



VILLAGE OF WINNEBAGO

COMMITTEE OF THE WHOLE

May 07, 2025 at 6:05 PM

108 West Main Street and Virtually

To access meeting from any device: <https://global.gotomeeting.com/join/856730805>

Or by (Toll Free): 1 877 309 2073 | Access Code: 856-730-805

1. **RECORDING OF THE MEETING**
2. **CALL TO ORDER**
3. **ROLL CALL**
4. **ESTABLISHMENT OF A QUORUM**
5. **MEETING GUIDELINES**

Discussion and Vote to Allow an Absent Trustee to Vote By Phone or Other Allowable Means.

6. **PUBLIC COMMENT**

It is recommended that a written request to address the Village Board by non-members should be submitted via mail, hand delivery, or the Village Website to the Village of Winnebago Office located at 108 West Main Street, Winnebago, Illinois, 61088, by 12:00 Noon on the day of the meeting scheduled by the Village authorities in which the speaker would like to participate. Alternatively, speakers may fill out the form at the meeting to sign up for public comment. Each speaker is limited to three (3) minutes. A maximum of thirty (30) minutes shall be allowed for public comment at each meeting.

7. **APPROVAL OF MINUTES**

[a.](#) Approval of Committee of the Whole Meeting Minutes from March 19, 2025

8. **DISCUSSION**

- [a.](#) Personnel Policy Update
- [b.](#) Strategic Plan Presentation
- [c.](#) Zoning Fees Discussion
- [d.](#) UDO Driveway & Sidewalk Permit Requirements

9. **EXECUTIVE SESSION (CLOSED SESSION) Pursuant to 5ILCS 120/2(c)**

10. **NEW BUSINESS**

11. **ADJOURNMENT**

Posted: May 2, 2025 at 12:15 p.m. at 108 W. Main Street, Winnebago, IL
and online at www.villageofwinnebago.com Tel 815.335.2020 | Fax 815.415-8491

The Committee of the Whole Village of Winnebago was held on March 19, 2025, at 6:39 p.m.

ROLL CALL: ACKERMAN – LEFEVRE - MCKINNON - present
KIM – PITNEY – SMITH - absent

Guests: Attorney Mary Gaziano, Village Administrator Joseph Dienberg, Chief Jeff White, Lieutenant Nick Haff, Public Works Director Chad Insko, Treasurer Dana Novinson, and Deputy Clerk Kellie Symonds.

4. ESTABLISHMENT OF A QUORUM – A quorum was established.
5. MEETING GUIDELINES
6. PUBLIC COMMENT – No one requested the opportunity to address the Board.
7. APPROVAL OF MINUTES
 - a. A motion was made by MR. ACKERMAN, seconded by MR. MCKINNON to accept the minutes of the March 05, 2025, meeting as presented. Motion carried on a voice vote.
8. DISCUSSION
 - a. The Board discussed replacing the 2013 Ford Taurus with a 2025 Ford Explorer Interceptor which was included in this year's Police Budget. The old car can be sold or donated. If it is sold as surplus personal property other items in other departments can be included in the ordinance.
 - b. The Board discussed a resolution for authorization of sidewalk discretionary spending. It is important to have the plan in place to repair and replace sidewalks in the Village. Part of the plan is to make safe routes to schools and keep the sidewalks downtown in good repair.
 - c. The Board continued the discussion on the grocery tax.
There was a great deal of discussion of the Community Development Fund and how best to fund it.
It would be best to lay out a plan of what the fund needs to support and where the money would come from.
It was suggested the amount of wages being split to funds needs to be reviewed.
It was noted a decision needs to be made by May or June.
The Board discussed a draft ordinance for the Grocery Tax to be on the upcoming meeting agenda to maintain the current needs and may later be revisited.
9. EXECUTIVE SESSION

A motion was made by MR. LEFEVRE, seconded by MR. MCKINNON to go into Executive (Closed) Session at 8:25 p.m. pursuant to 5ILCS 120/2(c) to discuss the Sale of Village Owned Property – Winnebago Highlands. Motion carried on a unanimous roll call vote of those present. The Board returned from the Executive (Closed) Session at 9:02 p.m.
10. NEW BUSINESS – No discussion.
11. ADJOURNMENT

A motion was made by MR. LEFEVRE, seconded by MR. MCKINNON to adjourn at 9:03 p.m. Motion carried on a voice vote.

UNAPPROVED

Sally Jo Huggins, Village Clerk



Agenda Item Executive Summary

Item Name AN ORDINANCE ADOPTING UPDATES TO THE PERSONNEL POLICY Committee or Board Committee

BUDGET IMPACT

Amount:	N/A	Budgeted:	N/A
List what fund:	N/A		

EXECUTIVE SUMMARY

The attached ordinance updates the Village's Personnel Policy to incorporate two key changes. First, it permanently affirms the 30-minute paid lunch break, initially implemented on a trial basis, based on its demonstrated positive impact on employee morale and operations. Second, it formally adopts revisions to Section 11-4 (Holidays) and adds a new Section 11-15 (Sick and Vacation Time Donation Policy). The holiday section has been clarified to ensure consistency across departments and employee classifications. The new leave donation policy allows employees to voluntarily contribute accrued sick or vacation time to coworkers facing medical or personal hardships. While the lunch break and donation policy take effect immediately, the holiday policy updates will be implemented starting January 1, 2026, to allow for planning and budgeting.

ATTACHMENTS (PLEASE LIST)

Draft Ordinance
Updated Personnel Policy (Clean)
Updated Personnel Policy (Redline)

ACTION REQUESTED

- ☒ For Discussion Only
☐ Resolution
☒ Ordinance
☐ Motion:

MOTION: I MOVE TO APPROVE ORDINANCE 2025-__, AN ORDINANCE ADOPTING UPDATES TO THE PERSONNEL POLICY OF THE VILLAGE OF WINNEBAGO, ILLINOIS

Staff: Joseph Dienberg, Village Administrator Date: 5/7/2025

ORDINANCE NO. _____

**AN ORDINANCE ADOPTING UPDATES TO THE PERSONNEL POLICY OF THE
VILLAGE OF WINNEBAGO, ILLINOIS**

WHEREAS, the Village of Winnebago adopted Ordinance 2024-21, establishing a process for updating the Village Personnel Policy and providing the Village Administrator with certain administrative authorities related to personnel matters; and

WHEREAS, the Village Administrator, in consultation with Department Heads, has reviewed the current Personnel Policy and recommends additional amendments to address clarifications, operational equity, and internal feedback received since the adoption of Ordinance 2024-21; and

WHEREAS, the Village Administrator and Department Heads have monitored the implementation of the paid lunch period as authorized under Ordinance 2024-21 and found it to be effective and beneficial to employee morale and operations; and

WHEREAS, the Village Board wishes to affirm and permanently adopt the paid lunch policy and approve new or amended policy sections as recommended by staff;

NOW, THEREFORE, BE IT ORDAINED by the President and Board of Trustees of the Village of Winnebago, as follows:

SECTION 1. ADOPTION OF UPDATED PERSONNEL POLICY

The 30-minute paid lunch break, initially implemented on a trial basis under Ordinance 2024-21, is hereby affirmed as a permanent provision within the Personnel Policy. The change shall remain in full effect without further review unless otherwise directed by the Village Board.

SECTION 2. ADOPTION OF AMENDED POLICY SECTIONS

The Village Board hereby adopts the amended and additional sections to the Personnel Policy as set forth in the attached Exhibit A, including:

- Revisions to Section 11-4, Holidays, to clarify pay standards across departments and employment types; and
- The creation of Section 11-15, Sick and Vacation Time Donation Policy, establishing a process by which employees may donate leave to coworkers experiencing medical or personal hardships.

SECTION 3. EFFECTIVE DATE

The affirmation of the paid lunch break shall be effective immediately upon passage and publication of this Ordinance. All other amendments referenced in Section 2 shall take effect on January 1, 2026, to allow for internal implementation, proper budgeting, and employee communication.

SECTION 4. SEVERABILITY

If any section, paragraph, clause, or provision of this ordinance shall be adjudged invalid or unconstitutional, the remainder of this ordinance shall remain in full force and effect.

SECTION 5. REPEAL

All ordinances or parts of ordinances in conflict herewith are hereby repealed to the extent of such conflict.

SECTION 6. EFFECTIVE DATE

This ordinance shall become effective immediately upon passage by the Board of Trustees of the Village of Winnebago, and publication of the same in pamphlet form. All administrative changes contained herein shall be deemed effective immediately upon the enactment of this Ordinance. The Village Administrator, in consultation with Payroll Staff and Department Heads, is hereby directed to oversee and coordinate the implementation of any provisions within this Ordinance that require a phased or hybrid approach. The affirmation of the paid lunch break shall remain in full effect immediately. The Sick and Vacation Time Donation Policy, as outlined in Section 11-15 of Exhibit A, shall be effective immediately. The adjustments related to holiday pay, as detailed in the amended Section 11-4 of the Personnel Policy, shall be implemented beginning January 1, 2026, to align with the Village’s budgeting process. The Village Administrator shall ensure that all provisions are communicated to staff and implemented in a manner that promotes equity and consistency across departments.

APPROVED this _____ day of _____, 2024

Franklin J. Eubank, Jr.,
Village President

ATTEST:

Sally Jo Huggins, Village Clerk

PASSED: _____

APPROVED: _____

**PUBLISHED IN
PAMPHLET FORM:** _____

Personnel Policy 11-4. Holidays

The Village shall celebrate 10 holidays with pay for regular, full-time employees. The holiday schedule for the given year will be set by the Village Administrator; however, traditionally the following holidays have been provided by the Village:

- New Year’s Day January 1st
- Easter/Good Friday According to calendar
- Memorial Day Last Monday of May
- Independence Day July 4th
- Labor Day September (first Monday)
- Thanksgiving Holiday 4th Thursday of November & the Friday that follows
- Christmas Eve December 24th
- Christmas Day December 25th
- New Year’s Eve December 31st

For those that work traditional office hours (Monday- Friday), In the event a holiday falls on a Sunday, the following Monday shall be deemed to be the legal holiday. In the event the legal holiday falls on a Saturday, the preceding Friday shall be deemed to be the legal holiday, except for Easter, which will be recognized on Good Friday.

For Employees that work non traditional Schedules (Police Officers/Public Works), the holiday will be considered the date of the legal holiday.

Employees who are called in to respond to an emergency on the actual date of a legal holiday, but who otherwise work a traditional schedule and receive holiday pay on an alternate day (e.g., the observed holiday), shall receive one and one-half (1½) times their regular straight time hourly rate of pay for all hours worked on the legal holiday. However, they shall not receive additional holiday pay for that day, having already received it on the observed date.

Regular part-time employees will be paid for hours normally worked if the holiday falls on a regularly scheduled workday. Temporary, seasonal, or intern employees who are hired for a specific purpose are not eligible for this benefit.

If any holiday mentioned above falls on a full-time employee's regularly scheduled day off, that employee will be paid the number of hours normally worked at the respective employee's regular hourly rate as holiday pay.

When a holiday falls within a period of paid leave, the holiday shall not be counted as a leave day in computing the amount of leave debited

Full-time employees, including full-time police officers, who are either scheduled to work on any designated holiday or not scheduled but are called in to work on the holiday, shall receive the overtime rate of pay in addition to the holiday pay for actual hours worked. Full-time employees who are scheduled to work on the actual day of a holiday shall receive one and one-half ($1 \frac{1}{2}$) times their regular straight time hourly rate of pay for all hours worked in addition to their regular holiday pay.

For full-time employees, except police officers, the holiday shall be defined as beginning twelve (12) midnight (00:00 hours) the day of the holiday and ending at 11:59 p.m. (23:59 hours) the same day. For full-time police officers, the holiday shall be defined as beginning at 6:00 a.m. (06:00 hours) the day of the holiday and ending at 5:59 a.m. (05:59 hours) the day after the holiday.

NEW SECTION: Personnel Policy 11-15. Sick and Vacation Time Donation Policy

Purpose:

The Village of Winnebago recognizes that employees may experience serious medical conditions or unforeseen circumstances that exhaust their accrued sick leave. To support our team members, this policy establishes a process for employees to voluntarily donate a portion of their accrued sick or vacation leave to assist eligible colleagues in need.

Eligibility:

1. Any full-time employee who has exhausted all accrued sick leave, vacation time, and compensatory time due to a serious medical condition or other extenuating circumstances may apply to receive donated leave.
2. The recipient employee must provide documentation of the need for extended leave, such as medical certification or other relevant documentation. Approval from the employee’s Department Head is required, with written confirmation and supporting documentation submitted to the Deputy Clerk to be included in the employee’s personnel file.
3. The donation of sick or vacation time is strictly voluntary and may not be coerced or solicited. Any communication regarding the need for donations will be coordinated by the Department Head or Human Resources, only with the recipient employee’s written consent to share relevant information.

Donation Guidelines:

1. Only full-time employees with a minimum balance of 80 hours of a combined accrued sick leave or vacation leave may donate time. Full-time police officers, whose pay period is based on an 84-hour schedule, must maintain a combined minimum balance of 84 hours of accrued sick or vacation leave.
2. Donations must be made in increments of 4 hours, with a maximum donation of 40 hours per calendar year per donor. 42 hours for non-exempt full-time police employees.
3. Donated sick or vacation time will be transferred on an as-needed basis and used only after the recipient has exhausted all personal leave balances.
4. The donating employee’s combined sick or vacation leave balance may not fall below 40 hours for non-police employees or 42 hours for full-time police officers as a result of their donation.
5. Donated hours will be converted from the donor’s hourly rate to the recipient’s hourly rate to ensure equitable value is transferred (e.g., if the donor’s hourly rate is \$30 and they donate 4 hours, the total value is \$120; if the recipient’s hourly rate is \$20, they will receive 6 hours of leave time, equivalent to the \$120 donation). When the converted

value does not result in a whole number, the recipient's credited time will be rounded to the nearest half hour.

