# TAX INCREMENT FINANCING Ten (10) Year Status Report 2007-2015

## Little Village Industrial Corridor Redevelopment Project Area Designated June 13, 2007



**December 13, 2016** 

Pursuant to 65 ILCS 5/11-74.4-5

#### Prepared by

# CITY OF CHICAGO DEPARTMENT OF PLANNING AND DEVELOPMENT

AND

Johnson Research Group, Inc.

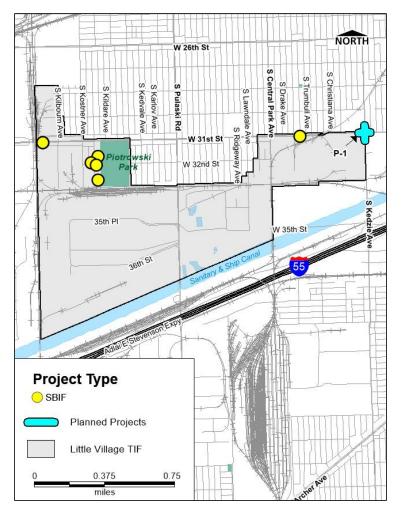
And

Applied Real Estate Analysis, Inc.

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#### **Executive Summary**



### LITTLE VILLAGE INDUSTRIAL CORRIDOR REDEVELOPMENT PROJECT AREA

Designated: June 13, 2007Expires: December 31, 2031

656 acres

238 parcels at time of designation

The Little Village Industrial Corridor Redevelopment Project Area ("Little Village RPA" or "RPA") was designated June 13, 2007. The Little Village Industrial Corridor TIF largely consists of improved industrial properties, active railroad right-of-ways and a small amount of residential buildings. Located within the Little Village community, the 656-acre district is designed to redevelop outdated and obsolete properties to conform to modern industrial standards, to provide opportunities for property assembly and environmental remediation efforts that reinforce the business viability of the corridor, and to encourage appropriate infill development on vacant sites. Funds are also intended to support improvements at area schools, to assist with the development and expansion of job training and day care programs for area residents and workers, and to create buffer areas with residential uses at the perimeter of the corridor.

#### Little Village Industrial Corridor RPA Activity -2007-2015

#### **INVESTMENT SUMMARY**

- \$443,976 in Small Business Improvement Fund (SBIF) grant awards to 6 business owners who contributed an additional \$693,986 for building improvements
- TIF funds are being used to develop a plan for a rail-to-trails project connecting the Little Village and Pilsen neighborhoods

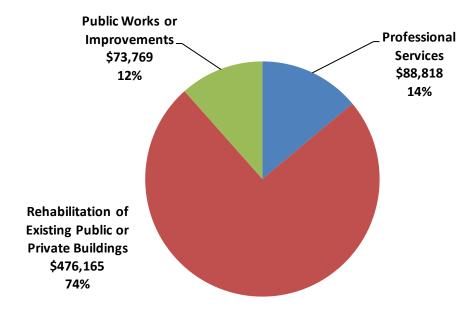
#### **PROPERTY VALUE**

Equalized Assessed Value - Compound annual growth rate of -3.2 percent

#### **JOB CREATION**

- Construction Jobs Estimated 6 one-year full-time equivalent ("FTE") construction jobs created
- Permanent Jobs No projects that resulted in new permanent jobs

#### **DISTRIBUTION OF TIF-ELIGIBLE EXPENDITURES THROUGH 2015** [1]



[1] Additional detail on expenditures provided in Exhibit 2.

#### 1. Redevelopment Project Area Information

In July 2010, the Tax Increment Financing ("TIF") Allocation Redevelopment Act 65 ILCS 5/11-74.4-5-1, et seq. ("TIF Act") was amended to require municipalities to assemble a status report covering the history and performance of TIF districts that have been in existence for 9 to 10 years. The Act requires the report to detail:

- 1. The amount of revenue generated within the district;
- 2. Expenditures made for the Redevelopment Project Area ("RPA"), including TIF fund expenditures;
- 3. Status of planned activities, goals and objectives, including new and planned construction;
- 4. The amount of public and private investment within the TIF district; and
- 5. Other relevant evaluation or performance data.

The information summarized herein is for the reporting period from the TIF district's inception through the end of the 2015 calendar year and the 2014 tax year. For informational purposes, certain other supplementary information, such as upcoming planned projects, is reported through December 2015.

