



VILLAGE OF WINNEBAGO

COMMITTEE OF THE WHOLE

December 03, 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 November 19, 2025

8. DISCUSSION

[a.](#) Highland's Development Plan

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

10. NEW BUSINESS

11. ADJOURNMENT

Posted: November 26, 2025 at 12:30 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 November 19, 2025 at 6:24 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 (remotely)- present
MCKINNON – SPRINGER - absent

Guests: Attorney Mary Gaziano, Village Administrator Joseph Dienberg, Public Works Director Chad Insko, Chief Jeff White, Assistant Deputy Clerk Rachel Windgassen, Intern Kyle Okubo, Tamra Sanders, Shannon DeWitt, and attending remotely Lieutenant Nick Haff

4. ESTABLISHMENT OF A QUORUM – A quorum was established.

5. MEETING GUIDELINES – The Board agreed Trustee LeFevre could vote and participate while at work.

A motion was made by MR. GRAHAM, seconded by MR. KIM to allow MR. LEFEVRE to fully participate while at work.

Motion carried on a voice vote.

6. PUBLIC COMMENT – Mr. DeWitt, owner of the property at 9714 Cunningham Road, explained they want

to annex to the Village. They are contiguous. They are improving the property by planting trees, etc. to make it more environmentally favorable.

7. APPROVAL OF MINUTES

a. A motion was made by MR. ACKERMAN, seconded by MR. GRAHAM to accept the minutes of the November 5, 2025 meeting as presented. Motion carried on a voice vote.

8. DISCUSSION

a. The Board discussed and agreed a resolution should be drafted opposing HB 3266 regarding TIF District Prevailing Wage legislation.

b. The Board discussed the annexation agreement for 9714 Cunningham Road. Mr. ACKERMAN noted the 2007 Comprehensive Plan included the need to expand our borders with limited agriculture (no animals) zoning. The Zoning Board voted 2 in favor and 2 opposed to the limited agriculture zoning. The Public was invited to the hearing on this question and no one attended or sent a written concern. This annexation would make no new burden to Public Works. There will be a Public Hearing December 17, 2025 at 5:55 PM about this annexation. During the Regular meeting, the Board will vote on the zoning and annexation.

c. The Lexipol Update will remain open for the next Committee of the Whole meeting.

d. The Tax Levy Ordinance for 2025 was explained and will be voted on at the December 3, 2025 Board Meeting.

e. The budget for 2026 was discussed and will now be reviewed with Department Heads and Treasurer. Approval will be in the first quarter of the year. President Eubank thanked Mr. Dienberg and staff for their great work.

9. EXECUTIVE SESSION –

a. A motion was made by MR. LEFEVRE, seconded by MR. ACKERMAN to go into Executive (Closed)

Session to discuss employment, compensation, and evaluation of employees pursuant to 5ILCS 120/2 (c)(1)) at 7:33 PM with the four Trustees, the President, the Clerk, Village Attorney Mary Gaziano, and Village Administrator Joey Dienberg present.

Motion carried on a unanimous roll call vote of those present.

The Board returned to the Committee of the Whole at 8:34PM with the same four Board members present.

10. NEW BUSINESS – No new business.

11. ADJOURNMENT

A motion was made by MR. KIM, seconded by MR. ACKERMAN to adjourn at 8:35 p.m. Motion carried on a voice vote.

UNAPPROVED

Sally Jo Huggins, Village Clerk



Agenda Item Executive Summary

Item Name HIGHLANDS DEVELOPMENT PLAN Committee or Board Committee

BUDGET IMPACT

Amount:	\$1,197,991.80	Budgeted:	N/A
List what fund:	General Fund (for roadway); Water O&M Fund (for water main)		

EXECUTIVE SUMMARY

As part of the Village's continued efforts to position the Highlands Development Area for market viability and future growth, staff recommends completing the Kasch Drive roadway and the associated water main extension. These improvements fulfill the original recorded plat and address critical infrastructure deficiencies that have inhibited development since the Village acquired the property via the 2021 Mantle Settlement.

The lack of a completed roadway and utility access has made it impractical for prospective developers to justify investment, despite past marketing efforts. The proposed infrastructure improvements include full construction of Kasch Drive and a 1,300-foot segment of 12-inch water main, both of which are critical components of the Village's north-end water system loop.

This loop is essential for maintaining system pressure, ensuring fire protection capacity, and preventing substandard flows under both normal and emergency scenarios. The Highlands area is identified as a future growth zone, and this improvement directly addresses system vulnerabilities projected for the north side of the Village.

