

WINNETKA 2020

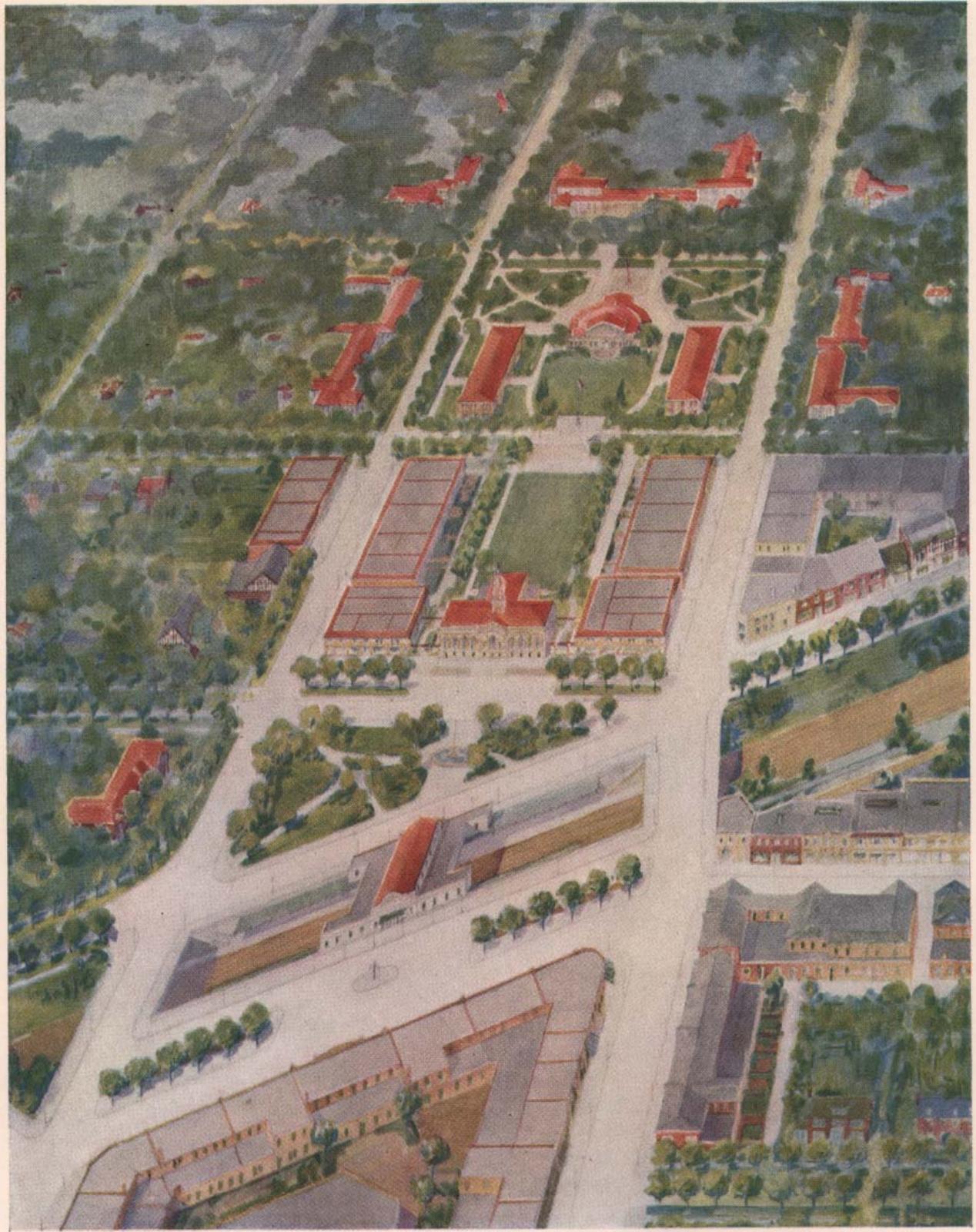
**COMPREHENSIVE PLAN FOR THE
VILLAGE OF WINNETKA**

A REPORT OF
THE WINNETKA PLAN COMMISSION



NINETEEN HUNDRED NINETY-NINE

VILLAGE CENTER AS PROPOSED IN THE 1921 PLAN OF WINNETKA



Bird's-eye view of the 1921 Plan's proposed Village Center, looking towards the west; railway tracks depressed; station in center, built over tracks; to the west stands the Village Hall in the center of the block facing Linden Street (later renamed Green Bay Road), with an open court at the back leading to the Horace Mann block; the vision was to remove the school building and rebuild the block with a community auditorium as its central building.

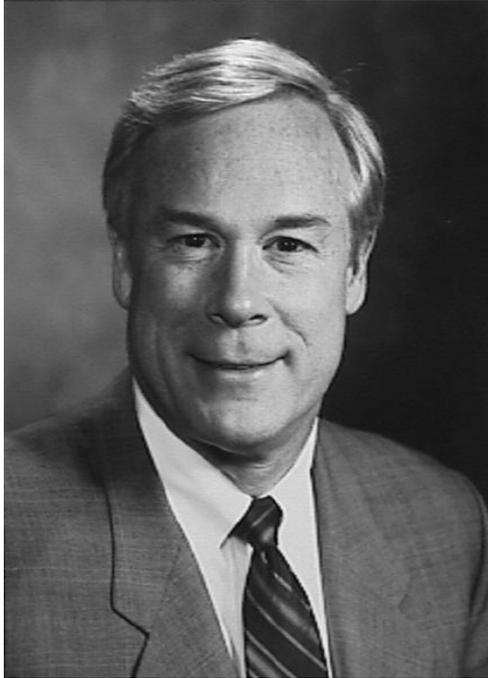
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Penny Lanphier
Associate Editor of WINNETKA 2020

TO THE COUNCIL AND CITIZENS OF WINNETKA:

The Winnetka Plan Commission is pleased to present a comprehensive plan for the Village of Winnetka that will guide land use decisions for the next twenty years. The first plan for Winnetka was written in 1921, and the many recommendations that were implemented from that plan have greatly enriched the quality of life in our community. In this plan we have provided an historical context for what has previously occurred in the development of Winnetka along with recommendations for the future.

Many people participated in the development of this plan, and we thank all of them. The credit for the idea to create a new plan belongs to Stew Early and Phyllis Myers, who were Chairman and Vice-Chairman of the Commission in 1996 when this process started. Nan Greenough did a major part of the writing along with a superb job of editing. Village Trustee Penny Lanphier, our liaison with the Village Council, provided valuable insights along with significant contributions of writing, editing, and organization. The Village Council, under the thoughtful and excellent leadership of Village President Louise Holland, shared ideas and reviewed our drafts as we proceeded. Village Manager Doug Williams provided us with valuable input and perspectives. A special thanks goes to Cindy McCammack, Director of Community Development, who was with us every step of the way and whose wisdom and knowledge of land use issues were critical. Tom Dyke of Thompson Dyke & Associates was especially helpful in providing ideas and guidance throughout the writing of the report. Finally, we thank the citizens of Winnetka who participated in the focus groups, completed the questionnaires, and came to the meetings to ask questions and share their thoughts. The residents of the Indian Hill neighborhood were particularly helpful.

It is a tradition in our community that a large number of our citizens are involved in community affairs. We hope this plan will provide input and ideas that will make their contributions even more valuable.

The Plan Commission will formally review the plan annually and reassess the priorities. We encourage ongoing input from the community to make these reviews more responsive to the needs of the Village and to help focus the allocation of scarce resources.

WINNETKA PLAN COMMISSION
BERNARD F. SERGESKETTER, CHAIRMAN
OCTOBER 1999

WINNETKA 2020
A COMPREHENSIVE PLAN FOR THE VILLAGE OF WINNETKA
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WINNETKA 2020

A COMPREHENSIVE PLAN FOR THE VILLAGE OF WINNETKA

CHAPTER I: INTRODUCTION, PURPOSE AND PUBLIC PROCESS

INTRODUCTION

The Winnetka Plan Commission, working with Village staff and consultants, has revised the Official Comprehensive Plan, first adopted in 1921 and last updated in 1993. This document, **WINNETKA 2020**, will guide development and land use in the Village through the year 2020.

Winnetka is a village of fine residences, tree-lined streets, excellent schools, attractive public buildings, neighborhood parks, forest preserves and four distinctive pedestrian-scaled commercial districts. Nestled along the Lake Michigan shoreline in the heart of the North Shore, it is located just 17 miles from Chicago's business center. Over time the Village has gradually developed a cohesive land use pattern that largely succeeds in separating different types of land uses. Since most of the Village was built before 1930, prior to the automobile becoming the primary mode of transportation, Winnetka was designed so that its residents could walk to trains, schools, parks and shops. Today much of the Village's charm, in both commercial and residential areas, flows from this pedestrian orientation, an attribute that distinguishes Winnetka from many suburbs in the Chicago metropolitan area.

As shifting economic, cultural, social and physical conditions affect the characteristics of a community, there is a need to prepare a plan that can guide the Village through change. Currently, the Village is facing substantial redevelopment pressure in both residential neighborhoods and business districts. There are physical limits to growth. Because Winnetka is substantially built out, land is scarce; infrastructure is used nearly to capacity. The purpose of rewriting the Plan now is to help the Village manage redevelopment in ways that preserve and enhance the qualities that define Winnetka's unique character in the context of scarce resources.

This Official Comprehensive Plan, **WINNETKA 2020**, was formally adopted by the Winnetka Village Council on November 16, 1999 in accordance with the provisions of the Illinois Compiled Statutes.

HISTORICAL BACKGROUND

In 1836 the Erastus Patterson family arrived in Winnetka via ox-drawn wagon after a one-thousand-mile journey from Woodstock, Vermont. Near the Green Bay Trail on a bluff overlooking Lake Michigan, somewhat east of the present Christ Church on Sheridan Road, the Pattersons built a log tavern to provide food and shelter for travelers. In 1847 John and Susannah Garland and their eight children bought the tavern, which they enlarged. They also built a saw mill, a red brick house for themselves and, eventually, Winnetka's first church on the Christ Church site in 1869.

About 100 people lived in the area when New Trier Township, named after Trier, Germany, the original home of many of the area's settlers, was organized in 1850. Shortly after and anticipating the construction of the railroad, Chicago pioneer Charles Peck and his friend Walter Gurnee, president of the newly formed Chicago and Milwaukee Railroad, laid out Winnetka's original town site. The advent of the Chicago and Milwaukee Railroad's train service in 1854 assured Winnetka's suburban future as the railroad became the major force in the development of the North Shore.

Often called the "founders of Winnetka," Charles and Sarah Peck built a large house northwest of Elm and Maple Streets. Sarah Peck, who named Winnetka after a Native American phrase thought to mean "beautiful land," organized the Village's first school, a private one, in 1856. Charles Peck encouraged the planting of many trees (his own property was an arboretum visited by botanists from colleges and universities) and donated the elms planted along Elm Street. In 1869 the Pecks donated the Village Green (also known as the Village Common) to the community. Reflecting the public spirit of its donors, the Village Green became something of a spiritual center for Winnetka as well as a meeting place for Village celebrations and Memorial Day observances.

Although it may have looked like a farming community, mid-1850's Winnetka lay only five miles from Evanston's Northwestern University, one of the few seats of higher learning in Illinois (the next closest being Knox College in far-away Galesburg). Winnetka's early residents, many from New England, were well educated, highly religious and reform minded. Reflecting contemporary values, the Village's charter, granted by the state in 1869, banned public consumption and sale of alcohol while enforcing the planting and protection of shade trees. *"Winnetka -- with its village common and concern over public education -- was the embodiment of the civic idealism associated with small-town life in New England."*¹

Relative to other North Shore communities, Winnetka's growth was slow prior to 1900. The 1880 population was 584, 1890 was 1,079 and 1900 was 1,883. After 1900, the Village grew more rapidly. By 1920 the population had more than tripled to 6,694. Within the next ten years, its population doubled to today's level of about 12,000.

Progress came to Winnetka via the Village Improvement Association formed in 1885, which marked the political ascendancy of the "progressive commuters" over the "old villagers." Led by reform-minded citizens such as Quincy L. Dowd, Congregational Church minister, Robert S. Moth, merchant, and Henry Demarest Lloyd, political and social reformer, the association became the driving force for municipal public improvements and planning that pulled Winnetka out of its relaxed rural roots and into the modern convenience-oriented world. During this period concrete sidewalks (1886), sewers (1890), waterworks (1894), water mains (1895), paved streets (1895) and the electric utility plant (1900) were among the improvements. Explained Quincy Dowd, *"Changes and improvements do not just happen, they are the product of creative, cooperative personalities, concerted counsels and endeavors."*²

Similar leadership led to the establishment of the Village's first public school (1859), public library (1885), newspaper (1886), Town Meeting (1890), Board of Education (1892), Board of

¹Michael Ebner, *Creating Chicago's North Shore*, c. 1988

² Ibid.

Health (1892), public kindergarten (1896), decision making by referendum (1896), high school (1901), Park District (1904), Winnetka Woman's Club (1908), Community House (1911), Neighborhood Circles (1914), Parent-Teachers Association (1914), council-manager form of government (1915), caucus system (1915), Plan Commission (1917), comprehensive plan (1921) and zoning ordinance (1922).

STATEMENT OF PURPOSE

This Comprehensive Plan, **WINNETKA 2020**, is intended to serve as the principal policy document to guide the location of future land uses within Winnetka's planning area and to act as the basis for resource management decisions by Village officials. During the annual budget development process, it is assumed that Village government department heads will incorporate projects recommended by the Plan in a consistent and timely manner.

WINNETKA 2020 updates the *1979 Statement of Community Objectives* and provides direction regarding development and change in the Village. The Plan is general and advisory. It is not a regulatory document designed to control the precise form of development on individual lots, a function that is performed by various Village regulations including the Zoning and Subdivision Ordinances, but it does provide a context in which regulatory changes can be made.

The Plan consists of **Chapter Two**, a vision for the future with goals and objectives designed to achieve that vision, **Chapter Three**, a history and analysis of existing land uses, **Chapter Four**, a discussion of issues and recommendations and **Chapter Five**, a plan for the Green Bay Road Corridor and its business districts.

WINNETKA 2020 recognizes that a mature, built-out community needs a plan that identifies community assets worthy of protection and areas in need of improvement. The public process leading to the formulation of this Plan clearly indicated a desire on the part of Village residents to maintain the scale and charm of the community, with minimal change in the existing mix of land uses. The purpose of this Plan is to provide a guide for managing redevelopment and encouraging reinvestment in the community that does not lead to overbuilding or altering the character of the community.

THE RELATIONSHIP OF THE PLAN TO PREVIOUS PLANS

Today's Winnetka did not come about by accident. Edward H. Bennett, co-author of the *1909 Plan of Chicago* with Daniel Burnham, wrote Winnetka's first long-range comprehensive plan in 1921. The 1921 Plan, one of the earliest prepared for any community in the Midwest, was remarkably well timed to anticipate the decade of the Village's most dramatic growth. Major recommendations of the 1921 Plan included railroad track depression (completed in 1943), the location and design of Village Hall (built in 1925), the acquisition of Crow Island as a site for a future park and school and acquisition by the Cook Country Forest Preserve District of the Skokie Marsh to provide a green buffer on the Village's western edge.

Other 1921 Plan recommendations included burying overhead power lines and installing ornamental lighting in the Village, projects that continue to receive support from many Winnetkans and that are included in this Plan. In addition, the importance of the Village's three

railroad stations to the development and ambience of the community continues to be emphasized, as do efforts to maintain the character of the Village and the elements that distinguish it from the typical suburban appearance of many Chicago metropolitan communities. These issues have received significant attention during the writing of the Plan.

This Plan continues a tradition of community planning that has played a critical role in the development of the Winnetka we see today. Recommendations from previous plans continue to receive expression here: building upon past achievements and carrying important traditions into the future. An objective is to provide Village decision makers with a guide towards maintaining Winnetka's character, while accommodating changes in technology and lifestyle over the next 25 years.

THE PLAN PREPARATION PROCESS

In June 1997, the Village retained plan consultant Thompson Dyke and Associates, Ltd. and architectural consultant Johnson-Lasky Architects to assist the Plan Commission with the preparation of a Comprehensive Plan.

From the outset, citizen participation played a central role in the formulation of this Plan. Participation was achieved through the use of focus group sessions, individual interviews, a Village-wide citizen survey and numerous public meetings and hearings. Every attempt was made to ensure that the Plan reflects the views and concerns of the Village's citizens.

CITIZEN PARTICIPATION IN THE PLAN DEVELOPMENT PROCESS

Individual interviews and six focus group sessions involving 90 citizens helped define issues and areas of concern that became the foundation for a survey that was mailed to all households and businesses in the Village. Via media coverage, posters and highly visible "return boxes" placed throughout the Village, everyone was strongly encouraged to participate.

Several public meetings were held during the two and one-half year planning process. The Plan Commission held 24 such meetings at which land use and development planning scenarios were presented. The feedback from residents and business owners at those meetings helped the Commission to refine concepts and develop alternatives. A sub-committee of the Plan Commission held 44 open meetings where the draft chapters were prepared for the Commission's consideration. In addition to these meetings the Village Council held three public meetings and 5 public hearings.

1997 VILLAGE CITIZEN SURVEY - SUMMARY OF FINDINGS

Of the 6,000 survey questionnaires mailed, 875 were completed and returned, a response rate of about 15%. This response, in combination with other forms of feedback, provided a good basis for determining community opinion. See Appendix 1, Citizen Survey Data.

GENERAL ISSUES

Certain questions required multiple answers; therefore totals may exceed 100%.

- 71% of respondents said they *moved to* Winnetka for the school system, 44% for its accessibility to Chicago, 43% for Village character and charm and 13% for the people.
- 42% of respondents stated they have *remained* in the Village because of its high-quality school system, 39% for Village character and charm, 34% for accessibility to Chicago and 33% because they like the people.

HOUSING AND RESIDENTIAL NEIGHBORHOODS

- 60% of respondents believed there is a sufficient range of housing options in Winnetka, while 25% felt there are not enough houses for young families and senior citizens.
- With respect to new house construction, 83% indicated that the lot coverage and building footprints are excessive, 82% thought that scale is too large and 79% felt that the side yard setback requirements are inadequate.
- Attitudes towards schools and religious institutions were substantially more supportive: over 80% felt that institutional buildings, mostly located in single-family neighborhoods, are attractive and that the lot coverage, scale, front and side yard setbacks are satisfactory.
- 65% of those responding agreed that the Village should encourage additions to existing homes on smaller lots as an alternative to teardowns and rebuilds; only 27% disagreed.
- Respondents like the appearance of residential neighborhoods, with landscaping and street trees rated as the most important and successful elements. 57% rated burying overhead power lines as the most-needed improvement.
- 55% of respondents either mildly agreed (33%) or strongly agreed (22%) that the Village should encourage townhouses rather than apartment-style condominiums to provide for a greater variety of housing options in the Village.
- 81% felt that it is either important (31%) or very important (50%) to preserve the traditional appearance of the Village, which was developed prior to heavy reliance on cars.

Business

- 91% of respondents shop regularly in at least one of the Village's four business districts.
- Respondents indicated that a wide variety of retail commercial uses is important, with restaurants (89%) as the most popular.
- 72% felt that mixed-use development (some combination of residential, retail, parks, office space, parking and public uses) is the most appropriate use for the Post Office site when the lease expires in 2007.
- 48% indicated that the maximum height of new development on the Post Office site should be 3 stories with another 32 % expressing a preference for 2 stories. Only 13% indicated support for a height over 3 stories.

- 75% of respondents favored a Post Office site development similar in style to Lake Forest's *Market Square* with its open central plaza.
- More than 50% felt that the maximum height of buildings in the four business districts should be limited to 3 stories; another 30% favored a limitation of 2 stories.
- 68% of respondents considered recent development in the Indian Hill Business District to be attractive and 60% thought the scale was appropriate for the area.
- A mixture of uses considered appropriate for the Indian Hill District included restaurants (55%) ranking first and rental apartments (25%) last.

PARKING

- Of those respondents with an opinion, well over half rated parking ample or adequate for commuters, customers and employees in all four-business districts.
- Nearly 60% of those who expressed an opinion (about 15% of all respondents) regarding adequacy of staff and student parking at New Trier High School considered parking facilities inadequate.

BEAUTIFICATION

- Tree planting or replacement (80%) and burying power lines (72%) were by far the most popular projects for improving the appearance of the Village overall. There was also considerable support for the planting of additional seasonal flowers in the business districts (68%), better design and maintenance at commuter railroad stations (66%), replacing chain-link fencing with an attractive alternative (62%) and low illumination decorative street lighting (60%).
- Tree planting and replacement (75%), burying power lines (66%) and additional landscaping (65%) were rated the best ways to improve the appearance of the Green Bay Road Corridor. There was also support for ornamental signs to direct pedestrians and bicyclists (60%).
- Among the four business districts, respondents ranked the Indian Hill Business District as a top priority for a beautification program.
- Over half felt that at least some naturalistic enhancement is required for Forest Way and adjacent open space and natural habitat areas. There was very little support for a more manicured appearance.
- About half considered proliferation of public regulatory signs a problem, but indicated that addressing this is not the highest priority.

SUMMARY

A plan is a vision for a community as expressed by its citizens. The key to creating a vision is effective public participation throughout the plan development process.

Planning does not take place in a vacuum; it is driven by physical realities and community philosophy. An effective plan helps Village leaders make informed decisions by providing an inventory of the values shared by residents as well as an inventory of the community's physical attributes. A successful plan captures the imagination of residents, merchants and local officials, while reflecting a consensus view that allows diverse members of the community to support actions for the common good.

CHAPTER II: VISION, GOALS AND OBJECTIVES

2.1 A 2020 VISION FOR WINNETKA

As a basis for the development of goals, objectives and policies for Winnetka, a vision was developed to convey the desirable characteristics of the Village:

...a village in a natural setting committed to its tradition of residential neighborhoods, citizen involvement, local shops and educational excellence...

2.2 COMMUNITY GOALS

Purpose and Formulation Procedure

Goals and objectives provide the foundation for the Plan recommendations. *Goals* are long-range ideals that set the framework for public policy. *Objectives* are more specific, representing opportunities for achieving goals.

The goals and objectives that follow were prepared for the Village as a whole and are designed to achieve the ideals expressed in the Vision Statement.

Community goals appear below. Objectives designed to support these goals are listed in the remainder of this chapter under each community goal heading. *Goals, objectives and policies relating to the Green Bay Road Corridor and its four business districts appear in Chapter Five.*

Village Character and Appearance: Preserve and enhance those public assets, public lands, natural resources and architecturally significant structures that create the attractive appearance and peaceful, single-family residential character of the Village.

Residential Areas: Preserve a high-quality residential community. Encourage a range of housing types and sizes to meet the needs of residents of all ages.

Local Government: Plan for and provide appropriate government facilities and services that will accommodate the needs of the Village. Encourage a high degree of citizen concern for and participation in local government.

Educational and Community Institutions: Support educational excellence and the enrichment of Winnetka's religious and cultural environment.

Parks, Open Space, Recreation and Environment: Preserve or expand the quantity, quality and distribution of open space and recreational opportunities. Protect the Village's natural features and environmental resources.

Transportation: Provide for safe pedestrian, bicycle and vehicular movement consistent with the scale and peaceful character of the Village.

Growth Management: Limit commercial, institutional and residential development within the Village to minimize potentially adverse impacts on adjacent residential neighborhoods and to prevent the need for significant increases in infrastructure (streets, parking, utilities, sewers) and other community resources (schools, parks, recreational facilities, etc.). Provide for Village expansion via annexation if deemed appropriate.

2.3 VILLAGE CHARACTER AND APPEARANCE

Goal: Preserve and enhance those public assets, public lands, natural resources and architecturally significant structures that create the attractive appearance and peaceful, single-family residential character of the Village.

Objectives

1. Ensure that commercial, institutional and residential development is appropriate to the character of and minimizes the adverse impact on its surrounding neighborhood.
2. Place overhead utility lines underground along major streets: Willow, Sheridan, Green Bay, Hibbard, Winnetka/Hill, Elm and Tower by 2010. Place other utility lines underground, beginning with parks and open spaces, after the major streets are completed.
3. Recognize the critical role of the Village's historic architecture in defining Winnetka's unique character in public, institutional, commercial and residential areas and encourage its preservation.
4. Require the screening and buffering of off-street parking lots while considering the safety of pedestrians and motorists.
5. Continue to implement and supplement the Village's tree planting program on all public rights-of-way. Encourage tree planting on private property.
6. Encourage landscaping of public and private properties that complements and enhances the mature character of existing plantings and provides a buffer as an alternative to walls and fences.
7. Encourage organizations, schools, religious institutions, businesses and citizens in their efforts to beautify the Village.
8. Strictly enforce the Village's sign regulations and minimize the number of regulatory signs.
9. Encourage and cooperate with METRA to improve the appearance and function of the three train stations in the Village and to improve the appearance of the railroad right-of-way.
10. Encourage and cooperate with PACE to improve the appearance, safety and function of bus stop shelters.

11. Reduce and control light pollution, preserving property rights for natural light and controlling the use and location of artificial lighting.
12. Reduce and control noise pollution.
13. Use high quality design and materials when constructing public improvements. Enhance the beauty of the improvements with appropriate decorative details, artwork or sculpture.

2.4 RESIDENTIAL AREAS

Goal: Preserve a high-quality residential community. Encourage a range of housing types and sizes to meet the needs of residents of all ages.

GENERAL RESIDENTIAL OBJECTIVES

1. Maintain the Village's traditional dwelling density patterns by limiting the scale and density allowed in developments and renovations.
2. Require any new residential development and redevelopment to provide adequate and appropriate landscaping and, where appropriate, to preserve existing vegetation.
3. Encourage residential development that provides an appropriate transition between low-density and higher-density areas.

SINGLE-FAMILY RESIDENCE OBJECTIVES

1. Preserve the predominant defining character of Winnetka as a community for owner-occupied high quality single-family residences. Maintain the proportion of single-family detached housing in excess of 80 percent of the total Village housing units.
2. Retain the character of existing residential neighborhoods. Assure that new construction and additions to existing houses respect the scale of neighboring houses, setbacks, open spaces, parkway trees and the pedestrian orientation of the neighborhoods.
3. Protect residential neighborhoods and homes from the encroachment of incompatible land uses and traffic patterns.
4. Encourage the preservation of older houses that contribute to the character of the neighborhood through additions and improvements as an alternative to new house construction.
5. Maintain the quiet ambience of residential neighborhoods.

MULTIPLE-FAMILY RESIDENCE OBJECTIVES

1. Ensure that multiple-family development provides a variety of housing choices for

residents of all ages.

2. Ensure that the density of multiple-family development provides an appropriate transition to adjacent single-family neighborhoods.
3. Ensure that multiple-family buildings complement adjacent single-family residences in scale and architectural style and that architectural styles complement the historic character of the village.
4. Require that multiple-family development be of high quality materials and design, combined with adequately screened or underground parking and substantial landscaping.
5. Encourage an appropriate number of rental units compatible with the predominantly single-family residential character of the Village.
6. Study the possibility of bringing an assisted-care facility for senior citizens to Winnetka.

2.5 LOCAL GOVERNMENT

Goal: Plan for and provide appropriate government facilities and services that will accommodate the needs of the Village. Encourage a high degree of citizen concern for and participation in local government.

Objectives

1. Encourage local governmental bodies to help implement the community goals and objectives in this document.
2. Maintain and encourage the location of public buildings in the Village Center to provide centralized and convenient services.
3. Maintain and upgrade the Village's infrastructure in keeping with Village character and high community standards.
4. If the water plant and electric plant are no longer needed to provide electric power or water service to the Village, a re-use plan should be drafted for the property to serve public purposes.
5. Ensure that municipal buildings and properties exhibit design excellence that respects the character and enhances the appearance of the Village.
6. Ensure that the closed landfill on Willow Road is effectively managed and attractively landscaped.
7. Encourage on-going study and cooperation to bring the latest telecommunication technologies to the Village, while preserving the Village's appearance.

