Tax Increment Redevelopment Plan and Project

DEKALB COUNTY NURSING HOME REDEVELOPMENT PROJECT AREA

Prepared for

City of DeKalb, Illinois

Prepared by

Urban Consulting

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SECTION I

INTRODUCTION

On June 28, 1999, the DeKalb City Council passed Resolution 99-39 initiating a feasibility study and preparation of a tax increment redevelopment plan for an area known as the DeKalb County Nursing Home Redevelopment Project Area (see Appendix A). The proposed DeKalb County Nursing Home Redevelopment Project Area ("Area") is comprised of approximately 17.8 acres and is located on the west side of Route 23 (Sycamore Road) directly across from the terminus of Barber Greene Road at Route 23. The geographic location of this Area is fully described and illustrated on the enclosed Exhibit A, Redevelopment Project Area Boundary Map, and Legal Description contained in Appendix B of this Plan.

The Area contains two parcels of land. The parcel of land fronting Sycamore Road contains two adjoining masonry-constructed buildings, which currently houses the DeKalb County Nursing Home and vacant space previously occupied by the DeKalb County Health Department. The adjacent parcel to the west is undeveloped containing woodlands and scattered waste disposal dumpsites. A cemetery, owned by DeKalb County, is also located on this western parcel.

Obsolescence, deterioration, environmental hazards and other conditions that are detrimental to public health and safety characterize the Area. These conditions in the Area meet the eligibility requirements of the Illinois Tax Increment Allocation Redevelopment Act, 65 ILCS 5/11-74.4-1 et.seq (the Act), as a “blighted area.”

The City proposes to use tax increment financing, in conjunction with other economic development resources, as available, to facilitate the redevelopment of the Area and induce the investment of private capital. The Area has not been subject to growth and development through investment by private enterprise and is not likely to do so without the adoption of this proposed Redevelopment Plan.
The redevelopment activities that are anticipated for the Redevelopment Project Area may include, but are not limited to: building renovation and/or demolition; environmental remediation and site preparation; private developer assistance; marketing; and other TIF eligible activities.

The aforementioned Act permits the use of tax increment financing to address the presence of blight or conditions that lead to blight. The Act sets forth the requirements and procedures for establishing a Redevelopment Project Area and a Redevelopment Plan.

This Redevelopment Plan documents the qualifications of the Area. The purpose of the Redevelopment Plan is to provide an instrument to assist in redeveloping the Area into a viable community asset. This Redevelopment Plan identifies those activities, sources of funds and procedures required to implement tax increment financing pursuant to the Act.
Dekalb County Nursing Home Redevelopment Project Area

LEGEND

- - - - - Proposed Redevelopment Area Boundaries

- - - - - Existing Central Area TIF Boundaries

Exhibit A

SEPTEMBER 1999

FGV Urban Consulting
SECTION II

STATUTORY BASIS FOR TAX INCREMENT FINANCING

A. Introduction

Tax increment financing (TIF) is a local funding mechanism created by the "Tax Increment Allocation Redevelopment Act." The Act is found at 65 ILCS 5/11-74.4-1 et. seq.

As used, herein, the term redevelopment project means any public and private development project in furtherance of the objectives of a redevelopment plan. The term redevelopment project area means an area designated by the municipality, which is not less in the aggregate than 1-1/2 acres and in respect to which the municipality has made a finding that there exist conditions which cause the area to be classified as an industrial park conservation area or a blighted area or a conservation area, or a combination of both blighted areas and conservation areas. Redevelopment plan means the comprehensive program of the municipality for development or redevelopment intended by the payment of redevelopment project costs to reduce or eliminate those conditions the existence of which qualified the redevelopment project area for utilization of tax increment financing, and thereby to enhance the tax bases of the taxing districts which extend into the redevelopment project area.

The concept behind the tax increment law is straightforward and allows a municipality to carryout redevelopment activities on a local basis. Redevelopment that occurs in a designated redevelopment project area results in an increase in the equalized assessed valuation (E.A.V.) of the property and, thus, generates increased real property tax revenues. This increase or "increment" can be used to finance "redevelopment project costs" such as land acquisition, site clearance, building rehabilitation, interest subsidy, construction of public infrastructure and other items as permitted by the Act.
The Illinois General Assembly made various findings in adopting the Tax Increment Allocation Redevelopment Act, among them were:

1. That there exists in many municipalities within the State blighted and conservation areas; and

2. That the eradication of blighted areas and the treatment and improvement of conservation areas by redevelopment projects are essential to the public interest and welfare.

These findings were made on the basis that the presence of blight, or conditions that lead to blight, is detrimental to the safety, health, welfare and morals of the public.

To ensure that the exercise of these powers is proper and in the public interest, the Act specifies certain requirements that must be met before a municipality can proceed with implementing a redevelopment plan. One of these requirements is that the municipality must demonstrate that a redevelopment project area qualifies under the provisions of the Act. With the definitions set forth in the Act, a redevelopment project area may qualify either as a blighted area, a conservation area, or a combination of both blighted area and conservation area, or an industrial park conservation area. The Act does not offer detailed definitions of the blighting factors used to qualify Areas. However those definitions set forth in the Illinois Department of Revenue's "Definitions and Explanations of Blight and Conservation Factors" were used as a guide in preparing this Redevelopment Plan.
SECTION III

REDEVELOPMENT PROJECT AREA

A. Boundary Delineation

The Redevelopment Project Area includes the County Nursing Home site, a cemetery owned by the County and property owned by the DeKalb County Forest Preserve District (see Exhibit A in Section I of this report). Staff of PGAV Urban Consulting examined the site and buildings thereon. In addition, PGAV conducted research of documents on the Area and interviewed persons knowledgeable of the Area in order to ascertain building age and the existence of blighting factors.

B. Program Requirements/Findings

The following findings and evidentiary documentation is made with respect to establishing the Redevelopment Project Area:

1. The Area meets the statutory requirements as a blighted area. The factors necessary to make this finding were present to a meaningful extent and were reasonably distributed throughout the Area.

2. The Redevelopment Project Area contains approximately 17.8 acres, which exceeds the statutory minimum size of 1-1/2 acres.

3. The Redevelopment Project Area is contiguous, and is contained within a single perimeter boundary.

4. The Area consists of two parcels, one owned by the DeKalb County and the other owned by the DeKalb County Forest Preserve District. The Plan proposes the removal or mitigation of
blighting factors present on each parcel and, hence, all property included in the Redevelopment Project Area will substantially benefit from being included in the Area.

5. The City Council finds that adoption of this Redevelopment Plan is in conformance with the Comprehensive Plan for the community.

6. The sound growth of the taxing districts is impaired by Redevelopment Project Area not being subject to real property taxes by virtue of each parcel being owned by a public entity. Furthermore, the transfer of a portion of the Area to private entities for development that (which would become taxable property) would not reasonably be anticipated to occur without the adoption of the Redevelopment Plan.
SECTION IV

BASIS FOR ELIGIBILITY OF THE AREA AND FINDINGS

A. Introduction

A redevelopment project area, according to the Tax Increment Allocation Redevelopment Act (65 ILCS 5/11-74.4-1 et. seq.), is that area designated by a municipality (city, village or incorporated town) in which the finding is made that there exist conditions which cause the area to be classified as a blighted area, conservation area, combination of blighted and conservation areas, or an industrial park conservation area. The criteria and the individual factors that were utilized in conducting the evaluation of the physical conditions in the Redevelopment Project Area are outlined below:

B. Statutory Qualifications

While the Act sets forth the factors that must be present in order for an area to qualify for TIF, certain terms used to describe these factors are not defined in the Act. The Illinois Department of Revenue in their manual “Definition of Blight and Conservation Factors” defined these terms. The following provides the statutory definitions of the various types of areas. This is followed by the blighting investigation, which was guided by the definition of terms used in the Act, and guidelines prepared by the Illinois Department of Revenue:

1. Eligibility of a Blighted Area

“Blighted area” means any improved or vacant area within the boundaries of a redevelopment project area located within the territorial limits of the municipality where, if improved, industrial, commercial and residential buildings or improvements, because of a combination of 5 or more of the following factors: age; dilapidation; obsoles-
cence; deterioration; illegal use of individual structures; presence of structures below minimum code standards; excessive vacancies; overcrowding of structures and community facilities; lack of ventilation, light or sanitary facilities; inadequate utilities; excessive land coverage; deleterious land-use or layout; depreciation of physical maintenance; lack of community planning, is detrimental to the public safety, health, morals or welfare, or if vacant, the sound growth of the taxing districts is impaired by, (1) a combination of 2 or more of the following factors: obsolete platting of the vacant land; diversity of ownership of such land; tax and special assessment delinquencies on such land; flooding on all or part of such vacant land; deterioration of structures or site improvements in neighboring areas adjacent to the vacant land, or (2) the area immediately prior to becoming vacant qualified as a blighted improved area, or (3) the area consists of an unused quarry or unused quarries, or (4) the area consists of an unused railyards, railroad rights-of-way, or (5) the area, prior to its designation, is subject to chronic flooding which adversely impacts on real property in the area and such flooding is substantially caused by one or more improvements in or in proximity to the area which improvements have been in existence for at least 5 years, or (6) the area consists of an unused disposal site, containing earth, stone, building debris or similar material which were removed from construction, demolition, excavation or dredge sites, or (7) the area is not less than 50 nor more than 100 acres and 75% of which is vacant, notwithstanding the fact that such area has been used for commercial agricultural purposes within 5 years prior to the designation of the redevelopment project area and which area meets at least one of the factors itemized in provision (1) of the subsection (a), and the area has been designated as a town or village center by ordinance or comprehensive plan adopted prior to January 1, 1982, and the area has not been developed for that designated purpose.
2. **Eligibility of a Conservation Area**

“Conservation area” means any improved area within the boundaries of a redevelopment project area located within the territorial limits of the municipality in which 50% or more of the structures in the area have an age of 35 years or more. Such an area is not yet a blighted area but because of a combination of three or more of the following factors: dilapidation; obsolescence; deterioration; illegal use of individual structures; presence of structures below minimum code standards; excessive vacancies; overcrowding of structures and community facilities; lack of ventilation, light, or sanitary facilities; inadequate utilities; excessive land coverage; deleterious land-use or layout; depreciation of physical maintenance; lack of community planning, is detrimental to the public safety, health, morals or welfare and such an area may become a blighted area.

