



Cunningham Avenue Corridor Redevelopment Plan

Draft

September 28, 2001

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CUNNINGHAM AVENUE CORRIDOR REDEVELOPMENT PLAN

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I. INTRODUCTION

This “Cunningham Avenue Corridor Tax Increment Financing Redevelopment Plan” (hereinafter referred to as this “Redevelopment Plan”) is designated for an area of approximately 1,055± acres located generally along the east side of Cunningham Avenue from University Avenue north to Interstate 74 and along the west side of Cunningham Avenue north of Interstate 74 to the vicinity of Oaks Road/Olympian Drive (See Figure 1, Project Area Location, hereinafter referred to as the “Redevelopment Project Area”; and Figure 2, Aerial Photograph). The Redevelopment Project Area includes existing commercial and light industrial uses along Cunningham Avenue, a number of Urbana Park District properties, and the Frasca Airfield properties. The Redevelopment Project Area boundaries are more fully described in the next chapter.

PURPOSE

The overall purpose of this Redevelopment Plan is to encourage new and redeveloped commercial, light industrial, and recreational uses in the Redevelopment Project Area. This development is consistent with the Urbana Comprehensive Plan, as amended. The adoption of tax increment allocation financing (hereinafter referred to as “TIF”) enables the City of Urbana (hereinafter the “City”) to apply TIF revenues for public infrastructure and other eligible improvements within the Redevelopment Project Area.

The North Cunningham Avenue corridor and other portions of North Urbana are characterized by a pattern of aging and underdeveloped commercial and industrial uses that suffer from poor access and layout, deficient utilities, environmental contamination, obsolete platting, and land use incompatibilities. Property assessments in this area are generally declining or stagnant, and lag behind assessments elsewhere in the City. Encouraging redevelopment in the North Cunningham Avenue corridor can help this area to revitalize as an active commercial/light industrial corridor and provide additional retail sales opportunities and tax revenues to the City.

To the south of Interstate 74, the Cunningham Avenue corridor is characterized by older, underutilized or vacant commercial properties with shallow frontage and difficult access onto and from Cunningham Avenue. This area is in need of improved access, lot consolidation, and beautification efforts for commercial redevelopment that is complementary to downtown Urbana to the south. To the east of the Cunningham Avenue corridor are a number of Urbana Park District properties that can benefit from site improvements, further development and improved connections to nearby residential areas. To the north of Interstate 74, the Cunningham Avenue corridor is suitable for additional commercial and light industrial uses by taking advantage of the proximity of the Interstate 74/Cunningham Avenue (U.S. Route 45) interchange and of Frasca Airfield. A major east-west arterial known as “Olympian Drive” is planned just to the north of such area and will provide future connections to Champaign and Interstate 57.

Revitalization of Urbana’s commercial and industrial sectors is vital to the future health and well-being of the City. Due to the presence of the University of Illinois at Urbana-Champaign, the City has a disproportionately high percentage of its land area in tax-exempt status. At the

FIGURE 1.

PROJECT AREA LOCATION

FIGURE 2. AERIAL PHOTOGRAPH

same time, the majority of local sales tax generating uses are located in commercial areas in the City of Champaign. As a result, Urbana's sales tax per capita lags far behind Champaign's and its real estate tax rate is the highest in Champaign County. By helping to encourage commercial revitalization in this corridor, the City can help to capture more retail sales and provide more retail choice for its residents. Redevelopment of light industrial uses in this area will also help the local economy by providing jobs and encouraging investment. These increased and revitalized commercial and industrial opportunities will help to strengthen and diversify the tax base of all the local taxing districts having taxable property in this area.

The City of Urbana takes pride in the high level of services it provides to its residents, including award winning schools and parks. This Redevelopment Plan will help to provide for the enhancement of recreational and outdoor educational opportunities in the northeast Urbana area, increased job training programs for local industry, and improvements to fire protection capabilities due to improved road conditions, additional water line construction, improved hydrant placement and greater water pressure.

The Redevelopment Project Area is lacking in or has deficient urban infrastructure in the form of municipal utilities, access roadways and drainage facilities. The purpose of this Redevelopment Plan is to address the problems and conditions that qualify the Redevelopment Project Area as a "blighted" area pursuant to the Tax Increment Allocation Redevelopment Act of the State of Illinois, as supplemented and amended (hereinafter, the "Act"). Without TIF, it is unlikely that the resources necessary to facilitate the redevelopment of the Redevelopment Project Area and the elimination of factors qualifying the Redevelopment Project Area as a "blighted" area can be generated.

BACKGROUND

TIF is a financing mechanism that is available to Illinois municipalities to encourage local economic development and redevelopment. TIF relies upon the increased assessed values and incremental taxes generated by new development and redevelopment occurring within the Redevelopment Project Area to pay the costs of TIF-eligible projects. TIF is used to facilitate the development and redevelopment of blighted, unproductive areas that may be devoid of any economic development potential without the "jump-start" that can occur with TIF funded improvements.

TIF relies only upon increases in the assessed valuation of each taxable lot, block, tract or parcel of real property in the Redevelopment Project Area and does not rely upon, or otherwise negatively affect, the existing tax base of the local taxing districts. TIF provides for the reinvestment of any increases in incremental tax revenues occurring within the Redevelopment Project Area back into the Redevelopment Project Area for a set period of time no longer than 23 years. During this time, other local taxing districts (including the City) do not enjoy the benefit of any incremental tax increases collected within the Redevelopment Project Area. More specifically, TIF generates revenues by allocating incremental real estate tax revenues derived from increased assessed values to the TIF Fund in lieu of being disbursed to the various other local taxing districts. All local taxing districts continue to receive tax revenues based upon the assessed value of each taxable lot, block, tract or parcel of real property within the Redevelopment Project Area at the time TIF is adopted. Tax rates remain unaffected and are levied as deemed appropriate by each of the local taxing districts.

The assessed valuation of the Redevelopment Project Area at the time TIF is established is termed the “base year” assessment. All increases in assessed value on each parcel within the Redevelopment Project Area above the “base year” assessment are taxed in the same manner and at the same rate as if the parcel were not in the Redevelopment Project Area. However, incremental tax revenues generated from the increased assessed valuation above the “base year” assessment are placed in a TIF Fund and must be spent in conformance with this Redevelopment Plan and the Act. The amount paid by an individual taxpayer on a parcel is no different whether the parcel is in or out of the Redevelopment Project Area. It is the allocation of incremental taxes between the TIF Fund and the other local taxing districts (including the City) that is altered upon adoption of TIF.

TIF has become an increasingly popular economic development tool in Illinois since the enabling legislation therefore in 1977. The total number of redevelopment project areas jumped from 26 established between 1977 and 1984, to 177 established between 1987 and 1994, to 134 established between 1994 and 1999. As of 2000, the Illinois Tax Increment Association reported that a total of 660 redevelopment project areas had been established by 296 municipalities in Illinois. Between 1977 and 1996, the types of redevelopment project areas in Illinois can be classified as follows: Mixed Development (43%), Central Business District (24%), Industrial (15%), Mall / Commercial (13%), and Housing (6%).

PLANNING PROCESS

Advance planning for the Redevelopment Project Area was initiated by the City of Urbana in late 1999. At that time, the consulting firm of Peckham Guyton Albers and Viets, Inc. (PGAV) was retained to investigate the eligibility for establishing a redevelopment project area. The area covered by this initial investigation is depicted in Figure 3, Original Study Area Boundaries. It included approximately 3,620 acres.

The following concerns prompted the initial PGAV feasibility study:

- potential funding for long-term improvements and extension of Olympian Drive, as a major arterial to ultimately connect Cunningham Avenue (U.S. Route 45) with Interstate 57.
- funding for other circulation needs in the area, including improvements to Lincoln Avenue, Airport Road, and North Cunningham Avenue. Circulation improvements are needed to provide adequate east-west access (i.e., by extending Airport Road) and to serve future development in the area.
- public improvements associated with redevelopment of the north quadrants of the Cunningham Avenue/Interstate 74 interchange, as a critical commercial node for the City.
- “brownfield” redevelopment of older industrial sites along North Lincoln Avenue through lot consolidation, site clean-up and marketing efforts.

FIGURE 3, ORIGINAL STUDY AREA BOUNDARIES

- Corridor beautification, lot consolidation, marketing, façade improvements for redevelopment of commercial properties along Cunningham Avenue.
- Provision of additional flexibility for TIF funding through connection of the proposed Redevelopment Project Area to the boundaries of existing Urbana TIF Districts.
- Implementation of Comprehensive Plan improvements.

On September 5, 2000, the Urbana City Council passed Resolution No. 2000-08-021R, providing for the preparation of a Feasibility Study for the North Urbana Tax Increment Financing District and declaring an intent to reimburse certain redevelopment project costs (a copy of which is included in Appendix A). This Resolution provided for the financial inducement of development and redevelopment within the area consistent with the anticipated Redevelopment Plan in order to encourage investment in the area that would not otherwise occur. The Resolution was forwarded to all local taxing bodies as an early notification of the feasibility study was about to be undertaken.

