**APPROVED**

MINUTES OF DECEMBER 2, 2025, COMMITTEE OF THE WHOLE MEETING
GLENCOE PARK DISTRICT
999 GREEN BAY ROAD, GLENCOE, ILLINOIS 60022

The meeting was called to order at 7:00 pm and roll was called.

| Committee members present: | Staff present: |
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| Michael Covey, President | Lisa Sheppard, Executive Director and Secretary |
| Nicole Reifman, Vice President | Kyle Kuhs, Director of Parks and Planning |
| Jackie Avitia-Guzman, Treasurer | Bobby Collins, Deputy Director of Rec and Facilities |
| Nicole Reifman, Commissioner | John Cutrera, Director of Finance/HR |
| Meg Cummins, Commissioner | Erin Classen, Superintendent of Marketing |
| Gary Hazan, Commissioner | |

Members of the Public in attendance who signed in or spoke: None

Matters from the Public: None

Review of Updated Policies: The board packet included three proposed policy amendments to the Cell Phone Policy, Purchasing Policy, and Preschool Discipline Policy. Staff provided an overview of proposed changes and answered commissioners' questions. Director Cutrera explained that the updated Cell Phone Policy establishes a non-taxable stipend for eligible employees who choose to use their personal device for district business. Legal counsel has reviewed and approved the policy, and staff noted that this change is expected to reduce administrative time spent on maintaining district-issued phones while providing employees greater convenience.

Director Cutrera also explained updates to the Purchasing Policy to align the District's requirements with recent legislative changes that raise the competitive bidding threshold for supplies and materials from $30,000 to $60,000 while keeping labor at $30,000. The policy also adjusts requirements for verbal and written quotes, increasing verbal quotes to the $5,000–$9,999 range and written quotes to $10,000–$30,000 for services and $10,000-$60,000 for supplies. This will better match peer districts and reduce administrative burden.

Director Collins presented updates to the Preschool Discipline Policy in response to increased challenging behaviors and parent feedback requesting greater transparency in the process. After hosting two parent advisory meetings, staff incorporated feedback into the revised policy, including clearer expectations around required parent meetings.

Commissioners approved of all the discussed changes and with consensus reached, all three policies will move forward to the December board meeting under the consent agenda.

Review of Survey Results for Lakefront Capital Projects: Director Kuhs presented a review of the community survey results for phase one of the Lakefront Capital Projects, including the beach playground, trellis, and sun shelter design options. (Presentation in supplements) The survey received 331 responses, comparable to the participation levels of the original summer survey on the topic.

Q1: For the beach playground equipment, the community expressed a clear preference for Option A (includes 3 Slides, 3 Climbers, 2 Play Panels, Pirate Ship Balcony Deck, 7 Pod climbers, 2 Balance Beams, 2 hillscapes, and a Boogie Board), receiving 57% of the vote compared to 42% for the more modern Concept B. The Board discussed play value, age range suitability, shade benefits, and aesthetics before agreeing to advance Concept A.

Q2: For the sand table with water feature, the public overwhelmingly supported Option 1 at 78%, a design similar to the current installation, and the Board supported this direction.

Q3: The water play grouping question showed a decisive preference for Option 2 at 68%, featuring pirate-themed elements and a dump bucket, a choice the Board also supported.

Q4: For sand play components, respondents selected the Sand Play Station with sifters, pulleys, and scoops as the first choice. The remaining three elements received more evenly distributed support; after discussion about inclusivity, capacity, durability, and practicality, the Board aligned with community sentiment in selecting both the Sand Play Station and the Elevated Sand Table as the two preferred features.

Q5: Survey data showed 70% of respondents favored the gabled roof trellis and sun shelters, valuing the full-shade coverage these structures provide over the slatted alternatives. The Board discussed functionality, aesthetics, and maintenance considerations before ultimately agreeing to move forward with the gabled roof option.

Discussion ensued on the open-ended community comments, noting repeated themes including the desire for increased shade, more seating and picnic areas, inclusion of swings, safety considerations for beach play, and strong support for accessible and ADA-compliant pathways. Many respondents also expressed appreciation for the district's transparent and inclusive engagement process. With consensus achieved across all survey topics, the Board confirmed that the selected design elements will proceed to final design development for approval at the December Regular Board meeting.

Discussion of Potential Lakefront Operational Changes for 2026: As a follow-up to the 2025 Lakefront Report, Director Collins and Assistant Director Wohl provided a detailed presentation on lakefront operations, addressing some of the most frequent questions, comments, and concerns the Board and staff have received about the lakefront, including feedback provided in the passholder survey. These topics included: operating hours, admission, the Northbrook agreement, the swim zone, cart service, rocks on the beach, post-season operations, and parking. The discussion focused on the operation of the swimming beach only and does not include the boating beach, camps, or programming.

