



2011/2012

Glencoe Lakefront

Report and Recommendations



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**2011-2012
Glencoe Lakefront Report and Recommendations**

Executive Summary

Section 1- Lakefront Operations Review:

- Swimming Area (page 6) has been identified as too small. This perception was not supported in the Beach User Survey, which indicates it is not very crowded and most users only go into their waist or ankles to cool off. Alternatives to expanding the swim area are presented with associated costs totaling \$10,900. The swimming area size is defined by the lifeguard response times set by the Park District Risk Management Agency (PDRMA).
- Water Testing/Closed Days (page 9). The Bathing Beach was closed 22 times in 2011; 18 of them due to high bacteria test readings. The current testing method required by the Illinois Department of Public Health (IDPH) provides results that are 24 hours old. Estimated lost revenue due to the water being closed could have been as much as \$40,000 this year. Alternative testing methods and options are presented.
- Beach Hours Recommendations (page 11). With feedback from the Lakefront Advisory Group, staff and the survey data, alternative 2012 hours are presented along with their associated costs. Most feedback indicates remaining open until 8pm on weekends with an earlier opening may be preferred and the possibility of closing earlier during the weekdays may be an option.

Section 2 - Lakefront Staff Review (page 12-13):

- Focus on increased training of all staff, including cross-training Beach/Boat Mangers.
- Combined the Attendant, Cart Driver and Cleaning positions into the Lakefront Services positions. This will provide for better staff knowledge and scheduling flexibility.
- Expand mid-summer staff recruitment and training to help with end of season loss of staff.
- Sailing Staff to be trained in operations of the Rental Hut.

Section 3 – Lakefront Budget Review:

- Comparable Daily and Season Pass fees from area beaches are presented (page 14).
- 2011 Bathing Beach budget (page16) is projected at \$918.00 net without G&A. Alternative projected net amounts are provided based on alternative allocations of the G&A expense line item.
- 2011 Boating Beach net is projected at (\$562) without any G&A allocation or Sailing Rental revenue.
- Delinquent and Abandoned Boats (page 19). Legal Counsel has provided two options to consider on this matter.

Section 4 – 2012 Fee Recommendations (page 21):

- Increases to Non-Resident Daily Beach Adult Fees and Non-Resident Boating fees are presented.
- Establish new Hobie Rental Rates
- Increase Non-Resident Trellis Weekend Rate
- Establish Senior age limit to 65 to match district-wide standard and create resident Token rate of \$40/Non-Resident of \$75 and Daily Rates of \$2 for residents and \$4 for non-residents.

Section 5 – Survey Data (end of report area)

- Four surveys were completed this summer. Input from Beach Token Holders, Boaters, Sailing Class participants and Beach staff is available for review.

Section 6 – 2012 Fiscal Year Operating and Capital Budget Requests (Page 23).

- A review of the additional service costs is provided. Expanded beach hours, staff costs and new budget items would add about \$10,000 in new expenses. These service items were identified from the surveys, staff and the Lakefront Advisory Group.
- A review of the Capital Budget requests is presented. Replacement items, physical building improvements and green initiatives total \$67,600. These service items were identified by staff, PDRMA and the Lakefront Advisory Group.

2012 Glencoe Lakefront Recommendations Summary

Staff is making the following recommendations based on internal reviews and experience, input from the Board of Commissioners, discussion with the Lakefront Advisory Group, comparative analysis and budget concerns. The page numbers provide the location in this report for the detailed review of the item.

1. Beach Fees: (page 20)

Increase Non-Resident Daily Adult to \$10; all others remain the same

Create Senior Daily Rate of \$2 for Residents and \$4 for Non-Residents

Increase all Beach Passes \$5; and Non-Resident Family \$20 (\$150)

Res Individual =	\$75
Res Family =	\$85
Res Senior*=	\$40 (new rate)
Non-Res Individual=	\$90
Non-Res Family =	\$150
Non Res Senior*=	\$75 (new rate)
Guess Passes=	\$50

* Establish Senior age limit to 65 to match district-wide standard

Expanded Swim Area for partial season (mid June-early August)

2. Beach Dates/Hours: (page 10-11)

May 26-28; June 1- August 26; Sept 1-3

Monday – Sunday 10:00 am – 8:00 pm. Maintain current hours with an early August closing time (see options #3) after August 5: close at 7pm Monday-Sunday.

3. Boat Fees: (page 21)

Increase Sand Non-Resident rate from \$590 to \$615. No change in Resident rates.

Increase Rack Non-Resident rate from \$340 to \$380. No change in Resident rates.

Establish a Non-Resident rate for Winter Storage - \$120 Rack and \$240 Sand.
No change in Resident rates.

4. Boat Dates/Hours: (page 11)

Weekends starting May 5; Open Daily June 1 – Aug 19; Weekends only through October 21.
Winter Storage begins October 21.

Pre and Post Season weekend only hours: 11am – 6pm

Regular season hours: Mon-Thursday: 11:30am-7:30pm and Fri-Sun: 10am-8pm

5. Rental Rates:

Increase weekend Non-Resident Trellis fee to \$450
Establish Hobie Rental Rate of \$30/Hour weekday & \$50/hour weekend

6. Parking/Shuttle Bus: (page 7)

Staff is recommending against starting a partial-season shuttle service. With the increased costs from other new services, expanded staff responsibilities and the limited impact a shuttle may provide, it does not justify the additional expense. We will continue to explore options and determine alternative solutions to Beach parking.

7. Delinquent/Abandoned Boat: (page 19)

Staff is recommending enhancing our Boat Space registration forms and language with the proposed additions from PDRMA and Ancel, Glink. This will allow staff to contact Public Safety for removal and fine collection.

2011-2012 Glencoe Lakefront Report & Recommendations

INTRODUCTION

The summer of 2011 was a very interesting year at the Lakefront. Many environmental, weather related, physical, staff changes and organizational cultural challenges during the summer made operating the Beach/Boat areas a constant search for innovation, customer friendly solutions and real team work with seasonal staff. I was very impressed with the way staff came together to work through all issues. The District scored very well on our Park District Risk Management Agency (PDRMA) Loss Control Review, we had two of very successful Family Campouts, we were able to advance some new management techniques and we identified areas of opportunity for the future.

Proactive customer service, unique facilities and passion to make Glencoe Beach a great venue was recently recognized by North Shore Insider.Com as the Number 1 (see attached) beach on the North Shore.

This annual report will review the operations of our lakefront facilities during the 2011 Beach/Boat season. The evaluation will include Glencoe Bathing Beach and Perlman Park Boating Beach. The recommendations for the 2012 season are included at the end of this report.

Each of the Lakefront Operational elements is reviewed and includes any changes implemented since the 2010 season. Additionally, any relevant survey results are included that impact that particular service item. The entire survey data is presented later in this report.

1. Lakefront Operations Review

The following is a review of the basic Lakefront Operations as well as recommendations for 2012. Detailed information on staffing, budget, surveys, programs and capital spending are located in other sections of this report.

a. 2011 Dates/Hours of Operation

Beach: Weekends May 28-30 & open daily starting June 3 - Aug 28 and the final weekend of Sept. 2-5.

Hours are 10 am – 8 pm (minus Family Campouts and 4th of July)

Boat: Weekends May 7 - Open daily June 3 – August 19 and then weekends through Oct. 9.

Pre/Post Weekend Hours: 11am-5pm

Regular Season Hours: Mon-Thurs: 11:30am-7:30pm and Sat/Sun: 10am-8pm

Indicates new or implemented in 2011

b. Swimming Area

Four buoys define the swim area - 35 yards deep X 75 yards wide.

The north end of the swim area was marked by the center of the Halfway House and the south end was about 20 yards north of the pier. This designated space has proven to be more than adequate in accommodating swimmers on even the busiest of days and still provides a reasonable response time to the farthest corner of the swim area by our life guards.

