
**CITY OF ELMHURST
QUALIFICATION REPORT
RIVERSIDE DRIVE TIF DISTRICT**

A study to determine whether all or a portion of an area located in the City of Elmhurst qualifies as a conservation area and a portion of the same area qualifies as a vacant blighted area as set forth in the definition in the Tax Increment Allocation Redevelopment Act of 65 ILCS Section 5/11-74.4-3, et seq., as amended.

Prepared For: City of Elmhurst, Illinois

Prepared By: Kane, McKenna and Associates, Inc.

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I. INTRODUCTION AND BACKGROUND

In the context of planning for the Riverside Drive proposed Redevelopment Project Area (the “RPA”, or “Study Area”) under the provisions of the Illinois “Tax Increment Allocation Redevelopment Act”, Ch. 65 ILCS Section 5/11-74.4-1 *et. seq.* of the Illinois Compiled Statutes, as amended (hereinafter referred to as the “Act”), the City of Elmhurst (the “City”) has authorized the study of the RPA in its entirety to determine whether it qualifies for consideration as a Tax Increment Financing District (the “TIF” or “TIF District”). Kane, McKenna and Associates, Inc. (“KMA”) has agreed to undertake the study of the RPA.

The RPA is located in the south western portion of the City and consists primarily of commercial, institutional and industrial uses, as well as vacant land located along the east portion of the RPA. The RPA is a contiguous area the boundaries of which are approximately an area bounded on the north by the frontage parcels on the north side of Monroe Street; on the west by Route 83; on the south by residential and forest preserve properties; and on the east by Salt Creek. Adjacent rights of way are also included.

The RPA is approximately ninety (90) acres in size excluding rights-of-way. There are approximately sixty four (64) parcels including approximately eighteen (18) buildings with one residential unit according to the data available from Du Page County and York Township Assessor’s office. Fifty six percent (56%) of the structures within the RPA are in excess of thirty-five (35) years in age.

The RPA exhibits evidence of deterioration and obsolescence that is often characteristic of properties that are extended well into their useful lives. As examined in October of 2011, fifty percent (50%) of the structures in the Study Area were built between 40 and 70 years ago. Many of the structures were designed for specific purposes; and reuse/renovation plans could require conversion and retrofitting. In some cases, conversion may not be an economic option due to cost factors, and in some cases, locations on or near floodplain areas.

Further, because much of the RPA came into existence in an era before the City actively practiced modern land use planning, the RPA suffers from adverse impacts associated with a lack of community planning and deleterious land use and layout. The RPA did not have the benefit, over the last several decades, of developing under the guidelines of an economic development plan. The area is categorized primarily by industrial uses, commercial uses, institutional uses (e.g., school property, City public works property) which include various storage facilities and open parking areas. Access to the area is limited to only the west entrance along Route 83 with limited access from other directions (due to Salt Creek and residential areas to the east and south).

Vehicular ingress/egress on most commercial properties within the RPA is poorly controlled or defined – creating safety issues for both patrons and motorists utilizing the limited number of adjacent roadways – and internal circulation requires further review.

Finally, the growth of the equalized assessed valuation (EAV) of all the properties in the Study Area was found to lag behind the EAV growth of the remainder of the City for four of the last five tax years. The qualification factors discussed within this TIF Qualification Report (the “Report”) qualify the RPA as a conservation area and vacant blighted area, as those terms are hereinafter defined pursuant to 65 ILCS 5/11-74.4-3 *et. seq.*, as amended.

Surface improvements within the Study Area were found to have varying degrees of deterioration. Streets, driveways, and parking lots exhibited significant cracking and uneven surfaces. In addition, several buildings exhibited missing or cracked mortar, and downspouts and frame components in need of repair.

The City believes that the RPA can be a candidate for redevelopment if the qualification factors discussed in this report are mitigated. Further, the City believes that the use of TIF can mitigate these negative obstacles that currently impede redevelopment.

The City does not plan to dislocate ten (10) or more inhabited residential units as part of this redevelopment effort and the RPA contains less than seventy-five (75) inhabited residential units. As such, pursuant to the TIF Act, as amended, the City is not required to prepare a housing impact study. If at some point in the future, the City dislocates more than ten (10) inhabited residential units, or amends the RPA to include more seventy-five (75) inhabited residential units then the City must amend this document and complete a housing impact study.

