VILLAGE OF WINNEBAGO

COMMITTEE OF THE WHOLE

March 18, 2026 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**
   Each speaker is limited to three (3) minutes. A maximum of thirty (30) minutes shall be generally allowed for public comment at each meeting.
7. **APPROVAL OF MINUTES**
   a. Approval of Committee of the Whole Meeting Minutes from March 4, 2026
8. **DISCUSSION**
   a. Discussion Regarding Zoning History and Proposed Text Amendment for Light Industrial District
   b. Economic Development Tools and Strategy Review Discussion
   c. Ordinance No. 234 (Coin-Operated Machine Licensing) Discussion
9. **EXECUTIVE SESSION (CLOSED SESSION) Pursuant to 5ILCS 120/2(c)**
10. **NEW BUSINESS**
11. **ADJOURNMENT**

Posted: March 13, 2026 at 2:30 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 March 04, 2026, at 7:10 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
PRESENT: ACKERMAN – GRAHAM – KIM – MCKINNON - SPRINGER
ABSENT: LEFEVRE

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

4. ESTABLISHMENT OF A QUORUM – A quorum was established.
5. MEETING GUIDELINES - No trustee attended remotely.
6. PUBLIC COMMENT – No one requested the opportunity to address the Board.
7. APPROVAL OF MINUTES
   a. A motion was made by MR. KIM, seconded by MR. GRAHAM to accept the minutes of the February 18, 2026, meeting as presented. Motion carried on a voice vote.
8. DISCUSSION
   a. Administrator Dienberg explained the Capital Improvement Plan Concept; the setting aside funds for specific purposes. It is the plan to implement this with the next budget cycle for 2027. It was suggested the concept status could be added to the Board Briefs. The Board felt this to be a good concept and should move forward.
   b. Sale of Village owned property is to be discussed in Executive Session.

10. NEW BUSINESS

MR. ACKERMAN noted there is interest in a dog park. Mr. Dienberg will look into the matter..

9. EXECUTIVE SESSION pursuant to 5ILCS 120/2(c) (6)

A motion was made by MR. GRAHAM, seconded by MR. SPRINGER to go into Executive (Closed) Session at 7:30 p.m. pursuant to 5ILCS 120/2(c)(6). Motion carried on a unanimous roll call vote.

The Board returned with the same five trustees present to the Committee of the Whole at 7:51 p.m.

Mr. Graham asked for an update on the coffee shop and was told it is progressing slowly because of illness.

11. ADJOURNMENT

A motion was made by MR. GRAHAM, seconded by MR. ACKERMAN to adjourn at 7:52 p.m. Motion carried on a voice vote.

UNAPPROVED

____
Sally Jo Huggins, Village Clerk

Agenda Item Executive Summary

Item Name	Discussion Regarding Zoning History and Proposed Text Amendment for Light Industrial District	Committee or Board	Committee

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

EXECUTIVE SUMMARY

Staff is providing background regarding a zoning issue at 102 N. Elida Street, the recently vacated Angel Treasures building. The property was rezoned from General Business to Light Industrial through Ordinance 97-07, though a copy of that ordinance has not yet been located in Village or consultant records.

The Light Industrial district has not materially changed since its creation, and office-type uses are not currently listed as permitted principal uses. However, historical notes suggest the building was originally intended to include both light industrial activity and leased office space, and it has functioned in that manner for many years.

A prospective tenant has expressed interest in operating a health and wellness consulting business at the property, which would not currently be permitted in the district, however, is already existing. To address this inconsistency and prevent similar issues in the future, staff recommends consideration of a text amendment to Section 6.07.02(3) of the Unified Development Ordinance to allow uses permitted in the General Business District within the Light Industrial District.

ATTACHMENTS (PLEASE LIST)

Staff Memo, Historic Zoning Notes

ACTION REQUESTED

☒For Discussion Only

☐Resolution

☐Ordinance

☐Motion:

MOTION:

Staff: Joseph Dienberg, Village Administrator   Date: 3/18/2026

VILLAGE OF WINNEBAGO

MEMORANDUM

Prepared By:	Joseph Dienberg, Village Administrator
To:	President and Board of Trustees
Date:	March 18, 2026
Subject:	Discussion Regarding Zoning History and Proposed Text Amendment for Light Industrial District

Staff would like to provide background and context regarding a zoning issue that has recently come to light at 102 N. Elida Street, the recently vacated Angel Treasures building owned by Phil Whitehead.

The zoning history of this property dates back several decades. In 1994, Ordinance 94-04 established the Light Industrial zoning district, and Ordinance 97-07 subsequently changed the zoning of this property from General Business to Light Industrial. At this time, staff has not been able to locate a copy of Ordinance 97-07 within the Village's historical files. Attorney Gaziano is continuing to review her archives to determine if a copy exists there, and Fehr Graham has also reviewed their records but did not identify the ordinance.

