

Tax Increment Financing Redevelopment Plan & Project

.....
41st Street
Redevelopment Project Area
.....

Prepared for
City of Moline, Illinois

Prepared by
PGAV PLANNERS

August 16, 2012

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- Attachment A - Resolution 1115-2012
- Attachment B - Boundary Description - 41st Street Redevelopment Project Area
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SECTION I

INTRODUCTION

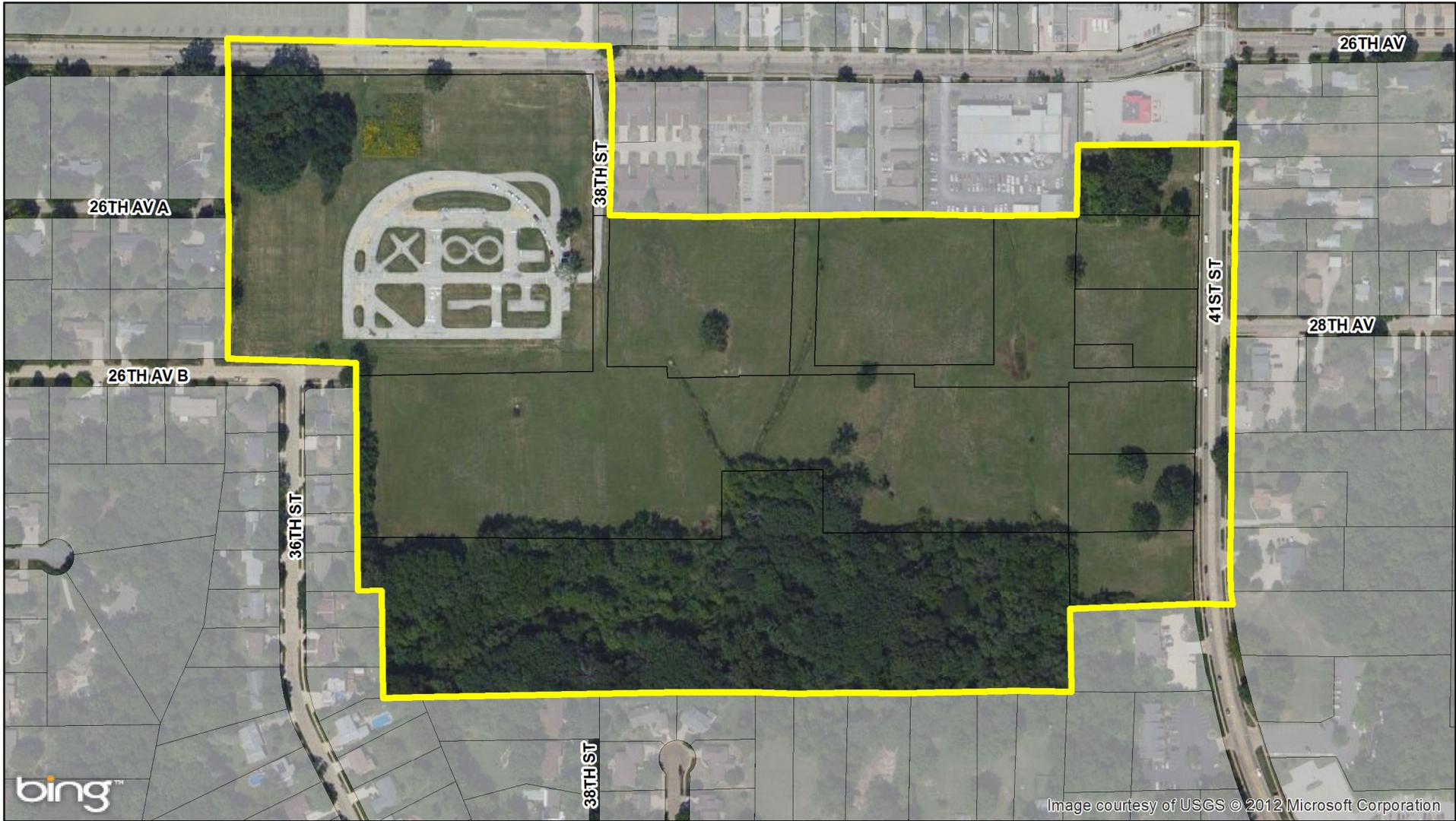
On January 10, 2012 the Moline City Council passed **Resolution 1115-2012** initiating a feasibility study to determine the eligibility of establishing a tax increment finance (“TIF”) district for a portion of the City and to induce development interest within such area (see **Attachment A** in the Appendix). The area being considered for designation as a TIF district includes the now vacant properties west of 41st Street and south of the commercial properties fronting 26th Avenue and the Moline High School driver’s education facility located on the south side of 26th Avenue. The area is referred to herein as the 41st Street Redevelopment Project Area (the “Area”). This document represents the Redevelopment Plan and Redevelopment Project (the “Plan”) for this proposed TIF district.

The proposed TIF district, legally defined as a “Redevelopment Project Area”, is comprised of approximately 48.8 acres, inclusive of existing street rights-of-way (45.7 acres net of streets). The geographic location of this Area is illustrated on **Exhibit A, Redevelopment Project Area Boundary Map**, and a **boundary description** is located in the **Appendix as Attachment B**.

A significant portion of the vacant properties within the Area are part of an Illinois Environmental Protection Agency (IEPA) Brownfield remediation site that has been subject to remediation activities. About 44% percent of the vacant portion of the Area has below the ground surface a former City landfill. The portion of this landfill not currently covered by woodlands has been capped in accordance with EPA regulations, and the affected parcels have received “No Further Remediation” (NFR) letters from the IEPA. According to representations made by the current owner of these properties, significant expense has been incurred with this remediation effort. While a portion of the former landfill has been capped, the landfill in its entirety still constitutes an unused disposal site as defined in the Illinois Tax Increment Allocation Act (the “TIF Act” - 65 ILCS 5/11.74.4-1 et seq.). Furthermore, the capping and NFR determination doesn’t remove the risk and added cost that may be incurred with the installation of utilities to serve redevelopment of the Area.

The City is proposing the use of tax increment financing, as well as other economic development resources, as available, to facilitate redevelopment of the privately owned properties in the Area. Upgrades to or redevelopment of the driver’s education facility by the School District are anticipated as well. It is the intent of the City to induce the investment of significant private capital in the Area, which is expected to have a positive economic impact on the community as a whole. The proposed medical office development is a key component of the City’s overall economic development program.

The aforementioned Act permits the use of tax increment financing to address the presence of blight or conditions that lead to blight. The Act sets forth the requirements and procedures for establishing a Redevelopment Project Area and a Redevelopment Plan. This report presents the findings of eligibility, the Redevelopment Plan and Project for the Area as well as other findings, evidence and documentation required by the Act.

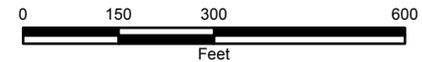


**Exhibit A
Redevelopment Project
Area Boundary Map**

41st Street Redevelopment Project Area
City of Moline, Illinois

Legend

 Redevelopment Project Area Boundary



August 2012

SECTION II

STATUTORY BASIS FOR TAX INCREMENT FINANCING AND SUMMARY OF FINDINGS

A. Introduction

Tax increment financing (TIF) is a local funding mechanism created by the TIF Act. The concept behind the tax increment law is straightforward and allows a municipality to carry out redevelopment activities. Redevelopment that occurs in a designated Redevelopment Project Area results in an increase in the equalized assessed valuation (EAV) of the property and, thus, generates increased real property tax revenues. This increase or "increment" can be used to finance "Redevelopment Project costs" such as land acquisition, site clearance, building rehabilitation, interest subsidy, construction of public infrastructure and other items as permitted by the Act.

