



# Regular Council Meeting Agenda

Monday, June 16, 2025

Immediately following Committee-of-the-Whole Council Meeting  
City Hall Annex - 128 East Railroad Street, Sandwich, IL 60548

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**1. Call to Order**

**2. Roll Call**

**3. Audience Comments**

**4. Consent Agenda:**

*Motion to adopt the Consent Agenda as a whole. (All matters listed are considered to be routine by the City Council and will be enacted by one motion. If discussion is desired, that item will be removed from the Consent Agenda and considered separately).*

A. Approval of Minutes from the Budget Committee of the Whole meeting of 3/29/2025

B. Approval of Minutes from the Committee of the Whole meeting of 06/02/2025

C. Approval of Minutes from the Regular City Council meeting of 06/02/2025.

D. Approval of Monthly Treasurer & Financial Reports

**5. Mayor's Report:** Todd Latham

A. Appointment & Approval of Brad Eade as Superintendent of Water

B. Approval of Street Closure(s) for Blaze in the City

C. Proclamation Recognizing Illinois State Scholars

D. Appointment of Brandi Fanning to Citizens Advisory Committee

E. Approval of Contract for Interim Water Operator

**6. Attorney's Report:**

Attorney Cassandra Gottschalk / Foster, Buick, Conklin, Lundgren & Gottschalk LLC

**7. City Clerk's Report:** Denise li

**8. Treasurer's Report:** Sandra Koehler

**9. City Administrator's Report:** Geoff Penman

**10. City Department's Reports**

A. EMA – Tony Eberle

B. Engineering – Curt Dettmann

C. Economic Development - Don Aleksy

**11. Council Reports**

Alderman Adam Arnett

Alderman Matt Chunn  
Alderman Don Danko  
Alderwoman Karsta Erickson  
Alderwoman Genelle Inman  
Alderman Jay Ketchum  
Alderman Fred Kreinbrink  
Alderman Rich Robinson

## **12. Old Business**

- A. Possible Approval for Final Payout to D Construction for the 2024 Road Program in the amount of \$21,029.43

## **13. New Business**

- A. Discussion and possible approval of bills as presented in the amount of \$159,858.82
- B. Possible Approval of Ordinance 2025-03 entitled “An Ordinance Amending Chapter 38, “Historical Preservation of the City of Sandwich Municipal Code”
- C. Possible Approval of Ordinance 2025-09 entitled “An Ordinance Implementing a Municipal Grocery Retailers’ Occupation Tax and a Municipal Grocery Service Occupation Tax for the City of Sandwich, Illinois
- D. Possible Approval ComEd’s Curbside EV Make-Ready Pilot Program Agreement for Installation of EV Stations
- E. Possible Approval of 36-Month Contract Renewal with Constellation Energy for City Facilities
- F. Possible Approval of Ratification of Indemnification Agreement with Phase FW4, LLC for tax exempt status
- G. Possible Approval of Proposal from Gasvoda & Associates for Sunset Lift Station Improvements in the amount of \$23,495.00 from the Sewer Fund
- H. Approval of Contract for Interim Water Operator - Test Inc.
- I. Approval of Contract for Interim Water Operator – Jeremy Moss

## **14. Executive Session**

- A. Executive Session pursuant to 5 ILCS 120/2(c) (1) personnel “The appointment, employment, compensation, discipline, performance, or dismissal of specific employees of the public body or legal counsel for the public body, including hearing testimony on a complaint lodged against an employee of the public body or against legal counsel for the public body to determine its validity; and pursuant to 5 ILCS 120/2(c)(11) pending litigation “Litigation, when an action against, affecting or on behalf of the particular public body has been filed and is pending before a court or administrative tribunal, or when the public body finds that an actions is probably or imminent.
- B. Possible Action following Executive Session

## **15. Announcements**

- A. The next Finance Committee Meeting will take place on July 7, 2025 at 6:30 p.m.

- B. The next Committee of the Whole Council meeting will be held July 7, 2025 at 7:00 p.m.
- C. The next Regular Meeting of the Sandwich City Council will be held on July 7, 2025 immediately following the Committee of the Whole meeting

**16. Adjournment**

**ORDINANCE NO. 2025-\_\_\_\_\_**

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**AN ORDINANCE AMENDING CHAPTER 38, "HISTORICAL PRESERVATION" OF  
THE CITY OF SANDWICH MUNICIPAL CODE**

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Passed by the City Council, \_\_\_\_\_, 2025

Printed and Published, \_\_\_\_\_, 2025

Printed and Published in Pamphlet Form  
By Authority of the City Council

CITY OF SANDWICH  
DEKALB AND KENDALL COUNTIES, ILLINOIS

I hereby certify that this document  
was properly published on the date  
stated above.

\_\_\_\_\_  
City Clerk

**ORDINANCE NO. 2025-\_\_\_\_**

**BE IT ORDAINED** by the Mayor and City Council of the City of Sandwich, DeKalb and Kendall Counties, Illinois, THAT:

**AN ORDINANCE AMENDING CHAPTER 38, “HISTORICAL PRESERVATION” OF THE CITY OF SANDWICH MUNICIPAL CODE**

shall be, and is hereby, adopted as follows:

Section 1.     BACKGROUND.

