

# WESTERN SPRINGS DOWNTOWN NORTH TAX INCREMENT FINANCING DISTRICT

## Redevelopment Plan & Program



***DRAFT REPORT***  
*August 2019*

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**DOWNTOWN NORTH TAX INCREMENT FINANCING DISTRICT  
REDEVELOPMENT PLAN & PROGRAM**

*Village of Western Springs, Illinois*

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*August 2019*

***DRAFT REPORT***

Prepared by:  
Teska Associates, Inc.



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## **APPENDICES**

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APPENDIX A: Downtown North TIF District Eligibility Report

APPENDIX B: Legal Description

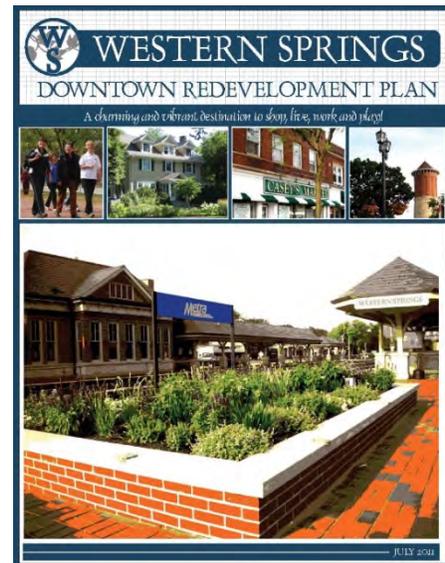
## INTRODUCTION

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The Village of Western Springs is a community of roughly 12,975 residents (U.S. Census, 2010), located in western Cook County, Illinois. The Village was founded in 1886 and is located roughly 18 miles west of downtown Chicago. The community was established along the Burlington Northern Railroad, with a small but charming downtown adjacent to an historic water tower and a heavily used Metra Commuter rail station. While still charming, that aging downtown area is the subject of this Redevelopment Plan.

This report documents the Tax Increment Redevelopment Plan and Program (the “Redevelopment Plan”) for the Village of Western Springs Downtown North Tax Increment Financing District Project Area. This Redevelopment Plan has been prepared for use by the Village of Western Springs (the “Village”) by Teska Associates, Inc. This Redevelopment Plan seeks to respond to a number of deficiencies, challenges and needs within the Project Area, and is indicative of a strong commitment and desire on the part of the Village to improve and revitalize the Project Area. This document is intended to provide a framework for improvements and reinvestment within the Project Area over the next 23 years.

The Village’s current Downtown Redevelopment Plan, adopted in 2011, provides a Master Plan for the area - encouraging various redevelopment projects and programs within the downtown area. This Redevelopment Plan is based on that earlier plan and will provide a critical financial tool to achieve the vision of that 2011 plan. The Village currently has one (1) other existing Tax Increment Financing District, located on the opposite (south) side of the railroad from the Project Area. Although previous economic development efforts have been successful, issues relating to building conditions and vacancies remain within the downtown. Village officials have therefore determined that without continued involvement and financial assistance, planning objectives for the Village cannot be achieved, and continued utilization of tax increment financing within the Village is desired.



To this end, the Village retained the planning consulting firm of Teska Associates, Inc. to assist the Village with the creation of a new TIF district encompassing the downtown area south of the railroad tracks. Teska has conducted field surveys, site evaluations, and identified key redevelopment opportunities and necessary public improvements within the Project Area. This Redevelopment Plan summarizes the analyses and findings of the consultant’s work. The Village is entitled to rely on the findings and conclusions of this Redevelopment Plan in designating the Project Area as a redevelopment project area under the State of Illinois Tax Increment Allocation Redevelopment Act, 65 ILCS 5/11-74.4-1 as amended, the “Act”.



*Historic Western Springs Water Tower*

Teska has prepared this Redevelopment Plan, and the related Eligibility Report, with the understanding that the Village would rely on: (a) the findings and conclusions of the Redevelopment Plan and associated Eligibility Report in proceeding with the designation of the Project Area and the adoption and implementation of the Redevelopment Plan; and (b) the fact that Teska has obtained the necessary information so that the Redevelopment Plan, and the related Eligibility Report, will comply with the provisions set forth in the Act.

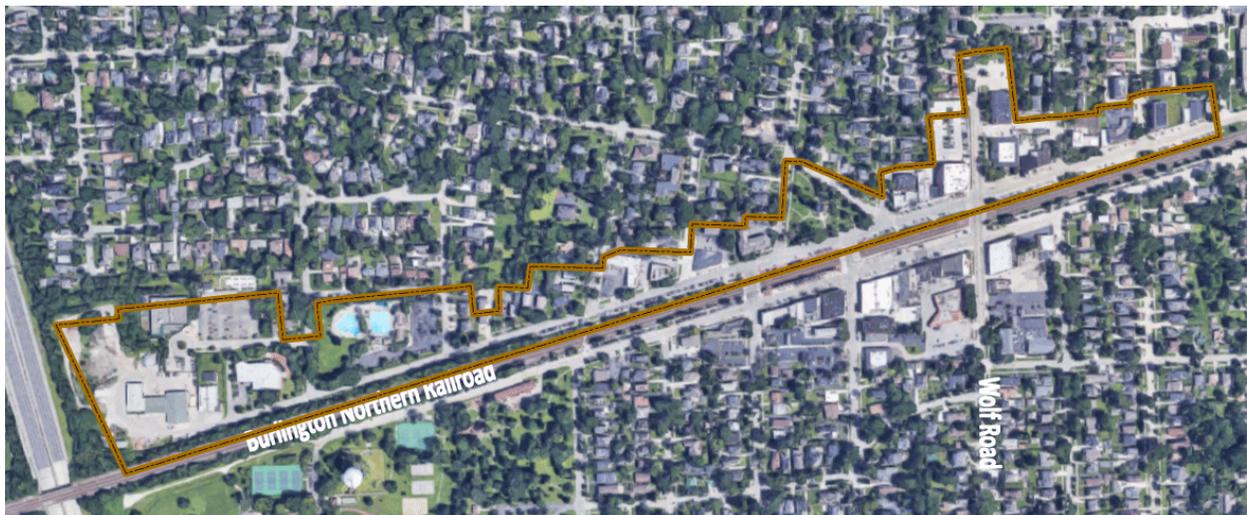
#### Tax Increment Financing

Tax increment financing is permitted in Illinois under the "Tax Increment Allocation Redevelopment Act" (Chapter 65 ILCS 5/11-74.4-1, et seq.) of the Illinois Statutes, as amended (hereinafter the "Act"). Only areas which meet certain specifications outlined in the Act are eligible to use this financing mechanism. Besides describing the redevelopment objectives, this Redevelopment Area Plan and Program report sets forth in general terms the overall program to be undertaken to achieve these objectives.

The Act permits municipalities to improve eligible "conservation" or "blighted" areas in accordance with an adopted Redevelopment Plan over a period not to exceed 23 years. The municipal cost of certain public improvements and programs can be repaid with the revenues generated by increased assessed values of private real estate within a designated project area. This taxing power is only applied to the increase in equalized assessed valuation generated within the designated project area during the limited term of the Redevelopment Plan and Program, principally increased equalized assessed valuation from new private development.



*North Side of Hillgrove Avenue, West of Wolf Road*



*Project Area Boundary – Aerial View*

## REDEVELOPMENT PROJECT AREA DESCRIPTION

The boundaries of the the Redevelopment Project Area were carefully established in adherence to the eligibility criteria and include only those parcels which would benefit by the proposed Redevelopment Plan and Program. The Project Area generally consists of properties located along the north side of Hillgrove Avenue and north of the railroad right-of-way, between Howard Avenue on the east and the Illinois Tollway (I-294) on the west. The boundaries of the Project Area are illustrated in 'Figure A - Project Area Boundary'. The Project Area contains thirty-seven (37) structures on a total of seventy-two (72) parcels. The total Project Area is approximately forty-nine (49) acres in size.

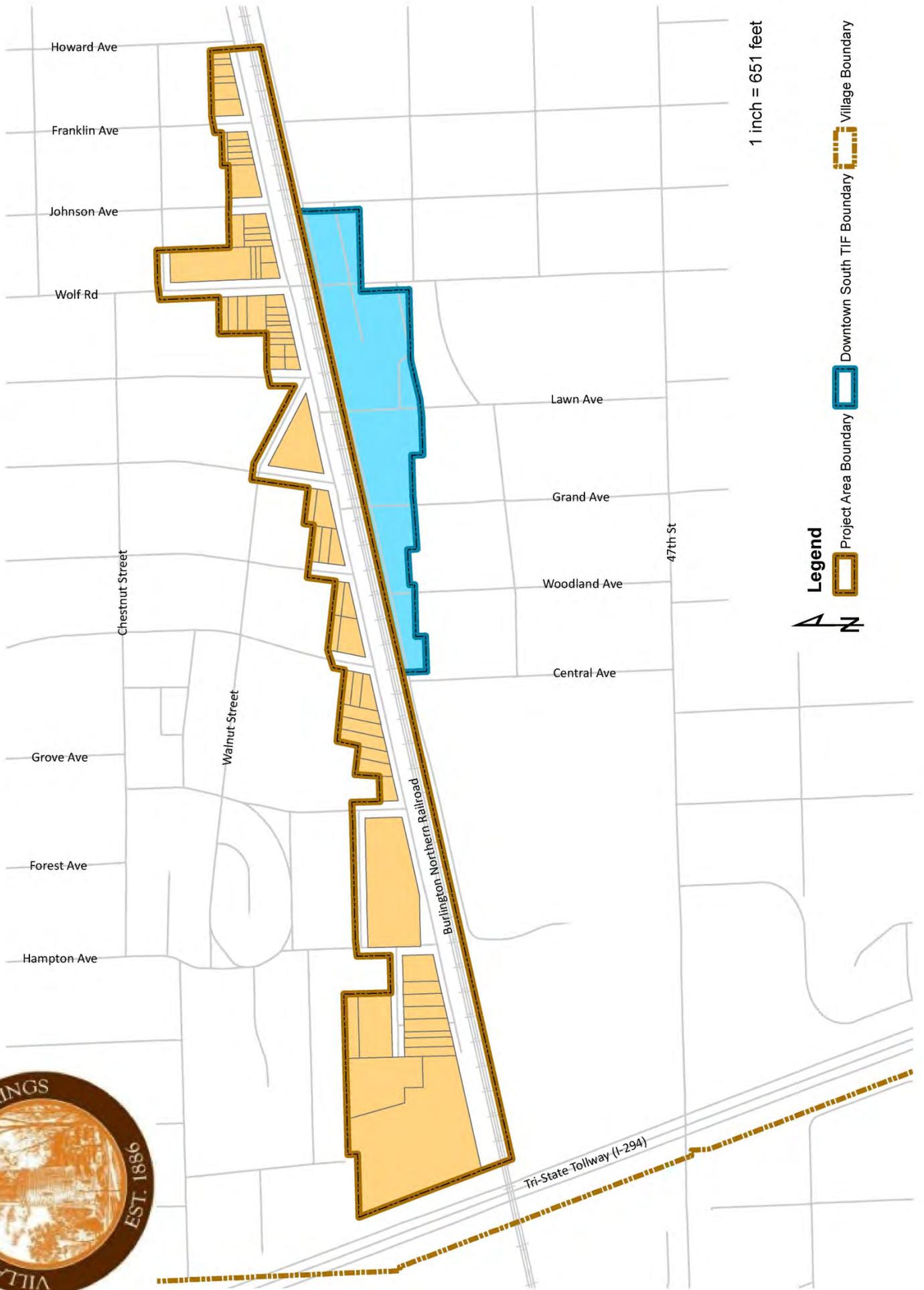
The predominant land uses within the Project Area are commercial/retail, office, residential and municipal/institutional. Residential uses include a small number of single-family homes and apartments. Commercial uses include retail and service businesses, as well as offices. Municipal uses include the Village Hall and fire station, the historic water tower, municipal swimming pool, public works facility, the Western Springs Theater, and the Recreation Center. Existing land uses within the Project Area are illustrated in "Figure B Existing Land Uses".

Existing Land Use	Approximate Land Area (Acres)
Residential	3
Commercial	2
Office	2
Office Research/Industrial	0.5
Municipal/Institutional	16
Park/Open Space	1
Parking Lot	1
Street/Railroad ROW	23.5
TOTAL	49

Type	Units*
Single-Family	0
Multi-Family	32
TOTAL	32

\* Due to the total number of residential units being less than 75, and 10 or more residential units are not anticipated to be displaced, a Housing Impact Study is therefore not required.

