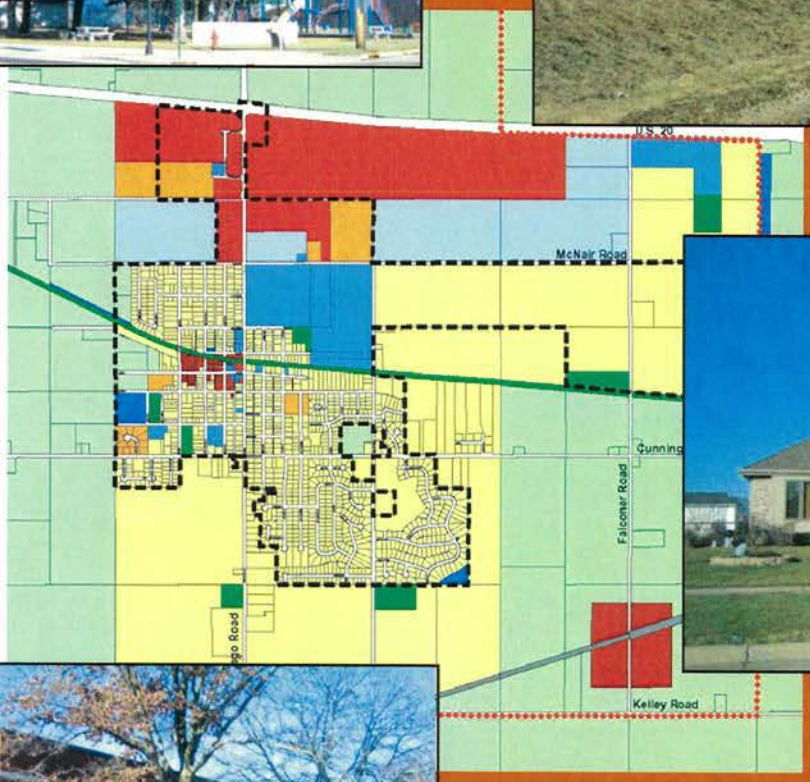
Balanced Growth Comprehensive Plan

Village of Winnebago, Illinois

March 2007



WINNEBAGO COUNTY BALANCED GROWTH INITIATIVE

In late 2001, Winnebago County received an *Illinois Tomorrow Corridor Planning Grant* from the Illinois Department of Transportation (IDOT) to develop a Balanced Growth Initiative. The program began with a Balanced Growth Summit held on April 26, 2002 for those involved in policy making, planning and transportation with the three-fold purpose of educating elected officials and the public at large on the benefits of balanced growth, exploring the connection between land use and transportation, and seeking a common understanding regarding land use planning. The daylong program, which featured William Hudnut from the Urban Land Institute as keynote speaker, as well as other regional developers, government officials and planners, attracted over 250 people.

The second part of the first initiative was the development of a *Principles of Balanced Growth* document (available at www.co.winnebago.il.us), designed as a reference for elected officials, as an educational guide for future elected officials, and as a planning tool for the future. The document was developed through a series of public meetings held throughout the county to establish a dialogue with government officials and the public concerning the future of the county as it relates to the issues identified in the *Principles of Balanced Growth*: economic development, infrastructure, natural resources, agricultural, open space, fiscal stability, and livable/viable communities.

In 2004, Winnebago County received a second grant from the IDOT to further develop the Balanced Growth Initiative. The project was divided into two phases - an education program (conducted by the Metropolitan Planning Council) and a planning process for two key high growth areas (conducted by Teska Associates, Inc). The educational programs included a series of eight public meetings throughout the county and were formatted to provide even more comprehensive information regarding the balanced growth planning concept to elected officials and those involved in planning and zoning, education and transportation, economic development, agriculture, natural resource management, neighborhood associations, and developers. The second phase of the project involved a review of existing plans for land use, including sewer extension and road construction in two municipalities located in key growth areas – the Village of Rockton and the Village of Winnebago. The plans were then updated using the County's Balanced Growth Principles as a guideline.

This is the second of those two plans. It effectively demonstrates how Balanced Growth principles can be incorporated into an Comprehensive Planning strategy and how that strategy relates to managing growth as it relates to future land use, transportation, infrastructure, utilities, open space, and community services. Winnebago County would like to thank the Village of Winnebago for participating in the County's Balanced Growth initiative. It is our hope that this document will be used by policy makers and planning agencies as a model for showing how Balanced Growth principles can be incorporated into the planning process. We would also like to thank the Illinois Dept. of Transportation and Winnebago County, through the Highway Dept. for funding this project and Teska Associates, Inc. for their assistance on this project.

WHAT IS BALANCED GROWTH?

The Principles of Balanced Growth document identifies various best practices under several policy areas for achieving balanced growth and will be used as a reference throughout this plan. However, ***what is 'balanced growth'?*** *Public opinion on growth varies from person to person. On one end of the spectrum are those that feel any change from the status quo will place unnecessary burdens on the community. On the other end are those that feel growth is a necessity and any cost associated with change is a small price to pay for growth's sake. In the end, balanced growth is just that; finding the balance between allowing growth that will benefit the entire community, while ensuring growth does not unnecessarily burden the community's ability to function for its existing residents, businesses and stakeholders.* ***Balanced growth is about ensuring that the community accommodates growth in a way that is economically sound, environmentally responsible, inclusive of all service providers, supportive of community livability, and enhances the quality of life.***

Balanced Growth Comprehensive Plan Methodology

The Balanced Growth Comprehensive Plan (the Plan) first identifies both the growth issues facing the Village of Winnebago and those instances where an opportunity to enhance the community or address an issue may exist. The Plan then addresses the future of the Village through six different chapters focusing on specific topics. The chapters include housing, transportation, utilities and community facilities, agricultural, natural and cultural resources, economic development, and land use. Within each chapter, balanced growth principals specific to the topic are identified. The chapters present an inventory of specific conditions within the Village and perform an analysis of how those conditions address the needs of the community. Finally, each chapter provides specific policies and recommendations for each topic area to address any existing needs and prepare for future growth according to the identified balanced growth principals.

Chapters of the Village Balanced Growth Comprehensive Plan

The following summarizes by chapter the existing conditions facing Winnebago. The key strategies outlined at the conclusion of each chapter, which address these issues by utilizing balanced growth principles, are also summarized.

Housing

Issues and Analysis

The Village is known for providing a high quality of housing and services within the area. However, the housing growth rate has increased so dramatically that it is beginning to detrimentally affect the very characteristics which make the Village an attractive housing option. The quality of housing units, the quality of services provided within the Village and its unique character are just some of the factors being affected. The balanced growth housing recommendations address several key areas to ensure a continued high quality is provided.

Recommendations

- The pace of housing development should be regulated by creating a rate of residential growth agreed upon by the Village and all service providers. Annexation agreements should reflect the overall annual growth rate.
- The type of housing development should provide for a diverse housing stock for residents at all stages of life. A mix of housing units should be provided by all future residential developments.
- The location of housing developments will be planned so that all appropriate services relative to its scale will be within close proximity of its residents. Appropriate high quality amenities should be provided for all residential developments including safe and efficient pedestrian systems, recreational amenities, and an architectural character reflective of the rural and agricultural character of Winnebago.

Transportation

Issues and Analysis

The Village faces the same transportation challenges as other growing communities. Ensuring future growth does not detrimentally impact existing residents and businesses while meeting the primary purposes of a transportation network. These purposes include the safe and efficient movement of people, goods, and services, access for all, recreation, and economic development. In addition to balancing needs, the Village must coordinate with State, County, and Township organizations that have a vested interest in creating an efficient system.

Recommendations

- The administrative recommendations include establishing regular scheduled communication between State, County, Township and Village transportation and planning departments to distribute information that may affect other jurisdictions. Coordination with Pecotonica Prairie Path, Inc. recognized as important to creating and improving the pedestrian circulation system within the Village.
- The analysis of the existing system identified specific changes and improvements to the transportation system. The transportation plan recommendations include extending disconnected collector roads, creating new collector roads and reconfiguring offset intersections and sharp curves. Improving access to U.S. 20 at established intersections and reconfiguring railroad crossings are just some of the other recommendations.
- Transportation design standard recommendations are also established to help standardize transportation planning policies. The policies are to ensure future transportation facilities adequately service the adjacent land use in the appropriate locations, and help to create a more comprehensive pedestrian circulation system.

Utilities and Community Facilities

Issues and Analysis

The Village recognizes that there is a direct connection between the quality of services provided within the Village and the corresponding growth of the Village. Not only are the services a factor in attracting growth, but there ability to provide to new residents is one of the determining factors whether new residents can even become a part of the community. For both utility and education providers, capacity to handle existing residents and the ability to adapt to the growth rate are consistently fundamental issues.

Recommendations

- Utility service recommendations focus on strict adherence to the Village sewer and water plan, coordinating the rate of building permit issuance with the capacity of the limits of sewer and water facilities and directing new development in areas planned for infrastructure expansion.
- Public safety recommendations include creating development benchmarks to correspond with police department expansion and conducting a fire safety facilities study to determine when to expand to a full-time service district.
- Education recommendations include coordination with the Winnebago School District regarding the rate of residential building permit issuance and establishing benchmarks for school facility expansion that correspond with the Winnebago School District's 5-Year Plan.

Agricultural, Natural and Cultural Resources

Issues and Analysis

As the Village changes over time a fundamental means of maintaining the character of the Village is the preservation of those characteristics which make it unique. Unchecked growth has the potential to remove the unique aspects of Winnebago and increase the potential of transforming it into a generic bland suburban community. The Village recognizes that natural and cultural resource preservation can help maintain the uniqueness of Winnebago. Agricultural preservation is also a primary component of maintaining the identify of the Village in addition to still being a primary component of the economic health of the community.

Recommendations

- Agricultural resource recommendations identify policies that protect the most viable and efficient agricultural land through identification of important characteristics, annexing them into the Village where appropriate and promoting practices which increase productivity.
- Natural resource recommendations include protection of existing resources by promoting higher sewer treatment, stormwater maintenance, and other related development standards to minimize potential negative impacts. The creation of environmental corridors for preservation of entire ecosystems and the approval of only those developments which are environmentally sensitive are also significant natural resource recommendations.
- Cultural resource recommendations include coordination among existing resources regarding promotion and maintenance, the creation of a local historic preservation commission, and exploring the possibility of restoring the downtown train depot.

Economic Development

Issues and Analysis

The analysis of the economic conditions within the Village reflect the existing character of Winnebago. The Village has developed into a bedroom community which relies on businesses and services in other communities to meet its business, employment and commercial needs. This leaves the Village more susceptible to the economic policies of other communities. By focusing economic development policy on creating a more self-sustaining community, the Village can attempt to minimize the influence outside economic conditions have on the vitality of the community.

Recommendations

- Business and infrastructure recommendations include determining the appropriate mix of industries and businesses that provide a mix of business, employment and commercial opportunities that match the needs of the local market and the attributes of the labor force. Providing the appropriate infrastructure for growth and incentives from the community will help facilitate an appropriate level of economic development.
- Work force development recommendations focus on working with other organizations to create educational and training programs that will expand the skillset of the local labor force.
- Marketing recommendations are intended to increase the visibility of the Village throughout the region by developing local signage programs, creating a 'Shop Winnebago' campaign and promote local events.

Over the years the Village of Winnebago has experienced the peaks and valleys of growth and development. Not uncommon for communities within northern Illinois, Winnebago has its roots in the railroad heritage of the 19th century. Throughout the 20th century the advent of the automobile and the decrease in rail usage affected great change within the Village. As the 21st century begins, Winnebago is emerging from a decade that has seen unprecedented growth in its 150 year history. As a result the Village applied for and was selected by Winnebago County to be one of the first communities to receive a grant to create a Balanced Growth Comprehensive Plan. Based on the community's strong history of planning for the future and its current policies of intergovernmental cooperation with service providers with the Village area, the Village was selected to help in the creation of one of the first balanced growth plans in region. A plan that will work cooperatively within the community for the ultimate purpose of enhancing the quality of life for all.

Winnebago County Balanced Growth Initiative

In the 1990s, the State of Illinois experienced a significant increase in the rate of growth within some of its communities. As a result, the state undertook several efforts to assist communities with ways to address increased growth and its affect on community policies. In 2002, Winnebago County received an Illinois Tomorrow Corridor Planning grant from the Illinois Department of Transportation for a "Balanced Growth Initiative." The first phase of the Balanced Growth Initiative involved conducting several county-wide conferences and workshops to discuss issues surrounding increased growth and how to effectively address those issues. The result of the first phase was the Principals of Balanced Growth document which is intended to both educate the public about what is 'balanced' growth and to serve as a tool for local communities for creating growth policies that are right for themselves and their region. The second phase of the Balanced Growth Initiative is the creation of two Balanced Growth Comprehensive Plans for local communities. This document represents one of the first efforts to utilize balanced growth principals in the creation of a comprehensive plan for a local community, the level at which growth has its most significant impact and the level where policy is the most effective at influencing growth.

What is Balanced Growth?

The Principles of Balanced Growth document identifies various best practices under several policy areas for achieving balanced growth and will be used as a reference throughout this plan. However, ***what is 'balanced growth'?*** *Public opinion on growth varies from person to person. On one end of the spectrum are those that feel any change from the status quo will place unnecessary burdens on the community. On the other end are those that feel growth is a necessity and any cost associated with change is a small price to pay for growth's sake. In the end, balanced growth is just that; finding the balance between allowing growth that will benefit the entire community, while ensuring growth does not unnecessarily burden the community's ability to function for its existing residents, businesses and stakeholders.* ***Balanced growth is about ensuring that the community accommodates growth in a way that is economically sound, environmentally responsible, inclusive of all service providers, supportive of community livability, and enhances the quality of life.***

Components of the Village Balanced Growth Comprehensive Plan

The Balanced Growth Comprehensive Plan (the Plan) will first identify both the growth issues facing the Village of Winnebago and those instances where an opportunity to enhance the community or address an issue may exist. The Plan then addresses the future of the Village through seven different chapters focusing on specific topics. The chapters include housing, transportation, utilities and community facilities, agricultural, natural and cultural resources, economic development, and land use. Within each chapter, balanced growth principals specific to the topic will be identified. The chapter will inventory specific conditions within the Village and perform an analysis of how those conditions address the needs of the community. Finally, each chapter will provide specific policies and recommendations for each topic area to address any existing needs and prepare for future growth according to the identified balanced growth

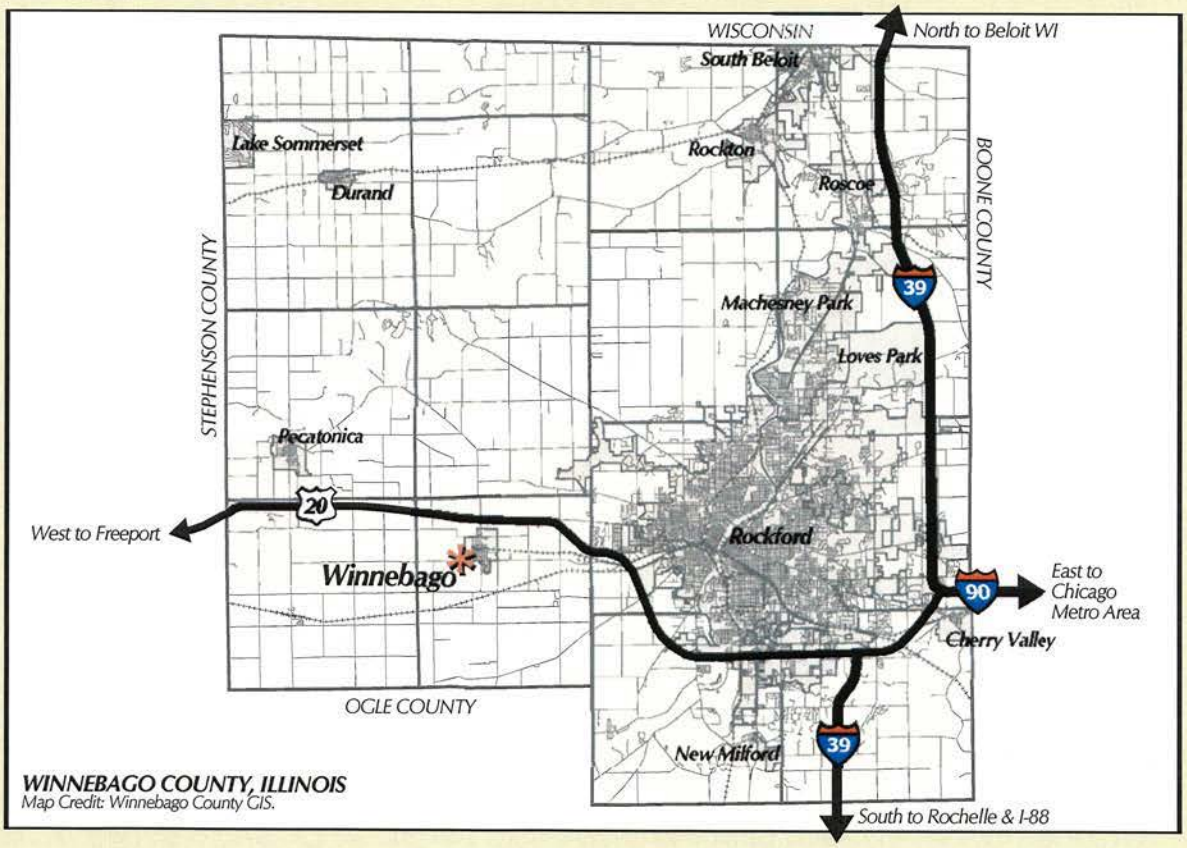
principals. The final chapter of the Plan will provide the Village a mechanism to effectively balance all the proposed policies and recommendations based on available resources and the immediate needs of the community. This chapter will also address the interaction between the Village and the other governmental entities that provide services within the community and how cooperation between these entities can be utilized to maximize their combined resources to meet the needs of the community's residents.

WINNEBAGO WITHIN THE REGION
Regional Location Map

Winnebago within the Region

The Village of Winnebago is located approximately 4 miles to the west of the City of Rockford in Winnebago County. The Village is directly south of U.S. Highway 20, a federal highway that provides access to Freeport, Illinois and Dubuque, Iowa to the west and to Interstate 90 and Chicago, Illinois to the east. Traveling eastbound on Highway 20 also provides access to U.S. Route 51, the closest north-south federal highway that provides access to Madison, Wisconsin to the north and Rochelle and Bloomington, Illinois to the south. The Chicago Central and Pacific Railroad is located less than one mile south of the Village and provides east-west freight rail access.

Non-indigenous settlers began the purchase of land within Winnebago Township in the 1840s and the Village was laid out in 1854. The Chicago and Galena Union Railroad helped spark the initial growth of the Village, with competition from the railroad to the south attributed to its fluctuating growth over the years. With the advent of the highway system the Village began a transition to a bedroom community for the business community within Rockford. As the 20th century closed the Village saw an unprecedented growth in population and housing. As the Village starts the 21st century its future is still tied to its geography as more and more Rockford residents look outward for different housing opportunities.



WINNEBAGO COUNTY, ILLINOIS
Map Credit: Winnebago County GIS.

Issues & Opportunities
Village of Winnebago

Village Issues

Initial discussions with Village stakeholders identified those issues they feel are immediately impacting the Village. The following list briefly summarizes the issues which will be addressed in greater detail in the chapters of the Plan.

- *Housing growth is requiring a need for a new sewer treatment capacity to handle the demand*
- *Additional housing types (which provide association maintenance of grounds and buildings, entire unit on one level) are needed to provide alternatives*
- *Higher density housing must be located in areas which can handle the increased traffic and provide the services*
- *Pedestrian connections must be improved throughout the Village*
- *How large the Village will eventually be and how will it affect service providers?*
- *Multiple access points to Route 20 would benefit everyone*
- *How will the land adjacent to Route 20 be accessed and how will it affect its development?*
- *Need exists for new Village Hall and full service fire facilities*
- *Increase requests for additional recreational facilities*
- *Additional sewer and water service is immediately required*
- *Need ways to provide utilities to growing areas*
- *School district is already planning its future needs*
- *Agriculture must be maintained as a significant part of the community*
- *Lack of Downtown visibility from Elida seems to affect its viability*
- *Downtown parking and marketing are important for its future*
- *New land uses (industrial and higher density residential) must be placed in the location which can handle their needs and provide appropriate services*

Village Opportunities

As the Village moves toward the future, it can capitalize on certain aspects of its location and enhance other existing assets to address some of its most urgent issues. While the development of some of these opportunities could be delayed until they are more easily conducted, their development could also become the catalyst that ignites further desired development. The appropriate chapters will address the following opportunities and how their development could assist in enhancing the quality of life in the Village.

- *Historic nature of downtown is part of the Village's culture*
- *Rail access south of the Village has potential for economic development*
- *A well-maintained Pecotonica Prairie Path can be a recreational and tourism asset*
- *Route 20 can provide the high visibility that industrial and retail users are seeking*
- *Development along Route 20 could help the Village become more self-sufficient and less reliant on Rockford for jobs and retail opportunities*
- *The residential neighborhoods adjacent to downtown are already laid out to create an attractive pedestrian oriented community that other places are struggling to create*

Within the Village of Winnebago, the provision of housing is one of the primary functions of the community and the largest area of growth over the past decade. The Village's proximity to the City of Rockford, the quality of housing units available in comparison to the Rockford market, the quality of services provided within the Village, and its unique character are all factors in the increasing demand for housing.

However, all these factors that make the Village a desirable place to live are also driving the development pressure higher and higher. As a result, the housing growth requires the application of balanced growth principles to ensure that the very qualities that make the Village a desirable place to live remain and that services are not overburdened by the influx of growth and development.

This section identifies some key balanced growth principals related to housing growth and development. An analysis of the existing housing market is conducted to determine how the Village compares to other areas and to identify any deficiencies that may exist in the Village's housing developments. Finally, housing policies are recommended that address the needs of the Village and will ensure continued housing growth is a benefit to the Village and enhances the quality of life for everyone.

To facilitate the Village's continued housing growth and ensure development is a benefit to the overall community, the ***Balanced Growth Principles*** (outlined to the right) are presented as guidelines for both future development and to guide the rehabilitation of existing Village housing units. By analyzing the ***Existing Conditions*** of the Village's present housing stock, a set of ***Recommendations*** were established to uphold the Balanced Growth Principles while managing positive aspects and providing solutions to aspects that need improvement.

Balanced Growth Principles
Housing

(1) Provide a range of housing units for all life-stages of development; from post-education, young family, mature family, empty nesters to retirees.

(2) Locate housing developments within a community to minimize conflicts with non-residential developments while keeping in close proximity to community services.

(3) Ensure the pace of housing growth does not place an excessive burden on service providers, including school districts, sewer and water services, and fire protection services.

(4) Manage the pace of housing growth to ensure that the addition of new housing does not diminish the quality of services provided to existing residents.

(5) Continue to provide high-quality community amenities, including all recreational, library, and civic institutions.

(6) Preserve the culture and heritage of the Village and encourage creative site design and distinctive housing architecture for new developments.

Overview of Existing Conditions
Housing

Demographic Analysis

Evaluating demographic data provides insight into local housing trends relating to the number of housing units, housing occupancy, and the ages and values of the existing housing stock.

Geographic Distribution of Housing Units

Evaluating the geographic distribution of housing units provides insight into historic and current housing development patterns which, in turn, assist in forecasting future housing growth to anticipate the provision of non-residential development and the extension of municipal services.

Existing Conditions

Demographic Analysis

The following section reviews available housing data from the 1990 and 2000 U.S. Census for a comparison of the growth in a number of housing characteristics to past trends and trends within the Winnebago County and the State. The analysis provides insight into how expansive the growth experienced in the Village is, how it ranks with other areas, some of the characteristics of the types of housing units that are being created within the community.

A comparison of the number of housing units within the County can provide an indication as to which areas may be more desirable to live. Figure 2-1 shown below indicates that the Village has seen a 51.7% increase in housing units over a ten year period. This change is significantly higher than the overall increase for both Winnebago County and the State overall. The lower rate of growth for the County over this ten year period reflects the trend of out-migration from the more urban areas into select rural areas seen in other statistical analysis.

Figure 2-1:
Housing Units, 1990-2000

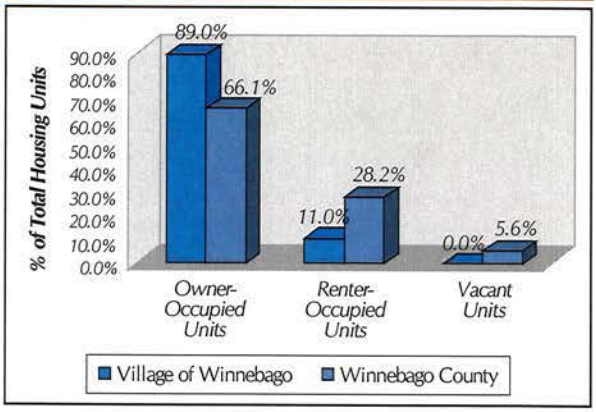
Government Unit	1990	2000	% Change
Village of Winnebago	661	1,003	51.7%
Winnebago County	101,666	114,404	12.5%
State of Illinois	4,506,275	4,885,615	8.4%

Source: U.S. Census Bureau.

Figure 2-2 shown to the right compares the number of housing units and occupancy status within the Village to the status for units throughout the County. Of the 1,003 housing units within the Village, 89.0% were owner occupied which compares to 66.2% for Winnebago County. Of the remaining Village housing units, 11.0% were renter occupied and there were no vacant units. This compares to 28.2% of housing units renter occupied and 5.6% vacant in Winnebago County overall. High owner occupancy and low vacancy rates are generally signs that a housing market is stable and that there is a demand for the housing at current prices and rents.

About 11% of Winnebago's housing stock is devoted to renter-occupied units such as the apartments shown above.

Figure 2-2:
Housing Occupancy, 2000



Source: U.S. Census Bureau.

Housing age statistics reveal that the period of greatest amount of housing development in the Village was in the 1990's (see Figure 2-3 on the next page). The units constructed between 1990 and 1999 account for over 31% of all housing units in the Village. Table 3 also shows that more homes were constructed in this decade than in any other period.

Nearly 60% of all Village housing units existing in 2000 were built after 1969 (58.22%). Winnebago County, by contrast, had less than 42% of the housing units built after 1969 and only 15.13% built after 1990. However, the County's building trend more closely matches the building trend of the State overall. The large number of structures with a similar age in the Village indicates that a larger number of homes will be in need of rehabilitation at about the same time in the future.

Figure 2-3:
Age of Housing, 2000

Year Structure Built	Village of Winnebago	Winnebago County	State of Illinois
1999 to March 2000	0.70%	1.67%	1.64%
1995 to 1998	19.34%	6.75%	5.25%
1990 to 1994	11.86%	6.71%	5.49%
1980 to 1989	13.06%	10.27%	9.69%
1970 to 1979	13.26%	15.96%	16.34%
1960 to 1969	9.67%	16.03%	14.63%
1950 to 1959	7.18%	15.85%	15.12%
1940 to 1949	4.59%	9.77%	9.25%
1939 or earlier	20.34%	17.00%	22.58%
Median Year Built	1976	1965	1962

Source: U.S. Census Bureau.

Housing values and contract rent are good indicators of housing demand and affordability. According to Figure2-4 below, contract rents in the Village were significantly lower than both Winnebago County and the State in 2000.

