



A Snapshot of Regional Finance in Northeastern Illinois: 1997-2000

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EXECUTIVE SUMMARY

Illinois citizens and taxpayers need clear and objective information to elevate public policy debates concerning the funding of government today and in the future. *A Snapshot of Regional Finance in Northeastern Illinois: 1997-2000* is designed to help provide that information. More specifically, this report presents a macro-level overview of expenditure, revenue, debt and personnel trends of all local governments in the region of northeastern Illinois that encompasses Cook, Lake, DuPage, Kane, McHenry, and Will Counties.

A Snapshot of Regional Finance in Northeastern Illinois: 1997-2000 is the first comprehensive look at the region's finances in over 10 years, essentially updating the Regional Partnership's 1991 report *Seeking a New Balance: Paying for Government in Metropolitan Chicago* to analyze local revenue and spending patterns. It analyzes financial trends for the 1,043 local governments that reported data to the Illinois State Comptroller or the Illinois State Board of Education in both FY1997 and FY2000.

Information from the following types of local government is provided in *A Snapshot of Regional Finance in Northeastern Illinois: 1997-2000*:

- Counties;
- Townships;
- Municipalities;
- Elementary, secondary and unit school districts;
- Sanitary districts;
- Library districts;
- Forest preserve and park districts; and
- "Other" special purpose districts, including such units of government as fire protection, hospital and mosquito abatement districts.

Unfortunately, information is not included from the community college districts in the region, as comparable data are not readily available from those units of government. The number of each type of local government studied is shown in the exhibit below.

LOCAL GOVERNMENTS IN NORTHEASTERN ILLINOIS	
Type of Government	Number
Counties	6
Townships	41
Forest Preserve & Park Districts*	159
Municipalities	248
School Districts	290
Sanitary Districts	41
Library Districts	99
Other Special Districts	159
TOTAL	1043

*157 reported to State Comptroller in FY1997

SUMMARY OF MAJOR FINDINGS

There are three major findings of *A Snapshot of Regional Finance in Northeastern Illinois: 1997-2000*:

1. The rate of growth in local government expenditures on a per capita basis between FY1997 and FY2000 outstripped the corresponding rate of growth for revenues. This can now be seen as a clear warning sign of the current financial difficulties governments face in these recessionary times.
2. Long-term debt burden for local governments in the region, as measured by debt per capita, rose significantly, by 23%, between FY1997 and FY2000. As these are long-term obligations that must be supported by currently diminished revenue streams, this is a potential warning sign of financial difficulties to come.
3. Local governments reported substantial fund balances in FY1997 and FY2000, reflecting the nation's strong economy in the 1990s and consequent increase in tax revenues.

THE HARBINGER OF TODAY'S DEFICITS: LOCAL GOVERNMENT SPENDING OUTSTRIPPED REVENUES FY1997-FY2000

Local government spending per capita grew faster than revenues per capita between FY1997 and FY2000. This report examined revenues and expenditure per capita trends in two different ways:

1. For financial activity reported in the General, Special Revenue, Capital Projects and Debt Service Funds of each government's audited financial statements. This provides a financial snapshot of most major governmental activities, including capital programs.
2. For financial activity reported in only the General and Special Revenue Funds, a government's "operating" funds. This provides a financial snapshot of the general operations of governments.

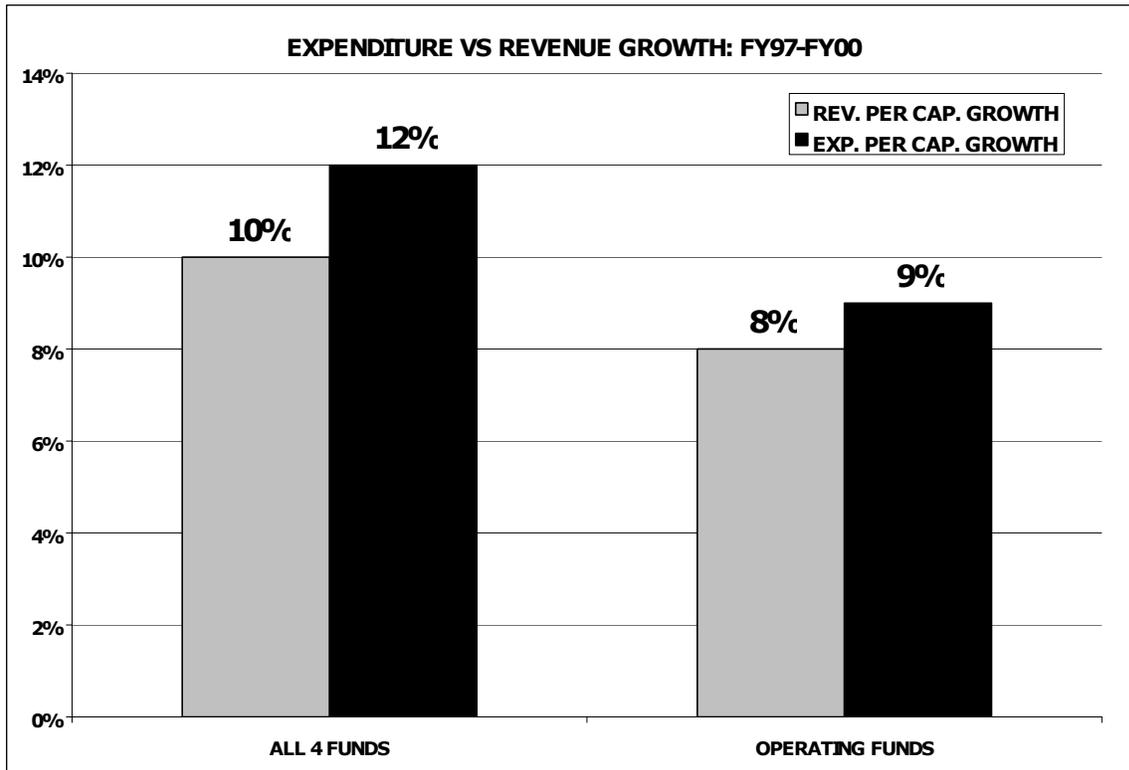
Spending per capita for the Governmental Funds for all 1,043 governments analyzed grew by 12% between FY1997 and FY2000. During the same period, revenue per capita for those same funds grew by only 10%.

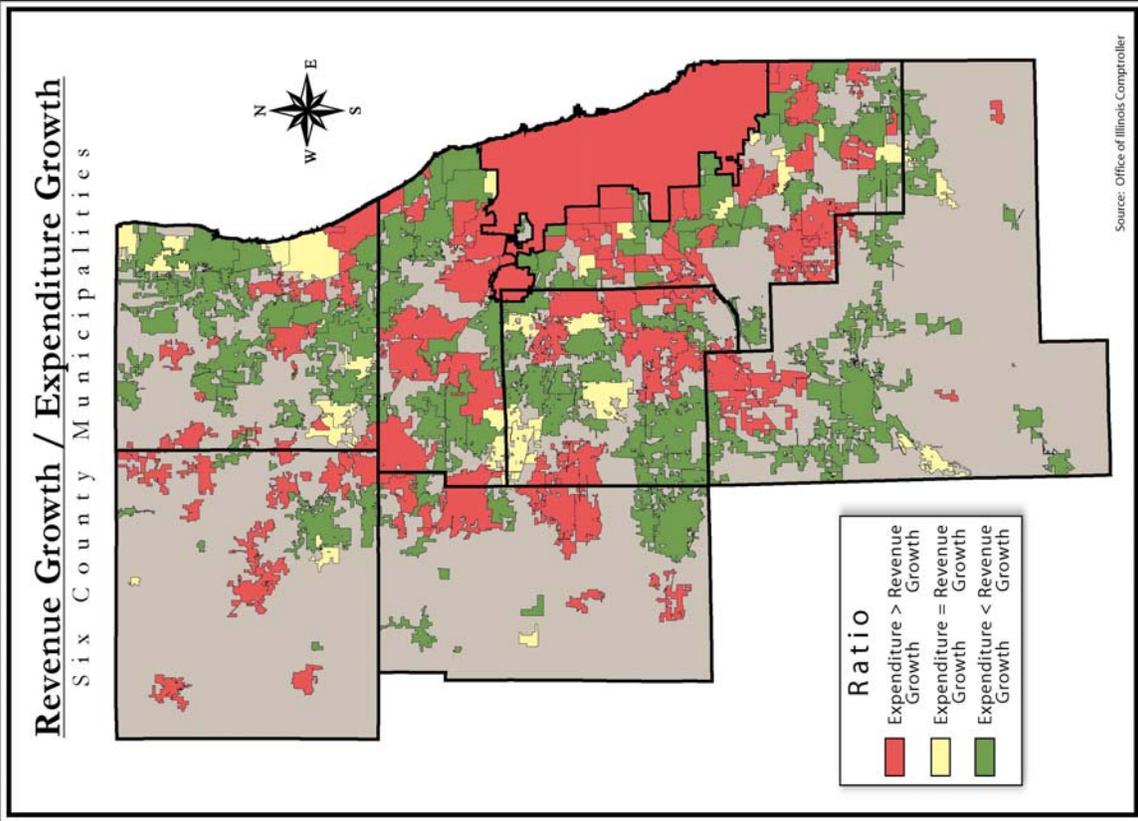
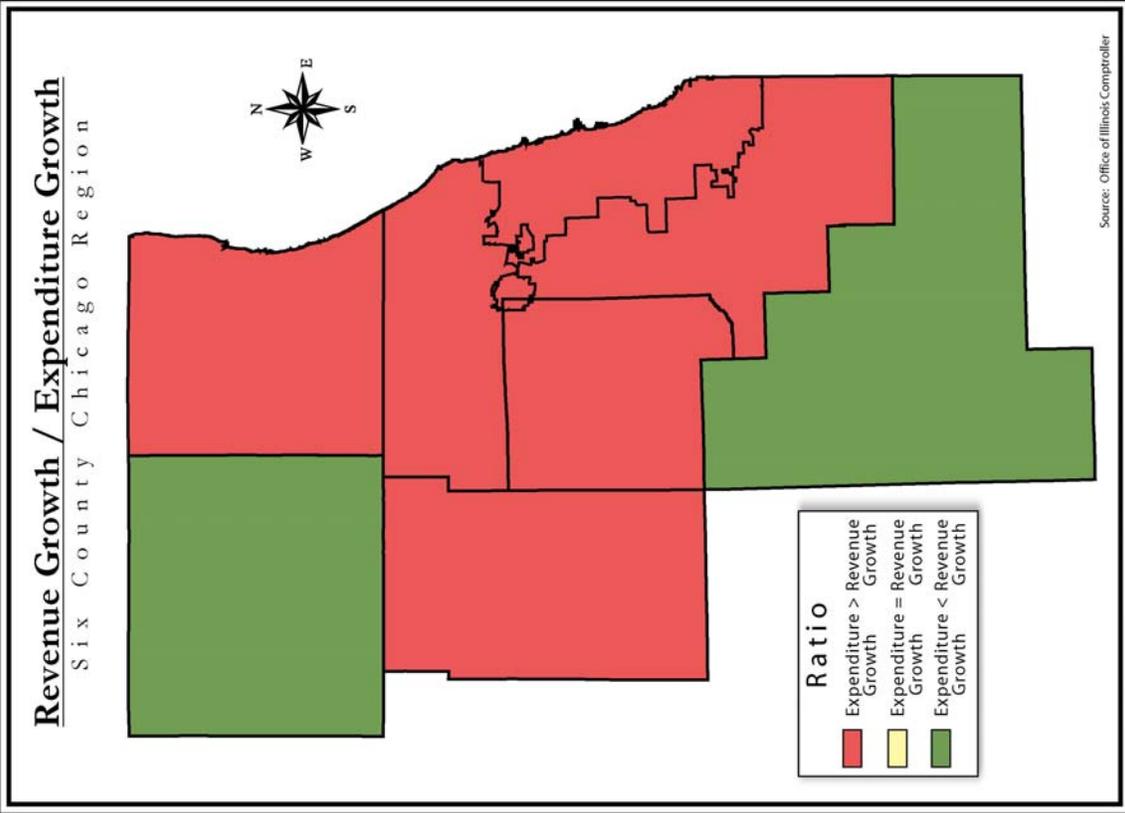
Operating Fund expenditures per capita between FY1997 and FY2000 grew by 9% while revenues per capita grew at a slower rate of 8%. Thus, spending for operations outstripped revenues for those same purposes by a full percent over that 4-year period.

Spending rising at a rate faster than revenues were growing is a serious warning sign of financial difficulties to come. It means that at some time in the future, unless spending

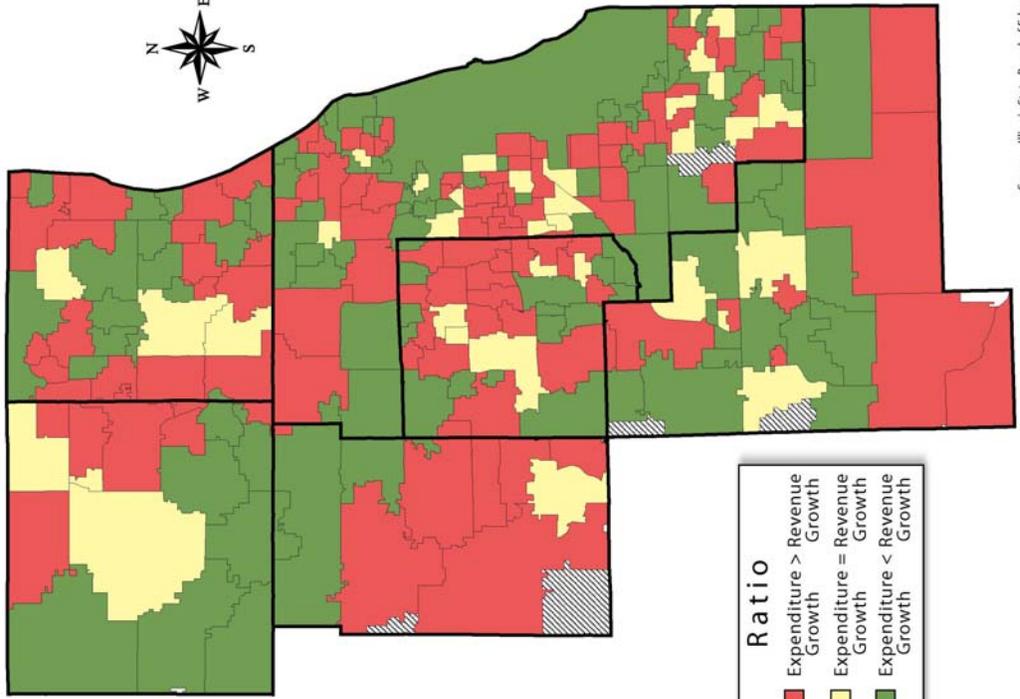
growth was reduced or revenues boosted, there would be insufficient revenues available to pay for public programs. And, today in 2003, that is exactly what has happened, with most local governments facing financial difficulties, including budget deficits.

Why didn't governments experience budget shortfalls in the 1990s? Because in that decade most governments collected far more in revenues than they spent in absolute terms and, consequently, they also accumulated very large fund balances. In short, governments had comfortable surpluses cushioning them from worries about increased spending. However, when the economy fell into recession and revenues declined rather than grew and fund balances shrank as they were tapped, the ability of governments to maintain their new, higher rates of spending declined dramatically.



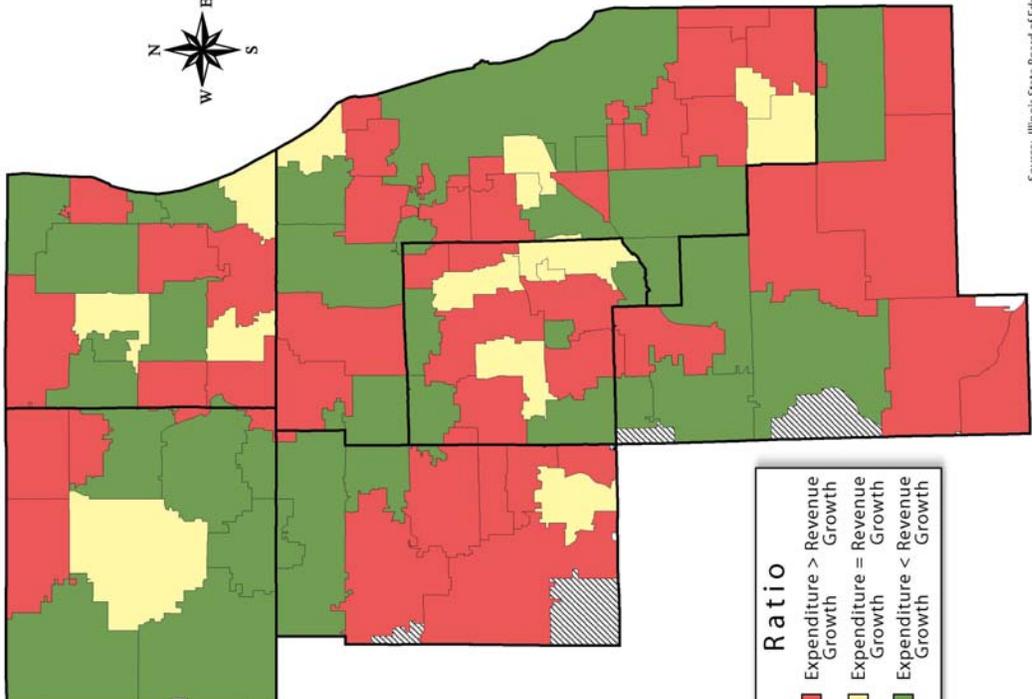


Revenue Growth / Expenditure Growth
Six County Elementary Schools



Source: Illinois State Board of Education

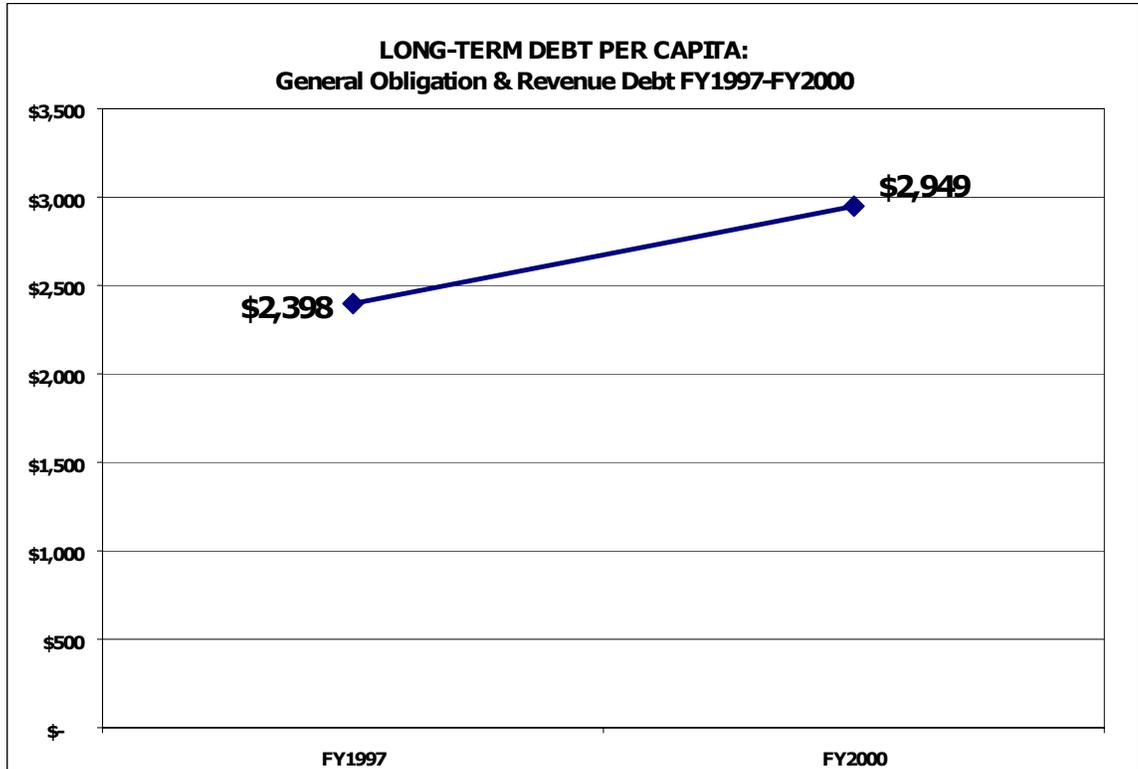
Revenue Growth / Expenditure Growth
Six County Secondary Schools



Source: Illinois State Board of Education

LOCAL GOVERNMENT LONG-TERM DEBT PER CAPITA ROSE BY 23%

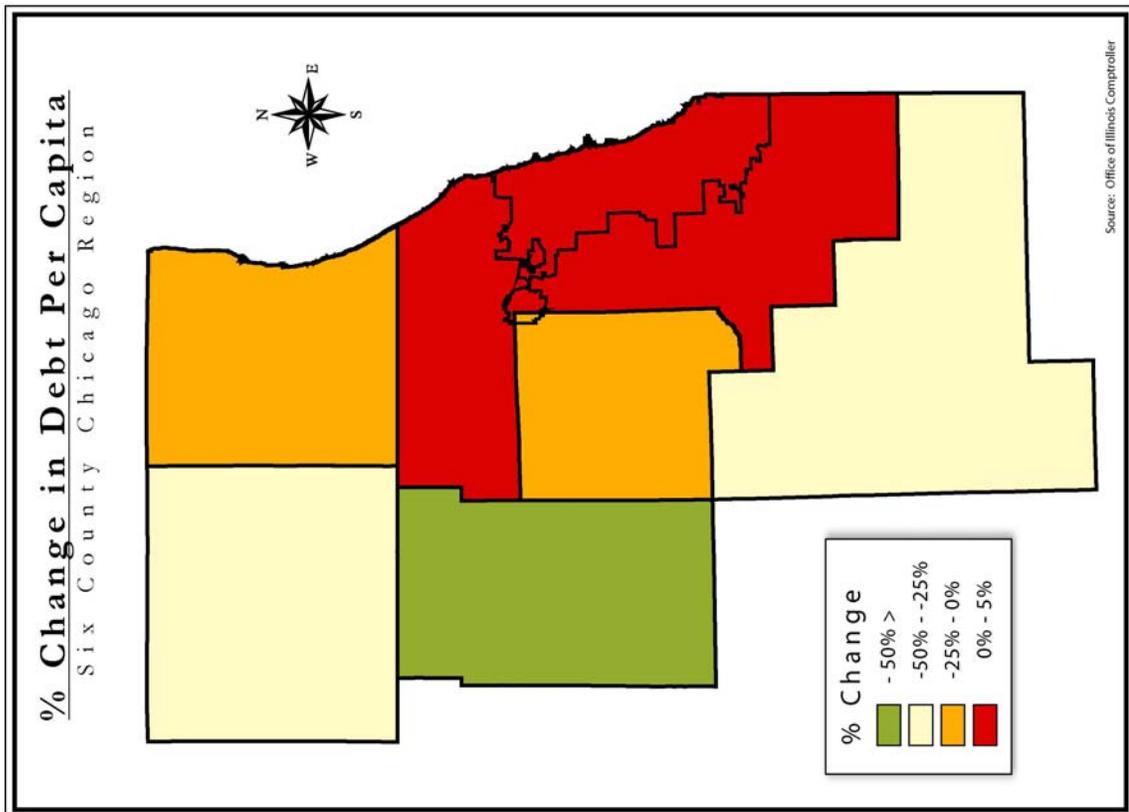
Local government long-term debt per capita rose by 23% between FY1997 and FY2000, from \$2,398 to \$2,949. The total amount of long-term debt rose by 31%, from \$18.2 billion to \$32.8 billion. 724 of the 1,043 local governments analyzed in this report issued long-term debt in FY2000. Long-term debt here is defined as General Obligation and Special Revenue debt. This represented 71% of the local governments included in this study.

