

Central Business District Tax Increment Financing District Central Business District Eligibility Findings Report

Village of Westmont, Illinois



PRELIMINARY DRAFT

September, 2012

Prepared by Teska Associates, Inc.



TABLE OF CONTENTS

Tax Increment Financing	3
Description of the Project Area	4
Existing Conditions	4
Eligibility Findings	4
Age of Structures	6
Dilapidation	7
Obsolescence.....	8
Deterioration.....	10
Presence of Structures Below Minimum Code Standards	12
Illegal Use of Individual Structures.....	13
Lack of Ventilation, Light, or Sanitary Facilities	13
Excessive Vacancies	13
Inadequate Utilities	15
Excessive Land Coverage and Overcrowding of Structures	15
Deleterious Land Use or Layout.....	15
Lack of Community Planning	16
Environmental Remediation Cost Impeding Development.....	16
Decline or Minimal Marginal Increase in the Equalized Assessed Value.....	16
Conclusion	17

TAX INCREMENT FINANCING

The Tax Increment Allocation Redevelopment Act, 65 ILCS 5/11 - 74.4 - 1, et seq., as amended (the "Act"), stipulates specific procedures which must be adhered to in determining the eligibility of a Project Area. A Redevelopment Project Area is defined as:

"..an area designated by the municipality, which is not less in the aggregate than 1 ½ acres and in respect to which the municipality has made a finding that there exist conditions which cause the area to be classified as an industrial park conservation area, or a blighted area or a conservation area, or a combination of both blighted areas and conservation areas" (65 ILCS 5/11-74.4-3(p)).

Section 5/11-74.4-3(a) defines a "blighted area" as:

"any improved or vacant area within the boundaries of a redevelopment project area located within the territorial limits of the municipality where: (1) If improved, industrial, commercial, and residential buildings or improvements are detrimental to the public safety, health, or welfare because of a combination of 5 or more of the following factors: dilapidation; obsolescence; deterioration; presence of structures below minimum code standards; illegal use of individual structures; excessive vacancies; lack of ventilation, light, or sanitary facilities; inadequate utilities; excessive land coverage and overcrowding of structures and community facilities; deleterious land use or layout; lack of community planning; need for environmental remediation; or declining total equalized assessed value."

Section 5/11-74.4-3(a) defines a "conservation area" as:

"...any improved area within the boundaries of a Redevelopment Project Area located within the territorial limits of the municipality in which 50% or more of the structures in the area have an age of 35 years or more. Such an area is not yet a blighted area, but because of a combination of three or more of the following factors is detrimental to the public safety, health, morals, or welfare and such an area may become a blighted area: dilapidation; obsolescence; deterioration; presence of structures below minimum code standards; illegal use of individual structures; excessive vacancies; lack of ventilation, light, or sanitary facilities; inadequate utilities; excessive land coverage and overcrowding of structures and community facilities; deleterious land use or layout; lack of community planning; need for environmental remediation; or declining total equalized assessed value."

Determination of eligibility of the Westmont Central Business District TIF Redevelopment Project Area for tax increment financing is based on a comparison of data gathered through field observations by Teska Associates, Inc. (Teska), document and archival research, and information provided by the Village of Westmont against the eligibility criteria set forth in the Act.

This report summarizes the analyses and findings of the consultant's work, which is the responsibility of Teska. Teska has prepared this report with the understanding that the Village would rely on: (1) the findings and conclusions of this report in proceeding with the designation of the Study Area as a Redevelopment Project Area under the Act; and (2) the fact that Teska has obtained the necessary information to conclude that the Study Area can be designated as a Redevelopment Project Area in compliance with the Act.

The Westmont Central Business District TIF Redevelopment Project Area (the Project Area) is eligible for designation as a **conservation area** based on the predominance and extent of parcels exhibiting the following characteristics:

1. **Age of Structures**
2. **Obsolescence**
3. **Deterioration**
4. **Structures below minimum code standards**
5. **Lack of community planning**
6. **Inadequate utilities**
7. **Decline in equalized assessed value (EAV)**

Each of these factors contributes significantly towards the eligibility of the Project Area as a whole.

