

**Madison County Zoning Board of Appeals Meeting Minutes**  
**Tuesday, November 28, 2023 at 5:00 p.m.**  
**County Board Room**

**Members Present:** Don Metzler, Nicholas Cohan, George Ellis, Mary Goode, Cedric Irby

**Members Absent:** Thomas Ambrose, Sharon Sherrill

**A. Call to Order**

Don Metzler, Chairman, called the meeting to order at 5:00 p.m. and conducted roll call.

**B. Approval of Minutes**

Chairman Metzler asked for a motion to approve the meeting minutes from October 24, 2023. George Ellis made a motion to approve. Seconded by Mary Goode. Voice-vote. All ayes. Motion approved.

**C. Overview of Zoning Petitions and Staff Review**

Jen Hurley, Zoning Coordinator, gave a brief overview of the six zoning petitions and provided staff review.

**D. Explanation of Zoning Hearing Procedures and Swearing in of All Parties**

Chairman Metzler explained hearing procedures to meeting attendees and swore in staff members and all parties wishing to address the Board.

**E. Zoning Hearings**

The Zoning Board of Appeals conducted the zoning hearing on the six agenda items.

*Please see the attached Findings of Facts for a summary of each zoning hearing and public comment.*

**F. Citizens Wishing to Address the Zoning Board of Appeals**

*Please see the attached Findings of Facts for a summary of each zoning hearing and public comment.*

**G. Unfinished Business**

None

**H. New Business**

1. **Hearing Z23-0068** – Petition of Steven Coad, applicant on behalf of Hay Creek Real Estate, LLC., owner of record, requesting a Special Use Permit as per §93.023, Section D, Item 10 of the Madison County Zoning Ordinance in order to continue operating the existing airport on site. This is located in an “A” Agricultural District in St. Jacob Township at **9810 Beacon Street, St. Jacob**, Illinois, County Board District #4, PIN# 05-1-23-06-00-000-008.005. A **motion** was made by Mary Goode and **seconded** by George Ellis that the petition of Steven Coad, on behalf of Hay Creek Real Estate, LLC. be as follows: **Approved with Conditions.** Roll-call vote. All Ayes. **Motion passes.**
2. **Hearing Z23-0071** – Petition of Terri Koss, owner of record, requesting a Special Use Permit as per §93.025, Section G, Item 9 of the Madison County Zoning Ordinance in order to place a double-wide mobile home on site for the occupancy of Terri Koss and family for a period not to exceed 5 years. This is located in an “R-3” Single-Family Residential District in Wood River Township at **650 Wood River Avenue, Cottage Hills**, Illinois, County Board District #14, PIN# 19-2-08-10-02-202-006. A **motion** was made by Mary Goode and **seconded** by Cedric Irby that the petition of Terri Koss be as follows: **Approved with Conditions.** Roll-call vote. All Ayes. **Motion passes.**
3. **Hearing Z23-0072** – Petition of Loretta Cox, owner of record, requesting a Special Use Permit as per §93.025, Section G, Item 9 of the Madison County Zoning Ordinance in order to place a single-wide mobile home on site for the occupancy of Loretta Cox for a period not to exceed 5 years. This is located in an “R-3” Single-Family Residential District in Chouteau Township at **1221 Franko Lane, Granite City**, Illinois, County Board

District #21, PIN# 18-1-14-22-00-000-007. A **motion** was made by Mary Goode and **seconded** by George Ellis that the petition of Loretta Cox be as follows: **Approved with Conditions**. Roll-call vote. All Ayes. **Motion passes**.