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

The Illinois General Assembly made various findings in adopting the TIF Act and among them were:

1. That there exist in many municipalities within the State blighted and conservation areas; and
2. That the eradication of blighted areas and the treatment and improvement of conservation areas by redevelopment projects are essential to the public interest and welfare.

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

To ensure that the exercise of these powers is proper and in the public interest, the TIF Act specifies certain requirements that must be met before a municipality can proceed with implementing a redevelopment plan. One of these requirements is that the municipality must demonstrate that a Redevelopment Project Area qualifies under the definitions set forth in the Act.

B. Summary of Findings

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

1. The Area as a whole meets the statutory definition for *a combination conservation area and blighted area*. Certain conservation area criteria are applicable to the improved land within the Area and certain blighted area criteria to the vacant land. Furthermore, 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 encompasses approximately 46 acres of land and, therefore, exceeds the statutory minimum size of 1-1/2 acres.
3. The Redevelopment Project Area contains contiguous parcels of real property.
4. If this Redevelopment Plan and Project is adopted and implemented by the City, it is reasonable to say that all properties included in the Redevelopment Project Area would substantially benefit from being included in the Area.
5. The Redevelopment Project Area, as a whole, has not been subject to growth and development through investment by private enterprise and would not reasonably be anticipated to occur without public assistance.

SECTION III

BASIS FOR ELIGIBILITY OF THE AREA AND FINDINGS

A. Introduction

A Redevelopment Project Area, according to the TIF Act, is that area designated by a municipality in which the finding is made that there exist conditions which cause the area to be classified as a blighted area, conservation area, combination of blighted and conservation areas, or an industrial park conservation area. This report documents the relevant statutory requirements and how the Area meets the eligibility criteria.

B. Statutory Definitions

The Act defines the factors that must be present in order for an area to qualify for TIF. The following provides the statutory definitions of the qualifying factors relating to a blighted area:

“**Blighted area**” means any improved or vacant area within the boundaries of a Redevelopment Project Area located within the territorial limits of the municipality where:

1. **If improved**, industrial, commercial, and residential buildings or improvements are detrimental to the public safety, health, or welfare because of a combination of five (5) or more of the following factors, each of which is (i) present, with that presence documented to a meaningful extent, so that a municipality may reasonably find that the factor is clearly present within the intent of the Act, and (ii) reasonably distributed throughout the improved part of the Redevelopment Project Area:
 - a. Dilapidation. An advanced state of disrepair or neglect of necessary repairs to the primary structural components of buildings, or improvements in such a combination that a documented building condition analysis determines that major repair is required or the defects are so serious and so extensive that the buildings must be removed.
 - b. Obsolescence. The condition or process of falling into disuse. Structures have become ill-suited for the original use.
 - c. Deterioration. With respect to buildings, defects including, but not limited to, major defects in the secondary building components such as doors, windows, porches, gutters, and downspouts, and fascia. With respect to surface improvements, that the condition of roadways, alleys, curbs, gutters, sidewalks, off-street parking, and surface storage areas evidence deterioration, including, but not limited to, surface cracking, crumbling, potholes, depressions, loose paving material, and weeds protruding through paved surfaces.

- d. Presence of structures below minimum code standards. All structures that do not meet the standards of zoning, subdivision, building, fire, and other governmental codes applicable to property, but not including housing and property maintenance codes.
- e. Illegal use of individual structures. The use of structures in violation of applicable federal, State, or local laws, exclusive of those applicable to the presence of structures below minimum code standards.
- f. Excessive vacancies. The presence of buildings that are unoccupied or under-utilized and that represent an adverse influence on the area because of the frequency, extent, or duration of the vacancies.
- g. Lack of ventilation, light, or sanitary facilities. The absence of adequate ventilation for light or air circulation in spaces or rooms without windows, or that require the removal of dust, odor, gas, smoke, or other noxious air-borne materials. Inadequate natural light and ventilation means the absence of skylights or windows for interior spaces or rooms and improper window sizes and amounts by room area to window area ratios. Inadequate sanitary facilities refers to the absence or inadequacy of garbage storage and enclosure, bathroom facilities, hot water and kitchens, and structural inadequacies preventing ingress and egress to and from all rooms and units within a building.
- h. Inadequate utilities. Underground and overhead utilities such as storm sewers and storm drainage, sanitary sewers, water lines, and gas, telephone, and electrical services that are shown to be inadequate. Inadequate utilities are those that are: (i) of insufficient capacity to serve the uses in the Redevelopment Project Area, (ii) deteriorated, antiquated, obsolete, or in disrepair, or (iii) lacking within the Redevelopment Project Area.
- i. Excessive land coverage and overcrowding of structures and community facilities. The over-intensive use of property and the crowding of buildings and accessory facilities onto a site. Examples of problem conditions warranting the designation of an area as one exhibiting excessive land coverage are: (i) the presence of buildings either improperly situated on parcels or located on parcels of inadequate size and shape in relation to present-day standards of development for health and safety, and (ii) the presence of multiple buildings on a single parcel. For there to be a finding of excessive land coverage, these parcels must exhibit one or more of the following conditions: insufficient provision for light and air within or around buildings, increased threat of spread of fire due to the close proximity of buildings, lack of adequate or proper access to a public right-of-way, lack of reasonably required off-street parking, or inadequate provision for loading and service.

- j. Deleterious land use or layout. The existence of incompatible land-use relationships, buildings occupied by inappropriate mixed-uses, or uses considered to be noxious, offensive, or unsuitable for the surrounding area.
 - k. Environmental clean-up. The proposed Redevelopment Project Area has incurred Illinois Environmental Protection Agency or United States Environmental Protection Agency remediation costs for, or a study conducted by an independent consultant recognized as having expertise in environmental remediation has determined a need for the clean-up of hazardous waste, hazardous substances, or underground storage tanks required by State or federal law, provided that the remediation costs constitute a material impediment to the development or redevelopment of the Redevelopment Project Area.
 - l. Lack of community planning. The proposed Redevelopment Project Area was developed prior to or without the benefit or guidance of a community plan. This means that the development occurred prior to the adoption by the municipality of a comprehensive or other community plan, or that the plan was not followed at the time of the area's development. This factor must be documented by evidence of adverse or incompatible land-use relationships, inadequate street layout, improper subdivision, parcels of inadequate shape and size to meet contemporary development standards, or other evidence demonstrating an absence of effective community planning.
 - m. The total equalized assessed value of the proposed Redevelopment Project Area has declined for three (3) of the last five (5) calendar years prior to the year in which the Redevelopment Project Area is designated, or is increasing at an annual rate that is less than the balance of the municipality for three (3) of the last five (5) calendar years for which information is available, or is increasing at an annual rate that is less than the Consumer Price Index for All Urban Consumers published by the United States Department of Labor or successor agency for three (3) of the last five (5) calendar years prior to the year in which the Redevelopment Project Area is designated.
2. **If vacant**, the sound growth of the Redevelopment Project Area is impaired by a combination of two (2) or more of the following factors, each of which is (i) present, with that presence documented to a meaningful extent, so that a municipality may reasonably find that the factor is clearly present within the intent of the Act, and (ii) reasonably distributed throughout the vacant part of the Redevelopment Project Area to which it pertains:
- a. **Obsolete platting** of vacant land that results in parcels of limited or narrow size, or **configurations of parcels of irregular size or shape that would be**

