

**CITY OF HIGHLAND PARK**

**RAVINIA BUSINESS DISTRICT  
TAX INCREMENT FINANCING  
REDEVELOPMENT PLAN AND PROJECT**

**Prepared for the  
City of Highland Park**

**By:  
Camiros, Ltd.**

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**This plan is subject to review and may be revised after comment and public hearing**

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## 1. INTRODUCTION

This document presents a Tax Increment Financing Redevelopment Plan and Project (hereinafter referred to as the "Plan") pursuant to the Tax Increment Allocation Redevelopment Act (65 ILCS 5/11-74.4-1 et seq.) as amended, (the "Act") for the City of Highland Park Ravinia Business District Redevelopment Project Area (the "Project Area") located in the City of Highland Park, Illinois (the "City"). The Project Area boundaries are delineated on *Figure 1: Redevelopment Project Area Boundary Map* in *Appendix A* and legally described in *Appendix B*. The Project Area boundaries are irregular and generally include residential and commercial properties and public parking immediately to the north of Roger Williams Avenue between Green Bay Road and Judson Avenue, and residential, commercial and public property immediately to the south of Roger Williams Avenue between Broadview Avenue and Dean Avenue.

The Plan responds to problem conditions within the Project Area and reflects a commitment by the City to improve and revitalize the Project Area. As described in the Plan, the Project Area has potential for new commercial retail and mixed use development. However, the primary goal of this Plan is to ensure that the Ravinia Business District continues to serve as a viable neighborhood retail district, while maintaining its historic character. Certain public investments related to infrastructure and streetscape improvements are needed to prevent the Project Area from becoming blighted, and enhance the Project Area as a pedestrian-friendly, transit-oriented retail environment.

The Plan summarizes the analyses and findings of Camiros, Ltd. (hereinafter referred to as the "Consultant") which, unless otherwise noted, are the responsibility of the Consultant. The City is entitled to rely on the findings and conclusions of this Plan in designating the Redevelopment Project Area as a redevelopment project area under the "Act." The Consultant has prepared this Plan and the related eligibility study with the understanding that the City would rely: 1) on the findings and conclusions of the Plan and the related eligibility study in proceeding with the designation of the Redevelopment Project Area and the adoption and implementation of the Plan, and 2) on the fact that the Consultant has obtained the necessary information to conclude that the Plan and the related eligibility study are in compliance with the Act.

The Plan presents certain factors, research and analysis undertaken to document the eligibility of the Project Area for designation as a "conservation area" tax increment financing ("TIF") district. The need for public intervention, goals and objectives, land use policies, and other policy materials are presented in the Plan. The results of a study documenting the eligibility of the Project Area as a conservation area are presented in *Appendix C: Eligibility Study* (the "Study").

### **Tax Increment Financing**

In adopting the Act, the Illinois State Legislature pursuant to Section 5/11-74.4-2(a) found that:

...there exists in many municipalities within this State blighted, conservation and industrial park conservation areas as defined herein;

and pursuant to Section 5/11-74.4-2(b) also found that:

...in order to promote and protect the health, safety, morals and welfare of the public, that blighted conditions need to be eradicated and conservation measures instituted, and that redevelopment of such areas be undertaken... The eradication of blighted areas and treatment and improvement of conservation areas and industrial park conservation areas by redevelopment projects is hereby declared to be essential to the public interest.

In order to use the tax increment financing technique, a municipality must first establish that the proposed redevelopment project area meets the statutory criteria for designation as a "blighted area," "conservation area" or "industrial park conservation area." A redevelopment plan must then be prepared pursuant to Sections 65 ILCS 5/11-74.4-3, et seq. of the Act, which describes the development or redevelopment program intended to be undertaken to reduce or eliminate those conditions which qualified the redevelopment project area as a "blighted area," "conservation area," or combination thereof, or "industrial park conservation area," and thereby enhance the tax base of the taxing districts which extend into the redevelopment project area.

In order to be adopted, a municipality seeking to qualify a redevelopment project area as a "conservation area" must find that a Plan meets the following conditions pursuant to Section 5/11-74.4-3(n) of the Act:

(1) The redevelopment project area on the whole has not been subject to growth and development through investment by private enterprise and would not be reasonably anticipated to be developed without the adoption of the redevelopment plan; (2) the redevelopment plan and project conform to the comprehensive plan for the development of the municipality as a whole, or, for municipalities with a population of 100,000 or more, regardless of when the redevelopment plan and project was adopted, the redevelopment plan and project either: (i) conforms to the strategic economic development or redevelopment plan issued by the designated planning authority of the municipality, or (ii) includes land uses that have been approved by the planning commission of the municipality; and (3) the redevelopment plan establishes the estimated dates of completion of the redevelopment project and retirement of obligations issued to finance redevelopment project costs (which dates shall not be later than December 31 of the year in which the payment to the municipal treasurer as provided in 65 ILCS 5/11-74.4-8(b) of the Act is to be made with respect to ad valorem taxes levied in the twenty-third calendar year after the year in which the ordinance approving the redevelopment project area is adopted.

Redevelopment projects are defined as any public or private development projects undertaken in furtherance of the objectives of the redevelopment plan in accordance with the Act. The Act provides a means for municipalities, after the approval of a redevelopment plan and project, to redevelop blighted, conservation, or industrial park conservation areas and to finance eligible "redevelopment project costs" with incremental property tax revenues. "Incremental Property Tax" or "Incremental Property Taxes" are derived from the increase in the current equalized assessed value ("EAV") of real property within the redevelopment project area over and above

the “Certified Initial EAV” of such real property. Any increase in EAV is then multiplied by the current tax rate to arrive at the Incremental Property Taxes. A decline in current EAV does not result in a negative Incremental Property Tax.

To finance redevelopment project costs, a municipality may issue obligations secured by Incremental Property Taxes to be generated within the redevelopment project area. In addition, a municipality may pledge towards payment of such obligations any part or any combination of the following:

- (a) net revenues of all or part of any redevelopment project;
- (b) taxes levied and collected on any or all property in the municipality;
- (c) the full faith and credit of the municipality;
- (d) a mortgage on part or all of the redevelopment project; or
- (e) any other taxes or anticipated receipts that the municipality may lawfully pledge.

Tax increment financing does not generate tax revenues. This financing mechanism allows the municipality to capture, for a certain number of years, the new tax revenues produced by the enhanced valuation of properties resulting from the municipality's redevelopment program, improvements and activities, various redevelopment projects, and the reassessment of properties. This revenue is then reinvested in the area through rehabilitation, developer subsidies, public improvements and other eligible redevelopment activities. Under tax increment financing, all taxing districts continue to receive property taxes levied on the initial valuation of properties within the redevelopment project area. Additionally, taxing districts can receive distributions of excess Incremental Property Taxes when annual Incremental Property Taxes received exceed principal and interest obligations for that year and redevelopment project costs necessary to implement the redevelopment plan have been paid and such excess Incremental Property Taxes are not otherwise required, pledged or otherwise designated for other redevelopment projects. Taxing districts also benefit from the increased property tax base after redevelopment project costs and obligations are paid.

The City authorized an evaluation to determine whether a portion of the City, to be known as the Ravinia Business District Redevelopment Project Area, qualifies for designation as a conservation area pursuant to the provisions contained in the Act. If the Project Area is so qualified, the City requested the preparation of a redevelopment plan for the Project Area in accordance with the requirements of the Act.

### **Ravinia Business District Redevelopment Project Area Overview**

The Project Area is approximately 24.7 acres in size and consists entirely of improved property. There are 54 tax parcels located on nine tax blocks within the Project Area. Six tax blocks contain buildings. Three tax blocks are improved with park and parking facilities and do not contain structures.

In order to be designated as a conservation area, 50% or more of the buildings within the Project Area must be 35 years of age or older. The Project Area contains 34 buildings, 26 of which were built in 1970 or earlier, representing 76% of all buildings.

The Project Area is characterized by:

- Obsolescence;
- Deterioration;
- Presence of structures below minimum code standards;
- Excessive vacancies;
- Inadequate utilities;
- Excessive land coverage or overcrowding of community facilities;
- Deleterious land use or layout;
- Lack of community planning; and
- Lagging or declining equalized assessed valuation (EAV).

As a result of these conditions, the Project Area is in need of revitalization and redevelopment. In recognition of the unrealized potential of the Project Area, the City is taking action to facilitate its improvement. The Project Area, as a whole, has not been subject to significant or successful growth and development by private enterprise and would not reasonably be anticipated to be developed without the adoption of the Plan.

The *Eligibility Study*, attached hereto as *Appendix C*, concludes that property in this area is experiencing deterioration and disinvestment and is likely to become blighted without public intervention. The analysis of conditions within the Project Area indicates that it is appropriate for designation as a conservation area in accordance with the Act.

The purpose of the Plan is to create a mechanism to allow for the improvement of the area's physical environment and infrastructure, furthering the City's interest in stabilizing and strengthening this retail district to serve the community and support the City's tax base, and taking the public actions needed to keep the Project Area from becoming blighted as defined in the "Act."

The Plan has been formulated in accordance with the provisions of the Act. This document is a guide to all proposed public and private actions in the Project Area.

## 2. PROJECT AREA DESCRIPTION

The proposed boundaries of the City of Highland Park Ravinia Business District Redevelopment Project Area are shown in *Figure 1: Redevelopment Project Area Boundary Map* (see *Appendix A*). The Project Area is approximately 24.7 acres in size. A legal description of the Project Area is included as *Appendix B* of this document. The Project Area includes only those contiguous parcels that are anticipated to be substantially benefited by the proposed redevelopment project improvements and, which, collectively qualify for designation as a “conservation area.”

### Community Context

The Project Area is part of the Ravinia community that was annexed to the City of Highland Park in 1899. Ravinia takes its name from the series of ravines that lead to Lake Michigan. Bounded on the east by Lake Michigan, on the south by the Ravinia Festival, by Green Bay Road on the west and the Cedar Avenue Ravine on the north, Ravinia remains a small village within the City of Highland Park. The Project Area, located on either side of Roger Williams Avenue serves as the business center for the Ravinia neighborhood.

The development of Ravinia cannot be separated from the development of the Ravinia Amusement Park, which opened in 1904. The park was built to stimulate business for the train station platform built at the west side of the park by the Bluff City Electric Railway Company. The Ravinia Amusement Park and its successor, the Ravinia Festival have brought music lovers to the area each summer ever since.

The prominence of the Ravinia neighborhood as Highland Park’s southern gateway, encouraged plans for a business district located to the east of the Ravinia train station. The City Beautification Commission was instrumental in creating an initial 1917 design that included a fountain square, grand plaza, theater, music and art studios, assembly hall, restaurant and winter garden. World War I delayed construction, but a modified plan was completed in 1929 that brought eight new stores and 15 apartments to Roger Williams Avenue. Only one retail establishment chose to locate in the mostly unoccupied area west of the tracks, which was not annexed to Highland Park until 1927. The Ravinia fire station was built west of the tracks in 1929, and one year later, the Park District of Highland Park acquired property along the railroad for Brown Park.

While development at the east end of the Project Area occurred in a consistent fashion, development to the west has been more sporadic, with spurts of development activity following World War II and again in the late 1960’s and early 1970’s. The most recent development projects include the development of ten three-bedroom affordable townhouse units by the Highland Park Housing Commission, the construction of a Walgreens drug store on Roger Williams Avenue and a new mixed use development at the corner of Roger Williams Avenue and Burton Avenue in 2004, which remains mostly vacant.

## **Current Land Use and Community Facilities**

The Project Area contains a mix of single-story commercial buildings and a few two and three story structures. The current land use mix is shown in *Figure 2: Existing Land Use Map*. Two parks are located within the Project Area. Brown Park is located along the Metra tracks on the south side of Roger Williams Avenue. Jens Jensen Park is located east of the train tracks also on the south side of Roger Williams Avenue. Snyder Park is located immediately north of the Project Area. Public uses represent an important component of the land use mix. In addition to the two parks operated by the Park District of Highland Park, public parking to serve shoppers and commuters is also provided in several lots in the Project Area. The public parking is particularly important because there is little off-street parking provided by private property owners for business patrons or residents of the Project Area.

Most of the land within the Project Area is zoned B2 – Ravinia Commercial District and is also governed by the B2-RW: Roger Williams Commercial District Overlay Zone. Only retail or retail-oriented service uses are allowed as first floor uses. Service uses are allowed and encouraged on upper floors. The intent is to establish and maintain a pedestrian oriented retail district that builds upon the historic character of the Ravinia neighborhood.

The portion of the Project Area on the north side of Roger Williams Avenue between Broadview Avenue and Green Bay Road is zoned for RM-2: High Density Residential District which allows for multi-family use. The Housing Commission's affordable housing development is zoned R6: Medium Density Residential District.

Public policy with respect to the Ravinia Business District is for it to evolve as a pedestrian-friendly, transit-oriented neighborhood retail district. Changes to zoning and development regulations have been made in response to planning recommendations over the past 15 years to guide this transition.

One of the challenges for this area is the need to upgrade public infrastructure so that it is keeping with the desired character and image for the area.

## **Transportation Characteristics**

The Project Area is located between Green Bay and Sheridan Roads, which connect a number of North Shore communities to the north and south of Highland Park. St. Johns Avenue links the Project Area with downtown Highland Park.

The Project Area is bisected by Metra's Union Pacific North Line and is served by the Ravinia station. This Metra line provides weekday and weekend service between Kenosha and downtown Chicago. Each weekday, 24 inbound and 23 outbound trains stop at the Ravinia station. Saturday and Sunday service includes 11 and 8 trains in each direction respectively.

### **3. ELIGIBILITY OF THE PROJECT AREA FOR DESIGNATION AS A CONSERVATION AREA**

The Project Area, on the whole, has not been subject to significant or sustained growth and development through investment by private enterprise. Based on the conditions present, the Project Area is not likely to be comprehensively or effectively developed without the adoption of the Plan. A series of studies were undertaken to establish whether the proposed Project Area is eligible for designation as a conservation area in accordance with the requirements of the Act. This analysis concluded that the Project Area so qualifies.

The Project Area contains a total of 54 tax parcels. Most of these properties fall within the City's B-2: Ravinia Commercial District and B2-RW: Roger Williams Commercial District Overlay Zone. The remaining parcels are located in the RM2: High Density Residential District or the R6: Medium Density Residential District.

In order to be designated as a conservation area, 50% or more of buildings within the Project Area must be 35 years of age or older. Once the age requirement has been met, the presence of three of the 13 conditions set forth in the Act is required for designation as a conservation area. These factors must be meaningfully present and reasonably distributed within the Project Area. Of the 13 factors cited in the Act for improved property, eight factors are present to a major extent within the Project Area. Each of these factors is reasonably distributed. The following have been used to establish eligibility for designation as a conservation area:

- Obsolescence;
- Deterioration;
- Presence of structures below minimum code standards; and
- Excessive vacancies
- Inadequate utilities;
- Excessive land coverage or overcrowding of community facilities;
- Lack of community planning; and
- Lagging or declining equalized assessed valuation.

The following factor was found to be present to a more limited extent:

- Deleterious land use or layout.

This factor was not used to establish eligibility of the area, but helps to illustrate the need for public intervention to prevent the Project Area from becoming blighted. For more detail on the basis for eligibility, refer to the Study in *Appendix C*.

## **Need for Public Intervention**

Public intervention is needed to achieve the City's development objectives for the Project Area. Deterioration is occurring, especially with respect to public infrastructure. Private investment is more likely to occur where there is evidence of public interest in the area. Treatment and improvement of this conservation area through redevelopment and public improvement projects is essential to the public interest.

