



Planning and Development Committee

Meeting Agenda

City Hall, Second Floor
425 E. State Street
Rockford, IL 61104
www.rockfordil.gov

Monday, June 22, 2026
5:30 PM

The following represents, in general, the chronological order of proceedings at the City Council/Committee Meetings: Call to Order, Invocation, Pledge of Allegiance, Public Speaking and City Council/Committee Agendas.

Meeting will be live streamed on Channel 17 and via this link:
<https://rockfordil.legistar.com/Calendar.aspx>.

I. CALL TO ORDER

II. COMMITTEE REPORTS

1. Approval of the proposed Grant of Easement to ComEd for the City-owned property located at 850 S. Horace Ave., Rockford, Illinois (PIN# 11-21-377-003). [26-00667](#)
2. Approval of the proposed Funding Agreement with Comprehensive Community Solutions (CCS) to expand prevention and intervention programming in collaboration with the City of Rockford's Community Healing Center in the amount of \$400,000. The funding source is Cannabis Funds. [26-00662](#)
3. Approval of the proposed Funding Agreement with Angelic Organics Learning Center Inc., an Illinois not-for-profit corporation d/b/a Farmers Rising in partnership with City Center Market for the establishment of a Mobile Grocery Store in the amount of \$822,000. The funding source is 2025 and 2026 Casino Funds. [26-00664](#)
4. An Ordinance for the Termination of the Global Trade Park South Redevelopment Project Area and the Dissolution of the Special Tax Allocation Fund for Global Trade Park South Tax Increment Financing District. [26-00764](#)
5. An Ordinance Approving the South Rockford Industrial Tax Increment Financing District Redevelopment Project Area. [26-00765](#)
6. An Ordinance Designating the South Rockford Industrial Redevelopment Project Area. [26-00766](#)
7. An Ordinance Adopting Tax Increment Allocation Financing for the South Rockford Industrial Redevelopment Project Area. [26-00767](#)

III. RESOLUTIONS

1. Approval of the proposed Spaces to Places Program, which is intended to reduce commercial vacancies and support small business growth by providing temporary rent assistance for new or expanding businesses. The City will reimburse security deposits and 50% of rent for up to 12 months for a total funding level of up to \$20,000 per business. The Program will have \$300,000 designated from 2026 and 2027 Casino Funds. [26-00763](#)

IV. ADJOURNMENT

THE CITY OF ROCKFORD INTENDS TO COMPLY WITH THE INTENT AND SPIRIT OF THE AMERICANS WITH DISABILITIES ACT. IF A SIGN LANGUAGE INTERPRETER, PERSONAL P.A. SYSTEM, OR OTHER SPECIAL ACCOMMODATIONS ARE NEEDED, PLEASE CALL THE LEGAL DEPARTMENT AT (779) 348-7391 AT LEAST 48 HOURS IN ADVANCE, SO WE CAN BE PREPARED TO ASSIST YOU.



*Angela L. Hammer
Legal Director
Department of Law*

Memorandum

TO: Alderwoman Janessa Neal, Chair
Planning and Development Committee

FROM: Joshua A. Versluys
Assistant City Attorney/Land Transaction Officer

RE: Grant of Easement to Commonwealth Edison at 850 S. Horace Ave.
(11-21-377-003)

DATE: June 12, 2026

City staff is recommending the granting of a permanent easement to Commonwealth Edison.

ComEd contacted the City to request a permanent easement on City-owned property located at 850 S. Horace Ave. (11-21-377-003). The easement is needed by ComEd so that they can install and maintain four (4) new power poles and accompanying power lines. The new infrastructure will allow the solar project on 844/850 S. Horace Avenue to connect to the power grid. Granting of the easement to ComEd would be consistent with the lease granted to the solar project in 2024-162-O.

Thank you

Joshua A. Versluys
Assistant City Attorney/Land Transaction Officer
City of Rockford

COMMITTEE REPORT

TO THE CITY COUNCIL OF THE CITY OF ROCKFORD:

Council Members:

The Committee on Planning and Development, to whom was referred the matter of the approval of the proposed Grant of Easement to ComEd for the City-owned property located at 850 S. Horace Ave., Rockford, Illinois (PIN# 11-21-377-003), hereby begs leave to report **recommending approval** of the request as recommended.

Janessa Neal (Chair)

Tim Durkee (Vice Chair)

Karen Hoffman

Dawn Granath

Gina Meeks

Committee Action Taken: June 22, 2026

Neal: Ayes:___ Nays:___ Absent:___
Durkee: Ayes:___ Nays:___ Absent:___
Hoffman: Ayes:___ Nays:___ Absent:___
Granath: Ayes:___ Nays:___ Absent:___
Meeks: Ayes:___ Nays:___ Absent:___

GRANT OF EASEMENT

CITY of ROCKFORD, a municipal corporation ("Grantor") in consideration of the sum of One Dollar and other valuable consideration, receipt of which is hereby acknowledged, hereby grant(s) and conveys to **COMMONWEALTH EDISON COMPANY**, an Illinois Corporation, (together with its licensees, successors and assigns, collectively, "Grantee"), an easement to construct, operate, repair, maintain, modify, reconstruct, replace, supplement, relocate, support, upgrade and remove, from time to time, poles, guys, anchors, wires, cables, fiber, conduits, manholes, transformers, pedestals, splice boxes, structures, appurtenances, or other facilities used in connection with or in support of overhead and underground transmission and distribution of electricity, communications, sounds and signals (collectively, the "Facilities"), together with right of access to the same and the right, from time to time, to trim, destroy, cut down, or remove trees, bushes, roots, saplings and other vegetation and to clear obstructions from the surface and subsurface as may be reasonably required incident to the grant herein given, in, over, under, across, along and upon the surface of property situated in Section 21, Township 44 North, Range 01, East of the Third Principal Meridian in Winnebago County, Illinois (the "Property"), further described below:

"EASEMENT DESCRIPTION"

An easement as legally described on the Exhibit "A" and as depicted on the Exhibit "B". Both exhibits attached hereto and made a part hereof.

**PROPERTY ADDRESS: 850 S. Horace Avenue, Rockford, IL. 61102
P.I.N.: 11-21-377-003**

Obstructions shall not be placed over the Facilities or in, upon or over the Easement Area without prior written consent of Grantee. After installation of any Facilities, the grade of the Property shall not be altered in a manner so as to interfere with the operation and maintenance thereof.

After Recording, Please Return To:

This instrument prepared by Jerry Bouska, 3 Lincoln Centre, 4th Floor, Oakbrook Terrace, Illinois 60181, on behalf of Commonwealth Edison Company.

Complete the Appropriate Acknowledgments on Reverse Side Hereof

The Grantor represents and warrants to the Grantees that Grantor is the true and lawful owner of the Property and has full right and power to grant and convey the rights conveyed herein.

The Easement is binding upon and shall inure to the benefits of the heirs, successors, assigns, and licensees of the parties hereto.

For Corporate or Trust Signature

IN WITNESS WHEREOF, the Grantor _____ has caused this instrument to be executed on its behalf and its corporate seal to be affixed hereto this _____ day of _____, 2026.

By: _____ (_____ President) (Trust Officer)

_____ (_____ President) (Trust Officer)

ATTEST: _____

TITLE: _____

If grantor is a corporation or trust, complete the following:

State Of _____
County Of _____

I, _____ the undersigned, a Notary Public in and for the said County and State aforesaid, do hereby certify that _____, (_____ President) (Trust Officer) of the _____, and _____, _____ Secretary of said corporation, personally known to me to be the same persons whose names are subscribed to the foregoing instrument, appeared before me this day in person and acknowledged that they signed and delivered said instrument as their own free and voluntary act and as the free and voluntary act of said corporation for the uses and purposes therein set forth; and the said _____ Secretary then and there acknowledged that he/she, as custodian of the seal of said corporation, did affix the seal to the foregoing instrument as his/her free and voluntary act and the free and voluntary act of said corporation, for the uses and purposes therein set forth.

GIVEN under my hand and NOTARIAL SEAL this _____ day of _____, 2026.

Notary Public

APRIL 1, 2026
WO 20300540
ROCKFORD, IL
EXHIBIT A

P.I.N. 11-21-377-003

THAT PART OF THE SOUTHWEST QUARTER OF SECTION 21, TOWNSHIP 44 NORTH, RANGE 1 EAST OF THE THIRD PRINCIPAL MERIDIAN, DESCRIBED AS FOLLOWS; COMMENCING AT THE SOUTHWEST CORNER OF LOT 2 IN LIEBOVICH BROS. PLAT NO. 1, AS RECORDED ON NOVEMBER 25, 2008 IN BOOK 48 OF PLATS, PAGE 185B, DOCUMENT NO. 200800854307, CERTIFICATE OF CORRECTION RECORDED ON DECEMBER 4, 2008 IN DOCUMENT NO. 200800855196; THENCE NORTH 00 DEGREES 31 MINUTES 43 SECONDS WEST, ON THE WEST LINE OF SAID LOT 2, 366.42 FEET TO THE POINT OF BEGINNING; THENCE NORTH 43 DEGREES 59 MINUTES 48 SECONDS WEST, 127.45 FEET; THENCE NORTH 46 DEGREES 00 MINUTES 12 SECONDS EAST, 10.00 FEET; THENCE SOUTH 43 DEGREES 59 MINUTES 48 SECONDS EAST, 116.90 FEET TO THE WEST LINE OF SAID LOT 2; THENCE SOUTH 00 DEGREES 31 MINUTES 43 SECONDS EAST, ON SAID WEST LINE, 14.54 FEET TO THE POINT OF BEGINNING, IN WINNEBAGO COUNTY, ILLINOIS.

SAID EASEMENT CONTAINS 0.028 ACRES, MORE OR LESS



Thomas P. McNamara, Mayor

MEMORANDUM

TO: City Council
Planning and Development Committee

FROM: Todd Cagnoni, City Administrator
Jennifer Cacciapaglia, Mayor's Office of Domestic and Community Violence Prevention

RE: Proposed funding agreement with Comprehensive Community Solutions (CCS) to expand prevention and intervention programming in collaboration with the City of Rockford's Community Healing Center.

DATE: June 8, 2026

For your consideration, is a proposed funding agreement with Comprehensive Community Solutions (CCS) to expand prevention and intervention programming in collaboration with the City of Rockford's Community Healing Center utilizing Cannabis Funds in the amount of \$400,000.

Comprehensive Community Solutions, Inc. (CCS) Alive & Free Program is a year-round, trauma-informed youth development and violence prevention initiative serving youth throughout Rockford, Illinois, particularly within the city's most economically distressed and violence-impacted neighborhoods. Alive & Free utilizes a holistic framework that integrates mentoring, emotional intelligence development, restorative practices, violence prevention, leadership development, conflict resolution, career awareness, and service learning.

The program has demonstrated measurable and significant outcomes during the 2025-2026 fiscal year with a 20% increase in math performance, a 3% increase in school attendance, and a 50% reduction in school referrals at McIntosh Elementary and Guilford High School.

Attached to this memo is a detailed explanation of the program, the approach and outcomes.

To sustain and expand these critical services, CCS respectfully requests \$400,000 in funding support from the City of Rockford that will be matched by an additional \$100,000 in matching funds provided through The Winnebago County Mental Health Board (WCMHB). This funding will allow Alive & Free to continue serving approximately 100 youth annually through trauma-informed mentoring, behavioral health support, social-emotional learning, violence prevention programming, case management, restorative practices, therapeutic services, and family stabilization supports.

Staff recommends approval of the proposed funding agreement as the request is consistent with City's efforts for community investment. Please let me know should you have any questions.

COMMITTEE REPORT

TO THE CITY COUNCIL OF THE CITY OF ROCKFORD:

Council Members:

The Committee on Planning and Development, to whom was referred the matter of the approval of the proposed Funding Agreement with Comprehensive Community Solutions (CCS) to expand prevention and intervention programming in collaboration with the City of Rockford's Community Healing Center in the amount of \$400,000. The funding source is Cannabis Funds, hereby begs leave to report **recommending approval** of the request as recommended.

Janessa Neal (Chair)

Tim Durkee (Vice Chair)

Karen Hoffman

Dawn Granath

Gina Meeks

Committee Action Taken: June 22, 2026

Neal: Ayes:___ Nays:___ Absent:___
Durkee: Ayes:___ Nays:___ Absent:___
Hoffman: Ayes:___ Nays:___ Absent:___
Granath: Ayes:___ Nays:___ Absent:___
Meeks: Ayes:___ Nays:___ Absent:___

FUNDING AGREEMENT

THIS AGREEMENT (“AGREEMENT”), entered into this ____ day of _____, 2026, by and between the City of Rockford, an Illinois municipal corporation ("City"), and Comprehensive Community Solutions, Inc., an Illinois not-for-profit corporation, (“Recipient”) at 917 South Main Street, Rockford Illinois (the "Parties”).

RECITALS

WHEREAS, the City 3% Cannabis Recreation Tax has a designated purpose of funding programs for economic and business development; education; youth programming; job training; health; or other financial assistance to individuals, businesses, and communities within the City of Rockford that have been disproportionately impacted by cannabis-related laws; and

WHEREAS, Recipient operates Alive & Free Program, a year-round, trauma-informed youth development and violence prevention initiative serving youth throughout Rockford, Illinois, particularly within the city’s most economically distressed and violence-impacted neighborhoods; and

WHEREAS, Alive & Free was designed to address the root causes of violence while helping youth strengthen social-emotional learning, improve academic engagement, reduce behavioral incidents, and develop the tools necessary to make healthy decisions, build positive relationships, and become productive community leaders; and

WHEREAS, Alive & Free operates through school partnerships, after-school programming, mentoring, workshops, case management, family engagement, and community-based activities grounded in evidence-based trauma-informed practices; and

WHEREAS, the program has demonstrated measurable and significant outcomes during the 2025–2026 fiscal year. Alive & Free exceeded its annual assessment goal by completing over 60 new assessments—200% of its target—with three months still remaining in the fiscal year. Participants achieved a 20% increase in math performance, a 3% increase in school attendance, and a 50% reduction in school referrals at McIntosh Elementary and Guilford High School;

NOW, THEREFORE, BE IT RESOLVED, the City and Recipient mutually agree as follows:

1. **RECITALS.** The above recitals are incorporated by reference and made a part of this Agreement.
2. **TERM.** The term of this Agreement shall be from July 1, 2026 to June 30, 2027.
3. **PAYMENTS.** Subject to the terms of this Agreement, applicable law, and appropriation by the City Council, during the term of this Agreement the City will provide funding to the

Recipient in a total amount not to exceed Four Hundred Thousand Dollars (\$400,000) for the expenses, activities and costs as more fully set forth in the document attached as Exhibit “A”, which is incorporated herein by reference, pursuant to the following schedule:

(i) Within Sixty (60) days of the execution of this Agreement the City shall provide funds to Recipient in the amount of Two Hundred Thousand Dollars (\$200,000);

(ii) Subject to the acceptance and approval of the documentation required pursuant to Section 6, on 1/1/27 the City shall provide funds to the Recipient in the amount of Two Hundred Thousand Dollars (\$200,000).

4. **NON-APPROPRIATION.** Funding for this Agreement is subject to the availability of funds and their appropriation by the City Council. If no funds or insufficient funds are appropriated and budgeted in any fiscal period of the City for payments to be made under this Agreement, then the City will notify Recipient in writing of that occurrence, and this Agreement will terminate on the earlier of the last day of the fiscal period for which sufficient appropriation was made or whenever the funds appropriated for payment under this Agreement are exhausted. No payments will be made or be due under this Agreement beyond those amounts appropriated and budgeted by the City to fund payments under this Agreement. The City’s payment obligations under this Agreement shall constitute a current expense payable exclusively from legally available, unencumbered funds appropriated in the then-current fiscal year. Nothing in this Agreement shall constitute a pledge, loan, or extension of the City's faith and credit, general obligation, or taxing authority, nor shall it create any indebtedness, special fund, or multiple-fiscal year financial obligation within the meaning of any constitutional, statutory, or municipal code provision.

5. **USE OF FUNDS.**

5.1 Recipient shall use funds to support operational costs, including staff salaries, in the operation of Alive and Free Program consistent with Exhibit A and this Agreement.

5.2 All funds provided by the City pursuant to this Agreement will be held, managed and expended by Recipient and shall be used solely for operation and capital costs in the operation of the Alive and Free Program consistent with Exhibit A and this Agreement.

5.3 Upon the natural expiration or earlier termination of this Agreement, Recipient shall immediately cease all further expenditures of City funds. Within thirty (30) calendar days following such expiration or termination, Recipient shall conduct a final financial accounting of the program and return all unutilized or unexpended funds to the City. Any funds expended by Recipient in violation of this Agreement, or remaining unspent after the designated program period, shall constitute a debt owed to the City and must be repaid in full within the same thirty (30) day period.

6. **DOCUMENTATION, RECORDS AND AUDIT.**

6.1 *Record Retention and Accounting Standard.* The Recipient shall maintain comprehensive financial, administrative, and programmatic records—including itemized receipts, payroll ledgers,

and evidence of expenditures—sufficient to fully verify all costs incurred under this Agreement. This accounting system must comply with Generally Accepted Accounting Principles (GAAP). The Recipient shall retain all such records for at least three (3) years following the final payment of any City moneys pursuant to this Agreement.

6.2 *Reporting Requirements.* During the term of this Agreement, the Recipient shall submit these financial and programmatic tracking documents to the City on a quarterly basis, and within ten (10) business days of any written request by the City.

6.3 *Shared Cost Allocations.* If the Recipient utilizes personnel, equipment, or facilities for both this program and separate operations, it must maintain detailed, contemporaneous records justifying the percentage-based allocation of those shared costs to this Agreement.

6.4 *Inspections and Site Visits.* The City retains the right to conduct physical inspections of the Recipient's equipment, program sites, and administrative premises to confirm Agreement compliance. The City will make reasonable efforts to provide advance notice and coordinate scheduling, provided such coordination does not compromise the purpose of the inspection.

6.5 *Statutory Access.* No provision in this Agreement shall impair, limit, or affect any statutory right of access to records, documents, or data that the City, State, or any other government agency possesses under applicable law.

7. **PERMITTING AND CODES.** Recipient shall comply with all applicable federal, state, county, municipal or administrative laws, ordinances, rules, regulations, codes and orders relating in any way to the operation of the Alive & Free Program.

8. **NO AGENCY, PARTNERSHIP, JOINT VENTURE, OR EMPLOYMENT RELATIONSHIP. NO THIRD-PARTY BENEFICIARY.** Nothing in this Agreement, including the City's funding of the program, review of documentation, right to monitor grant compliance, or approval of payment requests, shall be construed to create an agency, partnership, joint venture, employment, borrowed-servant, franchise, or other representative relationship between the City and Recipient, or between the City and any of the Recipient's directors, officers, employees, volunteers, contractors, vendors, customers, or agents. Recipient shall not represent that it has authority to bind the City or that the City operates, controls, sponsors, endorses, or manages the Alive & Free Program, except to the limited extent expressly stated in this Agreement. Recipient shall perform as an independent contractor with sole control of the manner and means of performing this Agreement. Recipient shall complete this Agreement according to Recipient's own means and methods of work, which shall be in the exclusive charge and control of Recipient and which shall not be subject to control or supervision by the City except as to the result of the work. Recipient is, for all purposes arising out of this Agreement, an independent contractor, and neither Recipient employees nor its affiliates, assigns, agents or subcontractors shall be deemed an employee, agent, partner, or joint-venturer of the City, by reason of this Agreement. Nothing contained in this Agreement or any act of the City or Recipient shall be deemed or construed by any of the Parties hereto, or third persons, to create any relationship of third-party beneficiary.

9. REQUIRED INSURANCE.

9.1 During the Term of this Agreement, the Recipient shall procure and maintain, at its sole cost and expense, insurance coverage from insurers authorized to do business in the State of Illinois and reasonably acceptable to the City. Unless otherwise approved in writing by the City, the Recipient shall maintain at least the following minimum coverages:

(i) *Commercial General Liability*: Written on an occurrence basis, with limits of not less than \$1,000,000 per occurrence and \$2,000,000 general aggregate, covering bodily injury, property damage, personal injury, and contractual liability. This policy must explicitly include Sexual Abuse and Molestation (SAM) coverage with a limit of not less than \$1,000,000 per occurrence, either as an endorsement or a standalone policy.

(ii) *Professional Liability (Errors & Omissions)*: Covering claims arising out of the performance of professional youth counseling, mentoring, or intervention services under this Agreement, with limits of not less than \$1,000,000 per claim and \$2,000,000 aggregate.

(iii) *Business Automobile Liability*: Covering all owned, leased, hired, and non-owned vehicles utilized in connection with the Alive & Free Program (including any participant transportation activities), with a combined single limit of not less than \$1,000,000 per accident.

(iv) *Workers' Compensation and Employer's Liability*: Statutory benefits in full compliance with the Illinois Workers' Compensation Act (820 ILCS 305/1 *et seq.*). Employer's Liability limits must be not less than \$500,000 per accident for bodily injury, \$500,000 per employee for disease, and \$500,000 total policy limit for disease.

(v) *Commercial Property*: Covering all equipment, technology, fixtures, and supplies used in the operation of the Alive & Free Program against loss or damage by theft, fire, or other standard perils.

9.2 *Additional Insured and Proof of Coverage*. The City of Rockford must be named as an Additional Insured on all liability policies except Workers' Compensation. Prior to the disbursement of any City funds, the Recipient shall file with the City a Certificate of Insurance (COI) along with a Waiver of Subrogation endorsement in favor of the City.

9.3 The Recipient shall require any subcontractor or third party materially involved in the operation of the Alive & Free Program to maintain insurance appropriate to that party's role and matching the risk standards required of the Recipient herein.

9.2 *Evidence of Insurance*. Prior to the disbursement of any City funds or the commencement of any services under this Agreement, and upon each policy renewal thereafter, the Recipient shall provide the City with Certificates of Insurance (COI) and copies of the actual policy endorsements evidencing all required coverages. The Recipient acknowledges that a COI alone is insufficient to grant additional insured status, and the City's receipt or acceptance of any insurance

documentation shall not waive the Recipient's strict obligation to maintain the specific coverages required herein.

9.3 *Notice of Cancellation or Material Change.* The Recipient shall maintain all required insurance policies in full force without lapse throughout the term of this Agreement. The Recipient shall provide written notice to the City within three (3) business days of receiving any notice of cancellation, non-renewal, lapse, or material reduction in coverage. If any required insurance coverage is threatened with cancellation or material reduction, the Recipient shall immediately procure replacement coverage matching the standards of this Agreement to ensure there is no gap in protection.

10. **INDEMNIFICATION.** Recipient agrees to release, defend, indemnify, and hold harmless the City of Rockford, its representatives, officers, agents and employees from any and all claims, causes of action, demands for damages, suits, either in law or in equity, or expenses or liabilities of any kind, arising out of or by virtue of the execution and performance of this Agreement or any other agreement entered into pursuant to this Agreement. Recipient shall ensure that all subcontracts executed in connection with this Agreement contain a provision requiring the subcontractor to defend, indemnify, and hold harmless the City to the same extent required of Recipient herein. In the event that any action or proceeding is brought against the City, or its representatives, officers, agents and/or its employees, by reason of any such claim or demand, Recipient will at its sole cost and expense, resist or defend such action or proceeding.

11. **NON-ASSIGNABILITY.** Recipient shall not assign, transfer, convey, pledge, delegate, subcontract, or otherwise dispose of this Agreement, any interest in this Agreement, any right to receive funds under this Agreement, or any duty or obligation under this Agreement, in whole or in part, without the prior express written consent of the City. Any attempted assignment, transfer, delegation, or subcontracting without such prior written consent shall be void and shall constitute a material breach of this Agreement. For purposes of this section, an assignment includes, without limitation, any transfer of this Agreement or program responsibilities to another entity, any transfer of the right to receive payment, and any merger, consolidation, dissolution, reorganization, change in control, or other transaction that results in a material change in the entity responsible for performance under this Agreement. Notwithstanding the foregoing, Recipient may use ordinary-course vendors, suppliers, employees, volunteers, or contractors in connection with the mobile grocery program, provided that Recipient remains solely responsible for performance of this Agreement and for the acts and omissions of such persons or entities.

12. **LEGAL COMPLIANCE.** Recipient shall comply with all applicable federal, state and local laws, codes, rules and regulations in performing its duties, responsibilities and obligations pursuant to this Agreement.

13. **NON-DISCRIMINATION.** Recipient shall comply, and shall cause its officers, directors, employees, agents, volunteers, contractors, subcontractors, vendors, and any other persons or entities acting on its behalf to comply, with all applicable federal, state, and local non-discrimination, equal opportunity, civil rights, fair employment, public accommodation, accessibility, language-access, and anti-retaliation laws, ordinances, rules, regulations, executive

orders, grant conditions, and funding-source requirements, including, without limitation, the Illinois Human Rights Act, 775 ILCS 5/1-101 *et seq.*; applicable rules and regulations of the Illinois Department of Human Rights; applicable federal civil rights laws and regulations; and, to the extent applicable, the City of Rockford Code of Ordinances, including the City's Equal Opportunity Employment requirements, in its operation and provision of services contemplated by this Agreement.

14. **CONFLICT OF INTEREST.** No member of the Rockford City Council, nor any other public official or employee who exercises any functions or responsibilities with respect to this program during their tenure or for one year thereafter, shall have any personal or financial interest, direct or indirect (other than employee salary), in this Agreement or its proceeds. Recipient, including its employees, successors, and assigns, shall strictly comply with all applicable conflict of interest laws, including the Illinois Public Officer Prohibited Activities Act (50 ILCS 105/0.01 *et seq.*), the Illinois Municipal Code (65 ILCS 5/1-1-1 *et seq.*), and the City of Rockford Code of Ordinances. The obligations and restrictions of this Section shall survive the expiration or earlier termination of this Agreement.

15. **TERMINATION.**

15.1 *Events of Termination.* The City may terminate this Agreement immediately upon written notice if Recipient: (i) undergoes voluntary or involuntary dissolution; (ii) requests termination in writing, subject to the City's sole approval; or (iii) fails to cure a default under Section 15.2.

15.2 *Termination for Cause.* If Recipient breaches any obligation or covenant, the City shall issue a written notice of default. If Recipient fails to cure the default to the City's sole satisfaction within thirty (30) calendar days of receiving notice, the City may terminate this Agreement immediately.

15.3 *Liabilities upon Termination.* Upon termination, Recipient is entitled only to reimbursement for eligible, non-refundable expenses properly incurred before receiving the termination notice. The City may permanently withhold or set off any remaining grant funds to cover damages caused by the breach, and Recipient remains fully liable for all resulting damages.

15.4 *Alternative Remedies.* Instead of or prior to termination, the City may temporarily withhold, reduce, or suspend funding for any nonconformance. Exercising an alternative remedy does not waive the City's right to subsequently terminate this Agreement.

16. **WAIVER.** Either party to this Agreement may elect to waive any remedy hereunder, provided that such waiver shall be in writing. No such waiver shall operate or be construed as a waiver of any other right or remedy, nor shall it constitute a continuing waiver of any subsequent, separate, or ongoing breach.

17. **ADMINISTRATION.** The terms and provision of this Agreement shall be administered on behalf of the City by its Director of Community and Economic Development or designee. Unless law otherwise requires, all necessary notices, submissions, and approvals shall be given to or by the Director.

18. **NOTICES.** All notices, approvals, demands, requests, or other documents required or permitted under this Agreement, other than routine communications necessary for the day-to-day operation of this program, shall be deemed properly given if hand delivered or sent by United States registered mail, postage prepaid, at the following addresses:

AS TO THE CITY:

Director,
Community & Economic Development Department
City of Rockford
425 E. State Street
Rockford, Illinois 61104

With copies to:
Legal Director
City of Rockford
425 E State Street
Rockford, Illinois 61104

AS TO COMPREHENSIVE COMMUNITY SOLUTIONS, INC., AN ILLINOIS NOT-FOR-PROFIT CORPORATION:

CCS, Inc.
917 South Main Street
Rockford Illinois 61101

19. **AMENDMENTS.** This Agreement may be amended by written instrument executed by the Parties hereto, acting therein by their duly authorized representatives. Any amendment(s) hereto must be approved by the City Council of the City of Rockford by resolution.

20. **SEVERABILITY.** If any term or provision of this Agreement or the application thereof to any person or circumstances, shall to any extent, be held invalid or unenforceable, the remainder of this Agreement, or the application of such term or provision to persons or circumstances other than those as to which it is held invalid or unenforceable, shall not be effected thereby, and each remaining term and provision hereof shall be deemed valid and be enforced to the fullest extent permitted by law.

21. **GOVERNING LAW.** This Agreement shall be governed by and construed in accordance with the laws of the State of Illinois and the Ordinances of the City of Rockford.

22. **COUNTERPARTS.** This Agreement may be signed in any number of counterparts, each of which shall be deemed an original, but all of which together shall constitute one and the same instrument.

23. **ENTIRE AGREEMENT.** This Agreement, including any exhibits or attachments hereto,

constitutes the entire agreement between the Parties regarding its subject matter and supersedes all prior or contemporaneous oral or written agreements, understandings, representations, or negotiations.

24. **FORCE MAJEURE.** Neither party shall be liable or responsible to the other party, or be deemed to have defaulted under or breached this agreement, for any failure or delay to fulfill its obligations under this Agreement when and to the extent such failure or delay is caused by or results from acts beyond the impacted party's reasonable control, including, but not limited to, the following force majeure events: acts of God, acts of the public enemy, wars, invasions, hostilities, state or federal governmental action, laws, orders, or rules, acts of terrorism, fires, floods, earthquakes, epidemics, pandemics, quarantine restrictions, national or regional emergencies, labor difficulties, freight embargoes, and transportation shortages. The party claiming excuse from performance ("Claiming Party") must take reasonable efforts to remove the cause of its inability to perform or its delay in performance. The Claiming Party must give prompt written notice to the other party of the Force Majeure Event, specifying its nature and anticipated duration, and provide an estimate of when performance may continue.

25. **AUTHORITY.**

25.1 *Actions.* The City covenants to Recipient and agrees that the City will take such actions as may be required and necessary to enable the City to execute this Agreement and to carry out fully and perform the terms, covenants, agreements, duties, and obligations on its part to be kept and performed as provided by the terms and provisions hereof.

25.2 *Powers.* The City hereby represents and warrants to Recipient that the City has full constitutional and lawful right, power, and authority under currently applicable law to execute, deliver, and perform the terms and obligations of this Agreement, and all of the foregoing have been or will be duly and validly authorized and approved by any necessary City proceedings, findings, and actions. Accordingly, this Agreement constitutes the legal, valid and binding obligation of the City, is enforceable in accordance with its terms and provisions, and does not require the consent of any other governmental authority. Comprehensive Community Solutions, Inc., an Illinois not-for-profit corporation hereby represents and warrants that it is a duly organized, validly existing Illinois corporation and that it has the right, power, and authority to execute, deliver, and perform the terms and obligations of this Agreement, and that this Agreement constitutes the legal, valid, and binding obligation of Comprehensive Community Solutions, an Illinois not-for-profit corporation, enforceable in accordance with its terms and provisions.

IN WITNESS WHEREOF, the City and Recipient have executed this Agreement on the date above first written.

CITY OF ROCKFORD
A Municipal Corporation

BY: _____
Thomas P. McNamara, Mayor Date _____

ATTEST: _____
Angela L. Hammer, Legal Director Date _____

Comprehensive Community Solutions, Inc., an Illinois not-for-profit corporation

BY: _____ Date _____

Title: _____



ALIVE & FREE

A PROGRAM OF COMPREHENSIVE COMMUNITY SOLUTIONS, INC.

Supporting Youth Impacted by Violence in Rockford

Program Overview, Impact, Budget & A Request for Sustainability Funding

The purpose of this document is to request funding to sustain Comprehensive Community Solutions' Alive & Free Program following the loss of state-supported RPSA funding, which is ending due to the expiration of federal COVID-19 relief funding allocated through the State of Illinois.

Prepared by:

William Chatman,

Executive Director/CEO,

Comprehensive Community Solutions, Inc.

Program Summary & Impact

Comprehensive Community Solutions, Inc. (CCS) Alive & Free Program is a year-round, trauma-informed youth development and violence prevention initiative serving youth throughout Rockford, Illinois, particularly within the city's most economically distressed and violence-impacted neighborhoods. Alive & Free was designed to address the root causes of violence while helping youth strengthen social-emotional learning, improve academic engagement, reduce behavioral incidents, and develop the tools necessary to make healthy decisions, build positive relationships, and become productive community leaders. The program operates through school partnerships, after-school programming, mentoring, workshops, case management, family engagement, and community-based activities grounded in evidence-based trauma-informed practices.

Alive & Free utilizes a holistic framework that integrates mentoring, emotional intelligence development, restorative practices, violence prevention, leadership development, conflict resolution, career awareness, and service learning. Youth receive individualized support through structured mentoring sessions, social-emotional learning workshops, behavioral health assessments, and positive youth development activities. CCS staff work collaboratively with schools, families, and community partners to reinforce positive behavioral outcomes and create safe, supportive environments where youth can thrive academically, socially, and emotionally.

The program has demonstrated measurable and significant outcomes during the 2025–2026 fiscal year. Alive & Free exceeded its annual assessment goal by completing over 60 new assessments—200% of its target—with three months still remaining in the fiscal year. Participants achieved a 20% increase in math performance, a 3% increase in school attendance, and a 50% reduction in school referrals at McIntosh Elementary and Guilford High School. Staff also facilitated approximately 1,800 workshops and supported youth in completing 360 community service hours while participating in 16 educational and cultural outings throughout the region.

Alive & Free places a strong emphasis on trauma-informed care and emotional wellness. Participants demonstrated substantial growth in emotional intelligence, self-regulation, communication skills, decision-making, and conflict resolution. Through interactive SEL workshops, restorative practices, and mentoring, youth developed the ability to recognize emotions, manage stress, resist negative peer influence, and navigate challenges peacefully. Surveys showed that 92% of participants reported increased workforce readiness and improved emotional wellness, while many participants demonstrated stronger leadership skills, healthier peer relationships, and greater confidence in school and community settings.

CCS's organizational commitment to trauma-informed care further strengthens the Alive & Free Program. In FY26, CCS earned an overall trauma-informed organizational score of 112.09 on the Capacity Building Assessment Tool for Organizations (CBAT-O), significantly exceeding the benchmark required to be considered trauma-informed. The

assessment highlighted CCS's strengths in cultural responsiveness, staff support, trauma-informed supervision, and evidence-based practices.

Through Alive & Free, CCS continues to build safer schools, healthier relationships, stronger families, and more resilient communities. By combining trauma-informed behavioral health strategies with mentorship, education, leadership development, and community engagement, Alive & Free is creating measurable, lasting change for youth and families throughout Rockford.

Who Does The Alive & Free Program Serve

The Alive & Free Program serves youth ages 11 through young adults age 24 throughout Rockford, Illinois, particularly those living in communities disproportionately impacted by poverty, trauma, violence, school disengagement, and limited access to supportive resources. The program primarily works with elementary schools, middle schools, high schools, and youth programs through partnerships with schools and community partners, while also supporting at-risk youth involved in broader CCS community programming.

Alive & Free is specifically designed to support youth who may be struggling with behavioral challenges, emotional regulation, exposure to violence, academic difficulties, peer conflict, family instability, or other trauma-related stressors. The program provides trauma-informed mentoring, social-emotional learning, behavioral health support, restorative practices, leadership development, and violence prevention services to help young people build resilience, improve decision-making, strengthen relationships, and successfully transition into healthy adulthood.

Program Model

Alive & Free delivers a comprehensive trauma-informed model built around four core components: Screening & Assessment, Trauma-Informed Psychoeducation, Therapeutic Services, and Service Linkage & Resource Navigation. This framework is designed to identify trauma early, provide behavioral health support, stabilize youth and families, and connect participants to long-term community resources and services.

