

# CASE 204-AM-26

PRELIMINARY MEMORANDUM

May 7, 2026

**Petitioner:** Deanna Eastin d.b.a. Payne’s Pride LLC

**Request:** Amend the Zoning Map to change the zoning district designation from the B-4 General Business Zoning District to the I-1 Light Industry Zoning District.

**Location:** Five lots being Lot 1 & 2 of Barr Farms 1<sup>st</sup> Subdivision and the three lots totaling six acres immediately to the east in the Southwest Quarter of the Northwest Quarter of Section 27, Township 20 North, Range 9 East of the Third Principal Meridian in Somer Township, with addresses of 4812 N. Cunningham, 4808 N Cunningham and 4712 N. Cunningham, Urbana, Illinois.

**Site Area:** 10.23 acres

**Time Schedule for Development:** As soon as possible

**Prepared by:** **Charlie Campo**, Zoning Officer  
**John Hall**, Zoning Administrator  
**Trevor Partin**, Associate Planner

## BACKGROUND

The subject property contains 3 buildings on 5 lots. Two buildings are currently occupied by a sign installation company and a mechanical contractor with the third building currently vacant. The petitioners seek to rezone the property from B-4 General Business to I-1 Light Industry to allow an aerospace research and manufacturing company to locate their business in the vacant building. Aerospace research and manufacturing is not an allowed use in the B-4 General Business District but would be allowed by right in the requested I-1 Light Industry District.

## EXTRATERRITORIAL JURISDICTION

The subject property is located within the one and one-half mile extraterritorial jurisdiction of the City of Urbana, a municipality with zoning. Zoned municipalities have protest rights in Map Amendment cases. Notice of the public hearing was sent to the city. The subject property is adjacent to the City of Urbana. The City’s most recent Comprehensive Plan, Future Land Use Map from 2025 shows the subject property to be in the “Commercial” future land use category.

The subject property is located within Somer Township, which does not have a Plan Commission. Townships with Plan Commissions have protest rights in Map Amendment cases.

## EXISTING LAND USE AND ZONING

**Table 1. Land Use and Zoning Summary**

Direction	Land Use	Zoning
Onsite	Sign Business, Contractors Facility/Proposed Aerospace Research and Manufacturing	B-4 General Business (Proposed rezoning to I-1 Light Industry)

North	Woodworking Shop/Agriculture	AG-2 Agriculture
East	Agriculture	AG-2 Agriculture
West	Agriculture	AG-2 Agriculture
South	Roofing Contractor/Agriculture	B-4 General Business

## **PUBLIC COMMENTS**

Notices about the case were sent to surrounding landowners, Somer Township, City of Urbana, Eastern Prairie Fire Protection District and Saline Branch Drainage District and no comments have been received.

## **PARKING**

Parking requirements differ based on the uses that occupy the building. A detailed floor plan will be required as part of a Zoning Use Permit for a change of use for a new tenant to occupy the building. A variance could be required if the site cannot meet the parking requirements based on the Zoning Ordinance.

## **STATE REQUIREMENT REGARDING ACCESSABILITY**

The State of Illinois requires any changes to commercial buildings to comply with the Illinois Accessibility Code. If any changes to the building that total \$50,000 or more are made, a set of plans must be filed with the Department of Planning and Zoning that are signed by an Illinois licensed engineer or architect and state that all improvements comply with the Illinois Accessibility Code.

## **DECISION POINTS**

Staff analysis indicates that the proposed Zoning Map amendment and potential use appear to be generally compatible with surrounding land uses and the Champaign County Land Resource Management Plan Goals, Objectives, and Policies adopted by the County Board on April 22, 2010.

Staff has recommended affirmative findings for all decision points for the LRMP Goals, Objectives, and Policies, LaSalle and Sinclair Factors, and Purpose of the Zoning Ordinance which are denoted by text in ***BOLD ITALICS***. The Board can revise any of these recommended findings.

## **PROPOSED SPECIAL CONDITIONS**

No special conditions are proposed.

## **ATTACHMENTS**

- A Case Maps (Location, Land Use, Zoning)
- B Annotated Aerial Photo 2023
- C LRMP Land Use Goals, Objectives, and Policies (on ZBA meetings website)
- D LRMP Appendix of Defined Terms (on ZBA meetings website)
- E Site Plan received March 18, 2026

- F Letters from American Dowell (Current Tenant) and CU Aerospace (Prospective Tenant)
- G Site Photos taken May 5, 2026
- H Draft Finding of Fact, and Final Determination for Case 204-AM-26 dated May 14, 2026

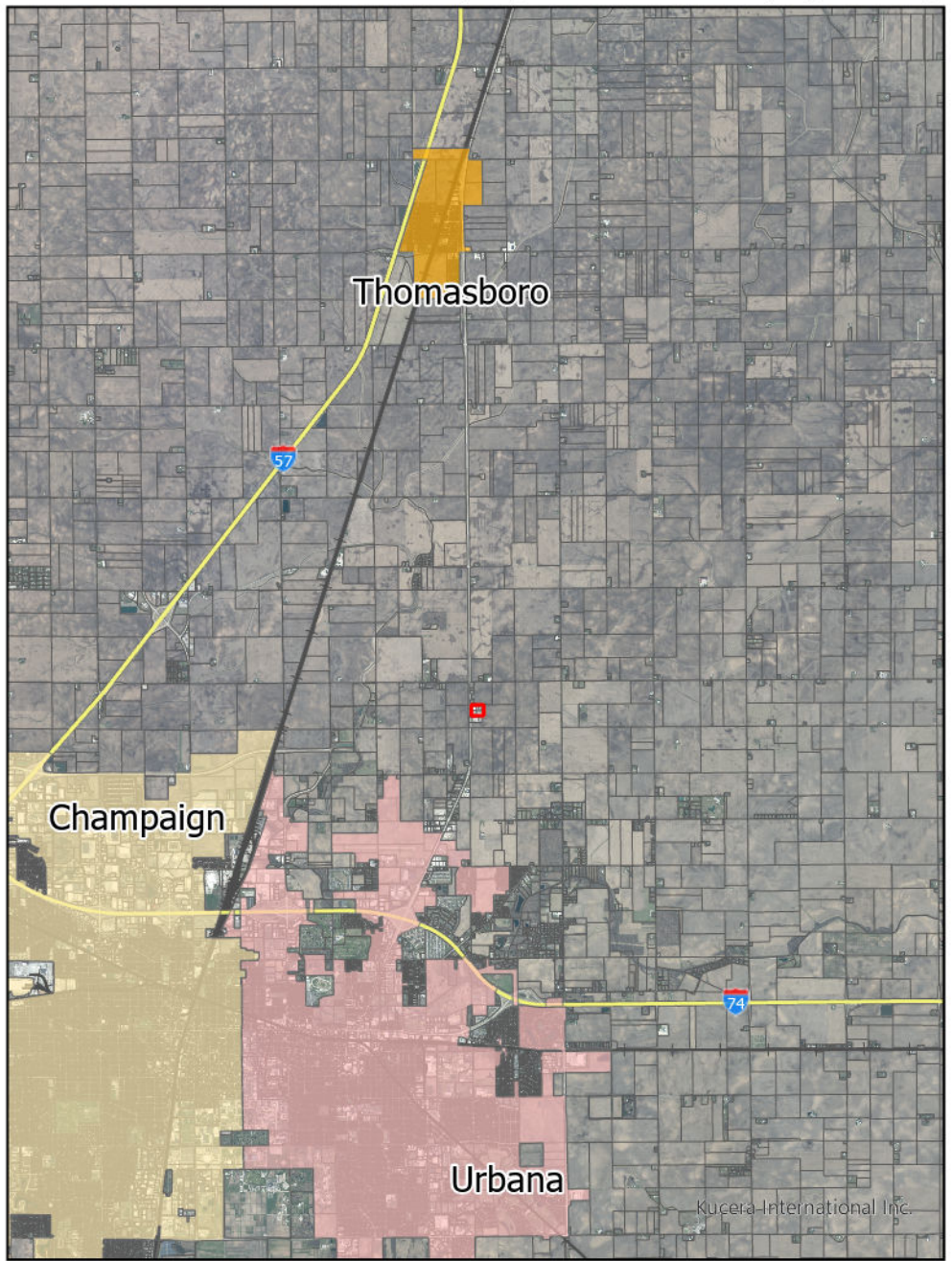
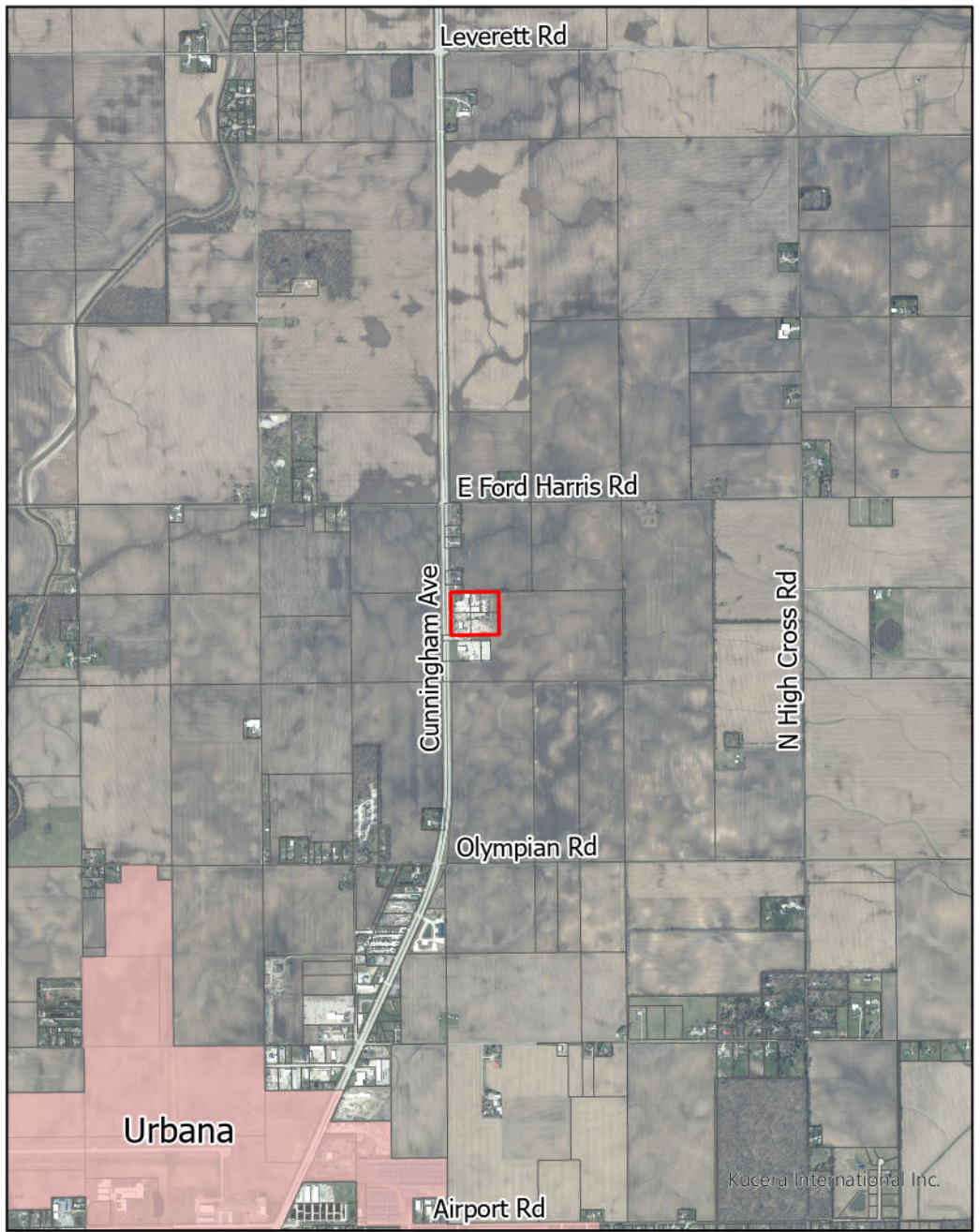
# Location Map