3. **Eligibility of an Industrial Park Conservation Area**

“Industrial park conservation area” means an area within the boundaries of a redevelopment project area located within the territorial limits of a municipality that is a labor surplus municipality or within 1-1/2 miles of the territorial limits of a municipality that is a labor surplus municipality if the area is annexed to the municipality; which area is zoned as industrial no later than at the time the municipality by ordinance designates the redevelopment project area, and which area includes both vacant land suitable for use as an industrial park and a blighted area or conservation area contiguous to such vacant land.

C. **Investigation and Analysis of Blighting Factors**

In determining whether or not the proposed Redevelopment Project Area meets the eligibility requirements of the Act, research was conducted on the conditions of the Area. This research included:
• Contacts with City of DeKalb staff, the County Administrator, and a development consultant for the County. These individuals are knowledgeable of area conditions and history, age of buildings and site improvements, real estate matters and related items.

• Review of site and building investigations prepared by others, including:


  - *DeKalb County: Vision 2000 – Creating an Ideal Healthcare Model (Slideshow from Work Session No. 4)*, Ernst and Young, LLP, December 18, 1995.


• Use of definitions contained in the Act and guidelines to determine area eligibility as established by the Illinois Department of Revenue Manual in conducting eligibility compliance review for State of Illinois Tax Increment Finance Areas in 1988.
• Adherence to basic findings of need as established by the Illinois General Assembly in establishing tax increment financing which became effective on January 10, 1977. These are:

- There exists in many Illinois municipalities areas that are conservation or blighted areas, within the meaning of the TIF Act.

- The eradication of blighted areas and the treatment of conservation areas by redevelopment projects are essential to the public interest.

- These findings are made on the basis that the presence of blight or conditions, which lead to blight, is detrimental to the safety, health, welfare and morals of the public.

To ensure that the exercise of these powers is proper and in the public interest, the Act also specifies certain requirements that must be met before a municipality can proceed with implementing a redevelopment project. One of these is that the municipality must demonstrate that the Redevelopment Project Area qualifies. The City commissioned an analysis of the presence of blighting factors of the Area. The result and documentation of this effort is summarized below.

D. Analysis of Conditions in the Area

In order for a project area to be considered “blighted”, five or more of the statutory criteria must be met. Below is a reporting on conditions that exist, which cause the Area to qualify under the Act:

1. Age Of Structures - Definition

Age presumes the existence of problems or limiting conditions resulting from normal and continuous use of structures and exposure to the
elements over a period of many years. As a rule, older buildings typically exhibit more problems than buildings constructed in later years because of longer periods of active usage (wear and tear) and the impact of time, temperature and moisture. Additionally, older buildings may not be ideally suited for modern-day uses, nor meet contemporary space and development standards.

Age is a prerequisite factor in determining an Area's qualification as a "conservation area". As is clearly set forth in the Act, 50% or more of the structures must have an age of 35 years or greater in order to meet this criteria.

**Findings Regarding Age:** The Redevelopment Project Area contains three buildings, two of which constitute the principal use of the County Nursing Home property. The principal buildings include the original nursing home, built in 1914, and a connected addition completed in 1969 or 1970. The third building is a maintenance shed (a prefabricated metal “pole barn”), which is separate and apart from the principal buildings. This third building is an accessory structure and is not considered a principal building.

While not more than 50% of the buildings are over 35 years old, the age of the two principal buildings has contributed to the obsolescence of the facilities described later in this Section.

2. **Depreciation of Physical Maintenance – Definition**

This factor considers the effects of deferred maintenance and the lack of maintenance of buildings, improvements and grounds comprising the proposed redevelopment area. Evidence to show the presence of this factor may include, but is not limited to, the following:

- **Buildings:** unpainted or unfinished surfaces; paint peeling; loose or missing materials; sagging or bowing walls, floors, roofs,
and porches; cracks; broken windows; loose gutters and downspouts; loose or missing shingles; damaged building areas still in disrepair; etc. This information may be collected as part of the building condition survey undertaken to document the existence of dilapidation and deterioration.

- **Front yards, side yards, back yards and vacant parcels:** accumulation of trash and debris; broken sidewalks; lack of vegetation; lack of paving and dust control; potholes, standing water; fences in disrepair; lack of mowing and pruning of vegetation, etc.

- **Streets, alleys and parking areas:** potholes; broken-up or crumbling surfaces; broken curbs and/or gutters; areas of loose or missing materials; standing water, etc.

**Findings Regarding Depreciation of Physical Maintenance:** Depreciation of physical maintenance is evident in the Redevelopment Project Area (see Photographs in Appendix E). While the County has invested in maintenance activities, physical maintenance deficiencies still exist, including pealing paint on exterior doors and interior walls, and torn window screens. Additionally, there are cracks in the pedestrian pathways in the rear portion of the site, alligator cracks in the parking lots and dead branches in trees close to the pedestrian pathways meandering through the rear portion of the site.

3. **Deterioration – Definition**

Deterioration refers to physical deficiencies or disrepair in buildings or site improvements requiring treatment or repair.

- **Deterioration of Buildings:** While deterioration may be evident in basically sound buildings, e.g., lack of painting, loose or missing materials, or holes and cracks over limited areas, such
Deterioration can be corrected through normal maintenance. Such deterioration would not be sufficiently advanced to warrant classifying a building as being deteriorated or deteriorating within the purposes of the Act.

Deterioration, which is not easily correctable in the course of normal maintenance, may also be evident in buildings. Such buildings may be classified as deteriorating or in an advanced stage of deterioration, depending upon the degree or extent of defects. This would include buildings with major defects in the secondary building components (e.g., doors, windows, porches, gutters and downspouts, fascia materials, etc.), and major defects in primary building components (e.g., foundations, frames, roofs, etc.), respectively.

• **Deterioration of Surface Improvements:** The conditions of roadways, alleys, curbs, gutters, sidewalks, off-street parking and surface storage areas may also evidence deterioration; surface cracking, crumbling, potholes, depressions, loose paving materials, weeds protruding through the surface, etc.

Field surveys should document and map the location, extent and distribution of deteriorating buildings and other site improvements such as fences, walls, signs, utility vaults, utility poles, dead or dying trees, bushes and other landscaping.

**Findings Regarding Deterioration:** The buildings in the Area are generally structurally sound. However, evidence was found that significant defects exist in primary and secondary building components. This includes the stairs and canopy at the south-front entrance/exit to the original building (see photographs in Appendix E). The lumber in the canopy is rotted with portions rotted away entirely. There is some sagging and separation of the concrete stair steps to this entrance and the brick walls forming the sides of the stairs exhibit significant deteri-
oration of mortar and/or missing mortar. These conditions at this entrance/exit are unsafe. It is now closed to public access.

Inspection of the interior of the second story of the original building reveals significant water damage and potential exposure of asbestos containing material (ACM). Water stains, crumbling wall plaster and pealing paint are prevalent, indicating a much more serious problem than deferred maintenance (see photographs in Appendix E).

The roof on the newer building leaks. The insulation underneath the roofing surface is saturated with water and needs to be replaced.

4. Dilapidation - Definition

Dilapidation refers to an “advanced” state of disrepair of buildings or improvements, or the lack of necessary repairs, resulting in the building or improvement falling into a state of decay. Dilapidation as a factor is based upon the documented presence and reasonable distribution of buildings and improvements that are in an advanced state of disrepair. At a minimum, dilapidated buildings should be those with critical defects in primary structural components (roof, bearing walls, floor structure, and foundation), building systems (heating, ventilation, lighting and plumbing), and secondary structural components in such combination and extent that:

a. major repair is required; or

b. the defects are so serious and so extensive that the buildings must be removed.

Findings Regarding Dilapidation: There is no visible evidence that any of the buildings were in a dilapidated condition.
5. **Structures Below Minimum Code - Definition**

Structures below minimum code standards include all structures that do not meet the standards of zoning, building codes and other life-safety laws and regulations. The principal purposes of such codes are to require buildings to be constructed in such a way as to sustain safety of loads expected from various types of occupancy, to be safe for occupancy against fire and similar hazards, and/or establish minimum standards essential for safe and sanitary habitation. Structures below minimum code are characterized by defects or deficiencies, which presume to threaten health and safety.