- difficult to develop on a planned basis and in a manner compatible with contemporary standards and requirements**, or platting that failed to create rights-of-ways for streets or alleys, or that created inadequate rights-of-way widths for streets, alleys, or other public rights-of-way, or that omitted easements for public utilities.
- b. Diversity of ownership of parcels of vacant land sufficient in number to retard or impede the ability to assemble the land for development.
 - c. Tax and special assessment delinquencies exist, or the property has been the subject of tax sales under the Property Tax Code within the last five (5) years.
 - d. Deterioration of structures or site improvements in neighboring areas adjacent to the vacant land.
 - e. The area has incurred Illinois Environmental Protection Agency or United States Environmental Protection Agency remediation costs for, or a study conducted by an independent consultant recognized as having expertise in environmental remediation has determined a need for the clean-up of hazardous waste, hazardous substances, or underground storage tanks required by State or federal law, provided that the remediation costs constitute a material impediment to the development or redevelopment of the Redevelopment Project Area.
 - f. **The total equalized assessed value of the proposed Redevelopment Project Area has declined for three (3) of the last five (5) calendar years** prior to the year in which the Redevelopment Project Area is designated, **or is increasing at an annual rate that is less than the balance of the municipality for three (3) of the last five (5) calendar years for which information is available, or is increasing at an annual rate that is less than the Consumer Price Index** for All Urban Consumers published by the United States Department of Labor or successor agency for three (3) of the last five (5) calendar years prior to the year in which the Redevelopment Project Area is designated.
3. **If vacant**, the sound growth of the Redevelopment Project Area is impaired by **one of the following factors** that (i) is present, with that presence documented to a meaningful extent, so that a municipality may reasonably find that the factor is clearly present within the intent of the Act, and (ii) is reasonably distributed throughout the vacant part of the Redevelopment Project Area to which it pertains:

- a. The area consists of one or more unused quarries, mines, or strip mine ponds.
- b. The area consists of unused rail yards, rail tracks, or railroad rights-of-way.
- c. The area, prior to its designation, is subject to 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. Prior to the effective date of this amendatory Act of the 91st General Assembly, the area is not less than 50, nor more than 100 acres, and 75% of which is vacant (notwithstanding that the area has been used for commercial agricultural purposes within five (5) years prior to the designation of the Redevelopment Project Area), and the area meets at least one of the factors itemized in paragraph (a) of this subsection, the area has been designated as a town or City center by ordinance or comprehensive plan adopted prior to January 1, 1982, and the area has not been developed for that designated purpose.
- f. The area qualified as a blighted improved area immediately prior to becoming vacant, unless there has been substantial private investment in the immediately surrounding area.

C. Investigation and Analysis of Blighting Factors

To ensure that the exercise of these powers is proper and in the public interest, the Act specifies certain requirements that must be met before a municipality can proceed with implementing a Redevelopment Project. One of these is that the municipality must demonstrate that the Redevelopment Project Area qualifies for TIF. In this situation, several blighting factors, as they are applied to vacant land, are present.

1. Findings on Improved Area

The only improved parcel within the Area is the Moline High School's driver's education facility. The property consists largely of an asphaltic concrete paved driving course. Also, there is a small lookout observation building. According to City staff, the lookout building was in existence in 1977 and therefore the building is at least 35 years old. The paved surfaces are in deteriorated condition with considerable "alligator" cracking due to its age and exposure to the elements. According to City staff the building is not compliant with City

codes, albeit the deficiencies are “grandfathered” and allowed to exist as non-conforming. In addition, the total equalized assessed valuation (EAV) for the Area has not kept pace with the balance of the City for four (5) of the last five (5) calendar years. A comparison of EAV for the Area and the balance of the City are shown in **Exhibit B, Comparison of EAV Growth Rates (2006-2011)**. Given the age of the lookout building and the three eligibility factors described above, the improved portion of the Area qualifies as a “conservation area”.

Exhibit B

COMPARISON OF EAV GROWTH RATES (2006 - 2011)

41st Street Redevelopment Project Area
 City of Moline, Illinois

Assessment Year	EAV		Area Growth Rate Less Than Balance of City?
	Project Area ¹	Balance of City ²	
2006	\$ 532,049	\$ 778,444,210	
2007	\$ 545,350	\$ 844,478,026	
Annual Percent Change	2.5%	8.5%	YES
2008	\$ 556,256	\$ 868,488,405	
Annual Percent Change	2.0%	2.8%	YES
2009	\$ 561,820	\$ 881,037,964	
Annual Percent Change	1.0%	1.4%	YES
2010	\$ 561,820	\$ 885,988,071	
Annual Percent Change	0.0%	0.6%	YES
2011	\$ 561,820	\$ 889,716,646	
Annual Percent Change	0.0%	0.4%	YES

¹ Equalized Assessed Valuation (EAV) for the Project Area. Source: Rock Island County property assessment data.

² Total EAV for the City less the EAV for the Project Area.

2. Findings on Vacant Area

Before documenting the presence of these factors, evidence is presented to prove that the **Area can be considered vacant land pursuant to the definition of “vacant land”** in the Act, to wit:

“(v) As used in subsection (a) of Section 11-74.4-3 of this Act, "vacant land" means any parcel or combination of parcels of real property without industrial, commercial, and residential buildings which has not been used for commercial agricultural purposes within 5 years prior to the designation of the Redevelopment Project Area, unless the parcel is included in an industrial park conservation area or the parcel has been subdivided;...”

Aerial photographs of the Area, available from Google Earth, were examined to see if there was any evidence of agricultural use, such as the presence of crops or the raising of livestock. The first aerial photographs examined were from August 11, 2006. Subsequent to this photography, five more aerial shots were taken in 2007, 2009, 2010 and 2011, with the latest being taken November 16, 2011. None of this photography indicated the presence of any commercial agricultural activity.

Even if the Area was used for commercial agricultural purposes within the last five years, the Area has been subdivided. Much of the vacant portion of the Area was platted as the “Ferry’s Subdivision”.¹ The balance of the vacant land has been subdivided, as evidenced by Supervisor of Assessment Maps, Sheet 24, Lots 105-1, 106, 107 108, 108-1, 109, 113, 114 and 115. Lots 105-1, 109, 114 and 115 constituted re-subdividing of the Ferry’s Subdivision. Thus, the vacant parcels located within the Area have been “subdivided”.