DESCRIPTION OF THE PROJECT AREA

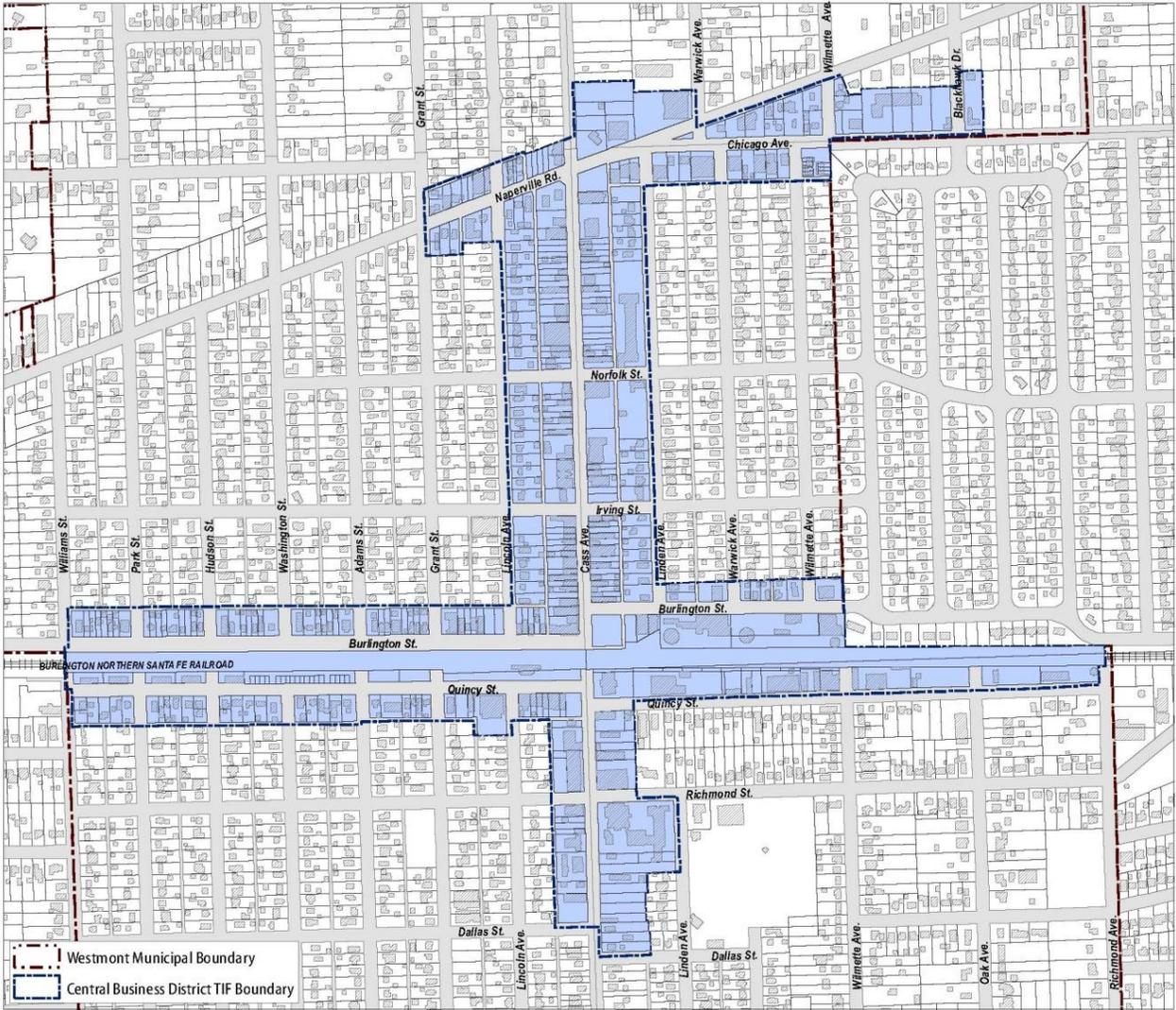
The Project Area includes parcels along the Cass Street Corridor from Dallas Street to Quincy Street, the Santa Fe Railroad area and adjacent parcels from Williams Street to Richmond Avenue, parcels to the south of Quincy Street from Williams Street to Cass Avenue, parcels to the north of Burlington Avenue from Williams Street to the parcel after Williams Avenue, parcels between Lincoln Street and Linden Avenue from Burlington Avenue northward till Naperville Road, as well as the parcels along Naperville Road from Grant Street to Warwick Avenue, and those along Chicago Avenue from Cass Avenue to the parcel after Blackhawk Drive. The Project Area includes commercial, residential and industrial uses. Covering approximately 100 acres, the Project Area contains 446 structures on 404 parcels, and covers 37 blocks or parts thereof. Map 1 illustrates the boundaries of the Project Area.

EXISTING CONDITIONS

Overall, the present condition and mix of land uses, and configuration of parcels within the Project Area contributes to the decline of the Village's tax base, inhibits redevelopment potential, and negatively impacts on properties within and near the Project Area. Lack of adequate maintenance of properties and excessive vacancies have a blighting influence on properties within the Project Area, resulting in limited investment, and large commercial parcels that remain either under-utilized or vacant. Due to their age many deteriorated buildings fall below modern building code standards and require costly rehabilitation. As such, many buildings have outlived their useful life and are obsolete for modern uses or uses that the parcels have been rezoned for. Further, the presence of vacant lots, some on large sites and in visible locations, contribute to an overall poor image and have a negative impact on nearby properties. These conditions if not corrected will contribute to the continued decline of the Project Area, which further inhibits investment, resulting in future decline. The next section elaborates further on the nature and extent of the specific conditions which contribute to the decline of the area.

ELIGIBILITY FINDINGS

Teska conducted a field survey of every property in the Project Area. Based on an inspection of the exteriors of structures and grounds, field notes and photographic images were taken to record the condition for each parcel. This survey occurred on March 1st, 2012 and March 7th, 2012, and the findings cited in this report reflect the existing conditions on this date. Field observations were supplemented with information provided by Village officials on building code violations, age, utilities, and property assessed value. The following is a summary of the findings for each of the factors established by the TIF Act as qualifying the study area as a Redevelopment Project Area in accordance with the definition for a 'conservation area.'



Map 1: Westmont Central Business District TIF Project Area

Central Business District TIF | Village of Westmont, Illinois

GIS data provided by the Village of Westmont; map prepared by Teska Associates, Inc.

Prepared by Teska Associates, Inc.

