

### VILLAGE OF CAROL STREAM

Financial Profile and Peer Comparison

February 22, 2011

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# I. Introduction & Executive Summary

### Introduction

#### **PURPOSE**

- Information presented on demographics, revenues, expenditures, financial results and financial position
- Framework for understanding Carol Stream's financial performance in the context of:
  - Historical results
  - Peer performance
- Basis for establishing guideposts for future planning and decision making
- Communications tool to aid public discussion

### Introduction

#### **SCOPE**

- Includes activities of all Governmental Fund types
  - i.e. Those functions traditionally funded by general taxation.
- Excludes enterprise operations
  - i.e. Those functions primarily supported by user fees
  - Water/Sewer Utilities
  - Golf Courses
  - Parking Systems

### **Executive Summary**

#### **General Conclusions**

- Carol Stream fits well in the selected peer group in terms of its size and demographics (population, area, income, home values) which forms a good basis for making comparisons.
- The composition of property values in CS are slightly more commercial/industrial in nature when compared to the mean of the peer group.
- Property values in CS have grown at the slowest pace among the peer group over the past decade.

### Village Revenues

- Carol Stream's total governmental revenue growth over the past 10 years is the <u>lowest</u> among the peer communities by a significant margin.
- Similarly, total governmental revenues per capita are the lowest. On an adjusted basis (removing the impact of non-comparable services; Fire Departments, Parks & Rec. etc.), CS only moves up to second lowest in per capita revenue generation.

#### **Property Tax**

 Carol Stream is singularly unique among the peer group in that it does not impose a local municipal property tax. Property tax revenues generated by peers ranged from \$68 to \$276 per capita in FY2010.

### Village Revenues

#### **Property Tax**

- When comparing the 10 year average annual growth in total revenues to property tax growth over the same period, 8 out of 9 peers experienced growth in property taxes at a faster rate than total revenues.
- Property taxes are a significant source of income within the peer group, averaging 26% of total governmental revenues.
- Considering total community property tax rate, Carol Stream falls in the middle, having a Village-wide rate about 5.3% above the peer average.

### Village Revenues

#### **State Income Tax**

CS's share of **State Income taxes** as a percentage of total governmental fund revenues is the highest among the peer group.
 This may make CS more susceptible to sudden changes in the income tax allocation formula or other unexpected legislative changes.

(Remember, Carol Stream receives the same amount of Income Tax <u>per capita</u> as every other community. However, Carol Stream has the highest share of income taxes compared to its total revenues, partially because it does not collect a property tax.)

### Village Revenues

#### **Sales Tax**

- 9 out of 10 peer communities impose some form of home rule sales tax. Carol Stream remains competitive with peers and surrounding communities with respect to total sales tax rate.
- Carol Stream's local sales taxes per capita fall slightly above the median but are about 11% below the peer group arithmetic mean during 2009.
- Carol Stream consistently ranks in the bottom 1/3<sup>rd</sup> with respect to growth in sales taxes in 10, 5, and 2 year comparisons. In all comparisons, growth has been negative. Number of communities having positive growth: 10 year = 7, 5 year = 5, 2 year = 1

### Village Revenues

#### **Sales Tax**

- When analyzing total sales tax production per \$100 of Commercial/Industrial zoned EAV, Carol Stream ranked 2<sup>nd</sup> to lowest. This may be skewed to a degree by its large industrial base, however we are aware of significant sales tax producing businesses in our industrial areas.
- Additionally, over the past 10 calendar years, Carol Stream's coefficient of variation (a measure of volatility and dispersion within a set of data) as applied to its sales tax collections was the 2<sup>nd</sup> lowest among the peer group. A lower value suggests fewer "peaks and valleys" in sales tax collections. This value does not suggest however whether experience was positive or negative.

### Village Expenditures

- Similar to its low revenue production per capita, Carol Stream ranked among the leanest spenders over the long-term, with average annual spending increasing by 3.2%, which is 30% below the mean value of 4.6%.
- Governmental expenditures on a per capita basis ranked 4<sup>th</sup> lowest out of 10, more than 20% below the average value of \$771 per capita.
- Looking at changes in infrastructure assets (i.e. roads) Carol Stream ranked 3<sup>rd</sup> lowest in 2010, with a net <u>decline</u> in assets of 6.9%. This suggests that our assets are wearing out faster than they are being replaced and speaks to our lack of a dedicated funding source for infrastructure. This is only for FY2010. We do not want to see this number as a negative for a sustained period of time.

### Village Expenditures

- Further supporting it's lean spending, Carol Stream's total staff to population ratio also ranks among the lowest, ranking 3<sup>rd</sup> lowest of the 10 communities studied.
  - General Government Employees = 2<sup>nd</sup> lowest of 10
  - Police Department Employees = 4<sup>th</sup> lowest of 10 and right on the average
  - Public Works Employees = 1<sup>st</sup> of 10 (LOWEST)

This information is based on FY10 Authorized positions, and does not reflect Voluntary Separation Program reductions, additional current vacancies being held open and employees off on medical leave.

#### **Bottom Line**

- When measuring total operating performance for FY2010, Carol Stream ranked in the middle 1/3<sup>rd</sup> of the peer group with an operating governmental fund deficit of \$3.05 million. 6 peers faired better, and 3 worse. Remember, this is for all Governmental Funds and includes capital ("CIP") expenses, not just the General Fund.
- Only 3 communities booked an operating surplus in FY2010.

### Long-Term Liabilities & Fund Balances

#### **Pensions**

- Carol Stream has responsibly funded its pension obligations over the years as evidenced by its combined funded ratio of 70.5%, which ranks 6<sup>th</sup> of 10 in the peer group.
- Total unfunded pension liabilities on a per capita basis shows Carol
   Stream having the 2<sup>nd</sup> to lowest obligation.
- On a cumulative basis, Carol Stream has exceeded required contributions to required pension systems. 3 of 10 have not kept pace with the funding of annual pension costs.
- On a per capita basis, Carol Stream's annual pension costs are 2<sup>nd</sup> to lowest.

### Long-Term Liabilities & Fund Balances

#### Debt

 Carol Stream is unique among the peer group in that it has no outstanding general obligation debt.

#### **Fund Balances**

- Total Governmental Fund Balances are at 68% of total expenditures at the conclusion of FY2010.
- Carol Stream ranks 8<sup>th</sup> of 10 in total Fund Balances Per Capita and as a percentage of total expenditures. This is important as Carol Stream is the only community which funds all programs on a pay-as-you-go basis.
- Over the past decade, total Governmental Fund Balances grew by almost 50%, in the middle of the peer group.

### II. Peer Communities

### **Peer Communities**

- Selection criteria
  - Population, Footprint, EAV, Demographics
  - Included in labor market comparisons
  - Often considered along with Carol Stream by new home buyers
- Nine peers selected (All are Home Rule)

Addison Glendale Heights Wheaton

Bartlett\* Hanover Park\* Wheeling\*

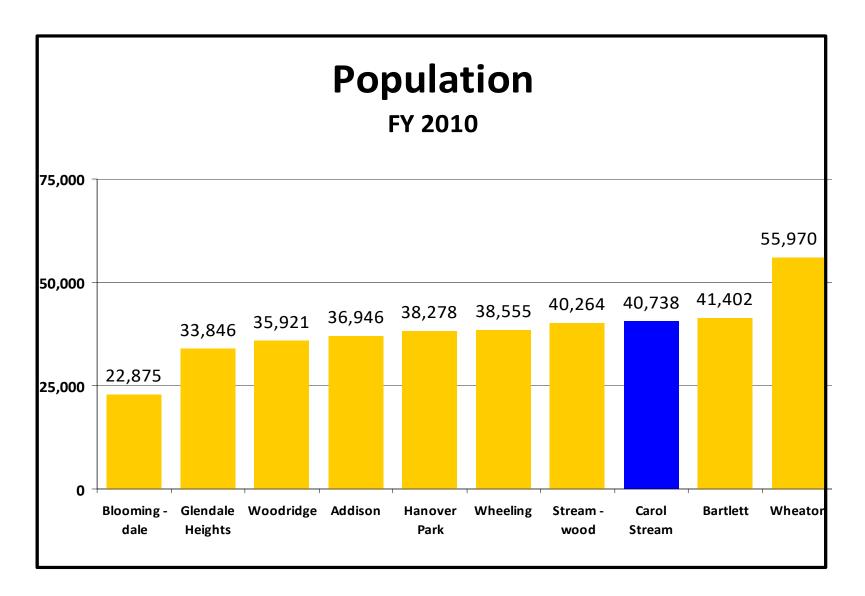
Bloomingdale Streamwood Woodridge\*

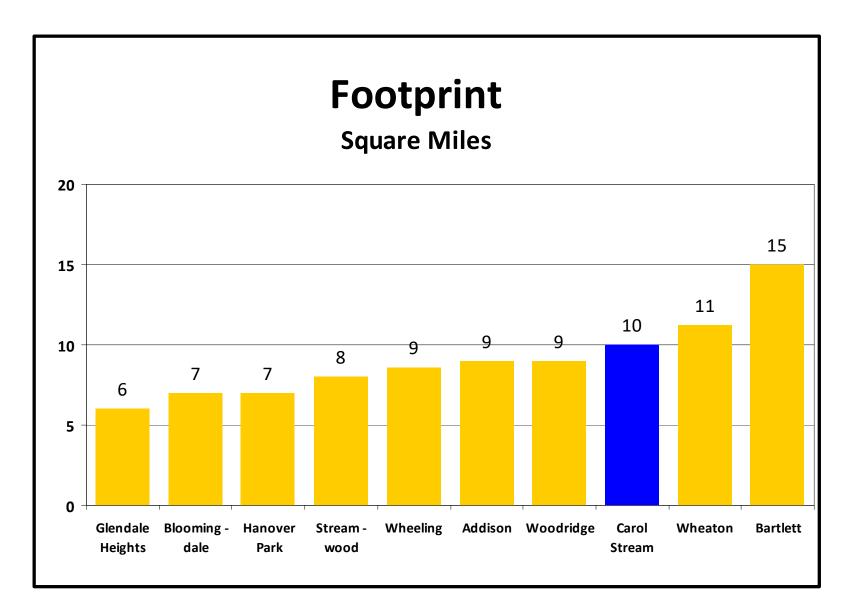
(\* Multi-County)

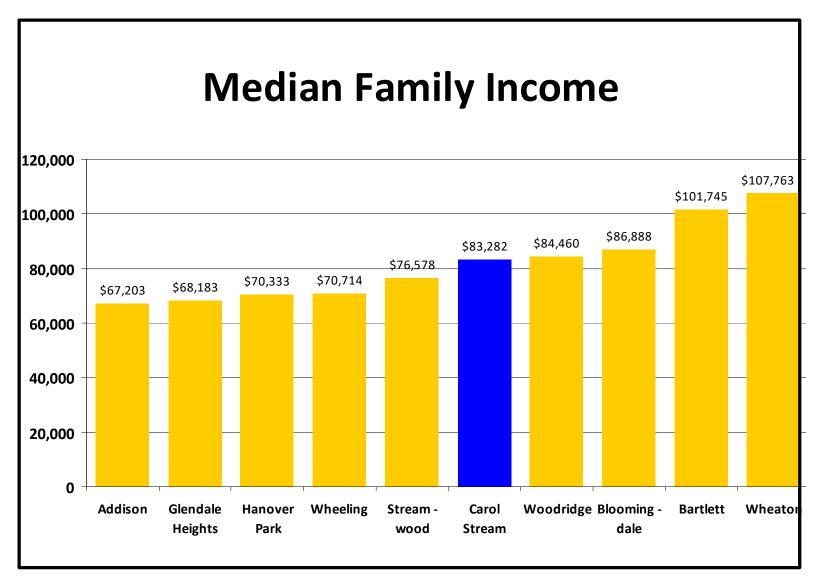
### Peer Comparisons Can Be Tricky

- Different sizes
- Different service offerings
  - Municipal Fire Departments in Hanover Park, Streamwood, Wheaton, Wheeling
  - Parks & Recreation included in Glendale Heights
  - Varying accounting practices, fund and department structures
- Different mix of residential and commercial property
- Different methods for calculating property taxes
- Different real estate values