The south end of the swim area needs to be located away from the pier to provide patron/staff a safe zone if there are strong rip-tides.

The PDRMA (Park District Risk Management Agency) recommendation is 40 second response time from chair to farthest point in swim area and a 3 minute clearing/dive check of the entire swim area as well as depths not to exceed 6 feet. Guard chairs are to be set no further than 30 feet from water's edge.

This size of a swim area has been tested each year to ensure GPD lifeguards can meet the PDRMA requirements.

- i. The 2011 Beach user survey indicated the following on Glencoe Beach swimming area usage patterns by %:

How do you swim:	Response %
Lap Swim	6.6%
Go into my waist	27.8%
Play Near Shore	28.5%
Deep Area / Active Swim	27.8%
Don't go in the Water	4%

The Swim Area is Crowded:	Response %
Very Seldom	31.8%
Weekdays (M-F)	0.4%
Every Weekend (Sat/Sun)	18.2%
Only Some Weekends	35.8%
All of the time	4.7%

- ii. Possible impact for expanding the Swimming area

Expanding the width of the swim area has the following impact on beach operations.

Setup 6 buoys pre-season and adjust lines between mid-points as season changes.

- 1. A second Lifeguard would need to be added to the rotation on a daily basis to meet the rescue requirements.

Entire season = \$10,500 (Additional guard – every day and hour open)

Partial season = \$7,600, (Additional guard - mid June to early August)

- 2. Buoy purchase and third party contractual set-up / take down = \$3,300. Seasonal adjustments made by Boat House Staff.

c. Additional Beach Services

Many of the other services that are offered on the Lakefront are well liked and provide Glencoe Beach with a unique touch of service excellence. An overview of those services is presented along with any inventory or service notes.

- i. The Courtesy Cart

The Courtesy Cart has transformed from a tool for helping people unable to negotiate the bluff to a service for all beach visitors. The cart drivers continually inform management of positive remarks they receive from guests. Many patrons think it is unique that we offer such a wonderful service. The high demand of cart usage has the District hiring 2–3 designated cart drivers. This service is extremely useful for patrons, who can no longer negotiate the bluff, expectant mothers and parents with small children. The cart ran from 10:00 a.m. to 5:00 p.m. Monday through Sunday.

- ii. Sun Shelter Reservations

New this year was the expansion of Sun Shelter #5. Many positive comments were received about the expanded shelter. This was also a good option for management when bigger areas were needed for special groups. This summer the shelter will be used to attract additional outside camp groups next summer. The District began accepting Sun Shelter reservations more than a week in advance

starting in 2009. Residents and Non-Residents were able to reserve sun shelters and picnic spots in three time periods; 10:00 a.m.-1:00 p.m., 1:30 - 4:30 p.m., 5:00 - 8:00 p.m. In 2009, a policy change allowed for advanced reservations for residents with a \$30.00 fee and for non-residents a \$60.00 fee. This proved to be successful as the 2011 revenue increased to a total of \$5,700, up \$3,300 from fiscal year 2010.

iii. Trellis Rentals

The Trellis party revenue did not have the financial success it did in 2010, but still enjoyed a busy 2011 season. This was mostly weather related. We receive many positive comments about its unique nature and ability to host special events.

The parties scheduled later than 8:00 p.m. were assigned 2 staff members. This was done to keep the bathrooms open, maintain the cleanliness of the grounds, and assist renters with their facility needs. The types of parties were a variety of celebrations, some were as simple as a pizza and birthday cake for a child's party and other parties included large company picnics with live entertainment and black-tie events featuring some very elegant catering.

Staff is maintaining a list of renters from the 2009 - 2011 seasons to build a marketing database for next season. A mailer will be sent to rental contacts before the season begins in an attempt to increase Trellis rentals. A high end facility marketing brochure was implemented for the 2011 season. A new Trellis cover will be needed for the 2012 season – see Capital Budget.

iii. Rental Hut & Sailboat/Kayak Rental Services

Our rental fleet includes 7 Barnett sailboats, 10 kayaks, 2 hydro bikes and 5 catamarans. In 2008, a Hobie Wave was donated along with a Hobie 16. The Rental Hut is staffed Friday through Sunday from 10 – 5pm. During the week, the Beach Staff assist customers. In 2011, updated signage, flagging and announcements were made in an attempt to increase traffic and sales, which rose 50% over the 2009 season. Rentals of our kayaks continue to be the most popular of all activities this summer. Additionally, Kayak excursions were offered two times during the summer. Sailing staff was available to assist the Rental Hut staff and perform sail-tests on weekends.

Recommendations for the Rental Hut service in 2012 will include expanded signage, improved pre-season prep of equipment, better visual demonstrations on the beach, weekday discounts, establishing a rate for Hobie Rentals, a “Skippered” rental opportunity and a pro-shop. Staffing of the Rental Hut is covered in Section 2.

2011 Rental Hut Pricing:

	<u>Weekdays</u>	<u>Weekends</u>
Sailboats:	\$25/Hr	\$40/Hr (2 hour max)
Kayak:	\$20/Hr	\$25/Hr (3 hour max)
Beach Chairs:	\$5/ea	
Umbrellas	\$3/ea	

iv. Parking

Parking at the Beach can difficult during ideal weekend days. The parking issue has been revisited throughout the years and many different options have been discussed. While “Free Parking” has been one of Glencoe’s most supported traits, it is a challenge to the residents who live in the area. Earlier this summer staff looked at the possibility of a shuttle service to and from the train commuter lots and the Beach during weekends from mid-June through Early August. The costs at that time were about \$5,700 just for the vehicle and driver. There may be other costs associated with a shuttle service, including signage at the pick-up and drop off points, staff time to set-up the signs and minimum charges for canceling service on a bad weather days. See attached information for the Shuttle Service information at the end of this report.

v. Concession Stand

The Little Red Hen continued to operate beach concession stand this year. The Little Red Hen also continued the Fourth of July barbeque service and both Beach Campout dinners. They were well prepared for the large number of people they needed to serve. Staff will continue to make sure Little Red Hen is very well prepared next summer to offer meals once again at both events.

Jim Ryba, owner and operator of Little Red Hen, signed a 3-year contract to operate the concession stand at the Glencoe Beach. Staff negotiated and presented the contract prior to the opening of the 2009 season which ends in September, 2011, but carries two - one season extensions, through 2013, unless either party notifies the other in writing before Feb 1 of the renewal season. After working with Jim and the Little Red Hen staff this summer, I think they do a good job of supporting GPD events, working with staff and providing a good "beach" food experience. Jimmy was very responsive to my requests and always kept me informed of any issues. I did not receive any direct complaints about the concessions stand, food or staff.

vi. Rescue Fleet

The Glencoe Park District currently maintains four rescue crafts, all of which provide a safe boating experience. In July 2010, the District purchased a new Zumro Dive Rescue boat which replaced Rescue One (the Boston Whaler). While the Zumro Dive Rescue boat is tough to launch, it has proven to be a great asset. The Zumro has navigation lights which none of the other boats do. This allows us the capability to be out past sunset if necessary. The newest boat, Rescue Three, is our 12-foot long inflatable Zodiac with a new Honda 4-stroke engine. This operates well in high wave conditions. Rescue Three was essential to the rescue service when wave height made it hard to launch the Boston Whaler. The Boston Whaler was declared a surplus item in 2011 and sold for \$3,500. The fourth boat is a Kawasaki jet ski which was purchased in 2009 as well as a Lifesled. This holds the fastest response time to any situation on the water. The Lifesled is used to add additional passenger capabilities in a response to most situations.

vii. Events

In 2011, the following events were organized and coordinated by Beach staff.