**Findings Regarding Structures Below Minimum Code:** There are conditions in the principal buildings that do not meet the various building codes of the City. The City of DeKalb has adopted the following building related codes:

- 1996 BOCA Code;
- 1996 International Mechanical Code;
- 1993 State of Illinois Plumbing Code, as amended by the State of Illinois;
- 1996 National Electric Code; and

Conditions not in compliance with the above codes include, but are not necessarily limited to (see also memorandum from DeKalb Community Development Department in Appendix D):

- Lack of fire-suppression sprinkler system.

- All doors in hallways do not have proper closing devices and hardware. Furthermore, the doors do not have the proper fire rating.
- Suspected presence of lead based paint (LBP) (see photographs in Appendix E).¹

- Likewise asbestos containing material (ACM) is present (interior floor tile, hot water pipes and boilers wrapped with ACM insulation).²

- Ungrounded electrical circuits and exposed wiring (see photographs in Appendix E).

- Lack of ground fault interruption (GFCI) receptacles in areas near potential water exposure.

- Lack of backflow protection in all potable water fire safety systems and other locations (e.g., bottom feeding water heaters and laundry machines).

6. Obsolescence – Definition

An obsolete building or improvement is one which is becoming obsolete or going out of use -- not entirely disused, but gradually becoming so. Thus, obsolescence is a condition or process of falling into disuse.

Obsolescence, as a factor, should be based upon the documented presence and reasonable distribution of buildings and other site improvements evidencing such obsolescence. Examples, which might be cited, include:

- **Functional Obsolescence:** Structures are typically built for specific uses or purposes and their design, location, height and space arrangement are each intended for a specific occupancy at a

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² Ibid
given time. Buildings are obsolete when they contain characteristics or deficiencies which limit the use and marketability of such buildings. The characteristics may include loss in value to a property resulting from an inherent deficiency existing from poor design or layout, improper orientation of building on site, etc., which detracts from the overall usefulness or desirability of a property. Obsolescence in such buildings is frequently difficult and expensive to correct.

- **Economic Obsolescence:** Economic obsolescence is normally a result of adverse conditions which cause some degree of market rejection and, hence, depreciation in market values. Typically, buildings classified as dilapidated and buildings which contain vacant space are characterized by problem conditions which may not be economically curable, resulting in net rental losses and/or depreciation in market value.

- **Obsolete Platting:** Obsolete platting includes parcels of irregular shape, narrow or small size, and parcels improperly platted within the Area.

- **Obsolete Site Improvements:** Site improvements, including sewer and water lines, public utility lines (gas, electric and telephone), roadways, parking areas, parking structures, sidewalks, curbs and gutters, lighting, etc., may also evidence obsolescence in terms of their relationship to contemporary development standards for such improvements. Factors of obsolescence may include inadequate utility capacities, outdated designs, etc.

*Findings Regarding Obsolescence:* The DeKalb County Nursing Home and former offices of the County Health Department suffer from both functional and economic obsolescence. Evidence on this factor includes, but is not necessarily limited to:
An analysis of the nursing home facility by the firm of Ernst and Young identified a number of deficiencies including:  

- Inadequate vertical transport capacity, whereby it requires more than 2 hours to get patients to the central dining area; up to 1.5 hours to get patients to main activity services room; and all traffic shares the same two elevators (trash, meals, visitors, patients, cleaning supplies, etc.)

- Clinical areas are remote from key support services such as the activity services room, gift shop and the main entryway.

- Building layout inhibits observation of all patient rooms or common areas from the nursing station.

- Patient rooms do not meet current industry standards (lack of size, lack of toilet facilities in each room, some rooms with 4 beds, etc.)

- An analysis of renovation/addition versus new construction concluded that the “nursing home and County Health Building have far more liabilities than assets. Renovation would not only be difficult to achieve, but the cost penalties would be severe, much of which would add no value to the finished product.” Some of the liabilities (obsolescence factors) cited by the Larson and Darby analysis included:

  - Relatively poor condition for intended use (recited from Ernst and Young analysis).

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3 DeKalb County: Vision 2000, Creating an Ideal Healthcare Model (Slideshow from Workshop No. 4.), Ernst and Young, LLP December 18, 1995. A full and complete copy of this study is on file with the City of DeKalb.

4 DeKalb County Nursing Home – Summary Discussion, Larson and Darby, Inc., undated. See also letter from Larson and Darby to Certificate of Need Review Board, dated August 26, 1997.
• Noncompliance with existing codes and regulations.

• Inefficient planning of basic building footprint, “which is much too wide for a single loaded corridor design and is highly inefficient as a two-corridor scheme. To add toilet to sleeping rooms, as required by code, is not only costly but difficult to achieve. Also, in complying with IDPH guidelines for visual access to all rooms from the nursing station would require removal of part of the existing core.”

• Multi-storied vertical circulation, would make “all services to residents difficult and expensive due to added nursing home labor.”

• Poorly planned building entrance access.

• Worn-out mechanical systems.

• Very old, inefficient use of space for DeKalb County Health Department (which has since vacated the facility).

The Larson and Darby study estimated that the cost to renovate and create the necessary additional space would be over $9.5 million (or 89% of the cost to build new). The study stated that “monies would be better applied to new construction, creating an up-to-date facility which would not only comply with current building codes and regulations, but would provide a high quality of life for the occupants.”

- Inasmuch as the facility is economically obsolescent for continued use for a skilled nursing facility, it would likely be prohibitively

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5 Ibid
6 Ibid
7 Ibid
expensive to convert them alternate uses absent some amount of financial assistance.

7. **Excessive Vacancies – Definition**

Establishing the presence of this factor requires the identification, documentation and mapping of the presence of vacant buildings and vacant portions of buildings. Excessive vacancies refers to the presence of buildings which are unoccupied or underutilized and which represent an adverse influence on the area because of the frequency, extent, or duration of such vacancies. It includes properties which evidence no apparent effort directed toward their occupancy or utilization and vacancies within buildings.

**Findings Regarding Excessive Vacancies:** Much of the original older building has been vacated by the County Health Department. There is no intent by the County to reoccupy this space with skilled nursing care or other County government operations. Thus, excessive vacancies currently exist. Furthermore, the residents and skilled nursing care operations will be relocated to a new facility in the near future. Given the condition of the property and the buildings, it is highly likely that they will remain vacant after residents and nursing home staff are relocated to their new facility.

8. **Excessive Land Coverage – Definition**

This factor may be documented by showing instances where building coverage is excessive. Zoning ordinances commonly contain standards for properties, which relate floor area to lot area. Excessive coverage refers to the over-intensive use of property and the crowding of buildings and accessory facilities onto a site. Problem conditions include buildings either improperly situated on the parcel or located on parcels of inadequate size and/or shape in relation to present-day standards of development for health and safety; and multiple buildings on a single
parcel. The resulting inadequate conditions include such factors as insufficient provision for light and air, increased threat of fire due to close proximity to nearby buildings, lack of adequate or proper access to a public right-of-way, lack of required off-street parking, and inadequate provision for loading or service. Excessive land coverage conditions are presumed to have an adverse or blighting effect on nearby development.

**Findings Regarding Excessive Land Coverage:** Excessive land coverage is not a factor within the DeKalb County Nursing Home Redevelopment Project Area.

9. **Inadequate Utilities – Definition**

This factor relates to all underground and overhead utilities, including but not limited to: storm sewers and storm drainage; sanitary sewers; water lines; and gas electric and telephone service which may be shown to be inadequate.

Inadequate utilities would include those that are:

a. of insufficient capacity to serve the uses in the Redevelopment Project Area and surrounding areas; or

b. deteriorated, antiquated, obsolete, or in disrepair; or

c. lacking.

**Findings Regarding Inadequate Utilities:** The buildings and site improvements (e.g., parking lots) in the Area were constructed prior to the City's current standards for storm drainage run-off control (see City of DeKalb Unified Development Ordinance and Chapter 6 of the DeKalb Municipal Code). All stormwater runoff from the impervious surfaces
on the property discharge via ground surface and pipes directly into a drainage way located in the rear (western) portion of the property. This drainage way is a tributary to the Kishwaukee River and traverses several residential areas before reaching the River.

There is evidence that the drainage way overflows its banks. Erosion and lack of ground vegetation is also evident in the areas of apparent flooding. These conditions are due, in large part, to the uncontrolled release of runoff during storm events from the County Nursing Home development. This finding is made by virtue of the portion of the tributary noted above is near the upper reach of the watershed for which it serves. The County Nursing Home development provides a significant portion of the stormwater runoff in this area of the watershed.

There are other sources of stormwater runoff to this tributary (e.g., the NIU warehouse and other properties directly to the south). However, stormwater runoff from the development on the east side of Sycamore Road (e.g., Wal-Mart, Lowes, et.al), which also discharges into this watershed, is controlled release runoff (in compliance with current storm drainage design standards).

Thus, a finding is made that the storm drainage utilities associated with the Area are inadequate. Any redevelopment of the Area will be required to comply with the current storm drainage regulations of the City, which will improve flooding conditions on site and downstream.

