

CASE 191-AM-25

PRELIMINARY MEMORANDUM

March 5, 2025

Petitioner: Benjamin Franklin

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

Location: A .26-acre parcel being Lot 26 in “Beverly Hills”, Herman King’s Subdivision in the Southwest Quarter of the Southwest Quarter of Section 5, Township 19 North, Range 9 East of the Third Principal Meridian in Urbana Township, with an address of 1601 N. Coler Ave., Urbana, Illinois.

Site Area: 0.26 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 existing building was constructed in 1984 for use as a book bindery. The petitioners seek to rezone the property from I-1 Light Industry to B-4 General Business to allow the establishment of their financial services office which is not allowed in the I-1 Light Industry Zoning District. The proposed use would be allowed by right in the B-4 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 Urbana 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	Vacant fmr. Book Bindery	I-1 Light Industry (Proposed rezoning to B-4 General Business)
North	Storage Building.	I-1 Light Industry
East	Park/Forest Preserve	City of Urbana CRE Conservation Recreation Education

West	Office/Warehouse	City of Urbana IN-1 Light Industrial/Office
South	Vacant/Church	R-4 Multiple Family Residence

PUBLIC COMMENTS

Notices about the case were sent to surrounding landowners, Urbana 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 can not meet the parking requirements based on the Zoning Ordinance.

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

- A. **A Zoning Use Permit and applicable fees shall be required for any future construction on the property.**

The special condition stated above is required to ensure the following:

Conformance with the Champaign County Zoning Ordinance.

ATTACHMENTS

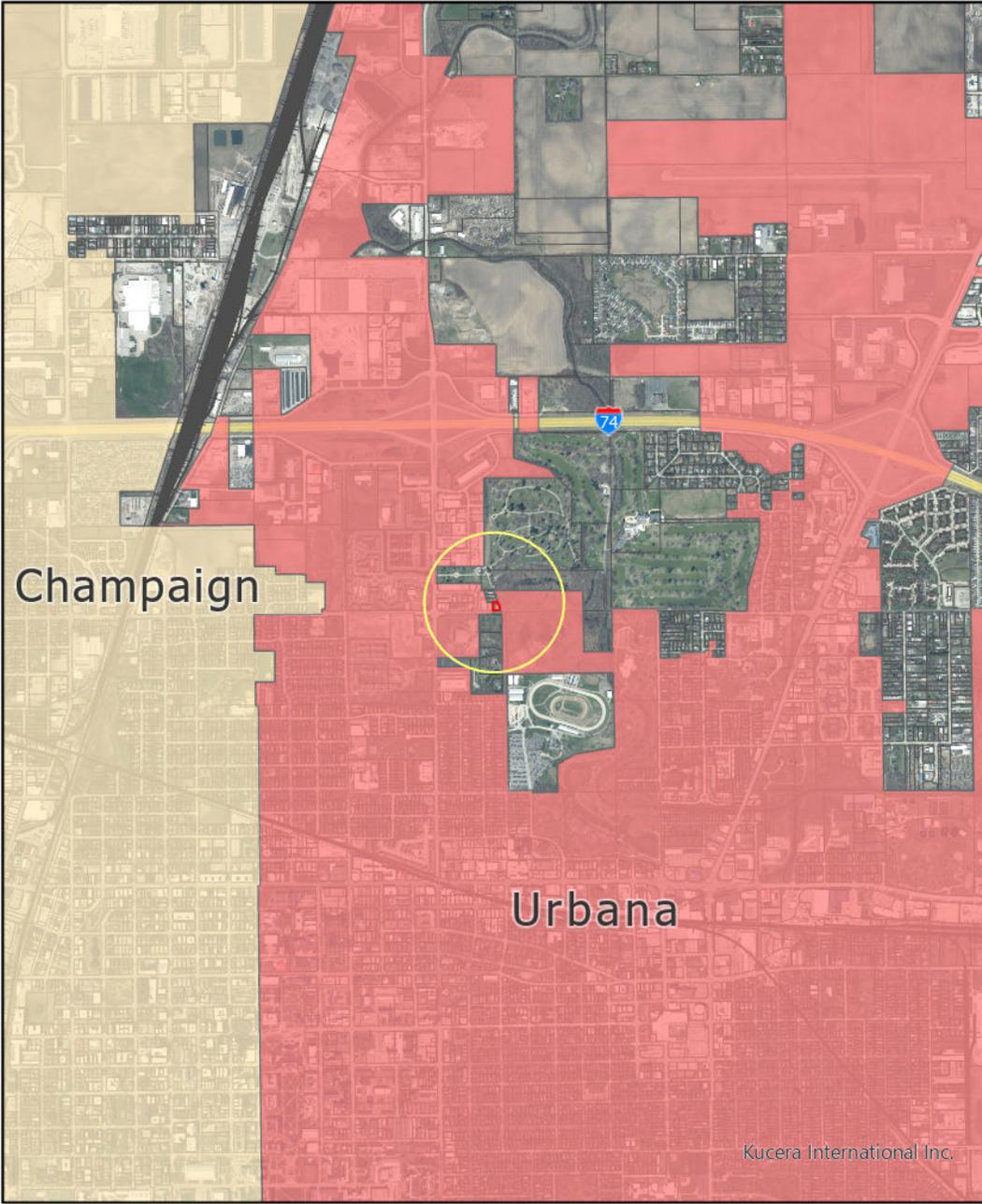
- A Case Maps (Location, Land Use, Zoning)
- B Annotated Aerial Photo 2023 and 1988
- C LRMP Land Use Goals, Objectives, and Policies (on ZBA meetings website)
- D LRMP Appendix of Defined Terms (on ZBA meetings website)
- E Site Plan and Floor Plan received December 19, 2025
- F Site Photos taken March 3, 2026
- G Draft Finding of Fact, and Final Determination for Case 191-AM-25 dated March 12, 2026