The Feasibility Study was completed in January, 2001, and was distributed to the Urbana City Council, affected taxing bodies and interested property owners. This study broke the Study Area down into three subareas (See Figure 4), one along North Cunningham Avenue south of the Interstate (Subarea 1), one along North Cunningham Avenue north of the Interstate (Subarea 2), and one along North Lincoln Avenue (Subarea 3).

The Feasibility Study concluded that the three subareas evaluated, both individually and collectively, met the criteria for “blight”, as defined and set forth in the Act. The Feasibility Study provided detailed descriptions of the qualifying criteria and block-by-block qualification analysis. The Feasibility Study also included projections for estimated tax increment in the potential Redevelopment Project Area under two build-out scenarios. Under this analysis, projected cumulative tax increment over a possible 23-year lifespan of the Redevelopment Project Area could range from \$66 to \$105 million dollars. This tax increment could support redevelopment project costs between \$13.7 and \$33.5 million dollars.

Since completion of the Feasibility Study, the City has sought to annex properties that were evaluated in the Feasibility Study and which could benefit from redevelopment activities. A number of eligible properties have since been annexed into the City or are in the process of being annexed. The City has also met with other local taxing bodies to review concerns about redevelopment in the area and to incorporate redevelopment projects that are consistent with the Act and with the goals and objectives of these taxing bodies.

The proposed Redevelopment Project Area for the North Cunningham Avenue Corridor incorporates the annexed portions of the previously evaluated Subareas 1 and 2, along with a number of additional properties to the east of Cunningham Avenue that involve public park and related recreational activities. A revised Feasibility Study has been prepared to address the reconfigured Subareas 1 & 2 and to incorporate certain Urbana Park District properties. (See Figure 5). A total of 1,055± acres and 132 parcels are included in the proposed Redevelopment Project Area. It is anticipated that a separate Redevelopment Plan will be prepared for the North Lincoln Avenue Subarea in the next 12 months.

FIGURE 4. ORIGINAL SUBAREAS

FIGURE 5. REDEVELOPMENT PROJECT AREA PARCEL/BOUNDARY MAP

A proposed schedule for the adoption of this Redevelopment Plan, the establishment of the Redevelopment Project Area, and the adoption of TIF is included in Appendix B. The updated Feasibility Study is included in its entirety as Appendix C. The original Feasibility Study is on file with the Urbana City Clerk.

Residential Impact

The Act requires that special notice of a public meeting be provided if the proposed redevelopment plan or project area would result in the displacement of residents from 10 or more inhabited residential units or if a redevelopment project area contains 75 or more residential units. A housing impact study would also be required under the Act for any displacement of residents from inhabited residential units.

The proposed Redevelopment Project Area contains five or fewer inhabited residential units and this Redevelopment Plan will not result in the displacement of any residents from inhabited residential units. Pursuant to the Act, the City is required to certify that there will not be any displacement of residents from inhabited residential units as a result of this Redevelopment Plan.

DISPLACEMENT CERTIFICATE

The City hereby certifies that this Redevelopment Plan will not result in the displacement of residents from inhabited units under Section 11-74.4-3(n)(5) of the Act.

Joint Review Board

Prior to the adoption of an Ordinance establishing a Redevelopment Project Area, the City must convene a Joint Review Board. The Joint Review Board is to consist of a representative selected by each community college district, local elementary school district, high school district or local community unit school district, park district, library district, township, fire protection district, and county that has authority to directly levy taxes on the property within the proposed Redevelopment Project Area; plus a representative selected by the City; and a public member. If the Redevelopment Project Area contains 75 or more inhabited residential units or would involve the removal of 10 or more inhabited residential units, the public member must be a resident of the area. As noted above, the proposed Redevelopment Project Area contains five or fewer inhabited residential units.

The Joint Review Board is required to meet no sooner than 14 days or later than 28 days after the mailing of notice by the City to all of the local taxing districts as required by Section 11-74.4-6 of the Act. The Joint Review Board is required to submit its recommendation to the City regarding whether the Redevelopment Project Area and this Redevelopment Plan satisfy the objectives of the Act, the Plan requirements and the eligibility criteria defined in Section 11-74.4-3 of the Act.

Public Hearing

Pursuant to the Act, the City must make a copy of this Redevelopment Plan available for public inspection and must pass an ordinance or resolution fixing a time and place for public hearing on the proposed designation of the Redevelopment Project Area and approval of the Redevelopment Plan. Legal notice regarding the public hearing must be published and sent to all local taxing districts, to the Illinois Department of Commerce and Community Affairs, and to all property owners within the Redevelopment Project Area. This public hearing has been scheduled for December 3, 2001.

Adoption

Following recommendation of the Joint Review Board and the public hearing on the Redevelopment Plan, the related Redevelopment Projects, the Redevelopment Project Area, and the adoption of TIF, the City Council may undertake the formal adoption thereof by one or more ordinances, which are required to be filed with the Champaign County Clerk.

II. REDEVELOPMENT PROJECT AREA DESCRIPTION

The Redevelopment Project Area is located in the northern portion of the City, generally along both sides of Cunningham Avenue from University Avenue north to Olympian Drive. The 1,055-acre area is generally bounded by Olympian Drive and Oaks Road on the north, parcels east of Cunningham Avenue and Interstate 74 on the east, University Avenue on the south, and parcels west of Cunningham Avenue and Willow Road on the west. A map showing the area boundary is shown in Figure 5. A legal description for the boundary of the Redevelopment Project Area is included in Appendix D. Tax parcel maps are included in Appendix E.

Major roadways in the area include Interstate 74, Cunningham Avenue (U.S. Route 45), and University Avenue (U.S. Route 150). Other east-west roadways include Kerr Avenue, Perkins Road, Airport Road, Oaks Road, and Olympian Drive. Willow Road runs north-south north of Interstate 74. The Boneyard Creek and Saline Branch drainageways extend generally west-east in the southeastern portion of the area, between University Avenue and Perkins Road.

The Redevelopment Project Area consists of a mixture of older commercial and industrial areas and adjacent undeveloped lands. Much of the area was developed while under the jurisdiction of the County and was not built to current urban development and building codes. South of Interstate 74, the area is characterized by older shallow lot commercial developments that do not meet current access requirements or commercial design standards. The recreational sites to the east are hampered by poor road conditions, presence of floodplain, and residual dumping from a former landfill site. To the north of Interstate 74, the area suffers from irregular lotting patterns, poor road conditions, and limited availability of urban infrastructure in the form of sanitary sewers, municipal water, and storm drains. Localized flooding is common in this area and is a detriment to investment. The lack of a continuous east-west roadway hampers access and emergency response north of the Interstate.

Land uses in the area include a variety of “strip-style” commercial uses, an older neighborhood shopping center featuring discount stores, contractor supplies and showrooms, construction equipment rentals, a general merchandiser common to rural areas (“Farm and Fleet”), warehouses, self-storage facilities, a private airport (Frasca Airfield) and associated office uses, and a hotel/conference center (“Park Inn”). In addition, a number of vacant and previously developed parcels are located in the area. Generalized existing land uses are shown in Figure 6. Photographs typifying the area are included in Figure 7.

While the area as a whole shows little investment, a major commercial development is being undertaken at the northwest corner of the intersection of Interchange 74 and Cunningham Avenue, due in material part to the proposed establishment of this Redevelopment Project Area. This development involves the relocation and reconstruction of the “Farm and Fleet” general merchandise store and the relocation and expansion of the University Auto Park (“O’Brien” site) from the northwest corner of University Avenue and Cunningham Avenue (just south of the Redevelopment Project Area) to this site. This development will create new commercial sites at the existing auto sales location just south of the proposed area within the City’s downtown Redevelopment Project Area.

The City played a key role in bringing the property owners together to create the site of this commercial development by providing for the relocation of a solid waste company office

FIGURE 6. EXISTING LAND USES

FIGURE 7. AREA PHOTOGRAPHS

(“Central Waste”) existing on such site in order to relocate and rebuild the “Farm and Fleet” store and to relocate the University Auto Park facility on this larger site. The City and the County of Champaign also assisted in providing for necessary access and roadway improvements for this development. The Development Agreements for this project, including documentation of the developer’s reliance on TIF, are included in Appendix F. The Resolution contained in Appendix A also includes provisions for redevelopment inducement as a part of the designation of the Redevelopment Project Area. Appendix G includes Annexation Agreements and petitions for properties included in the Redevelopment Project Area that have recently or are soon to be annexed into the City. All properties must be annexed to the City prior to adoption of TIF in order to be included in the Redevelopment Project Area.

LAND USE PLAN DESIGNATIONS

The land use plan maps of the City of Urbana Comprehensive Plan (1982) and Extra-Territorial Jurisdictional Area Plan (1993), as amended, depict future land use designations for the Redevelopment Project Area. These maps are compiled as Figure 8. As shown, the area is planned for a mixture of commercial, recreation, industrial, and airport uses. These land uses are generally reflective of current and anticipated uses for the Redevelopment Project Area. This Redevelopment Plan will assist in the implementation of the City’s Comprehensive Plan by encouraging the development and redevelopment of the area consistent with such established land use designations. The Redevelopment Plan is also consistent with relevant goals, objectives, and policies of the Comprehensive Plan, as described in Chapter IV.