The City of Sandwich (“*City*”) has the authority to adopt ordinances and to promulgate rules and regulations that pertain to its government and affairs, and to review, interpret, and amend its ordinances, rules, and regulations. The City has the authority to enact ordinances for the preservation of the health, welfare, and safety of the community and the residents of the City; and

The movements and shifts of population and the changes in residential, commercial and industrial uses and customs threaten the destruction of areas, places, structures, works of art, and other objects having special historic, community, architectural or aesthetic importance, interest, or value and whose preservation and continued utilization are necessary and desirable for the enjoyment and beauty of the City of Sandwich, and for the welfare of the citizens of Sandwich; and

The authority for these purposes is found in the Preservation of Historical and Other Special Areas Act (65 ILCS 5/11-48.2) that have granted powers to the Mayor and City Council of the City of Sandwich to provide for official landmark designation by ordinance of areas, places, buildings, structures, and other objects having a special, historical, community, architectural, or aesthetic interest or value, and in connection with such areas so designated by ordinance to impose regulations governing the construction, alteration, demolition and use, and to adopt other additional measures appropriate for the preservation, protection, enhancement, rehabilitation, reconstruction, perpetuation or use; and

The City of Sandwich contains many structures and areas that embody a sense of time and place unique to the City or which exemplify or reflect the cultural, social, economic, political or architectural history of the nation, the State of Illinois, or the City; and

The protection of the historic and architectural character and resources of the City of Sandwich is necessary for the promotion of its economic development.

Section 2.     AMENDMENT.

A. Chapter 38, “Historical Preservation” of the City Code of Ordinances is hereby amended as follows (additions in **bold and underline**, deletions in ~~**bold and strikethrough**~~):

# Chapter 38 HISTORICAL PRESERVATION<sup>1</sup>

## ARTICLE I. IN GENERAL

### Sec. 38-1. Purpose of chapter.

The purpose of this chapter is to promote the protection, enhancement, perpetuation, and use of improvements of special character or historical interest or value in the interest of health, prosperity, safety, and welfare of the people of the City by:

- (1) Providing a mechanism to identify and preserve the historic and architectural characteristics of the City which represent elements of the City's cultural, social, economic, political and architectural history;
- (2) Promoting civic pride in the beauty and noble accomplishments of the past as represented in the City's landmarks and historic districts;
- (3) Stabilizing and improving the economic vitality and value of the City's landmarks and historic areas;
- (4) Protecting and enhancing the attractiveness of the City to have buyers, visitors and shoppers and thereby supporting business, commerce, industry, and providing economic benefit to the City;
- (5) Fostering and encouraging preservation, restoration of structures, areas, and neighborhoods and thereby preventing future urban blight.

### **Sec. 38-2. Definitions.**

**Unless specifically defined below, words or phrases in this chapter shall be interpreted giving them the same meaning as they have in common usage, except where the context clearly indicates a different meaning, and so as to give this chapter its most reasonable application.**

**Alteration means any act or process that changes one or more of the exterior architectural features of a structure, including, but not limited to the erection, construction, reconstruction, or removal of any structure.**

**Area means a specific geographic division of the City of Sandwich.**

**Addition means any act or process which changes one or more of the "exterior architectural features" of a structure designated for preservation by adding to, joining with or increasing the size or capacity of the structure.**

**Building means any structure created for the support, shelter or enclosure of persons, animals or property of any kind and which is permanently affixed to the land.**

**Certificate of Appropriateness means a certificate from the City Historic Preservation Commission authorizing plans for alterations, construction, removal or demolition of a landmark or site within a designated historic district.**

**Commission means the City of Sandwich Historic Preservation Commission**

**Construction means the act of adding an addition to an existing structure or the erection of a new principal or accessory structure on a lot or property.**

**Council means the City Council of the City of Sandwich.**

**Demolition means any act or process that destroys in part or in whole a landmark or site within a historic district.**

**Design Guideline means a standard of appropriated activity that will preserve the historic and architectural character of a structure or area.**

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<sup>1</sup>State law reference(s)—Historical preservation, 65 ILCS 5/11-48.2-1 et seq.

Exterior Architectural Appearance means the architectural and general composition of the exterior of a structure, including, but not limited to the kind, color, and the texture of the building material and the type, design and character of all windows, doors, light fixtures, signs, and appurtenant elements.

Historic District means an area designated as a “historic district by ordinance of the City Council and which may contain within definable geographic boundaries one or more landmarks and which may have within its boundaries other properties or structures that, while not of such historic and/or architectural significance to be designated as landmarks, nevertheless contribute to the overall visual characteristics of the landmark or landmarks located within the historic district.

Landmark means any building, structure or site which has been designated as a “landmark” by ordinance of the City Council, pursuant to procedures prescribed herein, that is worthy of rehabilitation, restoration, and preservation because of its historic and/or architectural significance to the City of Sandwich.

Members means the members of the Sandwich Historic Preservation Commission

Owner of Record means the person, corporation, or other legal entity listed as owner on the records of the County Recorder of Deeds.

Rehabilitation means the process of returning a property to a state of utility, through repair or alteration, which makes possible an efficient contemporary use while preserving those portions and features of the property which are significant to its historic, architectural and cultural values.

Removal means any relocation of a structure on its site or to another site.

Repair means any change that does not require a building permit or that is not construction, relocation or alteration.

Structure means anything constructed or erected, the use of which requires permanent or temporary location on or in the ground, including, but without limiting the generality of the foregoing, buildings, fences, gazebos, advertising signs, billboards, backstops for tennis courts, radio and television antennae, including supporting towers, swimming pools, satellite dishes, solar panels and wind generation.

Structural Change means any change or repair in the supporting members of a building, structure, roof or exterior walls which would expand the building in height, width or bulk of the building.

Secs. 38-~~3~~—38-20. Reserved.

## ARTICLE II. HISTORIC PRESERVATION COMMISSION

Sec. 38-21. Composition.

The ~~city historic preservation~~ Commission shall consist of seven voting members, residents of the City, appointed by the mayor and approved by the City Council.

Sec. 38-22. Qualifications.