These figures, generated from the U.S. Census, show that rental housing values are lower in the Village as compared with the County and significantly lower than other rental dwellings throughout the State of Illinois. Housing value depends on several factors: land values, construction costs, demand for housing region-wide, availability of utilities, school district, and proximity to major employers and transportation.

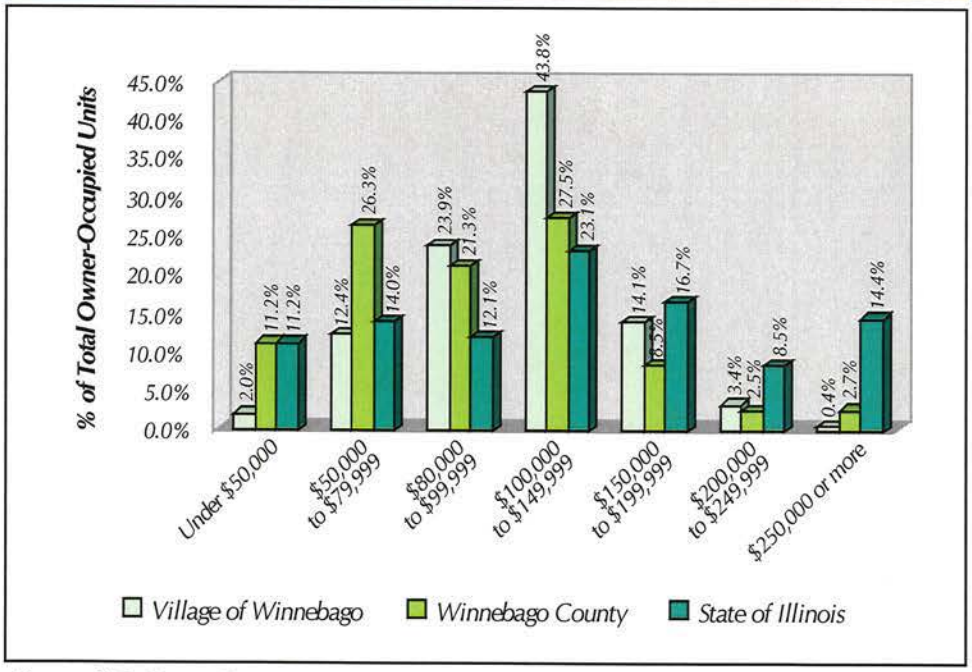
Figure 2-4:
Median Contract Rent, 2000

Jurisdiction	Median Rent
Village of Winnebago	$353
Winnebago County	$436
State of Illinois	$525

Source: U.S. Census Bureau.

Figure 2-5 shown below presents the value of owner-occupied housing units in Village and neighboring communities as indicated by the 2000 Census. Once again a large percentage of the Village housing units have very similar characteristics. Over 67% of the Village owner-occupied housing units have a value between $80,000 and $149,999. This is a very narrow range, in contrast to both the County's and the State's housing values which are more evenly distributed among the categories. While the housing value of units throughout State is evenly distributed except for a peak in the $100,000 to $149,999 segment, Winnebago County's owner-occupied values are grouped more in the segments below $149,999. The Village has less than 4% of its units greater than $200,000 in value and approximately 2% under $50,000 in value.

Figure 2-5:
Housing Values of Owner-Occupied Units, 2000



Source: U.S. Census Bureau.

The Village's median housing value in 2000 was $110,200, which was higher than the median housing value for all of Winnebago County but lower than that of the entire State of Illinois.

These housing value distribution characteristics are also reflected in the 2000 median housing values. The County has a median housing value ($90,900) lower than the State ($127,800) while the Village median housing value ($110,200) is within the range of its highest percentage value segment. However, it is still lower than the overall State median housing value for 2000.

Demographic Analysis Conclusions

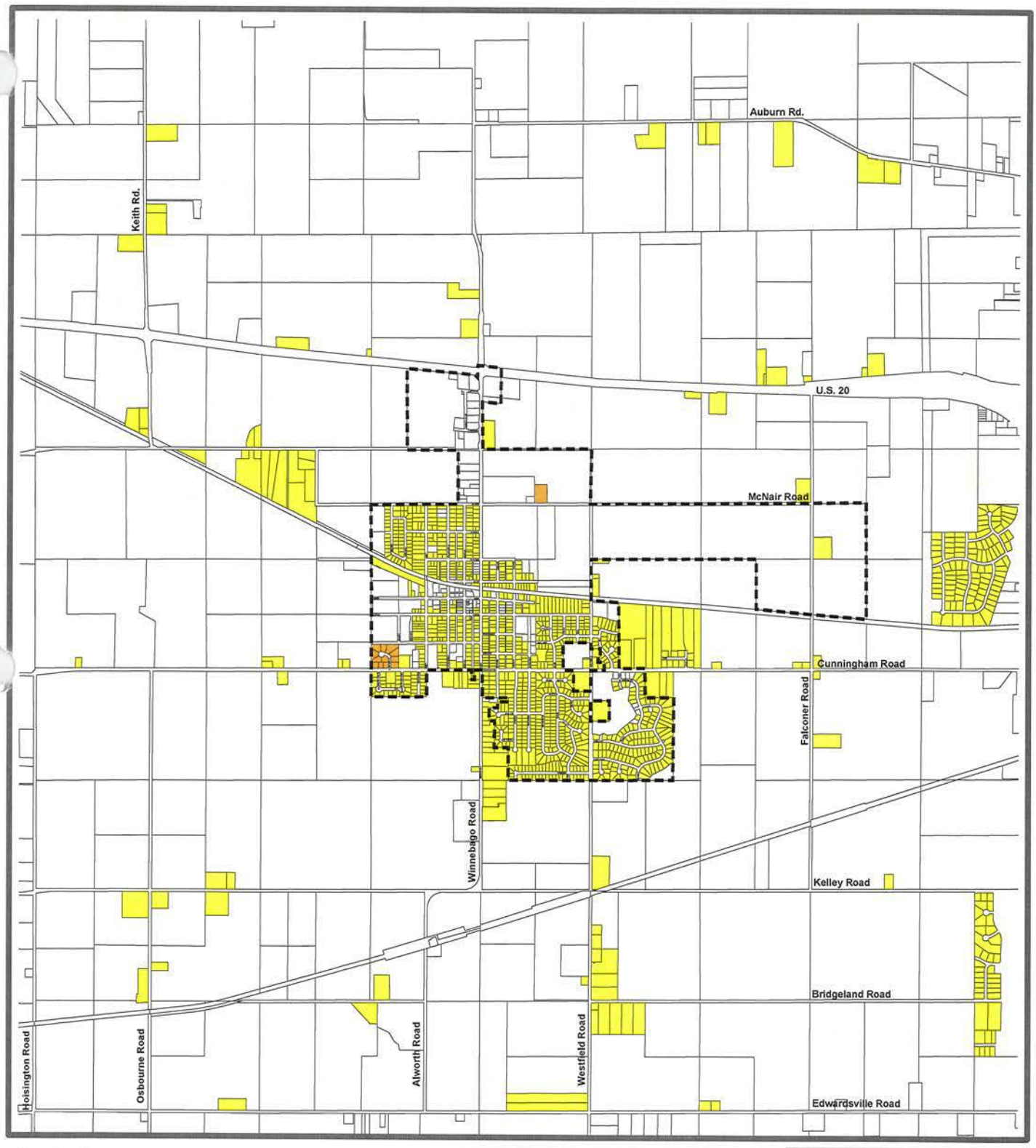
Based on the housing characteristics from the U.S. Census it can be determined that there has been a recent high percentage of housing units constructed over the last ten years and that this construction has resulted in a high percentage of units with a very similar value within the Village. While the overall value of the housing units is greater than the median value found throughout the County this has resulted in a high percentage of home owners susceptible to the same economic trends.

For example, if there is a decrease in employment for jobs of a similar pay scale, home owners unable to pay their mortgage would be forced to sell. With a high percentage of the Village housing market at the same value, this could result in many similar housing units on the market at the same time, driving down values. When homeowners decide they prefer something bigger or smaller in size, the lack of variety in Village housing types will force them to look outside the Village. With such a smaller percentage of housing units in the high end or low end of values, the Village is only providing housing stock for a particular segment of the housing cycle. Empty nesters, mature families, large families, and singles looking for housing alternatives will look else where or not even consider the Village as a housing option. Balanced growth also means providing the range of housing options for a life span, from singles, to young families, to mature families, to empty nesters and to seniors.

Geographic Distribution of Housing Units

Map 1 identifies the housing units by type both within the Village and within the Village Planning Area. Map 1 shows the historic pattern of development within the area. While farmsteads were originally established along the roads that run along township section lines, the establishment of rail service required the centering of households not associated with farming to be located within the Village boundaries. As the vehicular road system was developed, households continued to be platted within the Village. Most recently, the need for sewer and water service now necessitates that the vast majority of housing units are still located within the Village. By locating the vast majority of housing units within the Village this allows for the providing of services to operate as efficiently as possible. By increasing the distances between the homes the cost to provide basic services goes up at a higher and higher rate.

The map also illustrates that there are several areas outside the Village that have a concentration of homes that are not associated with farming. There rural estates are located at the intersection of Bridgeland and Westfield Roads, Comly and McNair Roads and Cunningham Road now directly east of the Village boundary. Homes located on a farmstead and not on their own parcel are not identified on the map given that they still function as part of the farmstead whereas homes on individual parcels generally are no longer associated with farming. This distinction is made to help identify the concentration of rural estates. While these rural estates are generally self-sufficient at some point in the future their wells will run dry and/or their septic fields will fail. As a result, at some point the Village will have to consider annexation of these homes into the Village to provide services. While some areas are already within close proximity of Village services, some locations may require connection sooner than development has already taken services to those areas. While these instances will need to be evaluated individually, these situations could address the issues earlier by working with the County on under which conditions such rural estates can be developed. Discussions between the Village and the County regarding development policy within agricultural areas can help in the placement of housing in the location most efficient to providing municipal services.



Housing Types

Single Family

Multi-Family

Village Municipal Boundary

0 3,000 Ft.

1,500 Ft.

Map 1 - Existing Housing Units

Winnebago Balanced Growth Comprehensive Plan | *Village of Winnebago, Illinois*

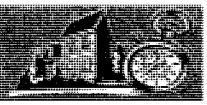
March 2007

TESKA

RECOMMENDATIONS

Given the Village's housing needs, demands from the market, and the desire to maintain a high-level of quality services, the following housing recommendations are established to guide the growth of future housing development and redevelopment within the Village. Recommendations for housing are organized into the following four categories: (1) Pace of Housing Development (PH), (2) Type of Housing Development (TH), (3) Location of Housing (LH), and (4) Amenities for Housing (AH). The following recommendations are designed to be dynamic and flexible, allowing the Village to add or amend recommendations as necessary to achieve the Balanced Growth Principles defined at the beginning of this section. As the Village carries out these recommendations, it is important to maintain the relationships that have been formed to implement the remaining recommendations and address new issues that may arise.

PACE OF HOUSING DEVELOPMENT
Recommendations



The most effective means of addressing increased growth is to create standing Village policies regarding the issuance of residential building permits and the ultimate extent of the Village. Of equal importance is the establishment of policies for all annexations that are uniform, so all land owners and developers are fully aware of the needs and goals of the Village. The following are recommend policies for adoption by the Village:

PH-1 *The Village will work with Winnebago Community Schools, Win-Bur-Sew Fire Protection District, and utility providers to establish a recommended rate of residential building permit issuance that will not adversely impact the service providers and allow for a pace of development that meets a significant percentage of the demands of the market on an annual basis.*

PH-2 *Annexation agreements with new residential development shall establish a rate of residential building permits that is reflective of the recommended rate of development.*

PH-3 *Any annexation agreements that attempt to surpass the recommended rate of residential building permits must provide for compensation to all service provider districts that will sufficiently meet their direct needs as a result of exceeding the recommended rate of development.*

PH-4 *The Village will attempt to obtain boundary agreements with all adjacent municipalities to determine the final boundaries between the Village and adjacent communities.*

TYPE OF HOUSING DEVELOPMENT
Recommendations

To create a more diverse housing stock that provides housing opportunities for residents at all stages of life, the desire for variety in housing types must be indicated to developers. These policies will help to create a housing stock that is less vulnerable to changes in the economy and the desires of the home buyer. The following are recommend policies for adoption by the Village:

TH-1 *The Village will require that all future residential development provides a mix of housing unit types. The mix may include single family, attached single family, townhomes, single level condominiums, and other types as deemed appropriate by the Village.*

TH-2 *No residential development shall be composed of more than 90% single family detached units.*

TH-3 *The Village zoning ordinance will be amended to allow for residences above commercial/office uses within the historic downtown area.*

LOCATION OF HOUSING
Recommendations

To ensure new housing development can function appropriately and not adversely impact existing residents, the location of new development must be appropriately match its proposed location. The density of development is fundamental to insuring the development is appropriate. The following are recommend policies for adoption by the Village:

LH-1 *All new residential development greater than 50 units must have direct access to a asphalt/concrete paved collector road.*

LH-2 *New housing development adjacent to local commercial development must have pedestrian connections between the uses. Every attempt should be made to design a unique location that provides attractive interaction between the residential neighborhood and retail center. The use of sidewalks, parks, plazas, and attractive streetscapes are all encouraged to create an attractive pedestrian environment that is economically viable.*

LH-3 *New housing development adjacent to highway/heavy commercial uses must be properly shielded to minimize any adverse impacts.*

LH-4 *Medium and high density residential must be placed to create viable concentrations for potential future commercial while ensuring to not impact any existing residential areas. Such areas include the blocks immediately adjacent to the historic downtown and around any additional planned future local commercial areas.*

AMENITIES FOR HOUSING
Recommendations

To insure that all new housing development is as attractive as existing Village neighborhoods, design amenities must be included in the site planning for new development. The maintenance and enhancement of amenities within existing neighborhoods must be insured in concert with any new development. The following are recommend policies for adoption by the Village:

AH-1 *A safe and efficient pedestrian system should be established throughout the Village. Sidewalks in existing neighborhoods should be redeveloped into 5 foot wide concrete paths.*

AH-2 *All new development must provide sidewalk and/or pedestrian trail connections to all adjacent sidewalks and paths including the Pecatonica Prairie Path.*

AH-3 *All new developments must provide small pocket parks at a minimum and maintain them through an association unless an agreement is reached with the Winnebago Park District.*

AH-4 *The architectural character and style of homes within new housing developments must attempt to reflect the rural and agricultural character of Winnebago.*

AH-5 *The Village should establish an anti-monotony ordinance to insure housing developments do not reflect a generic character or style.*

The transportation network serving the Village of Winnebago has four primary purposes:

1. Movement of people, goods, and services
2. Recreation
3. Access to and from all property
4. Economic development

The first purpose – movement of people, goods, and services – is the most apparent as cars, vans, and trucks buzz in and around the Village to conduct day-to-day tasks and business. Even the next two purposes – recreation and access for all – are somewhat apparent with the Pecatonica Prairie Path and sidewalk system providing alternative modes of transportation to those who are unable to drive or choose not to drive. In addition to providing an alternative to the road, sidewalks and trails provide recreational benefits and link one part of the community to the rest, encouraging connectivity over isolation. The fourth purpose – economic development – may not be as apparent or at least may not be quickly recognized as being part of the transportation network. However, it is directly linked to the first purpose in that the movement of people, goods, and services is integral to local commerce. Also, traffic volume trends and growth and development patterns are instrumental in the attraction of new businesses and an expanding customer base, both of which help boost the economic development of the Village.

The ***Balanced Growth Principles*** (outlined to the right) help guide the Village in maintaining a transportation network that preserves its ability to adequately achieve these five principles without sacrificing the vitality of one for the good of the others. By analyzing the ***Existing Conditions*** of the Village's present transportation network, a set of ***Recommendations*** were established to uphold the Balanced Growth Principles while managing positive aspects of the network and providing solutions to aspects that need improvement.

BALANCED GROWTH PRINCIPLES
Transportation

(1) Ensure that the Transportation Balanced Growth Principles are consistent with the other Balanced Growth Principles for housing; community facilities; agricultural, natural, and cultural resources; economic development; and land use.

(2) Promote coordination between State, County, Township, and Village transportation and planning departments to ensure that all agencies are fully informed of local policies and issues as well as to maximize available funding resources for maintenance, growth, and development.

(3) Create and maintain a safe and efficient vehicular transportation network based on a functional roadway hierarchy that incorporates existing roadways, accommodates development trends and land use patterns, and identifies potential roadways before development limits alternatives.

(4) Ensure future growth of the transportation network does not detrimentally impact transportation alternatives for existing residents and businesses.

(5) Create a safe, efficient, and well-maintained pedestrian circulation system to serve as an alternative to the vehicular circulation system and provides recreational opportunities.

EXISTING CONDITIONS

In order to plan for the Village's transportation network, it is important to evaluate the existing conditions of local transportation infrastructure. In particular, identification and analyses of the road classification system, traffic volumes, access to U.S. Highway 20, railroad crossings, and pedestrian circulation will provide insight into how Winnebago's transportation network is structured today, how it will be impacted by future growth, and how it can influence future development.

The *Existing Transportation Conditions Map* shown on page 3-4 illustrates the transportation network serving the Village of Winnebago's 1-1/2 mile planning area, particularly noting road classifications, traffic volumes, and pedestrian circulation. These three elements as well as access to U.S. Highway 20 are defined in greater detail below and in the following pages.

OVERVIEW OF EXISTING CONDITIONS
Transportation

Road Classifications

Maintaining proper road classifications ensures that roads carry appropriate traffic volumes and identifies presiding jurisdiction and funding sources.

Traffic Volumes

Monitoring traffic volumes provides insight into proper land use planning and serves as an indicator for economic development.

Access to U.S. Highway 20

Ensuring adequate accessibility to the highway improves circulation and promotes economic development along a highly visible transportation corridor.

Railroad Crossings

Providing safe and efficiently designed railroad crossings ensures that vehicles can travel without excessive impediment.

Pedestrian Circulation

Providing safe and adequate pedestrian circulation facilitates an alternative to the automobile and creates recreational opportunities.

Road Classifications

The road classifications of the local transportation network provides insight into how each road class functions within the network as well as how they interact with each other and the level of government responsible for the maintenance of the road infrastructure. Each road classification is described as follows:

- **Federal Highways**. Federal highways generally provide roadway access within large intrastate and interstate regions. Highway maintenance and project funding for federal highways are provided by the Federal Highway Administration (FHA). ***U.S. Highway 20***, which runs along the north side of Winnebago, is the only highway serving the Village. Locally, Highway 20 provides direct roadway access to the Village via Winnebago Road. The Village also has secondary connections to Highway 20 via Falconer Road and Keith Road. On a regional scale, Highway 20 provides Winnebago residents with access to the City of Freeport 23 miles to the west and the City of Rockford 10 miles to the east. On the east side of Rockford, Highway 20 feeds onto Interstate 90, which serves the Chicago Metropolitan Area.

- **Arterial Roads**. Arterial roads provide roadway access to, from, and within a particular region and feed this traffic onto federal highways. The five arterial roads serving Winnebago within the Village's 1-1/2 mile planning boundary are County highways, including: ***Winnebago Road (County Hwy 16), Auburn Road (County Hwy 28), Eddie Road (County Hwy 29), Cunningham Road (County Hwy 49),*** and ***Edwardsville Road (County Hwy 4)***. Under County jurisdiction, all arterial roads are maintained by the County; however, project funding may be provided by a variety of sources, including federal and state programs and County funds matched by federal and state funds. The FHA and IDOT offer funding programs called Transportation Improvement Programs (TIP's), which are available to counties, townships, and municipalities to submit roadway project funding requests to place in long- and short-term federal and state roadway improvement plans.

- **Collector Roads**. Typically under the jurisdiction of Winnebago County or its townships, collector roads are intended to collect traffic from local roads and feed this traffic onto arterial roads. The collector roads serving Winnebago within the Village's 1-1/2 mile planning boundary include: ***McNair Road, Falconer Road, Weldon Road, Kendall Road, Keith Road, Comly Road, Kelley Road, Osbourne Road, Westfield Road,*** and ***Bridgeland Road***. If a collector road under township jurisdiction traverses within an incorporated area (e.g. Westfield Road), road jurisdiction is transferred to the municipality. However, a collector road under County jurisdiction does not transfer regardless of municipal incorporation. While roadway maintenance is generally provided by the presiding jurisdiction, project funding may come from a variety of sources, including grants and TIP's.

- **Local Roads**. Local roads are generally residential streets or rural routes that provide direct access to homes, farms, and local businesses. Local residential roads such as Soper Street and Pecatonica Street are generally located within incorporated areas and are maintained by the Village. Funding for local roadway projects may be issued by municipal funds, state and federal grant programs, and TIP's.

The current road network and classification system adequately serve the Village; however, it is important to continually monitor the traffic volumes carried by the road network to ensure that certain roads do not become overburdened with excessive traffic volume. In such cases, alternative routes may need to be established to alleviate overburdened roads, which may involve constructing road extensions to form a more complete road network (e.g. extending Osbourne Road north to connect with Keith Road) or smoothing out sharp road curves to facilitate consistent travel speeds (e.g. smoothing out the sharp curves at the point where McNair Road connects with Comly Road). The next subsection takes a more in-depth look at traffic volumes on Winnebago's transportation network.

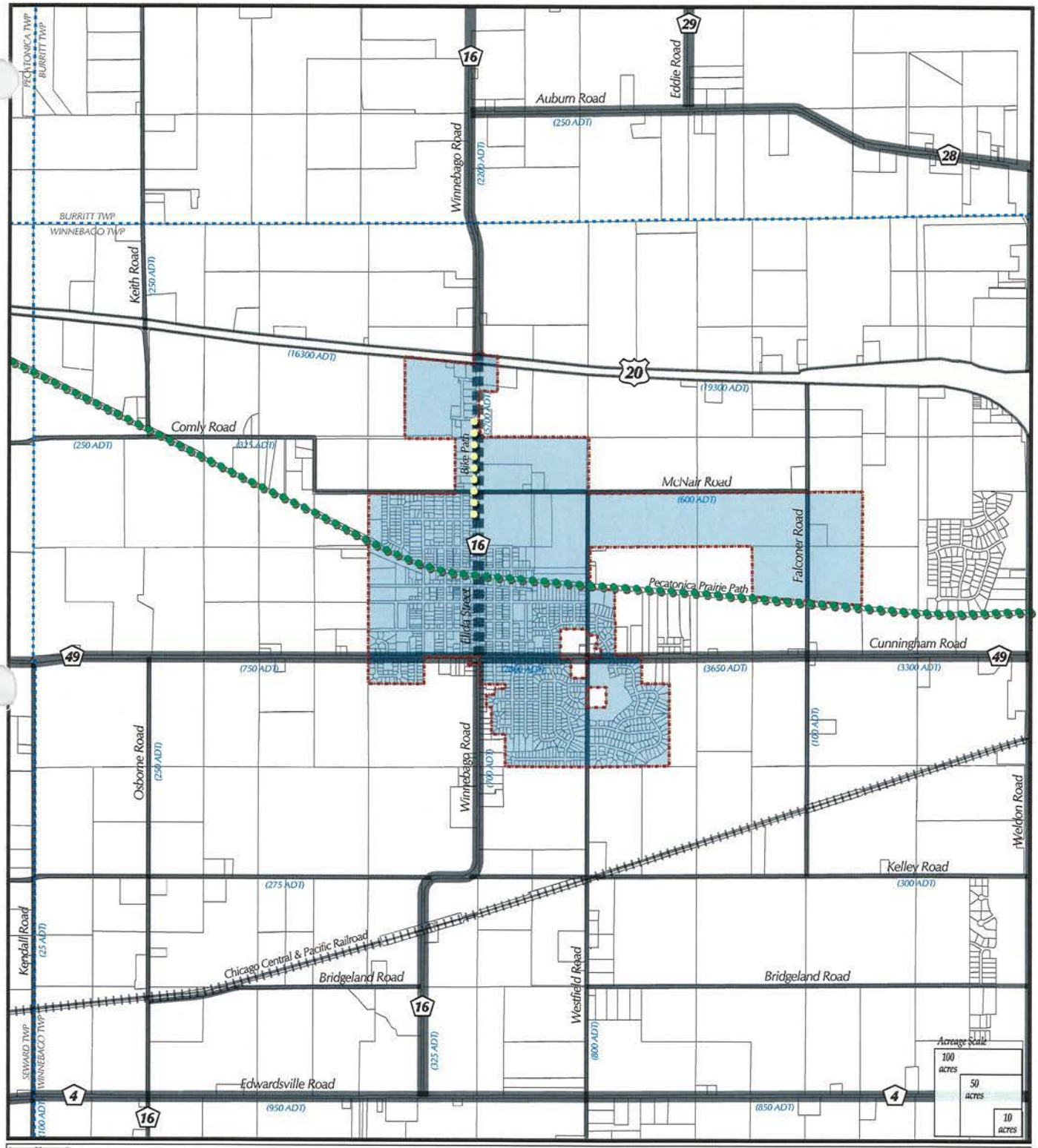
Traffic Volumes

The table provided on the right lists 5-year traffic volume trends from 1999-2004 for the road network serving Winnebago's planning area. Although many roads have exhibited relatively little change (an increase or decrease of 10% or less), eight road segments each have exhibited major increases or decreases from 1999-2004. Although a consistent pattern for

Average Daily Traffic Counts on Winnebago Road Network
5-Year Trends (1999 - 2004)

	Average Daily Traffic (ADT)			
Road Segment	1999	2004	Change	% Change
U.S. Hwy 20 (west of Winnebago Rd)	16,700	16,300	-400	-2.4%
U.S. Hwy 20 (east of Winnebago Rd)	18,600	19,300	700	3.8%
Winnebago Rd (north of U.S. Hwy 20)	2,100	2,200	100	4.8%
Winnebago Rd (south of U.S. Hwy 20)	5,500	5,700	200	3.6%
Winnebago Rd (south of Cunningham Rd)	950	700	-250	-26.3%
Winnebago Rd (north of Kelley Rd)	850	700	-150	-17.6%
Winnebago Rd (south of Kelley Rd)	450	325	-125	-27.8%
Winnebago Rd (north of Edwardsville Rd)	350	325	-25	-7.1%
Kendall Rd (south of Cunningham Rd)	50	25	-25	-50.0%
Kendall Rd (south of Edwardsville Rd)	75	100	25	33.3%
Osborne Rd (south of Cunningham Rd)	200	250	50	25.0%
Osborne Rd (south of Edwardsville Rd)	450	400	-50	-11.1%
Westfield Rd (south of Kelley Rd)	800	800	0	0.0%
Westfield Rd (south of Edwardsville Rd)	550	550	0	0.0%
Falconer Rd (south of Cunningham Rd)	100	100	0	0.0%
Keith Rd (north of U.S. Hwy 20)	200	250	50	25.0%
Comly Rd (west of Keith Rd)	275	250	-25	-9.1%
Comly Rd (east of Keith Rd)	400	325	-75	-18.8%
McNair Rd (west of Falconer Rd)	1,100	600	-500	-45.5%
Cunningham Rd (west of Kendall Rd)	500	500	0	0.0%
Cunningham Rd (east of Osborne Rd)	750	750	0	0.0%
Cunningham Rd (east of Winnebago Rd)	2,650	2,800	150	5.7%
Cunningham Rd (west of Falconer Rd)	3,100	3,650	550	17.7%
Cunningham Rd (east of Falconer Rd)	2,750	3,300	550	20.0%
Kelley Rd (east of Kendall Rd)	325	275	-50	-15.4%
Kelley Rd (east of Falconer Rd)	325	300	-25	-7.7%
Edwardsville Rd (west of Kendall Rd)	700	850	150	21.4%
Edwardsville Rd (east of Osborne Rd)	850	950	100	11.8%
Edwardsville Rd (east of Westfield Rd)	750	850	100	13.3%
Auburn Rd (east of Winnebago Rd)	1,300	1,250	-50	-3.8%

Source: Illinois Department of Transportation (IDOT).