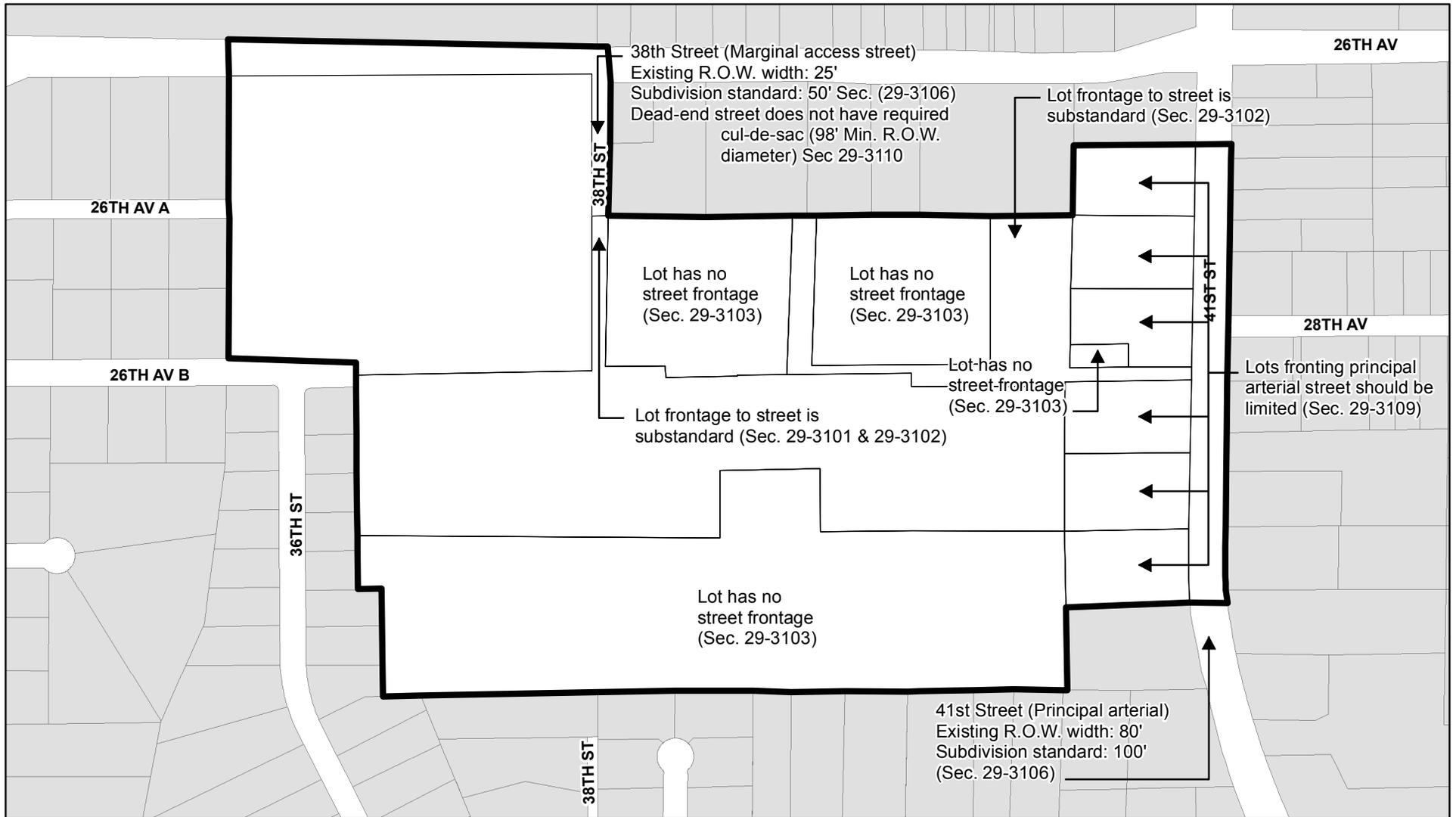
The statutory definition of a “blighted area” is satisfied with respect to how this definition is applied to vacant land under two subsections of the Act. First, subsection 11.74.4-3 (a) (2) of the Act states that “[i]f vacant, the sound growth of the Redevelopment Project Area is impaired by **2 or more of the following factors** each of which is (i) is present, with that presence documented to a meaningful extent, so that a municipality may reasonably find that the factor is clearly present within the intent of the Act, and (ii) is reasonably distributed throughout the vacant part of the Redevelopment Project Area to which it pertains:...” (emphasis added). The factors present in this case is that the total equalized assessed valuation (EAV) of the proposed Area has increased at a rate that is less than the balance of the City for 5 of the last 5 years and obsolete platting.

¹ Per Plat of Survey prepared by Missman, Stanley & Associates, P.C., March 1999.

- a. **EAV Trends:** This factor is applicable to vacant land as well as improved land. The total equalized assessed valuation (EAV) for the Area has not kept pace with the balance of the City for all five (5) of the last five (5) calendar years. A comparison of EAV for the Area and the balance of the City are shown in **Exhibit B, Comparison of EAV Growth Rates (2006-2011)**.
- b. **Obsolete Platting:** As noted previously, much of the vacant portion of the Area was platted as the Ferry's Subdivision. This subdivision created some very unusual parcel configurations, which some would not meet the City's current Subdivision Code. Subsequent subdivisions of property also would not be compliant with the current Subdivision Code. A **Description of Obsolete Platting** is provided on **Exhibit C**. The applicable Subdivision Code sections are cited with respect to each substandard condition.

Another subset of qualification factors under the definition of blight, as it is applied to vacant land, is subsection 11.74.44-3 (a) (3) of the Act. It states that “[i]f vacant, the **sound growth of the Redevelopment Project Area is impaired by one of the following factors** that (i) is present, with that presence documented to a meaningful extent, so that a municipality may reasonably find that the factor is clearly present within the intent of the Act, and (ii) is reasonably distributed throughout the vacant part of the Redevelopment Project Area to which it pertains...” (emphasis added). **The factor present in this case is that 44% of the vacant portion of the Area consists of an unused disposal site** containing earth, stone, building debris or similar materials that were removed from construction, demolition, excavation, or dredge sites. Evidence of these types of disposed materials was revealed in a comprehensive Site Investigation/Remedial Objectives (SI/RO) Report completed with respect to this site identified by the IEPA Inventory Number 1610455202.² Research contained in this report revealed that a portion of the now vacant area was used as a City of Moline landfill between approximately 1940 and 1960. **Exhibit D - Former City Landfill** shows the location of the landfill based on information provided in the previously referenced Missman Report. As part of the site investigation, approximately 75 boreholes were made, along with six trenches excavated through the filled areas. Where borings penetrated the landfill, materials found included “glass, brick, wire, paper, and other miscellaneous inert material.” Fill material encountered in the excavated trenches consisted of “glass, wood, tires and metal debris.” A 55 gallon drum of solidified paint was also discovered. While material within the landfill included typical municipal waste, it also contained what can be described as building debris (e.g., brick and wood) removed from construction or demolition sites.

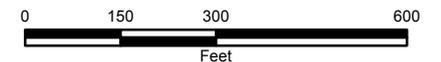
² Site Investigation/Remedial Objectives Report, Missman, Stanley & Associates, P.C., March 2, 1999 & Addendum, May 12, 1999. Approved by the IEPA Jun 21, 1999.



Legend

 Redevelopment Project Area Boundary

Note: Section references are from Chapter 29, "Subdivisions" of the Moline Code of Ordinances



August 2012

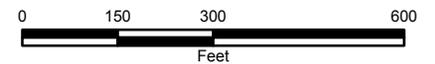
Exhibit C Description of Obsolete Platting

41st Street Redevelopment Project Area
City of Moline, Illinois



Legend

-  Redevelopment Project Area Boundary
-  Location of Landfill*



August 2012

Exhibit D
Former City Landfill

41st Street Redevelopment Project Area
City of Moline, Illinois

* Source: Landfill Location Map,
Ferry Property, January 1990.

