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**VILLAGE OF BROOKFIELD, ILLINOIS  
GRAND BOULEVARD TIF DISTRICT REDEVELOPMENT  
PLAN AND PROJECT**

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**Jointly Prepared by:**

**Village of Brookfield, Illinois**

**and**

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

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## **I. INTRODUCTION**

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The Village of Brookfield (the “Village”) is located approximately 13 miles west of downtown Chicago in Cook County, Illinois. Brookfield is an established inner-ring suburb of Chicago. The Village has convenient access to and from the City of Chicago and is home to three Metra stations along the Burlington Northern/Santa Fe railway, which provides service to the Cities of Chicago (east), Naperville (west), and Aurora (west). The Village is a compact suburb covering 3.1 square miles.

The Grand Boulevard Redevelopment Project Area (RPA or Project Area) is in the central-eastern portion of the Village, in an area that has a diverse mix of commercial, retail, residential, and office uses which overlays the Village’s historical commercial center. The RPA is centered around the intersection of Grand Boulevard and Prairie Avenue, two major local collectors which each experience traffic counts in excess of 3,000 vehicles per day. Additionally, the Project Area is near Ogden Avenue, a major arterial which experiences traffic counts in excess of 25,000 vehicles per day. The RPA also contains the Brookfield Metra Station, a part of the Burlington Northern Santa Fe Railway Company’s (“BSNF”) commuter rail line which services over fifteen million riders annually. Additional characteristics that are advantageous to the area include its proximity to local parks, bike trails, the 8 Corners commercial district, Salt Creek and Brookfield Zoo.

In the surrounding area, the most common housing type is detached single-family homes and condos, and the concentration of residences in the immediate area surrounding the Grand Boulevard / Prairie Avenue intersection makes the Project Area a popular destination for entertainment, dining and shopping. Most of the commercial buildings in the Project Area are predominantly older multi-use buildings with large storefront windows that are built up to the street. The RPA is generally bounded by Grant Avenue to the north, Prairie Avenue to the east, Burlington Avenue to the south, and Sunnyside Avenue to the west. The RPA consists of approximately 99 tax parcels.

The Project Area is an important contributor to the Village’s tax base, and the economic success and viability of this area remains a top priority for the Village. The area was identified in the Village of Brookfield 2018 Comprehensive Plan as a key focus area ready for potential growth. Specifically, the RPA is identified in the Downtown Brookfield Subarea section of the 2018 Comprehensive Plan as an area that should be redeveloped in the near future. Despite the key role of the Project Area to the local economy, the taxable value of the RPA has lagged and hence has been identified as a priority for redevelopment in both the Comprehensive Plan and the TIF Redevelopment Plan herein.

## **A. The Redevelopment Plan**

The Village recognizes the need for implementation of a strategy to revitalize existing properties within the boundaries of the RPA and to stimulate and enhance private development. The attraction of private investment and redevelopment of properties are key components of the strategy, however, the necessary private investment may only be attracted if tax increment financing (TIF) is adopted pursuant to the terms of the Tax Increment Allocation Redevelopment Act (the “Act”) Illinois Compiled Statutes, Chapter 65, Section 5/11-74.4-1 et seq., as amended. Incremental property tax revenue generated by redevelopment activities will play a decisive role in encouraging private redevelopment. Site conditions that may have precluded intensive private investment in the past will be eliminated. Ultimately, the implementation of the Redevelopment Plan and Project will benefit the Village and all the taxing districts which underly the area by significantly increasing the tax base.

As part of the Village’s Comprehensive Plan, the redevelopment of the Grand Boulevard area is identified as a priority for the Village. Specifically, the Comprehensive Plan establishes goals for the downtown, sets forth a downtown “subarea” plan and proposes a scenario for greater density to achieve renewed population growth in the Village. In the Comprehensive Plan, the following two key goals are found:

- Create neighborhoods for all ages and abilities that are compact, walkable and connected to major commercial nodes and available transportation – Expand population in the Downtown and other walkable areas by promoting greater density (p. 195)
- Focus economic activity in the four commercial nodes within the Village to ensure a critical mass of customers and promote synergies in targeted locations to create attractive destinations – Increase density around the Downtown Brookfield Metra station to create a great walkable restaurant and retail destination (p. 209)

Please refer to Table 1 below for specific implementation actions recommended for the downtown subarea.

Table 1

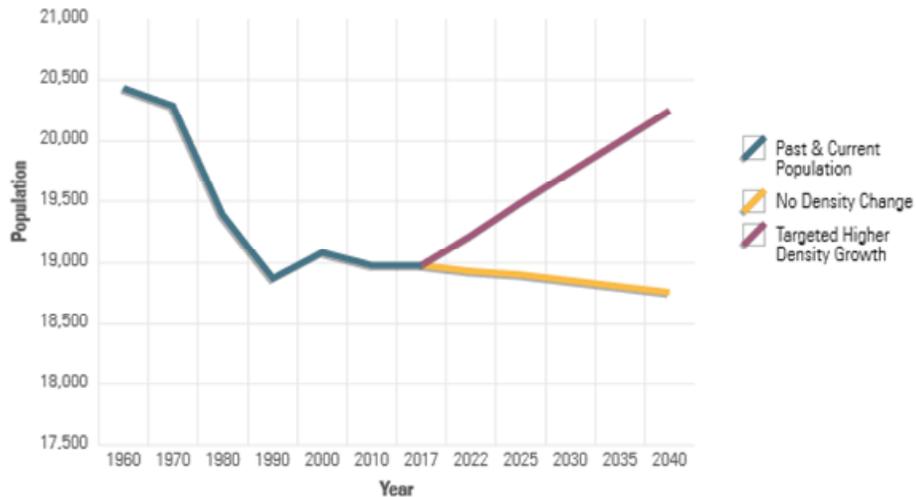
Subarea Plan – Recommended Actions for the Grand Boulevard RPA

- Promote new commercial development and redevelopment opportunities within select locations, primarily along the triangular block that is bounded by Fairview Avenue, Brookfield Avenue, and Sunnyside Avenue and within the Village’s pedestrian areas including the Grand Boulevard and the Downtown.
- Revitalize the Grand Boulevard area and the Downtown/Brookfield Metra Station area as the Village’s primary mixed-use pedestrian environments.
- Encourage new development along the blocks surrounding the intersection of Grand Boulevard, Grant Avenue, and Sunnyside Avenue, and some under-utilized land uses in the block northeast of Grand Boulevard.

Source: Village of Brookfield *2018 Comprehensive Plan*, pages 163-165

The Comprehensive Plan proposes two scenarios for population growth over the long-term, as indicated in Figure 1 below. These projections reinforce the importance of the RPA to the Village’s overall growth.

Figure 12  
**Population and Projection Population (1960-2040)**  
 Brookfield, IL



Source: U.S. Census, ESRI, and RATIO

### Population Projection Scenarios

Brookfield projected population change 2017 through 2040 is evaluated by two different scenarios:

- No Change in Density approach
- Targeted Higher Density Growth areas (especially in Downtown and 8-Corners)

The multi-family residential (MFR) development in 8 Corners allows 64 units on 1 acre four floors. In Downtown Brookfield, a new MFR development would allow a 128-unit, 8 story building on one-acre. The population projection is based on adding one building in each neighborhood area about every five years through 2040. This seems to be the only method to grow the population as household sizes are anticipated to continue to decrease over the next generation. This targeted higher-density and infill MFR development would add about 288 persons every 5 years to the Village's population, which would off-set the population losses from single-family residential (SFR) developments. The SFR households will continue to lose population only because of the slow decline in SFR household size.

It is projected that Brookfield will increase the number of overall households through new MFR development and permitting innovative land uses, such as in-law units. This will make a modest change in the ratio of owner-occupied SFR to rental, renter-occupied MFR housing units with a slightly higher share of MFR units in the Village. Again, all MFR is proposed to be a market-rate product for either rent or for-sale as multi-family condos. It is not anticipated that there would be significant MFR residential development for population growth in either the 31st & Maple node or along the Ogden Ave Corridor, due to the former's predominant SFR character and the latter's commercial corridor character.

**Figure 1.** Excerpt from Village of Brookfield, IL Comprehensive Plan (2018).

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

- Providing viable uses/redevelopment for the property located within the RPA;
- Redeveloping the properties in conformance with Village standards;
- Coordinating assembly or consolidation of properties for redevelopment activities;
- Providing infrastructure that is adequate in relation to Village redevelopment plans;
- Improving ingress and egress requirements that satisfy area circulation, parking and connections to major arterials;
- Entering into redevelopment agreements in order to include the redevelopment of property and/or to induce new development to locate within the RPA; and
- Improving area appearance through landscape, streetscape and signage programs.

