VILLAGE OF WINNEBAGO

COMMITTEE OF THE WHOLE

September 17, 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 September 03, 2025
8. **DISCUSSION**

   a. An Ordinance Adopting Compensation Ranges for Village Employees
9. **EXECUTIVE SESSION (CLOSED SESSION) Pursuant to 5ILCS 120/2(c)**
10. **NEW BUSINESS**
11. **ADJOURNMENT**

Posted: September 17, 2025 at 3:02 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 of the Village of Winnebago was held on September 03, 2025, at 6:37 p.m. with President Franklin J. Eubank, Jr. presiding. The link for the employees and the public to attend remotely was made available through GoToMeeting.

ROLL CALL: ACKERMAN – GRAHAM – KIM - LEFEVRE – MCKINNON - SPRINGER – present

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

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. LEFEVRE to accept the minutes of August 13, 2025, and August 20, 2025, meetings as presented. Motion carried on a voice vote.
8. DISCUSSION
   a. Katie Tiede of Intergovernmental Personnel Benefits Cooperative (IPBC) explained how the Village could benefit if they joined. It appears the cost of the insurance would be less and more consistent year over year. Trustees felt it could be a good thing if our employees had their same doctors covered, etc. The Village will need to pass an ordinance at the next meeting requesting to join the cooperative.
   b. The updated Special Event Form was discussed. It is now made simpler to complete with the assistance of the Village Staff
   c. The need for storm water funding was discussed. A dedicated funding source is needed.

10. NEW BUSINESS

   The Board agreed the hours for Halloween Trick or Treating will be October 31, 2025, between 5:30 and 7:30 p.m.

9. EXECUTIVE SESSION

   A motion was made by MR. ACKERMAN, seconded by MR LEFEVRE to go into Executive (Closed) Session at 7:52 p.m. to discuss Bonus Compensation for Water Certification Obtained by Street Department Superintendent, Employee Promotion to Public Works Foreman Position Created During 2025 Budget.

   The same trustees returned to the Regular Committee of the Whole at 8:19 p.m.

11. ADJOURNMENT

   A motion was made by MR. KIM, seconded by MR. LEFEVRE to adjourn at 8:20 p.m. Motion carried on a voice vote.

UNAPPROVED

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Sally Jo Huggins, Village Clerk

Agenda Item Executive Summary

Item Name	AN ORDINANCE ADOPTING COMPENSATION RANGES FOR VILLAGE EMPLOYEES	Committee or Board	Committee

BUDGET IMPACT			
Amount:	N/A	*Budgeted:*	N/A
List what fund:	N/A		

EXECUTIVE SUMMARY

The attached ordinance establishes a formal compensation framework for all Village positions, setting consistent and sustainable salary ranges for use beginning January 1, 2026. While specific pay figures are still under review by department heads and will be finalized at a future meeting, the ordinance adopts the structural mechanisms that will guide compensation going forward.

Key provisions include:

- Minimum and maximum salary ranges for each position (figures pending).
- Annual Cost-of-Living Adjustments (COLA) tied to CPI, capped at 2.5%.
- Additional compensation for critical professional designations such as ROINC, CPA, and PE, along with stipends for other professional certifications.
- Merit bonuses (up to $2,000) for employees who reach the top of their range.
- A grandfathering provision ensuring no employee's salary is reduced due to implementation.

The ordinance is designed to control long-term personnel costs, incentivize professional development, and improve internal equity and transparency in compensation practices. It also positions the Village to remain competitive in recruiting and retaining qualified staff.

ATTACHMENTS (PLEASE LIST)

Staff Memo, Draft Ordinance

ACTION REQUESTED

☒For Discussion Only

☐Resolution

☒Ordinance

☐Motion:

MOTION: I MOVE TO APPROVE ORDINANCE 2025-__, AN ORDINANCE ADOPTING COMPENSATION RANGES FOR VILLAGE EMPLOYEES

Staff: Joey Dienberg, Village Administrator   Date: 09/17/2025

VILLAGE OF WINNEBAGO
MEMORANDUM

Prepared By:	Joseph Dienberg, Village Administrator
To:	Village Board of Trustees
Date:	September 17, 2025
Subject:	An Ordinance Adopting Compensation Ranges for Village Employees

Background

In January 2024, after several months of study and discussion, the Finance, Public Works, and Police Committees each established compensation ranges for specific positions as part of the step pay proposal. These included the Maintenance I, Maintenance II, Foreman, and Patrol Officer positions. While the Village ultimately did not adopt a step pay system, a merit-based increase scale was put into place. However, the Village at that time still recognized that relying solely on merit increases results in compounding adjustments that are not financially sustainable.

