

Committee of the Whole Meeting
City Hall
1707 St Johns Avenue,
Highland Park, IL 60035
April 27, 2026
5:30 PM
Agenda

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- 1. Emails with Unlimited Information.** Individuals may email the City an unlimited number of words at cityhp@cityhpil.com. Emails will be forwarded to the City Council if requested. All emails received will be acknowledged.
- 2. Telephone.** Individuals with no access to email may leave a message with the City Manager's Office at 847.926.1000.
- 3. Live Comments.** Individuals are able to address the Council during the City Council meeting. Questions/comments should be limited to three minutes or less.

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- I. Call to Order**
- II. Roll Call**
- III. Approval of Minutes**
 - A. Approval of the Minutes of the Regular Meeting of the Committee of the Whole Held on April 13, 2026
 - B. Approval of the Minutes of the Closed Session of the Regular Meeting of the Committee of the Whole of the City Council Held on April 13, 2026
- IV. Scheduled Business**
 - A. Incentivizing Reduction in Use of Single-Use Bags
 - B. Historic Preservation Incentives
- V. Other Matters**
- VI. Adjournment**

Staff Report



Meeting Date: April 27, 2026

Staff Contact: Ashley Palbitska, Assistant to the City Manager/Deputy City Clerk

Department: City Manager's Office

Title: Approval of the Minutes of the Regular Meeting of the Committee of the Whole Held on April 13, 2026

Recommendation:

For the City Council's approval are the minutes of the Regular Meeting of the Committee of the Whole held on April 13, 2026.

Attachments:

1. MIN COTW 4-13-2026

**MINUTES OF THE COMMITTEE OF THE WHOLE OF THE CITY OF HIGHLAND
PARK**

MEETING DATE: April 13, 2026

MEETING LOCATION: City Hall, 1707 St Johns Avenue, Highland Park, IL 60035

I. Call to Order

At 5:30 PM, Mayor Rotering called the meeting to order and asked for a roll call:

II. Roll Call

Present: Mayor Rotering, Councilmembers Center, Bruckman, Ross, Tapia, Lidawer

Absent: Councilmember Blumberg

Staff Present: City Manager Neukirch, Director of Public Works Bannon, Community Development Director Fontane, Assistant City Manager Jason, Police Chief Jogmen, Finance Director McCaulou, Fire Chief Schrage, Assistant City Manager Taub, Commander Curran, City Engineer Stawski, Communications Manager Bennett, Assistant to the City Manager Palbitska, Management Analyst Cherry

Also Present: Corporation Counsel Elrod, CivilTech Representatives (Joey Abramson, Tom Liliensiek), Ravinia Festival Association (Jim Schmitz)

III. Approval of Minutes

A. Approval of the Minutes of the Rescheduled Regular Consolidated Meeting of the Committee of the Whole Held on March 30, 2026

Councilmember Lidawer moved to approve the Minutes of the Rescheduled Regular Consolidated Meeting of the Committee of the Whole Held on March 30, 2026. Councilmember Bruckman seconded the motion. Upon a voice vote, the Mayor declared the motion Passed (6 - 0).

MOVER:	Councilmember Lidawer
SECONDER:	Councilmember Meckler Bruckman
AYES:	Mayor Rotering, Councilmembers Center, Bruckman, Ross, Tapia, Lidawer
NAYS:	None
ABSENT:	Councilmember Blumberg

IV. Scheduled Business

A. Floodplain Report & Recommendation

City Manager Neukirch introduced the topic of the Floodplain Report and Recommendations.

Joey Abramson, Civiltech Engineering, presented an overview of floodplain regulations in Highland Park and provided a recommendation to remove the Highland Park specific flood plain regulations and continue to adhere to FEMA, Illinois Department of Natural Resources, and Lake County Stormwater Management Commission regulations.

City Manager Neukirch emphasized important points that were presented by Mr. Abramson and provided information regarding next steps.

The Council, Civiltech Representatives, Corporation Counsel Elrod, and staff discussed climate change impacts on the potential increase in the speed or volume of flooding, impacts of developments in Wisconsin on northeastern parts of Illinois, liability exposures if the City continues with a more strict approach, insurance being driven by FEMA not Highland Park regulations, importance of education, potential property value increases with removing the Highland Park regulations, the use of FEMA floodplain mapping in neighboring communities, Lake County Watershed Ordinance protections, and work the City has completed to assist with flooding issues.

City Council consensus is to remove the Highland Park specific flood plain regulations and continue to adhere to FEMA, Illinois Department of Natural Resources, and Lake County Stormwater Management Commission regulations

City Manager Neukirch provided information on next steps which would include future formal Council approval as well as community education and notification of those affected.

B. Ravinia Festival Special License Agreement Recommendation

City Manager Neukirch introduced Management Analyst Cherry and the work staff has undertaken for this agenda item. She provided information about the relationship between the City and Ravinia Festival.

Management Analyst Cherry provided background information regarding the development agreements the City and Ravinia Festival have had over the years. She reviewed the staff recommendation that the parties enter into a special license agreement in relation to the Special License Area, which would decouple the operational matters from the current amended development agreement, giving an overview of current practices that would be formalized in the agreement as well as incorporation of new items.

The Council, Mr. Schmitz, Corporation Counsel Elrod, and staff discussed the intent of restricting non-motorized and motorized vehicles within the special license area, proposed sidewalk updates by Ravinia Festival, lighting of the Green Bay trail beyond the special license area, importance of removing the public demonstration language, term and expiration of the license agreement, outside events like the school district's Fun Run that would impact the special license area, and seasonal

usage of proposed signage by Ravinia Festival.

The Council was in favor of staff's recommendations. A majority of the Council expressed approval to update the expiration of the special license agreement to run concurrent with the development agreement.

City Manager Neukirch noted the conversation regarding the lighting on the Green Bay Trail will be discussed at a future meeting.

