
DATE: Monday, July 07, 2025
TIME: 7:00 PM
PLACE: 400 South Vine Street, Urbana, IL 61801

AGENDA

Chair: Shirese Hursey, Ward 3

A. Call to Order and Roll Call

B. Approval of Minutes of Previous Meeting

C. Additions to the Agenda

D. Presentations and Public Input

E. Staff Report

F. New Business

- 1. Resolution No. 2025-07-058R:** A Resolution to Endorse the Champaign Urbana Urban Area Transportation Study (CUUATS) Lincoln Avenue Corridor Study – PW
- 2. Resolution No. 2025-07-059R:** A Resolution Approving and Authorizing the Execution of a Highway Authority Agreement for 901 West University Avenue between the University of Illinois Foundation and the City of Urbana – PW
- 3. Ordinance No. 2025-07-022:** An Ordinance Approving and Authorizing an Amendment to the Second Cooperative Agreement Urbana Free Library Expansion (To Facilitate the Transfer of Properties) – PW
- 4. Ordinance No. 2025-07-023:** An Ordinance Approving a Special Use Permit (1204 South Lincoln Avenue / Plan Case No. 2508-SU-25 – Hostel) – CD
- 5. Resolution No. 2025-07-060R:** A Resolution Authorizing Acceptance of a IDNR Certified Local Government Grant – Historic Preservation Website (Agreement No. CLG25007) – CD
- 6. Resolution No. 2025-07-061R:** A Resolution Approving and Authorizing the Execution of a Subrecipient Agreement Community Services Grant Agreement – DREAAM – DREAAM Believers Program – CD

G. Old Business

- 1. Ordinance No. 2024-12-042:** An Ordinance Establishing Approval, Policy, and Reporting Requirements for Policing Surveillance Technology and Databases – CM's Wilken and Kolisetty

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://www.urbanail.gov/executive-department/page/urbana-public-television>.

- [2.](#) **Ordinance No. 2025-04-013:** An Ordinance Approving a Comprehensive Plan (Imagine Urbana / Plan Case No. 2502-CP-25) – CD

H. Council Input and Communications

I. 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 the 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

Public comments must be received prior to the closing of the meeting record (at the time of adjournment unless otherwise noted) at the following: citycouncil@urbanail.gov. The subject line of the email must include the words "PUBLIC INPUT" and the meeting date. Your email will be sent to all City Council members, the Mayor, City Administrator, and City Clerk. Emailed public comments labeled as such will be incorporated into the public meeting record, with personal identifying information redacted. Copies of emails will be posted after the meeting minutes have been approved.

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).

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 two (2) hours, 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 may give priority to those persons who indicate they wish to speak on an agenda item upon which a vote will be taken.

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 Clerk's Office at least 48 hours in advance so that special arrangements can be made using one of the following methods:

- Phone: 217.384.2366
- Email: CityClerk@urbanil.gov



City of Urbana
400 S. Vine Street, Urbana, IL 61801
www.urbanaininois.us

MEMORANDUM TO THE MAYOR AND CITY COUNCIL

Meeting: July 7, 2025 Committee of the Whole
Subject: A Resolution to Endorse the Champaign Urbana Urban Area Transportation Study (CUUATS) Lincoln Avenue Corridor Study

Summary

Action Requested

City Council is being asked to pass the attached resolution to endorse the CUUATS Lincoln Avenue Corridor Study.

Brief Background

A brief overview of the Lincoln Avenue Corridor Study and the final recommendations from the study are summarized on the study's home page: <https://ccrpc.gitlab.io/lincoln-ave/>. The study in its entirety is documented on this same website. A set of presentation slides are attached and will be discussed during the subject meeting.

Commission Recommendation

The City's Bicycle and Pedestrian Advisory Commission (BPAC) endorsed the CUUATS Lincoln Avenue Corridor Study at its May 20, 2025 meeting. The unapproved minutes for that meeting are attached.

Relationship to City Services and Priorities

Impact on Core Services N/A

Strategic Goals & Plans

The CUUATS Lincoln Avenue Corridor Study was informed by an extensive review of [existing community plans](#) – including but not limited to the Urbana Comprehensive Plan (2005), the Urbana Bicycle Master Plan (2016), the CUUATS Long Range Transportation Plan 2045, the University of Illinois (U of I) Campus Master Plan (2018), the Champaign-Urbana Urban Area Safety Plan (2019), and the Urbana Pedestrian Master Plan (2020).

Previous Council Actions

CUUATS staff presented an initial set of final recommendations to the Committee of the Whole at its [November 12, 2024 meeting](#).

Discussion

Fiscal and Budget Impact

The study includes a discussion of [potential funding options](#) for the future phases of design and construction of the Lincoln Avenue (Florida to Green) project. On May 30, 2025, City staff applied for a Local Projects Funding Program grant through the Illinois Department of Transportation (IDOT) for the full estimated cost of design and construction (\$9.82 million).

Community Impact

The [Public Involvement](#) section of the Lincoln Avenue Corridor Study details the extensive public involvement and outreach that was completed in four phases over a two-year period. In particular, [phase four of public involvement](#) was added to the study in Spring 2025 to present updated recommendations that responded to public feedback following the initial recommendations in November 2024.

Recommendation

City Council is asked to pass the attached resolution to endorse the CUUATS Lincoln Avenue Corridor Study.

Next Steps

If endorsed by City Council, the final recommendations and conceptual plans from the CUUATS Lincoln Avenue Corridor Study will guide and get refined in the subsequent phases of design of the Lincoln Avenue (Florida to Green) project, as outlined in the [Capital Improvement Plan FY26-FY30](#). If design were to lead to substantial changes to concepts from the corridor study, then the City would provide opportunity for public input. In a [timeline](#) section, the corridor study suggests how the recommendations could be constructed in stages, if funding were not available to construct all the recommendations with one construction contract.

Attachments

1. Resolution No. 2025-07-___R: A Resolution to Endorse the Champaign Urbana Urban Area Transportation Study (CUUATS) Lincoln Avenue Corridor Study.
2. Lincoln Avenue Corridor Study Presentation Slides.
3. Unapproved Minutes of the May 20, 2025 Meeting of BPAC.

Originated by: John Zeman, City Engineer

Reviewed: Carmen Franks, Assistant City Engineer
Vince Gustafson, Interim Public Works Director

Approved: Elizabeth Hannan, Interim City Administrator

RESOLUTION NO. 2025-07-___ R

**A RESOLUTION TO ENDORSE THE
CHAMPAIGN URBANA URBAN AREA TRANSPORTATION STUDY (CUUATS)
LINCOLN AVENUE CORRIDOR STUDY**

WHEREAS, the City of Urbana is a member agency of CUUATS, a program of the Champaign County Regional Planning Commission; and

WHEREAS, CUUATS has prepared a Lincoln Avenue Corridor Study to identify and coordinate multimodal infrastructure improvements to increase safety and mobility along this high-priority, high-traffic corridor, between Green Street and Florida Avenue; and

WHEREAS, the City of Urbana participated in the drafting of the Lincoln Avenue Corridor Study in partnership with the University of Illinois at Urbana-Champaign and the Champaign-Urbana Mass Transit District; and

WHEREAS, the preparation of the Lincoln Avenue Corridor Study has involved extensive public participation and outreach efforts.

NOW, THEREFORE, BE IT RESOLVED by the City Council, of the City of Urbana, Illinois, that the CUUATS Lincoln Avenue Corridor Study is hereby endorsed by the City of Urbana.

PASSED BY THE CITY COUNCIL this ___ day of July, 2025.

AYES:

NAYS:

ABSTENTIONS:

Darcy E. Sandefur, City Clerk

APPROVED BY THE MAYOR this ___ day of July, 2025.

DeShawn B. Williams, Mayor

Lincoln Avenue Corridor Study

Urbana City Council
July 2025



Outline

- Project Overview
- Recommendations
- Public Feedback
- Next Steps



Project Overview

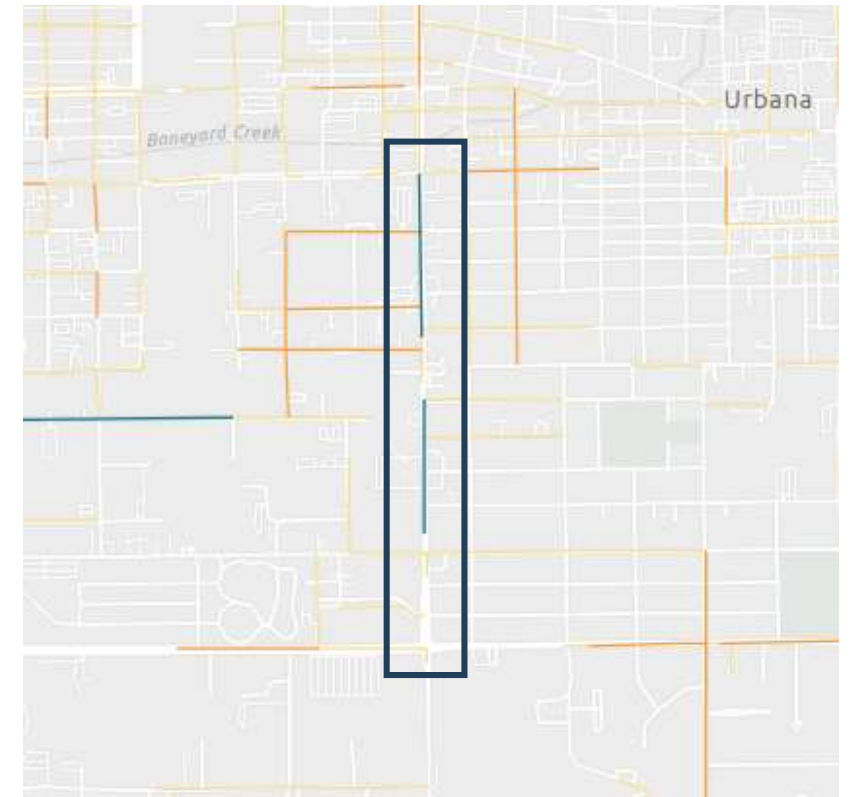
Project Overview

- Goal: Identify ways to **increase transportation safety, mobility, & multimodal connectivity**
- Funding: IDOT Statewide Planning & Research grant
 - January 2023 - December 2024
- Location: 1.2 miles of Lincoln Avenue
 - Green Street to Florida Avenue
- Partnership:
 - CCRPC
 - City of Urbana
 - University of Illinois
 - Champaign-Urbana Mass Transit District
 - Engineering assistance from the Lochmueller Group



Purpose: Safety

- **Lincoln and Ohio** was identified by the state as a top 5% priority safety area for our region
- **2 fatalities and 6 serious injuries** since 2013
- IDOT has identified large portions of the corridor as part of its **high-injury network** for vulnerable road users (those not protected by enclosed automobiles)



High-Injury Network (HIN) - Corridors

— High
— Medium
— Low

2023 Existing Conditions
Segment Levels of Service (LOS)



Purpose: Mobility

- Poor automobile level of service (LOS): At the north and south ends, **LOS is E or F** during the standard workday
 - Scale is from A (free-flowing traffic with little to no delay) to F (highly congested, excessive delays & stop-and-go conditions)
 - Traffic is projected to get worse in coming decades

AM Peak Hour (7:45 AM-8:45 AM)

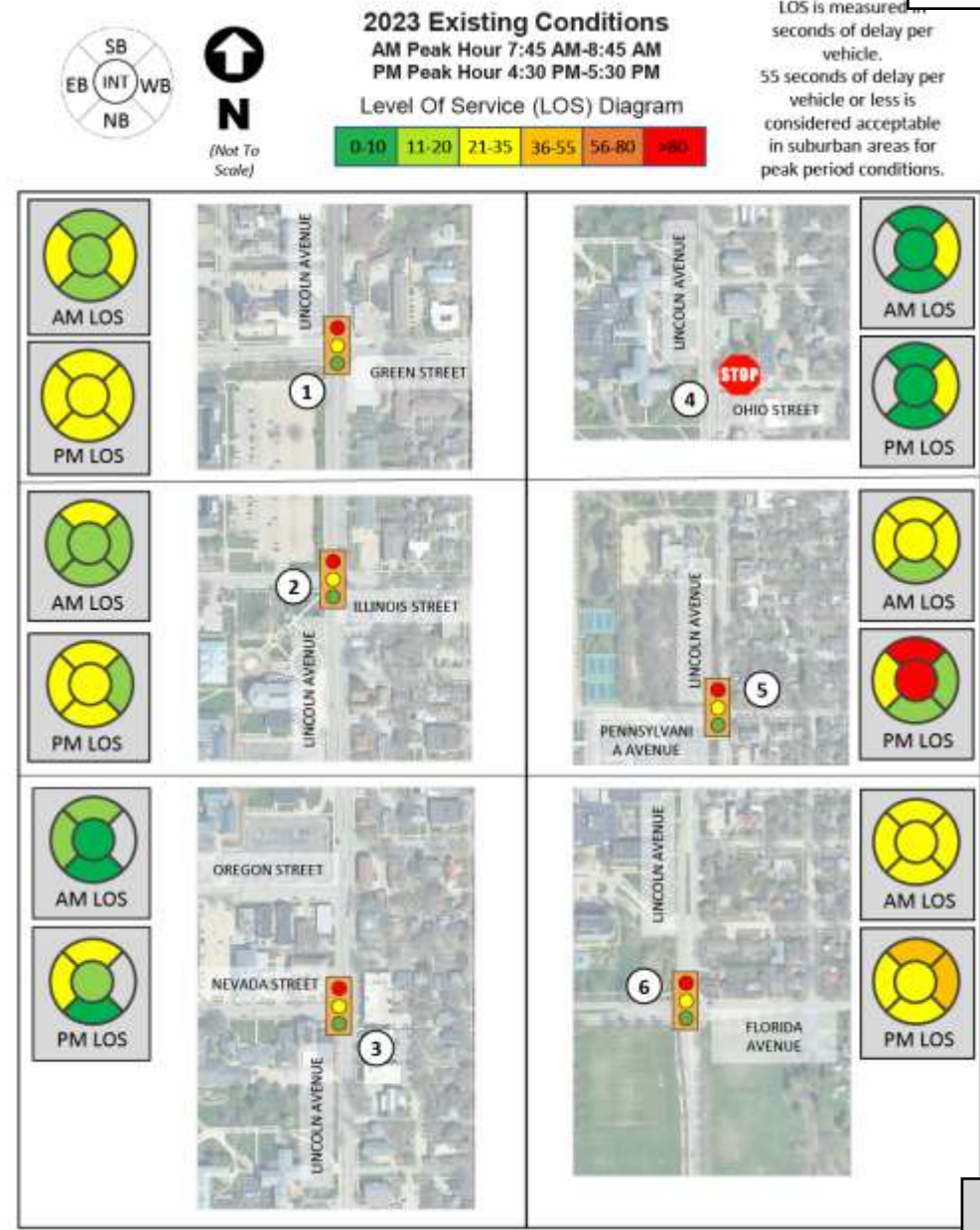


PM Peak Hour (4:30 PM-5:30 PM)



Purpose: Mobility

- Poor automobile level of service (LOS): At the north and south ends, **LOS is E or F** during the standard workday
 - Scale is from A (free-flowing traffic with little to no delay) to F (highly congested, excessive delays & stop-and-go conditions)
 - Traffic is projected to get worse in coming decades



Purpose: Mobility

- Infrastructure improvements needed for ***non-automotive*** travel modes:

- Pedestrians
- Cyclists
- Bus Riders



Existing Cyclist and Pedestrian Conditions

Project Phases

- Spring - Fall 2023
 - Approve Scope and Timeline
 - Existing Conditions
 - Round 1 Public Outreach
 - Future Conditions
- Fall 2023 - Spring 2024
 - Identify Potential Countermeasures
 - Scenario Development and Evaluation
 - Round 2 Public Outreach
- Spring 2024 - Summer 2025
 - Preferred Alternative Selection
 - Project Prioritization and Implementation Recommendations
 - Finalize Corridor Study Report
 - Round 3 Public Outreach (November 20, 2024 - January 3, 2025)
 - Round 4 Public Outreach (April 28 - May 30, 2025)

Recommendations

Pedestrian Recommendations

- Crosswalk location changes
 - New crosswalk at Oregon
 - Ohio and Indiana crosswalks consolidated into mid-block crossing



Pedestrian Recommendations

- Installation of rapid rectangular flashing beacons at non-signalized crossings
 - Oregon, Iowa, Ohio/Indiana mid-block, north of Michigan



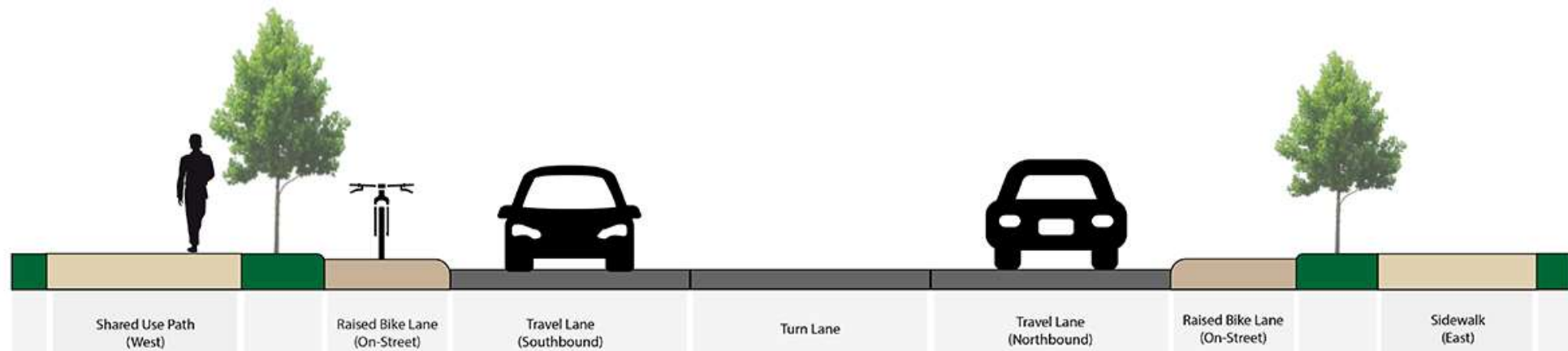
Cyclist Recommendations

- On-street bike lanes for the full length of the corridor
 - These bike lanes will be vertically separated from the roadway (similar to Green Street on campus)



Automotive Recommendations

- Conversion of entire corridor into three-lane section
 - Through lane in each direction, and center left turn lane



Automotive Recommendations

- Conversion of entire corridor into three-lane section
 - Repurposing existing painted buffer and four-lane road space, without need for significant right-of-way acquisition



Automotive Recommendations

- Creation of right-turn-only lanes at corridor entrances
 - Southbound at Green and northbound at Florida

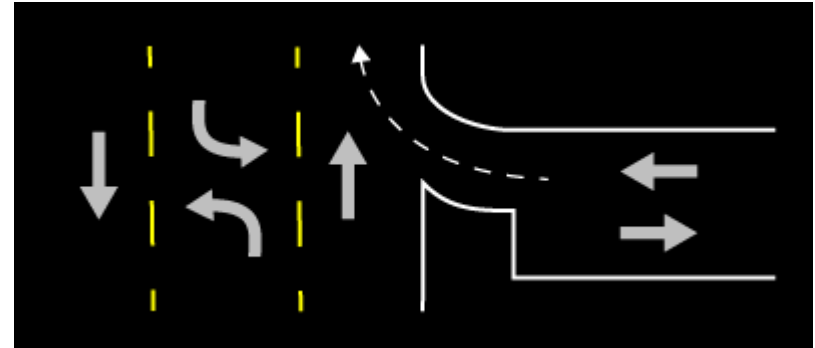
- Replace northbound through lane at Florida with buffer and bike lanes, so only one lane enters corridor



- Signal timing adjustments
 - Green, Illinois, Nevada, Pennsylvania, and Florida

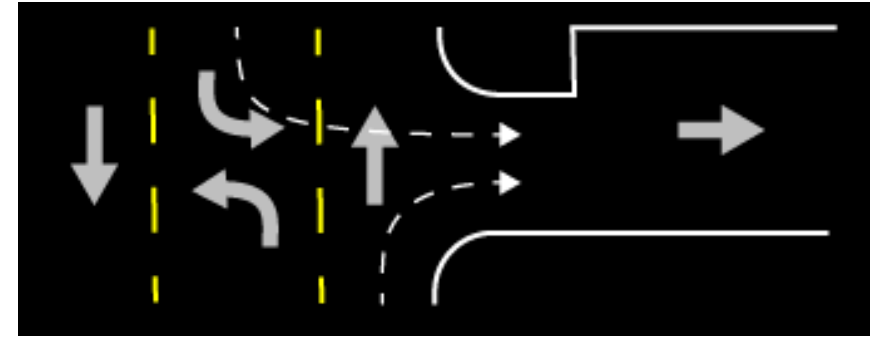
Automotive Recommendations

- Automotive restrictions on West Urbana side streets
 - Oregon changed to right-out only
 - Iowa changed to right-out only



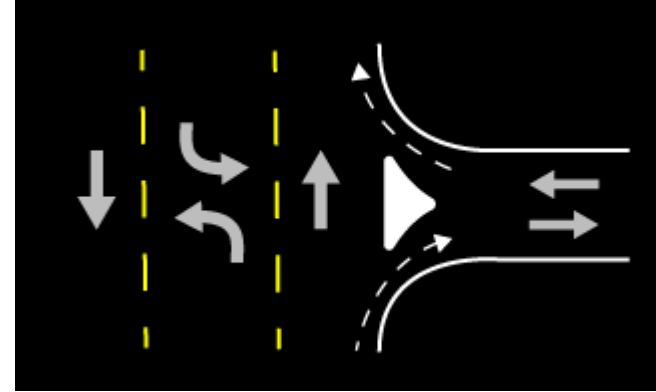
Automotive Recommendations

- Automotive restrictions on West Urbana side streets
 - Indiana changed to eastbound-in only, and Lincoln/Busey block converted to one-way



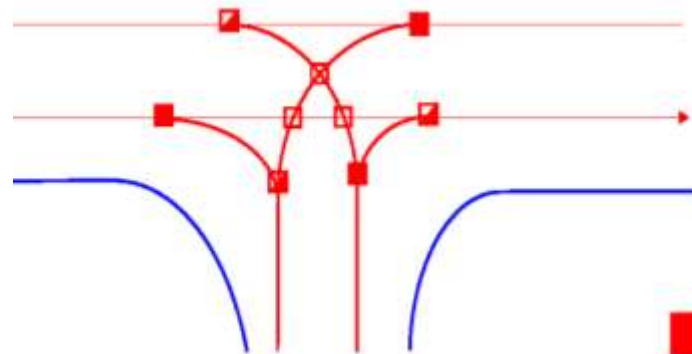
Automotive Recommendations

- Automotive restrictions on West Urbana side streets
 - Conversion of Nevada and Vermont to right-turn-in/right-turn-out



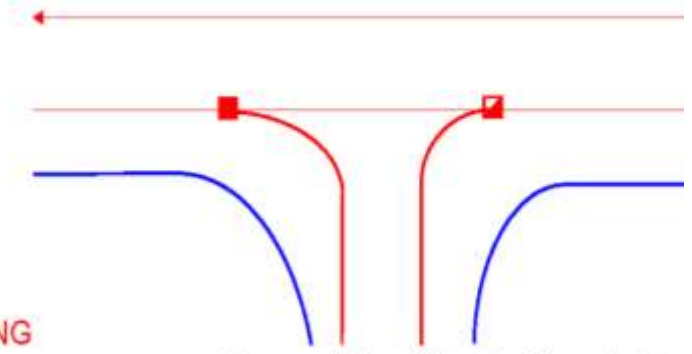
Automotive Recommendations

- Designing for safety - conflict point reduction

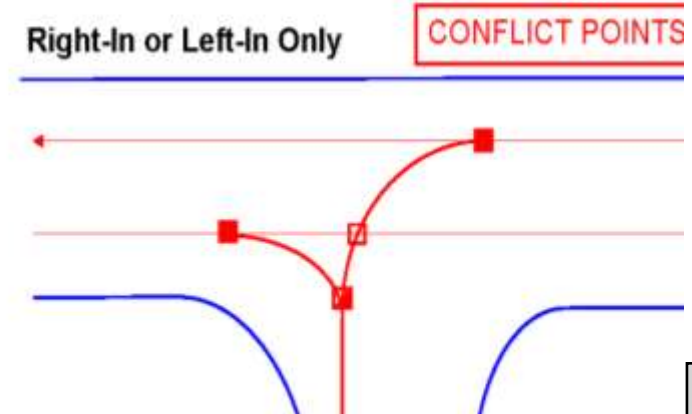
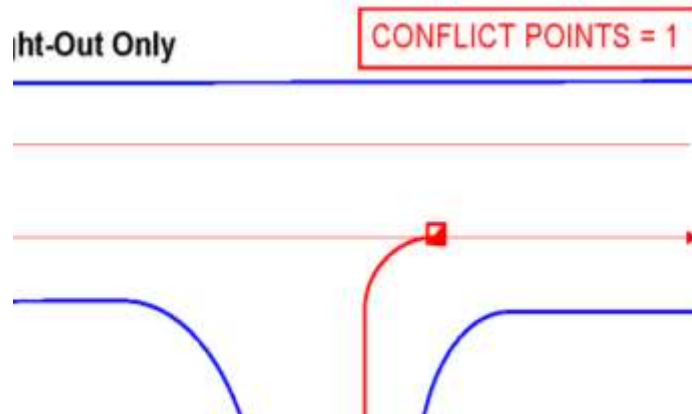


Existing Condition for: California, Oregon (east), Nevada (east), Iowa, Ohio, Indiana, Michigan, Montana, and Delaware
 Proposed Condition for: California, Ohio, Michigan, Delaware

