

Fiscal Sustainability
Infrastructure Investment
Challenge the Status Quo
Commitment to Customer Service

SUBJECT: 2023 Glenview Village Budget Workshop II – Village Corporate Fund, Internal Service Funds, Enterprise Funds, and American Rescue Plan Act (ARPA) Update

MEETING DATE: October 11, 2022

VILLAGE BOARD REPORT

TO: Village President and Board of Trustees

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THROUGH: Matt Formica, Village Manager

PURPOSE

The agenda for the second workshop for the 2023 Annual Budget will include the following:

- Glenview Corporate Fund Overview
- Operating Department Presentations
- Internal Service Funds
 - o CERF
 - o FRRF
 - Insurance and Risk Fund
- Commuter Fund
- Water and Sewer Rates
- > ARPA Update

Staff is seeking direction on the following items:

- 1. Commuter Parking Fees Commuter parking permit fees were discounted in FY21 and FY22 after a decline in revenues due to the pandemic. Staff is recommending that fees return to the pre-pandemic rate. The reduction was intended to be temporary and Glenview is the only municipality, out of those surveyed in surrounding suburbs, that is still offering reduced price permits.
- 2. ARPA Update The Board gave direction during the 2022 budget development process on which projects should be funded using ARPA funds. Since last year, the Village has been awarded grant funds for one of the previously recommended projects. Three projects will be presented for use of ARPA funds previously allocated to the Glenview Streetscape project. Staff will also be seeking direction on business support program options.

2022 CORPORATE FUND BUDGET PROJECTION

The Village adopted a balanced Corporate Fund 2022 budget, with an operating surplus of \$319,017. As has been stated, the Village relies on various economically sensitive revenues to fund the general operations of the Village and staff closely monitors these revenue streams. It is pertinent to continue this practice as several economists are predicting a recession.

The table below shows that the revenue estimates for 2022 have increased by \$739,569 since Budget Workshop I primarily due to increases in Income Tax and Personal Property Replacement Tax (PPRT). There has also been an increase to expenditures totaling \$312,278.

Corporate Fund	2022	2022 Projection	2022 Projection	Workshop I vs.
	Budget	Workshop I	Workshop II	Workshop II
Revenues	82,111,497	86,821,111	87,560,680	739,569
Operating Expenditures	81,792,480	82,758,025	83,070,303	312,278
Operating Surplus/(Deficit)	319,017	4,063,086	4,490,377	427,291
Appropriated Prior Year Fund Balance	1,300,000	1,000,000	1,000,000	-
Total Expenditures	83,092,480	83,758,025	84,070,303	312,278
Total Fund Performance	(980,983)	3,063,086	3,490,377	427,291

The draft 2022 projection for the Corporate Fund estimates a surplus of \$3,490,377. The surplus is a result of revenues projected to be \$5,449,183 higher than budget offset by expenditures being projected to be \$977,823 above budget.

As mentioned in Budget Workshop I, Corporate Fund revenues have performed better than initially anticipated as shown below:

2022 Revenue Projections

		2022	2022	2022 Workshop II
	2022	Projection	Projection	Projection
Revenue Description	Budget	Workshop I	Workshop II	vs 2022 Budget
Sales & Home Rule Sales Tax	33,009,798	34,045,165	34,045,165	1,035,367
Property Tax	15,172,740	15,244,051	15,244,051	71,311
Joint Dispatch Charges	7,114,968	7,271,989	7,240,436	125,468
Utility Taxes	4,505,613	4,566,838	4,566,838	61,225
Income Taxes	6,253,722	6,769,995	7,354,455	1,100,733
Building Permits	2,012,716	3,076,713	3,076,713	1,063,997
Glenbrook Fire Protection District	2,655,522	2,747,824	2,788,169	132,647
Insurance Reimbursement	1,782,180	1,800,000	1,800,000	17,820
GEMT	30,000	1,200,000	1,200,000	1,170,000
Use Tax	1,889,754	1,889,754	1,899,495	9,741
Hotel/Motel Tax	750,000	733,145	733,145	(16,855)
All Other Corporate Fund Revenues	6,934,484	7,475,637	7,612,213	677,729
Total Revenues	82,111,497	86,821,111	87,560,680	5,449,183

CORPORATE FUND 2023 BUDGET

The Corporate Fund 2023 budget to be presented <u>is balanced with a surplus of \$422,919</u>. Budgeted revenues are \$88.29M and budgeted expenditures are \$87.87M.