V. Closed Session

Councilmember Lidawer moved the Committee to close its meeting to the public, pursuant to the following cited section of the Illinois Open Meetings Act (5 ILCS 120/2(c)), for the purposes of, (i) probable litigation (5 ILCS 120/2(c)(11)); and (ii) lease of property (5 ILCS 120/2(c)(6)). Councilmember Bruckman seconded the motion. On a roll call vote, the Mayor declared the motion passed unanimously.

At 6:39 PM, the Committee recessed the public portion of the meeting to meet in Closed Session.

At 7:07 PM, Mayor Rotering reconvened the open session of the Committee of the Whole meeting.

Present: Mayor Rotering, Councilmembers Center, Bruckman, Ross, Tapia, Lidawer

Absent: Councilmember Blumberg

Staff Present: City Manager Neukirch, Public Works Director Bannon, Assistant to the City Manager Palbitska

Also Present: Corporation Counsel Elrod

VI. Adjournment

Councilmember Tapia moved to adjourn the Committee of the Whole meeting. Councilmember Bruckman seconded the motion. Upon a voice vote, Mayor Rotering declared the motion passed unanimously.

The Committee of the Whole adjourned its meeting at 7:07 PM.

Respectfully Submitted,

Ashley Palbitska
Assistant to the City Manager/Deputy City Clerk

Staff Report



Meeting Date: April 27, 2026

Staff Contact: Ashley Palbitska, Assistant to the City Manager/Deputy City Clerk

Department: City Manager's Office

Title: Approval of the Minutes of the Closed Session of the Regular Meeting of the Committee of the Whole of the City Council Held on April 13, 2026

Recommendation:

For the City Council's approval are the minutes of the Closed Session of the Regular Meeting of the Committee of the Whole of the City Council held on April 13, 2026.

Attachments:

1. MIN CWCS 4-13-2026

Staff Report



Meeting Date: April 27, 2026
Staff Contact: Austin Knight, Sustainability Manager
Erin Jason, Assistant City Manager
Department: City Manager's Office

Title: Incentivizing Reduction in Use of Single-Use Bags

Recommendation:

Staff recommends a policy discussion pertaining to the implementation of a fee for paper and plastic single-use bags to encourage the reduction of single-bag usage in Highland Park in line with the Sustainability Plan. Staff will present a baseline draft program to incentivize usage of reusable bags. If there is interest in exploring a program to implement a program to address single-use bags, staff will work with the Sustainability Advisory Group and local businesses to finalize program recommendations to present to Council for final policy consideration.

Policy Consideration:

In line with the City's Sustainability Plan and in an effort to find ways to reduce single-use plastic bags and encourage reusables, staff researched the introduction of a single-use bag fee. The Sustainability Advisory Group (SAG) originally looked into implementation of a single-use bag fee in 2023. At that time, Northbrook was readying to roll out their program in January 2024. It was determined it would be best to wait and see how the new fees in Northbrook affected consumer interactions with their stores and overall program success. Upon review of Northbrook's program and understanding their success and business support for the program, staff and SAG felt that it was appropriate to revisit a single-use bag fee in Highland Park. Preliminary research began in the fall of 2025.

Staff reviewed the existing or recently approved programs of eight municipalities (additional information attached); the existing Chicagoland area programs all applied to both paper and plastic bags, with two municipalities, Evanston and Elgin, banning plastic single-use bags all together and applying a fee to single-use paper bags. The general pros and cons of the municipalities surveyed are as follows:

Pros:

- Revenue generation
- Behavior changes
- Aligns with sustainability goals and community expectations

Cons:

- Tracking and compliance may be time-consuming
- Initial resident resistance
- Worries of residents not shopping within the municipality

Exemptions

There are exemptions in most of the ordinances for single-use bags related to:

- Restaurant take-out
- Prescriptions (Rx)
- Dry Cleaning
- Bulk/bakery/loose items (fruits & veg, newspapers)
- SNAP and similar government food assistance programs

Recommendation: Staff recommends including exclusions in any Highland Program including: restaurant takeout, prescriptions (Rx), dry cleaning, bulk/bakery/loose items (fruits & veg, newspapers), a bag provided at the point of sale at a seasonal event, and SNAP and similar government food assistance programs.

Fee Amounts

Fee amounts range from .10 to .15 cents, with the most common fee amount being ten cents. In some municipalities, the collected fees are shared with the merchant, with the municipal portion of the fee ranging from zero to 90% with an average split of 50/50. In terms of revenue generation, the average in comparable communities of Batavia, Oak Park, and Woodstock, see revenues of approximately \$152,376 annually with collected revenues being diverted to environmental programs.

As far as the implementation of a fee decreasing the utilization of single-use bags, it was determined that there could be a decrease in use if merchants and residents are kept aware of the fee and educated on reusable bags. For example, Northbrook did see a decrease from 2024 to 2025 from 3.18 million plastic bags sold to 2.94 million both years being during the bag fee ordinance.

Recommendation: Staff recommends consideration of a 10-cent fee, with a 70/30 split with 7 cents going to Highland Park and 3 cents to the merchant.

Qualifiers for Inclusion

Parameters of the various programs vary. Application of the program may be based on the square footage of an establishment, 3,000 to 10,000 or full-time employees and locations. Highland Park currently has a requirement for retailers of 10,001 square feet or more to provide plastic bag and plastic film recycling if they sell plastic bags. The store must also provide the option for reusable bags for purchase that are at least 2.25mm thick. Issues that have come up tend to be around customers putting the right type of recyclable in the correct bin.

Recommendation: Staff recommends applying the same business size parameters to the fee program, at 10,001sf or more.

Regional Considerations

Staff has also sought partnership for potential regional action on implementation of a single-use bag fee, similar to the leaf blower regulations and electric aggregation programming. When staff conducted outreach on the possibility of regional synergy with surrounding municipalities, there was no interest from other municipalities in pursuing a regional single-use bag fee program at this time.