10. Lack of Community Planning – Definition

This may be counted as a factor if the proposed Redevelopment Project Area developed prior to or without the benefit or guidance of a community plan. This means that no community plan existed or it was considered inadequate, and/or was virtually ignored during the time of the area’s development. This may be documented by establishing the date of adoption of the City’s master plan (or other plans which may be rel-
relevant) and determining whether the area developed before or after that date. This finding may be amplified by other evidence which shows the deleterious results of the lack of community planning, including cross-referencing other factors cited in the blight finding. This may include, but is not limited to, averse or incompatible land use relationships, inadequate street layout, improper subdivision, and parcels of inadequate size or shape to meet contemporary development standards.

**Findings Regarding Lack of Community Planning:** The original County Nursing Home development occurred prior to adoption of a master plan for the City of DeKalb and vicinity. The fact that an on-site disposal area exists in the Area (see narrative below) is indicative of the lack of community planning. For decades, waste disposal has been considered a distinct land use requiring special location considerations. The fact that such exists on-site where the residents of the Nursing Home and the general public has access is testimony to the lack of community planning, which has contributed to blighted conditions in the Area.

11. **Undeveloped or Vacant Land – Definition**

In order for vacant land to qualify as blighted, it must first be found to be vacant as defined in the Act. Vacant land is “any parcel or combination of parcels of real property without commercial, agricultural and residential buildings which has not been used for commercial agricultural purposes within five years prior to the designation of the redevelopment area unless the parcel is included in an industrial park conservation area or the parcel has been subdivided”.

As vacant land, the property may qualify as blighted if the “sound growth of the taxing districts is impaired by a combination of two or more of the following factors: (1) obsolete platting of the vacant land;
diversity of ownership of such land; tax and special assessment delinquencies on such land; flooding on all or part of such land; deterioration of structures or site improvements in neighboring areas adjacent to the vacant land, or (2) the area immediately prior to becoming vacant qualified as a blighted improved area, or (3) the area consists of an unused quarry or unused quarries, or (4) the area consists of unused railyards, rail tracks or railroad rights-of-way, or (5) the area, prior to its designation, is subject to chronic flooding which adversely impacts on real property in the area and such flooding is substantially caused by one or more improvements in or in proximity to the area which improvements have been in existence for at least 5 years, or (6) the area consists of an unused disposal site, containing earth, stone, building debris or similar material, which were removed from construction, demolition, excavation or dredge sites, or (7)...”

**Findings Regarding Vacant Land:** As part of the Phase 1 Environmental Site Assessment, ten test pits were excavated on October 24, 1998 (see photographs in Appendix E). The purpose of these test pits was to determine the nature of disposed material that had been previously discovered by the environmental specialist conducting a walkover of the site. The test pits reveal dumping of a variety of waste material including drywall, concrete slabs, bricks, roofing materials, ceramic chips, bed frames, washing machines, dryers and other metallic kitchen goods, old cans and bottles, automobile tire rims, metal fence posts and the like. Also found was a 55 gallon steel drum containing “a liquid of an undetermined nature.”

Samples of the fill material were obtained and scanned with a photoionization detector (PID). No positive PID readings, indicative of the presence of volatile vapors, were recorded – perhaps due to the probability that fill material is less than five feet thick and laid in place for probably more than 30 years.
While at this time it is not apparent that the dumpsites contain any hazardous waste, the presence of it is a blighting influence in the Area and hinders the marketability of the Area. It would be appropriate for the redevelopment program to provide for the removal and proper disposal of the waste material and to restore the natural landscape.

E. Conclusion of Investigation of Blighting Factors for the Redevelopment Project Area

It is found that the Redevelopment Project Area contains conditions that qualify it as a blighted area. The following summarizes the blighting factors found to exist within the Area:

• **Age** – The age of the County Nursing Home facility is a significant contributing factor to the functional and economic obsolescence of the facility.

• **Depreciation of Physical Maintenance** – Depreciation of physical maintenance exists on the buildings and site improvements in the Area.

• **Deterioration** – Significant defects exist in secondary building components of the County Nursing Home building as evidenced by water damage and rotting of building materials.

• **Structures Below Minimum Code** – Several building code deficiencies are common, including the lack of fire suppression sprinklers, presence of lead based paint and asbestos, and the presence of ungrounded electrical circuits.

• **Excessive Vacancies** – Much of the original County Nursing Home building, previously occupied by the County Health Department, is now vacant. The remainder of the County Home facility
will be vacated in the near future and there is little likelihood that the facilities will be reoccupied by similar operations.

- **Obsolescence** – The DeKalb County Nursing Home and vacated offices of the DeKalb County Health Department are both functionally and economically obsolete.

- **Inadequate Utilities** – Inadequate storm drainage control is present and any redevelopment of the site will be required to comply with the City's storm water management regulations.

- **Lack of Community Planning** – The original County Home facilities were developed prior to the establishment of a master plan for the City of DeKalb and vicinity. The presence of a waste disposal site in the Area is evidence of the lack of community planning.

- **Vacant Land** – The vacant parcel contains several waste disposal sites containing earth, stone, building debris or similar material which were removed from construction, demolition, excavation or dredge sites.

Thus, five or more blighting factors relating to “improved” property are present in the Area. Additionally, the vacant parcel in the Area contains an unused disposal site. These blighting factors exist to a meaningful extent in the Area.

The physical blighting conditions that exist in the Redevelopment Project Area are detrimental to the area as a whole and the long-term interests of the taxing districts. In fact, the property in the Area is not on the tax roles and does not generate any taxes in support of local governmental services. The Redevelopment Project contemplated in this tax increment program will serve to reduce or eliminate the deficiencies, which cause the area to qualify under the TIF Act, and is consistent with the community revitalization strategy of the City of DeKalb.
It may be concluded that the presence of the stated eligibility factors noted above are sufficient to make a finding that the Area qualifies as a “blighted area.” This evaluation was made on the basis that the factors are present to an extent that would lead reasonable persons to conclude that public intervention is appropriate or necessary.

The conclusions presented in this eligibility analysis are those of the consultant, relying in part on information provided by others as noted herein. The City Council should review this eligibility analysis and, if satisfied with the findings contained herein, may proceed with the adoption of these findings in conjunction with the adoption of this Redevelopment Plan and establishment of the Redevelopment Project Area as defined herein.
SECTION V

FINDINGS OF NEED FOR TAX INCREMENT FINANCING

It was determined that the Redevelopment Project Area, as a whole, qualifies as a blighted area. The Act requires that no redevelopment plan be adopted without meeting additional requirements. These are addressed below:

A. Area, on the Whole, not Subject to Growth

The Redevelopment Project Area overall has not been subject to growth. In particular, the Area has not generated any real property taxes nor has there been any private investment that would have enhanced the tax base of the City and other affected taxing jurisdictions. There has been limited investment on the part of DeKalb County to maintain the Nursing Home property.

The proposed private redevelopment activities are contingent upon adoption of this Redevelopment Plan and Redevelopment Project Area, as there is little likelihood that money required to provide assistance for the redevelopment activities can be generated absent TIF. Absent participation and assistance by the public sector (via TIF and other assistance), private investment will not take place in the Redevelopment Project Area. The long term interests of local taxing bodies will be best served by the adoption of this Plan.

B. Conformance with the City’s Comprehensive Plan

The City has amended or will amend its Comprehensive Plan so that the general land uses proposed in this Redevelopment Plan and Project are in conformance with those of the Comprehensive Plan. In addition, all development in the Redevelopment Project Area will conform to applicable codes and ordinances as may be in effect at that time.
C. **Estimated Dates for Completion of the Redevelopment Project**

Obligations, if incurred, to finance the improvements will be repaid by incremental revenues which may be supplemented with funds from other sources (local taxes, state or federal tax credits or grants, etc.), if available, and deemed appropriate by the City. The obligations, if issued, will be retired in not more than twenty years from the date of issuance. The estimated date for the completion of the Redevelopment Plan shall be no later than twenty-three years from the date of adoption of the Redevelopment Plan by the City.

D. **Would Not be Developed But For Tax Increment Financing**

The City has found that the Redevelopment Project Area would not reasonably be redeveloped without the use of tax increment revenues. The costs associated with asbestos removal, building renovation or demolition and removal and reclamation of the dumpsites has impaired the ability to market the property for redevelopment.

In late 1998, the DeKalb County government made a public solicitation for the sale or lease of approximately 9.8 acres of the property (portion containing the Nursing Home facility). This solicitation was made to attract private investment to the property. Additionally, this solicitation contained extensive information on the entire 18-acre tract, other instructions and proposal evaluation criteria. In addition, it specifically excluded financial incentives. Thus, a good faith effort was made to market the property without the use of tax increment financing.

The County received one offer for a ground lease of the property, which in effect amounted to a subsidized lease rate. This subsidized lease arrangement was not accepted by the County. Thus, no private investor was attracted to the property without public financial assistance.

The above represents a “but for public assistance” situation (that absent TIF assistance, private development of the property is not likely to occur). Recogn...
nizing the need to overcome the redevelopment obstacles, the County has made a request to the City that TIF assistance be provided in order to move forward and achieve private development. Private development will put all or a large portion of the Area on the tax rolls, which will serve the interests of local taxing bodies.

E. Assessment of Financial Impact

The City finds that the financial impact of the Redevelopment Area on or increased demand for facilities or services from any taxing district affected by the Plan will not be significant. Inasmuch as the proposed Redevelopment Project will be developed into a commercial use, potential impact on the school district enrollment generated by the development should be insignificant. Other municipal services and facilities are all considered adequate, at present, to handle the new development that is proposed to occur.