Case 204-AM-26

May 14, 2026

Subject Parcel Boundary

Property location in Champaign County



Subject Parcels Boundary 0 0.5 1 Miles

0 2 4 Miles







# Land Use Map

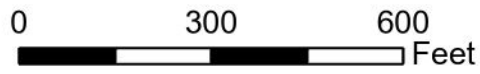
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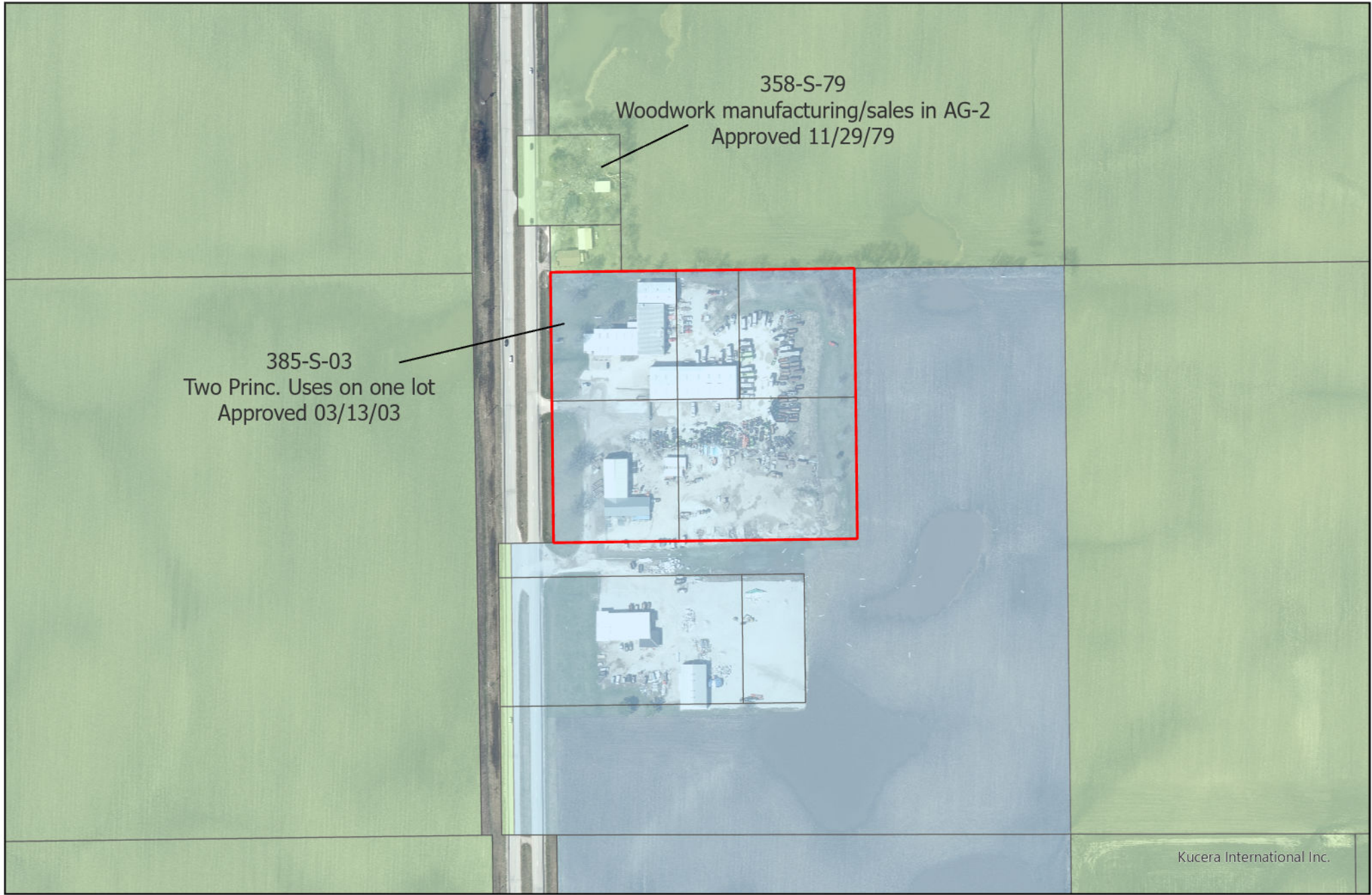


Kucera International Inc.