Youth receive individualized assessments using evidence-based tools such as the IM+CANS, ACES Questionnaire, Mental Health Diagnostic Screening Tools, Suicide Assessments, Nutritional Assessments, and Trauma Assessments to identify emotional, behavioral, environmental, and trauma-related needs that may contribute to violence, instability, or school disengagement. Through trauma-informed psychoeducation, Alive & Free helps youth and families understand the effects of trauma, violence exposure, toxic stress, and adverse childhood experiences (ACEs) while teaching emotional regulation, self-awareness, stress management, communication skills, and healthy coping strategies to interrupt cycles of violence and retaliation.

The program also provides access to a wide range of evidence-based therapeutic interventions through partnerships with behavioral health professionals, including Cognitive Behavioral Therapy (CBT), Trauma-Focused CBT, EMDR Therapy, Solution-

Focused Therapy, Psychodynamic Therapy, Multisystemic Therapy, Functional Family Therapy, Crisis Intervention, and Intensive Retaliation & Gun Violence Cognitive Behavioral Therapy Groups.

A key component of the model is mentoring and the development of positive adult relationships. Alive & Free utilizes both one-to-one and group mentoring models that connect youth with trusted adults who provide encouragement, accountability, leadership development, and long-term support centered around each participant's individualized case plan and personal goals.

Alive & Free also creates structured, trauma-informed environments where youth can safely process emotions, build self-confidence, improve communication skills, and learn peaceful conflict resolution through mentoring, fitness activities, group engagement, classroom learning, and non-combative de-escalation strategies. Through structured life skills development, youth strengthen emotional regulation, healthy stress responses, social awareness, problem-solving, decision-making, relationship management, and strategies to avoid violence and retaliation.

Recognizing that trauma impacts entire families, Alive & Free also provides whole-family and wraparound support services, including case management, transportation assistance, substance abuse referrals, crisis intervention, educational support, housing referrals, and connections to mental health and domestic violence services to help stabilize both youth and families.

The program operates through strong collaboration with schools, law enforcement, the Mayor's Office on Domestic and Community Violence Prevention, the Family Peace Center, behavioral health agencies, and grassroots organizations to address the root causes of violence through coordinated prevention and intervention strategies. The model is intentionally culturally responsive, equity-focused, and community-informed, ensuring that services are accessible and relevant to youth living in neighborhoods disproportionately impacted by poverty, trauma, racism, domestic violence, and firearm violence.

Why This Model Matters

The Alive & Free Model matters because it addresses the root causes of violence rather than simply responding to its symptoms. The program recognizes that trauma, poverty, domestic violence, toxic stress, and adverse childhood experiences (ACEs) are strongly connected to youth violence, school disengagement, emotional instability, and future justice involvement. Local data found that approximately 70% of first-time justice-involved youth had previously experienced or witnessed violence and trauma, demonstrating the urgent need for early intervention and trauma-informed care.

Alive & Free responds to these realities by creating safe, supportive, and relationship-centered environments where youth can heal, grow, and develop the skills needed to successfully navigate conflict and adversity. Through mentoring, social-emotional

learning, restorative practices, behavioral health support, and violence prevention education, youth strengthen emotional regulation, communication, problem-solving, self-awareness, and peaceful conflict resolution skills.

The program also provides wraparound support and service linkage for youth and families, recognizing that long-term stability and healing require coordinated community support systems. By partnering with schools, behavioral health providers, community organizations, grassroots leaders, and families, Alive & Free builds trust, increases protective factors, and strengthens community resilience.

Most importantly, Alive & Free has demonstrated measurable outcomes in improving school engagement, emotional wellness, workforce readiness, and reductions in behavioral incidents, helping create safer schools, stronger families, and healthier communities throughout Rockford.

Key Highlights

- **Trauma-Informed Violence Prevention Model:** Alive & Free addresses violence at its root by combining trauma-informed care, social-emotional learning (SEL), mentoring, behavioral health support, restorative practices, and conflict resolution strategies for youth exposed to violence, trauma, and chronic stress.
- **Demonstrated Reduction in Behavioral Incidents:** The program achieved a 50% reduction in school referrals among participating youth at McIntosh Elementary and Guilford High School, demonstrating measurable success in reducing behaviors often linked to future violence and school disengagement.
- **Strong School & Community Partnerships:** Due to the program's effectiveness, McIntosh Elementary expanded CCS's presence from 3 days per week to full-day programming 5 days per week, while both McIntosh Elementary and Guilford High School renewed partnerships for the upcoming school year.
- **Mental Health & Emotional Wellness Focus:** Alive & Free completed 100% of its annual mental health assessment goals and equips youth with emotional regulation, self-awareness, stress management, and decision-making skills that reduce aggression and improve long-term resilience.
- **Safe Spaces & Positive Adult Relationships:** The program creates structured, trauma-informed environments where youth develop trusting relationships with mentors and caring adults, increasing feelings of safety, belonging, accountability, and hope—critical protective factors against violence involvement.
- **High-Impact Social Emotional Learning (SEL):** Alive & Free delivers daily SEL workshops focused on emotional awareness, peer influence, self-control, empathy, conflict resolution, leadership, and healthy decision-making. Approximately 1,800 workshops have been completed across CCS programming this year alone.
- **Community Trust & Violence Prevention:** The program intentionally builds positive relationships between youth, families, law enforcement, schools, and community leaders through collaborative SEL outreach events designed to increase trust, reduce fear, and strengthen community cohesion.



- **Youth Voice & Community Safety Leadership:** Alive & Free helped administer the City of Rockford Youth GAP Survey to identify youth perspectives on violence, trauma, unsafe schools, lack of opportunity, distrust of systems, and gaps in prevention services. This ensures youth voices directly inform violence prevention strategies across the city.
- **Academic & Workforce Outcomes as Violence Prevention:** Participants achieved a 20% increase in math performance, improved attendance, stronger classroom engagement, and 92% increased workforce readiness—protective factors strongly associated with reduced violence involvement and improved long-term stability.
- **Restorative Practices & Conflict Intervention:** CCS’s restorative classroom and SEL interventions have shown strong outcomes among high-risk youth, including improved behavior, emotional regulation, conflict resolution skills, and academic improvement among students previously exhibiting aggressive behaviors.
- **Evidence-Based & Trauma-Informed Organizational Capacity:** CCS earned a trauma-informed organizational score of 112.09 on the FY26 CBAT-O assessment, significantly exceeding the benchmark for trauma-informed service delivery and demonstrating CCS’s ability to provide high-quality behavioral health and violence prevention services.
- **Community Engagement & Positive Identity Development:** Youth completed 360 hours of community service and participated in educational outings, leadership activities, and civic engagement opportunities that strengthen positive identity, community connection, and social responsibility.

Budget Overview

The table below outlines the request of funding from the City of Rockford to sustain the Alive & Free Programming through July 1, 2026 – June 30, 2027.

BUDGET OVERVIEW		
CATEGORY	Requested Funding From The City of Rockford	Match Funding Provided By WCMHB
Personnel	\$133,120.00	\$42,990.00
Fringe Benefits	\$37,753.00	17,010.00
Program Costs (Supplies)	\$79,969.00	
Contractual Costs	\$50,000.00	\$25,000
Occupancy Cost	\$23,200.62	
Telecommunications Cost	\$2,261.61	
Other Costs	\$13,695.77	
Indirect Costs (15%)	\$60,000.00	\$15,000.00
Total	\$400,000.00	\$100,000.00

This funding allows CCS's Alive & Free program to service 100 youth a year with the services outlined in this document.

Request For Funding

Comprehensive Community Solutions, Inc. (CCS) respectfully requests funding to sustain the Alive & Free Program for the July 1, 2026 – June 30, 2027 program year following the loss of state-supported RPSA funding due to the expiration of federal COVID-19 relief funding allocated through the State of Illinois. Alive & Free is a year-round, trauma-informed youth development and violence prevention initiative serving youth ages 11–24 throughout Rockford, Illinois, particularly within communities disproportionately impacted by poverty, trauma, domestic violence, school disengagement, and firearm violence. The program addresses the root causes of violence through mentoring, social-emotional learning, restorative practices, behavioral health support, violence prevention education, case management, and wraparound support services designed to help youth heal, build resilience, strengthen relationships, and successfully transition into healthy adulthood.

Alive & Free has demonstrated measurable impact throughout Rockford during the 2025–2026 fiscal year. The program exceeded its annual assessment goal by completing over 60 new assessments—200% of its target—with three months remaining in the fiscal year. Participating youth demonstrated a 20% increase in math performance, a 3% increase in school attendance, and a 50% reduction in school referrals at McIntosh Elementary and Guilford High School. Additionally, staff facilitated approximately 1,800 workshops and supported youth in completing 360 hours of community service while participating in 16 educational and cultural outings throughout the region. Surveys also showed that 92% of participants reported increased workforce readiness and improved emotional wellness. These outcomes demonstrate Alive & Free's ability to reduce behavioral incidents, strengthen protective factors, improve academic engagement, and increase emotional stability among youth most impacted by violence and trauma.

To sustain and expand these critical services, CCS respectfully requests \$400,000 in funding support from the City of Rockford that will be matched by an additional \$100,000 in matching funds provided through The Winnebago County Mental Health Board (WCMHB), for a total program investment of \$500,000. This funding will allow Alive & Free to continue serving approximately 100 youth annually through trauma-informed mentoring, behavioral health support, social-emotional learning, violence prevention programming, case management, restorative practices, therapeutic services, and family stabilization supports. Continued investment in Alive & Free represents an investment in safer schools, healthier families, stronger neighborhoods, and long-term violence prevention throughout the Rockford community.



Thomas P. McNamara, Mayor

MEMORANDUM

TO: City Council
Planning and Development Committee

FROM: Todd Cagnoni, City Administrator
Sara Leys, Community and Development Director
Anna, Economic Development Manager

RE: Proposed funding agreement with Angelic Organics Learning Center Inc., an Illinois not-for-profit corporation d/b/a Farmers Rising in partnership with City Center Market for the establishment of a Mobile Grocery Store.

DATE: June 8, 2026

For your consideration, is a proposed funding agreement with Angelic Organics Learning Center Inc., an Illinois not-for-profit corporation d/b/a Farmers Rising in partnership with City Center Market for the establishment of a Mobile Grocery Store. Funding Source is 2025 Casino Funds in the amount of \$200,000 and 2026 Casino Funds in the amount of \$358,944 for a total amount up to \$558,944. This includes startup costs and support for 3 years of operations.

Farmers Rising, City Center Market and Northern Illinois Center for Nonprofit Excellence (NICNE) support a food insecurity action committee with a number of community partners working to address food insecurity. As they have evaluated ideas and needs across the community, a Mobile Grocery has been identified as solution for access. As they advanced forward, they utilized Northern Illinois Food Bank as a resource to assist and evaluate a service delivery model supported by a business plan.

This proposal is supported by the City's Policy on Addressing Food Insecurity, which states:

It is the policy of the City of Rockford to address food insecurity through coordinated municipal action, cross-sector partnerships, and strategic investment in community-based food systems. The City will work with community partners to eliminate barriers to food access, particularly in neighborhoods identified as food deserts or disproportionately impacted by poverty and systemic inequities.

GOALS OF POLICY:

1. Increase Access: Expand the availability of healthy and affordable food options, especially in underserved neighborhoods.

2. Support Local Food Initiatives: Partner with local farmers, growers, and community organizations, farmer markets, grocery stores to strengthen regional food systems.
3. Promote Equity: Prioritize investments in communities most impacted by food insecurity and ensure culturally appropriate food options.
4. Support Coordination: Support ongoing efforts to integrate nonprofits, schools, and healthcare partners to streamline food-related programs and services. Measure and Report Impact: Use data to prioritize projects, understanding the effect of proximity and cost on households, and track and report progress through regular data collection and evaluation of food insecurity trends.
5. Sustainability: Identify gaps and works towards a sustainable foundation that would provide for improved health outcomes related to nutrition for the future Rockford families.

Attached to this memo is a representation of their work, including a need analysis, community survey, business plan, and multiple year proforma. Terms of a funding agreement would set forth \$372,00 in startup costs which covers the following:

Uses of Funds	Amount
Vehicles (Semi-Tractor + Refrigerated Trailer)	\$340,000.00
Office & Other Equipment	\$8,500.00
Capitalized Start-Up Costs	\$23,500.00
Total Uses of Funds	\$372,000.00

In addition to startup costs, operational support over a 3-year period up to \$450,000 in City funds matched with private funding. A set \$150,000 in year one and up to \$150,000 in each of years two and three depending on the amount of dollars privately raised and overall operational costs. The below shows a lesser amount of City contribution in years two and three based on current goals and pricing.

OPERATING FUNDS

Sources of Funds	Year 1	Year 2	Year 3
Sponsorships — Public (City of Rockford)	\$150,000.00	\$25,490.00	\$11,454.50
Grants — Foundation	\$48,000.00	\$50,400.00	\$52,920.00
Corporate / Private Donations	\$25,020.00	\$25,000.00	\$25,000.00
10% Profit Share — City Center Market*	\$72,000.00	\$165,600.00	\$190,440.00
Total Sources of Funds	\$295,020.00	\$266,490.00	\$279,814.50

*Profit sharing begins in Month 6 (10% of City Center Market monthly food sales = \$12,000/month in Year 1). Grows at 15% annually with food sales.

Uses of Funds	Year 1	Year 2	Year 3
Operations (wages, utilities, insurance, etc.)	\$153,708.00	\$168,510.00	\$181,834.50
Food Subsidy Program	\$30,000.00	\$30,000.00	\$30,000.00
Depreciation	\$67,980.00	\$67,980.00	\$67,980.00
Total Uses of Funds	\$251,688.00	\$266,490.00	\$279,814.50

Staff recommends approval of the proposed funding agreement for a total amount not to exceed \$822,000. The request is consistent with City's Policy on Addressing Food Insecurity. Please let Sarah, Anna or I know should you have any questions.

COMMITTEE REPORT

TO THE CITY COUNCIL OF THE CITY OF ROCKFORD:

Council Members:

The Committee on Planning and Development, to whom was referred the matter of the approval of the proposed Funding Agreement with Angelic Organics Learning Center Inc., an Illinois not-for-profit corporation d/b/a Farmers Rising in partnership with City Center Market for the establishment of a Mobile Grocery Store in the amount of \$822,000. The funding source is 2025 and 2026 Casino Funds, hereby begs leave to report **recommending approval** of the request as recommended.

Janessa Neal (Chair)

Tim Durkee (Vice Chair)

Karen Hoffman

Dawn Granath

Gina Meeks

Committee Action Taken: June 22, 2026

Neal: Ayes:___ Nays:___ Absent:___
Durkee: Ayes:___ Nays:___ Absent:___
Hoffman: Ayes:___ Nays:___ Absent:___
Granath: Ayes:___ Nays:___ Absent:___
Meeks: Ayes:___ Nays:___ Absent:___

FUNDING AGREEMENT

THIS FUNDING AGREEMENT (“AGREEMENT”), entered into this _____ day of _____, 2026, by and between the City of Rockford, an Illinois municipal corporation (“City”), and Angelic Organics Learning Center Inc., an Illinois not-for-profit corporation d/b/a Farmers Rising (“Farmers Rising”) 1936 Rockton Road, Caledonia, IL 61011-9572 (the “Parties”).

RECITALS

WHEREAS, the City has established a citywide framework to reduce food insecurity by improving access to healthy, affordable, and culturally appropriate food. The City recognizes that access to food is a basic human need and a fundamental component of public health, economic stability, and quality of life; and

WHEREAS, the City has determined that addressing food insecurity through coordinated municipal action, cross-sector partnerships, and strategic investment in community-based food systems is necessary, and works with various community partners to eliminate barriers to food access, particularly in neighborhoods identified as food deserts or disproportionately impacted by poverty and systemic inequities; and

WHEREAS, a fully equipped, movable retail unit that travels on a rotating or scheduled basis to underserved communities, food deserts, or target neighborhoods within the municipality to sell a consistent inventory of fresh, nutritious food, and essential household staples at affordable or subsidized prices (a “Mobile Grocery”) has been identified as one potential solution for access;

NOW, THEREFORE, BE IT RESOLVED, the City and Farmers Rising mutually agree as follows:

1. **RECITALS.** The above recitals are incorporated by reference and made a part of this Agreement.
2. **TERM.** The term of this Agreement shall be for four (4) years from date of execution of this Agreement.
3. **PAYMENTS.** Subject to the terms of this Agreement, applicable law, and appropriation by the City Council, during the term of this Agreement the City will provide funding to Farmers Rising in a total amount not to exceed Eight Hundred Twenty-Two Thousand Dollars (\$822,000), with \$372,000 directed to initial startup costs, and up to \$450,000 directed to operating costs over a three (3) year period, as more fully estimated in the Project Plan which is attached hereto as Exhibit “A” and incorporated herein by reference, pursuant to the following schedule:
 - (i) Within Sixty (60) days of the execution of this Agreement the City shall provide funds to Farmers Rising in the amount of Three Hundred Seventy-Two Thousand Dollars (\$372,000) for startup cost as identified in Exhibit A.

(ii) Within Sixty (60) days of written notification to the City by Farmers Rising that it has purchased and taken delivery of the “Fixed Assets” identified on Page 12 of Exhibit A, the City shall provide funds to Farmers Rising in the amount of One Hundred Fifty Thousand Dollars (\$150,000) for operational costs as identified in Exhibit A.

(iii) On the first anniversary of the start of operations of the Mobile Grocery Store (365 days following the placement into service of the equipment and personnel and the first offering of goods for sale to the general public as contemplated by this Agreement), Farmers Rising will be eligible for up to One Hundred Fifty Thousand Dollars (\$150,000) for operational costs as last dollar of funding raised, provided the Mobile Grocery Store has thereafter operated on a continuing and regular basis through such anniversary.

(iv) On the second anniversary of the start of operations of the Mobile Grocery Store (730 days following the placement into service of the equipment and personnel and the first offering of goods for sale to the general public as contemplated by this Agreement), Farmers Rising will be eligible for up to One Hundred Fifty Thousand Dollars (\$150,000) for operational costs as last dollar of funding raised, provided the Mobile Grocery Store has thereafter operated on a continuing and regular basis through such anniversary.

For purposes of this Section, temporary interruptions for maintenance, weather, or a Force Majeure Event under Section 24 shall not constitute a failure to operate on a continuing and regular basis.

4. **NON-APPROPRIATION.** Funding for this Agreement is subject to the availability of funds and their appropriation by the City Council. If no funds or insufficient funds are appropriated and budgeted in any fiscal period of the City for payments to be made under this Agreement, then the City will notify Farmers Rising in writing of that occurrence, and this Agreement will terminate on the earlier of the last day of the fiscal period for which sufficient appropriation was made or whenever the funds appropriated for payment under this Agreement are exhausted. No payments will be made or be due under this Agreement beyond those amounts appropriated and budgeted by the City to fund payments under this Agreement. The City’s payment obligations under this Agreement shall constitute a current expense payable exclusively from legally available, unencumbered funds appropriated in the then-current fiscal year. Nothing in this Agreement shall constitute a pledge, loan, or extension of the City's faith and credit, general obligation, or taxing authority, nor shall it create any indebtedness, special fund, or multiple-fiscal year financial obligation within the meaning of any constitutional, statutory, or municipal code provision.

5. **USE OF FUNDS.**

5.1 Within Sixty (60) days of the receipt of the Three Hundred Thousand Seventy-Two Thousand Dollars (\$372,000) in funds per Section 3(i) Farmers Rising shall establish a Mobile Grocery Store consistent with Exhibit A and this Agreement.

5.2 All funds provided by the City pursuant to this Agreement will be held, managed and expended by Farmers Rising and shall be used solely for operation and capital costs in the operation of Mobile Grocery Store consistent with Exhibit A and this Agreement.

5.3 Upon the natural expiration or earlier termination of this Agreement, Farmers Rising shall immediately cease all further expenditures of City funds. Within thirty (30) calendar days following such expiration or termination, Farmers Rising shall conduct a final financial accounting of the program and return all unutilized or unexpended funds to the City. Any funds expended by Farmers Rising in violation of this Agreement, or remaining unspent after the designated program period, shall constitute a debt owed to the City and must be repaid in full within the same thirty (30) day period.

5.4 To secure Farmers Rising's obligations under this Agreement, Farmers Rising grants the City a security interest in the tractor, trailer, and equipment purchased with City funds. Farmers Rising authorizes the City to file a UCC financing statement covering that property and to be listed as a secured party/lienholder on the certificate(s) of title for the tractor and trailer, and Farmers Rising shall sign any documents and take any actions the City reasonably requests to do so. Within thirty (30) days after the later of the natural expiration of this Agreement and the satisfaction of Farmers Rising's obligations under Section 5.3, the City shall file a UCC-3 Financing Statement Amendment terminating its Financing Statement and shall release any liens it holds on the certificate(s) of title.

6. DOCUMENTATION, RECORDS AND AUDIT.

6.1 During the term of this Agreement and for a period of two (2) years following the final payment of any amount by the City pursuant to this Agreement Farmers Rising shall maintain documentation for all expenditures, including expense reports and evidence of expenditures, sufficient to reflect and verify all costs of whatever nature claimed to have been incurred and anticipated to be incurred for or in connection with the performance of this Agreement. This system of accounting must be in accordance with generally accepted accounting principles and practices. During the term of this Agreement Farmers Rising shall provide such documentation to the City on a quarterly basis and additionally within ten (10) business days of any request for such documentation by the City.

6.2 To the extent that Farmers Rising conducts any business operations separate and apart from the activities required under this Agreement using, for example, personnel, equipment, supplies or facilities also used in connection with this Agreement, then Farmers Rising must also maintain and make similarly available to the City detailed records supporting the allocation to this Agreement of the costs and expenses attributable to any such shared usages.

6.3 The City shall have the right to make physical inspections of Farmers Rising's equipment and premises to confirm the information reflected in the documentation provided and Farmers Rising's compliance with the terms of this Agreement. The City will make reasonable efforts, consistent with the City's reason for making such inspection(s), to provide Farmers Rising with advance notice and coordinate the scheduling of any such inspections with Farmers Rising.

6.4 No provision in this Agreement granting the City a right of access to records and documents is intended to impair, limit or affect any right of access to such records and documents which the City, or any other government agency, would have in the absence of such provisions.

7. **PERMITTING AND CODES.** Farmers Rising shall comply with all applicable federal, state, county, municipal or administrative laws, ordinances, rules, regulations, codes and orders relating in any way to the operation of a Mobile Grocery Store.

8. **NO AGENCY, PARTNERSHIP, JOINT VENTURE, OR EMPLOYMENT RELATIONSHIP. NO THIRD-PARTY BENEFICIARY.** Nothing in this Agreement, including the City's funding of the program, review of documentation, right to monitor grant compliance, or approval of payment requests, shall be construed to create an agency, partnership, joint venture, employment, borrowed-servant, franchise, or other representative relationship between the City and Farmers Rising, or between the City and any of the Farmers Rising's directors, officers, employees, volunteers, contractors, vendors, customers, or agents. Farmers Rising shall not represent that it has authority to bind the City or that the City operates, controls, sponsors, endorses, or manages the mobile grocery store, except to the limited extent expressly stated in this Agreement. Farmers Rising shall perform as an independent contractor with sole control of the manner and means of performing this Agreement. Farmers Rising shall complete this Agreement according to Farmers Rising's own means and methods of work, which shall be in the exclusive charge and control of Farmers Rising and which shall not be subject to control or supervision by the City except as to the result of the work. Farmers Rising is, for all purposes arising out of this Agreement, an independent contractor, and neither Farmers Rising employees nor its affiliates, assigns, agents or subcontractors shall be deemed an employee, agent, partner, or joint-venturer of the City, by reason of this Agreement. Nothing contained in this Agreement or any act of the City or Farmers Rising shall be deemed or construed by any of the Parties hereto, or third persons, to create any relationship of third-party beneficiary.

9. **REQUIRED INSURANCE.**

9.1 During the Term of this Agreement, and for any longer period required by the applicable policy or this Agreement, Farmers Rising shall procure and maintain, at its sole cost and expense, insurance coverage sufficient to cover the risks arising from Farmers Rising's operation of the mobile grocery store and performance of this Agreement. Such insurance shall be issued by insurers authorized to do business in the State of Illinois and reasonably acceptable to the City. Unless otherwise approved in writing by the City's risk manager or authorized representative, Farmers Rising shall maintain at least the following coverage:

(i) Commercial General Liability Insurance, written on an occurrence basis, including coverage for bodily injury, property damage, personal and advertising injury, contractual liability, premises/operations, products and completed operations, and liability arising from the handling, storage, distribution, or sale of food and grocery products, with limits of not less than \$1,000,000 per occurrence and \$2,000,000 general aggregate.

(ii) Business Automobile Liability Insurance, covering all owned, leased, hired, borrowed, and non-owned vehicles used in connection with the mobile grocery store or this Agreement, including the mobile grocery vehicle and loading/unloading activities, with a combined single limit of not less than \$1,000,000 per accident.

(iii) Workers' Compensation Insurance Statutory benefits in full compliance with the Illinois Workers' Compensation Act (820 ILCS 305/1 et seq.), as amended, and Employer's Liability Insurance with limits of liability of not less than \$500,000 per accident for bodily injury by accident, \$500,000 per employee for bodily injury by disease, and \$500,000 policy limit for bodily injury by disease, unless Farmers Rising has no employees and is exempt under applicable law.

(iv) Property, Equipment, Cargo, Spoilage, or Similar First-Party Coverage, as appropriate, covering vehicles, equipment, fixtures, refrigeration units, inventory, supplies, and other property used in the mobile grocery store operation, including loss or damage from theft, fire, refrigeration failure, spoilage, transit, or other risks reasonably associated with the funded program.

(v) Farmers Rising shall require any subcontractor, vendor, vehicle operator, food supplier, or other third party materially involved in the operation of the mobile grocery store to maintain insurance appropriate to that party's role and the risks of its activities.

9.2 *Evidence of Insurance.* Before receiving funds or commencing funded activities, and upon each renewal thereafter, Farmers Rising shall provide the City with certificates of insurance evidencing the required coverage. Upon request, Farmers Rising shall also provide copies of applicable additional-insured endorsements or blanket additional-insured policy provisions. A certificate of insurance, by itself, shall not be deemed to amend, extend, or create coverage not otherwise provided by the applicable policy or endorsement.

9.3 *Notice of Cancellation or Material Change.* All insurance policies shall provide that they may not be cancelled or modified, except for increase in coverage, without thirty (30) days prior-written notice to the City. Farmers Rising shall provide written notice to the City within five (5) business days after Farmers Rising receives notice of any cancellation, non-renewal, lapse, or material reduction of any insurance required under this Agreement. Farmers Rising shall not allow any required insurance to lapse and shall promptly replace any cancelled, non-renewed, or materially reduced coverage.

10. **INDEMNIFICATION.** Farmers Rising agrees to release, defend, indemnify, and hold harmless the City of Rockford, its representatives, officers, agents and employees from any and all claims, causes of action, demands for damages, suits, either in law or in equity, or expenses or liabilities of any kind arising out of Farmers Rising's performance or failure to perform under this Agreement, the operation of the Mobile Grocery Store, or the acts or omissions of Farmers Rising or its officers, employees, agents, volunteers, contractors, or vendors. Farmers Rising shall ensure that all subcontracts executed in connection with this Agreement contain a provision requiring the subcontractor to defend, indemnify, and hold harmless the City to the same extent required of Farmers Rising herein. In the event that any action or proceeding is brought against the City, or its representatives, officers, agents and/or its employees, by reason of any such claim or demand, Farmers Rising will at its sole cost and expense, resist or defend such action or proceeding.

11. **NON-ASSIGNABILITY.** Farmers Rising shall not assign, transfer, convey, pledge,

delegate, subcontract, or otherwise dispose of this Agreement, any interest in this Agreement, any right to receive funds under this Agreement, or any duty or obligation under this Agreement, in whole or in part, without the prior express written consent of the City. Any attempted assignment, transfer, delegation, or subcontracting without such prior written consent shall be void and shall constitute a material breach of this Agreement. For purposes of this section, an assignment includes, without limitation, any transfer of this Agreement or program responsibilities to another entity, any transfer of the right to receive payment, and any merger, consolidation, dissolution, reorganization, change in control, or other transaction that results in a material change in the entity responsible for performance under this Agreement. Notwithstanding the foregoing, Farmers Rising may use ordinary-course vendors, suppliers, employees, volunteers, or contractors in connection with the mobile grocery program, provided that Farmers Rising remains solely responsible for performance of this Agreement and for the acts and omissions of such persons or entities.

12. **LEGAL COMPLIANCE.** Farmers Rising shall comply with all applicable federal, state and local laws, codes, rules and regulations in performing its duties, responsibilities and obligations pursuant to this Agreement.

13. **NON-DISCRIMINATION.** Farmers Rising shall comply, and shall cause its officers, directors, employees, agents, volunteers, contractors, subcontractors, vendors, and any other persons or entities acting on its behalf to comply, with all applicable federal, state, and local non-discrimination, equal opportunity, civil rights, fair employment, public accommodation, accessibility, language-access, and anti-retaliation laws, ordinances, rules, regulations, executive orders, grant conditions, and funding-source requirements, including, without limitation, the Illinois Human Rights Act, 775 ILCS 5/1-101 et seq.; applicable rules and regulations of the Illinois Department of Human Rights; applicable federal civil rights laws and regulations; and, to the extent applicable, the City of Rockford Code of Ordinances, including the City's Equal Opportunity Employment requirements, in its operation and provision of services contemplated by this Agreement.

14. **CONFLICT OF INTEREST.** No member of the Rockford City Council, nor any other public official or employee who exercises any functions or responsibilities with respect to this program during their tenure or for one year thereafter, shall have any personal or financial interest, direct or indirect (other than employee salary), in this Agreement or its proceeds. Farmers Rising, including its employees, successors, and assigns, shall strictly comply with all applicable conflict of interest laws, including the Illinois Public Officer Prohibited Activities Act (50 ILCS 105/0.01, et seq.), the Illinois Municipal Code (65 ILCS 5/1-1-1, et seq.), and the City of Rockford Code of Ordinances. The obligations and restrictions of this Section shall survive the expiration or earlier termination of this Agreement.

15. **TERMINATION.**

15.1 *Events of Termination.* The City may terminate this Agreement immediately upon written notice if Farmers Rising: (i) undergoes voluntary or involuntary dissolution; (ii) requests termination in writing, subject to the City's sole approval; or (iii) fails to cure a default under Section 15.2.

15.2 *Termination for Cause.* If Farmers Rising breaches any obligation or covenant, the City shall issue a written notice of default. If Farmers Rising fails to cure the default to the City's sole satisfaction within thirty (30) calendar days of receiving notice, the City may terminate this Agreement immediately.

15.3 *Liabilities upon Termination.* Upon termination, Farmers Rising is entitled only to reimbursement for eligible, non-refundable expenses properly incurred before receiving the termination notice. The City may permanently withhold or set off any remaining grant funds to cover damages caused by the breach, and Farmers Rising remains fully liable for all resulting damages.

15.4 *Collateral.* In addition to its other remedies, upon any termination of this Agreement Pursuant to 15.1 or 15.2, or upon Farmers Rising's failure to satisfy its obligations under Section 5.3, the City may proceed against the collateral as a secured party and lienholder under Section 5.4 and applicable law, including repossessing and disposing of it.

15.5 *Suspension Pending Cure.* In lieu of, or prior to, exercising its rights under Sections 15.1 through 15.3, the City may suspend or reduce further disbursements upon written notice to Farmers Rising identifying any failure to comply with this Agreement and the steps necessary to cure it. Suspended or reduced disbursements shall resume promptly upon cure. A suspension under this Section is not itself a termination and does not limit the City's right to thereafter issue a notice of default under Section 15.2 or terminate this Agreement if the failure remains uncured.

16. **WAIVER.** Either party to this Agreement may elect to waive any remedy hereunder, provided that such waiver shall be in writing. No such waiver shall operate or be construed as a waiver of any other right or remedy, nor shall it constitute a continuing waiver of any subsequent, separate, or ongoing breach.

17. **ADMINISTRATION.** The terms and provision of this Agreement shall be administered on behalf of the City by its Director of Community Development. Unless law otherwise requires, all necessary notices, submissions, and approvals shall be given to or by the Director.

18. **NOTICES.** All notices, approvals, demands, requests, or other documents required or permitted under this Agreement, other than routine communications necessary for the day-to-day operation of this program, shall be deemed properly given if hand delivered or sent by United States registered mail, postage prepaid, at the following addresses:

AS TO THE CITY:

Director,
Community & Economic Development Department
City of Rockford
425 E. State Street
Rockford, Illinois 61104

With copies to:

Legal Director
City of Rockford
425 E State Street
Rockford, Illinois 61104

AS TO ANGELIC ORGANICS LEARNING CENTER INC., AN ILLINOIS NOT-FOR-PROFIT CORPORATION D/B/A FARMERS RISING:

Angelic Organics Learning Center, Inc.
1545 Rockton Road
Caledonia, IL 61011-9572

19. **AMENDMENTS.** This Agreement may be amended by written instrument executed by the Parties hereto, acting therein by their duly authorized representatives. Any amendment(s) hereto must be approved by the City Council of the City of Rockford by resolution.
20. **SEVERABILITY.** If any term or provision of this Agreement or the application thereof to any person or circumstances, shall to any extent, be held invalid or unenforceable, the remainder of this Agreement, or the application of such term or provision to persons or circumstances other than those as to which it is held invalid or unenforceable, shall not be effected thereby, and each remaining term and provision hereof shall be deemed valid and be enforced to the fullest extent permitted by law.
21. **GOVERNING LAW.** This Agreement shall be governed by and construed in accordance with the laws of the State of Illinois and the Ordinances of the City of Rockford.
22. **COUNTERPARTS.** This Agreement may be signed in any number of counterparts, each of which shall be deemed an original, but all of which together shall constitute one and the same instrument.
23. **ENTIRE AGREEMENT.** This Agreement, including any exhibits or attachments hereto, constitutes the entire agreement between the Parties regarding its subject matter and supersedes all prior or contemporaneous oral or written agreements, understandings, representations, or negotiations.
24. **FORCE MAJEURE.** Neither party shall be liable or responsible to the other party, or be deemed to have defaulted under or breached this agreement, for any failure or delay to fulfill its obligations under this Agreement when and to the extent such failure or delay is caused by or results from acts beyond the impacted party's reasonable control, including, but not limited to, the following force majeure events: acts of God, acts of the public enemy, wars, invasions, hostilities, state or federal governmental action, laws, orders, or rules, acts of terrorism, fires, floods, earthquakes, epidemics, pandemics, quarantine restrictions, national or regional emergencies, labor difficulties, freight embargoes, and transportation shortages. The party claiming excuse from performance ("Claiming Party") must take reasonable efforts to remove the cause of its inability to perform or its delay in performance. The Claiming Party must give prompt written notice to the other party of the Force Majeure Event, specifying its nature and anticipated duration, and provide

an estimate of when performance may continue.

25. AUTHORITY.

25.1 *Actions.* The City covenants to Farmers Rising and agrees that the City will take such actions as may be required and necessary to enable the City to execute this Agreement and to carry out fully and perform the terms, covenants, agreements, duties, and obligations on its part to be kept and performed as provided by the terms and provisions hereof.