- DIVERGING
- ◻ MERGING
- ◻ CROSSING

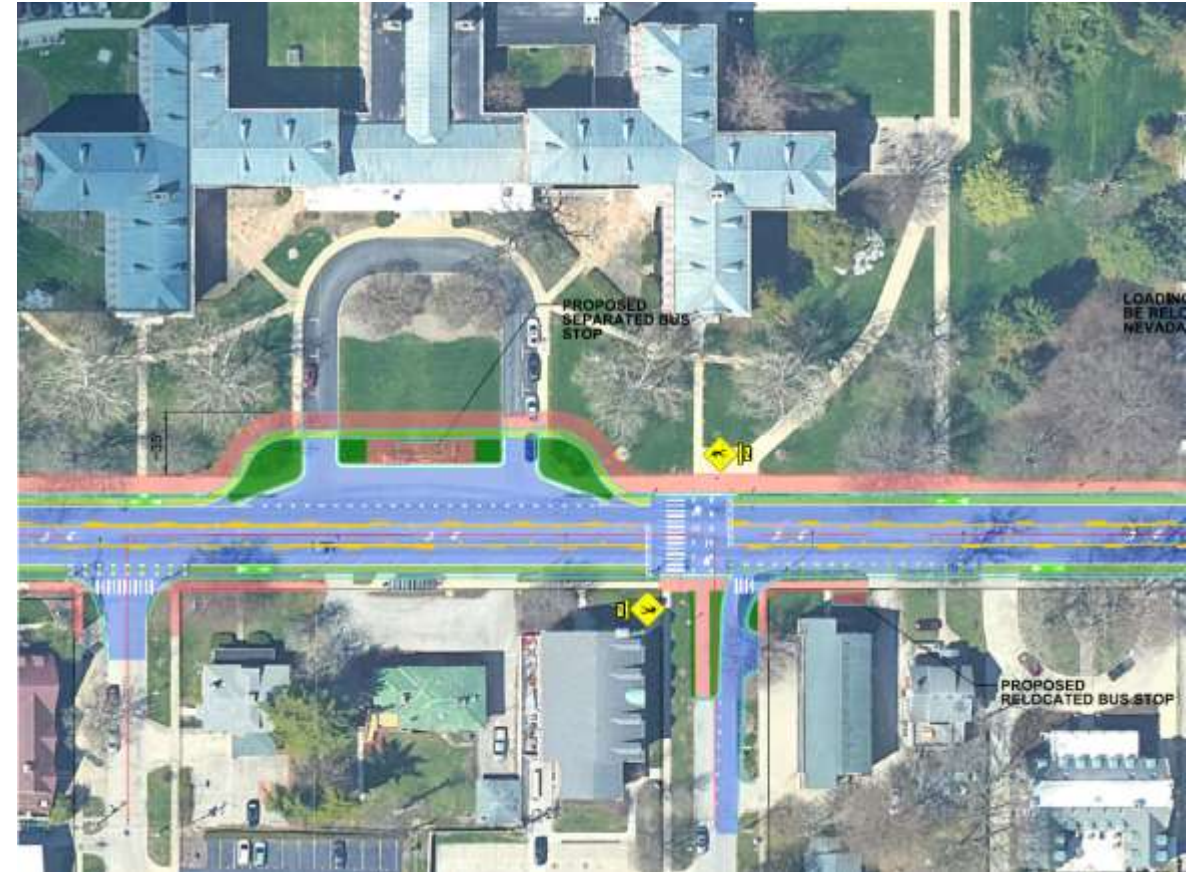


Proposed Condition for: Nevada (east), Vermont



Bus Recommendations

- MTD stops between Iowa and Ohio slightly relocated, to avoid intermodal conflict
 - Southbound stop (at LAR) shifted west, into university ROW (pending agreement)
 - Northbound Iowa stop shifted north of partially-opened Iowa intersection, new shelter dependent on ROW negotiations with property owner



Bus Recommendations

- Northbound Oregon stop shifted north of partially-opened Oregon intersection



Changes from November 2024

- Previous
 - Closure of Oregon, Iowa, and Indiana to vehicles
 - Bike and pedestrian access maintained
- Current
 - All full vehicle closures removed
 - Oregon changed to right-out only
 - Iowa changed to right-out only
 - Indiana changed to eastbound-in only, and Lincoln/Busey block converted to one way



Before



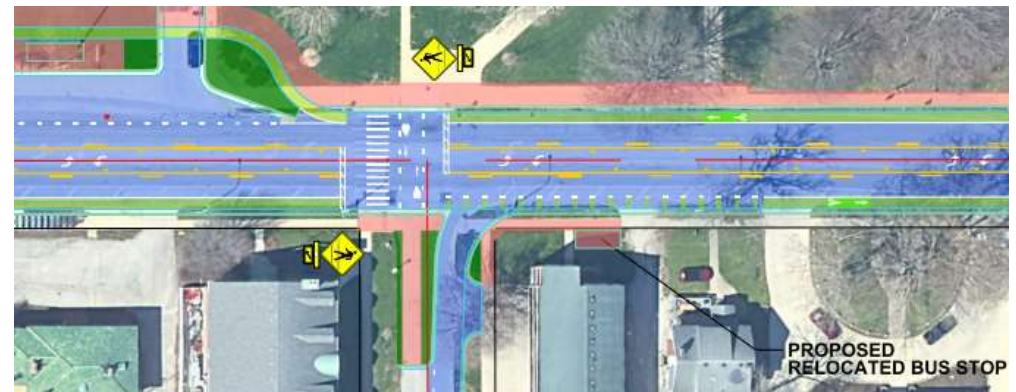
After

Changes from November 2024

- Previous
 - Bus stops at Iowa and Oregon located at closed intersections
- Current
 - Stops shifted north of partially-opened intersections



Before



After

Public Feedback

Overall Feedback Summary

- Phase 1 – Fall 2023
 - 345 survey responses + 317 map comments
- Phase 2 – Spring 2024
 - 192 survey responses + 95 map comments
- Phase 3 – Winter 2024
 - 84 emails, 255 distinct comments
- Phase 4 – Spring 2025
 - 25 emails, 71 distinct comments
- Total
 - 1,058 outreach responses across the four phases

Public Outreach Methods

- Open House (Phases 1 and 2)
- City Council Meeting (Phases 3 and 4)
- Public Notice in News-Gazette (Phases 3 and 4)
- Sending the social media posts, digital flyers, and info blurbs to community partners
 - CCRPC Communications office
 - Champaign-Urbana Mass Transit District
 - City of Urbana
 - PACE Center for Independent Living
 - The West Urbana Neighborhood Association
 - Champaign County Bikes
 - UIUC Facilities Department
 - UIUC Housing Department
 - UIUC Panhellenic and Interfraternity
- Councils
 - Previous LACS Respondents
- Installing yard signs in the public right-of-way along the Lincoln Avenue corridor
- Distributing flyers to businesses or gathering places near the corridor
- Posting on the CUUATS Facebook, Instagram, and Twitter
- Distributing press releases about the outreach to local media
 - Phase 1 Coverage - News-Gazette, WAND, and WCIA
 - Phase 2 Coverage - WCIA
 - Phase 3 Coverage - Illinois Public Media and WCIA
 - Phase 4 Coverage - Daily Illini and News-Gazette

Late 2024 - Public Comment Period

- Public comment on final proposal was open for a month and a half at the end of 2024, via email to RPC staff
- Received 84 emails with 255 individual comments
- Individual comments were coded according to subject matter (i.e. Access Restriction), and then broken down according to the feedback they provided on that issue
 - Opposed
 - Ambivalent
 - Support
 - Concern
 - Suggestion

Late 2024 – Grouped Subject Count

Access Closure	43
Access Closure - Opposed	27
Access Closure - Concern	6
Access Closure - Support	5
Access Closure - Suggestion	3
Access Closure - Ambivalent	2
Pedestrian Infrastructure Recommendations	37
Pedestrian Infrastructure Recommendations - Support	22
Pedestrian Infrastructure Recommendations - Suggestion	7
Pedestrian Infrastructure Recommendations - Ambivalent	5
Pedestrian Infrastructure Recommendations - Concern	3
Cycling Infrastructure Recommendations	32
Cycling Infrastructure Recommendations - Support	16
Cycling Infrastructure Recommendations - Suggestion	5
Cycling Infrastructure Recommendations - Opposed	5
Cycling Infrastructure Recommendations - Ambivalent	4
Cycling Infrastructure Recommendations - Concern	2
General Recommendations	17
General Recommendations - Support	11
General Recommendations - Opposed	3
General Recommendations - Ambivalent	2
General Recommendations - Concern	1

Roadway Realignment	15
Roadway Realignment - Support	8
Roadway Realignment - Ambivalent	3
Roadway Realignment - Concern	2
Roadway Realignment - Opposition	1
Roadway Realignment - Suggestion	1
Right-In-Right-Out	10
Right-In-Right-Out - Suggestion	8
Right-In-Right-Out - Support	1
Right-In-Right-Out - Concern	1
Signal Timing Adjustment	7
Signal Timing Adjustment - Support	3
Signal Timing Adjustment - Ambivalent	2
Signal Timing Adjustment - Suggestion	2
Study Process	8
Study Process - Support	3
Study Process - Opposed	3
Study Process - Ambivalent	1
Study Process - Concern	1
Vehicle Speed - Suggestion	7

Loading Zone Removal	6
Loading Zone Removal - Ambivalent	3
Loading Zone Removal - Opposed	2
Loading Zone Removal - Concern	1
Non-Study Proposal	6
Bus Stop Relocations	4
Bus Stop Relocations - Support	2
Bus Stop Relocations - Opposed	1
Bus Stop Relocations - Suggestion	1
Increased Enforcement - Suggestion	4
Additional Lighting Improvements - Suggestion	3
Infrastructure Costs - Opposed	2
Roadway Resurfacing - Support	2
Commercial Parking Relocation	2
Commercial Parking Relocation - Ambivalent	1
Commercial Parking Relocation - Suggestion	1

Late 2024 - Post-Outreach

- Based on the feedback provided, opposition to road closures was the primary point that needed to be addressed (in some way) before moving forward
- Lochmueller confirmed that garbage trucks and trucks of similar size could navigate the proposed closures
- Urbana Fire Department came forward with fire truck access concerns, which weren't addressed by Lochmueller's garbage truck analysis
- Urbana Public Works determined that, in light of public response and UFD concerns, they were no longer in support of complete closures
- ***This led to the updated recommendations***

2025 - Public Comment Period

- Open from Monday, April 28th, 2025, to Friday, May 30th, 2025, via email to RPC staff
- Received 25 total emails during comment period, containing 71 distinct comments
- Individual sentiments were coded according to subject matter (i.e. Access Restriction), and then broken down according to the feedback they provided on that issue
 - Opposed
 - Ambivalent
 - Support
 - Concern
 - Suggestion

2025 - Grouped Subject Counts

Access Limitation	22
Concern	9
Support	5
Opposed	4
Suggestion	4
Pedestrian Infrastructure Recommendations	13
Suggestion	6
Concern	3
Support	4
Cycling Infrastructure Recommendations	9
Suggestion	4
Support	4
Concern	1
General Recommendations	9
Support	5
Suggestion	2
Concern	1
Opposed	1

Study Process	8
Support	4
Suggestion	2
Concern	1
Opposed	1
Non-Study Proposal	4
Roadway Realignment	2
Opposed	1
Support	1
Commercial Parking Relocation	1
Concern	1
Loading Zone Removal	1
Concern	1
Roadway Resurfacing	1
Support	1
Access Closure	1
Opposed	1

2025 - Feedback Summary

- There is still opposition/concern to access limitations, but less and less strongly articulated opposition than to the previous full-closure recommendation
- Concerns Include
 - Redirected traffic on West Urbana streets
 - Safety for bikes and pedestrians in West Urbana
 - Inconvenience for residents navigating restricted blocks
 - Confusion from variety of restriction types

2025 - Feedback Summary

- Along with access concerns, respondents continued to articulate support for pedestrian and bike improvements, as well as for the study recommendations in general

Next Steps

Next Steps

- Although there are still concerns about access limitations, these were less numerous and less strongly held than for the previous round's full access closures

Next Steps

- In light of the safety and functional benefits from the combined suite of recommendations, we believe that the benefits of the recommended design are worth any tradeoffs

Next Steps

- In light of the safety and functional benefits from the combined suite of recommendations, we believe that the benefits of the recommended design are worth any tradeoffs
 - Safety
 - The project was awarded because Lincoln and Ohio was identified by the state as a priority safety area
 - The corridor has seen two fatalities and six serious injuries since 2013
 - The recommendations have documented safety benefits through the Crash Modification Factor (CMF)

Next Steps

- In light of the safety and functional benefits from the combined suite of recommendations, we believe that the benefits of the recommended design are worth any tradeoffs
 - Function
 - Several stretches of the corridor (at the north and south ends) experience LOS E or F (on a scale from A-F) during the standard work day
 - Traffic is projected to get worse in coming decades
 - Through more consistent and moderated traffic flow, the recommendations are projected to provide and maintain adequate levels of service and traffic flow into the future, even with growth
 - The changes will also encourage non-automotive travel on for

Next Steps

- Many of the concerns can be further addressed or tracked during the design and implementation process, as more detailed work is completed

Next Steps

- The corridor study team seeks the endorsement of the plan from City Council, so that it can be used in future grant applications and other efforts to advance the project towards implementation

Questions? Comments?

More info:

ccrpc.org/lincoln

Lincoln Avenue Corridor Study - Final Proposal

Bike Lanes Along Entirety of Corridor

Road width, striping, and images seen below are not final or technical designs, but are trying to help visualize the described changes

- Southbound right turn/straight lane at Green changed to just right turn lane, so only one lane enters corridor



Green

- Three-lane section for whole corridor
- No right turn lanes on corridor



Illinois

- On-street bike lanes from Green to Florida



Source - ACTA Planning + Design (revised)

- Oregon converted to right-out only



- Crosswalk added with flashing pedestrian signals

Oregon

- Nevada restricted to right turn only



Nevada

- Iowa converted to right-out only



- Mid-block crosswalk with flashing pedestrian signals

Iowa

- Bike lane and sidewalk redirected behind bus stop

- Ohio and Indiana crosswalks removed
- Replaced by mid-block crosswalk with flashing pedestrian signals

- Existing crosswalk at Michigan shifted north, flashing pedestrian signals added

Maryland

- Southbound right turn lane at Florida will remain (exception to rest of corridor)

pedestrian signals

Item F1.

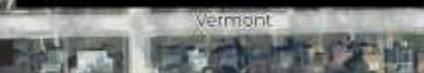
- Existing southbound bus stop shifted west, to allow for bus pull-off
- Existing northbound bus stop moved north of Iowa intersection

- Indiana intersection converted to eastbound turn-in only, and whole block converted to one-way eastbound



- Signal timings on corridor adjusted to best accommodate all of the other changes

- Vermont restricted to right turn only



- Replace northbound through lane at Florida with buffer and bike lanes, so only one lane enters corridor





**CITY OF URBANA
BICYCLE AND PEDESTRIAN ADVISORY
COMMISSION MEETING**

DATE: Tuesday, May 20, 2025
TIME: 7:00 PM
PLACE: 400 South Vine Street, Urbana, IL 61801

MINUTES – UNAPPROVED

Members Present: Annie Adams, Susan Jones, Qiushi Huang, Keenan Portis, Nancy Westcott, Carmen Franks

Others Present: none

Members Absent: Tommy Griscom, Bruce Michelson, Sarthak Prasad

A. Call to Order and Roll Call

Annie Adams called the meeting to order at 7:00 p.m. Roll was taken. A quorum of members was present.

B. Changes to the Agenda

none

C. Approval of Minutes of Previous Meeting

1. March 18, 2025 Meeting Minutes

Carmen Franks motioned to approve the minutes, Susan Jones seconded. Motion approved with a unanimous voice vote.

D. Public Input & Commissioner Communications

Nancy Westcott talked about PACE walking in the marathon. They hope to participate again next year. She also said that PACE is in good condition and very functional.

E. Unfinished Business

1. BPAC Goals & Initiatives 2024-2025

Bruce Michelson organized current topics of the BPAC Goals. A survey of BPAC members was done in October 2023 to prioritize goals. Annie wondered if there was a way to work more closely with the City to help move things forward with BPAC's goals. It was suggested that they try to get a council member to fill one of the BPAC vacancies.

F. Reports of City Officials and Staff and Reports of Committees

Carmen Franks gave the following updates on City projects and committees.

1. Florida Avenue Shared Use Path – Plans are 90% complete and has cleared SHPO review. The work is planned for 2026.
2. Bakers Lane Shared Use Path – The pre-final PS&E packets are being reviewed. The next step is to secure easements. Construction is to begin in early Fall and completed in 2026.
3. CDBG Sidewalk Improvements – The sidewalks were completed in March and the sod will be installed this week.

4. EQL Streetlights FY22 – Construction is underway, to be completed by the middle of this year.
5. EQL FY25 Program – Council approved the program. This includes sidewalks, ramps, streetlights, & some traffic calming devices on Broadway, Kerr, and Cottage Grove.
6. Lincoln Avenue Corridor Study – Final public input phase is happening now and is open until May 30th.
7. Lincoln Avenue Wascher to Killarney – The SS4A grant funding is under review now by USDOT. Public outreach plan & concept plan are underway now. Expected to bid the project for FY28.
8. Traffic Signal Improvements – Planning to update audio devices for pedestrian signals at up to 14 signalized intersections.
9. Sidewalk Improvements FY25 – Getting contractor under contract for about 700 feet of sidewalk replacement in West Urbana.
10. The draft CIP is available on line.
11. IDOT has several grants the City is going to pursue. They include:
 - (1) Local Projects Grant
 - (2) HSIP
 - (3) Safe Routes to School
 - (4) ITEP
12. Update for the SS4A grant is that the City is not pursuing any at this time base on the grant's priorities. This decision was made with the help of a grant consultant.

G. New Business

1. Lincoln Ave Corridor Study Updates (<https://ccrpc.gitlab.io/lincoln-ave/>) [Carmen]

Carmen shared some of RPC's slides on the study, including improvements that were proposed initially. The public input comment period had a lot of opposition to the full access closures by residents and the Fire Department. Because of these concerns Public Works will not support full closures anymore. These full closures that were being discussed were at Oregon, Iowa, & Indiana). Updated recommendations are right-outs, eastbound-in only, & one block converted to one-way. There is also some shifting of bus stops in the study. The more detailed concept plan is on line.

In the final input phase of the study, it will continue to emphasize the need for these changes. The City plans to bring the study back to Council in early July to try to get their approval of recommendations.

Susan Jones motioned for BPAC to endorse their approval of the recommendations to the Lincoln Avenue Corridor Study, Nancy Westcott seconded. Motion approved with a unanimous voice vote.

2. 2025 Illinois Bike & Walk Summit & Lobby Days [Annie]

Annie attended the Illinois Bike & Walk Summit in Springfield. Ride Illinois is interested in reducing bicycle fatalities and making Illinois better through biking. This is the first time that Ride Illinois was able to organize Lobby Days. Annie discussed some of the sections that she attended and the Lobby Day that she attended at the State Capitol.

3. CUUATS Transportation Safety Advisory Meeting: Traffic crash analysis results [Annie]

Annie went over the Crash Data Analysis report from the Safety Advisory meeting. The areas studied were Mahomet, Bondville, Champaign, Urbana, Savoy, & Tolono. In the last 10 years, that have been about 33,000 total crashes with 156 fatalities. They are worried that crash data will be higher this year than past years. Different data in the report referred to the ages & genders of both the bikers & drivers, the time of day, the day of the week, & the month of the year.

There will also be an online map where people can report unsafe areas.

They will conduct a public engagement survey in the future. Different ways for public input to be heard can be at Park District events, social media, & QR code surveys on buses.

H. Announcements

Qiushi Huang said that with MTD moving out of Marketplace Mall, an alternative route east of Market Street is being discussed.

Susan Jones announced that tomorrow (5/21) is the Ride of Silence at 7 p.m. This ride is in honor of cyclists who have been injured or killed.

Keenan Portis announced that the Park District is having their third committee meeting for King Park on May 28th. They will present the draft master plan at Jettie Rhodes Day and will receive feedback at that time.

I. Future Topics

none

I. Adjournment

The meeting adjourned at 8:41 p.m.



City of Urbana
400 S. Vine Street, Urbana, IL 61801
www.urbanainillinois.us

MEMORANDUM TO THE MAYOR AND CITY COUNCIL

Meeting: July 7, 2025 Committee of the Whole
Subject: A Resolution Approving and Authorizing the Execution of a Highway Authority Agreement for 901 W. University Avenue between the University of Illinois Foundation and the City of Urbana

Summary

Action Requested

City Council is being asked to pass the attached resolution to approve and authorize the execution of a highway authority agreement with the University of Illinois Foundation (U of I Foundation) for 901 W. University Avenue, Urbana, Illinois (901 W. University Avenue).

Brief Background

The property at 901 W. University Avenue used to have a leaking underground storage tank (LUST). The LUST has since been removed, but contamination remains in the soil from gasoline that was released. In particular, contaminants above a regulatory threshold (Tier 1 residential remedial objectives) were found in the soil within the Lincoln Avenue right-of-way that is owned by the City of Urbana. No groundwater pollution was found within City right-of-way. The attached Exhibits A and C show the locations of contaminated soil and the area covered by the highway authority agreement, respectively. The attached Exhibit B lists the analytical results of soil sampling.

If construction within the impacted City right-of-way were to include soil excavation, the excavation spoils would typically be disposed of at a landfill that is certified to handle contaminated soil. This translates to marginal increases in construction cost and time to deal with the contaminated soil. The type of soil contamination identified does not generally pose a significant risk of harm to people or the environment when handled properly.

Relationship to City Services and Priorities

Impact on Core Services N/A

Strategic Goals & Plans N/A

Previous Council Actions N/A

Discussion

Additional Background Information

A highway authority agreement is an agreement between a property owner and a highway authority when the subject property has a release of pollution that impacts soil or groundwater within a highway right-of-way. A property owner may use a highway authority agreement as an institutional control when attempting to satisfy the site remediation requirements of the Illinois Environmental Protection Agency (IEPA). Such a property owner typically wants to obtain a determination of “no further remediation” (NFR) from IEPA that releases the owner from further responsibility to clean up the contamination. A highway authority agreement has a standard form and requirements that are established by 35 Illinois Administrative Code 742.1020. The City of Urbana also developed a supplemental highway authority agreement standard form to satisfy the criteria for approval of such an agreement where the City is the “highway authority”, according to Article VII of Chapter 20 of City Code. Therefore, the proposed highway authority agreement includes an IEPA form and a City of Urbana form (supplemental), both of which gets executed by the owner and the City.

Recommendation

City Council is asked to pass the attached resolution to approve and authorize the execution of a highway authority agreement with the U of I Foundation for 901 W. University Avenue.

Next Steps

If the attached resolution is passed, the Mayor will execute the highway authority agreement on behalf of the City. With a fully executed agreement, the U of I Foundation will submit the highway authority agreement to IEPA for review and approval. The Engineering Division will maintain a record of this highway authority agreement and coordinate with activities in the impacted right-of-way, including capital improvements, maintenance activities, and permitted work by others.

Attachments

1. Resolution No. 2025-07-___R: A Resolution Approving and Authorizing the Execution of a Highway Authority Agreement for 901 W. University Avenue between the University of Illinois Foundation and the City of Urbana.
2. Supplemental Highway Authority Agreement for 901 W. University Avenue between the University of Illinois Foundation and the City of Urbana.
3. Highway Authority Agreement (IEPA Format).
4. Exhibit A: Estimated Soil Impact.
5. Exhibit B: Table of Analytical Results.
6. Exhibit C: Proposed Highway Authority Agreement Area.

Originated by: John Zeman, City Engineer

Reviewed: Justin Swinford, Assistant City Engineer
Vince Gustafson, Interim Public Works Director

Approved: Elizabeth Hannan, Interim City Administrator

RESOLUTION NO. 2025-07- R

**A RESOLUTION APPROVING AND AUTHORIZING THE EXECUTION OF
A HIGHWAY AUTHORITY AGREEMENT FOR 901 W. UNIVERSITY AVENUE
BETWEEN THE UNIVERSITY OF ILLINOIS FOUNDATION
AND THE CITY OF URBANA**

WHEREAS, 35 Illinois Administrative Code 742.1020 established highway authority agreements as an institutional control under certain conditions for soil and groundwater contamination, as administered by the Illinois Environmental Protection Agency (IEPA); and

WHEREAS, Article VII, Chapter 20 of Urbana City Code established criteria for approval of highway authority agreements where the City of Urbana is the highway authority; and

WHEREAS, the University of Illinois Foundation (U of I Foundation), as owner of the property at 901 W. University Avenue, Urbana, Illinois (901 W. University Avenue), requested a highway authority agreement with the City of Urbana for contaminated soil in the Lincoln Avenue right-of-way caused by a leaking underground storage tank; and

WHEREAS, the City Engineer recommends approval of the proposed highway authority agreement because the execution and implementation of said agreement will not pose any significant risk of harm to persons or the environment from contaminated soil or groundwater; and

WHEREAS, a highway authority agreement with the U of I Foundation for 901 W. University Avenue has been negotiated on terms acceptable to both parties.

NOW, THEREFORE, BE IT RESOLVED by the City Council, of the City of Urbana, Illinois, that:

Section 1.

The City of Urbana hereby enters into the attached highway authority agreement with the U of I Foundation for 901 W. University Avenue.

Section 2.

The terms of the highway authority agreement are hereby approved.

Section 3.

The Mayor is hereby authorized to take all necessary steps to implement the terms of the highway authority agreement, including the execution of any required documents.

Section 4.

This Resolution shall take effect immediately upon passage.

PASSED BY THE CITY COUNCIL this ____ day of July, 2025.

AYES:

NAYS:

ABSTENTIONS:

Darcy E. Sandefur, City Clerk

APPROVED BY THE MAYOR this ____ day of July, 2025.

DeShawn B. Williams, Mayor

**SUPPLEMENTAL HIGHWAY AUTHORITY AGREEMENT
CITY OF URBANA FORMAT**

After recording return to:

City of Urbana Legal Division
400 S. Vine Street
Urbana, IL 61801

SUPPLEMENTAL AGREEMENT

This Supplemental Agreement (“Supplemental Agreement”) is entered into this _____ day of _____, 2025 by and between University of Illinois Foundation as owner of an underground storage tank (“Owner/Operator”), and the City of Urbana, Illinois (“Highway Authority”), as follows:

1. This Supplemental Agreement is not binding upon the Highway Authority until it is executed by the undersigned representative of the Highway Authority and prior to execution, this Supplemental Agreement constitutes an offer by Owner/Operator.
2. Owner/Operator stipulates:
 - a. Owner/Operator is pursuing a corrective action of a Site and of the right-of-way adjacent to the boundary of the Site located at 901 W. University Avenue, Urbana, Illinois (the “Site”).
 - b. Attached as Exhibit A is a site map that shows the area of estimated contaminant-impacted soil at the time of this Supplemental Agreement in the right-of-way above Tier 1 residential levels under 35 Ill. Admin. Code Part 742. Exhibit A also shows that no contaminated groundwater was encountered in the right-of-way so no map of groundwater contamination is provided. Also attached as Exhibit B is a table that shows the concentration of contaminants of concern consisting of benzene, toluene, ethylbenzene and xylenes,

**SUPPLEMENTAL HIGHWAY AUTHORITY AGREEMENT
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hereinafter “Contaminants,” in the soil within the area described in Exhibit A and that shows the applicable Tier 1 soil remediation objectives for residential property and Tier 1 objectives for groundwater of the Illinois Pollution Control Board that are exceeded. The right-of-way, and only the right-of-way, as described in Exhibit C, hereinafter the “Right-of-Way,” adjacent to the Site is subject to this Supplemental Agreement. As the drawings in the Exhibits are not plats, the boundary of the Right-of-Way in the Exhibits may be an approximation of the actual Right-of-Way lines. In the event that either the Highway Authority or Owner/Operator determines that the area of estimated contaminant impacted soil has expanded or materially changed, the Parties shall amend Exhibit A of this Agreement to reflect the estimated contaminant impacted soil. Also, in the event the Highway Authority expands the right-of-way by acquiring all or part of the Site property or a property adjacent to the Site property which is or may be contaminated, the Parties shall amend Exhibits A, B, and C of this Agreement to reflect the estimated contaminant impacted soil and describe and depict the right-of-ways.

c. The Illinois Emergency Management Agency has assigned incident number 20080722 to this release at the Site.

d. Owner/Operator intends to request risk-based, site specific soil remediation objectives from Illinois Environmental Protection Agency (“IEPA”) under 35 Ill. Admin. Code Part 742.

e. Pursuant to 35 Ill. Admin. Code Part 742 and its subparts, use of risk-based, site-specific remediation objectives in the Right-of-Way may require the use of a Highway Authority Agreement as defined in 35 Ill. Admin. Code Section 742.1020.

