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**VILLAGE OF BOURBONNAIS**

**TIF REDEVELOPMENT PLAN**

**MAIN STREET/UNIVERSITY AVENUE TIF DISTRICT**

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**Kane, McKenna and Associates, Inc.**

**Prepared For:**

**The Village of Bourbonnais, Illinois**

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Exhibit A	-	Boundary Map
Exhibit B	-	Legal Description
Exhibit C	-	TIF Qualification Report
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## I. INTRODUCTION

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The Village of Bourbonnais (the “Village”) is a mature community located in Kankakee County, Illinois, adjacent to the Village of Manteno on its north, the Village of Momence to the east, and the City of Kankakee and Village of Bradley to its south.

**Community Background.** The Village was settled in the early 1830’s and incorporated by referendum as the Village of Bourbonnais in 1875. Institutions of higher learning were established by the mid-to-late nineteenth century. Following a devastating fire and declining student enrollment, Saint Viator College closed and was purchased by Olivet Nazarene College. Olivet Nazarene College is known today as Olivet Nazarene University. Olivet purchased the land and moved to Bourbonnais in 1940. It is one of the Village’s largest employers and enjoys a synergetic relationship. In 2013 the University entered into a ten year renewal agreement to host the Chicago Bears preseason training camp.

The Village’s population increased 22% between 2000 and 2010 from 15,256 to 18,631. After a long period of growth, the municipality has leveled off and will more than likely grow at a much slower pace over the next 10 to 15 years. Median household income as of the most recent Census survey was \$64,147, well above the state average of \$55,137.

The Village has a number of assets that support future economic development. In addition to strong purchasing power (based on household income), the Village has a robust transportation network. For example, the Village has vehicular access to Chicago and its greater metropolitan area via Interstates 57 and 80. Additionally the Village is positioned near five (5) state highways: Route 45/52; Route 50 and Illinois Route 102. Mass transit service is provided but with limited availability via the River Valley Mass Transit District’s METRO bus system with connections to local destinations in Bourbonnais, Bradley, Kankakee, Manteno and Aroma Park and to Chicago via the Metra Electric station in University Park.

The Village contains a mix of commercial, residential and institutional uses with limited utility and light industrial uses. The Village is essentially landlocked by bordering municipalities. Given limited opportunities for redevelopment, the Village is focusing attention on areas that can increase the local tax base and provide non-residential revenues (including sales taxes) to the community. These conditions highlight the need to promote redevelopment needs through appropriate planning processes.

The Village currently utilizes its 2030 Comprehensive Plan, the Downtown Plan adopted by the Board in 2013, its Zoning Map and the Village’s Zoning Ordinance (and any amendments thereto) to coordinate economic development. The Village intends to attract and encourage retail, mixed use, and commercial users to locate, upgrade, expand and/or modernize their facilities within the Village as part of its ongoing economic development planning. A necessary strategy for the Village in pursuing new retail, mixed use, and commercial development will be to eliminate certain existing adverse conditions within some portions of the community, and to find new means to strengthen and further diversify the Village’s tax base.

## **A. The Redevelopment Plan**

**The TIF District.** The area discussed in this Main Street/University Avenue Redevelopment Plan and Project (the “Plan” or the “Redevelopment Plan and Project”) is the proposed Main Street/University Avenue Redevelopment Project Area (the “Redevelopment Project Area”, the “RPA” or the “TIF District”). The RPA is a contiguous area generally described as parcels along Brown Boulevard, Main Street, and Marsile Street.

The RPA is approximately one hundred fifty-nine (159) acres in size excluding rights-of-way. The RPA includes approximately two hundred twenty-seven (227) tax parcels according to the data available from the Assessor’s offices of Kankakee County and Bourbonnais Township. A boundary map of the RPA is attached as Exhibit A. The RPA is legally described in Section II.

The RPA consists primarily of commercial, institutional and retail uses and residential units. The area contains approximately one hundred thirty-five (182) structures, of which approximately one hundred thirty-five (135), or seventy-four percent (74%), are thirty-five (35) years of age or older.

The advanced age associated with many of these structures, as well as the site improvements and public infrastructure that surround them, has led to a high incidence of adverse conditions as defined by the Tax Increment Allocation Redevelopment Act of Chapter 65 ILCS Section 5/11-74.4 et seq., as amended (the “TIF Act” or the “Act”). Adverse conditions include lag in equalized assessed valuation (EAV) deterioration, obsolescence, inadequate utilities and deleterious land use.

Additional conditions that contribute to negative influences within the RPA include deleterious layout and lack of community planning (since so much of the area was allowed to be developed prior to having a formal comp plan) which are evidenced throughout the area. These conditions have been documented pursuant to site visits by Kane, McKenna and Associates, Inc. (KMA), as well as a review of Village, County and Township records (refer to Exhibit C for additional information about the conditions). These conditions also result in an overall lack of new private sector investment which is further evidenced by a lag in growth or decline of the equalized assessed value (EAV) for the RPA when compared to the EAV growth for the rest of the Village.

On balance, the combination of these negative factors limits the opportunities for private reinvestment within and around the RPA. Such factors potentially suppress the value of future development and weaken the potential for business growth limiting employment and contributing to the lack of sustained investment in the area.

**Rationale for Redevelopment Plan.** The Village recognizes the need for implementation of a strategy to revitalize existing retail, mixed use, and commercial, properties within the boundaries of the RPA and to stimulate and enhance new retail, mixed use, and commercial development. Business retention and expansion are key components of the strategy to promote private development within strategically critical commercial areas of the Village.

The needed private investment in the RPA may only be possible if tax increment financing (TIF) is adopted pursuant to the TIF Act. Incremental property tax revenue generated by the development will play a decisive role in encouraging private development. Existing conditions, such as those associated with properties located within the RPA, that may have precluded intensive private investment in the past will be eliminated. Ultimately, the implementation of the Redevelopment Plan and Project will benefit the Village and all the taxing districts, which encompass the area in the form of a significantly expanded tax base.

The designation of the area as a Redevelopment Project Area will allow the Village to address area deficiencies including (but not limited to):

- Establishing a pattern of land-use activities that will increase efficiency and economic relationships, especially as such uses complement adjacent commercial and residential land uses;
- Provision of roadway and traffic improvements within the area, including a comprehensive review of ingress and egress requirements that satisfy area circulation – both vehicular and pedestrian, parking, loading/unloading requirements, and connections to major arterials;
- Entering into redevelopment agreements in order to further the redevelopment of underutilized sites;
- Improving area appearance through rehabilitation of structures, landscape, streetscape and signage programs;
- Coordinating land assembly in order to provide sites for more modern redevelopment plans; and
- Providing infrastructure that is adequate in relation to redevelopment plans.

The area on the whole would not reasonably be anticipated to be redeveloped in a coordinated manner without the adoption of the Redevelopment Plan and Project, herein. The Village, with the assistance of KMA, has prepared this Redevelopment Plan and Project to use tax increment financing in order to address local needs and to meet redevelopment goals and objectives.

The adoption of this Redevelopment Plan and Project makes possible the implementation of a comprehensive program for the economic redevelopment of the RPA. By means of public investment, the RPA will become a more viable area that will attract private investment. The public investment will set the stage for the redevelopment of the area with private capital. This in turn will lead to the retention, expansion and attraction of retail, mixed use, and commercial development into the Village in general and the RPA in particular.

Through this Redevelopment Plan and Project, the Village will serve as the central force for marshaling the assets and energies of the private sector for a unified cooperative public-private redevelopment effort. Ultimately, the implementation of the Redevelopment Plan and Project will benefit the Village and all the taxing districts, which encompass the RPA in the form

of a stabilized and expanded tax base, the retention of existing businesses, the creation of new businesses and the creation of new employment opportunities within the Village as a result of induced private sector investment within the area.

## B. Summary

**Village Findings.** The Village, through legislative actions as required by the Act, finds:

- That the RPA as a whole has not been subject to growth and development through investment by private enterprise;
- That in order to promote and protect the health, safety, and welfare of the public, certain conditions that have adversely affected redevelopment within the RPA need to be addressed, and that redevelopment of such areas must be undertaken;
- To alleviate the adverse conditions, it is necessary to encourage private investment and enhance the tax base of the taxing districts in such areas by the development or redevelopment of certain areas;
- That public/private partnerships are determined to be necessary in order to achieve development goals;
- That without the development focus and resources provided for under the Act and as set forth in this Plan, growth and development would not reasonably be expected to be achieved;
- That the use of incremental tax revenues derived from the tax rates of various taxing districts in the RPA for the payment of redevelopment project costs is of benefit to the taxing districts, because the taxing districts would not derive the benefits of an increased assessment base without addressing the coordination of redevelopment; and
- That the TIF Redevelopment Plan conforms to the Village's *Comprehensive Plan*, as detailed in Section III of this report.

It is further found, and certified by the Village, in connection to the process required for the adoption of this Plan pursuant to the Act, that the projected redevelopment of the RPA will not result in the displacement of ten (10) or more inhabited residential units. Therefore, *this Plan does not include a Housing Impact Study.*

The redevelopment activities that will take place within the RPA will produce benefits that are reasonably distributed throughout the RPA. Redevelopment of the RPA area is tenable only if a portion of the improvements and other costs are funded by TIF.

Pursuant to the Act, the RPA includes only those contiguous parcels of real property and improvements thereon substantially benefited by the redevelopment project. Also pursuant to the Act, the area in the aggregate is more than 1½ acres. A boundary map of the RPA is included in Exhibit A of this Plan.

## **II. RPA LEGAL DESCRIPTION**

The Redevelopment Project Area legal description is attached in Exhibit B.

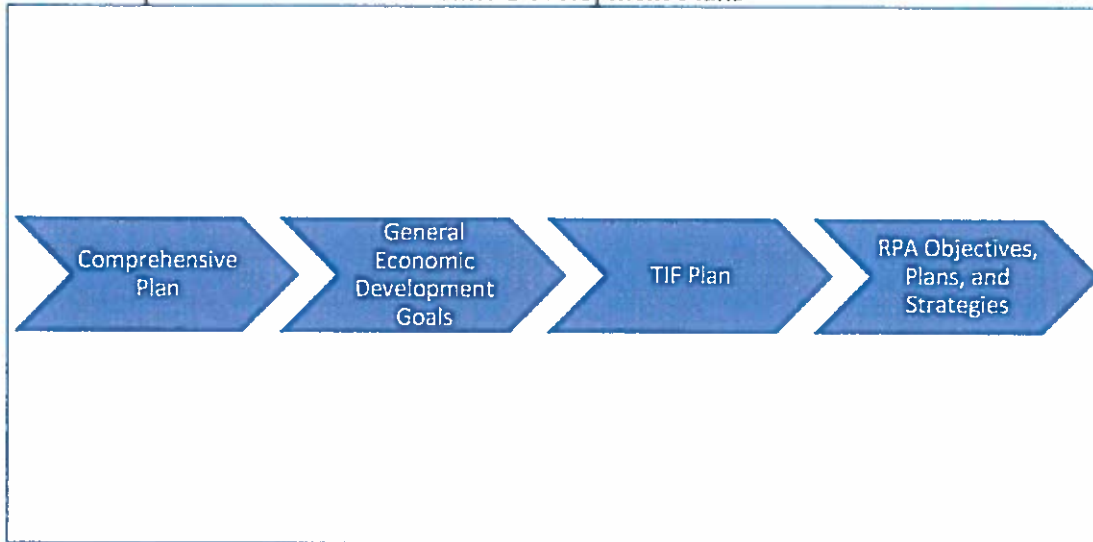


### III. RPA GOALS AND OBJECTIVES

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The Village has established a number of economic development goals, objectives, and strategies which would determine the kinds of activities to be undertaken within the TIF District. These efforts would conform to and promote the achievement of land use objectives in the Village's *Comprehensive Plan*.

Exhibit I  
Relationship of Land Use and Economic Development Plans



As indicated in the exhibit above, the Village's primary planning document is the *Comprehensive Plan* which describes the overall vision for the Village and is the foundation for Village initiatives such as the TIF District. This overarching planning document determines future land uses and influences all other Village planning effort such as the TIF planning process.

#### A. General Economic Development Goals of the Village.

The redevelopment of the proposed RPA would further the Village's overarching land use objectives, which are contained in its *Comprehensive Plan*, zoning ordinance, and other land use planning elements. In the *Comprehensive Plan*, the Village has articulated a number of public policy objectives which would be supported by the Village's adoption of the proposed RPA as a TIF District (see exhibit below).