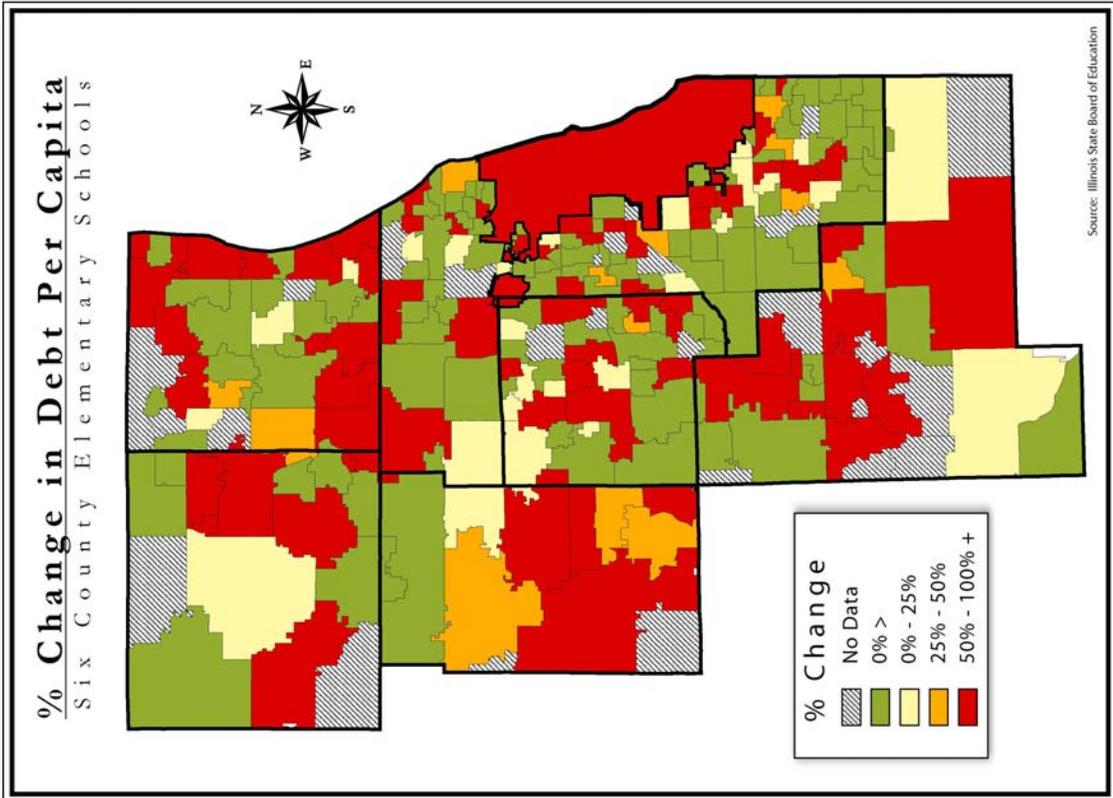
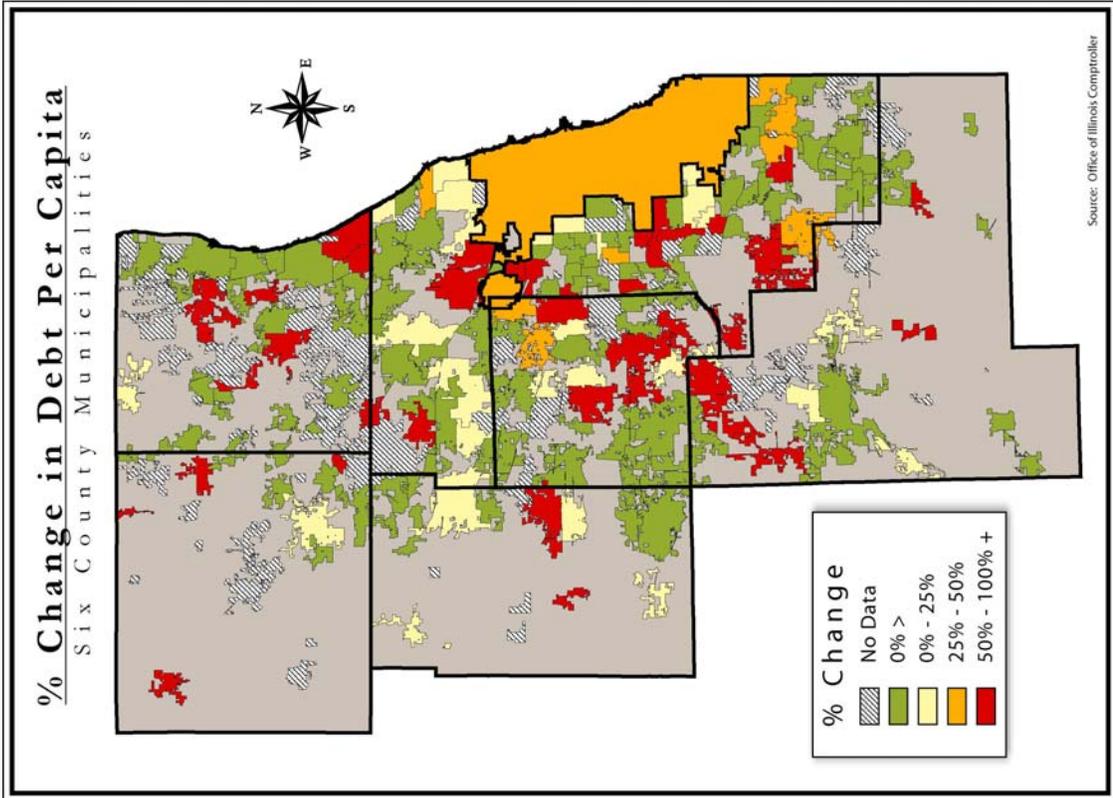


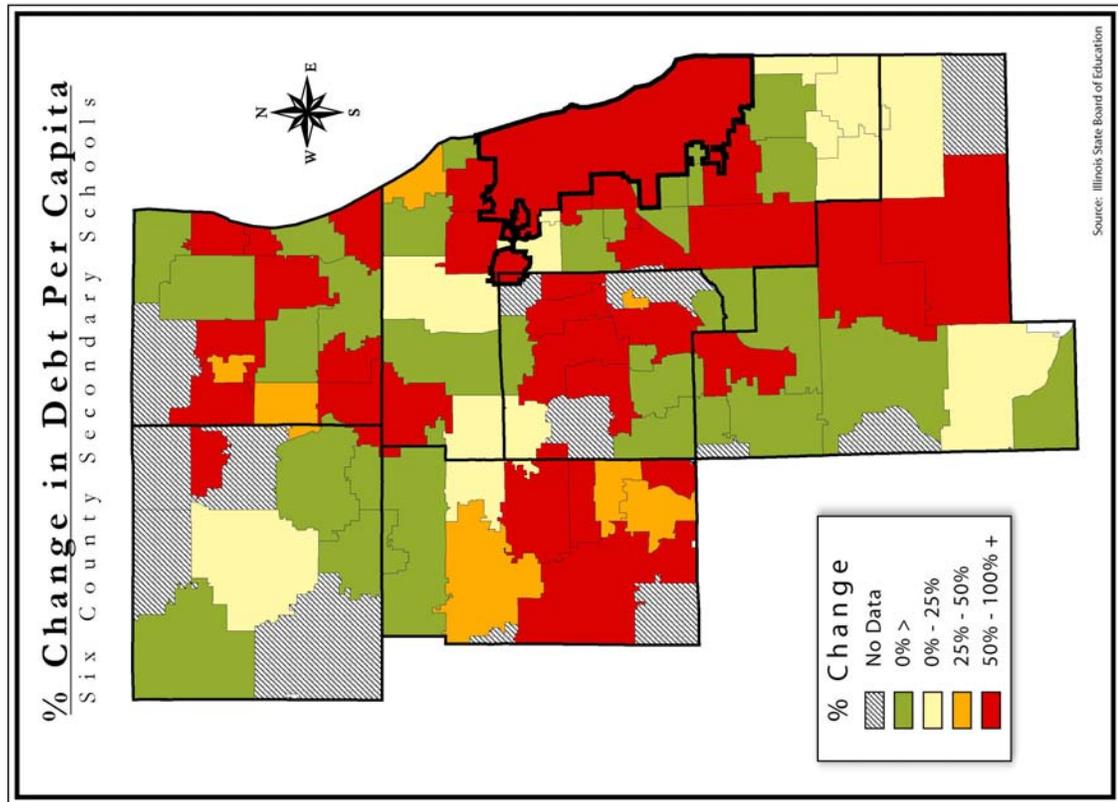
All categories of government analyzed registered increases in long-term debt issuance between FY1997 and FY2000 except for sanitary and water reclamation districts, which reported a 15% decrease. With the single exception of county governments, increases were in excess of the region's 6% rate of population growth. The largest single percent increase in long-term debt issuance between FY1997 and FY2000 was from townships, which reported a 610% increase. However, township debt is a very small percentage of all long-term debt issued.

TOTAL LOCAL GOVERNMENT GENERAL OBLIGATION & SPECIAL REVENUE DEBT: FY97 & FY00			
Type of Government	FY1997	FY2000	%Change
Counties	\$ 2,173,904,000	\$ 2,211,553,733	2%
Forest Preserve & Park Districts	\$ 1,194,669,861	\$ 1,773,999,423	48%
Library Districts	\$ 105,624,727	\$ 120,942,800	15%
Municipalities	\$ 9,097,745,498	\$ 11,557,590,382	27%
Other Districts	\$ 44,366,854	\$ 52,735,251	19%
Sanitary Districts	\$ 1,228,060,000	\$ 1,048,576,872	-15%
School Districts	\$ 4,380,504,608	\$ 7,084,730,046	62%
Townships	\$ 1,690,000	\$ 11,996,543	610%
TOTAL	\$ 18,226,565,548	\$ 23,862,125,050	31%

The large increases in debt reported by most governments in the 1990s were one of the more significant drivers increasing local government spending levels. Because of the current deleterious effects of the current recession on revenues, spending for debt service has the potential to crowd out spending for other programs. Unless the economy improves soon and revenue collections rise, this could be a problem with a significant impact because of the long-term nature of debt service obligations.







**LOCAL GOVERNMENTS POSTED SUBSTANTIAL FUND BALANCES:
27% AVERAGE CURRENT FUND BALANCE RATIO REPORTED IN FY2000**

Local governments in northeastern Illinois accumulated substantial fund balances in both FY1997 and FY2000. In the aggregate, all governments analyzed reported a 27% fund balance ratio in FY2000. Thus, for every dollar spent, the region’s governments kept 27 cents in an unreserved fund, which is a substantial sum.¹ These dollars are available for a government to meet its financial obligations over time, long enough to convert illiquid assets to cash. Local governments accumulated these reserves because revenue streams were so robust in the 1990s.

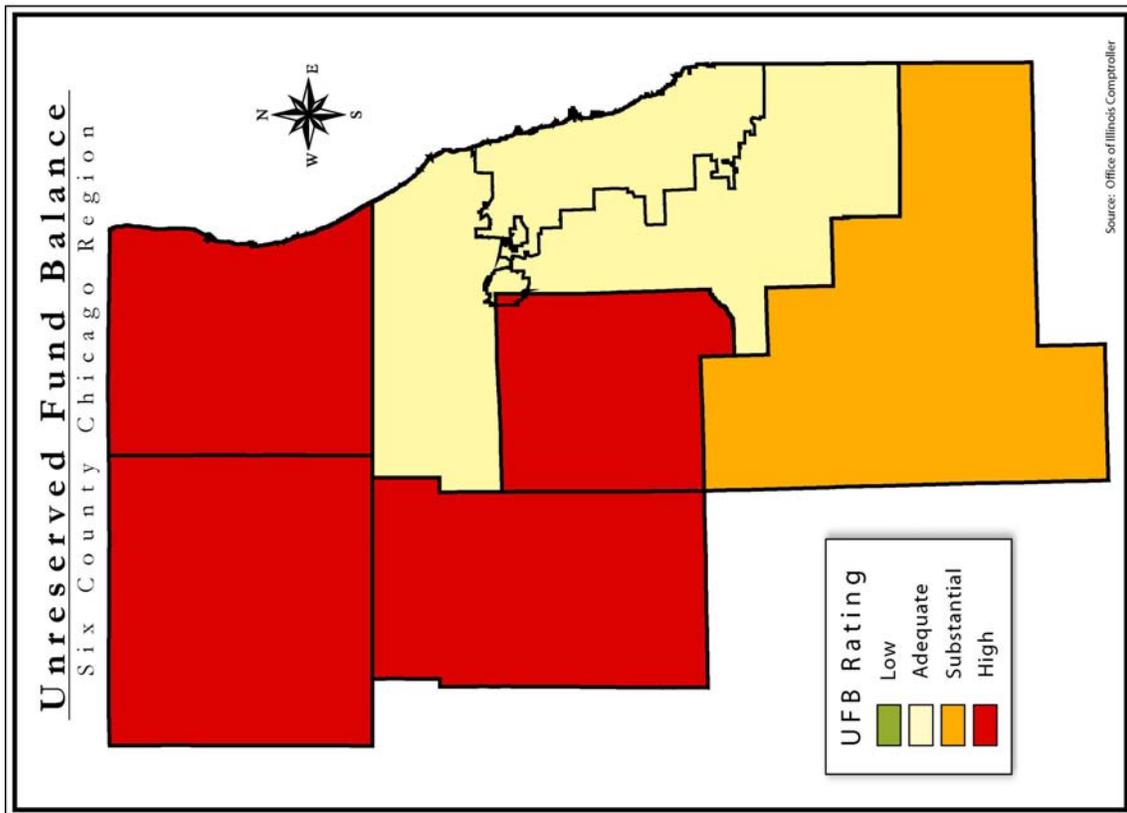
The Civic Federation calculates the size of a government’s fund balance with a current fund balance ratio measure. It is calculated by dividing current dollar General and Special Revenue Fund operating expenditures by the unreserved fund balances in those funds. We have devised a classification guide regarding the size of current fund balance ratios:

- If the Current Fund Balance Ratio is less than 10%, the government has “Low” Cash Solvency;
- If the Current Fund Balance Ratio is at least 10% but less than 25% of spending, it has “Adequate” Cash Solvency;
- If the Current Fund Balance Ratio is at least 25% but less than 50% of spending, it has “Substantial” Cash Solvency; and
- If the Current Fund Balance Ratio is greater than 50% it has “High” Cash Solvency.

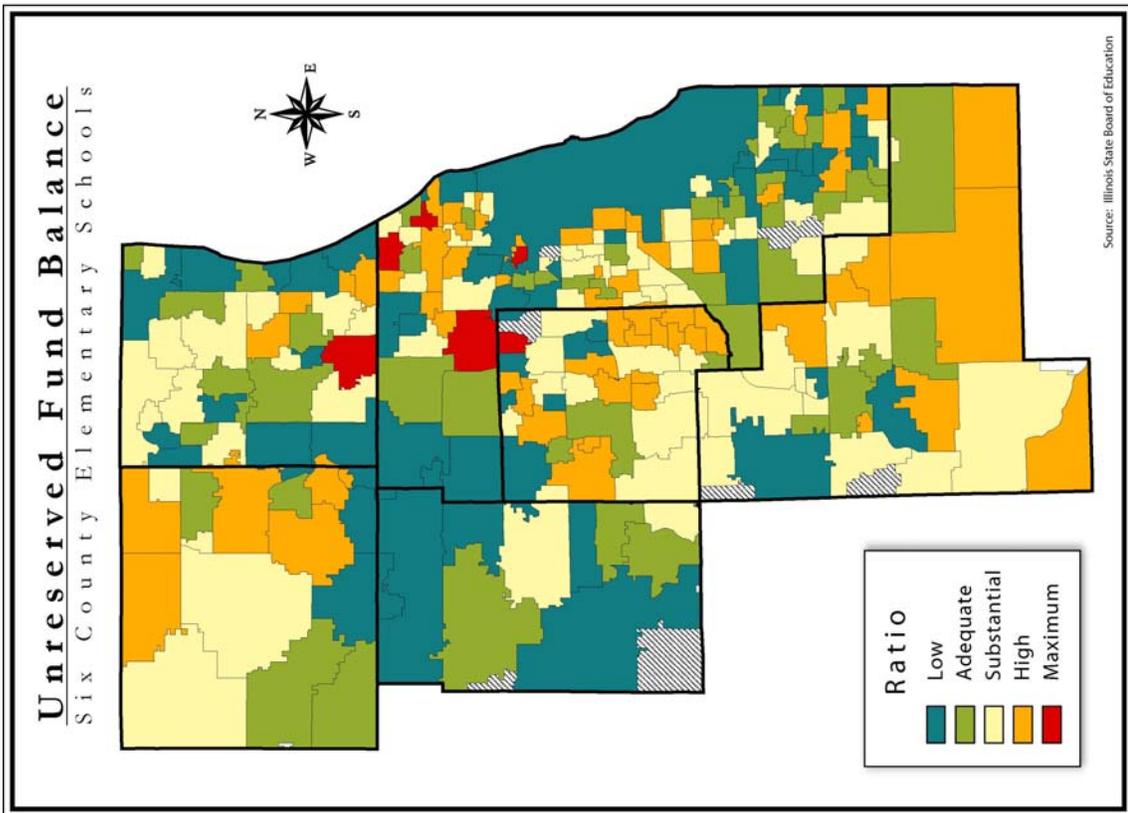
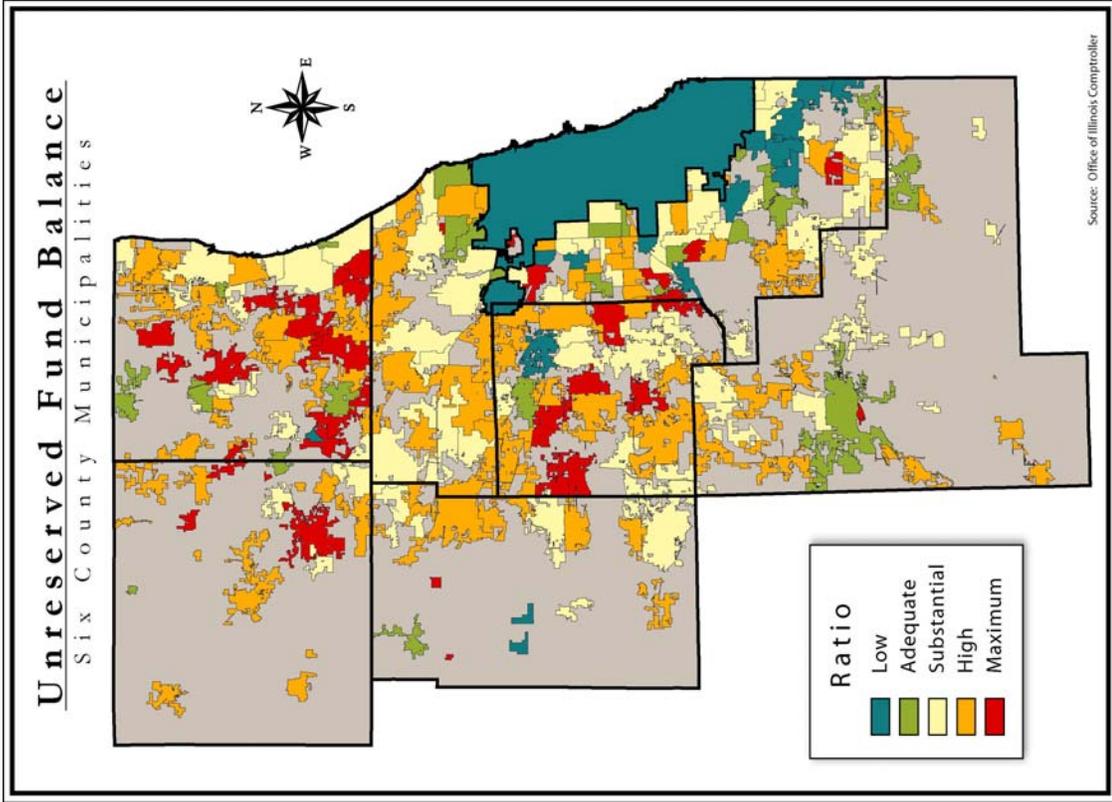
When the current fund balance ratio becomes too high, governments should consider shifting toward longer-term asset holdings, retiring debt or adjusting the income streams feeding the funds to bring income into line with current spending requirements.¹

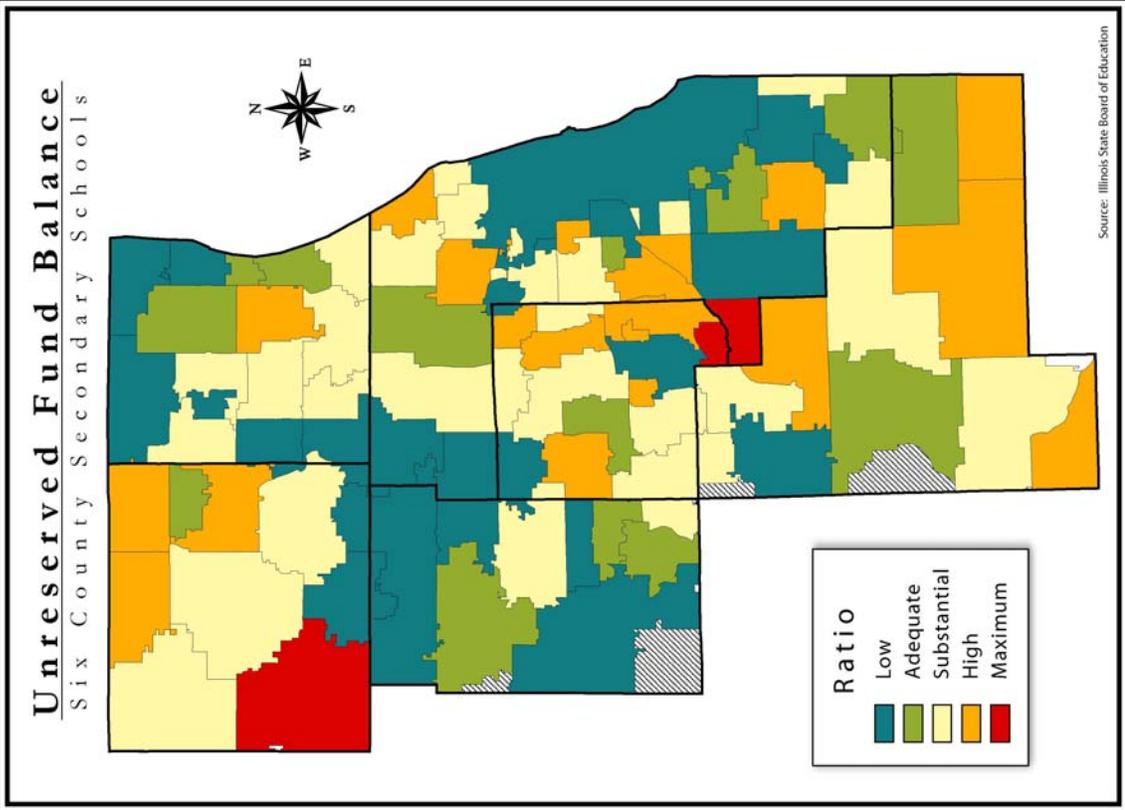
The exhibit below shows the current fund balance ratio in FY2000 for each type of government studied. It shows the current fund balance ratio ranged from a low of 22% for elementary and secondary school districts to a high of 88% for townships.

TOTAL LOCAL GOVERNMENT CURRENT FUND BALANCE RATIO: FY00				
Type of Government	Unreserved Fund Balance	Operating Expenditures	Ratio	Rating
Counties	\$ 893,162,388	\$ 2,432,372,150	37%	Substantial
Forest Preserve & Park Districts	\$ 416,220,658	\$ 765,278,980	54%	High
Library Districts	\$ 77,779,170	\$ 124,736,320	62%	High
Municipalities	\$ 1,576,089,105	\$ 6,652,930,440	24%	Adequate
Other Special Purpose Districts	\$ 114,921,618	\$ 190,263,120	60%	High
Sanitary Districts	\$ 130,011,560	\$ 298,766,470	44%	Substantial
Schools	\$ 2,274,326,827	\$ 10,159,228,420	22%	Adequate
Townships	\$ 152,411,398	\$ 172,504,330	88%	High
TOTAL	\$ 5,634,922,724	\$ 20,796,080,230	27%	Substantial



¹ See Woods Bowman, Roland Calia and Judd Metzgar. *Evaluating Local Government Financial Health: Financial Indicators for Major Municipalities in Northeastern Illinois*. (Chicago: The Civic Federation, 1999), p. 16.





Chapter One

ALL LOCAL GOVERNMENTS

This chapter provides a summary of financial data and indicators for all major local governments in the six-county region of northeastern Illinois except community college districts. It includes information from the following types of local government:

- Counties;
- Townships;
- Municipalities;
- Elementary, secondary and unit school districts;
- Sanitary districts;
- Library districts;
- Forest preserve and park districts; and
- “Other” special purpose districts, including such units of government as fire protection, hospital and mosquito abatement districts.

It does not include information from the community college districts in the region, as comparable data are not readily available from those units of government.

LOCAL GOVERNMENTS IN NORTHEASTERN ILLINOIS	
Type of Government	Number
Counties	6
Townships	41
Forest Preserve & Park Districts*	159
Municipalities	248
School Districts	290
Sanitary Districts	41
Library Districts	99
Other Special Districts	159
TOTAL	1043

*157 reported to State Comptroller in FY1997

This study analyzed financial trends for 1,043 local governments that reported data to the Illinois State Comptroller or the Illinois State Board of Education. Data was included only for those jurisdictions reporting data in both FY1997 and FY2000. As some governments failed to report information in one or both fiscal years, the list of governments analyzed is not comprehensive. However, it does represent the vast majority of local governments in the region and thus provides a reasonable basis for comparison.

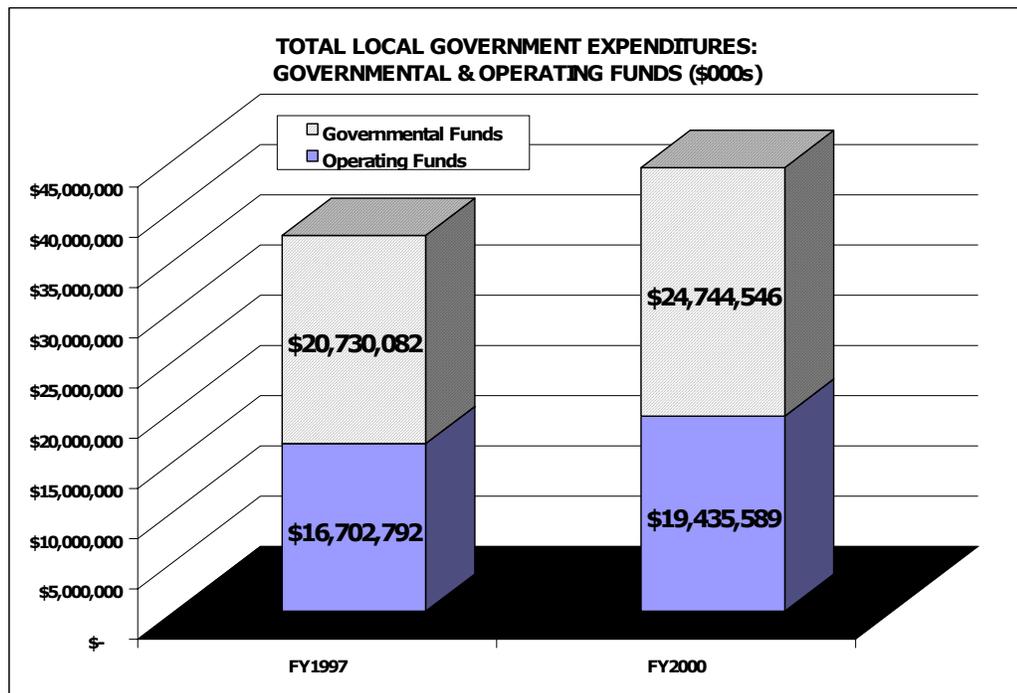
FINANCIAL SUMMARY

Summary financial statistics for local governments in northeastern Illinois are presented in the following sections. Data for the 753 non-school districts are drawn from the FY1997 and FY2000 *Illinois Fiscal Responsibility Report Cards* published by the Office of the State Comptroller. Figures for the 290 school districts are derived from the financial data contained in the *Illinois School District Annual Financial Reports* that all school districts in the state reported to the Illinois State Board of Education (ISBE) for FY1997 and FY2000. FY2000 expenditure and revenue figures have been deflated to account for inflation between 1997 and 2000, using 1997 as the base year. The population figures used for per capita statistics are the region-wide figures reported by the U.S. Census Bureau. In FY1997, the six-county region's population was reported as 7,600,109. Four years later the population had risen by 6% to 8,091,720.

