



**CITY OF AURORA  
REDEVELOPMENT PLAN AND PROJECT  
RIVER VINE TIF**

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*“Redevelopment Plan” means the comprehensive program of the municipality for development or redevelopment intended by the payment of redevelopment project costs to reduce or eliminate those conditions the existence of which qualified the redevelopment project area as a “vacant blighted area” and thereby to enhance the tax bases of the taxing districts which extend into the project area as set forth in the Tax Increment Allocation Redevelopment Act, 65 ILCS 5/11-74.4-3, et.seq., as amended.*

*Prepared by the City of Aurora, Illinois  
in conjunction with  
Ryan LLC (formerly Kane, McKenna and Associates)*

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## LIST OF EXHIBITS

### EXHIBITS

- Exhibit 1 - Legal Description
- Exhibit 2 - Boundary Map
- Exhibit 3 - Existing Land Use Map
- Exhibit 4 - Proposed Land Use Map
- Exhibit 5 - TIF Qualification Report

## **I. INTRODUCTION**

The City of Aurora (the “City”) is a community located in DuPage, Kane, Kendall and Will Counties, approximately forty (40) miles west of the City of Chicago’s “Loop”. The City is generally bounded by the municipalities of Sugar Grove on the west, Batavia and North Aurora on the north, Naperville to the east, and Montgomery to the south. The City is situated proximate to major access points and regional land uses (i.e. the Fox River, State Highway 31, Interstate I-88).

The City was incorporated in 1857. The municipality developed from a river town in the 1800s to a community that contains retailing, office, research and development, manufacturing, distribution and entertainment uses with a population of 194,873 residents according to U.S. Census data reported in 2020. Up until the onset of the highway system, when the emphasis on rail transport moved to roadway transportation, the City has historically been one of the largest commercial and industrial communities in the State of Illinois, producing thousands of manufacturing jobs and preserving the industrial tax base for the City and other taxing districts.

Today, however the City’s overall population growth has slightly declined in a manner similar to the State of Illinois overall. As a result, the City is in an increasingly difficult competitive market for the attraction of commercial and mixed-use developments. Consequently, to remain competitive the City must continue to sharpen its strategies to redevelop previously developed areas that have fallen into disuse or underutilization.

The City of Aurora updated its Comprehensive Plan in 1984 (the “Comprehensive Plan”). In 2017, the City also adopted its 2017 Downtown Master Plan (the “Downtown Master Plan”). The comprehensive plan is intended to guide Aurora’s overall evolution and development, while the Downtown Master Plan for Downtown Aurora establishes the City’s vision for the future of its downtown area. As part of its ongoing review of the downtown area, the City has targeted certain downtown locations for redevelopment, including an area commonly referred to as River Vine, which includes the parcels proposed for designation of a TIF District pursuant to this proposed TIF plan and project (the “TIF Plan” or the “Plan”). The Downtown Master Plan specifically cites this area as one of the key sites targeted for redevelopment to help generate overall improvement of the downtown. It is anticipated that this redevelopment will attract much needed new development and tax revenue generating activities to the City in general, and downtown in particular; and thus, helping to diversify and increase the City’s tax base.

### **TIF Plan Requirements**

The City is preparing this Plan as required by the Tax Increment Allocation Redevelopment Act, (the “Act”) 65 ILCS 5/11-74.4-3, et. seq., as amended. To establish a

Tax Increment Financing District (“TIF District”, or also known as a Redevelopment Project Area (“RPA”), Illinois municipalities must adopt several documents, including a TIF Redevelopment Plan and a TIF Qualification Report.

The Act enables Illinois municipalities to establish TIF districts, either to eliminate the presence of blight or to prevent its onset. The Act finds that municipal TIF authority serves a public interest in order to: “promote and protect the health, safety, morals, and welfare of the public, that blighted conditions need to be eradicated and conservation measures instituted, and that redevelopment of such areas be undertaken; that to remove and alleviate adverse conditions it is necessary to encourage private investment and restore and enhance the tax base of the taxing districts in such areas by the development or redevelopment of project areas” (65 ILCS 5/11-74.4-2(b)).

By definition, a TIF “Redevelopment Plan” means the comprehensive program of the municipality for development or redevelopment intended by the payment of redevelopment project costs to reduce or eliminate those conditions the existence of which qualify the redevelopment project area as a “blighted area,” “conservation area” (or combination thereof), or “industrial park conservation area,” and thereby to enhance the tax bases of the taxing districts which extend into the redevelopment project area as set forth in the Tax Increment Allocation Redevelopment Act.

The City has authorized Kane, McKenna and Associates (now Ryan LLC) (“Ryan”), to study of the RPA to determine whether it qualifies for consideration as a TIF District. Exhibit 5 contains the results of RYAN’s study conducted on behalf of the City. Based on this study, RYAN is prepared to make certain recommendations for the establishment of a TIF District, which would need to be supplemented by review by overlapping taxing districts and the public; as well as review and approval by City staff, and ultimately the City Council.

As a result, based on RYAN’s evaluation of the property within the TIF District, and the related review of each of the TIF Qualification criteria pursuant to the Act, the City has determined that the RPA qualifies as a “vacant blighted area” (for a vacant property area), according to definitions described in the Act.

### **The Proposed TIF District**

The RPA includes portions of the City’s Downtown area generally bordered on the bordered on the west by River Street, on north by Vine Street (as extended east to the Fox River), on the east by the Fox River, and on the south by Cedar Street (as extended east to the Fox River). The Study Area is located within the City’s existing TIF # 5. The area location along the west bank of the Fox River has been identified by the Downtown Master Plan as one of the focal points of the “heart of Downtown” and is part of an area

desired as a “vibrant designation with mixed use development, family friendly activities and nightlife entertainment”.

### **Rationale for Redevelopment Plan**

The City recognizes the need for a strategy to revitalize properties and promote development within the boundaries of the RPA. The needed private investment would only be possible if a TIF District is adopted pursuant to the terms of the Act. Incremental property tax revenue generated by the development will play a decisive role in encouraging private development. Site conditions and economic conditions that have discouraged intensive private investment in the past will be eliminated. Ultimately, the implementation of the Plan will benefit both the City and surrounding taxing districts, by virtue of the expected expansion of the tax base.

The City has determined that the area would not be developed in a coordinated manner without the adoption of the TIF Redevelopment Plan. The City, with the assistance of RYAN, has therefore commissioned this Plan to use tax increment financing in order to address local needs and to meet redevelopment goals and objectives.

The adoption of this Plan makes possible the implementation of a comprehensive program for the economic redevelopment of the area. By means of public investment and land assembly, the RPA will become a more viable area that will attract private investment. The public investment and land assembly will lay the foundation for the redevelopment of the area with private capital. This in turn will set the stage for future residential, commercial and retail/mixed-use opportunities in the area.

The designation of the area as an RPA will allow the City to pursue the following beneficial strategies:

- Undertaking site preparation and infrastructure development that supports the redevelopment plan for the RPA, as promoted by the Downtown Master Plan;
- Entering into redevelopment agreements in order to redevelop existing property and/or to induce new development to locate within the RPA;
- Establishing a pattern of land-use activities that will increase efficiency and economic inter-relationships, especially as such uses complement adjacent current and/or future commercial opportunities and City redevelopment projects within the RPA and/or surrounding area; and
- Enhancing area appearance through improvements to landscape, streetscape and signage.

- Undertaking site preparation and infrastructure development that supports the redevelopment plan for the RPA;
- Entering into redevelopment agreements in order to redevelop existing property and/or to induce new development to locate within the RPA;
- Establishing a pattern of land-use activities that will increase efficiency and economic inter-relationships, especially as such uses complement adjacent current and/or future commercial opportunities and City redevelopment projects within the RPA and/or surrounding area; and
- Enhancing area appearance through improvements to landscape, streetscape and signage.

Through this Plan, in a manner consistent with both the Comprehensive Plan and the Downtown Master Plan, the City will direct the coordination and assembly of the assets and investments of the private sector and establish a unified, cooperative public-private redevelopment effort. Several benefits are expected to accrue to the area: entry of new businesses; new employment opportunities; and physical and aesthetic improvements. Ultimately, the implementation of the Plan will benefit (a) the City, (b) the taxing districts serving the RPA, (c) residents and property owners within the RPA, and (d) existing and new businesses.

The findings in this Plan are conditioned on the proposed RPA being removed from the City's TIF District #5, prior to designation of the Study Area as a TIF District.

### **City Findings**

The City, through legislative actions as required by the Act, finds:

- That the RPA has not been subject to growth and development through investment by private enterprise;
- 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 redevelopment 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 City of Aurora’s most recent Comprehensive Plan (1984), as detailed in Section III of this report.

It is further found, and certified by the City, 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) inhabited residential units or more, and that the RPA contains less than seventy-five (75) inhabited residential units. Therefore, this plan does not include a Housing Impact Study as would otherwise be required.

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 Appendix 2 of this Plan.



## II. REDEVELOPMENT PROJECT AREA LEGAL DESCRIPTION

The legal description for the RPA is attached in Exhibit 1.

### III. REDEVELOPMENT PROJECT AREA GOALS AND OBJECTIVES

The City has established a number of economic development goals, objectives, and strategies which would determine the kinds of activities to be undertaken within the proposed River Vine TIF District.

Important underlying planning documents are the Comprehensive Plan and the Downtown Master Plan which, as elements of the planning process, describe the overall vision for the City and its downtown, and are the foundation for City initiatives such as the proposed River Vine TIF District. These overarching planning documents influence all other City planning processes for the downtown area, such as the TIF planning process.

#### General Economic Development Goals of the City

Establishment of the proposed River Vine RPA supports several goals described in the Comprehensive Plan (1984) that would directly determine future economic development activities and influence the parameters of future redevelopment projects. A sample of the goals is presented in the below Exhibit 2.

**Exhibit 2.** Objectives Applicable to the River Vine RPA

Element	Goal/Policy (or Policies)
Urban Form and Function	- Provide for orderly, balanced and efficient growth and redevelopment; Protect and enhance those assets and values that establish the desirable quality and general livability of the City; Promote the City's position as a regional center
Land Use Interrelationships	-Plan and provide for the integration of land use patterns and functions that promote complementary interactions -Encourage residential development in close proximity to places of work, shopping and recreation -Encourage high density housing at appropriate locations adjacent to commercial centers
Circulation and Land Use Patterns	-Promote the use of pedestrian and other non-automotive modes of travel by encouraging mixed use developments and/or multiuse buildings
Enhancement of the Urban Environment	-Promote the preservation and revitalization of commercial areas -Encourage quality site design throughout the City -Provide for visual enhancement through attractive landscaping, quality signage and diverse building design and arrangement
Housing Quality	-Encourage the adaptive reuse of commercial structures to housing where such conversions are economically feasible, supportive of revitalization efforts and consistent with the land use plan
Commercial Hierarchy	- Provide for convenient and adequate pedestrian, vehicular and bicycle access from residential areas to commercial areas -Promote higher density residential uses around commercial centers to enhance their vitality and conserve energy
Commercial Design and Appearance	-Provide for the clustering of commercial activities in existing or planned commercial areas -Provide for adequate parking facilities at all commercial areas
Economic Development	-Promote sound, diversified and organized industrial, office and commercial growth
Transportation Design	-Coordinate development in the vicinity of major intersections with the design of street facilities to maintain safe and efficient traffic management

Source: City of Aurora Comprehensive Plan (1984)

Along with furthering the above-stated goals, TIF designation would allow the City to pursue the following objectives within the RPA:

- Coordinate redevelopment activities within the RPA in order to provide a positive marketplace signal to private investors;
- Accomplish redevelopment over a reasonable time period; and,
- Create an attractive overall appearance for the area.