One of the members shall be a member of the Sandwich Historical Society. The remaining members shall be appointed on the basis of expertise, experience or interest in the area of architectural history, building construction or engineering, finance, historical and architectural preservation, artisan, researcher, construction or master craftsman, neighborhood organizing or real estate ~~Whenever possible, members should show a demonstrated interest in historic preservation, i.e., having a degree in history, planning, law, or rehabilitating their own historic home, etc.~~

Sec. 38-23. Terms; vacancies; compensation.

Members of the ~~historic preservation~~ Commission shall be appointed for terms of three **(3)** years. Of those members first taking office, two (2) shall be appointed for one (1) year, three (3) for two (2) years, and two (2) for three (3) years. No members shall serve more than two **(2)** successive three **(3)** year terms. Alternate members

shall be appointed to serve in the absence of or disqualification of the regular members. Vacancies shall be filled for the unexpired term only. Members shall serve without compensation.

Sec. 38-24. Chairperson, vice-chairperson, and secretary.

The chairperson, vice-chairperson, and a secretary elected by the ~~historic preservation~~ Commission shall serve a term of one **(1)** year and shall be eligible for reelection, but no members shall serve **such as an officer** for more than two **(2)** consecutive years. The chairperson shall preside over meetings. In the absence of the chairperson, the vice-chairperson shall perform the duties of the chairperson. If both are absent, a temporary chairperson shall be elected by those present. The secretary to the ~~historic preservation~~ Commission shall have the following duties:

- (1) Take minutes of each ~~historic preservation~~ Commission meeting;
- (2) Be responsible for publication and distribution of copies of the minutes, reports and decisions of the ~~historic preservation~~ Commission to the members of the ~~historic preservation~~ Commission;
- (3) Give notice as provided in this section or by law for all public hearings conducted by the ~~historic preservation~~ Commission;
- (4) Advise the mayor of vacancies on the ~~historic preservation~~ Commission and expiring terms of members; and
- (5) Prepare and submit to the City Council a complete record of the proceedings before the ~~historic preservation~~ Commission on any matter requiring Council consideration.

Sec. 38-25. Meetings.

~~(a)~~ **(1)** A quorum shall consist of a majority of the members. All decisions or actions of the ~~historic preservation~~ Commission shall be made by a majority vote of those members present and voting at any meeting where a quorum exists. Meetings shall be held at regularly scheduled times to be established by resolution of the Commission at the beginning of each calendar year or at any time upon the call of the chairperson. There shall be a minimum of four **(4)** meetings per year.

**(2) No member of Commission shall vote on any matter that may materially or apparently affect the property, income or business interest of that member. No action shall be taken by the Commission that could in any manner deprive or restrict the owner of property in its use, modification, maintenance, disposition, or demolition until such owner shall first have had the opportunity to be heard at public meeting of the Commission, as provided herein. The chairperson, and in the absence of the chairperson, the acting chairperson, may administer oaths and compel the attendance of witnesses**

~~(b)~~ **(3)** All meetings of the ~~historic preservation~~ Commission shall be open to the public. The ~~historic preservation~~ Commission shall keep minutes of its proceedings, showing the vote, indicating such fact, and shall keep records of its examinations and other official actions, all of which shall be immediately filed in the office of the ~~historic preservation commission~~ **City Clerk** and shall be a public record. Sec. 38-26. Powers and duties.

- ~~(a)~~ **(1) Enumeration.** The powers and duties of the ~~historic preservation~~ Commission shall be as follows:
  - ~~(1)~~ **(a)** To adopt its own procedural regulations;
  - ~~(2)~~ **(b)** To conduct an ongoing survey to identify historically and architecturally significant properties, structures and areas;
  - ~~(3)~~ **(c)** To investigate and recommend to the City Council to adopt procedures to protect properties or structures having historic, community, or architectural value;

- (d) To investigate and recommend to the City Council the adoption of ordinances designating properties or structures having historic, community, or architectural value as "landmarks" and/or "historic districts";
- ~~(4)~~ (e) To determine an appropriate system of markers and make recommendations for the design and implementation of specific markings of properties or structures which have ~~special~~ historic, community, or architectural value, and the special markings of the streets and routes leading from one landmark or historic district to another;
- ~~(5)~~ (f) To advise property owners on physical and financial aspects of preservation, renovation, rehabilitation, and reuse, and on procedures for inclusion on the state register or national register of historic places;
- ~~(6)~~ (g) To inform and educate the citizens of the City concerning the historic and architectural heritage of the City by publishing appropriate maps, newsletters, brochures, and pamphlets, and by holding programs and seminars;
- (h) To hold public hearings and to review applications for construction, alteration, removal, or demolition affecting proposed or designated landmarks or structures or historic districts and issue or deny Certificates of Appropriateness for such actions. Applicants shall be required to submit plans, drawings, elevations, specifications, and other information as may be necessary to make decisions;
- (i) To develop specific guidelines for the alteration, demolition, construction, or removal of landmarks or property and structures within historic districts;
- (j) To review proposed zoning amendments, applications for special use permits or variances that affect proposed or designated landmarks and historic districts. Such review shall be made prior to the date of the hearing by the planning commission or zoning board of appeals;
- (k) To administer on the behalf of the City any property or full or partial interest in real property, including a conservation right as that term is used in Chapter 30, paragraph 401, et.seq., Illinois Revised Statutes, which the City may have or accept as a gift or otherwise, upon designation by the City Council;
- ~~(7)~~ (l) To accept and administer on behalf of the City, upon designation by the City Council, such gifts, grants and money as may be appropriate for the purpose of this chapter;
- ~~(8)~~ (m) To call upon available City staff members, as well as members of the Sandwich Historical Society and other experts for technical advice;
- ~~(9)~~ (n) To testify before all boards, committees, and commissions, including the plan commission and the zoning board of appeals, on any matter affecting historically and architecturally significant properties; and
- ~~(10)~~ (o) To periodically review the City zoning ordinance and to recommend to the plan commission and the City Council any amendments appropriate for the protection and continued use of landmarks or property and structures within historic districts, including those that are historically or architecturally significant properties.