While there have been a few attempts at new private mixed use development, to date, these efforts have not been successful. A mixed use building was recently completed, but few of the residential units have been sold and the retail frontage remains vacant. Several other sites appear to be suited for future private development, but until the market begins to recognize the economic potential of the Ravinia Business District, private investment is unlikely to occur.

For nearly 15 years, local efforts to improve the viability of the Ravinia Business District as a pedestrian-friendly retail environment have been underway. While zoning regulations have been modified and development standards established to achieve the desired development pattern and level of retail vitality, the City now recognizes that it must take a more active role with respect to streetscape enhancements and other actions needed to stimulate and support private investment within the Project Area.

## **4. REDEVELOPMENT PLAN GOALS AND OBJECTIVES**

The proposed Redevelopment Plan and Project is consistent with City plans for the area which emphasize mixed-use pedestrian-oriented development. The land uses described in Section 7 of this Plan, *General Land Use Plan and Map*, and presented in *Figure 3: Land Use Plan* (see *Appendix A*) are consistent with the Highland Park Comprehensive Plan and Zoning Ordinance. The following goals and objectives are provided to guide development in the Project Area.

### **General Goals**

- Reduce or eliminate deleterious conditions.
- Provide for the orderly transition from obsolete land uses to more appropriate land use patterns.
- Provide opportunities for mixed use development.
- Enhance the retail sales tax base of the Project Area to support the City's economic development objectives.
- Enhance the community character and historic features of the Ravinia Business District as a pedestrian-friendly, transit-oriented retail environment.

### **Redevelopment Objectives**

- Encourage private investment within the Project Area.
- Facilitate redevelopment of underutilized property for uses that have demonstrated market support.
- Create an attractive environment that supports commercial and mixed use redevelopment.
- Provide an adequate supply of conveniently located and attractively designed parking to accommodate shoppers, business patrons, residents and employees.
- Provide streetscape enhancements to support creation of a vibrant retail environment.
- Undertake utility and other public infrastructure improvements needed to adequately serve the area.
- Improve public facilities in order to create an attractive setting for private investment.

### **Design Objectives**

- Create an attractive and business district environment that is pedestrian-oriented and different from other nearby commercial areas.
- Encourage visually attractive buildings, rights-of-way and open spaces.
- Require high standards of design in accordance with the policies of the Highland Park Design Review Commission.

## **5. REDEVELOPMENT PLAN**

The City proposes to achieve its redevelopment goals and objectives for the Project Area through the use of public financing techniques, including tax increment financing, and by undertaking some or all of the following actions:

### **Property Assembly, Site Preparation and Environmental Remediation**

To meet the goals and objectives of the Plan, the City may acquire and assemble property throughout the Project Area. Land assemblage by the City may be by purchase, exchange, donation, lease, or eminent domain, and may be for the purpose of (a) sale, lease or conveyance to private developers, or (b) sale, lease, conveyance or dedication for the construction of public improvements or facilities. Furthermore, the City may require written redevelopment agreements with developers before acquiring any properties. As appropriate, the City may devote acquired property to temporary uses until such property is scheduled for disposition and development.

In connection with the City exercising its power to acquire real property, including the exercise of the power of eminent domain, under the Act in implementing the Plan, the City will follow its customary procedures of land acquisition. Acquisition of such real property as may be authorized by the City does not constitute a change in the nature of this Plan. The acquisition of such property may be paid for using TIF funds.

### **Provision of Public Improvements and Facilities**

Adequate public improvements and facilities may be provided to service the Project Area. Public improvements and facilities may include, but are not limited to streetscape enhancements, parking, infrastructure improvements involving streets, water and sewer lines and parks.

### **Rehabilitation**

In order to ensure that the Project Area does not become blighted and to enhance the revenue generation potential of existing buildings within the Project Area, rehabilitation and façade improvements may be considered. Rehabilitation of existing buildings may include both public and private facilities.

### **Intergovernmental and Redevelopment Agreements**

The City may enter into redevelopment agreements or intergovernmental agreements with private entities or public entities to construct, rehabilitate, renovate or restore private or public improvements on one or several parcels (collectively referred to as "Redevelopment

Projects”). Such redevelopment agreements may be needed to support the rehabilitation or construction of allowable private improvements, in accordance with the Plan; incur costs or reimburse developers for other eligible redevelopment project costs as provided in the Act in implementing the Plan; insure that the Redevelopment Project is constructed and operated as delineated in the Plan; and provide public improvements and facilities which may include, but are not limited to utilities, streetscape enhancements, signalization, parking, surface right-of-way improvements, and community amenities.

Terms of redevelopment as part of this redevelopment project may be incorporated in the appropriate redevelopment agreements. For example, the City may agree to reimburse a developer for incurring certain eligible redevelopment project costs under the Act. The City may also require a developer to enter into a recapture agreement with respect to certain streetscape improvement costs that would normally be required by the City. Such agreements may contain specific development controls as allowed by the Act.

### **Financial Impact on Taxing Districts**

The Act requires an assessment of any financial impact of the Project Area on, or any increased demand for services from, and any taxing district affected by the Plan and a description of any program to address such financial impacts or increased demand. The City intends to monitor development in the Project Area and with the cooperation of the other affected taxing districts will attempt to ensure that any increased needs are addressed in connection with any particular development.

### **Analysis, Professional Services and Administrative Activities**

The City may undertake or engage professional consultants, including planners, engineers, architects, attorneys, and others to conduct various analyses, studies, administrative or legal services to establish, implement, and manage the Plan, or market the land within the Project Area for private development.

## **6. REDEVELOPMENT PROJECT DESCRIPTION**

The Plan seeks to encourage enhancement of the Project Area as a neighborhood business district and attract new private investment to the area. A primary focus of the Plan is to allow necessary improvements for parking and public infrastructure to be scheduled in a timely way. This strategic approach is needed to ensure that the Project Area does not become a drain on municipal resources.

The Plan recognizes that new investment in commercial property is needed to improve the Project Area. Attracting new private investment may require the redevelopment of existing properties. Proposals for infrastructure improvements will stress projects that serve and benefit the Ravinia Business District. A comprehensive program of aesthetic enhancements will include streetscape and landscaping improvements to support appropriate new development. The components will create the quality environment required to sustain the revitalization of the Project Area. The major physical improvement elements anticipated as a result of implementing the proposed Plan are outlined below.

### **Commercial/Residential Mixed-Use Development**

Redevelopment of obsolete commercial properties will be encouraged. While the Plan does not contemplate any actions that would result in the demolition of ten or more inhabited dwelling units within the Project Area, over the 23 year life of the TIF district dwelling units may be replaced as a result of future private development activity. In accordance with established zoning regulations, ground floor uses within the B2-RW: Roger Williams Commercial District Overlay Zone will be limited to retail or retail-oriented service uses to promote a pedestrian-friendly shopping environment.

### **Residential Development**

Multi-family residential development will be encouraged in locations that are appropriately zoned for residential use. The development may take the form of townhouses, apartments, condominiums or other permitted residential building types. Developers will be required to meet the City's affordable housing requirements.

### **Public Improvements**

Improvements to public infrastructure and facilities are needed to complement and attract private sector investment. Infrastructure improvements may include:

- New water and sewer infrastructure;
- New street lighting;
- New landscaping in compliance with City ordinances;

- Park improvements
- Construction or rehabilitation of parking or other public facilities that meet the needs of the community; and
- Streetscape improvements to enhance the value of private property.

## 7. GENERAL LAND USE PLAN AND MAP

*Figure 3: Land Use Plan (see Appendix A), identifies land use policies to be pursued in the implementation of the Plan. The land use categories planned for the Project Area include mixed use, residential and public.*

### **Mixed Use**

The mixed use land use category is intended to promote ground floor retail, restaurant and service uses with office or residential uses permitted above the ground floor. This land use designation applies to portions of the Project Area where retail facilities and supportive commercial uses will be used to create a coordinated retail environment.

### **Residential**

Residential development will be encouraged in the portions of the Project Area that are residentially zoned.

### **Public**

Public uses include parking, parks and public buildings such as the fire station. The public use category reflects current public uses, but is not intended to foreclose future development as determined by the applicable public property owner to be necessary and beneficial to the overall goals of this Plan.

The *Land Use Plan* allows for a prudent level of flexibility in land use policy to respond to future market forces, and is intended to serve as a guide for future land use improvements and developments within the Project Area. The *Land Use Plan* is intended to serve as a broad guide for land use and redevelopment policy. The plan is general in nature to allow adequate flexibility to respond to shifts in the market and private investment.

The land uses proposed for the Project Area are consistent with the redevelopment goals of this Plan and are generally consistent with the land use designation contained in the Highland Park Comprehensive Plan and Zoning Ordinance. The anticipated land use mix is supportive of the City's goal of clustering retail uses and exposing such uses to maximum pedestrian traffic. The intent is to establish a pedestrian-oriented retail district that provides for comparison and complementary shopping among retail uses. The permitted retail uses are broader than those found in a typical neighborhood commercial district, but are intentionally limited in scale so that the resulting traffic can be adequately handled by the existing street system.

These land use strategies are intended to direct development toward the most appropriate land use pattern for the various portions of the Project Area and enhance the overall development of the Project Area in accordance with the goals and objectives of the Plan. Locations of specific

uses, or public infrastructure improvements, may vary from the *Land Use Plan* as a result of more detailed planning and site design activities. Such variations are permitted without amendment to the Plan as long as they are consistent with the Plan's goals and objectives and the land uses and zoning approved by the City of Highland Park.

## **8. REDEVELOPMENT PLAN FINANCING**

Tax increment financing is an economic development tool designed to facilitate the redevelopment of blighted areas and to arrest decline in areas that may become blighted without public intervention. It is expected that tax increment financing will be an important means, although not necessarily the only means, of financing improvements and providing development incentives in the Project Area throughout its 23-year life.

Tax increment financing can only be used when private investment would not reasonably be expected to occur without public assistance. The Act sets forth the range of public assistance that may be provided.

It is anticipated that expenditures for redevelopment project costs will be carefully staged in a reasonable and proportional basis to coincide with expenditures for redevelopment by private developers and the projected availability of tax increment revenues.

The various redevelopment expenditures that are eligible for payment or reimbursement under the Act are reviewed below. Following this review is a list of estimated redevelopment project costs that are deemed to be necessary to implement this Plan (the "Redevelopment Project Costs").

In the event the Act is amended after the date of the approval of this Plan by the Highland Park City Council to (a) include new eligible redevelopment project costs, or (b) expand the scope or increase the amount of existing eligible redevelopment project costs (such as, for example, by increasing the amount of incurred interest costs that may be paid under 65 ILCS 5/11-74.4-3(q)(11)), this Plan shall be deemed to incorporate such additional, expanded or increased eligible costs as Redevelopment Project Costs under the Plan, to the extent permitted by the Act. In the event of such amendment(s) to the Act, the City may add any new eligible redevelopment project costs as a line item in *Table 1: Estimated Redevelopment Project Costs* or otherwise adjust the line items in *Table 1* without amendment to this Plan, to the extent permitted by the Act. In no instance, however, shall such additions or adjustments result in any increase in the total Redevelopment Project Costs without a further amendment to this Plan.

### **Eligible Redevelopment Project Costs**

Redevelopment project costs include the sum total of all reasonable or necessary costs incurred, or estimated to be incurred, or incidental to the Plan pursuant the Act. Eligible costs may include, without limitation, the following:

1. Costs of studies and surveys, development of plans and specifications, implementation and administration of the Plan including, but not limited to, staff and professional service costs for architectural, engineering, legal, financial, planning or other services (excluding

lobbying expenses), provided however, that no charges for professional services may be based on a percentage of the tax increment collected;

2. The cost of marketing sites within the Project Area to prospective businesses, developers and investors;
3. Property assembly costs, including, but not limited to, acquisition of land and other property, real or personal, or rights or interests therein, demolition of buildings, site preparation, site improvements that serve as an engineered barrier addressing ground level or below ground environmental contamination, including, but not limited to parking lots and other concrete or asphalt barriers, and the clearing and grading of land;
4. Costs of rehabilitation, reconstruction, repair or remodeling of existing public or private buildings, fixtures and leasehold improvements; and the cost of replacing an existing public building, if pursuant to the implementation of a redevelopment project, the existing public building is to be demolished to use the site for private investment or devoted to a different use requiring private investment;
5. Costs of the construction of public works or improvements subject to the limitations in Section 11-74.4-3(q)(4) of the Act;
6. Costs of job training and retraining projects including the cost of "welfare-to-work" programs implemented by businesses located within the Project Area and such proposals featuring a community-based training program which ensures maximum reasonable employment opportunities for residents of the Project Area with particular attention to the needs of those residents who have previously experienced inadequate opportunities and development of job-related skills, including residents of public and other subsidized housing and people with disabilities.
7. 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 there under, including interest accruing during the estimated period of construction of any redevelopment project for which such obligations are issued and for a period not exceeding 36 months following completion and including reasonable reserves related thereto.
8. To the extent the City, by written agreement accepts and approves the same, all or a portion of a taxing district's capital costs resulting from the Redevelopment Project necessarily incurred or to be incurred within a taxing district in furtherance of the objectives of the Plan.
9. Relocation costs, to the extent that the City determines that relocation costs shall be paid or is required to make payment of relocation costs by state or federal law or in accordance with the requirements of Section 74.4-3(n)(7) of the Act (see "Relocation" section);
10. Payment in lieu of taxes, as defined in the Act;

11. Costs of job training, retraining, 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 Project Area; and (ii) when incurred by a taxing district or taxing districts other than the City, are set forth in a written agreement by or among the City 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, 110 ILCS 805/3-37, 805/3-38, 805/3-40 and 805/3-40.1, and by school districts of costs pursuant to Sections 10-22.20a and 10-23.3a of the School Code, 105 ILCS 5/10-22.20a and 5/10-23.3a.
12. Interest costs incurred by a developer related to the construction, renovation or rehabilitation of a redevelopment project provided that:
  - such costs are to be paid directly from the special tax allocation fund established pursuant to the Act;
  - 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;
  - if there are not sufficient funds available in the special tax allocation fund to make the payment pursuant to this provision, then the amounts so due shall accrue and be payable when sufficient funds are available in the special tax allocation fund;
  - the total of such interest payments paid pursuant to the Act may not exceed 30% of the total: (i) cost paid or incurred by the redeveloper for such redevelopment project, plus (ii) redevelopment project costs excluding any property assembly costs and any relocation costs incurred by the City pursuant to the Act; and
  - up to 75% of the interest cost incurred by a redeveloper for the financing of rehabilitated or new housing units for low-income households and very low-income households, as defined in Section 3 of the Illinois Affordable Housing Act.
13. The cost of constructing new privately-owned buildings is not an eligible redevelopment project cost, unless specifically authorized by the Act;
14. An elementary, secondary or unit school district's increased costs attributable to assisted housing units will be reimbursed as provided for in the Act;
15. Up to 50% of the cost of construction, renovation and/or rehabilitation of all low-income and very low-income housing units (for ownership or rental) as defined in Section 3 of the Illinois Affordable Housing Act. If the units are part of a residential redevelopment project that includes units not affordable to low-income and very low-income households, only the low- and very low-income households shall be eligible for benefits under the Act; and

16. The cost of day care services for children of employees from low-income families working for businesses located within the Project Area and all or a portion of the cost of operation of day care centers established by Project Area businesses to serve employees from low-income families working in businesses located in the Project Area, within a municipality with a population of more than 100,000. For the purposes of this paragraph, "low-income families" means families whose annual income does not exceed 80% of the City, county or regional median income as determined from time to time by the United States Department of Housing and Urban Development.