The permitted uses within the Light Industrial district have otherwise remained unchanged since the district was created and were carried forward into the current Unified Development Ordinance. Under the existing ordinance language, office-type uses are not listed as permitted principal uses within the Light Industrial district.

During staff review of historical materials, we located handwritten notes believed to be from then-Chairman Charles VanSickle, indicating that Mr. Whitehead's original intent for the building was to operate light industrial uses on part of the property while leasing office space on the remainder of the building. In practice, the building has functioned in that manner for many years, including the operation of a flower shop and Angel Treasures in recent years.

A prospective tenant has now expressed interest in occupying the space with a health and wellness consulting type business. Based on the current ordinance language, that use would technically not be permitted within the Light Industrial district.

Because the ordinance language governing the Light Industrial district has not materially changed since its creation, this situation appears to represent a long-standing inconsistency between the written ordinance and the historical use of the property, rather than a recent regulatory change. To address this issue more broadly and avoid similar conflicts in the future, staff recommends consideration of a targeted text amendment to Section 6.07.02(3) – Permitted Uses in the Light Industrial District. The proposed text amendments to the Unified Development Ordinance are as follows:

3. Permitted Uses - Unless Otherwise provided in this ordinance, no building or land may be used, and no building may be erected, converted, enlarged or structurally altered in the Light Industrial District except for uses permitted in Section 6.06.01 (District No. 3 – General Business District), together with one or more of the following uses:

a. Any production, processing, servicing, testing, repair, or storage of materials, goods, or products.
b. Wholesaling and warehousing.
c. Public and community service uses, as follows:
    i. Bus terminals, bus garages, and bus lots;
    ii. Electric substations;
    iii. Fire Stations;
    iv. Municipal or privately-owned recreation buildings or community centers;
    v. Parks and recreation areas;
    vi. Police Stations;
    vii. Radio and television stations;
    viii. Telephone Exchanges;
    ix. Water filtration plants;
    x. Water pumping stations; and
    xi. Water reservoirs.

**Text in blue is new language, text in ~~red strikethrough~~ is deleted language, and text in black is existing language*

3/24/97 Zone Bd.

Bolhous Bright Emmert Jhoon Rankin VS Wheeler

1. Applicat for rezoning propty at 102 N Elida St.

(not Zone 4, indl)

Phil + Wendell Whitehead: aft. discuss, request for light ind. I

Zone for genl bus. (Sketch of bldg., propty outline.

True Cut Machine Shop: outgrown present place

steel + aluminum – wk w/ sm. lathes (2 now.) – 6-8 employees

nothg stored, heard, smelled, etc, outside / bldg.

Prior use, Aspall town (not super fund probs)

(To use shop area; could lease out office

space (some now finished, some unfinished).

All storage inside. Hope to air condition

VS outlined / process: publ Ap 2, for public

hrg, hope for May mtg of vill. bd.

Jhoon move. Wed 2nd – public hrg (Ap 28 7:30)

zong chg from gen'l bus. to lt ind.

E J B VS W unan.

1. VS: A+A. Construction (N. Benton next to / vill. pk.)
vehicles parked over sidewalk, etc. Dirt stored
behind bldg. Should talk to them + also send a letter.

2. Whip Crossings – more activity – closer to a deal.
We zoned dist 3, bus.; a gas sta. would need a special permitted use.

adj.

8:30

Village of Winnebago
PLANNING AND ZONING COMMISSION

108 West Main Street, P.O.Box 557 ▪ Winnebago, Illinois 61088 ▪ Tel 815.335.2020 Fax 815.335.7533

April 30, 1997

Village of Winnebago
Board of Trustoos
108 W. Main St.
P.O. Box 557
Winnebago, IL 61088

Dear Trustees:

The Winnebago Planning & Zoning Commission held a public hearing at 7:30 P.M. on Monday, April 28, 1997 in the Winnebago Village Board Room at 108 West Main St., Winnebago, IL, to hear comments concerning the re-zoning of:

> Property at 102 N. Elida Street now zoned District #3 - "General Business District". Requested to be re-zoned to District #5 - "Light Industrial District" for the operation of a CNC machining business.
> Petitioners: Phil & Wendell Whitehead

No comments or objections were heard from the public.

At the scheduled meeting following the public hearing the "Zoning Commission" voted to re-zone the above property District #5 "Light Industrial". (All members present voting yes).

At your next scheduled meeting (May 12, 1997), please take appropriate action to authorize an ordinance for this zoning change.

In other action the Zoning Board acted on:

* Issued a special permitted usage in District #3 at 209 W. Main Street for "Storage & Truck Transport Activities" to Mr. Mark Hubbart.

* Laid over the application for a special permit at 103 N. Benton Street. Reason - applicant not in attendance.

Village of Winnebago
Board of Trustees
Page 2
April 30, 1997

If you have questions concerning the above items, please contact the Planning & Zoning Commission.