Location Map

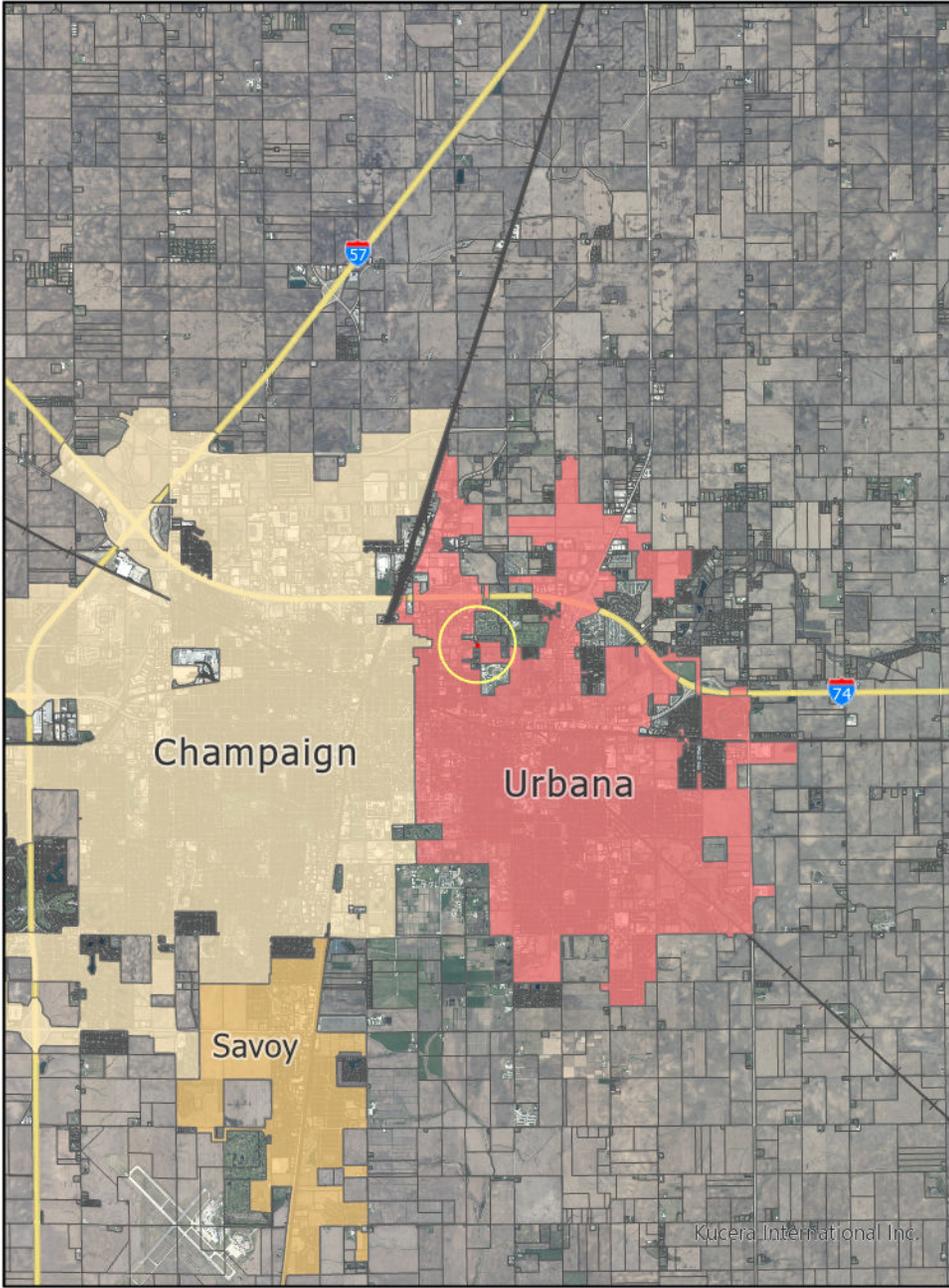
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Subject Property