**Sec. 38-27. Surveys and research.**

~~(b)~~ *Ongoing survey required; ~~criteria~~.* The ~~historic preservation~~ Commission shall undertake an ongoing survey and research effort in the City to identify neighborhoods, areas, sites, structures, and objects that have historic, community, architectural, or aesthetic importance, interest, or value. As part of the survey, the ~~historic preservation~~ Commission shall review and evaluate any prior surveys and studies by any unit of government or private organization and compile appropriate descriptions, facts, and photographs. The ~~historic preservation~~ Commission shall identify ~~significant structures~~ potential landmarks and/or historic districts based upon the following criteria:

- (1) ~~Architecturally or historically significant properties~~ The location in one identifiable neighborhood or district geographical area of the City;
- (2) Association with a particular person, event, or historical period;
- (3) Representation of a particular architectural style or school, or of a particular architect, engineer, builder, designer or craftsman; and or
- (4) Such other criteria as may be adopted by the ~~historic preservation~~ Commission to ensure systematic survey and nomination of all ~~significant properties~~ potential landmarks and/or historic districts within the City.

### **ARTICLE III. DESIGNATION OF LANDMARKS AND HISTORIC DISTRICTS**

#### **Sec. 38-28. Applications for landmarks and historic districts nominations**

Any person, group of persons or association, may apply to the Commission for the designation of a landmark or a historic district. Applications for a nomination shall be filed with the City Clerk. Persons wishing guidance or advice prior to completing an application may contact City Staff. At a minimum, the application shall include the following:

- (1) For a Landmark:
  - (a) The name and address of the property owner;
  - (b) The legal description and common street address of the property;
  - (c) A written statement describing the property and setting forth reasons in support of the proposed designation;
  - (d) Documentation that the property owner has been notified, or consents to the application for designation;
  - (e) A list of significant exterior architectural features of the property; and
  - (f) An overall site plan and photographs of the landmark. The plan shall also include a front, side and rear elevation drawing.
- (2) For a Historic District:
  - (a) The names and addresses of the property owners;
  - (b) A map delineating the boundaries of the area to be designated;
  - (c) A written statement describing the area and properties within the historic district and setting forth reasons in support of the proposed designation; and
  - (d) A list and photographs of significant exterior architectural features, delineating whether they are contributing or non-contributing for each property in the district.

#### **Sec. 38-29. Criteria for the recommendation of landmark designation.**

Nominations shall be made to the Commission on a form provided by the City Clerk. A filing fee may be required.

The Commission shall, upon investigation as it deems necessary, make a preliminary determination as to whether a property, structure, or area possesses the integrity of design, workmanship, materials, location, setting and feeling and meets one or more of the following criteria:

- (1) Significant value as part of the historic, heritage or cultural characteristics of the community, county, state or nation;

- (2) Its identification with a person or persons who significantly contributed to the development of the community, county, state or country;
- (3) Representative of the distinguishing characteristics of architecture inherently valuable for the study of a period, type, method of construction or use of indigenous materials;
- (4) Notable work of a master builder, designer, architect or artist whose individual work has influenced the development of the community, county, state or country;
- (5) Its unique location or singular physical characteristics that make it an established or familiar visual feature;
- (6) Its character as a particularly fine or unique example of a utilitarian structure, including but not limited to farmhouses, gas stations, or other commercial structures, with a high level of integrity or architectural significance; and
- (7) Area that has yielded or may be likely to yield, information important in history or prehistory.

A preliminary determination as to whether a property, structure, or area meets one or more of the foregoing criteria shall be made within fifteen (15) days of filing of a nomination with the Commission.

**Sec. 38-30. Landmark designation procedures.**

The Commission shall schedule a public hearing within sixty (60) days after the filing of an application to the City Clerk.

- (1) Any person, group of persons or association, including, but not limited to the Commission, may request a Historic Landmark designation for any structure, building or site within the boundaries of the City, which may have historic or architectural significance as defined by this chapter. The City Clerk shall supply, upon request, the application forms. Completed forms shall be submitted to the City Clerk which shall be forwarded to the Commission for its consideration.
- (2) Notice of date, time, place and purpose of the public hearing shall be sent by mail to owner(s) of record and to the nominator(s) as well as to the adjoining property owners, not less than fifteen (15) nor more than thirty (30) days prior to the date of the hearing. A public hearing notice also shall be published in a newspaper having general circulation in the City of Sandwich. The notice shall state the location of the property and a statement summarizing how the proposed landmark meets the criteria set forth in Subsection B under Criteria for Landmark Designation.
- (3) Upon receipt of the application, the secretary of the Commission shall schedule a public hearing, to be held within forty-five (45) days after preliminary approval of application.
- (4) During the public hearing, the Commission shall review and evaluate the application according to the criteria established by ordinance.
- (5) If the Commission finds at the time that the application merits further consideration, then the Commission may table the request until its next regularly scheduled meeting.
- (6) A Certificate of Appropriateness shall be required for alteration, construction, removal or demolition of a proposed landmark from the date when the nomination form is presented to the Commission until the final disposition of the request.

A decision shall be made within thirty (30) days following the date of the closing of the public hearing.