4. **Hearing Z23-0073** – Petition of Felicia Kirkwood, owner of record with Christopher Kirkwood, requesting a Special Use Permit as per §93.025, Section G, Item 9 of the Madison County Zoning Ordinance in order to continue placement of a single-wide mobile home on site for the occupancy of Felicia Kirkwood and family for a period not to exceed 5 years. This is located in an “R-4” Single-Family Residential District in Wood River Township at **1418 2<sup>nd</sup> Street, Cottage Hills**, Illinois, County Board District #5, PIN# 19-2-08-03-04-405-008. A **motion** was made by Mary Goode and **seconded** by Cedric Irby that the petition of Felicia Kirkwood be as follows: **Approved with Conditions**. Roll-call vote. All Ayes. **Motion passes**.
5. **Hearing Z23-0074** – Petition of Terri Simpson, owner of record with James Page and Jacqueline Page, requesting a variance as per §93.051, Section A, Item 3, Subsection (c) of the Madison County Zoning Ordinance in order to have an accessory structure in the front yard setback area. This is located in an “R-3” Single-Family Residential District in Fort Russell Township at **508 Sunset Drive, Moro**, Illinois, County Board District #14, PIN# 15-2-09-08-02-210-005. A **motion** was made by Mary Goode and **seconded** by George Ellis that the petition of Terri Simpson be as follows: **Approved**. Roll-call vote. All Ayes. **Motion passes**.
6. **Hearing Z23-0075** – Petition of Mary Rudy, owner of record, requesting a Special Use Permit as per §93.025, Section G, Item 9 of the Madison County Zoning Ordinance in order to continue placement of a single-wide mobile home on site for the occupancy of Mary Rudy for a period not to exceed 5 years. This is located in an “R-3” Single-Family Residential District in Chouteau Township at **5012 Lakeview Drive, Granite City**, Illinois, County Board District #16, PIN# 18-2-14-34-19-402-012. A **motion** was made by Mary Goode and **seconded** by Cedric Irby that the petition of Mary Rudy be as follows: **Approved with Conditions**. Roll-call vote. All Ayes. **Motion passes**.

**I. Zoning Coordinator’s Report**

Jen Hurley, Zoning Coordinator, informed all applicants of the upcoming Building & Zoning Committee meeting, where their requests will be heard next.

**J. Adjournment**

Mary Goode made a motion to adjourn the meeting. Seconded by George Ellis. Voice-vote. All ayes. Motion passes. Meeting adjourned.

## **Finding of Fact and Recommendations**

### **Hearing Z23-0068**

Petition of Steven Coad, applicant on behalf of Hay Creek Real Estate, LLC., owner of record, requesting a Special Use Permit as per §93.023, Section D, Item 10 of the Madison County Zoning Ordinance in order to continue operating the existing airport on site. This is located in an "A" Agricultural District in St. Jacob Township at 9810 Beacon Street, St. Jacob, Illinois, County Board District #4, PIN# 05-1-23-06-00-000-008.005

**Members Present:** Don Metzler, Nicholas Cohan, George Ellis, Mary Goode, Cedric Irby

**Members Absent:** Thomas Ambrose, Sharon Sherrill

A **motion** was made by Mary Goode and **seconded** by George Ellis that the petition of Steven Coad, on behalf of Hay Creek Real Estate, LLC be **Approved with Conditions** as follows:

1. The applicant/owner/operator shall keep the property in compliance with all Madison County Ordinances, including but not limited to the Madison County Zoning Ordinance.
2. Failure to comply with the conditions of the Special Use Permit will cause revocation and immediate removal of the use will be required.
3. This Special Use Permit is granted for the sole usage of Hay Creek Real Estate, LLC. Any change of ownership will void the Special Use Permit, and a new Special Use Permit will have to be obtained to operate the airport on site.