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

It is found that the Redevelopment Project Area contains conditions that qualify it as a combination *conservation area and blighted area* as these terms are applied to improved land and vacant land in the TIF Act. The qualifying factors are present to a meaningful extent and distributed sufficiently throughout the Area.

Although it may be concluded that the mere presence of the stated eligibility factors might be sufficient to make a finding of qualification as a blighted area, this evaluation was made on the basis that the factors must be present to an extent that would lead reasonable persons to conclude that public intervention is appropriate or necessary. It can be concluded that public intervention is necessary because of the conditions documented herein and that private investment in the Area is lacking. The City Council should review this analysis and, if satisfied with the findings contained herein, proceed with the adoption of these findings in conjunction with the adoption of the Redevelopment Plan and establishment of the Redevelopment Project Area.

SECTION IV

REDEVELOPMENT PLAN

A. Introduction

This section presents the Redevelopment Plan and Project for the 41st Street Redevelopment Project Area. A **Redevelopment Plan** is defined in the Act as "the comprehensive program of the municipality for development or redevelopment intended by the payment of redevelopment project costs to reduce or eliminate those conditions the existence of which qualified the redevelopment project area as a blighted area or conservation area or combination thereof or industrial park conservation area, and thereby to enhance the tax bases of the taxing districts which extend into the Redevelopment Project Area".

B. General Land Uses to Apply

The Plan proposes redeveloping the vacant portion of the Area into a medical/wellness center campus. Concept plans for the Area, prepared on behalf of Genesis Medical Center, resolves the obsolete platting issues and provides for an effective reuse of a former landfill. With respect to the existing improved property, the School District intends to upgrade the driver's education facility and may consider redeveloping the site at some time in the future.

C. Objectives

The objectives of the Redevelopment Plan are:

1. Reduce or eliminate those conditions that qualify the Redevelopment Project Area as eligible for tax increment financing by carrying out the Redevelopment Plan. These improvements may include other actions permitted by the Act and infrastructure needs as identified during the implementation of the Redevelopment Plan.
2. Enhance the real estate tax base for the City and all other taxing districts, which extend into the Redevelopment Project Area through the implementation and completion of the activities identified herein.
3. Encourage and assist private investment in redevelopment projects within the Redevelopment Project Area through the provision of financial assistance for new development as permitted by the Act.
4. Provide for safe and efficient traffic circulation, both to and from the Area and within the Area.

5. Complete all public and private actions required in this Redevelopment Plan in an expeditious manner.

D. Program Policies to Accomplish Objectives

The City of Moline has determined that it is appropriate to provide limited financial incentives for private investment within the Redevelopment Planning Area. It has been determined through discussions with the developer that tax increment financing constitutes a key component of leveraging private investment within the Redevelopment Project Area. The City will incorporate appropriate provisions within any redevelopment agreement entered into between the City and private parties to achieve the successful completion of the redevelopment project described below.

E. Redevelopment Project

To achieve the Plan objectives and the overall project proposed in the Plan, a number of public and private activities will need to be undertaken. This includes a combination of private developments and public investment to leverage this private development. Improvements and activities necessary to implement the Plan may include the following:

1. Private Redevelopment Activities:

The developer plans to construct, in phases, approximately 188,000 gross square feet of principally medical office buildings and other wellness related services. Also incorporated in the campus plan are walking trails.

2. Public Redevelopment Activities:

Public improvements and support activities will be used to induce and complement private investment. These may include, but are not limited to, land assembly and site preparation, public utilities, interest write-down, and marketing of properties, as well as other programs of financial assistance, as may be provided by the City. In addition, public investment to upgrade the driver's education facility is planned for the time being, but the School District and may consider redeveloping the site at some time in the future.

3. Land Assembly, Displacement Certificate & Relocation Assistance:

This Plan will not include the displacement of inhabited housing units because there are no housing units located within the Project Area.

F. Estimated Redevelopment Project Costs

The estimated costs associated with the eligible public redevelopment activities are presented in **Exhibit E** entitled **Estimated Redevelopment Project Costs**. This estimate includes reasonable or necessary costs incurred, or estimated to be incurred, in the implementation of this Redevelopment Plan. These estimated costs are subject to refinement as specific plans and designs are finalized and experience is gained in implementing this Redevelopment Plan and do not include financing costs or interest payments that may be incurred in conjunction with redevelopment projects.

Exhibit E
ESTIMATED REDEVELOPMENT PROJECT COSTS
 41st Street Redevelopment Project Area
 City of Moline, Illinois

Description	Estimated Cost
A. Public Works or Improvements <i>(Improvement of streets, curb and gutters, utilities and other public improvements)</i>	\$1,750,000
B. Property Assembly <i>(Site preparation)</i>	\$1,800,000
C. Relocation	\$200,000
D. Taxing District Capital Costs	\$100,000
E. Job Training	\$100,000
F. Interest Costs Incurred by Developers <i>(30% of interest costs)</i>	\$2,000,000
G. Planning, Legal and Professional Services	\$500,000
H. General Administration	\$150,000
I. Financing Costs	See Note 3
J. Contingency	\$500,000
Total Estimated Costs	\$7,100,000

Notes:

1. All costs shown are in 2012 dollars.
2. Adjustments may be made among line items within the budget to reflect program implementation experience.
3. Municipal financing costs such as interest expense, capitalized interest and cost of issuance of obligations are not quantified herein. These costs are subject to prevailing market conditions and will be considered part of the total redevelopment project cost if and when such financing costs are incurred.
4. Private redevelopment costs and investment are in addition to the above.
5. The total estimated redevelopment project costs shall not be increased by more than 5% after adjustment for inflation from the date of the Plan adoption, per subsection 11-74.4.5 (c) of the Act.

In addition to the proposed TIF funding, the City may seek the assistance of various State of Illinois Departments (Illinois EPA, Department of Commerce and Economic Opportunity, etc), or appropriate agencies of the Federal Government to assist in funding site preparation, infrastructure, or other required projects or improvements. To the extent additional funds can be secured from the State of Illinois, or any federal program or other public or private sources, the City may use such funding sources in furtherance of the Redevelopment Plan and Projects.

G. Description of Redevelopment Project Costs

Costs that may be incurred by the City in implementing the Redevelopment Plan may include project costs and expenses as itemized in **Exhibit E**, on the previous page, subject to the definition of “redevelopment project cost” as contained in the TIF Act, and the “Contingency” line item may include any other costs that are eligible under said definition. Itemized below is the statutory listing of “redevelopment project costs” currently permitted by the TIF Act [bold typeface added for emphasis]. Note that some of the narrative below has been paraphrased (see full definitions in the TIF Act).

1. **Costs of studies, surveys, development of plans and specifications**, wetland mitigation plans, implementation and administration of the Redevelopment Plan, including but not limited to staff and professional service costs for architectural, engineering, legal, environmental, financial, planning or other services, subject to certain limitations:
 - a. There are limitations on contracts for certain professional services with respect to term, services, etc.
 - b. Annual administrative costs shall not include general overhead or administrative costs of the municipality that would still have been incurred by the municipality if the municipality had not designated a redevelopment project area or approved a redevelopment plan.
 - c. Marketing costs are allowable so long as they relate to marketing sites within the redevelopment project area to prospective businesses, developers, and investors.
2. **Property assembly costs**, including but not limited to acquisition of land and other property, real or personal or interest therein, demolition of buildings, site preparation, site improvements that serve as an engineered barrier addressing ground level or below ground level environmental contamination, including but not limited to parking lots and other concrete or asphalt barriers, and the clearing and grading of land.