- | | |
|--------------------------|--|
| 1. Family Campouts: | July 15 and Aug 5 (Beach Closes early) |
| 2. Sail Fest: | July 23 |
| 3. Family Sand Sculpting | July 31 |
| 4. Kayak Excursions | July 16, 30, Aug 20 |

viii. Physical Structures

1. **Beach House** – The Beach House is in good shape. Annual upkeep and replacement is needed for a structure in this environment. Floor tile replacement, water tanks, doors, pump repairs and related operational equipment is budgeted each year. South Beach storage is an area to be reviewed in the Master Plan.
2. **Spray Ground** – In 2011-2012 the Spray ground is undergoing a \$160,000 renovation, with new play structures and water saving features added. Additional upgrades to the equipment that is remaining is identified in the Capital Budget.
3. **Boat House** – The Boat House was originally built in the 1950's. The structure has a much different use now then even 30 years ago. Some items will need to be upgraded this year, most notably the electrical service (panel). Other annual repairs and replacement is budgeted for each year. The deck adjacent to the Boat House will be renovated this coming year. The South Shore Boat and Storage building is reaching the end of its usefulness and will need to be evaluated. This will be included as part of the Master Plan process.

d. Lakefront Data Review:

i. Water Testing

A high bacteria count is difficult to predict and unfortunately the testing methods currently used to test for bacteria takes 24 hours to complete. This is the current testing method required by the Illinois Department of Health. Staff has continued to stay current with the Lake Michigan Federation, the Illinois Department of Public Health, the U.S. & Illinois Environmental Protection Agency, as well as the Metropolitan Water Reclamation District in order to share information on new methods for water testing and to prevent closings. To date, staff has research and provided information on the QPCR method as well as the Swim Cast products. Wilmette Park District in only in their first year of data gathering so they are not ready to for full use of the QPCR. Staff began the process of testing twice on Friday & Saturday in early July trying to obtain more timely results.

Note- in accordance with the Grant for water testing, the District is required to have water test results before the facility opens to the public.

Testing Year	Number of Water Closures
2005	8
2006	5
2007	17
2008	7
2009	13
2010	7
2011	22 (18 due to high bacteria)

2011 Closed Water Details and Impact

The Water was closed 22 total times in 2011 for reasons that included Water Quality, Weather and Water(riptides/high waves) conditions. 18 of the closing were directly related to High Bacteria test results. *The 22 closings represent 26% of the total days the Beach is open.* The following table reviews the weather/water condition details for each of those 22 days. The Bacteria Count threshold is 235.

Date Closed	Bacteria Level	Previous Day Conditions	Forecast	Advisories
May 29 (su)	420	Rain in pm, cloudy	Storms til 3pm/fog	Small Craft & Costal
May 30 (m)	1750	Storms til 3pm/fog	Sunny - 90	None
June 10 (f)	435	Cool – mid 60's cloudy	Cool dense fog	Fog
June 11 (s)	435	75	Cool, 60"s clam	None
June 19 (su)	248.3	67-partly sunny / lt. winds	Afternoon rain	None
June 21(t)	240	Rain all day	Cool/cloudy	Small craft
June 23 (th)	686	Scattered rain	Cloudy/scattered thunderstorms	None
June 24 (f)	411	Light rain	Cloudy am / sunny afternoon	None
July 4 (m)	921	Mostly sunny / no winds	Warm/Sunny	None
July 12 (t)	290	Hot and Cloudy	Partly Cloudy	None
July 14 (th)	1986	70/cloudy	Partly cloudy	none
July 23 (s)	283	87 cloudy / no wind	Showers	none
July 24 (su)	525	86 cloudy / no wind	Am rain	None
July 26 (t)	2419.2 (max #)	84 cloudy	Possible t'storms	None
July 27 (w)	Thunder/lightning	Rain	Clear	none
July 29 (f)	308	Cloudy / drizzle	Cloudy / humid	None
Aug 2 (t)	Rip tide / Thunder	Severe weather at 6pm		Small craft
Aug 4 (th)	411	83 cloudy	Partly sunny	None
Aug 9 (t)	397	78 partly cloudy	75 sunny	None
Aug 21 (s)	1552	Mostly cloudy / lt winds	30% chance of rain	None
Aug 14 (su)	Rip tides/high waves	Severe water conditions		Small craft / shore
Aug 23(t)	Thunder / lightning	Severe weather		Small craft / shore

22 days closed costs: (based on 2011 gate revenue – not including the 4 th)		
7 Sunday – Average revenue (3,300)	=	\$21,700
2 Mondays (350)	=	\$700
6 Tuesdays (950)	=	\$5,700
1 Wednesday (570)	=	\$570
3 Thursdays (490)	=	\$1,470
3 Fridays (1300)	=	\$3,900
3 Saturdays (2160)	=	<u>\$6,468</u>
Possible Total Lost Revenue from 22 Closed Days		\$40,250
6 Suspect High Bacterial Days Closed - lost Revenue		\$10,000

e. Lake Level and Erosion

The water levels fluctuated again this year and one particular event caused considerable washout damage on both the Beach and Boat areas. Parks staff was able to fix the bathing beach area, but an extra \$1,500 was spent to have the Boat side fixed by an excavation service. Some of the Boat side washout was due to a clogged overflow pipe behind the Water Plant. The Village was able to fix this within a couple of weeks. The lake level is extremely low and poses some threat of damage to the drive shaft and propeller blades of the boat engines when approaching the shoreline. This also poses the same problem with Jet Skis as they can potentially intake sediment in these shallow areas causing damage to the engine. Immediately north of the boating beach, low water levels expose large sections of rock. This still makes it very hard for boaters to launch during certain wind conditions. The area continues to be marked with buoys in order to alert all boaters of the rocks and shallow water conditions. The Glencoe Shoal is .5 miles north of the sailing beach and extends approximately 300 feet into the lake. This is considered federal water and, as such, it is unmarked causing a potential safety risk for motor boats. The changing lake levels and erosion are the most notable issues surrounding a practical solution to the launching of the GPD rescue fleet.

f. Beach/Boat Rescue Reports

The Beach Lifeguards performed 26 swimming rescues this past summer. The types of rescues that the lifeguards performed this summer range from novice or startled swimmer to full distressed swimmer. Most notable, our “worst” rescue occurred during a rip-tide when a swimmer went out too deep and the currents pulled them towards the South Pier. I am extremely pleased to report that all swimmers went home safely. Only one report shows that Public Safety was called and Paramedics responded to a young adult who was experiencing heat exhaustion on the sand. This was not a water rescue.

As usual, our Boat staff performed extremely well this summer.

The Boating services experienced the following weather related impacts this past summer:

Number of Small Craft Advisories/Warnings: 12

Number of Water Rescues: 32

g. 2012 Lakefront Operations Recommendations

The following operational recommendations are presented for consideration to be implemented in the 2012 season:

i. 2012 Bathing Beach - Dates and Hours:

- a. Beach Dates – Weekends - May 26-28; Open daily starting June 1 – Aug 26 and the Labor Day weekend of Sept1-Sept 3.
- b. Beach Hours – Options for 2012:
 1. **Monday – Sunday 10:00 am – 8:00 pm.** Maintain current hours with an early August closing time (see options #3) after August 5 – close at 7pm Monday-Sunday. Savings would be **\$1,400**
 2. **Monday – Thursday 10am-7:00pm; Fri-Sun 9:30am – 8:00pm.** Weekday closings at 7:00 pm would save the District **\$2,600** and opening one ½ hour earlier on weekends would cost **\$1,000**. **Net savings** would be **\$1,600**. This format more closely follows the Boating Beach hours and would still allow the District to examine the impact/benefit of opening earlier.
 3. **Opening Weekend–Aug 5:** Mon-Thurs. 10:30–7:30pm; Fri-Sun 10am-8pm
August 6-End of Year: Mon-Thurs. 10:30 am – 7 pm; Fri-Sun 10am-7:30pm

Staffing Costs:

Open-Aug 5; same staffing costs; no savings
Aug. 6-End; saves one hour staffing=**\$2,000**

ii. 2012 Boating Beach – Dates and Hours

Weekends starting May 5; Open Daily June 1 – Aug 19; Weekends only through **October 21** (one additional weekend would cost **\$500** for additional staff time).