Corporate Fund			2023 Budget	
Revenues		\$	88,291,764	
Expenditures	Management Services		12,269,182	
	Joint Dispatch		11,725,385	
	Public Works		9,244,694	
	Police		18,294,073	
	Fire		21,595,716	
	Community Development		5,473,663	
	Transfers Out		9,266,132	
	Total Operating Expenses		87,868,845	
Total Fund Per	formance	\$	422,919	

Fiscal Year 2023 revenues are budgeted \$731k higher than the 2022 projected revenues as staff is keeping a close eye on the current economic conditions and have taken a conservative approach to 2023 revenue figures.

2023 Revenue Projections

	2022 2023 Differen				
	2022	Projection	Proposed	2022 Projection	
Revenue Description	Budget	Workshop II	Budget	vs 2023 Budget	
Sales & Home Rule Sales Tax	33,009,798	34,045,165	34,657,978	612,813	
Property Tax	15,172,740	15,244,051	15,557,348	313,297	
Joint Dispatch Charges	7,114,968	7,240,436	7,570,399	329,963	
Utility Taxes	4,505,613	4,566,838	4,512,178	(54,660)	
Income Taxes	6,253,722	7,354,455	7,354,455	-	
Building Permits	2,012,716	3,076,713	2,921,768	(154,945)	
Glenbrook Fire Protection District	2,655,522	2,788,169	2,760,287	(27,882)	
Insurance Reimbursement	1,782,180	1,800,000	1,800,000	-	
GEMT	30,000	1,200,000	1,100,000	(100,000)	
Use Tax	1,889,754	1,899,495	1,899,495	-	
Hotel/Motel Tax	750,000	733,145	747,808	14,663	
All Other Corporate Fund Revenues	6,934,484	7,612,213	7,410,048	(202,165)	
	82,111,497	87,560,680	88,291,764	731,084	

The 2023 proposed expenditures were developed using zero-based budgeting which is the Village's standard approach each year. Representatives from each Village Department will present their Corporate Fund budget and outline the budget highlights and new initiatives included in the 2023 budget.

CORPORATE FUND BALANCE POLICY

Background

The Village of Glenview's Corporate Fund balance policy is reviewed and adjusted as necessary to meet the critical fiscal needs of the Village. This practice is recommended by Government Finance Officers Association (GFOA) in that the goal is to maintain an adequate fund balance so the Village can effectively mitigate current and future risks, including revenue shortfalls because of changes in economic conditions, changes to the local economy, or unanticipated emergencies such as a pandemic.

At budget workshop I, staff presented three scenarios of possible revenue declines because of an economic downturn. The scenarios were developed due to several economists predicting a recession. Sales tax and Home Rule Sales Tax make up 40% of the Village's Corporate Fund revenues. These economically sensitive revenues are likely to be significantly impacted should there be an economic downturn or recession.

Staff is recommending a temporary change to the Corporate Fund Balance Policy from the current policy of maintaining an unassigned cash fund balance of 35%-45% of the current year's total Corporate Fund expenditures to 40%-50% of those expenditures. The Village continues to rely on economically sensitive revenues such as Sales Tax, Home Rule Sales Tax, Income Tax, Building Permits, and Interest Income to fund core operations and a change in economic conditions could impact the Village's overall fiscal health. Temporarily holding onto the additional 5% in the fund balance will allow the Village to be in a better position to absorb what some analysts are currently predicting to be an economic downturn or recession in the near future. This downturn would most likely be evidenced by reduced levels of revenues coming into the Corporate Fund as seen during the previous economic downturns.

Recommendation

Staff is recommending temporarily increasing the Unassigned Fund Balance Policy from 35%-45% to 40%-50%.

INTERNAL SERVICE FUNDS

The Village has three Internal Service Funds that will be briefed to the Village Board in Budget Workshop II (CERF, FRRF, and Insurance and Risk Fund). Internal Service funds are used to report any activity that provides goods or services to other funds, departments, Library or other governments, on a cost recovery basis.