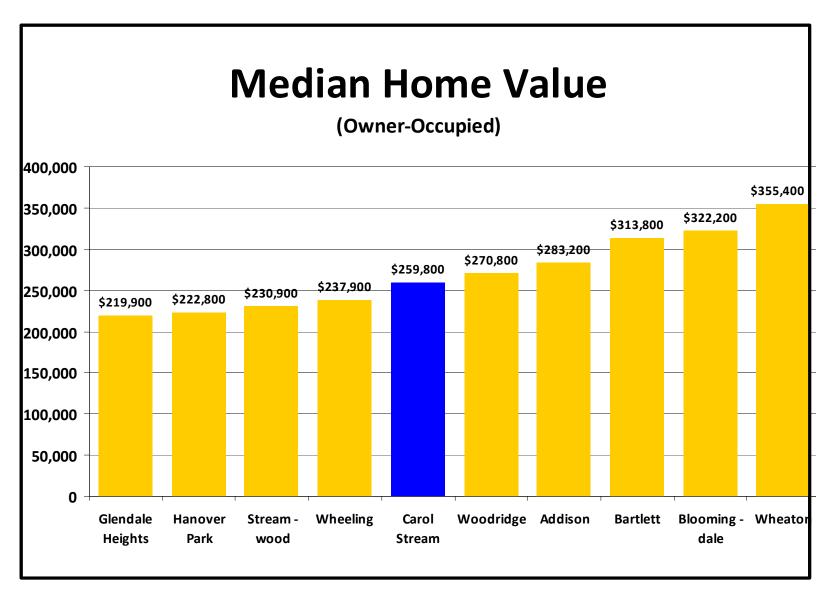
## III. General Demographic Information



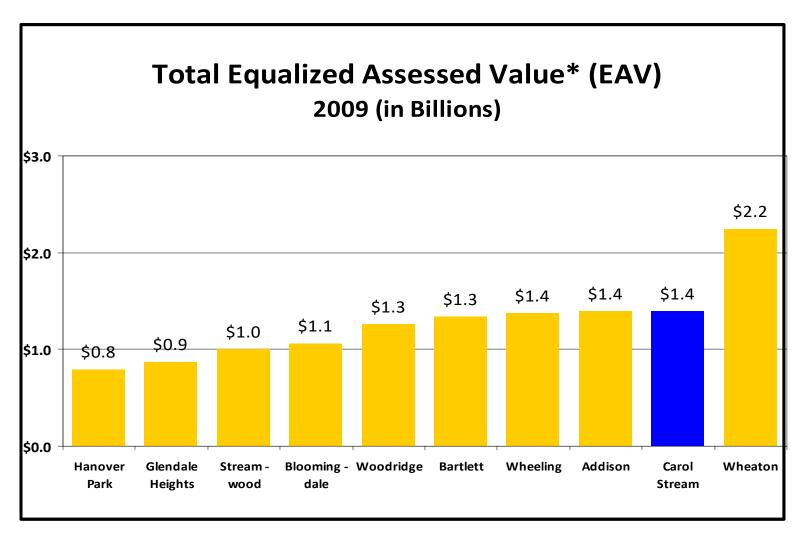




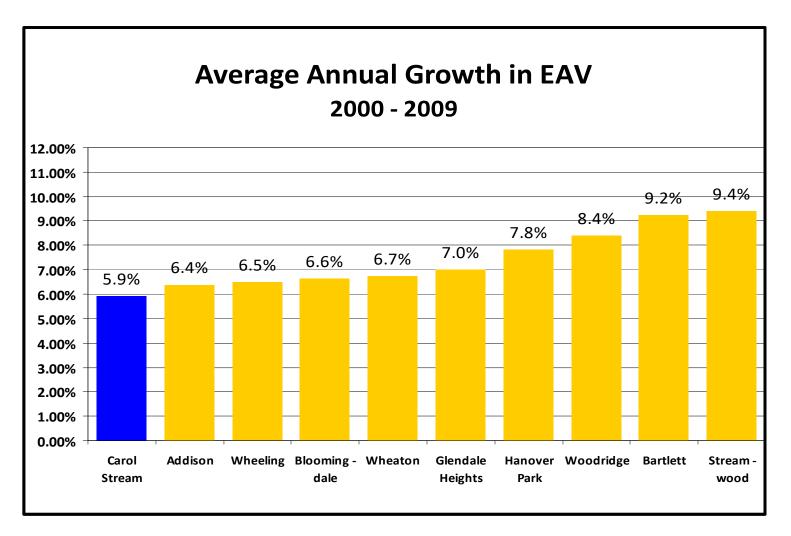
Source: US Census Bureau 2005-2009. www.factfinder.census.gov

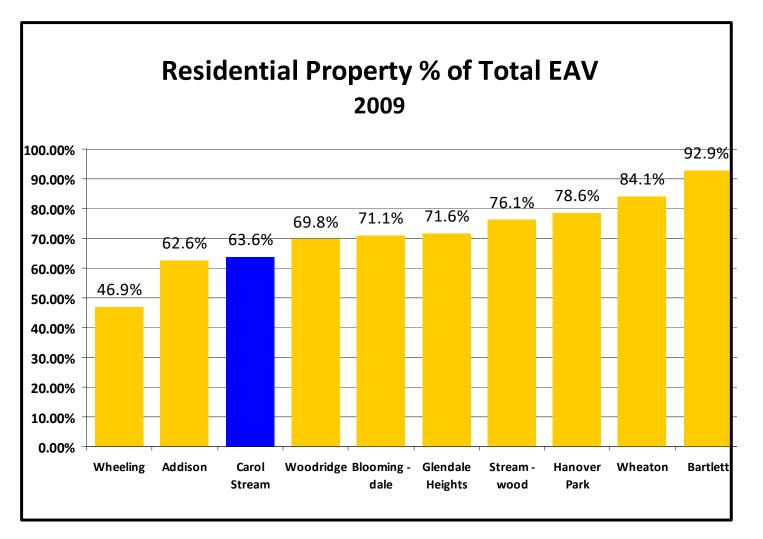


Source: US Census Bureau 2005-2009. www.factfinder.census.gov



<sup>\*</sup> Assessed Value - The value placed on property for tax purposes and the basis for determining what portion of the overall tax burden each property owner will bear. Equalization Factor or Multiplier - The equalization factor (sometimes called a multiplier) is the tool used to bring all property to a uniform level of assessment. The EAVs reported represent community-wide values for 2009 property tax bills which are issued and paid in 2010.





The balance of EAV which is not residential is generally categorized as commercial/industrial.

### IV. Revenue

#### Key Revenue Matrix

			<del>- ′</del>				8				
	Property Tax	Sales Tax	Income Tax*	Motor Fuel Tax*	Added Sales Tax	Food & Beverage Tax	Real Estate Transfer Tax <sup>2</sup>	Utility Tax - Telecom	Utility Tax - Electric³	Utility Tax - Gas	Local Motor Fuel Tax <sup>4</sup>
Addison	Χ	Χ	Χ	Х	0.75%		\$2.50	6.0%			
Bartlett	Χ	Χ	Χ	Χ			\$3.00	6.0%			
Bloomingdale <sup>1</sup>	Χ	Χ	Χ	Х	0.50%			5.0%			2.0¢
Carol Stream		X	Χ	Χ	0.75%		\$ 3.00	6.0%	.564¢	2.5¢	
Glendale Heights	Χ	Χ	Χ	Χ	1.00%		\$3.00	6.0%	.448¢	4.1%	
Hanover Park	Χ	Χ	Χ	Х	0.50%	3.0%	\$3.00	6.0%	.252¢	1.5¢	
Streamwood	Х	Χ	Χ	Χ	1.00%		\$3.00	5.0%	.449¢	4.0%	
Wheaton	Х	Χ	Χ	Χ	1.00%		\$ 2.50	6.0%	.628¢	3.0¢	
Wheeling	Χ	Х	Χ	Х	1.00%	1.0%		5.0%	.470¢	2.4¢	
Woodridge	Х	Х	Х	Х	0.50%		\$ 2.50	6.0%	.567¢	5.0%	2.5¢

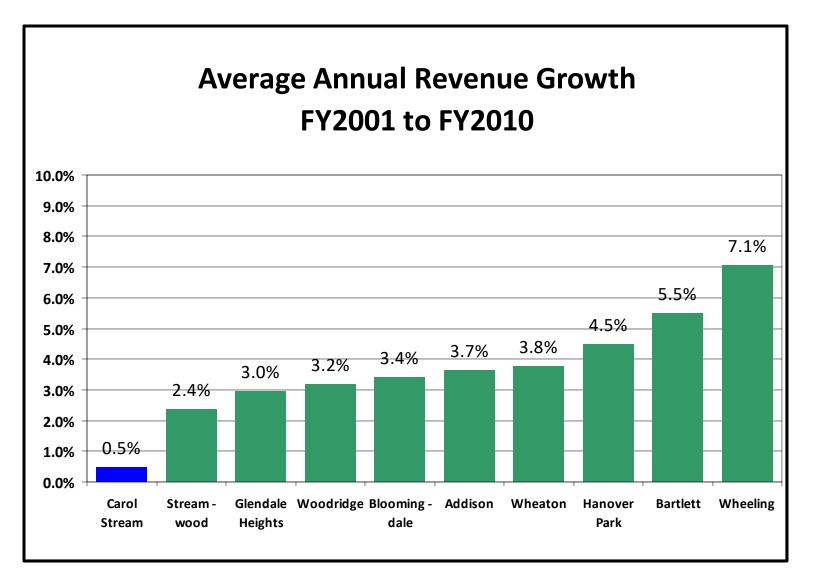
<sup>\*</sup> Per capita based State distribution.

<sup>&</sup>lt;sup>1</sup> In addition to home-rule sales tax, a 1.00% business district tax applies to sales in Stratford Square Mall and Indian Lakes Resort.

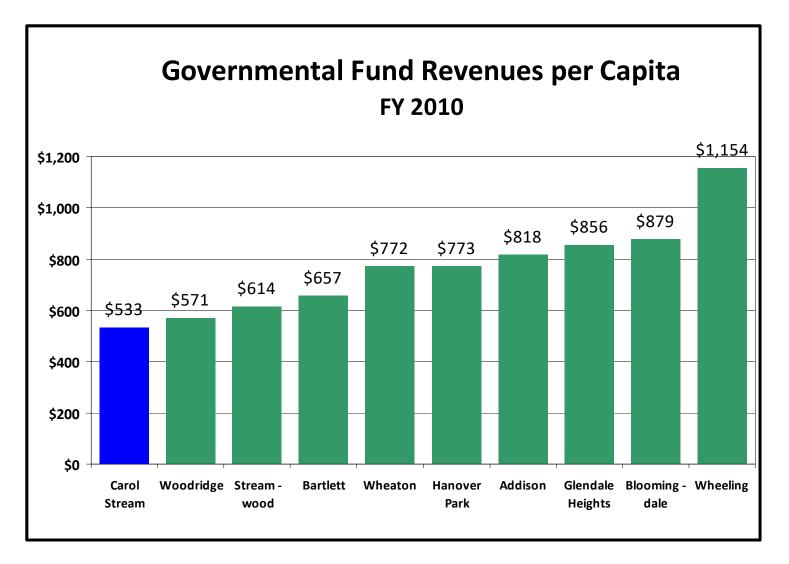
<sup>&</sup>lt;sup>2</sup> Per \$1,000 of contract sales price.

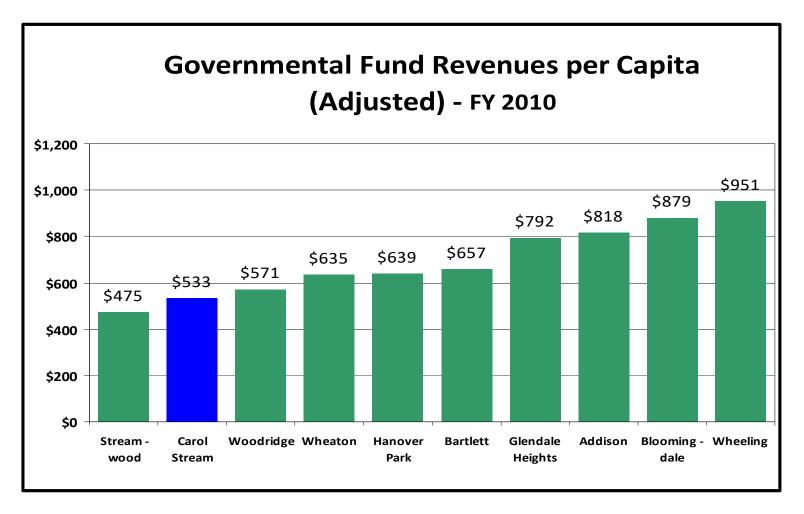
<sup>&</sup>lt;sup>3</sup> Variable - Rate is for the first 2,000 kwh consumption.

<sup>&</sup>lt;sup>4</sup> Per gallon.

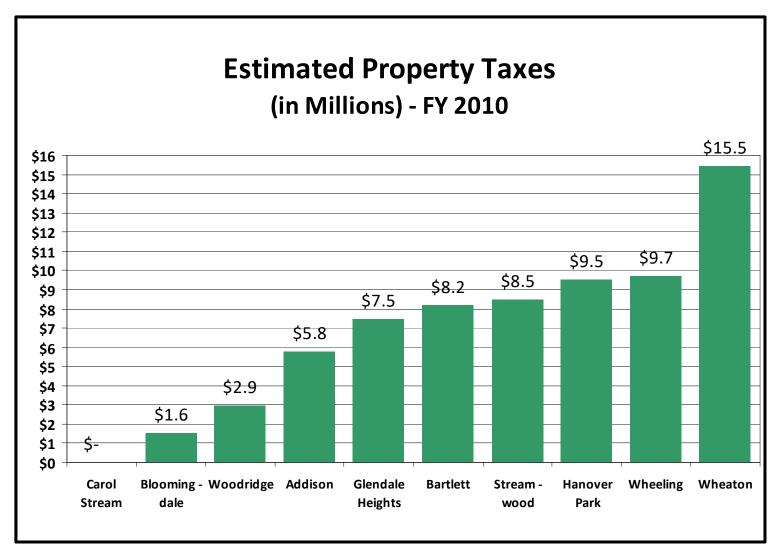


Source: Comprehensive Annual Financial Reports/Budgets All Government Funds.

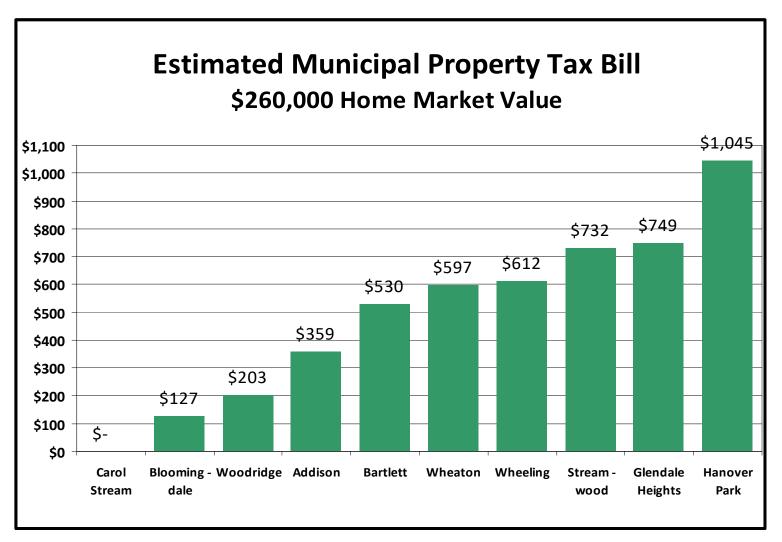




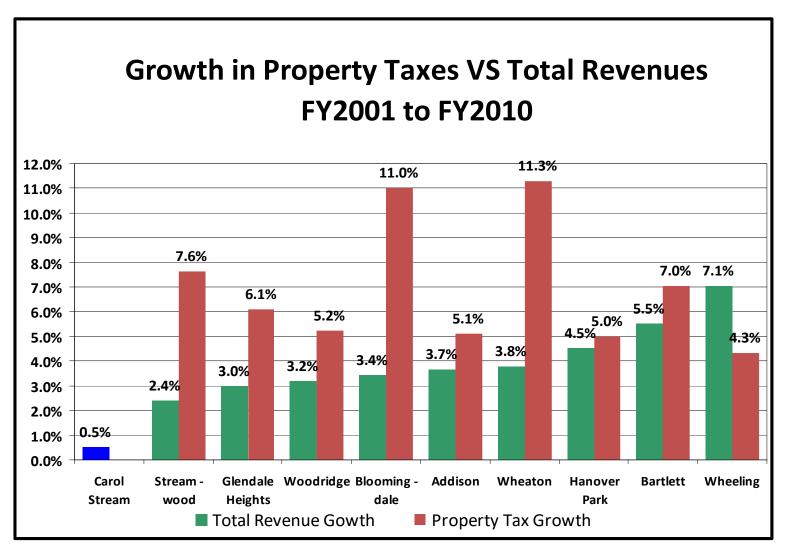
Total Governmental Revenues adjusted for Fire services and recreation functions. Gross revenues have been reduced by total fire service expenditures (Hanover Park, Streamwood, Wheaton, Wheeling) and total park/recreation revenues (Glendale Heights).