A map of the RPA boundaries is included in Exhibit 1 and is a part of this Redevelopment Plan and Project. The overall area would not reasonably be anticipated to be redeveloped in a coordinated manner without the adoption of a Redevelopment Plan and Project. The Village, with the assistance of Kane, McKenna and Associates, Inc. has commissioned this Redevelopment Plan and Project to use tax increment financing in order to address local needs and to meet redevelopment goals and objectives.

The adoption of this Redevelopment Plan and Project makes possible the implementation of a comprehensive program for the economic redevelopment of the area. By means of public investment, the RPA will become a more viable area that will attract private investment. The public investment will assist in the redevelopment of the area with private capital and provide for increased valuation of the property.

Pursuant to the Act, the RPA includes only those contiguous parcels of real property and improvements thereon substantially benefited by the Redevelopment Plan and Project. Also pursuant to the Act, the area is not less in the aggregate than 1½ acres.

Through this Redevelopment Plan and Project, the Village will serve as a new driving force for accumulating the assets and energies of the private sector for a unified cooperative public-private redevelopment effort. Ultimately, the implementation of the Redevelopment Plan and Project will benefit the Village and all the taxing districts which encompass the RPA in the form of a stabilized and expanded tax base and creation of new employment and investment opportunities within the Village.

**B. Findings Pursuant to the TIF Act.**

It is found and declared by the Village, through legislative actions as required by the Act, that:

- in order to promote and protect the health, safety, and welfare of the public, that certain conditions that have adversely affected redevelopment within the RPA need to be addressed, and that redevelopment of such areas must be undertaken; and, to alleviate the existing 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. Public/private partnerships are determined to be necessary in order to achieve redevelopment goals. Without the redevelopment focus and resources provided under the Act, the redevelopment goals of the Village would not reasonably be expected to be achieved.
- the use of incremental tax revenues derived from the tax rates of various taxing districts in the Redevelopment Project Area for the payment of redevelopment project costs is of benefit to the taxing districts. This is because these taxing districts whose jurisdictions are included in the Redevelopment Project Area would not derive the benefits of an increased assessment base without addressing the coordination of redevelopment.
- in connection to the process required for the adoption of this Redevelopment Plan and Project pursuant to 65 ILCS Section 5/11-74.4.3(n)(5) of the Act, that this Redevelopment Plan and Project will not result in the displacement of 10 or more inhabited residential units. Therefore, this Redevelopment Plan and Project does not include a housing impact study.

The redevelopment activities that will take place within the RPA will produce benefits that are reasonably distributed throughout the RPA.

Redevelopment of the RPA is tenable only if a portion of the improvements and other TIF eligible costs are funded by TIF revenues.

## **II. REDEVELOPMENT PROJECT AREA LEGAL DESCRIPTION**

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The Redevelopment Project Area legal description is attached in Exhibit 2.

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

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The following goals and objectives are presented for the RPA in conformance with the Comprehensive Plan.

#### **A. General Goals of the Village**

The 2018 Comprehensive Plan identifies the following policies that are associated with Village development and planning issues:

Table 2

#### *2018 Comprehensive Plan Statement of Development Goals*

The following general goals have been developed as a “guiding framework” directing future change in the community:

- A) Achieve economic prosperity by maintaining and enhancing the diversity of new retail, personal service, commercial service, office, and light industrial uses.
- B) Focus economic activity in the four commercial nodes within the Village to ensure a critical mass of customers and promote synergies in targeted locations to create identifiable destinations.
- C) Leverage existing site assets to create developable parcels that are conducive to a variety of businesses along Ogden Avenue.
- D) Expand and diversify the Village tax base through public realm improvements that increase community property values.
- E) Increase small business and entrepreneurial success within the Village of Brookfield.
- F) Work with developers to offer cost and time savings such as reducing permit and petition fees, expediting development review and subsidizing utility hook ups in exchange for desired development commitments.

Source: Pages 178-183, *2018 Comprehensive Plan*, Village of Brookfield

**B. Specific Objectives for the RPA**

- A) Promote the redevelopment of underutilized property located within the RPA.
- B) Provide for the assembly or coordination of private and public property for viable redevelopment projects.
- C) Improve existing roads and rights-of-way, including the coordination of parking improvements, if needed.
- D) Provide for the necessary site preparation, grading, and demolition (if necessary) of property located within the RPA.
- E) Coordinate redevelopment activities within the RPA in a manner that conforms with the fiscal and economic development policies of the Village.
- F) Provide public investment that improves the physical condition of the public realm (e.g. streetscaping, roads and multi-modal assets) and private business (e.g. facades and signage).

**C. General Redevelopment Objectives**

The purpose of the RPA designation will allow the Village to:

- A) Assist in coordinating redevelopment activities within the RPA in order to provide a positive signal to the marketplace, including coordination of property assemblage;
- B) Reduce or eliminate negative factors as more fully described in the TIF Eligibility Report;
- C) Accomplish redevelopment over a reasonable time period;
- D) Provide for high quality development within the RPA;
- E) Provide for an attractive overall appearance of the area; and
- F) Return underutilized property to productive use.

Overall, the implementation of the Redevelopment Plan and Project will contribute to the economic development of the area. Further, the implementation of the RPA is expected to provide new employment opportunities for the residents of the Village.

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

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

As found in Exhibit 3 of this Redevelopment Plan and Project, the RPA has suffered from certain impediments to redevelopment. In recent years, the area has been burdened with a lack of significant private investment and/or development. As a result, the RPA is not likely to gain in value without the encouragement of the Village.

The RPA evidences lagging or declining EAV, excessive vacancies, deterioration, lack of community planning, deleterious land use/layout, inadequate utilities and obsolescence.

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

It is anticipated that the implementation of this Redevelopment Plan and Project will have a positive financial impact on the affected taxing districts. Actions to be taken by the Village to stabilize and cause growth of its tax base through the implementation of this Redevelopment Plan and Project will have a positive impact on the affected taxing districts by halting the pattern of assessed valuation declines. As noted in Exhibit 3, the Project Area has suffered from declining EAV in recent years relative to the rest of the village, and in absolute terms according to the CPI.

It is anticipated that the RPA will require no increased services from any affected taxing districts, except the Village. Strategies will be encouraged to promote growth via private investment within the area, while specific objectives will be geared toward stabilizing the RPA's existing strengths and revitalizing the RPA's redevelopment potential. Should the Village achieve success in attracting private investment which does result in the need for documented increased services from any taxing districts, the Village will consider the declaration of sufficient surplus funds (which funds are neither expended nor obligated) as provided by the Act, to assist affected taxing districts in paying the costs for the increased services.

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

School district impacts are expected to be addressed through the utilization of payments provided by the TIF Act, in connection with residential projects receiving TIF funding.

## **V. TIF QUALIFICATION FACTORS**

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### **A. Findings**

The RPA was studied to determine its qualifications under the Tax Increment Allocation Redevelopment Act. It was determined that the area as a whole qualifies as a TIF district as a “conservation area” under Illinois law. Refer to the TIF Eligibility Report (Exhibit 3) which is attached as part of this Plan.

### **B. Eligibility Report**

The RPA was evaluated in March 2019 and continued to the date of this draft Redevelopment Plan and Project by representatives of Kane, McKenna and Associates, Inc., (KMA) and Village staff. Analysis was aided by certain reports obtained from the Village and other sources. In KMA’s evaluation, only information which would directly aid in the determination of eligibility for a TIF district was utilized.

## **VI. HOUSING IMPACT STUDY**

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The RPA was studied in order to determine if a housing impact study would need to be conducted pursuant to the TIF Act. Because the Village will certify to *not* displace ten (10) or more residential units and that the RPA contains less than seventy-five (75) inhabited residential units, a housing impact study is not required to be completed. If later, the Village does decide that it is necessary to dislocate more than ten (10) units or add seventy-five (75) or more inhabited residential units, then the Village must complete a housing impact study and amend the Redevelopment Plan herein.

## **VII. REDEVELOPMENT PROJECT**

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

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

- 1) implementing a plan that provides for the attraction of investment to redevelop underutilized property and buildings that are available within the RPA.
- 2) assisting in the assembly or combination of property acquisition for redevelopment activities.
- 3) constructing public improvements which may include (if necessary):
  - i. Street and sidewalk improvements;
  - ii. Utility improvements (including, but not limited to, water, stormwater sewer, and sanitary sewer projects consisting of construction and rehabilitation);
  - iii. Storm water management;
  - iv. Signalization, traffic control and lighting;
  - v. Landscaping and beautification; and
  - vi. Coordinated parking improvements.
- 4) entering into redevelopment agreements with developers for qualified redevelopment projects, including (but not limited to) the provision of interest rate subsidies as allowed under the Act.
- 5) providing for site preparation, clearance, environmental remediation, and demolition, including grading and excavation, as necessary and appropriate.
- 6) the redevelopment of certain existing buildings through necessary rehabilitation and improvement of structures, if necessary.
- 7) exploration and review of job training programs in coordination with any Village, federal, state, and county programs.