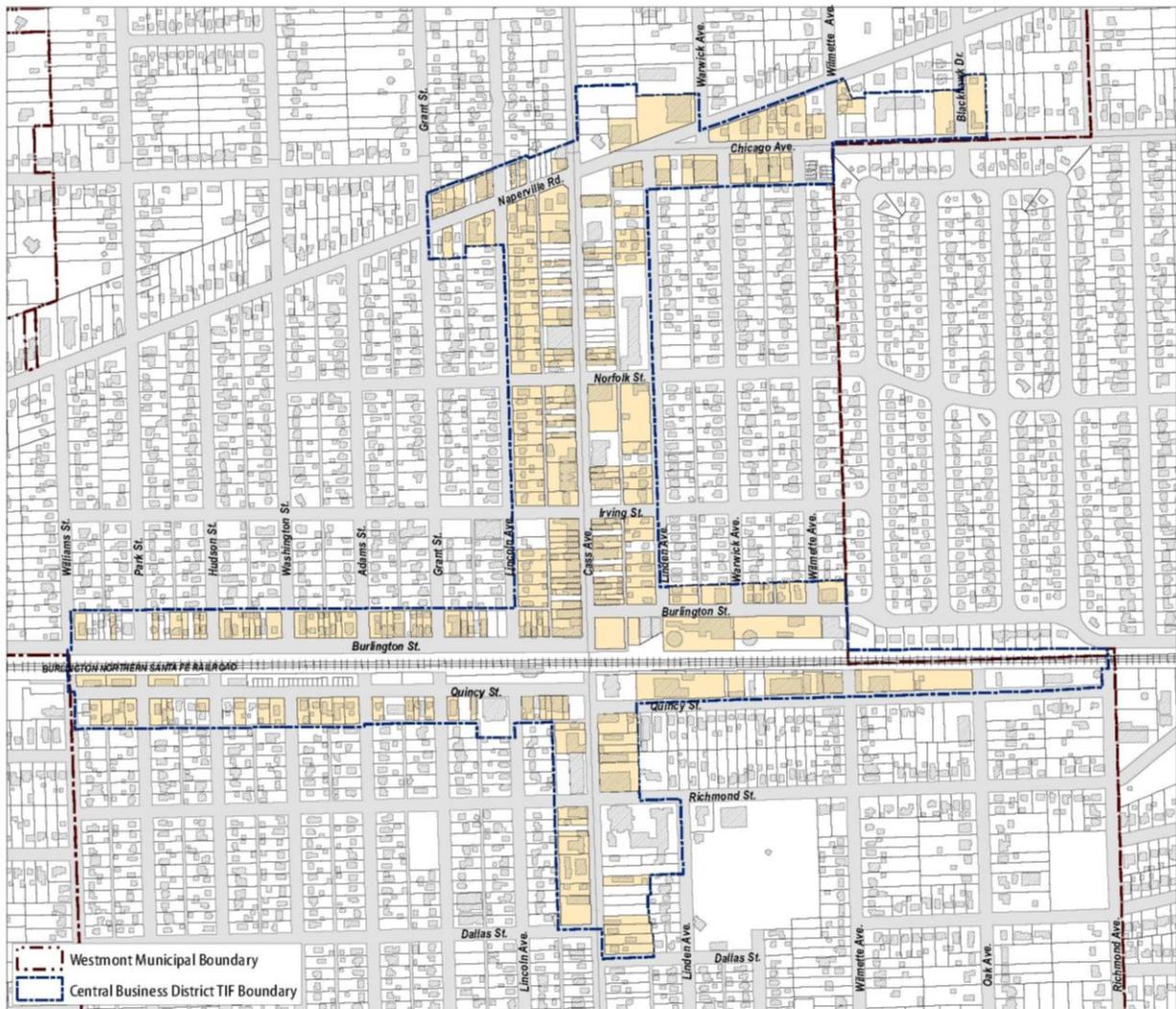
Last updated on September 18th, 2012



Age of Structures

The characteristic of age presumes the existence of problems or limiting conditions resulting from normal and continuous use of structures and exposure to the elements over a period of many years. As a rule, older structures typically exhibit more problems than structures constructed in later years because of longer periods of active usage (wear and tear) and the impact of time, temperature and moisture. Additionally, older structures tend not to be well suited for modern-day uses because of contemporary space and development standards.

Based on historical and property records provided by the Village of Westmont and obtained from the Downers Grove Township website, 245 out of 296 (83%) of the primary structures and 245 out of 446 (55%) of all the structures in the Project Area are more than 35 years old. Map 2 illustrates the distribution of these parcels. **Therefore, the Project Area meets the age factor of more than 50% of the structures being 35 years old or older, and qualifies to be designated as a 'conservation area.'**



Map 2: Parcels that have buildings more than 35 years old.

Central Business District TIF | Village of Westmont, Illinois

GIS data provided by the Village of Westmont; map prepared by Teska Associates, Inc.

Prepared by Teska Associates, Inc.

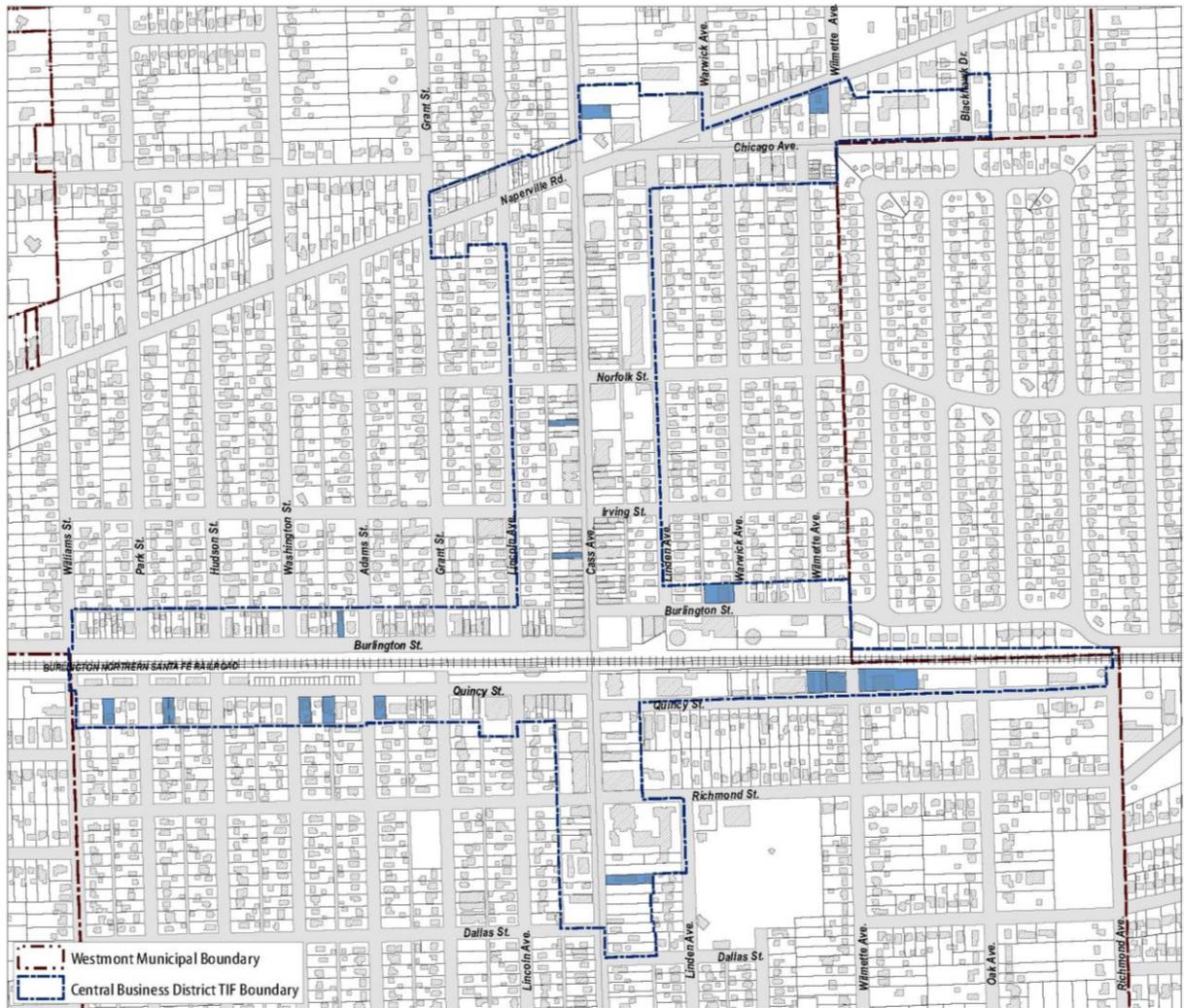
Last updated on September 18th, 2012



Dilapidation

Dilapidation refers to an advanced state of disrepair of structures or improvements or the neglect of necessary repairs, causing the building or improvement to fall into a state of decay. At a minimum, dilapidated structures should be those with critical defects in primary structural components (roof, bearing walls, floor structure, and foundation), building systems (heating, ventilation, lighting, and plumbing), and secondary structural components in such combination and extent that major repair is required or, the defects are so serious and so extensive that the structures must be removed.