2.6 EDUCATIONAL AND COMMUNITY INSTITUTIONS

Goal: Support educational excellence and the enrichment of Winnetka's religious and cultural environment.

Objectives

1. Recognize the critical importance of educational, religious and other community institutions to Village residents.
2. Maintain an atmosphere in which diverse cultural, educational and religious organizations may flourish and in which special activities for residents of all ages may be enhanced.
3. Engage in a public process that balances institutional goals and minimizes any adverse impact to the character of the adjacent residential neighborhood.
4. Recognize that standards of educational excellence may change with time, thus necessitating changes in physical and financial resources.
5. Ensure safe and attractive access to educational and community institutions. Pursue improvements that address public safety as well as traffic, congestion and parking.
6. Cooperate with school districts to make school facilities available for other community needs and emphasize this dual use in future planning and design.
7. Encourage the continued vitality of the Winnetka Community House as a community facility for a variety of programs accessible to all residents.
8. Encourage the preservation of the excellent facilities, central location and availability of the Winnetka-Northfield Public Library District resources.

2.7 PARKS, OPEN SPACE, RECREATION AND ENVIRONMENT

Goal: Preserve or expand the quantity, quality and distribution of open space and recreational opportunities. Protect our natural features and environmental resources.

Objectives

1. Increase the amount of property that is designated as public or private open space to preserve the natural character of the community.
2. Provide, where possible, open space (public, semi-public or private) between low-density and higher-density land uses.
3. Preserve and enhance natural features such as ravines, woodlands, bluffs, beaches and the Lake Michigan shoreline.

4. Preserve significant trees and encourage new tree planting on public and private properties to the greatest extent possible.
5. Support the development of recreational facilities to meet the needs of residents of all ages.
6. Engage in a public process that balances institutional goals and minimizes any adverse impact to the character of the adjacent residential neighborhood.
7. Encourage the Cook County Forest Preserve District to improve the natural appearance of the public right-of-way and the property adjacent to Willow Road, Forest Way and Tower Road, west of Forest Way.
8. Foster greater cooperation among all institutions--private and public--in the joint use of their recreational facilities.
9. Encourage the preservation of open space inside and outside the Village.

2.8 TRANSPORTATION

Goal: Provide for safe pedestrian, bicycle and vehicular movement consistent with the scale and peaceful character of the Village.

Objectives

1. Improve major streets, especially their intersections, to enhance traffic flow, safety and appearance, as well as use by pedestrians and bicyclists.
2. Ensure safe, efficient and convenient access to all areas of the Village.
3. Develop comprehensive programs to promote traffic safety and to slow traffic.
4. Explore ways to decrease the flow of regional traffic through the Village.
5. Promote alternatives to motor vehicles such as bicycling and walking.
6. Enhance and expand the Village's bike route system.
7. Restrict "cut-through" truck traffic in residential neighborhoods and regional truck traffic on village thoroughfares.
8. Ensure good condition of streets, curbs and sidewalks.
9. Encourage the maintenance and improvement of a rapid and comfortable commuter service to and from all three Village train stations.
10. Foster improvement in public transportation and cooperate with adjacent communities in anticipating future needs and means.

11. Provide for adequate parking in commercial areas. Require people who work in the commercial districts to park in employee-designated off-street or underground parking areas.
12. Provide adequate off-street or underground parking for Winnetka commuters.
13. Enhance the overall appearance and environmental quality of public rights-of-way, including the railroad right-of-way.
14. Provide ease of access to the Edens Expressway (Interstate 94).

2.9 GROWTH MANAGEMENT

Goal: Limit commercial, institutional and residential development within the Village to minimize potentially adverse impacts on adjacent residential neighborhoods and to prevent the need for significant increases in infrastructure (streets, parking, utilities, sewers) and other community resources (schools, parks, recreational facilities, etc.). Provide for Village expansion via annexation if deemed appropriate.

Objectives

1. Ensure that development proposals minimize the potential adverse impact they might have on residential neighborhoods, including the impact on pedestrian character, on-site parking, traffic patterns, congestion, open space, storm water management and Village infrastructure.
2. Ensure that annexation of properties will not adversely affect the Village's ability to service existing residences and businesses. Continue to review those unincorporated areas within the jurisdictional planning area that draw upon Village services and resources and ensure that any proposed annexation is compatible with the character of the Village.
3. Ensure that the Village keeps informed about neighboring communities' plans for growth, changes in existing infrastructure or for new infrastructure.

CHAPTER III: VILLAGE BACKGROUND AND EXISTING CONDITIONS

3.1 ELEMENTS OF A LAND USE SYSTEM - AN OVERVIEW

The physical character of a community is determined by the interrelationship of factors that affect how land is used. A comprehensive plan describes these factors in the local context and discusses issues and opportunities stemming from current conditions. A comprehensive plan provides for the balance of land use patterns desired by the community and thereafter is used to guide municipal land use policy.

The elements of a land use system are:

1. **Local government units:** responsible for providing public facilities, infrastructure and services to the community.
2. **Land use: the type of activity that occurs on each parcel.** In Winnetka, land uses include single-family and multiple-family residences; commercial (office, retail and service business space); light industrial activity; public and semi-public uses such as schools, religious institutions and municipal facilities; and parks and open space. These uses place demands on local infrastructure and services and may have a positive or negative impact on surrounding parcels.
3. **Intensity of development** on a parcel: the size and number of buildings per acre, and the amount of activity (such as vehicular and pedestrian traffic) associated with the development. Intensity can vary substantially within the same category of land use. Zoning and other regulations control these elements to provide continuity within districts.
4. **Natural features:** trees, watercourses, flood plains, ravines and lake bluffs. Geography and landscape affect the appropriateness or intensity of specific land uses.
5. **Infrastructure:** streets, sewers, utilities and transportation systems support land uses.

This Chapter provides background on these elements. Recommendations appear in Chapter Four. Chapters Three and Four cover the same topics with the same numbering and subheading system to facilitate cross referencing between chapters.

The Green Bay Road Corridor and issues relating to the four business districts are covered separately in Chapter Five.

3.2 GOVERNMENTAL JURISDICTIONS/PUBLIC FACILITIES

Map 1, *Jurisdictions* illustrates the boundaries of the various units of local government that serve Village residents and business owners. This section identifies where Winnetka's land use policy could affect other jurisdictions and where government jurisdictions other than the Village government affect Winnetka's land use system.

3.2.1 Village Of Winnetka

The land use decision-making bodies for the Village are:

- **Village Council.** The Village Council first met in 1869. Land use decisions in Winnetka are made by the six elected members of the Village Council, the elected Village President and various appointed commissions. The underlying control comes from the Zoning Ordinance, enacted by the Village Council in 1922. Because substantial development had occurred prior to that date, all non-conformities were "grandfathered" and recognized as legal non-conforming uses as long as structures are maintained in their existing form. Commissions that carry out land use policy are appointed by the Council; their decisions can be appealed to the Council.
- **Zoning Board of Appeals (ZBA).** The ZBA was formed in 1922. The Zoning Ordinance allows property owners to seek relief from the regulations if they can demonstrate "particular hardship or practical difficulty" associated with building on their land. The 7-member Zoning Board of Appeals reviews all variation requests. Variation requests that are less than a 20% variation from the zoning requirement can be decided by the ZBA. Larger variation requests are decided by the Village Council after the ZBA makes its recommendation. All floor area ratio variations go to the Village Council.
- **Plan Commission.** The first Plan Commission was appointed in 1917. This 13-member body is responsible for writing and interpreting the Village's Comprehensive Plan, which provides the vision for the Village's physical layout and how the community's land resources are to be used. Requests for subdivision, re-zoning and special use permits must be reviewed by the Plan Commission to determine whether the proposals are compatible with the Comprehensive Plan. The recommendations of the Plan Commission are advisory to the Village Council.
- **Landmark Preservation Commission.** This seven-member body carries out the duties outlined in the Landmark Preservation Ordinance, which was adopted in 1991. The ordinance contains criteria for evaluating landmark eligibility, reviewing exterior alterations to designated landmarks and outlines commission responsibilities such as public education. The Commission's recommendations are advisory to the Village Council.

- **Design Review Board (DRB).** Formed in 1967 as the Architecture and Environment Board/Sign Board of Appeals, the Board's name was changed in 1981. This 7-person board reviews plans for new construction and renovation of commercial, multiple-family and institutional buildings in order to encourage design excellence and to maintain the character of the Village. Proposals that meet the criteria described in the ordinance are issued a certificate of appropriateness. Members of the DRB also serve on the Sign Board of Appeals, which evaluates whether proposed commercial or public signs meet Village ordinance criteria.
- **Forestry Commission.** This 7-member board, first appointed in 1992, reviews applications for removal of trees that are greater than ten inches in diameter and develops the strategy for Village reforestation, assuring adequate species diversity.
- **Building Review Committee.** Formed in 1989, this 3-member committee reviews demolition permits for buildings or houses. The Committee can delay the issuance of a demolition permit for up to 90 days if it determines that the property has historical or architectural significance and that additional time may allow for exploration of alternatives to demolition.

3.2.2 Public Schools. The public school districts in Winnetka are:

New Trier Township High School District 203. This School District serves approximately 3,500 students from Glencoe, Kenilworth, Wilmette, Winnetka, eastern portions of Glenview and Northfield, and approximately 2 square miles of unincorporated Cook County.

Winnetka Elementary School District 36. District 36 serves 1,925 students. The boundaries of the district are approximately those of the Village, except for the areas south of Hill Road (Avoca School District 37) and south of Winnetka Avenue (Kenilworth School District 38). Winnetka schools also serve a small area of Glencoe, north of Scott Avenue, east of Green Bay Road.

Avoca Elementary School District 37. This District serves western Wilmette, small portions of Northfield, plus Winnetka residents who live south of Hill Road and on the west side of Church Road, as well as Woodley Road residents in unincorporated Cook County between Locust and Hibbard Road. The elementary and junior high schools are in the Village of Wilmette.

Kenilworth Elementary School District 38. The District 38 boundary generally follows the Kenilworth village boundary, but includes Winnetka households south of Winnetka Avenue from the east side of Church Road to Essex Road. The Joseph Sears School, District 38's only school, is two blocks south of the Winnetka border.

3.2.3 Winnetka-Northfield Public Library District

All of Winnetka and Northfield fall within the Winnetka-Northfield Public Library District, which also has a cooperative agreement with Kenilworth.

3.2.4 Winnetka Park District

The Winnetka Park District's jurisdiction mostly follows the Village's borders, but excludes a small number of Winnetka residents south of Hill Road and east of Locust Road adjacent to the Indian Hill Club, and includes Northfield east of the railroad tracks plus small portions of Glencoe and Kenilworth.

3.2.5 Cook County Forest Preserve District

The William N. Erickson Forest Preserve, located along the Village's western edge, is part of the Skokie Division of the Cook County Forest Preserve District.

3.2.6 Unincorporated Cook County and Split Lots

Unincorporated Cook County. The Village's Planning Area includes households that are not incorporated parts of Winnetka, but receive municipal services under special financial arrangements.

Village of Glencoe. West of Green Bay Road, sixty lots along the north side of Scott Avenue have frontages and addresses in Winnetka; however, rear portions of the lots lie within Glencoe's corporate boundary. East of Green Bay Road, five properties are also partially located in Glencoe, three of them predominantly in Winnetka.

3.2.7 Transportation – Roads, Railroad and Public Transit

Winnetka's transportation system falls under the jurisdiction of several public and private entities:

Illinois Department of Transportation (IDOT)

The State of Illinois owns some of the major thoroughfares: Green Bay Road, Sheridan Road and portions of Tower Road and Willow Road. The Illinois Department of Transportation controls the configuration and maintenance of these routes.

Regional Transit Authority (RTA)

- **METRA/Union Pacific.** The commuter rail system is run by a public-private partnership. The railroad right-of-way is owned and maintained by Union Pacific Railroad. The commuter rail service and the three train stations in the

Village are owned and operated by METRA, an arm of the Regional Transit Authority (RTA).

- **PACE.** Public bus service along the main corridors is provided by PACE, also a part of the RTA.

PACE, METRA and their parent, the RTA, are agencies chartered and funded by the state legislature and supported by regional gas tax revenues and federal transportation funds. The Governor appoints the members of the three public agency boards.

3.3 EXISTING LAND USE: INVENTORY AND CONTEXT

The Village's development pattern reflects the model laid out in the 1921 Plan in which the railroad station is the natural center of the retail business area, with stores located along the streets leading to the station. Winnetka is unusual in that it has three railroad stations serving its relatively small population. Because of this, Winnetka's commercial activity is not concentrated in one central location, but divided among the three railroad station sites. This has resulted in smaller commercial areas conveniently located for pedestrian access from near-by residential neighborhoods. Each has a distinctive neighborhood flavor that would not exist in a larger, centralized commercial area. The influence that this arrangement has had on defining Winnetka's character cannot be overemphasized. *An analysis of the elements that contribute to the character of the Village's commercial districts appears in Chapter Five, section 5.3.1.D.*

The 1921 Plan drew upon a residential community ideal of a small village where all residents can walk to the train station conveniently and on a regular basis. The Plan placed denser uses, such as apartment buildings, within or next to the Village centers and smaller subdivisions of single-family residences within reasonable walking distance of the railroad stations. Larger residential lots were placed farther from the stations. This "concentric" arrangement of decreasing dwelling and population density as the distance from the railroad stations increases characterizes much of Winnetka's subsequent development.

Population			
	1970	1980	1990
Winnetka	14,131	12,772	12,174
Glencoe	10,542	9,200	8,499
Kenilworth	2,980	2,708	2,402
Northfield	5,010	5,807	4,635
Wilmette	32,134	28,229	26,690

Sources: US Census and Northeastern Illinois Planning Commission

Age of Structures	
year current structures were built	
Years	Number
1939 or earlier	2,926
1940-1949	288
1950-1959	609
1960-1969	294
1970-1979	253
1980-1990	107

Sources: US Census and Northeastern Illinois Planning Commission

Most of Winnetka's development occurred between 1910 (pop. 3,168) and 1930 (pop. 12,219) and the Village reflects that era's architectural styles, scale and materials, as well as a planning configuration that was established on the pedestrian-oriented model that existed before today's heavy reliance on automobiles. The zoning districts created by the 1922 Zoning Ordinance provide the regulatory structure for creating neighborhood character. The description of land uses in this section therefore follows the zoning categories within each use and enumerates the salient characteristics of the various districts.

3.3.1 Land Use Survey

Single-family residential neighborhoods, along with the parks, schools, religious institutions and other institutions that serve them, constitute the overwhelming percentage of land area in the Village. Only along the Green Bay Road Corridor and in its associated business districts are there significant multiple-family or non-residential land uses. An unusual feature of Winnetka is that, while they are not part of the Village, the Cook County Forest Preserve, the Indian Hill Club and Lake Michigan provide significant open space on the west, south and east sides of the Village.

Existing Land Use Map Totals						
	Village	%	Uninc.	%	Total	%
Single Family Residential	1465	59	235	38	1,700	55
Townhouse	8	0	0	0	8	0
Multiple Family	12	1	0	0	12	0
Mixed Use (Retail, Office, Residential)	30	1	0	0	30	1
Park, Open Space, Golf	418	17	350	57	768	25
Public/Semi-public	114	5	0	0	114	4
Transportation and Utilities	26	1	0	0	26	1
Parking	8	0	0	0	8	0
Vacant	4	0	0	0	4	0
Streets	415	17	30	5	445	14
Total	2500	100	615	100	3,115	100

Map 2 illustrates *Existing Land Uses* in the Village: residential, commercial, public and semi-public.

Proposed Land Use Plan Totals						
(changes are shown in bold)						
	Village	%	Uninc.	%	Total	%
Single Family Residential	1,460	58	235	38	1,695	54
Townhouse	12	5	0	0	12	0
Multiple Family	11	4	0	0	11	0
Mixed Use (Retail, Office, Residential)	31	1	0	0	31	1
Parks, Open Spaces, Golf	423	17	350	57	773	25
Public/Semi-public	114	5	0	0	114	4
Transportation and Utilities	26	1	0	0	26	1
Parking	8	0	0	0	8	0
Vacant	0	0	0	0	0	0
Streets	415	17	30	5	445	14
Total	2,500	100	615	100	3,115	100

3.3.2 Detached Single-family Residential Uses

In 1999, the Village Council changed single-family residential zoning designations and increased the minimum lot size for future subdivisions within each district. The old and new definitions are:

OLD			NEW		
Designation	Size (Acres)		Designation	Size (Sq. Ft.)	
	Acres	Sq. Ft.		Interior Lot	Corner Lot
A-1	1/6	7,260	R-5	8,400	8,900
A-5	1/4	10,890	R-4	12,600	13,300
A-3	1/3	14,520	R-3	16,000	16,800
A-2	1/2	21,780	R-2	24,000	28,200
A-4	1	43,560	R-1	48,000	50,400

Following the “concentric” land use pattern laid out in the 1921 Plan, the smaller lots are generally located nearer the business districts and the larger lots farther away. The denser development and pedestrian nature of the closer-in neighborhoods is meant to foster interaction among neighbors: children playing on sidewalks and casual encounters throughout the day. Single-family neighborhoods are physically removed from commercial activity to maintain a peaceful residential atmosphere. In addition to the size of lots, emphasis on landscaping quality and the predominance of architectural styles popular between 1890 and 1930, when most neighborhoods were built, define neighborhood character. Zoning regulations are supposed to reinforce this character by assuring compatibility of neighboring uses. In recent years, however, the zoning

regulations have not prevented the overbuilding that has distinctly altered the character of individual blocks. This issue is further explored in section 3.4.1 of this Chapter.

The 1990 census recorded 3,849 single-family houses. Since then, approximately 35 additional new single-family houses have been added as a result of vacant lot development or resubdivisions and about 183 new houses have replaced demolished houses.

R-5 (formerly one-sixth acre, A-1). This zoning district contains the largest number of residential parcels in the Village. The Zoning Code describes the purpose of this district as a single-family residential neighborhood of *relatively intense suburban character* where the buildings and pavement are in *approximate balance with the landscape area*.

The original one-sixth-acre lots were 50 feet wide and 150 to 200 feet deep. Typically, the block face is oriented towards the north or south. Setbacks of 30 to 40 feet from the street give the block face a pleasing rhythm. The close proximity of the houses promotes interaction among neighbors. Deep back yards unobstructed by fences were designed to form a core of green space in the block's center, allowing residents to enjoy the views and privacy afforded by the neighborhood's trees and landscaping.

Traditionally detached garages were built in the rear of the property, allowing the front of the house to be defined by the front door and landscaping. Because the lots are narrow, shared driveways are not uncommon. Although alleys were platted throughout the Village, only a few were built, primarily in the 12 blocks bounded by Pine, Locust, Willow and Glendale. A few alleys exist east of Green Bay Road.

R-4 (formerly one-quarter acre, A-5). This zoning district was added in 1989 in response to proposed subdivisions that would have resulted in additional houses facing the Village Green. Portions of the one-sixth acre district east of Green Bay Road and in scattered areas in west Winnetka had substantially oversized lots. Subdivision into true one-sixth acre lots would have interrupted the rhythm of the neighborhood and one-quarter acre zoning was considered more appropriate for these neighborhoods. The R-4 characteristics are similar to R-5, albeit with more space between houses, more trees and landscaping.

R-3 (formerly one-third acre, A-2). This district has a *moderately intense suburban character* where buildings and pavement upon an individual parcel of land are generally subordinate to the landscape. Two of the smallest R-3 districts are located east and west of Hubbard Woods. Other R-3 districts are located east and west of the Green Bay Road Corridor between the Hubbard Woods and the Elm Street Business District. The balance of the R-3 district is located between Hill Road and Ash Street, east of Birch Street and west of Ridge Avenue. Since

the lots in the R-3 district are larger, so are the houses and the distance between them. A greater amount of green space and foliage surrounding the houses is an important feature of this district.

R-2 (formerly one-half acre, A-3). This area has a *small estate character*: buildings on the property are generally subordinate to the landscape. All lakefront and ravine properties are zoned R-2, as are some of the properties along the Indian Hill Club golf course and Forest Preserve. Properties served primarily by private streets in the southwestern portion of the Village and in the Ardsley Road area (from Pine Street north to Tower Road) are in R-2 zoning districts. Houses with large yards and an abundance of trees characterize this district. Many properties along Lake Michigan are comprised of one or more acres, giving them the characteristics of the R-1 district described below.

R-1 (formerly one acre, A-4). This district is limited to a small area west of the Indian Hill Club house and south of Hill Road. The zoning designation was created for Indian Hill properties annexed in two parts, one in section in 1989 and the other in 1990, to preserve their estate character: large houses set on ample grounds.

3.3.3 Multiple-family Residential

Multiple-family residential uses are primarily located along the Green Bay Road Corridor or within the Village's business districts. The 1990 census lists 481 multiple-family (condominium) units in the Village. Multiple-family dwellings address a number of community needs. From a planning point of view, multiple-family residential zones provide a transition between commercial districts and single-family neighborhoods.

From a social perspective, multiple-family units can provide empty-nester or lower-cost housing. In Winnetka, however, multiple-family options are limited. Older couples often find few housing alternatives in the Village at a time in their lives when they seek simplified living arrangements.

In addition to condominium units, the 1990 Census states there are 525 rental single-family and multiple-family residential units in Winnetka. These can serve an important social purpose, for example, when divorced parents want to continue to live near their children.

Low Density Multiple-family District (B-1). This zoning classification provides *a land use buffer between commercial and detached single-family land uses, and between vehicular traffic along Green Bay Road and detached single-family land uses*. A “buffer” smoothes the transition between different land uses so that adjacent land uses are compatible.

Consequently the B-1 District encourages the development of two-family, low-

density multiple-family and, where appropriate, other low-intensity land uses that are compatible with adjacent detached single-family residential neighborhoods. Eighteen to 24 units per acre are allowed versus 4 to 6 homes per acre in the adjoining single-family R-4 and R-5 districts.

This District encompasses two types of multiple-family developments: *townhouses* and *low-density apartment or condominium buildings*, which produce very different building configurations and relationships with adjacent single-family neighborhoods, although both are monitored under the B-1 zoning regulations.

Townhouses. About 147 townhouses have been built in a generally unobtrusive way along the Green Bay Road corridor, providing a buffer between single-family houses and commercial or large multiple-family residential buildings. Several clusters of townhouses are located between Westmoor Road and El Dorado Street. Townhouses are also clustered around the Public Library in the West Elm Street District. Townhouses also act as transitional buffers in the East Elm Street and Indian Hill business districts.

Low density apartment or condominium buildings consolidate units into larger buildings, where multiple dwellings are accessed from a central entryway. The buildings look less like single-family residences, but the required articulation in exterior walls is intended to make the apparent scale blend with the surrounding neighborhood

Higher Density Multiple-Family Residential District (B-2). These larger condominium buildings house up to 30 units per acre. All B-2 buildings were built to the maximum four-story, 42 foot height allowed at the time. These buildings are located on Green Bay Road, north of Pine (The Mews), at 711 Oak Street (at the corner of Lincoln Avenue), at Green Bay and Willow Road (Hedgerow) and on Green Bay Road between Sunset Road and Winnetka Avenue (The Chimneys and Hemphill House).

These buildings seem quite large when built at the edge of single-family neighborhoods. As a result of community concern over the bulk characteristics of these buildings, the height limit for B-2 developments was reduced to 2 ½ stories (35 feet) in 1998.

Multiple-family Residential Units over Commercial Uses (C-1 and C-2). Commercial zoning regulations allow apartments or condominiums on upper stories. Most multiple-story buildings in Hubbard Woods and the East and West Elm Street business districts have residential units above the ground floor, as does The Feigenheimer Building at 454-462 Winnetka Avenue in the Indian Hill Business District.

3.3.4 Commercial (Retail, Office, Mixed Use)

Mixed-use buildings are typical of the Winnetka business districts and help establish the compact, attractive small town character of the Village. Commercial uses on the first floor with office or residential above provides complementary uses. Residents living in or near one of the business districts can combine trips to work and errands without the need for an automobile. Residents and visitors arriving by car can consolidate trips after parking, thus reducing congestion and maximizing the benefits of a pedestrian environment. Because Winnetka was built before extensive use of the automobile, most of its commercial buildings front on the sidewalk, forming a cohesive pedestrian environment without the interruptions of curb cuts for parking lots on each parcel.

Commercial buildings are permitted to cover 90% of a lot, and until recently were allowed a height of 4 stories or 42 feet. Recent concern about redevelopment that could significantly alter the scale and intensity of the business districts plus the associated increase in traffic led the Village Council in 1998 to reduce allowable height to 2-½ stories or 35 feet. Developers must provide parking for upper floor uses, but not for first floor tenants.

Limited Retail Commercial District (C-1): This zoning designation provides a neighborhood service district, complemented by multiple-family residential uses, that *offers retail convenience goods and provides personal services to accommodate the day-to-day shopping or service needs of persons living or working within or near the District.* Retail, service or office uses are permitted on the first floor; office or multi-family residential units are allowed on upper floors.

The entire C-1 District is located in Indian Hill. Because of its close proximity to single-family neighborhoods, permitted uses are limited. Other commercial uses require a special use permit approval based on the compatibility of the proposed use with its residential surroundings.

General Retail Commercial District (C-2): This zoning classification creates a community commercial district that *offers a wide range of goods and services for residents of the village and a wider market area.*

Portions of this District (a subdistrict called the C-2 overlay district) require retailing and personal services businesses on the ground floor *in order to encourage a clustering of such uses, to provide for a wide variety of retail shops and expose such shops to maximum foot traffic,* while keeping that traffic in concentrated areas throughout the District. Offices or professional services are allowed as first floor uses outside the retail overlay district. Hubbard Woods and both Elm Street business districts are zoned C-2.

Please refer to Chapter Five for a discussion of C-1 and C-2 in the individual business district sections.

3.3.5 Industrial

Light Industrial District (D): The Village has a very small zoning district for industrial uses in a portion of the Hubbard Woods Business District running along the railroad embankment north of Tower Road. Currently, the only industrial use in this district is the presence of underground fuel storage tanks that are connected to the electric power plant via pipeline.

3.3.6 Public and Semi Public

Map 3, *Public/Semi-Public and Open Space*, depicts the publicly owned properties in the Village: properties owned by the Village, school districts, Winnetka Park District, Cook County Forest Preserve District and Federal and local governments as well as those parcels used for public assembly such as the Community House and religious institutions. This map illustrates that the Village's physical and social infrastructure, developed over the life of the community, is conveniently located in its residential neighborhoods. The map shows that each facility is surrounded by developed residential properties and there is little room to expand. The map also illustrates that major public facilities are centrally located in or near the business districts.

Nearly all of the public and semi-public uses predate the Zoning Ordinance and the buildings are over-sized for residential areas. Many of the facilities are located within quiet residential neighborhoods, which must absorb the impact of traffic congestion and parking. Because of this, institutions are regulated by a "special use permit process" and requests are treated on a case-by-case basis.

A. Village of Winnetka

The Village's properties include:

- **Village Hall.** Village Hall is a designated Winnetka landmark. It was designed by Edwin H. Clark and constructed in 1925 as a result of a 1921 Plan recommendation. It is expected to serve the needs of the Village for the foreseeable future.
- **Public Safety Building.** The Police and Fire Departments' building on Green Bay Road was completely renovated in 1996. It is expected to provide public safety services to the Village for the foreseeable future.
- **Water and Electrical Plant.** The Water and Electrical Plant, located on the lake at Tower Road Beach, provides essential services to the community and occupies a key location on the lake.

- **Public Works and Landfill Site (Village Yards).** The Public Works Department and the landfill are located on the south side of Willow Road, adjacent to the Cook County Forest Preserve. The Public Works and Water and Electric facilities are expected to remain at this location for the foreseeable future. The building's facilities, built in 1971, are seriously outdated and in need of substantial rehabilitation.

