

**STUDY SESSION  
WINNETKA VILLAGE COUNCIL  
Council Chambers  
Village Hall  
510 Green Bay Road  
Winnetka, Illinois 60093  
Tuesday, April 10, 2012  
7:30 p.m.**

Emails regarding any agenda item are welcomed. Please email [contactcouncil@winnetka.org](mailto:contactcouncil@winnetka.org), and your email will be relayed to the Council members. Emails for the Tuesday Council meeting must be received by Monday at 4:00 PM. Any email may be subject to disclosure under the Freedom of Information Act.

**AGENDA**

- 1) Call to Order
- 2) Commercial District Infrastructure Repairs.....2
- 3) ULI Technical Assistance Panel .....82
- 4) Public Comment
- 5) Executive Session
- 6) Adjournment

**NOTICE**

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## Agenda Report

**Subject:** Downtown Revitalization Repair Options

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

Date: April 5, 2012

### **Streetscape Project Background and History.**

The Village Council, staff, and various committees and consultants have spent considerable time and effort over the past six years studying and discussing downtown revitalization, and, in particular, streetscape improvements. The following is a summary of significant Council actions from the project inception in late 2005

- September 6, 2005. Council concurs with staff soliciting proposals for consulting services to develop a Streetscape Master Plan.
- December 20, 2005. Pursuant to an RFP process, the Village Council concurred with staff recommendation selecting The Lakota Group and Master Plan Contract Firm Selection
- March 7, 2006. Village Council awarded a consulting services contract to Lakota Group to develop a Streetscape Master Plan.
- October 9, 2007. The Streetscape Master Plan was first presented to the Village Council.
- April 8, 2008. Village staff makes a presentation to the Village Council discussing how to begin implementation of the Streetscape Master Plan. The Village Council directed the (retired) Streetscape Committee to reconvene in order to establish an implementation program for Winnetka Streetscape improvements, which would meet the following objectives:
  1. Create an implementation program of streetscape improvements consistent with the October, 2007 Streetscape *Master Plan* Report.
  2. Identify an implementation plan that will provide the most impact and value to the community at a total cost not to exceed \$5,500,000.
  3. Identify a Streetscape Program that can be completed within five years.
  4. Identify an implementation plan that will dovetail with anticipated private and public/private development within the business districts.
  5. Identify a 'demonstration project' to be constructed in 2008 that will showcase the recommended Streetscape improvements to the community.
- May 13, 2008. The Village Council authorized construction of a demonstration project at the intersection of Tower Road and Green Bay Road to solicit public comment on the elements contained in the Master Plan.
- November 11, 2008. The Streetscape Committee presented its revised Streetscape Master Plan and Implementation Plan to the Village Council, and the Council hears public comment about the proposed project and the elements contained in the demonstration project.

- December 2, 2008. The Village Council adopted the revised Streetscape Master Plan by Resolution R-37-2008.
- April 28, 2009. Pursuant to an RFP process, the Village Council awards and engineering services contract to the team of Ciorba Group/Altamanu to prepare detailed plans and specifications to implement Phase I of the Streetscape Improvements.
- February 9, 2010. The Streetscape Ad Hoc Technical Committee presents its final report to the Village Council. The Village Council authorizes staff to solicit construction bids for the Phase I Streetscape Improvements.

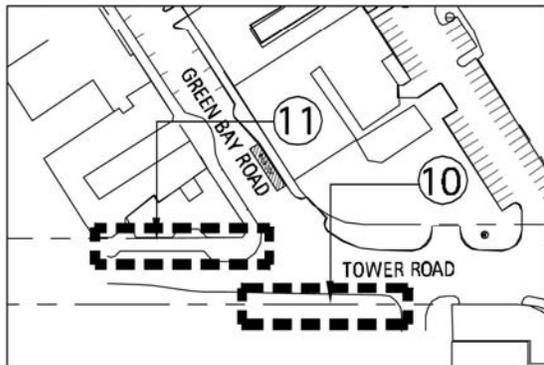
In reviewing this history, it is important to keep in mind that there are two different terms involved – the **Streetscape Master Plan**, and the **Streetscape Phase I Implementation Plan**. The **Streetscape Master Plan** consists of a planning document containing conceptual plans and a future vision for the appearance and form of the public spaces in Winnetka’s business districts. The Master plan provides recommended materials and treatments for public spaces, including pavers, lighting, sidewalks, planter areas, street amenities and furniture, and wayfinding signage, to serve as a blueprint for planned and future improvements in the Village, and also as a guide for treatment of public spaces in future developments within the Village. The Master Plan, adopted by the Village in December of 2008, did not include an implementation timetable or plan.

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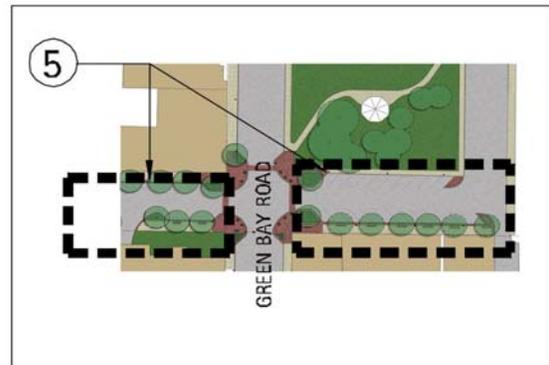
The **Phase I Implementation Plan**, developed at the Council's direction during 2008 and 2009, consisted of 13 priority projects located in the Hubbard Woods, East Elm, and West Elm districts. The projects, consisting of new curbs, sidewalks, pavers, lighting, hardscape items, and trees and landscaping, are identified below (note that project number 10 refers to the demonstration project at Tower and Green Bay, which has already been constructed).



East/West Elm Street



Hubbard Woods: Tower and Green Bay



Hubbard Woods: Gage and Green Bay

The Phase I Implementation Plan was based on elements included in the Master Plan, as further refined and developed by the Ad Hoc Streetscape Technical Committee. Construction was to be phased in over 2 years, at an estimated cost of \$5.34 million in 2010 dollars. The cost breaks down as follows:

- Roadway/Hardscape Items \$2.04m
- Drainage Items \$0.19m
- Lighting Items \$1.06m (note – does **not** include cost of receptacles for holiday lighting of trees, an additional \$270k)
- Landscape/Streetscape Items \$1.10m
- Contingency and 2<sup>nd</sup> Year escalator \$0.31m
- Engineering \$0.64m (\$0.24m expended prior to February 2010)

The Village Council considered this plan on February 9, 2010, and directed staff to seek construction bids for the project. However, on February 2, 2010, an advisory referendum was held concerning to proposed Streetscape Phase I Improvements. The referendum question stated *"Shall the Village of Winnetka halt the plan to implement Streetscape, its proposal to improve the appearance of the Village shopping districts at an estimated cost of \$5.5 million for phase 1 and estimated \$21 million total cost if fully implemented, in order to consider less costly options for the revitalization of its shopping districts?"* In high voter turnout, 68 percent of voters responded in the affirmative to this question. As a result, the Village Council directed staff to halt further progress on the bid process effective February 16, 2010.

#### **Actions Since February 2010 Referendum.**

In the interim since February 2010, the Village has undertaken some sidewalk and curb repair work in the Hubbard Woods, East Elm, and West Elm Districts, including the September 2010 resurfacing of West Elm Street, Oak Street, and Spruce Street, which included additional curb and sidewalk repairs.

Finally, the Village Council and staff undertook a joint strategic planning initiative in May – July 2011 in order to achieve alignment towards strategic goals and objectives for the Village to pursue over a 1-2 year time horizon. Downtown revitalization ranked as one of the top priorities during that exercise, however the July 2011 flooding required complete focus from Council and staff, and that process has not yet been revisited.

#### **Current Maintenance Needs and Possible Repair Strategies**

The current condition of the public spaces in the Village's district is mixed. Since the Phase I Streetscape project was halted in February 2010, the Village has undertaken sidewalk and curb repairs in the Hubbard Woods and Elm Street districts, minimal paver replacements in the East & West Elm Street districts, and resurfacing of West Elm Street, Oak Street, and Spruce Street. However, there are still sidewalks, curbs, tree grates, and pavers in need of replacement in all of the business districts. There are several strategies that could be undertaken to address these current maintenance and repair needs.

Repair & Replace In Kind. One strategy would be as-needed maintenance and replacement of existing sidewalks, curbs, and tree grates in-kind, with like materials, along with paver replacement as needed. Under this scenario, each item would be treated as follows:

- For paver replacement, where entire corner sections need replacement, such as the corners at Elm and Chestnut, the existing concrete pavers would be replaced with clay pavers like those used at Moffat Mall or the Streetscape Demonstration Project at Tower and Green Bay. Pavers in the four-foot banding behind the curbs on Elm Street and Lincoln Avenue would be replaced as-needed, in kind with concrete pavers.
- The existing paver crosswalks would be replaced with the Streetscape planned clay paver crosswalks with a structural concrete underlay, to prevent shifting and settling, as has happened with the current crosswalks.
- Concrete sidewalk and curb would be replaced in-kind as needed to address settled, cracked, or broken sections.
- Tree grates would be replaced as needed.

A cost estimate for this work follows:

<b>Area</b>	<b>Paver Replacement</b>	<b>Crosswalk Replacement</b>	<b>Sidewalk/Curb Replacement</b>	<b>Tree Grate Replacement</b>	<b>Total</b>
<b>East Elm</b>	\$65,000	\$45,000	\$34,000	\$28,000	<b>\$172,000</b>
<b>West Elm</b>	\$45,000	\$66,000	\$31,000	\$27,000	<b>\$169,000</b>
<b>Hubbard Woods</b>	\$25,000	\$0	\$36,000	\$49,000	<b>\$110,000</b>
<b>Indian Hill</b>	\$6,000	\$0	\$10,000	\$21,000	<b>\$37,000</b>
<b>Total</b>	<b>\$141,000</b>	<b>\$111,000</b>	<b>\$111,000</b>	<b>\$125,000</b>	<b>\$488,000</b>

Repairs plus Lighting Retrofit. A second strategy would consist of the repairs outlined above, plus a customized installation of as much of the street lighting contained in the 2010 Streetscape Phase I plan as could be supported by existing underground infrastructure. The lighting upgrade would be accomplished through a section by section evaluation of the existing street lighting infrastructure to determine electrical service and cable capacity to carry lighting loads, condition of existing below grade conduit, and the presence of other underground utilities or obstructions, to determine how much of the proposed lighting plan could be constructed without undertaking the significant cost of new underground conduit and cable, and new services and controls. Tree grates would be replaced and retrofitted with concealed below-grade covers to contain the electrical connection, when not in use. During spring, summer, and fall, the cords and connections would be coiled and stowed in the box. Prior to lighting season, the tree grate would be lifted up, the cord removed from the box and affixed to the tree in the current manner, the tree grate would be re-set, and the holiday lights plugged in. After the lighting season, the cords would be replaced in the box again.

A cost estimate cannot be provided for this approach without expending significant field investigation time to evaluate all of the existing in-ground infrastructure.

Scaled Back version of Phase I Streetscape Implementation Plan. A third strategy would consist of using the Implementation Plan developed in February, 2010, as the starting point for a significant downtown improvement, but to identify a target expenditure amount and scale back the plan to meet that target expenditure. Areas of possible reduction include:

1. Eliminate the proposed paver banding adjacent to the curb;
2. Reduce the number of curbed planting areas;
3. Increase the spacing of the proposed pedestrian lighting to reduce the number of fixtures;
4. Reduce or eliminate street furniture (i.e. bike racks, refuse containers, planter pots, benches);
5. Scale back the proposed wayfinding signage program;
6. Reduce number of trees and plants provided.

Full Implementation of Streetscape Phase I Plan. A final strategy could be to consider a full implementation of the 2010 Streetscape Plan. This would cost an estimated \$5.34 to \$5.61 million (2010 dollars) however this is contrary to the results expressed in the February 2010 advisory referendum.

### **Financial Information.**

There are several approaches that could be considered to financially support improvements to the Village's Business Districts.

- Capital and Operating Funds (i.e. pay-as-you-go). The current budget contains \$250,000 earmarked for downtown studies and improvements, and it is likely that an additional \$250,000 to \$350,000 could be realized through use of the contingency and/or deferral of other capital improvements. It is also possible to re-evaluate projects contained in the 5-year capital improvement program to potentially free up some capital dollars to fund downtown improvements over the next few years.
- Cash Reserves. General Fund Cash reserves are such that approximately \$5 million are available for expenditure on capital projects in keeping with established Village financial policies.
- Special Service Area. A Special Service Area is a discrete geographically-based district upon which an additional tax is imposed to fund public improvements that benefit that specific geographic area. Downtown improvements could be funded by Special Service Areas on each business district, which could support either issuing debt or funding Streetscape improvements incrementally. Past analyses, which would need to be updated to reflect current tax rates and assessed valuations, indicated that a Special Service Area designed to increase property taxes in the East and West Elm

commercial districts by 10% could support approximately \$3 million in debt for downtown improvements.

- Home Rule Sales Tax. As a Home Rule unit of government, the Village could implement an additional sales tax. A 0.5% sales tax could generate approximately \$350,000 to \$400,000 per year, which could either support a debt issuance or a pay-as-you go, phased implementation of downtown improvements.

**Possible Next Steps.**

There are two different issues to be addressed at the present time. The first issue relates to immediate and short-term maintenance needs. With regards to the short-term needs, staff requires some direction on how to proceed with these repairs. Should these be viewed as an opportunity to begin implementation of the standards contained in the Streetscape Master Plan adopted by the Village Council in December of 2008? Specifically, should the Village begin replacing the current concrete pavers with the clay pavers specified in the Streetscape Master Plan? If the Council desires to proceed in this manner, perhaps the best way to achieve this would be to replace deteriorated crosswalks, corner paver fields, and significantly deteriorated areas of the paver band in their entirety with clay pavers, and replace individual or small areas of the paver bands with concrete pavers.

The second issue relates to consideration for a longer-term improvements plan for the commercial districts, and how those improvements relate to the Streetscape Implementation Plan that was halted in February 2010. The Council should consider the question of whether that plan represents an appropriate starting point to respond to the direction expressed in the February 2010 Advisory Referendum, *"Shall the Village of Winnetka halt the plan to implement Streetscape, its proposal to improve the appearance of the Village shopping districts at an estimated cost of \$5.5 million for phase 1 and estimated \$21 million total cost if fully implemented, in order to consider less costly options for the revitalization of its shopping districts?"* A possible path towards answering this question is perhaps best summed up by the words of a resident spoken at the November 8, 2011 Council Meeting, as the Council was considering the Streetscape Master Plan. The following is taken from the minutes of that meeting:

“Jeffrey Liss, 1364 Edgewood, said he saw the issue in four parts: 1) does the Council like the look and feel of the plan; 2) is there anything that can be eliminated to reduce the cost; 3) how is it adopted and to what extent is it locked in; and 4) where does it fit in when looked at in terms of the other capital projects the Village is contemplating?”

**Recommendation:**

Discuss downtown repair options and provide staff with policy direction on use of clay pavers to replace concrete pavers. Begin discussion of long-term strategy for downtown repair options.



# Winnetka, Illinois

Commercial Districts

Master Streetscape and Wayfinding Plan



THE LAKOTA GROUP  
SPACECO INC.

Christopher B. Burke Engineering Limited



December 2, 2008

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# Winnetka Commercial Districts Master Streetscape + Wayfinding Plan

## Executive Summary

In Spring of 2006, the Winnetka Village Council engaged the design team of the Lakota Group, SpaceCo Inc., and Christopher B. Burke Engineering to develop a comprehensive, unified streetscape vision for its three commercial business districts. The Master Streetscape and Wayfinding Plan for unifying and enhancing Winnetka's Commercial Business Districts has been a positive and productive two year collaboration between the project Ad-hoc Streetscape Committee, Village Staff and The Lakota Group/SpaceCo planning and design team. It has resulted in this Master Plan report that outlines the analysis process, the creative design thinking, trade-offs, opportunities and constraints; it culminates in a strategy for a prioritized implementation program.



Winnetka's Commercial Business District streetscapes offer a variety of characters, intensities for both pedestrian and vehicular activities, and challenges for integrating a universal palette or vocabulary for streetscape amenities. The Committee developed a design rationale or approach, which breaks these "types of streetscape conditions" into two categories of intensity. (See Streetscape Design Types on 2.12 – 2.18) A further step was developed in which improvements to road geometries, circulation, and additional on-street parking may be implemented in each of the districts regardless of any new streetscape aesthetic character improvements. (See Geometric Improvements on 2.3 – 2.5)

By defining these street intensities or characters by District, the team developed a "working palette" of streetscape features and amenities to be used on any given block. These prototype treatments were then applied to target area projects or streets in each of the three business districts, East/West Elm, Hubbard Woods and Indian Hill. The design team created a streetscape layout for each district which clearly identifies approaches and design thinking for such items as:

- Curb-line Realignments
- Additional On-Street Parking
- Enhanced Corner Bump-out Area/Pedestrian Street Crossings
- New Pedestrian and Intersection Character Street Lighting
- Decorative Paving/Sidewalk/Alley Access Treatments
- Streetscape Furniture and Amenities
- Landscape and Planting Zone Opportunities



These target area prototypes were then tested by the team for physical character impact. In the separate Streetscape and Wayfinding Implementation Plan, the team will develop working construction budgets for implementation of not only these target areas, but for full construction of all of the three suggested priority levels of this program. The team will carefully analyze each district, each target area and its relative cost and physical impacts to the Village. Each of these priority levels of the process will be further developed to understand the ultimate near and long-term horizon for implementing the entire streetscape program.

Of particular concern and focus to the team was the need to address those portions of Green Bay Road which run through or are adjacent to each of the Districts. As noted in the text of the Master Plan, improvements to Green Bay Road, a State roadway, will require significant discussion and, ultimately, a Village policy direction regarding a jurisdictional transfer of the roadway. This will undoubtedly come with significant Council discussion of the cost/benefit impacts to the Village for the near and long-term control and maintenance costs. For this reason, the Master Streetscape and Wayfinding Plan has put these suggested streetscape improvements into the Priority 3 time horizon, which may extend from 5-7 years from the start of any streetscape program implementations. We believe, however, that with this Streetscape Master Plan, the Village may consider entertaining near-term open discussion or dialogue with IDOT to gain support for some more immediate projects within the Green Bay Road right-of-way such as paving improvements, landscape installations, or signage.

Also important to consider is that while costs will be considered for the suggested streetscape improvements and will be examined in detail in the separate Implementation Plan, underground utilities work/replacements or other unforeseen improvements may be required and provide the Village with additional necessary costs incidental to any streetscape project or priority. The Village's Public Works staff understands these issues and will continue to address each of these "underground" issues in their yearly comments for infrastructure capital working budgets.

# Winnetka Commercial Districts Master Streetscape + Wayfinding Plan

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## Executive Summary

This Master Streetscape and Wayfinding Plan further investigated, evaluated and developed design thinking for Village Commercial District and Village-wide signage and way-finding components. A suggested Community-wide signage family and location exhibit has been provided to help visualize locations and the need for current and future Village signage replacements and removals. Within each Commercial District, these signs have been applied. Outside the Commercial Districts, a menu of sign types has been provided as a guide for future use.

Throughout the process, maintenance, long-term durability, and care were discussed at length. This Master Plan suggests the establishment of a long-term budget for maintenance of these new streetscapes. Some of the elements are currently in place within the Village's overall budget structures, but new streetscape/landscape improvements will require more intensive care. In order to facilitate this, funding strategies such as additional taxing sources; Special Service Areas, Business Improvement Districts or Chamber of Commerce Funding should be considered. The separate Streetscape and Wayfinding Implementation Plan will address such strategies in greater detail.

This plan has had a significant amount of “road testing” by the team, good dialogue, and care and concern for the fiscal prudence required by the Village. We believe we have successfully balanced these concerns and look forward to working with Council and Staff to see this plan come to reality and provide a new, fresh look for Winnetka's Commercial Business Districts.



## SECTION 1: INTRODUCTION

# Winnetka Commercial Districts Master Streetscape + Wayfinding Plan

## Section 1: Introduction

In Spring of 2006, the Village of Winnetka engaged the design team of the Lakota Group, SpaceCo Inc., and Christopher B. Burke Engineering to develop a comprehensive, unified streetscape vision for its three commercial business districts. The first phase of this project completed an audit and analysis of existing conditions, issues and opportunities in each of the commercial business districts. This audit served as a guide in the development of the second phase of work, which addressed a range of concepts and ideas, and developed an implementation strategy for improvements.



*Northeast Corner of Elm Street and Chestnut Street*

To help organize, simplify, and structure the analysis and concept phases, this summary has been divided into a discussion of the three districts: the **Hubbard Woods** commercial district at the north end of the Village, the **East and West Elm** commercial district in the center of the Village, and the **Indian Hill** commercial district at the south end of the Village. All three districts are strung together along the Village's portion of the Green Bay Road Corridor.

The completed first phase document, **Commercial Districts Streetscape Analysis** (August 2006), discusses in detail the following existing conditions/elements for all three commercial districts:

- Streetscape Widths
- Streetscape Pedestrian Intensities
- Vehicular Intensities
- Key Nodes
- Special Study or Opportunity Areas
- On-street Parking
- Circulation and Access Issues

Additionally, this analysis took into account Village entry points or gateways, signage, and wayfinding, and documented concerns and issues regarding clarity and organizational needs. The VWDG analysis recommended that these issues be addressed in a Master Streetscape and Wayfinding Plan.



*Typical West Elm Streetscape*

Upon completion of the initial phase of the study, the Village of Winnetka assembled an Ad-hoc Streetscape Design Committee made up of business and property owners, civic board members, and staff liaisons. The Committee provides ongoing feedback on the development of streetscape concepts and designs through regular monthly meetings and correspondence. This Committee included the following members:

### **AD-HOC COMMITTEE MEMBERS**

Ellen Abell (Chamber of Commerce)

Ken Behles (Village Trustee)

Tom Kerwin (Design Review Board)

Mark Kurensky (Plan Commission)

Roberta Rubin (BCDC Member – Business Owner, Chamber of Commerce)

Heidi Sibert (Chamber of Commerce)

Betty Skalski (BCDC Member – Business Owner, Chamber of Commerce)

### **STAFF LIAISONS**

Doug Williams (Village Manager)

Steve Saunders (Director of Public Works)

Michael D'Onofrio (Director of Community Development)

Jim Stier (Village Forester)

Through regular, open dialogue and significant input from both staff and the Committee members, the following streetscape design was prepared, refined, and finalized into the final draft of the Master Streetscape and Wayfinding Plan with a prioritized implementation strategy. Additionally, as part of this report, a “Village-wide” Wayfinding and Signage program including Village-wide identity, District identity and directional, parking, and regulatory signage is included. Finally, this document includes a project sequencing strategy of target areas addressing potential timing for carrying out the designs through completion.

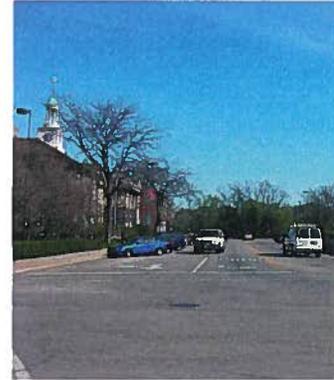


## **SECTION 2: STREETScape DESIGN**

### Geometric Improvements

Throughout the streetscape design process, efforts have been made to solve various road design, parking, and aesthetic issues identified in the analysis of the existing streetscape, including:

- Enhancement and improvement to the sense of safety for pedestrians
- Providing additional on-street parking where possible
- Providing additional landscape areas to screen undesirable views, enliven the streetscape, and enhance the appearance of the commercial districts
- Providing a unified vision for Winnetka's Commercial Business Districts



*Excess widths at intersections should be reduced to better facilitate pedestrian crossings.*

The Master Streetscape and Wayfinding Plan addresses many of these issues through geometric improvements and revisions to the existing curb line, which signifies the boundary between the vehicular use zone of the street and the pedestrian streetscape zone. For purposes of this study and as discussed with the Committee, changes to the curb-line were kept at a minimum to reduce costs and were focused at key locations, such as intersections, where the most effective, efficient impacts could be provided. (See Geometric Improvement Exhibits on 2.3-2.5)

Bump-outs were created at most intersections by expanding the sidewalk, and reducing the street to a minimum acceptable width. These improvements create a shorter street crossing for pedestrians, and create larger pedestrian refuge areas that can be enhanced with landscape, seating, and other streetscape amenities. The proposed curb-line is designed to smoothly transition from these bump-outs to the existing curb-line.

In several locations throughout each of the Districts, geometric improvements were used to gain additional parking either by converting parallel parking to angle parking, or by converting angle parking to head-in parking. These improvements were located where excess roadway (right-of-way) space existed, or where special situations may allow these changes to occur without reducing the width of the pedestrian zone, such as the Post Office Redevelopment site in the West Elm Business District.



*Large paved areas with minimal delineation of vehicular and pedestrian zones.*

As part of the design process, a round-about feature was considered for the Green Bay Road/Oak Street/Linden Street intersection. Village staff had studied the concept in more detail at an earlier date. Ultimately, the Committee's concerns with pedestrian safety, large vehicle access, and impacts on the signalized intersection of Green Bay Road and Elm Street led to the exclusion of this concept from the final plan.

Other site-specific geometric improvements will be addressed in detail as part of the discussion of each District. A more detailed engineering design for each of the geometric improvements should be addressed in the final engineering design documents required to implement these changes.