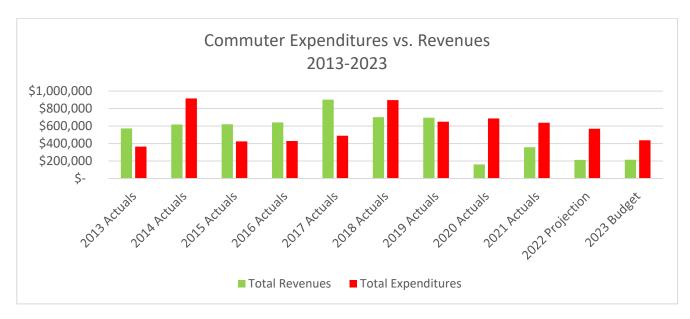
COMMUTER PARKING

The Village maintains commuter parking lots and the related facilities at both train stations located in downtown Glenview and at The Glen. The Commuter Parking Fund has historically been designated as a Village enterprise fund, meaning that revenues generated by fund activity were adequate to cover fund expenditures. Over the last two years, the financial position has been continuously reviewed and as a result of a decline in revenues compared to expenditures, and as was discussed during the Budget Workshops last year, the operations have been absorbed into the 2023 Corporate Fund budget.

The Village offers a daily parking option and monthly, semi-annual, or annual permits. Parking fees and parking violation fees from these lots are the primary Commuter Fund revenue sources. Additional revenue has been collected sporadically in prior years through reimbursements from Metra for significant building maintenance

projects. Expenditures include costs of services to maintain the parking lots and facilities, snow and ice control, Interfund charges for future repairs and replacements, and a portion of personnel costs.

The fund has historically been self-sufficient. From 2013-2019, annual revenues averaged \$678,413 and annual expenditures averaged \$595,398. In 2014 and 2018, the fund operated at a planned deficit due to a one-time transfer to FRRF and Capital Projects to pay for projects at the stations and lots. In 2020, revenue generated from permit sales and tickets dropped 77% from \$695,161 to \$161,169 due to a significant decline in commuters during the pandemic and the work from home options being offered by employers. Permit and ticket revenue dropped further in 2021 to \$140,958 prior to a moderate recovery in 2022 which are projected to come in at \$213,039. A one-time reimbursement of \$216,511 was received from Metra in 2021 for a prior year project. Expenditure decreases have not kept pace with revenue reductions as they are related to maintenance of the lots and stations which remain relatively fixed year-over-year. A breakdown of commuter parking expenditures and revenues is below.



	2013-2019	2020-2023 Budget
Total Revenues	\$4,748,893	\$946,304
Total Expenditures	\$4,167,785	\$2,330,050
Total Net Income (Loss)	\$581,107	\$(1,383,745)

Cash reserves of the Commuter Parking fund are being depleted due to the low revenue collections and are currently projected to run out during 2024. Based on this analysis and the inability for the fund to remain self-sustaining, commuter parking revenues and expenditures have been absorbed into the Corporate Fund beginning in 2023.

COMMUTER PARKING PERMIT FEE DISCUSSION

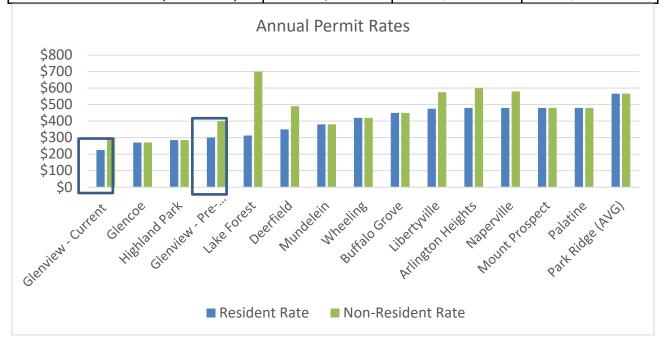
Staff is seeking Board discussion and direction regarding commuter parking permit rates for 2023. The Village had implemented several changes in 2021 in response to changing customer needs due to the pandemic. This included offering a new monthly parking permit option and a temporary 50% discount for parking permits due to decreased demand. This fee reduction was implemented to assist customers during a time of uncertainty and to offer greater flexibility during historic underutilization. The Village continued to offer the permits at a discounted rate in 2022 but decreased the discount to 25% of pre-pandemic rates to balance sustaining the financial health of the commuter parking fund with continued support of customers while their commuting

needs were uncertain. Daily fee parking has remained at the \$2.00 pre-pandemic rate as this rate is controlled by Metra. Any changes to the daily parking fee for lots under Meta's ownership require obtaining authority from Metra.

In 2021, staff surveyed eleven comparable communities to understand where Glenview's permit rates stood in comparison to other communities. At that time, three other communities, Deerfield, Lake Forest, and Naperville, also offered discounted permit rates in response to the pandemic. Staff surveyed the comparable communities again in September 2022 and has found that all other communities have returned to their pre-pandemic rates. Additionally, staff gathered data from the comparable communities related to their annual permit costs for both resident and non-resident permits. This data shows that Glenview's current rate for resident annual parking permits is the lowest in the area.