The landfill site has been recently capped and landscaped. Future uses of the landfill will likely be limited to public open space because of settling, topography, gaseous byproducts and prohibitions against penetrating the cap with foundations. The minimum closure required by the EPA of the landfill will extend through 2009.

- The **Village Green** and **Sheridan Park** (at Sheridan Road and Maple Street) are owned by the Village and maintained by the Park District.
- **Storm Water Pumping Station** at Winnetka Avenue and the Skokie River. The Village leases this site from the Cook County Forest Preserve District.
- **Electrical Substation** (Happ Road at the Skokie River in Northfield). The Village has a 50-year lease from the Cook County Forest Preserve District for this site.

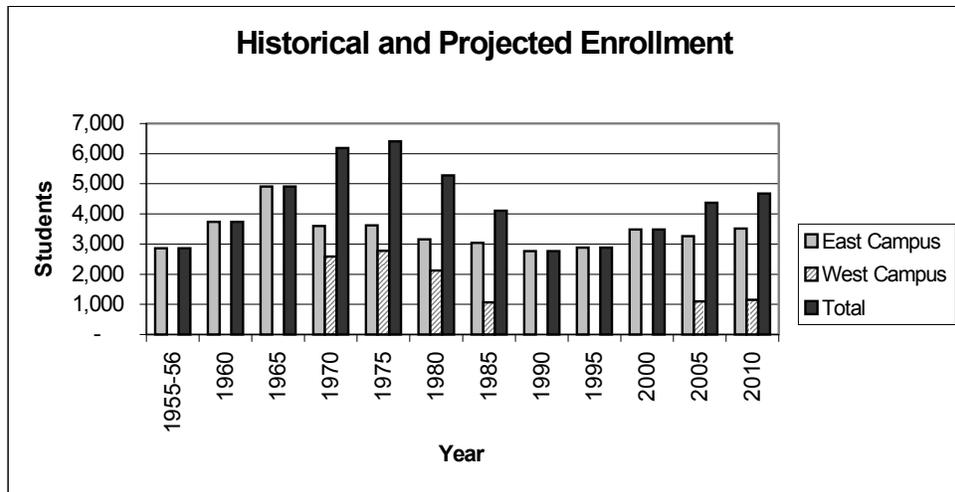
B. Public Schools

School districts in mature communities such as Winnetka typically experience cycles of enrollment growth and decline. Young families move in, replacing “empty nester” households causing an enrollment surge as the children move through the school system. If a large portion of parents subsequently remain in the family home as empty-nesters, school enrollment will temporarily decline. While the cyclical nature of demographic trends can be anticipated to some degree, the timing and size of the shifts are difficult to predict as they are based on economic forces and personal preferences that affect family planning and housing choices.

- **New Trier Township High School District 203.** New Trier High School is considered to be one of the finest high schools in the country. The first New Trier High School opened in 1901 (in its east location) in a building designed by Norman S. Patten to resemble the town hall of Trier, Germany. This building was replaced by a larger facility that opened in 1956.

Expanding enrollment led to the construction of New Trier West on Happ Road in Northfield, which opened in 1965 and closed in 1981 when enrollment declined and classes were reconsolidated at the east campus. In 1999 the New Trier East High School Campus, located in the Indian Hill residential area, accommodated approximately 3,500 students from Glencoe, Kenilworth, Wilmette, Winnetka, eastern portions of Glenview and Northfield, plus approximately 2 square miles of unincorporated Cook County.

To meet rising enrollment, the School District plans to re-open the Northfield campus in year 2002 as a ninth grade center. If enrollment continues to rise, additional use may be made of the New Trier West facility.



Sources: Final Report of the District Planning Process, May 1995; New Trier Township High School and Demographic Trends and Enrollment Projections for New Trier Township Schools, Series C Projections, November 1997, Kasarda, John, p. 77.

- Winnetka Elementary School District 36.** The first Winnetka public school, located at the southeast corner of Elm and Maple Streets was built in 1859 with private funds. In 1892 a Board of Education was organized.

The journey towards establishing Winnetka’s reputation for educational excellence started in 1919 when Carleton W. Washburne began his 26 years as Superintendent of the Winnetka Public Schools. At the time, John Dewey of The University of Chicago and his former student Francis W. Parker promoted the idea of “learning by doing,” later called *progressive education*. This educational approach led to the establishment of the Francis W. Parker School and the University of Chicago Laboratory School, both in Chicago.

Washburne, a Parker disciple, is famous for his “individual promotion” program in which a child learns at his own pace, rather than at some predetermined “lockstep” pace. This method of learning facts not by rote but through independent research and group discussion was designed to promote self-motivation and personal responsibility. Within a few years, the “Winnetka System” became known throughout the world for its progressive approach, resulting in the creation of a Graduate Teachers’

College at Skokie School from 1932 to 1955, where teachers from every part of the U.S. and various foreign countries came to learn progressive teaching methods. This teaching philosophy evolved into the “developmental” approach for which District 36 is so well known today.

Facility expansion. The school buildings are operating at the limit of their capacity due to several factors:

School enrollment is cyclical by nature, with significant peaks and valleys, due to demographic and economic changes. Winnetka enrollment is currently in an upswing, expected to peak in 2005. Although Winnetka is mostly “built out,” new homes on subdivided lots and larger houses replacing smaller ones can contribute more students to the public schools. When the enrollment cycle is at its peak, these incremental additions can overburden already-full schools. Modern technology and special education programs require additional classroom space.

District 36 has three elementary schools serving grades kindergarten through five that are designed on a neighborhood model, with no home much more than a mile from school:

- **Samuel Sewell Greeley School**, built in 1912 and designed by distinguished architects William Otis and Edwin Clark, serves neighborhoods north of Winnetka Avenue, east of Green Bay Road and south of Tower Road.
- **Hubbard Woods School**, built in 1915 and designed by Dwight Perkins, serves the area west of Green Bay Road and north of Pine Street plus the area east of Green Bay Road and north of Tower Road.
- **Crow Island School** serves the area west of Green Bay Road and south of Pine Street. Built in 1939 and designed by Eliel and Eero Saarinen with Perkins, Wheeler & Will, this was Carleton Washburne’s dream school. Based on Washburne’s educational

theories and input from the faculty, its award-winning architectural design reinvented school design principles influencing most school buildings constructed in the country after World War II. This distinction earned it a listing on the *National Register of Historic Places* and designation as a *National Historic Landmark*. It is also the site of the first jungle gym, built of iron pipes by Washburne and its inventor, Theodore Hinton.

The District has two village-wide middle schools that share a campus bounded by Hibbard Road, Elm Street, Glendale Avenue and Oak Street.

- **The Skokie School**, built in 1921 and paid for with private funds, was designed by Dwight Perkins as one of the first middle schools in the country. Declining enrollment led to the closing of Skokie School in 1982 when fifth graders returned to the elementary schools and sixth graders were transferred to Washburne. The building was saved from demolition by *The Skokie School Foundation*, which renovated the Kuppenheimer Auditorium. During the time that the School District did not use the building, it leased space to Cove School, other educational groups, the Winnetka Historical Society and the Winnetka Park District.

Another population surge required the reopening of The Skokie School for sixth graders in 1998, with the anticipated addition of fifth graders starting in the fall of 2000.

- **Carleton W. Washburne Middle School**, designed by Perkins & Will, was built in 1968 as a District-wide seventh and eighth grade school, leaving The Skokie School as a fifth and sixth grade facility. Sixth graders were transferred to Washburne in 1982, and back to Skokie in 1998.

C. Winnetka-Northfield Public Library District

The Winnetka Library was organized in 1885. In 1974 the Winnetka-Northfield Public Library District was created, serving residents within the village boundaries of Winnetka and Northfield. Households in unincorporated Cook County that have Winnetka addresses may contract with the Library District for an annual fee. In addition, the Library District has a cooperative agreement with Kenilworth. The District operates two facilities: the 20,500 square foot main library at the southeast corner of Oak Street and Linden Avenue (at the southern edge of the West Elm Street business district) and the 4,100 square foot branch on the northwest corner of Happ Road and Orchard Lane in Northfield. The District serves a resident population of approximately 17,000.

D. Winnetka Park District and Open Space

The Winnetka Park District was organized in 1904 to acquire the triangular lot now known as Station Park west of the Elm Street railroad station. The District is responsible for providing and maintaining adequate parks and recreational facilities within its jurisdiction. A unique characteristic of the Park District is that, together with affiliated organizations, it provides competitive team sports that are usually provided by school districts in other communities.

The Park District owns or maintains approximately 234.5 acres within the Village. It owns approximately 220.5 acres and maintains approximately 14 acres owned by the Village of Winnetka: Bradstreet Park, the Village Green, Sheridan Park and the Green Bay Trail.

Although Winnetka is characterized by relatively intense land uses for a suburban community, residents cite the abundance of parks and green space as one of its most attractive features. Winnetka's open spaces are well-planned and spread throughout the community. Parks within the Village are listed in Appendix 2.

While most of Winnetka's open space is owned by the Park District, the Village owns key pieces of property including the Village Green, the closed land-fill site and the water and electric plant on Tower Road Beach, as well as smaller, undeveloped rights-of-way and pocket parks scattered throughout the Village. Grounds and playfields owned by the school districts also provide needed open space.

The Park District adopted a Master Plan in 1997 that sets out a strategy for the maintenance and enhancement of parks and recreation facilities through the year 2001. The Park District is currently developing a master plan for its largest site, the Skokie Playfield property, which currently accommodates an 18-hole and a 9-hole par 3 course, the Nielsen Tennis Center, the Ice Arena and sports fields.

E. Non-Government Institutions

In addition to the variety of governmental entities that serve the Village, Winnetka has a number of private institutions that provide social, cultural, religious and educational resources to its residents. The strong support shown in the community survey for schools, religious institutions and community buildings in the Village demonstrates residents' appreciation of the high quality architectural design of these buildings, a recognition of institutional efforts to fit into a neighborhood setting and support of the organizations' missions.

Parochial and Private Schools

- **The School of Saints, Faith, Hope and Charity**, located at Ridge Avenue and Hill Road, was founded in 1939 and serves kindergarten through 8th grade.
- **The Sacred Heart School**, located at Burr Avenue and Gage Street in Hubbard Woods, was founded in 1902 as the first free Catholic school in the Diocese of Chicago. The present building, built in 1952, serves kindergarten through 8th grade.
- **The North Shore Country Day School**, a private school at the southwest corner of Green Bay and Willow Roads designed by Edwin Clark, was formed in 1919 and serves kindergarten through the twelfth grade. Its founding headmaster, Perry Dunlap Smith, an early student of Francis W. Parker, was an educational innovator as well as a philosophical contemporary and close friend of Carleton W. Washburne. The school's 16-acre campus includes a substantial amount of open space that is used for community activities such as youth athletics.
- Preschool programs in the Village include: the **Winnetka Public Nursery School** at Skokie School, **Winnetka Community Nursery School** at the Winnetka Community House, **Harkness House** adjacent to the Winnetka Community House, **Willow Wood Preschool** at Christ Church Parish House and **Sacred Heart School**. A variety of other preschool programs are available through the Winnetka Community House and organizations currently housed at Skokie School. All are adjacent to or in single family neighborhoods.
- **The Music Institute of Chicago**, a private music school founded in the 1930's by Dorothy and David Dushkin in their house at Glendale and Elm Street, moved to its current location on the east side of the North Shore Country Day School campus in 1956. It is the oldest and largest community music school in Illinois, now serving more than 1,600 students of all ages and abilities at five Chicago area campuses. The Music Institute's **Institute for Therapy Through the Arts** is a leader in the field of creative therapy, providing performing arts and art therapy for 1,100 clients of all ages.
- **Hadley School for the Blind**, 700 Elm Street, founded in 1921, is the largest worldwide educator of blind and visually impaired people, offering more than 90 tuition-free correspondence courses in Braille, large print and on audio cassette.

- **Creator Arts Center** of the Winnetka Bible Church, 555 Birch Street, offers early childhood music lessons and musical instrument, voice, drama and art lessons for students of all ages.

Religious Institutions

Religious institutions are located on the edges of business districts or in single-family neighborhoods and represent a substantial part of the Village's social infrastructure. **Sacred Heart** is on the west side of the Hubbard Woods Business District. The **Winnetka Bible Church**, the **First Church of Christ Scientist** and the **Winnetka Japanese Christian Church** are located on the edges of the West Elm Street Business District. The **Winnetka Congregational Church** and **Christ Church Parish House** are at opposite ends of the East Elm Street Business District. The **Winnetka Presbyterian Church** is west, at Hibbard and Willow Roads. **Christ Church** is east, on Sheridan Road at Humboldt Street. **Ss. Faith, Hope and Charity** is south, on Hill Road between Ridge Avenue and Linden Street. Two congregations worship at the Winnetka Community House, **Congregation Hakafa** and the **Lake Shore Unitarian Society**.

Other Institutions

The **Winnetka Community House**, at the northern edge of the East Elm Street Business District, was founded by the Winnetka Congregational Church in 1911 as a non-denominational community facility. Its first building was partly destroyed by fire in 1930 and replaced in 1932 by the building now standing. Patterned after "settlement houses" in Chicago, it created a model for community centers across the country. It receives no tax support, but houses five theater groups, six tenants, twelve affiliates and approximately 500 recreational programs each year.

The Winnetka Historical Society was founded in 1932 to collect, preserve and present artifacts representing Winnetka history and to increase public knowledge about the community. Artifacts were stored for almost thirty years in the Public Library basement until the Historical Society and the Village of Winnetka established a museum at The Skokie School. In 1999, the Historical Society began another search for a museum site in anticipation of The Skokie School's north wing returning to use as a fifth grade center.

The Winnetka Woman's Club, at the southern edge of the East Elm Street Business District, was founded in 1908 to provide educational, cultural, recreational and social activities. The present club house was purchased in 1911.

3.3.7 Cook County Forest Preserve District

The 1921 Plan strongly recommended the purchase and preservation of the open space on the western edge of the Village, known as the Skokie Valley, by the Cook County Forest Preserve. As a result, Winnetkans now enjoy the William N. Erickson Forest Preserve, part of the Skokie Division of the Cook County Forest Preserve District. It includes the Skokie Lagoons, boating ramps and bicycle trails. Approximately 150 acres of the Forest Preserve's property lie within Village boundaries.

In the 1930's, Winnetka resident Harold L. Ickes was Secretary of the Interior in President Roosevelt's cabinet. Ickes proposed a drainage program for the Skokie marsh that gathered hundreds of Civilian Conservation Corps workers to dig out the swamp with shovels. They built an elevated, drier Tower Road, a curving Forest Way and, together with Forest Preserve heavy machinery, seven lagoons. This land, providing 190 acres of recreational resources, acts as a landscaped buffer for the Village's western boundary, blocks some noise from the Edens Expressway and defines the western approaches to the Village. The Forest Preserve is the last vestige of the wetlands system that once covered western Winnetka and it continues to provide a retention area for storm water.

3.3.8 Unincorporated Cook County and Split Lots

The Village supplies electric power, water and/or fire and police protection services to a significant number of households outside the Village limits. Map 4, *Municipal Services Beyond Village Boundary*, illustrates important community facilities and the extent of public sewer, water and electrical supply by the Village. The Village does not provide sewer service for the Woodley Road unincorporated area, however, the area does use a small portion of Village lines for sewage disposal.

Unincorporated Cook County. Included in the Village's Planning Area are households that receive municipal services but are located outside the corporate boundary of Winnetka. These areas include properties south of the Village that border Kenilworth, Wilmette, Northfield and the Indian Hill Club as well as the Woodley Road and Longmeadow areas southwest of the Village

Village of Glencoe. West of Green Bay Road, sixty lots along the north side of Scott Avenue have frontages and addresses in Winnetka, but substantial portions of the lots lie within Glencoe's Village boundaries. East of Green Bay Road, five properties cross into Glencoe. Three of these properties (94 Mary and 1150 and 1120 White Bridge Lane) are predominately in Winnetka. With the exception of two Glencoe properties that are east of Green Bay Road, Winnetka provides all public services to these sixty three residences (police and fire protection, garbage pick-up, water, electricity, and sewer), it only receives tax revenue for the

proportional amount of the lot that lies in Winnetka. In 1995, approximately \$68,000 in property taxes went to Glencoe, which provided no services to these households. See Map 4, *Municipal Services Beyond Village Boundary*.

3.3.9 Infrastructure: Transportation, Utilities, Storm and Sanitary Sewers

See Section 3.6 for transportation and Section 3.7 for utilities and sewers.

3.4 VILLAGE CHARACTER

3.4.1 Single-Family Neighborhood Character: Bulk, Density and Subdivisions

Teardowns and Changing Neighborhood Character. With nearly all of the currently platted lots built upon, new single-family houses will result primarily from the subdivision of existing lots or from teardowns (demolition) of existing houses. This section examines teardowns and subdivisions and their effect on Village character.

The Village's decades of greatest growth were from 1910 to 1930. Seventy to ninety years later, homeowners must decide how best to deal with an aging housing stock. For houses of good quality construction and design, rehabilitation makes sense. On the other hand, economics point toward replacement of houses that were poorly built or badly designed. The central "teardown" question is how to replace old inadequate houses with new houses that are sensitive to their surroundings.

Perceived negative effects of teardowns were cited frequently in the public input phase of the Plan update. Older one-and-one-half story cottages with the front door as focal point set the tone for many Winnetka neighborhoods, where facades relate comfortably to a pedestrian-oriented street. Demolishing smaller houses and replacing them with houses of often twice the square footage result in:

- taller, bulkier houses with a looming presence on the street scene that block light and air from neighboring houses
- newer houses that tend to extend farther into back yards, destroying the open space of the inner block
- large replacement houses that may encourage the tear down of older, smaller houses nearby because the smaller houses look "out of place"
- front-loaded attached garages that detract from the street scene and its pedestrian orientation
- basements that rise too far out of the ground leading to inconsistent stoop heights and disrupting the rhythm of the block face along the street
- house designs that are more characteristic of newer communities don't blend well with the aesthetics of 70 to 100-year-old neighborhoods
- more intense development that creates more impermeable surface, which can exacerbate neighborhood drainage problems

- larger, more expensive replacement houses that reduce the variety of housing stock in the Village. People of modest income, such as young families and empty-nester older adults, can be priced out of the market. This potential limitation of socio-economic diversity among residents is an unacceptable social cost.

An analysis of 31 new houses built between 1990 and 1998 in the R-5 district (formerly A-1) was prepared to help determine whether changes to the bulk regulations in the Village's zoning ordinance were required. Prior to 1999, the R-5 district had a minimum lot size of 7,260 square feet, with typical lot sizes of 9,350 square feet. The analysis indicates that for new houses the average roofed lot coverage was over 23.3%, very close to the maximum allowable of 25%. Floor area ratios for the same new houses averaged 0.383 compared to an average allowable FAR of 0.393 or about 98% of the maximum.

Sixteen teardowns in the same R-5 zoning district demonstrate that the gross floor area of demolished houses averaged 1,643 square feet, with a gross floor area of 0.18. The replacement houses averaged 3,860 gross square feet, with an average floor area of 0.42.

Clearly, older houses in the district were modest in size and did not approach the bulk allowed under the zoning ordinance. When these houses were replaced with houses designed to maximize development under the zoning ordinance, the visual character of the neighborhoods began to change and the light and air of neighboring houses was compromised.

After extensive public input and analysis, in 1999 the Village increased minimum lot sizes in single-family residential districts, reduced floor area ratio maximums for new houses and implemented additional regulations to ensure adequate light and air for houses on the smaller lots in the Village.

Subdivisions. Future residential growth in the single-family residential districts can be expected to occur from the redevelopment and re-subdivision of oversized lots. Subdivisions cause concern when:

- resulting lots barely meet minimum subdivision requirements,
- rectangular corner lots are divided into two square lots and
- “flag lot” subdivisions divide interior lots by running a driveway or “flagpole” along the edge of the front lot to the rear parcel.

These types of subdivisions alter the historic rhythm and orientation of houses along street frontages. In 1999, the Village Council changed the Subdivision Ordinance to address these problems more restrictively. Lots that are already subdivided but not built upon, however, can still be developed.

3.4.2 Historic Preservation

The Landmark Commission is responsible for public education and for the study and inventory of the Village's architectural and historic resources. In 1995 the landmark preservation ordinance received State approval for the *property tax assessment freeze*, which provides potential tax benefits to property owners who engage in substantial rehabilitation of a designated landmark according to the *U. S. Secretary of the Interior's Guidelines for Rehabilitation*. The freeze program is administered by the Illinois Historic Preservation Agency.

The following buildings are designated Winnetka landmarks: 594 Elm Street, 830 Sheridan Road (also listed on the *National Register of Historic Places*), 500 Maple Street, 950 Hill Road, 510 Green Bay Road (Village Hall), 11 Indian Hill Road, 978 Euclid Avenue, 915 Sheridan Road, 939 Tower Road and 930 Fisher Lane.

In addition, 42 Abbotsford Road, a house designed by Walter Burley Griffin, and Crow Island School are listed on the *National Register of Historic Places*. Due to its pioneering contribution in reinventing school design principles, Crow Island School is also designated a *National Historic Landmark*.

3.4.3 General Appearance and Landscaping

Mature landscaping helps define the character of the Village, which is noted for abundant green space and a mature canopy of trees. Landscaping provides an effective buffer between different land uses, softens the stark impact of large walls and preserves privacy. The Village requires commercial and multiple-family building developers to submit landscape plans for approval. There are no landscaping requirements for single-family residences, although most houses in the Village have a substantial amount of mature landscaping.

Despite individual efforts, there is no systematic approach to *community landscaping* other than the high priority given to trees. In specific locations, private garden clubs or the Park District provide landscaping or plant seasonal flowers. Other areas, such as major entryways into the Village, are ignored.

In the business districts, the Sign Ordinance has served the Village well in muting the visual impact of commercial signs. *See Chapter Five, sections 5.3.1.C and D, 5.3.2.C and 5.3.3.C for further discussion of Green Bay Road Corridor and business district aesthetics.*

Efforts have also been made to control light pollution. Streetlights in neighborhoods are color-corrected sodium vapor. These lights are purposely dim and tinted yellow or orange. These bulbs were chosen for cost savings and for color rendition, although some still find the color harsh. Commercial lighting can prove invasive to adjoining single-family neighborhoods and needs to be evaluated for its impact.

Technology, in terms of balancing government requirements (for cell sites, telephone transmitters, etc.) and aesthetics, is a problem and will remain so.

3.5 ENVIRONMENTAL CONDITIONS

Winnetkans have a high regard for the natural beauty of their community. Its location along the lake, its quantity of green space and the predominance of mature trees attract people to the Village. Early Village plans advised maintaining the "rural nature" of the community, but the implementation of one-sixth acre zoning lots in most of the Village in the 1920's created a semi-urban character. Nevertheless, maintaining the natural features of the Village for the enjoyment of future generations remains a high priority.

3.5.1 Lake Michigan Bluff and Ravines

The Lake Michigan bluffs and the ravines leading to the lake are important features of the Village, providing pleasant wooded areas and affording beautiful views of the lake. Bluffs and ravines are fragile ecological resources that must be properly managed. Building too close to the edge of a bluff or ravine can weaken it, possibly leading to collapse and affecting neighboring properties. Failure to maintain proper plantings on the slope can lead to erosion. Lake Michigan bluffs, if not properly protected from waves and high water, can be severely eroded by the lake. The bluff line is shown on Map 3, *Public, Semi-Public and Open Space*.

3.5.2 Flood Plains

The southwestern residential portion of Winnetka and the Skokie Playfields were originally a part of "the Skokie," a great marsh that extended through the Skokie Valley. Landfill from the excavation of the railroad tracks in the 1930's together with the Civilian Conservation Corps project that dredged the Skokie Lagoons allowed development of this area. However, it is still a low-lying area with some of the land falling in the Federal government's designated Skokie River one-hundred-year flood plain.

Federal requirements for flood plains: The Federal government will guarantee flood insurance for structures in the designated flood plain only if the local municipality abides by strict development controls. Flood insurance is required by lending institutions for mortgage approval on properties in the flood plain.

Current buildings are legally grandfathered, but new construction and significant improvements are precluded from having basements, even if compensatory storm water storage is created. Any violations of the federal building regulations could result in flood insurance being denied all properties in the Village.

3.5.3 Trees

Trees have always been a focus of passion and attention in the Village. During early settlement, the area was covered with a dense growth of trees, mostly oaks, which were cut down to build houses and supply firewood. In the 1850's Charles Peck, often referred to as the Village's founder, planted so many trees around his house at Maple and Elm Streets that the property became known as an arboretum. The Village's charter, granted in 1869, has a special section requiring the planting of shade trees along the streets and the ability to punish the unauthorized cutting of shade trees. Dutch elm disease has wiped out many beautiful trees on the parkways and on private property; the Village works actively to protect the remaining inventory of elms.

The survey that accompanied the updating of this Plan identified trees as the most popular feature of the Village. Winnetka residents continue to feel strongly that the Village's trees and the natural look they provide should be preserved. Aerial photos document the density of the tree cover.

As the yards in the R-5 and R-4 districts are relatively small, each tree on a property makes a difference to the character of the neighborhood, providing shade and softening the line of house facades. Parkway trees along the street have a similar impact.

Street tree planting program: The perception of abundant green space is enhanced by the Village's program to plant trees on public property. The program evolved from a cost-sharing partnership with residents interested in parkway trees into a systematic plan with 250 or more trees planted annually.

Goals of the program include:

- filling all tree voids along the parkways over time,
- maintaining a master tree list,
- selecting those species most tolerant of the unnatural urban environment, including trees that can tolerate salt and are compatible with utility wires where needed,
- spacing trees to minimize root zone competition,
- minimizing vulnerability of street trees to disease or insect infestation by limiting any species to no more than 10% of the total inventory and
- planting more trees than are removed annually.

Tree protection ordinance: The Village requires approval for removal of all trees over 10 inches in diameter and replacement is required for any healthy tree taken down. Specific regulations govern protection of trees on construction sites, which are monitored by the Village Forester.

3.6 TRANSPORTATION ANALYSIS

The transportation systems in Winnetka are the major influence on the Village's growth and development. The transportation network is comprised of the road and rail system, sidewalks and pathways.

3.6.1 Road Network and Public Rights of Way

Winnetka's streets, featuring sidewalks and tree-lined parkways, were laid out before the current high level of auto traffic. The 1921 Plan stated that an 18 foot width was sufficient for minor residential streets and a 36 foot width for thoroughfares. Relatively narrow residential streets, which maximize the width of parkways and green space, contribute toward the pedestrian ambience of the neighborhoods and are a defining characteristic of Winnetka. Narrow streets successfully slow traffic since parked cars leave only one lane available for traffic, a natural "traffic calming" device.

Replacing a portion of the original Green Bay Trail, Sheridan Road was the earliest north-south roadway along the shoreline. Formed from local streets, it has a distinctive meandering quality. Green Bay Road, also created out of discontinuous local roads, was designed to siphon interregional traffic off of Sheridan Road, while linking the Village's commercial districts with each other and with neighboring villages. The Edens Expressway, opened in 1951, diverted most north-south traffic to the west of the Village.

The core of the road network in the Village is a grid system, with blocks laid out in a consistent rectangular form. This system distributes residential traffic fairly evenly throughout the neighborhoods and is easily navigated. Only in the ravine area to the north and in the private road areas in southwest Winnetka, do streets meander. The railroad bisects the Village. Most east-west streets are cut off at the embankment and resume on the opposite side of Green Bay Road.

Superimposed on the local grid is a hierarchy of streets: minor, collector, and primary. "Minor" or neighborhood streets carry traffic from the homes to "collector" streets that accommodate traffic from two or more neighborhoods and carry traffic to primary streets. "Collector" streets as shown on Map 17, *Collector Streets*, provide crossings over the railroad tracks at Cherry, Oak, Pine, and Eldorado Streets. "Collector" streets serve to and feed traffic onto "primary" streets that link Winnetka to adjacent suburbs and the regional highway system. "Primary" streets are highlighted on Map 5, *Transportation*. Four of these

primary streets are under State control: Green Bay Road, Sheridan Road and portions of Tower Road and Willow Road. These roads provide access to and from the regional transportation network and represent "through" routes in the Village. See Appendix 5, *Street System Objectives and Guidelines*

There are several private streets in the Village that are owned by neighborhood associations, which maintain the streets and associated storm water system. Often these private streets accommodate the Village’s water, electric and sanitary sewer systems.