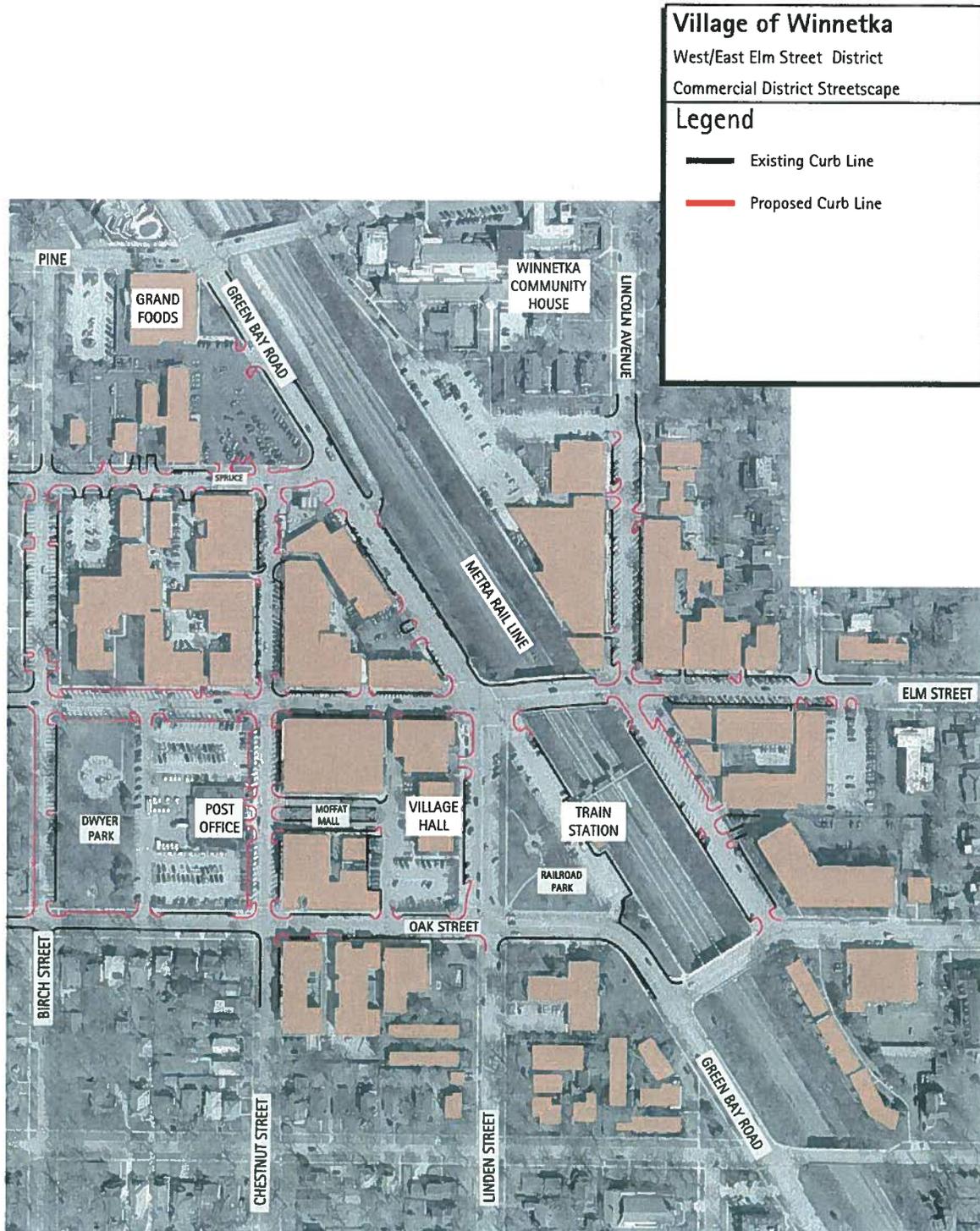
While the Design Team has tried to identify as many unknown variables associated with the improvements of these suggested streetscape plans, more detailed underground utilities analysis and engineering will be required before each priority project is implemented.

Final engineering designs addressing all geometric, grading and street lighting issues associated with the proposed streetscape improvements will be developed in the implementation phase of this project. The designs will further address Illinois Accessibility Code issues (IAC) and will identify areas where grade adjustments may be necessary at existing business doorway locations adjacent to the proposed streetscape improvements. Coordination with the Village and non-Village controlled utilities (electric, phone, cable and gas) will be done in the areas where vertical and horizontal adjustments of their facilities are required. All necessary additions/modifications to the existing storm sewer infrastructure associated with the proposed streetscape drainage improvements will be designed and permitted with the appropriate agencies in the final design process.

Specifically for proposed improvements within the Commercial Business Districts that abut the Green Bay Road Corridor, final plan approvals must be coordinated with the Illinois Department of Transportation (IDOT). The Committee has addressed these issues with regards to Green Bay Road by indicating it as a future priority of implementation. This will allow Village discussion of more permanent, long-range goals for controlling and maintaining Green Bay Road through jurisdictional transfer.

# Winnetka Commercial Districts Master Streetscape + Wayfinding Plan

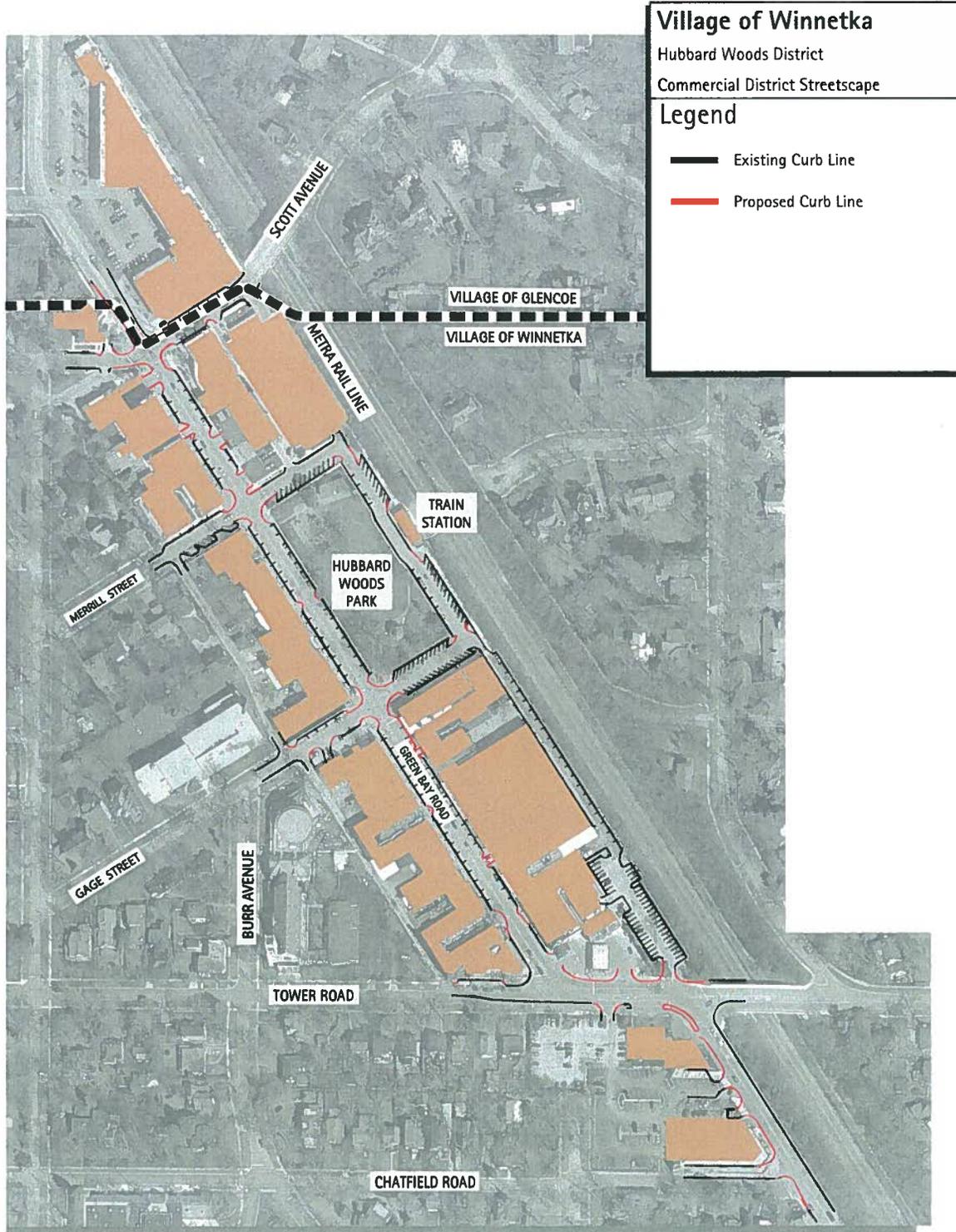
## Section 2: Streetscape Design



*East/West Elm - Geometric Improvements*

# Winnetka Commercial Districts Master Streetscape + Wayfinding Plan

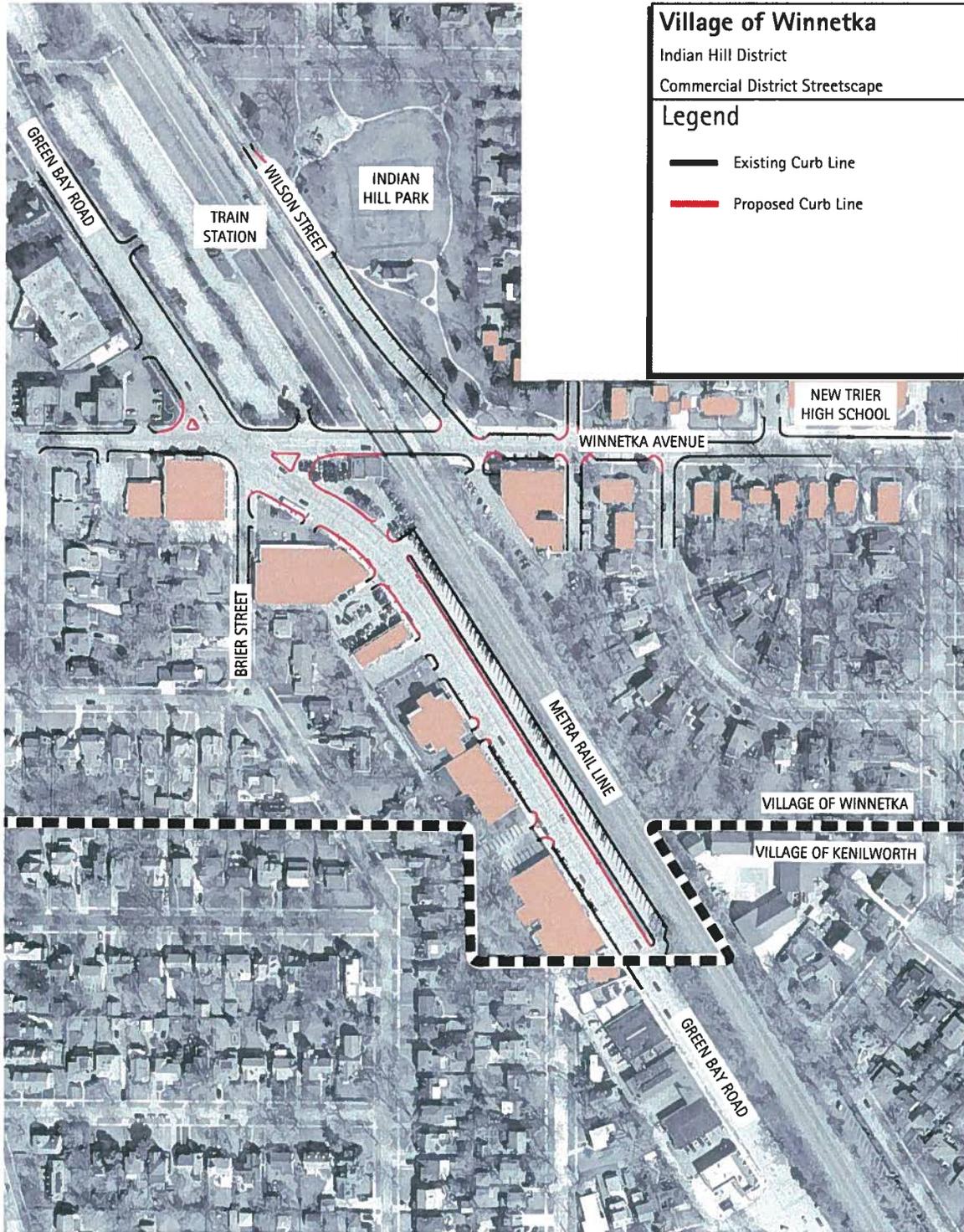
## Section 2: Streetscape Design



*Hubbard Woods - Geometric Improvements*

# Winnetka Commercial Districts Master Streetscape + Wayfinding Plan

## Section 2: Streetscape Design



*Indian Hill - Geometric Improvements*

### Streetscape Family of Amenities

In the first phase analysis, a streetscape family of amenities overview was generated to list the streetscape elements that contributed to the overall streetscape design, and identify any potential issues that would influence the selection of a standard family of site amenities. A similar assessment was made and attached as an appendix to the **Village of Winnetka Design Guidelines** (March 5, 2001). Through the second, design phase of this project, the selection of specific materials were tested against the suggested family from the Design Guidelines and discussed with Committee and staff to finalize the preferred direction. (See Appendix A for Recommended Amenity Specifications)

Based on the recommendation of this Committee and approved at the Village Board, a small prototype streetscape mock-up was constructed at the intersection of Tower and Green Bay Roads in October of 2008. The goal of this mock-up streetscape is to solicit input from the Community and finalize the selection of a streetscape family of elements.

The Committee indicated that it was critical that once these elements are finalized, that they continue to be used consistently throughout the Village's streetscapes. Any change to the streetscape palette of elements within the next several years would undermine the objective to create a unified Village image and compromise the design through inconsistent streetscapes.

As part of the updated streetscape character envisioned in this Plan, increased maintenance and upkeep need to be considered. The additional responsibility and cost may not be able to be addressed by the Village Public Works Department alone, and discussion should occur to determine involvement of other groups and funding sources (Chamber of Commerce, SSA).

# Winnetka Commercial Districts Master Streetscape + Wayfinding Plan

## Section 2: Streetscape Design

### DECORATIVE PEDESTRIAN STREET LIGHTS

It is recommended that the current Village pedestrian light standard, used on Moffat Mall and on the Elm Street Bridge, be replicated throughout the commercial districts. These lights are envisioned at a maximum 12'-0" mounting height (+/- 15' total height) to help establish a pedestrian scale and to reduce light spill into second floor residential uses. They should be mounted on a decorative metal, fluted, tapered pole painted "Tavern Market Green" to match the existing fixtures. The design should be flexible enough so that custom decorative banners could be attached to them in the future if desired by the Village or Chamber of Commerce. Fixtures should have opaque top caps to limit light pollution and should have full cut-off characteristics.



*Standard Decorative Pedestrian Street Light*

Staff and the Committee recommends using a different light manufacturer for the final streetscape, assuming that the design specifications, color, and quality could be matched or improved. This recommendation from the Committee stemmed from potential significant cost savings as well as difficulties encountered working with the current light manufacturer. Final light source and intensity/efficiency will be developed in final design documents; the Committee recommends exploring color-corrected, high pressure sodium as an appropriate light source. New light source technologies, including LED, energy efficiency, and sustainable energy sources should be investigated and considered before implementation to provide the Village with future energy, maintenance, and cost savings.

It should be noted that the Committee recommends extending the use of decorative street lights to major corridors, such as Hibbard Road, Willow Road, and Tower Road, as a visual clue to guide/bring people into the Business Districts.

### FULL CUT-OFF LIGHT FIXTURES

Decorative, full cut-off fixtures will be necessary to replace existing "cobra"-head fixtures located at major intersections and where light levels need to be maintained above what the pedestrian scale level lights will provide. The taller poles of the decorative cut-off fixtures also preserve the ability for the Chamber of Commerce to continue the Village's banner program. Several fixtures have been investigated and it is understood that the pole base should reflect the style and character of the decorative pedestrian street light and be painted "Tavern Market Green" to match other lighting elements. The final fixture should feature an innocuous head that does not detract from the overall streetscape character. Alternate, more decorative armature and brackets are also recommended for the final design.



*Full Cut-Off Light*



*Typical Clay Paver - Red and Brown Color Range*

### **DECORATIVE PAVING TREATMENTS**

True clay pavers (4"x8") are recommended over pre-cast concrete pavers for the streetscape due to their durability, non-fade color, aged appearance, and timeless quality. The recommended paver is a tumbled or aged paver in range of reds and browns, with a simple herringbone pattern and bordered by a triple-soldier course. All pavers, whether set in the pedestrian or vehicular areas, should be set on a concrete sub-base for long-term durability and ease of maintenance.

*Note that existing "Hollandstone" pavers with historic plaques, or engraved with dedications, and community memorials are located in a number of areas within the Commercial Business Districts. These pavers should be reused en masse in a new pocket park or green location which may or may not be part of the redevelopment of the Post Office Site or other Commercial Business District sites. The use of these pavers en masse will allow them the visibility and recognition they deserve and reflect the Community's long-term involvement in the Business Districts. The Village should consider sealing these pavers on an annual basis to help control color fading.*



*Metal Bench*

### **DECORATIVE METAL OR WOOD BENCH**

The Committee's selection of benches has satisfied the goal of achieving a timeless bench design to complement the existing buildings and new streetscape character. The recommended product is a black, all metal bench with a back. Existing teak, garden-type benches should be reused in small pocket park locations throughout the business districts.

### **DECORATIVE METAL TRASH AND RECYCLING RECEPTACLE**

The recommended trash and recycling receptacle is made by the same manufacturer as the bench and from the same design line to insure continuity throughout the streetscape. This black, metal receptacle should include a dome cover to reduce snow and animal access/maintenance issues.



*Metal Trash Receptacle*

The Village is currently developing a commercial districts recycling program. The final streetscape designs should include recycling containers that match the trash receptacles.

# Winnetka Commercial Districts Master Streetscape + Wayfinding Plan

## Section 2: Streetscape Design

### **BOLLARDS**

Concern for pedestrian safety has influenced the need for decorative metal bollards in key locations in the Districts. Such areas include expanded sidewalk “bump-out” areas, outdoor dining establishments, and key Green Bay Road pedestrian crossings. The bollard design recommended matches the decorative street light pole base, and will be painted “Tavern Market Green” to match. Prior to final design documents, the mounting specifications of the bollard needs to be verified to make certain that it can limit or deter vehicles from penetrating the pedestrian safe zone.



*Decorative Metal Bollard*

### **TREE GRATES**

Throughout the existing Village commercial district streetscapes, there are several narrow walkway conditions where the existing 48” wide tree grates create the appearance of limited or narrow pedestrian clearance. To maximize pedestrian space and still provide an ample tree planting zone, a 36” wide tree grate is recommended. The final selected tree grate should be either 60” or 72” long and combined with the use of structural soils to create a larger and more sustainable planting environment for the street trees. Tree grates need to be anchored appropriately in the final design to prevent heaving and shifting that could create tripping hazards.



*36”x72” Decorative Metal Tree Grate*

Additionally, all new and existing street trees, whether in tree grates or planters, should be properly irrigated and drained. Electric hand hold outlets should be provided at every tree location. In areas where existing mature trees are to be preserved, special consideration should be given to provide the appropriate hardscape condition adjacent to the tree. Several options discussed include a modified tree grate, a small raised planter (cantilever/beam construction), or no grate with a refined surrounding concrete walk. All future tree locations and conditions as part of any final plans should be coordinated with the Village Forester.



*Inverted U Bike Rack*

### **BICYCLE RACKS**

The Committee had concerns for implementing bike racks throughout all the Districts. The feeling was that they created clutter in narrow pedestrian conditions, and if they were not located immediately adjacent to a business, they would not be used. It is recommended that bike racks be placed at pocket parks, expanded plazas, train stations, or civic facilities. A simple black, metal loop design should be employed in small groupings.



*Typical Cast Movable Planter*

### **CAST MOVABLE PLANTER**

Cast metal movable planters should be provided throughout the district streetscape to increase landscape opportunities and provide a location for interchangeable seasonal color. Staff and the Committee's recommendation is to use them sparingly at key intersection nodes and locations where narrow space limits the use of trees in permanent planters. These planters should be removed in the winter seasons and stored at the Village Public Works yard to allow Public Works the necessary access and maneuverability to clear snow-covered sidewalks.



*Typical Straight "Banner-Arm" Hanging Basket*

### **HANGING FLOWER BASKETS**

The use of hanging flower baskets should be considered in the final design of each district where space permits. The recommendation of the Committee is for a simple, straight, metal bracket with built-in irrigation to reduce maintenance issues. The final locations will be based on the balance of tree and movable planter locations, as well as budget and maintenance issues.

# Winnetka Commercial Districts Master Streetscape + Wayfinding Plan

## Section 2: Streetscape Design

### **CURBED PLANTER**

In key locations throughout the districts, the space exists to create larger planting areas. Historically, these areas have been trampled by pedestrians and animals when designed flush with the sidewalks. Therefore, the Committee recommends a simple curbed planter, defined through an 6"-8" height concrete curb with a simple metal loop railing, for use in these locations.



*Typical Concrete Planter with Metal Loop Railing*

### **COMMUNITY BANNERS**

Currently, a seasonal community banner program occurs on many "cobra"-head light poles in the business districts. Within the envisioned streetscape plan, provisions should be made to continue the banner program. At a minimum, these locations should be on the taller, full cut-off light poles. In the event that the Village or Chamber of Commerce wants to include these banners on the shorter, pedestrian scale light poles, they will need to be smaller, custom sized banners to prevent them from encroaching into the pedestrian clear zone.

### Streetscape Types



*Triple soldier-course of pavers with scored concrete walk*



*Concrete scoring should relate to the location of lights where possible.*

Throughout the design process, it has been clear that there is a need for different levels of streetscape, based on pedestrian intensity, and space limitations throughout the Districts. After review and discussion by Staff and the Committee, two streetscape types are recommended. (See Street Types Exhibits on 2.16 - 2.18 for locations)

#### Type A Streetscape

This primary streetscape treatment is intended to be applied to the key “active” commercial streets in the district. These streetscapes include a more robust or expanded use of all of the family of streetscape elements. (See Type A Prototype on 2.13)

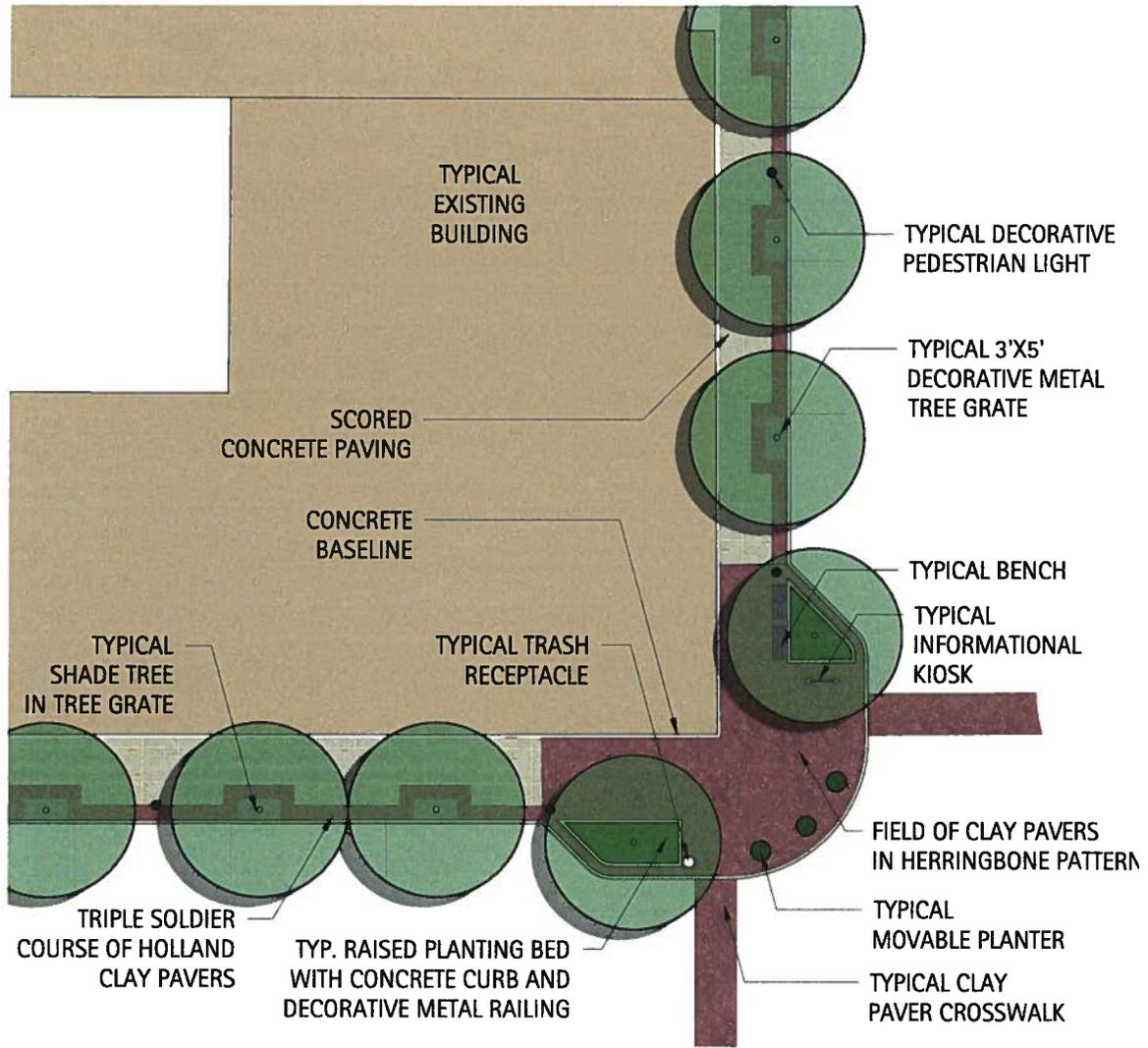
The recommended paving treatment for the Type A streetscape includes a triple soldier course of the clay pavers located behind the curb line and extending the length of the street and around tree grates and planters. At intersections and bump-outs, the use of the clay pavers is expanded to create additional visual interest. The remainder of the streetscape paving is made up of a scored, brushed concrete with a troweled edge. The scoring pattern for the concrete should be set at a consistent spacing and relate to the locations of lights, tree grates and necessary expansion jointing where possible.

