

**Northeast  
Industrial District  
TIF Plan**

**Appendix E**

Exhibit B

Village of Lincolnwood  
Northeast Industrial District

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**Redevelopment Plan and Project**

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KANE, MCKENNA AND ASSOCIATES, INC.  
IN CONJUNCTION WITH THE  
VILLAGE OF LINCOLNWOOD

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## **I. GENERAL BACKGROUND - VILLAGE OF LINCOLNWOOD**

The Village of Lincolnwood, Illinois (the "Village") is a mature Chicago suburb of approximately 11,365 (as of the 1990 Census) and is generally bordered on the south and east by the City of Chicago, and on the west and north by the Village of Skokie. The Village lies within Cook County and is located approximately ten (10) miles north of Chicago's Loop and approximately nine (9) miles east of O'Hare International Airport. First settled in the 1840's and incorporated in 1911, the Village saw considerable growth (primarily residential, but with significant commercial and industrial as well), during the 1950-1960's post War building boom. Since 1970, however, the Village has slightly dropped in overall population, most likely due to a declining household size and increase in senior citizens which has resulted in fewer residents as children have matured and moved away. The overall population is expected to decline further by 2010, mirroring other similar communities in close proximity to Lincolnwood.

The Village is a non-home rule municipality operating under the auspices of a President/Board of Trustees form of government, however, day to day municipal operations are directed by a Village Administrator. The Lincolnwood Economic Development Commission was established in 1994 and has as its primary mission to ensure the continued enhancement of the local economy and improved tax base.

The Village of Lincolnwood is comprised of approximately 1,700 acres (or 2.7 square miles). Although primarily residential, the Village contains significant industrial and commercial/retail sectors (approximately 21% of the overall land area). There are three (3) distinct industrial/manufacturing areas and over 360 establishments which collect retail sales taxes within the Village. The Village is home to several small to mid-sized shopping centers, a major mall, and strip commercial in the central portion and perimeters of the Village. The employees within these business areas represent a significant amount of consumer buying in the Village, so their importance cannot be minimized.

In 1946, the Lincolnwood Village Board adopted its first zoning ordinance, which has been amended periodically since that time, in 1962, and, most recently, in 1991. A Village Comprehensive Plan was first developed in 1990 and approved in 1992.

Significant land use changes have occurred in the past few years in some of the Village's commercial/industrial areas. The former McDade's store on Touhy Avenue is now a high-rise condominium development; the long standing Colby's Furniture Store on Touhy Avenue as well as adjacent parcels sat vacant for at least two (2) years until the facility was recently demolished to prepare the site for new market development. In 1990, the Village saw redevelopment of the former Bell + Howell property located at the southwest corner of McCormick Boulevard and Touhy Avenue into the Lincolnwood Town Center P.U.D. redevelopment. This project consists of a major retail mall and is directly adjacent to the area currently being considered for establishment of a Tax Increment Finance (TIF) District. The Town Center project, which contains a major retail mall, car dealership, and an elderly congregate care facility, has become a major anchor for the Village's Northeast Business District contributing a sizable amount to the Village's overall tax base and providing proof that this area has redevelopment potential. In addition to these newer commercial/residential developments, the Village of Lincolnwood is also home to many light and medium-sized manufacturing and warehousing facilities including remaining Bell + Howell operations, Advanced Plastic Corporation, Anthony Industries, Admiral Maintenance, Elek-Tek, Millard Maintenance, and the Shanin Co., among others.

The Village's many positive qualities combined with historically low taxes have contributed to the Village's desirability and steady annual growth in equalized assessed valuation ("EAV") from the mid-1950's to today. The Village's proximity to Interstate 94 and Interstate 90 and commuter railway tracks provides Lincolnwood's accessibility to the entire metropolitan area. The Village's commercial and residential base has remained sound through the years due to its ability to capitalize on its strategic location, positive quality of life factors, and substantial public services. Concurrently, steady expansion of the Village's tax base (although the Village nears full development) is supported by the fact that the Village is a significant employment center adjacent to Chicago. There are more people who work in the Village than do reside in town. Manufacturing jobs, however, have significantly diminished over the last twenty (20) years following a region-wide trend away from manufacturing, and now only represent less than 13% of all jobs in Lincolnwood. Because of the desire to stabilize its tax base, the Village is seeking ways to preserve its business base, given the inability of the Village to expand its size through annexation, and the difficulty in finding vacant land in sufficient sizes to produce meaningful redevelopment opportunities.

With specific regard to the business and manufacturing areas, the Village's goals continue to be to capitalize on the highly effective transportation network and large area labor pool to attract more office, light manufacturing and warehousing operations within its industrial areas and to encourage complimentary uses, the majority of which will likely continue to be concentrated within the Northeast sector of the Village.

## **II. DECLINE OF THE NORTHEAST INDUSTRIAL DISTRICT**

Like a few of its older municipal neighbors, the Village can be characterized as having a high percentage of older residents, above average household income levels, a low overall unemployment rate, and an increasingly diversified overall demographic composition. Despite these changing factors, the Village has long been consistent with regard to its residential and industrial base. For industrial, the Village has capitalized on inherent strengths - location near commercial and commuter railroad lines, major expressways and other public transportation as well as being surrounded by dense residential areas. However, with the advent of newer modern parks in other towns/counties (with significant amenities such as lower taxes, newer infrastructure and expansion availability), a substantial number of the properties located within Lincolnwood's industrial parks have become less competitive. According to local officials, industrial/manufacturing erosion within the overall community base had become evident by the mid-1980's.

An area of the Village that is under consideration for potential redevelopment is generally known as the Northeast Industrial District (the "District"), generally located within the boundaries of the southern side of Touhy Avenue, west of McCormick Boulevard, the north side of Pratt Avenue and the eastern side of Hamlin Avenue, in the northeast portion of the Village. Originating as a major business area in the late 1950's-early 1960's, this strategically located portion of the Village's industrial base began to evidence a decline by the early 1980's. The decline has been due to a number of factors, primarily the depreciation of certain older infrastructure, facades and interiors due to age, overcrowding and/or underutilization. Other significant problems throughout the area include functionally and economically obsolete facilities, parking, layout, and access to and within the area. There is also evidence of deferred maintenance, with a growing number of vacancies or potential sales of property throughout the District.

The majority of the buildings contained within the Northeast Industrial District were constructed between thirty (30) and forty (40) years ago, many of which had begun to depreciate and/or deteriorate long before the area began to be considered for a TIF District in mid-1995.

Overall, a sporadic level of private investment has occurred in the area since it was originally developed. This has been evidenced by reviewing aerials, and historic assessed values within the area (over the last ten (10) years). With the exception of the Bell + Howell redevelopment, growth in this area has been slower than in other comparable industrial areas within or proximate to the Lincolnwood. Barriers such as the recently developed commercial/retail area to the northeast, significant residential uses to the west and south of the area, municipal boundary lines along Touhy Avenue, as well as concerns regarding existing buffering between the neighboring uses have all combined to generally impede comprehensive industrial/mixed use (including manufacturing, commercial, retail, or complimentary residential) development within the area.

Some structures within the Northeast Industrial District have been rehabilitated since their original construction. Although the Village has been only able to address specific needs of the area on a piecemeal basis (via code enforcement and special infrastructure improvements, among other activities), overall area-wide improvements are required to enhance the business potential of the area and for it to remain viable over the long term. Certain industrial users in this portion of the Village have experienced a lack of increases in overall economic activity over the years. Many parcels in this area have had a minimal increase in assessed valuation from 1989 to 1994, annually barely keeping up with inflation, and this average annual rate of increase within the area has not kept up with the Village's overall annual growth rate. The current valuation of the area would likely continue to decrease or stagnate without any added investments into the District.

Many of the District's users are also suffering due to the improvements adjacent to and increased traffic flow along Touhy Avenue. Design enhancements on the roadway (turning bays, intersection upgrades, etc.) have been suggested to ease the pressure on onstreet parking along this thoroughfare. Increased traffic congestion has made it more difficult to access and depart from certain properties within the District.

The sites within the District which are in need of significant redevelopment are situated near the "core" or center of the District. Specifically, there are two (2) larger undeveloped parcels on the east side of Central Park Avenue, some older, deteriorating uses (with reported environmental problems due to the fact that these structures were built on top of a purported garbage dump in the 1950's) along the west side of Central Park, dead-end streets (Morse and Lunt Avenues) and a confusing array of uses along the southern portion of Lunt Avenue.

A significant number of the businesses in the District have had various ownerships through the years and have thus evidenced inconsistent or sporadic maintenance and repair. There have been Village safety and code violations within at least twenty (20) of the structures within the District since 1991. Various adjacent site improvements have also contributed to deleterious layout (e.g., an old, underutilized railroad spur runs directly through the District), inadequate parking lots, problematic egress/ingress, deficient buffering between adjacent uses, etc. Additionally, many of the buildings' lot coverage would not be in conformance with today's accepted zoning standards for industrial parks.

Potential rehabilitation and redevelopment projects proposed by various existing users and developers also contribute to the need for revitalization of the area. To accomplish redevelopment of the area, enhance the area's tax base, as well as to improve the District's and surrounding area's quality of life, the Village has chosen to become an active participant in public/private partnerships which provide funding to assist in the area's overall redevelopment.

### **III. CURRENT ACTION ON THE PART OF THE VILLAGE**

On October 5, 1995, the Village adopted a resolution indicating an intent to determine the feasibility of using Tax Increment Finance (TIF) for the Northeast Industrial District. The proposed Redevelopment Project Area (RPA) represents approximately eighty percent (80%) of the original area studied for TIF District status, and contains parcels most likely to be redeveloped and/or conserved for industrial or "special development" uses (as described in the Village's Comprehensive Plan). The area is being evaluated as an improved blighted area, given the number of depreciating improvements and the blighting factors that currently exist throughout the area. Portions of the area are intended to be redeveloped into alternative uses, and the majority of parcels are designated for conservation or rehabilitation activities.

The Village is now considering the adoption of a Northeast Industrial District RPA. Certain other adjacent commercial, industrial and/or institutional properties may be added to the proposed TIF District at a later date if determined to be appropriate to the Village's overall economic development goals. The establishment of this TIF District will help to complete the Village's area-wide redevelopment plans (there have been recent ongoing efforts made by the Village to involve local property owners in reinvestment initiatives and to attract new developers to the area) so as to eliminate economic disadvantages which impede the area's potential for redevelopment or more relevant uses.

The Village, on behalf of its residents, is desirous of eliminating blighting conditions. Given the likelihood that a renewed business district within a strategic location of the Village could favorably impact current property tax and employment levels, Village officials are determined to address the area's needs with whatever resources become available.

#### **A. NORTHEAST INDUSTRIAL DISTRICT REDEVELOPMENT PROJECT AREA (RPA)**

The proposed Northeast Industrial District RPA is generally bounded by the southern sides of Touhy Avenue, directly south and west of the Lincolnwood Town Center north of Pratt Avenue, and the eastern side of Hamlin Avenue. It is comprised of approximately 121 acres. The proposed RPA was part of an overall evaluation performed throughout the fall of 1995 and early 1996 which reviewed the conditions apparent within the Village's previously defined Study Area (see Appendix B) to determine whether factors could be found to warrant designating portions of the area within an eligible TIF project boundary.

In terms of the proposed RPA property's current local uses and physical configuration, the District has been affected by many of the problems identified in the qualification analysis for the proposed TIF District. The noted depreciation and minimal growth (in terms of assessed values) of the area, combined with the existence of older, depreciating infrastructure and many diverse, stand-alone structures have all detracted from the RPA's long-term potential. The RPA's location along two (2) major arterial roadways serves to indicate a greater industrial redevelopment potential than in other areas in the Village. However, it is acknowledged that some potential redevelopment sites may prove difficult to rehabilitate and/or redevelop in a meaningful way.

Notwithstanding the Village's ongoing efforts to encourage existing users in the overall maintenance and appearance of private properties, certain utility and infrastructure needs, such as improved roadways, lighting, buffering and access to the area would also be addressed as area-wide concerns within the proposed TIF District. A comprehensive redevelopment plan for the area is deemed to be necessary to produce a functionally effective industrial/special development area.

Current market conditions, as well as the physical size and improved status of parcels available for redevelopment, will likely set certain limits as to the area's industrial expansion, conservation, or reuse potential. It is believed that the District would retain its character as a primarily industrial/manufacturing area, but given the area's economic potential, could potentially develop into a higher intensity industrial/mixed use area, with an extended useful life. The goal of this Project therefore is to allow for market-oriented (non-residential) redevelopment of certain strategic locations and to conserve other parcels to enhance the overall viability of the area. If successful, the RPA will promote job creation, enhance local business opportunities, increase tax revenue to finance public services and upgrade property values throughout this important Village locale.

## **B. HISTORICAL SUMMARY OF AREA PROBLEMS**

The Northeast Industrial District was considered to be a vital manufacturing area from its early beginnings in the late 1950's up to the mid-1980's. Over the past two (2) decades, however, the Village has become aware that newer suburban industrial parks had begun to provide significant competition for this very traditional manufacturing-based district. Although there continues to be a market for smaller sized (less than 25,000 square feet) buildings, which are prevalent in this District, the fact that approximately 50% of the buildings are now being leased and not owner-occupied can contribute to higher turn-over and less stability than in other industrial districts. Overall rents in the District are reported to be declining and is evident of a softening of demand caused by increased competition for users. This trend, combined with the relatively higher taxes to be paid compared to other suburban locales, also contributes to a reduction in income on the part of owners to reinvest in their properties.

There are also periodic and recurring vacancies by various enterprises within and surrounding the area; a recent surge in placing facilities on the market in order to capitalize on purported higher than normal sales of property; and an inability to expand operations of many of the businesses due to the barriers of the rights-of-way, adjacent uses, the residential area, and the underutilized railroad rail line running directly through the area. The lack of meaningful plans and investment by both the public and private sectors in maintaining the area as a safe, pleasant, integrated and functional environment has also been cause for concern.

Notable depreciation and overutilization of strategic parcels clearly indicates that certain of the original industrial-based companies either have found alternative locations elsewhere, and the existing businesses have either allowed their properties to fall into a state of deferred maintenance (or vacancy) or are staying within the confines of their structure to the point where overutilization is evident (as opposed to performing upgrades on the property or to relocate elsewhere). Taxes are also considered to be excessive, given the problems inherent within the District. For these and other reasons, the area today suffers from uncoordinated, sporadic improvements which have been primarily limited to the parcels along McCormick Avenue, but rarely to the west or south of the commercial area located at the Touhy/McCormick intersection.