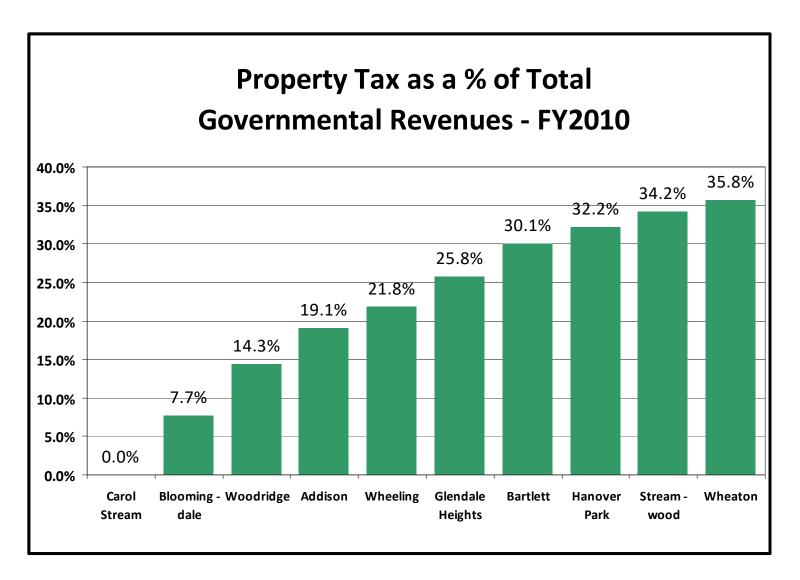
Estimated property taxes collected was determined by multiplying the total EAV by the direct tax rate for the municipality. This presentation excludes property taxes generated by TIF districts, Special Service Areas, and Township Road & Bridge taxes.

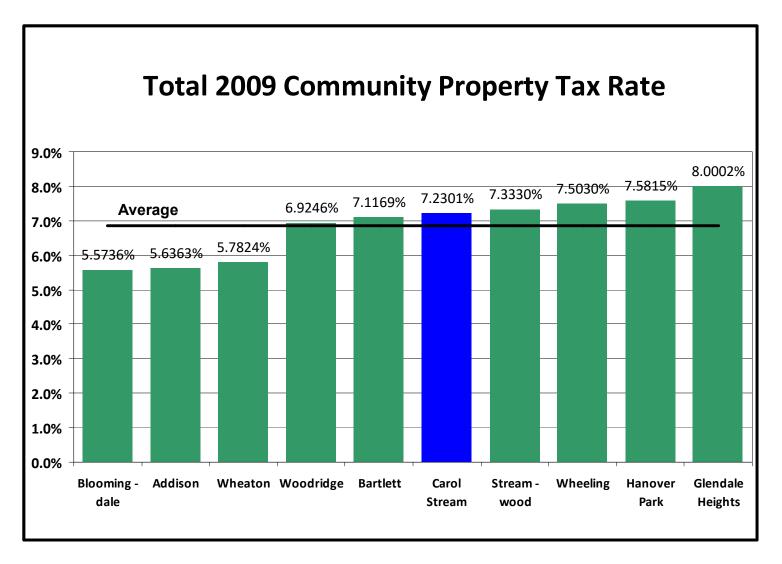


Estimated property taxes collected was determined by multiplying the total EAV by the direct tax rate for the municipality. Amount presented represents estimated payments to the municipality only for 2009 taxes (2010 tax bill).

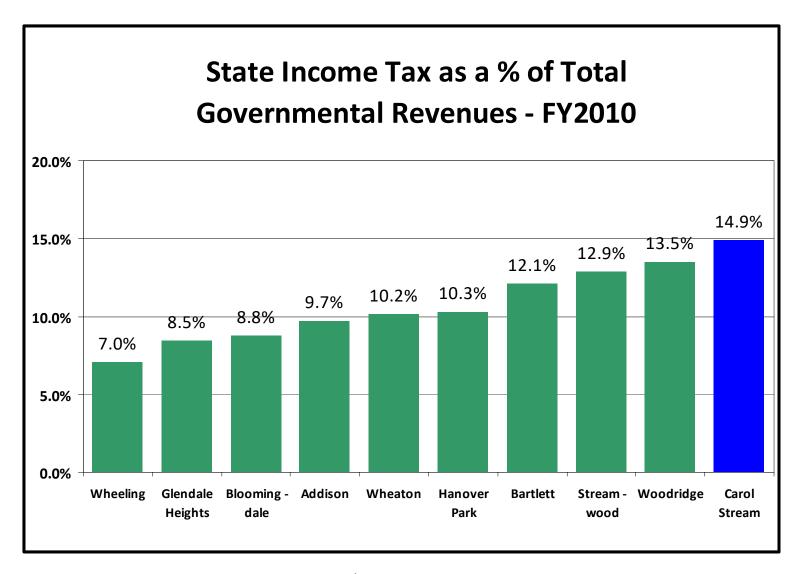


In all peer communities except for one, property taxes grew at a faster pace than total revenues in all Governmental Funds over the last 10 years. Amounts shown reflect average annual growth.

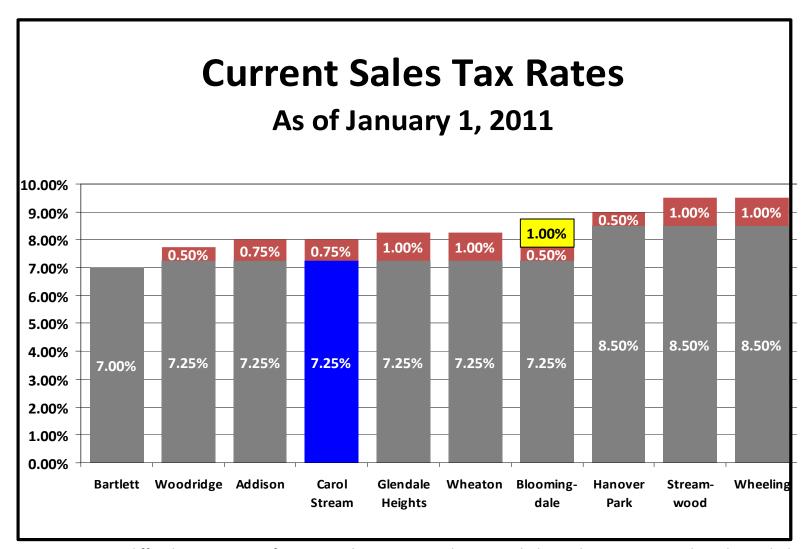




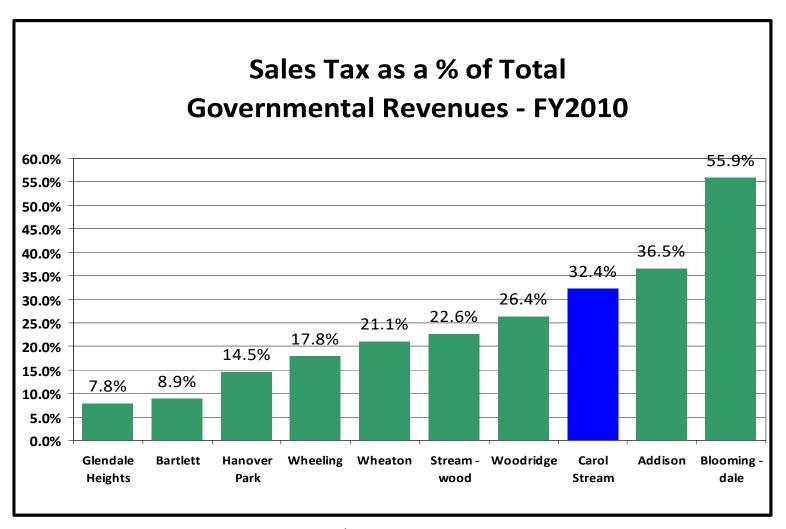
Rates used are for portion of municipality within DuPage County (Cook County for Streamwood and Wheeling).



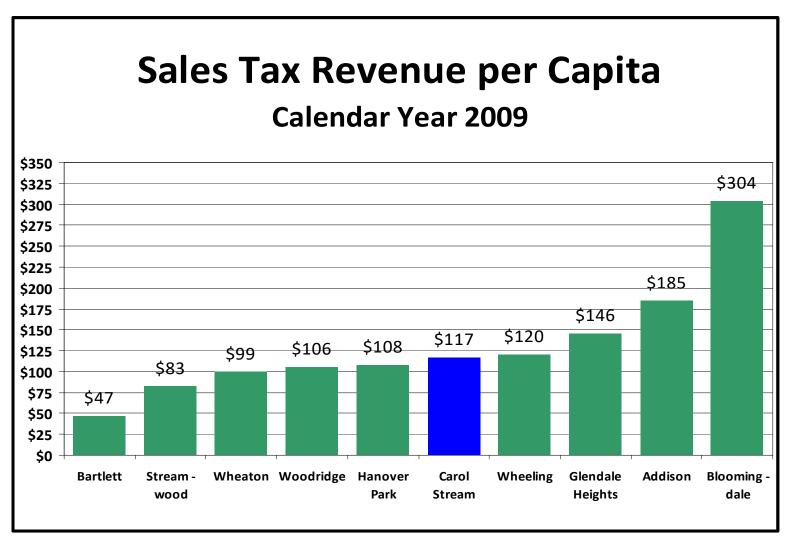
Carol Stream's budget is more reliant on receipt of State-shared revenues (such as income taxes) than others in the peer group. This is largely influenced by its lack of a property tax. Since the reliability of State-shared revenues has been of concern in the past several years, the maintenance of additional reserves is warranted.

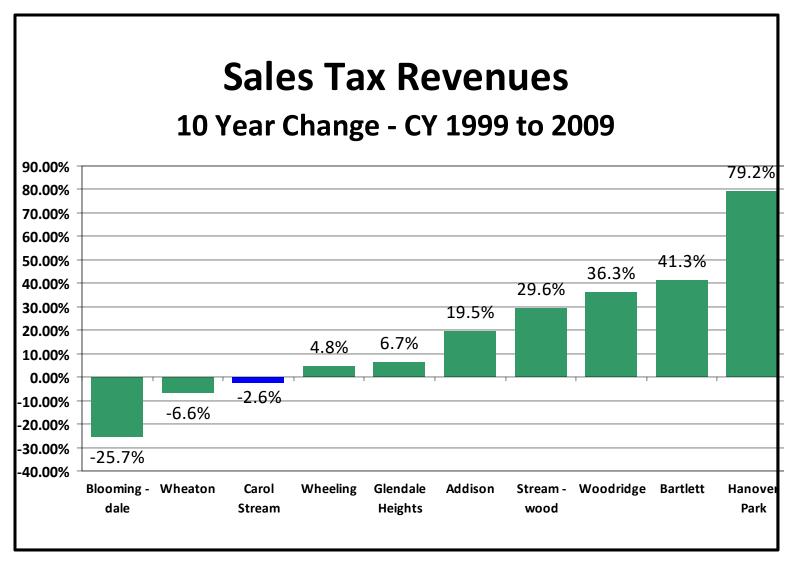


Note: Base rates differ due to County of origin. Multi County jurisdictions include Bartlett, Hanover Park, and Woodridge (rate shown is for County where largest portion of sales taxes are collected). Amounts above base rates (shown in red and yellow) are municipally imposed additions. The portion of sales taxes received by municipalities does not vary based on county of origin. Bloomingdale collects an additional 1.00% business district tax at Stratford Square and Indian Lakes Resort.

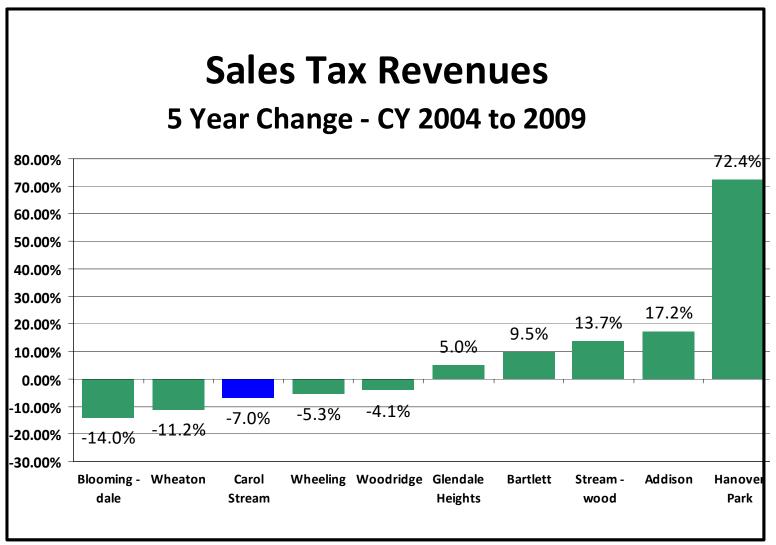


Includes Sales Taxes from all sources, including home rule sales tax and special business district taxes, where applicable.