Ultimately, the implementation of the Redevelopment Plan and Project would contribute to the economic development of the area and provide new employment opportunities for City residents.

The RPA-specific objectives would be fulfilled by the execution of certain strategies, including but not limited to the following:

- Facilitating the preparation of the area by assisting private developers to acquire the property for modern development needs;
- Coordinate site preparation or environmental remediation to provide additional land for new expanded development, as appropriate;
- Fostering the replacement, repair, and/or improvement of infrastructure, including (as needed) sidewalks, streets, curbs, gutters and underground water and sanitary systems to facilitate the construction of new development within the RPA; and
- Facilitating the provision of adequate parking and traffic circulation within the RPA and the surrounding areas.

**IV. EVIDENCE OF THE LACK OF DEVELOPMENT AND GROWTH WITHIN THE RPA AND ASSESSMENT OF FISCAL IMPACT ON AFFECTED TAXING DISTRICTS**

**Evidence of the Lack of Development and Growth Within the RPA**

As documented in Appendix 5 of this Plan, the RPA has suffered from the lack of development and would qualify as a vacant blighted area. In recent decades, the area has not benefited from sustained private investment and/or development, instead suffering economic decline. Absent intervention by the City, properties within the RPA would not be subject to redevelopment.

The proposed RPA exhibits various blighting conditions which, if not addressed by the City, would result in continued blighted conditions that would discourage the planned redevelopment of the RPA. Without the use of For example, the presence of such conditions has contributed to the lack of private sector investments that has resulted in lack of redevelopment of the vacant site since the demolition of blighted buildings in the late 1960s. The City's proposed application of TIF-related incentives is intended to attract the private sector investment required to bring a successful redevelopment project to the RPA.

**Assessment of Fiscal Impact on Affected Taxing Districts**

It is anticipated that the implementation of this Redevelopment Plan and Project will not have a negative financial impact on the affected taxing districts. Instead, the action taken by the City to stabilize and encourage growth of its tax base through the implementation of this Plan and Project will have a positive impact on the affected taxing districts through significantly improving future assessed valuations. One reason for this is that the proposed RPA is currently not producing any tax dollars for the taxing districts, but by the end of the life of the TIF District the taxing districts will benefit from substantial property tax generation from development proposed to be place on the property within the TIF District.

This strategy will encourage and promote growth via private investment within the area and is geared to stabilize the RPA's existing strengths and revitalize the RPA's redevelopment potential. Should the City achieve success in attracting private investment which does result in the need for documented increased services from any taxing districts, the City will consider the declaration of sufficient surplus funds (as long as those funds are not already obligated to the TIF), to assist affected taxing districts in paying the costs for the increased services.

Any surplus Special Tax Allocation Funds, to the extent any surplus exists, will be proportionately shared, based on the respective tax rates of the various taxing jurisdictions for the applicable year, including the City, after all TIF eligible costs either expended or incurred as an obligation by the City have been accounted for through administration of the Special Tax Allocation Fund established by the City as provided by the Act. The exception to this provision will be to the extent to which the City utilizes TIF funding to assist in the redevelopment of residential units. In such cases, the City will provide for the costs incurred by eligible school districts and library districts in the manner prescribed by 65 ILCS Section 5/11-74.4.3(q)(7.5) of the Act.

## **V. TIF QUALIFICATION FACTORS EXISTING IN THE REDEVELOPMENT PROJECT AREA**

### **Findings**

The RPA was studied to determine its qualifications under the Tax Increment Allocation Redevelopment Act. It was determined that the area qualifies as a TIF District under the Act. Refer to the TIF Qualification Report, attached as Appendix 5 in this Plan.

### **Qualification Survey**

Representatives of RYAN and City staff evaluated the RPA from March 2022 to the date of this Plan. Analysis was aided by certain reports obtained from the City, Township Assessor, Kane County data, on-site due diligence, site surveys of the area and other sources. In RYAN's evaluation, only information was recorded which would help assess the Qualification of the proposed area as a TIF District.

## **VI. REDEVELOPMENT PROJECT**

### **Redevelopment Plan and Project Objectives**

As indicated in Section III of this Report, the City has established a planning process which guides economic development and land use activities throughout the City. Consistent with the established planning process, the City proposes to achieve economic development goals and objectives through the redevelopment of the River Vine RPA, pursuit of projects within the RPA, and the promotion of private investment via public financing techniques (including but not limited to tax increment financing).

The project-specific objectives envisioned for the River Vine RPA are as follows:

- Promote the redevelopment of underutilized property located within the RPA
- Provide for the assembly or coordination of property for viable redevelopment projects
- Improve existing rights-of-way including the coordination of parking improvements if needed
- Provide for the necessary site preparation, grading and demolition (if necessary) of property located within the RPA
- Coordinate redevelopment activities within the RPA in a manner that conforms with the fiscal and economic development goals of the City

### **Redevelopment Activities**

Pursuant to the project objectives cited above, the City will implement a coordinated program of actions. These include, but are not limited to, land acquisition, land disposition, site preparation, clearance, demolition, provision of public infrastructure and related public improvements, construction of new public facilities or improvements, and rehabilitation of structures, if necessary. Such activities conform to the provisions of the TIF Act that define the scope of permissible redevelopment activities.

#### **Site Preparation, Clearance, Relocation and Demolition**

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

#### **Land Assembly and Relocation**

Certain properties or interests in properties in the RPA may be acquired and properties owned by or acquired by the City may be assembled and reconfigured into appropriate redevelopment sites. It is expected that the City would facilitate private acquisition through reimbursement of acquisition and related costs as well as through the write-down of acquisition costs. Such land may be held or disposed of by the City on terms appropriate for public or private development, including the acquisition of land needed for construction of public improvements. Relocation activities may be funded as provided for in the Act.

## Public Improvements

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

- Street and sidewalk improvements (including new street construction and widening of current streets)
- Utility improvements (including, but not limited to, water, storm water management, and sanitary sewer projects consisting of construction and rehabilitation)
- Signalization, traffic control and lighting
- Off-street parking (if applicable)
- Landscaping and beautification
- Riverfront and Riverwalk related improvements

## Rehabilitation

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

## Interest Rate Write-Down

The City may enter into agreements with for-profit or non-profit owners/developers whereby a portion of the interest cost for construction, renovation or rehabilitation projects are paid for out of the Special Tax Allocation fund of the RPA, in accordance with the Act.

## Job Training

The City 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; and
- Other federal, state, county or non-profit programs that are currently available or will be developed and initiated over time.

## School District and Library District Costs

The City may provide for payment of school district and library district costs, as required under the Act for residential components (if any) assisted through TIF funding.

## **General Land Use Plan**

Existing land use consists of Institutional and recreational uses. Existing land uses are shown in Exhibit 3, attached hereto and made a part of the Redevelopment Plan and Project. Exhibit 4, attached hereto and made a part of the Redevelopment Plan and Project, designates intended general land uses in the Redevelopment Project Area that include mixed uses including institutional, commercial, residential, recreational and retail. The proposed land uses will conform to the Zoning Ordinance and the comprehensive planning process of the City of Aurora as either may be amended from time to time.

## **Additional Design and Control Standards for Community Development in the City of Aurora**

The appropriate design controls, as set forth in the City's Zoning Ordinance shall apply to the Redevelopment Plan and Project.

## **Eligible 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 City 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 City, are set forth in a written agreement by or among the City and the taxing district or taxing districts, which agreement describes the program to be undertaken, including but not limited to the number of employees to be trained, a description of the training and services to be provided, the number and type of positions available or to be available, itemized costs of the program and sources of funds to pay for the same, and the term of 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.

### **Projected Redevelopment Project Costs**

Estimated project costs are shown below. Adjustments to estimated line-item costs below are expected and may be made without amendment to the Redevelopment Plan. 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.

Further, the projected cost of an individual line-item as set forth below is not intended to place a limit on the described line-item expenditure. Adjustments may be made in line-items, either increasing or decreasing line-item costs for redevelopment. The specific items listed below are not intended to preclude payment of other eligible redevelopment project costs in connection with the redevelopment of the RPA, provided the *total amount* of payment for eligible redevelopment project costs (the “Total Estimated TIF Budget” in Exhibit 4) shall not exceed the amount set forth below, as adjusted pursuant to the Act.



**CITY OF AURORA  
PROPOSED RIVER VINE AVENUE TIF  
ESTIMATED PROJECT COSTS**

<u>Program Actions/Improvements</u>	<u>Estimated Costs (A)</u>
1. Land Acquisition, Assembly Costs, Demolition, and Relocation Costs	\$ 3,000,000
2. Site Preparation (including related geo-technical costs), Environmental Cleanup, and Related Costs	\$ 2,500,000
3. Utility Improvements including, but not limited to, water, storm, sanitary sewer, the service of public facilities, and road improvements	\$ 2,500,000
4. Building Rehabilitation and Development/Public facilities including but not limited to parking improvements and Taxing District Capital Costs pursuant to the Act	\$ 5,000,000
5. Interest Costs Pursuant to the Act	\$ 8,000,000
6. Planning, Legal, Engineering, Administrative and Other Professional Service Costs	\$ 8,000,000
7. Job Training	\$ 1,000,000
8. School Tuition and Library Patron Payments (related to residential redevelopment projects per the TIF Act)	<u>\$ 1,000,000</u>
 TOTAL ESTIMATED PROJECT COSTS	 \$31,000,000

Notes:

(1) All project cost estimates are in 2023 dollars. Costs may be adjusted for inflation per the TIF Act.

(2) In addition to the costs identified in the exhibit above, any bonds issued to finance a phase of the Project may include an amount sufficient to pay (a) customary and reasonable charges associated with the issuance of such obligations, (b) interest on such bonds, and (c) capitalized interest and reasonably required reserves.

(3) Adjustments to the estimated line-item costs above are expected. Adjustments may be made in line-items within the total, either increasing or decreasing line-items costs for redevelopment. 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 totals of the line-items set forth above are not intended to place a total 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 total amount of payment for eligible redevelopment project costs shall not exceed the overall budget amount outlined above and all as provided for in the Act.