The Village of Lincolnwood has recently begun to explore the reasons for the changes apparent within the District (and its perimeter uses) and hopes to achieve the most efficient and least expensive solution towards enhancing and stabilizing this area, while allowing properties within the proposed RPA to develop in a meaningful way and in a responsive manner, concurrent with market demands. With the exception of the partial redevelopment of the former Bell + Howell complex, new development to the area has been sparse. Approximately 65 light industrial, warehousing and office facilities are currently located within the area, which also includes a series of vacant, underutilized or overutilized parcels, and blighted influences, all of which contribute generally to an unassembled, unfinished appearance throughout specific portions of the District. With the recent removal of vacant and blighted structures along Touhy Avenue (commonly known as the ITW/Colby's site), and with a lack of definitive plans for the redevelopment of these particular parcels, the area to the south and west of these properties is affected by the long-term blight and uncertainty of future reuses for this site.

Specific factors that further impede improvements to the area include poor access (from major thoroughfares and off of the interior roadways), inconsistent layout and badly configured (or obsolete) parcels (primarily due to the existence of the underutilized rail spur and subdivisions of parcels that have occurred over time), ineffective or inadequate buffering between industrial users and between residential areas adjacent to businesses, and land assembly problems (there are reportedly a substantial number of absentee owners within the District).

The absence of a significant redevelopment plan for the ITW/Colby's site and the remaining undeveloped parcels north and west of the remaining Bell + Howell properties (within the proposed RPA) as well as a coordinated infrastructure and rehabilitation program designed to encourage owners to upgrade their existing facilities will likely prevent the Village from achieving a "highest and best use" of the land, as well as from realizing increased real estate taxes from increased assessed valuations of the area. This will likely lead to more blight evidenced within the area with a stronger likelihood that such conditions will worsen.

**C. BASIS FOR QUALIFICATION AND PLANS FOR THE RPA**

Pursuant to the above stated conditions, the Village of Lincolnwood has reached a determination that it is highly desirable to promote the redevelopment of the below described RPA. The "core" of the RPA is considered to be the undeveloped parcels in the central portion of the District along with certain depreciating structures proximate to this redevelopment tract which are in need of improvements to make them competitive and viable in the long term. Considerable area-wide capital improvement needs are also identified and would be addressed on behalf of all of the users in the area. According to local officials and real estate experts, the area will likely continue to deteriorate without significant investment in the District. When marketing the area to potential purchasers or businesses looking to lease within the District, there are purported efforts to avoid viewing certain blighted portions of the District, so as not to call attention to the problems in the area. These circumstances have led to the perception that portions of the area are not thriving, and perhaps declining to the detriment of all overlapping taxing bodies.

The use of TIF relies upon the development of viable improvements which contribute higher values for property tax assessments than existing uses, since taxes from higher values are captured. There has been considerable interest and support expressed by certain owners/lessees of facilities within the District to improving the area via redevelopment. Brokers and appraisers familiar with the area predict higher market values and increased stability pertaining to specific major redevelopment projects contemplated for this area following significant investments to be realized through a TIF redevelopment program.

While portions of the Northeast Industrial District RPA are being considered for coordinated phased redevelopment activities, other parcels would be improved and preserved and many of the problems inherent in the area which impede their growth will hopefully be corrected. Redevelopment projects within the RPA will likely spur increased economic activity to assist those businesses and uses which are to be "conserved" within the District.

It is expected that the distribution of TIF benefits will be area-wide and will serve to stem conditions of blight and underutilization within the RPA.

In summary, the proposed Northeast Industrial District has not experienced significant growth and development over the past decade. The area is not anticipated to redevelop in a meaningful manner without the adoption of a redevelopment plan, given the extraordinary costs associated with facilitating redevelopment of this strategically located industrial district. The Village has prepared this Redevelopment Plan and Project (the "Plan") to use tax increment financing in order to meet its redevelopment goals and objectives for this industrial/special development area.

Based upon the aforementioned conditions, the area has been found to qualify for RPA designation, as evidenced in the attached TIF Qualification Report (the "Report"), included as part of this Plan in Appendix B. The Report concludes that the area as a whole qualifies for the blighted designation by consideration of all relevant evidence within the meaning of the Act, as defined herein.

Also, See Map 1 and Appendix A for a legal description, attached hereto and made a part of this Plan.

#### **D. THE REDEVELOPMENT PLAN**

The Village of Lincolnwood has carefully reviewed the potentials and constraints associated with the proposed RPA. The Village has determined that well planned industrial or appropriate mixed uses (in conformance with the Village's Comprehensive Plan) would serve to maximize the RPA's economic potential. Further, these improvements will help to retain and strengthen existing industrial and other related uses thereby enhancing services to Village residents and others within the surrounding market area. For example, the uses to the south, east and west of the RPA (including residential and commercial), could also potentially be strengthened with a Plan that encourages further development of this important business area.

The Village's plan for the RPA is to provide incentives to existing property owners, tenants and potential redevelopers and to remediate the identifiable problems associated with properties so that they can ultimately be redeveloped or conserved as viable industrial/mixed uses. RPA funding would be considered for addressing both site specific development problems, as well as area-wide needs (e.g., roadways, sewers, lighting, etc.).

Private and public investment will act as a positive signal, generating renewed interest in the RPA and in surrounding development and conservation opportunities. The RPA designation addresses the necessary public assistance/improvements required to induce the redevelopment of selected sites.

## **E. POTENTIAL IMPACTS ON OTHER TAXING JURISDICTIONS**

**It is the intention of the Redevelopment Plan to conserve the industrial base and encourage non-residential redevelopment of appropriate properties where possible. It is not the intention of this Plan to encourage or assist in the conversion of non-residential RPA properties to residential uses. While such actions are envisioned in the Village's Comprehensive Plan as possibilities, particularly for properties along Pratt Avenue, and such conversion may inevitably occur as market forces change, this Plan shall not encourage or assist such land uses changes to residential use without a future amendment to this Plan. As such, this Plan does not increase the number of school age students and therefore is anticipated to have minimal effect on school district operating costs.**

**The financial impact on other local taxing jurisdictions, such as the Village and the Library, are likely to be minimal as a result of the redevelopment/ conservation projects anticipated for the Northeast Industrial District. Larger redevelopment projects could potentially generate some additional calls for police, fire/paramedic services. It is, however, unlikely the Village will experience any significant overall increase in service requirements if some parcels are to be redeveloped as non-residential uses. Similarly, it is unlikely that there will be any significant impact on the Library and minimal, if any, impact is anticipated on any of the township or county wide taxing jurisdictions.**

**Because of the economic base of local taxing jurisdictions, it is not anticipated that the establishment of the TIF will create any significant loss of operating revenue with the possible exception of the local elementary school district. Property tax increases in recent years have been relatively small because of the age and condition of many of the properties to be included in the RPA. Village and school district officials have entered into discussions to review ways which could be implemented to mitigate any potential impacts on the local elementary school district.**

**The Village will consider implementing programs to address measurable financial impact through the declaration of annual surplus tax increments not used for eligible project costs and certain other programs which may involve:**

- a. Commitment to minimize the term of any TIF financing in order to pay any bonds off as quickly as possible to return revenue to the taxing jurisdictions.**
- b. Supporting the retention of property for use by local jurisdictions, if appropriate, within the TIF boundaries.**
- c. Limit TIF expenditures to only industrial/manufacturing/commercial/institutional type projects, and not utilize TIF funds for residential projects.**
- d. Other reasonable approaches offered by affected taxing districts.**

#### **IV. CONCLUSIONS AND FINDINGS**

The needed private investment will be possible only if tax increment financing is adopted pursuant to the terms of the Act as defined herein. The qualification of the entire RPA as blighted improved makes possible future developments not now anticipated, carrying on the intention of the Act. Such blighting factors have restrained or prevented successful redevelopment from occurring in a meaningful manner within the RPA to date. Other public resources may have to be made available to attract the needed private investment for redevelopment. Tax incremental revenue generated by redevelopments may play a decisive role in encouraging private redevelopment/conservation of the RPA.

Nonconformance with today's standards for parking, structural obsolescence, depreciation and underutilization that have precluded and/or retarded private redevelopment or expansion in the past will be addressed. Through this proposed Redevelopment Plan and Project, the Village will serve as the central force for marshalling the assets and energies of the private sector for a cooperative public/private redevelopment effort. In this regard, the Village will serve as a catalyst for coordinating a successful redevelopment of the District. Ultimately, the implementation of the Plan will benefit the Village and all the taxing districts which encompass the RPA in the form of a significantly expanded tax base.

Of particular concern to the Village is the ongoing depreciation and obsolescence of site improvements and structures within this District as well as the deleterious layout of the area. Other communities with similar older industrial parks such as Skokie, Evanston, Des Plaines, and Niles have assisted in improving these particular locations via economic development incentives. Sites that could attract market interest are important assets to Lincolnwood in terms of potential tax generation, employment opportunities and the quality of uses/services for its residents. The Village has made a commitment to evaluate the potential reuses of these sites in a careful and reasonable manner.

It is the Village's determination that the adoption of this Plan makes possible the implementation of a comprehensive program for the economic redevelopment of the area. By means of public investment, the RPA will become an improved, more viable environment that will attract private investment and diversify the Village's tax base.

Pursuant to the Act as defined herein, the RPA includes only those contiguous parcels of real property and improvements thereon which could substantially benefit by inclusion in this proposed redevelopment area.

V. **REDEVELOPMENT PROJECT AREA LEGAL DESCRIPTION**

The RPA is legally described in Appendix A.

## **VI. REDEVELOPMENT PROJECT AREA GOALS AND OBJECTIVES**

The goals of the Village for the RPA (as expressed in this Plan), conform to the Lincolnwood Comprehensive Plan, adopted in April, 1992. A broadened, diversified tax base is necessary to maintain essential public services to the Village and strengthen its economy.

### **A. General Village Goals:**

1. Provide and maintain an attractive community that creates a positive public image and encourages individuals, families and businesses to locate and remain within the community.
2. Provide for an enhanced industrial and commercial tax base, reversing any stagnation occurring within the District, and resulting in growth in increased future tax revenue to all affected taxing jurisdictions.
3. Maintain the diversity of land uses within the Village while encouraging redevelopment that meets the future needs of the Village and builds upon existing industrial/manufacturing/special development uses.
4. Improve the quality of life of residents through enhanced employment opportunities and improved industrial-related developments.
5. Strengthen the existing business community and enhance local business development/conservation activities within the area in a manner which is compatible with surrounding land uses.
6. Retain and upgrade sound buildings that are compatible with the overall redevelopment plan.
7. Develop "anchor" projects that encourage industrial mixed uses (including institutional) development and which will support the remaining businesses in the area.
8. Provide jobs and potential business opportunities for community and Village residents.

### **B. Specific Objectives/RPA Redevelopment Goals:**

1. Enhance the Village's tax base by conserving the industrial base where feasible and encouraging appropriate redevelopment of blighted or underutilized properties, recognizing the fiscal importance of sales tax revenues.

2. Improve the public infrastructure throughout the District by making repairs and improvements to streets, water and sewer lines, lighting, traffic circulation and parking, including safety and traffic circulation and parking, including safety and traffic flow improvements on Touhy Avenue.
3. Enhance the Village's image and the visual attractiveness of the area by encouraging quality building renovations and redevelopment plans, recognizing the importance of building materials and landscaping enhancements.
4. Remediate redevelopment impacts on the Touhy/Crawford Business District by potentially establishing an impact fund from certain revenues generated by TIF redevelopment.
5. Provide community desired/needed uses in redevelopment proposals by encouraging inclusion of such uses in redevelopment plans.
6. Take cognizance of the changes which have occurred in the industrial sector so that office, service and other appropriate non-manufacturing uses may be accommodated.
7. Provide for reasonable protection of nearby residential areas.
8. Review the Zoning Ordinance to consider what changes are required in order to effectuate the foregoing goals.
9. Provide controls over larger tracts of land in or near residential districts, which tracts may be redeveloped in the future.
10. Insure that appropriate amenities are provided and that the impact on adjacent areas is ameliorated in case of such redevelopment.
11. Ameliorate the impact on residential districts of nearby non-residential areas, as may be reasonable and appropriate.

## **VII. BLIGHTED AREA CONDITIONS EXISTING IN THE RPA**

### **A. Findings**

The RPA was studied to determine which qualifications were evident within the District which rendered it a "blighted improved" area as such terms are listed in the Tax Increment Allocation Redevelopment Act (the "Act"), Illinois Compiled Statutes, Section 11-74.4-3. Refer to Appendix B for the Report which includes a summary of blighting factors, findings for this RPA, and a list of existing qualification factors for the area. Such findings include the age, deleterious land use/layout, depreciation of physical maintenance, structures below minimum code standards, inadequate utilities, obsolescence, and excessive land coverage.

### **B. Eligibility Survey**

The entire proposed RPA was evaluated from January-March, 1996 by representatives from Kane, McKenna and Associates, Inc. (KMA), and the Village of Lincolnwood. In this evaluation, only information was recorded which would directly aid in the determination of eligibility for the proposed TIF District.

## **VIII. REDEVELOPMENT PROJECT**

### **A. Redevelopment Plan and Project Objectives**

The Village of Lincolnwood proposes to realize its goals and objectives of encouraging the development of the RPA and encouraging private investment in non-residential/industrial/mixed use redevelopment projects through public finance techniques including, but not limited, to Tax Increment Financing. The following represents the general project activities for tax increment financing districts as defined by the Act and which have been determined as acceptable activities to be conducted by the Village. These components are not all inclusive and may exceed the Village's specific actions as planned for this time.

1. By implementing a redevelopment plan that provides for the attraction of appropriate non-residential/industrial/mixed uses to help redevelop marginally used parcels.
2. By assisting in the rehabilitation of existing facilities, which may be necessary for improving the condition of sites within the RPA, improving the Village's tax base and diversifying the local economy.
3. By improving public facilities that may include, but not be limited to:
  - a. Street improvements;
  - b. Parking improvements (which may include off-street or public facilities);
  - c. Signalization, traffic control and lighting;
  - d. Landscaping and/or streetscaping;
  - e. Utility improvements (including storm water management and sanitary sewer improvements, water detention/retention ponds, if necessary);
  - f. Public facilities
4. By potentially providing for acquisition, site preparation, clearance and demolition, and environmental remediation, including grading and excavation as a means to eliminating blight and barriers to redevelopment of sites and structures targeted within the RPA.
5. By entering into redevelopment agreements with developers (or current business owners or facility operators) for qualified redevelopment projects.