Currently, 14 structures (5%) in the Project Area display this extreme physical state. As illustrated in Map 3 and the pictures below, these structures are characterized by severe deficiencies in structural or mechanical systems, such that re-use is possible only by extensive renovation. The distribution of these structures is dispersed throughout the study area, but a large number are to the south of Quincy Street. However, as the percentage of dilapidated buildings is small, it is not significant enough factor to designate the Project Area as a conservation area.



Map 3: Map showing the dilapidated parcels.

Central Business District TIF | Village of Westmont, Illinois

GIS data provided by the Village of Westmont; map prepared by Teska Associates, Inc.

Prepared by Teska Associates, Inc.

Last updated on September 18th, 2012





Pictures showing houses within the Study Area that are in a dilapidated condition

Obsolescence

According to Illinois Department of Revenue definitions, an obsolete building or improvement is one which is becoming obsolete or going out of use - not entirely disused, but gradually becoming so. Thus, obsolescence is the condition or process of falling into disuse. Obsolescence, as a factor, should be based upon the documented presence and reasonable distribution of buildings and other site improvements evidencing such obsolescence. Examples include the following sub categories:

- **Functional Obsolescence**

Structures are typically built for specific uses or purposes with design, location, height and space arrangement each intended for a specific occupancy at a given time. Buildings are obsolete when they contain characteristics or deficiencies, which limit the re-use and marketability of such buildings. The characteristics may include loss in value to a property resulting from an inherent deficiency existing from poor or out-dated design or layout, improper orientation of building on site, etc., which detracts from the overall usefulness or desirability of a property. Obsolescence in such buildings is typically difficult and expensive to correct.

35 buildings (12%) within the Project Area display characteristics of functional obsolescence. Most of these were constructed for specific types of use, but are no longer suitable for that use as the parcels have been rezoned. **This type of obsolescence is a major contributor towards the designation of the area as a conservation district.**

- **Obsolete Site Improvements**

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

Based on the site visit, it was observed that parking areas and alleyways were disrepair. **This type of obsolescence is a contributing factor towards the designation of the area as a conservation district.**

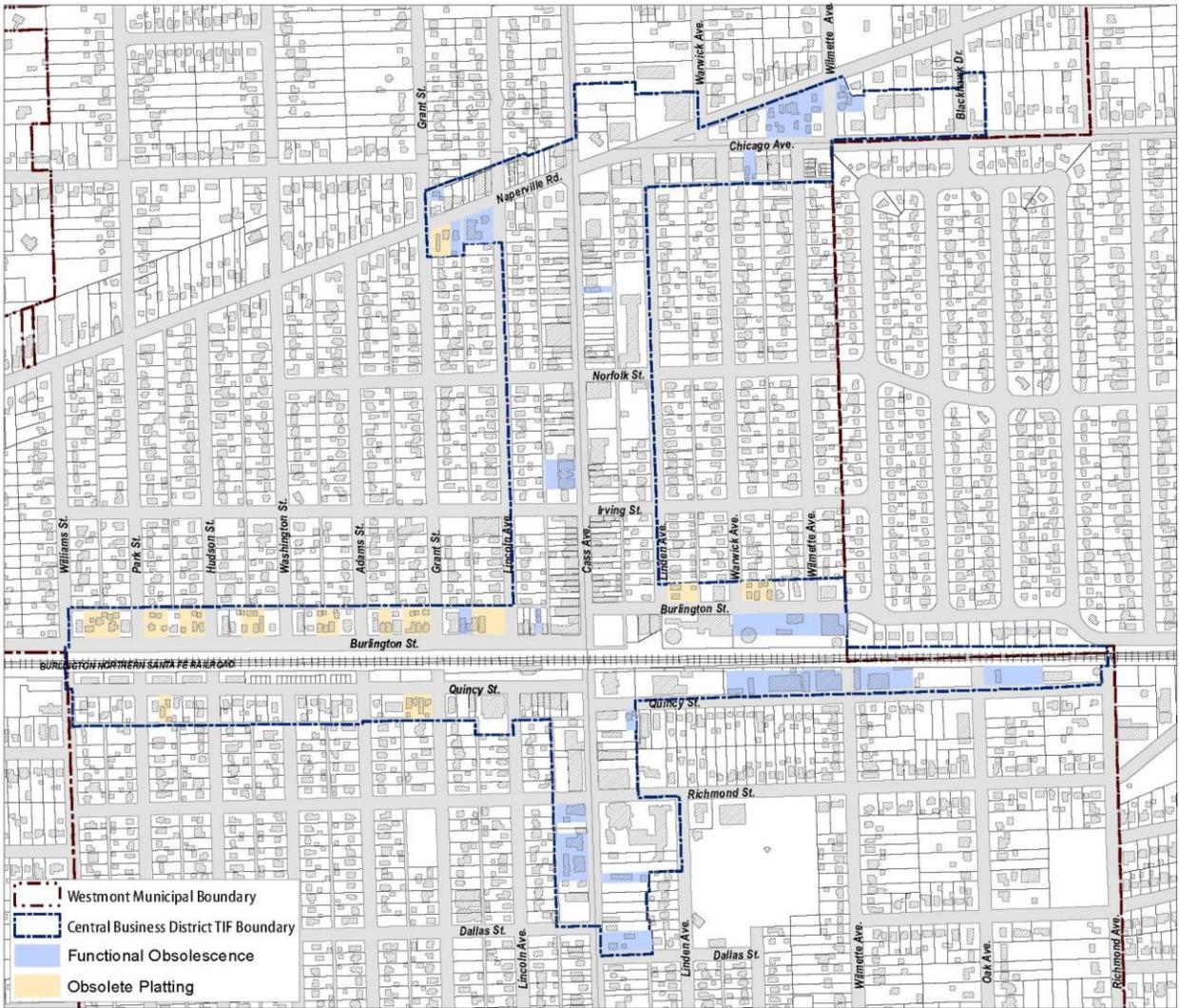
- **Obsolete Platting**

Obsolete platting would include parcels of limited or narrow size and configuration or 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. Platting that created inadequate

right-of-way widths for streets, alleys and other public rights-of-way or which omitted easements for public utilities, should also be considered obsolete.