The City of Urbana is currently undertaking a major update to its Comprehensive Plan, to be known as the “Comprehensive Plan 2002”. This effort is in its early phases. A report on the Existing Conditions of the planning area has been prepared and a number of neighborhood visioning workshops will be underway in Fall 2001. As a component of this effort, the greater North Urbana Area will be the subject of a special area plan to be prepared under the auspices of a planning grant that has been tentatively awarded by the Illinois Department of Commerce and Community Affairs.

STREET AND HIGHWAY PLAN DESIGNATIONS

The Street Classification Map of the Urbana Comprehensive Plan, as amended, and the “C-U in 2030” Transportation Plan prepared by the Champaign-Urbana Urbanized Area Transportation Study (CUUATS) depict Cunningham Avenue, University Avenue, and Interstate 74 as major arterials; Airport Road as a minor arterial; and Kerr Avenue and Perkins Road as collectors. (See Figure 9). The Capital Improvement Plan also shows Willow Road north of Interstate 74 and Anthony Drive east and west of Cunningham Avenue as collectors. Revisions to such roadway plans are possible through the Comprehensive Plan 2002 process.

ZONING DESIGNATIONS

As shown in the Urbana Zoning Map (Figure 10), the Redevelopment Project Area has a variety of zoning classifications, including General Business (B-3); Industrial (IN); Conservation-Recreation-Educational (CRE); and Agriculture (AG). Under the terms of approved Annexation Agreements for the Frasca Airport properties, much of the area north of Interstate 74 currently

FIGURE 8. COMPREHENSIVE PLAN LAND USE MAP

FIGURE 9. COMPREHENSIVE PLAN ROADWAY DESIGNATIONS

FIGURE 10. ZONING DESIGNATIONS

having an Industrial classification is required to be rezoned to an “Airport” zoning classification, once such a classification is added to the Urbana Zoning Ordinance.

Properties that are not yet annexed into the City of Urbana will be zoned to the B-3, IN, or CRE designation depending upon the intended use (see Annexation Agreements in Appendix G).

CAPITAL IMPROVEMENT PLAN

The City of Urbana Capital Improvement Plan (CIP) includes a number of roadway and other public works projects within the Redevelopment Project Area. Intersection improvements to the intersection of Cunningham Avenue and University Avenue (known as “Five Points”) are currently underway. The State of Illinois in conjunction with Champaign County and the City is also planning improvements to the Interstate 74/Cunningham Avenue/Anthony Drive area in response to the commercial development of the northwest corner of this intersection for relocation of an auto dealership and associated commercial uses. Improvements to the Cunningham Avenue/Airport Road intersection are also planned. The CIP also shows pavement construction for developments along the east and west side of Cunningham Avenue in the vicinity of this redevelopment project. Other roadway improvements shown in the CIP include Airport Road west and east of Cunningham Avenue and oil and chip improvements to Willow Road north and south of Interstate 74.

Sidewalks are shown as not yet constructed along portions of Cunningham Avenue, Perkins Road, University Avenue, and Willow Road and along the entire length of Airport Road. Sidewalks are also lacking along Oakland Avenue, Thompson Street, Kenyon Road, and Anthony Drive. There is no street lighting along Perkins Road, Kenyon Road, Anthony Drive, Willow Road, and Airport Road; along University Avenue, Oakland Avenue, and Thompson Street east of Cunningham Avenue; and along Cunningham Avenue north of the Interstate. Also shown in the CIP for improvements is a City storm sewer line along Oakland Avenue and extending south to Kerr Avenue.

These improvements are indicated on CIP maps as identified needs or deficiencies. Construction for some but not all of these improvements is indicated within the next ten years, according to the CIP.

OTHER INFRASTRUCTURE PLANS

Sanitary Sewers

Sanitary sewer service in the Redevelopment Project Area is provided by the Urbana-Champaign Sanitary District (the “District”). As properties are annexed, the City assumes the responsibility for the maintenance and replacement of collector sewer lines, while the interceptor sewers remain the responsibility of the District. The District maintains two treatment facilities, one in Urbana located along east University Avenue known as the “Northeast Plant” and one in Champaign known as the “Southwest Plant.” The Northeast Plant is located within the Redevelopment Project Area. Extension of sanitary sewer service by the District occurs at the time of development. The District policy requires the developer to construct the size pipe needed to serve the proposed development and the District pays for any oversizing and deepening that may be needed to serve the larger area.

The Sanitary District is currently undertaking a long-range facility planning process. This process involves an update to the planning for the service area and the treatment plant. A draft of such long range plan is currently under review. The objectives of the service area planning effort are: 1) to identify growth areas and develop population projections to help size the capacity of treatment facilities over the next 20 years, and 2) to determine the sewer routing and sizing of interceptor sewer extensions to best serve the growth areas identified.

Some amount of growth in the northern portion of Urbana and Champaign would be accommodated by extension of existing interceptors as part of the proposed Northern Champaign & Urbana Interceptor Extensions (Figure 11). However, existing interceptors did not anticipate build out in certain sub-basins, which will limit the ability of the extensions to accommodate future growth in this area. The projected cost of the Northern Champaign & Urbana Interceptor Extensions for all sub-basins would cost close to \$16 million (Urbana's portion of this cost would be approximately \$8.1 million).

Water

Municipal water treatment and distribution in Urbana is provided by a private company, Illinois-American Water Company (formerly Northern Illinois Water Company). Illinois-American Water Company extends water lines and service at cost and upon customer demand. In the northern portion of the Redevelopment Project Area, water is provided by individual private wells. As development occurs, coordination of water extensions and looping of water mains is important to ensure system redundancy and adequate fire protection in the form of fireflows (i.e., size and pressure) and hydrant spacing. These requirements are addressed in the Urbana Subdivision and Land Development Code, which requires a maximum hydrant spacing of no more than 500 feet.

Illinois-American is currently undertaking a comprehensive facility planning process. The results of this five-year plan will be coordinated with and incorporated into Urbana's Comprehensive Plan 2002 process. The future availability of water mains and service lines north of Interstate 74 will have a significant effect on development patterns in this area. Major planned improvements include a northern loop in the vicinity of the proposed Olympian Drive roadway.

Stormwater Drainage

Stormwater drainage in the Redevelopment Project Area is accommodated through a system of storm sewers, detention basins, farm tiles, roadside ditches, and open swales. Storm sewers in the corporate limits of Urbana are constructed for and maintained by the City. Drainage facilities in portions of the Area are under the jurisdiction of Saline Branch, Hensley, and Beaver Lake Drainage Districts. These drainage districts were originally organized to provide for the drainage of agricultural land, but they also serve to discharge stormwater from the City. When drainage district improvements are made, the City and the citizens living within the drainage district are assessed a share of the costs based upon the benefits received.

New subdivisions in Urbana are required to construct storm sewers and to provide detention in accordance with the Urbana Subdivision and Land Development Code. However, some

FIGURE 11. SANITARY SEWER INTERCEPTOR PLAN

developed areas in Urbana, including much of the Redevelopment Project Area, were developed prior to these code requirements and do not have storm sewers or detention basins. This results in some areas of localized flooding during storm events.

III. QUALIFICATION OF REDEVELOPMENT PROJECT AREA

ELIGIBILITY CRITERIA

Under the Act, the Redevelopment Project Area must qualify as a “blighted” area or “conservation” area or combination thereof, based upon criteria set forth in the Act. In addition, this Redevelopment Plan must be targeted toward eliminating the conditions that qualify the Redevelopment Project Area as a “blighted” area, “conservation” area or combination thereof. The Redevelopment Project Area must also be contiguous and in excess of one-half acre in size.

The Redevelopment Project Area qualifies as a “blighted” area as more fully detailed in the Feasibility Study included herewith as Appendix C. The definitions and criteria utilized herein below are as set forth in the Act.

Definition of "Vacant"

The Act defines “vacant land” as any parcel or combination of parcels of real property without industrial, commercial and residential buildings which have not been used for commercial agricultural purpose within five years prior to the designation of the redevelopment project area, unless such parcel is included in an industrial park conservation area or such parcel has been properly subdivided.

Criteria for "Blight" in Vacant Areas

If a property is vacant land, the sound growth of the Redevelopment Project Area is required under the Act to be impaired by a combination of two or more of the following factors, each of which is required under the Act to be present to a meaningful extent and each of which is reasonably distributed throughout the vacant part of the Redevelopment Project Area to which it pertains:

- a. obsolete platting of vacant land
- b. diversity of ownership of vacant land
- c. tax and special assessment delinquencies on such land
- d. deterioration of structures or site improvements in neighboring areas adjacent to the vacant land
- e. the area has incurred Illinois or U.S. Environmental Protection Agency remediation costs
- f. a decline of the equalized assessed valuation of the proposed redevelopment project area for at least three of the last five years or an increase at an annual rate less than the balance of the City for at least three of the last five years

Alternatively, the sound growth of the Redevelopment Project Area is required under the Act to be impaired by one of the following factors that has documented presence to a meaningful extent and that is reasonably distributed throughout the vacant part of the Redevelopment Project Area to which it pertains:

- a. the area consists of an unused quarry, quarries, mines, or strip mine ponds
- b. the area consists of unused rail yards, rail tracks or railroad rights-of-way
- c. the area, prior to its designation, is subject to chronic flooding that adversely impacts on real property in the area, as certified by a registered professional engineer or appropriate regulatory agency
- d. the area consists of an unused or illegal disposal site containing earth, stone, building debris, or similar materials that were removed from construction, demolition, excavation, or dredge sites
- e. the area is between 50 to 100 acres in size, 75% vacant, shows certain deleterious qualities, and was designated as town center before 1982, but not developed for that purpose
- f. the area qualified as a blighted improved area immediately prior to becoming vacant, unless there has been substantial private investment in the immediately surrounding area.