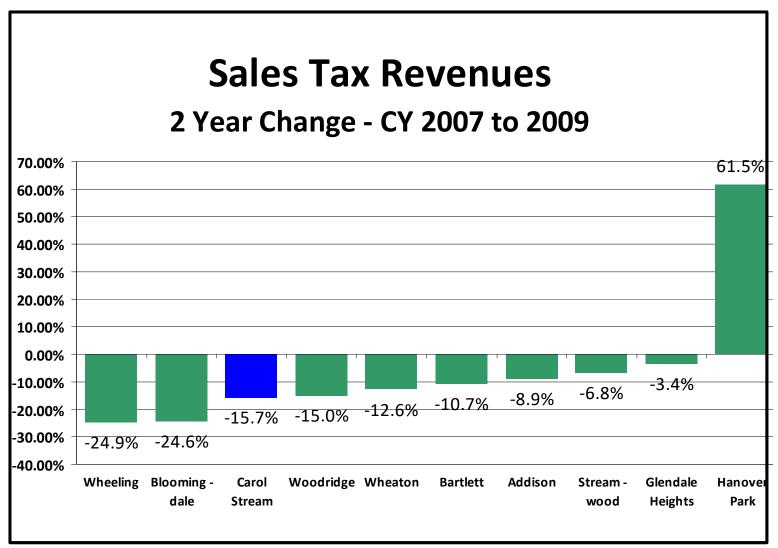




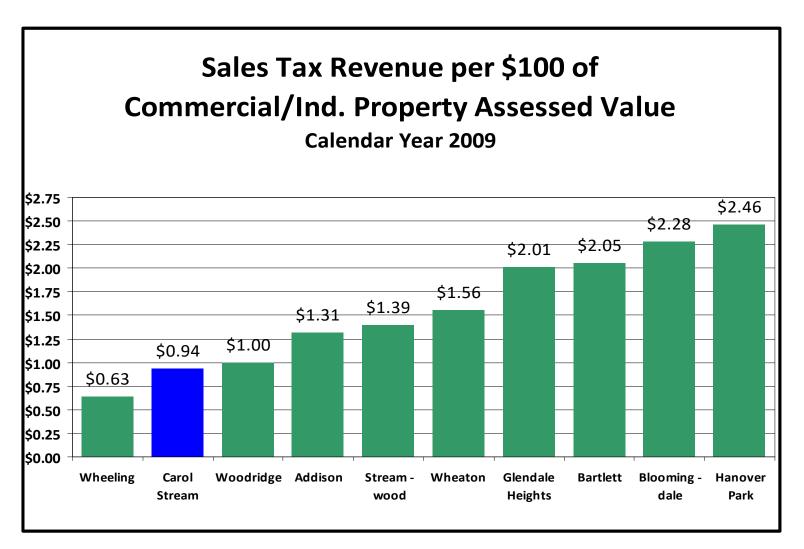
Source: Illinois Department of Revenue



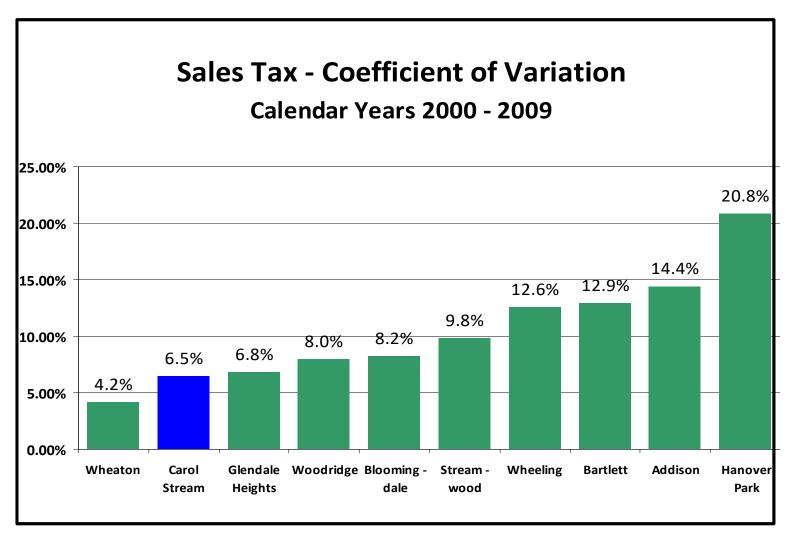
Source: Illinois Department of Revenue



Source: Illinois Department of Revenue



Source: Illinois Department of Revenue (sales taxes). Comprehensive Annual Financial Reports (assessed values)



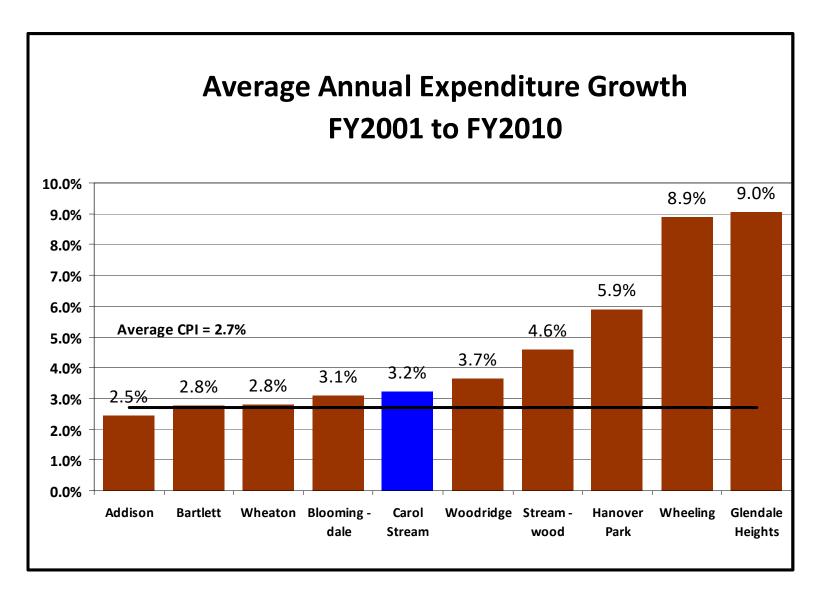
**Coefficient of Variation** represents a normalized measure of dispersion within a set of data. It is defined as the ratio of the standard deviation to the arithmetic mean. This ratio identifies the degree of variability in sales tax collections over a 10 year period.

## V. Expenditures

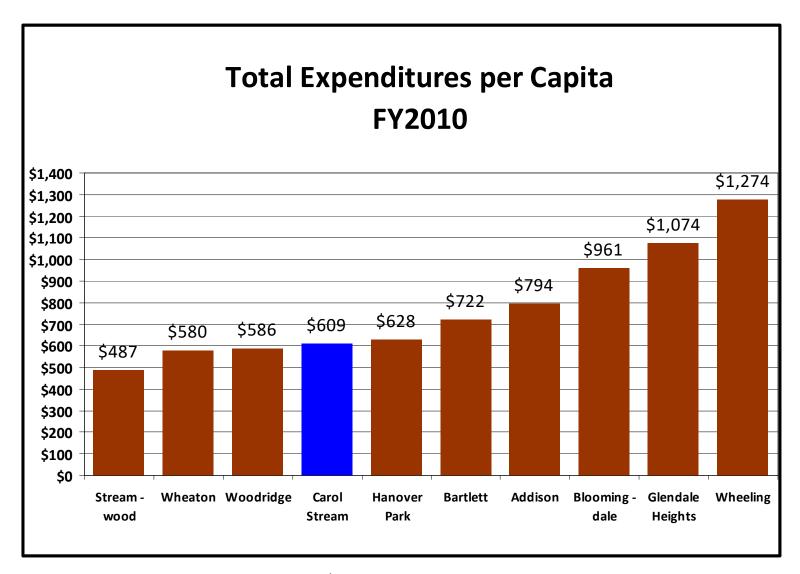
#### **Expenditure Categories**

- General Government
  - Village Management, Finance, HR, IT, Legal,
     Planning & Development, Building Maint., and all others not included elsewhere.
- Police
- Public Works (operations [including Engineering], capital spending and debt service)

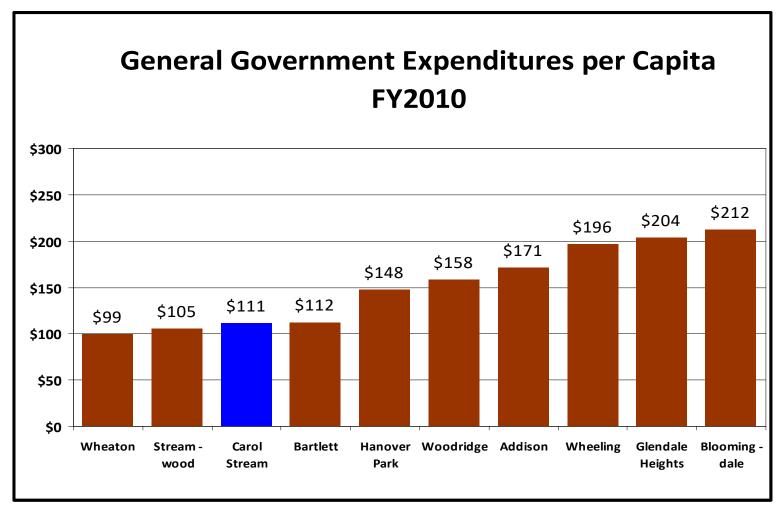
(Non-comparable services were excluded where relevant/feasible)



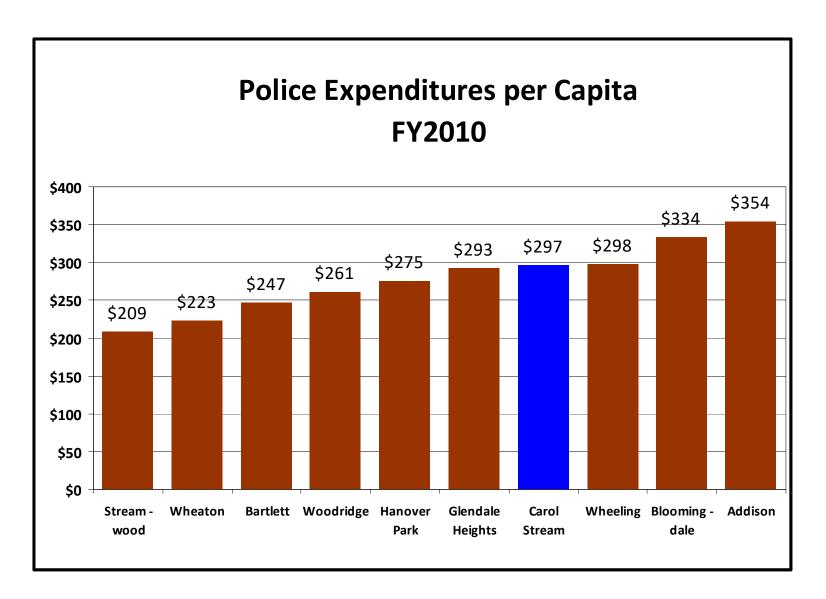
Source: Comprehensive Annual Financial Reports/Budgets All Government Funds.

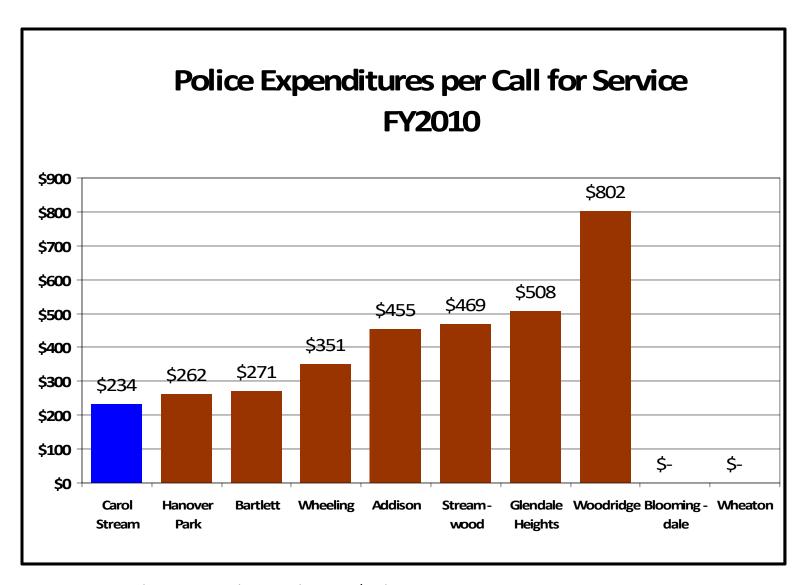


All Governmental Funds. For purposes of providing a more balanced comparison, expenditures related to Fire protection and Parks & Recreation were removed from communities providing those services.

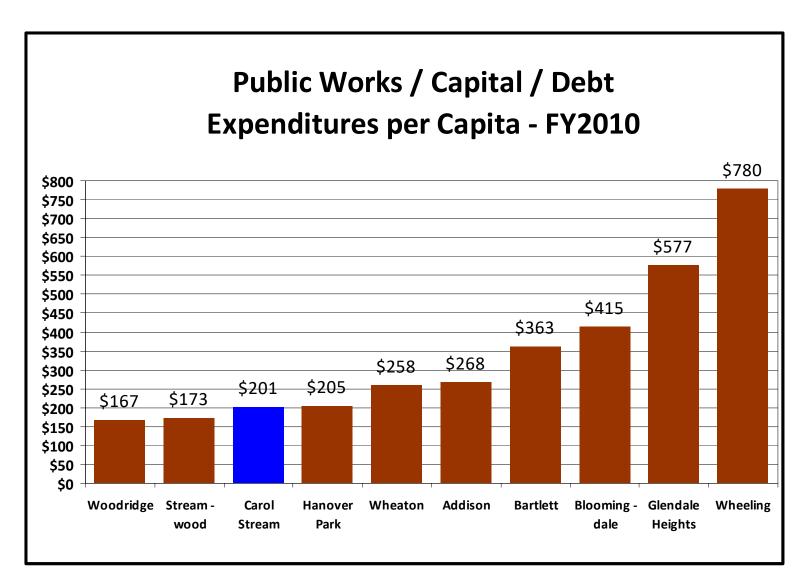


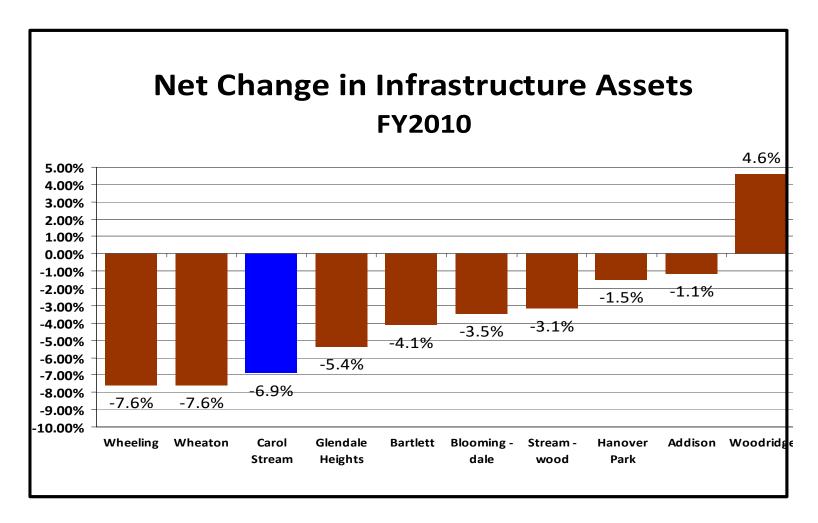
General Government functions include, but are not limited to: Legislative, Village Administration, Finance, Building Maintenance, Information Technology, Communications, Human Resources, Community Relations, Community Development (Planning/Building), and Legal services.