The review of crash data for 1994 – 1998, shows the intersections where most accidents occur. The highest accident rate occurs at the Hibbard and Willow Road intersection which was redesigned and improved in 1999. Other accident-prone intersections include Green Bay Road intersections with Tower Road and with Winnetka Avenue.

MORE THAN 10 CRASHES

INTERSECTION	1994	1995	1996	1997	1998
Green Bay Road/Elm	11	11	5	-	-
Green Bay Road/Oak	-	-	-	6	12
Green Bay Road/Pine	12	12	4	-	-
Green Bay Road/Tower	18	4	12	11	14
Green Bay Road/Willow	13	13	5	11	13
Green Bay Road/Winnetka	12	5	11	10	14
Hibbard/Willow	14	18	10	16	16

Source: Traffic Crash Analysis, Winnetka Police Department, Officer John Manella

Green Bay Road intersections are discussed in Chapter Five, section 5.3.3.A.

Public Rights-of-Way. The Streets in the Village constitute approximately 415 acres, and the Union Pacific right-of-way covers approximately 27 acres.

3.6.2 Pedestrian and Bicycle Network

Accessibility to the entire Village by either foot or bicycle is one of Winnetka’s defining characteristics. The business districts are within walking distance of most houses. The public transportation system functions effectively, as people can walk from the transit stop to their residence or place of work. The sidewalk system serves almost as an extension of the park system: residents use the sidewalks for exercise, for access to neighborhood parks, as places to play or congregate and simply as a place to stroll or jog.

Most of Winnetka's streets were constructed with sidewalks set back into the

parkway along at least one side, except for neighborhoods west of Birch and south of Willow, along Pine Street west of Rosewood and on private streets in the western and northernmost sections of the Village. Subdivisions constructed in the 1950's and later were built at a time when reliance on automobiles increased and providing a sidewalk system was not a priority.

Winnetka also enjoys the Green Bay Trail pedestrian and bicycle path that runs parallel to the tracks in the railroad right-of-way, with access at a limited number of locations along the east side of the railroad cut. The land is owned by the Village and leased by the Park District. While it is primarily used for recreational purposes, it also provides a safe and direct pedestrian or bicycle link among the business districts, other communities and New Trier High School.

3.6.3 Public Bus Transit System (PACE)

PACE provides bus service to Winnetka along two routes providing north-south and east-west connections. These two routes, shown on Map 5, *Transportation*, are within walking distance of a large number of Winnetka residences and provide connections to all three train stations. The public bus system links Winnetka to other communities, regional shopping malls and the RTA's "L" service at Linden Street in Wilmette. It also provides a transportation option among Winnetka's commercial districts and serves The Skokie School, Washburne Middle School, New Trier High School and North Shore Country Day School.

Average Daily PACE Ridership

Route	1994	1995	1996	1997	1998
213 Green Bay					
Weekdays	985	1514	1656	1605	1679
Saturdays	517	714	789	725	733
423 Sheridan					
Weekdays	832	746	682	656	646
Saturdays	149	135	132	111	113

3.6.4 Union Pacific Railroad and METRA

The commuter train service is operated by METRA. The tracks and railroad right of way are owned by Union Pacific.

Winnetka's convenient access to Chicago via passenger railroad is one of the Village's defining elements. Winnetka was a farming community in its early days, but the arrival of the first train in 1854 guaranteed that Winnetka would evolve into a Chicago-oriented suburb.

Winnetka is the only North Shore community with railroad tracks depressed below grade. Depression of the rails was a central recommendation of the 1921 Plan. The discussion had been initiated many years earlier due to the number of accidents at railroad crossings. Years of negotiation among the Village, railroad companies and the Federal government resulted in an agreement of shared expenses, facilitated by Harold Ickes, a Winnetkan who was serving at the time as Secretary of the Interior in President Roosevelt's cabinet. Work on the trench started in 1938. It took five years to dig out 3-1/2 miles of dirt, which was used to fill the marsh where Crow Island School would be built and to fill the marsh surrounding what became Skokie Lagoons.

The METRA-operated railroad is a significant asset for Winnetka, allowing fast, on-time access to Chicago and adjacent suburbs without a car. A highly unusual feature of Winnetka is that, despite its relatively small population, it has three railroad stops that anchor the south, central and northern business districts of the Village.

METRA and its stations also present important planning issues, such as ensuring continuation of commuter train service to all three stations, the appearance of the stations and the railroad right-of-way, parking provisions and shelter from inclement weather at the platforms and stations. *These issues are explored more fully in Chapter Five, sections 5.3.3.C, 5.5.2.A and 5.6.2.A.*

3.7 MUNICIPAL UTILITIES

The capacity of municipal utilities is a critical element in land use planning for the community. The Village of Winnetka owns and operates its own electric and water utilities; their revenues reduce to some degree the Village's reliance on property taxes. This is unique in the Chicago metropolitan area. The Water and Electric Plants are located on Lake Michigan at Tower Road Beach.

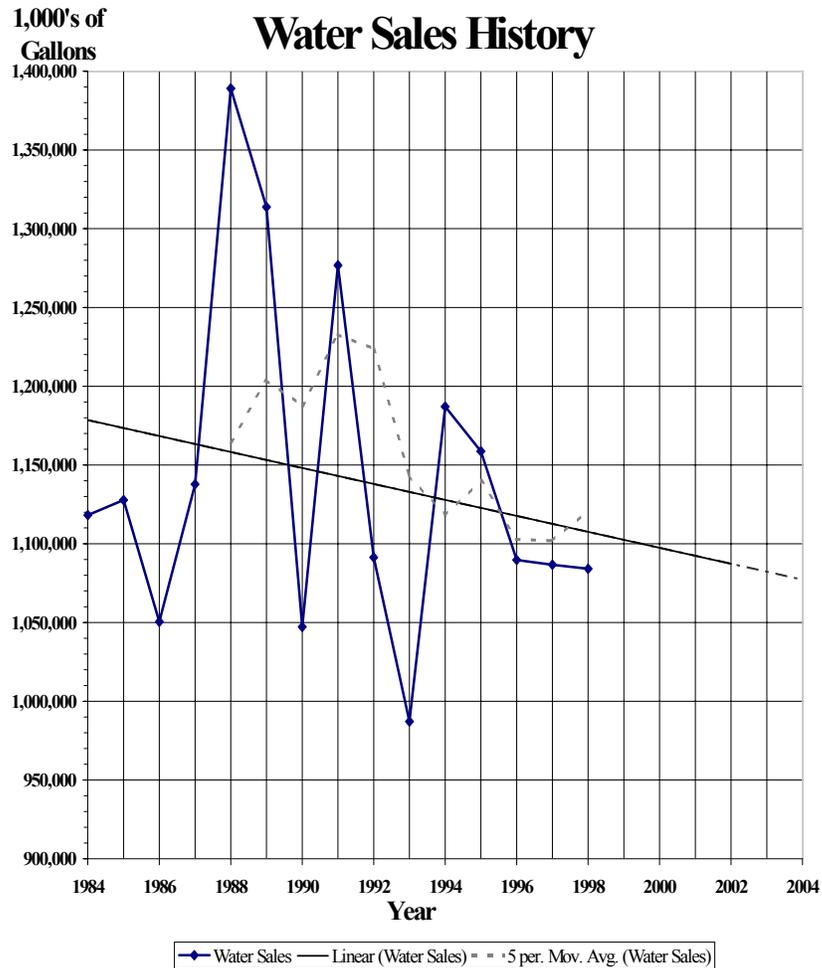
3.7.1 Water Facilities

The Village of Winnetka built a modern water plant in 1893 complete with pumping stations, water tower and distribution system. In 1922, a three million gallon per day water treatment plant to purify the lake water was built. Filtered water storage and low lift pumping facilities were also constructed at the foot of the bluff on Lake Michigan at Tower Road. Various modifications and additions have been made to the plant piping and process units, so that by 1991, the net capacity of the plant was 15 million gallons per day. See Appendix 3, *Water Supply System*.

Winnetka's water allotment from Lake Michigan is regulated by the U.S. Army Corps of Engineers, based on an international treaty with Canada. The amount of water the State of Illinois can draw from the lake is fixed, but as demand in the western suburbs outstrips the groundwater supply, more communities are being

supplied with fresh water from Lake Michigan, thereby potentially reducing Winnetka's allotment.

The Village water supply system has a capacity of 15,000,000 gallons and a peak demand of 10,000,000 gallons, with an average daily demand of 3,000,000 gallons. The water utility has a reservoir on the northeastern corner of Willow Road and Forest Way, which also serves as a green and golf tee on the Park District's nine-hole golf course. Winnetka sells water to Northfield and portions of unincorporated Cook County on its southwestern border. Demand is seasonal and dependent on weather cycles. In the hot, dry year of 1988, 1.4 billion gallons of water were sold. The cool, wet year of 1993 resulted in 890 million gallons being sold. Since new plumbing regulations require water-saving fixtures, there are no plans for increasing water plant capacity.

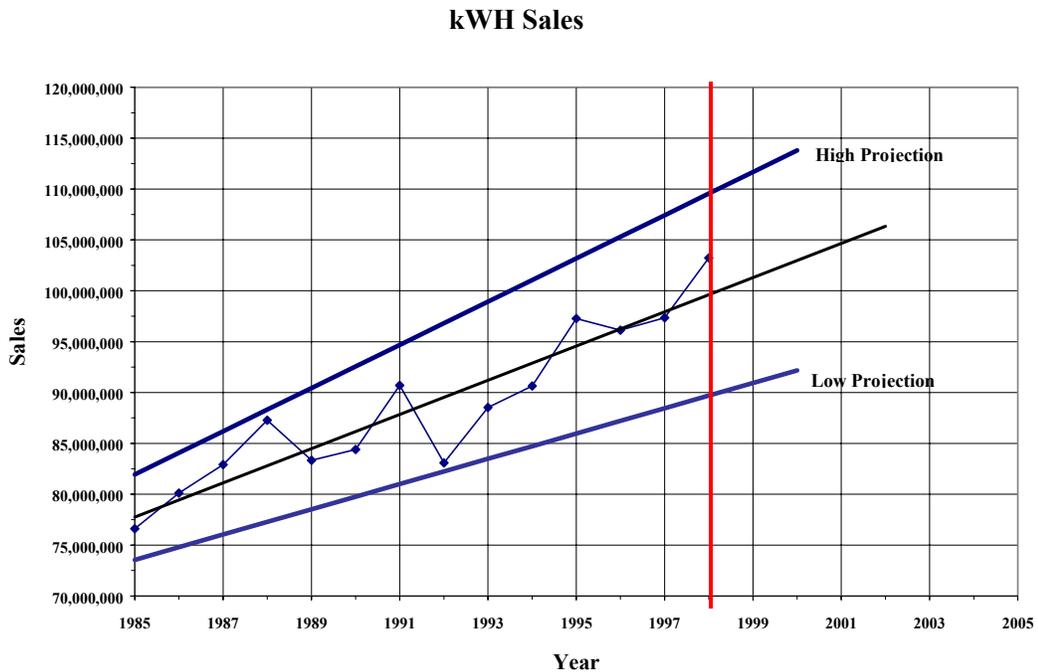


3.7.2 Electrical Facilities

In 1900 the Village of Winnetka built a publicly owned 50 kilowatt electric plant in conjunction with a water pumping plant at the lake front. Electricity was generated by small reciprocating engines; service was limited to a few homes,

commercial uses and street lighting. The electric plant has experienced a gradual but steady evolution over the years until it has become a modern steam and diesel installation. In 1998, the capacity of Winnetka's electric plant was demonstrated to be 31,249 kilowatts. See Appendix 4, *Electric Supply System*.

Electricity generated by the electric plant is transmitted by underground cables from the plant to various load centers. The electric utility connects to the regional power system at a substation on Happ Road in Northfield and at the Glencoe water tower near the Edens Expressway and Tower Road. A distribution station is located west of West Elm Street Park. Except in portions of Winnetka where the electric distribution system is underground, overhead wires transmit electricity to all parts of the Village and to a few customers in the Indian Hill and Woodley



Road area located outside Village corporate limits. The entire electrical distribution system is owned and maintained by the Village of Winnetka. There may be future opportunities to extend this system beyond its current boundary.

As a member of the Illinois Municipal Electric Agency (IMEA), the Village purchases its electric power from this not-for-profit consortium of municipal governments. IMEA's primary purpose is to provide municipally operated electric utilities with their wholesale power needs. Contractually, IMEA is required to supply 100% of the Village's electric needs until March 2006, but the Village receives substantial credits for keeping its power plant operable to supplement the IMEA power supply at times of peak demand. If necessary, the Village can generate enough power to meet Village demand on all but the very hottest days of the year.

There are increasing demands for electricity in the Village. Older, smaller houses are being expanded or replaced with much larger ones that have full air-conditioning, more lighting and outlets to service household and technology needs. Businesses and institutions are undergoing similar changes. Total demand has increased approximately 18% over the last 10 years, and is expected to increase by at least 1.5% per year into the foreseeable future.

Increased competition resulting from the deregulation of electric utilities in the year 2006 is likely to result in lower power prices. The Village prepared a 10-Year Strategic Plan in 1997 to compete in the era of deregulation and continues to evaluate its options in light of changing technology.

3.7.3 Sewer Systems

In Winnetka, the system for collection and treatment of sanitary sewage is separate from the collection system for storm water. Sanitary sewage is discharged from the Village system into the large intercepting sewers of the Metropolitan Water Reclamation District of Greater Chicago (MWRDGC) and carried to the Northside Sewage Treatment Plant outside Winnetka's corporate limits. Storm water is discharged either east into Lake Michigan or west into the Skokie River. However, an area west of the railroad tracks along the Green Bay corridor discharges storm water into an MWRDGC interceptor sewer.

Sanitary sewers: The Winnetka sanitary sewer system is relatively old; a majority of its sewer lines have been in place for over fifty years. The major problems are those of infiltration and inflow. Infiltration occurs when ground water enters defective sanitary sewer lines and manholes. Inflow occurs when rainwater runoff enters the sanitary sewer system directly through the streets, gutters and sump pumps or cross connections between sanitary and storm sewers.

In the 1990's, the Village rehabilitated the sanitary sewer system to reduce infiltration and storm water inflow, to improve overall water quality and to reduce the frequency of basement backups and associated health risks from exposure to waste water. Ongoing monitoring and maintenance activities continue to improve the condition of the sanitary sewer system, making incidents of basement flooding relating to the Village's sewer system infrequent.

Storm sewers: The natural divide for drainage in Winnetka roughly parallels the shore of Lake Michigan, west of the Union Pacific Railroad. The area east of the divide drains to the lake; the area west drains to the Skokie River.

The topography of the east area has sufficient difference in elevation between the land and the lake level to afford ample grades and depths for storm sewers. Due to limited sewer capacities, some portions of the east area experience temporary ponding of water on the streets during periods of heavy storms.

Over time, additional land fill has slightly raised the grade of the original swamp area in the western area of Winnetka, however, the low-lying character of the land does not allow enough of a drop in elevation for storm sewers to naturally drain to the Skokie River. The storm sewer system built in the 1940's and 1950's did not have sufficient gradient or capacity. During periods of heavy storms, storm sewer outlet valves at the Skokie River closed to prevent rising river water from flowing into the Winnetka system. This also prevented storm water from emptying into the river.

Significant capital projects in the 1990's, including two pumping stations plus the use of Duke Childs Field as a temporary detention area, have improved the area's drainage, but the system still has limitations. In heavy rain, some portions of the west area may still experience temporary ponding of water on the streets and in yards. Some basement flooding may also occur.

Impermeable surfaces: In an effort to reduce potential overland runoff and limit the volume of the initial rush of storm water, the Winnetka Zoning ordinance contains maximum lot coverage provisions that apply to buildings, roofed areas and other impermeable surfaces. In addition, the Village Code places strict requirements upon drainage and control of surface water runoff generated by development, including retention areas for lots in the flood plain.

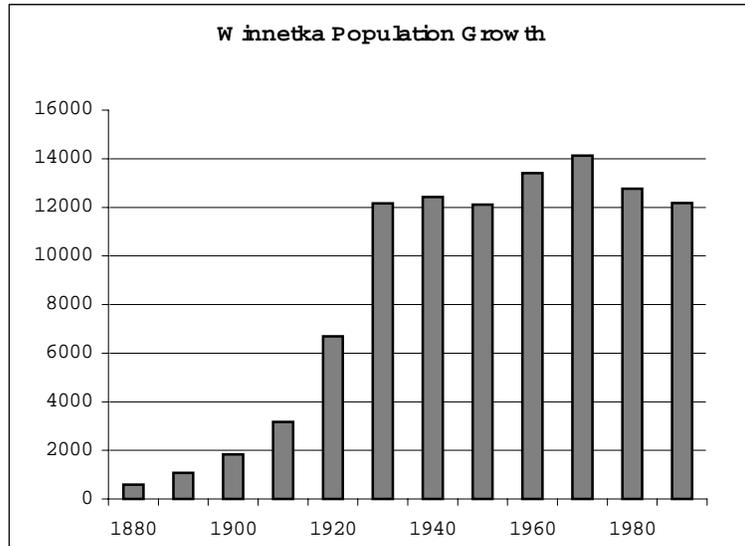
3.8 DEMOGRAPHIC ANALYSIS

It is helpful to compare Winnetka to its neighboring villages over the last two decades in order to see whether Winnetka is experiencing trends based on regional or local conditions. Along with its neighbors, Winnetka is a highly-educated, affluent community that reached substantial build out in the 1920's. The population has fluctuated only modestly since. Winnetka and most of its neighbors rely substantially on their residential real estate tax base to fund public expenditures.

3.8.1 Population and Housing Units

Winnetka's population has been relatively constant since 1930, when it reached 12,166. Its population peaked at 14,131 in 1970. Since then, Winnetka's population declined to 12,772 in 1980 and to 12,174 in 1990, very close to its 1930 level. Glencoe, Kenilworth and Wilmette have also experienced the same decline in population. While Northfield experienced a substantial population gain between 1970 and 1980, its population also declined substantially between 1980 and 1990.

Winnetka Population Growth	
Year	Persons
1880	584
1890	1,079
1900	1,833
1910	3,168
1920	6,694
1930	12,166
1940	12,430
1950	12,105
1960	13,405
1970	14,131
1980	12,772
1990	12,174



The reduction in Winnetka's population in recent years is due to a decline in average household size: 3.40 in 1970, 2.99 in 1980 and 2.84 in 1990, the same general trend experienced by neighboring villages. However, rising grade school enrollments now suggest that household size is increasing once again.

During the same period of 1970 to 1990, when household size was declining, Winnetka experienced very modest gains in the number of housing units, growing from 4,388 in 1980 to 4,477 in 1990. Wilmette also experienced similar very modest growth in its housing stock, while Kenilworth, Glencoe and Northfield had net reductions in housing units.

Winnetka's mix of housing has remained generally constant in the last 20 years: single family detached homes have risen from 84.2% of the total housing units in 1980 to 86% in 1990; single family attached and two-family homes have increased from 3% to 3.3%, and the proportion of multiple-family units declined from 12.8% to 10.7% during the same period. Glencoe's pattern was similar to Winnetka's while Wilmette and Kenilworth experienced declines both in percentage of single family homes and in attached single family/two family homes, and gains in multiple-family percentage.

3.8.2 Age

Winnetka's median age of 39.5 years is slightly less than the 39.6 to 41.2 range of its neighbors. Its age distribution is similar to other villages with a slightly higher percentage of population under age 13 and a lower percentage in the 55 and over category. Only Kenilworth has a slightly higher percentage under 13 years and a slightly lower percentage over 55 years of age.

Age Distribution										
Age	Winnetka		Glencoe		Kenilworth		Northfield		Wilmette	
	Persons	%	Persons	%	Persons	%	Persons	%	Persons	%
Under 1 to 5	1,150	9	715	8	219	9	354	8	2,234	8
6 to 13	1,546	13	1,025	12	367	14	449	10	2,863	11
14 to 17	711	6	460	5	180	7	307	7	1,425	5
18 to 21	441	3	242	3	138	5	115	3	957	4
22 to 54	5,305	44	3,826	45	1,113	43	2,031	44	11,559	44
55 to 74	2,387	20	1,790	21	425	17	1,129	24	5,723	22
75+	634	5	441	5	120	5	250	5	1,769	7
Total	12,174	100	8,499	100	2,562	100	4,635	100	26,530	100

Sources: US Census and Northeastern Illinois Planning Commission

3.8.3 Income and House Values

Winnetka's per capita income has steadily increased over the last 20 years. Winnetka's median 1989 home value of \$483,500 ranks below Kenilworth at \$500,000 and above Glencoe (\$426,700), Northfield (\$296,700) and Wilmette (\$280,800.)

Income - Per Capita					
	1970 (1969)	1980 (1979)	% Change	1990 (1989)	% Change
			1970-1980		1980-1990
Winnetka	\$9,916	\$22,661	129	\$62,482	176
Glencoe	\$9,328	\$23,664	154	\$60,012	154
Kenilworth	\$12,681	\$26,622	110	\$69,814	162
Northfield	\$7,663	\$15,719	105	\$46,128	193
Wilmette	\$7,020	\$16,578	136	\$38,465	132

Sources: US Census and Northeastern Illinois Planning Commission

3.8.4 Educational Attainment

Persons 25 and Over - 1990

	Winnetka		Glencoe		Kenilworth		Northfield		Wilmette	
	Persons	%	Persons	%	Persons	%	Persons	%	Persons	%
Less than 9th	33	0	86	2	6	0	93	3	511	3
9-12, no diploma	84	1	98	2	29	2	72	2	386	2
High school graduate	412	5	472	8	43	3	379	12	1,908	10
Some college, no degree	931	12	816	14	156	10	582	18	3,103	17
Associate degree	212	3	153	3	36	2	70	2	771	4
Bachelor's degree	3,431	43	2,055	35	696	44	1,226	38	5,890	32
Graduate or professional degree	2,927	37	2,141	37	620	39	844	26	5,826	32
Total	8,030	100	5,821	100	1,586	100	3,266	100	18,395	100

Sources: US Census and Northeastern Illinois Planning Commission

3.8.5 Real Estate and Sales Tax Base

In absolute size, the real estate tax base as expressed in equalized assessed valuation (EAV), for Winnetka was \$545,252,228 in 1996, second only to Wilmette (\$768,816,624).

Total Equalized Assessed Valuation (EAV)					
	1980 (1979)	1990	% Change 1980-1990	1996	% Change 1990-1996
Winnetka	\$98,000,000	\$361,182,923	269	\$545,252,228	51
Glencoe	\$70,696,000	\$235,848,600	234	\$352,675,007	50
Kenilworth	\$21,531,000	\$84,560,174	293	\$127,129,206	50
Northfield	\$49,178,000	\$169,473,751	245	\$285,875,941	69
Wilmette	\$176,010,000	\$534,772,033	204	\$768,816,624	44

Sources: US Census and Northeastern Illinois Planning Commission

Per capita sales tax returns illustrate that Winnetka's economic growth has been comparatively stagnant over the 1980-1998 time period (growing 109%), exceeding only Kenilworth (88%), while sales tax receipts for Northfield (296%) and Glencoe (288%) have grown far more rapidly. Wilmette (148%) has experienced modest gains.

Sales Tax Returns - Per Capita					
	1970 (1969)	1980 (1979)	% Change 1970-1980	1998	% Change 1980-1998
Winnetka	\$16.08	\$43.16	168	\$90.29	109
Glencoe	\$6.90	\$15.31	122	\$59.36	288
Kenilworth	\$2.68	\$10.30	284	\$19.35	88
Northfield	\$17.74	\$64.70	265	\$256.50	296
Wilmette	\$22.61	\$41.18	82	\$102.29	148

Sources: Northeastern Illinois Planning Commission and Illinois Department of Revenue

CHAPTER IV: ISSUES AND RECOMMENDATIONS

4.1 INTRODUCTION

The Plan provides the basis for managing change while preserving and enhancing the traditional character of the Village over the next 20 years. The Village has been nearly fully developed for the last 50 years. Its roads, physical infrastructure and institutions have limited expansion capacity, thus any redevelopment must not significantly increase existing land use intensities. Since its streets were constructed when the automobile was a much less dominant part of society, the streets and the quantity of pavement do not overwhelm the environment.

This Chapter discusses issues, provides direction and recommendations that apply primarily to the Village's residential neighborhoods and locations outside the Green Bay Corridor, while Chapter Three provides background for each of these topics. Chapters Three and Four cover the same topics with the same numbering and subheading system to facilitate cross-referencing between chapters.

The Green Bay Road Corridor and issues relating to the four business districts are covered separately in Chapter Five.

4.2 GOVERNMENTAL JURISDICTIONS

Issues relating to governmental jurisdictions are covered in section 4.3.6.

4.3 LAND USE RECOMMENDATIONS

The Village should retain the spirit the 1921 Plan of Winnetka. The Village intends to enhance its high quality single-family residence community by maintaining its traditional residential density patterns, retaining the current borders of multiple-family and commercial zoning districts, lowering permitted density in multiple-family districts, limiting the scale of new development and renovations, preserving existing mature trees and requiring appropriate new landscaping.

4.3.1 Land Use Plan

Maps 6, 10, 11, and 12, *Land Use Plan* summarizes the proposed land uses. No major land use changes are recommended by the Plan.

4.3.2 Detached Single-family Residential

To help retain the character, scale, density and appearance of existing single-family residential neighborhoods, the Village Council changed and redefined the residential zoning classifications in 1999. *A table showing the old and new systems appears in Chapter Three, section 3.3.2.*

The demolition of older houses, particularly in the R-5 (former one-sixth acre) and R-4 (former one-quarter acre) zoning districts, concerns many Winnetkans because replacement houses generally do not reflect the historic character of the Village. The height and bulk of new construction block light and air from neighboring houses and are generally incompatible with the scale of older neighborhoods.

The problem stems from the desire to build large houses on lots that aren't large enough to support them. *This issue is explored further in section 4.4.1 of this Chapter.*

- ❖ Monitor the effect of the zoning ordinance on preserving neighborhood character.

4.3.3 Multiple-Family Residential

The purpose of multiple-family zoning districts is to buffer single-family neighborhoods from commercial areas and the traffic noise of Green Bay Road and the railroad. In theory, multiple-family development should provide a “transition” that is compatible with adjacent single-family use.

New development, particularly with higher-density multiple family buildings, can overburden existing infrastructure and public services. This places a financial burden on the Village and other local entities when new tax revenues generated by the development are insufficient to cover the cost of public improvements and additional services for the development.

Multiple-family residential buildings provide homes for older residents and those with modest incomes. Rental units provide an important element of diversity in housing options. Only limited new multiple-family development is anticipated, either as a component of a mixed use building within a business district or along selected portions of Green Bay Road.

- ❖ Encourage designs for multiple-family developments that provide a variety of housing for residents of all ages.
- ❖ Consider impact fees for new replacement housing that places an additional burden on public services: infrastructure, schools, parks, etc. Impact fees should not be extended to renovations since the Village would like to encourage improvement of existing housing stock.
- ❖ Require development to be appropriate to the character of its surroundings; the development should interface with its surrounding neighborhood, rather than exist as an isolated complex. The architectural design of multiple-family buildings is of vital importance in maintaining the character of the Village. New multiple-family development should be designed to complement the

historic character of the Village, constructed of high quality materials, providing below-grade parking.