In reviewing the platting of the Project Area, it is evident that the size and shape of the many existing lots are inappropriate for contemporary commercial and residential development. Eighteen percent (18%) of the parcels display this condition. **Therefore, obsolete platting contributes to the designation of the area as a conservation district.**

Therefore, obsolescence in all 3 relevant categories (functional, site improvements and platting), was found to be a significant contributing factor toward the designation as a conservation area and their distribution is shown in the map below.



Map 4: Map showing parcels that are obsolescent.

Central Business District TIF | Village of Westmont, Illinois

GIS data provided by the Village of Westmont; map prepared by Teska Associates, Inc.

Prepared by Teska Associates, Inc.

Last updated on September 18th, 2012



Deterioration

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

Deterioration of Structures

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



Pictures showing deterioration of a parking area and the parapet wall of a building

Deterioration of structures occurs on 208 of 296 parcels (70%), and is found throughout the Project Area. Often the age of the structure is a primary factor in the deterioration of many structures, as the effects of time have not been arrested by private investment in maintenance. Property maintenance could be a contributing factor to deterioration of certain structures, vacancies in some structures also contributes to the deteriorated state, as tenants are not available to effect improvements.

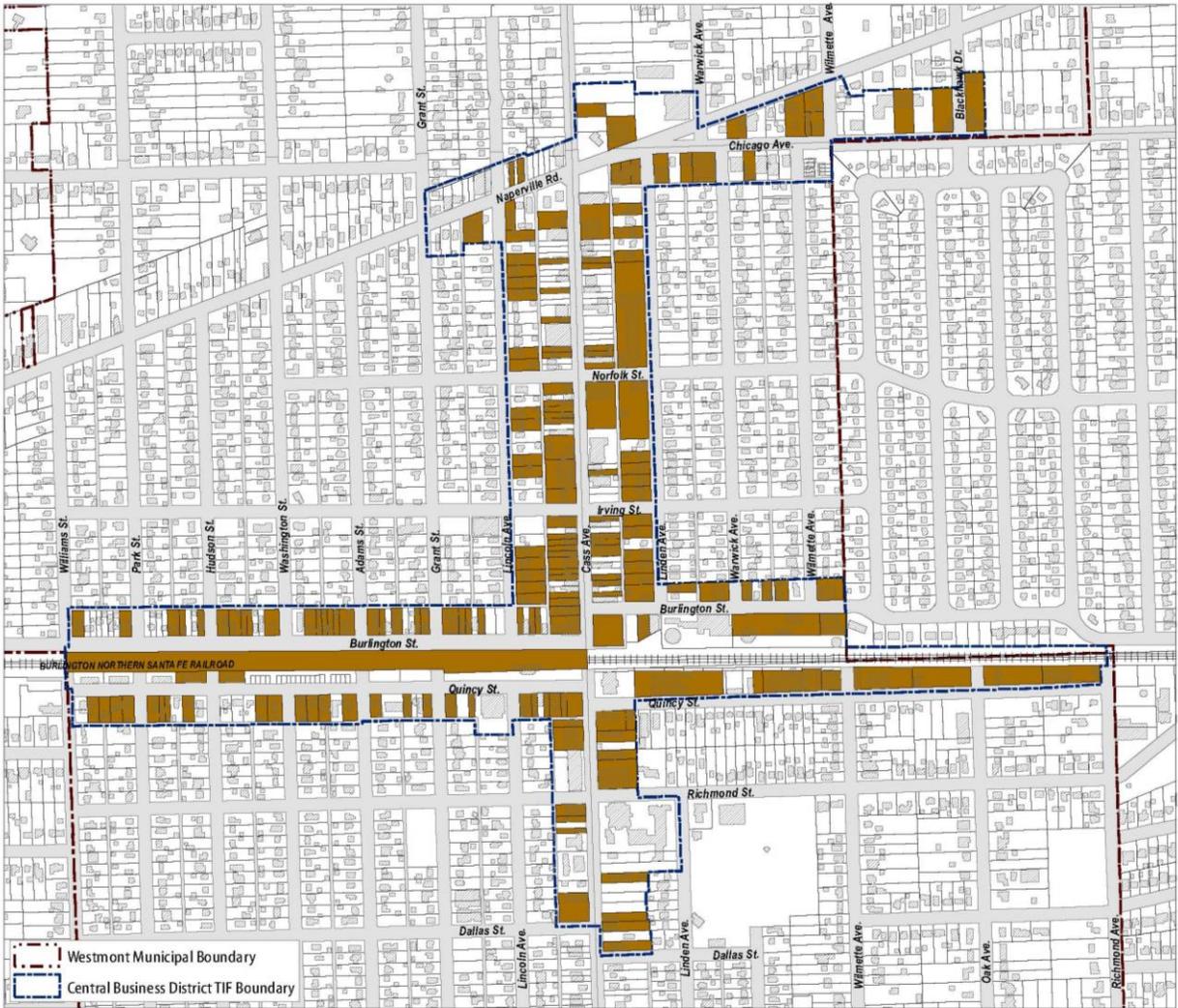
Deterioration of Surface Improvements

The conditions of roadways, alleys, curbs, gutters, sidewalks, off-street parking and surface storage areas may also evidence deterioration through surface cracking, crumbling, potholes, depressions, flooding, loose paving materials, and weeds protruding through the surface. Deteriorated surface improvements are apparent on 99 of 296 parcels (33%). Broken and cracked sidewalks and deterioration of surface improvements occurs on individual properties, particularly in parking lots with degraded pavement.