Figure A - Project Area Boundary



1 inch = 651 feet



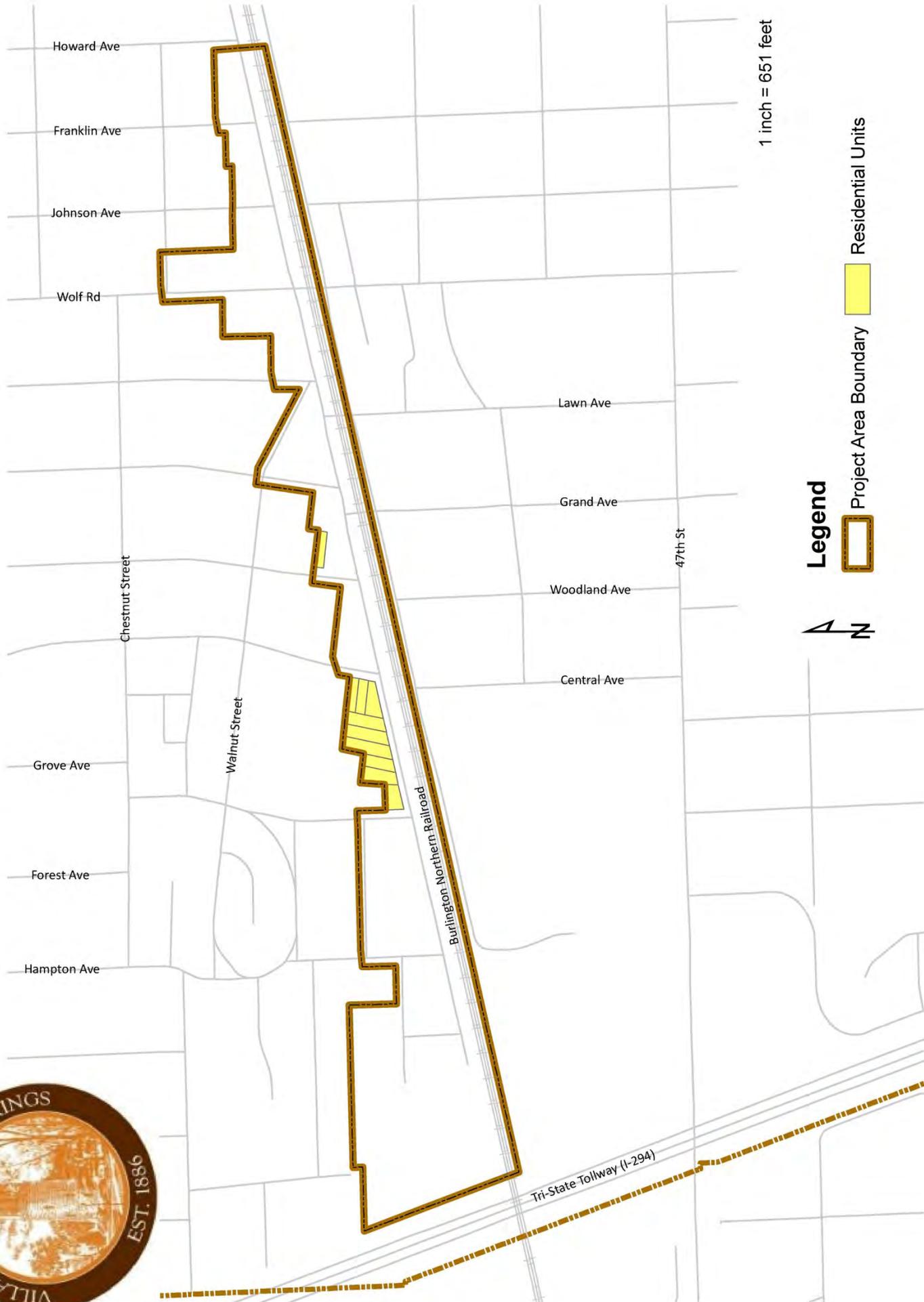
**Legend**

-  Project Area Boundary
-  Downtown South TIF Boundary
-  Village Boundary

Figure B - Existing Land Use Map



Figure C - Existing Residential Units Map



Legend

-  Project Area Boundary
-  Residential Units

1 inch = 651 feet

## Summary of the Eligibility of the Proposed Project Area TIF District

In March of 2019, a study was undertaken, consistent with the Act and related procedural guidelines, to determine the eligibility of the Project Area. These “Eligibility Findings” indicate that the proposed Project Area meets the statutory requirements of a “conservation area” (50% of the buildings within the Project Area at least 35 years or more in age and a combination of at least three blighting factors), and is therefore eligible for designation as a “Tax Increment Finance Redevelopment Project Area.”

As detailed in **Appendix A – Tax Increment Financing Eligibility Report** of this Redevelopment Plan, the Project Area is eligible for designation as a “conservation area” due to the predominance and extent of the following characteristics:

1. Obsolescence;
2. Deterioration of Buildings and Site Improvements;
3. Inadequate Utilities; and
4. Lack of Community Planning.

In addition, the following characteristics are present within the Project, although not to the degree or as widely distributed as the above qualifying factors:

1. Presence of Structures Below Minimum Code Standards; and
2. Excessive Vacancies.

Each of these factors contributes towards the eligibility of the Project Area as a ‘conservation area.’ All of these characteristics point towards the need for designation of the Project Area as a “conservation area” to be followed by public intervention in order that redevelopment might occur.



*Example of Deteriorated Site Improvement*

## **REDEVELOPMENT PLAN & PROGRAM**

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The revitalization of the Project Area presents challenges and opportunities for the Village of Western Springs. The success of this effort will depend upon cooperation between private investment and local government. Public and private development efforts have not, as yet, been able to stimulate the revitalization of the Project Area. The adoption of this Redevelopment Area Plan and Program will assist with the implementation of the goals and objectives of the Village's Comprehensive Plan, which otherwise could not reasonably be anticipated to occur without the adoption of this Redevelopment Area Plan and Program. Through public investment, the area will become attractive to private investment.

The Act describes a Redevelopment Plan as:

*"...the comprehensive program of the municipality for development or redevelopment intended by the payment of redevelopment project costs to reduce or eliminate those conditions, the existence of which qualified the redevelopment project area as a blighted area or conservation area ..., and thereby serves to enhance the tax bases of the taxing districts which extend into the redevelopment project area."*

The successful implementation of the Redevelopment Project Area Plan and Program requires that the Village take full advantage of the real estate tax increment attributed to the Project Area as provided for by the Act. The Project Area would not reasonably be developed and improved without the use of such incremental revenues.

### Purpose of the Redevelopment Plan

Pursuant to the "Tax Increment Allocation Redevelopment Act" (Chapter 65 ILCS 5/11-74.4-1, et seq.) of the Illinois Statutes as amended (hereinafter the "Act"), the purpose of a Redevelopment Plan and Program is to promote the health, safety, morals, and welfare of the general public by:

- < Eradicating blighting conditions and instituting conservation measures;
- < Removing and alleviating adverse conditions by encouraging private investment of underutilized and vacant properties which will strengthen the economy, tax base, business environment, and living environment;
- < Improving existing public utilities and infrastructure within the area; and
- < Enhancing the overall quality of the business environment in the Village of Western Springs.

## Redevelopment Plan Goals and Objectives

The aim of the Redevelopment Plan is the revitalization of the Project Area as a strong and attractive downtown commercial center, which will contribute to the health and vitality of the Village of Western Springs. The goals and objectives of this Redevelopment Plan are both those articulated in the Illinois Tax Allocation Redevelopment Act, and those stated in the Village of Western Springs Comprehensive Plan, the Western Springs Downtown Redevelopment Plan (2011), and the Western Springs Downtown Streetscape Plan (2016). Specific goals and objectives outlined in these plans which relate to this Redevelopment Plan are summarized below:

- Create compact development within easy walking distance of public transit (METRA);
- Encourage mixed-use developments (i.e. retail with residential above);
- Integrate creative parking strategies;
- Encourage renovation of existing commercial buildings;
- Redevelopment of vacant commercial buildings;
- Incorporate infrastructure and transportation improvements to support redevelopment;
- The future land use plan of this Redevelopment Plan is consistent with the future land use recommendations in both the Comprehensive Plan and the Downtown Redevelopment Plan;
- Potential redevelopment sites are identified in the Downtown Redevelopment Plan (page 14) that are consistent with the redevelopment sites identified in this Redevelopment Plan; and
- The Downtown Redevelopment Plan specifically recommends Tax Increment Financing as a potential funding source for implementation of that plan (page 79).



Concept Plan – Downtown Redevelopment Plan (2011)

Figure D - Future Land Use Map



1 inch = 651 feet

- Legend**
- Project Area Boundary
  - Office research/Industrial
  - Municipal
  - Open Space
  - Single-Family Residential
  - Medium Density Residential
  - Mixed-Use (Retail)

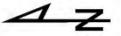
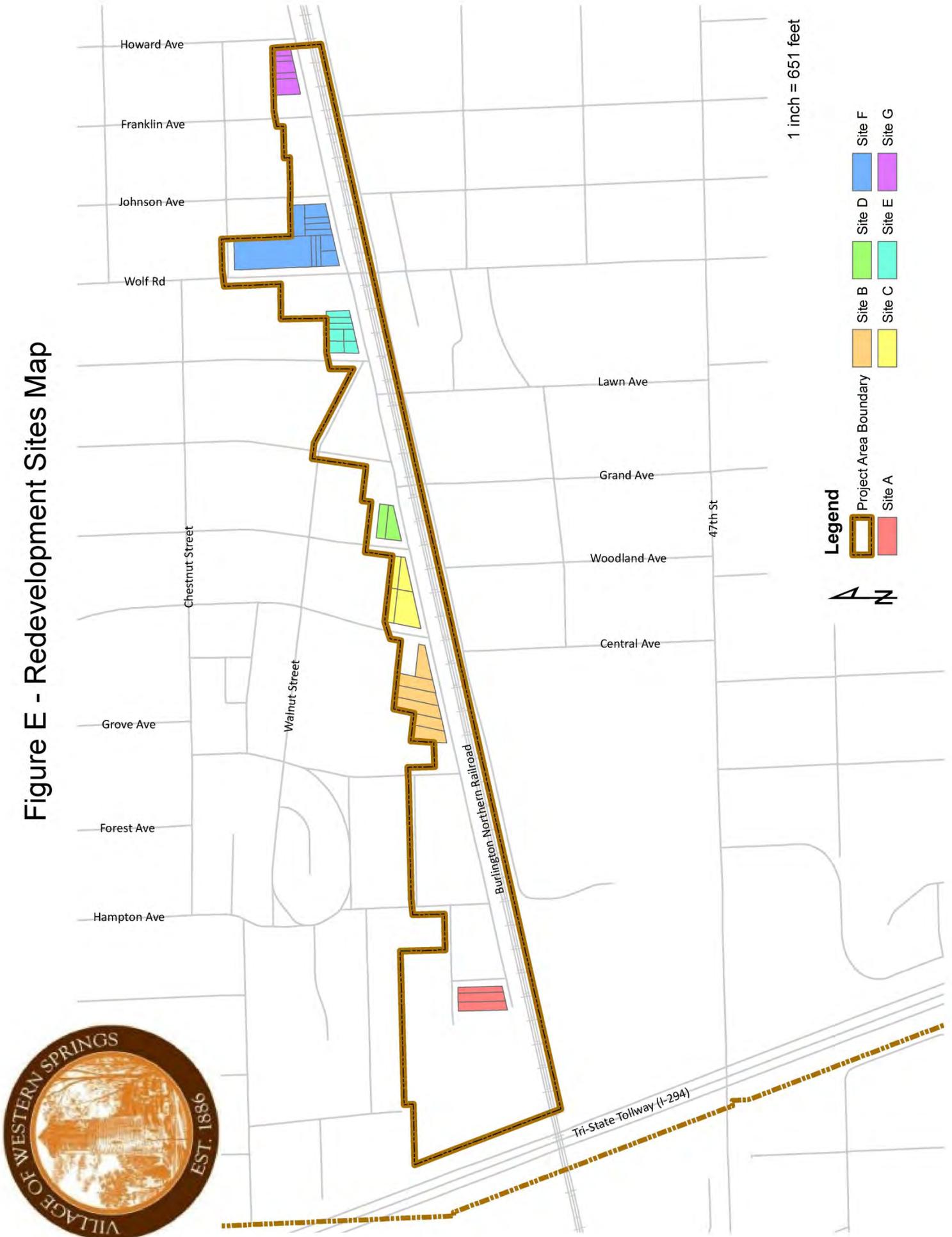


Figure E - Redevelopment Sites Map



**Legend**

- Project Area Boundary
- Site A
- Site B
- Site C
- Site D
- Site E
- Site F
- Site G

1 inch = 651 feet

## Future Land Use Plan

The recommended land uses, redevelopment opportunities, and public improvements of this Redevelopment Plan are based upon the guidelines and development opportunities presented in the Village of Western Springs Comprehensive Plan and the Western Springs Downtown Redevelopment Plan.