- ❖ Create design standards that would assist the Design Review Board in evaluating project proposals for commercial, institutional and multiple-family buildings. Design standards should be consistent with the analysis of Winnetka's architectural character described in section 5.3.1.D of Chapter Five and *Community Goals and Objectives* sections 2.2 and 2.3 in Chapter Two.
- ❖ Require that new multiple-family developments outside of the business districts provide extensive landscaping as part of the overall design. Landscaping should reflect the mature character of landscaping in the Village. Landscaping buffers are preferable to fences.
- ❖ Provide, where possible, open space (whether public, quasi-public or private) between low-density and high-density land uses.
- ❖ Limit and screen surface parking. It should be well screened from both the public right-of-way and adjacent single-family neighborhoods.

B-1 zoning district. The district includes both attached single-family developments (townhouses) and apartment buildings. These uses are too disparate for one zoning district. Townhouses are built at a density of 8 to 10 units per acre, less than half the current density of the B-1 district, which allows between 18 and 24 units per acre. Parking requirements may be quite different, as townhouses may have individual driveways or garages, whereas an apartment building will have a common parking area.

As land use buffers between commercial and single-family neighborhoods, townhouses may be preferred over apartment-style buildings due to their lower density, increased articulation and reduced bulk, all of which better support the B-1 district purpose.

Townhouses may be especially desirable along Green Bay Road south of Winnetka Avenue in the Indian Hill Business District.

Townhouses may also be desirable along the west side of Green Bay Road (north of The Mews condominiums and south of Chatfield Road), which is already zoned B-1. Currently, a number of single-family houses are located in this B-1 district, which marks the transition from the heavily traveled Green Bay Road to the single-family neighborhood to the west. This area may be redeveloped over the life of this Plan.

- ❖ Study whether the B-1 zoning district should be split into separate districts: apartment buildings and townhouses and, if so, how the existing B-1 zones

should be redesignated, for example, should existing townhouse developments be consistently re-zoned as townhouse-only zones.

- ❖ Study whether the existing B-1 district on Green Bay Road, north of The Mews condominiums and south of Chatfield Road, would be better served by low-density apartment-style buildings or by townhouse development.
- ❖ Retain the B-1 designation where existing B-1 parcels provide transitional buffers between commercial districts and single-family neighborhoods.
- ❖ Maintain the 2-½ story limit on B-1 buildings.

B-2 zoning district. The B-2 zoning district allows too much density for a small suburban village. Although no vacant or underdeveloped property exists in the B-2 district, re-zoning requests for B-2 designation remain possible.

- ❖ Develop an appropriate district purpose and standards for the B-2 zoning district so that the district provides an effective transition between single-family and commercial districts, or eliminate the B-2 designation and create a B-2 overlay district that is folded into the current B-1 designation.
- ❖ Maintain the 2-½ story limit on B-2 buildings.

Assisted-care living. Currently, the Village has no such facility and residents requiring care must move out of town. Similarly, Winnetka residents who would like to have aging relatives close by cannot place them in the Village.

- ❖ Study the possibility of bringing to Winnetka an assisted-care facility for senior citizens.

4.3.4 Commercial (Retail, Office, Mixed Use)

Commercial development issues are addressed in Chapter Five within each business district section.

- ❖ Ensure that there is an appropriate transition to buffer single-family neighborhoods from commercial districts.
- ❖ Minimize the potential adverse impact of commercial activity upon residential neighborhoods.
- ❖ Maintain the 2-½ story limit on commercial buildings.
- ❖ Create design standards that would assist the Design Review Board in evaluating project proposals for commercial, institutional or multiple-family buildings. Design standards should be consistent with the analysis of

Winnetka's architectural character described in section 5.3.1.D and *Community Goals and Objectives* in sections 2.2 and 2.3 of Chapter Two.

4.3.5 Industrial

The "D" district in Hubbard Woods functions as part of the C-2 District. So long as the "D" designation remains, proposals incompatible with current retail and residential uses are possible. In the Village-owned portion of the "D" district, there are underground diesel fuel storage tanks that are connected to the Electric Plant by pipeline. This is a permitted use in the "D" District, but not in the C-2 District. If the Village were to eliminate the entire "D" District, the tanks could not be replaced.

- ❖ Maintain the "D" industrial designation for Village-owned property only.

4.3.6 Public and Semi-Public

Map 3, *Public/Semi-Public and Open Space*, shows the public and semi-public institutional properties in the Village. The map illustrates that this social infrastructure, developed over the life of the community, is conveniently located in residential neighborhoods, that each facility is surrounded by developed residential properties and that there is little or no room to expand.

Traffic and Parking. Winnetka's institutions were established primarily to serve the local community. Institutional buildings were constructed in residential neighborhoods before increased reliance on the automobile and therefore have insufficient space for parking or automobile pick-up and drop-off.

Due to the growth of their missions and constituencies, many of these institutions now attract a large number of non-residents. The increased activity generated by facilities in or near residential neighborhoods attracts traffic and parking congestion to otherwise quiet neighborhoods.

- ❖ Encourage governmental and non-governmental institutions to work with their constituents, neighbors and the Village to minimize the impact of traffic and parking on the surrounding residential streets and to develop on-site solutions where appropriate.
- ❖ Ensure that proposals don't have an adverse impact on the residential character of the surrounding residential neighborhoods.

Facility Expansion, Open Space and Institutional Uses. As with schools, institutional buildings generally greatly exceed the floor area ratio requirements of the single family districts in which they are located, creating zoning non-conformities and making the possibility for future expansion problematic.

Currently, all institutional and governmental uses are evaluated under a special use permit process that requires Village boards to review permit requests based upon the institution's unique circumstances. This works quite well since most of these uses pre-date the Zoning Ordinance and many are located in single family neighborhoods, where the impact of institutional programs can be significant, particularly as it relates to parking and traffic.

- ❖ Re-evaluate for effectiveness how residential bulk standards are applied to institutional buildings within the special use permit process.
- ❖ Evaluate for adequacy the special use permit standards as they apply to open space and institutional properties. Strengthen the standards by which parking and traffic issues are evaluated.
- ❖ Consider preserving open space by building underground if additional institutional capacity is needed and if drainage conditions allow.

A. Village of Winnetka

- ❖ Naturalize the landscaping of the landfill on Willow Road.
- ❖ Ensure that the design of public infrastructure such as bridges, streetscapes and public buildings conforms to the high standards the Village sets for private development.
- ❖ Require proper maintenance of public properties. Maintenance should keep public lands and infrastructure functioning well and strive for an appearance that reflects the high standards met by private property owners. Special attention should be paid to sidewalks, trails, pedestrian tunnels, bridges and street rights-of-way.
- ❖ Rehabilitate the substantially deteriorated and outdated Village maintenance facility at the Village Yards on Willow Road.

B. Public Schools

New Trier Township High School District #203

The East Campus on Winnetka Avenue east of Green Bay Road is expected to maintain high attendance levels no matter how the West Campus in Northfield is used. A factor affecting any discussion of New Trier is the proximity of two elementary schools, Greeley and Sears, and the impact that the three schools' traffic patterns have on each other.

Because New Trier High School has such a significant effect on the Indian Hill District, discussion of New Trier issues appears in Chapter Five, section 5.8.

Winnetka Elementary School District 36

Facility expansion: The elementary schools are operating at the limit of their building capacity. Hubbard Woods and Greeley Elementary Schools have few options for future expansion. Additional building will encroach into their already small playground areas. Creating permanent space for peak enrollment results in excess capacity when enrollment declines. Given these factors, the Village should:

- ❖ Consider impact fees as discussed in section 4.4.1.
- ❖ Cooperate with the School District in planning for periods of high student enrollment.
- ❖ Support the Village's commitment to high quality education.

Traffic and Parking: When the neighborhood schools were built prior to 1940, little provision was made for automobile drop-off and pick-up or for visitor parking. Now that many families drive their children to school and school staffing requirements have increased, traffic and parking demand affect surrounding residential streets. Difficulties will increase as school enrollment rises.

- ❖ Encourage schools to work with the Village, neighborhoods, parents and students to reduce parking and traffic problems.
- ❖ Encourage alternatives to individual families driving to school.

C. Winnetka-Northfield Public Library District

Facility location/capacity: The Winnetka Library is centrally located and a critical anchor for the West Elm Business District. However, the building has little space to expand its facilities on the current property: for every volume it adds to its collection, it must discard another. Technology is rapidly changing, making it unclear what the space needs of the "library of tomorrow" will be.

- ❖ Encourage the Library District to maintain a convenient central location.
- ❖ Consider the Library District's needs when evaluating any major central business district redevelopment.
- ❖ Consider converting to library space other appropriate institutional property that might become available.

Parking: The parking lot is frequently full and the on-street parking supply around the Library is limited. The small site provides no additional room for parking.

- ❖ Include the District in any planning for below-grade parking under Station Park or any other project in close proximity to the Library. Such parking might include an underground corridor connected to the Library.

D. Winnetka Park District and Open Space

Balance between providing recreational opportunities for Village residents and impact on the neighborhood: Over the years, the Winnetka Park District has responded to residents' requests for additional sports and recreation programs for adults and children. The increasing demand for facilities and programming is exacerbated by the current demographic upswing noted in the schools section. The Park District had used vacant space in The Skokie School for its offices and recreational facilities, but was required to move when the Winnetka School District reclaimed the space for the expanding elementary school population. As a result, the Park District proposed building additional facilities on the Skokie Playfields.

Changes that intensify the use of Skokie Playfields, including noise, traffic congestion, bright lighting for nighttime use, extended periods of operation and additional impermeable surface, adversely affect the quality of life for surrounding residents.

The two Park District facilities that currently generate the most traffic, the Skokie Playfields and Nick Corwin Park, cannot handle peak weekend parking demand on-site, causing significant on-street parking and traffic congestion in the surrounding residential neighborhoods.

- ❖ Cooperate with the Winnetka Park District in achieving the District's goal of providing Village residents with high quality recreational programs and open space.
- ❖ Work with the Park District to minimize the impact of existing programs on adjacent neighborhoods.
- ❖ Coordinate planning for any new facilities and programs to balance recreational needs of the community with the residential character of the surrounding neighborhood.
- ❖ Ensure that street and parking infrastructure are adequate and that other ancillary effects such as artificial lighting, noise and water run-off are held to acceptable levels.

Traffic and Parking: District facilities were constructed before today's increased reliance on the automobile and before District programs became so popular with nonresidents. Increased traffic and parking demand have resulted.

- ❖ Ensure that the recommendations outlined in section 4.3.6 are followed.

Acquisition of open space or additional parkland: While parks are spread throughout the Village, some areas are inadequately served. The 1935 Plan noted that “additional play space to keep the children off the street” would be desirable in the areas with a high concentration of small lots. Other parcels that are used as open space currently rest in private hands, making future development a possibility.

- ❖ Cooperate with the Park District to acquire additional properties, especially in the following locations, only if they become available:
 1. The southwest corner of Oak and Linden (at the bend in Green Bay Road, currently used for community notices).
 2. Any portion of the North Shore Country Day School campus.
 3. The east side of Sheridan Road, between Centennial and Elder parks.
 4. The southeast corner of Green Bay Road and Winnetka Avenue.
 5. The west side of Birch between Oak and Elm Streets.
 6. The northeast corner of Spruce and Birch Streets.
 7. Corner lot parcels for pocket parks in the densely developed neighborhoods.
 8. Any other substantial portion of property that might become available, particularly along the lake.

Private Open Space easements:

- ❖ Create a voluntary open space, conservation and scenic easement program for property owners who wish to retain private ownership, but would like to guarantee that portions of their property remain as open space in perpetuity.

E. Non-Governmental Public Institutions

Recommendations are discussed at the beginning of section 4.3.6

*The **Winnetka Community House** is discussed in Chapter Five, East Elm Business District, section 5.7.2.A.*

- ❖ Help the **Winnetka Historical Society** in its efforts to find a permanent home.

4.3.7 Cook County Forest Preserve District

Proliferation of non-native plants: Non-native weed species such as buckthorn and garlic mustard thrive at the expense of indigenous plant species. The aggressive invasion of buckthorn has destroyed the natural diet for deer, forcing them into private yards in search of food.

- ❖ Encourage the Forest Preserve District to implement a comprehensive natural plant restoration program.
- ❖ Encourage the Chicago Botanical Garden to work with the Forest Preserve District in managing the Skokie Lagoons area.

Western approaches to the Village: The entrances to Winnetka on Tower and Willow Road at Forest Way need substantial physical and aesthetic improvement. The road shoulders, although heavily used by bikers and for parking, are not well defined, generally consisting of scattered gravel, dirt or mud.

- ❖ Request cooperation from the Cook County Forest Preserve District in enhancing the landscape design at the entrances to the Village at the Forest Way intersections of Tower and Willow Roads.
- ❖ Enhance the natural appearance of the public right-of-way through Forest Preserve property at the western edge of the Village.
- ❖ Encourage the Forest Preserve to build a bike path along Forest Way between Willow and Tower to complete the circuit around the Skokie Lagoons.

4.3.8 Unincorporated Cook County and Split Lots

Contractual Service to Unincorporated properties: The Village provides police, fire, paramedic and/or utility service on a fee basis to many unincorporated properties to the south of the Village. See Map 4, *Municipal Services Beyond Village Boundary*.

- ❖ Ensure that the fee structure for non-resident services covers the cost of the service. Winnetka residents should not subsidize these services.
- ❖ Ensure that additional services do not overburden Village capacity.

Potential for requests for annexation: These unincorporated areas currently enjoy their status of being unattached to a municipality, with the freedom of contracting for public services. However, circumstances may change, encouraging some property owners to open annexation discussions with the Village.

If Winnetka is approached by residents of unincorporated areas for annexation, a major consideration is the ability of the Village to supply utilities in the near term

and long term. It appears that the present capacity of the Village infrastructure and emergency services could handle current development in the areas it is presently serving. However, there are issues to be considered:

- ❖ Assess the condition of street and utility infrastructure in area of possible annexation.
- ❖ Assess the potential for subdivision in this area and additional pressure it would place on existing infrastructure.

Village of Glencoe: Winnetka has not reached an agreement with Glencoe about adjusting the corporate boundaries on Scott Street so that the residential lots on the north side are entirely within one village. The current split-lot status of these properties needs resolution so that one municipality provides necessary municipal services and receives the full real estate tax payments to support those services. See Map 4, *Municipal Service Beyond Village Boundary*.

- ❖ Find a solution that either adjusts the municipal boundaries or addresses the financial inequity of the split lots.

4.3.9 Infrastructure: Transportation, Utilities, Storm and Sanitary Sewers

See transportation discussion in section 4.7, Utilities and Sewer discussion in section 4.8 and Green Bay Road Corridor transportation discussion in Chapter Five, section 5.3.3.A.

4.4 VILLAGE CHARACTER

4.4.1 Teardowns and Changing Neighborhood Character

Construction of replacement houses is likely to continue where it is more economical than the extensive renovation of small, outmoded houses. But the demolition of older houses, particularly in the R-5 (formerly titled “one-sixth acre”) and R-4 (formerly “one-quarter acre”) zoning districts, concerns many Winnetkans because replacement houses often fail to reflect the historic character of the Village. The height and bulk of some new construction often blocks light and air from neighboring houses and is incompatible with the scale of older neighborhoods. Since residents have stated that they like the character of the Village, the goal should be to retain the scale, density and overall appearance of existing single-family residential neighborhoods.

- ❖ Encourage new construction and additions that are sensitive to neighborhood character and that follow good design principles.
- ❖ Ensure that new construction and additions respect the scale of neighboring houses, as well as setbacks, public parkways, open spaces, trees and the pedestrian orientation of the neighborhoods.

- ❖ Encourage appropriate landscaping for new residential development.
- ❖ Consider impact fees for new replacement housing that places an additional burden on public services: infrastructure, schools, parks, etc. Impact fees should not be extended to renovations since the Village would like to encourage improvement of existing housing stock.

Character of neighborhood streets: The street frontage is an important element of Winnetka neighborhoods, where the harmony of house facades and neighborhood use of the public parkways foster a sense of community that is an important characteristic of the Village.

- ❖ Retain the integrity of front yards by placing automobile uses to the rear of houses or lots where possible. Discourage front-loaded attached garages that overwhelm the front façade.
- ❖ Encourage porches and architectural features that promote use of the front of the house and informal interaction among neighbors.
- ❖ Provide sidewalks along at least one side of public streets to enhance safety while walking around the neighborhood and to other parts of the Village.
- ❖ Reduce on-street parking along narrow streets within residential neighborhoods.
- ❖ Maintain existing street widths, which allow reasonable traffic movement without endangering pedestrians or reducing green space.
- ❖ Create streetscape guidelines for residential neighborhoods as a part of a Village-wide beautification effort.

Zoning and Subdivision Ordinances regulating bulk and density: The Village has made comprehensive changes to the residential portions of its Zoning and Subdivision Ordinances to reflect the community's desire for up-to-date, well-maintained housing that blends with the historic scale and character of the neighborhood. However, Winnetka's efforts to control overbuilding in a fully-developed community require a new generation of zoning regulation that is just emerging. The full array and impact of regulations designed to retain the character of older communities has not yet fully evolved.

- ❖ Ensure that the zoning and subdivision regulations fulfill the goals and objectives outlined in Chapter Two.
- ❖ Monitor the impact of the zoning and subdivision regulations to ensure they control overbuilding without causing unintended architectural design or causing improvements in existing Winnetka housing stock to be uneconomical.

- ❖ Assess the impact of the new ordinances on encouraging renovation or rehabilitation over new construction.
- ❖ Keep abreast of zoning innovations in similar communities across the country.

Impermeable surfaces: *See section 4.7.3 on storm water management.*

Property Maintenance: High quality maintenance of residential properties has been an important feature of the Village, sustaining housing values and the quality of life.

- ❖ Encourage a high percentage of owner-occupied housing.
- ❖ Create regulations that address derelict properties.

4.4.2 Historic Preservation

- ❖ Recognize the role of the Village's historic architecture in defining Winnetka's unique residential character and encourage its preservation.
- ❖ Promote historic preservation as a contributor to the quality and character of the Village by encouraging the study and inventory of existing houses and commercial buildings that define Village character.
- ❖ Support the Landmark Commission's work in public education, in research, in recommending landmarks and in providing technical assistance for renovating older properties.
- ❖ Investigate methods of promoting the restoration or rehabilitation of landmark-eligible properties -- residential and commercial -- including ways to help property owners qualify for financial incentives.
- ❖ Incorporate historic preservation as a standard component of all elements of Village planning.

4.4.3 General Appearance and Landscaping

Design principles help define the character of a community and contribute to its aesthetics. This Comprehensive Plan has incorporated certain principles into its recommendations, including:

- aesthetically defining the Village's entrances ;
- enhancing the Village's distinctive identity;
- providing focal points in strategic locations;
- using public architecture to define public spaces;
- emphasizing the quality of building materials;

- landscaping along the borders of zoning districts as an alternative to walls and fences; and
- implementing streetscape improvements.

Beautification Committee: The new Village Beautification Committee should prepare a comprehensive strategy for improving the general appearance of the public ways and spaces, with emphasis on improving neglected areas.

Chapter Five discusses beautification of the Green Bay Corridor and its Business Districts.

- ❖ Create a strategic plan for landscaping and other aesthetic improvements for public ways and spaces throughout the Village.
- ❖ Include improvements of the Forest Way intersections at both Tower Road and Willow Road, as well as along the north side of Willow Road, which borders of Duke Childs Field.
- ❖ Study ways to minimize regulatory signs.
- ❖ Choose new light fixtures that are compatible with Village character.

Funding:

- ❖ Create a vehicle to encourage gifts and charitable contributions for public beautification projects or to acquire property for public use.

Landscaping:

- ❖ Support the Design Review Board’s focus on high quality landscaping in commercial and multiple-family developments.
- ❖ Promote high quality landscaping as part of the planning of new or substantially rehabbed residences.
- ❖ Encourage planting buffers as alternatives to fences.
- ❖ Improve the appearance of dead-end streets at the Lake front

Light pollution:

- ❖ Reduce light pollution. Balance the need for safety against the community desire for a low level of outdoor lighting.
- ❖ Prevent lighting from commercial and multiple-family buildings or the public right-of-way from negatively affecting residences.

- ❖ Shield light glare and bulbs in parking garages and ramps from external view.
- ❖ Seek alternatives to the orange-hued sodium vapor lights; find a hue as close to white incandescent as possible.

Visual pollution:

- ❖ Minimize the visual impact of communications antennae and other visual pollution when building infrastructure for new technology.
- ❖ Avoid unsightly appurtenances to multiple-family and commercial buildings; require mechanical housing to be hidden by appropriate architectural features or landscaping.

4.5 ENVIRONMENTAL CONDITIONS

4.5.1 Lake Michigan Bluffs and Ravines

Erosion: Maintaining the integrity of bluffs and ravines is important for individual property owners and for the stability of neighboring properties.

- ❖ Review the zoning code periodically to ensure that state-of-the-art bluff and ravine management standards are being met.

Subdivision: Many riparian and ravine lots in Winnetka appear to have sufficient acreage for subdivision. However, many lots do not have adequate tableland for building, particularly considering the need for bluff stability. This reduces the possibilities for subdivision.

- ❖ Review standards for subdivision to ensure that adequate consideration is given to bluff and ravine stability.

4.5.2 Flood Plains

The boundaries of the flood plain are being updated by the Federal Emergency Management Agency (FEMA) based on Army Corps of Engineers' data. The new data indicates more rain runoff into the Skokie River as a result of more intense development upstream. The flood plain boundary has shifted eastward from the Skokie River and Skokie Lagoons.

The Village staff is working with both FEMA and the Army Corps of Engineers to ensure an accurate representation of Village topographical data. The staff is also investigating whether dikes along the Skokie Lagoons could reduce the designated flood plain area.

- ❖ Continue to work toward minimizing the area in the Federally designated flood plain.

4.5.3 Trees

Nurturing the mature tree canopy and planting trees are crucial to maintaining the Village's natural setting, particularly as a large portion of the trees on public property reach maturity.

- ❖ Support the efforts of the Village's Forestry Commission and the Village Forester.
- ❖ Strengthen the Tree Enhancement and Preservation Ordinance that regulates the planting, protection and removal of trees on public and private property.
- ❖ Support the parkway tree planting program.

4.6 TRANSPORTATION

Increase in regional traffic: The traditional traffic patterns and volumes in Winnetka have changed in recent years, particularly as regional traffic seeking to avoid back-ups on the Edens Expressway (Interstate 94) cuts through the Village. The cut-through traffic uses Tower, Hibbard and Willow Roads to get to Green Bay Road or Sheridan Road. This has a serious impact because, other than Green Bay Road, all of Winnetka's primary roadways are residential streets designed to carry local, not regional, traffic. East-bound Tower Road and Green Bay Road in Hubbard Woods experience significant back-ups during evening rush hour.

- ❖ Work with the Illinois Department of Transportation, the Northwest Municipal Conference, the Cook County Department of Transportation and other regional groups to alleviate congestion on regional highways.
- ❖ Work with the Illinois Department of Transportation and the Village of Northfield to provide a traffic signal at the intersection of Willow Road and Forest Way.
- ❖ Assess the impact of proposed changes in regional routes outside Winnetka as to the likelihood of additional traffic being funneled into the Village's residential primary roadways.
- ❖ Study traffic calming techniques.

Increase in local traffic: Winnetka's character is partly defined by convenient pedestrian access to most parts of the Village. To maintain this quality of life, alternatives to automobile use for short trips should be encouraged.

- ❖ Encourage schools to work with students and families to reduce auto use.
- ❖ Complete a pedestrian and bicycle network to ensure safe and convenient access throughout the Village.

- ❖ Encourage residents to take advantage of the “walk-to” businesses and services the community offers.
- ❖ Encourage the Park and School Districts to make their facilities safe and accessible for children and adults on bike or foot.

Truck traffic: Truck noise and pollution disturb the quiet ambience of residential and commercial neighborhoods.

- ❖ Review the truck routing system and take appropriate steps to reduce truck traffic in residential neighborhoods.
- ❖ Investigate ways of preventing regional truck traffic from travelling through Winnetka.

4.6.1 Road Network

All major streets, with the exception of Green Bay Road, are primarily residential streets. One of the defining characteristics of the Village is the relatively narrow width of its residential streets, providing room for wider parkways and promoting a pedestrian-oriented ambience. See Appendix 5, *Street System Objectives and Guidelines*.

- ❖ Retain the existing street widths.
- ❖ Maintain the integrity of the street system's grid plan.
- ❖ Retain Winnetka’s tiered system of minor, collector and primary streets.
- ❖ Encourage traffic patterns that follow the road classification system.
- ❖ Keep alleys open and attractively maintained to facilitate service functions and to relieve pressure on the roadway system.

Impact of traffic on residential neighborhoods: It is likely that additional traffic will continue to disrupt the quiet ambience that has characterized the Village. The goal of traffic calming devices would be to find a better balance among users: addressing the safety and convenience of bicyclists, pedestrians and automobile users.

- ❖ Identify locations where traffic calming techniques might alleviate problems of speeding traffic.
- ❖ Implement traffic-calming devices where needed.

4.6.2 Pedestrian and Bicycle Network

Completing sidewalk network: The current policy for the Village is for all primary and collector streets to have sidewalks on both sides of the street and for minor streets to have sidewalks on at least one side. However, a number of blocks in the Village do not conform to this policy.

There is a tension between the need for sidewalks for public safety and the benefit of leaving the full parkway as green space. Issues include protecting mature trees that would be harmed by sidewalk construction, providing adequate setback for homes on shallow lots and maintaining a country feeling.

- ❖ Continue assessing the need for sidewalks on blocks of primary and collector streets that do not have sidewalks on both sides and minor streets that lack sidewalks on at least one side. Priority ranking should be given to areas near schools, commuter stops and parks.
- ❖ Maintain sidewalks to promote safety and enhance appearance.

Bike Trails: No designated link exists between the Green Bay Trail to the east and the Forest Preserve trail system on the west side of the Village. Bike riding is difficult on two-lane east-west primary roadways; riding on the sidewalk creates a hazard for pedestrians.

- ❖ Create an east-west bike trail in Winnetka that would link the two north-south bike routes.
- ❖ Study ways to make Sheridan Road safer for bicycle use.
- ❖ Create designated bicycle routes around schools, where feasible.

4.6.3 PACE

Increasing ridership: Good public transit provides access for those without automobiles, reduces air pollution, supports the business districts and reduces traffic congestion. Increased use of PACE buses could help substantially in alleviating parking shortages in the Indian Hill area for New Trier High School students.

- ❖ Explore the potential for additional routes through the Village on major streets.
- ❖ Work with PACE to improve bus amenities, as discussed below.

Adequacy of bus shelters: The bus shelters provide minimal protection from inclement weather and are unattractive. The shelters are particularly inadequate

around New Trier High School, North Shore Country Day School and Washburne and Skokie Schools, where large numbers of students wait for the bus at the end of the school day. Some primary bus stops in the business districts have no shelters at all.

- ❖ Consider adding to or improving bus shelters at high volume stops.

Route information: Information about bus routes and schedules is difficult to find. Whereas the train stations post information, only the number of the bus route is posted, with no supporting information for those unfamiliar with PACE service.

- ❖ Post information at Gage Street and Green Bay Road, Elm Street and Chestnut Street, and Elm Street and Green Bay Road, as well as at bus shelters.

4.6.4 Union Pacific/METRA

Issues relating to the railroad stations and the railroad right-of-way are discussed in Chapter Five, sections 5.3.3.C, 5.5.2.A and 5.6.2.A.

4.6.5 Taxis and limousines: Private taxi and livery services provide an important part of the transportation network: on-demand service to take a passenger to any point in Winnetka or around the metro area. Reliable service is important for all members of the community, but particularly for older citizens and, increasingly, for school students.

- ❖ Encourage availability of dependable taxi and limousine service.

4.6.6 New Trier Township Dial-a-Ride

- ❖ Support Township programs that provide door-to-door transport services for the elderly and disabled.

4.7 UTILITIES

4.7.1 Water Facilities

System capability to meet demand: Based on existing trends, the population within the Winnetka water service area is projected to increase only slightly by the year 2020.

Winnetka water supply is limited by the allocation by the Illinois Department of Natural Resources. 2.425 million gallons per day (gpd) will be allocated in 2000 and 2.610/mgd in 2015.

