
DATE: Wednesday, June 3, 2026
TIME: 7:00 PM
PLACE: 400 South Vine Street, Urbana, IL 61801

AGENDA

- A. Call to Order, Roll Call, and Declaration of Quorum**
- B. Changes to the Agenda**
- C. Approval of Previous Minutes**
 - Minutes of December 3, 2025 Regular Meeting (*Previous approval not valid. Revised minutes will be distributed early next week.*)
 - Minutes of April 1, 2026 Regular Meeting
 - Minutes of May 6, 2026 Regular Meeting
- D. Written Communications**
- E. Audience Participation**
- F. Continued Public Hearings**
- G. Old Business**
- H. New Public Hearings**
 - HP-2026-L-01** – A request by Phyllis Winters-Williams to designate the Urbana Civic Center at 108 East Water Street as a local Historic Landmark, as per Article XII of the Urbana Zoning Ordinance.
- I. New Business**
- J. Monitoring of Historic Properties**
- K. Staff Report**
 - Staff Report Regarding NAPC Emails and July Study Session
- L. Study Session**
 - Historic Preservation Plan Introduction
- M. Announcements**
- N. Adjournment**

PUBLIC INPUT

The City of Urbana welcomes Public Input during open meetings of the City Council, the City Council's Committee of the Whole, City Boards and Commissions and other City-sponsored meetings. Our goal is to foster respect for the meeting process, and respect for all people participating as members of the public body, city staff, and general public. The City is required to conduct all business during public meetings. The presiding officer is responsible for conducting those meetings in an orderly and efficient manner. Public Input will be taken in the following ways:

Email Input

In order to be incorporated into the record, emailed public comments must be received prior to 5:00 pm on the day preceding the meeting and sent to the following email address: Planning@urbanail.gov. The subject line of the email must include the words **"HISTORIC PRESERVATION COMMISSION - PUBLIC INPUT"** and the meeting date. Emailed public comments labeled as such will be incorporated into the public meeting record, with personal identifying information redacted.

Written Input

Any member of the public may submit their comments addressed to the members of the public body in writing. If a person wishes their written comments to be included in the record of Public Input for the meeting, the writing should so state. Written comments must be received prior to the closing of the meeting record (at the time of adjournment unless otherwise noted).

Public Hearing

Any person desiring to appear at the public hearing and present testimony may speak during each public hearing at the time they appear on the agenda. This shall not count towards regular Public Input for the meeting. The Public Hearing is an opportunity for comments and questions to be addressed specific to each case. Board or Commission members are permitted to respond and engage during this time and/or the Chairperson may direct the applicant to respond during rebuttal. Comments unrelated to any of the public hearings listed on an agenda should be shared during the Public Input portion of the meeting where Verbal Input guidelines shall apply.

Verbal Input

Protocol for Public Input is one of respect for the process of addressing the business of the City. Obscene or profane language, or other conduct that threatens to impede the orderly progress of the business conducted at the meeting is unacceptable.

Public comment shall be limited to no more than five (5) minutes per person. The Public Input portion of the meeting shall total no more than one (1) hour, unless otherwise shortened or extended by majority vote of the public body members present. The presiding officer or the city clerk or their designee, shall monitor each speaker's use of time and shall notify the speaker when the allotted time has expired. A person may participate and provide Public Input once during a meeting and may not cede time to another person or split their time if Public Input is held at two (2) or more different times during a meeting.

The presiding officer or public body members shall not enter into a dialogue with citizens. Questions from the public body members shall be for clarification purposes only. Public Input shall not be used as a time for problem solving or reacting to comments made but, rather, for hearing citizens for informational purposes only.

In order to maintain the efficient and orderly conduct and progress of the public meeting, the presiding officer of the meeting shall have the authority to raise a point of order and provide a verbal warning to a speaker who engages in the conduct or behavior proscribed under “Verbal Input”. Any member of the public body participating in the meeting may also raise a point of order with the presiding officer and request that they provide a verbal warning to a speaker. If the speaker refuses to cease such conduct or behavior after being warned by the presiding officer, the presiding officer shall have the authority to mute the speaker’s microphone and/or video presence at the meeting. The presiding officer will inform the speaker that they may send the remainder of their remarks via e-mail to the public body for inclusion in the meeting record.

Accommodation

If an accommodation is needed to participate in a City meeting, please contact the City at least 48 hours in advance using one of the following methods:

Phone: **217.384.2440**

Email: **Planning@urbanail.gov**

Watching the Meeting via Streaming Services

All City meetings are broadcast on Urbana Public Television and live-streamed on the web. Details on how to watch are found on the UPTV webpage located at <https://urbanaininois.us/uptv>.



**MINUTES OF REGULAR MEETING
URBANA HISTORIC PRESERVATION COMMISSION**

DRAFT

DATE: Wednesday April 1, 2026

TIME: 7:00 p.m.

PLACE: City Council Chambers, City Hall, 400 South Vine Street, Urbana, Illinois

MEMBERS ATTENDING: David Hays, Kathryn Holliday, Dennis Roberts, Trent Shepard, Angela Urban, Andrew Weiss

MEMBERS EXCUSED: Laura O'Donnell

STAFF PRESENT: Olivia Jovine, Community Development Services Director and Zoning Administrator; Aimirou Sy, Planner II; Kate Himick, Planner I; Eric McCann, Grants Specialist

OTHERS PRESENT: Matthew Bastianen, Ziv Rome-Blech, Shizuka Hayasaki, Isabella Li, Bennet Scala

A. CALL TO ORDER and ROLL CALL

Chair Urban called the meeting to order at 7:00 p.m. Roll call was taken, and a quorum was declared present.

B. CHANGES TO THE AGENDA

There were none.

C. APPROVAL OF PREVIOUS MINUTES

Minutes of June 4, 2025, Regular Meeting

The minutes of June 4, 2025, Regular Meeting of the Historic Preservation Commission were presented for approval. Mr. Hays moved that the Historic Preservation Commission approve the minutes. Mr. Roberts seconded.

Mr. Shepard sought the following changes:

- Mr. Shepard's last name [Shepard] was spelled incorrectly in multiple locations; he marked the incorrect versions so that updates in their entirety could be made.

- Agenda Item **J. MONITORING OF HISTORIC PROPERTIES**
 - On page three (3), “Mr. Marcus,” should be corrected to *Mr. Ricci*
 - The reference to “the Baptist Church” should be clarified as *Canaan Baptist Church on Main Street*
- Agenda Item **K. STAFF REPORT: CLG Grants Update**
 - Commissioners were uncertain who “John Wesley” was and what his involvement on the CLG Grant was. Staff clarified that this was *Jon Pressley, within the State Historic Preservation Office*. This will be corrected in the minutes.
 - On page four (4), third paragraph of the minutes, Commissioners clarified that the sentence “Mr. Ricci then states that Mr. Roberts spoke with Urbana Free Library and Joseph Royer” be updated to: *Mr. Ricci then states that Mr. Roberts spoke in reference to a Royer exhibit at either the Hotel Royer or the Urbana Free Library.*
- Agenda Item **K. STAFF REPORT: Preservation Month Activities**
 - In paragraph two, the first sentence should begin with *Dr. Holliday*.

Mr. Hays sought clarifications as to how the by-laws require him to be addressed in the minutes when he presides over a meeting in the Chair’s absence; should he be written as “Chair” for that meeting, or should he still be referred to as “Vice Chair”? Staff confirmed with the by-laws that he had two ways of being addressed:

- Option 1: Mr. Hays
- Option 2: Vice Chair Hays (when acting as Chair)

Mr. Hays requested to be called *Vice-Chair Hays* in the meeting minutes when acting as Chair.

Dr. Holliday sought the following changes or clarifications:

- Agenda Item **K. STAFF REPORT: Preservation Month Activities**
 - Paragraph 1, Sentence 1: “Mr. Ricci opened this agenda topic stating the Midcentury Modern Housing Exhibit and Tour occurs through July 12” should be corrected to reflect the two things being referred to: *Mr. Ricci opened this agenda topic stating the Mid-Century Modern Open House Tour occurred on May 31st and the Mid-Century Modern Architecture Exhibition at the Krannert Art Museum continues through July 12th.*
 - Clarification to Paragraph 2, Sentence 1: “Holliday noted opportunity to engage with audience and get them curious about their commissioners, saying it was a very large crowd, and they were eager to know who represented their commission” needs to read as: *Dr. Holliday noted the opportunity to engage with audience and get them curious about preservation, saying that it was a very large crowd, and they were eager to know how to engage [with preservation].* She continued, stating that it was not about the crowd being curious or engaging with the commissioners themselves, but “about preservation”.

Chair Urban asked if any further corrections were needed; none were offered.

The minutes of June 4, 2025, Regular Meeting of the Historic Preservation Commission were approved as corrected by a unanimous voice vote.

Minutes of August 6, 2025, Regular Meeting

The minutes of August 6, 2025, Regular Meeting of the Historic Preservation Commission were presented for approval.

Chair Urban noticed that the dates listed on the agenda as “August 6, 2025,” and minutes as “August 8, 2025,” were inconsistent. The date shown for minutes should be changed to: *August 6, 2025*, for accuracy.

Mr. Shepard noted places within the minutes where his name needed to be edited, sharing that he marked these for ease of correction.

Chair Urban sought further clarifications or edits to the minutes; none were extended.

The minutes of August 6, 2025, Regular Meeting of the Historic Preservation Commission were approved as corrected by a unanimous voice vote.

Minutes of December 3, 2025, Regular Meeting

The minutes of December 3, 2025, Regular Meeting of the Historic Preservation Commission were presented for approval.

Mr. Shepard sought these corrections or clarifications:

- His name was inconsistent throughout the document, and he marked where he’d like corrections to be made.
- Agenda Item **J. MONITORING OF HISTORICAL PROPERTIES:**
 - On page three (3), he clarified that “the Lincoln House” should be edited to: *the Boyden House at 404 W. Illinois St.* to reflect the official terminology.
 - On page three (3), he stated that “Webber Street owner-occupant...” should be reworded as follows: *108 N. Webber owner-occupant was given information about contractors. Mr. Shepard hoped to see improvement by next year.*
 - On page four (4), in the first sentence, Mr. Shepard noted that Mr. Roberts’ name should be edited to: *Mr. Roberts.*

Ms. Holliday sought the following edit to the minutes:

- Agenda Item **H. NEW PUBLIC HEARINGS:**
 - On page two (2), Dr. Holliday requested that “Sophia, a student of the U of I...” include her last name: *Warner.*

Commissioners discussed alterations to the last sentence on page two (2), “Commissioners shared dismay at demolitions which were former nominations that failed, stressing the [care and] diligence in how these applications are presented for vote” agreeing that it should be rewritten as follows: *Commissioners shared dismay at the recent demolition of the University Place Christian Church in Champaign, stressing the need to nominate historic properties.*

Mr. Roberts noted that, on a related note, he received a demolition delay notification for two houses on East Elm Street that are close to his home. He noted that the demolition delay was a 45-day

period to allow for a building to potentially be nominated to be a historic landmark. Chair Urban thanked Mr. Roberts for the information and requested that it be included in the minutes.

Chair Urban asked for other corrections; none were offered.

The minutes of December 3, 2025, Regular Meeting of the Historic Preservation Commission were approved as corrected by a unanimous voice vote.

D. WRITTEN COMMUNICATIONS

- Housing Needs Study Community Survey
- City of Urbana Youth Services Grant FY 2021-2022
- Correspondence between Emily Kerlin and Mr. Shepard regarding potential landmark eligibility of University Laboratory High School (Uni High)
- Transmission email of HPC Commissioner comments to Emily Land of IDOT
- Handout from Dennis Roberts – Brick Sidewalk Maps
- Handout from Dennis Roberts – Urbana Pedestrian Plan on Brick Sidewalks
- Handout from Dennis Roberts – HPC Staff Memo – Dated 05-15-2003
- Handout from Dennis Roberts – Memo from William Gray – Dated 03-01-1999
- Handout from Dennis Roberts – Ordinance No. 2002-02-014

E. AUDIENCE PARTICIPATION

There was none.

F. CONTINUED PUBLIC HEARINGS

There were none.

G. OLD BUSINESS

Section 106 – IDOT Seq. # 246422, *Florida Avenue Roadway Improvements*

Chair Urban opened this item on the agenda and gave the floor to Ms. Olivia Jovine, Director of Community Development Services and Zoning Administrator, and Ms. Kate Himick, Planner I.

Ms. Himick reported the following:

- On March 16, 2026, HPC comments from the March 4, 2026, meeting were compiled and transmitted to Emilie Land of IDOT by Ms. Himick. This submission included a cover letter and all commissioner comments. A copy of the transmittal email was included in April 1, 2026, meeting materials.
- On April 1, 2026. Ms. Himick sent Ms. Land a follow-up email and will notify the Commission when a response is received.

Chair Urban confirmed that any future correspondence from IDOT will be placed on a subsequent agenda under Old Business.

Mr. Shepard asked for clarification on the project scope. Ms. Himick stated that she would email Mr. Shepard the link to the project webpage maintained by City Engineering staff. Ms. Himick also

stated that to her recollection, the project involved traffic flow improvements, including potential traffic signals. Ms. Holliday noted that the information provided at the previous meeting was unspecific, but there would be locations where the street would be widened and streetlights and sidewalks potentially replaced. Commissioners noted materials previously provided were preliminary and lacked detailed engineering specifications. Mr. Hays noted that for much of the project area, the impact would be taken by the university property to the south, because there was no room to expand to the north; he stated that they had questions about how widening would be possible in those areas. Mr. Shepard also noted similar recent sidewalk improvements near Blair Park.

Ms. Jovine clarified that any further information from Ms. Land would be strictly on the Section 106 review process, while detailed engineering information would come from the City's Engineering Division as the project advances.

Chair Urban asked whether there were any further questions or comments. Hearing none, the Commission proceeded to the next agenda item.

H. NEW PUBLIC HEARINGS

There were none.

I. NEW BUSINESS

CDBG FY25 Grant Funds – Elm Street Sidewalks Improvement Project

Chair Urban opened this item on the agenda, and Ms. Jovine provided background on the project and introduced Dr. Eric McCann, Grants Specialist, Community Development Services Department under the Grants. Dr. McCann attended the meeting to assist Staff in presenting information related to the Elm Street Sidewalks Improvement Project, which is proposed to utilize Community Development Block Grant (CDBG) funds.

Ms. Jovine explained that Dr. McCann has been with the city for approximately eight weeks and supports the Grants Division through review and monitoring of partner agency documentation for regulatory compliance, as well as community engagement related to grant programs. She noted that Dr. McCann has been preparing the environmental review for this project and would be available to answer questions.

Dr. McCann briefly introduced himself and summarized his professional background, which includes experience in archaeology, art history, and work with state and federal agencies on grant management, cultural resource review, and coordination with State Historic Preservation Officers (SHPO).

Ms. Himick proceeded with the presentation on the Elm Street Sidewalks Improvement Project, with support from Ms. Jovine and Dr. McCann. Ms. Himick clarified that the information presented at the meeting by staff was meant to be an “initial go-around” and to spark conversation within the Commissioners. Within the presentation, the following items were outlined:

- Proposed replacement of existing brick sidewalks along E. Elm Street (running East-West along S. Grove Street to S. Urbana Street) and S. Urbana Avenue (running North-South along E. Main Street to E. Elm Street).
- Proposed work includes 6-inch Portland cement concrete sidewalks and combination curbs and gutters at intersections to improve accessibility, sidewalk width, and street-to-sidewalk transitions.
- The proposed project utilizes CDBG funds and requires a Section 106 review under the City's 2021 Programmatic Agreement (PA) with SHPO and ACHP, the Advisory Council on Historic Preservation.
 - Under the PA, a Qualified Professional (QP), Dr. Eric McCann, conducts the environmental review, with the HPC serving as an advisory body.
- SHPO has been contacted for a determination of Historic status, and Ms. Himick requested HPC involvement.
- Ms. Himick conducted a site visit on March 24, 2026, and documented the following conditions: the brick sidewalk was laid in herringbone pattern; no maker's marks were observed; and the condition of the sidewalks varied — some areas were intact, with others showing base failure, missing bricks, vegetation overgrowth, and tree-root displacement.
- Ms. Himick then gave the preliminary Staff assessment:
 - Sidewalks are unlikely individually eligible for local or National Register designation.
 - Sidewalks may be contributing resources within a potential district, though surrounding properties have been significantly altered.

Staff asked that Commissioners submit comments to HPC Secretary, Kate Himick, by April 6, 2026, for inclusion in the City's response to SHPO. Ms. Himick noted that she understood that this was a tight turnaround for comments.

Dr. Holliday asked to clarify the circumstances under which staff are required to send projects to the Commission. Ms. Jovine clarified that the PA was specifically in place for things that went through the Grants Division, and that funding was typically specific to rehabilitation projects. Ms. Jovine stated that the PA was expiring in September of 2026 and that questions such as these could be evaluated. Ms. Himick also noted that it was her understanding that SHPO had a template PA that Urbana's was based off.

Mr. Shepard asked for clarification on which areas contained existing, brick sidewalks. Ms. Himick noted that the project scope included the segment of E. Elm Street running between S. Urbana Avenue and Grove Street and the segment of S. Urbana Avenue running between E. Elm Street and E. Main Street. Ms. Himick also confirmed that only certain segments of these areas contained brick sidewalks and that there is no brick sidewalk running from the Southeast corner of E. Main Street and S. Urbana Avenue to the Northeast corner of E. Elm Street and S. Urbana Avenue.

Mr. Shepard discussed potential impacts to mature trees and suggested exploring minor sidewalk realignment to reduce root cutting where feasible. He suggested that sidewalk be readjusted to go around the tree.

Mr. Roberts noted that he lived near this area, in the neighborhood. Mr. Roberts requested that the Historic East Urbana Neighborhood Association (HEUNA) be informed of the project and mentioned the brick sidewalk ordinance that dictates which streets and sidewalks are considered

most significant in the area. He provided Staff with copies of the ordinance. Mr. Roberts stated that it is true that the sidewalks on that segment are not given the highest level of protection by the brick sidewalk ordinance. Mr. Roberts also noted that he was a proponent of working with community organizations, such as the local bricklayers union and the Regional Planning Commission, to build a youth training program to train young people to be bricklayers and maintain Urbana's brick sidewalks.

Ms. Jovine thanked Mr. Roberts for his comments and noted that the project is managed by the City's Public Works department and that staff will request follow-up on communication that had occurred. Ms. Jovine confirmed that they were aware of the ordinance, that the Elm Street sidewalks in the project area were not found to be a "Major Brick Walk Block," and that all abutting property owners had submitted letters in support of the project. Ms. Jovine noted that Staff being sure to follow the brick ordinance.

Ms. Holliday thanked Staff for bringing this project to the Commission and noted that in her experience, some of these brick sidewalks are significant and that guidelines and standards can be flexible for determining significance. Ms. Holliday noted that cultural landscapes still hold value, and that a consultative conversation is great for determining significance.

Mr. Shepard noted that half of the sidewalks were in horrible shape, and that something, whether repair or replacement, needed to be done. Chair Urban stated that it was also important that Urbana be an accessible city, and that there was a lot to take into account.

Mr. Hays asked for clarification on what Ms. Himick would like to receive from them to transmit to SHPO staff. Ms. Himick encouraged them to submit all thoughts but also directed them to reference page 34 of the packet provided, Section D, for guidance when preparing comments for SHPO staff.

Next steps agreed upon were that: Commissioners will submit written comments to Ms. Himick by April 6, 2026; Ms. Himick will then compile the comments to be transmitted via email to SHPO; Staff will continue coordinating with Public Works and SHPO, and Ms. Himick will return with updates at a future meeting.

J. MONITORING OF HISTORIC PROPERTIES

Chair Urban opened the topic on the agenda.

Mr. Shepard announced that the Royer House on Busey and Oregon (801 W. Oregon) is still for sale and empty. He's unaware if anything has been active or proposed.

No further updates were provided.

K. STAFF REPORT

There was none.

L. STUDY SESSION

Chair Urban opened the floor to Staff to continue with two study session topics.

Urbana Civic Center, 108 E. Water – Section 106, a Continued Session

Ms. Jovine noted this is a continuation of the Commission’s February discussion. A summary of prior discussion was included in the packet. The Historic Preservation Commission is scheduled to give a 10-minute presentation at the April 6, 2026, Committee of the Whole meeting. Public Works was also scheduled to present at the April 6, 2026 Committee of the Whole meeting, with topics to include existing building conditions, the Master Facilities Plan, and the Capital Improvement Plan, with the same presentation being repeated at the May 6 Historic Preservation Commission meeting for commissioners unable to attend the Committee of the Whole meeting.

Dr. Holliday noted that it would be ideal for the Commission to have an opportunity to walk through the Civic Center, and Ms. Jovine stated that she would pass that on to facilities staff. Mr. Roberts echoed his support for this idea and requested that someone from Public Works staff be present to point out issues with the building.

Mr. Roberts proposed the possibility of reaching out to the MTD board to ask questions about the plan for the Civic Center. Ms. Jovine then stated that she had initial feedback from Ashlee McLaughlin at MTD regarding prior questions. Ms. Jovine stated that she does not speak for MTD and invited the Commissioners to reach out to MTD if they had further or more specific questions.

Ms. Jovine then offered the following information, based on her understanding:

- Only a massing study exists; no detailed schematic drawing or design has been produced.
- No architectural/engineering services have been contracted because MTD does not own the site.
- Turning-radius and operational considerations have been reviewed as part of many variables for a site.
- Other potential downtown sites were not pursued due to private ownership, possible displacements of existing tenants, and complexity.
- A 2014 Intergovernmental Agreement expressed City support for the site’s feasibility for a project such as this.
- The Civic Center was formally closed around 2018–2019, based on prior Council action.

Ms. Jovine stated that she did not have anything additional to share, and that if the Commissioners had anything they wished to discuss amongst them, they were welcome to do so.

Mr. Hays confirmed that the HPC had a 10-minute presentation slot. Chair Urban thanked Mr. Hays for requesting a presentation spot at the April 6, 2026, Committee of the Whole meeting. Commissioners agreed that Dr. Holliday and Mr. Hays will coordinate the presentation, with the possibility of brief contributions from other Commissioners. Ms. Jovine offered that Commissioners are able to also speak as members of the public during that portion of the meeting.

Regarding presentation content, Dr. Holliday stated that the Commissioners consider speaking about the Section 106 process and SHPO’s determination of National Register eligibility as it relates to the Urbana Civic Center. Mr. Roberts asked if the Commissioners should speak on the adaptive reuse of the building, and Mr. Hays suggested that they also lay out some basic groundwork for what “historic preservation” means and entails. Dr. Holliday expressed a desire to speak about the misconceptions surrounding historic preservation. Mr. Weiss stated that he saw it as a narrowing

down of topics – going from “what is history” to “what is historic preservation” to “what is the Civic Center” and finally to “what is the Section 106 process.” Mr. Hays asked if anyone felt comfortable speaking to the value of the Civic Center itself and referred to the value of Professor Altshuler’s previous presentations. Further discussion about who should speak to what topic continued.

Chair Urban noted that Urbana is not the only city struggling with the demolition of civic centers, and that other communities are facing this issue.

Next steps as agreed: Commissioners Hays and Holliday will prepare the slides and coordinate discussion for the April 6, 2026 Committee of the Whole meeting presentation. Commissioners will attend the April 6 meeting as available.

Section 106 – Process Review, a Continued Session

Ms. Jovine noted that the *Section 106 Process Review* document (dated April 1, 2026) was the same version previously discussed at the March 14 (2026) meeting. Ms. Jovine noted that the purpose of the discussion was to identify improvements to Staff-to-Commission communication regarding Section 106 Reviews, and to consider which steps should be codified in the HPC’s official By-laws. She reported ongoing efforts to strengthen coordination with staff at the State Historic Preservation Office, including an introductory meeting with staff on March 12, 2026 and a follow-up meeting with Jon Pressley (Certified Local Government Program Manager) on March 31, 2026.

Ms. Jovine stated that all staff are new to their roles and are working to ensure correct contacts, communication channels, and expectations. They are exploring treating Section 106 Reviews similarly to case management, with internal milestones and clearer workflows. Commissioner input on communication improvements and potential bylaw updates was also sought.

Commissioners expressed support for clarifying internal processes and improving communication around Section 106 reviews. Dr. Holliday noted she is currently working on a research project involving CLGs in Illinois and nationally and offered to provide comparative information, if helpful.