25.2 *Powers.* The City hereby represents and warrants to Farmers Rising that the City has full constitutional and lawful right, power, and authority under currently applicable law to execute, deliver, and perform the terms and obligations of this Agreement, and all of the foregoing have been or will be duly and validly authorized and approved by any necessary City proceedings, findings, and actions. Accordingly, this Agreement constitutes the legal, valid and binding obligation of the City, is enforceable in accordance with its terms and provisions, and does not require the consent of any other governmental authority. Angelic Organics Learning Center Inc., an Illinois not-for-profit corporation d/b/a Farmers Rising hereby represents and warrants that it is a duly organized, validly existing Illinois corporation and that it has the right, power, and authority to execute, deliver, and perform the terms and obligations of this Agreement, and that this Agreement constitutes the legal, valid, and binding obligation of Angelic Organics Learning Center Inc., an Illinois not-for-profit corporation d/b/a Farmers Rising, enforceable in accordance with its terms and provisions.

IN WITNESS WHEREOF, the City and Farmers Rising have executed this Agreement on the date above first written.

CITY OF ROCKFORD
A Municipal Corporation

BY: _____
Thomas P. McNamara, Mayor Date _____

ATTEST: _____
Angela L. Hammer, Legal Director Date _____

Angelic Organics Learning Center Inc.,
an Illinois not-for-profit corporation d/b/a Farmers Rising

BY: _____
Date _____

Rockford

MOBILE

GROCERY STORE

 CITY CENTER MARKET

FARMERS
RISING
LEARN · GROW · CONNECT



MOBILE GROCERY STORE MISSION

The Rockford Mobile Grocery Store will provide fresh, affordable groceries to underserved neighborhoods in Rockford, IL. This project will reduce food insecurity, improve access to fresh and local food, and improve the long-term physical health of residents. Beyond immediate food access, this initiative is designed as a proof of concept toward establishing a permanent brick-and-mortar grocery presence in Rockford's most underserved communities.

NEED STATEMENT

The majority of Rockford's metropolitan area contains food access tracts where low-income residents face both distance and transportation barriers to supermarkets (USDA Food Access Research Atlas). More concerning, Winnebago County ranks in the bottom 11th percentile for food security among Illinois's 102 counties, with 41,200 food-insecure residents, equaling 15% of the population (County Health Rankings, 2025). High inflation has worsened this crisis, as food costs have increased more than 11% since 2022, disproportionately impacting communities already struggling with access (Adjemian, Michael K, et al, 2023).

Fresh produce is essential for community health because it directly supports disease prevention, mental well-being, child development, and long-term quality of life. Diets rich in fruits and vegetables help reduce the risk of heart disease, diabetes, and other chronic conditions, while also supporting healthy growth in children and improving overall physical and emotional wellness. Ensuring access to fresh, nutritious produce strengthens families today and contributes to healthier communities for generations to come.

PROJECT HISTORY

The Northern Illinois Center for Nonprofit Excellence (NICNE) organized a Food Insecurity Summit in 2024, bringing together agencies and individuals in search of solutions-focused strategies to build an equitable food system. Afterwards, more than 75 individuals formed a Food Insecurity Taskforce who met monthly and drew inspiration from the Hunger Task Force Mobile Market in Milwaukee, WI as a practical way to ensure all members of our community have access to high-quality, affordable food.

In 2025, a nonprofit lead organization and grocery store partner were recruited to the project. This initiative is now being implemented as a collaboration between Farmers Rising, City Center Market, and an Working Group made up of core members of the Food Insecurity Taskforce. Together, we aspire to increase access to nutritious food while promoting sustainability and convenience to residents in low-access neighborhoods.

ABOUT FARMERS RISING

Farmers Rising primarily serves the geographic region of southern Wisconsin and Northern Illinois. Our programs directly serve more than 1,500 individuals each year from various backgrounds who come from urban and rural areas, and are designed for individuals who contribute to building a strong regional food system that serves all communities.

In Rockford, Farmers Rising has consistently provided organically-grown fresh fruits and vegetables, as well as vital educational and employment opportunities, to public housing residents and other low-income groups via our Urban Farm Initiative. We operate a 20-member Community Supported Agriculture (CSA) program on a ½ acre organic farm in Blackhawk Courts RHA community, and provide free vegetables to Blackhawk Courts residents via weekly CSA boxes and dedicated community garden beds. Farmers Rising Rockford staff also collaborate closely with Zion Outreach and Patriots Gateway Community Center on their youth and community garden programs, food preservation programs, and at Ruthie's Kitchen.

ABOUT CITY CENTER MARKET

City Center Market is the for-profit partner to this project. Owner Raj Patel is dedicated to bringing fresh food to Rockford residents living in low-access neighborhoods, and has committed to providing 1.5 FTE employees to load and staff the mobile trailer, to purchasing, handling, and safely storing the food, and to providing the Point of Sale system. City Center Market is able to accept EBT/Link and WIC vouchers, ensuring the store is accessible to all residents regardless of income.

PROJECT OUTCOMES & MEASURES OF SUCCESS

The Rockford Mobile Grocery Store is structured around four core outcomes, each with defined short-term and medium-term measures of success to ensure accountability and track community impact.

Outcome 1: Make Fresh Food Readily Accessible in Low Income/Low Access Neighborhoods

Increase availability of high-quality, fresh, and affordable food in neighborhoods with limited supermarket access, utilizing SNAP/EBT and local funding to subsidize food prices. Reduce transportation barriers which lead to consumption of highly processed food.

Measures of Success:

Short-term: 250 families/week purchase fresh food from the Mobile Grocery within 1 year of project implementation.

Medium-term: 1,000 families/week purchase fresh food from the Mobile Grocery within 3 years of project implementation.

Medium-term: Expand sales to additional low income/low access areas outside the City limits within 3 years of project implementation.

Outcome 2: Improve Overall Health of Rockford Residents

Increase the dietary diversity of low-income residents via exposure to a wider variety of fresh fruits and vegetables not available in neighborhood retail outlets. Improve diet quality for better management of chronic diseases.

Measures of Success:

Short-term: Residents report regular access to a reliable source of affordable, nutritious food.

Medium-term: Grocery store patrons report perceptions of changes or improvements in their health outcomes via informal, qualitative surveys.

Outcome 3: Increase Economic Opportunities for Local Farmers

Provide a new wholesale opportunity within the Rockford region. Enhance relationships and ties between farmers and the communities they serve.

Measures of Success:

Short-term: Identify key strategies which will enable local farmers to sell their products to the Mobile Grocery Store.

Medium-term: 15–20% of the fresh food sold by the Mobile Grocery Store will be grown by local farmers within 3 years.

Outcome 4: Demonstrate that a Brick and Mortar, Community-Centered Grocery Store is Financially Sustainable in Rockford's Food-Insecure Neighborhoods

Use data and community feedback gathered through the Mobile Grocery Store to inform the development of a permanent Brick and Mortar grocery in an underserved ward.

Measures of Success:

Medium-term: Data collected is requested and utilized by the City of Rockford, other governing bodies, and/or private corporations interested in operating a grocery store in an underserved ward.

TARGET SERVICE AREAS & PILOT ROUTE PLAN

The Mobile Grocery Store route has been developed in partnership with Champions Benchmark, the NAACP, and the Food Insecurity Taskforce. The Phase One pilot focuses on the West Side corridor, prioritizing communities with the highest concentration of SNAP households, transportation barriers, and limited proximity to full grocery retail.

Residents at select stops — particularly Rockford Housing Authority properties — will have the option to pre-order groceries, ensuring those with mobility or scheduling barriers can fully utilize the Mobile Grocery Store. Pre-ordering is expected to be especially important for North Main Manor and other RHA residents, based on feedback from Laura Snyder at RHA.

Stop #	Location / Anchor Site	Zip	Key Population Served
1	West State & Kilburn Fairgrounds / Boys & Girls Club	61102	Youth, families, SNAP households
2	South Main & Morgan Booker T. Washington / CCS	61102	Low-income families, seniors
3	Charles Street Corridor Patriots Gateway CC	61108	Reentry population, low-income
4	Broadway & 15th Blackhawk Courts (RHA)	61104	Public housing residents
5	N Rockton Ave Corridor Good Shepherd YMCA	61103	Youth, families, SNAP households
6	Sandy Hollow & 11th St Area Orton Keys / Kishwaukee-Harrison	61104	SNAP-unstable households
7	West State & Springfield Champions Park / Washington Park	61102	High-density residential, youth
8	Jackson Charter School 315 Summit St	61107	Youth, families, SNAP households
9	Auburn Street Retail Corridor Shared Retail Lot, Auburn & N Central	61102	High residential density, limited retail access
10	W Riverside Blvd Corridor Cliffbreakers Area Shared Lot	61103	Working families, seniors

PHASE ONE PILOT — WEST SIDE CORRIDOR

Area	Description
Champions Park Area	Concord Commons / Washington Park residential cluster
Auburn Corridor	High residential density with limited retail access
Haskell Avenue	Identified SNAP and transportation barrier zone
School Street	Surrounding residential clusters
RHA Properties	Blackhawk Courts, Olesen Plaza, North Main Manor, Park Terrace

The West Side pilot allows for measurable evaluation before city-wide scaling. This corridor presents the highest residential density, concentrated SNAP households, and strong existing engagement pathways through Farmers Rising's established presence in the community.

EVENT-SPECIFIC COLLABORATIONS & COMMUNITY PARTNERSHIPS

The Rockford Mobile Grocery Store is designed not just as a retail operation, but as a community presence – one that can align with existing programs, institutions, and nonprofits to maximize impact at every stop. The following partnerships and collaboration opportunities have been identified through ongoing dialogue with the City of Rockford and community stakeholders.

Partner / Program	Type of Collaboration	Details
LIHEAP (Low Income Home Energy Assistance Program)	Co-Tabling at Mobile Grocery Stops	LIHEAP outreach staff will table alongside the Mobile Grocery Store at designated stops, connecting residents with utility assistance and energy bill relief at the same visit. Farmers Rising is open to expanding this into additional service coordination as the partnership develops.
Rockford Public Schools (RPS)	Event-Based Stops	The Mobile Grocery Store will make scheduled stops during RPS Parent-Teacher Conference nights, as well as at the beginning and end of the school year for family-focused events. These stops place fresh, affordable groceries directly where families are already engaged – reducing barriers and reaching households with children at a critical moment.
Northern Illinois Food Bank (NIFB)	Co-Location Events	Farmers Rising will coordinate with NIFB to park the Mobile Grocery Store near NIFB distribution sites and events, allowing community members to access emergency food resources and fresh retail groceries in a single trip. This model reinforces both organizations' missions while reducing the burden on residents to make multiple stops.
Local Nonprofits & Community Organizations	Anchor Site Partnerships	Farmers Rising will actively seek partnerships with nonprofits, faith-based organizations, and community centers across the West Side to host Mobile Grocery Store stops. These organizations serve as trusted anchors in the community – their endorsement and co-presence strengthens participation and ensures stops are well-attended and well-resourced.
Rockford Housing Authority (RHA)	Resident Outreach & Pre-Ordering	Building on Farmers Rising's existing presence at Blackhawk Courts, the Mobile Grocery Store will integrate with RHA's resident communication systems to promote stops, enable pre-ordering for residents with mobility limitations, and coordinate scheduling with RHA property managers.

This list reflects current opportunities under discussion. Additional collaborations will be identified and formalized as the pilot progresses.

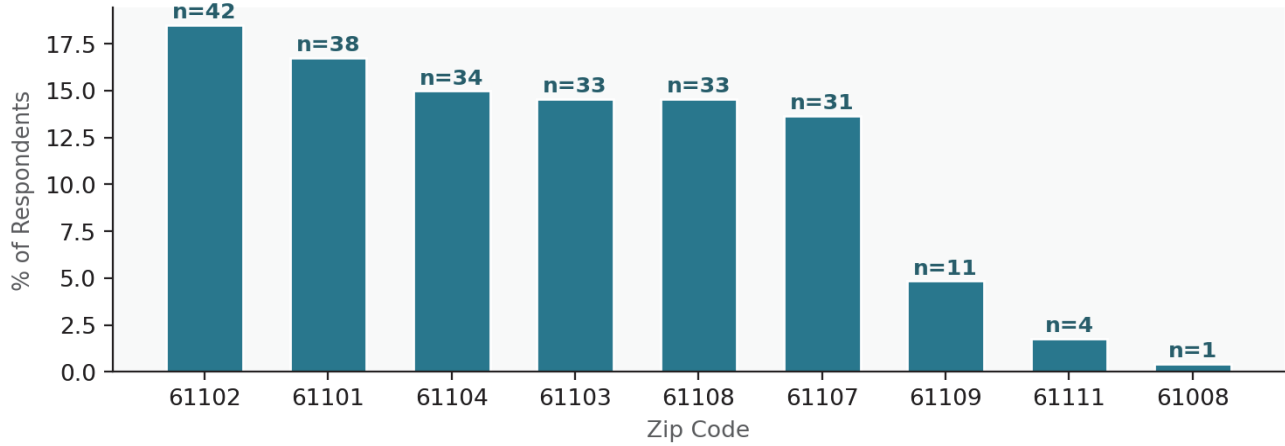
COMMUNITY INTEREST SURVEY RESULTS

Farmers Rising conducted a community interest survey to validate demand, understand shopping behaviors, and shape the operations of the Mobile Grocery Store. The survey was distributed at Rockford Housing Authority properties, community events, and through direct West Side outreach. **227 residents responded**, representing zip codes 61101 through 61111 – the core West Side corridor served by the Mobile Grocery Store's pilot route.

98%	84%	83%	91%
<i>would shop at the Mobile Grocery Store</i>	<i>report 'somewhat difficult' or worse access to groceries</i>	<i>struggle to access affordable fresh food</i>	<i>available weekday afternoons for stops</i>

Q1 – Zip Code Distribution

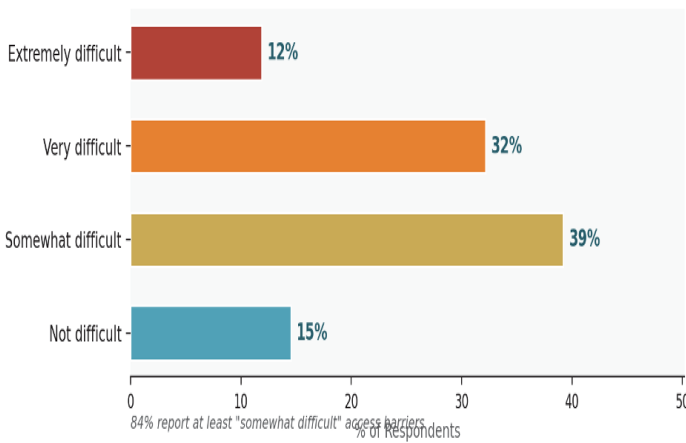
Q1 – Zip Code of Respondents (n=227)



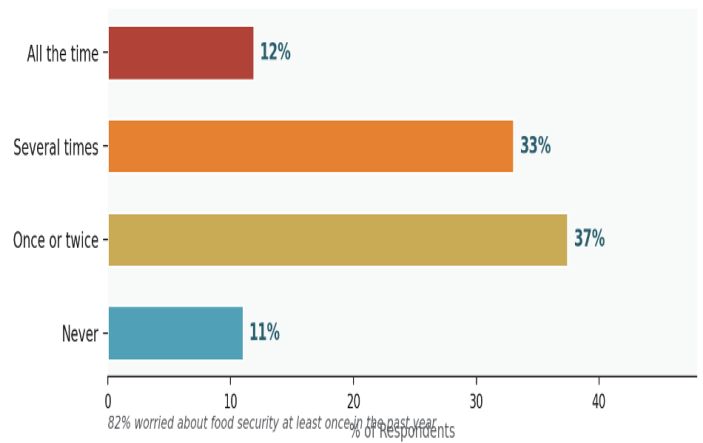
The survey reached residents across all eight West Side zip codes targeted by the pilot route, with the strongest response from 61102, 61101, 61104, 61103, and 61108 – the five zip codes that together account for 79% of respondents.

Q2 – Grocery Access Difficulty | Q3 – Food Insecurity

Q2 – Difficulty Accessing a Grocery Store (n=222)



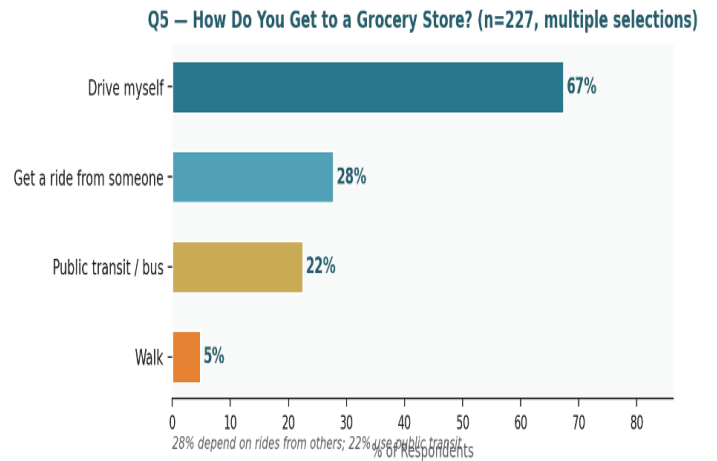
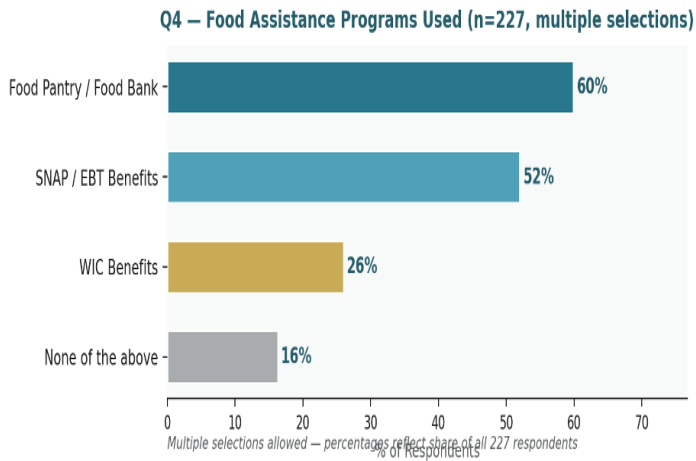
Q3 – Worried About Running Out of Food? (n=222)



Key finding: 84% of respondents face at least "somewhat difficult" access to fresh groceries. 82% worried about running out of food at least once in the past year – with 45% reporting this happened "several times" or "all the time."

COMMUNITY INTEREST SURVEY RESULTS (CONTINUED)

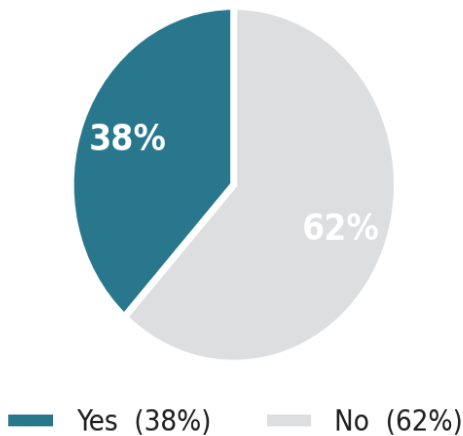
Q4 – Current Food Assistance Programs | Q5 – Transportation to Grocery Stores



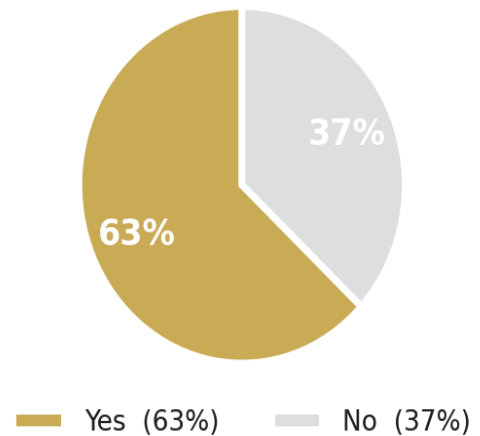
Key finding: 60% use food pantries and 52% use SNAP/EBT – the Mobile Grocery Store's ability to accept EBT/Link is critical. 28% of respondents rely on rides from others and 22% use public transit, confirming that neighborhood-level access is not a convenience – it's a necessity.

Q6 – Disability / Mobility Limitation | Q7 – Children Under 18 in Household

Q6 – Disability/Mobility Limitation in Household? (n=222)



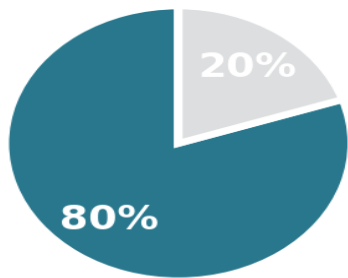
Q7 – Children Under 18 in Household? (n=222)



Key finding: 37% of households include a member with a disability or mobility limitation – reinforcing the importance of neighborhood stops and the pre-order system. 62% of households include children under 18, making fresh food access a child nutrition priority.

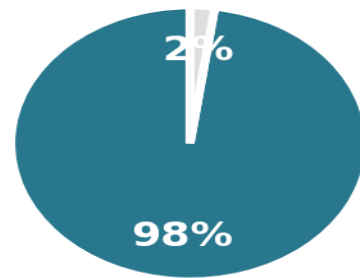
Q8 – Community Recommendation Effect | Q9 – Willingness to Shop at Mobile Grocery Store

Q8 — More Likely if Trusted Neighbor Recommended?
(n=222)



Yes (80%) No (20%)

Q9 — Would You Shop at the Mobile Grocery Store?
(n=226)



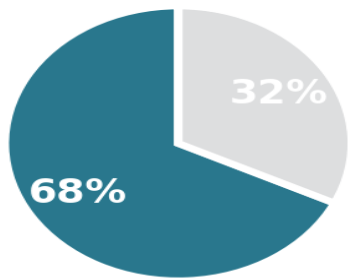
Yes (98%) No (2%)

Key finding: 98% of respondents would shop at the Mobile Grocery Store – an extraordinarily strong signal of community demand. 80% said they would be more likely to use it based on a trusted neighbor or community organization's recommendation, highlighting the value of Farmers Rising's existing community relationships.

COMMUNITY INTEREST SURVEY RESULTS (CONTINUED)

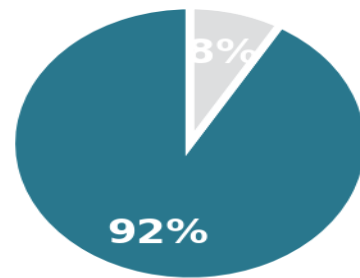
Q10 – Morning Availability | Q11 – Afternoon Availability

Q10 — Available Weekday Mornings (9:30-11:30 AM)?
(n=227)



Yes (68%) No (32%)

Q11 — Available Weekday Afternoons (2:00-4:00 PM)?
(n=226)

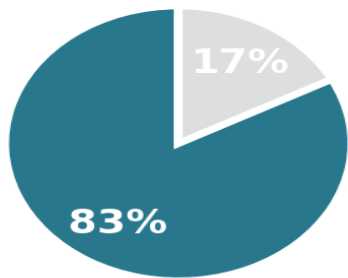


Yes (92%) No (8%)

Key finding: 92% are available for weekday afternoon stops (Mon–Fri, 2:00–4:00 PM) versus 68% for morning stops. The route schedule should prioritize afternoon hours, particularly at RHA properties and high-density residential stops.

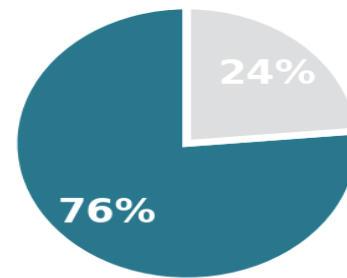
Q12 – Food Access Struggle | Q13 – Beginning-of-Month SNAP Shopping

Q12 — Struggle to Access Affordable Fresh Food?
(n=226)



■ Yes (83%) ■ No (17%)

Q13 — Shop at Beginning of Month (SNAP Replenished)?
(n=221)

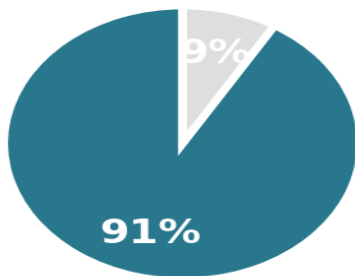


■ Yes (76%) ■ No (24%)

Key finding: 83% regularly struggle to access affordable fresh food – this is the core need the Mobile Grocery Store addresses. 76% said they'd be more likely to shop at the beginning of the month when SNAP benefits are first loaded, suggesting higher-traffic stops should be scheduled early in each month.

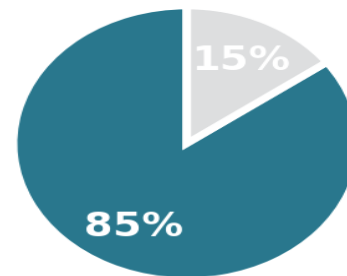
Q14 — End-of-Month SNAP Shopping | Q15 — Pre-Order App Interest

Q14 — Shop at End of Month When SNAP Runs Low?
(n=221)



■ Yes (91%) ■ No (9%)

Q15 — Would Use App/Online Pre-Order System?
(n=221)



■ Yes (85%) ■ No (15%)

Key finding: 91% would shop at end of month when SNAP benefits run low – the strongest signal of any operational planning question. 85% would use an app-based pre-order system, supporting investment in a pre-order platform, particularly for residents with mobility limitations.

SNAP IMPACT ANALYSIS – NORTHERN ILLINOIS FOOD BANK

Data from the Northern Illinois Food Bank (NIFB) further validates the urgency of this initiative. Federal policy changes currently under consideration threaten to significantly reduce SNAP benefit availability across Winnebago County. The maps below, provided by NIFB, show that the highest-impact areas – concentrated SNAP loss in the 80–100% forecast range – are precisely the West Side zip codes the Mobile Grocery Store will serve.

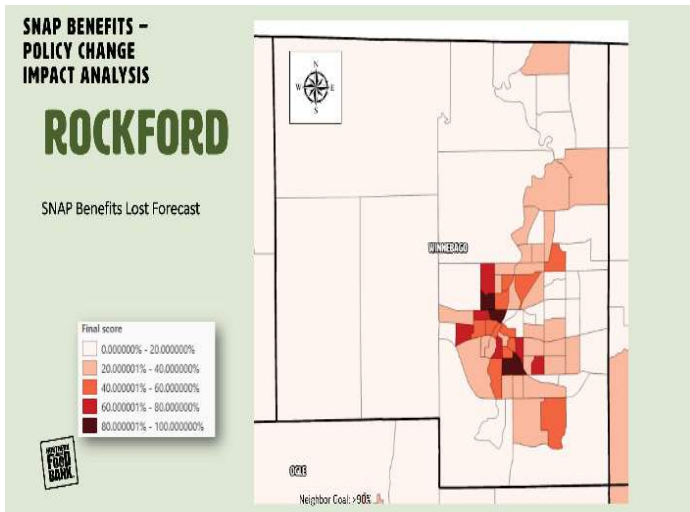


Figure 1: SNAP Benefits Lost Forecast – Rockford. Dark areas represent 80–100% projected SNAP loss – concentrated in West Side zip codes 61101–61108.

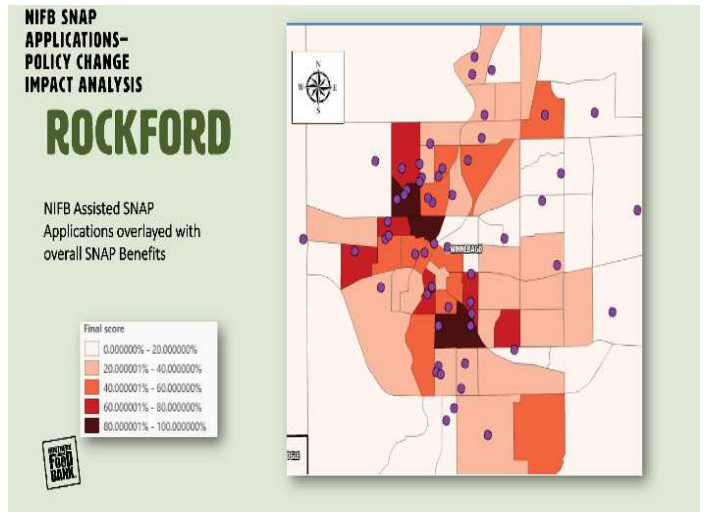


Figure 2: NIFB-Assisted SNAP Applications overlaid with SNAP benefit data. Purple dots represent NIFB service locations; density aligns with the proposed Mobile Grocery Store route.

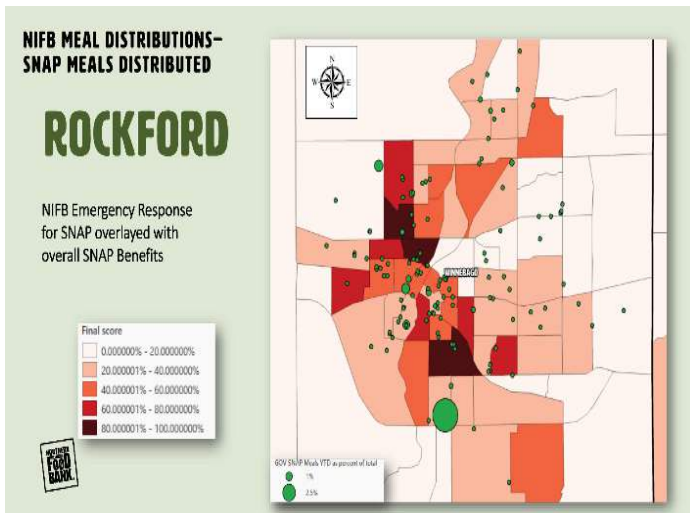


Figure 3: NIFB Meal Distributions – SNAP Meals distributed. Largest distribution sites align directly with the high-need West Side corridors targeted by the pilot route.

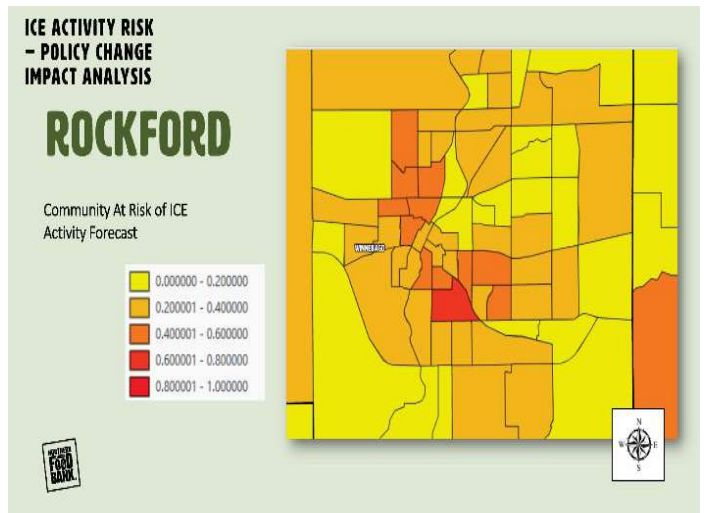


Figure 4: ICE Activity Risk Forecast. West Side communities face compounding vulnerabilities – food insecurity, SNAP exposure, and community disruption – making consistent mobile food access critical.

PILOT ROUTE MAP – WEST SIDE ROCKFORD

The map below plots all eight Mobile Grocery Store pilot stops across the West Side corridor. Stop locations were selected based on population density, SNAP household concentration, proximity to Rockford Housing Authority properties, and route efficiency.

FINANCIAL OVERVIEW

The following financial statements represent the updated 3-Year Pro Forma for the Rockford Mobile Grocery Store. The pro forma is structured across two partner entities: **Farmers Rising** (nonprofit operations, grants, and subsidized food programming) and **City Center Market** (food retail sales, inventory, and point-of-sale operations). Startup capital requirements are presented separately from ongoing operating funds. Food sales projections reflect a **15% annual growth rate**, approved by project leadership. A **10% Profit Sharing** arrangement between City Center Market and Farmers Rising begins in Month 6 of operations.

Fixed Assets

All assets are classified as 5-year property and depreciated using the straight-line method.

Category	Description	Amount
Office & Equipment	Food Display Items	\$1,500.00
Office & Equipment	Retail Signage (price tags, etc.)	\$1,000.00
Office & Equipment	Truck Safety Items (blocks, cones, vests)	\$1,000.00
Office & Equipment	Tech (radios, computer/iPad, etc.)	\$5,000.00
	Subtotal – Equipment	\$8,500.00
Vehicles	Semi-Tractor	\$90,000.00
Vehicles	Custom Refrigerated Trailer	\$250,000.00
	Subtotal – Vehicles	\$340,000.00
TOTAL FIXED ASSETS		\$348,500.00

Capitalized Start-Up Costs

Category	Item	Amount
Advertising & Promotional	Advertising Campaign (6 months)	\$5,000.00
Advertising & Promotional	Signage – Mobile Trailer Wrap	\$4,800.00
Advertising & Promotional	Flyers, Print Needs, etc.	\$2,000.00
Admin Expenses	Legal and Accounting Fees (estimate)	\$1,000.00
Admin Expenses	Prepaid Insurance	\$4,600.00
Admin Expenses	Pre-Opening Salary – FR Admin Assistant	\$4,800.00
Admin Expenses	Health Department / Licensing Costs	\$1,000.00
Admin Expenses	DOT Certification	\$300.00
TOTAL CAPITALIZED START-UP COSTS		\$23,500.00

SOURCES & USES OF FUNDS

The project requires two distinct funding pools: Start-Up Funds to cover capital equipment and launch costs, and Operating Funds to sustain year-one program delivery. The 10% Profit Sharing structure between City Center Market and Farmers Rising ensures that as food sales grow, Farmers Rising's operating income grows with it – progressively reducing dependence on public and philanthropic funding.

START-UP FUNDS

Sources of Funds	Amount
Sponsorships – Public (City of Rockford)	\$372,000.00
Total Sources of Funds	\$372,000.00

Uses of Funds	Amount
Vehicles (Semi-Tractor + Refrigerated Trailer)	\$340,000.00
Office & Other Equipment	\$8,500.00
Capitalized Start-Up Costs	\$23,500.00
Total Uses of Funds	\$372,000.00

OPERATING FUNDS

Sources of Funds	Year 1	Year 2	Year 3
Sponsorships – Public (City of Rockford)	\$150,000.00	\$25,490.00	\$11,454.50
Grants – Foundation	\$48,000.00	\$50,400.00	\$52,920.00
Corporate / Private Donations	\$25,020.00	\$25,000.00	\$25,000.00
10% Profit Share – City Center Market*	\$72,000.00	\$165,600.00	\$190,440.00
Total Sources of Funds	\$295,020.00	\$266,490.00	\$279,814.50

*Profit sharing begins in Month 6 (10% of City Center Market monthly food sales = \$12,000/month in Year 1). Grows at 15% annually with food sales.

Uses of Funds	Year 1	Year 2	Year 3
Operations (wages, utilities, insurance, etc.)	\$153,708.00	\$168,510.00	\$181,834.50
Food Subsidy Program	\$30,000.00	\$30,000.00	\$30,000.00
Depreciation	\$67,980.00	\$67,980.00	\$67,980.00
Total Uses of Funds	\$251,688.00	\$266,490.00	\$279,814.50

Note: The City of Rockford contribution decreases in Years 2–3 as 10% Profit Sharing scales up, demonstrating a clear path to financial self-sufficiency. By Year 3, profit sharing covers 68% of Farmers Rising's total operating budget.

PRO FORMA INCOME STATEMENT – CONSOLIDATED

The consolidated income statement reflects revenue and expenses across both Farmers Rising (nonprofit operations) and City Center Market (food retail). Food sales projections reflect a 15% annual growth rate. A 10% Profit Sharing arrangement from City Center Market to Farmers Rising begins in Month 6 of operations. All Farmers Rising operating costs reflect a 5% annual increase.

Revenue – Farmers Rising (Operations)

Line Item	Mo. 1–6	Mo. 7–12	Year 1 Total	Year 2	Year 3
Grant Funding	\$4,000.00	\$4,000.00	\$48,000.00	\$50,400.00	\$52,920.00
Public/Private Support	\$17,120.00	\$12,050.00	\$175,020.00	\$50,490.00	\$36,454.50
CCM Profit Share @ 10%	\$0.00	\$12,000.00	\$72,000.00	\$165,600.00	\$190,440.00
Gross Revenue – FR	\$21,120.00	\$28,050.00	\$295,020.00	\$266,490.00	\$279,814.50

Profit sharing begins Month 7 (10% × \$120,000 monthly food sales = \$12,000/mo). Grows 15% annually with food sales.