Water plant: Other than routine repair, replacement and updating of existing equipment, the Water Plant has no need to expand capacity in order to meet anticipated demand.

Distribution system: The design of the Winnetka water main system has been sufficient to meet Village water needs. Although the system is generally in good condition, over 90% of the system was installed prior to 1930. Some areas have considerable deterioration of the cast iron mains; other areas have undersized mains for current water flow requirements. The system is being upgraded to provide the water flows necessary for fire protection and to provide a better connection with adjacent villages for emergency water supply. A systematic replacement program will be needed some time in the future. See Appendix 3, *Water Supply System*.

- ❖ Upgrade the fire protection and the bulk water transfer capabilities of the distribution system.
- ❖ Plan for systematic water main replacement program in conjunction with the street replacement and renovation program.
- ❖ Loop water distribution and eliminate dead-ends to reduce pockets of stale water and to increase the reliability of supply.

4.7.2 Electrical Facilities

Power supply: The Village has three sources of power: the power plant at Tower Road Beach and two connections to the Commonwealth Edison power grid in Northfield and in Glencoe. These provide Winnetka with unusual flexibility and reliability, as well as substantial capacity.

Alternate use for power plant property: Changing technology for generating, transmitting and storing electric power may change the use of the power plant at Tower Road Beach, however, the power plant is integral to the operation of the Water Department and to the distribution system of the Electric Department. Even if generation of electricity were to cease, the building with its electrical and water functions would still be needed.

Distribution system: Burying power lines, the beautification improvement most popular with residents, would also improve service reliability. The Village has made a financial commitment to bury all overhead utility facilities on Sheridan Road, Green Bay Road, Hibbard Road, Winnetka Avenue/Hill Road, Willow and Tower Road by the year 2010. See Appendix 4, *Electric Supply System*.

- ❖ Adopt a plan to bury power lines for the remainder of the streets after the current phase is completed, while considering financial implications in a rapidly changing environment for the utility.
- ❖ Continue the policy of screening power substations with fencing and landscaping.

- ❖ Ensure that aesthetics are maintained or improved as technological upgrades are installed.

4.7.3 Storm and Sanitary Sewer and Impermeable Surfaces

Storm water drainage for low-lying areas: The western portion of Winnetka is low and flat; storm water does not naturally drain out of this area. Although significant capital programs have greatly improved drainage, limitations still exist.

To maximize system capacity and to minimize the impact of drainage on downstream communities, storm water from significant rains will continue to be held in retention areas on residential properties until it dissipates naturally. Temporary ponding of this nature is considered acceptable. Flooded basements and impassable streets are not acceptable.

To develop specific options for improvement of the storm sewer system, Winnetka should:

- ❖ Survey the storm sewer system to identify areas of the Village served by undersized or inadequate sewers.
- ❖ Investigate whether storm water discharge problems could be most economically and effectively reduced by:
 - additional storm water pumping capabilities at the outlets along the North Branch of the Skokie River,
 - additional storm water detention areas near the Village Yards or at various locations throughout the Village, such as joint-use facilities (i.e. a combination recreational field/storm water detention facility) or
 - dredging portions of the North Branch of the Skokie River and the lagoons to increase their carrying capacity (a remote option, considering cost and inter-governmental approval required).

Impact of increasing impermeable surfaces in low-lying areas: For many years, the Village has been conscious of the potentially negative effect of new buildings or additions to existing homes in the flood plain and in areas with poor drainage. As a result, the Village has strict requirements for compensatory water storage and grading for new structures. However, increasing intensity of development in the low-lying western part of Winnetka adds impermeable surfaces that cannot absorb rainwater and therefore increases the number of structures that may be affected by heavy rains.

- ❖ Monitor the effect of construction and development in problem areas and monitor the impact of storm water detention regulation.

- ❖ Continue to refine regulations concerning development in low-lying areas as needed.

THE EFFECT OF PLAN RECOMMENDATIONS

Winnetka Architecture: Where Past is Present, A Guide to Timeless Styles describes the secret to Winnetka's success this way:

“Winnetka has always been provided the best of two worlds: a pleasant, small-town environment combined with proximity to a major metropolitan area. Winnetkans do not like to think of their community as just another northern suburb of Chicago, for the village not only has interesting architecture and unusual topography, but its desirability as a place to live has evolved from well-conceived planning by concerned citizens. As a result of this thoughtful guidance, Winnetka has been able to thrive in the modern world while retaining its traditions of architectural diversity, participatory government and excellence in education.”

The recommendations of this Plan are intended to implement the Vision of the Village and its Goals and Objectives with the effect of carrying the traditions established during the early part of this century into the next. The recommendations are designed to ensure that in 2020, the Village will retain its distinctive appearance and that limited new development will be designed to fit comfortably into existing neighborhoods, while enhancing the community's appearance.

CHAPTER V: THE GREEN BAY ROAD CORRIDOR & BUSINESS DISTRICTS

ISSUES AND RECOMMENDATIONS

5.1 INTRODUCTION

The Green Bay Road Corridor encompasses Green Bay Road from the northern border to the southern border of the Village and the Village's four business districts. This Chapter covers Corridor issues and general business district issues, followed by individual sections for each business district.

Green Bay Road is Winnetka's "axis," bisecting the Village, linking Winnetka's several commercial districts and connecting Winnetka to the downtown business areas of neighboring communities. The creation of Green Bay Road from a patchwork of pre-existing streets was recommended by the Winnetka *Plan of 1921* to siphon regional traffic off Sheridan Road. It was designed to concentrate commercial development along the Corridor next to the Union Pacific/METRA railroad tracks (hence an early street name, Railroad Avenue), thus creating a central north-south transportation corridor.

The business districts connected by Green Bay Road are important to Winnetka's vitality. They provide convenient shopping and services for the everyday needs of residents as well as opportunities for residents to meet and interact, thereby furthering a sense of community. The sales tax revenues generated by local retail businesses help pay for Village services, reducing the Village's real estate tax requirements.

The Village confines multiple-family development to the Corridor in response to the 1921 Plan's "concentric" land use organization that keeps high-density development close to the train stations and business districts, where multiple-family buildings buffer single-family neighborhoods from Green Bay Road traffic, passenger trains and commercial districts. Higher-density multiple-family districts and commercial buildings along the Corridor attract heavier traffic, diverting it from quiet residential streets.

5.2 GREEN BAY ROAD CORRIDOR

This chapter of the Plan gives guidance for changes that may occur in the future along the Green Bay Road Corridor and within its commercial districts. The issues and opportunities of existing land use are discussed, Village objectives and policies are presented, along with general recommendations. Specific discussions of individual business districts complete the Chapter.

5.3 GREEN BAY ROAD AND GENERAL CORRIDOR ISSUES

5.3.1 EXISTING LAND USE CONDITIONS - ISSUES AND OPPORTUNITIES

A. Transportation and Parking

Green Bay Road is a state route that was designed to handle a large volume of

regional traffic. Green Bay Road also serves the Village, providing centralized transportation for its residents and access to its business districts.

The width of Green Bay Road varies within the Village. In Hubbard Woods, Green Bay Road functions as a local commercial street: the cross sections are narrow, traffic is slower and on-street parking serves existing businesses. South of Tower Road, the road is wider and traffic speed is greater. In Indian Hill, Green Bay Road is wider yet, allowing parallel parking on both sides of the street and four lanes of traffic. Here, the traffic speed tends to be the greatest.

Because Green Bay Road was created from several pre-existing streets, it suffers from discontinuities that can confuse newcomers and jeopardize safety. There are no signs to help nonresidents navigate the twists and turns of Green Bay Road.

The Green Bay Trail, a paved bike path parallel to the railroad tracks, provides a safe alternative for bicyclists, walkers and joggers, including those who want an auto-free passage among the Village's business districts or to neighboring villages. However, access to and from the trail is limited.

Trains and buses provide mass transit. The railroad tracks and three train stations dominate the north-south core of the Village and are discussed in Chapter Three, section 3.6.4 and Chapter Five, including sections 5.3.2.C, 5.3.3.C, 5.5.2.A and 5.6.2.A.

PACE buses travel on Green Bay Road and east-west on major streets. They are discussed in Chapter Three, section 3.6.3 and Chapter Four, section 4.6.3.

B. Commercial Development and Multiple-Family Land Use

Several of the Village's larger multiple-family buildings are located on Green Bay Road: The Mews north of Pine Street, Hedge Row condominiums north of Willow Road, The Chimneys and Hemphill House, both north of Winnetka Avenue.

In 1998, to soften the impact of both multiple-family and commercial buildings on the village's appearance and infrastructure, as well as on adjoining single-family neighborhoods, the Village Council reduced the allowable building height to 2-1/2 stories or 35 feet.

Several townhouse developments have been built along or near Green Bay Road between Chatfield Road on the north and Winnetka Avenue on the south. Townhouses provide lower-density transitional areas between commercial districts and single family neighborhoods.

Properties on the west side of Green Bay Road south of Chatfield Road and north of Pine Street are zoned for multiple-family development but currently host a mix of uses including a greenhouse/Florist, an office, single family houses and lower-density multiple-family buildings. These properties are likely to be redeveloped between the years 2000 and 2020.

C. General Appearance and Landscaping

Other than the “Winnetka” sign that displays the Indian Trail Tree, there is nothing to mark the entrance to the Village from either Glencoe or Kenilworth. Since the sign is easy to miss, it can be confusing for people trying to find a destination in Winnetka or in adjoining communities.

The landscaping along the Corridor and the appearance of the railroad right-of-way have been largely neglected. Another aesthetic issue within the Corridor is the proliferation of unattractive regulatory street signs.

D. Architecture and Design

Winnetka has avoided many of the suburban design trends of the last forty years. This is due in large measure to the creation and acceptance of the 1921 Plan. The Boal Block (at the northeast corner of Elm Street and Lincoln Avenue), built in 1913 and designed by Chatten & Hammond, provided a model for successful retail design in Winnetka. Lake Forest’s Market Square, built 1916 and designed by Howard van Doren Shaw, provided further inspiration.

The established architectural style of the commercial districts is based on English Tudor Revival. These commercial masonry and half-timber structures are similar to those found in English villages. Alongside are examples of Arts and Crafts designs, which also emanated from England in the late 19th and early 20th centuries. Adhering to these styles gave Winnetka’s commercial districts a coherent, picturesque appearance within an urban street pattern. The blocks thus created contain a pleasing pattern of storefronts that relate to the sidewalk and pedestrians. The consistency of design results in a powerful statement of the “village” as it was originally conceived.

Georgian and Classic Revival styles were selected for larger government structures and the railroad stations. These are also consistent with the Village character for they are of masonry construction and represent good examples of revival styles. There are also examples of modern design, which do not always blend successfully with the scale and character of the Village.

The character of the Village is molded by the arrangement of the buildings and their individual design. The distinct commercial districts arranged around the three railroad stations reflect the convenience limits of neighborhoods, the importance of transportation and the social and cultural habits of the villagers. These districts are still viable and have allowed Winnetka to avoid one large town center, which would have substantially changed the village character of Winnetka.

Consistency of design and the use of picturesque styles combine to give Winnetka’s commercial districts a pleasing quality, consistent with the Village’s residential character. Winnetka remains a model of successful development for Chicago suburbs.

The Winnetka Historical Society’s 1990 publication, *Winnetka Architecture: Where Past is Present, A Guide to Timeless Styles* says, “the variety and quality of

architecture in Winnetka make the Village a ‘living museum’ of styles.” Many Village commercial buildings exhibit exceptional design and materials; there is ample precedent for design excellence for both public and private buildings.

5.3.2 GREEN BAY ROAD CORRIDOR GOAL AND OBJECTIVES AND POLICIES

Goal: Ensure a balanced and attractive pattern of land uses, development and infrastructure along Green Bay Road, the railroad facilities and adjacent residential neighborhoods running from the north to the south gateways of the Village (the “Corridor.”)

Objectives and Policies:

A. Transportation and Parking

Assure a better balance in the use of Green Bay Road that addresses the safety and convenience of motorists, bicyclists and pedestrians.

Explore methods to reduce traffic speed on Green Bay Road.

Ensure the safe, efficient movement of vehicles within the Corridor and cooperate with the railroad and State or County highway agencies to improve the road and rail system.

Discourage cut-through traffic and vehicular congestion on residential streets adjacent to the Corridor and limit non-residential parking on residential streets throughout the Corridor. Discourage regional cut-through traffic on Village thoroughfares.

Encourage bicycling and walking as alternatives to motor vehicles within the Corridor.

Encourage the use of existing mass transit within the Corridor and provide for expanded services if needed.

Improve the safety and appearance of pedestrian walkways and street crossings along the Corridor.

B. Commercial Development and Multiple-Family Land Use

Provide for a wide range of office/service and retail commercial land uses and development within the existing business districts in the Corridor.

Provide for low-to-medium-density multiple-family townhouse and condominium developments within the Corridor as indicated on the Comprehensive Plan Map. Ensure compatibility of land uses and a smooth transition between single family residential neighborhoods and all other uses.

C. General Appearance and Landscaping

Improve the design of the north and south entries to the Village, including more attractive and prominent placement of the Winnetka signs.

Develop a program of beautification and functional improvements for both public and private property throughout the Corridor, with special emphasis on landscaping, tree planting, public rights-of-way, street crossings, parking lots, ornamental lighting, railroad stations and signs.

D. Architecture and Design

Create design review standards as described in section 5.3.3.D.

5.3.3 GREEN BAY ROAD CORRIDOR RECOMMENDATIONS

A. Transportation and Parking

The following Green Bay Road intersections require attention to reduce the vehicular accident rate and/or improve pedestrian safety.

Green Bay Road - Tower Road: Because Green Bay Road bends to an east-west direction for one block, there are two Green Bay Road-Tower Road intersections, which can be confusing and hazardous for pedestrians and drivers alike. Conduct a traffic study at these intersections to address pedestrian safety and traffic flow.

The Village should undertake a program of beautification for the parking lot south of Tower Road as indicated in other sections of this Plan.

Consider signs that direct traffic to the Edens Expressway northbound entrance.

Green Bay Road - Spruce (and Chestnut) Streets: Redesign this intersection to improve safety and traffic flow. Currently, the intersection accommodates five curb cuts and three streets. The cross section of Spruce Street is so wide that pedestrian crossing is difficult and even veteran drivers are confused as to who has the right of way. Many drivers are not aware of the shopping center's one-way entrances and exits since the signs don't attract their attention. The configuration of the intersection should be redesigned to promote safety and a better appearance, which could include the creation of a pocket park.

Green Bay Road - Elm Street: Redesign this intersection, which is exceptionally wide for a pedestrian crossing and complicated by two railroad station parking lot entrances. Improve its safety and appearance.

Green Bay Road - Willow Road: This is a major intersection leading to the Edens Expressway southbound entrance, yet nothing identifies it. Consider a major sign or landmark that will highlight this intersection. The double stop sign at the Willow-

Green Bay intersection is not universally noticed nor understood. Increased traffic volume may require consideration of a traffic light or a left-hand turn lane for north-bound traffic turning west onto Willow Road.

Green Bay Road - Church Road: Install a 90-degree intersection at this junction to create a safer intersection and to slow southbound Church Road traffic.

Green Bay Road - Winnetka Avenue: Undertake a traffic study to enhance safety and to determine whether turns from Green Bay Road onto Winnetka Avenue and Brier Street can be more safely accommodated. This intersection is exceptionally wide for pedestrian crossing and is complicated by a right hand turn curb cut on the southeast corner. The extreme width includes both Green Bay Road and Brier Street and additional curb cuts for a convenience store and a service station. The intersection must accommodate a high volume of New Trier High School students, both in cars and as pedestrians. A traffic study must address existing conditions as well as the impact of new development that may be proposed in the future.

Explore “traffic calming” methods that will slow down traffic on Green Bay Road.

Review pedestrian underpasses for safety, security, lighting, aesthetics, landscaping and condition. Improve maintenance and appearance.

Create signs that help nonresidents follow Green Bay Road’s twists and turns.

Parking issues are examined in the individual business district sections.

B. Multiple-Family Land Use and Development

Where existing B-1 parcels in the districts provide transitional buffers between commercial districts and single-family neighborhoods, the B-1 designation should be retained.

Reduce density and add green space, providing a better balance between open space and building mass. Future redevelopment should avoid overwhelming Green Bay Road with bulky multiple-family developments and should devote more attention to landscaping.

Redevelopment should be held to the design standards displayed by the rest of the community, providing a friendly street presence, so that the entire length of Green Bay Road will be visually appealing as a “Winnetka Street.”

Require below-grade parking facilities for new developments along the Corridor. Where surface parking lots are appropriate, assure that they are thoroughly screened with landscaping preferred to walls or fences.

C. General Appearance and Landscaping

The Public Works and Police Departments should create a master map of regulatory signs, indicating location and type. The Design Review Board should review location and frequency of sign placement according to accepted standards to evaluate whether there is unnecessary proliferation.

Streetscape Improvements: The newly formed Village Beautification Committee should create and implement a beautification strategy for the Corridor and its business districts. The Committee could work with the Winnetka Garden Council on selected projects.

Seek State agreement to replace the guardrail located on the east side of Green Bay Road between Elm Street and Tower Road with something more appropriate to the look of the Village.

Remove all chain-link fencing throughout the Corridor and, if needed, replace it with decorative fencing more appropriate to the character of the Village.

Implement a program of landscape improvements to the railroad right-of-way along the Green Bay Trail with Union Pacific/METRA's assistance.

D. Architecture and Design

Design Review Guidelines: Create design standards that would assist the Design Review Board in evaluating project proposals for commercial, institutional or multiple-family buildings. Design standards should be consistent with the analysis of Winnetka's architectural character described in section 5.3.1.D and in the *Community Goals and Objectives* in sections 2.2 and 2.3 of Chapter Two.

5.4 THE FOUR VILLAGE BUSINESS DISTRICTS

5.4.1 EXISTING CONDITIONS; ISSUES AND OPPORTUNITIES

The Green Bay Corridor includes four distinct business districts with a diversity rarely found in similar-sized communities: Hubbard Woods on the north, West and East Elm Street districts in the center and Indian Hill to the south. A railroad station serves each location. The business districts display a variety of land uses, building heights and on street and parking options. See Maps 7, 8 and 9, *Existing Land Use*.

Planning Sub-Areas: Planning Sub-Areas are defined as *the business district core plus the adjacent single-family neighborhoods that are affected by commercial activity*. This ensures that the impact on single-family neighborhoods is considered when reviewing commercial district projects. No extension of the commercial districts is recommended in this Plan nor implied by the Planning Sub-Area boundaries.

Most of the Hubbard Woods and Elm Street business districts are subject to C-2 retail overlay zoning that encourages retail uses on the first floor and prohibits drive-through

services. The policy keeps service offices on the periphery of or on upper floors within the commercial districts and promotes creation of a “critical mass” of retail shops that will attract customers. The existing offices within the overlay district pre-date this use requirement.

In recent years, the village has lost essential shops including four pharmacies, a variety store, a hardware store and an appliance store, potentially harming the optimal business mix needed to keep residents shopping in town and to attract non-residents to specialty stores.

The commercial districts and most of their architecturally distinctive buildings were developed in the 1920’s. The buildings front on the sidewalks with tenant parking placed to the rear, invisible from the street. Some portions of the districts are served by alleys, which siphon off some parking demand, allow off-street loading and unloading of merchandise, and provide hidden areas for refuse storage and pick up. These features enhance the pedestrian character of the business districts and contribute to their charm. However, more reliance on the automobile has increased the demand for parking.

To encourage the development of a retail core that achieves a “critical mass” and to discourage strip-mall type development, the Village does not require onsite parking for first floor commercial use. Traditionally, the business districts have been served by on-street parking. Over time, the Village has developed off-street parking lots on the periphery of the districts that accommodate employee, commuter and shoppers’ needs. In the 1980's, the Village built a two-tier parking deck in Hubbard Woods. In addition, in 1998, the Village began requiring underground parking to be provided for new upper and lower level uses.

Commercial and multifamily zoning districts allowed 4-story, 42 foot high buildings until 1998 when, in response to public concern over bulk, the Village Council lowered the height limit to 2-1/2 stories or 35 feet.

5.4.2 BUSINESS DISTRICTS: GOAL AND OBJECTIVES AND RECOMMENDATIONS

Goal: Promote a strong community identity and opportunities for residents to interact while building a healthy commercial tax base. Provide a broad range of goods and services so that Winnetka residents can satisfy most of their ordinary shopping requirements in the Village and so that non-residents will come to the Village for specialty goods and services.

Objectives and Recommendations

Economic Vitality

Maintain the essential quality, viability and attractiveness of Winnetka's business districts while encouraging new economic development consistent with the character of the Village and the individual business districts.

Recognize the importance of retaining a grocery store in the Village.

Encourage Village residents to patronize Village businesses.

Encourage the cooperation and effective organization of private and public resources to keep Winnetka's business districts vital.

Assess the overall vitality of the commercial areas within the Village and the need for some level of economic development support.

Enhance communication and cooperation between the Village and the business community.

Environment

Control the use and location of commercial lighting so that it does not impair the tranquility of single family neighborhoods.

Reduce and control noise from the commercial districts that affects adjacent neighborhoods.

Consider the environmental impact of commercial development, including its effect on drainage, noise and air pollution. Additional impermeable surface could exacerbate drainage problems.

A. Transportation and Parking

Provide adequate and convenient public parking, assure that longer-term parking needs be met by off-street and underground or deck facilities and that parking is paid for primarily by those who benefit from it.

Retain the present policy that requires developers to provide parking for uses above and below the first floor, but not for first floor commercial use (to avoid strip-mall development).

Encourage pedestrian and bicycle accessibility, safe crossings at major intersections, convenience, safety and amenities in all business districts.

Encourage the provision of on-site parking at the rear of buildings, with access via alleys or private driveways, to reduce demand for on-street parking.

B. Commercial Development and Multiple Family Land Use

See Maps 10, 11, and 12, *Land Use Plan*

Encourage development that is appropriate for the scale and intensity of commercial activity and consistent with the Comprehensive Plan Map.

Require all commercial and multi-family buildings to be buffered from residential areas through the use of landscaping and/or other design techniques.

Maintain the Village Zoning regulations that limit the height of new buildings or additions to two-and-one-half stories to encourage gabled or pitched roofs, with rear building height scaled down to meet the scale of immediately adjoining single-family neighborhoods.

Review Winnetka zoning regulations to protect the quality of business districts. Promote the compatibility and continuity of retail activities on ground floors. Control and limit drive-through businesses and continue to require retail uses on the ground floors in both the Hubbard Woods and Elm Street business districts. Evaluate special use permit standards for effectiveness.

Minimize the number of curb cuts to help retain block face continuity in the business districts.

Ensure that new development does not decrease public parking supply, particularly on-street parking that supports retail use.

Maintain and enhance existing alleys, which absorb some parking demand, provide off-street loading and unloading and accommodate refuse storage and pickup. Garage entry should be accessed from alleys whenever possible. Recognize that alleys are a significant business district resource.

C. General Appearance and Landscaping

See Corridor recommendation, section 5.3.3.C of this Chapter.

D. Architecture and Design

Preserve existing historical commercial buildings and require new development to be compatible with the historic character of the business districts.

5.5 HUBBARD WOODS BUSINESS DISTRICT PLANNING SUB-AREA

5.5.1 EXISTING CONDITIONS

The Hubbard Woods Business District Planning Sub-Area¹ extends from Scott Street on the north to Chatfield Road on the south, from the railroad tracks on the east to Gordon Terrace on the west. The District is linear with most businesses located along Green Bay Road. Integral to the character of the Hubbard Woods shopping district is the relatively narrow cross section of Green Bay Road, making it function more like a local street than a state highway. See Map 7, *Existing Land Use*.

The predominant features of the district include Hubbard Woods Park, a railroad station, a post office branch, several bank offices, a variety of specialty shops including antique

¹ “Planning Sub-Area” is defined as the business district core plus the adjacent single-family neighborhoods that are affected by commercial area activity. See section 5.4.1.

stores, boutiques and other retail shops, restaurants, medical offices, multiple-family residences and automobile services. Sacred Heart Church and its school are located on the west side of the Planning Sub-Area. Buildings range from one story to 3-1/2 stories in height. The Sub-Area is distinguished by many distinctive half-timber Tudor Revival buildings, as well as several fine Art Deco limestone buildings and vintage red brick commercial buildings.

Parking in the District includes on-street and alley parking, limited private off-street parking and three Village-owned facilities: a parking deck adjacent to the Hubbard Woods train station, a lot adjacent to the railroad right-of-way, north of Tower Road and a lot south of Tower Road at the foot of the business district. The Village parking lots provide important parking for the area's businesses during the day and for nearby multiple-family dwellings at night.

Hubbard Woods has become a thriving business area in the past several years due in part to increased parking availability provided by the Village and a comprehensive effort by the Chamber of Commerce to upgrade the business district. Contributing features included building a gazebo and upgrading the playground in Hubbard Woods Park and recruiting an anchor tenant for the first floor of the Packard building at 925 Green Bay Road.

5.5.2 OBJECTIVES AND RECOMMENDATIONS

A. Transportation and Parking

Address safety and pedestrian accessibility at the two Tower Road and Green Bay intersections as outlined in section 5.3.3.A.

Cooperate with Union Pacific/METRA on a program to improve the appearance and functionality of the Hubbard Woods train station. The Village should consider renovating the building and providing a new canopy on the west side for the pick-up and drop-off of passengers. The newspaper stands are unattractive and should be placed wherever their impact can be minimized. The grounds should be enhanced with low maintenance plantings and irrigation.

B. Commercial Development and Multiple-Family Land Use

No recommendations. See Map 10, *Land Use Plan*.

C. General Appearance and Landscaping

Streetscape Elements: Upgrade streetscape elements as outlined in section 5.3.3.C.

Sidewalk trees failed to flourish because the species chosen was inappropriate for the conditions, which include utilities running under the sidewalk that can constrict root systems.

Encourage proposals to construct a focal point at Green Bay and Tower Roads. Such

proposals could include an architecturally significant wall or a small park with a significant structure. Any proposal must be compatible with the scale of the residential neighborhood, address traffic congestion in the area, provide pedestrian access from Locust Street north to Green Bay Road and be appropriate in a neighborhood with two nearby schools. The parking lot at that location, which serves the needs of the business district, could be redesigned but capacity should not be reduced.

Encourage and cooperate with automobile service businesses to provide landscaping and other visual improvements to soften the impact of these land uses. Find a way for repair facilities to store vehicles in areas screened from the street. As uses change, review the number of existing curb cuts for appropriateness.

Improve alley lighting for pedestrian and traffic safety.

Establish guidelines for alley maintenance in order to enhance the rear facades of properties fronting on Green Bay Road, particularly with respect to the placement of dumpsters.

Upgrade on a priority basis the Village Parking lot and alley adjacent to the railroad cut.

Gage Street and Green Bay Road: Create a private mini-park at the southwest corner of Gage and Green Bay in cooperation with the property owner to provide an amenity for shoppers and a visual improvement for the street.

5.6 WEST ELM STREET BUSINESS DISTRICT PLANNING SUB-AREA

5.6.1 EXISTING CONDITIONS

The West Elm and East Elm Street Planning Sub-Areas² together constitute the central business district of the Village. Physically separated by the railroad cut, the major connections between the two districts are the Elm Street Bridge and the pedestrian bridge at the railroad station. The character of each Planning Sub-Area differs in land use and building height. See Map 8, *Existing Land Use*.

The West Elm Street Planning Sub-Area extends from Pine Street on the north to Cherry and Ash Streets on the south, from the railroad tracks on the east to Birch Street on the west. The West Elm Street area is the Village's general business district, providing essential services such as grocery stores and public buildings. It is laid out on a grid street pattern. The Sub-Area is generally characterized by mixed-use development of a greater density and scale than the other three business districts.

The district is centered around Elm Street. Parallel to and south of Elm Street is Moffatt

² "Planning Sub-Area" is defined as the business district core plus the adjacent single-family neighborhoods that are affected by commercial area activity. See section 5.4.1.