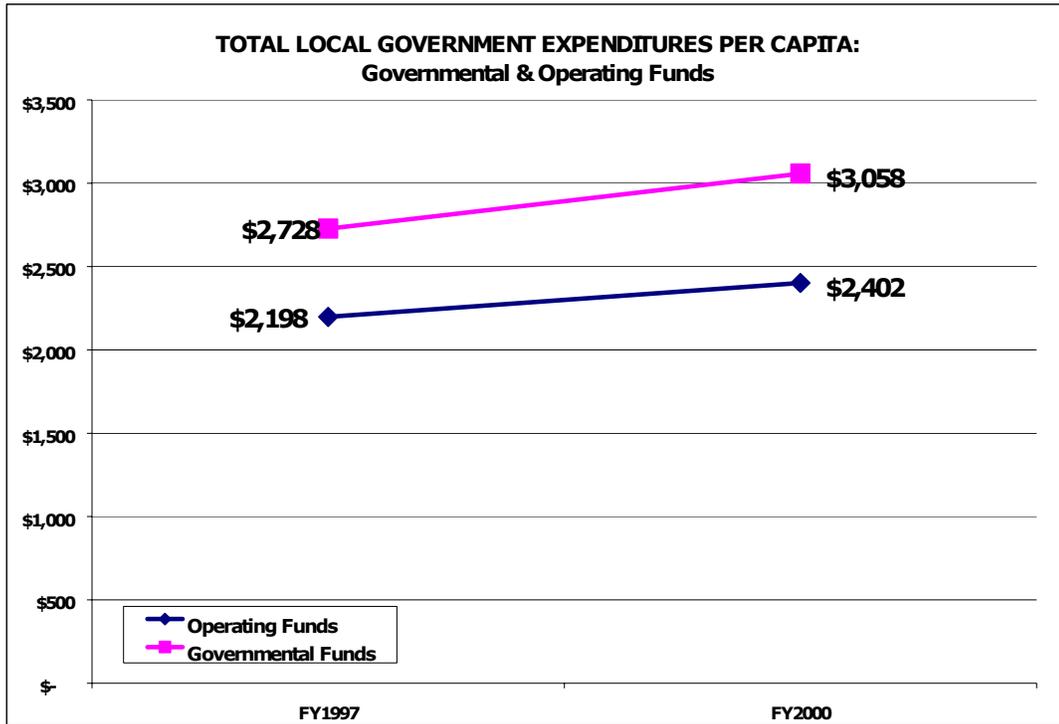
This chapter does not include Enterprise Fund information, which provides a report of governments' business-type activities. However, Enterprise Fund data and analysis is included in the chapters on counties, municipalities and sanitary districts, three types of governments that often have large Enterprise Funds.

Total Government Expenditures: Governmental and Operating Funds

Total local government expenditures for the four Governmental Funds increased by 19% between FY1997 and FY2000, from \$20.7 billion to \$24.7 billion. Governmental Fund spending rose more than three times as fast as the region's population (19% versus 6%). A similar scenario emerges when Operating Fund trends are examined, though to a lesser degree, as those funds rose by 16% during the period analyzed.

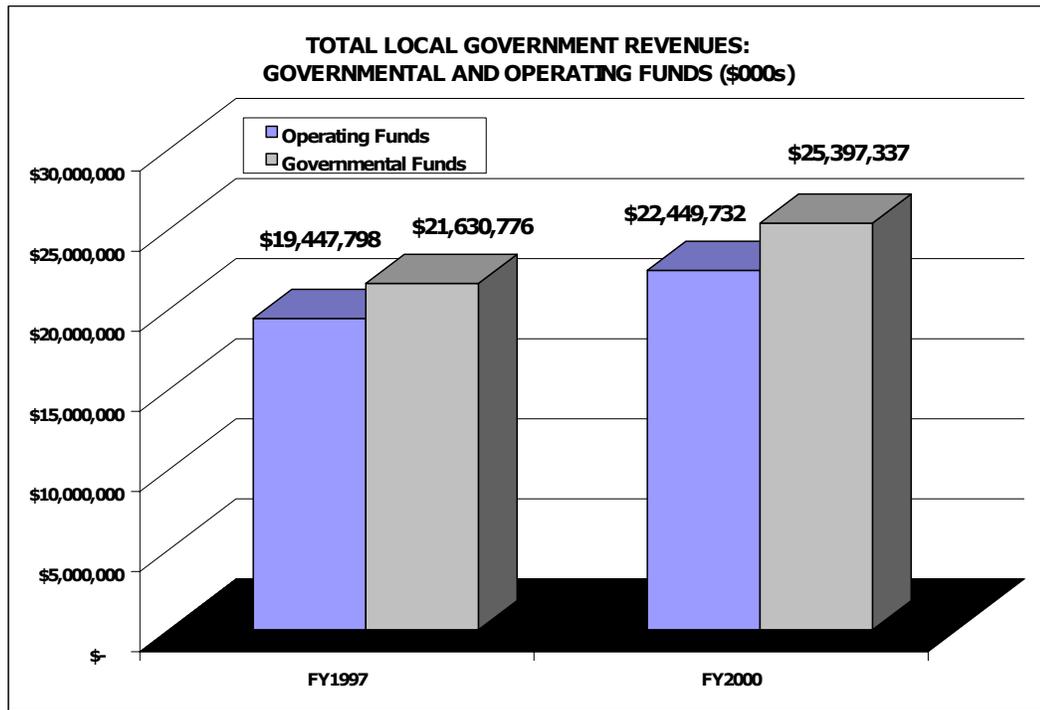


The second exhibit shows Governmental Fund and Operating Fund expenditures on a per capita basis, illustrating how revenues increased relative to changes in population. Governmental Fund expenditures per capita grew by 12% during the 4-year period analyzed, rising from \$2,728 to \$3,058. Operating expenditures per capita grew by 9% in the same period.

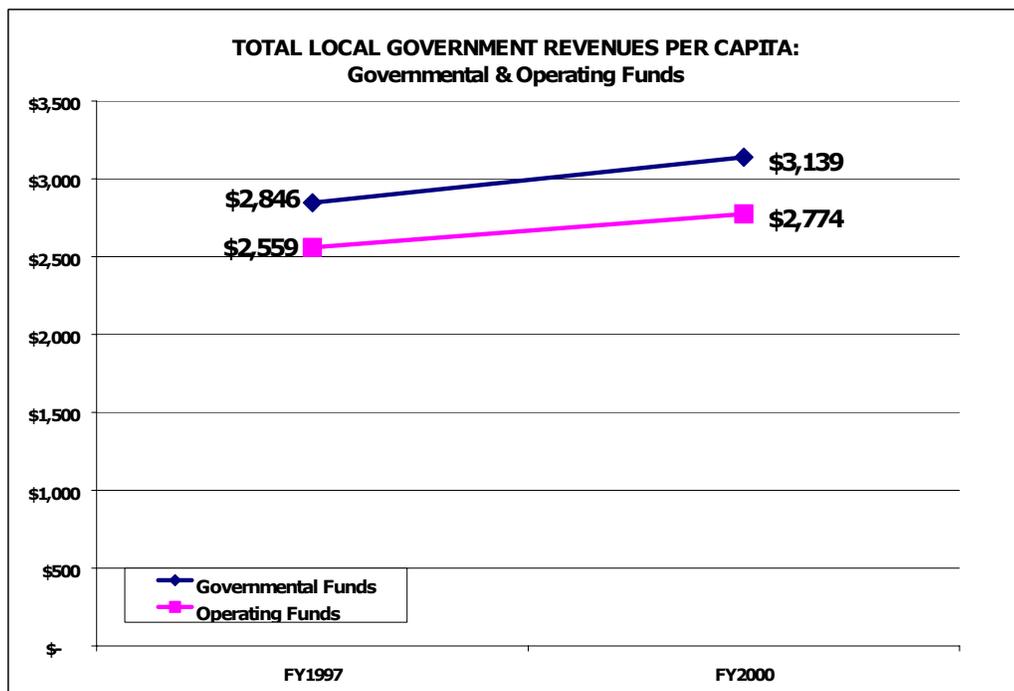


Total Local Government Revenues

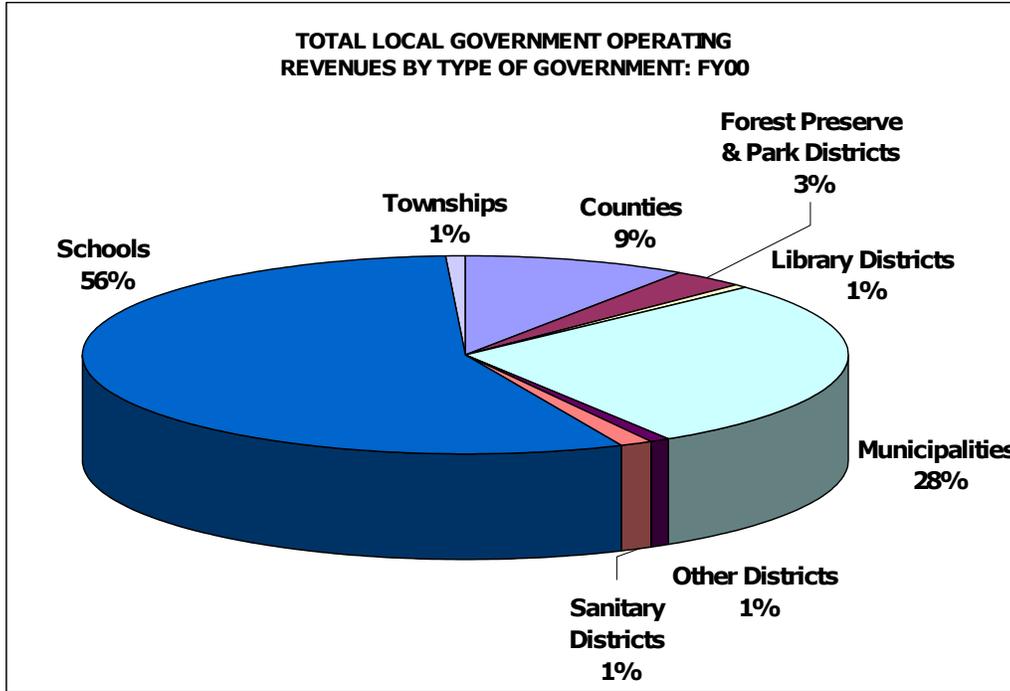
The next exhibit presents trend information for local government revenues in FY1997 and FY2000. It shows data for the four Governmental Funds (General, Special Revenue Debt Service and Capital Projects Funds) and just the two “operating” funds (General and Special Revenue Funds). Governmental Fund revenues rose by 17% between FY1997 and FY2000. This represented a \$3.7 billion increase, from \$21.6 billion to \$25.3 billion. During the same 4-year period, operating revenues jumped by 15%, from \$19.4 billion to \$22.4 billion. Operating revenues averaged 89% of all Governmental Fund revenues in FY1997 and FY2000.



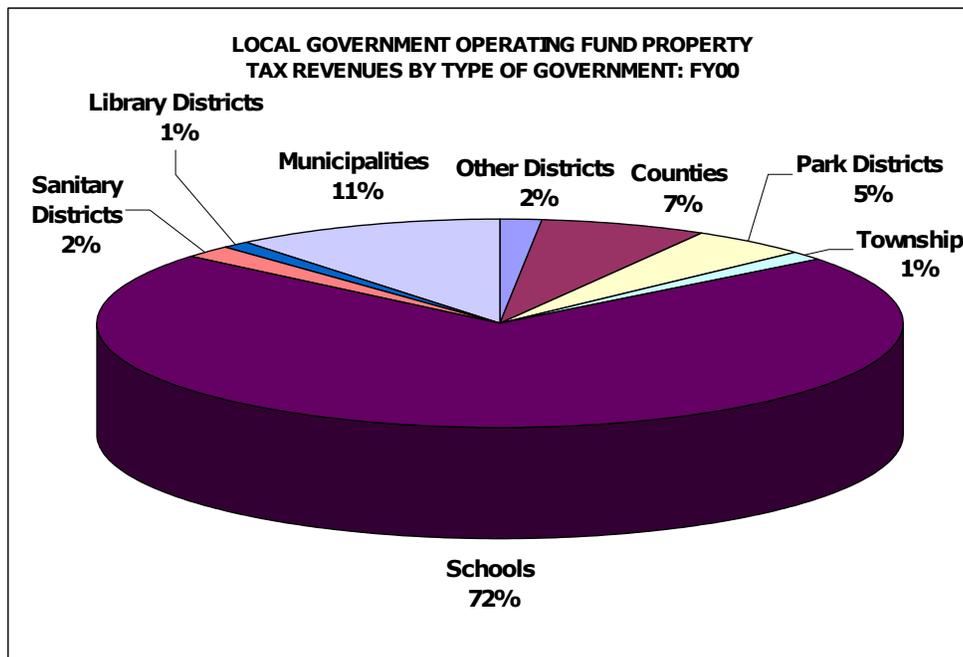
The next exhibit shows changes in revenues relative to changes in population for all four Governmental Funds as well as just the two Operating Funds. Governmental Fund revenues per capita rose by 10% over the 4-year period of this study. This contrasts with a 6% region-wide population increase. Operating Fund revenues rose by 8% in the same time period, from \$2,559 to \$2,774.



The distribution of operating revenues by type of government for FY2000 is shown below. 56% of all operating revenues were school district revenues. The next largest distributions of operating revenues were earmarked for municipalities, with 28% of the total, and counties, which had 9%.

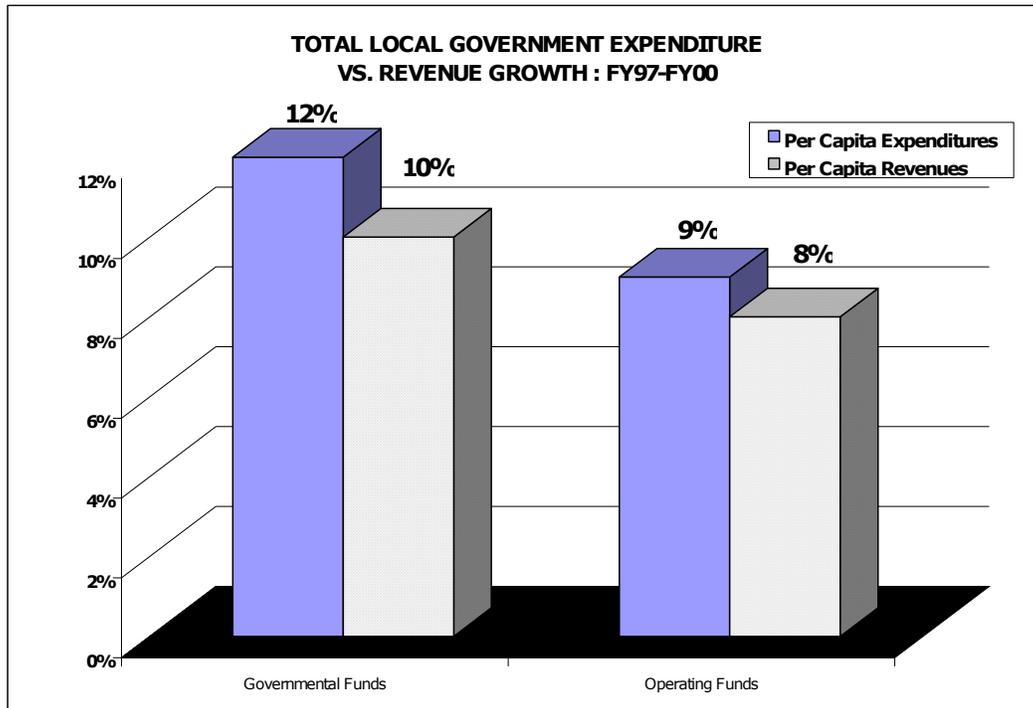


Property taxes are the most significant revenue source for local governments. The next exhibit illustrates the share of all Operating Fund property tax revenues used by each type of government. The overwhelming majority of property tax revenues are devoted to school districts. Fully \$6.5 billion out of \$9.1 billion in property tax revenues, or 72% of the total, were devoted to the schools. Municipalities and counties together consumed another 18% of the real estate tax revenues.



Expenditure Growth vs. Revenue Growth

A comparison of local government expenditure and revenue per capita growth rates shows that expenditures grew faster than revenues between FY1997 and FY2000. Spending for the four Governmental Funds grew by 12%, while revenue growth per capita for those same funds rose only 10%. Similarly, Operating Fund expenditures grew by 9% while revenues for General and Special Revenue Funds only rose by 8%.



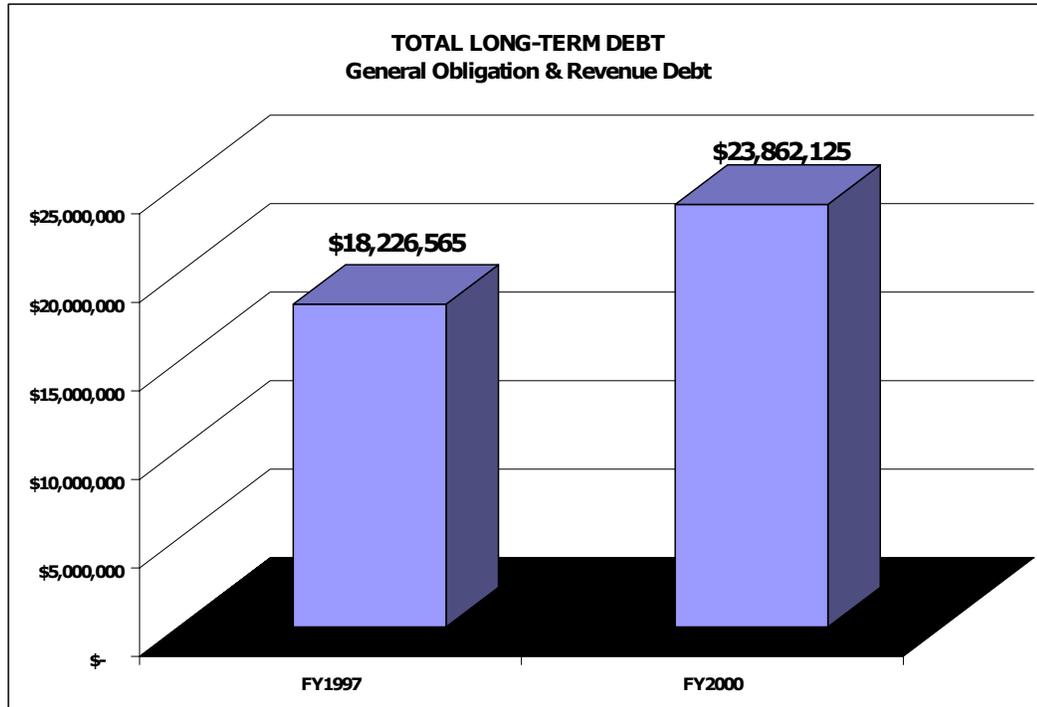
Total Local Government Long-Term Debt Trends

724 local governments in northeastern Illinois issued long-term debt in FY2000. Long-term debt here is defined as General Obligation and Special Revenue debt. This represented 71% of the local governments analyzed in this study.

LOCAL GOVERNMENTS ISSUING LONG-TERM DEBT IN FY2000	
Type of District	Number
School Districts	289
Municipalities	215
Forest Preserve & Park Districts	79
Other Special Purpose Districts	47
Library Districts	45
Townships	27
Sanitary Districts	16
Counties	6
TOTAL	724

*80 Forest Preserve & Park Districts issued long-term debt in FY1997.

In the following analyses, debt figures are presented in nominal, not constant, dollars. The next exhibit shows total local government long-term debt in FY1997 and FY2000. During that 4-year period it rose by 31%, from \$18.2 billion to \$23.8 billion.

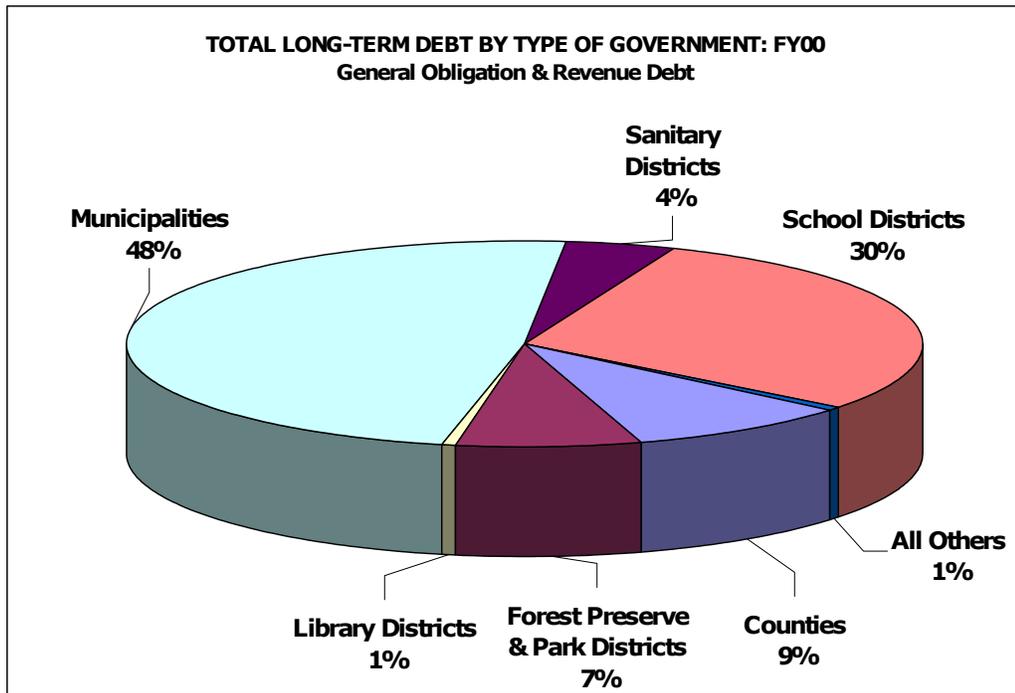


All categories of government analyzed registered increases in long-term debt issuance between FY1997 and FY2000 except for sanitary and water reclamation districts, which reported a 15% decrease. With the single exception of county governments, increases were in excess of the region's 6% rate of population growth. The largest single percent increase in long-term debt issuance between FY1997 and FY2000 was from townships, which reported a 610% increase. However, township debt is a very small percentage of all long-term debt issued.

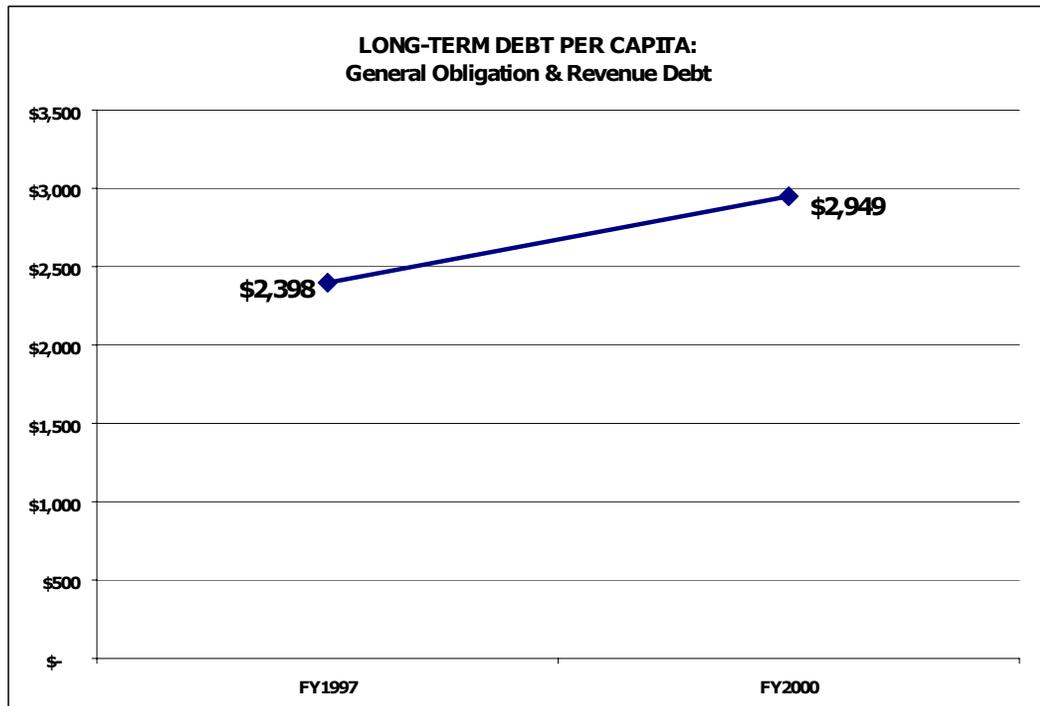
TOTAL LOCAL GOVERNMENT GENERAL OBLIGATION & SPECIAL REVENUE DEBT: FY97 & FY00			
Type of Government	FY1997	FY2000	%Change
Counties	\$ 2,173,904,000	\$ 2,211,553,733	2%
Forest Preserve & Park Districts	\$ 1,194,669,861	\$ 1,773,999,423	48%
Library Districts	\$ 105,624,727	\$ 120,942,800	15%
Municipalities	\$ 9,097,745,498	\$ 11,557,590,382	27%
Other Districts	\$ 44,366,854	\$ 52,735,251	19%
Sanitary Districts	\$ 1,228,060,000	\$ 1,048,576,872	-15%
School Districts	\$ 4,380,504,608	\$ 7,084,730,046	62%
Townships	\$ 1,690,000	\$ 11,996,543	610%
TOTAL	\$ 18,226,565,548	\$ 23,862,125,050	31%

Municipalities and school districts issued 78% of local government debt in FY2000. The six counties in the Chicagoland region accounted for 9% of the long-term debt issued,

while forest preserve and park districts registered 7%. Townships and other special purpose districts combined issued less than 1% of all long-term debt.



When analyzed on a per capita basis, long-term local government debt rose by 23%, from \$2398 to \$2949.



Total Local Government Current Fund Balance Ratio: FY2000

The current fund balance ratio measures a government’s ability to meet its financial obligations over time, long enough to convert illiquid assets to cash. It is calculated by dividing current dollar General and Special Revenue Fund operating expenditures by the unreserved fund balances in those funds. As the exhibit below illustrates, the local governments in northeastern Illinois in the aggregate posted a 27% fund balance ratio in FY2000, placing them in the “substantial” category.