Respectfully,

Charles R. Van Sickle
Chairman
Winnebago Planning & Zoning Commission

Agenda Item Executive Summary

Item Name	Economic Development Tools and Strategy Review Discussion	Committee or Board	Committee

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

EXECUTIVE SUMMARY

At the October 15, 2025 Committee of the Whole meeting, the Village Board received an overview of Tax Increment Financing (TIF) and related redevelopment tools.

The memo outlines how tools such as Tax Increment Financing (TIF) and Business Districts function and examines their potential applicability to several areas of the Village, including Winnebago Highlands, Winnebago Corners, the downtown area, and the Willingham subdivision.

The analysis highlights the relationship between infrastructure capacity and development potential, and discusses the advantages, limitations, and policy tradeoffs associated with each economic development tool. Particular attention is given to how these tools could support infrastructure improvements, redevelopment activity, or corridor investment while maintaining fiscal responsibility and community character.

Specifically, staff is seeking guidance on the following items:

- Whether the Village should pursue the potential establishment of a TIF district, a Business Development District, both tools, or neither at this time.
- Which geographic areas of the Village the Board believes should be the highest priority for evaluation under each tool. This direction will allow staff and any retained consultant to focus eligibility analysis on the areas most aligned with Board priorities.
- Whether there are areas of the Village where the Board prefers development to occur through natural market conditions without the use of financial incentive tools.

If the Board expresses interest in further evaluation, staff recommends engaging legal and economic development professionals to conduct eligibility analyses and advise the Village on statutory requirements and potential implementation strategies.

ATTACHMENTS (PLEASE LIST)

Staff Memo

ACTION REQUESTED

☒For Discussion Only

☐Resolution

☐Ordinance

☐Motion:

MOTION:

Staff:	Joseph Dienberg, Village Administrator	Date:	3/18/2026

VILLAGE OF WINNEBAGO

MEMORANDUM

Prepared By:	Joseph Dienberg
To:	Village President and Board of Trustees
Date:	March 18, 2026
Subject:	Economic Development Tools and Strategy Review Discussion

Background: At the October 15, 2025 Committee of the Whole meeting, the Board received an overview of Tax Increment Financing from Attorney Gino Galluzzo, including how TIF districts are established, how increment is generated, and the statutory requirements under Illinois law.

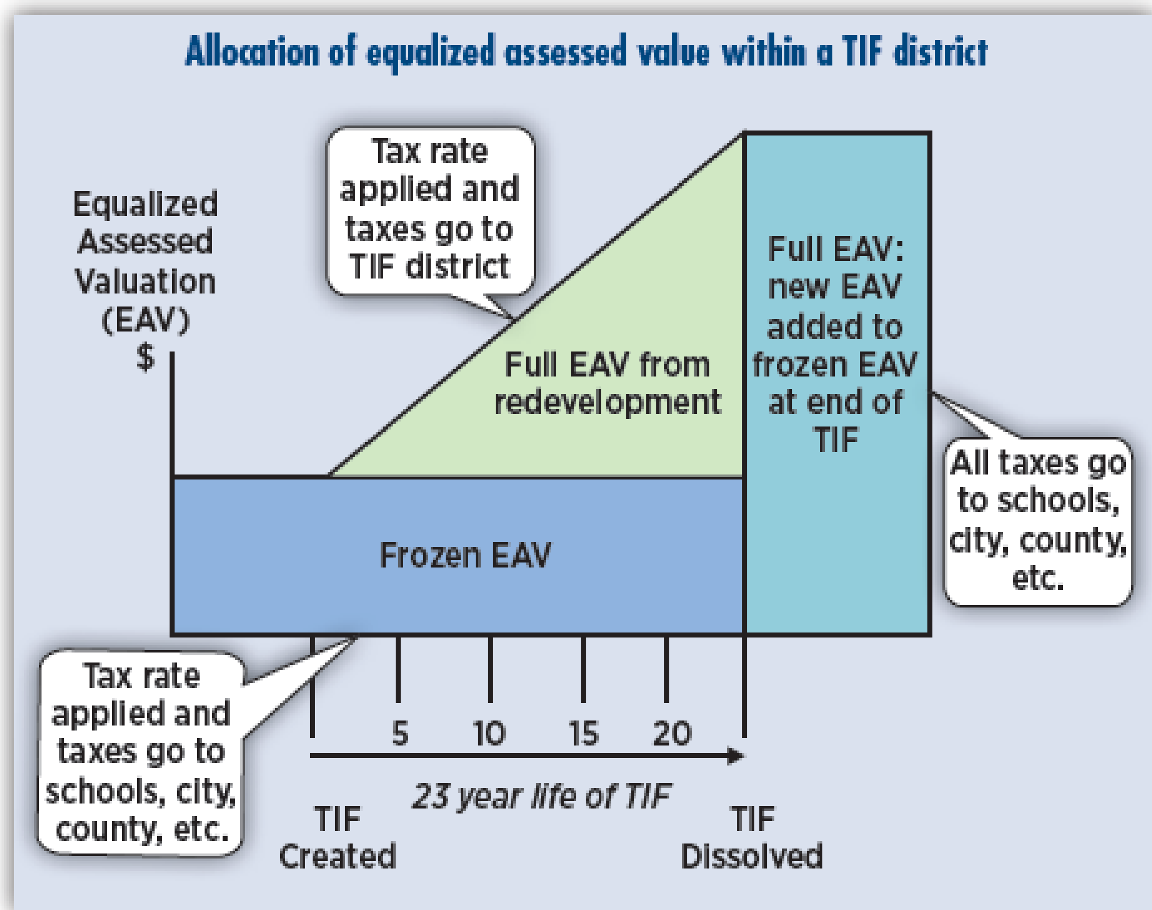
This memorandum builds on that discussion from a more practical perspective. Rather than revisiting statutory mechanics, it examines how these tools may or may not apply to specific areas of the Village, and the advantages or constraints that may exist based on geography and development pattern.