## **Sources of Funds to Pay Redevelopment Project Costs**

Funds necessary to pay for public improvements and other project costs eligible under the Act are to be derived principally from incremental property tax revenues, proceeds from municipal obligations to be retired primarily with such revenues, and interest earned on resources available but not immediately needed for the Plan. In addition, pursuant to the TIF Act and this Plan, the City may utilize net incremental property tax revenues received from other contiguous RPAs to pay eligible redevelopment project costs or obligations issued to pay such costs in contiguous project areas. This would include contiguous TIFs that the City may establish in the future. (Conversely, incremental revenues from the River Vine TIF may be allocated to any contiguous TIF Districts.)

Redevelopment project costs as identified in Exhibit 4 specifically authorize those eligible costs set forth in the Act and do not address the preponderance of the costs to redevelop the area. The majority of development costs will be privately financed. TIF or other public sources are to be used, subject to approval by the City, only to leverage and commit private redevelopment activity.

The incremental tax 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. The property tax increment would be 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 2022 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 City may from time to time deem appropriate.

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

The City 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 City by virtue of its power pursuant to the Illinois State Constitution.

Any and all obligations issued by the City pursuant to this Plan and the Act shall be retired not more than twenty (20) years after the date of adoption of the ordinance approving the RPA, or as such a later time permitted pursuant to the Act and to the extent such obligations are reliant upon the collection of incremental property tax revenues from the completion of the twentieth year of the TIF, with taxes collected in the twenty first year. However, the final maturity date of any obligations issued pursuant to the Act may not be later than twenty (20) years from their respective date of issuance.

One or more series of obligations may be issued from time to time in order to implement this Plan. The total principal and interest payable in any year on all obligations shall not exceed the amount available in that year or projected to be available in that year. The total principal and interest 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.

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

Securities may be issued on either a taxable or tax-exempt basis, as general obligation or revenue bonds. Further, the securities may be offered on such terms as the City may determine, with or without the following features: capitalized interest; deferred principal retirement; interest rate limits (except as limited by law); and redemption provisions. Additionally, such securities may be issued with either fixed rate or floating interest rates.

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

The most recent equalized assessed valuation for the RPA is based on the 2022 EAV and is \$0.

#### **Anticipated Equalized Assessed Valuation (EAV)**

Upon completion of the anticipated private development of the Redevelopment Project Area over a twenty year (20) period, it is estimated that the equalized assessed valuation (EAV) of the property within the Redevelopment Project Area will be approximately \$25,000,000.

## VII. DESCRIPTION AND SCHEDULING OF REDEVELOPMENT PROJECT

### Redevelopment Project

The City will implement a strategy 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 City zoning and planning requirements, or if the City undertakes redevelopment activities pursuant to this Plan. Depending upon the scope of the development as well as the actual uses, the following activities may be undertaken by the City:

- Land Assembly and Relocation: Certain properties in the RPA may be acquired and assembled into an appropriate redevelopment site. It is expected that the City would facilitate private acquisition through reimbursement or write-down of related costs, including the acquisition of land needed for construction of public improvements.
- 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 including environmental remediation necessary to prepare the sites for desired redevelopment projects.
- Rehabilitation: The City may assist in the rehabilitation of buildings, if any, or site improvements located within the RPA.
- Landscaping/Buffering/Streetscaping: The City 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 City may also undertake the provision of necessary detention or retention ponds and related storm water management projects.
- Roadway/Street/Parking Improvements: The City may widen and/or vacate existing roads. Certain secondary streets/roads may be extended or constructed. Related curb, gutter, and paving improvements could also be constructed as needed. Parking facilities may be constructed that would be available to the public. Utility services may also be provided or relocated in order to accommodate redevelopment activities.
- 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.
- School District Costs: The payment of such costs, if any, may be provided pursuant to the requirements of the TIF Act.
- Interest Costs Coverage: The City 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 City may fund necessary planning, legal, engineering, administrative and financing costs during project implementation. The City may reimburse itself from annual tax increment revenue if available.

### **Commitment to Fair Employment Practices and compliance with Affirmative Action Plans**

The City has adopted employment policies and is committed to employment practices which provide equal opportunity to all people regardless of sex, color, race, creed, sexual orientation, national origin, ancestry, age, marital status, order of protection status, disability or physical handicap, military status, sexual orientation, pregnancy, unfavorable discharge from military service as defined by law, citizenship status as defined by law or any other status or basis as may be now or hereinafter be prohibited by law. These nondiscriminatory practices will apply to all areas of employment including: recruitment, hiring, promotion, renewal of employment, selection for training or apprenticeship, discharge, discipline, compensation, tenure or any terms, conditions or privileges of employment. The City shall comply with all applicable Federal, State and County laws and regulations governing employment discrimination and regulating the employment opportunities as well as any such Federal, State and County Affirmative Action Plans/Programs relevant in whole or in part to any City activity. The City shall additionally in all of its activities ensure and maintain a working environment free of harassment, intimidation and coercion at all locations and in all facilities. It is herein found and determined that fair and equal employment practices and opportunities as set forth herein is important to the continued growth and vitality of the community.

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

This Redevelopment Project and retirement of all obligations to finance redevelopment costs is estimated to be completed within twenty (20) years after the adoption of an ordinance designating the Redevelopment Project Area. The actual date for such completion and retirement of obligations is estimated to 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 twentieth calendar year after the ordinance approving the RPA is adopted.

**VIII. PROVISIONS FOR AMENDING THE TAX INCREMENT REDEVELOPMENT PLAN AND PROJECT**

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

**EXHIBIT 1**

**LEGAL DESCRIPTION**

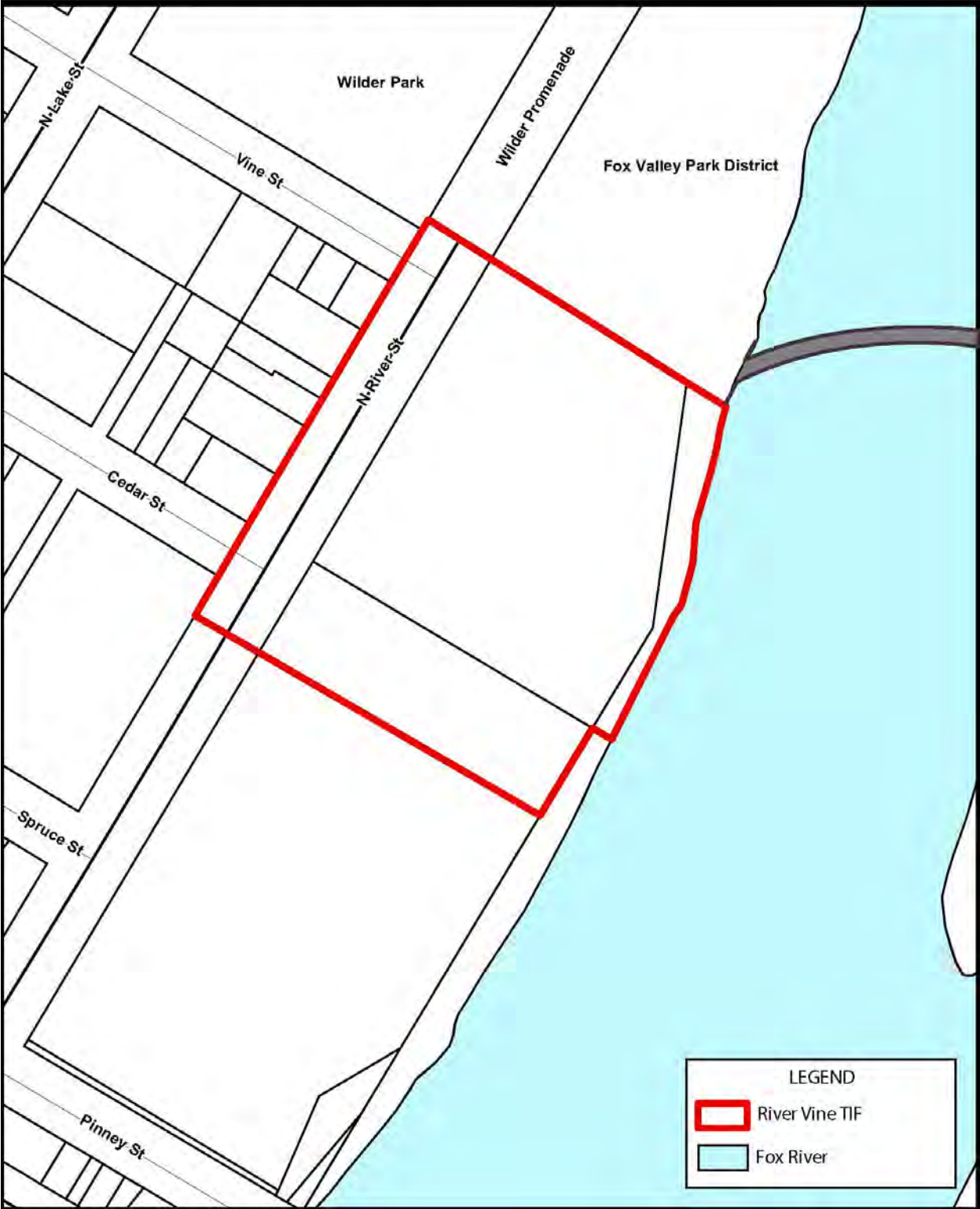
RIVER VINE TIF LEGAL DESCRIPTION:

THAT PART OF BLOCKS 8, 15, AND 16, AND RIVER STREET AND VACATED CEDAR STREET LYING BETWEEN SAID BLOCKS 8 AND 15, OF WILDER'S AMENDED ADDITION TO WEST AURORA, COMPLETED, DESCRIBED AS FOLLOWS: COMMENCING AT THE SOUTHWESTERLY CORNER OF BLOCK 7 OF SAID ADDITION; THENCE NORTHEASTERLY ALONG THE SOUTHEASTERLY LINE OF RIVER STREET, 990 FEET TO A POINT OF BEGINNING; THENCE SOUTHEASTERLY PARALLEL WITH THE SOUTHWESTERLY LINE OF SAID BLOCK 7 TO THE EASTERLY LINE OF SAID BLOCK 16, THENCE SOUTHERLY ALONG THE EASTERLY LINE OF SAID BLOCK 16 AND 15 TO THE SOUTHWESTERLY LINE OF SAID BLOCK 15, SAID SOUTHWESTERLY LINE ALSO BEING THE NORTHEASTERLY LINE OF VACATED CEDAR STREET BETWEEN SAID BLOCK 8 AND 15, AS MONUMENTED AND OCCUPIED, THENCE NORTHWESTERLY ALONG SAID SOUTHWESTERLY LINE TO A LINE PARALLEL WITH AND 350 FEET EAST OF THE SOUTHEASTERLY LINE OF RIVER STREET, AS MEASURED ALONG THE SOUTHWESTERLY LINE OF SAID BLOCK 7, THENCE SOUTHWESTERLY ALONG SAID PARALLEL LINE, 84.25 FEET TO A LINE THAT IS PERPENDICULAR TO THE SOUTHEASTERLY LINE OF RIVER STREET WITH ITS INTERSECTION POINT BEING 88.00 FEET FROM THE POINT OF INTERSECTION OF THE SOUTHEASTERLY LINE OF RIVER STREET WITH SAID NORTHEASTERLY LINE OF VACATED CEDAR STREET, THENCE NORTHWESTERLY ALONG SAID PERPENDICULAR LINE AND ITS NORTHWESTERLY LINE EXTENSION, 429.99 FEET TO THE NORTHWESTERLY LINE OF RIVER STREET, THENCE NORTHEASTERLY ALONG SAID NORTHWESTERLY LINE OF RIVER STREET, 461.00 FEET TO THE NORTHWESTERLY LINE EXTENSION OF SAID PARALLEL LINE WITH THE SOUTHWESTERLY LINE OF SAID BLOCK 7 PASSING THROUGH THE POINT OF BEGINNING, THENCE SOUTHEASTERLY ALONG SAID EXTENSION LINE, 80.00 FEET TO THE POINT OF BEGINNING, IN THE CITY OF AURORA, KANE COUNTY, ILLINOIS.