Legend

- Highway
- Arterial Road
- Collector Road
- Railroad
- Pecatonica Prairie Path
- Local Bike Path
- Winnebago Municipal Boundary
- Township Line

Average Daily Traffic (ADT)

The Average Daily Traffic (ADT) values indicated on the map are based on 2004 traffic volume figures from the Illinois Department of Transportation (IDOT). ADT is measured in vehicles per day and considers traffic in both directions of travel.

Map 2: Existing Transportation Conditions

Winnebago Balanced Growth Comprehensive Plan | Village of Winnebago, Illinois

March 2007

TESKA

traffic volume increases and decreases for Winnebago is difficult to establish with complete certainty, most of the major increases and decreases in traffic volume tended to occur on road segments traveling through or towards undeveloped rural areas. In such cases, traffic volume increases and decreases may be a function of varying personal driving habits and route selection more than any other factor. Temporary road construction and permanent road modifications may also influence traffic volume changes. For example, motorists traveling north on Falconer Road formerly had the ability to turn left onto westbound U.S. Highway 20 without restriction; however, IDOT hampered this ability by adding a median along this segment of U.S. Highway 20, essentially restricting motorists from making the left-hand turn from northbound Falconer Road. As a result, motorists may elect to enter westbound U.S. Highway 20 from an access point other than Falconer Road.

Changes in traffic volume may be attributed to variations in motorists' route selection, which may be a function of travel time, distance, scenery, and road safety elements such as clearly marked dedicated turn lanes (the image above depicts a highway intersection near an industrial park outside Newark NJ).

In cases where traffic volume changes occurred closer to developed areas, the factors for change may also be attributed to varying route selection; however, the amount of certainty supporting this attribution is greater due to the comparison of the traffic volumes on roadways serving the same destination. For example, the segment of McNair Road west of Falconer Road exhibited a decrease in traffic volume of 500 cars per day. However, the segment of U.S. Highway 20 east of Winnebago Road exhibited an increase in traffic volume of 700 cars per day, which may indicate that motorists entering the Village may have avoided McNair Road and elected to use U.S. Highway 20 as an alternative entrance into or exit out of the Village. It is important to emphasize that such trends are solely based on raw traffic volume data and physical development patterns. As road construction alternatives are explored, in-depth traffic analyses would provide greater insight into the actual factors leading to traffic volume changes on a particular road segment.

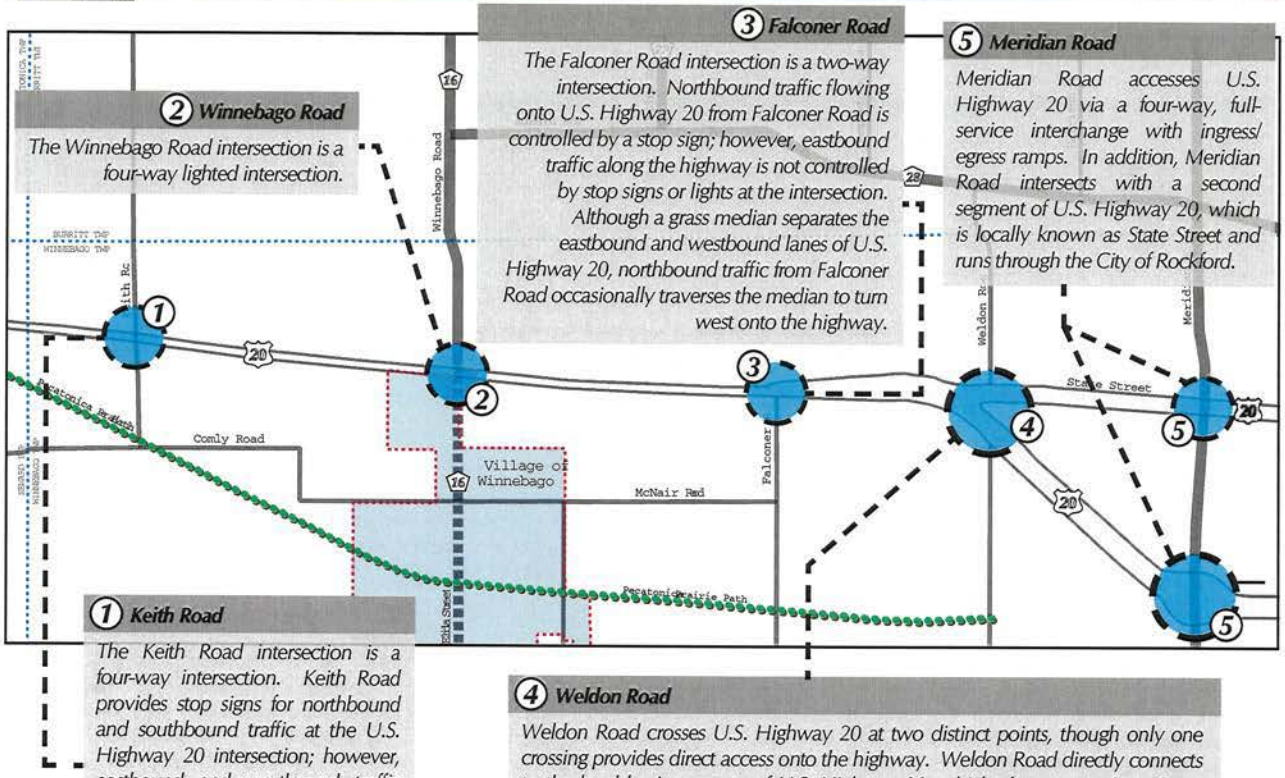
Perhaps as important as the determination of the factors for traffic volume changes is the evaluation of the impact such changes may have on development prospects. For instance, traffic volume increases on major roadways such as U.S. Highway 20 and Cunningham Road may attract businesses and private investment, indicating the areas served by these roads are suitable for development given the increased visibility and expanded customer base generated by increased traffic volumes. Higher traffic volumes may also be attributed to an increased population and subsequent rise in residential home construction which, in turn, may attract businesses and private investment to capitalize on a growing market.

Conversely, a traffic volume decrease may signal to potential businesses and private investors that certain areas are not ready for development. For example, the traffic volume decrease on the segment of Winnebago Road between Cunningham Road and Kelley Road may not attract businesses and private investment for retail commercial uses, which would actually be acceptable since this area is more suitable for residential uses given the current land use and development pattern. Regardless of whether traffic volumes increase or decrease, such changes are important indicators to businesses and private investors when they are evaluating certain areas for potential development.

Access to U.S. Highway 20

As the primary regional roadway serving Winnebago, U.S. Highway 20 is perhaps the most significant element in the Village's transportation network. The Village is served by multiple access points to U.S. Highway 20, including intersections at Keith Road, Winnebago Road, and Falconer Road. Weldon Road and Meridian Road are two other important intersections along U.S. Highway 20 despite being located outside Winnebago's planning area. The five access points onto U.S. Highway 20 are configured as illustrated in the exhibit on the next page.

Access to U.S. Highway 20
Illustration of 5 highway access points



(1) Keith Road
The Keith Road intersection is a four-way intersection. Keith Road provides stop signs for northbound and southbound traffic at the U.S. Highway 20 intersection; however, eastbound and westbound traffic along the highway are not controlled by stop signs or lights at the intersection, allowing uninterrupted flow of highway traffic at the posted speed limit of 55 miles per hour.

(2) Winnebago Road
The Winnebago Road intersection is a four-way lighted intersection.

(3) Falconer Road
The Falconer Road intersection is a two-way intersection. Northbound traffic flowing onto U.S. Highway 20 from Falconer Road is controlled by a stop sign; however, eastbound traffic along the highway is not controlled by stop signs or lights at the intersection. Although a grass median separates the eastbound and westbound lanes of U.S. Highway 20, northbound traffic from Falconer Road occasionally traverses the median to turn west onto the highway.

(4) Weldon Road
Weldon Road crosses U.S. Highway 20 at two distinct points, though only one crossing provides direct access onto the highway. Weldon Road directly connects to the local business route of U.S. Highway 20, which alternates to State Street through the City of Rockford. However, Weldon Road does not have direct access onto the non-business route of U.S. Highway 20, which runs south of the business route; instead, Weldon Road passes over the highway via an overpass. Traffic along Weldon Road may either connect directly to the business route of U.S. Highway 20 or access U.S. Highway 20 via State Road (local route not part of U.S. Highway 20) which leads to the Falconer Road intersection.

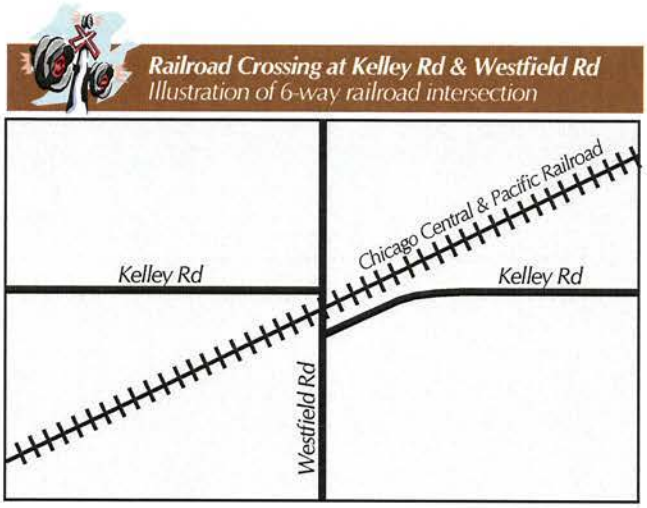
(5) Meridian Road
Meridian Road accesses U.S. Highway 20 via a four-way, full-service interchange with ingress/egress ramps. In addition, Meridian Road intersects with a second segment of U.S. Highway 20, which is locally known as State Street and runs through the City of Rockford.

Although Winnebago is provided with multiple access points onto U.S. Highway 20, the highway is more accessible from the south than it is from the north, which is a very important transportation characteristic to consider when evaluating development prospects in the northern section of the Village's planning area. Winnebago Road is the primary access point to the Village from U.S. Highway 20. On the south side, Winnebago Road is 1-1/2 miles east and west of highway access points at Keith Road and Falconer Road, respectively. On the north side, Winnebago Road remains 1-1/2 miles east of the highway access point at Keith Road; however, the next highway access point west of Winnebago Road is 2-1/2 miles away at Weldon Road, which is exceedingly far if the Village intends to develop the land bounded by Auburn Road, Winnebago Road, U.S. Highway 20, and Weldon Road. Private investment from commercial and industrial development need convenient access to their sites and a 2-1/2 mile stretch between highway access points may deter more potential development than it attracts. Given the high traffic volumes carried by U.S. Highway 20, constructing direct access points along the highway is not encouraged. Two potential solutions include: (1) extending Falconer Road north of U.S. Highway 20 to connect with Auburn Road and (2) constructing an access road north of and parallel to the highway with access to Auburn Road and limited access to Falconer Road.

EAST

Railroad Crossings

Located about half a mile south of the current Village limits, the Chicago Central & Pacific Railroad runs in a southwesterly direction and is primarily used for the transport of freight. All railroad crossings are constructed at-grade and properly equipped with safety crossing bars and lights. Railroad intersections occur at Kendall Road, Osbourne Road, Winnebago Road, Westfield Road, and Falconer Road.



The railroad also informally "crosses" Kelley Road. About 10 years ago, Kelley Road crossed the railroad and Westfield Road as a straight, uninterrupted road. Today, the railroad crossing at the intersection of Westfield Road and Kelley Road creates an awkward six-way intersection (as shown to the left), which raises safety concerns and circulation problems. While Westfield Road crosses the railroad along a straight uninterrupted path, Kelley Road is segmented and does not cross the railroad at all. Instead, Kelley Road divides into two segments at Westfield Road with the north segment forming a T-intersection with Westfield Road and the south segment swerving parallel to the railroad before intersecting with Westfield Road at a skewed angle.

Although dividing Kelley Road into two segments safely prevents a road intersection with Westfield Road from occurring at the center of the railroad tracks, a motorist traveling along Kelley Road must temporarily detour onto Westfield Road and cross the railroad before reconnecting to Kelley Road, which is confusing for motorists unfamiliar with the local road network. In effect, detour design of Kelley Road at the railroad crossing prevents it from effectively functioning as a collector road. A study of this six-way intersection is needed to investigate its implications on traffic circulation, particularly as the Village continues to grow and develop prompting an increase in traffic volume on the local road network. Reconfiguration of this six-way intersection may be necessary to facilitate safer and more efficient traffic circulation. Other railroad crossings will not need reconfiguration based on current traffic patterns; however, in time, transitioning the railroad crossings from at-grade crossings to overpasses/underpasses will need to be explored to ensure traffic flow, particularly along arterial and collector roads, is not excessively impeded by passing trains.

In addition to impeding efficient traffic circulation, the segmentation of Kelley Road also impacts fire protection services, particularly the prolonged response time caused by the Kelley Road/Westfield Road detour. Although other railroad crossings do not pose a detouring problem, they do face the same issue of prolonging the response time of fire protection services in the event they need to wait for a train to pass before resuming their service call. Transitioning railroad crossings from at-grade crossings to overpasses/underpasses would address this problem by allowing fire trucks and ambulances to pass over or underneath the railroad rather than stop and wait for the train to pass.

Pedestrian Circulation

Located about half a mile south of the current Village limits, the Chicago Central & Pacific Railroad runs in a southwesterly direction and is primarily used for the transport of freight. All railroad crossings are constructed at-grade and properly equipped with safety crossing bars and lights. Railroad intersections occur at Kendall Road, Osbourne Road, Winnebago Road, Westfield Road, and Falconer Road. The pedestrian circulation system serving Winnebago is comprised of sidewalks, a regional recreation path, and a bike path, all of which exist in varying conditions.

The sidewalk system in Winnebago is erratic with some neighborhoods served by sidewalks (top) while others do without (bottom).

Sidewalks

The existing sidewalk system is sporadic with some streets offering sidewalks while others do not. Sidewalks are noticeably absent along major arterial roads such as Cunningham Road, which is the main arterial road running through the Village and used by students and parents to walk to and from the community's schools. Also, sidewalks serving different areas throughout the Village appear in varying states of repair ranging from very well-maintained conditions to heavily cracked and uneven surfaces.

Pecatonica Prairie Path

In addition to sidewalks, Winnebago is served by the Pecatonica Prairie Path, which is a regional recreation path used as a biking, hiking, and nature trail. Spanning a total approximate distance of 21 miles, the Pecatonica Prairie Path follows the old Chicago & Northwestern Railroad right-of-way and stretches from State Route 75 near Freeport to the east side of Winnebago. The path is currently owned by Commonwealth Edison Company (ComEd) but is leased to the Pecatonica Prairie Path, Inc., a non-profit educational and recreational organization in charge of developing and managing the path for general public use. In addition to its use as a recreation trail, the path is also available for use as a natural science laboratory and outdoor education.

While the Pecatonica Prairie Path's convenient accessibility to residential neighborhoods and local schools offers both recreational and educational benefits to the community, the path also offers a potential tourism benefit to Winnebago, particularly since the path runs through the heart of the community. By drawing path users from outside the Village, they may choose to take a break in Winnebago to take in the amenities the community has to offer. For example, if a bicyclist decides to take a break from cycling to eat lunch at a local restaurant, this small dose of tourism not only helps the local economy but may boost future tourism for Winnebago by involuntary word-of-mouth advertising.

In spite of the recreational, educational, and potential tourism benefits offered by the Pecatonica Prairie Path, its existing conditions do not make the trail very inviting, which reduces its character from an attractive community amenity to an unkempt stretch of under-utilized land. Existing conditions along the Pecatonica Prairie Path include:

- Erratic connectivity (e.g. a broken bridge on the west side of the Village; also, no connections to local parks and other pedestrian paths),
- Inconsistent maintenance of soil and grass,
- Inconsistent path widths (ranging from 5 ft in some areas to 10 ft in others),
- Uncontrolled usage (e.g. noticeable tire tracks from automobiles and all-terrain vehicles),
- Lack of effective signage leading to and along the path, and
- General upkeep in areas that could benefit from thorough maintenance (e.g. areas that have high visibility to adjacent homes, businesses, and road intersections).

These conditions not only reduce the attractive quality of the Pecatonica Prairie Path but also raise safety concerns, as evident by the vehicular tire tracks.

One of the primarily issues facing the Pecatonica Prairie Path is connectivity, as indicated by the "Bridge Out Of Service - No Outlet" sign along the west side of the trail.

Bike Path. The Village is served by a second but shorter bike path along the west side of Elida Street/Winnebago Road between Landmark Drive and School Street. Although this unnamed bike path does not have the extensive coverage of the Pecatonica Prairie Path, it still provides a recreation amenity to the community and provides a pedestrian connection along Elida Street/Winnebago Road from the residential neighborhoods and school campuses south of McNair Road to the commercial businesses near the U.S. Highway 20 intersection.

Used for recreation and education, the Pecatonica Prairie Path is a natural trail located along the former Chicago & Northwestern Railroad and adjacent to the existing ComEd power lines.

Taken as a whole, the Village's pedestrian circulation system would better serve the community with improved connectivity and enhanced maintenance to provide a safe, efficient, and appealing amenity to residents and visitors alike. Uninterrupted connectivity for the sidewalk system and recreation paths is key to protecting the safety of pedestrians to ensure they do not have to walk on high volume roadways to walk through the community. Connections between sidewalk system and recreation paths are also important to provide pedestrians and bicyclists with safe and direct links from a sidewalk to a recreation path or vice versa. Specifically for the Pecatonica Prairie Path, consistency in connectivity and maintenance would also help make the path a more inviting community amenity, providing residents and visitors the opportunity to fully take advantage of the recreational and educational benefits that the path offers. In conjunction with proper maintenance and a consistent path width, increased path usage may help deter inappropriate users and control proper usage of the path.

The old train depot along the former Chicago & Northwestern Railroad provides a great opportunity to enhance the Village's pedestrian circulation system by incorporating a historic element as a point of interest and rest stop along the Pecatonica Prairie Path.

The Village's two recreation paths may also benefit from a unified signage program to help increase path usage by informing pedestrians and bicyclists the safest routes to the paths and providing recreational and educational signage along the paths such as mile markers, trail maps, and information kiosks/placards. The paths could also provide rest stops with bike racks and benches to offer respite for tired pedestrians and bicyclists.

While an improved pedestrian circulation system enhances the pedestrian experience via physical appeal and safe, efficient linkages from one place to another, it also makes the Village a pedestrian friendly community that strikes a healthy balance between the need to travel by automobile for long-distance trips and the desire to live in a walkable community. In addition, the Pecatonica Prairie Path holds a great amount of potential for the community at a variety of levels, including recreation, education, and economic development; unlocking that potential is a step that the Village needs to take to determine the desired character and proper function of the path in Winnebago.

RECOMMENDATIONS

Recommendations for transportation are organized into the following three categories:

(1) Administrative Matters (AM)
(2) Proposed Transportation Plan (TP)
(3) Transportation Design Standards (DS)

The following recommendations are designed to be dynamic and flexible, allowing the Village to add or amend recommendations as necessary to achieve the Balanced Growth Principles defined at the beginning of this section. As the Village carries out these recommendations, it is important to maintain the relationships that have been formed to implement the remaining recommendations and address new issues that may arise.

Administrative Matters
Recommendations

AM-1 *Maintain regular communication with State, County, Township, and Village transportation and planning departments to distribute transportation planning information, discuss current and proposed transportation projects, and coordinate efforts that impact multiple agencies/ jurisdictions.*

AM-2 *Coordinate with Pecatonica Prairie Path, Inc. to develop a trail maintenance program for the Pecatonica Prairie Path, ensuring that a dedicated group is responsible for the care and maintenance of the trail.*

Proposed Transportation Plan
Recommendations

TP-1 *Improve circulation on the Village's roadway system by extending disconnected collector roads, constructing new collector roads, and reconfiguring offset intersections and sharp curves.*

TP-2 *Provide intersection improvements along U.S. Highway 20 at its intersections with Keith Road and Falconer Road to improve the efficiency of highway access via major collector roads.*

TP-3 *Monitor traffic volumes on the roadway system to identify the potential need to reassign the road classification of certain roads to ensure all roads are properly classified according to their function in the roadway system.*

TP-4 *Construct a commercial/industrial access road east of Winnebago Road parallel to and along the south side of U.S. Highway 20 to alleviate traffic off of the highway and create safe access points to businesses onto a business-dedicated collector road. Construct a similar access road on the west side of Winnebago Road.*

TP-5 *Evaluate the potential to reconfigure the railroad crossing at the intersection of Kelley Road and Westfield Road to facilitate safer and more efficient traffic circulation.*

TP-6 *Develop a Village bikeway and recreation trails plan that establishes a functional system of alternative modes of transportation and identifies recommendations for design, construction materials, amenities, connectivity, maintenance, and coordination with neighboring communities, local park districts, and park/open space/recreation advocates.*

TP-7 *Develop a unified signage system for the Pecatonica Prairie Path and Winnebago Road bike path to help increase path usage by informing pedestrians and bicyclists of the safest routes to the paths and providing recreational and educational signage along the paths such as mile markers, trail maps, and information kiosks/placards.*

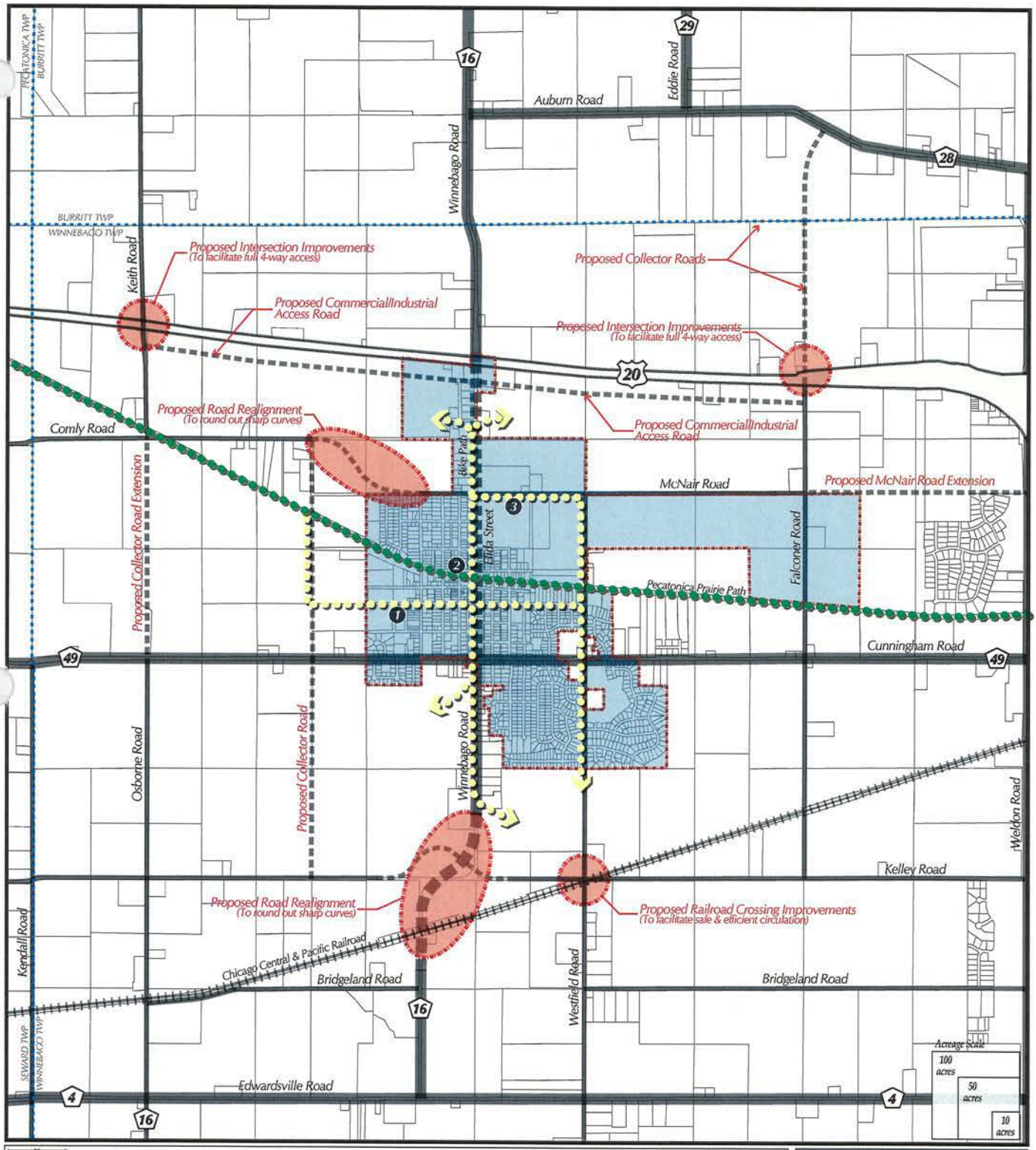
TRANSPORTATION DESIGN STANDARDS
Recommendations

DS-1 *Concentrate high intensity land uses such as industrial uses, regional commercial businesses, and multi-family and high density residential developments along or near collector roads that are capable of supporting land uses that generate significant traffic and residential densities.*

DS-2 *Establish design standards for setbacks, easements, and rights-of-way to address the potential for road widening, realignment, extensions, and additions of infrastructure such as sidewalks, curbs and gutters, and landscaped parkways.*

DS-3 *Develop a sidewalk improvement program that establishes consistent design standards for sidewalk location, width, materials, and maintenance to ensure that pedestrians are provided with a complete and well-maintained sidewalk system throughout the entire Village.*

DS-4 *Design internal road networks within new developments to facilitate efficient circulation within the development and provide access points on all sides of the development (as much as feasible) to coordinate connectivity between existing and future developments.*



Map 3 - Proposed Transportation Plan

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For most people, when they are asked about the quality of life in their community they inevitably factor in the type and quality of the services available to them. How good are the schools, how they like the parks, are there any utility issues, are all ways residents tend to gauge their own community. The quality of services directly relates to the overall quality of life within a community.

In a community there are typically several organizations responsible for providing the utilities and services, not just one. Within the Village of Winnebago the sanitary sewer, potable water and police protection services are provided by the Village. The fire protection, public education, recreation, and library services are all provided by separate, individual organizations. All of these service providers play a fundamental role in maintaining and enhancing the quality of life within the Village. However, these service providers have service area boundaries which at times go far beyond the boundaries of the Village. While at times focusing on their largest concentration of residents, the Village, these service providers must insure that they are meeting the needs of all the residents for their area.

The Village's recent high growth rates have required service providers to address the growing concentration of needs within Winnebago. If remained unchecked, continuous growth without an appropriately measured compensation to enhance services can result in an organization being overwhelmed. The result will diminish the ability of the service provider to maintain high quality services. To maintain and enhance the quality of services provided, the Village must work with all service provider organizations to manage growth at an appropriate level while enhancing all organization's ability to met the demands of additional residents. Enhancing the abilities of organizations to improve the type and quality of services they provide will only improve the overall quality of life for the entire Winnebago community.