TOTAL LOCAL GOVERNMENT CURRENT FUND BALANCE RATIO: FY00				
Type of Government	Unreserved Fund Balance	Operating Expenditures	Ratio	Rating
Counties	\$ 893,162,388	\$ 2,432,372,150	37%	Substantial
Forest Preserve & Park Districts	\$ 416,220,658	\$ 765,278,980	54%	High
Library Districts	\$ 77,779,170	\$ 124,736,320	62%	High
Municipalities	\$ 1,576,089,105	\$ 6,652,930,440	24%	Adequate
Other Special Purpose Districts	\$ 114,921,618	\$ 190,263,120	60%	High
Sanitary Districts	\$ 130,011,560	\$ 298,766,470	44%	Substantial
Schools	\$ 2,274,326,827	\$ 10,159,228,420	22%	Adequate
Townships	\$ 152,411,398	\$ 172,504,330	88%	High
TOTAL	\$ 5,634,922,724	\$ 20,796,080,230	27%	Substantial

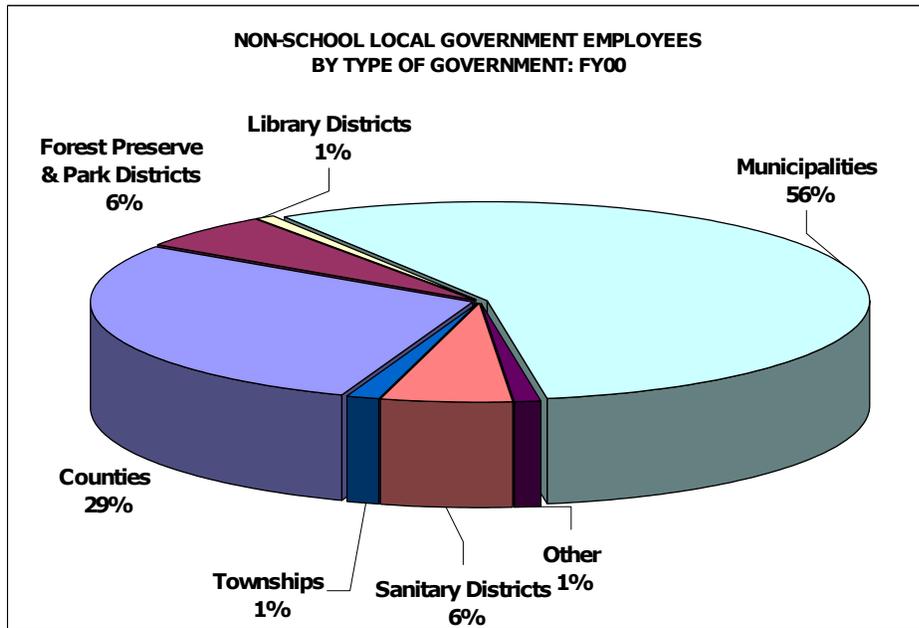
Personnel Trends

The number of non-school local government employees rose by 2% between FY1997 and FY2000. The number of full time equivalent (FTE) positions increased in every type of government except for “other” special purpose districts. The largest single increase came in library district employment, which rose by 13%.

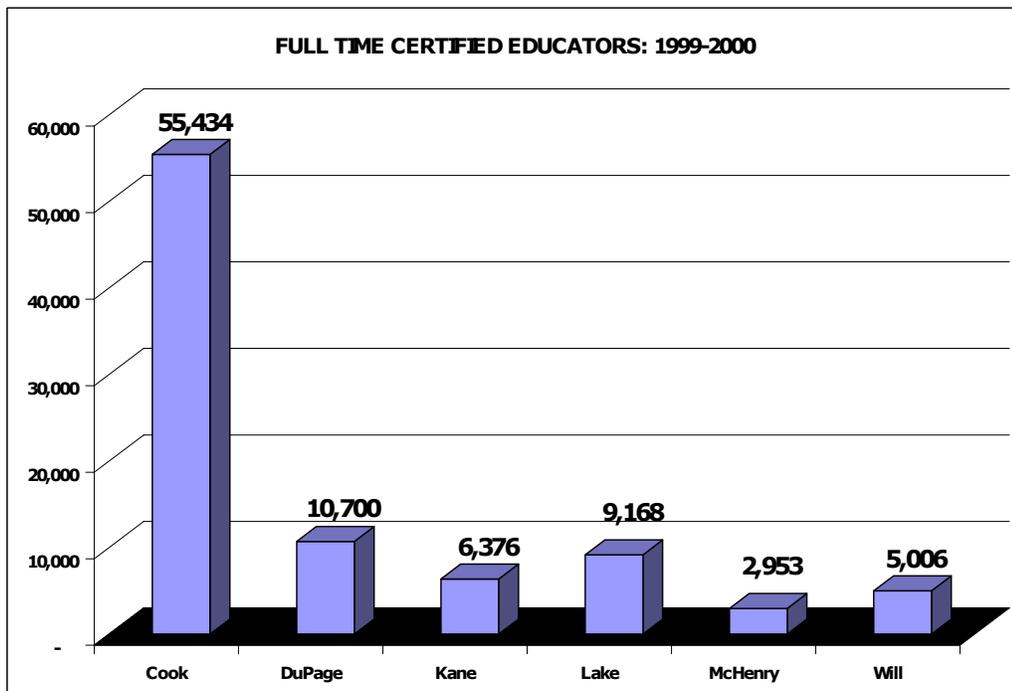
NON-SCHOOL LOCAL GOVERNMENT EMPLOYEES (FTES): FY97 & FY00			
Type of Government	FY1997	FY2000	%Change
Counties	35,766	36,305	2%
Forest Preserve & Park Districts	6,690	7,101	6%
Library Districts	1,078	1,217	13%
Municipalities	69,660	70,662	1%
Other Special Purpose Districts	1,521	1,415	-7%
Sanitary Districts	6,690	7,101	6%
Townships	1,533	1,632	6%
Total	122,938	125,433	2%

The next exhibit shows the distribution of non-school employees by type of government in FY2000. It shows that the majority of employees, 56% of the total worked for municipal governments. The region’s six county governments employed 29% of all non-

school employees. Sanitary and forest reserve and park districts employed 6% each of the region's non-school full-time workers.



The last exhibit in this chapter shows the number of full-time certified educators employed by the school districts in the six-county region of northeastern Illinois in 1999-2000. 62% of the 89,637 educators were employed by Cook County school districts.²



² Data were not available for administrative and support staff positions. Source: Research Division, Illinois State Board of Education.

Chapter Two

COUNTIES

The Illinois Constitution creates two classes of county, Cook and all others. Two Constitutional articles contain language pertaining to county-level government. Article VI contains language pertaining to the structure, selection and operation of the circuit court, circuit clerks, and state's attorneys. Article VII contains language pertaining to the structure, powers and duties of counties including Cook.

There are 102 counties in Illinois. The six counties in northeastern Illinois have 8 million residents, approximately 67% of the state's total population of 12 million.

NORTHEASTERN ILLINOIS COUNTY POPULATIONS	
COUNTY	POPULATION
Cook	5,376,741
DuPage	904,161
Lake	644,356
Will	502,266
Kane	404,119
McHenry	260,077
TOTAL	8,091,720

Source: 2000 U.S. Census

County Functions

Counties perform a number of functions that have a direct impact on the lives of citizens. First and foremost, they are responsible for significant law enforcement activities, including the operation of the circuit courts, the sheriff's office, the state's attorney's and public defender's offices, and the county jails. Counties play a key role in assessing property, collecting property taxes, and disbursing tax monies to local units of government. They are also responsible for

- Elections;
- Public health, including the operation of county hospitals;
- Recording of vital records such as deaths, births, and property deeds;
- County road systems; and
- Zoning in unincorporated areas.

The Structure of County Government

Article VII of the Constitution requires that each county elect a sheriff, county clerk, and treasurer. Counties may choose to either elect or appoint a coroner, recorder, assessor, auditor and such other offices as provided by law or county ordinance. All countywide elected officials serve for a four-year term. Any county office may be created or

eliminated and the terms of office and manner of selection changed by countywide referendum. County offices other than sheriff, county clerk, and treasurer may be eliminated, and the terms of office and manner of election changed by law, that is by act of the General Assembly. Offices other than sheriff, county clerk, treasurer, coroner, recorder, assessor, and auditor may be eliminated and the terms of office and manner of election changed by county ordinance, that is by act of the County Board.

Article VI of the Constitution details the powers and duties of those offices concerned with the administration of justice: the Circuit Court, the Circuit Court Clerk, and the State’s Attorney. Even though county voters elect these officials and County Boards of Commissioners approve their budgets, they are considered state officials of the judicial branch of government. Thus, Counties are legally not a co-employer of judicial branch employees and do not have control over number, salary or employment conditions of circuit court personnel.³

The six counties are governed by elected Boards of Commissioners elected from single member or multimember districts. The DuPage and Kane County Board Chairs, the Will County Executive, and the President of the Cook County Board of Commissioners are elected on a countywide basis. The other county boards select a chair from their membership.

COUNTY	BOARD OF COMMISSIONERS
Cook	17-member Board of Commissioners elected from single member districts. The President elected countywide, may also be elected as a commissioner (and always has been).
DuPage	25-member Board of Commissioners. 24 Commissioners, with 4 elected from each of 6 districts. The County Board Chair is elected countywide.
Kane	26-member Board of Commissioners. 25 members are elected by district. The County Board Chair is elected countywide.
Lake	23-member Board of Commissioners elected by district; Board Chair elected from membership.
McHenry	24-member Board of Commissioners with 4 elected from each of 6 districts; The Board Chair is elected from membership.
Will	27-member Board. 3 members are elected from each of 9 districts. The County Executive is elected countywide.

The Unique Status of Cook County

Cook County has a unique status under the Illinois constitution and in Illinois law. It is the only Illinois county to have adopted home rule status. Home rule counties may exercise any power and perform any function unless expressly prohibited by the General Assembly or the Constitution. As a home rule unit, Cook County has the power, subject to approval by referendum, to change its form of government, except in the prescribed methods of electing its County Board.

³ 127 IL2d 453.

Article VII of the state constitution specifies the method of election of the President of the Board of the Cook County of Commissioners and members of the Board. Anyone seeking election countywide as President of the Cook County Board may also simultaneously seek election as a member of the County Board. In practice, all County Board Presidents also have held a Board seat. However, a candidate may be elected to the Presidency without also winning a County Board seat.⁴

For much of the County's history, Board members were elected at-large from two districts, a majority group from one district in the City of Chicago and a smaller group from the other district in suburban Cook County. In 1994, the method of election was changed to provide for electing Commissioners from single-member districts, as the Constitution permits. Currently, the Board has 17 members.

FINANCIAL SUMMARY

Summary statistics for the six counties in northeastern Illinois are presented in the following sections. The data presented does not include information for component units, such as Forest Preserve Districts.⁵

Data are presented separately for Governmental and Enterprise Funds. Data from these funds cannot be combined because they use different bases of accounting. The Governmental Funds, which account for most operations of a typical government, employ the modified accrual basis of accounting. However, the Enterprise Funds, which account for activities that are financed and operated in a manner similar to a private business such as airports and parking garages, use full accrual accounting. This non-uniformity in accounting methods makes accurate comparisons impossible.

Expenditures: Trends and Distribution by Category

The following exhibits present trend information on expenditures from all six county governments in northeastern Illinois. The data used were drawn from the FY1997 and FY2000 *Illinois Fiscal Responsibility Report Cards* published by the State Comptroller.⁶ The 2000 figures have been deflated to account for inflation between 1997 and 2000, using 1997 as the base year.

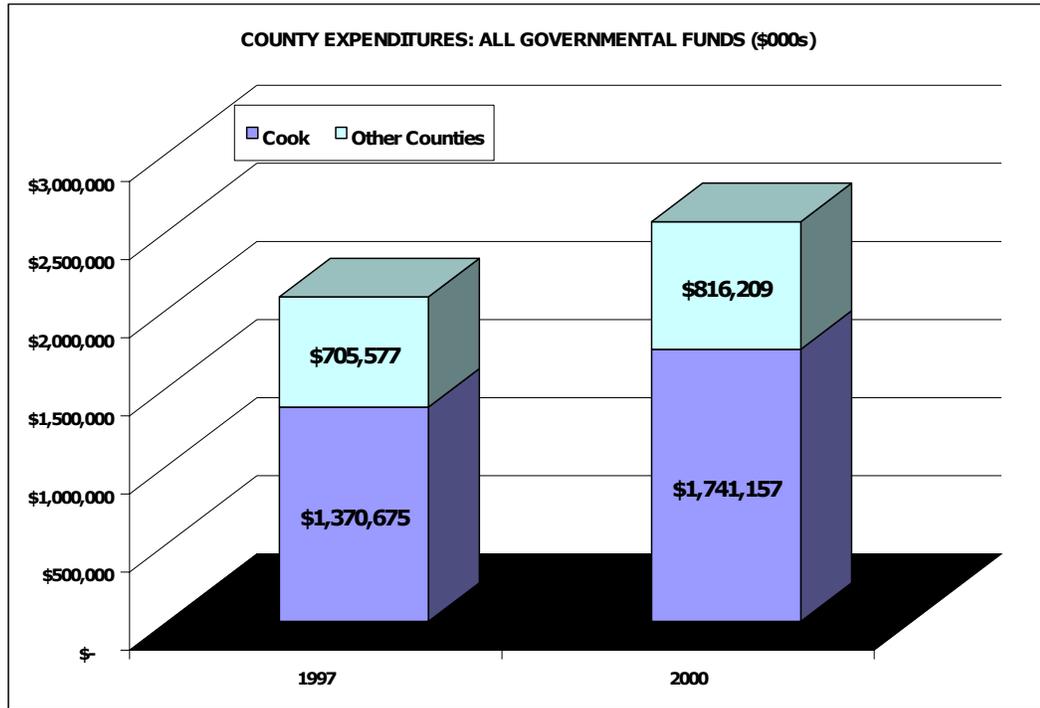
Expenditures for the Governmental Funds of all six county governments rose by 23% during the four year period analyzed. This was an increase from approximately \$2 billion to \$2.5 billion. Cook County expenditures represented the largest single portion of all regional county expenditures, 66% in 1997 (\$1.4 billion) and 68% four years later (\$1.7 billion). All county expenditures increased over four times as fast as population, 23%

⁴ See also Cook County Ordinance 10-15-73, p. 4769. Cook, DuPage and Will Counties are the only two counties to elect their chief executives.

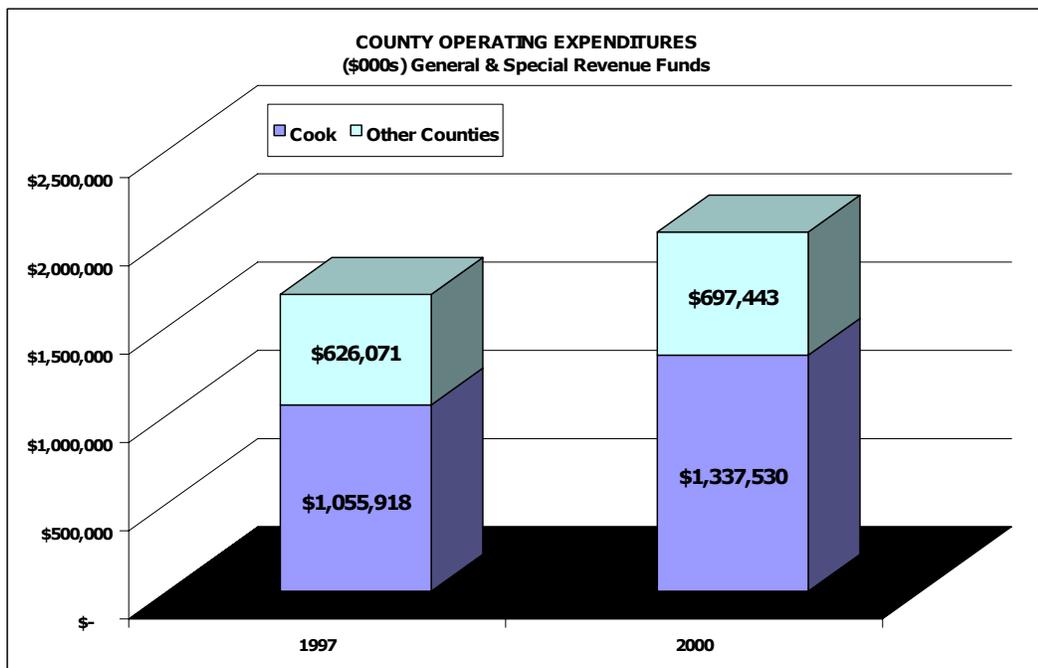
⁵ Forest Preserve District data and analysis is presented in a following chapter of this report.

⁶ Cook County 2000 expenditure figures were taken from the FY2000 *Cook County Comprehensive Annual Financial Report* as Cook County did not report data to the State Comptroller that year.

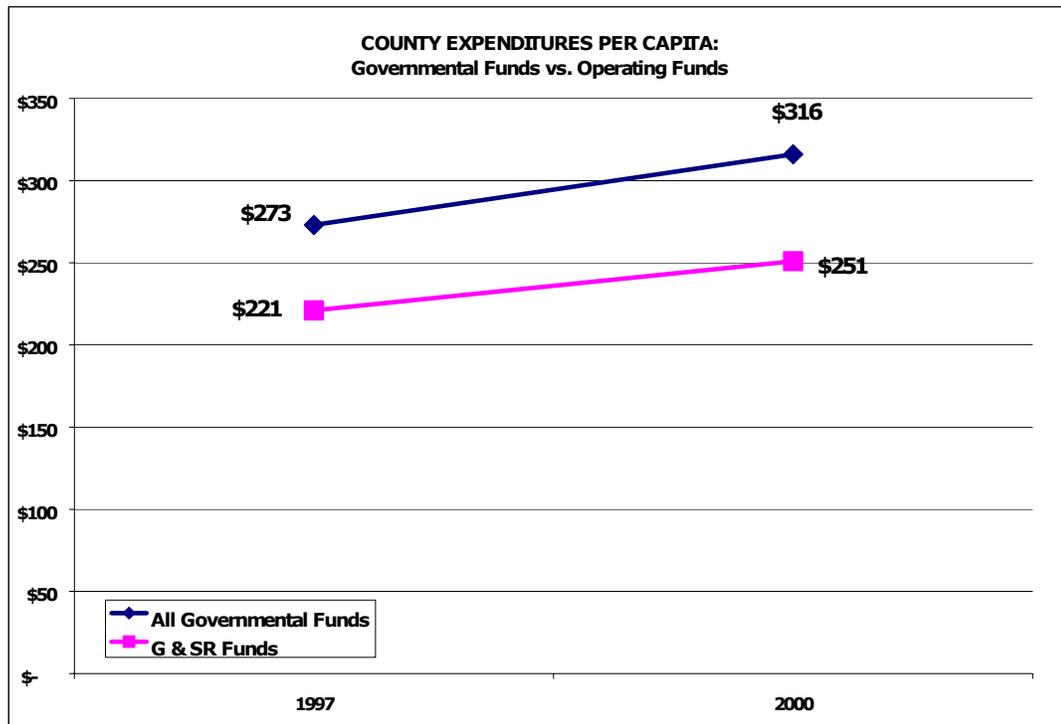
versus 6%. Suburban (i.e., non-Cook) county expenditures grew a much slower rate between FY1997 and FY2000 than Cook County expenditures, 16% versus 27%.



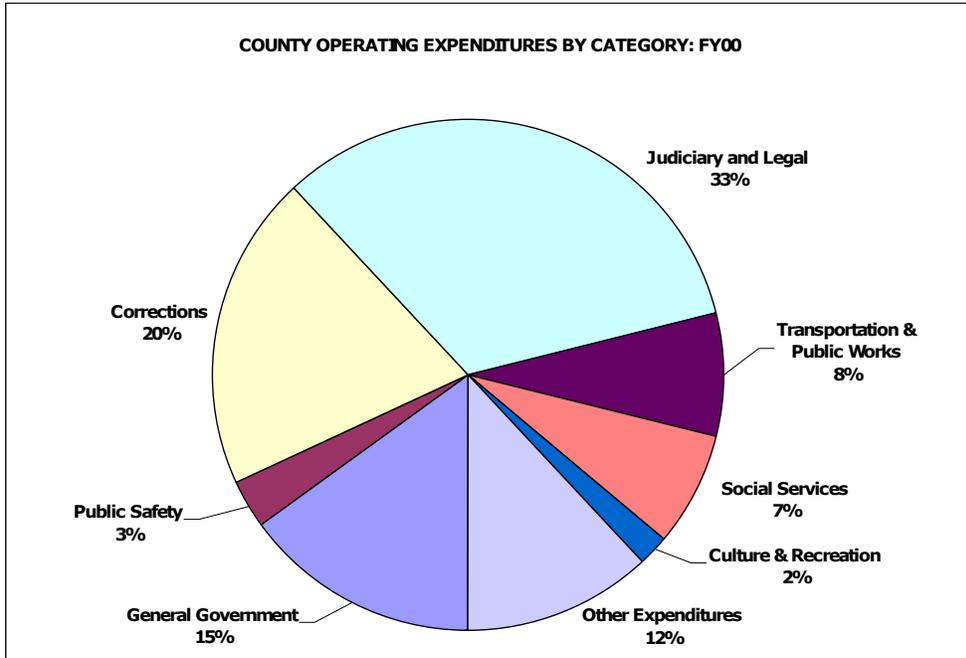
Operating funds, defined in this study as General and Special Funds expenditures, rose at approximately the same rate as all four Governmental Funds. Thus, all county expenditures increased by 21%, suburban expenditures rose by 11% and Cook County-only spending jumped 27%. The Cook County portion of operating expenditures rose from 63% of the total - \$1.1 billion out of a total of \$1.7 billion - to 66% four years later, or \$1.3 billion out of a total of \$2 billion.



County per capita expenditures for all four Governmental Funds and just the two Operating Funds are presented below. They show a 16% increase in Governmental Fund spending and 14% for operating expenditures. Suburban per capita spending increases were much less than those for Cook County, rising by 6% (from \$283 to \$301) for all four Governmental Funds as compared to 21% for Cook County (\$268 to \$324). Suburban per capita Operating Fund expenditures rose by just 2% compared to 20% for Cook County.



The pie chart below shows county operating expenditures in FY2000.⁷ 33% of all operating expenditures, or \$664 million, were utilized for judicial and legal purposes, primarily the operation of court systems and related activities. Correctional activities consumed 20% of all expenditures, or \$406 million. \$301 million, or 15% of the total, was spent on General Administration.

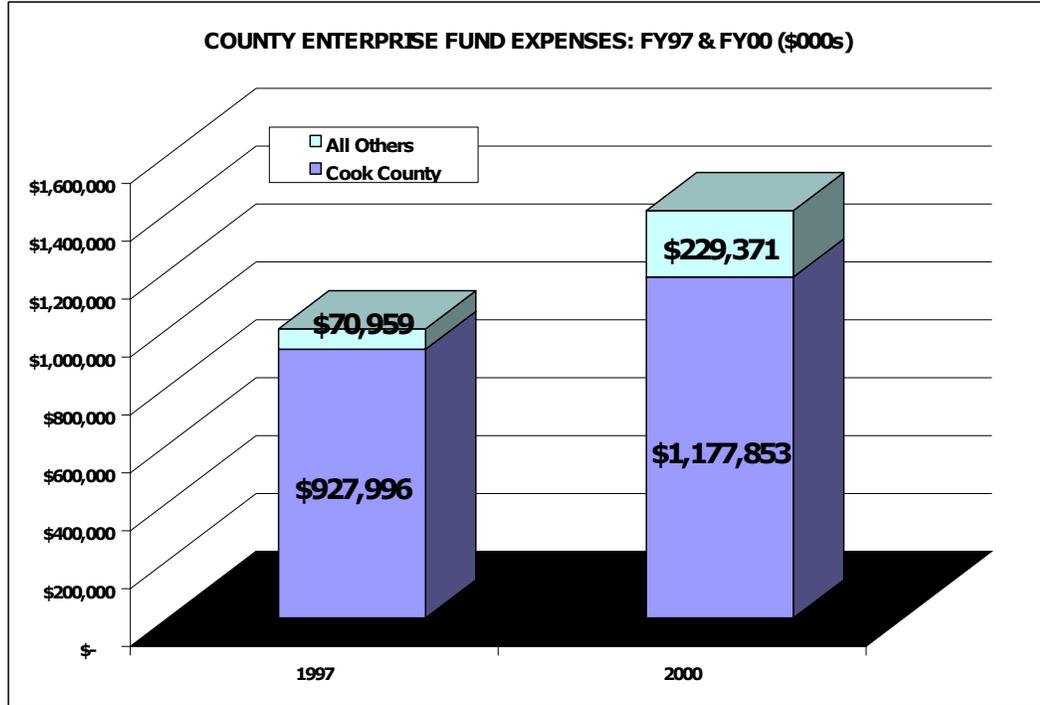


County Enterprise Fund Expenses

Enterprise Fund expenses for all six counties in northeastern Illinois are presented in the next exhibit. Cook County’s Health Facilities Enterprise Funds accounted for the vast majority of these types of expenses in FY1997 and FY2000. These funds consist primarily of funds for Cook County Hospital, Oak Forest Hospital, Provident Hospital and the Cook County Department of Public Health.

Overall, county Enterprise Fund expenses rose by 27% during the four-year period of this study, from \$927 million to \$1.2 billion. Cook County’s share of these expenses fell from 93% to 84%. In FY2000, over \$211 million of Cook County Enterprise und expenses were earmarked as a provision for bad debts.

⁷ Cook County Hospital is funded through the County’s Enterprise Fund. Therefore, expenses for that operation are not recorded here.