State of Illinois Action on Single-Use Bags

Illinois legislation has been filed four times in recent years, with the current iteration being HB5112 the Carryout Bag Reduction Act. This act would set the initial fee, starting January 1, 2027, at ten cents and increase by five cents every year till 2030 on plastic bags, recycled paper bag, and reusable bags that are provided by the retailer. The fee could go higher if the goal of a 90% reduction in carryout bag usage isn't achieved. It has currently had one reading and been referred to Rules Committee. There is also HB1146 that, 18 months after its passage, bans both single-use plastic and paper bags from stores and fast food businesses. It has currently had one reading and been re-referred to the rules committee. Last year there was a bill called SB1872 the Plastic Bag Reduction Act that would have banned plastic bags and a 10 cent fee on paper, fee fully retained by the merchant, beginning in January 2029. At this time, it appears unlikely for a bag bill to pass in the near future based on past and current movement of existing legislation.

Core Priorities:

Fiscal Stability

As a potential new revenue source, a single-use bag fee could generate funds for the City at 7 cents per bag with the average revenues in comparable municipalities with a bag tax being \$152,376 annually.

Environmental Sustainability

Instituting a fee to incentivize the reduction of single-use bags will encourage reusable bags and reduce the amount of single-use bags being used in the community in line with the Sustainability Plan.

Attachments:

1. Community Single-Use Bag Programs Info & Proposed State Legislation
2. Northbrook Program Information
3. Local businesses that may be meet criteria of proposed program

Municipality	County	Est. Pop.	Effective Date	Law Type	Square Footage	Covered Bags	Food Assist. Exemp.	Fee diverted to enviro programs
Batavia	Kane	26,100	Jul. 1, 2023	fee	5,000	paper and plastic		Yes
Chicago	Cook	2,745,000	Feb. 1, 2017	fee		paper and plastic	X	
Edwardsville	Madison	27,000	Apr. 1, 2020	fee	7,000	paper and plastic	X	
Evanston	Lake	78,100	Aug. 1, 2015	ban	10,000	plastic	X	
Northbrook	Cook	33,225	1/1/2024	fee	3,000	paper and plastic	X	
Oak Park	Cook	54,600	Jan. 1, 2018	fee	5,000	paper and plastic		Yes
Woodstock	McHenry	25,600	Jan. 1, 2019	fee	5,000	paper and plastic		Yes
Elgin	Kane	113,310	Jun-27	fee	5,000	paper and plastic	X	

State of IL Considerations:			Effective Date	Law Type	Square Footage	Covered Bags	Food Assist. Exemp.
Senate Bill SB1240	State Level		N/A; failed Jan. 13, 2021	fee	all	plastic, paper, compostable	
Senate Bill SB2211	State Level		N/A; filed on Feb. 10, 2023	ban	all	paper and plastic	
					N/A - applies to businesses with gross revenue greater than \$1M		X
Senate Bill SB1872	State Level		1/1/2029	ban on plastic, fee on paper	greater than \$1M	paper and plastic	
House Bill HB5112	State Level		1/1/2027	fee	all	Plastic, paper, reusable	X
House Bill HB1146	State Level		Immediately	ban	2500 for grocery stores	paper and plastic	

Estimate of Revenue to be Generated for Highland Park		
	Min	Max
Revenue generated in other communities per capita	\$1.25	\$7.46
Based on a 2020 population estimate of 30,176 in Highland Park; generated based on capita	\$37,720.00	\$225,112.96

Municipality	Est. Pop.	Effective Date	Law Type
Batavia	26,100	Jul. 1, 2023	fee
Chicago	2,745,000	Feb. 1, 2017	fee
Edwardsville	27,000	Apr. 1, 2020	fee
Evanston	78,100	Aug. 1, 2015	ban
Northbrook	33,225	Jan. 1, 2024	fee
Oak Park	54,600	Jan. 1, 2018	fee
Woodstock	25,600	Jan. 1, 2019	fee
<i>Elgin</i>	<i>113,310</i>	<i>Jun-27</i>	<i>ban</i>
Senate Bill SB1240		N/A; failed Jan. 13, 2021	fee
Senate Bill SB2211		N/A; filed on Feb. 10, 2023	ban
Senate Bill SB1872		1/1/2029	ban on plastic, fee on paper
House Bill HB5112		1/1/2027	Fee
House Bill HB1146		Immediately	Full ban

Estimate of Revenue to be Generated for Highland Park		
	Min	Max
Revenue generated in other communities per store	\$2,884.00	\$23,565.00
Based on a 2020 population estimate of 30,176 in Highland Park; amount to be generated based on capita	\$92,288.00	\$754,080.00

Covered Bags	Fee per Bag	Fee Retained by Retailer	Fee Retained by Muni.	number of stores impacted	2022
paper and plastic	\$0.10	\$0.04	\$0.06	18	N/A
paper and plastic	\$0.15	\$0.01	\$0.14	662	\$16,300,000
paper and plastic	\$0.10	\$0.10	\$0.00		\$0
plastic (fee on paper)	\$0.10	\$0.05	\$0.05	30	\$0
paper and plastic	\$0.10	\$0.05	\$0.05	53	N/A
paper and plastic	\$0.10	\$0.05	\$0.05	20	\$163,818
paper and plastic	\$0.10	\$0.03	\$0.07	12	
plastic (fee on paper)	\$0.10	\$0.10	\$0.00	26	
plastic, paper, compostable					
paper and plastic					
paper and plastic					
Plastic, paper, reusable					
paper and plastic					