6. By considering utilizing interest cost write down pursuant to provisions of the Act and/or the payment of interest costs of a redeveloper related to the construction, renovation or rehabilitation of a redevelopment project.
7. By exercising other powers set forth in the Act as the Village deems necessary.

**B. Redevelopment Activities**

Pursuant to the foregoing objectives, the Village of Lincolnwood will implement a coordinated program of actions, including, but not limited to infrastructure improvements and upgrading, provision of public improvements such as landscaping or buffering and parking, where required. The Village may directly undertake the activities described below, or when appropriate, cause such activities to be undertaken in a manner conformant with this Plan.

**1. Public Improvements**

In accordance with its estimates of tax increment and other available resources, the Village of Lincolnwood may provide public improvements in the proposed RPA to enhance the immediate area as a whole, to support the Plan, and to serve the needs of Village residents. Appropriate public improvements may include, but are not limited to:

- a. new construction or repair of identified roadways in need of improvements, as well as sidewalks and alleyways,
- b. beautification, landscaping, lighting, buffering, open space, parking improvements and signage of public properties;
- c. rehabilitation of certain properties within the area;
- d. improvements of public utilities including construction or reconstruction of water mains, as well as sanitary and/or storm sewer, detention ponds, right-of-ways and street lighting;
- e. public facilities.

**2. Rehabilitation**

The Village may provide for the rehabilitation of certain structures, as appropriate, within the RPA, in order to provide for the redevelopment of the area and conformance to Village code provisions. Improvements may include exterior and facade related work as well as necessary interior related work.

**3. Interest Cost Write-Down**

Pursuant to the Act, the Village may allocate a portion of incremental tax revenues to reduce the interest costs incurred in connection with certain redevelopment activities, enhancing the redevelopment potential of the RPA.

**4. Site Preparation, Clearance, and Demolition**

Property within the RPA may be improved through the use of site clearance, excavation, environmental remediation, or demolition prior to redevelopment. The land may also be graded and cleared prior to redevelopment.

**5. Land Acquisition**

Property may be acquired by developers or by the Village for those sites scheduled for redevelopment in order to further the objectives of this Plan and enhance redevelopment alternatives for appropriate users. Property may also be acquired as deemed necessary to improve access to area public facilities.

**6. Land Disposition**

Certain properties in the RPA may be assembled and reconfigured into appropriate redevelopment sites. These properties may be first acquired by the Village. Properties may be sold or leased by the Village pursuant to the Act, to a private developer or developers for redevelopment.

Terms of lease or conveyance shall be incorporated into appropriate disposition agreements, and may include more specific restrictions than contained in this Plan or in other municipal codes and ordinance governing the use of land.

**7. Relocation**

The Village or entities it designates may provide for relocation conformant with its policies and regulations in order to accomplish the goals and objectives of the Plan, using Federal, State or municipal criteria.

**8. Job Training**

Pursuant to the Act, the Village, and/or other training providers, may develop training programs in conjunction with the redevelopment efforts.

## 9. **Redevelopment Agreements**

The Village may enter into redevelopment agreements with private developer/business or not-for-profit enterprises in order to induce the improvement of the RPA.

Recommended public improvements are found in Section E of this Plan. The Village may determine at a later date that certain improvements are no longer needed or appropriate, or may add new improvements to the list. The type of public improvement and cost for each item is subject to Village Board approval and to the execution of a redevelopment agreement for the proposed project, in a form acceptable to the Village Board.

### C. **General Land Use Plan**

Existing land uses in the RPA are primarily industrial/warehousing/small office/P.U.D., as shown in Map II. Map III designates the intended general land uses identified for the RPA, which includes upgraded but similar reuses in accordance with the Village's Comprehensive Plan. The overall coordination and selected improvements to locations provided for in this Plan shall serve to address blighted conditions present within the RPA.

Any redevelopment projects shall be subject to the provisions of the Village of Lincolnwood Zoning Ordinance as such may be amended from time to time.

### D. **Additional Controls and Design Criteria**

Design guidelines shall be consistent with Village standards, and if feasible, may be expanded to include local concerns.

1. **Parking and Buffering.** Redevelopment should provide for an adequate supply of appropriately located short-term and long-term parking spaces. Buffering, screening, or landscaping should be used to make parking facilities as attractive as possible.
2. **Building Facades/Streetscapes.** The RPA will be designed consistent with contemporary industrial/mixed use facilities. Design importance will be stressed in the treatment of streetscapes, and the relationships of building facades.

3. Pedestrian Access. Where appropriate, design layout shall facilitate internal pedestrian circulation and movement between major traffic generators and parking facilities.
4. Utilities. Wherever possible, all utility lines should be located underground.

**E. Estimated Redevelopment Project Costs**

Redevelopment project costs mean and include the sum total of all reasonable or necessary costs incurred or estimated to be incurred, as provided in the TIF Act, and any such costs incidental to this Plan. Private investments which supplement "Redevelopment Project Costs" are expected to substantially exceed such redevelopment project costs. Eligible costs permitted under the Act which may be pertinent to this Plan to be considered by the Village may be:

1. Costs of studies and 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, marketing, financial, planning, other special services, provided, however, that no charges for professional services may be based on a percentage of the tax increment collected.
2. 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, and the clearing and grading of land;
3. Costs of rehabilitation, reconstruction or repair or remodeling of existing buildings and fixtures;;
4. Costs of the construction of public works or improvements;
5. Costs of job training and retraining projects;
6. 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 pursuant to the Act accruing during the estimated period of construction of any redevelopment project for which such obligations are issued and for not exceeding 36 months thereafter and including reasonable reserves related thereto;
7. All or a portion of a taxing district's capital costs resulting from the redevelopment project necessarily incurred or to be in furtherance of the objectives of the redevelopment plan and project, to the extent the Village by written agreement accepts and approves such costs;

8. 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;
9. Costs of job training, 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, provided that such costs (i) are related to the establishment and maintenance of additional job training, advanced vocational education or career education programs for persons employed or to be employed by employers located in the Redevelopment Project Area; and (ii) when incurred by a taxing district or taxing districts other than the Village, are set forth in a written agreement by or among the Village and the taxing district or taxing districts, which agreement describes the program to be undertaken, including but not limited to the number of employees to be trained, a description of the training and services to be provided, the number and type of positions available or to be available, itemized costs of the program and sources of funds to pay for the same, and the term of the agreement. Such costs include, specifically, the payment by community college districts of costs pursuant to Sections 3-37, 3-38, 3-40 and 3-40.1 of the Public Community College Act and by school districts of costs pursuant to Sections 10-22.20a and 10-23.3a of The School Code.
10. If deemed prudent by the Village Board overseeing the redevelopment project, interest costs incurred by the redeveloper related to the construction, renovation or rehabilitation of the redevelopment project provided that:
  - a. such costs are to be paid directly from the special tax allocation fund established pursuant to the Act; and
  - b. such payments in any one year may not exceed 30% of the annual interest costs incurred by the redeveloper with regard to the redevelopment project during that year; and
  - c. if there are not sufficient funds available in the special tax allocation fund to make the payment pursuant to this paragraph (10) then the amounts so due shall accrue and be payable when sufficient funds are available in the special tax allocation fund; and
  - d. the total of such interest payments incurred pursuant to the Act may not exceed 30% of the total redevelopment project costs excluding any property assembly costs and any relocation costs incurred pursuant to the Act.

11. Payments in lieu of taxes.

In the event the Village of Lincolnwood issues debt pursuant to its general obligations under the Act, the proceeds of which are used to pay redevelopment project costs;

- a. In any year during which said obligations are outstanding and funds in the special tax allocation fund are insufficient to pay principal and interest when due, the Village shall cover such shortfall in payment in accordance with the terms of the obligations, and any such payments made by the Village shall be repaid in full to the Village from the special tax allocation fund from subsequent available tax increment revenues from improved taxable lots or parcels of real property prior to the creation of any surplus funds.
- b. In any year during which said obligations are outstanding and funds in the special tax allocation fund are sufficient to pay the next due principal and interest, but it is anticipated that in subsequent years funds may be inadequate to make the current payments of principal and interest, then the Village may create such reserves from the funds as it may deem appropriate to enable it to make future payments of principal and interest under said obligations. Amounts in any such reserve shall not be deemed to be surplus funds. Real estate tax increment revenues which constitute funds in the special tax allocation fund for the purpose of this paragraph include only tax increment revenues from improved taxable lots or parcels of real property.

Estimated costs are shown in the next section. Adjustments to these cost items may be made without amendment to the Plan. **NOTE: The costs represent estimated amounts and do not represent actual Village commitments or expenditures. Rather, they are a ceiling on possible expenditures of TIF funds in the RPA.**

**REDEVELOPMENT PROJECT - ESTIMATED PROJECT COSTS ELIGIBLE UNDER THE ACT. THESE ARE POTENTIAL COSTS TO BE EXPENDED OVER A PERIOD OF 23 YEARS BUT TO BE SOLELY DETERMINED BY THE VILLAGE TO FUND AS NEEDED. (Note: This summary does not include private redevelopment costs, and each cost item is based upon standard amounts for other similar type projects.)**

<u>Program Action/Improvement</u>	<u>Estimated Costs *</u>
a. Construction or rehabilitation of street improvements, rights-of-way, parking, street lighting, landscaping, buffering, streetscaping, and access improvements	\$1,750,000
b. Rehabilitation of Existing Facilities/ Structural and Facade Renovation	1,350,000
c. Utility Improvements including, but not limited to storm, water, sanitary sewer, and the service of public facilities	1,250,000
d. Acquisition/Land Write down	1,200,000
e. Demolition and Site Preparation (includes Environmental Remediation)	1,000,000
f. Interest Costs Pursuant to the Act	650,000
g. Job Training	250,000
h. Planning, Legal, Engineering, Financing, Administrative and Other Professional Service Costs	200,000
i. Miscellaneous/Contingencies	<u>100,000</u>
<b>TOTAL ESTIMATED COSTS</b>	<b>\$7,750,000</b>

\* All project cost estimates are in 1996 dollars. In addition to the above stated costs, any bonds issued to finance a phase of the project may include an amount of proceeds sufficient to pay customary and reasonable charges associated with the issuance of such obligations as well as to provide for capitalized interest and reasonably required reserves. Adjustment to the estimated line item costs above are expected. Each individual project cost will be re-evaluated in light of the projected private development and resulting tax revenues as it is considered for public financing under the provisions of the Act.

The totals of the line items set forth above are not intended to place a total limit on the described expenditures. Adjustments may be made in line items within the total, either increasing or decreasing line item costs for redevelopment.

Adjustments to these cost items may be made without amendment to the Redevelopment Plan as long as the total project expenditures remain unchanged.

**F. Sources of Funds to Pay Redevelopment Project Costs Eligible Under the Act**

Funds necessary to pay for public improvements and other project costs eligible under the Act are to be derived principally from property tax increment revenues, proceeds from municipal obligations to be retired primarily with tax increment revenues and interest earned on resources available but not immediately needed for any redevelopment project(s).

"Redevelopment Project Costs" specifically contemplate those eligible public costs set forth in the Act and do not contemplate the preponderance of the costs to redevelop the area. The majority of development costs will be privately financed, and TIF or other public sources are to be used only to leverage and commit private redevelopment activity.

The tax increment revenues which will be used to pay debt service on the tax increment obligations, if any, and to directly pay redevelopment project costs, shall be the incremental increase in property taxes attributable to the increase in the equalized assessed value of each taxable lot, block, tract or parcel of real property in the RPA over and above the 1994 tax levy year initial equalized assessed value of each such lot, block, tract or parcel in the RPA.

Among the other sources of funds which may be used to pay for redevelopment project costs and debt service on municipal obligations issued to finance project costs are the following: certain local sales or utility taxes, special service area taxes, the proceeds of property sales, unlimited property taxes if the obligations are general obligations of the Village, certain land lease payments, certain Motor Fuel Tax revenues, certain state and federal grants or loans, certain investment income, and such other sources of funds and revenues as the Village may from time to time deem appropriate.

The proposed RPA would not reasonably be expected to be developed without the use of the incremental revenues provided by the Act.

**G. Nature and Term of Obligations to be Issued**

The Village may issue obligations secured by the tax increment special tax allocation fund established for the RPA pursuant to the Act or such other funds or security as are available to the Village by virtue of its powers pursuant to the Illinois State Constitution.

Any and/or all obligations issued by the Village pursuant to this Plan and the Act shall be retired not more than twenty-three (23) years from the date of adoption of the ordinance approving the RPA. However, the final maturity date of any obligations issued pursuant to the Act may not be later than twenty (20) years from their respective date of issuance. One or more series of obligations may be issued from time to time in order to implement this Plan. The total principal and interest payable in any year on all obligations shall not exceed the amounts available in that year, or projected to be available in that year, from tax increment revenues and from bond sinking funds, capitalized interest, debt service reserve funds and all other sources of funds as may be provided by ordinance.

Those revenues not required for principal and interest payments, for required reserves, for bond sinking funds, for redevelopment project costs, for early retirement of outstanding securities, and to facilitate the economical issuance of additional bonds necessary to accomplish the objectives of this Plan may be declared surplus and shall then become available for distribution annually to taxing districts overlapping the RPA in the manner provided by the Act.

Such securities may be issued on either a taxable or tax-exempt basis, with either fixed rate or floating interest rates; with or without capitalized interest; with or without deferred principal retirement; with or without interest rate limits except as limited by law; and with or without redemption provisions.

**H. Most Recent Equalized Assessed Valuation (EAV) of Properties in the RPA**

The current equalized assessed valuation (EAV) of the property within the RPA is approximately \$36,410,617, which is the 1994 equalized assessed valuation, the most recent EAV available. The Boundary Map, Map I, shows the proposed location of the RPA.

**I. Anticipated Equalized Assessed Valuation**

Upon completion of the anticipated private development of the RPA by the year 2006, it is estimated that the EAV of the property within the RPA will be increased by approximately \$5,100,000. This estimate assumes a five (5) year average of the Cook County equalization factor (multiplier) of 2.07816 and 1996 dollars.

## **IX. SCHEDULING OF REDEVELOPMENT PROJECT**

### **A. Redevelopment Project**

An implementation strategy will be employed with full consideration given to the availability of both public and private funding. It is anticipated that a phased redevelopment process will be undertaken requiring an estimated five (5) to ten (10) years to complete.