The intent of the Future Land Use Plan is to provide a long-range guide for determining the uses to which the land should eventually be put, and to direct subsequent zoning decisions as redevelopment occurs within the Project Area. The designation of an existing use as a redevelopment site is not intended to suggest any immediate requirement for redevelopment. Rather, these sites are identified as a way of planning for their future redevelopment only if and when a property owner pursues a development project or an existing business or resident vacates a property.

The Future Land Use Plan (Figure D) shows anticipated land uses at completion of project activities. On identified redevelopment opportunity sites (described in the next section), proposed changes in land use focus on enhancing the commercial character and appearance of the Project Area. General future land use categories include:

### *Multi-Family Residential*

All of the existing residential units are multi-family apartments/condos, and are anticipated to remain. Future multi-family residential development within the Project Area is not anticipated.

### *Mixed-Use (Retail)*

Future retail uses are anticipated throughout the Project Area. Future retail uses should be consistent with commercial zoning requirements and appropriate for a downtown setting. Residential units above ground-floor retail may also be appropriate.

### *Office Research/Industrial*

Future office uses are anticipated throughout the Project Area. Future office uses should be consistent with zoning requirements and appropriate for a downtown setting. Residential units above ground-floor offices may also be appropriate.

### *Municipal*

Municipal uses within the Project Area include the Village Hall, fire station, and theater. Most municipal uses are anticipated to remain. The Village Hall site is identified as a redevelopment site and may be redeveloped in the future.

### *Open Space*

Open Space includes the water tower and swimming pool. These uses are anticipated to remain.

\* Associated parking and open space uses are also permitted in all future land use categories.

## Redevelopment Opportunity Sites

The Project Area includes a number of redevelopment opportunity sites (Figure E Redevelopment Sites). Recommendations for these sites, including land uses, design guidelines, and conceptual site designs, are derived primarily from the Western Springs Downtown Redevelopment Plan (2011).

Table 3 indicates the potential future opportunity sites, existing land uses, and potential future land uses. Any land use described in Table 3 is appropriate and within the intent of this Redevelopment Plan.

The Redevelopment Plan shall serve as a guideline for the Project Area, but is **not** meant to establish specific requirements. Adjustments may be made in response to market conditions and other key factors as long as they remain faithful to the Village's overall goals and objectives for the Project Area. Therefore, this Redevelopment Plan is consistent with the Village's Comprehensive Plan and Downtown Redevelopment Plan, and is intended to be a key vehicle for implementing those plans.

<i>Table 3: Redevelopment Opportunity Sites</i>				
<b>Site</b>	<b>Area (Acres)</b>	<b>EAV (2018)</b>	<b>Existing Land Use</b>	<b>Future Land Use</b>
A	25,686	\$101,981	Industrial	Mixed-Use (Office or other commercial use anticipated)
B	85,873	\$882,069	Residential	Medium Density Residential
C	37,959	\$635,776	Commercial/Office	Mixed-Use (Office anticipated as primary use)
D	17,527	\$344,304	Office	Mixed-Use (Office anticipated as primary use)
E	26,578	\$1,226,483	Office / Commercial	Mixed-Use (Retail or restaurant anticipated as primary use)
F	100,781	\$557,593	Municipal / Commercial	Mixed-Use (Retail or restaurant anticipated for ground floor with office, municipal, or residential above)
G	29,138	\$465,004	Office / Commercial	Mixed-Use (Office or commercial anticipated as primary use)
<b>TOTAL</b>	<b>323,542</b>	<b>\$4,213,210</b>		

The Village may determine that other redevelopment opportunities, where consistent with the land use designations on the Future Land Use Plan, are within the intent of this Redevelopment Plan.

As indicated by Figure E, potential redevelopment sites are planned for primarily mixed-use commercial/retail or office uses. In addition to these opportunity sites, the Redevelopment Plan also anticipates activities to be undertaken by the public sector, which are identified in the Public Improvements section of this report (page 19). All of the redevelopment opportunities and public improvements should be conducted with the guidance of the Village's Comprehensive Plan and Downtown Redevelopment Plan.

Undertaking these redevelopment activities will generate increased tax revenues, create commercial opportunities, upgrade public improvements such as roadways, parking areas, sidewalks, etc., and provide a stimulus for additional development in surrounding areas. Through these improvements, the character and economic viability of the Project Area will be improved over time.

### Eligible Project Costs

Redevelopment project costs mean and include the sum total of all reasonable or necessary costs incurred or estimated to be incurred, and any such costs incidental to the Redevelopment Plan and Program. As provided by the Act, such costs may include, without limitation, the following:

- < Costs of studies, surveys, development of plans, and specifications, implementation and administration of the Redevelopment Plan including but not limited to staff and professional service costs for architectural, engineering, legal, financial, planning or other services;
- < The cost of marketing sites within the Project Area to prospective businesses, developers, and investors;
- < Property assembly costs including, but not limited to, acquisition of land and other property, real or personal, or rights or interests therein, demolition of buildings, site preparation and site improvements that serve as an engineered barrier addressing ground level or below ground environmental contamination, including, but not limited to parking lots and other concrete or asphalt barriers, and the clearing and grading of land;
- < Costs of rehabilitation, reconstruction, repair, or remodeling of existing public or private buildings, fixtures, and leasehold improvements; and the cost of replacing an existing public building if pursuant to the implementation of a redevelopment project the existing public building is to be demolished to use the site for private investment or devoted to a different use requiring private investment;
- < Costs of the construction of public works or improvements;
- < Costs of job training and retraining projects, including the cost of "welfare to work" programs implemented by businesses located within the Project Area, and costs of advanced vocational education or career education, including but not limited to courses in occupational, semi-technical or technical fields leading directly to employment, incurred by one or more taxing districts, as provided in the Act;
- < Financing costs, including but not limited to, all necessary and incidental expenses related to the issuance of obligations and which may include payment of interest on any obligations

issued under the Act accruing during the estimated period of construction of any redevelopment project for which such obligations are issued, and not exceeding 36 months thereafter and including reasonable reserves related thereto;

- < To the extent the Village by written agreement accepts and approves the same, all or a portion of a taxing district's capital costs resulting from the Redevelopment Project necessarily incurred or to be incurred within a taxing district in furtherance of the objectives of the Redevelopment Plan;
- < To the extent the Village by written agreement accepts and approves the same, an elementary, secondary, or unit school district's increased costs attributable to assisted housing units as provided in the Act;
- < Relocation costs to the extent that the Village determines that relocation costs shall be paid or is required to make payment of relocation costs by Federal or State law;
- < Interest cost incurred by a redeveloper related to the construction, renovation or rehabilitation of a redevelopment project, as provided by the Act.

#### Acquisition and Clearance

In order to facilitate coordinated redevelopment and meet redevelopment objectives, it may be necessary for the Village to assemble individual properties into unified sites which can be developed in their entirety. Any clearance of existing structures will be scheduled to minimize the adverse effects of rehabilitation or clearance activities.

#### Land Disposition

Property which may be acquired by the Village may be assembled into appropriate redevelopment sites. These properties may be sold or leased by the Village to other public bodies or to private developers, in whole or in part. The Village may in the future modify this disposition plan in accordance with the objectives of this Redevelopment Plan and Program, without amending the Plan. Terms of conveyance may be incorporated into appropriate disposition documents or agreements, and may include more specific restrictions than contained in this Redevelopment Plan or in other municipal codes and ordinances governing the use of the land.

No conveyance, lease, mortgage, disposition of land or other property, or agreement relating to the development of property will be made except upon the adoption of an ordinance by the Village.

## Public Improvements

The Village of Western Springs will continue to provide public improvements in the Project Area to stimulate development and redevelopment in a manner consistent with this Redevelopment Plan. Some public improvements may be provided in partnership with the Illinois Department of Transportation, or other governmental agencies as applicable. Public improvements may include, but are not limited to, the following:

- < Vacation, removal, resurfacing, widening, reconstruction, and other improvements to rights-of-way, streets, alleys, bridges, pedestrian ways, and pathways.
- < Development of or improvements to public open space.
- < Construction of off-street parking facilities and structures.
- < Improvement of public utilities such as sewer and water lines, electric lines, sidewalks, curbs and gutters, storm water detention facilities. Such improvement may include relocation and/or burial of existing overhead lines.
- < Demolition and rehabilitation of obsolete structures.
- < Beautification and safety improvements, including streetscape, lighting, signage, and landscaping of public properties.

Public improvement activities which are planned as part of this Redevelopment Plan are based upon recommendations contained in the Comprehensive Plan, Downtown Redevelopment Plan (2011) and Downtown Streetscape Plan (2016), and through conversations with the Village Engineer and the Village of Western Springs Public Works department. A summary of recommended public improvements include the following:

- Lack of a separated storm sewer system. The sanitary and storm sewers are combined throughout the Village north of 47<sup>th</sup> Street. The sewer system is old and should be replaced with a separated system;
- The water main was constructed in 1937, and is in need of repair, replacement and/or lining;
- The majority of the streets are in fair condition and in need of repairs. Striping for parking, crosswalks, etc. are in poor condition in need of required ADA improvements;
- Streetlights are in poor condition and in need of replacement/updating;
- Full streetscape including street trees, plants, detention, pavers, concrete, street lights, seating, and wayfinding;
- Light ceiling structure and associated equipment;
- Reconstruction of Hillgrove Avenue (and all intersecting streets) and associated streetscape;
- Reconstruction of existing west platform (west of Lawn Avenue);
- Maintenance of east underpass (east of Lawn Avenue);
- Maintenance of future west pedestrian underpass;
- Construction and maintenance of a woonerf for public events;
- Possible replacement and expansion of fiber optic network;
- Future electric vehicle charging stations; and
- Bicycle and pedestrian improvements including new and reconstructed shelters, bike racks, pedestrian crossing; etc.

The costs associated with the public improvements described in this Redevelopment Plan may be shared by the Village of Western Springs, other governmental agencies, and individual developers and property owners, pursuant to an agreement between the parties. The Village may determine at a later date that certain listed improvements are no longer needed or appropriate and may remove them from the list, or may add new improvements to the list which are consistent with the objectives of this Redevelopment Plan. Such additions shall not require plan amendment provided they are for eligible public improvements and will not require an increase to the total estimated project costs in Table 4.

Phasing of Project

Redevelopment projects anticipated in this Plan may commence immediately. Development and redevelopment projects are anticipated to be completed within twenty years. Facade improvements, building rehabilitations, and other activities on individual properties will be encouraged throughout the life of the TIF. The Village may undertake additional public improvements or development projects as appropriate throughout the life of the Redevelopment Plan and Program.

Estimated Project Costs

Estimated public project costs are listed below in Table 4. These costs are based on 2019 dollars and are therefore subject to inflation. Increases in estimated Total Redevelopment Project Costs of more than five percent (5%), after adjustment for inflation from the date of the Redevelopment Plan adoption, are subject to amendment procedures as provided under the Act.