Annual Revenue to Municipality

2023	2024	2025	Amount generated per capita	Amount generated per store	Fee diverted to enviro programs	Bag exclusions
N/A	\$194,383	\$195,000	\$7.46	\$10,816	Yes	
\$17,500,000	\$23,000,000	\$24,000,000	\$6.90	\$28,600		Rx, Newspaper
\$0			\$0.00	\$0		
\$78,617	\$200,000	\$226,052	\$1.62	\$4,206		
N/A	\$159,665	\$146,000	\$4.60	\$2,884		
\$162,930	\$176,983	\$170,000	\$3.08	\$8,422	Yes	Damp, Restaur:
\$127,123	\$142,201	\$137,855	\$5.30	\$11,311	Yes	Packaged bags
	<i>Average minus Chicago</i>	<i>\$174,981</i>				

r, Dry Cleaning, Bulk/Bakery/Loose, Perishables,

ant Take Out, Seasonal retailers,
s, protective bags,

Resources: City bag ban analysis (2020) <https://blogs.uofi.uis.edu/vi>

Municipality	Policy Type and remittance	Effective / Updated Date	Store Type
Batavia	10 cent fee (4 cents to retailer and remitting 6 cents to the City of Batavia)	11/1/2022	Retail larger than 5,000 square feet
Chicago	15 cent tax (1 cents to retailer, 14 cents to city... see below)	2014	Retail and restaurants
Edwardsville	10 cent fee (10 cents to retailer)	2019	Retail stores greater than 7,000 square feet
Elgin	None	Jun-27	N/A

Evanston	Ban on plastic, 10 cent all other point-of-sale single use bag (paper/compostable) fee. 5 cents to retailer, 3 cents to Evanston Solid Waste Fund, 2 cents to Evanston Health and Human	2016/2023	Plastic Bag Ban is communitywide; tax is for chain retail stores larger than 10,000 square feet
Northbrook	10 cent tax (5 cents to retailer, 5 cents to Village Sustainability Fund)	1/1/2024	Retail stores larger than 3,000 square feet
Oak Park	10 cent tax (5 cents to retailer, 5 cents to Village Sustainability Fund)	2018 / 2023	Retail and restaurants larger than 5,000 square feet
Warrenville	None	N/A	N/A

Woodstock	10 cent tax (3 cents to retailer, 7 cents to Village Environment Fund)	2019/ 2021	Retail and restaurants larger than 5,000 square feet
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Details & Exemptions**Notification Requirements**

10 cent fee for any non-reusable bag provided by a retail establishment larger than 5,000 square feet. Excluded from the fee are restaurants, pharmacies, and bags for produce, meat, and bakery items

15 cent tax on all paper and plastic checkout bags. This tax shall not apply to the retail sale or use of checkout bags that are used to carry items purchased pursuant to the Supplemental Nutritional Assistance Program or a similar governmental food assistance program.

None

10 cent per bag fee for disposable plastic and paper checkout bags at all retail businesses. The bag fee does not apply to restaurants, prescriptions, packaged bulk items such as fruit, vegetables, nuts, grains, candy or small hardware items; wrapped frozen foods, meat and fish, wrapped flowers, prepared foods, or bakery goods. Additionally, stores may provide disposable bags free of charge to any consumer that participates in a State of Illinois or Federal food assistance program.

Must indicate on the receipt the number of single use bags and fee. Must display a sign alerting of the fee in a location at each entrance of the business, and at the point of sale viewable by customers.

A bag fee ordinance was presented to Elgin City Council in the spring of 2023, and was tabled. Will be Brought up again at Feb 25th 2026 City Council meeting

All plastic bag distribution is banned including produce bags. None
Larger stores over 10,000 square feet are required to charge a 10 cent tax on any single use bag that is distributed (including paper or compostable bags at the point of sale). The Tax portion of the Ordinance does not apply to the following:

Bags provided by a pharmacist that contains a prescription drug; Newspaper bags

Bags provided by restaurants for prepared carry out or leftover food or drinks

Bags that are used to carry items purchased pursuant to the Supplemental Nutritional Assistance Program (SNAP), the

The tax is ten cents (\$0.10) per single-use bag (plastic, paper, or other material including but not limited to compostable material) provided at the checkout. All retail stores within Northbrook whose square footage is 3,000 feet or greater must charge the tax.

Retailers will not need to charge the tax for:

1. A bag provided by a pharmacist that contains a prescription drug
2. Any newspaper bag or bag intended for use as dry cleaning, garbage, pet waste, or yard waste
3. A bag provided at a seasonal event, such as a farmers market, yard sale, etc.
4. A bag used to package a bulk item or to wrap a perishable item
5. A bag used to package carryout food from a food service establishment

Exempt customers: customers that participate in a federal food assistance program (SNAP, WIC) or an Illinois food assistance program.

10 cents for each single-use paper or plastic bag provided at the checkout counter. The single-use bag law does not apply to the following types of bags:

- 1) Used to hold prescription drugs;
- 2) Sold for initial use for yard waste, pet waste, garbage, dry cleaning or newspapers;

The City and Environmental Advisory Commission's current approach is to educate the residents through newsletters, social media, and at cultural events to take steps to reduce the use of single-use plastics. Single-use plastic pollution is a big concern of the advisory commission and so they decided to make it a presentation topic for an environmental education series they are planning in collaboration with the Warrenville Public Library.

A retail store must record on a customer's receipt the number of disposable bags (plastic, paper, or other material including but not limited to compostable material) provided to a customer and the total amount of tax charged for each type of bag. Please note self-checkout and online orders should also be subject to the tax.

the bag charge is recorded separately on customer receipts.