Objectives

The City's redevelopment objectives propose to ameliorate to the extent possible the negative impact of the qualification factors which are prevalent in much of the Study Area and enhance industrial and commercial use opportunities where appropriate. To achieve these objectives the City proposes the following guidelines:

- To encourage redevelopment within the RPA that will address the qualification factors and existing conditions, and attract or encourage land uses and provide an enhanced tax base to support the entire City;
- To implement and coordinate traffic access/egress and circulation within the RPA;
- To assist site assembly and preparation in order to provide for the reuse of properties for this stated purpose; and
- To install the necessary infrastructure improvements for improved flood control, ingress and egress, and a more vehicular friendly circulation for the commercial and industrial areas and support the proposed new development in accordance with modern planning standards.

The City's general economic development goals are to enhance commercial and industrial opportunities within the City and the RPA. Given the City's goals as well as the conditions described in this Report, the City has made a determination that it is highly desirable to promote the redevelopment of the RPA. Without an implementation plan for redevelopment, City officials believe current conditions will worsen. The City intends to create and implement such a plan in order to restore, stabilize and increase the economic base associated with the RPA which will not only increase tax revenues associated with the RPA but also benefit the community as a whole.

Because of the conditions observed in the RPA and the required coordination of future land uses, the City enthusiastically supports the foregoing redevelopment objectives. The City has determined that redevelopment should take place through the benefit and guidance of comprehensive planning for economic development controlled by the City. Through this coordinated effort, the RPA is expected to improve. Development barriers, inherent with current conditions within the RPA, which impede economic growth under existing market standards, are expected to be eliminated.

The City has further determined that redevelopment currently planned for the RPA may only be feasible with public finance assistance. The creation and utilization of a TIF redevelopment plan is intended by the City to help provide the assistance required to eliminate conditions detrimental to successful redevelopment of the RPA.

The use of TIF relies upon induced private redevelopment in the RPA creating higher real estate value that would otherwise decline or stagnate without such investment. The result of such investment will lead to increased property taxes compared to the previous land-use (or lack of use). In this way the existing tax base for all tax districts is protected and a portion of future increased taxes are pledged to attract the needed private investment.

II. QUALIFICATION CRITERIA USED

With the assistance of City staff, Kane, McKenna and Associates, Inc. examined the RPA initially in the spring and early summer of 2011 and again in October of 2011 to the date of this report, and reviewed information collected for the RPA to determine the presence or absence of appropriate qualifying factors listed in the Act. 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 ½ acres and in respect to which the municipality has made a finding that there exist conditions which cause the area to be classified as a blighted area or a conservation area, or a combination of both a blighted area and conservation area.”

Under the Act, “Conservation Area” is defined as any improved area within the boundaries of a redevelopment project area located within the territorial limits of the municipality in which fifty percent (50%) or more of the structures in the area have an age of thirty-five (35) years or more. Such an area is not yet a blighted area, but because of a combination of three (3) or more of the following factors, may be considered as a Conservation Area:

- (A) Dilapidation: An advanced state of disrepair or neglect of necessary repairs to the primary structural components of building or improvements in such a combination that a documented building condition analysis determines that major repair is required or the defects are so serious and so extensive that the buildings must be removed.
- (B) Obsolescence: The condition or process of falling into disuse. Structures have become ill suited for the original use.
- (C) Deterioration: With respect to buildings, defects including, but not limited to major defects in the secondary building components such as doors, windows, porches, gutters and downspouts and fascia. With respect to surface improvements, that the condition of roadways, alleys, curbs, gutters, sidewalks, off-street parking and surface storage areas evidence deterioration, including, but limited to, surface cracking, crumbling, potholes, depressions, loose paving material and weeds protruding through paved surfaces.
- (D) Presence of Structures Below Minimum Code Standards: All structures that do not meet the standards of zoning, subdivision, building, fire and other governmental codes applicable to property, but not including housing and property maintenance codes.
- (E) Illegal Use of Individual Structures: The use of structures in violation of applicable federal, State, or local laws, exclusive of those applicable to the presence of structures below minimum code standards.
- (F) Excessive Vacancies: The presence of buildings that are unoccupied or under-utilized and that represent an adverse influence on the area because of the frequency, extent or duration of the vacancies.

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

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

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

(J) Deleterious Land-Use or Layout: The existence of incompatible land-use relationships, buildings occupied by inappropriate mixed-uses or uses considered to be noxious, offensive or unsuitable for the surrounding area.

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

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

(M) Lag in EAV: The total equalized assessed value of the proposed redevelopment project area has declined for three (3) of the last five (5) calendar years for which information is available, or is increasing at an annual rate that is less than the balance of the municipality for three (3) of the last five (5) calendar years for which information is available, or is increasing at an annual rate that is less than the Consumer Price Index for All Urban Consumers published by the United States Department of Labor or successor agency for three (3) of the last five (5) calendar years for which information is available.