Balanced Growth Principles
Utilities & Community Facilities

(1) Ensure that the utilities and community facilities Balanced Growth Principles are consistent with the other Balanced Growth Principles for housing; transportation; agricultural, natural and cultural resources; economic development; and land use.

(2) Promote coordination between the Village and the other providers of utilities and community facilities to ensure the Village quality of life is maintained and enhanced when feasible.

(3) Recognize that the service providers have a responsibility to the whole community and each service provider has their own service area boundaries which do not necessarily match the Village boundaries.

(4) Manage Village growth rate to ensure service providers are not detrimentally affected by the demands placed on them from new residents to a reasonable extent.

(5) Promote new and amended municipal, County, State and Federal policies that maximize all service providers opportunities to access additional resources which would increase the quality and type of services provided to Village residents.

The ***Balanced Growth Principles*** (outlined above) help guide the Village in providing utility and public safety services and to work with other services providers who provide invaluable contributions to the overall quality of life in the Village. The types of utilities and facilities provide to residents are identified and evaluated within the ***Existing Services*** portion of the section. A set of ***Recommendations*** were established to uphold the Balanced Growth Principles and are focused on enhancing the Village's ability to provide for or work with other organizations to the greatest extent feasible and appropriate.

Existing Services

For organizations to provide and maintain a high quality of services to community residents, each organization must evaluate and plan for their specific needs. A number of factors exist which contribute to the conclusion that specialized plans for growth and expansion will result in the highest quality of services for the entire community. The various service area boundaries, the level of funding and resources, the access to experts in each field are some of the factors that necessitate that each organization develop their own specialized plan. Each organization is involved in some form of planning for the growth within their service areas. The following outlines the existing conditions for each service provide within the Village. Recommendations are then made with respect to either the Village's role in providing a service or the Village's relationship with the category's service provider.

Village Utilities

The Village's Public Works Department and Water Department are responsible for the development and maintenance of the sanitary sewer system and potable water distribution system. The capability of these systems to provide clean water and remove and treat waste water is fundamental to the health and continued growth of the Village. These services are provided for properties within the Village municipal boundary.

Winnebago's potable water system utilizes a water tower for storage. The tower is located at Main Street and Church Street.

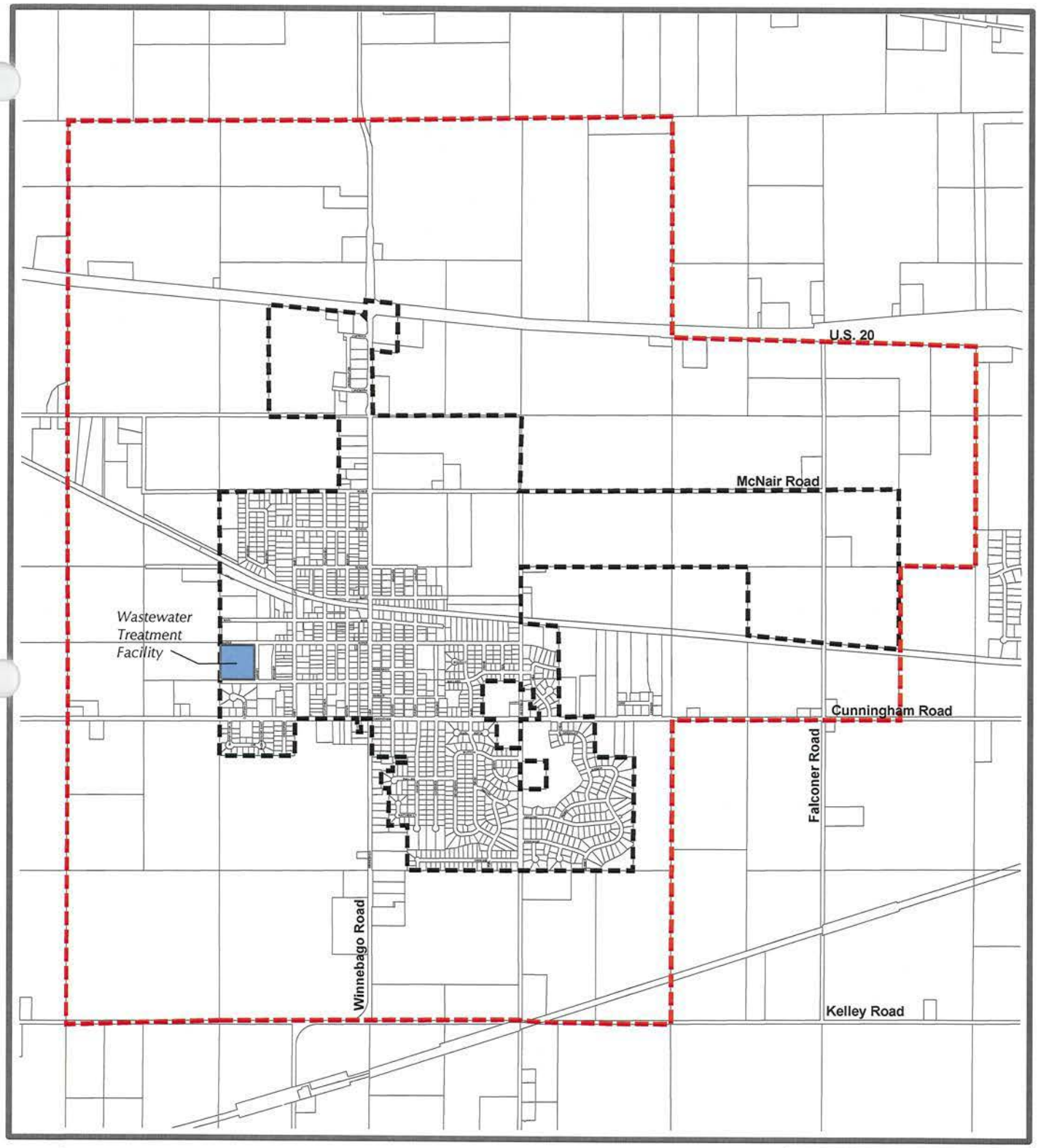
Both systems require routine maintenance. Examples of such maintenance for the potable water system can include water supply monitoring, storage, testing, and distribution. Examples of typical maintenance for the sanitary sewer system consists of wastewater collection, treatment, testing, and release. Many tasks are involved within each system. For example, hydrant flushing is a typical maintenance activity for the water system; lift station operation and sewer jetting are typical maintenance activities for a sanitary sewer system.

Future growth and development will expand the scope and sophistication of utility work for the Public Works Department and Water Department, the demands of which will eventually require additional employees, equipment, and resources to continue to provide adequate services to the Village. Winnebago has conducted on-going planning for the maintenance of these facilities and for expansion when needed. The Village Engineer has conducted studies of the water and sewer systems to project and plan for capacity, improvements, locations of facilities, capital costs, and other related issues. Additional topics which are addressed include wellhead protection or ground water recharge zone studies and Facilities Planning Area (FPA) amendments conducted from time to time.

Map 4 illustrates the most recent Facility Planning Area for the Village. The latest engineering study has identified a planned expansion to the wastewater treatment plant. The plant will be upgraded to a 1.3 mgd daily average flow which will be capable of providing service to the entire Facility Planning Area for the next 20 years.

Future amendments to the Facility Planning Area should factor in the Future Land Use plan and corresponding Growth Area Boundary discussed in Section VII. The Growth Area Boundary closely follows the FPA boundary. However, in the south and east the Village has planned for heavy commercial users at the Alworth and Falconer Road intersections with the railroad. A modification or expansion of the FPA could allow for the Village to take advantage of the close proximity to a railroad line and create additional employment opportunities for residents.

The FPA boundary is in keeping with the Village land use principle of concentrated growth in close proximity to the existing development. An effective means of managing growth so utilities such as water systems and sanitary sewer systems are not overwhelmed is limiting the number of building permits issued during the course of a year. By issuing building permits for structures knowing the capacity is adequate for the future can help facility the expansion of these utilities given the type of resources available for future expansion. Ensuring the continued use of high quality water and sanitary sewer service is fundamental to maintaining a healthy community.



Legend

- *Village Municipal Boundary*
- *Village Facilities Planning Area Boundary*

0 2,000 Ft.
1,000 Ft.

Map 4 - Facility Planning Area

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March 2007

TESKA

Public Safety

In the Village of Winnebago police and fire protection are provided by two different organizations. The Village's Police Department provide police protection within the Village boundaries. The Win-Bur-Sew Fire Protection District provides fire protection and emergency medical services for both the Village and adjacent townships. While the Village has responsibility for its own police protection and is only one of several areas under the protection of the Fire District the overall approach to maintaining the level of service for both aspects of public safety is similar. The specific details will be different but the most effective approach will involve monitoring the level of growth in the community and advocating for an appropriate expansion of services.

The Village Police Department currently shares facilities with the Village Municipal Offices. Police Department responsibilities include protecting the public through routine patrols and answering emergency response calls. Given the various amount of societal factors that influence the level of crime activity, it can be very hard to predict when an increase in personnel and equipment is needed to address increases in criminal activity. One of the most direct methods of maintaining the community safety level is by planning for increases in police assets that maintain an optimum ratio of officers to residents and officers to businesses. By creating benchmarks the Village can plan for police department growth when the ratio approaches its high point. Working with the Police Chief, the Village should discuss the most affective means of maintaining the quality of the public safety and protection services as the Village grows.

The Village of Winnebago receives fire protection and emergency services from the Win-Bur-Sew Fire Protection District. The primary facility serving the Village is the fire station located at 110 E. Main Street, just east of Elida Street.

Since 1945, the Win-Bur-Sew Fire Protection District has provided fire protection, rescue and medical services to Winnebago, Burritt, and Seward Townships including the Village of Winnebago. The Fire Protection District provides various services including response to medical calls, motor vehicle accidents, downed or arching wires, vehicle fires, grass/field/brush fires, structure fires, CO2/smoke/odor investigations and providing advanced life support services to the Pecotonica Fire Protection District. Currently, the Win-Bur-Sew Fire Protection District consists of a full-time chief, several deputy chiefs and approximately 30 volunteers.

While providing protection from incidences different than those of the Village Police Department, the overall approach of both is the same, to provide immediate response to emergency situations. Since the occurrence of such situations can be difficult to forecast, the use of benchmarks in population and number of structures is one of the more direct way of maintaining a desirable ratio of personnel to Village residents. An update to the facilities plan that factors in the potential dramatic growth increases recently seen in the Village by a fire protection professional can provide additional methods of maintaining the high quality of services provided by the District.

As one of several areas that receive service from the Fire Protection District, the Village should provide any data necessary for the creation of an accurate fire protection plan update. Building data, potential population and other information could be helpful in the planning process. Such cooperation is the best method available to the Village for ensuring a high level of service is provided.

Public Education

The Winnebago Community Unit School District #323 provides public education from levels Pre-Kindergarden to 12th Grade. The School District has a large service area that includes all of Winnebago Village and Winnebago Township and portions of Burritt, Seward, Pecotonica, and Rockford Townships. The School District operates one school, Seward Elementary, in the unincorporated Village of Seward and four schools in the Village of Winnebago. Simon Elementary is located on Benton Street south of Winnebago Street. McNair Elementary, Winnebago Middle School and Winnebago High School are all located on a main campus facility at the southeast corner of McNair Road and Elida Street.

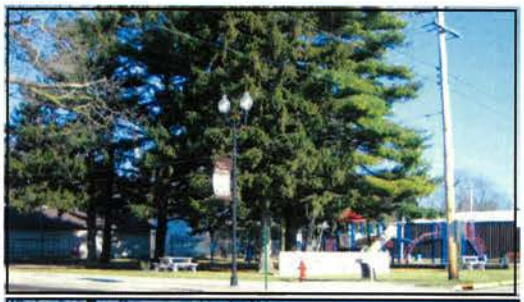
The School District creates and updates its five year strategic plan as needed to address the changing needs of its students and to address related facility and resource demands. The School District's 2010 Strategic Plan considers alternative ways for the School District to address the growth of the Winnebago student body. Their analysis indicates that given the current growth trends, the School District will not need to construct any new facilities for the next five years. Alternatives to address future facility needs include constructing a new facility in the near future, making additions to the current facilities and waiting until the funds become available for a new facility. The projected needs is for an additional secondary and/or elementary school.

The Winnebago Community Unit School District #323 operates five different schools. These include Seward Elementary, Simon Elementary (see above), McNair Elementary, Winnebago Middle School and Winnebago High School. Seward Elementary is located in the Village of Seward while all other facilities are located within the Village of Winnebago.

In order to facilitate the School District's strategic planning process, the Village should provide the District with building permit data on an annual basis. This information can be used as an additional source to measure growth and can be compared with its projections and plans related to facility capacity. In addition, the School District should provide enrollment records to the Village on an annual basis. This information can be used to evaluate the number of building permits issues by the Village and whether the maximum number of permits allowed should be adjusted. The sharing of such information can help facilitate the growth policies of both the Village and the District.

Parks and Recreation

The Winnebago Park District utilizes and maintains the recreation facilities within the Village. They also arrange the programming at those facilities. The Park District has four facilities including Memorial Park located at the corner of Soper Street and Booker Drive, the Children's Park located at the northeast corner of Main and Benton Streets, and two additional neighborhood parks located at the northeast corner of Cunningham Road and Swift Street and at the northeast corner of Church and Runyard Streets. The neighborhood parks have a mix of facilities in various stages of use and repair, the most recent acquisition being the property at Church and Runyard Streets.



Recreation facilities utilized and maintained by the Winnebago Park District include the Children's Park on Main Street (Top) and the Memorial Park ballfields located at the southwest corner of Soper Street and Booker Drive.

As the community becomes more developed, it is important to maintain safe and efficient access to open spaces and active recreation areas, such as baseball and soccer fields. The addition of new residents will require the community to provide additional recreational opportunities as the new development occurs farther away from the existing facilities. To maintain the attractive nature of the community, Winnebago should attempt to increase the number of park and recreation facilities available for residents. The easiest time to acquire park land is prior to or when development occurs. Working with the Park District, the Village should review the Future Land Use plan on an annual or bi-annual basis to reaffirm the proposed locations are the most appropriate for new facilities. By identifying locations early in the development process, the Village can use the site plan review and annexation negotiation process to acquire the most appropriate sites for future recreational opportunities.

Village residents are fortunate to have the Winnebago Public Library within the community. Located on Elida Street, south of Runyard Street, the Library provides many educational and leisure resources not always found in a community.

Library District

The Winnebago Public Library District has provided the Village with a valuable resource that enhances the quality of life and expands the types of services provided to residents. Located in close proximity to the historic downtown center, the Public Library offers a variety of services to residents including access to books, periodicals, computers, a reading program and story hour for children and meeting spaces available to the public. While previously discussed services are either a necessity or are typically found within a community, a Public Library District is a true amenity that unfortunately is not always immediately provided for as a community becomes established.

To maintain and enhance the services provided by the Library District, the Village should promote and utilize the services offered by the Library. As an additional community facility, the Library can be used as a resource for sharing information regarding Village growth, development and activity. Working with the Library District, the Village can research and obtain resources that will assist the Library District expanding and promoting its services to the community.

RECOMMENDATIONS

Recommendations for land use are organized into the following three categories:

(1) Village Utilities (VU)
(2) Public Safety (PS)
(3) Public Education (PE)
(4) Parks and Recreation (PR)
(5) Library District (LD)

The following recommendations are designed to be dynamic and flexible, allowing the Village to add or amend recommendations as necessary to achieve the Balanced Growth Principles defined at the beginning of this section. As the Village carries out these recommendations, it is important to maintain the relationships between all service providers and any governmental authority, non-governmental organization, private party or other entity that have been contacted or formed to coordinate the implementation of the remaining recommendations and address new issues that may arise.

VILLAGE UTILITIES
Recommendations

VU-1 *Schedule an annual or bi-annual review of the Facilities Planning Area to ensure new development is not utilizing water and sewer capacity at a rate greater than planned.*

VU-2 *Review and modify/amend if necessary the Facilities Planning Area boundary as it related to the Future Land Use Plan and corresponding Growth Area Boundary to ensure the proposed land uses have adequate access to utilities for development at the appropriate time.*

VU-3 *Utilize a maximum building permit issued per year policy to ensure the new development that is accessing water and sewer capacity is at an appropriate rate that does not overwhelm the systems or will require additional capacity and expansion sooner than fiscally feasible.*

PUBLIC SAFETY
Recommendations

PS-1 *Working with Village Police Department determine the method that is most effective at determining the appropriate time frame for expanding the personnel and facilities that provide police protection for the Village. If appropriate, establish population/development benchmarks that indicate the most appropriate time to expand the Police Department.*

PS-2 *Working with the Win-Bur-Sew Fire Protection District determine how the Village can assist the District in its plans to compensate for the future growth of the Village. Determine what conditions would require the consideration a transition from a volunteer to a full-time fire department.*

PS-3 *Promote opportunities for the Police Department and the Win-Bur-Sew Fire Protection District to voice their opinions regarding planned improvements to the road network. Consider all alternatives to create an under or/over pass for the railroad to allow safe and efficient pubic safety providers access to all parts of the community without being delayed by train traffic.*

PUBLIC EDUCATION
Recommendations

PE-1 *Create an annual maximum building permit policy that will allow the maximum number of new residents into the community that does not overwhelm the School District with new students and place a strain on the facilities and the ability to provide a quality education for the existing and new students of the community.*

PE-2 *Coordinate on an annual basis the sharing of information between the Village and the School District regarding annual building permits issued and annual school enrollment so both entities can utilize the information to plan for necessary facility upgrades or changes to annual maximum building permit policy.*

PE-3 *Review on a bi-annual basis with the School District the impact fees charged to developers for public education and balance the needs of the district with the realization that the cost of increased impact fees is typically passed on to the buyer and affects the housing market.*

Parks and Recreation
Recommendations

PR-1 *Review on an annual or bi-annual basis the location of proposed parks on the Future Land Use Plan to insure the location and size of the proposed facilities will adequately service existing and future residents and that the Park District will have the resources to provide facility enhancements and programming for the new parks.*

PR-2 *Work with the Park District to research and access resources that will enhance the Park District's ability to maintain and improve the amenities in the existing parks and the programming offered within the facilities.*

PR-3 *Create and review on a bi-annual basis with the Park District the impact fees charged to developers for recreation and balance the needs of the district with the realization that the cost of increased impact fees is typically passed on to the buyer and affects the housing market.*

Library District
Recommendations

LD-1 *Promote the facilities and services provided by the Public Library to emphasis the knowledge regarding such a valuable community asset.*

LD-2 *Work with the Library District to research and access resources that will enhance the Library District's ability to maintain and improve the amenities in the existing parks and the programming offered within the facilities.*

As the Village of Winnebago addresses growth and development, land and transportation resources are perhaps the most significant elements for which the Village must consider and plan when establishing a comprehensive plan. However, the Village must also plan for other resources that play an important role in not only the growth and development of the municipality but also the community's overall quality of life. In particular, agricultural, natural, and cultural resources are influential in determining the locations of potential developments, supporting the community's economic development efforts, and preserving the local environment and community's culture. While thorough planning for land and transportation infrastructure ensures that the Village will be adequately prepared for anticipated growth and development in the future, thorough planning for agricultural, natural, and cultural resources ensures that the Village extracts the most out of its strengths, maintains its ties to its past, and preserves environmentally sensitive and historical elements that make Winnebago the unique place that it is.

The ***Balanced Growth Principles*** (outlined to the right) help guide the Village in planning for its agricultural, natural, and cultural resources. It is important to evaluate the ***Existing Conditions*** of these resources in order to gain a clear perspective of what the Village has to offer and what it needs to preserve. A set of ***Recommendations*** were established to uphold the Balanced Growth Principles to maintain a stable system of agricultural, natural, and cultural resources that supports and effectively manages growth and development in Winnebago.

Balanced Growth Principles
Agricultural, Natural & Cultural Resources

(1) Ensure the Balanced Growth Principles for agricultural, natural, and cultural resources are consistent with the other Balanced Growth Principles for housing; transportation; community facilities and utilities; economic development; and land use.

(2) Promote coordination between State, County, Township, and Village officials as well as other local entities that manage agricultural, natural, and cultural resources to ensure that all agencies are fully informed of local policies and issues as well as to maximize available funding resources for maintenance, growth and development, and preservation.

(3) Ensure an appropriate balance between preserving productive agricultural land to maintain their influence on the local economy and designating some agricultural land for future development if they lie within the path of reasonable and anticipated urban growth.

(4) Ensure future growth and development has minimal impact on Winnebago's natural resources and carefully incorporates them into development plans wherever feasible.

(5) Maintain a strong system of cultural resources to ensure Winnebago residents preserves their ties to the Village's history and keeps active in enriching their personal lives and enhancing the Village's overall quality of life.

Existing Conditions

In order to plan for Winnebago's agricultural, natural, and cultural resources, it is vital to evaluate their existing conditions with particular attention to their influence on balancing the potential for development and the need for preservation. Since agricultural and natural resources are sensitive to development, it is essential that planning for these resources is *proactive* to anticipate and appropriately plan for the impacts of potential developments. The alternative is *reactive* planning, which should be avoided because it is often more expensive and opens the door to unforeseen conflicts and potential dangers to sensitive agricultural areas and natural features. The best approach to proactive planning is evaluating existing conditions and determining how best to treat future conditions. The existing conditions of each resource type are evaluated separately in the following pages. Many of the existing resources are illustrated on the *Existing Environmental Conditions & Resources Map* on page 5-10.

Agricultural Resources

Even though it is a relatively small community, the Village of Winnebago has experienced significant growth over the past several years, particularly noted by a population increase of over 60% since 1990. Despite its population growth, much of the land within Winnebago's 1-1/2 mile planning area remains open, generally for agricultural purposes, with most development concentrated near the Village's historic core. Interspersed among the open agricultural areas are small farmsteads and a few small residential developments. This development pattern reflects the viability of the farmsteads and their importance to the area.

Overview of Existing Conditions
Agricultural, Natural & Cultural Resources

Agricultural Resources

Evaluating the viability of Winnebago's agricultural resources ensures a healthy balance between the preservation of productive agricultural land and the accommodation of reasonable and anticipated urban growth and development.

Natural Resources

Maintaining Winnebago's natural resources protects sensitive environmental elements, conserves natural stormwater and pollution control mechanisms, and preserves wildlife habitats.

Cultural Resources

Providing a complete system of cultural resources helps Winnebago residents maintain the community's links to the past as well as nurture their skills and talents for personal enrichment and the good of the entire community.

As provided by the 2000 Census, approximately 0.4% of the Village's labor force work in the agricultural/forestry/fishing and hunting/ mining industry. In addition, only 0.5% of the labor force throughout Winnebago County, which includes unincorporated areas around the Village of Winnebago, works in the agricultural industry. Despite a very small percentage of the local labor force taking part in the agricultural industry since labor statistics do not reflect the ancillary jobs supported by the agricultural industry, it does not accurately reflect the importance of farms and agricultural businesses on the local economy. As such, it is important to preserve productive agricultural areas as much as possible.

It is just as important, however, to understand that some agricultural areas may be designated for future development if they lie within the path of reasonable and anticipated urban growth. While the preservation of certain agricultural areas may be dictated by their location near natural elements such as creeks, floodplains, wetlands, and favorable soil conditions, other agricultural areas may be slated for future development due to factors such as unfavorable soil conditions for farming, proximity to major roadways, and local development patterns. Since this Comprehensive Plan is focused on the concept of balanced growth, the Village must find a healthy balance between the preservation of productive agricultural areas and the accommodation of reasonable and anticipated urban growth and development.

Natural Resources

Just as important as it is to preserve productive agricultural areas as much as possible, open areas containing sensitive natural resources must also be preserved to prevent endangerment of the local ecosystem as it affects natural functions such as flood storage and conveyance, pollution control, and wildlife habitats. The most prominent natural resources that characterize the land in and around Winnebago include soils, creeks, floodplain, wetlands, and woodlands.

Agricultural Resources
Local Soil Composition by Soil Unit Type

Soil Unit 1: Tama-Ogle-Plano

* *Primarily used for cultivated crops, small grains & legumes*
* *Suitable for most recreation uses and urban development*

Soil Unit 2: Flagg-Pecatonica

* *Primarily used for permanent pasture & woodlands*
* *Moderate potential for cultivated crops*
* *Best suited for most recreation uses & urban development*

Soil Unit 3: Griswold-Winnebago

* *Primarily used for permanent pasture & cultivated crops*
* *Soils with steep slopes generally not very suitable for most recreation uses and urban development*
* *Soils with less slopes better suited for most recreation uses and urban development*

- **Soils**. The soil profile of Winnebago's 1-1/2 mile planning area is comprised of three soil units, which are illustrated on the *Existing Environmental Conditions & Resources Map* on page 5-10. The most prevalent soil unit is the Tama-Ogle-Plano unit, which generally covers the area south of U.S. Highway 20, west of Weldon Road, north of Edwardsville Road, and east of the

Winnebago/Seward Township line. The Tama-Ogle-Plano soil unit is generally described as being deep, well-drained, and nearly level to sloping soils that formed in loess (a fine-grained unstratified accumulation of clay and silt deposited by the wind) and in the underlying glacial deposits on uplands. From an agricultural fertility standpoint, the Tama-Ogle-Plano soil unit is primarily used for cultivated crops, small grains, and legumes and is also suitable for most recreation uses and urban development, provided additional soil analysis to evaluate buildable conditions.

Winnebago's soil composition covers three soil unit types. A majority of the soil in the Winnebago area is comprised of the Tama-Ogle-Plano soil unit, which is suitable for both farming (as shown above) and development purposes.

The other two soil units include the Flagg-Pecatonica unit and Griswold-Winnebago unit. Covering the area north of U.S. Highway 20, the Flagg-Pecatonica soil unit is generally similar to the Tama-Ogle-Plano soil unit except that the former is nearly level to sloping soils that formed in loess and the underlying glacial *drift* (the latter levels relative to underlying glacial *deposits*). The sloping soils of the Flagg-Pecatonica soil unit are ideal for use as pastures and woodland. Although the Flagg-Pecatonica soil unit only has fair potential for cultivated crops, it is more suitable for most recreation uses and urban development.

The Griswold-Winnebago soil unit mainly covers the area south of Edwardsville Road and east of Falconer Road. It is deep, well-drained, and has varying slopes that formed in glacial till or in thin loess and the underlying glacial drift on uplands. Similar to the-Ogle-Plano soil unit, the Griswold-Winnebago soil unit is primarily used for cultivated crops, small grains, and legumes; in addition, it is also used for permanent pasture in some areas and has good potential for cultivated crops. Soils with steep slopes generally have fair to poor potential for most recreation uses and urban development. However, soils with less slopes have better potential for these uses.

Although the three soil units have their own unique characteristics, they all have concerns with fertility and control of water erosion. The suitability of the three soil unit types for development as described above should be taken only at a general level. Soils in any one soil unit differ from place to place in slope, depth, drainage, and other characteristics; as such, it is imperative that more in-depth soil analyses be conducted as developments are proposed to account for the variability of soils.