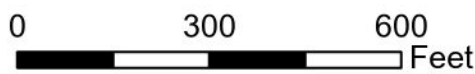
-  Subject Parcels Boundary
-  Residential
-  Agricultural
-  Commercial



Zoning Map  
Case 204-AM-26  
May 14, 2026



 Subject Parcels Boundary  B-4 General Business  AG-2 Agriculture



# Annotated 2023 Aerial

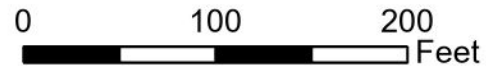
Case 204-AM-26

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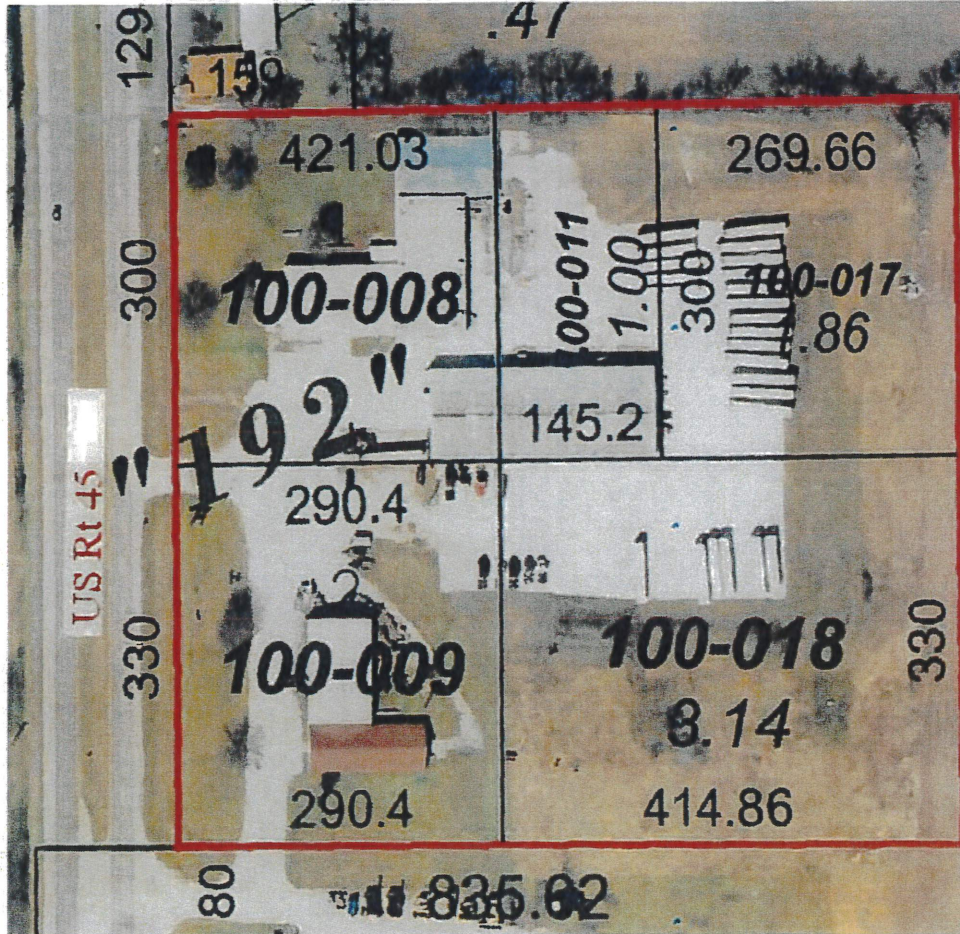
Kucera International Inc.

 Subject Parcels Boundary



# PAYNE'S PRIDE

4712 - 4812 N. CUNNINGHAM AVE.  
URBANA, IL 61802



**DESCRIPTION:**

This property is conveniently located on Route 45 just north of interstate 74. There is ample parking for cars and trucks. There is excellent opportunity for several types of businesses to include a truck shop, distribution, service business, etc.

**BUILDING SPECIFICATIONS:**

4812 (North Building)- 18,525 sq.ft.  
4808 (Middle Building)- 16,000 sq.ft.  
4712 (South Building)- 9,270 sq.ft.