Pedestrian scale lighting should be used for the Type A streetscapes. Spacing between lights is recommended to be 50'-70' to meet the Village's minimum lighting goals, and to reinforce a pedestrian-scale character in the Districts. Again, final spacing and design must take into consideration light photometrics, architectural features such as doorways and windows, street trees, public utility encumbrances, and overall design harmony.

Type A streetscapes should include the full family of streetscape amenities, including benches, trash receptacles, tree grates, movable planters, raised planters, hanging baskets, bike racks, and signage. Final quantity and location of these amenities will be determined at final design stage, and will vary throughout the Districts.

# Winnetka Commercial Districts Master Streetscape + Wayfinding Plan

## Section 2: Streetscape Design



*Type A - Prototype*



*Example of a concrete sidewalk treatment with decorative pedestrian streetlights..*

### Type B Streetscape

This recommended secondary streetscape treatment is applicable to the lower intensity streets, transitional streets at the edges of the Districts, and locations that border on residential or non-commercial uses. (See Type B Prototype on 2.15)

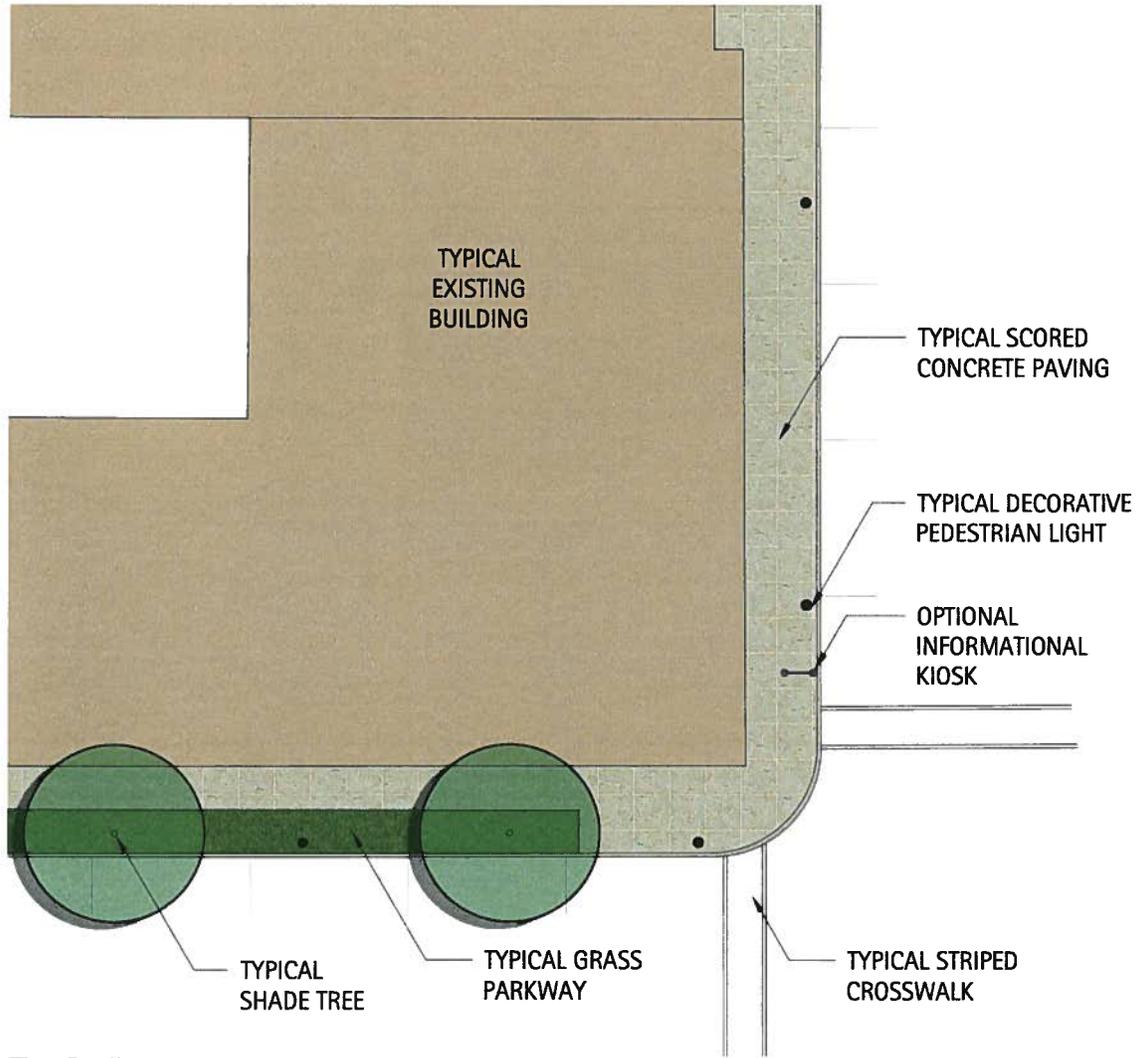
Type B streetscapes do not include any decorative clay pavers, and instead are defined by clean brushed concrete walkways with simple score patterns and troweled edges.

The pedestrian-scale lighting for Type B streets will be the same as Type A with the exception of spacing. A spacing of 80'-100' is recommended to create less intensity (illumination) and a sense of transition to the adjacent areas without pedestrian lighting.

A limited selection of streetscape amenities will be applied to Type B streets. In special instances, such as pocket parks, bump-outs, or key feature areas, benches, trash receptacles, and bike racks may be used. Additionally, directional and identity signage may be located in these streetscapes to help identify the Business District and appropriately and efficiently direct visitors to parking and other key locations.

# Winnetka Commercial Districts Master Streetscape + Wayfinding Plan

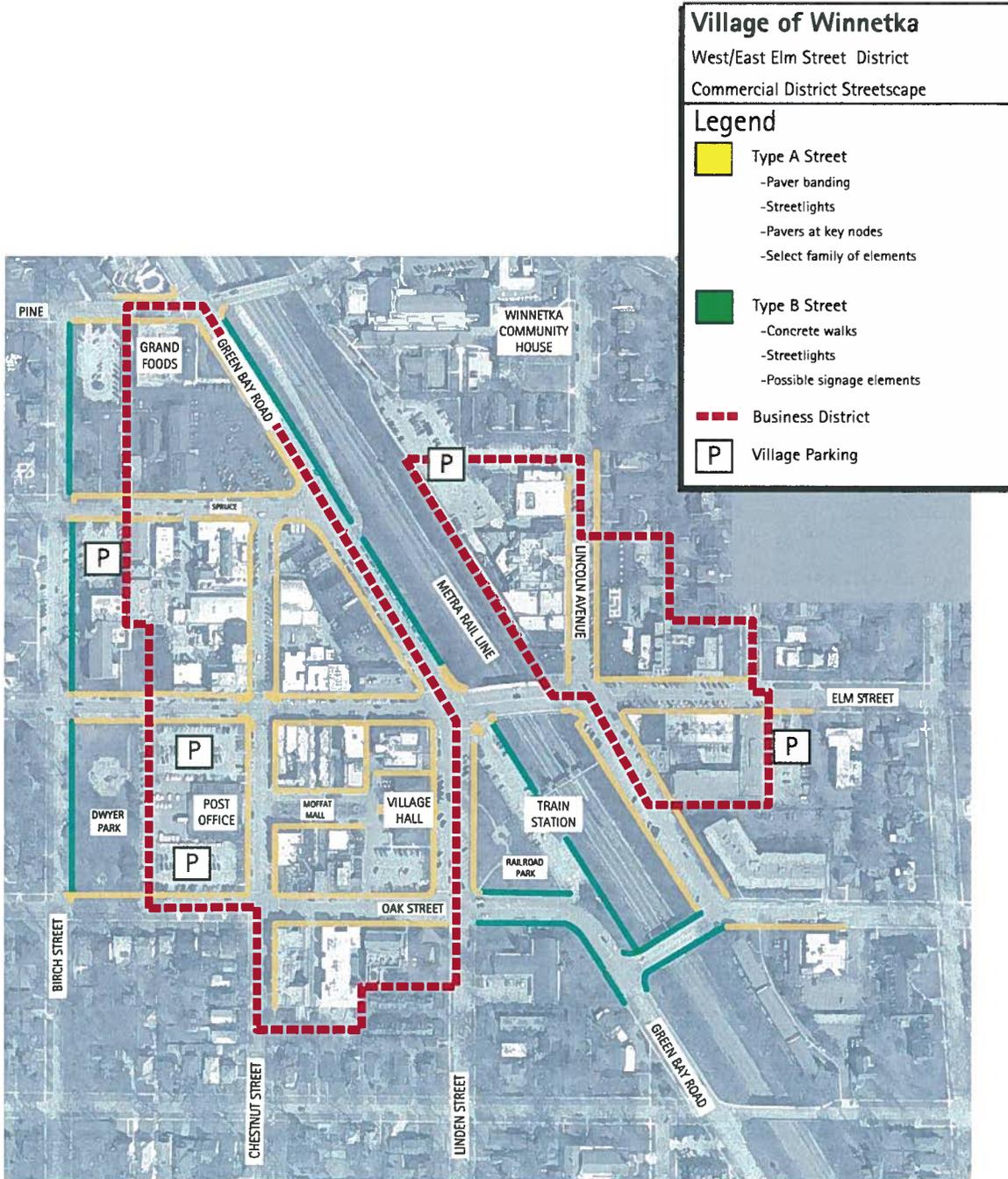
## Section 2: Streetscape Design



*Type B - Prototype*

# Winnetka Commercial Districts Master Streetscape + Wayfinding Plan

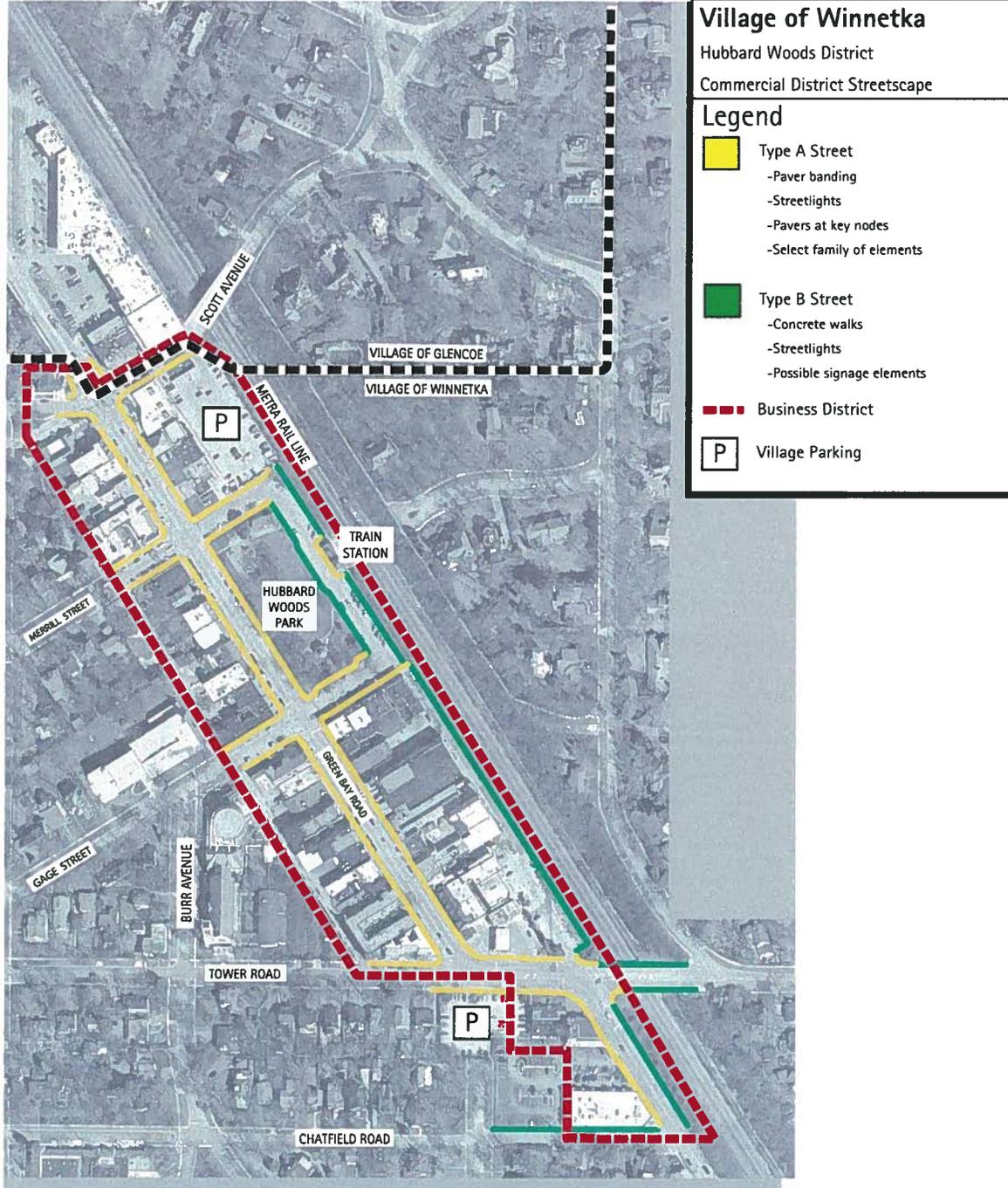
## Section 2: Streetscape Design



*East/West Elm - Street Types*

# Winnetka Commercial Districts Master Streetscape + Wayfinding Plan

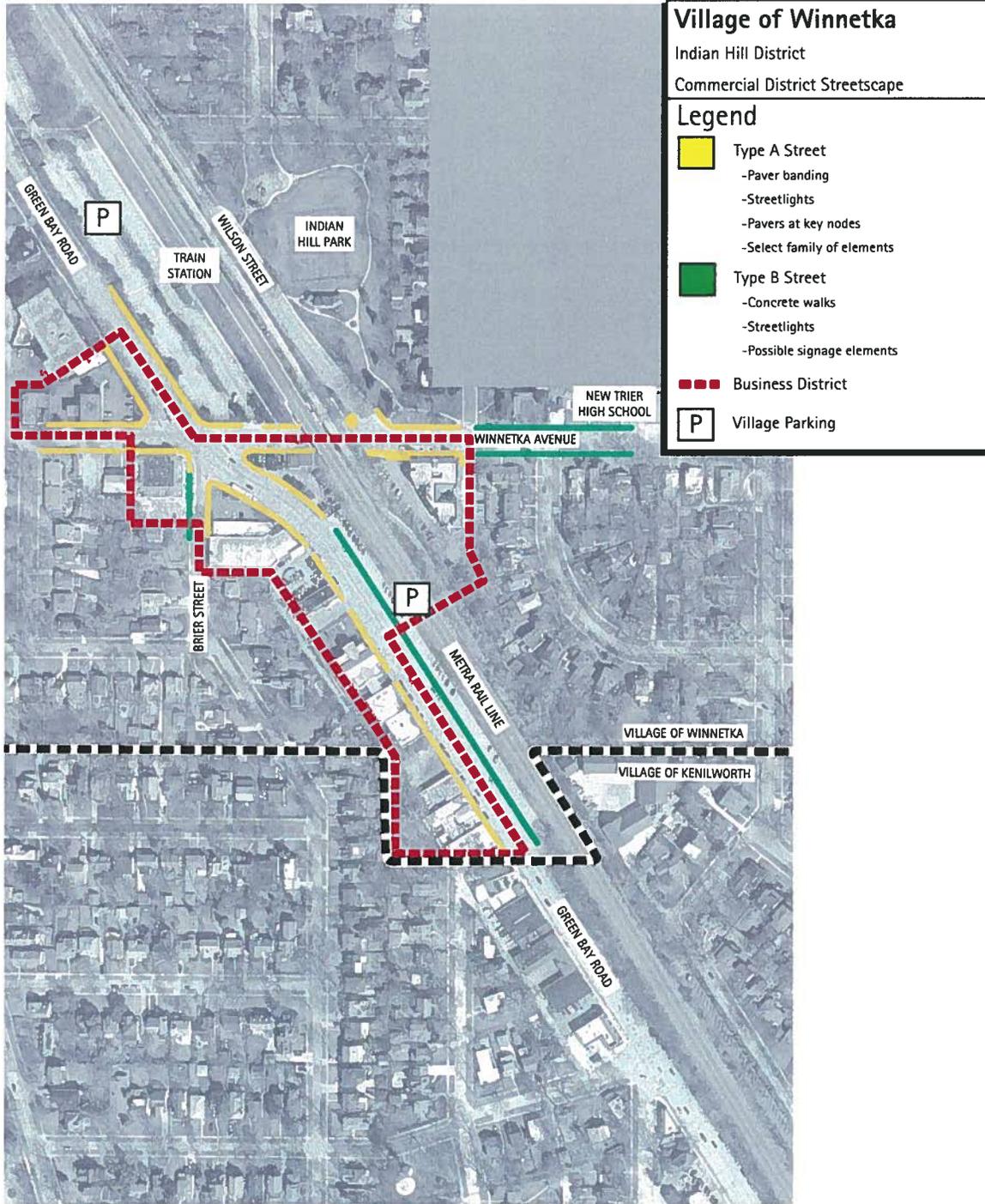
## Section 2: Streetscape Design



*Hubbard Woods - Street Types*

# Winnetka Commercial Districts Master Streetscape + Wayfinding Plan

## Section 2: Streetscape Design



*Indian Hill - Street Types*



## SECTION 3: PROJECT SEQUENCING

## Section 3: Project Sequencing

### Project Sequencing

Staff and the Committee have set the goal of implementing the project so that it is implemented over a multi-year time frame. The Committee felt that extending this time horizon further would increase the chances that this project would not be completed as currently envisioned. This has led to the three distinct priority levels as noted below (See Project Sequencing Exhibits on 3.2-3.4 for final locations). The first priority level is envisioned to be completed within two years, and has streetscape enhancement components in two of the commercial business districts. This first priority level is also the focus of the separate Implementation Plan.

The goal of the second priority level should address most of the remaining streetscapes in the Districts. This second priority level should include extending the use of decorative street lights to major corridors, as mentioned previously, as a visual clue to guide/bring people into the Business Districts.

The third and last priority level is made up of the Green Bay Road streetscapes, which are currently under Illinois Department of Transportation (IDOT) jurisdiction. The work on the third priority level will require coordination with State agencies and a potential jurisdictional transfer, and therefore requires more time and planning to implement.

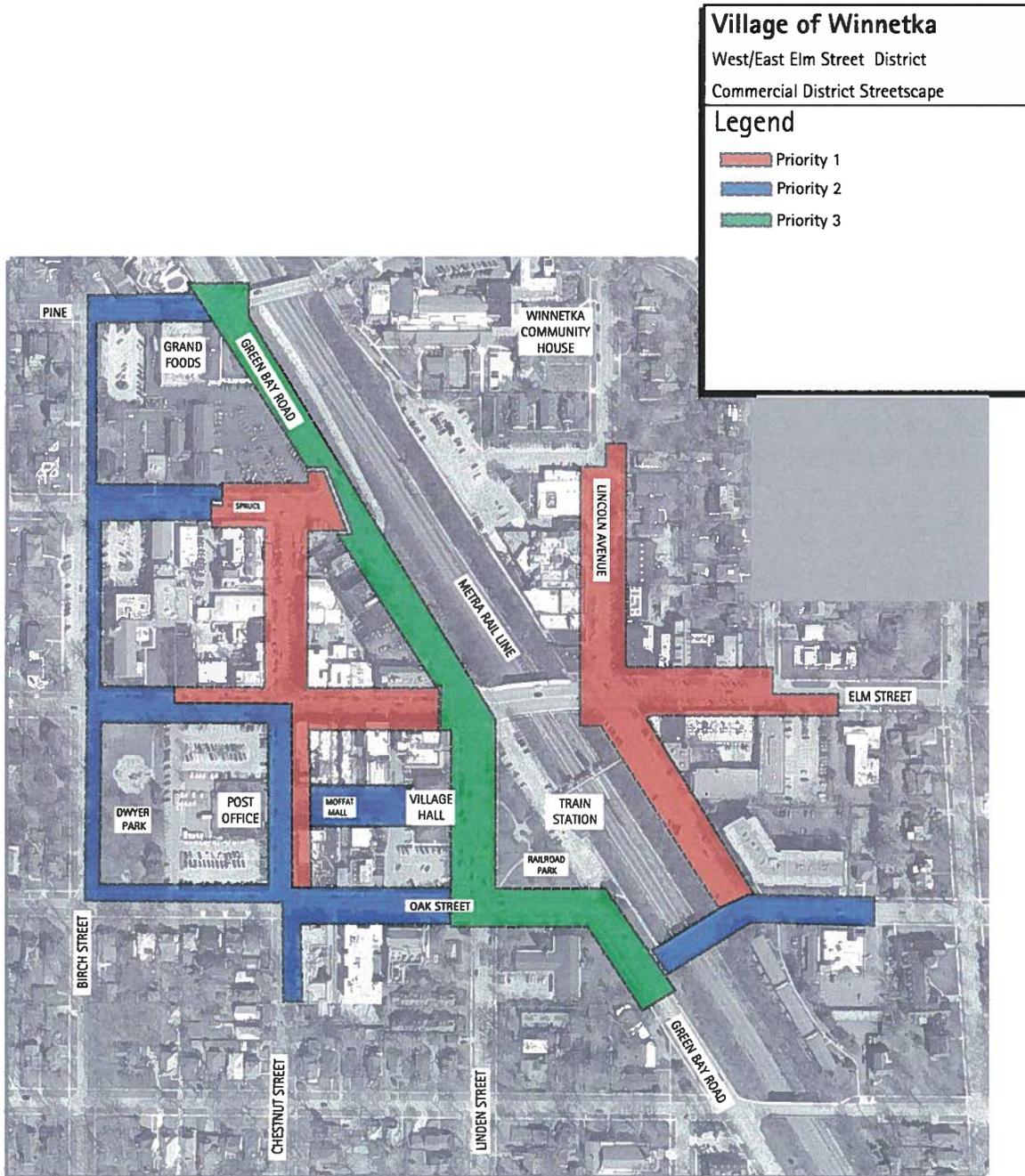
Upon adoption of this Streetscape Master Plan, the Committee recommends open dialogue with IDOT to share the ideas, goals, and possible long-term strategy of the Plan. Through this open dialogue and understanding, it is believed that several proposed streetscape projects within these IDOT Green Bay Road rights-of-way may be implemented in earlier priorities with fewer engineering restrictions or controls.

### **Priority 1 Streetscape**

The first priority of the streetscape is envisioned to be completed in the next two years. The selection of the locations of the streetscape improvements was influenced by many factors, but the overall goal was to locate improvements/enhancements in areas where they would have the greatest impact. These improvements include portions of Elm Street, Chestnut Street, Lincoln Street and Spruce Street in the East and West Elm Districts, and portions of Gage Street, and Tower Road in the Hubbard Woods Business District.