The Act defines "Vacant Blighted Area" as any vacant area within the boundaries of a redevelopment project area located within the territorial limits of the municipality where: if vacant, the sound growth of the redevelopment project area is impaired by a combination of 2 or more of the following factors, each of which is (i) present, with that presence documented, to a meaningful extent so that a municipality may reasonably find that the factor is clearly present within the intent of the Act and (ii) reasonably distributed throughout the vacant part of the redevelopment project area to which it pertains:

(A) Obsolete platting of vacant land that results in parcels of limited or narrow size or configurations of parcels of irregular size or shape that would be difficult to develop on a planned basis and in a manner compatible with contemporary standards and requirements, or platting that failed to create rights-of-ways for streets or alleys or that created inadequate right-of-way widths for streets, alleys, or other public rights-of-way or that omitted easements for public utilities.

(B) Diversity of ownership of parcels of vacant land sufficient in number to retard or impede the ability to assemble the land for development.

(C) Tax and special assessment delinquencies exist or the property has been the subject of tax sales under the Property Tax Code within the last 5 years.

(D) Deterioration of structures or site improvements in neighboring areas adjacent to the vacant land.

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

(F) The total equalized assessed value of the proposed redevelopment project area has declined for 3 of the last 5 calendar years prior to the year in which the redevelopment project area is designated or is increasing at an annual rate that is less than the balance of the municipality for 3 of the last 5 calendar years for which information is available or is increasing at an annual rate that is less than the Consumer Price Index for All Urban Consumers published by the United States Department of Labor or successor agency for 3 of the last 5 calendar years prior to the year in which the redevelopment project area is designated.

If vacant, the sound growth of the redevelopment project area is impaired by one of the following factors that (i) is present, with that presence documented, to a meaningful extent so that a municipality may reasonably find that the factor is clearly present within the intent of the Act and (ii) is reasonably distributed throughout the vacant part of the redevelopment project area to which it pertains:

(A) The area consists of one or more unused quarries, mines, or strip mine ponds.

(B) The area consists of unused railyards, rail tracks, or railroad rights-of-way.

(C) The area, prior to its designation, is subject to (i) chronic flooding that adversely impacts on real property in the area as certified by a registered professional engineer or appropriate regulatory agency or (ii) surface water that discharges from all or a part of the area and contributes to flooding within the same watershed, but only if the redevelopment project provides for facilities or improvements to contribute to the alleviation of all or part of the flooding.

(D) The area consists of an unused or illegal disposal site containing earth, stone, building debris, or similar materials that were removed from construction, demolition, excavation, or dredge sites.

(E) Prior to November 1, 1999, the area is not less than 50 nor more than 100 acres and 75% of which is vacant (notwithstanding that the area has been used for commercial agricultural purposes within 5 years prior to the designation of the redevelopment project area), and the area meets at least one of the factors itemized in paragraph (1) of this subsection, the area has been designated as a town or City center by ordinance or comprehensive plan adopted prior to January 1, 1982, and the area has not been developed for that designated purpose.

(F) The area qualified as a “blighted area” immediately prior to becoming vacant, unless there has been substantial private investment in the immediately surrounding area.

III. THE PROPOSED RPA

The RPA is a contiguous area the boundaries of which are approximately an area bounded on the north by the frontage parcels on the north side of Monroe Street; on the west by Route 83; on the south by residential and forest preserve properties; and on the east by Salt Creek. Adjacent rights of way are also included

The RPA consists of approximately eighteen (18) buildings and approximately sixty four (64) tax parcels. The RPA is approximately ninety (90) acres in size (excluding right of ways) and does not include any inhabited residential units. The RPA is comprised predominantly of commercial and industrial with limited institutional uses and adjacent residential uses.

The RPA described herein meets the eligibility requirements for designation as a Conservation Area and a Vacant Blighted Area under the Act. All of the parcels were examined to determine the number of structures aged thirty-five (35) years or greater, as required under the Conservation Area criteria of the Act. It was determined by site surveys, Du Page County and York Township Assessor data and City input that fifty six percent (56%) of the structures in the RPA were thirty-five (35) years or greater. Furthermore, the RPA as a whole was found to evidence five (5) additional qualification factors. The minimum required for a finding of a Conservation Area is that over fifty percent (50%) of the improved structures are thirty-five (35) years old or greater and the existence of three (3) qualification factors dictated by the Act. The parcels on the east side of the RPA were also found to meet one of the stand alone factors for a Vacant Blighted Area due to chronic flooding.