- (1) Following the public hearing, the secretary of the Commission shall prepare the Commission's evaluation, recommendation and all available information for submission to the City Council within thirty (30) days.
- (2) If the Commission decides that the landmark should be designated, it shall do so by a resolution passed by a majority of the Commission, which shall be forwarded to the City Council for final approval.

- (3) The owner(s) of record shall be notified promptly by a letter containing information of the Commission's decision.
- (4) A simple majority vote by the City Council is necessary for approval of a landmark designation. If the City Council approves the application for a designation, a notice will be sent to the property owner, the City Clerk, the Building Inspector, the City Clerk's office, and recorded with the County Recorder of Deeds. If the City Council denies the petition, no petitioner or applicant can file another application for ninety (90) days.
- (5) Buildings designated as Historic Landmarks shall be subject to issuance of Certificates of Appropriateness.

**Sec. 38-31. Criteria for historic district designation.**

Nominations shall be made to the Historic Preservation Commission on a form provided by the Commission. A filing fee may be required. The following criteria shall be utilized by the Commission in determining the designation of Historic Districts:

- (1) The Historic District contains one or more landmarks along with such other buildings, places or areas within its definable geographic boundaries which, while not of such historic significance to be designated as landmarks, nevertheless contribute to the overall visual characteristics of the landmark or landmarks located in such District;
- (2) A significant number of structures meeting any of the standards of Section 38-29. Criteria for the recommendation of landmark designation;
- (3) Establishing a sense of time and place unique to the City of Sandwich; and/or
- (4) Exemplifying or reflecting the cultural, social, economic, political or architectural history of the nation, the state, or the community.

A preliminary determination as to whether a district or an area meets one or more of the foregoing criteria shall be made within sixty (60) days of the filing of a nomination with the Commission.

**Sec. 38-32. Historic district designation procedures.**

The following procedure shall be used for the preliminary determination regarding the designation of historic districts:

- (1) Any person, group of persons, or association, including but not limited to the Commission, may present to the Commission a petition requesting that a defined geographic area be designated as an Historic District. The City Clerk shall supply, upon request, the application forms. Completed forms shall be submitted to the City Clerk who shall forward them to the Commission for its consideration;
- (2) The petition shall contain the names of no less than 51% of the property owners. Or, if lease holders, with a five (5) year or longer leasehold interest, are signatories to the petition then the petition shall contain no less than 51% of the property owners and/or leaseholders;
- (3) Notice of date, time, place and purpose of the public hearing shall be sent by mail to owner(s) of record and to the nominator(s) as well as to the adjoining property owners.
- (4) Not less than fifteen (15) nor more than thirty (30) days prior to the date of the hearing. A public notice also shall be published in a newspaper having general circulation in the City of Sandwich. The notice shall state the location of the property and a statement summarizing how the proposed landmark meets the criteria set forth in Section 38-31. Criteria for historic designation;
- (5) Upon receipt of the application, the Secretary of the Commission shall schedule a public hearing to be held within thirty (30) days from after preliminary approval of application;
- (6) During the public hearing the Commission shall review and evaluate the application according to the criteria established by ordinance;

- (7) If the Commission finds at the time that the application merits further consideration, then the Commission may table the request until its next regular scheduled meeting.
- (8) Within thirty (30) days following the public hearing, the Commission shall make a final decision on designation and prepare the Commission's evaluation, recommendation, and all available information for submission to the City Council.

A decision shall be made within thirty (30) days following the date of the closing of the public hearing.

- (1) If the Commission decides that the proposed historic district should be designated, it shall do so by a resolution passed by a majority of the Commission, which shall be forwarded to the City Council for final approval.
- (2) The owner(s) of record shall be notified promptly by a letter containing information of the Commission's decision.
- (3) A simple majority vote by the City Council is necessary for approval of a historic preservation designation. If the City Council approves, the application for a designation, a notice will be sent to the property owner, the City Clerk, the Building Inspector, the City Clerk's office and recorded with the County Recorder of Deeds that the area has been designated as such and that buildings located within the boundaries of the historic district shall be subject to issuance of Certificate of Appropriateness. If the City Council denies the petition, no petitioner can file another application for ninety (90) days.

**Sec. 38-33. Certificate of Appropriateness.**

A Certificate of Appropriateness (COA) issued by the Commission shall be required before a building permit, moving permit, or demolition permit is issued for any designated historic landmark or any building, structure, or site or part thereof in the historic district. A COA is required if the building, structure, or site will be altered, extended, or repaired in such a manner as to produce a major change in the exterior appearance of such building or structure. Such major changes include, but are not limited to:

- (1) Major changes by addition, alteration, maintenance, reconstruction, rehabilitation, renovation or repair;
- (2) Any new construction and demolition in whole or in part requiring a permit from the City of Sandwich;
- (3) Moving a building; and/or
- (4) Any construction, alteration, demolition, or removal affecting a significant exterior architectural feature as specified in the ordinance designating the landmark or historic district.

An exception to the COA shall be made if the applicant shows to the Commission that a failure to grant the permit will cause an imminent threat to life, health, or property.

**Sec. 38-34. Application for Certificate of Appropriateness**

Every application for a Certificate of Appropriateness, including demolition permit or building permit application, plans and specifications, shall be forwarded by the City Clerk to the Commission within fifteen (15) days following receipt of the application by the City Clerk. The application for issuance of a COA must include:

- (1) Street address of the property involved;
- (2) Legal description of the property involved;
- (3) Brief description of the present improvements situated on the property;
- (4) A detailed description of the construction, alteration, demolition, or use proposed together with any architectural drawings or sketches if those services have been utilized by the applicant and if not, a sufficient description of the construction, alteration, demolition, and use to enable anyone to determine what final appearance and use of the real estate will be;
- (5) Owner's name;

- (6) Developer's name, if different than owner;
- (7) Architect's name; and
- (8) Payment of the filing fee.