Revenue – City Center Market (Food Sales) – 15% Annual Growth

Line Item	Mo. 1–6	Mo. 7–12	Year 1 Total	Year 2	Year 3
Food Sales	\$120,000.00	\$120,000.00	\$1,440,000.00	\$1,656,000.00	\$1,904,400.00
Less: 10% Profit Share to FR	\$0.00	(\$12,000.00)	(\$72,000.00)	(\$165,600.00)	(\$190,440.00)
Net Revenue – CCM	\$120,000.00	\$108,000.00	\$1,368,000.00	\$1,490,400.00	\$1,713,960.00

*10% Profit Share begins Month 7. Paid monthly to Farmers Rising from food sales revenue. Grows at 15% annually in line with food sales growth.

GROSS COMBINED REVENUE **\$1,735,020.00** **\$1,922,490.00** **\$2,184,214.50**

Expenses – Farmers Rising

Expense Item	Monthly	Year 1 Total	Year 2	Year 3
Employee Wages	\$6,587.00	\$79,044.00	\$82,996.20	\$87,146.01
Employee Payroll Taxes	\$593.00	\$7,116.00	\$7,471.80	\$7,845.39
Employee Benefits	\$988.00	\$11,856.00	\$12,448.80	\$13,071.24
Workers Comp	\$66.00	\$792.00	\$831.60	\$873.18
Advertising	\$200.00	\$2,400.00	\$2,520.00	\$2,646.00
Bank Fees	\$25.00	\$300.00	\$315.00	\$330.75
Insurance	\$450.00	\$5,400.00	\$5,670.00	\$5,953.50
Legal, Auditing, Accounting	\$200.00	\$2,400.00	\$2,520.00	\$2,646.00
Maintenance & Repairs	\$250.00	\$3,000.00	\$3,150.00	\$3,307.50
Miscellaneous Costs	\$100.00	\$1,200.00	\$1,260.00	\$1,323.00
Supplies & Postage	\$50.00	\$600.00	\$630.00	\$661.50
Utilities & Fuel	\$2,800.00	\$33,600.00	\$35,280.00	\$37,044.00
Working Group Stipends	\$500.00	\$6,000.00	\$6,300.00	\$6,615.00
Subsidized Food Expense	\$2,500.00	\$30,000.00	\$31,500.00	\$33,075.00
Depreciation	\$5,808.00	\$69,696.00	\$67,980.00	\$67,980.00
Gross Expenses – FR	\$21,117.00	\$253,404.00	\$266,074.20	\$279,377.91

PRO FORMA INCOME STATEMENT – CONTINUED

Expenses – City Center Market

City Center Market carries all food retail expenses, including staffing for the mobile unit, cost of goods sold, and the 10% Profit Share to Farmers Rising beginning Month 7.

Expense Item	Mo. 1–6	Mo. 7–12	Year 1 Total	Year 2	Year 3
Employee Wages	\$5,200.00	\$5,200.00	\$62,400.00	\$65,520.00	\$68,796.00
Employee Payroll Taxes	\$468.00	\$468.00	\$5,616.00	\$5,896.80	\$6,191.64
Employee Benefits	\$780.00	\$780.00	\$9,360.00	\$9,828.00	\$10,319.40
Workers Comp	\$52.00	\$52.00	\$624.00	\$655.20	\$687.96

Cost of Goods Sold	\$44,000.00	\$44,000.00	\$528,000.00	\$607,200.00	\$698,280.00
10% Profit Share to FR	\$0.00	\$12,000.00	\$72,000.00	\$165,600.00	\$190,440.00
Gross Expenses – CCM	\$50,500.00	\$62,500.00	\$678,000.00	\$711,900.00	\$747,495.00

10% Profit Share begins Month 7 at \$12,000/month. COGS increases 15% annually in line with food sales growth. Wages and benefits reflect 5% annual increase.

Net Revenue Summary

Combined net revenue demonstrates the initiative's financial sustainability, with the 10% Profit Share creating a growing income stream for Farmers Rising as food sales scale.

	Year 1	Year 2	Year 3
Net Revenue – Farmers Rising	\$41,616.00	\$415.80	\$436.59
Net Revenue – City Center Market	\$762,000.00	\$944,100.00	\$1,156,905.00
NET COMBINED REVENUE	\$803,616.00	\$944,515.80	\$1,157,341.59

Pro Forma Balance Sheet (Annual) – Farmers Rising

	Year 1	Year 2	Year 3
ASSETS			
Cash	\$111,312.00	\$181,423.80	\$251,556.39
Net Fixed Assets	\$278,800.00	\$209,100.00	\$139,400.00
Net Intangible Assets	\$23,500.00	\$23,500.00	\$23,500.00
Total Assets	\$413,612.00	\$414,023.80	\$414,456.39
OWNER'S EQUITY			
Owner Contribution	\$372,000.00	\$372,000.00	\$372,000.00
Retained Earnings	\$0.00	\$41,616.00	\$42,031.80
Current Year Income	\$41,616.00	\$415.80	\$436.59
Total Owner's Equity	\$413,616.00	\$414,031.80	\$414,468.39

Depreciation Schedule

Description	Basis	Class Life (yrs)	Method	Annual Deduction
Office and Other Equipment	\$8,500.00	5	S/L	\$1,700.00
Vehicles	\$340,000.00	5	S/L	\$68,000.00
Total Annual Depreciation	\$348,500.00			\$69,700.00

FREQUENTLY ASKED QUESTIONS (FAQ)

The following addresses questions likely to arise from city officials, council members, and community stakeholders regarding the Rockford Mobile Grocery Store Initiative.

Q: How is the Mobile Grocery Store different from food pantries and emergency food distribution?

A: The Mobile Grocery Store and food pantries serve complementary but distinct functions. Food pantries provide emergency food stabilization through free distribution. The Mobile Grocery Store provides choice-based, dignified access to fresh groceries at affordable prices – operating as structured retail infrastructure, not charity distribution. Families can use both services: pantries for emergency needs and the Mobile Grocery Store to supplement with preferred grocery items on their own terms.

Q: Why should the City of Rockford invest in the Mobile Grocery Store?

A: City investment in the Mobile Grocery Store is an investment in the long-term health and economic stability of Rockford's most underserved communities. Unlike one-time interventions, the Mobile Grocery Store is designed to be a self-sustaining operation. City support helps launch a financially viable model that grows over time, reduces dependence on emergency food systems, and positions Rockford as a leader in innovative, community-centered food access solutions.

Q: Is this initiative financially sustainable?

A: Yes. The pro forma demonstrates that the combined operation (Farmers Rising + City Center Market) generates positive net revenue beginning in Year 1, growing to over \$1.1 million by Year 3 with 15% annual food sales growth. Critically, the 10% Profit Sharing arrangement from City Center Market to Farmers Rising provides a growing, self-generated income stream – reducing the City of Rockford's contribution from \$150,000 in Year 1 to \$11,455 by Year 3, as the operation funds itself.

Q: Who accepts EBT/SNAP and WIC at the Mobile Grocery Store?

A: City Center Market, the retail partner, is fully equipped to accept EBT/Link and WIC vouchers. Additionally, Double Match integration will be pursued where available to maximize purchasing power for SNAP households.

Q: What neighborhoods will be served first?

A: Phase One focuses on the West Side corridor, including eight high-need stops: West State & Kilburn (Boys & Girls Club), South Main & Morgan (Booker T. Washington), Charles Street (Patriots Gateway), Broadway & 15th (Blackhawk Courts RHA), North Main Corridor (North Main Manor & Olesen Plaza RHA), Sandy Hollow & 11th Street, West State & Springfield (Champions Park), and Rockton Ave & Glenwood.

Q: Will residents be able to pre-order groceries?

A: Yes. Pre-ordering options will be made available, particularly for RHA residents and others who may face mobility or scheduling challenges. Our community survey found that 85% of respondents would use an app-based or online pre-order system, strongly validating this feature. This is expected to be especially important for North Main Manor and other RHA sites, based on feedback from Laura Snyder at RHA.

Q: What is Farmers Rising's existing presence in Rockford?

A: Farmers Rising already operates an organic CSA farm at Blackhawk Courts RHA, serves over 1,500 individuals annually, and collaborates with Zion Outreach, Patriots Gateway, and Ruthie's Kitchen on food access and youth programming. The Mobile Grocery Store builds directly on this established community trust and infrastructure.

Q: What does the community survey tell us about demand?

A: The survey reached 227 West Side residents and found overwhelming demand: 98% said they would shop at the Mobile Grocery Store, 84% reported at least 'somewhat difficult' access to fresh groceries, and 83% regularly struggle to afford fresh food. 91% said they'd shop specifically at end of month when SNAP benefits run low – a direct operational insight that will guide stop scheduling.

Q: What is the long-term vision beyond the mobile store?

A: The Mobile Grocery Store is designed as a proof of concept. Data and community engagement gathered during the pilot will inform the development of a permanent brick-and-mortar grocery store in an underserved Rockford ward, creating a lasting anchor for food access and economic investment on the West Side.

Q: How will success be measured?

A: Success will be tracked through weekly patronage numbers, SNAP/EBT transaction volume, community surveys on food access and health perceptions, local farmer participation rates, and financial performance against pro forma projections. Data and outcome reports will be shared with stakeholders on an annual basis and be made available upon request.

Q: What role does the Working Group play?

A: The Working Group, made up of core members of the Food Insecurity Taskforce, provides route refinement guidance, stop prioritization, inventory alignment, and funding coordination. A monthly Taskforce meeting ensures broader stakeholder alignment, media coordination, and city/state interface.

Q: How was the St. Louis MetroMarket funded?

A: The St. Louis MetroMarket began in 2015 as a student-run project at Washington University and was later acquired by Operation Food Search, a regional nonprofit. Its continued operations have been supported through private philanthropy - most notably a \$100,000 donation from Dierbergs Markets to sponsor the launch of its Farmers Truck, bringing fresh food directly to communities with limited grocery access. The MetroMarket model demonstrates that public-private partnership funding, combining nonprofit infrastructure with corporate and community investment, can sustain a mobile grocery operation long-term.

Q: Has a city ever publicly funded a mobile grocery store before?

A: Yes. In October 2024, the Little Rock, Arkansas Board of Directors voted to allocate \$850,000 in federal American Rescue Plan Act (ARPA) funds to launch a city-operated Mobile Market - a truck and 44-foot refrigerated trailer making scheduled stops in food desert neighborhoods across the city. The project launched in March 2026, managed through a partnership with the University District Development Corporation and UA Little Rock. Little Rock's model is a direct precedent: a city government identifying mobile food access as a public infrastructure need and committing municipal resources to deliver it. Rockford has the same opportunity.

MOBILE GROCERY STORE – CONCEPT IMAGES

The following renderings illustrate the vision for the Rockford Mobile Grocery Store – both the exterior trailer wrap and the interior shopping experience.

interior shopping experience.



Exterior concept rendering — Mobile Grocery Store trailer wrap featuring Farmers Rising branding

Exterior concept rendering – Mobile Grocery Store trailer wrap featuring Farmers Rising branding



Interior concept rendering -- Fresh produce, refrigerated sections, and Farmers Rising branding inside the mobile s

DRAFT -- For Internal Review Only

Interior concept rendering – Fresh produce, refrigerated sections, and Farmers Rising branding inside the mobile store



NORTHERN ILLINOIS UNIVERSITY

Northern Illinois Center for Nonprofit Excellence

May 26, 2026

Dear Mayor McNamara and Rockford City Council Members,

Please accept this letter in support of the development and implementation of a mobile grocery store initiative designed to address food insecurity and improve access to healthy, affordable food within underserved neighborhoods in Rockford.

Far too many individuals and families face significant barriers to accessing fresh produce, nutritious groceries and essential household items due to limited transportation, geographic isolation, economic hardship or the absence of nearby full-service grocery stores. An estimated 15.8% of Winnebago County residents are food insecure with limited or uncertain ability to acquire adequate, safe, and nutritious food. The need is particularly acute for children, with the local youth food insecurity rate climbing to 20% compared to the state average of 11.3%.

A mobile grocery store is an innovative and practical solution that directly brings healthy food options into neighborhoods where they are needed most. With this cross-sector approach driven by a collaboration of Farmer's Rising, NICNE, City Central Markets and multiple community partners that make up the Food Insecurity Task Force, this initiative has the potential to make a meaningful long term impact by increasing food access, supporting healthier lifestyles, and reducing disparities related to nutrition and chronic health conditions. The initiative can also strengthen community connections and promote dignity and self-sufficiency among residents.

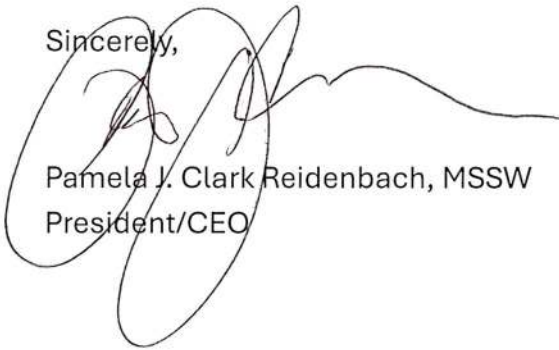
Mobile grocery services are especially valuable for seniors, individuals with disabilities, and low-income families who may otherwise struggle to obtain nutritious food. By meeting people where they are, this program helps remove barriers that contribute to food

insecurity and poor health outcomes. The mobile grocery will bring a healthy FOOD TO PEOPLE grocery store to their neighborhoods for a discounted price but will not compete or replace the critical emergency food services provided by local pantries and food bank direct-service programs.

I fully support this effort to secure funding and community resources necessary to launch and sustain this important initiative. I believe the mobile grocery store will serve as a vital resource that improves quality of life and strengthens food security for many residents in our community. The long-term impact will be significant and the secondary results, like reduced chronic health issues due to diabetes and obesity, boosting educational outcomes, and enhancing economic stability as health care expenses are reduced and work productivity and attendance are improved will be profound and long lasting.

Thank you for your consideration and commitment to addressing food insecurity through this innovative community-based solution.

Sincerely,

A handwritten signature in black ink, appearing to read 'Pamela J. Clark Reidenbach', with a long horizontal flourish extending to the right.

Pamela J. Clark Reidenbach, MSSW
President/CEO

May 20, 2026

Mayor Tom McNamara and Rockford City Council Members
City of Rockford
425 E. State Street
Rockford, IL 61104

Dear Mayor McNamara and City Council Members,

I am writing to express strong support for the Mobile Grocery Store Initiative being developed to serve Rockford residents and neighbors through the collaboration of Farmer's Rising, NICNE, the City of Rockford, and community partners committed to ending hunger and improving equitable food access.

This initiative represents an important opportunity to expand access to healthy and affordable groceries in areas of Rockford that currently lack a local grocery store. The Mobile Grocery Store model helps preserve dignity by allowing individuals and families to purchase the foods they need while continuing to access food pantry services or food bank direct-service programs when additional support is necessary.

Food insecurity remains closely connected to poor nutrition, negative health outcomes, and increased rates of chronic disease-disproportionately impacting African American and Latino communities. Efforts such as the Mobile Grocery Store help address these inequities by bringing fresh and nutritious food directly into underserved neighborhoods while strengthening long-term community health and sustainability.

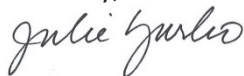
In October 2024, community leaders, neighbors, and organizations gathered at Rockford's Food Insecurity Summit to discuss solutions for eliminating barriers to food access and building amore equitable and sustainable food system. The summit created momentum toward developing sustainable community-driven strategies to address hunger in Rockford.

Along with myself, one of the featured speakers was Sherri Tussler, CEO Emeritus of, who shared the success of the Mobile Grocery Store model implemented by Milwaukee Hunger Task Force. Their work focuses on reaching neighborhoods with vulnerable populations, including families with children, seniors, and SNAP recipients. Members of our staff had opportunity to visit the organization and learn firsthand about the positive impact this model has had within the Milwaukee community.

We are encouraged by the collaboration efforts taking place in Rockford and believe this initiative has the potential to make a meaningful difference in reducing hunger, improving food access, and strengthening neighborhoods across the city.

Thank you for your continued leadership and commitment to supporting innovative solutions that improve the health and well-being of Rockford residents.

Sincerely,



Julie Yurko
President & Chief Executive Officer

[SOLVEHUNGERTODAY.ORG](https://solvehungertoday.org)



WEST SUBURBAN CENTER

273 Dearborn Court
Geneva, IL 60134
(630) 443 - 6910

NORTHWEST CENTER

1397 Sandy Hollow Road
Rockford, IL 61109
(815) 639 - 1257

SOUTH SUBURBAN CENTER

171 S Larkin Avenue
Joliet, IL 60436
(815) 846 - 1041

NORTH SUBURBAN CENTER

13950 W Business Center Drive
Lake Forest, IL 60045
(847) 336 - 3663





To: Ald. Janessa Wilkins, Chair, Planning & Development Committee

Cc: Mayor Thomas McNamara
City Council

From: Anna Carlson, Economic Development Manager

RE: Adoption of the Ordinance to Terminate the Global Trade Park South TIF and Ordinances for the South Rockford Industrial TIF

Date: June 22, 2026

The City of Rockford has been working with Ryan LLC complete the qualification and redevelopment plan for a proposed new South Rockford Industrial Tax Increment Financing District.

With the assistance of Ryan and in conformance with the Illinois TIF Act, the City of Rockford has completed the following procedures in connection to the proposed designation of the South Rockford Industrial TIF District:

1. On February 23, 2026 Ryan delivered for placement with the City's Legal Department a TIF Plan and TIF Eligibility Report that demonstrated that the proposed TIF District met all of the criteria required for its designation under TIF Law.
2. The proposed TIF District, as proposed for designation, was added to the City's Interested Parties Registry and Rules filings on February 1, 2026.
3. The Public Hearing and Joint Review Board (JRB) Resolution for the proposed TIF District was adopted on March 2, 2026.
4. Legal notices regarding the public hearing and Joint Review Board (JRB) were sent by certified mail to all affected taxing districts and the Illinois Department of Commerce and Economic Opportunity on March 9, 2026.
5. Notices regarding the City's intent to consider adoption of the proposed TIF District were sent out by regular mail to residential properties located within 750' of TIF boundaries on March 16, 2026.

6. The Joint Review Board (JRB) for the proposed TIF District was duly convened by the City on March 31, 2026. At the meeting, the JRB members were presented with an overview of both the TIF Plan and the TIF Eligibility Report pursuant to State law.

The JRB consists of the following members:

- The City;
- The County of Winnebago;
- Rockford Park District;
- Rockford Township;
- Rockford School District No. 205;
- Meridian School District No. 223;
- Scott Township;
- The County of Ogle;
- Rock Valley College; and
- A public member.

Members present and participating in the JRB proceedings included all members except for Rockford Township, Scott Township, and Ogle County.

At the meeting, the JRB members present voted 6-0 to recommend that the City proceed with the designation of the proposed TIF District. Meridian School District No. 223 abstained from voting.

7. Legal notices regarding the public hearing were sent out by certified mail to all property owners of record of March 31, 2026.
8. Publication of the legal notice regarding the public hearing was placed in the local newspaper, in the manner proscribed by State law, on April 14, 2026 and April 15, 2026.
9. A public hearing in Rockford City Council Chambers was started on May 11, 2026 and concluded May 21, 2026 and verbal and written comments are part of the record.

At the public hearing, Ryan LLC provided a review of the TIF eligibility report and plan.

Qualification Factors

Conservation Area

- 100% of structures over 35 years

- 4 of the 13 qualifying area are present: Deterioration, Lack of Community Planning, Inadequate Utilities, & Lag or Decline in EAV.

Blighted Vacant Area

- Chronic Flooding (standalone factor)
- 2 of the 6 qualifying factors are present: Deterioration of Adjacent Structures and Lag of Decline in EAV.

Redevelopment Plan and Project

- The redevelopment plan area is planned to support a mix of industrial, commercial, and business park uses, along with public infrastructure improvements needed to enable redevelopment.

Comments at the public hearing included concerns regarding water usage, electrical capacity, industrial development near residential and natural areas, industrial development near forest preserves, and potential projects – specifically concern about a data center locating in the area.

The South Rockford Industrial TIF District is to support industrial growth benefiting from its location at a rail line, highway/interstate system, and proximity to the Chicago Rockford International Airport. With the comments received during the public hearing, the ordinances approving the South Rockford TIF District state that TIF Funds, public subsidies, and tax increment revenue available through South Rockford TIF District is prohibited to be used to incentivize Data Centers.

Staff is now presenting for City Council consideration the following attached ordinances:

1. An Ordinance for the Termination of the Global Trade Park South Redevelopment Project Area and the Dissolution of the Special Tax Allocation Fund for Global Trade Park South Tax Increment Financing District;
2. An Ordinance Approving the South Rockford Industrial Tax Increment Financing District Redevelopment Project Area;
3. An Ordinance Designating the South Rockford Industrial Redevelopment Project Area;
4. An Ordinance Adopting Tax Increment Allocation Financing for The South Rockford Industrial Redevelopment Project Area.

Please contact me with any questions at 779.348.7449

COMMITTEE REPORT

TO THE CITY COUNCIL OF THE CITY OF ROCKFORD:

Council Members:

The Committee on Planning and Development, to whom was referred the matter of an Ordinance for the Termination of the Global Trade Park South Redevelopment Project Area and the Dissolution of the Special Tax Allocation Fund for Global Trade Park South Tax Increment Financing District, hereby begs leave to report **recommending approval** of the request as recommended.

Janessa Neal (Chair)

Tim Durkee (Vice Chair)

Karen Hoffman

Dawn Granath

Gina Meeks

Committee Action Taken: January 5, 2026

Neal: Ayes:___ Nays:___ Absent:___
Durkee: Ayes:___ Nays:___ Absent:___
Hoffman: Ayes:___ Nays:___ Absent:___
Granath: Ayes:___ Nays:___ Absent:___
Meeks: Ayes:___ Nays:___ Absent:___

ORDINANCE 2026-___-O

AN ORDINANCE OF THE CITY OF ROCKFORD, WINNEBAGO AND OGLE COUNTIES, ILLINOIS, PROVIDING FOR THE TERMINATION OF THE GLOBAL TRADE PARK SOUTH REDEVELOPMENT PROJECT AREA AND THE DISSOLUTION OF THE SPECIAL TAX ALLOCATION FUND FOR THE GLOBAL TRADE PARK SOUTH TAX INCREMENT FINANCING DISTRICT

WHEREAS, the City of Rockford (the “City”) pursuant to, and in accordance with the Illinois Tax Increment Allocation Redevelopment Act 65 ILCS 5/11-74.1-1 et seq. (the “TIF Act”) established the Global Trade Park South Plan and Project Area on December 20, 2011 by an ordinance numbered 2011-181-O, 2011-182-O, and 2011-183-O; and

WHEREAS, the City pursuant to, and in accordance with, Section 11-74.4-8 (65 ILCS 5/11-74.4-8) and other provisions of the TIF Act adopted and utilized tax increment financing in connection with the implementation of the Redevelopment Plan for the Global Trade Park South Redevelopment Project Area; and

WHEREAS, the Global Trade Park South Redevelopment Project Area is set to terminate on December 31, 2035, such date being not later than December 31 the year in which the payment to the municipal treasurer, as provided in subsection (b) of Section 11-74.4-8 of the TIF Act, has been made with respect to ad valorem taxes levied in the twenty-third (23rd) calendar year after the year in which the ordinance approving the redevelopment project area was adopted; and

WHEREAS, the City is required to complete and retire all obligations for the redevelopment costs incurred for Global Trade Park South Redevelopment Project Area not later than December 31 of the year in which the City, pursuant to the Act, receives payment with respect to ad valorem taxes levied in the twenty-third (23rd) calendar year after the ordinance approving

the redevelopment project area is adopted (such calendar year also being tax 2034, with payment due in calendar year 2035); and

WHEREAS, the City has made a determination that it is in the best interests of the City and the taxing districts that are affected by the continued operation of the Global Trade Park South Redevelopment Project Area to terminate said Redevelopment Project Area effective immediately upon adoption of this Ordinance; and

WHEREAS, under the TIF Act, the City is required to notify affected taxing districts by no later than November 1 of the year of termination of the Global Trade Park South Redevelopment Project Area Special Tax Allocation Fund; and

WHEREAS, the City shall request that a tax increment agency distribution summary report be prepared by the Office of the Winnebago County Clerk (the “County Clerk”) for 2025 taxes (payable in 2026) will provide for: (1) a determination of the total 2025 equalized assessed valuation for the Global Trade Park South Redevelopment Project Area; and that (2) the frozen equalized assessed value of the Global Trade Park South Redevelopment Project Area as previously certified by the County Clerk; and

WHEREAS, the difference between the 2025 equalized assessed value of the property in Global Trade Park South Redevelopment Project Area that will be subsequently determined by the County and the frozen value of the Global trade Park South Redevelopment Project Area is commonly known as the recovered TIF value; and

WHEREAS, as a result of the completion of the payment of ad valorem taxes levied in the calendar year upon this termination of the Global Trade Park South Project Area, all taxing districts whose boundaries include that TIF Area will have the opportunity to impose their 2025 property

tax levy (taxes payable in 2026) upon the recovered TIF value from the Global Trade Park South Redevelopment Project Area.

NOW, THEREFORE, BE IT ORDAINED by the Mayor and City Council of the City of Rockford, Winnebago, and Ogle Counties, Illinois, as follows:

SECTION 1: Recitals.

The recitals to this Ordinance set forth above are incorporated into and made a material part of this Ordinance.

SECTION 2: Termination of the Global Trade Park South Redevelopment Project Area.

Effective immediately upon adoption of this ordinance, the Global Trade Park South Redevelopment Project Area shall be terminated and shall no longer be designated as a redevelopment project area under the TIF Act. Effective after December 31, 2026, the special tax allocation fund for the Global Trade Park South Redevelopment Project Area shall be dissolved. On and prior to December 31, 2026, any funds in the special tax allocation fund for the Global Trade Park South Redevelopment Project Area may, pursuant to the terms of the TIF Act, be available for use in to complete obligations for the Global Trade Park South Redevelopment Project Area, and/or in any contiguous tax increment financing district or any manner as allowed by the TIF Act.

SECTION 3: County filing and notification of affected taxing districts.

Upon the approval of this ordinance, a certified copy thereof shall be filed with Winnebago County. Prior to November 1, 2026, a copy of this ordinance shall also be transmitted to any and all taxing districts that levy taxes upon the Global Trade Park South Redevelopment Project Area.

SECTION 4: Invalidity.

If any provision, clause, sentence or paragraph of this ordinance or the application thereof to any person or circumstances shall be held invalid by a court of competent jurisdiction such invalidity shall not affect the other provisions of this ordinance which can be given effect without the invalid provision or application, and to this end the provisions of this ordinance are declared to be severable.

SECTION 5: Effective Date.

This ordinance shall be in full force and effect upon its passage and approval and shall subsequently be published in pamphlet form as provided by law.

PASSED BY THE MAYOR AND THE CITY COUNCIL of the City of Rockford, Illinois, at a regular meeting thereof on the ___ day of _____, 2026, and approved by me as Mayor on the same day.

VOTING AYE: _____

VOTING NAY: _____

ABSENT: _____

ABSTAIN: _____

APPROVED: _____, 2026

MAYOR

ATTESTED:

LEGAL DIRECTOR

PASSED:

APPROVED:

PUBLISHED:

ATTESTED and FILED in my office this _____ day of _____, 2026, and published in pamphlet form this _____ day of _____, 2026 by order of the City Council of the City of Rockford, Illinois.

Legal Director and ex officio
Keeper of the Records and Seal

APPROVED BY:

ANGELA L. HAMMER, Legal Director

STATE OF ILLINOIS)
)
COUNTIES OF WINNEBAGO AND OGLE) SS

I, **ANGELA L. HAMMER**, Legal Director and ex officio Keeper of the Records and Seal of the City of Rockford, County of Winnebago, State of Illinois, do hereby certify that the foregoing is a true and correct copy of the *City of Rockford Ordinance Providing for the Termination of the Global Trade Park South Redevelopment Project Area and the Dissolution of the Special Tax Allocation Fund for the Global Trade Park South Tax Increment Financing District, Ordinance No: 2026-___-O* approved by the City Council of the City of Rockford at its meeting held on _____, _____, 2026.

IN WITNESS WHEREOF, I hereunto set my hand and affixed the Corporate Seal of the City of Rockford, Illinois this ____ day of _____, 2026.

**ANGELA L. HAMMER, Legal Director and
ex officio Keeper of the Records and Seal**

(SEAL)



To: Ald. Janessa Wilkins, Chair, Planning & Development Committee

Cc: Mayor Thomas McNamara
City Council

From: Anna Carlson, Economic Development Manager

RE: Adoption of the Ordinance to Terminate the Global Trade Park South TIF and Ordinances for the South Rockford Industrial TIF

Date: June 22, 2026

The City of Rockford has been working with Ryan LLC complete the qualification and redevelopment plan for a proposed new South Rockford Industrial Tax Increment Financing District.

With the assistance of Ryan and in conformance with the Illinois TIF Act, the City of Rockford has completed the following procedures in connection to the proposed designation of the South Rockford Industrial TIF District:

1. On February 23, 2026 Ryan delivered for placement with the City's Legal Department a TIF Plan and TIF Eligibility Report that demonstrated that the proposed TIF District met all of the criteria required for its designation under TIF Law.
2. The proposed TIF District, as proposed for designation, was added to the City's Interested Parties Registry and Rules filings on February 1, 2026.
3. The Public Hearing and Joint Review Board (JRB) Resolution for the proposed TIF District was adopted on March 2, 2026.
4. Legal notices regarding the public hearing and Joint Review Board (JRB) were sent by certified mail to all affected taxing districts and the Illinois Department of Commerce and Economic Opportunity on March 9, 2026.
5. Notices regarding the City's intent to consider adoption of the proposed TIF District were sent out by regular mail to residential properties located within 750' of TIF boundaries on March 16, 2026.

6. The Joint Review Board (JRB) for the proposed TIF District was duly convened by the City on March 31, 2026. At the meeting, the JRB members were presented with an overview of both the TIF Plan and the TIF Eligibility Report pursuant to State law.

The JRB consists of the following members:

- The City;
- The County of Winnebago;
- Rockford Park District;
- Rockford Township;
- Rockford School District No. 205;
- Meridian School District No. 223;
- Scott Township;
- The County of Ogle;
- Rock Valley College; and
- A public member.

Members present and participating in the JRB proceedings included all members except for Rockford Township, Scott Township, and Ogle County.

At the meeting, the JRB members present voted 6-0 to recommend that the City proceed with the designation of the proposed TIF District. Meridian School District No. 223 abstained from voting.

7. Legal notices regarding the public hearing were sent out by certified mail to all property owners of record of March 31, 2026.
8. Publication of the legal notice regarding the public hearing was placed in the local newspaper, in the manner proscribed by State law, on April 14, 2026 and April 15, 2026.
9. A public hearing in Rockford City Council Chambers was started on May 11, 2026 and concluded May 21, 2026 and verbal and written comments are part of the record.

At the public hearing, Ryan LLC provided a review of the TIF eligibility report and plan.

Qualification Factors

Conservation Area

- 100% of structures over 35 years

- 4 of the 13 qualifying area are present: Deterioration, Lack of Community Planning, Inadequate Utilities, & Lag or Decline in EAV.

Blighted Vacant Area

- Chronic Flooding (standalone factor)
- 2 of the 6 qualifying factors are present: Deterioration of Adjacent Structures and Lag of Decline in EAV.

Redevelopment Plan and Project

- The redevelopment plan area is planned to support a mix of industrial, commercial, and business park uses, along with public infrastructure improvements needed to enable redevelopment.

Comments at the public hearing included concerns regarding water usage, electrical capacity, industrial development near residential and natural areas, industrial development near forest preserves, and potential projects – specifically concern about a data center locating in the area.

The South Rockford Industrial TIF District is to support industrial growth benefiting from its location at a rail line, highway/interstate system, and proximity to the Chicago Rockford International Airport. With the comments received during the public hearing, the ordinances approving the South Rockford TIF District state that TIF Funds, public subsidies, and tax increment revenue available through South Rockford TIF District is prohibited to be used to incentivize Data Centers.

Staff is now presenting for City Council consideration the following attached ordinances:

1. An Ordinance for the Termination of the Global Trade Park South Redevelopment Project Area and the Dissolution of the Special Tax Allocation Fund for Global Trade Park South Tax Increment Financing District;
2. An Ordinance Approving the South Rockford Industrial Tax Increment Financing District Redevelopment Project Area;
3. An Ordinance Designating the South Rockford Industrial Redevelopment Project Area;
4. An Ordinance Adopting Tax Increment Allocation Financing for The South Rockford Industrial Redevelopment Project Area.

Please contact me with any questions at 779.348.7449

COMMITTEE REPORT

TO THE CITY COUNCIL OF THE CITY OF ROCKFORD:

Council Members:

The Committee on Planning and Development, to whom was referred the matter of an Ordinance Approving the South Rockford Industrial Tax Increment Financing District Redevelopment Project Area, hereby begs leave to report **recommending approval** of the request as recommended.