Approval Process:

1. An employee wishing to donate sick or vacation time must complete a Leave Donation Form and submit it to their Department Head for initial approval.
2. The Department Head will review the request to ensure compliance with policy guidelines before forwarding it to the Village Administrator for final approval.
3. Upon approval, deputy clerk or designee will process the transfer and notify both the donor and recipient.
4. Donated leave is irrevocable once transferred and may only be used for approved medical or hardship-related absences. Any unused donated leave will be forfeited by both parties if it remains unused after six (6) months, or once the recipient's combined sick and vacation leave balance is restored to at least 40 hours (42 hours for full-time police officers). Unused donated leave cannot be returned to the donor.

Confidentiality:

All requests for donated leave and any related medical documentation will be kept confidential, shared only with those necessary to administer the program.

Limitations and Conditions:

1. Donated sick or vacation time cannot be converted to cash, transferred to another agency, or used for purposes other than approved leave.
2. Participation in this program does not guarantee continued employment or extend an employee's leave beyond what is legally permissible.
3. The Village Administrator may modify, suspend, or terminate this program at any time based on operational needs or legal considerations.

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Employees who are called in to respond to an emergency on the actual date of a legal holiday, but who otherwise work a traditional schedule and receive holiday pay on an alternate day (e.g., the observed holiday), shall receive one and one-half (1½) times their regular straight time hourly rate of pay for all hours worked on the legal holiday. However, they shall not receive additional holiday pay for that day, having already received it on the observed date.

Regular part-time employees will be paid for hours normally worked if the holiday falls on a regularly scheduled workday. Temporary, seasonal, or intern employees who are hired for a specific purpose are not eligible for this benefit.

If any holiday mentioned above falls on a full-time employee's regularly scheduled day off, that employee will be paid the number of hours normally worked eight (8) hours of pay at the respective employee's regular hourly rate as holiday pay.

When a holiday falls within a period of paid leave, the holiday shall not be counted as a leave day in computing the amount of leave debited

Full-time employees, ~~except for including~~ full-time police officers, who are either scheduled to work on any designated holiday or not scheduled ~~to work on any designated holiday~~ but are called in to work on the holiday, shall receive the overtime rate of pay in addition to the holiday pay for actual hours worked. Full-time employees who are scheduled to work on the actual day of a holiday shall receive one and one-half (1 ½) times their regular straight time hourly rate of pay for all hours worked in addition to their regular holiday pay.

~~When a full-time officer's regular workday falls on the actual day of a holiday, the full-time officer shall receive one and one-half (1 ½) times the police officer's regular straight time hourly rate of pay for all hours worked in addition to the eight (8) hours of holiday pay, as provided above. When a full-time officer is called in from his/her regular day off on the actual day of a holiday, the police officer shall be paid at an overtime rate of one and one-half (1 ½) times his or her regular straight time hourly rate of pay for all hours worked in addition to the eight (8) hours of holiday pay.~~

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3. The Village Administrator may modify, suspend, or terminate this program at any time based on operational needs or legal considerations.



Agenda Item Executive Summary

Item Name PRESENTATION OF THE 2025-2028 STRATEGIC PLAN FOR THE VILLAGE OF WINNEBAGO Committee or Board Committee

BUDGET IMPACT

Amount:	N/A	Budgeted:	N/A
List what fund:	N/A		

EXECUTIVE SUMMARY

The attached 2025-2028 Strategic Plan is the result of a months-long process facilitated by the Northern Illinois University Center for Governmental Studies (NIU-CGS). It reflects the collective input of Village Board members, administrative leadership, community stakeholders, and the public, obtained through interviews, focus groups, and a strategic planning workshop. The plan articulates the Village's shared vision and establishes goals and objectives across four priority areas: Economic Development and Business Growth, Infrastructure Improvements and Public Services, Communication and Engagement, and Organizational Advancement.

Key elements include a redefined mission statement, comprehensive SWOC analysis, prioritized short- and long-term goals, and a goal implementation matrix. The plan offers a structured, actionable framework for the Village to guide future policy, project development, and community investment decisions.

The strategic plan will be presented to the Committee of the Whole on May 7, 2025, and is scheduled for adoption via resolution at the May 21, 2025, Village Board meeting.

ATTACHMENTS (PLEASE LIST)

Village of Winnebago 2025-2028 Strategic Plan (Full Report)

ACTION REQUESTED

- ☒ For Discussion Only
- ☐ Resolution
- ☐ Ordinance
- ☐ Motion:

MOTION:

Staff: Joey Dienberg, Village Administrator Date: 5/7/2025



FULL REPORT

Village of Winnebago

STRATEGIC PLANNING AND GOAL DEVELOPMENT INITIATIVE 2025-2028

PREPARED MARCH 2025



NORTHERN ILLINOIS UNIVERSITY
**Center for
Governmental Studies**
Outreach Engagement and Regional Development



Strategic Plan Process Acknowledgements

VILLAGE OF WINNEBAGO BOARD OF TRUSTEES

Frank Eubank, *Village President*
Jason Ackerman, *Trustee*
John Kim, *Trustee*
Adam Lefevre, *Trustee*
Michael McKinnon, *Trustee*
Riley Pitney, *Trustee*
Andrew Smith, *Trustee*
Sally Jo Huggins, *Village Clerk*

VILLAGE OF WINNEBAGO ADMINISTRATIVE LEADERSHIP

Joey Dienberg, *Village Administrator*
Nicholas Haff, *Lieutenant*
Chad Insko, *Public Works Director*
Jimmy Johnson, *Superintendent of Streets and Fleets*
Dana Novinson, *Treasurer*
Kellie Symonds, *Deputy Clerk*
Jeff White, *Chief of Police*

VILLAGE OF WINNEBAGO COMMUNITY AND STAKEHOLDERS

The Village would also like to thank all the community members who participated in the stakeholder feedback phase of the process. An effective strategic plan includes feedback from stakeholders to ensure that needs and expectations are shared and understood by leaders of the organization.



Process facilitated by Northern Illinois University Center for Governmental Studies

Mel Henriksen, MPP
Assistant Director
Strategic Management, Policy, and
Community Development
*Northern Illinois University's Center for
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Village of Winnebago Background

The Village of Winnebago began as Winnebago Township when it was settled by David Adams Holt in 1835. In 1849, the Village was officially named Elida. The Chicago and Galena Union Railroad, encouraged by Chicago merchants in all the urban communities, arrived in Rockford on the east side of the Rock River in August 1852. In 1853, the Railroad extended to the west from Rockford to Freeport, forging a track through Elida (Winnebago) and Pecatonica, igniting local growth.



In 1855, the citizens of Elida petitioned to change the Village's name from Elida in favor of Winnebago. The Village was formally incorporated in 1877. D.C. Lewis was elected Village President and Reuben Alworth, was elected the Village Clerk.¹

Located in Winnebago County, the Village's population is 2,903 (98% urban, 2% rural) in a total area of 1.95 square miles.² Winnebago's school district (CUSD #323) has one high school, one middle school, and two elementary schools.³ The Village of Winnebago has a president-trustee form of government. A village president, six trustees, and a clerk are elected in nonpartisan, at-large elections. Trustees serve staggered four-year terms, with three elected every two years, while the president and clerk are elected every four years. The Village Administrator is the Chief Administrative Officer and manages daily operations, implement ordinances and policies, support the Village Board in strategic initiatives, act as a liaison between staff and the Board, and oversees community and economic development.

To read more about the Village of Winnebago, visit www.villageofwinnebago.com.

¹<https://www.villageofwinnebago.com/community/page/village-history-0>
²G001 - Geographic Identifiers - 2010 Census Summary File 1". United States Census Bureau. Archived from the original on February 13, 2020. Retrieved December 25, 2015.
³<https://www.winnebagoschools.org/>

Introduction

Strategic planning is an effective way to identify and confirm a Village's vision for the future and set organizational purpose and direction by incorporating clear priorities and measurable goals. To this end, the Village of Winnebago (the "Village") engaged the Northern Illinois University Center for Governmental Studies ("NIU-CGS") in August 2024 to facilitate its strategic planning process (Figure 1). The value of such processes continues to be recognized by policy-making boards, councils, and executive staffs in both private and public organizations.

From December 2024 through January 2025, the NIU-CGS team gathered internal and external stakeholder input that was shared at the strategic planning leadership workshop held in March 2025. The workshop offered elected officials and administrative leadership an opportunity to reaffirm and refine the Village's future vision, explore the Village's mission, and establish short- and long-term goals. It also provided a positive atmosphere where workshop participants could discuss the best ways to serve the Village and the broader community in the coming years.

Figure 1. Strategic Planning Model



* Model generally represents the steps that are taken for this type of initiative.

It is important to keep in mind that the judicious use of the Village's limited resources (including financial resources and professional staff time) is key to achieving good results. Only a limited number of goals and objectives can be managed and implemented effectively at any given time. In a very realistic sense, clear and stable priorities must be maintained if the Village desires to stretch its resources as far as they can go.

Pre-Workshop

Environmental Scanning and Stakeholder Input

The Village’s leadership recognizes the importance of gaining a comprehensive understanding of their organization and the broader community they serve by gathering input from various stakeholders. During the environmental scanning phase of the strategic planning process, NIU-CGS aimed to examine factors that shape the Village’s future direction. To accomplish this, the NIU-CGS team conducted focus groups and interviews involving external and internal stakeholders. The results from the stakeholder input phase were shared in thematic form at the strategic planning leadership workshop, providing valuable insights to guide discussions.

EXTERNAL PERSPECTIVES

Incorporating external perspectives into the Village’s strategic plan helps capture the diverse needs and aspirations of the community, ensuring the plan is responsive to stakeholders’ concerns. This approach fosters greater public trust and engagement, leading to more effective and sustainable outcomes. To that end, the NIU-CGS team conducted focus groups at the Village’s Town Hall. Detailed summaries are provided in [Appendix A](#).

- **Focus groups** are designed to be a highly interactive approach, allowing for a robust and informative conversation with and between participants. In December 2024, three focus groups were conducted with the Village’s external stakeholders, as outlined below. The number of participants in each group ranged from 9-11.
 - » *Business Community*
 - » *Intergovernmental Agencies and Civic Institutions*
 - » *Winnebago Residents*

INTERNAL PERSPECTIVES

Gathering internal perspectives when developing the Village’s strategic plan is crucial, as it ensures the plan is informed by the insights and experiences of those who best understand Winnebago’s unique operations and challenges. This comprehensive input fosters a more effective and inclusive strategy, aligning with the community’s needs and goals. The NIU-CGS team conducted interviews with the Village’s leadership team and elected officials as well as facilitated a focus group with staff at the Town Hall. Detailed summaries are provided in [Appendix A](#).

- In December 2024, a **focus group** was conducted with Village Administrative Staff, Police Officers, and Public Works Staff. Participants included 10 staff members across different Village departments.
- **Interviews** result in highly personalized participation and the in-depth sharing of ideas. The focus of the interview sessions is to gain an initial perspective by building a balanced and informed view of the Village from each stakeholder’s unique vantage point. In January 2025, virtual interviews were conducted with the Village’s administrative leadership and the Board of Trustees.

Figure 2. 2024-2025 Stakeholder Feedback Themes

Top Priorities for All Stakeholders

Alignment of all stakeholder feedback (focus groups and interviews)



INFRASTRUCTURE
IMPROVEMENTS



ECONOMIC DEVELOPMENT
AND STRATEGIC GROWTH



COMMUNITY ENGAGEMENT
AND QUALITY OF LIFE



ORGANIZATIONAL
DEVELOPMENT AND
GOVERNANCE

Leadership Workshop

Outline of Exercises and Discussion Sessions

All discussion sessions at the strategic planning leadership workshop employed highly participative and interactive approaches. The workshop facilitators utilized a group discussion approach that assures each participant an equal opportunity to speak and share opinions with the larger group. Participants were also able to weigh alternatives and refine their thinking through dialogue in small-group activities at the workshop. As ideas were shared and debated, the group worked steadily toward a consensus regarding the Village’s mission, future direction, goals, and priorities.

INTRODUCTIONS AND ICEBREAKER EXERCISE

Participants were asked to introduce themselves and share how long they have been involved with the Village. Next, they engaged in an icebreaker exercise titled, “Garage Sale.” In this exercise, workshop participants selected an item from the “garage sale” table that represented to them an important issue, initiative, or big idea they felt should be a part of the Village’s future and be discussed as part of the strategic planning process. This was a brainstorming exercise, and no evaluative or judgmental debate was permitted during this session. Next is a list of those answers (Figure 3).

Figure 3. Icebreaker: important issue, initiative, or big idea that should be part of the Village’s future

Garage Sale Item	Workshop Participant Responses
Flashlight	Brighter future for the Village. - Develop the Village over time in a controlled manner (development, youth activities, events) - More commercial business (grocery store, Walmart, Meijer, etc.)
Police Car	Residents support the Police Department – need the police to keep the community safe, especially to support growth in the Village.
Fish	Water system upgrades are going to be a large project. Stormwater utilities, infrastructure, wastewater treatment, maintenance, etc.
Pipe	Drainage issues need to be addressed. Stormwater maintenance, upgrades
Brick	Strategic Plan is the foundation for Village growth, expansion, and change. Proactivity, Support of the Board
Hart hat 1	Need to focus on commercial development, construction, and infrastructure.
Hard hat 2	Development, “if you build it, they will come”. The Village needs more development because development means population growth
Softball	Community events, things to do for residents, what are neighboring communities doing? Addition of a Community Center to provide opportunities to gather, host events, sports, indoor track, etc.
Beads	Community events need to be expanded but need more resources to do so. - Communication about events needs to improve - Creative fundraising, volunteer recruitment, and engagement
Prairie Path	Focus on utilization of the Prairie Path – biking and walking, revenue generation, connected events that incorporate the path. - Find unique ways to connect communities, bring in visitors, Prairie Path is one of those (e.g., Cheese Trails in Wisconsin) - Collaborate with other small communities along the path to get upgrades completed

VISIONING FOR THE FUTURE

Section 8. Item #b.