**Sec. 38-35. Standards for Certificates of Appropriateness.**

In making a determination whether to approve or deny an application for a COA, the Commission shall be guided by the Secretary of the Interior's "Standards for Rehabilitation", as follows:

- (1) A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site environment;
- (2) The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided;
- (3) Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken;
- (4) Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved;
- (5) Distinctive stylistic features or examples of skilled craftsmanship that characterize a building, structure, or site shall be treated with sensitivity;
- (6) Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities, and, where possible materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence;
- (7) Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of the structures, if appropriate, shall be undertaken using the gentlest means possible;
- (8) Significant archaeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken; and
- (9) New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment;

New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

**Sec. 38-36. Design Guidelines.**

Design guidelines for applying the criteria for review of Certificates of Appropriateness shall at a minimum, consider the following architectural criteria:

- (1) Height - the height of any proposed alteration or construction should be compatible with the style and character of the landmark and with surrounding structures in a historic district;
- (2) Proportions of windows and doors - The proportions and relationships between doors and windows should be compatible with the architectural style and character of the landmark;
- (3) Relationship of Building Masses and Spaces - The relationship of a structure within a historic district to the open space between it and adjoining structures should be compatible;

- (4) Roof Shape - The design of the roof, fascia, and cornice should be compatible with the architectural style and character of the landmark;
- (5) Landscaping - Landscaping should be compatible with the architectural character and appearance of the landmark;
- (6) Scale - The scale of the structure after alteration, construction, or partial demolition should be compatible with its architectural style and character and with surrounding structures in a historic district;
- (7) Directional Expression - Facades in historic districts should blend with other structures with regard to directional expression. Structures in a historic district should be compatible with the dominant horizontal or vertical expression of surrounding structures;
- (8) The direction expression of a landmark after alteration, construction, or partial demolition should be compatible with its original architectural style and character;
- (9) Architectural Details - Architectural details including types of materials, colors, and textures should be treated so as to make landmark compatible with its original architectural style and character of a landmark or historic district; and
- (10) New structures in a Historic District shall be compatible with the architectural styles and design in said districts.

**Sec. 38-37. Hearing on Applications for Certificate of Appropriateness.**

Applications for a Certificate of Appropriateness are available from the City Clerk. Such applications shall be completed and submitted to the City Clerk which shall be forwarded to the Commission. The Commission shall schedule a public meeting for consideration of the application within fifteen (15) days of receipt of application. A public notice for consideration of the application shall be made not less than fifteen (15) days nor more than thirty (30) days before hearing, in a newspaper of general circulation published in the City of Sandwich.

If the Commission finds at the time that the application merits further consideration, then the Commission may table the request until its next regularly scheduled meeting.

**Sec. 38-38. Issuance of a Certificate of Appropriateness.**

The Commission shall notify the applicants of its decision within five (5) days after the public meeting. Upon approval of the application, the Commission shall direct the City Clerk to issue a signed COA to the applicant with copies forwarded to the Building Official.

A COA shall be invalid if changes in the plans reviewed by the Commission are necessary in obtaining a building permit or if the building permit issued for the same work becomes invalid. The COA remains valid for the same period of validity as the building permit.

**Sec. 38-39. Denial of a Certificate of Appropriateness.**

In the event of the denial of an application for a COA, the Commission shall notify the applicant in writing of the denial and the reasons therefore and shall recommend changes, if any, in the proposed action that would cause the Commission to reconsider its denial.

Within fifteen (15) days of receipt of the notification of the denial, the applicant may resubmit an amended application for a COA that takes into consideration the recommendations of the Commission. The application shall be considered to be withdrawn if no written modification is received. Within fifteen (15) days of receipt of a written modified application for a COA, the Commission must either issue the COA or hold a hearing.

The process for the resubmission of a modified application for a COA is as follows:

- (1) The Commission shall select a reasonable time and place for the hearing of the appeal and give due notice thereof to the applicant by mailing notice of the hearing. Said mailing is to be made at least ten (10) days prior to the date of the hearing.
- (2) Notice of the time and place of such public hearing shall be published at least once, not less than fifteen (15) days nor more than thirty (30) days before the hearing, in a newspaper of general circulation published in the City of Sandwich.
- (3) The chairperson shall conduct the hearing and the Commission and the applicant shall have the right to introduce evidence and cross examine witnesses. A recorded or written transcript of the hearing shall be made and kept.
- (4) The Commission shall vote, announce its decision, make its recommendation, and notify the City Clerk and the applicant within five (5) days after the conclusion of the public hearing, unless the time is extended by mutual agreement between the Commission and the applicant.
- (5) In the event of a denial by the Commission, the applicant may appeal the decision to the City Council, whose decision in this matter shall be final subject only to judicial review as provided by law.

**Sec. 38-40. Certificate of Economic Hardship.**

Notwithstanding any of the provisions of this chapter to the contrary, the Commission may issue a Certificate of Economic Hardship to allow the performance of work for which a Certificate of Appropriateness has been denied.