**EXHIBIT 2**  
**BOUNDARY MAP**

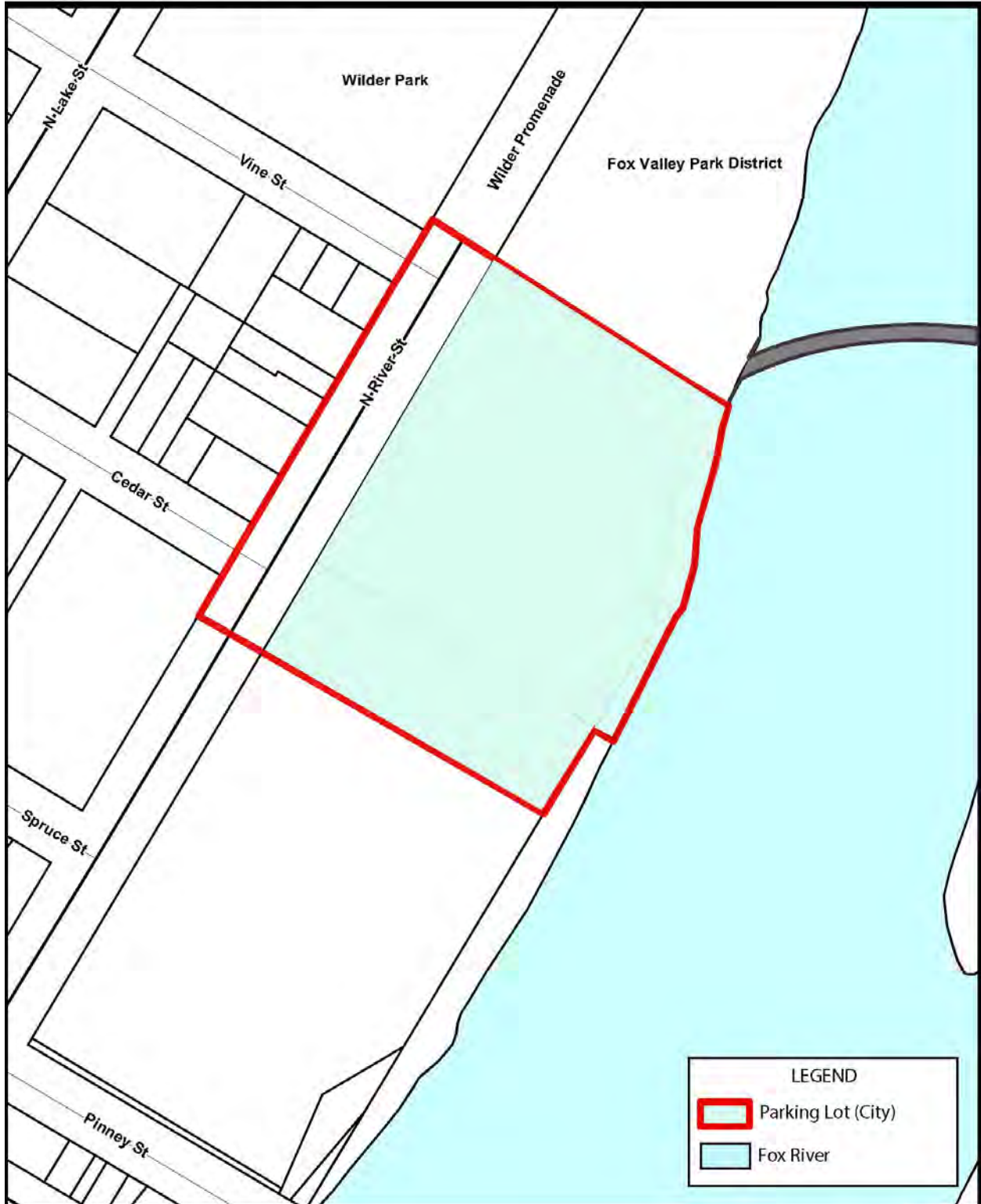
# Proposed River Vine TIF District



**EXHIBIT 3**

**EXISTING LAND USE MAP**

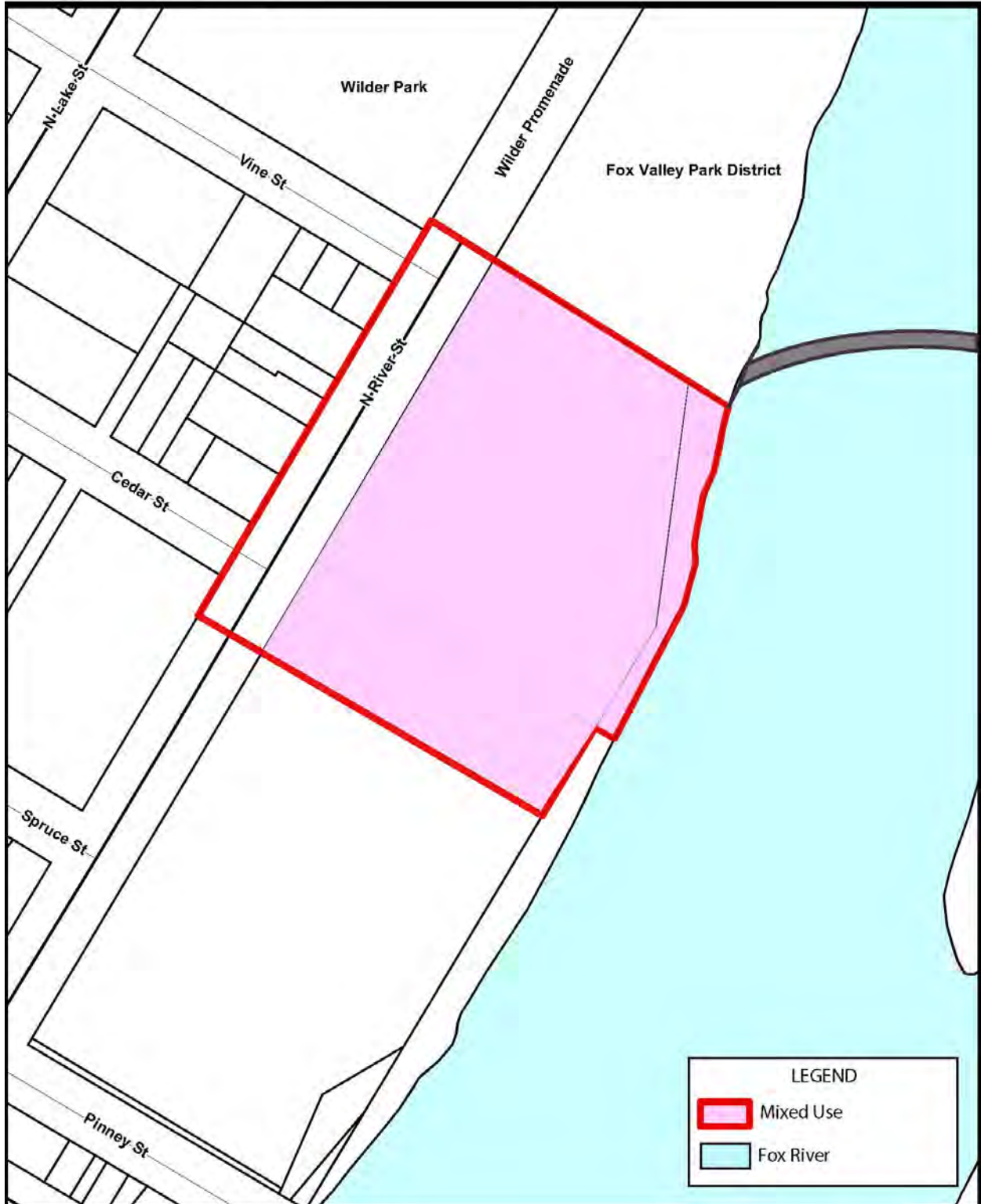
# Existing Land Use



**EXHIBIT 4**

**PROPOSED LAND USE MAP**

# Proposed Land Use



**EXHIBIT 5**  
**QUALIFICATION REPORT**



**CITY OF AURORA  
TIF QUALIFICATION REPORT  
RIVER VINE TIF**

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*An analysis to assess the likelihood that the area located in the City of Aurora could qualify as a vacant blighted area as defined in the Tax Increment Allocation Redevelopment Act, 65 ILCS 5/11-74.4-3, et seq., as amended.*

*Prepared by the City of Aurora, Illinois  
in conjunction with  
Ryan LLC (formerly Kane, McKenna and Associates)*

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**AUGUST 2023**



**PROPOSED RIVER VINE  
REDEVELOPMENT PROJECT AREA/STUDY AREA  
TIF QUALIFICATION REPORT**

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## **EXECUTIVE SUMMARY**

Kane, McKenna and Associates (now Ryan LLC) (Ryan) has been retained by the City of Aurora, Illinois (the "City") to conduct an analysis of the potential qualification and designation of certain property located in the City, to be addressed herein as the proposed Redevelopment Project Area (the "Study Area" and/or the "RPA") and included in the map attached as Exhibit A. Essentially the approximately three (3) acre Study Area includes portions of the City's Downtown area generally bordered on the west by River Street, on north by Vine Street (as extended east to the Fox River), on the east by the Fox River, and on the south by Cedar Street (as extended east to the Fox River). The Study Area is located within the City's existing TIF # 5. The City would be required to remove the land that form the Study Area from each of that existing TIF District to qualify their inclusion within the proposed River Vine TIF District. Please note that the qualification review for the Study Area is being carried out pursuant to the Tax Increment Allocation Redevelopment Act, 65 ILCS 5/11-74.4-3, et seq., as amended (the "TIF Act").

The City is pursuing the Study Area designation as part of its ongoing review of the Downtown area, to assist in the revitalization of the property and the overall improvement of the Downtown. By undertaking the designation, the City will help strengthen the Study Area as a significant contributor to the City's overall economic base.