<i>Table 4: Estimated Redevelopment Project Costs</i>	
Category	Cost
Studies, surveys, development of plans, and specifications, implementation and administration of the Redevelopment Plan, and marketing of sites	\$3,000,000
Property assembly costs, including demolition and site preparation	\$2,000,000
Rehabilitation, reconstruction, repair, or remodeling of existing public or private buildings, fixtures, and leasehold improvements	\$3,000,000
Construction or improvement of public improvements (1)	\$3,000,000
Financing Costs	\$250,000
Taxing district’s capital costs	\$150,000
Relocation costs	\$150,000
Payment in lieu of taxes	\$1
Job training and retraining	\$1
Interest Costs	\$49,998
<b>Total Estimated Project Costs (2) (3)</b>	<b>\$11,600,000</b>

(1) *Public improvements may also include capital costs of taxing districts and other costs allowable under the Act. Specifically, public improvements as identified in the Redevelopment Plan and as allowable under the Act may be made to property and facilities owned or operated by the Village or other public entities. As provided in the Act, Redevelopment Project Costs may include, to the extent the Village by written agreement accepts and approves the same, all or a portion of a taxing district’s capital costs resulting from the redevelopment project necessarily incurred or to be incurred within a taxing district in furtherance of the objectives of the Redevelopment Plan.*

- (2) *Actual costs for each category identified above may vary provided that the total estimated project costs may not be exceeded without amendment to this Redevelopment Plan.*
- (3) *This table does not include costs associated with the issuance of municipal obligations, capitalized interest, reimbursement for a portion of privately issued obligations, financing costs during construction (not to exceed 36 months), or other eligible project costs. Such additional costs may or may not be incurred and cannot be estimated at this time.*
- (4) *The Village may utilize net incremental property taxes to pay eligible redevelopment project costs in other contiguous redevelopment project areas, and vice versa, provided that the Total Estimated Project Costs are not exceeded.*

### Sources of Funds

The Act provides a way for municipalities to finance public redevelopment costs with incremental real estate tax revenues. Incremental tax revenue is derived from the increase in the current equalized assessed valuation (EAV) of real property within the Project Area over and above the certified initial EAV of the real property. Any increase in EAV is then multiplied by the current tax rate, resulting in the tax increment revenue.

Funds necessary to pay redevelopment project costs may be derived from a number of authorized sources. These may include, but are not limited to, the following:

- < Real property tax increment revenues from the Project Area;
- < Tax revenues resulting from the establishment of any Special Service Area districts within the Project Area;
- < Interest earned on temporary investments;
- < Gifts, grants, and contributions;
- < Sale or lease of land proceeds;
- < User fees;
- < Transfer from a contiguous redevelopment project area created under the Act.

The principal source of funds to undertake redevelopment activities will be the incremental increase in real property taxes attributable to the increase in the equalized assessed value of each taxable lot, block, tract or parcel of real property in the Project Area over the initial equalized assessed value of each such lot, block, tract or parcel. There may also be other eligible local sources of revenue, such as the sale or lease of Village owned property, that the Village determines are appropriate to allocate to the payment of redevelopment project costs.

The Village may utilize net incremental property taxes received from the Project Area to pay eligible Redevelopment Project Costs, or obligations issued to pay such costs, in other contiguous redevelopment project areas, or those obligations issued to pay such costs, in other contiguous redevelopment project areas, or those separated only by a public right-of-way, and vice versa. The amount of revenue from the Project Area, made available to support such contiguous redevelopment project areas, or those separated only by a public right-of-way, when added to all amounts used to pay eligible Redevelopment Project Costs with the Project Area, shall not at any time exceed the total Redevelopment Project Costs described in the Plan.

## Nature and Term of Obligations to be Issued

The financial plan of this Redevelopment Plan is intended to establish a conservative public expenditure approach. Revenues will be accumulated in the special tax allocation fund to pay for public purpose expenditures identified in this Redevelopment Plan, and whenever practical, expenditures will be made on a cash basis. This method of financing shall not preclude the Village from undertaking initiatives designed to stimulate appropriate private investment in the Project Area.

Certain redevelopment projects may be of such a scale or on such a time-table as to preclude financing on a cash basis. These projects may be funded by the use of tax increment revenue obligations issued pursuant to the Act for a term not to exceed 20 years. Consistent with the conservative nature of the financial plan for this Redevelopment Program, the highest priority for the issuance of tax increment revenue obligations shall occur when the commitment is in place for private sector investment necessary to fund the amortization of such obligations.

All obligations are to be covered after issuance by projected and actual tax increment revenues and by such debt service reserved and sinking funds as may be provided by ordinance. Revenues not required for the retirement of obligations providing for reserves, sinking funds, and anticipated redevelopment project costs may be declared surplus and become available for distribution annually to the taxing districts in the Project Area.

One or more issues of obligations may be sold at one or more times in order to implement this plan, as now or hereafter amended, in accordance with law.

The Village may, by ordinance, in addition to obligations secured by the special tax allocation fund provided by law, pledge for a period not greater than the term of the obligations any part or any combination of the following:

- < Net revenues of all or part of a Redevelopment Project,
- < Taxes levied and collected on any or all property in the municipality.
- < The full faith and credit of the municipality.
- < A mortgage on part or all of a Redevelopment Project.
- < Any other taxes or anticipated receipts that the municipality may lawfully pledge.

## Initial Equalized Assessed Valuation

The total 2018\* equalized assessed valuation of the Project Area is **\$9,852,896.**

*\* 2018 data is not yet certified by the County Assessor and is subject to change.*

Table 5: Project Area Property Identification Numbers (PINS)

18053000180000	18063180320000	18064090590000
18053000190000	18063180330000	18064090600000
18053000250000	18063220030000	18064090170000
18053000260000	18063220040000	18064090470000
18053000270000	18063220050000	18064090500000
18053000280000	18063220060000	18064090520000
18053000310000	18063220070000	18064090561001
18053000320000	18063220080000	18064090561002
18053000330000	18063220090000	18064090571001
18053000340000	18063220100000	18064090571002
18053010110000	18064050270000	18064100080000
18053010120000	18064050280000	18064100090000
18053010130000	18064050290000	18064100180000
18053010140000	18064050320000	18064100190000
18053010150000	18064050330000	18064110060000
18053010160000	18064050340000	18064110070000
18053010200000	18064050350000	18064110110000
18053020120000	18064050360000	18064110120000
18053020150000	18064050370000	18064120010000
18053020160000	18064050390000	18064090551001
18053020210000	18064050400000	18064090551002
18053020220000	18064050410000	18064090581001
18053020231001	18064050450000	18064090581002
18053020231002	18064050460000	18064110050000
18063180290000	18064050470000	18065000010000
18063180310000	18064080010000	18065000020000

Anticipated Equalized Assessed Valuation

Upon the completion of anticipated redevelopment projects it is estimated that the equalized assessed valuation of real property within the Project Area will be approximately **\$32,285,637**. This figure is based upon estimates of value for the anticipated rehabilitation and redevelopment projects described in this report.

Payment in Lieu of Taxes

No payments in lieu of taxes are anticipated as part of the Redevelopment Plan and Program.

Provision for Amending the Redevelopment Plan and Program

The Redevelopment Plan and Program may be amended pursuant to provisions of the Act.



## **FINANCIAL IMPACT OF REDEVELOPMENT**

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Without the adoption of the Redevelopment Plan and Program, development and redevelopment projects within the Project Area are not reasonably expected to be undertaken by private enterprise. In the absence of Village-sponsored redevelopment, there is a prospect that blighting factors will continue to exist and spread, and the Project Area on the whole and adjacent properties will become less attractive for the maintenance and improvement of existing buildings and sites. Erosion of the assessed valuation of property in the Project Area has already occurred, and could lead to further reductions of real estate tax revenue to all taxing districts.

Implementation of the Redevelopment Plan and Program is expected to have significant short and long term positive financial impacts on the taxing districts affected by this Redevelopment Plan. In the short term, the Village's effective use of tax increment financing can be expected to stabilize the existing tax base for local taxing agencies. In the long term, after the completion of all redevelopment improvements and activities, and the payment of all redevelopment project costs and municipal obligations, the taxing districts will benefit from the enhanced tax base which results from the increase in equalized assessed valuation caused by the Redevelopment Plan and Program.

The following taxing districts cover the proposed Project Area:

1. Village of Western Springs
2. Western Springs Park District
3. Township of Lyons
4. Cook County/Cook County Forest Preserve District
5. Des Plaines Valley Mosquito Abatement District
6. Metropolitan Water Reclamation District of Chicago
7. Western Springs School District #101
8. Lyons Township High School District #204
9. DuPage Community College District #502

This Redevelopment Plan contemplates redevelopment of the Project Area primarily with commercial (retail/office) uses. Given the size of the Project Area (49 acres), impact on individual taxing districts and taxing districts in general will be limited, although dependent on the specific nature of any such future (re)developments.

### *Impact on Village of Western Springs*

The Village provides a variety of services, including police and fire protection, library services, snow removal, road maintenance, water and sewer service, and building and zoning services. The replacement of underutilized property with new (re)development may cause a minimal increase in demand for the services and programs provided by the Village. As provided in the Act, a portion of Redevelopment Project Costs may be allocated toward capital costs incurred by the Village which are made necessary by development as described in this Redevelopment Plan. The public improvements section of this plan and program highlight some of the anticipated capital costs.

### *Western Springs Park District*

The Park District operates facilities and provides services within Western Springs. Although no future residential development is anticipated, the rehabilitation of existing residential and commercial buildings may provide a marginal increase in the use of park facilities and services. Any increase is expected to be minimal, and no specific program is set forth in this Redevelopment Plan.

### *Impact on Lyons Township*

Lyons Township provides a variety of services, including road maintenance and property assessments. The replacement of underutilized property with new commercial development and redevelopment may cause a minimal increase in demand for the services and programs provided by Lyons Township, although the impact is not anticipated to be significant. All roads within the Project Area are controlled by the Village. No specific program is set forth in this Redevelopment Plan.

### *Impact on Cook County and Cook County Forest Preserve District*

Cook County provides a variety of services, including the County Court system, health services and maintenance of open space and recreational activities. The replacement of underutilized property with new primarily commercial and industrial development and redevelopment may cause a minimal increase in demand for the services and programs provided by the County. Due to the small size of the Project Area (49 acres) in relation to the County at large (1,635 square miles), services provided to residents will likely not be affected, and the impact is anticipated to be minimal. No specific program is set forth in this Redevelopment Plan.

### *Impact on Des Plaines Valley Mosquito Abatement District*

It is not anticipated that new development and/or redevelopment resulting from this Redevelopment Plan will have any significant impact on the Mosquito Abatement District. Therefore, no specific program is set forth in this Redevelopment Plan.

### *Impact on Metropolitan Water Reclamation District of Chicago*

It is not anticipated that new development and/or redevelopment resulting from the Redevelopment Plan will have any significant impact on the Water Reclamation District. Therefore, no specific program is set forth in this Redevelopment Plan.

*Western Springs School District #101*

Western Springs District #101 provides kindergarten through eighth grade school services through three (3) elementary schools and one (1) junior high school, in Western Springs. No future residential development is anticipated, and the replacement of underutilized commercial development and redevelopment will not impact demand for the services and programs provided by the school district. No specific program is set forth in this Redevelopment Plan, however the Act defines a clear formula for repayment of fees to the district if any students are directly generated by TIF supported projects.



*Lyons Township High School District #204*

Lyons Township High School District #204 serves Western Springs and neighboring communities of LaGrange, LaGrange Park, Countryside, McCook, Hodgkins, Indian Head Park, Burr Ridge, and Willow Springs. The replacement of underutilized property with new commercial and industrial development and redevelopment will not impact demand for the services and programs provided by the school district. No specific program is set forth in this Redevelopment Plan, however the Act defines a clear formula for repayment of fees to the district for students directly generated by TIF supported projects.



*Impact on DuPage College District #502*

DuPage College provides education and training services to residents of Western Springs and neighboring communities. The replacement of underutilized property with new development and redevelopment may cause a minimal increased demand for the services and programs provided by DuPage College, such as training programs to serve new businesses. However, the impact is anticipated to be insignificant given the relatively small size of the Project Area (49 acres) in proportion to the large size of the district. Therefore, no specific program is set forth in this Redevelopment Plan.



## **FINDINGS OF NEED FOR TAX INCREMENT FINANCING**

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On the basis of the findings of the this Redevelopment Plan and Program, the Mayor and the Village Board of Western Springs, Illinois, adopt the following findings pursuant to Section 11-74.4-3(n) of the Act.

### Project Area Not Subject to Growth

The Project Area on the whole has not been subject to growth and development through investment by private enterprise, and would not reasonably be anticipated to be developed without adoption of this Redevelopment Plan. Substantial evidence supports this conclusion.

First, the Village finds that the Project Area on the whole has not been subject to growth and redevelopment through investment by private enterprise, based on the following evidence, as outlined in the Eligibility Findings Report in Appendix A:

1. Deterioration of both buildings and surface improvements of properties located within the Project Area;
2. The presence of both functional and economic obsolescence of buildings which limit the reuse and marketability of buildings located within the Project Area;
3. The presence of inadequate utilities to support future redevelopment within the Project Area; and
4. Lack of community planning when the Project Area was originally developed.