Exhibit 2  
 Comprehensive Plan Elements (Excerpts)

Goal	Objective
Community Appearance and Character	<ul style="list-style-type: none"> <li>• Upgrade the image and appearance of existing commercial buildings</li> </ul>
Housing and Residential Areas	<ul style="list-style-type: none"> <li>• Enhance community gateways through special signage, landscaping and other features</li> </ul>
Commercial, Retail and Office Development	<ul style="list-style-type: none"> <li>• Promote high standards of design and construction for all development</li> </ul>
Transportation	<ul style="list-style-type: none"> <li>• Protect residential areas from the encroachment of incompatible land uses</li> </ul>
Community Appearance and Character	<ul style="list-style-type: none"> <li>• Promote the improvement and rehabilitation of deteriorating residential properties</li> </ul>
Housing and Residential Areas	<ul style="list-style-type: none"> <li>• Maintain and expand the range of retail, commercial and office establishments within the Village.</li> </ul>
Commercial, Retail and Office Development	<ul style="list-style-type: none"> <li>• Improve access, parking, traffic circulation, signage and other operational conditions within all existing office, retail and commercial areas.</li> </ul>
Transportation	<ul style="list-style-type: none"> <li>• Improve and upgrade Main &amp; Route 45/52 as a retail and business area serving the Village and surrounding region.</li> </ul>
Community Appearance and Character	<ul style="list-style-type: none"> <li>• Promote the redevelopment of marginal, obsolete and vacant commercial properties.</li> </ul>
Housing and Residential Areas	<ul style="list-style-type: none"> <li>• Encourage compatible new office, retail and commercial development in selected locations</li> </ul>
Commercial, Retail and Office Development	<ul style="list-style-type: none"> <li>• Minimize and mitigate any negative impact of office, retail and commercial activities on neighboring land-use areas.</li> </ul>
Transportation	<ul style="list-style-type: none"> <li>• Encourage the provision of adequate parking for all activity areas</li> </ul>

The broad goals and objectives of the *Comprehensive Plan* would be complemented by economic development goals for the Village, as follows:

- 1) Encourage an attractive and distinctive community image and identity that builds upon and enhances Bourbonnais's traditional qualities and characteristics, and distinguishes it from surrounding communities.
- 2) Expand a system of commercial, retail, and office development that could provide local residents with employment opportunities and needed goods and services, increases the Village sales and property taxes, and enhances the image and appearance of the community.

- 3) Develop a balanced transportation system that provides for safe and efficient movement of vehicles and pedestrian, reinforces surrounding development patterns, and enhances regional transportation facilities.
- 4) Promote retail, commercial and office use, as well as the combination and consolidation of multiple properties to create more attractive redevelopment sites.
- 5) Consider marketing smaller sites for uses that require less parking and customer access such as free standing office/research and high tech businesses.
- 7) Encourage the consolidation of curb cuts and access drives and the reconfiguration of parking areas focusing on improving the appearance of the areas through screening, buffering, landscape strips around the periphery of lots, and interior landscaped islands.
- 8) Encourage continued streetscape improvements for the area including landscaped parkways, street trees, light fixtures, public signage, and pedestrian amenities.

#### **B. Specific Objectives and Strategies for the RPA.**

The general goals for economic development cited above would be supported by specific objectives, strategies and performance measures that would “drive” the redevelopment activities undertaken within the RPA. TIF designation would allow the Village to pursue the following objectives within the RPA:

- 1) Upgrade the image and appearance of existing commercial areas, including buildings, parking lots, signage, and the public rights-of-way.
- 2) Promote high standards of design and construction for all development within the Village.
- 3) Encourage the corrective maintenance and rehabilitation of older commercial properties in poor condition.
- 4) Minimize and mitigate any negative impact of office, retail, and commercial activities on neighboring land uses.
- 5) Encourage the combination and consolidation of small commercial lots to enhance opportunities for coordinated improvements and new developments.
- 6) Maintain and expand the range of retail, commercial, and office establishments in the Village.
- 7) Promote the redevelopment of marginal, obsolete, and vacant commercial properties.
- 8) Discourage additional “strip” commercial development within the Village.

- 9) Ensure that adequate storm water management provisions are included in all new commercial developments.

### **C. Redevelopment Strategies.**

RPA designation will allow the Village to implement certain strategies established in the Comprehensive Plan, identified below:

Land Use – As set forth in the Comprehensive Plan, basic land use patterns and character are established within the RPA. The Village seeks to encourage the enhancement of existing businesses and assist in the improvement of properties in decline. The Village also seeks to promote high quality redevelopment within the RPA. The Village may consider combination or consolidation of properties in order to create attractive redevelopment opportunities and the Village may address pedestrian, traffic, and streetscape related improvements.

Sites and Buildings – The appearance of improvements and the repair of deficient buildings are important objectives for the Village, given the visibility and traffic counts. Vacancies should also be addressed. The Village also would intend to encourage the grouping and clustering of structures to assist in coordination of building location, parking, access drives, and pedestrian amenities including attractive landscape and streetscape treatments. Review of outdoor storage areas (including vehicle storage) could also be part of redevelopment activities. The overall goal is to maintain a high quality image and character of the Village.

*(Source: Bourbonnais Comprehensive Plan, April, 2001, pages 59-60)*

The implementation of the Redevelopment Plan and Project will serve to improve the overall quality of life within the RPA and contribute to the economic development of the Village as a whole.

## **IV. EVIDENCE OF THE LACK OF DEVELOPMENT AND GROWTH; FISCAL IMPACT ON TAXING DISTRICTS**

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### **A. Evidence of the Lack of Development and Growth Within the RPA.**

As documented in Exhibit 3 of this Plan, the RPA has suffered from a lack of development and would qualify as a conservation area. In recent years, the area has not benefited from sustained private investment and/or redevelopment and instead has experienced physical and economic decline. Absent intervention by the Village, properties within the RPA would not be likely to increase in market value.

The proposed RPA exhibits various conditions which, if not addressed by the Village, would eventually worsen. For example, structures and site improvements reflect obsolescence, deterioration, deleterious layout; lack of community planning; and experienced a lag in the growth or decline of the EAV when compared with the remainder of the Village for three of the last five years. These various conditions discourage private sector investment in business enterprises.

### **B. Assessment of Fiscal Impact on Affected Taxing Districts.**

It is anticipated that the implementation of this Redevelopment Plan and Project will have a minimal financial impact on most of the affected taxing districts. In fact, the action taken by the Village to stabilize and encourage growth of its tax base through the implementation of this Redevelopment Plan and Project will have a positive impact on the affected taxing districts by arresting declines in assessed valuations.

Given that there is the potential for new mixed use and retail / commercial development, the Village has included in this Redevelopment Plan and Project the provisions for distributions to such taxing districts and will follow the guidelines provided by the Act to compensate the districts at levels dictated by the increase in students, as provided for in the TIF Act.

Any surplus Special Tax Allocation Funds, to the extent any surplus exists, will be proportionately shared, based on the appropriate tax rates for a given year, with the various taxing districts, including the Village, after all TIF eligible costs either expended or incurred as an obligation by the Village have been duly accounted for through administration of the Special Tax Allocation Fund to be established by the Village as provided by the Act.

## **V. TIF QUALIFICATION FACTORS PRESENT IN RPA**

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### **A. Findings.**

The RPA was studied to determine its qualifications under the TIF Act. It was determined that the area as a whole qualifies as a TIF District under Illinois law based upon conservation area factors. Refer to the Qualification Report (Exhibit C) which is attached as part of this plan.

### **B. Eligibility Survey.**

Representatives of KMA evaluated the RPA over a period from March 2014 through the date of this Redevelopment Plan and Project. Analysis was aided by certain reports obtained from the Village of Bourbonnais and other sources. In KMA's evaluation, only information was recorded which would directly aid in the determination of eligibility for the proposed Main Street/University Avenue Redevelopment Project Area.

## **VI. REDEVELOPMENT PROJECT**

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

The Village proposes to realize its goals and objectives of encouraging the redevelopment of the RPA and encouraging private investment through public finance techniques including, but not limited to, Tax Increment Financing:

- 1) By implementing a plan that provides for the retention and expansion of existing businesses, and the attraction of users to redevelop existing retail, mixed use, and commercial structures, as well as vacant parcels that are, or may become available, within the RPA.
- 2) By constructing public improvements which may include (if necessary):
  - i. Street and sidewalk improvements (including new street construction and widening of current streets);
  - ii. Utility improvements (including, but not limited to, water, storm water management, flood control and sanitary sewer projects consisting of construction and rehabilitation);
  - iii. Signalization, traffic control and lighting;
  - iv. Off-street parking (if applicable);
  - v. Landscaping, public signage, and beautification; and
  - vi. Public facilities
- 3) By entering into redevelopment agreements with developers for qualified redevelopment projects, including (but not limited to) the provision of an interest rate subsidy as allowed under the Act.
- 4) By providing for land assembly, site preparation, environmental remediation (if necessary), clearance, and demolition, including grading and excavation.
- 5) By the redevelopment of certain buildings through necessary rehabilitation and improvement of structures.
- 6) By exploring and reviewing job training programs in coordination with any Village, federal, state, and county programs.
- 7) By entering into agreements with other public bodies for the development or construction of public facilities and infrastructure.

## **B. Redevelopment Activities.**

Pursuant to the foregoing objectives, the Village will implement a coordinated program of actions, including, but not limited to, site preparation, clearance, acquisition, demolition, provision of public infrastructure and related public improvements, and rehabilitation of structures, if necessary.

### Site Preparation, Clearance, and Demolition

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

### Land Assembly and Relocation

Certain properties or interests in properties in the RPA may be acquired by purchase or the exercise of eminent domain. Properties owned or acquired by the Village may be assembled and reconfigured into appropriate redevelopment sites. It is expected that the Village would facilitate private acquisition through reimbursement of acquisition and related costs through the write-down of its acquisition costs. Such land may be held or disposed of by the Village on terms appropriate for public or private development, including the acquisition of land needed for construction of public facilities or improvements. Relocation activities may also be undertaken by the Village.

### Public Improvements

The Village may, but is not required to provide, public improvements in the RPA to enhance the immediate area and support the Redevelopment Plan and Project. Appropriate public improvements may include, but are not limited to:

- Improvements and/or construction of public utilities including extension of water mains as well as flood control and sanitary and storm sewer systems;
- Beautification, identification markers, landscaping, lighting, and signage of public right-of-ways; and
- Construction of new (or rehabilitation of existing) public facilities to allow for the redevelopment of the existing sites for new mixed use or retail/commercial uses.

### Rehabilitation

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



### Interest Rate Write-Down

The Village may enter into agreements with owners/developers whereby a portion of the interest cost of a construction, renovation or rehabilitation project is paid for on annual basis out of the Special Tax Allocation fund of the RPA, in accordance with the Act.

### Job Training

The Village may assist facilities and enterprises located within the RPA in obtaining job training assistance. Job training and retraining programs currently available from or through other governments include, but are not limited to:

- Federal programs;
- State of Illinois programs;
- Applicable local vocational educational programs, including community college sponsored programs;
- Other federal, state, county or non-profit programs that are currently available or will be developed and initiated over time.

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

Existing land use generally consists of a mix of primarily retail, commercial uses residential and institutional. Existing and potential land uses are shown in Exhibits D and E attached hereto and made a part of this Plan. The proposed land uses will conform to the Village's Comprehensive Plan (including any amendments thereto).

### **D. Additional Design and Control Standards for Community Development in the Village of Bourbonnais.**

The appropriate design controls, as set forth in the Village's Comprehensive Plan, Zoning Ordinance and Building Codes (including any amendments thereto) shall apply to the RPA.