Janessa Neal (Chair)

Tim Durkee (Vice Chair)

Karen Hoffman

Dawn Granath

Gina Meeks

Committee Action Taken: January 5, 2026

Neal: Ayes:___ Nays:___ Absent:___
Durkee: Ayes:___ Nays:___ Absent:___
Hoffman: Ayes:___ Nays:___ Absent:___
Granath: Ayes:___ Nays:___ Absent:___
Meeks: Ayes:___ Nays:___ Absent:___

ORDINANCE NO. 2026-_____-O

AN ORDINANCE OF THE CITY OF ROCKFORD, WINNEBAGO AND OGLE COUNTIES, ILLINOIS, APPROVING THE CITY OF ROCKFORD SOUTH ROCKFORD INDUSTRIAL TAX INCREMENT FINANCING DISTRICT REDEVELOPMENT PROJECT AREA REDEVELOPMENT PLAN AND PROJECT

WHEREAS, the City of Rockford, Winnebago and Ogle Counties, Illinois (the “City”), is a duly organized and existing municipal corporation created under the provisions of the laws of the State of Illinois and under the provisions of the Illinois Municipal Code, as from time to time supplemented and amended; and

WHEREAS, it is desirable and in the best interest of the citizens of the City of Rockford, Winnebago and Ogle Counties, Illinois for the City to implement tax increment allocation financing pursuant to the Tax Increment Allocation Redevelopment Act, 65 ILCS 5/11- 74.4 *et seq.*, as amended (the “Act”), for the proposed South Rockford Industrial Tax Increment Financing District (hereinafter referred to as “South Rockford Industrial TIF District”) redevelopment plan and project (the “*Plan and Project*”) within the municipal boundaries of the City and further within a proposed redevelopment project area (the “Area”) described in Section 2(a) of this Ordinance, which Area constitutes in the aggregate more than one and one-half acres; and

WHEREAS, the City authorized a study in regard to the designation of the Area for the South Rockford Industrial TIF District and the preparation of the Plan in relation thereto; and

WHEREAS, THE City made available for public inspection the Plan and Project, with said Plan containing an eligibility study (or qualifications report) for the South Rockford Industrial TIF District, addressing the tax increment financing eligibility of the Redevelopment Project Area (the “*Eligibility Study*”); and

WHEREAS, the Mayor and City Council of the City (the “*Corporate Authorities*”) desire to implement tax increment financing pursuant to the Act for the Plan and Project within the municipal boundaries of the City and within the Area described and depicted in EXHIBIT A, EXHIBIT B, and EXHIBIT C, each being attached hereto and made part hereof; and

WHEREAS, pursuant to the Act, it is the intent of the City to encourage only projects that meet the economic development goals and objectives of the City, and that also show a demonstrated need for economic development incentives to proceed in a manner required to fulfill such economic development goals and objectives of the City; and

WHEREAS, The City has complied with the specific notice, Joint Review Board meeting and public hearing requirements provided for in the TIF Act as a prerequisite to approving the TIF Plan in relation to the South Rockford Industrial TIF District, in that the City has taken the following actions:

	<u>ACTION</u>	<u>DATE TAKEN</u>
1.	Provided for the availability of the Eligibility Study and TIF Plan at offices of the City’s Legal Department	February 23, 2026
2.	Published the TIF Interested Parties Registry Notice in the local paper	February 1, 2026
3.	Approved Resolution No. 2026-49-R calling for a Joint Review Board meeting and a public hearing relative to the proposed approval of the Redevelopment Project Area and the TIF Plan in relation thereto	March 2, 2026
4.	Mailed a copy of TIF Plan (including the Eligibility Study), along with a notice of the Joint Review Board meeting and the public hearing <ul style="list-style-type: none"> • To all taxing districts and the Illinois Department of Commerce and Economic Opportunity (by Certified Mail, return receipt requested) 	March 9, 2026

5.	Mailed notices relative to the availability of the Eligibility Study and TIF Plan: <ul style="list-style-type: none"> To all residential addresses within 750 feet of the boundaries of the Redevelopment Project Area (by First Class U.S. Mail) 	March 16, 2026
6.	Held the Joint Review Board meeting	March 31, 2026
7.	Mailed notices of the public hearing: <ul style="list-style-type: none"> To each taxpayer of record within the Redevelopment Project Area (by Certified Mail, return receipt requested) 	March 31, 2026
8.	Published notice of the public hearing in the local newspaper twice	April 14, 2026 April 15, 2026
9.	Held a public hearing	May 11, 2026 and May 21, 2026

WHEREAS, pursuant to Section 11-74.4-5 of the Act, the Corporate Authorities called a public hearing relative to the Plan and Project and the designation of the Area as a redevelopment project area under the Act for May 11, 2026 and May 21, 2026; and

WHEREAS, due notice with respect to such hearing was given pursuant to Section 11-74.4-5 of the Act, said notice being given to taxing districts and to the Department of Commerce and Economic Opportunity of the State of Illinois by certified mail on March 9, 2026, by publication on April 14, 2026, and April 15, 2026, and by certified mail to taxpayers within the Area on March 31, 2026, and to residential addresses within 750 feet of the boundaries of the Area on March 16, 2026; and

WHEREAS, the City has heretofore convened a joint review board as required by and in all respects in compliance with the provisions of the Act; and

WHEREAS, the joint review board met on March 31, 2026, to review the public record, planning documents and proposed ordinances approving the Plan and Area and consider whether the Plan and Area satisfy the requirements of the Act; and

WHEREAS, On March 31, 2026, the joint review board considered and approved a resolution recommending approval of the Area, Plan, and the designation of the Area; and

WHEREAS, pursuant to the Act, the Corporate Authorities have waited at least fourteen (14) days, but not more than ninety (90) days, from the public hearing to introduce this Ordinance to the City Council of the City.

WHEREAS, the Corporate Authorities have reviewed the information concerning such factors presented at the public hearing and have reviewed other studies and are generally informed of the conditions in the proposed Area that could cause the Area to be a "conservation area" as defined in the Act; and

WHEREAS, the Corporate Authorities have reviewed the conditions pertaining to lack of private investment in the proposed Area to determine whether private development would take place in the proposed Area as a whole without the adoption of the proposed Plan; and

WHEREAS, the Corporate Authorities have reviewed the conditions pertaining to real property in the proposed Area to determine whether contiguous parcels of real property and improvements thereon in the proposed Area would be substantially benefited by the proposed Project improvements; and

WHEREAS, the City Council has determined that "Data Centers" (as defined herein) place a significant, disproportionate demand on local energy grids, water resources, and sewer infrastructure while generating comparatively minimal long-term employment relative to the public investment and infrastructure costs justified and required; and

WHEREAS, based upon comments received during said public hearings, the City Council desires to explicitly state that the South Rockford Industrial TIF Redevelopment Plan is not intended to deploy the use of TIF funds, public subsidies, and tax increment revenues to support,

subsidize, or incentivize the development of Data Centers, and therefore the use of TIF funds for such purpose is hereby prohibited; and

WHEREAS, it is the intent of the Corporate Authorities to utilize the tax increment from all sources authorized by law; with such revenues to be exclusively utilized for the development of the Plan within the Area (except as provided in 65 ILCS 5/11-74.4-4(q)); and

WHEREAS, the Area would not reasonably be redeveloped without the use of such incremental revenues; and

WHEREAS, the Corporate Authorities have reviewed the proposed Plan and Project and also the existing comprehensive plan for development of the City as a whole to determine whether the proposed Plan and Project conform to the comprehensive plan of the City.

NOW, THEREFORE, BE IT ORDAINED by Corporate Authorities of the City of Rockford, Winnebago and Ogle Counties, Illinois, as follows:

SECTION 1. *Recitals.* That the above recitals and findings are found to be true and correct and are hereby incorporated herein and made a part hereof, as if fully set forth in their entirety.

SECTION 2. *Definitions.* For the purposes of this Ordinance, a "Data Center" shall mean any facility, campus, or portion thereof used primarily for housing, managing, and operating centralized computer servers, data storage devices, network switching equipment, and associated cooling and power infrastructure, including but not limited to server farms, cloud computing facilities, and artificial intelligence (AI) training centers. This definition shall not include traditional telecommunications switching facilities or local corporate/institutional network rooms.

SECTION 3. *Ineligible Uses and Projects.* No TIF increment revenues, TIF notes, property tax rebates, sales tax exemptions, or any other financial assistance or public subsidies authorized under the Illinois Tax Increment Allocation Redevelopment Act (65 ILCS 5/11-74.4-1

et seq.) shall be approved, granted, or allocated to any developer, property owner, or operator of a Data Center within the South Rockford Industrial TIF District.

SECTION 4. Findings. That the Corporate Authorities hereby make the following findings:

a. The Area is legally described in Exhibit A, a copy of which is attached hereto and made a part hereof, as if fully set forth in its entirety. The general street location for the Area is described in Exhibit B, a copy of which is attached hereto and made a part hereof, as if fully set forth in its entirety. The map of the Area is depicted on EXHIBIT C, a copy of which is attached hereto and made a part hereof, as if fully set forth in its entirety.

b. There exist conditions that cause the Area to be subject to designation as a redevelopment project area under the Act and to be classified as a “conservation area” as defined in the Act.

c. The proposed Area on the whole has not been subject to growth and development through investment by private enterprise and would not be reasonably anticipated to be developed without the adoption of the Plan.

d. The proposed Area would not reasonably be redeveloped without the tax increment derived from real property tax incremental revenues, and the increment from such revenues will be exclusively utilized for the redevelopment as outlined in the Plan within the Area (except as provided in 65 ILCS 5/11-74.4-4(q)).

e. The Plan and Project conform to the comprehensive plan for the development of the City as a whole.

f. As set forth in the Plan it is anticipated that all obligations incurred to finance redevelopment project costs, if any, as defined in the Plan shall be retired within twenty-three (23) years after the Area is designated.

g. The parcels of real property in the proposed Area are contiguous, and only those contiguous parcels of real property and improvements thereon that will be substantially benefited by the proposed Project improvements are included in the proposed Area.

SECTION 5. *Plan and Project Approved.* That the Plan and Project, which were the subject matter of the public hearings held on May 11, 2026, and on May 21, 2026, are hereby adopted and approved. A copy of the Plan and Project is set forth in EXHIBIT D a copy of which is attached hereto and made a part hereof, as if fully set forth in its entirety.

SECTION 6. *Severability.* This Ordinance, and its parts, is declared to be severable and if any section, clause, or portion thereof of this Ordinance is declared invalid, the invalidity thereof shall not affect the validity of any other provisions of this Ordinance which shall remain in full force and effect.

SECTION 7. *Superseder.* All ordinances, resolutions, motions, or orders in conflict with any provision of this Ordinance are, to the extent of such conflict, hereby repealed.

SECTION 8. *Effective Date.* This Ordinance shall be in full force and effect upon its passage, approval and publication as provided by law.

PASSED BY THE MAYOR AND THE CITY COUNCIL of the City of Rockford, Illinois, at a regular meeting thereof on the ___ day of _____, 2026, and approved by me as Mayor on the same day.

VOTING AYE: _____

VOTING NAY: _____

ABSENT: _____

ABSTAIN:

APPROVED: _____

By: _____ Date: _____
Mayor

ATTEST:

By: _____
Legal Director

Presented and reading having been waived, at a duly convened meeting of the Corporate Authorities on _____, 2026.

I hereby certify that the above Ordinance was published in pamphlet form on _____, 2026, as provided by law.

Legal Director

EXHIBIT A

LEGAL DESCRIPTION

EXHIBIT B

GENERAL STREET LOCATION

EXHIBIT C

MAP OF REDEVELOPMENT PROJECT AREA

EXHIBIT D

REDEVELOPMENT PLAN AND PROJECT

EXHIBIT A

LEGAL DESCRIPTION

AREA 1

Part of Section 27, 28, 33, 34 and 35 in Township 43 North, Range 1 East along with Section 3 and 4 in Township 42 North, Range 1 East all of the Third Principal Meridian, State of Illinois, described as follows: Beginning at the intersection of the East right of way line of Junction Road and the South right of way line of Edison Road; thence South 02 Degrees 52 Minutes 27 Seconds East on said East right of way line of Junction Road for 2,656.66 feet; thence South 89 Degrees 12 Minutes 16 Seconds West for 6,487.45 feet; thence North 01 Degrees 33 Minutes 24 Seconds West for 2,582.48 feet; thence South 89 Degrees 58 Minutes 11 Seconds West for 2,656.83 feet; thence North 00 Degrees 15 Minutes 14 Seconds West for 2,657.80 feet; thence North 86 Degrees 14 Minutes 15 Seconds East for 607.92 feet; thence North 00 Degrees 59 Minutes 16 Seconds West for 2,622.18 feet; thence South 87 Degrees 56 Minutes 28 Seconds East for 713.75 feet; thence North 55 Degrees 48 Minutes 00 Seconds East for 1,536.71 feet; thence South 73 Degrees 59 Minutes 17 Seconds East for 2,119.32 feet; thence South 10 Degrees 08 Minutes 19 Seconds West for 408.66 feet; thence South 79 Degrees 49 Minutes 05 Seconds East for 977.38 feet; thence North 15 Degrees 13 Minutes 41 Seconds East for 291.04 feet; thence South 74 Degrees 01 Minutes 20 Seconds East for 1,899.71 feet; thence South 21 Degrees 03 Minutes 02 Seconds East for 642.40 feet; thence South 86 Degrees 52 Minutes 08 Seconds West for 989.80 feet; thence South 01 Degrees 44 Minutes 23 Seconds West for 1,287.73 feet; thence South 88 Degrees 18 Minutes 42 Seconds East for 1,305.06 feet; thence South 05 Degrees 03 Minutes 41 Seconds East for 678.02 feet; thence North 85 Degrees 40 Minutes 18 Seconds East for 451.75 feet; thence North 02 Degrees 07 Minutes 33 Seconds West for 694.49 feet; thence North 85 Degrees 03 Minutes 31 Seconds East for 1,060.38 feet; thence North 01 Degrees 30 Minutes 59 Seconds West for 1,632.15 feet; thence South 72 Degrees 25 Minutes 05 Seconds East for 1,235.66 feet; thence North 87 Degrees 52 Minutes 27 Seconds East for 486.15 feet to the Westerly right of way line of Illinois Railway; thence South 09 Degrees 51 Minutes 54 Seconds West on and along last named line for 4,011.42 feet to said South right of way line of Edison Road; thence South 86 Degrees 18 Minutes 19 Seconds West on and along last named line for 1,267.92 feet; to the Point of Beginning, EXCEPT THE FOLLOWING PARCEL Commencing at the intersection of the East right of way line of Junction Road and the South right of way line of Edison Road; thence South 89 degrees 31 minutes 26 seconds West on and along said South right of way line of Edison Road for 1,035.10 feet to the Point of Beginning; thence South 01 Degrees 40 Minutes 53 Seconds East for 273.30 feet; thence South 89 Degrees 52 Minutes 51 Seconds West for 332.82 feet; thence North 01 Degrees 39 Minutes 48 Seconds West for 262.71 feet to said South right of way line of Edison Road; thence North 88 Degrees 03 Minutes 24 Seconds East on and along last named line for 332.61 feet to the Point of Beginning, All containing 1,481.89 Acres, more or less

AREA 2

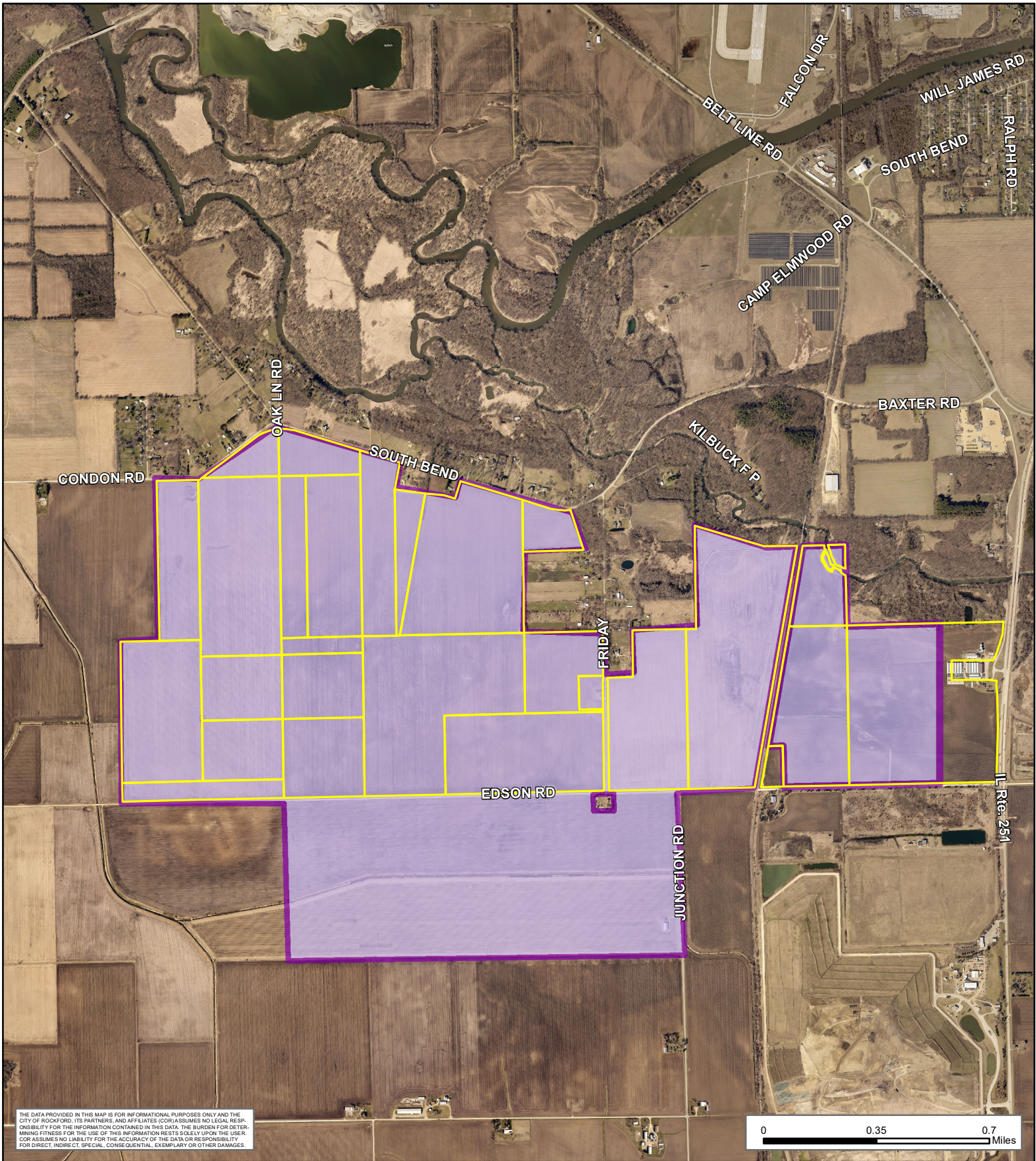
Part of Section 35 in Township 43 North, Range 1 East, along with Section 2 in Township 42 North, Range 1 East all of the Third Principal Meridian, State of Illinois, described as follows: Beginning at the intersection of the South right of way line of Edison Road and the Southerly extension of the East line of the Southwest Quarter of said Section 35; thence South 88 degrees

41 minutes 46 seconds West on said South right of way line of Edison Road for 1077.87 feet to the Southerly extension of the East line of PIN 15-35-300-004; thence North 00 degrees 58 minutes 53 seconds West on said East line for 735.54 feet to the Northeast corner of said PIN 15-35-300-004; thence South 88 degrees 41 minutes 46 seconds West on the North line of said PIN 15-35-300-004 for 242.20 feet to the Easterly right of way line of the Illinois Railway; thence North 09 degrees 55 minutes 32 seconds East on said right of way line for 3,322.76 feet to the South line of Lot 3 of Plat No. I of Reload Center. the Plat of which is recorded in Book 48 of Plats on Page 19/A in the Winnebago County Recorder's Office; thence North 88 degrees 20 minutes 01 seconds East on said South line for 691.22 feet to the East line of the Northwest of said Section 35; thence South 00 degrees 59 minutes 18 seconds East on said East line for 1,323.23 feet to the North line of the Southeast Quarter of said Section 35; thence North 88 degrees 38 minutes 10 seconds East on said North line for 1,203.55 feet; thence South 00 degrees 58 minutes 53 seconds East for 2,677.43 feet to said South right of way line of Edison Road; thence South 88 degrees 42 minutes 31 seconds West on and along last named line for 1,203.54 feet to the Point of Beginning. containing 166.83 Acres, more or less.

EXHIBIT A

GENERAL STREET LOCATION

The RPA generally consists of tax parcels on Edson Rd west of IL 251 to Rothwell Rd and Condon Rd/ South Bend Rd to the north.



South Rockford Industrial TIF



 South Rockford Industrial TIF



**CITY OF ROCKFORD, ILLINOIS
SOUTH ROCKFORD INDUSTRIAL
TAX INCREMENT FINANCING
REDEVELOPMENT PLAN AND PROJECT**

Jointly Prepared By:

City of Rockford, Illinois

And

Ryan, LLC



March 2026

**CITY OF ROCKFORD, ILLINOIS
SOUTH ROCKFORD INDUSTRIAL
TAX INCREMENT FINANCING
REDEVELOPMENT PLAN AND PROJECT
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I. INTRODUCTION

The City of Rockford (the “City”) is a mature community located in Winnebago County and Ogle County, Illinois, approximately ninety (90) miles northwest of the City of Chicago. The City lies adjacent to the municipalities of Belvidere and Cherry Valley on the east, Loves Park and Machesney Park on the north, Winnebago and Pecatonica on the west, and New Milford to the south. It is only 50 miles from major employment centers located in the northwestern Chicago suburbs.

Increasingly, the City’s economy and real estate market is intertwined with the metropolitan Chicago economy, as the path of regional growth moves northwest of Chicago. This changing dynamic is perhaps best demonstrated by the rapid growth in recent years of the former Greater Rockford Airport, which has been re-designated as the Chicago Rockford International Airport. The Chicago Rockford International Airport is located just over 1 mile north of the proposed South Rockford Industrial TIF District.

The City has an array of community assets that enhance its competitiveness. In particular, it has excellent transportation infrastructure, with connections to Interstate 90, and Interstate 39/U.S. 51, as well as U.S. 20. Interstate 90 is the primary linkage to the Chicago area, and Interstate 39 takes travelers south to Rochelle and other communities. According to the City’s 2040 Comprehensive Plan (the “Comprehensive Plan”, 2023), the Chicago Rockford International Airport is the 19th busiest airport in the country for freight traffic. The proposed development of the Study Area would be a substantial economic boost for south Rockford and the area surrounding the airport.

The City proposes the designation of the South Rockford Industrial Area (the “RPA” or the “TIF District”) through the adoption of this Tax Increment Financing Redevelopment Plan (the “Redevelopment Plan” or “Plan”) to promote the revitalization of strategic properties located within the Study Area. The successful revitalization of the proposed RPA would significantly assist the City in achieving its policy goal of promoting economic development in general and the continued development of the airport area in particular.

Ryan LLC (“Ryan”) has been retained by the City of Rockford to conduct an analysis of the potential qualification and designation of the area as a new Tax Increment Financing (“TIF”) District, and to assist the City in drafting this TIF Redevelopment Plan.

The City has two fundamental goals in pursuing the potential TIF District. The first is to promote redevelopment of an area that has been targeted for activity since partial annexation in 2012, and in doing so, promote new industrial uses throughout the Study Area to support the airport’s growing industrial complex. The second goal is to further the City’s overall economic development program and thereby diversify its tax and employment bases.

TIF Plan Requirements. The City is preparing this Plan as required by the Tax Increment Allocation Redevelopment Act, (the “Act”) 65 ILCS 5/11-74.4-3, et. seq., as amended. To establish a TIF district (also known as a Redevelopment Project Area (“RPA”)), Illinois municipalities must adopt several documents, including a TIF Redevelopment Plan and Eligibility Report. Additionally, in the case of the proposed establishment of this TIF District the City must also take formal action to FIRST remove various parcels in the proposed RPA from the existing Global Trade Park South TIF.

The Act enables Illinois municipalities to establish TIF districts, either to eliminate the presence of blight or to prevent its onset. The Act finds that municipal TIF authority serves a public interest in order to: “promote and protect the health, safety, morals, and welfare of the public, that blighted conditions need to be eradicated and conservation measures instituted, and that redevelopment of such areas be undertaken; that to remove and alleviate adverse conditions it is necessary to encourage private investment and restore and enhance the tax base of the taxing districts in such areas by the development or redevelopment of project areas” (65 ILCS 5/11-74.4-2(b)).

By definition, a TIF “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 qualify the redevelopment project area as a “blighted area,” “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 as set forth in the Tax Increment Allocation Redevelopment Act.

Community Background. The City of Rockford is one of the oldest communities in the State of Illinois, incorporated in 1839 prior to the Civil War (incorporated as a village, and then chartered as a city in 1852). After a long period of growth during the late 19th and early 20th century, population stabilized around its current level in the post-war era. As of the 2020 Census, the City population is 148,655, making it one of the largest communities in the state. However, the City has lagged in growth compared to other Illinois communities and is estimated to have fallen from the second largest City in Illinois to the fifth largest as of 2023.

The City has a number of important assets that make it a desirable location for residents and that fosters a competitive environment for businesses. First, the City has an educated workforce, with over 84% of the adult population (over age 25) having obtained a high school degree and about 22% either a bachelor’s degree or an advanced degree (master’s degree or other advanced degree). Rockford University is located near the proposed TIF District, and both Northern Illinois University (which also maintains a Rockford campus) and Beloit College are located within close driving distance. Additionally, a number of other higher educational institutions maintain services within the Rockford community. Due in

part to these strengths, Rockford has evolved over many decades from one of the leading centers for furniture and machine tool making centers in the country into a nation leader in the aerospace industry.

Secondly, the City possesses a variety of transportation assets, including proximity to multiple Interstate highways, state highways, and an airport. Interstate 90 is the primary linkage to the Chicago area, and Interstate 39 takes travelers south to Rochelle, DeKalb, and other communities. Thirdly, the area is increasingly intertwined with the growing suburban areas northwest of Chicago primarily via the link along Interstate 90, and the growth in prominence of the Chicago Rockford International Airport.

Finally, the City has made a concerted effort under the current leadership to foster economic development. The City has put in place multiple economic development programs and incentives to expedite redevelopment as the Rockford region continues to transition from a historically industrial-based economy to a diversified, 21st century economy. The City has also worked to shift to a more strategic use of tax increment financing in favor of initiatives that are driven by specific private sector investment opportunities for economic growth and elimination of blighted conditions, as opposed to previous efforts that tended to be driven by area-wide factors without the presence of more precise private investment opportunities.

The Proposed TIF District. The proposed RPA is located within the far southern portion of the City of Rockford and consists primarily of commercial farmland uses. The RPA is a contiguous area of approximately sixteen hundred and seventy-nine (1,679) acres and generally bounded by South Bend Road and Condon Road on the north; the City’s municipal boundary and Edson Road on the south; the City’ municipal boundary on the west’ and I-39 ALT/State Route 251 on the east. Adjacent rights of way are also included.

The City’s general economic development objectives are to enhance industrial opportunities within the proposed RPA. To achieve this overarching objective, the City has proposed the following guidelines in its 2040 Plan (“Comprehensive Plan”, 2023) as discussed within Section III below.

Section IV of this report describes a number of redevelopment impediments facing the City. These impediments are split between the “blighted vacant area” and the “conservation area.” “Blighted vacant area” impediments include chronic flooding, lag in equalized assessed valuation, and adjacent deterioration. “Conservation area” impediments include deterioration, lag in equalized assessed valuation, inadequate utilities, and a lack of adequate planning. All of these factors reduce the competitiveness of the area.

On balance, the TIF area has the potential for redevelopment of certain underutilized properties. As such, the City has identified a number of objectives for redevelopment, with tax increment financing acting as a tool to achieve them.

Please refer to Section III of this report for additional information about the goals, objectives and activities to support redevelopment.

The RPA would be suitable for new development if there is coordination of uses and redevelopment activity by the City. Through this TIF Redevelopment Plan and as part of its comprehensive economic development planning, the City intends to attract and encourage industrial uses for the underutilized sites located within the RPA. Through the establishment of the RPA, the City would implement a program to redevelop key areas within the new TIF District and in so doing, it would revitalize the area and extend benefits to the entire community.

Rationale for Redevelopment Plan. The City recognizes the need for a strategy to revitalize properties and promote development within the boundaries of the RPA. The needed private investment would only be possible if a new TIF district is adopted pursuant to the terms of the Act. Incremental property tax revenue generated by the revitalized projects will play a decisive role in encouraging private development in an area of the City that is lacking such major development opportunities. Adverse site conditions and economic barriers that have discouraged intensive private investment in the past will continue to be eliminated. Ultimately, the implementation of the Plan will benefit both the City and other affected taxing districts, by virtue of the expected stabilization and expansion of the tax base.

The City has determined that the area as a whole would not be developed in a coordinated manner unless the adoption of the TIF Redevelopment Plan occurs. The City, with the assistance of Ryan, has therefore prepared this Plan to use tax increment financing in order to address local needs and to meet redevelopment goals and objectives.

The adoption of this Plan makes possible the implementation of a comprehensive program for the economic redevelopment of the area. By means of public investment and land assembly, the RPA will become a more viable area that will attract private investment. The public investment and land assembly will lay the foundation for the redevelopment of the area with private capital. This in turn will set the stage for future retail, commercial and mixed-use opportunities surrounding the area.

The designation of the area as an RPA will allow the City to pursue the following beneficial strategies:

- Providing infrastructure that supports subsequent redevelopment plans for the RPA;
- Improvements to targeted sites in preparation for redevelopment (“site prep”);

- Remediation of adverse environmental conditions for both site and building elements located within the RPA;
- Entering into redevelopment agreements in order to redevelop property and/or to induce new development to locate within the RPA;
- Establishing a pattern of land-use activities that will increase efficiency and economic inter-relationships, especially as such uses complement adjacent current and/or future commercial and industrial opportunities and City redevelopment projects within the RPA and/or surrounding area; and
- Enhancing area appearance through improvements to landscape, streetscape and signage.

Through this Plan, the City will direct the coordination and assembly of the assets and investments of the private sector and establish a unified, cooperative public-private redevelopment effort. Several benefits are expected to accrue to the area: increase in high quality residential units, entry of new and/or renovated businesses; new employment opportunities; and physical and aesthetic improvements. Ultimately, the implementation of the Plan will benefit (a) the City, (b) the taxing districts serving the RPA, (c) residents and property owners within and/or adjacent to the RPA, and (d) existing and new businesses within the RPA.

City Findings. The City, through legislative actions as required by the Act, finds:

- That the RPA as a whole has not been subject to growth and development through investment by private enterprise;
- That in order to promote and protect the health, safety, and welfare of the public, certain conditions that have adversely affected redevelopment within the new RPA need to be addressed, and that redevelopment of such areas must be undertaken;
- To alleviate the adverse conditions, it is necessary to encourage private investment and enhance the tax base of the taxing districts in such areas by the development or redevelopment of certain areas;
- That public/private partnerships are determined to be necessary in order to achieve development goals;
- That without the development focus and extended resources provided for under the Act and as set forth in this Plan, growth and redevelopment would not reasonably be expected to be achieved;
- That the use of incremental tax revenues derived from the tax rates of various taxing districts in the RPA for the payment of redevelopment project costs is of

benefit to the taxing districts, because the taxing districts would not derive the benefits of an increased assessment base without addressing the coordination of redevelopment; and

- That the TIF Redevelopment Plan conforms to the Rockford 2040 Comprehensive Plan (2023), as detailed in Section III of this report.

It is further found, and certified by the City, in connection to the statutory process required for the adoption of this Plan, that (a) the RPA does not contain over seventy-five (75) inhabited residential units and (b) projected redevelopment of the RPA **will not result** in the displacement of ten (10) inhabited residential units or more. Therefore, *this Plan does not include a Housing Impact Study*.

The redevelopment activities that will take place within the RPA will produce benefits that are reasonably distributed throughout the RPA. Redevelopment of the RPA area is tenable only if a portion of the improvements and other costs are funded by TIF.

Pursuant to the Act, the RPA includes only those contiguous parcels of real property and improvements thereon substantially benefited by the redevelopment project. Also pursuant to the Act, the area in the aggregate is more than 1½ acres. A boundary map of the RPA is included in Appendix 2 of this Plan.

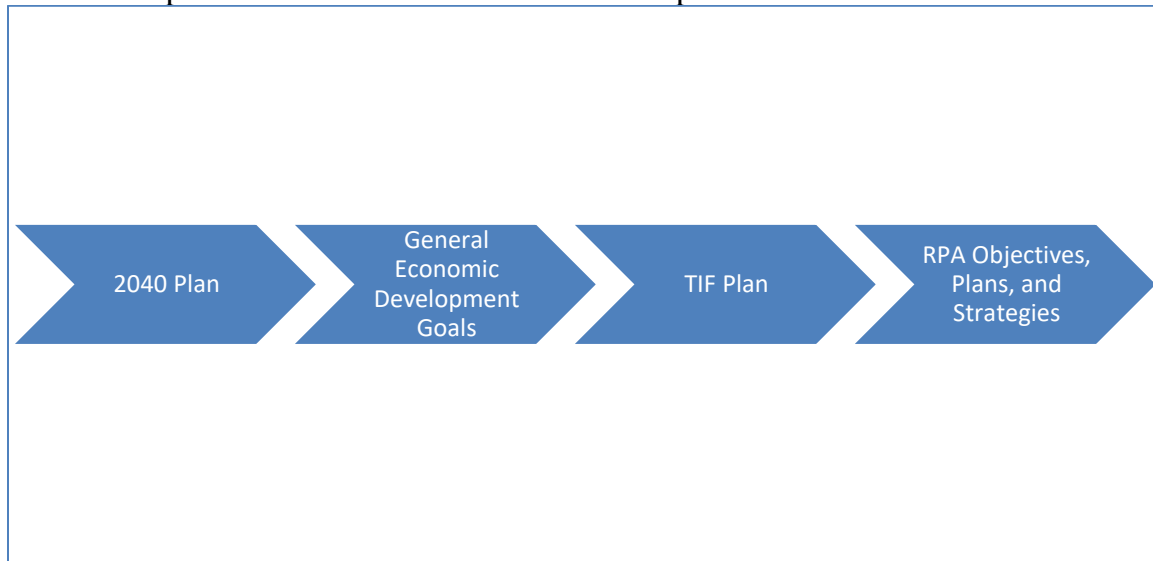
II. RPA LEGAL DESCRIPTION

The Redevelopment Project Area legal description is attached in Appendix 1.

III. RPA GOALS AND OBJECTIVES

The City has established a number of economic development goals, objectives, and strategies which would determine the types of activities to be undertaken within the proposed South Rockford Industrial TIF District. These efforts would conform to and promote the achievement of land use objectives in the City's 2040 *Comprehensive Plan* (2023).

Exhibit 1
Relationship of Land Use and Economic Development Plans



As indicated in the exhibit above, the City's primary planning document is the *Comprehensive Plan* (also referred to as the *2040 Plan*) which describes the overall vision for the City and is the foundation for City initiatives such as the proposed South Rockford Industrial TIF District. This overarching planning document determines future land uses and influences all other City planning efforts such as the TIF planning process.

General Economic Development Goals of the City. Establishment of the proposed South Rockford Industrial TIF supports the following City-wide objectives.

- Restoring and strengthening the property tax base of the City and overlapping tax districts;
- Creating new jobs and retaining existing jobs for City and area residents;
- Providing for implementation of economic development and redevelopment strategies that benefits the City and its residents;

- Providing public infrastructure improvements (and environmental remediation) within the City to promote growth;
- Encouraging positive and feasible redevelopment of vacant properties and/or underutilized facilities;
- Coordinating all redevelopment within the City in a comprehensive manner, avoiding land use conflicts and negative community impacts with attracted users; and
- Creating a cooperative partnership between the City and other Rockford stakeholders.

Specific Objectives for the RPA. The general goals for economic development cited above would be supported by specific objectives, strategies and performance measures that would “drive” the redevelopment activities undertaken within the proposed RPA. RPA designation would allow the City to pursue the following objectives:

- Assist in coordinating redevelopment activities within the RPA in order to provide a positive marketplace signal to private investors;
- Reduce, eliminate or prevent the onset of blight or other negative factors present within the area;
- Accomplish redevelopment over a reasonable time period;
- Provide for high quality development industrial land uses within the RPA;
- Create an attractive overall appearance for the area; and
- Further the goals and objectives of the *2040 Plan*.

This Plan clearly establishes the importance of the RPA. It also describes characteristics of the area which deter investment and prohibit the RPA from being fully utilized. Such characteristics include the presence of conditions that are hazardous to the public, presence of deteriorating improvements, and a lack of adequate planning have and continue to exist within the Study Area.

Exhibit 2 identifies certain *2040 Plan* goals that pertain to the proposed South Rockford Industrial TIF District.