Consistent with the Village's long-standing planning principles, including those in the Comprehensive Plan, this discussion remains grounded in the following:

- Growth is inevitable; unmanaged growth is optional.
- Infrastructure capacity determines development capacity.
- The Village should act proactively rather than reactively.
- Community character and fiscal stability must remain central considerations.

***Tax Increment Financing*:** A TIF district captures growth in equalized assessed value (EAV), the statewide standardized measure of a property's taxable value, within a defined boundary and reinvests that increment into eligible redevelopment and infrastructure costs within the same area. It is commonly used to address blight, upgrade infrastructure, assemble sites, or support projects that would not occur "but for" assistance.

The Village's Comprehensive Plan consistently emphasizes that infrastructure capacity — water, sewer, transportation, and coordinated service expansion — drives development capacity. A TIF can function as a financing tool to implement those priorities where upfront infrastructure costs would otherwise delay growth.



Source: The "Final Report of the TIF Reform Task Force," June 1, 2018.

Eligible Uses of TIF Funds

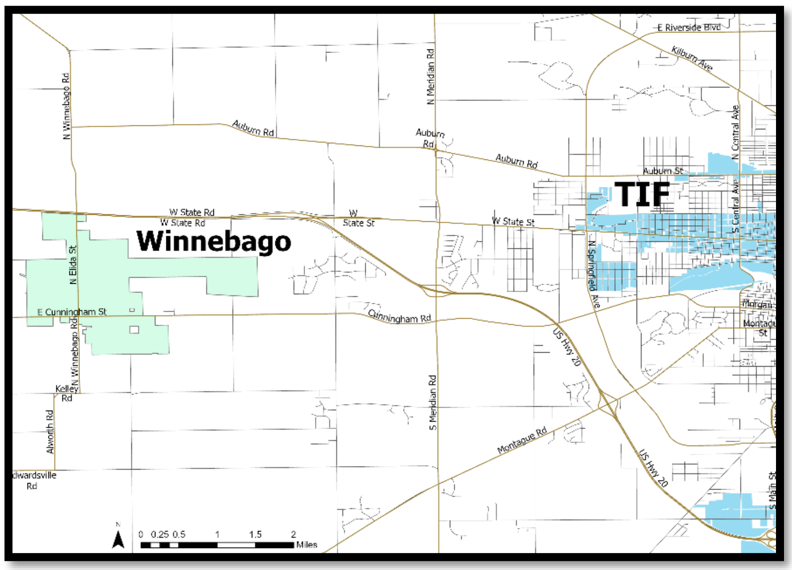
Under Illinois statute, tax increment revenues may be used for a variety of redevelopment and public improvement activities within the designated TIF district, including:

- Public infrastructure improvements such as roads, utilities, stormwater systems, sidewalks, and public facilities.
- Land acquisition, site preparation, demolition, and environmental remediation. Public works improvements necessary to support redevelopment, including water and sewer extensions or upgrades.
- Financing costs associated with redevelopment projects, including interest and issuance costs.

- Job training, workforce development, or relocation assistance tied to redevelopment activities.
- Rehabilitation or renovation of existing buildings to support economic development.
- Site assembly and preparation necessary to make properties development-ready.
- Reimbursement to private developers for eligible redevelopment costs when consistent with a redevelopment agreement approved by the Village.

TIF funds must be spent on activities that support redevelopment within the designated project area and must comply with the redevelopment plan and Illinois statutory requirements.

Regionally, Tax Increment Financing is a commonly used economic development tool. The City of Rockford has established multiple TIF districts in areas that the Village of Winnebago competes directly with for investment, including the State Street corridor, the Springfield Avenue corridor, and the U.S. 20 / Main Street area. These districts allow Rockford to capture and reinvest new value in infrastructure, site preparation, and development incentives in locations that compete directly with surrounding communities for commercial and industrial projects.