### **B. Redevelopment Activities**

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

### Land Assembly

Property may be acquired, assembled and reconfigured into appropriate redevelopment sites.

### Site Preparation, Clearance, and Demolition

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

### Public Improvements

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

- Repair of existing public utilities or construction of new public utilities including roadways, the extension of water mains as well as sanitary and storm sewer systems;
- Public parking;
- Storm water management and detention; and
- Beautification, identification markers, landscaping, lighting, streetscape, and signage on public rights-of-way.

### Rehabilitation

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

### Interest Rate Write-Down

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

### School Tuition Costs

The Village may fund school tuition costs as provided for by the TIF Act.

## Job Training

The Village may assist facilities and enterprises located within the RPA in providing 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 operated programs that are currently available or will be developed and initiated over time.

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

Existing land use generally consists of retail/commercial, mixed uses, single family and multi-family residential and institutional uses. Existing land uses are shown in Exhibit 4, attached hereto and made a part of this Plan. Exhibit 5, attached hereto and made a part of this Plan designates intended general land uses in the Redevelopment Project Area. The land uses will conform to the Comprehensive Plan of the Village.

## **D. Additional Design and Control Standards**

The appropriate design controls, including for any Planned Developments, as set forth in the Village's Zoning Ordinance, as amended, shall apply to the RPA.

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

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

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

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

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

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

The TIF Act prohibits certain costs, including the following:

*Construction of privately-owned buildings* - Unless explicitly stated herein the costs of construction of new privately-owned buildings shall not be an eligible redevelopment project cost;

*Retail displacement* - 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;

*Historic building demolition* - 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.

**VILLAGE OF BROOKFIELD  
 GRAND BOULEVARD REDEVELOPMENT PROJECT  
 ESTIMATED PROJECT COSTS**

<u>Redevelopment Cost Items</u>	<u>Estimated Costs<sup>(A)</sup></u>
1. Land Acquisition and Assembly Costs (including relocation costs)	\$ 4,000,000
2. Utility Improvements (including, but not limited to, water, storm, sanitary sewer, traffic management, and roadway and streetscape improvements)	\$ 3,000,000
3. Site Preparation and Demolition, including Environmental Remediation	\$ 6,000,000
4. Rehabilitation of Structures	\$ 6,000,000
5. Interest Costs Pursuant to the Act	\$ 3,000,000
6. Public Improvements, including Parking	\$ 1,000,000
7. Planning, Legal, Engineering, Administrative and Other Professional Service Costs	\$ 2,000,000
8. Tuition Costs/Capital Costs (as provided for by the TIF Act)	\$ 1,000,000
9. Job Training	<u>\$ 1,000,000</u>
<b>TOTAL ESTIMATED PROJECT COSTS</b>	<b><u>\$27,000,000</u></b>

(A) All project cost estimates are in year 2019 dollars. In addition to the above stated costs, any bonds issued to finance a phase of the Project may include an amount sufficient to pay customary and reasonable charges associated with the issuance of any obligations as well as to provide for capitalized interest, reasonably required reserves, and annual interest costs.

(B) Adjustments to the estimated line item costs above are expected. Each individual project cost will be reevaluated considering the projected private development and resulting tax revenues as it is considered for public financing under the provisions of the Act. The totals of 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 Estimated Project Costs shall not exceed the amount set forth above, as adjusted pursuant to the Act. Adjustments may be made in line items within the total, either increasing or decreasing line item costs for redevelopment.

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

Funds necessary to pay for public improvements and other project costs eligible under the Act are to be derived principally from property tax increment revenues, and proceeds from municipal obligations, if any. Any such obligations would be retired primarily with tax increment revenues and interest earned on surplus revenue available, but not immediately needed for the Redevelopment Plan and Project. The Village may utilize incremental revenues from contiguous TIFs to pay for redevelopment costs within the Grand Boulevard TIF District, and conversely, transfer incremental revenues from the Grand Boulevard TIF to contiguous TIFs, as provided for in the TIF Act.

Any publicly funded TIF Redevelopment Project Costs are subject to (a) approval by the Village Board, (b) having specific cost categories as set forth in the TIF Act and (c) pursuant to the Village's TIF incentive policy.

The 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 derived from the incremental increase in property taxes attributable to the increase in the equalized assessed value of each taxable lot, block, tract or parcel of real property in the RPA over and above the initial equalized assessed value of each such lot, block, tract or parcel in the RPA in the 2018 tax year for the RPA.

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

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

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

Any and/or all obligations issued by the Village pursuant to this Redevelopment Plan and Project and the Act shall be retired not more than twenty-three (23) years from the date of adoption of the ordinance approving the Redevelopment Project Area. The actual date for such retirement of obligations shall not be later than December 31 of the year in which the payment to the municipal treasurer, pursuant to the Act, is to be made with respect to ad valorem taxes levied in the 23<sup>rd</sup> calendar year, occurring after adoption of the ordinance which establishes the RPA. The final maturity date of any obligations issued pursuant to the Act may not be later than twenty (20) years from their respective date of issuance. One or more series of obligations may be issued from time to time in order to implement this Redevelopment Plan and Project. The

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

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

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

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

The most recent estimate of equalized assessed valuation (EAV) for tax year 2018 of the property within the RPA is approximately \$6,448,831 for the RPA.

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

Upon completion of the anticipated private development of the Redevelopment Project Area over a twenty-three (23) year period, it is estimated that the equalized assessed valuation (EAV) of the property within the Redevelopment Project Area will be approximately \$27,500,000 to \$30,000,000.

## **VIII. DESCRIPTION AND SCHEDULING OF REDEVELOPMENT PROJECT**

### **A. Redevelopment Project**

An implementation strategy will be employed with full consideration given to the availability of both public and private funding.

Redevelopment projects will begin as soon as the specific private entities have obtained financing approvals for appropriate projects and such uses are conformant with Village zoning and planning requirements. Depending upon the scope of the development as well as the actual uses, the following activities may be included in each phase:

Land Assembly: Certain properties in the RPA may be acquired and assembled into an appropriate redevelopment site.

Demolition, Site Preparation and Relocation: Existing improvements located within the RPA may have to be reconfigured or prepared to accommodate new uses or expansion plans. Demolition and site preparation activities may be necessary for future projects.

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

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

Water, Sanitary Sewer, Storm Sewer and Other Utility Improvements: Certain utilities may be extended or re-routed to serve or accommodate the new development. Upgrading of existing utilities may be undertaken. The provision of necessary detention or retention facilities may also be undertaken by the Village.

Roadway/Street/Parking Improvements: Widening of existing road improvements and/or vacation of roads may be undertaken by the Village. Certain secondary streets/roads may be extended or constructed. Related sidewalk, curb, gutter, and paving improvements could also be constructed as needed.

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

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

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

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

Professional Services: The Village may fund necessary planning, legal, engineering, administrative and financing costs during project implementation. The Village may reimburse itself for eligible administrative costs pursuant to the Act.

School Tuition: The Village will fund school tuition as provided for by the TIF Act.

Job Training: Certain job training costs or programs as provided for in the Act may be funded as part of redevelopment activities.

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

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

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

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

The Village and private developers (the "entities") will adopt a policy of equal employment opportunity and will include or require the inclusion of this statement in all contracts and subcontracts at any level. Additionally, all entities will seek to ensure and maintain a working environment free of harassment, intimidation, and coercion at all sites, and in all facilities at which all employees are assigned to work. It shall be specifically ensured that all on-site supervisory personnel are aware of and carry out the obligation to maintain such a working environment, with specific attention to minority and/or female individuals.