Based upon the preliminary analysis completed to date, RYAN has reached the following conclusions regarding the potential qualification of the Study Area as a TIF District:

- 1) *The proposed TIF District could meet the criteria for a "blighted vacant area," as the term is defined under the TIF Act subject to the provision of additional documentation.* Pursuant to the TIF Act, vacant land is defined, in part, as: "...any parcels or combination of parcels of real property without industrial, commercial, and residential buildings...."
- 2) *Current conditions impede redevelopment* – Without the use of City planning and economic development resources to address certain issues, potential redevelopment activities are not likely to be economically feasible.
- 3) *Viable redevelopment sites could produce incremental revenue* crucial to make successful redevelopment feasible– Within the proposed Study Area, there are parcels which potentially could be redeveloped and thereby produce incremental property tax revenue or other additional revenues to the City. As part of the City's planning efforts, a strategically critical potential development site is included in the Study Area. Such revenue, used in combination with other much needed private sector investment and other City resources for redevelopment incentives or public improvements, would likely stimulate successful real property investment on parcels that have heretofore lacked such investment associated reinvestment in nearby sites
- 4) *Review of TIF designation* – To mitigate certain conditions and to leverage the City's investment and redevelopment efforts, the City is proposing a TIF designation to improve existing conditions, including positive aesthetically improvement adjacent to the City riverfront.

## I. BACKGROUND

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**Current Land Use.** The Study Area is generally limited to low intensity and accessory land uses (i.e., Downtown parking support) that have help to negate City efforts, over many years, to attract larger scale, mixed land use development projects (especially for potential residential development opportunities Downtown). The City has determined the riverfront land is otherwise suitable for such development, the Study Area suffers from blighting characteristics that heretofore have contributed to the prevention of the attraction of private sector investment required successful mixed-use development. As stated in the Master Plan for Downtown Aurora (2017) (the “Downtown Master Plan”), “...Downtown Aurora residential new construction lagged behind other suburban locations....” Further, one of the key recommendations of the Downtown Master Plan in part states:

“... (The City should) concentrate higher density development on the fringe of the downtown core. Focusing on the fringe of downtown is important because there are fewer bulk and density restrictions, more open space, and fewer historic structures in these areas. There are several redevelopment opportunities and under-developed sites throughout the study area. **Specific locations include parcels on the west bank of the river along River Street near the future pedestrian bridge...These parcels, especially those owned or controlled by the City, should be actively marketed. Utilizing city-owned parcels can make new residential development financially viable....** (Emphasis added)”

The Downtown area continues to be an important area for the community – both symbolically and from a community and economic development standpoint. The redevelopment of the Study Area, given its critical location adjacent the riverfront, is a key part of the overall economic development strategy.

Key findings are summarized below as taken from the Downtown Master Plan.

### General Goals/Objectives

- 1) Aurora has one of the lowest crime rates in the nation for a city of its size. A low crime rate doesn't erase the memory of many from the eighties and nineties and addressing misconceptions about safety still remains a challenge for the City.
- 2) Major gateways into the downtown area lack distinction and appeal. While Aurora has an attractive skyline and central streets, there is little indication for visitors traveling to downtown that they have arrived in the heart of Illinois' second-largest city. The first impressions along north-south corridors offer views, but limited

signage, of the new RiverEdge Park alongside scrap recycling centers with no sidewalk or strip shopping centers.

- 3) Downtown Aurora has a high number of historic buildings and landmarks which are maintained through various historic preservation initiatives. In the downtown area, there are numerous historic buildings representing a range of architectural styles from Art Deco to Prairie School. There are 20 historic buildings within the Stolp Island National Register Historic District alone, including the Paramount Theatre and the Grand Army of the Republic Memorial.
- 4) Past downtown planning efforts have aimed to create a pedestrian-friendly environment, encouraging access to the Fox River. The FoxWalk Design Guidelines, the RiverEdge Park Master Plan, the Riverfront Vision, Seize the Future, and the Bicycle and Pedestrian plan all emphasize the importance of walkability and the Riverwalk. The Aurora Zoning Ordinance emphasizes pedestrian comfort and walkability in the downtown and provides standards for new developments to maintain pedestrian access and incorporate potential views of the Fox River.
- 5) Aurora has integrated streetscape and signage amenities in the downtown. People who live and work in downtown Aurora already know their favorite dining spots, where they can easily find parking, and where their favorite stores are located. However, many of these amenities are historic in nature and are concentrated on Stolp Island, where business district signage is limited. For newcomers to Aurora, signage and wayfinding could help to make their visit more enjoyable and seamless. Clear and direct paths to the downtown should be more evident and recognizable, particularly for visitors arriving by train.

As a result of the findings, above, several recommendations are noted for the RPA and the wider Downtown area:

- Coordinate with other riverfront communities to create a cohesive wayfunding package to promote redevelopment of downtowns.
- Develop stronger visual and physical links to the riverfront.
- Identify key routes between destinations and important gateways in the Downtown.
- Extend signage and marketing initiatives.
- Identify and prioritize gateway entrances into, and prominent corridors within, downtown.
- Target infrastructural and aesthetic improvements to enhance the sense of place.

- Promote and cultivate the cultural identity of Downtown.
- Establish a broad marketing reach.
- Identify and evaluate common pedestrian routes and parking facilities for safety improvements.
- Identify and activate vacant spaces.
- Promote community engagement and enhanced patrolling techniques.

*Source: pages 14 to 23, "A Master Plan for Downtown Aurora" (2017).*

The City's interest in the redevelopment of the Study Area reflects a concern for the past underutilized of the land, and its failure to date to attract the type of private sector investment for the installation of the type of mix-used/multi-family residential project desired for the community Downtown.

More specifically, the past impediments to such redevelopment are described in Section IV of this report. Additionally, while the Study Area, as part of Downtown, has potential positive attributes (such as location adjacent to the Fox River), the past and current state of the local and national economy (particularly lingering economic ramifications of both the Great Recession and the ongoing pandemic), characteristics of irregular and limited parcel size, and other redevelopment challenges associated with poor historical platting and land use planning, as well as landlocked status contribute to constraints related to redevelopment of the Study Area. Additionally, the Study Area is adversely impacted by certain deteriorated conditions to both the west and south of the site.

The City has determined that elimination of these adverse conditions and the successful redevelopment of the proposed Study Area could be beneficial to the community. With a redevelopment strategy (and a potential development) in place, the economic base of the Study Area would be stabilized and increased – thereby benefiting the community, in a manner consistent with the Downtown Master Plan.

**General Scope and Methodology.** RYAN performed its analysis by conducting a series of discussions with City staff, starting in March 2022 and continuing periodically up to the date of this report. The purpose of the review was to gather data related to the preliminary qualification criteria for properties included in the Study Area. These discussions were complemented by field surveys for the entire area to evaluate the condition of the Study Area. The field surveys and data collected have been utilized to test the likelihood that the Study Area could qualify for TIF designation – subject to the ongoing collection of additional documentation and/or review prior to proposed TIF designation by the City.

The qualification factors discussed in this report would assist in the qualification of the Study Area as a blighted vacant area, as the term is defined pursuant to the TIF Act.

For additional information about RYAN's data collection and evaluation methods, refer to Section III of this report.

The conclusions in this report are conditioned on portions of the Study Area being removed from the City's Downtown Tax Increment Financing District 5 prior to designation of the Study Area as a TIF District.

## II. QUALIFICATION CRITERIA

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With the assistance of City staff, Ryan assessed the proposed Study Area to determine the likelihood that qualifying factors listed in the Act would be present. The relevant provisions of the Act are cited below.

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

“An area designated by the municipality, which is not less in the aggregate than 1½ 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 blighted areas and conservation areas.”

Under the TIF Act, a “blighted area” means any improved or vacant area within the boundaries of a redevelopment project area located within the territorial limits of the municipality where certain conditions are met, as indicated below.

### **Blighted Vacant Area**

In accordance with the TIF Act, RYAN *also* assessed the following factors to determine qualification of a portion of the Study Area as a vacant “blighted area”. Pursuant to the TIF Act, a vacant area is a “blighted area” provided that:

If vacant, the sound growth of the redevelopment project area is impaired by a combination of two (2) or more of the following factors, each of which is (i) present, with that presence documented, to a meaningful extent so that a municipality may reasonably find that the factor is clearly present within the intent of the Act and (ii) reasonably distributed throughout the vacant part of the redevelopment project area:

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

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

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

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

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

F) Lagging or Declining EAV. 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 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 (5) calendar years prior to the year in which the redevelopment project area is designated.

Additionally, one (1) or more of the following stand-alone factors may be present in the area under study:

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

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

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



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

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

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

In order to for an area to have qualified as a “blighted area” immediately prior to becoming vacant such an area must have had present industrial, commercial and residential buildings or improvements the were detrimental to the public safety, health or welfare because of a combination of five (5) or more of the following factors, each of which is (i) present, with that presence documented to a meaningful extent so that a municipality may reasonably find that the factor is clearly present within the intent of the Act and (ii) reasonably distributed throughout the improved part of the redevelopment project area:

- 1) Dilapidation: An advanced state of disrepair or neglect of necessary repairs to the primary structural components of buildings or improvements in such a combination that a documented building condition analysis determines that major repair is required or the defects are so serious and so extensive that the buildings must be removed.
- 2) Obsolescence: The condition or process of falling into disuse. Structures become ill-suited for the original use.
- 3) Deterioration: With respect to buildings, defects including but not limited to major defects in the secondary building components such as doors, windows, porches, gutters and downspouts and fascia. With respect to surface improvements, that the condition of roadways, alleys, curbs, gutters, sidewalks, off-street parking and surface storage areas evidence deterioration, including but not limited to surface cracking, crumbling, potholes, depressions, loose paving material and weeds protruding through paved surfaces.

- 4) 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.
- 5) 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.
- 6) Excessive Vacancies: The presence of buildings that are unoccupied or underutilized and that represent an adverse influence on the area because of the frequency, extent, or duration of the vacancies.
- 7) 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.
- 8) 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.
- 9) 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 and service.

- 10) 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.
- 11) 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.
- 12) 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.
- 13) Stagnant EAV: 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.