When looked at jointly, the number of parcels showing deterioration (to either the structure or surface improvement) is significant- 283 of 406 total parcels (70%) and is illustrated on Map 5. **This widespread extent and distribution of deterioration of both structures and surface improvements with the entire Project Area makes deterioration a contributing factor towards designation of the Project Area as a conservation area.**



Pictures showing major structural deterioration



Map 5: Parcels that have structural or surface improvement deterioration.



Central Business District TIF | Village of Westmont, Illinois

GIS data provided by the Village of Westmont; map prepared by Teska Associates, Inc.

Prepared by Teska Associates, Inc.

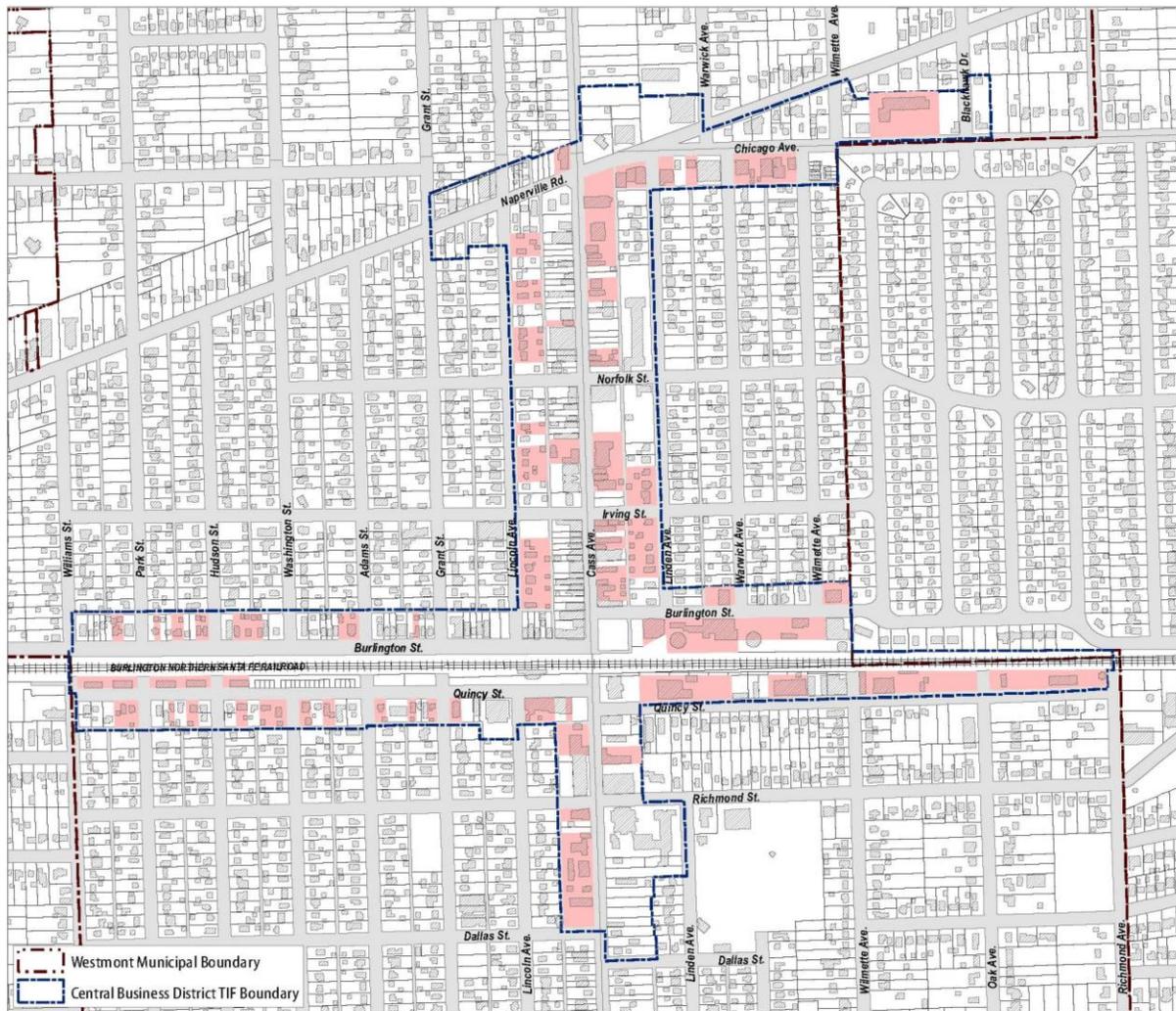
Last updated on September 18th, 2012



Presence of Structures Below Minimum Code Standards

Structures below minimum code standards include all structures which do not meet the standards of zoning, subdivision, building, housing, property maintenance, fire, or other governmental codes applicable to the property. The principal purposes of such codes are to require structures to be constructed in such a way as to sustain safety of loads expected from this type of occupancy, to be safe for occupancy against fire and similar hazards, and/or establish minimum standards essential for safe and sanitary habitation. Structures below minimum code are characterized by defects or deficiencies which presume to threaten health and safety.

According to information provided by the Village of Westmont, as well as the site visit observations, 131 of 296 parcels with structures (44%) in the Project Area are not in compliance with zoning, fire or other codes mentioned above. Map 6 illustrates the location and distribution of this factor. **The extent and distribution of structures below minimum code standards make a significant contribution to the designation of the Project Area as a conservation area.**



Map 6: Map showing the distribution of parcels below minimum code.

Central Business District TIF | Village of Westmont, Illinois

GIS data provided by the Village of Westmont; map prepared by Teska Associates, Inc.

Prepared by Teska Associates, Inc.

Last updated on September 18th, 2012



Illegal Use of Individual Structures

This factor applies to the use of structures in violation of applicable national, state, or local laws, and not to legal, nonconforming uses. Examples of illegal uses may include, but not be limited to the following:

- Illegal home occupations;
- Conduct of any illegal vice activities such as gambling, drug manufacture or dealing, prostitution, sale and/or consumption of alcohol by minors;
- Uses not in conformance with local zoning codes and not previously grandfathered in as legal nonconforming uses;
- Uses in violation of national, state or local environmental and occupational safety and health regulations;
- Uses involving manufacture, sale, storage or use of dangerous explosives and firearms.