The workshop participants next engaged in a visioning exercise to describe the desired future direction of the Village by answering the following question: **“If you left the community and didn’t return for 10-15 years, what do you think you will see or what do you hope you will see when you return in terms of development, services, programs, improvements or changes?”** Participants were asked to think about their ideas ahead of time and then be ready to share them with the group during the first session of the workshop. Responses are listed in Figure 4.

Figure 4. Visions of the Future—Hope or think you will see in 10-15 years

Workshop Participant Responses

Currently owned Village property has been developed, purchased to provide employment opportunities.

- Consider an overnight parking lot on some of the Village’s vacant property

Would like to see more school safety resources such as an additional School Resource Officer, other initiatives to maintain a continued focus on school safety.

The Village gets a Community Center.

More diverse offerings in restaurants, some food-only establishments (not alcohol-centric), more family-oriented.

- Learn why some businesses don’t last through the implementation of an “exit interview” with those that leave
- Attract traffic from Rt. 20 into town to visit businesses using a Welcome Sign, beautified entryways
- Additional promotion, marketing, or communication of Village businesses (website, lit sign on Elida Street, etc.)

Zoning code has been re-evaluated to focus on more intentional growth.

- Explore partnerships with the Park District promoting economies of scale

Village creates a downtown district, corridor to establish a draw to downtown.

- Consider TIF District

Village reapplies for the State Rebuild Downtowns and Main Streets grant.

- Connect trails and paths to downtown

Police Department and Public Works are fully funded, no longer need to apply for grants.

- Evaluate resources involved in applying for grants

Community pulls together – events, clubs, more volunteers.

- More engagement, continue to evaluate streamlining regulations and processes

Less siloing within Village departments.

- Collaboration and team working toward one mission

Filled developments – disincentivize development that is not at full capacity or sitting dormant.

Simplify Village processes.

- Make processes more community-friendly by eliminating red tape and working with community partners and having business-friendly permitting and zoning

Consider adding more “one-off” volunteer opportunities – low commitment, only have to volunteer for one day (e.g., Plant Your Town, Clean Up Town, etc.).

- Could also be another driver for family activities

Commercial and residential developments are complete – infrastructure is already in place but not being used.

- Willingham subdivision built out with 30 homes per year being built, so it will all be built out in 10 to 15 years, along with condos and apartments being built near the school and retail businesses to allow for that type of much needed housing

Complete street repairs including drainage, roundabouts, and pedestrian safety measures (“Complete Streets” program).

Make necessary zoning updates that will allow developers to create a “community nucleus” or strip mall with popular amenities such as a gym, grocery, etc. at the center of neighborhoods.

Village growth to the north of US 20 with businesses – both manufacturing and retail increasing at Winnebago corners.

Village gets a hotel and one or more attractions that draw people from all around to come visit on a regular basis.

A FRESH LOOK AT THE VILLAGE’S MISSION

The next exercise at the workshop provided Village leadership with an opportunity to review and discuss a mission statement for the Village. The exploration of the Village’s overall mission began with these formative questions: Why are we here? Why do we get up in the morning? Why do we expend time, money, and personnel resources? Who are the Village’s key stakeholders and how do we respond to them?

Participants were organized into small groups and asked to compile a list of key words or phrases to help them craft a draft mission statement for the Village (Figure 5). Groups then shared their mission statement words, phrases, and draft statements with the larger group for discussion, suggestions, and modifications. Using the groups’ rough drafts, NIU-CGS shared some mission statement possibilities with workshop participants. While follow-up revisions are needed to finalize the Village’s mission statement after the workshop, the words, phrases, and draft statements are a solid foundation to start from. Below are two options created at the workshop as well as a word cloud representing the words and phrases developed in the small groups.

Draft 1

**Village of Winnebago Mission Statement
Developed During Workshop:**

We strive to keep our community safe and welcoming by managing resources wisely, supporting schools and local businesses, and fostering connections. Our goal is to create a place where families and neighbors can live, grow, and thrive together.

Draft 2

**Village of Winnebago Mission Statement
Developed During Workshop:**

We are committed to a safe, thriving, and connected community through responsible leadership and strategic growth, creating a welcoming home for all generations.

Figure 5. Village of Winnebago Mission Statement key words or phrases developed in small groups

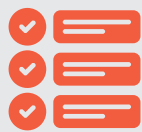




ENVIRONMENTAL SCANNING PART I—SURRENDER OR LEAD

Next, participants were introduced to a leadership exercise titled, “Surrender or Lead.” During this exercise, participants organized into the same small groups as the mission exercise to respond to a series of structured questions. These questions aimed to reveal hopes, perspectives, challenges, opportunities, and possible barriers based on the collective view of each group. The responses were recorded and the combined themes from the three groups are reported next. For a full list of Surrender or Lead responses from each individual group, see [Appendix B](#).

Themes from Surrender or Lead:



Strategic and sustainable growth through thoughtful and steady planning



Developing plans to maintain and develop Village infrastructure



Financial sustainability and diversify funding, revenue generation, additional resources



Proactive and action-oriented leadership focused on engagement, communication, and collaboration

ENVIRONMENTAL SCANNING PART II—LARGE GROUP SWOC ANALYSIS

The next exercise at the strategic planning workshop allowed participants to further review and account for the internal and external factors present that could potentially influence the Village, both negatively and positively. Workshop participants were asked to identify the Village’s **strengths (S)** and **weaknesses (W)**. In what areas does the Village regularly excel, and in what areas are there difficulties or shortcomings in terms of expertise, resources, or training? What **opportunities (O)** are on the horizon that can be used to the Village’s advantage? Conversely, what trends or **challenges (C)** lie ahead that would be obstacles or hindrances? These elements could include both internal and external factors, conditions, trends, regulations, agencies, and resources. The full list of responses to the exercise are provided in Figure 6.

S

STRENGTHS

- Strong working-class community and residents
- Safe community, low crime rate
- Location off Route 20 – high daily traffic count
- Employee and Board commitment – a great resource
- Development opportunities
- Cash reserves
- Strong infrastructure
- School District
- Amenities such as the Library, local businesses, parks
- Parks and recreation – Pecatonica Prairie Trail runs through Winnebago
- Water and wastewater capacity
- Village is fiscally responsible
- Above average income for residents
- Many amenities (e.g., discount stores, pharmacy, grocery store, restaurants)
- Somewhat rural, but close to a major city (Rockford)

W

WEAKNESSES

- Village-served land that is currently vacant
- Volunteerism is lacking
- Infrastructure needs and the cost to update and maintain
- Unified Development Ordinance (UDO) needs updating
- Building maintenance – currently no process in place, no Capital Improvement Plan (CIP)
- Need better Police Department facility
- Village Hall is outdated and not large enough for current needs
- Need new garage to house Public Works and police vehicles and equipment and allow for wash and maintenance bays
- Village-owned assets and facilities
- Lack of affordable housing
- Need more communication
- Improving the Village's website and web presence, website needs a fresh and modernized look
- Working with other taxing bodies (e.g., Park District, School District, etc.)
- Lack of community events due to lack of volunteers
- Need to review and update zoning codes
- No hotel
- No major attractions to draw people to the Village
- Not enough industry or manufacturing type jobs
- Property tax relies too heavily on residents and not enough on industry or manufacturing

O

OPPORTUNITIES

- Close proximity to Route 20
- Vacant land served by the Village utilities and infrastructure
- Annexation corridors – unincorporated land surrounding the Village.
- Especially to the north on the other side of Rt. 20, but also to east, west, and south to allow for controlled growth and development
- Communication, marketing Village safety, success stories, good schools
- Can improve web presence, modernize with the help of social media
- Collaborating or finding efficiencies with other intergovernmental organizations or taxing bodies
- Add more community events – collaborate with other intergovernmental organizations to eliminate red tape
- Engage residents
- Become more business-friendly
- Village-owned development property
- Gateway to downtown
- Update the property that is the current site of the Police Garage and create a 'gateway' to downtown
- Buildable land available to increase and diversify the housing stock
- Creative ways to provide commercial space downtown
- Consider capitalizing on the Village's charm with old houses as businesses, emphasize the rich history
- Reevaluate zoning codes to rezone the Village
- Downtown zoning district – special zoning, development, ordinances district
- Focus on the Village's parks and recreation opportunities
- Housing – at least 70 residential lots platted and ready to be built on and bring new residents to the Village

C

CHALLENGES

- Development opportunities
- Managing incentives, sales, marketing, political climate
- Unfunded mandates
- Future annexation and encroachment issues
- State-impacted revenue fluctuation
- Siloing in cooperation with other intergovernmental organizations
- Lack of volunteers for community events
- Small footprint downtown
- Limited commercial vacancies, lack of available modern storefront space
- Lack of continuity of business districts
- Parks and Recreation – working with other agencies to maintain paths, trails, parks, etc.
- Stormwater and drainage issues
- Community engagement
- Volunteering and keeping residents informed, involved
- Traffic congestion in town during school pick up and drop off
- Future growth at corners:
- Village relies on developer-owned property to develop it
- Land to the north of Rt. 20 is not in the Village limits and any growth now would not benefit the Village in terms of receiving property taxes or other tax revenue generated from property north of Rt. 20
- Growth may contribute to traffic flow concerns, which might deter people from stopping in Winnebago to and from their ultimate destination
- Attracting industrial or manufacturing businesses to locate to the Village and employ people
- Maintaining a fully staffed Police Department

NOMINAL GROUP GOAL IDENTIFICATION

With the preceding discussion sessions and exercises acting as a sound foundation for goal setting, the next exercise provided time for a healthy group discussion and development of goals and objectives to achieve the future visions as expressed by workshop participants.

Participants reconvened in the same small groups from earlier in the day for goal development. Each group was allotted time to develop, and then report out, at least three to four important policy and program goals they thought the Village should accomplish. Groups were asked to create goals using two different time frames: short-term goals, which could be started or accomplished in the next one to three years, as well as those that would be considered long-term goals, which could be accomplished in a four- to eight-year time frame. Each small group then shared their goals with the larger group. Goals could be highly specific or general, but all goals pointed to important outcomes that leadership hopes to see in the years ahead.

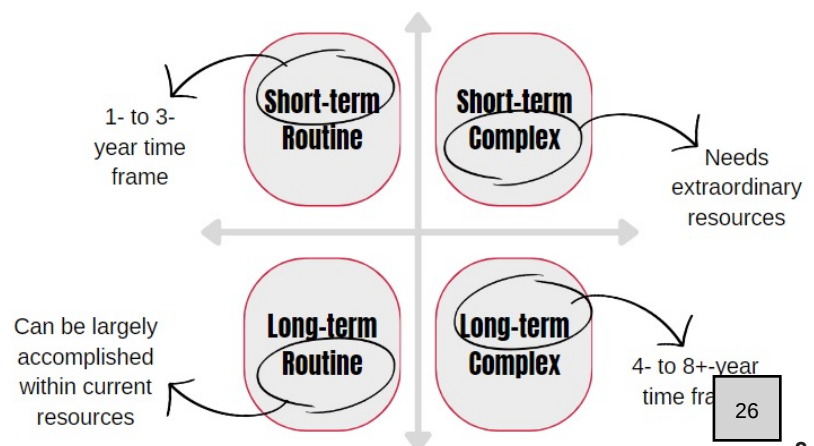
Short-term goals are those goals or objectives that could or should be completed or substantially underway in the next one to three years.

Long-term goals are those goals or objectives that could or should be completed or substantially underway within a four- to eight-year time frame.

Open Group Discussion and Consolidation of Goals and Objectives

This final phase of the goals discussion served as a forum for workshop participants to refine and compare the ideas and goals offered by each participant. Participants gave their opinions and further explained the fit, ideas, and policy outcomes expressed in the goals and discussed if additional goals or details were needed. Lastly, the group categorized each goal as routine or complex (see Figure 7). Routine goals are not simple or easy but could largely be accomplished by the Village with required budget and staffing allocations or with minor external assistance. Complex goals are complicated, multi-layered goals that require extraordinary resources, such as technical specialists, funding, or the collaboration or agreement of another unit of government or an outside organization, business, or agency.

Figure 7. Strategic Goal Matrix



Post-Workshop

Goal Prioritization and Ranking Exercise

The Village’s senior-level staff and Board of Trustees were asked to delineate, via a post-workshop online ranking exercise, which goals should be given the highest priority. Each participant was provided an online ranking tool where they ranked each goal within the four quadrants of the goal matrix (STR, STC, LTR, LTC) in order of priority, or “forced ranking”. Participants were asked to rank all short-term routine goals against each other, all long-term routine goals against each other, and so on.

The overall ranking of each goal is calculated using the average of the rankings given by all participants. For example, if a goal was given scores of **2, 5, 6, 6, 1, 2**, and **3**, the average total would be **3.6**. The lower the score, the higher the priority. Again, the average totals were based on the rankings provided by all Village senior-level staff and the Board of Trustees.