Winter Storage begins Oct 21

Pre and Post Season Weekend only hours:

11am -**6pm** (one hour later = **\$500** in additional staffing costs)

Regular season hours: Mon-Thursday: 11:30am-7:30pm and Fri-Sun: 10am-8pm

h. Cost impact to service changes/additions:

- a. **Enlarged / Flexible Swim Area:** Set up swim area with multiple buoy options. Smaller area and one guard used in late May through early June then again in early Aug to closing weekend. Larger area and two guards used from mid June – early August. 6 buoys to be set at beginning of the year and the swim lines would be adjusted like lap lanes in a regular pool.

Additional cost would include:

3 new buoys	\$ 800
Outside Dive team (setup & takedown)	\$ 2,500
Additional Lifeguard (partial)	<u>\$ 7,600</u>

Total Swim Area Costs **\$10,900**

- b. Updated Signage Plan(Capital Budget):

- 6 new rules signs
- 3 new Attendant/Pay signs
- 2 new no vehicle signs
- 4 new swim area signs
- 5 new no smoking/no alcohol signs
- 4 new water conditions signs
- 1 new event/marketing Board
- 2 new rental hut signs – pro shop, kayaks, chairs, etc.

(Included in Capital Budget Review)

- c. New “Pro-Shop” start-up costs **\$500**

- d. Expanded Hours and staffing Costs:

Expanded Boat Hours/Dates **\$1,000**

Option 1 to Beach Hours	Savings of	\$1,400
Option 2 to Beach Hours	Savings of	\$1,600
Option 3 to Beach Hours	Savings of	\$2,000

Total cost of additional operation changes- with Beach Hours Option 1 **\$ 11,000**
with Beach Hours Option 2 **\$ 10,800**
with Beach Hours Option 3 **\$ 10,400**

i. Other 2012 lakefront Operational Changes:

1. No Alcohol allowed on Beach or Boating Beach except by PDRMA required Liquor Liability coverage. Alcohol will only be allowed by Shelters/Trellis or Boat Deck if properly permitted – otherwise Public Safety is called.
2. Enforce all rules in a more unified approach with expanded signage plan.
3. Request additional support from Public Safety for visits on weekends to assist staff with big crowds and on weekday early morning visits to ticket dog owners.
4. Update any known Beach/Boat/Water conditions on web page and site signage within 10 minutes of confirmation.
5. Create more visual Attendant check-in area with stronger emphasis on checking of tokens, wrist banding, ID checking and general beach event info. A GPD Resident Pass system to be implemented with new software for District.
6. Stronger emphasis on limiting customer vehicle traffic on the access road. Boaters will be asked to do their business before 9 am or after 8 pm. No customer vehicle traffic on Weekends allowed.
7. All Sailing Craft that rent GPD space will be required to affix and maintain a GPD registration sticker on the craft the entire season.
8. Limit use of ATV to eliminate unnecessary driving.
9. Expand and improve Rental Hut Operations; add Pro-shop; Implement Discount Days.
10. Formalize and market Private Sailing Lessons.
11. Review and revamp Sail fest event.
12. Establish “Skippered” rentals – GPD Sailing staff control the rental, teach some basic skills and give a quick tutorial about the coastline. \$75 for one Hour (One Hour Max), weekends only.

2. Lakefront Staff Review

a. Staffing Overview

The **Beach staff** is made up of seasonal Managers, Lifeguards, Attendants, Cart Drivers and Rental Hut Staff. New in 2011, a part-time Maintenance position was created to assist with bathroom cleaning and general clean-up on Saturdays and Sundays. Shift starting times are staggered and overlap each other to allow for coverage, transition discussions and breaks during busy periods. Managers and Lifeguards are certified by Red Cross in Waterfront guarding. The remainder of the staff is certified in CPR and AED. All staff is trained in the District/Beach Emergency Response Plan.

The **Boat House** staff is made up of Harbor Masters and Harbor guards. Harbor Masters are trained in the US Sailing 101 and 102 Sailing program, CPR, AED and have some type of professional rescue experience. All staff is trained in District/Boat Emergency Response Plan, watercraft operations and site-specific operations. At least one Harbor Master is certified in Red

Cross Life Guarding Instructor level. Weekend shifts are staggered and overlap each other for coverage, transition discussion and breaks during busy periods.

The **Sailing Staff** is made up of 3 to 4 persons. A lead instructor manages, coordinates and conducts all lessons and handles staff issues. The sailing staff is also trained in Boat House and Rental Hut operations. Sailing staff were available on weekends to conduct Private Lessons as well as Sail-Test any potential renter. Sailing staff also coordinated some of the activities related to the three Boat Club Regattas. A Sailing Program review is expanded on in a following section.

The staffing levels work very well for most of the season, until early August when we lose many staff to school or other fall activities. We will continue to expand our recruiting, training and cross-training activities to increase the amount of staff available to work, especially at the Boat House.

b. Survey Results

This year a survey was sent to the Lakefront staff in an effort to gain a better understanding of employee needs and how GPD could be a better place to work. The results are attached.

The survey was sent to 25 staff – 12 responded (48%)

c. Training Review

Besides the previously mentioned trainings and certifications the Lakefront (Beach & Boat) staff goes through the following trainings.

Pre-Season (approximately 6-8 days of training needed)

1. All required District training topics and paperwork – mostly PDRMA topics.
2. All new service changes, intro of staff, new facility changes
3. Red Cross New Lifeguard certification. (pool at New Trier – takes 4 full days)
4. Returning Lifeguard, CPR / AED trainings – and overview for returning staff (1 full day).
5. Site Specific – review of systems, checklists, other
6. Mangers Meeting-discussion of new ideas, new approaches, cultural changes

During Season:

1. Beach staff conducted over a dozen “in-service” training sessions. Topics include: Lost Child; save/rescue scenarios; emergency action plan; backboard; lifting; personal protective equipment; blood borne pathogens; Swim test, etc.
2. Boat staff conducted over a dozen “in-service” sessions, including: Capsize, tipover, boat driving, rescue placement, housekeeping, etc.
3. The District pays for a Lifeguard Audit to be completed by PDRMA. The audit is done by a trained professional with scored criteria and video tape. The audit is shared with management and then reviewed with staff. The District keeps a copy of the audit for training and reference purposes.

d. 2012 Staff Recommendations

1. Cross train all Lakefront Mangers in all operations, emergencies and rescues.
2. Combine Cart Driver, Attendant, and Maintenance into the Lakefront Services position.
3. Conduct mid-summer recruitment drive and training with local colleges.
4. Expand the Sand Dollar Reward program to include monthly employee recognition.
5. Expand Part Time maintenance position to include Friday shifts during peak weeks.
6. Sailing Staff to be trained in and staff the Rental Hut operations. Provide some free “sail test” days, provide free Kayak days and expand Private Lessons.
7. All Boat staff to be certified in US Sailing/Boating course.

3. Lakefront Budget Review & Recommendations

a. Beach - Fees and Comparisons:

2011 Glencoe Beach Fees:

	Res	NR	Res Twilight(6pm)	NR Twilight	
Daily Fees:					
Youth (1-17)	4	7	2	4	
Adults (18+)	6	9	3	5	
60 +	N/C	4	N/C	N/C	
Water Closed	2	4	N/A	N/A	
	Res Indv	Res Family	NR Indv	NR Family	Seniors
Pass / Token Fees:	\$70	\$80	\$85	\$130	N/C
2011 Sales:	61	422	9	168	55/60

Comp Tokens: Each year the District gives complementary tokens to employees of the other Glencoe taxing agencies. In 2011 each employee was able to receive 4 complementary tokens. This amounted to 443 tokens given away with an approximate value of \$12,600.