**ZONED:**

Champaign County B-4 General Business

**Utilities:**

Well, Septic & Propane

# RECEIVED

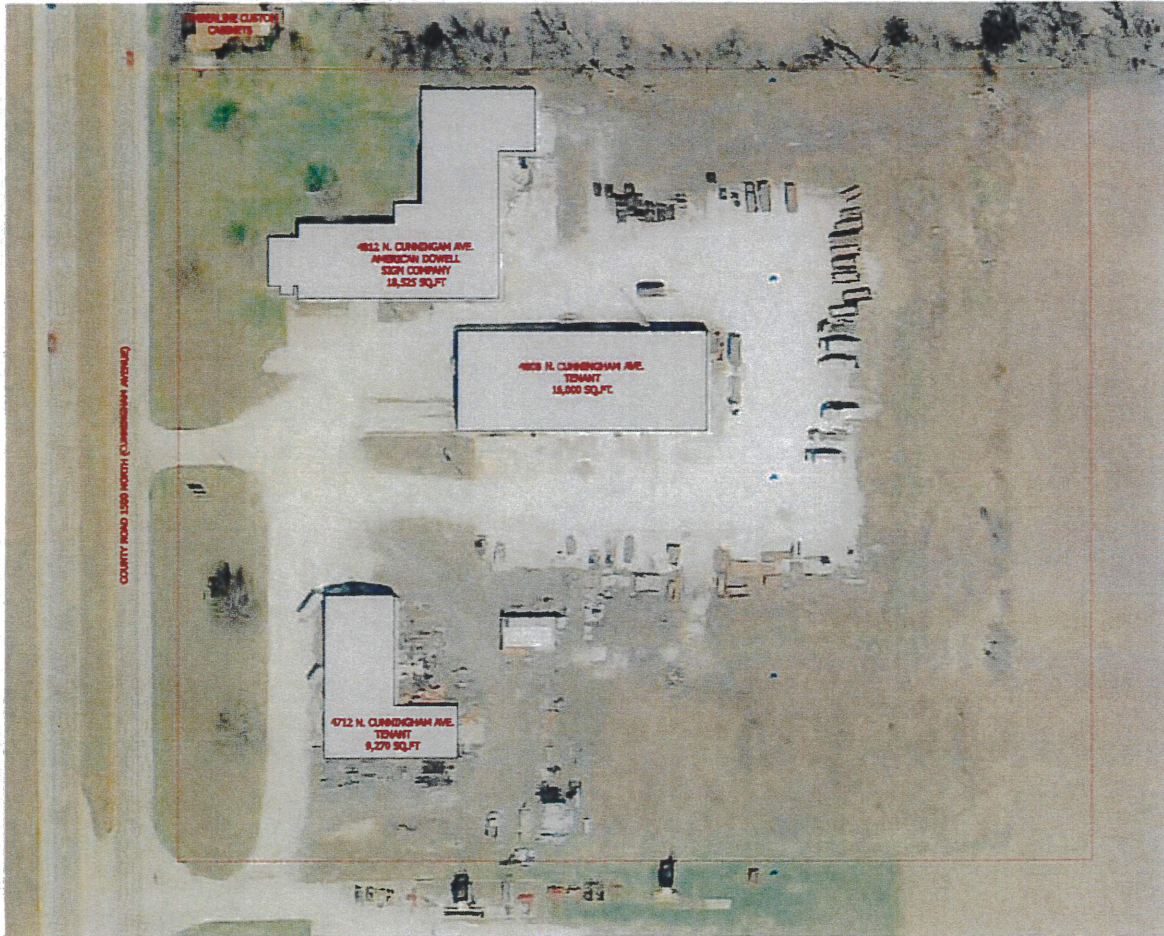
MAR 18 2026

CHAMPAIGN CO. P & Z DEPARTMENT

FOR MORE INFORMATION CONTACT: DEANNA EASTIN  
217-359-6696 / 217-766-1608

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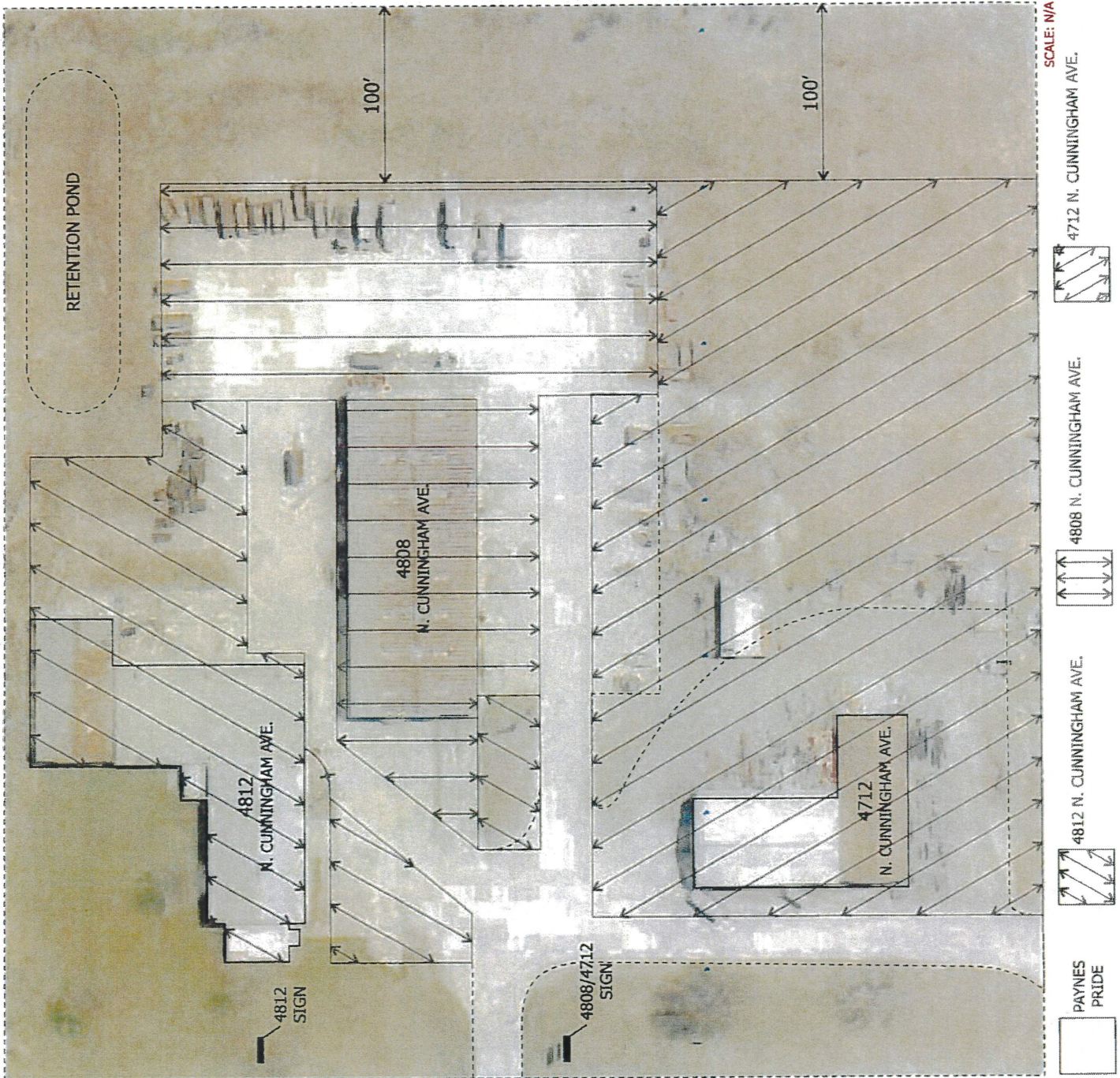
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MAR 18 2026

CHAMPAIGN CO. P & Z DEPARTMENT



# RECEIVED

MAR 18 2026

CHAMPAIGN CO. P & Z DEPARTMENT



To:  
Champaign County Planning and Zoning  
102 E. Main St.  
Urbana, IL 61801

My business, American Dowell Sign Company, Inc., has leased the building at 4812 N. Cunningham Ave., Urbana, IL 61802 from Payne's Pride since 2015.

Deanna Eastin with Payne's Pride recently approached me with the idea of re-zoning the 4712, 4808 and 4812 N. Cunningham Ave. properties from B4 to I1. I have no issue with this idea and believe that re-zoning the property to I1 would allow a greater variety of businesses to utilize the property. This would also allow the businesses that currently utilize the property the opportunity to expand their operations/services if desired.

Re-zoning the property will allow tenants to expand their capabilities and create new options for future tenants. It is likely that this growth opportunity for the tenants will result in increased revenue for the landlord, which would in turn allow Payne's Pride, LLC to more effectively improve the property.

I see this as an opportunity for the property owner to better service the tenants and to provide better options for future tenants. This is also an opportunity for Champaign County to diversify the types of properties that local businesses can utilize to expand, further supporting our thriving community of local businesses.

Travis Eastin - President  
American Dowell Sign Company  
4812 N. Cunningham Ave.  
Urbana, IL 61802  
217-359-6696

MEMORANDUM FOR RECORD

March 13, 2026

FROM: Darren M. King, *Laboratory Director*

SUBJECT: Company expansion needs, 2026

CU Aerospace (CUA) is engaged in identifying and developing promising new aerospace, plasmadynamic and thermodynamic concepts and ultimately producing, commercializing, and distributing those innovative technologies.

CUA presently currently occupies a mixed office and laboratory space at 3001 Newmark Drive in the Interstate Research Park located in north Champaign. This 10,000 ft<sup>2</sup> building is presently provisioned with ~2000 ft<sup>2</sup> of offices for its 17 daily employees, ~2500 ft<sup>2</sup> of laboratory space, ~600 ft<sup>2</sup> of machine shop, and the remaining ~4900 ft<sup>2</sup> split between common uses such as conference space, a storage room, restrooms, hallways and entryways, and a ~1200 ft<sup>2</sup> common space that houses several cubicles and a reception desk.

As 2026 approaches, the Company finds itself shifting its business focus from a historical R&D base toward focusing more on production of our mature technologies. CUA has recently demonstrated operation of its first satellite, the Dual Propulsion Experiment (DUPLEX), launched late 2025. As these systems are demonstrated in space, we expect orders from industry to start accelerating. Early sales for our Fiber-fed Pulsed Plasma Thruster (FPPT) system prove the commercial appeal of this new technology, and flight heritage is anticipated to bring significant attention to FPPT's capability and value.

It has become obvious to the Company Members that our current small machine shop and moderately small mixed-use research space is too small and too shared for the lean production of our technologies. Accordingly, we actively seek an expanded facility to dedicate to production of these (and other) systems. CUA holds an AS9100D with ISO 9001:2015 QMS certification and looks to leverage this Quality system's benefits in a production-only environment.

The candidate property at 4808 North Cunningham, Urbana, IL, has ~16,000 ft<sup>2</sup> of total space, with only ~800 ft<sup>2</sup> of offices. Plentiful open space will allow us to build out dedicated production spaces in well-organized zones. We plan to start with three or four CNC machines (mills and lathes) and add more (along with machine operators) as production needs ramp up. We plan to erect a small clean room for precision cleaning these parts as well. It is our intent to insulate and fully air condition the production space. Future plans include the integration of thermal vacuum and vibration table test setups.

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MAR 18 2026

CHAMPAIGN CO PA 61822

## 204-AM-26 Site Images



**From US-45/N. Cunningham Ave looking east toward 4812 & 4808 N. Cunningham**



**From US-45/N. Cunningham Ave looking east toward 4712 N. Cunningham**

**204-AM-26 Site Images**



**From entrance driveway looking north along US-45/N. Cunningham**



**From entrance driveway looking south along US-45/N. Cunningham**

**204-AM-26 Site Images**



**From subject property looking west**

**PRELIMINARY DRAFT**

**204-AM-26**

**FINDING OF FACT  
AND FINAL DETERMINATION  
of  
Champaign County Zoning Board of Appeals**

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Final Determination: ***{RECOMMEND ENACTMENT / RECOMMEND DENIAL}***

Date: ***{May 14, 2026}***

Petitioner: **Deanna Eastin d.b.a. Payne’s Pride LLC**

Request: **Amend the Zoning Map to change the zoning district designation from the B-4 General Business Zoning District to the I-1 Light Industry Zoning District.**

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## FINDING OF FACT

From the documents of record and the testimony and exhibits received at the public hearing conducted on **May 14, 2026**, the Zoning Board of Appeals of Champaign County finds that:

1. Petitioner is the owner of the subject property.
2. Five lots being Lot 1 & 2 of Barr Farms 1<sup>st</sup> Subdivision and the three lots totaling six acres immediately to the east in the Southwest Quarter of the Northwest Quarter of Section 27, Township 20 North, Range 9 East of the Third Principal Meridian in Somer Township, with addresses of 4812 N. Cunningham, 4808 N Cunningham and 4712 N. Cunningham, Urbana, Illinois.
3. Regarding municipal extraterritorial jurisdiction and township planning jurisdiction:
  - A. The subject property is located within the one and one-half mile extraterritorial jurisdiction of the City of Urbana, a municipality with zoning. Zoned municipalities have protest rights in Map Amendment cases. Notice of the public hearing was sent to the city.
    - (1) The subject property is adjacent to the City of Urbana. The City’s most recent Comprehensive Plan, Future Land Use Map from 2025 shows the subject property to be in the “Commercial” future land use category.
  - B. The subject property is located within Somer Township, which does not have a Planning Commission. Townships with Plan Commissions have protest rights in Map Amendment cases.
4. Regarding comments by petitioners, when asked on the petition what error in the present Ordinance is to be corrected by the proposed change, the petitioner did not provide a response
5. Regarding comments by the petitioner, when asked on the petition what other circumstances justify the rezoning the petitioner has indicated: **“The warehouses on these parcels have the potential to be better utilized by businesses that are categorized under I-1. Due to the size of the buildings on the property, it is probable that we will continue to encounter zoning challenges unless an amendment is made. Not only would this allow for a local business to move onto our property and continue to expand, but it will also create growth opportunities for the current tenants, who are also locally owned businesses.”**

## GENERALLY REGARDING LAND USE AND ZONING IN THE IMMEDIATE VICINITY

6. Land use and zoning on the subject property and in the vicinity are as follows:
  - A. The subject property is currently zoned B-4 General Business and is currently used for a sign installation business and a mechanical contractor business.
  - B. Land to the north of the subject property is zoned AG-2 Agriculture and one of the lots has a small woodworking shop and the other lot is used for agriculture.
  - C. Land to the south of the subject property is zoned B-4 General Business and is currently used as a field entrance and for a roofing contractor business.