3. **Costs of the construction of public works or improvements**, including any direct or indirect costs relating to Green Globes or LEED certified construction elements or construction elements with an equivalent certification, except that on and after November 1, 1999, redevelopment project costs shall not include the cost of constructing a new municipal public building principally used to provide offices, storage space, or conference facilities or vehicle storage, maintenance, or repair for administrative, public safety, or public works personnel and that is not intended to replace an existing public building as provided under paragraph (3) of subsection (q) of Section 11-74.4-3 of the Act unless either
 - a. the construction of the new municipal building implements a redevelopment project that was included in a redevelopment plan that was adopted by the municipality prior to November 1, 1999; or
 - b. the municipality makes a reasonable determination in the redevelopment plan, supported by information that provides the basis for that determination, that the new municipal building is required to meet an increase in the need for public safety purposes anticipated to result from the implementation of the redevelopment plan.
4. **Cost of job training** and retraining projects, including the cost of “welfare to work” programs **implemented by businesses** located within the redevelopment project area.
5. **Financing costs**, including but not limited to, all necessary and incidental expenses related to the issuance of obligations by the City, and which may include payment of interest on any obligations issued thereunder including interest accruing during the estimated period of construction of any redevelopment project for which such obligations are issued and for not exceeding thirty-six (36) months thereafter, and including reasonable reserves related thereto.
6. To the extent the municipality by written agreement accepts and approves the same, all or a portion of a **taxing district's capital costs** resulting from the redevelopment project necessarily incurred or to be incurred within a taxing district in furtherance of the objectives of the redevelopment plan and project.
7. **Relocation costs** to the extent that a municipality determines that relocation costs shall be paid or is required to make payment of relocation costs by federal or state law or in order to satisfy Subsection 11-74.4-3 (n) (7) of the TIF Act (re: federal Uniform Relocation Assistance and Real Property Acquisition Policies Act requirements).

8. **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, **incurred by one or more taxing districts**, provided that such costs:
 - a. are related to the establishment and maintenance of additional job training, advanced vocational education or career education or career education programs for persons employed or to be employed by employers located in a redevelopment project area: and
 - b. when incurred by a taxing district or taxing districts other than the municipality, are set forth in a written agreement by or among the municipality and the taxing district or taxing districts, which agreement describes the programs to be undertaken, including but not limited to the number of employees to be trained, a description of the training and services to be provided, the number and types of positions available or to be available, itemized costs of the program and sources of funds to pay for the same, and the terms of the agreement. Such costs include, specifically, the payment by community college districts of costs pursuant to Sections 3-37, 3-38, 3-40 and 3-40.1 of the Public Community College Act, and by school districts of costs pursuant to Sections 10-22.20a and 10-23.3a of the School Code.

9. **Interest costs incurred by a redeveloper** related to the construction, renovation or rehabilitation of a redevelopment project provided that:
 - a. such costs are to be paid directly from the special tax allocation fund established pursuant to this Act;
 - b. such payments in any one-year may not exceed 30% of the annual interest costs incurred by the redeveloper with regard to the redevelopment project during that year;
 - c. if there are not sufficient funds available in the special tax allocation fund to make the payment pursuant to this paragraph, then the amounts so due shall accrue and be payable when sufficient funds are available in the special tax allocation fund;
 - d. the total of such interest payments paid pursuant to this Act may not exceed 30% of the total (i) cost paid or incurred by the redeveloper for the redevelopment project plus (ii) redevelopment project costs, excluding any property assembly costs and any relocation costs incurred by a municipality pursuant to this Act;

10. None of the redevelopment project costs enumerated above shall be eligible redevelopment project costs if those costs would provide direct financial support to a retail entity initiating operations in the redevelopment project area, while terminating operations at another Illinois location within 10 miles of the redevelopment project area but outside the boundaries of the redevelopment project area municipality. For purposes of this paragraph, termination means closing of a retail operation that is directly related to the opening of the same operation or like retail entity owned or operated by more than 50% of the original ownership in a redevelopment project area; but it does not mean closing an operation for reasons beyond the control of the retail entity, as documented by the retail entity, subject to a reasonable finding by the municipality that the current location contained inadequate space, had become economically obsolete, or was no longer a viable location for the retailer or serviceman.

SECTION V

OTHER FINDINGS AND REQUIREMENTS

A. Conformance with Comprehensive Plan

The proposed Genesis medical wellness campus conforms to the City of Moline’s Comprehensive Plan adopted November 13, 2001. The Future Land Use Plan for the Highland Planning Districts proposes that the vacant portion of the Project Area be developed for office uses. The School District property is shown as Public and Semi-Public use.

B. Area, on the Whole, not Subject to Growth and Development

Other than private expenditures to mitigate the former City landfill and to obtain a No Further Remediation letter from the Illinois Environmental Protection Agency, the Area has not been subject to growth and investment by private enterprise. This is also evident by the lack of growth in property values as shown in **Exhibit F, EAV Trends (2006 – 2011)**. The data shows that the Area has only grown in assessed value at a compounded annual rate of 1.1% over the last five years. By comparison, the Consumer Price Index during this same period was double this rate and the balance of the City was 2.7%

Exhibit F

EAV TRENDS (2006 - 2011)
 41st Street Redevelopment Project Area
 City of Moline, Illinois

	EAV				Avg. Annual Percent
	2006	2011	Change	Percent	
41st Street RPA ¹	\$532,049	\$561,820	\$29,771	6%	1.1%
CPI - All Urban Consumers ²	201.6	224.939	23.339	12%	2.2%
Balance of City ³	\$778,444,210	\$889,716,646	\$111,272,436	14%	2.7%

¹ Equalized Assessed Valuation (EAV) of the Redevelopment Project Area.

² Consumer Price Index for All Urban Consumers. Source: U.S. Bureau of Labor Statistics.

³ Total City EAV minus Project Area EAV.

C. Would Not be Developed "but for" TIF

The City has found that the Redevelopment Project Area would not reasonably be developed without the use of tax increment revenues. The City further commits that such incremental revenues will be utilized for the development and revitalization of the Redevelopment Project Area as provided in the Act. Underscoring the economic need for municipal financial assistance in the form of tax increment financing is the fact that without the City's commitment to provide such municipal financial assistance, there will not be commitments for private development and revitalization.

Genesis Medical Center - Illinois, the developer proposing to develop the Area, has provided the City with a financial pro-forma analysis which shows that the project is not feasible without TIF to reimburse the developer for certain TIF eligible redevelopment project costs. Cost estimates for the initial phase indicates that the net rental rate for the medical office buildings would need to be approximately \$22.50 per square foot. However, according to Genesis, the Moline market will only support \$14.00 to \$16.00 per square foot. It is the intent of this TIF Redevelopment Plan to help overcome the extraordinary cost of redevelopment so as to close or significantly reduce this economic gap. Without financial incentives to overcome these barriers, investment by private enterprise will not take place to redevelop this Area.