Opportunities for public outreach during Preservation Month, including staffing a booth at the Urbana Market at the Square, were also mentioned. Ms. Jovine noted that coordination would need to occur through the Market Coordinator, Bryan Heaton.

M. ANNOUNCEMENTS

Staff invited commissioners to email additional study session topics or issues they would like to address later in the year. Commissioners expressed interest in devoting work time to several topics, such as the by-laws and Preservation Plan. Ms. Himick will maintain a list and work to schedule these items.

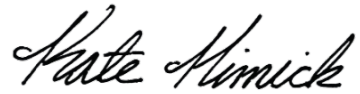
Ms. Jovine announced that the Urbana Housing Needs Study has begun, and Commissioners received a flyer for the resident survey and were encouraged to participate.

April 1, 2026

N. ADJOURNMENT

Chair Urban adjourned the meeting at 9:05 p.m.

Submitted,

A handwritten signature in black ink that reads "Kate Himick". The signature is written in a cursive, flowing style.

Kate Himick
Historic Preservation Commission Secretary



**MINUTES OF REGULAR MEETING
URBANA HISTORIC PRESERVATION COMMISSION**

DRAFT

DATE: May 6, 2026

TIME: 7:00 p.m.

PLACE: City Council Chambers, 400 South Vine Street, Urbana, Illinois

MEMBERS ATTENDING: Laura O'Donnell, Dennis Roberts, Trent Shepard, Angela Urban

MEMBERS EXCUSED: David Hays, Kathryn Holliday, Andrew Weiss

STAFF PRESENT: Olivia Jovine, Director of Community Development Services; Evan Alvarez, Principal Planner; Kate Himick, Planner I; Teri Andel, Administrative Assistant II; Vince Gustafson, Director of Public Works; Troy Richmond, Public Facilities Supervisor

OTHERS PRESENT: Susan Appel, Christopher Evans, Phyllis Williams

A. CALL TO ORDER and ROLL CALL

Chair Urban called the meeting to order at 7:00 p.m. Roll call was taken, and a quorum was declared present.

B. CHANGES TO THE AGENDA

There were none.

C. APPROVAL OF PREVIOUS MINUTES

Minutes of February 4, 2026 Regular Meeting

The minutes of February 4, 2026 regular meeting were presented for approval. Mr. Shepard moved that the Historic Preservation Commission approve the minutes as written. Mr. Roberts seconded the motion. The minutes were approved by unanimous voice vote.

Minutes of February 18, 2026 Special Meeting

The minutes of February 18, 2026 special meeting were presented for approval. Mr. Shepard moved that the Historic Preservation Commission approve the minutes as written. Mr. Roberts seconded the motion. The minutes were approved by unanimous voice vote.

D. WRITTEN COMMUNICATIONS

- Email from E R Cardman regarding preservation of the Urbana Civic Center

E. AUDIENCE PARTICIPATION

Phyllis Williams approached the Historic Preservation Commission (HPC) to remind them of the Mid-Century Modern House tour coming up on May 23, 2026. She stated the window to volunteer is quickly closing on the website, to declare your t-shirt size, and to get a \$40 ticket. It is an amazing educational experience and will open your eyes to mid-century modern construction right in our midst, or as Richard Williams called it, *mid-continent modern*. It is wonderful, and we are going to see a lot of places that most people have not been to.

F. CONTINUED PUBLIC HEARINGS

There were none.

G. OLD BUSINESS

There was none.

H. NEW PUBLIC HEARINGS

There were none.

I. NEW BUSINESS

There was none.

J. MONITORING OF HISTORIC PROPERTIES

Mr. Shepard reported on the Royer House. He stated that the “For Sale” sign has been removed, but he is not sure what is going on. Chair Urban added that she is hoping to have a contract on the Royer House at 801 West Oregon by the end of the week. Kate Himick, Planner I, pointed out that she had received an email inquiring about replacing the roof. She responded to the email by saying that staff could not give a determination on whether permission would be granted to replace the roof without the owner applying for a Certificate of Appropriateness and the Historic Preservation Commission review of it. Mr. Shepard recalled that the Royer House currently has the original clay tile roof.

He mentioned that he attended an open house at 611 West Oregon Street, also known as the Huff House. There was a nice program with speakers and a tour of the house. It was nice to hear all the positive things that have gone on in the past and to see a house that is being taken care of.

K. STAFF REPORT

Ms. Himick reported on the following:

- **Citizen Planner Workshop held on April 29, 2026**

She stated that staff and Chair Urban attended the workshop put on by Champaign County Regional Planning Commission and the American Planning Association's Illinois Chapter. She noted that slides of the workshop were included in the Historic Preservation Commission (HPC)

packet for this meeting. Chair Urban said she thought the workshop was really useful and contained good reminders. One reminder, in particular, is that as commissioners when reviewing a case, they have a lot of information from the public and may hear different things on email. However, it is important that the members of the Commission base their decisions on facts. If the same training comes again next year or whenever, she highly encouraged everyone to consider attending.

Mr. Roberts stated that he noticed there was a discussion about the need for a commission member to recuse themselves if they have a business or financial relationship. He has the understanding that the HPC has different regulations for recusal than other boards and commissions. He asked if he would or would not need to recuse himself if he helped prepare an application that would go before the HPC in which he would not have a financial relationship. Ms. Himick replied that she would need to check with the City Clerk. Chair Urban recalled that Mr. Roberts was a co-applicant. She asked the question at the workshop, and the speakers said that you should recuse yourself. The speakers highly recommended that any member of a board or commission who recuses themselves should also step out of the room where the public hearing is being held. Mr. Shepard recalled the previous Chair of HPC, Alice Novak, would recuse herself from cases before the HPC in which she had so much involvement. Olivia Jovine, Director of Community Development Services, recalled a case for a local landmark designation for the First United Methodist Church, Dr. Holliday had worked closely with the applicant and the First United Methodist Church congregation and a student to develop the application. As a result, she recused herself; however, since it was one of our earlier meetings as a new team, there was some confusion as to whether she should stay at the dais or sit in the audience. In hindsight, she should have physically walked away from the dais and sat in the audience at a minimum if not actually left the room. This is just a recent example that comes to mind that might help bring some clarity to this conversation.

Chair Urban stated that the speakers at the workshop did not say it was a hard and fast rule that the person who recuses themselves leave the room, but she recalled that Dr. Holliday was part of the discussion before she recused herself from the actual vote. In that case, we should have asked her to step out even while we had our discussion.

She went on to say that part of it is perception. If a member who recuses themselves stays in the room, they can carry extra weight as part of the review process. So, even if there is no financial gain, if a member is not personally related, or if that person was part of an application, it could potentially not look so good. Mr. Roberts commented that it was good to clarify it and stated that this is good training.

Mr. Shepard mentioned that he attended the same workshop two years ago, and he found the training to be interesting and learned many things.

Ms. Himick talked about possible Study Session topics. For future meetings, she has received requests to address the following topics:

1. Revisit the Historic Preservation Plan from 1998.
2. Revisit the bylaws which were last updated in 2020; and
3. Discuss the topic of how to partner in the preservation and restoration of Urbana's historic brick sidewalks.

She said that if the HPC members have additional requests to email them to her or write them down on a piece of paper during this meeting and give them to her after the meeting. She also stated staff recently learned that the official procedure to continue a Study Session topic from one meeting to the next would be for a HPC member to motion to continue the topic to the next meeting and then have a vote on it. Mr. Roberts suggested adding the Downtown Overlay District Design Guidelines to the list of topics.

Ms. Himick talked about the calendar of dates that were handed out. She stated that if a Study Session topic is not assigned to a date, the best and most practical way to go about that would be to adhere to the application date that staff uses for public cases. Please send her an email to let her know of the meeting date and topic on or before the application date shown on the calendar. Chair Urban recommended having the Historic Plan on the June 3, 2026 meeting agenda so the HPC can discuss it prior to the next round of CDBG grants.

Ms. Himick announced that staff received a local landmark application for the Urbana Civic Center. The applicant is Phyllis Winters-Williams. The landmark application will be presented to HPC at the June 3, 2026 regular meeting starting at 7:00 p.m. in the City Council Chambers.

She mentioned that the City Administrator, Darius White, is currently scheduling tours of the Urbana Civic Center for members of City Council in two-by-two sessions. After Council members have finished, the City Administrator will reach out to schedule two-by-two tours for the Civic Center for HPC. Ideally this will happen before HPC's regular meeting on June 3, 2026. She pointed out that all tours of the Urbana Civic Center are private and not available to members of the public.

L. STUDY SESSION

CDBG FY25 Grant Funds – Elm Street Sidewalks Improvement Project

Ms. Himick reported that staff forwarded the HPC comments from the previous meeting to Rita Baker at the State Historic Preservation Office (SHPO) on April 8, 2026. She provided Ms. Baker with the construction date of the sidewalk along with a general description of appearance, construction, condition of the sidewalks, and a packet of photographs. Ms. Baker confirmed receipt of the material on April 9, 2026.

SHPO issued a letter addressed to Dr. Eric McCann with a determination of no historic properties will be affected. She noted that a copy of the letter is in the HPC meeting packet. She stated that she also received a response from SHPO regarding the Elm Street brick sidewalks, which was dated April 7, 2026. There was a date mix-up; however, there were no erroneous misconsiderations.

Mr. Roberts reiterated that although the sidewalks are not considered historic properties under SHPO's designation or decision, they are part of the fabric of Historic East Urbana. He also mentioned that the neighborhood association made an agreement with the City Public Works Department to remove brick sidewalks on the north side and replaced by cement to provide an accessibility route from Downtown Urbana to Victory Park. We feel that wheelchair accessibility to Victory Park is important. The Park has raised garden beds for people with disabilities.

He went on to say that there is a section of East Urbana and West Urbana where it is designated by city statute that brick sidewalks can be preserved as long as more than 50% of the residents along the brick sidewalks agree to preserve them. He requests that any bricks removed from the sidewalks on Elm Street be reserved for future replacement of gaps that appear in the brick sidewalks in other sections of our community. The bricks should not be sold but be made available to individual property owners if they wish to repair the sidewalk in front of their homes.

Ms. Himick asked that since he submitted the comment about a partner in preservation of the brick sidewalks, did he have a meeting date in mind? Mr. Roberts replied no. First, he would like to talk with City staff since the City owns the sidewalks. He noted that one of his issues is that the City does not seem to own the responsibility of maintaining the sidewalks, so he is interested in finding out if there is a way of partnering with community resources to make a youth training program for brick laying. Without the participation of the City, the process fell apart and was lost. He wants to hold a discussion about this again because youth training youth workforce training is one of the goals of the City.

Mr. Shepard asked if the City has a stockpile of bricks that they saved from sidewalks to use for repairs? Ms. Himick replied that she did not know and would need to check on this.

Chair Urban commented that the City does maintain sidewalks; however, she feels it gets complicated. Mr. Roberts mentioned some examples of where maintenance has not been done. He noted any maintenance that has been done was completed years ago. There has been no maintenance on the brick sidewalks since.

Ms. Jovine announced that this topic will be removed from the agenda.

Urbana Civic Center Existing Conditions Presentation – Public Works

Vince Gustafson, Director of Urbana Public Works, and Troy Richmond, Public Facility Supervisor, approached the Historic Preservation Commission (HPC) to discuss the Civic Center.

Mr. Gustafson gave a brief background of his history with the City of Urbana and the Civic Center noting that he started his career in building maintenance and his office was located in the Civic Center. He stated that Mr. Richmond has been assisting me as Building Maintenance Tech and now as the Public Facility Supervisor.

Mr. Gustafson stated that the information that they put together was initially for City Council a few weeks back. We appreciate the opportunity to come and speak with the HPC on the information and entertain any questions that Commission members may have after their presentation.

Mr. Gustafson and Mr. Richmond presented the following:

- Background
 - Built in 1960s
 - Low-cost option for events and meetings in the community
 - Venue for City-sponsored functions
 - Previously staffed by 3 part-time employees and Facilities Manager

- Fiscal
 - Urbana Civic Center operating as a low-cost meeting venue with the City subsidizing a lost of approximately \$40,000-\$50,000 annually.
 - Additional expenses, such as the Facilities Manager’s salary and related facilities expenses (mowing, pest control, etc.) were not charged to the Civic Center operating budget.
 - While revenues for the Civic Center had been trending upward, these increases were far from sufficient to meet the required capital expenditures and increased operational costs.
- Deferred Maintenance – in 2018, required an estimated \$750,000 to \$1 million in replacement, including:
 - Roof replacement
 - Curtain replacement
 - Water Heater replacement
 - Stove and Range Hood replacement
 - Sound System replacement
 - Lighting upgrades
 - Replacement of tables and chairs for 300 guests
 - Updating electric service panels
 - Periodic professional deep cleaning
 - General remodeling of front office, conference space, restrooms and kitchen
 - HVAC units’ replacement
 - Showed photos of some of the deferred maintenance
- Cost Analysis
- Options/Council Action
 - Evaluation of Rental Rates
 - Determination to await the upcoming Facilities Master Plan and its findings regarding the Civic Center
- Timeline
 - 2018 Structural Budget Deficit
 - Option 1 – recommendation provided by staff to potential close the Civic Center
 - City Council passed Option 1 on June 18, 2018
- Facilities Master Plan – April 2018
- Capital Improvement Plan FY2025 – FY2029

Mr. Shepard asked if the roof leaked back when it was still in use. Mr. Gustafson said yes. Mr. Richmond noted that Facility staff are keeping up on the maintenance on the roof. We have not abandoned the building. The air conditioning is still running. The heating is still running. City staff are checking on the building twice a week. As staff find leaks, we patch those. He said that really all the City can do is patch. Leaks are springing up every week.

Mr. Shepard asked if the water leak had done any major damage to the structure. Mr. Richmond replied that there is significant staining and there is water damage on some of the beams in the building. It is dark in the Civic Center, so you have to really pay close attention and use a flashlight, but you can see the staining all over inside where it has leaked prior to where it's currently leaking now.

Mr. Gustafson stated that in 2016 or 2017, the City hired a roofing consultant to perform an analysis of all the city roofs, including the Civic Center. The consultant took a core sample of the rubber membrane and a tapered insulation down to the deck. The consultant determined that insulation was fully soaked based upon their scanning. The consultant's determination confirmed that roof replacement was not just a simple tear off replacement.

Chair Urban thought the Civic Center was constructed in either 1969 or 1970 because the question came up asking why is this just becoming a thing? Why was not the state of the Civic Center and possible demolition mentioned at least to the Historic Preservation Commission? If a building is less than 50 years old, then it's not really something that comes onto our plate to consider at all. Mr. Richmond stated that the exact date of construction is muddled. There are quite a few different articles and pieces of paper written down. There was some kind of a dedication in the fall of 1970. So, City staff assume the building was built by then. There are some documentations for the original plans in 1968/1969. Many of the pictures are not dated so it is tough to tell when the construction happened. Chair Urban said that this brings us back to the question. We are now in 2020, and no one had brought up the Civic Center in discussion or as a case with the HPC.

Mr. Roberts commented that the timing, the economy, the use, and the repair certainly showed that the Civic Center was starting to need significant attention, which wasn't possible during that period of time by the city government. He imagined that it certainly would be true that the condition of the fire stations, the city building itself, and the Public Works building would supersede fixing the community center. He does not question the decision making at the time, but the future possibility of adaptive reuse by an individual may be a completely different kind of discussion and concept about what is possible with the existing material and how it might be incorporated into something different rather than just completely raised and placed into the landfill. So, the HPC has yet to learn whether there is an agent or organization in the community to purchase the property. He stated that he feels it is interesting to wait to see what potential future it may hold. Whether the building is a viable historic property under the new terms of the 50-year period and whether there is another way of using the building is still an open question which the HPC will be trying to explain and understand in the future.

Chair Urban pointed out that MTD or the developer is not necessarily against the reuse or incorporating the design into whatever becomes of that space. So, she said that it is important to be mindful of this. She commended Mr. Gustafson and Mr. Richmond and the Public Works staff for continually checking on the Civic Center. She said that having the air conditioner on is important. She talked about the fall of the Civic Center where she grew up, and she mentioned that it was replaced with a new community center that cost \$300 million.

Chair Urban asked if the demolition was estimated to cost \$545,000. Mr. Gustafson stated that the funding for demolition would come from the Central TIF fund. He said that he would need to re-evaluate it, but \$545,000 is what was allocated and programmed this fiscal year. He believes the FY25 was the allocation for the demolition of the Adult Education Center with the Central Tif FY26 for the demolition of the Civic Center site. Chair Urban commented that the City does not have estimates for current costs, so we cannot compare dollars of adaptive reuse to dollars of demolition.

Mr. Roberts stated he appreciates that the City Council and HPC members being offered in-person tours so they can assess what is happening and get an idea of the state of the building. Mr. Gustafson replied that it definitely offers a real perspective, and they are glad to provide the tours.

Urbana Civic Center Discussion

Ms. Himick explained that this second Study Session on the Civic Center is for the HPC if they want additional time to ask questions or provide comments or concerns.

Mr. Roberts recalled a conversation with various people about seven or eight years ago about the revitalization of Lincoln Hotel. No one believed at the time that anyone would be interested in renovating the hotel because it was a mess with the interior being outdated. It had water damage. The ceiling had fallen in the hallway near the swimming pool due to a water leak. It was old and musty, and full of old-fashioned furniture. The owner was not maintaining it. The Mayor of Urbana at the time said that she would rather it be demolished and proposed that the site be used for a bus terminal in the downtown area. With the right synergy, the City found that not only was somebody interested in the old building, but they actually pulled it together and opened it up. Now, it is a very beautiful boutique hotel. So, it is always possible to turn the fate of a building around if you have the right vision and you have the right agents to pull it off. Before we demolish the Civic Center, we should see what the potential is for inventive reuse. Maybe there is none, but maybe there is. It is a discussion yet to be fulfilled.

Chair Urban stated that Urbana High School held their prom at the Hotel Royer this season. She mentioned that she spoke to a young person who was attending, and they told her how excited they were because that was where their parents got married many decades ago. To be in the same space for their prom was very special. It reminds her that a person being able to renovate or to reuse an existing building can become very special because they are part of our community's fabric. Perhaps the same applies to the Civic Center. There may be people who have good memories of the Civic Center, and the memory goes away when the building goes away.

Ms. Jovine noted that the Hotel Royer example is interesting. She mentioned that the City had to put in around \$5 million investment into Hotel Royal. The City borrowed money, which through bonds will be paid back. This was counterbalanced by \$25 million of private investment. It became possible because there was a private developer at the table who could monetize off of the end product, which is the Hilton Hotel. We are in a slightly different position with the potential transit center and the Civic Center. Our partner at the table is also looking for public funds for the redevelopment of this project. So, although I do completely understand what you are illustrating with that example, the partners at the table are drastically different. Chair Urban confirmed that the City invested quite a bit of money in the renovation of the hotel. She pointed out that the first developer was not successful.

Chair Urban asked if the HPC is not able to take the tour before the next regular meeting of the HPC, could it be possible to push the vote on the upcoming landmark nomination of the Civic Center to the July 1, 2026 regular meeting date? Ms. Jovine explained that the HPC could choose to hold or continue the hearing to the next meeting.

Mr. Shepard noted that the HPC controls the exterior of a landmarked building, not the interior. He believed that it would be nice to see the interior, but he did not know if that would influence the potential for the landmark application. He felt it would be strange to have a Study Session on the same topic that they would be considering a landmark nomination for. Ms. Jovine said that the HPC could always bring it back as a topic at future meetings.

Section 106 Process Review Continued

Ms. Himick reviewed the Potential Best Practices listed in the written staff report from the meeting's packet. She talked about potential next steps. Chair Urban mentioned that they have worked as a group during study sessions and have also worked on a buddy system outside of the meeting. She requested more time to review the By-Laws in case there is more markup that she wants to do. She asked if what the HPC comes up with would be reviewed by the City Attorney. Ms. Jovine stated that the HPC would first review it together and then could submit recommendations to the City Attorney. Ms. Himick stated that if the HPC wanted to continue working on the By-Laws, that they could shift the Study Session topic to be titled "General By-Laws" rather than have them under the scope of "Section 106 Process Review".

Mr. Shepard recalled that in the past, Planning staff were more involved in making amendments to the by-laws. Then, HPC would discuss and edit the changes before voting on them. He said that he would be okay with staff doing this again.

Mr. Shepard talked about rewriting the Historic Preservation Plan. Chair Urban stated that HPC does not have to write the whole plan themselves.

Ms. Jovine recommended, since we have a full agenda for the June 2026 meeting, to place the By-Laws Review on the July 2026 meeting agenda. Staff will continue to work on the Section 106 process with the exception that Staff needs input from the HPC members on how they would prefer to be noticed. Staff have been talking about how they handle the process internally, so staff will take the lead on it.

She went on to say that since Staff is entirely new, they will need the HPC to provide guidance on general bylaw revisions that would go beyond the Section 106 process. Mr. Shepard commented that hopefully we could have a good seven-person discussion at a Study Session. Chair Urban added that HPC would like advance notice of when the bylaws will be on the agenda so the members can do their homework reviewing them and preparing any changes.

Mr. Roberts moved the topic of "Review of the general Bylaws" be brought to the HPC in a Study Session June 3, 2026 or July 1, 2026 regular meeting. Ms. O'Donnell seconded the motion. The motion was passed by unanimous voice vote.

Mr. Shepard moved the topic of "Historic Preservation Plan" be brought to the HPC in a Study Session at the June 3, 2026 or July 1, 2026 regular meeting. Ms. O'Donnell seconded the motion. The motion was passed by unanimous voice vote.

M. ANNOUNCEMENTS

City staff made the following announcements:

- Evan Alvarez, Principal Planner – Ms. Jovine introduced Mr. Alvarez as the new Principal Planner. Mr. Alvarez then gave a brief background on his work experience in the Champaign-Urbana area. Ms. Jovine stated that Kate Himick will serve as Secretary of the Historic Preservation Commission and will continue to be the Commission’s main point of contact.

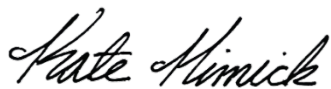
Mr. Shepard asked if the Planning Division was fully staffed now. Ms. Jovine explained that the City has a little bit left in the budget for a parti-time position; however, the Planning Division staff is going to get settled and stabilized and then re-evaluate in about six months.

- Historic Preservation Month – Chair Urban announced that there is the Mid-Century Modern Homes Tour on May 23, 2026. HPC will also be hosting a booth at Market at the Square on May 16, 2026 from 8:00 am to Noon. She asked for volunteers.

N. ADJOURNMENT

Chair Urban adjourned the meeting at 8:32 p.m.

Submitted,



Kate Himick
Historic Preservation Commission Secretary



DEPARTMENT OF COMMUNITY DEVELOPMENT SERVICES

Planning Division

m e m o r a n d u m

TO: Historic Preservation Commission
FROM: Kate Himick, Planner I
DATE: May 27, 2026
SUBJECT: HP-2026-L-01: A request by Phyllis Williams to designate the Urbana Civic Center at 108 East Water Street a Local Historic Landmark, as per Article XII of the Urbana Zoning Ordinance.

Introduction

Phyllis Williams has submitted an application to designate the “Urbana Civic Center” (Civic Center), located at 108 East Water Street, as a Local Historic Landmark. The owner — City of Urbana, Legal Division — has not provided written consent or authorization for this nomination for consideration as a Local Landmark by the City of Urbana Historic Preservation Commission (HPC).

The Zoning Ordinance, which contains Article XII Historic Preservation, does not require owner approval for Historic Landmark nomination or designation. Lacking written owner consent to the landmark designation, the HPC shall recommend that the Urbana City Council approve or deny said application. The Zoning Ordinance requires HPC to hold a public hearing on the application within 60 days of receiving a complete application. The application was reviewed by staff and deemed complete on April 27, 2026. At the public hearing on June 3, 2026, the HPC should take comments from the nominators, the owners, and any other parties who wish to be heard on the application. In addition, the HPC should consider all written comments received prior to or during the hearing. It is the responsibility of the nominator to provide evidence of the suitability for historic landmark status as well as documentation of such evidence.

Following the public hearing, the HPC should review all information presented to it that is pertinent to the nomination and make a recommendation to City Council to approve or deny the application for Landmark status. Staff finds that the nomination meets criteria a, c, d, e, and f, as set forth in Section XII-5.C.1 of the Zoning Ordinance.