The outcome of the Village’s goal ranking exercise, along with the assigned priority levels for each goal, are presented in Figure 8. The dashboard demonstrates the strategic goals, tasks, and objectives for the Village’s leadership team to address in the months and years ahead. Following the ranked goals, the Village’s broader priority areas are shared and defined.

Figure 8. Prioritized goals dashboard

SHORT-TERM ROUTINE STRATEGIC GOALS	PRIORITY LEVEL
<i>Short-term goals have a time frame of 1-3 years. The term “routine” does not mean the following goals are simple or easy, but that they could largely be accomplished by the Village with required budget and staffing allocations, and/or with minor external assistance.</i>	
Village maintains checks and balances to remain fiscally responsible, sustainable, and innovative. - Increase the Village’s reserves and investigate creative, “think outside the box” funding options - Investigate ways to replace the Grocery Tax in town – may be resolved by completion of plan - Simplify the permitting and zoning process and make online access available	High
Ensure the Village communicates with a unified voice and message. - Update and modernize the Village’s website to be a resource hub and use social media to increase residents’ awareness of Village services, events, success stories and more - Resume offering the community newsletter by publishing quarterly - Provide promotion and marketing of Village businesses on website with links to business pages - Host “Meet the Board” events or Board Q&A via social media	High
Update the Village’s comprehensive plan and make necessary upgrades or changes to the Villages Unified Development Ordinance (UDO). - Reduce “Red Tape” to streamline development processes by removing unnecessary or overly burdensome steps along the development process - Review current design standards of the UDO to ensure they are designed for desirable outcomes	High
Maintain or enhance the Village standards for service delivery.	Medium
Develop a 5-year organizational, staffing, and processes plan for the Village to ensure it can maintain quality service levels. - Improve interdepartmental communication, consider regular staff meetings to share success stories and project updates, help eliminate siloing - Evaluate and simplify Village processes and create a uniform manual for all employees to access - Review staffing levels for each department and determine any new positions of need	Medium
Develop a branding plan that examines the Village’s mission, vision, values, and other marketing and branding-related activities for any updating needs, based on community priorities. - Establish the Village’s identity and future vision	Lower

SHORT-TERM COMPLEX STRATEGIC GOALS

Short-term complex goals have a time frame of 1-3 years. The term “complex” means the following goals are complicated or multi-layered and they require extraordinary resources such as technical specialists, funding, or the collaboration or agreement of another unit of government, or an outside organization, business, or agency.

PRIORITY LEVEL

Support growth and development for the current and future businesses, strengthening Winnebago’s “business-friendly” reputation. - Utilize business recruitment strategies to attract developers and entrepreneurs to invest in the downtown area and explore incentives for businesses to locate to Winnebago - Diversify the business mix in the Village to include more service-focused businesses such as a veterinarian and additional restaurant options that are family-friendly - Follow up with interested businesses, help during start-up, and learn from closing businesses through an “exit interview”	High
Continue to focus on completing and filling the Village’s Willingham subdivision. - Explore incentives such as delayed property taxes a certain number of years to new buyers or possibly waiving water hookups with the Village	Medium
Explore establishing a TIF District in the most appropriate regions of the Village, including the possibilities of: - Willingham Subdivision, Route 20 /Winnebago Corners, or Downtown	Medium
Revisit, refine, and execute the Village’s overall economic development incentives.	Medium
Investigate locations and costs for a new Village Hall/Police Department/Community Center building and a Public Works wash bay.	Lower

LONG-TERM ROUTINE STRATEGIC GOALS

Long-term routine goals have a time frame of 4-8+ years. The following goals are “routine”, not simple or easy, but could largely be accomplished by the Village with required budget and staffing allocations, and/or with minor external assistance.

PRIORITY LEVEL

Maintain positive relationships with all taxing bodies.	High
Using the Village’s evaluation of staffing levels, implement staffing recommendations including considering new full-time or part-time positions where necessary. - Human Resources (HR) professional - Position in Planning, Zoning, and Development to help streamline permitting and zoning processes - Marketing and Communications	Medium
Examine service delivery methods and approaches.	Lower



LONG-TERM COMPLEX STRATEGIC GOALS

Long-term complex goals have a time frame of 4-8+ years. The following goals are complicated or multi-layered goals that require extraordinary resources such as technical specialists, funding, or the collaboration or agreement of another unit of government, or an outside organization, business, or agency.

PRIORITY LEVEL

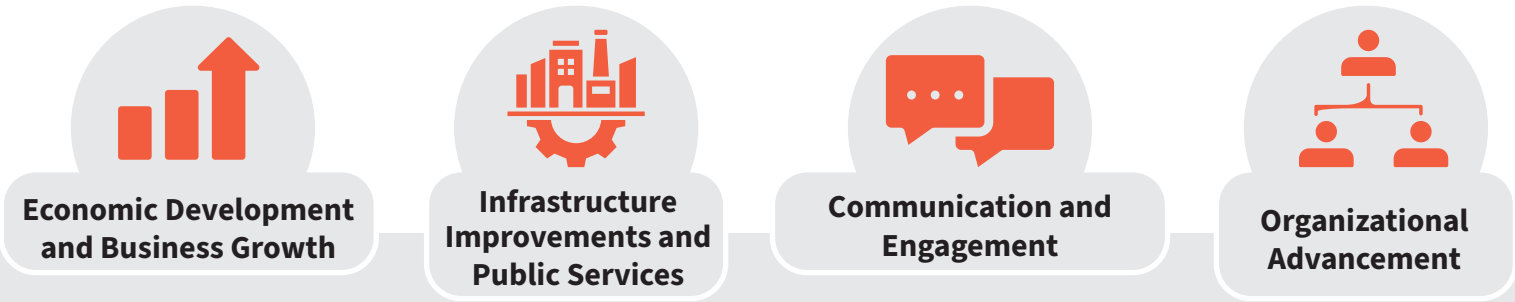
Develop a Capital Improvement Plan (CIP) that establishes maintenance schedules and identifies funding sources for infrastructure improvements and facility upgrades including, but not limited to: - Securing a new Village Hall/Police Department/Community Center building - Building a Public Works garage and wash bay - Acquiring and razing the former Bud's Automotive building downtown - "Complete Streets" projects – stormwater drainage, pedestrian safety - Identify potential funding sources, including revenue allocation, bonding, CDBG grant funding, establishment of a TIF District, and collaboration with regional partners - Explore the option of a possible roundabout at Landmark Drive and Elida Street to work to improve the intersection	High
Work with developers to focus on building out current Village-serviced residential and commercial developments.	High
Consider continuing to strategically grow the Village's boundaries through strategic annexation and pre-annexation. - Properties that are key to TIF contiguity- Expanding North of Highway 20 - Falling in line with the current comprehensive plan or updating plan	Medium
Increase community events and engagement opportunities through strong relationships with Village partners including the Fire Department, Park District, School District, and Chamber of Commerce. - Consider adding more "one-off" volunteer opportunities that are less time commitment and more focused on the volunteer (e.g., Plant Your Town, Clean Up the Trails, Senior Yard Clean Up, etc.) - Partner to improve communication about events, engagement opportunities, fundraising, community calendar, marketing on website and in newsletter, etc. - Evaluate the possibility of sharing facilities, where appropriate – include exploration of regional partnerships - Work with the Winnebago Park District to maintain all parks in the Village area and promote the parks to those outside of Winnebago	Medium
Examine the traffic patterns near School District properties to improve the traffic flow and create a more efficient school pick-up/drop-off process.	Lower
Review all beautification and upgrade needs for entryways into the Village. - Establish a Village Welcome Sign at the gateway into the Village to take advantage of the traffic off Route 20	Lower
Further implementation of Village Comprehensive Water System Plan, Comprehensive Plan, and other plans.	Lower



Strategic Priority Areas

Based on a careful evaluation of the entirety of the process, including stakeholder feedback, discussions at the workshop, and the goals developed, several high-level strategic priority areas were identified. These priority areas highlight the activities and initiatives that the Village will focus on in both the short and long term. The Village of Winnebago’s strategic priority areas are illustrated in Figure 9 and fully defined next. For a breakdown of strategic goal and stakeholder feedback alignment with each priority area, see [Appendix C](#).

Figure 9. 2025 Strategic priority areas



ECONOMIC DEVELOPMENT AND BUSINESS GROWTH



The Village of Winnebago’s unique charm, strategic location, and rich history create a strong foundation for successful business and industrial districts. To support economic growth, ongoing efforts to revitalize the Village gateways and the downtown area are essential for attracting and retaining businesses. Expanding existing development projects to enhance housing and dining options can help the Village meet the diverse needs of the community and achieve Winnebago’s economic goals and vitality. Additionally, strategic partnerships and targeted development incentives play a role in fostering a balanced and resilient economy.

INFRASTRUCTURE IMPROVEMENTS AND PUBLIC SERVICES



Proactive planning and strategic investments in the Village’s water and stormwater infrastructure are essential to maintaining safety, sustainability, and reliable service delivery while supporting potential growth. Ongoing investment in street maintenance, along with the renovation of the Village Hall, Police Department, and Community Center facility, will enable the Village to adapt and plan for population and demographic changes, ensuring the Village is able to meet the evolving community needs and remain well positioned for long-term success.

COMMUNICATION AND ENGAGEMENT



Strengthening community engagement and communication were identified as key priorities by workshop participants. Requests for more community events and gathering spaces was emphasized, including initiatives such as hosting festivals, improving parks, and developing walking and biking paths. Collaboration with local organizations and neighboring communities presents an opportunity to expand event offerings, encourage volunteer participation, improve recreational amenities, and identify ways to draw more people to the Village. Additionally, streamlining communication and updating the website to ensure the Village has a unified voice will be important, both internally within the Village and to the broader region.

ORGANIZATIONAL ADVANCEMENT



Building a strong municipal team and leadership is essential for good governance and long-term growth. A well-trained and motivated staff helps deliver services effectively and adapt to community needs. Attracting and retaining talent requires competitive pay, career growth, and a positive work environment. Improving day-to-day operations through better processes, technology, and data drive decision-making will enhance service quality. Encouraging teamwork across departments will lead to better problem-solving and coordination helping the Village create an efficient, responsive, and well-connected government that serves the community effectively.



Conclusion

The strategic planning process will only be effective if this report serves as a practical guide for Winnebago’s leaders and community. It captures key discussions throughout the strategic planning process and supports Village leadership in creating action plans to achieve strategic goals and advance priority initiatives.

As the Village evolves, it must adapt to changes in demographics, community trends, technology, and best practices. The strategic plan provides a flexible roadmap to navigate these shifts. To stay aligned with community needs, regular reviews of the strategic planning goals—monthly, quarterly, or semi-annually—are recommended, along with a full update of the plan every three to five years.

The discussions and idea-sharing during the strategic planning process highlighted Winnebago’s forward-thinking leadership, who are committed to embracing strategic thinking and ensuring thoughtful planning for the Village’s future.

We wish you well with the ambitious years that lie ahead.

Melissa Henriksen A. Hoebing Jeanna Ballard

Mel Henriksen, Alli Hoebing, and Jeanna Ballard
NIU-CGS Project Coordinators and Session Facilitators.

Appendix A

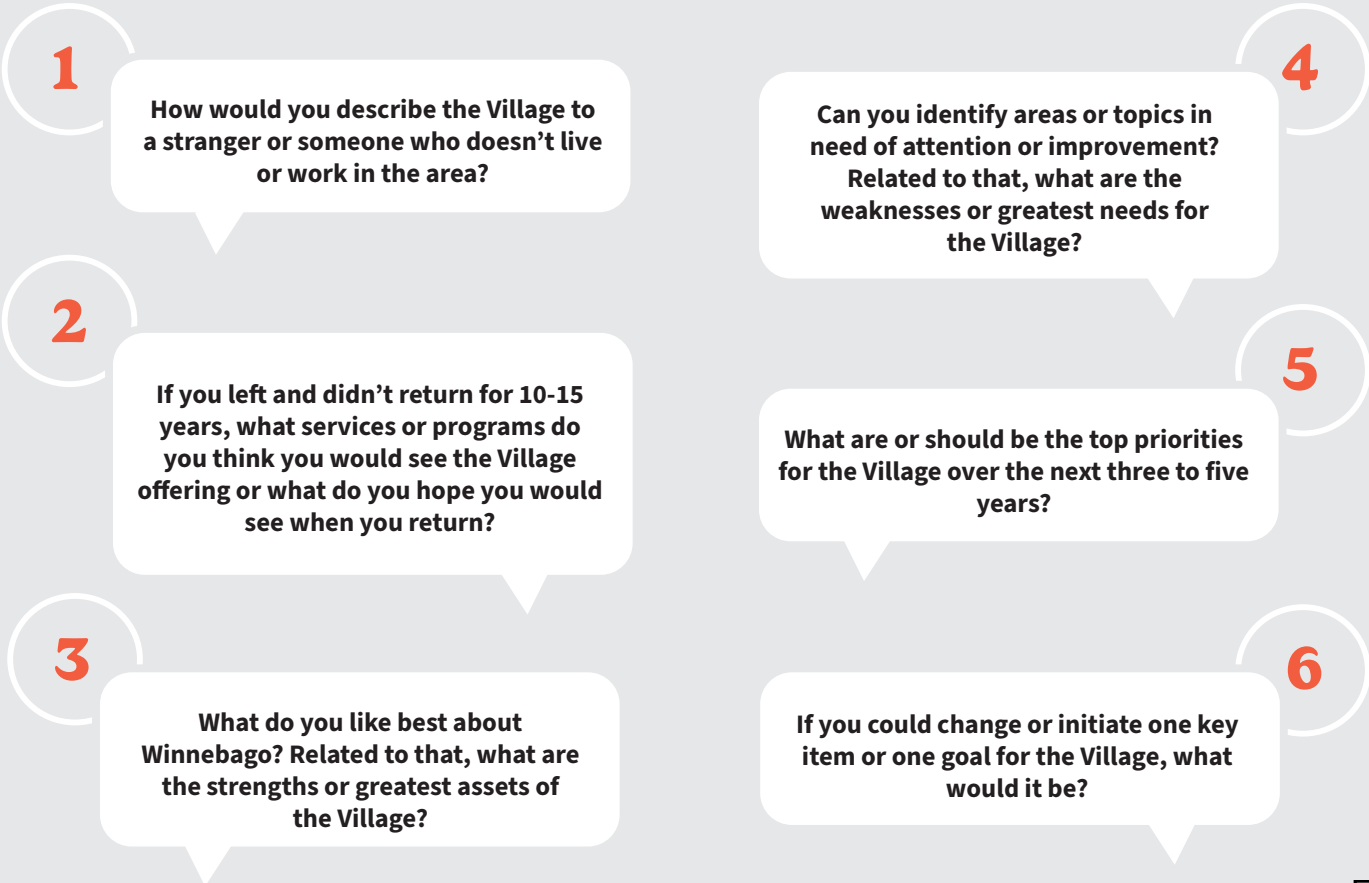
Focus Group and Leadership Interview Feedback

SUMMARY

One of the key analytical techniques used for the focus groups and interview notes is an analyst’s search for key phrases, words, or terms that emerged during the stakeholder input sessions, a process known as coding. Coding is an analyst’s individual readings of the data, followed by key term searches. The words and phrases listed below are the results of the NIU-CGS team’s analysis of the collected focus group and interview notes. At a glance, the analyst can discover which terms were used or referred to most frequently in the feedback notes. Using individual analysts’ coding, the researcher identifies terms that recur across participant groups and across questions. The results reveal key topics or issues that should be weighed and considered when proceeding with strategic planning discussions.