3. The Highway Authority stipulates:

**SUPPLEMENTAL HIGHWAY AUTHORITY AGREEMENT
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The Highway Authority holds a fee simple interest or a dedication for highway purposes in the Right-of-Way, or the Right-of-Way is a platted street, and the Highway Authority has jurisdiction of the Right-of-Way. As such, the Highway Authority exercises sole control over the use of groundwater beneath the Right-of-Way and over access to the soil beneath the Right-of-Way because a permit is required for said access.

4. The parties stipulate that:

a. They have agreed to enter into a Highway Authority Agreement regarding the Right-of-Way in the form attached, and this Supplemental Agreement is intended to supplement the parties' rights and obligations provided for in the Highway Authority Agreement.

b. This Supplemental Agreement shall be null and void should the IEPA not approve the Highway Authority Agreement or should the Highway Authority Agreement not be referenced in the "No Further Remediation" letter for incident number 20080722.

5. Except for ordinary routine maintenance consistent with that performed by the Highway Authority on other Highway Authority highways, the Highway Authority does not agree to perform maintenance of the Right-of-Way, nor does it agree that the Right-of-Way will always remain a Highway Authority highway or that it will maintain the Right-of-Way as an engineered barrier. If the "No Further Remediation" letter dictates extraordinary maintenance of the Right-of-Way, the Owner/Operator shall pay the extraordinary costs of said maintenance.

6. Provided that the Highway Authority notifies Owner/Operator within sixty (60) working days of receiving a claim, and further provides Owner/Operator with an opportunity to defend said

**SUPPLEMENTAL HIGHWAY AUTHORITY AGREEMENT
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claim, the Owner/Operator agrees to indemnify and hold harmless the Highway Authority, and other highway authorities, if any, maintaining the highway Right-of-Way by an agreement with the Highway Authority, and the Highway Authority's agents, contractors or employees for all obligations asserted against or costs incurred by them, including attorney's fees and court costs, associated with the release of Contaminants from the Site by the Owner/Operator.

7. As an additional consideration, Owner/Operator agrees to reimburse the Highway Authority for the reasonable costs it may incur in protecting human health and the environment, including, but not limited to, identifying, investigating, handling, storing and disposing of contaminated soil and groundwater in the Right-of-Way as a result of the release of Contaminants at this Site by the Owner/Operator.
8. This Supplemental Agreement shall be binding upon all successors in interest to the Owner/Operator and to the Highway Authority. A successor in interest of the Highway Authority would include a highway authority to which the Highway Authority would transfer jurisdiction of the highway.
9. This Supplemental Agreement shall continue in effect from the date of this Supplemental Agreement until the Right-of-Way is demonstrated to be suitable for unrestricted use and there is no longer a need for a Highway Authority Agreement for incident number 20080722 and the IEPA has, upon written request to the IEPA by the Owner/Operator and notice to the Highway Authority, amended the notice in the chain of title of the Site to reflect unencumbered future use of that highway Right-of-Way.
10. This Supplemental Agreement is in settlement of claims the Highway Authority may have arising from the release of Contaminants into the Right-of-Way associated with incident number 20080722.

**SUPPLEMENTAL HIGHWAY AUTHORITY AGREEMENT
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11. The Highway Authority Agreement and this Supplemental Agreement do not limit the Highway Authority's ability to manage, construct, reconstruct, improve, repair, expand, maintain and operate (collectively "Work") a highway upon its property, or to construct, maintain and operate subsurface utility mains, pipes and structures, including, but not limited to, such structures necessary for water and sewer systems and utilities and storm water drainage systems, or to allow others to use the highway Right-of-Way by permit. To the extent necessary for its Work, the Highway Authority reserves the right and the right of those using its property under permit to remove contaminated soil and/or groundwater above Tier 1 residential remediation objectives from its Right-of-Way and to dispose of them as they deem appropriate not inconsistent with applicable environmental regulations so as to avoid causing a further release of the Contaminants and to protect human health and the environment.

Prior to taking any such action, the Highway Authority will first give Owner/Operator no less than sixty (60) working days' written notice prior to a letting for Work, unless there is an immediate threat to the health or safety of any individual or to the public, that it intends to perform Work in the Right-of-Way which may involve removing and disposing of contaminated soil or groundwater to the extent necessary for its Work. During this period, which may be extended by agreement of the parties, the Highway Authority and Owner/Operator will engage in a good-faith, collaborative process to arrive at a consensus approach to managing the impacted soil or groundwater in the Right-of-Way in an attempt to reconcile Owner/Operator's preference for performing as much of this work as possible with the Highway Authority's engineering and other constraints in doing so. Work performed by Owner/Operator would be performed under a permit from the Highway Authority. The final decision for management will be in the discretion of the Highway Authority.

**SUPPLEMENTAL HIGHWAY AUTHORITY AGREEMENT
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Failure to give notice is not a violation of this Supplemental Agreement. The removal and disposal shall be based upon the site investigation (which may be modified by field conditions during excavation), which Owner/Operator may review or may perform at no cost to the Highway Authority, if requested to do so by the Highway Authority. If practicable, as determined by the Highway Authority, the Highway Authority may request Owner/Operator to remove and dispose of the contaminated soil or groundwater necessary for the Highway Authority's work in advance of that work.

The Owner/Operator shall reimburse the reasonable costs incurred by the Highway Authority to perform a site investigation of the Right-of-Way, to monitor the removal, to transport and dispose of any Contaminant-impacted soil or groundwater from the Right-of-Way, and to administer and enforce this Agreement; provided, however, that if Owner/Operator has not been given notice and an opportunity to engage in the consensus process allowing it to perform that investigation and that disposal within the process described in the preceding paragraphs and there was no immediate threat to health or safety, reimbursement shall be limited to actual costs not to exceed \$10,000.00. There is a rebuttable presumption that the Contaminants (benzene, toluene, ethylbenzene and xylenes) found in the highway Right-of- Way arose from the release of Contaminants from the Site. Should Owner/Operator not reimburse the reasonable costs under the conditions set forth herein, the Highway Authority Agreement and this Supplemental Agreement shall be null and void, at the Highway Authority's option, upon written notice to Owner/Operator by the Highway Authority that those costs have not been reimbursed. Owner/Operator may cure that problem within forty-five (45) working days by making payment, or may seek to enjoin that result.

12. Written notice required by this Supplemental Agreement shall be mailed to the following: if to

**SUPPLEMENTAL HIGHWAY AUTHORITY AGREEMENT
CITY OF URBANA FORMAT**

Owner/Operator: University of Illinois Foundation, 303 St. Mary's Rd., MC-386, Champaign, IL 61820, and if to Highway Authority: City of Urbana Director of Public Works, 706 South Glover Avenue, Urbana, IL 61802. Notices shall be deemed effective if given as follows:

- a. If notice is given by First Class Mail, such notice shall be deemed effective on the fourth (4) day after placement with the United States Postal Service if placed in an envelope bearing the intended recipient's proper address and proper postage pre-paid by the sender.
- b. If Notice is given by personal delivery, such notice shall be deemed effective on the day of delivery unless delivery is made after 4:00 p.m. Central Time in which case the notice shall be deemed effective on the following business day.
- c. If is given by overnight courier service, notice shall be deemed effective on the day of delivery unless delivery is made after 4:00 p.m. Central Time in which case the notice shall be deemed effective on the following business day.

13. Provided that the Highway Authority provides Owner/Operator with notice within sixty (60) working days of receiving a claim related to the presence of contaminants of concern, and further provides Owner/Operator with an opportunity to defend said claim, Owner/Operator hereby releases the Highway Authority from liability for breach of the Highway Authority Agreement by others under permit and indemnifies the Highway Authority against claims that may arise from others under permit causing a breach of the Highway Authority Agreement. Owner/Operator also agrees that its personnel, if any, at the Site who are aware of the Highway Authority Agreement will notify anyone they know is excavating in the Right-of-Way about the Highway Authority Agreement.

14. If either Party defaults on any term, condition or covenant contained in this Agreement (hereinafter, the "Defaulting Party"), then the other Party (hereinafter, the "Non-Defaulting

**SUPPLEMENTAL HIGHWAY AUTHORITY AGREEMENT
CITY OF URBANA FORMAT**

Party”) has the right to give the Defaulting Party written notice of such default. The notice of default shall provide (i) the nature of the default; (ii) the term, condition or covenant believed to be in default; and (iii) a reasonable date for curing the default. The Defaulting Party, within five (5) business days of receipt of the notice of default shall respond to the said notice by (i) advising that the default has been cured; (ii) stating that the default cannot be cured by the date contained in the notice and, in which case, the Defaulting Party shall provide a reasonable date by which the default will be cured; or (iii) providing clear evidence that no such default has occurred. If the Parties cannot agree on a date by which the default must be cured or whether there was in fact a default, either Party may seek an interpretation, enforcement or rescission of this Agreement by filing a lawsuit in the Circuit Court for the Sixth Judicial Circuit, Champaign County, Illinois.

15. The Highway Authority Agreement and this Supplemental Agreement are entered into by the Highway Authority in recognition of laws passed by the General Assembly and regulations adopted by the Pollution Control Board that encourage a tiered-approach to remediating environmental contamination. The Highway Authority Agreement and this Supplemental Agreement are entered into by the Highway Authority in the spirit of those laws and under its rights and obligations as property owner. Should any provisions of the Highway Authority Agreement or this Supplemental Agreement be struck down as beyond the authority of the Highway Authority, this Supplemental Agreement shall be null and void.

**SUPPLEMENTAL HIGHWAY AUTHORITY AGREEMENT
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IN WITNESS WHEREOF, the Highway Authority has caused this Supplemental Agreement to be signed by its _____, a duly authorized representative, and be binding upon it, its successors and assigns.

[Highway Authority]

BY: _____

DATE: _____

(Printed) _____

Its: _____

IN WITNESS WHEREOF, Owner/Operator, University of Illinois Foundation, has caused this Agreement to be signed by its duly authorized representative, and be binding upon it, its successors and assigns.

BY: _____

DATE: _____

(Printed) Michelle Bolger

Its: _____

HIGHWAY AUTHORITY AGREEMENT - IEPA FORMAT

Item F2.

This Highway Authority Agreement is substantially in the form and format of the current Illinois Environmental Protection Agency approved highway authority agreement form, as amended.

This Agreement is entered into this _____ day of _____, 20 ____ pursuant to 35 Ill. Adm. Code 742.1020 by and between the (1) University of Illinois Foundation ("Owner/Operator") and (2) the City of Urbana, Illinois ("Highway Authority"), collectively known as the "Parties."

WHEREAS, the University of Illinois Foundation is the owner or operator of a leaking underground storage tanks presently or formerly located at 901 W University Avenue, Urbana, Illinois ("the Site");

WHEREAS, as a result of one or more releases of contaminants from the above referenced UST ("the Release(s)"), soil contamination at the Site exceeds the Tier 1 residential remediation objectives of 35 Ill. Adm. Code 742.

WHEREAS, the soil contamination exceeding Tier 1 residential remediation objectives extends or may extend into the Highway Authority's right-of-way;

WHEREAS, the Owner/Operator is conducting corrective action in response to the Release(s);

WHEREAS, the Parties desire to prevent groundwater beneath the Highway Authority's right-of-way that exceeds Tier 1 remediation objectives from use as a supply of potable or domestic water and to limit access to soil within the right-of-way that exceeds Tier 1 residential remediation objectives so that human health and the environment are protected during and after any access;

NOW, THEREFORE, the Parties agree as follows:

1. The recitals set forth above are incorporated by reference as if fully set forth herein.
2. The Illinois Emergency Management Agency has assigned incident number 20080722 to the Release(s).
3. Attached as Exhibit A is a scaled map prepared by the Owner/Operator that shows the Site and surrounding area and delineates the current and estimated future extent of soil contamination above the applicable Tier 1 residential remediation objectives as a result of the Release(s). Groundwater was not contaminated above the applicable Tier 1 residential remediation objectives.
4. Attached as Exhibit B is a table prepared by the Owner/Operator that lists each contaminant of concern that exceeds its Tier 1 residential remediation objective, its Tier 1 residential remediation objective and its concentrations within the zone where Tier 1 residential remediation objectives are exceeded. The contaminants of concern originating from the site include benzene, toluene, ethylbenzene and xylene. Methyl tert-butyl ether (MTBE) is also migrating onto and off of the site. The locations of the concentrations listed in the table are identified on the map in Exhibit A.
5. Attached as Exhibit C is a scaled map prepared by the Owner/Operator showing the area of the Highway Authority's right-of-way that is governed by this agreement ("Right-of-Way"). Because Exhibit C is not a surveyed plat, the Right-of-Way boundary may be an approximation of the actual Right-of-Way lines.
6. The Highway Authority stipulates it has jurisdiction over the Right-of-Way that gives it sole

This Highway Authority Agreement is substantially in the form and format of the current Illinois Environmental Protection Agency approved highway authority agreement form, as amended.

control over the use of the groundwater and access to the soil located within or beneath the Right-of-Way.

7. The Highway Authority agrees to prohibit within the Right-of-Way all potable and domestic uses of groundwater exceeding Tier 1 residential remediation objectives.
8. The Highway Authority further agrees to limit access by itself and others to soil within the Right-of-Way exceeding Tier 1 residential remediation objectives. Access shall be allowed only if human health (including worker safety) and the environment are protected during and after any access. The Highway Authority may construct, reconstruct, improve, repair, maintain and operate a highway upon the Right-of-Way, or allow others to do the same by permit. In addition, the Highway Authority and others using or working in the Right-of-Way under permit have the right to remove soil or groundwater from the Right-of-Way and dispose of the same in accordance with applicable environmental laws and regulations. The Highway Authority agrees to issue all permits for work in the Right-of-Way, and make all existing permits for work in the Right-of-Way, subject to the following or a substantially similar condition:

As a condition of this permit the permittee shall request the office issuing this permit to identify sites in the Right-of-Way where a Highway Authority Agreement governs access to soil that exceeds the Tier 1 residential remediation objectives of 35 Ill. Adm. Code 742. The permittee shall take all measures necessary to protect human health (including worker safety) and the environment during and after any access to such soil.

9. This agreement shall be referenced in the Agency's no further remediation determination issued for the Release(s).
10. The Agency shall be notified of any transfer of jurisdiction over the Right-of-Way at least 30 days prior to the date the transfer takes effect. This agreement shall be null and void upon the transfer unless the transferee agrees to be bound by this agreement as if the transferee were an original party to this agreement. The transferee's agreement to be bound by the terms of this agreement shall be memorialized at the time of transfer in a writing ("Rider") that references this Highway Authority Agreement and is signed by the Highway Authority, or subsequent transferor, and the transferee.
11. This agreement shall become effective on the date the Agency issues a no further remediation determination for the Release(s). It shall remain effective until the Right-of-Way is demonstrated to be suitable for unrestricted use and the Agency issues a new no further remediation determination to reflect there is no longer a need for this agreement, or until the agreement is otherwise terminated or voided.
12. In addition to any other remedies that may be available, the Agency may bring suit to enforce the terms of this agreement or may, in its sole discretion, declare this agreement null and void if any of the Parties or any transferee violates any term of this agreement. The Parties or transferee shall be notified in writing of any such declaration.
13. This agreement shall be null and void if a court of competent jurisdiction strikes down any part or provision of the agreement.
14. This agreement supersedes any prior written or oral agreements or understandings between the

HIGHWAY AUTHORITY AGREEMENT - IEPA FORMAT

Item F2.

This Highway Authority Agreement is substantially in the form and format of the current Illinois Environmental Protection Agency approved highway authority agreement form, as amended.

Parties on the subject matter addressed herein. It may be altered, modified or amended only upon the written consent and agreement of the Parties.

- 15. Any notices or other correspondence regarding this agreement shall be sent to the Parties at following addresses:

Manager, Division of Remediation Management
Bureau of Land
Illinois Environmental Protection Agency
P.O. Box 19276
Springfield, Illinois 62974-9276

Owner/Operator

University of Illinois Foundation
Harker Hall,
1305 W. Green Street
Urbana, Illinois 61801

Highway Authority

City of Urbana, Illinois
706 South Glover Avenue
Urbana, Illinois 61802

(Director of Public Works)

IN WITNESS WHEREOF, the Parties have caused this agreement to be signed by their duly authorized representatives.

CITY OF URBANA ILLINOIS

Date: _____

By: _____

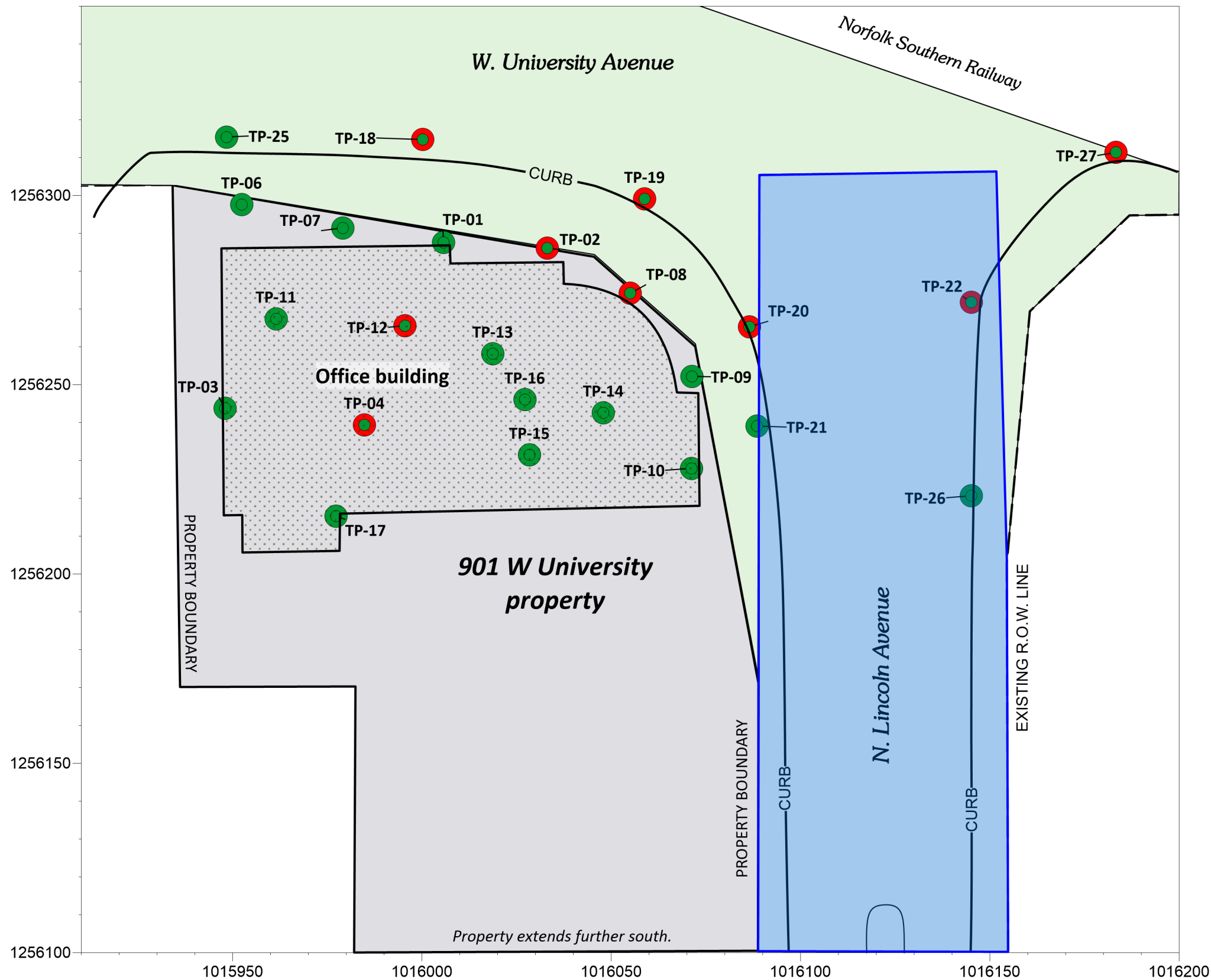
Its: _____

UNIVERSITY OF ILLINOIS FOUNDATION

Date: _____

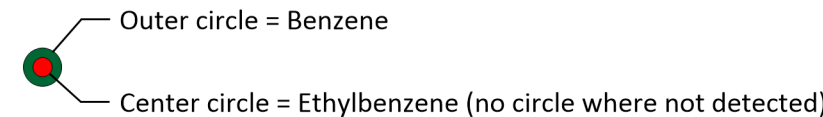
By: _____

Title: _____



Key to Symbols

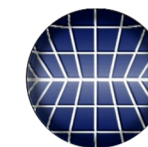
- Parameter below Tier 1 residential corrective action objectives.
- Parameter above Tier 1 corrective action objectives.



- City of Urbana right-of-way; see Note 3 below.
- IDOT right-of-way; see Note 3 below.
- 901 W University Property (The property extends beyond southern border of this map.)

NOTES

- Groundwater flow direction interpreted from ground topography shown on USGS digital quadrangles. Groundwater wells did not produce sufficient water to measure groundwater gradient.
- All coordinates in State Plane East 1983 - Illinois East (US Survey feet). Coordinates as shown.
- Base map from Illinois Department of Transportation Right-of-Way Plat (2017) prepared by Bacon Farmer Workman, Job #R-95-061-17, Contract 70B53, and Site grading Plan - Lincoln and University Site Plan (2008), Design Drawings, Farnsworth Group, Champaign, IL.
- IDOT right-of-way boundaries from a drawing provided by the City of Urbana in 2003. Their source data included plans for the intersection improvements made in the 1960's and discussion with the IDOT District 5 Right-of-way Plats and Plans engineer. Boundaries may have changed.



Xenon Geosciences, Inc.
 geology & geophysics
 52 W. Broadway Street
 Danville, IN 46122
 (317) 745-0002

Created by Xenon Geosciences Inc.
 Created 2019-05-16
 Xenon Project 15.10

HIGHWAY AUTHORITY AGREEMENT APPLICATION
 University of Illinois Foundation
 901 West University Avenue, Urbana, Illinois 61801
 IEMA: 2008 0722
 IEPA LPC: 019 105 9057

Exhibit A: Estimated Soil Impact



EXHIBIT B
Table of Analytical Results

Item F2.