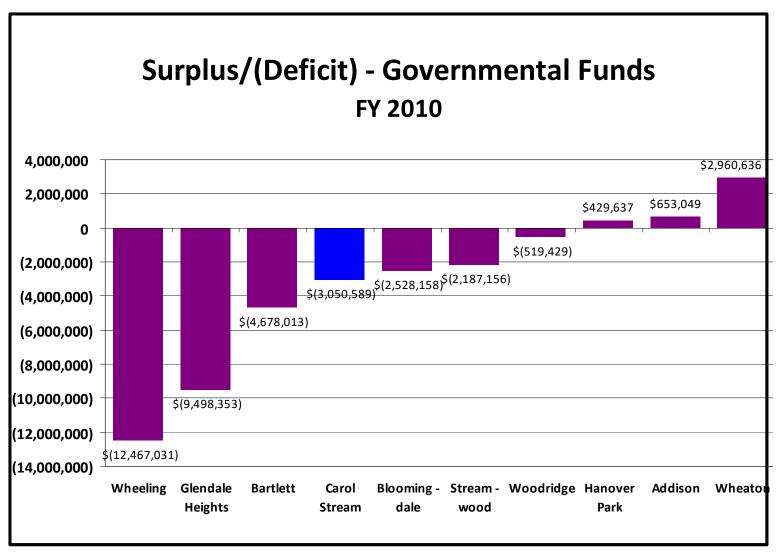
Source: Comprehensive Annual Financial Reports/Budgets. Data from Bloomingdale and Wheaton not reported.





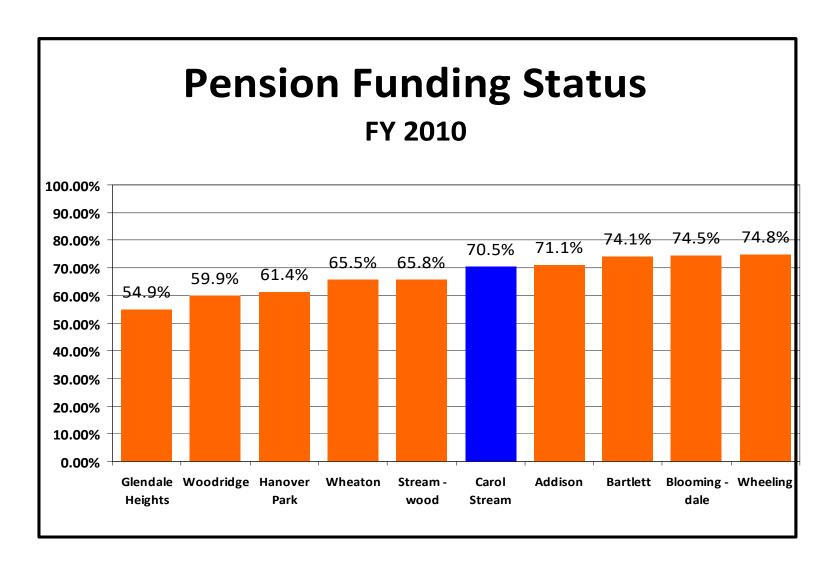
As a subset of total capital asset values, this graphic shows the net change in reported governmental fund infrastructure assets for FY 2010. A positive value indicates investment in new infrastructure assets which exceeds depreciation of existing assets, whereas a negative value would indicate depreciation of current infrastructure assets in excess of current year additions.

#### VI. Bottom Line

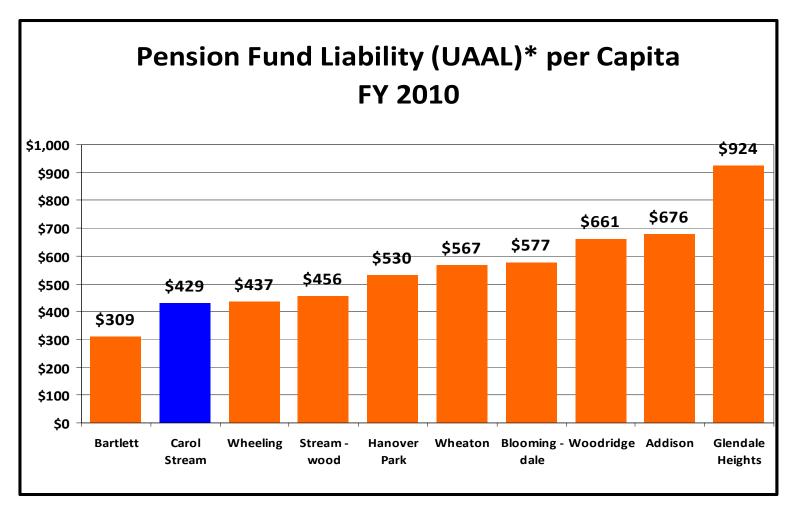


Note: Surplus/Deficit is shown before Other Financing Sources/(Uses).

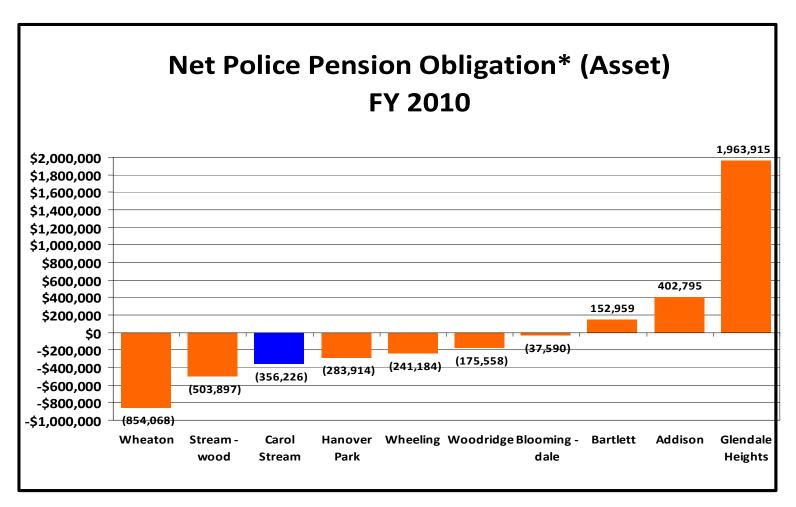
# VII. Long-Term Liabilities and Fund Balances



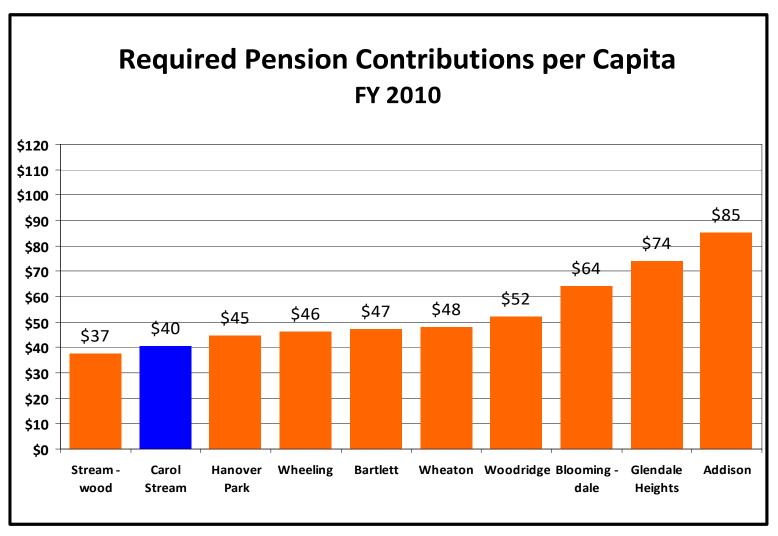
Includes police and Illinois Municipal Retirement Fund retirement plans.



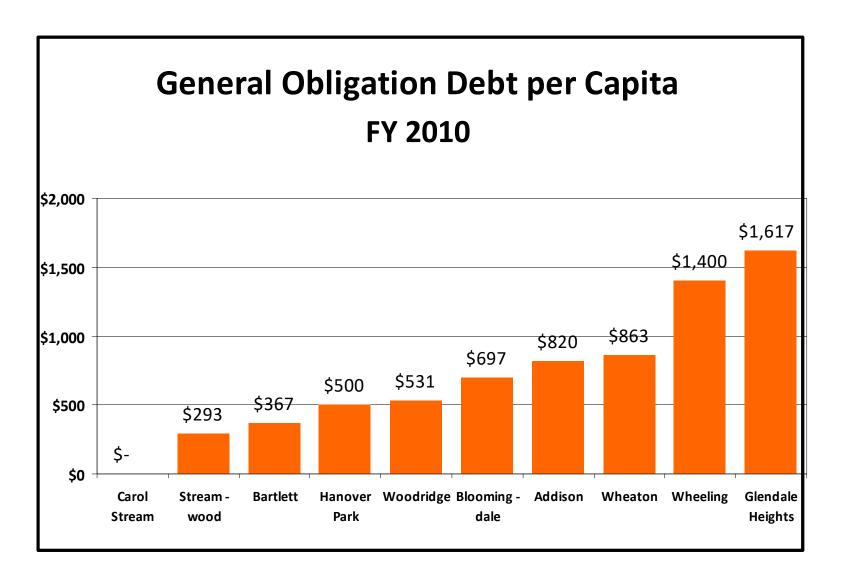
<sup>\*</sup> The AAL or Actuarial Accrued Liability is the actuarial present value of future projected benefits payable which has accrued at the end of the fiscal period. The UAAL or Unfunded Actuarial Accrued Liability represents the amount of accrued liabilities which exceed the actuarial value of plan assets at the end of the fiscal period. This presentation includes the blended UAAL per capita for police and Illinois Municipal Retirement Fund retirement plans.



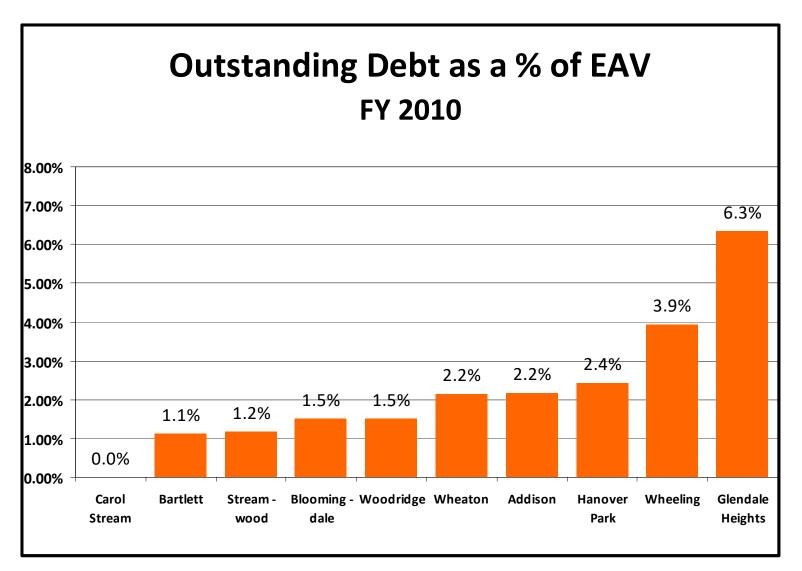
<sup>\*</sup> The Net Pension Obligation (NPO) represents the cumulative amount by which annual pension costs (the amount of funding required as calculated by an actuary) exceed municipal contributions actually made. A negative number indicates a Net Pension Asset or municipal contributions which have exceeded the annual pension cost. Values shown are for the Police Pension Fund.



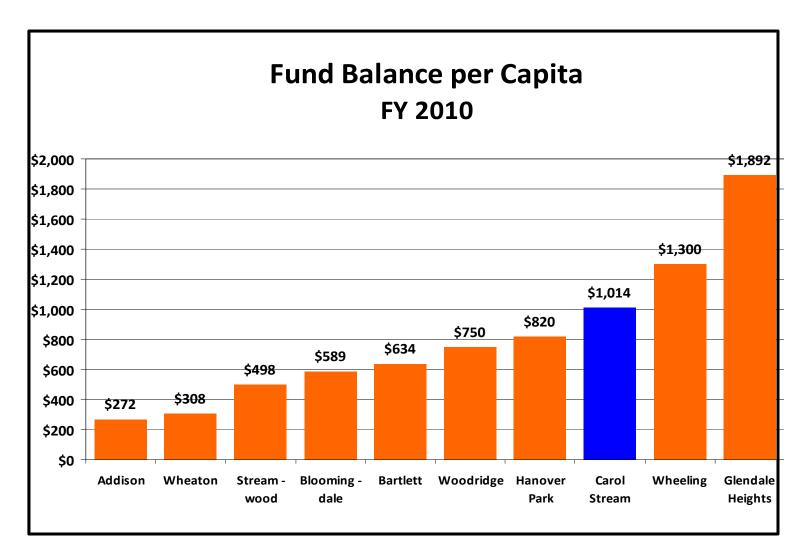
Based on Annual Required Contribution (ARC) reported in notes to the financial statements. Includes police and Illinois Municipal Retirement Fund retirement plans.



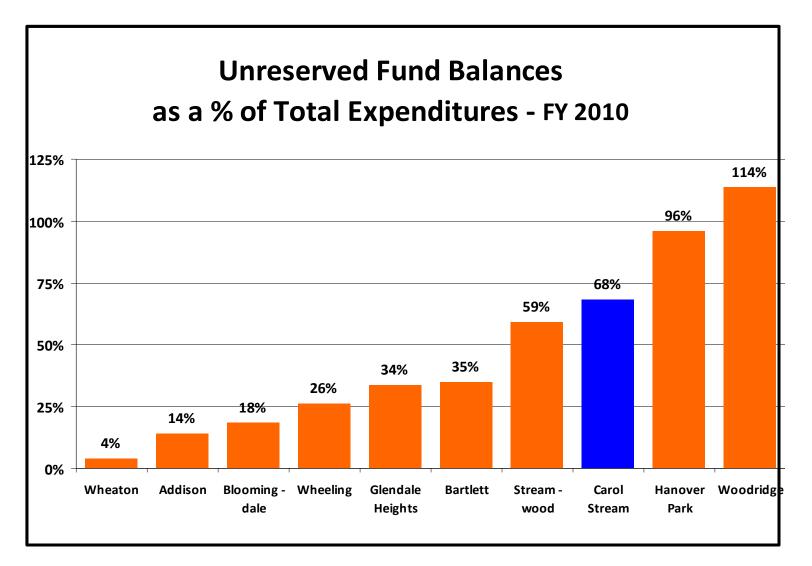
Source: Comprehensive Annual Financial Reports All Government Funds.