Mall, which defines an east-west axis running from the Georgian Revival-styled Village Hall on the east to the current Post Office block on the west. The 1921 Plan recommended that this east-west axis be extended to the east with a train station spanning the tracks (not built), through Village Hall, Moffatt Mall and to a Civic Auditorium (not built) west of the current Post Office building.

The predominant features of the district include Station Park, Dwyer Park, a railroad station, public buildings (Village Hall, the Winnetka-Northfield Public Library and the Post Office), two churches, grocery stores, several banks, boutique retail stores, restaurants, book and toy stores, real estate offices, medical offices and multiple-family residences. Most buildings have retail shops or restaurants on the ground floor and multiple-family dwellings or offices upstairs. The buildings range from single story to four stories in height, with a large number of buildings between two and three stories in height. The area has many exceptional Tudor Revival mixed-use buildings, all built in the 1920's. West of Chestnut on Elm are several high-quality one-story commercial storefronts, also built in the 1920s.

Parking in the Sub-Area is comprised of on-street parking, municipal parking lots next to the train station, and north and south of the Post Office. Employee-only parking is located immediately south of the Village Hall, on Dwyer Court and on Birch Street.

There is some hidden off-street private parking, accessible by alleys, but most of the development in the Sub-Area, including many multiple-family dwellings, is not supported by private off-street parking.

Unique to the West Elm district are two large parcels that are significantly underused relative to the rest of the district. The first parcel is the Post Office block, owned by the Village, on Chestnut Street between Elm and Oak. The Post Office lease for this land will expire in year 2007. While the Post Office retail desk and postal boxes are important for village residents, the larger distribution and sorting facility requires significant space devoted to truck parking and loading 24 hours a day. This light industrial use is incompatible with other business district functions and its proximity to single-family neighborhoods.

The second large parcel is the suburban-style shopping center on Green Bay Road between Spruce and Pine Streets. Currently anchored by a grocery store, the center provides Village residents with convenient shopping and on-site parking. While the perimeter of the site is landscaped, the street-side location of the large parking lot breaks up the pedestrian nature of the central business district and is inconsistent with Village character.

There are several one or two-story buildings in the West Elm district that may be redeveloped in the next 20 years, particularly along Oak Street near the Village Hall. The alleys from Oak Street and Elm Street to Moffatt Mall should be retained.

5.6.2 OBJECTIVES AND RECOMMENDATIONS

A. Transportation and Parking

Study the intersection of Green Bay Road and Elm Street to address pedestrian crossing difficulties, as outlined in section 5.3.3.A.

Study the intersection of Green Bay Road, Spruce Street and Chestnut Street to improve traffic flow and vehicle and pedestrian safety, as outlined in section 5.3.3.A.

Elm Street Station: Explore alternatives that link the two Elm Street business districts such as cooperating with METRA to redevelop the railroad station into a commercial-retail structure that spans the railroad tracks. As in Hubbard Woods, the station, which is situated prominently, is not attractive. The Village has at least two options for addressing railroad station needs. Either option holds the potential for locating parking structures below grade level, open to the railroad cut for light and air, on both the east and west sides of the tracks. This would minimize surface commuter parking and allow expansion of the existing park, providing more green space in the center of the Village.

The first option is to renovate the existing building and provide a new canopy on the west side for the pick-up and drop-off of passengers. All features, including stairways, shelters and fences, should be substantially upgraded with high quality design and materials. Additional retail or service commercial uses could be added to the building. A wider, more attractive pedestrian bridge connecting the east and west sides of the tracks could encourage greater pedestrian movement from one side of the tracks to the other. Overall maintenance of the grounds should be enhanced with low maintenance plantings, including irrigation. Newspaper stands should be placed wherever their impact can be minimized.

A more ambitious plan would construct a station that spans the tracks connecting the East and West Elm Business Districts as first recommended in the 1921 Plan. Retail space would serve commuters. The space could also accommodate seasonal “festival” use: for example, farmers’ markets in the summer or holiday shopping in December. A committee should be formed to study this option.

C. Commercial Development and Multiple Family Land Use

See Map 11, *Land Use Plan*.

Post Office Site: The Post Office lease will expire in 2007 and the site will revert back to Village control. This strategic location could accommodate a mix of commercial uses capable of attracting users into the area and ensuring the viability and vitality of the District.

At present, apart from the Village Hall, there is no central visual focal point in the Village. There appears to be widespread consensus that the redevelopment of the Post Office site, coupled with other streetscape improvements, presents the Village with an opportunity to create a special central core area that could accomplish many goals at once: aesthetic, economic, parking and social. This is perhaps the single most important land use issue in the Village.

Form a Village committee in the year 2000 to assess the options for this strategic location and to manage the process. The Committee's recommendations should include:

- Whether the Village should retain ownership of the property, leasing it to the developer.
- Retaining a retail Post Office facility.
- Conduct a widely publicized design-build competition to attract the most creative thinking available.
- Proposals should provide for a mixture of high quality residential, public, park and retail uses based on a Market Square or central plaza model. An option for assisted-care facilities for senior citizens should be considered.
- Proposals should retain the open axis from Village Hall through Chestnut Court, extending it to Dwyer Park.
- Proposals must address the impact on adjacent single family residential areas and may include the use of transitional townhouse zones.
- Retain the current quantity of customer and employee parking. The redeveloped block should include both below-grade parking for employees and building residents and surface parking, possibly in the form of diagonal on-street spaces, for retail customers.

North Side of Spruce and West of Green Bay Road: The small, suburban style shopping center at the north end of the Sub-Area provides on-site parking for a convenient grocery and other shops. The perimeter of the site is landscaped, but the parking lot remains the prominent feature, highly visible from the roadway. A more substantial landscape screening effort for the parking lot, possibly in conjunction with Village efforts, could better integrate this convenient shopping location with the more traditional pedestrian shopping areas south of Spruce Street. Redevelopment at this site should encourage buildings that front on the Green Bay Road and Spruce Street sidewalks, with parking located to the rear. Existing parking availability should be maintained.

North Side of Oak Street between Linden and Chestnut Streets: The single-story commercial buildings on the north side of Oak Street between the alley and Chestnut Street do not reflect the permitted development intensity. Development proposals are likely during the life of this Plan. Redevelopment proposals should be an attractive mixed-use development compatible with the character of Village Hall. A potential land use should be explored now. This could be as simple as maintaining the existing commercial designation of the parcels and review of development proposals as they are presented or by taking a more proactive approach and providing development guidance. Ground floor retail with dwelling units or office uses on the upper floors should be encouraged. The alley should be retained.

D. General Appearance and Landscaping

The central business district of the Village deserves the best possible aesthetic treatment to create a physical setting for pedestrian activity that is comfortable, convenient, visually interesting and secure.

Streetscape elements: Upgrade streetscape elements as outlined in section 5.3.3.C.

Village Hall Parking Lot: If and when parking can be located in a nearby below-grade facility, consider creating a small park at the corner of Green Bay Road and Oak Street immediately south of the Village Hall, possibly incorporating a sculpture or monument, seating areas and other aesthetic features.

Southwest Corner of Oak and Linden: The small private green space on the corner provides valuable open space for the Village. Should development of the parcel be proposed, the Village should take appropriate steps to preserve it.

Dwyer Park: Cooperate with the Winnetka Park District, along with the Garden Council and local garden clubs, to develop and implement improvements for Dwyer Park that complement the redevelopment of the Post Office site.

5.7 EAST ELM STREET BUSINESS DISTRICT PLANNING SUB-AREA

5.7.1 EXISTING CONDITIONS

The East Elm Planning Sub-Area³ extends from Pine Street on the north to Cherry and Ash Streets on the south, from the railroad tracks on the west to Arbor Vitae, Maple and Cedar Streets on the east. The East Elm Sub-Area has a markedly different character from the West Elm Street area, as it is smaller and less densely developed. See Map 8, *Existing Land Use*.

The predominant uses at ground floor level are retail specialty shops including a number of antique stores, restaurants, many real estate brokers, medical offices and apparel stores. A mixed-use building with underground parking is currently under construction on the west side of Lincoln Avenue. The Village Green anchors the Sub-Area's eastern boundary. Public and semi-public buildings include the New Trier Township offices, two churches, the Winnetka Woman's Club and the Winnetka Community House.

The East Elm Street Business District is comprised largely of 1 and 2-story buildings with a 4-story multifamily building at Lincoln and Oak and a 3-story building on the north side of Elm between Arbor Vitae and Lincoln. The buildings north of Elm on either side of Lincoln are all between 1 and 2-1/2 stories and contribute to a character that is less intensive than the West Elm Planning Sub-Area.

³ "Planning Sub-Area" is defined as the business district core plus the adjacent single-family neighborhoods that are affected by the commercial area activity. See section 5.4.1.

Exceptional architectural features of the business district include the two-story Boal Block (northeast corner of Elm and Lincoln) and the matching one-story Arts and Crafts buildings to its north. East of Lincoln Avenue on the north side of Elm Street is an eclectic mix of styles and heights, including Tudor Revival and some red brick and limestone commercial buildings, all dating from the 1920's. The Tudor Revival-styled Winnetka Community House, which offers diverse programs for all age groups, and the Georgian-styled Winnetka Congregational Church sit to the north at Lincoln Avenue and Pine Street. Christ Church parish house, in the Gothic Revival style, sits at Maple and Oak Streets towards the south and houses Willow Wood Nursery School.

Public parking in the Planning Sub-Area consists of on-street parking and municipal parking lots south of the Community House and on the south side of Elm Street across from Arbor Vitae Street.

5.7.2 OBJECTIVES AND RECOMMENDATIONS

A. Transportation and Parking

Parking Structure: Consider the parking needs of commuters, shoppers and employees. If demand dictates, consider replacing the surface parking lot south of the Community House with an underground or decked parking structure that is open to the railroad embankment. While a 1996 survey concluded that a parking structure would not be used by shoppers in the District, the situation could change over the life of the Plan, particularly if additional parking is needed to serve the needs of the Community House, commuters and/or employees. An attractively designed parking structure, located at the existing parking lot, but open to the light and air of the "cut," would allow a level or two of parking below grade with height above grade limited to 1 ½ to 2 stories.

B. Commercial Development and Multiple Family Land Use

See Map 11, *Land Use Plan*.

Elm Street (south side) Single-story Commercial Buildings: The single-story commercial buildings on the south side of Elm east of Lincoln are less intensive than allowed by the District zoning regulations and do not reflect the aesthetic character of the Village. If proposals for the redevelopment of this block are presented within the life of the Plan, the Village should require development that is compatible and architecturally harmonious with the less intense character of this portion of the Village.

Lincoln Street Frontage Development: Consider proposals for improving the appearance from the street of the surface parking lot on the west side of Lincoln Avenue (just south of the Community House) with a new building or substantial buffering, leaving room for an access drive to the existing parking lot (or future parking structure). A building would obscure the view of surface parking or a future parking structure, while providing additional business floor space that could contribute to the vitality of the street. Alternatives could include a decorative wall or

extensive landscaping that extends the block face to screen the lot from Lincoln Avenue and to continue the attractive pedestrian-friendly streetscape

C. General Appearance and Landscaping

Streetscape Elements: Upgrade streetscape elements as outlined in section 5.3.3.C.

5.8 INDIAN HILL BUSINESS DISTRICT PLANNING SUB-AREA

5.8.1 EXISTING CONDITIONS

The Indian Hill Planning Sub-Area⁴ extends from Sunset Road and the Chimneys apartment building on the north to the Village boundary with Kenilworth on the south. It extends west to Church Road and east to include Indian Hill Park and the grounds of New Trier High School. See Map 9, *Existing Land Use*.

The predominant uses in the Planning Sub-Area include New Trier High School, Indian Hill Park, a railroad station and low-density commercial facilities. Individual uses include a car dealership, a convenience store, a dry cleaning shop, banks, restaurants, medical and real estate offices, an automobile repair business and multiple-family residences. The train station and New Trier High School attract significant traffic to the area on weekdays.

The Sub-Area is comprised of buildings that range in height from one to 3-½ stories, with the large majority of the structures at one or two stories. The district has several outstanding Tudor Revival buildings dating from 1920's, including the Chimneys apartments and its adjacent office building, the Feigenheimer Building at 454-462 Winnetka Avenue and the Tudor Row business condominiums at 38-50 Green Bay Road. Recently, a bank made a considerable investment in a new 2-1/2 story building.

Public parking in the Sub-Area is provided by a large lot north of Winnetka Avenue adjacent to the train station, which provides parking for both commuters and New Trier High School. It is sporadically screened by a variety of foliage, some professionally landscaped, some weed species. A smaller single-row lot along the railroad embankment south of Winnetka Avenue provides commuter, employee and customer parking for businesses. It is not landscaped. There is also on-street parking on both sides of Green Bay Road, which is not desirable because of the speed of the traffic.

Indian Hill is different from the other three districts as it is extremely linear with buildings only on the west side of Green Bay Road (facing the railroad tracks to the east), plus a 3-1/2 story building east of the railroad underpass at 454-462 Winnetka Avenue. All of the Indian Hill Business District is zoned C-1. It does not have the C-2 zoning overlay that covers most of the other business districts and therefore non-retail uses are allowed on the first floor.

⁴ "Planning Sub-Area" is defined as the business district core plus the adjacent single family neighborhoods that are affected by commercial area activity. See section 5.4.1.

The wide cross section of Green Bay Road in the Indian Hill area overwhelms the pedestrian character of this district. Largely due to the 3,500 persons attending New Trier High School each weekday, the Indian Hill Planning Sub-Area suffers from both traffic and parking problems.

The shallow, small commercial lots do not allow for buildings with desirable off-street parking. The lots back up to a well-established single-family neighborhood with only a fence and alley for separation, thus additional intensity on the commercial properties has significant impact upon adjacent houses. The alley stops abruptly before it reaches the Kenilworth border, interfering with service access to some commercial buildings.

Because the commercial lots are shallow and parking adjacent to the businesses is limited, it appears unlikely that development of significantly higher intensities will occur in the area.

5.8.2 OBJECTIVES AND RECOMMENDATIONS

A. Transportation and Parking

Traffic and pedestrian safety: Redesign the intersection of Green Bay Road and Winnetka Avenue to improve flow and safety of vehicular and pedestrian traffic.

Winnetka Avenue Underpass: Improve lighting and pigeon control for the Winnetka Avenue underpass east of Green Bay Road.

Traffic Calming: Explore methods to slow down traffic on Green Bay Road.

New Trier High School: Pursue, in cooperation with New Trier High School, improvements that address traffic and pedestrian congestion, traffic circulation and parking demand and supply in the District. New Trier traffic affects the neighborhoods of both Greeley and Joseph Sears elementary schools.

There is insufficient parking for New Trier students on the campus. Therefore, the neighborhood is burdened with illegal on-street parking, which creates congestion and adversely affects single-family residences in otherwise quiet neighborhoods. Work actively with New Trier High School to develop an effective means of parking management and encourage alternative means of getting to school, particularly the use of mass transit (PACE and METRA), bicycles, etc.

Kenilworth Elementary District 38: District 38's population is small; any development in the Indian Hill portion of Winnetka that would attract families with school-aged children could have a significant impact on the Sears School. Keep District 38 officials informed of development proposals

B. Commercial Development and Multiple Family Land Use

See Map 12, *Land Use Plan*.

Retain the Feigenheimer Building's (454-462 Winnetka Avenue) C-1 zoning designation. Encourage proposals from New Trier High School or other public agencies for the first floor use of this building.

Guide any redevelopment of the Indian Hill Business District so as to preserve the residential character of the adjacent neighborhood.

Encourage developers to orient building frontages along the sidewalk and parking to the side or rear of the buildings.

Encourage proposals for the redevelopment of property on the west side of Green Bay Road, both north and south of Winnetka Avenue that will address traffic circulation, parking and landscape buffering. Redevelopment should be multiple-family units with underground parking or town houses with individual parking garages. Commercial and retail development should primarily serve local neighborhood needs.

Brier Street Alley: The alley behind the homes on Brier Street, backing up to commercial uses on Green Bay, should be opened all the way to Exmoor Road and the alley in Kenilworth. This important public right-of-way should be maintained for public purposes and not ceded to adjoining property owners.

C. General Appearance and Landscaping

Streetscape Elements: Plant sidewalk trees and upgrade streetscape elements as outlined in section 5.3.3.C.

Southeast of Green Bay Road / Winnetka Avenue - Parking Lot: Implement a program of substantial beautification, landscaping and pedestrian access improvement to this area. The parking lot needs considerable upgrading and could be made attractive by constructing a decorative wall along Green Bay Road, lowering the parking level to grade (thus making the cars less visible to passers by), installing decorative lighting and moving the parking area several feet into the railroad embankment. This would provide adequate space between Green Bay Road and the parking lot to install a wall, trees, additional landscaping and an irrigation system.

Southeast Corner of Green Bay Road / Winnetka Avenue: Encourage and cooperate with the automobile service business at the southeast corner of the intersection of Green Bay Road and Winnetka Avenue to provide landscaping and other visual improvements to soften the impact of this land use. Encourage a change in the existing land use from a commercial auto repair facility to a Village park that could also provide a visible gateway directing visitors to New Trier High School to the east.

5.9 EFFECT OF GREEN BAY ROAD CORRIDOR RECOMMENDATIONS

The Green Bay Road Corridor plan is intended to reclaim Green Bay Road as a Winnetka street, both functionally and visually, serving the needs of Winnetka residents and strengthening the pedestrian character of each of the four business districts.

APPENDIX 1: CITIZEN SURVEY DATA

FINAL TABULATION: 875 RETURNS OR APPROXIMATELY 15% OF MAILING
DECEMBER 30, 1997

General Issues

1. How long have you lived in Winnetka?			
Less than 5 years	155	15 to 20 years	87
5 to 10 years	104	Over 20 years	409
10 to 15 years	113		
2. Why did you choose to live in Winnetka? (circle up to three)			
School system	622	Citizen involvement	17
Community stability	193	Cohesiveness of the Village	23
Village character/charm	376	Pedestrian orientation	49
Ambiance	66	Proximity/accessibility to Chicago	384
The people	114	Lakefront/beaches	225
Variety of housing	37	General beauty of Village	128
Quality of housing	143	Community House	15
Affordability of housing	46	Convenience of Shopping	27
Size of the Village	64	Community feel	118
Caucus system	6	Park system/District	54
3. Why do you choose to stay in Winnetka? (circle up to three)			
School system	371	Citizen involvement	30
Community stability	232	Cohesiveness of the Village	48
Village character/charm	343	Pedestrian orientation	68
Ambiance	84	Proximity/accessibility to Chicago	296
The people	282	Lakefront/beaches	174
Variety of housing	26	General beauty of Village	142
Quality of housing	82	Community House	17
Affordability of housing	9	Convenience of Shopping	55
Size of the Village	84	Community feel	183
Caucus system	12	Park system/District	57

Housing and Residential Neighborhoods

5. In your opinion, is there a sufficient range of housing options in Winnetka?				
Yes	500	No	332	
If no, what options are lacking? (choose up to three)				
Single family on larger lots				59
Single family for young families and seniors (homes on small lots)				219
Townhouses				116
Apartments/condominiums: low density				92
Apartments/condos: medium or high density (for example, Hedgerow Condominiums)				42
Apartments/condos for seniors (smaller units in a business district)				142
6. What is your opinion regarding the residential rebuilds/new construction in the Village with respect to:				
a. Setbacks from the street - too close?	Yes	455	No	325
b. side yard setbacks - too close?	Yes	630	No	166
c. height - too tall?	Yes	435	No	304
d. scale - too large?	Yes	662	No	145
e. overall appearance - attractive?	Yes	325	No	398
f. lot coverage/footprint - too much?	Yes	663	No	132
g.				
7. What is your opinion regarding the schools in the Village with respect to:				
a. setbacks from the street - too close?	Yes	62	No	650
b. side yard setbacks - too close?	Yes	46	No	651
c. height - too tall?	Yes	25	No	681
d. scale - too large?	Yes	38	No	663
e. overall appearance - attractive?	Yes	592	No	146
f. lot coverage/footprint - too much?	Yes	64	No	627
8. What is your opinion regarding the churches in the Village with respect to:				
a. setbacks from the street - too close?	Yes	49	No	660
b. side yard setbacks - too close?	Yes	52	No	654
c. height - too tall?	Yes	32	No	668
d. scale - too large?	Yes	69	No	644
e. overall appearance - attractive?	Yes	634	No	107
f. lot coverage/footprint - too much?	Yes	78	No	620
9. The Village should encourage additions to existing smaller homes on smaller lots as an alternative to teardowns and rebuilds. (choose one)				
Strongly Agree	310	Mildly Disagree		134
Mildly Agree	254	Strongly Disagree		102
No Opinion	67			

10. Although residential neighborhoods in Winnetka have a scale and general appearance that many find appealing, not everyone would agree that they are as attractive as they could be. How would you rate the appearance of the residential neighborhoods in terms of the following streetscape elements? (Circle one for each element: 5 is the highest and 1 the lowest rating.)					
	Excellent			Poor	
a. Landscaping	153	451	180	15	6
b. Street trees	251	378	143	35	7
c. Curbing	79	264	303	97	50
d. Regulatory Signs	71	257	308	104	44
e. Garages	38	168	390	148	39
f. Fences/walls	47	232	364	113	29
g. Sidewalks	68	267	309	118	36
h. Pavements	60	213	312	163	43
i. Overhead Power Lines	18	92	230	194	263
j. Lamp Posts	54	244	279	133	101
k. General Appearance	85	450	231	16	4
11. The Village should encourage the development of townhouses as an alternative to condominium developments to provide for a greater variety of housing choices in the Village (choose one)					
Strongly Agree	186	Mildly Disagree		111	
Mildly Agree	283	Strongly Disagree		120	
No Opinion	148				
12. Multiple family developments of apartments and condominiums account for approximately 12 percent of the homes in the Village. What is your opinion regarding the potential for additional apartment and condominium development between now and the year 2020? (choose one)					
No additional multiple family developments should be approved under any circumstances.				186	
Multiple family buildings should only be approved within and adjacent to the Village's business districts.				238	
Multiple family buildings should only be approved at limited locations along the Green Bay Road Corridor and only then when such development is compatible with adjacent uses.				241	
Additional multiple family development should be approved under the existing zoning regulations according to market demand.				196	
13. Do you think that the Village should discourage attached garages with the doors facing the street?		Yes	413	No	423
14. The Village Zoning Ordinance currently permits a six and one-half foot fence to be erected around the front yard of a home. Do you think that this is appropriate in the Village?		Yes	327	No	486
15. Much of Winnetka was developed prior to a heavy reliance on cars. To what extent do you believe that it is important to preserve this traditional appearance? (Circle one)					
Very important	425	Not particularly important		68	
Important	261	Not important at all		31	
No Opinion	56				

Business

17. Do you regularly shop in any of the Village's business districts?

Yes	787	No	78
-----	-----	----	----

18. What commercial uses do you think are important in the business districts?
(Circle all that are applicable)

Antique Stores	460	Florist Shops	661
Apparel Stores	637	Gas Stations	580
Automotive Repair Stations	376	Major Grocery Stores	545
Bank or Financial Institutions	743	Laundry and Dry Cleaning Establishments	673
Real Estate Offices	379	Specialty Gifts	569
Professional/Medical Offices	595	Toys Shops	613
Barber Shops/Hairdressers	630	Pharmacies	761
Book Stores	761	Restaurants	781
Stationary/School Supplies	735	Sports Equipment and Apparel Stores	576
Camera or Photographic Supplies	686	Shoe Stores	567

19. When the Post Office lease expires in 2007, assuming post office retail services remain in the Downtown area, how should the property be re-developed? (choose one)

All townhome residential	40	Mixed use: retail and residential	75
All condominium residential	17	Mixed use: retail and office	36
All retail/shopping	22	Mixed use: retail, office and residential	108
All park	57	Mixed use: park, retail	158
All parking	24	Mixed use: retail, residential and parking	257

20. What do you think the maximum height should be for a new development on the Post Office site? (choose one)

1 story	51	4 stories	80
2 stories	276	5 stories	30
3 stories	413		

21. Do you think that the Post Office site should be redeveloped with a central open space similar to Market Square in Lake Forest? (choose one)

Yes, definitely, regardless of what uses go in.	189
Yes, if it is appropriate for the uses that go in.	432
No opinion.	115
No, the market should control what goes in there.	65
No, the Village should try to maximize commercial space at that location.	24

22. What do you think is the appropriate height of buildings in the business districts?

a. East Elm business district: (choose one)							
5 stories	26	4 stories	73	3 stories	458	2 stories	274
b. West Elm business district: (choose one)							
5 stories	32	4 stories	90	3 stories	478	2 stories	228
c. Hubbard Wood business district: (choose one)							
5	25	4 stories	75	3	460	2	295

stories				stories		stories	
d. Indian Hill business district: (choose one)							
5 stories	26	4 stories	75	3 stories	405	2 stories	309
23. Do you think that the developments recently constructed in the Indian Hill business district (choose one)							
a. are attractive?					Yes	353	No 168
b. are of an appropriate scale for the area?					Yes	313	No 205
24. What type of development do you think is appropriate for the Indian Hill business district? (choose all applicable)							
Retail			468	Condominiums			284
Office/Service			412	Restaurants			486
Townhomes			303	Rental Apartments			221
25. To what extent would you support a referendum to re-examine the service of alcohol independent of food service? (choose one)							
No. Never							341
Probably not, but I want to know more about the issues							290
I have no opinion							44
Probably yes, but I want to know more about the issues							108
Yes. The issue definitely needs re-examining							95
26. Should Winnetka plan to accommodate more office space in the future? (choose one)							
Yes, definitely							57
Yes, where possible, but not as a priority							371
No opinion							124
No, offices will likely not be needed							97
No, the Village should focus on retail and service uses and not offices whether or not there is greater demand in the future							200
27. In your opinion, are the number and size of commercial signs generally appropriate for the Village? (choose one)							
Yes, the visual impact of signs is appropriate for the character of the Village.							337
Yes, the visual impact reflects an appropriate balance between the needs of the Village and the business owner.							300
No opinion.							95
No. the visual impact suggests that there is an imbalance in favor of the business owner, but only fine tuning is required.							72
No, the visual impact reflects that there should be significant change in the sign regulations.							34

Parking

28. What is your perception of parking availability in the following areas?
(choose the type of parking that you use for each business district)

	Ample	Adequate	No Opinion	Substandard	Deficient
Hubbard Woods	75	171	57	75	28
Commuters	90	121	179	26	18
Customers	89	357	45	202	64
Employees	50	64	239	29	14
Elm Street East	42	190	42	63	21
Commuters	55	133	182	58	26
Customers	76	384	35	202	54
Employees	40	78	245	33	17
Elm Street West	49	209	44	51	11
Commuters	55	142	180	43	23
Customers	106	430	41	140	26
Employees	40	82	229	38	11
Indian Hill	38	84	151	36	11
Commuters	59	97	213	38	16
Customers	70	202	225	83	26
Employees	36	53	271	19	12
New Trier:					
Staff	36	56	216	63	65
Student	46	59	194	69	78

29. Do you think that a parking structure on the commuter lots at the Indian Hill train station should be constructed in order to serve commuters, shoppers and employees, as well as the New Trier faculty and students?
(choose one)

Yes, this would definitely help the neighborhood surrounding New Trier.	189
Yes, this would probably help the neighborhood with respect to parking, but it would attract more cars to the area and create additional congestion.	162
No opinion.	166
No, this would not help the neighborhood because there will always be a demand for spaces in proximity to New Trier.	123
No, this would not help the neighborhood and would create additional traffic congestion.	211

Beautification

30. Although Winnetka has a scale and general appearance that many find appealing, not everyone would agree that it is as attractive as it could be. How would you rate the need for the following amenities. (Circle one for each amenity: 5 is the greatest need, 1 signifies that no improvement is required)

	Greatest			Least	
a. Alternatives to cyclone fences?	139	183	223	85	131
b. Additional seasonal flowers at key locations in the business districts?	105	226	269	103	115
c. Low illumination decorative street lighting?	141	180	209	134	124
d. Ornamental signs to direct pedestrians in the business districts?	53	123	184	205	232
e. Street Furniture?	42	115	239	197	207
f. Tree Planting/Tree Replacement?	291	231	173	68	55
g. Different style trash receptacles?	42	78	244	185	228
h. Burying power lines?	322	166	141	86	90
i. More attractive entries to the Village?	84	130	209	154	207
j. Alternative to the "tree logo" identification sign?	24	52	130	143	433
k. More landscaping at each entrance?	88	140	182	155	213
l. Better design and maintenance at the train stations?	136	213	232	125	106

31. Specifically in relation to the Green Bay Road Corridor, how would you rate the need for the following amenities. (Circle one for each amenity: 5 is the greatest need, 1 signifies that no improvement is required)

	Greatest			Least	
a. Alternatives to cyclone fences?	164	175	190	90	130
b. Low illumination decorative street lighting?	114	179	193	144	140
c. Ornamental signs to direct pedestrians and bicyclists to the trail and footpaths?	85	210	222	129	133
d. Street Furniture?	39	112	211	188	215
e. Tree Planting/Tree Replacement?	289	227	137	60	64
f. Burying power lines?	277	161	137	97	101
g. More attractive entries to the Village at the north and south gateways?	113	159	187	148	170
h. More landscaping?	162	221	183	106	106

32. In which business districts do you believe the Village should implement a beautification program as a matter of priority (choose as many as applicable).