Below is a table displaying Glenview's pre-pandemic permit rates, the currently discounted permit rates, and the recommended permit rates for 2023. Additionally included is a graph of the annual resident and non-resident permit fees charged by other communities along with Glenview's current and recommended rates.

Permit Type	2020 Permit Cost	Current (25% Discount)	Recommended 2023 Permit Cost (No Discount)
Resident Annual	\$300.00	\$225.00	\$300.00
Resident Semi-Annual	\$150.00	\$112.50	\$150.00
Resident Motorcycle Annual	\$100.00	\$75.00	\$100.00
Resident Monthly	N/A	\$18.75	\$25.00
Resident Motorcycle Monthly	N/A	\$6.25	\$8.50
Non-Resident Annual	\$400.00	\$300.00	\$400.00
Non-Resident Semi-Annual	\$200.00	\$150.00	\$200.00
Non-Resident Motorcycle Annual	\$135.00	\$101.25	\$135.00
Non-Resident Monthly	N/A	\$25.00	\$33.50
Non-Resident Motorcycle Monthly	N/A	\$8.44	\$11.50



Staff is recommending a return to the pre-pandemic rates. This recommendation is based on several factors. First, the survey data reveals that Glenview is the sole municipality that is still offering discounted rates and modifying to pre-pandemic levels would be consistent with others in the market. Next, staff estimates that the fee increase would increase revenue collections by an estimated \$28,355 which would help offset an additional portion of the expenses related to maintaining the commuter lots and stations. Additionally, restoring rates to 2020 levels would still place the Village on the low end of the comparable communities, only higher than Glencoe and Highland Park, meaning Glenview permits are more affordable than almost all others in the area. Finally, when the Village reduced rates in 2021, that reduction was communicated as a temporary change. The discount was reduced from 50% in 2021 to 25% in 2022 and this change would simply bring the rate back to what customers were paying prior to the pandemic.

PUBLIC WORKS CAMPUS PROJECT

Over the last couple of years, an evaluation was completed of the existing Public Works facility and grounds to determine if improvements could be made to expand operational efficiencies and address current maintenance needs. Efficiency needs identified included a need for additional local salt storage, more formal covered and open materials storage areas along with drainage improvements and repaving areas that date back to the original campus construction in 1983. The current draft project budget of \$6,130,154 includes design and permitting proposed for FY 2023 to confirm the project design, secure site plan approval and complete an updated pre-bid cost estimate. Following this schedule, the construction could then be proposed during next year's budget process for completion in FY 2024. Staff will present the proposed funding plan at workshop II and a summary of the project's preliminary construction cost estimate is below.

Public Works Campus (2024)				
Project Components		<u>Totals-</u>		
1. Design and Engineering (2023-2024)		\$935,154		
2. Site Work incl. Drainage, Resurfacing and	Underground	2,640,600		
3. Additional Salt Storage and Covered/Open	n Storage	1,987,800		
4. Heavy Duty Storage, Covered Parking and	Lighting	566,900		
	GRAND TOTAL	\$6,130,154		

WATER AND SANITARY SEWER RATES

The Water and Sanitary Sewer Funds will be reviewed with the corresponding proposed January 1, 2023 increases to the rates. Water and Sanitary Sewer revenues continue to provide funding for Glenview's infrastructure maintenance and upkeep. The 2023 budget provides funding to support the approved Water Strategic Plan which includes replacing approximately one additional mile of watermains each year for ten years, as well as contributing to the upcoming Public Works Campus Project for 2024 discussed above. Both the Water and Sanitary Sewer Funds have been carefully reviewed and the current proposal is to increase the water consumption charge by 3.00% from \$7.08/1,000 gallons to \$7.29/1,000 gallons and increase the sewer consumption rate by 1.75% from \$1.45/1,000 gallons to \$1.48/1,000 gallons.