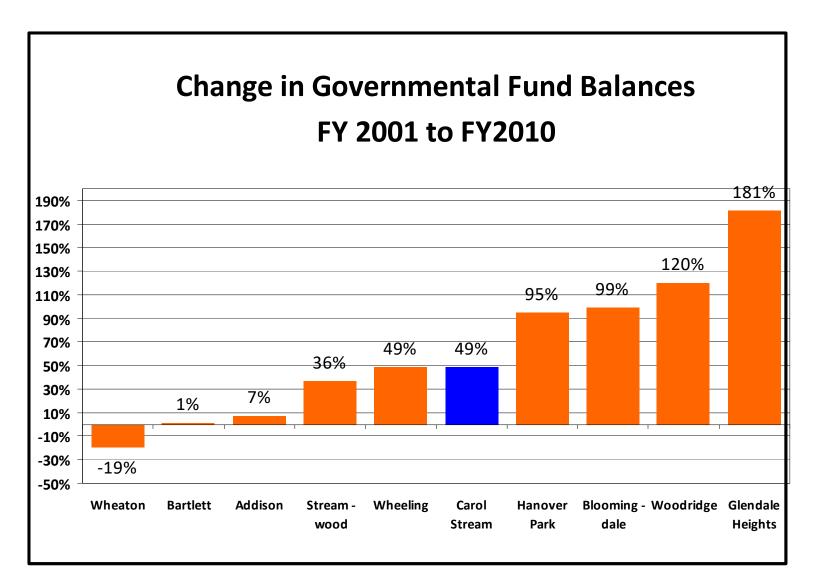
Source: Comprehensive Annual Financial Reports Debt includes outstanding general obligation bonds.



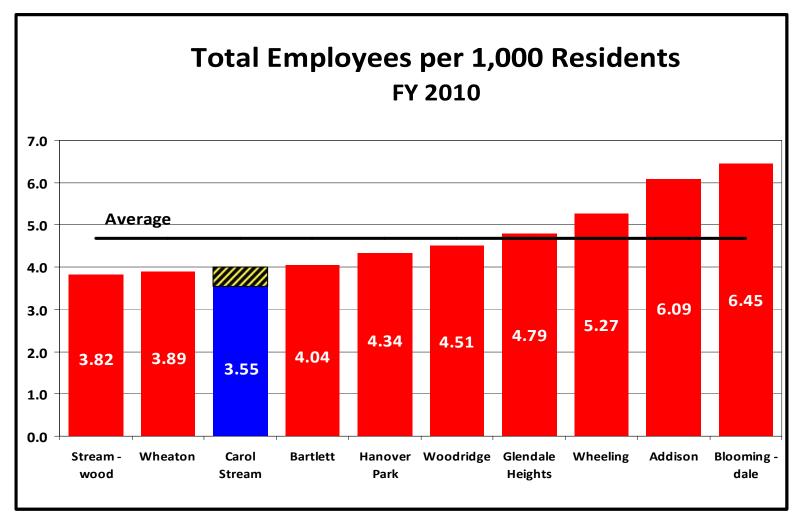
Source: Comprehensive Annual Financial Reports All Government Funds.



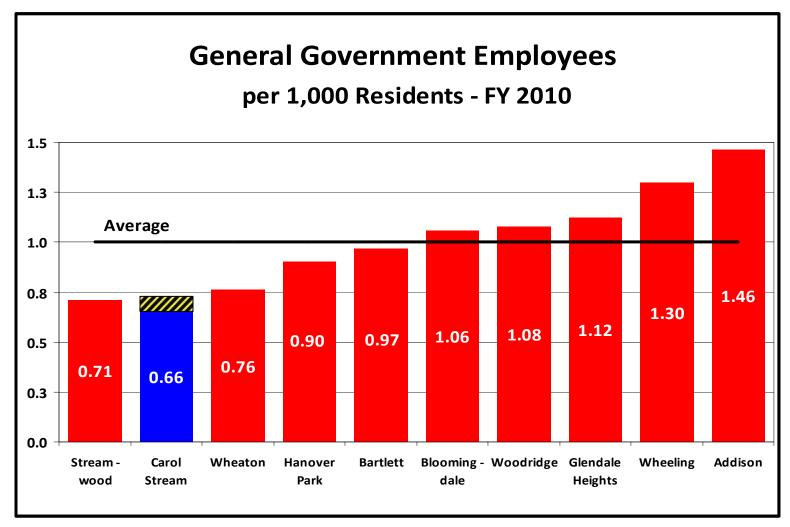
Source: Comprehensive Annual Financial Reports All Government Funds.



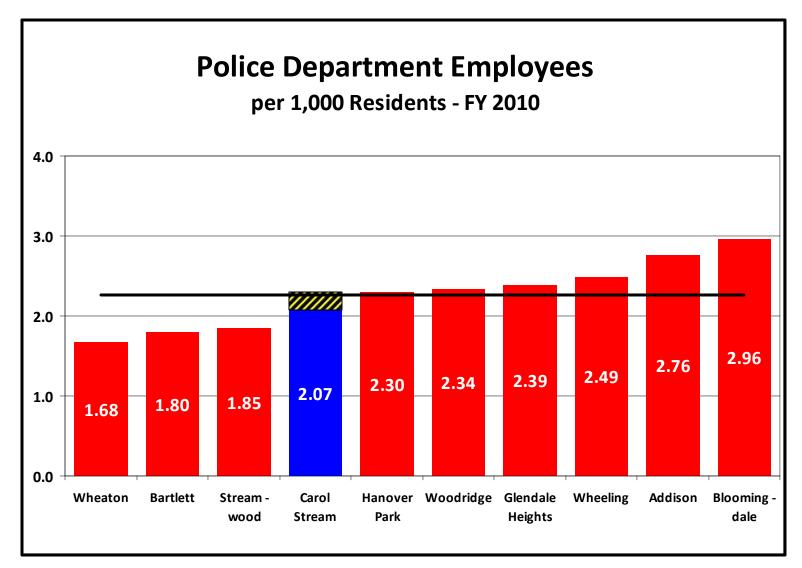
### VIII. STAFFING



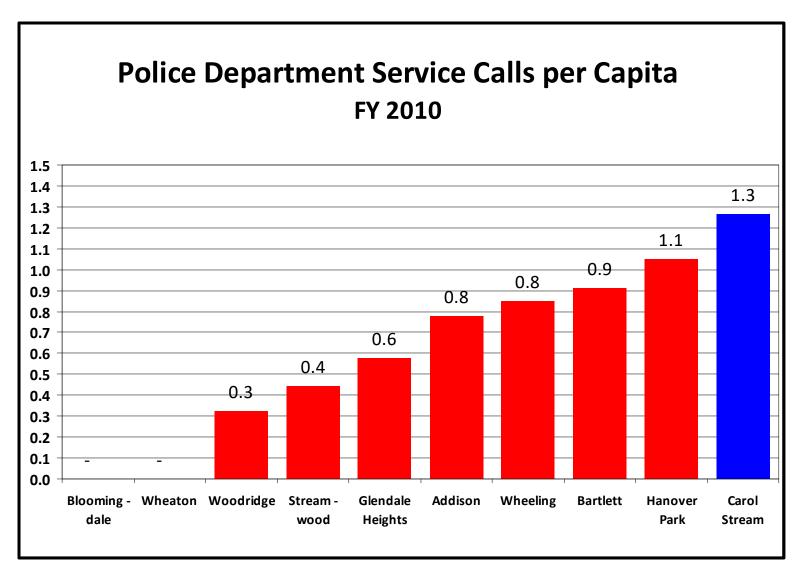
Note: To support a more accurate comparison, Recreation/Parks Department employees (Glendale Heights), Golf Course Employees (Bartlett, Glendale Heights) and Fire Department Employees (Hanover Park, Streamwood, Wheaton, Wheeling) were deducted from this presentation as these services are not provided by all members of the peer group. Hatched area identifies total reduction from FY10 authorized positions to those proposed for FY12 budget (shown in blue).



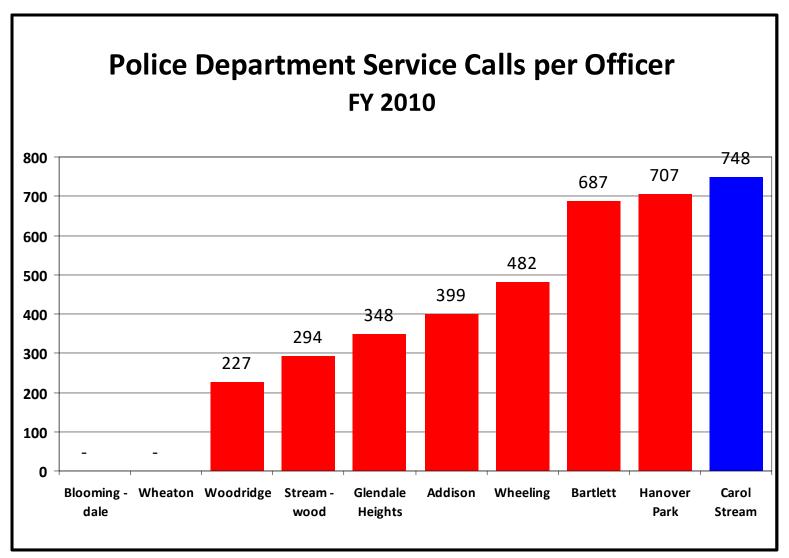
Note: Includes all positions not associated with Police or Public Works functions. Functions include, but are not limited to: Legislative, Village Administration, Finance, Building Maintenance, Information Technology, Communications, Human Resources, Community Relations, Community Development (Planning/Building). Hatched area identifies total reduction from FY10 authorized positions to those proposed for FY12 budget (shown in blue).



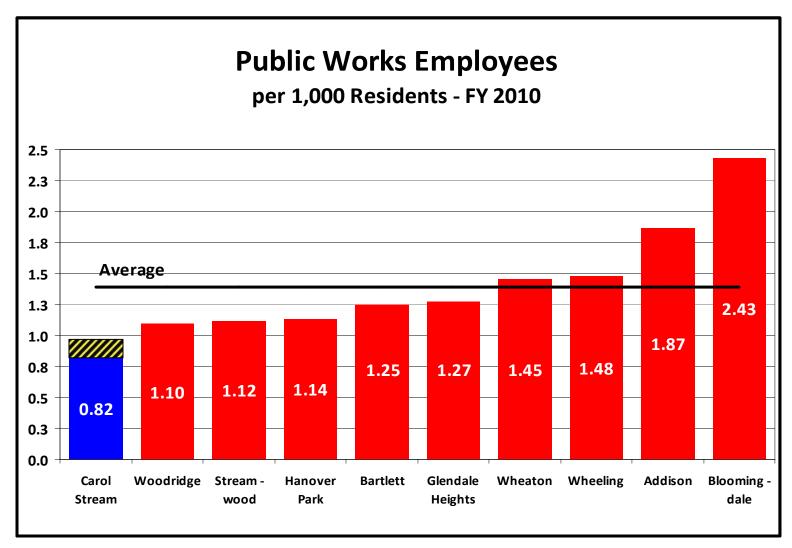
Note: Includes sworn and civilian positions. Excludes crossing guards. Hatched area identifies total reduction from FY10 authorized positions to those proposed for FY12 budget (shown in blue).



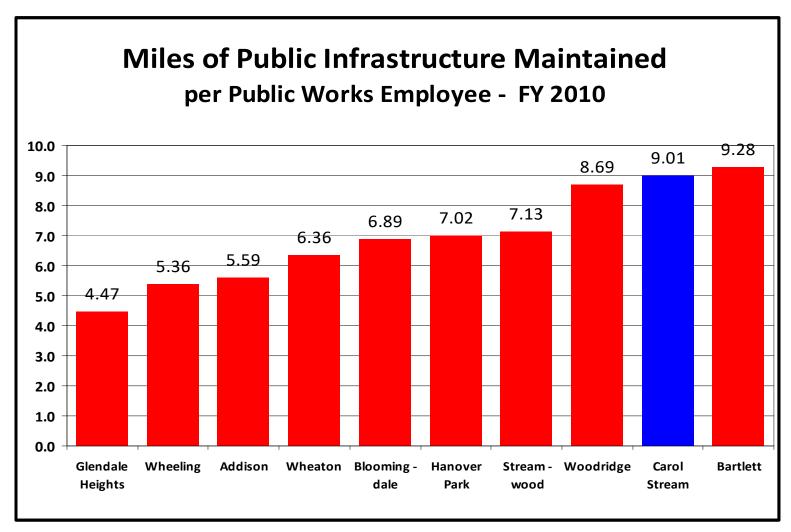
Based on service calls reported in the Comprehensive Annual Financial Report. Data for Bloomingdale and Wheaton not available.



Based on service calls reported in the Comprehensive Annual Financial Report. Data for Bloomingdale and Wheaton not available.



Note: Includes Engineering services employees as identified in budget staffing schedules, whether or not incorporated into the Public Works Department. Hatched area identifies total reduction from FY10 authorized positions to those proposed for FY12 budget (shown in blue).