N/A

10 cents for each paper or plastic bag provided at the point of sale, pickup, or delivery to carry purchased items. A carryout single-use bag does not include:

1. A bag provided by a pharmacist that contains a prescription drug;
2. A paper bag provided to protect a single fragile or glass-bottled item;
3. Any newspaper bag, door hanger bag, or bag intended for initial use as a dry cleaning, garbage, pet waste, or yard waste bag;
4. A bag provided at the point of sale at a seasonal event, such as a farmers market, street fair, or yard sale, or by an occasional retailer;
5. A paper or plastic bag that a restaurant gives a customer to take prepared or leftover food or drink from the restaurant; or

Must indicate on the customer's transaction receipt the number of single use bags and fee amount.

Link to Ordinance

[Single-use-bag-ORD-22-59 \(bataviail.gov\)](#)

Contact

Carolyn Burnham, member
of the City of Batavia
Environmental
Commission.
City Liaison, Senior Civil
Engineer Tim Grimm
City Liaison
tgrimm@bataviail.gov, City
Engineer Rahat Bari

<https://www.cityofevanston.org/home/show>

<https://library.municode.com/il/northbrook/c>

<https://codelibrary.amlegal.com/codes/oakpa> <https://www.oak-park.us/y>

Communcation Plan

[BYOB Campaign - Launched April 2023](#)

-Through a website, cityofbatavia.net/byob, social media posts, city newsletters, posters, stickers, and other materials, shoppers can learn about the environmental impact of non-reusable bags, as well as details about the fee, and tips for making reusable bags part of a shopping routine.

Considering raising

Municipality	Interest in regional bag tax
Deerfield	No
Glencoe	No
Highwood	No
Lake Bluff	
Lake Forest	No
Skokie	No
Wilmette	No
Winnetka	No

Municipality	Law Type	Fee per Bag	Fee Retained by Retailer	Fee Retained by Muni.
Batavia	fee	\$0.10	\$0.04	\$0.06
Chicago	fee	\$0.15	\$0.01	\$0.14
Edwardsville	fee	\$0.10	\$0.10	\$0.00
Elgin	ban on plastic (fee on paper)	\$0.10	\$0.10	\$0.00
Evanston	ban on plastic (fee on paper)	\$0.10	\$0.05	\$0.05
Northbrook	fee	\$0.10	\$0.05	\$0.05
Oak Park	fee	\$0.10	\$0.05	\$0.05
Woodstock.	fee	\$0.10	\$0.03	\$0.07

Ordinance 2023-12

An Ordinance Amending Chapter 23 of the Northbrook Municipal Code, as Amended, to Establish a Carryout Single- Use Bag Tax

Passed by the Board of Trustees, 2/7/2023
Printed and Published 2/8/2023

Printed and Published in Pamphlet Form
by Authority of the
President and Board of Trustees
VILLAGE OF NORTHBROOK
COOK COUNTY, ILLINOIS

I hereby certify that this document
was properly published on the date
stated above.

/s/ Debra J. Ford
Village Clerk

Ordinance 2023-12

BE IT ORDAINED by the President and Board of Trustees of the Village of Northbrook, County of Cook and State of Illinois THAT:

An Ordinance Amending Chapter 23 of the Northbrook Municipal Code, as Amended, to Establish a Carryout Single-Use Bag Tax

shall be, and is hereby, adopted as follows:

Section 1. BACKGROUND.

Chapter 23, entitled “Taxation,” of the Northbrook Village Code, as amended (“*Village Code*”) establishes certain taxes within the Village. Many businesses within the Village provide customers with carryout single-use bags, which leads to increased paper and plastic waste within the Village. Single-use bags are less environmentally friendly than re-usable bags. Village staff recommends creating a new Article within Chapter 23 in order to impose a tax upon customers who request and receive carryout single-use bags at certain businesses in the Village. The purpose of this tax is to encourage the use of reusable bags and to raise revenue for the Village’s Sustainability Fund.

The President and Board of Trustees have determined that it will serve and be in the best interest of the Village and its residents to amend the Village Code in the manner set forth in this Ordinance.

Section 2. AMENDMENTS TO CHAPTER 23 OF THE VILLAGE CODE.

Chapter 23, entitled “Taxation,” of the Northbrook Village Code, is hereby amended to reserve Sections 23-183 through 23-189 for future use and to include a new Article X, titled “Carryout Single-Use Bag Tax,” as set forth in **Exhibit A** and incorporated herein by this reference.

Section 3: EFFECTIVE DATE.

This ordinance shall be in full force and effect on January 1, 2024 after its passage, approval, and publication in pamphlet form as provided by law.

Adopted: 2/7/2023

RESULT:	ADOPTED [5 TO 0]
MOVER:	Bob Israel, Trustee
SECONDER:	Heather Ross, Trustee
AYES:	Israel, Collison, Ross, Hebl, Ebhomielen
ABSTAIN:	Kathryn Ciesla
ABSENT:	Dan Pepoon

ATTEST:

/s/ Debra J. Ford
Village Clerk

/s/ Kathryn L Ciesla
Village President

Article XXX. – CARRYOUT SINGLE-USE BAG TAX

Sec. 23-190. – Definitions.

The words and phrases set forth below are hereby defined as follows for purposes of this article:

CARRYOUT SINGLE-USE BAG: Any paper or plastic shopping bag provided by a covered business to a customer at the point of sale, pickup, or delivery to carry purchased items. The term carryout single-use bag includes compostable and biodegradable bags.

A carryout single-use bag does not include:

1. A bag provided by a pharmacist that contains a prescription drug;
2. Any newspaper bag or bag intended for initial use as a dry cleaning, garbage, pet waste, or yard waste bag;
3. A bag provided at the point of sale at a seasonal event, such as a farmers market, street fair, or yard sale, or by an occasional retailer;
4. A bag used to package a bulk item or to contain or wrap a perishable item; or
5. A bag used to package carryout food for off-site consumption of a perishable item from a food service establishment.

CUSTOMER(S): Any person purchasing goods from a covered business.

FINANCE DIRECTOR: The Village's chief financial officer.

COVERED BUSINESS: Any retail sales establishment, as defined within this chapter, whose square footage is three thousand feet (3,000') or greater.