**The Finding of Fact of the Board of Appeals:** **I.** The zoning file, staff report, and Madison County Code of Ordinances were submitted for the record; **II.** The notice of public hearing was posted on the property in accordance with the terms of the ordinance; **III.** The legal notice appeared in the newspaper and meets the requirements of the ordinance for publication; **IV.** The adjoining property owners were notified by mail of the time, date, and location of the public hearing; **V.** Steven Coad, applicant, stated that earlier this summer he briefed the Board on his intention to purchase the property that was owned by the Shafers for the last 50 years. He said the airport has been there since 1972, and operates as a small rural airport. Mr. Coad said his intention is to restore the airport to its previous state. He said he feels that it is a value and an asset to the County, supports the local homes that rely on the airport, and the 30 residents that keep their aircraft at Shafer Field. Mr. Coad said he is requesting the Special Use Permit because it is required for the transfer of ownership; **VI.** Mary Goode, ZBA Member, asked if there are any other permits that are required. Mr. Coad said the County zoning is one thing, and he is working with the FAA and the Illinois Department of Transportation to transfer the ownership of the airport from the Shafer family to his company. He said the FAA will be doing inspections to make sure they meet all of the requirements; **VII.** Cedric Irby, ZBA Member, asked if they will be doing any commercial-type flights. Mr. Coad said they do general aviation flights, which are typically 2-4 person airplanes, but they are privately owned. He said they are not flying any commercial or charter-type flights out of the airport at this time. He said they also have two flight instructors, so they are doing a small amount of flight instruction, as well as a maintenance facility to do maintenance on small aircraft; **VIII.** Mr. Irby asked Mr. Coad what his experience is in operating this kind of business. Mr. Coad said that he is a retiree of the Boeing Company, and he spent his entire career around aviation. He said that he grew up around airports as a boy, and right now he brought on the staff from the Shafer family that has been running the airport, many of which have been out there since the very beginning, and he has been reaching out to the FAA and the TSA to make sure he understands all of the requirements to safely operate the airport. Mr. Coad said that he has never run an airport before; **IX.** Ms. Goode asked if there is much updating of the facility that will be required, since it has existed since 1972. Mr. Coad said a lot of it is just repair and replacement. He said many of the facilities are just pole barns, just like a lot of the agricultural buildings in the district. He said they are just generally improving the facility back to a fully working condition; **X.** Mr. Irby asked Mr. Coad what his role will be, and what the day-to-day operations will look like. Mr. Coad said he is the General Manager of the airport and will be the one running the airport with his staff. He said they are there for a certain number of hours each day and will deal with any issues the people there have during normal operating hours, such as fueling the aircraft or addressing any maintenance issues, coordinating training of student pilots, general maintenance of the facilities, checking lighting and making sure the airport is operating safely; **XI.** Mr. Irby asked how he will generate revenue. Mr. Coad said revenue is generated through renting the hangars for storage of the aircraft. He said there are 30 aircraft that are being stored there. He said they also make money from the maintenance and from the flight school, fuel sales from aviation gas that they sell there, and additionally there are 12 homes in the HOA there that pay an annual HOA fee to the airport. He

said beyond that, there will also be light concessions; **XII.** Mr. Irby asked Mr. Coad how much he plans to grow and how many hangars he will have. Mr. Coad said currently there are no plans for additional buildings, but the property would allow the hangar storage to go from 30 airplanes to 50 airplanes. He said there is also a tie-down space on the tarmac for additional planes. He said at times in the past that level of activity was going on at the airport. He said the most amount of growth he can see would be going from storing 30 aircraft to 50 aircraft, but there are no immediate plans for groundbreaking, and they are going to first restore what is there and get the airport running healthy before they do any growth; **XIII.** George Ellis, ZBA Member, asked if they have any air traffic control. Mr. Coad said no, it is an uncontrolled airspace under the FAA regulations.

Roll-call vote.

**Ayes to the motion:** Nicholas Cohan, George Ellis, Mary Goode, Cedric Irby

**Nays to the motion:** None

Whereupon the Chairman declared the motion duly adopted.

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Chairman, Madison County Zoning Board of Appeals

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Secretary, Zoning Administrator

## **Finding of Fact and Recommendations**

### **Hearing Z23-0071**

Petition of Terri Koss, owner of record, requesting a Special Use Permit as per §93.025, Section G, Item 9 of the Madison County Zoning Ordinance in order to place a double-wide mobile home on site for the occupancy of Terri Koss and family for a period not to exceed 5 years. This is located in an "R-3" Single-Family Residential District in Wood River Township at 650 Wood River Avenue, Cottage Hills, Illinois, County Board District #14, PIN# 19-2-08-10-02-202-006

**Members Present:** Don Metzler, Nicholas Cohan, George Ellis, Mary Goode, Cedric Irby

**Members Absent:** Thomas Ambrose, Sharon Sherrill

A **motion** was made by Mary Goode and **seconded** by Cedric Irby that the petition of Terri Koss be **Approved with Conditions** as follows:

1. This Special Use Permit is granted for the sole usage of Terri Koss and family for a period not to exceed 5 years, but may be extended either through an amendment to this Special Use Permit or through an administrative review process, if qualified, as long as Terri Koss and family occupy the structure, notwithstanding any violations, nuisance, or change in occupancy. The owner shall remove the mobile home from the site or apply for a new Special Use Permit once Terri Koss and family vacate the structure.