# Winnetka Commercial Districts Master Streetscape + Wayfinding Plan

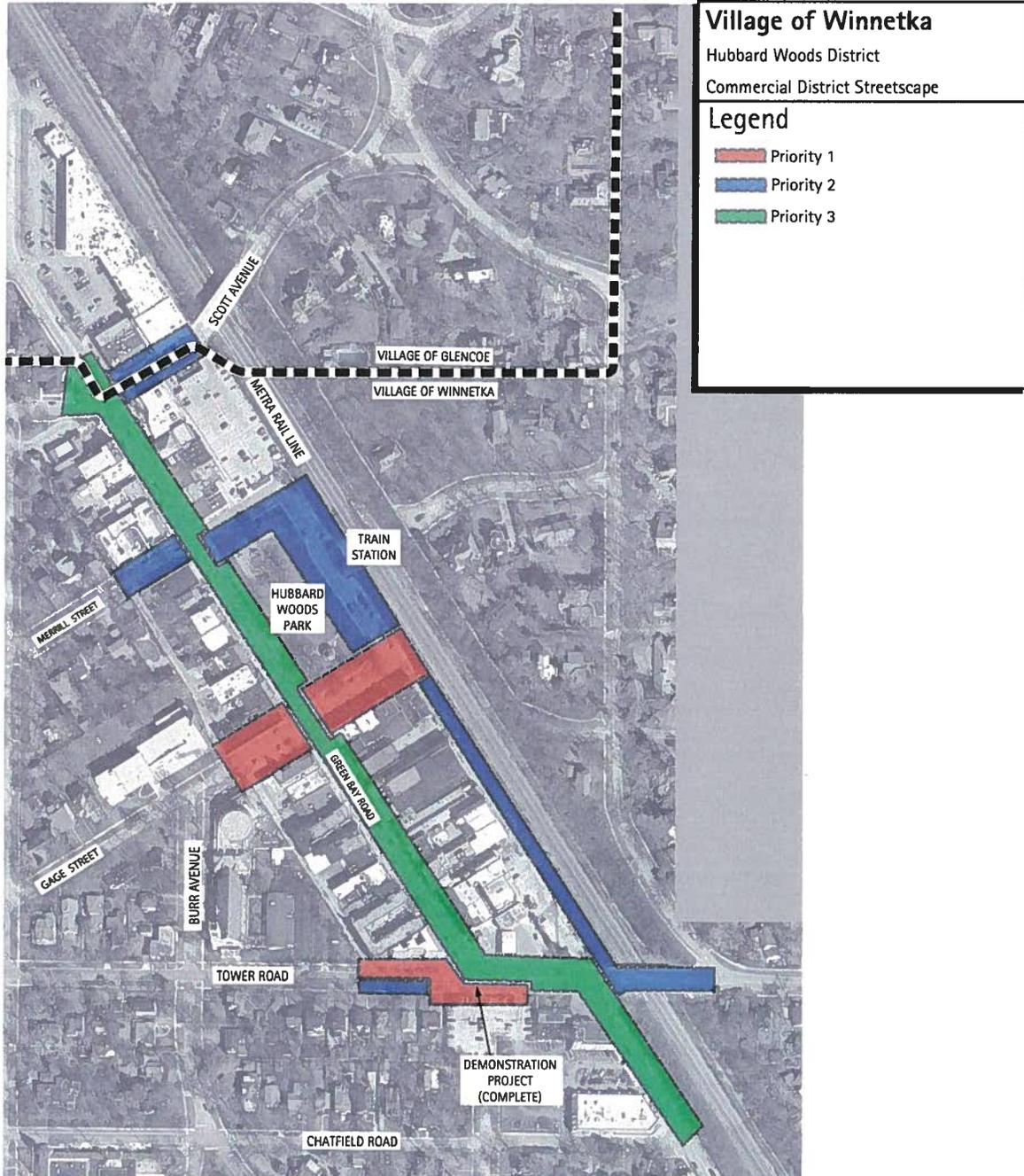
## Section 3: Project Sequencing



*East/West Elm - Project Sequencing*

# Winnetka Commercial Districts Master Streetscape + Wayfinding Plan

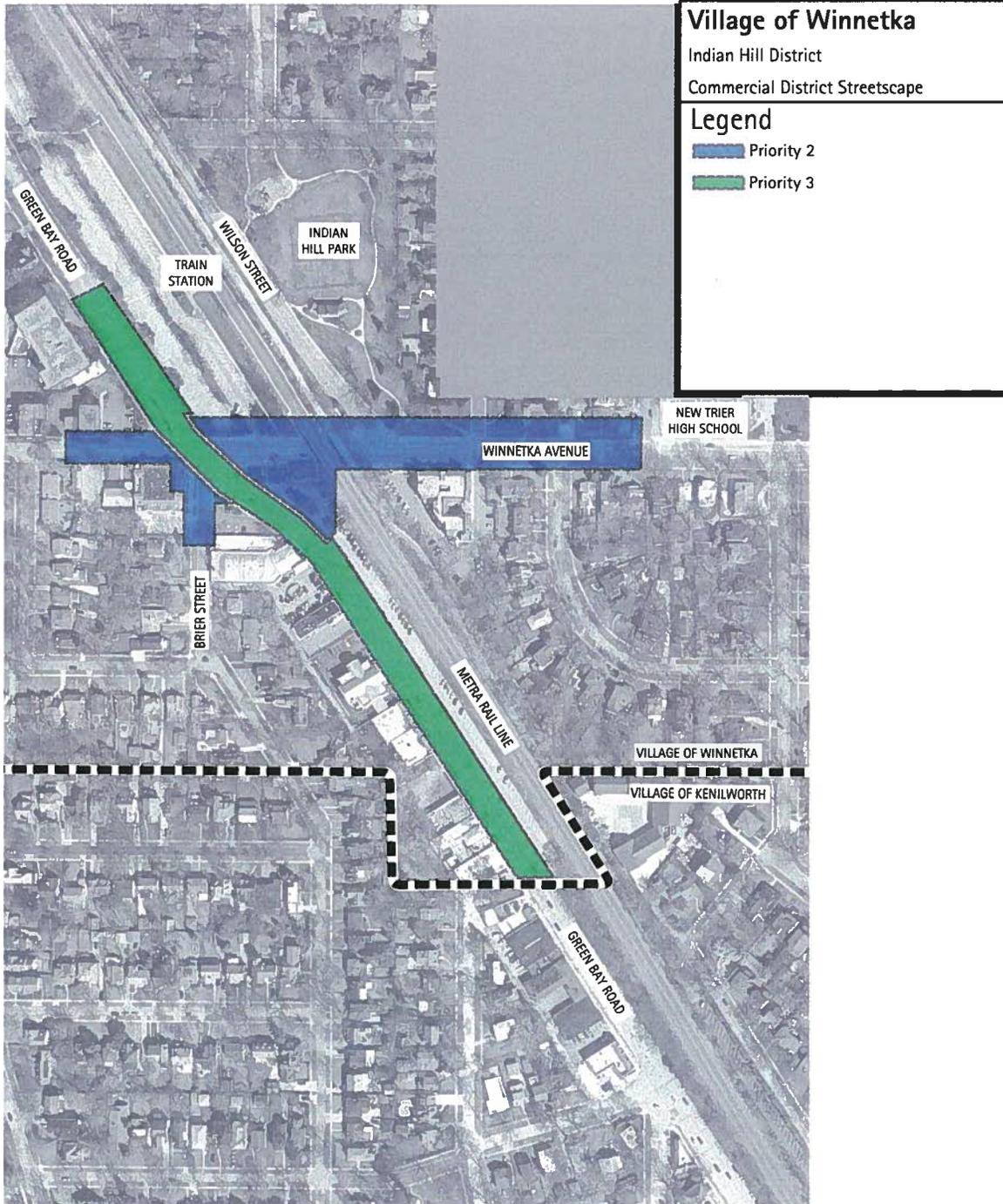
## Section 3: Project Sequencing



*Hubbard Woods - Project Sequencing*

# Winnetka Commercial Districts Master Streetscape + Wayfinding Plan

## Section 3: Project Sequencing



*Indian Hill - Project Sequencing*

# Winnetka Commercial Districts Master Streetscape + Wayfinding Plan

## Section 3: Project Sequencing

### EAST/WEST ELM BUSINESS DISTRICT

As discussed in the analysis phase of this study, the East/West Elm Street District is the civic/service core of the Village's commercial districts. Because of this, any improvements in this district will result in a noticeable impact. The targeted areas for the Priority 1 streetscapes are: Chestnut Street from Oak Street north to Spruce Street, Elm from just west of Chestnut east to Green Bay Road, Lincoln Avenue from Oak north to the Village parking lot at the Community House, and Elm from Lincoln east to Arborvitae Road. (See Attached Exhibits 1.A through 1.G)

Generally these improvements include the Type A streetscape treatment throughout. Some special features worth noting and shown in the concepts on the following pages include:

- Clay paver pedestrian crosswalks at intersections
- Clay paver pedestrian crosswalks across all alleys and drives
- Preservation of existing large trees in several key locations
- Geometric roadway improvements to the Chestnut/Spruce/Green Bay intersection to reduce pedestrian/vehicular and vehicular/vehicular conflicts including
  - Removal of one curb cut on the north side of Spruce
  - Realignment of Spruce to create a 90° intersection at Green Bay
  - Increased landscape and buffering on the south side of Spruce between Chestnut and Green Bay
- Larger enhanced pedestrian nodes at the following key intersections
  - Elm and Chestnut
  - Chestnut and Spruce
  - Elm and Green Bay
  - Elm and Lincoln
- Identity and directional signage



*Existing Moffat Mall is enhanced with decorative street lights and clay pavers.*

The Post Office Redevelopment Site includes key streetscapes for the East Elm District. The planning process for the Post Office site envisions angle parking on both sides of Chestnut and Elm, adjacent to the site, which is reflected in the Master Streetscape and Wayfinding Plan. To accomplish this change to on-street parking without reducing existing pedestrian zones on the north side of Elm and the east side of Chestnut, the alignment of these two

streets needs to shift slightly, converting part of the Post Office site to right-of-way (pedestrian zones). These street alignments should be studied further as final engineering design documents dictate. (See Attached Exhibits 1.D and 1.E)

Another final special design feature addressed in this priority is the narrowing of the Lincoln Street road or pavement width, south of Elm. The current width, approximately 77' from face-of-curb to face-of-curb, could be narrowed to gain additional landscape or development opportunities on the east side of the street. Additionally, the existing angled parking could be changed to head in parking to increase the amount of available street parking.

# Winnetka Commercial Districts Master Streetscape + Wayfinding Plan

## Section 3: Project Sequencing

### HUBBARD WOODS BUSINESS DISTRICT

Winnetka's Hubbard Woods Commercial District, characterized as a more boutique, specialty retail district of the Village, is approximately three blocks long. It is located along both sides of Green Bay Road between the intersections of Scott Avenue, at the north end, and Chatfield Road at the south. Because most of the Hubbard Woods District is defined by the IDOT controlled Green Bay Road right-of-way, the areas applicable for Priority 1 improvements are limited. Therefore, in order to provide for Priority 1 improvements, enhancements were clustered around Gage Street east and west of Green Bay to increase the visual impact. Additionally, streetscape and landscape improvements related to a new Community Events Kiosk at Tower Road are included as part of this first priority. This kiosk should be located within Village-owned parking areas and green yard setbacks. (See Attached Exhibits 1.H through 2.B)



*Concrete curbs and curb cuts on Tower Road at Green Bay Road in Hubbard Woods.*

Gage Street and Tower Road are classified for Type A improvements, where Merrill Street and Railroad Street are identified as Type B.

Additional special features addressed in Priority 1 include:

- Clay paver pedestrian crosswalks at intersections (not in Green Bay right-of-way)
- Streetscape enhancements at the northwest corner of Tower Road and Green Bay

)

**EXHIBITS CONTAINED ON  
PAGES 68-75**

### Priority 2 Streetscape

The Priority 2 Streetscape encompasses the remainder of the business district streets outside of Green Bay Road, which are not included in Priority 1. It is envisioned that this priority could be completed in the next two to four years. These streetscapes are varied and, in some places, expansive. They are established business districts, and it is critical to establish a streetscape standard in order to weave these districts into the existing fabric of the neighborhoods.

#### **EAST/WEST ELM BUSINESS DISTRICT**

The expansion of the East and West Elm streetscapes includes treatment of portions of Type A streets like Elm Street, Chestnut Street, and Lincoln Street, as well as Type B Streets like Oak Street, Birch Street, Linden Street, and Spruce Street.

A special design feature shown as part of this priority is geometric changes to Birch Street. These improvements include revising the angle of the on-street parking between Spruce and Elm to increase the amount of spaces. Also included are converting Birch between Elm and Oak to two-way and creating head-in parking spaces adjacent to Dwyer Park. This change would reduce the width of the existing parkway on the east side of the road, and would need to be studied further as final engineering design documents dictate.

### **HUBBARD WOODS BUSINESS DISTRICT**

Again, due to the predominance of the Green Bay Road rights-of-way within the Hubbard Woods Business District, the Priority 2 streetscapes are limited. They include mostly small sections of side streets, like Merrill Street, Scott Avenue, and Chatfield Road, as well as extensions on Tower Road.

One of the special features in Hubbard Woods that is planned as part of this Priority 2 streetscape is the enhancement to the streetscape and landscape setback areas along the north side of the Village parking garage. The pedestrian entrances, via metal staircases located next to dumpsters and a service alley, are unattractive and provide no sense of unity or direction with the adjacent merchants and district. The Plan envisions enhancements to Scott Avenue in front of the parking garage, that transition into a restructured pedestrian entrance with new, more attractive and prominent staircase access to the upper and lower deck levels, enhanced landscaping and screening of the existing transformer and above and below ground utilities, and new parking identification signage. (See Attached Exhibits 2.A - 2.C)

Finally, a last special feature within this District is the treatment of Tower Court. This one-way service alley is highly visible, allows access to off-street businesses, and includes significant surface parking. Therefore, it has been identified as a Type B streetscape to be treated with pedestrian-scale decorative lights and some identity and directional signage. An additional, unified Tower Court merchants individual sign element is also planned for an area immediately north and west of the Tower Court access drive from Green Bay Road.

# Winnetka Commercial Districts Master Streetscape + Wayfinding Plan

## Section 3: Project Sequencing

### INDIAN HILL BUSINESS DISTRICT

The Indian Hill Commercial District is the smallest of the three Winnetka business districts, and is adjacent to the Indian Hill Metra station, Indian Hill Park, and New Trier High School. As with Hubbard Woods, the Priority 2 improvements avoid most of Green Bay Road, focusing instead on Winnetka Avenue east of Green Bay. (See Attached Exhibits 2.D and 2.E)



*Secondary and perimeter streets, such as Birch, are part of the Priority 2 Streetscape.*

Winnetka Avenue from Green Bay to Temple Court is classified as Type A. One block east of Temple Court is Type B, and is included in the first priority to extend the use of the standard pedestrian light to the high school campus. Other special features included in the recommended streetscape improvements include:

- Clay paver pedestrian crosswalks at intersections
- Clay paver pedestrian crosswalks across all alleys and drives
- Landscape enhancements around a new Community Events Kiosk at the northeast corner of Green Bay and Winnetka Avenue
- Narrowing of the streetscape on the south side of Winnetka Avenue between the railroad tracks and Temple Court through raised planters.



*The parking lot at the northeast corner of Green Bay Road and Winnetka Avenue offers space for a Community Events Kiosk.*

Another improvement delineated within Priority 2 is the creation of a new urban gateway pocket park at the southeast corner of Winnetka Avenue and Green Bay. This key corner serves as a key southern gateway into the Village. (See Attached Exhibit 2.F) The park is envisioned as a gathering space located centrally between the District's retail zone, the Indian Hill Metra station, and New Trier High School. It is also immediately adjacent to the heavily used Pace bus stop. This bus stop is a key afternoon gathering spot for New Trier High School students. The design includes a central fountain focal feature, decorative stone walls with community identity or gateway signage, pockets of benches, seasonal color displays, and a small open lawn area framed by a variety of ornamental trees. This area currently serves the Village and Business District with the temporary use of new car vehicle storage for the Winnetka Land Rover dealer. For redeveloping this key Village site into a park, the Village should work with the Land Rover dealer to identify alternative car storage opportunities.

**EXHIBITS CONTAINED ON  
PAGES 76-81**

### Priority 3 Streetscape – Green Bay Road

Priority 3 streetscape improvements apply to all streetscapes that are dependant on a jurisdictional transfer from State control to Village control to accomplish. As mentioned previously, Green Bay Road is controlled and maintained by the Illinois Department of Transportation (IDOT), which would need to review and approve any proposed streetscape improvements requested by the Village. In general, IDOT has very strict standards for lighting, curb geometry, and streetscape design that make it difficult to get approval on the preferred streetscape design. Additionally, the State does not want to increase their maintenance costs through individual community's specialized streetscapes. They would rather have the Village take responsibility for the maintenance of the road, through a jurisdictional transfer, similar to Wilmette and other communities. It will be a Village policy issue whether or not to take this course of action, but it is the best way for the Village to fully realize its commercial district streetscape vision.



*Priority 3 addresses streetscapes impacted by Green Bay Road, a State roadway.*

If pursued, the jurisdictional transfer procedures outlined in the “Highway Jurisdictional Transfer Guidelines for Highway and Street Systems,” (published by IDOT, March 2006) would be followed. The process described in the transfer guidelines should be familiar to the Village Trustees and staff given that the Tower Road and Willow Road corridors have recently been transferred.

It is anticipated that this particular jurisdictional transfer (JT) will be classified as an Agreed-To transfer. This transfer occurs because of the logical need to transfer authority to another highway system. Agreed-to JT's can be associated with state-let or locally-let improvements, or they can be associated with no improvements. The IDOT Director of Highways is responsible for approving all Agreed-To JT's. Others may be involved if funding is included in the JT above an established limit. All highway parties must cooperate in the JT, and adjacent parties should be contacted for their approval. The limits of the JT should begin and end at logical termini. As a rule, a highway should terminate at either a highway within its own system or at a highway that is in a higher system. In this case, the transfer would most likely include the entire length of Green Bay Road from Kenilworth to Glencoe. The agency requesting the JT is responsible for notifying the Central Bureau of Local Roads and Streets of the proposed and completed JT.

These areas have been kept as a separate priority, in part because in addition to Village policy discussions, time will be required to establish the framework, timeline, and specifics relating to the transfer.

### **EAST/WEST ELM BUSINESS DISTRICT**

The portions of Priority 3 found in this District include all of Green Bay Road from the Oak Street Bridge at the south, to Pine Street at the north. This includes the area in front of Village Hall, the angle parking on both sides of the street, and the four-way stop intersection of Green Bay, Oak and Linden. The streetscapes are a mix of Type A treatment adjacent to commercial buildings, Village Hall, and Railroad Park, and Type B treatment where Green Bay abuts the railroad tracks and next to the Library. In this priority, bump-outs are added at intersections to reduce the length of pedestrian crossings, lanes are narrowed where possible, and islands are added at the end of angle parking runs to provide definition of the parking zones and create landscape opportunities.

### **HUBBARD WOODS BUSINESS DISTRICT**

Priority 3 streetscape work in Hubbard Woods includes Green Bay Road from Chatfield Road on the south, to Scott Avenue on the north. This area is a Type A streetscape due to the predominant commercial and retail buildings defining the Green Bay corridor. The only Type B streetscape is the east side of Green Bay from Chatfield to Tower Road. While there are no special issues to address, general geometric improvements include bump-outs and reduction in size and quantity of curb-cuts where possible and where on-street parking is preserved.

### **INDIAN HILL BUSINESS DISTRICT**

The Indian Hill District portion of Priority 3 streetscape includes Green Bay Road from the Village boundary at the south, to a point approximately 400 feet north of Winnetka Avenue. This section of Green Bay is designed as a Type A streetscape, with the exception of the east side, south of Winnetka Avenue, where Green Bay abuts a Village commuter parking lot and there is no sidewalk. The geometric improvements as part of this priority includes modifying the road to a three-lane design, which will create an expanded landscape green buffer adjacent to the existing commuter parking lot south of Winnetka Avenue.



## **SECTION 4: SIGNAGE + WAYFINDING**

### Village Wide Wayfinding + Signage

As follow-up to an analysis of the Village’s wayfinding and signage, designs were prepared for several levels of community signage. As part of the Master Streetscape and Wayfinding Plan, the Committee developed a simple Village-wide signage program and area-wide wayfinding plan for Winnetka. A main goal of the Wayfinding and Signage Plan is to unify the Village streetscape and create an awareness of the Winnetka Village context.

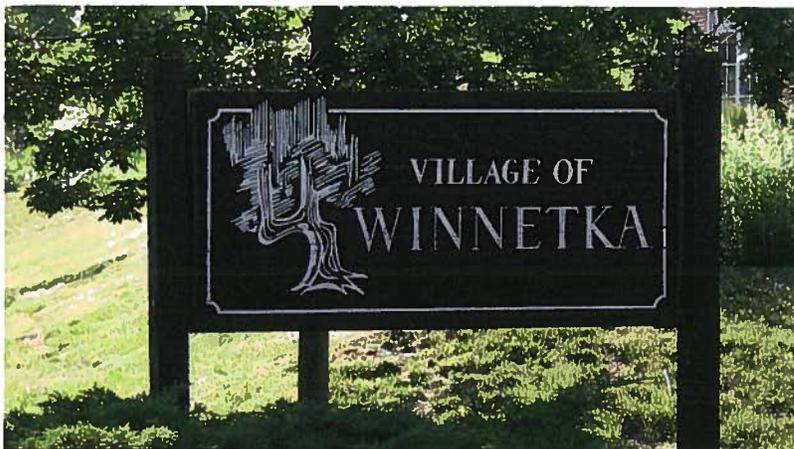


*Existing Minor Village Identity Sign*

These plans were developed to identify locations for potential Village gateways, community events kiosks, as well as directional and identity signs for the Village’s Commercial Districts, public parking facilities, and local businesses. Other regulatory sign concepts are intended to help unify and consolidate sign clutter on Downtown business streets.

Several design concepts were tested with the Committee to evaluate design details, mounting conditions and colors. The following selected schemes represent a gesture to following the form and design established by the Village in the Community Kiosk and decorative pedestrian street light fixtures.

A recommended Business District and Village-wide Wayfinding Plan follows which show suggested general locations for this sign family of elements. (See Exhibits on 4.8 - 4.11) More refined final design documents will need to be prepared in conjunction with a selected sign fabricator and structural engineer as required, as signage elements are targeted for implementation.



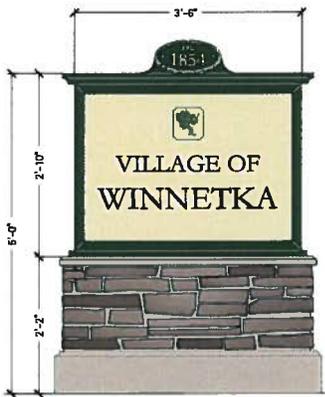
*Existing Major Village Identity Sign and “Tree Logo”*



*Existing Community Events Kiosk*

## Village Identity Sign

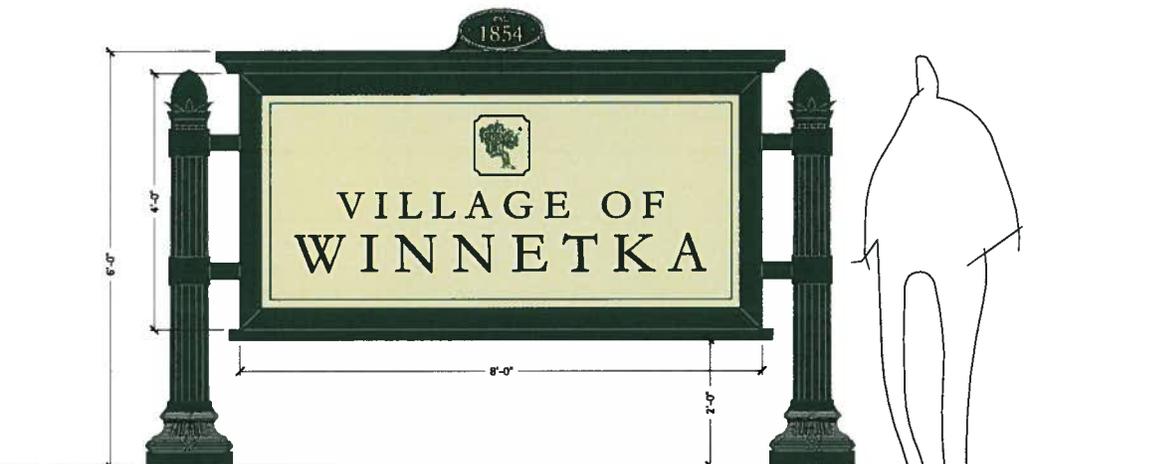
The design of a Village Identity sign or Gateway needs to be adaptable to several locations throughout the Village; adjacent to larger more arterial roads like Willow and Tower where readability is critical and space opportunities are not as much of a concern, and narrower, more urban conditions such as at Green Bay and Scott Avenue where a balance needs to be reached between size and readability.



*Village Minor Directional*

The recommended design accomplishes this through two versions, similar to the Major and Minor identity signs that exist today. The new proposed signs are both aluminum metal cabinets supported by either decorative poles, painted the Village's custom "Tavern Market Green," or a stone monument base. The sign panel features a muted cream color that matches the color used on the Community Events Kiosk and includes the "Village of Winnetka" text, tree logo or Village seal, and date of incorporation.