D. Assessment of Financial Impact

The City finds that the financial impact of the Redevelopment Area on or increased demand for facilities or services from any taxing district affected by the Plan will be limited. Currently, community services (fire, police, and utility) and facilities appear to be adequate for the foreseeable future to support the proposed development. Nonetheless, the City commits to a pass-through of up to 25% of the revenues generated by the Project to the affected taxing jurisdictions on an annual basis. After recovering the cost of preparing the TIF Plan and establishing the Project Area and accounting for annual implementation expenses (e.g., audit and related fees, annual notices and annual reports to the Illinois Comptroller and taxing districts) the City will return, as surplus, up to 25% of the tax increment proceeds to Rock Island County for distribution on a pro-rata basis back to the affected local taxing bodies. It is anticipated that the annual costs of implementation will be relatively small and, therefore, the annual declared surplus will be close to, if not equal to, 25% of the total property tax increment. Furthermore, it is anticipated that this annual pass-through will be sufficient to cover any additional costs that may be incurred by the various taxing districts as a result of the Project.

The City and Joint Review Board will monitor the progress of the TIF program and its future impacts on all local taxing bodies. In the event significant adverse impacts are identified that increase demands for facilities or services in the future, the City will consider utilizing tax increment proceeds or other appropriate actions, to the extent possible, to assist in addressing the needs.

E. Estimated Date for Completion of the Redevelopment Projects

The estimated date for completion of the Redevelopment Project or retirement of obligations issued shall not be later than December 31st of the year in which the payment to the City Treasurer, as provided in subsection (b) of Section 11-74.4-8 of the Act, is to be made with respect to ad valorem taxes levied in the twenty-third calendar year after the year in which the ordinance approving the Redevelopment Project Area is adopted.

F. Most Recent Equalized Assessed Valuation

The most recent total equalized assessed valuation (EAV) for the Redevelopment Project Area is \$561,820. A listing of the **parcels of real property located in the Project Area, and the 2011 Assessment Year EAV**, is located in the **Appendix as Attachment C**. The County Clerk of Rock Island County will verify the base EAV amount of each property after adoption of the City ordinance approving the Redevelopment Plan and establishing the Redevelopment Project Area.

G. Redevelopment Valuation

Contingent on the adoption of this Tax Increment Redevelopment Plan and commitment by the City to the redevelopment program, it is anticipated that the redevelopment investment in this Redevelopment Project Area will amount to over \$24 million. Based on this level of investment, the equalized assessed valuation is estimated to increase by approximately \$8 million (2012 dollars) upon completion of the redevelopment project. It is anticipated that the redevelopment project will occur in phases and, therefore, it will take years to reach these total values. A five year build-out is planned, but is contingent on market conditions.

H. Source of Funds

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

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

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

I. Nature and Term of Obligations

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

J. Fair Employment Practices and Affirmative Action

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

K. Reviewing and Amending the TIF Plan

This Redevelopment Plan may be amended in accordance with the provisions of the TIF Act. Also, the City shall adhere to all reporting requirements and other statutory provisions.

APPENDIX

ATTACHMENT A

Resolution 1115-2012

Council Bill/Resolution No. 1115-2012

Sponsor: _____

A RESOLUTION

PROVIDING for a feasibility study related to a proposed redevelopment project area and redevelopment area (west of 41st Street south of 26th Avenue and east of 36th Street) and to induce development interest within such area; and

AUTHORIZING expenditures in the course of planning and redevelopment, prior to a redevelopment project area being established, that may be reimbursable from TIF proceeds.

WHEREAS, the City of Moline (the "City") is authorized under the provisions of the Tax Increment Allocation Redevelopment Act, 65 ILCS 5/11-74.4-1, et seq. as amended ("the TIF Act"), to finance redevelopment project costs in connection with redevelopment project areas established in accordance with the conditions and requirements set forth in the Act; and

WHEREAS, pursuant to the Act, to implement tax increment financing (TIF), it is necessary for the City to adopt a redevelopment plan and redevelopment project, designate a redevelopment project area on the basis of finding that the area qualifies pursuant to statutory requirements, and make a finding that the redevelopment project area on the whole has not been subjected to growth and development through private enterprise and would not reasonably be anticipated to be developed without the adoption of a redevelopment plan, which plan contains a commitment to use public funds; and

WHEREAS, the City desires to undertake a feasibility study to determine whether findings may be made with respect to an area of the City, generally described herein, which may be designated as a redevelopment project area, to qualify the area as a blighted area or a conservation area or a combination thereof as defined in the Act, and other research necessary to document the lack of growth and development through private enterprise; and

WHEREAS, the boundaries of the redevelopment project area being considered is delineated on Exhibit A attached hereto, provided that the actual redevelopment project area to be established may contain more or less land than that shown on Exhibit A; and

WHEREAS, the City will be expending certain funds to determine eligibility of the proposed redevelopment project area and to prepare the required redevelopment plan if the City decides to implement tax increment financing for all or a portion of the proposed TIF area; and

WHEREAS, the City may expend other funds in furtherance of the objectives of the anticipated redevelopment plan; and

WHEREAS, it is the intent of the City to recover these expenditures from the first proceeds of the TIF program, if established; and

WHEREAS, the City wishes to encourage developers to pursue plans for the redevelopment of the area and make such expenditures as are reasonably necessary in that regard with confidence that said expenditures may be allowable redevelopment project costs under the plan once adopted and subject to a redevelopment agreement between the City and the developers/property owners; and

WHEREAS, Genesis Health System, an Iowa/Illinois Corporation, and Frauenshuh Health Care Real Estate Solutions, LLC, a Minnesota Limited Liability Company (the "Developer"), propose to redevelop a portion of the area as set forth in the form of the Pre-Funding Agreement between the City and the Developer; and

WHEREAS, the purpose of the proposed redevelopment plan and project is to generate private investment in the targeted area, thereby eliminating or reducing blighted conditions or conditions that may lead to blight and provides for the long-term sound growth of the community; and

WHEREAS, tax increment allocation financing utilizes the increase in real estate taxes ("tax increment") resulting from the increase in value of properties located in a redevelopment project area to pay for certain redevelopment projects costs as provided for in the Act; and

WHEREAS, of the purposes of the proposed redevelopment plan or proposed redevelopment project area, none are reasonably expected to result in the displacement of residents from ten (10) or more inhabited residential units within the area; therefore, the feasibility study is not required to include the preparation of any housing impact study as described in Section 11-74.4-4.1 (b) of the Act.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF MOLINE, ILLINOIS, as follows:

That the City Council has examined the proposed area and circumstances and at this time finds that it is reasonable to believe that a tax increment financing plan can be adopted for said area and expenditures of development costs in furtherance of the plan, and potential development should be allowable project costs under the plan, provided that this resolution is not a guarantee that any such plan will be adopted, but rather an expression of the sense of the City at this time.

BE IT FURTHER RESOLVED that the person to contact for additional information about the proposed redevelopment project area and who should receive all comments and suggestions regarding the redevelopment of the area shall be:

Ray Forsythe
Planning & Development Director
City of Moline, 619 16th Street, Moline, IL 61265
Telephone (309) 524-2032

CITY OF MOLINE, ILLINOIS



Mayor

January 10, 2012
Date

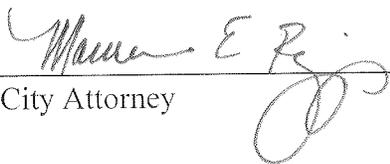
Passed: _____
January 10, 2012

Approved: _____
January 17, 2012

Attest: 

City Clerk

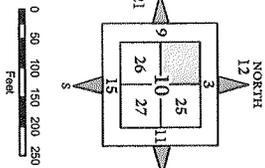
APPROVED AS TO FORM:



City Attorney

Exhibit A

NOTE: STARTING IN 2002, PARCEL NUMBERS WILL NOT REFLECT THE TOWNSHIP ABBREVIATIONS, BUT THE 2-DIGIT TOWNSHIP NUMBER.