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

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

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

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

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

**EXHIBIT 1**  
**BOUNDARY MAP**



# VILLAGE OF BROOKFIELD GRAND BOULEVARD TIF DISTRICT 2019



Parcel Lines



TIF Area

**EXHIBIT 2**  
**LEGAL DESCRIPTION**

**LEGAL DESCRIPTION (GRAND AVENUE TIF) – revised 7-18-2019**

THAT PART OF THE EAST HALF OF THE SOUTHEAST QUARTER SECTION 34, TOWNSHIP 39 NORTH, RANGE 12 EAST OF THE THIRD PRINCIPAL MERIDIAN IN COOK COUNTY, ILLINOIS, BEING DESCRIBED AS FOLLOWS:

BEGINNING AT THE POINT OF INTERSECTION OF THE EAST RIGHT-OF-WAY LINE OF SUNNYSIDE AVENUE AND THE SOUTHWESTERLY RIGHT-OF-WAY LINE OF GRAND BOULEVARD; THENCE NORTHEASTERLY, TO THE POINT OF INTERSECTION OF THE SOUTH LINE OF GRANT AVENUE AND THE NORTHEASTERLY RIGHT-OF-WAY LINE OF GRAND BOULEVARD; THENCE EASTERLY, ALONG SAID SOUTH RIGHT-OF-WAY LINE OF GRANT AVENUE, TO THE NORTHWEST CORNER OF LOT 51 IN BLOCK 18 IN GROSSDALE SUBDIVISION; THENCE SOUTHERLY, ALONG THE WEST LINE OF SAID LOT 51 TO THE SOUTHWEST CORNER OF SAID LOT, SAID CORNER BEING ON THE NORTH LINE OF A 16 FOOT PUBLIC ALLEY; THENCE SOUTHEASTERLY, ALONG THE SOUTHERLY LINES OF LOT 51 AND THE SOUTHERLY LINE OF LOT 52 IN SAID BLOCK 18, TO THE SOUTHEAST CORNER OF SAID LOT 52; THENCE NORTHERLY, ALONG THE EAST LINE OF SAID LOT 52 TO THE SOUTH RIGHT-OF-WAY LINE OF GRANT AVENUE; THENCE EASTERLY, ALONG SAID SOUTH RIGHT-OF-WAY LINE OF GRANT AVENUE, TO THE NORTHEAST CORNER OF LOT 45 IN BLOCK 17 IN GROSSDALE SUBDIVISION, BEING A SUBDIVISION IN THE SOUTHEAST QUARTER OF SAID SECTION 34, ACCORDING TO THE PLAT THEREOF RECORDED JUNE 22, 1889 AS DOCUMENT NUMBER 1119370, SAID CORNER BEING ON THE WEST LINE OF A 16 FOOT NORTH-SOUTH ALLEY IN SAID BLOCK 17 IN SAID GROSSDALE SUBDIVISION; THENCE SOUTH, ALONG THE WEST LINE OF SAID ALLEY, TO THE SOUTHEAST CORNER OF LOT 38 IN SAID BLOCK 17; THENCE WEST, ALONG THE SOUTH LINE OF SAID LOT 38, TO THE EAST RIGHT-OF-WAY LINE OF PRAIRIE AVENUE; THENCE SOUTH ALONG SAID EAST RIGHT-OF-WAY LINE, TO THE NORTHWEST CORNER OF LOT 31 IN SAID BLOCK 17; THENCE EAST, ALONG THE NORTH LINE OF LOT 31, TO

THE NORTHEAST CORNER OF LOT 31, SAID CORNER BEING ON THE WEST LINE OF SAID NORTH-SOUTH ALLEY; THENCE SOUTH ALONG SAID WEST LINE OF THE NORTH-SOUTH ALLEY, TO THE SOUTHEAST CORNER OF LOT 28 IN SAID BLOCK 17; THENCE SOUTHWESTERLY, ALONG A SOUTHEASTERLY LINE OF SAID LOT 28, TO THE MOST SOUTHERLY CORNER OF THE EASTERLY CORNERS OF SAID LOT 28, SAID CORNER BEING ON THE NORTH LINE OF A 16 FOOT EAST-WEST ALLEY IN BLOCK 17; THENCE WEST, ALONG THE NORTH LINE OF SAID ALLEY, TO THE POINT OF INTERSECTION OF THE NORTH EXTENSION OF THE EAST LINE OF LOT 25 IN BLOCK 17 WITH THE NORTH LINE OF SAID ALLEY; THENCE SOUTH ALONG SAID EXTENDED LINE AND EAST LINE OF LOT 25, TO THE SOUTHEAST CORNER OF SAID LOT 25; THENCE SOUTHEASTERLY, PERPENDICULAR TO THE NORTH LINE OF THE CHICAGO, BURLINGTON AND QUINCY RAILROAD RIGHT-OF-WAY, TO THE NORTH LINE OF SAID RAILROAD RIGHT-OF-WAY; THENCE NORTHEASTERLY, ALONG SAID NORTH LINE OF RAILROAD RIGHT-OF-WAY, TO THE EAST LINE OF THE SOUTHEAST QUARTER OF SECTION 34, TOWNSHIP 39 NORTH RANGE 12 EAST OF THE THIRD PRINCIPAL MERIDIAN; THENCE SOUTH, ALONG SAID EAST LINE, TO THE SOUTH LINE OF SAID RAILROAD RIGHT-OF-WAY; THENCE SOUTHWESTERLY, ALONG SAID SOUTH LINE OF RAILROAD RIGHT-OF-WAY, TO THE NORTHEAST CORNER OF BLOCK 35 IN SAID GROSSDALE SUBDIVISION; THENCE SOUTH, ALONG THE EAST LINE OF BLOCK 35, BEING ALSO THE WEST RIGHT-OF-WAY LINE OF FOREST AVENUE, TO THE SOUTHEAST CORNER OF BLOCK 35, BEING ALSO THE NORTH RIGHT-OF-WAY LINE OF BURLINGTON BOULEVARD; THENCE SOUTHWESTERLY, ALONG THE SAID NORTHERLY RIGHT-OF-WAY LINE, TO THE POINT OF INTERSECTION OF THE NORTH EXTENSION OF THE EAST LINE OF LOT 5 IN BLOCK 30, IN GROSSDALE RESUBDIVISION OF BLOCKS 27 AND BLOCKS 29 TO 34, RECORDED JUNE 26, 1890 AS DOCUMENT NUMBER 1293625; WITH THE SAID NORTH RIGHT-OF-WAY LINE; THENCE SOUTH ALONG SAID EXTENDED LINE AND EAST LINE OF SAID LOT 5, TO THE SOUTHEAST CORNER OF LOT 5, BEING ALSO ON THE NORTH LINE OF AN EAST-

WEST 16 FOOT ALLEY IN SAID BLOCK 30; THENCE WEST ALONG SAID NORTH LINE OF ALLEY, TO THE EAST LINE OF LOT 7 IN SAID BLOCK 30; THENCE SOUTH ALONG THE EAST LINE OF LOT 7, TO THE SOUTHEAST CORNER OF LOT 7, BEING ALSO THE NORTH LINE OF AN EAST-WEST 16 FOOT ALLEY IN SAID BLOCK 30; THENCE WEST ALONG SAID NORTH LINE OF ALLEY, TO THE EAST RIGHT-OF-WAY LINE OF PRAIRIE AVENUE; THENCE SOUTHWESTERLY, TO THE SOUTHEAST CORNER OF LOT 1 IN BLOCK 31 IN SAID GROSSDALE RESUBDIVISION, BEING ALSO THE POINT OF INTERSECTION OF THE NORTH LINE OF AN EAST-WEST 16 FOOT ALLEY IN SAID BLOCK 31 WITH THE WEST RIGHT-OF-WAY LINE OF PRAIRIE AVENUE; THENCE WEST ALONG SAID NORTH LINE OF ALLEY, TO THE SOUTHWEST CORNER OF LOT 7 IN SAID BLOCK 31; THENCE NORTH, ALONG THE WEST LINE OF SAID LOT 7, TO THE NORTHWEST CORNER OF SAID LOT 7; THENCE NORTHWESTERLY, PERPENDICULAR TO THE SOUTH LINE OF THE CHICAGO, BURLINGTON AND QUINCY RAILROAD RIGHT-OF-WAY, TO THE SOUTH LINE OF SAID RAILROAD RIGHT-OF-WAY; THENCE SOUTHWESTERLY, ALONG SAID SOUTH LINE OF SAID RAILROAD RIGHT-OF-WAY, TO THE WEST LINE OF THE EAST HALF OF THE SOUTHEAST QUARTER OF SECTION 34, TOWNSHIP 39 NORTH, RANGE 12 EAST OF THE THIRD PRINCIPAL MERIDIAN; THENCE NORTH, ALONG SAID WEST LINE, TO THE NORTH LINE OF SAID RAILROAD RIGHT OF WAY; THENCE NORTHEASTERLY, ALONG SAID NORTH LINE OF RAILROAD RIGHT-OF-WAY, TO THE POINT OF INTERSECTION OF THE SOUTHERLY EXTENSION OF EAST LINE OF THE SUNNYSIDE AVENUE WITH SAID NORTH LINE OF RAILROAD RIGHT-OF-WAY; THENCE NORTH, ALONG SAID EXTENDED LINE AND THE EAST RIGHT-OF-WAY LINE OF SUNNYSIDE AVENUE, TO THE SOUTHWEST CORNER OF BLOCK 19 IN GROSSDALE SUBDIVISION, AND INCLUDING ALL OF BLOCK 19 EXCEPT LOTS 39, 40 AND 41 IN SAID BLOCK 19; THENCE NORTH, ALONG SAID RIGHT-OF-WAY LINE, TO THE POINT OF BEGINNING, ALL IN COOK COUNTY, ILLINOIS