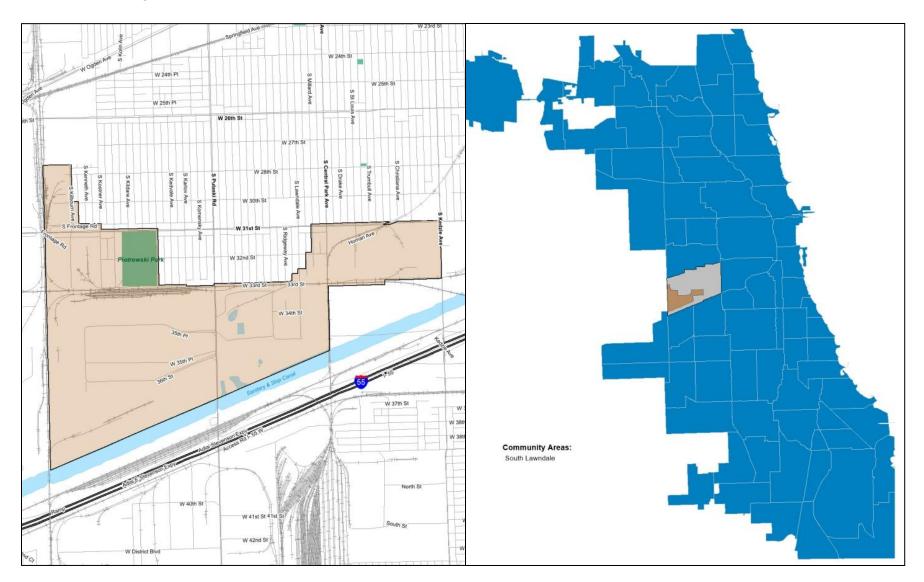
Detailed data on the Little Village Industrial Corridor RPA was compiled to meet reporting requirements under the TIF Act and is presented in this Ten (10) Year Status Report (the "Report"). The Report contains various data from City of Chicago ("City") departments, including audited financial statements, redevelopment agreements ("RDAs"), intergovernmental agreements ("IGAs"), capital improvement expenditures, and TIF-funded program databases (Small Business Improvement Fund ("SBIF"), Neighborhood Improvement Program ("NIP"), and TIFWorks) to track financial and programmatic performance. Data sources are referenced throughout this Report.

#### **Project Area Context and Background**

The approximately 656-acre Little Village Industrial Corridor RPA is located in the South Lawndale community area of Chicago. The Project Area is irregular in shape but encompasses certain properties in the area generally bounded by the Chicago City Limits on the west, West 28th Street, West 31st Street and West 33<sup>rd</sup> Street on the north, South Kedzie Avenue and South Central Park Avenue on the east, and the Canadian National Railroad right-of-way and Chicago Sanitary and Ship Canal on the south. The RPA boundary is shown in **Exhibit 1** on the following page.

The Little Village Industrial Corridor RPA was designated as a TIF district on June 13, 2007, and is expected to expire no later than December 31, 2031. There have been no major or minor amendments to the Little Village Industrial Corridor Tax Increment Financing Redevelopment Plan and Project (the "TIF Plan") as of December 31, 2015.

**Exhibit 1. Little Village Industrial Corridor RPA** 



#### **Conditions at Time of TIF Creation**

The Little Village Industrial Corridor RPA was determined to be eligible for TIF designation as a "conservation area" under the TIF Act. Designation as "conservation area" requires at least 50 percent of buildings be 35 years of age or older, and a minimum of three additional eligibility factors be present to a meaningful extent and reasonably distributed throughout the RPA. The following eligibility factors were described in the Little Village Industrial Corridor TIF Plan:

- 71 percent of structures were found be at least 35 years of age or older
- Eligibility factors present to a major extent:
  - Deterioration
  - Inadequate utilities
  - o Excessive land coverage & overcrowding of structures and community facilities
  - o Deleterious land use or layout
  - o Lack of community planning
- Minor supporting factors:
  - o Dilapidation
  - o Environmental clean-up requirements
  - Structures below minimum code standards
  - Obsolescence
  - Excessive vacancies

Located within the South Lawndale community area, the Little Village Industrial Corridor TIF largely consists of improved industrial properties, active railroad right-of-ways and a small amount of residential buildings. Industrial uses area mix of manufacturing, auto parts and salvage yards, freight operations, warehousing, waste transfer, recycling and storage uses. The central portion of the RPA, located on either side of South Pulaski Road, is dominated by Midwest Generation's Crawford Station and Commonwealth Edison facilities. Public facilities within the RPA include Little Village High School and Piotrowski Park.