The proposed 2023 water and sewer fixed and consumption rates are as follows:

Village Water Rates					
Meter Size	2022	2023			
1" & Smaller – Fixed Rate	\$24.76	25.44			
1 ½" – Fixed Rate	\$92.59	\$95.13			
2" – Fixed Rate	\$193.27	\$198.58			
3" – Fixed Rate	\$501.58	\$515.37			
4" – Fixed Rate	\$943.24	\$969.18			
6" – Fixed Rate	\$1,296.47	\$1,332.12			
8" – Fixed Rate	\$1,584.86	\$1,628.44			
Consumption Rate (per 1,000 gal)	\$7.08	\$7.29			
% Change in Consumption Rates	0.00%	3.00%			
% of Revenues - Fixed Charge	15.14%	15.01%			

Village Sewer Rates					
Meter Size	2022	2023			
1" & Smaller – Fixed Rate	\$10.59	\$10.59			
1 1/2" – Fixed Rate	\$38.35	\$38.35			
2" – Fixed Rate	\$80.07	\$80.07			
3" – Fixed Rate	\$207.79	\$207.79			
4" – Fixed Rate	\$390.76	\$390.76			
6" – Fixed Rate	\$537.09	\$537.09			
8" – Fixed Rate	\$656.56	\$656.56			
Usage Rate (per 1,000 gal)	\$1.45	\$1.48			
% Change in Usage Rates	1.00%	1.75%			
% of Revenues - Fixed Charge	35%	34%			

As we have been reporting since the Automated Meter (AMI) meters were installed in 2016, the new meters have been working as initially presented and the gap between the purchased and billed gallons of water has narrowed and is currently estimated to be 90.4% for 2022. Staff continues to closely monitor this water loss percentage.

The following chart shows the trend of billed vs. purchased gallons:

		GALI	LONS PURCHASE)		
	2018	2019	2020	2021	2022 Est.	2023 Est.
January	172,871,770	145,607,950	139,713,680	128,781,660	145,301,240	137,932,193
February	142,513,860	136,460,630	124,141,820	172,960,040	129,543,120	142,214,993
March	140,970,683	128,495,920	143,109,600	138,699,390	134,828,220	138,879,070
April	150,853,134	145,726,100	133,947,350	148,729,320	124,331,810	135,669,493
May	175,863,776	151,556,020	128,356,050	211,784,230	176,386,620	172,175,633
June	180,266,995	145,395,490	219,526,030	241,891,960	222,147,020	227,857,003
July	267,787,124	266,700,890	269,796,120	227,142,400	220,686,000	239,209,840
August	243,400,183	236,597,630	286,786,190	264,948,330	262,777,383	271,503,968
September	175,835,796	189,006,140	210,854,460	232,851,650	210,904,083	218,203,398
October	166,005,130	146,545,160	154,907,060	147,734,480	149,728,900	150,790,147
November	134,604,090	145,973,690	136,326,730	142,900,000	141,733,473	140,320,068
December	141,448,290	128,110,700	154,208,420	128,765,590	137,028,237	140,000,749
	2,092,420,830	1,966,176,320	2,101,673,510	2,187,189,050	2,055,396,107	2,114,756,556
Percentage Billed	90.96%	90.80%	88.50%	90.18%	90.40%	N/A

FUNDING FROM THE AMERICAN RESCUE PLAN ACT 2022 UPDATE

Background:

On March 11, 2021, President Biden signed H.R. 1319, entitled the American Rescue Plan Act (ARPA) of 2021. The Village of Glenview was allocated \$6,431,248.66 and all funds have been received. During the 2022 budget workshops, staff brought forward recommendations and received board direction.

One of the projects planned for ARPA spending of \$1.7M was the Glenview Road Streetscape Improvements (Westside) construction. However, after last year's budget workshops, the Village was awarded grant funds to cover that project, so staff is recommending three other projects to be funded by ARPA. The following chart details the updated recommended list of projects for Glenview's ARPA allocations with changes from last year *italicized*:

Replace Revenue Loss	2022 Board Direction	Updated Staff Recommendation
Glenview Road Streetscape Improvements (Westside) - Construction	\$1,700,000	\$0 - Funded by STP
Glenview Road Streetscape Improvements (Westside) - Phase I and Phase II Engineering	-	\$500,000
Waukegan Road Streetscape Improvements	-	\$700,000
Intelligent Traffic Management Program	-	\$500,000
Business Support Program	\$300,000	\$300,000
Subtotal Revenue Loss Category	\$2,000,000	\$2,000,000
Water Infrastructure		
Lead service line replacement	\$2,400,000	\$2,400,000
Watermain replacement	\$2,000,000	\$2,000,000
Subtotal Water Infrastructure Category	\$4,400,000	\$4,400,000
TOTAL	\$6,400,000	\$6,400,000

Streetscape Improvements for Westside of Glenview Road - Phase I & Phase II Engineering - \$500,000 (from Washington to RR tracks and Harlen/Lehigh from Dewes to Prairie)