Criteria for "Blight" in Improved Areas

If property is improved, the improved industrial, commercial, and residential buildings or improvements are required under the Act to be detrimental to the public safety, health or welfare because of a combination of five or more of the following factors each of which are documented to be present to a meaningful extent and which are reasonably distributed throughout the improved part of the redevelopment project area:

- a. dilapidation
- c. obsolescence
- d. deterioration
- e. presence of structures below minimum code standards
- f. illegal use of individual structures
- g. excessive vacancies
- h. lack of ventilation, light or sanitary facilities
- j. inadequate utilities
- k. excessive land coverage and overcrowding of structure and community facilities
- l. deleterious land use or layout
- m. environmental clean-up
- n. lack of community planning
- o. decline or sub-par trend in equalized assessed valuation for at least three of the last five years

Conservation Area

A “conservation” area is considered to be not yet “blighted”, but subject to future “blight” due to the presence of certain factors that are detrimental to the public safety, health, morals or welfare. To qualify as a “conservation” area, 50% or more of the structures in the area must be 35 years of age or more, plus three or more of the following factors must be present:

- a. dilapidation
- b. obsolescence
- c. deterioration

- d. presence of structures below minimum code standards
- e. illegal use of individual structures
- f. excessive vacancies
- h. lack of ventilation, light, or sanitary facilities
- j. inadequate utilities
- k. excessive land coverage and overcrowding of structures and community facilities
- l. deleterious land use or layout
- m. lack of community planning
- n. remediation costs incurred
- o. declining or sub-par trend total equalized assessed valuation for at least three of the last five years

QUALIFICATION SURVEY SUMMARY

An initial Tax Increment Financing Feasibility Study was prepared by PGAV for a larger area in north Urbana in January 2001 (see Figure 3). This study looked at both the eligibility and the financial feasibility for designation of Redevelopment Project Area(s) in north Urbana.

The Redevelopment Project Area as now proposed is the subject of an updated eligibility report prepared by PGAV in September, 2001, a copy of which is included in its entirety as Appendix C. This report includes a discussion of the statutory basis for tax increment financing, the basis for eligibility of the Redevelopment Project Area and findings thereto, a qualification analysis key map, summary of blighting/ conservation factors by block, trends in equalized assessed valuation by parcel, and detailed matrices showing blighting/conservation factors by block.

CONCLUSIONS

The PGAV eligibility report concludes that:

1. The Area as a whole meets the statutory requirements as a “blighted” area. The factors necessary to make this finding are present to a meaningful extent and are reasonably distributed throughout the Area.
2. The Redevelopment Project Area exceeds the statutory minimum size of 1-1/2 acres.
3. The Redevelopment Project Area contains contiguous parcels of real property.
4. It is reasonable to expect that all properties included in the Redevelopment Project Area would substantially benefit from being included in the Area.
5. The proposed Redevelopment Project Area, as a whole, has not been subject to growth and development through investment by private enterprise and such growth and development would not reasonably be anticipated to occur without public assistance. This is evidenced by the fact that the total Equalized Assessed Valuation (EAV) of the Area has not kept pace with the balance of Urbana during at least three of the last five years.

IV. REDEVELOPMENT PLAN GOALS AND POLICIES

REDEVELOPMENT PLAN GOALS

This Redevelopment Plan includes the following broad goals and objectives for the Redevelopment Project Area.

1. *TO ELIMINATE THOSE CONDITIONS WHICH QUALIFY THE REDEVELOPMENT PROJECT AREA AS “BLIGHTED”*

The Redevelopment Project Area qualifies as a “blighted” area due to a number of factors, including: deterioration of buildings and site improvements; structures below minimum code standards; excessive land coverage; substandard or lacking utilities, including storm, sanitary sewers, and water supply; deleterious land use or layout; lack of community planning; and equalized assessed valuation trends below par for the City. In addition, some areas were also found to have flooding, environmental contamination, and dumping of debris. Implementation of this Redevelopment Plan will address and eliminate these qualifying factors through drainage and utility improvements, redevelopment of properties, roadway and access improvements, and application of updated community planning and building and subdivision ordinance requirements.

2. *TO FACILITATE THE DEVELOPMENT AND REDEVELOPMENT OF COMMERCIAL AND INDUSTRIAL USES ALONG THE CUNNINGHAM AVENUE CORRIDOR IN NORTH URBANA*

This Plan is designed to facilitate the development and redevelopment of commercial, light industrial, and airport-related uses along the North Cunningham Avenue corridor between University Avenue and Olympian Drive in the Redevelopment Project Area, and provide a mechanism to help finance major sanitary sewer, water distribution, roadway, and stormwater drainage facilities as they are needed.

3. *TO FACILITATE THE IMPROVEMENT OF PARK AND RECREATION FACILITIES IN NORTH AND EAST URBANA*

This Plan is designed to facilitate the development and improvement of park and recreation facilities in the northeast Urbana area, including Chief Shemauger Park, AMBUCS Park, and the Judge Webber Park Site (known as the “Dog Park” site), and to facilitate pathway connections between these locations. The public park and recreation improvements will be of use for residents in this part of Urbana and for the community at large.

4. *TO STRENGTHEN THE TAX BASE FOR THE BENEFIT OF THE ENTIRE COMMUNITY*

Currently, the City of Urbana is lacking strength in its commercial and industrial tax base. The importance of tax and job-generating commercial and industrial uses is heightened by the very high percentage of the City that is in tax-exempt property,

including the University of Illinois at Urbana-Champaign. The resulting high property tax rate, relative to other local communities, is a disincentive to investment in Urbana. In recent years, the City of Champaign has been successful in drawing more sales tax dollars away from Urbana due to major new commercial developments in north Champaign. Encouragement of increased sales and property-tax generating development in Urbana in locations such as the Redevelopment Project Area are needed to strengthen the City's tax base, hold the City's tax rate down, and provide increased local consumer and job choice opportunities. Significant benefits will accrue to all local taxing districts over the long term.

5. TO CREATE A TIF PROGRAM THAT IS BENEFICIAL TO ALL LOCAL TAXING DISTRICTS WITH MINIMAL FISCAL IMPACT

This Redevelopment Plan and the Redevelopment Projects have been developed to minimize any potential negative effects on other local taxing districts and to maximize potential long-term benefit. This Redevelopment Plan focuses on commercial and light industrial development, rather than service-demanding residential development. The Redevelopment Plan includes components to assist local taxing districts in the form of job training benefits and programs and improvements to public park and recreation facilities in the area.

2. TO IMPLEMENT THE URBANA COMPREHENSIVE PLAN

The City of Urbana is currently undertaking a major update to its Comprehensive Plan, called "Urbana Comprehensive Plan 2002". One element of this update will be a special area plan for north Urbana, including the Redevelopment Project Area. The Redevelopment Plan will help to implement the Comprehensive Plan by encouraging the development and redevelopment of land uses consistent with the Planned Land Use Map and by providing a mechanism for more specific improvements that may be recommended by the special area plan.

URBANA COMPREHENSIVE PLAN POLICIES

This Redevelopment Plan is in conformance with the goals and policies of the 1982 Urbana Comprehensive Plan and the 1993 Extra-Territorial Jurisdictional Area Plan. Relevant goals and policies from these plans include the following:

Overall Goals and Objectives

Goal 1.200 To protect, and to the extent possible, improve the quality of the environment for present and future generations.

Objective 1.230 Encourage infill development of vacant and under-utilized land within the City limits, with emphasis on downtown where appropriate.

Goal 1.300 To ensure that financial resources required to provide the City's residents with needed services and facilities are available and will continue to be available in the future.

Goal 1.400 To improve and maintain the developed portions of the City including the existing housing stock, the older residential neighborhoods, and the commercial areas with special emphasis on the downtown area.

Objective 1.410 Promote the redevelopment and conservation of urbanized areas.

Land Development Accountability

Goal 3.600 To assign the costs of development to those who receive its benefits.

Objective 3.610 Encourage appropriate units of government to undertake cooperative capital improvements programming in designated growth and renewal areas.

Policy 3.611 Designate neighborhood redevelopment areas and provide incentives for privately financed renewal in these areas.

Fiscal Impacts

Goal 4.100 To increase sources of municipal revenues required to continue providing existing and future increased levels of municipal services.

Objective 4.110 Increase the proportion of land uses which produce municipal revenues equal to, or in excess of, the cost of required services.

Policy 4.111 Promote mixtures of compatible uses, improvements in services and facilities, aesthetics and public convenience, in existing commercial and industrial developments.

Policy 4.113 Facilitate expansion plans of local businesses, commercial and industrial concerns.