The Major Identity is intended to replace the existing signs at the west edge Village borders at Willow Road and Forestway Drive and Tower Road at Forestway Drive. The Minor Identity signs would be located at the north and south Village borders on Green Bay and Sheridan Roads, at the Village's south border along Hibbard Road and Church Road, and at the west border on Winnetka Road. (See Exhibits on 4.9 - 4.11)

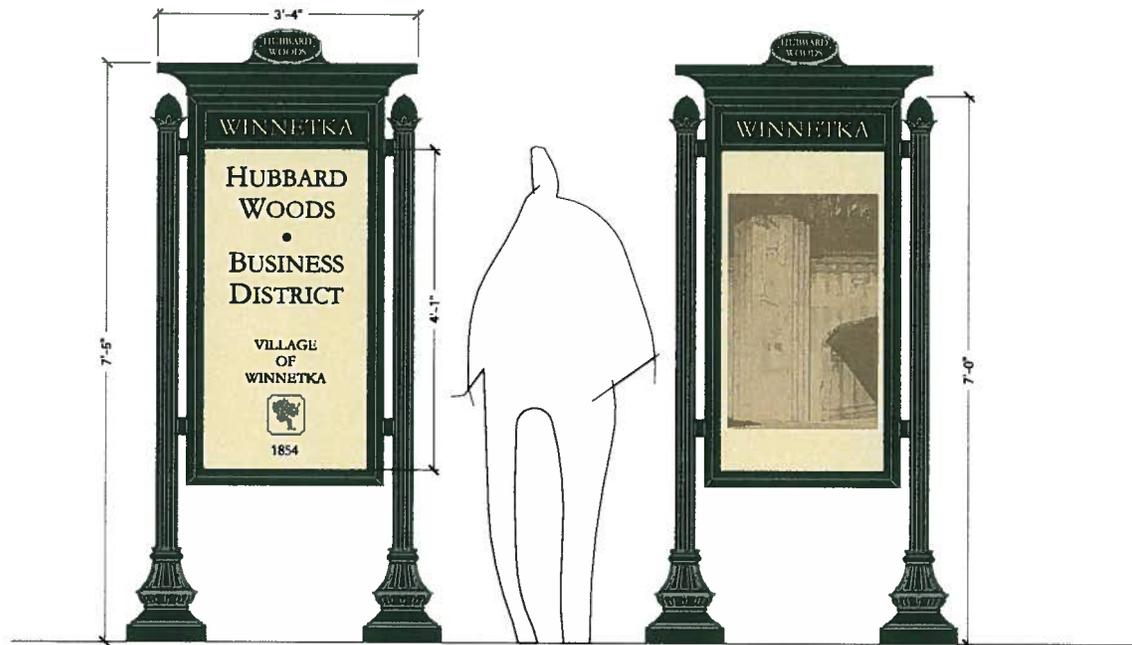


*Village Major Directional*

### Business District Gateway Sign

The Commercial District Gateway is a recommended new sign element to the Village, and is intended to identify and reinforce the boundaries of the three commercial business districts for visitors and shoppers. It is designed as a narrow, two-sided “kiosk type” sign with permanent information and graphics on both sides of the sign. The sign cabinet or sign panel itself is supported by two decorative poles, smaller than, but similar in character to the poles on the community events kiosk. Again, colors match the Village standards noted.

These signs should be located in the streetscape or parkway at key entrances or nodes in each business district so that they are easily visible to pedestrians and motorists. (See Exhibits on 4.9 - 4.11) The front of the sign, as shown below on the left, includes the name of the district as well as Village information. The back of the sign, below right, could include historic information about the district or Village, photos, or graphics that would be informational to pedestrians.



*Commercial District Gateway*

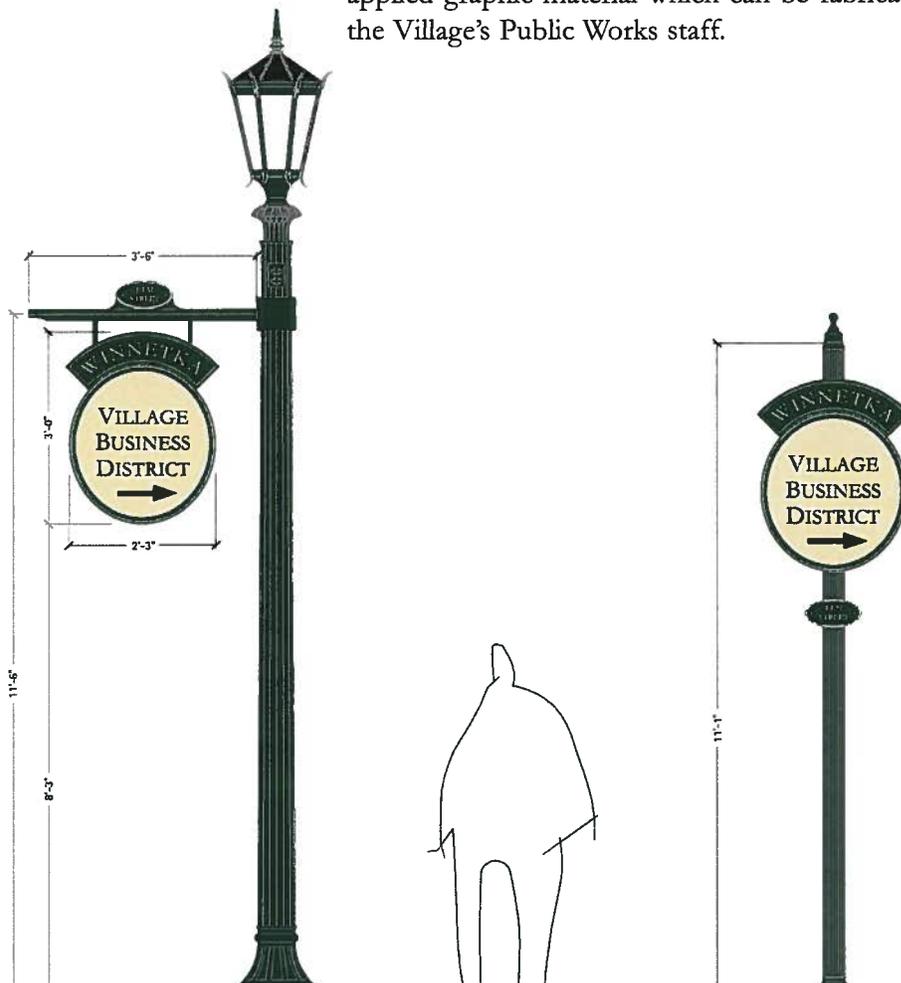


*Existing Business District Directional Sign*

### Business District Directional Sign

The recommended District Directional sign is a pole-mounted sign located throughout the Village, along major arterial streets such as Willow Road, Sheridan Road, Hibbard Road, Tower Road, Green Bay Road, and Winnetka Avenue, that orients visitors and shoppers to the location of the nearest business district. (See Exhibit on 4.8)

These signs can be mounted to an existing or proposed decorative light pole, or mounted to a new, free-standing, decorative pole. The lettering is sized to be easily readable for motorists and placed on a standard sign panel that can be ordered in large quantities. This double-sided sign graphic is made of a reflective diamond-grade applied graphic material which can be fabricated and installed by the Village's Public Works staff.



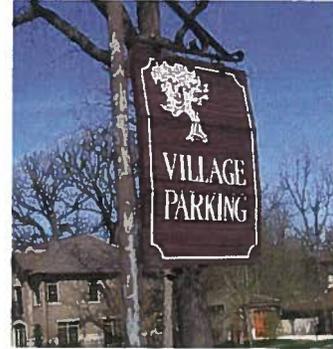
*Business District Directional*

### Village Parking Identity Sign

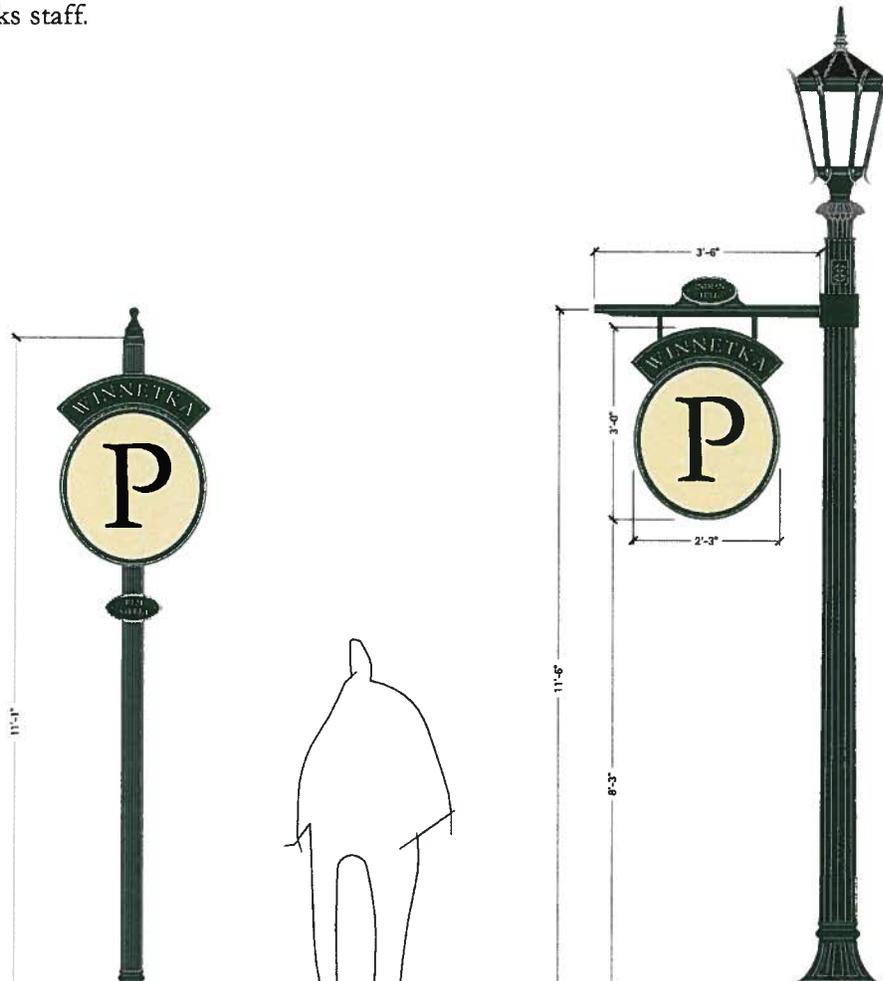
The recommended Village Parking Identity sign is a pole mounted sign similar to the District Directional intended to replace the existing Village parking identity signs. It is located at the entrances of all Village owned parking lots. (See Exhibits on 4.9 - 4.11)

These signs can be mounted to an existing or proposed decorative light pole, or mounted to a new, free-standing, decorative pole. The large “P” for parking is placed on a standard sign panel that can be ordered in large quantities so that the Village’s Public Works can easily fabricate and replace any damaged signs.

The “P” and cream background color is an applied diamond grade reflective graphic which can be fabricated and applied by Village Public Works staff.



*Existing Parking Identity Sign*



*Village Parking Identity Sign*



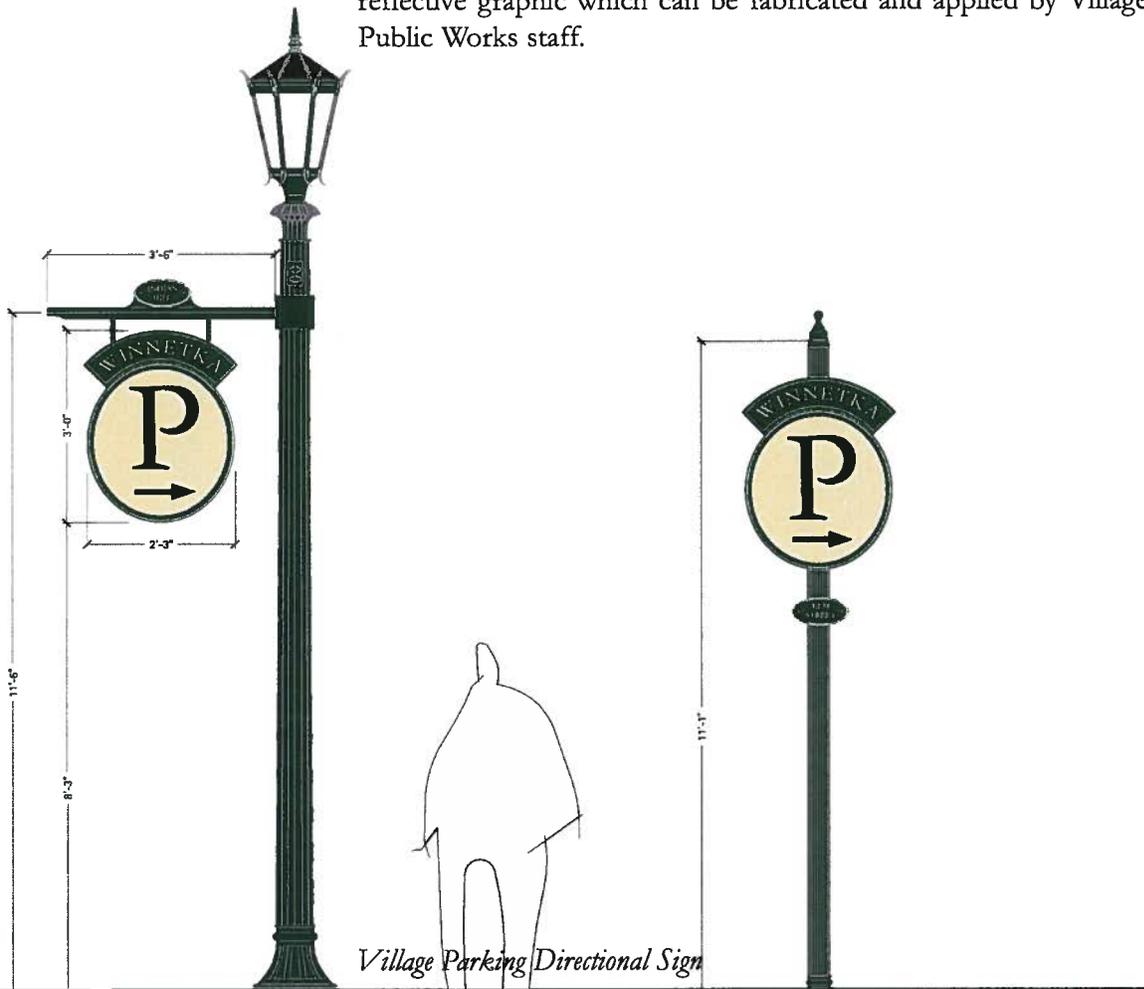
*Existing Parking Directional Sign*

### Village Parking Directional Sign

The recommended Village Parking Directional sign is a pole mounted sign located throughout the Village that orients visitors and shoppers to the location of the nearest public parking lot. (See the District-Specific Village Wayfinding Plan on pages 3.9 through 3.11 for locations)

These signs can be mounted to an existing or proposed decorative light pole, or mounted to a new, free-standing, decorative pole. The large “P” for parking with a directional arrow is placed on a standard sign panel that can be ordered in large quantities so that the Village’s Public Works can easily fabricate and replace any damaged signs.

The “P” and cream background color is an applied diamond grade reflective graphic which can be fabricated and applied by Village Public Works staff.



*Village Parking Directional Sign*

### Miscellaneous Regulatory and Identity Signs

In addition to the previous identified sign family, the Village has several regulatory signs placed throughout the Village. Due to the regulatory nature of these signs, they must meet certain standards, including the Manual on Uniform Traffic Control Devices (MUTCD), to ensure they are enforceable and properly designed and readable. The goal of any new standard Village regulatory or identity sign design should strive to meet these standards, while creating a more aesthetically pleasing sign that fits into the established Village sign family. Additionally, signs should be combined where possible to reduce sign clutter. All signs should use a standard sign panel that can be obtained in large quantities so that the Village's Public Works Department can easily fabricate and replace any damaged signs or meet new sign requests.

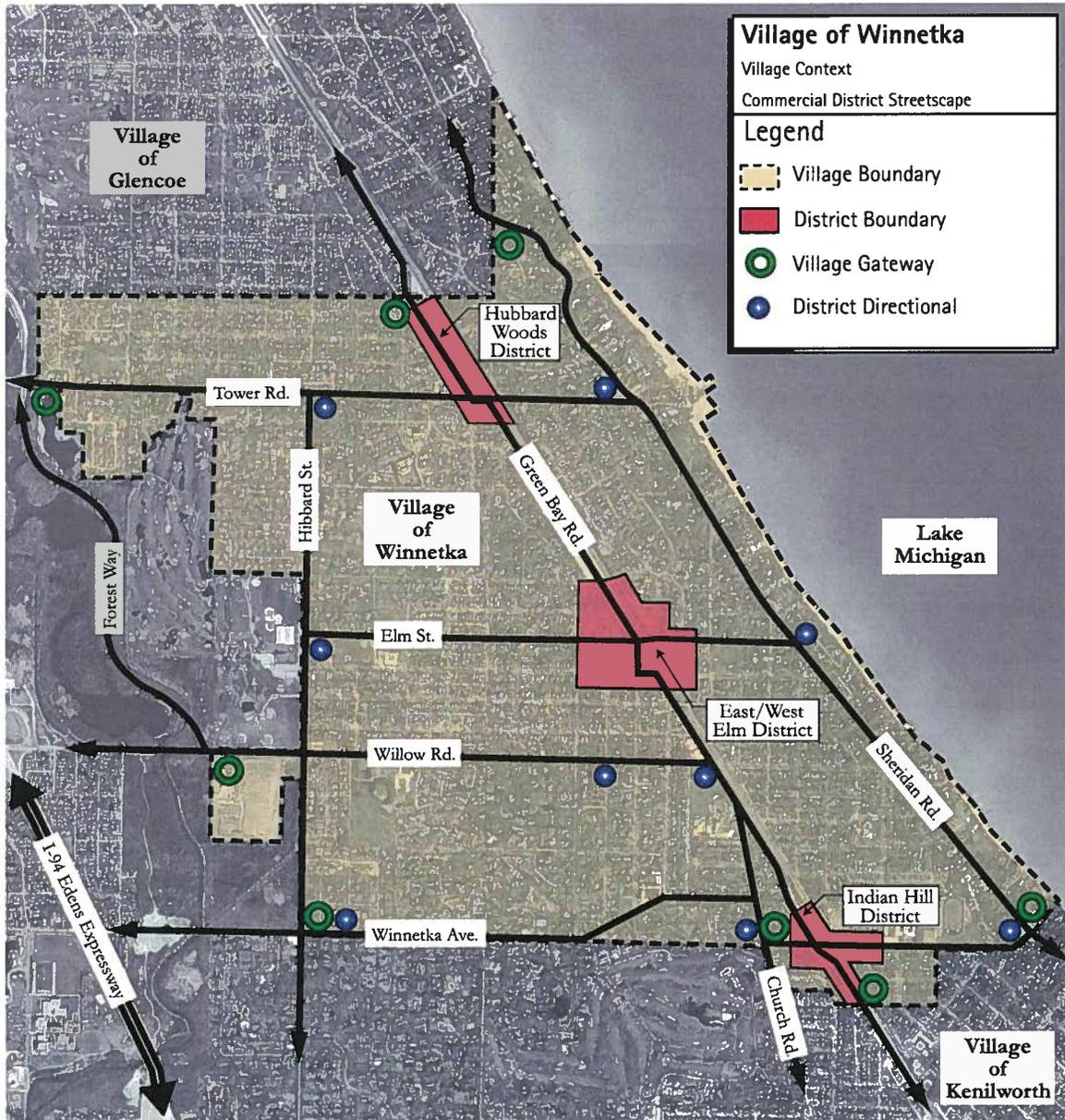


*Example of Existing Parking Regulations Signs and Sign Clutter*



*Example Village-Wide Regulations Sign Concept, Located at Village Boundaries*

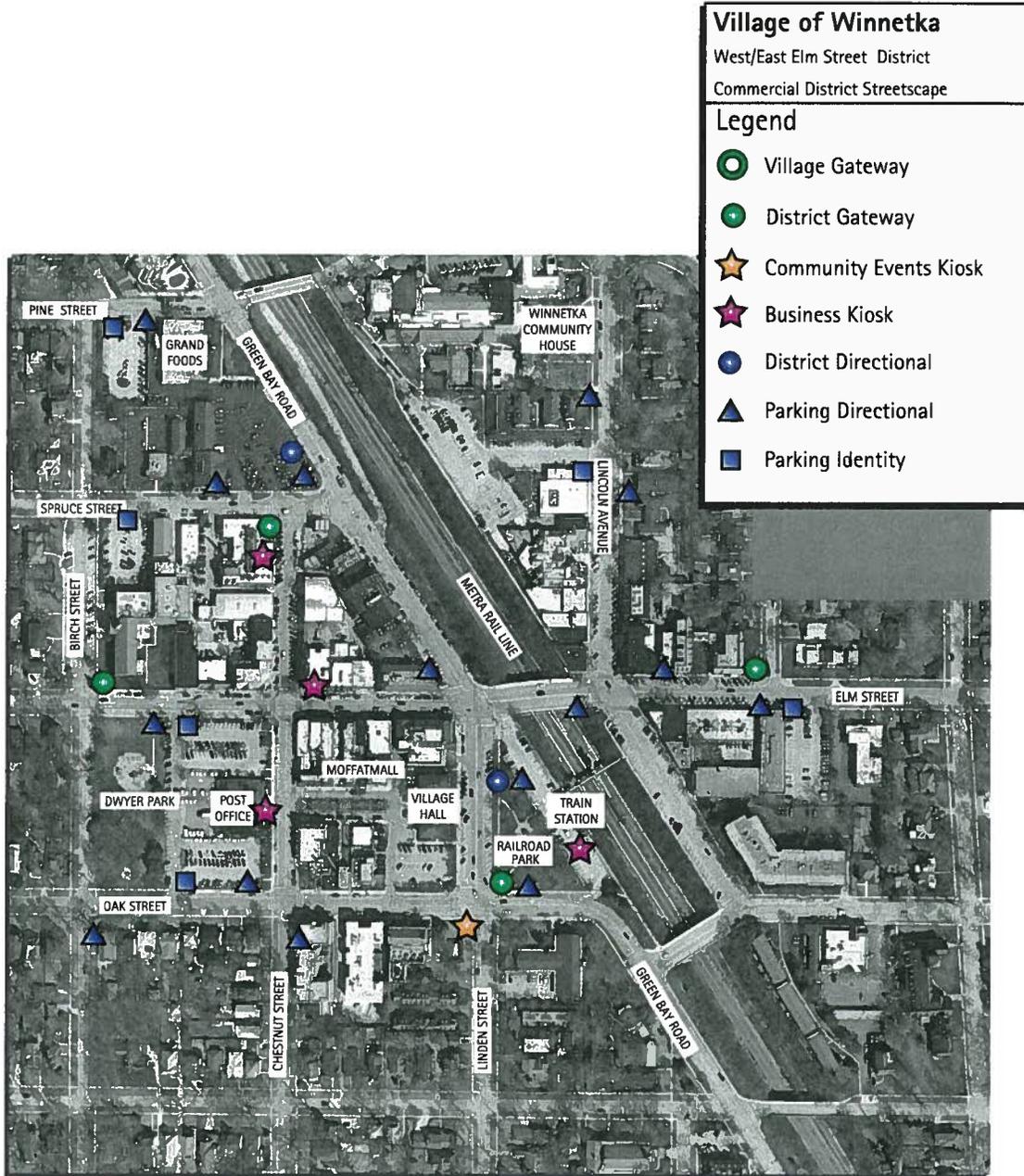
*Example Specific Regulations Sign Concept, Located on Existing or New Ornamental Poles*



*Village Wide - Wayfinding Plan*

# Winnetka Commercial Districts Master Streetscape + Wayfinding Plan

## Section 4: Signage + Wayfinding

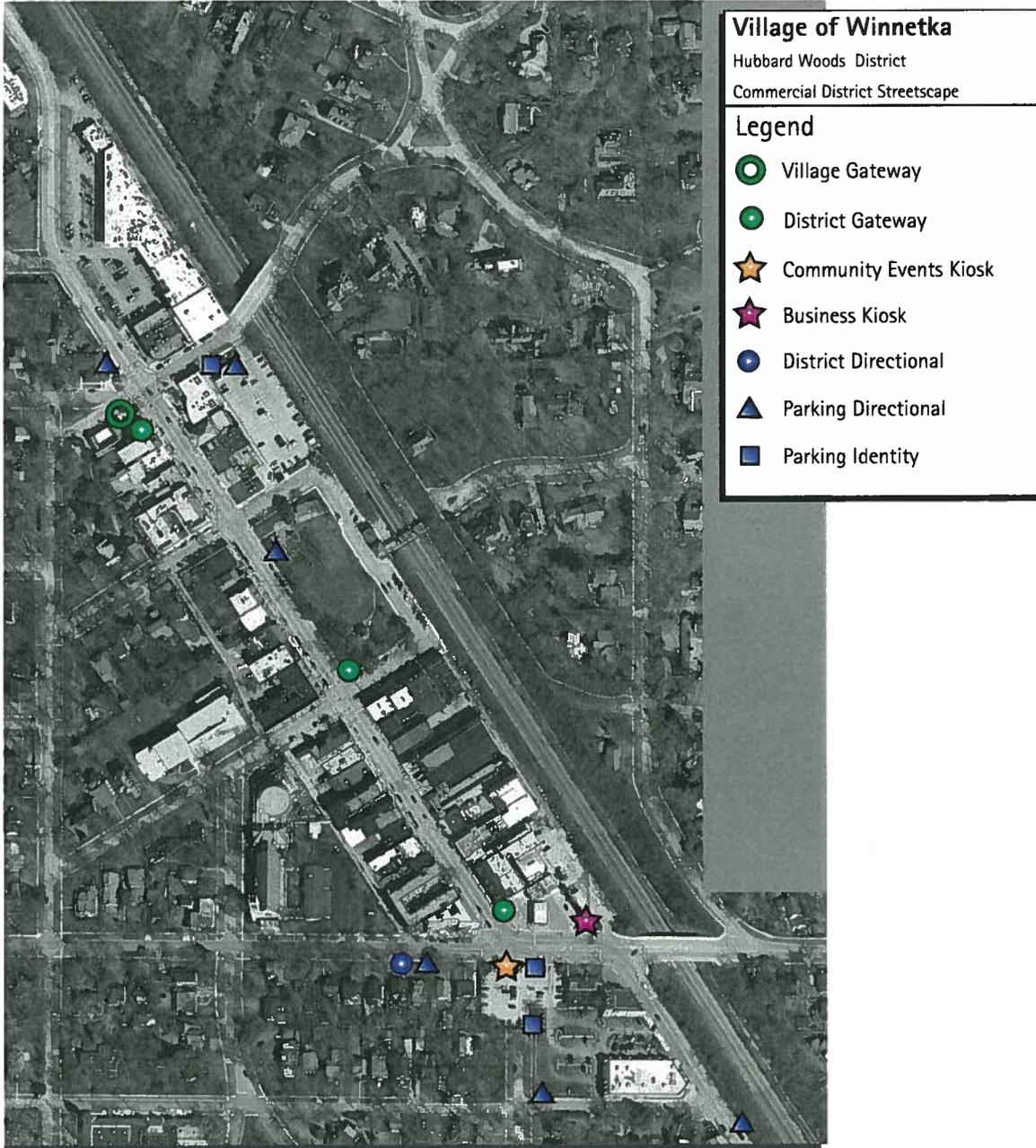


**Village of Winnetka**  
 West/East Elm Street District  
 Commercial District Streetscape

**Legend**

- Village Gateway
- District Gateway
- ★ Community Events Kiosk
- ★ Business Kiosk
- District Directional
- ▲ Parking Directional
- Parking Identity

*East/West Elm - Wayfinding Plan*



*Hubbard Woods - Wayfinding Plan*

# Winnetka Commercial Districts Master Streetscape + Wayfinding Plan

## Section 4: Signage + Wayfinding



*Indian Hill - Wayfinding Plan*



## SECTION 5: LONG-TERM MAINTENANCE

### Long-Term Maintenance

The Committee is aware that increased maintenance and upkeep are necessary to maintain the high quality of the updated streetscapes. A commitment to increased maintenance should be an integral part of any plans to update the streetscapes. Maintenance issues include:

- Touch-up painting of site furniture amenities
- Weeding/mulching of raised planters
- Replacement of damaged signs and poles
- Replacement of damaged clay pavers
- Removal of debris from tree grates
- Seasonal rotation of annuals in movable planters and hanging baskets
- Storage of movable planters in winter
- Irrigation system monitoring
- Replacement of light sources
- Increased time and care required for snow removal

As the streetscape plans are implemented, a comprehensive maintenance plan will need to be generated that addresses these issues. This maintenance plan should be compared against the Village Public Works Department's capabilities and budget, to understand any gaps or shortfalls. The Village may want to consider alternative funding sources and strategies such as Special Service Areas, Business Improvement Districts, or Chamber of Commerce funding to offset the normal street and infrastructure yearly maintenance budgets.