#### Goals and Objectives for the RPA

The overall goal of the Redevelopment Plan is to reduce or eliminate the conditions that qualify the Little Village Industrial Corridor RPA as a conservation area, and to provide the mechanisms necessary to support public and private development and improvements in the RPA. The TIF district is designated to redevelop outdated and obsolete properties to conform to modern industrial standards, to provide opportunities for property assembly and environmental remediation efforts that reinforce the business viability of the corridor, and to encourage appropriate infill development on vacant sites. Funds are also intended to support improvements at area schools, to assist with the development and expansion of job training and day care programs for area residents and workers, and to create buffer areas with residential uses at the perimeter of the corridor. The following twelve (12) objectives were outlined in the TIF Plan:

- 1. Encourage private investment, including expansion of existing facilities, rehabilitation or replacement of deteriorated, dilapidated or obsolete facilities, and new development on underutilized land.
- 2. Improve industrial transportation access.
- 3. Direct development activities to appropriate locations within the Project Area in accordance with the land use plan and general land use strategies.
- 4. Attract sustainable, environmentally friendly industry and opportunities for local workers.
- 5. Link workforce development to employer needs.
- 6. Support environmental remediation efforts to allow contaminated properties to be returned to productive use.
- 7. Ensure that public and private utility service is available to meet the needs of current and future industrial users.
- Work with property owners and redevelopers to ensure provision of reasonably required offstreet parking, facilities for proper loading and service, and proper access to public rights-ofway.
- 9. Identify opportunities to improve buffering between industrial uses in the Project Area and the surrounding residential neighborhood.
- 10. Encourage consolidation of small tax parcels under common ownership into parcels of adequate size for contemporary industrial development.
- 11. Support efforts to upgrade industrial facilities by ensuring that buildings meet minimum code standards.
- 12. Work with the local industrial council to market available properties and minimize the amount of vacant and underutilized property in the Project Area.

#### **Estimated Redevelopment Project Costs and Allocations**

The estimated Redevelopment Project Costs outlined in the Little Village Industrial Corridor TIF Plan total \$63 million. Through 2015, \$638,752 has been expended on TIF-supported projects within the RPA, representing 1.0 percent of estimated total Redevelopment Project Costs. **Exhibit 2** on the following page displays the estimated eligible costs of the Little Village Industrial Corridor Redevelopment Plan by statutory cost category.

Exhibit 2. Total TIF-Eligible Project Costs and Expenditures through 2015

Permissible Cost	Elicible Cost Description	Estimated	Project Costs Expended Through 2015	
Category	Eligible Cost Description	Project Costs	Expenditures	Percent of Total
1. Professional Services	Costs of studies, surveys, administration, and professional services	\$200,000 [1]	\$88,818	44.4%
2. Marketing of Sites	Costs of marketing sites within RPA to prospective businesses, developers, investors	\$0 [1]	\$0	0.0%
3. Property Assembly & Site Preparation	Property costs assembly including acquisition, demolition, site preparation, and environmental site improvement costs	\$13,500,000 [2]	\$0	0.0%
4. Rehabilitation of Existing Public or Private Buildings	Costs of rehabilitation, reconstruction, repair or remodeling, and replacement of existing public or private buildings or fixtures	\$18,000,000 [3]	\$476,165	2.6%
5. Public Works or Improvements	Costs of construction of public works and improvements	\$22,000,000 [4]	\$73,769	0.3%
6. Job Training and Retraining	Costs of job training and retraining implemented by businesses or other taxing bodies, including "welfare-to-work" programs, advanced vocational or career education	\$3,000,000	\$0	0.0%
7. Financing Costs	Financing costs, including interest and issuance costs	\$0	\$0	0.0%
8. Capital Costs	Taxing districts' capital costs resulting from redevelopment project	\$0 [3]	\$0	0.0%
9. Increased Education Costs	Costs of reimbursing school districts for their increased costs attributable to TIF-assisted housing projects	\$0 [4]	\$0	0.0%
10. Relocation Costs	Relocation Costs	\$100,000	\$0	0.0%
11. Interest Costs	Interest Costs	\$6,000,000 [5]	\$0	0.0%
12. Affordable Housing Construction	Costs of construction, renovation, rehabilitation of housing for low-income and very low-income households	\$0	\$0	0.0%
13. Day Care Reimbursements	Costs of day care services and operational costs of day care centers for low-income families in RPA	\$200,000	\$0	0.0%
TOTAL REDEVELOPMENT PR	ROJECT COSTS [3] [4] [5] [6]	\$63,000,000	\$638,752	1.0%