The City, to the extent that surplus revenues become available from the Redevelopment Project Area, will distribute these surplus revenues on a prorata basis to local taxing bodies whenever possible. Every effort will be made to reduce the time frame for completion of the TIF program to something less than the allowable 23-year time frame.

The City will monitor the progress of the TIF program and its future impacts on all local taxing bodies. In the event significant impacts are identified that increase demands for facilities or services in the future, the City will consider utilizing tax increment proceeds, to the extent they are available, to assist in addressing the needs.
SECTION VI

REDEVELOPMENT PLAN

A. Introduction

This section presents the Redevelopment Plan for the Redevelopment Project Area. In accordance with the Tax Increment Allocation Redevelopment Act, when the finding is made that an area qualifies as either conservation, blighted, combination of conservation and blighted areas, or an industrial park conservation area, a Redevelopment Plan must be prepared. A Redevelopment Plan is defined in the Act as "the comprehensive program of the municipality for development or redevelopment intended by the payment of redevelopment project costs to reduce or eliminate those conditions the existence of which qualified the redevelopment project area as a blighted area or conservation area or combination thereof or industrial park conservation area, and thereby to enhance the tax bases of the taxing districts which extend into the Redevelopment Project Area".

B. Proposed General Land Use Plan

The proposed General Land Use Plan for the Redevelopment Project Area is presented on Exhibit B, entitled General Land Use Plan. Proposed land use categories include commercial oriented to Sycamore Road, and the category of parks and recreation/buffer zone (forest preserve). The DeKalb County cemetery, which is to remain, is included in the parks and recreation/buffer zone land use category. In addition to the land use policies established herein, the proposed Redevelopment Project shall be subject to other City of DeKalb ordinances and codes as applicable.
C. **Objectives**

The objectives of the Redevelopment Plan are:

1. Reduce or eliminate those conditions that qualify the Redevelopment Project Area as eligible for tax increment financing by carrying out the Redevelopment Plan including the removal and proper disposal of the waste material previously discarded on site.

2. Enhance the future real estate tax base for the City and all other taxing districts, which extend into the Redevelopment Project Area through the implementation and completion of the activities identified herein. The Area, as previously noted is not on the tax rolls. The portion of the Area to be sold or leased for new private development will be assessed and taxed as private ownership takes place.

3. Encourage and assist investment in redevelopment within the Redevelopment Project Area through the provision of financial incentives stimulating new development as permitted by the Tax Increment Allocation Redevelopment Act. The private development will be assisted principally by the use of incremental tax revenues to pay for building renovation and/or demolition and site preparation. In addition, some assistance may be provided for marketing and financial assistance activities.

4. Enhance the overall environment of the Area by remediating the dumpsites noted previously and restoring said dumpsites into a natural state, which will serve as a buffer between the proposed commercial development and the neighboring residential areas.

6. Complete all public and private actions required in this Redevelopment Plan in an expeditious manner. The City and the
County are prepared to move with dispatch to make the project occur.

D. Policies

The City of DeKalb proposes to undertake this Redevelopment Plan and Project, which consists of planned economic development activities, sound fiscal policies, marketable land uses, and other private and public activities. Appropriate policies have been or will be established to assure the completion of the Redevelopment Plan, including the adoption of a redevelopment agreement outlining the mutual responsibilities of all parties involved.

DeKalb County has considered alternative means of transforming the Redevelopment Project Area into productive and taxable use. It was determined that tax increment financing constitutes the most effective means available for enabling the redevelopment of the Project Area to proceed. This portion of the community, the City as a whole, and all other local taxing bodies, will benefit from the implementation of this Redevelopment Plan.

E. Redevelopment Project

To achieve the objectives proposed in the Plan, a number of activities will need to be undertaken. An essential element of the Redevelopment Plan is a combination of private development, as well as public investment in site clearing and clean-up. Improvements and activities necessary to implement the Plan may include the following:

1. Private Redevelopment Activities:

   Redevelopment of the County Home Nursing Home site by a private developer to be selected the City and County. This includes the reuse or redevelopment of site into commercial use.
2. Public Redevelopment Activities:

Public improvements and support activities will be used to induce private investment and improve the area to remain as public use (forest preserve). These may include, but are not limited to: site preparation, street work, traffic signalization, stormwater detention/retention facilities, marketing, as well as other programs of financial assistance, as may be provided by the City. In addition, it is proposed that the forest preserve area be restored (removal and reclamation of dumpsites) along with capital improvements necessary for the enjoyment of the forest preserve by the public. This may include the construction of stormwater detention/retention facilities on the forest preserve property.

The estimated costs associated with the eligible public redevelopment activities are presented in Exhibit C entitled Estimated Budget. This estimate includes reasonable or necessary costs incurred or estimated to be incurred in the implementation of this Redevelopment Plan. These estimated costs are subject to refinement as specific plans and designs are finalized and experience is gained in implementing this Redevelopment Plan. The figures are principal amounts and do not include interest costs associated with any debt that may be incurred to carry out this Plan.
Exhibit C

ESTIMATED BUDGET
DeKalb County Nursing Home Redevelopment Project Area
City of DeKalb, Illinois

<table>
<thead>
<tr>
<th>Description</th>
<th>Estimated Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>A. Public Facilities and Utilities</td>
<td>$500,000</td>
</tr>
<tr>
<td>(Planning, design, street improvements, traffic signalization and other necessary public improvements)</td>
<td></td>
</tr>
<tr>
<td>B. Site Preparation</td>
<td>700,000</td>
</tr>
<tr>
<td>(Asbestos removal, building renovation or demolition, waste disposal site remediation and grading)</td>
<td></td>
</tr>
<tr>
<td>C. Development Assistance Program</td>
<td>300,000</td>
</tr>
<tr>
<td>(Marketing and financial assistance activities)</td>
<td></td>
</tr>
<tr>
<td>D. Taxing District Capital Costs</td>
<td>200,000</td>
</tr>
<tr>
<td>(Forest preserve improvements - parking, pathways, shelter and related improvements)</td>
<td></td>
</tr>
<tr>
<td>E. Administration</td>
<td>100,000</td>
</tr>
<tr>
<td>F. Professional Services</td>
<td>100,000</td>
</tr>
<tr>
<td>(Planning and legal services)</td>
<td></td>
</tr>
<tr>
<td>G. Contingency</td>
<td>200,000</td>
</tr>
<tr>
<td>**Total Estimated Budget</td>
<td><strong>$2,100,000</strong></td>
</tr>
</tbody>
</table>

Notes:
1. All costs shown are in 1999 dollars and do not include additional costs that may be incurred in future financing (e.g., bond issuance costs, interest payments and related expenses) or inflationary costs that may be realized.
2. Adjustments may be made among line items within the budget to reflect program implementation experience.
3. Private redevelopment and investment are in addition to the above.
4. The City may in the future, if new activities become eligible under the TIF Act, allow for such new activities to occur by notifying local taxing bodies of the City's intent.
SECTION VII

IMPLEMENTATION STRATEGY

A. Introduction

A combination of private and public investments is an essential element of the Redevelopment Plan. In order to achieve this end, the City may enter into agreements with DeKalb County and private developers so that tax increment financing assistance may be provided, where deemed appropriate by the City, to facilitate redevelopment. The City may also contract with others to accomplish certain public or private projects as contained in this Redevelopment Plan.

B. Project Costs

Costs that may be incurred by the City in implementing this Plan may include, without limitation, project costs and expenses that may be eligible under the TIF Act, as amended from time to time, including the below as currently permitted by the Act:

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

2. Property assembly costs, including but not limited to acquisition of land and other property, real or personal or interest therein, demolition of buildings, and the clearing and grading of land.

3. Costs of rehabilitation, reconstruction or repair or remodeling of existing public or private buildings and fixtures.
4. Cost of construction of public works or improvements.

5. Cost of job training and retraining.

6. 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 thereunder accruing during the estimated period of construction of any redevelopment project for which such obligations are issued and for not exceeding thirty-six (36) months thereafter, and including reasonable reserves related thereto.

7. All or a portion of a taxing district's costs resulting from the redevelopment project necessarily incurred or to be incurred (consistent with statutory requirements) in furtherance of the objectives of the redevelopment plan and project, to the extent the municipality by written agreement accepts and approves such costs.

8. Relocation costs to the extent that a municipality determines that relocation costs shall be paid or is required to make payment of relocation costs by federal or state law.

9. Payments in lieu of taxes.

10. Interest cost 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 this Act; and
such payments in any one-year may not exceed 30% of the annual interest costs incurred by the redeveloper with regard to the redevelopment project during that year;

(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; and

(D) the total of such interest payments paid pursuant to this 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 this Act.

C. Most Recent Equalized Assessed Valuation

The most recent total equalized assessed valuation (E.A.V.) for the Redevelopment Project Area has been determined to be $0, by virtue of the property being under public ownership and thereby tax exempt. The County Clerk of DeKalb County will verify the base E.A.V. amount after adoption of this Plan.

D. Redevelopment Valuation

Contingent on the adoption of this Tax Increment Redevelopment Plan and commitment by the City to the redevelopment program, it is anticipated that a large portion of the Area will be redeveloped with new commercial uses. The land for this portion of the development will be leased or sold to a private developer and thereafter, the land and improvements thereon will be taxable.
It is estimated that the redevelopment investment in this Redevelopment Project Area will increase the equalized assessed valuation to approximately $3.0 to $3.5 million upon completion of the Redevelopment Project.