An applicant for a Certificate of Economic Hardship may submit any or all of the following information in order to assist the Commission in making its determination on the application:

- (1) The amount paid for the property, the date of purchase and the party from whom purchased (including a description of the relationship, if any, between the owner and the person from whom the property was purchased);
- (2) The assessed value of the land and improvements thereon according to the two most recent assessments;
- (3) Real estate taxes for the previous two years;
- (4) Remaining balance on mortgage, if any, and annual debt service, if any, for the previous two years;
- (5) All appraisals obtained within the previous two years by the owner or applicant in connection with this purchase, financing or ownership of the property;
- (6) Any listing of the property for sale or rent, price asked and offers received, if any;
- (7) Any consideration by the owner as to profitable adaptive uses for the property;
- (8) If the property is income-producing, the annual gross income from the property for the previous two years, itemized operating and maintenance expenses for the previous two years, and annual cash flow before and after debt service, if any during the same period;
- (9) Form of ownership or operation of the property, whether sole proprietorship, for-profit or not-for-profit corporation, limited partnership, joint venture or other; and/or
- (10) Any other information, including the income-tax bracket of the owner, applicant, or principal investors in the property, reasonably necessary for a determination as to whether the property can be reasonably used or yield a reasonable return to present or future owners;

If the Commission finds that without approval of the proposed work, the property owner cannot obtain a reasonable economic return therefrom, then the application shall be delayed for a period not to exceed three (3) months. During this period of delay, the Commission shall investigate plans and make recommendations to

the City Council to allow for a reasonably beneficial use or a reasonable economic return, or to otherwise preserve the subject property. Such plans and recommendations may include, but not be limited to:

- (1) A relaxation of the provisions of the ordinance; and/or
- (2) A reduction in real property taxes; and/or
- (3) Financial assistance; and/or
- (4) Building code modifications; and/or
- (5) Changes in zoning regulations.

If by the end of this three (3)-month period, the Commission has found that without approval of the proposed work, the property cannot be put to a reasonable beneficial use or the owner cannot obtain a reasonable economic return therefrom, then the Commission shall issue a Certificate of Economic Hardship approving the proposed work. If the Commission finds otherwise, it shall deny the application for a Certificate of Economic Hardship.

**Sec. 38-41. Appeals.**

When a Certificate of Appropriateness or a Certificate of Economic Hardship is approved or denied for either a landmark or a structure within a historic district, the applicant or any interested party may, within thirty (30) days, appeal the Commission’s decision to the City Council. The Council may receive comments on the contents of the record but no new matter may be considered by the Council. The City Council may affirm the decision or recommend changes by a majority vote of the Council after due consideration of the facts contained in the record submitted to the Council by the Commission. The Council may overturn the Commission’s decision by a majority vote of a quorum of the Council. If the Council decides that a Certificate of Economic Hardship should be issued, the Secretary shall notify the applicant and the Inspection Division within seven (7) days of the Council’s decision and the Inspection Division then shall issue the permit within fifteen (15) days.

If the Council concurs with the Commission’s decision not to issue a Certificate of Economic Hardship, the Secretary shall notify the applicant and the Building Official within seven (7) days.

**Sec. 38-42. Natural destruction or demolition.**

In the case of partial or complete natural destruction or demolition of a site within a Historic District or of a landmark, the owner will be required to obtain a Certificate of Appropriateness from the Commission prior to reconstruction. Although exact duplication of the previous structure may not be required, the exterior design of the property shall be in harmony with:

- (1) The exterior design of the structure prior to damage; and
- (2) The character of the Historic District.

**Sec. 38-43. Fees; Penalties.**

The Commission may establish an appropriate system of processing fees for the review of nominations and COAs.

Any person who undertakes or causes an alteration, construction, demolition, or removal of any nominated or designated landmark or property within a nominated or designated landmark or designated historic district without a COA shall be guilty of a misdemeanor and upon conviction thereof shall be punished by a fine of not less than five hundred dollars (\$500.00) nor more than seven hundred fifty dollars (\$750.00). Every day such violation shall continue to exist shall constitute a separate violation. The Commission may institute any appropriate action or proceeding, including administrative adjudication, in the name of the City of Sandwich to enjoin, correct, or abate any violation of this ordinance.

Section 3.     SUPERSEDER.

All sections, ordinances, resolutions, motions, or orders in conflict herewith shall be, and the same hereby are, repealed to the extent of such conflict.

Section 4.     EFFECTIVE DATE.

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

ADOPTED

This \_\_\_\_ day of \_\_\_\_\_, 2025.

APPROVED By Mayor

This \_\_\_\_ day of \_\_\_\_\_, 2025.

\_\_\_\_\_  
Todd Latham, Mayor

ATTEST:

\_\_\_\_\_  
Denise Ii, City Clerk

**ORDINANCE NO. 2025-\_\_\_\_\_**

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**AN ORDINANCE IMPLEMENTING A MUNICIPAL GROCERY RETAILERS’  
OCCUPATION TAX AND A MUNICIPAL GROCERY SERVICE OCCUPATION TAX  
FOR THE CITY OF SANDWICH, ILLINOIS**

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Passed by the City Council, \_\_\_\_\_, 2025

Printed and Published, \_\_\_\_\_, 2025

Printed and Published in Pamphlet Form  
By Authority of the City Council

CITY OF SANDWICH  
DEKALB AND KENDALL COUNTIES, ILLINOIS

I hereby certify that this document  
was properly published on the date  
stated above.

\_\_\_\_\_  
City Clerk

**ORDINANCE NO. 2025-\_\_\_\_\_**  
**AN ORDINANCE IMPLEMENTING A MUNICIPAL GROCERY RETAILERS’**  
**OCCUPATION TAX AND A MUNICIPAL GROCERY SERVICE OCCUPATION TAX**  
**FOR THE CITY OF SANDWICH, ILLINOIS**

WHEREAS, the Illinois Municipal Code, 65 ILCS 5/1-2-1, provides that the corporate authorities of each municipality may pass all ordinances and make all rules and regulations proper or necessary, to carry into effect the powers granted to municipalities, with such fines or penalties as may be deemed proper; and,

WHEREAS, the City of Sandwich (hereinafter the “City”) is a non-home rule Illinois municipality pursuant to the Constitution of the State of Illinois of 1970, as amended; and,