### **E. Estimated Redevelopment Project Costs.**

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

1. Costs of studies and surveys, development of plans and specifications, implementation and administration of the redevelopment plan including, but not limited to, staff and professional service costs for architectural, engineering, legal, marketing, financial, planning, or other special services, provided, however, that

no charges for professional services may be based on a percentage of the tax increment collected; except that after November 1, 1999, no contracts for professional services, excluding architectural and engineering services, may be entered into if the terms of the contract extend beyond a period of three (3) years. In addition, redevelopment project costs shall not include lobbying expenses:

- 1.1 After July 1, 1999, annual administrative costs shall not include general overhead or administrative costs of the municipality that would still have been incurred by the municipality if the municipality had not designated a redevelopment area or approved a redevelopment plan;
2. The cost of marketing sites within the redevelopment 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 interest 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 or repair or remodeling of existing public or private buildings, fixtures and leasehold improvements; and the costs 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: including any direct or indirect costs relating to Green Globes or LEED certified construction elements or construction elements with an equivalent certification;
5. Costs of the construction of public works or improvements, including any direct or indirect costs relating to Green Globes or LEED certified construction elements or construction elements with an equivalent certification, except that on and after November, 1, 1999 redevelopment project costs shall not include the cost of constructing a new municipal public building principally used to provide offices, storage space, or conference facilities or vehicle storage, maintenance, or repair for administrative, public safety, or public works personnel and that is not intended to replace an existing public building as provided under paragraph (3) of subsection (q) of Section 11-74.4-3 unless either (i) the construction of the new municipal building implements a redevelopment project that was included in a redevelopment plan that was adopted by the municipality prior to the effective date of this amendatory Act of the 91<sup>st</sup> General Assembly or (ii) the municipality makes a reasonable determination in the redevelopment plan, supported by information that provided that basis for that determination, that the new municipal building is required to meet an increase in the need for public safety purposes anticipated to result from the implementation of the redevelopment plan;

6. Costs of job training and retraining projects including the costs of "welfare to work" programs implemented by businesses located within the redevelopment project area:
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 pursuant to the Act accruing during the estimated period of construction of any redevelopment project for which such obligations are issued and for not exceeding 36 months thereafter and including reasonable reserves related thereto;
8. To the extent the municipality by written agreement accepts and approves the same, all or a portion of a taxing district's capital (and additional student tuition) costs resulting from the redevelopment project necessarily incurred or to be incurred within a taxing district in furtherance of the objectives of the redevelopment plan and project;
9. For redevelopment project areas designated (or redevelopment project areas amended to add or increase the number of tax-increment-financing assisted housing units) on or after November 1, 1999 an elementary, secondary, or unit school district's increased costs attributable to assisted housing units located within the redevelopment project area for which the developer or redeveloper receives financial assistance through an agreement with the municipality or because the municipality incurs the cost of necessary infrastructure improvements within the boundaries of the assisted housing sites necessary for the completion of that housing as authorized by the Act, and which costs shall be paid by the municipality from the Special Tax Allocation Fund when the tax increment revenue is received as a result of the assisted housing units and shall be calculated annually as follows:
  - a) for foundation districts, excluding any school district in a municipality with a population in excess of 1,000,000, by multiplying the district's increase in attendance resulting from the net increase in new students enrolled in that school district who reside in housing units within the redevelopment project area that have received financial assistance through an agreement with the municipality or because the municipality incurs the cost of necessary infrastructure improvements within the boundaries of the housing sites necessary for the completion of that housing as authorized by the Act since the designation of the redevelopment project area by the most recently available per capita tuition cost as defined in Section 10-20.12a of the School Code less any increase in general State aid as defined in Section 18-8.05 of the School Code attributable to these added new students subject to the following annual limitations:
    - (i) for unit school districts with a district average 1995-96 Per Capita Tuition Charge of less than \$5,900, no more than 25% of the total amount of property tax increment revenue produced by those

housing units that have received tax increment finance assistance under this Act:

- (ii) for elementary school districts with a district average 1995-96 Per Capita Tuition Charge of less than \$5,900, no more than 17% of the total amount of property tax increment revenue produced by those housing units that have received tax increment finance assistance under this Act; and
- (iii) for secondary school districts with a district average 1995-96 Per Capita Tuition Charge of less than \$5,900, no more than 8% of the total amount of property tax increment revenue produced by those housing units that have received tax increment finance assistance under this Act.

b) For alternate method districts, flat grant districts, and foundation districts with a district average 1995-96 Per Capita Tuition charge equal to or more than \$5,900, excluding any school district with a population in excess of 1,000,000, by multiplying the district's increase in attendance resulting from the net increase in new students enrolled in that school district who reside in housing units within the redevelopment project area that have received financial assistance through an agreement with the municipality or because the municipality incurs the cost of necessary infrastructure improvements within the boundaries of the housing sites necessary for the completion of that housing as authorized by the Act since the designation of the redevelopment project area by the most recently available per capita tuition cost as defined in Section 10-20.12a of the School Code less any increase in general state aid as defined in Section 18-8.05 of the School Code attributable to these added new students subject to the following annual limitations:

- (i) for unit school district, no more than 40% of the total amount of property tax increment revenue produced by those housing units that have received tax increment finance assistance under this Act;
- (ii) for elementary school district, no more than 27% of the total amount of property tax increment revenue produced by those housing units that have received tax increment finance assistance under this Act; and
- (iii) for secondary school districts, no more than 13% of the total amount of property tax increment revenue produced by those housing units that have received tax increment finance assistance under the Act.

c) Any school district in a municipality with a population of 1,000,000, additional restrictions apply.

Any school district seeking payment shall, after July 1 and before September 30 of each year, provide the municipality with reasonable evidence to support its claim for reimbursement before the municipality shall be required to approve or make the payment to the school district. If the school district fails to provide the information during this period in any year, it shall forfeit any claim to reimbursement for that year. School districts may adopt a resolution waiving the right to all or a portion of the reimbursement otherwise required by the Act. By acceptance of this reimbursement the school district waives the right to directly or indirectly set aside, modify, or contest in any manner the establishment of the redevelopment project area or projects;

10. For redevelopment project areas designated (or redevelopment project areas amended to add or increase the number of tax-increment-financing assisted housing units) on or after January 1, 2005, a public library district's increased costs attributable to assisted housing units located within the redevelopment project area for which the developer or redeveloper receives financial assistance through an agreement with the municipality or because the municipality incurs the cost of necessary infrastructure improvements within the boundaries of the assisted housing sites necessary for the completion of that housing as authorized by this Act shall be paid to the library district by the municipality from the Special Tax Allocation Fund when the tax increment revenue is received as a result of the assisted housing units. This paragraph applies only if (i) the library is located in a county that is subject to the Property Tax Extension Limitation Law or (ii) the library district is not located in a county that is subject to the Property Tax Extension Limitation Law but the district is prohibited by any other law from increasing its tax levy rate without a prior voter referendum.

The amount paid to a library district under this paragraph shall be calculated by multiplying (i) the net increase in the number of persons eligible to obtain a library card in that district who reside in housing units within the redevelopment project area that have received financial assistance through an agreement with the municipality or because the municipality incurs the cost of necessary infrastructure improvements within the boundaries of the housing sites necessary for the completion of that housing as authorized by this Act since the designation of the redevelopment project area by (ii) the per-patron cost of providing library services so long as it does not exceed \$120. The per-patron cost shall be the Total Operating Expenditures Per Capita as stated in the most recent Illinois Public Library Statistics produced by the Library Research Center at the University of Illinois. The municipality may deduct from the amount that it must pay to a library district under this paragraph any amount that it has voluntarily paid to the library district from the tax increment revenue. The amount paid to a library district under this paragraph shall be no more than 2% of the amount produced by the assisted housing units and deposited into the Special Allocation Fund.

A library district is not eligible for any payment under this paragraph unless the library district has experienced an increase in the number of patrons from the municipality that created the tax-increment-financing district since the designation of the redevelopment project area.

Any library district seeking payment under this paragraph shall, after July 1 and before September 30 of each year, provide the municipality with convincing evidence to support its claim for reimbursement before the municipality shall be required to approve or make the payment to the library district. If the library district fails to provide the information during this period in any year, it shall forfeit any claim to reimbursement for that year. Library districts may adopt a resolution waiving the right to all or a portion of the reimbursement otherwise required by this paragraph. By acceptance of such reimbursement, the library district shall forfeit any right to directly or indirectly set aside, modify, or contest in any manner whatsoever the establishment of the redevelopment project area or projects;

11. Relocation costs to the extent that the Village determines that relocation costs shall be paid or is required to make payment of relocation costs by federal or state law;
12. Payment in lieu of taxes;
13. Costs of job training, advanced vocational education or career education, including but not limited to courses in occupational, semi-technical or technical fields leading directly to employment, incurred by one or more taxing districts, provided that such costs (i) are related to the establishment and maintenance of additional job training, advanced vocational education or career education programs for persons employed or to be employed by employers located in the redevelopment project area; and (ii) when incurred by a taxing district or taxing districts other than the Village, are set forth in a written agreement by or among the Village and the taxing district or taxing districts, which agreement describes the program to be undertaken, including but not limited to the number of employees to be trained, a description of the training and services to be provided, the number and type of positions available or to be available, itemized costs of the program and sources of funds to pay for the same, and the term of agreement. Such costs include, specifically, the payment by community college districts of costs pursuant to Section 3-37, 3-38, 3-40 and 3-40.1 of the Public Community College Act and by school districts of costs pursuant to Section 10-22.20a and 10-23.3a of the School Code;
14. Interest costs incurred by a redeveloper related to the construction, renovation or rehabilitation of a redevelopment project provided that:
  - a) such costs are to be paid directly from the Special Tax Allocation Fund established pursuant to the Act;

- b) such payments in any one-year may not exceed 30% of the annual interest costs incurred by the developer with regard to the redevelopment project during that year;
- c) if there are not sufficient funds available in the Special Tax Allocation Fund to make the payment pursuant to this paragraph then the amounts so due shall accrue and be payable when sufficient funds are available in the Special Tax Allocation Fund;
- d) 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 the redevelopment project plus (ii) redevelopment project costs excluding any property assembly costs and any relocation costs incurred by a municipality pursuant to the Act;
- e) the cost limits set forth in subparagraphs (b) and (d) shall be modified 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 and the percentage of 75% shall be substituted for 30% in subparagraphs (b) and (d);
- f) Instead of the eligible costs provided by subparagraphs (b) and (d), as modified by this subparagraph, and notwithstanding any other provisions of the Act to the contrary, the municipality may pay from tax increment revenues up to 50% of the cost of construction of new housing units to be occupied by low-income households and very low-income households as defined in Section 3 of the Illinois Affordable Housing Act. The cost of construction of those units may be derived from the proceeds of bonds issued by the municipality under the Act or other constitutional or statutory authority or from other sources of municipal revenue that may be reimbursed from tax increment revenues or the proceeds of bonds issued to finance the construction of that housing. The eligible costs provided under this subparagraph (f) shall be an eligible cost for the construction, renovation, and rehabilitation of all low and very low-income housing units, as defined in Section 3 of the Illinois Affordable Housing Act, within the redevelopment project area. If the low and very low-income units are part of a residential redevelopment project that includes units not affordable to low and very low-income households, only the low and very low-income units shall be eligible for benefits under subparagraph (f).

The standards for maintaining the occupancy by low-income households and very low-income households, as defined in Section 3 of the Illinois Affordable Housing Act, of those units constructed with eligible costs made available under the provisions of this subparagraph (f) shall be established by guidelines adopted by the municipality. The responsibility for annually documenting the initial occupancy of the units by low-income households and very low-income households, as defined in Section 3 of the Illinois Affordable Housing Act, shall be that of the then current owner

of the property. For ownership units, the guidelines will provide, at a minimum, for a reasonable recapture of funds, or other appropriate methods designed to preserve the original affordability of the ownership units. For rental units, the guidelines will provide, at a minimum, for the affordability of rent to low and very low-income households. As units become available, they shall be rented to income-eligible tenants. The municipality may modify these guidelines from time to time; the guidelines, however, shall be in effect for as long as tax increment revenue is being used to pay for costs associated with the units or for the retirement of bonds issued to finance the units or for the life of the redevelopment project area, whichever is later;

15. If the redevelopment project area is located within a municipality with a population of more than 100,000, the cost of day care services for children of employees from low-income families working for businesses located within the redevelopment project area and all or a portion of the cost of operation of day care centers established by redevelopment project area businesses to serve employees from low-income families working in businesses located in the redevelopment project area. For the purposes of this paragraph, "low-income families" means families whose annual income does not exceed 80% of the municipal, county, or regional median income, adjusted for family size, as the annual income and municipal, county or regional median income are determined from time to time by the United States Department of Housing and Urban Development.
16. Unless explicitly stated herein the costs of construction of new privately owned buildings shall not be an eligible redevelopment project cost;
17. After November 1, 1999, none of the redevelopment project costs enumerated in this subsection shall be eligible redevelopment projects if those costs would provide direct financial support to a retail entity initiating operations in the redevelopment project area while terminating operations at another Illinois location within 10 miles of the redevelopment project area but outside the boundaries of the redevelopment project area municipality. For purposes of this paragraph, termination means a closing of a retail operation that is directly related to the opening of the same operation or like retail entity owned or operated by more than 50% of the original ownership in a redevelopment project area, but it does not mean closing an operation for reasons beyond the control of the retail entity, as documented by the retail entity, subject to a reasonable finding by the municipality that the current location contained inadequate space, has become economically obsolete, or was no longer a viable location for the retailer or serviceman;
18. No cost shall be a redevelopment project cost in a redevelopment project area if used to demolish, remove, or substantially modify a historic resource, after August 26, 2008, unless no prudent and feasible alternative exists. "Historic Resource" means (i) a place or structure that is included or eligible for inclusion on the National Register of Historic Places or (ii) a contributing structure in a district on the National Register of Historic Places. This restriction does not apply



to a place or structure for which demolition, removal, or modification is subject to review by the preservation agency of a Certified Local Government designated as such by the National Park Service of the United States Department of the Interior.