The information that follows is a summary of key themes and topics that emerged during the exploratory focus group sessions and leadership interviews. The stakeholder feedback collection served as a primer for the strategic planning process. The information that is presented in this summation was designed to add exploratory and thematic information for the Village’s leadership team to consider during the strategic planning workshop.

The same exploratory discussion questions were asked to each focus group and interviewee and are listed below:





COMMUNICATION AND ENGAGEMENT

- Coordinate and streamline communication from the Village to businesses and residents (e.g., project updates, plans for vacant properties, Board Minutes posted on Village's social media page, etc.)
 - » *Improve distribution of the Village's newsletter – not all in Village currently receive one*
 - » *Reduce complications or red tape and improve clarity about Village processes*
- Consider fresh ideas and think outside the box to increase the Board's involvement, engagement, and visibility in the community
 - » *Host "Meet the Board" events, attend and be visible at community gatherings, and participate in volunteer initiatives.*
 - » *Host live Q&A sessions via social media where Board members address public concerns and provide updates on Village projects*
- Explore the Village's mission, vision, branding, logo
 - » *Something updated and fresh that represents all that the Village offers – modern with a respect for history*
 - » *Establish the Village's identity*
 - » *Use other communities in the area as benchmarks to consider updated signage for entrances into the Village. Some examples include: Lena, Durand ("Welcome to Winnebago" or "You Are Now Entering Winnebago")*
 - » *Addition of public art or murals that depict the rich history of the Village*



COMMERCIAL GROWTH AND DEVELOPMENT

- Consider CDBG funds and other state grant funding to make necessary improvements to the downtown commercial corridor
- Create incentives for new business development in Winnebago
 - » *Partner to offer regional incentives for businesses (TIF District, for example)*
 - » *Introduce a Welcome sign for the "downtown district" (lit sign advertising businesses)*
 - » *Extend the advertising of businesses past the downtown to heavily-traveled Elida Street*
- Diversify the business mix
 - » *Look to gain more white-collar businesses that give students a reason to stay in Winnebago (in addition to farming)*
 - » *More grocery and shopping options (e.g., Walmart, Meijer)*
 - » *More family-friendly activities and gathering spaces (e.g., bowling alley, arcade, splash pad)*
 - » *Create a Business Welcome Packet*
- Staff follows up with interested business owners, make the process as simple and painless as possible
 - » *Streamline the Village's permitting and zoning processes – Zoning Commission meets more often to discuss and decide on special projects*
- Designate or build business and office suites consisting of multiple small businesses – public and private partnerships
 - » *Dental offices, pet shops, hotels, motels*
- Acquire and raze the old car wash behind Town Hall, can be used for additional downtown parking
 - » *Parking lot should consider electric vehicle charging stations*



COMMUNITY RESOURCES

- Explore adding more housing across the Village
 - » *Increase the housing options available (e.g., 55+, apartments, rentals, focus on filling the newer subdivision)*
 - » *Offer more resources and assistance to residents such as low-income options for housing or utility bills*
- Improve or enhance the Village's public transportation options
 - » *Expand options for seniors traveling to doctors' appointments, possibly adding a bus stop at Elida Street and Sullivan's*
- Build and seek more improvements to the Pecatonica Prairie Path
 - » *Added pavilion, picnic tables, bike repair station, and exercise stations are options for improvements*
- Add more community events and bring back past events (Jingle Mingle, 4th of July Festival)
 - » *Consider hiring a volunteer coordinator to gather more volunteers*
 - » *Work together with IGOs, Chamber of Commerce, and businesses to eliminate the red tape involved in putting on events (e.g., permitting, permissions, road closures, etc.)*

Overall Themes Based on the **Staff Focus Group Feedback**



 VILLAGE SERVICES

- Maintain the Village’s high level of public safety
 - » *Invest in resources, funding, staffing, training for Police and EMS*
 - » *Police are visible in the community, make residents feel safe*
- Police Department does outreach, community policing, smaller department – smaller staff makes the Village a more enjoyable place to work
- Village has a strong roads program and water systems
- Help share assistance and resources for residents such as LIHEAP, low-income housing options, etc.
- Collaborate with regional partners to enhance public safety resources, infrastructure improvements, and social services without increasing the burden on the Village’s budget.
- Establish a resource hub or easy-to-use digital platform where residents can find support services, and Village staff can quickly access information to better assist the community.

 INFRASTRUCTURE

- Need to improve and add more sidewalks to improve connectivity and safety
- Expand fiber infrastructure to offer more than one cable company in Winnebago
- Upgrade the Village’s water system
- Public Works Department needs a wash bay
- Improve the Village’s drainage issues
- Buy or build a new Village Hall building and Police Department facility
 - » *Potentially including a designated space for community events, youth activities, more gathering space*

 ORGANIZATIONAL DEVELOPMENT

- Update the Village’s payroll and HR processes, consider hiring an HR professional
- Utilize technology to update and streamline all Village processes such as permitting, HR, etc.
 - » *Lack of follow-through with businesses that are interested in coming to Winnebago*
 - *Need to streamline permit requesting policies – create to do lists, clearly define roles and responsibilities when it comes to permitting and welcoming new businesses*
- Continue to improve communication and engagement
 - » *Help eliminate siloing amongst departments by improving interdepartmental communication*
 - » *Increase Board engagement and visibility at community events*
- Modernize, expand, and evaluate Village facilities and processes

**INFRASTRUCTURE IMPROVEMENTS****ECONOMIC DEVELOPMENT AND STRATEGIC GROWTH****COMMUNITY ENGAGEMENT AND QUALITY OF LIFE****ORGANIZATIONAL DEVELOPMENT AND GOVERNANCE****INFRASTRUCTURE IMPROVEMENTS**

Aging infrastructure and outdated facilities such as Village Hall, Public Works, and the Police Department present significant challenges for the Village. Frequent issues, such as water main breaks, inadequate drainage systems, and other facilities issues, were consistently highlighted as priorities to address. Developing a comprehensive Capital Improvement Plan (CIP) was emphasized as essential to providing a clear, financially responsible, and sustainable roadmap for maintaining and expanding critical assets.

**ECONOMIC DEVELOPMENT AND STRATEGIC GROWTH**

Generating economic development across residential, commercial, and industrial sectors was identified as a key priority. Strategic growth requires a deliberate alignment of economic development initiatives with infrastructure improvements to ensure the Village is prepared to support expansion. Focus areas included revitalizing downtown through improved streetscapes, enhancing walkability by connecting bike paths and parks, and addressing blighted areas to improve the community's appeal. Winnebago Corners was highlighted as a key location with potential to become an economic hub, attracting businesses and supporting infrastructure improvements. The Village's strong school district and safe neighborhoods were noted as valuable assets for attracting families. Participants emphasized the need to balance these initiatives with fiscal responsibility to ensure sustainable growth while preserving the Village's small-town charm.

**COMMUNITY ENGAGEMENT AND QUALITY OF LIFE**

Strengthening community engagement and enhancing quality of life were identified as key priorities by participants. Many emphasized the need for more recreational activities, events, and gathering spaces, suggesting initiatives such as improving parks, hosting festivals, developing walking and biking paths, and creating public spaces to foster connections among residents and attract visitors. Collaboration with local organizations and neighboring communities was frequently highlighted as an opportunity to organize more events, work collectively to improve quality of life, and identify ways to draw more people to the Village.

**ORGANIZATIONAL DEVELOPMENT AND GOVERNANCE**

The addition of a Village Administrator has helped streamline operations, enabling the Board to focus on policy-making and strategic decision-making. The shift to a Committee of the Whole (COTW) structure has further promoted collaboration and a broader approach to governance. Participants highlighted the need to foster open communication and address departmental silos to align goals and create a unified team. Concerns about succession planning and staffing challenges emphasized the importance of professional development, competitive pay, and clear advancement pathways. Additionally, modernizing processes, updating ordinances, and adopting user-friendly technology were seen as critical for maintaining good governance.



Appendix B

Surrender or Lead Exercise

The **bolded and underlined** sections are key phrases that each group provided in response to the Surrender or Lead exercise's open-ended questions and prompts during the leadership workshop.

Group #1:

1. We want to **develop** but **do not have the monetary resources**.
2. The two most important things to focus on are **getting the people involved (competent)** and **infrastructure** because **they are essential to successful development**.
3. If it were not for **financial restrictions**, we would **enhance existing community resources and expand community-focused centers**.
4. We need to finally **enhance our communication with the community in an effective and transparent manner**.
5. **Development (commercial and residential)** will have the biggest impact on the Village in the coming 2-3 years.

Group #2:

1. We want to **grow** but **we have no plan yet**.
2. The two most important things to focus on are the **maintaining service levels** and **development** because **they will shore up the budget**.
3. If it were not for **limited funding**, we would **increase services**.
4. We need to finally **EXECUTE plans, explore spending the Village's cash reserves where it makes sense**.
5. **Planning and revenue** will have the biggest impact on the Village in the coming 2-3 years.

Group #3:

1. We want to **foster a cohesive and engaged community**, but **we need to figure out what they want**.
2. The two most important things to focus on are **communication** and **follow through** because **otherwise things won't get done**.
3. If it weren't for **financial limitations**, we could **build a Community Center and a new Village Hall**.
4. We need to finally **collaborate**.
5. **Community engagement** will have the biggest impact on the Village in the coming 2-3 years.

Strategic Priority Area Goal and Stakeholder Feedback Alignment



ECONOMIC DEVELOPMENT AND BUSINESS GROWTH

The Village of Winnebago's unique charm, strategic location, and rich history create a strong foundation for successful business and industrial districts. To support economic growth, ongoing efforts to revitalize the Village gateways and the downtown area are essential for attracting and retaining businesses. Expanding existing development projects to enhance housing and dining options can help the Village meet the diverse needs of the community and achieve Winnebago's economic goals and vitality. Additionally, strategic partnerships and targeted development incentives play a role in fostering a balanced and resilient economy.

ECONOMIC DEVELOPMENT AND BUSINESS GROWTH-RELATED GOALS DEVELOPED AT THE WORKSHOP:

- Update the Village's comprehensive plan and make necessary upgrades or changes to the Villages Unified Development Ordinance (UDO).
 - » *Reduce "Red Tape" to streamline development processes by removing unnecessary or overly burdensome steps along the development process*
 - » *Review current design standards of the UDO to ensure they are designed for desirable outcomes*
- Support growth and development for the current and future businesses, strengthening Winnebago's "business-friendly" reputation.
 - » *Utilize business recruitment strategies to attract developers and entrepreneurs to invest in the downtown area and explore incentives for businesses to locate to Winnebago*
 - » *Diversify the business mix in the Village to include more service-focused businesses such as a veterinarian and additional restaurant options that are family-friendly*
 - » *Follow up with interested businesses, help during start-up, and learn from closing businesses through an "exit interview"*
- Explore establishing a TIF District in the most appropriate regions of the Village, including the possibilities of:
 - » *Willingham Subdivision, Route 20 /Winnebago Corners, or Downtown*
- Revisit, refine, and execute the Village's overall economic development incentives.

ECONOMIC DEVELOPMENT AND BUSINESS GROWTH-ALIGNING STAKEHOLDER FEEDBACK:

- Create incentives for new business development in Winnebago.
 - » *Partner to offer regional incentives for businesses (TIF District, for example)*
 - » *Introduce a Welcome sign for the "downtown district" (lit sign advertising businesses)*
 - » *Extend the advertising of businesses past the downtown to heavily-traveled Elida Street*
- Acquire and raze the old car wash behind Town Hall, can be used for additional downtown parking.
 - » *Parking lot should consider electric vehicle charging stations*
- Diversify the business mix.
 - » *Look to gain more white-collar businesses that give students a reason to stay in Winnebago (in addition to farming)*
 - » *More grocery and shopping options (e.g., Walmart, Meijer)*
 - » *More family-friendly activities and gathering spaces (e.g., bowling alley, arcade, splash pad)*
 - » *Create a Business Welcome Packet*



INFRASTRUCTURE IMPROVEMENTS AND PUBLIC SERVICES

Proactive planning and strategic investments in the Village's water and stormwater infrastructure are essential to maintaining safety, sustainability, and reliable service delivery while supporting potential growth. Ongoing investment in street maintenance, along with the renovation of the Village Hall, Police Department, and Community Center facility, will enable the Village to adapt and plan for population and demographic changes, ensuring the Village is able to meet the evolving community needs and remain well positioned for long-term success.