Any redevelopment project(s) will begin as soon as the Village and potential redevelopment partners have identified acceptable reuses for the undeveloped sites in conformance with Village zoning and land use requirements. Depending upon the scope of the redevelopment, the following activities may be undertaken during each phase of the project:

1. Roadway/Street/Parking Improvements. Certain street improvements may be undertaken with related curb, gutter, alleyways and sidewalk improvements to also be constructed or rehabilitated as needed.
2. Rehabilitation of Existing Facilities. Improvements/upgrades to existing industrial structures and sites may be pursued, to create market-oriented facilities and encourage further private investment in the area.
3. Landscaping/Buffering/Streetscaping/Parking. The Village may undertake, or cause to be undertaken, certain landscaping and parking improvements which serve to beautify and improve access to public properties or rights-of way or provide adequate buffering between land uses.
4. Storm Sewer, Water, Sanitary Sewer, and Other Utility Improvements. The Village may extend, re-route or upgrade utilities to serve existing properties or new developments.
5. Public Safety and Related Infrastructure. The Village may construct or cause to be constructed certain public safety improvements including, but not limited to, signage, traffic signals, and street lights.
6. Interest Cost Coverage. The Village may pay for certain interest costs incurred by a redeveloper for construction, renovation or rehabilitation of the redevelopment project(s). Interest payments will be made from the annual tax increment revenue generated from the RPA as allowed under the Act.
7. Land Assembly and Disposition. Certain properties in the RPA may be acquired by the developer or the Village and assembled into appropriate redevelopment sites. If acquired by the Village, the sites would be subsequently sold or leased for redevelopment.

8. **Demolition and Site Preparation.** Existing structures or redevelopment sites may have to be reconfigured, removed or environmentally remediated to prepare for the new uses.
9. **Professional Services.** The Village may use tax increment financing to pay necessary planning, legal, architectural, engineering, administrative, financing or other related costs during project implementation.

**B. Commitment to Fair Employment Practices and Affirmative Action**

As part of any redevelopment agreement entered into by the Village and selected private developer(s), both will agree to establish and implement an affirmative action program that serves the Village of Lincolnwood.

With respect to a public/private development's internal operations, both entities will pursue employment practices which provide equal opportunity to all people regardless of sex, color, race or creed. Neither party will countenance discrimination against any employee or applicant because of sex, marital status, national origin, age, or the presence of physical handicaps. These nondiscriminatory practices will apply to all areas of employment, including: hiring, upgrading and promotions, terminations, compensation, benefit programs and educational opportunities.

Anyone involved with employment or contracting activities for any project(s) will be responsible for conformance with this policy and the compliance requirements of applicable state and federal regulations.

The Village and the private developers involved with this project(s) will adopt a policy of equal employment opportunity and will include or require the inclusion of this statement in all contracts and subcontracts for the project(s) initiated within the RPA. Additionally:

1. any public/private partnership established for the development project(s) in the RPA will seek to ensure and maintain a working environment free of harassment, intimidation, and coercion at all sites, and in all facilities at which all employees are assigned to work;

2. it shall be specifically ensured that all on-site supervisory personnel are aware of and carry out the obligation to maintain such working environment, with specific attention to minority and/or female individuals; and
3. the partnership will utilize affirmative action to ensure that business opportunities are provided and that job applicants are employed and treated in a nondiscriminatory manner.

Underlying this policy is the recognition by the partnership(s) that successful affirmative action programs are important to the continued growth and vitality of the Village of Lincolnwood.

**C. Completion of Redevelopment Project and Retirement of Obligations to Finance Redevelopment Costs**

This RPA will be completed on or before a date 23 years from the adoption of the ordinance designating the Redevelopment Project Area. Actual construction activities are anticipated to be initiated and/or completed within five (5) to ten (10) years.

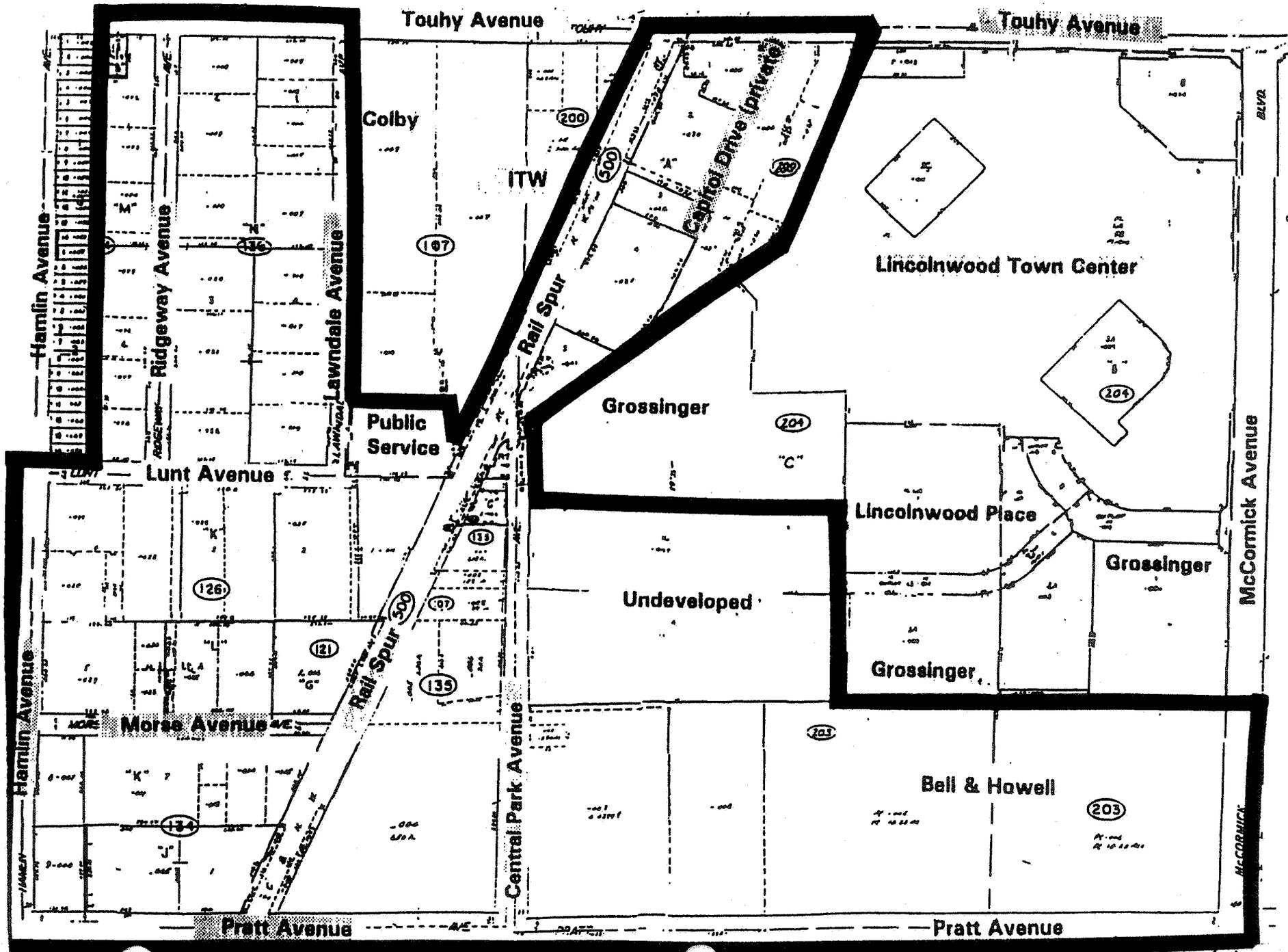
**X. PROVISIONS FOR AMENDING THE TAX INCREMENT PLAN**

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

It is anticipated that this Redevelopment Plan and Project may be amended to include approximately six (6) additional parcels at a later date and which represent what is commonly referred to as the Colby's ITW site, potentially as a result of identified projects and/or viable development entities which represent that a desired project would not go forward without attendant TIF incentives.

mlincln.red  
03.18.96

**MAP I**  
**BOUNDARY MAPS**



Touhy Avenue

Touhy Avenue

Colby

ITW

Lincolnwood Town Center

Public Service

Grossinger

Lunt Avenue

Lincolnwood Place

Grossinger

Undeveloped

Grossinger

Morse Avenue

Bell & Howell

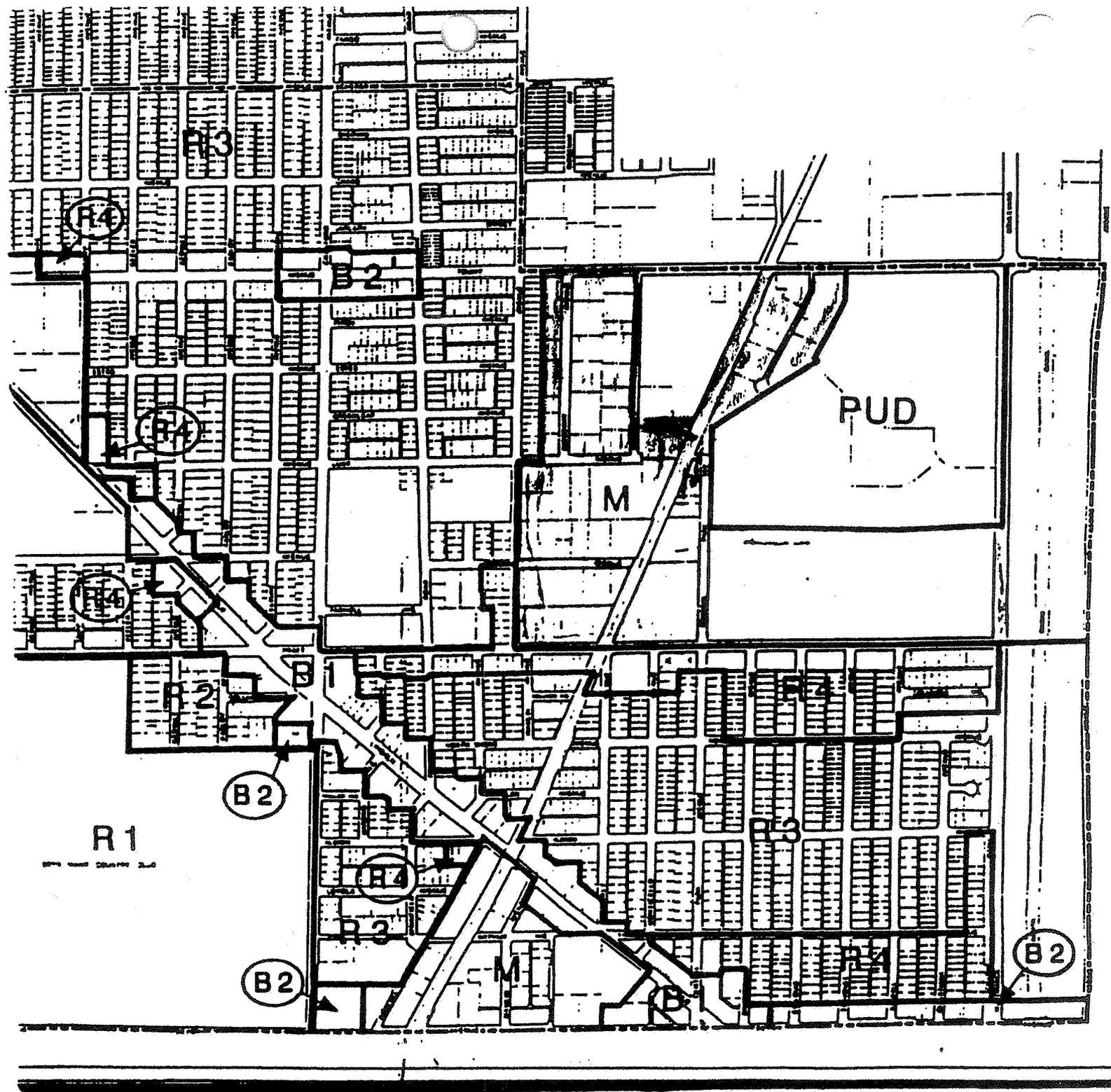
Central Park Avenue

McCormick Avenue

Pratt Avenue

Pratt Avenue

McCORMICK



**MAP II  
EXISTING LAND USE MAP**

VILLAGE OF  
LINCOLNWOOD

TIF/RPA

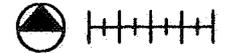
-  P.U.D. AREA
-  MANUFACTURING DISTRICT

(LAND USES PER  
VILLAGE'S ZONING MAPS)

TITLE

- EXISTING
- LAND USE
- MAP

NORTH SCALE:



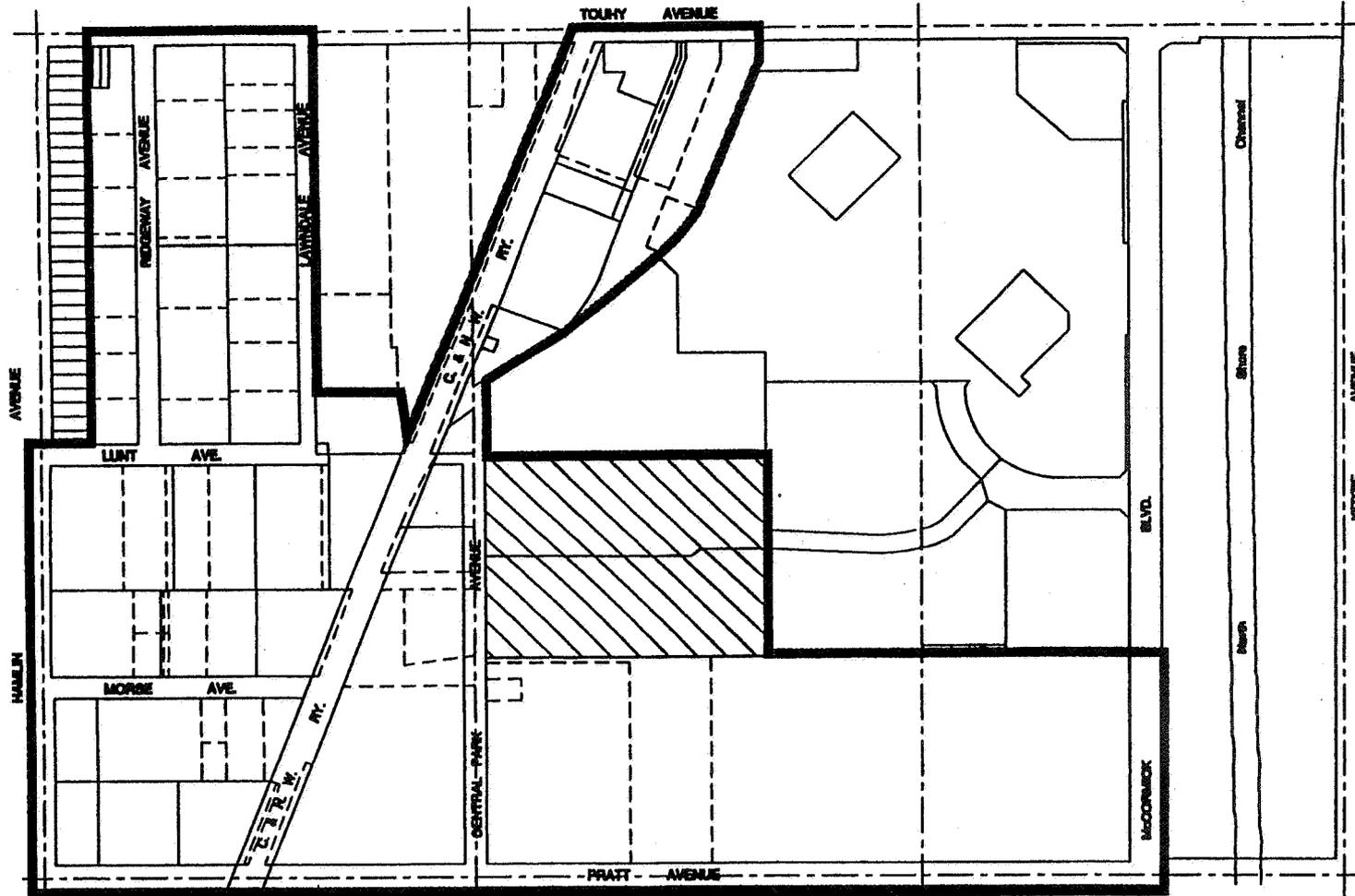
DATE: 3/18/96

**CAPA**

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**MAP III**  
**PROPOSED LAND USE MAP**



**APPENDIX A  
LEGAL DESCRIPTION**

## VILLAGE OF LINCOLNWOOD

### Legal Description

That part of Section 35, Township 41 North, Range 13 East of the Third Principal Meridian described as follows: Beginning at the point of intersection of the North line of said Section 35 and the East line Extended North of Lot 1 in Block 1 of Sutton's Subdivision recorded March 14, 1966 as Document No. 19765526; thence East along the said North line of Section 35 (said North line also being the center line of Touhy Avenue) to the East line, extended North of Lawndale Avenue; thence South along the said extended East line and the East line of Lawndale Avenue a distance of 1,149.87 feet; thence East along a line parallel with the said North line of Section 35 a distance of 250.11 feet; thence Southeasterly along a curved line, convex to the West and having a radius of 519.33 feet, an arc length of 48.06 feet; thence South 15° 32' 10" East, tangent to the last described curve, 30 feet to a point of tangency with a curved line; thence Southeasterly on said curve, convex to the East, having a radius of 317.06 feet, an arc length of 93.26 feet to a point in the Westerly line of the Chicago and Northwestern Railway; thence Northeasterly along the said Westerly line to the North line of said Section 35; thence Easterly along said North line to the West line, Extended North, of Lot 7 in Lincolnwood Town Center Resubdivision recorded November 2, 1989 as Document No. 89522374, thence South and Southwesterly along the said Extended West line of Lot 7, the Westerly line of Lot 7 and the Westerly lines of Lot 5B and Lot 4 in Lincolnwood Town Center Resubdivision aforesaid to the most Westerly Northwest corner of said Lot 4; thence South along the West line of said Lot 4 to the Southwest corner of said Lot 4; thence East along the South line of said Lot 4 (also being the North line of Lot 3C in Lincolnwood Town Center Resubdivision aforesaid) to the Northeast corner of said Lot 3C; thence South along the East line of said Lot 3C to the Southeast corner of said Lot 3C (said Southeast corner being a point on the North line of Lot 3B in Lincolnwood Town Center Subdivision aforesaid); thence East along the said North line of Lot 3B to the Northeast corner of said Lot 3B (said Northeast corner also being the Northwest corner of Lot 3A in Lincolnwood Town Center Resubdivision aforesaid); thence South along the West line of said Lot 3A to the Southwest corner of said Lot 3A; thence East along the South line of said Lot 3A, the South line of Lot 2B, the South line of Lot 1 and the South line extended East of Lot 1 in Lincolnwood Town Center Resubdivision aforesaid to the East line of McCormick Boulevard (100 feet wide); thence South along said East line and said East line Extended across Pratt Avenue to the South line of Pratt Avenue; thence West along said South line of Pratt Avenue and said South line Extended across said McCormick Boulevard, Kimball Avenue, Trumbull Avenue, St. Louis Avenue, Drake Avenue, Central Park Avenue, Monticello Avenue, Lawndale Avenue, the right of way of the Chicago and Northwestern Railway and Hamlin Avenue to the East line Extended South of Lot 11 in John Reinberg's Hamlin Avenue Resubdivision recorded March 22, 1963 as Document No. 18750281; thence North along the said Extended East line of Lot 11 to the Southeast corner of said Lot 11 (said Southeast corner being a point in the West line of Hamlin Avenue); thence

North along said West line of Hamlin Avenue and said West line extended across Morse Avenue and Lunt Avenue to the North line of said Lunt Avenue; thence East along the North line and said North line Extended across Hamlin Avenue of said Lunt Avenue to the Southeast corner of Sutton's Subdivision aforesaid; thence North along the East line of Sutton's Subdivision aforesaid to the Northeast corner of Lot 1 in Block 1 of Sutton's Subdivision aforesaid; thence North along the East line, extended North, of said Lot 1 to the place of beginning, all in Cook County, Illinois.

**APPENDIX B  
QUALIFICATION REPORT**

**March, 1996**

**VILLAGE OF LINCOLNWOOD  
TIF QUALIFICATION REPORT**

**PROPOSED  
NORTHEAST INDUSTRIAL DISTRICT  
REDEVELOPMENT PROJECT AREA**

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**PREPARED FOR:**

**VILLAGE OF LINCOLNWOOD**

**PREPARED BY:**

**KANE, McKENNA AND ASSOCIATES, INC.**

**Village of Lincolnwood**  
**Preliminary TIF Qualification Report**  
**Northeast Industrial Area Redevelopment Project Area**

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4. SUMMARY OF AREA FINDINGS	9
5. QUALIFICATION OF AREA/FINDINGS OF ELIGIBILITY	10
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**EXHIBITS**

- EXHIBIT A - Initial Study Area Boundary Map
- EXHIBIT B - Proposed RPA Boundary Map(s)
- EXHIBIT C - Matrix of Qualification Factors
- EXHIBIT D - Property Index Numbers (P.I.N.s) and EAV's

# **1. INTRODUCTION AND BACKGROUND**

## **A. Introduction**

This Preliminary TIF Qualification Report (the "Report") focuses on approximately 121 acres of currently improved and underutilized land being considered as a potential Tax Increment Finance (TIF) District in the Village of Lincolnwood (the "Village"), Cook County (the "County"), Illinois. The initial study area (the "Study Area") defined by Village staff is generally located in the northeastern portion of the Village, and consists primarily of industrial and/or formerly commercial uses, located generally between a recently developed large retail center (Lincolnwood Town Center) to the east and single/multiple family uses to the west and south. The existing uses within the Northeast Industrial District (the "District") range from light manufacturing to warehousing to small office operations. The Study Area contains certain institutional uses, as well as a couple of sizable undeveloped parcels, which could provide impetus to the rest of the area in terms of growth potential and improved property values.

The purpose of this Report is to document in a comprehensive manner the extent to which those factors which may be present in the Study Area would allow the area to be eligible to utilize the Tax Increment Allocation Redevelopment Act, Section 65 ILCS/11-74.4-3, as amended (the "Act") to assist in its redevelopment or conservation. It is important to note that the Act provides for a combination of factors to be utilized in a determination of what is termed "blight"; when the term is used, it implies various conditions existing within the area which serve to impede redevelopment or contribute to stagnant growth levels.

The Act addresses the elimination or reduction of blighted area factors within Illinois communities through the implementation of redevelopment and conservation projects. The Act authorizes the use of tax increment revenues derived from the tax rates of various taxing districts in a Redevelopment Project Area (the "RPA") for the payment of costs related to the undertaking of redevelopment projects. In order to qualify for redevelopment under this legislation, an RPA must contain conditions which warrant its designation as a "blighted or conservation area". The following sections of this Report will describe conditions which exist within the Study Area and, ultimately, the proposed RPA, which comprises a portion of the Study Area conformant to the provisions of the Act. As used in this Report, the term "blight" refers to technical definitions as specified in the "Act".

The initial Study Area is presented on a map designated as Exhibit A.

The proposed RPA, following a Kane, McKenna and Associates, Inc. ("KMA") analysis of the Study Area, is represented on a map in Exhibit B.

The initial KMA survey was undertaken during January-March, 1996 (although the entire area had been visited and assessed by the Village and KMA on numerous occasions prior to this period). Findings of previous inspections, plans and inventories conducted by the Village, which were available and are pertinent, were also utilized in the evaluation of this area.

## **B. Area Background**

As previously noted, the initial Study Area is located in the northeastern portion of the Village, and south of this stretch of Touhy Avenue is commonly referred to as the Northeast Industrial District. It is intersected by Central Park, Ridgeway, and Lawndale Avenues as north, south streets, and, by Morse and Lunt Avenues to the east and west. It is bordered by McCormick Boulevard on the east, Pratt Avenue to the south, and Hamlin Avenue to the west. Touhy and McCormick Boulevard are considered to be major thoroughfares located at the "core" of the Village's eastern commercial/industrial sector. The District is also located proximate to the only indoor shopping mall within the Village, the Lincolnwood Town Center (excluded from the Study Area). The area is anchored on the south by what is currently remaining of the former Bell + Howell complex (upon which the Lincolnwood Town Center and adjacent retail/residential uses have been constructed). The remainder of the area is comprised of approximately 65 individual structures which support over sixty (60) businesses within the District.

Much of the Study Area was developed during the mid-1950's to the late 1960's, however, the Area also contains certain newly-constructed or renovated properties. The early primary land uses in the 1950's consisted of mostly scattered business along Touhy Avenue or south and north of the roadway. By 1963-65, the area was comprised of more industrial type facilities, while the northwest section of the Area was still largely vacant and underutilized. A multitude of sizable residential projects continued to develop adjacent (to the south and west) of the industrial area. By 1963, Bell + Howell had represented easily ½ of the area's total acreage and more facilities had been constructed along the railway and on the southern and northern perimeters of the area. The Study Area was very similar to the District located to the north in Skokie, however, there are more smaller facilities located within Lincolnwood's Industrial District.

The majority of businesses/facilities which have operated within this area over the last thirty to thirty-five (35) years have had alternating periods of success but it was apparent by the late 1980's that Bell + Howell, which at the time comprised approximately 50% of the area bounded by Touhy, McCormick, Pratt and Hamlin, was going to undergo significant reductions in their industrial acreage. The majority of the company's property was then redeveloped in 1991 into a major retail complex, complete with restaurants, outlots, an auto dealership and a prominent elderly congregate care housing development to the rear of the indoor mall.

Today, depreciating conditions exist within many of the oldest structures located along the two (2) major thoroughfares (Touhy & Pratt) and along the inner roadways (Central Park, Hamlin, Lunt, Ridgeway and Lawndale). The general condition of the buildings and site improvements throughout the area is often of a deleterious nature and becoming more blighted, specifically where the age of the improvements is a factor. Access difficulties and parking limitations also adversely impact many of these parcels. A couple of residential structures are located to the rear of certain industrial properties within the area zoned for manufacturing, likely rendering them non-conforming uses.

There are clusters of incompatible land uses within or involving adjacent uses to the proposed RPA, as well as potential negative impacts from these blighted areas on adjacent neighborhoods, as discussed in later sections of this Report. The Village's Comprehensive Plan has identified the eastern portion of this District as its first Special Development Area, and is intent on minimizing negative impacts on the surrounding residential neighborhoods. What is also described as the Touhy Avenue Manufacturing District is the Village's third Special Development Area and it is intended for this area to continue to remain as industrial/office land. The portion of the Study Area which has been excluded at this time (due to the lack of a specific redevelopment plan and higher equalized assessed values for these properties) is a potential retail/commercial site permitted only by special use under a strict zoning ordinance by the Village (the former Colby's/ITW site). These parcels may be added to the TIF District at a later date when they become more economically viable for redevelopment.

The Northeast Industrial District complex is one of three (3) such areas within the Village, but it is the largest in terms of acreage. This area has experienced an overall stagnation in assessed values in recent years, partly due to the older construction and obsolete nature of many of the structures. Inherent problems associated with many of these facilities include inadequate parking, access and circulation, and a substantial number of properties suffer from a generally stark appearance. The majority of the buildings in this complex have inadequate frontage orientation from the streets, some exterior depreciation, and certain buildings likely contain a lack of necessary interior repairs required for safety and utility needs. The crux of the problems existing within these buildings appear to be indicative of older, customized industrial users and the long term use, over time, of these buildings by a variety of users. A substantial number of the buildings in the Study Area (on both sides of the street) appear to have been constructed on lots of smaller sizes than would be considered adequate today (according to Village officials) therefore, contributing to more deleterious, overcrowded parcels. Poor condition of site improvements (roadways, parking lots, curbs and sidewalks) is also highly apparent.

Given the above circumstances, the Village of Lincolnwood has reached a determination that is highly desirable to promote the redevelopment/conservation of the proposed RPA. The properties located within this area include mostly improved, over-used parcels, some of which are in need of renovation and/or reconfiguration to make the area competitive with today's modern industrial parks or corridors. According to Village officials and brokers familiar with the area, some of the smaller users have experienced periodic declines in market share and physical appearance during the past ten (10) years. These circumstances have led to many of the structures' depreciation and documented functional and economic obsolescence.

Some primary structures within this 'core area' have been on and off the market in recent years. The Bell + Howell facility is indicative of the older type industrial office buildings, with conditions of depreciation and obsolescence evident via site visits to the locations. For much of the proposed RPA, current property boundaries and existing uses are obsolete by today's industrial park standards in terms of parking location and availability, building size, appearance, layout and location.