Second, the Village finds that the Project Area would not reasonably be anticipated to be developed without adoption of this Redevelopment Plan. This conclusion is based upon the findings of this report and the Village of Western Springs Comprehensive Plan:

1. Proposed redevelopment sites indicate a financial gap without public resources, grants or other incentives to promote redevelopment;
2. The need for public – private partnerships to support future redevelopment; and
3. The need for future infrastructure improvements to support future redevelopment.

Therefore, the Village of Western Springs finds that the Project Area is not subject to appropriate growth and development, and is not anticipated to be developed without adoption of this Redevelopment Plan.

### Conformance with Comprehensive Plan

This Redevelopment Plan conforms to and is based upon the recommendations of the Comprehensive Plan, including the goals and objectives therein, as well as future land uses and redevelopment activities.

### Date of Completion

The Redevelopment Project shall be completed, and all obligations issued to finance redevelopment costs shall be retired, no later than December 31 of the year in which the payment to the municipal treasurer as provided in the Act is to be made with respect to ad valorem taxes levied in the twenty-third calendar year following the year in which the ordinance approving this Project Area is adopted (by December 31, 2043).



APPENDIX "A"

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**DOWNTOWN NORTH TAX INCREMENT FINANCING DISTRICT  
ELIGIBILITY REPORT**

*Village of Western Springs, Illinois*

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*August 2019*

***DRAFT REPORT***

Prepared by:  
Teska Associates, Inc.



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## INTRODUCTION

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In order to encourage redevelopment of downtown Western Springs, north of the railroad, the Village of Western Springs (the “Village”) is considering the creation of a Tax Increment Financing (TIF) District. The purpose of this Eligibility Report is to document the eligibility criteria as required by the Tax Increment Allocation Redevelopment Act, 65 ILCS 5/11 - 74.4 - 1, et seq., as amended (the “Act”). The following study documents the presence of eligibility criteria necessary for designation as a TIF District, as required in the Act.



*Downtown Western Springs (Aerial View)*



*Downtown Western Springs (Looking west from Wolf Road)*

## TAX INCREMENT FINANCING

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The Tax Increment Allocation Redevelopment Act, 65 ILCS 5/11 - 74.4 - 1, et seq., as amended (the “Act”), stipulates specific procedures, which must be adhered to in designating a Redevelopment Project Area and amendments thereto. A Redevelopment Project Area is defined as:

*“..an area designated by the municipality, which is not less in the aggregate than 1 ½ acres and in respect to which the municipality has made a finding that there exist conditions which cause the area to be classified as an industrial park conservation area, or a blighted area or a conservation area, or a combination of both blighted areas and conservation areas” (65 ILCS 5/11-74.4-3(p)).*

Section 5/11-74.4-3(a) defines a “conservation area” as:

*“...any improved area within the boundaries of a redevelopment project area located within the territorial limits of the municipality in which 50% or more of the structures in the area have an age of 35 years or more. Such an area is not yet a blighted area, but because of a combination of 3 or more of the following factors: dilapidation; obsolescence; deterioration; presence of structures below minimum code standards; illegal use of individual structures; excessive vacancies; lack of ventilation, light, or sanitary facilities; inadequate utilities; excessive land coverage and overcrowding of structures and community facilities; deleterious land use or layout; lack of community planning; environmental remediation costs impede development; decline or minimal marginal increase in equalized assessed valuation; is detrimental to the public safety, health, morals, or welfare and such an area may become a blighted area.”*

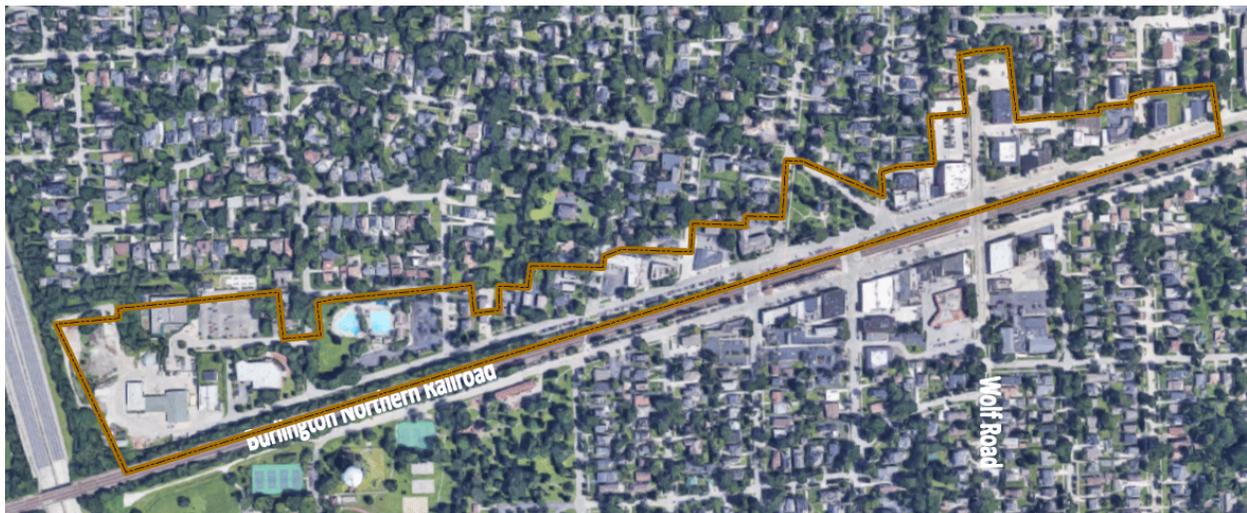
This report summarizes the analyses and findings of the Village’s planning consultant, Teska Associates, Inc. (“Teska”). Teska has prepared this report with the understanding that the Village would rely on: (1) the findings and conclusions of this report in proceeding with the designation of the Study Area as a Redevelopment Project Area under the Act; and (2) the fact that Teska has obtained the necessary information to conclude that the Study Area can be designated as a Redevelopment Project Area in compliance with the Act.

The Western Springs Downtown North Redevelopment Project Area (the “Project Area”) is eligible for designation as a “conservation area” based on the predominance and extent of parcels exhibiting the following primary characteristics: **age, deterioration, obsolescence, inadequate utilities, and lack of planning**. In addition, the following secondary characteristics contribute, to a lesser degree: **presence of structures below minimum code standards** and **excessive vacancies**. Each of these factors contributes sufficiently towards the eligibility of the Project Area as a whole.

## DESCRIPTION OF THE REDEVELOPMENT PROJECT AREA

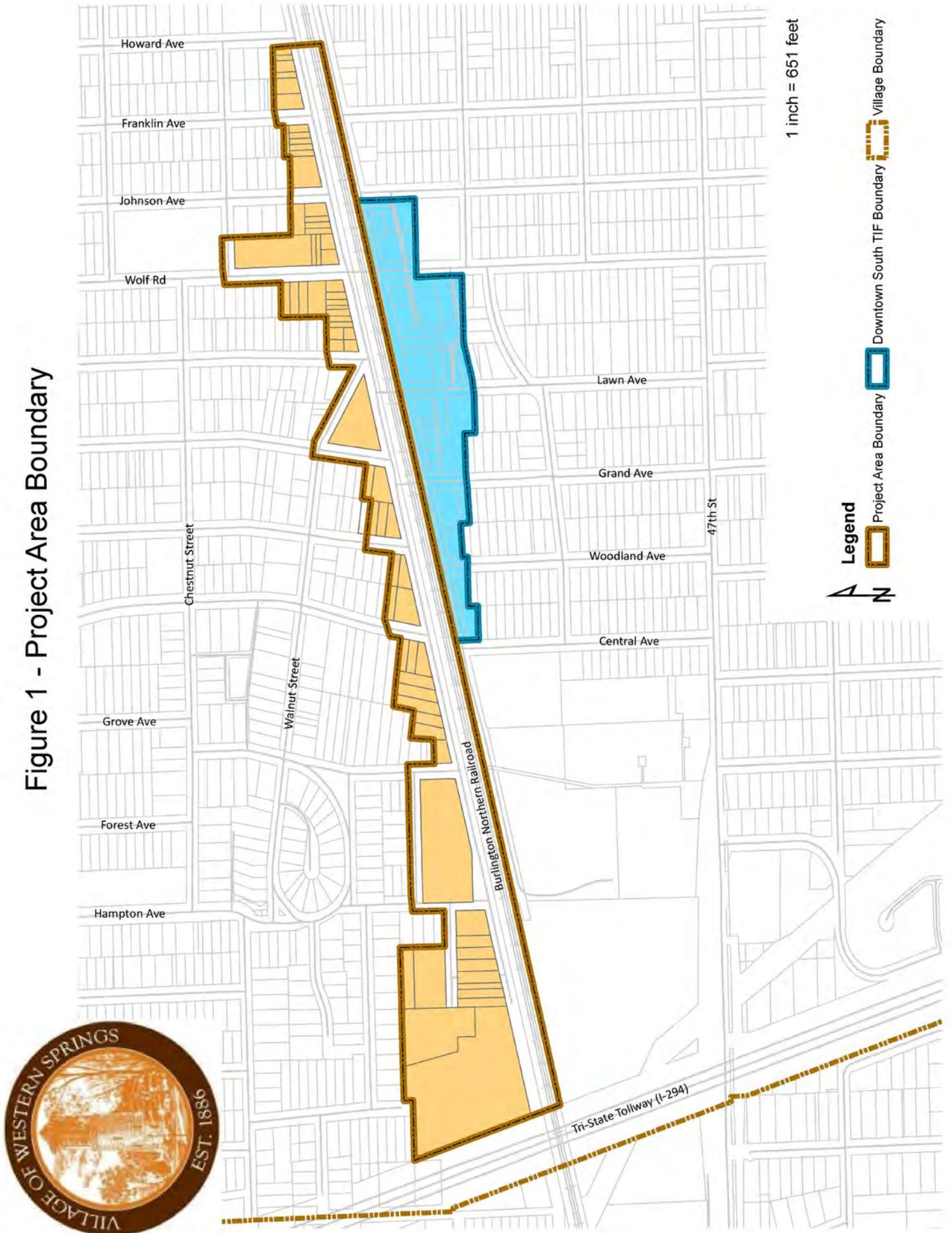
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The Project Area generally consists of those properties with frontage on Hillgrove Avenue, between Howard Avenue on the east and the Tri-State Tollway (I-294) on the west. The area is predominantly commercial, consisting of the Village's main downtown retail core north of the Burlington Northern railroad tracks. The area also contains office uses (dentist, insurance, etc.), institutional facilities (Village Hall, theater, swimming pool, water tower), and a small number of residential units. The Project Area contains thirty-seven (37) structures on seventy-two (72) parcels, and covers ten (10) blocks or parts thereof. The total area of the Project Area is approximately forty-nine (49) acres. "Figure 1" illustrates the exact boundaries of the Project Area.



*Project Area Aerial View*

Figure 1 - Project Area Boundary



## ELIGIBILITY FINDINGS

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Teska conducted a field survey of every property within the Project Area. Based on an inspection of the exteriors of buildings and grounds, field notes were taken to record the condition for each parcel. This survey occurred on **March 28, 2019**. Photographs further document the observed conditions. Field observations were supplemented with information provided by Village officials.