GIS DEPARTMENT
ROCK ISLAND COUNTY,
ILLINOIS

FOR SUBDIVISION
INFORMATION SEE
SHEET 24-S



ATTACHMENT B

**Boundary Description
41st Street Redevelopment Project Area**

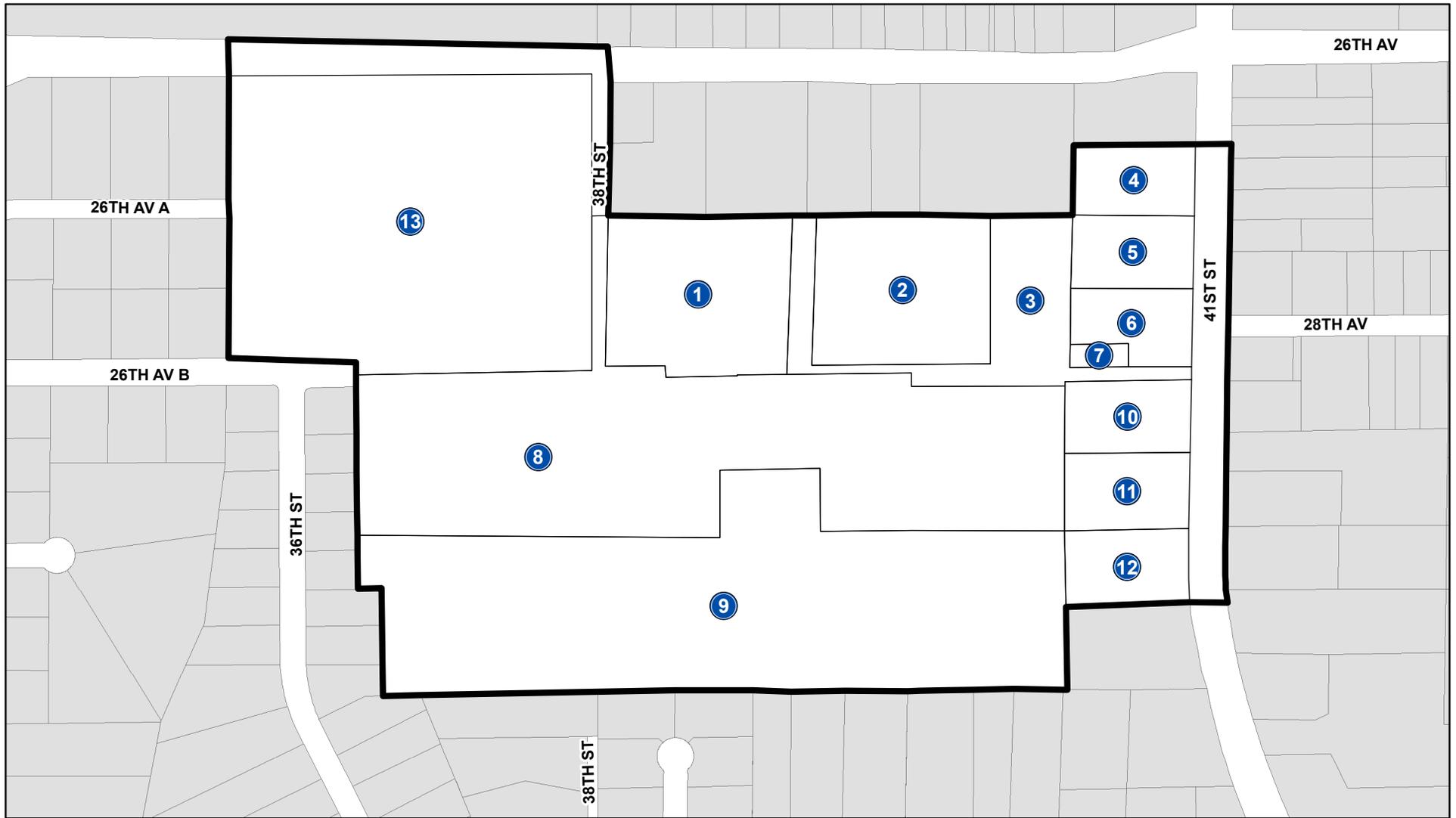
ATTACHMENT C

PIN LIST, PROPERTY OWNERS & 2011 EAV

Parcel Identification Numbers (PIN), Owner and 2011 EAV
 41st Street Redevelopment Project Area
 City of Moline, Illinois

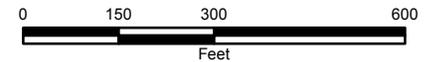
TIF Map	Locator	Parcel ID No.	County ID No.	Owner	Owner Address	Owner City	ZIP	2011 EAV
ID No.¹	(PIN)						Code	
1	1710108002	0712585	GENESIS IL PROP/ACCT PAY	1227 E RUSHOLME ST	DAVENPORT IA	52803	\$	25,258
2	1710108004	0712586	GENESIS IL PROP	1227 E RUSHOLME ST	DAVENPORT IA	52803	\$	22,336
3	1710108005	0712587	GENESIS IL PROP	1227 E RUSHOLME ST	DAVENPORT IA	52803	\$	35,294
4	1710100006	07208-6	GENESIS IL PROP	1227 E RUSHOLME ST	DAVENPORT IA	52803	\$	62,399
5	1710100007	07208-7	GENESIS HEALTH SYSTEMS	1227 E RUSHOLME ST	DAVENPORT IA	52803	\$	62,396
6	1710100010	07208-8-A	GENESIS IL PROP	1227 E RUSHOLME ST	DAVENPORT IA	52803	\$	58,122
7	1710100009	07208-8	GENESIS IL PROP L C	1227 E RUSHOLME ST	DAVENPORT IA	52803	\$	9,698
8	1710100003	07208-3	GENESIS IL PROP	1227 E RUSHOLME ST	DAVENPORT IA	52803	\$	92,177
9	1710100004	07208-12	GENESIS IL PROP %ACCOUNTG	1227 E RUSHOLME ST	DAVENPORT IA	52803	\$	6,951
10	1710100011	07208-9	GENESIS IL PROP	1227 E RUSHOLME ST	DAVENPORT IA	52803	\$	62,396
11	1710100012	07208-11	GENESIS IL PROP	1227 E RUSHOLME ST	DAVENPORT IA	52803	\$	62,396
12	1710100013	07208-13	GENESIS IL PROP	1227 E RUSHOLME ST	DAVENPORT IA	52803	\$	62,396
13	1710100002	07208	Board of Education	1619 11th AVE	MOLINE IL	61265	\$	-
TOTAL \$								561,820

¹ See corresponding map.



Legend

-  Redevelopment Project Area Boundary
-  Moline_Parcels_8162012
-  Parcel Locator Number



August 2012

Parcel Locator Map

41st Street Redevelopment Project Area
City of Moline, Illinois