Should the application be recommended favorably to City Council and then passed by ordinance, the owner would be required to obtain a Certificate of Appropriateness from the HPC for future exterior or structural changes to the property, including any proposed demolition, as per the requirements of Section XII-6 of the Zoning Ordinance.

Background

The applicant is nominating the Civic Center for designation as a historic landmark under several landmark criteria (a, c, d, e, and f). These criteria include:

- The building’s significant value as part of the architectural, artistic, civic, cultural, economic, educational, ethnic, political, and social heritage of the City of Urbana;

- Its representation of the distinguishing characteristics of an architectural type inherently valuable for the study of a period, style craftsmanship, method of construction or use of indigenous materials and which retains a high degree of integrity;
- The notable work of a master builder, designers, architect or artist whose individual genius has influenced an area;
- Its identifiability as an established and familiar visual feature in the community owing to its unique location or physical characteristics;
- and the building’s status 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.

Originally intended as Phase I of a three-phase, community-focused project extending north from Water Street, the Civic Center was dedicated in 1970 as a modern civic gathering space, which would fill the gap left by the closure and demolition of the Urbana Community Building on Elm Street. The Civic Center served as an affordable, mid-sized public venue supporting a broad spectrum of community activities until its closure in December 2018. Over its history, the facility hosted a wide variety of organizations, events, and public meetings, including art shows, religious gatherings, political debates, educational functions, neighborhood and cultural associations, weddings, and nonprofit fundraisers. The building is notable for its longstanding role in the civic and social life of Urbana and the greater community, and the building holds a prominent place in community memory.

The building faces south towards East Water Street and is a one-story modern structure with an irregular plan comprised of a main, square primary volume with a rear wing. The rear wing is not immediately discernable to the observer, and the building gives the impression of a square, symmetrical plan. Character-defining features identified in the application include its flat roof with four pyramid-shaped skylight cupolas, deep overhanging eaves, exposed mottled brick walls, large expanses of metal-frame windows, and open interior spaces. The applicant states that the building retains a high degree of physical integrity and that few substantial alterations have occurred since its original construction and subsequent dedication in 1970.

The Civic Center is also significant as an example of architectural modernism and its expression in the Midwest and the Champaign-Urbana area. The building was designed by architects Delbert Smith, Scott Seaton, and Milan Olach, of the firm Smith, Seaton, and Olach (1964–1970), who strove to make the building “practical, useful, and eye appealing.”¹ At the time of the Civic Center’s construction, Smith, Seaton, and Olach were embedded in a local community of architects such as A. Richard Williams (then head of the UIUC School of Architecture) and Jack Sherman Baker (UIUC faculty member) who were incorporating Mid-Century Modern tenets into their work, while adapting it to the prairie landscape of Central Illinois. This regional work has previously been described as “Mid-Continent Modern,” characterized by formal simplicity, functional pragmatism, and thoughtful detailing in keeping with the surrounding environment.²

The Illinois State Historic Preservation Officer (SHPO) has also determined that the Civic Center is eligible for listing in the National Register of Historic Places under Criterion A for its association with recreation, community events, and culture, and under Criterion C as an example of architecturally significant and structurally expressive, modernist design. Given that the Civic Center was constructed

¹ Jim Hopwood, “Civic Center Construction Delayed,” *Daily Illini*, February 12, 1969.

² Phillip Kalantis-Cope, *Mid-Continent Modern: The Champaign School of Mid-Century Architecture* (Champaign, IL: Immaterial Books, 2024).

in the late 1960s, the building has only recently met the typical 50-year threshold to be considered National Register eligible.

The nomination application provides ample evidence supporting each of the five identified landmark designation criteria, plus other relevant information in support of the significance of the property as part of the community history and contribution to life in Urbana.

Discussion

According to the Zoning Ordinance, a proposed landmark must meet one or more of the following criteria for designation as provided in Section XII-5.C *Landmark Criteria*. The information provided by the applicant has been reviewed by staff and it is staff's opinion that the property meets the following historic landmark designation technical criteria.

Criteria for Nomination:

- a) *Significant value as part of the architectural, artistic, civic, cultural, economic, educational, ethnic, political or social heritage of the nation, state, or community.*

The building's architecture and form represent a particular time in the history of the City of Urbana and the greater region, and its long-standing use as a secular, affordable community center and venue space has shaped the civic and social life of Urbana and the greater community. The Civic Center holds a prominent place in community memory.

- c) *Representative of the distinguishing characteristics of an architectural type inherently valuable for the study of a period, style, craftsmanship, method of construction or use of indigenous materials, while retaining a high degree of integrity.*

The building reflects distinctive local and regional expressions of Mid-Century Modern design. The Civic Center was opened in 1970 and retains a high degree of integrity, retaining its character-defining features — a flat roof with four pyramid-shaped skylight cupolas, deep overhanging eaves, large expanses of metal-frame windows, and open spaces. The Civic Center has also been determined to be National Register eligible under Criterion C for its structurally expressive, modernist design.

- d) *Notable work of a master builder, designer, architect or artist whose individual genius has influenced an area, or notable work of a firm or group whose collective genius has influenced an area.*

The building was designed by architects Delbert Smith, Scott Seaton, and Milan Olach, of the firm Smith, Seaton, and Olach (1964–1970). These architects were part of a greater local community of architects and designers who were incorporating modernist tenants into their work, while adapting it to the Central Illinois prairie. Smith, Seaton, and Olach fit into a broader collective of architects operating during this time period that held significant influence over the built environment of Urbana and Champaign and the concentration of modernist structures in the area.

- e) *Identifiable as an established and familiar visual feature in the community owing to its unique location or physical characteristics.*

The building's uniquely shaped cupolas are an identifiable feature in the downtown landscape of Urbana, and act as a familiar visual feature both physically and in the community's collective memory of the building's years of function as a community center and venue space.

- f) *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.*

The building has been determined to be National Register eligible under Criteria A and C, which address the building's significance as a hub for community events and its architecture. Smith, Seaton, and Olach intended the building to be "practical, useful, and eye appealing" and stated that "the center will contain only the bare necessities because longevity not cheapness of construction is wanted."³ Their commitment to simple utility, design, and function fit within this criterion.

Public Input

Staff published a legal ad in *The News-Gazette* to notify the public of the request and public hearing fifteen days prior to the Historic Preservation Commission meeting. Staff also sent letters to ten (10) neighboring property owners (within 250 feet of the subject property), notifying them of the request, and posted several public hearing signs on the property. To date, staff have not received comments about the requested landmark.

Summary of Findings

Recommended statements of findings based on the application and the completed analysis are below. The Historic Preservation Commission may revise these findings based on their review and consideration of the case, including any evidence that may be submitted at the public hearing.

1. On April 24, 2026, the City of Urbana's Planning Division received a landmark application to designate the property located at 108 East Water Street ("Urbana Civic Center") as a Local Historic Landmark. The application was deemed complete by staff on April 27, 2026.
2. The applicant, Phyllis Williams, is not the owner of 108 East Water Street, and the owner has not consented to the landmark nomination. Section XII-5.A.2 of the Zoning Ordinance states that owner approval shall not be required for historic landmark nomination or designation. Section XII-E of the Zoning Ordinance states that when lacking written owner consent to the landmark designation, the Historic Preservation Commission shall recommend that the Urbana City Council approve or deny said application per Article XII.
3. The Historic Preservation Commission opened a public hearing on June 3, 2026, to consider a recommendation for landmark designation of the subject property.
4. The Civic Center was opened in 1970, was designed by Smith, Seaton, and Olach within the context of regional modernist expression, and holds significance due to its architecture, integrity, recognizability, and contributions to civic and social history in the City of Urbana.
5. The building meets five of the seven criteria for the designation of a property as a historic landmark. The building meets items a, c, d, e, and f of the designation criteria.

Options

The Historic Preservation Commission has the following options in Case No. HP-2026-L-01:

1. Find that the nomination meets one or more of the criteria for designation as a local landmark

³ Hopwood, "Civic Center Construction Delayed," *Daily Illini*, 1969.

and recommend to the Urbana City Council that the property be designated as a local landmark; or

2. Find that the nomination does not meet any of the criteria for designation and recommend to the Urbana City Council that the property not be designated as a local landmark.

In either case, the Historic Preservation Commission should include Findings of Fact in their motion. The Findings of Fact should summarize the Commission's justification for finding that the nomination either meets or does not meet the relevant criteria. The vote required is a majority vote of those members present and voting, but with not less than three affirmative votes.

Recommendation

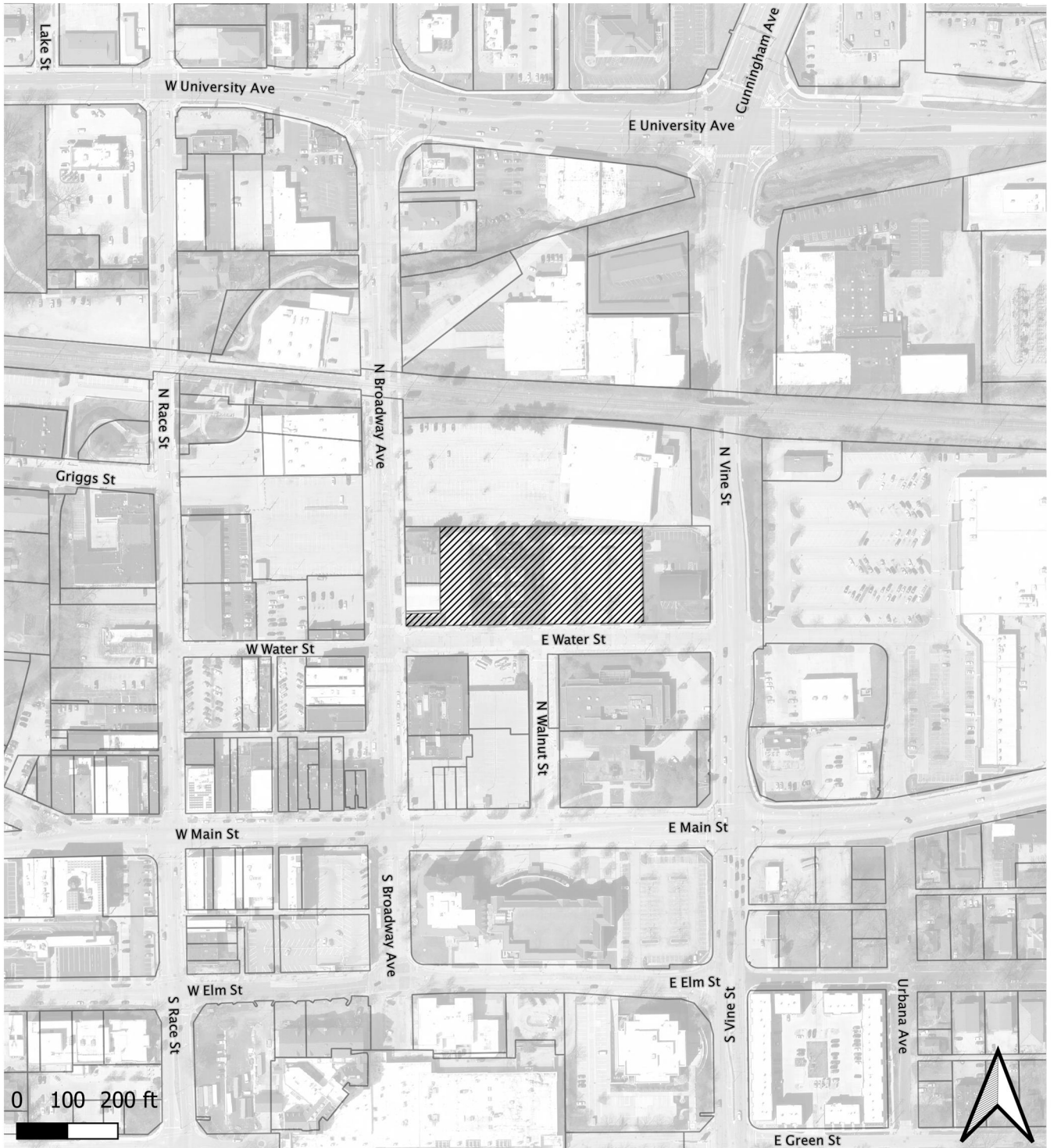
Because the property owner has not consented to the applicant's nomination of the property as a local landmark, the Historic Preservation Commission must recommend to the Urbana City Council to either designate or not designate the property as a local landmark. The Urbana City Council holds final decision-making authority in this case.

Based on the application and staff analysis provided above, staff recommend the Historic Preservation Commission find that the Local Historic Landmark nomination for 108 East Water Street, Urbana, conforms with criteria a, c, d, e, and f of Section XII-5.C of the Zoning Ordinance and **RECOMMEND APPROVAL** of the application to Urbana City Council, with Findings of Fact as stated in the Summary of Findings.

Attachments: Exhibit A: Location Map
 Exhibit B: Plat
 Exhibit C: Application and Nomination Statement
 Exhibit D: Supplemental Photos
 Exhibit E: Additional Detail Provided by Applicant

CC: Phyllis Williams, Applicant

Location Map

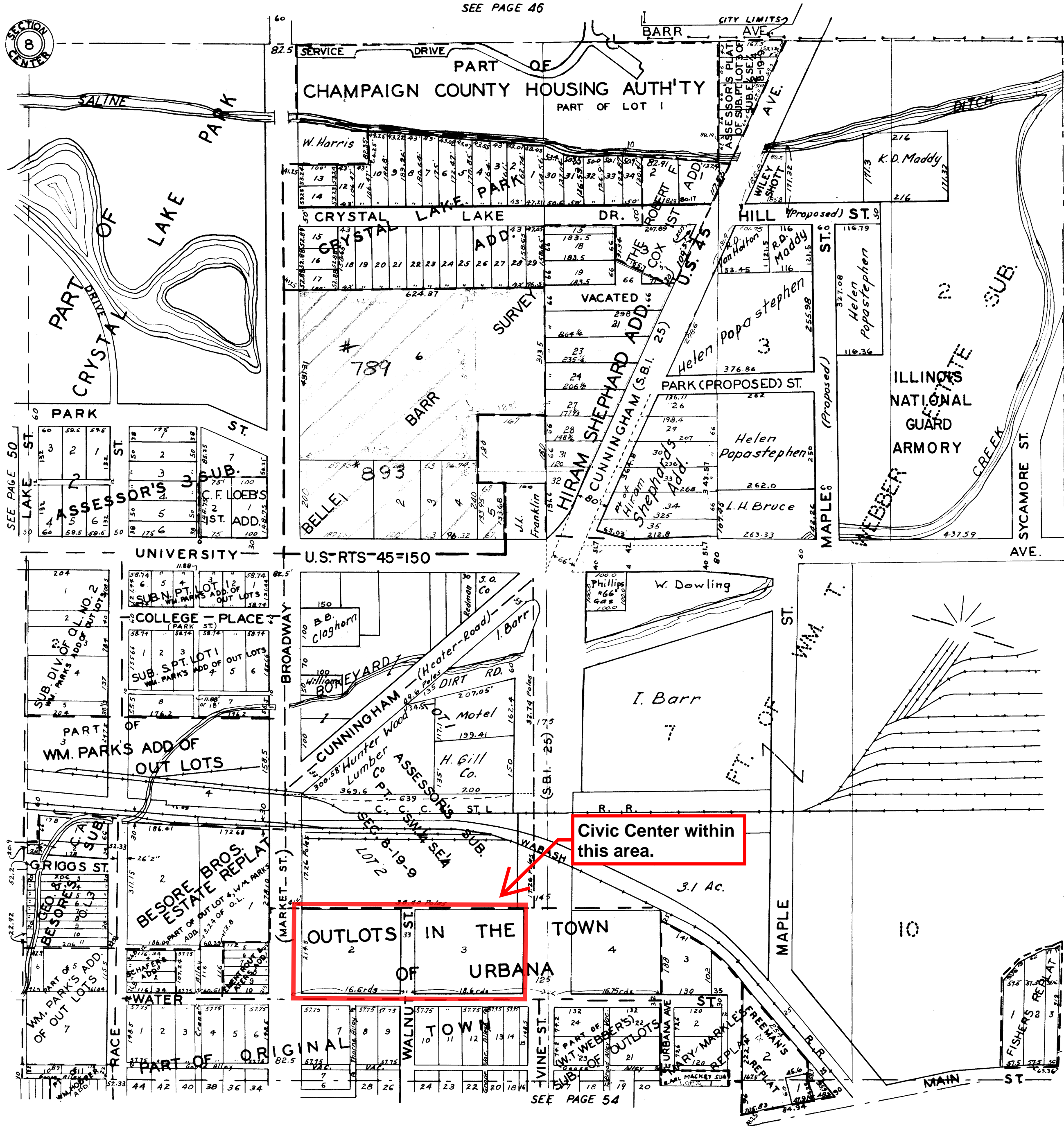


Case: HP-2026-L-01
Subject: Landmark Designation
Location: 108 East Water Street
Applicant: Phyllis Winters-Williams

 Subject Property

SE 1/4 SEC. 8 CUNNINGHAM TWP
SCALE 200 FT. TO 1 INCH T. 19N. R. 9E. OF THE 3RD. P.M.

SEE PAGE 46



Civic Center within this area.

OUTLOTS IN THE TOWN OF URBANA

SEE PAGE 54



HISTORIC PRESERVATION APPLICATION TYPES and PROCESS

1. Certificate of Appropriateness

A Certificate of Appropriateness is a certificate approving of plans for alteration of either a designated landmark or a structure within a designated historic district.

Determining Level of Review:

After receiving a completed application for any work qualifying as an undertaking, the Zoning Administrator and the Chair of the Historic Preservation Commission shall determine according to Tables XII-1 and XII-2 of the Zoning Ordinance whether the application is an exempt undertaking and requires no review, requires administrative review (Minor Work activities), or requires Historic Preservation Commission review (Major Work activities).

2. Certificate of Economic Hardship

A Certificate of Economic Hardship is a certificate authorizing an alteration following the denial of a Certificate of Appropriateness. The Historic Preservation Commission shall hold a public hearing within 50 calendar days after receiving a completed application of Certificate of Economic Hardship. The Commission shall review the application and determine if it: 1) the subject property cannot be put to any reasonably beneficial use or 2) the owner/applicant will suffer a substantial economic loss if the application is not approved, and in either case, further finds that the hardship was not created with the intent of circumventing the Historic Preservation Ordinance.

3. Historic Landmark

A Historic Landmark is a property, building, structure, site, or object which is worthy of preservation because of its historic and/or architectural significance to the City of Urbana. After a completed application nominating an area as a historic landmark is received, the Building Official shall not issue building permits (including demolition permits) for activities that would require a Certificate of Appropriateness for the subject property, building, structure, site or object until the designation process is concluded. Nominations may be made by any person. Owner approval shall not be required. The Historic Preservation Commission shall hold a public hearing within 60 days after receiving an application and review whether the application meets the criteria for the designation of a historic landmark.

If the owner consents to the landmark designation and the Commission finds that the property conforms to one or more of the criteria set forth in Section XII-5.C.1 of the Zoning Ordinance, then the Historic Preservation Commission shall make the final determination and designate the property as a historic landmark. However, lacking written owner consent to the landmark designation, the Commission will make a recommendation to the City Council, who will make the final determination.

4. Historic District

A Historic District is an area which contains, within defined geographic boundaries, buildings, structures, sites, or objects which may or may not be landmarks that contribute to the overall historic characteristics of the designated area. After a completed application nominating an area as a historic district is received, the Building Official shall not issue building permits (including demolition permits) for activities that would require a Certificate of Appropriateness for all affected properties until the designation process is concluded. Nominations may be made by any person. A completed application for historic district nomination must be accompanied by signatures of parcel owners representing no less than 25% of the properties within the proposed district endorsing said nomination. The Historic Preservation Commission shall hold a public hearing within 60 days after receiving an application and review whether the application meets the criteria for the designation of a historic district. The Commission will make a recommendation to the City Council, who will make the final determination.



APPLICATION FOR HISTORIC PRESERVATION

If there is an application fee (only applies to Historic Landmark Application without consent of the owner), the fee must accompany the application when submitted for processing. For the current fee, please refer to the most recent version of the City's "Schedule of Fees - Excluding Liquor License Fees", which can be found at <http://www.urbanaininois.us/fees>.

The Applicant is also responsible for paying the cost of legal publication fees, if any. The News-Gazette will bill the applicant directly. Legal ad publication fees vary from \$75.00 and up.

NOTE: Fields marked with an * must be completed.

NOTE: If additional space is needed to complete any field, please mark "See Attached" and attach the response at the end of this application.

PROPERTY INFORMATION

Address/Location of Subject Site* **108 E Water Street, Urbana IL 61801**

Parcel/PIN # of Subject Site **91-21-08-461-014**

Lot Size **Approx. 1.83 acres**

Current Zoning District **B-4 Central Business**



Current Land Use (vacant, residence, grocery, factory, etc)* **The Urbana Civic Center sits upon the**

Legal Description

Lots pt. 2, pt. 3, Urbana Original Town-Outlots, Section 8, Township 19N, Range 9E, Subdivision Book DR_A, Subdivision page 16.

APPLICANT INFORMATION

Name of Applicant* **Phyllis Winters-Williams**

Applicant Business Name

Applicant Mailing Address

Street #



Street Name*



Apartment #, Suite #, Etc.

City*



State*



Zip*



Applicant Email Address*



Applicant Phone*



Multiple Applicants*

No

Yes

NOTE: Please attach documentation of additional applicants names and contact information.

Property Interest of Applicant(s)* **Other** A proud Urbana citizen.



OWNER INFORMATION*

This property has one owner.

This property has multiple owners

NOTE: Please attach documentation of additional owners names and contact information.

Owner Name* **The City of Urbana**

Owner Business Name

Owner Mailing Address

Owner Street #* **400**

Street Name* **South Vine Street**

Owner Apartment #, Suite #, Etc.

Owner City* **Urbana**

State* **Illinois**

Zip* **61801**

Owner Email Address* **I am not certain whom I should list.**

Owner Phone* **217-384-2454**

CONSULTANT INFORMATION

If you are working with an architect, engineer, surveyor, site planner, or attorney, please fill in their information below.

Architect Name

Architect Company

Architect Mailing Address

Architect Email Address

Phone

Engineer Name

Engineer Company

Engineer Mailing Address

Engineer Email Address

Phone

Surveyor Name

Surveyor Company

Surveyor Mailing Address

Surveyor Email Address

Phone

Attorney Name

Attorney Company

Attorney Mailing Address

Attorney Email Address

Phone

REQUEST INFORMATION

Permit Type*: **Landmark Designation**



Describe the exterior features of the structure, building materials, construction method, date of construction, and current condition of the structure. Include drawings or photographs to illustrate.

See supplemental material.

Staff Note: See Exhibit E for supplemental material.

Certificate of Appropriateness, advance to: **Page 5**

Certificate of Economic Hardship, advance to: **Page 7**

Landmark Designation, advance to: **Page 8**

Historic District Designation, advance to: **Page 11**

HISTORIC LANDMARK DESIGNATION

Attach a map showing the boundaries and location of the property proposed for nomination.

Attach photographs showing the important structures or features of the property or structure

Indicate which of the following criteria apply to the property or structure (*check all that apply*). Additionally, attach a statement that describes the proposed landmark and its historic significance; list reasons why it is eligible for nomination; and show how the proposed landmark conforms to the criteria for designation (*see Suggested Format on the following pages*).



Significant value as part of the architectural, artistic, civic, cultural, economic, educational, ethnic, political, or social heritage of the nation, state or community;



Associated with an important person or event in national state or local history;



Representative of the distinguishing characteristics of an architectural type inherently valuable for the study of a period, style, craftsmanship, method of construction or use of indigenous materials and which retains a high degree of integrity;



Notable work of a master builder, designers, architect or artist whose individual genius has influenced an area; Identifiable as an established and familiar visual location or physical characteristics;



Character is 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;



Yields, or may be likely to yield information important in history or prehistory

HISTORIC LANDMARK PREFERENCE FORM

LANDMARK NOMINATION OF PROPERTY

Address of Nominated Property:

Owner of Nominated Property:

Street Address of Owner:

City | State | Zip of Owner:

Telephone Number of Owner:

I **support** the nomination of the aforementioned property for landmark designation.

I **do not** support the nomination of the aforementioned property for landmark designation.

I have **no opinion** regarding the nomination of property for landmark designation.