## **APPENDIX A: AMENITIES SPECIFICATIONS**

# Winnetka Commercial Districts Master Plan Streetscape + Wayfinding Plan

## Appendix A: Amenities Specifications

### DECORATIVE PEDESTRIAN STREET LIGHTS

Sternberg Ornamental Light Pole or approved equal  
Pole: Augusta - 4212TFP5  
Fixture: Main Street - MS805A/708  
Finish: Painted Tavern Market Green



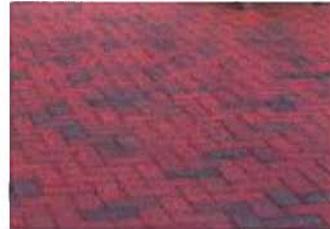
### FULL CUT-OFF LIGHT FIXTURES

Lumec Full Cut-Off Luminaire or approved equal  
Model Number: HBM-175MH-MCBF-240



### DECORATIVE PAVING TREATMENTS

Pinehall Brick Clay Pavers  
Rumbled Full Range Red



### DECORATIVE METAL BENCH

Landscape Forms Plainwell Bench or approved equal  
Aluminum Seat, 72", Powdercoat Black, With Center Arm



### DECORATIVE METAL TRASH AND RECYCLING RECEPTACLE

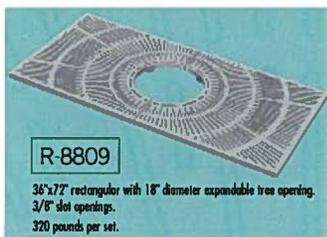
Landscape Forms Plainwell Litter Receptacle or approved equal  
Aluminum Side Panel, Powdercoat Black





### **BOLLARDS**

Sternberg Bollard or approved equal  
Model: Augusta - 4201B  
Finish: Painted Tavern Market Green



### **TREE GRATES**

Neenah Foundry Parkway Collection 36"x72" Tree Grate  
or approved equal  
Model Number: R-8809



### **BICYCLE RACKS**

Cycle-Safe Inverted U/2 Bike Rack or approved equal  
Finish: Powdercoat Black

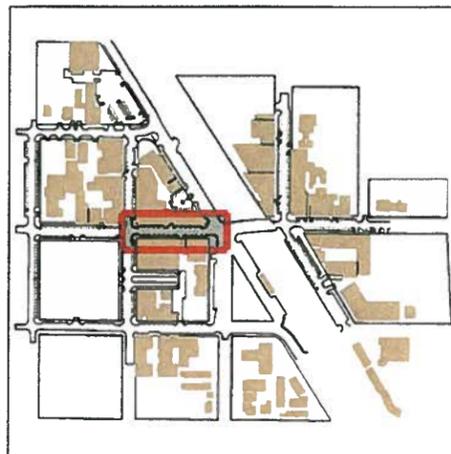
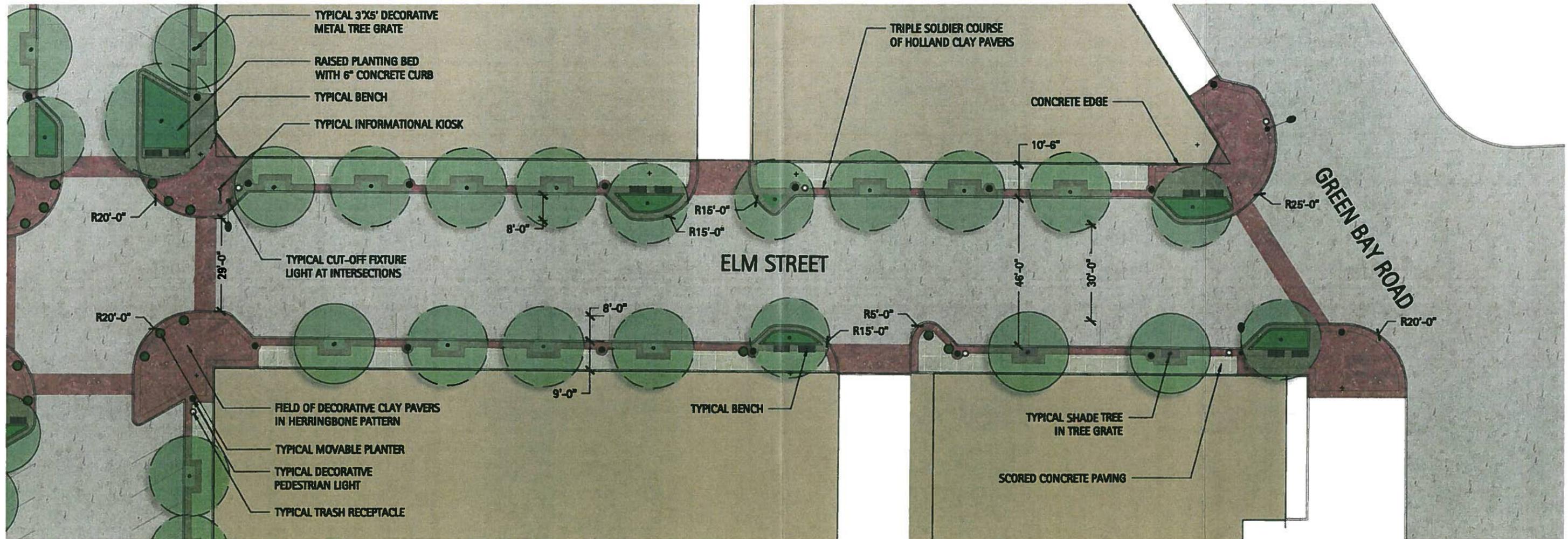


### **CAST MOVABLE PLANTER**

Neri 43" Diameter Cast Iron Planter or approved equal  
Model Number 2204

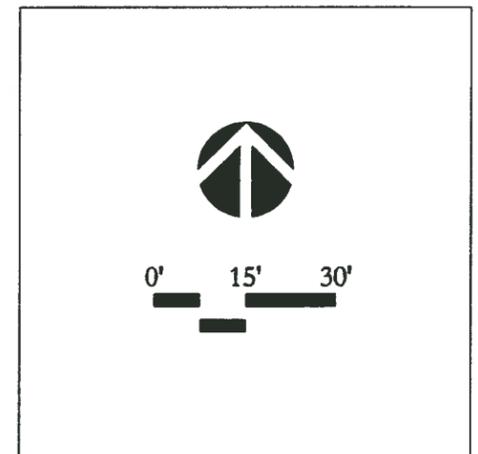
# Winnetka Commercial Area Streetscape

## East and West Elm District Priority 1: Elm Street – Chestnut Street to Green Bay Road



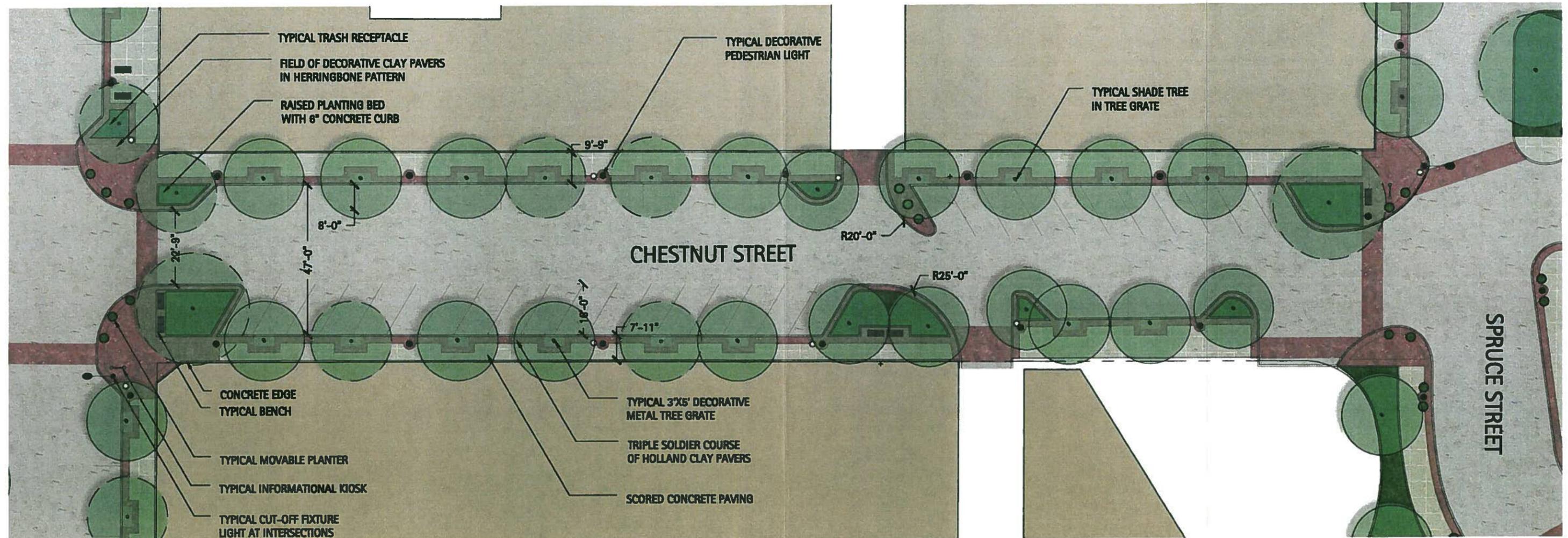
### Site Data

Existing Trees to Remain:	13
Existing Trees to be Removed:	4
New Deciduous Shade Trees:	5
Trash Receptacles:	3
Benches:	6
Movable Planters:	7
Decorative Pedestrian Lights:	12
Intersection Cut-off Lights:	2



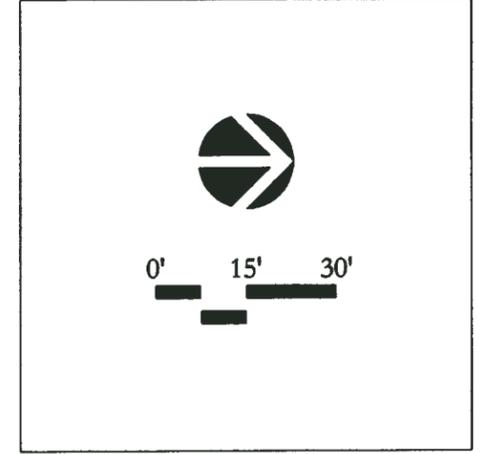
# Winnetka Commercial Area Streetscape

## East and West Elm District Priority 1: Chestnut Street – Elm Street to Spruce Street



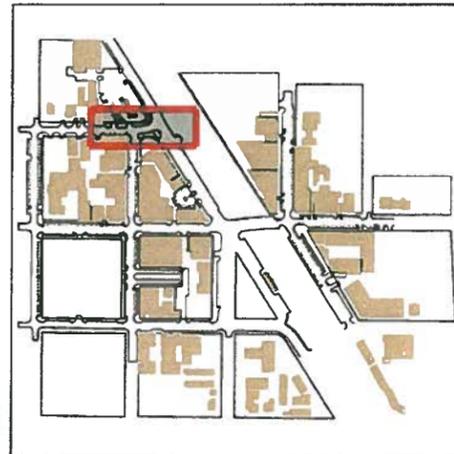
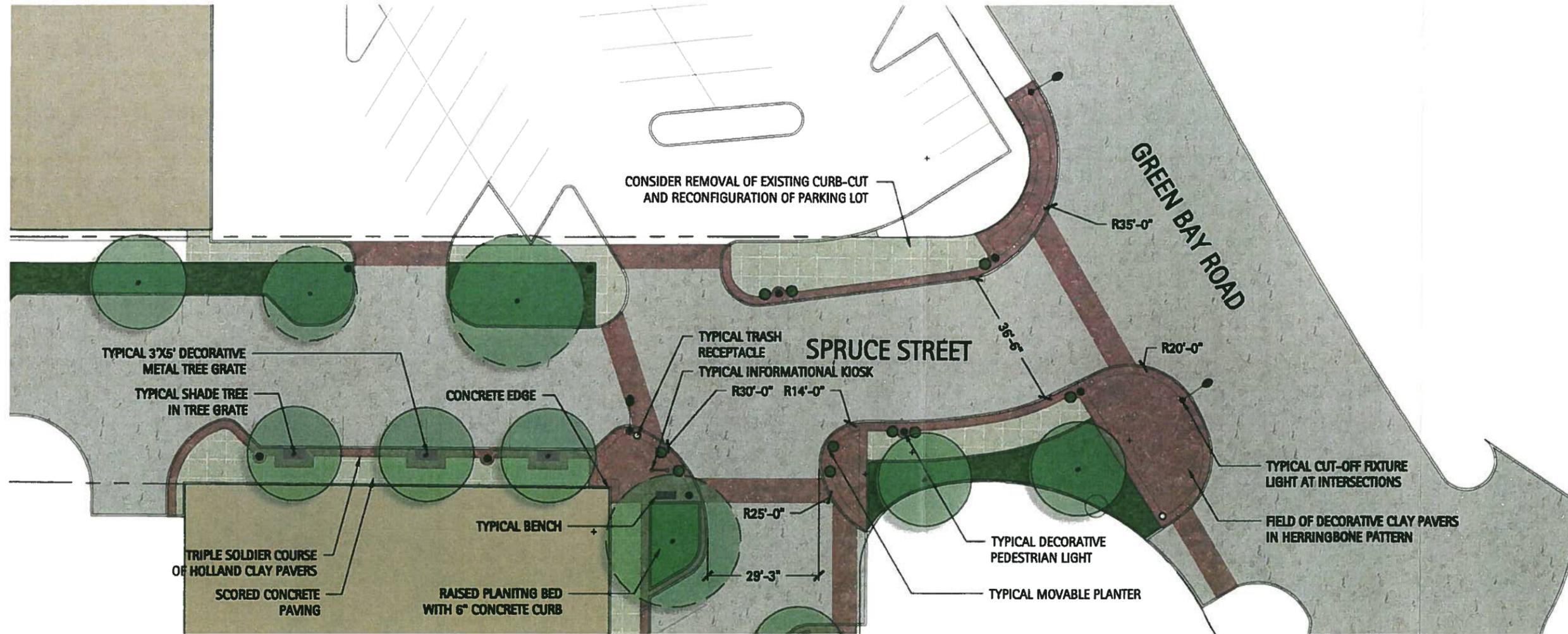
### Site Data

Existing Trees to Remain:	4
Existing Trees to be Removed:	17
New Deciduous Shade Trees:	19
Trash Receptacles:	3
Benches:	5
Movable Planters:	12
Decorative Pedestrian Lights:	14
Intersection Cut-off Lights:	0



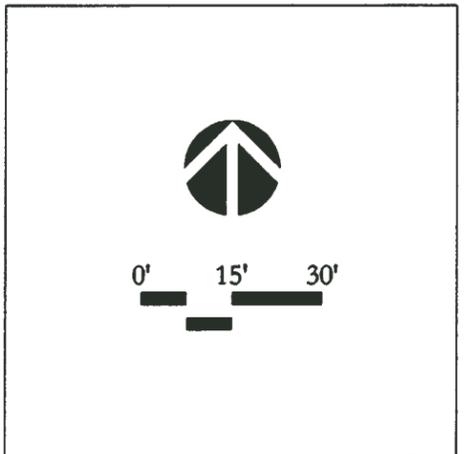
# Winnetka Commercial Area Streetscape

## East and West Elm District Priority 1: Spruce Street – Public Parking to Green Bay Road



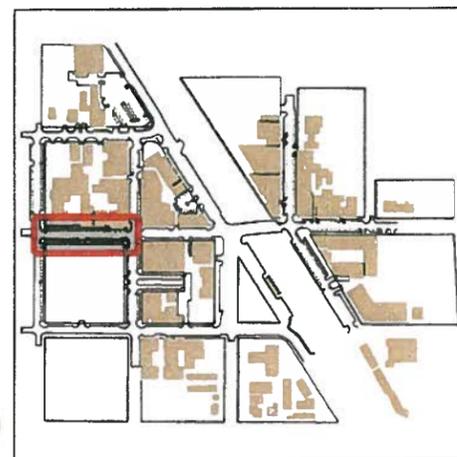
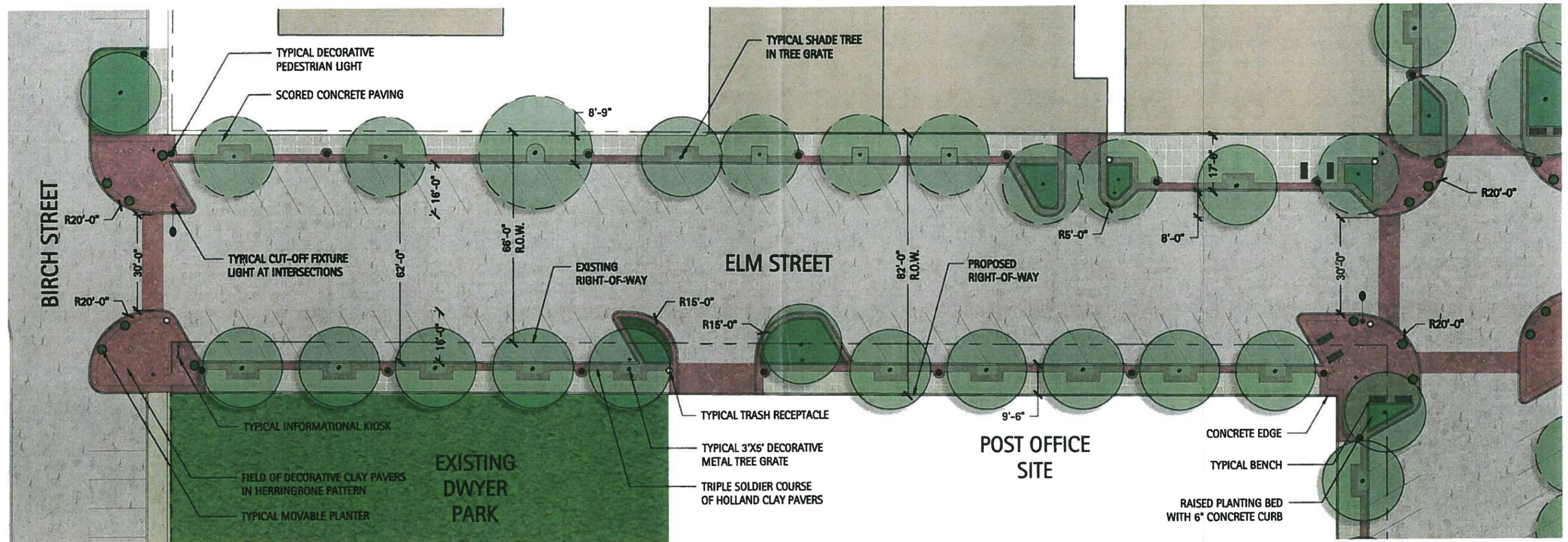
### Site Data

Existing Trees to Remain:	2
Existing Trees to be Removed:	6
New Deciduous Shade Trees:	6
Trash Receptacles:	2
Benches:	0
Movable Planters:	4
Decorative Pedestrian Lights:	7
Intersection Cut-off Lights:	2



# Winnetka Commercial Area Streetscape

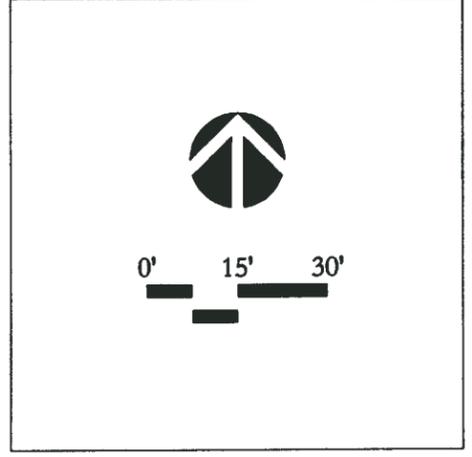
## East and West Elm District Priority 1: Elm Street – Birch Street to Chestnut Street



**Site Data**

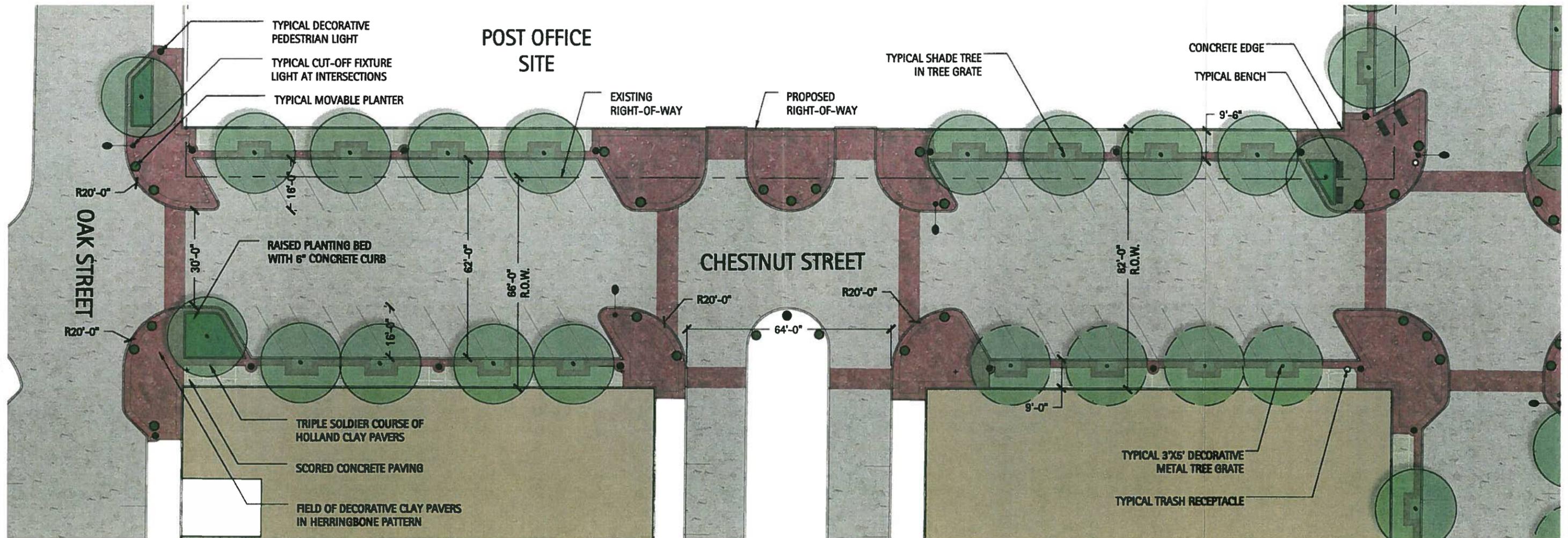
Existing Trees to Remain:	9
Existing Trees to be Removed:	16
New Deciduous Shade Trees:	13
Trash Receptacles:	5
Benches:	4
Movable Planters:	12
Decorative Pedestrian Lights:	15
Intersection Cut-off Lights:	2

NOTE: CHANGE IN ALIGNMENT OF STREET DUE TO ANGLE PARKING TO BE FINALIZED WITH STAFF AND TEAM ENGINEERS BEFORE CONSTRUCTION DOCUMENTS ARE PREPARED.