Exhibit 2
 Comprehensive Plan Goals and Objectives for City's 2040 Plan

Goal	Action
Ensure adequate supply of development ready land zoned for industrial and commercial uses	<ul style="list-style-type: none"> • Develop qualified site program to assist property owners in advancing their land for site development readiness • Create tangible offerings to attract private developers • Future development sites need water, sewer, and electric in order to be shovel-ready. Need to align utilities with locations where development of future sites is desirable. Developers need these utilities and annexation before any financial commitments are made generally
Identify, develop, and expand emerging economic clusters	<ul style="list-style-type: none"> • Foster new training programs and opportunities to support job growth demands in emerging industries • Continue investments in roadway construction and access improvements, along transportation corridors to the airport where new development and economic growth is concentrated
Encourage the growth and development of existing and new primary employment centers	<ul style="list-style-type: none"> • Continue to encourage airport related development and supportive services to aid the growth of the Chicago Rockford International Airport as a major air cargo transfer center (especially 1st and last mile) • Improve branding, wayfinding, and signage within industrial and commercial business parks for better marketing
Maintain and enhance infrastructure that delivers water to city residents and businesses	<ul style="list-style-type: none"> • Continue conducting system performance tests and maintenance as needed • Continue to budget for repair of water main infrastructure as needed
Identify and upgrade ageing water main infrastructure	<ul style="list-style-type: none"> • Develop and implement water main replacement funding • Coordinate transportation projects with water upgrades/maintenance with Four Rivers Sanitation Authority will save money and reduce duplicity
Improve energy efficiency through the modernization of energy delivery	<ul style="list-style-type: none"> • Continue to collaborate and work with ComEd (Exelon) to implement the smart grid for Rockford • Continue to integrate energy utility improvements with capital improvement projects • Encourage best practices such as burying electric lines with new construction
Upgrade and modernize streets, bridges, and traffic control infrastructure to ensure a high level of service and safety	<ul style="list-style-type: none"> • Continue using City streetscape lighting standards and invest in more street furniture (i.e., benches, bus shelters, street wayfinding signs) within business

	districts and along major commercial corridors
Improve road, rail, and air network to enhance the airports movement of people and goods	<ul style="list-style-type: none"> • Continue to work on attracting new businesses to the Global Trade Park
Incentivize development in regions of the city where investment is stagnant or declining over the years	<ul style="list-style-type: none"> • Leverage public sector infrastructure development for private investment in stable and declining planning areas • Evaluate and advance strategies with existing TIF District redevelopment plans

Ultimately, the implementation of the Redevelopment Plan would contribute to the economic development of the area and provide new employment opportunities for City residents.

The RPA-specific objectives would be fulfilled by the execution of certain strategies, including but not limited to the following:

- Facilitating the preparation of improved and vacant sites, by assisting any private developer(s) to assemble suitable sites for modern development needs;
- Coordinating site preparation to provide additional land for new development, as appropriate;
- Fostering the replacement, repair, and/or improvement of infrastructure, including (as needed) sidewalks, streets, curbs, gutters and underground water and sanitary systems to facilitate the construction of new development within the RPA;
- Facilitating the provision of adequate on- and off-street parking within the RPA; and/or
- Coordinating development in tandem with any transportation system upgrades to make the area more accessible.

IV. EVIDENCE OF THE LACK OF DEVELOPMENT AND GROWTH; FISCAL IMPACT ON TAXING DISTRICTS

Evidence of the Lack of Development and Growth within the RPA. As documented in Appendix 4 of this Plan, the RPA has suffered from the lack of development and would qualify, in part, as a “conservation area,” and in part, as a “blighted vacant area.” In past years, the area overall has not benefited from sustained private investment and/or development, instead suffering economic decline. Absent intervention by the City, properties within the RPA would not be likely to gain in value.

The proposed RPA exhibits various conditions which, if not addressed by the City, would eventually result in blight. Those conditions include structures and public improvements reflecting deterioration and obsolescence, as well as other deficiencies. These various conditions work to discourage private sector investment in business enterprises.

Assessment of Fiscal Impact on Affected Taxing Districts. It is anticipated that the implementation of this Plan will not have a negative financial impact on the affected taxing districts. Instead, action taken by the City to stabilize and cause growth of its tax base through the implementation of this Plan will have a *positive impact* on the affected taxing districts by arresting the potential decline or lag in property values, as measured by assessed valuations (AV), through the future elimination of vacant and blighted properties. In short, the establishment of a TIF district would protect other taxing districts from the potential downside risk of falling equalized assessed valuation in the southern Rockford area surrounding the airport.

Should the City achieve success in attracting private investment which results in the need for documented increased services from any taxing districts, the City will consider the declaration of “surplus funds,” as defined under the Act and pursuant to any executed intergovernmental agreement. Such funds which are neither expended nor obligated for TIF-related purposes can be used to assist affected taxing districts in paying the costs for increased services.

Any surplus Special Tax Allocation Funds (to the extent any surplus exists) will be shared in proportion to the various tax rates imposed by the taxing districts, including the City. Any such sharing would be undertaken after all TIF-eligible costs – either expended or incurred as an obligation by the City – have been duly accounted for through administration of the Special Tax Allocation Fund to be established by the City as provided by the Act.

An exception to the tax-sharing provision relates to the City’s utilization of TIF funding to mitigate the impact of residential redevelopment upon school districts. In such cases, the City will provide funds to offset the costs incurred by the eligible school districts in the manner prescribed by 65 ILCS Section 5/11-74.4.3(q)(7.5) of the Act. It should be noted that new residential uses that generate new students

are not expected as part of future redevelopment activities. (Refer to Section VI of this Report, which describes allowable TIF project costs.)

V. TIF QUALIFICATION FACTORS PRESENT IN THE RPA

Findings. The RPA was studied to determine its qualifications under the Tax Increment Allocation Redevelopment Act. It was determined that the area as a whole qualifies as a TIF district under the Act. Refer to the *TIF Eligibility Report*, attached as Appendix 4 in this Plan.

Eligibility Survey. Representatives of Ryan and City staff evaluated the RPA from August 2025 to the date of the publication of this Plan. Analysis was aided by certain reports obtained from the City, reports from City engineering/planning staff, on-site due diligence, and other sources. In Ryan's evaluation, only information was recorded which would help assess the eligibility of the proposed area as a TIF District.

VI. REDEVELOPMENT PROJECT

Redevelopment Plan and Project Objectives. As indicated in Section III of this Report, the City has established a planning process which guides economic development and land use activities throughout the City. Consistent with the established planning process, the City proposes to achieve economic development goals and objectives through the redevelopment of the South Rockford Industrial TIF, pursuit of projects within the RPA, and the promotion of private investment via public financing techniques (including but not limited to tax increment financing).

The project-specific objectives envisioned for the South Rockford Industrial TIF are as follows:

- 1) Implementing a plan that provides for the attraction of users and tenants to redevelop underutilized land and buildings that are available within the RPA.
- 2) Constructing public improvements which may include (if necessary):
 - Street and sidewalk improvements (including new street construction and widening of current streets; any street widening would conform with City standards for context-sensitive design);
 - Utility improvements (including, but not limited to, water, stormwater management, and sanitary sewer projects consisting of construction and rehabilitation);
 - Signalization, traffic control and lighting;
 - Off-street parking and public parking facilities; and
 - Landscaping, streetscaping, and beautification.
- 3) Entering into Redevelopment Agreements with developers for qualified redevelopment projects, including (but not limited to) the provision of an interest rate subsidy as allowed under the Act.
- 4) Providing for site preparation, clearance, environmental remediation, and demolition, including grading and excavation (any demolition activities would conform to City criteria for allowing demolition) as needed.
- 5) Providing for the rehabilitation of structures in order to improve the occupancy and appearance of the property within the RPA.
- 6) Exploration and review of job training programs in coordination with any City, federal, state, and county programs.
- 7) Entering into agreements for the development and/or construction of public facilities and infrastructure.

Redevelopment Activities. Pursuant to the project objectives cited above, the City will implement a coordinated program of actions. These include, but are not limited to, land acquisition, land disposition, site preparation, clearance, demolition, provision of public infrastructure and related public improvements, construction of new public facilities, and rehabilitation of structures, if necessary. Such activities conform to the provision of the TIF Act that define the scope of permissible redevelopment activities.

Site Preparation, Clearance, Relocation and Demolition

Property within the RPA may be improved through the use of site clearance, excavation, environmental remediation or demolition prior to redevelopment. The land may also be graded and cleared prior to redevelopment. Relocation may also be required under the TIF Act; the City would conform to the provisions of the Act.

Land Assembly and Disposition

Certain properties or interests in properties in the RPA may be acquired by purchase or the exercise of eminent domain. Properties owned by or acquired by the City may be assembled and reconfigured into appropriate redevelopment sites. If necessary, the City would facilitate private acquisition through reimbursement of acquisition and related costs as well as through the write-down of its acquisition costs. Such land may be held or disposed of by the City on terms appropriate for public or private development, including the acquisition of land needed for construction of public improvements.

Public Improvements

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

- Improvements and/or construction of public utilities including extension of water mains as well as sanitary and storm sewer systems, roadways, and traffic-related improvements;
- Parking facilities; and
- Beautification, identification markers, landscaping, lighting, and signage of public right-of-ways.

Rehabilitation/Taxing District Capital Costs

The City may provide for the rehabilitation of certain structures within the RPA in order to provide for the redevelopment of the area and conform to City code provisions. Improvements may include exterior and facade-related work as well as interior-related work.

The City may construct or provide for the construction and reimbursement for new facilities to be owned or used by units of local government. The City does not expect that locally designated landmarks or properties listed on or eligible for listing on the National Register of Historic Places (or properties significantly contributing to districts listed on the National Register of Historic Places) will be demolished or modified in connection with the Plan.

Interest Rate Write-Down

The City may enter into agreements with for-profit or non-profit owners/developers whereby a portion of the interest cost for construction, renovation or rehabilitation projects are paid out of the Special Tax Allocation fund of the RPA, in accordance with the Act.

Job Training

The City may assist facilities and enterprises located within the RPA in obtaining job training assistance. Job training and retraining programs currently available from or through other governments include, but are not limited to:

- Federal programs;
- State of Illinois programs;
- Applicable local vocational educational programs, including community college sponsored programs; and
- Other federal, state, county or non-profit programs that are currently available or will be developed and initiated over time.

School District Costs

The City may provide for payment of school district costs as provided for in the Act relating to residential components assisted through TIF funding.

General Land Use Plan. As noted in Section I of this report, the proposed RPA currently contains primarily retail uses.

Both existing and future land uses are shown in Appendix 3 attached hereto and made a part of this Plan. Appendix 3 shows existing and future land uses in the Redevelopment Project Area and includes CD – Commercial/Mixed-Use and PE – Existing (Quasi-) Public Facility. Future land uses will conform to the Zoning Ordinance and the *Comprehensive Plan (2023)* as either may be amended from time to time.

Additional Design and Control Standards. The appropriate design standards (including any Planned Unit Developments) as set forth in the City’s Zoning Ordinance and/or *Comprehensive Plan* (2023) shall apply to the RPA.

Eligible Redevelopment Project Costs. Under the TIF statute, redevelopment project costs mean and include the sum total of all reasonable or necessary costs incurred or estimated to be incurred as well as any such costs incidental to the Plan. (Private investments, which supplement “Redevelopment Project Costs,” are expected to substantially exceed such redevelopment project costs.) Eligible costs permitted by the Act and pertaining to this Plan include:

- (1) *Professional Service Costs* – Costs of studies, surveys, development of plans, and specifications, implementation and administration of the redevelopment plan including but not limited to staff and professional service costs for architectural, engineering, legal, financial, planning or other services, provided however that no charges for professional services may be based on a percentage of the tax increment collected; except that on and after November 1, 1999 (the effective date of Public Act 91-478), no contracts for professional services, excluding architectural and engineering services, may be entered into if the terms of the contract extend beyond a period of 3 years. After consultation with the municipality, each tax increment consultant or advisor to a municipality that plans to designate or has designated a redevelopment project area shall inform the municipality in writing of any contracts that the consultant or advisor has entered into with entities or individuals that have received, or are receiving, payments financed by tax increment revenues produced by the redevelopment project area with respect to which the consultant or advisor has performed, or will be performing, service for the municipality. This requirement shall be satisfied by the consultant or advisor before the commencement of services for the municipality and thereafter whenever any other contracts with those individuals or entities are executed by the consultant or advisor;
 - The cost of marketing sites within the redevelopment project area to prospective businesses, developers, and investors;
 - 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;
 - In addition, redevelopment project costs shall *not* include lobbying expenses;
- (2) *Property Assembly Costs* – Costs including but not limited to acquisition of land and other property (real or personal) or rights or interests therein, demolition of buildings, site preparation, site improvements that serve as an engineered barrier addressing ground level or below ground

environmental contamination, including, but not limited to parking lots and other concrete or asphalt barriers, and the clearing and grading of land;

- (3) *Improvements to Public or Private Buildings* – Costs of rehabilitation, reconstruction, repair, or remodeling of existing public or private buildings, fixtures, and leasehold improvements; and the cost of replacing an existing public building if pursuant to the implementation of a redevelopment project the existing public building is to be demolished to use the site for private investment or devoted to a different use requiring private investment;
- (4) *Public Works* – Costs of the construction of public works or improvements, except that on and after November 1, 1999, redevelopment project costs shall not include the cost of constructing a new municipal public building principally used to provide offices, storage space, or conference facilities or vehicle storage, maintenance, or repair for administrative, public safety, or public works personnel and that is not intended to replace an existing public building as provided under paragraph (3) of subsection (q) of Section 11-74.4-3 unless either (i) the construction of the new municipal building implements a redevelopment project that was included in a redevelopment plan that was adopted by the municipality prior to November 1, 1999 or (ii) 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;
- (5) *Job Training* – Costs of job training and retraining projects, including the cost of "welfare to work" programs implemented by businesses located within the redevelopment project area;
- (6) *Financing Costs* – 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 (a) interest accruing during the estimated period of construction of any redevelopment project for which such obligations are issued and for a period not exceeding 36 months thereafter and (b) reasonable reserves related thereto;
- (7) *Capital Costs* – To the extent the municipality by written agreement accepts and approves the same, all or a portion of a taxing district's capital 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;
- (8) *School-Related Costs* – For redevelopment project areas designated (or redevelopment project areas amended to add or increase the number of tax-

increment-financing assisted housing units) on or after November 1, 1999, an elementary, secondary, or unit school district's increased costs attributable to assisted housing units located within the redevelopment project area for which the developer or redeveloper receives financial assistance through an agreement with the municipality or because the municipality incurs the cost of necessary infrastructure improvements within the boundaries of the assisted housing sites necessary for the completion of that housing as authorized by the Act, and which costs shall be paid by the municipality from the Special Tax Allocation Fund when the tax increment revenue is received as a result of the assisted housing units and shall be calculated annually;¹

- (9) *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 subparagraph (7) of subsection (n) of the Act;
- (10) *Payment in lieu of taxes*;
- (11) *Other Job Training* – 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 (i) are related to the establishment and maintenance of additional job training, advanced vocational education or career education programs for

¹ The calculation is as follows: (A) for foundation districts, excluding any school district in a municipality with a population in excess of 1,000,000, by multiplying the district's increase in attendance resulting from the net increase in new students enrolled in that school district who reside in housing units within the redevelopment project area that have received financial assistance through an agreement with the municipality or because the municipality incurs the cost of necessary infrastructure improvements within the boundaries of the housing sites necessary for the completion of that housing as authorized by the Act since the designation of the redevelopment project area by the most recently available per capita tuition cost as defined in Section 10-20.12a of the School Code less any increase in general State aid as defined in Section 18-8.05 of the School Code attributable to these added new students subject to the following annual limitations: (i) for unit school districts with a district average 1995-96 Per Capita Tuition Charge of less than \$5,900, no more than 25% of the total amount of property tax increment revenue produced by those housing units that have received tax increment finance assistance under the Act; (ii) for elementary school districts with a district average 1995-96 Per Capita Tuition Charge of less than \$5,900, no more than 17% of the total amount of property tax increment revenue produced by those housing units that have received tax increment finance assistance under the Act; and (iii) for secondary school districts with a district average 1995-96 Per Capita Tuition Charge of less than \$5,900, no more than 8% of the total amount of property tax increment revenue produced by those housing units that have received tax increment finance assistance under the Act. (B) For alternate method districts, flat grant districts, and foundation districts with a district average 1995-96 Per Capita Tuition Charge equal to or more than \$5,900, excluding any school district with a population in excess of 1,000,000, by multiplying the district's increase in attendance resulting from the net increase in new students enrolled in that school district who reside in housing units within the redevelopment project area that have received financial assistance through an agreement with the municipality or because the municipality incurs the cost of necessary infrastructure improvements within the boundaries of the housing sites necessary for the completion of that housing as authorized by the Act since the designation of the redevelopment project area by the most recently available per capita tuition cost as defined in Section 10-20.12a of the School Code less any increase in general state aid as defined in Section 18-8.05 of the School Code attributable to these added new students subject to the following annual limitations: (i) for unit school districts, no more than 40% of the total amount of property tax increment revenue produced by those housing units that have received tax increment finance assistance under the Act; (ii) for elementary school districts, no more than 27% of the total amount of property tax increment revenue produced by those housing units that have received tax increment finance assistance under the Act; and (iii) for secondary school districts, no more than 13% of the total amount of property tax increment revenue produced by those housing units that have received tax increment finance assistance under the Act. (C) For any school district in a municipality with a population in excess of 1,000,000, additional provisions apply.

persons employed or to be employed by employers located in a redevelopment project area; and (ii) 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 program to be undertaken, including but not limited to the number of employees to be trained, a description of the training and services to be provided, the number and type of positions available or to be available, itemized costs of the program and sources of funds to pay for the same, and the term of 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;

(12) *Developer Interest Cost* – Interest cost incurred by a redeveloper related to the construction, renovation or rehabilitation of a redevelopment project provided that:

(A) Such costs are to be paid directly from the special tax allocation fund established pursuant to the 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 then the amounts so due shall accrue and be payable when sufficient funds are available in the special tax allocation fund;

(D) The total of such interest payments paid pursuant to the Act may not exceed 30% of the total (i) cost paid or incurred by the redeveloper for the redevelopment project plus (ii) redevelopment project costs excluding any property assembly costs and any relocation costs incurred by a municipality pursuant to the Act;

(E) The cost limits set forth in subparagraphs (B) and (D) of paragraph shall be modified for the financing of rehabilitated or new housing units for low-income households and very low-income households, as defined in Section 3 of the Illinois Affordable Housing Act. The percentage of 75% shall be substituted for 30% in subparagraphs (B) and (D);

(F) Instead of the eligible costs provided by subparagraphs (B) and (D), as modified by this subparagraph, and notwithstanding any other provisions of the Act to the contrary, the municipality may pay from tax increment revenues up to 50% of the cost of construction of new housing units to be occupied by low-income households and very low-income households as defined in Section 3 of the Illinois Affordable Housing Act. The cost of construction of those units may be derived from the proceeds of bonds issued by the municipality under the Act or other constitutional or statutory authority or from other sources of municipal revenue that may be reimbursed from tax increment revenues or the proceeds of bonds issued to finance the construction of that housing. The eligible costs provided under this subparagraph (F) shall be an eligible cost for

the construction, renovation, and rehabilitation of all low and very low-income housing units, as defined in Section 3 of the Illinois Affordable Housing Act, within the redevelopment project area. If the low and very low-income units are part of a residential redevelopment project that includes units not affordable to low and very low-income households, only the low and very low-income units shall be eligible for benefits under subparagraph (F).²

The TIF Act prohibits certain costs. Unless explicitly stated herein the cost of construction of new privately-owned buildings shall not be an eligible redevelopment project cost. In addition, the statute prohibits costs related to retail development that results in the closing of nearby facilities of the same retailers. Specifically, none of the redevelopment project costs enumerated in the Act 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.³

Projected Redevelopment Project Costs. Estimated project costs are shown in Exhibit 4 below. Adjustments to estimated line-item costs below are expected and may be made without amendment to the Redevelopment Plan. Each individual project cost will be reevaluated in light of the projected private development and resulting tax revenues as it is considered for public financing under the provisions of the Act.

Further, the projected cost of an individual line-item as set forth below is not intended to place a limit on the described line-item expenditure. Adjustments may be made in line-items, either increasing or decreasing line-item costs for redevelopment. The specific items listed below are not intended to preclude payment of other eligible redevelopment project costs in connection with the redevelopment of the RPA, provided the *total amount* of payment for eligible redevelopment project costs (the “Total Estimated TIF Budget” in Exhibit 4) shall not exceed the amount set forth below, as adjusted pursuant to the Act.

² The standards for maintaining the occupancy by low-income households and very low-income households, as defined in Section 3 of the Illinois Affordable Housing Act, of those units constructed with eligible costs made available under the provisions of this subparagraph (F) of paragraph (11) shall be established by guidelines adopted by the municipality. The responsibility for annually documenting the initial occupancy of the units by low-income households and very low-income households, as defined in Section 3 of the Illinois Affordable Housing Act, shall be that of the then current owner of the property. For ownership units, the guidelines will provide, at a minimum, for a reasonable recapture of funds, or other appropriate methods designed to preserve the original affordability of the ownership units. For rental units, the guidelines will provide, at a minimum, for the affordability of rent to low and very low-income households. As units become available, they shall be rented to income-eligible tenants. The municipality may modify these guidelines from time to time; the guidelines, however, shall be in effect for as long as tax increment revenue is being used to pay for costs associated with the units or for the retirement of bonds issued to finance the units or for the life of the redevelopment project area, whichever is later.

³ Termination means a closing of a retail operation that is directly related to the opening of the same operation or like retail entity owned or operated by more than 50% of the original ownership in a redevelopment project area, but it does not mean closing an operation for reasons beyond the control of the retail entity, as documented by the retail entity, subject to a reasonable finding by the municipality that the current location contained inadequate space, had become economically obsolete, or was no longer a viable location for the retailer or serviceman.

Exhibit 4
RPA Project Cost Estimates

Program Actions/Improvements	Estimated Costs
Land Acquisition, Assembly, and Relocation	\$ 9,750,000
Site Preparation, Including Environmental Remediation, Demolition, and Site Grading	\$ 9,750,000
Utility Improvements (Including Water, Storm, Sanitary Sewer, Service of Public Facilities, and Road Improvements)	\$ 11,250,000
Rehabilitation of Existing Structures; Taxing District Capital Improvements	\$ 3,000,000
Public Facilities (including Parking Facilities and Streetscaping)	\$ 8,250,000
Interest Costs Pursuant to the Act	\$ 2,250,000
Professional Service Costs (Including Planning, Legal, Engineering, Administrative, Annual Reporting, and Marketing)	\$ 2,250,000
Job Training	\$ 4,500,000
TOTAL ESTIMATED TIF BUDGET	\$51,000,000

Notes:

- (1) All project cost estimates are in 2026 dollars. Costs may be adjusted for inflation per the TIF Act.
- (2) In addition to the costs identified in the exhibit above, any bonds issued to finance a phase of the Project may include an amount sufficient to pay (a) customary and reasonable charges associated with the issuance of such obligations, (b) interest on such bonds, and (c) capitalized interest and reasonably required reserves.
- (3) Adjustments to the estimated line-item costs above are expected. Adjustments may be made in line-items within the total, either increasing or decreasing line-items costs for redevelopment. Each individual project cost will be reevaluated in light of the projected private development and resulting tax revenues as it is considered for public financing under the provisions of the Act. The individual line-items set forth above are not intended to place an individual limit on the described expenditures – provided that the total amount of payments for eligible redevelopment project costs shall not exceed the “total estimated TIF budget” listed above.

As explained in the following sub-section, incremental property tax revenues from any contiguous RPA may be used to pay eligible costs for the South Rockford Industrial TIF.

Sources of Funds to Pay Redevelopment Project Costs. Funds necessary to pay for public improvements and other project costs eligible under the Act are to be derived principally from incremental property tax revenues, proceeds from municipal obligations to be retired primarily with such revenues, and interest earned on resources available but not immediately needed for the Plan. In addition, pursuant to the TIF Act and this Plan, the City may utilize net incremental property tax revenues received from other contiguous RPAs to pay eligible redevelopment project costs or obligations issued to pay such costs in contiguous project areas. This would include contiguous TIFs that the City may establish in the future. (Conversely, incremental revenues from the South Rockford Industrial TIF may be allocated to any contiguous TIF Districts.)

Redevelopment project costs as identified in Exhibit 4 specifically authorize those eligible costs set forth in the Act and do not address the preponderance of the costs to redevelop the area. The majority of development costs will be privately financed. TIF or other public sources are to be used, subject to approval by the City Council, only to leverage and commit private redevelopment activity.

The incremental tax revenues which will be used to pay debt service on the municipal obligations (if any) and to directly pay redevelopment project costs shall be the incremental increase in property taxes. The property tax increment would be attributable to the increase in the equalized assessed value of each taxable lot, block, tract or parcel of real property in the RPA – over and above the initial equalized assessed value of each such lot, block, tract or parcel in the RPA in the 2024 tax year for the RPA.

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

Nature and Term of Obligations to Be Issued. The City may issue obligations secured by the Special Tax Allocation Fund established for the Redevelopment Project Area pursuant to the Act or such other funds as are available to the City by virtue of its power pursuant to the Illinois State Constitution.

Any and all obligations issued by the City pursuant to this Plan and the Act shall be retired not more than twenty-three (23) years after the date of adoption of the ordinance approving the RPA, or as such a later time permitted pursuant to the Act and to the extent such obligations are reliant upon the collection of incremental property tax revenues from the completion of the twenty-3rd year of the TIF, with taxes collected in the twenty-fourth year. However, the final maturity date of any obligations issued pursuant to the Act may not be later than twenty (20) years from their respective date of issuance.

One or more series of obligations may be issued from time to time in order to implement this Plan. The total principal and interest payable in any year on all obligations shall not exceed the amount available in that year or projected to be available in that year. The total principal and interest may be payable from tax increment revenues (including tax increment revenues from current or future contiguous TIF Districts) and from bond sinking funds, capitalized interest, debt service reserve funds, and all other sources of funds as may be provided by ordinance.

Certain revenues may be declared as surplus funds if not required for: principal and interest payments, required reserves, bond sinking funds, redevelopment project costs, early retirement of outstanding securities, or facilitating the economical issuance of additional bonds necessary to accomplish the Redevelopment Plan. Such surplus funds shall then become available for

distribution annually to taxing districts overlapping the RPA in the manner provided by the Act.

Securities may be issued on either a taxable or tax-exempt basis, as general obligation or revenue bonds. Further, the securities may be offered on such terms as the City may determine, with or without the following features: capitalized interest; deferred principal retirement; interest rate limits (except as limited by law); and redemption provisions. Additionally, such securities may be issued with either fixed rate or floating interest rates.

Most Recent Equalized Assessed Valuation for the RPA. The most recent equalized assessed valuation for the RPA is based on the 2024 EAV and is estimated to be approximately \$1,111,316. It is anticipated the estimated base EAV for establishment of the RPA will be the 2025 EAV once available.

Anticipated Equalized Assessed Valuation for the RPA. Upon completion of the anticipated private development of the RPA over a twenty-three (23) year period, it is estimated that the EAV of the property within the RPA would increase to approximately \$45 million to \$55 million depending upon market conditions and the scope of the redevelopment projects.

VII. DESCRIPTION AND SCHEDULING OF REDEVELOPMENT PROJECT

Redevelopment Project. The City will implement a strategy with full consideration given to the availability of both public and private funding. It is anticipated that a phased redevelopment will be undertaken.

The Redevelopment Project will begin as soon as the private entities have obtained financing approvals for appropriate projects and such uses conform to City zoning and planning requirements, or if the City undertakes redevelopment activities pursuant to this Plan. Depending upon the scope of the development as well as the actual uses, the following activities may be undertaken by the City:

- Land Assembly and Relocation: Certain properties in the RPA may be acquired and assembled into an appropriate redevelopment site, with relocation costs undertaken as provided by the Act. If necessary, the City would facilitate private acquisition through reimbursement or write-down of related costs, including without limitation the acquisition of land needed for construction of public improvements.
- Demolition and Site Preparation: The existing improvements located within the RPA may have to be reconfigured or prepared to accommodate new uses or expansion plans. Demolition of certain parcels may be necessary for future projects. Additionally, the redevelopment plan contemplates site preparation, or other requirements including environmental remediation necessary to prepare the site for desired redevelopment projects.
- Rehabilitation: The City may assist in the rehabilitation of buildings or site improvements located within the RPA.
- Landscaping/Buffering/Streetscaping: The City may fund certain landscaping projects, which serve to beautify public properties or rights-of-way and provide buffering between land uses.
- Water, Sanitary Sewer, Storm Sewer and Other Utility Improvements: Certain utilities may be extended or re-routed to serve or accommodate the new development. Upgrading of existing utilities may be undertaken. The City may also undertake the provision of necessary detention or retention ponds.
- Roadway/Street/Parking Improvements: The City may widen and/or vacate existing roads. Certain secondary streets/roads may be extended or constructed. Related curb, gutter, and paving improvements could also be constructed as needed. Parking facilities may be constructed that would be available to the public. Utility services may also be provided or relocated in order to accommodate redevelopment activities.

- Traffic Control/Signalization: Traffic control or signalization improvements that improve access to the RPA and enhance its redevelopment may be constructed.
- Public Safety-Related Infrastructure: Certain public safety improvements including, but not limited to, public signage, public facilities, and streetlights may be constructed or implemented.
- School District Costs: The payment of such costs may be provided pursuant to the requirements of the TIF Act.
- Interest Costs Coverage: The City may fund certain interest costs incurred by a developer for construction, renovation or rehabilitation of a redevelopment project. Such funding would be paid for out of annual tax increment revenue generated from the RPA as allowed under the Act.
- Professional Services: The City may fund necessary planning, legal, engineering, administrative and financing costs during project implementation. The City may reimburse itself from annual tax increment revenue if available.

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

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

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

The City and private developers will adopt a policy of equal employment opportunity and will include or require the inclusion of this statement in all contracts and subcontracts at any level. Additionally, any public/private entities will seek to ensure and maintain a working environment free of harassment, intimidation, and coercion at all sites, and in all facilities at which all employees are assigned to work. It shall be specifically ensured that all on-site supervisory

personnel are aware of and carry out the obligation to maintain such a working environment, with specific attention to minority and/or female individuals.

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

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

VIII. PROVISIONS FOR AMENDING THE TIF PLAN AND PROJECT

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

APPENDIX 1

Legal Description of Project Area

SOUTH ROCKFORD INDUSTRIAL TIF

AREA 1

Part of Section 27, 28, 33, 34 and 35 in Township 43 North, Range 1 East along with Section 3 and 4 in Township 42 North, Range 1 East all of the Third Principal Meridian, State of Illinois, described as follows: Beginning at the intersection of the East right of way line of Junction Road and the South right of way line of Edison Road; thence South 02 Degrees 52 Minutes 27 Seconds East on said East right of way line of Junction Road for 2,656.66 feet; thence South 89 Degrees 12 Minutes 16 Seconds West for 6,487.45 feet; thence North 01 Degrees 33 Minutes 24 Seconds West for 2,582.48 feet; thence South 89 Degrees 58 Minutes 11 Seconds West for 2,656.83 feet; thence North 00 Degrees 15 Minutes 14 Seconds West for 2,657.80 feet; thence North 86 Degrees 14 Minutes 15 Seconds East for 607.92 feet; thence North 00 Degrees 59 Minutes 16 Seconds West for 2,622.18 feet; thence South 87 Degrees 56 Minutes 28 Seconds East for 713.75 feet; thence North 55 Degrees 48 Minutes 00 Seconds East for 1,536.71 feet; thence South 73 Degrees 59 Minutes 17 Seconds East for 2,119.32 feet; thence South 10 Degrees 08 Minutes 19 Seconds West for 408.66 feet; thence South 79 Degrees 49 Minutes 05 Seconds East for 977.38 feet; thence North 15 Degrees 13 Minutes 41 Seconds East for 291.04 feet; thence South 74 Degrees 01 Minutes 20 Seconds East for 1,899.71 feet; thence South 21 Degrees 03 Minutes 02 Seconds East for 642.40 feet; thence South 86 Degrees 52 Minutes 08 Seconds West for 989.80 feet; thence South 01 Degrees 44 Minutes 23 Seconds West for 1,287.73 feet; thence South 88 Degrees 18 Minutes 42 Seconds East for 1,305.06 feet; thence South 05 Degrees 03 Minutes 41 Seconds East for 678.02 feet; thence North 85 Degrees 40 Minutes 18 Seconds East for 451.75 feet; thence North 02

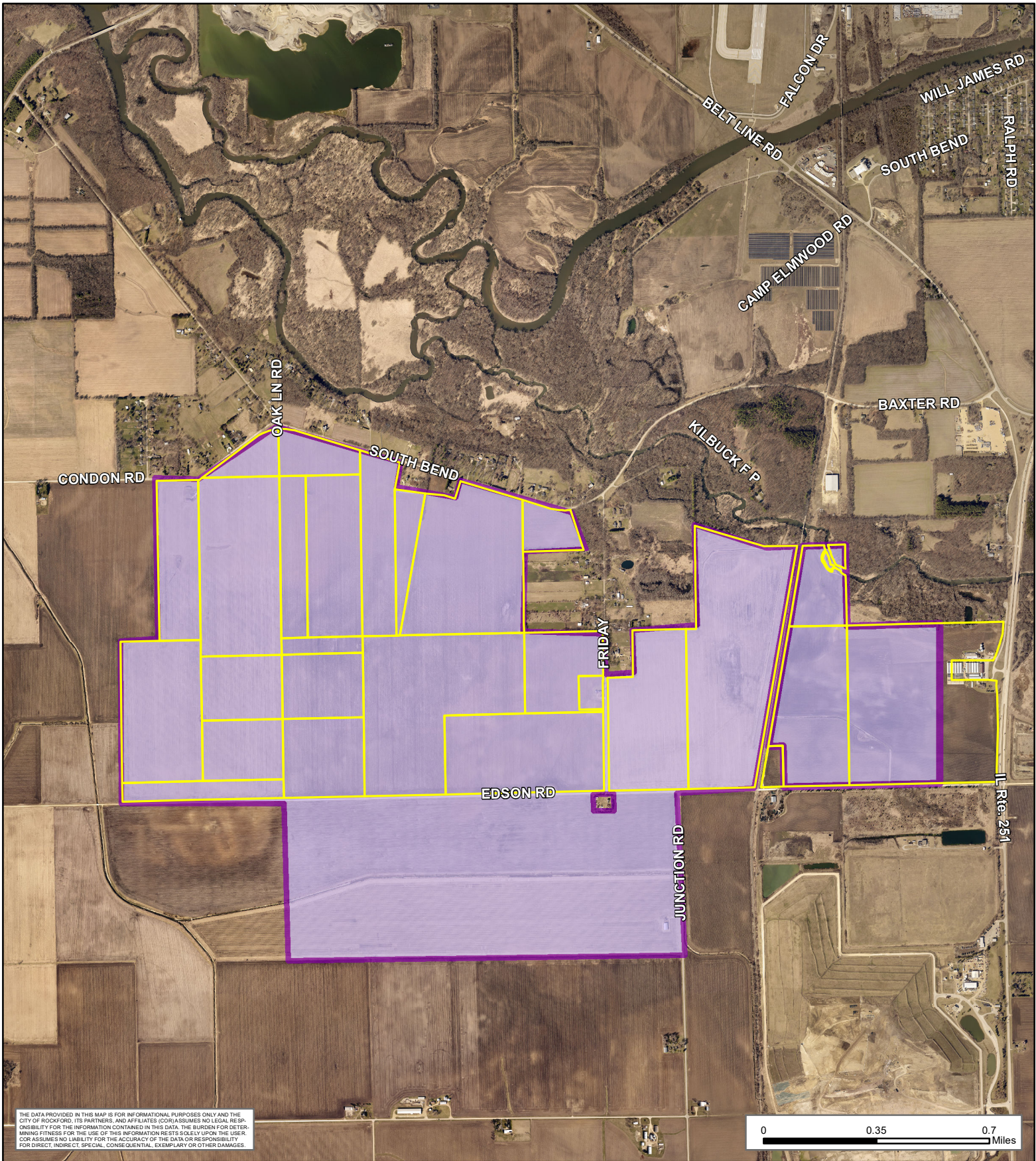
Degrees 07 Minutes 33 Seconds West for 694.49 feet; thence North 85 Degrees 03 Minutes 31 Seconds East for 1,060.38 feet; thence North 01 Degrees 30 Minutes 59 Seconds West for 1,632.15 feet; thence South 72 Degrees 25 Minutes 05 Seconds East for 1,235.66 feet; thence North 87 Degrees 52 Minutes 27 Seconds East for 486.15 feet to the Westerly right of way line of Illinois Railway; thence South 09 Degrees 51 Minutes 54 Seconds West on and along last named line for 4,011.42 feet to said South right of way line of Edison Road; thence South 86 Degrees 18 Minutes 19 Seconds West on and along last named line for 1,267.92 feet; to the Point of Beginning, EXCEPT THE FOLLOWING PARCEL Commencing at the intersection of the East right of way line of Junction Road and the South right of way line of Edison Road; thence South 89 degrees 31 minutes 26 seconds West on and along said South right of way line of Edison Road for 1,035.10 feet to the Point of Beginning; thence South 01 Degrees 40 Minutes 53 Seconds East for 273.30 feet; thence South 89 Degrees 52 Minutes 51 Seconds West for 332.82 feet; thence North 01 Degrees 39 Minutes 48 Seconds West for 262.71 feet to said South right of way line of Edison Road; thence North 88 Degrees 03 Minutes 24 Seconds East on and along last named line for 332.61 feet to the Point of Beginning, All containing 1,481.89 Acres, more or less

AREA 2

Part of Section 35 in Township 43 North, Range 1 East, along with Section 2 in Township 42 North, Range 1 East all of the Third Principal Meridian, State of Illinois, described as follows: Beginning at the intersection of the South right of way line of Edison Road and the Southerly extension of the East line of the Southwest Quarter of said Section 35; thence South 88 degrees 41 minutes 46 seconds West on said South right of way line of Edison Road for 1077.87 feet to the Southerly extension of the East line of PIN 15-35-300-004; thence North

00 degrees 58 minutes 53 seconds West on said East line for 735.54 feet to the Northeast corner of said PIN 15-35-300-004; thence South 88 degrees 41 minutes 46 seconds West on the North line of said PIN 15-35-300-004 for 242.20 feet to the Easterly right of way line of the Illinois Railway; thence North 09 degrees 55 minutes 32 seconds East on said right of way line for 3,322.76 feet to the South line of Lot 3 of Plat No. 1 of Reload Center. the Plat of which is recorded in Book 48 of Plats on Page 19/A in the Winnebago County Recorder's Office; thence North 88 degrees 20 minutes 01 seconds East on said South line for 691.22 feet to the East line of the Northwest of said Section 35; thence South 00 degrees 59 minutes 18 seconds East on said East line for 1,323.23 feet to the North line of the Southeast Quarter of said Section 35; thence North 88 degrees 38 minutes 10 seconds East on said North line for 1,203.55 feet; thence South 00 degrees 58 minutes 53 seconds East for 2,677.43 feet to said South right of way line of Edison Road; thence South 88 degrees 42 minutes 31 seconds West on and along last named line for 1,203.54 feet to the Point of Beginning. containing 166.83 Acres, more or less.