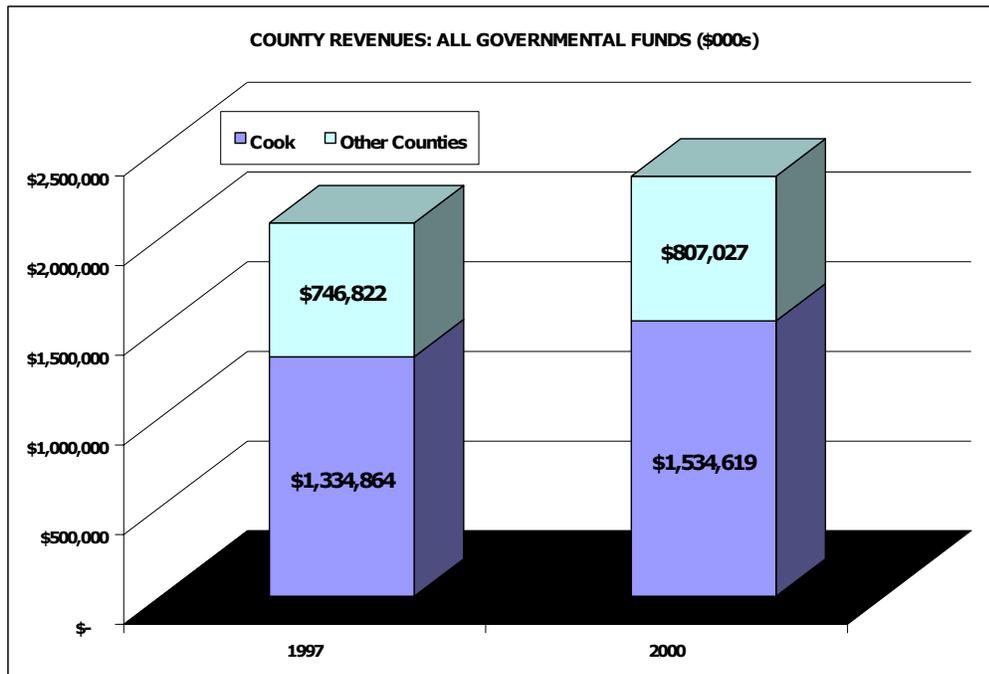


County Revenue Trends and Distribution

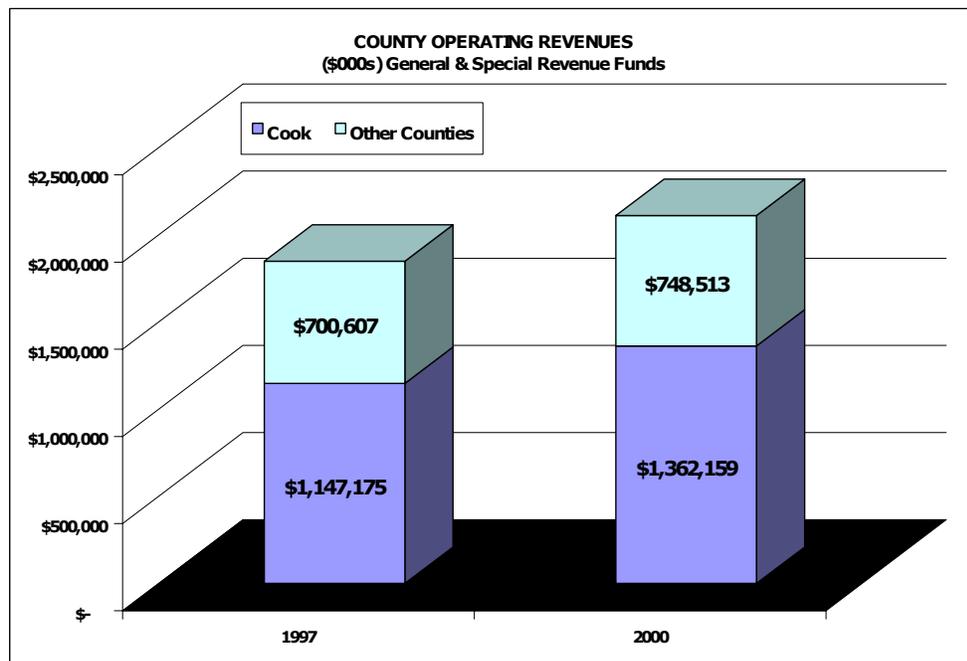
Revenue figures for the six county governments are presented in the next set of exhibits. The 2000 revenue figures have been deflated, using 1997 as a base year. The figures used are from the Comptroller's Fiscal Responsibility Report Cards.⁸

Revenues from the four Governmental Funds increased by 12% between FY1997 and FY2000. This represents a \$260 million increase in deflated dollars, from \$2 billion to \$2.3 billion. Revenue growth for Cook County, which has home rule status and thus access to certain revenue sources not available to other counties, rose by 15% during the period of the study. This contrasts with an 8% increase for the other five counties in the region.

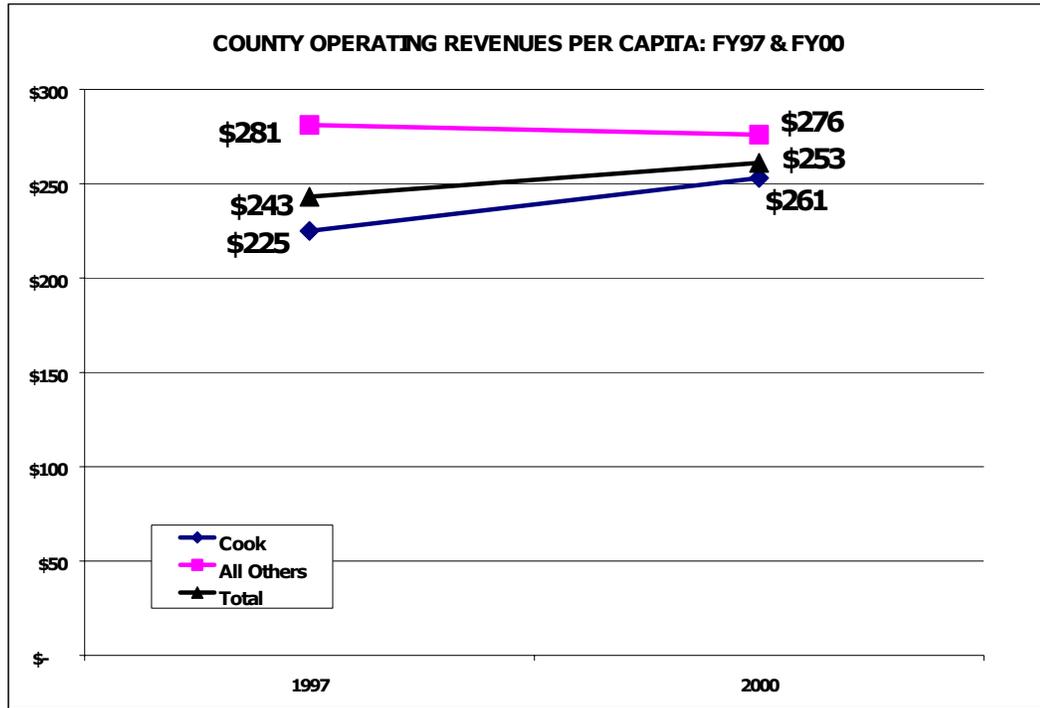
⁸ Cook County 2000 revenue figures were taken from the FY2000 *Cook County Comprehensive Annual Financial Report* as Cook County did not report data to the State Comptroller that year.



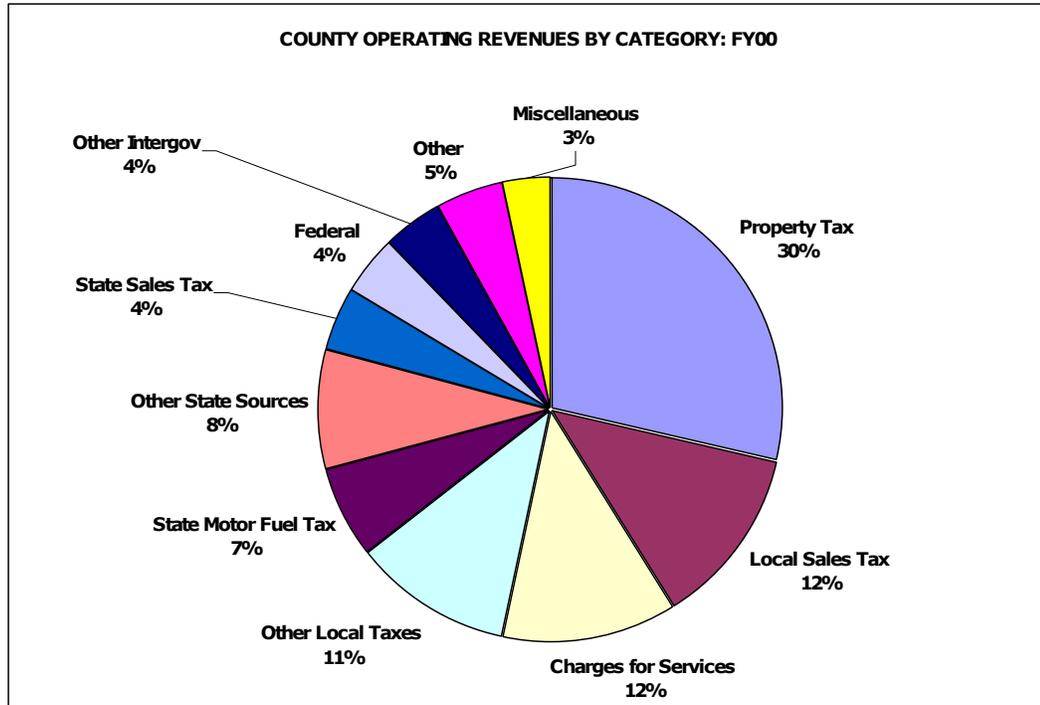
An analysis of county operating revenues only shows a 14% increase by FY2000. Cook County revenue growth outpaced trends in the Collar counties. From FY1997 to FY2000, revenues increased by 19%, from \$1.1 billion to \$1.4 billion in Cook County. This compares to 7% growth in the Collar counties, from \$747 million to \$807 million.



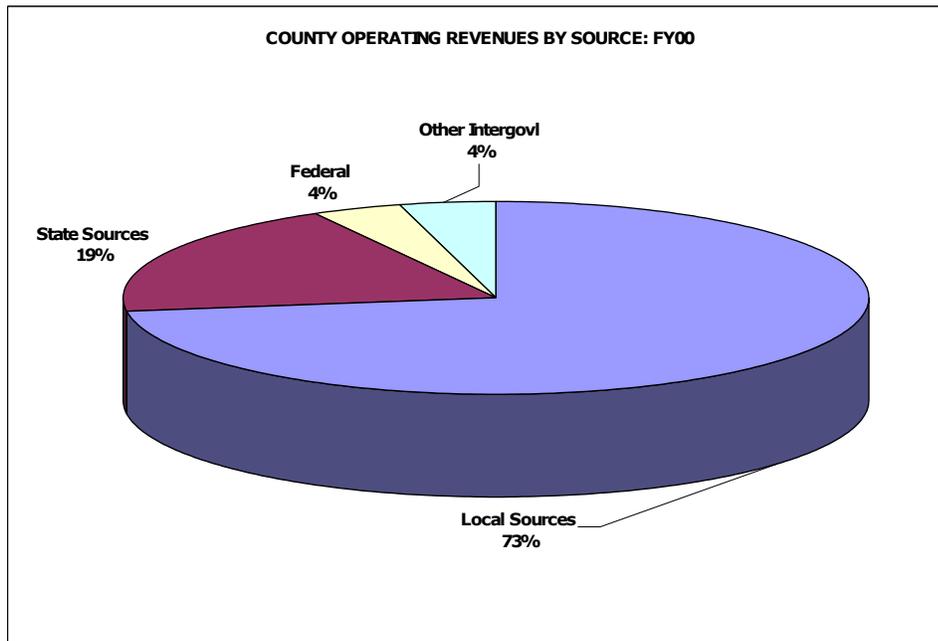
County operating revenues per capita are shown in the next exhibit. Overall, revenues per capita rose by 7%, from \$243 to \$261. This rate is slightly higher than the region's 6% rate of population growth between 1997 and 2000. Cook County, with a 5% population growth rate, registered a 13% increase in per capita revenues. The opposite occurred in the faster growing suburban counties. Per capita revenues fell by 2%, from \$281 to \$276, while their population rose by 9%.



Property taxes were the single largest operating revenue source for northeastern Illinois counties in 2000. A total of \$604 million or 29% of all operating revenues came from property taxes. The next two largest operating revenue sources were local sales taxes and charges for services, which generated approximately \$262 million each. Other local taxes yielded \$229 million, while counties garnered \$137 million from state motor fuel taxes.

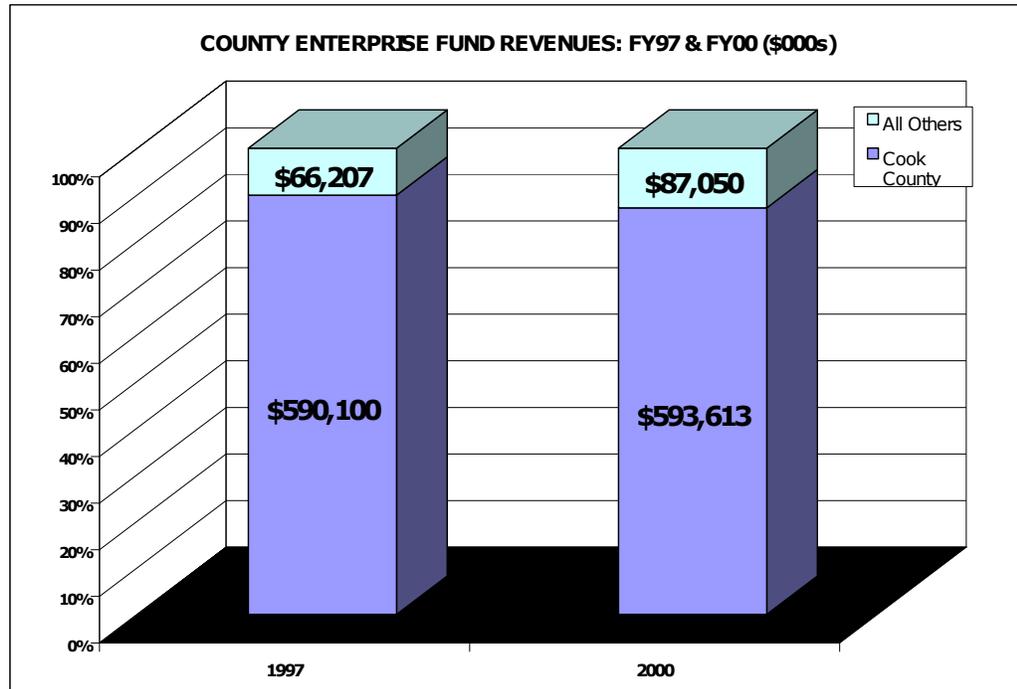


Local taxes, charges and fees constitute 73% of all county revenues. 19% of all county revenues, or \$401 million were generated from state sources. Federal and miscellaneous unspecified intergovernmental revenue sources provided 4% of all operating revenues each.



County Enterprise Fund Revenues

County Enterprise Fund revenues increased slightly, by 4%, between FY1997 and FY2000. That was a \$24 million increase, from \$656 million to \$680 million. Cook County revenues, primarily from County medical center patient fees, accounted for over 88% of all revenues in both years.



Expenditure Growth vs. Revenue Growth

County per capita revenue growth lagged far behind expenditure growth rates from 1997 to 2000. The following exhibit breaks out operating revenue and expenditure growth rates for all six counties, Cook County, and the other 5 northeastern Illinois counties. The disparity between operating expenditure and revenue growth rates was most dramatic for the five Collar counties. There, the revenue growth rate actually fell by 2% while expenditures grew at the rate of 37%.

COUNTY OPERATING FUND EXPENDITURE & REVENUE GROWTH: 1997-2000			
	Cook	All Others	Total
Per Capita Expenditure Growth Rate	20%	37%	27%
Per Capita Revenue Growth Rate	13%	-2%	7%

Similar trends can be detected when growth rates for all four Governmental Funds are considered. The 27% per capita spending growth rate far outstripped the 5% growth rate for revenues. Collar county expenditures increased by 37% at the same time revenues dropped by 1%.

COUNTY GOVERNMENTAL FUNDS EXPENDITURE & REVENUE GROWTH: 1997-2000			
	Cook	All Others	Total
Per Capita Expenditure Growth Rate	21%	37%	27%
Per Capita Revenue Growth Rate	9%	-1%	5%

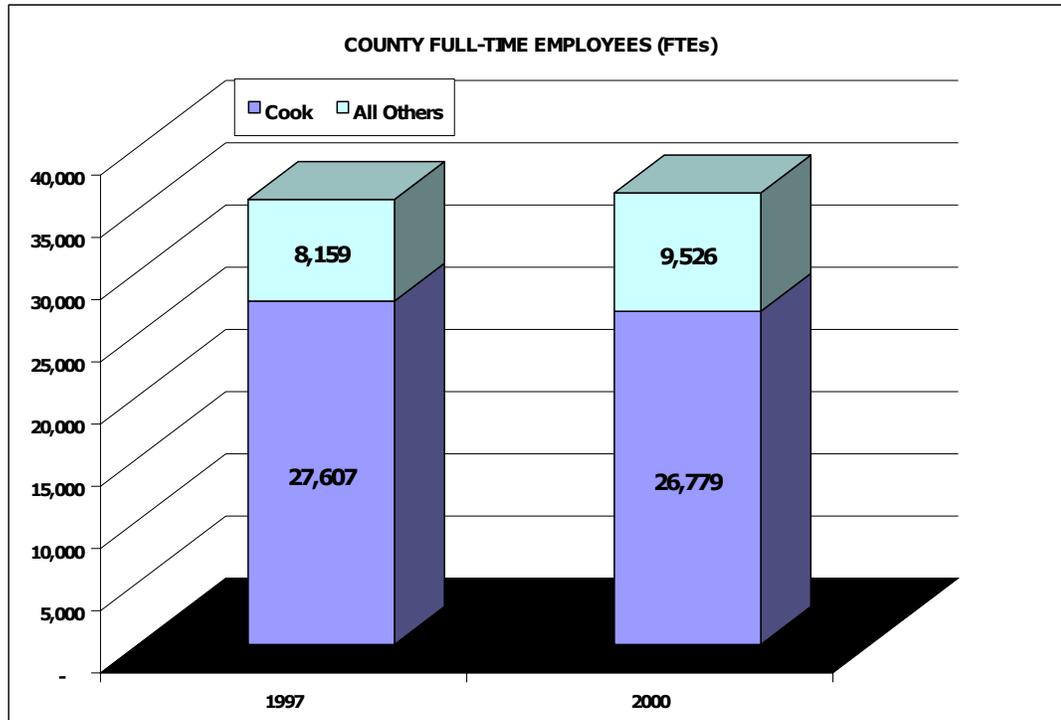
County Current Fund Balance Ratio: FY2000

The current Fund Balance ratio measures a government’s ability to meet its financial obligations over time, long enough to convert illiquid assets to cash. It is calculated by dividing General and Special Revenue Fund operating expenditures by the Unreserved Fund Balances in those funds. As the exhibit shows, the six counties in the region in the aggregate posted a 41% Fund Balance ratio in FY2000, placing them in the “substantial” category. The five collar counties had an 80%, or “High” current Fund Balance ratio. Governments in that situation might consider shifting toward longer-term assets holdings, retiring debt or adjusting the income streams feeding the funds to bring their income more in line with current spending requirements.

COUNTY CURRENT FUND BALANCE RATIO: FY00				
General & Special Revenue Funds				
	Unreserved Fund Balance	GF & SRF Operating Expenditures	Ratio	Rating
Cook	\$ 299,801,434	\$ 1,431,157,100	21%	Substantial
All Others	\$ 593,360,954	\$ 746,264,010	80%	High
Total Counties	\$ 893,162,388	\$ 2,177,421,110	41%	Substantial

County Personnel Trends

The number of full-time county employees rose by 2% between 1997 and 2000. This represented an increase from 35,766 full time equivalent (FTE) positions to 36,305. The percentage of all county employees working for Cook County dropped slightly from 77% to 74% in this period (27,607 to 26,779). However, the number of Collar county employees increased by 17%, from 8,159 to 9,526. Comparative data were not available for expenditures on salaries or personal services.



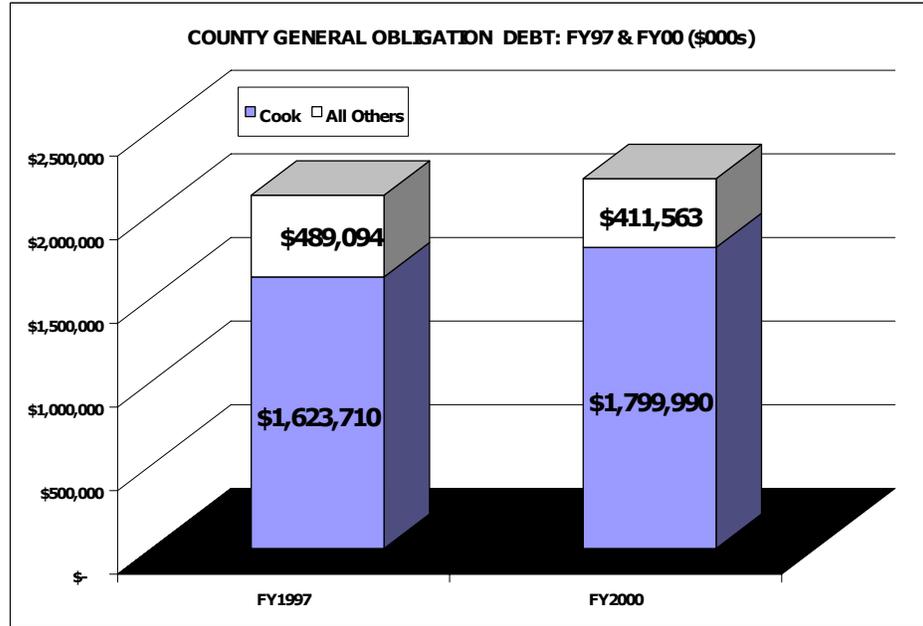
Long-Term Debt Trends

The six counties in northeastern Illinois had \$2.2 billion in outstanding General Obligation and Revenue debt in 2000.⁹ This was a 2% increase from 1997. General Obligation debt outstanding at year's end, backed by the full faith and credit of county governments increased by 3% during the period studied. Revenue debt outstanding at the end of the two years declined by 22%.

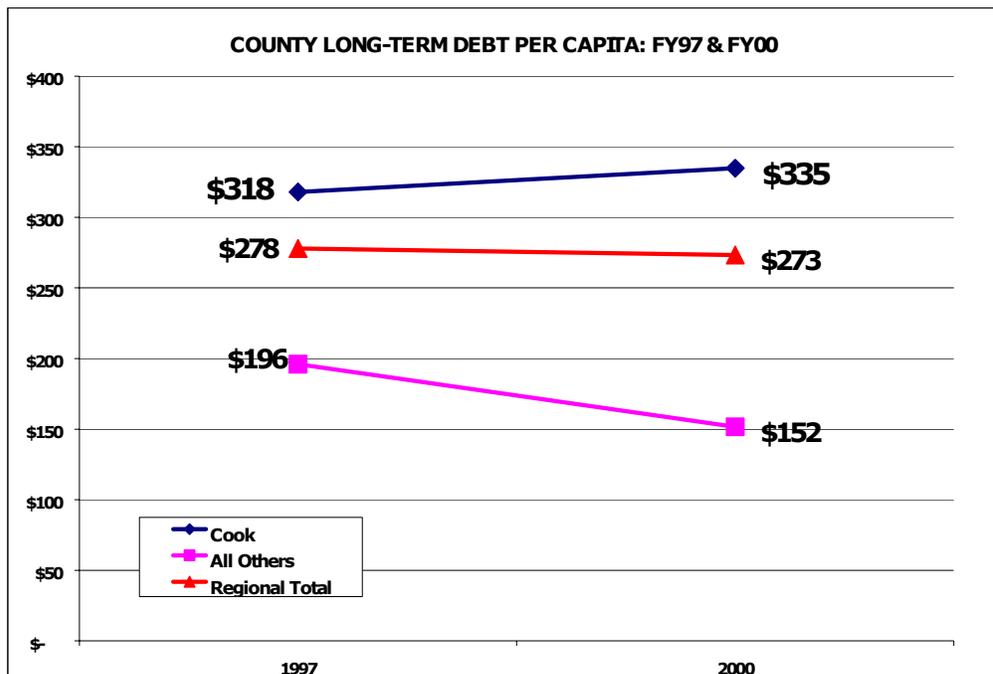
COUNTY GENERAL OBLIGATION & REVENUE DEBT			
Type of Debt	Outstanding End of 1997	Outstanding End of 2000	%Change
General Obligation Bonds	\$ 2,049,984,000	\$ 2,114,908,733	3%
Revenue Bonds	\$ 123,920,000	\$ 96,645,000	-22%
Total	\$ 2,173,904,000	\$ 2,211,553,733	2%

⁹ Cook County 2000 figures were taken from the FY2000 *Cook County Comprehensive Annual Financial Report* as Cook County did not report data to the State Comptroller that year.

The next exhibit breaks out General Obligation and Revenue debt per between Cook and the other five counties in the region. Cook County long-term debt grew at the rate of 11% between FY1997 and FY2000, increasing from \$1.6 billion to \$1.8 billion. The five collar counties' debt total fell sharply, by 16%, from \$489 million to \$411 million. Overall, General Obligation and Special Revenue debt rose slightly, by 5%.



County long-term debt per capita is shown in the last exhibit. Cook General Obligation and Revenue debt rose by 5%. However, collar county debt fell by 23%, decreasing from \$196 to \$152. Long-term debt outstanding at year's end decreased by 2% for the entire region.

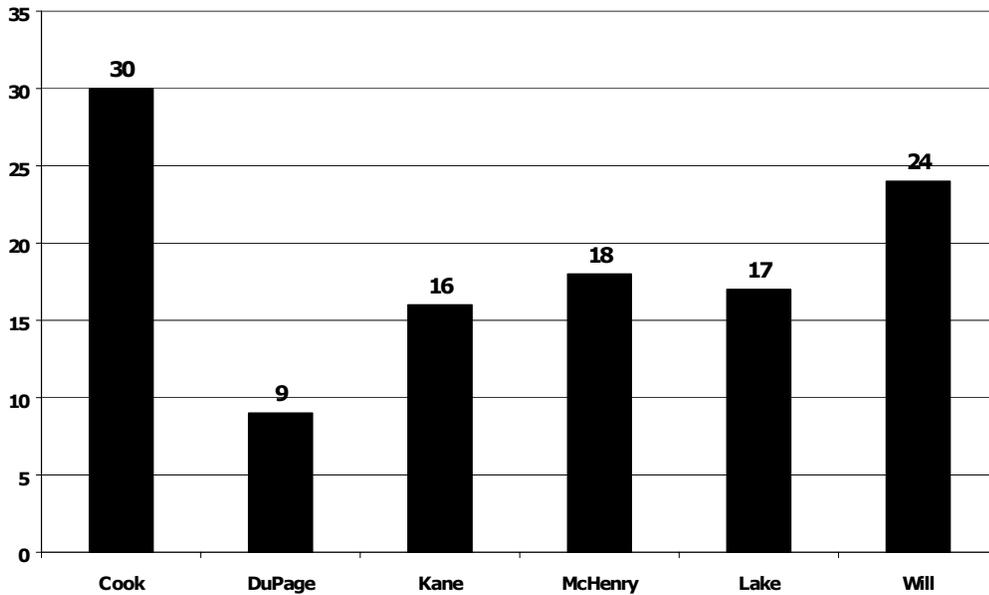


Chapter Three

TOWNSHIPS

Townships are subdivisions of counties, found in 20 northeastern and Midwestern states. They were originally rural units of government. However, they can be found today in urban as well as rural areas of the country. 87 of the 102 counties in Illinois are subdivided into townships, including the counties in the northeastern Illinois region. There are a total of 1,433 townships statewide and 114 in the six-county region.¹⁰

NUMBER OF TOWNSHIPS IN THE COUNTIES OF NORTHEASTERN ILLINOIS



Illinois townships have three primary functions: 1) to determine the value of property for taxation; 2) to maintain certain roads; and 3) to distribute assistance to poor residents not eligible for other welfare programs. They may offer additional services if residents approve, including health services, public cemetery maintenance, waterworks, sewage services, and refuse collection. In Cook County, the County Assessor is responsible for the assessment of property; township assessors primarily provide information and taxpayer assistance services.

All townships are governed by an elected Supervisor, Board of Trustees, assessor, and clerk. Some townships also elect a collector and other officials.

¹⁰ U.S. Census Bureau. *Census of Governments 1997*.