Goal 4.200 To minimize tax increases or service reductions caused by inflation.

Objective 4.210 Promote commercial and industrial developments which are compatible with the character, environment and resources of the community.

Economic Development

Goal 6.100 To increase and diversify the tax base of the City of Urbana.

Objective 6.110 Encourage the promotion of commercial and industrial development which is compatible with the character, environment and resources of the community.

Goal 6.200 To capitalize on the existing economic, educational, environmental and personnel resources that Urbana has to offer businesses and industries.

Objective 6.210 Increase the awareness of potential developers, investors, and visitors of the special attributes which are incentives to locating, investing, staying and expanding, or visiting Urbana.

Policy 6.212 Use the identified resources to sell potential investors on the desirability of locating or staying and expanding in Urbana.

Policy 6.213 Identify factors that inhibit compatible economic growth and mitigate or eliminate their impact.

Goal 6.300 To achieve a proactive stance towards economic development that will be viewed in a positive manner by potential investors.

Objective 6.310 Improve Urbana's image as a community that welcomes and aggressively pursues compatible economic development.

Policy 6.311 Identify potential financial and developmental incentives that the City Council is willing to offer developers to promote commercial and industrial development.

Policy 6.314 Investigate the use of economic development tools such as the creation of small business investment corporations, financing techniques for venture capital, creation of high technology industrial parks, and the development of incubator sites for new businesses and industries.

Goal 6.600 To arrest the spread of blighting factors throughout the City that detract from property values and discourage economic development.

Objective 6.610 Promote activities that will arrest the spread of deterioration in established commercial and industrial areas.

Policy 6.611 Survey the City to identify blighted industrial and commercial areas; integrate information with similar material which may be available from other sources.

Goal 6.700 To support the retention and expansion of existing businesses and industries located in Urbana.

Objective 6.710 Adopt policies and make decisions that support existing businesses and industries.

Policy 6.712 Make available financial incentives to encourage local commercial and industrial expansion.

Goal 6.800 To develop a comprehensive, cohesive approach to economic development for the City.

Objective 6.810 Encourage cooperative efforts to promote economic development.

Policy 6.811 Achieve a policy commitment from the City Council that encourages economic development.

Policy 6.812 As an implementation tool of the Comprehensive Plan, prepare a comprehensive economic development plan for the City that sets the level of economic growth to be pursued by the City.

Policy 6.813 Actively work with all concerned groups to achieve their commitment to a unified approach to developing and implementing an economic development plan for the City.

Transportation

Goal 7.100 To provide for the safe, efficient and cost effective movement of people and goods within, through and around the City.

Objective 7.130 Consider both measurable benefits such as improved safety, fuel efficiency, and travel time and more subjective benefits such as aesthetics and level of convenience when evaluating transportation improvements.

Policy 7.131 Promote transportation improvements to areas suitable for development and redevelopment.

Sanitary Sewers

Goal 8.100 To provide for the collection and disposal of sanitary sewage as required to protect people and their environment.

Objective 8.110 Upgrade sanitary sewer service in the developed areas of the City.

Policy 8.111 Give priority to sanitary sewer improvements in developed areas where existing facilities do not meet standards of quality and service.

Storm Sewers

Goal 9.100 To protect life and property from storm and flood water damage.

Objective 9.110 Provide continuity of service and uniform protection from flooding to all residents throughout the City.

Policy 9.111 Improve storm sewer facilities in developed areas as part of the conservation and redevelopment of these areas.

Open Space

Goal 10.100 To support the provision of constructive opportunities for leisure activities for all Urbana citizens.

Objective 10.110 Support the expansion of recreation opportunities for all citizens in the service area.

Policy 10.111 Assist the Park District in expanding recreational opportunities through cooperative use of City facilities.

Goal 10.200 To assist the Park District in the acquisition of additional park land.

Objective 10.210 Help expand the amount of park land to meet the needs of an expanding population.

Goal 10.300 To assist in improving the level of maintenance of each park site.

Objective 10.310 Promote the development and maintenance level of each park site.

Energy Conservation

Goal 12.300 To Improve the effectiveness of existing and future roadway and public transportation systems.

Objective 12.310 Upgrade public and private transportation systems so as to maximize the number of miles traveled for each unit of energy consumed.

Policy 12.311 Upgrade roadway surfaces and traffic controls as required to expedite vehicle movement without sacrificing public safety.

Policy 12.312 Provide facilities and programs for maximum utilization of public transportation, car and vanpooling, and bicycle and pedestrian systems.

Extra-Territorial Jurisdiction Area Plan

Goal 15.300 To actively seek annexation of targeted areas designated for commercial and industrial development.

Objective 15.310 Develop an annexation policy for annexable target areas for prime industrial and commercial sites.

Objective 15.320 Develop an economic development policy that establishes a direction for an aggressive City role in soliciting and creatively assist appropriate new commercial and industrial development financially, and within the limitations of the City's fiscal resources, such as bonding or through public/private ventures that guarantee a return on the City's investments.

Goal 15.400 To incorporate capital improvements needed as a result of annexation and planning efforts in the City's Capital Improvement Plan to better reflect the needs associated with annexation and development of new territories.

Goal 15.500 To encourage the development of Frasca Field and north Urbana as a prime industrial area for industrial, commercial and aviation related uses. This area specifically includes the property north of Interstate 74 and east and west of Route 45 (Cunningham Avenue) as a prime location for commercial development.

Objective 15.510 Work with the owner of Frasca Field to develop a general area plan and marketing strategy for the development of Frasca Field and its surroundings.

Goal 15.700 To create the opportunity for a variety of industrial and office developments.

V. REDEVELOPMENT PROGRAM

In order to achieve the goals established by this Redevelopment Plan, the City will focus a variety of TIF revenues and other funds toward redevelopment of the Redevelopment Project Area. The City is dedicated to addressing the deficiencies which qualify the Redevelopment Project Area as a “blighted” area. Without addressing these deficiencies, particularly with respect to infrastructure and utilities, significant private investment and redevelopment of this area is not likely to occur.

ELIGIBLE USES OF REVENUES

Under the Act, TIF revenues are required to be exclusively utilized for the development or redevelopment of the Redevelopment Project Area. Generally, eligible expenditures include direct use of tax proceeds for a broad range of public and private purposes or for certain incentives to spur private sector investment. Recent amendments to the Act include specific restrictions on these uses. According to the Act, eligible uses of such funds include the following:

1. planning, architectural, engineering, legal and other services to cover costs of studies, surveys, development of plans and specifications, and implementation and administration of this Redevelopment Plan;
2. staff costs to implement and administer this Redevelopment Plan, including costs to create the Redevelopment Project Area. Annual administrative costs shall not include general overhead or administrative costs of the City that would have still been incurred by the City if the Redevelopment Project Area had not been adopted;
3. the cost of marketing sites within the Redevelopment Project Area to prospective businesses, developers, and investors;
4. property assembly, demolition, and site preparation costs, including but not limited to acquisition of land and other property, real or personal, demolition of buildings, and site preparation activities including certain site improvements.
5. private and public building rehabilitation and public building replacement costs, including costs of rehabilitation, reconstruction or repair or remodeling of existing public or private buildings, fixtures, and leasehold improvements; and the cost of replacing an existing public building if the site is to be used for private investment.
6. public works construction and improvement costs, excluding the cost of constructing a new municipal public building that is not intended to replace an existing public building;
7. costs of job training and retraining projects, including the cost of “welfare-to-work” programs implemented by businesses located within the Redevelopment Project Area;

8. 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 hereunder, including interest accruing during the estimated period of construction of any redevelopment project for a period not to exceed 36 months;
9. other taxing districts' capital costs for a redevelopment project, to the extent accepted and approved by the municipality by written agreement in furtherance of the objectives of the Redevelopment Plan and project;
10. relocation costs, to the extent the municipality determines that relocation costs shall be paid or are required to be paid by Federal or State Law;
11. payments in lieu of taxes;
12. costs of job training, retraining, advanced vocational education or career education, including but not limited to courses in occupational, semi-technical or technical fields leading directly to employment and subject to additional restrictions; and
13. interest cost reimbursement for up to 30% of annual interest paid on private financing of qualified redevelopment projects, subject to specific restrictions as provided in the Act.

LAND USE PLAN

The Land Use Plan to be followed by this Redevelopment Plan is as depicted on the Comprehensive Plan Land Use Map in Figure 8. This map generally shows commercial uses along Cunningham Avenue, both south and north of the Interstate. The portion of the Redevelopment Project Area to be developed with park and recreation uses is shown in recreational or institutional use. To the north of the Interstate, some areas to the east of Cunningham Avenue and much of the area to the west of Cunningham are planned for Industrial or Light Industrial use.

Areas around Frasca Airfield are planned for Airport Use. It should be noted that the terms of Annexation Agreements for Frasca-owned properties are generally limited to Airport-related uses, which may include some light industrial and office type uses (see Agreements in Appendix F). These areas are required to be rezoned to the Airport zoning designation, once such a zone is established in the City's Zoning Ordinance. The City prepared a master site plan for the Frasca Airfield area in 1992. This depicts a potential layout for airport-related uses in the Airfield area. A copy of the Master Development Plan layout is shown in Figure 12.