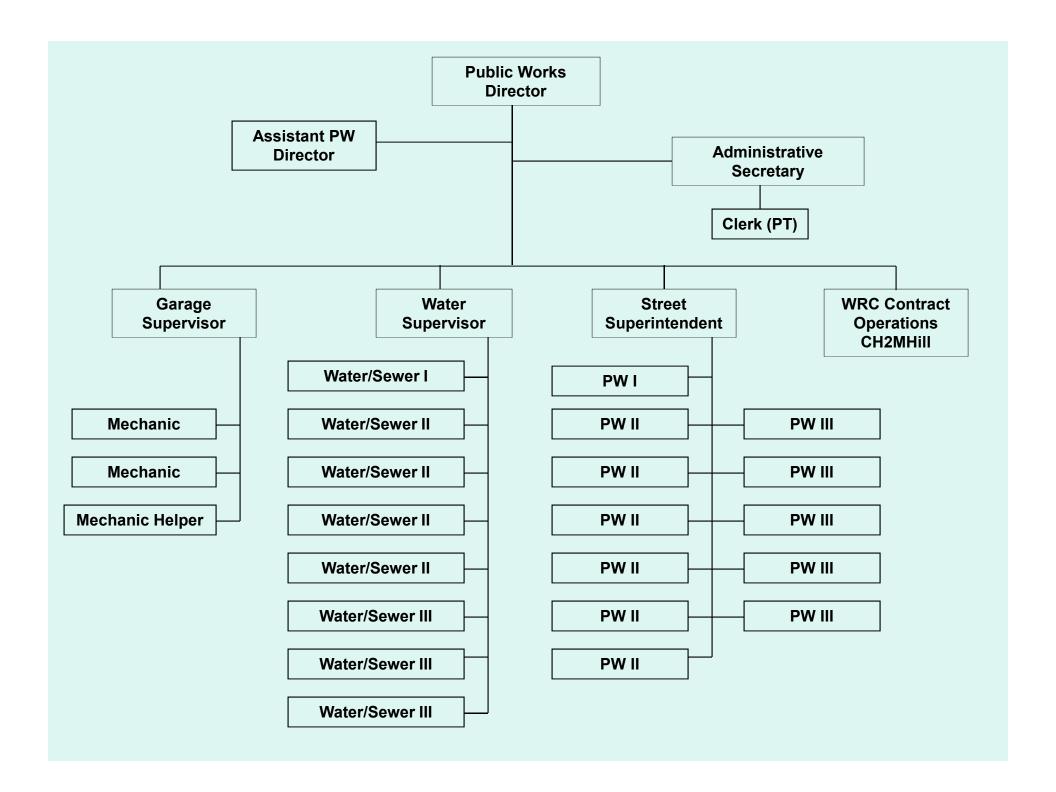


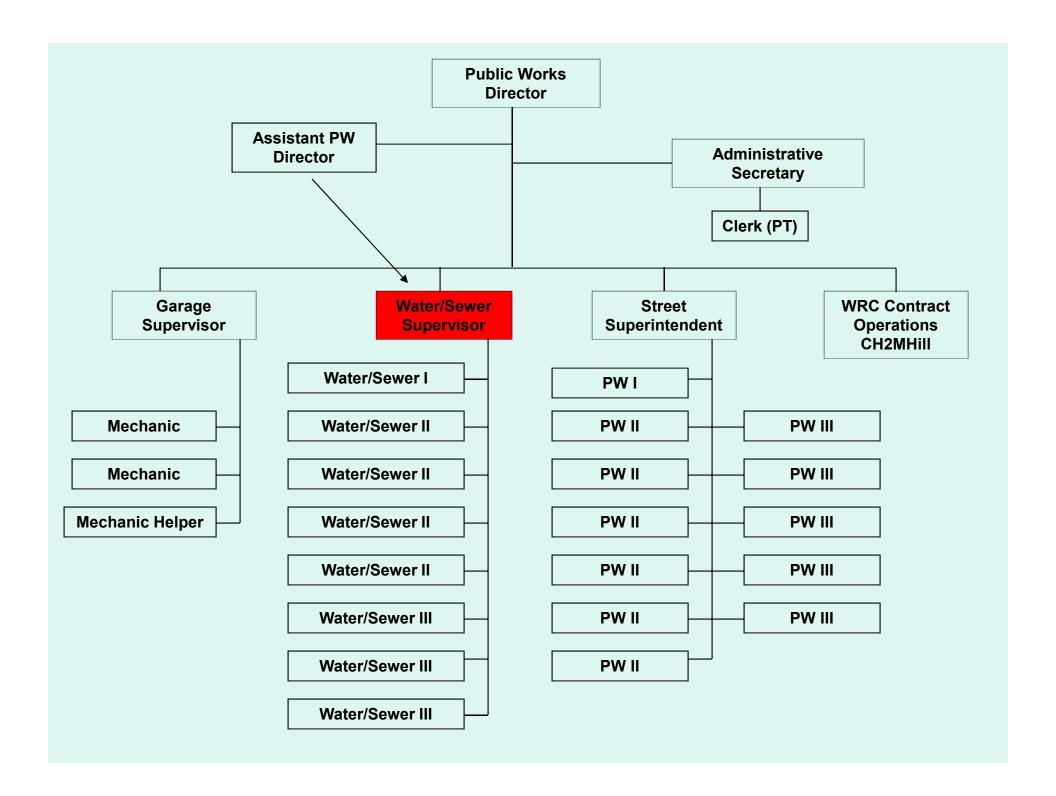
Note: Denotes number of miles of public infrastructure assets (streets, water main and sanitary sewer main) covered by each Public works employee. Includes Engineering services employees as identified in budget staffing schedules, whether or not incorporated into the Public Works Department.

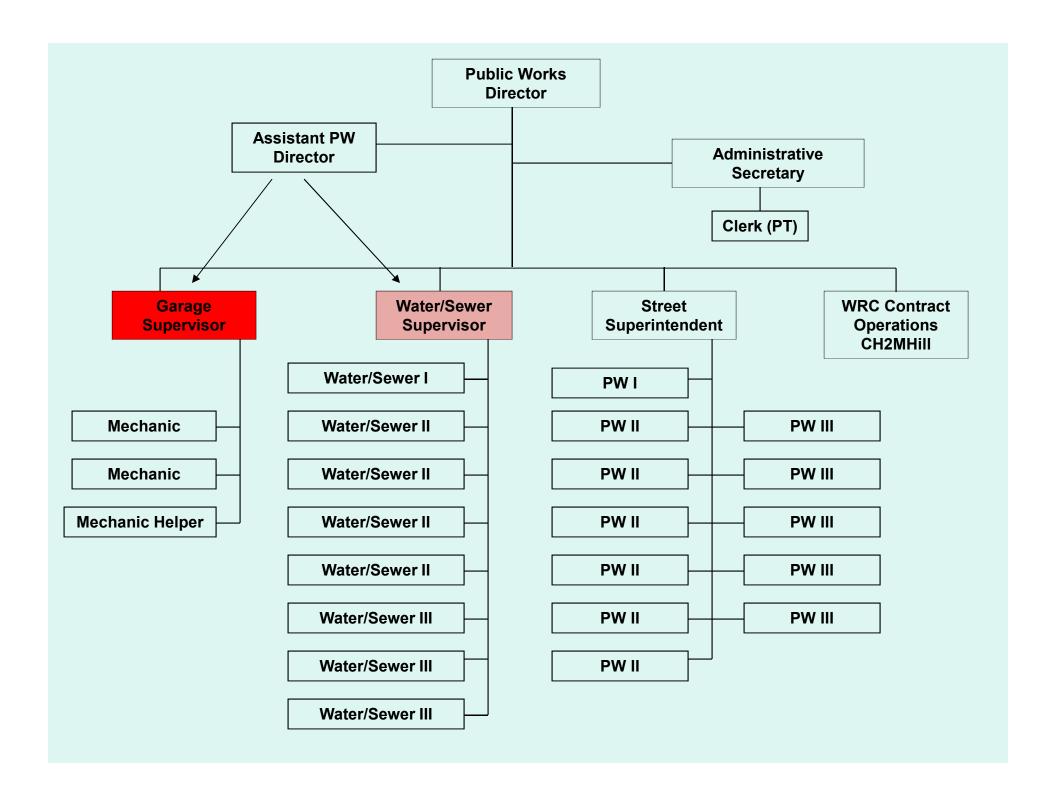
#### IX. Summary Recap

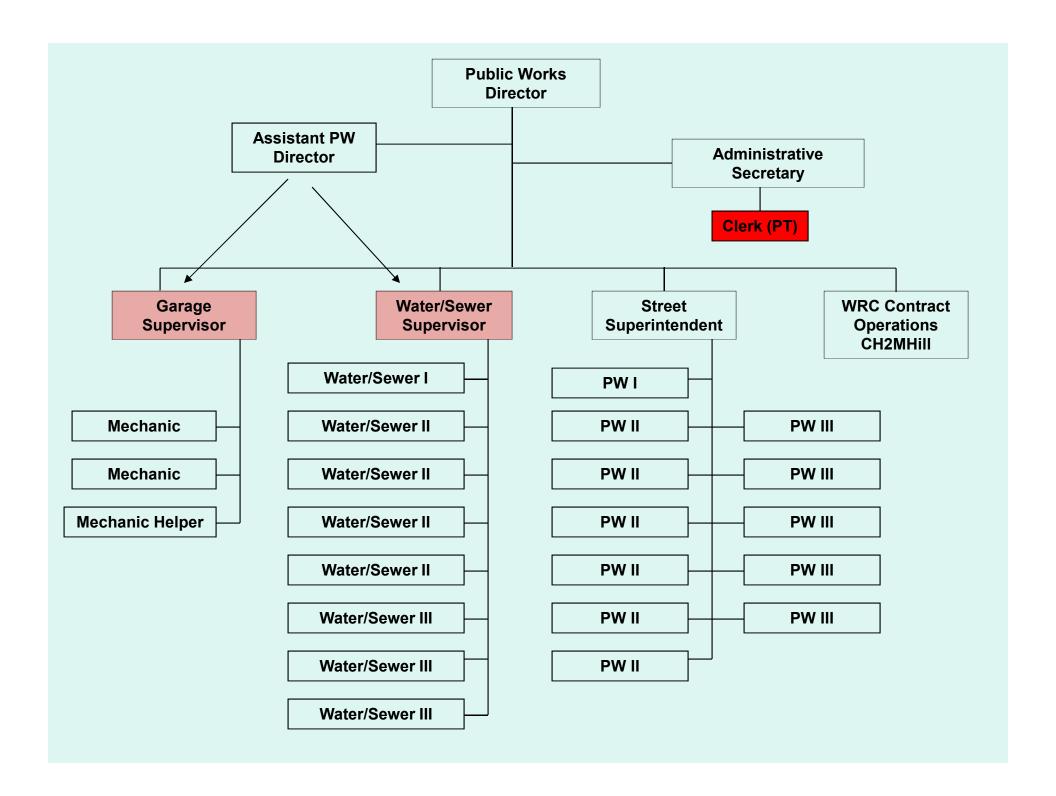
#### Summary Recap

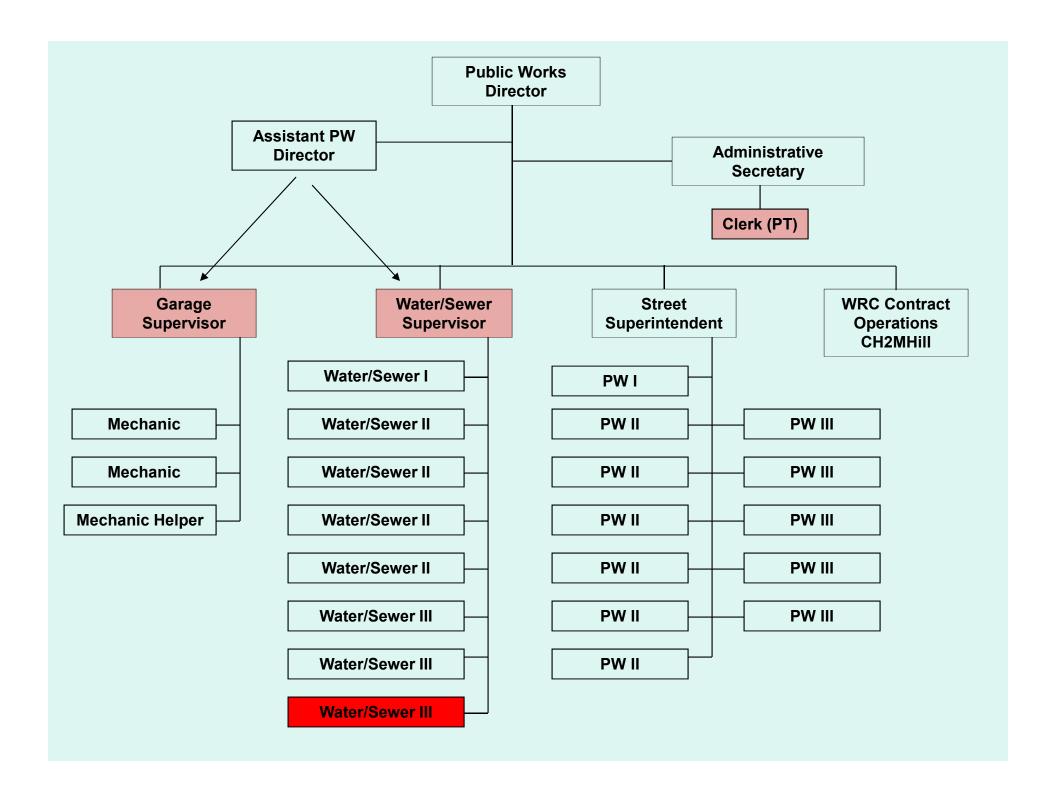
- 1. The Village provides service to the community in an efficient manner and at an excellent value to residents (no property tax!, no debt!).
- Long-term revenue production and EAV growth are concerns. Increasingly difficult to match with expense reductions.
- 3. Reserve balances remain strong, but will continue to decline given the "new economy" and continued investment in infrastructure. We need to be very concerned of the downstream impacts of deferred maintenance decisions.
- 4. Village staffing levels are among the leanest among the peer group. We are increasingly concerned about noticeable impacts on service. Our ability to respond is becoming significantly impacted in certain areas of the organization.