- D. Land to the east of the subject property is zoned B-4 General Business and AG-2 Agriculture and is in agricultural production.
  - E. Land to the west of the subject property is separated by US-45/Cunningham Ave. and is zoned AG-2 Agriculture and is in agricultural production.
7. Previous zoning cases on the subject property and in the vicinity include the following:
- A. Case 385-S-03 was a Special Use Permit request (approved) in 2003 to allow two principal buildings in the B-4 General Business District on one of the lots that make up the subject property.
  - B. Case 152-AM-76 was a request (denied) in 1976 to rezone the two properties totaling approximately 1.5 acres to the north from AG-2 Agriculture to B-4 General Business.
  - C. Case 358-S-79 was a Special Use Permit request (approved) in 1979 to allow a wood fabricating shop in the A-2 Agriculture district on the two properties totaling approximately 1.5 acres to the north.
8. Previous Zoning Use Permits issued for the property are as follows:
- A. ZUPA 267-75-01 was approved October 1, 1975, for the construction of an addition to the building with an address of 4812 N. Cunningham Ave.
  - B. ZUPA 174-76-02 was approved on August 9, 1976, for the construction of an 80 ft. x 200 ft. storage building on the properties with PINs 25-15-27-100-008 and 011.
  - C. ZUPA 336-02-01 was approved on January 23, 2003, for the construction of an 80 ft. tower for internet service on the property with PIN 25-15-27-100-011.
  - D. ZUPA 336-02-02 was approved on August 3, 2005, for a change of use to establish a forklift sales and service business on the property with PINs 25-15-27-100-008 & 011
  - E. ZUPA 249-05-02 was approved on September 15, 2005, for a change of use to establish a truck repair facility on the properties with PINs 25-15-27-100-011, 017 & 018.
  - F. ZUPA 286-15-03 was approved on October 15, 2015, for a change of use to establish a sign business and erect a freestanding sign on the property with PIN 25-15-27-100-008.
  - G. ZUPA 059-17-01 was approved March 10, 2017, for a change of use to establish a truck terminal on the properties with PINs 25-15-27-100-008, 017 & 018.
  - H. ZUPA 129-19-01 was approved on June 18, 2020, for a change of use to establish a truck repair shop on the properties with PINs 25-15-27-100-008, 017 & 018.
9. Regarding the site plan and proposed operations of the subject property:
- A. The petitioner is not proposing any changes to the existing buildings on the property.

- B. The petitioner proposes leasing the 80 ft. x 200 ft. building on the property to an aerospace research and manufacturing business.

**GENERALLY REGARDING THE EXISTING AND PROPOSED ZONING DISTRICTS**

10. Regarding the existing and proposed zoning districts:

- A. Regarding the general intent of zoning districts (capitalized words are defined in the Ordinance) as described in Section 5 of the Ordinance:
  - (1) The B-4 General Business DISTRICT is intended to accommodate a range of commercial USES and is intended for application only adjacent to the urbanized areas of the COUNTY.
  - (2) The I-1 Light Industry DISTRICT is established to provide for storage and manufacturing USES not normally creating a nuisance discernable beyond its PROPERTY lines.
- B. Regarding the different uses that are authorized in the existing and proposed zoning districts by Section 5.2 of the Ordinance:
  - (1) There are 117 types of uses authorized by right in the B-4 District and there are 86 types of uses authorized by right in the I-1 District:
    - a. The following 68 uses are authorized by right in the B-4 District and are not authorized at all in the I-1 District:
      - (a) Hotel – no more than 15 lodging units;
      - (b) Hotel – over 15 lodging units;
      - (c) Rural specialty business, minor;
      - (d) Rural specialty business, major;
      - (e) Institution of an educational philanthropic or eleemosynary nature;
      - (f) Church, temple, or church related temporary uses on church property;
      - (g) Township highway maintenance garage;
      - (h) Library, museum or gallery;
      - (i) Barber shop;
      - (j) Beauty shop;
      - (k) Reducing salon;
      - (l) Dressmaking shop;
      - (m) Self-service laundry;
      - (n) Shoe repair shop;
      - (o) Tailor and pressing shop;
      - (p) Mortuary or funeral home;
      - (q) Medical and dental clinic;
      - (r) Roadside produce sales stand;
      - (s) Banks, savings and loan associations;
      - (t) Insurance and real estate offices;
      - (u) Professional office;
      - (v) Private kindergarten or day care facility;
      - (w) Meat and fish market;
      - (x) Restaurant (indoor service only);

- (y) Supermarket or grocery store;
  - (z) Drive-in restaurant;
  - (aa) Tavern or night club;
  - (bb) Bakery (less than 2,500 sf);
  - (cc) Dairy store;
  - (dd) Delicatessen;
  - (ee) Confectionery store;
  - (ff) Retail liquor store;
  - (gg) Locker, cold storage for individual use;
  - (hh) Automobile, truck trailer and boat sales room (all indoors);
  - (ii) Automobile or trailer sales area (open lot);
  - (jj) Automotive accessories (new);
  - (kk) Hardware store;
  - (ll) Electrical or gas appliance sales and service;
  - (mm) Department store;
  - (nn) Apparel shop;
  - (oo) Shoe store;
  - (pp) Jewelry store;
  - (qq) Stationary-gift shop-art supplies;
  - (rr) Florist;
  - (ss) Newsstand-bookstore;
  - (tt) Tobacconist;
  - (uu) Variety-drygoods store;
  - (vv) Music store;
  - (ww) Drugstore;
  - (xx) Photographic studio and equipment sales and service;
  - (yy) Furniture store – office equipment sales;
  - (zz) Antique sales and service;
  - (aaa) Used furniture sales and service;
  - (bbb) Pet store;
  - (ccc) Bicycle sales and service;
  - (ddd) Pawn shop;
  - (eee) Sporting good sales and service;
  - (fff) Lawnmower sales and service;
  - (ggg) Billiard room;
  - (hhh) Bowling alley;
  - (iii) Dancing academy or hall;
  - (jjj) Lodge or private club;
  - (kkk) Private indoor recreational development;
  - (lll) Theatre, indoor;
  - (mmm) Commercial fishing lake;
  - (nnn) Auction house (non-animal); and
  - (ooo) Sexually oriented businesses;
- b. The following 49 uses are authorized by right in both the B-4 District and I-1 District:
- (a) Subdivisions of three lots or less;

*PRELIMINARY DRAFT*

- (b) Subdivisions totaling more than three lots or with new streets or private accessways;
- (c) Agriculture; including customary accessory uses;
- (d) Commercial greenhouse;
- (e) Greenhouse (not exceeding 1,000 sf);
- (f) Plant Nursery;
- (g) Municipal or government building;
- (h) Police station or fire station;
- (i) Public park or recreational facility;
- (j) Parking garage or lot;
- (k) Telephone exchange;
- (l) Telegraph office;
- (m) Railway station;
- (n) Motor bus station;
- (o) Truck terminal;
- (p) Drycleaning establishment;
- (q) Laundry and/or drycleaning pick-up;
- (r) Millinery shop;
- (s) Diaper service establishment;
- (t) Clothing repair and storage;
- (u) Farm equipment sales and service;
- (v) Feed and grain (sales only);
- (w) Artist studio;
- (x) Business office (footnote 4 lists applicability in I-1);
- (y) Vocational, trade or business school;
- (z) Major automobile repair (all indoors);
- (aa) Minor automobile repair (all indoors);
- (bb) Gasoline service station;
- (cc) Automobile washing facility;
- (dd) Building material sales (excluding concrete or asphalt mixing);
- (ee) Fuel oil, ice, coal, wood (sales only);
- (ff) Monument sales (excludes stone cutting);
- (gg) Heating, ventilating, air conditioning sales and service;
- (hh) Bait sales;
- (ii) Outdoor commercial recreational enterprise (except amusement park);
- (jj) Commercial fishing lake;
- (kk) Veterinary hospital (footnote 12 limits applicability in B-4);
- (ll) Wholesale business;
- (mm) Warehouse;
- (nn) Self-storage warehouses, providing heat and utilities to individual units;
- (oo) Self-storage warehouses, not providing heat and utilities to individual units;
- (pp) Christmas tree sales lot;
- (qq) Off-premises sign;
- (rr) Temporary uses;
- (ss) Contractors facilities (with no outdoor storage nor outdoor operations)
- (tt) Contractors facilities (with outdoor storage nor outdoor operations)