### III. EVALUATION METHODOLOGY

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

- 1) Site surveys of the Study Area were undertaken by representatives from Ryan, supplemented with photographic analysis of the sites. Preliminary surveys were completed of properties located within the Study Area.
- 2) RYAN reviewed the following data: 2016 to 2021 tax information from Kane County, the Aurora Township Assessor, tax maps, aerial photos, site data, local history (including discussions with City staff), and an evaluation of area-wide factors that have historically affected the area's development (e.g., Adjacent instances of deterioration, stagnant or declining EAV, excessive vacancies, and lack of community planning etc.).
- 3) The Study Area was examined to assess the applicability of the different factors required for qualification as a TIF district. Examination was made by reviewing the information and determining how each measured when evaluated against the relevant factors. The Study Area was evaluated to determine the applicability of all vacant "blighted area" factors for qualification for TIF designation under the TIF Act.
- 4) The area was studied in relation to available planning and historical reports, available Sanborn maps spanning from approximately 1897 through the 1950s, flood maps, local history (inclusive of inputs from City staff), and an evaluation of area-wide factors that would have affected the area's development from the 1880 through the 1970s (e.g., lack of community planning, obsolescence, lag in EAV growth, inadequate utilities, etc.). Ryan reviewed the area in its entirety. City redevelopment goals and objectives for the area have also been established and reviewed.
- 5) Structures and plant improvements that occupied the Study Area, prior to it becoming vacant, were examined utilizing historical information related to the long-term operation of the American Well Works company. The evaluation of such records was examined to the best and most reasonable given that the structured would have been completely removed by the 1980s.
- 6) The proposed RPA was examined to assess the applicability of the different factors, for both improved land (i.e., as existed prior to removal of all buildings) and vacant land, required for qualification for TIF designation under the Act. Evaluation was made by reviewing the information and determining how each measured when evaluated against the relevant factors. The previously improved land within the proposed RPA, prior to becoming vacant, was examined to determine the applicability of the thirteen (13) different blighted-improved factors for qualification for TIF designation under this

statute. Vacant land was reviewed to determine the applicability of the six (6) different blighted-vacant factors listed within the Act or the “stand alone” factors set forth in the TIF Act (inclusive of the blighted before becoming vacant stand-alone factor).

#### IV. QUALIFICATION FINDINGS FOR PROPOSED STUDY AREA

As a result of RYAN’s evaluation of each parcel in the proposed RPA, and analysis of each of the eligibility factors summarized in Section II, the following factors are presented to support qualification of the proposed RPA as a blighted area under the TIF Act. These factors are summarized in the table below.

Area within Proposed RPA	Maximum Possible Factors per Statute	Minimum Factors Needed to Qualify per Statute	Qualification Factors Present in Proposed RPA
Blighted Vacant	6	2	2 <ul style="list-style-type: none"> <li>• Obsolete Platting Growth</li> <li>• Adjacent to Deterioration</li> </ul>
Blighted Vacant Area	“stand alone” 13	Blighted prior to becoming vacant 5	5 <ul style="list-style-type: none"> <li>• Obsolescence</li> <li>• Deterioration</li> <li>• Excessive Vacancy</li> <li>• Lack of Community Planning</li> <li>• Deleterious Land Use and Layout</li> </ul>

#### Findings: Blighted-Vacant Factors – Two out of Six Factors

Within this area, RYAN also identified two blighted-vacant qualification factors. As previously defined in Section II, an area qualifies for blighted-vacant status with the presence of any two of six factors.

#### Vacant Blighted Area Factors

As a result of RYAN’s evaluation of the Study Area with respect to qualification factors pursuant to the Act, in *addition* to the above-described conservation area qualifying factors, the following vacant *blighted area* qualifying factors are *also* present in most of the Calumet Country Club property (the area that excludes the southern-most portion of the property on which four Country Club buildings are present) and could therefore, also support qualification of a portion of the proposed TIF District as a vacant “blighted area”.

##### 1. Obsolete Platting

Obsolete platting of vacant land that results in parcels of limited or narrow size or configurations of parcels of irregular size or shape that would be difficult to develop on a planned basis and in a manner compatible with contemporary standards and requirements or platting that failed to create rights-of-ways for streets or alleys or that

created inadequate right-of-way widths for streets, alleys, or other public rights-of-way or that omitted easements for public utilities.

As demonstrated in Exhibit C and Exhibit D, the original, and still existing, platting does not meet the needs of the market conditions and traffic patterns that have changed over the last 150 years. The proposed RPA was historically platted and consolidated with a portion of the property to the north (now part of North River Street Park) for use various lumber yard (before that, icehouse), warehouse and storage facilities land uses that had become vacated and had been demolished by the late 1960's.

However, no recorded action can be found to indicate that the original platting for the parcels had been updated and/or modernized the land's platting at any time after those land uses were eliminated. Further, the original platting does not even appear to accommodate the various structures that were all or partially within the Study Area prior to their likely removal by the mid to late 1960's.

Redevelopment of the land will require recognition for the accommodation of certain public rights-of-way and the institution of easements for public utilities that are lacking today. This is especially relevant since contemplated reuses of the Study Area will require enhancement of substantial vehicle access onto the site (both for parking and service-related purposes) that is not accounted for pursuant to the obsolete platting conditions present on the site.

Additionally, it's critical location along the Fox River will require site use designs to allow the installation of special public features that will be consistent and integrated with public use and access that is currently reflected by the community's recreational use of the riverfront. The obsolete platting for the Study Area does not currently meet such requirements (See Exhibit C for an example of the type of site and plat planning that will be required to accommodate modern day redevelopment of the Study Area).

Additionally, the functional reuse of the land within the Study Area is greatly hindered by the fact that it can no longer be combined with the property to the north, which are now dedicated for public park purposes. By itself, the Study Area parcel is irregular in both size and shape and is not readily suitable for the high density, mixed-use and/or residential development that the City has determined is best for the Aurora community, as identified in the Master Downtown Plan. Further, the diversity in ownership of the land within the Study Area poses additional modern day platting challenges.

In summary, real estate development is driven by the highest and best use of a property at the time the property is developed. Over time, changes in technology, design, and economics may alter the highest and best use of a property causing it to become functionally or economically obsolete. Obsolescence has an overall blighting effect on the surrounding area, detracting from the desirability of the

overall area. The proposed re-use of the parcel, along with the institution of modern-day platting that takes into consideration the irregular size and shape of the parcels, along with the required accommodations for associated public uses, will eliminate the existing obsolete platting; and therefore, eliminate the blighting influences caused by such conditions.

## 2. Adjacent Deterioration.

Deterioration of structures or site improvements in neighboring areas adjacent to the vacant land

Various degrees of deterioration of site improvements were found to be present on parking lot parcel located to the south of the Study Area. This deterioration was evidence present during RYAN's site visits that included the following conditions: surface cracking, potholes, depressions, weed growth and loose paving materials. Such conditions are consistent with the finding of deterioration for surface improvements as defined by the TIF Act.

Additionally, property located directly to the west of the Study Area at 306 River Street is in deteriorated condition based on standards from the TIF Act. Recent City and RYAN observations that support findings of deterioration for the property include the following:

- Exterior decks with separated ledger boards pulled away from masonry walls.
- Deteriorated and defective handrails located on the property.
- Loose, missing, and defective masonry elements at various portions of the property.
- Condition of rotted and deteriorating window components.
- Loose/defective post and face boards elements present on porches.
- Loose and crumbling concrete elements that pose hazardous conditions.
- Cracking and potholes on driveway/parking areas.
- Decaying, cracking, and defective drywall in areas of the property.
- Leaking water supply lines.
- Broken electrical fixtures with exposed wiring.
- Damaged vent piping.



- Rotting and defective floor coverings, sub-floor, and flooring joists.
- Cracking and defective ceiling elements on property.
- Broken, cracked and defective window glass.

Pursuant to the TIF Act, these findings for obsolete platting for the Study Area, and deterioration present of on adjacent properties to the Study Area, are sufficient for the City to conclude that Study Area meets the requirement for a blighted, vacant property.

### **Findings: Blighted Area (Prior to Becoming Vacant)**

Through the analysis of available historic data and anecdotal information, RYAN has concluded that there were at least implied indications that the old structures present within the Study Area exhibited blighted conditions prior to the Study Area becoming vacant. More specifically, with City staff assistance RYAN has determined (by methods that included but were not limited to, historical photographs, Sanborn Maps from various periods of time, documents that exhibited boundary related maps for the parcels, input and research by City staff) that the proposed RPA would have been found to have evidenced at least five (5) out of the thirteen (13) qualification factors (or the minimum of five (5) factors required) in support of a finding as a “blighted improved area”, as stated in the Act, immediately prior to that site becoming vacant. A summary of findings follows.

**1. 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.

As in part evident from a review of maps, diagrams and ariel photographs provided with Exhibit C, many of the original structures with the Study Area for the 1800s were still present by the late 1950s and early 1960s. By the time of their removal by the late 1960s, the structures would have been very well advanced in age, and well beyond the normal life for any effective functional and economic use.

**2. Deterioration of Structures and Site Improvements.** Prior to becoming vacant, various degrees of deterioration would have been present within the Study Area via the long-term physical decline and advanced age of the facilities, and the decades of intense industrial land uses applied to facilities from the late 1800s through the late 1960s (in the days prior to the severe decline in industrial uses in Aurora between throughout the 1970s and 1980). A 1963 aerial photo of the site provides some evidence deteriorated conditions of the facilities just a few years prior to the 1967 fire and demolition of the old Cotton Mills structures that were located immediately south of the Study Area. By the time of their own demolition the structures would have been in the later stages of deterioration due to age, and likely disinvestment by that time.

3. Excessive Vacancies. The Act states that this finding is characterized by the presence of unoccupied or “under-utilized” buildings that represent an adverse influence on the area. Prior to their demolition by the late 1960s, the former structures within the Study Area would obviously been vacant, and poor candidates for salvaging for reuse.

4. Lack of Community Planning. According to the Act, an area suffers from a lack of community planning if the area was developed prior to, or without the benefit of, a community plan. This factor must be documented by evidence of adverse or incompatible land-use relationships, inadequate street layout, improper subdivision, overcrowded parcels, parcels of inadequate shape and size to meet contemporary development standards, or other evidence demonstrating an absence of effective community planning.

The structures that previous occupied the Study Area were developed decades prior to the City’s 1957 Comprehensive Plan and prior to the adoption of the updated 1984 Comprehensive Plan. By review of historical data, it is evident that the structures were primarily in place by the late 1800s. The was a period obviously well prior to the Downtown Plan and also represented market conditions and market needs that have shifted through various periods of economic dislocations (including most prominently both the Great Depression and the Great Recession) since the dates of their initial construction. As such, the Study Area would not have had the benefit of modern planning which, among other factors, would not have encourage the existence of the type of industrial uses on within the Study Area (and the former Cotton Mills site to the south) with the development of residential areas immediately to the west. Such land uses would have been deemed incompatible with under modern-day community planning standards.

5. Deleterious Land Use and Layout The TIF Act addresses deleterious 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.

Although taken all together and based on a combination of both City efforts and adverse economic conditions over time, there has been an overall decline of incompatible and crashing industrial and residential land uses, in Downtown, the later day presence of the former structures within the Study Area (as well as the Cotton Mills structures) would have become increasingly noxious and unsuitable. This would have been especially true by the late 1960s as evidenced by plans to demolish the Cotton Mills facilities, even before their destruction to fire in 1967. The ongoing efforts (extending from the late 1960s) of the City to attract new private development for desired commercial and residential uses would have been hindered by the presence of the old structures located in and around the Study Area. The industrial land use associated with the site would have existed, and contributed to, conditions of incompatible land use relationships, which would have grown increasingly offensive and unsuitable due, in part, to the lack of more modern-day community planning standards. Though such conditions were eased with the removal of the structures within and adjacent to the Study Area, prior to their removal presence contributed to the creation of blighted conditions.