Fehr Graham's Engineer's Opinion of Probable Cost (dated April 3, 2025) places the total cost at \$1,197,991.80, which includes construction, a 15% contingency, and engineering fees. The scope is limited to the roadway and water main within the Kasch Drive alignment; no multifamily or off-corridor infrastructure is included. Staff seeks Board direction to include this project as a standalone capital item in the CY2026 budget. No construction or contract approval will occur until after the budget process and separate Board action.

ATTACHMENTS (PLEASE LIST)

Staff Memo, Fehr Graham EOPC (April 3, 2025), Draft Plat

ACTION REQUESTED

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

MOTION:

Staff: Joseph Dienberg, Village Administrator Date: 12/3/2025
Chad Insko, Director of Public Works



VILLAGE OF WINNEBAGO

MEMORANDUM

Prepared By: Joseph Dienberg, Village Administrator

To: Committee of the Whole

Date: December 3, 2025

Subject: Highland’s Development Plan

Background

One of the Village’s Long-Term Complex goals in the Strategic Plan is to Support growth and development for the current and future businesses. Through the 2021 Mantle Settlement, the Village became the owner of the remaining parcels within the Highlands Development Area after the previous developer did not complete the required public improvements. One of the key unfinished components is Kasch Drive, which was platted and partially constructed but never completed.

Because the Village is a non-home-rule municipality, all property must be sold for at least 80 percent of the appraised value. In the absence of a completed roadway and basic utility access, interested buyers have been unable to justify the additional cost of constructing these improvements privately, resulting in limited development activity despite prior marketing efforts.

To position the Highlands Development Area for build-ready conditions and meet the intent of the recorded plat, staff recommends completing Kasch Drive and the associated water main extension running with that roadway segment.

Critical Importance of Completing the Water Main Loop (North End)

The water main loop in the Highlands Development Area is a critical north-end system improvement, not simply a localized project. Findings from the Comprehensive Water Report emphasize the following:

- 1. Looping dramatically stabilizes pressure and improves redundancy. Model results show that looping nearly eliminates substandard nodes under normal and emergency conditions, improving overall north-end reliability.

2. The Highlands Development Area is an identified future growth zone requiring looping.
The water model explicitly states that growth areas must be looped to avoid system-wide pressure and flow problems. The Highlands area is one of those locations.
3. Future modeling shows north-end vulnerability without this improvement.
Under projected demand conditions, the north side is among the first areas to develop widespread substandard fire flows if planned mains are not connected. The Highlands loop directly addresses that risk.

This loop is essential for system performance, fire protection, and long-term capacity on the north end of the Village.

Budget Direction for CY2026 (Revised With Kasch EOPC)

Staff requests Board direction to incorporate the Kasch Drive Extension into the CY2026 Budget as a standalone capital item. Fehr Graham’s updated Engineer’s Opinion of Probable Cost (EOPC), dated April 3, 2025, estimates the total project cost at \$1,197,991.80, which includes construction, a 15% contingency, and both design and construction engineering fees.

The proposed scope includes only the improvements located within the Kasch corridor, specifically:

1. Roadway Construction – Kasch Drive Completion: Funded through the General Fund

- Final grading and roadway excavation
- Aggregate base courses (9”, 7”, 5”, and 3” as designed)
- HMA binder and surface courses
- Curb and gutter installation
- Storm sewer installation and curb inlets
- One flared end section
- Site restoration

2. Water Main Installation Along Kasch: Funded through the Water O&M Fund

- 1,300 LF of 12-inch PVC water main (C909)
- Two 12-inch gate valves with boxes
- Two fire hydrants with auxiliary valves
- One connection to the existing 10-inch main
- One connection to the existing 12-inch main

These utility components are part of the planned water main loop serving the north-end system and are included solely because they fall within the Kasch Drive alignment.

No additional infrastructure in the Highlands Development Area—including all improvements associated with the multifamily parcels—is included in this proposal or in the EOPC.

Incorporating these costs into the CY2026 budget will allow the Village to complete the roadway as platted, establish the north-end loop connection, and begin to position the Highlands Development Area for realistic market activity.

If the Board provides direction to proceed, staff will explore the feasibility of constructing the water main portion of the project in-house using Public Works crews. Similar to recent projects, including the Goodling Street loop and the Clayton Court loop, self-performed installation has proven to significantly reduce overall project costs by avoiding contractor mobilization premiums and overhead, eliminating markup on labor, and allowing tighter control over sequencing and restoration. Based on these prior results, in-house construction is expected to materially reduce the Engineer's Opinion of Probable Cost for the Kasch water main installation. Pursuing this option would also require timely procurement of materials to prevent anticipated tariff-driven price increases in 2026. Staff would target the December 17 Board agenda for approval of material purchases, enabling the Village to lock in pricing ahead of expected market escalations and preserve the cost savings associated with an in-house approach.