WHEREAS, Section 8-11-24 of the Illinois Municipal Code (65 ILCS 5/8-11-24) provides that, beginning on January 1, 2026, all Illinois municipalities may impose a tax “upon all persons engaged in the business of selling groceries at retail in the municipality” (the “Municipal Grocery Tax”) (65 ILCS 5/8-11-24); and,

WHEREAS, the Municipal Grocery Retailers’ Occupation Tax may be imposed “at the rate of 1% of the gross receipts from these sales” (65 ILCS 5/8-11-24); and,

WHEREAS, any Municipal Grocery Retailers’ Occupation Tax shall be administered, collected and enforced by the Illinois Department of Revenue; and,

WHEREAS, Section 8-11-24 of the Illinois Municipal Code (65 ILCS 5/8-11-24) requires any municipality imposing a Municipal Grocery Retailers’ Occupation Tax under Section 8-11-24 of the Illinois Municipal Code (65 ILCS 5/8-11-24) to also impose a Service Occupation Tax at the same rate, “upon all persons engaged, in the municipality, in the business of making sales of service, who, as an incident to making those sales of service, transfer groceries” as “an incident to a sale of service” (the “Municipal Grocery Service Occupation Tax”) (65 ILCS 5/8-11-24); and,

WHEREAS, any Municipal Grocery Service Occupation Tax shall be administered, collected and enforced by the Illinois Department of Revenue; and,

WHEREAS, the City Council of the City of Sandwich believe that it is appropriate, necessary and in the best interests of the City and its residents, that the City levy a Municipal Grocery Retailers’ Occupation Tax as permitted by Section 8-11-24 of the Illinois Municipal Code (65 ILCS 5/8-11-24); and,

WHEREAS, the City Council of the City of Sandwich believe that it is appropriate, necessary and in the best interests of the City and its residents, that the City levy a Municipal Grocery Service Occupation Tax as permitted by Section 8-11-24 of the Illinois Municipal Code (65 ILCS 5/8-11-24); and,

NOW, THEREFORE, be it ordained, by the City Council of the City of Sandwich as follows:

Section 1. Incorporation of Recitals. The foregoing recitals shall be and are hereby incorporated as findings of fact as if said recitals were fully set forth herein.

Section 2. Municipal Grocery Retailers' Occupation Tax Imposed. A tax is hereby imposed upon all persons engaged in the business of selling groceries at retail in this municipality at the rate of 1% of the gross receipts from such sales made in the course of such business while this Ordinance is in effect. The imposition of this tax is in accordance with and subject to the provisions of Section 8-11-24 of the Illinois Municipal Code (65 ILCS 5/8-11-24).

Section 3. Municipal Grocery Service Occupation Tax. A tax is hereby imposed upon all persons engaged in this municipality in the business of making sales of service, who, as an incident to making those sales of service, transfer groceries as an incident to a sale of service. The rate of this tax shall be the same rate identified in Section 2, above. The imposition of this tax is in accordance with and subject to the provisions of Section 8-11-24 of the Illinois Municipal Code (65 ILCS 5/8-11-24).

Section 4. Illinois Department of Revenue to Administer Both Taxes. The taxes hereby imposed, and all civil penalties that may be assessed as an incident thereto, shall be collected and enforced by the Department of Revenue of the State of Illinois. The Illinois Department of Revenue shall have full power to administer and enforce the provisions of this Ordinance.

Section 5. Clerk to file Ordinance with Illinois Department of Revenue. As required under Section 8-11-24 of the Illinois Municipal Code (65 ILCS 5/8-11-24), the City Clerk is hereby directed to file a certified copy of this Ordinance with the Illinois Department of Revenue on or before October 1, 2025.

Section 6. Effective Date. The taxes imposed by this Ordinance shall take effect on the later of: (i) January 1, 2026; (ii) the first day of July next following the adoption and filing of this Ordinance with the Department of Revenue, if filed on or before the preceding April 1st; or, (iii) the first day of January next following the adoption and filing of this Ordinance with the Department of Revenue, if filed on or before the preceding October 1st.

Section 7. Repeal of Conflicting Provisions. All ordinances, resolutions and policies or parts thereof, in conflict with the provisions of this Ordinance are, to the extent of the conflict, expressly repealed on the effective date of this Ordinance.

Section 8. Severability. If any provision of this Ordinance or application thereof to any person or circumstances is ruled unconstitutional or otherwise invalid, such invalidity shall not affect other provisions or applications of this Ordinance that can be given effect without the invalid application or provision, and each invalid provision or invalid application of this Ordinance is severable.

Section 9. Headings/Captions. The headings/captions identifying the various sections and subsections of this Ordinance are for reference only and do not define, modify, expand or limit any of the terms or provisions of the Ordinance.

Section 10. Publication. The City Clerk is directed by the corporate authorities to publish this Ordinance in pamphlet form. This Ordinance shall be in full force and effect after its passage and publication in accordance with 65 ILCS 5/1-2-4.

PASSED THIS \_\_\_\_ day of \_\_\_\_\_, 2025.

AYES: \_\_\_\_\_

NAYS: \_\_\_\_\_

ABSTENTIONS: \_\_\_\_\_

ABSENT: \_\_\_\_\_

APPROVED THIS \_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_.

\_\_\_\_\_  
Todd Latham, Mayor

ATTEST:

\_\_\_\_\_  
Denise Ii, City Clerk

PUBLISHED BY ME IN PAMPHLET FORM BY AUTHORITY OF THE CITY COUNCIL OF THE CITY OF SANDWICH, ILLINOIS, THIS \_\_\_\_ DAY OF \_\_\_\_\_, 2025.

\_\_\_\_\_  
City Clerk