**EXHIBIT 3**  
**TIF ELIGIBILITY REPORT**

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**VILLAGE OF BROOKFIELD, ILLINOIS  
GRAND BOULEVARD TAX INCREMENT FINANCE  
DISTRICT ELIGIBILITY REPORT**

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

**Prepared for: Village of Brookfield, Illinois**

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

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August, 2019

**VILLAGE OF BROOKFIELD, ILLINOIS**  
**GRAND BOULEVARD TAX INCREMENT FINANCE DISTRICT**  
**ELIGIBILITY REPORT**

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**Appendix A: Tax Parcels for RPA**

**Appendix B: Boundary Map of RPA**

## EXECUTIVE SUMMARY

Kane, McKenna and Associates, Inc. (KMA) has been retained by the Village of Brookfield (the “Village”) to conduct an analysis of the qualification of an area for the establishment of the Grand Boulevard Tax Increment Finance (TIF) District. The Village is pursuing the creation of the Grand Boulevard TIF District to promote the revitalization of under-utilized properties located within the Village and the overall improvement of the wider downtown area.

In planning for the establishment of the Grand Boulevard Tax Increment Financing District (the “TIF District,” the “TIF,” “Redevelopment Project Area,” or “RPA”), the Village has initiated the study of the RPA to determine whether it qualifies under the Tax Increment Allocation Redevelopment Act, 65 ILCS 5/11-74.4-3, et seq., as amended (the “TIF Act” or “Act”) for inclusion in a TIF District. KMA agreed to undertake the study of the RPA on the Village’s behalf.

Based upon the analysis completed to date, KMA has reached the following conclusions regarding the potential qualification of the RPA:

- 1) *The area qualifies as a “conservation area”* – The RPA qualifies as a conservation area as defined under the TIF Act. Further, the conservation area factors found in the RPA are present to a meaningful extent and are distributed throughout the area.
  
- 2) *The current conditions impede redevelopment* – The existence of certain conditions found within the RPA present a barrier to the area’s successful redevelopment. The current conditions in the RPA are impediments to redevelopment, creating an environment where it is reasonable to conclude redevelopment would not take place “but for” the use of the TIF Act. The factors present on the ground negatively impact coordinated and substantial private sector investment in the overall area. Without the use of Village planning and economic development resources to mitigate such factors, potential redevelopment projects (along with other activities that require private sector investment) are not likely to be economically feasible.
  
- 3) *Viable redevelopment sites could produce incremental revenue* – The RPA potentially could, with TIF-related assistance, be redeveloped and thereby produce incremental property tax revenue. Such revenue, used in combination with other Village resources for redevelopment incentives or public improvements, would likely stimulate private investment and reinvestment in these sites and ultimately throughout the RPA.
  
- 4) *TIF designation is recommended* – To mitigate conservation area conditions, promote private sector investment, and foster the economic viability of the RPA, KMA recommends that the Village proceed with the formal TIF designation process for the entire area.

It is further found, and certified by the Village, 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, a Housing Impact Study has not been developed as otherwise would be required

## **I. INTRODUCTION AND BACKGROUND**

The RPA is located in the central portion of the Village situated at the intersection of Grand Boulevard, Prairie Avenue and Brookfield Avenue. The RPA is approximately fourteen (14) acres in size excluding rights-of-way. Please see Appendix A for a list of tax parcels within the RPA and Appendix B for a detailed map of the RPA’s boundaries.

The RPA overlays the Village’s historical commercial center and is comprised of commercial, retail, residential and mixed-uses. The majority of structures are older and contribute to a historical aesthetic that is common to many suburban downtowns.

The area is centered around the intersection of Grand Boulevard and Prairie Avenue, two major local collectors which each experience traffic counts in excess of 3,000 vehicles per day. Additionally, the area is in close proximity to Ogden Avenue, a major arterial which experiences traffic counts in excess of 25,000 vehicles per day. The RPA also contains the Brookfield Metra Station, a part of the Burlington Northern Santa Fe Railway Company’s (BSNF) commuter rail line which services over fifteen million riders annually. Additional characteristics that are advantageous to the area include its close proximity to local parks, bike trails, the Village’s 8 Corners commercial district, Salt Creek and Brookfield Zoo.

In recent years the Village has sought to advantage the area’s aesthetic and favorable location in an effort to revitalize the area, expand the Village’s tax base and achieve certain goals and objectives expressed in the Village of Brookfield Comprehensive Plan (adopted January 2018), the Downtown Brookfield Subarea Plan (January 2018) and the Brookfield Active Transportation Plan (September 2017).

**Table 1. Comprehensive Plan Goals & Objectives Relevant to RPA**

Element	Goals/Objectives
Land Use	<ul style="list-style-type: none"> <li>- Improve the appearance and competitiveness of retail and commercial shopping areas in existing commercial nodes in the Village</li>   <li>- Create a connected system of pedestrian and bicycle access and circulation that integrates with the existing urban fabric and ensures safe and convenient travel between commercial corridors</li>   <li>- Identify, inventory, and assemble underutilized parcels for redevelopment within the commercial corridors and nodes</li>   <li>- Prioritize the 8 Corners area and the Downtown Brookfield Metra Station area as the Village’s primary mixed-use pedestrian-oriented environments</li>   <li>- Provide Opportunities for redevelopment in Brookfield’s residential neighborhoods and commercial nodes</li> </ul>

<p>Housing &amp; Neighborhoods</p>	<ul style="list-style-type: none"> <li>- Encourage and support the development of diverse housing products at various price points and sizes, including senior and multi-family housing</li>   <li>- Support neighborhoods for all ages and abilities that are compact, walkable and connected to major commercial nodes and available transportation</li> </ul>
<p>Transportation</p>	<ul style="list-style-type: none"> <li>- Promote a multi-modal transportation system that maximizes mobility options</li>   <li>- Use transportation as a tool to enhance the character of the Village and the quality of life for its residents</li>   <li>- Support economic development with transportation strategies that increase access and connectivity to destinations in the Village and prioritize multi-modal improvements</li> </ul>

Despite the area’s numerous assets, achievement of the Village’s goals and objectives has been challenged by certain existing conditions in the RPA. For example, the Brookfield Active Transportation Plan (September, 2017) describes the area as being difficult to navigate with a perception of being unsafe; the Downtown Subarea Plan (January, 2018) describes the existence of numerous underutilized sites in the area that require redevelopment; and, the Village of Brookfield Comprehensive Plan (January, 2018) identifies an increasing need to encourage density and to attract additional retailers to the area. These plans clearly establish the importance of the RPA. They also describe characteristics of the area which deter investment or signal an overall lack of investment. Such characteristics include the presence of obsolete and deteriorating improvements, inadequate utilities, a lack of adequate planning, deleterious layout and the presence of excessive vacancies.

**Objectives** - The Village’s general economic and community development objectives include revitalizing the Village’s downtown district, planning for future growth, increasing density and the number of mixed-uses in the downtown district, enhancing connectivity for all modes of travel, increasing the number of retail uses in the downtown district and increasing and diversify the Villages’ economic base.

Given the Village’s objectives as well the conditions described in this report, the Village had made a determination that it is highly desirable to promote the redevelopment of the underutilized-areas of the proposed RPA. Without an implementation plan for redevelopment, Village officials believe adverse conditions will worsen. The Village intends to create and implement such a plan in order to restore, stabilize and increase the economic base associated with the RPA, which will not only benefit the community as a whole but also generate additional tax revenues to support municipal services.

**Determination of the “But For”** - The Village has determined that planned redevelopment for the RPA is feasible only with public finance assistance. The creation and utilization of a TIF redevelopment plan and redevelopment agreements are intended by the Village to help provide the assistance required to eliminate conditions detrimental to successful redevelopment of the RPA and to improve the tax base and job creation within the Village.

**TIF Mechanism** - The use of TIF relies upon induced private redevelopment in the RPA to create higher real estate values that would otherwise decline without such investment. By so doing, it would result in increased property taxes compared to the previous land use (and/or absence of use). In this way, the existing tax base for all tax districts would be protected and a portion of future increased taxes pledged to attract the requisite private investment.

**General Scope and Methodology** - KMA formally began its analysis by conducting a series of meetings and discussions with Village staff starting in March, 2019 and continuing up to the date of this report’s issuance. The purpose of the meetings was to establish boundaries for initial analysis and to gather data related to the qualification criteria for parcels included in the RPA. These meetings were complemented by a series of field surveys for the entire area to evaluate the condition of the proposed TIF. KMA made numerous site visits to the area to examine the parcels and the conditions in the RPA. KMA also utilized the Village’s most recent comprehensive plan and other Village reports as previously referenced.