Townships in Illinois derive their legal authority from the state Constitution. Article VII, Section 5 provides that the General Assembly shall provide by law for formation of townships in any county when approved by countywide referendum. Two or more townships may be consolidated or merged if the voters in each affected township approve in a referendum. All townships in a county also may be dissolved by a vote of the people.¹¹ However, no townships have been dissolved since 1932. Since the 1970s, there have been four unsuccessful efforts to abolish townships, including a 1994 vote in McHenry County in which voters defeated a township dissolution measure by a margin of 3-1.¹²

In Cook County, the boundaries of the townships of Berwyn, Cicero, Evanston, Oak Park, and River Forest are coterminous with those of the municipalities of the same name. There are also eight townships within the city limits of Chicago which function solely for property tax assessment purposes.

In recent years, townships have attracted controversy. Many argue that they are anachronisms performing duplicative functions that could be easily and more efficiently conducted by municipal or county officials. Defenders of townships, however, argue that townships are close to the people they serve and provide services to populations that would not otherwise be served by government programs.

A recent Associated Press study found that townships across Illinois had accumulated huge cash reserves and failed to deliver services cost effectively. In 1999, more than 300 of the state's townships collected so much cash that they could refrain from collecting taxes and still have enough cash to pay bills for the two following years. The study also found that townships spent almost \$1 on salaries and administration for every \$1 in services they delivered, a figure two times the overhead of other local governments. In addition, elected officials in 97 townships in 1999 ignored state law requiring them to file financial reports to the State Comptroller's Office.¹³

FINANCIAL SUMMARY

Summary statistics for the townships in northeastern Illinois are presented in the following sections. 110 of the 114 townships in the six-county region reported fiscal information to the State Comptroller's Office. The data presented include information on expenditures and revenues from township Governmental Funds. For purposes of analysis, data are presented separately for the suburban townships in Cook County and the entire region. This analysis excludes Chicago, because township government no longer operates within the City.

¹¹ Illinois Constitution. Article VII, Section 5 – Local Government.

¹² John Kelley and Christopher Wills, "Stacking the Deck: Laws, Political Clout Make it Difficult to Oppose Township Government," in the *Peoria Journal Star*, December 22, 2000.

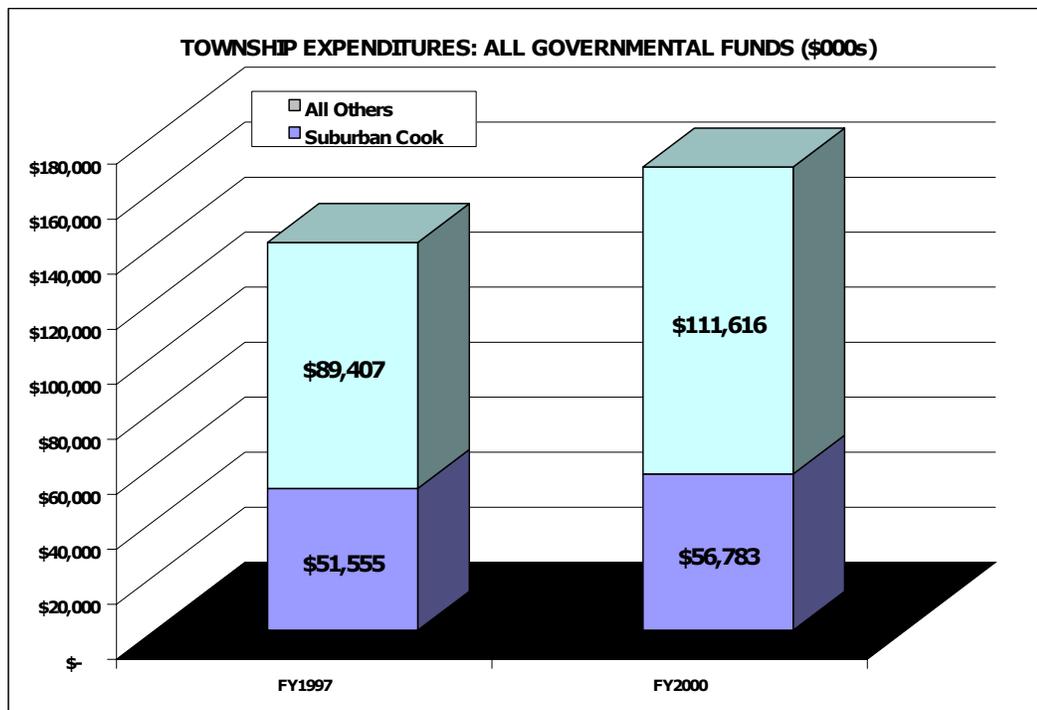
¹³ John Kelley and Christopher Wills, "Study Shows Townships Fat with Surplus," in the *Peoria Journal Star*, December 20, 2000.

Expenditures: Trends and Distribution by Major Category

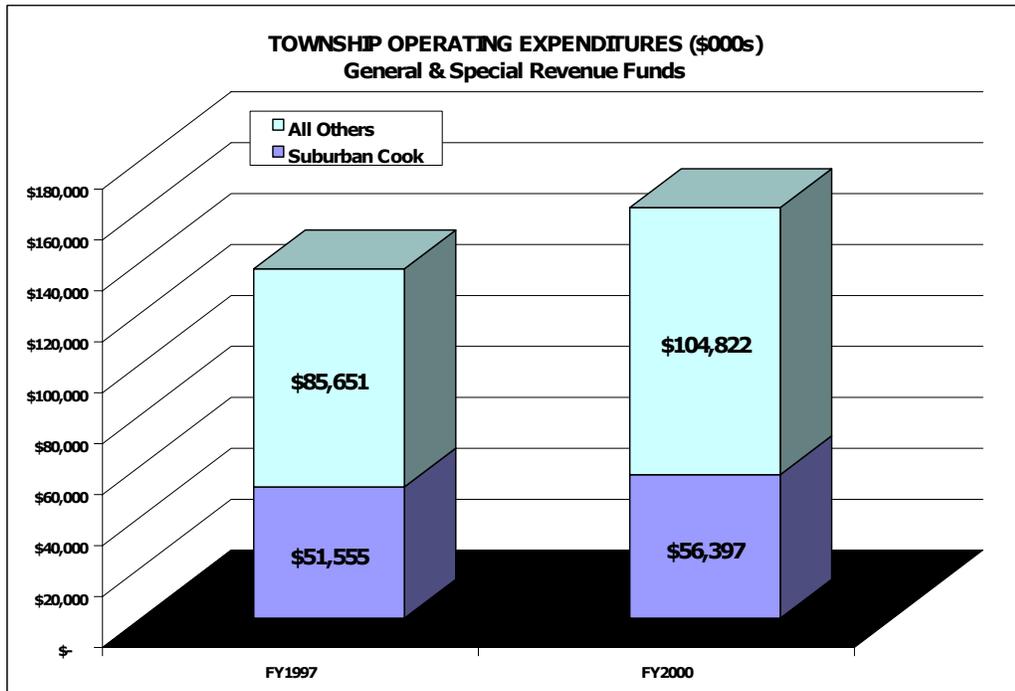
The next three exhibits present information on the amount spent by all townships in the 6-county region in their Governmental Funds. The data are drawn from the FY1997 and FY2000 *Illinois Fiscal Responsibility Report Cards* published by the Office of the State Comptroller. For FY2000, deflated figures were used to facilitate analysis between the FY1997 and the FY2000 data.

Township expenditures for all four Governmental Funds – General, Special, Revenue, Debt Service and Capital Projects – rose by 19% between 1997 and 2000. That represents a \$27.4 million increase, from \$141.0 million to \$168.4 million. Several interesting statistics emerge from an analysis of the total expenditure figures:

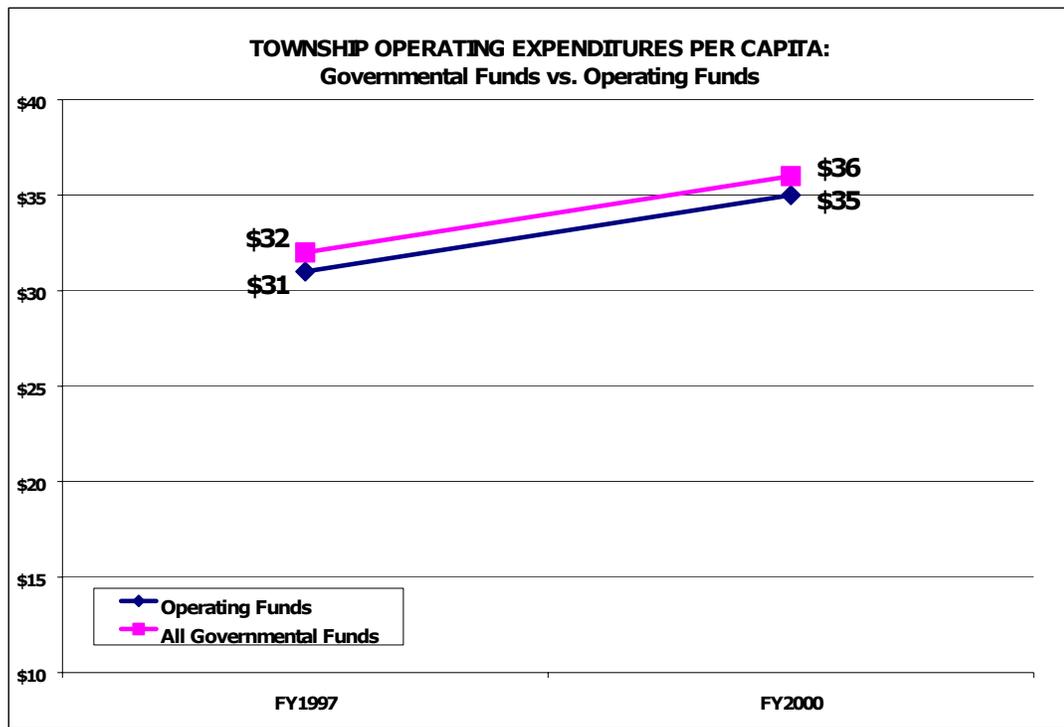
- Township expenditures rose more than three times faster than the region’s township population (19% versus 6%);
- Suburban Cook County townships’ portion of total expenditures dropped from 37% in 1997 to 34% four years later; and
- Expenditures for the townships outside of Cook County grew at a faster rate (19%) than did suburban Cook County township spending (10%).



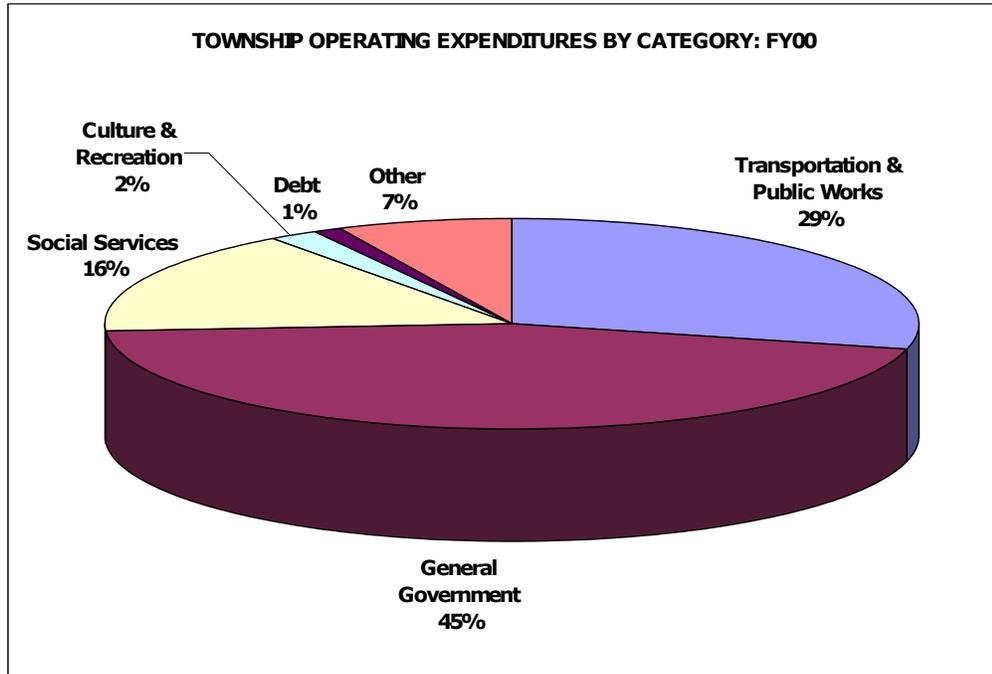
The next exhibit presents data for township General and Special Revenue Funds, which are considered “Operating” funds for purposes of this study. Overall, township operating expenditures increased by 13% or from \$137.2 million to \$161.2 million. Expenditures for the non-Cook County townships increased by 22%, a rate over three times faster than the rate of township population growth. In contrast, Cook County township spending rose by 9%. Suburban Cook County’s share of all township operating expenditures fell from 38% to 35%.



Per capita township spending for the General and Special Revenue Funds increased by 13% between 1997 and 2000, from \$31 to \$35. For all four Governmental Funds, per capita spending rose by 12%, from \$32 to \$36.

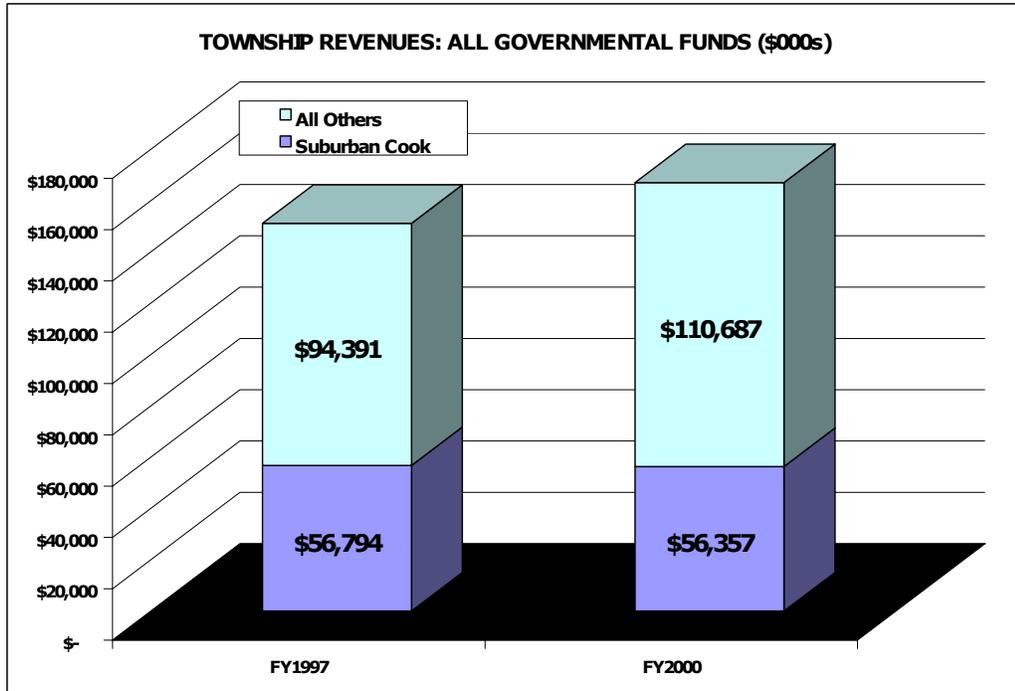


Township operating expenditures in FY2000 were devoted overwhelmingly to General Government (45% or \$71.7 million) and Transportation and Public Works (29% or \$47.3 million). The third largest spending category is Social Services, with 16% of the total or \$26.4 million. The “Other” category, which consumed 7% of all expenditures, includes spending for housing and debt.

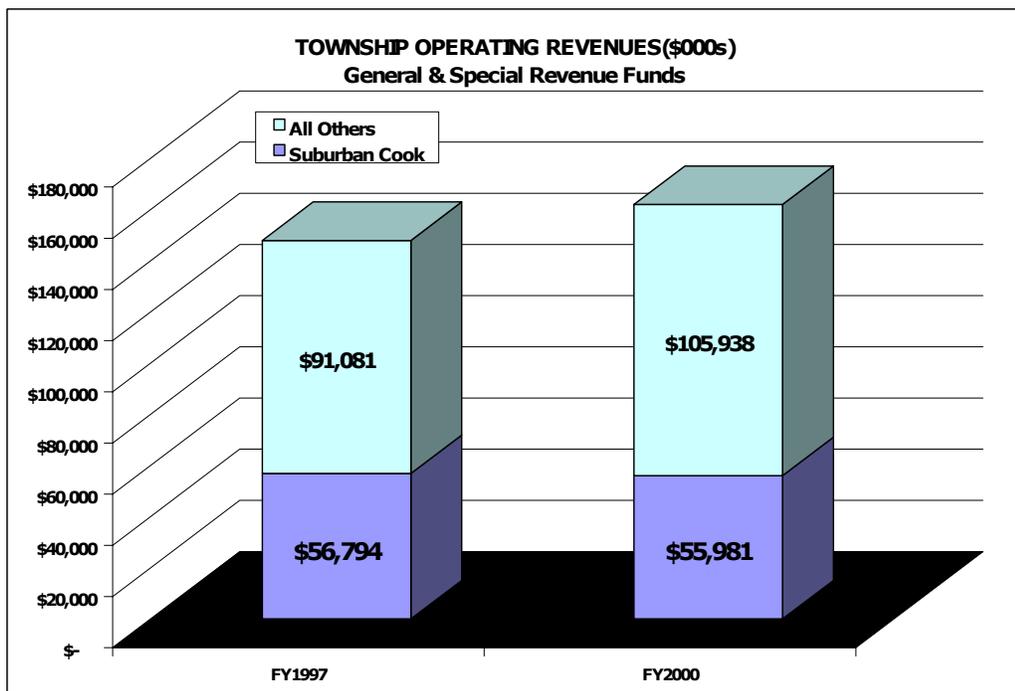


Township Revenue Trends and Distribution

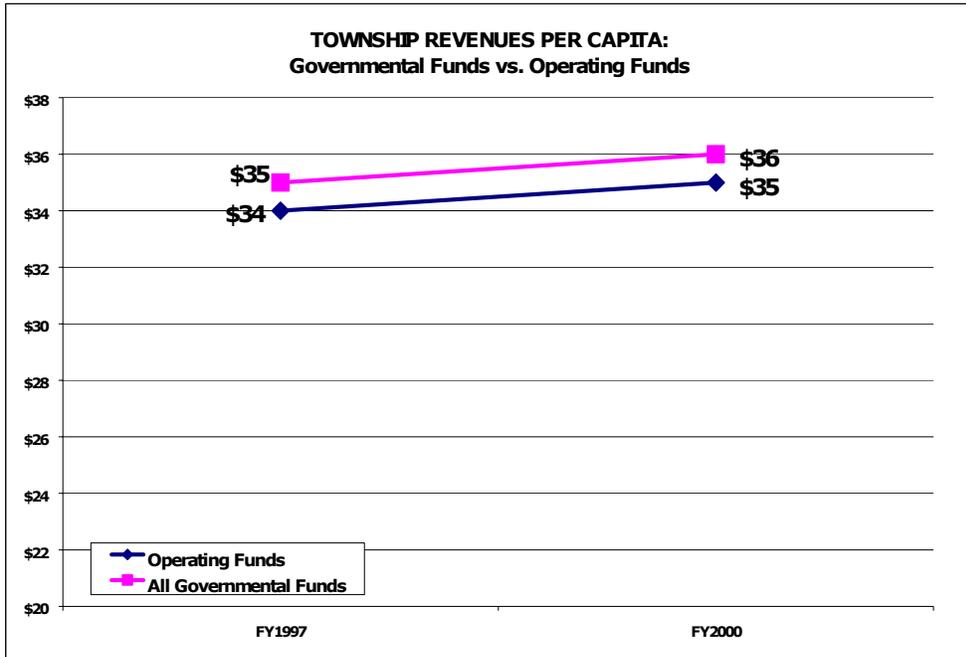
Total township revenues for all four Governmental Funds rose from \$151.1 million to \$167.0 million between FY1997 and FY2000. Non-Cook County township revenues increased by 17%, a much faster rate than the 1% decrease for suburban Cook County townships and the 6% rate of population growth in that period. The suburban Cook County share of all township revenues declined from 37.6% in 1997 to 33.7% in 2000. Note that the FY2000 figures are deflated using 1997 as the base year.



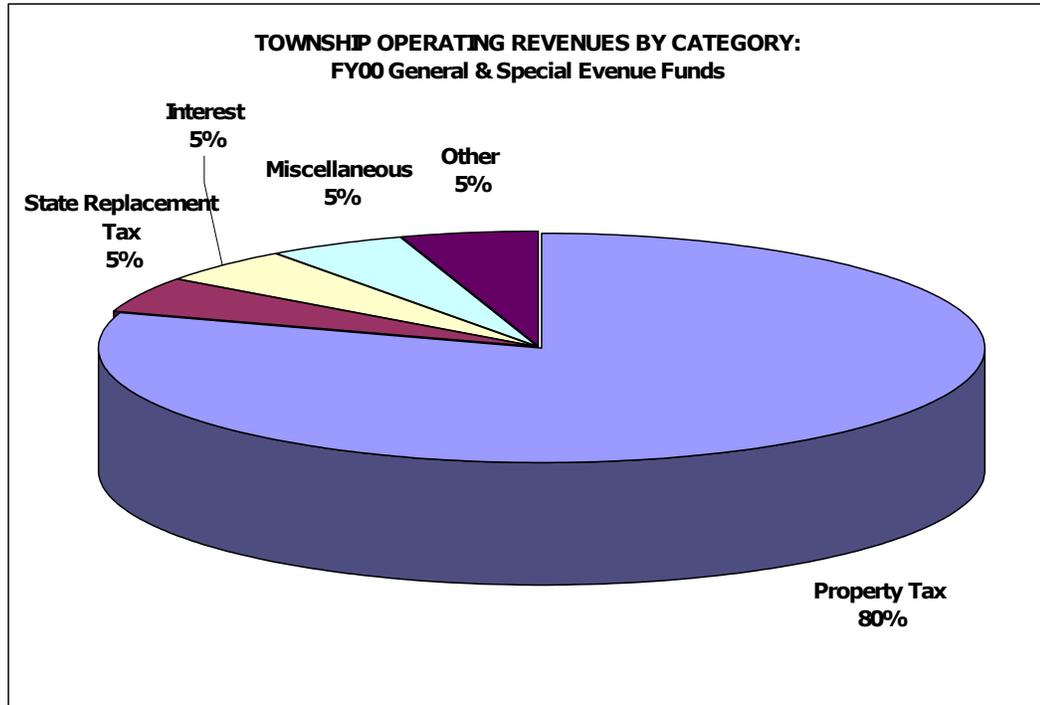
Township operating revenues were 98% of all Governmental Fund revenues in 1997 and 97% four years later. Aggregate, non-Cook County, and suburban Cook County township revenue increases mirrored the increases reported for all four funds. Thus, all operating revenues increased by 9% (from \$147.8 million to \$161.9 million), non-Cook County revenues rose by 16% (\$91.1 million to \$105.9 million), and suburban Cook County-only revenues declined at a 1% rate (from \$56.8 million to \$56.0 million).



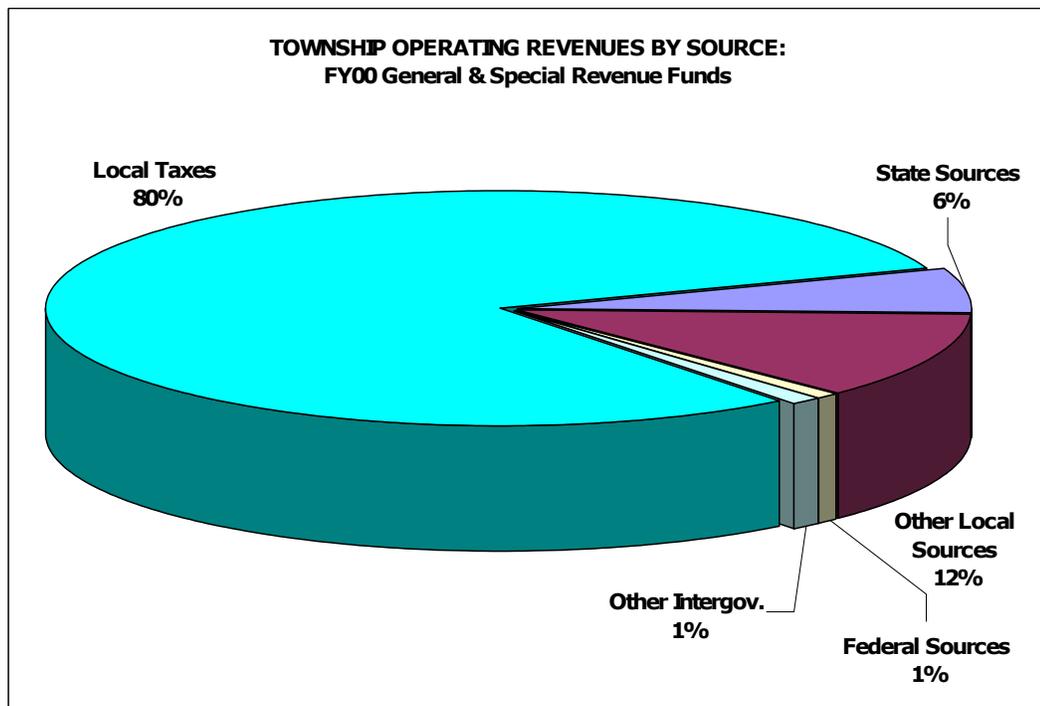
The next exhibit, township revenues per capita, shows changes in revenues relative to changes in population. Over the four years of this study, Operating Revenues per capita rose from \$34 to \$35 (3%) while all governmental fund revenues increased by 3% (from \$35 to \$36). Revenues per capita as measured by both indicators increased at a rate that was below the region's 6% population growth.



The following exhibit presents information about major categories of Operating revenues for FY2000. Property taxes are the largest source of township revenues in northeastern Illinois. They accounted for 80% or \$129.5 million (in deflated dollars) of all township revenues in 2000. Other significant sources of township revenues are miscellaneous revenue (\$8.3 million), the state replacement tax (\$8.2 million), and interest revenue (\$7.5 million). The “Other” category includes several taxes that individually yield relatively small percentages of aggregate township revenues. They include local utility taxes, other local taxes, state motor fuel tax, other state sources of revenue, federal revenues, other intergovernmental revenues, licenses and permits, fines and forfeitures, and charges for services.



Township revenues derive from three major sources: local taxes, other local sources, and state sources. 92% of all revenues in FY2000 - \$148.3 million - were locally based. 6% or \$10.1 million was derived from state sources.



Expenditure Growth vs. Revenue Growth

A comparison of township expenditure and revenue per capita growth rates shows that expenditures grew at a rate four times the growth for new revenues. If these trends continue, townships in the region eventually may need to access other revenue sources to pay for expenditures, reducing their very large fund balances.