**The Finding of Fact of the Board of Appeals:** **I.** The zoning file, staff report, and Madison County Code of Ordinances were submitted for the record; **II.** The notice of public hearing was posted on the property in accordance with the terms of the ordinance; **III.** The legal notice appeared in the newspaper and meets the requirements of the ordinance for publication; **IV.** The adjoining property owners were notified by mail of the time, date, and location of the public hearing; **V.** Terri Koss, applicant, stated that she would like to place a double-wide mobile home on the property; **VI.** Mary Goode, ZBA Member, asked if it is a new mobile home. Ms. Koss said no, it is a 1990 model. Ms. Goode asked if it passes the County's requirements. Chris Doucleff, Building and Zoning Administrator, said yes, it does since it is post-1976; **VII.** Cedric Irby, ZBA Member, asked who is going to install the mobile home. Ms. Koss said she has a local professional moving company that is going to move it the 12 miles from where it sits now to this property; **VIII.** Mr. Irby asked if there are other mobile homes in the area. Ms. Koss said yes, right across the road there are a couple.

Roll-call vote.

**Ayes to the motion:** Nicholas Cohan, George Ellis, Mary Goode, Cedric Irby

**Nays to the motion:** None

Whereupon the Chairman declared the motion duly adopted.

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Chairman, Madison County Zoning Board of Appeals

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Secretary, Zoning Administrator

## **Finding of Fact and Recommendations**

### **Hearing Z23-0072**

Petition of Loretta Cox, owner of record, requesting a Special Use Permit as per §93.025, Section G, Item 9 of the Madison County Zoning Ordinance in order to place a single-wide mobile home on site for the occupancy of Loretta Cox for a period not to exceed 5 years. This is located in an "R-3" Single-Family Residential District in Chouteau Township at 1221 Franko Lane, Granite City, Illinois, County Board District #21, PIN# 18-1-14-22-00-000-007

**Members Present:** Don Metzler, Nicholas Cohan, George Ellis, Mary Goode, Cedric Irby

**Members Absent:** Thomas Ambrose, Sharon Sherrill

A **motion** was made by Mary Goode and **seconded** by George Ellis that the petition of Loretta Cox be **Approved with Conditions** as follows:

1. This Special Use Permit is granted for the sole usage of Loretta Cox for a period not to exceed 5 years, but may be extended either through an amendment to this Special Use Permit or through an administrative review process, if qualified, as long as Loretta Cox occupies the structure, notwithstanding any violations, nuisance, or change in occupancy. The owner shall remove the mobile home from the site or apply for a new Special Use Permit once Loretta Cox vacates the structure.

**The Finding of Fact of the Board of Appeals:** **I.** The zoning file, staff report, and Madison County Code of Ordinances were submitted for the record; **II.** The notice of public hearing was posted on the property in accordance with the terms of the ordinance; **III.** The legal notice appeared in the newspaper and meets the requirements of the ordinance for publication; **IV.** The adjoining property owners were notified by mail of the time, date, and location of the public hearing; **V.** Loretta Cox, applicant, stated that she is asking to have a log cabin built and placed on the property. She said there are no buildings currently on the property. Ms. Cox stated that Beyond The Backyard in Farmington is the company she would like to contract with to purchase this custom-made cabin; **VI.** Mary Goode, ZBA Member, asked if it is a manufactured or a modular home. Ms. Cox said it is kind of a modular, and they went back and forth on this discussion several times when they submitted for the Special Use Permit. She said she was told this is the way she needed to go and was directed to have a diagram made up. Ms. Cox said to her it is not really a trailer. Ms. Cox provided the diagram of the log cabin. Chris Doucleff, Building and Zoning Department Administrator, asked if the structure is being built on a chassis. Ms. Cox said they are looking at pouring a foundation and having the building set on it. She said they are building it inside a warehouse. Ms. Cox said she hasn't contracted to purchase yet, and is going through the process of approval first. Ms. Goode said that if it is a modular, she wouldn't need to go through a zoning hearing. Ms. Cox said her husband is the one that filled out the paperwork and there was a lot of back and forth as to what they needed to submit. A discussion ensued regarding mobile homes vs. modular homes, and it was determined that the structure in question is a modular home, but to move forward with the hearing.

Roll-call vote.