To address this challenge, the attached ordinance adopts formal salary ranges for all Village positions. These ranges provide a framework that balances competitiveness with fiscal responsibility by setting maximum ceilings, incorporating automatic CPI adjustments capped at 2.5 percent annually, and establishing clear rules for professional stipends and recognition.

Methodology

The methodology used to develop the proposed ranges varied depending on whether the positions had previously been reviewed by committee. For the Maintenance I, Maintenance II, Foreman, and Patrol Officer positions, the ranges approved through the committee process in 2023 and early 2024 were carried forward into this ordinance without modification.

For all other positions, ranges were developed administratively using three guiding principles. First, the ranges were structured to progress logically upward from the frontline positions, reflecting the natural increases in responsibility, supervisory scope, and organizational impact associated with each level. Second, existing compensation levels served as reference points to ensure the ranges align with the Village's current pay practices and maintain internal equity. Third, external comparables were reviewed to validate the ranges from a market perspective. Because of the Village's unique size, staffing model, and infrastructure profile, finding an exact match proved difficult; however, Byron was viewed as the closest comparable community given its similar population, traffic volumes, and public infrastructure responsibilities. While not identical, Byron provided a meaningful benchmark to help confirm that the Village's proposed ranges are both reasonable and competitive within the broader market.

These proposed ranges have now been shared with the respective department heads, and their feedback is pending. At this stage, the intent is to focus discussion on the framework and structure of the ordinance itself, with the specific range figures to be revisited after departmental input is received.

Key Provisions

The ordinance sets January 1, 2026, as the effective date for the adopted ranges. Beginning in 2027, the ranges will adjust annually by the CPI with a cap of 2.5 percent. Special compensation mechanisms are included to recognize critical professional designations such as Responsible Operator in Charge (ROINC), Certified Public Accountant (CPA), and Professional Engineer (PE). Additional recognition is also provided for other certifications and designations, such as Certified Municipal Treasurer, Certified Municipal Clerk, Certified Police Chief, etc., which reduce reliance on outside contractors or promote professional development.

Ther is also a provision for a Merit Bonus of 2.5 % (Max $2,000) for employees that have exceeded the range.

Grandfathering Approach

All current employees will be grandfathered into their existing pay levels and any expected increases through January 1, 2027.

Starting in 2027, if an employee's base pay is above the maximum for their position's range, their base salary will be frozen until the range catches up. During that time, they would not receive annual cost-of-living increases, or would receive a reduced adjustment, but could still earn merit bonuses.

This approach ensures no one's pay is reduced as a result of adopting the new ranges. Instead, it gradually brings any outliers back into alignment over time.

For example, if an employee is earning $72,000 while their position's range tops out at $70,000, they would keep their current pay. As the maximum range slowly increases each year, they would stay frozen at $72,000 until the range surpasses that amount—at which point they'd re-enter the normal increase cycle. Merit bonuses would still be available while their base pay is frozen, so performance continues to be recognized even if base salary growth pauses temporarily.

This prevents salaries from compounding faster than revenues, which has created sustainability concerns under the current system of annual increases.

Year	**Chart 7.1** Sample Employee							
	Min	Max	Base Salary	Base % Raise	Merit Bonus	Base Salary + Merit Bonus	Total % From Base	Current with 5% YoY
2025	$ 50,000.00	$ 70,000.00	$ 72,000.00	5.0%	$ -	$ 72,000.00	5.0%	$ 72,000.00
2026	$ 51,250.00	$ 71,750.00	$ 75,600.00	5.0%	$ -	$ 75,600.00	5.0%	$ 75,600.00
2027	$ 52,531.25	$ 73,543.75	$ 75,600.00	0.0%	$ 1,890.00	$ 77,490.00	2.5%	$ 79,380.00
2028	$ 53,844.53	$ 75,382.34	$ 75,600.00	0.0%	$ 1,890.00	$ 77,490.00	2.5%	$ 83,349.00
2029	$ 55,190.64	$ 77,266.90	$ 77,266.90	2.2%	$ 1,931.67	$ 79,198.57	4.8%	$ 87,516.45
2030	$ 56,570.41	$ 79,198.57	$ 79,198.57	2.5%	$ 1,979.96	$ 81,178.54	5.1%	$ 91,892.27
2031	$ 57,984.67	$ 81,178.54	$ 81,178.54	2.5%	$ 2,000.00	$ 83,178.54	5.0%	$ 96,486.89

Impact and Recommendation

The ordinance creates a balanced, sustainable framework for Village compensation. It ensures that pay remains competitive for attracting and retaining staff, but does so in a way that prevents unchecked growth and protects the Village's long-term fiscal health. By incentivizing employees to pursue professional certifications, the Village also reduces costs associated with outside contractors and strengthens its own internal capacity.