Source: TIF Plan, dated February 2007, and TIF Annual Reports: Section (2) in 2007-2009 reports; Attachment K in 2010-2015 reports. [1] Professional Services line item may include the costs of marketing.

<sup>[2]</sup> Environmental remediation costs, originally a separate category, have been combined with Property Assembly & Site Preparation.

<sup>[3]</sup> Rehabilitation of Existing Public or Private Buildings line item may include the costs of affordable housing construction or rehabilitation.

<sup>[4]</sup> Public Works or Improvements line item may include 1) reimbursements to an elementary, secondary or unit school district for increased costs attributed to assisted housing units, and 2) capital costs of taxing districts impacted by the redevelopment of the Project Area as noted in the TIF Plan.

<sup>[5]</sup> Interest Costs category includes Payments in Lieu of Taxes (PILOT)

<sup>[6]</sup> Total Redevelopment Project Costs in TIF Plan exclusive of interest on City-issued obligations, capitalized interest, issuance costs and other financing costs. All costs may be increased by the rate of inflation reflected in the Consumer Price Index (CPI) for All Urban Consumers for All Items for the Chicago-Gary-Kenosha, IL-IN-WI CMSA, published by the U. S. Department of Labor.

#### 2. Redevelopment Project Area Revenues and Expenditures

This chapter provides information on the incremental property tax revenue generated and associated expenditures within the Little Village Industrial Corridor RPA from its inception through December 31, 2015. A summary of non-TIF City funds expended in support of projects through the 2015 calendar year is also presented.

#### Growth in EAV and Revenue Generated within Little Village RPA

Incremental property tax revenues are generated based on the growth in equalized assessed value (EAV) that arises during the TIF district's existence, as compared to the initial EAV at the time of the TIF's original adoption. The RPA's base EAV (tax year 2006) was \$158,696,916. As of December 31, 2015, the total taxable EAV (for tax year 2014) of the RPA was \$122,219,282 representing growth of -23 percent from the base EAV.

Exhibit 3. Growth in EAV: Tax Year 2005-2014

Year	EAV	% Increase from Initial EAV
2005 - Base EAV	\$88,054,895	
2014 - Current EAV	\$65,749,417	-25%

Source: Cook County Clerk.

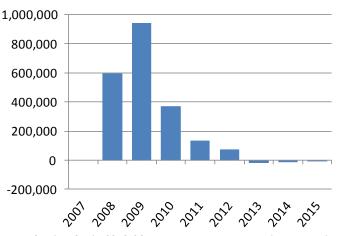
This growth in EAV in the RPA generated a total of \$2.1 million in incremental property tax revenue from 2007 through the end of 2015, as displayed in following **Exhibits 4 and 5**. Property tax is collected in the year after taxes are levied, therefore these exhibits cover the period through tax year 2014, for which property taxes were collected in calendar year 2015.

Exhibit 4. Incremental Property Tax Revenue Collected. 2007-2015

Calendar Year	Incremental Property Tax Collected				
2007	\$0				
2008	\$596 <i>,</i> 362				
2009	\$942,546				
2010	\$368,810				
2011	\$136,742				
2012	\$75,126				
2013	(\$17,392)				
2014	(\$13,126)				
2015	(5,978)				
TOTAL INCREMENTAL PROPERTY					

**TAX COLLECTED, 2007-2015** 

Exhibit 5. Annual Incremental Property Tax Revenue Collected, 2007-2015



Source: TIF Annual Reports: Section (7)(D) in 2007-2009 reports; Section 3.1 in 2010-2015 Reports. Property tax increment is deposited in a special tax allocation fund for this TIF. Negative increments are generally due to property owners' successful appeals of assessed values in prior years, resulting in property tax refunds which if greater than the annual increment for the year of refund, show up as negative increment. Negative increments are not due to declarations of surplus, transfer of funds to adjacent TIFs, or total TIF EAV falling below the base.