## **V. SUMMARY OF FINDINGS; GENERAL ASSESSMENT OF QUALIFICATION**

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The following is a summary of relevant qualification findings as it relates to the City's potential designation of the proposed TIF District.

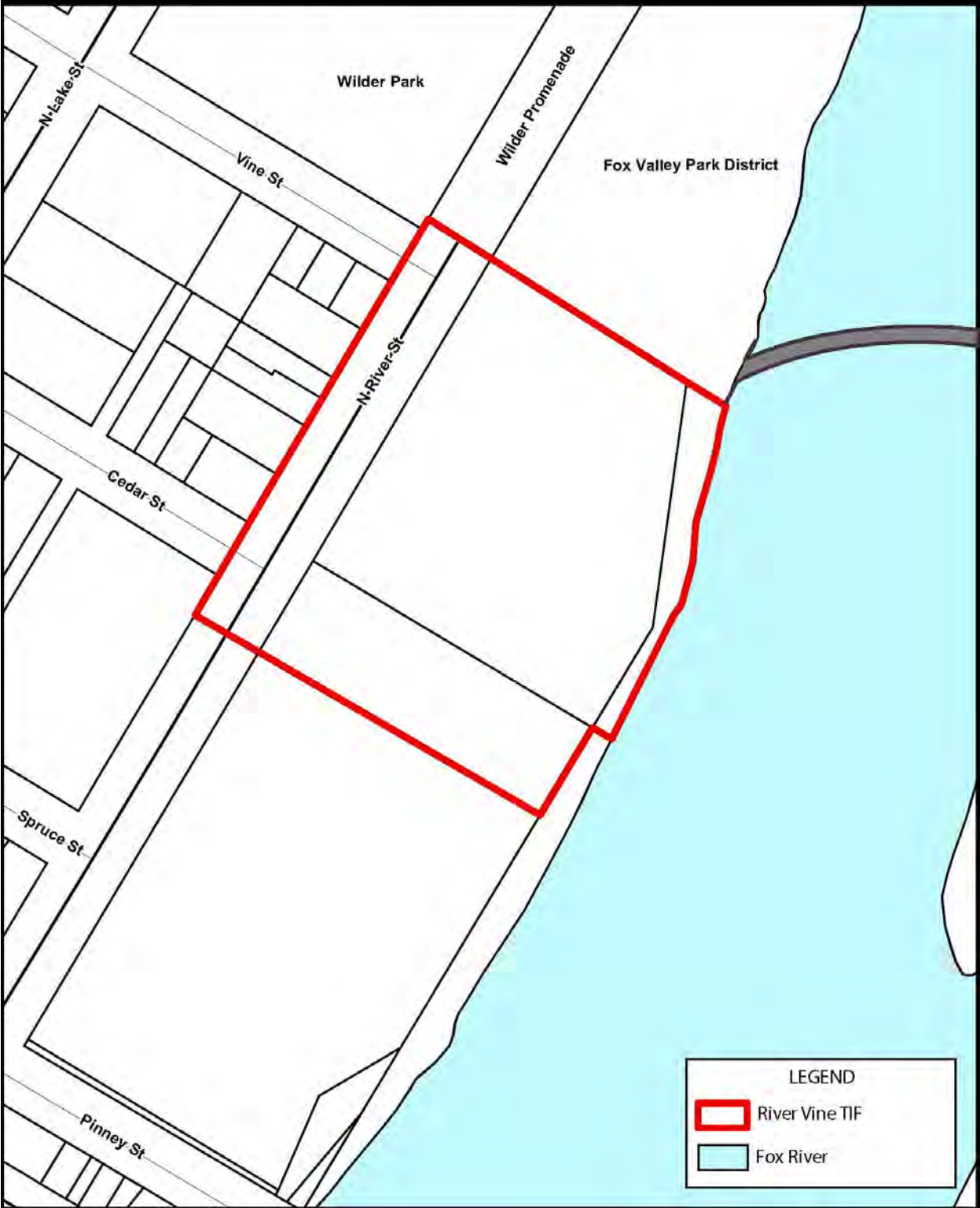
1. The area is contiguous and is greater than 1½ acres in size;
2. The proposed RPA will qualify as a Blighted, vacant area. Further, the blighted vacant factors found in the RPA are present to a meaningful extent and are reasonably distributed throughout the area. A more detailed analysis of the qualification findings is outlined in Section IV of this report;
3. All property in the area would substantially benefit by the proposed redevelopment project improvements;
4. The sound growth of taxing districts applicable to the area, including the City, has been impaired by the factors found present in the area; and
5. The area would not be subject to redevelopment without the investment of public funds, including property tax increments.

In the judgment of RYAN, these findings provide the City with sufficient justification to consider designation of the property as a TIF District.

**Exhibit A**

**Boundary Map**

# Proposed River Vine TIF District



**Exhibit B**

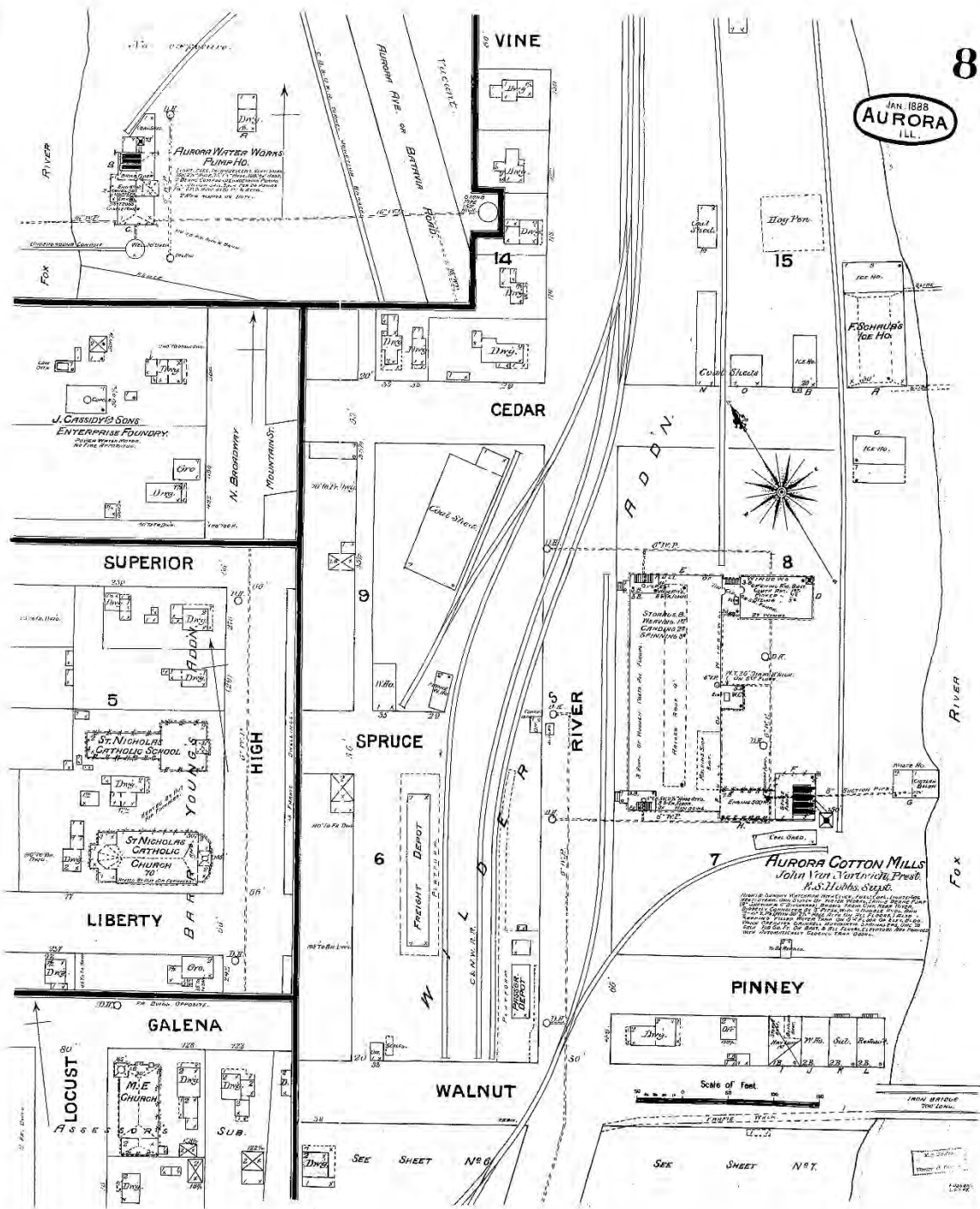
**Tax Parcel List**

**Proposed River Vine TIF**

**15-22-178-010 and  
15-22-178-012 (northernmost portion only requiring tax parcel subdivision  
prior to TIF certification by County)**

**Exhibit C**

**Early Maps and Figures Reflecting Original and  
Existing Platting/Land Use Configurations**



8  
 JAN 1888  
**AURORA**  
 ILL.

River-Vine Property 1888





N. LAKE

Scale of Feet

PUBLIC PARK

VINE

CEDAR

ELM

N. RIVER

15

16

20

5

6

21

RIVER FOX

COAL PILES

RUCUTT BROS.