Similarly, other communities in Winnebago County utilize TIF districts as part of their development strategy, including nearby municipalities such as Loves Park (Costco Area), Machesney Park, Cherry Valley (Rock 39), Durand, and others that have active redevelopment project areas.

Beyond Winnebago County, many smaller communities in neighboring Ogle County and surrounding regions also utilize TIF districts, including communities such as Stillman Valley, Byron, Davis Junction, and Forreston. These municipalities are not located along the U.S. 20 corridor but still rely on TIF as a tool to support downtown revitalization, infrastructure improvements, and industrial park development.

Tradeoffs:

- Long statutory duration.
- Ongoing administrative and reporting requirements.
- Increment retained within the district rather than immediately distributed to overlapping taxing bodies.
- Eligibility findings required under statute.

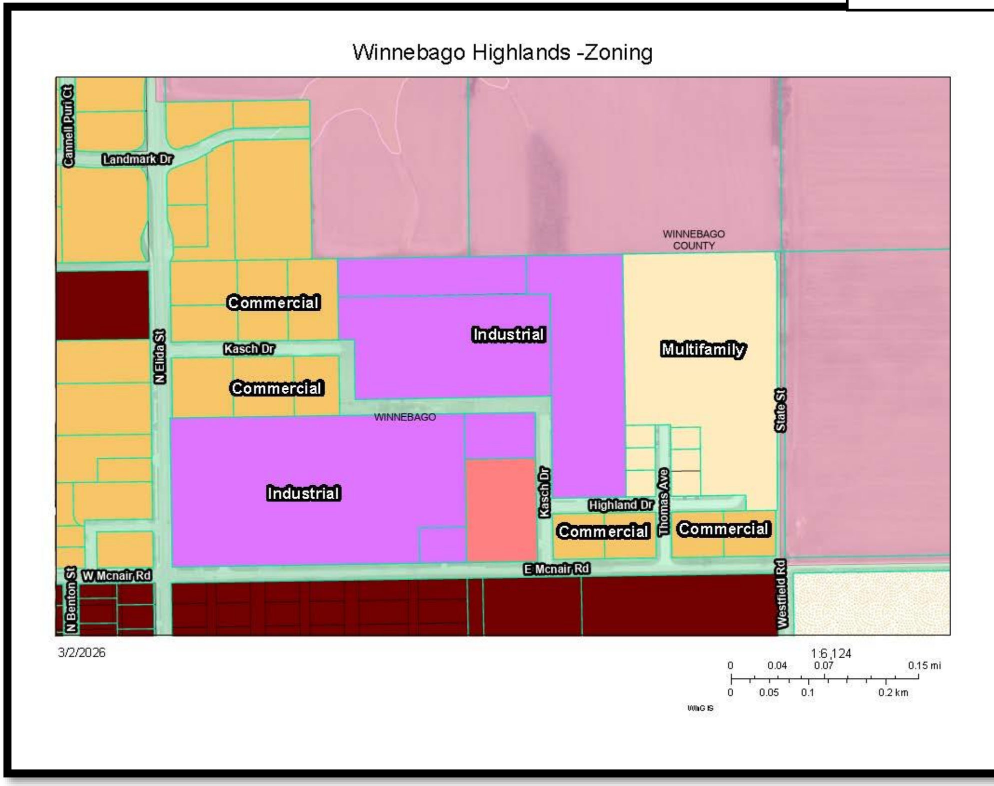
Base tax revenues are unaffected; only new growth is reinvested. Because residential growth can increase service demands, TIF use in primarily residential areas warrants careful fiscal analysis. TIF is most effective where there is anticipated EAV growth, identifiable infrastructure gaps, and a clear long-term public benefit.

Business District: A Business District operates differently. Rather than capturing property tax increment, it captures a limited additional sales tax within a defined area for a defined period. That revenue can be used for redevelopment-related purposes but is tied to commercial activity and consumer spending rather than property value growth.

The Comprehensive Plan identifies Route 20 as a major regional corridor and recognizes commercial development as a significant source of sales tax revenue that expands municipal options for capital improvements. A Business District aligns most naturally with corridors that already function as retail or service centers.

Regional Characteristics:

Winnebago Highlands: The Winnebago Highlands area includes approximately 30 acres of available property acquired through the Mantle development litigation. The western portion along Kasch Drive is commercial, transitioning into an undeveloped eight-acre industrial parcel. Moving east past Crossroads Church, the area includes four existing duplexes, two recently sold vacant lots, and approximately 13.21 acres zoned multi-family. Immediately north of that acreage are four one-acre commercial lots abutting McNair, all currently vacant.



There has been legitimate interest in the industrial lots. However, the primary constraint across this area is infrastructure. Road extensions, utilities, and related improvements are necessary to unlock full development potential. The Village Board's commitment to completing the water main loop has renewed development interest in the area, as it signals long-term utility reliability, improved system redundancy, and a willingness to invest in foundational infrastructure. It also removes a significant barrier for developers, as the Unified Development Ordinance appropriately requires that utilities be extended to the end of the property line as part of development.