COMMENTS:

Signature:

Date:

Signature:

Date:

Suggested Format for Content and Organization of “Statements” for Historic Landmark Designation Application

Summary Paragraph

- Criteria which apply to subject property
- Introductory or background statement about significance of subject property
- Statement of integrity

Property Description

- Architectural style
- Date of construction; date of major modifications
- Name of architect and builder, as available
- Construction materials (*foundation, walls, roof shape/material*)
- Description of building elements: number of stories, window type and shape, porches, entrances, etc.
- Description of unique architectural elements
- Alterations or additions to building
- Missing or removed architectural features
- Outbuildings and important landscape or streetscape features

History

- Brief community background (*downtown development, neighborhood development, etc.*)
- Discussion of property as it relates to the development of the community
- Important people associated with the property
- Important events associated with the property

For Architectural Significance

- Background of the style and/or architect
- Why/how the building reflects the style and/or architect’s work
- Other works in the community/elsewhere by same architect; discuss briefly

Context

- Placement or location of property within the city/community
- Relationship to other properties of similar architectural style and date/era of construction

NOTE: Contact the Planning Division if you need assistance: planning@urbanaininois.us or 217.384.2440.

ATTACHMENTS

Please include any attachments relevant to your request: supporting documents, site plans, photos, etc.

CERTIFICATION BY THE APPLICANT*

- I certify all the information provided in this application and any attachment(s) are true to the best of my knowledge and belief, and that I am either the property owner or authorized to make this application on the owner’s behalf.

- I acknowledge that by submitting this application, I am granting permission for City staff to post a temporary yard sign announcing the public hearing to be held for my request on the property. I further acknowledge that my electronic or digital signature on this application has the full legal effect as that of my written signature.

Applicant’s Signature*

Staff Note: See page below for signature/date.

Date*

PLEASE RETURN THE APPLICATION ONCE COMPLETED TO:

By emailing an pdf copy to Planning@urbanaininois.us

Or

By mailing a paper copy to:

**City of Urbana
Community Development Department Services Planning
Division
400 South Vine Street
Urbana, IL 61801**

Context

- Placement or location of property within the city/community
- Relationship to other properties of similar architectural style and date/era of construction

Application for Historic Preservation - Revised May 2024

Page 15

NOTE: Contact the Planning Division if you need assistance: planning@urbanaininois.us or 217.384.2440.

ATTACHMENTS

Please include any attachments relevant to your request: supporting documents, site plans, photos, etc.

CERTIFICATION BY THE APPLICANT*

I certify all the information provided in this application and any attachment(s) are true to the best of my knowledge and belief, and that I am either the property owner or authorized to make this application on the owner’s behalf.

I acknowledge that by submitting this application, I am granting permission for City staff to post a temporary yard sign announcing the public hearing to be held for my request on the property. I further acknowledge that my electronic or digital signature on this application has the full legal effect as that of my written signature.

Applicant’s Signature* Phyllis B Winters-Williams

Date*April 27, 2026

Exhibit D – Supplemental Photos

108 E. Water Street

View from Water Street of the south façade.



View of the east façade, featuring the main block of the building (left) and the back wing (right).



View of the north façade and the northwestern corner.



Exhibit D – Supplemental Photos

View of the west façade.



**Exhibit E:
Additional Detail
Provided by Applicant**

Application Requesting City of Urbana Historic Landmark Designation

for the

Urbana Civic Center, 108 East Water Street

Owner: City of Urbana, (91-21-08-461-014), lot size: aprox. 1.83 acres

Legal Description:

Lots pt. 2, pt. 3, Urbana Original Town-Outlots, Section 8, Township 19N, Range 9E, Subdivision Book DR_A, Subdivision page 16.

Owner:

The City of Urbana

400 S Vine Street

Urbana IL 61801-3336

Introduction:

I am nominating the Urbana Civic Center for Historic Landmark status based on:

Association with noted Architects:

The Urbana Civic Center reflects its association with local architects and University of Illinois Urbana-Champaign faculty members A. Richard Williams, Jack Baker, and their students, and professional collaborators: Delbert Smith, Scott Seaton, and Milan A. Olach.

Building Integrity:

The Urbana Civic Center retains its integrity to the original building dedicated in 1970, receiving no clear alterations in the past 55 years.

Importance to the civic life of the community:

The Urbana Civic Center as a successor to the Urbana Community Building on Elm Street, the "Tigers' Den", was essential to the civic life of Urbana and our greater community, as a welcoming, secular, and affordable gathering place for formal and informal gatherings and civic associations of all types, and interests.

The Illinois State Historic Preservation Office, SHPO, during the section 106 review process determined:

"The Urbana Civic Center building at 108 East Water Street is an excellent example of architectural modernism and is eligible for listing to the National Register of Historic Places (NRHP) under Criterion A for recreation as a locus of community events and culture, and under Criterion C for its structurally expressive, modernist design."

Description of the Building:

The Civic Center, Phase I, is a mid-century modern styled pavilion, square and symmetrical in design, with a flat roof, made possible by structural grid of steel columns, featuring 4 equally spaced, pyramid shaped cupolas with standing seamed sheeting 3/4s of their height, topped with flashed glass panels to form sky light/light tunnels on all four quadrants of the interior of the building. The skylight/cupola shape mimics the pyramid shape atop the tower of the Champaign County Courthouse and the pyramid atop the former City Building which sat at the NW corner of Elm and Broadway.

The deep overhanging eaves are paneled in cedar planking. The eaves are supported by open, laminated beams, mortised to the soffits, and featuring exposed bolts. In each of the four outside corners, the beams come together to support the deep eave, forming a “peace sign.” The roof corners have copper clad downspout openings which flow into a large circular French drain.

The walls are exposed mottled red and tan brick, a nod to the predominance of brick in Urbana’s downtown buildings, with the steel columns wrapped in brick work, with large, tall, vertical alternating panels of glass and composite material with a thin horizontal transom atop each set of panels. The east and west entry door are deep set, the south, main entry is flush with the exterior walls. The foundation is poured concrete.

The north wall features a rectangular flat roofed, brick walled “addendum” to the building housing the kitchen, bathrooms, and some storage/utility space. It is unclear if this area would be retained had “Phase II” been constructed. Many sketches of the building around the dedication simply feature the pavilion without the utility space.

Poured concrete steps lead to the entrances from the parking lots on the east and south sides of the structure. The building is set upon the lot raised from the street level adding height to this one-story pavilion. The building is surrounded on three sides by a wide, brick walkway with heavy stone edging. For the pedestrian, the effect of standing at the Civic Center is one of being sheltered and simultaneously able to appreciate the vista of downtown Urbana due to the elevation on the lot.

The Urbana Civic Center retains its original elements and has high integrity related to the original construction. Despite local lore and news reports to the contrary, the Civic Center is not a festering pit of mold and decay. Rather, the Civic Center is quite intact, and safe to enter. The interior and exterior elements found today would be recognizable to an attendee at the dedication. The Urbana Civic Center has not been noticeably altered since its construction and dedication.

History of the Site:

(From Brian Adams)

“Situated at the south end of the Big Grove, near the confluence of the Boneyard and Saline creeks, the City of Urbana was surveyed and platted in September 1833. The original city plan consisted of four north-south streets intersected by four east-west streets. Today this area constitutes the city’s downtown. Population growth and economic development remained slow during the 1830’s and 1840’s due to poor transportation systems. Urbanization intensified when the railroad arrived in the 1850’s. The Illinois Central Railroad connected the area with Chicago in 1854, resulting in an economic and population explosion in Champaign County. Between 1850 and 1860, population in the county increased from 2,645 to 14,629. Pioneer farmers were replaced by land speculators, merchants, intellectuals (lawyers, doctors, and teachers), tradesmen of all types, and masses of laborers employed by the railroad and the numerous factories that had been established. The early population derived primarily from the south (e.g., Kentucky) was augmented by immigrants from the northeast (New York, Massachusetts, Pennsylvania, Ohio, etc.). Foreign-born immigrants, primarily of Irish and German origin, also began to arrive, and with their presence the religious

composition of the county changed. The former exclusive dominance of Protestant and Baptist denominations was balanced by the formation of Catholic and Jewish congregations.

A variety of factories sprung up overnight, many of them associated with the burgeoning construction industry and agricultural production...Between about 1850-60 the Main Street of the original town of Urbana became a hub of activity, lined with a variety of retail stores, saloons, law and real estate offices, banks, and other places of business and recreation.

The City of Urbana was incorporated on February 14, 1855, and in 1867 was chosen as the sight of the Illinois Industrial University (University of Illinois) through the efforts of Clark Robinson Griggs. Also in 1867, the first railroad to actually pass through Urbana, the Danville-Urbana-Bloomington-Pekin Railroad (later the I.B.&W), was chartered, again by C.R. Griggs. Economic development slowed in the 1870's. Major developments in the later half of the 19th century and early 20th century included: the large-scale draining of swampy prairies surrounding the city, resulting in the dominance of grain production at the expense of cattle breeding; the establishment of a gas lighting system; paving of streets; establishment of an electric rail line; construction of hospitals; and the continued expansion of retail businesses. (Dr. Brian Adams, from the S.E. Huff House nomination, used by permission).

Water Street was the northern boundary of the "Original Urbana." The land directly north of Water Street, the "Subdivision of Outlots," bounded on the west by Market (now, Broadway) Street, was home to salt and coal sheds, a breeding stable, and an agricultural implements store by 1887, according to the Sanborn Fire Maps. May of 1902, Matthew Busey, George Busey, and William Saffell, also an Urbana banker, incorporated the Urbana Light, Heat, and Power Company. November of 1902, the Urbana City Council passed an ordinance to allow the Urbana Light, Heat, and Power to provide electricity to the city. (Champaign County Gazette) sited in the 100 block of east Water Street. The breeding stable was gone, replaced by grain stores, lumber mills, and numerous sheds holding material for the railroad. The rail yard employed over 400 men. The area north of "Original Urbana" was the industrial hub of the area. By 1956, the rail yard manufacturing would move (Champaign County Archives: an oral history of the Big Four Railroad) and Illinois Power, consolidating small, local power companies, bought Urbana Light, Heat, and Power, closing the old generating station entirely by 1960.

The Urbana City Council approved the bid for demolition of the power plant smokestack, October 6, 1958 (Champaign County Archives). The Civic Center would be built on the site of the now defunct Power Company, overshadowed by a feed and grain store on Broadway Street.

The importance of a community center:

Urbana does not have a town square. From conception to dedication, the Civic Center was envisioned as the successor to the Urbana Community Building on Elm Street, and that narrative defined a straight line from Elm Street to Water Street in the pamphlet at the dedication, May 4, 1970, on a page proclaiming: "Urbana/ The City With Vision, A Calendar of the Community Building History":

1914, the area of Elm Street was open land owned by O.O. Stricklan. 1922, Neals Bengston bought the ground and constructed an automobile garage. By 1927, Bengston's widow, Ida leased the garage to become a roller rink. In May of 1942, Ida Bengston sold the building and ground to the city of Urbana. After extensive remodeling, the building became the U.S.O., but by 1945, the city assumed operation of the building as a community building and in that capacity it would serve for 27 years (from the Civic Center dedication pamphlet, May 3, 1970).

Most notably as the Tiger Den, for the Urbana High School Tigers, a place to hang out, spin records, and have fun on Friday and Saturday nights, during the fifties and sixties, admission twenty-five cents, under the watchful eyes of "the Little Giant", UHS class of '38 stand-out: Coach Oscar Adams and a governing council of high school students. At other times, the Community Building was booked to capacity inspite of a lack of any formal space for weddings and receptions, the accommodations were comparable to any church fellowship space in the area.

Roger Ebert recalled the times:

“We went to Urbana High School between 1956 and 1960. We were the first post-Elvis generation, and one of the last generations of innocence. We were inventing the myth of the American teenager. Our decade would imprint an iconography on American society. We knew nothing of violence and drugs. We looked forward to the future. We were taught well. We were the best class. When we came back to our reunions, that’s what we were told, anyway...Coach Smith told us the 1960 Tigers were the greatest football team he ever coached. Maybe that’s what he told every team. Still, we did win the Big 12 Championship”. (“talkin’ bout my generation” (Roger Ebert, December, 2012, rogerebert.com))

Steve Hagar, the former editor of High Times magazine, and member of the Tigers’ Den Council Sophomore through Senior year, opined:

“When the City leaders decided to raze the Community building, the sweet memories of teenagers past and present held that building in fondest regards” (stevehager.net)

Once the decision was made to raze the businesses on this block of Elm Street for parking, a replacement space was needed.

The Urbana Civic Center was envisioned by the Urbana Association of Commerce as a successor to and improvement on the Urbana Community Building on Elm Street, which was booked to capacity and lacking any formal space for weddings and receptions. Steve Hager recalled “a bare open room,” [there was a jukebox]. Mimicking the funding for The Urbana Free Library, the Civic Center Phase I was to be just the beginning of a three-phase project extending north from Water Street, with an indoor pool, arena, performance space, something for everyone, to aid the fund drive, to be cared for by the Urbana Park District. A group of Civic movers and shakers, led by Doctor Rowe of the Kinesiology Department, UIUC, set about raising funds for the project. Despite some sizable contributions from businesses and clubs in the city, kissing booths, naming contests, and rummage sales, it was a struggle to fund Phase 1, according to the Daily Illini, 12 February 1969. “Civic Center Construction Delayed”:

as estimates were “25% more than anticipated...the [Civic Center] Committee met with the architects, (Smith, Seaton, and Olach) in order to cut \$30,000 from the construction costs. Dr. Robert Rowe [of the Committee] explained: “The building is the same. It is less expensive and a little more serviceable than the original.” Withers [Executive Vice-President of the Urbana Association of Commerce] said they were striving to make the center practical, useful and eye appealing. “The center will contain only the bare necessities, he said, because longevity and not cheapness of construction is wanted.”

Text by Jim Hopwood, DI Staff Reporter

The Civic Center was the only secular rental space available and affordable to small groups and working-class renters.

From the dedication pamphlet, the Civic Center was marketed to the entire community with private party rates of \$25 per quadrant and \$10 for non-profit organizations, “with prices slightly higher on the weekends due to the cost of custodial service,” with tables, chairs, and a/v equipment all included.

With these generous amenities, the Civic Center attracted a broad spectrum of renters. From the Daily Illini archives: “Zero Population Growth” art festival, (12-13-1970), the U of I Dames Club get acquainted tea (9-5-1974), Housewives Involved in Pollution Solutions, HIPS, held a rummage sale (5-15-1971), the C-U Garden Club rose show (5/30/71), the C-U Balloon Club (10-29-75), several job fairs, a meeting of those supporting arms control hosted by Representatives Terry Bruce and Helen Satterthwaite (12/4/1978), and many antique

shows, psychic fairs, and rummage sales from the La Leche League to the Sinai Sisterhood and the Women Against Rape; all found a welcoming space in downtown Urbana.

From the rental records for the Civic Center, held by the city of Urbana, covering 2012-2018, the eclectic mix of renters continued including government entities such as the United States Department of Justice bankruptcy hearings, the Industrial Commission, the Regional Plan Commission, and Urbana Public Works.

Politicians announced their candidacies from the Civic Center including Ruth Brookens, the first woman to run for Mayor of Urbana, and Tim Johnson in his bid for State Representative. Representative Terry Bruce and challenger Al Salvi debated during the campaign of 1986.

Area pastors protested the the declaration of “Gay Pride Day” in the twin cities by Mayors McCullom and Markland. The Center held the community prayer breakfast in honor of Dr. King. The Muslim student association hosted their “Get Your Piece of Heaven” banquet at the Civic Center.

For Black congregations, the Civic Center was welcoming and affordable when there were few choices open to them. At such low rents per quadrant, new congregations could hold services with chairs provided and convenient parking.

Birthday parties from 1 to 85, weddings, dances, union meetings, the Car club, the Coin club, and the Balloon club all found a home on Water Street. The Tamil Association, the Bengali Association, Prairie Center, and its “Soberfest,” the Champaign County Merit Commission, and a celebration of the Laotian new year all found space in downtown Urbana. Many campus units held gatherings at the Civic Center as it was affordable, and the parking was much more convenient than any venue on campus. The city had to refund 6 months of bookings when the Center closed at the end of 2018. The Civic Center was the public square, a space for a community wide art show, with opportunities for private space within that public space for wedding receptions and baptisms. Since the closing at New Year’s, 2018, there has been and still is no replacement in the twin cities for the opportunities afforded groups large and small at the Urbana Civic Center. From the report by Betty Simpson for channel 3, WCIA television:

Mayor Diane Marlin is considering saying good-bye to the city’s Civic Center. With the Fluid Events Center being sold, it means less space for people to rent for events.

If the Civic Center closes, it could really affect mid-size groups which need meeting space. People are going to have to get creative with where they hold their events.

The Civic Center was a very popular place for pop-up art shows. The Craft Guild had its annual shop there for years and the Black Chamber of Commerce has used it for expos.

The president of Visit Champaign said closing the Civic Center would be a loss for the community, but there are other places available for those who need space. A lot of women in the area are concerned about available wedding venues. Deluce says there are still plenty around town. People can check out labor union halls, the Legions Hall or Elks. Deluce says other venues include the Urbana Park District’s Phillips Rec Center and Boat House. Area warehouses might also be available to rent.(my emphasis)

For its importance to the civic engagement of our cities, the Civic Center should be designated an Urbana Historic Landmark.

Association with important Architects:

Although radically different from the buildings in the “Downtown Urbana Historic District” and the Champaign County Courthouse, across Water Street from two and three story buildings such as Montgomery Wards, and next to a hay and feed store, this modern pavilion, while different from the rest of the downtown, was similarly scaled, and seemed perfectly suited for an Urbana-Champaign home to the Max Abramovitz designed Assembly Hall (now State Farm Center) 1963, and the Krannert Center for the Performing Arts, 1969; the A. Richard Williams designed UIUC Education Building, 1964, Urbana Presbyterian Church, 1964; the Jack Baker designed Erlanger House, 1964, the Main and Coler Apartment building, 1970 (with Olach); the Hessel Park Church, and the Victor Gruen Designed Lincoln Square Mall, 1964.

The Urbana Civic Center, originally conceived as the first of many phases of a sports and entertainment complex, was different from its surroundings, and yet, in keeping with the architectural modernism sprouting in the Midwest. as Professor Williams named the trend in design: “Mid-Continent Modern,” “characterized by minimalist simplicity, functional pragmatism, and environmental harmony” (archon.library.illinois.edu) This style stressed eliminating the unnecessary in design and expressing volume as opposed to mass. (Bob Porter, firstpresurbana.org)

Professor A. Richard Williams retired from the UIUC School of Architecture the year the Civic Center was dedicated. A. Richard Williams, FAIA, (1914-2016) was the head of the School of Architecture when Delbert Smith, Scott Seaton, and Milan Olach graduated from the program. Smith, Seaton, and Olach first worked with the firm Clark, Dailey, and Deitz, 211 N Race Street, Urbana then, formed their own practice: Smith, Seaton, and Olach, housed in the Busey Bank building, and lasting a short span 1964-1970.

Delbert Ray Smith was also a graduate of the School of Architecture at the University of Illinois-Urbana Champaign, and he opened a private practice in Urbana after the demise of Smith, Seaton, and Olach. Smith was associate architect with Paul Rudolph on the major project for the Christian Science foundation building completed in Urbana in 1966. He received recognition for his work on welded steel for interstate highway bridges. His office was eventually listed on Chester Street, down the block from the Jack Baker loft, and in the building which house the fabled “Gallery” curiosity store run by Delbert’s wife, Janet Smith.

From his obituary: “**Scott Seaton**, (1935-2022) had been a licensed Architect for over 60 years, a profession he dreamed of since 6th grade. He was a graduate of the University of Illinois. He designed countless residential, multi-family, commercial, church, and industrial properties in Illinois, Indiana, and many other states. He possessed a creative, visionary and dreamers mind but sadly, many of his designs will remain a dream and will never come to fruition. He was known for sketching random design ideas in the moment on a napkin. He was a member of the Eastern Illinois Chapter of the American Institute of Architects where he received multiple awards for designs and served as past president. In 1998, a local home was featured in a Building Ideas Special edition of Better Homes and Gardens magazine. In the 1990’s he designed a Christmas ornament which was selected to hang on the White House Blue Room Christmas tree”. (Clancy-Gernon Funeral Home)

Seaton collaborated with well-known Champaign-based architect Jack S. Baker on a number of projects during the 1960s, including the Phi Mu Sorority House renovation and the construction of the Gillespie Apartments for Roland Realty on First Street in Champaign.

About **Milan A. Olach**, the third firm principal, there is little information. He registered with the American Institute of Architects in 1965 and was listed in the 1970 directory with a residence at 508 S. Willis Street in Champaign.

Jack Sherman Baker, FAIA, (1920-2013), a UIUC faculty member, Architect in private practice was a close collaborator with his former students (Aultschuler interview with Kim Smith, April 2026). Baker and Ollach were recognized for their design of the Main and Coler apartment building, a building which has recently received its first major upgrades in 50+ years.

There is evidence of abundant “cross-pollination” amongst these architects shown in the Urbana Civic Center.

From the Jack Baker designed Hessel Park Church, one may see a skylight/cupola, soaring ceiling, and flexible use with movable partitions, and large windows. This church is an urban, religious pavilion.

From the Richard Williams designed Urbana Presbyterian Church, the round cornered french drains, deep overhangs, and the soaring ceiling paneled with dark strips of mixed woods all find their way into the design for the Civic Center. At a time when Americans were urged to eliminate windows and drop ceilings to conserve energy, the Civic Center was designed to the contrary with large glass, and a soaring ceiling. The economy of the design itself made the Civic Center a flexible venue suited to any gathering, sheltering and yet open and airy, modern, and different, the Civic Center blended with the classic 19th and early 20th century commercial buildings in downtown Urbana in scale. This modern pavilion would soon be dwarfed.

The Champaign County Bank and Trust building was constructed in 1980 to replace the bank’s former site on the Southwest corner of the same block, after the closing of Montgomery Wards and many small businesses. With height which rivaled the County Courthouse, made taller by the addition of lower level parking and convenient drive-through windows, this was a “bank-palace” with a brushed steel circular vault door on display on the first floor and lots of clear black granite, plenty of glass, and red oak trim. The building itself guaranteed the safety of one’s investments; yet, in five short years, by 1985, the Champaign County Bank and Trust had ceased doing business in the building. The Plaza building would pass through a series of owner/tenants until it was bought by the County Board in 2022. The County Plaza building, now the Bennett Administrative Center, has blocked the view of the Civic Center, in effect erasing it from the day-to-day vista of downtown Urbana since 1980. This lack of sightline did not diminish the utility of this pavilion to the citizens of the Urbana-Champaign. the Urbana Civic Center was the only non-secular gathering space in the community. Modern and pleasing with its large windows, close parking and central location, the Civic Center was popular and well used for its entire active life.

Conclusion:

- The Urbana Civic Center should be granted Urbana Historical Landmark Status on the basis of its expression of a certain style, Mid-Century Modern.
- The Urbana Civic Center should be granted Urbana Historical Landmark Status on the basis of its importance to the civic life and engagement of the entire community.
- The Urbana Civic Center should be granted Urbana Landmark Status on the basis of its close association with major Architects in our area whose work changed our built environment and the way we perceive public spaces.

I sincerely pray you grant this status and approve this application.

Phyllis Winters-Williams



CERTIFICATION BY THE APPLICANT*

I certify all the information provided in this application and any attachment(s) are true to the best of my knowledge and belief, and that I am neither the property owner nor authorized to make this application on the owner’s behalf.

I acknowledge that by submitting this application, I am unable to grant the necessary permission for City staff to post a temporary yard sign announcing the public hearing to be held for my request on the property. I further acknowledge that my electronic or digital signature on this application has the full legal effect as that of my written signature.

Phyllis B Winters-Williams

April 24, 2026



Home / Champaign County Historical Archives (Urbana Free Library) / Champaign-Urbana Historic Built Environment / I

Montgomery Ward store

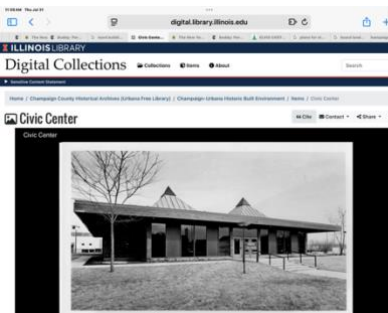
Montgomery Ward store



Under construction with the feed store behind. From the Champaign County Archives, vertical file



The Urbana Community Center on Elm Street from the Champaign County Archives





Oscar Adams the “Little Giant” circa 1938, UHS, from the CC archives



TIGER'S DEN COUNCIL

Row 1: G. Widdows, C. Bates, B. Braun, T. Earley, J. Petty. Row 2: T. Tuskan, A. Clemis, B. Baker, B. Lyman. Row 3: M. Bates, S. Gallagher, N. Risser, B. Adams. Row 4: C. Price, J. Eckert, J. St. Clair, L. Hill. Row 5: V. Barth, J. St. Clair, K. Perry, S. Borliff, N. Lyman. Row 6: B. Rodrick, L. Larson, J. Strowal, B. Roberson.