It was further found that the required qualifying factors are reasonably distributed throughout the RPA. KMA and the City reserve the right to make additional findings in connection with this report prior to the adoption of the TIF District. Thus, the report is subject to revisions to the extent such revisions are allowable prior to any action by the City to adopt the TIF District, as permitted in accordance with the Act.

IV. METHODOLOGY OF EVALUATION

In evaluating the RPA's potential qualification as a TIF District, the following methodology was utilized:

- 1) Site surveys of the RPA were undertaken by representatives from KMA. Site surveys were completed for each parcel within a block (based upon Sidwell blocks), within the area.
- 2) Exterior evaluation of structures was completed noting such conditions as deterioration, obsolescence, and deleterious land use and layout. Additionally, 2005 through 2010 tax information from the Du Page County Clerk's Office, Sidwell parcel tax maps, site data, local history (discussions with City officials and staff), and an evaluation of area-wide factors that have affected the RPA's development (e.g., lack of community planning, and lag in equalized assessed value) were reviewed. KMA studied the RPA in its entirety. City redevelopment goals and objectives for the RPA were also reviewed with City staff. A photographic recording and analysis of the RPA was conducted and was used to aid this evaluation.
- 3) Existing structures and site conditions were initially surveyed only in the context of checking, to the best and most reasonable extent available, qualification factors of specific structures and site conditions on the parcels.
- 4) The RPA was examined to determine the applicability of age, plus the thirteen (13) other qualification factors for TIF designation as a Conservation Area as well as the qualification factors for a Vacant Blighted Area under the Act. Evaluation was made by reviewing the information from the site surveys and other relevant information collected for the RPA and determining how it measured when evaluated against the qualification factors.

V. QUALIFICATION OF PROPOSED RPA/FINDINGS OF ELIGIBILITY

Based upon KMA's evaluation of parcels in the Study Area and analysis of each of the eligibility factors summarized in Section II, the following factors are present to support qualification of the proposed TIF District as a Conservation Area and a Vacant Blighted Area. These designated areas are illustrated on the attached RPA boundary map at the end of this report. These factors are found to be clearly present and reasonably distributed throughout the Study Area, as required under the TIF Act.

A. IMPROVED AREA FACTORS – CONSERVATION AREA

1. Threshold Qualification

Age. Based upon site surveys and Du Page County and York Township data, approximately fifty six percent (56%) (approximately 10 of the 18) of the structures in the RPA were found to be thirty-five (35) years of age or older.

2. Other Conservation Factors (must include three or more factors)

a. Obsolescence. The Act states that obsolescence is the condition or process of falling into disuse or structures that have become "ill-suited" for their original use. The RPA exhibits both functional and economic obsolescence.

Many of the structures were designed for specific purposes; and reuse/renovation plans could require conversion and retrofitting. In some cases, conversion may not be an economic option due to cost factors, or the presence of the floodplain including requirements for mitigation and/or detention pursuant to County and City ordinances.

Obsolescence is present due to the RPA's poor layout and building orientation. Both the buildings and the sites themselves contain characteristics which limit the usefulness and marketability of the area. As a whole, the area suffers from poor design and layout which is evidenced by less intensive uses such as: vehicle storage, material storage, landscaping and contractor yards, and vacant lots. Because of these factors, the area's overall usefulness and desirability for redevelopment is significantly limited.

Obsolete site improvements are present throughout the entire area. There is a lack of sidewalks and signage; and roadways are deficient in relation to contemporary development standards for commercial and industrial uses.

Economic obsolescence is demonstrated by the lag in the growth of EAV for the Study Area when compared with the rest of the City. This condition also has the potential to cause a negative spill over for the surrounding area and may deter other property owners from reinvesting in their own properties.

b. Deterioration. The Act defines deterioration with respect to buildings defects, including but not limited to, major defects in the secondary building components such as doors, windows, porches, gutters and downspouts and fascia. With respect to surface improvements, the condition of roadways, alleys, curbs, gutters, sidewalks, off-street parking and surface storage areas may evidence deterioration, including, but not limited

to, surface cracking, crumbling, potholes, depressions, loose paving material and weeds protruding through paved surfaces.