If a special service area has been established pursuant to the Special Service Area Tax Act or Special Service Area Tax Law, then any tax incremental revenues derived from the tax imposed pursuant to Special Service Area Tax Act or Special Service Area Tax Law may be used within the redevelopment project area for the purposes permitted by that Act or Law as well as the purposes permitted by the TIF Act.

Estimated costs are shown on the next page. Adjustments to these cost items may be made without amendment to the Redevelopment Plan and Project.

Exhibit 3  
 Estimated Project Costs

Program Actions/Improvements	Estimated Costs*
1. Land Acquisition, Assembly Costs and Relocation Costs	\$ 9,000,000
2. Demolition, Site Preparation, Environmental Cleanup and Related Costs	3,500,000
3. Utility Improvements including, but not limited to water system, storm/flood control system, sanitary sewers and road and rights-of-way improvements	16,000,000
4. Public facilities and infrastructure (inclusive of approved capital costs for Village and other tax districts)	3,500,000
5. Rehabilitation Programs	10,000,000
6. Planning, Legal, Engineering, Administrative and Other Professional Service Costs	2,500,000
7. Job Training	1,200,000
8. Interest Costs Pursuant to the Act	3,000,000
9. School Tuition Costs Pursuant to the Act (if applicable)	<u>\$2,100,000</u>
<b>TOTAL ESTIMATED PROJECT COSTS</b>	<b>\$50,800,000</b>

\*All project cost estimates are in year 2015 dollars. In addition to the above stated costs, any bonds issued to finance a phase of the Project may include an amount sufficient to pay customary and reasonable charges associated with the issuance of such obligations as well as to provide for capitalized interest and reasonably required reserves, as well as annual interest payments. Adjustments to the estimated line item costs above are expected. Each individual project cost will be reevaluated in light of the projected private development and resulting tax revenues as it is considered for public financing under the provisions of the Act. The line item amounts set forth above are not intended to place a not to exceed limit on the described expenditures as the specific items listed above are not intended to preclude payment of other eligible redevelopment project costs in connection with the redevelopment of the RPA, provided the amount of payments for the Total Estimated Project Costs shall not exceed the combined overall budget amount shown above as provided for in the TIF Act. Adjustments may be made in line items within the total, either increasing or decreasing line item costs for redevelopment.

Pursuant to the Act, the Village may utilize net incremental property tax revenues received from other existing or future contiguous redevelopment project areas to pay eligible redevelopment project costs or obligations issued to pay such costs in the Main Street/University Avenue Redevelopment Project Area, and vice versa.

## **F. Sources of Funds to Pay Redevelopment Project Costs Eligible Under Illinois TIF Act.**

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

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

The tax increment revenues, which will be used to pay debt service on the municipal obligations, if any, and to directly pay redevelopment project costs, shall be the incremental increase in property taxes attributable to the increase in the equalized assessed value of each taxable lot, block, tract or parcel of real property in the RPA over and above the initial equalized assessed value of each such lot, block, tract or parcel in the RPA in the 2013 tax year for the RPA.

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

The Redevelopment Project Area would not reasonably be expected to be developed in a coordinated manner without the use of the incremental revenues provided by the Act.

The Village may also direct incremental revenues from the Redevelopment Project Area to any existing or future contiguous redevelopment project areas for redevelopment activities in conformance with the provisions of the Act and it may also receive incremental revenues from any existing or future contiguous redevelopment project areas in order to further the redevelopment activities described in this Plan.

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

The Village may issue obligations secured by the Special Tax Allocation Fund established for the Redevelopment Project Area pursuant to the Act or such other funds as are available to the Village by virtue of its home rule powers pursuant to the Illinois State Constitution.

Any and/or all obligations issued by the Village pursuant to this Redevelopment Plan and Project and the Act shall be retired not more than twenty-three (23) years after the year of adoption of the ordinance approving the Redevelopment Project Area. However, the final maturity date of any obligations issued pursuant to the Act may not be later than twenty (20) years from their respective date of issuance. One or more series of obligations may be issued

from time to time in order to implement this Redevelopment Plan and Project. The total principal and interest payable in any year on all obligations shall not exceed the amount available in that year or projected to be available in that year, may be payable from tax increment revenues and from bond sinking funds, capitalized interest, debt service reserve funds, and all other sources of funds as may be provided by ordinance.

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

Such securities may be issued on either a taxable or tax-exempt basis, as general obligation or revenue bonds, with either fixed rate or floating interest rates; with or without capitalized interest; with or without deferred principal retirement; with or without interest rate limits except as limited by law; and with or without redemption provisions, and on such other terms, all as the Village may determine.

**H. Most Recent Equalized Assessed Valuation (EAV) of Properties in the Redevelopment Project Area.**

The most recent estimate of equalized assessed valuation (EAV) for tax year 2013 of the property within the RPA is approximately \$8,419,138.

**I. Anticipated Equalized Assessed Valuation (EAV).**

Upon completion of the anticipated private development of the Main Street/University Avenue Redevelopment Project Area over a twenty-three (23) year period, it is estimated that the equalized assessed valuation (EAV) of the property within the Main Street/University Avenue Redevelopment Project Area will be within a range of approximately \$38,000,000 million to \$50,000,000 million.

## VII. DESCRIPTION AND SCHEDULING OF REDEVELOPMENT PROJECT

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### A. Redevelopment Project.

An implementation strategy will be employed with full consideration given to the availability of both public and private funding. It is anticipated that a phased redevelopment will be undertaken.

The Redevelopment Project will begin as soon as the private entities have obtained financing approvals for appropriate projects and such uses conform to the Village's Comprehensive Plan (including any amendments thereto). Depending upon the scope of the development as well as the actual uses, the following activities may be included in each phase:

Land Assembly: Certain properties in the RPA may be acquired and assembled into an appropriate redevelopment site, and assembly costs or relocation costs or provided for by the Act may also be paid.

Demolition and Site Preparation: The existing improvements located within the RPA may have to be reconfigured or prepared to accommodate new uses or expansion plans. Demolition of certain parcels may be necessary for future projects. Additionally, the redevelopment plan contemplates site preparation, or other requirements necessary to prepare the site for desired redevelopment projects.

Rehabilitation: The Village may assist in the rehabilitation of private or public facilities, buildings or site improvements located within the RPA.

Landscaping/Buffering/Streetscaping: The Village may fund certain landscaping projects, which serve to beautify public properties or rights-of-way and provide buffering between land uses.

Water, Sanitary Sewer, Storm Sewer and Other Utility Improvements: Certain utilities may be extended or re-routed to serve or accommodate the new development. Upgrading of existing utilities may be undertaken. The provision of necessary detention or retention ponds may also be undertaken by the Village. Utility services may also be provided or relocated in order to accommodate the renovation or expansion of buildings.

Public Infrastructure/Facility Improvements: Widening of existing road improvements and/or vacation of roads may be undertaken by the Village. Certain secondary streets/roads may be extended or constructed. Related curb, gutter, and paving improvements could also be constructed as needed. Public facilities including parking areas may be constructed that would be available to the general public.

Utility services may also be provided or relocated in order to accommodate the renovation or expansion of buildings.

Traffic Control/Signalization: Traffic control or signalization improvements that improve access to the RPA and enhance its redevelopment may be constructed.

Public Safety Related Infrastructure: Certain public safety improvements including, but not limited to, public signage, public facilities, and streetlights may be constructed or implemented.

Interest Costs Coverage: The Village may fund certain interest costs incurred by a developer for construction, renovation or rehabilitation of a redevelopment project. Such funding would be paid for out of annual tax increment revenue generated from the RPA as allowed under the Act.

Professional Services: The Village may fund necessary planning, legal, engineering, administrative and financing costs during project implementation. The Village may reimburse itself from annual tax increment revenue if available.

Potential Payments to School Districts: The Village may fund payments to School Districts pursuant to the provisions of the Act.

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

As part of any Redevelopment Agreement entered into by the Village and any private developers, both will agree to establish and implement an honorable, progressive, and goal-oriented affirmative action program that serves appropriate sectors of the Village. The program will conform to the most recent Village policies and plans.

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 or creed. Neither party will discriminate 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 education opportunities.

All those involved with employment activities will be responsible for conformance to this policy and the compliance requirements of applicable state and federal regulations.

The Village and private developers will adopt a policy of equal employment opportunity and will include or require the inclusion of this statement in all contracts and subcontracts at any level. Additionally, any public/private entities will seek to ensure and maintain a working environment free of harassment, intimidation, and coercion at all sites, and in all facilities at which all employees are assigned to work. 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.

Finally, the entities will utilize affirmative action to ensure that business opportunities are provided and that job applicants are employed and treated in a nondiscriminatory manner. Underlying this policy is the recognition by the entities that successful affirmative action programs are important to the continued growth and vitality of the community.

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

This Redevelopment Project and retirement of all obligations to finance redevelopment costs will be completed within twenty-three (23) calendar years after the year of adoption of an ordinance designating the Main Street/University Avenue Redevelopment Project Area. The actual date for such completion and retirement of obligations shall not be later than December 31 of the year in which the payment to the municipal treasurer pursuant to the Act is to be made with respect to ad valorem taxes levied in the twenty-third calendar year after the year of the initial adoption of the ordinance approving the RPA.

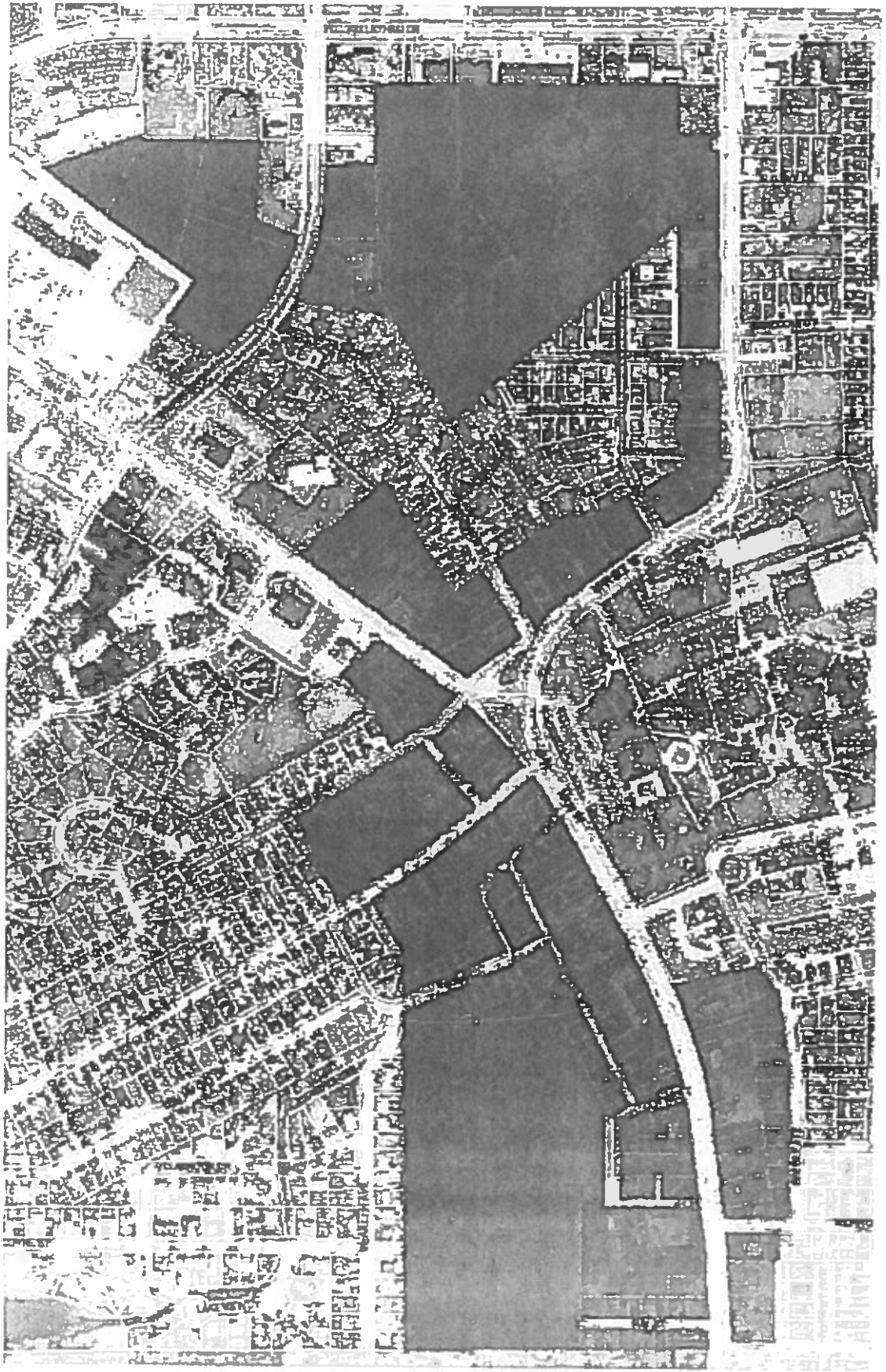
**VIII. PROVISIONS FOR AMENDING THE TIF PLAN AND PROJECT**

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This Redevelopment Plan and Project may be amended pursuant to the provisions of the Act.