Hubbard Woods Business District?	238	West Elm Street Business District?	270
East Elm Street Business District?	217	Indian Hill Business District?	343

33. Should a program be explored to improve the appearance of Forest Way and the adjacent open space and natural habitat areas to the west of the Village, and, if so, what is your preference as to a general direction? (choose one)

No program is required; these areas look fine.	412
Yes, some beautification is required, but nothing significant	227
Yes, some substantial beautification is required, focusing on restoration techniques, and a more naturalistic approach.	171
Yes, some substantial beautification is required, focusing on annuals and a more manicured look.	24

34. The Village has many regulatory signs that convey rules with regard to driving, parking, and the uses of downtown sidewalks, among others. Is it

your opinion that: (choose one)	
Yes, there are many signs that detract from the appearance of the residential and commercial neighborhoods, and I support a program for either reducing the number or otherwise making such signs more attractive.	191
Yes, public signs are a problem, but it should not be a priority	229
I have no opinion.	150
No, although existing signs are not as attractive as they might be, no program should be considered.	245

APPENDIX 2: Parks within the Village of Winnetka

Park Type/Name	Park District Owned Acres	Village Owned Acres	Total
Active Parks			
Crow Island Woods Picnic Sites and Shelter	12.27		12.27
Dwyer Park and Playground	1.24		1.24
Green Bay Trail		9.24	9.24
Hubbard Woods Park and Playground	1.45		1.45
Indian Hill Park and Playground	3.38		3.38
Village Green (Commons)		3.36	3.36
Lake Front Parks			
Centennial Dog Beach	5.22		5.22
Elder Lane Beach and Park	4.56		4.56
Lloyd Park Beach and Launching Pier	9.03		9.03
Maple Street Beach and Upper Park	2.74		2.74
Tower Road Beach and Upper Park	3.75		3.75
Natural Areas			
Bell Woods	2.5		2.5
Dunbaugh	1.14		1.14
Passive/Pocket Parks			
Arbor Vitae	0.09		0.09
Bradstreet		0.23	0.23
Hill Road	0.82		0.82
Library	0.26		0.26
Merril	0.14		0.14
Sheridan		1.2	1.2
West Elm Street	3.74		3.74
Winnetka Station	0.69		0.69
Sports Parks			
Nick Corwin Park and Playground	6.05		6.05
Skokie Playfield	161.45		161.45
Total	220.52	14.03	234.55

Source: Winnetka Park District

APPENDIX 3: WATER SUPPLY SYSTEM

EXISTING FACILITIES

Lake Michigan is the raw water source for the treatment plant. Water is supplied by a 3000 foot long 20 inch intake and a 30 inch tap into the 1500 foot long 60 inch cooling water intake for the Winnetka Electric Plant. The 30 inch tap is used to supplement the capacity of the smaller intake which is insufficient to meet Winnetka's needs.

Low lift pumps transport the lake water from the intake well to the treatment plant. These pumps have a total capacity of 18 million gallons per day at 38 feet of head.

To make the water safe, clear and free from taste and odor, three basic treatments take place:

- Chlorine is added to kill bacteria, plant growth and microorganisms.
- Sulfate of alumina is added to clarify the water and when required, activated carbon is used to improve palatability.
- Sodium silicofluoride (fluoride) is added for dental cavity control in children.
- Activated carbon is added, when needed for control of tastes and odors.
- Poly ortho-phosphates are added for corrosion control of service lines and plumbing fixtures

Water is next stirred in mixing tanks and sent to settling basins where suspended impurities are removed. To give it sparkling clarity the water is then filtered through multimedia garnet and anthracite filters. An underground system collects this fully treated water and carries it to the reservoir, a covered concrete tank with a capacity of more than two million gallons. An additional three million gallon reservoir is located at the western Village limits north of Willow Road for periods of heavy demand.

The reaction and sedimentation basins, designed for a flow of 6 million gallons per day, have not been expanded since 1931.

The filtration system consists of eight filters. These filters were originally sand filters with a capacity of 0.75 million gallons per day each for a total filter capacity of 6 million gallons per day. In 1967 four filters were converted to multimedia filters. The remaining filters were converted to multimedia filters in 1991. All the multimedia filters have been operated at two million gallons per day each since their conversion.

The filter plant now has a demonstrated net capacity of 15 million gallons per day, two and a half times the original design capacity. Hydraulic constraints restrict operation of the plant beyond this level.

Finished water storage includes three interconnected ground level reservoirs at the treatment plant site with a combined capacity of 2.32 million gallons. An additional three million gallon reservoir is located near the western Village limits at Willow Road, across from the Village Yards.

High lift pumps, one of which is over forty years old, get the treated water up the bluff and pressurize the distribution system. These pumps are constant speed centrifugal pumps with a total rated capacity of 18 million gallons per day at 200 feet of head. The specific discharge rate is varied by controlling the speed of the pumps.

The water distribution system itself consists of a network of interconnected cast iron and ductile iron pipes located under the streets of the Village. The total length of this system amounts to approximately 325,000 feet of mains, over 568 fire hydrants and 660 valves.

Operating Procedures

The water treatment plant is separated into two facilities; the low lift pumping/water treatment facility, operated by the water plant staff, and the high lift pumping facility, operated by the electric plant staff.

The low lift pumping water treatment facility is operated by a staff of five, including a superintendent and four plant operators. Operating objectives consist of maintaining the clear well near full capacity treating water, and testing to ensure finished water quality. During periods of extremely high use, the plant operates twenty-four hours per day. During the remaining months of the year, the plant operates two eight hour shifts.

The monitoring and operation of the high lift pumping facilities is an additional duty of the power plant supervisor. No personnel are assigned solely for the high lift pumping facility. The operating objective of this facility is to maintain adequate pressure in the water distribution by system by maintaining the high lift pump discharge pressure within a prescribed range.

Historical and Projected Water Requirements

Winnetka provides water service to residents, businesses and Institutions within its corporate limits, the unincorporated areas of Indian Hill and Woodley Woods and the Village of Northfield. Winnetka and the unincorporated areas are landlocked and cannot increase in land area. Northfield, on the other hand, is expected to expand into unincorporated areas along its western boundary.

Based upon existing trends, the population within the Winnetka water service area is projected to increase only slightly by the year 2020. The historic and projected populations are summarized as follows:

Year	Winnetka	Indian Hill	Northfield	Total
------	----------	-------------	------------	-------

1970				
1980				
1990	12,174	831	5,256	18,261
2020	12,312	850	5,750	18,912

Future water requirements are projected based on historical records of water use and population. The Illinois Department of Natural Resources (DNR), Office of Water Resources has issued a permit to the Village of Winnetka to withdraw water from Lake Michigan to serve the needs of the population. The table below shows the allocation increasing over time.

Year	DNR Water Allocation (Million Gallons per Day)
1970	
1980	
1990	
2000	2.425
2005	2.487
2010	2.548
2015	2.610
2020	2.672

High Lift Pumping Facilities

The high lift pumping facilities consist of four high lift pumps and two high lift booster pumps. The booster pumps rated at 2 and 3.5 mgd are located at the Willow Road Reservoir and are used to maintain adequate pressure in the western portion of the distribution system.

The four high lift pumps listed below are located on the lowest level of the power plant along the south wall of the clear well.

Existing High Lift Pumps

H.L. Pump No. 1_	2.0 MGD	@ 190 Ft. TDH
H.L. Pump. No. 2.	5.0 MGD	@ 200 Ft. TDH
H.L. Pump No. 3.	3.5 MGD	@ 200 Ft. TDH
H.L. Pump No. 4.	7.5 MGD	@200 Ft. TDH

The maximum production rate of the high lift pumps, without the assistance of the booster pumps, is estimated to be 18 MGD at 95 psig, while maintaining a system pressure of 45 psig at the Willow Road Reservoir.

APPENDIX 4: ELECTRIC POWER SUPPLY

EXISTING FACILITIES

The Tower Road Electric Plant has the ability to generate electricity by way of three steam turbine units and two diesel driven engines. The diesel driven engines have a rating of 2400 Kilowatts each and were installed in 1979. The three steam turbine generating units have a combined rating of 22,500 kilowatts. The characteristics of these units are as follows:

<u>Unit Number</u>	<u>Kilowatt Reading</u>	<u>Installation Date</u>	<u>Demonstrated Capacity</u>
4	7,500	1953	8,690
6	5,000	1948	5,892
7	10,000	1961	11,550

The above noted steam turbine generating units are served by a common steam header which can be fed by any combination of four boilers. The characteristics of these four boilers are as follows:

<u>Unit Number</u>	<u>Capacity Lbs. Steam/Hour</u>	<u>Installation Date</u>	<u>Fuel Source</u>
4	110,000	1958	Gas or fuel oil
5	40,000	1938	Gas or fuel oil
7	70,000	1948	Gas or fuel oil
8	125,000	1964	Gas

As previously noted, the demonstrated capacity of the electric plant is 31,250 kilowatts with a gross output of 32,175 kilowatts.

Interconnection with ComEd

The Winnetka electrical system is interconnected with the ComEd system by three distribution circuits and a high voltage substation. Together, these three circuits have a normal continuous rating of about 22,000 kilowatts, and a short-term emergency rating of about 30,000 kilowatts. The substation has a rating of 33,000 kilowatts and has the potential to be increased to 66,000 kilowatts. The capacities of these interconnections and the Winnetka electric plant are such that any of them can carry most of the Village's peak load and any two of them have much more than adequate capacity to supply the Village.

Distribution System

Emanating from the Winnetka electric plant, the south load center, and the Village Yards are sixteen circuits which have a load carrying capability of 68,000 kilowatts. Eight of these circuits are 12,470/7200 volts and eight are 4160/2400 volts. Winnetka's present peak load is approximately 33,100 kilowatts.

The distribution system is an interconnected grid network which allows primary selection switching in order to avoid overloads on any one circuit and to transmit electricity, within certain limits, around damaged circuit sections. Such a network is important because it provides for an increased availability of electrical service during scheduled and unscheduled repair work.

ELECTRIC LOAD FORECASTING

Electric Distribution System

Winnetka's electric distribution system is more than ample to serve the requirements for Winnetkans for the foreseeable future. From an aesthetic perspective, there has been and continues to be a desire to improve the appearance of the Village. Over the years the aesthetics in a number of areas have been improved by the removal of above ground electric poles and lines. The Village has made a commitment to remove all overhead facilities from primary streets by 2010.

Within its ability to fund such projects it is an objective of the utility to underground distribution lines. Assuming a cost of \$150 per foot to put lines underground, it would cost the utility \$24,000,000 to achieve a totally underground distribution system. Clearly, given the ability to fund such projects, it will take many years for the utility to achieve this objective.

Winnetka System Facilities

Future requirements of the electric plant will involve the normal renewal and replacement of equipment. It is estimated that expenditures for such renewal and replacement will be a minimum of \$350,000 per year. Some renewal beyond normal renewal, such as turbine blading, can also be expected and is very expensive. Other additional capital expenditures may become necessary to meet environmental rules and regulations.

Any additions or alterations to the existing electric plant which change its exterior appearance should be designed to enhance the architectural design of the structure.

Purchase of Power

Since the contract with the Illinois Municipal Electric Agency expires in 2000, it will be necessary to evaluate other power suppliers in 2006. The contract with the IMEA requires a five year notice of intent to terminate. Given the estimated cost of power from the Agency of under three cents per kilowatt hour, it is unlikely the Village will be able to find lower costs.

CONCLUSIONS

The Village of Winnetka has managed its electric supply facilities during the 1970's , 1980's and 1990's by being flexible and responsive to drastic price fluctuations. It has also had the financial strength to take advantage of opportunities. It is the objective of the utility to stabilize electric costs for consumers by maintaining all options available to the utility, whether those options are buying, generating or a combination of both.

The Village has historically demonstrated that the electric system can both function as an integral part of the village's governmental organization and meet the needs of the community for reliable residential and commercial electric service at competitive rates. Also, it is the policy of the Village to comply with all current environmental rules and regulations. There is no reason to believe that the anticipated changes in consumer demands will present major problems in the future.

APPENDIX 5: STREET SYSTEM OBJECTIVES AND GUIDELINES

Introduction

The primary functions of a street system are to carry vehicular and pedestrian traffic (emergency and non-emergency) and to provide access to adjacent property. Other vital functions of a street system include the provision of:

- (a) easements for utilities, both below and above ground;
- (b) a major portion of the open space between buildings;
- (c) areas which are conducive to the casual, informal and unplanned gathering and meeting of neighbors; and
- (d) corridors from which both residents and nonresidents view the community.

The street system design incorporates existing and anticipated land use patterns with engineering standards. Attention is given to vehicular and pedestrian safety, efficiency of service, livability and amenities, and efficiency of resulting construction and land use.

Street System Objectives

The primary objective of Winnetka's street system is to provide maximum ease of use while complementing Village character, modifying the existing street system as needed and planning for likely future development.

As there is very little vacant land available for development within the Village, any significant new development will be on the site of existing structures, mostly within the boundaries of Winnetka's existing business districts and along the Green Bay corridor. A significant limit to development will be the capacity of the streets within the area to carry the additional traffic associated with any such development.

The basic street system is in place and there is little need for major additions or alterations to it. The primary objective of this plan is to modify the street system in subtle ways in an effort to eliminate or reduce its negative characteristics. By more precisely defining the function of a particular street it is possible to introduce more variety (i.e., a tailoring of street design) into the street system without adversely affecting street efficiency, effectiveness or safety.

Street System Classifications

To distinguish between the functions of various streets, and guide future modifications to the street system, the Winnetka street system is divided into the following classification hierarchy.

- a.* Primary Street: A primary street serves as more than a residential street by connecting Village streets with state and interstate roadways and/or connecting various sections of the Village with one another. A primary street may, in fact, be a state roadway. See Map 5, *Transportation*.

- b. Collector Street: Usually the major street within a residential area. While providing access to abutting property, a collector street also serves to carry traffic between connecting minor and primary streets and/or around an activity center. See Map 17, *Collector Streets*.
- c. Minor Street: A minor street primarily gives access to abutting property.

Principles Of Street System Layout And Design

The Village of Winnetka recognizes the following basic principles when establishing and implementing various policies pertaining to its street system. When principles conflict in practical application, Village officials will determine the relative importance of the principles in the given situation, considering the impact upon all citizens.

- a. To serve the needs of visitors, delivery trucks, emergency vehicles, and local residents, the street system should be logical and comprehensible. The street name and numbering system should be simple, consistent, and understandable. Streets which dead-end and then resume elsewhere, and streets which wander directionally or which turn back on themselves tend to be confusing, and should be avoided.
- b. The arrangement of streets should result in practical patterns, shapes, and sizes of development parcels. Adequate vehicular and pedestrian access should be provided to all parcels.
- c. To reduce construction and maintenance costs, a minimum amount of land should be devoted to street use.
- d. The number of intersections should be minimized.
- e. The street system should not rely on extensive traffic signage regulations to function efficiently and safely. The street configuration and design controls should generally be sufficient.
- f. Where possible, land development patterns and minor and collector streets should not detract from the efficiency of primary streets. This may involve control of the number and location of driveways, intersection placement, and access to and from primary streets. Whenever possible, driveways should compliment, not conflict with, other nearby points of access.
- g. Driveways or other access points to intensely developed property should be limited and carefully located to minimize the impact upon traffic on the adjacent streets. Within the business districts, similar controls would serve to protect the pedestrian continuity of the block faces.
- h. Traffic generators within residential areas should be considered when designating collector streets.

- i. The design and construction of Minor, Collector and Primary streets should clearly indicate their function. Streets should not be over-designed or overbuilt, and appurtenances should be in keeping with the character of the area through which a street passes.
- j. Minor and Collector streets should be designed for a relatively uniform and low volume of traffic.
- k. Minor streets should be designed to discourage excessive speeds.
- l. Pedestrian-vehicular conflict points should be minimized through special pedestrian routes or walkways as appropriate.
- m. Because through traffic on residential streets has an adverse effect on the safety and quiet of residential neighborhoods, such traffic should be discouraged by appropriate traffic calming techniques in the street system.
- n. Consistent with other principles, the street system should minimize cut-through vehicular traffic.
- o. The design of primary and collector streets should provide for transit service.
- p. Wherever possible, all streets shall be improved with curbs. Curbs provide better control of drainage and better protection for pedestrians, street trees, utilities and signs. Edges of pavement without curbs disintegrate, posing a maintenance problem.
- q. The development of private roadways shall be prohibited. The Village encourages bringing existing private streets under municipal control.

Policy On Private Streets

- a. Prohibit the establishment of any additional private streets; if any are permitted, they shall comply with applicable Village standards.
- b. Encourage the vacation of platted or described private streets which have not been developed.
- c. Encourage the dedication of existing private streets to the Village if:
 - 1) The existing easement for a private street is dedicated to the Village by a plat of dedication. Easements shall be at least twenty feet in width.
 - 2) Where right-of-way widths are below Village standards, additional easements for utilities, repair of roadways, etc. are provided adjacent to the street easement.
 - 3) Cul-de-sacs or hammerhead turnarounds exist or can be developed according to Village standards at a street end.

- 4) The street base and pavement are brought up to Village construction standards.
- 5) The storm sewers are brought up to Village construction standards.

The costs of such improvements shall be paid for in a manner as prescribed by ordinance. If the improvements are funded by special assessment, the Village shall not assume any maintenance or other responsibilities for the private street until the improvements have been completed and the street dedication accepted by the village.

Policy On Cul-De-Sacs

- a. Cul-de-sacs for a street will be considered upon submission of a petition with signatures of at least 75% of the street's residents and proper public notification.
- b. Consideration of a cul-de-sac request will include the following criteria:
 - 1) Does the street have an identifiable traffic hazard,
 - 2) Would the traffic diverted by a cul-de-sac affect other residential areas,
 - 3) Would access by emergency and essential non-emergency services be significantly affected,
 - 4) Would new traffic hazards be created,
 - 5) Would the proposed cul-de-sac have an adequate turnaround (see design guidelines below)
- c. The Village Council has the sole discretion to approve the creation of cul-de-sacs.

Policy On Alleys

The owners of property adjacent to non-paved alleys shall pay for the required paved surface, less the portion attributable to the public benefit.

Street Design Guidelines

Angle of Intersection

A ninety-degree angle of intersection for new connecting streets is preferable. The angle of intersection of newly created streets shall never be less than seventy-five degrees. Where practicable, existing connecting streets with an angle of intersection of less than seventy-five degrees shall be eliminated.

Cul-de-sacs

Streets with only one outlet run the risk of temporary street blockage; the hazard increases by the number of homes served by the street. The maximum length of a cul-de-sac should be approximately one thousand feet.

To allow for the turning movement of small trucks and small fire vehicles, the minimum cul-de-sac right-of-way radius shall be fifty feet. If no parking is allowed at the end of a cul-de-sac, the curb radius may be reduced to forty feet.

Sidewalks

Sidewalks protect children and adult pedestrians from vehicular traffic while they are walking to and from school, parks, transit stops, and shopping areas. Sidewalks also internally connect neighborhoods, and connect these neighborhoods with cultural, educational, commercial and religious institutions within the Village.

- a) Sidewalk design should maximize pedestrian safety from vehicular traffic.
- b) Minor streets should have a sidewalk along at least one side.
- c) Collector and Primary streets should have sidewalks along both sides.
- d) Sidewalks should be constructed of Portland cement, at least five feet in width, and should be located near the inside edge of the street right-of-way.
- e) Sidewalk location should minimize potential conflicts with the storage of snow plowed from the street.

Curbs

Wherever possible, Village streets shall be improved with curbs. Roll-type curbs may be permitted on Minor streets and vertical-type curbs shall be preferred on Collector and Primary streets.

Alleys

Newly developed alleys shall have a minimum right-of-way width of twenty feet. All alleys shall be improved with an all-weather paved surface.

Parkways

Parkways provide locations for locating trees, sidewalks, street lights, traffic control devices and other appurtenances. Buildings, fences, walls, mailboxes, railroad ties, rocks and other similar structures shall not be erected, constructed, placed or maintained within public street rights-of-way.

Street Maintenance

The Village Council recently adopted a program for continuing and regular street maintenance. The initial phase of this program will be implemented over the next fifteen years, allowing the costs for street maintenance to be spread over a period of time. An ongoing regular commitment toward street maintenance will protect the Village's infrastructure investment and assure a high quality street system into the next century.

APPENDIX 6: PRIORITY ASSESSMENT OF PLAN RECOMMENDATIONS

The Plan Commission has sorted plan recommendations according to the following set of priorities:

ONGOING PROJECTS - HIGH PRIORITY: currently in process, should continue

#1 Priority: Very important; review annually

#2 Priority: Important; not immediate, but revisit idea annually

#3 Priority: Good to do

#4 Priority: Consider, if the opportunity presents itself.

A. STUDIES

ONGOING (and high priority):

Evaluate whether storm water discharge problems could be most economically and effectively reduced by providing:

- Additional storm water pumping capabilities along the Skokie River,
- Additional storm water detention areas, or by
- Dredging portions of the Skokie River and the lagoons and
- Possibility of raising the Skokie levee.

Evaluate the storm sewer system to identify areas of the Village served by undersized or inadequate sewers.

Explore methods of promoting the restoration or rehabilitation of residential and commercial landmark-eligible properties.

#1 Priority:

Start a planning committee for the Post Office site with at least a 5 year planning process.

Study the advisability of acquiring Green Bay Road from the State.

Study the need for standards for bluff and ravine stability.

Consider impact fees for new construction, considering the additional costs related to public school enrollment and public services.

Review the density standards (presently 18 or 24 units/acre depending on lot size) and

location of the B-1 Multiple Family Zoning District. Review the advisability of creating a separate townhouse district. Create a district purpose for the B-2 Multiple Family Zoning district (30 units/acre) or consider the advisability of folding the B-2 designation into the existing B-1 District with a higher-density B-2 overlay.

Review special use permit standards for parking, traffic and bulk issues.

Study how to strengthen the special use permit standard as they relate to institutions in residential neighborhoods.

#2 Priority:

Study, with Glencoe, solutions to change the municipal boundaries or address the financial inequity of the Glencoe split lots.

Consider a voluntary open space, conservation and/or scenic easement program.

#3 Priority:

Study the options for an assisted-care facility for senior citizens.

Study ways to minimize regulatory signs (by Design Review).

B. ALLEYS

Priority #3

Improve the alley between the Brier Street houses and the Green Bay Road commercial uses, opening it to Kenilworth.

Priority #4

Establish guidelines for alley maintenance.

Improve the lighting for commercial district alleys.

C. LAND ACQUISITIONS (only if they become available)

Give highest priority to:

The east side of Sheridan Road, between Centennial and Elder parks;

Corner lot parcels for pocket parks in the densely developed neighborhoods;

The southeast corner of Green Bay Road and Winnetka Avenue; and

Any other substantial portion of property, particularly along the lake.

Other recommended properties:

The southwest corner of Oak and Linden (at the bend in Green Bay Road, currently used for community notices);

Any portion of the North Shore Country Day School campus;

The west side of Birch between Oak and Elm Streets;

The northeast corner of Spruce and Birch Streets.

D. BEAUTIFICATION

Place greater emphasis on the beautification of the Village since these projects provide a very high impact for a relatively low expenditure.

#1 Priority:

Create a vehicle to encourage gifts and charitable contributions for beautification purposes.

Create design standards for commercial, institutional multiple-family buildings and public spaces.

Create Village entrances at the Forest Way intersections of Tower and Willow Roads (with greater priority given to Tower) and at the Green Bay Road entrances at the Kenilworth border and at Scott Avenue.

Create a strategic plan for landscaping and other aesthetic improvements for public ways and spaces.

Replace or screen the guardrail located along Green Bay Road between Elm Street and Tower Road.

Beautify the parking lot southeast of Green Bay Road/Winnetka Avenue.

Beautify the three railroad stations.

Improve the appearance of dead-end streets at the Lake front referred to in the Plan.

#2 Priority:

Remove the chain-link fencing throughout the Corridor and, if needed, replace it with fencing more appropriate.

Improve the parking lot south of Tower Road.

Adopt and enforce regulations that address derelict properties.

#3 Priority:

Encourage Cook County Forest Preserve District to enhance the natural appearance of the Forest Way right-of-way.

Improve the landscaping in the cut along the railroad right-of-way.

Naturalize the landfill's landscaping.

#4 Priority:

Provide a major design feature at Green Bay and Willow Roads.

Provide streetscape guidelines for residential neighborhoods.

E. BICYCLE TRAILS

#1 Priority:

Create a bicycle trail network including an east-west bike trail to link the two north-south bike routes.

Create designated bicycle routes around and to schools, where feasible.

Study ways to make Sheridan Road safe for bicycle use.

Improve landscaping along the Green Bay Trail.

F. SIDEWALKS

ONGOING AND HIGH PRIORITY:

Provide sidewalks along at least one side of public streets to enhance safety especially near schools, commuter stops and parks.

Maintain sidewalks to promote safety and enhance appearance.

G. SIGNS

#1 Priority:

To direct traffic to the Edens Expressway southbound (at Willow) and northbound (at Tower) entrances.

Encourage the Design Review Board to manage efforts to reduce the proliferation of regulatory street signs within the Village.

#4 Priority:

Provide signs to help nonresidents follow Green Bay Road's twists and turns.

H. STREETS / INTERSECTIONS

#1 Priority:

Review pedestrian, bicycle and vehicular safety at the following intersections:

- The two Green Bay Road and Tower Road intersections;
- Green Bay Road, Spruce Street and Chestnut Street;
- Green Bay Road and Elm Street;
- Green Bay Road and Willow Road;
- Green Bay Road and Church Street;
- Green Bay Road, Winnetka Avenue, and Brier Street; and
- Willow Road and Forest Way (even though this is outside the Village boundary).

Allow on-street parking along only one side of narrow streets within residential neighborhoods.

Institute traffic calming strategies.

Discourage regional truck traffic from traveling through Winnetka on minor and collector streets.

Improve lighting for the Winnetka Avenue underpass.

I. OTHER PUBLIC / QUASI PUBLIC FACILITIES

#1 Priority:

Upgrade the Hubbard Woods alley parking lot and alley north of Tower Road, adjacent to the railroad cut.

Rehabilitate the Public Works building and yards.

#2 Priority:

If demand dictates, consider replacing the surface parking lot south of the Community House with an underground or decked parking structure that is open to the railroad embankment.

#4 Priority:

Redevelop the Elm Street Metra Station into a commercial-retail structure that spans the railroad tracks.