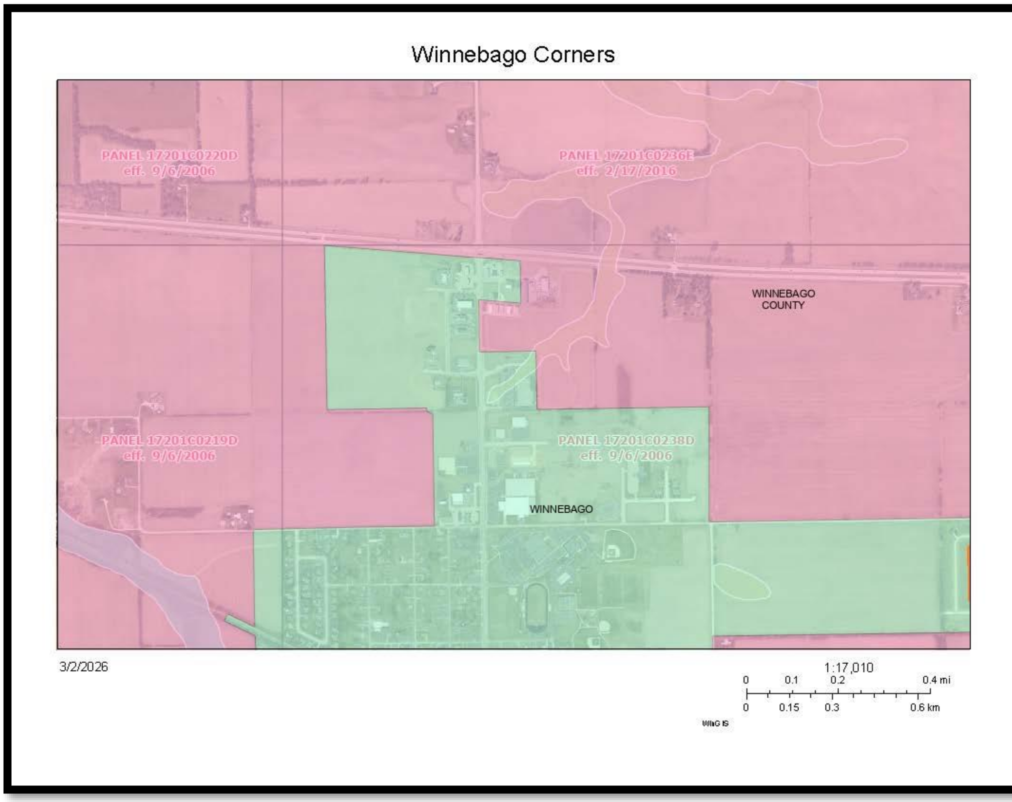
The Comprehensive Plan identifies infrastructure adequacy — including water main sizing, sewer capacity, and arterial road coordination — as a prerequisite to sustainable growth. In this context, the Highlands presents an infrastructure barrier more than a market barrier.

Because the Highlands area is largely EAV-driven — industrial, multi-family, and commercial — a TIF structure would align more naturally than a Business District. The central policy question is whether the infrastructure gap rises to the level that justifies long-term increment capture, or whether phased private development can occur without structured assistance.

<u>Winnebago Corners:</u> Winnebago Corners is centered along Route 20, running along Elida Street south to McNair Road, with approximately 15,000 vehicles per day. It includes established retail and food anchors such as McDonald's, Taco Bell, Culver's, Mobil, Subway, Road Ranger, Sullivan's, Family Dollar, Dollar General, Snyder's, and Mercyhealth.

Immediately west of the current retail concentration is a 51-acre development site within the village limits. First Midwest Group is marketing a small portion of this parcel for tenant spaces in a new building anchored by Starbucks, though no updates have been provided.

There are also annexation opportunities north of the highway that present water extension and floodplain considerations, as well as properties to the east, including a 27-acre parcel, Denny's Towing, and existing storage units. The 27-acre unincorporated parcel directly abuts the northern boundary of the Highlands.



A significant factor in evaluating this corridor is the Village's assumption of Elida Street in 2005, when jurisdiction was transferred from the State to the Village. At that time, the long-term reconstruction cost for the segment from Route 20 to McNair was estimated at approximately $1,000,000 on a ten-year cycle, or roughly $100,000 annually when annualized.

Two decades later, construction costs have escalated substantially. The same reconstruction cycle now carries a materially higher price tag, increasing the Village's ongoing capital exposure well beyond the original projection. This obligation exists regardless of new development activity and is directly tied to the corridor that produces the Village's highest concentration of commercial sales activity.

The policy question becomes whether the corridor that benefits from this former State highway infrastructure should also serve as the revenue base supporting its long-term maintenance and reconstruction.