If a special service area has been established pursuant to the Special Service Area Tax Act, 35 ILCS 235/0.01 *et seq.*, then any tax increment revenues derived from the tax imposed pursuant to the Special Service Area Tax Act may be used within the Project Area for the purposes permitted by the Special Service Area Tax Act as well as the purposes permitted by the Act.

### **Estimated Project Costs**

A range of activities and improvements may be required to implement the Plan. The proposed eligible activities and their estimated costs over the life of the Project Area are briefly described below and shown in *Table 1: Estimated Redevelopment Project Costs*.

1. Professional services including planning studies, legal, surveys, real estate marketing costs, fees and other costs related to the implementation and administration of the Plan. This budget element provides for studies and survey costs for planning and implementation of the project, including planning and legal fees, architectural and engineering, development site marketing, and financial and special service costs. *(Estimated cost: \$250,000)*
2. Property assembly costs, including, but not limited to, acquisition of land and other property, real or personal, or rights or interests therein, and other appropriate and eligible costs needed to prepare the property for redevelopment. These costs may include the reimbursement of acquisition costs incurred by private developers. Land acquisition may include acquisition of both improved and vacant property in order to create development sites, accommodate public rights-of-way or to provide other public facilities needed to achieve the goals and objectives of the Plan. Property assembly costs also include: demolition of existing improvements, including clearance of blighted properties or clearance required to prepare sites for new development, site preparation, including grading, and other appropriate and eligible site activities needed to facilitate new construction, relocation, if required under the Act, and environmental remediation costs associated with property assembly which are required to render the property suitable for redevelopment. *(Estimated cost: \$500,000)*
3. Rehabilitation, reconstruction, repair or remodeling of existing public or private buildings. This budget focused primarily on façade improvements that are intended to ensure that the Ravinia Business continues to contribute positively to the City of Highland Park and the surrounding neighborhood. *(Estimated cost: \$500,000)*

4. Construction of public improvements, infrastructure and facilities. These improvements are intended to improve public infrastructure within the Project Area, stimulate private investment and address other identified public improvement needs, and may include all or a portion of a taxing district's eligible costs, including increased costs attributable to assisted housing units within the Project Area in accordance with the requirements of the Act. Public improvements are expected to initially focus on streetscape enhancements and landscape improvements. *(Estimated cost: \$8,000,000)*
5. Interest costs incurred by a developer as approved by the City of Highland Park and permitted by the Act. *(Estimated cost: \$500,000)*
6. Financing costs as permitted under the Act. *(Estimated cost: \$250,000)*

The estimated gross eligible project costs over the life of the Project Area total approximately \$10 million. All project cost estimates are in 2005 dollars. Any bonds issued to finance portions of the redevelopment project may include an amount of proceeds sufficient to pay customary and reasonable charges associated with issuance of such obligations, as well as to provide for capitalized interest and reasonably required reserves. The total project cost figure excludes any costs for the issuance of bonds. Adjustments to estimated line items, which are upper estimates for these costs, are expected and may be made without amendment to the Plan.

Additional funding from other sources such as federal, state, county, or local grant funds may be utilized to supplement the City's ability to finance Redevelopment Project Costs identified above.

**Table 1:**  
**ESTIMATED REDEVELOPMENT PROJECT COSTS**

<b>Eligible Expense</b>	<b>Estimated Cost</b>
Analysis, Administration, Studies, Surveys, Legal, Marketing, etc.	\$250,000
Property Assembly including Acquisition, Site Prep and Demolition, Relocation (if required under the Act), and Environmental Remediation	\$500,000
Rehabilitation	\$500,000
Public Works & Improvements, including streets, utilities, public open space and other public amenities <sup>[1]</sup>	\$8,000,000
Interest Costs	\$500,000
Financing Costs	\$250,000
<b>TOTAL REDEVELOPMENT COSTS</b> <sup>[2][3]</sup>	<b>\$10,000,000<sup>4]</sup></b>

<sup>1</sup>This category may also include paying for or reimbursing (i) an elementary, secondary or unit school district's increased costs attributed to assisted housing units, and (ii) capital costs of taxing districts impacted by the redevelopment of the Project Area. As permitted by the Act, to the extent the City by written agreement accepts and approves the same, the City may pay, or reimburse all, or a portion of a taxing district's capital costs resulting from a redevelopment project necessarily incurred or to be incurred within a taxing district in furtherance of the objectives of the Plan.

<sup>2</sup>Total Redevelopment Project Costs exclude any additional financing costs, including any interest expense, capitalized interest and costs associated with optional redemptions. These costs are subject to prevailing market conditions and are in addition to Total Redevelopment Project Costs.

<sup>3</sup>The amount of the Total Redevelopment Project Costs that can be incurred in the Project Area will be reduced by the amount of redevelopment project costs incurred in contiguous redevelopment project areas, or those separated from the Project Area only by a public right-of-way, that are permitted under the Act to be paid, and are paid, from incremental property taxes generated in the Project Area, but will not be reduced by the amount of redevelopment project costs incurred in the Project Area which are paid from incremental property taxes generated in contiguous redevelopment project areas or those separated from the Project Area only by a public right-of-way.

<sup>4</sup>Increases in estimated Total Redevelopment Project Costs of more than five percent, after adjustment for inflation from the date of the Plan adoption, are subject to the Plan amendment procedures as provided under the Act.

Additional funding from other sources such as federal, state, county, or local grant funds may be utilized to supplement the City's ability to finance Redevelopment Project Costs identified above.

## **Sources of Funds**

The funds necessary to pay for Redevelopment Project Costs and secure municipal obligations issued for such costs are to be derived primarily from Incremental Property Taxes. Other sources of funds which may be used to pay for Redevelopment Project Costs or secure municipal obligations are land disposition proceeds, state and federal grants, investment income, private financing, and other legally permissible funds as the City may deem appropriate. The City may incur redevelopment project costs (costs for line items listed on *Table 1: Estimated Redevelopment Project Costs*) which are paid for from funds of the City other than incremental taxes, and the City may then be reimbursed for such costs from incremental taxes. Also, the City

may permit the utilization of guarantees, deposits and other forms of security made available by private sector developers.

Additionally, the City may utilize revenues, other than State sales tax increment revenues, received under the Act from one redevelopment project area for eligible costs in another redevelopment project area that is either contiguous to, or is separated only by a public right-of-way from, the redevelopment project area from which the revenues are received.

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

The Project Area may become contiguous to, or be separated only by a public right-of-way from, redevelopment project areas created under the Industrial Jobs Recovery Law (65 ILCS 5/11-74.61-1 *et seq.*). If the City finds that the goals, objectives and financial success of such contiguous redevelopment project areas, or those separated only by a public right-of-way, are interdependent with those of the Project Area, the City may determine that it is in the best interests of the City and the furtherance of the purposes of the Plan that net revenues from the Project Area be made available to support any such redevelopment project areas and vice versa. The City therefore proposes to utilize net incremental revenues received from the Project Area to pay eligible redevelopment project costs (which are eligible under the Industrial Jobs Recovery Law referred to above) in any such areas, and vice versa. Such revenues may be transferred or loaned between the Project Area and such areas. The amount of revenue from the Project Area so made available, when added to all amounts used to pay eligible redevelopment project costs within the Project Area, or other areas described in the preceding paragraph, shall not at any time exceed the total redevelopment project costs described in *Table 1: Estimated Redevelopment Project Costs*.

Development of the Project Area would not be reasonably expected to occur without the use of the incremental revenues provided by the Act. Redevelopment project costs include those eligible project costs set forth in the Act. Tax increment financing or other public sources will be used as needed to secure commitments for private redevelopment activity or meet identified public improvement needs.

### **Nature and Term of Obligations to be Issued**

The City may issue obligations secured by Incremental Property Taxes pursuant to Section 11-74.4-7 of the Act. To enhance the security of a municipal obligation, the City may pledge its full faith and credit through the issuance of general obligation bonds. Additionally, the City may provide other legally permissible credit enhancements to any obligations issued pursuant to the Act.

The redevelopment project shall be completed, and all obligations issued to finance redevelopment costs shall be retired, no later than December 31 of the year in which the payment to the City Treasurer as provided in the Act is to be made with respect to ad valorem taxes levied in the twenty-third calendar year following the year in which the ordinance approving the Project Area is adopted (i.e., assuming City Council approval of the Project Area and Plan in 2005, by 2029). Also, the final maturity date of any such obligations which are issued may not be later than 20 years from their respective dates of issue. One or more series of obligations may be sold at one or more times in order to implement this Plan. Obligations may be issued on a parity or subordinated basis.

While the Plan and Project Area can have a life of up to 23 years under the Act, the City will endeavor to implement the improvements described in the Plan in a timely manner, with the hope of allowing the TIF to be terminated at an earlier date.

In addition to paying Redevelopment Project Costs, Incremental Property Taxes may be used for the scheduled retirement of obligations, mandatory or optional redemptions, establishment of debt service reserves and bond sinking funds. To the extent that Incremental Property Taxes are not needed for these purposes, and are not otherwise required, pledged, earmarked or otherwise designated for the payment of Redevelopment Project Costs, any excess Incremental Property Taxes shall then become available for distribution annually to taxing districts having jurisdiction over the Project Area in the manner provided by the Act.

### **Most Recent Equalized Assessed Valuation**

The purpose of identifying the most recent equalized assessed valuation (“EAV”) of the Project Area is to provide an estimate of the initial EAV, which the Lake County Clerk will certify for the purpose of annually calculating the incremental EAV and incremental property taxes of the Project Area. The 2004 EAV of all taxable parcels within the Project Area is \$6,643,900. This total EAV amount by Parcel Identification Number (PIN) is summarized in *Appendix D* and is subject to verification by the Lake County Clerk. After verification, the final figure shall be certified by the Lake County Clerk, and after the City files its ordinance creating a tax increment financing district in accordance with the Act shall become the Certified Initial EAV from which all incremental property taxes in the Project Area will be calculated by Lake County.

### **Anticipated Equalized Assessed Valuation**

By the tax year 2028 (collection year 2029) and following the substantial completion of the Ravinia Business District Redevelopment Project, the EAV of the Project Area is estimated to be approximately \$28 million. This estimate is based on several key assumptions, including: 1) redevelopment of the Project Area will occur in a timely manner; 2) an estimated annual inflation rate in EAV of 2.5 percent through 2028); and 3) the 2004 Lake County state equalization factor of 1.00 is used in all years to calculate estimated EAV.

## **Financial Impact on Taxing Districts**

The Act requires an assessment of any financial impact of the Project Area on, or any increased demand for services from, any taxing district affected by the Plan and a description of any program to address such financial impacts or increased demand. The City intends to monitor development in the Project Area and with the cooperation of the other affected taxing districts will attempt to ensure that any increased needs are addressed in connection with any particular development.

The following taxing districts presently have the authority to levy taxes on some or all of the properties located within the Project Area:

City of Highland Park: The City is responsible for the provision of a wide range of municipal services, including police and fire protection, capital improvements and maintenance, public works and library services.

Park District of Highland Park: The Park District provides park and recreation services to residents within its jurisdiction. There are two parks within the Project Area. Jens Jensen Park is located in the triangle bounded by Roger Williams, Dean and Judson Avenues. Brown Park is located on the south side of Roger Williams Avenue between the Metra tracks and Burton Avenue. Snyder Park borders the Project Area on the north.

North Shore Sanitary District: The Project Area is within the boundaries of the North Shore Sanitary District which provides water and sewer service.

North Shore School District 112: The district serves more than 4,400 students living in the Highland Park, Highwood and Fort Sheridan communities. There are no public schools located within the Project Area boundaries.

Township High School District 113: The high school district operates two high school campuses: Deerfield High School and Highland Park High School. Neither of these facilities are within the Project Area.

Junior College District 532: The Community College District is a unit of the State of Illinois system of public community colleges, whose objective is to meet the educational needs of residents of the City and other students seeking higher education programs and services.

Lake County: The County has principal responsibility for the protection of persons and property and the maintenance of County highways.

Lake County Forest Preserve District: The Forest Preserve District is responsible for acquisition, restoration and management of lands for the purpose of protecting and preserving open space in the City and County for the education, pleasure and recreation of the public.

Moraine Township: Moraine Township is responsible for a variety of services including general assistance and the assessor's office.

The proposed revitalization of the Project Area is expected to create moderate demands on public services as a result of future private redevelopment projects. When completed, developments in the Project Area will generate property tax revenues for all taxing districts. Other revenues may also accrue to the City in the form of sales tax, business fees and licenses, and utility user fees. The costs of some services such as water and sewer service, building inspections, etc. are typically covered by user charges.

For most taxing districts levying taxes on property within the Project Area, increased service demands are expected to be negligible because they are already serving the Project Area. Upon completion of the Plan, all taxing districts are expected to share the benefits of a substantially improved tax base.

It is expected that any increases in demand for the services and programs of the aforementioned taxing districts, associated with the Project Area, can be adequately handled by the existing services and programs maintained by these taxing districts. However, the Project Budget line item for public improvements includes "taxing district capital costs" to address potential demands associated with implementing the Plan.

Real estate tax revenues resulting from increases in the EAV, over and above the Certified Initial EAV established with the adoption of the Plan, will be used to pay eligible redevelopment costs in the Project Area. Following termination of the Project Area, the real estate tax revenues, attributable to the increase in the EAV over the Certified Initial EAV, will be distributed to all taxing districts levying taxes against property located in the Project Area. Successful implementation of the Plan is expected to result in new development and private investment on a scale sufficient to overcome blighted conditions and substantially improve the long-term economic value of the Project Area.

### **Completion of the Redevelopment Project and Retirement of Obligations to Finance Redevelopment Project Costs**

The Plan will be completed, and all obligations issued to finance redevelopment costs shall be retired, no later than December 31st of the year in which the payment to the City Treasurer as provided in the Act is to be made with respect to ad valorem taxes levied in the twenty-third calendar year following the year in which the ordinance approving the Plan is adopted (assuming adoption in 2005, by December 31, 2029).

## **9. HOUSING IMPACT AND RELATED MATTERS**

Amendments to the Act that became effective November 1, 1999, require the preparation of a housing impact study if the Project Area contains 75 or more inhabited residential units unless the City certifies in the Plan that displacement will not result from the Plan or the Plan would not result in the displacement of ten or more inhabited residential units.

This Housing Impact Study has been conducted for the Ravinia Business District Redevelopment Project Area (Project Area) to determine the potential impact of redevelopment on area residents. As set forth in the Tax Increment Allocation Redevelopment Act (the "Act"), if the redevelopment plan for a redevelopment project area would result in the displacement of residents from 10 or more inhabited residential units, or if the redevelopment project area contains 75 or more inhabited residential units and the City is unable to certify that the Plan will not result in the displacement of residents from ten or more inhabited dwelling units, the municipality shall prepare a housing impact study and incorporate the study as part of the separate feasibility report required by subsection (a) of Section 11-74.4-5 (sic) [Section 11-74.4-4.1].

As of February 16, 2005, a date not less than 45 days before the date of the Highland Park City Council action setting the date of the public hearing, the Project Area contained a total of 91 residential units, of which 67 were considered to be inhabited. Because the focus of this Plan is on the conservation of the existing neighborhood business district, demolition of occupied residential units is not contemplated. While there are no current plans to displace any residential units over the 23-year life of the TIF, displacement of ten or more inhabited residential units may occur. Therefore, a housing impact study is required. This Housing Impact Study, which is part of the Ravinia Business District Redevelopment Plan, fulfills this requirement. It is also integral to the formulation of the goals, objectives, and policies of the Plan.