Property location in Champaign County



 Subject Parcel

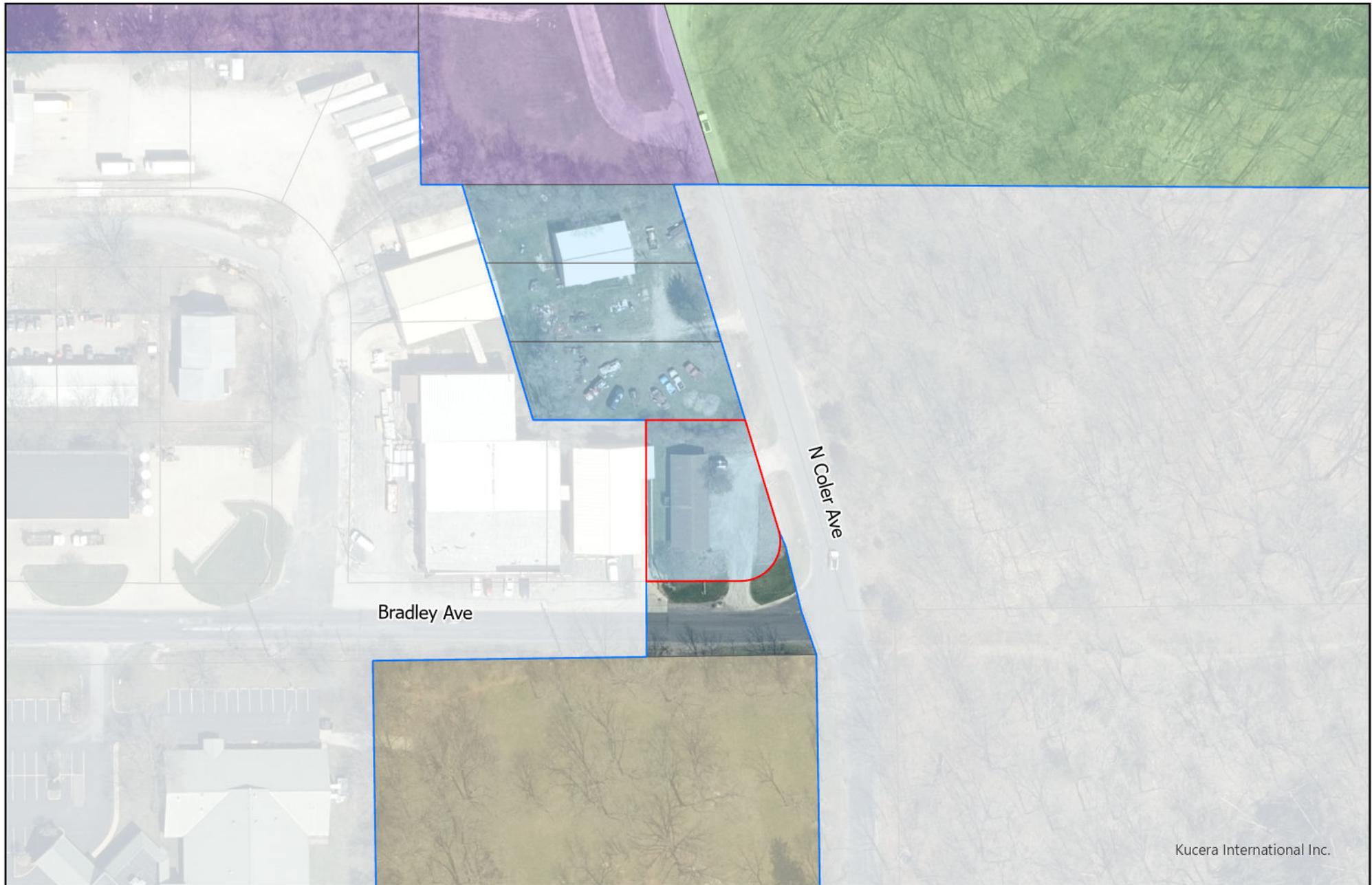
0 0.5 1 Miles

0 2 4 Miles

Land Use Map

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Kucera International Inc.

- | | | |
|---|--|--|
|  Subject Parcel |  City of Urbana |  Urbana Park District |
|  Church |  Commercial |  Cemetery |



Zoning Map
Case 191-AM-25
March 12, 2026



Kucera International Inc.

- Subject Parcel
- R-4 Multiple-Family Residence
- CR Conservation Recreation
- City of Urbana
- I-1 Light Industry