- (uu) Agricultural drainage contractor facility with no outdoor storage and/or outdoor operations;
  - (vv) Agricultural drainage contractor facility with outdoor storage and/or outdoor operations; and
  - (ww) Small scale metal manufacturing shop; and
  - (xx) Battery energy storage system, tier 1.
- c. The following 29 uses are authorized by right in the I-1 District and not at all in the B-4 District:
- (a) Grain storage elevator and bins;
  - (b) Wholesale produce terminal;
  - (c) Country club or golf course;
  - (d) Country club clubhouse;
  - (e) Riding stable;
  - (f) Seasonal hunting or fishing lodge;
  - (g) Theatre, outdoor;
  - (h) Aviation sales, service or storage;
  - (i) Pet cemetery;
  - (j) Dairy products manufacturing, processing and packaging;
  - (k) Wool, cotton, silk and man-made fiber manufacturing;
  - (l) Manufacturing and processing wearing apparel and related finished products manufacturing;
  - (m) Miscellaneous finished products manufacturing including home products, canvas products, decorative textiles, luggage, umbrellas, and similar products;
  - (n) Electrical and electronic machinery, equipment and supplies manufacturing;
  - (o) Engineering, laboratory, scientific and research instruments, manufacturing;
  - (p) Mechanical measuring and controlling instruments manufacturing;
  - (q) Optical instruments and lenses manufacturing;
  - (r) Surgical, medical, dental and mortuary instruments and supplies manufacturing;
  - (s) Photographic equipment and supplies manufacturing;
  - (t) Watches, clocks and clockwork operated devices manufacturing;
  - (u) Household and office furniture manufacturing;
  - (v) Building paper, paper containers, and similar products manufacturing;
  - (w) Theoretical and applied research development and prototype light manufacturing of the following: drugs, chemicals, food products, rubber and petroleum products, light weight fabricated metal products, electronic and electrical products, physical and aerospace sciences, wood and wood products, non-electrical machinery, textiles, glass and ceramic products;
  - (x) Non-profit or governmental educational and research agencies;
  - (y) Jewelry, costume jewelry, novelties; silverware and plated ware manufacturing and processing;
  - (z) Musical instruments and allied products manufacturing;

*PRELIMINARY DRAFT*

- (aa) Office and artists materials manufacturing (except paints, inks, dyes and similar products);
  - (bb) Signs and advertising display manufacturing; and
  - (cc) Pre-existing industrial uses (existing prior to October 10, 1973);
- d. The following uses are authorized by right in the I-1 District but requires a Special Use Permit in the B-4 District:
- (a) Bakery (more than 2,500 SF)
  - (b) Kennel
  - (c) Recycling center with outdoor storage and/or outdoor operations
  - (d) Contractors facilities with outdoor storage and/or outdoor operations
  - (e) Agricultural drainage contractor facility with outdoor storage and/or outdoor operations; and
  - (f) Light assembly.
- (2) There are 20 types of uses authorized by Special Use Permit (SUP) in the B-4 District (including the 6 uses authorized by right in the I-1 District, see above) and 28 types of uses authorized by SUP in the I-1 District:
- a. The following 7 uses may be authorized by SUP in the both the B-4 District and I-1 District:
    - (a) Adaptive reuse of government buildings for any use permitted by right in B-1, B-2, B-3, B-4, B-5 and I-1;
    - (b) Private or commercial transmission and receiving towers (including antennas) over 100 feet in height;
    - (c) Electrical substation;
    - (d) Helipport-restricted landing areas;
    - (e) Amusement park
    - (f) PV Solar Array
    - (g) Battery energy storage system tier 2
  - b. The following use may be authorized by Special Use Permit in the B-4 District and not at all in the I-1 District:
    - (a) Hospital.
  - c. The following use may be authorized by SUP in the I-1 District and not at all in the B-4 District:
    - (a) Artificial lake of 1 or more acres;
    - (b) Water treatment plant;
    - (c) Public fairgrounds;
    - (d) Airport;
    - (e) Restricted landing areas;
    - (f) Helipport/helistops;
    - (g) Slaughter houses;
    - (h) Stadium or coliseum;
    - (i) Gas turbine peaker;
    - (j) Big wind turbine tower (1-3 big wind turbine towers);
    - (k) Gasoline and volatile oils storage up to and including 80,000 gallon capacity in the aggregate;

- (l) Gasoline and volatile oils storage up to and including 80,000 gallons but no more than 175,000 gallon capacity in the aggregate; and
  - (m) Liquefied petroleum gas storage
- d. The following use may be authorized by SUP in the I-1 District and by right in the B-4 District:
- (a) Radio or television station

***GENERALLY REGARDING THE LRMP GOALS, OBJECTIVES, AND POLICIES***

11. The *Champaign County Land Resource Management Plan* (LRMP) was adopted by the County Board on April 22, 2010. The LRMP Goals, Objectives, and Policies were drafted through an inclusive and public process that produced a set of ten goals, 42 objectives, and 100 policies, which are currently the only guidance for amendments to the *Champaign County Zoning Ordinance*, as follows:
- A. The Purpose Statement of the LRMP Goals, Objectives, and Policies is as follows:  
“It is the purpose of this plan to encourage municipalities and the County to protect the land, air, water, natural resources and environment of the County and to encourage the use of such resources in a manner which is socially and economically desirable. The Goals, Objectives and Policies necessary to achieve this purpose are as follows...”
  - B. The LRMP defines Goals, Objectives, and Policies as follows:
    - (1) Goal: an ideal future condition to which the community aspires
    - (2) Objective: a tangible, measurable outcome leading to the achievement of a goal
    - (3) Policy: a statement of actions or requirements judged to be necessary to achieve goals and objectives
  - C. The Background given with the LRMP Goals, Objectives, and Policies further states, “Three documents, the *County Land Use Goals and Policies* adopted in 1977, and two sets of *Land Use Regulatory Policies*, dated 2001 and 2005, were built upon, updated, and consolidated into the LRMP Goals, Objectives and Policies.”

***REGARDING RELEVANT LRMP GOALS & POLICIES***

(Note: bold italics typeface indicates staff’s recommendation to the ZBA)

12. LRMP Goal 1 is entitled “Planning and Public Involvement” and states:

***Champaign County will attain a system of land resource management planning built on broad public involvement that supports effective decision making by the County.***

Goal 1 is always relevant to the review of the LRMP Goals, Objectives, and Policies in land use decisions, but the proposed rezoning will ***NOT IMPEDE*** the achievement of Goal 1.

13. LRMP Goal 2 is entitled “Governmental Coordination” and states:

***Champaign County will collaboratively formulate land resource and development policy with other units of government in areas of overlapping land use planning jurisdiction.***

Goal 2 has two objectives and three policies. The proposed amendment will *NOT IMPEDE* the achievement of Goal 2.

14. LRMP Goal 3 is entitled “Prosperity” and states:

**Champaign County will encourage economic growth and development to ensure prosperity for its residents and the region.**

Goal 3 has three objectives and no policies. The proposed amendment *WILL HELP ACHIEVE* Goal 3 for the following reasons:

A. The three objectives are:

- (1) Objective 3.1 is entitled “Business Climate” and states: Champaign County will seek to ensure that it maintains comparable tax rates and fees, and a favorable business climate relative to similar counties.
- (2) Objective 3.2 is entitled “Efficient County Administration” and states: “Champaign County will ensure that its regulations are administered efficiently and do not impose undue costs or delays on persons seeking permits or other approvals.”
- (3) Objective 3.3 is entitled “County Economic Development Policy” and states: “Champaign County will maintain an updated Champaign County Economic Development Policy that is coordinated with and supportive of the LRMP.”

B. Although the proposed rezoning is *NOT DIRECTLY RELEVANT* to any of these objectives, the proposed rezoning will allow the Petitioner to establish a mix of business uses that could benefit Champaign County’s business climate; therefore, the proposed rezoning can be said to *HELP ACHIEVE* Goal 3.

15. LRMP Goal 4 is entitled “Agriculture” and states:

**Champaign County will protect the long-term viability of agriculture in Champaign County and its land resource base.**

Goal 4 has 9 objectives and 22 policies. The proposed amendment will *NOT IMPEDE* the achievement of Goal 4.

16. LRMP Goal 5 is entitled “Urban Land Use” and states as follows:

**Champaign County will encourage urban development that is compact and contiguous to existing cities, villages, and existing unincorporated settlements.**

Goal 5 has 3 objectives and 15 policies. The proposed amendment will *NOT IMPEDE* the achievement of Goal 5 for the following reasons:

A. The Land Resource Management Plan defines “urban land use” as generally any land use that is connected and served by a public sanitary system and “urban development” is defined as the construction, extension, or establishment of a land use that requires or is best served by a connection to a public sanitary system.