Tiger's Den

A place of enjoyment, a place of relaxation, a place for having fun—the Tiger's Den is an integral part of life at U. H. S. It is advised by Oscar Adams, Den Sponsor, and an adult council. The students elect seven representatives from each class that make up the student council of the Den. Last year, the students put in a new speaker system that was greatly appreciated. They also bought fifty metal folding chairs for the city that will be used in the Den. During the year five major dances: the Freshman Welcome Dance, the Thanksgiving Dance, the Holiday Dance, the Valentine Dance, and the dance after graduation were held at the Den. In addition, two Hard Times Dances were held.



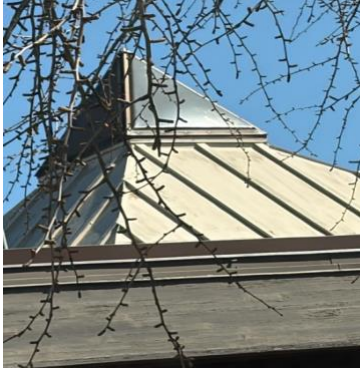
OFFICERS

Row 1: Tom Earley, Treasurer; Bob Braun, Senior Chairman. Row 2: Gay Widdows, Publicity Chairman; Joann Petty, Junior Chairman; Carolyn Bates, Secretary.

Champaign County Archives, the Rosemary, UHS yearbook, late 50's or early 60's.



The Civic Center from the County Plaza Building during the PACA salvage, 2023, by Phyllis Williams



French drain at the Urbana Presbyterian Church, A. Richard Williams Architect, April 2026 by Phyllis Williams



Slatted ceiling of the Urbana Presbyterian Church, April 2026, by Phyllis Williams



Shot looking through the North window,
March 2026, by Phyllis Williams



STAFF REPORT

Historic Preservation Commission, June 3, 2026

Meeting: Historic Preservation Commission, June 3, 2026

Location: Council Chambers

National Alliance of Preservation Commissions (NAPC) Email List

- Commissioners' City emails have been added to the NAPC email list, so you will begin to receive email notifications for upcoming monthly webinars.
- If you participate in a webinar, please save your certificate of completion and email it to Kate Himick, so your continuing education can be counted towards CLG requirements.

July Study Session

- For the **July 1, 2026**, Historic Preservation Commission meeting, we will hold the following study session:
 - *By-Laws Review and Section 106 By-Laws Revisions*
- Per suggestions from the May 6, 2026, HPC meeting, Staff will present the Commission with draft additions and revisions regarding the Section 106 process.
- Staff asks that Commissioners provide insight into other areas of the by-laws that may need revised.

Historic Preservation Commission, June 3, 2026
Study Session: Historic Preservation Plan Introduction**Meeting:** Historic Preservation Commission, June 3, 2026**Location:** Council Chambers**1998 Historic Preservation Plan Introduction**

- Commissioners are encouraged to read through the plan or buddy up to provide comments.
- Things to consider and make note of:
 - What do you like about the 1998 plan? What do you dislike?
 - What got implemented? What did not get implemented?
 - *If you have local or long-term knowledge of City or community preservation efforts, this information is valuable for the group.*
 - Whose voices are heard in the 1998 plan? Whose voices are not heard?
 - Any additional comments.

Beginning to Take Inspiration from Elsewhere

- The National Alliance of Preservation Commissions (NAPC) provides several example preservation plans on their website: www.napcommissions.org/preservation-plans
- Staff looked to other Midwestern college towns for potential context:
 - Iowa City, Iowa's 2007 [Historic Preservation Plan](#)
- Illinois recently adopted the *Illinois Statewide Historic Preservation Plan 2024-2034*.
 - The plan is structured around seven priorities:
 - Enhancing Local Preservation
 - Spurring Economic Growth and Resiliency
 - Documenting Important Resources and Striving for Positive Preservation Outcome
 - Engaging the Public and Shaping the Preservation Message
 - Forging Successful Partnerships
 - Promoting Diverse History through Relevancy & Inclusiveness
 - Building Illinois SHPO Capacity
- What are other communities doing that intrigues you?



HISTORIC PRESERVATION PLAN

July 6, 1998

ORDINANCE NO. _____

AN AMENDMENT TO THE COMPREHENSIVE PLAN OF THE CITY OF URBANA,
ILLINOIS

(Historic Preservation Plan -Plan Case 1686-CP-98)

WHEREAS, after due publication, a public hearing was held by the Urbana Plan Commission on February 19, March 5, March 19, April 9 and April 23, 1998 concerning the Petition filed by Zoning Administrator in Plan Case 1686-CP-98, to amend the City of Urbana's Comprehensive Plan; and

WHEREAS, the Urbana Plan Commission has forwarded the case to the Urbana City Council with a recommendation to approve the request so that the attached Historic Preservation Plan is incorporated into the City of Urbana's Comprehensive Plan, as amended; and

WHEREAS, the requested Comprehensive Plan Amendment conforms to the goals and objectives of the City of Urbana's Comprehensive Plan, as amended; and

WHEREAS, the Urbana City Council has determined it is in the best interests of the citizens of the City of Urbana to amend the Comprehensive Plan.

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF URBANA, ILLINOIS, THAT:

Section 1. The petitioner's request to amend the City of Urbana Comprehensive Plan to include the attached Historic Preservation Plan as an element of said Plan is hereby approved

Section 2. The City Clerk is directed to publish this Ordinance in pamphlet form by authority of the corporate authorities, and this Ordinance shall be in full force and effect from and after its passage and publication in accordance with the terms of Section 1-2-4 of the Illinois Municipal Code.

This Ordinance is hereby passed by the affirmative vote, the "ayes" and "nays" being called of a majority of the members of the City Council of the City of Urbana, Illinois, at a regular meeting of said Council on the ____ day of _____, 1998.

PASSED by the City Council on this ____ day of _____, 1998.

AYES:

NAYS:

ABSTAINED:

Phyllis D. Clark, City Clerk

APPROVED by the Mayor this ____ day of _____, 1998.

Tod Satterthwaite, Mayor

CERTIFICATE OF PUBLICATION IN PAMPHLET FORM

I, Phyllis D. Clark, certify that I am the duly elected and acting Municipal Clerk of the City of Urbana, Champaign County, Illinois.

I certify that on the ____ day of _____, 19__, the corporate authorities of the City of Urbana passed and approved Ordinance No. _____, entitled AN AMENDMENT TO THE COMPREHENSIVE PLAN OF THE CITY OF URBANA, ILLINOIS which provided by its terms that it should be published in pamphlet form.

The pamphlet form of Ordinance No. _____ was prepared, and a copy of such Ordinance was posted in the Urbana City Building commencing on the ____ day of _____, 19__, and continuing for at least ten (10) days thereafter. Copies of such Ordinance were also available for public inspection upon request at the Office of the City Clerk.

DATED at Urbana, Illinois, this ____ day of _____, 19__.

(SEAL)

Phyllis D. Clark, City Clerk

c:\April\seurbana\

CITY OF URBANA
HISTORIC PRESERVATION PLAN

July 6, 1998

PREFACE

Drafting of the Plan
Adoption of the Plan

BACKGROUND

Why Preserve?
What is "historic"?
Urbana's Historic Character
Summary of Past Preservation Efforts

PURPOSES AND POLICIES

Purposes of Preservation
Comprehensive Plan, Zoning, and Building Codes
Governmental Roles and Responsibilities

IMPLEMENTATION

The Historic Preservation Commission
Historic Resource Surveys
Incentives for Preservation
Preservation and Education
Agenda for Future Action

APPENDICES

National Register of Historic Places
National Historic Landmarks
Preservation-related Organizations
Legal Basis for Preservation
Bibliography

On July 6, 1998, the Urbana City Council adopted the City of Urbana Historic Preservation Plan as an element of Urbana's Official Comprehensive Plan.

Drafting of the plan

On March 16, 1987, the Urbana City Council passed Resolution No. 8687-R23, "A Resolution regarding planning project priorities." This resolution ranked "Historic preservation study" second in priority behind a "Downtown to Campus Study" as a planning project. The Downtown to Campus Plan was completed in June 1990 and many of the rezonings and other recommendations of the study have been completed since that time.

By 1994 the City of Urbana's Department of Community Development Services was able to proceed with this project. The Urbana City Council met with the Plan Commission in October 1994 to set initial policy for drafting the plan. Mayor Tod Satterthwaite then appointed a Historic Preservation Steering Committee to draft a plan.

The Historic Preservation Steering Committee worked on the plan for parts of 1995 and 1996 and resumed regular meetings in April 1997. By August 1997, the Steering Committee had completed the plan in draft form for public review. The committee continued drafting of a historic preservation ordinance through December 1997.

Review and comment

In December 1997, focus groups reviewed the proposed historic preservation plan and ordinance, suggesting revisions. The Historic Preservation Steering Committee incorporated some of these revisions in the January 12, 1998 plan and ordinance.

Plan Commission reviewed the January 12, 1998 draft at a January 22 study session. The Plan Commission held public hearings on the plan and ordinance on February 19, March 5, March 19, April 9 and April 23, 1998.

Adoption of the plan

On July 6, 1998 the Urbana City Council approved the Historic Preservation Plan as an amendment to the City of Urbana Comprehensive Plan.

Why Preserve?

Urbana is a community rich in architectural and cultural history and resources. These buildings, sites, structures, objects, and districts exemplify aspects of the aesthetic, architectural, cultural, economic, educational, political, and social history of the state and nation, as well as the City of Urbana.

But changes in population, the economic base, land uses and lifestyles threaten some of these important resources and many have been lost over the years for various reasons:

General Samuel T. Busey Mansion, 502 West Main Street (1870; demolished 1964);

Thornburn School, 101-105 North McCullough (1897; old school demolished 1971; annex demolished 1994), and Lincoln School, 901-911 West Clark (1902; demolished 1983),

William Smith/George Busey residence, 503 West Elm Street (c.1860; destroyed by fire 1988);

Metal Shop later renamed Aeronautical Lab B, 102 South Burrill (1895; demolished 1993), designed by Nathan C. Ricker;

First National Bank of Urbana, later known as the Champaign County Bank, 102-104 East Main (1927; demolished 1980);

The Flatiron Building, 301 West Main, which occupied the wedge-shaped intersection of Springfield Avenue and Main Street from 1904 until 1948 when it was destroyed by fire (designed by Joseph Royer).

Enhancing, sustaining and protecting the remaining historic resources in Urbana is in the interest of the public's general welfare. Preservation of Urbana's historic resources is consistent with sound urban planning and community development principles and can improve Urbana residents' understanding and enjoyment of their city far into the future.

What is "historic"?

Historic resources include the buildings and other physical reminders of Urbana's past. This plan defines "historic resources" as follows:

Urbana's historic resources are physical reflections of the city's architectural, artistic, civic, cultural, economic, educational, ethnic, political and social heritage. These historic resources can be valuable for their historic association, style, period, craftsmanship, method of construction and/or use of indigenous materials. They establish a sense of time and place unique to Urbana.

Urbana's Historic Character

Early Settlement

Native Americans, including the Illinois, Iroquois, Pottawatomies and Kickapoos, were the first to occupy the land that would later become Urbana. While little physical evidence of their settlements remains, two sites in the city are associated with their occupation: Boneyard Creek and Leal Park. The creek earned its name from the accumulation of animal bones which were discarded by the tribes along the banks. Attempts in the late 19th century to rename the stream a more pleasing name, "Silver Creek," were unsuccessful. Leal Park on University Avenue was possibly an early burial ground for both Native Americans and settlers.

In 1822 Champaign County was surveyed into townships and settlers were encouraged to move into the area, further displacing native populations. By the late 1830s Native Americans were required to move west of the Mississippi River. The earliest settlers preferred to locate in the Big Grove, a large expanse of trees north of what would later become the city. The first permanent building is attributed to Runnel Fielder, who built a cabin on the edge of the Big Grove in 1822. More than a dozen families from Kentucky moved into the Grove between 1826 and 1832. In 1833 an act of the Eighth General Assembly created Champaign County.

The act also called for the appointment of three commissioners who were charged with the responsibility of choosing a location for the county seat. Big Grove was the logical choice since it was the geographical center of the county and had the largest and oldest settlement. Residents on the north and south of the Grove competed for the honor of having their area designated as the county seat. Isaac Busey's hospitality to the commissioners prevailed, and they selected a south side site donated by Isaac and Matthew Busey, along with William T. Webber. The location they chose for the county seat was called Urbana, after Urbana in Champaign County, Ohio, birthplace of sponsoring legislator Senator John Vance. After Isaac and Matthew Busey and William T. Webber donated 43 acres for the county seat, Isaac was then elected one of the county's first commissioners and helped lay out the town of Urbana, including the public square and parcels on Main Street. Matthew W. Busey was active in many key positions in the early years of the city, including county assessor, probate judge, and colonel in the state militia.

Near the developing town agricultural changes were having an impact on the community. Several small mills had been established by the 1830s; the earliest were manual in operation, with later versions using animal power, then water. Steam power was introduced to Urbana in 1849 at Park's Mill, which was able to supply adequate power to the settlement. Between 1830 and 1850 a shift from subsistence to commercial farming was taking place, with farmers raising livestock for market. Blooded cattle were introduced to the county in 1836. The production of corn, oats and hay doubled by 1850, as did the number of sheep and horses.

Railroads and the Developing City

The burgeoning cattle business made improved access to markets crucial. Early efforts to establish a railroad system throughout Illinois began as early as the 1830s. However, a charter was not granted to the Illinois Central Railroad Company to build a new railroad until 1851. Although three sites in Urbana were offered by Colonel Matthew W. Busey, the route selected was two miles west of the county courthouse in Urbana, at a location named "West Urbana," which later became Champaign. The route was ultimately determined by engineering considerations to be the most economical choice because it offered the least number of geographical obstacles. Considerations included access to timber for railroad ties and fuel for wood-burning

engines. Terrain--avoiding low swampy ground, rivers and streams, or extensive grading--was also considered.

The Illinois Central was, to a large extent, responsible for the enormous growth of population in the 1850s and the following decades, particularly in the area west of the depot. Several hundred commercial buildings had been erected and over one hundred houses built within a year of the arrival of the railroad. Urbana was chartered as a city by the state legislature in 1855 and on June 2, Archa Campbell was elected the first mayor. Campbell was the proprietor of West Urbana's depot, which provided accommodations for travelers in addition to ticket services. Between 1855 and 1856, the population of West Urbana tripled and on April 17, 1857, West Urbana became a separate village. In 1863 the first streetcar, drawn by mules, began operating between the courthouse and the depot.

Despite West Urbana's incredible growth, Urbana continued to prosper. In 1852 William H. Jaques arrived and established the first stove and tin shops in the city. Attorney William N. Coler came here the same year and established the *Urbana Union*, the first newspaper in town. Samuel T. Busey, his brother Simeon H. Busey, and William Earhart opened Busey Brothers and Company Bank on January 13, 1868. As the seat of county government, Urbana was visited regularly by Abraham Lincoln who accompanied Judge David Davis on the Eighth Circuit Court between 1849 and 1859. Lincoln frequently stayed in Urbana's first hotel, called the Urbana House, which had been converted from the original temporary courthouse building. The two story, frame hotel was located on the site now occupied by the Urbana Cinema and was later moved to a site across from the present courthouse to make way for the construction of Busey's Hall in 1870.

The location of the county seat in Urbana has always played an important role in insuring the vitality of the downtown area. A stable owned by Colonel Matthew W. Busey was the site of the first court, held in 1833. The first county courthouse was built in 1836 on the exact site of the present courthouse. In 1859, an expenditure of \$30,000 was approved for the "renovation" of the second courthouse, but it was actually reduced to a foundation and a new third permanent courthouse opened in 1861. Due to his approval of this large expenditure, Judge Edward Ater was the person most instrumental in the retention of the county seat in downtown Urbana. Ater built a two-story Italianate home at 207 West Elm Street in 1857 and served as mayor of Urbana from 1861-64. Over the years five different courthouses have occupied the same site. The present courthouse dates to 1901.

Downtown Urbana

Clark Robinson Griggs's Indianapolis, Bloomington, and Western Railroad (I.B. & W.), completed in 1869, provided a direct rail route that enabled Urbana to become a stable and independent trade center. Despite the railroad's nickname--"I Better Walk"--merchants were no longer dependent on the streetcar railroad to transport shipments of goods from the Illinois Central depot in Champaign. In 1871 he built an Italianate home at 505 West Main Street which is Champaign County's only private single family residence on the National Register of Historic Places. Griggs was also a farmer and land speculator and was elected mayor of Urbana in 1866. A four-story hotel called the Griggs House was built around 1870 and provided station facilities for the railroad. Griggs House, located in the 400 block of West University Avenue and named in honor of Clark Griggs, was one of the grandest buildings in Urbana. To service the ever-growing railroad industry, the Big Four rail car repair shops opened in Urbana in 1871 and became a major employer in the city.

Bricks were manufactured in Urbana by Bissel & Sherril as early as 1853, but it was after a major fire in 1871 destroyed most of the wooden frame buildings on Main Street that brick buildings began to proliferate.

Busey's Hall was opened as an opera house in 1870, survived the fire, and was converted to a multi-use social hall in 1903. According to the *Champaign Daily Gazette*, "Most prominent among the many new edifices in Urbana is the beautiful and commanding three-story block bearing the name Tiernan's." Built in 1871 and opened as an opera house in 1872, Tiernan's joined Busey's Hall in providing some of the best entertainment in the twin cities. The City Building at the corner of Elm and Broadway (a site now occupied by the downtown parking deck) and the County Courthouse were soon complemented by an abundance of retail stores. Lining Main Street were the Knowlton-Bennett Drugstore, Peterson Cafe, Sim's Drug Company, the Columbian Hotel, Amsbary and Sawin Grocery, Hubbard Drug Company, the Palace Confectionary, Oldham Drugstore, T.J. Colvin & Sons Butcher Shop, Hanes Meat Market, and Dickenson's Grocery. As Ray Bial so aptly sums up in his history of the city, "Urbana has always been characterized by the pleasant atmosphere of a small town with just a touch of sophistication appropriate to a community that is home to a major university."

Among the many attractions to the downtown business district was the library. Francis G. Jaques, a lawyer originally in partnership with Colonel William N. Coler, founded the Young Men's Library Association of Urbana in 1872. Begun as a subscription library, the facility was originally located above a grocery store. Jaques purchased the Ater home at 207 West Elm Street and added a one-story addition for his law office around 1872. The library became public in 1874. Miss Ida Hanes, a cousin, served as Librarian from 1874 until 1924. In 1912, the library applied to Andrew Carnegie to construct a permanent building, but the request was denied. The present Urbana Free Library was built with a \$35,000 gift from Mary E. Busey in honor of her late husband, General Samuel T. Busey. It opened on Monday, July 23, 1917.

The growing economic prosperity of the downtown led to the construction of very fine homes for many of the business owners. Many of Urbana's most historically significant residences were built on Main Street very near the downtown: the William T. Webber home at 605 East Main (1850s), Matthew Busey's home at 804 West Main (1869), the Samuel Busey mansion at 502 W. Main (c. 1870), demolished in 1964 for the construction of Landmark Apartments, and three very fine examples of the Queen Anne style: the Louis A. Wahl residence at 510 West Main (1892), the Emmett Grant Yearsley house at 508 West Main (1893), and the Frank M. Marriott residence at 506 West Main (1893). Main Street is also home to two architecturally important churches: St. Patrick's Catholic Church at 708 West Main (1903) and Canaan Baptist Church, originally First Christian Church (1910). Other stately homes in close proximity to the downtown business district were the Sutton/Bills House at 502 West Elm (c.1878), the Smith/Busey house at 503 West Elm (destroyed by fire in 1988), the Gus T. Freeman home at 504 West Elm (c.1902), and Dr. Austin Lindley's residence at 312 W. Green (1895), now restored and open as Lindley House Bed and Breakfast.

The early 1900s saw construction of numerous architecturally important public and semi-public buildings in Urbana. Since activity at both Tiernan's Opera House and Busey's Hall had waned by the turn of the century, several prominent citizens agitated for a new theater. Their efforts eventually resulted in the opening of the Illinois Theatre in 1908 at 312 W. Railroad Street (Springfield); the theater was destroyed by fire in 1927. Busey's Hall was remodeled in 1915 and became the Princess Theater. Other notable public and semi-public buildings included the Unitarian Universalist Church (1901), the Nathan Cohen Building (1907), the United States Post Office (1915), the Troop B Illinois Calvary Armory (310 W. Main St., 1915), and the First United Methodist Church (1928).

Noted local architect Joseph Royer left his permanent mark on the face of Urbana in the early part of the century. He designed the Romanesque Revival-style Champaign County Courthouse at Main and Broadway in 1901 and served as architect for the remodeling of Tiernan's Opera House at 115 W. Main for the Masons in 1914. This extensive remodeling included the addition of a new terra cotta facade which is still extant. In 1916 he designed the three-story Gothic Revival Urbana High School. Royer also designed the Urbana-

Lincoln Hotel, now Jumer's Castle Lodge, a fixture in Downtown Urbana since 1924.

Later projects that resulted in important historic resources in Urbana included the WPA-built (Works Progress Administration) Leal School, 312 W. Oregon, designed by Joseph Royer and completed in 1936 on the site of the original high school. The National Guard Armory, 60 E. University Avenue, was completed in 1937 and was also a WPA project. During this era, the WPA also rebuilt brick streets and sidewalks throughout the community.

University of Illinois

Nothing has influenced the economy, land use, traffic and development of Urbana as much as its relationship with the University of Illinois. The person credited with bringing the University to Champaign County is Clark R. Griggs, who was elected to the state legislature in 1867 and pledged to obtain the university for Champaign County. On February 28, 1867, Governor Richard J. Ogelsby signed the bill to establish the Illinois Industrial University. The first university building had actually been constructed for a seminary called the Urbana-Champaign Institute. The selection of location for the Institute was intended to mend the rift between Urbana and West Urbana who were disputing the unsettled land between them. The cornerstone for the building was laid in 1861, but the Civil War created unstable financial conditions, bringing the project to a halt and resulting in the building being dubbed the "white elephant." The new land grant college was given the name of the Illinois Industrial University, which later became the University of Illinois.

A number of historic resources associated with the early development of the university remain in Urbana. The oldest of these is the Morrow Plots, a National Historic Landmark located on Gregory Drive. Named for George E. Morrow, the first dean of the college of agriculture, the site is the oldest continuing soil experimental field established by a university (1876). Among the oldest surviving buildings on campus are Harker Hall, 1305 W. Green St. (1878), the Armory, 1402 W. Springfield (Kenney Gym Annex, 1890), Natural History Building, 1301 W. Green St. (1892), and Altgeld Hall, 1409 W. Green St. (1896), all designed by Nathan Clifford Ricker. Ricker was an 1872 University of Illinois graduate, receiving the first American degree in Architecture. He served as a professor and head of the Department of Architecture from 1873 until his retirement in 1910. He also served as the Dean of the College of Engineering for twenty-seven years from 1878 to 1905, while the Department of Architecture was in the College of Engineering. His home at 612 West Green was built in 1892 and was purchased for preservation in May 1996 by the Preservation and Conservation Association.

Some of the earliest buildings at the University were constructed around the quadrangle. Flanked by Ricker-designed buildings, University Hall (1871-1938), was built at the north end on the site now occupied by the Illini Union. The Astronomical Observatory, 901 S. Mathews, the second of Urbana's National Historic Landmarks, was constructed to the south in 1896, replacing a smaller observatory, which had been farther northwest. The College of Agriculture building, Davenport Hall, 607 S. Mathews, was erected in 1899-1901 on the east side. While building on the quadrangle had taken place for over thirty years, a means to organize the University's construction plans had not been created. The University's first campus plan was developed by architect C.H. Blackall, an 1877 university graduate who consulted the Olmsted Brothers, famed landscape architects, on the development of the plan. In 1907 Blackall sited the Auditorium (now Foellinger Auditorium, 709 S. Mathews) on the rise which defined the main campus quadrangle's southern axis.