Annotated 2023 Aerial

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 Subject Parcel

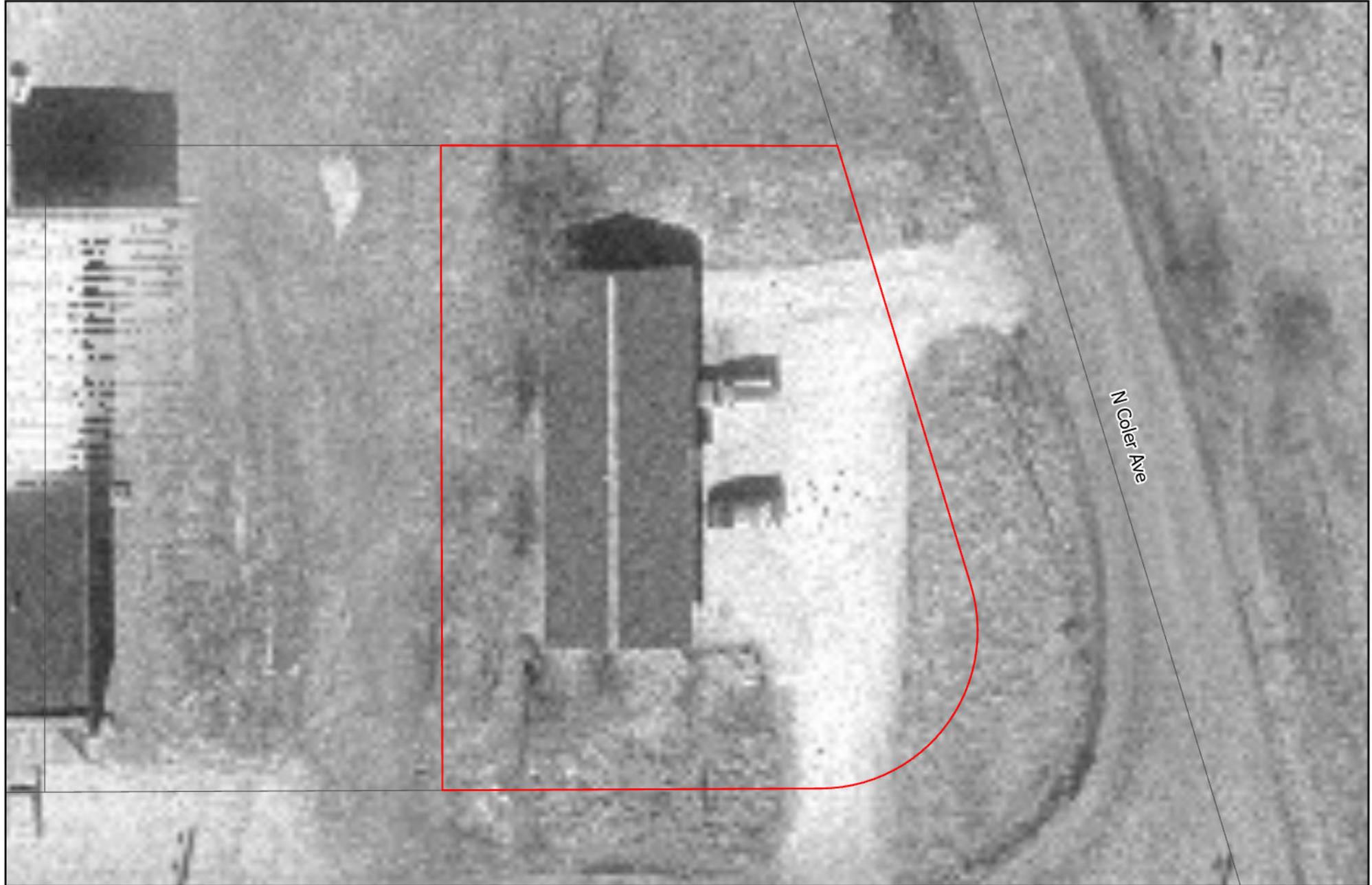
0 25 50 Feet

PLANNING &
ZONING

Annotated 1988 Aerial

Case 191-AM-25

March 12, 2026

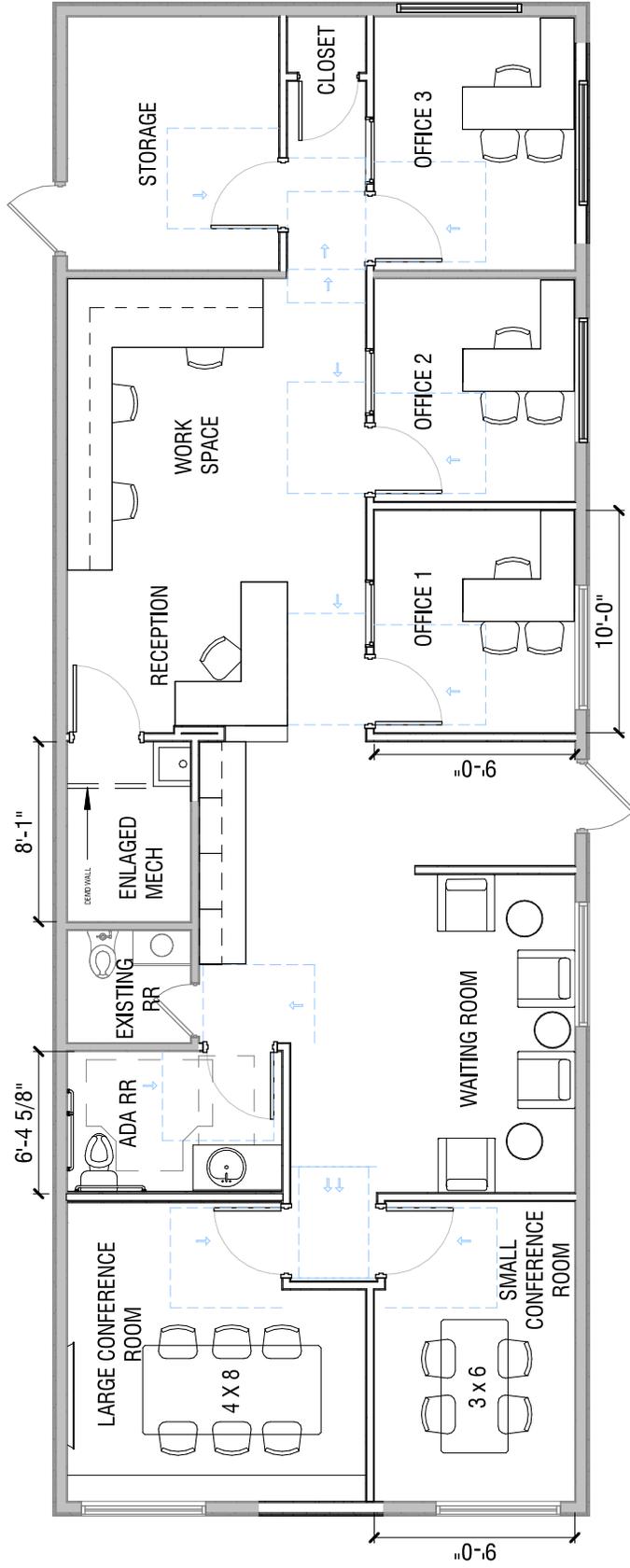


 Subject Parcel

0 25 50 Feet

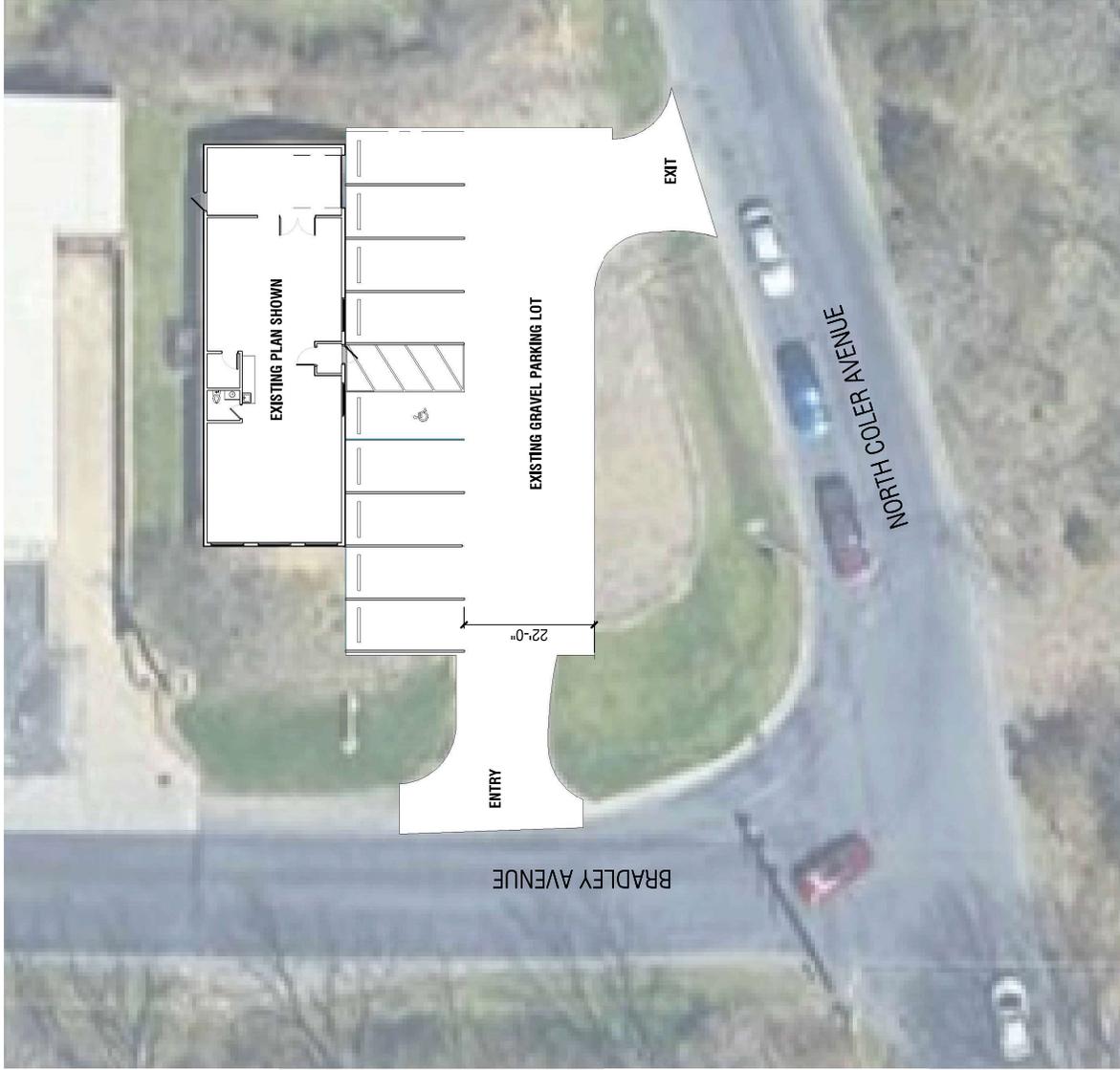


PLANNING &
ZONING



OPTION 1
 FIRST FLOOR
 1/8" = 1'-0"





CONTEXT SITE PLAN
FIRST FLOOR
1" = 20'-0"
NORTH



191-AM-25 Site Images



From north driveway on Coler Ave. looking south toward Bradley Ave.



Coler and Bradley Ave. looking northwest toward subject property

191-AM-25 Site Images



From south driveway looking west along Bradley Ave.



From south driveway looking northwest toward building

191-AM-25 Site Images



From Bradley Ave. looking north behind building



From north driveway looking southwest toward building

PRELIMINARY DRAFT

191-AM-25

**FINDING OF FACT
AND FINAL DETERMINATION
of**

Champaign County Zoning Board of Appeals

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

Date: ***{March 12, 2026}***

Petitioner: **Benjamin Franklin**