Sample ID	Lab ID	Client Project	Collected Date	Matrix	Units	Benzene	Toluene	Ethylbenzene	Xylene (Total)	Methyl-tert-butyl ether	TYPE
TP-01 08-10	5013824003	1-08-135	04/09/2008 10:50	Solid	mg/kg	0.129	0.0132	0.113	0.304	0.386	Delineation
TP-01 16-18	5013824004	1-08-135	04/09/2008 11:10	Solid	mg/kg	0.0029	<0.0056	<0.0056	<0.0112	0.0091	Delineation
TP-02 06-08	5013824001	1-08-135	04/09/2008 09:45	Solid	mg/kg	8.04	1.72	3.45	4.99	3.39	Delineation
TP-02 18-20	5013824002	1-08-135	04/09/2008 10:00	Solid	mg/kg	<0.0011	<0.0056	<0.0056	<0.0111	<0.0045	Delineation
TP-03 06-08	5013824005	1-08-135	04/09/2008 11:40	Solid	mg/kg	<0.0012	<0.006	<0.006	<0.0121	<0.0048	Delineation
TP-04 06-08	5013824006	1-08-135	04/09/2008 13:00	Solid	mg/kg	0.411	<0.166	0.403	0.85	<0.133	Delineation
TP-04 18-20	5013824007	1-08-135	04/09/2008 13:25	Solid	mg/kg	<0.0011	<0.0055	<0.0055	<0.0111	<0.0044	Delineation
TP-05 08-10	5013824008	1-08-135	04/09/2008 14:15	Solid	mg/kg	<0.0012	<0.0058	<0.0058	<0.0115	<0.0046	Delineation
TP-06 02-04	5014223001	1-08-135	04/22/2008 09:30	Solid	mg/kg	<0.0012	<0.0061	<0.0061	<0.0122	<0.0049	Delineation
TP-06 06-08	5014223002	1-08-135	04/22/2008 09:50	Solid	mg/kg	<0.0012	<0.006	<0.006	<0.0119	<0.0048	Delineation
TP-06 10-12	5014223003	1-08-135	04/22/2008 10:10	Solid	mg/kg	<0.0011	<0.0056	<0.0056	<0.0113	<0.0045	Delineation
TP-07 04-06	5014223004	1-08-135	04/22/2008 10:50	Solid	mg/kg	<0.0012	<0.0059	<0.0059	<0.0118	<0.0047	Delineation
TP-07 08-10	5014223005	1-08-135	04/22/2008 10:00	Solid	mg/kg	<0.0012	<0.0059	<0.0059	<0.0117	<0.0047	Delineation
TP-07 16-18	5014223006	1-08-135	04/22/2008 11:15	Solid	mg/kg	<0.0011	<0.0056	<0.0056	<0.0112	<0.0045	Delineation
TP-08 06-08	5014223007	1-08-135	04/22/2008 11:40	Solid	mg/kg	<0.0013	<0.0065	<0.0065	<0.013	<0.0052	Delineation
TP-08 08-10	5014223008	1-08-135	04/22/2008 11:50	Solid	mg/kg	0.622	<0.307	0.821	1.66	0.284	Delineation
TP-08 10-12	5014223009	1-08-135	04/22/2008 12:00	Solid	mg/kg	<0.0012	<0.0058	<0.0058	<0.0115	<0.0046	Delineation
TP-09 04-06	5014223010	1-08-135	04/22/2008 12:45	Solid	mg/kg	<0.0012	<0.0059	<0.0059	<0.0118	<0.0047	Delineation
TP-09 06-08	5014223011	1-08-135	04/22/2008 12:55	Solid	mg/kg	0.0762	<0.144	.0458J	.156J	<0.115	Delineation
TP-09 10-12	5014223012	1-08-135	04/22/2008 13:05	Solid	mg/kg	<0.0012	<0.0058	<0.0058	<0.0115	<0.0046	Delineation
TP-10 02-04	5014223013	1-08-135	04/22/2008 13:25	Solid	mg/kg	<0.0013	<0.0063	<0.0063	<0.0126	<0.0051	Delineation
TP-10 04-06	5014223014	1-08-135	04/22/2008 13:35	Solid	mg/kg	<0.0012	<0.0062	<0.0062	<0.0123	<0.0049	Delineation
TP-10 06-08	5014223015	1-08-135	04/22/2008 13:45	Solid	mg/kg	<0.0011	<0.0057	<0.0057	<0.0115	<0.0046	Delineation
TP-11 04-06	5014223016	1-08-135	04/22/2008 14:20	Solid	mg/kg	<0.0013	<0.0063	<0.0063	<0.0126	<0.005	Delineation
TP-11 06-08	5014223017	1-08-135	04/22/2008 14:30	Solid	mg/kg	<0.0012	<0.006	<0.006	<0.0121	<0.0048	Delineation
TP-11 12-14	5014223018	1-08-135	04/22/2008 14:40	Solid	mg/kg	<0.0011	<0.0056	<0.0056	<0.0112	<0.0045	Delineation
TP-12 04-06	5014223019	1-08-135	04/22/2008 15:05	Solid	mg/kg	0.0027	<0.0063	<0.0063	<0.0125	<0.005	Delineation
TP-12 06-08	5014223020	1-08-135	04/22/2008 15:15	Solid	mg/kg	0.296	.194J	1.14	2.91	<0.245	Delineation
TP-12 10-12	5014223021	1-08-135	04/22/2008 15:25	Solid	mg/kg	<0.0011	<0.0057	<0.0057	<0.0114	<0.0046	Delineation
TP-13 04-06	5014223022	1-08-135	04/23/2008 08:30	Solid	mg/kg	<0.0013	<0.0064	<0.0064	<0.0129	<0.0051	Delineation
TP-13 06-08	5014223023	1-08-135	04/23/2008 08:35	Solid	mg/kg	<0.0012	<0.0062	<0.0062	<0.0124	<0.005	Delineation
TP-13 10-12	5014223024	1-08-135	04/23/2008 08:50	Solid	mg/kg	<0.0012	<0.0058	<0.0058	<0.0115	<0.0046	Delineation
TP-14 04-06	5014223025	1-08-135	04/23/2008 09:30	Solid	mg/kg	<0.0012	<0.0061	<0.0061	<0.0123	<0.0049	Delineation
TP-14 06-08	5014223026	1-08-135	04/23/2008 09:35	Solid	mg/kg	0.0834	<0.151	.107J	.173J	<0.121	Delineation
TP-14 10-12	5014223027	1-08-135	04/23/2008 09:45	Solid	mg/kg	<0.0011	<0.0057	<0.0057	<0.0114	<0.0046	Delineation
TP-15 04-06	5014223028	1-08-135	04/23/2008 10:15	Solid	mg/kg	<0.0012	<0.0062	<0.0062	<0.0123	<0.0049	Delineation
TP-15 06-08	5014223029	1-08-135	04/23/2008 10:20	Solid	mg/kg	<0.0012	<0.0062	<0.0062	<0.0125	<0.005	Delineation
TP-15 12-14	5014223030	1-08-135	04/23/2008 10:30	Solid	mg/kg	<0.0011	<0.0055	<0.0055	<0.011	<0.0044	Delineation
TP-16 04-06	5014223031	1-08-135	04/23/2008 10:40	Solid	mg/kg	<0.0012	<0.0062	<0.0062	<0.0124	<0.005	Delineation
TP-16 06-08	5014223032	1-08-135	04/23/2008 10:45	Solid	mg/kg	<0.0012	<0.0061	<0.0061	<0.0121	<0.0048	Delineation
TP-17 04-06	5014223033	1-08-135	04/23/2008 11:20	Solid	mg/kg	<0.0013	<0.0064	<0.0064	<0.0129	<0.0051	Delineation
TP-17 06-08	5014223034	1-08-135	04/23/2008 11:30	Solid	mg/kg	<0.0012	<0.0062	<0.0062	<0.0124	<0.005	Delineation
TP-17 10-12	5014223035	1-08-135	04/23/2008 11:45	Solid	mg/kg	<0.0011	<0.0056	<0.0056	<0.0112	<0.0045	Delineation
TP-18 02-04	5020043001	1-08-135	10/20/2008 10:30	Solid	mg/kg	<0.00066	<0.0033	<0.0033	<0.0066	<0.0026	Delineation
TP-18 04-06	5020043002	1-08-135	10/20/2008 10:40	Solid	mg/kg	8.33	4.7	13.2	18.2	2.35	Delineation
TP-18 08-10	5020043003	1-08-135	10/20/2008 10:50	Solid	mg/kg	0.003	0.0103	0.0336	0.055	0.108	Delineation
TP-19 02-04	5020043004	1-08-135	10/20/2008 11:45	Solid	mg/kg	<0.00093	<0.0047	<0.0047	<0.0093	<0.0037	Delineation
TP-19 08-10	5020043005	1-08-135	10/20/2008 12:00	Solid	mg/kg	1.55	0.855	9.98	15	1.9	Delineation
TP-19 18-20	5020043006	1-08-135	10/20/2008 12:30	Solid	mg/kg	<0.00098	<0.0049	<0.0049	<0.0098	<0.0039	Delineation

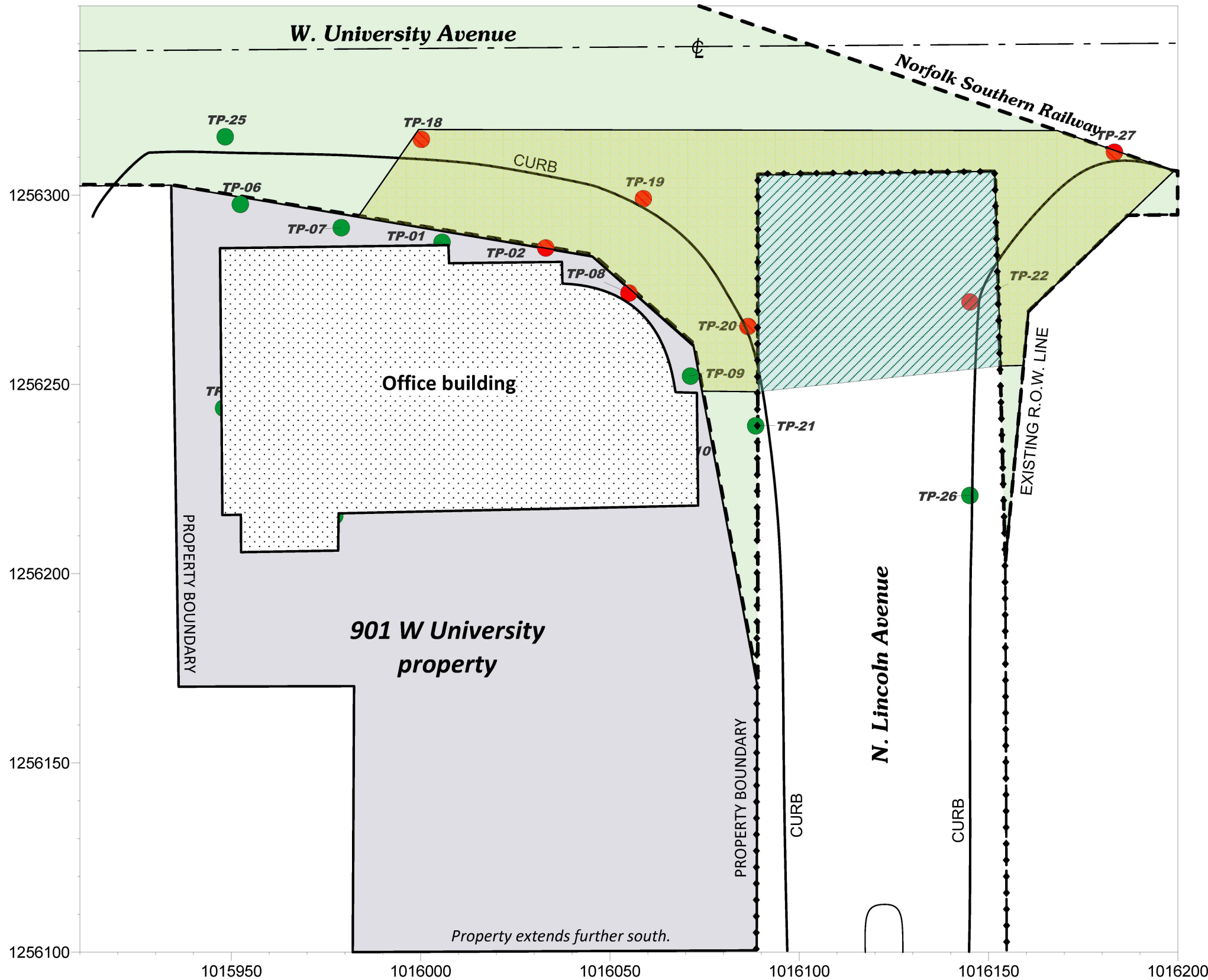
Xenon Geosciences, Inc.

EXHIBIT B
Table of Analytical Results (continued)

Item F2.

Sample ID	Lab ID	Client Project	Collected Date	Matrix	Units	Benzene	Toluene	Ethylbenzene	Xylene (Total)	Methyl-tert-butyl ether	TYPE
TP-20 04-06	5020043007	1-08-135	10/20/2008 14:00	Solid	mg/kg	<0.00098	<0.0049	<0.0049	<0.0098	<0.0039	Delineation
TP-20 06-08	5020043008	1-08-135	10/20/2008 14:15	Solid	mg/kg	2.63	.014J	2.27	2.75	.0158J	Delineation
TP-20 12-14	5020043009	1-08-135	10/20/2008 14:30	Solid	mg/kg	<0.00089	<0.0044	<0.0044	<0.0089	<0.0036	Delineation
TP-21 08-10	5020043010	1-08-135	10/20/2008 15:30	Solid	mg/kg	<0.00089	<0.0045	<0.0045	<0.0089	<0.0036	Delineation
TP-22 04-06	5020043011	1-08-135	10/21/2008 08:45	Solid	mg/kg	<0.0292	<0.146	<0.146	<0.292	<0.117	Delineation
TP-22 06-08	5020043012	1-08-135	10/21/2008 09:00	Solid	mg/kg	1.32	<0.256	0.932	0.851	0.514	Delineation
TP-22 12-14	5020043013	1-08-135	10/21/2008 09:15	Solid	mg/kg	<0.00078	<0.0039	<0.0039	<0.0078	<0.0031	Delineation
TP-23 04-06	5020043014	1-08-135	10/21/2008 10:30	Solid	mg/kg	<0.0011	<0.0054	<0.0054	<0.0107	<0.0043	Delineation
TP-23 06-08	5020043015	1-08-135	10/21/2008 10:15	Solid	mg/kg	<0.00098	<0.0049	<0.0049	<0.0098	<0.0039	Delineation
TP-23 10-12	5020043016	1-08-135	10/21/2008 11:00	Solid	mg/kg	<0.00077	<0.0039	<0.0039	<0.0077	<0.0031	Delineation
TP-24 08-10	5020043017	1-08-135	10/21/2008 12:00	Solid	mg/kg	0.0021	<0.0043	<0.0043	<0.0086	<0.0034	Delineation
TP-25 06-08	5020043018	1-08-135	10/21/2008 13:30	Solid	mg/kg	<0.00083	<0.0042	<0.0042	<0.0083	<0.0033	Delineation
TP-26 08-10	5020856001	1-08-135	11/13/2008 11:00	Solid	mg/kg	<0.0008	<0.004	<0.004	<0.008	<0.0032	Delineation
TP-27 04-06	5020856002	1-08-135	11/13/2008 11:45	Solid	mg/kg	0.0044	<0.0056	<0.0056	<0.0112	<0.0045	Delineation
TP-27 06-08	5020856003	1-08-135	11/13/2008 11:55	Solid	mg/kg	3.77	0.805	3.85	6.58	0.432	Delineation
TP-27 16-18	5020856004	1-08-135	11/13/2008 12:40	Solid	mg/kg	0.017	<0.0038	0.0059	<0.0076	0.003	Delineation
TP-28 08-10	5020856005	1-08-135	11/13/2008 13:25	Solid	mg/kg	0.0031	<0.0048	<0.0048	<0.0096	<0.0038	Delineation
TP-29 08-10	5020856006	1-08-135	11/13/2008 15:00	Solid	mg/kg	<0.00076	<0.0038	<0.0038	<0.0076	<0.003	Delineation
TP-30 08-10	5020856007	1-08-135	11/14/2008 10:15	Solid	mg/kg	<0.00077	<0.0039	<0.0039	<0.0077	<0.0031	Delineation
BE	5015255002	1-08-135	05/23/2008 16:37	Solid	mg/kg	15.4	2.21	4.31	3.89	15.2	Closure
BW	5015255001	1-08-135	05/23/2008 16:42	Solid	mg/kg	4.49	0.432	2.41	2.01	3.13	Closure
WW	5015255006	1-08-135	05/23/2008 17:10	Solid	mg/kg	14	2.88	19.2	16.6	8.33	Closure
WS	5015255004	1-08-135	05/23/2008 17:19	Solid	mg/kg	<0.00099	<0.005	<0.005	<0.0099	<0.004	Closure
WE	5015255005	1-08-135	05/23/2008 17:40	Solid	mg/kg	3.57	0.25	3.61	1.47	2.03	Closure
WN	5015255003	1-08-135	05/23/2008 18:03	Solid	mg/kg	1.3	.116J	0.518	0.908	0.258	Closure
NW	5016710001	1-08-135	07/10/2008 13:39	Solid	mg/kg	20.9	3.41	19.5	78.9	16.2	Over Excavation
WW	5016710002	1-08-135	07/10/2008 13:42	Solid	mg/kg	0.263	.0766J	0.302	0.997	<0.0794	Over Excavation
SW	5016710003	1-08-135	07/10/2008 13:53	Solid	mg/kg	1.58	0.438	2.15	4.52	1.09	Over Excavation
WB	5016710004	1-08-135	07/10/2008 13:58	Solid	mg/kg	5.06	.0987J	1.36	2.03	2.7	Over Excavation
EW	5016710005	1-08-135	07/10/2008 14:01	Solid	mg/kg	8.61	2.28	10.3	38.8	5.4	Over Excavation
EB	5016710006	1-08-135	07/10/2008 14:04	Solid	mg/kg	0.109	.0328J	.0355J	0.186	0.156	Over Excavation

Xenon Geosciences, Inc.
Danville, Indiana

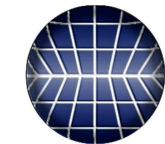


Key to Symbols

- Benzene below Tier 1 residential corrective action objective (0.17 mg/kg).
- Benzene above Tier 1 corrective action objective (0.17 mg/kg).
- Proposed City of Urbana Highway Authority Agreement Area
- Proposed Illinois DOT Highway Authority Agreement Area
- City of Urbana right-of-way; see Note 3 below.
- IDOT right-of-way; see Note 3 below.
- 901 W University Property (The property extends beyond southern border of this map.)
- Planned IDOT Taking ~ 37 square feet (See Figure 5: University Survey)

NOTES

1. All coordinates in State Plane East 1983 - Illinois East (US Survey feet). Coordinates as shown.
2. Base map from Illinois Department of Transportation Right-of-Way Plat (2017) prepared by Bacon Farmer Workman, Job #R-95-061-17, Contract 70B53, and Site grading Plan - Lincoln and University Site Plan (2008), Design Drawings, Farnsworth Group, Champaign, IL.
3. IDOT right-of-way boundaries from a drawing provided by the City of Urbana in 2003. Their source data included plans for the intersection improvements made in the 1960's and discussion with the IDOT District 5 Right-of-way Plats and Plans engineer. Boundaries may have changed.

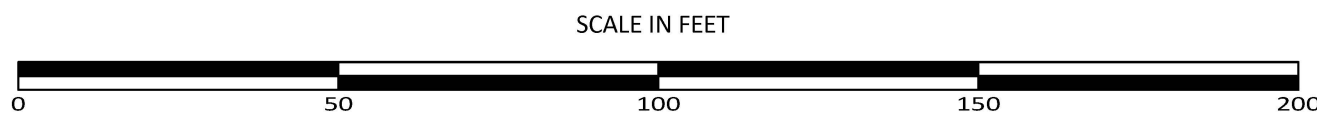


Xenon Geosciences, Inc.
 geology & geophysics
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 Danville, IN 46122
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Created by Xenon Geosciences Inc.
 Revised 2019-05-01
 Xenon Project 15.10

HIGHWAY AUTHORITY AGREEMENT APPLICATION
 University of Illinois Foundation
 901 West University Avenue, Urbana, Illinois 61801
 IEMA: 2008 0722
 IEPA LPC: 019 105 9057

Exhibit C: Proposed Highway Authority Agreement Area





City of Urbana
400 S. Vine Street, Urbana, IL 61801
www.urbanaininois.us

MEMORANDUM TO THE MAYOR AND CITY COUNCIL

Meeting: July 7, 2025 – Committee of the Whole
Subject: An Ordinance Approving and Authorizing an Amendment to the Second Cooperative Agreement Urbana Free Library Expansion to Facilitate the Transfer of Properties

Summary

Action Requested

The City Council is being asked to approve an Ordinance Approving and Authorizing an Amendment to the Second Cooperative Agreement Urbana Free Library Expansion.

Brief Background

This Ordinance would authorize an amendment to the Second Cooperative Agreement with the Urbana Free Library to facilitate the transfer of legal interest in certain properties between the City of Urbana (“City”) and the Urbana Free Library (“UFL” or “Library”). The Ordinance would also authorize the Mayor or their designee to take actions necessary to effectuate the related transfer of property.

Relationship to City Services and Priorities

Impact on Core Services

Reduces the burden of operating and maintaining property and infrastructure that does not provide a core City service and does not generate self-sustaining revenue. It also enhances the Urbana Free Library’s use of space for operations and future expansion in coordination with its Master Plan.

Strategic Goals & Plans

This amendment is in alignment with the Master Plan for the Urbana Free Library which is intended to complement plans for Downtown Urbana.

Previous Council Actions

[Ordinance No. 2004-07-087: An Ordinance Approving and Authorizing the Execution of a Second Cooperative Agreement \(Urbana Free Library Expansion\).](#)

[Ordinance No. 1999-07-066: An Ordinance Approving an Agreement with the Urbana Free Library and the Urbana Free Library Foundation \(Urbana Free Library Expansion\)](#)

Discussion

Additional Background Information

In 2004, the City Council approved the execution of the Second Cooperative Agreement Urbana Free Library, between the City, Library Board, and Library Foundation for the purpose of facilitating improvements to the Library and transferring ownership interest in two properties within the block immediately surrounding UFL ([link to ordinance and agreement under *Previous Council Actions*](#)). The properties subject to the transfer of ownership interests were the Marro Building (212 W. Green Street) and the Tepper Building (209 W. Elm Street). Per the Second Cooperative Agreement, the entirety or a portion of each of these properties was ultimately to be transferred to the Library.

Marro Building

Since 2022, when the previous tenant did not renew its lease, the City has been working to transfer the Marro Building to the Library. In the interim the Library has used this property for storage and parking under the premise that the parties were working collaboratively towards a legal transfer of interest. Due to executive turnover at the Library in recent years, the collaborative process between the City and Library has stalled.

The Second Cooperative Agreement called for the property commonly referred to as the Marro Building (212 W. Green) to be owned, operated, and maintained by the City as a rental facility until the Library Board was ready to take possession. Under the Second Cooperative Agreement the Library is provide two year's written notice before taking possession and pay an early yield sum if it takes possession prior to January 1, 2025. The proposed amendments remove the written notice requirement along with the early yield sum language and table in order to facilitate the timely transfer of ownership interest. The proposed amendment also acknowledges that the summary of findings of a Phase I ESA at the Marro Building site indicated that although Recognized Environmental Conditions (RECs) were present on the subject property (due to its historic use as a filling station in the past), it was the opinion of the qualified professional engineering firm that immediately enforceable environmental compliance issues are not present on the subject property. However, future development of the subject property will require considerations for the identified RECs if or when that occurs.

Tepper Building

The Second Cooperative Agreement described the parties' intent to separate ownership and control over the Tepper Building parcel between the City and the Library. The stated intent was for the building to go to the library and the parking lot to go to the City, however, it appears that no formal, legal steps to effectuate this intent have ever been taken. Despite this, as a practical matter the Library has assumed ownership, operations, and maintenance responsibility for the building and City has assumed ownership, operations, and maintenance of the parking lot. Until June 30, the City leased the parking spaces in this lot to Busey Bank. However, the long-term benefit of owning the parking area does not outweigh the cost, as the parking income generated does not reasonably fund

the long-term infrastructure maintenance of the lot. On the other hand, the Library is interested in obtaining the parking for library staff and contractor parking. Accordingly, the City administration recommends foregoing the legal separation of ownership interests between the Tepper Building parking and the building itself and supports transferring the entire property to the Library as such a move would serve both parties' interests. The Busey employees who previously parked in this location have relocated to another City parking lot.

Recommendation

It is recommended City Council approve an ordinance authorizing an Amendment to the Second Cooperative Agreement Urbana Free Library Expansion to facilitate the transfer of properties.

Next Steps

Once the agreement is approved, the City and UFL will agree on a closing date and proceed with the transfer of title.

Attachments

1. Urbana Free Library Block - Ownership Exhibit
2. An Ordinance Approving and Authorizing an Amendment to the Second Cooperative Agreement Urbana Free Library Expansion (to Facilitate the Transfer of Properties)
3. Amendment to Second Cooperative Agreement Urbana Free Library Expansion

Originated by: Vince Gustafson, Interim Public Works Director

Reviewed: Matthew Roeschley, City Attorney

Approved: Elizabeth Hannan, Interim City Administrator

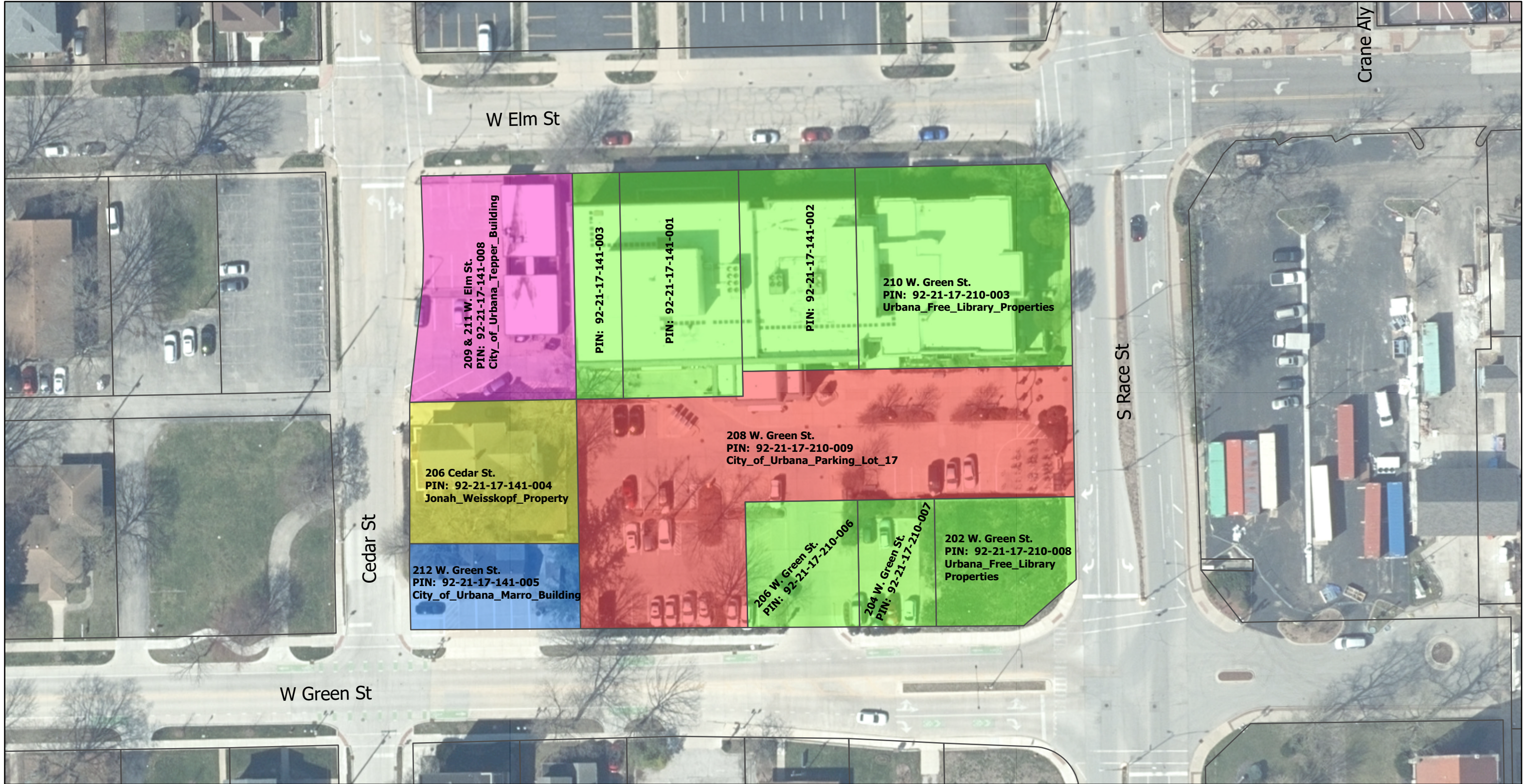
The Urbana Free Library Block

Date created: 7/02/2025
Created by: Urbana Public Works, (217) 384-2342
Data source: CCGIS Consortium, Urbana Public Works






Ownership Exhibit

Scale: 1" = 50'

N
Item F3.