A Business District in this corridor could create a revenue mechanism directly tied to the commercial activity that depends upon this roadway. Rather than funding long-term corridor maintenance solely through general revenues, a Business District would align infrastructure costs with corridor-generated sales activity.

This corridor is both sales-tax-generating and property-value-generating:

- A Business District could align with continued retail growth and provide a dedicated revenue stream to offset corridor infrastructure obligations, including the periodic reconstruction of Elida Street.
- A TIF structure could support annexation-related infrastructure, floodplain mitigation, utility extensions, and coordinated long-term development.

Unlike predominantly residential areas, this corridor presents a direct nexus between commercial intensity, traffic volume, and roadway wear. That nexus may strengthen the policy justification for a Business District designation, particularly given the Village's inherited responsibility for what was once a State-maintained facility.

The Village currently imposes a 1% local sales tax dedicated to the Water Fund, which generates approximately $461,676.60 annually. Staff conservatively estimates that at least 50% of village sales activity originates within the Winnebago Corners corridor. Using a conservative 50% estimate, at least **$230,838 per year** in sales activity is directly attributable to the Corners.

If the Village were to establish a Business District in this area with an additional 1% Business District sales tax, a comparable revenue stream — at least **$230,838 annually**, using the same conservative assumption — could be generated within the corridor itself.

That figure provides context when evaluated against the approximately $100,000 annualized obligation associated with the former State highway segment of Elida Street, suggesting that a

Business District could not only offset roadway reconstruction costs but also provide capacity for related corridor infrastructure improvements.

The Board may wish to consider whether:

- The corridor will continue to develop organically under market demand.
- Structured assistance is necessary to coordinate annexation and utilities.
- The Village should proactively establish a tool that ties corridor reinvestment to corridor-generated revenue.

<u>Downtown (Main Street and Benton Street):</u> Downtown includes aging building stock, multiple vacancies, and several properties in severe code violation. At the same time, there are anchor businesses and an observable increase in private reinvestment.

The Comprehensive Plan acknowledges downtown’s traditional form and historic commercial function, while recognizing deterioration, vacancies, and the need for redevelopment strategy.

Main Street includes a number of industrial parcels, while Benton Street is primarily commercial. The area presents redevelopment characteristics rather than greenfield growth.

A TIF structure could:

- Support façade improvements.
- Facilitate building rehabilitation.
- Address infrastructure upgrades.
- Encourage adaptive reuse consistent with preserving community character.

A Business District may align with strengthening restaurant and retail activity, particularly if the goal is to increase foot traffic and local spending.

However, consistent with the Comprehensive Plan’s emphasis on enforcement, regulatory clarity, and proactive planning, the Board may determine that; Code enforcement, Updated zoning tools, Streetscape investment, and targeted investment, may accomplish similar outcomes without formal district designation.

<u>Willingham Subdivision.</u> The Willingham subdivision is located at the easternmost portion of the Village limits at the corner of McNair and Falconer. Of more than 100 platted lots, approximately 15 have been developed. The remaining lots have remained largely vacant.

The stagnation traces back to sewer capacity concerns under IEPA prior to the Village's transition to Four Rivers Sanitary Authority, which resolved the underlying constraint.

The Comprehensive Plan consistently identifies the need to align residential growth with infrastructure capacity and school district impact. It also recognizes that rapid residential growth can strain municipal services and alter community character if not properly managed. There is now renewed interest in the subdivision, with a national homebuilder currently under contract and in its due diligence phase.

If the Village were to consider a TIF structure in this area, the Board should be mindful that:

- Residential growth increases service demands, particularly for the school district.
- Base property taxes would continue to flow to overlapping taxing bodies.
- Increment would be retained within the district for reinvestment during its term.

In a residential subdivision, that dynamic may create tension between housing growth and the school district's ability to immediately access incremental revenue associated with new students.

The policy question becomes whether this subdivision is at a natural market turning point or whether structured assistance would meaningfully accelerate build-out in a way that aligns with the Village's long-term fiscal and character objectives.

Board Discussion:

The establishment of either a Tax Increment Financing (TIF) District or a Business Development District (BD) requires that the proposed area meet specific statutory eligibility requirements under Illinois law, including documented conditions related to blight, redevelopment need, infrastructure constraints, or economic underperformance. Because these tools require formal eligibility studies and supporting documentation, staff is seeking direction from the Village Board before pursuing further evaluation.

Specifically, staff is seeking guidance on the following items:

- Whether the Village should pursue the potential establishment of a TIF district, a Business Development District, both tools, or neither at this time.
- Which geographic areas of the Village the Board believes should be the highest priority for evaluation under each tool. This direction will allow staff and any retained consultant to focus eligibility analysis on the areas most aligned with Board priorities.
- Whether there are areas of the Village where the Board prefers development to occur through natural market conditions without the use of financial incentive tools.

Providing this direction will allow staff to focus the next phase of analysis on specific areas and tools rather than conducting a broad Village-wide evaluation.