INFRASTRUCTURE IMPROVEMENTS AND PUBLIC SERVICES-RELATED GOALS DEVELOPED AT THE WORKSHOP:

- Continue to focus on completing and filling the Village's Willingham subdivision.
 - » *Explore incentives such as delayed property taxes a certain number of years to new buyers or possibly waiving water hookups with the Village*
- Investigate locations and costs for a new Village Hall/Police Department/Community Center building and a Public Works wash bay.
- Examine service delivery methods and approaches.
- Develop a Capital Improvement Plan (CIP) that establishes maintenance schedules and identifies funding sources for infrastructure improvements and facility upgrades including, but not limited to:
 - » *Securing a new Village Hall/Police Department/Community Center building*
 - » *Building a Public Works garage and wash bay*
 - » *Acquiring and razing the former Bud's Automotive building downtown*
 - » *"Complete Streets" projects – stormwater drainage, pedestrian safety*
 - » *Identify potential funding sources, including revenue allocation, bonding, CDBG grant funding, establishment of a TIF District, and collaboration with regional partners*
 - » *Explore the option of a possible roundabout at Landmark Drive and Elida Street to work to improve the intersection*
- Review all beautification and upgrade needs for entryways into the Village.
 - » *Establish a Village Welcome Sign at the gateway into the Village to take advantage of the traffic off Route 20*
- Work with developers to focus on building out current Village-serviced residential and commercial developments.
- Further implementation of Village Comprehensive Water System Plan, Comprehensive Plan, and other plans.
- Examine the traffic patterns near School District properties to improve the traffic flow and create a more efficient school pick-up/drop-off process.
- Consider continuing to strategically grow the Village's boundaries through strategic annexation and pre-annexation.
 - » *Properties that are key to TIF contiguity*
 - » *Expanding North of Highway 20*
 - » *Falling in line with the current comprehensive plan or updating plan*

INFRASTRUCTURE IMPROVEMENTS AND PUBLIC SERVICES-ALIGNING STAKEHOLDER FEEDBACK:

- Upgrade the Village's water system
- Public Works Department needs a wash bay
- Improve the Village's drainage issues
- Buy or build a new Village Hall building and Police Department facility
 - » *Potentially including a designated space for community events, youth activities, more gathering space*
- Collaborate with regional partners to enhance public safety resources, infrastructure improvements, and social services without increasing the burden on the Village's budget.



COMMUNICATION AND ENGAGEMENT

Strengthening community engagement and communication were identified as key priorities by workshop participants. Requests for more community events and gathering spaces was emphasized, including initiatives such as hosting festivals, improving parks, and developing walking and biking paths. Collaboration with local organizations and neighboring communities presents an opportunity to expand event offerings, encourage volunteer participation, improve recreational amenities, and identify ways to draw more people to the Village. Additionally, streamlining communication and updating the website to ensure the Village has a unified voice will be important, both internally within the Village and to the broader region.

COMMUNICATION AND ENGAGEMENT-RELATED GOALS DEVELOPED AT THE WORKSHOP:

- Ensure the Village communicates with a unified voice and message.
 - » *Update and modernize the Village's website to be a resource hub and use social media to increase residents' awareness of Village services, events, success stories and more*
 - » *Resume offering the community newsletter by publishing quarterly*
 - » *Provide promotion and marketing of Village businesses on website with links to business pages*
 - » *Host "Meet the Board" events or Board Q&A via social media*
- Develop a branding plan that examines the Village's mission, vision, values, and other marketing and branding-related activities for any updating needs, based on community priorities.
 - » *Establish the Village's identity and future vision*
- Maintain positive relationships with all taxing bodies.
- Increase community events and engagement opportunities through strong relationships with Village partners including the Fire Department, Park District, School District, and Chamber of Commerce.
 - » *Consider adding more "one-off" volunteer opportunities that are less time commitment and more focused on the volunteer (e.g., Plant Your Town, Clean Up the Trails, Senior Yard Clean Up, etc.)*
 - » *Partner to improve communication about events, engagement opportunities, fundraising, community calendar, marketing on website and in newsletter, etc.*
 - » *Evaluate the possibility of sharing facilities, where appropriate – include exploration of regional partnerships*
 - » *Work with the Winnebago Park District to maintain all parks in the Village area and promote the parks to those outside of Winnebago*

COMMUNICATION AND ENGAGEMENT-ALIGNING STAKEHOLDER FEEDBACK:

- Coordinate and streamline communication from the Village to businesses and residents (e.g., project updates, plans for vacant properties, Board Minutes posted on Village's social media page, etc.).
 - » *Improve distribution of the Village's newsletter – not all in Village currently receive one*
 - » *Reduce complications or red tape and improve clarity about Village processes*
- Consider fresh ideas and think outside the box to increase the Board's involvement, engagement, and visibility in the community.
 - » *Host "Meet the Board" events, attend and be visible at community gatherings, and participate in volunteer initiatives*
 - » *Host live Q&A sessions via social media where Board members address public concerns and provide updates on Village projects*
- Explore the Village's mission, vision, branding, logo
 - » *Something updated and fresh that represents all that the Village offers – modern with a respect for history*
 - » *Establish the Village's identity*
 - » *Use other communities in the area as benchmarks to consider updated signage for entrances into the Village. Some examples include: Lena, Durand ("Welcome to Winnebago" or "You Are Now Entering Winnebago")*
 - » *Addition of public art or murals that depict the rich history of the Village*



ORGANIZATIONAL ADVANCEMENT

Building a strong municipal team and leadership is essential for good governance and long-term growth. A well-trained and motivated staff helps deliver services effectively and adapt to community needs. Attracting and retaining talent requires competitive pay, career growth, and a positive work environment. Improving day-to-day operations through better processes, technology, and data drive decision-making will enhance service quality. Encouraging teamwork across departments will lead to better problem-solving and coordination helping the Village create an efficient, responsive, and well-connected government that serves the community effectively.

ORGANIZATIONAL ADVANCEMENT-RELATED GOALS DEVELOPED AT THE WORKSHOP:

- Village maintains checks and balances to remain fiscally responsible, sustainable, and innovative.
 - » *Increase the Village's reserves and investigate creative, "think outside the box" funding options*
 - » *Investigate ways to replace the Grocery Tax in town – may be resolved by completion of plan*
 - » *Simplify the permitting and zoning process and make online access available*
- Develop a 5-year organizational, staffing, and processes plan for the Village to ensure it can maintain quality service levels.
 - » *Improve interdepartmental communication, consider regular staff meetings to share success stories and project updates, help eliminate siloing*
 - » *Evaluate and simplify Village processes and create a uniform manual for all employees to access*
 - » *Review staffing levels for each department and determine any new positions of need*
- Maintain or enhance the Village standards for service delivery.
- Using the Village's evaluation of staffing levels, implement staffing recommendations including considering new full-time or part-time positions where necessary.
 - » *Human Resources (HR) professional*
 - » *Position in Planning, Zoning, and Development to help streamline permitting and zoning processes*
 - » *Marketing and Communications*

ORGANIZATIONAL ADVANCEMENT-ALIGNING STAKEHOLDER FEEDBACK:

- Update the Village's payroll and HR processes, consider hiring an HR professional.
- Utilize technology to update and streamline all Village processes such as permitting, HR, etc.
 - » *Lack of follow-through with businesses that are interested in coming to Winnebago*
 - *Need to streamline permit requesting policies – create to do lists, clearly define roles and responsibilities when it comes to permitting and welcoming new businesses*
- Continue to improve communication and engagement.
 - » *Help eliminate siloing amongst departments by improving interdepartmental communication*
 - » *Increase Board engagement and visibility at community events*
- Modernize, expand, and evaluate Village facilities and processes.



Agenda Item Executive Summary

Item Name Zoning Fees Discussion Committee or Board Committee

BUDGET IMPACT

Amount:	N/A	Budgeted:	N/A
List what fund:	N/A		

EXECUTIVE SUMMARY

The Village Board is considering a proposed ordinance establishing a standardized zoning application fee schedule to support consistent processing and professional cost recovery. This initiative responds to concerns raised at the February 19, 2025 Committee of the Whole meeting regarding applicants potentially incurring substantial expenses before gaining clarity on project feasibility.

To address this concern, staff has drafted a text amendment to Article 11 of the Unified Development Ordinance (UDO) introducing a Concept Plan Review step. This early-stage, advisory review by the Village Administrator or designee helps identify potential zoning and infrastructure challenges before full site plans are prepared. Additionally, the amendment clarifies the conditions under which permits can be issued, including allowance for partial permits when feasible.

Together, the zoning fee ordinance and the proposed UDO amendment aim to streamline development processes, reduce applicant risk, and align with the Village's long-term strategic planning goals. Following discussion by the Committee of the Whole, the UDO amendment will proceed to technical review, then to a public hearing before the Zoning Board, and ultimately return to the Village Board for final consideration.

ATTACHMENTS (PLEASE LIST)

Zoning Fees Memo, Draft Zoning Application Fees Ordinance, UDO Article 11 Site Plan Redline

ACTION REQUESTED

- ☒ For Discussion Only
☐ Resolution
☒ Ordinance
☐ Motion:

MOTION:

Staff: Joseph Dienberg, Village Administrator Date: 5/7/2025



VILLAGE OF WINNEBAGO

MEMORANDUM

Prepared By:	Joey Dienberg, Village Administrator
Meeting Name:	Committee of the Whole
Meeting Date:	April 2 nd , 2025
Item Name:	Zoning Fees Discussion

Overview: During recent discussions regarding the proposed zoning application fee ordinance, a concern was raised by the committee of the whole at their February 19th meeting regarding the timing of when applicants incur costs—specifically, that applicants may be investing in zoning applications before having sufficient assurance that their project will be approved.

In response to this concern, staff has prepared a text amendment to Article 11 of the Unified Development Ordinance (UDO) that introduces a new Concept Plan Review step and clarifies how and when permits are issued relative to site plan approval. These changes are intended to provide clearer guidance to applicants, protect them from unnecessary design expenses, and create a more structured and transparent path through the Village’s development process.

How the Text Amendment Addresses the Concern: The amendment adds a Concept Plan Review section requiring early coordination with the Village Administrator or their designee prior to submitting a formal Site Plan.

This preliminary review helps identify zoning requirements, infrastructure challenges, or other issues that may require a special use permit, map amendment, or variance—before the applicant invests in fully engineered and architectural plans. The amendment also adds language clarifying that building permits will not be issued until a site plan is approved—but allows for partial permits at the discretion of the Building Official for project components unaffected by outstanding site plan issues.

Staff Recommendations and Next Steps

- 1. **Adopt the Fee Ordinance** – Staff recommends the Village Board proceed with adoption of the Zoning Application Fee Ordinance to ensure consistent application processing and recovery of professional service costs.
- 2. **Technical Staff Review** – The draft UDO text amendment will be presented with any recommendations by the Committee of the Whole to the Village’s internal technical review team (Administrator, Public Works, Building Official, Fire Chief, Engineer) at their next scheduled meeting for comment and input.
- 3. **Zoning Board Public Hearing** – Following technical review, a public hearing will be scheduled before the Zoning Board of Appeals to formally consider the text amendment to Article 11 of the UDO.
- 4. **Return to Village Board** – After the public hearing, the amendment will return to the Village Board for final consideration, accompanied by a recommendation from the Zoning Board of Appeals.

Ongoing UDO Review Process and Strategic Plan Alignment: In accordance with the Village’s upcoming Strategic Plan, Village staff—specifically the internal technical review team—will continue to review the Unified Development Ordinance section by section to ensure that it reflects modern best practices, the vision of the Village Board and supports the Village’s long-term goals. As each section is reviewed and revised:

- 1. Draft changes will be submitted to the Committee of the Whole (COW) for initial discussion and feedback.
- 2. Upon COW direction, proposed amendments will follow the same formal process as outlined above: technical review, public hearing before the Zoning Board, and final action by the Village Board.
- 3. This systematic and collaborative approach will ensure the Village’s development regulations remain responsive, efficient, and aligned with community priorities.

Conclusion: The proposed fee structure and accompanying UDO text amendment together to streamline the Village’s development process, promote transparency, and protect applicants from unnecessary costs—while ensuring that projects align with Village ordinances and infrastructure capacity. Moreover, this amendment reflects a proactive and strategic effort to modernize and improve the Village’s development tools in accordance with the Strategic Plan.