For these reasons, staff recommends approval of the Ordinance Adopting Compensation Ranges for Village Employees and Establishing Compensation Adjustment Mechanisms.

ORDINANCE NO. 2025-___

AN ORDINANCE ADOPTING COMPENSATION RANGES FOR VILLAGE EMPLOYEES

WHEREAS, the Village of Winnebago is committed to maintaining fair, competitive, and fiscally responsible compensation practices that ensure equity for employees across all departments; and

WHEREAS, the establishment of formal salary ranges provides a transparent framework for compensation and prevents unchecked growth in the absence of fixed caps, while ensuring flexibility to remain competitive in attracting and retaining qualified employees; and

WHEREAS, the Village recognizes that certain designations such as Responsible Operator in Charge (ROINC), Certified Public Accountant (CPA), and Professional Engineer (PE) are essential to the Village's ability to meet regulatory, financial, and operational requirements, and in the absence of such designations among staff the Village would be required to engage outside firms at substantially higher cost; and

WHEREAS, other required professional licenses and certifications provide similar value in ensuring that the Village avoids reliance on outside contractors to fulfill legal or operational obligations; and

WHEREAS, additional designations including, but not limited to, a Certified Municipal Treasurer, Certified Municipal Clerk, IEPA Water License, Police Field Training Officer (FTO), FBI National Academy Graduate, Certified Chief of Police, and ICMA Credentialed Manager (ICMA-CM), while not legally required, represent best practices, provide professional recognition, and enhance the Village's internal capacity and leadership development; and

WHEREAS, the Village Board has determined that establishing specific compensation mechanisms for such designations will reduce the Village's reliance on outside contractors, promote internal capacity, and ensure sustainability of core Village services; and

WHEREAS, the Village maintains a Personnel Policy, as amended from time to time, which governs general employment practices and procedures, and nothing in this Ordinance is intended to replace or supersede the Personnel Policy; and

WHEREAS, the Village Board has reviewed and approved the following salary ranges for fiscal year 2026, to take effect January 1, 2026;

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

SECTION I: ADOPTION OF 2026 SALARY RANGES

The following salary ranges for Village positions are hereby adopted effective January 1, 2026:

POSITION	MINIMUM HOURLY RATE	MAXIMUM HOURLY RATE	MINIMUM ANNUAL SALARY	MAXIMUM ANNUAL SALARY
Seasonal PW				
Intern				
Utility Billing Clerk I				
Maintenance I				
Administrative Assistant				
Utility Clerks II				
Assist. Deputy Clerk/Treasurer				
Maintenance II				
Police Officers				
Deputy Clerk				
Treasurer				
PW Division Foreman				
Police Sergeant				
Police Lieutenant				
Superintendent of Streets				
Public Works Director				
Police Chief				
Village Administrator				

SECTION II: COST OF LIVING ADJUSTMENTS

Beginning January 1, 2027, and each January 1 thereafter, the above salary ranges shall automatically adjust by the annual change in the Consumer Price Index, not to exceed 2.5% in any given year.

SECTION III: SPECIAL COMPENSATION MECHANISMS

A. Responsible Operator in Charge (ROINC), Certified Public Accountant (CPA), and Professional Engineer (PE): Employees who obtain and maintain designation as Responsible Operator in Charge (ROINC), Certified Public Accountant (CPA), or Professional Engineer (PE) shall be eligible for additional compensation as follows:

B. Public Works employees designated as ROINC shall receive up to a $30,000 increase to their base salary. In no case shall an employee's total salary, including stipend, exceed the established maximum salary range for the position plus $15,000 (or 7.21/hour).

C. Public Works employees serving as PE for the Village shall receive an increase of up to $15,000 to their base salary. In no case shall an employee's total salary, including stipend, exceed the established maximum salary range for the position plus $15,000 (or 7.21/hour).to be set by the Village Administrator and reported to the Village Board.

D. A Treasurer serving as a CPA for the Village shall receive up to a $20,000 increase to their base salary. In no case shall an employee's total salary, including stipend, exceed the established maximum salary range for the position plus $10,000 (or 7.21/hour).

E. Professional Licenses and Certifications:
   1. Employees who obtain and maintain other professional licenses or certifications required by law or necessary to avoid the Village's reliance on outside contractors may be recognized with additional compensation, subject to the following:
   2. The designation must be directly related to the employee's position.
   3. The additional compensation shall not exceed $10,000 annually unless expressly approved by the Village Board.
   4. Any such adjustments must be reported to the Village Board in writing.