The staff presentation and resulting Board discussion on each topic was in-depth and will continue at the January 6, 2026, Regular Committee Meeting. Below is a high-level summary of the discussion that ensued on each topic. A recording of the meeting is available on the Committee webpage.

**Beach Financials & Labor Costs**
Staff reviewed a 10-year financial history for the swimming beach. Annual revenue has generally increased from roughly $320,000 to about $380,000, with notable spikes during COVID when the model was passholder-only, while expenses have grown from about $270,000 to approximately $380,000, driven by substantial increases in part-time wages. Minimum wage rose significantly from 2016 to today, and supervisory wages increased in parallel, creating a cascading impact on the wage scale. For the current year, the beach is projected to produce a very small surplus. Staff emphasized that while the beach has "broken even" this season, the operation remains highly sensitive to weather and wage growth, and revenue potential is structurally limited under the current model.

**Attendance Patterns & Cost per Visit**
Staff reviewed visit trends, noting that total beach visits declined from about 25,000 in 2016 to roughly 21,000 in 2025, with a COVID peak of about 51,000 visits in 2020 during an extended, highly unusual season. The composition of visits has inverted over time (historically more daily admissions and now more pass visits). Staff explained that daily visitors typically stay longer to maximize a one-day fee, while pass holders tend to make shorter, more frequent visits, which changes how "busy" the beach feels on peak days. A cost-per-visit analysis showed that it costs roughly $17 per patron visit to operate the beach. Current daily admission fees for residents and non-residents are set so that resident visits are subsidized by both tax support and higher non-resident fees, while avoiding a situation where non-resident use is subsidized by the district.

**In-Season Operating Hours & After-Hours Presence**
Current in-season operations require passes and lifeguards from 10:00 am to 7:00 pm daily, with staff onsite roughly 9:00 am–7:30 pm and no admission checks after 7:00 pm. Benchmarking showed that some neighboring communities have longer lifeguard or staff hours, and some provide evening park ambassador or security coverage. Internal data showed relatively low numbers of paid or passholder visits in the 5:00–7:00 pm window, and staff estimated that extending lifeguarded, fee-based operations by one additional hour would cost roughly $9,000 per season. The Board discussed trade-offs between expanded access, revenue, and staffing costs, and the impact and expense of evening security/ambassador models used elsewhere.

**Daily Admission vs. Season Pass Model**
Staff reviewed the current fee structure: residents pay $38 for a season beach pass and $50 for 10-visit guest passes, while non-residents pay twice as much. Daily admission is $12 for residents and $24 for non-residents and is available only Monday–Friday after noon (weekends and mornings are pass holder/guest-only). Legally, the District may not ban non-residents but can charge a reasonably higher non-resident fee and use capacity limits for safety. Survey results from pass holders show a generally positive value

perception (though slightly declining as prices rise), and both passholder and past community surveys indicate a preference for continuing the current hybrid model that limits daily admissions to certain times. Staff highlighted that a daily-heavy model can increase revenue but tends to produce longer individual visits, increases crowds, and more dependence on favorable weather, while a pass-heavy model stabilizes revenue but can cap income potential. Board discussion focused on equity, affordability, crowding, and how fee changes might shift behavior between passes and daily admissions, especially on weekends and in relation to limited parking.

**Northbrook Reciprocal Agreement**
The Board reviewed the reciprocal agreement with Northbrook Park District, which Glencoe residents receive resident rates at Northbrook's outdoor pools, aquatics programs, and dog park, while Northbrook residents can purchase Glencoe beach season passes and related guest passes at the Glencoe resident rate. The District generated just under \$50,000 in revenue from Northbrook beach pass holders across approximately 1,700 visits (about \$28 per visit), while Glencoe residents have generated roughly \$11,000 for Northbrook across about 950 pool visits (around \$11 per visit). Staff and commissioners noted that Glencoe does not have its own pool or dog park, and the agreement gives Glencoe residents access to those amenities without capital or operating costs, while the beach is largely a fixed-cost operation. The Board expressed support for continuing the agreement, viewing it as a net benefit and a way to expand recreation options for Glencoe residents.