\$2,083,090

Note that although the EAV at the end of the reporting period (tax year 2014) was substantially less than the base EAV, the RPA generated incremental tax revenues during the reporting period. The primary reason for this is that there were years during the reporting period for which the total EAV was greater than the base EAV for the RPA (calendar years 2008-2011). It is also possible for revenue to be generated in a year when the total EAV is less than base EAV for that year. By TIF statute the "negative" incremental EAV for a property (which results when the EAV for that property falls below the base for that property) is not to count against or subtract from the positive, revenue-generating incremental EAV for other properties in the RPA. This was the case for calendar year 2012 (tax year 2011).

#### **Transfers of TIF Funds**

In 2009, \$2,500 was transferred ("ported") out of the Little Village Industrial Corridor special tax allocation fund to the adjacent Little Village East TIF district to fence City-owned property at 2727 S. Troy Ave.

No funds were transferred (or "ported") into the Little Village Industrial Corridor special tax allocation fund from the adjacent TIF districts through December 31, 2015.

#### **City Acquisition of Property**

The City did not acquire property within this TIF district from its creation through calendar year 2015.

#### City Expenditures within the RPA

From 2007 to 2015, \$638,782 in incremental property tax revenue was expended in support of projects within the Little Village Industrial Corridor RPA. Expenditures of TIF revenue over this period are presented in **Exhibit 2** by TIF-eligible cost categories outlined in the TIF Act.

The City of Chicago did not allocate or expend non-TIF resources in support of TIF-funded projects within the Little Village Industrial Corridor RPA between 2007 and 2015, as displayed in **Exhibit 6** below.

#### Exhibit 6. Non-TIF City Investments in TIF-Supported Projects, 2007-2015

Non-TIF City investments were not made through December 2015

Source: City of Chicago Capital Management System database, RDA & IGA database, Annual Reports

#### **Declaration of Surplus Funds**

There were no declarations of surplus funds for this TIF through December 31, 2015.

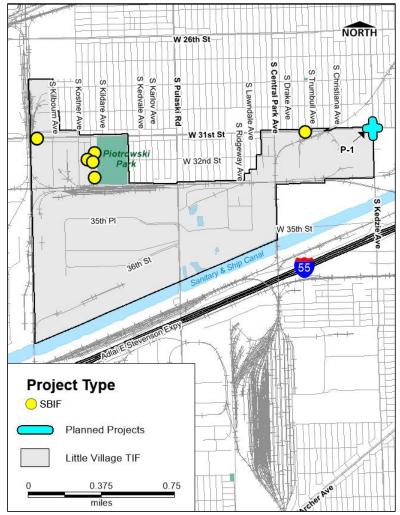
#### 3. Redevelopment Project Area Accomplishments

This chapter provides information on the status of TIF project activity, goals and objectives outlined in the TIF Plan. Detailed information on TIF-supported projects within the Little Village Industrial Corridor RPA is provided, followed by a discussion of additional performance metrics relevant to the TIF district.

#### **RPA Project Profiles – Major Accomplishments**

Project profiles for TIF-supported projects within the Little Village Industrial Corridor RPA that are underway or have been completed, as of December 31, 2015, are provided **in Exhibits 8 through 12** on the following pages. Key project information presented includes total project costs, TIF investment (to date and expected), public-to-private investment ratio, and additional community impacts resulting from or expected to result from these projects. The tables include projects receiving TIF investments through RDA's, IGAs, SBIF, and NIP, and TIF-funded public infrastructure improvements. Projects which have been allocated TIF funds, but for which no TIF expenditures have occurred, are presented in **Exhibit 14** in the section on planned projects.

**Exhibit 7. TIF-Funded Project Map** 



The public infrastructure projects and the TIF investments made via RDA's, IGA's, and SBIF within the RPA are mapped in **Exhibit 7**. Planned projects, as reported in **Exhibit 14**, are also featured in the map below (projects without defined locations and NIP projects are not mapped).