For the purpose of the study, properties within the RPA were examined in the context of the TIF Act governing improved areas (separate provisions of the Act address non-improved or vacant areas). The qualification factors discussed in this report qualify the area as a conservation area as the term is defined pursuant to the TIF Act.

During the course of its work, KMA reported to key Village staff its findings regarding TIF qualification and feasibility prospects for the area under study. Based on these findings the Village (a) made refinements to the RPA boundaries and (b) directed KMA to complete this report and to move forward with the preparation of a Redevelopment Plan and Project for the RPA.

For additional information about KMA’s data collection and evaluation methods, refer to Section IV of this report.

## II. QUALIFICATION CRITERIA

With the assistance of Village staff, Kane, McKenna and Associates, Inc. assessed the RPA to determine the presence or absence of qualifying factors listed in the TIF Act. The relevant sections of the Act are found below.

The Act sets out specific procedures which must be adhered to in designating a RPA RPA. By definition, a RPA 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 Act, conservation area, means any improved area within the boundaries of a RPA located within the territorial limits of the municipality where certain conditions are met, as identified below.

**TIF Qualification Factors for a Conservation Area** - In accordance with the Illinois TIF Act, KMA performed a two-step assessment to determine if the RPA would qualify as a conservation area. Initially, KMA analyzed the threshold factor of age to determine if 50% or more of the structures were at least 35 years of age.

If a proposed conservation area meets the age threshold, then the following factors are examined to determine TIF qualification:

If a “*conservation area*,” industrial, commercial and residential buildings or improvements are detrimental to the public safety, health or welfare because of a combination of three 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 RPA:

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

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

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

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

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

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

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

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

I) Excessive Land Coverage and Overcrowding of Structures and Community Facilities: The over-intensive use of property and the crowding of buildings and accessory facilities onto a site. Examples of problem conditions warranting the designation of an area as 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, and lack of reasonably required off-street parking or inadequate provision for loading service.

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

K) Environmental Clean-Up: The proposed RPA 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. Any such remediation costs would constitute a material impediment to the development or redevelopment of the RPA.

L) Lack of Community Planning: The proposed RPA 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 development of the area. This factor must be documented by evidence of adverse or incompatible land-use relationships, inadequate street layout, improper subdivision, parcels of inadequate shape and size to meet contemporary development standards or other evidence demonstrating an absence of effective community planning.

M) Lagging or Declining EAV: The total equalized assessed value (EAV) of the proposed RPA has declined for three (3) of the last five (5) calendar years prior to the year in which the RPA 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 RPA is designated.

### **III. METHODOLOGY OF EVALUATION**

The RPA was examined to assess the applicability of the different factors required for qualification for TIF designation under the TIF Act. Data have been collected from the RPA, the Village and Cook County and used to determine relevance and severity of conditions compared against the statutory factors. Additionally, land and buildings within the RPA were examined to determine the applicability of the 13 different factors for qualification for TIF designation under the TIF Act as a conservation area. The following steps were undertaken in this process:

- 1) Site visits to the RPA were undertaken by representatives from KMA. These site visits required the area to be walked multiple times by the same team while taking notes, filling out site surveys and taking photographs. The purpose of these site visits included parcel counts, address matches, and the identification of current land uses, building conditions, lot conditions, and traffic flow. KMA documented the area's conditions through site surveys, notes and photography.
- 2) To determine if the RPA qualified as a conservation area, the age of the buildings were ascertained by matching site surveys to Cook County tax and building records.
- 3) KMA conducted evaluations of exterior structures and associated site improvements, noting the conditions which would be relevant to the qualifying factors on the site surveys.
- 4) KMA reviewed the 2013-2018 tax information from Cook County, parcel tax maps, site data, local history (discussions with Village staff) for an evaluation of area-wide factors that have affected the area's development to determine if any would be considered qualifying factors.
- 5) KMA performed EAV trend analysis to ascertain whether EAV growth in the RPA underperformed relative to EAV growth in the balance of the Village and the Consumer Price Index-All Urban Consumers.

#### IV. QUALIFICATION FINDINGS FOR RPA

Based upon KMA’s evaluation and analysis of each of the eligibility factors summarized in Section II, the following factors are presented to support qualification of the RPA as a conservation area. The factors identified are summarized in Table 3 below. These factors were found to be clearly present and reasonably distributed throughout the RPA, as required under the Act.

**Table 3.** Summary of Conservation Area Findings

Maximum Factors to Qualify per Statute	13
Minimum Factors to Qualify per Statute	3
Qualifying Factors Present in RPA	7
	<ul style="list-style-type: none"> <li>- Lagging/Declining EAV</li> <li>- Excessive Vacancies</li> <li>- Deterioration</li> <li>- Lack of Community Planning</li> <li>- Deleterious Land Use/Layout</li> <li>- Inadequate Utilities</li> <li>- Obsolescence</li> </ul>

**Findings as a conservation area** - The RPA is found to qualify as a conservation area under the statutory criteria set forth in the TIF Act. As indicated in Section II, KMA performed a two-step assessment, first researching if 50% or more of the structures within the conservation area were over 35 years of age. Based upon Cook County Assessor and site survey data, at least forty-nine (49) of the fifty-six (56) structures in the RPA, or 88%, were 35 years in age or older (Please see Table 4 below).

**Table 4.** Conservation Area Findings - Structures

Total Number of Structures in RPA	56
Total Number of Structures 35 Years or Older	49
Percentage of Structures 35yrs Years or Older	88%

**Conservation area factors-** KMA reviewed the criteria needed to qualify an area as a conservation area, finding that seven (7) factors were present:

- 1) Lagging or Declining EAV: This factor is present if the total equalized assessed value (or “EAV”) of the proposed RPA has declined for three (3) of the last five (5) calendar years prior to the year in which the RPA 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, 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 RPA is designated. The RPA qualifies under two (2) of these measurements. Please see Table 5 below for a breakout of the trends.

**Table 5. EAV Trends for Proposed Study Area**

	2018	2017	2016	2015	2014	2013
Total EAV for Proposed TIF District	6,448,831	6,126,269	5,275,003	5,260,787	5,350,776	5,819,624
EAV Change (%)	5.3%	16.1%	0.3%	-1.7%	-8.1%	-
Village EAV (Excluding TIF)	389,421,220	402,573,253	341,785,813	325,781,113	334,714,450	354,779,599
Village EAV Change (%)	-3.3%	17.8%	4.9%	-2.7%	-5.7%	-
CPI- All Urban Consumers	2.4%	2.1%	1.3%	0.1%	1.6%	-

Sources: Cook County Assessor & U.S. Census Bureau

Note: 2018 is the most recent year of which data from the Cook County Assessor is available

The RPA’s EAV has lagged behind the balance of the municipality for three (3) of the last five (5) years. The RPA’s EAV has also lagged behind the CPI-U (Consumer Price Index- All Urban Consumers) for three (3) of the last five (5) years. Just one of these quantifiable measures would qualify the RPA for this factor under the TIF Act, but the RPA’s qualification under two (2) measures highlights the area’s need for redevelopment and indicates the presence of additional factors that deter growth.

- 2) Excessive Vacancies: The Act identifies excessive vacancies as the presence of buildings that are unoccupied or under-utilized which exert an adverse influence on the area due to the frequency, extent, or duration of the vacancies.

Data obtained from site surveys indicate that at least approximately 16 of the 57 commercial units in the RPA, or 28% were vacant at the time of the survey. Interviews with Village staff indicates that the extent of this vacancy has persisted over several years. A lack of signage, deteriorated or obsolete signage, use of window coverings, number of “for lease” signs and the presence of deteriorating surface improvements and secondary building components exacerbate the adverse impacts of these vacancies. This persisting visibility of vacancy impacts the RPA’s desirability and contributes to an environment that signals declining economic viability.

- 3) Deterioration: The Act defines deterioration as the physical decline of surface improvements, primary building components, and secondary buildings components such as doors, windows, porches or gutters. With respect to surface improvements, deterioration is determined by the condition of roadways, alleys, curbs, gutters, sidewalks, off-street parking and surface storage areas (including but not limited to surface cracking, crumbling,

potholes, depressions, loose paving material and weeds protruding through paved surfaces).

In the RPA, deterioration was found to be present throughout the area. Deterioration in surface improvements, particularly within alleys and parking lots, was pervasive. Such deterioration included cracking and crumbling surfaces and potholes and depressions causing water retention. Deterioration of surface improvements was pronounced in alleys that serve as loading/unloading zones for local businesses and in areas that once served now vacant commercial units.