**Ayes to the motion:** Nicholas Cohan, George Ellis, Mary Goode, Cedric Irby

**Nays to the motion:** None

Whereupon the Chairman declared the motion duly adopted.

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Chairman, Madison County Zoning Board of Appeals

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Secretary, Zoning Administrator

## **Finding of Fact and Recommendations**

### **Hearing Z23-0073**

Petition of Felicia Kirkwood, owner of record with Christopher Kirkwood, requesting a Special Use Permit as per §93.025, Section G, Item 9 of the Madison County Zoning Ordinance in order to continue placement of a single-wide mobile home on site for the occupancy of Felicia Kirkwood and family for a period not to exceed 5 years. This is located in an "R-4" Single-Family Residential District in Wood River Township at 1418 2nd Street, Cottage Hills, Illinois, County Board District #5, PIN# 19-2-08-03-04-405-008

**Members Present:** Don Metzler, Nicholas Cohan, George Ellis, Mary Goode, Cedric Irby

**Members Absent:** Thomas Ambrose, Sharon Sherrill

A **motion** was made by Mary Goode and **seconded** by Cedric Irby that the petition of Felicia Kirkwood be **Approved with Conditions** as follows:

1. This Special Use Permit is granted for the sole usage of Felicia Kirkwood and family for a period not to exceed five (5) years, but may be extended either through an amendment to this Special Use Permit or through an administrative review process, if qualified, as long as Felicia Kirkwood and family occupies the structure, notwithstanding any violations, nuisance, or change in occupancy. The owner shall remove the mobile home from the site or apply for a new Special Use Permit once Felicia Kirkwood and family vacates the structure.

**The Finding of Fact of the Board of Appeals:** **I.** The zoning file, staff report, and Madison County Code of Ordinances were submitted for the record; **II.** The notice of public hearing was posted on the property in accordance with the terms of the ordinance; **III.** The legal notice appeared in the newspaper and meets the requirements of the ordinance for publication; **IV.** The adjoining property owners were notified by mail of the time, date, and location of the public hearing; **V.** Felicia Kirkwood said that she and her children have lived in the mobile home since 2010, and the owner recently passed away and left the mobile home to her and her son.

Roll-call vote.

**Ayes to the motion:** Nicholas Cohan, George Ellis, Mary Goode, Cedric Irby

**Nays to the motion:** None

Whereupon the Chairman declared the motion duly adopted.

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Chairman, Madison County Zoning Board of Appeals

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Secretary, Zoning Administrator

## Finding of Fact and Recommendations

### Hearing Z23-0074

Petition of Terri Simpson, owner of record with James Page and Jacqueline Page, requesting a variance as per §93.051, Section A, Item 3, Subsection (c) of the Madison County Zoning Ordinance in order to have an accessory structure in the front yard setback area. This is located in an "R-3" Single-Family Residential District in Fort Russell Township at 508 Sunset Drive, Moro, Illinois, County Board District #14, PIN# 15-2-09-08-02-210-005

**Members Present:** Don Metzler, Nicholas Cohan, George Ellis, Mary Goode, Cedric Irby

**Members Absent:** Thomas Ambrose, Sharon Sherrill

A **motion** was made by Mary Goode and **seconded** by George Ellis that the petition of Terri Simpson be as follows:  
**Approved.**