Many of the improvements displayed signs of deteriorated conditions and defects including, but not limited to, damaged fascias, damaged frames/components, missing mortar, and damaged fencing (which require repairs, upgrades and replacement). The majority of site improvements were characterized by conditions including surface cracking of pavement areas, potholes and depressions in roadway and parking areas, weeds protruding through paved and concrete areas and loose gravel in parking areas.

c. Deleterious Land Use or Layout. The Act refers to deleterious land use or layout as the existence of incompatible land-use relationships, buildings occupied by inappropriate mixed-uses or uses considered to be noxious, offensive or unsuitable for the surrounding area.

According to Du Page County and York Township Assessor records and discussions with City staff, many of the improvements found within the Study Area were built between 40 to 70 years ago. This applies to fifty percent (50%) of the buildings in the area. As a result, these properties were developed during a period before the City had in place an effective community planning process to guide its zoning map and development procedures.

Large scale storage of materials categorizes the north portion of the Study Area and the City Public Works facility, a motel facility, and a local elementary school are located at the south portion of the Study Area. Certain facilities exhibit special use needs that may not be compatible with current market standards for reuse (e.g. ceiling height, amount of office space, visibility and access). Smaller uses (converted residential) are also located on Riverside Drive. Flood plain requirements also serve to limit options for redevelopment due to restrictions relating to foundation height and detention/retention requirements.

Vehicular ingress/egress on most commercial properties is poorly controlled or defined – creating safety issues for both patrons and motorists utilizing the limited number of adjacent roadways – and internal circulation requires further review.

Access to many of the parcels is limited, and at times, difficult due to heavy traffic flow and bottlenecks near Route 83, Riverside Drive, and Monroe Street. In addition, several existing parcels evidence inadequate depths for loading and unloading, as well as adequate provision of off street parking. Provisions for adequate buffering, loading, and parking will require action from the City.

The RPA also exhibits instances of incompatible land-use relationships. The area contains a school facility, a hotel and banquet facilities, City public works, and various industrial buildings and storage/equipment yards. There are several single family buildings converted to commercial uses.

d. Lack of Community Planning. The Act refers to lack of community planning as the proposed redevelopment project area was developed prior to or without the benefit or guidance of a community plan. This means that the development occurred prior to the

adoption by the municipality of a comprehensive or other community plan or that the plan was not followed at the time of the area's development. This factor must be documented by evidence of adverse or incompatible land-use relationships, inadequate street layout, improper subdivision, parcels of inadequate shape and size to meet contemporary development standards or other evidence demonstrating an absence of effective community planning.

According to City staff, much of the development that has occurred within the Study Area took place in a period of time prior to the City adopting its amended Comprehensive Plan and Zoning Ordinance and before the City followed its existing comprehensive planning procedures.

Until recently effective and sustained economic development plans and strategies, intended to address the coordinated redevelopment of the entire Study Area, have been lacking. This is not to say that improvements did not take place over the years, but that they were implemented without the guidance of a master plan directed toward long-term benefit for the Study Area. A lack of such efforts has contributed to the evolution of conservation area factors currently present within the Study Area.

The area's lack of community planning is evidenced by various factors, including (a) deleterious layout (discussed above), (b) close proximity of institutional and commercial uses abutting residential uses to the south of the proposed TIF District, (c) lack of complementary public improvements, amenities, and circulation as would be expected under a modern land use plan, and (d) floodplain related planning/development constraints.

Redevelopment will require coordination due to the flood plain related issues, coordinated ingress/egress and potential configuration/assembly of parcels. Commercial properties are categorized by varying setbacks, parking availability, and lot sizes. Various mixed uses including institutional (school) and industrial are located on the frontage road. New or planned redevelopment activities for the area would require integration with the area-wide infrastructure in order to allow for economic site and building costs competitive with alternate locations.

The City did not have a Comprehensive Plan in place during the time period that the area was developed: the area developed piece meal, beginning in a partially unincorporated area, in the absence of any municipal comprehensive planning process to guide development. The area's lack of community planning is evidenced by the following:

- a) Conflict between existing land uses;
- b) Insufficient buffering and set-backs between commercial and industrial uses; and
- c) Development in the absence of municipal planning for floodplain related issues.

As indicated in the Comprehensive Plan, “the City should also re-evaluate the intersection configuration of Frontage Road, South Riverside Drive, Monroe Street, and Route 83 to reduce vehicular points of conflict. This can be achieved through potential road realignments, traffic calming options or other opportunities to make the intersection safe for all users. The City should continue to coordinate with the Village of Villa Park to ensure streetscape improvements are implemented along the corridor.”