Legend

- | | | |
|---|---|--|
|  City_of_Urbana_Parking_Lot_17 |  Jonah_Weisskopf_Property |  City_of_Urbana_Tepper_Building |
|  Urbana_Free_Library_Properties |  City_of_Urbana_Marro_Building | |

ORDINANCE NO. _____

AN ORDINANCE APPROVING AND AUTHORIZING AN AMENDMENT TO THE SECOND COOPERATIVE AGREEMENT URBANA FREE LIBRARY EXPANSION (TO FACILITATE THE TRANSFER OF PROPERTIES)

NOW, THEREFORE, BE IT ORDAINED by the City Council of the City of Urbana, Illinois, as follows:

Section 1. That the Amendment to the Second Cooperative Agreement Urbana Free Library Expansion (“Amendment”) between the City of Urbana, the Board of Trustees of the Urbana Free Library, and the Urbana Free Library Foundation, in substantially the form of the copy of said Amendment attached hereto and hereby incorporated by reference, be and the same is hereby authorized and approved

Section 2. That the Mayor of the City of Urbana, Illinois, be and the same is hereby authorized to execute and deliver and the City Clerk of the City of Urbana, Illinois, be and the same is authorized to attest to said execution of said Amendment as so authorized and approved for and on behalf of the City of Urbana, Illinois.

Section 3. That the Mayor of the City of Urbana or their designee is authorized to take actions necessary to effectuate the transfers of title described in Section C.8. of the amended Agreement.

PASSED BY THE CITY COUNCIL this date day of Month, Year.

AYES:

NAYS:

ABSTENTIONS:

Darcy E. Sandefur, City Clerk

APPROVED BY THE MAYOR this this date day of Month, Year.

DeShawn B. Willaims, Mayor

AMENDMENT TO
SECOND COOPERATIVE AGREEMENT URBANA FREE LIBRARY EXPANSION

This Amendment is entered into between the **City of Urbana, Champaign County, Illinois**, an Illinois municipal corporation (the “**City**”) and **The Board of Trustees of the Urbana Free Library**, an administrative agency of the City of Urbana (“**Board**”), and **The Urbana Free Library Foundation**, an Illinois Not-for-Profit Corporation (“**Foundation**”) (collectively “**the Parties**”). This Amendment shall become effective upon its execution by the Parties.

RECITALS

WHEREAS, the Parties entered into a Second Cooperative Agreement Urbana Free Library Expansion (“**Agreement**”) on December 6, 2004; and

WHEREAS, the Agreement contained provisions concerning a property located at 212 W. Green known as the “Marro Building”; and

WHEREAS, the Agreement required the City to acquire the Marro Building and subsequently transfer the building to the Board under certain conditions; and

WHEREAS, the City completed acquisition of the Marro Building in 2004; and

WHEREAS, a Phase I Environmental Site Assessment (ESA) was completed on the subject property by a qualified professional engineering firm at the expense of the City; and

WHEREAS, the summary of findings of the Phase I ESA indicated that although Recognized Environmental Conditions (RECs) were present on the subject property, it was the opinion of the qualified professional engineering firm that immediately enforceable environmental compliance issues are not present on the subject property; but rather, future development of the subject property will require considerations for the identified RECs if and when that occurs; and

WHEREAS, the Agreement contained provisions concerning a property located at 209 West Elm Street known as the “Tepper Building”; and

WHEREAS, the Agreement contained provisions for the Tepper Building parcel to be split (to the extent allowed by existing zoning) for the Board to own, operate, and use the building and for the City to own and lease or place meters on the parking area to receive income from that space; and

WHEREAS, the Tepper Building parcel was never split nor was ownership and title ever transferred to the Board; and

WHEREAS, the Parties desire to waive certain conditions in order to facilitate the transfer of both the Marro Building and the Tepper Building (including the parking area) to the Board.

AMENDMENTS

NOW, THEREFORE, in consideration of the mutual covenants and agreements contained herein and other good and valuable considerations, the receipt, adequacy and sufficiency of which is hereby acknowledged, the Parties hereby amend the Agreement in the following respects only:

- A. Paragraph B.3.b shall be amended to read as follows: “The “Tepper Building” (209 West Elm Street), including the parking area which has previously been utilized for lease and/or meters for the City to receive income from, shall be transferred to the Board.
- B. The Agreement shall be amended by striking and deleting Paragraph C.6.b in its entirety. The remaining sub-paragraphs of Paragraph C.6 shall be re-lettered accordingly.
- C. Paragraph C.8 shall be amended to read as follows: “Closing: The transfer of use and transfer of title of the Tepper Building shall be on the date of execution of this amendment, which date shall be referred to as the Closing Date for the purpose of this agreement.” “The transfer of title to the Tepper Building and transfer of title to the Marro Building shall be scheduled by agreement of the Parties upon the execution of this Amendment, which date shall be referred to as the Closing date for purpose of the Agreement.”
- D. Paragraph 5b of Exhibit B attached to the Agreement shall be amended to read as follows: “Until 2017, this site will be available for use by the City in ways specified in the Second Cooperative Agreement and which are complementary to the appearance or use by the Board. In 2026, or earlier as may be requested by the Board, title shall vest in the Board.”
- E. Exhibit C attached to the Agreement shall be removed from the Agreement.

Except as herein provided, all terms and provisions of the Agreement remain in full force and effect.

Upon execution of this Amendment, the Parties acknowledge and agree that the Foundation has met all its obligations under the Agreement concerning the Marro Building and the Tepper Building. The Parties further acknowledge and agree that the Foundation shall have no further rights, responsibilities, obligations, financial risk or exposure concerning the Marro Building or the Tepper Building.

Upon execution of this Amendment, the City shall complete the transfer of the Marro Building and the Tepper Building to the Board.

[signature page to follow]

IN WITNESS WHEREOF, the City, Board, and Foundation have caused this Amendment to be executed by their duly authorized officer(s) as of the date set forth below.

CITY OF URBANA, ILLINOIS

By: _____
Mayor

ATTEST:

By: _____
City Clerk

Date: _____

BOARD OF TRUSTEES, URBANA FREE LIBRARY

By: _____
President

Date: _____

URBANA FREE LIBRARY FOUNDATION

By: _____
President

Date: _____



City of Urbana
400 S. Vine Street, Urbana, IL 61801
www.urbanaininois.us

MEMORANDUM TO THE MAYOR AND CITY COUNCIL

Meeting: July 7, 2025 Committee of the Whole
Subject: An Ordinance Approving a Special Use Permit
(1204 S. Lincoln Ave. / Plan Case No. 2508-SU-25 – Hostel)

Summary

Action Requested

City Council is being asked to approve a special use permit for a hostel.

Plan Commission Recommendation

The Plan Commission reviewed the proposed special use permit on June 26, 2025, and voted four to one to recommend approval to City Council.

Relationship to City Services and Priorities

Impact on Core Services

Approval of the special use permit will have no direct impact on City services.

Strategic Goals & Plans

The 2005 Comprehensive Plan identifies the future land use of the site as “University Residential”. As detailed in the attached staff report to Plan Commission, the proposal aligns very well with that designation and to several Goals and Objectives of the plan.

Previous Council Actions

Ordinance No. 2022-05-015 – This ordinance amended the Zoning Ordinance to encourage the reuse of existing buildings in the R-7 zoning district. The main goal of the ordinance was to allow important fraternity and sorority houses to be reused and preserved.

Discussion

Community Impact

The impact to the community should be no greater than the previous use of the building as a sorority/fraternity house.

Recommendation

The Plan Commission recommended that Council approve the special use permit. Staff concurs with that recommendation.

Next Steps

If Council approves the application, the applicant will purchase the building, have a professional perform a code analysis of the building, and will make necessary renovations to the interior of the building to ensure that it meets Building Safety and Fire code for a hotel/hostel. If Council denies the application, the property will remain vacant.

Attachments

1. An Ordinance Approving a Special Use Permit (1204 S. Lincoln Ave. / Plan Case No. 2508-T-25 – Hostel)
2. Plan Commission Staff Report (June 26, 2025)
3. Plan Commission Draft Meeting Minutes (June 26, 2025)

Originated by: Kevin Garcia, Principal Planner, Zoning Administrator

Reviewed: Breaden Belcher, Grants Division Manager

Approved: Elizabeth Hannan, Interim City Administrator

ORDINANCE NO. _____

AN ORDINANCE APPROVING A SPECIAL USE PERMIT

(1204 South Lincoln Avenue / Plan Case No. 2508-SU-25 – Hostel)

WHEREAS, the City of Urbana (“City”) is a home rule unit of local government pursuant to Article VII, Section 6, of the Illinois Constitution, 1970, and may exercise any power and perform any function pertaining to its government and affairs, and the passage of this Ordinance constitutes an exercise of the City’s home rule powers and functions as granted in the Illinois Constitution, 1970; and

WHEREAS, Halton Bagley has petitioned the City for approval of a special use permit to allow a hostel at 1204 South Lincoln Avenue; and

WHEREAS, the Zoning Ordinance requires a special use permit for hotels, the most similar use to hostels, in the R-7, University Residential, Zoning District; and

WHEREAS, the proposed use would be conducive to the public convenience, as the location, directly across from the University, along Lincoln Avenue, is easily accessible by people walking, biking, ridesharing, scootering, driving, or taking the bus, and would also provide a low-cost lodging option close to the University; and

WHEREAS, the proposed use would not be injurious or detrimental to the R-7 zoning district, or injurious to the general public, as it will reuse a historically-significant Greek house that has been vacant for years, its operations and policies will make it less of a potential nuisance than its historical use; and

WHEREAS, the proposed use would conform to the regulations and standards of, and preserve the essential character of, the R-7 zoning district by reusing a vacant Greek house without altering the exterior; and

WHEREAS, the proposed renovations are generally consistent with the 2005 Comprehensive Plan and the future land use designation of University Residential; and

WHEREAS, after due publication, the Urbana Plan Commission held a public hearing on June 26, 2025, and voted with four (4) ayes, and one (1) nay to forward Plan Case 2508-SU-25 to the Urbana City Council with a recommendation to approve the request for a special use permit; and

WHEREAS, approval of the special use permit, with the condition set forth below, is consistent with the requirements of Section VII-4 of the Urbana Zoning Ordinance, Special Use Procedures, and with the general intent of that section of the Ordinance.

NOW, THEREFORE, BE IT ORDAINED by the City Council of the City of Urbana, Illinois, as follows:

Section 1.

A Special Use Permit is hereby approved to allow a hostel at 1204 South Lincoln Avenue, with the following condition:

1. The hostel will be staffed 24 hours a day, 7 days a week.

Legal Description:

That part of Lot 2 in Lincoln Place, an Addition to the City of Urbana, as per Plat recorded May 28, 1907, as Document Number 59369, Plat Book "C", Page 50, situated in the City of Urbana, Champaign County, Illinois, described as follows:

Beginning at the Northeast corner of the said Lot 2; thence South 19.5 feet; thence West 25 feet; thence South 15.5 feet; thence West 115 feet, more or less to the West line of said Lot 2; thence North 25 feet on the West line of said Lot 2; thence East 115 feet, more or less to a point 25 feet West of the East line of said Lot 2; thence North 10 feet; thence East 25 feet to the place of beginning;

AND, Lot 3 in Lincoln Place, an Addition to the City of Urbana, as per Plat recorded May 28, 1907 as Document Number S9369, Plat Book "C", Page 50, and the North 10 feet of the West 115 feet of Lot 2 of said Lincoln Place, situated in the City of Urbana, Champaign County, Illinois;

AND, Lot 4 in Lincoln Place, an Addition to the City of Urbana, as per Plat recorded May 28,

1907 as Document Number 59369, Plat Book “C”, Page 50, situated in the City of Urbana, Champaign County, Illinois.

Permanent Index Number(s): 93-21-17-304-001

Common Address: 1204 S. Lincoln Avenue, Urbana, IL 61801

Section 2.

Upon approval of this Ordinance, the City Clerk is directed to record a certified copy of this Ordinance with the Champaign County Office of Recorder of Deeds. 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 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 Council of the City of Urbana, Illinois, at a meeting of said Council.

PASSED BY THE CITY COUNCIL this date day of Month, Year.

AYES:

NAYS:

ABSTENTIONS:

Darcy E. Sandefur, City Clerk

APPROVED BY THE MAYOR this date day of Month, Year.

DeShawn B. Williams, Mayor



DEPARTMENT OF COMMUNITY DEVELOPMENT SERVICES

Planning Division

m e m o r a n d u m

TO: The Urbana Plan Commission

FROM: Kevin Garcia, Principal Planner

DATE: June 20, 2025

SUBJECT: **Plan Case 2508-SU-25:** A request by Halton Bagley for a Special Use Permit to allow a hostel at 1204 South Lincoln Avenue in the R-7 (University Residential) Zoning District.

Introduction

Halton Bagley requests a special use permit to allow a hostel at 1204 South Lincoln Avenue. Hostels are similar to hotels, but are typically more budget-friendly, cater to a younger clientele, and have shared sleeping and bathroom facilities (see Proposed Use/Activities below for more details). Table V-1, Table of Uses, in the Zoning Ordinance allows hotels in the R-7 zoning district in existing buildings if a special use permit is granted.

The building at 1204 South Lincoln Avenue is the former Kappa Delta sorority house. Kappa Delta sold the building in 2017, and it has been vacant since 2021. It was purchased by Jim Webster in June, 2024, and Mr. Webster has given the applicant, Mr. Bagley, his consent to apply for a special use permit. If the special use permit is granted, Mr. Bagley intends to purchase the property and live in it as the owner-operator of the proposed hostel.

The Plan Commission must review the special use permit application, hold a public hearing, and make a recommendation to the City Council. The City Council must then approve, approve with certain conditions, or deny the request.

Background

Description of the Site and Surrounding Properties

The site is approximately 19,000 square feet (0.44 acres); it is located at the southeast corner of Lincoln Avenue and Indiana Avenue. It is directly across the street from the McKinley Health Center on the University of Illinois campus. Nearby uses include the University of Illinois campus (west), the Twin City Bible Church (south), and housing (north, east, further south). The table below shows the zoning, current land use, and future land use designations from the 2005 Comprehensive Plan of the site and surrounding land (see Exhibits A, B, and C for associated maps).

Table 1. Zoning, Existing Land Use, Future Land Use Designation

	Zoning	Existing Land Use	Future Land Use
Site	R-7, University Residential	Vacant (former Greek house)	University Residential
North	R-5, Medium High Density Multiple-Family Housing	Apartments	University Residential
East	R-7, University Residential	Religious (Twin City Bible Church)	University Residential
South	R-7, University Residential	Religious (Twin City Bible Church)	University Residential
West	CRE, Conservation, Recreation, and Education	University (McKinley Health Center)	Institutional

The building at 1204 South Lincoln Avenue was built between 1924 and 1927. It was home to the Kappa Delta sorority for decades, until Kappa Delta sold the property in 2017. While the building is not a local or national historic landmark, it easily meets the criteria required for either designation.

Proposed Use/Activities

The proposed use is a hostel, which is similar to a hotel, but with some key differences. An article on the website nerdwallet.com summarizes the differences as follows:

“Hotels tend to offer more privacy, security and amenities, and can range in style from budget to deluxe. Hostels, meanwhile, cater to travelers who are interested in more communal experiences, typically offering residence hall-like rooms, group activities and shared bathrooms and kitchens. Both hotels and hostels range in cost, but hostels are generally more affordable.”¹

The proposed hostel would have a maximum capacity of around 60 guests, which is less than the current maximum occupancy.² The layout of the building would remain essentially unchanged, and there will be no changes made to the exterior. The hostel would have 10 private rooms, 10-11 shared rooms, 6 full (i.e. private) bathrooms, and 2 community bathrooms (each with 4 showers, 7 sinks, and 3 toilets). Planned changes to the interior are minimal: refinishing the floors in some rooms and adding furniture.

The applicant plans to live in and operate the hostel, and will have policies that should make the hostel less of a potential nuisance for neighbors, specifically: quiet hours beginning at 10pm nightly, and no alcohol on site. They will also have a minimum age of 18 to check in, and they will require ID to verify age.

There are 11 on-site parking spaces, and the applicant has been in contact with the City’s Finance Department about purchasing single-day guest parking passes to have on hand if needed. He has also been in contact with the U of I about reserving parking spaces in Lot F11, again, if needed. Lot 11 is roughly a two minute walk from the site.

The building was under the University’s private certified housing program and had regular inspections, so it is already sprinklered. Since a hostel would be a new use, the City will require a full code analysis and new inspections of the building prior to occupancy.

¹ <https://www.nerdwallet.com/article/travel/difference-between-hostel-hotel>

² The existing maximum capacity for the use as a Greek house is 67.

Discussion

Comprehensive Plan

The 2005 Comprehensive Plan designates this property's future land use as "University Residential". The plan does not define "University Residential", however, so in this instance, the Zoning Ordinance may provide the best guidance. It defines the University Residential (R-7) district as:

"... intended to provide areas in proximity to the University of Illinois for dormitories and rooming houses, which are occupied primarily by students, to insure the longevity of the architectural character and use of these existing buildings, and to protect nearby low-density residential districts from incompatible developments. The R-7 district also allows some business uses within existing structures. The district is intended to encourage the adaptive re-use of existing older structures."

The proposal aligns very well with the intent of the district. It would adaptively reuse an existing, architecturally-significant building that has been vacant for several years and would not alter its exterior, which would insure the longevity of the architecture of the building. It would also be generally compatible with the nearby residential districts and the University.

The proposal also aligns with several Goals and Objectives of the plan, including:

Goal 1.0 – Preserve and enhance the character of Urbana's established residential neighborhoods.

Obj. 1.2 – Encourage investment in older properties to help maintain their appearance and long-term potential.

Goal 2.0 – Promote a balanced and compatible mix of land uses that will help create long-term, viable neighborhoods.

Goal 12.0 – Preserve the characteristics that make Urbana unique.

Requirements for a Special Use Permit

According to Section VII-4.A. of the Urbana Zoning Ordinance, an application for a special use permit shall demonstrate the following:

1. That the proposed use is conducive to the public convenience at that location.

The proposed use is conducive to the public convenience. The location, directly across from the University, along Lincoln Avenue, is easily accessible by people walking, biking, ridesharing, scootering, driving, or taking the bus. The application states that there is a clear demand for short-term lodging options in close proximity to the University campus, and while staff have not conducted any studies to determine such demand, the only hotels in proximity are at the Gather (at University and Lincoln), which has only around 30 hotel rooms, and the Hotel Royer (Downtown), which has around 125. Neither option is likely to be very affordable to the student demographic that the applicant is targeting for the proposed hostel, and neither are as conveniently-located with respect to the University.

Staff find this criteria met.

2. That the proposed use is designed, located, and proposed to be operated so that it will not be unreasonably injurious or detrimental to the district in which it shall be located, or otherwise injurious to the public welfare.

The proposed use is likely to be less of a nuisance than if the building continued to be used as a Greek house. The applicant plans to institute two policies that set it apart from most Greek houses: quiet hours starting at 10pm every night, and no alcohol on site.

Furthermore, one of the most often-cited concerns about nearly any change of use is on-street parking. In this case, that should not be an issue, for several reasons. The most significant reason is that the City of Urbana requires permits to park on the surrounding streets. The City issues permits to residents (for a fee), and it does not limit the number of residential permits issued for a single building. It is therefore not uncommon for Greek houses to have 10, 20, or even more parking permits issued to their residents, which can contribute to the lack of on-street parking available for other residents. The proposed hostel would not have residential permits, but would have guest permits available on an as-needed basis. The applicant has already been discussing such permits with the Finance Department. In addition, they have been discussing the use of spaces in the University's Lot 11, which is a two-minute walk from the site. If the 11 on-site parking spaces are ever not enough the applicant has options available that should not create parking problems. It's also expected that most people staying at the hostel will not have a private automobile, and will take the train, bus, rideshare, scooters, bike, or walk to the site when they arrive in town.

Staff find this criteria met.

3. That the proposed use conforms to the applicable regulations and standards of, and preserves the essential character of, the district in which it shall be located, except where such regulations and standards are modified by Section VII-7.

The proposed use is precisely the type of adaptive reuse that was envisioned for the R-7 district when the Zoning Ordinance was amended to encourage the reuse and preservation of Greek houses in 2022.³ As such, it conforms exceedingly well to the regulations of, and preserves the essential character of, the R-7 district.

Changing the use from a Greek house to a hostel will require a full Building Code analysis by a licensed professional, and any required changes to make the building compliant with the code must be made before a certificate of occupancy will be issued.

Staff find these criteria met.

In response to the requirements in Section VII-4.A. of the Zoning Ordinance, the Plan Commission shall make a recommendation to the City Council for or against the proposed special use, and may also recommend such additional conditions and requirements on the operation of the proposed use as are appropriate or necessary for the public health, safety, and welfare, and to carry out the purposes of this Ordinance, including but not limited to conditions that:

1. Regulate the location, extent, and intensity of such use;
2. Require adherence to an approved site plan;
3. Require landscaping and the screening of such use by means of fences, walls, or vegetation;
4. Stipulate a required minimum lot size or yards, and maximum height of buildings and structures;

³ Ord. No. 2022-05-015, 5-23-22 / Plan Case No. 2438-T-22

5. Regulate vehicular access and volume, and the design and location of parking and loading areas and structures;
6. Require conformance to health, safety, and sanitation requirements as necessary;
7. Regulate signs and outdoor lighting; and
8. Any other conditions deemed necessary to affect the purposes of the Zoning Ordinance.

In addition, Section VIII-5.M states that:

1. No additional parking is required for new uses in existing buildings. However, parking for commercial uses may be required as a condition of a special use permit.

For the reasons stated under the discussion for Criteria 2, staff do not recommend that the Plan Commission recommend any additional parking conditions.

Summary of Findings

1. The proposed use would be conducive to the public convenience, as the location, directly across from the University, along Lincoln Avenue, is easily accessible by people walking, biking, ridesharing, scootering, driving, or taking the bus; it would also provide a low-cost lodging option close to the University.
2. The proposed project would not be injurious or detrimental to the R-7 zoning district, or injurious to the general public, as it will reuse a historically-significant Greek house that has been vacant for years, its operations and policies will make it less of a potential nuisance than its historical use.
3. The proposed project would conform to the regulations and standards of, and preserve the essential character of, the R-7 zoning district by reusing a vacant Greek house without altering the exterior.
4. The proposed project is generally consistent with the 2005 Comprehensive Plan and the future land use designation of University Residential.

Options

The Plan Commission has the following options in Plan Case 2508-SU-25:

1. Recommend approval of the special use permit without any conditions.
2. Recommend approval of the special use permit with any conditions deemed appropriate or necessary for the public health, safety, and welfare, and to carry out the purposes of the City's municipal code.
3. Recommend denial of the special use permit. If the Plan Commission elects to do so, it must articulate the findings supporting its denial.

Recommendation

Based on the evidence presented in the discussion above, and without the benefit of considering additional evidence that may be presented at the public hearing, staff recommends that the Plan Commission recommend **APPROVAL** of the proposed special use permit in Plan Case No. 2508-SU-25 with no conditions.

Attachments: Exhibit A: Location Map
 Exhibit B: Zoning Map
 Exhibit C: Future Land Use Map
 Exhibit D: Application for Special Use Permit
 Exhibit E: Site Photos

MINUTES OF A REGULAR MEETING**URBANA PLAN COMMISSION****DRAFT****DATE:** June 26, 2025**TIME:** 7:00 P.M.**PLACE:** Council Chambers, City Hall, 400 South Vine Street, Urbana, Illinois**MEMBERS ATTENDING:** Dustin Allred, Will Andresen, Andrew Fell, Lew Hopkins, Karen Simms, Chenxi Yu**MEMBERS ABSENT:** Debarah McFarland**MEMBERS EXCUSED:** Bill Rose**STAFF PRESENT:** Kevin Garcia, Principal Planner; Teri Andel, Planning Administrative Assistant II**OTHERS PRESENT:** Halton Bagley, Geoff Bant, Larry Berger**A. CALL TO ORDER and ROLL CALL**

Chair Allred called the meeting to order at 7:02 p.m. Roll call was taken, and there was a quorum of the members present.

...

G. NEW PUBLIC HEARINGS**Plan Case No. 2508-SU-25 – A request by Halton Bagley for a Special Use Permit to allow a hostel at 1204 South Lincoln Avenue in the R-7 (University Residential) Zoning District.**

Chair Allred opened Plan Case No. 2508-SU-25. He reviewed the procedure for a public hearing. Mr. Fell recused himself from the case as he has worked with the applicant previously on plans for a hostel [at a different location, which ultimately was not pursued].

Kevin Garcia, Principal Planner, presented the case to the Plan Commission. He began by stating the reason for the special use permit request, which is to allow a hostel in the R-7 (University Residential) Zoning District. He showed where the subject property, 1204 South Lincoln Avenue, is located on the City of Urbana map. He noted the zoning, current land use, and future land use designation of the subject property as well as for the surrounding adjacent properties. He talked about the differences between a hostel and a hotel. He described in detail the proposed use as a hostel noting the intended capacity, number of bedrooms and bathrooms, and the proposed operations and parking requirements. He explained how the proposed use relates to the 2005 Comprehensive Plan. He showed photos of the proposed site from all directions. He reviewed the requirements for a special use permit according to Section VII-4.A of the Urbana Zoning Ordinance. He presented staff's recommendation for approval.

Chair Allred asked the Plan Commission members if they had any questions for City staff.

Ms. Yu inquired about a previous case involving 713 West Ohio Street being used as a church. She asked what the focal point of discussion was by the Plan Commission, and what were the other issues of concern. Mr. Garcia replied that he did not handle the case and could not recall what issues people had. He said that it appears that the church use fits in the neighborhood well. City staff have not received any complaints. Mr. Hopkins recalled that the issues were about parking. Ms. Yu stated that the church has very low usage and low impact on the neighborhood.

Chair Allred inquired about the following statement in the written staff report, “no additional parking is required for new uses in existing buildings”. He asked if there are any parking requirements for the proposed hostel use or there would be no additional parking spaces required. Mr. Garcia said that as an incentive for adaptively reusing an R-7 building, there would be no additional parking required for the proposed use.

Chair Allred understood the intent to be that some kind of use that was maintaining some part of the original use, but taking up some use in a part of the building would not trigger the need for additional parking.

Chair Allred inquired about bicycle parking being required. Mr. Garcia said that staff did not change the bicycle parking requirements. Since a hostel use would be considered a commercial use, it would require 10% of the required automobile parking up to a maximum of 25 bicycle parking spaces. Chair Allred asked if this calculation would be based on the theoretical required parking for automobiles. Mr. Garcia said yes, that is what he, as Zoning Administrator, would base the number of required bicycle parking spaces off of.

Chair Allred asked if the access for the parking area would be on Indiana Avenue. Mr. Garcia replied that the access on Indiana Avenue is a shared drive. There is also a second access off Lincoln Avenue. Chair Allred asked if it would be an option to close off access from Lincoln Avenue, especially since there is some intent in the Lincoln Avenue Corridor Study to close off access from Lincoln Avenue where possible. This would address some of the concerns expressed in the written communications received for this case. Mr. Garcia replied that he was not sure what the configuration is totally, but he believed the parking is already striped. One could always restripe the parking spaces. He was not sure how parking would be impacted by closing off the access to Lincoln Avenue.