Last year this CIP project was approved to be funded through the ARPA funding in the amount of \$1.7M. This year the Village secured funding for the project's construction and construction engineering (Phase III) in the amount of \$2,930,000 through the Surface Transportation Program (STP) for 2026. With the new funding, the components of the project to be funded through the ARPA funding was shifted towards the completion of Phase I (concept design) and Phase II (engineering drawings) in the amount of \$500,000 in FY 2023-2024. Streetscape improvements and enhancements to the landscaping were raised as desired outcomes in the Economic Development Strategic Plan and including these CIP components would allow for a consistent streetscape design (e.g., street and pedestrian lighting, landscaping, sidewalk, street furniture, and potential public parking) throughout the downtown along Glenview Road.

Streetscape Improvements for Waukegan Road – Phase I Engineering - \$700,000 (from Henley to Glenwood)

This CIP project is currently projected to cost \$700,000 for Phase I Engineering (concept design), to be completed in FY2023 and FY2024 in coordination with IDOT. Funding it with the ARPA funding will provide a significant opportunity to program this project in the CIP and obtain outside funding for the construction phase of the project and potentially move up its construction consistent with the community feedback relayed as part of the Glenview Economic Development Strategic Plan. This CIP streetscape project plan would include updated street and pedestrian lighting, sidewalks, street furniture and landscaping, and other features consistent with the streetscape design for the Waukegan Road corridor and make it consistent with the other downtown streetscape enhancements along Glenview Road.

Intelligent Traffic Management Program - \$500,000

Phase I of a local Intelligent Traffic Management Program (or SMART intersections) is projected to cost \$500,000 for the Village to implement on areas and intersections surrounding Glenbrook South High School (GBS). This project would include new technology with cameras that would adapt and adjust signal timing to actual needs in the field. Staff met with multiple consultants and communities that have implemented new SMART intersections and will have a recommendation to start this Phase I before the end of this year with implementation in FY 2024. Coordination will be required with both the state (IDOT) and the count (Cook County

Highway Department) who maintain the impacted signals. With lessons learned after implementation of Phase I, the project could expand to cover additional intersections and corridors of concern.

Watermain Replacement - \$2,000,000

As recommended in the approved Water Strategic Plan this ARPA funding will allocate resources for replacement of high priority water mains including an additional \$1 million of water main replacement next year (FY 2023) to support the Dearlove Road water main replacement between Milwaukee and Central Roads, and \$1 million the following year (FY 2024) to support the Wagner Road water main replacement between Del Ogier Drive and Kenilworth Lane.

<u>Lead Service Line Replacement and Notification Act - \$2,400,000</u>

On August 30, 2021, the Governor signed into law the *Lead Service Line Replacement and Notification Act* requiring inventory, outreach, and replacement of both public (main to buffalo box) and private (buffalo box to home) lead water services. This funding includes the implementation for the first three years of compliance with the new law (FY 2022 – 2024). The estimated breakdown for the use of these funds is \$400,000 to confirm local water service pipe material inventory, \$1 million to replace public lead services and \$1 million to support the recently approved 50/50 cost-sharing program to reimburse residents on replacement of private lead services.

Business Support Programs – \$300,000

The Act provides funding in the amount of \$300,000 for distribution in the form of local business support programs to assist those businesses that were adversely impacted by COVID-19. The Village has several options regarding how these funds can be utilized/distributed.

For the Board's consideration, staff proposes the following one-time grant programs:

- A. A grant targeting local businesses which were not eligible for prior business support programs including the Village's restaurant assistance program, federal PPP loans, or FEMA grants;
- B. A grant for local businesses to offset personnel recruitment costs associated with restoration of employment levels to pre-pandemic operational levels;
- C. A one-time, cost-sharing, and/or reimbursement grant for local businesses who implement various sustainability initiatives potentially including installation of electronic vehicle chargers, installation of solar panels, or similar energy efficient utility infrastructure.

Depending upon the program(s) selected, the funds would allow for grant awards in any of the following disbursements:

- 1. \$10,000 per applicant (30 recipients)
- 2. \$7,500 per applicant (40 recipients)
- 3. \$6,000 per applicant (50 recipients)
- 4. \$5,000 per applicant (60 recipients)

Recipients would need to provide a W-9 form in accordance with an application for funding. Funds would be distributed in the order that completed applications were received until funds are exhausted. Upon Board direction, staff will return to a future Board meeting with a formal program for consideration.