#### **Exhibit 8. Redevelopment Agreement Projects**

No Redevelopment Agreement Projects have received TIF funding through December 2015.

Source: City's RDA and IGA database, Capital Management System database, TIF Annual Reports

#### **Exhibit 9. Redevelopment Agreement Projects: Community Impacts**

No Redevelopment Agreement Projects have received TIF funding through December 2015.

Source: City's RDA and IGA database, Capital Management System database, TIF Annual Reports

#### **Exhibit 10. Intergovernmental Agreement Projects**

No Redevelopment Agreement Projects have received TIF funding through December 2015.

Source: City's RDA and IGA database, Capital Management System database, TIF Annual Reports

**Exhibit 11. TIF - Funded Programs** 

Project	Project Type	Total TIF Funding Expected [1]	Total Private Investment through 2015 [2]	TIF Investment Through 2015[2]	Ratio of Non- TIF to TIF Investment	Description / Key Community Impacts [3]
Small Business Improvement Fund (SBIF)	Small Business Rehabilitation	\$1,000,000	\$693,986	\$443,976	1.6:1	9 SBIF grants through 2015 funded functionality improvements for 6 small businesses, including laboratory, equipment, engineering, and asphalt businesses. Improvements included new roofing, window replacement, and new HVAC. SBIF grants ranged from \$8,705 to \$97,211, reimbursing business owners 50% to 75% of total project costs.
LIRI / CSS /NBDC	Business Retention	\$36,336	N/A	\$36,336	N/A	Local Industrial Retention Initiative, Commercial Support Services, and Neighborhood Business Development Center grants to assist in funding business-oriented programs and services within the TIF.
TOTAL		\$1,036,336	\$693,986	\$480,312	N/A	

<sup>[1] 2015</sup> TIF Annual Report

<sup>[2]</sup> On-Line SBIF Database; City of Chicago for other programs

<sup>[3]</sup> If applicable AMI: Area Median Income, as defined by the U.S. Dept. of Housing and Urban Development for the Chicago-Joliet-Naperville, IL area.

**Exhibit 12. Public Infrastructure Projects** 

Map ID	Project	Project Type	TIF Funding Allocated [1]	TIF Investment through 2015 [1]	Other City-C	Controlled Sources [2]	Description/Key Community Impacts
			/ocatea [1]	0082013 [1]	Source	Funding	pucts
	Little Village	Public	\$111,000	\$51,773	N/A		Development of plan for rails to
	Paseo Study &	Improvements					trails projects along BNSF railway
	Plan						that will connect Pilsen and Little
							Village neighborhoods.
TOTAL			\$111,000	\$51,773			

Source: Capital Management System database, City of Chicago expenditure data

<sup>[1]</sup> City of Chicago expenditure data

<sup>[2]</sup> TIF Annual Reports, Capital Management System database

#### **Additional Performance Metrics**

Additional performance metrics associated with the RPA, including construction and permanent job creation and the change in equalized assessed value over time are presented below.

#### **CONSTRUCTION JOBS CREATION**

#### 6 one-year full-time equivalent construction jobs

Temporary construction employment associated with private projects (those with Redevelopment Agreements), public projects (those with Intergovernmental Agreements), and the SBIF and NIP programs has been estimated for this report where applicable. For consistency, estimates for all projects were developed using IMPLAN, an economic impact modeling program, which incorporates local employment and economic data from the U.S. Bureau of Labor Statistics ("BLS") and Bureau of Economic Analysis ("BEA"). The inputs for the IMPLAN analysis were derived from the actual project budgets, as presented in the RDAs, and SBIF and NIF grant agreements.

Based on this methodology, an **estimated six (6) one-year full-time equivalent ("FTE") construction jobs** were created as a result of the Little Village SBIF program between 2007 and 2015.

#### PERMANENT JOBS CREATION

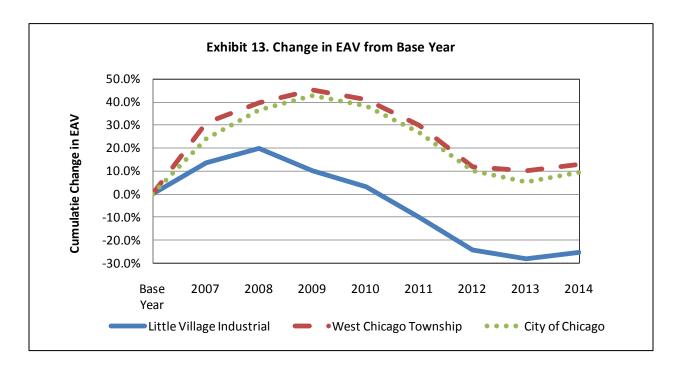
There were no projects that resulted in new permanent jobs during the reporting period.