This Housing Impact Study is organized into two parts. Part I describes the housing survey conducted within the Project Area to determine existing housing characteristics. Part II describes the potential impact of the Plan. Specific elements of the Housing Impact Study include:

### **Part I - Housing Survey**

- i. Type of residential unit, either single-family or multi-family.
- ii. The number and type of rooms within the units, if that information is available.
- iii. Whether the units are inhabited or uninhabited, as determined not less than 45 days before the date that the ordinance or resolution required by subsection (a) of Section 11-74.4-5 of the Act is passed.
- iv. Data as to the racial and ethnic composition of the residents in the inhabited residential units, which shall be deemed to be fully satisfied if based on data from the most recent federal census.

## Part II - Potential Housing Impact

- i. The number and location of those units that will be or may be removed.
- ii. The municipality's plans for relocation assistance for those residents in the proposed redevelopment project area whose residences are to be removed.
- iii. The availability of replacement housing for those residents whose residences are to be removed, and the identification of the type, location, and cost of the replacement housing.
- iv. The type and extent of relocation assistance to be provided.

## PART I - HOUSING SURVEY

Part I of this study provides the number, type and size of residential units within the Project Area; the number of inhabited and uninhabited units; and the racial and ethnic composition of the residents in the inhabited residential units.

### Number and Type of Residential Units

The number and type of residential units within the Project Area were identified during the building condition and land use survey conducted as part of the eligibility analysis for the Project Area. This survey, completed on February 16, 2005, revealed that the Project Area contains 11 residential or mixed-use residential buildings containing a total of 91 units. The number of residential units by building type is outlined in *Table 2: Number and Type of Residential Units*.

**Table 2:**  
**NUMBER AND TYPE OF RESIDENTIAL UNITS**

Building Type	Total Buildings	Residential Units		Owner-Occupied Units		Rental Units	
		Total	Inhabited	Total	Inhabited	Total	Inhabited
Multi-Family	5	19	19	9	9	10	10
Mixed-Use (Residential Above Commercial)	6	72	48	10	1	62	47
<b>Total</b>	<b>11</b>	<b>91</b>	<b>67</b>	<b>19</b>	<b>10</b>	<b>72</b>	<b>57</b>

Source: Camiros, Ltd.

### Number and Type of Rooms in Residential Units

The distribution of the 91 residential units within the Project Area by number of rooms and by number of bedrooms is identified in tables within this section. The methodology to determine this information is described below.

### ***Methodology***

In order to describe the distribution of residential units by number and type of rooms within the Project Area, Camiros, Ltd. analyzed 2000 United States Census data by Block Group for those Block Groups encompassed by the Project Area. A Block Group, as defined by the U.S. Census, is a combination of census blocks (a census block is the smallest entity for which the Census Bureau collects and tabulates 100% data). The Block Group is the lowest level of geography for which the Census Bureau tabulates sample, or long-form, data. In this study, we have relied on 2000 federal census sample data because it is the best available information regarding the housing units within the Project Area. The Block Group data available for the Project Area are based on a sampling of residential units. (As the Block Group geographies encompass a greater area beyond the Project Area, numbers will be higher than the actual count.) Based on this data, a proportional projection was made of the distribution of units by the number of rooms and the number of bedrooms in each unit. The results of this survey are outlined in *Table 3: Units by Number of Rooms*, and in *Table 4: Units By Number of Bedrooms*.

**Table 3:**  
**UNITS BY NUMBER OF ROOMS<sup>1</sup>**

Number of Rooms	Percentage (2000)	Current Estimate for Project Area
1 Room	1.0%	0.9
2 Rooms	1.4%	1.3
3 Rooms	4.6%	4.2
4 Rooms	9.3%	8.4
5 Rooms	11.3%	10.3
6 Rooms	20.6%	18.7
7 Rooms	20.9%	19.0
8 Rooms	14.6%	13.3
9+ Rooms	16.4%	14.9
<b>Total</b>	<b>100.0%</b>	<b>91.0</b>

Source: U.S. Census Bureau

<sup>1</sup> As defined by the Census Bureau, for each unit, rooms include living rooms, dining rooms, kitchens, bedrooms, finished recreation rooms, enclosed porches suitable for year-round use, and lodger's rooms. Excluded are strip or Pullman kitchens, bathrooms, open porches, balconies, halls or foyers, half-rooms, utility rooms, unfinished attics or basements, or other unfinished space used for storage. A partially divided room is a separate room only if there is a partition from floor to ceiling, but not if the partition consists solely of shelves or cabinets.

**Table 4:**  
**UNITS BY NUMBER OF BEDROOMS <sup>2</sup>**

Number of Bedrooms	Percentage (2000)	Current Estimate For Project Area
Studio	1.0%	0.9
1 Bedroom	8.2%	7.5
2 Bedrooms	21.6%	19.7
3 Bedrooms	45.1%	41.0
4 Bedrooms	16.9%	15.4
5+ Bedrooms	7.1%	6.5
<b>Total</b>	<b>100.0%</b>	<b>91.0</b>

Source: U.S. Census Bureau

- 2 As defined by the Census Bureau, number of bedrooms includes all rooms intended for use as bedrooms even if they are currently used for some other purpose. A housing unit consisting of only one room, such as a one-room efficiency apartment, is classified, by definition, as having no bedroom.

### **Number of Inhabited Units**

A survey of inhabited dwelling units within the Project Area was conducted by Camiros, Ltd. and completed on February 16, 2005. This survey identified 91 residential units, of which 24 or 26% were identified as vacant. Therefore, there are approximately 67 total inhabited units within the Project Area. As required by the Act, this information was ascertained as of February 16, 2005, which is a date not less than 45 days prior to the date that the resolution required by subsection (a) of Section 11- 74.4-5 of the Act is or will be passed (the resolution setting the public hearing and Joint Review Board meeting dates).

### **Race and Ethnicity of Residents**

The racial and ethnic composition of the residents within the Project Area is identified in *Table 6: Race and Ethnicity Characteristics*, within this section. The methodology to determine this information is described below.

#### ***Methodology***

As required by the Act, the racial and ethnic composition of the residents in the inhabited residential units was determined. Population estimates were made based on data from the 2000 United States Census. Camiros, Ltd. analyzed this data by Census Tract for those Census Tracts encompassed by the Project Area. The Census Tract is the lowest level of geography for which race and ethnicity characteristics have been released from the 2000 Census. Therefore, we have relied on Census Tract data because it is the best available information regarding the residents of the Project Area.

The total population for the Project Area was estimated by multiplying the number of households within the Project Area (67) by the average household size (2.51). Based on the estimated total population, a proportional projection was made of the race and ethnicity characteristics of the residents. According to these projections, there are an estimated 168.2 residents living within the Project Area. The race and ethnic composition of these residents is indicated in *Table 5: Race and Ethnicity Characteristics*.

**Table 5:  
RACE AND ETHNICITY CHARACTERISTICS**

<b>Race</b>	<b>Percentage (2000)</b>	<b>Estimated Residents</b>
White	93.9%	158.0
Black or African American	1.3%	2.3
American Indian and Alaska Native	0.0%	0.0
Asian	3.4%	5.7
Native Hawaiian and Other Pacific Islander	0.0%	0.0
Some Other Race	0.8%	1.4
<b>Total</b>		<b>167.4</b>

<b>Hispanic Origin</b>	<b>Percentage (2000)</b>	<b>Estimated Residents</b>
Hispanic	2.0%	3.4
Non-Hispanic	98.0%	164.7
<b>Total</b>		<b>168.2</b>

Source: 2000 U.S. Census

## **PART II - POTENTIAL HOUSING IMPACT**

Part II contains, as required by the Act, information on any acquisition, relocation program, replacement housing, and relocation assistance.

### **Number and Location of Units That May Be Removed**

The primary objectives of the Plan are to reduce deleterious conditions within the Project Area and upgrade public and private infrastructure to stimulate private investment in the area. While the Plan does not specifically propose redevelopment of current residential use areas, some displacement of residential units may occur in the process of private redevelopment of obsolete buildings that contain a residential component.

There is a possibility that over the 23-year life of the Project Area, some inhabited residential units may be removed as a result of implementing the Plan. In order to meet the statutory requirement of defining the number and location of inhabited residential units that may be removed, a methodology was established that would provide a rough, yet reasonable, estimate. This methodology is described below.

#### ***Methodology***

The methodology used to fulfill the statutory requirements of defining the number and location of inhabited residential units that may be removed involves three steps.

1. Step one counts all inhabited residential units previously identified for acquisition by the City. The City has no plans to acquire inhabited residential units. Therefore, the number of inhabited residential units that may be removed due to identified acquisition is zero.
2. Step two counts the number of inhabited residential units contained on parcels that are deteriorated as defined by the Act and are located on blocks where future

redevelopment may occur. From the survey conducted by Camiros, Ltd., two buildings containing nine residential units were identified within the Project Area. Seven of the nine units were identified as inhabited at the time of the housing impact study survey.

3. Step three counts the number of inhabited residential units that exist where the future land use indicated by the Plan will not include residential uses. After reviewing the Land Use Plan for the Project Area, we determined that none of the inhabited residential units would be impacted by changes to the existing land use. Therefore, the number of inhabited residential units that may be removed due to future land use change is zero.

Based on the above analysis, total of nine units were identified that could potentially be removed during the 23-year life of the Ravinia Business District Redevelopment Project Area. Only seven of these units are currently occupied.

### Replacement Housing

In accordance with Section 11-74.4-3 (n)(7) of the Act, the City shall make a good faith effort to ensure that affordable replacement housing for any qualified displaced resident whose residence is removed is located in or near the Project Area. To promote the development of affordable housing, the Plan requires developers receiving tax increment financing assistance for market-rate housing to set aside at least 20 percent of the units to meet affordability criteria established by the City of Highland Park. Generally, this means affordable rental units should be affordable to households earning no more than 80 percent of the area median income (adjusted for family size). If, during the 23-year life of the Project Area, the acquisition plans change, the City shall make every effort to ensure that appropriate replacement housing will be found in either the Project Area or the surrounding neighborhoods.

The location, type and cost of a sample of possible replacement housing units located within the surrounding area were determined through classified advertisements from the *Chicago Tribune* and *www.rent.com* during the second half of March 2005. The location, type and cost of these units are listed in *Table 6: Survey of Available Rental Housing Units* and *Table 7: Survey of Available for Sale Units*.

**Table 6:**  
**SURVEY OF AVAILABLE RENTAL HOUSING UNITS**

	Location	# of Bedrooms	Rental Price	Amenities
1	Near Downtown	1	\$900	n/a
2	1755 Lake Cook Rd	1	\$1000	n/a
3	1755 Lake Cook Rd	2	\$1875-\$2000	n/a
4	Highland Park	2	\$1390	Garage
5	Highland Park	2	\$1200	Washer/dryer, fireplace, garage
6	Highland Park	2	\$900	n/a
7	511 County Line Road	2	\$995-\$1,250	n/a
8	Highland Park	3	\$1400	Garage

**Table 7:  
SURVEY OF AVAILABLE FOR SALE UNITS**

	Location	Unit Type	# of Bedrooms	Sales Price	Amenities
1	1601 Oakwood	Condo	2	\$285,000	Fireplace, balcony, garage
2	1968 Linden	Townhouse	3	\$369,000	Patio, garage
3	Highland Park	Townhouse	3	\$384,900	Air cond, garage
4	1795 Lake Cook	Condo	2	\$399,000	Air cond, garage, fireplace
5	541 Onwentsia	Condo	3	\$439,000	Garage, fireplace

### **Relocation Assistance**

While the removal or displacement of housing units is not a goal of the Plan, it is possible that a small number of units may be removed in the process of implementing the Plan. It is assumed that displacement, if any, will most likely be caused by private redevelopment decisions occurring outside the recommendations of this Plan. Furthermore, any displacement would occur incrementally over the 23-year life of the Plan as individual development projects occur.

If the removal or displacement of low-income or very low-income households is required, such residents will be provided with relocation assistance in accordance with the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 and the regulations thereunder, including the eligibility criteria. The City shall make a good faith effort to ensure that affordable replacement housing for the aforementioned households is located in or near the Project Area.

As used in the above paragraph, "low-income households," "very low-income households," and "affordable housing" have the meanings set forth in Section 3 of the Illinois Affordable Housing Act, I 310 ILCS 65/3. These statutory terms have the following meanings:

- a. "low-income households" means a single-person, family or unrelated persons living together whose adjusted income is more than 50 percent but less than 80 percent of the median income of the area of residence, adjusted for family size, as such adjusted income and median income are determined from time to time by the United States Department of Housing and Urban Development (HUD) for purposes of Section 8 of the United States Housing Act of 1937;
- b. "very low-income households" means a single-person, family or unrelated persons living together whose adjusted income is not more than 50 percent of the median income of the area of residence, adjusted for family size, as so determined by HUD;
- c. "affordable housing" means residential housing that, so long as the same is occupied by low-income households or very low-income households, requires payment of monthly housing costs, including utilities other than

telephone, of no more than 30 percent of the maximum allowable income for such households, as applicable.

In order to estimate the number of moderate-, low-, and very low-income households in the Project Area, Camiros, Ltd. used data available from the 2000 United States Census. We have relied on this data because it is the best available information regarding the income characteristics of the Project Area.

It is estimated that 4.77 percent of the households within the Project Area may be classified as very low-income; 13.3 percent may be classified as low-income; and 25.85 percent may be classified as moderate-income. Applying these percentages to the 67 inhabited residential units (equivalent to households) identified during the survey completed by Camiros, Ltd. reveals that 3.20 households may be classified as very low-income; 8.9 households may be classified as low-income; and 17.3 households may be classified as moderate-income. This information is summarized in *Table 8: Household Income*.

**Table 8:**  
**HOUSEHOLD INCOME**

Income Category	Annual Income Range	Percentage of Households	Number of Households
Very Low- Income	\$0 - \$18,400	4.8%	3.2
Low-Income	\$18,401 - \$30,700	13.3%	8.9
Moderate-Income	\$30,701 - \$49,100	25.9%	17.3
Above Moderate-Income	\$49,101 and Above	56.1%	37.6
<b>Total</b>			<b>67</b>

Source: 2000 U.S. Census

As described above, the estimates of the total number of moderate-, low-, and very low-income households within the Project Area collectively represent 43.9 percent of the total inhabited units, and the number of households in the low-income categories collectively represent 18.1 percent of the total inhabited units. Therefore, replacement housing for any displaced households over the course of the 23-year life of the Ravinia Business District Redevelopment Project Area should be affordable at these income levels. It should be noted that these income levels are likely to change over the 23-year life of the Project Area as both median income and income levels within the Project Area change.

## **10. PROVISIONS FOR AMENDING THE PLAN**

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

## **11. CITY OF HIGHLAND PARK COMMITMENT TO FAIR EMPLOYMENT PRACTICES AND AFFIRMATIVE ACTION**

As part of any Redevelopment Agreement entered into by the City and any private developer, both will agree to establish and implement an affirmative action program that serves appropriate sectors of the City of Highland Park. Developers or redevelopers will meet City of Highland Park standards for participation of Minority Business Enterprises and Woman Business Enterprises as required in Redevelopment Agreements.

With respect to the public/private development's internal operations, both entities will pursue employment practices which provide equal opportunity to all people regardless of sex, color, race, religion 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 for this Plan will be responsible for conformance with this policy and the compliance requirements of applicable state and federal regulations.