Comparable Beaches: 2011 Information

Town	Hours	Daily Fee Res/NR	Indv. Pass Res/NR	Fam Pass Res/NR
Wilmette	9am -8pm	\$4.25 child / 8.50 adult	\$37/95 (2012)	\$90/223 (2012)
Highland Park	10am-6pm	\$3/6 child - \$7/12 adult	\$123/\$165	\$204/276
Winnetka	9am – 7pm	\$3/8 child - \$4/10 adult	\$45/75	\$60/97.50
Evanston	10:30a-7:30p	\$8 child / \$10 adult	\$32 / \$56	N/A
Glencoe	10am – 8pm	\$4/7 child - \$6/9 adult	\$70/\$85	\$80/130

Recent rate increases at Glencoe Beach:

Last Daily rate Increase: 2002 -\$1 increase to non-resident only. Resident rate remained \$4/6

Last Season Pass Increase: 2010- \$5 increase to all pass types.

Note - Due to Illinois Department of Natural Resources and the OSLAD Grant the District received in 1996, the Non-Resident rates/fees for the Beach are not allowed to be more than twice the resident rate.

B. 2011 Beach Budget Review

Glencoe Bathing Beach Total Revenue Comparison

Revenue	FY 2006- 2007	FY 2007- 2008	FY 2008- 2009	FY 2009- 2010	FY 2010- 2011	Projected FY 2011- 2012
Daily Fee Estimated Attendance	N/A	N/A	N/A	N/A	17,946	10,417
Resident Daily Fees	\$15,796	\$20,997	\$28,033	\$20,951	\$23,279	\$20,343
Non-Resident Daily Fees	\$53,084	\$62,343	\$66,578	\$70,829	\$106,324	\$83,340
Res Season Family Pass	\$59,074	\$47,175	\$44,672	\$41,624	\$43,429	\$40,410
Res Season Individual Pass	\$450	\$2,745	\$475	\$545	\$858	\$440
NR Season Family Pass	\$18,830	\$16,324	\$16,594	\$14,744	\$15,558	\$15,455
NR Season Individual Pass	\$1,061	\$310	\$460	\$355	\$210	\$632
Guest Passes	\$7,380	\$4,955	\$3,705	\$4,160	\$3,830	\$2,565
Concession Revenue	\$3,900	\$4,200	\$4,200	\$4,320	\$4,320	\$4,435
Misc Rev (Over/short, Ins reimbursement, lost tokens, Grants)	(-510)	\$40	\$2966	\$3415	(-171)	\$5,791
Trellis Rental	\$7,764	\$9,743	\$8,967	\$8,690	\$12,041	\$9,771
Sun Shelter Rental	n/a	n/a	n/a	\$224	\$2,390	\$5,746
Chairs & Umbrellas	\$787	\$1260	\$687	\$1283	\$2,567	\$350
Outside Group Rentals	\$7,053	\$9,480	\$9,266	\$11,488	\$15,603	\$11,866
TOTAL Revenue - Beach	\$174,769	\$179,571	\$186,687	\$182,627	\$230,238	\$201,144

Glencoe Bathing Beach Total Expense Comparison

Expense (Some expenses accrue throughout the year)	FY 2006- 2007	FY 2007- 2008	FY 2008- 2009	FY 2009- 2010	FY 2010- 2011	Projected FY 2011- 2012
Wages (FT and PT)	\$126,522	\$147,246	\$133,010	\$151,247	\$152,505	\$153,804
Utilities	\$9,249	\$8310	\$8,116	\$14,334	\$12,111	\$12,900
Contractual Services	\$7,194	\$14,797	\$11,275	\$10,574	\$12,978	\$10,671
Supplies	\$14,673	\$12,734	\$14,842	\$13,709	\$14,064	\$14,739
Capital	\$2,199	\$10,232	\$2,241	\$6,266	\$20,611	\$8,241
Fixed Charges/Dues	0	\$725	\$425	0	\$1,190	\$132
Misc	0	\$3,254	\$1,284	0	\$1,000	\$1,575
TOTAL Expenses	\$159,837	\$197,298	\$171,193	\$196,130	\$214,459	\$202,062
Net w/o G&A	\$14,932	(\$17,727)	\$15,494	(\$13,503)	\$15,779	(\$918)
100 % G & A Allocation	\$49,762	\$54,769	\$56,675	\$58,938	\$54,645	\$65,415
Net with 100% G & A	(\$34,830)	(\$72,496)	(\$41,181)	(\$72,441)	(\$37,865)	(\$66,333)
Net with 65% G & A* (other 40% shown in Boat)	(\$17,413)	(\$53,326)	(\$21,344)	(\$51,852)	(\$19,740)	(\$43,437)

* The "G&A allocation" expense refers to the transfer of funds to cover the District's overall

administrative expenses (primarily, administrative wages and benefits, as well as administrative contractual and legal expenses). These costs are covered by all major departments of the District via the "G&A allocation" expense, as monies are transferred into the G&A Department in the Corporate Fund.

In the Beach Department, this transfer has been historically shown only in the bathing beach sub-department. To more accurately reflect that the boating beach sub-department *also* contributes to G&A, a percentage of 35% will be used. This % is based on total expenditures (less capital) budgeted in the boating sub-department as compared to the bathing sub-department, and incorporates an additional factor to account for portions of Steve and David's salaries and maintenance wages, which historically have all been completely charged to the bathing beach sub-department.

C. Perlman Boating Beach - Fees and Comparisons

2011 Boating Fees:

	Res	NR
Sand Storage: Includes Beach Tokens, Storage & Locker	\$475	\$590
Rack Storage: Includes Beach Tokens, Storage & Locker	\$300	\$340
2011 Number Sold:	58	66
Winter Storage: (No Non-Resident Rate)	\$100 (rack)	\$200 (sand)

Comparisons: 2011 Information

Town	Hours	Dates	Sand R/NR*	Rack R/NR
Wilmette	8am-8pm	May 12-Oct 14	551/743 (38%)	288/454 (58%)
Highland Park	Dawn to Dusk	April 7-Oct 23	414/814 (97%)	N/A
Winnetka	8am-Dusk	Aug 29 – Sept 5	N/A	250/360 (42%)
Evanston	10am – 8pm	May 28 – Labor-Oct 31	335/460 (38%)	240/290 (22%)
Lake Forest			2149/4135 (93%)	364/1094 (200%)
Glencoe	11:30am-7pm 10-8 wknds	May 7-Oct 9	475/590 (25%)	300/340 (13%)

* (%= difference over Resident Rate)

Recent Rate Increases at Glencoe Boating Beach:

	<u>Sand (R/NR)</u>	<u>Rack (R/NR)</u>
2009	400/500	260/310
2010	450/570	280/320
2011	475/590	300/340

D. Boating Beach Revenue and Expenses

Boating Beach Yearly Revenue Comparisons

Revenues	FY 2006- 2007	FY 2007- 2008	FY 2008- 2009	FY 2009- 2010	FY 2010- 2011	FY Projected 2011- 2012
Boat Storage	\$34,880	\$46,212	\$43,056	\$51,507	\$56,470	\$54,715
Sailing Rentals	\$2,652	\$3,288	\$2,030	\$2,544	\$650**	\$5,405
Winter Boat Storage	\$11,610	\$11,650	\$11,463	\$13,850	\$12,100	\$13,000
TOTAL Revenue	\$49,142	\$61,150	\$56,549	\$67,901	\$69,220	\$73,120