Also included within the proposed RPA are the undeveloped parcels located just east of Central Park Avenue, adjacent to the remaining Bell + Howell facility, which may require an infusion of new investment to create more viable uses on these parcels. There has been some limited private interest in redeveloping these parcels.

Certain other smaller sites within the RPA are also being considered for redevelopment/conservation activities, given the fact that the majority of these facilities have been generally underutilized and the area's development has generally occurred without the benefit or guidance of economic development assistance by the Village. Many "pocket" areas within the District have suffered from a lack of meaningful private initial investment (or reinvestment) to alleviate current blighting conditions which could potentially spur other complimentary redevelopment in adjacent areas. Residential uses to the south and west and various commercial structures within or adjacent to the proposed RPA are not included at this time because this initiative is intended to be a plan for appropriate industrial/mixed use redevelopment which would help to improve the quality of life within the District and allow for a stronger and more suitable mix of said uses in this important Village location.

As previously noted, the Village's Comprehensive Plan has identified this entire area as part of (two) separate Special Development Area's which are designed to provide controls over larger tracts of land in or near residential districts, and which may be redeveloped in the future. Also, this designation is designed to insure that appropriate amenities are provided and that the impact on adjacent areas is ameliorated in the event of such redevelopment, as may be reasonable and appropriate. However, since progress towards these goals have been limited, given the newness of these designations, it may be beneficial to encourage a more comprehensive redevelopment of the area (via the establishment of the TIF District) to more market oriented industrial uses or for certain other institutional or appropriate mixed uses.

The Village is desirous of mitigating existing and/or impeding blight in the area and is attempting to improve the area's potential as a competitive, safe and desirable industrial park rather than as a depreciating series of older structures and site improvements within the Village. An industrial park with improved interior road networks, parking, and alleys to encourage safe efficient operations, coordinated lighting, increased buffering and landscaping and other linkages would also be beneficial to the area. Without public intervention and potential redevelopment and enhancement of the existing land uses, it is likely that the area will continue to stagnate and evidence further site and building and adjacent lot depreciation, as well as industrial/commercial underutilization along Touhy Avenue.

## **2. QUALIFICATION CRITERIA USED**

With the assistance of the Village of Lincolnwood staff, KMA examined the initial Study Area and then the RPA to determine the presence or absence of appropriate qualifying factors listed in the Act, as amended. The relevant sections of the Act are found below.

The Act sets out specific procedures which must be adhered to in designating a redevelopment project area. By definition, a "redevelopment project area" is:

"an area designated by the municipality, which is not less in the aggregate than 1-1/2 acres and in respect to which the municipality has made a finding that there exists conditions which cause the area to be classified as a blighted area or a conservation area or a combination of both blighted area and conservation areas."

The Act defines a "blighted" area with improvements as follows:

"any improved or vacant area within the boundaries of a redevelopment project area located within the territorial limits of the municipality where, if improved, industrial, commercial and residential buildings or improvements, because of a combination of five (5) or more of the following factors: age; dilapidation; obsolescence; deterioration; illegal use of individual structures; presence of structures below minimum code standards; excessive vacancies; overcrowding of structures and community facilities; lack of ventilation, light or sanitary facilities; inadequate utilities; excessive land coverage; deleterious land use or layout; depreciation of physical maintenance; lack of community planning; is detrimental to the public safety, health, morals or welfare, or if vacant, the sound growth of the taxing districts is impaired by (1) a combination of two or more of the following factors; obsolete platting of the vacant land; diversity of ownership of such land; tax and special assessment delinquencies on such land; flooding on all or part of such vacant land; deterioration of structures or site improvements in neighboring areas adjacent to the vacant land; or (2) the area immediately prior to becoming vacant qualified as a blighted improved area; or (3) the area consists of an unused quarry or unused quarries; or (4) the area consists of unused rail yards, rail tracks or railroad rights-of-way; or (5) the area, prior to its designation, is subject to chronic flooding which adversely impacts on real property in the area and such flooding is substantially caused by one or more improvements in or in proximity to the area which

improvements have been in existence for at least five (5) years or (6) the area consists of an unused disposal site, containing earth, stone, building debris or similar materials, which were removed from construction, demolition, excavation or dredge sites.

The presence of factors must be reasonably distributed throughout the RPA and be present to a meaningful extent. The analysis herein indicates that the identified factors are present to a meaningful extent, and distributed throughout the RPA.

### **3. METHODOLOGY OF EVALUATION**

In evaluating the RPA's qualification, the following methodology was utilized:

- a. Exterior site surveys of the area's structures and their environs within the initial study area were undertaken by representatives from Kane, McKenna and Associates, Inc. KMA completed an evaluation of all of the structures, noting excessive land coverage, age, deleterious land use/layout, obsolescence, and depreciation, as well as possible municipal code violations. The inspections included conditions of windows, facade, exterior walls and finishes, roofs and other exterior site conditions. A photographic analysis of the area is being conducted and used to aid this evaluation.
- b. The entire area was studied in relation to review of zoning and site maps, Village ordinances, previous and current (1994) tax levy year information from the Cook County Clerk's Office; Sidwell tax plat maps; discussions with Village officials and area brokers regarding local history, aerial photographs, inspection reports, and an evaluation of area-wide factors that affected the area's decline (e.g., deleterious land use or layout, lack of community planning, etc.). KMA has reviewed the area in its entirety. Village redevelopment goals and objectives for the area and previous studies (such as the Infrastructure Condition Report, Comprehensive Plan, and Economic Development Surveys conducted on behalf of the Village) were also reviewed.
- c. The initial Study Area was examined to determine the applicability of the different factors for qualification for TIF designation under the Act. Evaluation was made by reviewing the information collected in determining how each parcel and the structure measured as to the prevalence of each factor.
- d. Discussions and surveys have been conducted with as many ownership interests as possible who are responsible for maintaining various properties within the Study Area and the proposed RPA, as well as current and former brokers with respect to the marketability of various properties within the overall Study Area/RPA. Such discussions have identified certain impediments to the Study Area/RPA which could be overcome by specific improvements or incentives.
- e. Also, reviewed was the potential to include certain properties at a later date (through the TIF amendment process) when potential redevelopment would warrant such inclusion into the TIF District; proposed changes in the TIF law with modified qualification factors were also applied in KMA's analyses.

**4. SUMMARY OF AREA FINDINGS**

The following is a summary of relevant qualifications:

- a. The RPA is comprised of approximately 121 acres. The area is contiguous and is greater than 1-1/2 acres in size, as required by the Act.
- b. The proposed RPA can be categorized as a "blighted improved" area (a discussion of the basis for qualification of the RPA follows in the next section). Factors necessary to make these findings are present to a meaningful extent and reasonably distributed throughout the RPA as a whole.
- c. All property in the proposed RPA would benefit by the proposed redevelopment project improvements.
- d. The sound growth of the tax base for taxing districts that are applicable to the area, including the Village, have been impaired by the blighting factors found present in the area as outlined in the Act.

## **5. QUALIFICATION OF AREA/FINDINGS OF ELIGIBILITY**

Based upon KMA's earlier evaluation of the initial Study Area and the RPA, and an analysis of each of the eligibility factors summarized in Section 2, the following factors are presented to support qualifications of the RPA as a "blighted improved" area.

### **A. Age**

Age of the structures within the proposed RPA has been determined from a series of aerial photos that were taken in 1955, 1963, 1981, and 1995 and from Cook County Treasurer's office vault records, as well as business survey input forms. Early Sidwell Maps indicate that much of the land area was subdivided in 1960-61. The majority of the structures within the RPA appear to have been built prior to or in 1963. Approximately 60% of the structures in the area appear (on the basis of site surveys, historical information from brokers, and building permit records cited above) to be at least 30 years old. The original Colby's/ITW structures (although not included in the RPA at this time) were built in 1943 and 1953, respectively, which provides a barometer of age for the area. Discussions with both Village staff and brokers familiar with the area indicate that the age estimates are reasonable.

Age is further reflected in the obsolete and increasingly underutilized nature of the older structures within the RPA. Although some rehabilitation is evident within certain structures, many buildings still show signs of obsolescence, lack of accessible parking, and overall deterioration of the original structural/utility systems are likely detrimental factors.

The age of these structures and the area-wide improvements also contribute to the area's functional and economic obsolescence. These factors include, but are not limited to buildings surrounded by roads which are makeshift, difficult to use, and detrimental to adjacent residential uses.

## **B. Inadequate Utilities**

KMA has reviewed the Village's recently completed Infrastructure Condition Report prepared in 1995, which includes the entire Study Area. According to the Infrastructure Report, the following is apparent within the District:

- All of the streets within the area suffer from inadequacy because of very poor or poor initial design, standards or changes in use, such as increased truck traffic, that was not anticipated in the initial design. They also suffer from the general deterioration of paving materials, inadequate design cross section, weakened strength, or total loss of support. Recommendations for these roadways ranged from major or total reconstruction (potentially involving total removal/replacement of curbs and gutters, new storm structures and sewer structure reconstruction) or at least rehabilitation using base repairs and varying thickness of overlays. Also included would be curb and gutter replacements where needed for structural or drainage reasons.
- It has been noted that there are currently no designated alleyways within this District. Alleyways are important in terms of providing rear access, circulation and for improving the aesthetic conditions of areas (e.g., for the provision of dumpsters, etc.).
- Sidewalks within the District have been graded as fair to poor, whereby spalling and cross steps are problematic, and where sidewalks may be missing. ADA violations where transitions from sidewalks to streets over a barrier curb, rather than from a ramp, were also apparent.
- Water and sewer distribution systems within the District (including a review of condition, location of water main breaks and need for cleaning) also evidence deterioration and need for upgrades. There are serious tile and gravel back-ups and poor inlets along Lawndale, replacement issues along Ridgeway, Hamlin Avenue and Capital Drive, outflow pipe needs on Central Park, poor inlets, poor connections between buildings and streets, debris along Lunt, a need for new stairs along Morse, etc.) among other problems.

According to owners, operators and brokers familiar with the area, street lighting and property lighting needs have often been sporadically addressed over time by individual property owners, however, the area (particularly Ridgeway) still needs to be reviewed again as to whether the current lighting is considered adequate for the area. Flooding issues in the District have also been documented; docks have been flooded up to their levels on several occasions during the past 5-7 years; drainage needs are likely to increase with any new development in the District. A detention pond may be necessary to relieve these problems.

Other inadequate utilities within the RPA are represented by a need for traffic signal upgrades at the Touhy Avenue entrances and potential other locations. There may be a future need for wider thoroughfares, cross roads or traffic signals at certain points along Touhy Avenue to provide safer access to the industrial area, as well as to other institutional uses, according to business persons interviewed.

### **C. Depreciation of Physical Maintenance**

The majority of structures and parcels which comprise the proposed RPA exhibit signs of depreciation of physical maintenance (or deferred maintenance), specifically as such factors relate to exterior facades or adjacent site improvements to individual structures. Such conditions are also evidenced by specific code citations and deficiencies for various structures noted in recent Village records.

Such depreciation and structural deficiency characteristics noted within the RPA include, but are not limited to: roof leaks, water damaged walls and ceilings, holes in walls, loose building materials, need for tuckpointing, broken concrete, peeling paint, water damage, broken screens/ windows, damaged downspouts and gutters, graffiti, general disrepair of surfaces, gutters and shingles, unkept storage areas, cracked windows, deteriorated shipping docks and walkway surfaces, rusted pipes, lack of adequate lighting, dumping, loose/broken fencing or deteriorated signage, guardrails, position and condition of garbage/dumpsters, abandoned vehicles and train cars and overcrowding, etc. among other problems. Some structures show signs of more advanced deterioration.

It has been noted by Village officials that many of the conditions listed above are highly representative of factors within the area, have often not been consistently addressed, and are leading to a certain perception about the District which may be impacting on the area's growth potential. Excessive land coverage, the age of many of the structures and various users over time, have also likely contributed to much of the area's overall depreciation of physical maintenance.

Site improvements such as cracked sidewalks, potholes and ponding in parking lots, cracked pavement, broken curbs, necessity of asphalt repairs, debris in rear lots, overgrown vegetation, and dumping (particularly observed along properties backing onto the rail spur) are also examples of depreciation and deferral of maintenance and were also evidenced during recent evaluations of the area.

Finally, a survey of the area was conducted last year as part of a Comprehensive Infrastructure Condition Report and Program prepared for the Village. That report indicated that, among other findings, the majority of streets within the proposed RPA could be categorized as in poor condition or those with adequate design but with poor to fair surface condition due to age, weakened strength or total loss of support. Total reconstruction is recommended for most of the streets in the area (See Inadequate Utilities factor).

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

Village inspection reports for certain properties indicate that certain structures throughout the RPA have had occasions where they do not meet minimum building electrical, mechanical, health and fire code standards. Among the citations, the following were evidenced: lack of or deficient sprinkler systems, blocked or inadequate exits or access to extinguishers, as well as clearance from electrical panels, furnaces and hot water heaters, inadequate parking, building capacity or land site violations (overcrowding), inadequate or nonconforming lighting, need for roof, ceiling, flooring and wall replacements, lack of accessibility for handicapped individuals, exposed wiring, damaged electrical equipment, lack of gutters, inadequate drainage systems, faulty concrete surfaces, obstruction of traffic, need for painting, tuckpointing or repairs on exterior facades, leaking of underground storage tank systems, presence of asbestos, overgrown vegetation and where work was done or equipment was transferred without permits issued by the Village.

From 1990 to 1995, at least twenty (20) of the 60+ businesses in the area have been cited for one or more of the violations described above. Certain owners have received repeated citations, and some have not corrected those violations in a timely manner. Within some properties where external violations would appear to have been at a minimum, internal violations were still evident. Additionally, there are structures within the RPA which are not in conformance with the Americans with Disabilities Act (ADA) code requirements. Finally, there have been over 150 complaints registered within this area in the past year for items such as dumping/littering, safety or health hazards, noise, abandoned vehicles, and other public service ordinance violations, according to the Lincolnwood Police Department.

#### **E. Excessive Land Coverage**

Many of the parcels within the area, when compared to modern development standards of industrial/warehouse/office related parcels, have been developed pursuant to less stringent parking, density, open space and lot area requirements. This is illustrated by the lack of land available for parking on many of the sites. Double-parking is a frequent observation in the District. Many of these lots are very shallow and land coverage has increased by virtue of the expansion over time of Touhy Avenue and other roadway networks within the District. Many of the structures are often situated on parcels too narrow and not deep enough for current development standards, or fill the sites so completely that expansion possibilities are limited.