#### **CHANGE IN EQUALIZED ASSESSED VALUE**

A comparison of the change in EAV over time in the Little Village Industrial Corridor RPA to larger geographies is one indication of the relative growth in property values in the RPA. Growth in property values from the creation of the RPA is one metric of the relative economic health of the RPA. The cumulative growth in total EAV for the Little Village Industrial Corridor RPA, West Chicago Township, and the City of Chicago, overall, is displayed in **Exhibit 13** on the following page for base year and tax years 2007 through 2014.

Equalized Assessed Values within the Little Village Industrial Corridor RPA have grown at a **compound annual growth rate (CAGR) of -3.2 percent** from tax year 2005 to tax year 2014 while EAV in West Chicago Township and the City of Chicago has grown at a CAGR of 1.4 percent and 1.0 percent, respectively. The "Great Recession" had a major adverse impact on property values that were at or near their peak in 2006. In tax year 2014 property values were generally still below their prior peaks.

Note that although the EAV at the end of the reporting period (tax year 2014) was substantially less than the base EAV, the RPA generated incremental tax revenues during the reporting period. The primary reason for this is that there were years during the reporting period for which the total EAV was greater than the base EAV for the RPA (calendar years 2008-2011). It is also possible for revenue to be generated in a year when the total EAV is less than base EAV for that year. By TIF statute the "negative" incremental EAV for a property (which results when the EAV for that property falls below the base for that property) is not to count against or subtract from the positive, revenue-generating incremental EAV for other properties in the RPA. This was the case for calendar year 2012 (tax year 2011).



Source: Cook County Clerk

#### Status of Planned Activities, Goals and Objectives

#### **PLANNED ACTIVITIES**

The projects presented in **Exhibits 8 through 12** include only those TIF-supported projects for which TIF funds have been expended through December 31, 2015. Planned projects are defined as those that have met substantial approval criteria for receiving TIF funds as of December 2015, but as of December 2015 had not received any TIF funding. These planned projects consist of:

- Projects with an executed RDA, or with an RDA under negotiation following approval by the Community Development Commission;
- IGAs that have received City Council approval but without TIF expenditures through 2015;
- TIF-funded programs for which funding has been approved but no TIF dollars expended; and
- Public infrastructure projects with prior approval but no expenditures through 2015, or projects included in the City's 2015-2019 TIF Projection Reports as "potential projects."

Information on planned projects in the RPA is presented in **Exhibit 14** on the following page and is mapped in **Exhibit 7**.

**Exhibit 14. Planned Projects** 

Map ID	Project	Project Location	Project Type	Total Project Cost	Tentative TIF Funding [1]	Description
P-1	Pedestrian Count Down Signals	31st and Kedzie	Public Improvement	\$10,350	\$10,350	Pedestrian count down signals will be added to existing signalized intersection to enhance safety.
TOTAL				\$10,350	\$10,350	

Source: TIF Projection Reports 2015-2019, City of Chicago expenditure data, City RDA and IGA database

#### **Progress toward Achieving Goals and Objectives**

The TIF Act requires that progress toward achieving goals and objectives outlined in the TIF Plan be addressed in the Report. **Exhibit 15** below presents a summary of the relevant projects and their progress in addressing the goals and objectives outlined in the Little Village Industrial Corridor TIF Plan through 2015.

Exhibit 15: Progress toward Achieving Goals and Objectives Outlined in Little Village Industrial Corridor TIF Plan

Map ID	Project	Relevant Goals and Objectives Addressed
In-1	Pedestrian Count Downtowns	2, 9
	Small Business Improvement Fund (SBIF)	1, 11
	LIRI/NBDC/CSS, Paseo Study	9, 12

Source: Redevelopment Agreements, Intergovernmental Agreements, City of Chicago TIF Program Tracking Data, Capital Management System database.