** Contract with Great Lakes Paddle Board

Boating Beach Yearly Expense Comparisons

Expenses	FY 2006- 2007	FY 2007- 2008	FY 2008- 2009	FY 2009- 2010	FY 2010- 2011	FY Projected 2011- 2012
PT Wages	\$38,624	\$45,148	\$50,527	\$43,476	\$43,854	\$37,623
Utilities	\$2,737	\$2,080	\$5,132	\$5,055	\$5,154	\$5,125
Contractual	\$1,957	\$3,253	\$4,997	\$2,709	\$7,092	\$5,280
Supplies	\$3,268	\$5,030	\$5,156	\$4,690	\$9,862	\$10,341
Capital	\$435	\$6,816	\$3,235	\$6,010	\$5,300	\$9,908
Total Expenses (G&A reflected in Beach)	\$47,021	\$62,327	\$69,047	\$61,940	\$71,262	\$68,277
Boat Net	\$2,297	(\$1,177)	(\$12,858)	\$5,960	(\$2,041)	\$4,843

Boat Net w/o Sailing Rentals	(\$361)	(\$4,465)	(\$14,888)	\$3,416	(\$2,691)	(\$562)
Boat Net w/o Sailing and 35% of G&A	(\$17,732)	(\$23,635)	(\$34,725)	(\$17,212)	(\$21,817)	(\$23,458)

E. Delinquent and Abandoned Boats

Over the years, there has been a growing issue of Abandoned Boats and many Boat Owners who are delinquent in payment beyond the current season and sometimes more than three years behind in payment. Staff has been making efforts to collect and inform those owners, in most cases several times by certified mail, with little success. I did discuss alternative options with PDRMA and was able to secure some new provisions and details we will add to our registration forms.

Additionally, staff submitted an overview of this issue to Legal Counsel and was given some guidance and options for the Abandoned Boat issue. The memo from Ancel Glink provides two options for the District to consider as well as an overview of the procedural steps needed to correctly use either of these options.

Please review the attached document. The Board will need to support enacting a rule, which will give the abandoned/delinquent owner ninety (90) days to become compliant or allow the District to refer the matter to Public Safety or create our own Storage Lien. Legal Counsel will prepare the necessary rules and language for the Board to consider.

F. Sailing Programs

In 2009, the Beach/Boat Sailing programs were well above budget, experiencing close to a 300% growth the prior 2008 fiscal year. The 2010 Sailing Program continued to see growth above budget, generating a net of \$11,459. In 2011, the Sailing Programs generated a net of \$16,319. The Sailing Program continues to grow with a +30% net increase over the last fiscal year.

Staff continues to work with the Recreation Department to provide sailing lessons to Camp Adventure. This was a strategic move, not reflected in the numbers above, but made an impact to over 60 young campers in our camp program. This helps feed the Sailing Programs and expose children to the sport, giving each participant a positive sailing experience.

Sailing classes are offered in three sessions during the summer for beginner, intermediate and advance options. The classes run Monday through Thursday from 12:30am – 3:00 pm for one week at a time. The survey from this summer indicates that kids & parents seem to prefer those times/days.

New this year, a similar program was begun with outside camps. Oasis Day Camp of Evanston was a trial run for outside camps. It has 20 campers who enjoyed a recreation ride on the sailboats.

Over the past two years staff has been working with a group of Northbrook residents in holding beginner and now this year intermediate sailing for them. Staff continues to focus time and attention to grow a program that in years past did not get enough. The Park District added 3 new Barnetts to the sailing fleet in 2009, with 7 Barnetts for instruction purposes.

In 2012, staff will look to add more value to the Sailing programs and for the participants by adding some type of trophy/T-shirt. There will also be some new programming added, including a Jr. Harbor Guard program and Adult Sailing Class. Staff is currently looking into the details of this program.

A survey was sent to the Sailing participants/parents and those results are attached for review.

G. Beach/Boat Program Budget

Beach and Boat programs include: Sailing Lessons, Private Lessons, Campouts and other related events.

Revenues	FY 2006- 2007	FY 2007- 2008	FY 2008- 2009	FY 2009- 2010	FY 2010- 2011	FY Projected 2011- 2012
Sailing Classes	\$1730	\$900	\$3436	\$15,859	\$20,525	\$23,270
Private Sailing Inst	\$720	\$1280	\$368	\$710	\$180	0
Kayak Excursions	\$475	\$525	\$236	\$464	\$160	\$60
Sail fest	\$105	0	0	0	0	0
Lifeguard Training Class	0	0	0	0	0	\$150
Boat Club	0	\$1185	\$2445	0	0	0
Total Revenue	\$3030	\$3890	\$6485	\$17,033	\$20,865	\$23,480

Expenses	FY 2006- 2007	FY 2007- 2008	FY 2008- 2009	FY 2009- 2010	FY 2010- 2011	FY Projected 2011- 2012
PT Wages	\$145	\$2203	\$1778	\$8544	\$8,658	\$7161
Contractual	0	0	0	\$73	0	0
Supplies	\$303	\$2088	\$2727	\$2645	\$748	0
Total Expenses	\$1048	\$4291	\$4505	\$11,268	\$8,658.00	\$7161
Programs Net	\$1982	(\$401)	\$1979	\$5771	\$11,459	\$16,319

H. Impact to Taxpayers

1. Beach:

The District operates the Beach at an average deficit of (\$54,000) – based on a 6 year average including 100% G & A. At 65% G & A, the six-year average is (\$34,518).

2. Boating Beach:

The District operates the Beach at an average deficit of (\$3,200) – based on 6 year average. Including 35% G & A, the six-year average is (\$23,096).

3. 2012 Recommendations and Fee Changes

Town	Hours	Daily Fee Res/NR	Indv. Pass Res/NR	Fam Pass Res/NR
Wilmette	9am -8pm	\$4.25 child / 8.50 adult	\$37/95 (2012)	\$90/223 (2012)
Highland Park	10am-6pm	\$3/6 child - \$7/12 adult	\$123/\$165	\$204/276
Winnetka	9am – 7pm	\$3/8 child - \$4/10 adult	\$45/75	\$60/97.50
Evanston	10:30a-7:30p	\$8 child / \$10 adult	\$32 / \$56	N/A
Glencoe	10am – 8pm	\$4/7 child - \$6/9 adult	\$70/\$85	\$80/130

A. Beach Fees 2012

- i. Raise Non-Resident Adult Daily Fee \$1 (\$10). All other Daily Fees remain the same.
- ii. Raise All Beach Pass Types \$5, except the Non-Resident Family - raise to \$150
- iii. Raise Trellis Non-Resident Weekend Rental Rate to \$450
- iv. Establish Senior age limit to 65 to match district-wide standard and create resident rate of \$40/Non-Resident of \$60

Items to consider regarding fee increases for 2012:

- Daily rates have not been raised since 2002.
- Pass rates have not been raised since 2010
- New services, increased staffing costs and new Sprayground have improved the services we offer and added new expenses to the operations.
- These modest increases keep Glencoe within a reasonable price point compared to other North Shore beaches.

Impact to Beach Revenue:

Revenue	FY 2007-2008	FY 2008-2009	FY 2009-2010	FY 2010-2011	Projected FY 2011-2012	Projected Summer 2012 New Fees	Variance
Daily Fee Estimated Attendance	N/A	N/A	N/A	17,946	10,417	N/A	
Resident Daily	\$20,997	\$28,033	\$20,951	\$23,279	\$20,343	\$21,000	\$700
Non – Resident Daily	\$62,343	\$66,578	\$70,829	\$106,324	\$83,340	\$89,000	\$6,000
Res Season Pass-Family	\$47,175	\$44,672	\$41,624	\$43,429	\$40,410	\$42,500	\$2,500
Res Individual Pass	\$2,745	\$475	\$545	\$858	\$440	\$450	\$10
NR Season Pass-Family	\$16,324	\$16,594	\$14,744	\$15,558	\$15,455	\$16,300	\$1,100
NR Individual Pass	\$310	\$460	\$355	\$210	\$632	\$675	\$40
Guess Passes	\$4,955	\$3,705	\$4,160	\$3,830	\$2,565	\$2,850	\$140
Concession Revenue Net	\$4,200	\$4,200	\$4,320	\$4,320	\$4,435	\$4,545	\$110
Misc Rev (Over/short, Ins reimbursement, lost tokens, Grants)	\$40	\$2966	\$3415	(-171)	\$5791	n/a	
Trellis Rental	\$9,743	\$8,967	\$8,690	\$12,041	\$9,771	n/a	n/a
Sun Shelters	n/a	n/a	\$224	\$2,390	\$5,746	n/a	n/a
Chairs & Umbrellas	\$1260	\$687	\$1283	\$2,567	\$350	n/a	n/a
Outside Group Rentals	\$9480	\$9266	\$11,488	\$15,603	\$11,866	n/a	n/a
Total Revenue - Beach	\$179,571	\$186,687	\$182,627	\$230,238	\$201,144	n/a	\$10,600