FIGURE 12. FRASCA AREA MASTER PLAN

REDEVELOPMENT PROJECTS

Redevelopment projects planned for the Redevelopment Project Area may be categorized as follows: Public Improvement Activities; Private Development; and Administration and Marketing. All expenditures within these three general categories will be budgeted and approved annually by the City.

Public Improvement Activities

Public improvement activities include planning, design, land acquisition, and construction costs for the following:

1. street reconstruction or extensions;
2. intersection improvements and signalizations;
3. improvements to alleys;
4. improvements to parking lots;
5. street lighting;
6. sidewalk and bicycle pathway replacement and construction;
7. utility improvements and replacement, including, but not limited to, water main extensions and fire hydrant placement;
8. sanitary sewer extensions;
9. storm sewer extensions and replacements and stormwater management activities;
10. streetscape improvements, including landscaping, corridor treatment, and gateway improvements;
11. environmental clean-up activities along drainageways and other locations;
12. park and recreational improvements to a variety of sites within the Project Area.

In addition, job training funds will be allocated to the Urbana School District to benefit businesses and industries in the Redevelopment Project Area. Specific public sector projects to be accomplished under this Redevelopment Plan are described in greater detail in the following section.

Private Developments

Any redevelopment project costs as defined by the Act are considered to be eligible project activities. For the Redevelopment Project Area, specific eligible private development incentives are planned for the following:

1. Lot consolidation and site acquisition;
2. Demolition and site clearance costs;
3. Code compliance upgrade for sites and buildings;
4. Low interest loans for small business operations;
5. Site and access improvements;
6. Site, building and operational expansions;
7. Building façade improvement loans;
8. Closure of unused curb cuts;
9. Streetscape improvements for individual businesses, including landscaping.

Such assistance will be available for redevelopment projects in the area including, but not limited to, redevelopment of the O'Brien site at the northwest corner of Cunningham Avenue and Interstate 74, the Farm and Fleet site to the north of the O'Brien site, the Pickerell Farm redevelopment site at the northeast corner of Cunningham Avenue and Interstate 74, the Roessler property on the east side of Cunningham Avenue north of Airport Road, and the Frasca Airfield sites along the west side of Cunningham Avenue. Please see Figure 13, Project Locations Map, for these and other project locations.

Administration and Marketing

Considerable activities are required to take place and resources need to be allocated to induce development and to implement this Redevelopment Plan. The focus of the administration activities under this Redevelopment Plan include the following efforts:

- To assure the timely completion of public improvement projects.
- To coordinate any private investment activities with public improvement projects.
- To market the Redevelopment Project Area.
- To assist in the coordination of capital improvement planning.

FIGURE 13. PROJECT LOCATIONS

- To research other funding sources that can be utilized by the City to fund the Redevelopment Projects within the Redevelopment Project Area.
- To conduct any other activities which would assist in the infusion of private investment into the Redevelopment Project Area.

The administration of the Redevelopment Project Area will also include all other activities necessary to implement this Redevelopment Plan or as required by the Act. Subject to such limitations as provided in the Act, these activities include the following:

- Annual calculation of surplus funds
- Coordination of annual adjustments to base year assessment with the County Clerk
- Preparation of an annual report to the Mayor and City Council and to the local taxing districts
- Submit annual audit, amendments, certifications, fund balances, deposits, expenditures, property purchase activities, agreements, financial projects, and other information required to be submitted to the State of Illinois and others in accordance with law.
- Costs associated with joint review board meetings.

The marketing of sites within the Redevelopment Project Area to prospective businesses, developers, and investors (as limited by the Act) is one of the goals of this Redevelopment Plan. Specific marketing expenditures may include, but are not limited to, the following:

- Mailing program for targeted developments.
- Participation in related marketing promotions and events
- Preparation of site marketing materials and due diligence fact sheets for potential commercial / industrial users

DESCRIPTION OF POTENTIAL PUBLIC IMPROVEMENT PROJECTS

A listing of Redevelopment Project Types is shown in Table 1 and described below. A cost estimate for completion of the public Redevelopment Projects is shown in Table 2. Table 3 presents a budget for the TIF-funded portion of the Redevelopment Projects and other activities to be funded by TIF. This budget excludes those portions of the Redevelopment Projects that can be funded by other sources, such as developer contributions and State and Federal grants, and includes only those portions of the Redevelopment Projects that are reasonably expected to be funded within the anticipated time frame and scope of this Redevelopment Plan.

TABLE 1
REDEVELOPMENT PROJECT TYPES

1. ROADWAY EXTENSIONS & IMPROVEMENTS
2. INTERSECTION IMPROVEMENTS
3. SIDEWALKS/BICYCLE PATHWAYS
4. STREET LIGHTING
5. STORMWATER DRAINAGE IMPROVEMENTS
6. STORMWATER DETENTION
7. DRAINAGEWAY IMPROVEMENTS
8. SANITARY SEWER INTERCEPTOR EXTENSIONS
9. SANITARY SEWER SERVICE LINE EXTENSIONS
10. WATER MAIN EXTENSIONS
11. WATER MAIN LOOPING
12. FIRE HYDRANT PLACEMENT
13. PARK AND RECREATION SITE IMPROVEMENTS
14. ENVIRONMENTAL CLEAN-UP
15. CORRIDOR BEAUTIFICATION/LANDSCAPING
16. JOB TRAINING FUNDS
17. PRIVATE DEVELOPMENT ASSISTANCE
18. CONSULTING COSTS
19. ADMINISTRATION
20. MARKETING

TABLE 2

**PRELIMINARY ESTIMATES OF PROBABLE TOTAL COSTS FOR
PUBLIC IMPROVEMENTS**

TRANSPORTATION SYSTEM

Road Construction¹

Frasca Drive from Anthony Drive to Airport Road	\$1,500,000
O'Brien Drive from east of Cunningham to Willow Road	\$1,000,000
Subtotal	\$2,500,000

Road Reconstruction²

Anthony Drive & Cunningham Avenue Intersection Reconstruction (Local Share)	\$2,200,000
Airport Road from Willow Road to Cunningham Avenue	\$3,000,000
Willow Road from Anthony Drive to north of Airport Road	\$3,000,000
Perkins Road from Brownfield Road to east end (includes bridge/culvert)	\$ 600,000
Airport Road from east of Cunningham Avenue to the east City Limit line	\$ 500,000
Willow Road from Oaks Road to north City Limit line	\$ 500,000
Oakland Avenue from Cunningham Avenue to east end	\$ 200,000
Sycamore Street from University to north end	\$ 200,000
Subtotal	\$10,200,000

Street Lighting Improvements³

Cunningham Avenue (from north of Perkins Road to Kenyon Road and from Anthony Drive To the north City Limit line)	\$ 200,000
Anthony Drive and Kenyon Road (from the west City Limit line to the east City Limit line)	\$ 300,000
University Avenue (from Maple Street to Sycamore Street and from Cottage Grove Avenue To the LRC road)	\$ 100,000
Perkins Road (from east of Cunningham Avenue to west of Carroll Avenue and from east of Eastern Avenue to Brownfield Road)	\$ 50,000
Subtotal	\$650,000

Sidewalk Improvements⁴

Cunningham Avenue (from north of Perkins Road to the north City Limit line)	\$ 600,000
Anthony Drive and Kenyon Road (from the west City Limit line to the east City Limit line) (assumes on one side of the road only)	\$ 200,000
Perkins Road (east of Cunningham Avenue to west of Carroll Avenue and from east of Eastern Avenue to Brownfield Road)	\$ 150,000
Subtotal	\$950,000
Subtotal	\$14,300,000

¹ These projects include installation of new roadways with concrete pavement with barrier curb and gutter plus installation of sidewalks, street lighting, storm sewers, driveway pavement and engineering services.

² The above projects include removing existing pavement and appurtenances and constructing new concrete pavement with barrier curb and gutter plus installation of sidewalks, street lighting, storm sewers, driveway pavement, traffic signals (if required) and engineering services. Land acquisition costs are also included in the Anthony & Cunningham project.

³ These projects would include the installation of new street lighting.

⁴ These projects include installation of new concrete sidewalks.

TABLE 2 (CONT.)

STORMWATER MANAGEMENT⁵

North of Airport Road between Willow Road extended and Cunningham Avenue (\$950,000 more needed to extend to the northwest to connect to the Saline Ditch)	\$ 950,000
North of Airport Road from Willow Road extended to the east City Limit line (includes a new box culvert under Rt. 45;\$400,000 more needed to connect southeast to the Saline Ditch)	\$1,300,000
Between Anthony Drive and Airport Road, Willow Road to Cunningham Avenue (extension of O'Brien storm line to serve area to the north and west)	\$1,100,000
Oakland Avenue from Cunningham Avenue to east end (\$140,000 more needed to connect to Kerr Avenue line)	\$ 120,000
Area east of Eastern Avenue	\$ 160,000
Subtotal	\$3,630,000

SANITARY SEWERS⁶

Oaks Road extended to Olympian Drive, east of Willow Road	\$ 750,000 ⁷
Anthony Drive to Airport Road, Willow Road to Cunningham Avenue ⁸	\$1,200,000
Subtotal	\$1,950,000

WATER SYSTEM⁹

Water Main Extensions	\$200,000
Water Main Looping	\$500,000
Fire Hydrant Placement	\$100,000
Subtotal	\$ 800,000

PARKS AND RECREATION

Judge Webber Site/Dog Park Improvements	\$2,250,000
Chief Shemauger Park Improvements	\$ 140,000
AMBUCS Park Improvements	\$ 655,000
Mountain Bike Facility	\$ 100,000
Park District Storage/Nursery	\$ 400,000
Natureways, Bikeways, Trails Connections	\$ 500,000
Subtotal	\$ 4,045,000

⁵ These projects include installation of storm sewers, detention/retention basins, box culverts, and drainage ditches.