The City Comprehensive Plan finds that:

“URBAN DESIGN AND CIRCULATION

The Frontage Road along IL Route 83 lacks streetscape improvements. Large, uncoordinated signs are dominant along the corridor and materials are often stored in the open without any screening, resulting in an unattractive street environment. The City should regulate signage and enforce screening requirements in the area. It should also consider adopting design guidelines that maintain an attractive streetscape by requiring landscaping that appropriately screens industrial uses along the corridor (see *Chapter 10: Urban Design* for more details).

A portion of the South Riverside Drive corridor is within the Village of Villa Park. The City should continue to coordinate with Villa Park to ensure that consistent streetscape improvements are implemented along the corridor.

The City should also re-evaluate the intersection configuration of Frontage Road, South Riverside Drive, Monroe Street and IL Route 83 to reduce vehicular points of conflict. This can be achieved through potential road realignments, traffic calming options or other opportunities to make the intersection safer for all users. The variety of land uses in this sub-area that extra care be taken in ensuring that roadway conditions, access and circulation patterns, and aesthetics meet the needs of all users.

RECOMMENDATIONS

1. Maintain employment uses within the South Riverside Drive corridor.
2. Maintain adequate landscape buffers between employment and residential uses.
3. Implement a streetscape program to create a pedestrian-friendly environment, as well as produce a unified image and distinctive identity for the district. The City should emphasize coordinated signage and screening requirements. Signage should direct motorists off the main thoroughfares (i.e. IL Route 83) and into the industrial area through consistent signage and gateway elements. Within the corridor, signage should provide both pedestrians and auto-oriented wayfinding elements that identifies businesses, uses, and routes.
4. Coordinate with the Village of Villa Park to implement a unified streetscape program on both sides of IL Route 83, as well as conduct a corridor improvement plan; improve aesthetics along corridor. A coordinated signage program between the two municipalities can create a specific identity for the IL Route 83 corridor, promoting a “brand” and identifying points of interest, routes, and uses.

5. Develop and enforce design guidelines, which will result in visually compatible redevelopment.
6. Re-evaluate intersection configurations in the sub-area to ensure appropriate curb and turning-radii for vehicular traffic and large trucks.”

Source: City Comprehensive Plan

e. Lag in EAV. The Act refers to lag in EAV as the total equalized assessed value of the proposed redevelopment project area has declined for three (3) of the last five (5) calendar years prior to the year in which the redevelopment project area is designated, or is increasing at an annual rate that is less than the balance of the municipality for three (3) of the last five (5) calendar years, for which information is available or increasing at an annual rate that is less than the Consumer Price Index for All Urban Consumers published by the United States Department of Labor or successor agency for three (3) of the last five (5) calendar years prior to the year in which the redevelopment project area is designated.

The total Equalized Assessed Value (“EAV”) of the Study Area increased at an annual rate that lagged behind the balance of the City’s EAV for four (4) of the last five (5) years. A summary of this analysis is presented in the table below.

Tax Year	Study Area EAV	Percent Change	Balance of the City's EAV	Percent Change
2010	\$ 9,707,740	.80%	\$ 2,269,436,626	-8.06%
2009	\$ 9,629,640	-12.60%	\$ 2,452,323,363	.15%
2008	\$ 10,842,990	5.45%	\$ 2,448,547,882	8.35%
2007	\$ 10,251,850	-6.72%	\$ 2,244, 056,813	9.98%
2006	\$ 10,940,570	8.26%	\$ 2,020,081,225	9.46%
2005	\$ 10,036,360	--	\$ 1,828,956,667	--

Note: the percentage change in years where the EAV of the Study Area lagged behind the balance of the City are in bold.

Source: Du Page County Assessor’s Office

B. VACANT BLIGHTED AREA FACTORS

A portion of the eastern parcels included in the RPA is found to qualify as a “Vacant Blighted Area” using the chronic flooding factor as defined in the Act. This portion of the RPA includes fourteen (14) vacant tax parcels and approximately fifteen (15) acres. The parcels qualify under "stand alone" factors included in the TIF Act.

The following factor is a single or "stand alone" factor as described in the Act.

Qualification Factor: Chronic Flooding

The fourteen parcels on the eastern side of the RPA are subject to flooding and are contained in the FEMA Flood Plain Map dated December 16, 2004. The parcels are designated on the map as being included in the floodway or in the Zone AE floodplain. As such any future development on these parcels would be subject to additional County and City regulations. A letter from the City Engineer attached hereto as Exhibit 3 more fully describes the condition.