Certain businesses have conveyed to the Village that there exists a shortage of space within the area and they are, therefore, operating in quarters deemed too small for their operations. One business has reported the necessity of utilizing truck dock space for raw material storage due to building overcrowding. A few businesses have been successful at expanding their operations into adjacent buildings, or portions of the railway property, rehabilitating the structure, thereby further contributing to excessive land coverage or overcrowding.

Although many of these structures were constructed under the Village's old zoning ordinances, these incompatibilities with today's acceptable marketplace standards are considered to be highly representative of the problems existing within the RPA. Increased open space is a frequent stated desire of building owners/lessees in the District. Certain blocks can be characterized as being small in area, irregularly-shaped, or multi-focused in terms of the lots platted on them. Congestion on streets is a frequent occurrence. These conditions lead to some fragmentation along the thoroughfares and contribute to obsolescence within the area. The need for more thoughtful and effective industrial/warehousing uses as well as open space within the RPA are important factors in creating a more productive environment which may enhance the area's value.

#### **F. Deleterious Land Use/Layout**

By virtue of either their size or configuration, there are sites within the RPA which cannot be more economically used unless assembly and clearance takes place. Irregular lots and building shapes are characteristic of at least 50% of the parcels in the RPA.

As previously noted, many of the lots in the RPA have been platted to accommodate the original function of access to the railroad line; now that the railroad line is hardly being used, the parcels do not appear to be functional or used to their highest and best advantage within the RPA. These conditions are characteristic of the factors that either discourage reinvestment or cause disinvestment.

Irregular platting and block configuration also appear to be substandard with respect to current Village codes governing the development of land. Most of the parcels in the area are not of minimum size and shape sufficient to support the kind of redevelopment contemplated for newer industrial areas and some platted properties in the RPA are shown on Sidwell Maps as having no public right-of-way access. The industrial properties along Capitol Drive have irregularly-shaped parcels, and significant truck traffic, but is served by only a 30 foot private street with no outlet. These facts have been supported by local owners and brokers of industrial properties.

Site development resulting in a discontinuous and irregular pattern of streets at northern and southern access points into the RPA has had a deleterious effect on the area's overall development. Some sites are located too close to the roadway (there are multiple dead-end streets) and arterial street intersections are not continuous. This pattern of street platting has resulted in blocks that are not rectilinear or are irregular in shape, are too small for efficient redevelopment and result in circuitous and awkward traffic and circulation patterns.

The area has primarily been platted by chance, not in line with original plans for the area, or in reaction to the grid pattern of residential streets to the east or the diagonal railroad line through the center of the area.

Land use redevelopment is adversely affected by the presence of major parcels which were developed on top of former garbage dumps and now contain environmentally hazardous connections with their rehabilitation or redevelopment. Such remediation costs may render these properties obsolete and have a deleterious effect on neighboring properties.

Incompatibility of uses is often cited between industrial parks and residential uses and this area is no exception. Buffering opportunities have not been advanced, thereby creating health and safety hazards within the area.

#### **G. Obsolescence**

The shape, size and configuration of many of the land parcels in the RPA often do not have the ability to meet the need for existing or potential users to expand their structures or other improvements. Various structures exhibit characteristics which limit the use and marketability such buildings and suffer from poor design and poor configuration of the parcel. Additionally, the public improvements are below current development standards for industrial parks.

Platting characteristics that are obsolete include the land adjacent to the rail spur running diagonally through the area. These parcels appear to have been subdivided over time into varied sized and shaped parcels. Perhaps this was done to meet specific requirements for the initial owners. However, the resulting diverse platting has caused difficulties in the marketplace and could cause more problems for firms interested in expanding or deciding to locate in the industrial area, according to Village officials. The rail spur is used by very few businesses operating in the area (recently confirmed by the railway owners), and therefore renders the parcels adjacent to the spur economically obsolete.

Also apparent in the District are platting and structure conditions that show evidence of both economic and functional obsolescence. This is best evidenced by the narrow frontage to depth ratios on many of the lots, and abandoned or never constructed access roads. The typical lots throughout the proposed RPA are also small (approximately 1-1 ½ acres compared to current standards of approximately 2 ½ to 5 acres for industrial facilities).

Functional characteristics that are obsolete include several buildings which were originally constructed for specific user/owners and appear to have met original specific functional requirements. Today, however, several of these structures are vacant, partially vacant, on the market, or have recently been vacant. The size, height and configuration of certain buildings within the District contributes to functional obsolescence and many owners/operators have indicated they are not in facilities for which the work was originally intended. Additionally, if there continues to be a market for buildings of 25,000 sq. ft. or less, there is a trend toward lease arrangements with lower than normal base rents, which affects the area's ability to thrive if income potential is being affected by the tax differential and product availability in Districts such as this one and parks in outlying suburbs (e.g., Lake County).

Street, alley or off-street parking characteristics that are obsolete include several parcels whereby a lack of paved and drained parking areas and lack of exterior lighting is evident. Also, to conform to contemporary development standards, street lights and sidewalks would normally be provided and upgraded, however, they are lacking in this area. The street and storm water system is below current development standards. This is evidenced by the widespread presence of cracked and crumbled paving as well as standing water after a rain or snow melt, according to local property owners.

#### **H. Lack of Community Planning**

Although the physical and economic decline of the RPA has been relatively long-term, the Village has not historically had redevelopment/ conservation plans or programs (with the exception of code enforcement efforts and the Comprehensive Plan (first developed in 1992) to arrest the decline, remove the blighted or underutilized facilities present within the RPA, and promote continued viability of the industrial areas and its adjacent uses. Overall land use has occasionally been problematic and deleterious to adjacent users (particularly residential) in that debris, noise and activity from the buildings and related traffic along the exterior of some structures, has contributed to a need for more buffering between the different land uses.

There are substantial circulation problems within portions of the RPA including poor access to some parking lots as well as deleterious relationships between public and private circulation routes. Notable examples includes the area where the Village's public works garage is located and within the properties adjacent to the abandoned rail spur. Public parking lots might be appropriate in certain locations within the RPA. Accessible parking is difficult to identify and access is either limited by the traffic off the main street or via the rear of the structures. Parking needs to be better integrated into some of the older areas to be conserved. Access to Touhy Avenue from most locations within this District has become difficult in part because of the absence of traffic signals and turning lanes.

There are additional roadways and alleyways which were originally platted within the District which were never vacated or constructed, and would have assisted in internal traffic circulation and residential buffering.

The previously mentioned point regarding the size of lots which comprise many of the area's industrial uses (various structures located on undersized parcels) is evidence of a historical lack of planning, particularly for the area intended to be conserved as a medium-scale industrial area. The area was developed prior to the large increase in traffic now flowing on Touhy Avenue and off-street parking being required by the Village's zoning ordinances. There are numerous examples of insufficient space to accommodate off-street parking, as well as inadequate parking stalls and aisle sizes.

## **6. OVERALL ASSESSMENT OF AREA QUALIFICATIONS**

The RPA is deemed to be eligible for designation as a TIF District with respect to its blighted condition. Conditions exist throughout the area which, when considered as a whole, will qualify the RPA under the Act. As set forth in the narrative and maps provided herein, the RPA meets the "blighted": requirements of the Act. The following blighted characteristics are distributed throughout the RPA:

- a. Age;
- b. Inadequate Utilities;
- c. Depreciation of Physical Maintenance;
- d. Presence of Structures Below Minimum Code Standards;
- e. Excessive Land Coverage;
- f. Deleterious Land Use and/or Layout;
- g. Obsolescence; and
- h. Lack of Community Planning.

We are continuing to review the potential for other characteristics as factors for this proposed RPA, including excessive vacancies and deterioration.

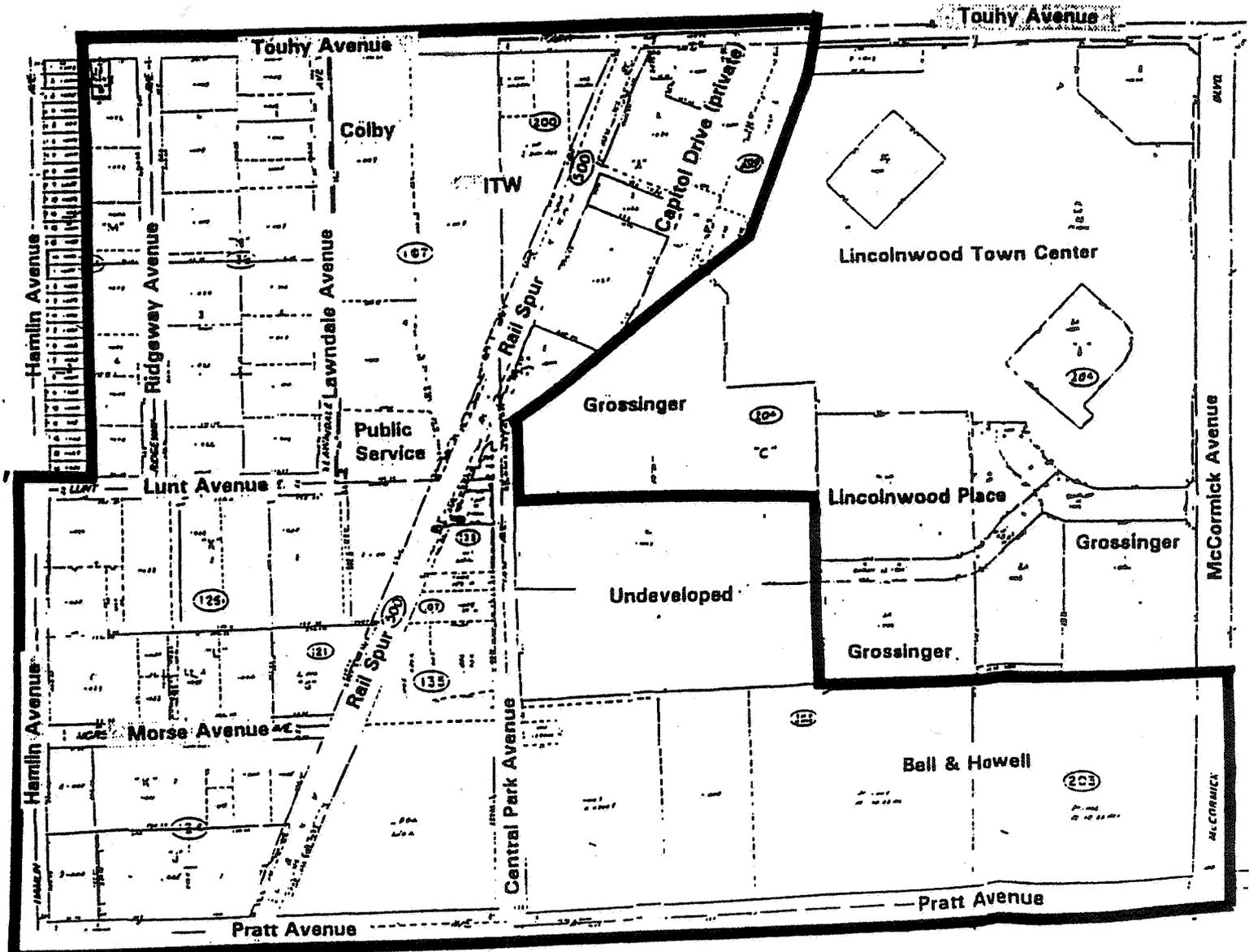
The combination of these factors impedes the conservation or redevelopment of most of the properties within the RPA, including the undeveloped parcels, adjacent commercial parcels, and surrounding residential uses, by inhibiting their adaption to today's users. The obsolescence, depreciation and deleterious land use/layout of many of the improvements themselves, coupled with an inadequate infrastructure system, do not currently make the RPA a viable location for potential investors or redevelopers. These factors combined have resulted in a decreasing or stagnant assessed valuation within the area, which already is resulting in a significant loss of property tax revenue and employment opportunities for the Village. The annual average growth in AV within this area from tax levy years 1989 to 1994 was only approximately 3%, which is not even keeping up with inflation and is less than the overall average of 8% annual growth for the Village as a whole for the same time period.

Village intervention and the establishment of a TIF District on the property can reasonably be expected to serve as a conduit for substantial private investment and development.

**EXHIBIT A**

**INITIAL STUDY AREA BOUNDARY MAP**

EXHIBIT A  
NORTHEAST INDUSTRIAL DISTRICT  
STUDY AREA BOUNDARIES  
PARCEL MAP

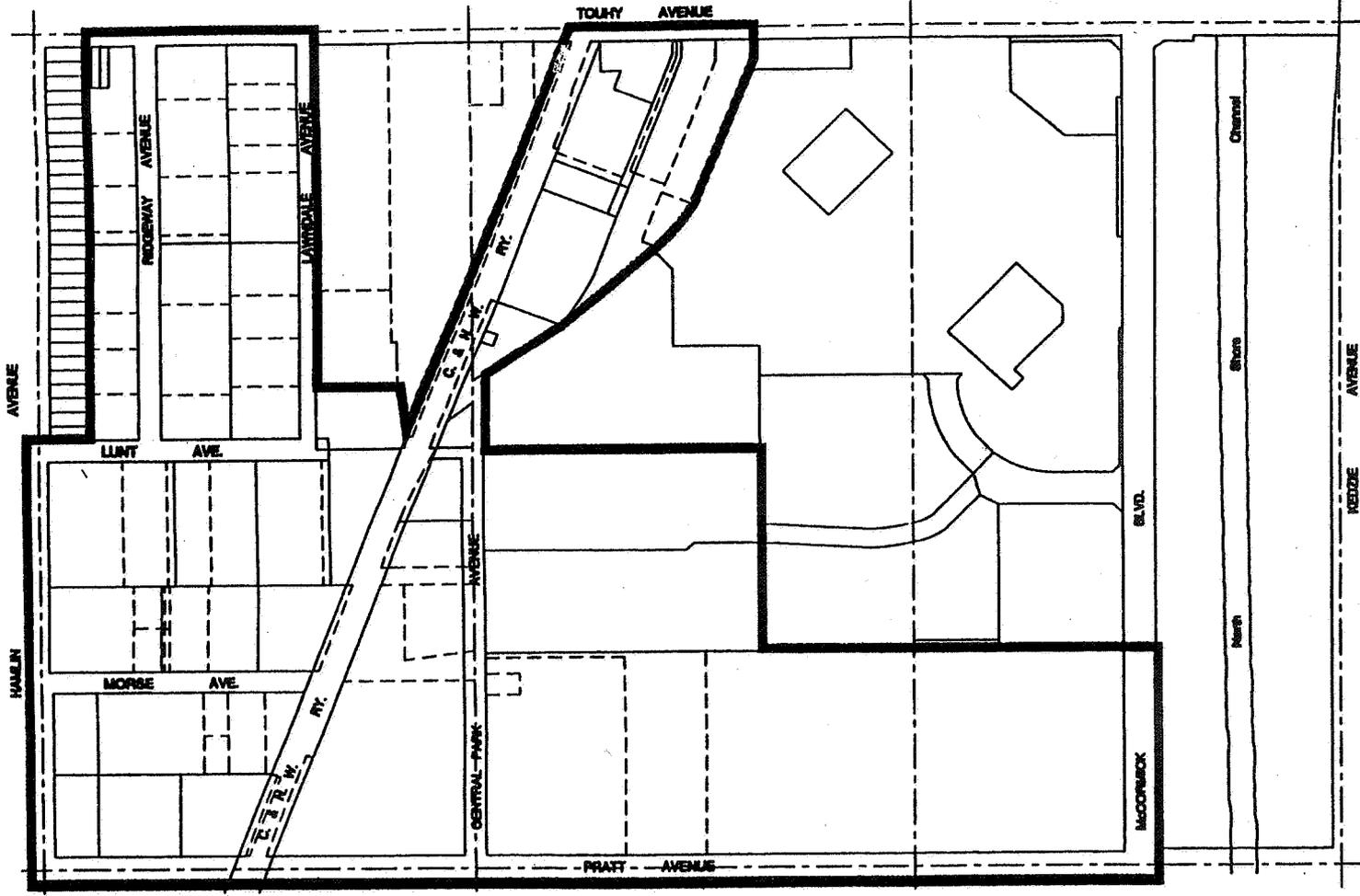


**EXHIBIT B**

**REDEVELOPMENT PROJECT AREA (RPA)  
BOUNDARY MAP**

VILLAGE OF  
LINCOLNWOOD

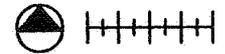
TIF/RPA



TITLE

- TIF DISTRICT
- BOUNDARY
- MAP

NORTH SCALE:



DATE: 3/18/96

**CAPA**

Chicago Associates  
Planners and Architects

1807 West Sunnyside  
Chicago, Illinois 60640

Phone: 312. 275 1807  
Fax: 312. 275 1858



**EXHIBIT C**

**MATRIX**

MATRIX OF BLIGHT AND CONSERVATION FACTORS - IMPROVED AREA

DRAFT REVIEW  
March, 1996

SUMMARY  
COLUMN

A	BLOCK/PRIMARY TRACT NUMBER	104	107	121	126	134	135	136	200	203	204	500						
B	NUMBER OF BUILDINGS	6	1	2	8	10	3	13	5	2	0	0						50
C	NUMBER OF PARCELS	8	1	2	15	10	9	15	13	4	3	10						90
1	NUMBER OF BUILDINGS 35 YEARS OR OLDER	2	1	2	6	6	3	2	5	1	0	0						27/54
1A	NUMBER OF BUILDINGS SHOWING DECLINE OF PHYSICAL MAINTENANCE	4	1	2	6	8	3	10	5	1	0	0						40/80
2	NUMBER OF PARCELS WITH SITE IMPROVEMENTS EXHIBITING DECLINE OF PHYSICAL MAINTENANCE	8	1	2	15	10	3	15	13	4	3	10						90/100
3A	NUMBER OF DETERIORATED BUILDINGS	0	1	0	0	2	1	0	0	0	0	0						4/8
3B	NUMBER OF PARCELS WITH SITE IMPROVEMENTS THAT ARE DETERIORATED	0	1	0	0	2	1	0	0	0	0	10						11/16
4A	NUMBER OF DILAPIDATED BUILDINGS	0	0	0	0	0	0	0	0	0	0	0						0/0
4B	NUMBER OF PARCELS WITH SITE IMPROVEMENTS THAT ARE DILAPIDATED	0	0	0	0	0	0	0	0	0	0	0						0/0
5A	NUMBER OF OBSOLETE BUILDINGS	2	1	2	6	8	3	8	3	2	0	0						35/70
5B	NUMBER OF PARCELS WITH SITE IMPROVEMENTS THAT ARE OBSOLETE	6	1	1	15	10	9	9	13	2	3	0						
6	NUMBER OF BUILDINGS BELOW MINIMUM CODE	TO BE CONFIRMED																

INDEX OF ELIGIBLE AND CONSERVATION FACTORS - IMPROVED AREA

												SUBTOTAL	
A	BLOCK/PRIMARY TRACT NUMBER	104	107	121	126	134	135	136	200	203	204	500	ALL
B	NUMBER OF BUILDINGS	6	1	2	8	10	3	13	5	2	0	0	50
C	NUMBER OF PARCELS	8	1	2	15	10	9	15	13	4	3	10	90
7	NUMBER OF BUILDINGS LACKING VENTILATION, LIGHT, OR SANITATION FACILITIES	70	0										CONFIRMED
8	NUMBER OF BUILDINGS WITH ILLEGAL USES	n/a	0/0										
9	NUMBER OF BUILDINGS WITH EXCESSIVE VACANCIES	2	0	0	1	2	3	1	0	0	0	0	9/18
10	NUMBER OF BUILDINGS THAT ARE ABANDONED	n/a	/										
11	PERCENTAGE OF BLOCK/TRACT THAT HAS EXCESSIVE LAND COVERAGE AND/OR OVERCROWDING	70	80	50	100	100	100	80	100	50	100	100	85%
12													
13	PERCENTAGE OF BLOCK/TRACT THAT HAS INADEQUATE UTILITIES	100	100	100	100	100	100	100	100	100	100	100	100
14	PERCENTAGE OF BLOCK/TRACT THAT HAS DESTRUCTIVE LAND USE OR LAYOUT	70	80	50	100	100	100	80	100	50	100	100	85
15	PERCENTAGE OF BLOCK/TRACT THAT SUFFERS FROM INADEQUATE COMMUNITY PLANNING	100	100	100	100	100	100	100	100	100	100	100	100

MATRIX OF BLIGHT AND CONSERVATION FACTORS - IMPROVED AREA

												SUMMARY COLUMN		
A	BLOCK/PRIMARY TRACT NUMBER	104	107	121	126/34	135	136	200	203	204	500			
B	NUMBER OF BUILDINGS	6	1	2	8	10	3	13	5	2	0	0		50
C	NUMBER OF PARCELS	8	1	2	15	10	9	15	13	4	3	10		90
16	TOTAL NUMBER OF BLIGHTED FACTORS REPRESENTED IN BLOCK/TRACT	7	7	6	7	8	8	7	8	7	6	6		7avg.
17	50% OF DEVELOPMENT (BUILDINGS, SITE IMPROVEMENTS, BLOCK/TRACT) EXHIBIT 5 OR MORE BLIGHTING FACTORS	yes	yes	yes	yes	yes	yes	yes	yes	yes	yes	yes		100%
18	50% OF DEVELOPMENT (BUILDINGS, SITE IMPROVEMENTS, BLOCK/TRACT) EXHIBIT 3 OR MORE BLIGHTING FACTORS WITH 50% OF ALL BUILDINGS 35 YEARS OR OLDER	<hr/>											100%	
19	DOES THE BLOCK/PRIMARY TRACT MEET EITHER ONE OF THE STANDARDS FOR LINE 17 & 18	yes	yes	yes	yes	yes	yes	yes	yes	yes	yes	yes		100%

**EXHIBIT D**

**PARCEL IDENTIFICATION NUMBERS (P.I.N.'s)  
PROPOSED RPA**

Village of Lincolnwood - Northeast Industrial District  
 Potential Redevelopment Project Area  
 Five (5) Year Equalized Assessed Valuation (EAV) Analysis  
 March 4, 1996

## EAV ANALYSIS

P.L.N.	1989	1990	1991	1992	1993	1994
10-35-104-071	128,371	133,828	137,897	145,798	149,357	147,759
10-35-104-072	457,083	476,516	490,301	517,949	530,559	523,848
10-35-104-073	298,135	308,718	317,649	322,531	362,208	357,604
10-35-104-074	261,739	272,861	280,755	352,371	360,971	356,385
10-35-104-075	378,883	294,931	408,355	541,488	451,825	448,084
10-35-104-076	201,288	209,818	215,888	321,603	240,135	164,842
10-35-104-077	272,249	283,818	292,028	370,349	378,388	374,567
10-35-104-078	202,471	211,075	217,181	251,002	257,128	253,861
10-35-107-002	168,177	175,323	180,395	288,983	298,035	292,274
10-35-121-008	1,169,463	920,492	947,120	984,215	1,008,236	748,686
10-35-121-007	15,467	16,124	16,591	16,278	16,878	16,464
10-35-128-011	712,915	743,208	784,708	918,795	941,219	929,259
10-35-128-020	512,148	533,911	549,356	46,895	570,283	563,036
10-35-128-022	102,187	108,530	109,611	112,459	124,837	113,740
10-35-128-023	8,203	8,468	8,654	8,775	8,940	8,852
10-35-128-028	335,864	349,927	360,049	482,302	473,585	467,567
10-35-128-029	778,193	811,260	834,728	990,915	1,015,099	1,002,201
10-35-128-030	137,562	143,408	147,556	162,495	188,481	184,348
10-35-128-032	823,738	850,242	869,052	871,919	893,199	881,849
10-35-128-034	16,869	16,543	17,022	17,332	17,755	17,529
10-35-128-035	1,067,621	1,112,987	1,145,183	1,451,169	1,247,307	1,231,458
10-35-128-036	373,798	552,638	568,625	741,102	759,189	749,842
10-35-128-037	204,802	244,901	251,985	261,152	287,526	261,426
10-35-128-038	4,175	4,352	4,478	4,560	4,871	4,612
10-35-128-039	505,987	527,488	542,747	699,521	716,593	707,488
10-35-128-040	13,401	13,970	14,374	14,636	14,994	14,803
10-35-134-005	843,130	510,855	203,522	185,868	201,474	213,958
10-35-134-006	0	0	236,517	208,351	215,808	256,606
10-35-134-007	413,723	430,834	443,297	466,421	477,805	490,755
10-35-134-008	317,480	330,970	340,544	442,417	453,214	385,061
10-35-134-011	499,371	520,591	535,850	564,217	577,987	570,643
10-35-134-012	68,879	71,808	73,883	93,071	85,342	94,131
10-35-134-013	93,918	97,909	100,741	130,272	133,451	131,756
10-35-134-014	397,467	414,358	426,343	555,662	569,223	458,518
10-35-134-015	203,294	211,932	218,063	262,063	260,149	256,843
10-35-134-016	17,855	18,614	19,152	18,473	18,924	18,683
10-35-135-002	187,632	195,604	201,263	224,808	230,295	227,368
10-35-135-004	991,816	1,434,802	1,621,892	1,435,463	1,486,265	1,756,853
10-35-135-005	184,720	192,569	203,422	195,868	201,474	213,958
10-35-135-006	518,591	538,542	238,517	208,351	215,808	256,606
10-35-135-007	276,227	287,964	296,295	405,460	415,356	410,078
10-35-135-009	5,840	5,880	6,050	6,160	6,311	6,231
10-35-135-011	2,526	2,633	2,709	2,758	2,828	2,790
10-35-135-012	5,438	5,667	5,831	47,382	48,538	47,921
10-35-135-013	exempt	6,911	1,490	exempt	exempt	exempt

10-35-136-005	347,398	362,160	372,636	390,594	400,127	250,885
10-35-136-007	644,019	671,384	690,806	725,797	743,511	734,063
10-35-136-008	448,939	468,015	481,554	412,607	422,677	417,306
10-35-136-009	409,548	426,950	439,301	474,420	485,999	479,824
10-35-136-010	338,852	353,042	363,255	543,627	556,895	422,700
10-35-136-012	193,727	201,959	207,802	252,018	258,169	254,888
10-35-136-014	230,541	240,337	247,290	282,624	289,521	285,842
10-35-136-015	224,059	233,580	240,337	243,726	249,674	246,502
10-35-136-016	561,364	585,218	546,731	556,696	570,283	563,036
10-35-136-017	407,829	425,159	437,458	565,694	457,506	407,060
10-35-136-018	275,515	287,222	295,531	346,054	354,500	349,896
10-35-136-019	546,542	569,765	586,248	596,931	611,500	603,730
10-35-136-020	580,379	605,040	622,543	656,728	672,756	664,208
10-35-136-021	551,030	753,959	775,769	816,985	836,924	826,290
10-35-136-022	50,216	52,350	53,865	243,086	234,045	231,071
10-35-200-024	279,022	280,879	289,293	342,086	350,435	345,982
10-35-200-026	37,041	38,615	39,733	385,209	394,610	389,596
10-35-200-030	758,585	780,809	813,696	857,899	878,637	867,670
10-35-200-031	19,755	20,594	21,190	104,278	106,623	105,466
10-35-200-032	38,999	40,656	41,832	40,354	41,339	40,814
10-35-200-033	20,968	21,859	22,491	21,695	22,225	21,942
10-35-200-034	447,408	466,419	479,912	510,911	523,380	516,730
10-35-200-035	368,079	383,719	394,819	498,500	394,760	436,603
10-35-200-036	296,280	308,870	317,805	422,299	313,148	360,229
10-35-200-037	482,152	502,639	517,180	609,582	624,460	616,525
10-35-200-038	28,598	29,813	30,676	30,223	30,961	30,568
10-35-200-040	0	0	0	2,942	3,014	2,976
10-35-200-041	0	0	0	60,252	61,723	0
10-35-203-003	21,538	22,453	23,103	23,524	24,098	23,792
10-35-203-006	4,205,353	4,384,047	4,510,869	5,121,637	5,246,633	5,179,969
10-35-203-007	1,825,288	1,902,848	1,957,894	2,420,376	2,479,448	2,447,942
10-35-203-008	280,739	292,668	301,134	306,622	314,105	310,114
10-35-204-001	exempt	1,448	exempt	exempt	exempt	exempt
10-35-204-006	0	957,444	987,524	689,628	706,459	697,482
10-35-204-007	0	935,882	965,338	674,100	690,551	681,777
Totals	28,890,645	32,027,574	32,746,884	36,567,344	37,233,530	36,410,617
Avg. Annual Increase		10.86%	2.25%	11.67%	1.82%	-2.21%
5 yr. Annual Average Growth Rate						2.15%