged outfall pipe it may be necessary to use a mechanized pumping station to overcome the hydrostatic pressure of the lake. The existing and proposed stormwater system at this location is a gravity-based system only, which is preferable.

Generally, stormwater permitting requires that stormwater outfalls must be designed to avoid and minimize adverse effects, and that the rate of stormwater flow into the receiving waters cannot be increased. Permitting an outfall that extends out from the shore would most likely not be permitted by the Army Corps, as it could possibly affect the navigability of the waterway and would be putting Village-owned utilities outside of the bounds of the Village's jurisdictional area, as may be extended to include the proposed extension. To permit any of these outfall improvements, the project will require a joint permit application with the IEPA/DNR/Army Corps, and an MWRD permit. The Village must sign off on the MWRD permit application as part of the permit review process because the Village owns and maintains the storm sewer outfall.



The Village is consistently seeking to improve its stormwater and sanitary sewer system. When reviewing design options, the Village keeps in mind maintenance concerns, flood prevention, and performance concerns for all stormwater improvements within the Village, while also always maintaining best practices and striving for water quality improvements within the system as the opportunity and funding sources arise.

## APPENDIX 1

### Elder Outfall Plan and Permit Review Timetable

Date of Activity	Activity Detail
November/December 2020	Preliminary discussions with Park District on future improvements at Elder Park.
January 8, 2021	Park District prepared "Proposal for Professional Engineering Services for the Stormwater Outlet at Elder Park in Winnetka."
January 15, 2021	Pak District informs Engineering Dept. that it has authorized CBBEL to move forward with Engineering Study of the Elder stormwater outlet.
February 24, 2021	Park District shared February 17 <sup>th</sup> Draft report from CBBEL with Engineering Dept.
February 25, 2021	Engineering Dept. shares preliminary comments with Park District on Draft CBBEL report.
March 2, 2021	Park District shares Lakota Exhibit of Park area with Engineering Dept.
March 18, 2021	CBBEL submits requested stormwater modeling exhibits to Engineering Dept.
March 24, 2021	Park District submits updated February 17, 2021 report and modeling exhibits to Engineering Dept. for review.
March 26, 2021	Engineering Dept. informs Park District there is missing technical information in report and requests re-submittal.
March 29, 2021	Updated CBBEL Elder Stormwater Report shared with Engineering Dept. and Strand Associates.
May 14, 2021	Strand shares preliminary review comments on updated CBBEL report. Engineering conducts internal review of the proposed modifications to outfall pipes at Elder Park.

October 12, 2021	Park District shares modified exhibit of proposed outfall with Engineering Dept. Meeting held to discuss questions and changes needed for further review.
October 19, 2021	Engineering Department and Strand provides formal review comments no. 1 with Park District.
October 22, 2021	CBBEL provides response to Engineering Review Comments No. 1 with Engineering Dept.
October 28, 2021	Engineering Dept and Strand prepare recommendations for the proposed drop structure.
December 19, 2021	CBBEL provides response to Engineering comments and includes draft MWRD permit application documents for review.
January 19, 2022	Engineering Department provides review comments No. 2 to Park District and CBBEL.
January 31, 2022	Park District consultant, Spaceco, Inc., provides requested detailed information on proposed pipe materials to be used in proposed break wall.
February 22, 2022	Engineering Dept. meeting with CBBEL to discuss final design of drop structure with trash rack attachment.
April 19, 2022	Engineering Department signs off on Park District MWRD permit application based on revisions received from Park District and CBBEL. MWRD is final permitting authority.
April 29, 2022	Village receives copy of approved Illinois Department of Natural Resources (IDNR) permit.
June 16, 2022	Engineering Dept. receives notification of Park District withdrawal of MWRD permit application.