**EXHIBIT A**  
**BOUNDARY MAP**



**EXHIBIT B**  
**LEGAL DESCRIPTION**

DOWNTOWN TIF DISTRICT  
LEGAL DESCRIPTION

Beginning at the Southeast corner of Lot 24 of Villa Brook Subdivision, being a part of Lots 52 and 54 of the Mesheketeno Reservation in Township 31 North, Range 12 East of the Third Principal Meridian, Village of Bourbonnais, Kankakee County, Illinois, thence Northerly along the East line of Villa Brook Subdivision and Bor-Bo-Ne Manor Subdivision and said line extended to the Southwest corner of Lot 8 in Block 1, Narcisse C. Rivard's Subdivision, thence Northwesterly along the West line of Lot 8 and Lot 5 in said Block 1 to the South right-of-way line of River Street; thence Westerly along said right-of-way line to its intersection with the Easterly line of Lot 1 of Tetrault's Addition to the Village of Bourbonnais, extended Southerly; thence Northwesterly along said East line and East line extended to the Northeast corner of said Lot 1; thence Northeasterly to the Southwest corner of Lot 10 in Drake's Second Addition; thence Northwesterly along the West line of said Lot 10 and said line extended to the North right-of-way line of Marsile Street; thence Northeasterly along said North right-of-way line to the Southwest corner of Lot 31 in Drake's Second Addition; thence Northeasterly along the North line of said Lot 31 to the Southwest corner of Lot 2 in L.C. Looker's Subdivision in the Southeast corner of Original Lot 2 of the Mesheketeno Reservation; thence Northwesterly to the Southwest corner of Lot 1 in said L.C. Looker's Subdivision; thence Northeasterly along the Northerly line of said Lot 1 to the South right-of-way line of Main Street; thence Northwesterly along said right-of-way line to its intersections with the North line of the South Half of Original Lot 1 of the Mesheketeno Reservation extended; thence Northeasterly along the North line of the South Half of said Original Lot 1 and said line extended to the Northwest corner of Lot 1 in Bonville Re-Subdivision; thence Southeasterly along the West line of Bonville Re-subdivision and said line extended Southerly to a point on the West line of Lot 26 of J.K. Croswell's Survey of the South Half of Original Lot 1 of the Subdivision of the Mesheketeno Reservation, said point being 48 feet South of the Northwest corner of said Lot 26; thence Northeasterly to a point on the Westerly right-of-way line of Bernard Street, said point being 64 feet South of the Northeast corner of said Lot 26; thence Northwesterly along the Westerly right-of-way line of Bernard Street to its intersection with the North line of Lot 20 of said J.K. Croswell's Subdivision extended Westerly; thence Northeasterly to the Northeast corner of Lot 2 in Harvey J. Legris Subdivision; thence Southeasterly to the Southwest corner of Lot 10 in Goodwin Subdivision; thence Northeasterly to the Southeast corner of Lot 10 in Goodwin Subdivision; thence Southerly along the Easterly line of Goodwin Subdivision extended to a point that is on a line that is 50 feet South of and parallel with the North line of Lot 15 of J.K. Croswell's Subdivision of the Mesheketeno Reservation; thence Northeasterly along said parallel line to the West right-of-way line of Roy Street; thence Northeasterly to the Northwest corner of Lot 10 of J.K. Croswell's Subdivision of the South Half of Original Lot 1 of the Mesheketeno Reservation; thence Northeasterly on the North line of said Lot 10 to the South right-of-way line of Water Avenue; thence Westerly along the said right-of-way line to the West line of the vacated portion of Water Avenue; thence Northerly along said West line to the North right-of-way line of Water Avenue to the West line of the East 180 feet of Lot 6 of said J.K. Croswell's Subdivision; thence Northerly along said West line to the North line of said Lot 6; thence Easterly

along said North line of Lot 6 to the West line of Lots 1, 2 and 6 of said J.K. Croswell's Subdivision; thence Northerly along said West line to the South right-of-way line of Beaudoin to its intersection with the West right-of-way line of the public alley in Block 1 of LaValle's Subdivision extended Southerly; thence Northerly along the West line of said alley and said line extended to the North line of the South Half of Original Lot 1 of the Mesheketeno Reservation; thence Southwesterly along the North line of the South Half of said Original Lot 1 to the Southeasterly corner of Trotter's Chase Condominium Development; thence Northwesterly along the Northern and Eastern boundary of said Trotter's Chase to the Easterly right-of-way line of Brown Boulevard; thence Southwesterly along said right-of-way line to its intersection with a line that is 234.21 feet Northeasterly of and parallel with the Northeasterly line of Lot 10 in Bourbonnais Towne Centre Subdivision extended; thence Northwesterly along said parallel line to the Westerly line of Lot 9 in Bourbonnais Towne Centre Subdivision; thence North 35°54'00" East along the Westerly line of said Lot 9 a distance of 184.41 feet; thence North 54°06'00" West along the Southwesterly line of said Lot 9 a distance of 774.50 feet; thence North 72°02'30" East a distance of 450.77 feet; thence South 00°09'00" East a distance of 27.00 feet; thence North 89°51'00" East a distance of 468.38 feet to the West line of Sunflower Subdivision; thence Southerly to the Southwest corner of Sunflower Subdivision; thence Easterly to the Southeast corner of Sunflower Subdivision, which is on the West right-of-way line of Brown Boulevard; thence Northerly along said right-of-way line to its intersection with the South line of Pita Subdivision extended; thence Easterly to the Southeast corner of Pita Subdivision; thence Northerly to the Northeast corner of Lot 2 in Bourbonnais Towne Centre Subdivision; thence North 89°51'00" East along the South line of Lots 3, 4, 5 and 6 and said line extended in Bourbonnais Towne Centre Subdivision a distance of 1,244.66 feet; thence South 00°31'00" East a distance of 200.00 feet; thence North 89°51'00" East to the Easterly right-of-way line of Convent Street; thence Southerly along the Easterly right-of-way line of Convent Street, Marsile Street and Main Street, also known as S.B.I. Route 45/52 to the Northwest corner of Lot 26 of Original Lot 28 of J.K. Croswell's Subdivision of the Mesheketeno Reservation; thence Northeasterly along the North line of said Lot 26 to the Northwest corner of Lot 6 in Collegedale Subdivision Second Addition thence Northeasterly along the North line of said Lot 6 and said line extended to the East right-of-way line of Bresse Street; thence Southerly along said Easterly right-of-way line to its intersection with the South right-of-way line of Munroe Street; thence Westerly along said South right-of-way line to the Northwest corner of Lot 3, Block 1 in Collegedale Subdivision; thence Southerly to the Southwest corner of said Lot 3; thence Easterly along the South line of said Lot 3 to its intersection with the East right-of-way of the public in lying within Block 6 in Numa Ray Subdivision of the Francis Marcotte Estate Lands; thence Southerly along the East right-of-way line of said alley to the North right-of-way line of North Street; thence Westerly along said right-of-way line and said line extended to the West right-of-way line of Main Street; thence Southerly along said right-of-way line to the South line of Block 2 in Numa Ray's Re-Subdivision of Blocks 1 and 2 of the Numa Ray Subdivision of the Francis Marcotte Estate Lands; thence Westerly along the South line of said Block 2 and said line extended Westerly to the point of beginning.

**EXHIBIT C**  
**TIF QUALIFICATION REPORT**

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**VILLAGE OF BOURBONNAIS**

**TIF QUALIFICATION REPORT  
MAIN STREET/UNIVERSITY AVENUE TIF DISTRICT**

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

**Prepared For: Village of Bourbonnais, Illinois**

**Prepared By: Kane, McKenna and Associates, Inc.**

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**June 2015**

**VILLAGE OF BOURBONNAIS  
QUALIFICATION REPORT  
MAIN STREET/UNIVERSITY AVENUE TIF DISTRICT  
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**EXHIBIT 1**

Proposed TIF Boundary Map

**EXHIBIT 2**

List of Tax Parcels



## EXECUTIVE SUMMARY

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Kane, McKenna and Associates, Inc. ("KMA") has been retained by the Village of Bourbonnais to conduct an analysis for the potential qualification and designation of the Main Street/University Avenue Redevelopment Project Area (the "TIF District") pursuant to 65 ILCS 5/11-74-1 et. seq., as amended (the "Act") for an area located primarily in the central Downtown area of the Village and is generally bounded by Eugene Drive on the north and North Avenue on the south with parcels located on the east and west sides of Main Street (Routes 102, 45 and 52). The Village is pursuing the TIF District designation as part of its overall strategy to promote (i) the redevelopment and revitalization of key properties that are generally located along Main Street, University Avenue and College Drive, and; (ii) to provide for adequate parking for the new and existing commercial facilities, and; (iii) to provide for increased utility improvements and infrastructure to relieve vehicle and pedestrian congestion where the three main arterials converge.

The Village has two principle aims in pursuing the potential designation of the TIF District. The first is to promote redevelopment of certain parcels that have experienced vacancy and obsolescence, due in part to the economic downturn in recent years and that by today's standards are under-utilized. The second is to encourage the development of parcels of land in and around the Olivet University in an effort to provide additional retail, parking and housing. This points the Village toward a strategy for the encouragement of growth through the reuse and redevelopment of older properties in the center of Bourbonnais and the continued development and re-development of an area in which development has stalled due to economic conditions.

Based upon the analysis completed to date, KMA has reached the following conclusions regarding the potential TIF District qualification land within the area:

- 1) *The proposed TIF District qualifies as a "conservation area" under the Act.* Overall, the improved land within the proposed TIF District is found to be in a condition as defined in the Act that prevents, or threatens to prevent, the economic and physical development of properties in a manner that the community deems essential to its overall economic health.
- 2) *The conditions found within the proposed TIF District present a serious barrier to the area's successful redevelopment.* Factors that negatively impact coordinated and substantial private sector investment in the overall area are part of the consideration for TIF District designation. Without Village planning and use of economic development resources in eliminating such factors, potential redevelopment projects (along with other activities that require private sector investment) are not likely to be economically feasible.
- 3) *There are several potential redevelopment sites within the proposed TIF District.* These sites could produce sufficient incremental property tax revenue that, if used in combination with other Village resources for redevelopment incentives or public improvements, would likely stimulate private investment and reinvestment in these sites and ultimately throughout the study area.

- 4) *Formal designation recommended.* To address current conditions, to promote the economic viability of the proposed TIF District, and to foster private sector investment and redevelopment efforts. KMA recommends that the Village proceed with the formal TIF District designation process for the entire area under consideration.

The KMA analysis of the proposed TIF District in conjunction with the statutory criteria is detailed in the following pages.

# I. INTRODUCTION AND BACKGROUND

In the context of planning for the proposed establishment of the Main Street/University Avenue Tax Increment Financing District (the “TIF District. Redevelopment Project Area of RPA”), the Village of Bourbonnais has initiated the study of parcels within the proposed TIF District to determine whether they qualify for inclusion in the TIF District. Kane, McKenna and Associates, Inc. agreed to undertake the study of the area.

## Objectives.

The Village’s general economic development objectives are to enhance commercial and mixed use opportunities within the Village, including the proposed TIF District. To achieve this predominant objective, the Village has proposed the following guidelines identified in the Village’s Bourbonnais 2030 Comprehensive Plan that would apply to the Main Street/University Avenue TIF District. (Refer to Exhibit 1 below.)