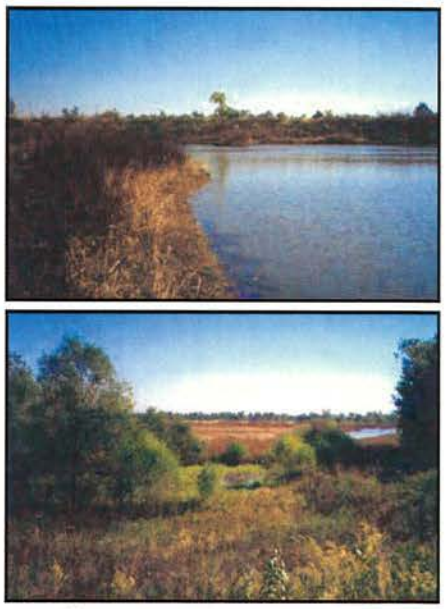
- **Creeks**. One of the primary functions of a creek is carrying collected stormwater to larger water resources such as rivers, ponds, and lakes. The Rock River corridor is served by a series of tributaries, of which one (Kent Creek) runs westward into Winnebago's planning area just south of the Village's current southern municipal boundary. Another creek, originating from the northwest near Pecatonica, runs along the Village's current western municipal boundary. Two other creeks extend into the northern portion of Winnebago's planning area along the north side of U.S. Highway 20. A few other creeks extend into the southern portion of the planning area along Edwardsville Road. All creeks are illustrated on the *Existing Environmental Conditions & Resources Map* on page 5-10. Due to the sensitive nature and environmental benefits provided by these local creeks, it is important to plan carefully around the creeks and, if possible, integrate them as natural features for potential developments.

- **Floodplain**. Floodplains are associated with the creeks that run through Winnebago's planning area, demarcating the areas susceptible to inundation by water as a result of flooding. Floodplains are typically identified by forecasted 100 year and 500 year flood events. In general, floodplains within the 100 year flood zone are subject to periodic flooding, thus making them unsuitable for development. Development is not as limited for floodplains identified between the 100 year and 500 year flood zones in which flooding may occur at very shallow depths (typically one foot or less). All floodplains are illustrated on the *Existing Environmental Conditions & Resources Map* on page 5-10.

Although most of the floodplains within the Village's planning area do not overlap with existing developments, conflicts will become an issue as new developments are proposed in proximity to floodplains. The issue of conflicts between floodplain and development is heightened by the fact that some floodplains run alongside major roadways, such as the east-west floodplain running along Cunningham Road on the east side the planning area. The proximity of floodplains to major roadways and the need for potential developments to have access to the same roadways creates a challenging conflict to resolve; however, careful and creative site planning can often lead to a resolution that accommodates the accessibility needs of new developments while preserving the integrity of the floodplain. In some instances, preservation of a floodplain segment trumps any accommodation for development, particularly areas within the 100 year flood zone. Planning around a floodplain is just like planning for a creek in that they both restrict development unless limited to recreational purposes such as a trail, boat lunch, or passive open space. As with any potential development in proximity to an environmentally sensitive feature, floodplains and creeks should be evaluated in greater depth as development activity warrants.

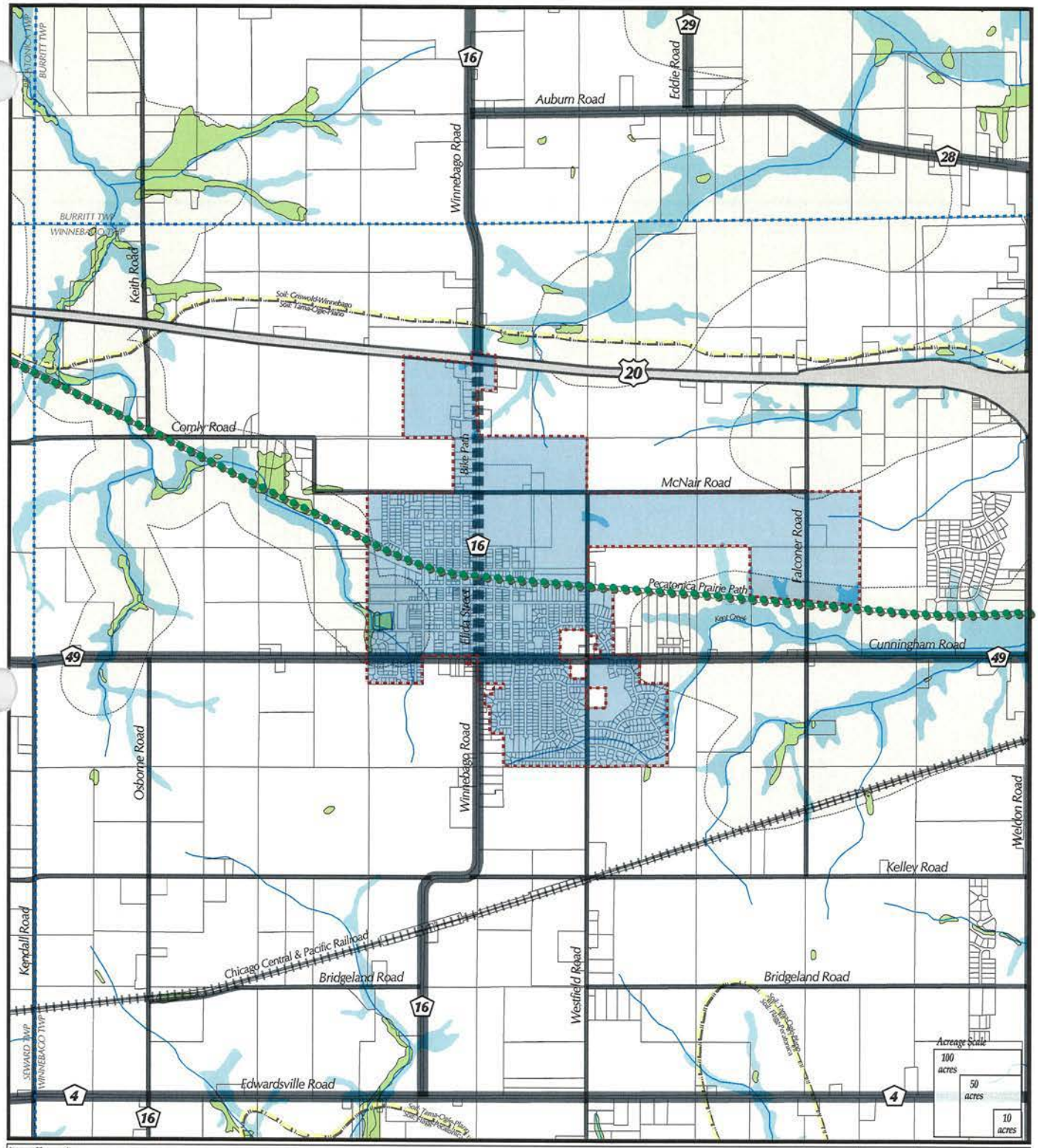
- **Wetlands**. Wetlands are another important natural resource that provide habitats for both plants and animals as well as mitigate the impacts of the flow of stormwater into creeks. In spite of its name, some wetlands remain dry at the surface for significant portions of the year, such as open water areas in upland depressional wetlands. Regulated by the federal government via Section 404 of the Clean Water Act, wetlands are generally viewed as transition zones between dry uplands and open water. In addition to federal regulation, wetlands are protected by legislation at the local, state, and federal levels. Wetland resources for the State of Illinois include the *Wetland Resources of Illinois, An Analysis & Atlas* (based on the *National Wetland Inventory*) and *Illinois Land Cover, An Atlas* (prepared by the Illinois Department of Natural Resources).

  As illustrated on the *Existing Environmental Conditions & Resources Map* on page 5-10, multiple wetlands of varying size are scattered throughout Winnebago's planning area, mostly on the outskirts of the current municipal limits. Although many wetlands are located within floodplains, some are independent of floodplains but still have the potential to flood depending on their depth. In general, small wetlands do not place as many limitations on development as floodplains, particularly given their limited coverage; however, the wider coverage of larger wetlands apply greater limitations on potential development activities. Regardless of size, it is important to assess the characteristics and potential impacts of all wetlands as development activity warrants. In particular, site-specific wetland surveys should be conducted to accurately identify the location, dimensions, and other characteristics of wetlands within a proposed development area to curtail any negative impact.



In addition to providing wildlife habitats, wetlands generally support natural storm-water management processes and appear wet as a result (top). However, some wetlands in upland areas may remain dry at the surface for long periods of time (bottom). [Photo credits: IDOT]

- **Woodlands**. Woodlands are generally defined as heavily wooded areas covering one acre or larger. Many trees throughout the Winnebago area are just as old as the Village itself, so it is worth preserving older, healthy trees to maintain these naturally historic elements, preserve wildlife habitats, and to generally keep the local ecosystem in balance. Smaller patches of trees scattered throughout the Winnebago area have smaller coverage than woodlands, but they are just as important to the ecosystem and natural landscape. Regardless of size, all wooded areas should be identified and inventoried as development activity warrants ensuring healthy trees are preserved.



Legend

- Creeks
- Floodplains
- Wetlands
- Pecatonica Prairie Path
- Railroad
- Archaeological Sites
  - * Potential Resource Areas
- Soil Unit Boundaries
  - * Soil Unit 1: Tama-Ogle-Plano
  - * Soil Unit 2: Flagg-Pecatonica
  - * Soil Unit 3: Griswold-Winnebago
- Highway
- Arterial Road
- Collector Road
- Winnebago Municipal Boundary
- Township Line

Map 5 - Existing Environmental Conditions & Resources Map

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Cultural Resources

Cultural resources in Winnebago fall under one of two classifications: (1) historical cultural resources and (2) community cultural resources. Historical cultural resources include elements such as historic structures, historic documents, and archaeological sites. In addition, the Village's namesake and school mascot are built upon the storied history of the Winnebago Native American Tribe who once laid claim to this part of Illinois. Community cultural resources include community organizations that provide activities and programs to Village residents. Churches and local arts and education programs also fall under the community cultural resources category. While historical cultural resources are deeply rooted in the community's past, they are separated from community cultural resources to maintain a distinction between resources that recount and preserve Winnebago's history and resources that serve the present needs of residents.

Historical Cultural Resources

- **Historic Structures**. With a history dating back to the early 19th century, Winnebago is a long-standing community originally built around local farms and the railroad industry. As the Village developed through time, structures have come and gone; however, structures that managed to remain intact hold special value to the community as they provide connections to Winnebago's past. Historic preservation is important to a community like Winnebago as it recognizes the historical significance of structures, which hold value as either physical markers along the community's historic timeline or an intact example of a particular architectural style of an historic era.

  Conducted by the Illinois Department of Conservation in 1971, the Illinois Historic Structures Survey identified two structures (Winnebago Town Hall and the Gilmore House) and one centennial farm (the Crandall farm) in the Winnebago area as having local architectural or historical significance. In addition to these structures officially recognized by the State, Winnebago is home to several other architecturally significant residential structures dating back to the mid to late 1800's. Many of the commercial buildings in the downtown central business district, including the original interurban train depot, were built in the late 1800's and early 1900's.

- **Historic Documents**. Winnebago's history is also recounted through storytelling. The Winnebago Public Library recently established Local History Room, which includes an extensive collection of history books and publications documenting Winnebago's history. An active group of residents formed the Winnebago History Writers in 1995 to research and write books documenting the lives of local families throughout the Village's past.

- **Archaeological Sites**. The Illinois State Museum (ISM) has identified large expanses of land within Winnebago's planning area as having high archaeological potential for regional analysis purposes. A high

With a history dating back to the early 1800's, Winnebago is home to some historic structures in terms of both architectural style and historical significance. Winnebago Town Hall (left) is officially recognized by the Illinois Historic Structures Survey. Though not officially recognized, other historic structures such as the old train depot (right) provide Winnebago with ties to its past.

potential archaeological resource area is defined as any occurrence of soil types such as Cahokia Alluvium, Carmi Member of Equality Formation, Grayslake Peat, Parkland Sand, Peyton Colluvium, Batavia Member of the Henry Formation, or the Mackinaw Member within permanent stream floodplains and including: (1) 500 yards of the adjoining bluff line crests of nearby rivers and/or lakes. The *Existing Environmental Conditions & Resources Map* on page 5-10 verifies the defining characteristic of the archaeological resource areas which cover the same areas as floodplains.

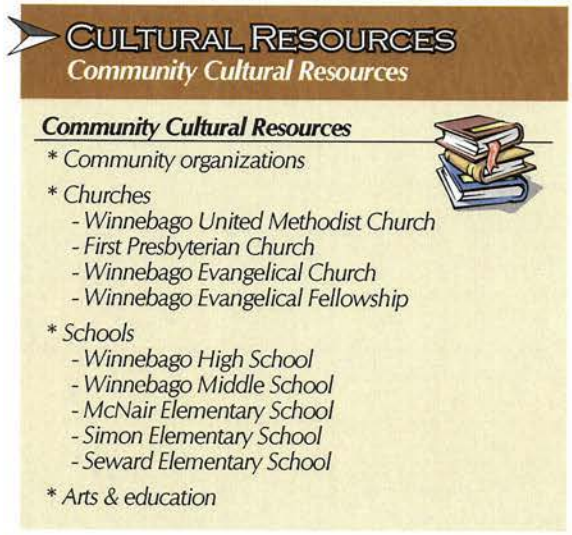
Supported by the Illinois State Agency Historic Preservation Act, the State government mandates the preservation, restoration, and maintenance of historic resources throughout Illinois. Activities supported or administered by a State agency that may result in the alteration of historic properties within archaeological resource areas are subject to review by the Illinois Historic Preservation Agency (IHPA). The IHPA also regulates private undertakings that require a State-issued permit and have potential impact on a documented archaeological site with a high potential for archaeological resources. Using ISM-issued maps illustrating the locations of high potential archaeological resource areas, private undertakings may commence following an inventory and assessment of the scientific and historic potential of the project area. [Source: Illinois State Museum via the Illinois State Geological Survey]

- **Winnebago Native American Tribe**. Winnebago County was officially established in 1836 and took its name from the Winnebago Native American Tribe by whom the land was ceded at the conclusion of the Winnebago War of 1827 at Prairie du Chien. The Village of Winnebago was originally named Elida in 1849 before taking on its present name in 1869 and becoming formally incorporated in 1878. As a community named after the former inhabitants of the land, the Village may perhaps be able to draw from the history of the Winnebago Native American Tribe to honor the culture and lifestyle of those who came before today's residents. The community may wish to honor the tribe in a variety of respectable fashions such as producing historical displays at the library or inviting living Winnebago tribal persons to speak and present history lessons at local schools.

Community Cultural Resources

- **Community Organizations**.

The Winnebago community is served by a variety of community organizations that offer activities and programs to enrich residents' lives and the community's overall quality of life. Winnebago's community organizations include the Lion's Club, the Masons, Friends of the Winnebago Public Library, and the Winnebago Community Council.



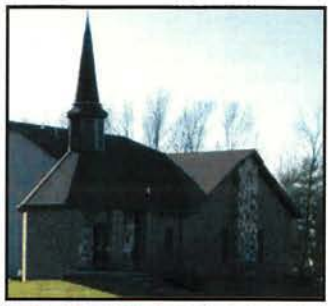
The Lion's Club and Masons provide their members with opportunities to build fellowship and serve the community. Friends of the Winnebago Public Library is a resident-led association focused on providing educational motivation and opportunities for residents of all ages. Established in 1942, the Winnebago Community Council sponsors and plans community events, including its main attraction, the annual 4th of July festival. In addition to community organizations serving residents, local business owners may participate in a downtown business owners' association to build community and enhance the Village's economic

development.

- **Churches**. Residents are provided with four places of worship: Winnebago United Methodist Church, First Presbyterian Church, Winnebago Evangelical Church, and Winnebago Evangelical Fellowship. Other churches in the vicinity include Middle Creek Presbyterian Church and Family Christian Fellowship, both located about 3 miles south of the Village along Montague Road.

- **Schools**. Winnebago's school system is perhaps the hallmark of the community's cultural resources, providing not only education to the community's youth but also activities – most notably the school's athletic programs – that entertain students and their families. Served by Winnebago Community Unit School District #323, the community is home to five schools: Winnebago High School, Winnebago Middle School, McNair Elementary School, Simon Elementary School, and Seward Elementary School. The Utilities and Community Facilities section presents a more in-depth analysis of the school district.

- **Arts & Education**. Although Winnebago's schools offer arts programs, residents may also find arts and education opportunities through other community resources. The Winnebago Public Library offers general book services, computer terminals with internet access, public meeting space, and the newly established Local History Room. Winnebago is also in close proximity to Rockford's arts and education opportunities, which include a symphony orchestra, choral groups, stage and movie theaters, museums, and other fine arts groups.



The churches (e.g. Winnebago Evangelical Fellowship, top) and schools (e.g. Simon Elementary School, bottom) serving the local community provide not only worship and education opportunities but also extra-curricular activities and events that cater to the interests, skills, and talents of all Winnebago residents.

RECOMMENDATIONS

Recommendations for agricultural, natural, and cultural resources are organized into the following four categories:

(1) Administrative Matters (AM)
(2) Agricultural Resources (AR)
(3) Natural Resources (NR)
(4) Cultural Resources (CR)

The following recommendations are designed to be dynamic and flexible, allowing the Village to add or amend recommendations as necessary to achieve the Balanced Growth Principles defined at the beginning of this section. As the Village carries out these recommendations, it is important to maintain the relationships that have been formed to implement the remaining recommendations and address new issues that may arise.

ADMINISTRATIVE MATTERS
Recommendations

AM-1 *Maintain regular communication between State, County, Township, and Village officials as well as other local entities that manage agricultural, natural, and cultural resources to distribute resource planning information, discuss current and proposed resource-related projects, and coordinate efforts that impact multiple agencies/jurisdictions.*

Agricultural Resources
Recommendations

AR-1 *Assess the viability of Winnebago's current agricultural uses based on productivity and impact on the local economy, maintaining the most productive agricultural land for agricultural purposes while allowing only less productive land and lesser viable agricultural areas to be used for non-agricultural (e.g. residential, commercial, and industrial) uses.*

AR-2 *Annex agricultural land into Village to gain zoning authority and promote preservation.*

AR-3 *Apply zoning regulations to agricultural areas that prohibit the construction of non-essential structures (excluding farmsteads, barns, silos, storage sheds for farming machinery, etc) in order to prevent the development of sporadic individual homes or isolated residential developments.*

AR-4 *Protect productive farm operations from premature encroachment of urban development by careful land use regulations and buffering requirements.*

AR-5 *Encourage the use of progressive agriculture techniques that yield higher quantity and quality agricultural production and promote soil and water conservation.*

Natural Resources
Recommendations

NR-1 *Seek to acquire environmentally sensitive lands wherever natural resources cannot be protected through regulation.*

NR-2 *Protect the integrity of local water resources from contamination by establishing high standards for sewage treatment, agriculture practices, safe disposal of solid wastes, and other necessary protection practices for ground and surface waters.*

NR-3 *Protect all natural drainage areas, floodplains, and wetlands to avoid costly man-made stormwater projects and maintain the natural habitats of local wildlife by regulating developments to maintain quantities or rates of stormwater runoff that do not exceed normal stormwater runoff under natural conditions.*

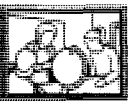
NR-4 *Prohibit development within floodplains areas in the 100 year flood zone and enforce development limitations on developments within floodplain areas between the 100 year and 500 year flood zones.*

NR-5 *Minimize the disruption of the natural environment by allowing only those developments and other human activities that exhibit sensitivity to the character and limitations of the natural environment.*

NR-6 *Promote the designation and management of environmental corridors to connect open space areas and prominent natural features throughout the Winnebago area, which helps protect wildlife habitats and creates the potential for public recreational uses.*

NR-7 *Require a professionally administered tree inventory for all proposed developments to ensure healthy trees are preserved and incorporated into development plans.*

CULTURAL RESOURCES
Recommendations



CR-1 *Develop a complete system of community organizations and activities that encourages connectivity between activities while fulfilling the needs, meeting the interests, and encouraging the development of the skills and talents of all residents.*

CR-2 *Form a local historic preservation commission to identify and designate any of Winnebago's historic structures as landmarks and submit applications for eligible structures to be considered for the National Register of Historic Places.*

CR-3 *Encourage new developments to respect the scale and character of existing architecture.*

CR-4 *Explore the possibility of restoring the train depot back to its function as a downtown focal point as it once was the Village's main attraction for commercial and industrial development.*

CR-5 *Coordinate the historical documentation efforts of the Winnebago History Writers group with the resources available at the Winnebago Public Library's Local History Room to maintain a thorough record of local history that may be utilized for school and public education, community recognition, and community celebration purposes.*

CR-6 *Encourage public education of the history and culture of the Winnebago Native American Tribe to develop the community's appreciation of the area's historical inhabitants and build community pride.*

CR-7 *Coordinate with the Illinois Historic Preservation Agency to identify and conserve historically significant properties and structures.*

When a community speaks of growth and development, the "development" component typically refers to the community's economic development. More specifically, a community's economic development is a function of the types of industries and businesses that comprise the local economy and how these industries and businesses work within the community to provide jobs, goods, and services to meet the business, employment, and personal needs of the community. Over time, Winnebago has developed into a bedroom community that generally relies on businesses and services in other communities to meet its business, employment, and personal needs. Although many of these businesses and services are located within a reasonable distance of the Village, Winnebago can benefit in more ways than one from building itself into a self-sustaining community. At its core, a self-sustaining community is focused around the strength and balance of its economy. This section outlines how the Village's economic development can be structured in a way that helps transform Winnebago into a self-sustaining community.

The ***Balanced Growth Principles*** (outlined below) help guide Winnebago in planning for the Village's economic development. A thorough analysis of the ***Existing Conditions*** of the local economy produces a clear perspective of the current state of the economy and what steps need to be taken to maintain a strong and balanced economy. A set of ***Recommendations*** were established to uphold the Balanced Growth Principles to guide the Village's economic development that not only maintains a strong and balanced local economy but also facilitates a self-sustaining community structure for Winnebago.

Balanced Growth Principles
Economic Development

(1) Ensure that the Economic Development Balanced Growth Principles are consistent with the other Balanced Growth Principles for housing; transportation; community facilities; agricultural, natural, and cultural resources; and land use.

(2) Promote coordination between State, County, Township, and Village officials as well as other local entities that manage economic development issues to ensure that all agencies are fully informed of local policies and issues as well as to maximize available funding resources for economic development programs.

(3) Maintain a balanced composition of industries, including commercial, office, and manufacturing, to ensure the Village is served by a diverse industrial base that provides a breadth of business, employment, and service opportunities matching the trends and characteristics of the local and regional economies, the attributes of the labor force, and the needs of the community.

(4) Facilitate a self-sustaining community structure for Winnebago allowing the Village to function as a self-sustaining community capable of providing adequate business, employment, and service opportunities within Village limits, ensuring that residents can work where they live and the Village can utilize collected revenues from local spending for reinvestment into the community to enhance all aspects of Winnebago's quality of life.

(5) Develop a multi-pronged marketing campaign for Winnebago focused on attracting potential new businesses and investors for development opportunities, retaining existing businesses to demonstrate that Winnebago is an exemplar place for commerce, and drawing visitors from around the region and beyond to visit and support local businesses.

Existing Conditions

In order to work towards establishing a balanced economic base for Winnebago, a thorough analysis of the existing conditions of the local economy is needed to identify the community's strengths, needs, and opportunities. In particular, an analysis of existing economic development conditions includes focus on elements such as Winnebago's industry composition, existing businesses, and work force characteristics. An understanding of Winnebago's industry composition and existing businesses provides insight into current business and employment opportunities and, from a wider perspective, the local economy's ability to meet the needs of the community. Also, consideration of the current work force facilitates an understanding of how characteristics such as education and job location play a role in not only the local economy but also the community's overall quality of life.

To thoroughly examine the economic development of Winnebago, the analysis of existing conditions is complemented by an analysis of the Village's economic potential, which includes an evaluation of how trends in Winnebago's consumer spending expenditures provide insight into the how the community's existing businesses mold the local economy and how the mix of businesses can be adapted to strengthen and provide balance to the economy.

Overview of Existing Conditions
Economic Development

Industry Composition

Providing a diverse industry composition ensures that Winnebago's economy is built around strong and up-and-coming industries while maintaining a balance of less prominent but vital industries that enhances the Village's ability to provide a wide selection of jobs, goods, and services..

Existing Businesses

Evaluating Winnebago's existing businesses provides insight into how the local economy currently serves the needs of the community and what businesses can be added to the mix to fill gaps and enhance the economy overall.

Work Force

Assessing the characteristics of Winnebago's work force is an effective means of evaluating the impact the local economy has on the community's quality of life.

Economic Potential

Analyzing current and projected consumer spending expenditures of Winnebago residents provides an outlook into the Village's economic potential relating to the types of businesses that will offer the most benefit to the community.

Taken all together, a complete examination of the current state of Winnebago's economic development ensures the Village builds the local economy in a way that achieves the objectives of the Balanced Growth Principles.

Although the land beyond Winnebago's municipal limits is generally comprised of agricultural and vacant land, less than 1% of Winnebago's working population are employed in the agricultural, forestry, and fisheries industry. The most prominent industry is manufacturing, which employs about 30% of the working population.

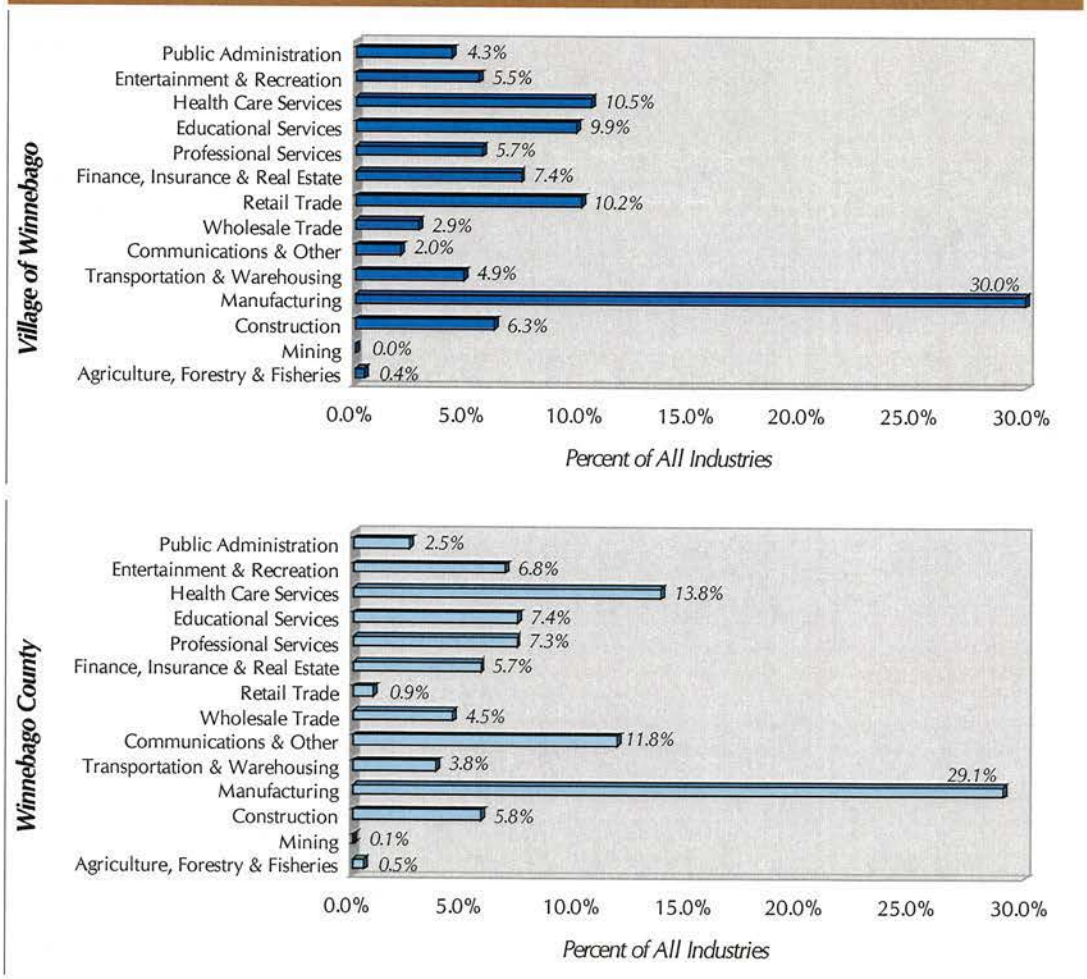
Industry Composition

The industry composition of a community illustrates whether the local economy is diverse covering a range of varying industries, one-dimensional with a strong dependence on one or a limited set of industries, or somewhere in between. Diversity is ideal not only to ensure that the local economy will remain healthy even if one industry struggles but also to provide a range of business and employment opportunities for the community. On the opposite end of the spectrum, a community that is highly dependent on a single industry (or a limited set of industries) may absolutely thrive when the products and services of the sole industry are in high demand but utterly falter when demand is low or competition becomes overwhelming. Consider how Detroit and Pittsburgh struggled when global competition compromised their respective economy's dependence on the auto industry and steel industry. Though larger in scale but still comparable for reference purposes, the Detroit and Pittsburgh examples illustrate how a strong dependence on a single industry can make or break a city's economy.