Request: **Amend the Zoning Map to change the zoning district designation from the I-1 Light Industry District to the B-4 General Business 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 **March 12, 2026**, the Zoning Board of Appeals of Champaign County finds that:

1. Petitioner is the owner of the subject property.
2. The subject property is a .26-acre parcel being Lot 26 in “Beverly Hills”, Herman King’s Subdivision in the Southwest Quarter of the Southwest Quarter of Section 5, Township 19 North, Range 9 East of the Third Principal Meridian in Urbana Township, with an address of 1601 N. Coler Ave., 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 Urbana 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: **“Use as a financial services office is the best and highest use possible for this property. Rezoning would be consistent with the intended purpose of the B-4 district given that the parcel is adjacent to an urbanized area of the county (the City of Urbana).”**

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 I-1 Light Industry and was previously used as a book bindery.
 - B. Land to the north of the subject property is zoned I-1 Light Industry and is in use as storage building.
 - C. Land to the south of the subject property is zoned R-4 Multiple Family Residence and is undeveloped land owned by the Vineyard Church.
 - D. Land to the east of the subject property is in the City of Urbana and is zoned CRE Conservation Recreation Education and is in use as a city park/forest area.

- E. Land to the west of the subject property is zoned IN-1 Light Industrial/Office and is in use as an office/warehouse.
- 7. There have been no previous Zoning Cases on the subject property.
- 8. Previous Zoning Use Permits issued for the property are as follows:
 - A. ZUPA 322-83-01 was approved November 28, 1983, for the construction of the existing 1,632 sq. ft. building.
- 9. Regarding the site plan and proposed operations of the subject property:
 - A. The petitioner is not proposing any additions to the existing 1,632 sf building on the property.
 - B. The petitioner proposes to renovate the interior and operate a financial services office.