Potential Next Steps

If the Board expresses interest in further evaluation, staff recommends retaining a TIF or economic development attorney to advise the Village on statutory requirements and available tools. This could be accomplished through either a formal Request for Proposals (RFP) or a direct request for information from known regional firms with experience in redevelopment districts. Several firms the Village currently or has previously worked with that operate regularly in this space include Sosnowski & Szeto, AGHL Law (Gino Galluzzo), and Ancel Glink, all of whom have experience advising municipalities on TIF and related redevelopment tools.

Following that engagement, staff could work with the selected consultant to conduct a TIF or Business District eligibility study to determine whether specific areas of the Village meet statutory requirements and whether such tools would be appropriate.

Agenda Item Executive Summary

Item Name	Ordinance No. 234 (Coin-Operated Machine Licensing) Discussion	Committee or Board	Committee

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

EXECUTIVE SUMMARY

Ordinance No. 234, adopted in 1950, requires an annual license for billiard tables, musical devices, table games, and slot machines operated for public use, with a fee of $10 per machine. The license expires at the end of the Village fiscal year and includes daily fines for non-compliance.

The original intent of the ordinance may have been to regulate activities that could resemble or facilitate gambling. However, gambling and video gaming activities are now heavily regulated by the State of Illinois, significantly reducing the Village's regulatory role in this area.

Staff has identified one restaurant presently licensed. The annual $10 per machine fee generates negligible revenue and operates on an off-cycle renewal schedule that does not align with other Village licensing structures. The ordinance predates modern state gaming regulation and current business licensing practices. Staff Recommends Option 3.

This item is presented for Committee of the Whole discussion and policy direction regarding whether to:

1. Reinforce enforcement and reset or align the renewal cycle with existing license schedules;
2. Amend and modernize the ordinance, including fee structure and administrative alignment; or
3. Repeal Ordinance No. 234 to eliminate this standalone licensing requirement.

Staff seeks direction to ensure fairness, administrative consistency, and alignment with current regulatory practices.

ATTACHMENTS (PLEASE LIST)

Ordinance 234

ACTION REQUESTED

☒For Discussion Only

☐Resolution

☐Ordinance

☐Motion:

MOTION:

Staff: Joseph Dienberg, Village Administrator Date: 3/4/2026

Passed: 4|3|50

ORDINANCE NO. 239

An Ordinance to regulate and license billiard, pool, bagatelle or pigeon tables, musical devices, table games and slot machines and any similar type of game, machine or device offered or maintained for public use.

Be it Ordained by the President and Board of Trustees of the Village of Winnebago, Illinois:

SECTION 1. No person, firm or corporation shall operate or maintain a billiard, pool, bagatelle or pigeon table, musical device, table game or slot machine for the use of the public without having first obtained a license therefor as herein provided.

SECTION 2. Definitions: As used in this Ordinance, A musical device is a coin or slug operated machine or mechanism to produce or reproduce music or singing: A table game shall mean and include any device not a gambling device, whether controlled by skill or chance, for the operation of a game, pastime or contest by the manipulation of a marble, sphere, or of objects or figures, or by controlling the movements of the same or setting them in motion by mechanical means; and, The term slot machine shall mean and include any device, not a gambling device, operated by means of slugs or coins, which show pictures, numbers or symbols, singly or in combinations, as a result of operation.

SECTION 3. License Fees : The annual fee for each table, musical device, table game and slot machine shall be $10.00, issued annually, payable in advance and expiring at the end of the Village fiscal year.

SECTION 4: Applications for such licenses shall be made in writing to the Village Clerk, on forms supplied by the Village of Winnebago, and shall comply with the general provisions of the ordinances relating to such application. Such licenses shall be neither assignable nor transferrable and not subject to refund and shall be attached to the item licensed, by the licensee. When an application for license under this ordinance is made after the expiration of a part of the license year, an annual license for the balance of the year will be issued for a proportionate part of the annual fee. Licenses shall be granted by the President and Board of Trustees and issued by the Village Clerk. A renewal of any license issued hereunder when compliance is made with all the provisions of this ordinance, may be granted by the Village Clerk.

SECTION 5: It shall be unlawful for the proprietor of any premises housing any item licensed under the provisions of this ordinance to permit any gambling or betting of any kind or form therein.

SECTION 6: Any person, firm or corporation violating any of the provisions of this ordinance shall be fined not less than one dollar nor more than one hundred dollars for such offense; and a separate offense shall be deemed committed on each day during or on which such violation occurs or continued.

This ordinance shall be in full force and effect from and after its passage, approval and publication pursuant to law.

APPROVED: McAlden

Acting President of Board of Trustees,
of the Village of Winnebago, Illinois.

ATTEST: L. H. Miller
Village Clerk.

PASSED: April 3, 1950.

APPROVED: April 3, 1950.

PUBLISHED: April 6, 1950.