Substantially south of the quadrangle, the College of Agriculture was developing its experimental dairy farm. Begun in 1902, the farm, 1201 W. St. Maryæs Road, included a series of three round barns, which served as models for barn construction throughout the Midwest. The barns, related outbuildings, and

manager's house comprise Champaign County's only historic district listed in the National Register of Historic Places.

The continued growth at the university produced a wealth of early twentieth-century buildings, including the Woman's Building, later renamed the English Building (608 S. Wright, 1905), Lincoln Hall (702 S. Wright, 1911), Woman's Residence Hall/ Mary E. Busey Hall (1111 W. Nevada, 1916), Ceramics Building (105 S. Goodwin, 1915), Tina Weedon Smith Memorial Music Hall (805 S. Mathews, 1920), Mumford Hall (1301 W. Gregory, 1922), Commerce Building/David Kinley Hall (1407 W. Gregory Dr., 1924), and Architectural Building (608 E. Lorado Taft Dr., 1926). Construction on campus was neither limited strictly to classroom facilities, nor to the Urbana side of the campus. In 1912 W.C. Zimmerman, supervising architect for the State of Illinois, designed the University of Illinois Armory (505 E. Armory, Champaign) to serve as a drill hall for the student military regiment. After World War I renowned architect Charles A. Platt designed the rooms surrounding the drill hall and the facade of the Armory in the Georgian style. Distinguished sculptor and University of Illinois graduate Lorado Taft completed the Alma Mater statue in 1918. Memorial Stadium (200 E. Florida Avenue, Champaign), designed by the noted Chicago architectural firm of Holabird and Roche, was constructed in 1922-24 as a memorial to students who had died in World War I. Private developments such as Wesley Foundation (1201 W. Green St., 1921) also designed by Holabird and Roche, were located near the university campus to serve the religious and social needs of students.

Later additions to the campus of the university have also achieved architectural significance, despite being less than fifty years old. The Assembly Hall, 1800 S. First St., Champaign, completed in 1965, has been determined eligible by the Illinois Historic Preservation Agency for listing in the National Register of Historic Places. Other late twentieth century buildings that have received architectural honors include the 1990s Booth/Hansen-designed Kinkead Pavilion addition to the Krannert Art Museum (500 W. Peabody Dr., Champaign).

Summary of Past Preservation Efforts

National and state influences

The Civil War Centennial of 1965 is credited with launching renewed interest in American history and preservation initiatives such as the National Historic Preservation Act of 1966, which created State Historic Preservation Offices and the National Register of Historic Places. A decade later, the American Bicentennial added momentum to the preservation movement.

Federal tax reforms in 1976 and 1981 provided federal tax credits for rehabilitation of historic *income-producing* properties. The program offered owners of historic and old buildings up to a 25 percent rehabilitation tax credit on federal taxes. This incentive spurred thousands of rehabilitation projects nationwide. Investment was later curtailed with passage of the 1986 Tax Reform Act, which lowered the rehabilitation credit to 20 percent and set a \$7000 per year cap on the credit.

To help historic homeowners rehabilitate their property, Illinois offers an eight-year property tax freeze at the pre-rehabilitation value followed by a four-year "thaw" period. This incentive applies to *owner-occupied* residential property for which rehabilitation comprises at least 25 percent of the assessed market value.

Local initiatives

No local tax incentives have been offered for historic property rehabilitation of owner-occupied property in Urbana, but several good examples exist of the city's investment in historic downtown and other areas.

Urbana's downtown tax increment financing (TIF) district has helped fund capital improvements to the downtown area, where many of the city's historic commercial buildings are located. Some of the most visible improvements paid for with TIF funds have included sidewalk, alley, and landscaping treatments in the downtown.

Another economic development initiative, the city's facade loan program, has provided commercial loans for downtown buildings at a 2% fixed rate in partnership with local banks. Several downtown buildings have used the loans to restore facades that had been neglected or had undergone inappropriate treatment. Rehabilitation and adaptive use projects which have benefited from this program include the Novak, Weaver, Solberg Law Offices at 130 West Main; the Urbana Cinema/Cinema Caffe at 120 W. Main, the Baxley Media Group buildings at 108-112 West Main, and the office building at 117 North Broadway.

Apart from financial incentives, local zoning changes have made the Urbana Zoning Ordinance more flexible in terms of use of older buildings in designated areas. As part of the 1990 Downtown to Campus Plan (see next section), the City Council created the Mixed Office-Residential (MOR) district, which provides more flexibility for the adaptive use of existing structures facing West Green and West Elm streets.

Two developments under the new zoning category are the renovation of Lindley House at 312 West Green for a bed and breakfast and ongoing rehabilitation of the Nathan Ricker residence at 612 West Green by the Preservation and Conservation Association.

Historic resource studies and surveys

Local studies and surveys have provided numerous resources and ideas for historic preservation in Urbana. Architectural historians and other experts conducted statewide historical and architectural resources surveys in the mid-1970s, including studies of Champaign County. Several individual and University of Illinois class efforts have also identified significant sites and structures in Urbana. The following is a partial list of these studies and surveys:

- | | |
|---------|------------------------------------------------------------------------------------------------------------------------------------------|
| 1961 | <i>100 Houses of Urbana</i> , Karl Lohmann |
| 1971-75 | <i>Buildings of architectural interest built prior to World War II</i> , Illinois Historic Structures Survey (158 in Urbana) |
| 1973 | <i>Inventory of Historic Landmarks in Champaign County</i> , Illinois Historic Landmarks Survey (9 sites in Urbana) |
| 1974 | <i>Architectural Study of Champaign-Urbana</i> , Frank Heitzman, research project |
| 1975 | <i>Inventory of Architecture before World War II in Champaign County</i> , Illinois Historic Structures Survey (52 structures in Urbana) |
| 1975 | <i>Urbana Preservation Study</i> , University of Illinois, Urban Planning 338, Lachlan Blair |
| 1976 | <i>Historic Sites in Champaign County</i> , Champaign County Bicentennial Commission |
| 1985 | <i>Residential West Urbana</i> Building Resource Report, Preservation and Conservation Association |
| 1990 | <i>Recommendations for a Preservation Ordinance</i> , University of Illinois, Urban Planning 327, Eliza Steelwater |

Many of these studies provide information that has been useful in preparing this historic preservation plan.

Purposes of Preservation

Urbana's historic resources contribute to the community's attractiveness and understanding of its past. Damaging and destroying these historic resources through demolition, inappropriate alteration and other means removes the physical reminders of the Urbana's heritage and diminishes important community assets.

Urbana's Historic Preservation Plan and Ordinance together will

*** Promote the preservation of Urbana's historic resources, including buildings, sites, structures, objects and historic districts.**

To encourage preservation of the City's historic resources, the plan and ordinance will:

- Provide a mechanism for identifying and designating Urbana's historic resources.
- Afford an appropriate level of protection to designated historic resources.
- Encourage high standards for the restoration, rehabilitation and maintenance of historic resources.

*** Promote economic development by encouraging investment in historic resources.**

Urbana's residents should enjoy the economic benefits that result from increased investment in the city's older historic areas.

Designation of historic landmarks and districts can provide incentives for private ownership and investment. As owners invest in restoration, rehabilitation and adaptive use of historic property, property values and business sales may increase. As a result of increased property values and sales, the community's property and sales tax revenues from these areas may also increase.

To promote economic development through increased investment in Urbana's historic resources, the plan and ordinance will:

- Encourage private ownership and investment in designated historic resources.
- Enable Urbana property owners to enjoy tax incentives, possible increased property values, and other economic benefits available through renovation of designated historic sites and structures.
- Enhance Urbana's attractiveness to homebuyers, homeowners, residents, tourists, visitors and shoppers by improvements in the city's historic resources.
- Allow adaptive use of historic structures in accordance with the Urbana Zoning Ordinance.

* **Preserve the character of historic neighborhoods.**

Many of Urbana's historic resources are located in residential areas. While adaptive use of historic residential structures should be encouraged in accordance with the Urbana Zoning Ordinance, residential neighborhoods should be protected from development that is inconsistent with the historic character of the neighborhoods.

To protect the character of historic neighborhoods, the plan and ordinance will:

- Protect historic neighborhoods from the adverse effects of development that is inconsistent with historic districts as each is defined.
- Preserve the supply of affordable housing through the preservation of historic residential structures.

* **Foster understanding and civic pride in Urbana's history and architecture.**

Urbana's historic resources should be a source of pride in the noble accomplishments of Urbana's past residents, architects, builders, businesses, and homeowners.

To foster understanding and civic pride, the plan and ordinance will:

- Promote the use of Urbana's historic resources for the education, pleasure and welfare of Urbana's citizens and visitors.
- Promote the education of the public concerning Urbana's history by retaining physical reminders of the past.

* **Preserve Urbana's historic downtown buildings and facades.**

Many of Urbana's historic downtown buildings remain, yet other historic resources have been demolished or renovated in ways not consistent with the downtown's historical character. The continued attraction of downtown Urbana lies in part on the city's attention to its historic sites and structures.

Urbana also enjoys the benefits of various civic commitments to its downtown. Investment in downtown business, streetscapes and landscaping have enhanced the attractiveness of the downtown.

To preserve Urbana's historic downtown buildings and facades, the plan and ordinance will:

- Afford an appropriate level of protection to designated downtown historic resources.
- Encourage historically appropriate facade restoration and rehabilitation.

Comprehensive Plan, Zoning and Building Codes

Enhancing and sustaining the active use of historic resources is in the interest of the public's general welfare. Preserving Urbana's historic resources is consistent with sound urban planning and community development and can improve Urbana's quality of life.

Therefore, the Urbana Historic Preservation Plan is intended to

1. guide decisions regarding the preservation of the city's historic resources as part of the Comprehensive Plan;
2. provide a sound basis for the Urbana Historic Preservation Ordinance; and
3. be consistent with City of Urbana building safety codes and other codes related to health, safety, morals and general welfare.

City of Urbana Comprehensive Plan

The Historic Preservation Plan will be incorporated as an amendment to the City of Urbana Comprehensive Plan. The most recent version of the Comprehensive Plan, adopted in 1982, was the second update of the document originally prepared in 1967. The Comprehensive Plan's purpose statement is as follows:

The purpose of the Comprehensive Plan is to provide the policy framework for decisions, both in the public and private sectors, necessary to realize the desired future for Urbana. The major emphases of the Plan are conservation and development. In conservation, the emphasis is on the need to maintain and improve older neighborhoods where existing facilities are underutilized or deteriorating, and to consider these areas as centers of new opportunities. In development, the emphasis is on the need to synchronize land uses with urban services and facilities in ways that will minimize environmental incursion and the public cost for capital improvements while expanding the economic base.

This purpose is consistent with historic preservation because preservation involves maintaining and improving older neighborhoods as well as focusing on areas where urban services and facilities are already largely in place.

Further goals, objectives, and policies of the Comprehensive Plan related to historic preservation are listed below. The first group is from the 1982 Comprehensive Plan revision, and the second group is from the 1990 Downtown to Campus Plan, an amendment to the Comprehensive Plan.

1982 Comprehensive Plan - Format: Under each subject heading, goals are indented furthest to the left, objectives are next, and policies are indented furthest to the right.

Overall Goals and Objectives

1.400 To improve and maintain the developed portions of the City, including the existing housing stock, the older residential neighborhoods, and the commercial areas with special emphasis on the downtown area.

1.410 Promote the redevelopment and conservation of urbanized areas.

Land development

3.100 To organize and develop land uses and adjacent properties in a balanced and mutually compatible manner relative to the functional needs of the City.

3.110 Promote development in the City and surrounding unincorporated areas in a manner which minimizes conflicting land uses and/or adjacent development.

3.111 Review all land use changes that are controlled by the Zoning Ordinance, Subdivision Ordinance, or annexation procedures to ensure compatibility . The Special and Conditional use permit and Planned Unit Development procedures in the Zoning Ordinance and annexation agreements are particularly useful tools for insuring the harmonious development of adjacent sites.

3.400 To create a compact community where the conversion of agricultural land, the cost of providing public services, and the use of energy are minimized.

3.410 Designate growth areas in a manner that minimizes the cost of providing public services.

3.411 Encourage development only in areas where urban services and facilities are available at adequate capacity or have been planned.

Fiscal impacts

4.100 To increase sources of municipal revenues required to continue providing existing and future increased levels of municipal services.

4.110 Increase the proportion of land uses which produce municipal revenues equal to, or in excess of the cost of required services.

4.111 Promote mixtures of compatible uses, improvements in services and facilities, aesthetics and public convenience, in existing commercial and industrial developments.

4.112 Enhance the downtown area as the City's major commercial and business center.

Development and preservation of residential areas

5.100 To provide sound and attractive residential neighborhoods which meet the housing needs of the current and future population, are accessible to urban services and facilities, and in a manner which conserves land, energy and other resources.

5.110 Protect and improve the residential quality of residential neighborhoods and minimize the effects on such neighborhoods of other city developments.

5.111 Offer continued support for the maintenance of residential lifestyles and values and the preservation property values by discouraging the encroachment of influence of unacceptable non-residential uses into residential neighborhoods.

5.112 Provide incentives for housing rehabilitation and for quality in new residential developments.

5.113 Provide incentives to promote architectural design, aesthetics and landscaping in residential areas.

5.114 Provide incentives to promote the preservation of historically significant sites.

5.130 Promote land use patterns which conserve energy.

5.134 Revise codes and ordinances as necessary to promote land use patterns that conserve energy.

5.140 Expand the housing supply to include a variety of housing types and price ranges through preservation, development and redevelopment.

5.141 Review codes and ordinance on a regular basis and make revisions as necessary.

5.144 Make available low interest loans and grants from sources such as Community Development funds for housing rehabilitation.

5.145 Encourage higher densities where need and existing facilities can support such increased residential densities.

Economic development

6.100 To increase and diversify the tax base of the City of Urbana.

6.110 Encourage the promotion of commercial and industrial development which is compatible with the character, environment, and resources of the community.

6.113 Work with appropriate agencies to promote Urbana as a good place for commercial and industrial development and to recruit suitable businesses and industries to the City.

6.200 To capitalize on the existing economic, educational, environmental and personnel resources that Urbana has to offer businesses and industries.

6.210 Increase the awareness of potential developers, investors, and visitors of the special attributes which are incentives to locating, investing, staying and expanding, or visiting Urbana.

6.211 Identify those resources that make Urbana a particularly desirable place to locate or stay and expand.

6.212 Use the identified resources to sell potential investors on the desirability of locating or staying and expanding in Urbana.

6.213 Identify factors that inhibit compatible economic growth and mitigate or eliminate their impact.

6.214 Work in cooperation with appropriate agencies to promote tourism in the City.

6.300 To achieve a proactive stance towards economic development that will be viewed in a positive manner by potential investors.

6.310 Improve Urbana's image as a community that welcomes and aggressively pursues compatible economic development.

6.311 Identify potential financial and developmental incentives that the City Council is willing to offer developers to promote commercial and industrial developments.

6.312 Identify ways in which the review of projects can be accomplished in a more timely and efficient manner.

6.313 Evaluate revisions to City ordinances, regulations, and policies in terms of potential impact on the business community and climate.

6.500 To support the redevelopment of downtown Urbana with particular emphasis on the Tax Increment District (TID), and Business Development and Redevelopment District.

6.514 Encourage redevelopment of vacant upper stories in downtown commercial buildings.

6.520 Encourage private investment in the conservation of existing buildings, as well as new residential and commercial development.

6.700 To support the retention and expansion of existing businesses and industries located in Urbana.

6.710 Adopt policies and make decisions that support existing businesses and industries.

6.711 Continue to identify the concerns of local businessmen and industrialists.

6.712 Make available financial incentives to encourage local commercial and industrial expansion.

Energy Conservation

12.100 To guide new developments so as to promote the most efficient use of energy.

12.110 Regulate the use of land in ways that will promote compact urban design which minimizes the demand for energy and maximizes its efficient use.

12.111 Encourage land use arrangements and densities that facilitate provision of energy efficient public transportation.

12.112 Encourage downtown redevelopment as a multi-purpose center to include a variety of compatible land uses as a means to reduce the need for vehicular travel.

Downtown to Campus Plan - The overall goal of the Downtown to Campus Plan is "to achieve a desirable and compatible balance among the area's diverse residential, commercial and institutional land uses in order to protect and preserve the historical, architectural, economic and environmental character of the neighborhood." The objectives below provide a framework for achieving this goal and relate to historic preservation:

1. Protect and preserve the character, scale and integrity of established low-density residential areas by discouraging inappropriate and incompatible zoning and development.
2. Provide a diverse supply of affordable housing to meet the needs of a variety of individual lifestyles while seeking a stable balance between owner-occupied and renter-occupied units.
3. Provide appropriate locations for compatible and well designed multiple family residential development, especially near the University's campus and Downtown Urbana.
5. Provide for the physical and economic growth of Downtown Urbana by allowing businesses and parking areas to locate in appropriate designated areas.
7. Encourage new buildings to blend with the historic, architectural and environmental character of the neighborhood through the use of compatible building and site design techniques.
8. Recognize and preserve the neighborhood's existing buildings and unique character through the use of neighborhood conservation zoning, historic preservation ordinances or similar methods.
11. Provide appropriate locations for compatible and well-designed commercial and residential development to increase local property values and Urbana's tax base while relieving development pressure in established low-density residential areas.
12. Continue the systematic evaluation, maintenance and improvement of the neighborhood's infrastructure focusing special attention on the brick streets, brick sidewalks, street lights, street trees and other features which contribute to the area's character.
15. Continue the enforcement of the Zoning Ordinance, building code and other City codes and ordinances which regulate housing conditions, nuisances and parking.
20. Improve the Green Street corridor to strengthen the connection between the University's campus and Downtown Urbana.
21. Provide support for increased neighborhood rehabilitation and re-investment to maintain and improve the quality of the existing residential and non-residential structures.

Zoning Ordinance

The Historic Preservation Plan does not make recommendations on the application of historic preservation to individual properties; nor does it spell out the regulations of a historic preservation ordinance. Rather, the Plan acts as a guide in the development and implementation of a historic preservation ordinance. The Plan, through its purpose statements, recommends goals, objectives and policies that will help formulate the ordinance. The historic preservation ordinance, when adopted by the Urbana City Council, will become an

amendment to the Urbana Zoning Ordinance, which is itself a portion of the Code of Ordinances of the City of Urbana.

Other City Codes

Various city codes can affect historic sites and neighborhoods, including the application of the *Subdivision and Land Development Code*, nuisance codes, fence requirements and others. The codes that have perhaps the greatest effect on historic structures, especially their adaptive use, are building safety codes.

Many historic properties are in zoning districts such as the Mixed Office Residential district, which permits single-family, multi-family and business uses either by right or by special or conditional use permit. When owners of these buildings wish to make changes to their properties, building codes help govern what the owners can do.

Some issues often arise when changes are requested for older buildings:

Exterior stairs/second means of egress - Exterior stairs for fire escapes are needed for upper-story apartments in many homes converted from single-family to multi-family use. These provide safety, but are often unsightly. In cases where the owner may want to enclose the stairs, development regulations restrict enclosures from projecting into a required yard.

Porches - Since adoption of 1990 building codes, a renovated porch may now be restored to its previous state, so long as it is at least as safe as before renovation. There is more flexibility now in the code.

Required yards - Setbacks, including side yards, are a requirement of the zoning ordinance in most residential classifications. Side yards are popular places for locating new heating/ventilation/air conditioning (HVAC) units. Off-site parking can also be an issue in areas with high demand for parking and small lots.

Adaptive use - Where older single family homes are converted into offices, regulations such as exit requirements and floor load capacity (for file cabinets, etc.) can be a problem. Sprinklers can sometimes help make up for other deficiencies in older buildings, but sprinkler installation can also be expensive.

Life Safety - When apartments exist above commercial space, life safety becomes an important issue. The cost of fire separation systems and means of egress reduce what owners have left to spend on the rest of the historic building's rehabilitation.

Americans with Disabilities Act (ADA) regulations - This bill was intended as a civil rights bill for employees and the users of public buildings and it relates to public places. The federal government, not the city, enforces ADA regulations.

ADA does not apply to single family homes. Normally it does not apply to rooming houses or apartment buildings, either, unless there is a mixed use. There can be repercussions to businesses, depending on the work done. A two-story law office, for instance, may meet ADA requirements without installing an elevator if all public services are done on the first floor.

Illinois State Accessibility Code - Not all buildings must meet these provisions, either. Existing single-family, duplex and multi-family uses are not covered by the code when these are the principal uses of the building.

For the code to apply, alteration costs must exceed 15% of reproduction costs and \$100,000--not including exterior facade work. All work done in a thirty-month period counts toward the total alteration costs.

Properties not up to code - The existing structures code is retroactive in terms of necessitating compliance, but in most cases does not have the same requirements as for new construction. Most renovation work is not subject to the Illinois State Accessibility Code unless renovations are quite extensive.

A historic preservation ordinance may include ways in which owners and investors in historic buildings can meet building safety standards and still be encouraged to use and adaptively reuse property.

Governmental Roles and Responsibilities

City's role in plan development and implementation

The City of Urbana's involvement in this Historic Preservation Plan extends to many different levels: staff organization of plan development, advisory review by the Plan Commission, and policy direction and adoption by the Mayor and City Council. The Historic Preservation Steering Committee appointed by Mayor Tod Satterthwaite played a large part in advising and commenting on the text of the plan.

The city has sought public comment by Urbana residents, business owners, and interest groups to ensure that all points of view are considered in the plan.

Municipal bodies such as the City Council, Plan Commission, Board of Zoning Appeals and the Historic Preservation Commission will each play a part in implementing historic preservation strategies. City staff will provide support, process permits and petitions, and enforce associated regulations.

The City of Urbana is committed to historic preservation, as evidenced by the cost, time and public outreach dedicated to creating a plan and ordinance for historic resources.

Municipally controlled historic resources

The City of Urbana has control over a number of resources--both those that can support preservation of historic resources and some historic resources themselves.

One element under city control that affects historic properties is infrastructure. The city's Department of Public Works is responsible for road construction and repair, storm and sanitary sewer improvements, sidewalks, trees on public property, lighting and a number of greenscapes. Because many of these capital improvements are located in historic areas of town, the systems and improvements themselves are in many cases older. The city's commitment to maintaining these older capital resources will support investment in historic neighborhoods. Residents of these neighborhoods can then expect dependable streets, drainage and sewers.

Moreover, efficient upkeep of capital assets can help historic areas maintain the character of their buildings. Some special considerations should be made for historic infrastructure. Streets, sidewalks and streetlights appropriate to the historic character of the area can enhance the attractiveness of these areas. Parkway tree planting can be sympathetic to existing mature trees and blend in with them.

Decisions on capital improvements and maintenance in designated historic areas should take neighborhood character into account. For instance, the city's street lighting plan includes replacing existing streetlights with new lights that replicate the style of the old Urbana streetlights. In the past, brick streets and sidewalks, and ornamental streetlights in older neighborhoods have been installed and maintained by the city, mostly through the city's regular capital improvements program. The city plans to continue to maintain brick streets and sidewalks in historic residential areas, rather than replacing them with asphalt or concrete.

The city also has influence over buildings important to Urbana's history. Two examples are the 1917 Urbana Free Library and the 1857 Ater-Jaques House, immediately west of the library. Both are historic resources operated by the Urbana Free Library Board. The Library Board in turn is partially funded by the City of

Urbana. Expansion of the library will affect the Ater-Jaques House.

The city must be circumspect in how it treats these and other historic properties under the city's stewardship. The city is responsible for weighing its goals, policies and finances while making decisions in the public interest--and can lead by example in implementing the Historic Preservation Plan.

Other governmental entities

Other governmental agencies besides the municipal government own historic resources. For historic resources controlled by other agencies, this plan recommends intergovernmental cooperation and attention to the public interest. These resources are important not just to individual jurisdictions, but to the citizens of Urbana as a whole. Some examples of potential historic properties that are publicly owned include:

Historic buildings and resources on the campus of the University of Illinois, some of which are already on the National Register of Historic Places;

the Champaign County Courthouse (1901) and sheriff's building in the 100 block of East Main;

the National Guard Armory (1937), 60 E. University Avenue;

Urbana School District 116's Leal School, 312 West Oregon; and

Urbana Park District's Abraham Lincoln statue and pavilion at Carle Park and the Greek Revival Cottage (c. 1852) at Leal Park, 303 W. University.