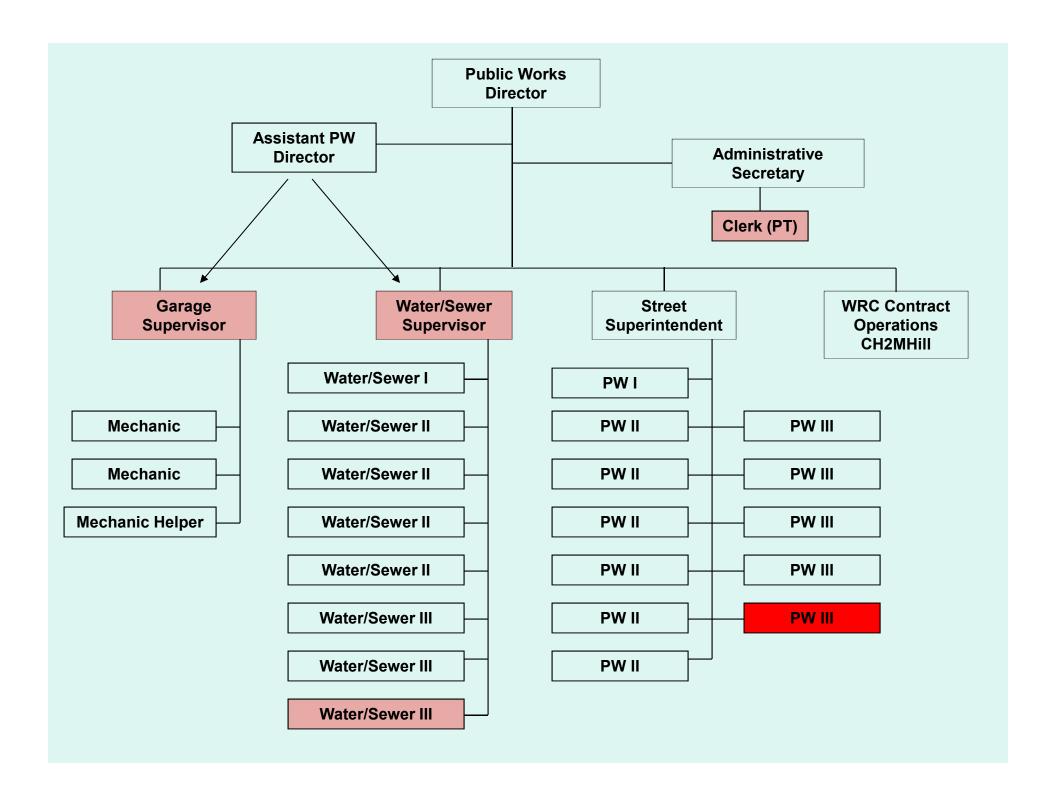


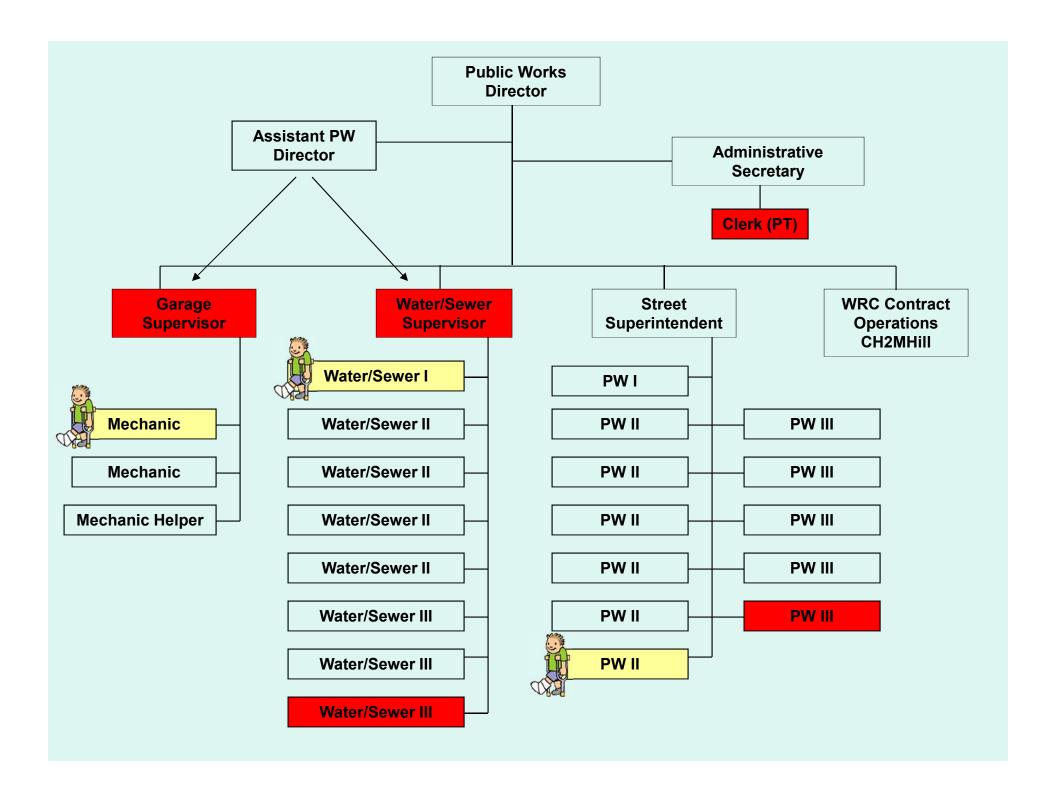


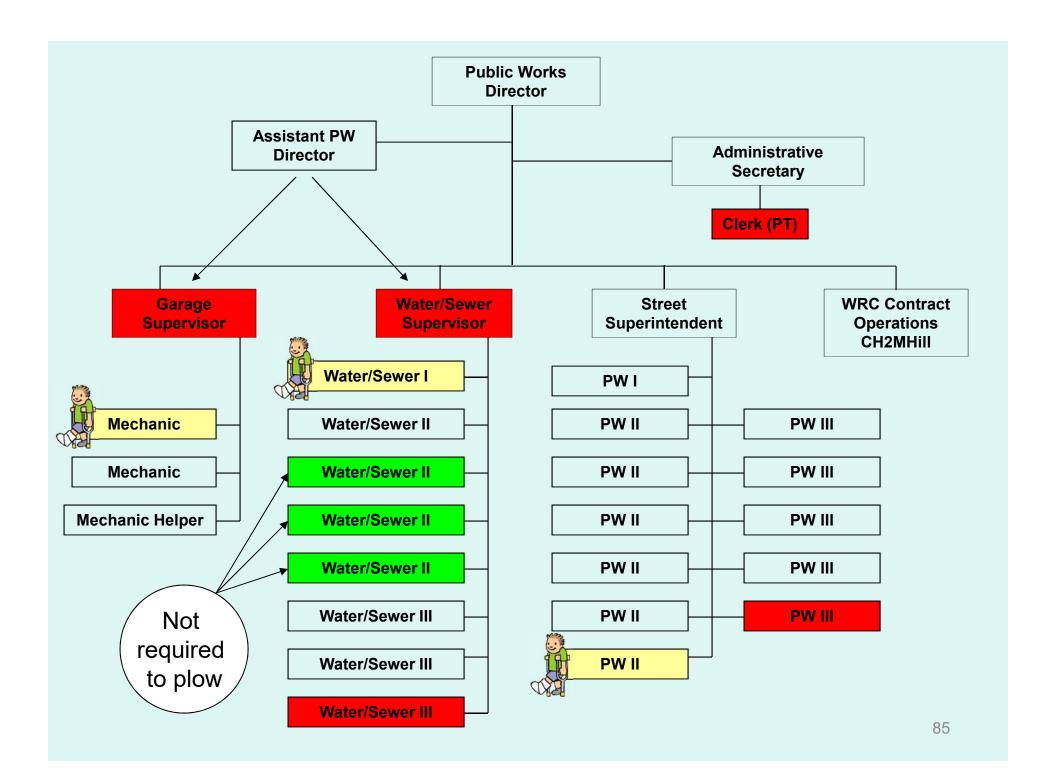












## **Priorities**

- 1. Water/Sewer Supervisor
- 2. Garage Supervisor
- 3. Clerk (part-time)
- 4. PWE III
- 5. WSE III

## Water/Sewer Supervisor

- Critical managerial position
- Previously paid hourly (OT eligible)
- Recommendation Fill Immediately
  - Change Title to "Superintendent"
  - Salaried (no OT)
  - Equivalent to Street Superintendent in title, responsibility and salary range

# Garage Supervisor

FY11 budgeted staff = 4

FY11 actual staff = 3 (since July 1)

• FY12 proposed staff = 3

Now at 2 due to injury

- Recommendation Fill Immediately
  - Attempt to fill from within

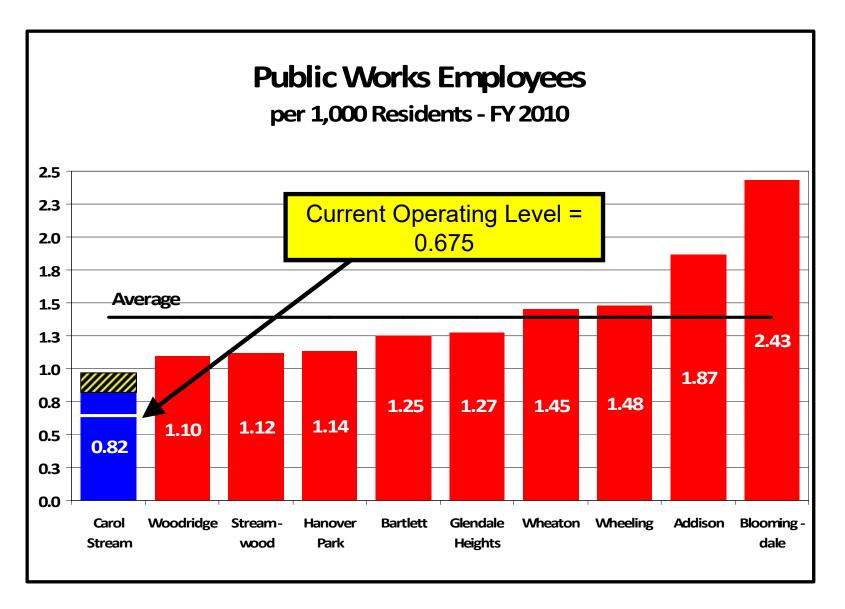
# Clerk (part-time)

 FY11 budgeted 30 hours per week, plus benefits

- Recommendation Fill by May 1
  - Hire two (2) part-time employees
  - 18 hours per week each
  - No benefits (saves approximately \$15,000 compared to one person at 30 hours per week)

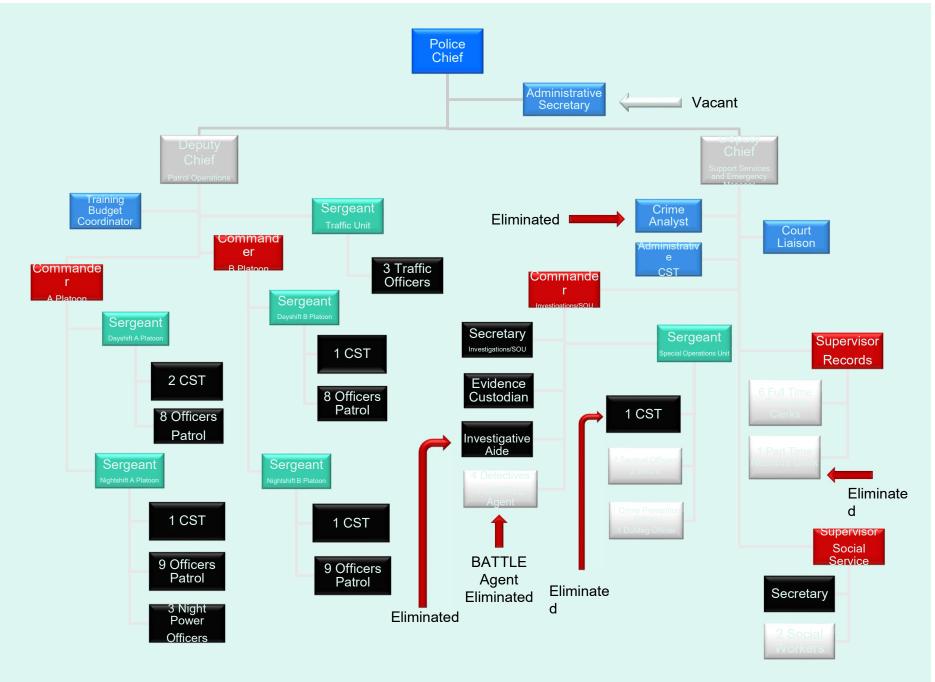
#### WSE III & PWE III

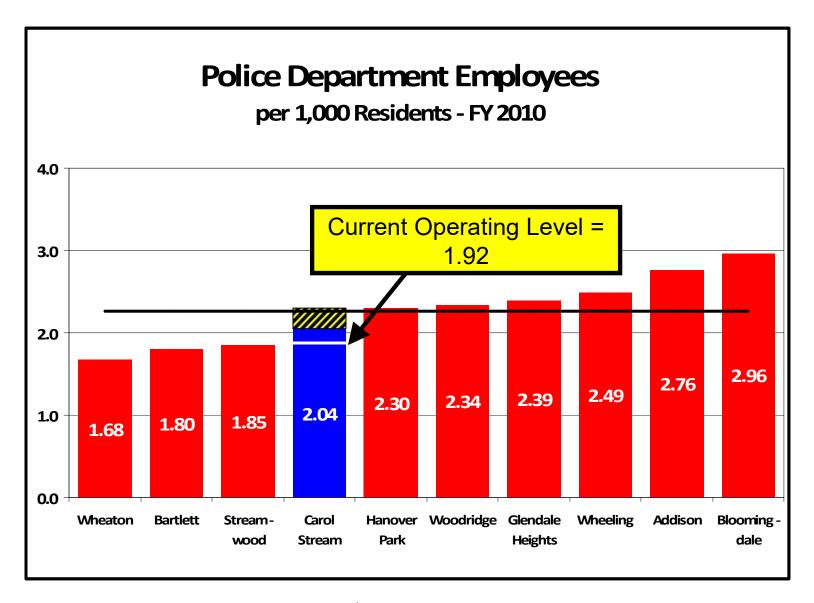
- WSE III Recommendation On Hold
  - Wait for new Superintendent
- PWE III Recommendation Leave Vacant
  - Contract out for scheduled tree trimming
  - Cost of \$30,000 \$35,000 per year
  - Avoid equipment costs in next five years (\$240,000)
  - Net gain in available man hours



Source: Comprehensive Annual Financial

Reports/Budgets. Note: Includes Engineering services employees as identified in budget staffing schedules, whether or not incorporated into the Public Works Department. Hatched area identifies total reduction from FY10 authorized positions to those proposed for FY12 budget (shown in blue).





Note: Includes sworn and civilian positions. Excludes crossing guards. Hatched area identifies total reduction from FY10 authorized positions to those proposed for FY12 budget (shown in blue).