Chair Allred asked for clarification on how long the existing building has been vacant since the Greek house moved out. Mr. Garcia said it has been vacant since 2021. Chair Allred asked what the trend or interest is of Greek houses being reused by new Greek housing organizations. Mr. Garcia said that his experience is that there is less interest in students living in Greek houses. He said that in 2019, Landmarks Illinois identified Greek houses in Champaign-Urbana as being on their top 10 most endangered list, which is what spurred Urbana City staff to make changes to the R-7 Zoning District to allow more uses in them.

With there being no further questions for City staff, Chair Allred opened the hearing for public input. He invited the applicant(s) to come forward.

Halton Bagley, applicant, approached the Plan Commission to speak on behalf of his request for a special use permit. He began by stating that opening a hostel has been a dream of his for a very

long time. He talked briefly about his experience staying at hostels in Europe, South America, and Asia. He said his goal is to 1) make a safe space for visitors at the University of Illinois to stay when they visit campus. His target market and demographics is friends visiting students, athletes coming into town for less attended sporting events, such as fencing or water polo teams, or international students who get kicked out of their dorms during the holidays, etc. and 2) help the University of Illinois in terms of bringing visitors, potential students, and bringing and allowing events to showcase the University of Illinois.

Mr. Hopkins mentioned that European hostels that he has stayed at had kitchen spaces available to the residents. He questioned why the applicant does not intend to have an open kitchen. Mr. Bagley stated that the reason is fire concerns. He mentioned that he does plan to have refrigeration and water dispensers outside of the kitchen space.

Mr. Hopkins asked if the applicant had received a response from the University of Illinois about using Lot 11 for parking. Mr. Bagley said that Lot 11 has metered spots that the University will bag for \$20.00 each per day. His thought is that less than half of his guests will have automobiles. There are 11 parking spaces on-site. Then, he has allocated paid guest parking permits in the West Urbana neighborhood. Lot F11 and Lot F9 (south of Jimmy John's and Paradise) are his backup plan if additional parking spaces are needed. He noted that he would average the cost of parking to his guests.

Ms. Simms inquired about the applicant's safety plan to address some of the neighbors' concerns. Mr. Bagley said that he would have complete camera coverage, 24-hour staff, and policies about quiet hours, no alcohol, and an escalation plan if things get out of control.

Ms. Simms asked if the applicant had any policies or thoughts on keeping the use within the purview of a hostel or temporary shelter. Mr. Bagley replied that he plans to follow what other hostels around the world do by having a certain stay limit of no more than 14 days.

Larry Berger, Chair of the Leadership Council at Twin City Bible Church, approached the Plan Commission to speak. He stated that the Twin City Bible Church is next door to the proposed site. The church's congregation is typically half students, and many of those are international. So, the target audience of the proposed hostel would overlap and is consistent with who the church targets for members.

He mentioned that the church shares the access drive off Indiana Avenue and the access off Lincoln Avenue with the proposed site. He expressed concern for the safety of children from the church walking to the house on Indiana Avenue. He said it is important for the church to work with the applicant to develop a safety policy for Sunday mornings and Wednesday evenings to develop a controlled traffic movement to really put the safety of the children as a priority. Other than this, the church is supportive of the proposed hostel use.

Mr. Hopkins asked about the legal standing of the shared driveways. It appears that the access drive on Lincoln Avenue is half on the church's property and half on 1204 South Lincoln Avenue property. He assumed that there is an easement to make this work. Mr. Berger confirmed that the drive is half and half. Mr. Hopkins stated that the access drive on Indiana Avenue appears to be on the Church's property. Mr. Berger said he was not familiar with knowing what property this drive is located on.

Chair Allred asked if there currently lighting on the shared driveways. Mr. Berger replied that there is lighting on the houses and from the church projecting to some degree over the shared driveways. He said the church is more concerned about making new guests aware that at certain times, families and children are going to be in that space and caution needs to be taken. Ms. Simms said that with an airbnb, there are policies or written agreements notifying guests when checking in to learn about certain concerns.

Geoff Bant approached the Plan Commission to speak. He stated that he lives on the corner of Pennsylvania and Busey Avenues. He expressed concern about the possibility of traffic increase with really high-speed traffic. He said that people are now using Pennsylvania Avenue as a way to avoid driving on Florida Avenue and use Busey Avenue as a way to avoid Lincoln Avenue (in the process jumping over the stop signs). He noted that he has clocked many drivers going 45 mph down Pennsylvania Avenue.

He stated that he participated in two study groups and expressed his concerns about traffic, but his concerns are considered secondary because the City does not think that there is much traffic on Lincoln Avenue and on Busey Avenue.

Mr. Bant stated that he admires the reuse of the existing building. We need affordable places for out-of-towners to stay while they are visiting Urbana.

With regards to the proposed use as a hostel, his only concern is parking. He has talked with others in the West Urbana Neighborhood Area (WUNA). He mentioned that he has a parking permit to park on the street, and he is unable to park on the street in front of his house because the students at Nabor House also have permits to park on the street and park their vehicles on the street all day long and all night long.

He asked if there is a maximum number of [guest] permits one can purchase. Mr. Garcia said that he does not know the answer. Mr. Bant stated that he is concerned a person might purchase a whole stack of permits and on football weekends, there will be a flood of parked vehicles along Busey Avenue. With more vehicles being parked on Busey Avenue, it makes it harder for a driver to see other vehicles coming.

Chair Allred asked City staff if the applicant would need to purchase guest parking permits or resident parking permits. Mr. Garcia said that he assumed the applicant would need guest parking permits.

Ms. Yu asked if the guest parking permits had a time restriction of 24 hours. Mr. Garcia said he believes so.

Mr. Bagley reapproached the Plan Commission to address the parking permit question. He explained that there is a sign that states "Without a permit, there is no parking from 3:00 am to 3:00 pm." If you do have a permit, either as a guest or as a resident, you can park on the street up to 24 hours. While he understands Mr. Bant's concern for parking, he is committed to making sure that parking is less of an issue than it even would be as a Greek house. He restated his parking plan. He also mentioned that there is a website called "Spacer" where you can pay a fee per month to use someone's driveway.

He stated that he understands Mr. Berger's concern for the safety of the children walking to and from the church. He is willing to work with the church to do whatever he needs to do to make it safe. He talked about options that he would consider to make this work.

Mr. Bagley talked about how the Lincoln Corridor Study would impact the proposed site. He did not think it would be a problem. Chair Allred wondered if it would be possible for drivers to only access the proposed site off Lincoln Avenue if the access along Indiana Avenue was closed. Mr. Bagley stated that there is enough room on the proposed site for vehicles to turn around and exit onto Lincoln Avenue.

With there being no other public in the audience, Chair Allred closed the public input portion of the hearing. He opened the hearing for Plan Commission discussion and/or motion(s).

Ms. Yu wondered what the difference is between a hotel and a hostel. Ms. Simms recalled Mr. Garcia stating earlier that a hostel would require a different level of inspection and evaluation with regards to the structure policies. Mr. Garcia stated that he said this with respect to the current use of long-term living on the Certificate of Occupancy. There is a higher standard for a hostel or hotel because it is transient living. From a building code standpoint, a hostel and a hotel are considered the same use.

Chair Allred asked if the City staff currently inspects hotels with regards to operation. Mr. Garcia said he did not believe so. The City staff does inspect from a building code perspective.

Ms. Yu said that there is a difference between managing a long-term residential facility and a temporary-residential facility. She expressed concern with the operation of the proposed hostel. Chair Allred stated that the Plan Commission has the option to place conditions on the operation of the proposed hostel.

Ms. Yu stated that she lives in the neighborhood and is interested in group housing. She has seen over the years trying to leverage or use some of the bigger homes as group housing. The density and the management are something that really stresses her out. She has an uneasy feeling about the proposed use.

Mr. Hopkins believes that the City needs to allow the special use permit. It is a near perfect example of what the City needs to accomplish on the east side of Lincoln Avenue with an attempt to make a decisive edge with a viable adaptive reuse of the existing building. The one condition that he would be inclined to have is that there must be 24-hour onsite staffing. It needs to be clear that we expect it to be close to a hotel and operational supervision. He added that what makes this almost ideal is that it can be reversible because it does not involve massive reconstruction or modification of the interior uses. So, if the hostel use fails as a business for whatever reason, we are as well off as we are now...actually even better because the building will be used versus being vacant as it has for the last 4 years.

Chair Allred felt that the Plan Commission members should discuss other conditions they may want to include. They should also discuss what concerns they think might be related to the proposed use that need to be mitigated.

Ms. Yu stated that the Plan Commission has not seen a configuration of the interior of the building. She reiterated her concern with allowing 60 guests and with strangers sharing a room. It

does not sound right. She asked how many rooms there are. What is a reasonable number of unrelated people the hostel can accommodate?

Mr. Andresen asked if the interior of the building would be setup differently from a normal hotel. Mr. Hopkins stated that the proposed hostel would be more restrictive than hostels that he has stayed in. There will be no access to the kitchen. There will be dorm/bunk rooms where 6 people sleep in bunk beds. Ms. Yu said that this is exactly what she is concerned about. Ms. Simms replied that it would be the guest's choice whether to stay there or not. If one chooses to stay at a hostel, then they have consented to sleeping in bunk rooms with strangers. There will also be some double rooms and some private rooms as well. Having 24-hour onsite management is more than most hostels offer.

Chair Allred inquired if there are occupancy limits per room. Mr. Garcia said the applicant described having 10-11 shared rooms. Since the City of Urbana does not currently have any hostels, we would need to go through a new code analysis performed by an architect, which is when we will figure out how many people can actually be in each room.

Ms. Yu said that she does not feel comfortable approving the special use request because there is not enough information. There are no interior plans.

Mr. Bagley again approached the Plan Commission. He said that he has done extensive research on hostels and has spoken with the City's Building Safety Division staff. According to the current Building Code, hotels have occupancy limits per room and for the whole building. The Building Code specifically talks about shared dormitory environments.

Chair Allred stated that the Plan Commission does not usually get into the interior configuration of buildings. When we require a site plan, it is more of the placement of structures on a site. Mr. Garcia stated that it did not seem necessary to require a site plan because the existing building already has rooms for group occupancy. There are private rooms. He said that sometimes we would require site plans when there is a change in use.

Chair Allred asked if there was any interest in having more conditions. Ms. Simms restated the possible conditions that they could require, which include: 1) 24-hour onsite management, 2) language about parking, and 3) language restricting noise level and alcohol use. Chair Allred said that these would address the concerns from the written communications that were received for this case. Ms. Simms added that the only other concern she heard was regarding traffic, but she does not know how the Plan Commission could address it.

Mr. Hopkins moved that the Plan Commission forward Plan Case No. 2508-SU-25 to the City Council with a recommendation for approval with the condition that there will be 24-hour onsite management. Mr. Andresen seconded the motion.

Mr. Hopkins explained his reasoning for the motion. He does not believe that fraternity and sorority housing is prohibited from having alcohol. Mr. Garcia believes this is an individual choice by each one. They are not prevented from having alcohol by the Certificate of Occupancy.

Mr. Hopkins said that he believes the parking solution best served by creativity, flexibility, and opportunity. In most of the things that he can think of to make it explicit would not accomplish resolving parking issues/concerns. He would not know what number to use to cap on-street guest

parking permits or how to reconfigure the parking onsite to improve pedestrian access around the church. He believes that the City should invite innovation and collaboration instead of adding rules that they would not know how they would work or what they should be.

Ms. Yu asked if a special use permit goes with the property or with the applicant. Mr. Garcia explained that a special or conditional use permit is valid until the use is discontinued for a period of 6 months or more, so it would go with the property. Mr. Hopkins stated that if the hostel use fails and the property becomes vacant for 6 months or more, then the permitted use as a hostel would be gone.

Ms. Yu asked how the City would enforce the 24-hour onsite management. Chair Allred stated that there are mechanisms in the existing City Code that can be used to enforce things. Mr. Garcia stated that as with any use, we have no idea whether or not it will be managed well or poorly. If it becomes managed so poorly that it becomes an issue, then there are mechanisms to deal with it.

Chair Allred said that he agreed with Mr. Hopkins in the sense that he does not see adding other conditions. Regarding parking, it makes sense to allow flexibility on what makes sense once the hostel is up and running. Regarding noise, the City of Urbana has a Noise Ordinance in place that is actually more restrictive than requiring quiet time during certain hours. He would leave it up to the applicant as to whether or not he wants to allow alcohol on his property.

Ms. Yu stated that high-density housing takes a lot of management, and she wished the applicant luck.

Ms. Simms stated that the applicant’s business model will be dependent on good business management. His success or failure will live up to the design of his business management. If his design does not work (if it is not safe or if the housing is not comfortable), then the hostel will fail. For a hostel, the business model is good reviews.

Roll call on the motion was as follows:

Mr. Andresen	-	Yes	Mr. Hopkins	-	Yes
Ms. Simms	-	Yes	Ms. Yu	-	No
Chair Allred	-	Yes			

The motion passed by a vote of 4 ayes and 1 nay.

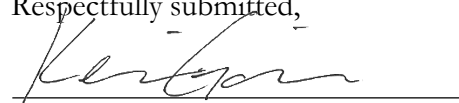
Mr. Garcia noted that Plan Case No. 2508-SU-25 would be forwarded to Committee of the Whole on Monday, July 7, 2025.

...

L. ADJOURNMENT

The meeting was adjourned at 9:19 pm.

Respectfully submitted,



Kevin Garcia, Secretary
Urbana Plan Commission



City of Urbana
400 S. Vine Street, Urbana, IL 61801
www.urbanainillinois.us

MEMORANDUM TO THE MAYOR AND CITY COUNCIL

Meeting: July 7, 2025, Committee of the Whole
Subject: A Resolution Authorizing Acceptance of an IDNR Certified Local Government Grant – Historic Preservation Website (Agreement No. CLG25007)

Summary

Action Requested

Staff request the City of Urbana Committee of the Whole forward the attached Resolution to the Urbana City Council consent agenda.

Brief Background

In May of 2025, the Illinois Department of Natural Resources (IDNR) awarded the City of Urbana a \$8,400 Certified Local Government (CLG) Grant to migrate the City's Historic Preservation materials from the City's website to an easily navigable webpage, to add content that was on the old website but was not included in the new website, and to add freshly created content, including interactive maps of Local and National Historic Landmarks and Districts, and architecturally- and historically-significant landmarks. The new webpage will include educational materials such as tours, podcasts, and lectures that were created with previous CLG grants (Attachment 2). In the future, it will also provide educational materials for property homeowners and realtors, as well as newly-updated Royer District educational material.

The CLG matching grants program in Illinois serves as a resource for participating city and county governments to develop and sustain effective local preservation programs and projects that are critical to preserving local historic resources. The State Historic Preservation Office (SHPO) of IDNR administers the Illinois CLG grant program utilizing federal funding it receives from the U.S. Department of Interior, National Park Service (NPS) Historic Preservation Fund (HPF) Program. Under this program, the NPS requires that at least ten percent (10%) of Illinois' annual federal allocation from the HPF be subgranted exclusively to participating CLGs. Currently, there are 81 CLGs in Illinois. The SHPO anticipates approximately \$110,000 to \$150,000 will be available – on a competitive basis – for this round of grants.

The City of Urbana has applied for CLG grants on a regular basis since 2001. The following is a history of Urbana's grant applications and awards:

- 2001 \$900 Historic Preservation Brochure
- 2006 \$1,470 Stucco Workshop
- 2007 \$3,150 Historic Wood Window Repair Workshop

- 2008 \$1,198 Royer Arts & Architecture District Brochure
- 2009 \$4,256 Historic House “Unveiling” Workshop
- 2010 (Not Funded) Urbana’s 100 Most Significant Buildings Illustrated Guide
- 2011 \$5,908 Urbana’s 100 Most Significant Buildings Illustrated Guide
- 2012 \$10,500 Urbana’s 100 Most Significant Buildings Podcast Tours
- 2012 \$1,354 Database Redesign, GIS Integration, Demolition Delay Update
- 2015 \$2,450 Historic Resources Interactive Map
- 2025 (Not Funded) Royer Arts & Architecture District Brochure – Update
- 2025 \$8,400 Historic Resources Interactive Map & Website Redesign

Relationship to City Services and Priorities

Impact on Core Services

Accepting the grant will have no impact on core services.

Strategic Goals & Plans

The website reconstruction would align with the following Objectives of the 1998 Preservation Plan:

- Promote the preservation of Urbana's historic resources, including buildings, sites, structures, objects and historic districts.
 - Provide a mechanism for identifying and designating Urbana's historic resources.
- Foster understanding and civic pride in Urbana's history and architecture.
 - Promote the use of Urbana's historic resources for the education, pleasure and welfare of Urbana's citizens and visitors.

It would also align with the following Goals and Objectives of the 2005 Comprehensive Plan:

- Goal 12.0 Preserve the characteristics that make Urbana unique.
 - 12.1 Identify and protect neighborhoods and areas that contain significant historical and cultural resources.
 - 12.2 Pursue the establishment of historic landmark and/or historic district status for sites that have contributed to the history of Urbana.
 - 12.3 Encourage public/private partnerships to preserve and restore historic structures/sites.
 - 12.4 Promote and educate the public about the benefits of historic preservation..

Previous Council Actions

City Council has approved Ordinances accepting CLG grants since at least 2011.

Discussion

Additional Background Information

Activities that will be undertaken with CLG grant funding include rebuilding the interactive map website using the City's existing ESRI online account and Story Map platform. This reconstruction will use materials from the previous historic preservation websites, reformatting and editing it for brevity, consistency, and continuity, and hosting it on the City's existing website in a prominent location, e.g., under the "Living In Urbana" section of the website. It will provide links to materials on other City webpages, links to other agencies' websites for access to additional materials, and directly host materials that are most appropriately located on the City's website, such as Landmark and District nomination documentation and historic resource surveys.

Fiscal and Budget Impact

The funding comes from the National Park Service's Historic Preservation Fund Program. The City's matching share of this grant is \$3,990.80, which will be paid in-kind through University of Illinois staff hours for intern supervision (\$2,100), Planning Division staff hours for intern supervision (\$1,090.80), and University of Illinois documentation equipment rental (\$800). The grant funds will reimburse the salary of the intern performing all of the website and mapping activities associated with this project. The budget will be amended to reflect the anticipated revenue and expense at the next opportunity.

Recommendation

Staff recommend that Council approve the attached Resolution Authorizing Acceptance of an IDNR Certified Local Government Grant (CLG).

Next Steps

If Council approves the Resolution to accept the grant funds, staff will execute the grant agreement, and will implement the grant project.

Attachments

1. A Resolution Authorizing Acceptance of a IDNR Certified Local Government Grant – Historic Preservation Website (Agreement No. CLG25007)
2. Certified Local Government Grant Application with Budget – Historic Preservation Website

Originated by: Marcus Ricci, AICP, Planner II

Reviewed: Kevin Garcia, Principal Planner

Approved: Elizabeth Hannan, Interim City Administrator

RESOLUTION NO. _____

**A Resolution Authorizing Acceptance of an IDNR Certified Local Government Grant –
Historic Preservation Website (Agreement No. CLG25007)**

WHEREAS, the City of Urbana (the “City”) is a home rule unit of local government pursuant to Article VII, Section 6, of the Illinois Constitution, 1970, and may exercise any power and perform any function pertaining to its government and affairs, and the passage of this Resolution constitutes an exercise of the City’s home rule powers and functions as granted in the Illinois Constitution, 1970; and

WHEREAS, the City has in one or more years accepted funds from the U.S. Department of Interior, National Park Service’s (NPS) Historic Preservation Fund (HPF) Program through the Illinois State Historic Preservation Office (SHPO) of the Illinois Department of Natural Resources’ (IDNR), Certified Local Governments (CLG) Grant program, in order to fund historic preservation projects; and

WHEREAS, the Illinois Department of Natural Resources (IDNR) has awarded a CLG grant (“Grant”) in the amount of \$8,400 for the reconstruction of the City of Urbana’s Historic Preservation website; and

WHEREAS, the City is willing to accept the Grant on the terms and conditions provided by IDNR as described in the exhibit appended hereto and made a part hereof.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF URBANA, ILLINOIS, as follows:

Section 1. That the IDNR CLG Grant to reimburse for the reconstruction of the City of Urbana’s Historic Preservation website shall be and hereby is accepted by the City and that the City shall abide by the terms and conditions provided in the exhibit attached hereto and made a part

hereof.

Section 2. That the Mayor of the City of Urbana, Illinois, be and the same is hereby authorized to undertake such additional steps as may be necessary for the City to receive the Grant and to arrange for the City's compliance with the terms and conditions contained in the exhibit appended hereto and made a part hereof without further actions by the City Council.

PASSED BY THE CITY COUNCIL this _____ day of _____, _____.

AYES:

NAYS:

ABSTAINED:

Darcy E. Sandefur, City Clerk

APPROVED BY THE MAYOR this _____ day of _____, _____.

DeShawn B. Williams, Mayor



MEMORANDUM TO THE MAYOR AND CITY COUNCIL

Meeting: July 7, 2025 Committee of the Whole

Subject: A Resolution Approving and Authorizing the Execution of a Subrecipient Agreement Community Services Grant Agreement– DREAAM – DREAAM Believers Program

Summary

Action Requested

The City of Urbana Committee of the Whole is being asked to consider the attached resolution. The resolution approves and authorizes the execution of a subrecipient agreement with DREAAM as part of the city's Community Services Grant Program. The program scope of service can be found in Attachment I, and the program budget can be found in Attachment II.

Recommendation

Staff recommend approval of the resolution approving and authorizing the execution of a subrecipient agreement with DREAAM for the DREAAM Believers Program.

Relationship to City Services and Priorities

Impact on Core Services

There will be no impact on core city services as a result of approving the proposed Resolutions.

Strategic Goals & Plans

Approval of the resolution will further the following City Council Strategic Goals:

- 1.1 (A) *Continue to fund community partners and projects that address the root causes of violence with continual program monitoring and evaluation.*

Previous Council Actions

Approval of social service funding takes place annually. Council approved FY25 Youth Services subrecipient agreements on June 10, 2024.

Discussion

Background

DREAAM Believers is a collaborative pilot program that targets boys entering sixth grade in Urbana School District #166. This program will implement and evaluate best practices and youth development interventions to confront inequalities boys placed at risk face concerning social, emotional, behavioral, and academic support. The program will take place at two locations in Urbana: CU Church (Webber Street Church), and Trinity Lutheran Church.

Urbana Program services and interventions include enrichment programming during out-of-school time, academic, STEM, and cultural enrichment, sports, homework help, mental health services, leadership and volunteer activities, mentoring, and life skills.

Program partners include:

- Urbana Police Department
- Urbana Parks District
- CU Church
- Trinity Lutheran Church
- HOYCE (Helping Our Youth Change Everyday)

Fiscal Impact

A total of \$45,000 from City general funds is available to support the DREAAM Believers Program. There will be no further impact on the general fund.

Next Steps

Once the resolution is approved by Council, staff will execute a subrecipient agreement with DREAAM. The subrecipient agreement is enclosed with this packet.

Attachments

1. Scope of Service
2. Program Budget
3. A Resolution Approving and Authorizing the Execution of a Subrecipient Agreement – DREAAM – DREAAM Believers Program
4. Subrecipient Agreement Community Services Grant Agreement – DREAAM – DREAAM Believers Program

Originated by: Breaden Belcher, Grants Division Manager

Approved: Elizabeth Hannan, Interim City Administrator

Attachment I
Scope of Service

Section 1. Summary

Project Summary [Narrative]

DREAAM Believers is a collaborative pilot program targeting boys entering sixth grade in Urbana School District #166. This program will implement and evaluate best practices and youth development interventions to confront inequalities boys placed at risk face concerning social, emotional, behavioral, and academic support. Program services and interventions include enrichment programming during out-of-school time, academic, STEM, and cultural enrichment, sports, homework help, mental health services, leadership and volunteer activities, mentoring, and life skills.

Program partners include:

- Urbana Police Department
- Urbana Parks District
- CU Church
- Trinity Lutheran Church
- HOYCE (Helping Our Youth Change Everyday)

Program Locations:

Summer - CU Church (Webber Street Church), 107 S. Webber Street, Urbana

Afterschool - Trinity Lutheran Church, 701 E. Florida Avenue, Urbana

Key Objectives and Measurable Outcomes [List]

<i>Objective</i>	<i>Unit of measure (i.e. number served)</i>
<i>To enroll 10-20 boys entering 6th grade at USD 116</i>	<i>Number served</i>
<i>To engage with and establish an advisory board to support the program</i>	<i>Number of partners and advisory board meetings</i>
<i>To increase developmental assets and life skills</i>	<i>Questionnaires</i>

<i>To teach and improve conflict resolution skills</i>	<i>Assessments and observations</i>
<i>To provide evidence-based strategies and interventions to strengthen resilience, self-esteem, and social skills</i>	<i>Number and types of strategies and interventions; various assessments</i>

Attachment II
Program Budget

Program Budget		
<i>Item</i>	<i>Description</i>	<i>Amount</i>
<i>Personnel</i>	<i>Assistant Director of Urbana Programs</i>	<i>\$45,000</i>
<i>Fringe Benefits</i>	<i>Payroll taxes, FICA, SUTA tax, etc.</i>	<i>\$4,170</i>
<i>Office Supplies</i>	<i>General office supplies, i.e., paper, folders, copy services, etc.</i>	<i>\$1,800</i>
<i>Program Supplies</i>	<i>Program supplies, i.e., curriculum and educational materials, food & beverage, admission fees, etc.</i>	<i>\$6,000</i>
<i>Transportation</i>	<i>Field trips and other transportation related expenses (gas, etc)</i>	<i>\$5,000</i>
Total:		\$61,970

Budget Narrative *(optional)*

Assistant Director of Urbana Programs

- *full-time salaried position; bachelor's degree and 2-3 years of work experience required*
- *provide management and development of the pilot program in collaboration with partners*
- *engage with parents, Urbana 116, service providers, and other stakeholders*
- *conduct program assessment and performance reporting*

- *coordinate an advisory board*

RESOLUTION NO. _____

**A RESOLUTION APPROVING AND AUTHORIZING THE EXECUTION OF A
SUBRECIPIENT AGREEMENT COMMUNITY SERVICES GRANT AGREEMENT
– DREAAM – DREAAM BELIEVERS PROGRAM**

(FY 2025-2026)

WHEREAS, the City of Urbana (the “City”) is a home rule unit of local government pursuant to Article VII, Section 6, of the Illinois Constitution, 1970, and may exercise any power and perform any function pertaining to its government and affairs, and the passage of this Resolution constitutes an exercise of the City’s home rule powers and functions as granted in the Illinois Constitution, 1970; and

WHEREAS, DREAAM has heretofore expressed their intent to operate the DREAAM Believers Program using City general funds and in accordance with City regulations.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF URBANA, ILLINOIS, as follows:

Section 1. That the Agreement providing \$45,000.00 in City general funds to DREAAM so as to operate and administer the DREAAM Believers Program in substantially the same form of said Agreement attached hereto and hereby incorporated by reference, be and the same is hereby authorized and approved.