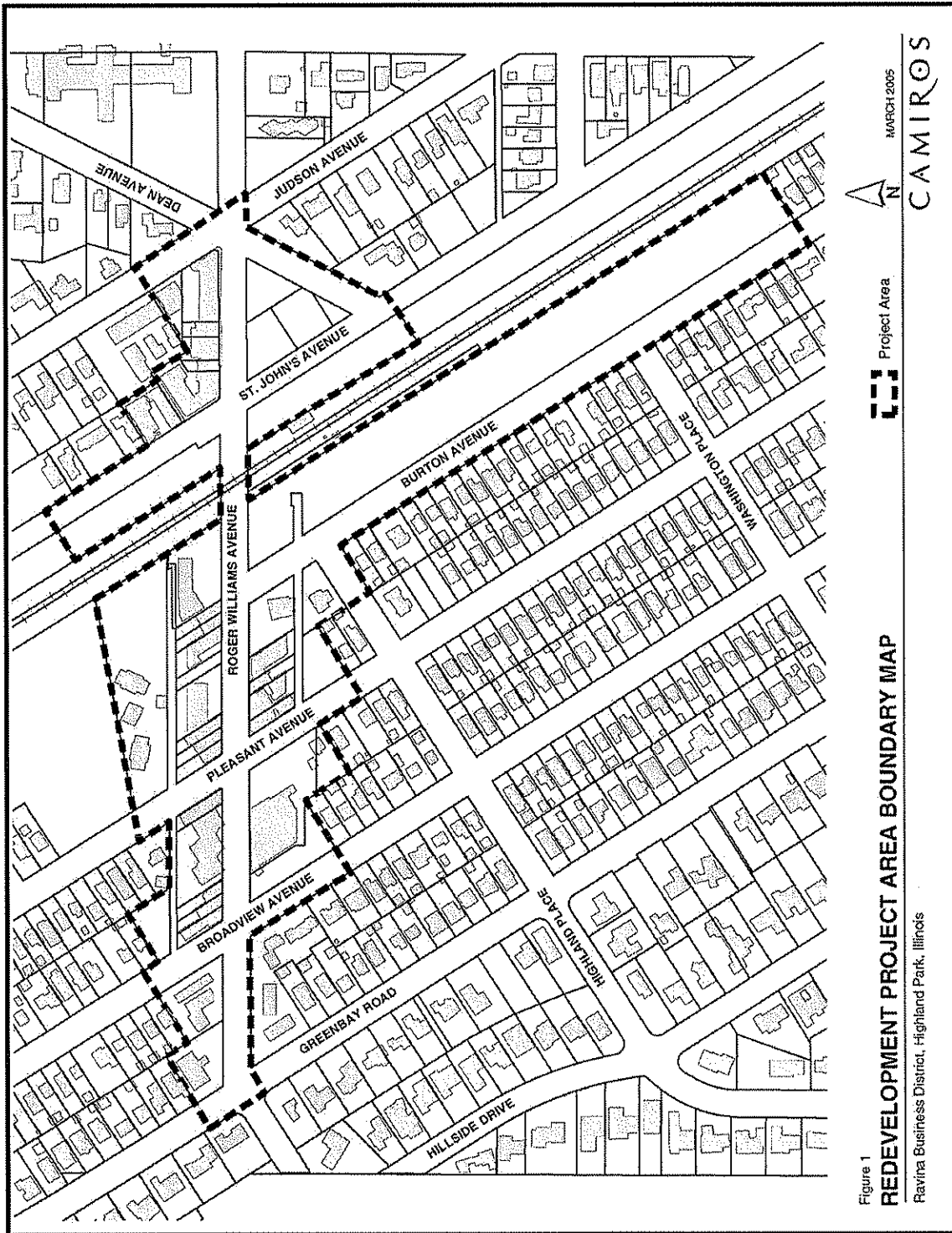
The City and the private developers involved in the implementation of this Plan will adopt a policy of equal employment opportunity and will include or require the inclusion of this statement in all contracts at any level for redevelopment projects being undertaken in the Project Area. Any public/private partnership established with respect to implementation of the Plan will seek to ensure and maintain a working environment free of harassment, intimidation and coercion at all sites, and in all facilities at which employees are assigned to work. It shall be specifically ensured that all on-site supervisory personnel are aware of and carry out the obligation to maintain such a working environment, with specific attention to minority and/or female individuals. 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.

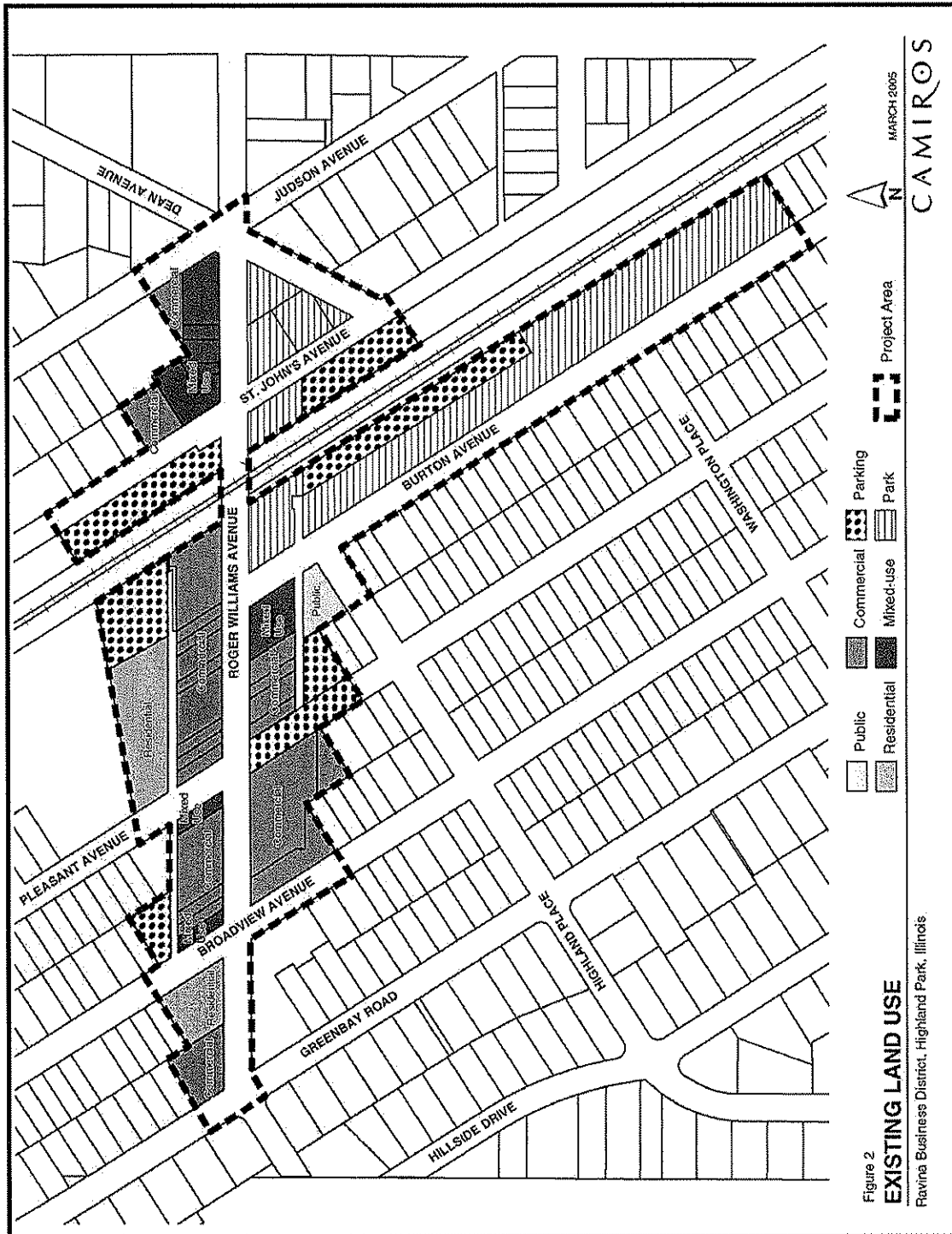
Underlying this policy is the recognition that successful affirmative action programs are important to the continued growth and vitality of the City of Highland Park.

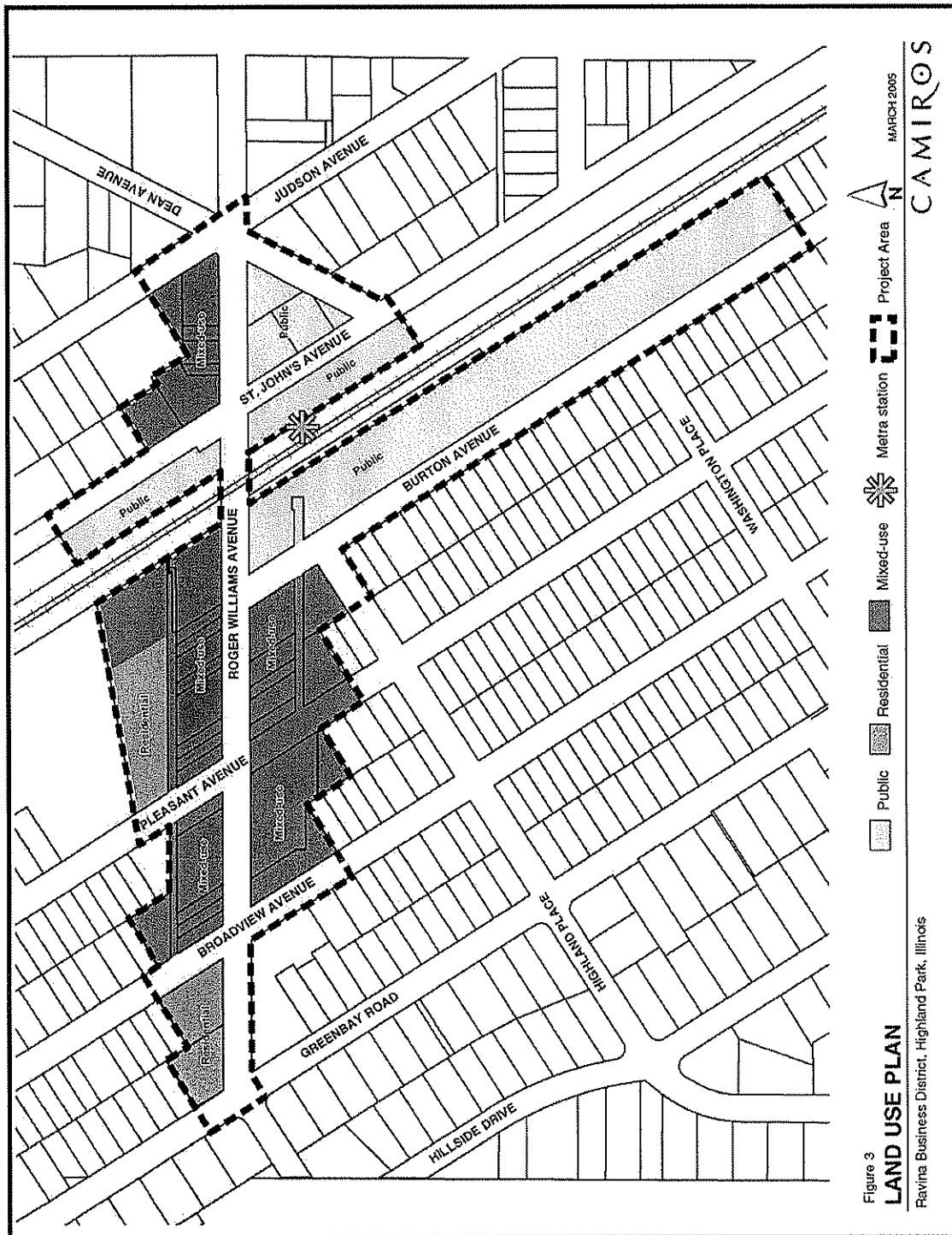
**APPENDIX A**

**RAVINIA BUSINESS DISTRICT  
REDEVELOPMENT PROJECT AREA**

**FIGURES 1-3**







**APPENDIX B**

**CITY OF HIGHLAND PARK**  
**RAVINIA BUSINESS DISTRICT**  
**REDEVELOPMENT AND PROJECT AREA**

**LEGAL DESCRIPTION**

BEGINNING AT A POINT ON THE NORTHWEST CORNER OF LOT 3 OF BLOCK 4 OF THE RAVINIA HIGHLANDS SUBDIVISION; AND SAID LINE EXTENDING SOUTHWEST TO THE NORTHEAST CORNER OF LOT 2 OF RAVINIA HILLSIDE SUBDIVISION; AND SAID LINE EXTENDING NORTHWEST TO THE NORTHEAST CORNER OF LOT 4 OF EDGEWOOD FIRST ADDITION SUBDIVISION; AND SAID LINE EXTENDING NORTHEAST ACROSS GREEN BAY ROAD TO THE NORTHWEST CORNER OF LOT 19 OF BLOCK 6 OF THE FIRST ADDITION TO RAVINIA HIGHLANDS SUBDIVISION; AND SAID LINE EXTENDING NORTHEAST ALONG THE NORTHERN BOUNDARY OF LOT 19 OF BLOCK 6 OF THE FIRST ADDITION TO RAVINIA HIGHLANDS SUBDIVISION TO THE NORTHEAST CORNER OF LOT 19 OF BLOCK 6 OF THE FIRST ADDITION TO RAVINIA HIGHLANDS SUBDIVISION; AND SAID LINE EXTENDING SOUTHEAST TO THE SOUTHWEST CORNER OF LOT 15 OF BLOCK 6 OF THE FIRST ADDITION TO RAVINIA HIGHLANDS SUBDIVISION; AND SAID LINE EXTENDING NORTHEAST ALONG SOUTHERN BOUNDARY OF LOT 15 OF BLOCK 6 OF THE FIRST ADDITION TO RAVINIA HIGHLANDS SUBDIVISION TO THE SOUTHEAST CORNER OF LOT 15 OF BLOCK 6 OF THE FIRST ADDITION TO RAVINIA HIGHLANDS SUBDIVISION; AND SAID LINE EXTENDING NORTHEAST ACROSS BROADVIEW AVENUE TO THE NORTHWEST CORNER OF LOT 34 OF BLOCK 5 OF THE FIRST ADDITION TO RAVINIA HIGHLANDS SUBDIVISION AND EXTENDING SOUTHEAST ALONG THE WESTERN BOUNDARY OF LOT 34 OF BLOCK 5 OF THE FIRST ADDITION TO RAVINIA HIGHLANDS SUBDIVISION TO THE SOUTHWEST CORNER OF LOT 34 OF BLOCK 5 OF THE FIRST ADDITION TO RAVINIA HIGHLANDS SUBDIVISION; AND SAID LINE EXTENDING NORTHEAST ALONG THE NORTHERN BOUNDARY OF LOT 33 OF BLOCK 5 OF THE FIRST ADDITION TO RAVINIA HIGHLANDS SUBDIVISION TO THE NORTHWEST CORNER OF LOT 20 OF BLOCK 5 OF THE FIRST ADDITION TO RAVINIA HIGHLANDS SUBDIVISION; AND SAID LINE EXTENDING SOUTHEAST RUNNING ALONG THE WESTERN BOUNDARY OF LOT 20, LOT 21 AND LOT 22 OF BLOCK 5 OF THE FIRST ADDITION TO RAVINIA HIGHLANDS SUBDIVISION, TO THE SOUTHWEST CORNER OF LOT 22 OF BLOCK 5 OF THE FIRST ADDITION TO RAVINIA HIGHLANDS SUBDIVISION; AND SAID LINE EXTENDING EAST ALONG THE SOUTHERN BOUNDARY OF LOT 22 OF BLOCK 5 OF THE FIRST ADDITION TO RAVINIA HIGHLANDS SUBDIVISION TO THE SOUTHEAST CORNER OF LOT 22 OF BLOCK 5 OF THE FIRST ADDITION TO RAVINIA HIGHLANDS SUBDIVISION; AND SAID LINE EXTENDING NORTHWEST ALONG THE EASTERN BOUNDARY OF LOT 22 OF BLOCK 5 OF THE FIRST ADDITION TO RAVINIA HIGHLANDS SUBDIVISION TO THE NORTHEAST CORNER OF LOT 22 OF BLOCK 5 OF THE FIRST ADDITION TO RAVINIA HIGHLANDS SUBDIVISION; AND SAID LINE EXTENDING SOUTHEAST ACROSS PLEASANT AVENUE TO THE NORTHWEST