Information on structures exhibiting illegal use within buildings or on property was insufficient to make a contribution to the designation of the Project Area as a conservation area.

Lack of Ventilation, Light, or Sanitary Facilities

Many older structures fail to provide adequate ventilation, light or sanitary facilities as required by local building or housing codes. This is also a characteristic often found in illegal or improper building conversions. The criterion used for determining the presence of this factor can be found in local codes and ordinances, or in locally adopted national codes such as the Uniform Building Code, International Code Council, and the Model Housing Code of the American Public Health Association (APHA). Lack of ventilation, light, or sanitary facilities is presumed to adversely affect the health of building occupants, e.g., residents, employees, or visitors.

Typical requirements for ventilation, light, and sanitary facilities include:

- Adequate mechanical ventilation for air circulation in spaces/rooms without windows, i.e., bathrooms, and dust, odor or smoke-producing activity areas;
- Adequate natural light and ventilation by means of skylights or windows for interior rooms/spaces, and proper window sizes and amounts by room area to window area ratios;
- Adequate sanitary facilities, i.e., garbage storage/enclosure, bathroom facilities, hot water, and kitchens; and
- Adequate ingress and egress to and from all rooms and units.

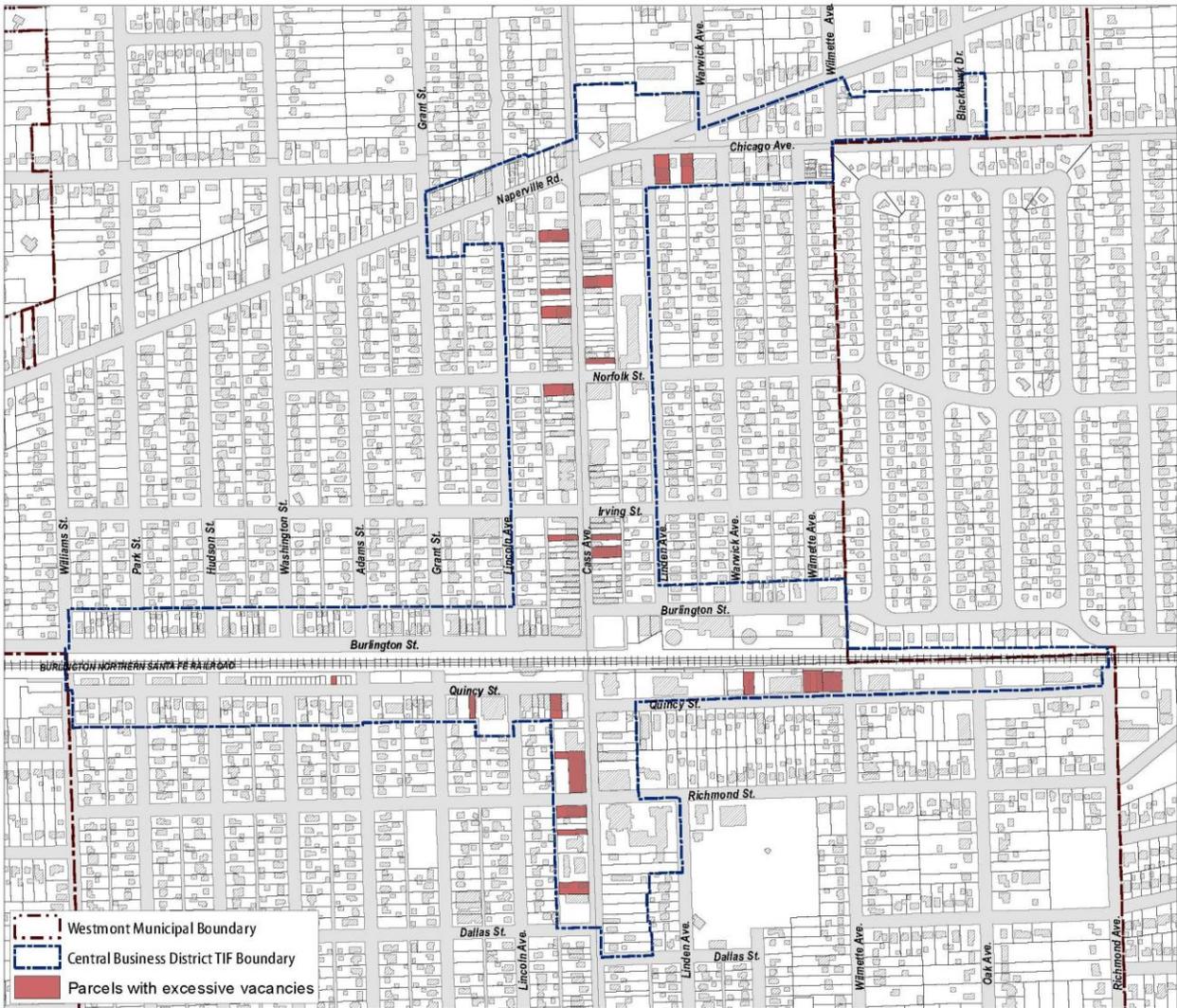
As no know structures displayed this characteristic, this factor does not significantly contribute to the designation of the conservation area.

Excessive Vacancies

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

Within the Project Area 20 of 296 parcels (7%) include structures that are presently vacant or partially vacant. Deterioration, code violations, and the age of structures are often associated with vacant

structures. Continued vacancies are often related to the expense and difficulty of renovations that would be required in order to occupy these structures again. These vacancies however are well distributed among the central business district parcels along Cass Avenue and Quincy Street, but are not well distributed among the residential parcels. Hence, it cannot be used as a significant contributing factor for the eligibility of the Project Area as a conservation area. Although the presence and distribution of vacant lots do not contribute to TIF eligibility, the conditions of many of the vacant lots help qualify the Project Area as a conservation area by way of site deterioration, as noted above. If left untended, other vacant lots could also deteriorate. Map 7 illustrates the presence and distribution of the vacancy eligibility factor.



Map 7: Map showing parcels with excessive vacancies.

Central Business District TIF | Village of Westmont, Illinois

GIS data provided by the Village of Westmont; map prepared by Teska Associates, Inc.

Prepared by Teska Associates, Inc.