The Historic Preservation Commission

The **Historic Preservation Commission**, whose manner of creation, composition, and specific duties will be determined by the Historic Preservation Ordinance, will be responsible for implementing the Historic Preservation Plan and Ordinance. Commissioners will have expertise, experience, or interest in the areas of historic architecture, architectural history, archaeology, history, historic or neighborhood preservation, building construction or engineering, or city planning. They will serve without compensation for a period of time to be specified by the Historic Preservation Ordinance.

1. The Preservation Commission shall carry out a survey and inventory system approved by the Illinois Historic Preservation Agency for properties within Urbana in a manner consistent with statewide comprehensive historic preservation planning and other appropriate planning processes. The survey efforts and format shall be coordinated with and complementary to those of the state.

The Preservation Commission will be responsible for both reconnaissance surveys and intensive surveys of the City. The Commission will seek local newspaper and news media coverage in an effort to publicize the survey and to seek historical information.

A. The **reconnaissance survey** of Urbana may not include the entire city at once but will be carried out systematically with available resources. Reconnaissance surveys for areas now outside Urbana's corporate limit will be done after those areas are annexed.

B. After reconnaissance surveys identify potential historic resources, the Preservation Commission will carry more **intensive surveys** of areas given high priority by the reconnaissance surveys as resources allow. The Preservation Commission will also carry out intensive surveys of areas that apply or are nominated for historic district status if the reconnaissance survey has revealed that such a designation is warranted.

C. The Preservation Commission shall maintain all survey material securely and all material shall be accessible to the public. The Preservation Commission shall update all survey material periodically to reflect changes, alterations, and demolitions.

2. The Preservation Commission will prioritize areas to be surveyed based on the following criteria:
 - Age of structures: High priority areas will have a concentration of buildings at least fifty years of age.
 - Zoning intensity: Because multi-family or business zoning increases the likelihood of redevelopment from existing lower-intensity uses to higher-intensity income-producing uses, high priority will be given to such areas.
 - Surveyed concentration of resources: High priority will also be given to areas that have been previously identified by surveys conducted by the Preservation and Conservation Association (PACA) and the Illinois Historic Preservation Agency (IHPA) as having a high concentration of historic resources. These areas may also be identified by Comprehensive Plan documents such as the Downtown to Campus Plan.
 - Feasibility: The area to be surveyed must be manageable in terms of financial and volunteer resources.

3. The Preservation Commission will systematically identify and designate potential landmarks and historic districts.
4. The Preservation Commission shall apply for Certified Local Government grants to the Illinois Historic Preservation Agency as well as to other agencies offering grants for historic resources survey work.

Historic Resource Surveys

Common forms of historic resource surveys

Surveys of historic neighborhoods, sites and structures are important in historic preservation planning. Surveys of historic resources can help (1) make the historic preservation plan truly comprehensive, (2) apply the designation of historic properties more consistently throughout the community, and (3) provide a database for listing and monitoring historic resources. Historic resources surveys can identify the number, location, quality and history of historic resources.

Survey systems often consist of both a reconnaissance survey--perhaps taking the form of a "windshield survey" of the community--and an intensive, more detailed survey. This historic preservation plan does not include a comprehensive survey of historic properties in Urbana; but it does provide a framework for carrying out such a survey, as well as a more intensive neighborhood survey.

Certified Local Government requirements

Communities whose ordinances meet Certified Local Government status are eligible to compete for grants from the State of Illinois. There are numerous requirements for achieving Certified Local Government status, one of which is that "the local government shall maintain a system for the survey and inventory of historic properties." The state's survey requirements include the following:

1. The local government shall initiate or continue a process for survey and inventory approved by the State Historic Preservation Officer for properties within the local jurisdiction in a manner that is consistent with statewide comprehensive historic preservation planning and other appropriate planning processes.
2. All inventory material shall be maintained securely and shall be accessible to the public.
3. All inventory material shall be updated periodically to reflect changes, alterations, and demolitions.
4. There shall be a building by building survey and inventory for each designated historic district.
5. Survey and inventory efforts including the format of the local survey shall be consistent with, coordinated with, and complementary to those of the state.
6. The State Historic Preservation Officer shall provide technical assistance for developing the survey.

Urbana's survey system will be formulated to meet Certified Local Government criteria so that the city can vie for funding of surveys of its historic resources.

The City of Urbana's Department of Community Development Services has compiled a preliminary database of a number of past historic resources surveys in Urbana. That database can be used as a starting point from which to launch into further surveys.

Priority areas for surveying will be identified by the historic preservation commission.

Incentives for Preservation

In "Preparing a Historic Preservation Plan," Bradford White and Richard Roddewig list three reasons why incentives should be included in a preservation program:

1. Incentives help to offset additional expenditures that may be necessary to comply with a historic preservation ordinance.
2. Rehabilitation of historic properties can be a catalyst for neighborhood revitalization and conservation.
3. There are instances where a denial of a certificate of appropriateness may be considered an unconstitutional taking. Incentives may be used to offset economic hardships that might arise in a taking.

The vast majority of historic resources are in the hands of private home and business owners. It is neither feasible nor desirable for the City of Urbana to (1) purchase and maintain these properties or (2) pay for all of them to receive improvements in keeping with their historic character.

Moreover, restrictions on historically designated properties will not by themselves necessarily ensure their proper maintenance or increase their property value. Private or not-for-profit incentive programs can help improve historic properties; but if Urbana's privately owned stock of historic resources is to be well maintained, provision and use of other financial incentives likely will be necessary.

Existing incentive programs

Municipal financial involvement in historic resources is implemented by cities nationwide. This includes programs in Illinois and even Urbana.

Individual projects - The City of Urbana has been financially involved in individual rehabilitation and adaptive use projects. Rehabilitation of these buildings was made possible in part with city funds. These sorts of efforts may well occur again in the future, even though not always part of an organized program.

Facade loans for businesses - The city's facade loan program has provided loans for commercial buildings at a 2% fixed rate in partnership with local banks. Several downtown buildings have used the loans to improve their facades. The facade restorations have generally occurred following design review by city staff to examine whether or not the buildings were treated appropriately given the character of downtown.

These loans could be extended to businesses in the Mixed Office Residential (MOR) district as well, if properties in the MOR district were part of a tax increment financing district (see below). The idea behind adaptive use in the MOR district is to allow various uses, including businesses of limited scale, to occupy existing buildings on parts of Elm, Green and Race streets.

Limitations on building demolition where facade loans are involved can deter destruction of these buildings. Incentives for following design guidelines can also be of benefit.

Tax increment financing - Urbana's downtown tax increment financing (TIF) district has helped fund capital improvements to the downtown area, including sidewalk and landscaping improvements in the

downtown. Limitations on building demolition and incentives for following design guidelines where TIF funding is involved can encourage preservation. TIF funds are limited, however, and TIF programs normally are not popular with other taxing bodies such as school and park districts. These taxing bodies do not begin collecting the tax revenue increases created by business investment in an area for some time. Because TIF districts must be approved at the state level and because of possible difficulties created for other local taxing bodies, this alternative in its present form may not work well for preservation. On the other hand, a modified form of this concept could be considered.

Possible alternative financial incentives

The City of Urbana can encourage preservation of its historic resources by (1) encouraging the use of its existing programs (see above), (2) educating property owners on existing federal and state financial incentives and (3) creating new local incentives for property designated historic under the ordinance. One challenge for the city will be to create new local incentives that will not reduce existing tax revenues or increase the city's property tax rate. Another challenge will be to commit to such programs for a length of time sufficient that the public investment pays off with the desired results.

Designation under Certified Local Government status - Designation of an income-producing property as a historic landmark or contributing to a historic district can make such a property eligible for federal tax credits. These credits currently entitle the property owner to a 20 percent tax credit up to \$7000 per year. These credits would apply to properties designated as historic by Urbana after the city attains Certified Local Government status with the State of Illinois. The same benefits apply to properties listed on the National Register. They need not be locally designated to receive these credits. Thus the mere designation of property as historic can aid property owners in rehabilitation and restoration of their properties.

State property tax freeze - The City should also educate property owners on the incentives available through the State of Illinois. One of these is an eight-year property tax freeze at pre-rehabilitation value followed by a four-year step-up period. This incentive applies to owner-occupied residential property for which rehabilitation comprises at least 25 percent of the assessor's market value.

Local alternatives - Some financial incentives that have been used elsewhere should be considered for the City of Urbana. Incentives may be tied to historic designation or to some agreement with the city regarding restriction on what can be done with the property. Alternatives to be considered should not reduce tax revenues or increase the city's property tax rate. Many of these alternatives are quoted from White and Roddewig's "Preparing a Historic Preservation Plan." Alternatives may include:

- Property tax freeze - Property tax assessments are frozen at pre-rehabilitation values for a certain period of time. During this period, taxes may increase annually due to fluctuations in the tax rate.

Unlike a 100 percent tax abatement program, the taxpayer will pay some taxes annually during the period of the property tax freeze but will not pay property taxes on the increased value resulting from the rehabilitation of the property. An example is the Illinois eight-year tax freeze mentioned above.

- Tax deferral - Under this program, taxes resulting from an increase in assessed value from the rehabilitation of a historic structure are deferred for a period of years or until sale of the property . . . [T]he deferral allows for the recapture of the property taxes due over the period of the deferral.

- Tax-exempt bond financing - This has been used to provide grants or loans to not-for-profit organizations that rehabilitate historic properties. It has also been used for private projects either to allow a government agency to purchase property for sale to a developer at a write-down or as a method for directly financing the rehabilitation project.
- Revolving loan fund - Revolving loans could be used for acquisition, stabilization, rehabilitation, restoration, site work, and/or pre-development work. For either loan or grant programs, such as the redevelopment incentive program in Champaign, the initial challenge is to find money to create a pool of funds. These funds could then be used to leverage private investment.
- Mortgage guarantees - The guarantee reduces the risk to the mortgagee, and benefits, such as a waiver or reduction in loan costs or a reduction in interest rates, may be passed along to the developer or property owner.
- Tax increment financing - As mentioned above, this could relate to historic resources in the city's downtown tax increment financing district. Its scope, however, is not likely to increase in Urbana due to reasons mentioned above.
- Transfer development rights - Allowances for the shifting or sale of density may provide enough incentives to owners of historic structures to undertake rehabilitation.
- Σ Easements/Conservation Rights - In exchange for donating a easement to a qualified holder (such as the Preservation and Conservation Association), a property owner is allowed to claim a charitable contribution/deduction. By granting an easement, the property owner gives up certain ownership rights, giving the easement holder the right to govern changes to features of the building which are granted in the easement.

White and Roddewig further suggest that cities offer a menu of incentives, because of the various needs of individual property owners.

Direct financial incentives, combined with flexibility in zoning and development matters, should increase the attractiveness and likelihood of long-term improvement of Urbana's historic resources.

Preservation and Education

Forums for education

No preservation effort would be complete without educating the public on the opportunities presented by historic preservation. Historic preservation education can meet two complementary goals: making Urbana's history more available to a larger segment of the population and informing the public about the benefits of preservation of historic resources. These goals can be accomplished in a number of ways:

- guided tours of historic districts;
- publication of brochures detailing features of historic homes and other structures, to be made available at local museums, libraries, and other attractions;
- tourism promotion and funding from the convention and visitors arm of the Greater Champaign-Urbana Economic Partnership;
- publicity and events during the National Trust for Historic Preservation's annual Preservation Week;
- contests highlighting historic resources;
- presentations on local historic resources to classes of elementary, secondary and college students;
- establishment of a historic preservation speakers bureau;
- development and/or enhancement of a history and historic preservation curriculum for local schools;
- advertising and educational efforts, including information on incentives for restoration and rehabilitation, aimed at long-term residents; and
- a recognition program of markers or street signs.

Cooperation

Many of these methods are already in use by local groups interested in historic preservation. The Historic Preservation Commission created by the Historic Preservation Ordinance can play an important part in these activities as well. The City of Urbana should work with these organizations to increase the value, use and understanding of the city's historic resources.

Agenda for Future Action

Adoption of the historic preservation ordinance will follow roughly the same pattern as the adoption of the historic preservation plan. In addition to ordinance adoption, action steps should include the implementation of the plan and ordinance provisions. These action steps are summarized below.

Adopting the ordinance

- Develop the ordinance with the Historic Preservation Steering Committee, Plan Commission and staff;
- obtain public input;
- revise the ordinance as appropriate;
- present the ordinance to Plan Commission for review and recommendation;
- present the ordinance to City Council for review and adoption.

Implementing the plan

- Apply for certified local government status with the State of Illinois;
- set up a staff support system for implementation of the plan through the ordinance;
- nominate and approve members of a historic preservation commission and begin regular meetings;
- apply for historic resources survey grants under the state's certified local government program;
- survey historic resources;
- implement historic designation, financial incentives and other aspects of the ordinance.

APPENDIX A National Register of Historic Places

The following National Register information was adapted from Quincy's Northwest Neighborhood, Phase Two Architectural/Historic Survey Report, prepared by ArchiSearch Historic Preservation Consultants, Urbana, Illinois, March 1996.

Administered by the National Park Service of the U.S. Department of the Interior, the National Register of Historic Places is the official federal list of buildings, structures, sites, districts, and objects significant in American history, architecture, archaeology, engineering, and culture. National Register properties may be significant at the local, state, or national level. Anyone can nominate a property to the National Register. The documentation process includes a technical property description (usually architecturally oriented) and a well-researched significance section. The demands of preparing a successful National Register nomination go well beyond simply completing an application.

Each state and territory has a State Historic Preservation Office (with a State Historic Preservation Officer or SHPO) which reviews, comments upon, and processes the nominations before they are sent to the National Park Service in Washington, D.C. In Illinois, this office is the Illinois Historic Preservation Agency (IHPA) in Springfield. A review board in each state considers each nomination proposed for listing and makes a recommendation to the State Historic Preservation Officer who then must sign the nomination before it is forwarded to the National Park Service. In Illinois this review board is known as the Illinois Historic Sites Advisory Council (IHSAC) and consists of professionals, educators, and activists in preservation-related fields from around the state; a number of local residents have served on IHSAC since its beginning in 1969.

Communities recognized as Certified Local Governments (CLGs) participate in the nomination recommendation process by commenting on a property's eligibility to the SHPO for nominations on resources in their community. Formal comments are given by the local elected official (typically the Mayor) and the Historic Preservation Commission. While neither Urbana nor Champaign currently qualify for this program, the nearby communities of Danville, Bloomington, Normal, and Decatur are all recognized as CLGs.

Private property owners may object to their properties being listed in the National Register, which in the case of an individual nomination would prevent a building from being listed. For historic districts, formal objections must exceed a majority of the owners of property within the district. The objection of governments or public agencies (as property owners) to a property being listed in the National Register **does not** prevent the property from being listed. Examples of publicly owned local properties which are listed in the National Register include the Ater-Jaques House in Urbana, several buildings on the University of Illinois campus, and the U.S. Post Office (now the Springer Recreation Center) in downtown Champaign.

A property must be more than just old to be eligible to the National Register. Properties must possess **significance** and **integrity**. According to the National Register, significance may be found in four aspects of American history recognized by the National Register Criteria:

- A. association with historic events or activities,
- B. association with important persons,
- C. distinctive design or physical characteristics, or/and

D. potential to provide important information about prehistory or history.

A property must meet at least one of the Criteria for listing. The property must also possess historic integrity, which may be evident through the qualities of location, design, setting, materials, workmanship, feeling, and association.

In addition to meeting one or more of the Criteria for listing and possessing historic integrity, generally speaking, a property must be fifty years of age or older to be considered historic, but exceptions to this rule do exist. Some of the more notable examples of properties which have achieved significance within the last fifty years include the St. Louis Arch (completed in 1966), an early example of a McDonald's restaurant (in Ohio), and a Greyhound Bus Station (Ohio). Properties must also be addressed within their historic context; i.e., they must be significant when evaluated in relation to major trends of history in their community, state, or the nation.

What the National Register **Does**

Provides a recognition and appreciation of historic properties and their importance;

Mandates consideration of historic properties in federally funded, licensed, permitted or assisted projects (Section 106 review);

Under Illinois law, mandates consideration of historic properties in state funded projects (State Law 707 review);

Allows Illinois property owners to be eligible for 20% federal tax credits for the certified rehabilitation of income-producing properties;

Allows property owners to be eligible for the Property Tax Assessment Freeze Program for the certified rehabilitation of a single family, owner-occupied residence; and

Provides for federal grant assistance, when available, for qualifying preservation projects.

What the National Register **Does Not Do**

Does not prevent a property from being demolished or insensitively renovated;

Does not mandate a property be restored to its original appearance;

Does not require a property to be open to the public or to periodically be placed on tour;

Does not require property maintenance;

Does not allow a property owner to be eligible for the 10% federal tax credit for the rehabilitation of properties built before 1936;

Does not prevent future changes to a property.

National Register of Historic Places listings for Urbana as of May 1, 1997

(Listed by historic name only, as found in the National Register.)

Alpha Xi Delta Sorority House, 715 West Michigan Avenue
Listed August 28, 1989

Altgeld Hall, University of Illinois, Wright & Green streets
Listed April 17, 1970

Ater-Jaques House, 207 West Elm Street
Listed August 1, 1996

Chemical Laboratory, University of Illinois, 1305 West Green Street
Listed November 19, 1986

Clark R. Griggs House, 505 West Main Street
Listed November 30, 1978

Farm House, University of Illinois, 1403 East Lorado Taft Drive
Listed October 31, 1989

Gamma Phi Beta Sorority House, 1110 West Nevada Street
Listed October 28, 1994

Greek Revival Cottage, 303 West University Avenue, Leal Park
Listed October 20, 1977

Metal Shop, University of Illinois, 102 South Burrill Avenue
Listed November 19, 1986
Demolished for Grainger Engineering Library and Information Center, 1993

Military Drill Hall & Men's Gymnasium, University of Illinois, 1402-1406 West Springfield Avenue
Listed November 19, 1986

Morrow Plots, University of Illinois, Gregory Drive at Mathews Avenue
Listed May 23, 1968

Natural History Building, University of Illinois, 1301 West Green Street
Listed November 19, 1986

Phi Mu Sorority House, 706 West Ohio Street
Listed May 21, 1990

Tina Weedon Smith Memorial Hall, University of Illinois, 805 South Mathews Avenue
Listed February 29, 1996

National Register of Historic Places listings for Urbana as of May 1, 1997, *continued*

Unitarian Church of Urbana (Channing-Murray Foundation), 1209 West Oregon Street
Listed May 13, 1991

University of Illinois Astronomical Observatory, 901 South Mathews Avenue
Listed November 6, 1986

University of Illinois Experimental Dairy Farm Historic District, St. Mary's Road
Listed February 4, 1994

APPENDIX B
National Historic Landmark

Recognition as a National Historic Landmark is our nation's highest honor for historic and cultural resources. The main difference between this program and the National Register of Historic Places is that National Historic Landmarks are of national significance. Properties listed in the National Register may be of local, state, or national significance. If not already listed, properties recognized as National Historic Landmarks are automatically also included in the National Register.

National Historic Landmarks are buildings, historic districts, structures, sites, and objects that possess exceptional value or quality in illustrating or interpreting the heritage of the United States. Enacted in 1935, the National Historic Landmark program was designed, in part, to identify nationally significant properties which might be considered for inclusion into the National Park System. Over the years, Federal acquisition was obviously not economically feasible or practical for most Landmarks, and alternative means for ensuring the long-term preservation of Landmarks other than fee acquisition had to be developed. Today, through a variety of innovative programs within the National Park Service (NPS), some measure of preservation assistance is available to owners of Landmarks.

Despite the high honor and prestige of the recognition conveyed through this program, properties listed as National Historic Landmarks may still be demolished or altered inappropriately to their historic character.

Champaign County has two National Historic Landmarks, both of which are in Urbana, on the campus of the University of Illinois:

Morrow Plots, University of Illinois
Gregory Drive at Mathews Avenue
Designated May 23, 1968

University of Illinois Astronomical Observatory
901 South Mathews Avenue
Designated December 20, 1989

Additionally, Memorial Stadium has been determined to be eligible for recognition as a National Historic Landmark, but has not officially been listed.

APPENDIX C
Preservation-related Organizations

Illinois Historic Preservation Agency, Preservation Services Division

1 Old State Capitol Plaza
Springfield, IL 62701
217.785.4512
217.524.7535 (fax)
<http://www.state.il.us/HPA>

Serving as the State Historic Preservation Office, the Illinois Historic Preservation Agency has five divisions--Executive, Administrative Services, Historic Sites, Preservation Services, and Historical Library. Preservation Services operates the federal and state historic preservation programs for Illinois, including the National Register of Historic Places, the federal tax credits, review and compliance (through the federal ASection 106" and Illinois Astate law 707"), the state property tax assessment freeze, state archaeological programs, the Certified Local Government program, and other historic preservation services.

Landmarks Preservation Council of Illinois

The Monadnock Building
53 West Jackson Blvd., #752
Chicago, IL 60604
312.922.1742
312.922.8112 (fax)
<http://nns.nslsilus.org.regio/LPCI>

The Landmarks Preservation Council of Illinois (LPCI) is a not-for-profit membership organization dedicated to preserving architecturally and historically significant buildings and sites throughout the state. LPCI offers technical and financial assistance to local preservation organizations, educates the public through lectures and publications, and acts as an advocate for state and federal preservation legislation. LPCI is supported entirely through membership, grants, and contributions.

Illinois Association of Historic Preservation Commissions

c/o Illinois Historic Preservation Agency
Preservation Services Division
1 Old State Capitol Plaza
Springfield, IL 62701-1507
217.785.4512

This not-for-profit group provides assistance to historic preservation commissions throughout the state through meetings, publications, a lending library, a quarterly newsletter, and other programs. The group sponsors annual awards to an individual and to a historic preservation commission in recognition of significant contributions to a particular community. Membership categories are for either commissions or for individuals; the individual rate is \$5.

Illinois Heritage Association

Suite 203 Bresee Building
602 - 604 East Green Street
Station A - Box C
Champaign, IL 61825-8008
217.359.5600

<http://www.prairienet.org/iha>

The Illinois Heritage Association is a nonprofit educational organization that provides technical assistance to protect the cultural heritage of Illinois. Individual membership in IHA is \$25.

Illinois Main Street

612 Stratton Building
Springfield, IL 62706
217.524.6869
217.782.7514 (fax)

<http://www.state.il.us/ltgov/mainst.html>

A preservation-based downtown revitalization program located within the Office of Lieutenant Governor Bob Kustra in cooperation with the Illinois Historic Preservation Agency and the Department of Commerce and Community Affairs. Four areas of concentration are 1) developing downtown management organizations, 2) improving the image of the downtown, 3) enhancing the appearance of the downtown through historic preservation, and 4) strengthening and expanding the downtown's economic base.

Illinois State Historical Society

1 Old State Capitol Plaza
Springfield, IL 62701-1507
217.782.2635
217.524.8042 (fax)

<http://www.prairienet.org/ishs>

The Illinois State Historical Society was founded in 1899 to support the Illinois State Historical Library and to encourage research and writing on subjects of Illinois history; its mission also includes programs of the Illinois Historic Preservation Agency. Regular membership is \$25; family membership is \$35.00. ISHS offers a \$20 membership to students, libraries, and educators.

National Trust for Historic Preservation

1785 Massachusetts Avenue, N.W.
Washington, D.C. 20036
202.588.6296
202.588.6223 (fax)
<http://www.nthp.org>

Midwest Regional Office
National Trust for Historic Preservation
Suite 1135
53 West Jackson Boulevard
Chicago, IL 60604
312.939.5547
312.939.5651 (fax)

The National Trust is the only national private, non-profit organization chartered by Congress with

responsibility for encouraging public participation in the preservation of sites, buildings, and objects significant in American history and culture. In addition to its national headquarters, the Trust maintains six regional offices throughout the country. Regional office staffs make field visits, give technical and financial assistance under National Trust programs and act as the point of contact for preservation organizations and agencies in their regions. Membership is \$20 for individuals and \$24 for families.

Preservation Action

1350 Connecticut Avenue, N.W.

Suite 401

Washington, D.C. 20036

202.659.0915

202.659.0189 (fax)

<http://www.preservenet.cornell.edu/presaction/home.htm>

Founded in 1974, Preservation Action advocates federal legislation to further the impact of historic preservation at the local, state and national levels. Preservation Action monitors federal agency actions that affect the preservation of the nation's historic and cultural resources, participates directly in policy development, and works to create an environment for others to succeed with their preservation initiatives. While this group is a non-profit organization, a portion of membership dues is used for lobbying activities, and is therefore not deductible. Memberships begin at \$40.