FOOD SERVICE ESTABLISHMENT: In this article "food service establishment" means any restaurant, carryout restaurant, delicatessen, coffee shop, cafeteria, short order café, luncheonette, grill, tearoom, sandwich shop, soda fountain, tavern, bar, cocktail lounge, nightclub, industrial feeding establishment serving food, mobile food service establishment, kitchen or any construction of the foregoing or any other eating or drinking establishment or operation where fixed, moveable or mobile where food or drink is served or provided for direct human consumption either on the premises or elsewhere with or without charge.

RETAIL ESTABLISHMENT: In this article "retail sales establishment" means a retail store not licensed as a food business, but whose activities may consist of buying, selling, storing, handling or dealing in one or more of a variety of goods including, but not limited to, packaged food, tobacco, paint, wallpaper, hardware, furniture, dry goods, clothing, shoes, fabrics, floor coverings, flowers and plants, toys, pottery, gifts, pictures, electrical goods, jewelry, automobile parts, bicycles, books, and newspapers.

REUSABLE BAG: A bag with handles that is specifically designed and manufactured for multiple re-use and is made of cloth, fiber, or other machine washable fabric.

SUSTAINABILITY FUND: A fund established to advance the implementation of the Climate Action Plan (CAP) to foster environmental sustainability and reduce carbon emissions community-wide.

Sec. 23-191. – Carryout Single-Use Bag Tax.

- (a) A tax in the amount of ten cents (\$0.10) is levied and imposed on each customer for each carryout single-use bag that a covered business provides to a customer.
- (b) Each covered business must collect the amount of the tax imposed pursuant to this section when the customer makes any payment for goods in person, through the internet, by telephone, by facsimile, or by any other means. The covered business must hold the taxes required to be collected under this section in trust for the village until remitted as required by this article.
- (c) Each covered business may retain five cents (\$0.05) from each ten cent (\$0.10) tax that the covered business collects to cover the administrative expense of collecting and remitting the tax to the village.
- (d) A covered business must indicate on the customer's transaction receipt the number of carryout bags that the covered business provided to the customer and the total amount of tax levied under this section.
- (e) Every covered business subject to the collection of the carryout single-use bag tax shall display a sign in a location outside or inside of the business, viewable by customers, alerting customers to the village's carryout single-use bag tax.

Sec. 23-192. – Remittance.

- (a) On or before the fifteenth day of each calendar month, each covered business must remit to the village the full amount of the tax collected for all carryout bags provided to a customer during the previous month, less the amount retained under section 23-191 of this article.
- (b) Each remittance must be accompanied by a report of all transactions subject to the tax. The report must be on a form supplied by the finance director and must contain the number of bags supplied or provided to customers, the amount of tax required by this section to be collected and any other information the finance director requires to assure that the required tax has been remitted to the village.
- (c) If the covered business does not file a required report and remit the required funds within the time required by this section, the finance director may estimate the amount of tax due. The finance director may base the estimate on a reasonable projection of bags supplied or provided and may consider taxes reported by other covered businesses.
- (d) The finance director may send a notice of the estimated taxes due, including penalties pursuant to Section 23-199 of this Article, to the covered business's last known address. The covered business must remit the estimated tax, including any interest and penalty assessed by the finance director, within ten (10) days after the notice is sent.
- (e) Funds received by the village pursuant to this article shall be deposited into the village's sustainability fund.

Sec. 23-193. – Exemptions.

A covered business may provide a carryout single-use bag to a customer at no charge to that customer if the customer provides evidence that they are a participant in a federal food assistance program (e.g. Supplemental Nutrition Assistance Program [SNAP] and Women, Infants, and Children [WIC]) or an Illinois food assistance program.

Sec. 23-194. – Failure to Pay Tax.

If for any reason any tax is not remitted by a covered business when due, a penalty at the rate of two percent (2%) per month on the amount of tax which remains unremitted shall be due and owing by the covered business in addition to other penalties authorized by this article.

Sec. 23-195. – Reusable Bags.

A covered business may provide reusable bags to its customers for the purpose of enabling the customer to carry away goods from the point of sale without paying the carryout single-use bag tax. The tax imposed pursuant to Section 23-191 of this Article shall not apply to reusable bags.

Sec. 23-196. – Permitted Bags.

Nothing in this article shall be construed to prohibit a customer from (i) using bags of any type, whether single-use or reusable, that the customer brings to the covered business for the customer's own use or (ii) from carrying away goods from the covered business that are not placed in a bag provided by the covered business.

Sec. 23-197. – Prohibited Conduct.

A covered business may not:

- (a) Neglect or refuse to collect from a customer or to remit to the village the tax levied under this article;
- (b) File an incomplete, false, or fraudulent report to the finance director;
- (c) Neglect or refuse to keep complete and accurate records regarding its collection and remittance of the carryout single-use bag tax; or
- (d) Refuse to allow the finance director to inspect and audit the covered business's records regarding its collection and remittance of the carryout single-use bag tax.

Sec. 23-198. – Books and Records.

Every covered business required to collect the tax imposed pursuant to this article and shall keep accurate books and records of its business, including original source documents and books of entry denoting the transaction that gave rise, or may have given rise, to the tax being imposed. Each covered business must preserve for three years all records necessary to determine the amount of the tax due under this section. All such books and records shall be subject to and available for inspection by the finance director during regular business hours.

Sec. 23-199. – Penalties.

Any person or covered business that violates any provision of this article shall be subject to a fine of not less than one hundred fifty dollars (\$150.00) for each partial or complete failure to collect or remit the carryout single-use bag tax. Each day that a violation continues shall constitute a separate and distinct failure to remit. In addition, the Village Manager may revoke or suspend a covered business's business license if the Village Manager determines the covered business has failed to comply with the duties imposed

under this article after notice and hearing. The suspension or revocation of a license shall not release or discharge the covered business from its liability to pay the tax or from any other penalties authorized by this article.