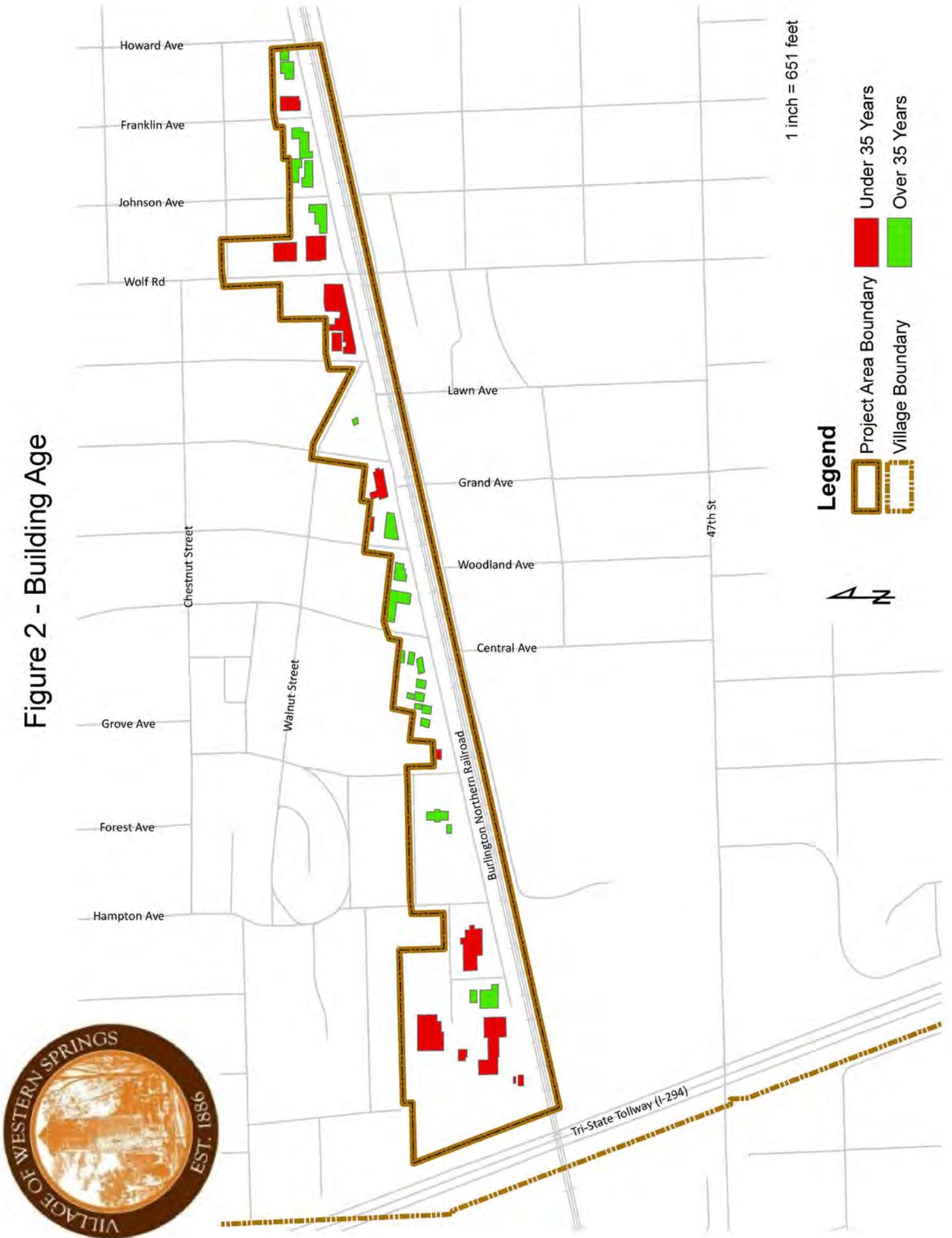
In order to be designated as a conservation area, at least 50% of the structures must be 35 years or more in age. Additionally, a combination of at least three of the other blighting factors outlined in the Act must be present to a meaningful extent and reasonably distributed throughout the Project Area.

### *Age of Buildings*

Based on field analysis and historical records provided by the Village and the Cook County Assessor's Office, 23 out of 37 (62%) of the buildings within the Project Area are more than 35 years old (see "Figure 2"). This exceeds the statutory requirement that at least 50% of the buildings in a 'conservation area' be 35 years of age or older.



Figure 2 - Building Age



## *Dilapidation*

Dilapidation refers to an advanced state of disrepair or neglect of necessary repairs to the primary structural components of buildings or improvements in such a combination that a documented building condition analysis determines that major repair is required or the defects are so serious and so extensive that the buildings must be removed.

No structures (0%) in the Project Area display this extreme physical state of disrepair. Dilapidation is not present within the Project Area and does not contribute towards the designation of the Project Area as a 'conservation area.'

## *Obsolescence*

Obsolescence is the condition or process of falling into disuse. Obsolete structures have become ill-suited for the original use. With respect to properties and buildings, the nature of obsolescence may be functional or economic, or a combination of both. Generally, functional obsolescence relates to the physical utility of a property or structure, and economic obsolescence relates to the ability of a property or building to compete in the market place.

### a) *Functional obsolescence*

The design and spatial layout of buildings and site improvements and their geographical location respond to market needs for specific uses at the time those buildings and improvements are constructed. Additionally, buildings and improvements are designed within the technological constraints of the time. Design and spatial layout characteristics of buildings and site improvements include, but are not limited to, floor area, height, column spacing, loading and service areas, building orientation, on-site parking and storage areas, and vehicular circulation.

Over time, geographical and structural changes occur within industries and real estate markets causing properties to become ill suited for their original use, resulting in deficiencies in those buildings that limit their ability to function for their original purpose. This loss in functionality and overall usefulness or desirability of a property, diminishes the value of the property and the building.

### b) *Economic obsolescence*

Economic obsolescence is generally a result of building or site improvements that cause some degree of market rejection, resulting in a diminished market value of the property for its original intended use. Symptoms of economic obsolescence include excessive vacancies, lack of maintenance, deterioration, and dilapidation of buildings and site improvements.

Site improvements, including sewer and water lines, public utility lines (gas, electric, and telephone), roadways, parking areas, parking structures, sidewalks, curbs and gutters, lighting, etc., may also evidence obsolescence in terms of their relationship to contemporary development standards for such improvements. Factors of this type of obsolescence may include inadequate utility capacities, outdated designs, etc.

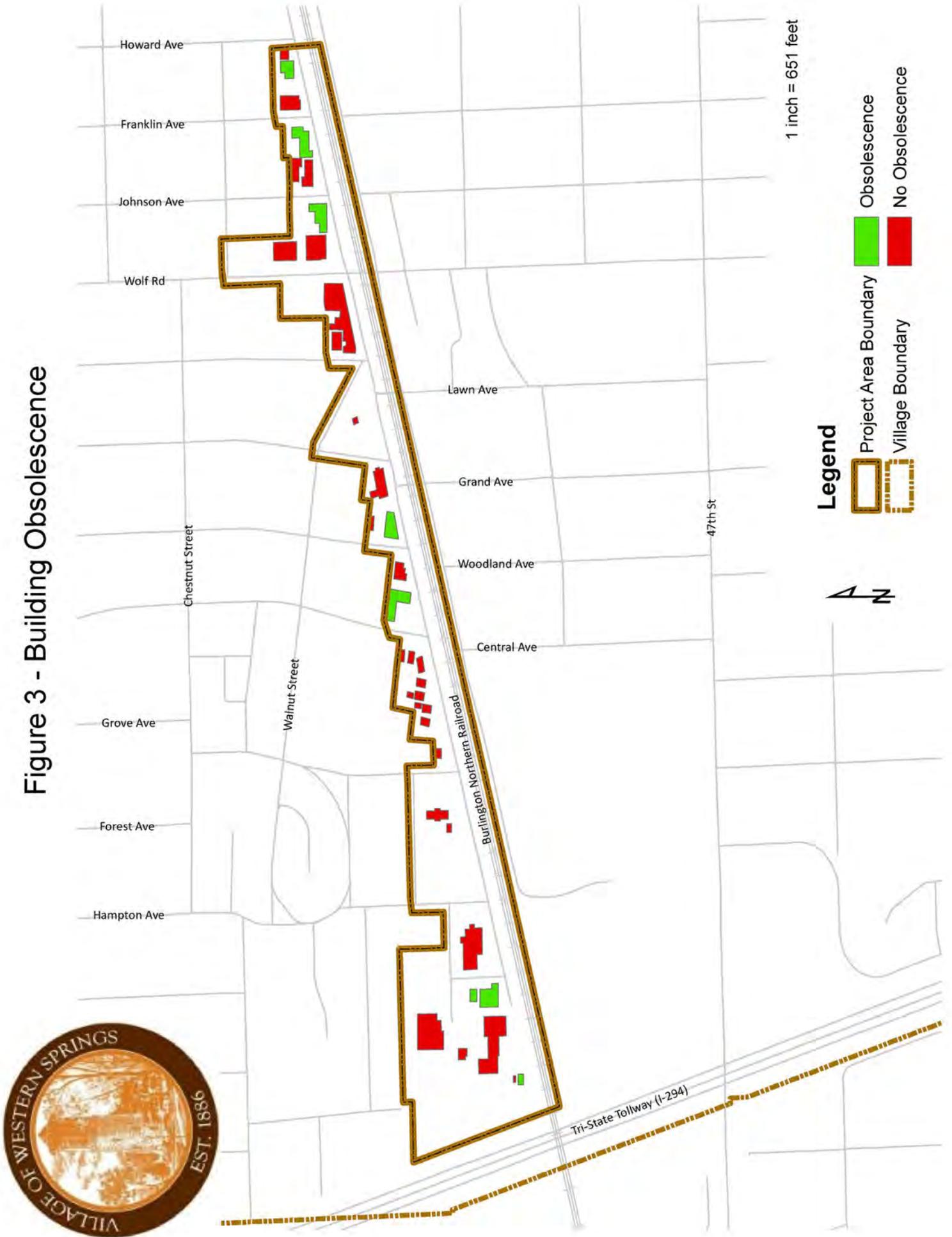
Typically, buildings with excessive vacancies or those classified as deteriorating or dilapidated contain undesirable building or site improvement conditions that may be infeasible to cure, resulting in an accelerated decline in market value. When not corrected, these building and site improvement deficiencies adversely impact neighboring areas, thereby detracting from the physical, functional, and economic vitality of the overall area.

Obsolescence, both economic and functional, is present and evenly distributed throughout the Project Area (see “Figure 4”). Obsolescence occurs on scattered (8 out of 37) buildings (22%), resulting primarily from the overall age of structures within the Project Area. As the majority of structures in the Project Area were constructed in excess of 35 years ago (including some buildings as much as 80 to 100 years ago), modern construction practices and amenities are commonly not present. Isolated commercial properties are underutilized and have vacant tenant spaces, showing evidence of both economic and functional obsolescence.

Both functional and economic obsolescence of buildings and site improvements is present within the Project Area. The presence of obsolescence significantly contributes towards designation of the Project Area as a ‘conservation area’.



Figure 3 - Building Obsolescence



## *Deterioration*

With respect to buildings, deterioration refers to defects including, but not limited to, major defects in the secondary building components such as doors, windows, porches, gutters and downspouts, and fascia. The field survey found that 18 out of 37 buildings (49%) exhibit some level of these types of deteriorating characteristics. Although most instances of such deterioration are not severe and are not highly visible from Hillgrove Avenue, clear evidence of building deterioration can be seen from the rears of buildings. These deteriorating effects include cracks in masonry walls and foundations, aging windows and doors, deteriorating columns and stairways, and roofs and gutters in need of repair. These issues are widely distributed throughout the entirety Project Area (see “Figure 4”).

With respect to surface improvements, the condition of roadways, alleys, curbs, gutters, sidewalks, off-street parking, and surface storage areas show clear evidence of deterioration, including but not limited to, surface cracking, crumbling, potholes, depressions, loose paving material, and weeds protruding through paved surfaces. Deterioration of surface improvements was found on 48 out of 72 parcels within the Project Area (67%). Poor conditions of streets, sidewalks, paved parking areas, driveways, and curbs were the most common examples.

The distribution of deterioration, both of buildings and surface improvements, is widely distributed throughout the entirety of the Project Area. The presence of deterioration of buildings and surface improvements is a significant contributing factor towards the designation of the Project Area as a ‘conservation area.’









Figure 4 - Building and Site Deterioration



### *Illegal Use of Individual Structures*

Illegal use of individual structures refers to the use of structures in violation of applicable federal, State, or local laws, exclusive of those applicable to the presence of structures below minimum code standards.

The exterior field survey conducted by Teska found no obvious instances of illegal uses of structures within the Project Area, and research with the Village's Community Development Department indicated the same. Illegal Use of Individual Structures does not contribute to the designation of the Project Area as a 'conservation area.'

### *Presence of Structures Below Minimum Code Standards*

Structures below minimum code standards include all structures that do not meet the standards of zoning, subdivision, building, fire, and other governmental codes applicable to property, but not including housing and property maintenance codes.

Research with the Village's Community Development Department indicated widespread instances of ADA compliance violations documented throughout the Project Area in the past five (5) years. These issues are located primarily in commercial buildings, and relate to handicap access to buildings and services, including:

- Lack of handicap parking;
- Lack of accessible route to building;
- Lack of appropriate access (e.g. stairs/stoops at front and rear doors);
- Lack of interior hallway and door width;
- Lack of ADA compliant bathrooms; and
- Lack of ADA compliant counter heights.

Structures Below Minimum Code Standards are present within the Project Area. However, these issues are primarily constrained to commercial buildings and are not evenly distributed throughout the Project Area. Therefore, this factor does not significantly contribute towards the designation of the Project Area as a 'conservation area.'