F. Other Professional Designations (Not Required):
   1. Employees who obtain and maintain professional designations that are not legally required but provide added value to the Village shall be recognized with the following additional compensation:
   2. The Treasurer who obtains and maintains designation as a Certified Municipal Treasurer shall receive a one-time permanent increase of $1,500 to their base salary.
   3. The Deputy Clerk who obtains and maintains designation as a Certified Municipal Clerk shall receive a one-time permanent increase of $1,500 to their base salary.
   4. Public Works employees who obtain and maintain a valid Class A Commercial Driver's License (CDL), where not already required by their position description, shall receive an additional $1.50 per hour.
   5. Public Works employees who obtain and maintain a Water Operator License but are not designated as the ROINC shall receive an additional $3.00 per hour.
   6. Any supervising employee in the Public Works Department who successfully completes and maintains certification through the Illinois Public Service Institute (IPSI) shall receive an additional $1,500 annually (or the hourly equivalent calculated at 2,080 hours per year).
   7. Police Officers formally designated as Field Training Officers (FTO) shall receive an additional $1.00 per hour while actively performing FTO duties.
   8. Police Command Staff who successfully graduate from the FBI National Academy shall receive an additional $1,500 annually (or the hourly equivalent calculated at 2,184 hours per year).
   9. Any Police Chief who obtains and maintains the designation of Certified Chief of Police through the Illinois Association of Chiefs of Police shall receive an additional $1,500 annually (or the hourly equivalent calculated at 2,184 hours per year).

10. Any Village Administrator or other qualifying executive employee who obtains and maintains designation as an ICMA Credentialed Manager (ICMA-CM) shall receive an additional $1,500 annually (or the hourly equivalent calculated at 2,184 hours per year).
11. Other professional designations not specifically listed in this Section may be submitted to the Village Administrator for review and consideration of additional compensation, subject to budgetary limits and Village Board reporting requirements.

SECTION IV: MERIT BONUS

A. **Eligibility.** An employee whose base salary is at the maximum of the range established for their position under this Ordinance and, therefore, ineligible for a within-range base salary increase as outlined in section 8-4 of the Personnel Policy, shall be eligible for an annual merit bonus based on the employee's performance evaluation.

B. **Amount and Scale.** The merit bonus shall not exceed $2,000 per year and shall be calculated by applying the following percentages to the employee's annual base salary at the time of evaluation, subject to a $2,000 cap:

   a. Unacceptable: 0%; Needs Improvement: 1%; Meets Expectations: 1.5%; Performs Commendably: 2%; Exceeds Expectations: 2.5%

   These percentages align with the Village's Personnel Policy 8-4 schedule for annual increases (merit).

C. **Nature of Payment.** Merit bonuses are not part of base salary, and shall not be used to calculate future salary ranges or benefits.

D. **Employees Below Maximum.** Except for employees at range maximum, employees remain eligible for the annual increases (COLA and merit) provided in Personnel Policy 8-4, administered pursuant to that policy.

SECTION V: BASIS AND APPLICATION OF COMPENSATION RANGES

The compensation ranges set forth in this Ordinance were established by the Village Administration Team in conjunction with input from the Police and Public Works Committees in 2023. Rates were subsequently adjusted for inflation and specifically evaluated to ensure that current employees fall within the adopted ranges.

In addition, leadership and administrative roles were evaluated by the Village Administrator through a review of comparable communities, market standards, and the Village's historical approach to compensation for such positions. This evaluation ensured that pay ranges for supervisory, director-level, and administrative positions are competitive with peer municipalities while remaining consistent with the Village's budgetary capacity and past practices.

Nothing in this Ordinance shall result in a reduction or adjustment to any employee's current pay, nor shall employees be retroactively credited with stipends or increases for certifications obtained prior to the passage of this Ordinance.

SECTION VI: RELATIONSHIP TO PERSONNEL POLICY

This Ordinance is not intended to replace, supersede, or amend the Village's Personnel Policy. The Village maintains a Personnel Policy, as amended from time to time, which governs general employment practices, procedures, and benefits. Any matters not specifically addressed in this Ordinance shall be governed by the Personnel Policy.

SECTION VII: GRANDFATHERING PROVISION

A. **Grandfathering Provision Established:** All current employees of the Village are hereby grandfathered into their existing compensation levels and all anticipated increases through January 1, 2027.

B. **Limitation on Cost-of-Living Adjustments for Employees Above Range Maximum:** In the event that, as of January 1, 2027, any employee's base pay exceeds the maximum of the range established for their position under this Ordinance, such employee shall not receive the annual CPI adjustment or shall receive a reduced CPI adjustment within the established range, until their compensation falls within the established range.