WINN SUPPLY CO.  
LUMBER & TIED LUMBER

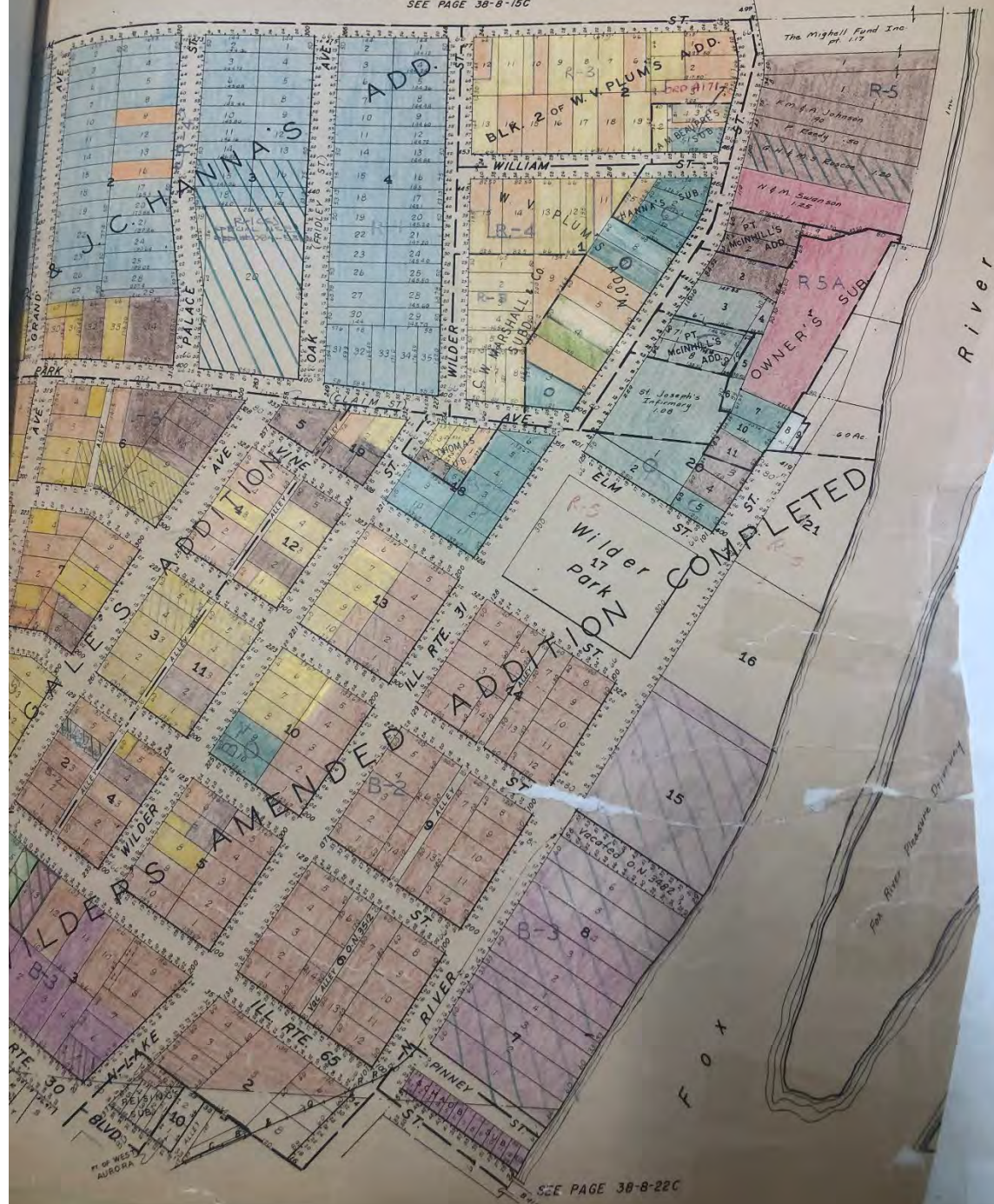
ST. JOSEPH'S ROAD

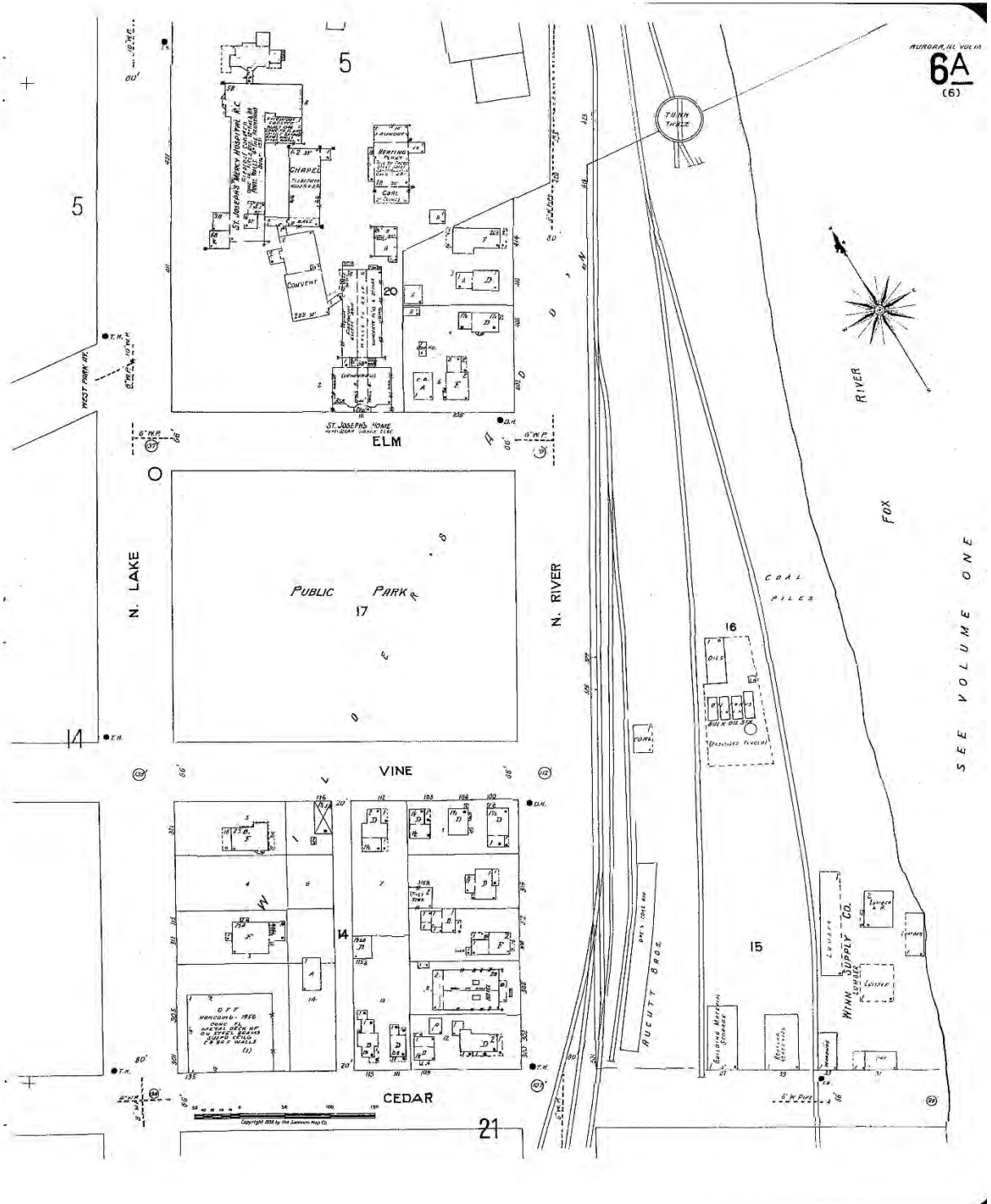
OFF  
WINDMILL 1878  
DIP OF  
MATERIAL BURN AT  
THE TOWN SQUARE  
JULY 1878  
C. B. B. B.

E. W. Post

1964 by SIDWELL STUDIO, Inc.  
West Chicago, Illinois

**AURORA**  
N.W. 1/4 SEC. 22 AURORA TWP  
SCALE-200 FT. TO 1 INCH T.38 N.-R.8E. OF THE 3RD PM.  
SEE PAGE 38-8-15C





6A  
(6)

SEE VOLUME ONE

River-Vine Property 1958



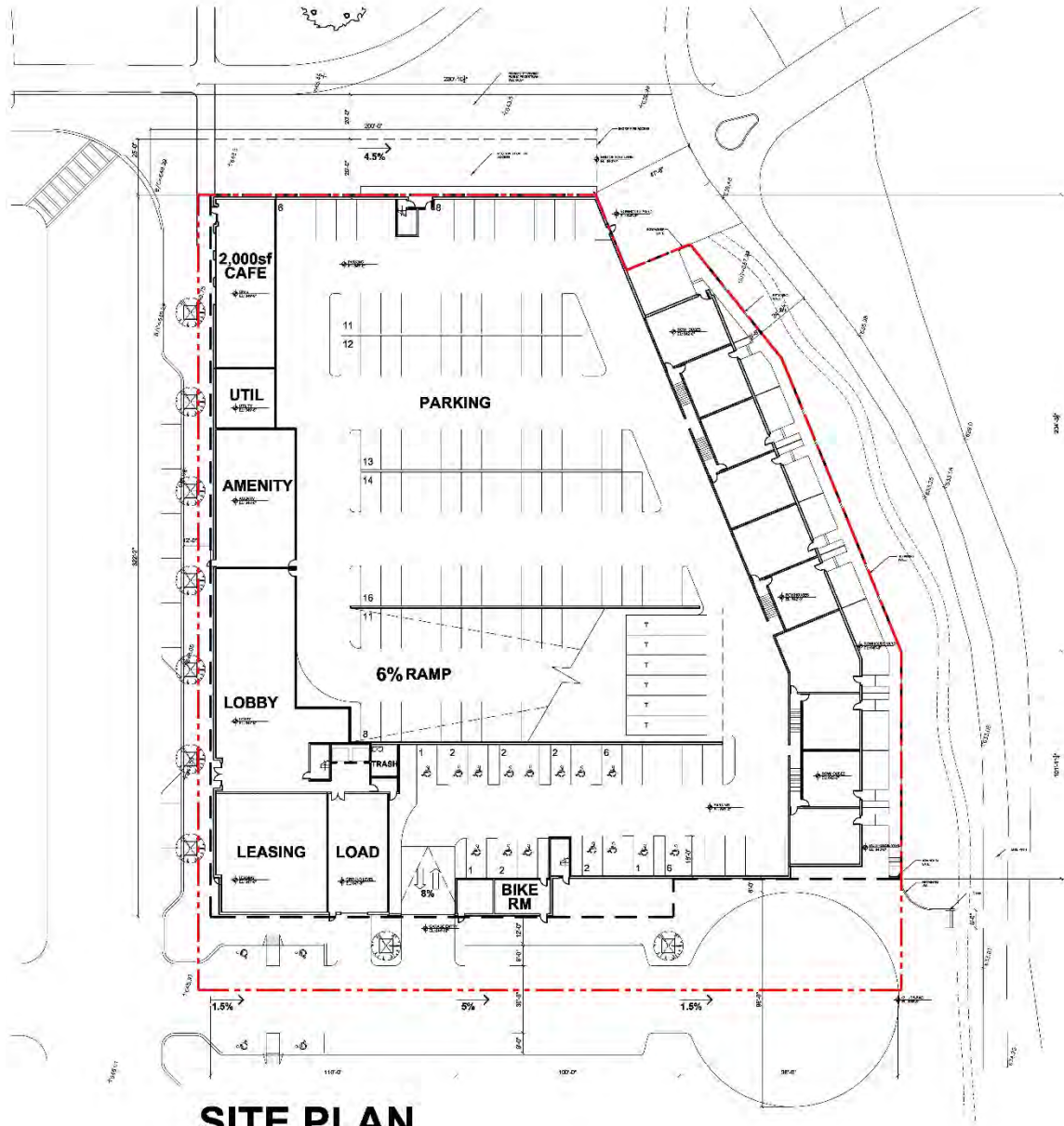
*River-Vine Property- 1963*



*River-Vine Property- 1972*

**Exhibit D**

**Example of Site Plan Reflecting Required  
Modern-Day Platting Configurations**



**SITE PLAN**