Although a community the size of Winnebago may not have the resources and capabilities to maintain a completely diverse industry composition (for example, mining is a fairly non-existent industry in all of Winnebago County), Winnebago is capable of developing an industry composition with adequate diversity to provide a range of business and employment opportunities for the community. As indicated in Figure 6-1 shown below, the manufacturing industry was the most prominent among Winnebago's industry composition in 2000, with almost one-third (30.0%) of all jobs in Winnebago offered in the manufacturing industry. About another one-third of all jobs were split among the health care services (10.5%), educational services (9.9%), and retail trade (10.2%) industries. The remaining one-third was split among 10 other industries.

Compared to all of Winnebago County, the prominence of the manufacturing industry in the Village mirrors the same trend in the County where 29.1% of all jobs in the manufacturing industry (see Figure 6-2 shown below). Even the health care services industry is fairly similar between the Village and County, with health care service jobs comprising 10.5% of all Village jobs and 13.8% of all County jobs. Similarly, the educational services industry in the Village is comparable to that of the County, with educational service jobs comprising 9.9% of all Village jobs and 7.4% of all County jobs. The industry composition that clearly sets the Village apart from the County is the retail trade industry in which the Village outpaces the County with a 10.2% composition compared to only a 0.9% composition.

Figures 6-1 and 6-2:
Industry Composition, 2000
Village of Winnebago & Winnebago County



Source: U.S. Census Bureau.

Between 1990 and 2000, the Village of Winnebago's industry composition has varied in some areas but remained relatively steady in others. As illustrated in Figure 6-3 shown to the right, the Village's four primary industries in 2000 maintained fairly steady composition percentages compared to 1990 figures:

Manufacturing
31.3% in 1990 & 30.0% in 2000

Retail Trade
11.6% in 1990 & 10.2% in 2000

Health Care Services
8.9% in 1990 & 10.5% in 2000

Educational Services
8.5% in 1990 & 9.9% in 2000

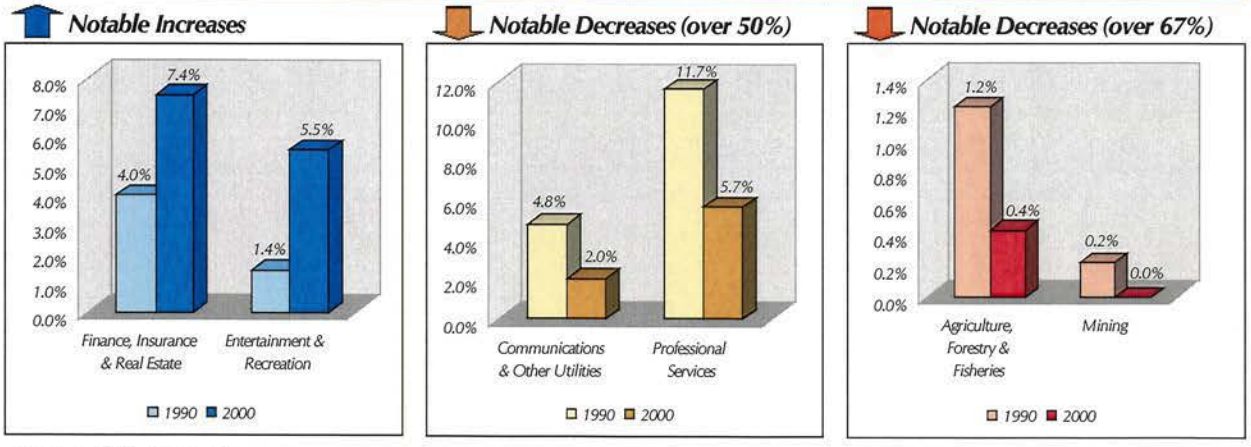
Figure 6-3:
Industry Composition Overall Trends, 1990-2000
Village of Winnebago

	1990		2000		1990-2000	
Industry	Employees	% of Total	Employees	% of Total	Change	% Change
Public Administration	24	2.7%	60	4.3%	36	150.0%
Entertainment & Recreation	13	1.4%	77	5.5%	64	492.3%
Health Care Services	80	8.9%	146	10.5%	66	82.5%
Educational Services	76	8.5%	137	9.9%	61	80.3%
Professional Services	105	11.7%	79	5.7%	-26	-24.8%
Finance, Insurance & Real Estate	36	4.0%	103	7.4%	67	186.1%
Retail Trade	104	11.6%	141	10.2%	37	35.6%
Wholesale Trade	36	4.0%	40	2.9%	4	11.1%
Communications & Other Utilities	43	4.8%	28	2.0%	-15	-34.9%
Transportation & Warehousing	45	5.0%	68	4.9%	23	51.1%
Manufacturing	281	31.3%	416	30.0%	135	48.0%
Construction	43	4.8%	87	6.3%	44	102.3%
Mining	2	0.2%	0	0.0%	-2	-100.0%
Agriculture, Forestry & Fisheries	11	1.2%	6	0.4%	-5	-45.5%
TOTAL - All Industries	899	100.0%	1,388	100.0%	489	54.4%

Source: U.S. Census Bureau.

Other industries that comprise smaller portions of the Village's industry composition also remained fairly steady between 1990 and 2000; for instance the transportation and warehousing industry maintained a composition of 5.0% in 1990 and 4.9% in 2000. Two industries experienced fairly substantial increases in their composition percentage: the finance, insurance, and real estate industry almost doubled (4.0% in 1990 and 7.4% in 2000) while the entertainment and recreation almost quadrupled (1.4% in 1990 and 5.5% in 2000). However, not all of Winnebago's industries fared as well. In particular, the composition percentages of the communications and professional services industries both decreased by more than 50%. Also, the agricultural and mining industries dropped precipitously, with the latter decreasing all the way to zero. Figure 6-4 shown below illustrates these industry trends.

Figure 6-4:
Industry Composition Notable Trends, 1990-2000
Village of Winnebago



Source: U.S. Census Bureau.

Industry Composition

Building an Industry Composition that works for Winnebago

Industries to Build Upon

These industries are the most prominent or are up-and-coming in both the Village and region, providing a steady employment base, keeping pace with anticipated growth and development, and, in some cases, creating a competitive advantage. These top industries form the foundation of Winnebago's economy:

* *Manufacturing*
* *Retail Trade*
* *Health Care Services*
* *Educational Services*
* *Finance, Insurance & Real Estate*
* *Entertainment & Recreation*

Industries to Strengthen

These industries are less prominent but still provide moderate contributions to the local economy. Strengthening these middle-of-the-pack industries brings balance to the economy, providing ancillary businesses that support a growing community, capitalizing on development opportunities, and ensuring the economy can preserve in case one of the top industries struggles:

* *Construction*
* *Transportation & Warehousing*
* *Communications & Other Utilities*
* *Wholesale Trade*
* *Professional Services*
* *Public Administration*

Industries to Monitor

These industries have significantly declined in their prominence in the area. While mining is scarce, agriculture, forestry, and fisheries still hold some value to the area. Although Winnebago's economy does not depend on these declining industries, they should still be monitored as opportunities may arise:

* *Agriculture, Forestry & Fisheries*
* *Mining*

These 10-year trends indicate that Winnebago's primary industries remain relatively strong while the other industries comprising smaller portions of the Village's industry composition are in flux, which suggests that some industries are becoming more prominent (e.g. the finance, insurance, and real estate industry and entertainment and recreation industry) and others are becoming less prominent (e.g. the communications, professional services, and mining industries). For the long-term prospects of Winnebago's economic development, the Village should continue to support and strengthen its primary industries. For instance, the land availability, visibility, and highway access offered along U.S. Highway 20 create outstanding development opportunities for businesses in a strong industry like manufacturing as well as businesses in a less prominent but steady industry like transportation and warehousing. Also, the relatively recent retail developments along Elida Street near the U.S. Highway 20 intersection provide an impetus for additional retail development along this corridor. As for industries that are in flux, it is important to determine which industries have the most long-term potential and ways to strengthen them. Although the growth prospects for some industries may not be very substantial (e.g. there are only so many public government jobs in a community), the Village should continue to nurture them as long as they remain a steady source of jobs for the community. However, the long-term health and growth of Winnebago's economy should be built around its strong and up-and-coming industries with the less prominent industries fortifying the diversity of the Village's industry base while providing jobs and support services to the community.

The graphic shown to the left summarizes a strategy for building an industry composition that generates the most benefit to Winnebago's economy. In addition, the subsection on economic potential and the recommendations at the end of this section describe in greater detail how the Village's overall industry composition can be a significant influence on the long-term economic development prospects in Winnebago.

Existing Businesses

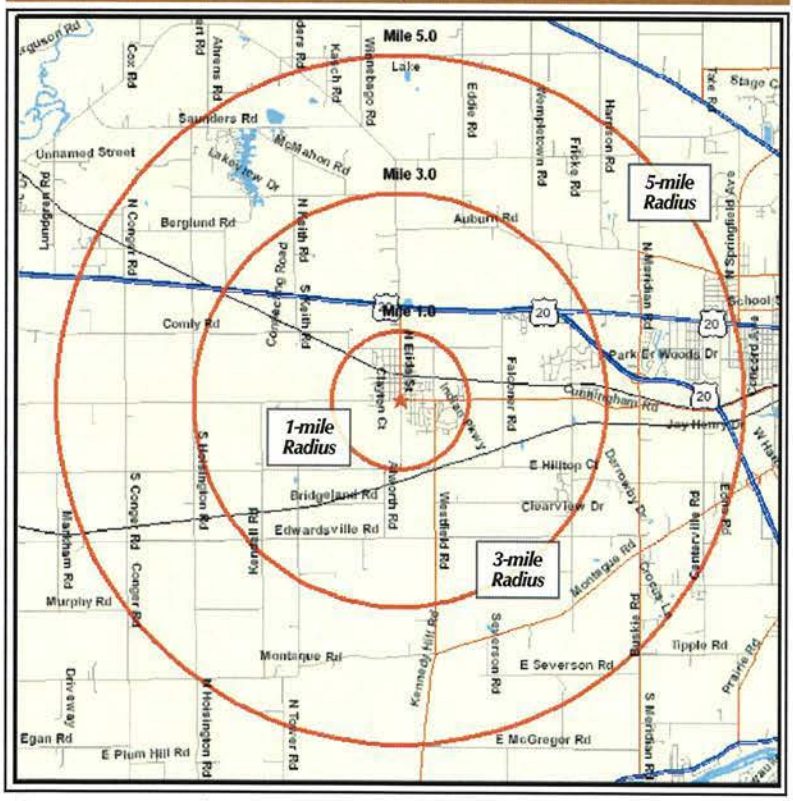
The analysis of Winnebago's industry composition provides a broad understanding of which industries are most prominent in the Village and which are fluctuating towards greater prominence or obsolescence. For a more detailed analysis of Winnebago's industry base, it is important to examine the existing businesses in and around the Village. Winnebago's existing businesses are generally concentrated in the downtown area as well as along Elida Street near the U.S. Highway 20 intersection. While most of Winnebago's traditional and long-standing businesses are located in and around downtown, newer businesses have started to take root along the northern stretch of Elida Street, taking advantage of visibility from

The northern stretch of Elida Street near the U.S. Highway 20 intersection offers the Village's newest retail businesses (above) and provides opportunities for additional development.

and access to U.S. Highway 20. This particular corridor holds greater potential for additional retail businesses and other commercial business opportunities, including offices, warehouses and storage facilities, and manufacturing facilities. As for the downtown area, new businesses would likely come in the form of infill development or redevelopment of vacant or underutilized properties.

A more thorough review of Winnebago's existing businesses includes an analysis of the total number of establishments, types of establishments, and total number of employees in each industry. Such analysis will provide insight into which types of businesses the Village currently offers and which types are lacking. From there, the Village is able to take the industry composition analysis one step further by determining not only which strong and up-and-coming industries should be the foundation of Winnebago's economy but also which types of businesses are needed to build up these industries and provide adequate goods and services to the community.

Figure 6-5:
Winnebago Demographic Area within 1-mile, 3-mile & 5-mile Radii
Centered around the Elida Street/Cunningham Road Intersection



Source: Demographic Site Reports, Claritas, Inc.

Figure 6-6 shown on the next page lists the total number of establishments in the Winnebago area ordered according to industry and business type. The data in this table were provided by a third party commercial data provider, Claritas, Inc., which uses U.S. Census data to generate current and projected demographic data for specific geographic areas. Claritas also provides data that are often used for economic market analysis, which allows the data provider the ability to derive demographic data based on specified service radii, not tracts and blocks typically defined by the U.S. Census.

For the Village of Winnebago, Claritas was able to generate demographic data based on 2005 estimates and 2010 projections within 1-mile, 3-mile, and 5-mile radii centered around the Elida Street/Cunningham Road intersection (see Figure 6-5 shown to the left). Most of Winnebago's current incorporated areas are located within the 1-mile radius. The 3-mile radius captures all of Winnebago's incorporated areas and the immediate area around the Village. The 5-mile radius covers an expansive area but does not extend far enough to overlap neighboring communities, namely Rockford to the east and Pecatonica to the northwest. The concentric radii method is useful in that it is based on a common center point (i.e. the Elida Street/Cunningham Road intersection) and accounts for businesses that are located beyond Winnebago's municipal limits but still serve Winnebago residents. It is important to note that the industry types defined by Claritas do not always directly correlate to the industry types defined by the U.S. Census.

Based on the data presented in Figures 6-6, a majority of all industries are in the private sector. A majority of business establishments within all 3 radii are concentrated in the service industry. Within the 1-mile radius, almost half of all establishments (46.6%) are in the service industry. This percentage decreases as the demographic area expands out to the 3-mile and 5-mile radii. The industry with the second most establishments is the retail industry, which comprises

17.8% of all establishments within the 1-mile radius but gradually decreases in percentage out to the 3-mile and 5-mile radii. The finance industry has the third most establishments within the 1-mile radius; however, the construction industry claims the third spot within the 3-mile and 5-mile radii. Establishments in all other industries comprise less than 10% of all establishments.

Figure 6-6:
Business Establishments, 2005 Estimates
Village of Winnebago

	1-mile Radius		3-mile Radius		5-mile Radius	
Industry/Business Description						
Agriculture	1	1.4%	7	5.6%	22	7.9%
Mining	0	0.0%	0	0.0%	2	0.7%
Construction	6	8.2%	15	11.9%	30	10.8%
Manufacturing	5	6.8%	8	6.3%	24	8.6%
Transportation, Communications/Public Utilities	1	1.4%	4	3.2%	20	7.2%
Wholesale Trade	2	2.7%	2	1.6%	17	6.1%
Retail Trade	13	17.8%	21	16.7%	41	14.7%
- Building Materials & Garden Supply	1	7.7%	2	9.5%	7	17.1%
- General Merchandise Stores	0	0.0%	0	0.0%	1	2.4%
- Food Stores	2	15.4%	2	9.5%	6	14.6%
- Auto Dealers & Gas Stations	3	23.1%	4	19.0%	8	19.5%
- Apparel & Accessory Stores	0	0.0%	0	0.0%	0	0.0%
- Home Furniture, Furnishings & Equipment	2	15.4%	2	9.5%	2	4.9%
- Eating & Drinking Places	4	30.8%	7	33.3%	10	24.4%
- Miscellaneous Retail Stores	1	7.7%	4	19.0%	7	17.1%
Finance	7	9.6%	11	8.7%	15	5.4%
- Bank, Savings & Lending Institutions	2	28.6%	2	18.2%	3	20.0%
- Security & Commodity Brokers	0	0.0%	0	0.0%	0	0.0%
- Insurance Carriers & Agencies	2	28.6%	3	27.3%	4	26.7%
- Real Estate	3	42.9%	5	45.5%	7	46.7%
- Trusts, Holdings & Other Investments	0	0.0%	1	9.1%	1	6.7%
Service	34	46.6%	53	42.1%	102	36.7%
- Hotel & Other Lodging	0	0.0%	2	3.8%	5	4.9%
- Personal Services	12	35.3%	20	37.7%	28	27.5%
- Business Services	5	14.7%	8	15.1%	15	14.7%
- Motion Picture & Amusement	1	2.9%	1	1.9%	6	5.9%
- Health Services	3	8.8%	6	11.3%	6	5.9%
- Legal Services	1	2.9%	1	1.9%	1	1.0%
- Educational Services	8	23.5%	9	17.0%	12	11.8%
- Social Services	1	2.9%	1	1.9%	5	4.9%
- Misc, Membership Orgs & Non-Classified	3	8.8%	5	9.4%	24	23.5%
Public Administration	4	5.5%	5	4.0%	5	1.8%
TOTAL - All Industries	**73**	**100.0%**	**126**	**100.0%**	**278**	**100.0%**
- Private Sector Businesses	57	78.1%	107	84.9%	236	84.9%
- Government & Non-Profit Businesses	16	21.9%	19	15.1%	42	15.1%

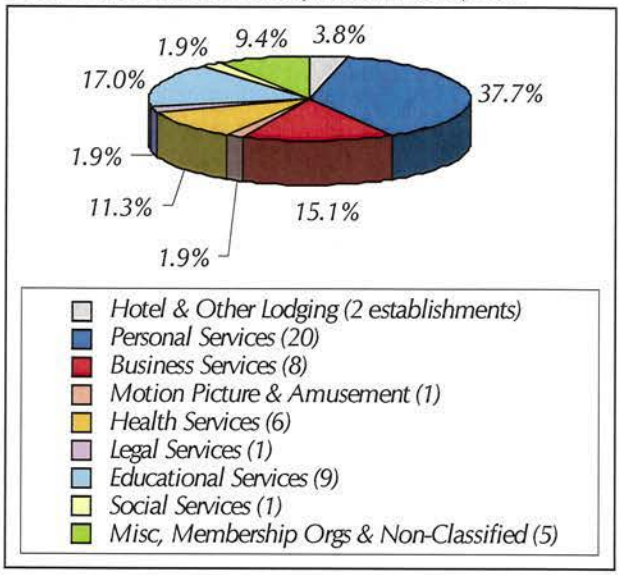
Source: Demographic Site Reports, Claritas, Inc.

SERVICE INDUSTRY ESTABLISHMENTS

What the data STATES . . .

Within the service industry and within the 1-mile and 3-mile radii, most service establishments are within the personal services category. The educational services, business services, and health services categories claim the second, third, and fourth most service establishments. Service establishments within the 5-mile radius follow a slightly different trend. The personal services category is still at the top with the most service establishments; however, the miscellaneous, membership organizations & unclassified category is second in line, followed by the business services and educational services categories. The least represented service establishment categories within all three radii are the legal services, social services, and hotel & other lodging categories. The graphic shown to the right illustrates the breakdown of service industry establishments based on 2005 estimates within the 3-mile radius, which is the best approximation of the Village's current incorporated area and immediate vicinity (please refer to Figure 6-6 on the previous page for data relating to the 1-mile and 5-mile radii).

Breakdown of Service Industry Establishments, 2005



Source: Demographic Site Reports, Claritas, Inc.

What the data MEANS . . . *How does this impact Winnebago?*

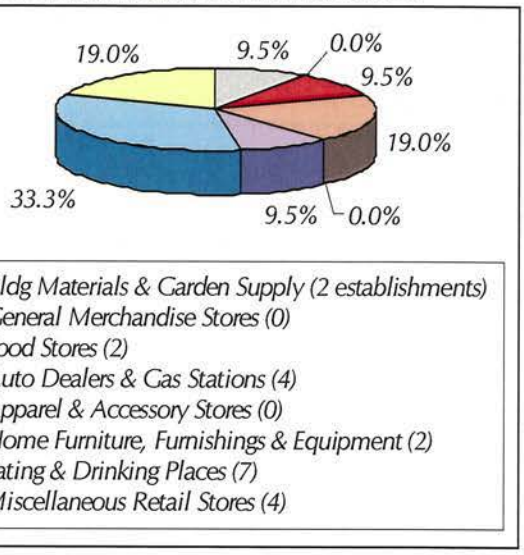
Within Winnebago's most immediate areas (i.e. the 1-mile and 3-mile radii), a majority of service establishments cater to the personal well-being of the community's residents, ranging from personal care, education, business, and health. Regardless of economic and population growth trends, these types of services will remain very important to the community as they provide general day-to-day goods and services. As such, the community's intrinsic need for these types of services will generally influence the need for additional establishments that cater to the personal care, education, business, and health of residents. On the other hand, the Village may need to take a more proactive approach to accommodating the lesser represented service establishments, including legal services, social services, and hotel & other lodging categories. Although such services may be available elsewhere, providing them in Winnebago would benefit local residents, particularly in terms of reducing the need to commute and enhancing the Village's employment base. Also, providing more hotel & other lodging services in Winnebago not only enhances the Village's tax revenue but also has the potential to attract travelers to explore Winnebago's other businesses and amenities, spurring even more benefit to the local economy.

Retail Industry Establishments

What the data STATES . . .

With the second most establishments in the Winnebago area, the retail industry has a broad distribution of establishments. Although eating & drinking places claim the most retail establishments within the 3-mile and 5-mile radii, other retail establishments are broadly distributed among other retail categories, including auto dealers & gas stations, miscellaneous retail stores, building materials & garden supply, and food stores. Retail establishments within the 1-mile radius follow a slightly different trend. Eating & drinking places and auto dealers & gas stations still claim the first and second most retail establishments; however, food stores and home furniture, furnishings & equipment are third and fourth in line. The least represented retail establishment categories within all three radii are apparel & accessory stores and general merchandise stores. The graphic shown to the right illustrates the breakdown of retail industry establishments based on 2005 estimates within the 3-mile radius, which is the best approximation of the Village's current incorporated area and immediate vicinity (please refer to Figure 6-6 on page 6-7 for data relating to the 1-mile and 5-mile radii).

Breakdown of Retail Industry Establishments, 2005



Source: Demographic Site Reports, Claritas, Inc.

What the data MEANS . . . How does this impact Winnebago?

Similar to service establishments, the two most prominent retail establishments – eating & drinking places and auto dealers & gas stations – offer goods and services that residents tend to use on a daily basis. In addition to offering food and beverage, restaurants and taverns also offer a respite from a long day at work, school, or home and a gathering place for social events. With the Village's location off of U.S. Highway 20, Winnebago's eating & drinking places also provide their goods and services to passing motorists and visitors. Same goes for gas stations. With a majority of Winnebago residents working outside of the Village, gas stations are just as essential to daily life as the goods and services provided by the Village's top service industries. Although auto dealers are not necessarily essential to daily life in the Village in the sense that residents are not buying cars daily, other services that auto dealers provide such as maintenance and repair are important for a community that relies heavily on the automobile to commute to work.

The number of eating & drinking places and auto dealers & gas stations within Winnebago's municipal limits is fairly limited. Other retail establishments such as building materials & garden supply stores, food stores, and miscellaneous retail stores are just as limited. However, such establishments grow in number further out from the Village, signifying the importance of their location between Winnebago and key destinations, including places of employment and businesses offering goods and services unavailable in Winnebago. Also, the locations of certain retail establishments between neighboring communities provide the benefit of balanced access to multiple communities.

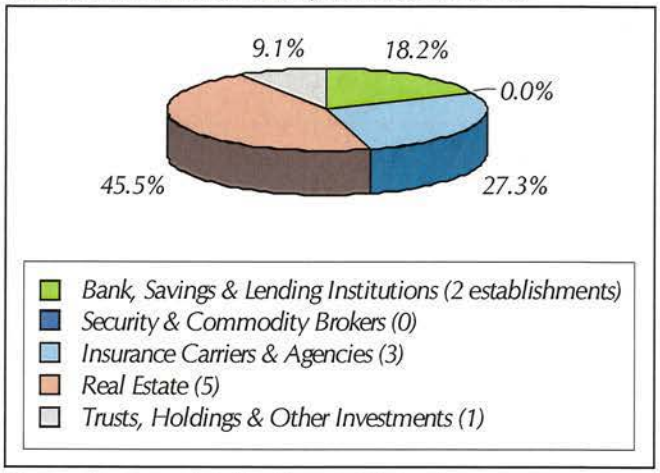
For the most part, the types and number of retail establishments in and around Winnebago depend upon the needs of its growing population. Similar to service establishments, retail establishments not offered in Winnebago may be available elsewhere; however, providing them in Winnebago would benefit residents, particularly in terms of reducing the need to commute and enhancing the Village's employment and tax bases. Also, as Winnebago's population continues to grow, it is important to provide retail goods and services catering to a growing population, particularly families establishing new homes in the community. Ironically, Winnebago's currently under-represented retail establishments – including general merchandise stores, apparel & accessory stores, and home furniture, furnishings & equipment stores – are the types that cater the most to families building new homes. As such, the Village should proactively seek to attract these types of businesses to locate in or near Winnebago to ensure new (and current) families have close access to retail goods and services that are essential to establishing their homes.

FINANCE INDUSTRY ESTABLISHMENTS

What the data STATES...

Following the service and retail industries, the finance industry has the third most establishments in the Winnebago area within the 1-mile radius. Most communities, big or small, have their share of finance establishments and Winnebago is no different. Real estate, insurance carriers & agencies, and bank, saving & lending institutions are the most prominent finance establishments in a community. On the opposite end of the spectrum, the Winnebago area is served by only one establishment in the trusts, holdings & investments category and zero establishments in the security & commodity brokers category. The graphic shown to the right illustrates the breakdown of finance industry establishments based on 2005 estimates within the 3-mile radius, which is the best approximation of the Village's current incorporated area and immediate vicinity (please refer to Figure 6-6 on page 6-7 for data relating to the 1-mile and 5-mile radii).

Breakdown of Finance Industry Establishments, 2005



Source: Demographic Site Reports, Claritas, Inc.