## APPENDIX: 2

### Sanitary Sewer System Evaluation and Improvements:

<b>Date of Action</b>	<b>Review/Approvals</b>	<b>Activity</b>
February 21, 2012	Village Council awards contract to Strand Associates to perform "Flow Monitoring Analysis" of sanitary system.	Flow monitoring analysis performed between 4/19/12 to 6/8/12.
August 21, 2012	Flow Monitoring results presented to Village Council.	Council directed staff to perform detailed study of high priority sanitary system flooding areas.
March 14, 2013	Follow-up investigation contract awarded to Baxter & Woodman consisting of detailed identification of I/I (inflow and infiltration) sources in eight areas of the Village.	Baxter & Woodman performed detailed I/I investigation of eight high priority areas. (Dye & Smoke testing)
October 15, 2014	Results of 2013 I/I study presented to Village Council.	Council approved additional budget allocation to address high & medium sources in eight areas.
January 2015 thru December 2019	Council approved annual funding to address high & medium sources in eight areas.	High & Medium repairs performed focusing on sanitary sewer relining, dye and smoke testing, and sanitary manhole relining.
June 6, 2017	Staff requests approval from Village Council for new I/I study to investigate 11 sanitary sewer basins.	Council approves contract with RJN Group to perform detailed investigation.
September 4, 2018	Results of 2017/2018 I/I study presented to Village Council.	Council approved budget allocation to address high & medium sources in the 11 sanitary sewer basins.

January 2019 thru December 2022	Council approved annual funding to address high & medium sources in 11 areas.	High & Medium repairs performed focusing on sanitary sewer relining and sanitary manhole relining.
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**Exhibit J:**

Winnetka Waterfront 2030 | Lakefront Master Plan

<https://www.calameo.com/winnetkaparks/read/002854155cf4afa1680fd>

**Exhibit K:**

Village of Winnetka Futures 2040 Comprehensive Plan

<https://www.villageofwinnetka.org/DocumentCenter/View/2064/Winnetka-Futures-2040-Plan-PDF>

**Exhibit L:**

Professional Opinion Letter Regarding Resolution 23-5-25





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## **Professional Opinion Regarding Findings from the Resolution Pertaining to the Village Lakefront Construction Ordinance**

Date: 23 May 2023

Based on our work performed to date regarding preparation of the Elder Lane Beach and Centennial Beach Concept Site Improvements plans, our design team offers the following comments. Please note, all work performed to date is Concept Level of study only and relies upon our current understanding of the existing beachfront and bluffland conditions. The documents, plans and exhibits included herein are prepared at a conceptual level to communicate desired design intent and goals for improvements and enhancements to the Lakefront and bluffland portions of Elder and Centennial Beach and Parks. Additionally, these documents, plans, and exhibits are consistent with universally accepted best management practices, design industry standards and previously implemented design and engineering goals as established in the approved *Winnetka Waterfront Lakefront Master Plan 2030 as formally adopted in 2016*. As currently studied at our conceptual level, we recognize that these documents, plans and exhibits may not be in full compliance with all Village of Winnetka Codes and Ordinances, or any other state or federal regulations and permitting requirements. The Final permitting, bid and construction documents and related specification, when completed, will be prepared in compliance with the current requirements of all of the respective regulating agency requirements, and available for review and comment, in their respective phases of the project.

Accordingly, design and construction of the Elder-Centennial Beachfront and Bluffland Improvements in accordance with the Concept Plan attached hereto as Exhibit P will:

- Stabilize, and with proper maintenance, act to protect that portion of the Lake Michigan shoreline and bluff at Elder Lane Beach and Centennial Beach, owned by the Winnetka Park District. The proposed site Improvements are intended to remove the currently known nearshore and lakebed hazards present on the site and minimize future shoreline, and upland erosion.
- Stabilize and help to preserve Lake Michigan coastline and bluffland vegetation communities, in support of the preservation and stabilization of the Winnetka Park District's beaches.
- Not cause environmental or ecological damage to the Lake, bluffland, parklands, or surrounding areas of the Village, or otherwise adversely impact the health, safety, and welfare of the Village of Winnetka or its residents, beyond that currently experienced at all other non- Park District shoreline sites and public facilities, constructed and maintained in a similar design and program.
- The conceptual designed heights of the breakwaters proposed in the Elder and Centennial Beach Concept Plan, attached hereto as Exhibit P, are shown at elevation 585 feet (IGLD 1985) at the lakeward end (average based on stone), and 585 feet (IGLD 1985) respectively), and:

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- Are approximately two feet lower than the height of Lloyd Beach breakwater previously approved by the USACE and the IDNR;
  - Were revised partially in response to concern expressed by the public in numerous open public meetings, public workshops, and discussions with Park District staff and commissioners over the height of the various breakwaters and the impact on site lines and vistas;
  - Are no greater than what is minimally necessary to achieve the intended and proper goals and purpose of this phase of implementation of the Winnetka Lakefront Master Plan 2030 project;
  - Concept plan designed heights (elevation) strike an appropriate balance between the competing interests of beach preservation and preservation of aesthetic views from the beach;
  - Are consistent with the height (elevation) of the existing Elder Lane Pier.
- The concept plan design breakwater height (elevation) is consistent with the existing Elder Lane Pier elevation which is at elevation 584.67 feet (IGLD 1985) at the lakeward end.
- Breakwater heights (elevations), lower than those set forth in the Concept Plan (which are already lower than the Lloyd Beach breakwater heights) would result in lessening the degree of beach sand retention which, would not be in alignment with the District's proposed site programming as a swimming beach, nor in the best interests of the public's use, enjoyment and safety
- As noted above, compliance of the Concept Plan with the applicable provisions of the new Village of Winnetka Lakefront Construction Ordinance including those construction permitting requirements set forth in Section 15.32 of the Municipal Code of the Village of Winnetka will be accomplished in later final design, documentation, and permitting phases of the project.
- The Concept Plan (and the anticipated permit, bid and construction plans and specifications) will include only what is minimally necessary to achieve the intended and proper purpose of the project and will be consistent with the purposes of section 15.78.010 of the Village Lakefront Construction Ordinance, MC 05-2023.
- The Concept Plan:
  - Has been prepared with concepts consistent with current industry standards and best management practices for the nature of the work proposed;
  - Is not expected to create any public safety hazards beyond those currently present at the other public shoreline sites throughout the community;
  - Will not unreasonably obstruct or interfere with ingress or egress to adjacent public beaches or private property. The improvements will strive to remove existing safety hazards and enhance ingress and egress to adjacent beaches;
  - Final permitting, design and construction of the Elder-Centennial Improvements will be largely in accordance with the Concept Plan;

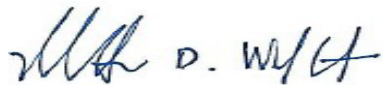
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- Will not block or otherwise unreasonably interfere with the ability of public safety personnel to conduct search and rescue and other public safety operations beyond those currently present at the other public shoreline sites throughout the community;
- Will enhance vehicular and pedestrian access to the Elder Lane Beach by public safety vehicles, equipment and personnel (presently there exists limited vehicle access to the Elder Lane Beach) through the efficient use of an improved existing Elder Beach access drive and supporting new boardwalk.
- Will enhance pedestrian access to the Centennial Beach by public safety hand-carried equipment and personnel (presently there exists no vehicle access to the beach and access through the use of stairs only. The Concept plan includes a fully accessible ADA-complaint walk providing direct beach access from Centennial Park and Sheridan Road sidewalks.
- Improve the stormwater quality and runoff into Lake Michigan through the use of treatment structures. All upstream areas, which includes the southeast Winnetka area, will pass through the new water quality treatment structures while not impacting the upstream areas. Future improvements can be made by the Village of Winnetka to address stormwater concerns and utilize the new outlets that will provide infrastructure improvements that will convey the runoff into Lake Michigan through new storm sewers.
- Enhance, restore and stabilize upper portions of the bluffland areas at Elder and Centennial Parks through natural vegetative means such as, but not limited to, new native groundlayer, midstory and tree plantings.
- Enhance, restore and stabilize upper portions of the bluffland areas to provide for designed open views and site lines to Lake Michigan for the quiet and passive enjoyment of community residents.
- Enhance, restore and stabilize upper portions of the bluffland areas through vegetative means which support enhanced wildlife habitat.

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The aforementioned statements are a summary of our professional teams' opinion of the Elder and Centennial Beach Concept Plans with respect to the requirements of the Village of Winnetka's Lakefront Construction Ordinance. If any of the project site design elements included in the Concept Plans are not in conformance with the Village of Winnetka Lakefront Construction Ordinance, the compliance will be reviewed in future phases of the project development and design.

Respectively,



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