Last updated on September 18th, 2012



Inadequate Utilities

This factor relates to all underground and overhead utilities, including, but not limited to, storm sewers and storm drainage, sanitary sewers, water lines, and gas, telephone, and electric service which may be shown to be inadequate. Inadequate utilities would include those which are: (1) of insufficient capacity to serve the uses in the redevelopment project and surrounding areas, (2) deteriorated, antiquated, obsolete, or are in disrepair or are lacking.

According to the Village of Westmont, most of the Project Area lacks adequate stormsewer and stormwater detention facilities, which thereby has the potential to cause flooding in the area. **As this lack of adequate stormwater services impacts the entire Project Area, the lack of adequate utilities is a significant factor in the designation of the Project Area as a conservation area.**

Excessive Land Coverage and Overcrowding of Structures and Community Facilities

This factor may be documented by showing all instances where building coverage is excessive. Zoning ordinances commonly contain standards for residential, commercial, and industrial properties which relate floor area to lot area. In residential districts a lower ratio is usually required. Excessive land coverage and overcrowding refers to the over-intensive use of property and the crowding of structures and accessory facilities onto a site. Problem conditions include structures either improperly situated on the parcel or located on parcels of inadequate size and shape in relation to present-day standards of development for health and safety, and multiple structures on a single parcel.

The resulting inadequate conditions include such factors as insufficient provision for light and air, increased threat of spread of fires due to close proximity to nearby structures, lack of adequate or proper access to a public right-of-way, lack of required off-street parking, and inadequate provision for loading and service. Excessive land coverage and overcrowding conditions are presumed to have an adverse or blighting effect on nearby development. This characteristic is viewed relative to its urban context, common practice, and contemporary development standards.

Excessive land coverage and overcrowding was observed only on a couple parcels and is therefore not significantly present to contribute to the eligibility of the Project Area as a conservation area.

Deleterious Land Use or Layout

Deleterious land uses include all instances of incompatible land-use relationships, structures occupied by inappropriate mixed-uses, or uses which may be considered noxious, offensive or environmentally unsuitable.

One such parcel was observed within the Project Area exhibit noxious fumes being emitted from the building and was across from a residential parcel. Therefore deleterious land use or layout does not make a significant contribution to the classification of the entire Project Area as a conservation area.



Lack of Community Planning

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

The Comprehensive Plan for the Village of Westmont was not adopted until 1982. As previously discussed, many properties developed prior to the adopted plan. As shown in Map 1 the Project Area is characterized by parcels of varying sizes, many too narrow in depth to be used effectively for development. There are also non-conforming uses adjacent to one another. Furthermore, many parcels are of irregular size and shape and are inadequate to meet needs of current businesses, providing further evidence of the lack of logical planning. **Given the presence of these factors, lack of community planning is a contributing factor to the conservation area designation of the Project Area.**

Environmental Remediation Cost Impeding Development

This factor may be documented by determining if any requirements by the Illinois Environmental Protection Agency (IEPA), the United States Environmental Protection Agency (EPA), or any study conducted by a recognized independent expert consultant has resulted in the need to incur remediation costs for a site that have resulted in impeding further site redevelopment. Such remediation costs may be related to the need for the clean-up of hazardous waste, hazardous substances, or underground storage tanks as required by State or Federal law.

Based on available data, there does not appear to be any confirmed environmental remediation projects required within the Project Area. Furthermore, Village records are not sufficient to determine if environmental remediation is required, or if costs associated with a remediation project would impede the redevelopment of a site. Environmental remediation is not considered to be a significant contributing factor to the status of the Project Area as a conservation area.

Decline or Minimal Marginal Increase in the Equalized Assessed Value

This factor can be cited if, according to State statute, "the total equalized assessed value of the proposed redevelopment project area has declined for three (3) of the last five (5) calendar years for which information is available; or is increasing at an annual rate that is less than the balance of the municipality for three (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 three (3) of the last five (5) calendar years for which information is available."

As shown in Table 1, the EAV of the Project Area has seen a decline in three of the past five years, has been increasing at an annual rate of change that was less than the rest of the Village for one of the past five years, and the EAV of the project area has been increasing at an annual rate that is less than the

Consumer Price Index (CPI) for All Urban Consumers published by the United States Department of Labor for 3 of the last 5 calendar years. **Thus, as the equalized assessed value satisfies two of the three criteria, the decline in EAV is a contributing factor towards designation as a conservation area.**

Table 1: Village of Westmont EAV Data: Years 2006-2011

	2006	2007	2008	2009	2010	2011
Total EAV of the Project Area	\$29,417,540	\$37,245,561	\$42,501,531	\$40,996,951	\$38,670,751	\$38,434,454
% Change	NA	27%	14%	-4%	-5.7%	-1%
1. Decrease in Project Area EAV	NA	No	Yes	Yes	Yes	No
EAV of the rest of the Village	\$807,064,274	\$868,585,419	\$927,080,180	\$923,035,879	\$863,654,198	\$837,384,113
% Change	NA	8%	7%	-0.4%	-6.4%	-3%
2. Rate of increase in EAV compared to the rest of the Village	Greater than	Greater than	Greater than	Less than	Greater than	Greater than
Consumer Price Index (CPI)	\$202	\$207	\$215	\$215	\$218	\$225
% Change	NA	3%	4%	0%	2%	3%
3. Rate of increase compared to the CPI	NA	No	No	Yes	Yes	Yes

Source: Village of Westmont.

CONCLUSION

Based on the findings contained herein, **the Project Area as a whole qualifies as a conservation area according to the criteria established by the Act, based on the predominance and extent of parcels exhibiting the following characteristics:**

1. **Age of Structure**
2. **Obsolescence**
3. **Deterioration**
4. **Structures below minimum code standards**
5. **Lack of community planning**
6. **Inadequate utilities**
7. **Decline in equalized assessed value (EAV)**

In addition, all of the parcels in the Project Area exhibit at least one defect as defined by the criteria established in the Act. As a result, these factors act in combination with one another, reinforce the negative effects of the other factors. For example, a property owner may be less likely to invest in maintenance for an obsolete building, which may lead to deterioration, which further inhibits investment. In turn, investment in neighboring properties is inhibited in this environment of decay.

Therefore, while not every parcel or block exhibits every factor, the combination of the factors throughout the Project Area has a significant impact. Due to the negative effect on the public safety and welfare caused by these factors, the Project Area is eligible as a conservation area providing the conditions necessary for public intervention in order that redevelopment might occur.