CORNER OF LOT 2 OF THE CITY-PARK DISTRICT RESUBDIVISION; AND SAID LINE EXTENDING NORTHEAST ALONG THE NORTHERN BOUNDARY OF LOT 2 OF THE CITY-PARK DISTRICT RESUBDIVISION TO THE NORTHEAST CORNER OF LOT 2 OF THE CITY-PARK DISTRICT RESUBDIVISION; AND SAID LINE EXTENDING SOUTHEAST ALONG THE EASTERN BOUNDARY OF LOT 2 OF THE CITY-PARK DISTRICT RESUBDIVISION AND THE EASTERN BOUNDARY OF LOT 45 OF BLOCK 1 OF THE RAVINIA HIGHLANDS SUBDIVISION TO THE SOUTHEAST CORNER OF LOT 45 OF BLOCK 1 OF THE RAVINIA HIGHLANDS SUBDIVISION; AND SAID LINE EXTENDING EAST ALONG THE NORTH LINE OF ROGER WILLIAMS AVENUE TO THE EAST LINE OF THE CHICAGO & NORTHWESTERN RAILWAY RIGHT-OF-WAY, THEN NORTHWEST ALONG SAID RIGHT-OF-WAY LINE A DISTANCE OF APPROXIMATELY 395 FEET TO THE NORTH LINE OF TAX PARCEL 16-36-100-001; THEN NORTHEAST ALONG THE NORTH LINE OF TAX PARCEL 16-36-100-001 AND SAID LINE EXTENDING NORTHEAST ACROSS ST. JOHNS AVENUE TO EAST LINE OF ST. JOHNS AVENUE; THEN SOUTHEAST ALONG THE EAST LINE OF ST. JOHNS AVENUE TO THE SOUTHWEST CORNER OF LOT 3 OF THE LOUISE WILLIS SUBDIVISION; THENCE NORTHEAST ALONG THE SOUTHERN BOUNDARY OF LOT 3 OF THE LOUISE WILLIS SUBDIVISION TO THE SOUTHEAST CORNER OF LOT 3 OF THE LOUISE WILLIS SUBDIVISION; THEN SOUTHEAST TO THE SOUTHEAST CORNER OF LOT 156 OF THE SOUTH HIGHLAND PARK ADDITION SUBDIVISION AND SAID LINE EXTENDING NORTHEAST TO THE NORTHEAST CORNER OF LOT 3 OF THE RAVINIA STATION SUBDIVISION; AND SAID LINE EXTENDING SOUTHEAST ALONG THE WESTERN EDGE OF LOT 2 OF THE RAVINIA STATION SUBDIVISION TO THE SOUTHWEST CORNER OF LOT 2 OF THE RAVINIA STATION SUBDIVISION; AND SAID LINE EXTENDING NORTHEAST ALONG THE SOUTHERN BOUNDARY OF LOT 2 OF THE RAVINIA STATION SUBDIVISION TO THE SOUTHEAST CORNER OF LOT 2 OF THE RAVINIA STATION SUBDIVISION; AND SAID LINE EXTENDING NORTHEAST ACROSS JUDSON AVENUE TO THE NORTHWEST CORNER OF LOT 146 OF THE SUBDIVISION OF LOT 145; AND SAID LINE EXTENDING SOUTHEAST ALONG THE WESTERN BOUNDARY OF LOT 146 OF THE SUBDIVISION OF LOT 145 TO THE SOUTHERN CORNER OF LOT 146 OF THE SUBDIVISION OF LOT 145; AND SAID LINE EXTENDING SOUTHEAST ACROSS DEAN AVENUE AND ROGER WILLIAMS AVENUE TO THE NORTHWEST CORNER OF LOT 178 OF THE SOUTH HIGHLAND PARK ADDITION SUBDIVISION; AND SAID LINE EXTENDING WEST ACROSS JUDSON AVENUE TO THE NORTHEAST CORNER OF LOT 2 OF THE SINGER'S JUDSON/DEAN SUBDIVISION; AND SAID LINE EXTENDING SOUTHWEST ALONG THE WESTERN BOUNDARY OF LOT 2 OF THE SINGER'S JUDSON/DEAN SUBDIVISION TO THE SOUTHWEST CORNER OF LOT 2 OF THE SINGER'S JUDSON/DEAN SUBDIVISION; AND SAID LINE EXTENDING SOUTHWEST ALONG THE WESTERN BOUNDARY OF LOT 165 OF THE SOUTH HIGHLAND PARK ADDITION SUBDIVISION TO THE NORTHWEST CORNER OF LOT 165 OF THE SOUTH HIGHLAND PARK ADDITION SUBDIVISION, ALSO BEING THE EAST LINE OF DEAN AVENUE; AND EXTENDING ACROSS ST. JOHNS AVENUE TO THE SOUTHEAST CORNER OF PARCEL 16-36-100-001 AND SAID LINE EXTENDING SOUTHWEST ALONG SOUTH LINE OF SAID PARCEL TO THE SOUTHWEST CORNER OF SAID PARCEL AND SAID LINE EXTENDING NORTHWEST ALONG EAST LINE OF CHICAGO & NORTHWESTERN RAILWAY RIGHT-OF-WAY TO THE SOUTH LINE OF ROGER WILLIAMS AVENUE; AND ALONG SAID SOUTH LINE TO THE NORTHEAST CORNER OF LOT 1 OF BLOCK 1 OF THE RAVINIA HIGHLANDS SUBDIVISION; AND SAID LINE EXTENDING SOUTHEAST ALONG THE EAST LINES OF LOTS 1 AND LOTS 6 THROUGH 37 OF BLOCK 1 OF THE RAVINIA HIGHLANDS SUBDIVISION TO THE SOUTHEAST CORNER OF LOT 37 OF THE RAVINIA HIGHLANDS SUBDIVISION; THENCE SOUTHWEST ALONG THE SOUTHERN BOUNDARY OF 37 OF BLOCK 1 OF THE RAVINIA HIGHLANDS SUBDIVISION TO THE SOUTHWEST CORNER OF SAID LOT 37 AND SAID LINE EXTENDING SOUTHWEST ACROSS BURTON AVENUE TO A POINT ON THE EAST LINE OF LOT 11 OF BLOCK 8 OF THE RAVINIA HIGHLANDS SUBDIVISION, ALSO BEING THE WEST

LINE OF BURTON AVENUE; AND SAID LINE EXTENDING NORTHWEST ALONG THE WEST LINE OF BURTON AVENUE TO THE NORTHEAST CORNER OF LOT 1 OF BLOCK 7 OF THE RAVINIA HIGHLANDS SUBDIVISION; AND SAID LINE EXTENDING SOUTHWEST ALONG THE NORTHERN BOUNDARY OF LOT 1 OF BLOCK 7 OF THE RAVINIA HIGHLANDS SUBDIVISION TO THE NORTHWEST CORNER OF LOT 1 OF BLOCK 7 OF THE RAVINIA HIGHLANDS SUBDIVISION; AND SAID LINE EXTENDING NORTHWEST ACROSS HIGHLAND PLACE TO THE SOUTHEAST CORNER OF LOT 13 OF BLOCK 2 OF THE RAVINIA HIGHLANDS SUBDIVISION; AND SAID LINE EXTENDING NORTHWEST ALONG THE EASTERN BOUNDARY OF LOT 13 AND LOT 12 OF BLOCK 2 OF THE RAVINIA HIGHLANDS SUBDIVISION TO THE NORTHEAST CORNER OF LOT 12 OF BLOCK 2 OF THE RAVINIA HIGHLANDS SUBDIVISION; AND SAID LINE EXTENDING SOUTHWEST TO THE NORTHWEST CORNER OF LOT 12 OF BLOCK 2 OF THE RAVINIA HIGHLANDS SUBDIVISION AND SOUTHWEST ACROSS PLEASANT AVENUE TO THE NORTHEAST CORNER OF LOT 21 OF BLOCK 3 OF THE RAVINIA HIGHLANDS SUBDIVISION; AND SAID LINE EXTENDING NORTHWEST ALONG THE EASTERN BOUNDARY OF LOT 22, LOT 23 AND LOT 24 OF BLOCK 3 OF THE RAVINIA HIGHLANDS SUBDIVISION TO THE SOUTHEAST CORNER OF LOT 3 OF THE RAVINIA WALGREENS SUBDIVISION; AND SAID LINE EXTENDING SOUTHWEST ALONG THE SOUTHERN BOUNDARY OF SAID LOT 3 TO THE SOUTHWEST CORNER OF SAID LOT 3; AND SAID LINE NORTHWEST ALONG THE WESTERN BOUNDARY OF SAID LOT 3 AND LOT 2 OF THE RAVINIA WALGREENS SUBDIVISION TO THE SOUTHEAST CORNER OF LOT 1 OF RAVINIA WALGREENS SUBDIVISION; AND SAID LINE EXTENDING SOUTHWEST ALONG THE SOUTHERN BOUNDARY OF SAID LOT 1 TO THE SOUTHWESTERN CORNER OF SAID LOT 1 AND SOUTHWEST ACROSS BROADVIEW AVENUE TO THE SOUTHEAST CORNER OF LOT 24 OF BLOCK 4 OF THE RAVINIA HIGHLANDS SUBDIVISION; AND SAID LINE NORTHWEST ALONG THE EASTERN BOUNDARY OF LOT 24, LOT 25, LOT 26 AND LOT 1 OF BLOCK 4 OF THE RAVINIA HIGHLANDS SUBDIVISION, ALSO BEING THE WEST LINE OF BROADVIEW AVENUE, TO THE NORTHEAST CORNER OF LOT 1 OF BLOCK 4 OF THE RAVINIA HIGHLANDS SUBDIVISION; AND WEST ALONG THE NORTHERN BOUNDARY OF LOT 1, LOT 2 AND LOT 3 OF BLOCK 4 OF THE RAVINIA HIGHLANDS SUBDIVISION, ALSO BEING THE SOUTH LINE OF ROGER WILLIAMS AVENUE TO THE POINT OF BEGINNING, ALL IN SECTION 36, TOWNSHIP 43 NORTH, RANGE 12 EAST IN LAKE COUNTY, ILLINOIS.

**APPENDIX C**

**CITY OF HIGHLAND PARK  
RAVINIA BUSINESS DISTRICT  
REDEVELOPMENT AND PROJECT AREA**

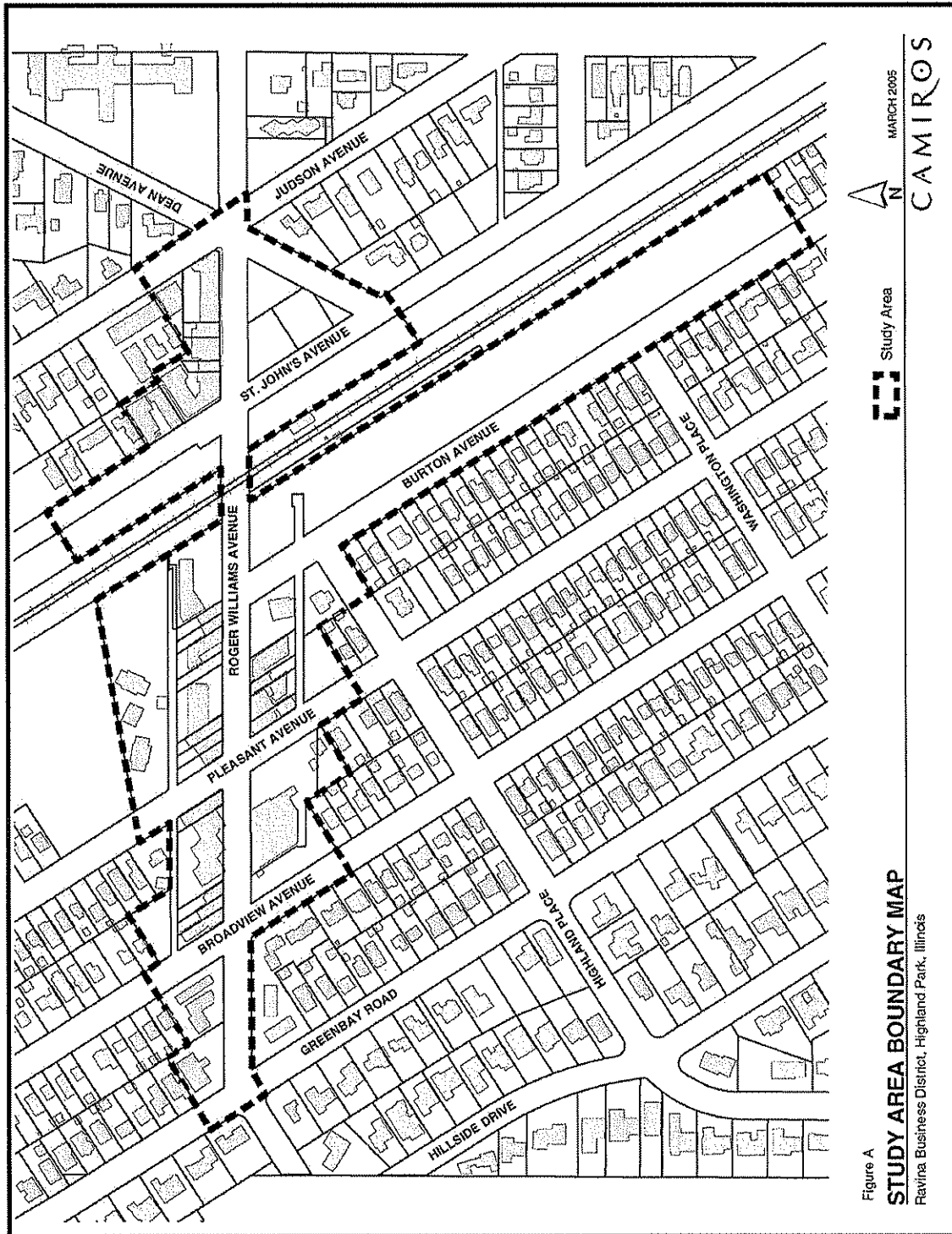
**ELIGIBILITY STUDY**

The purpose of this study is to determine whether a portion of the City of Highland Park identified as the Ravinia Business District Redevelopment Project Area qualifies for designation as a tax increment financing district within the definitions set forth under 65 ILCS 5/11-74.4 contained in the “Tax Increment Allocation Redevelopment Act” (65 ILCS 5/11-74.4-1 et seq.), as amended. This legislation focuses on the elimination of blighted or rapidly deteriorating areas through the implementation of a redevelopment plan. The Act authorizes the use of tax increment revenues derived in a project area for the payment or reimbursement of eligible redevelopment project costs.