Section 2. That the Mayor of the City of Urbana, Illinois, be and the same is hereby authorized to execute and deliver and the City Clerk of the City of Urbana, Illinois, be and the same is authorized to attest to said execution of said Agreement in substantially the form appended hereto as an exhibit as so authorized and approved for and on behalf of the City of Urbana, Illinois.

PASSED BY THE CITY COUNCIL this _____ day of _____, _____.

AYES:

NAYS:

ABSTENTIONS:

Darcy E. Sandefur, City Clerk

APPROVED BY THE MAYOR this _____ day of _____, _____.

DeShawn B. Williams, Mayor

**CITY OF URBANA
COMMUNITY SERVICES GRANT PROGRAM AGREEMENT**

Fiscal Year 2025 - 2026

This Community Services Grant Program Agreement (“Agreement”) is made between the City of Urbana, an Illinois municipal corporation (the “City”), and DREAAM, (the “Grantee”) each a “party” and together the “parties,” and is effective on the last date signed by a party hereto.

1. **Purpose and Scope.** Subject to the terms of this agreement, the parties agree as follows:
 - a) The City hereby grants to the Grantee and the Grantee hereby accepts a grant not to exceed \$ 45,000.
 - b) The grant will be used to administer DREAAM Believers (“Program”). The program description can be found in Attachment A.
 - c) The Grantee shall use funds only for approved costs included in the program budget. The program budget can be found in Attachment B.

2. **Term.** The Agreement shall commence on July 1, 2025, and shall remain in effect until June 30, 2026. Funds not spent during the term due to a delay in the project, or component thereof, inclusive of unavoidable delays, will be subject to forfeiture upon expiration of this Agreement.

3. **Disallowed Costs.** The following costs are unallowable in accordance with the terms and conditions of this Agreement:
 - a) **Capital expenditures.** Meaning expenditures to acquire capital assets or expenditures to make additions, improvements, modifications, replacements, rearrangements, reinstallations, renovations, or alterations to capital assets that materially increase their value or useful life.
 - b) **Equipment.** The purchase of equipment (meaning tangible personal property with a useful life of more than one year) is generally disallowed. The purchase of equipment is only allowable when the following conditions are met:
 - (1) The equipment is materially necessary to carry out the Program.
 - (2) The equipment will be used solely for the authorized purposes of the Program during the grant period.
 - (3) Upon expiration of the Agreement, the Grantee shall maintain ownership of the equipment and shall continue to use the equipment for eligible purposes.
 - (4) The Grantee shall not charge program participants a fee to use the equipment.
 - (5) The Grantee shall not purchase equipment without prior approval of the City.
 - c) **Cash payments.** Meaning cash or other monetary incentives paid directly to program participants, including gift cards.
 - d) **Political activities.** Meaning contributing to, or paying the expenses of a political party, campaign, political action committee, or other organization established to influence the outcomes of local, state, or federal elections.
 - e) **Unapproved Costs.** Costs not approved and included in the program budget are unallowable. All costs are subject to review and approval by the City.

4. **Reporting & Disbursement.** The City shall disburse the grant award as a reimbursement for eligible program expenses on a quarterly basis. Along with each quarterly request for reimbursement, the Grantee must submit an accomplishment report along with supporting expenditure documentation in the manner prescribed by the City.

5. **Recordkeeping.** The Grantee shall establish on its financial books and records a separate set of accounts for the funds received under this agreement and shall account for the receipt and expenditure of the funds. The Grantee shall use fiscal, accounting, and audit procedures that conform to generally accepted accounting principles and applicable statutes. The Grantee shall submit to the City such financial statements and other financial records and shall make such reports to the City as the City deems necessary to evaluate the Grantee's compliance with this agreement. Upon the expiration of this Agreement, or earlier termination as provided in Paragraph 8, the Grantee shall maintain all records and documents related to this Agreement for 5 years.

6. **Reimbursement.** The Grantee shall reimburse the City for any funds the Grantee receives under this agreement that it uses in violation of the agreement or in a manner prohibited by law, along with interest on such funds, the city's collection costs, and reasonable attorney's fees.

7. **Nondiscrimination.** No person shall be excluded from participation in programs the City is funding, be denied the benefits of, or be subjected to discrimination under any program or activity funded in whole or in part with the funds provided under this agreement on the ground of race, color, creed, class, national origin, religion, sex, age, marital status, physical or mental disability, personal appearance, sexual orientation, family responsibilities, matriculation, political affiliation, prior arrest or conviction record, source of income, or on any other ground upon which such discrimination is prohibited by law. Programs and services offered under the terms of this Agreement shall not be contingent upon participation in religious events or activities. The Grantee may not use grant funds for explicitly religious activities such as worship, religious instruction, or proselytization.

8. **Availability of Funds.** This Agreement, and payment of all amounts due under this agreement, are subject to the availability of funds. The City reserves the right to alter the grant award based upon the availability of funding upon a written 30-day notice.

9. **Default and Enforcement of Agreement.** A default shall consist of noncompliance with the terms and conditions of the Agreement, any material breach of the Agreement, failure to comply in a timely manner with all reporting requirements, failure to expend grant funds in a timely manner, or a misrepresentation in the application submission which, if known by the City, would have resulted in Community Services grant funds not being provided. Upon due notice to the Grantee of the occurrence of any such default and the provision of a reasonable opportunity to respond, the City may take one or more of the following actions:

- a) Direct the Grantee to prepare and follow a schedule of actions for carrying out the affected activities, consisting of schedules, timetables and milestones necessary to implement the affected activities.

- b) Direct the Grantee to establish and follow a management plan that assigns responsibilities for carrying out the remedial actions.
- c) Revise the scope of service or budget to remediate the performance deficiency.
- d) Suspend disbursement of Community Services grant funds for affected activities.
- e) Other appropriate action including, but not limited to, any remedial action legally available, such as litigation seeking declaratory judgment, specific performance, damages, temporary or permanent injunctions, termination of the Agreement and any other available remedies.

For purposes of this Agreement, a reasonable opportunity to respond to any default shall be thirty (30) days from receipt by Grantee of the City's written notice of default. Unless the Grantee's default is waived, the City may, upon twenty-four (24) hour written notice, terminate this Agreement for said default. No delay or omission by the City in exercising any right or remedy available to it under the Agreement shall impair any such right or remedy or constitute a waiver or acquiescence in any Grantee default. Notices required herein, shall be considered received by the Grantee and the City if delivered in the manner specified in section 15 of the Agreement.

10. **Indemnification.** The Grantee shall indemnify and defend the City, its officers, employees, and agents against all claims, liability, or damage, including without limitation reasonable attorney's fees and costs, arising from or in any way related to the Grantee's activities under this agreement, except to the extent caused by the gross negligence or willful misconduct of the City, its officers, employees, or agents. This section will survive the termination of this agreement.

11. **Independent contractors.** The parties are independent contractors with respect to each other, and nothing in this agreement creates any association, partnership, joint venture, or agency relationship between them.

12. **Third party beneficiaries.** This agreement does not and is not intended to confer any enforceable rights or remedies upon any person other than the parties.

13. **Assignment.** The Grantee shall not assign, convey, or otherwise transfer any of its rights, duties, or obligations under this agreement to another person or entity without the City's express written consent.

14. **Entire agreement; amendments in writing.** This agreement constitutes the entire agreement between the parties, supersedes all other agreements or understandings between them pertaining to the matter of this agreement, and may not be amended except by a writing signed by both parties.

15. **Notices.** The parties shall give all notices required or permitted by this agreement in writing. All notices will be deemed given when personally delivered; deposited in the U.S. mail, postage prepaid, first class; or delivered to a commercial courier service (e.g., FedEx or UPS). A notice delivered by email will be deemed given when the recipient acknowledges having received the email by an email sent to the sender's email address, as stated in this section, or by a notice delivered by another method in accordance with this section. An automatic "read receipt" will not

constitute acknowledgment of an email for purposes of this section. Each party's address is stated below and may be changed to such other address as the party may hereafter designate by notice.

Grantee

Tracy Dace, Chief Executive Officer
DREAM

2009 Fox Drive, Suite C
Champaign, IL 61820
tracy@dream.org

City of Urbana

Breaden Belcher, Manager
Grants Division

City of Urbana
400 S Vine St
Urbana, IL 61801
Breaden.Belcher@UrbanaIL.gov

16. **Waiver.** Either party's failure to enforce any provision of this agreement will not be deemed a waiver of future enforcement of that or any other provision. A waiver of any provision of this agreement is valid only if in writing and signed by the parties.

17. **Compliance with law; no use of funds for lobbying.** The Grantee shall comply with all applicable federal, state, and local laws, ordinances, rules, and regulations, all of which as may be amended from time to time. The Grantee shall not use any funds the Grantee receives under this agreement for lobbying purposes.

18. **Counterparts.** The parties may sign this agreement in one or more counterparts, each of which will be deemed an original, but all of which together will constitute one and the same instrument. Signatures delivered by email in Adobe Portable Document Format (PDF) or by facsimile will be deemed original signatures for all purposes.

19. **Contingences and Special Conditions.** This grant agreement is subject to the following special conditions:

[Signature page follows]

The parties are signing this agreement on the dates indicated below their signatures.

Grantee

City of Urbana, Illinois

By: _____
Name
Title

By: _____
DeShawn B Williams
Mayor

Date: _____, 2025

Date: _____, 2025

By: _____
Name
Secretary

By: _____
Darcy E Sandefur
City Clerk

Date: _____, 2025

Date: _____, 2025

Attachment A

Program Description

DREAAM Believers is a collaborative pilot program targeting boys entering sixth grade in Urbana School District #166. This program will implement and evaluate best practices and youth development interventions to confront inequalities boys placed at risk face concerning social, emotional, behavioral, and academic support. Program services and interventions include enrichment programming during out-of-school time, academic, STEM, and cultural enrichment, sports, homework help, mental health services, leadership and volunteer activities, mentoring, and life skills.

Program partners includes:

- Urbana Police Department
- Urbana Parks District
- CU Church
- Trinity Lutheran Church
- HOYCE (Helping Our Youth Change Everyday)

Program Locations:

Summer - CU Church (Webber Street Church), 107 S. Webber Street, Urbana

Afterschool - Trinity Lutheran Church, 701 E. Florida Avenue, Urbana

Attachment B
Program Budget

Award amount: \$ 45,000

The Grantee shall use funds only for approved costs included in the program budget. All costs incurred by the Grantee for the Program must be allowable, reasonable, and allocable to the grant. All costs are subject to review and approval by the City.

- **Allowable:**
 - *Costs conform with the requirements of the Agreement.*
 - *Costs are consistent with generally accepted accounting principles.*
 - *Costs are adequately documented.*
- **Reasonable:**
 - *Costs are generally recognized as ordinary and necessary for the operation of the program.*
 - *Costs demonstrate sound and prudent business practices.*
 - *Costs are consistent with market prices for comparable activities in East Central Illinois.*
 - *Costs are consistent with agency's established written purchasing policies and procedures.*
- **Allocable:**
 - *Costs are incurred specifically for the City-funded program.*

Program Budget		
<i>Item</i>	<i>Description</i>	<i>Amount</i>
Personnel	Assistant Director of Urbana Programs	\$45,000
Total:		\$45,000

MEMORANDUM TO THE URBANA, IL COMMITTEE OF THE WHOLE & CITY COUNCIL

Meeting: May 19, 2025 Committee of the Whole

Subject: Ordinance No. 2024-12-042: An Ordinance Establishing Approval, Policy, and Reporting Requirements for Surveillance Technology and databases

Sponsors: Council Members Grace Wilken & Jaya Kolisetty

Summary

Action requested

City Council is asked to approve the attached Ordinance, which requires and clarifies the process for procurement and use of policing technology and databases that can be used to monitor, track, and identify specific individuals or groups. This Ordinance codifies the public approval process for specific surveillance technologies or databases; it does not dictate the use of any given technology (that would be voted on by Council).

Overall, the Ordinance establishes the Council approval and public input process for new and existing policing technologies and databases. The attached definitions clarify the relevant types of technology and databases, the Use Report, Use Policy, and Policing Technology Annual Report.

Brief Background & Previous Action

City of Urbana adopted the Ten Shared Principles on June 22, 2020 in Resolution No. 2020-06-031R which states “We reject discrimination toward any person that is based on race, ethnicity, religion, color, nationality, immigrant status, sexual orientation, gender, disability, or familial status;” provides support to “build and rebuild trust through procedural justice, transparency, accountability, and honest recognition of past and present obstacles” and advocates for “the four pillars of procedural justice, which are fairness, voice (i.e., an opportunity for citizens and police to believe they are heard), transparency, and impartiality”

City of Urbana reaffirmed its commitment as a sanctuary city in Resolution No. 2016-12-070R, stating that “the City Council and the Mayor will join with councils and mayors from other communities around the country to stand with our immigrant residents and defend policies that welcome and protect immigrants...” and that “no city employee or official or department or agency of the City of Urbana shall request information about or otherwise investigate or assist in the investigation of the citizenship or immigration status of any person unless such inquiry or the investigation is required by a court order...”

The City of Urbana commissioned the completion of a review of UPD and UFD policies and staffing requirements by Berry Dunn consultants. The report on the first phase of the study included community stakeholder meetings, professional stakeholder meetings, community interest group and individual meetings, and an online survey, all of which included responses from community members showing “a desire for more active transparency” (page 58). The report noted transparency as one of the four pillars of procedural justice and is included in the six pillars of 21st Century Policing, and that not providing transparency through community input “can foster mistrust and damage relationships” (page 159).

In, September of 2021, the Urbana City Council was asked to approve a budget amendment, allowing the City to move funds in order to purchase automatic license plate readers. After much discussion and public input, including Town Hall Meetings, the budget amendment failed, with a 4 to 3 vote, in November of 2021. This instance highlighted the fact that there was no procurement policy for police surveillance technology.

During the budget discussions in June of 2023, Council Members Wilken and Evans proposed additional language to the budget ordinance that clarified the intended use of approved funds and required Council approval and due public process for the purchase of certain surveillance technologies. That proposed language failed, with a 5 to 2 vote. There was feedback from Council members on how to improve the language, and comments that they would entertain a discussion about surveillance policy in the future.

In response to the proposed budget language, on the June 26, 2023 City Council meeting, Mayor Marlin stated that, “The city of Urbana will not authorize or purchase Automated License Plate Reader (ALPR) technology, without explicit majority approval from the Urbana City Council. While the prior debate and vote on ALPRs centered on a budget amendment to purchase ALPRs, rather than a general policy statement, the council discussion and 4-3 vote defeating the amendment, made the position of the majority of council very clear.”

The attached Ordinance is a product inspired from years of discussion and thought in the Urbana community. The Ordinance is intended to simply codify the understanding by which the City has been operating for years, and define mechanisms public reporting. It has undergone some preliminary reviews, and continued feedback and collaboration is welcomed.

Financial Impact

There is no expected direct financial impact of this Ordinance.

Additional Information & Resources

Model Legislation from the Policing Project, New York University School of Law (this is similar to the originally proposed Ordinance):

<https://static1.squarespace.com/static/58a33e881b631bc60d4f8b31/t/5df2acb192c2512f27a73c12/1576185009882/ADAPT+Act.pdf>

General resources on legislation for policing technology from the Policing Project:

<https://www.policingproject.org/policing-technology-model-statutes-and-legislative-resources>

Ordinance on surveillance technology from Boston, MA (these definitions were used for the updated Ordinance):

<https://www.boston.gov/sites/default/files/file/2021/09/Docket%20%230397%20%282%29.pdf>

Boston Police Department 2023 Annual Surveillance Technology Report:

https://www.boston.gov/sites/default/files/file/2024/07/2023%20City%20of%20Boston%20Annual%20Surveillance%20Reports_0.pdf

Oakland, CA Ordinance to amend the City Code regarding police surveillance:

<https://cao-94612.s3.us-west-2.amazonaws.com/documents/OMC-9.64-January-2021-005.pdf>

Oakland, CA Privacy Commission – other resources and ordinances:

<https://www.oaklandca.gov/documents/privacy-advisory-board-ordinances-and-resolution>

ACLU Community Control Over Police Surveillance (this is the same group that created the guiding principles that were attached in the packet for the December 16, 2024 Committee of the Whole meeting):

<https://www.aclu.org/community-control-over-police-surveillance#:~:text=The%20proliferation%20in%20local%20police,color%20and%20low%20income%20communities.>

Research on data privacy and communities of color, from the Brookings Institution:

<https://www.brookings.edu/articles/police-surveillance-and-facial-recognition-why-data-privacy-is-an-imperative-for-communities-of-color/>

ACLU article on the use of ALPR data by ICE (US Immigration and Customs Enforcement) to target people who have immigrated to the US, including in Illinois and in “sanctuary cities”:

<https://www.aclu.org/news/immigrants-rights/documents-reveal-ice-using-driver-location-data>

Forbes article on lawsuits over license plate readers:

<https://www.forbes.com/sites/larsdaniel/2024/10/22/warrantless-surveillance-federal-lawsuit-challenges-flock-safety-cameras/>

ACLU model legislation: <https://www.aclu.org/documents/community-control-over-police-surveillance-model-bill>

Attachments

1. Ordinance No. 2024-12-042: An Ordinance Establishing Approval, Policy, and Reporting Requirements for Surveillance Technology and Databases (version 6)
2. Attachment A, Definitions (Ordinance No. 2024-12-042)

Ordinance No. 2024-12-042

AN ORDINANCE ESTABLISHING APPROVAL, POLICY, AND REPORTING REQUIREMENTS FOR SURVEILLANCE TECHNOLOGY AND DATABASES

WHEREAS, the City of Urbana (“City”) is a home rule unit of local government pursuant to Article VII, Section 6, of the Illinois Constitution, 1970, and may exercise any power and perform any function pertaining to its government and affairs, and the passage of this Resolution constitutes an exercise of the City’s home rule powers and functions as granted in the Illinois Constitution, 1970; and

WHEREAS, the City of Urbana reaffirmed its commitment as a sanctuary city in Resolution No. 2016-12-070R, stating that “the City Council and the Mayor will join with councils and mayors from other communities around the country to stand with our immigrant residents and defend policies that welcome and protect immigrants...” and that “no city employee or official or department or agency of the City of Urbana shall request information about or otherwise investigate or assist in the investigation of the citizenship or immigration status of any person unless such inquiry or the investigation is required by a court order...”; and

WHEREAS, the City of Urbana adopted the Ten Shared Principles on June 22, 2020 in Resolution No. 2020-06-031R which states “We reject discrimination toward any person that is based on race, ethnicity, religion, color, nationality, immigrant status, sexual orientation, gender, disability, or familial status;” provides support to “build and rebuild trust through procedural justice, transparency, accountability, and honest recognition of past and present obstacles” and advocates for “the four pillars of procedural justice, which are fairness, voice (i.e., an opportunity for citizens and police to believe they are heard), transparency, and impartiality”; and

WHEREAS, it is the Urbana City Council (“Council” or “City Council”) and City’s responsibility to legislate matters of public safety and accountability to the public, and any use or expense of surveillance technology or major systems regarding public safety require due public process and approval from City Council; and

WHEREAS, the Urbana City Council finds that no decision relating to surveillance technology should be made without collaborative community input and consideration of the impact such technologies may have on civil rights and civil liberties, including those rights guaranteed by Article I of the Illinois Constitution and the First, Fourth, and Fourteenth Amendments to the United States Constitution; and

WHEREAS, the use of surveillance technologies are known to have had a significant, detrimental impact on civil rights and civil liberties, namely the invasion of an individual's privacy and infringing on their right to be left alone, including those guaranteed by the First, Fourth and Fourteenth Amendments to the United States Constitution, and thus it is incumbent on the police or other agency seeking to fund, acquire, or use a surveillance technology to expressly identify the potential adverse impacts the technology may have on civil rights and civil liberties and what specific measures it will undertake to prevent such adverse impacts; and

WHEREAS, surveillance technologies can create oppressive, stigmatizing environments when used indiscriminately, continuously, or pervasively, especially for communities that have historically been disproportionately targeted by their use, such as communities of color, low income communities, and politically active communities; and

WHEREAS, the urgency to publicly process the acquisition of surveillance technologies is necessitated by new concerns whether surveillance technologies will be used to apprehend people from out-of-state seeking abortions and other reproductive healthcare in Illinois; people without legal immigration status who seek asylum and would be sought for deportation; peaceful individuals or organizations exercising their rights, including expressing grievances against the government; and people whose race, national origin, ethnic identity, gender identity, sexual orientation, or other protected demographics place them under potential for additional surveillance; and

WHEREAS, the need for a public process to acquire surveillance technologies is further required because of the likelihood that federal law enforcement agencies will access any data stored by surveillance technologies; and

WHEREAS, as of the passing of this ordinance, there is no current city policy on the use and acquisition of police surveillance technology, and it is therefore necessary to clarify the Council's position on the required processes of public accountability;

NOW THEREFORE BE IT ORDAINED by the City Council, of the City of Urbana, Illinois, as follows:

Section 1. Purpose:

The purpose of this ordinance is to provide transparency, oversight, and accountability regarding the acquisition and use of surveillance technology and surveillance data by the City of Urbana and all departments and officials (hereinafter "City" or "City Department"), and to protect privacy, civil rights, and racial and immigrant justice.

Section 2. Approval Process for Surveillance Technology and Database Acquisition or Use

- (a) Any City Department seeking to acquire or use new surveillance technology or surveillance data, shall, prior to such acquisition or use obtain ~~written~~ approval **by majority vote** of the Urbana City Council prior to purchasing, acquiring, or using any new surveillance technology or database (as defined in Attachment A of this Ordinance), which includes linking or cross-referencing existing databases, adding new categories of data to a database, or using new analytic tools on an existing database.
- (b) At least sixty (60) days prior to seeking approval of a surveillance technology or database, the City shall submit to the City Council and make publicly available a written **and unredacted** surveillance technology or database “Use Report,” along with a draft of the proposed surveillance technology or database “Use Policy” (as defined in Attachment A of this Ordinance).
- (c) The public shall have forty-five (45) days subsequent to filing of the surveillance technology or database “Use Report” and “Use Policy” to submit formal comments to the City Council.

Section 3. Standard for Approval of Surveillance Technology or Database

- a) When evaluating a request for the use of surveillance technology or a database, the City Council may consider a range of factors, including but not limited to:
- i) The potential public safety benefits and effectiveness of the technology.
 - ii) The economic, social, and community costs associated with its implementation and use.
 - iii) Any potential impacts on civil liberties and civil rights, including privacy concerns.
 - iv) The possibility of disparate impacts on specific communities or groups.
 - v) Safeguards or oversight mechanisms that could mitigate risks or unintended consequences.
 - vi) Alternative methods or technologies that could achieve similar outcomes with fewer negative effects

Section 4. Reporting and Approval of Existing Surveillance Technologies and Databases

- (a) For all existing or hereinafter approved surveillance technology and databases in use, a “**Surveillance** Technology Annual Report” will be publicly available and presented to City

Council each year, which includes a current copy of the “Use Policy” for each technology and other information included in the definitions in Attachment A.

(b) For all surveillance technology and databases referenced here that are already in use at the time this Ordinance is approved:

(i) The City shall present to City Council a “Use Report” and “Use Policy” for each technology or database in use, within one hundred twenty (120) days of the passing of this Ordinance, unless otherwise extended with ~~written~~ approval by majority vote from City Council. No more than two (2) extensions shall be granted for any individual technology or database in use.

(ii) The existing surveillance technologies and databases shall require a formal approval process (as outlined in Section 1 and 2 of this Ordinance) as soon as the information on each technology is made available.

(iii) If the Council has not approved the continuing use of the surveillance technology, including the Use Report and the Use Policy, within one hundred eighty (180) days of its submission to the Council, unless otherwise extended, the City Department shall cease its use of the surveillance technology and the sharing of surveillance data therefrom until such time as Council approval by majority vote is obtained in accordance with this Ordinance.

(iv) During the period that continued use is not approved, the technology or database contract shall not be renewed or extended even if the result would be the termination of availability of the use before one hundred eighty (180) days.

Section 5. Contractual Agreements Involving Surveillance Technology & Databases

(a) Except where otherwise allowed under this Ordinance all contracts or agreements for the acquisition or use of surveillance technology, regardless of duration or cost, shall require formal approval by a majority vote of the City Council prior to execution.

(b) Prior to approval, the City Department shall provide all members of City Council with an unredacted copy of any and all contract(s) or other agreement(s) for the purchase, acquisition, or use of any new surveillance technology or database, including proposed non-disclosure agreements (NDAs) that are required to be executed in tandem with a purchase or acquisition agreement

(c) The Mayor's Office and all City Departments are hereby prohibited from entering into any contract or other agreement that facilitates the receipt of privately generated and owned surveillance data, or government generated and owned surveillance data, to any non-governmental entity in exchange for any monetary or any other form of consideration from any source, including the assessment of any additional fees, interest, or surcharges on unpaid fines or debts. Any contracts or agreements signed prior to the enactment of this ordinance that violate this section shall be terminated as soon as is legally permissible.

Section 6. Exigent Circumstances

(a) Notwithstanding the provisions of this ordinance, the Urbana Police Department or other City Department may temporarily acquire or temporarily use surveillance technology in exigent circumstances for a period not to exceed 30 days, with approval from the Mayor or their designee, without following the provisions of approval stated in this ordinance before that acquisition or use. No more than two (2) consecutive periods of exigent circumstantial use shall be granted for any individual technology or database.

(b) If the Urbana Police Department or other City Department acquires or uses surveillance technology in exigent circumstances under this section, the Urbana Police Department or other City Department must:

(i) Report that acquisition or use to the City Council in writing within 30 days following the end of those exigent circumstances and the use of the surveillance technology.

(ii) Submit a Use Report and, if necessary, a technology-specific Use Policy to the City Council regarding that Surveillance Technology within 30 days following the end of those Exigent Circumstances.

(iii) Include that surveillance technology in the next Surveillance Technology Annual Report to the City Council following the end of those Exigent Circumstances.

(iv) If the Urbana Police Department or other City Department is unable to meet the 30-day timeline to submit a surveillance technology Use Report and, if necessary, a technology-specific Use Policy to the City Council, the Urbana Police Department or other City Department must notify the City Council in writing requesting to extend this period. The City Council may grant extensions in 30-day increments beyond the original 30-day timeline to submit a surveillance technology Use Report, and, if necessary, a technology-specific Use Policy.