ORDINANCE NO. 2025-_____

**AN ORDINANCE ADOPTING FEES FOR ZONING APPLICATIONS AND
AUTHORIZING THE USE OF A CONSISTENT ZONING APPLICATION FORM FOR
THE VILLAGE OF WINNEBAGO, ILLINOIS**

WHEREAS, the Village of Winnebago ("Village") has established zoning and development procedures under the Village of Winnebago Unified Development Ordinance ("UDO") to promote the orderly development of land and to protect the health, safety, and welfare of its residents; and

WHEREAS, the Village desires to adopt a uniform fee schedule for zoning-related applications to ensure the Village recovers costs associated with processing, reviewing, and managing such applications; and

WHEREAS, the Village recognizes the need to maintain a standardized Zoning Application Form that reflects the requirements of the UDO and is consistent with any amendments to the Village ordinances or procedures;

NOW, THEREFORE, BE IT ORDAINED by the President and Board of Trustees of the Village of Winnebago, Illinois, as follows:

SECTION I DEFINITIONS

The following definitions apply within this Ordinance and are consistent with the Unified Development Ordinance (UDO):

- A. **Application Form:** The standardized form authorized for use by the Village for zoning-related applications as detailed in the UDO.
- B. **Appeal:** A request made by an applicant to review a decision or interpretation made by the Village’s zoning or administrative authorities. An appeal seeks reconsideration by a higher authority or body, such as the Zoning Board of Appeals, to determine whether the original decision aligns with the provisions of the UDO.
- C. **Special Use:** A use that would not be appropriate generally or without restriction throughout the zoning district but, if controlled as to number, area, location, or relation to the neighborhood, would not be detrimental to public health, safety, or general welfare.
- D. **Variance:** A variance is a modification of the requirements of the ordinance where such variance will not be contrary to the public interest and where, owing to conditions peculiar to the property, a literal enforcement of the requirements would result in unnecessary and undue hardship. The conditions and procedures under which the Zoning Board of Appeals may grant a variance is outlined within Article 15 of the UDO.
- E. **Zoning Map Amendment:** A modification to the official zoning map as maintained by the Village, altering the zoning classification of particular parcels in accordance with UDO procedures.
- F. **Planned Unit Development (PUD):** A tract of land, the development of which is approved and authorized by Village Board ordinance, and contains two (2) or more

principal buildings or has an area of two or more acres, and is developed as a single unit or under single ownership or unified control. A PUD may contain a mixture of principal uses and dwelling types and is designed specifically for the conditions on the site and to achieve a unified overall development. A PUD may not completely conform to all the regulations of the zoning district in which it is located. A PUD development should blend densities and design features with surrounding uses and may, based upon good design, combine uses not normally permitted together.

- G. **UDO:** Refers to the Village of Winnebago Unified Development Ordinance, which governs zoning, land use, and development within the Village.

SECTION II ADOPTION OF FEE SCHEDULE

The following base fees are hereby adopted for zoning applications, to be paid at the time of submission. Based on the complexity of the application and subsequent review required, in addition to the listed fees below, at the village’s sole discretion applicants may be responsible for additional professional fees incurred by the village during the application process, including but not limited to engineering, legal, or planning review fees.

- A. **Zoning Map Amendment** (Zoning Change): \$400.00 plus \$10.00 per acre or part thereof, plus any additional professional fees.
- B. **Special Use Permit:** \$450.00 plus \$20.00 per acre or part thereof, plus any additional consultant fees.
- C. **Variation:** \$350.00, plus any additional consultant fees.
- D. **Planned Unit Development (PUD):** \$450.00 plus \$20.00 per acre or part thereof, plus any additional consultant fees.
- E. **Appeal:** \$250.00, plus any additional consultant fees.
- F. **Text Amendment / Future Land Use Plan Amendment:** \$400.00, plus any additional consultant fees.

Any fees incurred for state-required reports or publications as part of the zoning procedures shall also be the responsibility of the applicant.

SECTION III FEE WAIVERS

Fee waivers may be considered by the Village for zoning applications submitted by non-profit organizations or other local taxing districts. Applicants in these categories may request a waiver of applicable fees as part of their submission. All other applicants seeking a fee waiver must apply and receive approval from the Village Corporate Authorities before submitting their application, specifying the grounds for the waiver request.

SECTION IV AUTHORIZATION AND CONSISTENCY OF ZONING APPLICATION FORM

The Village Board hereby authorizes the use of a standardized Zoning Application Form (the "Form") for all zoning applications within the Village, included as “Exhibit A”. The Form shall be maintained by the Village Administrator or his/her designee and shall include all required

information as specified in the UDO and any relevant Village ordinances, as may be amended from time to time.

The Form is authorized to be updated administratively by the Village Administrator or his/her designee to remain in compliance with current UDO standards and Village ordinances without further action by the Village Board, provided that any amendments are administrative in nature and do not materially alter the substantive requirements.

SECTION V SEVERABILITY

If any provision of this Ordinance or its application to any person or circumstance is held invalid, such invalidity shall not affect any other provision or application of this Ordinance which can be given effect without the invalid provision or application, and to this end, the provisions of this Ordinance are declared to be severable.

SECTION VI EFFECTIVE DATE

This Ordinance shall be in full force and effect from and after its passage, approval, and publication in pamphlet form as required by law.

APPROVED this _____ day of _____, 2024

Franklin J. Eubank, Jr.,
Village President

ATTEST:

Sally Jo Huggins, Village Clerk

PASSED: _____

APPROVED: _____

**PUBLISHED IN
PAMPHLET FORM:** _____

WINNEBAGO, ILLINOIS

UNIFIED DEVELOPMENT CODE

Article 11

Site Plan Review Requirements

- 1.01 Developments Subject to Site Plan Review
- 1.02 Application Requirements
- 1.03 Site Plan Review Procedure
- 1.04 Administrative Procedures

11.01 Concept Plan Review Prior to Site Plan Submission

1. Prior to submitting a formal Site Plan under this Article, applicants are encouraged to participate in a Concept Plan Review with the Village Administrator or their designee. The purpose of this review is to evaluate the general feasibility of a proposed development and determine whether additional zoning applications (e.g., zoning map amendment, special use permit, variance, or text amendment) are required prior to, or in conjunction with, Site Plan submission.
2. The Concept Plan Review process is intended to:

a) Identify early compliance issues with the Unified Development Ordinance (UDO) and Comprehensive Plan;

b) Determine whether the proposed use is permitted by right or requires additional approvals;

c) Evaluate general layout and design concepts prior to the preparation of fully engineered and architectural plans;

d) Coordinate with Village staff and external agencies regarding site access, infrastructure, drainage, circulation, and fire protection requirements;

e) Discuss potential triggers for additional professional studies, including but not limited to traffic impact studies, drainage calculations, or fire flow analysis.
3. The Concept Plan submission should include, at a minimum:

a) A sketch or illustrative layout of the proposed development;

b) A narrative describing proposed uses and objectives;

c) Estimated building footprints, height, and general layout;

d) Conceptual vehicular and pedestrian access points;

e) Preliminary utility routing and stormwater concepts;

f) Vicinity or aerial map for contextual reference.
4. The Village Administrator or their designee shall distribute the Concept Plan to relevant Village departments, including Public Works, Fire Protection, and the Village Engineer, as well as any applicable reviewing agencies. Feedback shall be coordinated internally and issued to the applicant within thirty (30) calendar days from the date of submission, unless extended by mutual agreement.
5. Comments provided during the Concept Plan Review are advisory only and shall not be construed as formal approval, nor shall they bind the Village to any future approvals. The purpose is to inform the applicant of potential requirements, deficiencies, or conflicts prior to incurring significant design costs.

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6. Based on the results of the Concept Plan Review, the Village Administrator or their designee shall advise the applicant as to:
- a) Whether the project may proceed to formal Site Plan Review;
 - b) Whether one or more zoning applications are required;
 - c) Any additional documentation or studies recommended for a complete submission.
7. This process is intended to reduce financial risk to applicants, provide predictability in the approval process, and ensure alignment with Village regulations and infrastructure capacity from the outset.

11.0111.02 Developments Subject to Site Plan Review

1. A site plan shall be submitted in the form and manner as hereinafter provided whenever there is any proposed development, redevelopment, or improvements to a parcel of land.
2. No modification or alteration in the use of land, use of buildings, or building size and structural components shall be permitted nor shall any building permit be issued until a site plan as provided above is submitted and approved. The submission and approval requirements of this Article do not apply to one or two-family dwellings in residential zoning districts; however, building permits and other alternative plan submittal requirements of Article 14 shall apply.
3. A new site plan and approval thereof shall be required before any modification, alteration or expansion of a proposed use of land, use of building, or building size and structural components is made to a previously approved site plan.

11.0211.03 Application Requirements

1. The subdivider or developer shall submit to the Village ~~Building Official ten-five (540)~~ paper copies in addition to a digital copy of the engineering plan described herein. Village may request additional copies if needed. The Village Building Official shall refer the engineering plan to the Village staff for review.
2. The plan shall be drawn to scale and shall be of sufficient clarity to indicate the nature and extent of the work proposed and shall show in detail that it will conform to the provisions of all relevant laws, ordinances, rules, and regulations.
3. The plan shall be signed and sealed by an Illinois professional engineer or a licensed architect, unless:
 - a. The change in use of land shall require an expenditure of less than five thousand dollars (\$5,000.00); or
 - b. The size of the land to be affected by the change is less than four thousand (4,000) square feet; or
 - c. The building or addition does not require a licensed architect or professional engineer under the laws of the State of Illinois in which case, the owner may sign the plan, or the Village Building Official may waive the requirement to file the plan.
4. The plan shall contain the information and meet minimum specifications as follows, unless not applicable in the opinion of the Village Building Official:
 - a. Name and address of the developer;
 - b. Name and address of the property owner;

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UNIFIED DEVELOPMENT CODE

- c. Survey information including distances with angles or bearings and north points;
- d. Map showing location of site in relation to surrounding properties and streets, including, but not limited to, properties on the opposite sides of adjoining streets;
- e. The plan scale shall be one inch equals twenty (20) feet unless prior approval of a different plan scale is given by the Village Building Official;
- f. Zoning classification of the land and the zoning classifications of adjacent lands;
- g. Existing and proposed street curb cut radii and curb cut width;
- h. Location, dimensions, and area of existing buildings, complete with the type and location of utility connections;
- i. Proposed buildings with footprint dimensions, building area in square feet, and number of stories;
- j. Distance between buildings and all property lines and between buildings;
- k. Existing and proposed contours or spot grades;
- l. Building use including, if applicable, apartments, rooming units, and estimated number of employees;
- m. Area of land in square feet;
- n. Drainage design for roof areas, parking lot, and driveways, and sump pumps, showing area for or method of disposal of surface runoff waters (surface pitch shall be shown);
- o. Location of proposed or existing streets and curbs, sidewalks, easements, and rights-of-way;
- p. Location, size, and elevation of proposed or existing sanitary sewers, storm sewers, water mains, hydrants, gas lines, underground power and communication lines, catch basins, drywells, manholes, and any other appurtenances.
- q. Location and approximate diameter of existing trees, together with their common names, the total number of trees to be planted, common names, planting depths, backfill materials, trees to be removed, and trees to remain after development. Furthermore, all proposed landscaping shall be in accordance with other landscaping requirements of this ordinance.
- r. Location, height, and type of materials used for common fences, or fences designed to screen motor vehicle lights so as to prevent illumination of residential areas;
- s. Location and size of retaining walls and the type of materials to be used in construction;
- t. Delineation of parking lots, driveways and approaches, parking areas and spaces, outside storage, rubbish and garbage areas, loading areas, and pavement surfacing and screening thereof;
- u. Directions of vehicular traffic flow to, from, and within the area, together with traffic control signs, signals, and markings;
- v. Locations, height, and type of all outside lighting including street lighting and sign lighting;
- w. Locations, size, height and overall dimensions of existing or proposed outside signs;
- x. Location of floodway/floodplain, wetlands, stormwater management and erosion control in accordance with Article 10.

- y. Additional information to be placed on the site plan beyond the requirements listed above may be required by the Village ~~Building Official~~.
5. The applicant shall complete a Development Escrow Agreement with the Village in accordance with Section 8.01.02 of this Ordinance, to ensure reimbursement of professional service expenses associated with application review

11.0311.04 Site Plan Review Procedure

After the plan is filed in conformance with this Ordinance, ~~the Village Administrator or designee Building Official~~ shall transmit for review and written comment a copy of the plan, or relevant portions thereof, to the Village Building Official, Public Works Director, Village Engineer, Win-Bur-Sew Fire Protection District Fire Chief, ~~Rock River Water Reclamation~~ Four Rivers Sanitary District and any other appropriate village staff with ten (10) working days following the filing of site plan. The Staff shall review the site plan for conformance with Village of Winnebago requirements and shall provide the Village ~~Administrator or designee Building Official~~ with written comments thereon within ten (10) working days of receipt of the plan. The Village Building Official shall either approve or deny the plan within thirty (30) days after said site plan is filed. If said plan is denied, the Village Building Official shall specify in writing the reasons for said denial, which may be cured upon the filing of amended plans, or portions thereof.

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Site plans shall be reviewed and approved by the Village Building Official after receiving approval from the Public Works Director, Village Engineer, Fire Chief, and other Village staff, and in accordance with the following:

1. Compliance of the site plan with the requirements of this ordinance.
2. The Village Building Official shall review and, if correct, approve the site plan for conformance with:
 - a. Building codes and other applicable ordinances relating to building construction;
 - b. Building setback and height requirements;
 - c. Lot area and lot coverage standards;
 - d. Required off-street parking space and dimensional standards;
 - e. Sign size and location requirements;
 - f. Landscaping, screening, and tree preservation requirements;
 - g. Additional characteristics of site design as deemed appropriate.
3. The Public Works Director and Village Engineer shall review and, if correct, approve the site plan for conformance with:
 - a. Public and private street right-of-way and width requirements;
 - b. Curb cut location and design standards;
 - c. Location of pavement and structural standards for parking areas and sidewalks;
 - d. Traffic and pedestrian circulation systems;
 - e. Any required traffic impact studies;
 - f. In conjunction with Fire Chief, any required fire flow studies;
 - g. Grading, drainage, erosion control, and floodplain requirements;
 - h. Storm sewer;
 - i. Sanitary sewer main lines and lateral connections, sanitary lift stations, water main lines, hydrants, and services.