The area proposed for designation as the Ravinia Business District Redevelopment Project Area, hereinafter referred to as the “Study Area,” is shown in *Figure A: Study Area Boundary Map*. The Study Area boundaries are irregular and generally include residential and commercial properties immediately to the north of Roger Williams Avenue between Green Bay Road and Judson Avenue and residential, commercial and public property immediately to the south of Roger Williams Avenue between Broadview Avenue and Dean Avenue.

The Study Area is approximately 24.7 acres in size and includes 54 tax parcels and public rights-of-way.

This study summarizes the analyses and findings of the consultant’s work, which, unless otherwise noted, is solely the responsibility of Camiros, Ltd. and does not necessarily reflect the views and opinions of potential developers or the City of Highland Park. Camiros, Ltd. has prepared this report with the understanding that the City would rely 1) on the findings and conclusions of this report in proceeding with the designation of the Study Area as a redevelopment project area under the Act, and 2) on the fact that Camiros, Ltd. has obtained the necessary information to conclude that the Study Area meets the requirements for designation as a redevelopment project area in compliance with the Act.



## 1. INTRODUCTION

The Tax Increment Allocation Redevelopment Act (the "Act") permits municipalities to induce redevelopment of eligible "blighted," "conservation," or "industrial park conservation areas" in accordance with an adopted redevelopment plan. The Act stipulates specific procedures, which must be adhered to, in designating a redevelopment project area. One of those procedures is the determination that the area meets the statutory eligibility requirements. Under 65 ILCS 5/11-74.4-3(p), the Act defines a "redevelopment project area" as:

"... 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 exist conditions which cause the area to be classified as a blighted area, conservation area or industrial park conservation area, or combination of both blighted and conservation areas."

In adopting the Act, the Illinois State Legislature found that:

1. ...there exists in many municipalities within this State blighted, conservation and industrial park conversation areas...(at 65 ILCS 5/11-74.4-2(a)); and
2. ...the eradication of blighted areas and treatment and improvement of conservation areas by redevelopment projects is hereby declared to be essential to the public interest (at 65 ILCS 5/11-74.4-2(b)).

The legislative findings were made on the basis that the presence of blight, or conditions that lead to blight, is detrimental to the safety, health, welfare and morals of the public. The Act specifies certain requirements, which must be met, before a municipality may proceed with implementing a redevelopment project in order to ensure that the exercise of these powers is proper and in the public interest.

Before the tax increment financing ("TIF") technique can be used, the municipality must first determine that the proposed redevelopment area qualifies for designation as a "blighted area," "conservation area," or "industrial park conservation area." Based on the conditions present, this Eligibility Study (the "Study") finds that the Study Area qualifies for designation as a conservation area.

### Conservation Areas

A "conservation area" is an improved area located within the territorial limits of the municipality in which 50% or more of the structures have an age of 35 years or more. Such areas are not yet blighted but, because of a combination of three or more of the following factors that are detrimental to the public safety, health, morals or welfare, may become a blighted area:

1. Dilapidation
2. Obsolescence
3. Deterioration
4. Presence of structures below minimum code standards

5. Illegal use of individual structures
6. Excessive vacancies
7. Lack of ventilation, light or sanitary facilities
8. Inadequate utilities
9. Excessive land coverage and overcrowding of structures and community facilities
10. Deleterious land use or layout
11. Lack of community planning
12. Environmental clean-up requirements
13. Lagging or declining equalized assessed value

The Act defines blighted and conservation areas and amendments to the Act also provide guidance as to when the factors present qualify an area for such designation. Where any of the factors defined in the Act are found to be present in the Study Area, they must be: 1) documented to be present to a meaningful extent so that the municipality may reasonably find that the factor is clearly present within the intent of the Act; and 2) reasonably distributed throughout the vacant or improved part of the Study Area, as applicable, to which such factor pertains.

The test of eligibility of the Study Area is based on the conditions of the area as a whole. The Act does not require that eligibility be established for each and every property in the Study Area.

## **2. ELIGIBILITY STUDIES AND ANALYSIS**

An analysis was undertaken to determine whether any or all of the blighting factors listed in the Act are present in the Study Area, and if so, to what extent and in which locations.

In order to accomplish this evaluation the following tasks were undertaken:

1. Exterior survey of the condition and use of each building.
2. Field survey of environmental conditions involving parking facilities, public infrastructure, site access, fences and general property maintenance.
3. Analysis of existing land uses and their relationships.
4. Comparison of surveyed buildings to zoning regulations.
5. Analysis of the current platting, building size and layout.
6. Analysis of building floor area and site coverage.
7. Review of previously prepared plans, studies, inspection reports and other data.
8. Analysis of real estate assessment data.
9. Review of available building permit records to determine the level of development activity in the area.
10. Review of building code violations

Exterior building condition and site conditions surveys of the Study Area were undertaken in February 2005. Existing land use shown in *Figure B: Existing Land Use Map*. Because many of the conservation area factors found within the Study Area are related to public infrastructure, this analysis is organized by tax block rather than individual tax parcel.

### **Building Condition Evaluation**

This section summarizes the process used for assessing building conditions in the Study Area. These standards and criteria were used to evaluate the existence of dilapidation or deterioration of structures within the Study Area.

The building condition analysis is based on a thorough exterior inspection and limited interior inspection of the buildings and sites conducted by Camiros, Ltd. in February 2005. Structural deficiencies in building components and related environmental deficiencies in the Study Area were noted during the survey.

#### *Building Components Evaluated*

During the field survey, each component of the buildings in the Study Area was examined to determine whether it was in sound condition or had minor, major, or critical defects. Building components examined were of two types:

### Primary Structural Components

These include the basic elements of any building: foundation walls, load-bearing walls and columns, roof, roof structures and facades.

### Secondary Components

These are components generally added to the primary structural components and are necessary parts of the building, including exterior and interior stairs, windows and window units, doors and door units, interior walls, chimney, and gutters and downspouts.

Each primary and secondary component was evaluated separately as a basis for determining the overall condition of individual buildings. This evaluation considered the relative importance of specific components within a building and the effect that deficiencies in components will have on the remainder of the building.

### *Building Component Classification*

The four categories used in classifying building components and systems and the criteria used in evaluating structural deficiencies are described below:

#### Sound

Building components that contain no defects, are adequately maintained, and require no treatment outside of normal ongoing maintenance.

#### Deficient – Requiring Minor Repair

Building components containing defects (loose or missing material or holes and cracks over a limited area), which often may be corrected through the course of normal maintenance. Minor defects have no real effect on either the primary or secondary components and the correction of such defects may be accomplished by the owner or occupants. Examples include tuckpointing masonry joints over a limited area or replacement of less complicated components. Minor defects are not considered in rating a building as structurally substandard.

#### Deficient – Requiring Major Repair

Building components that contain major defects over a widespread area that would be difficult to correct through normal maintenance. Buildings in the major deficient category would require replacement or rebuilding of components by people skilled in the building trades.

#### Critical

Building components that contain major defects (bowing, sagging, or settling to any or all exterior components causing the structure to be out-of-plumb, or broken, loose or missing material and deterioration over a widespread area) so extensive that the cost of repair would be excessive.

### *Final Building Rating*

After completion of the exterior building condition survey, each structure was placed in one of three categories based on the combination of defects found in various primary and secondary building components. Each final rating is described below:

### Sound

Sound buildings can be kept in a standard condition with normal maintenance. Buildings so classified have no minor defects.

### Deficient

Deficient buildings contain defects that collectively are not easily correctable and cannot be accomplished in the course of normal maintenance. The classification of major or minor reflects the degree or extent of defects found during the survey of the building.

- Deficient-Minor

Buildings classified as “deficient – requiring minor repairs” have more than one minor defect, but no major defects.

- Deficient-Major

Buildings classified as “deficient – requiring major repairs” have at least one major defect in one of the primary components or in the combined secondary components, but less than one critical defect.

### Substandard

Structurally substandard buildings contain defects that are so serious and so extensive that the building must be removed. Buildings classified as structurally substandard have two or more major defects.

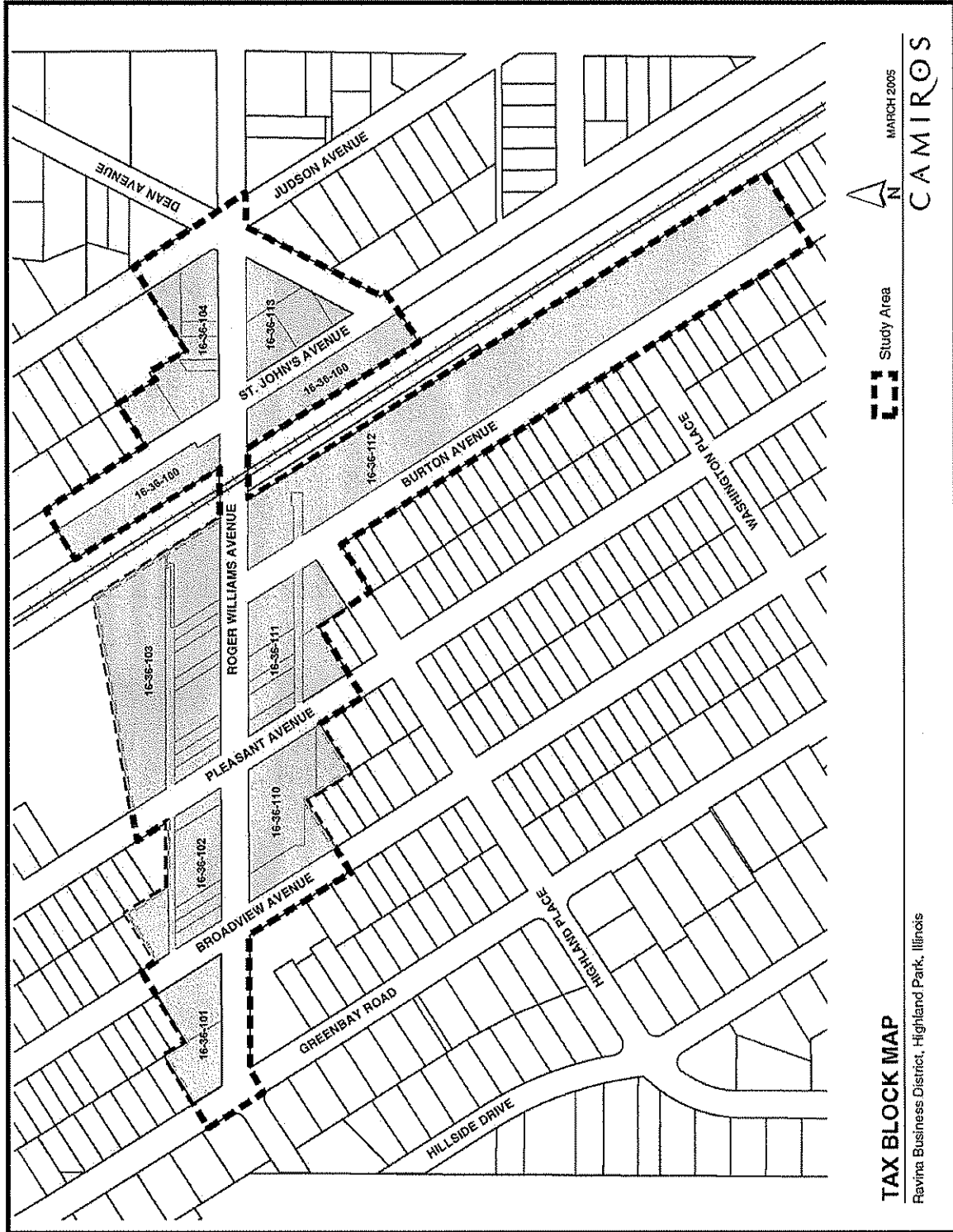
Minor deficient and major deficient buildings are considered to be the same as deteriorating buildings as referenced in the Act. Substandard buildings are the same as dilapidated buildings.

## **Eligibility Determination**

Where a factor is described as being present to a *meaningful* extent, the factor is present with respect to a majority of the tax blocks to which the factor pertains and is reasonably distributed in the Study Area. The presence of such conditions has a major adverse impact or influence on adjacent and nearby property. A factor described as being present to a *minor* extent indicates that the factor is present, but that the distribution of impact of the condition is more limited, affecting fewer than 50% of the applicable tax blocks. A statement that the factor is *not present* indicates that either no information was available or that no evidence was documented as a result of the various surveys and analyses. Factors whose presence could not be determined with certainty were not considered in establishing eligibility.

While all of the properties within the Study Area are improved, not all parcels contain buildings. Similarly only six of the nine tax blocks contain buildings. The three other tax blocks are improved with parks or parking lots. Because certain eligibility factors are specifically related to buildings and not site improvements, blocks without buildings were excluded from the calculation of percentages in the eligibility analysis.

Each factor identified in the Act for determining whether an area qualifies as a conservation area was considered and a conclusion is presented as to whether or not the factor is present in the Study Area to a degree sufficient to warrant its inclusion as a blighting factor in establishing the eligibility of the area as a conservation area under the Act. These findings describe the conditions that exist and the extent to which each factor is present.



### **3. PRESENCE AND DISTRIBUTION OF ELIGIBILITY FACTORS**

Improved property includes parcels that contain buildings, structures, parking or other physical improvements. Improved property may include single parcels or multiple parcels under single or common ownership. Landscaped yards, open space or other ancillary functions may also be classified as improved property for the purposes of the eligibility analysis if they are obviously accessory to an adjacent building (primary use).

In order to establish the eligibility of a redevelopment project area under the improved "conservation area" criteria established in the Act, 50% or more of the buildings must be 35 years of age or older and at least three of 13 eligibility factors must be meaningfully present and reasonably distributed throughout the Study Area. This *Eligibility Study* finds that the Study Area qualifies for designation as a conservation area under the criteria contained in the Act. Eight of applicable factors are meaningfully present and well distributed throughout the Study Area, as indicated in *Table B: Distribution of Blighting Factors*.

#### **Age**

The Study Area contains 54 tax parcels, all of which are improved. There are 34 buildings, 26 of which are 35 years of age or older. These buildings were built in 1970 or earlier and account for 76% of all buildings, satisfying the age threshold.

#### **Conservation Area Eligibility Factors**

The following qualifying factors for an improved blighted area are meaningfully and reasonably distributed within the Study Area:

1. Obsolescence
2. Deterioration
3. Presence of structures below minimum code standards
4. Excessive vacancies
5. Inadequate utilities
6. Excessive land coverage or overcrowding of community facilities
7. Lack of community planning
8. Lagging or declining EAV

One other factor (deleterious land use or layout) was found to be present to a more limited extent and was not used to establish eligibility as a conservation area under the Act.

The presence and distribution of eligibility factors related to the qualification of the Study Area for designation as a conservation area are discussed in more detail below.

## **1. Dilapidation**

As defined in the Act, "dilapidation" refers to an advanced state of disrepair or neglect of necessary repairs to the primary structural components of buildings or improvement 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.

*Conclusion: No buildings in the Study Area were classified as dilapidated. Therefore dilapidation was not found to be present within the Study Area.*

## **2. Obsolescence**

As defined in the Act, "obsolescence" refers to the condition or process of falling into disuse. Structures have become ill suited for the original use. In making findings with respect to buildings, it is important to distinguish between *functional obsolescence* which relates to the physical utility of a structure, and *economic obsolescence* which relates to a property's ability to compete in the marketplace.

### Functional Obsolescence

Historically, structures have been built for specific uses or purposes. The design, location, height, and space arrangement are intended for a specific occupant at a given time. Buildings become obsolete when they contain characteristics or deficiencies which limit their use and marketability after the original use ceases. The characteristics may include loss in value to a property resulting from an inherent deficiency existing from poor design or layout, the improper orientation of the building on its site and similar conditions which detracts from the overall usefulness or desirability of a property.