*Excessive Vacancies*

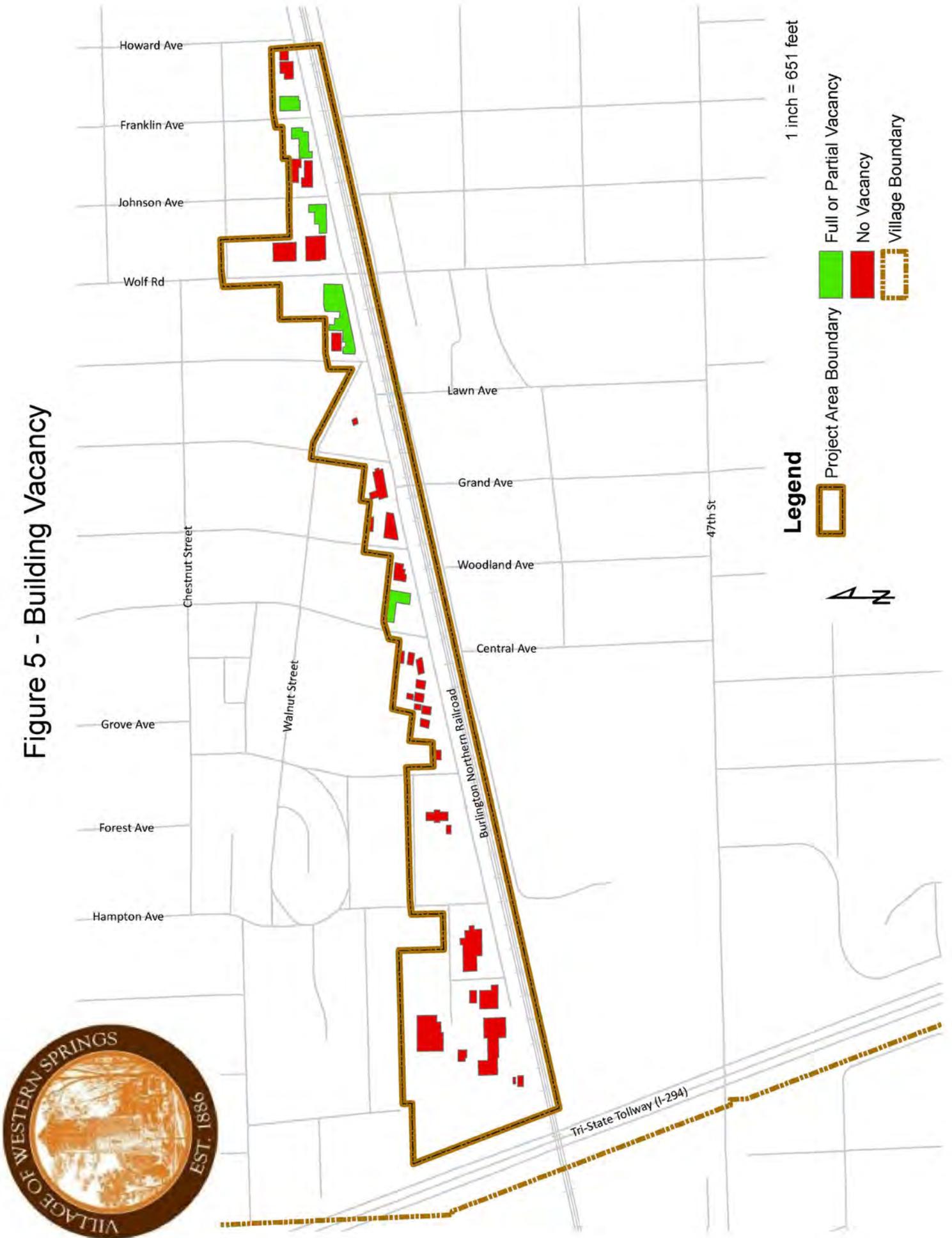
Excessive vacancies refer to the presence of buildings that are unoccupied or under-utilized and that represent an adverse influence on the area because of the frequency, extent, or duration of the vacancies.

Five (5) of the 37 buildings in the Project Area (14%) are presently fully or partially vacant (see “Figure 5”). Vacancies occur primarily in commercial buildings – residential vacancies, particularly accessory units to commercial buildings (apartments) are difficult to verify. Commercial vacancies are not easily visible from major roadways (Wolf Road and Hillgrove Avenue) and the rate of vacancy is comparable to typical current real estate conditions.

Although some level of vacancies of primary commercial users are present within the project Area, as well as the possibility of some additional residential vacancies, Excessive Vacancies does not significantly contribute towards the designation of the Project Area as a ‘conservation area.’



Figure 5 - Building Vacancy



### *Lack of Ventilation, Light, or Sanitary Facilities*

Inadequate ventilation is characterized by the absence of adequate ventilation for light or air circulation in spaces or rooms without windows, or that require the removal of dust, odor, gas, smoke, or other noxious airborne materials. Inadequate natural light and ventilation means the absence or inadequacy of skylights or windows for interior spaces or rooms and improper window sizes and amounts by room area to window area ratios. Inadequate sanitary facilities refer to the absence or inadequacy of garbage storage and enclosure, bathroom facilities, hot water and kitchens, and structural inadequacies preventing ingress and egress to and from all rooms and units within a building.

None of the buildings (0%) in the Project Area are known to exhibit this characteristic of lack of ventilation, light or sanitary facilities. Lack of ventilation, light, or sanitary facilities does not contribute to the designation of the Project Area as a 'conservation area.'

### *Inadequate Utilities*

This factor relates to all underground and overhead utilities such as storm sewers and storm drainage, sanitary sewers, water lines, and gas, telephone, and electrical services that are shown to be inadequate. Inadequate utilities are those that are: (i) of insufficient capacity to serve the uses in the redevelopment project area, (ii) deteriorated, antiquated, obsolete, or in disrepair, or (iii) lacking within the redevelopment project area.



There are a number of infrastructure issues within the Project Area identified by the Village, including:

- Lack of a separated storm sewer system. The sanitary and storm sewers are combined throughout the Village north of 47<sup>th</sup> Street. The sewer system is old and should be replaced with a separated system;
- The water main was constructed in 1937, and is in need of repair, replacement and/or lining;
- The majority of the streets are in fair condition and in need of repairs. Striping for parking, crosswalks, etc. are in poor condition in need of required ADA improvements;
- Streetlights are in poor condition and in need of replacement/updating;
- Full streetscape including street trees, plants, detention, pavers, concrete, street lights, seating, and wayfinding;
- Light ceiling structure and associated equipment;

- Reconstruction of Hillgrove Avenue (and all intersecting streets) and associated streetscape;
- Reconstruction of existing west platform (west of Lawn Avenue);
- Maintenance of east underpass (east of Lawn Avenue);
- Maintenance of future west pedestrian underpass;
- Construction and maintenance of a woonerf for public events;
- Possible replacement and expansion of fiber optic network;
- Future electric vehicle charging stations; and
- Bicycle and pedestrian improvements including new and reconstructed shelters, bike racks, pedestrian crossing; etc.

The documented infrastructure issues are significant and widely distributed throughout the Project Area. Therefore, Inadequate Utilities does significantly contribute toward the designation of the Project Area as a 'conservation area.'



### *Excessive Land Coverage and Overcrowding of Structures and Community Facilities*

This factor relates to the over-intensive use of property and the crowding of buildings and accessory facilities onto a site. Examples of problem conditions warranting the designation of an area as exhibiting excessive land coverage are: the presence of buildings either improperly situated on parcels or located on parcels of inadequate size and shape, in relation to present-day standards of development for health and safety, and the presence of multiple buildings on a single parcel. For there to be a finding of excessive land coverage, these parcels must exhibit one or more of the following conditions: insufficient provision for light and air within or around buildings, increased threat of spread of fire due to the close proximity of buildings, lack of adequate or proper access to a public right-of-way, lack of reasonably required off-street parking, or inadequate provision for loading and service.

Although the Project Area does contain buildings exhibiting up to 100% lot coverage, and buildings in close proximity to adjacent buildings, these conditions are typical within a downtown environment. Therefore, excessive Land Coverage and Overcrowding of Structures and Community Facilities has not been included as a contributing factor toward the designation of the Project Area as a 'conservation area.'

### *Deleterious Land Use or Layout*

Deleterious land uses include the existence of incompatible land-use relationships, buildings occupied by inappropriate mixed-uses, or uses considered to be noxious, offensive, or unsuitable for the surrounding area.

The Project Area contains a mix of downtown commercial retail, office, residential, and institutional uses. These uses are compatible and no inappropriate mixes of land uses or land uses unsuitable for the downtown area are present within in the Project Area. Deleterious Land Use or Layout does not contribute to the designation of the Project Area as a 'conservation area.'

### *Lack of Community Planning*

Lack of community planning occurs when the proposed redevelopment project area was developed prior to or without the benefit or guidance of a community plan. This means that the development occurred prior to the adoption by the municipality of a comprehensive or other community plan or that the plan was not followed at the time of the area's development. This factor must be documented by evidence of adverse or incompatible land-use relationships, inadequate street layout, improper subdivision, parcels of inadequate shape and size to meet contemporary development standards, or other evidence demonstrating an absence of effective community planning.

The Village's first comprehensive plan was completed in 1984, suggesting most of the buildings were constructed without the benefit of a plan. Of the 34 buildings within the Project Area, 21 buildings (62%) were constructed prior to 1984. In addition, there are instances throughout the Project Area of buildings being constructed across multiple lot lines, small and/or oddly shaped parcels, parcels without adequate street access, and roadways intersecting at odd angles. In order for future redevelopment to occur, re-subdivision of parcels into larger lots suitable for modern development likely must occur. Therefore, Lack of Community Planning significantly contributes toward the designation of the Project Area as a 'conservation area.'

*Environmental Clean-Up*

This factor is relevant when the area has incurred Illinois Environmental Protection Agency or United States Environmental Protection Agency remediation costs for, or a study conducted by an independent consultant recognized as having expertise in environmental remediation has determined a need for, the clean-up of hazardous waste, hazardous substances, or underground storage tanks required by State or federal law, provided that the remediation costs constitute a material impediment to the development or redevelopment of the redevelopment project area.

Environmental issues may exist within the Project Area given the nature of existing and former land uses within the downtown area. However, the Village does not have evidence documenting specific environmental issues. Environmental Clean-Up therefore does not contribute to the designation of the Project Area as a ‘conservation area.’

*Decline in the Equalized Assessed Value*

This factor can be cited if the total equalized assessed value of the proposed redevelopment project area has declined for 3 of the last 5 calendar years for which information is available; or is increasing at an annual rate that is less than the balance of the municipality for 3 of the last 5 calendar years for which information is available; or is increasing at an annual rate that is less than the Consumer Price Index for All Urban Consumers published by the United States Department of Labor or successor agency for 3 of the last 5 calendar years for which information is available.

Category	2013	2014	2015	2016	2017	2018*
<b>Total EAV of Project Area</b>	\$8,021,764	\$8,256,444	\$8,189,957	\$8,814,761	\$9,894,627	\$9,224,323
<b>Percent Change in EAV</b>	n/a	2.84%	-0.81%	7.09%	10.91%	-7.27%
<b>EAV of Village</b>	\$563,356,546	\$595,143,879	\$585,304,846	\$619,757,713	\$769,964,494	???
<b>Percent Change in EAV</b>	n/a	5.34%	-1.68%	5.56%	19.51%	???
<b>CPI for All Urban Consumers</b>	232.957	236.736	237.017	240.008	245.120	251.107
<b>Percent Change in CPI</b>	n/a	1.60%	0.12%	1.25%	2.09%	2.38%

*\* 2018 values are not certified and subject to change*

The equalized assessed value for all of the parcels within the Project Area has decreased in two (2) of the previous five (5) years (2015 and 2018). The Project Area has increased at a lesser rate than the remainder of the Village of Western Springs in two (2) of the previous five years (2016 and 2017). The Project Area has increased at a lesser rate than the Consumer Price Index (CPI) in two (2) of the previous five (5) years (2015 and 2018).

Decline in the Equalized Assessed Value does not contribute toward the designation of the Project Area as a ‘conservation area’ due to insufficient decline in EAV of the Project Area as a whole and as compared to the Village of Western Springs and the Consumer Price Index.