**The Finding of Fact of the Board of Appeals:** **I.** The zoning file, staff report, and Madison County Code of Ordinances were submitted for the record; **II.** The notice of public hearing was posted on the property in accordance with the terms of the ordinance; **III.** The legal notice appeared in the newspaper and meets the requirements of the ordinance for publication; **IV.** The adjoining property owners were notified by mail of the time, date, and location of the public hearing; **V.** Terri Simpson, applicant, stated that she has lived at this residence for over 17 years. She said she purchased the home in 2021 from her mother and step-father. Ms. Simpson said the building in question was on the property when she purchased it. Mary Goode, ZBA Member, said that the person that sold her the property should have been the one who went through the hearing. Chris Doucleff, Building and Zoning Department Administrator, asked when the shed was placed. Ms. Simpson said prior to her purchasing it in 2021. Mr. Doucleff noted that the satellite imagery from 2022 does not show the shed. Ms. Simpson said she has seen those images as well, and even her camper is not in the pictures and it has been sitting on the property until six months ago. Mr. Doucleff asked if she purchased the shed herself. Ms. Simpson said no, her mom and step-dad did. Mr. Doucleff asked if a building permit was taken out, and Ms. Simpson said no. Mr. Doucleff advised Ms. Simpson that she will have to apply for a building permit, and she said that is not a problem; **VI.** Ms. Goode asked if anyone complained about the shed being there. Mr. Doucleff said she is under violation because a complaint was received that the shed was built without a permit and was placed in front of the home. Ms. Simpson said it wasn't built there but was brought in, and she said it is moveable. She said if and when she finds property to purchase, she will take the shed with her. Ms. Goode said they would have been told they couldn't place it there if they had taken out the permit. Ms. Goode asked if there is any temporary permitting that can be done if she is planning on moving in a year. Mr. Doucleff said no, they would need a permit to place it because it is over 200 square feet. George Ellis, ZBA Member, asked if the shed is being used currently. Ms. Simpson said yes, she uses it for storage; **VII.** Ms. Goode said these sheds aren't difficult to move. Ms. Simpson said she only has 3 feet that it can go back further because there is the double-wide mobile home, and the electrical box can't be attached to the mobile home. She said the electrical meter for Southwestern is literally 3 feet behind the shed. Ms. Simpson said she has 3 feet she could move it back. Ms. Goode said it is in front of the home by 7 feet. Ms. Goode said it's about \$2500 to move a transformer, but Ms. Simpson said it is actually close to \$10,000 because Southwestern would have to rerun all the wiring because of the age of the wiring; **VIII.** Mr. Ellis asked if there is power in the shed. Ms. Simpson said no, but the meter for Southwestern has a plug-in for her camping trailer; **IX.** Mr. Ellis asked if it is just Ms. Simpson living there. She said her daughter and her two kids live with her.

Roll-call vote.

**Ayes to the motion:** Nicholas Cohan, George Ellis, Mary Goode, Cedric Irby

**Nays to the motion:** None

Whereupon the Chairman declared the motion duly adopted.

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Chairman, Madison County Zoning Board of Appeals

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Secretary, Zoning Administrator



## **Finding of Fact and Recommendations**

### **Hearing Z23-0075**

Petition of Mary Rudy, owner of record, requesting a Special Use Permit as per §93.025, Section G, Item 9 of the Madison County Zoning Ordinance in order to continue placement of a single-wide mobile home on site for the occupancy of Mary Rudy for a period not to exceed 5 years. This is located in an "R-3" Single-Family Residential District in Chouteau Township at 5012 Lakeview Drive, Granite City, Illinois, County Board District #16, PIN# 18-2-14-34-19-402-012

**Members Present:** Don Metzler, Nicholas Cohan, George Ellis, Mary Goode, Cedric Irby

**Members Absent:** Thomas Ambrose, Sharon Sherrill

A **motion** was made by Mary Goode and **seconded** by Cedric Irby that the petition of Mary Rudy be **Approved with Conditions** as follows:

1. This Special Use Permit is granted for the sole usage of Mary Rudy for a period not to exceed five (5) years, but may be extended either through an amendment to this Special Use Permit or through an administrative review process, if qualified, as long as Mary Rudy occupies the structure, notwithstanding any violations, nuisance, or change in occupancy. The owner shall remove the mobile home from the site or apply for a new Special Use Permit once Mary Rudy vacates the structure.

**The Finding of Fact of the Board of Appeals:** **I.** The zoning file, staff report, and Madison County Code of Ordinances were submitted for the record; **II.** The notice of public hearing was posted on the property in accordance with the terms of the ordinance; **III.** The legal notice appeared in the newspaper and meets the requirements of the ordinance for publication; **IV.** The adjoining property owners were notified by mail of the time, date, and location of the public hearing; **V.** Mary Rudy, applicant, said that she purchased the property in 2020 and was never informed that she needed to do anything. She said she received a letter from the County that was addressed to the old owner, and when she called to find out what was going on, she was informed that she needed this Special Use Permit.

Roll-call vote.

**Ayes to the motion:** Nicholas Cohan, George Ellis, Mary Goode, Cedric Irby

**Nays to the motion:** None

Whereupon the Chairman declared the motion duly adopted.

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Chairman, Madison County Zoning Board of Appeals

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Secretary, Zoning Administrator