(v) Any surveillance technology Use Report, and, if necessary, any technology-specific Use Policy submitted to the City Council under this subsection shall be made publicly available on the City's website upon submission to the City Council.

(vi) Any Surveillance Technology Use Report and, if necessary, technology-specific Use Policy submitted to the City Council under this section may be redacted to the extent required to comply with an order by a court of competent jurisdiction, or to exclude information that, in the reasonable discretion of the Urbana Police Department or other City Department, would, if disclosed, materially jeopardize an ongoing investigation or otherwise represent a significant risk to public safety and security; provided, however, that any information redacted pursuant to this paragraph will be released in the next Surveillance Technology Annual Report following the point at which the reason for such redaction no longer exists.

(c) Departments using approved surveillance technologies or other technologies with unutilized and unapproved surveillance capabilities may apply a technical patch or upgrade that is necessary to mitigate cyber security threats to the City's environment. The department shall not use any unapproved new surveillance capabilities of the technology until the requirements of this ordinance are met or unless the Mayor or the Mayor's designee determines that the use is unavoidable; in that case, the Mayor shall request City Council approval as soon as possible. The request shall include a report to the City Council of how the altered surveillance capabilities were used since the time of the upgrade.

Section 7. Exclusionary Rule; Deletion/Destruction Requirement

(a) Any data or other information created or collected in contravention of this ordinance, and any data or information derived therefrom, shall be deleted and destroyed as soon as possible, in accordance with state and federal laws, and may not:

(i) Be offered as evidence by any City government entity, agency, department, prosecutorial office, or any other subdivision thereof, in any criminal or civil action or proceeding against any member of the public, except as evidence of the violation of this Act; or

(ii) Be voluntarily provided to another person or entity for use as evidence or for any other purpose.

(b) Notwithstanding the above, if, upon the discovery of data or other information that was created or collected in contravention of this ordinance, it appears such data or

information may be material to the defense in a criminal prosecution, a copy of the relevant, potentially material data or other information shall be turned over to the defendant before it is deleted and destroyed.

Section 8. Annual Surveillance Technology Report Oversight

- (a) Upon request, representatives of City Council, the Civilian Police Review Board, and the Human Rights Commission shall be given full and open access to information relevant to the enforcement of this ordinance or complaints made to their Board or Commission regarding surveillance technology or databases subject to this ordinance, in compliance with the Open Meetings Act, City confidentiality policies, and other relevant state and federal laws.
- (b) The Civilian Police Review Board (CPRB) shall collaborate on the Surveillance Technology Annual Report, Use Report, and Use Policy of each surveillance technology or database subject to this ordinance, with a final vote on the recommendation by CBRP before moving to the City Council, Committee of the Whole. (changes to CPRB ordinance)
- (c) The Civilian Police Review Board and the Human Rights Commission shall hear complaints made to their Board or Commission regarding surveillance technology or databases subject to this ordinance in accordance with Chapter 19 Article 3 and Chapter 12 of the Urbana City Code of Ordinances.

From ACLU Model Bill (<https://www.aclu.org/documents/community-control-over-police-surveillance-model-bill>)

Section 8. Community Advisory Committee on Surveillance

(A) Within three (3) months of the adoption of this Act, the City Council shall appoint a Community Advisory Committee on Surveillance to provide the City Council with broad principles to help guide decisions about if and how surveillance technologies should be used by the City and its municipal agencies.

(1) The membership of the Community Advisory Committee on Surveillance should reflect the diversity of the City's residents, and special efforts should be made to ensure communities that have historically been disproportionately subjected to government surveillance are well-represented.

(2) The Community Advisory Committee on Surveillance shall have a Chair and Vice Chair, who shall be elected annually by the members of the Committee.

(B) Every year, by no later than September 15, the Community Advisory Committee on Surveillance shall produce and submit to the City Council a Surveillance Technology Community Equity Impact Assessment and Policy Guidance, which shall address, at a minimum, the following:

(1) What communities and groups in the City, if any, are disproportionately impacted by the use of surveillance technologies, what disparities were perceived and/or experienced, and what were the resulting adverse impacts on the community's or group's civil rights and/or civil liberties;

(2) With respect to each perceived or experienced disparity identified in response to Section 8(B)(1), what remedial adjustments to laws and policies, including but not limited to prior approvals granted pursuant to Section 1(A), should be made so as to achieve a more just and equitable outcome in the future.

(3) With respect to each remedial adjustment identified in response to Section 8(B)(2), what additional funding, implementation strategies, and/or accountability mechanisms would be needed to effectuate the adjustment; and

(4) In light of the collective responses to Section 8(B)(1)-(3), what new approaches and considerations should the City Council bring to future reviews of applications submitted pursuant to Section 1(A).

Section 9. Definitions

The list of relevant definitions is included in Attachment A as part of this Ordinance.

PASSED BY THE CITY COUNCIL this ____ day of _____, 2024.

AYES:

NAYS:

ABSTENTIONS:

Darcy E. Sanderfur, City Clerk

APPROVED BY THE MAYOR this ____ day of _____, 2024.

Diane Wolfe Marlin, Mayor

ATTACHMENT A

(Ordinance No. 2024-12-042)

Definitions:

- 1) *Exigent Circumstances* means the Urbana Police Chief or their designee's good faith and reasonable belief that an emergency involving danger of death, physical injury, or significant property damage or loss, similar to those that would render it impracticable to obtain a warrant, requires the use of the surveillance technology or the surveillance data it provides. The use of surveillance technology in exigent circumstances shall not infringe upon an individual's right to peacefully protest or exercise other lawful and protected constitutional rights. Exigent circumstances for the purposes of this temporary acquisition and use shall be of the type of emergency situations as contemplated under Chapter 6 of the City Code.

- 2) *Surveillance* means the act of observing or analyzing the movements, behavior, or actions of identifiable individuals.

- 3) *Surveillance Data* means any electronic data collected, captured, detected, recorded, retained, processed, intercepted, or analyzed by Surveillance Technology which is used or acquired by the City or operated at the direction of the City.

- 4) *Surveillance Technology* means any device, hardware, or software that is capable of collecting, capturing, recording, retaining, processing, intercepting, analyzing, monitoring, or sharing audio, visual, digital, location, thermal, biometric, associational, or similar information specifically associated with, or capable of being associated with, any identifiable individual or group; or any system, device, or vehicle that is equipped with an electronic surveillance device, hardware, or software.
 - a) Examples of Surveillance Technology include, but are not limited to:
 1. International mobile subscriber identity (IMSI) catchers and other cell-site simulators;
 2. Automatic license plate readers;
 3. Electronic toll readers;
 4. Closed-circuit television cameras except as otherwise provided herein;
 5. Biometric Surveillance Technology, including facial, voice, iris, and gait-recognition software and databases;
 6. Mobile DNA capture technology;
 7. Gunshot detection and location hardware and services;
 8. GPS tracking systems that monitor an individual's location without authorization;
 9. X-ray vans;

10. Video and audio monitoring and/or recording technology, such as surveillance cameras;
11. Surveillance enabled or capable light bulbs or light fixtures;
12. Tools, including software and hardware, used to gain **unauthorized** access to a mobile device, computer, computer service, or computer network;
13. Social media monitoring software;
14. Through-the-wall radar or similar imaging technology;
15. Passive scanners of radio networks;
16. Long-range Bluetooth and other wireless-scanning devices;
17. Thermal imaging or “forward-looking infrared” devices or cameras;
18. Electronic database systems containing Surveillance Data about Identifiable Individuals;
19. Radio-frequency identification (RFID) scanners; and
20. Software designed to integrate or analyze data from surveillance technology, including surveillance target tracking and predictive policing software.

b) Surveillance Technology does not include the following devices, software, or hardware, which are exempt from the requirements of this ordinance, unless the devices, hardware, or software are modified to include additional surveillance capabilities:

1. Routine office hardware, such as televisions, computers, and printers, that are in widespread public use and will not be used for any surveillance or surveillance- related functions;
2. Parking ticket devices (PTDs) and related databases;
3. Manually-operated, non-wearable, handheld digital cameras, audio recorders, and video recorders that are not designed to be used surreptitiously and whose functionality is used for manually capturing and manually downloading video and/or audio recordings;
4. Cameras installed in or on a police vehicle;
- #. Body-worn cameras as required by the Illinois Law Enforcement-Worn Body Camera Act, 50 ILCS 706/10-1 et seq., as amended;
5. Cameras installed pursuant to state law authorization in or on any vehicle or along a public right-of-way solely to record traffic violations or traffic patterns, provided that the Surveillance Data gathered is used only for that purpose;
6. Surveillance devices that cannot record or transmit audio or video or be remotely accessed, such as image stabilizing binoculars or night vision goggles;
7. City databases that do not and will not contain any Surveillance Data or other information collected, captured, recorded, retained, processed, intercepted, or analyzed by Surveillance Technology;

8. Manually-operated technological devices that are used primarily for internal City communications and are not designed to surreptitiously collect Surveillance Data, such as radios and email systems;
9. Parking access and revenue control systems, including proximity card readers and transponder readers at City-owned or controlled parking garages;
10. Card readers and key fobs used by City employees and other authorized persons for access to City-owned or controlled buildings and property;
11. Cameras installed on City property solely for security purposes, including closed-circuit television cameras installed by the City to monitor entryways and outdoor areas of City-owned or controlled buildings and property for the purpose of controlling access, maintaining the safety of City employees and visitors to City buildings, and protecting City property;
12. Security cameras including closed-circuit television cameras installed by the City to monitor cashiers' windows and other cash-handling operations and to maintain the safety of City employees and visitors to such areas;
13. Cameras installed solely to protect the physical integrity of City infrastructure; and
14. Technology that monitors only City employees in response to complaints of wrongdoing or in order to prevent waste, fraud, or abuse of City resources.

(c) "Use Report" shall mean a publicly released, legally enforceable written report that includes, at a minimum, the following:

- (i) Information describing the surveillance technology and how it works;
- (ii) Information on the proposed purpose(s) of the surveillance technology;
- (iii) If the surveillance technology will not be uniformly deployed throughout the city, what factors will be used to determine where the technology will be deployed or targeted;
- (iv) The fiscal impact of the surveillance technology;
- (v) An assessment of whether use of the surveillance technology will have an unwarranted disparate impact on protected classes and demographics, as defined in the Illinois Civil Rights Act of 2003, the Urbana Human Rights Ordinance, and other relevant laws and policies.
- (vi) An assessment identifying any potential adverse impacts the surveillance technology, if deployed, might have on civil liberties and civil rights, and what specific, affirmative measures will be implemented to safeguard the public from the potential adverse impacts.

(d) “Use Policy” shall mean a publicly released, legally enforceable written policy governing the use of the surveillance technology that, at a minimum, includes and addresses the following:

- (i) What specific purpose(s) the surveillance technology is intended to advance.
- (ii) Description of the authorization for use of the policing technology: specifically, what legal and procedural rules will govern each authorized use; what potential uses of the surveillance technology will be expressly prohibited such as the warrantless surveillance of public events and gatherings; and how and under what circumstances will surveillance data that was collected, captured, recorded, or intercepted by the police technology be analyzed and reviewed.
- (iii) Description of data collection, protection, and retention: specifically, what types of surveillance data will be collected, captured, recorded, intercepted, or retained by the police technology; what safeguards will be used to protect surveillance data from unauthorized access; for what maximum limited time period the surveillance data will be retained; and by what process the surveillance data will be regularly deleted after the retention period.
- (iv) Description of data sharing: specifically, which governmental agencies, departments, bureaus, divisions, or units will be approved for data sharing; how such sharing is necessary for the stated purpose and use of the surveillance technology; and what mechanisms will ensure any entity sharing access to the surveillance technology or surveillance data complies with the applicable surveillance use requirements within the Urbana “Use Policy” and does not further disclose the surveillance data to unauthorized persons and entities.

(e) “Surveillance Technology Annual Report” shall mean a written report covering each surveillance technology in use over the past year that is publicly released at least once per year and shall, at a minimum, include the following:

- (i) A summary of how each surveillance technology and database was used.
- (iii) Total annual costs for each surveillance technology and database, including personnel and other ongoing costs, and what source of funding will fund the technology in the coming year.
- (iii) How often collected surveillance data was shared with and received from any external persons or entities; under what legal standard(s) the information was disclosed; and the justification for the disclosure(s).
- (iv) A summary of complaints or concerns that were received about each surveillance technology and database.

(v) The results of any internal audits, any information about violations of the Use Policy, and any actions taken in response to complaints or concerns.

(vi) Justification for the continued use of each surveillance technology and database and safeguards to protect civil liberties, privacy, and against discrimination.



MEMORANDUM TO THE MAYOR AND CITY COUNCIL

Meeting: April 21, 2025 Committee of the Whole
Subject: An Ordinance Approving a Comprehensive Plan
(*Imagine Urbana* / Plan Case No. 2502-CP-25)

Summary

Action Requested

City Council is being asked to approve the *Imagine Urbana* Comprehensive Plan. The draft plan is hosted online and can be found at: <https://online.encodeplus.com/regs/urbana-il>

Plan Commission Recommendation

Since the initial draft of *Imagine Urbana* was published on August 20, 2024, the Plan Commission has iteratively reviewed its themes, sections, and content over the course of eleven public study sessions and a series of public hearings. The Commission held public hearings on the draft plan on March 13, March 27, April 3, and April 10, 2025. The Plan Commission unanimously voted to recommend approval of *Imagine Urbana* to City Council (five ayes to zero nays) at its meeting on April 10, 2025.

Relationship to City Services and Priorities

Impact on Core Services

Approval of the plan would have no direct impact on City services. However, the policy guidance provided by *Imagine Urbana* is intended to inform priorities and investments going forward.

Strategic Goals & Plans

The policy guidance contained in *Imagine Urbana* generally aligns with the four strategic areas in the Mayor/Council Strategic Goals (Public Health & Safety, Housing, Infrastructure, and Economic Health). Once adopted, the plan would replace the 2005 Comprehensive Plan. In addition, the adopting ordinance contains language to adopt several existing plans, which had previously been adopted as amendments to the 2005 plan, as stand-alone plans. This approach would ensure that these plans can still be used once the 2005 plan is replaced with *Imagine Urbana*.

Previous Council Actions

On April 11, 2005, Council adopted Ordinance No. 2005-03-050, which adopted the 2005 Comprehensive Plan. *Imagine Urbana* would replace the 2005 plan. Council has also adopted 16 [amendments](#) to the 2005 plan, including several targeted plans, such as the Bicycle Master Plan and Hazard Mitigation Plan.

Discussion

Additional Background Information

Imagine Urbana is the culmination of a five-year planning process, which began in early 2020. The process included multiple phases of public outreach, staff working groups, research, analysis, and ultimately, drafting of the plan. (More detailed information on the public engagement process can be found in [Section II - Background](#).)

Beginning August 20, 2024 with the release of the first draft of the Plan, the Plan Commission held 11 study sessions between August 22, 2024 and February 20, 2025 to discuss and refine elements of the plan. During September and October, 2024, staff also presented the draft plan to and received quality feedback from the Arts & Culture Commission, Bicycle & Pedestrian Advisory Commission, Community Development Commission, Historic Preservation Commission, and Sustainability Advisory Commission. As with all commission meetings, each of the 11 study sessions at Plan Commission, and each session at the aforementioned commissions was open to the public to both observe and provide comment. On March 13, 2025, the Plan Commission opened the public hearing on *Imagine Urbana* and kept the hearing open for four meetings before making their recommendation to City Council on April 10.

Imagine Urbana begins with an **Introduction** and **Background**, followed by the **Vision & Values** section. The core of the plan lies in the following sections, which include **Big Ideas**, **Big Moves**, **Little Moves**, **Maps**, and **Tracking Progress**. These are briefly described as follows:

Big Ideas are the four overarching goals for Urbana’s future.

Big Moves are the strategies to achieve the Big Ideas.

Little Moves are the actions that provide specific steps to implement each Big Move.

The **Maps** section contains three maps to guide future development and redevelopment of the City: Place Types, Connected City, and Development Opportunities.

Tracking Progress contains two types of Metrics that will be used to track progress: Community Metrics and metrics assigned to each Little Move used to track progress toward each Big Move.

The plan concludes with a brief section on **Evaluation and Reporting**, followed by an **Appendix**.

Policy or Statutory Impacts

The *Imagine Urbana* Comprehensive Plan is the main policy document guiding land development and redevelopment for the City for the next two decades. It is important that *Imagine Urbana* be treated as an organic document, responding to changing conditions and updated regularly. One of the identified deficiencies of the 2005 plan was the lack of updating and follow-through.

Fiscal and Budget Impact

The plan itself will have no direct impact on the City’s finances. In the short and medium term, fully implementing the action items -- “little moves” -- of the plan will require staff time and additional financial resources. An important long-term goal of the plan (Big Idea #2: Urbana is Both Financially and Environmentally Resilient) is that implementing the plan will lead to a more fiscally stable future for the City.

Community Impact

Imagine Urbana involved an extensive and inclusive community engagement process to identify goals and aspirations for the future development of the City and included interactive workshops; presentations to community groups; tables at City and neighborhood events; door-to-door, SMS, online, and paper surveys; ward meetings; and an online and in-person spending priorities exercise; all with an emphasis on seeking out voices not traditionally heard. Once the draft Plan was published in August, 2024, the public had in-person opportunities to meet with staff to discuss the Plan and its maps at neighborhood meetings, and provide input at Plan Commission study sessions and public hearings from August 2024 – March 2025.

Recommendation

The Plan Commission unanimously recommended approval of the plan to City Council. Staff concurs with the Plan Commission’s recommendation.

Next Steps

If Council approves the plan, staff will update the plan’s webpage to indicate that the plan has been adopted. City staff and City leaders would then begin using the plan immediately as policy guidance and working to implement the action items from the plan as resources allow.

Attachments

1. An Ordinance Adopting the Imagine Urbana Comprehensive Plan (Plan Case No. 2502-CP-25).

Originated by: Kevin Garcia, Principal Planner / Zoning Administrator

Reviewed: Andrea Ruedi, Strategic Advisor for Integrated Strategy Development
William Kolschowsky, Senior Management Analyst/Assistant to the City
Administrator

Approved: Carol Mitten, City Administrator

ORDINANCE NO. _____

AN ORDINANCE APPROVING A COMPREHENSIVE PLAN

(Imagine Urbana / Plan Case No. 2502-CP-25)

WHEREAS, the City of Urbana (“City”) is a home rule unit of local government pursuant to Article VII, Section 6, of the Illinois Constitution, 1970, and may exercise any power and perform any function pertaining to its government and affairs, and the passage of this Ordinance constitutes an exercise of the City’s home rule powers and functions as granted in the Illinois Constitution, 1970; and

WHEREAS, the City Council on April 11, 2005 in Ordinance No. 2005-03-050 adopted the 2005 City of Urbana Comprehensive Plan; and

WHEREAS, the 2005 Comprehensive Plan contained goals, objectives, policies, and other recommendations pertaining to land uses, housing, neighborhoods and public infrastructure in the community; and

WHEREAS, since 2005 various amendments to the Comprehensive Plan have been adopted; and

WHEREAS, changes in various circumstances since the 2005 Comprehensive Plan was adopted have indicated a need for a new Comprehensive Plan to address opportunities and issues facing Urbana; and

WHEREAS, an extensive and inclusive community engagement process to identify goals and aspirations for the future development of the City included interactive workshops; presentations to community groups; tables at City and neighborhood events; door-to-door, SMS, online, and paper surveys; ward meetings; and an online and in-person spending priorities exercise; all with an emphasis on seeking out voices not traditionally heard; and

WHEREAS, an initial draft of the new comprehensive plan, Imagine Urbana, was published on August 20, 2024, and after which, six neighborhood meetings, five City commission presentations, eleven Plan Commission public study sessions, and four public hearing meetings were held to gather

community feedback, and

WHEREAS, *Imagine Urbana*, contains an Introduction, Background and Trends, Process, Vision & Values, Big Ideas, Big Moves & Little Moves, Metrics, Place Types descriptions and Map, a Connected City Map, and a Development Opportunities Map; and

WHEREAS, the Plan Commission recommended that the following plans, which were adopted as amendments to the 2005 Comprehensive Plan, be adopted as individual plans by the ordinance that adopts *Imagine Urbana*: Bicycle Master Plan (2016), Pedestrian Master Plan (2020), Bicycle Wayfinding Plan (2020), Champaign County Greenways & Trails Plan (2014), Champaign County Hazard Mitigation Plan (2021), Crystal Lake Neighborhood Plan (2008) and Downtown Plan (2012); and

WHEREAS, after due publication, the Plan Commission held public hearings on March 13, March 27, April 3, and April 10, 2025, and voted with five (5) ayes and zero (0) nays to forward Plan Case 2502-CP-25 to the City Council with a recommendation to approve *Imagine Urbana*; and

WHEREAS, the City Council finds that it is in the public interest to adopt *Imagine Urbana*; and

NOW, THEREFORE, BE IT ORDAINED by the City Council of the City of Urbana, Illinois, as follows:

Section 1.

The attached document, entitled *Imagine Urbana*, as Exhibit "A", and incorporated herein by reference, is hereby adopted as the official Comprehensive Plan of the City of Urbana and shall replace the existing 2005 Comprehensive Plan and all amendments to said plan.

Section 2.

The following plans, which were adopted as amendments to the 2005 Comprehensive Plan, are hereby adopted as individual plans, effective as of the date of their adoption as amendments to the 2005 Comprehensive Plan: Bicycle Master Plan (2016), Pedestrian Master Plan (2020), Bicycle Wayfinding Plan (2020), Champaign County Greenways & Trails Plan (2014), Champaign County Hazard Mitigation Plan (2021), Crystal Lake Neighborhood Plan (2008) and Downtown Plan (2012).

Section 3.

Upon approval of this Ordinance, the City Clerk is directed to record a certified copy of this Ordinance with the Champaign County Office of Recorder of Deeds. 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 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 Council of the City of Urbana, Illinois, at a meeting of said Council.

PASSED BY THE CITY COUNCIL this date day of Month, Year.

AYES:

NAYS:

ABSTENTIONS:

Darcy E. Sandefur, City Clerk

APPROVED BY THE MAYOR this date day of Month, Year.

Diane Wolfe Marlin, Mayor



May 25, 2025 Open House Feedback
21 residents, 4 council members, 3 media

Comment Cards

- Ward 1: The Plan **MUST** state what land uses will not be allowed in each N1 and N2 neighborhood.
- Ward 1: I very much appreciate the open house + the opportunity to have questions answered by city staff. I spoke with both Kevin Garcia + Marcus Ricci and both were informative + a pleasure to talk with. I attended 2 Plan Commission mtgs in March + appreciate the efforts being made to refine the comprehensive plan. I am hopeful – though not yet fully convinced – that the plan will prove to be beneficial to the future of Urbana.
- Ward 1: RE: West Urbana! Define specifically what the yellow column means in the Place Type category. Remove all N2 along Lincoln – restrict to Green St only. Keep all high-density housing along Lincoln to the west side. Limit aggregation of parcels – esp. in Busey Corridor. Specify goals + limitations for each neighborhood – amend maps as in comp plan 2005.
- Ward 1: This proposal makes me imagine the decline of Urbana. I do not understand the need for this whole process.
- Ward 2: Stoughton St. should be removed from the “corridor” designation. It is a small street with small houses and the sort of development appropriate for Springfield is not appropriate for Stoughton.

- Ward 3:
 - Urbana should add more vocational programs to the city programs and develop a work program for inmates and homeless and look for a place to house those programs.
 - Move business districts to residential area and develop downtown for entertainment – and government offices. Business will consist of banks, grocery, retail, pharmacy, clothing, etc. and not a lot of fast food. Community center.
 - I would like to see a business district in Ward 3 and develop an area that can serve the community to reduce travel time.
 - I would like to read Urbana’s “Climate Action Plan”. There is a lot in the Climate Action Plan and, as leaders we need to prepare for the changes coming to our society. [Sent resident the 2020 Climate Action Plan and most recent annual report on 5.29.25.]
 - I think walking trails are a wonderful idea. I would ask and like to see a walking trail from Beardsley and Goodwin to Lincoln and Bradley.
 - Businesses to consider – lumber mills, shoe factory, clothing factory.

- Ward 5: No notice for public input—from our neighborhood (Beringer Commons). The vague responses to specific questions. The lack of specific data / minutes of meetings held for public input. All you’ve done is convince me that public input is not really wanted.

- Ward 6: Align incentives with city goals, such as Enterprise Zones & TIF. Conduct a housing – needs study! Consider housing needs of low-income households.

- Ward 7: Is there any plan to deal with the traffic build-up going north on Vine St at the intersection w/ Washington St when the middle school lets out --- and, going south on Vine c. 5:00 pm. (the going home ‘rush hour’) into that same 4-way stop at Washington?

One-on-One Discussions

- Ward 1:
 - There should be a Place Types category for single family only residential. Single family zoning should be protected. If I buy a house, I want to know that in thirty years I won't have apartments across from me. This uncertainty in the plan needs to be clarified.
 - Is there a requirement to have a comprehensive plan, and if so, what is it?
 - Discussion on housing study: We need to know what we have now. In the November 17, 2024 News-Gazette, a story reported that Nick Hanson said Urbana's rental registration program includes 8,771 apartments in multi-family housing, 1,643 single family homes and 395 duplex rental units. On 5/29, resident followed up with these questions:
 1. How many properties in Urbana are currently zoned to allow multi-family housing?
 2. How many properties that are currently zoned to allow multi-family housing do not have a multi-family structure on them?
 3. How many properties are currently zoned to allow duplex by right (R-3)?
 4. How many properties in Urbana are currently duplexes?
 5. How many duplexes are located on land zoned R-3 and how many on land zoned R-2?
 6. At how many of the duplexes is one of the units owner-occupied?
 7. How many properties in Urbana currently have an accessory dwelling unit (ADU)?
 8. At how many of the properties with an ADU is one of the units owner-occupied?
 9. How many requests for conditional use permits for duplexes on land zoned R-2 have been submitted to the city in the last 10 years? How many were denied?
 10. How many requests for an accessory dwelling unit have been submitted to the city in the last 10 years? How many were denied?
 11. How many condominiums are in Urbana and how many of those are owner-occupied?

12. How many townhouse units are in Urbana? Are any owner-occupied?
- Please clarify if the U.S. Census data 13% vacancy rate is the rate for rental housing — or if that's the overall rate for all housing. If it's the latter, does the Census data break down homeowner vacancy rates and rental housing vacancy rates?
 - Ward 2: Agreed with designation of Corridor Neighborhood for Stoughton St. & Springfield Ave., and saw potential for connecting downtown Urbana with the University Neighborhood west of Lincoln.
 - Ward 5:
 - Would like to see how many people said what.
 - Can an ADU be larger than the original house? What trumps – HOA or Zoning Ordinance?