### Exhibit 1

#### Selected Comprehensive Plan Elements Applicable to the Proposed TIF District

Comprehensive Plan Element	Objectives
Land Use	<ul style="list-style-type: none"> <li>▪ <b>Assure that new development is compatible with existing and proposed neighboring land uses</b></li> <li>▪ <b>Assure that the density or intensity of future development does not overburden existing and future utility systems, roadways and services</b></li> </ul>
Image & Identity	<ul style="list-style-type: none"> <li>▪ <b>Improve aesthetics of right of way areas. Establish landscape requirements on private property via new zoning ordinance requirements.</b></li> </ul>
Commercial/Office and Industrial	<ul style="list-style-type: none"> <li>▪ <b>Improve the physical conditions of buildings and off-street parking lots</b></li> <li>▪ <b>Assure compatibility with adjacent development</b></li> <li>▪ <b>Improve parking, traffic circulation, signage, lighting and landscaping</b></li> <li>▪ <b>Consider additional retail pursuant to standards which improve the tax base, maximize aesthetic appeal, and minimize negative impacts on adjacent properties</b></li> </ul>
Tax Base and Economic Development	<ul style="list-style-type: none"> <li>▪ <b>Promote new development at designated areas which can supplement the local tax base</b></li> <li>▪ <b>Plan reasonable regrouping of business to create compatible relations between business uses</b></li> </ul>
Governmental Services	<ul style="list-style-type: none"> <li>▪ <b>Improve the storm drainage system and eliminate flooding problems</b></li> <li>▪ <b>Develop storm drainage ways, detention and retention basins to reduce the hazards of flooding</b></li> </ul>
Transportation	<ul style="list-style-type: none"> <li>▪ <b>Infrastructure improvements including street system improvements and traffic flow in the downtown core area to 1) better handle vehicular volumes 2) improve pedestrian safety</b></li> </ul>

Source: Village of Bourbonnais *Official 2030 Comprehensive Master Plan*, 2013

Additionally, the proposed RPA almost mirrors the Village's Downtown Plan adopted in 2010 and more importantly the Downtown Sub Area District Plan. The goal of the Downtown Plan is to integrate downtown improvements into the Bourbonnais central business district. The Village's planner worked closely with Olivet University to prepare an improvement plan for the downtown area. The University has acquired a significant amount of property within the downtown area with the intent of fostering a "college town" atmosphere. The major recommendations of the Downtown Plan are shown below. (See Exhibit 2.)

Downtown Plan Element	Objectives
Traffic	<ul style="list-style-type: none"> <li>▪ Improve traffic flow in the downtown core area in order to: 1) better handle vehicular volumes; 2) improve pedestrian safety; 3) improve aesthetics; 4) strengthen the identity of the downtown.</li> </ul>
Image & Identity	<ul style="list-style-type: none"> <li>▪ Plan to create improved traffic patterns; improved ingress and egress designs with new mixed-use development, pedestrian improvements and a streetscape design motif that reinforces the Village's heritage.</li> <li>▪ Plan for prominent buildings at key intersections with planned design elements.</li> </ul>
Commercial/Office and Industrial	<ul style="list-style-type: none"> <li>▪ Improve the physical conditions of buildings and off-street parking lots</li> <li>▪ Assure compatibility with adjacent development</li> <li>▪ Improve parking, traffic circulation, signage, lighting and landscaping</li> <li>▪ Consider additional retail pursuant to standards which improve the tax base, maximize aesthetic appeal, and minimize negative impacts on adjacent properties</li> </ul>
Tax Base and Economic Development	<ul style="list-style-type: none"> <li>▪ Promote new development at designated areas which can supplement the local tax base</li> <li>▪ Plan reasonable regrouping of business to create compatible relations between business uses</li> </ul>
Governmental Services	<ul style="list-style-type: none"> <li>▪ Improve the storm drainage system and eliminate flooding problems</li> </ul>
Transportation	<ul style="list-style-type: none"> <li>▪ Infrastructure improvements including street system improvements and traffic flow in the downtown core area to 1) better handle vehicular volumes 2) improve pedestrian safety 3) tie into the planned I-57 Interchange</li> </ul>

Source: Village of Bourbonnais Downtown, 2010

The RPA exhibits characteristics of deterioration and obsolescence that are often indicative of properties that are near the end of their useful lives or affected by market conditions due to age and condition of the properties. Further, because much of the RPA was developed in an era before the Village actively practiced modern land use planning, the RPA suffers from adverse impacts associated with a lack of community planning and deleterious land use and layout. The RPA did not have the benefit of developing under the guidelines of an economic development plan. The extremely high-level of traffic along the Main Street corridor creates problematic ingress/egress within the RPA

and requires the coordination new signalization, pedestrian bridges, potential street rerouting and consideration of future parking needs as well as improved internal circulation between users. The RPA is also hindered by a lack of buffering between institutional, commercial and residential uses and the lack of modernized site improvements or coordinated streetscape and signage treatments. These are all conditions that are further examples of the detrimental effects of unguided development.

The RPA is also hindered by a lack of adequately sized retail/commercial lots in relation to present day planning standards and by inadequate loading and unloading areas due to the size of the lots and the presence of adjacent single family residential lots.

It is important to note that the state highways in the downtown area (US 45/52, IL 102) have extremely high traffic volumes that cause congestion and create a barrier to safe pedestrian circulation. This is critical in light of the fact that there is a high volume of student as well as lay pedestrian traffic throughout the day exacerbating the unsafe conditions for both pedestrian and vehicle traffic.

The intersection of Main Street/Main Street NW/and Marsile Street is a major traffic congestion point. Many downtown commercial businesses have parking lots that are accessed primarily from Main Street. The numerous curb cuts create conflict points that reduce traffic flow efficiency.

The residential neighborhoods in the downtown area are not well connected to the Main Street corridor. South of the Main Street NW/Marsile Street intersection there are few intersecting public streets on either side of Main Street; downtown pedestrian connections across Main Street lack safety features, particularly between the University campus on the east side of the road and the recreational fields and student housing areas (Old Oak and Oak Run apartments) on the west side of the road. The safety and continuity of the walking environment is limited by gaps in the pedestrian system along the arterial and collector roadways and by the lack of sidewalks in some of the older subdivisions.

Finally, the growth of the equalized assessed valuation (EAV) of all the properties in the Study Area declined in three (3) of the last five (5) years; and it was found to lag behind the EAV growth of the remainder of the Village in four (4) of the last (5) years; and, the Consumer Price Index for all Urban Consumers (CPI-U) for three (3) of the last five (5) tax years. The qualification factors discussed within this TIF Qualification Report (the "Report") qualify the RPA as a conservation area, as that term is hereinafter defined pursuant to 65 ILCS 5/11-74.4-3 et. seq., as amended.

Many of the surface improvements within the Study Area were found to have varying degrees of deterioration. Sidewalks, streets, driveways, and parking lots exhibited significant cracking and uneven surfaces. In addition several buildings exhibited missing or cracked mortar, and needed for repairs to exterior siding/fascia and frame components (windows and/or doors).

The Village believes that the RPA can be a candidate for redevelopment if the qualification factors discussed in this report are mitigated. Further, the Village believes that the use of TIF can mitigate these negative obstacles that currently impede redevelopment. From a planning standpoint, the redevelopment of the RPA is consistent with Village planning efforts to improve the downtown core area properties and maintain or improve tax base and valuations along an important corridor of the Village.

The Village will certify that it does not plan to dislocate ten (10) or more inhabited residential units as part of this redevelopment effort. As such, pursuant to the Act, as amended, the Village will not prepare a housing impact study.

### Objectives

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

- To encourage redevelopment within the RPA that will address the historical piecemeal development practices, mitigate conditions associated with older building conditions and vacancies, and attract new land uses which are consistent with the existing uses and provide an enhanced tax base to support the entire Village;
- To implement coordinated development/design practices as set forth in the Village's Comprehensive Plan and Downtown Plan and to promote redevelopment in accordance with current planning standards;
- To assist site assembly and preparation in order to provide for the reuse of properties for this stated purpose;
- To coordinate area parking facilities and to improve access to site; and
- To install the necessary infrastructure improvements for improved ingress and egress and loading and unloading areas, and to add buffering to single family residential uses for the light industrial and retail/commercial areas, and to support proposed new development in accordance with modern planning standards.

### Guidelines:

The Village's Downtown Plan provides, in part, the following guidelines:

"Each of Bourbonnais' existing commercial and business areas should be strengthened and upgraded. Viable existing stores and businesses should be improved and enhanced. New uses, particularly retail and convenience commercial uses that serve the needs of local residents and visitors should be promoted.

New commercial, business and mixed-use development should be of a size and scale compatible with the established image and character of Bourbonnais. Commercial and business development should be characterized by the highest possible standards of design and construction.

Since commercial and business areas are located along important traffic routes, access to individual properties should be carefully controlled to minimize conflicts with through traffic. The consolidation of access drives for adjacent properties should be encouraged.

Adequate off-street parking should be provided within all commercial and businesses areas. The consolidation of parking facilities for two or more businesses should be encouraged. Parking lots should be attractively landscaped, particularly along major streets.

The image and appearance of commercial and business areas should also be upgraded. Projects should be undertaken to improve the appearance of the public rights-of-way, including landscaping, lighting, signage, sidewalks, crosswalks and pedestrian amenities. Enhancements to private properties should include facade, parking lot and signage improvements.”

*Source: Bourbonnais Downtown Plan, 2010.*

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

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

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

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

## II. QUALIFICATION CRITERIA

With the assistance of Village staff and the Village engineer, Kane, McKenna and Associates, Inc. examined the RPA initially in the early spring of 2013 and then again in December of 2014 to the date of this report, and reviewed information collected for the RPA to determine the presence or absence of appropriate qualifying factors listed in the Act. The relevant sections of the Act are found below.

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

“an area designated by the municipality, which is not less in the aggregate than 1 ½ acres and in respect to which the municipality has made a finding that there exist conditions which cause the area to be classified as a blighted area or a conservation area, or a combination of both a blighted area and conservation area.”

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

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

(B) Obsolescence: The condition or process of falling into disuse. Structures have become ill suited for the original use.

(C) Deterioration: With respect to buildings, defects including, but not limited to major defects in the secondary building components such as doors, windows, porches, gutters and downspouts and fascia. With respect to surface improvements, the condition of roadways, alleys, curbs, gutters, sidewalks, off-street parking and surface storage areas evidence deterioration, including, but limited to, surface cracking, crumbling, potholes, depressions, loose paving material and weeds protruding through paved surfaces.

(D) Presence of Structures Below Minimum Code Standards: All structures that do not meet the standards of zoning, subdivision, building, fire and other governmental codes applicable to property, but not including housing and property maintenance codes.

(E) Illegal Use of Individual Structures: The use of structures in violation of applicable federal, State, or local laws, exclusive of those applicable to the presence of structures below minimum code standards.

(F) Excessive Vacancies: The presence of buildings that are unoccupied or under-utilized and that represent an adverse influence on the area because of the frequency, extent or duration of the vacancies.



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

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

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

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

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

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

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

### **III. THE PROPOSED RPA**

The RPA is located in the central portion of the Village and consists primarily of retail, commercial, institutional and residential uses. The RPA is a contiguous area generally described as parcels on the east and west side of Main Street with North Street as the south boundary and Eugene as the north boundary. Adjacent rights of way are also included.

The RPA consists of approximately one hundred eighty two (182) structures and approximately two hundred twenty-seven (227) tax parcels of which one hundred thirty-five (135) are 35 years or older. The RPA is approximately one hundred fifty-nine (159) acres in size excluding rights of way. The RPA is comprised predominantly of retail, institutional and commercial uses.

The RPA described herein meets the eligibility requirements for designation as a conservation area under the Act as documented below. All of the parcels were examined to determine the number of structures aged thirty-five (35) years or greater, as required under the conservation area criteria of the Act. It was determined by site surveys, Kankakee County and Bourbonnais Township Assessor data and Village input that seventy-four percent (74%) of the structures in the RPA were thirty-five (35) years or greater. Furthermore, the RPA as a whole was found to evidence six (6) qualification factors. The minimum required for a finding of a conservation area is that fifty percent (50%) or more of the improved structures are thirty-five (35) years old or greater and the existence of three (3) qualification factors dictated by the Act.

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

#### **IV. METHODOLOGY OF EVALUATION**

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

- 1) Site surveys of the RPA were undertaken by representatives from KMA. (Site surveys were completed for most parcels within a block) based upon tax plat map blocks. A photographic record and analysis of the RPA was conducted and was used to supplement site surveys.
- 2) Exterior evaluation of structures was completed noting such conditions as deterioration, obsolescence, excessive vacancies, and deleterious land use and layout. Additionally, 2007 through 2013 tax information from the Kankakee County Clerk's Office, County and township tax data, site data, local history (discussions with Village officials and staff), and an evaluation of area-wide factors that have affected the RPA's development (e.g., lack of community planning, and lag in equalized assessed value) were reviewed. KMA studied the RPA in its entirety. Village redevelopment goals and objectives for the RPA were also reviewed with Village staff.
- 3) Existing structures and site conditions were initially surveyed only in the context of checking, to the best and most reasonable extent available, qualification factors of specific structures and site conditions on the parcels.
- 4) The age of structures within the RPA was examined, plus the thirteen (13) other qualification factors for TIF designation as a conservation area under the Act. Evaluation was made by reviewing the information from the site surveys and other relevant information collected for the RPA and determining how it measured when evaluated against the qualification factors.