Local Organizations

Preservation and Conservation Association (PACA)

Box 2555, Station A

Champaign, Illinois 61825

217.328.PACA (7222)

<http://www.prairienet.org/ricker> (Ricker House Restoration Project)

The county's not-for-profit historic preservation organization, PACA was founded in 1981. The group operates a salvage warehouse for historic building parts; sponsors an annual Heritage Awards presentation in February; co-sponsors the Kids Building Fair in May with the Orpheum Children's Science Museum in downtown Champaign; conducts various thematic building tours annually; provides annual Heritage Grants to other not-for-profit organizations in the county; holds preservation easements; and numerous other activities. Among the group's efforts to save the county's historic resources are the Ricker House in Urbana, the Greek Revival Cottage (which they rehabilitated in Urbana's Leal Park), the Orpheum Theatre in Champaign, the National Register-listed Hazen Bridge in Mahomet, the Wood-Robeson House at the Middle Fork Forest Preserve, and the Ater-Jaques House in Urbana. Individual membership is \$15.00; family membership is \$20.00. Students and senior citizen membership is \$10.00.

Society for the Preservation of Greek Housing

P.O. Box 2765

Champaign, IL 61825-2765

(no telephone)

A not-for-profit group initially established to encourage the preservation of historic fraternity and sorority houses at the University of Illinois, Urbana-Champaign, the group's efforts are gaining national attention. The Champaign-based organization has expanded to oversee similar efforts at the University of Nebraska, and may expand elsewhere.

University of Illinois Campus Committee on Historic Sites

Campus Historic Preservation Officer

Office of Facility Planning and Management

807 South Wright Street

Champaign, IL 61820

217.333.1232

217.244.5775

Appointed by the Vice Chancellor for Administration and Human Resources, this campus committee includes faculty, staff (ex officio), the Campus Historic Preservation Officer (ex officio), the Director (or designee) of the Office for Capital Programs (ex officio), and the Associate Vice Chancellor for Administration and Human Resources. The committee advises the chancellor on matters relating to preservation, restoration, and/or rehabilitation of historic campus buildings and sites. This includes advice relative to the utilization, revitalization, adaptive use, renovation, rehabilitation, and stewardship of historically significant sites, buildings, and open spaces. It also includes advice regarding the impact on a facility of potentially historic value resulting from a proposed renovation, addition, or new construction. The committee also gives advise relative to planning or plans involving historic facilities which are presented by the staff and to raising issues that the campus administration needs to address.

Champaign County Historical Society

c/o Champaign County Historical Archives
201 South Race Street
Urbana, IL 61801-3283
217.367.4025

A not-for-profit organization formed in 1958. It meets monthly September through May at the Urbana Free Library to stimulate interest in the history of Champaign County, to collect and preserve any available historical material connected with or associated with the history of the county and its environs; to collect, preserve, and diffuse such documents, articles, and information as may be available in the field of history and generally connected with the county; and to provide opportunities for acquaintance and friendship among persons interested in the history of the county.

Champaign County Genealogical Society

c/o Champaign County Historical Archives
201 South Race Street
Urbana, IL 61801-3283

Champaign Historic Preservation Commission

c/o City of Champaign Planning Department
102 North Neil Street
Champaign, IL 61820
217.351.4429

Educational Resources and Environmental Science/David Monk

115 North Market Street
Champaign, IL 61820
217.351.1911

Center for the Study of Art and Architecture

Michele Olson
115 West Church
Champaign, IL 61820
217.359.3982

CCDC Foundation (Champaign County Development Council)

Organized in 1964, CCDC is a foundation that serves as a council for community design and conservation. The group was organized in response to local recognition of the need for better community planning and for better articulation of environmental concerns in Champaign County. CCDC was the catalyst in the establishment of the Champaign County Regional Planning Commission (RPC). Among the demonstration projects of CCDC are Trees for Yankee Ridge (contributing a site plan and planting plan for Yankee Ridge School and coordination of first fund-raising efforts), the Willard Airport Entry Road (including the planting of 200 flowering crabapple trees to enhance this community gateway), and the Park Street Playground Mini-Park in Champaign (creating a neighborhood playground on a vacant lot in a residential area.)

Grand Prairie Friends

P.O. Box 36

Urbana, IL 61801

<http://www.prairienet.org/gpf/homepage.html>

Email: gpf@prairienet.org

An organization of volunteers, formed in 1984, who share a commitment to the preservation and restoration of tall grass prairie in East Central Illinois. They manage and acquire prairies, propagate and plant local prairie plant species in prairie reconstructions, and generate interest in prairie through education and local community programs. Membership is \$10 for a student, \$15 for an individual, and \$20 for a family.

Habitat for Humanity

P.O. Box 1162

Champaign, IL 61824-1162

217.355.6460

Through volunteer labor, careful management, and tax-deductible donations of money and materials, Habitat for Humanity builds, moves, and rehabilitates homes so they are affordable for low-income families who are currently living in substandard housing.

APPENDIX D

Legal Basis for Preservation

This section of the appendix quotes extensively from an article called, "Are Preservation Ordinances Legal?" by Philip L. Pomerance and other sources (see parenthetical references and list of sources at the end of this section). This section is prepared for consideration as part of a proposed plan and is subject to review as to legality by qualified legal counsel.

Constitutionality of historic preservation regulation

Historic preservation is one facet of zoning and land use law. As such, it is based on the police power of a community.

Well-written historic preservation ordinances have been found constitutional. In the precedent-setting preservation case of *Penn Central Transportation Co. v. New York* (1978), the U.S. Supreme Court determined that a community could protect its historic resources without violating the rights of property owners so long as those owners had a reasonable use of their property left open to them (Pomerance).

Illinois became the first state in the nation to legislatively adopt the *Penn Central* rule when Senate Bill 847 was signed into law in the summer of 1979. Under Illinois's amended law, unless a historic designation denies a property owner all reasonable use of the property, the owner may not be entitled to compensation by the municipality making the designation (Pomerance).

Common court challenges to historic preservation

Numerous court cases relate to the legality of local preservation ordinances. Many of the cases have focused on (1) police power, (2) condemnation without just compensation, and (3) due process.

Police power - Police power is a term for the community's right, given by the state, to establish laws and ordinances to preserve public order and tranquility and to promote the public health, safety and morals and other aspects of the general welfare. In the 1964 case of *Santa Fe v. Gamble-Skogomo Inc.*, the law and enforcement of the city's preservation ordinance was accepted by the court. The court considered architectural style and preservation of a historic area a proper use of the police power (UIUC, 1990).

Condemnation without just compensation (taking) - The Fifth Amendment to the U.S. Constitution provides in part "nor shall private property be taken for public use, without just compensation." The courts often have upheld government regulations that restrict use of private property without formal transfer of title to the government if the regulations do not prevent all reasonable use (taking) of a property.

The taking question is an important consideration in any ordinance that would restrict the use of land. According to Brian Blaesser and Alan C. Weinstein (page 70), courts may find a regulatory taking in light of a number of factors, including:

- assuming that a land use regulation has a legitimate state interest, the regulation does not substantially advance that interest; or
- the advancement of a legitimate state interest places the disproportionate burden of securing a benefit upon a single landowner when it is more properly borne by the general community; or
- reasonable investments were made prior to general notice of the regulatory program; or
- the economic effect of the regulation deprives the landowner of all, or substantially all, beneficial use of the property, and there are no offsetting reciprocal benefits.

In recent years the U.S. Supreme Court has dealt with other cases related to land uses:

1987 In *First Evangelical Lutheran Church of Glendale v. County of Los Angeles*, the Supreme Court held that even a temporary regulatory taking requires payment of compensation (Blaesser and Weinstein, 1989).

1987 The test of a rational nexus between the public purpose and the regulation was the focus of *Nollan v. California Coastal Commission*. A regulation or prohibition must substantially advance a legitimate state interest (Blaessar and Weinstein, 1989).

1992 In *Lucas v. South Carolina Coastal Council*, the Supreme Court ruled in favor of a landowner who charged that his beachfront property was a taking. A state law applied to his property denied his right to build on the property (Tibbetts, 1995).

1994 The more recent case of *Dolan v. City of Tigard* added a new test. The Supreme Court said that the city must show a rough proportionality between a condition of permit approval and a development's potential harm. In addition, the Court found that even though the whole use of the property was not taken, the relatively small portion of the property required for a bikepath and a floodway easement was enough to call into question the "taking" of property rights (Tibbetts).

Means of avoiding takings claims include: backing up regulations with research and a clear rationale; demonstrating how an ordinance that restricts property rights to some extent seeks to avoid potential harm to the same extent; and establishing variance procedures for property owners caught under a changing ordinance (Pomerance). The issue of such variance procedures is closely related to due process.

Due process - The Fourteenth Amendment to the U.S. Constitution prohibits government action that deprives "any person of . . . liberty or property, without due process of law." This amendment not only applies the taking clause to the states, but also requires that administrative and quasi-judicial decision-making meet minimal standards of fairness.

Because poorly written preservation legislation still may be found unconstitutional, it is critical that legislation be competently drafted. Careful attention must be paid to due process issues of (1) designation, (2) design review, and (3) notice and appeal sections of an historic preservation ordinance.

1. Designation - The standards used by a local landmark commission in designating historic properties or districts must be uniformly applied. Designations must not appear to target certain properties for special treatment with no regard for like treatment of properties with similar use, age and location characteristics.

In the *Penn Central* case, the Court decided that a fairly applied designation process using clear and comprehensive standards was **not** analogous to spot zoning and was constitutional. This seems to indicate that the ordinance may designate individual landmarks, but designation standards must be clear, comprehensive and fairly applied (Pomerance).

2. Design review - Illinois preservation commissions may be granted authority to review alterations and demolitions affecting designated properties. The power must be specifically granted to the commission by the ordinance and the scope of the review powers should be clearly spelled out (Pomerance). A 1968 Illinois court decision pertaining to design review held a (non-historic) architectural review ordinance invalid (*Pacesetter Homes b. Village of Olympia Fields, 104 Illinois App. 2'd 218. 244 N.E. 2d 369--1968*).

The court's opinion is of critical importance to Illinois preservation commissions because it points out that while the theory of the ordinance was proper, the procedures used by the municipality to review design changes were not proper (Pomerance).

In other words, a well-written historic preservation ordinance should insure that design criteria are fairly and uniformly applied. The commission must be given specific authority to review design changes, and the ordinance must specify the design review criteria. Furthermore, the ordinance should be clear as to whether the commission's decisions are merely advisory or are declaratory. Concrete written standards will help insure fair and objective application of those standards to each case reviewed by the preservation commission (Pomerance).

3. Notice and Appeal - Drafters of historic preservation ordinances must also take care that their ordinances respect due process for the parties concerned. Provisions for notification of property owners affected by the landmark preservation commission's decisions must be included. The owner should be told of the decision, and be given a reasonable time to

appeal. The ordinance must set forth where appeals are to be filed, and who is allowed to appeal an adverse decision (Pomerance).

These due process considerations protect the property owner and the preservationist alike by making sure that all competing interests have a chance to be heard. Some experts suggest that the due process provisions of local ordinances include a public record of all historic property or district designations be maintained by the building department and county recorder as well as the local commission.

The key to procedural due process is fairness: an ordinance that fairly protects notification and participation of all of the parties involved in designating and maintaining historic properties is likely to meet a due process requirements.

State enabling legislation

Other municipal jurisdictions such as Carbondale, Evanston and Peoria, Illinois have adopted local historic preservation ordinances under Illinois legislation. These municipalities and others cite the following enabling legislation:

1. Home rule authority - Article VII, Section 6(a) of the 1970 Constitution of Illinois.

Richard Roddewig recommends this enabling legislation for home rule municipalities because it does not require "slavish attention to the enabling language in the Illinois Historic Areas Preservation Act." As a municipality with more than 25,000 persons, Urbana has home rule authority on which it may also rely in addition to other state enabling statute to adopt a local preservation ordinance for the "protection of the public health, safety, morals and welfare."

2. Historic Areas Preservation Act - Chapter 24, Section 11-48.2.1-7 of the Illinois Revised Statutes.

Carbondale and Peoria are two cities that also cite this act. The act gives certain powers to communities to regulate construction, alteration, demolition and re-use of historic structures or structures in historic areas.

3. Illinois Zoning Enabling Act - Chapter 24, Section 11-13.1-20, of the Illinois Revised Statutes.

This can be used to protect historic areas, but not an individual landmark or a scattered number of individual landmarks.

APPENDIX E Bibliography

Local history

Baker, Willis C. and Patricia L. Miller. *History in Postcards: Champaign, Urbana, and the University of Illinois*. Champaign, Illinois: Illinois Heritage Association, 1993.

_____. *A Commemorative History of Champaign County, Illinois: 1833-1983*. Champaign, Illinois: Illinois Heritage Association, 1984.

Bial, Raymond. *Urbana: A Pictorial History*. St. Louis: G. Bradley Publishing, Inc., 1994.

Cunningham, Joseph O. *History of Champaign County*. Chicago: Munsell Publishing Co., 1905.

Durko, Cynthia. *Historic Sites in Champaign County*. Champaign, Illinois: Champaign County Bicentennial Commission, Marking and Preservation Committee, n.d.

Heitzman, Frank. *Architectural Study of Champaign-Urbana*. Research project, 1974.

Historic Sites in Champaign-Urbana. Champaign, Illinois: Champaign County Historical Museum, n.d.

An inventory of Architecture before W.W. II in Champaign County. Illinois Historic Landmarks Survey, 1974.

An inventory of Historic Landmarks in Champaign County. Illinois Historic Landmarks Survey, 1974.

Leal School Option 3/4C. *Children, Architecture, and History: A Child's Guide of the University of Illinois at Urbana-Champaign*. Urbana, Illinois: University of Illinois Printing Service, Leal School, 1990-91.

_____. *Children, Architecture, and History: A Child's Walking Tour Guide of Urbana*. Urbana, Illinois: University of Illinois Printing Service, Leal School, 1989-90.

Lohmann, Karl B. *100 Houses of Urbana, Illinois: Who Lived in Them and When?* Typewritten, 1961.

Sanborn Fire Insurance Maps, 1887, 1892, 1902, 1909, 1915.

University of Illinois, Urbana-Champaign, Department of Urban and Regional Planning, Preservation Planning Workshop. *Champaign County Heritage: An Approach to Preservation for Champaign, County, Illinois*. Urbana, Illinois: UIUC, Department of Urban and Regional Planning, December 1987. Photocopied.

Preservation planning *[need proper referencing this section]*

Blair, Professor Emeritus Lachlan F. "Historic Preservation--What's Old and What's New," April 6, 1995 presentation to Urbana Plan Commission.

_____. "Preservation and Planning," Spring 1975, *Planning and Public Policy*, Volume 1, Number 2.

Morris, Marya. "Innovative Tools for Historic Preservation," 1992, Planning Advisory Service Report Number 438, American Planning Association and National Trust for Historic Preservation.

White, Bradford and Roddewig, Richard "Preparing a Historic Preservation Plan." Planning Advisory Service Report Number 450, American Planning Association and National Trust for Historic Preservation, 1994.

Architectural styles and vernacular building types

Blumenson, John J.-G. *Identifying American Architecture: A Pictorial Guide to Styles and Terms, 1600-1945*. Nashville, Tennessee: American Association for State and Local History, 1981.

Dale, S., W. Grainger, and R. Harrold. *The Canadian Inventory of Historic Buildings: Exterior Recording Training Manual*. Ottawa: Ministry of the Environment of Ottawa, 1980, as found in the Missouri Coding Manual for Surveys, Missouri Historic Preservation Program.

Gordon, Stephen C. *How to Complete the Ohio Historic Inventory*. Columbus: Ohio Historic Preservation Office, 1992.

Gowans, Alan. *The Comfortable House: North American Suburban Architecture, 1890-1930*. Cambridge, Massachusetts: The MIT Press, 1989.

Harris, Cyril M. *Illustrated Dictionary of Historic Architecture*. New York: Dover Publication, Inc., 1977.

Jakle, John, Robert Bastian, and Douglas Meyer. *Common Houses in America's Small Towns*. Athens: The University of Georgia Press, 1989.

Jennings, Jan and Herbert Gottfried. *American Vernacular Interior Architecture, 1870-1940*. New York: Van Nostrand Reinhold Company, 1988.

- Kitchen, Judith L. *Old-Building Owner's Manual*. Columbus: Ohio Historic Preservation Office, 1983.
- Longstreth, Richard. *The Buildings of Main Street: A Guide to American Commercial Architecture*. Washington, D.C.: The Preservation Press, 1987.
- McAlester, Virginia and Lee McAlester. *A Field Guide to American Houses*. New York: Alfred A. Knopf, 1984.
- Poppeliers, John C., S. Allen Chambers, Jr., and Nancy B. Schwartz. *What Style is It?: A Guide to American Architecture*. Washington, D.C. The Preservation Press, 1983.
- Rifkind, Carole. *A Field Guide to American Architecture*. New York: New American Library, 1980.
- Stevenson, Katherine Cole and J. Ward Jandl. *Houses by Mail: A Guide to Houses from Sears-Roebuck and Company*. Washington, D.C.: The Preservation Press, 1986.
- Whiffen, Marcus. *American Architecture Since 1780: A Guide to the Styles*. Cambridge, Massachusetts and London, England: The MIT Press, 1969.
- Wyatt, Barbara, ed. DRAFT, *National Register Bulletin #31: Surveying and Evaluating Vernacular Architecture*. Washington, D.C.: U.S. Department of the Interior, National Park Service, Interagency Resources Division, Midwest Vernacular Architecture Committee, n.d.

Preservation law [need proper referencing this section]

"Are Preservation Ordinances Legal?" Philip Lindsay Pomerance, included in documents from the Illinois Historic Preservation Agency.

"Everybody's Taking the Fifth," John Tibbetts in *Planning*, January 1995.

"Illinois Enabling Legislation for City and County Historic Preservation Ordinances," compiled by the Illinois Historic Preservation Agency.

Land Use and the Constitution: Principles for Planning Practice, Brain W. Blaesser and Alan C. Weinstein, editors, 1989, Planners Press.

Recommendations for a Preservation Ordinance, 1990, University of Illinois at Urbana-Champaign, Urban Planning 327: Preservation Planning Workshop.

Periodicals

Old-House Journal 800.234.3797; P.O. Box 58017, Boulder, CO 80328-8017
\$4.95/issue; various subscription rates; discount rate through PACA

Old-House Interiors 800.462.0211; P.O. Box 56008, Boulder, CA 80323-6008
\$4.95/issue; various subscription rates

Historic Illinois Illinois Historic Preservation Agency, 217.524.6045; 1 Old State Capitol Plaza, Springfield, IL 62701-1507; \$10 for one year or \$17 for two years; 6 issues per year, 1 issue of the *Illinois Preservation Series*, and the full-color *Historic Illinois Calendar*

Preservation The magazine of the National Trust for Historic Preservation,
202.588.6000; 1785 Massachusetts Avenue, N.W., Washington, D.C.
20078-6412; a benefit of membership, beginning at \$20

Appendix F Glossary of Historic Preservation Terms

Certified Local Government (CLG): A status granted by the Illinois Historic Preservation Agency and the National Park Service which recognizes established local historic preservation programs. This status allows CLGs within the state to vie for ten percent of the IHPA's federal allocation which is set aside for various CLG programs such as architectural surveys, education programs, National Register nominations, and tour brochures. CLGs also have the authority to formally comment on National Register nominations that are proposed for properties in their communities. Illinois currently has over forty CLGs, including the nearby communities of Danville, Bloomington, and Decatur.

Contributing: A contributing building, sites, structure, or object adds to the historic associations, historic architectural qualities, or archaeological values for which a property is significant. This would mean that the historic resource was present during the period of significance, relates to the documented significance of the property, and possesses historic integrity or is capable of yielding important information about the period. Most commonly, this term would be used in historic district designations, but the term may also be used when a property considered for landmark status includes more than one resource (for example, a house and a garage).

Design Review: The process established in a historic preservation ordinance which requires certain exterior changes to properties designated as landmarks or within historic districts to be reviewed by the historic preservation commission. Such proposed changes might include the application of artificial siding, a room addition that could be seen from the street, or the alteration of windows.

Historic Preservation Commission: Appointed by the mayor and city council, a preservation commission consists of architects, planners, attorneys, real estate professionals, preservation activists, and others who have related knowledge, usually 7-9 members, the preservation commission oversees the directives in the preservation ordinance, usually including surveys, education programs, landmark and historic district designation, and design review.

Historic District: A historic district possesses a significant concentration, linkage, or continuity of sites, buildings, structures, and/or objects united historically or aesthetically by plan or physical development. District applied to properties having a number of resources that are relatively equal in importance, such as a neighborhood, or large acreage with a variety of resources, such as a cemetery or park. A district may contain *contributing* and *non-contributing* properties.

Historic Preservation Ordinance: An ordinance enacted locally (either by a city/town/village or county) to recognize historic resources. The most effective local ordinances enable the designation of landmarks and historic districts, and establish a preservation commission to oversee design review; i.e. certain exterior changes to landmarks and historic districts.

Historic Resources Buildings, sites, structures, objects, and other physical reflections of the city's architectural, artistic, civic, cultural, economic, educational, ethnic, and natural heritage.

Integrity: Historic integrity is the authenticity of a property's historic identity, evidenced by the survival of physical characteristics that existed during the property's prehistoric or historic period. Integrity enables a property to illustrate significant aspects of its past. Qualities of historic integrity may include location, design, setting, materials, workmanship, feeling, and association. All seven qualities do not need to be present for eligibility (as a landmark or to contribute to a historic district) as long as the overall sense of past time and place is evident.

Intensive Survey: An intensive level survey is a more detailed examination of specific properties in a geographical area. Included on each property within the defined area are background research, photographs (typically black and white), exterior building and site description, and a review of previous surveys that may have included the property. Typically a summary report analyzes the architecture and history of the area.

Landmark : A property designated as a "Landmark" by the Historic Preservation Commission and City Council which is worthy of preservation for future generations because of its historic or architectural significance to the City of Urbana.

National Register of Historic Places: The official federal list of buildings, structures, sites, districts, and objects significant in American history, architecture, archaeology, engineering, and culture. *See Appendix B for more information.*

National Historic Landmark: The nation's highest honor for historic properties, indicating that the property is of national significance. *See Appendix B for more information.*

Non-contributing: A non-contributing building, sites, structure, or object does not add to the historic architectural qualities, historic associations, or archaeological values for which a property is significant because: it was not present during the period of significance or does not relate to the documented significance of the property; or due to alterations, disturbances, additions, or other changes, it no longer possesses historic integrity or is capable of yielding important information about the period. For example, a historic district may include a house built in 1977 or a modern apartment building that would be non-contributing to a historic district with a period of significance from c. 1880-c. 1920. Likewise, a house being considered for landmark status may have a modern garage that would be non-contributing.

State Historic Preservation Office: Every state, territory, and federal agency has an office/officer that is designated with carrying out historic preservation programs. In Illinois, this is the Illinois Historic Preservation Agency (IHPA). The head of the Preservation Services Division of the IHPA is the State Historic Preservation Officer (SHPO) whose duties include signing nominations to the National Register of Historic Places before they may be forwarded to the National Park Service in Washington, D.C. for final approval.

Section 106 Review: Taken from Section 106" of the National Historic Preservation Act of 1966, the review requires that project involving federal money, federal license, or other federal undertakings take into account the potential affect of the project on historic properties. Included are a variety of projects ranging from road construction to new banks. In Illinois, the reviews take place through the Illinois Historic Preservation Agency. For purposes of this review, historic

properties include those that are *listed on* or *eligible to* the National Register of Historic Places. Importantly, this is a *review*, intended to mitigate adverse affects on historic properties, but it does not guarantee such affects if no alternative is possible.

State Law 707: Enacted in 1990 and officially known as the Illinois State Agency Historic Resources Preservation Act, AState Law 707" creates a similar process to the federal Section 106 at the state level. Thus, project involving state money, state licenses, and other such state involvement must be reviewed for their potential impact on historic properties. For example, locally, the University of Illinois works under this review process.

Reconnaissance Survey: Sometimes referred to as a Awindshield survey, a reconnaissance survey is a broad visual observation of a specific geographical area, characterizing properties in general terms and developing a basis for organizing more detailed survey efforts.