E. **Source of Funds**

The primary source of funds to pay for Redevelopment Project Costs associated with implementing the Redevelopment Plan shall be funds collected pursuant to tax increment allocation financing to be adopted by the City. Under such financing, tax increment revenue resulting from increases in the E.A.V. of property, in the Redevelopment Project Area shall be allocated to a special fund each year (the "Special Tax Allocation Fund"). The assets of the Special Allocation Fund shall be used to pay Redevelopment Project Costs and retire any obligations incurred to finance Redevelopment Project Costs.

In order to expedite the implementation of the Redevelopment Plan and construction of the public improvements, the City of DeKalb, pursuant to the authority granted to it under the Tax Increment Allocation Redevelopment Act, may issue bonds or other obligations to pay for the eligible Redevelopment Project Costs. These obligations may be secured by future revenues to be collected and allocated to the Special Allocation Fund.

If available, revenues from other economic development funding sources, public or private, will be utilized. These may include State and Federal Programs, local retail sales tax, applicable revenues from any adjoining Tax Increment Financing Areas, and land disposition proceeds from the sale of land in the Redevelopment Project Area, as well as other revenues. The final decision concerning redistribution of yearly tax increment revenues may be made a part of a bond ordinance.

F. **Nature and Term of Obligation**

Without excluding other methods of City or private financing, the principal source of funding will be those deposits made into the Special Allocation
Fund of monies received from the taxes on the increased value (above the initial equalized assessed value) of real property in the Area. These monies may be used to repay private or public entities for the expenditure of funds made as Redevelopment Project Costs for applicable public or private redevelopment activities noted above, or may be used to amortize Tax Increment Revenue obligations, issued pursuant to this Redevelopment Plan, for a term not to exceed 20 years bearing an annual interest rate as permitted by law. Revenues received in excess of 100% of funds necessary for the payment of principal and interest on the bonds and not needed for other redevelopment project costs or early bond retirements may be declared as surplus and become available for distribution annually to the taxing bodies to the extent that this distribution of surplus does not impair the financial viability of the project. One or more bond issues may be sold at any time in order to implement this Redevelopment Plan.

G. **Completion of Redevelopment Project**

The estimated date for the completion of the Redevelopment Plan is no later than 23 years from the date of adoption of the Redevelopment Plan by the City.

H. **Fair Employment Practices and Affirmative Action**

The City of DeKalb will insure that all private and public redevelopment activities are constructed in accordance with fair employment practices and affirmative action by any and all recipients of Tax Increment Financing assistance.

I. **Reviewing and Amending the TIF Plan**

This Redevelopment Plan may be amended in accordance with the provisions of the Tax Increment Allocation Redevelopment Act, 65 ILCS 5/11-74.4-1, et. al.
seq. Also, the City shall adhere to all reporting requirements and other statutory provisions.
APPENDIX A

Resolution 99-39 and Taxing District Notification
RESOLUTION 99-39   Passed: June 28, 1999

PREPARATION OF TAX INCREMENT
FINANCE REDEVELOPMENT PROJECT
AREA AND REDEVELOPMENT PLAN
INDUCEMENT RESOLUTION.

WHEREAS, the City of DeKalb, Illinois, (the "City") desires to prepare a tax increment redevelopment plan ("Plan") and redevelopment project area ("Area"), and adopt tax increment financing (TIF) pursuant to the Tax Increment Allocation Redevelopment Act ("Act"), 65 ILCS 5/11-74.1 et. seq., Revised Illinois Statutes ("TIF"); and,

WHEREAS, the exact extent of the boundaries and other actions associated with these actions are not known at this time, but will become known in the future; and,

WHEREAS, the City has directed TIF consultant, PGAV-Urban Consulting, to initiate feasibility studies for an area generally bounded by Sycamore Road on the East, the DeKalb Nature Trail on the West, and commonly known as the DeKalb County Nursing Home, that is likely to lead to the establishment of a Tax Increment Finance Plan and Redevelopment Project Area and adopting Tax Increment Financing, and to accomplish these actions under the provisions of the Act as it currently exists; and,

WHEREAS, the City will pursue these actions and make such expenditures as are reasonably necessary in that regard and said expenditures will be allowable project costs under the Plan and TIF once adopted; now;

THEREFORE, BE IT RESOLVED the City Council of the City of DeKalb, Illinois has examined the proposed area and circumstances, and at this time believes that the Plan, Area and TIF may be adopted for said area and will pursue said feasibility studies as is required by the Act as it presently exists and follow all requirements of said existing Act to accomplish the actions as herein defined.

PASSED BY THE CITY COUNCIL of the City of DeKalb, Illinois, at a regular meeting thereof held on the 28th day of June, 1999, and approved by me as Mayor on the same day. Motion carried 6-1 by roll call vote. Aye: Small, Povlsen, Checa, Conboy, Raffel, Sosnowski. Nay: Kapitan

ATTEST:

DONNA S. JOHNSON, City Clerk

BESSIE CHRONOPOULOS, Mayor
TO: All Local Taxing Districts  
DATE: August 30, 1999  
RE: Tax Increment Finance - "Early Warning Notice"

This letter is to advise you that the City of DeKalb is initiating a feasibility study to determine whether or not to establish a tax increment finance (TIF) redevelopment project area and adopt tax increment financing per the Illinois TIF Statute, Division 74.4, "Tax Increment Allocation Redevelopment Act" (see attached City Resolution No.99-39). Below is the relevant information per Sec. 11-74.4-4.1 of the Act pertaining to a Feasibility Study:

1. The boundaries of the Area to be studied includes the DeKalb County Nursing Home which is located on the west side of Route 23 (Sycamore Road) directly across from the terminus of Barber Greene Road at Route 23 and contains approximately 18.8 acres. Final boundaries may vary slightly as more detailed planning is accomplished and developer interest is known.

2. The purpose of the proposed TIF redevelopment plan and project is to facilitate private redevelopment of this area and convert all or a portion of the area from tax-exempt to taxable real property.

3. Under tax increment financing, the additional real estate taxes that result from the increased equalized assessed value will be used to pay for eligible costs necessary to facilitate the private investment. This TIF program will be in existence no longer than 23 years.

4. If you desire additional information, please do not hesitate to contact the below party:

Ms. Linda Wiggins  
Administrative Services Director  
City of DeKalb  
200 S. Fourth Street  
DeKalb, IL 60115  
Phone: 748-2393

In the near future, notice will be provided regarding a time and place for review of this proposed TIF plan and project by a Joint Review Board made up of taxing district representatives. Additionally, notice will be provided regarding a time and place for a public hearing.

Sincerely,

Bessie Chronopoulos  
Mayor
APPENDIX B

Legal Description of Redevelopment Project Area
Legal Description

Part of the South Half of Section 12, Township 40 North, Range 4 East of the Third Principal Meridian, described as follows: Commencing at the Northeast corner of Lot "A" of the C.M. Cheatham Subdivision, according to the Plat thereof recorded in Volume "N" of Plats, Page 2 in the DeKalb County Recorder's Office, said point being on the center line of the Old Sycamore Road; thence Northwesterly, along the Northwesterly boundary line of said Lot "A," 32.0 feet of a Point of Beginning; thence continuing Northwesterly, along the last described course, 267.30 feet to an angle point in the Northwesterly boundary line of said Lot "A"; thence Northwesterly, along the Northwesterly boundary line of said Lot "A" and the Northwesterly extension of said northerly boundary line, 459.38 feet to the Easterly right of way line of the Chicago, Milwaukee, St. Paul and Pacific Railroad (formerly the Illinois, Iowa and Minnesota Railway); thence Northerly, at an angle of 104 Degrees 17 Minutes 53 Seconds, measured counterclockwise from the last described course, along said Easterly right of way line, 358.15 feet to the point of curvature of a curve to the left; thence Northwesterly, along said right of way line, along said curve to the left, having a radius of 2342.0 feet, 525.52 feet to the Southwest corner of Kishwaukee Park Area 7, as recorded in Book "T" of Plats, Page 38, thence Southeasterly, along the Southerly line of said Kishwaukee Park Area 7, a distance of 286.35 feet to an angle point in the Southerly line of said Kishwaukee Park Area 7; thence continuing Southeasterly, along the Southerly line of said Kishwaukee Park Area 7, a distance of 346.64 feet to the Southwest corner of Oakland Place, as recorded in Book "Y" of Plats, page 61; thence Southeasterly, at an angle of 179 Degrees 19 Minutes 39 Seconds, measured counterclockwise from the last described course, along the Southerly line of said Oakland Place, 724.23 feet to the Westerly right of way line of S.B.I. Route 23; thence Southwesterly, along said Westerly right of way line, being an arc of a curve to the right with a radius of 4463.44 feet, a distance of 34.76 feet, said arc forming a chord that measures 74 Degrees 21 Minutes 57 Seconds counterclockwise from said Southerly line, to a point of compound curvature; thence continuing Southwesterly, along said Westerly right of way line, being an arc of a curve to the right, the radius of said curve being 20283.9 feet, a distance of 736.62 feet to the point of beginning, containing 17.77 acres, all in DeKalb Township, DeKalb County, Illinois.
APPENDIX C

Summary Description
DeKalb County Nursing Home
Larson and Darby, Inc.
DEKALB COUNTY NURSING HOME

INTRODUCTION

In response to your request, we offer the following brief summary of our views and opinions concerning the problems and opportunities of renovation/addition versus new construction.