DBA	Business Name	Address	Square Footage
TARGET	TARGET CORP. T-1168	2099 SKOKIE VALLEY RD HIGHLAND PARK , IL 60035	136196
OSCO DRUG #3459	AMERICAN DRUG STORES, LLC	1600 DEERFIELD RD Highland Park , IL 60035	70790
STUDIO 41	LOGAN SQUARE ALUMINUM SUPPLY	3160 SKOKIE VALLEY RD HIGHLAND PARK , IL 60035	50000
SUNSET FOODS	SUNSET FOOD MART, INC.	1812 GREEN BAY RD HIGHLAND PARK , IL 60035	45000
CRAFTWOOD LUMBER & HARDWARE CO.	CRAFTWOOD LUMBER & HARDWARE CO.	1590 OLD DEERFIELD RD HIGHLAND PARK , IL 60035--305	36000
WILLIAMS SKI & PATIO	WILLIAMS ALL SEASONS COMPANY	1672 OLD SKOKIE RD HIGHLAND PARK, IL 60035--235	30000
BINNY'S BEVERAGE DEPOT	GOLD STANDARD ENTERPRISES, INC.	153 SKOKIE VALLEY RD HIGHLAND PARK, IL 60035	25081
IDLEWOOD ELECTRIC SUPPLY, INC.	IDLEWOOD ELECTRIC SUPPLY, INC.	114 SKOKIE VALLEY RD HIGHLAND PARK , IL 60035--332	25000
DINX SOCIAL CLUB	DSC, LLC	1931 SKOKIE VALLEY RD HIGHLAND PARK, IL 60035	25000
MUTUAL ACE HARDWARE & RENTAL	MUTUAL SERVICES OF HIGHLAND PARK	1393 HALF DAY RD HIGHLAND PARK , IL 60035	24000
GUITAR CENTER	GUITAR CENTER, INC. (#337)	143 SKOKIE VALLEY RD HIGHLAND PARK , IL 60035	15173
KEYTH SECURITY, INC.	KEYTH SECURITY, INC.	1575 OAKWOOD AVE HIGHLAND PARK , IL 60035--366	15000
FERGUSON BATH, KITCHEN & LIGHTING GALLERY	FERGUSON ENTERPRISES INC	227 SKOKIE VALLEY RD HIGHLAND PARK , IL 60035	14034
RAZNY JEWELERS	RAZNY JEWELERS	1700 GREEN BAY RD HIGHLAND PARK , IL 60035--332	13396
ULTA BEAUTY	ULTA SALON, COSMETICS & FRAGRANCE, INC.	135 SKOKIE VALLEY RD HIGHLAND PARK , IL 60035	13025

THE GOLF PRACTICE	THE GOLF PRACTICE, LLC	1546 OLD DEERFIELD HIGHLAND PARK , IL 60035	RD	12500
WALGREENS #3273	BOND DRUG OF ILLINOIS (WALGREENS #3273)	655 ELM HIGHLAND PARK , IL 60035	PL	12281
WALGREENS 05428	BOND DRUG OF ILLINOIS (WALGREENS (#05428))	632 ROGER WILLIAMS HIGHLAND PARK , IL 60035	AVE	12110
TREK BICYCLE STORE OF HIGHLAND PARK	HIGHLAND PARK BICYCLE STORE, LLC	1925 SKOKIE VALLEY HIGHLAND PARK , IL 60035	RD	12000
JOB YOUSHA EI RUG COMPANY, INC.	JOB YOUSHA EI RUG COMPANY, INC.	2540 SKOKIE VALLEY HIGHLAND PARK , IL 60035--173	RD	10660
CVS PHARMACY #4787	HIGHLAND PARK CVS, LLC	1539 CLAVEY HIGHLAND PARK , IL 60035	RD	10427

Staff Report



Meeting Date: April 27, 2026
Staff Contact: Maddy Markle, Planner I
Department: Community Development Department

Title: Historic Preservation Incentives

Recommendation:

Staff recommends policy discussion pertaining to the Historic Preservation Commission feedback and recommendations for encouraging historic preservation, while taking into consideration owner rights. The Commission has provided generalized recommendations understanding the purpose, at this stage, is to provide ideas and to seek further direction.

Policy Consideration:

Background.

At its September 8, 2025 meeting, the City Council (“Council”) considered a Code amendment related to Historic Preservation and directed staff to work with the Historic Preservation Commission (“Commission”) to develop recommendations for encouraging historic preservation, while taking into consideration owner rights.

At its September 11, 2025 meeting, the Historic Preservation Commission discussed the recommendation and expressed an interest in incentives to be presented for discussion at its Nov. 13, 2025 meeting.

At the Nov. 13, 2025 meeting, the Commission discussed three monetary incentives: matching grants, tax abatements, and permit fee waivers. In addition, two regulatory-based considerations were presented: the number of properties required for a Local Historic District nomination, and land use regulations related to setbacks for historic properties. The Commission also discussed various penalties to encourage historic preservation.

At the Dec. 11, 2025 meeting, the Commission reached a consensus on which recommendations should be brought before the City Council. At the Jan. 8, 2026 meeting the Commission adopted a Resolution Recommending Formal Consideration of Ways to Encourage Historic Preservation (see Attachment A). Staff has also listed recommendations below that differ from the ones the Commission approved via its Dec. 11, 2025 resolution.

At a March 9, 2026 Joint Special Meeting, the Commission presented their recommendations. The City Council indicated that the item would be further discussed at a later Committee of the Whole Meeting.

Commission Recommendations.

The Commission believes that a portfolio of new incentives would work well with select disincentives. Together they would encourage voluntary requests for local landmark designation, prevent further loss of historic resources due to demolition, help fund historic preservation initiatives, and recognize the value of the public good private preservation represents.