Deterioration was also found to be present in secondary building components. This included doorways, windows, gutters, building eaves and building surfaces that were in a state of disrepair and in need of maintenance. The presence of deterioration was found in both vacant and non-vacant sites, but the severity of deterioration was pronounced in vacant commercial units. Additionally, The Village has determined that several storefronts have deteriorated signs as defined by the Village's code enforcement requirements. This high degree of deterioration contributes to an adverse aesthetic impact on the area.

- 4) Lack of Community Planning: The Act states that if the proposed RPA was developed prior to or without the benefit or guidance of a community plan, this factor is present. 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.

Much of the development within the RPA occurred under a lack of comprehensive and coordinated planning. The Village's zoning ordinance, the first municipal plan governing land use, was adopted in 1964. The 2020 Master Plan, the Village's first formal land use plan, was adopted in 2004. Based upon the Cook County Assessor's valuation data, plus site survey data, at least forty-six (46) of the fifty-six (56) structures in the RPA, or 82%, were built prior to the adoption of the Village's zoning ordinance. At least forty-nine (49) of the fifty-six (56) structures in the RPA, or 88%, were built prior to the adoption of the Village's 2020 Master Plan.

Lack of community planning in the RPA is evidenced by incompatible land-use relationships, inadequate street layout and the presence of parcels of inadequate shape and size to meet contemporary development standards.

Incompatible land use relationships are present within the RPA. Low-density single-family residences abut alleys that act as loading/unloading zones for local businesses. Little to no screening/buffering is present to separate these uses, regularly exposing local residents to conditions associated with commercial uses (e.g. loading/unloading, parking, light pollution, etc.)

An inadequate street layout is present within the RPA and is evidenced by inadequate traffic circulation that challenges the coordination of redevelopment. The Brookfield

Active Transportation Plan (2017) identifies six “difficult” intersections within the RPA. These include areas around the six-way intersection of Grand Boulevard, Prairie Avenue, Brookfield Avenue and Fairview Avenue where motorists, bicyclists and pedestrians face dangerous conditions caused by inadequate traffic signalization and traffic-calming improvements. These conditions are exacerbated by the grade-level rail crossing at Prairie Avenue, between Brookfield Avenue and Burlington Avenue. Review and mitigation may be necessary to coordinate redevelopment activities.

Additional challenges are presented by a lack of adequate parking to serve businesses along Grand Boulevard. The parking that is present is angled along Grand Boulevard, forcing motorists to back into traffic to exit parking stalls. These conditions contribute to the dangerous environment and inadequate traffic circulation. Review and mitigation of such conditions may be necessary to coordinate redevelopment activities.

Parcels throughout the RPA are inadequate in size and shape to meet contemporary development standards. These conditions are most prominent along Grand Boulevard where many structures overlay several small parcels and the roadway orientation results in irregular parcel shapes that challenge redevelopment activities. Additionally, certain parcels along Fairview Avenue are shallow in depth and may benefit from consolidation.

This is not to say that improvements did not take place over the years, but that they were implemented without the guidance of an updated and modern master plan and zoning ordinance implemented for the long-term benefit for the RPA. A lack of such efforts has contributed to the evolution of factors herein presented.

5) Deleterious Land Use or Layout: The act states that deleterious land use and layout occurs with 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.

As described above, incompatible land use relationships are present in the RPA. Residential uses abut commercial uses with little to no screening/buffering. Many residential uses are directly exposed to alleys used by local businesses as loading/unloading zones, regularly exposing residents to conditions associated with commercial uses. Additionally, the presence of an inadequate street layout caused by several hazardous intersections and problematic parking coordination impairs traffic circulation and creates a dangerous environment for pedestrians, bicyclists and motorists.

6) Inadequate Utilities: This factor is present if underground and overhead utilities such as storm sewers and storm drainage, sanitary sewers, water lines and gas, telephone and electric services that are shown to be inadequate. Inadequate utilities are those that are: (i) of insufficient capacity for the Village to serve the uses in the RPA; (ii) deteriorated, antiquated, obsolete or in disrepair; or (iii) lacking within the RPA.

Hancock Engineering, the Village’s civil engineering consultant, has identified several conditions which evidence the presence of inadequate public utilities within the RPA.

Combined sewers within the RPA are inadequate in capacity to convey stormwater runoff and handle sanitary sewage flows. These sewers are typically over 80 years in age, have inadequate service connections and have reached the end of service life. Coordinated redevelopment may require the replacement of all combined sewers within the RPA.

Similarly, all water mains within the RPA, many being over 100 years in age, have reached the end of service life. Coordinated redevelopment may require the replacement of all 6" water mains and service lines to individual properties within the RPA.

- 7) Obsolescence: The Act states that obsolescence is the condition or process of falling into disuse or structures that have become ill-suited for their original use. The onset of obsolescence can be measured through qualitative and quantitative means and can be described as economic obsolescence and functional obsolescence.

Both economic and functional obsolescence are evidenced by the presence of factors previously identified in this report. For example, building age, EAV declines, deterioration in buildings and surface improvements, inadequate traffic circulation, inadequate infrastructure and high vacancy rates reflect obsolescence. By these measures, the RPA exhibits obsolescence due to structures falling into disuse or being ill-suited for their original use.

From a qualitative perspective, obsolescence is evident throughout the RPA due to excessive vacancies, deterioration, a lack of community planning, deleterious land-use/layout and the presence of inadequate utilities.

**V. SUMMARY OF FINDINGS / GENERAL ASSESSMENT OF QUALIFICATION**

The following is a summary of relevant qualification findings as it relates to the Village's potential designation of the RPA.

1. The area is contiguous and is greater than 1½ acres in size;
2. The proposed RPA qualifies as a conservation area. Further, the conservation area factors found in the RPA are present to a meaningful extent and are distributed throughout the area. A more detailed analysis of the qualification findings is outlined in Section V of this report;
3. All property in the area would substantially benefit by the proposed redevelopment project improvements;
4. The growth of EAV for all taxing districts underlying the area, including the Village, 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 KMA, these findings provide the Village with sufficient justification to consider designation of the RPA.

**APPENDIX A**  
**Tax Parcels for RPA**

**Individual Tax Parcels - Brookfield, IL Grand Boulevard TIF**

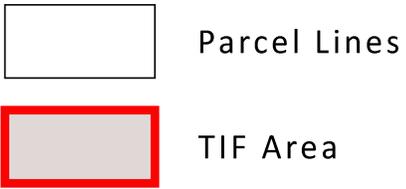
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15-34-420-001-0000	15-34-421-009-0000	15-34-422-003-0000
15-34-420-002-0000	15-34-421-010-0000	15-34-422-004-0000
15-34-420-003-0000	15-34-421-014-0000	15-34-422-005-0000
15-34-420-005-0000	15-34-421-018-0000	15-34-422-006-0000
15-34-420-006-0000	15-34-421-019-0000	15-34-422-012-0000
15-34-420-007-0000	15-34-421-020-0000	15-34-422-029-0000
15-34-420-011-0000	15-34-421-021-0000	15-34-422-030-0000
15-34-420-012-0000	15-34-421-022-0000	15-34-426-001-0000
15-34-420-013-0000	15-34-421-023-0000	15-34-426-002-0000
15-34-420-022-0000	15-34-421-024-0000	15-34-431-043-0000
15-34-420-023-0000	15-34-421-025-0000	15-34-431-045-0000
15-34-420-024-0000	15-34-421-026-0000	15-34-432-001-0000
15-34-420-025-0000	15-34-421-034-0000	15-34-432-002-0000
15-34-420-026-0000	15-34-421-035-0000	15-34-432-003-0000
15-34-420-027-0000	15-34-421-036-0000	15-34-432-004-0000
15-34-420-028-0000	15-34-421-037-0000	15-34-432-005-0000
15-34-420-029-0000	15-34-421-039-0000	15-34-432-006-0000
15-34-420-030-0000	15-34-421-040-0000	15-34-501-005-0000
15-34-420-031-0000	15-34-421-041-1001	
15-34-420-032-0000	15-34-421-041-1002	
15-34-420-033-0000	15-34-421-041-1003	
15-34-420-034-0000	15-34-421-041-1004	
15-34-420-035-0000	15-34-421-041-1005	
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15-34-421-008-0000	15-34-422-001-0000	
15-34-421-009-0000	15-34-422-002-0000	
15-34-421-010-0000	15-34-422-003-0000	
15-34-421-014-0000	15-34-422-004-0000	