C. **Preservation of Existing Base Pay:** No current employee's compensation will be lowered due to the adoption of this ordinance. This provision shall not be construed to reduce any current employee's base pay but shall serve to align compensation over time with the ranges adopted herein.

D. **Illustrative Example of Grandfathering Application:** By way of example, assume that upon adoption of this ordinance in 2025 the maximum salary for a position is $70,000, but John Doe is already earning $72,000, which exceeds the maximum range. Under this Grandfathering Provision, John Doe is permitted to retain this higher base salary and any increases through January 1, 2027. The narrative below is illustrated in Chart 7.1 Titled Sample Employee.

   On January 1, 2026, the range increases slightly to $71,750, but John Doe's salary continues at $75,600, which remains above the maximum

On January 1, 2027, the grandfathering provision takes effect. John Doe's base salary is frozen at $75,600, and he does not receive the CPI adjustment because he is above the maximum for his position. Instead, he is eligible for a merit bonus of up to 2.5% of his base salary (e.g., $1,890 in 2027), bringing his total compensation to $77,490.

As the maximum range increases by up to 2.5% annually, the gap between John Doe's frozen base salary and the maximum narrows. By 2029, the maximum increases to $77,266.90, which again exceeds his frozen salary of $75,600. At this point, John Doe is brought back into alignment with the established range, and future CPI adjustments resume on his base salary. For example, in 2029 his base salary is adjusted to $77,266.90, with merit bonuses available on top of that.

Throughout this period, John Doe remains eligible for annual merit bonuses under Section V, since such bonuses are not considered part of base salary. This ensures that while base pay may remain frozen until the adopted ranges catch up, performance recognition is still provided annually.

The final column in the chart, "Current with 5% YoY", illustrates what John Doe's salary would look like if the Village continued applying a straight 5% annual increase to base pay, without any ceiling or sustainability factor. By 2028, for example, that system would place John Doe at $83,349, compared to the capped and bonus-adjusted total of $77,490 under this Ordinance. Over time, this compounding effect creates salaries that grow faster than revenues, placing a structural burden on the Village's budget. This column underscores why the current system of unchecked year-over-year increases is unsustainable, and why adopting ranges with ceilings is necessary for long-term financial stability.

Year	**Chart 7.1** Sample Employee							
	Min	Max	Base Salary	Base % Raise	Merit Bonus	Base Salary + Merit Bonus	Total % From Base	Current with 5% YoY
2025	$ 50,000.00	$ 70,000.00	$ 72,000.00	5.0%	$ -	$ 72,000.00	5.0%	$ 72,000.00
2026	$ 51,250.00	$ 71,750.00	$ 75,600.00	5.0%	$ -	$ 75,600.00	5.0%	$ 75,600.00
2027	$ 52,531.25	$ 73,543.75	$ 75,600.00	0.0%	$ 1,890.00	$ 77,490.00	2.5%	$ 79,380.00
2028	$ 53,844.53	$ 75,382.34	$ 75,600.00	0.0%	$ 1,890.00	$ 77,490.00	2.5%	$ 83,349.00
2029	$ 55,190.64	$ 77,266.90	$ 77,266.90	2.2%	$ 1,931.67	$ 79,198.57	4.8%	$ 87,516.45
2030	$ 56,570.41	$ 79,198.57	$ 79,198.57	2.5%	$ 1,979.96	$ 81,178.54	5.1%	$ 91,892.27
2031	$ 57,984.67	$ 81,178.54	$ 81,178.54	2.5%	$ 2,000.00	$ 83,178.54	5.0%	$ 96,486.89

SECTION VIII: RANGE RESTORATION

In the event that annual Cost-of-Living Adjustments (COLA) or merit increases do not occur for any reason, including suspension or reduction of increases by the Village Administrator pursuant to Section 8-4 of the Personnel Policy due to budgetary constraints or emergency declarations, the Village shall ensure that any affected employee's base salary is restored to within the adopted salary range as soon as it is financially feasible to do so. Such restoration shall take priority once conditions permit, with the objective of maintaining alignment between employee compensation and the established ranges adopted by the Village Board. Nothing in this Section shall be construed to create a guarantee of immediate restoration during periods of fiscal hardship, but restoration shall be undertaken at the earliest practicable opportunity consistent with the Village's overall financial capacity.

SECTION VIII: SEVERABILITY

If any provision of this Ordinance shall be held invalid, such invalidity shall not affect the other provisions of this Ordinance.

SECTION IX: EFFECTIVE DATE

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