- ~~4.~~ The Village Building Official and Public Works Director shall review and, if correct, approve the site plan for:
- a. Accessibility of fire fighting vehicles and equipment;
 - ~~j.~~~~a.~~ The provision of adequate fire hydrant locations;
 - ~~k.~~~~b.~~ Conformance with building structural standards and improvements with respect to fire codes and requirements.

~~11.04~~11.05 Administrative Procedures

The following procedures shall apply to assure compliance with the site plan:

- ~~1.~~ No departure from the approved plan shall be permitted without the express written consent of the Village Building Official, who shall first receive the concurrence of the appropriate Village officials prior to rendering a decision. The land area of a site developed pursuant to an approved plan shall not thereafter be enlarged or reduced in size, and no substantial change shall thereafter be made to any of the structures or facilities approved on the original site plan without submission of a new plan. The procedures for review and approval or disapproval of a new or revised plan shall be the same as for the initial application.
- ~~4.2.~~ A building permit shall not be issued for a project requiring Site Plan Review until the Village Building Official has approved the site plan in accordance with this Article. However, the Village Building Official may, at their discretion and with the concurrence of other appropriate Village officials, authorize partial or phased permits for specific components of the project that are unaffected by any outstanding site plan review issues, provided such work is consistent with the overall intent of the ordinance and does not preclude necessary revisions to the remaining portions of the site plan.
- ~~2.3.~~ The Village Building Official shall not issue an Occupancy Certificate in accordance with this ordinance, for a building until satisfied that the construction and development has substantially complied with the plan, these regulations and other applicable ordinances of the Village.



Agenda Item Executive Summary

Item Name UDO Driveway & Sidewalk Permit Requirements Committee or Board Committee

BUDGET IMPACT

Amount:	N/A	Budgeted:	N/A
List what fund:	N/A		

In 2019, the Village adopted the Unified Development Ordinance (UDO), which established specific standards for driveway and sidewalk construction, including setbacks, widths, and ADA-compliant sidewalk slopes. These requirements remained largely unenforced until after the 2024 construction season, when the Village implemented a formal permit process for driveway and sidewalk work. The purpose of the permit was to ensure compliance with the already-existing UDO provisions – not to introduce new regulations.

Now that the permitting and enforcement process is active, staff has encountered concerns from residents – particularly in cases where existing driveways with steep slopes do not meet sidewalk standards. These issues were anticipated in early staff discussions, which included consideration of grandfathering existing conditions, allowing exceptions in cases of hardship, and focusing the new requirements on future construction.

Staff is seeking Committee direction on whether the Village should pursue a text amendment to address these issues. If so, staff can draft proposed language and bring it before the Committee of the Whole, forward it to the Zoning Board of Appeals for a public hearing, and ultimately present it to the Village Board for final action.

Next Steps

1. May 21, 2025 – Draft text amendment reviewed by the Committee of the Whole.
2. July 1, 2025 – Public hearing held by the Zoning Board of Appeals.
3. July 2, 2025 – Final ordinance presented to the Village Board for consideration.

There have also been preliminary discussions about a potential cost-sharing or reimbursement program to help offset costs related to sidewalk compliance. This would be a secondary policy issue and could be considered at an upcoming meeting or as part of the broader sidewalk program during the 2026 budget process if the Board is interested.

ATTACHMENTS (PLEASE LIST)

UDO Driveway Requirements

ACTION REQUESTED

- ☒ For Discussion Only
- ☐ Resolution
- ☐ Ordinance
- ☐ Motion:

MOTION:

Staff: Rachel Windgassen, Administrative Assistant Date: 5/7/25

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shall be any time that a retail business is open for the sale of goods or services, or a retail, office, or industrial facility actually has employees working within, or upon, said premises, other than guards or watchmen. Lights shall be not more than fifteen (15) feet in height in residential zoning districts, and not more than thirty (30) feet in height in other zoning districts.

- b. Where lighted areas are required, lighting shall provide the following average foot-candles measured at ground level:

	Minimum	Maximum
Residential Zoning Districts	1.5	2.0
Commercial Zoning Districts	2.0	5.0
Industrial Zoning Districts	2.5	5.0

4. Lighting within any property that unnecessarily illuminates any other property, and substantially interferes with the use or enjoyment of such other property, is prohibited. All lighting on private property shall be designed using cut-off lenses as to direct light away from adjoining premises and streets. Flood and spotlights shall be shielded when necessary to prevent glare on adjoining properties or public rights-of-way, and to avoid visual interference with traffic control devices. Detailed lighting design plans and calculations shall be provided when deemed necessary by the Village Engineer and/or Director of Public Works.

9.03.06 Sidewalks

1. Sidewalks shall be provided as follows:
 - a. Sidewalks shall be required along both sides of all public streets and constructed in accordance with Village of Winnebago Standards.
 - b. Sidewalks shall be required along major roadways such as state or county routes which are within or abutting the proposed development.
 - c. Pedestrian paths may be substituted for sidewalk only upon the written approval by the Village Board, constructed in accordance with Village of Winnebago Standards, and with review and acceptance of the location and construction methods by the Village Engineer or Director of Public Works.
 - d. Sidewalks or pedestrian paths may be required by the Village through the center of blocks more than eight hundred (800) feet long, where deemed essential to provide circulation of access to schools, playgrounds, shopping centers, transportation, and other community facilities. Said sidewalk or pedestrian path shall be located within a right-of-way or easement. The location, width, and materials of construction shall be approved by the Village Engineer or Director of Public Works.
2. Sidewalk construction and specifications shall be as follows:
 - a. Sidewalks shall be located within a dedicated right-of-way or access easement. The outside edge of sidewalk shall be located 1 foot (1') from the right-of-way or property line. A median strip of grass or landscaped area, at least three feet (3') wide shall separate all sidewalks from adjacent curbs unless approved in writing by the Village Engineer or Director of Public Works.

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- b. Sidewalks shall be constructed of Portland Cement Concrete (PCC) at least five (5) feet in width and a minimum thickness of four (4) inches thick. Sidewalks shall extend continuously through driveways, maintain the appropriate cross-slope to meet ADA requirements, and the thickness of sidewalk shall increase to six (6) inches at driveway entrances.
- c. Sidewalks shall be constructed in conformance to Section 424 of the Illinois Department of Transportation (IDOT) Standard Specifications. Concrete shall be Class SI, 6 bag mix. Test cylinders shall be taken and certified compression test reports submitted to the Village Engineer or Director of Public Works. Finished surfaces of a newly constructed sidewalk shall be coated with anti-spall and curing compound as approved in writing by the Village Engineer or Director of Public Works.
- d. Aggregate base shall be provided beneath the sidewalks to a minimum four (4) inch thick compacted aggregate base with a CA-6 gradation.
- e. Where continuous sidewalks are not constructed at the same time, three (3) number 6 smooth dowel rods with expansion caps shall be installed between the previously constructed sidewalk and the sidewalk to be constructed.
- f. Where utility service lines cross a sidewalk, three (3) #4 steel reinforcing rods, evenly spaced, 8 feet in length, shall be imbedded perpendicular to each trench in the midpoint of the concrete to prevent settlement over the trenches.
- g. Sidewalks shall be constructed of longitudinal grades and cross-slopes in accordance with the requirements of the Americans with Disabilities Act. The sidewalk shall be placed at a longitudinal grade relative to the street and as approved in writing by the Village Engineer or Director of Public Works. Unless otherwise approved in writing by the Village, sidewalks shall be laid with a maximum 2 percent cross-slope, directed toward the street.
- h. Accessibility ramps shall be installed at all intersections between the street pavement and the sidewalk in accordance with Federal guidelines and requirements of accessible design. The ramp shall provide a consistent slope from the intersection of perpendicular sidewalks to the flowline of the curb and be designed to comply with the Americans with Disabilities Act. The ramp shall be constructed in accordance with the Illinois Department of Transportation and the Village of Winnebago Standards. In lieu of cast-in-place colored concrete domes to meet ADA texture requirements, a pre-fabricated, red-colored insert meeting the Village's approval may be installed wherever accessibility ramps are required.

9.04 Water Supply

All subdivisions, properties, and lots located within the limits of the Village of Winnebago, shall be provided with a connection to the Village water system. Fire hydrants shall also be installed in all subdivisions within the corporate limits, and any area receiving Village water service. The water supply system shall be designed in accordance with the terms of the most current Village Comprehensive Plan for Water and constructed under the direction of the Village of Winnebago. It shall be designed and constructed in accordance with the "Standard Specifications for Water and Sewer Main Construction in Illinois" (latest

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- a. No driveway for vehicular ingress and egress shall exceed twenty-five (25) feet in width at the right-of-way and thirty-three (33) feet in width at the roadway in residential districts.
 - b. The aforesaid measurements may be adjusted by the Director of Public Works, Village Engineer or their designated representative, when additional width is necessary to establish a turning radius large enough to accommodate large vehicles.
5. All parking facility driveways which lead to or from a public right-of-way shall provide a transition space of not less than thirty (30) feet in length from the public right-of-way to the nearest parking space, an intersecting driveway, or parking aisle along said driveway, to ensure traffic safety and circulation efficiency.

12.14 Required Setbacks

1. No parking space or portion thereof, on a lot or parcel without a building, shall be closer to a right-of-way line or access easement than the lesser of (a) the distance from the street to the established building line for properties in the same block, or (b) the front yard setback line required in the underlying zoning district. Further, any wall or fence around a parking area shall be subject to the same street setback requirements as a building or structure. Where the dedication of additional right-of-way is necessary, required parking setbacks may be calculated from the original right-of-way line; however in no case may parking be located within twenty (20) feet of the new right-of-way line.
2. No parking space or portion thereof, and/or paving for parking areas and driving aisles, on the same zoning lot as a building, on land zoned or used for residential activity, is permitted within a required front yard or side yard abutting a street. However, parking in a driveway is permitted in the front yard and side yard setbacks for any single family detached dwelling unit or any single family attached dwelling unit within a residential district, with a maximum driveway width equal to the width of the garage or twenty-five (25) feet, whichever is greater.
3. No parking space or portion thereof, parking lot, and/or paving for parking areas and driving aisles, on land zoned or used for multi-family or non-residential activity, is permitted within a required front yard, within twenty (20) feet of a side lot line, within the required side yard abutting a public street for a corner lot, or within five (5) feet of a rear lot line, except as provided for herein or when parking facilities are shared among abutting lots or parcels. Parking areas in business and manufacturing districts shall be screened from all residential and estate districts and uses, and from institutional uses.
4. Paving for a sidewalk or driveway may occur within a required front yard or side yard abutting a street.
5. Notwithstanding other requirements of this ordinance, and except for parking associated with single-family and two-family residential districts, all parking areas and driveways may be located in a required front yard, side yard, or rear yard, provided that a minimum five (5) foot setback be maintained between the parking area and the property lines, and a minimum ten (10) feet setback shall be maintained between the parking area and the street right-of-way line. The interior boundary of such parking area setback shall be defined with six (6) inch concrete curbing or other curbing

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material approved by the Village Engineer. However, in no instance shall a parking lot be located in a required buffer area.

6. No loading space or vehicle storage areas shall be closer than fifty (50) feet to any property in a residential district, unless said space is completely enclosed by a building or separated from the adjacent property by a building, or an extension of the building wall. No loading space or vehicle storage area shall be located within any area where parking is prohibited by this ordinance.
7. Within the residential zoning districts, no motor vehicle, recreational vehicle, camper, trailer, or similar vehicle shall be permitted to be parked anywhere on the lot unless said vehicle is parked upon a driveway. Said driveway and its use shall conform to all of the following standards:
 - a. The driveway shall not be wider than forty (40) percent of the width of the lot on which the driveway is located, or thirty-six (36) feet, whichever is less;
 - b. The driveway shall not cover more than forty (40) percent of the required front yard setback area;
 - c. The driveway shall be constructed in accordance with Village of Winnebago standards;
 - d. The driveway shall access an adjacent street with an appropriate curb cut as determined by the Village Engineer or his/her designee;
 - e. In all instances, no vehicle or trailer shall park so as to have any portion of said vehicle or trailer located within required front and/or side yards; and
 - f. In all instances, no vehicle shall park so as to reduce the open width of any driveway giving access to a building containing more than two (2) dwelling units, or in a structure that requires a rooming house license which restricts traffic flow to less than fourteen (14) feet.
8. Within the residential zoning districts, no motor vehicle, recreational vehicle, camper, trailer, or similar vehicle may be stored anywhere on the lot unless stored inside an enclosed building or on an approved surface constructed of materials in compliance with Village of Winnebago standards. Further access shall be provided to this storage area via an approved driveway constructed of an approved surface constructed of materials in compliance with Village of Winnebago standards. No such vehicle shall be stored in a front yard. For the purposes of this Article, "stored" shall mean "parked" without being moved for a period of thirty (30) days or more. This Article shall apply regardless of whether the vehicle is licensed, unlicensed, operable, or inoperable.

12.15 Surfacing Improvements

1. All open off-street parking areas and driveways, except those accessory to single family detached dwellings, shall be improved with a minimum of six (6) inches of compacted gravel base surfaced with concrete or hot mix asphalt.
2. Whenever any parking area has ten (10) or more parking spaces, curb improvements shall be provided for said parking area and any driveways providing access.
3. All open off-street parking areas and driveways for single family detached dwellings shall be improved with a concrete or hot mix asphalt surface.
4. The surface of off-street parking and loading areas shall be striped to define each parking space, fire lanes, and/or no parking areas.