**APPENDIX B**  
**Boundary Map of RPA**

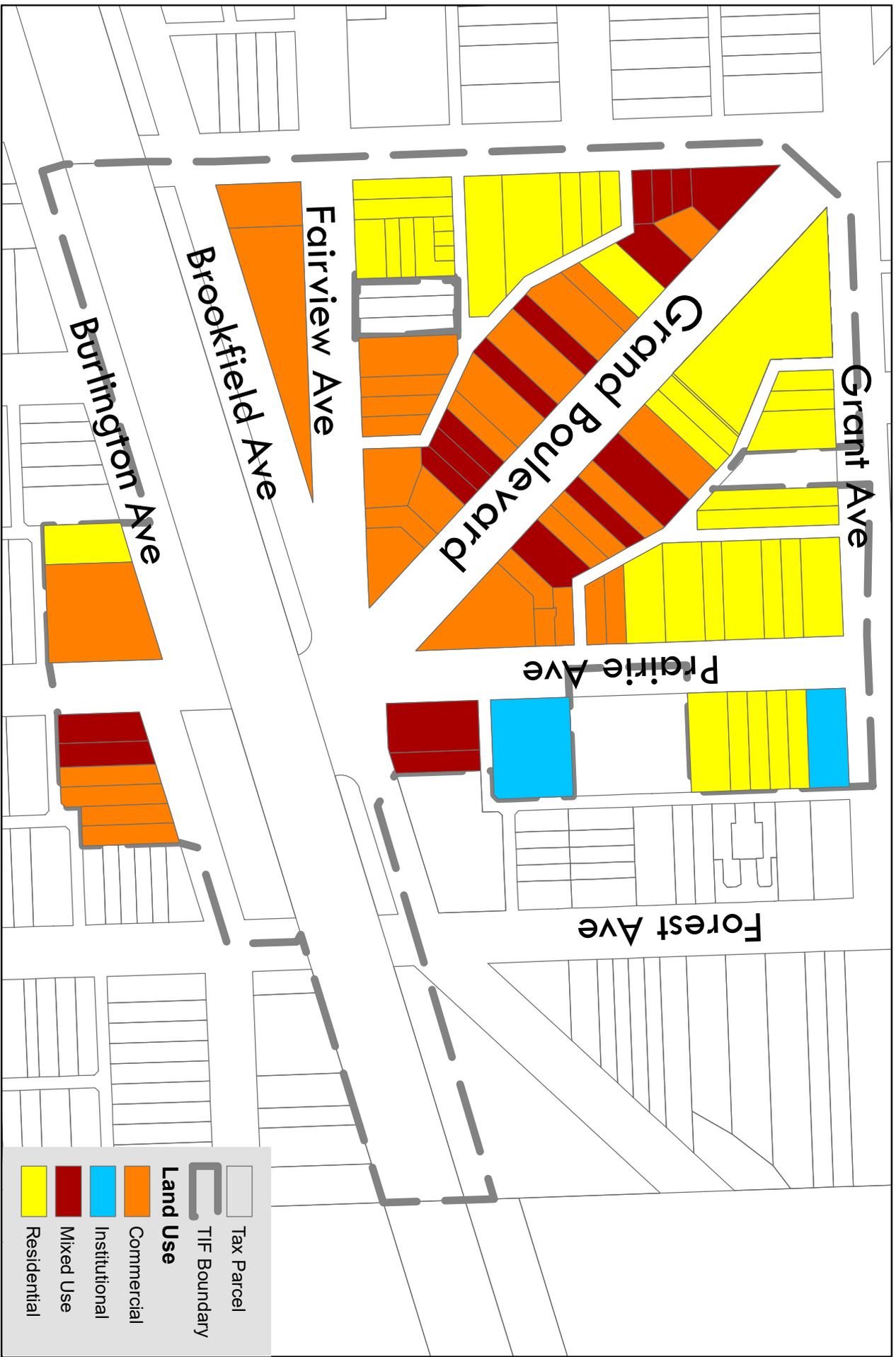


# VILLAGE OF BROOKFIELD GRAND BOULEVARD TIF DISTRICT 2019



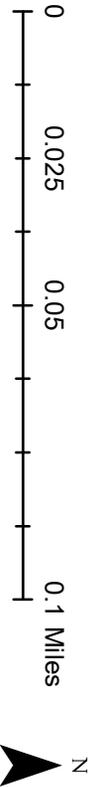
**EXHIBIT 4**  
**EXISTING LAND USE MAP**

# Village of Brookfield, IL Grand Boulevard TIF District Existing Land Use



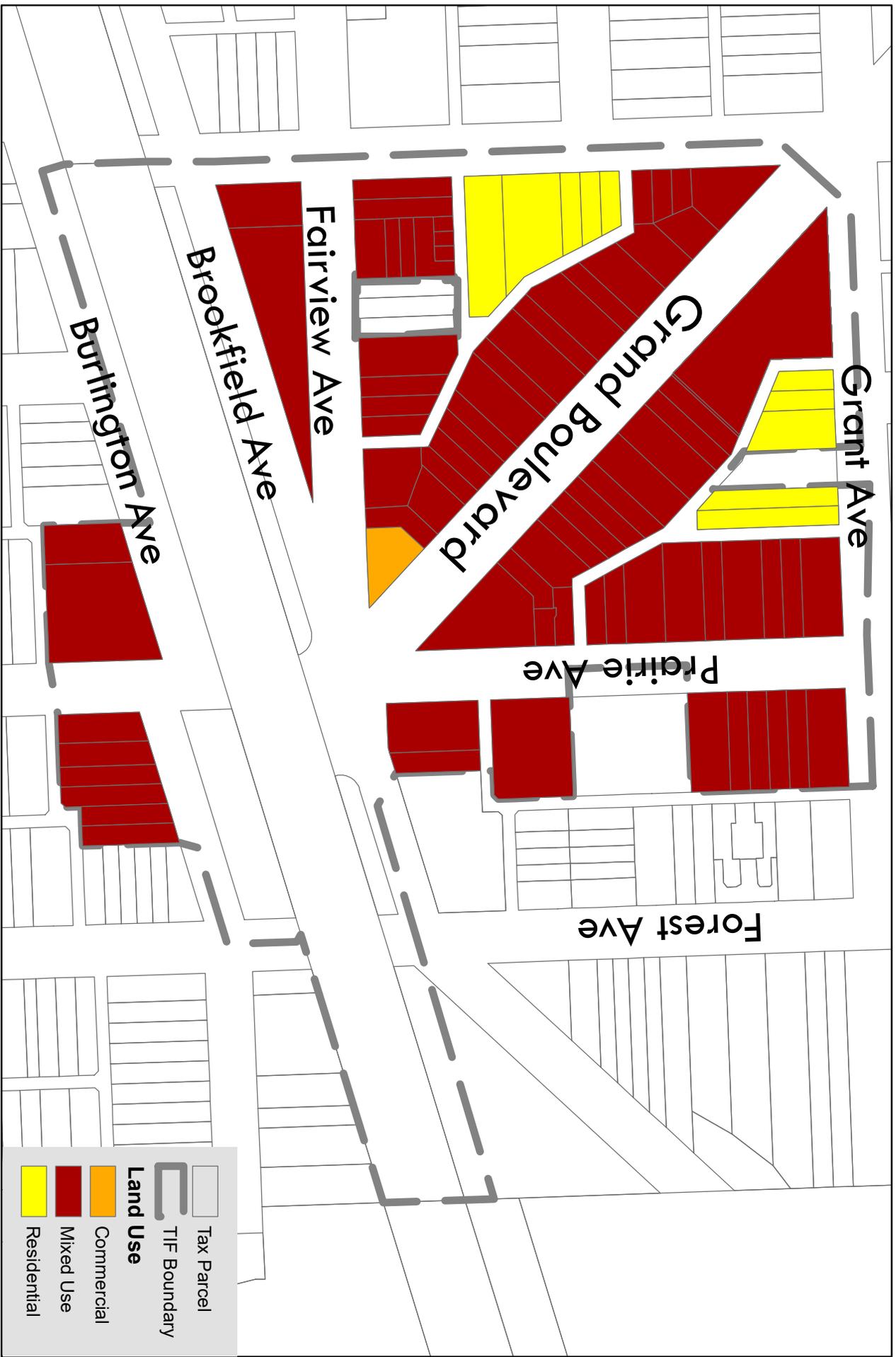
Prepared for the Village of Brookfield, IL on 07/16/2019

Source: KMA Spring/Summer 2019 Site Surveys



**EXHIBIT 5**  
**PROPOSED LAND USE MAP**

# Village of Brookfield, IL Grand Boulevard TIF District Future Land Use



	Tax Parcel
	TIF Boundary
<b>Land Use</b>	
	Commercial
	Mixed Use
	Residential

Prepared for the Village of Brookfield, IL on 07/16/2019

Source: Village of Brookfield, IL Zoning Map 01/09/2017