**V. QUALIFICATION OF PROPOSED RPA/FINDINGS OF ELIGIBILITY**

Based upon KMA’s evaluation of parcels in the Study Area and analysis of each of the eligibility factors summarized in Section II, the following factors are present to support qualification of the proposed TIF District as a conservation area. These factors are found to be clearly present and reasonably distributed throughout the Study Area, as required under the TIF Act. In addition to age at least three other qualifying factors were found to be present to a meaningful extent throughout the RPA.

Summary of TIF Qualifying Factors

Area Within Proposed RPA	Maximum Possible Factors per Statute	Minimum Factors Needed to Qualify per Statute	Qualifying Factors Present in Proposed RPA
Conservation Area (Improved)	13	3	6 Deleterious Layout Lagging EAV Deterioration Inadequate Utilities Obsolescence Lack of Community Planning

A. Threshold Qualification

Age. Based upon site survey; and Kankakee County and Bourbonnais Township data, approximately seventy percent (74%) or approximately 135 of the 182 structures in the RPA were found to be thirty-five (35) years of age or older.

B. Other Conservation Factors

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

According to discussions with Village staff, a majority (over 50%) of the improvements found within the Study Area were built before 1960. As a result, these properties were developed during a period before the Village had in place an effective community planning process to guide development procedures. Properties were developed with little regard to adjacent land uses, and without foresight into the intensity of commercial operations present today, in part due to the importance of automobile traffic and the need for sufficient parking. In terms of land uses, commercial, retail, and residential uses inappropriately overlap in some areas, when compared to the modern land use standards currently employed by the Village.

In general, poor parcel layout and lack of buffering account for deleterious land use/layout. Regarding the parcel layout, certain commercial and retail facilities are not configured to easily accommodate the daily movement of consumer traffic or the loading of truck traffic. In the lots adjacent to residential uses, there are loading/unloading difficulties in terms of truck traffic going down narrow alley ways or narrow rear lots or areas. The parcel layout is also affected by issues related to the coordination of individual uses to the movement of traffic along Main (one of the busiest arterial roads in or near the Village – based upon review of IDOT data).

As a result, there are certain issues pertaining to ingress/egress. Many of the retail businesses have little space for ingress/egress, much less “transitional” frontage roads that would separate slower moving traffic approaching a business (e.g., to park and shop) from faster moving traffic along Main. A majority of the businesses have shallow parcel depths that do not afford much room for loading, unloading, or parking, in comparison to modern uses. Additionally, the execution of turns into retail establishments is difficult since (a) vehicles have to slow rapidly to execute the turn, (b) turns need to be made into a tight space due to the narrow/shallow parking lots and (c) entering the parking lot areas customers need to avoid closely situated cars already parked in the narrow lots (or which may be backing up to leave the store).

But deleterious layout is a particularly extreme issue at the intersection of Main Street (US Route 45 and US 52) Marsile Street/University Avenue and Illinois Route 102 all converge directly across from the main entrance of the University making student and pedestrian crossing extremely difficult especially during the heavy traffic times of early morning, mid-day and early evening.

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

The total Equalized Assessed Value (“EAV”) of the RPA has declined for three (3) of the last five (5) years (2010, 2011, and 2012). Additionally, the total EAV of the RPA has grown at an annual rate that is less than the growth in the total EAV for balance of the Village for four (4) of the last five (5) years. A summary of this analysis is presented in the table below. Finally, the total EAV of the RPA has grown at an annual rate that is less than the Consumer Price Index for Urban Consumers (CPI-U) in three (3) of the last five (5) years.

	2013	2012	2011	2010	2009	2008
TOTAL EAVS FOR TIF RPA	8,419,138	7,452,948	7,744,314	7,905,989	7,936,912	7,793,341
PERCENTAGE OF CHANGE:	<b>12.9639%</b>	<b>-3.7623%</b>	<b>-2.0450%</b>	<b>-0.3896%</b>	<b>1.8422%</b>	
AVERAGE ANNUAL CPI CHANGE		2.10	3.20	1.60	-0.40	3.80
TOTALS FOR THE VILLAGE	314,023,975	327,244,544	335,201,415	349,420,344	329,085,517	323,032,716
MINUS RPA AREA	305,604,837	319,791,596	327,457,101	341,514,355	321,148,605	315,239,375
% CHANGE FROM PREVIOUS YEAR	<b>-4.4363%</b>	<b>-2.3409%</b>	<b>-4.1162%</b>	<b>6.3415%</b>	<b>1.8745%</b>	

Source: Kankakee County Assessor's Office

3. Deterioration. The Act defines deterioration to cover either a) primary building components or b) surface improvements. With respect to surface improvements, the condition of roadways, alleys, curbs, gutters, sidewalks, off-street parking and surface storage areas may evidence deterioration, including, but not limited to, surface cracking, crumbling, potholes, depressions, loose paving material and weeds protruding through paved surfaces.

Regarding surface improvements, the RPA exhibited a number of problems:

- Rutted and cracked lots and drives.
- Parking lots with potholes and surface cracking.

Approximately 80% of the tax parcels exhibited deterioration in either surface improvements or building components.

Deterioration in building components was observed in:

- Retail strip centers along Main Street.
- Rear portions of several buildings located on Main Street and Marsile Street.

In addition, roof and gutter replacement was noted on several parcels located on Main Street, River Street, Marsile Street and Coyne Street. Parking lots exhibit considerable deferred maintenance resulting in deteriorated conditions.

4. Inadequate Utilities. Under the TIF Act, inadequate utilities can be defined as underground and overhead utilities such as storm sewers and storm drainage, sanitary sewers, water lines and gas, or 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 Village engineer has reviewed the condition of the utilities within the RPA and found that:

Currently the proposed TIF District is served by a sanitary sewer, water system and storm water system. All of these utilities are at least 70 years old and need to be upgraded in order to support new development in this area. The sanitary sewer is vitrified clay pipe and has a high rate of infiltration. This will need to be updated in order to provide the necessary capacity for development. The storm sewer trunk line is a corrugated metal pipe that has rusted out in several places due to the chemical reaction the metal has had with the soils. The water main, although not a Village utility, is old and has experienced several breaks along Main Street. During development, this will need to be replaced to ensure continuous supply to the new development

The current roads within the proposed district were built to standards that have since been updated. Any new development will be designed to accommodate the proposed traffic volumes and vehicular types that will be generated by this development. Appropriate applications will be made by any potential developers to the Illinois Département of Transportation for all necessary approvals and permits for all access points adjacent to IDOT controlled roads.

The intersection of Illinois Route 102 (Main Street Northwest) and U.S. Route 45 (Main Street) is a bottleneck for traffic, both vehicular and pedestrian traffic. The combination of a pedestrian overpass and redesigned intersection are planned by the Village. The Village has had several meetings with IDOT District 3 to discuss improvements to this intersection. Discussion points included an additional turn lane, traffic signal interconnection and redesign.

5. Obsolescence. The Act states that obsolescence is the condition or process of falling into disuse or structures that have become "ill-suited" for their original use. The RPA exhibits both functional and economic obsolescence. Approximately one hundred fifty (150) of the original structures or 66% were built on or before 1950. Market conditions have changed, including the development of larger neighborhood shopping center north of the RPA (Bourbonnais Towne Center). Competitive pressures relating to office uses, hotel uses and auto related uses have impacted the valuations of these properties, as well as potential for reuse. Furthermore, obsolescence is demonstrated by the fact that the value of the parcels has declined on an absolute and relative basis during three (3) of the last five (5) years, as described above.

Building setbacks, buffering, and parking would also require coordination – in line with current Village planning practices and modern development standards.

Certain area-wide factors also contribute to obsolescence. For instance, many of the area's parcels are platted in a manner that results in sub-optimally shaped land uses that have proven to be difficult to develop as compared to modern development standards. This is evidenced by (a) the shallow (i.e., lacking depth) lots of certain parcels, (b) lack of coordinated ingress/egress (internal circulation) and (c) overall parcel configurations. Parcel configurations are often limited, due to adjacent uses (residential) and contribute to area-wide obsolescence. There are a number of automobile-related uses that are poorly configured as well.



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

The Village adopted its first Village-wide comprehensive plan prior to 1977, followed by a revised comprehensive plan in 1910, and again in 2013. Approximately sixty-six percent (66%) of the structures were developed or built on or before 1950, by comparison.

Furthermore, the pre-1950 development within the RPA has resulted in incompatible land-use relationships and inadequate street layouts. As discussed above (see finding #1), there are certain incompatibilities relationships between residential and non-residential uses, and commercial businesses lack certain internal roads for circulation off of Main Street. Commercial and retail land uses on smaller lots resulted in a multiplicity of commercial structures (restaurants, office/service establishments, strip centers, auto related uses) that benefit from traffic and visibility along Main Street. These uses created pressure in relation to provisions for parking, multiple curb cuts, and buffering to adjacent residential uses (e.g., screening of trash receptacles, loading and unloading requirements, and building setbacks).

The Village's Comprehensive Plan and the Downtown Plan specifically identify portions of the Main Street corridor, as well as the corridor as a whole, in relation to Village planning efforts. Several excerpts from the Comprehensive Plan are found below:

- 1) "A key driver to future growth and development will be the new I-57/Bourbonnais Parkway (6000) North interchange. This new interchange is a major component of the region's economic development strategy and holds the potential for attracting new uses."
- 2) "Existing Land-Use. The key land use and development challenges and opportunities in the community and surrounding planning area include: Commercial corridors that are predominately auto oriented and there is no discernible Village "center" which negatively impacts aesthetics and walkability of the commercial areas. There is a considerable number of vacant parcels on key commercial corridors such as Route 45/52 which presents a future opportunity to expand the Village's commercial tax base.
- 3) "Improved pedestrian circulation is needed. Sidewalks near schools are particularly needed. Improved pedestrian facilities including but not limited to a "pedestrian bridge" at the Main Street and Marsile Street intersection in order to improve safety in the downtown area.

- 4) "Access and circulation. The intersection of Main Street/Main Street NW/Marsile Street is a major traffic congestion point. Many downtown commercial businesses have parking lots accessed primarily from Main Street. The numerous curb cuts create conflict points that reduce traffic flow efficiency. Downtown pedestrian connections across Main Street lack safety features, particularly between the University campus on the east side of the road and the recreational fields and student housing area (Old Oak and Oak Run apartments) on the west side of the road.

Access to I-57 is limited to a single interchange at IL 50 which is 3-4 miles south of the northern Village limits. The interchange is not convenient to the industrial, commercial and residential growth areas in the Village.