TOWNSHIP EXPENDITURE VS. REVENUE GROWTH: 1997-2000		
	Governmental Funds	Operating Funds
Per Capita Expenditure Growth Rate	12%	13%
Per Capita Revenue Growth Rate	3%	3%

Township Fund Balance: FY2000

The current fund balance ratio measures a government's ability to meet its financial obligations over time, long enough to convert illiquid assets to cash. It is calculated by dividing General and Special Revenue Fund operating expenditures by the unreserved fund balances in those funds. Ratios are presented below only for FY2000 because comparable data were not reported to the State Comptroller in FY1997. As the exhibit shows, the townships in the region in the aggregate posted a "high" current fund balance ratio in FY2000. Collar county townships had a 85% current fund balance ratio, placing them in the "high" category. Suburban Cook County also registered in the "high" category, with a 94% current fund balance ratio.

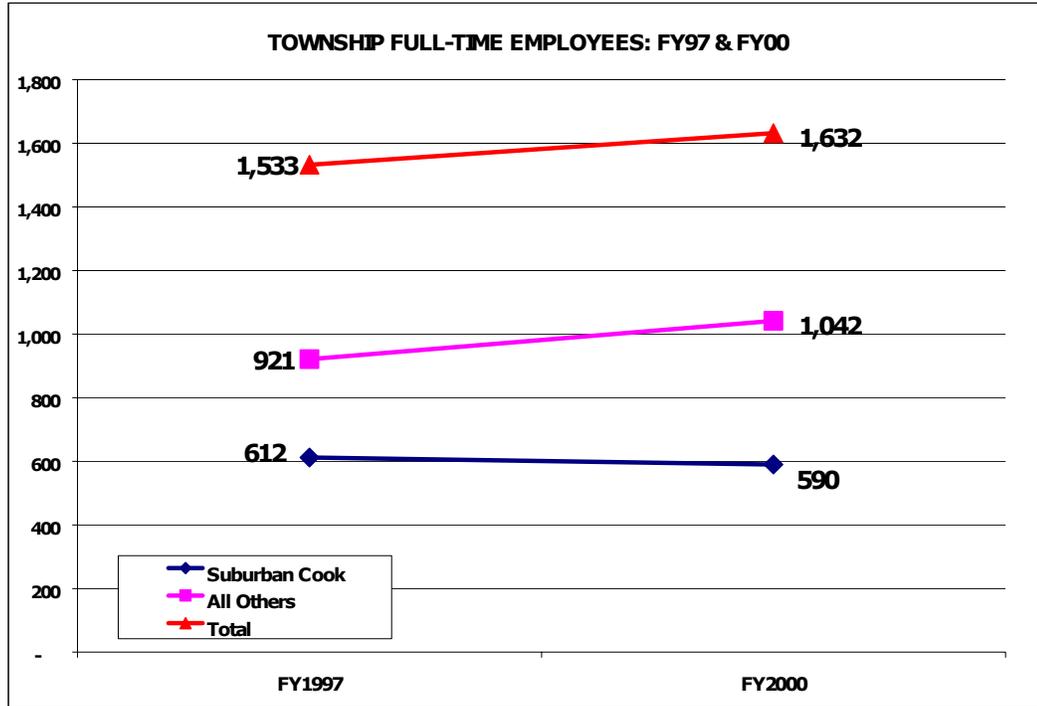
TOWNSHIP CURRENT FUND BALANCE RATIO: FY00				
	Unreserved Fund Balance	GF & SRF Operating Expenditures	Ratio	Rating
Suburban Cook County	\$ 56,520,965	\$ 60,344,790	94%	High
All Others	\$ 95,890,433	\$ 112,159,540	85%	High
Total	\$ 152,411,398	\$ 172,504,330	88%	High

Because their fund balances are so large, townships should consider adjusting the income streams feeding the funds to bring income into line with current spending requirements. On this point, the Illinois Supreme Court has ruled that if a government has unencumbered assets on hand (i.e., a fund surplus) at the beginning of the tax year that are two times or more the average amount of expenditures for the past three years, there should not be a property tax levy.¹⁴ If a taxpayer objects in court, the government must show cause as to why a levy should be made. Taxpayers proving their case are entitled to their share of the fund balance.

Township Personnel Trends

¹⁴ *Central Illinois Public Service v. Miller* 42 Ill2d 542 (1969).

The next exhibit shows the number of full time employees in the northeastern Illinois region, as measured in full time equivalent positions. The number of employees showed a 6% increase from FY1997 to FY2000, rising from 1533 to 1632. Suburban Cook County's share of township employees dropped from 40% to 36% during this time period.



Long-Term Debt Trends

27 townships in northeastern Illinois reported issuing long-term debt in both FY1997 and FY2000.¹⁵ This number of townships is less than the total number of townships in northeastern Illinois because most townships do not issue debt. In the following analysis, debt figures are presented in nominal, not constant, dollars. The figures include debt figures for the Governmental and Proprietary Funds.

27% of all long-term debt at the end of FY1997 was general obligation and revenue debt. By the end of FY2000, 77% of all long-term debt outstanding was general obligation and revenue debt. The exhibit below shows that there was a surge in the issuance of township debt between FY1997 and FY2000. Overall, long-term debt grew by 152%, from \$6.1 million to \$15.5 million. General obligation debt, backed by the full faith and credit of the township governments, increased by an enormous 1,166% in the four-year period analyzed. Revenue bonds, funded by earmarked revenue sources, declined by 14%, from \$800,000 to \$729,000. Finally, contractual commitments decreased 49%, from \$1.3

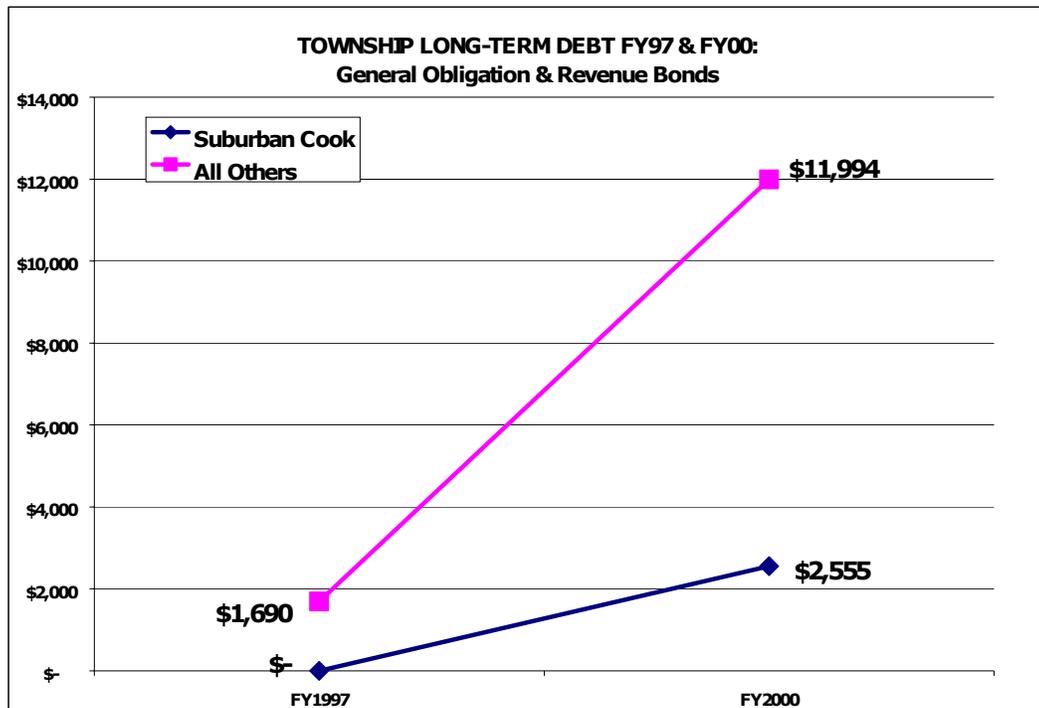
¹⁵ The population reported for these 27 townships was used to calculate per capita statistics (1997 = 1,168,064 and 2000 = 1,228,399). The 11 Cook County townships had populations of 930,173 in FY97 and 971,855 4 years later.

million to \$637,000. Contractual commitments are defined as any general long-term debt entered into by contractual agreement, such as contractual commitments with a term of one year or more. This includes lease purchase agreements, notes, and installment contracts.¹⁶

TOWNSHIP TOTAL LONG-TERM DEBT BY TYPE			
Type of Debt	Outstanding End of 1997	Outstanding End of 2000	%Change
General Obligation Bonds	\$ 890,000	\$ 11,267,983	1166%
Revenue Bonds	\$ 800,000	\$ 728,560	-9%
Alternative Revenue Bonds	\$ -	\$ -	0%
Contractual Commitments	\$ 1,260,315	\$ 636,836	-49%
Other	\$ 3,197,893	\$ 2,864,561	-10%
Total	\$ 6,148,208	\$ 15,497,940	152%

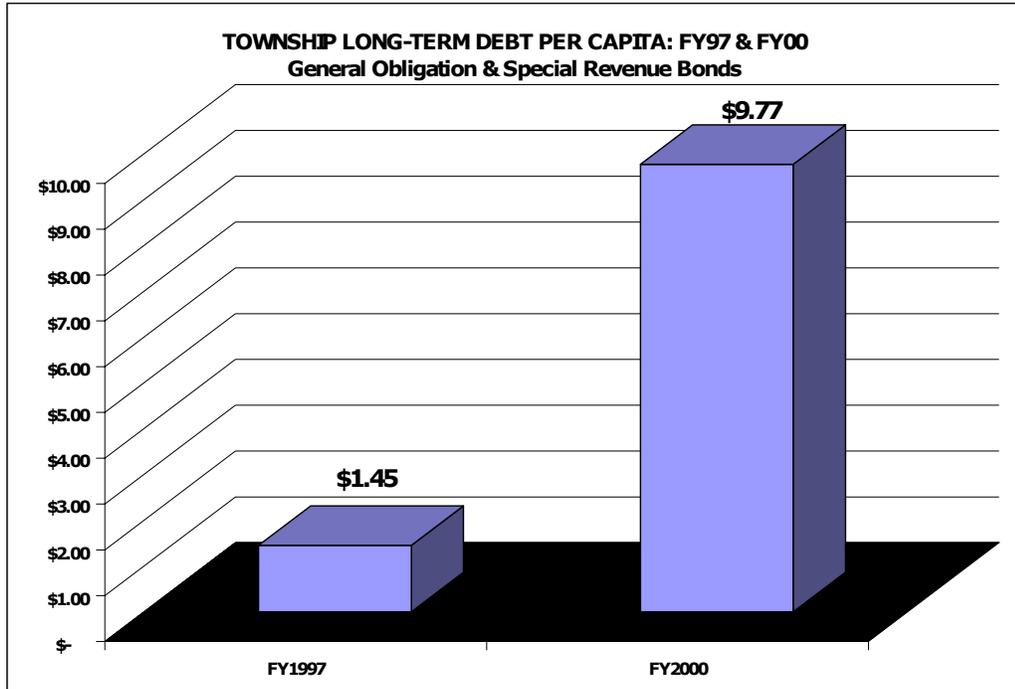
The next exhibit breaks out total township General Obligation and Special Revenue long-term debt between suburban Cook County and all other townships. The 11 suburban Cook County townships issuing debt in FY1997 did not issue General Obligation or Special Revenue bonds. However, four years later they did issue approximately \$2.6 million of these types of obligations.

General Obligation and Special Revenue debt issued by the 16 Collar County townships issuing long-term debt increased by 610% between FY1997 and FY2000, from \$1.7 million to nearly \$12 million.



¹⁶ Illinois State Comptroller. Chart of Accounts and Definitions, *FY2000 Fiscal Responsibility Report Card*, p. 16.

Township General Obligation and Special Revenue debt per capita for the 27 townships issuing long-term debt is shown below. It increased dramatically by 574%, from \$1.45 to \$9.77. This increase was propelled largely by suburban township debt issuance, which rose from \$71.0 to \$36.80 between FY1997 and FY2000. The Cook County townships issued no debt of these types in FY1997.



Chapter Four

MUNICIPALITIES

Municipalities in Illinois are defined in law as any city, village or incorporated town having power to legislate on matters included under the Illinois Municipal Code, Chapter 65, Articles 1-11, of the Illinois Compiled Statutes. Typical municipal functions include police and fire protection, street construction and maintenance, water and sewerage services, and zoning and planning. In 1999, there were a total of 1,285 municipalities in Illinois.¹⁷

Villages and incorporated towns elect a president, trustees and a clerk. Boards of Trustees usually consist of 6 members. Cities are governed by an elected mayor, a council of aldermen, a city clerk and a city treasurer.¹⁸ Cities with populations under 10,000 can elect to have an appointed treasurer. City councils vary in size between 6 and 20, depending on population.¹⁹ The City of Chicago has a 50-member council.

FINANCIAL SUMMARY

Summary statistics for the municipalities in northeastern Illinois are presented in the following sections. The data presented include information on expenditures and revenues from municipal Governmental Funds.

The U.S. Census Bureau reported that there were 267 municipalities in the six-county northeastern Illinois region in 1997, the last year for which data are available.²⁰ However, not all of these governments reported data to the State Comptroller in 1997 and 2000. Also, individual governments may report data in one year and fail to do so in other years. Therefore, in order to ensure consistency, this analysis included only expenditure and revenue data from the 248 municipalities that reported data in both 1997 and 2000.²¹ Only 245 governments reported Enterprise Fund data and 217 municipalities reported debt data in both years.

The population figures used to calculate per capita statistics were derived from the figures reported to the State Comptroller in 1997 and 2000 for the 248 municipalities reporting consistent expenditure and revenue data and the 217 reporting debt data.²²

¹⁷ Illinois Comptroller. FY1999 Fiscal Responsibility Report Card.

¹⁸ 65 ILCS 5/3.1-15-10.

¹⁹ 65 ILCS 5/3.1-20-20-10 and ILCS 5/3.1-25-5.

²⁰ U.S. Bureau of the Census. *1997 Census of Governments*.

²¹ The 248 municipality data set also includes information from the Town of Cicero, which is reported as a separate category in the Comptroller's reports.

²² The population for the 248 municipalities reporting consistent expenditure and revenue data was 6,864,676 in 1997 and 7,226,095 in 2000. The population reported for the 217 municipalities reporting consistent debt data was 6,745,727 in 1997 and 7,082,330 in 2000.

The 248 municipalities reporting data to the Comptroller reported a total population of 6.8 million in 2000. This was a 5% increase from 1997. The non-Chicago municipalities grew by 6%, while Chicago increased its population by 4%.

	1997	2000	%
	Population	Population	Increase
Chicago Population	2,783,726	2,896,016	4%
Population: All Others	4,080,950	4,330,079	6%
Regional Population Total	6,864,676	7,226,095	5%

Expenditure and revenue data presented have been adjusted for inflation, using 1997 as the base year. This permits the presentation of more accurate trend figures.

Data are presented separately for Governmental and Enterprise Fund expenditures and revenues. They cannot be combined because they use different bases of accounting. The Governmental Funds, which account for most operations of a typical government, employ the modified accrual basis of accounting. However, the Enterprise Funds, which account for activities that are financed and operated in a manner similar to a private business such as airports and parking garages, use full accrual accounting. This non-uniformity in accounting methods makes accurate comparisons impossible.

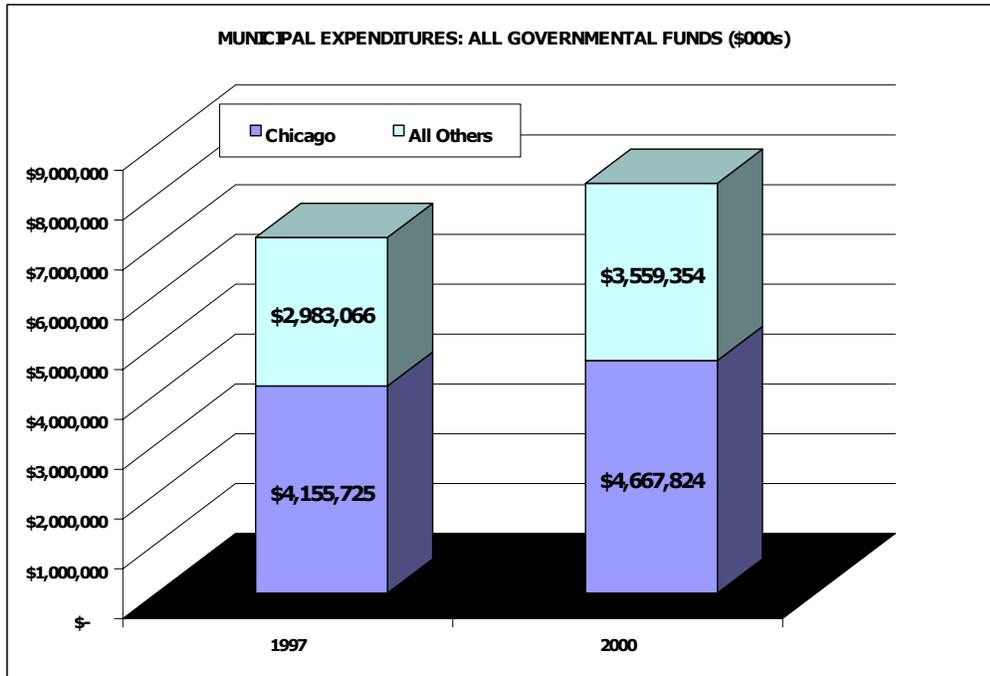
EXPENDITURES: TRENDS AND DISTRIBUTION BY MAJOR CATEGORY

The following exhibits present information on the amount spent by all municipalities in the 6-county region in their Governmental and Enterprise Funds. The data are drawn from the FY1997 and FY2000 Illinois Fiscal Responsibility Report Cards published by the Office of the State Comptroller. The 2000 figures have been deflated to account for inflation between 1997 and 2000, using 1997 as the base year.

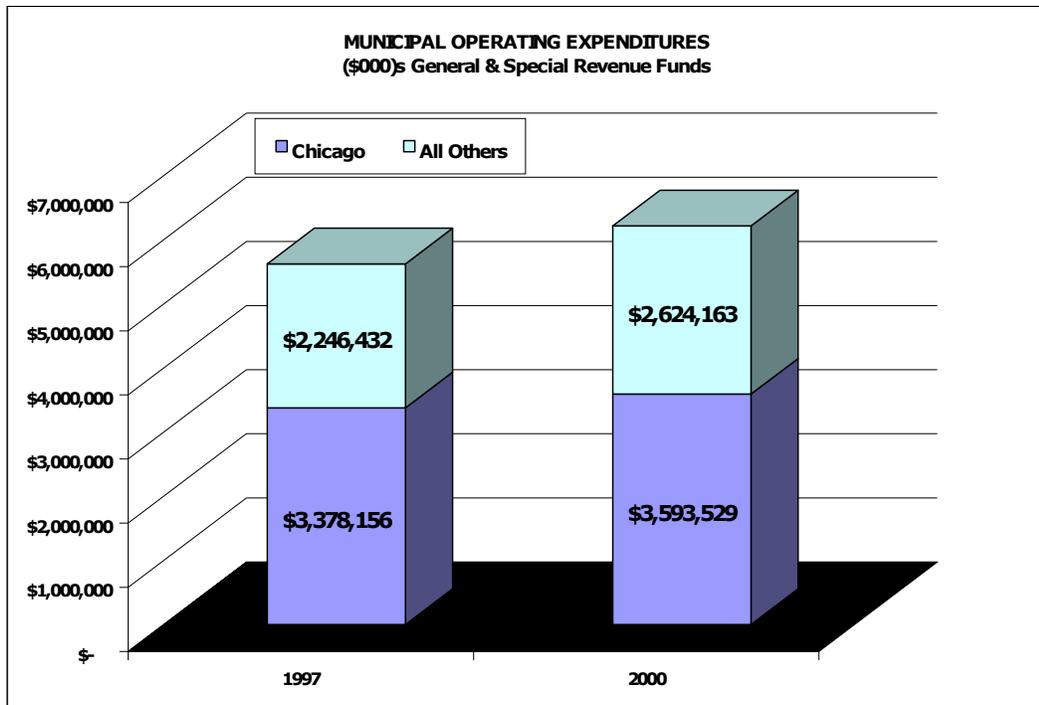
Municipal Governmental Fund Expenditures

Municipal expenditures for all four Governmental Funds – General, Special, Revenue, Debt Service and Capital Projects – rose by 15% between 1997 and 2000. That represents a \$1.1 billion increase, from \$7.1 billion to \$8.2 billion. Several interesting statistics emerge from an analysis of the total expenditure figures:

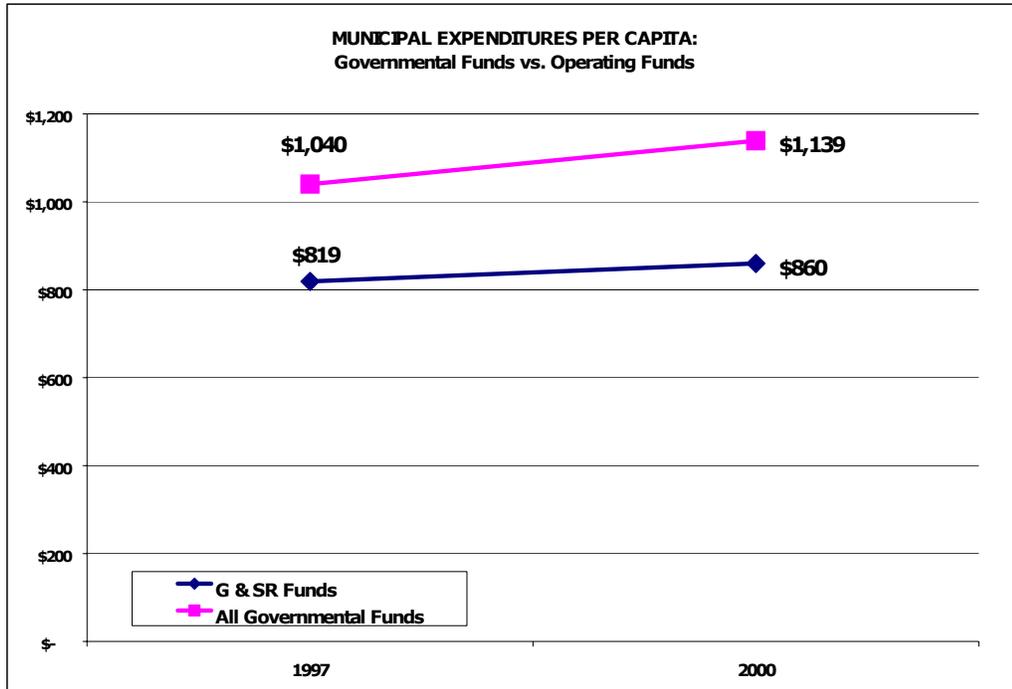
- Municipal expenditures rose three times faster than the region’s municipal population (15% versus 5%);
- Chicago’s portion of total expenditures dropped from 58.2% in 1997 to 56.7% four years later; and
- Expenditures for the municipalities outside of Chicago grew at a faster rate (19%) than did Chicago spending (12%).



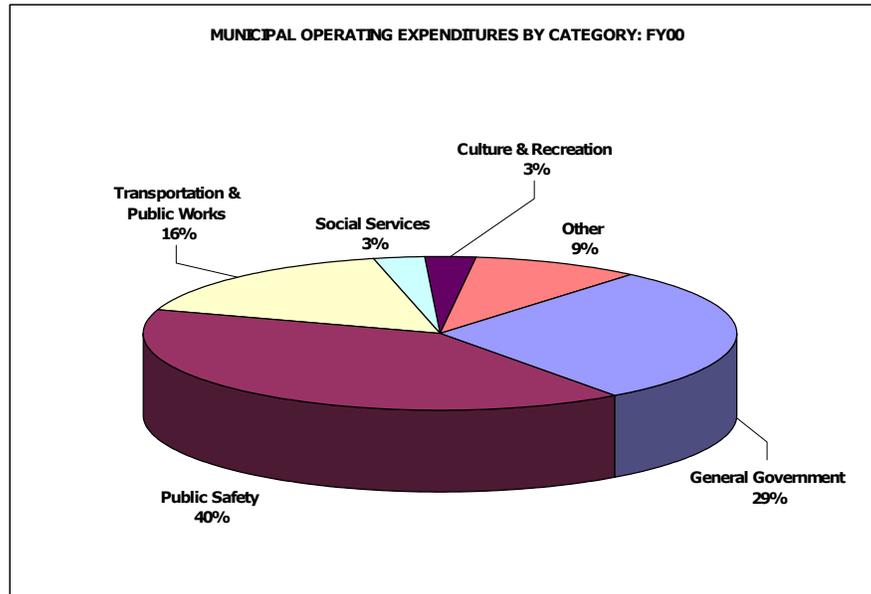
The next exhibit presents data for municipal General and Special Revenue Funds, which are considered “operating” funds for purposes of this study. Overall, municipal operating expenditures increased by 11% or from \$5.6 billion to \$6.2 billion. Expenditures for the non- Chicago municipalities increased by 17%, a rate over three times faster than the rate of municipal population growth. In contrast, Chicago spending rose by 6%. Chicago’s share of all municipal operating expenditures fell from 60.1% to 57.8%.



Per capita municipal spending for the “Operating Funds” (i.e., the General and Special Revenue Funds) increased by 5% between 1997 and 2000, from \$819 to \$860. For all four Governmental Funds (General, Special Revenue, Debt Service and Capital Projects Funds), per capita spending rose by 10%, from \$1040 to \$1139. Spending per capita rose much faster in the Chicago suburbs than in the City. Operating expenditures in the Chicago suburbs rose by 10%, from \$550 to \$606 while Chicago-only expenditures rose by 2%, from \$1213 to \$1240. Similarly, expenditures for all four Governmental Funds increased by 12% in the suburbs and 8% in the City.