⁶These projects include the installation of new sanitary sewers.

⁷Extension of service to Lincoln Avenue and Oaks Road manhole would cost an additional \$750,000

⁸ Anticipated sewers to serve the area north and west of the O'Brien development

⁹ Includes the cost of assistance to developers to extend water lines to locations where they do not now exist and to make upgrades for fire protection purposes.

TABLE 2 (CONT.)

ENVIRONMENTAL¹⁰

Landscape Recycling Center roadway and appurtenances improvements	\$ 500,000
Cunningham and Anthony site cleanups	\$ 500,000
Drainageway cleanup/improvement	\$ 500,000
Subtotal	\$ 1,500,000

CORRIDOR BEAUTIFICATION

Entryway beautification and tree planting along Cunningham Avenue (From Perkins Road to the north City Limit line)	\$ 1,000,000
Curb Cut Closure Fund	\$ 500,000
Cunningham Avenue Entryway	\$ 350,000
University Avenue Entryway	\$ 175,000
Subtotal	\$ 2,025,000

**PRELIMINARY ESTIMATE OF PROBABLE TOTAL COSTS
FOR PUBLIC IMPROVEMENTS WITHIN
REDEVELOPMENT PROJECT AREA \$28,250,000**

¹⁰This project consists of improving the existing roadway, drainage work, etc.

TABLE 3

**REDEVELOPMENT PROJECT BUDGET FOR
REDEVELOPMENT PROJECT AREA**

TRANSPORTATION SYSTEM	\$14,300,000
STORMWATER MANAGEMENT	\$ 3,630,000
SANITARY SEWERS	\$ 1,950,000
WATER SYSTEM	\$ 800,000
PARKS AND RECREATION	\$ 4,045,000
ENVIRONMENTAL	\$ 1,500,000
CORRIDOR BEAUTIFICATION	\$ 2,025,000
JOB TRAINING FUNDS	\$ 250,000
PRIVATE DEVELOPMENT ASSISTANCE	\$ 3,200,000
CONSULTING COSTS	\$ 100,000
ADMINISTRATION	\$ 500,000
MARKETING	\$ 50,000
<u>REDEVELOPMENT PROJECT BUDGET</u>	<u>\$32,350,000</u>

Transportation System

Necessary transportation improvements to the area include resurfacing/reconstruction of Willow Road, Airport Road, Oakland Avenue, Sycamore Street, and the landscape recycling center access road. Newly constructed roadways include O'Brien Drive and "Frasca" Drive to serve the O'Brien Redevelopment site at the northwest corner of Cunningham Avenue and Interstate 74. These road improvements may include curb and gutter, street lighting, and sidewalk construction.

Other road improvements include bridge/culvert reconstruction on Perkins Road east of Cunningham Avenue and improvements to the intersection of Airport Road/Cunningham Avenue. It is anticipated that there would be some contribution by the State of Illinois to this intersection improvement since Cunningham Avenue is a State highway.

Other transportation system improvements include sidewalk construction along portions of Cunningham Avenue, Perkins Road, Anthony Drive and Kenyon Road. Perkins Road is designated a bicycle route and will require appropriate signage. Street lighting is also necessary along many of the arterials and collectors in the Redevelopment Project Area.

A "natureway/greenway/bicycleway" improvement is proposed to connect Chief Shemauger Park to the proposed Dog Park (Judge Webber Site) and AMBUCS park. In addition, a mountain bike trail is proposed for the landscape recycling center facility. These projects are included within the Parks and Recreation category.

Stormwater Management

Necessary stormwater management projects for the Redevelopment Project Area include provision of storm sewers in areas where they are currently lacking, remedial improvements for locations experiencing localized flooding, and possible regional stormwater detention basin construction to serve development north of Interstate 74. As noted above, some stormwater improvements will be constructed as a part of roadway improvement projects in the area.

Sanitary Sewers

Sanitary sewer service is necessary along Cunningham Avenue north of Airport Road and in other locations depicted on the Urbana and Champaign Sanitary District Plan. TIF funds can help expedite extension of sanitary sewers to areas that are not currently served and can contribute to the cost of interceptors that are needed in the area. The District's Long Range Plan anticipates that the cost of sanitary sewer interceptor extensions will be paid for through connection fees and an impact fee to be newly adopted.

Sanitary Sewer projects to be included as a part of the Redevelopment Plan include extension of sewers from Oaks Road extended to Olympian Drive, east of Willow Road and extension of service along Anthony Drive to Airport Road and from Willow Road to Cunningham Avenue.

Water System

Necessary improvements to the water system include extension of water lines along Cunningham Avenue north of Airport Road. Extension of water lines by Illinois American Water Company is ordinarily paid for by user fees. TIF funds can be used to assist properties in meeting these significant development costs. Other necessary water system improvements in the area include improved hydrant locations and water main looping to provide redundancy and increase fire flows.

Parks and Recreation

The Redevelopment Project Area includes a number of public parks and recreation properties. The Urbana Park District has prepared improvement plans for these parks. To the extent that the City by written agreement accepts and approves the same, these capital costs of the Urbana Park District are eligible redevelopment project costs. Additional funds may also be available from the Illinois Department of Natural Resources Open Space Land Acquisition and Development Grants. The three park sites proposed to be improved include the Judge Webber Site along Perkins Road, Chief Shemauger Park on Kerr Avenue, and AMBUCS Park on University Avenue.

The 62-acre Judge Webber Site is currently undeveloped and used only as a lease to the East Central Illinois Archers. It is proposed to be developed with a “Dog Park”, indoor archery/ham radio facility, playground, and prairie areas. It will include “wet prairie” areas with boardwalks, overlooks, and bridges. Other improvements include bicycle/pedestrian paths, parking, lighting, pavilions, restrooms, landscaping, tables and benches, and signage/interpretive information.

Chief Shemauger Park currently contains two ballfields and parking, but is otherwise undeveloped. It will be improved with a playground, accessible pathways, drinking fountain, resurfacing of the basketball court, and placement of bleachers.

AMBUCS Park currently contains ballfields, a restroom, parking and an accessible playground. It will be improved with a ball diamond, sand volleyball court, pathway system, extended roadway and additional parking area, additional restroom, and landscaping.

Other planned improvements include a mountain bike facility at the Landscape Recycling Facility and an improved Park District Storage Facility and Tree Nursery at the west end of the UCSD/Armory property.

Environmental

Necessary environmental improvements include site clean-up at locations where dumping or contamination has occurred and beautification of the drainageways and other public open space areas. Environmental clean-up activities are known to be necessary at the O’Brien and Roessler sites, as shown in Figure 13. Figure 13 also depicts public park and recreation locations. Drainageway improvements to the Saline Branch and Boneyard Creek as they pass through the Redevelopment Project Area could include cleanup, brush removal and bank stabilization. This category also includes improvement of the access road to the landscape recycling center and improvements to the appurtenances for the recycling center.

Corridor Beautification

Corridor beautification will include streetscape improvements and landscaping along Cunningham Avenue south of Interstate 74 and University Avenue. Front yard landscaping and buffering will also be available for eligible properties along these roadways. Beautification efforts will also include provision for gateway signage and landscaping improvements at the Cunningham Avenue/Interstate 74 area. Removal of the existing Visitor Center at the southwest corner of Cunningham Avenue and Country Club Road is planned along with appropriate replacement landscaping. This category also includes assistance in the closure of unused curbcuts along Cunningham Avenue.

Job Training Funds

Job training funds can be made available to the Urbana School District and other appropriate entities for the purposes of providing training to benefit commercial and industrial facilities in the Redevelopment Project Area. Areas of training and instruction could include flight simulation, emerging technologies, computer skills, heavy equipment operation, tractor-trailer driving, shipping, and retail/visitor services marketing and administration.

FINANCIAL ANALYSIS

The purpose of this section of this Redevelopment Plan is to establish guidelines for the issuance of obligations (if any), to project tax increases, to identify sources of funds, and to establish base figures for the calculation of estimated incremental revenues.

Existing Equalized Assessed Valuation

The initial Equalized Assessed Valuation in the Redevelopment Project Area for 2000 (Pay 2001) is \$ 7,459,990 (See Appendix C). This figure is the most recently determined Equalized Assessed Valuation available for the area. The Champaign County Clerk will determine and certify the initial amount of the equalized assessed valuation of all property within the Redevelopment Project Area at the time the adopting ordinance or ordinances are filed in that office.