*Source: 2030 Bourbonnais Comprehensive Plan 2013 & Downtown Plan 2010.*

## **VI. SUMMARY OF FINDINGS AND OVERALL ASSESSMENT OF QUALIFICATION**

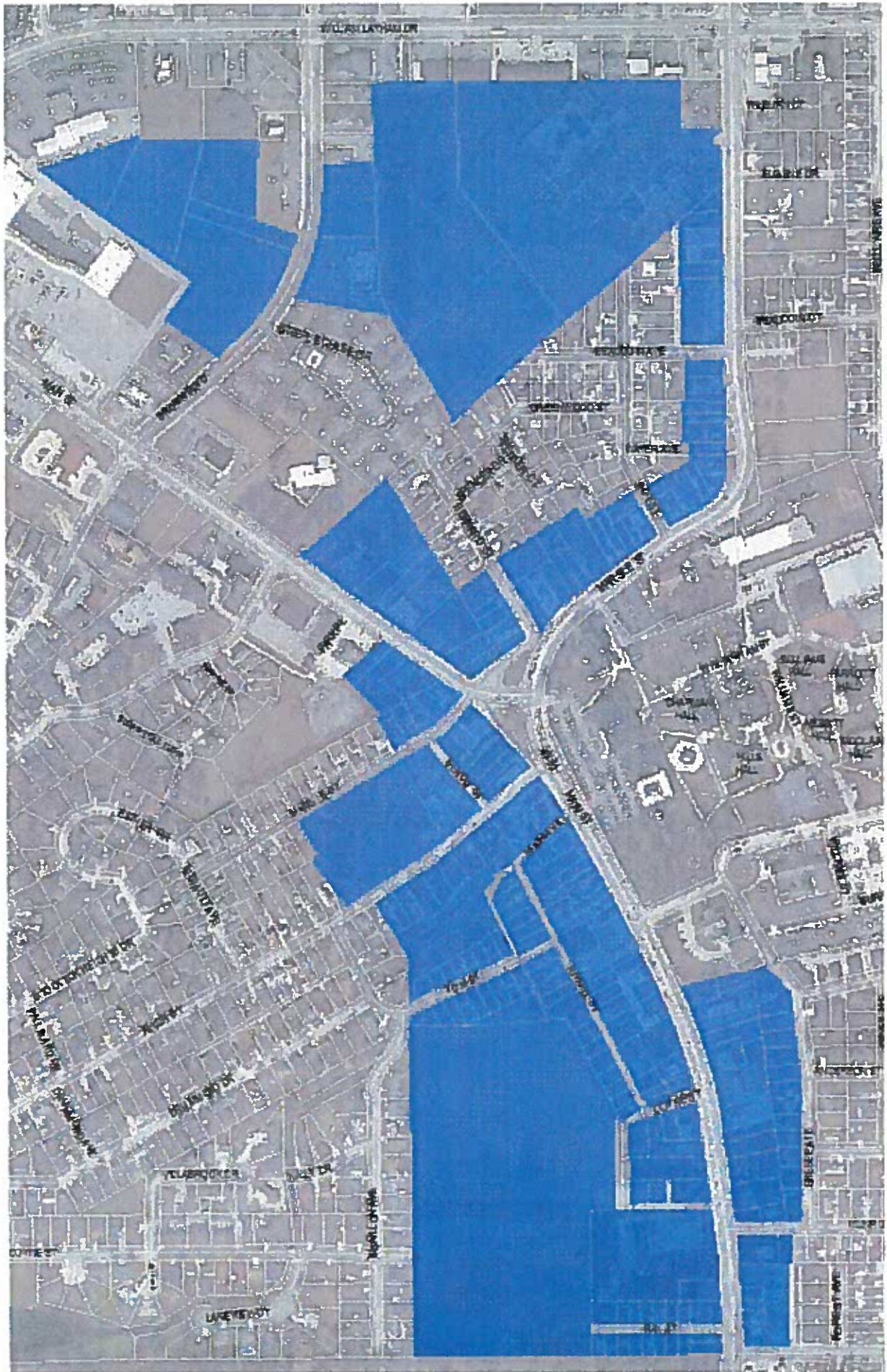
The following is a summary of relevant qualification findings as it relates to the potential designation of the RPA by the Village as a TIF District:

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

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

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

**EXHIBIT 1**  
**PROPOSED TIF BOUNDARY MAP**



**EXHIBIT 2**

**TAX PARCEL LIST**

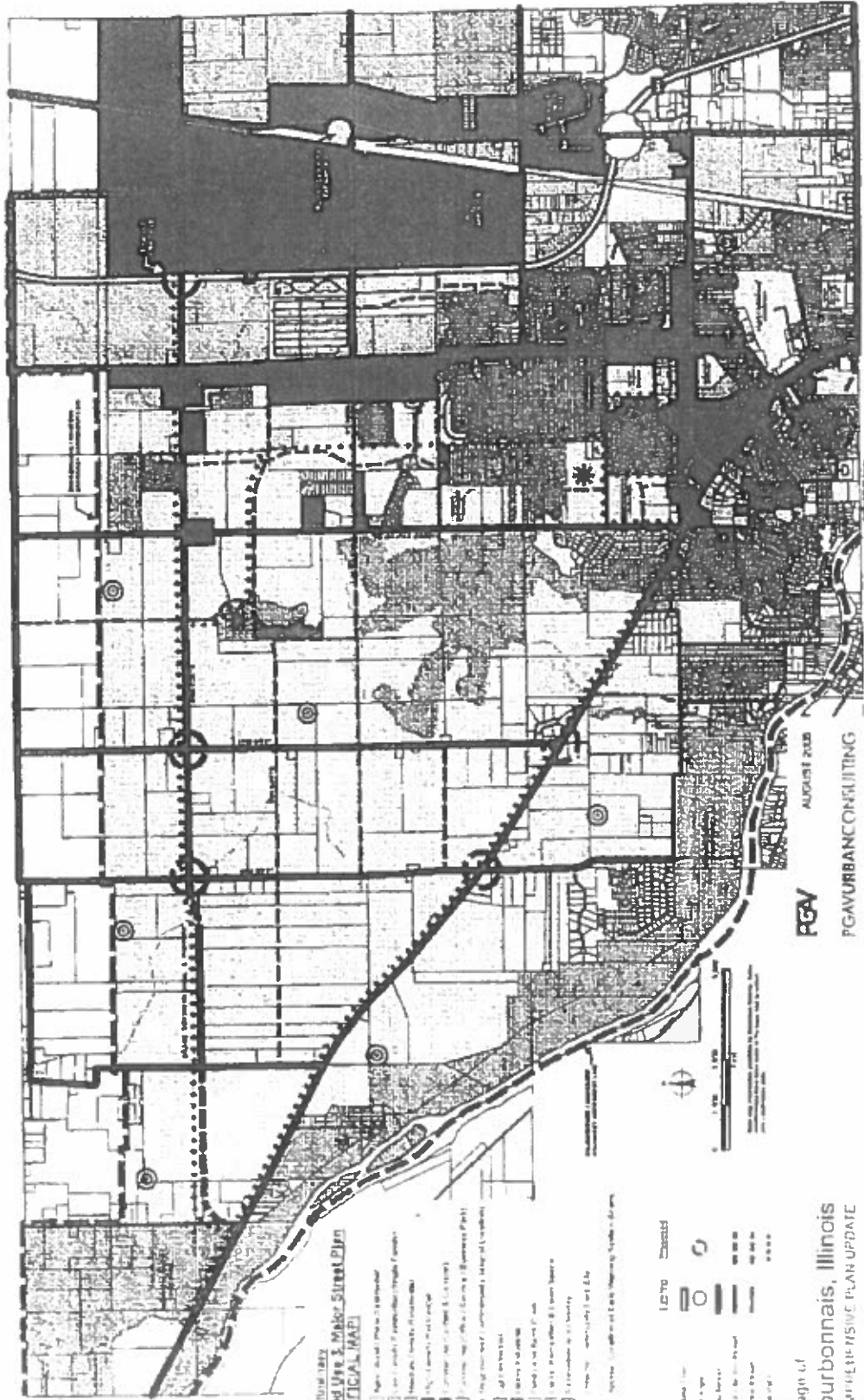


Village of Bourbonnais  
Main Street / University Avenue

17-09-19-100-101	17-09-19-206-019	17-09-19-406-034	17-09-19-408-011	17-09-19-414-002
17-09-19-100-211	17-09-19-206-020	17-09-19-406-035	17-09-19-408-012	17-09-19-414-003
17-09-19-100-244	17-09-19-206-021	17-09-19-406-036	17-09-19-408-013	17-09-19-414-004
17-09-19-100-245	17-09-19-206-022	17-09-19-406-037	17-09-19-408-016	17-09-19-414-005
17-09-19-100-266	17-09-19-206-023	17-09-19-406-038	17-09-19-408-017	17-09-19-414-006
17-09-19-200-002	17-09-19-206-024	17-09-19-406-039	17-09-19-408-018	17-09-19-414-007
17-09-19-201-011	17-09-19-208-002	17-09-19-406-040	17-09-19-408-019	17-09-19-414-008
17-09-19-201-012	17-09-19-208-003	17-09-19-406-041	17-09-19-408-020	17-09-19-414-009
17-09-19-201-013	17-09-19-291-001	17-09-19-406-048	17-09-19-408-021	17-09-19-414-010
17-09-19-201-024	17-09-19-291-002	17-09-19-406-051	17-09-19-408-022	17-09-19-415-009
17-09-19-201-025	17-09-19-291-003	17-09-19-406-052	17-09-19-408-028	17-09-19-415-010
17-09-19-201-026	17-09-19-291-004	17-09-19-406-053	17-09-19-408-029	17-09-19-415-012
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17-09-19-201-036	17-09-19-291-006	17-09-19-406-059	17-09-19-408-031	17-09-19-415-015
17-09-19-201-039	17-09-19-400-001	17-09-19-406-060	17-09-19-408-032	17-09-19-415-016
17-09-19-201-040	17-09-19-400-002	17-09-19-407-001	17-09-19-408-035	17-09-19-415-019
17-09-19-201-042	17-09-19-400-005	17-09-19-407-002	17-09-19-408-037	17-09-19-415-020
17-09-19-201-044	17-09-19-400-006	17-09-19-407-003	17-09-19-408-038	17-09-19-415-021
17-09-19-201-046	17-09-19-401-021	17-09-19-407-004	17-09-19-408-040	17-09-19-415-022
17-09-19-201-048	17-09-19-401-022	17-09-19-407-005	17-09-19-408-041	17-09-19-415-023
17-09-19-201-054	17-09-19-401-023	17-09-19-407-006	17-09-19-408-046	17-09-19-415-024
17-09-19-201-055	17-09-19-401-024	17-09-19-407-007	17-09-19-408-047	17-09-19-415-028
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17-09-19-203-032	17-09-19-403-033	17-09-19-407-019	17-09-19-409-021	17-09-20-306-008
17-09-19-203-033	17-09-19-403-035	17-09-19-407-020	17-09-19-409-023	17-09-20-306-009
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17-09-19-206-014	17-09-19-406-030	17-09-19-408-007	17-09-19-413-006	17-09-20-315-026
17-09-19-206-015	17-09-19-406-031	17-09-19-408-008	17-09-19-413-007	17-09-20-315-035
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	17-09-19-406-033	17-09-19-408-010	17-09-19-414-001	

**EXHIBIT D**  
**EXISTING LAND USE MAP**





**PROPOSED MAIN STREET PLAN**  
**OFFICIAL MAP**

- Existing Street
- Proposed Street
- Proposed Street (with utility lines)
- Proposed Street (with utility lines) - 10' Right of Way
- Proposed Street (with utility lines) - 15' Right of Way
- Proposed Street (with utility lines) - 20' Right of Way
- Proposed Street (with utility lines) - 25' Right of Way
- Proposed Street (with utility lines) - 30' Right of Way
- Proposed Street (with utility lines) - 35' Right of Way
- Proposed Street (with utility lines) - 40' Right of Way
- Proposed Street (with utility lines) - 45' Right of Way
- Proposed Street (with utility lines) - 50' Right of Way
- Proposed Street (with utility lines) - 55' Right of Way
- Proposed Street (with utility lines) - 60' Right of Way
- Proposed Street (with utility lines) - 65' Right of Way
- Proposed Street (with utility lines) - 70' Right of Way
- Proposed Street (with utility lines) - 75' Right of Way
- Proposed Street (with utility lines) - 80' Right of Way
- Proposed Street (with utility lines) - 85' Right of Way
- Proposed Street (with utility lines) - 90' Right of Way
- Proposed Street (with utility lines) - 95' Right of Way
- Proposed Street (with utility lines) - 100' Right of Way

- 12" to 18" Diameter
- 18" to 24" Diameter
- 24" to 30" Diameter
- 30" to 36" Diameter
- 36" to 42" Diameter
- 42" to 48" Diameter
- 48" to 54" Diameter
- 54" to 60" Diameter
- 60" to 66" Diameter
- 66" to 72" Diameter
- 72" to 78" Diameter
- 78" to 84" Diameter
- 84" to 90" Diameter
- 90" to 96" Diameter
- 96" to 102" Diameter
- 102" to 108" Diameter
- 108" to 114" Diameter
- 114" to 120" Diameter
- 120" to 126" Diameter
- 126" to 132" Diameter
- 132" to 138" Diameter
- 138" to 144" Diameter
- 144" to 150" Diameter
- 150" to 156" Diameter
- 156" to 162" Diameter
- 162" to 168" Diameter
- 168" to 174" Diameter
- 174" to 180" Diameter
- 180" to 186" Diameter
- 186" to 192" Diameter
- 192" to 198" Diameter
- 198" to 204" Diameter
- 204" to 210" Diameter
- 210" to 216" Diameter
- 216" to 222" Diameter
- 222" to 228" Diameter
- 228" to 234" Diameter
- 234" to 240" Diameter
- 240" to 246" Diameter
- 246" to 252" Diameter
- 252" to 258" Diameter
- 258" to 264" Diameter
- 264" to 270" Diameter
- 270" to 276" Diameter
- 276" to 282" Diameter
- 282" to 288" Diameter
- 288" to 294" Diameter
- 294" to 300" Diameter

Village of  
**Bourbonnais, Illinois**  
 COMPREHENSIVE PLAN UPDATE

**FG&V**  
 AUGUST 2008  
 FG&V URBAN CONSULTING