What the data MEANS... *How does this impact Winnebago?*

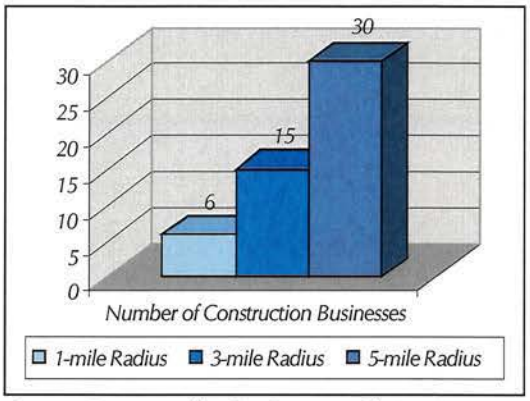
Just as service establishments cater to the personal well-being of the community's residents, finance industries cater to the financial necessities of residents. As is common in relatively small communities like Winnebago, finance establishments such as banks, realtors, and insurance carriers are typically long-standing community institutions not only because they offer important financial services to residents but also because there are generally so few of such establishments, meaning they are able to build strong ties within the community. As such, finance establishments in the real estate, insurance carriers & agencies, and bank, saving & lending institutions categories will continue to hold a strong place in the community. As the Village's population grows, more banks, realtors, and insurance carriers will likely seek to establish branches in Winnebago to take root in a growing market. Such growth in the finance industry is generally welcome to provide residents with choices with whom they can conduct financial transactions. Population growth will also spur the need for choices in financial establishments as new residents seek options in realtors offering real estate services as well as banks and other lending institutions providing mortgage loans. Other financial establishments in the trusts, holdings & investments and security &commodity brokers categories are under-represented in Winnebago; however, the Village may wish to attract such establishments to ensure residents are provided with a complete array of local financial institutions catering to different financial needs. These financial institutions are also important for local businesses for business transactions and employee benefit programs. As such, establishing a balanced array of financial establishments in Winnebago can be utilized as an incentive when attracting other businesses to set up shop in the Village.

Construction Industry Establishments

What the data STATES . . .

Within the 3-mile and 5-mile radii, the construction industry has the third most establishments in the Winnebago area following the service and retail industries. In Winnebago's most immediate area (i.e. 1-mile radius), there are 6 construction establishments. That number more than doubles (15) within the 3-mile radius and doubles again (30) within the 5-mile radius. The graphic shown to the right illustrates the progressive increase in the number of construction businesses as the demographic area expands from the 1-mile radius all the way out to the 5-mile radius.

Number of Construction Businesses, 2005



Source: Demographic Site Reports, Claritas, Inc.

What the data MEANS . . . *How does this impact Winnebago?*

Even in a moderately growing community, the construction industry generally keeps pace as one of the more prominent industries in a community. The construction industry is important in a steadily growing community because it not only provides the construction services needed to build new developments but also supplies a stable source of jobs as a community accommodates its growing population. As Winnebago continues to grow and develop, the construction industry will maintain its importance in the local economy.

Other Industry Establishments

What the data STATES . . .

The other industries comprise less than 10% each of total establishments covering all industries. For the most part, establishments in the agriculture, manufacturing, transportation & communications/public utilities, and wholesale trade industries are fairly limited within the 1-mile and 3-mile radii but become more abundant within the 5-mile radius. Aside from 2 mining establishments within the 5-mile radius, mining is the only industry that has very little presence in the Winnebago area.

What the data MEANS . . . *How does this impact Winnebago?*

Although these particular industries contribute limited numbers of establishments to Winnebago's economy, this does not diminish their importance to the economy and community. For instance, only 5 manufacturing establishments are provided within the 1-mile radius; however, analysis of Winnebago's industry composition indicated that the manufacturing industry contributes the most jobs to the economy (30.0% industry composition in 2000), making it the most prominent industry in Winnebago. This discrepancy basically illustrates the fact that some industries like manufacturing contribute a substantial amount of jobs to the economy via a small number of establishments. For example, one large manufacturing plant can provide 100 jobs while 10 small retail businesses may provide just as many jobs. In general, it is important to analyze Winnebago's industry composition together with existing business data to ensure trends are evaluated accurately. Using this approach, it is recommended that the Village maintain its strong economic presence as a manufacturing community by supporting existing manufacturing establishments while attracting new ones. As a community that has built itself up as a manufacturing town, Winnebago should continue to draw people with manufacturing skills and nurture the development of such skills by working with the County, other communities, and local schools to establish trade or vocational programs. The agriculture, transportation & communications/public utilities, and wholesale trade industries hold less prominent but still important roles in the economy; the Village should continue to support existing establishments in these industries.

Work Force

A community's economy is often characterized by its industry composition and the businesses that constitute its local marketplace. As important as industries and businesses are, they are propelled by the work force producing and providing the goods and services offered to the local, regional, and, in some cases, global economy. The work force profile shown below provides a snapshot of the characteristics that distinguish Winnebago's work force. Unless noted otherwise, the characteristics listed in the work force profile are based on demographic data based on 2005 estimates within the 3-mile radius, which is the best approximation of the Village's current incorporated area and immediate vicinity. Full demographic data relating to the work force within all three radii are provided in the Appendix.

Overall, Winnebago's work force is fairly balanced in some areas, including a mix of white and blue collar occupations and a mix of incomes, but not as balanced in others, including locations of employment and modes of transportation to work. While the Village should formulate an industry composition and balanced mix of businesses that maintains the currently balanced aspects of the work force, the projected industry composition and mix of businesses should also help bring equilibrium back to unbalanced aspects. In particular, the Village should attract businesses offering jobs within its municipal limits that cater to varying interests and skill sets of the work force and transform Winnebago from a bedroom community to a self-sustaining community. Residents in a self-sustaining community have the opportunity to live and work in the same community, which not only reduces commute times and gas consumption but also generates a sense of pride to the community by providing jobs, goods, and services that meet the needs of local residents.

WORK FORCE PROFILE

Winnebago's work force . . .

. . . has a low unemployment rate.

- *74.0% of the Village's population age 16 and older are employed in the civilian work force.*
- *2.0% are unemployed.*
- *24.0% are not in the work force.*
- *There are no residents serving in the armed forces within the 3-mile radius; however, 5 residents, comprising less than 1% of all employees, within the 5-mile radius serve in the armed forces.*

. . . has a mix of blue & white collar occupations.

- *59.3% of the work force have white collar occupations.*
- *27.7% have blue collar occupations.*
- *13.0% hold farm and service occupations.*

. . . resides in a bedroom community.

- *83.9% of the work force who reside in the Village have jobs located in places other than Winnebago (based on 2000 Census data).*
- *16.1% live and work in Winnebago.*
- *With the exception of Rockford, a majority (75% or more) of the work forces of all communities in Winnebago County have jobs located in places other than their places of residence.*

. . . commutes by car alone to work.

- *86.3% of the work force who commute to work by car typically drive alone.*
- *7.9% participate in a car pool.*
- *1.7% use other means of transportation to commute to work.*
- *4.1% work at home.*

. . . averages a commute time of 23 minutes.

- *57.0% of the work force have a commute time between 15 and 29 minutes.*
- *24.7% have a commute time shorter than 15 minutes.*
- *18.3% have a commute time of 30 minutes or longer.*
- *Only 3.3% have a commute time that is 60 minutes or longer.*

. . . earns an average household income of $86,745.

- *22.4% of the work force earn a household income between $50,000 and $74,999.*
- *25.6% earn between $75,000 and $99,999.*
- *25.0% earn between $100,000 and $149,999.*
- *1.0% earn $250,000 or more.*
- *1.4% earn less than $15,000.*

. . . is fairly well educated.

- *27.3% of the population age 25 years and older have attained an associate college degree or higher.*
- *28.9% have some college education but no degree.*
- *34.1% have attained a high school degree or equivalency.*

Note: Unless stated otherwise, all work force characteristics are based on demographic data based on 2005 estimates within the 3-mile radius, which is the best approximation of the Village's current incorporated area and immediate vicinity.

Sources: Claritas, Inc. and U.S. Census Bureau.

Figure 6-7:
A Self-Sustaining Community: A Cyclical Community Structure

Building a Self-Sustaining Community

In addition to providing local jobs to give residents the opportunity to live and work in the same community, a self-sustaining community also provides businesses that supply goods and services catering to the needs of local residents. Taken together, residents who earn their income via local jobs and spend their income at local businesses facilitate a self-sustaining economy in which money is earned and spent locally, generating revenue to the Village that can be reinvested into the community to provide excellent services and amenities to residents and businesses.

As illustrated in Figure 6-7 shown to the left, this cyclical community structure generates a high quality of life in direct and indirect ways. In a direct way, residents' locally earned income supports local businesses which produce revenue that the Village can reinvest in the community. In an indirect way, local jobs help reduce residents need to commute far for work, allowing more time to spend with family and saving more money to set aside for personal expenditures such as college tuition, home repairs, gifts and donations, and retirement funds. There are many other ways the quality of life may increase in indirect ways. Whether direct or indirect, the Village's quality of life greatly benefits from maintaining a self-sustaining community structure.

Winnebago's economy can benefit greatly from building itself as a self-sustaining community. That is not to say, though, that Winnebago residents will not need to travel to other communities for certain services. Also, Winnebago does not have the resources to support every type of business and industry. In fact, there are hardly any communities, big or small, that can solely rely on the businesses and services within its own boundaries. As such, regional collaboration in economic development can help enhance Winnebago's economy without stifling its strength and independence that are important to building a self-sustaining community.

In a self-sustaining community structure, tax revenues generated from local businesses may be utilized by the Village to reinvest into providing community improvements such as fixing roads, expanding water service, and enhancing the local parks and recreation system (above).

The extent and capability of Winnebago to build a self-sustaining community is mostly dependent on the strength of its productive capacity, which includes its availability of developable land and capital, the abilities of the work force, and the ability to keep pace with technology and innovation. An individual community attempts to maximize its productive capacity as much as possible; however, any deficiencies can be filled by maintaining a collaborative link with the regional economy. Regional collaboration in economic development allows communities to share and maximize resources, generate innovative ideas for conducting business, and project a stronger image and collective foundation of assets to potential businesses and investors. In addition, regional collaboration is firmly predicated upon building partnerships with a wide array of stakeholders representing all facets of the community, including the public, private, and non-profit sectors, educational institutions, and other community-oriented institutions and organizations. In much the same way as an independent person works together with a team

to achieve objectives that benefit both the individual and team, a self-sustaining community can work effectively in the context of a regionally collaborative economy. In both cases, clear communication, mutual understanding, and balanced sharing of ideas and resources are key.

Economic Potential

The previous analyses focused on Winnebago's industry composition and the existing businesses serving the local community. This provides a snapshot of how the local economy looks today. As important as existing conditions are to the Village's economic analysis, the analysis is even more informative when the Village is able to take a look at its economic potential. Winnebago's economic potential provides insight into the types of businesses that will provide the most benefit to the community in terms of tax revenue generated to the Village as well as goods and services provided to the community. Analyzing consumer spending patterns is one of the most effective ways to evaluate a community's economic potential. Figure 6-8 shown below provides a table of Winnebago's aggregate consumer expenditures in various categories within the 1-mile, 3-mile, and 5-mile radii. An itemized table of Winnebago's aggregate consumer expenditures including sub-categories (e.g. "Infant's Apparel" sub-category under the "Apparel" category) is provided in the Appendix. Also, it is important to note that the categories listed in Figure 6-8 do not directly correlate to the business establishment categories listed in Figure 6-5.

Based on consumer spending expenditure trends in 2005, about 20% of all expenditures are spent on transportation expenses, which is expected since a majority of Winnebago's work force commutes outside the Village for work. About 13% of all expenditures are spent on food at home (i.e. groceries) while another 10% is spent on food away at home. About 11% of all expenditures are spent on entertainment and recreation. Apparel is close behind at about 9% of all expenditures. All other expenditures are distributed amongst the other categories. The lowest expenditure is on education, which comprises slightly over 2% of all expenditures.

By the year 2010, the expenditure distribution is anticipated to remain fairly constant (e.g. less than 1% change from 2005 expenditures) across almost all categories except for a decrease of about 1.3% in food at home expenditures and an increase of about 1.8% in health care expenditures. Although these changes in food at home and health care expenditures are not substantial, they do stand out from the other categories and point to the potential need for the Village to address such changes accordingly. For instance, an anticipated decrease in the percentage of food at home expenditures to overall

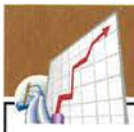


Figure 6-8:
Consumer Spending Patterns, 2005 Estimates & 2010 Projections
Village of Winnebago

	Aggregate Consumer Expenditures (in $1000's)											
	1-mile Radius				3-mile Radius				5-mile Radius			
	2005		2010		2005		2010		2005		2010	
Category	Dollars	% of Total	Dollars	% of Total	Dollars	% of Total	Dollars	% of Total	Dollars	% of Total	Dollars	% of Total
Apparel	$5,152	9.0%	$6,132	8.8%	$9,117	9.2%	$11,513	9.0%	$16,524	8.9%	$20,192	8.6%
Entertainment & Recreation	$6,207	10.8%	$7,775	11.1%	$11,024	11.1%	$14,665	11.5%	$19,970	10.7%	$25,882	11.0%
Food at Home	$7,466	13.0%	$8,283	11.9%	$12,457	12.6%	$14,433	11.3%	$24,437	13.1%	$27,850	11.8%
Food away from Home	$5,836	10.2%	$6,847	9.8%	$9,998	10.1%	$12,282	9.6%	$18,771	10.1%	$22,658	9.6%
Health Care	$4,416	7.7%	$6,677	9.6%	$7,461	7.5%	$11,881	9.3%	$15,098	8.1%	$23,773	10.1%
Household Items	$4,094	7.1%	$4,823	6.9%	$7,224	7.3%	$9,012	7.1%	$13,309	7.1%	$16,163	6.9%
Shelter & Related Expenses	$3,727	6.5%	$4,395	6.3%	$6,515	6.6%	$8,139	6.4%	$12,263	6.6%	$14,891	6.3%
Personal Items & Care	$4,273	7.5%	$5,130	7.3%	$7,290	7.4%	$9,295	7.3%	$14,054	7.5%	$17,539	7.5%
Education	$1,303	2.3%	$1,768	2.5%	$2,366	2.4%	$3,409	2.7%	$3,981	2.1%	$5,543	2.4%
Miscellaneous Items	$2,797	4.9%	$3,368	4.8%	$4,865	4.9%	$6,233	4.9%	$9,066	4.9%	$11,300	4.8%
Transportation Expenses	$11,997	20.9%	$14,628	20.9%	$20,768	21.0%	$26,648	20.9%	$39,215	21.0%	$49,554	21.1%
TOTAL - All Expenditures	**$57,268**	**100.0%**	**$69,8266**	**100.0%**	**$69,8266**	**100.0%**	**$69,8266**	**100.0%**	**$69,8266**	**100.0%**	**$69,8266**	**100.0%**

Source: Demographic Site Reports, Claritas, Inc.

Economic Potential

Going beyond the numbers:
What does the community need & what can the local economy provide?

Collectively, consumer spending patterns and existing businesses data (see pages 6-8 through 6-11) provide an indication of the needs of the community, particularly as they relate to the personal well-being and day-to-day needs of residents. As a community grows, residents need goods and services that support their efforts to establish and maintain a family and home.

In terms of what the local economy can provide, the industry composition established in the previous sub-section (see page 6-5) indicates that Winnebago's economy should be built upon its strongest and up-and-coming industries, which principally support much of the consumer spending patterns and existing businesses data.

Winnebago's economic potential is predicated on the need to provide businesses that cater to the categories that generate the most expenditures. For example, apparel expenditures account for the fifth highest percentage of all expenditures; however, there are zero apparel and accessory stores within a 5-mile radius of the Village. Clearly, Winnebago residents must travel to other communities or rely on on-line shopping to purchase apparel and accessories. As such, providing apparel and accessory stores in Winnebago would benefit local residents, particularly in terms of reducing the need to commute to purchase apparel and accessory stores. Also, the Village's employment base and tax revenue would both benefit. A similar case can be made for the scarcity of general merchandise stores to provide personal items and care products, which are important for day-to-day life despite comprising a small percentage of all expenditures.

Regardless of the categorical allocation of expenditures, a self-sustaining community provides a complete assemblage of businesses offering a wide selection of goods and services to ensure the needs of all residents are adequately met with the utmost consideration for accessibility and affordability. Keeping with the self-sustaining community structure, this complete assemblage of businesses not only offers a wide selection of goods and services to the community but also provides local employment opportunities and generates tax revenues that the Village can collect and reinvest into the community.

expenditures may suggest that residents are starting to allocate less of their budgets to groceries than in previous years. This could be improved by providing more grocery options for residents to fit varying budgets or providing job opportunities closer to home, which would exchange shortened commute times for more time to prepare meals at home. As for the anticipated increase in the percentage of health care expenditures to overall expenditures, this trend seems to follow the industry trend in which health care service jobs have substantially increased in Winnebago, rising by 82.5% from 80 jobs in 1990 to 146 jobs in 2000. As residents allocate more of their budgets to health care expenditures, additional health care service establishments will be needed to adequately accommodate the demand for such services. These trends in the food at home and health care categories indicate that Winnebago's economic potential in both categories present opportunities to provide additional grocery stores to fit varying budgets and additional health care service establishments to meet needs and demands.

About 20% of all expenditures made by the Winnebago community are transportation expenses, including gas (above).

This plan does not go to the extent of recommending the exact number of grocery stores, clothing stores, doctors' offices, furniture suppliers, day care centers, pharmacies, and other establishments that Winnebago should have to adequately serve the community. A more in-depth market analysis will do that and even recommend exact locations of such establishments to maximize their respective customer bases. However, this plan does recommend building a complete assemblage of businesses offering a wide selection of goods and services (see the graphic shown to the left) to facilitate a self-sustaining community structure for Winnebago.

RECOMMENDATIONS

Recommendations for economic development are organized into the following four categories:

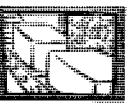
(1) Administrative Matters (AM)
(2) Business & Infrastructure (BI)
(3) Work Force Development (WF)
(4) Marketing (MK)

The following recommendations are designed to be dynamic and flexible, allowing the Village to add or amend recommendations as necessary to achieve the Balanced Growth Principles defined at the beginning of this section. As the Village carries out these recommendations, it is important to maintain the relationships that have been formed to implement the remaining recommendations and address new issues that may arise.

ADMINISTRATIVE MATTERS
Recommendations

AM-1 *Maintain regular communication between State, County, Township, and Village officials as well as other local entities that manage economic development issues to distribute planning information, discuss current and proposed physical, business, and work force development projects, and coordinate efforts that impact multiple agencies/jurisdictions.*

BUSINESS & INFRASTRUCTURE
Recommendations



BI-1 *Formulate a concept of the ideal mix of industries and businesses that facilitates a strong and balanced economy for Winnebago and encourage the attraction of new businesses and retention or expansion of existing businesses that build towards this concept.*

BI-2 *Develop a business recruitment program to target and attract new businesses to Winnebago. Researching potential businesses and attending trade shows may be used to target businesses while circulating marketing materials such as prospectuses and advertisements in business journals may be used to attract businesses.* ***[See exhibit shown to the right for location factors]***

BI-3 *Develop a business retention program using a similar approach to the business recruitment program in DI-2 and encouraging a recognition program for businesses with long-standing service and commitment to the community.*

BI-4 *Encourage entrepreneurial opportunities, particularly for residents wishing to start their own businesses in Winnebago, by providing entrepreneurial support such as training and education, business incubators, and other trade/vocational support from local colleges and associations.*

Business Location Factors [BI-2]
When a business is considering a place to locate, it generally considers the following location factors:

* *Location*
* *Facilities & infrastructure*
* *Business costs*
* *Availability of financial capital*
* *Work force*
* *Business climate*
* *Education & training resources*
* *Business associations & networking*
* *Community quality of life*

Source: Adapted from "A Guide to Preparing the Economic Development Element of a Comprehensive Plan", Wisconsin Economic Development Institute, Inc., August 2003.

Continued on next page

BUSINESS & INFRASTRUCTURE
Recommendations

Continued from previous page

BI-5 *Utilize incentives for business development, where appropriate, for private investment in the community.* ***[See exhibit shown to the right for incentives for business development]***

BI-6 *Encourage the use of the business cluster strategy by grouping businesses into "clusters" for improved efficiency and competitiveness. Clusters may be built around buyer/supplier relationships, collaborative groups of the same industry working together on process improvements and new market opportunities, or businesses utilizing the same materials, resources, and technology but serving different markets.*

BI-7 *Enhance the marketability and viability of developable land in the Winnebago area by ensuring they are provided with (or can be prepared for) adequate infrastructure elements, including municipal utilities, roadway access, telecommunications systems, and other infrastructure central to business operations.*

BI-8 *Evaluate the fiscal impact of proposed commercial and residential developments on Village finances to ensure that new businesses and homes equitably share public costs for necessary municipal service expansion.*

Incentives for Business Development [BI-5]

The following incentives for business development are intended to reduce the cost of doing business in a community and may provide the community with a competitive edge over other communities or regions:

Operating Assistance
** Tax incentives, block grants, site costs, financing, technical assistance, special service areas & permitting.*

Infrastructure Assistance
** Improvements or assistance with roadway access, utility and capacity extensions & telecommunications.*

Work Force Assistance
** Assistance with hiring, training & relocation.*

Source: Adapted from "A Guide to Preparing the Economic Development Element of a Comprehensive Plan", Wisconsin Economic Development Institute, Inc., August 2003.

WORK FORCE DEVELOPMENT
Recommendations

WF-1 *Collaborate with Winnebago Community Unit School District #323 to develop special vocational curricula at the middle and high school levels emphasizing the general skills and knowledge needed in vocations common in the Winnebago area. The Village and school district may also collaborate with academic departments at local colleges (Rockford College, Rock Valley College, and Northern Illinois University-Rockford) to develop junior high and high school level vocational curricula that prepare students for continuing studies at the college level.*

WF-2 *Form a partnership between Winnebago Community Unit School District #323 and the University of Illinois Winnebago County Extension Office in Rockford that encourages local students to participate in education and enrichment programs offered by the university extension, particularly those programs that promote service, leadership, education, management, and skills training. Promotional posters and program recruitment fairs are examples of ways to inform local students about these education and enrichment programs.*

Continued on next page

Work Force Development Recommendations

Continued from previous page

WF-3 *Develop a career discovery program between local schools and local employers that encourages local employees from various trades and vocations to visit schools to speak with students about the fundamental connections between education and career. Local employers may also invite students to visit their places of business for a more hands-on approach.*

WF-4 *Encourage a variety of other work force development programs to ensure the community's work force has the knowledge and skills necessary for the workplace in Winnebago and beyond.* ***[See exhibit shown to the right for types of work force development programs]***

Work Force Development Programs [WF-4]

The following work force development programs can help prepare the local work force with the skills and knowledge necessary for the workplace:

* *School-to-work programs*
* *Apprenticeships & mentorships*
* *Cooperative education programs*
* *Entrepreneurship programs*
* *School curriculum development*
* *On-the-job training*
* *Training & education workshops*
* *Degreed & accredited educational programs*
* *Job search & placement assistance*
* *Life skills & continuing education programs*
* *Language & literacy programs*
* *Diversity education*
* *Assistance in addressing other issues such as child care, transportation, health care, and disabilities.*

Source: Adapted from "A Guide to Preparing the Economic Development Element of a Comprehensive Plan", Wisconsin Economic Development Institute, Inc., August 2003.

Marketing Recommendations

MK-1 *Develop a business prospectus for the business recruitment program described in BI-2, including a community profile, available incentive programs, and other information that may help attract new businesses to Winnebago.*

MK-2 *Develop a community signage program that incorporates key community elements (e.g. the Village logo, Village or school colors, historical landmarks, etc), a wayfinding system, community banners, and information kiosks to create a unique marketing campaign integrated into high visibility areas such as high traffic street corridors, major road intersections, and community spaces such as parks and schools.*

MK-3 *Develop a "Shop Winnebago" ad campaign to coincide with the development of more local businesses in Winnebago to encourage local shopping and attract visitors.*

MK-4 *Plan community events focusing on local businesses to encourage local shopping, attract visitors, build camaraderie among local business owners, and foster community pride. Business-focused community events may include "midnight madness" sales, street festivals, farmers markets, bazaars, and sales centered around holidays and community/school events (e.g. founders day, school homecoming, etc).*

The most visible impact of the Village's accelerated growth rate has been the change in land use. As the need for more residences and businesses grows, the Village sees the transition of land from farming and agriculture to new homes and businesses. Two of the most fundamental questions a Comprehensive Plan answers is 'Where should development go?' and "What should go there?' The answers to these questions dramatically impact the very nature of a community. A Comprehensive Plan typically provides answers for these questions based on the community's existing land use make up and the stated desires of the community.

The location of future uses and the composition of those uese not only affects how the land changes but also how a community functions. How much it depends on other communities and what functions it should provide for itself are directly impacted by what land use choices the community makes. While there are many outside factors that affect the daily function of a community, it must be remembered that a community's decisions also have an affect on those outside factors. By acknowledging these outside factors and the influences of the community's decisions the resulting plan will be more capable of achieving the goals of the community.

Utilizing balanced growth principals will also result in a land use policy that will more efficiently met the goals and desires of the Village. By aiming for a community that utilizes a more efficient development pattern the Village will more effectively utilize its infrastructure resources. By aiming for a more balanced mix of land uses the Village will become more self sufficient.

The ***Balanced Growth Principles*** (outlined to the right) help guide the Village in planning for the future land use of the community. It is important to evaluate the ***Existing Conditions*** to understand the current development pattern of the community, the current mix of uses and to identify any needed or missing opportunities that a more self-sustaining community provides its residents. The ***Future Land Use*** section will locate and identify a sustainable mix of uses for the next 10 to 15 years. A set of ***Recommendations*** were established to uphold the Balanced Growth Principles goals to attain a more balanced mix of uses, provide more alternatives for residents, and minimize the negative impacts sprawl can have on the infrastructure and the Village's quality of life.

Balanced Growth Principles
Land Use

(1) Ensure that the Land Use Balanced Growth Principles are consistent with the other Balanced Growth Principles for housing; transportation; community facilities; agricultural, natural, and cultural resources; and economic development.

(2) Encourage future development in areas where infrastructure will be capable of providing adequate service, is compatible with the historic development pattern, and minimizes sprawl.

(3) Encourage coordination with County land use principals regarding development in unincorporated areas to promote compatibility with the Village development pattern and discourage the creation of non-agricultural related uses in isolated locations.

(4) Utilize a development pattern that will maximize the opportunities to create additional land uses which contribute to a balanced mix of uses.

(5) Promote the creation of land uses which will provide additional retail, employment and residential alternatives for existing and future residents.

Existing Conditions

How the Village has evolved over time directly influences the future growth of the community. The historic pattern of development creates a framework for the next steps in the Village's evolution. How the current pieces that make up the community fit will affect how much the community can or should change in the immediate future. The other major influence on future uses is the current mix of land uses. The land use composition is what provides the Village with the mix of residential, commercial and employment opportunities. By evaluating the current mix of uses it can be determined what opportunities are well provided for and where there may be need for improvement.

Land Use Pattern

The primary mode of transportation has been the most influential factor in the development pattern of the Village over the years. The establishment of the railroad influenced Village development even before it arrived. As land began to sell in Winnebago Township in the 1840's the land which was to become downtown Winnebago was bought and laid out in a pattern that the railroad would pass through. Upon the arrival of the Chicago and Galena Union Railroad farmers began to utilize the railroad to deliver their livestock and produce to market. The location of shops and businesses along Main Street and then Benton Street in close proximity to the railroad reflected its influence. The gradual development of single family homes also in close proximity to the Village's train depot reflected the first transition in the area from farmers who lived on their land to Village residents who worked in town.