# Winnetka Commercial Area Streetscape

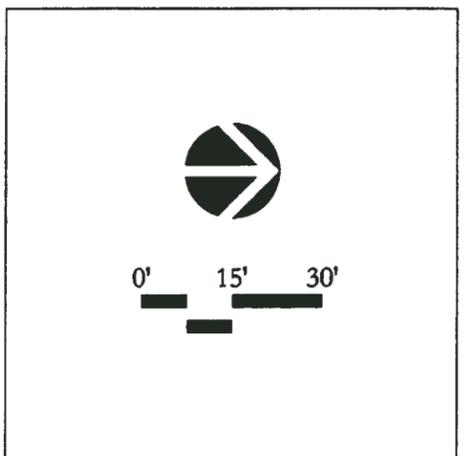
East and West Elm District Priority 1: Chestnut Street – Oak Street to Elm Street



### Site Data

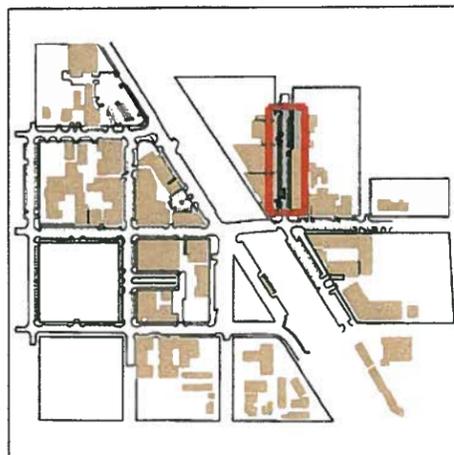
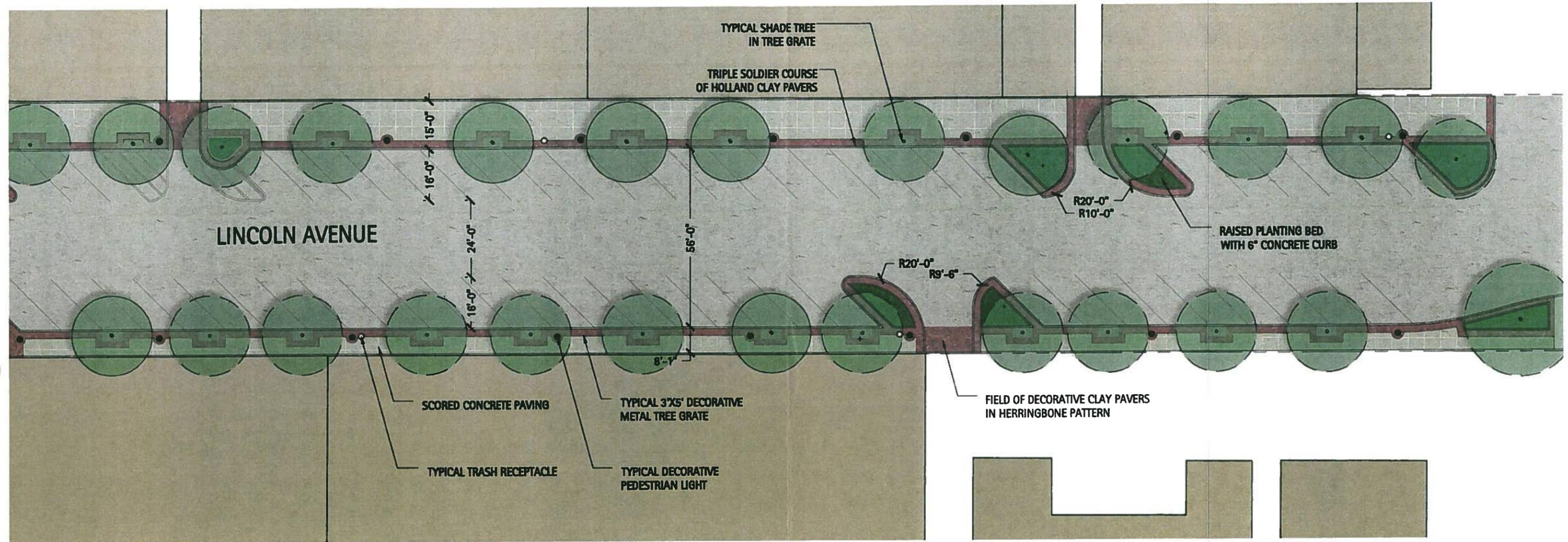
Existing Trees to Remain:	4
Existing Trees to be Removed:	8
New Deciduous Shade Trees:	14
Trash Receptacles:	1
Benches:	2
Movable Planters:	23
Decorative Pedestrian Lights:	14
Intersection Cut-off Lights:	3

NOTE: CHANGE IN ALIGNMENT OF STREET DUE TO ANGLE PARKING TO BE FINALIZED WITH STAFF AND TEAM ENGINEERS BEFORE CONSTRUCTION DOCUMENTS ARE PREPARED.



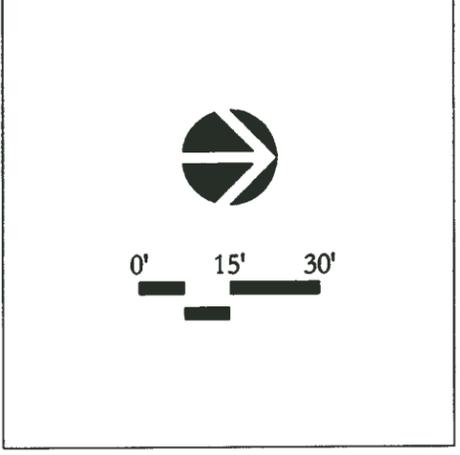
# Winnetka Commercial Area Streetscape

East and West Elm District Priority 1: Lincoln Street – Elm Street to Public Parking



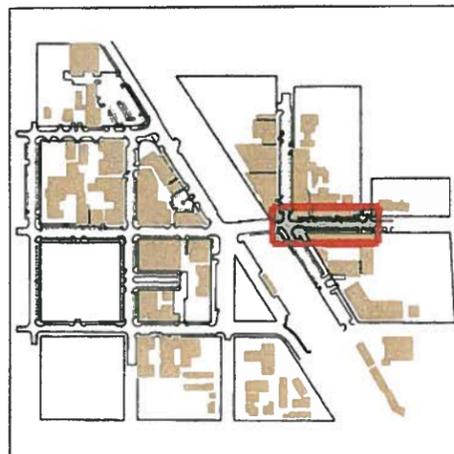
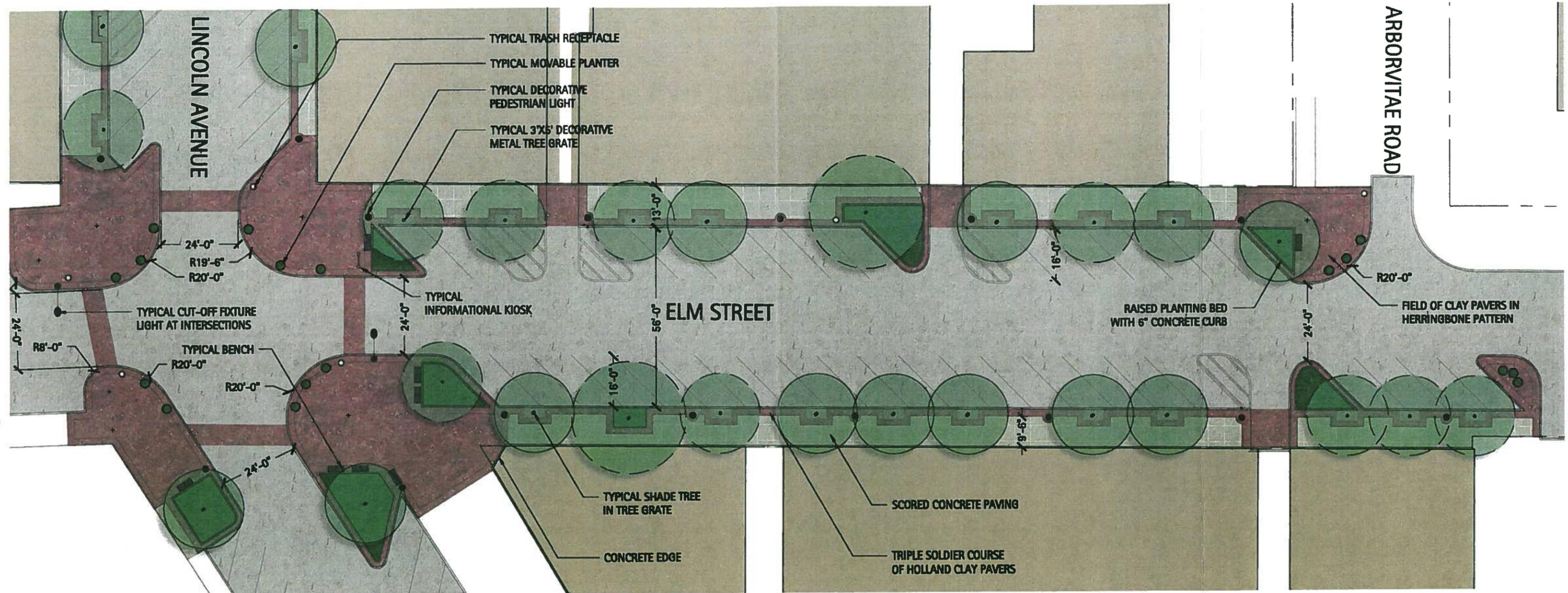
**Site Data**

Existing Trees to Remain:	16
Existing Trees to be Removed:	10
New Deciduous Shade Trees:	9
Trash Receptacles:	4
Benches:	0
Movable Planters:	0
Decorative Pedestrian Lights:	14
Intersection Cut-off Lights:	0



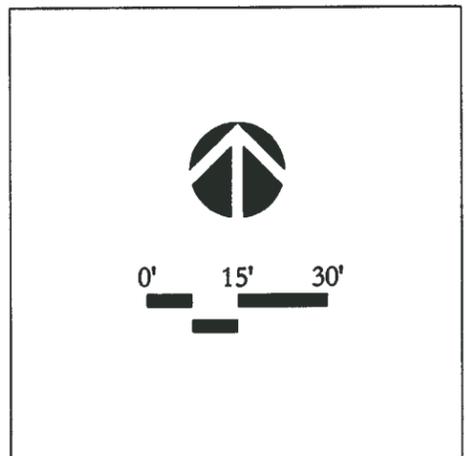
# Winnetka Commercial Area Streetscape

## East and West Elm District Priority 1: Elm Street - Lincoln Street to Arborvitae Street



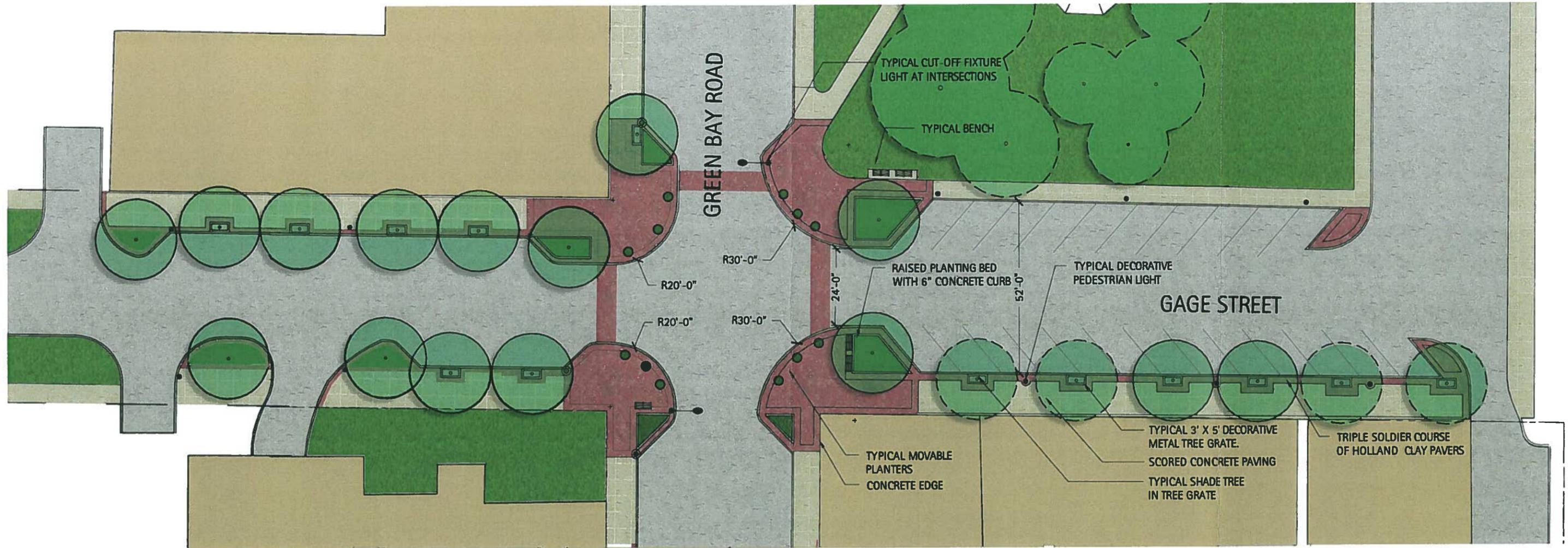
### Site Data

Existing Trees to Remain:	12
Existing Trees to be Removed:	10
New Deciduous Shade Trees:	11
Trash Receptacles:	5
Benches:	8
Movable Planters:	17
Decorative Pedestrian Lights:	15
Intersection Cut-off Lights:	2

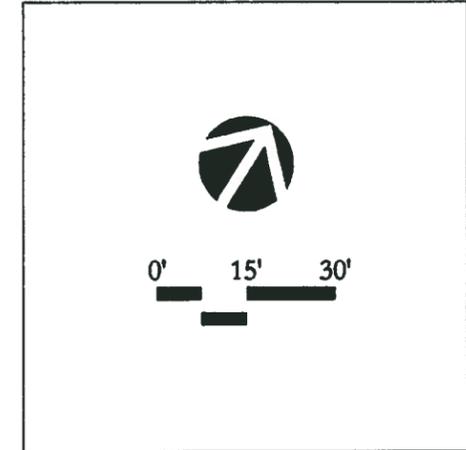


# Winnetka Commercial Area Streetscape

Hubbard Wood District Priority 1: Gage Street - Green Bay Road to Merrill Street

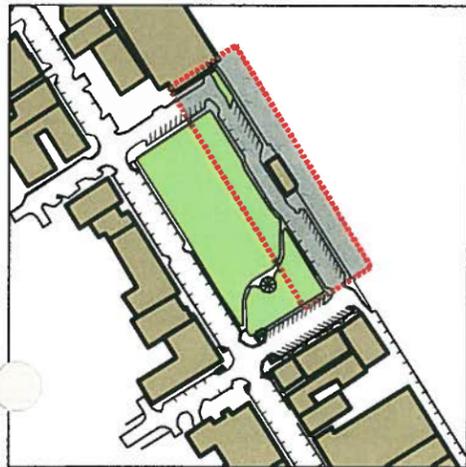
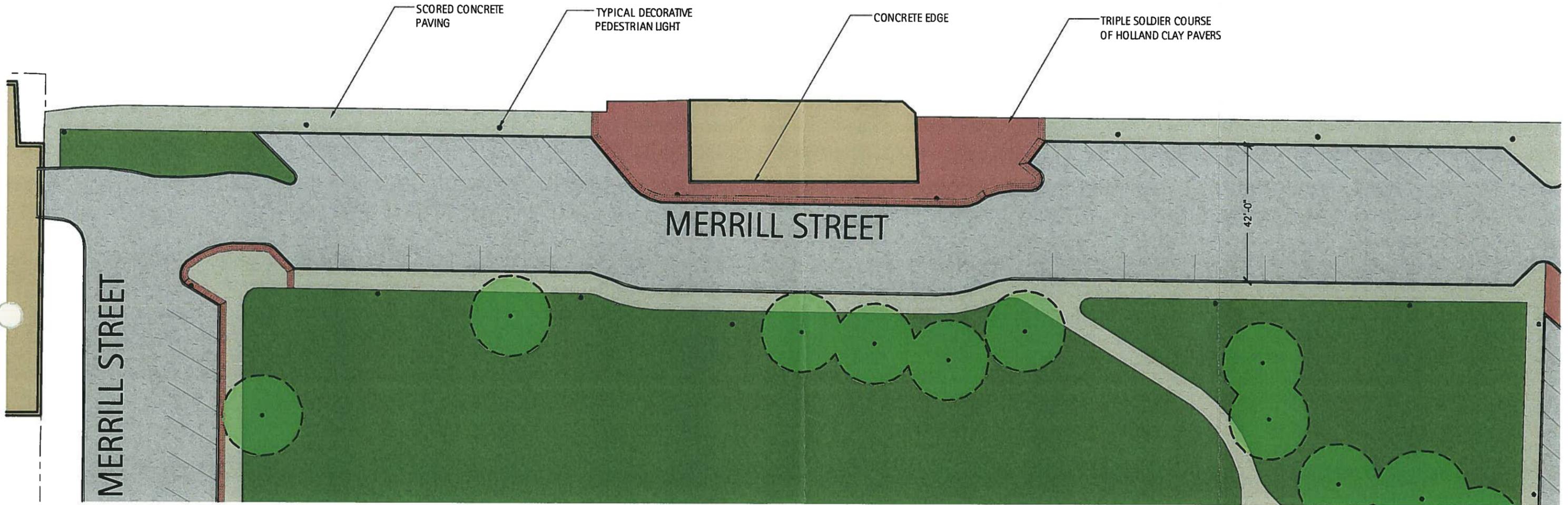


Site Data	
Existing Trees to Remain:	4
Existing Trees to be Removed:	5
New Deciduous Shade Trees:	8
Trash Receptacles:	0
Benches:	5
Movable Planters:	12
Decorative Pedestrian Lights:	8
Intersection Cut-off Lights:	2



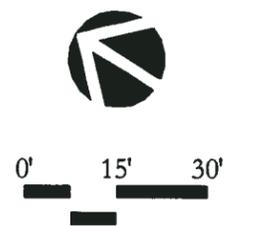
# Winnetka Commercial Area Streetscape

## Hubbard Woods District Priority 2: Merrill Street - Gage Street to Merrill Street



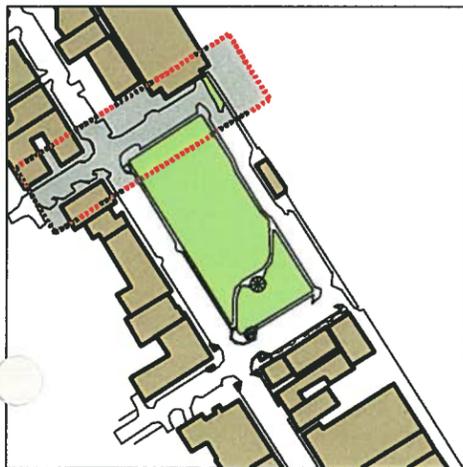
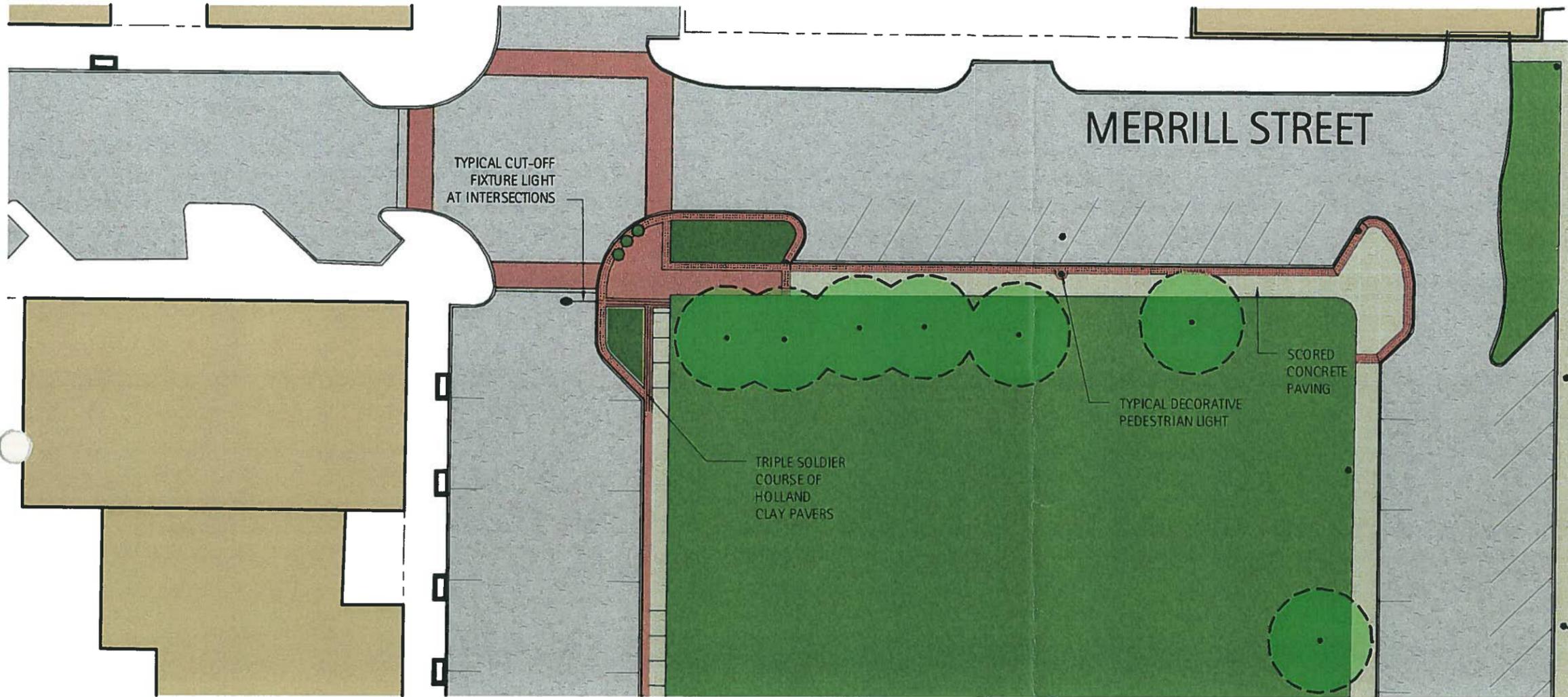
### Site Data

Existing Trees to Remain:	0
Existing Trees to be Removed:	0
New Deciduous Shade Trees:	0
Trash Receptacles:	0
Benches:	0
Movable Planters:	0
Decorative Pedestrian Lights:	14
Intersection Cut-off Lights:	0



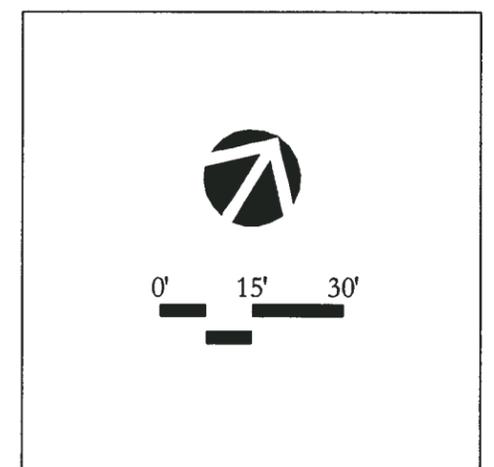
# Winnetka Commercial Area Streetscape

## Hubbard Woods District Priority 2: Merrill Street – Green Bay Road to Railroad Right-of-way



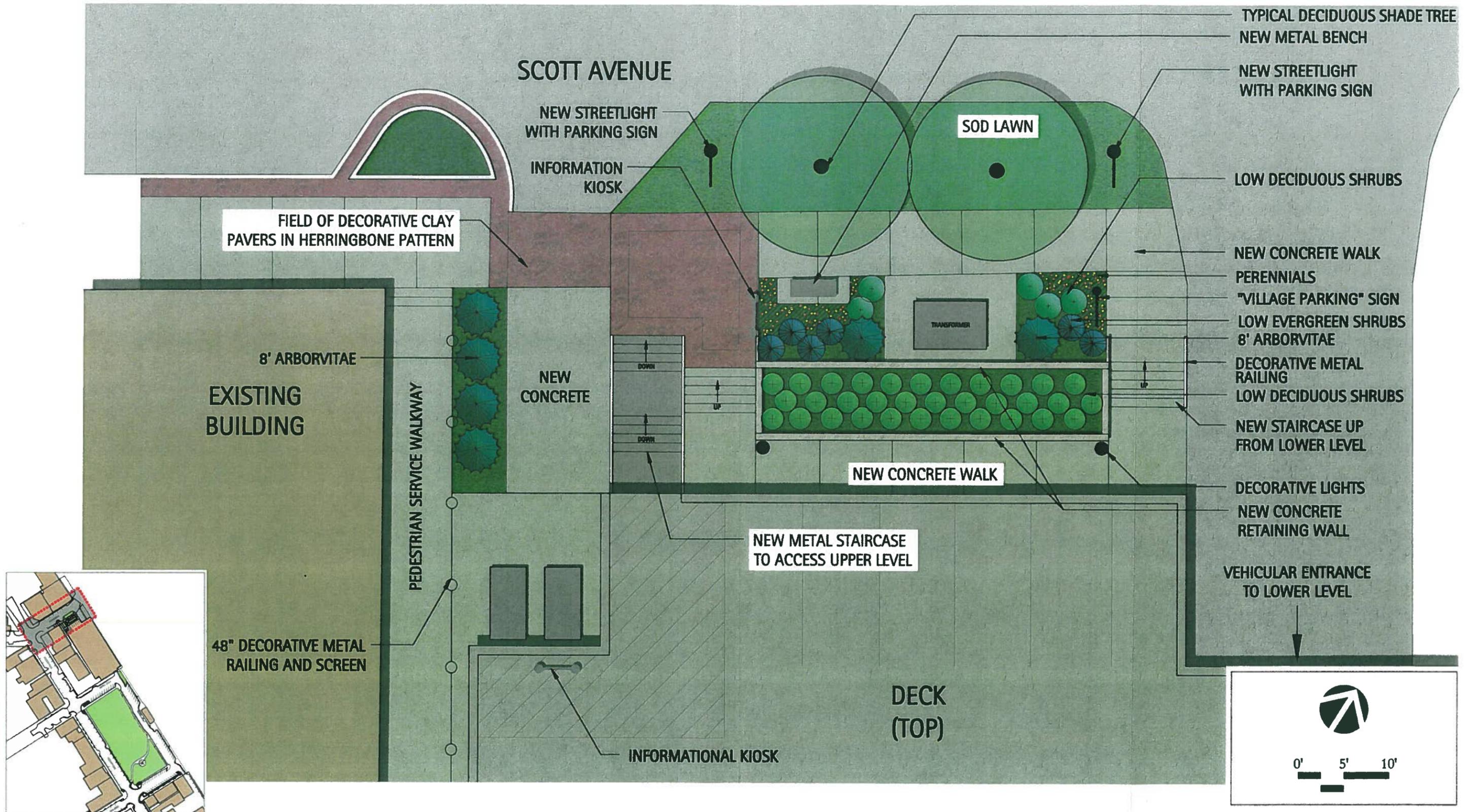
**Site Data**

Existing Trees to Remain:	0
Existing Trees to be Removed:	0
New Deciduous Shade Trees:	0
Trash Receptacles:	0
Benches:	0
Movable Planters:	0
Decorative Pedestrian Lights:	2
Intersection Cut-off Lights:	1