APPENDIX 2
Boundary Map of RPA



THE DATA PROVIDED IN THIS MAP IS FOR INFORMATIONAL PURPOSES ONLY AND THE CITY OF ROCKFORD, ITS PARTNERS, AND AFFILIATES (COP) ASSUMES NO LEGAL RESPONSIBILITY FOR THE INFORMATION CONTAINED IN THIS DATA. THE BURDEN FOR DETERMINING FITNESS FOR THE USE OF THIS INFORMATION RESTS SOLELY UPON THE USER. COP ASSUMES NO LIABILITY FOR THE ACCURACY OF THE DATA OR RESPONSIBILITY FOR DIRECT, INDIRECT, SPECIAL, CONSEQUENTIAL, EXEMPLARY OR OTHER DAMAGES.

South Rockford Industrial TIF



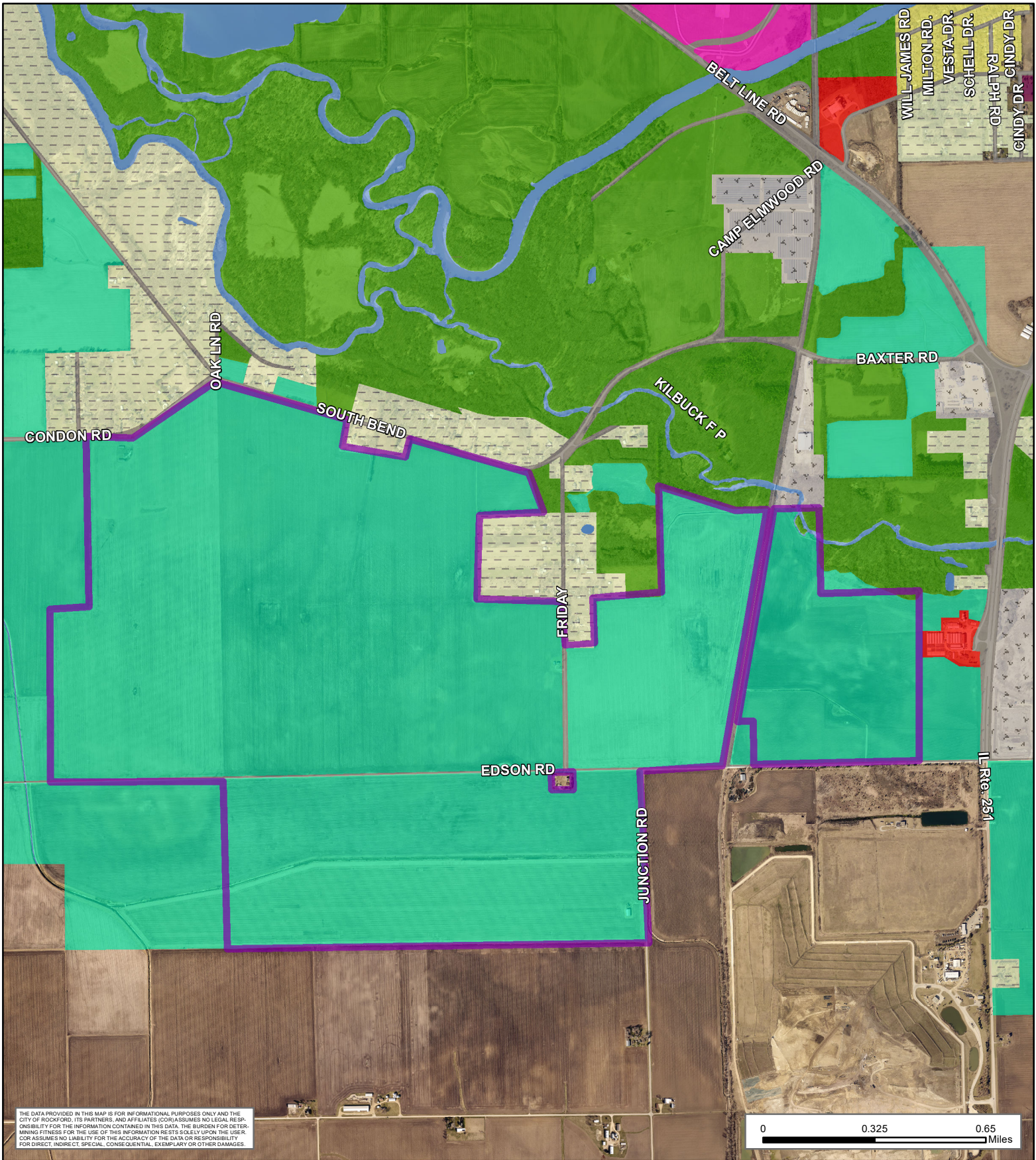
 South Rockford Industrial TIF



Map Developed: November

APPENDIX 3

Existing and Future Land Use Map of RPA

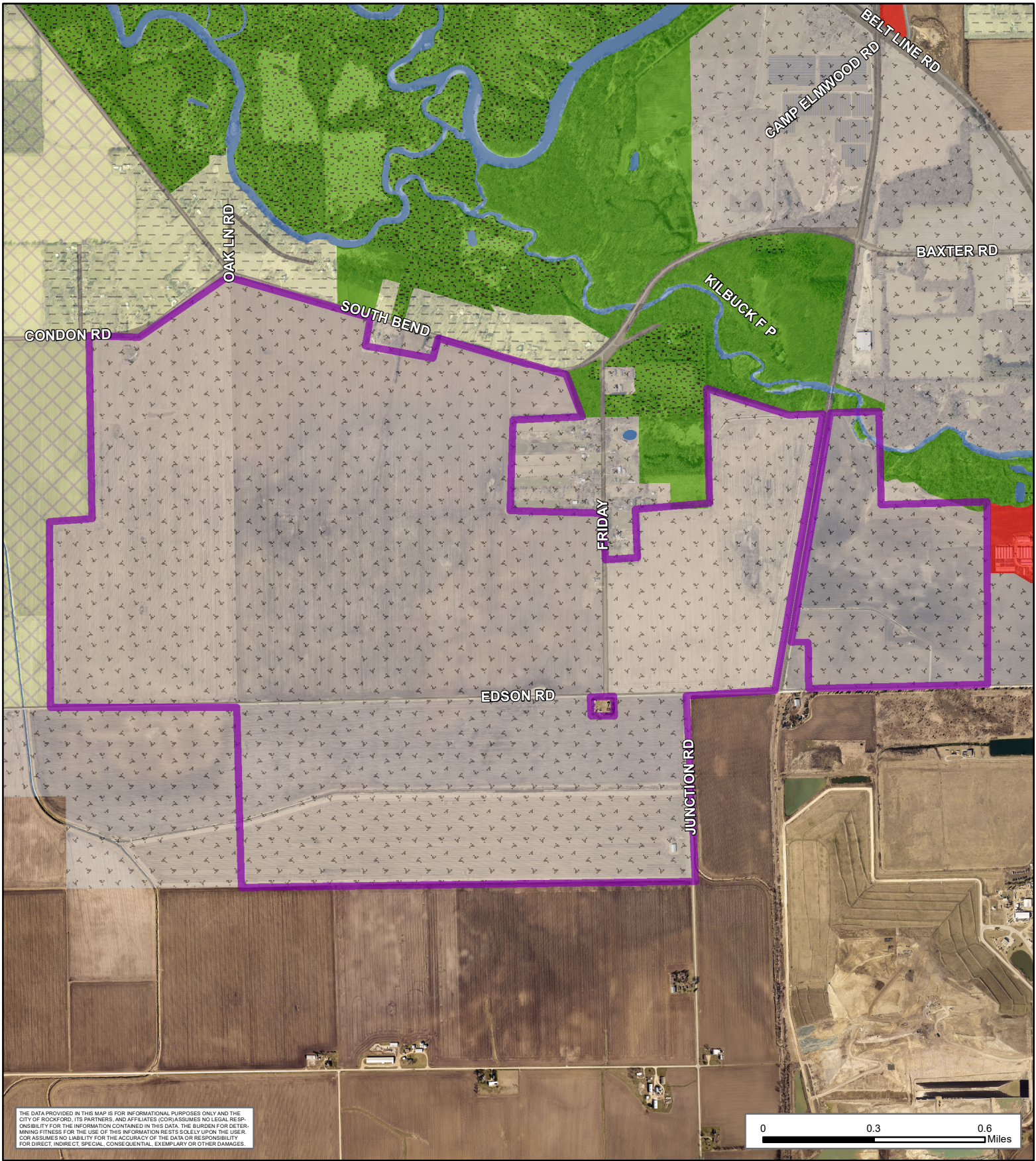


South Rockford Industrial TIF - Current Land Use



- | | | | |
|-------------------------------|------------------------|------------------------------|---------------------------|
| South Rockford Industrial TIF | Commercial & Retail | Parks & Open Space | Transportation Facilities |
| Agriculture | Industrial & Utilities | Residential - Low Density | Water Resources |
| Airport | Institutional | Residential - Medium Density | |





South Rockford Industrial TIF - Future Land Use



- South Rockford Industrial TIF
- Airport
- Water Resources

- Commercial & Retail
- Future Urban Development - FUD
- Industrial & Utilities
- Institutional
- PA - Parks & Open Space
- Parks & Open Space

- Residential - Low Density
- Residential - Medium Density
- Transportation Facilities



APPENDIX 4

TIF Eligibility Report

Prepared by Ryan, LLC

CITY OF ROCKFORD, ILLINOIS
TIF QUALIFICATION REPORT
SOUTH ROCKFORD INDUSTRIAL
REDEVELOPMENT PROJECT AREA

A study to determine whether a portion of an area within the City of Rockford qualifies, in part, as a “*conservation area*” and, in part, as a “*blighted-vacant area*” as defined in the Tax Increment Allocation Redevelopment Act of Chapter 65, 5/11-74.4-1, et. seq., as amended of the Illinois Compiled Statutes.

Prepared for: City of Rockford, Illinois

**Prepared Jointly by: Ryan LLC
and
The City of Rockford**

March 2026

**CITY OF ROCKFORD
SOUTH ROCKFORD INDUSTRIAL
REDEVELOPMENT PROJECT AREA
TIF QUALIFICATION REPORT**

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EXECUTIVE SUMMARY

Ryan, LLC (Ryan) has been retained by the City of Rockford, Illinois (the “City”) to conduct an analysis of the potential qualification and designation of certain property located in or adjacent to the City, to be referred herein as the proposed South Rockford Industrial Redevelopment Project Area (the “RPA” or “TIF District”).

For the purposes of this Report, Ryan has subdivided the proposed South Rockford Industrial TIF District into two major classifications:

- Improved land – This classification is for all land within the proposed TIF District that is occupied in part by structures and/or other improvements (Improved Parcels); and
- Vacant land – This classification is for all land within the proposed TIF District that is primarily vacant (Vacant Parcels)

The City is considering the RPA designation as part of its strategy to promote the revitalization of the property and thereby assist the City in achieving its public policy goal of promoting economic redevelopment. Through undertaking the designation, the City will help strengthen the RPA as a significant contributor to the City’s overall economic base.

The RPA is approximately bounded by South Bend Road and Condon Road on the north; the City’s municipal boundary and Edson Road on the south; the City’s municipal boundary on the west; and I-39 ALT/State Route 251 on the east. The RPA includes approximately twenty-nine (29) tax parcels and is approximately one thousand six hundred and seventy-nine (1,679) acres in size. The RPA is located in both Winnebago and Ogle Counties.

Based upon the analysis completed to date, Ryan has reached the following conclusions regarding the potential TIF qualification for the land within the area:

- 1) *Conservation Area* – The Study Area qualifies, in part, as a “conservation area” pursuant to the TIF Act. Under the Act, at least fifty percent (50%) of the structures in the area have an age of thirty-five (35) years or more.
- 2) *Blighted–Vacant Area* – The Study Area qualifies, in part, as a “blighted-vacant area” pursuant to the TIF Act, provided that a) the City annexes all of the property; and b) the City approves a plat of subdivision prior to designation of the Study Area as a TIF Redevelopment Project Area. Currently, the vacant land lacks economic viability for development due to certain adverse conditions identified in Section V of this report. As a result, it prevents or threatens to prevent the beneficial economic and physical development of properties the community deems essential

to its overall economic health. In the opinion of Ryan, the subject vacant land meets the requirements for designation as a blighted-vacant area under the TIF Act.

- 2) *Viable redevelopment sites could produce incremental revenue* – Within the proposed TIF District, there are parcels which potentially could be redeveloped or rehabilitated and thereby produce incremental property tax revenue. Such revenue, used in combination with other City resources for redevelopment incentives or public improvements, would likely stimulate private investment and reinvestment in these sites and ultimately throughout the TIF District.
- 3) *Pursuit of TIF designation is recommended* – To mitigate the existing conditions (thereby promoting the improved physical condition of the proposed RPA) and to leverage the City’s investment and redevelopment efforts, Ryan recommends that the City pursue the formal TIF designation process for the RPA.

Because the City will not consider the redevelopment of residential parcels that would dislocate 10 or more residential units within the proposed TIF district, the City would not conduct a housing impact study pursuant to the TIF Act.

This Report assumes that all properties in the Study Area will be annexed into the City prior to adoption of all relevant TIF Ordinances.

I. BACKGROUND

In the context of planning for the proposed South Rockford Industrial Redevelopment Project Area (the “RPA”, or “Study Area”) under the provisions of the Illinois “Tax Increment Allocation Redevelopment Act”, Ch. 65 ILCS Section 5/11-74.4-1 *et seq.* of the Illinois Compiled Statutes, as amended (hereinafter referred to as the “Act”), the City of Rockford (the “City”) has authorized the study of the RPA in its entirety to determine whether it qualifies for consideration as a Tax Increment Financing District (the “TIF” or “TIF District”). Ryan, LLC (the “Consultant”) has agreed to undertake the study of the RPA.

The RPA is located within the far southern portion of the City of Rockford and consists primarily of commercial farmland uses. The RPA is a contiguous area and generally bounded by South Bend Road and Condon Road on the north; the City’s municipal boundary and Edson Road on the south; the City’s municipal boundary on the west; and I-39 ALT/State Route 251 on the east.

The RPA is located near to the Chicago Rockford International Airport, which traditionally acted a commercial and industrial hub for the region. While the area has seen increased commercial activity, this drops off rapidly into surrounding farmland. As the RPA is located just outside the commercial activity area from the airport, the area has lacked investment and growth.

Current Land Use. The RPA currently contains both improved and vacant land, some of which has been annexed into the City and zoned for industrial uses. The remainder of the RPA contains vacant land that will need to be annexed into the City prior to TIF adoption. The City’s 2023 Comprehensive Plan (“the Plan”) calls for a mix of uses included in the general industrial category. The area contains one (1) improved tax parcel and twenty-eight (28) vacant tax parcels (as of the 2024 tax year) comprising approximately one thousand six hundred and seventy-nine (1,679) acres.

Overall, as defined and discussed in detail herein in Section II and Section V, the RPA has conditions present that would permit the City to designate it, in part, as a conservation area and, in part, as a blighted-vacant area, as such terms are defined pursuant to the TIF Act.

Ryan recommends that the City pursue this overall designation in order to declare the RPA as eligible for adoption as a TIF District.

Given the need for certain public improvements in the area, the City is favorably disposed toward supporting development efforts; however, the City is determined that development takes place through the benefit and guidance of comprehensive economic planning by the City. Through such a deliberate and coordinated effort, the area is expected to improve. Development barriers, inherent with current market conditions, which impede economic growth are expected to be eliminated in the proposed TIF District.

The City has determined that development currently planned for the TIF District may only be feasible with public finance assistance. The City's creation and utilization of a redevelopment plan pursuant to the Act is intended to help provide the assistance required to eliminate conditions detrimental to successful development of the area ("TIF).

The use of TIF relies upon induced private development in the RPA creating higher real estate value that would otherwise decline or stagnate without such investment, leading to increased property taxes compared to the previous land-use (or lack of use). In this way the existing tax base for all tax districts is protected and a portion of future increased taxes are pledged to attract the needed private investment.

Objectives. Specific economic and community development objectives as stated in the Rockford 2040 Comprehensive Plan – Goals Objectives and Implementation Strategies (2023, pp 62-66) include, but are not limited to:

- Reposition former industrial properties and abandoned sites for adaptive reuse or new construction
- Ensure adequate supply of development ready land zoned for industrial and commercial uses
- Identify, develop, and expand emerging economic clusters
- Encourage the growth and development of existing and new primary employment centers
- Align local startup and expansion capital to encourage and accelerate entrepreneurial growth
- Collaborate with local businesses to minimize the barriers to employment opportunities for formerly incarcerated individuals currently residing in the city
- Support regional efforts facilitating retention and attraction of young professionals

General Scope and Methodology- Ryan formally began its analysis by conducting a series of meetings and discussions with City staff starting in June, 2025 and continuing up to the date of this report's issuance. The purpose of the meetings was to establish boundaries for initial analysis and to gather data related to the qualification criteria for parcels included in the RPA. These meetings were complemented by a series of field surveys for the entire area to evaluate the condition of the proposed TIF. Ryan made numerous site visits to the area to examine the parcels and the conditions. Ryan also utilized the City's most recent comprehensive plan and other City reports as previously referenced.

For the purpose of this study, properties within the RPA were examined in the context of the TIF Act governing improved areas as well as non-improved or vacant areas. The qualification factors discussed in this report qualify the area, in part, as a "conservation area" and, in part, as a "blighted vacant area" as the terms are defined pursuant to the TIF Act.

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

For additional information about Ryan's data collection and evaluation methods, refer to Section III of this report.

It has been determined that the **City is not required to prepare a Housing Impact Study**, pursuant to the Act. This is because the final boundaries selected by the City will not include more than ten (10) inhabited residential units that may be subject to removal or relocation during the life of the proposed TIF District.

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II. QUALIFICATION CRITERIA

With the assistance of City staff, Ryan, LLC examined the proposed TIF District and reviewed information collected for the area to determine the presence or absence of appropriate qualifying factors as listed in the Illinois Tax Increment Allocation Act (ILCS 5/11-74.4-1 *et. seq.*, as amended; hereinafter referred to as the “Act”). The relevant sections of the Act are found below.

The Act sets out specific procedures which must be adhered to in designating a redevelopment project area. By definition, a “redevelopment project area” is:

“an area designated by the municipality, which is not less in the aggregate than 1½ acres and in respect to which the municipality has made a finding that there exist conditions which cause the area to be classified as a blighted area or a conservation area, or a combination of both blighted areas and conservation areas.”

Under the TIF Act, a “blighted area” or “conservation area” means any improved or vacant area within the boundaries of a development project area located within the territorial limits of the municipality where certain conditions are met, as indicated below.

Under the Act, “conservation area” is defined as “any improved area within the boundaries of a redevelopment project area located within the territorial limits of the municipality in which fifty percent (50%) or more of the structures in the area have an age of thirty-five (35) years or more. Such an area is not yet a blighted area, but because of a combination of three (3) or more of the following factors is detrimental to the public safety, health, morals or welfare and such an area may become a blighted area:

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

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

(C) Deterioration: With respect to buildings, defects 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 airborne materials. Inadequate natural light and ventilation means the absence of skylights or windows for interior spaces or rooms and improper window sizes and amounts by room area to window area ratios. Inadequate sanitary facilities refer to the absence or inadequacy of garbage storage and enclosure, bathroom facilities, hot water and kitchens and structural inadequacies preventing ingress and egress to and from all rooms and units within a building.

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

Also under the Act, if “blighted 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 railyards, rail tracks, or railroad rights-of-way.

(C) The area, prior to its designation, is subject to (i) chronic flooding that adversely impacts on real property in the area as certified by a registered professional engineer or appropriate regulatory agency or (ii) surface water that discharges from all or a part of the area and contributes to flooding within the same watershed, but only if the redevelopment project provides for facilities or improvements to contribute to the alleviation of all or part of the flooding.

(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 November 1, 1999, 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 5 years prior to the designation of the redevelopment project area), and the area meets at least one of the factors itemized in paragraph (1) of this subsection, the area has been designated as a town or village center by ordinance or comprehensive plan adopted prior to January 1, 1982, and the area has not been developed for that designated purpose.

(F) The area qualified as a “blighted area” immediately prior to becoming vacant, unless there has been substantial private investment in the immediately surrounding area.

Also under the act, if “blighted vacant,” the sound growth of the redevelopment project area is impaired by a combination of 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 right-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 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 (EPA) or United States EPA 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 3 of the last 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 3 of the last 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 3 of the last 5 calendar years prior to the year in which the redevelopment project area is designated.

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III. EVALUATION METHODOLOGY

In evaluating the proposed RPA's potential qualification as a TIF District, the following methodology was utilized:

- 1) Preliminary site surveys of the RPA were undertaken by representatives from Ryan LLC, supplemented with photographic analysis of the sites and adjacent properties, which included photo records. Subject to City approval of proceeding with the designation of the RPA, more detailed site surveys will be completed for each parcel of land within the proposed RPA.
- 2) Ryan conducted preliminary evaluations of site improvements, noting such general conditions of deterioration, both within the RPA as well as the surrounding area. Additionally, Ryan reviewed the following data: 2019-2024 tax information from Winnebago County and Ogle County, parcel tax maps, historical aerial photos, site data, local history (including discussions with City staff), and an evaluation of area-wide factors that have affected the area's development (e.g., obsolete platting, environmental factors, etc.).
- 3) The proposed TIF District was examined to assess the applicability of the different factors, required for qualification for TIF designation under the Act. Evaluation was made by reviewing the information and determining how each measured when evaluated against the relevant factors. The parcels within the proposed TIF District were examined to determine the applicability of the thirteen (13) different improved land factors for qualification, the six (6) different stand-alone vacant land factors for qualification, as well as the six (6) different blighted-vacant factors for TIF designation under the Act listed herein.

IV. PRECONDITIONS TO FINDINGS

At the time of this study, some of the parcels within the Study Area are not annexed into the City. All procedures necessary to complete annexation of said parcels would need to be completed prior to adoption of ordinances forming a TIF district for the Study Area. Additionally, said parcels would need to be zoned in accordance with the comprehensive plan. Parcels within the Study Area have been and are being commercially farmed. As a result, subdivision and re-platting of the parcels will be required prior to designation as a TIF district (or the City will find that the subject parcels are deemed by the City to be subdivided in the manner determined pursuant to the TIF Act). Ryan assumes that the forementioned preconditions will be completed prior to any formal adoption of the TIF district for the Study Area.

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V. QUALIFICATION FINDINGS FOR PROPOSED RPA

Based upon Ryan’s preliminary evaluation of parcels in the proposed RPA and analysis of each of the eligibility factors summarized in Section II, the following factors are found to be present within the proposed RPA in support for the area’s qualification as “vacant.” These factors are summarized in the table below.

Summary of TIF-Qualifying Factors

Designation	Maximum Possible Factors per Statute	Minimum Factors Needed to Qualify per Statute	Qualifying Factors Present in the Proposed Study Area
Conservation Area Factors	13	3	4 <ul style="list-style-type: none"> • Deterioration of structures or site improvements • Lack of Community Planning • Lag in EAV • Inadequate Utilities
Blighted-Vacant Factors	6	2	2 <ul style="list-style-type: none"> • Deterioration of structures or site improvements in neighboring areas adjacent to the vacant land • Lag in EAV
Stand-Alone Vacant Factors	6	1	1 <ul style="list-style-type: none"> • Chronic Flooding

*Subject to change. All findings will require additional due diligence for final qualification report

Findings for the Proposed RPA: Blighted-Vacant Area Factors:

Pursuant to the TIF Act, the vacant land, if commercially farmed, must be sub-divided prior to TIF Designation. Such procedures will need to be coordinated with the City and property owners.

IMPROVED AREA FACTORS – CONSERVATION AREA

A. Threshold Qualification

Age. Based upon site surveys and Winnebago County, Ogle County, and City data, all of the structures in the improved portion of the RPA were found to be thirty-five (35) years of age or older.

B. Other Conservation Factors (must include three or more factors under the Act)

1) Deterioration

The Act states, “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.

The RPA shows signs of deterioration in both site improvements and building structures. Various degrees of deterioration were identified throughout the area, ranging from minor to extremely severe. These indicators of deterioration were found distributed throughout the RPA.

Surface Improvements:

Site improvements within the RPA were observed to possess the following signs of deterioration:

- Extensively cracked and crumbling asphalt pavement, along with potholes and other settlement in parking lot areas and driveways, requiring re-surfacing.
- Weed and vegetation growth in cracked pavement and/or loose pavement material in parking lot areas and driveways.
- Faded and cracked parking space striping and curb caution paint, requiring re-painting.
- Crumbling curb and gutter throughout parking areas and approaches, requiring removal and replacement.
- Cracked public and private service walks with weed growth.

Building Improvements:

Building deterioration was found to consist of cracked or damaged exterior building surfaces including masonry facades in need of tuckpointing, faded and peeling trim paint, deteriorated windows or doors or window/door frames, rusted metal service doors, rusted metal fencing, and damaged gutters or downspouts, for example.

2) Lag in Equalized Assessed Valuation (EAV)

The Act states, “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 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”.

The total Equalized Assessed Value (“EAV”) of the improved portion of the RPA increased at an annual rate that lagged behind the balance of the City’s EAV for three (3) of the last five (5) years.

PIN	2024	2023	2022	2021	2020
Improved Area RPA EAV	\$161,436	\$148,301	\$136,922	\$127,375	\$119,499
Percentage of Change	8.86%	8.31%	7.50%	6.59%	40.71%
City EAV	\$2,499,330,496	\$2,195,634,574	\$1,962,696,563	\$1,798,140,447	\$1,699,060,755
Less TIF RPA	\$2,499,169,060	\$2,195,486,273	\$1,962,559,641	\$1,796,013,072	\$1,698,941,256
Percentage of Change	13.83%	11.87%	9.15%	5.83%	5.11%
CPI	2.90%	4.10%	8.0%	4.7%	1.2%

Lagging/Declining years are indicated.
 Source: Winnebago County and U.S. Bureau of Labor Statistics

3) Lack of Community Planning

The Act states that if the proposed Redevelopment Project Area was developed prior to or without the benefit or guidance of a community plan the factor is present. This factor must be documented by evidence of adverse or incompatible land-use relationships, inadequate street layout, improper subdivision, parcels of inadequate shape and size to meet contemporary development standards or other evidence demonstrating an absence of effective community planning. The City published its first Comprehensive Plan in 1972. However, half (50%) of the structures in the RPA were already developed by the time the planning process started. Furthermore, the entirety of the RPA was only annexed into the Village in early 2012 and thus was developed without the guidance of the City’s comprehensive planning.

In addition to the age of the structures, the current residential structures constitute an existing non-conforming land use. According to the City’s Comprehensive Plan (2023), all of the land in the RPA is currently zoned I-2: General Industrial Zoning District. As such, these structures currently are or will become incompatible with the surrounding land uses as the RPA continues to develop. All of these factors constitute a lack of community planning.

4) Inadequate Utilities

The Act states that those overhead or underground utilities that are lacking, insufficient, deteriorated, antiquated, obsolete or in disrepair and considered inadequate. Also, those utilities that lack the capacity to meet future development demands are considered inadequate.

According to City staff, the study area exhibits a number of infrastructure deficiencies requiring remedy to meet future development demand. In order to accommodate planned redevelopment, the City reports that the study area will require the following areas of improvements:

Electric:

ComEd has a large substation approximately 3 miles north of the site, and distribution facilities to the east. Distribution lines run north from the distribution facility parallel to North Junction Road and connect to power lines running east and west along Edson Road, functionally bisecting the Study Area. Any future development would need to extend power lines to service the required capacity demand.

Water:

Similarly to the electrical transmission, the City of Rockford's 16" water main runs north to south just east of North Junction Road. According to City staff, an extension of this water main east would be required to adequately service development in the Study Area.

Sanitary Sewer:

In addition to the water main, the utilities corridor to the east of North Junction Road also serves to provide the area with sanitary sewer. According to City staff, current City ordinance would require a trunk sewer to be extended to the upstream property line to the west of the proposed Study Area. This extension is needed to provide adequate capacity service.

The report from the City demonstrates a clear finding of inadequate utilities for the South Rockford Industrial TIF.

BLIGHTED VACANT AREA

The RPA qualifies as a “blighted-vacant area” pursuant to the TIF Act. Currently, the vacant land area lacks economic viability for development due to certain adverse conditions. As a result, it prevents or threatens to prevent the beneficial economic and physical development of properties the community deems essential to its overall economic health. In the opinion of Ryan, the subject vacant land meets the requirements for designation as a blighted-vacant area under the TIF Act.

VACANT BLIGHTED AREA - STAND ALONE FACTOR

Based upon evaluation of certain parcels in the proposed RPA, as well as assistance and analysis by Place Foundry, Ryan has determined that the RPA qualifies as “blighted vacant” pursuant to the TIF Act, due to the presence of the following factors being present.

- 1) *Chronic Flooding.*** The RPA qualifies under the TIF Act using a single stand-alone factor of Chronic Flooding. The TIF Act provides that if an 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” and “the redevelopment project provides for facilities or improvements to contribute to the alleviation of all or part of the flooding,” then a finding of chronic flooding can be made.

According to the professional engineering team at Place Foundry, the entire approximately one thousand six hundred and seventy-nine (1,679) acre Study Area is adversely impacted by the existence of chronic flooding that is due to the influence of an undesignated tributary related to various waterways, which flow through all or portions of the property, which is also located within RPA. Place Foundry reports property influences adverse impacts such as (but not limited to) reduction of developable property, and the imposition of limitations related to the placement of stormwater drainage and storage facilities on the property.

VACANT AREA FACTORS – BLIGHTED AREA

The RPA is found to also qualify as a “blighted vacant” area under the Act, since certain qualification factors were found to apply to the tax parcels.

- 1) Deterioration of Structures or Site Improvements in Area Adjacent to the Vacant Land**

This finding is defined as the presence of deterioration of structures or site improvements in neighboring areas adjacent to vacant land. Various degrees of deterioration were identified throughout the surrounding area ranging from minor

to severe. These indicators of deterioration were found distributed throughout the Proposed RPA.

Ryan determined that the site improvements and the structures in the surrounding area contained the following signs of deterioration:

- Extensively cracked and crumbling asphalt pavement, along with potholes and other settlement in roadway, parking lot areas and driveways, requiring re-surfacing
- Weed and vegetation growth in cracked pavement and/or loose pavement material
- Faded and cracked parking space striping and curb caution paint, requiring re-painting
- Crumbling curb and gutter throughout parking areas and approaches, requiring removal and replacement
- Cracked public walks with weed growth

Building deterioration was found to consist of cracked or damaged exterior building surfaces including masonry facades in need of tuckpointing, faded and peeling trim paint, deteriorated windows or doors or window/door frames, rusted metal service doors, rusted metal fencing, and damaged gutters or downspouts, for example.

2) Lag in Equalized Assessed Valuation (EAV)

The Act states, “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 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”.

The total Equalized Assessed Value (“EAV”) of the vacant portion of the RPA increased at an annual rate that lagged behind the balance of the City’s EAV for three (3) of the last five (5) years.

PIN	2024	2023	2022	2021	2020
Vacant Area RPA EAV	\$949,880	\$865,641	\$790,192	\$724,980	\$668,532
Percentage of Change	9.73%	9.55%	9.00%	8.44%	14.03%
City EAV	\$2,499,330,496	\$2,195,634,574	\$1,962,696,563	\$1,798,140,447	\$1,699,060,755
Less TIF RPA	\$2,498,380,616	\$2,194,768,933	\$1,961,906,371	\$1,797,415,467	\$1,698,392,223
Percentage of Change	13.83%	11.87%	9.15%	5.83%	5.11%
CPI	2.90%	4.10%	8.0%	4.7%	1.2%

Lagging/Declining years are **indicated**.