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 I-1 Light Industry DISTRICT is established to provide for storage and manufacturing USES not normally creating a nuisance discernable beyond its PROPERTY lines.
 - (2) 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.
 - 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 86 types of uses authorized by right in the I-1 District and there are 117 types of uses authorized by right in the B-4 District:
 - a. The following 29 uses are authorized by right in the I-1 District and are not authorized 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;

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- (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;
 - (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);
- b. The following 49 uses are authorized by right in both the I-1 District and B-4 District:
- (a) Subdivisions of three lots or less;
 - (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.
- c. The following 68 uses are authorized by right in the B-4 District and not 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;

PRELIMINARY DRAFT

- (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.
- d. The following use is authorized by right in the B-4 District but requires a Special Use Permit in the I-1 District:
- (a) Radio or television station.
- (2) There are 20 types of uses authorized by Special Use Permit (SUP) in the I-1 District (including the 1 use authorized by right in the B-4 District, see above) and 13 types of uses authorized by SUP in the B-4 District:
- a. The following 6 uses may be authorized by SUP in the both the I-1 District and B-4 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) Heliport-restricted landing areas;
 - (e) Amusement park
 - (f) PV Solar Array.
 - b. The following 13 uses may be authorized by Special Use Permit 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) Heliport/helistops;
 - (g) Slaughter houses;
 - (h) Stadium or coliseum;
 - (i) Gas turbine peaker;
 - (j) Big wind turbine tower (1-3 big wind turbine towers);

PRELIMINARY DRAFT

- (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.
- c. The following use may be authorized by SUP in the B-4 District and not at all in the I-1 District:
- (a) Hospital.
- d. The following 6 uses may be authorized by SUP in the B-4 District and by right in the I-1 District:
- (a) Bakery (more than 2,500 sf);
 - (b) Kennel;
 - (c) Recycling of non-hazardous materials (all storage and processing indoors);
 - (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.

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.

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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 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 approximately 220 feet 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 adjacent to 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

PRELIMINARY DRAFT

Onsite	Proposed Office	I-1 Light Industry (Proposed rezoning to B-4 General Business)
North	Storage/Warehouse	I-1 Light Industry
East	Public Park/Forest	City of Urbana CRE Conservation, Recreation, Edu.
West	Office/Warehouse for Commercial Supply Company	City of Urbana IN-Light Industrial/Office
South	Undeveloped/Church	R-4 Multiple Family Res.

- 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 developed as a book bindery.
- 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 office use is an allowed use in the proposed B-4 General Business District.
 - (2) The small size of the subject property and building are well suited to the proposed B-4 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 was used as a bookbindery since its construction in 1984. The building has been vacant since May 2025.
- G. *Sinclair* factor: The need and demand for the use.** Regarding this factor:

The petitioner believes that the location of the subject site will be convenient to serve their customers.

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.
- (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.

PRELIMINARY DRAFT

- 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 building conforms 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.

- 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 is surrounded by the City of Urbana.
 - (2) The subject property has had industrial zoning since the adoption of the Zoning Ordinance on October 10, 1973.
 - (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 had industrial zoning since the adoption of the 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. Proposed special conditions of approval:

- A. **A Zoning Use Permit and applicable fees shall be required any future construction on the property.**

The special condition stated above is required to ensure the following:

Conformance with the Champaign County Zoning Ordinance.

DOCUMENTS OF RECORD

1. Petition for Zoning Map Amendment received December 19, 2025
2. Preliminary Memorandum dated March 5, 2026, for Case 191-AM-25 with attachments:
 - A Case Maps (Location, Land Use, Zoning)
 - B Annotated Aerial Photo 2023 and 1988
 - 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 and Floor Plan received December 19, 2025
 - F Site Photos taken March 3, 2026
 - G Draft Finding of Fact, and Final Determination for Case 191-AM-25 dated March 12, 2026

SUMMARY FINDING OF FACT

From the documents of record and the testimony and exhibits received at the public hearing conducted on **March 12, 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 an industrial 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 service to Champaign County residents for which there is a demand.
 - 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 B-4 District (see Item 23.G.).

4. **THE SPECIAL CONDITION IMPOSED HEREIN IS REQUIRED FOR THE PARTICULAR PURPOSES DESCRIBED BELOW:**

- A. **A Zoning Use Permit and applicable fees shall be required any future construction on the property.**

The special condition stated above is required to ensure the following:

Conformance with the Champaign County Zoning Ordinance.

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 191-AM-25** *{BE ENACTED / NOT BE ENACTED}* by the County Board in the form attached hereto.

SUBJECT TO THE FOLLOWING SPECIAL CONDITIONS:

- A. A Zoning Use Permit and applicable fees shall be required any future construction on the property.**

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