B. Boat Fees 2012

Town	Hours	Dates	Sand R/NR*	Rack R/NR
Wilmette	8am-8pm	May 12-Oct 14	551/743 (38%)	288/454 (58%)
Highland Park	Dawn to Dusk	April 7-Oct 23	414/814 (97%)	N/A
Winnetka	8am-Dusk	Aug 29 – Sept 5	N/A	250/360 (42%)
Evanston	10am – 8pm	May 28 – Labor-Oct 31	335/460 (38%)	240/290 (22%)
Lake Forest			2149/4135 (93%)	364/1094 (200%)
Glencoe	11:30am-7pm 10-8 wknds	May 7-Oct 9	475/590 (25%)	300/340 (13%)

* (%= difference over Resident Rate)

- i. Increase Sand Non-Resident rate from \$590 to \$615 - 4% increase. Creates a 28% difference between Res/Non-Resident rates. No Change in Resident rates.
- ii. Increase Rack Non-Resident rate from \$340 to \$380 – 12% increase. Creates a 27% difference between Res/Non-Resident rates. No Change in Resident rates.
- iii. Establish a Non-Resident rate for Winter Storage. 20% difference in rates. Non Res Rack rates would be \$120 and Sand rates would be \$240. No Change in Resident rates.

Impact to Boating Revenue:

Revenues	FY 2007- 2008	FY 2008- 2009	FY 2009- 2010	FY 2010- 2011	FY Projected 2011-2012	Projected Summer 2012 New Fees	VARIANCE
Boat Storage	\$46,212	\$43,056	\$51,507	\$56,470	\$54,715	\$56,300	\$1,585
Sailing Rentals	\$3,288	\$2,030	\$2,544	\$650**	\$5,405	\$5,000	(\$405)
Winter Boat Storage	\$11,650	\$11,463	\$13,850	\$12,100	\$13,000	\$14,500	(\$1,500)
TOTAL Revenue	\$61,150	\$56,549	\$67,901	\$69,220	\$73,120	\$75,800	\$2,680

** Contract with Great Lakes Paddle Board

4. 2011 Lakefront Survey Results

Four surveys were completed this year. Please reference them in the Appendixes' area. I did have informal conversations with the management team from the Boat and Beach services this summer.

- Beach Staff Survey
- Beach User Survey
- Boating Survey
- Sailing Class Survey

5. Fiscal Year and Capital Budget Recommendations

a. Review and Budget Impact of proposed new services to be added in 2012

1. Additional Hours, weekends and staffing costs:	\$10,900
2. Expanded Training Costs	\$ 1,000
3. Expanded Employee Recognition	\$ 500
4. Expanded PT Maintenance Shifts	\$ 500
5. Increased expenses related to Sailing Classes	\$ 500
6. Pro-shop startup Inventory	<u>\$ 500</u>
Total	\$13,900

b. New Capital Budget Requests (under consideration):

1 New set of Wheel Trax for South Beach	\$ 500
Rentable Lockers at Bathing Beach (seasonal & daily)	\$ 1,700
Trellis Cover	\$ 4,000
Hand Dryers in washroom (Beach)	\$ 2,000
Playground equipment (items not part of renovation)	\$ 2,500
Auto Shower Timers (Beach)	\$5,000
Consultant Fees for South Storage & Launch Ramp (master plan)	N/A
Two new 16 foot Hobie or similar sailing vessel	\$20,000
Two New Guard Chairs (PDRMA Recommendation)	\$ 4,000
Re-Lockable Boat Restroom Doors (after-hours use)	\$ 6,000
New Electrical Panel for Boat House	\$ 2,500
Reconfigure GPD fleet storage area, North end rack and decking	\$ 5,000
Three new Pier Umbrellas	\$ 5,400
Re-design back room of Beach House	\$ 3,000
New Signage Plan	\$ 4,000
New AED	<u>\$ 2,000</u>
Total	\$67,600

MEMORANDUM

To: Steve Nagle, Director of Operations
Glencoe Park District

From: Adam B. Simon

Subject: Abandoned Boats at Park District Boat Launch and Storage Facility

Date: November 8, 2011

This memorandum presents my explanation for how the Park District may address delinquent boat licensees who permit their boats or other watercraft to remain on Park District property without paying the applicable storage and launch fees.

Based on your presentation of the facts, each year there are, on average, five to six boat owners that are delinquent in paying storage fees for over three (3) years and more than twenty boat owners that are delinquent for less than one (1) year. Not only does the continuing delinquency represent lost revenue, but an opportunity cost due to the inability to re-rent the space to another paying licensee. Until now, the Park District has not adopted a specific rule for declaring a boat “abandoned” or a policy for how to dispose of such boats, although it does have an ordinance applicable to general lost and abandoned property.¹

By reference to the PDRMA’s Boat Registration, Storage Permit, Waiver and Release form, staff has preliminarily recommended adding a new provision to the District’s boat storage permit which provides as follows:

Owner's boat and any other personal property stored on Park District premises shall be deemed abandoned from the date of the termination or cancellation of this permit. Park District is relieved of all liabilities for any abandoned property. If Owner abandons the boat/property or is dispossessed thereof by process of law, or otherwise, title to any boat/personal property belonging to Owner and left on the premises shall be deemed to have been transferred to the Park District. Park District shall have the right to remove and dispose of such boat/property without liability therefore to Owner or to any person claiming under

¹ Ordinance No.700; §4.06

Glencoe Park District
Abandoned Boats
November 8, 2011
Page 2

Owner, and shall have no need to account therefore. Park District may retain the boat/property as its property or may dispose of the boat/property through sale, donation or in such other manner as the Park District, in its sole discretion may determine. Any proceeds derived from the sale or other disposition of such property shall be the property of the Park District.

The foregoing provision asserts a lien against the property by the Park District, but does not fully conform to applicable law. There are two alternative options available for the Park District to pursue to remove an abandoned boat from its property, depending on whether the priority is to simply remove the boat or to recover the delinquent fees.

Lost and Abandoned Watercraft

Article IIIC of the Boat Registration and Safety Act describes the law for lost and abandoned watercraft.² Specifically, Section 1 makes it unlawful to abandon watercraft on private or public property in view of the general public, except on the property of a “bailee.” If a boat is found in violation of this section, Article IIIC provides procedures to be followed for the removal, disposal and sale of the watercraft. As a result, we must determine whether the Park District is acting as a bailee of the owners’ boats and whether the boats have been abandoned.

According to the Boat Launch and Storage Permit, in exchange for the boat storage fees the Park District only grants a boat owner with use of space on public property for the storage of a boat or other watercraft. The Park District does not accept possession of the boat and expressly disclaims any duty to supervise or safeguard the boat or any other personal property in or attached to the boat. Just the opposite, the Permit states the “Owner is solely responsible for all supervision of the boat...and for taking whatever security measures may be warranted for the safety, security, and protection of the boat...stored at the Park District.” These facts are analogous to the relationship between a car owner and a parking lot operator who charges a fee for the right to lease a space to temporarily store a vehicle. Under those circumstances, a court has found that no bailor-bailee relationship was created.³ Hence, a boat which is abandoned in or around the Park District’s boat house is not abandoned on the property of a bailee.