VIEWS AND OPINIONS

Quite often older buildings fall under the scrutiny of experienced eyes to determine the feasibility of refurbishing to meet the standards of the times or to be disposed of by sale or demolition in favor of newly planned replacement facilities, hopefully of higher efficiency. Clearly cost is the determining factor, but may be less important if unusual inconveniences occur in the building's function.

ASSETS AND LIABILITIES

In order to determine which option is the "right one" for the project at hand, a review of the current facility assets and liabilities will illustrate the following:

<table>
<thead>
<tr>
<th>Assets</th>
<th>Liabilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Attractive site</td>
<td>- Relatively poor condition for intended use</td>
</tr>
<tr>
<td>- Accessible location</td>
<td>(Ernst and Young study)</td>
</tr>
<tr>
<td>- Sound structure</td>
<td>- Noncompliance to existing codes and regulations</td>
</tr>
</tbody>
</table>
<pre><code>                              | - Inefficient planning of basic building footprint                         |
                              | - Multi-storied vertical circulation                                       |
                              | - Poorly planned building entrance access                                  |
                              | - Worn-out mechanical systems                                              |
                              | - Very old, inefficient use of space for DeKalb County Health Department   |
                              | - Building is currently fully occupied by nursing home patients and County Health Department |
</code></pre>

COST

As the liabilities of the existing facility far outweigh the assets, an understanding of the cost to renovate versus the cost to build new becomes significant. In Section 2 of this response you will note that the cost to renovate the existing building and create the necessary additional space is projected to be $9,564,000. The cost to build new is projected to be $10,788,000. The percentage of renovation/addition cost as compared to new building cost is 89%, which is unusually high in our experience. More often than not, we have found that our clients choose not to renovate when the percentage of renovation cost exceeds 65%.

ADDITIONAL COST IMPACTS

Additional cost implications not mentioned in the Section 2 comparison are:

- Added costs due to construction phasing to work around present occupants
- Loss of revenue due to relocation of nursing home residents
- Loss of revenue due to Health Department Clinic Interruptions
- Costs due to relocation of patients off-site.
Certificate of Need Review Board  
August 26, 1997  

Page 2

It is our opinion that the existing nursing home has far more liabilities than assets. Renovation would not only be difficult to achieve, but the cost penalties would be severe, much of which would add no value to the finished project. As has been pointed out in the Construction Manager’s (Schwendener) preliminary cost analysis, the cost of renovation - including the cost of:

- added time
- business loss during construction and
- the impact of the Hill Burton Act
- sale of existing land and facility located on prime commercial property

- add up to a total facility cost which is greater than the cost of new construction.

We believe that monies would be better applied to new construction, creating an up-to-date facility which would not only comply with current building codes and regulations, but would provide a high quality of life for the residents.

Sincerely,

Richard S. McClelland
Richard S. McClelland, A.I.A.
Principal Architect

/mr

cc: Gary Kobes
    Charles Foley
    Sam Darby
APPENDIX D

Memorandum from City of DeKalb
Community Development Department
TO: Linda Wiggins, Administrative Services Director
FROM: Ernie Pinne, Acting Chief Building Inspector
RE: Inspection Report for the OLD County Nursing Home and Health Department Located at 2331 and 2337 Sycamore Rd.
DATE: September 16, 1999

The following inspection report from Community Development Code Enforcement Department indicates the following. All life safety and fire safety issues shall be upgraded to current code standards inclusive of, but not limited to, the following: Exit lights, emergency lighting, audio visual alarms for hearing and site impaired, all pull stations to be tested, and all repairs completed.

Fire extinguishers shall be in compliance with City of DeKalb Municipal Code.

Under current code standards I2 Use Group requires a fully sprinkled building.

All doors in hallways currently do not have proper closers, door hardware, and proper fire rating, wired glazing in the doors in the fire rated corridors exceeds the allowable requirements. Existing mechanical system needs to be inspected by a mechanical engineer to verify extensive damage from corrosion, improper wiring and lack of proper continued maintenance.

All potable water fire safety systems should have proper backflow protection through RPZ valve containment in and throughout this entire building. Isolation of each required location of backflow and back siphonage shall be in accordance with Illinois EPA and 1993 Illinois Plumbing Code survey guidelines.

All electrical wiring and ceiling lighting fixtures in the basement and old section of the building on all floors and the kitchen area. There are numerous life safety issues with electrical wiring in the basement kitchen and laundry, with open wiring, loose conduit, which loses its bond and can cause severe shock; and it loses its return path.

Any and all electrical load calculations will need to be verified by an electrical engineer.

In areas of the old part of the building there is existing wiring and light fixtures from the time the building was built in 1914.

All elevators need to be brought up to current code standards.
9. Floor tile in dining room is cracked.
10. Handrails on central stairs do not meet code.
11. Exit sign on third floor, new addition is not working.
12. Third floor ceiling is not properly supported.
13. Ceiling registers and tiles need cleaning.
14. Roof on new addition needs to be replaced.
15. Windows in new addition are unsafe.
16. Penetrations through stairway wall - rated wall.
17. Old building stair area has peeling wall and ceiling paint.
18. Old building second floor cold storage area has no sprinklers, no fire alarm system, no fire extinguishers, lead paint on walls, no heat/smoke alarms, transoms above doors, no fire rating in hallway.
19. Thermostats need covers.
20. Domestic water extremely discolored throughout.
ELECTRICAL

Storage Room - Basement Area

1. Numbers - of open junction boxes, open ceiling fixtures.
2. Pump room - subpanel - 6 of 10 conduit fitting are loose - bent - piping making no bonding.
4. Boiler room - various mag. starters missing covers.
5. Air conditioner compressor room, improper wiring open junction boxes- greenfield - ????? need supports.
6. Electrical work done with plumbing fittings.
7. Conduits not supported.

Storage Room - East Basement

1. Various conduits loose connections at ceiling fixtures, etc.

Food Service Area

1. EM lighting fixture will not test.
2. Loose connecter at 3 phase Hobart equipment - receptacle, etc.
3. All junction at floor loose conduits - bonding.

Laundry Room

1. Open control box back of dryer both low and high voltages.

Dry Storage Area

1. Open T40 ceiling fixtures (2 lamp fixtures) wiring - ballast, etc.
2. Washer unit wired with 1" seal tight (over length) using fittings for bonding - open junction box, etc.
3. Whirlpool therapy - unit not protected by GFCI.
4. Mechanical room (equipment) open junction boxes, etc. at ceiling. Also open lamp at room lighting - missing proper covers.

Dining Room

1. At ceiling - track lighting needs proper support above ceiling, also exits - broken, needs replacement.

North Mechanical Room

1. Open mac. starters, etc. Also open ceiling fixtures - proper cover - globes, etc.

Janitor Closet Near Kitchen

1. Ceiling fixture missing proper cover.

Break Room

1. All electrical devices near water to be protected by GFCI.
13. Steam piping severely corrosion damaged throughout valves leaking need repaired.
14. Thermal expansion of cold system to be provided.
15. Bottom feed water heaters no backflow protection.
16. Ext. stairway drain to be dyed.
17. Lots of mold on insulation throughout.

Kitchen

1. No backflow on coffee machine hot water comes from electric water heater under counter.
2. Cooling tower no backflow protector.
3. Hand sprayer not vac breaker protected.

Hall to New Basement Addition

1. Open sanitary and ceiling penetrations.

Laundry Room

1. No backflow protection on laundry machines (E) and no lint trap on sanitary discharge from machines.
2. Multiple insulation damaged or removed from piping and piping is not identified.
3. Mop sink hose faucet requires vac break.
4. Soiled linen room open sanitary drain sink waste.

Day Room

2. Women’s restroom - water closet flush valve leaks. Not fully HC accessible.
3. Ceiling moldy in day room. Pipe leakage.
4. Drinking fountain not HC compliant.
5. Ceiling tile to be proved fire rated.
6. Tile damaged throughout ceiling.

#7 Hallway Restroom

1. Lavatory porcelain broken.

Main Dining West Exit Door

1. Extreme difficulty for elderly to open. Requires more than 15 lb. of pressure to open.
2. Exit signs taped together. Must be prepared.

Elevators

1. Not up to code. No phones emergency.

Staff Lounge

1. Drinking fountain leaks and no backflow protection on coffee machine.

Upper Floors

1. HC not fully in compliance flush valve handles wrong side foot too high, no strainer drain for lav all rooms.
2. No sprinklers in laundry room, etc.
3. Handrails not of proper size.
4. Community shower hose handle no backflow protection by passes vac breaker.
5. Pantry third floor sink leaks to floor.

**New Addition Basement**

1. Hall doors no closures and non fire labeled doors.

**Hair Salon**

1. Wash basin shampoo bowl to faucet leaks, drain leaks, no backflow protection.

**South Basement Stair and Exit**

1. No exit signs, no EM lights, no fire extinguisher, fire penetrations of pipe not sealed.

**Therapy Room**

1. Leak in roof damaged ceiling wall and floor.

**Whirlpool**

1. Water extreme discoloration due to corrosion of pipe.
2. Lav faucet leaks.

**HVAC**

1. Open wiring throughout old part.
2. Seal all holes in boiler room - fire rated.
4. Exit lights not working by dock area.
5. No hose in hose cabinet by dock area.
6. Mold around kitchen area on pipes, ceilings, etc.
7. Remove rusted metal ceiling tile in kitchen.
8. Replace missing ceiling tile in dishwashing area.