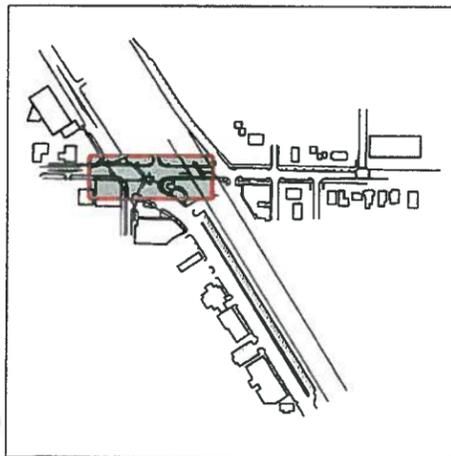
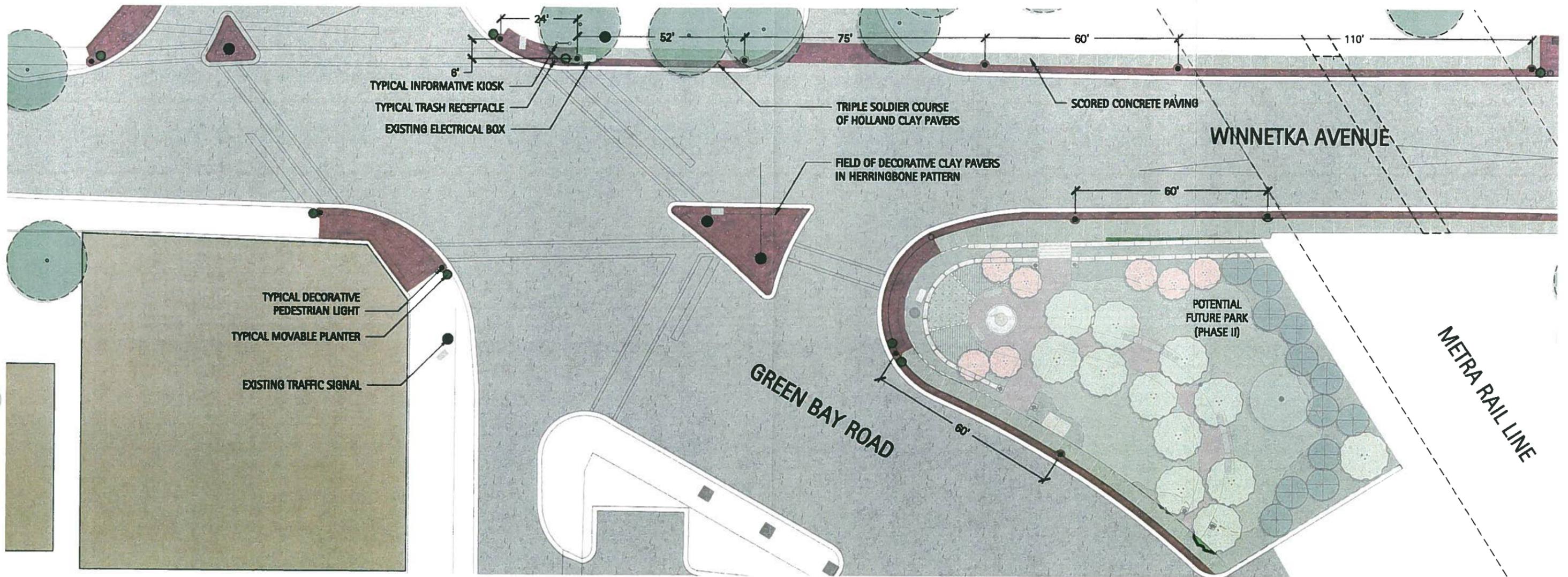
# Winnetka Commercial Area Streetscape

## Hubbard Woods District Priority 2: Hubbard Woods Parking Deck Entrance



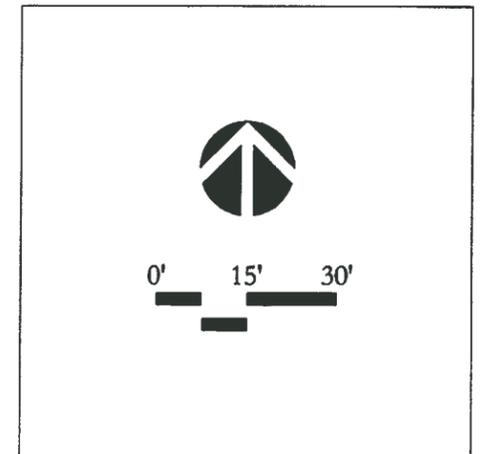
# Winnetka Commercial Area Streetscape

Indian Hill District Priority 2: Winnetka Avenue – Green Bay Road to Railroad Right-of-way



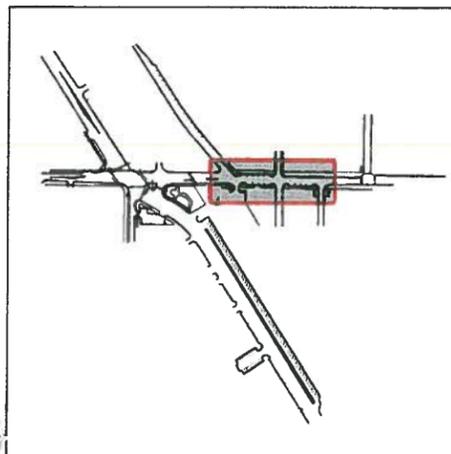
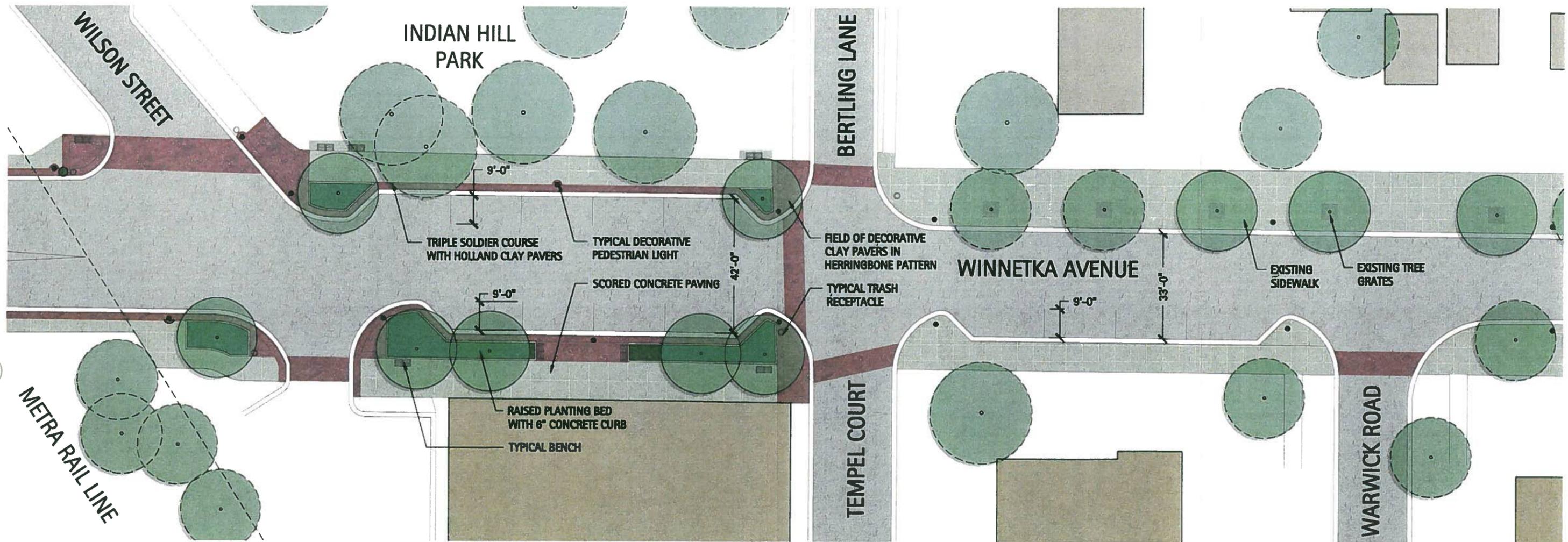
## Site Data

Existing Trees to Remain:	0
Existing Trees to be Removed:	4
New Deciduous Shade Trees:	0
Trash Receptacles:	3
Benches:	0
Movable Planters:	8
Decorative Pedestrian Lights:	13
Intersection Cut-off Lights:	0



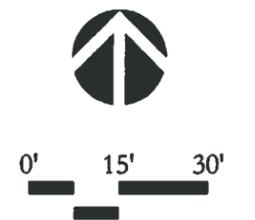
# Winnetka Commercial Area Streetscape

Indian Hill District Priority 2: Winnetka Avenue – Railroad Right-of-way to Warwick Road



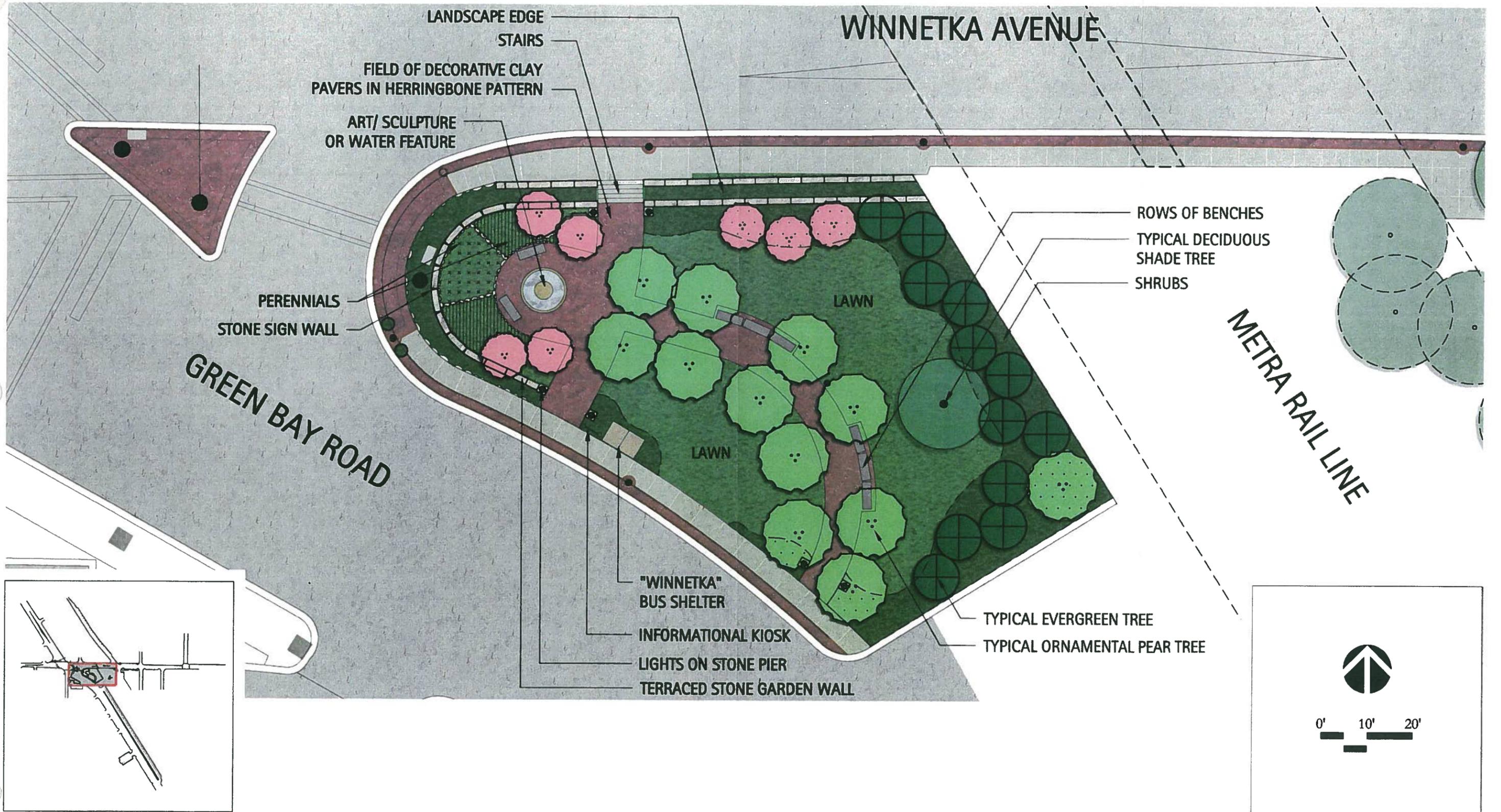
## Site Data

Existing Trees to Remain:	3
Existing Trees to be Removed:	9
New Deciduous Shade Trees:	10
Trash Receptacles:	5
Benches:	7
Movable Planters:	1
Decorative Pedestrian Lights:	15
Intersection Cut-off Lights:	0



# Winnetka Commercial Area Streetscape

Indian Hill District Priority 2: Gateway Park



## AGENDA REPORT

**TO:** Village Council

**PREPARED BY:** Michael D'Onofrio, Director of Community Development  
Robert M. Bahan, Village Manager

**DATE:** April 5, 2012

**SUBJECT:** ULI Technical Assistance Panel

**REF:** Feb. 21, 2012 Community Development Budget Discussion

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During the February 21, 2012 Village Council budget meeting, the Council discussed the possibility of contracting with the Urban Land Institute (ULI) to undertake a downtown planning study. At the conclusion of the budget discussion, the Village Council provided policy direction to staff to apply to ULI for consideration of its Technical Assistance Panel (TAP) program. This report serves as an update to the Council regarding the project, and to seek input from the Council before a final ULI TAP proposal is presented for Council consideration.

On March 1<sup>st</sup> Brian Norkus and Mike D'Onofrio met with representatives of ULI to discuss a TAP program in Winnetka. During the meeting, we stressed that it is important to have Winnetka's three commercial districts evaluated consistently by the same panel and have the evaluation occur during the same time frame. This would be a new process for ULI, since a multi - district TAP process differs from ULI's customary approach. It was further explained to ULI that it is the Village's desire to have the same TAP member panel personnel conduct the entire evaluation to ensure consistency.

In response to the Village's requests, ULI Executive Director Cynthia McSherry informed us that the request for a TAP needed to be presented to ULI's Public Policy Committee; the Committee is the body responsible for deciding whether or not to proceed with a TAP. She stated that it would be difficult to undertake a complete study of all three business districts under the scope of a single TAP. Third, McSherry stated that it would be difficult to ask volunteer ULI member panelists to commit to a longer three business district evaluation process.

Recently, the ULI's Public Policy Committee met and discussed Winnetka's request. ULI has informed us that they would be willing to conduct two TAP evaluation processes, one for East and West Elm and a second including Hubbard Woods and Indian Hill. Again, this would be a new process for ULI, since a multi - district TAP process differs from ULI's customary approach. Ms. McSherry has suggested kicking off the first TAP for a 2 or 2 ½ day process, with the second one taking place roughly a month later, also for approximately 2 or 2 ½ days. She also agreed that the ULI TAP member panel would be comprised of the same personnel to ensure consistency.

Finally, she informed us that there are a couple of other TAP's waiting to be done; therefore it might be sometime this summer before ULI could convene a TAP here. Therefore, ULI would convene one panel to evaluate all three business districts, the TAP member panel would be the same personnel conducting the evaluation, the business district evaluations would be broken down into two segments approximately one month between engagements, and ULI would produce one report that addresses all three business districts.

At the conclusion of our meeting Ms. McSherry requested that we put together a Problem Statement, which is a list of questions the Village might want to have addressed by the TAP. See attached document titled: "Core and Gateway Commercial Areas." Please note that this a draft document and the questions can be changed, modified, edited, etc. after further review by the Council.

As noted above, the ULI Public Policy Committee recommended that ULI provide a TAP process in Winnetka as described in Executive Director's McSherry's response. At the time this report was put together ULI was meeting internally to further formulate the process, panel membership, and prepare a formal proposal for the Council's consideration. We anticipate that ULI's proposal will be ready for Council consideration during the April 17<sup>th</sup> meeting.

Although a formal proposal from ULI has yet to be received, there are additional considerations for the Council regarding how to structure our internal management of the TAP process. First, the Council needs to determine which Village representatives should work directly with ULI during the process. For example in Wilmette, the Village Board President, Village Manager and Community Development Director served as the representatives to the ULI TAP panel. Second, the Council needs to identify TAP stakeholders that should be interviewed to collect the relevant perspectives for Winnetka's business districts. It is suggested that the Council consider identifying 12 to 15 stakeholders to be interviewed for each business district. Below, please find a preliminary list of stakeholders for Council review.

#### Elm Street Districts Interviewees

- Commercial Property Owners/Representatives
  - Kearby Kaiser, BJB Properties
  - Bob Goldstein, New Trier Partners
  - Jim Sayegh, Anitfield Finance
  - Glen Weaver
  - Tom Fritts
  - Bill Silverstein, Beal Properties
  - Bob Humphrey, Moth Meyer
  - Todd Stevens
  - David Rasmussen

- Tenants/Merchants
  - Roberta Rubin, Winnetka Book Stall
  - Betsy Simson, Jerry's Café/Corner Cooks
  - Jean Wright, Jean Wright Real Estate
  - Patrick O'Neil, O'Neil's/Little Ricky's/Trifecta
  - William Leske, Harris Bank
  - Peter Skalski, Phototronics
  - Chris Barber, Grand Foods
  - Mitra Ryndak, Café Aroma
  - Dr. Roma Franzia
  - Eve Bremen, Coldwell Banker
  - Martha Turner, S'Agaro
  - Mark Jacobs, Conney's Pharmacy
  - Kelly Golden, Neapolitan
  
- Others
  - Terry Schwartz, Park District
  - Winnetka Northfield Public Library
  - Jason Harris, BCDC
  - John Swierk, Design Review Board
  - Becky Hurley, Plan Commission
  - Terry Dayson, Chamber of Commerce
  - Louise Holland, Landmark Preservation Commission
  - Current and Former Village Trustees
  - Tim McCabe, Winnetka Community House
  - Winnetka Garden Guild
  - Hadley School rep.

#### Hubbard Woods & Indian Hill

- Commercial Property Owners/Representatives
  - Bob Berger, Hubbard Woods Motors
  - Mary Wangler, Winnetka Manor Condominiums
  - Josh Braun
  - Larry Hilman, Hillco Realty Management
  - Dick Buscher
  - Leslie Stevens
  - Bennie Mazzeta/Cliff Zimmerman
  - Tom Silverstein, TBS Properties
  - Joe Krichevsky
  - Mike Rourke @ properties
  - Robert Yohanan, First Bank & Trust
  - E P Kondelis

- Tenants/Merchants
  - Peggy Schwartzchild, Material Possessions
  - Julie Windsor, Beat Street
  - Susan Kroger, Designs by Kroeger
  - Gary Redig, Land Rover
  - Lou Ragusi, Captain Nemo's
  - John Lewis, Message Therapy
  - Michael Lachowicz, Michael
  - Larry Faulkner, Green Bay Cycles
  - Alice Magaritella, Artistica
  - Jim Kapche, Absolute Architecture
  - Paul Zurowski, Sawbridge Studios
  
- Others
  - New Trier High School rep.
  - Sacred Heart Church/School rep.
  - See "Others" above

This list identifies individuals who have been involved in the past been with activities in the three business districts, whether as property owners, retail merchants, appointed/elected officials, or users of the districts. This list is only meant as a starting point in order to consider who might be interviewed by the TAP.

**Provide policy direction regarding the following questions:**

1. Does the Council concur with ULI's recommended approach for conducting the evaluation for Winnetka's three business districts?
2. Review the "Core and Gateway Commercial Areas" problem statement and questions for the ULI panel to address and provide feedback before finalizing.
3. Determine who should work directly with ULI TAP panel during the entire process and coordinate the findings and presentation to the entire Council.
4. Determine the list of stakeholders that should be interviewed for the TAP process.

**Village of Winnetka**  
**“Core and Gateway Commercial Areas”**  
**ULI Technical Assistance Panel(s)**

**Vision:** The Village of Winnetka has benefited tremendously from a traditional pattern of compact commercial development, with *three* distinct commercial districts developed before the dominance of the auto around three commuter rail stations still in use today. Attractive community demographics, along with zoning restrictions on non-retail users, have historically helped Winnetka to maintain a core of retail activity in all three districts, albeit in differing form, scale and character.

Recent changes in shopper behavior, along with significant retail growth in surrounding communities have presented a new problem, both for existing retailers who have seen the number of shoppers decline, and building owners facing increasing difficulty in attracting tenants. With a perceived decline in the overall demand for retail floor space, Winnetka remains faced with a modest number of infill development sites. These conflicting observations have led the Village to attempt to develop a commercial area strategy which is economically sustainable, appropriately balanced, and consistent with existing community character.

The Village of Winnetka requests the assistance of ULI’s Technical Assistance Panel (TAP) process to assist with developing a future vision for its commercial areas in light of recent and anticipated changes in demand for commercial real estate, as well as changes in commercial development strategies and regional land use trends. The Village sees the continuation of a retail-focused downtown strategy as key to maintaining an established community character, as well as providing convenience goods and services to residents.

**Envisioned approach:**

The Village requests that consideration be given to convening multi- district TAP process. This would include a TAP examining the Village’s Elm Street District, the Village’s largest commercial district. A second TAP would combine the smaller Hubbard Woods and Indian Hill business districts due to their similar “linear” design and their function as “gateway” districts. Although a multi-district TAP approach is unique the Village is concerned that there be consistency between the two TAP’s. To that end, the Village is requesting that the same panel members are used for the two TAP’s and that the deliverable is a single report including both of the TAP’s.

**Questions for Panelists to Address:**

1. **Strategies to preserve and enhance retail market.** In light of recent shifts in retailing and shopper behavior, and with increased competition from newer developments in surrounding communities, what steps might the Village take to stake out an appropriate long-term development strategy which will (a) assure the Village’s business districts continue to meet the needs of its residents in the long term, and (b) assure a dynamic and healthy business district consistent with the Village’s character?
2. **Sympathetic infill development.** The Village has adopted Design Guidelines for commercial development, and has adopted Planned Development requirements for certain size sites. What

specific additional strategies might be employed to assure sympathetic redevelopment on infill sites in the Village?

3. **Promoting sympathetic reuse of and investment in existing buildings.** In light of the fact that much of Winnetka's commercial building stock was built nearly a century ago, what innovative steps or other "best practices" might the Village employ to encourage private investment in existing buildings so that they meet anticipated tenant requirements?
4. **Zoning.** Are Winnetka's zoning regulations pertaining to use limitations, allowable density, parking requirements, and building height appropriate?
5. **Public spaces.** What strategies might be employed, or which sites might be enhanced to provide engaging public spaces that can draw people downtown and provide a setting for community events? How else might the Village improve the appearance of the district? For example, how might Hubbard Woods Park be better integrated into the fabric of the surrounding commercial district?
6. **Unifying the East and West Elm downtown areas.** How can Winnetka's core downtown area overcome the physical barrier of the combined METRA rail and Green Bay Road traffic?
7. **Can we better unify all three distinct business districts?** How might Winnetka better capitalize on its unique asset of having three separate districts, each of a smaller scale, versus alternative development models which may result in a single larger district with more "critical mass?" For example, are there any innovative practices or strategies which might be undertaken to "cross-promote" each district and reduce retail leakage?