² 625 ILCS 45/3C-1, et seq.

³ One who merely lets automobile parking privileges is not a bailee of the parked car and, consequently, is under no duty to guard against loss by theft or fire since it is generally held that to be a bailee, the parking lot operator or his agent should have an independent and temporarily exclusive possession of the

Glencoe Park District
Abandoned Boats
November 8, 2011
Page 3

Next we must determine whether any of the boats for which storage fees are delinquent may be considered abandoned. Oddly, the Boat Registration and Safety Act does not contain a definition of “abandonment.” Therefore, we must rely on facts from other cases where courts have found abandonment to see if the circumstances give rise to the presumption the owner has abandoned the vessel. While it is difficult to create generalizations which will be true in all circumstances, the better the analogy to existing law the more predictable the result will be.

In *United States v. Walker*, the case stemmed from a ticket issued to Walker because his houseboat was docked in a slip for which he had not paid the rent.⁴ The ticket, or citation, was for a violation of an administrative regulation which simply states, “abandoning, discarding, or otherwise leaving any personal property in any national wildlife refuge is prohibited.”⁵ Specifically, Walker moored his boat in a slip during the winter of 2004-05. He rented and paid for the spot for 2004 but failed to pay the rental fee for 2005 by January 1, 2005, the date full payment was due. Following numerous unsuccessful attempts to collect payment from Walker, a ticket was issued and a trial on the violation was commenced. Based on these facts, the court found that Walker had abandoned the boat because, as of the date of the citation, he had made no realistic efforts to make his 2005 rental payment and had left the boat for an extended period of time in a slip he had no right to occupy.

Applying the finding in *Walker* to the prevailing facts in Glencoe, the Park District has an opportunity to claim that owners who are delinquent on their storage fees for as little as ninety (90) days have abandoned their boats, depending on the amount of notice actually given. Like the administrative regulation in *Walker*, the Park District enforces a simple abandoned property regulation which states, “no person shall abandon property on District Property.” However, to make the District’s case more analogous to *Walker*, the Park District must provide notice to the owner and an opportunity to cure. In *Walker*, such efforts included sending the citation by certified mail and, upon refusal, service by personal delivery. Since abandonment can result in the loss of title to the boat, it is important to make sure the owner is afforded an adequate amount of due process. Assuming the owner continues to ignore the notices and remains delinquent, the boat can be declared abandoned in violation of the Park District’s Code and Section 3C-1 of the Boat Registration and Safety Act.

automobile with some degree of control over it.’ *Coleman v. Chicago Thoroughbred Enterprises, Inc.*, 102 Ill. App. 2d 400, 406, 243 N.E.2d 333, 336 (Ill. App. Ct. 1968).

⁴ 2006 WL 1751206 (S.D. Ill. June 22, 2006)

⁵ 50 C.F.R. § 27.93.

Glencoe Park District
Abandoned Boats
November 8, 2011
Page 4

Because boats are unique from other personal property, since they are titled by the State of Illinois, the Park District is better served to create special rules for abandoned boats which recognize this distinction and ensure the owner is given adequate due process. However, depending on whether the Park District's priority is to expeditiously dispose of the boats or to recover the delinquent fees there are two options for how the rules can be drafted.

It is here where we can refer to the balance of Article IIC of the Boat Registration and Safety Act to draft a regulation designed to dispose of the boat as quickly as possible and make the storage space available for relicensing. Section 2 of the Act states that when an abandoned watercraft comes into the possession of a non-owner, such person shall immediately notify the municipal police.⁶ Upon receipt of such notice, the municipal police will authorize a towing service to remove and take possession of the abandoned watercraft.⁷ From this point forward, the Park District has no further responsibility for the storage or disposal of the boat. Instead, the municipal police and the towing company have a duty to notify the registered owner of the vessel and, upon failure to redeem the boat, sell it at public auction to recover the towing, storage and processing charges. Any balance remaining after deducting those charges is deposited to the general fund of the municipality.⁸

Based on Article IIC, the Park District can write a regulation which describes how a boat comes to be considered abandoned and directs staff to contact the Glencoe Police Department once those standards have been met. In this manner the boat will be removed from Park District property as quickly as possible by a towing service and the storage space is available to be relet. This option is not mutually exclusive with issuing a citation for abandoning a boat on Park District property and, potentially, collecting a fine. Since park districts have authority to levy fines up to \$1,000 for each day of violation, any fines collected may help offset the amount of unpaid storage fees.

Labor and Storage Lien (Small Amount) Act

If the Park District's focus is to recover the delinquent storage fees and it is willing to follow strict procedural steps, it can instead enforce the storage lien granted by the Labor and Storage Lien (Small Amount) Act.⁹ In this case, rather than having the boat removed for disposal by the municipal police and the towing service, the Park District

⁶ 625 ILCS 45/3C-2.

⁷ Id.

⁸ 625 ILCS 45/3C-11.

⁹ 770 ILCS 50/1, et seq.

Glencoe Park District
Abandoned Boats
November 8, 2011
Page 5

takes direct responsibility for the public sale of the boat. However, this option is only available for owners which are less than \$2,000 in arrears for storage fees.¹⁰

Under the Lien Act, unless the personal property for which storage is furnished is redeemed within 90 days of the completion of such storage, the person providing storage may enforce this lien through a commercially reasonable public sale conducted to maximize the net proceeds.¹¹ For the Park District, the furnishing of storage is completed upon the expiration or earlier termination of the permit granted to the owner. Therefore, if an owner fails to remove the boat and pay the storage fees within ninety (90) days of the expiration of the storage permit, the Park District may declare the boat abandoned and follow the protocol described in the Lien Act to sell the boat at public auction.

The procedural steps required by the Lien Act include, generally, personal notice and published notice of the pending sale, a thirty (30) day redemption period, and the conduct of a public sale conducted so as to maximize the net proceeds. Importantly, the notices may combine more than one lien to avoid duplication of expenses.

Under this option the Park District has more direct control over the sale of the abandoned property and has an opportunity to recover the delinquent storage fees, but in exchange it also retains more risk of liability. Anytime title to property is taken by the government strict adherence to the statutory procedural requirements must be observed or else the protections afforded by the Lien Act will not be available. Naturally, conducting a public sale is not something which the Park District is accustomed to doing, although it may rely on the experience of other government officials as a guide. Finally, if the net proceeds of the sale are not claimed by the owner within 6 months after the sale, the money must be deposited with the County Treasurer where it is available for up to 3 years.

Summary

This memorandum presents two options for the Park District to penalize owners who are delinquent in paying their storage fees and abandon their boats on Park District property. First, the District needs to enact a rule which clearly states when a boat becomes abandoned and prohibits the abandonment of boats on Park District property. The timeline described in the rule will be a reflection of the means chosen to remove

¹⁰ There is a separate Lien Act for personal property or services valued at more than \$2,000, but the procedural steps described in that law are much more time consuming and expensive. I do not recommend exercising the those rights since recovering all of the Park District's expenses is less likely.

¹¹ 770 ILCS 50/2.

ANCEL, GLINK, DIAMOND, BUSH, DICIANNI & KRAFTHOFER, P.C.

Glencoe Park District

Abandoned Boats

November 8, 2011

Page 6

the boat from the options described above. The Park District may refer the matter to the Glencoe Police Department for towing and storage, which will result in the removal of the boat in the shortest time possible. Alternatively, the Park District can enforce its Storage Lien, which requires a longer period of redemption and causes the boat to remain in storage for more time, but gives the Park District an easier way to recover some or all of the delinquent fees depending on the amount the boats sell for at auction.

Please let me know which option the Park District elects so that I can assist you in preparing the corresponding rules for adoption by the Board of Park Commissioners. If you have any questions before making a decision, please call me at your earliest convenience so I can clarify or expand on any of the foregoing explanation.