Source: Winnebago County and U.S. Bureau of Labor Statistics

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VI. OVERALL SUMMARY OF ADDITIONAL FINDINGS; GENERAL ASSESSMENT OF QUALIFICATION; NEXT STEPS

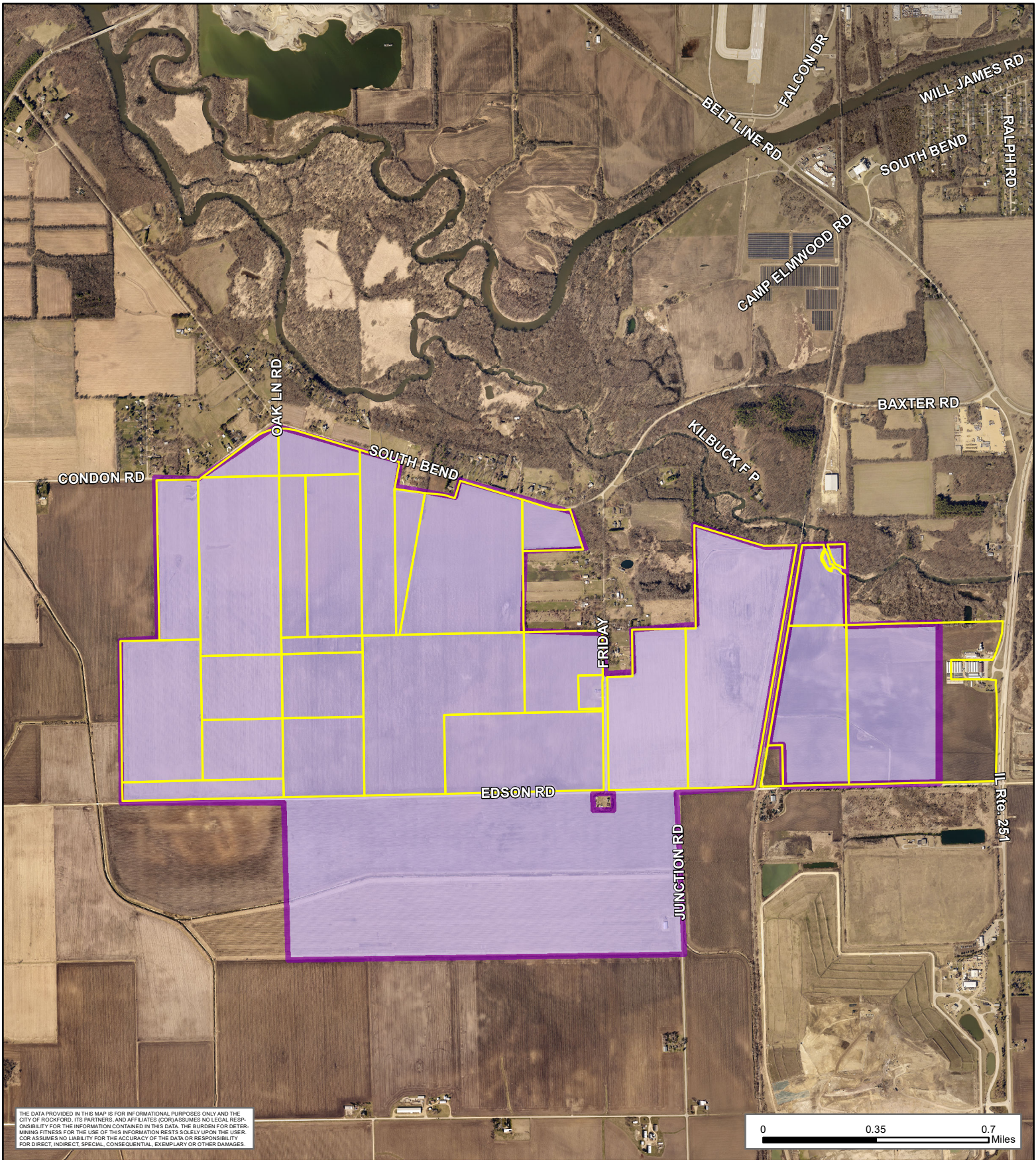
The following is a summary of relevant qualification findings as it relates to the City potentially designating the Study Area as a TIF District.

- The area is contiguous and is greater than 1½ acres in size.
- The proposed RPA will qualify as a blighted-vacant area. The vacant factors present throughout the RPA as documented herein, are present to a meaningful extent and are evenly distributed throughout the RPA. A more detailed analysis of the qualification findings is outlined in Section V of this report.
- All property in the area would substantially benefit by the proposed redevelopment project improvements.
- The sound growth of taxing districts applicable to the area, including the City, has been impaired by the factors found present in the area; and
- The area would not be subject to redevelopment without the investment of public funds, including property tax increments.

In the judgment of Ryan, these preliminary findings support the case for the City to initiate a formal process to consider the area as a TIF District.

APPENDIX 1

Proposed TIF District Boundary Map



THE DATA PROVIDED IN THIS MAP IS FOR INFORMATIONAL PURPOSES ONLY AND THE CITY OF ROCKFORD, ITS PARTNERS, AND AFFILIATES (COR) ASSUMES NO LEGAL RESPONSIBILITY FOR THE INFORMATION CONTAINED IN THIS DATA. THE BURDEN FOR DETERMINING FITNESS FOR THE USE OF THIS INFORMATION RESTS SOLELY UPON THE USER. COR ASSUMES NO LIABILITY FOR THE ACCURACY OF THE DATA OR RESPONSIBILITY FOR DIRECT, INDIRECT, SPECIAL, CONSEQUENTIAL, EXEMPLARY OR OTHER DAMAGES.

South Rockford Industrial TIF



 South Rockford Industrial TIF



Map Developed: November

APPENDIX 2

List of Parcels in Proposed TIF District

South Rockford Industrial TIF Parcel List

1533100006
1528477002
1533200007
1533200008
1533200005
1534101001
1534101003
1534126004
1534200005
1533400006
1533300002
1533400005
1533400002
1534300001
1534400004
1534400005
1533400003
1533300004
1533400004
1534300002
1104200003
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1103100004
1534400003
1535300001
1535300004
1535100004
1535300005
1535400003



To: Ald. Janessa Wilkins, Chair, Planning & Development Committee

Cc: Mayor Thomas McNamara
City Council

From: Anna Carlson, Economic Development Manager

RE: Adoption of the Ordinance to Terminate the Global Trade Park South TIF and Ordinances for the South Rockford Industrial TIF

Date: June 22, 2026

The City of Rockford has been working with Ryan LLC complete the qualification and redevelopment plan for a proposed new South Rockford Industrial Tax Increment Financing District.

With the assistance of Ryan and in conformance with the Illinois TIF Act, the City of Rockford has completed the following procedures in connection to the proposed designation of the South Rockford Industrial TIF District:

1. On February 23, 2026 Ryan delivered for placement with the City's Legal Department a TIF Plan and TIF Eligibility Report that demonstrated that the proposed TIF District met all of the criteria required for its designation under TIF Law.
2. The proposed TIF District, as proposed for designation, was added to the City's Interested Parties Registry and Rules filings on February 1, 2026.
3. The Public Hearing and Joint Review Board (JRB) Resolution for the proposed TIF District was adopted on March 2, 2026.
4. Legal notices regarding the public hearing and Joint Review Board (JRB) were sent by certified mail to all affected taxing districts and the Illinois Department of Commerce and Economic Opportunity on March 9, 2026.
5. Notices regarding the City's intent to consider adoption of the proposed TIF District were sent out by regular mail to residential properties located within 750' of TIF boundaries on March 16, 2026.

6. The Joint Review Board (JRB) for the proposed TIF District was duly convened by the City on March 31, 2026. At the meeting, the JRB members were presented with an overview of both the TIF Plan and the TIF Eligibility Report pursuant to State law.

The JRB consists of the following members:

- The City;
- The County of Winnebago;
- Rockford Park District;
- Rockford Township;
- Rockford School District No. 205;
- Meridian School District No. 223;
- Scott Township;
- The County of Ogle;
- Rock Valley College; and
- A public member.

Members present and participating in the JRB proceedings included all members except for Rockford Township, Scott Township, and Ogle County.

At the meeting, the JRB members present voted 6-0 to recommend that the City proceed with the designation of the proposed TIF District. Meridian School District No. 223 abstained from voting.

7. Legal notices regarding the public hearing were sent out by certified mail to all property owners of record of March 31, 2026.
8. Publication of the legal notice regarding the public hearing was placed in the local newspaper, in the manner proscribed by State law, on April 14, 2026 and April 15, 2026.
9. A public hearing in Rockford City Council Chambers was started on May 11, 2026 and concluded May 21, 2026 and verbal and written comments are part of the record.

At the public hearing, Ryan LLC provided a review of the TIF eligibility report and plan.

Qualification Factors

Conservation Area

- 100% of structures over 35 years

- 4 of the 13 qualifying area are present: Deterioration, Lack of Community Planning, Inadequate Utilities, & Lag or Decline in EAV.

Blighted Vacant Area

- Chronic Flooding (standalone factor)
- 2 of the 6 qualifying factors are present: Deterioration of Adjacent Structures and Lag of Decline in EAV.

Redevelopment Plan and Project

- The redevelopment plan area is planned to support a mix of industrial, commercial, and business park uses, along with public infrastructure improvements needed to enable redevelopment.

Comments at the public hearing included concerns regarding water usage, electrical capacity, industrial development near residential and natural areas, industrial development near forest preserves, and potential projects – specifically concern about a data center locating in the area.

The South Rockford Industrial TIF District is to support industrial growth benefiting from its location at a rail line, highway/interstate system, and proximity to the Chicago Rockford International Airport. With the comments received during the public hearing, the ordinances approving the South Rockford TIF District state that TIF Funds, public subsidies, and tax increment revenue available through South Rockford TIF District is prohibited to be used to incentivize Data Centers.

Staff is now presenting for City Council consideration the following attached ordinances:

1. An Ordinance for the Termination of the Global Trade Park South Redevelopment Project Area and the Dissolution of the Special Tax Allocation Fund for Global Trade Park South Tax Increment Financing District;
2. An Ordinance Approving the South Rockford Industrial Tax Increment Financing District Redevelopment Project Area;
3. An Ordinance Designating the South Rockford Industrial Redevelopment Project Area;
4. An Ordinance Adopting Tax Increment Allocation Financing for The South Rockford Industrial Redevelopment Project Area.

Please contact me with any questions at 779.348.7449

COMMITTEE REPORT

TO THE CITY COUNCIL OF THE CITY OF ROCKFORD:

Council Members:

The Committee on Planning and Development, to whom was referred the matter of an Ordinance Designating the South Rockford Industrial Redevelopment Project Area, hereby begs leave to report **recommending approval** of the request as recommended.

Janessa Neal (Chair)

Tim Durkee (Vice Chair)

Karen Hoffman

Dawn Granath

Gina Meeks

Committee Action Taken: January 5, 2026

Neal: Ayes:___ Nays:___ Absent:___
Durkee: Ayes:___ Nays:___ Absent:___
Hoffman: Ayes:___ Nays:___ Absent:___
Granath: Ayes:___ Nays:___ Absent:___
Meeks: Ayes:___ Nays:___ Absent:___

ORDINANCE NO. 2026-____-O____

AN ORDINANCE OF THE CITY OF ROCKFORD, WINNEBAGO AND OGLE COUNTIES, ILLINOIS, DESIGNATING THE SOUTH ROCKFORD INDUSTRIAL REDEVELOPMENT PROJECT AREA PURSUANT TO THE TAX INCREMENT ALLOCATION REDEVELOPMENT ACT

WHEREAS, the City of Rockford, Winnebago and Ogle Counties, Illinois (the "*City*"), is a duly organized and existing municipal corporation created under the provisions of the laws of the State of Illinois and under the provisions of the Illinois Municipal Code, as from time to time supplemented and amended; and

WHEREAS, it is desirable and in the best interest of the citizens of the City of Rockford, Winnebago and Ogle Counties, Illinois, for the City to implement tax increment allocation financing pursuant to the Tax Increment Allocation Redevelopment Act, Division 74.4 of Article 11 of the Illinois Municipal Code, as amended (the "*Act*"), for proposed South Rockford Industrial redevelopment plan and redevelopment project (the "*Plan and Project*") within the municipal boundaries of the City within a proposed redevelopment project area (the "*Area*") described in Section 2 of this Ordinance; and

WHEREAS, pursuant to the Act, it is the intent of the City to encourage only projects that meet the economic development goals and objectives of the City, and that also show a demonstrated need for economic development incentives to proceed in a manner required to fulfill such economic development goals and objectives of the City; and

WHEREAS, the City Council has determined that "Data Centers" (as defined herein) place a significant, disproportionate demand on local energy grids, water resources, and sewer

infrastructure while generating comparatively minimal long-term employment relative to the public investment and infrastructure costs justified and required; and

WHEREAS, based upon comments received during said public hearings, the City Council desires to explicitly state that the South Rockford Industrial TIF Redevelopment Plan is not intended to deploy the use of TIF funds, public subsidies, and tax increment revenues to support, subsidize, or incentivize the development of Data Centers, and therefore the use of TIF funds for such purpose is hereby prohibited; and

WHEREAS, the Corporate Authorities have heretofore by ordinance approved the Plan and Project, which Plan and Project were identified in such ordinance and were the subject, along with the Area designation hereinafter made, of a public hearing held on May 11, 2026, and on May 21, 2026, and it is now necessary and desirable to designate the Area as a redevelopment project area pursuant to the Act.

NOW, THEREFORE, BE IT ORDAINED by the Mayor and City Council of the City of Rockford, Winnebago and Ogle Counties, Illinois, as follows:

SECTION 1. *Recitals* That the above recitals and findings are found to be true and correct and are hereby incorporated herein and made a part hereof, as if fully set forth in their entirety.

SECTION 2. *Definitions.* For the purposes of this Ordinance, a "Data Center" shall mean any facility, campus, or portion thereof used primarily for housing, managing, and operating centralized computer servers, data storage devices, network switching equipment, and associated cooling and power infrastructure, including but not limited to server farms, cloud computing facilities, and artificial intelligence (AI) training centers. This definition shall not include traditional telecommunications switching facilities or local corporate/institutional network rooms.

SECTION 3. *Ineligible Uses and Projects.* No TIF increment revenues, TIF notes, property tax rebates, sales tax exemptions, or any other financial assistance or public subsidies authorized

under the Illinois Tax Increment Allocation Redevelopment Act (65 ILCS 5/11-74.4-1 *et seq.*) shall be approved, granted, or allocated to any developer, property owner, or operator of a Data Center within the South Rockford Industrial TIF District.

SECTION 4. *Area Designated.* That the Area, as legally described in EXHIBIT A, a copy of which is attached hereto and made a part hereof, as if fully set forth in its entirety, is hereby designated as a redevelopment project area pursuant to Section 11-74.4-4 of the Act. The general street location for the Area is described in EXHIBIT B, a copy of which is attached hereto and made a part hereof, as if fully set forth in its entirety. The map of the Area is depicted on EXHIBIT C, a copy of which is attached hereto and made a part hereof, as if fully set forth in its entirety.

SECTION 5. *Severability.* This Ordinance, and its parts, is declared to be severable and if any section, clause, provision, or portion thereof of this Ordinance is declared invalid, the invalidity thereof shall not affect the validity of any other provisions of this Ordinance which shall remain in full force and effect.

SECTION 6. *Superseder.* All ordinances, resolutions, motions, or orders in conflict with any provision of this Ordinance are, to the extent of such conflict, hereby repealed.

SECTION 7. *Effective Date.* This Ordinance shall be in full force and effect upon its passage, approval and publication as provided by law.

PASSED BY THE MAYOR AND THE CITY COUNCIL of the City of Rockford, Illinois, at a regular meeting thereof on the _____ day of _____, 2026, and approved by me as Mayor on the same day.

VOTING AYE: _____

VOTING NAY: _____

ABSENT: _____

ABSTAIN: _____

APPROVED: _____, 2026

MAYOR

ATTESTED:

LEGAL DIRECTOR

PASSED:

APPROVED:

PUBLISHED:

ATTESTED and FILED in my office this _____ day of _____, 2026, and published in pamphlet form this _____ day of _____, 2026 by order of the City Council of the City of Rockford, Illinois.

Legal Director and ex officio
Keeper of the Records and Seal

**APPROVED AND
RECOMMENDED BY:**

Angela L. Hammer, Legal Director

EXHIBIT A

LEGAL DESCRIPTION

DRAFT

EXHIBIT B

GENERAL STREET LOCATION

DRAFT

EXHIBIT C

MAP OF REDEVELOPMENT PROJECT AREA

DRAFT

STATE OF ILLINOIS)
) SS
COUNTIES OF WINNEBAGO AND OGLE)

I, **ANGELA L. HAMMER**, Legal Director and ex officio Keeper of the Records and Seal of the City of Rockford, County of Winnebago, State of Illinois, do hereby certify that the foregoing is a true and correct copy of the *City of Rockford Ordinance Designating the South Rockford Industrial Redevelopment Project Area Pursuant to the Tax Increment Allocation Redevelopment Act, Ordinance No: 2026-__-O* approved by the City Council of the City of Rockford at its meeting held on _____, _____, 2026.

IN WITNESS WHEREOF, I hereunto set my hand and affixed the Corporate Seal of the City of Rockford, Illinois this ____ day of _____, 2026.

ANGELA L. HAMMER, Interim Legal Director and ex officio Keeper of the Records and Seal

(SEAL)



To: Ald. Janessa Wilkins, Chair, Planning & Development Committee

Cc: Mayor Thomas McNamara
City Council

From: Anna Carlson, Economic Development Manager

RE: Adoption of the Ordinance to Terminate the Global Trade Park South TIF and Ordinances for the South Rockford Industrial TIF

Date: June 22, 2026

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The JRB consists of the following members:

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- The County of Winnebago;
- Rockford Park District;
- Rockford Township;
- Rockford School District No. 205;
- Meridian School District No. 223;
- Scott Township;
- The County of Ogle;
- Rock Valley College; and
- A public member.

Members present and participating in the JRB proceedings included all members except for Rockford Township, Scott Township, and Ogle County.

At the meeting, the JRB members present voted 6-0 to recommend that the City proceed with the designation of the proposed TIF District. Meridian School District No. 223 abstained from voting.

7. Legal notices regarding the public hearing were sent out by certified mail to all property owners of record of March 31, 2026.
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- 100% of structures over 35 years

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- Chronic Flooding (standalone factor)
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- The redevelopment plan area is planned to support a mix of industrial, commercial, and business park uses, along with public infrastructure improvements needed to enable redevelopment.

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3. An Ordinance Designating the South Rockford Industrial Redevelopment Project Area;
4. An Ordinance Adopting Tax Increment Allocation Financing for The South Rockford Industrial Redevelopment Project Area.

Please contact me with any questions at 779.348.7449

COMMITTEE REPORT

TO THE CITY COUNCIL OF THE CITY OF ROCKFORD:

Council Members:

The Committee on Planning and Development, to whom was referred the matter of an Ordinance Adopting Tax Increment Allocation Financing for the South Rockford Industrial Redevelopment Project Area, hereby begs leave to report **recommending approval** of the request as recommended.

Janessa Neal (Chair)

Tim Durkee (Vice Chair)

Karen Hoffman

Dawn Granath

Gina Meeks

Committee Action Taken: January 5, 2026

Neal: Ayes:___ Nays:___ Absent:___
Durkee: Ayes:___ Nays:___ Absent:___
Hoffman: Ayes:___ Nays:___ Absent:___
Granath: Ayes:___ Nays:___ Absent:___
Meeks: Ayes:___ Nays:___ Absent:___

ORDINANCE NO. 2026-____-O

**AN ORDINANCE OF THE CITY OF ROCKFORD,
WINNEBAGO AND OGLE COUNTIES, ILLINOIS,
ADOPTING TAX INCREMENT ALLOCATION FINANCING
FOR THE SOUTH ROCKFORD INDUSTRIAL
REDEVELOPMENT PROJECT AREA**

WHEREAS, the City of Rockford, Winnebago and Ogle Counties, Illinois (the "*City*"), is a duly organized and existing municipal corporation created under the provisions of the laws of the State of Illinois and under the provisions of the Illinois Municipal Code, as from time to time supplemented and amended; and

WHEREAS, it is desirable and in the best interest of the citizens of the City of Rockford, Winnebago and Ogle Counties, Illinois, for the City to implement tax increment allocation financing pursuant to the Tax Increment Allocation Redevelopment Act, Division 74.4 of Article 11 of the Illinois Municipal Code, as amended (the "*Act*"), and

WHEREAS, the City has heretofore approved a redevelopment plan and project (the "*Plan and Project*") as required by the Act by passage of an ordinance and has heretofore designated a redevelopment project area (the "*Area*") as required by the Act by the passage of an ordinance and has otherwise complied with all other conditions precedent required by the Act.

NOW, THEREFORE, BE IT ORDAINED by the Mayor and City Council of the City of Rockford, Winnebago and Ogle Counties, Illinois, as follows:

SECTION 1. Recitals. That the above recitals and findings are found to be true and correct and are hereby incorporated herein and made a part hereof, as if fully set forth in their entirety.

SECTION 2. Definitions. For the purposes of this Ordinance, a "Data Center" shall mean any

facility, campus, or portion thereof used primarily for housing, managing, and operating centralized computer servers, data storage devices, network switching equipment, and associated cooling and power infrastructure, including but not limited to server farms, cloud computing facilities, and artificial intelligence (AI) training centers. This definition shall not include traditional telecommunications switching facilities or local corporate/institutional network rooms.

SECTION 3. *Ineligible Uses and Projects.* No TIF increment revenues, TIF notes, property tax rebates, sales tax exemptions, or any other financial assistance or public subsidies authorized under the Illinois Tax Increment Allocation Redevelopment Act (65 ILCS 5/11-74.4-1 *et seq.*) shall be approved, granted, or allocated to any developer, property owner, or operator of a Data Center within the South Rockford Industrial TIF District.

SECTION 4. *Tax Increment Financing Adopted.* That tax increment allocation financing is hereby amended to pay redevelopment project costs as defined in the Act and as set forth in the Plan and Project within the Area as legally described in EXHIBIT A, a copy of which is attached hereto and made a part hereof, as if fully set forth in its entirety. The general street location for the Area is described in EXHIBIT B, a copy of which is attached hereto and made a part hereof, as if fully set forth in its entirety. The map of the Area is depicted in EXHIBIT C, a copy of which is attached hereto and made a part hereof, as if fully set forth in its entirety.

SECTION 5. *Allocation of Ad Valorem Taxes.* That pursuant to the Act, the ad valorem taxes, if any, arising from the levies upon taxable real property in the Area by taxing districts and tax rates determined in the manner provided in Section 11-74.4-9(c) of the Act each year after the effective date of this Ordinance until the Project costs and obligations issued in respect thereto have been paid shall be divided as follows:

a. That portion of taxes levied upon each taxable lot, block, tract, or parcel of real property that is attributable to the lower of the current equalized assessed value or the initial

equalized assessed value of each such taxable lot, block, tract, or parcel of real property in the Area shall be allocated to and when collected shall be paid by the Counties collector to the respective affected taxing districts in the manner required by law in the absence of the adoption of tax increment allocation financing.

b. That portion, if any, of such taxes that is attributable to the increase in the current equalized assessed valuation of each lot, block, tract, or parcel of real property in the Area which shall be deposited into a special fund, hereby created, and designated the " South Rockford Industrial Redevelopment Project Area Special Tax Allocation Fund" of the City and such taxes shall be used for the purpose of paying Project costs and obligations incurred in the payment thereof.

SECTION 6. *Severability.* This Ordinance, and its parts, is declared to be severable and if any section, clause, provision, or portion thereof of this Ordinance is declared invalid, the invalidity thereof shall not affect the validity of any other provisions of this Ordinance which shall remain in full force and effect.

SECTION 7. *Superseder.* All ordinances, resolutions, motions, or orders in conflict with any provision of this Ordinance are, to the extent of such conflict, hereby repealed.

SECTION 8. *Effective Date.* This Ordinance shall be in full force and effect upon its passage, approval and publication as provided by law.

PASSED BY THE MAYOR AND THE CITY COUNCIL of the City of Rockford, Illinois, at a regular meeting thereof on the _____ day of _____, 2026, and approved by me as Mayor on the same day.

VOTING AYE: _____

VOTING NAY: _____

ABSENT: _____

ABSTAIN: _____

APPROVED: _____, 2026

MAYOR

ATTESTED:

LEGAL DIRECTOR

PASSED:

APPROVED:

PUBLISHED:

ATTESTED and **FILED** in my office this _____ day of _____, 2026, and published in pamphlet form this _____ day of _____, 2026 by order of the City Council of the City of Rockford, Illinois.

Legal Director and ex officio
Keeper of the Records and Seal

**APPROVED AND
RECOMMENDED BY:**

Angela L. Hammer, Legal Director

Exhibit A
LEGAL DESCRIPTION

DRAFT

EXHIBIT B

GENERAL STREET LOCATION

DRAFT

EXHIBIT C

MAP OF REDEVELOPMENT PROJECT AREA

DRAFT

STATE OF ILLINOIS)
) SS
COUNTIES OF WINNEBAGO AND OGLE)

I, **ANGELA L. HAMMER**, Legal Director and ex officio Keeper of the Records and Seal of the City of Rockford, County of Winnebago, State of Illinois, do hereby certify that the foregoing is a true and correct copy of the *City of Rockford Ordinance Adopting Tax Increment Financing For the South Rockford Industrial Project Area, Ordinance No: 2026-__-O* approved by the City Council of the City of Rockford at its meeting held on _____, _____, 2026.

IN WITNESS WHEREOF, I hereunto set my hand and affixed the Corporate Seal of the City of Rockford, Illinois this ____ day of _____, 2026.

ANGELA L. HAMMER, Legal Director and ex officio Keeper of the Records and Seal

(SEAL)



To: Ald. Janessa Wilkins, Chair, Planning & Development Committee

Cc: Mayor Thomas McNamara
City Council

From: Anna Carlson, Economic Development Manager

RE: Proposed program to address vacant storefronts

Date: June 22, 2026

For your consideration is the implementation of the Spaces to Places Program, which is intended to reduce commercial vacancies and support small business growth by providing temporary rent assistance for new or expanding businesses. The Program helps lower the financial barrier of entry for entrepreneurs while increasing foot traffic, activating underutilized space, and strengthening the overall vibrancy of Rockford.

The Program goals are to fill vacant storefronts, encourage new business openings, support small and local entrepreneurs, and create more active and inviting commercial areas. The City will reimburse security deposits and 50% of rent for up to 12 months for a total funding level of up to \$20,000 per business. Eligible businesses have a customer-facing activity and the space must be the business' first or second location. Current eligible areas are covered by a business district. Areas not currently covered by an existing business district association would become eligible when a business district association is established under the BADGE Program. Program participants must work with a small business resource center such as Think Big!, Small Business Development Center, business district association, or other organization or consultant pre-approved by the City. As a result, some eligible areas may receive more funding than others if they generate a greater number of approved applications. The City will not withhold available funding to preserve funds for areas that do not have eligible projects ready to proceed.

The Program will have \$300,000 designated from 2026 and 2027 Casino Funds. Funding will be approved on a first-come, first-serve basis to eligible applicants and properties that have received pre-approval on their applications. The Program aims to support the activation of at least three vacant storefronts in each eligible area, and those that become eligible under the BADGE Program. The City intent is to fully obligate and expend all Program Funding to maximize storefront activation and economic impact. As a result, some eligible areas may receive more funding than others if they generate a greater number of approved applications. The City will not withhold available funding to preserve funds for areas that do not have eligible projects ready to proceed.

RECOMMENDATION FOR RESOLUTION

TO THE CITY COUNCIL OF THE CITY OF ROCKFORD:

Council Members:

The Committee on Planning and Development having received a request hereby begs leave to report recommending **approval** of the proposed Spaces to Places Program, which is intended to reduce commercial vacancies and support small business growth by providing temporary rent assistance for new or expanding businesses. The City will reimburse security deposits and 50% of rent for up to 12 months for a total funding level of up to \$20,000 per business. The Program will have \$300,000 designated from 2026 and 2027 Casino Funds. The Legal Director shall prepare the appropriate resolution.

Janessa Neal (Chair)

Tim Durkee (Vice Chair)

Karen Hoffman

Dawn Granath

Gina Meeks

Committee Action Taken: June 12, 2026

Neal: Ayes:___ Nays:___ Absent:___

Durkee: Ayes:___ Nays:___ Absent:___

Hoffman: Ayes:___ Nays:___ Absent:___

Granath: Ayes:___ Nays:___ Absent:___

Meeks: Ayes:___ Nays:_____ Absent:_____

RESOLUTION NO. 2026-____-R
RESOLUTION APPROVING THE CREATION OF THE
SPACES TO PLACES PROGRAM
TO SUPPORT VACANT STOREFRONT ACTIVATION

WHEREAS, the City of Rockford (the "City") seeks to reduce commercial vacancies, encourage new business openings, support small and local entrepreneurs, increase foot traffic, activate underutilized commercial space, and strengthen the overall vibrancy of commercial areas within the City of Rockford; and

WHEREAS, the City desires to create the Spaces to Places Program (the "Program") to provide temporary rent assistance to eligible new or expanding businesses locating in currently vacant storefronts in specified commercial areas of the City; and

WHEREAS, under the Program, eligible businesses may receive reimbursement of security deposits and fifty percent (50%) of rent for up to twelve (12) months, not to exceed a total funding level of Twenty Thousand Dollars (\$20,000.00) per business, subject to the Program requirements and availability of funds; and

WHEREAS, eligible businesses must lease and occupy currently vacant ground-floor commercial storefronts, secure a lease with the property owner, and engage with a small business resource such as Think Big!, the Small Business Development Center, a business district association, or another City-approved organization or consultant, and the identified storefront must be the business's first or second location, must not have been previously leased by the applicant, and must not be used as a replacement location for a business that terminates an existing lease to participate in the program; and

WHEREAS, eligible properties must be ground-floor commercial storefronts that are commercially zoned, current on property taxes, and vacant for at least six (6) months; and

WHEREAS, the Program will initially be available in commercial areas covered by an existing business district association, including the Downtown/River District, North Main/North End, South Main/SWIFTT, 7th Street/Midtown, and East State Street from Midtown to Mulford/Miracle Mile, with additional areas eligible upon establishment of a business association under the Business Association Development Grant Engagement Program (BADGE); and

WHEREAS, Three Hundred Thousand Dollars (\$300,000.00) from 2026 and 2027 Casino Funds has been designated for storefront activation assistance, with funding to be approved on a first-come, first-served basis for eligible applicants and properties that receive City pre-approval; and

WHEREAS, Three Hundred Thousand Dollars (\$300,000.00) from 2026 and 2027 Casino Funds has been designated for storefront activation assistance, with funding to be approved on a first-come, first-served basis for eligible applicants and properties that receive City pre-approval; and

WHEREAS, the City intends to obligate and expend available Program funding in a manner that maximizes storefront activation and economic impact, without reserving or allocating funding by geographic area, while working with business district associations, property owners, and community partners to encourage participation throughout eligible areas; and

WHEREAS, the City Council finds that creation of the Program will serve a public purpose by encouraging economic development, business attraction and retention, and the productive use of vacant commercial property within the City of Rockford.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Rockford, Illinois, that the Spaces to Places Program is hereby created and approved in substantially the form described in Exhibit A attached hereto and incorporated herein by reference.

BE IT FURTHER RESOLVED that the Director of Community and Economic Development, or the Director's designee, is authorized to administer the Program, establish and revise program guidelines and application procedures consistent with this Resolution, approve eligible applications subject to available funding, and execute agreements and other documents necessary to implement the Program.

BE IT FURTHER RESOLVED that this Resolution shall be in full force and effect immediately upon its adoption and approval as provided by law.

ADOPTED by the City Council of the City of Rockford, Illinois this ____ day of _____, 2026.

APPROVED by the Mayor of the City of Rockford, Illinois this ____ day of _____, 2026.

Mayor Thomas P. McNamara
City of Rockford, Illinois

ATTEST:

Legal Director
Ex Officio Keeper of the Records and
Seal of the City of Rockford, Illinois

EXHIBIT A
SPACES TO PLACES PROGRAM SUMMARY

The Spaces to Places Program is designed to reduce commercial vacancies and support small business growth by providing temporary rent assistance for new or expanding businesses locating in currently vacant storefronts in eligible commercial areas within the City of Rockford.

Program Element	Summary
Purpose	Fill vacant storefronts; encourage new business openings; support small and local entrepreneurs; and create more active, inviting commercial areas.
Assistance	Reimbursement of security deposits and 50% of rent for up to 12 months, not to exceed \$20,000 per business. Security deposits are reimbursable after the business has remained in the space for 3 months. Monthly rent is reimbursable at 50% upon verification of paid rent and compliance.
Business Eligibility	Customer-facing service businesses, including retail, restaurants, cafes, and experiential uses. The storefront must be the business' first or second location. A prior lessee of the identified space is not eligible, and a business under a current lease may not terminate that lease to move into a new assisted space.
Property Eligibility	Ground-floor commercial storefronts that are commercially zoned, current on property taxes, and vacant for at least 6 months. Property owners are not eligible to apply.
Eligible Areas	Existing business district association areas: Downtown/River District; North Main/North End; South Main/SWIFTT; 7th Street/Midtown; and East State Street from Midtown to Mulford/Miracle Mile. Additional areas may become eligible through BADGE.
Business Requirements	The business owner must enter into an agreement with the City, comply with the lease, pay costs under the lease, submit payment and compliance verification before reimbursement, and engage with Think Big!, the Small Business Development Center, a business district association, or another City-approved resource.
Property Owner Requirements	The property owner must execute and comply with the lease agreement with the participating business.
Funding Administration	Total Program funding is \$300,000, Initially to each District identified in the Resolution and other City economic development funds. Awards are first-come, first-served for eligible applicants and properties receiving City pre-approval. Funding is not allocated or reserved by geographic area.
Program Goal	Activate at least three vacant storefronts in each eligible area and in areas that become eligible through BADGE, subject to eligible applications and available funding.

Rockford's Spaces to Places Program

The Spaces to Places Program is designed to reduce commercial vacancies and support small business growth by providing temporary rent assistance for new or expanding businesses locating in currently vacant storefronts in specific commercial areas within the City of Rockford. The Program helps lower the financial barrier of entry for entrepreneurs while increasing foot traffic, activating underutilized space, and strengthening the overall vibrancy of Rockford.

Program Overview

- Program goals include:
 - o Fill vacant storefronts
 - o Encourage new business openings
 - o Support small and local entrepreneurs
 - o Create more active and inviting commercial areas
- City will reimburse security deposits and 50% of rent for up to 12 months for a total funding level of up to \$20,000 per business.
 - o Security deposit will be reimbursed after business has remained in space for 3 months
 - o Monthly rent will be reimbursed at 50% upon verification of paid rent
- Eligible business must lease and occupy currently vacant ground-floor commercial spaces.
- Business will secure lease with the property owner.
- Business owner must engage with a small business resource, such as Think Big!, Small Business Development Center, or other resource or consultant.

Eligible Businesses

- Service businesses with customer-facing activities
 - o Retail, restaurants, cafes, and experiential uses
- Identified space must be the business' first or second location
 - o Can't be previous lessee
- If a business is under a current lease agreement – they cannot terminate to move into a new space.

Eligible Properties

- Ground-floor commercial storefront
- Current on property taxes
- Vacant for 6+ months
- Commercially zoned
- Property owners are not eligible to apply.

Eligible Areas

- Commercial areas with an existing business district association

- Downtown / River District
- N Main / North End
- S Main / SWIFTT
- 7th St / Midtown
- E State- Midtown to Mulford / Miracle Mile
- Areas not currently covered by an existing business district association, would become eligible when a business district association is established under the BADGE Program.

Business Owner Program Requirement

The Business Owner will enter into an agreement with the City of Rockford that stipulates their responsibilities as part of the Program. They will include at the minimum:

- Engagement with a small business resource center such as Think Big!, Small Business Development Center, business district association, or other organization or consultant pre-approved by the City.
- Adheres to lease agreement.
- Payment of costs under terms of the lease, understanding that the City will reimburse those costs when we have received verification of payment and compliance with the program guidelines

Property Owner Requirements

- Execute lease agreement with participating business.
- Adheres to lease agreement.

Program Funding

- The Program has \$300,000 designated for storefront activation assistance.
- Funding will be approved on a first-come, first-serve basis to eligible applicants and properties that have received pre-approval on their applications.
- The Program aims to support the activation of at least three vacant storefronts in each eligible area, and those that become eligible under the BADGE Program.
- The City intent is to fully obligate and expend all Program Funding to maximize storefront activation and economic impact.
 - Funding is not allocated or reserved by geographic area.
 - While the City seek to achieve activation across all eligible areas, funding decisions will be based on the timing and quality of approved applications rather than predetermined district allocations.
 - As a result, some eligible areas may receive more funding than others if they generate a greater number of approved applications. The City will not withhold available funding to preserve funds for areas that do not have eligible projects ready to proceed.

- The City will work closely with business district associations, property owners, and community partners to encourage participation and support activation efforts throughout all eligible areas.
- Business district associations have received advance notice of the Program to allow time for outreach, engagement, and coordination with property owners and prospective businesses to maximize participation and storefront activation opportunities.