- B. The subject property is not within the Contiguous Urban Growth Area (CUGA) of the City of Urbana. The CUGA is defined in the Land Resource Management Plan as unincorporated land within the County that meets one of the following criteria:
- (1) Land designated for urban land use on the future land use map of an adopted municipal comprehensive land use plan, intergovernmental plan or special area plan, and located within the service area of a public sanitary sewer system with existing sewer service or sewer service planned to be available in the near- to mid-term (over a period of the next five years or so).
    - a. The subject property is served by a private septic system and is not served by sanitary sewer and does not need access to sanitary sewer.
    - b. The subject property is over 1.25 miles from the nearest sanitary sewer line.
    - b. The City of Urbana is aware of the proposed zoning change, and no comments have been received.
  - (2) Land to be annexed by a municipality and located within the service area of a public sanitary sewer system with existing sewer service or sewer service planned to be available in the near- to mid-term (over a period of the next five years or so);  
or
    - a. The subject property is not served by sanitary sewer.
  - (3) Land surrounded by incorporated land or other urban land within the County.
    - a. The subject property is more than one mile from the municipal boundary of the City of Urbana.

17. LRMP Goal 6 is entitled “Public Health and Safety”, and states as follows:

**Champaign County will ensure protection of the public health and public safety in land resource management decisions.**

Goal 6 has 4 objectives and 7 policies. The proposed amendment will **NOT IMPEDE** the achievement of Goal 6.

18. LRMP Goal 7 is entitled “Transportation” and states as follows:

**Champaign County will coordinate land use decisions in the unincorporated area with the existing and planned transportation infrastructure and services.**

Goal 7 has 2 objectives and 7 policies. The proposed amendment will **NOT IMPEDE** the achievement of Goal 7.

19. LRMP Goal 8 is entitled “Natural Resources”, and states as follows:

**Champaign County will strive to conserve and enhance the County’s landscape and natural resources and ensure their sustainable use.**

Goal 8 has 9 objectives and 36 policies. The proposed amendment will **NOT IMPEDE** the achievement of Goal 8.

20. LRMP Goal 9 is entitled “Energy Conservation”, and states as follows:

**Champaign County will encourage energy conservation, efficiency, and the use of renewable energy sources.**

Goal 9 has five objectives and five policies. The proposed amendment will **NOT IMPEDE** the achievement of Goal 9.

21. LRMP Goal 10 is entitled “Cultural Amenities”, and states as follows:

**Champaign County will promote the development and preservation of cultural amenities that contribute to a high quality of life for its citizens.**

Goal 10 has one objective and one policy. The proposed amendment will **NOT IMPEDE** the achievement of Goal 10.

**GENERALLY REGARDING THE LASALLE FACTORS**

22. In the case of *LaSalle National Bank of Chicago v. County of Cook*, the Illinois Supreme Court reviewed previous cases and identified six factors that should be considered in determining the validity of any proposed rezoning. Those six factors are referred to as the *LaSalle* factors. Two other factors were added in later years from the case of *Sinclair Pipe Line Co. v. Village of Richton Park*. The *Champaign County Zoning Ordinance* does not require that map amendment cases be explicitly reviewed using all of the *LaSalle* factors, but it is a reasonable consideration in controversial map amendments and any time that conditional zoning is anticipated. The proposed map amendment compares to the *LaSalle* and *Sinclair* factors as follows:

A. **LaSalle factor: The existing uses and zoning of nearby property.** Table 1 summarizes the land uses and zoning of the subject property and nearby properties.

Table 1. Land Use and Zoning Summary		
Direction	Land Use	Zoning
Onsite	Sign Business, Contractors Facility/Proposed Aerospace Research and Manufacturing	B-4 General Business (Proposed rezoning to I-1 Light Industry)
North	Woodworking Shop/Agriculture	AG-2 Agriculture
East	Agriculture	AG-2 Agriculture
West	Agriculture	AG-2 Agriculture
South	Roofing Contractor/Agriculture	B-4 General Business

B. **LaSalle factor: The extent to which property values are diminished by the particular zoning restrictions.** Regarding this factor:

- (1) It is impossible to establish values without a formal real estate appraisal, which has not been requested nor provided, and so any discussion of values is necessarily general.
- (2) This area has a mix of land uses, and the subject property was has been in commercial use for many years.

C. ***LaSalle* factor: The extent to which the destruction of property values of the plaintiff promotes the health, safety, morals, and general welfare of the public.** Regarding this factor:

There has been no evidence submitted regarding property values. The proposed rezoning should not have a negative effect on the public health, safety, morals and welfare.

D. ***LaSalle* factor: The relative gain to the public as compared to the hardship imposed on the individual property owner.** Regarding this factor:

- (1) The gain to the public of the proposed rezoning is positive because it will provide a service to Champaign County residents for which there is a demand.

E. ***LaSalle* factor: The suitability of the subject property for the zoned purposes.**

Regarding this factor:

- (1) The proposed aerospace research and manufacturing use is an allowed use in the proposed I-1 Light Industry District.
- (2) The location of the subject property and the size of the existing buildings are well suited to the proposed I-1 district.

F. ***LaSalle* factor: The length of time the property has been vacant as zoned considered in the context of land development in the vicinity of the subject property.** Regarding this factor:

- (1) The subject property has been zoned B-4 since the adoption of the Champaign County Zoning Ordinance on October 10, 1973. The building has been vacant for less than one year.

G. ***Sinclair* factor: The need and demand for the use.** Regarding this factor:

The petitioner believes that the location of the subject site and the size of the buildings are suited to I-1 uses.

H. ***Sinclair* factor: The extent to which the use conforms to the municipality's (Champaign County's) comprehensive planning.**

- (1) The proposed rezoning and proposed use should not have a detrimental effect on the adjacent properties.
- (2) The ZBA has recommended that the proposed rezoning will ***HELP ACHIEVE*** the Champaign County Land Resource Management Plan.

**PRELIMINARY DRAFT**

- (3) The City’s most recent Comprehensive Plan, Future Land Use Map from 2025 shows the subject property to be in the “Commercial” future land use category.
- I. Overall, the proposed map amendment **IS CONSISTENT** with the LaSalle and Sinclair factors.

**REGARDING THE PURPOSE OF THE ZONING ORDINANCE**

23. The proposed amendment will **HELP ACHIEVE** the purpose of the Zoning Ordinance as established in Section 2 of the Ordinance for the following reasons:

- A. Paragraph 2.0 (a) of the Ordinance states that one purpose of the zoning regulations and standards that have been adopted and established is to secure adequate light, pure air, and safety from fire and other dangers.

This purpose is directly related to the limits on building coverage and the minimum yard requirements in the Ordinance. The existing building conforms to the requirements of the Zoning Ordinance.

- B. Paragraph 2.0 (b) of the Ordinance states that one purpose of the zoning regulations and standards that have been adopted and established is to conserve the value of land, BUILDINGS, and STRUCTURES throughout the COUNTY.
  - (1) It is not clear whether the proposed rezoning will have any impact on the value of nearby properties without a formal real estate appraisal, which has not been requested nor provided, and so any discussion of values is necessarily general.
  - (2) The proposed rezoning and existing development should not have a detrimental effect on the adjacent properties.
  - (3) The requested map amendment will help ensure the value of the subject property by allowing continued use of the property.
- C. Paragraph 2.0 (c) of the Ordinance states that one purpose of the zoning regulations and standards that have been adopted and established is to lessen and avoid congestion in the public streets.

The proposed rezoning is not likely to significantly increase traffic, but no Traffic Impact Assessment has been done.

- D. Paragraph 2.0 (d) of the Ordinance states that one purpose of the zoning regulations and standards that have been adopted and established is to lessen and avoid hazards to persons and damage to property resulting from the accumulation of runoff of storm or floodwaters.

The petitioner is not proposing any changes to the site.

- E. Paragraph 2.0 (e) of the Ordinance states that one purpose of the zoning regulations and standards that have been adopted and established is to promote the public health, safety, comfort, morals, and general welfare.

- (1) Regarding public safety, this purpose is similar to the purpose established in paragraph 2.0 (a) and is in harmony to the same degree.
- (2) Regarding public comfort and general welfare, this purpose is similar to the purpose of conserving property values established in paragraph 2.0 (b) and is in harmony to the same degree.