VI. SUMMARY OF FINDINGS AND OVERALL ASSESSMENT OF QUALIFICATION

The following is a summary of relevant qualification findings as it relates to the potential designation of the RPA by the City as a TIF District:

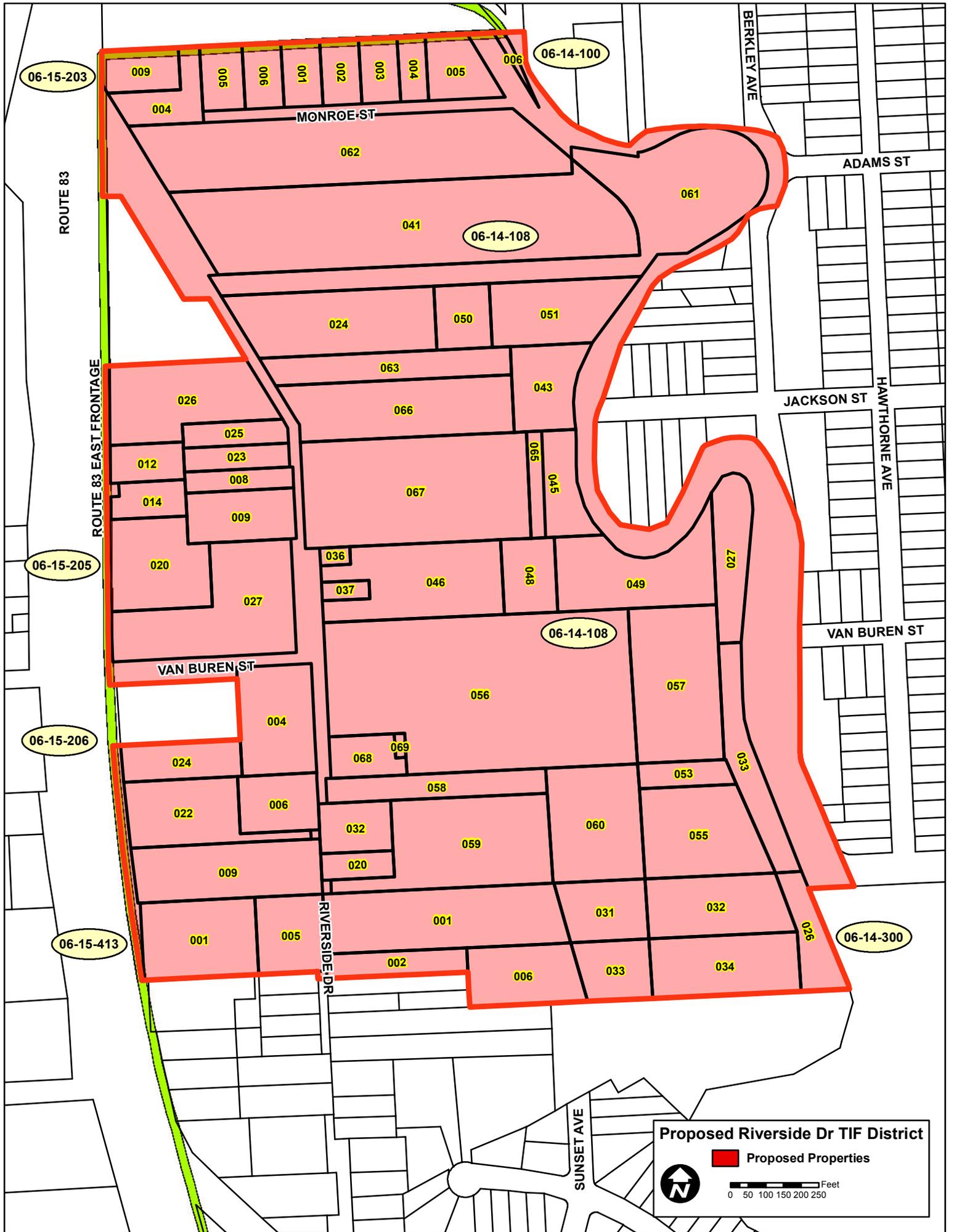
1. The RPA is contiguous and is greater than 1½ acres in size.
2. The RPA qualifies as a Conservation Area. A more detailed analysis of the qualification findings is outlined in Section V of this report.
3. All property in the RPA would substantially benefit by the proposed redevelopment project improvements.
4. The sound growth of taxing districts applicable to the RPA, including the City, has been impaired by the factors found present in the RPA.
5. The RPA would not be subject to redevelopment without the investment of public funds, including property tax increments.

These findings, in the judgment of KMA, provide the City with sufficient justification to consider designation of the RPA as a TIF District.