### Economic Obsolescence

Economic obsolescence is normally a result of adverse conditions which cause some degree of market rejection and depreciation in market values.

If functionally obsolete properties are not periodically improved or rehabilitated, or economically obsolete properties are not converted to higher and better uses, the income and value of the property erodes over time. This value erosion leads to deferred maintenance, deterioration, and excessive vacancies. These manifestations of obsolescence then begin to have an overall blighting influence on surrounding properties and detract from the economic vitality of the overall area.

Obsolescence as a factor should be based upon the documented presence and reasonable distribution of buildings evidencing such obsolescence. Obsolete buildings contain characteristics or deficiencies that limit their long-term sound use or reuse. Obsolescence in such buildings is typically difficult and expensive to correct. Obsolete building types have an adverse affect on nearby and surrounding development and detract from the physical, functional and economic vitality of the area.

Buildings within the Study Area are both functionally and economically obsolete. The storefronts are generally small and of inadequate size to attract significant commercial activity. In the blocks to the west of the railroad tracks, lots have been platted at a diagonal

to Roger Williams Avenue with typical street frontages of approximately 30 feet and lot depths of approximately 125 feet. While some lots have been consolidated to allow larger developments, the platting pattern is not conducive to contemporary retail facility designs.

Ceiling heights of many of the buildings dating from the 1950s and 1960s are low which makes them uninviting as retail spaces. In addition, the lack of off-street parking limits discourages reuse for retail purposes, which is the desired land use pattern.

*Conclusion: Obsolescence is meaningfully present and reasonably distributed within the Study Area.*

### **3. Deterioration**

As defined in the Act, “deterioration” refers to, 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 evidence deterioration, including but not limited to surface cracking, crumbling, potholes, depressions, loose paving material, and weeds protruding through paved surfaces.

Based on the definition given by the Act, deterioration refers to any physical deficiencies or disrepair in buildings or site improvements requiring treatment or repair. All of the improved tax parcels within the Study Area exhibit deterioration to varying degrees, with respect to site improvements, structures and buildings. In addition, public infrastructure including sidewalks, public parking and curbs and gutters is also deteriorated.

Deterioration was observed with respect to site improvements, including parking lots, alleys and street pavement. A number of buildings are in need of tuckpointing and show deferred maintenance with respect to secondary components including windows, doors, fascia and other trim elements.

*Conclusion: Deterioration is meaningfully present and reasonably distributed within the Study Area, especially with respect to public improvements.*

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

As defined in the Act, the “presence of structures below minimum code standards” refers to 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.

As referenced in the definition above, the principal purposes of governmental codes applicable to properties are to require buildings to be constructed in such a way as to sustain safety of loads expected from the type of occupancy; to be safe for occupancy against fire and similar hazards; and/or to establish minimum standards essential for safe and sanitary habitation. Structures below minimum code standards are characterized by defects or deficiencies that threaten health and safety.

The conditions present within the Study Area relate to Highland Park's zoning and signage regulations. The eligibility analysis did not include an inspection of code violation records. Typically, buildings are required to be brought up to current code standards when major renovations occur. Buildings within the Project Area complied with the code standards that were in place when the buildings were built.

Highland Park sign regulations no longer permit neon signs, which several businesses continue to display. While not constituting life-safety threats, the presence of these signs does meet the statutory definition as to the presence of this factor.

Violations of Highland Park's zoning ordinance were observed with respect to first floor uses. Ground floor office uses are only allowed as conditional uses along Roger Williams Avenue. However, none of the first floor office uses that presently exist have been granted conditional use approvals. Ravinia Plumbing is not a permitted or conditional use within the B2-RW zoning district.

The biggest issue with respect to the zoning code is the lack of off-street parking to serve existing uses or to allow expansion of retail uses. Providing additional off-street parking would require the removal of existing buildings which would work against the creation of a compact pedestrian-oriented retail district, with a clustering of storefronts.

*Conclusion: This factor was found to be meaningfully present, affecting properties in two of the six blocks containing buildings to a major extent and two tax blocks to a minor extent. These conditions are reasonably distributed in the Study Area.*

## **5. *Illegal Use of Structures***

There is an illegal use of a structure when structures are used in violation of federal, state or local laws. Based on the surveys conducted, no structures in the Study Area are used illegally.

*Conclusion: This factor was found not to be present within the Study Area.*

## **6. *Excessive Vacancies***

As defined in the Act, "excessive vacancies" refers to the presence of buildings that are unoccupied or under-utilized and that represent an adverse influence on the area because of the frequency, extent, or duration of the vacancies.

During the field survey, two ground level retail vacancies and a vacant commercial structure were identified. In addition, 24 vacant residential dwelling units were identified. The residential vacancies represent a 26% residential vacancy rate within the Study Area. This is substantially higher than the overall residential vacancy rate for Highland Park.

*Conclusion: Excessive vacancy as a factor is present to a major extent within the Study Area, affecting four of the five tax blocks that contain buildings. Vacant residential units are a*

*significant factor, which may be contributing to the commercial vacancies by limiting the potential customer base.*

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

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

While waste containers were not always properly screened, litter was not observed which would indicate inadequate sanitary facilities.

*Conclusion: This condition was not documented to be present within the Study Area to a meaningful extent as a result of the building condition survey. Therefore, this factor was not used to establish eligibility as a conservation area under the Act.*

#### **8. Inadequate Utilities**

As defined in the Act, “inadequate utilities” refers to 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.

The existing City-owned utility systems within the area planned for the TIF in the Ravinia Business District have been reviewed by Highland Park’s City Engineer. The storm sewer is undersized, in poor condition, and will need to be replaced. This work will impact the street significantly as the various connections are made and other utilities are routed around the storm sewer line. The sanitary sewer has been lined and is properly sized. The water main is old and the water main east of the railroad will need to be replaced with a larger line. Although Roger Williams Avenue was overlaid several years ago, the road east of the railroad tracks will require additional repairs. As new development occurs in the business area, the infrastructure will need to be improved.

*Conclusion: The utility assessment reflects an area in which utilities are inadequate as a result of insufficient capacity, obsolescence and deterioration as a result of age. In order to adequately serve the Study Area, future utility upgrades will be required. This factor is meaningfully present and reasonably distributed within the Study Area affecting the entire Study Area.*

#### **9. Excessive Land Coverage or Overcrowding of Community Facilities**

As defined in the Act, “excessive land coverage or overcrowding of community facilities” refers to the over-intensive use of property and the crowding of buildings and accessory facilities onto a site. Examples of problem conditions warranting the designation of an area as 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 and service.

Nearly all of the commercial parcels within the Study Area lack reasonably required off-street parking and have inadequate provision for loading and service. In addition many of the buildings have been developed without any side yard setbacks. Because the parcels west of the railroad tracks were platted at a diagonal to Roger Williams Avenue with narrow street frontages and lot depths, there is inadequate space to accommodate building, parking and adequate access drives without reconfiguration of lots.

*Conclusion: This factor is meaningfully present and reasonably distributed throughout the Study Area.*

#### **10. Deleterious Land Use or Layout**

As defined in the Act, “deleterious land-use or layout” refers to the existence of incompatible land-use relationships, buildings occupied by inappropriate mixed-uses, or uses considered to be noxious, offensive, or unsuitable for the surrounding area.

The Study Area includes a mix of residential, office, retail and public uses, which are all appropriate for a neighborhood business district with commuter rail access. However, ground floor office uses continue to exist within the Roger Williams Commercial District Overlay zone, which is not in concert with the City’s desire to encouraging development of a pedestrian-oriented retail district. These uses are allowed as conditional uses along Roger Williams Avenue. However, none of the current offices have applied for or received conditional use permits from the City.

*Conclusion: This condition was found to be present to a limited extent and was not used to qualify the Study Area as a conservation area.*

#### **11. Lack of Community Planning**

As defined in the Act, “lack of community planning” means that 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.

Development of the Ravinia Business District occurred over many decades. Parcels are generally of inadequate shape and size to meet contemporary development standards. One of the most unusual features of the original platting is that the lots are in the shape of parallelograms rather than the more common rectangular lots. Street frontage for these lots range from 29.6 to 35.5 with lot depths of approximately 125 feet. These lot shapes have led to long and narrow storefronts with a saw-tooth street frontage. In order to create lots of adequate shape and size to accommodate new development assembly of multiple parcels will be required.

*Conclusion: Lack of community planning affects the entire Study Area to a meaningful extent. Many of the parcels within the Study Area are of inadequate shape and size to meet contemporary development standards. These parcels are meaningfully distributed within the Study Area.*

## **12. Environmental Clean-Up Requirements**

As defined in the Act, “environmental clean-up” means that 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.

*Conclusion: No evidence of environmental contamination or clean up requirements was identified as part of this eligibility analysis. Consequently, this factor was not found to be present in the Study Area and was not used to establish eligibility as a conservation area under the Act.*

## **13. Lagging or Declining Equalized Assessed Value**

As defined in the Act, this factor is present when the Study Area can be described by one of the following three conditions: 1) the total equalized assessed value (“EAV”) has declined in three of the last five years; 2) the total EAV is increasing at an annual rate that is less than the balance of the municipality for three of the last five years; or 3) the total EAV is increasing at an annual rate that is less than the Consumer Price Index for all Urban Consumers for three of the last five years.

*Table A: Comparative Increase in Equalized Assessed Value (EAV) compares the annual change in EAV for improved property within the Study Area with the balance of the City.*

**Table A:**  
**COMPARATIVE INCREASE IN EQUALIZED ASSESSED VALUE (EAV)**

	2004	2003	2002	2001	2000
Improved Property within the Study Area – EAV and % Change over Prior Year	\$6,643,900	\$6,059,337	\$5,530,199	\$5,334,774	\$5,334,312
	9.6%	9.6%	3.7%	0.0%	5.8%
Balance of Highland Park - % Change over Prior Year	7.1%	9.0%	9.0%	4.6%	13.4%

Source: Moraine Township, Lake County Clerk

As shown in *Table A*, the equalized assessed value of property within the Study Area has lagged that of the City for three of the last five years.

*Conclusion: Lagging or declining equalized assessed value is meaningfully present and reasonably distributed within the Study Area, consistent with the definition contained in the Act.*

### **Eligibility Analysis Summary**

On the basis of the above review of current conditions, the improved portion of the Study Area meets the criteria for qualification as a conservation area. More than 50% of the buildings within the Study Area are 35 years of age or older. The Study Area exhibits the presence of nine of the 13 conservation area eligibility factors. Eight of these factors are meaningfully present and reasonably distributed within the Study Area. Only three factors are required to qualify as a conservation area under the Act, once the age threshold is met. One other factor (deleterious land use or layout) was found to be present to a limited extent and was not used to establish eligibility as a conservation area under the Act.

The presence of the factors applicable to the determination of the eligibility of the Study Area for conservation area designation is summarized in *Table B: Distribution of Conservation Area Factors*. This summary demonstrates the degree to which these conditions are meaningfully present and reasonably distributed within the Study Area. It should be noted that certain factors pertain specifically to buildings. Because several of the tax blocks within the Study Area are improved with parking or parks and do not contain any buildings including these blocks in calculating percentages, skews the results. Thus, for certain of the factors, only the blocks containing buildings were considered when calculating the degree to which the factor is present in the Study Area.

**Table B:****DISTRIBUTION OF CONSERVATION AREA ELIGIBILITY FACTORS**

Tax Blocks	Conservation Area Eligibility Factors												
	1	2	3	4	5	6	7	8	9	10	11	12	13
16-36-100	N/A	N/A	X	N/A	N/A	N/A	N/A	X	N/A		O		X
16-36-101		X	X			O		X	X		O		X
16-36-102		X	X	X		X		X	X	O	X		X
16-36-103		X	X	X				X	X	O	X		X
16-36-104		X	X	O		X		X	X	O	X		X
16-36-110								X			O		X
16-36-111		X	X	O		X		X	X	O	X		X
16-36-112	N/A	N/A	X	N/A	N/A	N/A	N/A	X	N/A		O		X
16-36-113	N/A	N/A	X	N/A	N/A	N/A	N/A	X	N/A		O		X
Present to a Major Extent		5	8	2		3		9	5	0	4		9
Present to a Minor Extent		0	0	2		1		0	0	4	5		0
<b>Total</b>		<b>5</b>	<b>8</b>	<b>4</b>		<b>4</b>		<b>9</b>	<b>5</b>	<b>4</b>	<b>9</b>		<b>9</b>
% of Tax Blocks Affected		83%	89%	67%		67%		100%	83%	44%	100%		100%

X = Present to a Major Extent

O = Present to a Limited Extent

N/A = Tax block does not contain buildings; therefore, this factor is not applicable

	<b>Legend of Eligibility Factors- Improved Property</b>
1	Dilapidation
2	Obsolescence
3	Deterioration
4	Presence of structures below minimum code standards
5	Illegal use of structures
6	Excessive vacancies
7	Lack of ventilation, light or sanitary facilities
8	Inadequate utilities
9	Excessive land coverage or overcrowding of community facilities
10	Deleterious land use or layout
11	Lack of community planning
12	Environmental contamination
13	Lagging or declining EAV

## APPENDIX D

### CITY OF HIGHLAND PARK RAVINIA BUSINESS DISTRICT REDEVELOPMENT AND PROJECT AREA INITIAL EQUALIZED ASSESSED VALUE

PIN		2004 EAV	PIN		2004 EAV
1	16-36-100-001	\$0	29	16-36-103-015	\$107,317
2	16-36-101-010	\$133,745	30	16-36-103-022	\$310,245
3	16-36-101-023	\$49,043	31	16-36-103-024	\$499,350
4	16-36-101-024	\$49,043	32	16-36-103-025	\$246,311
5	16-36-101-025	\$49,043	33	16-36-104-005	\$411,338
6	16-36-101-026	\$49,043	34	16-36-104-006	\$459,830
7	16-36-101-027	\$43,809	35	16-36-104-014	\$139,167
8	16-36-101-028	\$44,044	36	16-36-104-015	\$117,504
9	16-36-101-029	\$47,211	37	16-36-104-016	\$157,388
10	16-36-101-030	\$45,218	38	16-36-104-017	\$220,829
11	16-36-101-031	\$45,218	39	16-36-104-018	\$422,549
12	16-36-101-032	\$1,769	40	16-36-110-027	\$0
13	16-36-101-033	\$1,769	41	16-36-110-028	\$862,137
14	16-36-101-034	\$1,769	42	16-36-110-029	\$0
15	16-36-101-035	\$1,769	43	16-36-111-001	\$137,176
16	16-36-101-036	\$1,769	44	16-36-111-002	\$162,560
17	16-36-102-008	\$46,975	45	16-36-111-003	\$78,353
18	16-36-102-019	\$145,152	46	16-36-111-004	\$160,322
19	16-36-102-021	\$447,286	47	16-36-111-008	\$0
20	16-36-102-022	\$201,887	48	16-36-111-009	\$0
21	16-36-102-023	\$89,710	49	16-36-111-013	\$149,599
22	16-36-102-024	\$58,964	50	16-36-112-001	\$0
23	16-36-103-005	\$74,123	51	16-36-113-001	\$0
24	16-36-103-006	\$106,924	52	16-36-113-002	\$0
25	16-36-103-007	\$56,777	53	16-36-113-003	\$0
26	16-36-103-012	\$24,805	54	16-36-113-004	\$0
27	16-36-103-013	\$123,012			
28	16-36-103-014	\$62,048			
				Total Initial EAV	\$6,643,900