F. Paragraph 2.0 (f) states that one purpose of the Ordinance is regulating and limiting the height and bulk of BUILDINGS and STRUCTURES hereafter to be erected; and paragraph 2.0 (g) states that one purpose is establishing, regulating, and limiting the BUILDING or SETBACK lines on or along any STREET, trafficway, drive or parkway; and paragraph 2.0 (h) states that one purpose is regulating and limiting the intensity of the USE of LOT AREAS, and regulating and determining the area of OPEN SPACES within and surrounding BUILDINGS and STRUCTURES.

These three purposes are directly related to the limits on building height and building coverage and the minimum setback and yard requirements in the Ordinance. The existing buildings conform to the requirements of the Zoning Ordinance.

G. Paragraph 2.0 (i) of the Ordinance states that one purpose of the Ordinance is classifying, regulating, and restricting the location of trades and industries and the location of BUILDINGS, STRUCTURES, and land designed for specified industrial, residential, and other land USES; and paragraph 2.0 (j.) states that one purpose is dividing the entire COUNTY into DISTRICTS of such number, shape, area, and such different classes according to the USE of land, BUILDINGS, and STRUCTURES, intensity of the USE of LOT AREA, area of OPEN SPACES, and other classification as may be deemed best suited to carry out the purpose of the ordinance; and paragraph 2.0 (k) states that one purpose is fixing regulations and standards to which BUILDINGS, STRUCTURES, or USES therein shall conform; and paragraph 2.0 (l) states that one purpose is prohibiting USES, BUILDINGS, OR STRUCTURES incompatible with the character of such DISTRICT.

Harmony with these four purposes requires that the special conditions of approval sufficiently mitigate or minimize any incompatibilities between the proposed use and adjacent uses, and that the special conditions adequately mitigate any problematic conditions.

H. Paragraph 2.0 (m) of the Ordinance states that one purpose of the zoning regulations and standards that have been adopted and established is to prevent additions to and alteration or remodeling of existing buildings, structures, or uses in such a way as to avoid the restrictions and limitations lawfully imposed under this ordinance.

This purpose is directly related to maintaining compliance with the Zoning Ordinance requirements for the district and the specific types of uses and the proposed use will have to be conducted in compliance with those requirements.

*PRELIMINARY DRAFT*

- I. Paragraph 2.0 (n) of the Ordinance states that one purpose of the zoning regulations and standards that have been adopted and established is to protect the most productive agricultural lands from haphazard and unplanned intrusions of urban uses.
- (1) The existing development has been zoned B-4 General Business since the adoption of the Champaign County Zoning Ordinance on October 10, 1973.
  - (2) The subject property does not meet the definition of an urban use as defined in the Champaign County Land Resource Management Plan.
  - (3) The proposed rezoning and proposed use will not take any land out of production.

- J. Paragraph 2.0 (o) of the Ordinance states that one purpose of the zoning regulations and standards that have been adopted and established is to protect natural features such as forested areas and watercourses.

The subject property does not contain any natural features.

- K. Paragraph 2.0 (p) of the Ordinance states that one purpose of the zoning regulations and standards that have been adopted and established is to encourage the compact development of urban areas to minimize the cost of development of public utilities and public transportation facilities.

The proposed rezoning and the proposed use will not require the development of public utilities or transportation facilities.

- L. Paragraph 2.0 (q) of the Ordinance states that one purpose of the zoning regulations and standards that have been adopted and established is to encourage the preservation of agricultural belts surrounding urban areas, to retain the agricultural nature of the County, and the individual character of existing communities.

- (1) The subject property has been zoned B-4 General Business since the adoption of the Champaign County Zoning Ordinance on October 10, 1973.
- (2) The proposed rezoning and proposed use will not take any land out of production.

- M. Paragraph 2.0 (r) of the Ordinance states that one purpose of the zoning regulations and standards that have been adopted and established is to provide for the safe and efficient development of renewable energy sources in those parts of the COUNTY that are most suited to their development.

The proposed rezoning will not hinder the development of renewable energy sources.

***REGARDING SPECIAL CONDITIONS OF APPROVAL***

24. No special conditions are proposed.

**DOCUMENTS OF RECORD**

1. Petition for Zoning Map Amendment received March 18, 2026, with attachments:
  - A Site Plan
  - B Letter from American Dowell Current Tenant
  - C Letter from CU Aerospace Prospective Tenant
  
2. Preliminary Memorandum dated May 7, 2026, for Case 204-AM-26 with attachments:
  - A Case Maps (Location, Land Use, Zoning)
  - B Annotated Aerial Photo 2023
  - C LRMP Land Use Goals, Objectives, and Policies (on ZBA meetings website)
  - D LRMP Appendix of Defined Terms (on ZBA meetings website)
  - E Site Plan received March 18, 2026
  - F Letters from American Dowell (Current Tenant) and CU Aerospace (Prospective Tenant)
  - G Site Photos taken May 5, 2026
  - H Draft Finding of Fact, and Final Determination for Case 204-AM-26 dated May 14, 2026

**SUMMARY FINDING OF FACT**

From the documents of record and the testimony and exhibits received at the public hearing conducted on **May 14, 2026**, the Zoning Board of Appeals of Champaign County finds that:

1. The proposed Zoning Ordinance map amendment will **HELP ACHIEVE** the Land Resource Management Plan because:
  - A. Regarding Goal 3:
    - (1) Although the proposed rezoning is **NOT DIRECTLY RELEVANT** to any of the Goal 3 objectives, the proposed rezoning will allow the Petitioner to establish a mix of business uses that could benefit Champaign County's business climate.
    - (2) Based on achievement of the above and because it will either not impede or is not relevant to the other Objectives and Policies under this goal, the proposed map amendment **WILL HELP ACHIEVE** Goal 3 Prosperity.
  - B. The proposed amendment will **NOT IMPEDE** the following LRMP goal(s):
    - Goal 1 Planning and Public Involvement
    - Goal 2 Governmental Coordination
    - Goal 4 Agriculture
    - Goal 5 Urban Land Use
    - Goal 6 Public Health and Public Safety
    - Goal 7 Transportation
    - Goal 8 Natural Resources
    - Goal 9 Energy Conservation
    - Goal 10 Cultural Amenities
  - C. Overall, the proposed map amendment will **HELP ACHIEVE** the Land Resource Management Plan.
2. The proposed Zoning Ordinance map amendment **IS** consistent with the *LaSalle* and *Sinclair* factors because of the following:
  - A. This area has a mix of land uses, and the subject property has been in use as a commercial property for many years.
  - B. It is impossible to establish property values without a formal real estate appraisal, which has not been requested nor provided, and so any discussion of values is necessarily general.
  - C. The gain to the public of the proposed rezoning is positive because it will provide a location for a Champaign County business.
  - D. The ZBA has recommended that the proposed rezoning will **HELP ACHIEVE** the Champaign County Land Resource Management Plan.
3. The proposed Zoning Ordinance map amendment will **HELP ACHIEVE** the purpose of the Zoning Ordinance because:

- A. The rezoning would achieve Purpose 2.0 (a), (e), (f), (g) and (h) to secure adequate light, air, and safety from fire and other dangers as well as limiting height, setback bulk of buildings and intensity of use because the existing building meets the requirements of the Zoning Ordinance.
  - B. The rezoning would achieve Purpose 2.0 (b), by conserving the value of the subject property by allowing continued use of the property. (See Item 23. B).
  - C. The rezoning would achieve Purpose 2.0 (c) to lessen and avoid congestion in the public streets because the proposed rezoning is not likely to significantly increase traffic (see Item 23. C).
  - D. The rezoning would achieve Purpose 2.0 (d) of the Ordinance to lessen and avoid hazards to persons and damage to property resulting from the accumulation of runoff of storm or flood waters because the petitioner is not proposing any changes to the site (see Item 23. D).
  - E. The rezoning would achieve Purpose 2.0 (i) of the Ordinance. Establishing the I-1 District at this location will help classify, regulate, and restrict the location of the uses authorized in the I-1 District (see Item 23.G.).
4. ***{NO SPECIAL CONDITIONS ARE HEREBY IMPOSED / THE SPECIAL CONDITIONS IMPOSED HEREIN ARE REQUIRED FOR THE PARTICULAR PURPOSES DESCRIBED BELOW:}***

**FINAL DETERMINATION**

Pursuant to the authority granted by Section 9.2 of the Champaign County Zoning Ordinance, the Zoning Board of Appeals of Champaign County recommends that:

The Zoning Ordinance Amendment requested in **Case 204-AM-26** *{BE ENACTED / NOT BE ENACTED}* by the County Board in the form attached hereto.

*{SUBJECT TO THE FOLLOWING CONDITION(S):}*

The foregoing is an accurate and complete record of the Findings and Determination of the Zoning Board of Appeals of Champaign County.

SIGNED:

ATTEST:

Cynthia Cunningham, Chair  
Champaign County Zoning Board of Appeals

Secretary to the Zoning Board of Appeals

Date