Projected Equalized Assessed Valuation

The projection of future equalized assessed values in the area is based upon certain assumptions related to the scope and timing of redevelopment activities. These assumptions are outlined below. For the purposes of the following projections, proposed development target areas are assumed to develop in a manner consistent with the Land Use Plan Map (Figure 8) and Frasca Master Development Plan (Figure 12).

Based upon the assumed development pattern of Commercial; Light Industrial/Office; and Airport-Related Uses (since Park/Recreation Uses are tax exempt, they are excluded here), a projected equalized assessed valuation using current dollar amounts is assigned to each type of land use. As shown in Table 4, the total estimated Equalized Assessed Value for the Redevelopment Project Area is projected to be **\$ 32,389,000**.

TABLE 4
ASSESSED VALUE PROJECTION

LAND USE TYPE	AREA	COMPARABLE PER ACRE VALUE & LAND COVERAGE ¹	ESTIMATED FUTURE ASSESSED VALUE
AIRPORT/ LIGHT INDUSTRIAL	337± ACRES	\$36,000/Acre	\$ 12,132,000
COMMERCIAL	199 ± ACRES ²	\$70,000 /Acre	\$ 13,930,000
INDUSTRIAL	111± ACRES	\$57,000/Acre	\$ 6,327,000
RECREATION	167± ACRES	NOT APPLICABLE	
RIGHT-OF-WAY	133± ACRES	TAX EXEMPT/NOT APPLICABLE	
CONSERVATION	39± ACRES	NOT APPLICABLE	
GOVERNMENT/ CEMETERY	36 ± ACRES	TAX EXEMPT/NOT APPLICABLE	
INSTITUTIONAL/ UTILITY	30± ACRES	NOT APPLICABLE	
TOTAL	1,052± ACRES		\$32,389,000

¹ Per acre values are based upon Champaign County comparable commercial and industrial developments, Champaign County Board of Review, 1998, 1999, and 2000.

² Includes 37± acres of commercially zoned areas for which future land use designations have not yet been amended to the commercial category.

This table uses a range of comparable land use assessments found in the Urbana vicinity (where available) and in Champaign County, as kept by the Supervisor of Assessments of Champaign County.

The financial feasibility of the Redevelopment Project has also been evaluated by PGAV, Urban Consulting, as part of the eligibility study for the original study area (Figure 3). It presents two different build out scenarios:

- an aggressive build out scenario, assuming that all development is complete over a 10-year period, in equal amounts annually and that 20% of the Area does not develop or is non-taxable (e.g., street rights-of-way); and
- a moderate build out scenario, assuming that all development is complete over a 20-year period, in equal amounts annually and that 40% of the Area does not develop or is non-taxable.

Under the aggressive build out scenario, the total equalized assessed valuation for the larger study area was projected to reach nearly \$103 million, with the total tax increment over the life of the Redevelopment Plan estimated to be approximately \$106 million. Under the moderate build out scenario, the total equalized assessed valuation for the larger study area was projected to be approximately \$86 million, with the total tax increment over the life of the Redevelopment Plan estimated to be approximately \$66 million. Assuming the currently proposed Redevelopment Project Area contains up to 50% of this projected valuation would yield a total tax increment of approximately \$33 million to \$53 million over the life of the Redevelopment Plan.

Financing Strategies

There are generally two financing strategies that can be pursued in a Redevelopment Plan. The first is the “pay as you go” approach. While this approach is fiscally conservative, it may preclude development opportunities and projects that require significant upfront expenditures. As an alternative, TIF Funds can be pledged to pay bonds or other obligations. The appropriate financing strategy to be employed under this Redevelopment Plan will be entirely dependent upon each situation and development opportunity.

This Plan contemplates that a combination of “pay as you go” and borrowing may be used to meet financing needs. The approach used will be dependent upon the nature of development activity within the Redevelopment Project Area and the participation of the private sector.

Estimated Redevelopment Project Costs

Redevelopment Project Costs are based on present conditions and 2001 dollars for public improvements, administration, and marketing. These estimated costs are depicted in Table 3. This table of total potential costs includes the estimated probable costs for infrastructure improvements presented previously.

Sources of Funds

In addition to the special TIF Fund, additional sources of funds to pay Redevelopment Project Costs may include the following:

1. Special Funds

Special funds include such sources as the City's Motor Fuel Tax Fund to pay for some of the road improvements.

2. Sales Tax

Increased sales taxes generated by additional commercial development in the Redevelopment Project Area or elsewhere in the City may be used to fund improvements.

3. General Fund

Use of the City's general fund may be necessary where improvements are not covered by the TIF Fund are not within the Redevelopment Project Area, but are otherwise deemed to be necessary for the overall health, safety, and general welfare of the City.

4. State and Federal Grants

State and Federal Grants that could potentially apply to the Redevelopment Project Area include Department of Commerce and Community Affairs Grants for economic development purposes, Community Development Block Grants for sanitary sewer and water distribution improvements; Illinois Department of Natural Resource Bicycle Pathway grants; and Illinois Department of Natural Resource Open Space Acquisition and Development Grants.

5. Special Assessments

It is possible that special assessments may be necessary to fund the costs of additional and extraordinary improvements such as regional stormwater detention.

Nature and Term of Obligations

The Redevelopment Project Costs are planned to be financed on a cash "pay as you go" basis, unless and until capital sums are required to finance Redevelopment Project Costs, such as those itemized above. In such event, the issuance of bonds or other debt obligations may be necessary.

The City is a home rule unit and may, by ordinance, pledge for a period not greater than the term of the obligations, any part or any combination of the following:

1. Net revenues of all or part of any Redevelopment Project Area;
2. Taxes levied and collected on any or all property in the City;
3. The full faith and credit of the City; and

4. Any other taxes or anticipated receipts that the City may lawfully pledge.

If such obligations are secured by the full faith and credit of the City, the ordinance authorizing the obligations may provide for the levy and collection of a direct annual tax upon all taxable property within the municipality of the City sufficient to pay the principal and interest on the obligations as they mature.

Such levy may be in addition to, and exclusive of, the maximum of all other taxes authorized to be levied by the City. Such a levy, however, shall be abated to the extent that monies from TIF funds or other sources are available for payment of obligations and the City certifies the amount of said monies available for payment to the Champaign County Clerk.

IMPACTS UPON LOCAL TAXING DISTRICTS

Potential negative financial and service demand impact upon local taxing districts due to the Redevelopment Project Area are expected to be minimal since the Plan does not include service-demanding uses, such as residences, and the fact that the area is experiencing an increase in equalized assessed value at an annual rate that is less than the remainder of the City. The land uses and developments to be promoted by the Redevelopment Plan would generate jobs and/or sales tax and would be expected to contribute to the local economy in ways beyond any property tax increase. All taxing districts will benefit from these economic improvements.

Potential impacts upon local taxing districts will also be minimized through the inclusion of projects that will either directly or indirectly benefit these taxing districts. Park and recreation improvements will be beneficial to the Urbana Park District and to nearby residents. Roadway, access, and drainage improvements will be beneficial to emergency service providers, townships, and to the highway functions of the County. Emergency service providers will also benefit from improvements to water pressure, hydrants, and firefighting capabilities. Training programs will be beneficial to educational taxing districts and to employers throughout the area.

Without the Redevelopment Project Area, significant new development in the area will not occur and local taxing districts will not benefit from tax revenues to be generated by new development or from the Redevelopment Projects. As detailed in the Feasibility Study (Appendix C) between 1995 (Pay 1996) and 2000 (Pay 2001), the total non-adjusted Equalized Assessed Value for the Redevelopment Project Area increased at a relatively low rate. It can be anticipated that this low level of growth would continue without this Redevelopment Plan and that the local taxing districts would continue to collect their tax rate portion of this lower assessed valuation.

Once the Redevelopment Plan and Redevelopment Projects have been implemented and the anticipated commercial and industrial development has occurred, the resulting equalized assessed valuation will generate a far higher level of property tax revenues to the local taxing districts than would otherwise have occurred.

VI. IMPLEMENTATION

ADMINISTRATION

A description of Redevelopment Project Area administration is provided under Redevelopment Program activities in Chapter V.

SCHEDULING

A proposed schedule for adoption of the Redevelopment Project Area is included in Appendix B.

TERM

The Redevelopment Projects outlined herein are estimated to be completed no later than December 31, 2025. The Redevelopment Project Area as a whole may be terminated earlier if all Redevelopment Projects are undertaken and completed and obligations incurred, if any, in connection therewith are paid and satisfied before such date.

PROVISIONS FOR AMENDMENT

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

FAIR EMPLOYMENT AND AFFIRMATIVE ACTION

The City is committed to fair employment practices. Any public or private projects undertaken and/or financed by this Redevelopment Plan shall be done so in full compliance with applicable law and pursuant to the City's policies on Affirmative Action.

REFERENCES

- Champaign County Board of Review, Assessed Values for Comparable Industrial and Commercial Sites, 1999 - 2000.
- Champaign County Parcel Maps, 2001
- Champaign-Urbana Urbanized Area Transportation Study, 2000, C-U in 2030.
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- City of Urbana, 1993, Enhancing Urbana's Future: The One and One-Half Mile Extraterritorial Jurisdictional Area Plan.
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