Next Steps

If the Board concurs:

1. Staff will incorporate these items in upcoming CY2026 budget drafts.
2. Fehr Graham will update engineering cost estimates for accuracy.
3. Following budget adoption, staff will bring a construction authorization and bid package to the Board.
4. A coordinated marketing and updated appraisal plan will be prepared as infrastructure advances.



ENGINEERS OPINION OF PROBABLE COST
Highlands Subdivision Public Infrastructure Improvements
PROJECT NO. 25-125 DATE: 4/3/2025

NO.	ITEM DESCRIPTION	QUANTITY	UNIT	UNIT PRICE	TOTAL
Kasch Drive Extension					\$ 913,800.00
1	Earth Excavation (Stockpile)	20000	CY	\$ 8.00	\$ 160,000.00
	Earth Excavation (Roadway and Path)	3100	CY	\$ 20.00	\$ 62,000.00
2	Aggregate Base Course, Type B, 9" (CA-2)	4800	SY	\$ 12.00	\$ 57,600.00
3	Aggregate Base Course, Type B, 7" (CA-2)	1550	SY	\$ 15.00	\$ 23,250.00
4	Aggregate Base Course, Type B, 5" (CA-6)	4000	SY	\$ 12.00	\$ 48,000.00
5	Aggregate Base Course, Type B, 3" (CA-6)	1550	SY	\$ 10.00	\$ 15,500.00
6	HMA Binder Course, IL-19.0, N50, 2"	450	TON	\$ 90.00	\$ 40,500.00
7	HMA Binder Course, IL-19.0, N50, 2.5"	200	TON	\$ 90.00	\$ 18,000.00
8	HMA Surface Course, Mix "D", N50, 2"	450	TON	\$ 90.00	\$ 40,500.00
9	HMA Surface Course, Mix "D", N50, 1.5"	120	TON	\$ 90.00	\$ 10,800.00
10	PCC Curb and Gutter, Type B6.24	2200	LF	\$ 40.00	\$ 88,000.00
11	PVC Storm Sewer, 18"	260	LF	\$ 80.00	\$ 20,800.00
12	Curb Inlet, Special	2	EA	\$ 5,000.00	\$ 10,000.00
13	Flared End Section, 18"	1	EA	\$ 2,000.00	\$ 2,000.00
14	PVC Sanitary Sewer, SDR-26, 8"	720	LF	\$ 130.00	\$ 93,600.00
15	Core Existing Sanitary Manhole, 8"	1	EA	\$ 750.00	\$ 750.00
16	PVC Water Main, C909, 12"	1300	LF	\$ 125.00	\$ 162,500.00
17	Gate Valve and Valve Box, 12"	2	EA	\$ 9,000.00	\$ 18,000.00
18	Fire Hydrant and Auxillary Valve	2	EA	\$ 10,000.00	\$ 20,000.00
19	Connect to Existing 10" Water Main	1	EA	\$ 10,000.00	\$ 10,000.00
20	Connect to Existing 12" Water Main	1	EA	\$ 12,000.00	\$ 12,000.00

SUBTOTAL		\$ 913,800.00
CONSTRUCTION CONTINGENCY (15%)		\$ 137,070.00
TOTAL ESTIMATED CONSTRUCTION COST		\$ 1,050,870.00
DESIGN ENGINEERING FEES (7%)		\$ 73,560.90
CONSTRUCTION ENGINEERING FEES (7%)		\$ 73,560.90
TOTAL PROBABLE PROJECT COST		\$ 1,197,991.80

FINAL PLAT NO. 3

WINNEBAGO HIGHLANDS

BEING A SUBDIVISION OF PART OF THE NORTH HALF OF THE NORTHWEST QUARTER
OF SECTION 9, TOWNSHIP 26 NORTH, RANGE 11 EAST OF THE FOURTH PRINCIPAL MERIDIAN
VILLAGE OF WINNEBAGO, WINNEBAGO COUNTY, ILLINOIS

SURVEYOR

I HEREBY CERTIFY THAT, AT THE REQUEST OF THE OWNERS, I HAVE SURVEYED AND SUBDIVIDED ACCORDING TO THE ATTACHED FINAL PLAT NO. 3 WINNEBAGO HIGHLANDS, BEING A PART OF THE NORTH HALF OF THE NORTHWEST QUARTER OF SECTION 9, TOWNSHIP 26 NORTH, RANGE 11 EAST OF THE FOURTH PRINCIPAL MERIDIAN, VILLAGE OF WINNEBAGO, WINNEBAGO COUNTY, ILLINOIS, BOUNDED AND DESCRIBED AS FOLLOWS:

BLOCKS TWO (2), THREE (3), FOUR (4), AND NINETEEN (19) AS DESIGNATED UPON THE PLAT OF CANAL TRUSTEE'S ADDITION TO THE TOWN OF WINNEBAGO, THE PLAT OF WHICH ADDITION IS RECORDED IN BOOK 32 OF DEEDS ON PAGES 320 AND 321 IN THE RECORDER'S OFFICE OF WINNEBAGO COUNTY, ILLINOIS, ALSO, SO MUCH OF GOODLING STREET WHICH LIES NORTH OF THIRD NORTH STREET AND SOUTH OF NORTH LINE OF BLOCKS TWO (2) AND THREE (3) IN SAID ADDITION WHICH WAS VACATED BY AN ACT OF THE GENERAL ASSEMBLY OF THE STATE OF ILLINOIS, EXCEPTING THEREFROM PART OF BLOCK NINETEEN (19) AND PART OF GOODLING STREET (VACATED BY AN ACT OF THE GENERAL ASSEMBLY OF THE STATE OF ILLINOIS), AS DESIGNATED UPON THE PLAT OF CANAL TRUSTEE'S ADDITION TO THE TOWN OF WINNEBAGO, THE PLAT OF WHICH ADDITION IS RECORDED IN BOOK 32 OF DEEDS ON PAGES 320 AND 321 IN THE RECORDER'S OFFICE OF WINNEBAGO COUNTY, ILLINOIS, BOUNDED AND DESCRIBED AS FOLLOWS, TO-WIT: BEGINNING AT THE SOUTHEAST CORNER OF BLOCK EIGHTEEN (18) AS DESIGNATED UPON SAID PLAT (ALSO BEING THE WEST RIGHT OF WAY LINE OF GOODLING STREET); THENCE NORTH 00 DEGREES 06 MINUTES 27 SECONDS EAST, ALONG SAID WEST RIGHT OF WAY LINE, A DISTANCE OF 436.35 FEET; THENCE NORTH 89 DEGREES 58 MINUTES 51 SECONDS EAST PARALLEL WITH THE NORTH RIGHT OF WAY LINE OF THIRD NORTH STREET, A DISTANCE OF 299.04 FEET; THENCE SOUTH 00 DEGREES 01 MINUTES 09 SECONDS EAST, A DISTANCE OF 436.35 FEET TO THE NORTH RIGHT OF WAY LINE OF THIRD NORTH STREET; THENCE SOUTH 89 DEGREES 58 MINUTES 51 SECONDS WEST ALONG SAID NORTH RIGHT OF WAY LINE, A DISTANCE OF 300.00 FEET TO THE PLACE OF BEGINNING; ALSO EXCEPTING THEREFROM THE FINAL PLAT NO. 1 WINNEBAGO HIGHLANDS, BEING A SUBDIVISION OF PART OF THE NORTH HALF (1/2) OF THE NORTHWEST QUARTER (1/4) OF SECTION 9, TOWNSHIP 26 NORTH, RANGE 11 EAST OF THE FOURTH PRINCIPAL MERIDIAN, THE PLAT OF WHICH IS RECORDED IN BOOK 47 OF PLATS ON PAGE 122 IN THE RECORDER'S OFFICE OF WINNEBAGO COUNTY, ILLINOIS; FURTHER EXCEPTING THEREFROM FINAL PLAT NO. 2 WINNEBAGO HIGHLANDS, BEING A SUBDIVISION OF PART OF THE NORTH HALF (1/2) OF THE NORTHWEST QUARTER (1/4) OF SECTION 9, TOWNSHIP 26 NORTH, RANGE 11 EAST OF THE FOURTH PRINCIPAL MERIDIAN, THE PLAT OF WHICH IS RECORDED IN BOOK 47 OF PLATS ON PAGE 167 IN THE RECORDER'S OFFICE OF WINNEBAGO COUNTY, ILLINOIS; FURTHER EXCEPTING THEREFROM WINNEBAGO HIGHLANDS CONDOMINIUMS AS DELINEATED ON A SURVEY OF CERTAIN LOTS, OR PARTS THEREOF, IN THE FINAL PLAT NO. 2 WINNEBAGO HIGHLANDS, THE PLAT OF WHICH SUBDIVISION IS RECORDED IN BOOK 47 OF PLATS ON PAGE 167 IN THE RECORDER'S OFFICE OF WINNEBAGO COUNTY, ILLINOIS; AND/OR PART OF THE NORTHWEST QUARTER (1/4) OF SECTION 9, TOWNSHIP 26 NORTH, RANGE 11 EAST OF THE FOURTH PRINCIPAL MERIDIAN, WHICH SURVEY IS ATTACHED AS EXHIBIT "B" TO THE DECLARATION OF CONDOMINIUM RECORDED AS DOCUMENT NO. 0661461, WHICH CAN BE AMENDED FROM TIME TO TIME, TOGETHER WITH ITS UNDIVIDED PERCENTAGE INTEREST IN THE COMMON ELEMENTS; FURTHER EXCEPTING THEREFROM THE FINAL PLAT CROSSROADS SUBDIVISION, BEING A PART OF THE NORTH HALF (1/2) OF THE NORTHWEST QUARTER (1/4) OF SECTION 9, TOWNSHIP 26 NORTH, RANGE 11 EAST OF THE FOURTH PRINCIPAL MERIDIAN AND BEING A PART OF BLOCKS 2 AND 19 OF CANAL TRUSTEE'S ADDITION TO THE TOWN OF WINNEBAGO, THE PLAT OF WHICH FIRST NAMED SUBDIVISION IS RECORDED IN BOOK 49 OF PLATS ON PAGE 165A IN THE RECORDER'S OFFICE OF WINNEBAGO COUNTY, ILLINOIS; ALL BEING SITUATED IN THE COUNTY OF WINNEBAGO AND THE STATE OF ILLINOIS.