While the Village residents did grow in number, the Village primarily remained an agriculturally centered community for the early and mid-twentieth century. This can be seen in the continuance of a grid pattern for Village streets south to Cunningham Road and north to McNair Road. The downtown along Main Street and Benton Street served the community for that period as well.

The next and currently most influential mode of transportation is the creation of the highway system around Rockford and the expansion of U.S. 20 into a limited access highway. U.S. 20 is a major north-south corridor in northern Illinois that connects Rockford and the Chicagoland area with Galena to the west and provides the most direct route between these communities. The improvements and expansion of U.S. 20 have made traveling by personal vehicle much more efficient than the existing road network. An outside factor that has also affected the Village rate of growth and development pattern has been the continued growth westward of the Chicagoland area. As higher residential costs and employment centers have migrated along the Northwest Tollway peoples opinion of the proximity of Rockford and Winnebago County communities has changed. As a result the demand for more affordable residential alternatives has sparked the Village growth of the late twentieth and early twenty-first centuries. This can be most readily seen in the gradual change in the residential housing style and the street patterns of the more recent residential subdivisions.

Commercial development has also been influenced by the influence of a more efficient highway system. As traffic has increased on U.S. 20 and businesses began to need larger sites to accommodate parking, commercial development has been migrating to Elida Street south of U.S. 20. While most businesses located along the corridor provide goods and services for Village residents, some of the most recent developments have factored in the number of customers traveling along U.S. 20 and have acknowledge those customers not only by the building layouts but the type of products and services they offer.

Figure 7-1:
Existing Land Use

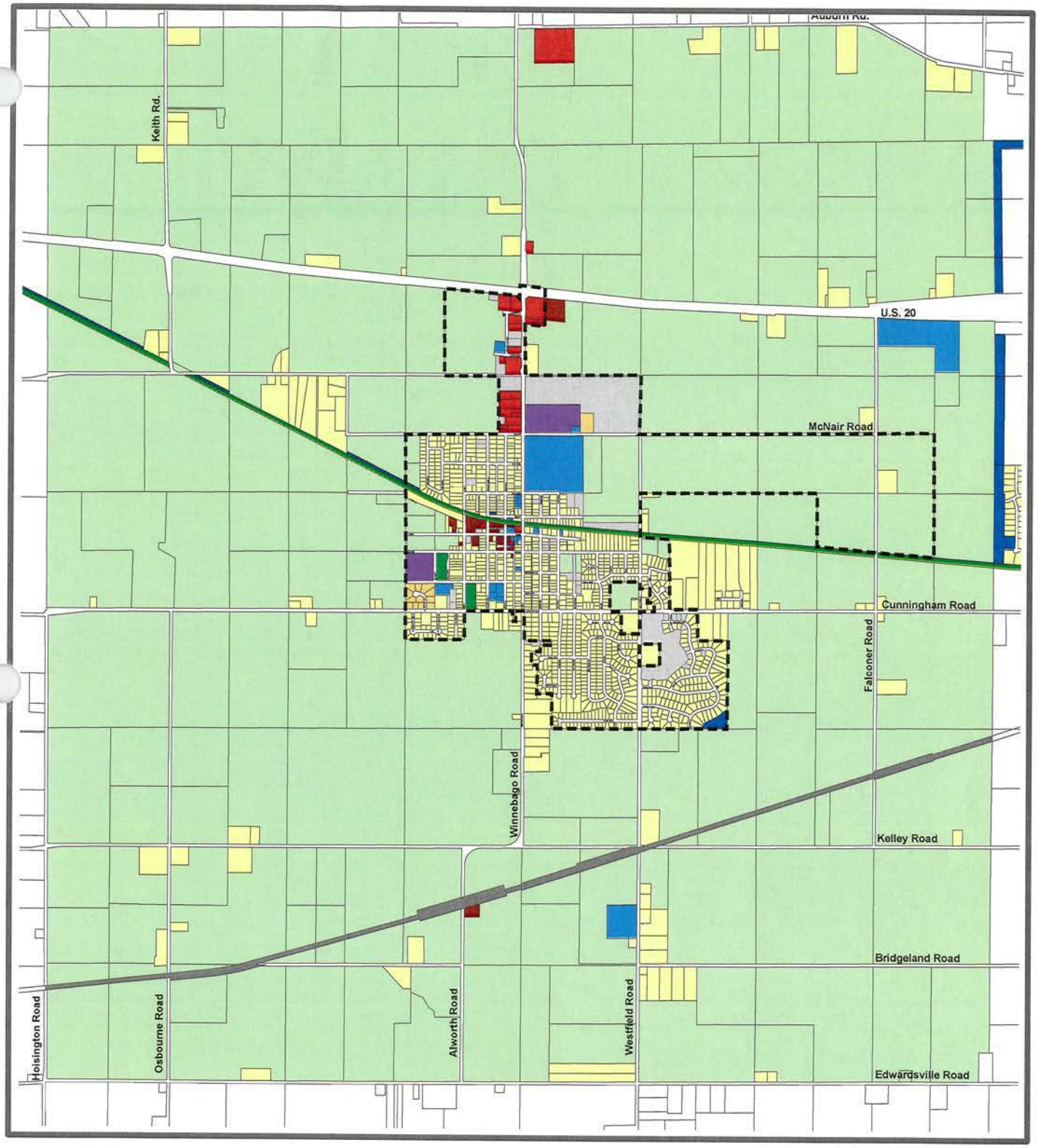
Land Use Category	Area (Ac.)	% of Total
Agricultural	410.12	33.82 %
Single Family Residential	378.56	31.22 %
Multi-Family Residential	10.59	0.87 %
Commercial	31.12	2.57 %
Heavy Commercial	6.45	0.53 %
Institutional	26.06	2.15 %
Industrial	26.06	2.15 %
Utilities	4.06	0.33 %
Recreation	17.93	1.48 %
Vacant	106.39	8.77 %
Right-of-Way	171.90	14.18 %
TOTAL	1,212.67	100 %

Source: Teska Associates, Inc.

The historic development pattern not only helps to describe the current Village layout but also provides a direction for a more sustainable balanced future for the community. The Village's orientation towards the railroad was a practical function. As new township residents farmed the land, the use of the railroad and train depot to transport their goods was a part of system where the Village was a part of the employment function of the Township. With the advent of other alternatives, including other railroads and a more efficient road network, this decentralization lead to the eventual abandonment of the railroad through the Village. The future development of the Village should be focused on recreating the employment function of the community.

Land Use Composition

Over time, the addition of each new use adds to the character of the community. By identifying the individual components of the Village, the future land use can be geared toward providing those uses which would provide a more balanced mix of uses.



Existing Land Use Categories

Agricultural	*Commercial*	*Institutional*	*Utilities*
Single Family	*Heavy Commercial*	*Recreation*	*Vacant*
Multi-Family	*Industrial*	*Railroad*	*Village Municipal Boundary*

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1,500 Ft.

Map 6 - Existing Land Use

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The goal of a balanced mix of uses is to provide the residents with a variety of housing, retail, employment and recreation alternatives. Rather than being dependent upon what is provided in other areas, a balanced mix of uses will allow the Village to be more self sustaining and limit any detrimental impacts from factors they have limited influence on.

The existing land use for the Village is illustrated on Map 6. As described in the land use pattern section, agriculture-related service providers along with some retailers and restaurants are located along Main Street and Benton Street near the now abandoned train depot. Additional retailers and commercial users are located along Elida Street between McNair Road and U.S. 20. Residential uses are primarily composed of single family homes in the platted subdivisions around the downtown and in more recent subdivisions north and south of Cunningham Road and south of McNair Road.

As shown in Figure 7-1, agricultural use is the largest land use. However, the agricultural land located south of McNair Road and east of Westfield Road has been annexed into the Village for single family residential subdivisions. Since currently single family residences occupy over 30 % of the Village, upon completion of the new subdivisions, single family residences will be the predominant land use in Winnebago. Of the remaining land use categories, only the road right-of-ways occupy more than 10% of the Village land. Among developed non-residential categories, commercial is the largest with 31 acres and occupying only 2.5% of Village land.

The breakdown of existing land use area reflects other data collected for the Comprehensive Plan relating to housing and economic development. The Village has evolved into a predominately residential community that has a small mix of retail and employment alternatives. As a result, outside factors can affect important Village conditions such as the employment status of existing residents and the housing market.

FUTURE LAND USE

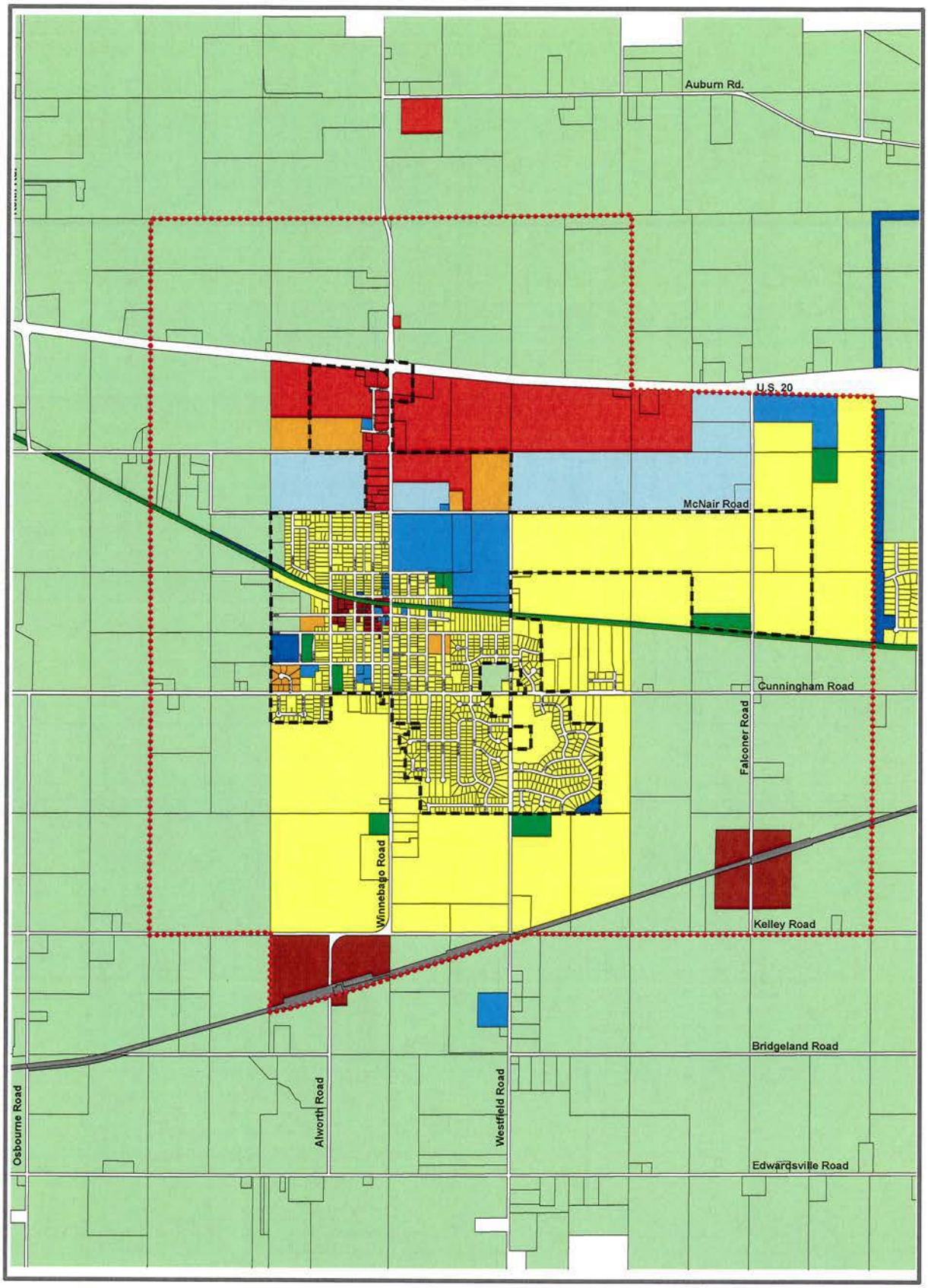
As a means of controlling the dramatic growth of the Village, the future land use plan outlines a proposed land use pattern that reflects the historic pattern of Winnebago. The future land use plan also identifies a land use composition that is intended to create a more balanced mix of uses. The future land use plan will create more opportunities for existing and future Village residents. Housing choices, retail options and employment opportunities are created with the goal of creating a more self-sustaining community.

Future Land Use Pattern

As illustrated on Map 7, the land use pattern for the Village acknowledges the influence and opportunities the proximity of a major highway can bring to a community. As in the past when retail and service providers were located in close proximity to the railroad and depot, the future land use plan locates the majority of commercial and office/light industrial uses along U.S. 20. Due to soil limitations and as a means to concentrate growth and minimize sprawl, these uses are all located on the south side of U.S. 20. The future commercial users will provide both retail options for residents close to home and employment opportunities as well. The office/light industrial users will provide a wider range of job types for a more diversified employment base. By locating these uses along U.S. 20 the plan takes advantage of the efficient access to a major highway and the traffic volume that retailers search for.

Balanced growth principles influence land use patterns by encouraging coordination of infrastructure capabilities with land development. A major benefit of minimizing sprawl is to limit the demand and costs for an extensive water and/or sanitary sewer system. By concentrating growth, the cost to users for extending utilities is limited. To capitalize on these advantages the future land use plan concentrates future residential development within the Facilities Planning Area for the wastewater treatment plant. Single family residential is designated on the east and west side of Winnebago Road south of the Village and to the east of the Village along McNair Road. This is also reflective of the development activity already occurring in unincorporated portions of Winnebago Township located between the Village and the City of Rockford to the east.

The future land use plan also takes advantage of the active railroad to the south by locating heavy commercial users where Alworth Road and Falconer Road intersect the railroad. These locations could also provide additional employment opportunities for Village residents.



Future Land Use Categories

- Agricultural/Rural Residential
- Single Family
- Multi-Family
- Commercial
- Heavy Commercial
- Office/Lt Industrial
- Institutional
- Recreation
- Railroad
- Utilities
- Village Municipal Boundary
- Village Growth Area

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Map 7 - Future Land Use

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Village Growth Area and Facilities Planning Area

As illustrated on Map 4 in Section 4, the facilities planning area is the extent to which the wastewater treatment plant will be capable of providing service. Upon development of the facilities planning area the wastewater treatment facility will be at capacity.

Map 7 illustrates a proposed Village Growth Area boundary. In keeping with the principle of concentrated development and minimizing sprawl, it is envisioned that the Village should limit development to the area within the growth area boundary for the next 10 to 15 years. The Village growth area boundary follows the same line as the facilities planning area boundary on the west and north sides of the Village. The growth area boundary however does expand slightly farther to the south and east to include the heavy commercial development proposed adjacent to the railroad within the boundary. As outlined in the recommendations section, a comparison study should be conducted to either modify the boundaries to the facilities planning area to include the heavy commercial areas or modify the time frame for the development of those areas beyond the 15 year time frame of this plan.

Figure 7-2:
Future Land Use

Land Use Category	Area (Ac.)	% of Total
Agricultural	2,266.92	42.28 %
Single Family Residential	1,674.15	31.22 %
Multi-Family Residential	75.58	1.41 %
Commercial	345.11	6.44 %
Heavy Commercial	129.48	2.41 %
Institutional	142.38	2.66 %
Office/ Lt. Industrial	270.97	5.05 %
Utilities	14.66	0.27 %
Recreation	80.64	1.50 %
Railroad Right-of-Way	46.90	0.87 %
Right-of-Way	315.15	5.88 %
TOTAL	5,361.94	100 %

Source: Teska Associates, Inc.

Future Land Use Components

The area calculations identified in Figure 7-2 represent all land within the Village growth area boundary. Agriculture land use is the largest category with over 42% of the growth area planned to remain agricultural. This is reflective of the proposed concentrated development pattern to minimize sprawl and of the Village's agricultural preservation policies outlined in Section 5.

To provide greater retail and employment opportunities for Village residents the total area and percentage of these land use categories have been increased dramatically. When comparing the total non-agricultural future land use, single family is the predominant future land use category with 54% of the total Village. Commercial land use is the second highest with over 11% of non-agricultural Village growth area. Office/light industrial occupies 8.76% of non-agricultural growth area and heavy commercial occupies 4.18%. By increasing the total area and overall percentage related to other land use categories the future alternatives exist for residents where they can live, work and shop within their own community.

The following identifies in greater detail what is envisioned for each future land use category.

Agricultural. In keeping with the agricultural recommendations of Section 5, the Village values its agricultural heritage and is reflecting that priority through its concentration of future growth in close proximity to existing non-agricultural uses. It is envisioned that over the next 10 to 15 years as the Village boundary extends outward those areas designated agricultural should remain agricultural and development in those areas should be limited to agriculture related uses.

Single Family Residential. The greatest land use category area increase is proposed for single family residential. Nearly 1,300 acres are planned to be available for future residential growth over the next 10 to 15 years. The recently annexed agricultural land south of McNair Road was annexed with a plan for residential and will be the latest area of new residences. As the remaining areas are considered for development the Village should work with the land owners and developers to create a wider variety of housing stock. In keeping with the recommendations of Section 1, given that the majority of single family homes are targeted for a narrow housing segment, future residential development should provide for housing that address the needs of singles, new families and seniors that do not necessarily need a large amount of square footage. An over saturation of the market by one type of housing unit could detrimentally affect the future of the Village.

Multi-Family Residential. Several sites in the center and the north side of the Village are planned to provide multi-family residential type housing units. These could range from apartments, townhomes, and condominiums. In addition to smaller single family detached residences proposed in the single family residential categories, multi-family residences could also provide housing types that are currently not readily available in the Village. These housing types typically offer the benefit of little to no maintenance outside the units which can be attractive to singles, empty nesters and seniors.

Commercial. The commercial future land use category is designated for use by retailers and service providers that are geared towards serving both Village residents and the larger region. By locating these users along U.S. 20, the future land use plan identifies those properties most attractive to commercial operators for their use. This location is also beneficial to Village residents by minimizing the amount of traffic that could travel through the residential portions of the community.

Heavy Commercial. Commercial operations that provide more specialized auto or farm equipment repair service or retailers offering agriculture related goods are the types of users envisioned for heavy commercial land use areas. While providing retail and service oriented uses, these retailers often require outdoor storage, larger parking areas, larger loading zones and more frequent truck traffic. Rather than group all retailers together, the heavy commercial category promotes heavy commercial uses to operate in locations that are more compatible with their characteristics and minimizes land use conflicts with other retail operations.

Office/Light Industrial. Over 270 acres is designated for office buildings and light industrial manufacturing operations on the north side of the Village. This area allows for close proximity to U.S. 20 while acting as a buffer between the more intensive commercial operations to the north and the residential uses to the south. Office buildings from one to 4 stories would provide more professional employment opportunities within the Village. Light industrial uses are envisioned to be manufacturing operations that conduct all activity within an enclosed structure and generally have no more than two shifts, minimizing the land use conflicts that extended hours and the related noise could bring in close proximity to a residential area.

Institutional. Institutional uses include those uses that provide a service to the general public of the Village. This includes the schools, library, municipal offices, cemeteries, and religious organizations. Over the next 10 to 15 years the only major planned expansion is to the school district. These facilities are generally well placed and given the concentrated land use pattern of the plan, the majority of new residences planned for the area are in relatively close proximity to the existing service provider locations.

Recreation. Existing and proposed parks and existing trails are planned for this land use category. Given the residential expansion proposed, a corresponding recreation expansion is imperative to insure the current level of service and quality of life is preserved. The future land use plan identifies several locations for proposed neighborhood and community parks. In keeping with the recreation recommendations of Section 4, in addition to the active recreation opportunities provided by the proposed parks, mini or pocket parks which provide green space, seating areas and other passive recreation benefits should be located within all future residential subdivisions in addition to the neighborhood and community parks proposed.

Railroad. The railroad future land use category refers to the existing railroad running east-west located south of the Village. The business and employment opportunities related to the continued use of the railroad provides another means by which the Village can increase the variety of those opportunities for the existing and future residents of the Village.

Utilities. The utility future land use category refers to land occupied by electricity, water and wastewater treatment service providers. The proposed facilities plan discussed in Section 4 indicates that no additional plants are need in the near future and therefore no additional facility locations are identified.

RECOMMENDATIONS

Recommendations for land use are organized into the following three categories:

(1) Administrative Matters (AM)
(2) Land Use Pattern (P)
(3) Balanced Land Use Mix (BM)

The following recommendations are designed to be dynamic and flexible, allowing the Village to add or amend recommendations as necessary to achieve the Balanced Growth Principles defined at the beginning of this section. As the Village carries out these recommendations, it is important to maintain the relationships between any governmental authority, non-governmental organization, private party or other entity that have been contacted or formed to coordinate the implementation of the remaining recommendations and address new issues that may arise.

ADMINISTRATIVE MATTERS
Recommendations

AM-1 *Maintain regular communication between State, County, Township, and Village officials as well as other local entities that review development in order to promote the Village's land use principles and coordinate all Village development plans with other governments and organizations with a vested interest in development.*

AM-2 *Finalize boundary agreements with other adjacent municipalities to determine ultimate land area to be within the Village. By knowing the ultimate build-out area of the Village, Winnebago can begin to plan for the appropriate balance between residential and non-residential land uses and ensure pro-longed sustainability and self-sufficiency.*

AM-3 *Coordinate Village land use principles with the County during its County Land Use Plan efforts. Communicate principals of concentrated development and minimize sprawling development and how County development principles in unincorporated areas should be coordinated with the Village's efforts to efficiently manage growth.*

LAND USE PATTERN
Recommendations

P-1 *Utilize Growth Area Boundary as a guide for the farthest extension of the Village municipal boundary for the next 10 to 15 years in order to promote concentrated development in the area between the Village and the City of Rockford.*

P-2 *Allow for the annexation of property into the Village with the expressed intent of maintaining its agricultural use as indicated on Map 7 to promote agricultural preservation and maintain the concentrated nature of future non-agricultural development within the Village.*

P-3 *Coordinate annexation and development approval with the plans for Village utilities including the wastewater treatment facility and the water system. Discourage development outside the Growth Area Boundary and/or the Facilities Planning Area Boundary that is inconsistent with the Comprehensive Plan.*

P-4 *Coordinate all future annexation agreements with an agreed upon rate of development consistent with the policies created by the housing recommendations of Section 1.*

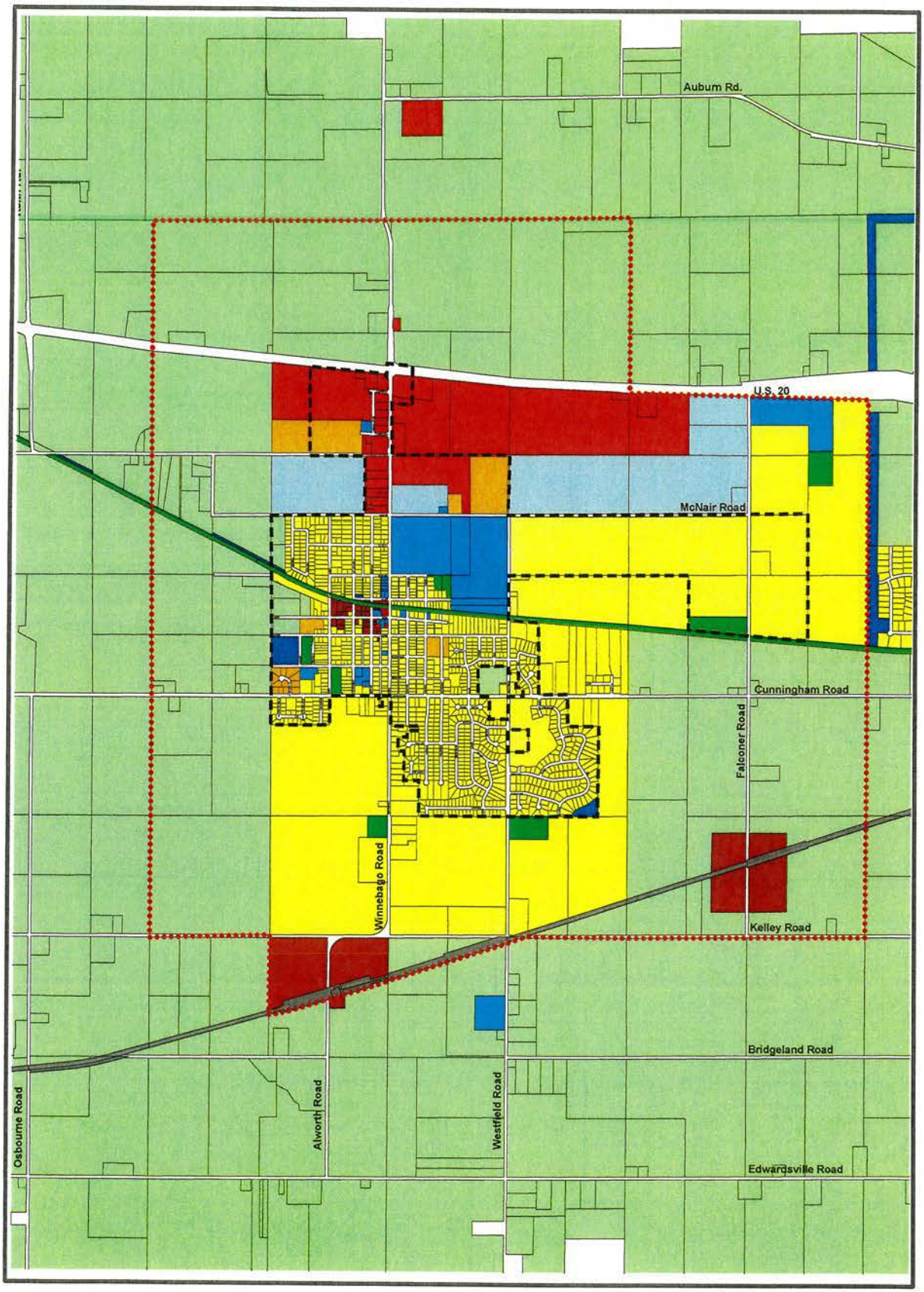
Balanced Land Use Mix
Recommendations

BM-1 *Work with County, State and other regional business development organizations to promote the south side of U.S. 20 for commercial and office/light industrial development.*

BM-2 *Work with local Chamber of Commerce to identify local and regional commercial, office, and industrial operations which are considering expansion as potential tenants for the non-residential future land use areas and to maintain existing employment opportunities.*

BM-3 *Promote a mix of housing types in all future residential developments in order to provide more alternatives for singles, mature families, empty nesters and seniors. Future residential units should create a greater range of sizes and price point so residents do not have to move when moving to a new life-stage segment.*

BM-4 *Promote the development of commercial property south of U.S. 20 by following the proposed Business and Infrastructure recommendations identified in Section 6.*



Future Land Use Categories

- Agricultural/Rural Residential
- Single Family
- Multi-Family
- Commercial
- Heavy Commercial
- Office/Lt Industrial
- Institutional
- Recreation
- Railroad
- Utilities
- Village Municipal Boundary
- Village Growth Area

0 3,000 Ft.
1,500 Ft.

Map 7 - Future Land Use

Winnebago Balanced Growth Comprehensive Plan | *Village of Winnebago, Illinois*

March 2007