**Exterior**

1. A/C cooling tower needs extensive repair and cleaning. Possible replacement due to lack of maintenance. There is an extensive amount of mold on the ceiling towers that greatly reduces efficiency.

**GENERAL**

1. Repair pipe insulation in laundry room
2. Exit sign in dining room is not working.
3. Exhaust duct in beauty shop must be updated.
4. Ceiling tile is missing in basement level hallway; caused by leaking roof.
5. Speech therapy room ceiling panels are falling down.
6. Pipe insulation in lower mechanical room is falling.
7. Belt guard is required in mechanical room A/C unit.
8. Mold on ceiling tile in dining room.
9. Floor tile in dining room is cracked.
10. Handrails on central stairs do not meet code.
11. Exit sign on third floor, new addition is not working.
12. Third floor ceiling is not properly supported.
13. Ceiling registers and tiles need cleaning.
14. Roof on new addition needs to be replaced.
15. Windows in new addition are unsafe.
16. Penetrations through stairway wall - rated wall.
17. Old building stair area has peeling wall and ceiling paint.
18. Old building second floor cold storage area has no sprinklers, no fire alarm system, no fire extinguishers, lead paint on walls, no heat/smoke alarms, transoms above doors, no fire rating in hallway.
19. Thermostats need covers.
20. Domestic water extremely discolored throughout.
APPENDIX E

Photographs
PHOTOGRAPHIC LOG - DATA SHEET

Project:
DeK. Co. Nursing Home

Location:
2331 Sycamore Road
DeKalb, Illinois

Date:
10/8/98

Time:
P.M.

Photographer:
G.E. Hofer

Directional View:
Forward

Photo #:
19

Weather Conditions:
Indoors

Scene Description: Peeling paint in yet another old, unused room on the second floor of the Nursing Home.

Date:
10/8/98

Time:
P.M.

Photographer:
G.E. Hofer

Directional View:
Up

Photo #:
20

Weather Conditions:
Indoors

Scene Description: Deteriorated paint and drywall in an old, upstairs washroom represents a potential lead paint and asbestos concern.

Source: Phase 1 Environmental Site Assessment Report
PHOTOGRAPHIC LOG - DATA SHEET

Project:  
DeK. Co. Nursing Home

Location:  
2331 Sycamore Road  
DeKalb, Illinois

Date:  
10/8/98

Time:  
P.M.

Photographer:  
G.E. Hofer

Directional View:  
Up

Photo #:  
21

Weather Conditions:  
Indoors

Scene Description:  Cracked plaster on the ceiling, if ACBM, could represent a potential respiratory hazard.

Date:  
10/8/98

Time:  
P.M.

Photographer:  
G.E. Hofer

Directional View:  
Up

Photo #:  
22

Weather Conditions:  
Indoors

Scene Description:  Insulated pipe in a stairwell and old wall and trim paint may be of concern in this public area.

Source:  Phase 1 Environmental Site Assessment Report
PHOTOGRAPHIC LOG - DATA SHEET

Project: DeK. Co. Nursing Home
Location: 2331 Sycamore Road
          DeKalb, Illinois
Date: 10/8/98
Time: P.M.
Photographer: G.E. Hofer
Directional View: Up
Photo #: 23
Weather Conditions: Indoors

Scene Description: Paint flakes from the wall in this stairwell could entering the breathing zone and exposing passersby to lead.

Date: 10/8/98
Time: P.M.
Photographer: G.E. Hofer
Directional View: Down
Photo #: 24
Weather Conditions: Indoors

Scene Description: Nine inch tile in an old washroom is deteriorating in the moisture laden air, possibly liberating asbestos fibers.

Source: Phase 1 Environmental Site Assessment Report
PHOTOGRAPHIC LOG - DATA SHEET

Project:
DeK. Co. Nursing Home

Location:
2331 Sycamore Road
DeKalb, Illinois

Date:
10/8/98

Time:
P.M.

Photographer:
G.E. Hofer

Directional View:
Down

Photo #:
25

Weather Conditions:
Indoors

Scene Description: Exposed plaster and drywall may represent ACBM hazards during remodeling.

Date:
10/8/98

Time:
P.M.

Photographer:
G.E. Hofer

Directional View:
Down

Photo #:
26

Weather Conditions:
Indoors

Scene Description: Floor tiles that have been removed may expose asbestos from the mastic which is used to hold the tiles in place.

Independent Environmental Consultants, Inc.

Source: Phase 1 Environmental Site Assessment Report
PHOTOGRAPHIC LOG - DATA SHEET

Project: DeK. Co. Nursing Home
Location: 2231 Sycamore Road
DeKalb, Illinois
Date: [Blank]
Time: [Blank]
Photographer: [Blank]
Directional View: Forward
Photo #: 31
Weather Conditions: Indoors

Scene Description: More cellulose wrapped pipe in a different location.

Date: 10/8/98
Time: P.M.
Photographer: G.E. Hofer
Directional View: Forward
Photo #: 32
Weather Conditions: Indoors

Scene Description: The air cells in this insulation is ACBM.

Source: Phase 1 Environmental Site Assessment Report
Scene Description: Some pipe insulation that is known to be ACBM has been labeled as such.

Scene Description: More examples of ACBM pipe insulation.
PHOTOGRAPHIC LOG - DATA SHEET

Project: DeK. Co. Nursing Home
Location: 2331 Sycamore Road
DeKalb, Illinois
Date: 10/8/98
Time: P.M.
Photographer: G.E. Hofer
Directional View: Forward
Photo #: 37
Weather Conditions: Indoors

Scene Description: A very close up view of the asbestos warning label on some pipe insulation.

Date: 10/8/98
Time: P.M.
Photographer: G.E. Hofer
Directional View: Forward
Photo #: 38
Weather Conditions: Indoors

Scene Description: An ACBM boiler/heat exchanger in the basement boiler room.

Source: Phase 1 Environmental Site Assessment Report
PHOTOGRAPHIC LOG - DATA SHEET

Project:
DeK. Co. Nursing Home

Location:
2331 Sycamore Road
DeKalb, Illinois

Date:
10/8/98

Time:
P.M.

Photographer:
G.E. Hofer

Directional View:
Upward

Photo #:
39

Weather Conditions:
Indoors

Scene Description: Badly deteriorated joints such as this one should be removed immediately.

Date:
10/8/98

Time:
P.M.

Photographer:
G.E. Hofer

Directional View:
Down

Photo #:
40

Weather Conditions:
Indoors

Scene Description: Barrels of corrosive floor stripper can represent a concern if dumped or spilled.

Source: Phase 1 Environmental Site Assessment Report
PHOTOGRAPHIC LOG - DATA SHEET

Project: DeK. Co. Nursing Home
Location: 2331 Sycamore Road
          DeKalb, Illinois
Date: 10/9/98
Time: A.M.
Photographer: G.E. Hofer
Directional View: Down
Photo #: 75
Weather Conditions: Sunny, Warm

Scene Description: An old washing machine was discovered in fill material in the wooded area.

Date: 10/9/98
Time: A.M.
Photographer: G.E. Hofer
Directional View: Down
Photo #: 76
Weather Conditions: Sunny, Warm

Scene Description: Other scrap metal was observed in other areas of the wood, raising suspicions as to the extent of the dumping.

Source: Phase 1 Environmental Site Assessment Report
Scene Description: The topographic contrast between natural grade and the filled eastern woodland border.

Scene Description: This 55 gallon steel drum contains unknown liquid. An effort should be made to determine the contents and dispose of the drum.

Source: Phase 1 Environmental Site Assessment
PHOTOGRAPHIC LOG - DATA SHEET

Project:
DeK. Co. Nursing Home

Location:
2331 Sycamore Road
DeKalb, Illinois

Date:
10/24/98

Time:
A.M.

Photographer:
G.E. Hofer

Directional View:
Down

Photo #:
111

Weather Conditions:
Sunny, Warm

Scene Description: Brick, roofing and steel pipes were discovered in several Test Pits dug in fill.

Date:
10/24/98

Time:
A.M.

Photographer:
G.E. Hofer

Directional View:
Down

Photo #:
112

Weather Conditions:
Sunny, Warm

Scene Description: The excavation of TP-#4 revealed an open dump site that included white goods, glass containers, cans, and what appeared to be remnants of garbage. The presence of an old fashioned buried wheelchair suggested the origin of this dump.

Source: Phase 1 Environmental Site Assessment Report
Scene Description: A close up shows some of the items buried in TP-#7.

Scene Description: Headspace samples were checked with a PID for the presence of volatile vapors. None were detected. The small glass vials are typical of TP-#4 fill.
Deteriorated canopy over south front entrance.

Deteriorated and missing mortar.

Source: PGAV site investigation on August 19, 1999
Water stains likely from exterior.

Exposed ungrounded electrical circuit

**Source:** PGAV site investigation on August 19, 1999
Deteriorated pedestrian pathway.

Dumping of demolition and construction debris at rear of site.

Source: PGAV site investigation on August 19, 1999