DIMENSIONS ARE GIVEN IN FEET AND DECIMAL OF A FOOT. DIMENSIONS ALONG CURVED LINES REPRESENT A CHORD MEASUREMENT MEASURED PIN TO PIN. IRON PINS 3/4 INCH IN DIAMETER AND 4 FEET LONG HAVE BEEN FOUND AT ALL POINTS MARKED ON THE PLAT WITH A SOLID DOT AND IRON PINS 5/8 INCH IN DIAMETER AND 3 FEET LONG HAVE BEEN FOUND OR SET AT ALL OTHER LOT CORNERS.

I HEREBY CERTIFY THAT ALL OF THIS FINAL PLAT NO. 3 WINNEBAGO HIGHLANDS IS LOCATED WITHIN THE INCORPORATED VILLAGE OF WINNEBAGO, ILLINOIS.

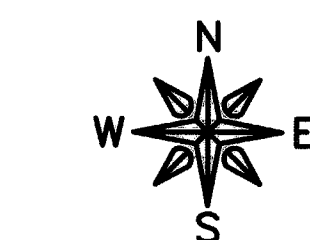
I FURTHER CERTIFY THAT THIS FINAL PLAT NO. 3 WINNEBAGO HIGHLANDS IS LOCATED WITHIN ZONE X (AREAS DETERMINED TO BE OUTSIDE THE 0.2% ANNUAL CHANCE FLOODPLAIN) AS SHOWN ON FIRM MAP NO. 17201C0238D HAVING AN EFFECTIVE DATE OF SEPTEMBER 6, 2006.

GIVEN UNDER MY HAND AND SEAL THIS 19TH DAY OF FEBRUARY, A.D. 2023.

NICHOLAS A. GRINDEY, ILLINOIS PROFESSIONAL LAND SURVEYOR NO. 35-3802
CURRENT EXPIRATION DATE: NOVEMBER 30, 2024

NOTE:

BUILDING SETBACK LINES FROM STREET, SIDE YARD, AND REAR YARD SHALL BE ESTABLISHED BY VILLAGE OF WINNEBAGO ZONING AND BUILDING CODE PRIOR TO ANY CONSTRUCTION. THE BUILDING SETBACK LINES SHOWN WERE ESTABLISHED FROM THE CURRENT ZONING REQUIREMENTS FOR THE GENERAL INDUSTRIAL DISTRICT.



60 0 60 FEET
GRAPHIC SCALE IN FEET
NAD83 IL WEST ZONE - GRID

FEHR GRAHAM
ENGINEERING & ENVIRONMENTAL
ILLINOIS DESIGN FIRM NO. 184-003825

ILLINOIS
IOWA
WISCONSIN

101 W STEPHENSON ST. FREEPORT, IL 61032 P:815.235.7643

VILLAGE OF WINNEBAGO

DATE: 02/14/2023
FIELD WORK COMPLETED: 11/21/2022
FIELD: DLL DRAWN: NAG QA/QC: _____

JOB NUMBER:
22-1168

SHEET NUMBER:
1 of 2