Local Property Tax Abatements.

Reducing local property taxes for Landmarked and Local Historic District properties may be an approach the City could take to recognize the public value of private preservation. This incentive would run with the property, not merely be tied to a particular property owner, to encourage the voluntary designation of properties. The Village of Hinsdale offers a local property tax incentive for historic properties.

The Commission recommends that the Council consider a local property tax abatement for the City's Regulated Structures with exceptions.[1]

Staff concurs with the Commission's recommendation and believes that historic homeowners would value immediate monetary relief for their properties.

Historic Rehabilitation Matching Grants.

Some cities provide matching grants for historic rehabilitation projects that meet certain design requirements. Eligible improvement projects can be encouraged through either disbursement of grant monies up front, or by reimbursement upon successful completion. Grants could be issued on a first-come first-serve basis to ensure budgetary control. The goal of such a grant program would be to encourage voluntary landmark designations, as well as the continued maintenance of the City's current 133 Regulated Structures. The Commission agreed that historic matching grants align with the policy value that maintaining historic homes is a 'public benefit.' Communities such as Elgin and Hinsdale have adopted matching grant programs for historic rehabilitations.

The Commission recommends a historic rehabilitation matching grant program limited to substantial[2] exterior improvements on Regulated Structures.[3] Such improvements would require a Certificate of Appropriateness (see Sec. 24.030) from the Commission prior to the issuance of grant monies.

Land Use Regulations.

Some homeowners demolish historic structures because they cannot expand their homes due to zoning constraints, or want to make improvements to overcome or avoid functional obsolescence. The Commission briefly discussed a floor-area-ratio (FAR) bonus for historic properties, similar to Winnetka. However, the City's zoning code already includes a bonus FAR incentive that serves this purpose (see Sec. 150.703.3(B)). The City could consider how to further leverage the already existing FAR bonus incentive to encourage the preservation of historic homes. Highland Park's side setbacks have become increasingly restrictive over the

years.[4] Regulated Structures could be allowed to utilize less restrictive side-setbacks that reflect Highland Park's past zoning standards as a way to allow owners of historic properties additional flexibility to avoid functional obsolescence.

The Commission recommends further research into land use incentives, such as the FAR bonus incentive and flexible side setback requirements, to encourage historic preservation. This recommendation would not supersede existing zoning overlays such as the Lakefront Overlay Zone (LFOZ) or Steep Slope Zone (SSZ) that are essential to local single-family development.

Permit Fee Waivers for Eligible Improvements.

Highland Park does not collect fees for Landmark nominations, Historic District nominations, or Certificates of Appropriateness. However, the City could also waive building permit fees for qualifying rehabilitations and additions to historic structures.[5]

The Commission recommends permit fee waivers for qualifying improvements to Regulated Structures that meet the Criteria for Certificate of Appropriateness (see Sec. 24.030(C-D)).

Minimum Number of Properties for Local Historic District Nomination.

Highland Park's Code currently requires Local Historic District Nominations to include a minimum of ten properties unless certain exceptions are met (see Sec. 24.016(C)). This requirement creates a barrier to establishing Local Historic Districts. This requirement has a disproportionately negative impact on the preservation of historic resources that are few in number, but related historically or architecturally (such as resources designed by a singular architect, or resources related to a notable person).

The Commission recommends a code amendment to reduce or eliminate the minimum number of properties required for Local Historic District Nominations.

Historic Resource Demolition Tax & Demolition Delay.

The current demolition ordinance allows for the enforcement of a 180-360 day demolition delay on covered properties retaining integrity found to meet more than two Landmark Criteria (see Sec. 170.122). Additionally, a \$15,000 affordable housing demolition tax is imposed on property owners who demolish a single-family residence within certain Zoning Districts (see Sec. 170.122(J)).

The Commission recommends a revision of the demolition ordinance to lengthen demolition delays and impose a historic resource demolition tax, similar to the City's demolition tax for affordable housing.

Staff notes that such changes are a disincentive to demolition rather than an incentive to encourage historic preservation. However, staff also recognizes that disincentives can work in tandem with incentives to encourage voluntary landmark designations.

Prohibiting Variances for Redevelopment on Properties Subject to Demolition Delay.

The Commission recommends prohibiting variances for the redevelopment of properties subject to demolition delay. The Commission expressed deep concern with teardown lots receiving

zoning relief to build structures that disrupt the historic fabric of the neighborhood in ways the original historic home did not.

Staff note that many properties in Highland Park currently do not comply with zoning. A prohibition on variances might make reasonable new construction on non-conforming lots not feasible.

- [1] Those homes in local historic districts that are not contributing.
- [2] “Substantial” meaning improvements beyond basic maintenance.
- [3] A Regulated Structure is defined in Sec. 24. 005 as “Any property, structure, area, object, or landscape of significance that is subject to the provisions of this Chapter or the provisions of Section 170.040 of the building code because it (a) is a landmark, (b) is located within a historic district, (c) has been recommended by the commission for preliminary landmark designation pursuant to Section 24.025(A) of this Chapter, or (d) is located within an area that has been recommended by the commission for historic district designation pursuant to Section 24.026(A) of this Chapter.”
- [4] The 1947 Zoning Code States that in residence districts, “There shall be a side yard on each side of the building having a width of not less than five (5) feet.” In 1967 this code was amended to be more restrictive. The current zoning code requires that side setbacks total to at least 25-30% of lot width, with minimums for each side yard starting at 6 feet and going up to 50 ft. depending on zoning district.
- [5] The City of Chicago and Hinsdale waive all permit fees associated with historic landmarks.

Core Priorities:

Economic Development & Vibrancy - Historic Preservation adds to the interest in Highland Park as a place to visit and live; and contributes value through the public good of private preservation.

Attachments:

None