**Swim Zone Size & Safety**
Staff addressed survey comments regarding the expansion of the designated swim zone. The current swim area is approximately 200 feet by 50 feet, supervised by up to three lifeguards and flanked by a no-swim zone near the pier for safety and a boat launch area for paddleboards, sailboats, and kayaks. Lifeguard coverage is based on safety standards requiring lifeguards to visually scan their entire zone in 10 seconds and reach the farthest point within 20 seconds. Expanding the swim zone length would require adding a fourth lifeguard during all operating hours, at an estimated cost of roughly \$14,000–\$15,000 per season. Staff also warned that further expansion toward the boat launch would reduce maneuvering room for boats and rental users, increasing the risk of boats entering the swim area. Survey data indicate that pass holders generally perceive the swim area as sometimes busy on weekends but not consistently overcrowded. The Board discussed whether a somewhat minimal expansion would improve user experience relative to cost and boating-safety concerns and agreed to revisit options after further review.

**Cart Service**
The current courtesy cart golf cart operates daily from 10:00 am to 5:00 pm, transporting patrons between the upper parking area and the lower beach area. After 5:00 pm, beach managers provide ADA-related transportation upon request. Survey feedback on the courtesy cart was mostly positive, with a large majority rating the service as excellent or very good, though some respondents requested longer hours or more carts. Staff noted that additional carts are not realistic on the narrow access path and that extending hours would add cost with no corresponding revenue. Based on staffing assumptions, each additional hour of full courtesy-cart service for the season would cost roughly \$1,500 per

season. Board members expressed general satisfaction with the existing model, emphasizing the importance of maintaining ADA access after 5:00 pm, and did not indicate a desire to expand hours or add vehicles at this time.

**Rocks and Sand Management**
Staff reviewed current beach grooming practices and the repeated comments from some patrons about rocks in the sand and along the shoreline. The District uses a commercial rock-picker and grooms the sand roughly twice per week (typically Mondays and Fridays), requiring about three labor hours each time, and is limited to dry sand areas away from the shoreline. Rocks on the shoreline and in the near-shore water are naturally occurring, carried south by lake currents from bluff-lined areas, and cannot be fully removed. Staff noted that adding new sand requires special permitting, must match existing sand characteristics, and would be very expensive. The Board generally agreed that the underlying issue is more about expectations than operations and suggested that clearer public education, explaining the natural geology and limits of rock removal, may be the most effective response, rather than costly interventions.

**Post-Season Operations & Park Ambassadors**
Outside the regular Memorial Day–Labor Day season, the beach is treated as a public park. There is no dedicated beach staff, but maintenance removes trash and cleans walkways and structures in the morning, and restrooms are opened on warmer days. In the past couple of years, unseasonably warm weather in September has driven significant Sunday use, with cell-phone data suggesting a notable increase in visits compared to prior years, while weekday and Saturday levels remained consistent. Staff reported that most neighboring communities also end lifeguard operations at Labor Day and rely on a park model after, with some adding limited weekend staff or internal park ambassadors. The Board discussed options for future seasons, including adding weekend park ambassadors, a limited “skeleton crew,” or a fee structure, with the understanding that lifeguard coverage would be difficult and expensive to provide after Labor Day. Staff will develop information for further discussion, recognizing that the 2026 capital project construction schedule will disrupt post-Labor Day park availability, but information is still needed for future warm fall seasons.

**Parking**
Staff provided an overview of how other Northshore communities manage parking near their beaches, with a variety of models that combine resident permits, paid non-resident parking, time limits, or very limited parking capacity. Glencoe’s situation is unique, but any beach operational changes have implications for neighborhood parking and traffic. The Board also discussed broader policy pressures from state-level discussions on keeping public lakefronts accessible to non-residents. While recent legislative efforts have not advanced, staff emphasized the importance of maintaining reasonable non-resident access through controlled capacity, rather than outright prohibitions. The parking policy is under Village control, but the Park District will continue to coordinate closely with the Village.

Discussion of 2026/2027 Board Calendar: The Board reviewed the 2026–2027 meeting calendar for regular board and committee meetings. This must be officially published in the paper and online in early 2026. Due to updates to the Open Meetings Act, public meetings cannot be held on election days. This affects two standard meeting dates: the March 2026 regular board meeting and the November 2026 regular committee meeting.

For March 2026, the regular meeting falls on an election day, so the board meeting will move to the next day, Wednesday, March 18, 2026. The regular committee meeting scheduled for November 2026 falls on an election day and will be moved to the next day, Wednesday, November 4, 2026. These revised dates will be added to the remaining regularly scheduled dates and placed on the December Board meeting agenda for approval and inclusion on the consent agenda, with the understanding that changes may still occur.

Other Business: The Board has reached consensus that Commissioner Gary Hazan will represent the Park District on the Glencoe Plan Commission.

Executive Session: There was no reason to go into closed session.

Adjourn: Commissioner Reifman moved to adjourn the meeting at 9:06 PM. Commissioner Guzman seconded the motion, which passed by unanimous voice vote.

Respectfully submitted,

Lisa M. Sheppard

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Secretary