The RPA has not benefited from coordinated planning efforts by either the public or private sectors. There is a need to focus redevelopment efforts relating to the improvement of infrastructure and property maintenance as well as the coordination of redevelopment efforts for modern uses. These efforts will be important to the RPA's continued improvement and preservation of tax base.

EXHIBIT 1

PROPOSED TIF BOUNDARY MAP



Proposed Riverside Dr TIF District

Proposed Properties

0 50 100 150 200 250 Feet

EXHIBIT 2
LEGAL DESCRIPTION

Elmhurst Riverside Drive TIF Legal Description

That part of Sections 14 and 15 of Township 39 North, Range 11, East of the Third Principal Meridian described as commencing at the intersection of the Easterly right-of-way line of Illinois Route 83 and the North line of Lot 36 in Park Farms, recorded as Document 97528 on July 3, 1909, for a place of beginning, thence Easterly along said North Lot line and the North line of Shellene's Assessment Plat, recorded as Document R64-37372 on October 5, 1964, to the Northeast corner of said Lot 36, thence Southeasterly along Lots 36 & 35 of said Park Farms to the North line of Lot 2 of Kieft's Assessment Plat, recorded as Document R69-8258 on February 22, 1969, thence Easterly, thence generally Southwesterly along said Lot 2 to the East line of Lot 33 in said Park Farms, thence generally Southerly along the East lines of Lots 33, 32, 26, 25, 9 and 8 of said Park Farms to a point on a line parallel to, and 339 feet South of, the North line of said Lot 8, thence Westerly along said parallel line to a point 400 feet East of the centerline of Riverside Drive, said centerline being the West line of Lot 7 in said Park Farms, thence Northerly 100 feet, thence Westerly 400 feet to a point on said West line of Lot 7 100 feet Northerly of the Southwest corner of said Lot 7, thence Northerly along said West line to the South line of N. Shaack's Survey, recorded as Document 596226 on June 22, 1950, thence Westerly along said South line extended to the Easterly right-of-way line of Illinois Route 83, thence generally Northerly along said Easterly right-of-way line to the South line of Lot 1 of Oakbrook Mechanical Resubdivision, recorded as Document R2000-007269 on January 13, 2000, thence Easterly, thence Northerly along said Lot 1 to the Southerly right-of-way line of Van Buren Street, thence Westerly along said Southerly right-of-way line to the Easterly right-of-way line of Illinois Route 83, thence generally Northerly along said Easterly right-of-way line to the South line of Elmhurst Animal Care Center Resubdivision, recorded as Document R2003-417180 on October 29, 2003, thence Easterly along said South line to the Westerly right-of-way line of Riverside Drive, thence generally Northwesterly along the Easterly line of said Elmhurst Animal Care Center Resubdivision to the Easterly right-of-way line of Illinois Route 83, thence generally Northerly to the point of beginning, including all adjacent and contiguous Public Alleys and Rights-of-way, all in DuPage County, Illinois.

Revised 03/14/12

EXHIBIT 3

ENGINEER'S REPORT – CHRONIC FLOODING



December 21, 2011

TO: Charles J. Biondo
Kane, McKenna and Associates

FROM: Cori Tiberi, PE 

RE: Proposed Riverside Drive TIF District Floodplain Review

The following information summarizes the limits of the flood plain and the areas subject to roadway flooding in the vicinity of the proposed TIF District on Riverside Drive. This review was performed at the request of the City's consultant as part of the compilation of information to be used in the evaluation of the creation of a TIF District on Riverside Drive.

FEMA Flood Plain Map, Panel 0605H and 0606H, dated December 16, 2004, identifies a large area of floodplain in this area. This map indicates a Zone AE floodplain, which means that a base flood elevation has not been determined. An engineering study would need to be completed to determine the base flood elevation.

DuPage County Regulatory Flood Plain Map, Section 06-10 and 06-14, dated July 1, 2004 identifies the current regulatory flood plain. This map is used by DuPage County for permitting. The City of Elmhurst is a partial waiver community in DuPage County, which requires development in any special management area (flood plain) to be reviewed/permited by DuPage County. The engineering required for a County tabular submittal is extensive. All fill in the flood plain requires compensatory storage at a ratio of 1.5 to 1.

The intersection of Riverside Drive and Van Buren becomes inundated in severe storm events. This is problematic as public works vehicles have to use the residential roadway to the south for ingress/egress from the public works maintenance facility. The storm sewer system at this intersection connects to a ditch section which is in need of maintenance.

All work in the regulatory floodplain will require detailed engineering analysis, review and DuPage County approval. Stormwater detention, compensatory storage and best-management-practices (BMPs) will be required for all development within this proposed TIF district.