## CONCLUSION

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Based on the findings contained herein, the Project Area as a whole qualifies as a ‘conservation area’ according to the criteria established by the Act, based on the predominance and extent of parcels exhibiting the following primary characteristics:

1. **Age of Structures;**
2. **Obsolescence;**
3. **Deterioration of Buildings and Surface Improvements;**
4. **Inadequate Utilities; and**
5. **Lack of Community Planning;**

Each of these factors contributes significantly to the eligibility of the Project Area as a conservation area. All of these characteristics point to the need for designation of the Project Area as a conservation area, to be followed by public intervention in order that redevelopment might occur.

In addition to the primary significant qualifying factors listed above, the following eligibility criteria are present to a lesser degree within the Project Area. While these factors are not present to such a degree and/or sufficiently distributed throughout the Project Area, they do contribute towards the eligibility of the Project Area as a whole, and include:

1. **Presence of Structures Below Minimum Code Standards; and**
2. **Excessive Vacancies.**

Based on the evidence provided in this Eligibility Report, the Western Springs Downtown North Project Area as a whole does qualify as a ‘conservation’ area according to the eligibility criteria established by the Act.



APPENDIX "B"

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**DOWNTOWN NORTH TAX INCREMENT FINANCING DISTRICT  
LEGAL DESCRIPTION**

*Village of Western Springs, Illinois*

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## **DOWNTOWN NORTH TIF DISTRICT**

ALL THAT PART OF THE WEST HALF OF THE SOUTHWEST QUARTER OF SECTION 5, AND THE SOUTH HALF OF SECTION 6, IN TOWNSHIP 38 NORTH RANGE 12, EAST OF THE THIRD PRINCIPAL MERIDIAN DESCRIBED AS FOLLOWS:

BEGINNING AT THE INTERSECTION OF THE SOUTH LINE OF THE CHICAGO, BURLINGTON & QUINCY RAILROAD RIGHT OF WAY WITH THE EASTERLY LINE OF THE TRI-STATE TOLL HIGHWAY (I-294); THENCE NORTHERLY ALONG THE EASTERLY LINE OF SAID TRI-STATE TOLL HIGHWAY (I-294), ACROSS THE RIGHT OF WAY OF THE CHICAGO, BURLINGTON AND QUINCY RAILROAD, TO THE NORTHWEST CORNER OF LOT 2 IN RECREATIONAL CENTER SUBDIVISION, RECORDED AUGUST 29, 1995 BY DOCUMENT NUMBER 95573890; THENCE EASTERLY ALONG A NORTHERLY LINE OF SAID LOT 2, 248.72 FEET TO THE EAST LINE OF WESTERN AVENUE DEDICATED IN SAID RECREATIONAL CENTER SUBDIVISION; THENCE NORTHERLY ALONG THE EAST LINE OF WESTERN AVENUE TO A POINT THAT IS THE MOST NORTH NORTHWESTERLY CORNER OF LOT 2 IN SAID RECREATIONAL CENTER SUBDIVISION; THENCE EASTERLY ALONG THE NORTH LINE OF RECREATIONAL CENTER SUBDIVISION AND ITS EXTENSION EAST TO THE NORTHEAST CORNER OF LOT 1 IN HAMPTON AVENUE RESUBDIVISION, RECORDED JULY 15, 2013 BY DOCUMENT NUMBER 1319616070; THENCE SOUTHERLY ALONG THE EAST LINE OF SAID LOT 1 AND ITS EXTENSION SOUTHERLY TO A POINT ON THE NORTH LINE OF WALKER STREET AS DEDICATED IN L. E. DOCKSTADER'S RESUBDIVISION RECORDED JANUARY 1, 1953 BY DOCUMENT NUMBER 15753925; THENCE EASTERLY ALONG THE NORTH LINE OF WALKER STREET TO THE WEST LINE OF HAMPTON AVENUE; THENCE NORTHERLY ALONG THE WEST LINE OF HAMPTON AVENUE TO THE WESTERLY EXTENSION OF THE NORTH LINE OF WALKER STREET AS DEDICATED IN WOUK'S RESUBDIVISION BY DOCUMENT NO. 16416586; THENCE EASTERLY ALONG SAID EXTENDED LINE AND THE NORTH LINE OF WALKER STREET AND ITS EASTERLY EXTENSION TO A POINT ON THE EAST LINE OF PROSPECT AVENUE IN SAID WESTERN SPRINGS RESUBDIVISION; THENCE SOUTHERLY ALONG THE EASTERLY LINE OF PROSPECT AVENUE TO THE NORTHWEST CORNER OF LOT 2 IN CAHILL'S RESUBDIVISION, RECORDED SEPTEMBER 29, 1995 BY DOCUMENT NUMBER 95664209; THENCE EASTERLY ALONG THE NORTH LINE OF LOT 2 IN CAHILL'S RESUBDIVISION TO THE NORTHEAST CORNER OF SAID LOT 2 BEING A POINT ON THE WESTERLY LINE OF LOT 27 IN BLOCK 11 IN WESTERN SPRINGS RESUBDIVISION; THENCE NORTHERLY ALONG THE WESTERLY LINE OF SAID LOT 27 TO THE NORTHWEST CORNER THEREOF; THENCE EASTERLY, ALONG THE NORTHERLY LINE OF SAID LOT 27, TO THE NORTHEAST CORNER THEREOF, SAID POINT BEING ON THE WESTERLY LINE OF LOT 28 IN BLOCK 11 IN WESTERN SPRINGS RESUBDIVISION; THENCE NORTHERLY ALONG THE WESTERLY LINE OF SAID LOT 28 TO THE NORTHWEST CORNER THEREOF; THENCE EASTERLY ALONG THE NORTHERLY LINE OF LOTS 28, 29 AND 30 IN BLOCK 11 IN WESTERN SPRINGS RESUBDIVISION, TO A POINT ON THE WESTERLY LINE OF CENTRAL AVENUE; THENCE NORTHERLY ALONG THE WESTERLY LINE OF CENTRAL AVENUE 60.0 FEET; THENCE NORTHEASTERLY ACROSS THE CENTRAL AVENUE RIGHT OF WAY TO THE NORTHWEST CORNER OF LOT 26 IN BLOCK 10 IN WESTERN SPRINGS RESUBDIVISION; THENCE EASTERLY ALONG THE NORTHERLY LINES OF LOTS 26 AND 22 IN BLOCK 10 TO A POINT ON THE WESTERLY LINE OF WOODLAND AVENUE; THENCE NORTHERLY ALONG THE WESTERLY LINE OF WOODLAND AVENUE TO THE WESTERLY EXTENSION OF THE NORTH LINE OF LOT 9 IN BLOCK 10 IN WESTERN SPRINGS RESUBDIVISION; THENCE EASTERLY ALONG SAID EXTENDED LINE AND THE NORTHERLY LINE OF SAID LOT 9 IN BLOCK 10 TO THE NORTHEAST CORNER OF SAID LOT 9 IN BLOCK 10, ALSO BEING THE SOUTHWEST CORNER OF LOT 3 IN BLOCK 10 IN WESTERN SPRINGS RESUBDIVISION; THENCE NORTHERLY ALONG THE WESTERLY LINE OF SAID LOT 3 IN BLOCK 10 IN WESTERN SPRINGS

RESUBDIVISION TO THE NORTHWEST CORNER OF SAID LOT 3; THENCE EASTERLY ALONG THE NORTHERLY LINE OF SAID LOT 3 TO THE NORTHEAST CORNER THEREOF, BEING A POINT ON THE WEST LINE OF GRAND AVENUE; THENCE NORTHERLY ALONG THE WESTERLY LINE OF GRAND AVENUE TO THE SOUTHERLY LINE OF WALNUT STREET; THENCE NORTHERLY TO THE POINT OF INTERSECTION OF THE NORTH LINE OF WALNUT STREET AND THE WEST LINE OF GRAND AVENUE; THENCE EASTERLY TO THE POINT OF INTERSECTION OF THE NORTHERLY LINE OF WALNUT STREET AND THE EAST LINE OF GRAND AVENUE; THENCE SOUTHEASTERLY ALONG THE NORTHERLY LINE OF WALNUT STREET TO THE WEST LINE OF LAWN AVENUE; THENCE NORTHERLY ALONG THE WEST LINE OF LAWN AVENUE 130.0 FEET; THENCE NORTHEASTERLY ACROSS THE LAWN AVENUE RIGHT OF WAY TO THE NORTHWEST CORNER OF LOT 6 IN BLOCK 8 IN WESTERN SPRINGS RESUBDIVISION; THENCE EASTERLY ALONG THE NORTH LINE OF LOTS 6, 5 AND 4 IN SAID BLOCK 8 TO THE NORTHEAST CORNER OF SAID LOT 4, BEING THE SOUTHWEST CORNER OF LOT 38 IN SAID BLOCK 8; THENCE NORTHERLY ALONG THE WEST LINES OF LOTS 38 TO 34 IN SAID BLOCK 8 TO THE NORTHWEST CORNER OF SAID LOT 34; THENCE EASTERLY ALONG THE NORTH LINE OF SAID LOT 34 TO THE NORTHEAST CORNER THEREOF, BEING A POINT ON THE WEST LINE OF WOLF ROAD; THENCE NORTHERLY ALONG THE WEST LINE OF WOLF ROAD 295.0 FEET; THENCE EASTERLY ACROSS THE WOLF ROAD RIGHT OF WAY TO THE INTERSECTION OF THE EAST LINE OF WOLF ROAD AND THE NORTH LINE OF 43RD STREET; THENCE EAST ALONG THE NORTH LINE OF 43RD STREET TO THE NORTHERLY EXTENSION OF THE EAST LINE OF LOT 1 IN THE RESUBDIVISION OF LOTS 6 AND 8 TO 13 IN BLOCK 24 IN FIELD PARK, RECORDED JUNE 7, 1921 BY DOCUMENT 7165448; THENCE SOUTHERLY ALONG SAID EXTENDED LINE AND THE EAST LINE OF SAID RESUBDIVISION TO THE NORTHWEST CORNER OF LOT 5 IN BLOCK 24 IN FIELD PARK SUBDIVISION RECORDED JUNE 22, 1917 BY DOCUMENT 6138586; THENCE EASTERLY ALONG THE NORTH LINE OF LOT 5 IN BLOCK 24 IN FIELD PARK SUBDIVISION AND ITS EXTENSION EAST TO THE SOUTHWEST CORNER OF LOT 4 IN BLOCK 25 IN FIELD PARK SUBDIVISION; THENCE NORTHERLY ALONG THE WEST LINE OF LOT 4 IN SAID BLOCK 25 TO A POINT THAT IS 50.0 FEET SOUTH OF THE NORTHWEST CORNER OF SAID LOT 4 IN BLOCK 25; THENCE EASTERLY, PARALLEL WITH THE NORTH LINE OF SAID LOT 4 IN BLOCK 25 TO A POINT ON THE WEST LINE OF FRANKLIN AVENUE; THENCE NORTH ALONG THE WEST LINE OF FRANKLIN AVENUE TO THE WESTERLY EXTENSION OF THE NORTH LINE OF LOT 35 IN THE RESUBDIVISION OF LOTS 4, 5 AND 6 IN BLOCK 26 IN FIELD PARK SUBDIVISION RECORDED JUNE 17, 1921 BY DOCUMENT NUMBER 7165448; THENCE EASTERLY ALONG SAID EXTENDED LINE AND THE NORTH LINE OF LOTS 35 TO 44 IN SAID RESUBDIVISION TO THE NORTHEAST CORNER OF SAID LOT 44, BEING A POINT ON THE WEST LINE OF HOWARD AVENUE; THENCE SOUTHERLY ALONG THE WEST LINE OF HOWARD AVENUE AND ITS EXTENSION SOUTH TO A POINT ON THE SOUTH LINE OF THE CHICAGO, BURLINGTON AND QUINCY RAILROAD; THENCE SOUTHWESTERLY ALONG THE SOUTHERLY RIGHT OF WAY LINE OF THE CHICAGO, BURLINGTON & QUINCY RAILROAD TO THE POINT OF BEGINNING, ALL IN COOK COUNTY, ILLINOIS.

**Common Boundary Description of TIF District:**

The real property comprised of the Chicago, Burlington & Quincy Railroad right-of-way (a/k/a Burlington Northern Santa Fe (BNSF) Railroad) and the area North of the Chicago, Burlington & Quincy Railroad right-of-way located within the corporate boundaries of the Village of Western Springs lying East of the Illinois State Toll Highway Interstate 294 right-of-way, West of the West line of Howard Avenue, (as extended South to the South line of the Chicago, Burlington & Quincy Railroad right-of-way) and generally South of portions of 43rd Street, Walnut Street, Walker Street and Willow Street, Western Springs, Illinois.