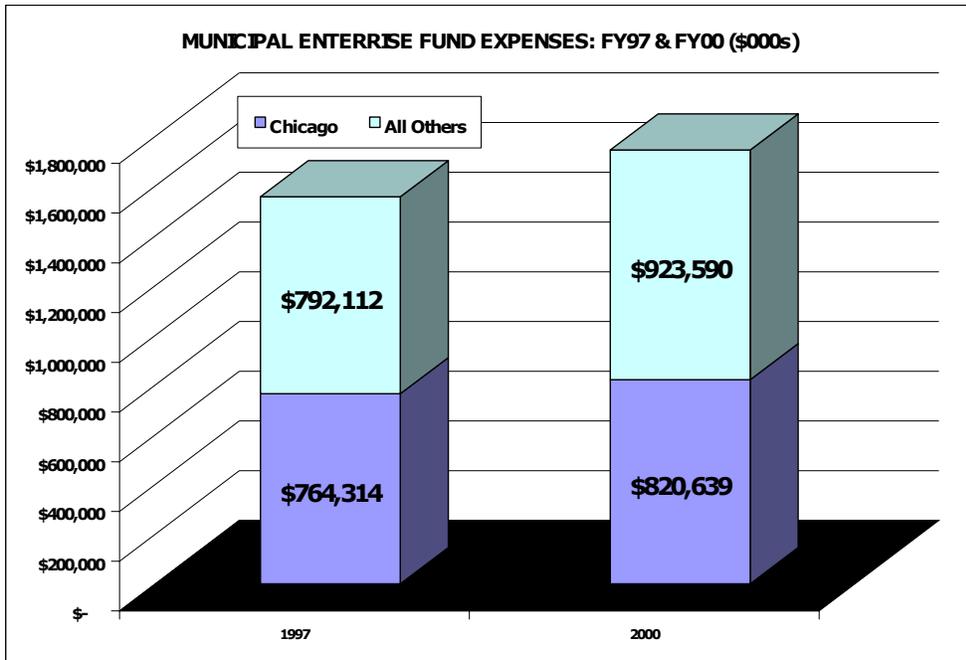


Municipal operating expenditures in FY2000 were devoted overwhelmingly to public safety (40% or \$2.6 billion) and general government activities (29% or \$1.9 billion). The third largest spending category was transportation and public works, with 16% of the total or \$1.9 billion. The “Other” category, which consumed 9% of all expenditures, includes spending for housing and debt.



Municipal Enterprise Fund Expenses

The next exhibit presents data on municipal Enterprise Fund expenses. Over the 4-year period of this study, expenses for municipal business-type enterprises increased by 12% in the 6-county region, rising from \$1.5 billion to \$1.7 billion. Expenses rose more rapidly in the suburban municipalities (17%) than in Chicago (7%). Chicago Enterprise Fund expenses accounted for 49% of all regional spending in FY1997 and 47% four years later.

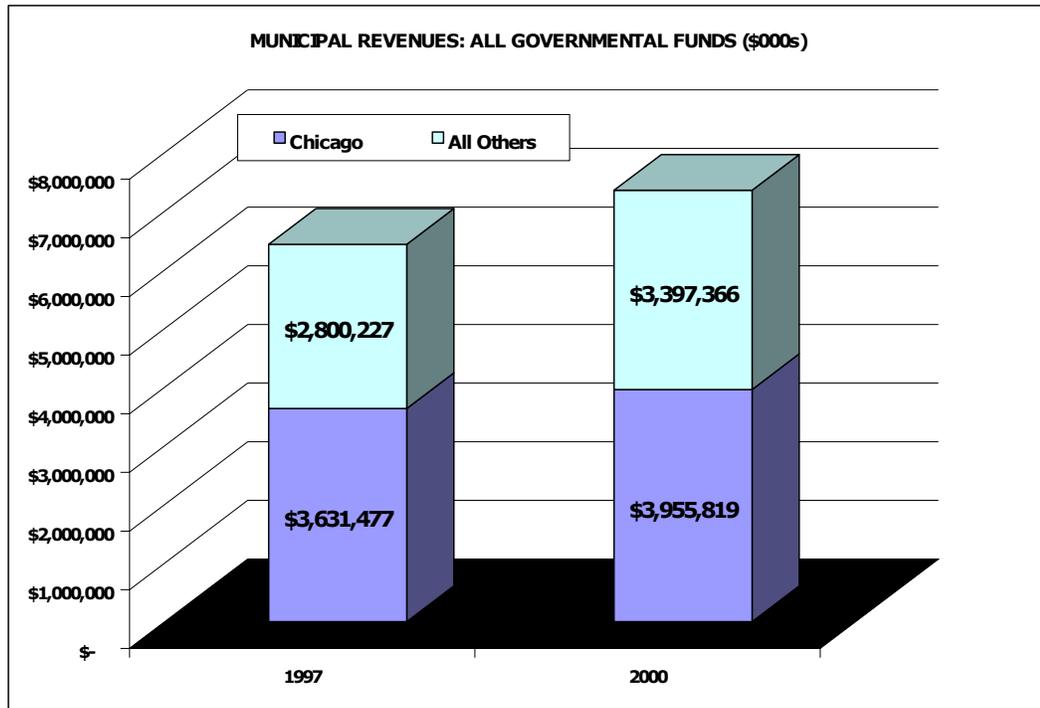


MUNICIPAL REVENUE TRENDS AND DISTRIBUTION

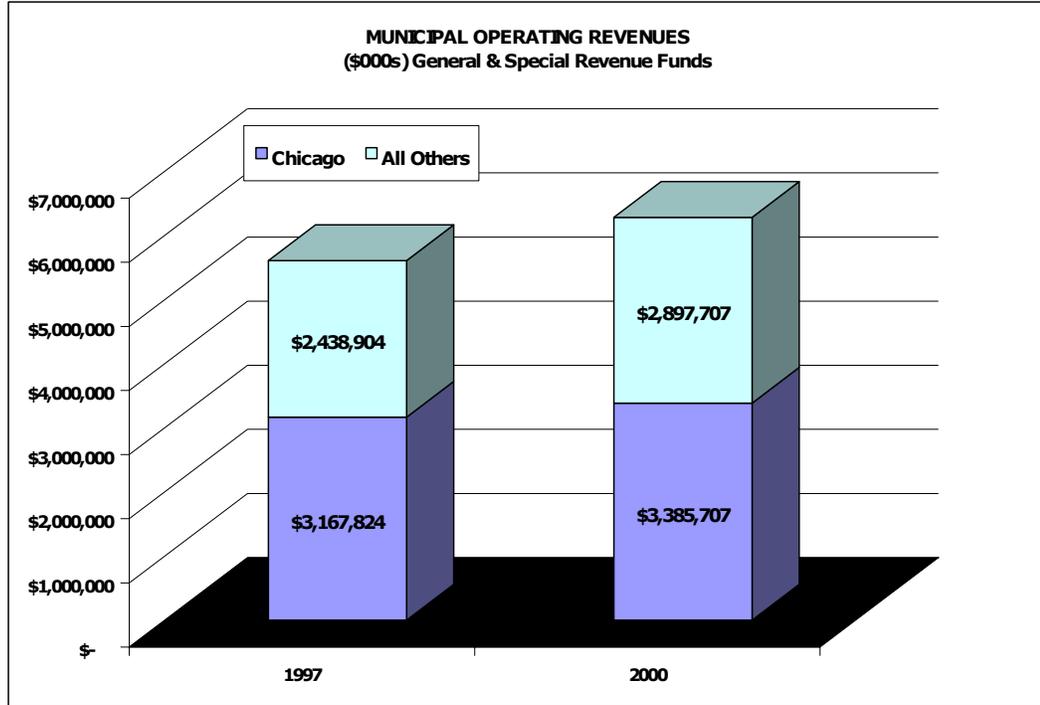
The next set of exhibits present information on municipal revenues in the Chicagoland region for the Governmental and Enterprise Funds. The 2000 revenue figures have been deflated to account for inflation between 1997 and 2000 using 1997 as the base year.

Municipal Governmental Revenues

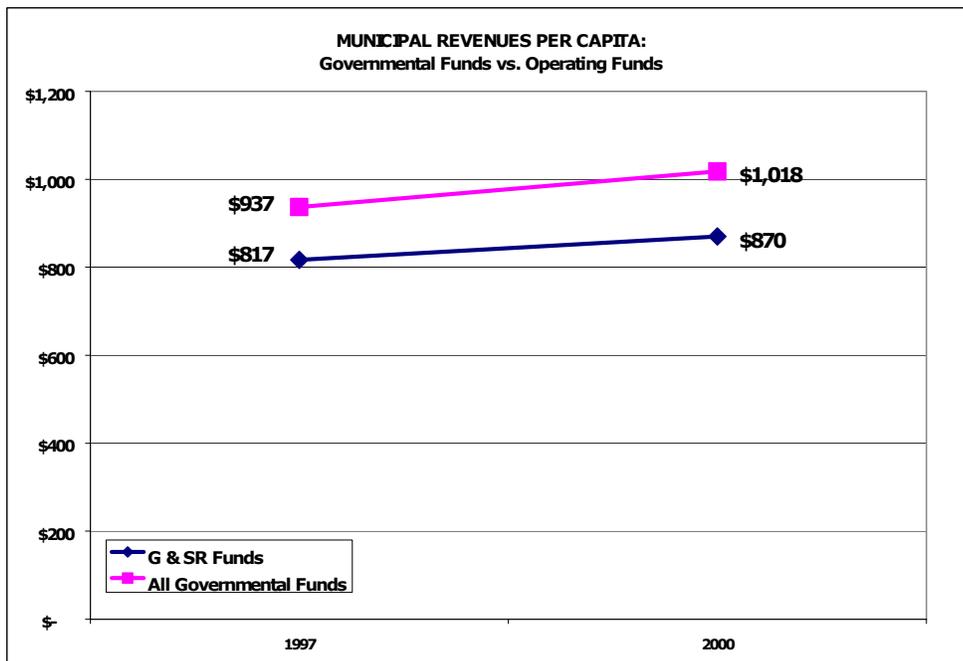
Total municipal revenues for all four Governmental Funds rose from \$6.4 billion to \$7.4 billion between 1997 and 2000. Non-Chicago municipal revenues increased by 21%, a much faster rate than the 9% increase for the Windy City and the 5% rate of population growth for the region in that period. The Chicago share of all municipal revenues declined from 56.5% in 1997 to 53.8% in 2000.



Municipal operating revenues were 87% of all Governmental Fund revenues in 1997 and 85% four years later. Aggregate, non-Chicago, and Chicago revenue increases all mirrored the increases reported for all four funds. Thus, all operating revenues increased by 12% (from \$5.6 billion to \$6.3 billion), non-Chicago revenues rose by 19% (\$2.4 billion to \$2.9 billion), and Chicago-only revenues rose at a slower 7% rate (from \$3.1 billion to \$3.4 billion).

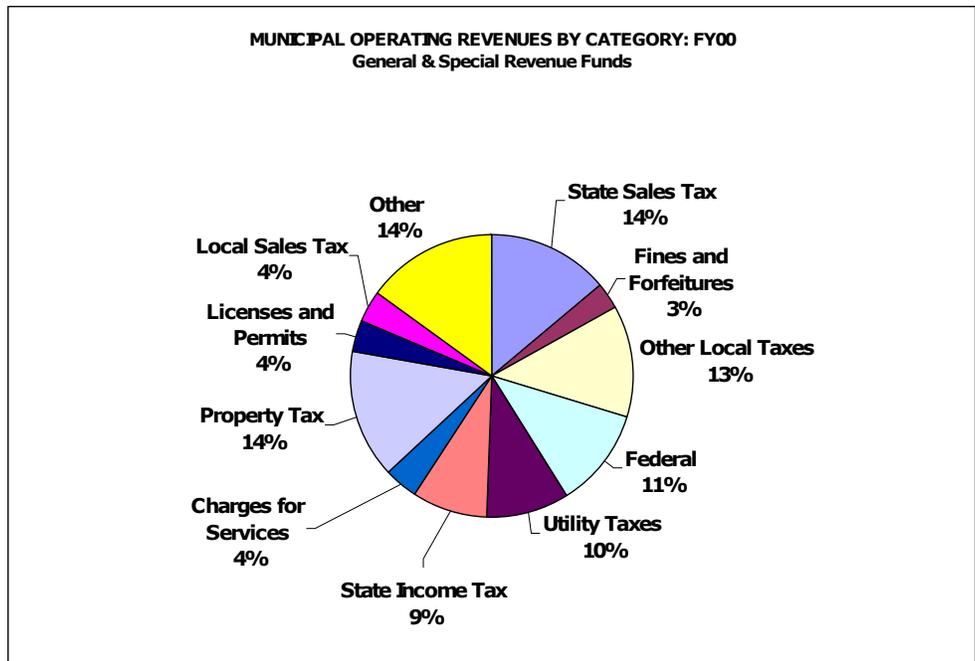


The next exhibit, municipal revenues per capita, shows changes in revenues relative to changes in population. Over the four years of this study, operating revenues per capita rose from \$817 to \$870 (6%) while all governmental fund revenues increased by 9% (from \$937 to \$1018). Revenues per capita as measured by both indicators increased at a rate that exceeded the region's 5% population growth.

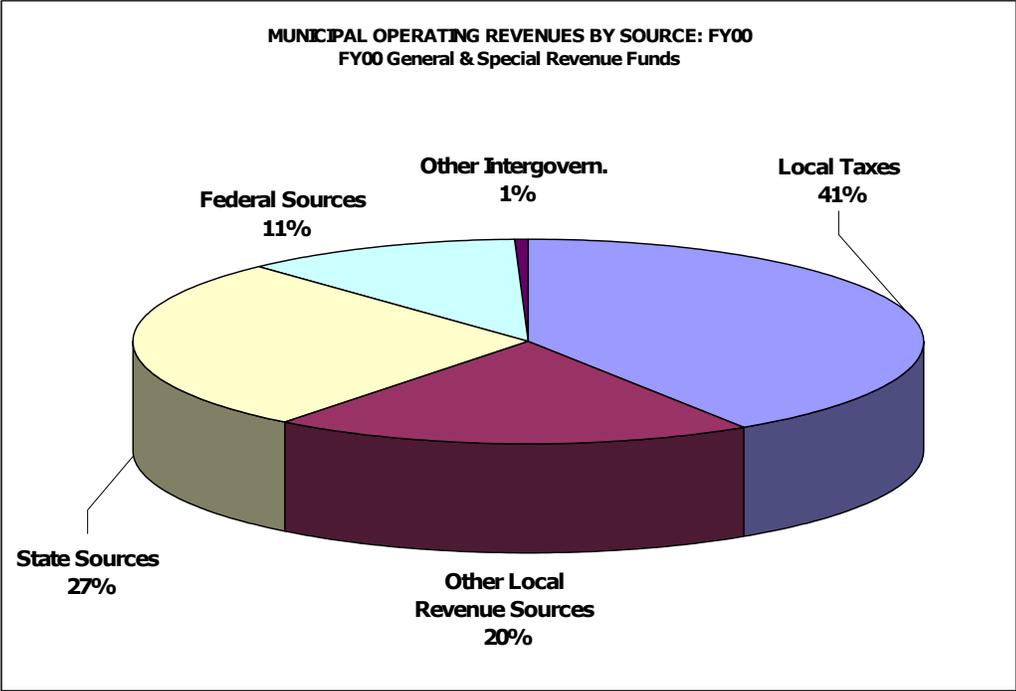


Municipal Operating revenues derive from a wide variety of federal, state and local sources. The home rule status of many municipalities ensures that they have greater access to a greater diversity of revenue sources than other units of local governments. This is especially true of special districts.

The following exhibit presents information about major categories of Operating revenues for FY2000. State and local sales tax revenues combined are the largest source of municipal revenues in northeastern Illinois. They accounted for 18% or \$1.1 billion (in deflated dollars) of all municipal revenues in 2000. Property taxes are the largest single individual municipal revenue source. In FY2000, municipalities collected \$918 million in property taxes, 15% of all revenues. “Other” local taxes, including locally assessed taxes on motor fuel, alcohol, tobacco, and non-utility gross receipts taxes, provided \$801 million in revenues in that same year. Federal funds and utility tax revenues provided municipalities with \$722 million and \$607 million respectively, their fourth and fifth largest individual sources of revenue. The “Other” category includes several taxes that individually yield relatively small percentages of aggregate municipal revenues. They include state personal property replacement taxes, state motor fuel taxes, state gaming taxes, miscellaneous revenues, interest, and drainage assessments.

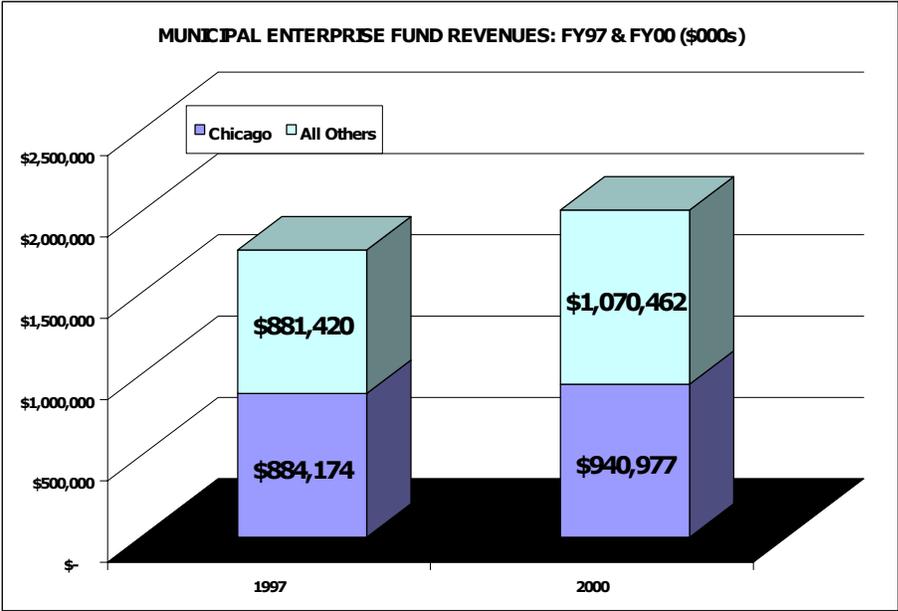


Municipal revenues derive from four major sources: local taxes, other local sources, federal sources, or state sources. 61% of all revenues in FY2000 - \$3.8 billion - were locally based. 27% or \$1.7 billion was derived from state sources. Federal sources provided \$722 million.

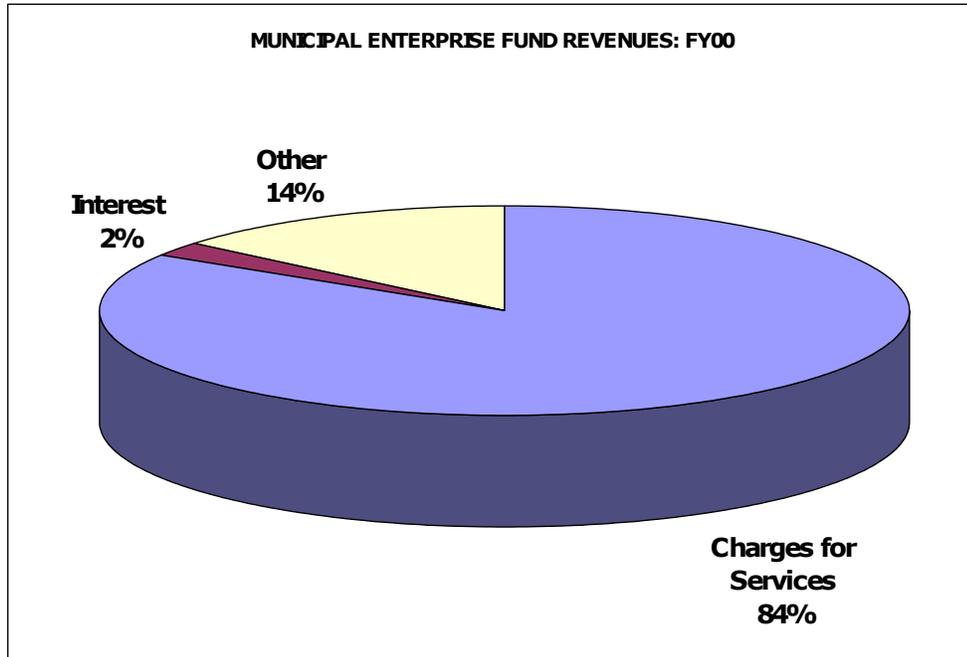


Municipal Enterprise Fund Revenues

Enterprise Fund revenues for all 245 municipalities reporting data to the State Comptroller rose by 14% between FY1997 and FY2000, from \$1.7 billion to \$2 billion. Chicago and suburban Enterprise Fund revenues also rose in the same proportion, increasing by 14% each. Chicago’s share of all Enterprise Fund revenues fell from 50% in FY1997 to 47% four years later.



The vast majority of Enterprise Fund revenues for all municipalities reporting, 84% of the total, were derived from charges for services. 14% came from tax revenues and various intergovernmental sources.



Governmental Fund Expenditure Growth vs. Revenue Growth

A comparison of non-Enterprise Fund municipal expenditure and revenue per capita growth rates shows that revenues closely tracked expenditures from 1997 to 2000. Thus, the municipalities in the region had adequate resources to pay for increased expenditures.

MUNICIPAL EXPENDITURE VS. REVENUE GROWTH: 1997-2000		
	Governmental Funds	Operating Funds
Per Capita Expenditure Growth Rate	10%	5%
Per Capita Revenue Growth Rate	9%	6%

The Impact of Tax Caps on Property Tax Revenue Growth

The Illinois Property Tax Extension Limitation Act limits home rule²³ municipalities’ ability to increase their property tax levies beyond an annual increase of the rate of inflation or 5%, whichever is less. However, there are exceptions to the tax cap limitation: i.e., the annexation of new territory and increased value of property due to

²³ Under the Illinois Constitution, home rule counties and municipalities are permitted to exercise any powers not expressly forbidden and have access to a greater range of taxes than other governments. Non-home rule governments, which includes most counties, many municipalities and all special districts, can only exercise those powers granted by the state Constitution and the legislature and have limited taxing powers.

new growth or improvements. Home rule communities have no such limitation on their property tax levies.

Non-home rule property tax revenues should increase only at the rate of inflation unless they experience one of the exceptions noted above. Because we have already factored in the effects of inflation for FY2000, property tax revenues should be flat unless a municipality is in a fast growing area. These are likely to be the areas experiencing rapid sprawl in the suburban portions of the 6-county region.

Municipalities are a good case study because they depend on property taxes for 20%-25% of their budgets and they can easily be divided into tax limited non-home rule and tax opportunistic home rule groups. 40% of all property tax revenues in both FY1997 and FY2000 were used to fund debt service and capital projects.

An analysis of the municipal data reveals the following rates of growth of property tax revenues per capita for all four Governmental Funds (General, Special Revenue, Debt Service & Capital Projects) between FY1997 and FY2000:

Home Rule:	2%
Non-Home Rule:	10%
All Municipalities (average):	3%

Thus, property tax revenues on a per capita basis grew 5 times as fast in non-home rule municipalities under the limitations of tax caps as in home rule municipalities that are not under tax caps.

This finding suggests what other studies have confirmed; that non-home rule cities and villages in northeastern Illinois are experiencing a great deal of new construction and are increasing their boundaries through annexation of formerly unincorporated areas at a rapid pace. The finding is even more striking when you consider that non-home rule municipalities rely on property taxes for 27% of their revenues in FY2000 as compared to 20% for home rule municipalities.

Municipal Fund Balance: FY2000

The current fund balance ratio measures a government's ability to meet its financial obligations over time, long enough to convert illiquid assets to cash. It is calculated by dividing General and Special Revenue Fund operating expenditures by the unreserved fund balances in those funds. Ratios are presented below only for FY2000 because comparable data were not reported to the State Comptroller in FY1997. As the exhibit shows, the municipalities in the region in the aggregate posted a "substantial" current fund balance ratio in FY2000. However, the ratios were quite different for the City of Chicago and the suburban areas of the region. The suburbs had a 50% current fund balance ratio, placing it in the upper reaches of the "substantial" category, while Chicago registered in the "low" category, with a 4% current fund balance ratio. It should be noted

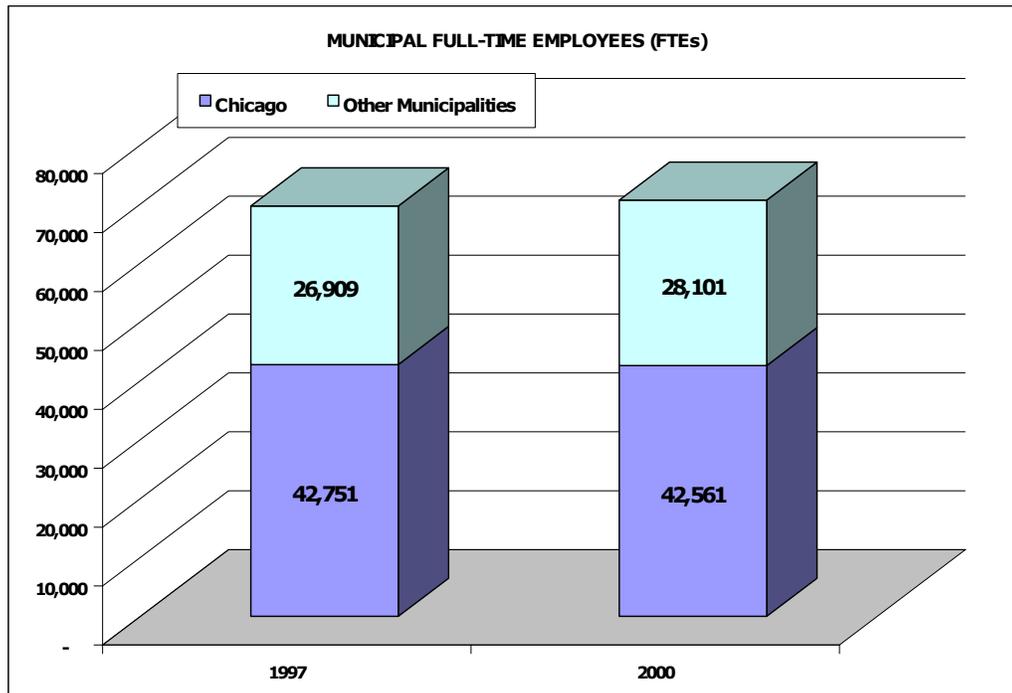
that Chicago reported a very large unreserved fund balance in its Capital Projects fund in FY2000 (nearly \$1 billion).

MUNICIPAL CURRENT FUND BALANCE RATIO: FY00				
General & Special Revenue Funds				
	Unreserved Fund Balance	GF & SRF Operating Expenditures	Ratio	Rating
Chicago	\$ 165,634,000	\$ 3,845,076,030	4%	Low
All Others	\$ 1,410,455,105	\$ 2,807,854,410	50%	Substantial
Total Municipalities	\$ 1,576,089,105	\$ 6,652,930,440	24%	Substantial

Municipal Personnel Trends

The next exhibit shows the number of full time employees in the northeastern Illinois region, as measured in full time equivalent positions. (Comparative data were not available for expenditures on salaries in the two years analyzed.).

The number of employees remained relatively static from FY1997 to FY2000, rising from 69,660 to 70,662. This represents a 1% increase. Chicago's share of municipal employees dropped slightly from 61% to 60% during this time period.



Long-Term Debt Trends

215 municipalities in northeastern Illinois reported issuing long-term debt in both FY1997 and FY2000.²⁴ In the following analysis, debt figures are presented in nominal, not constant, dollars. They represent debt outstanding at year's end. The figures include debt figures for the Governmental and Proprietary Funds.

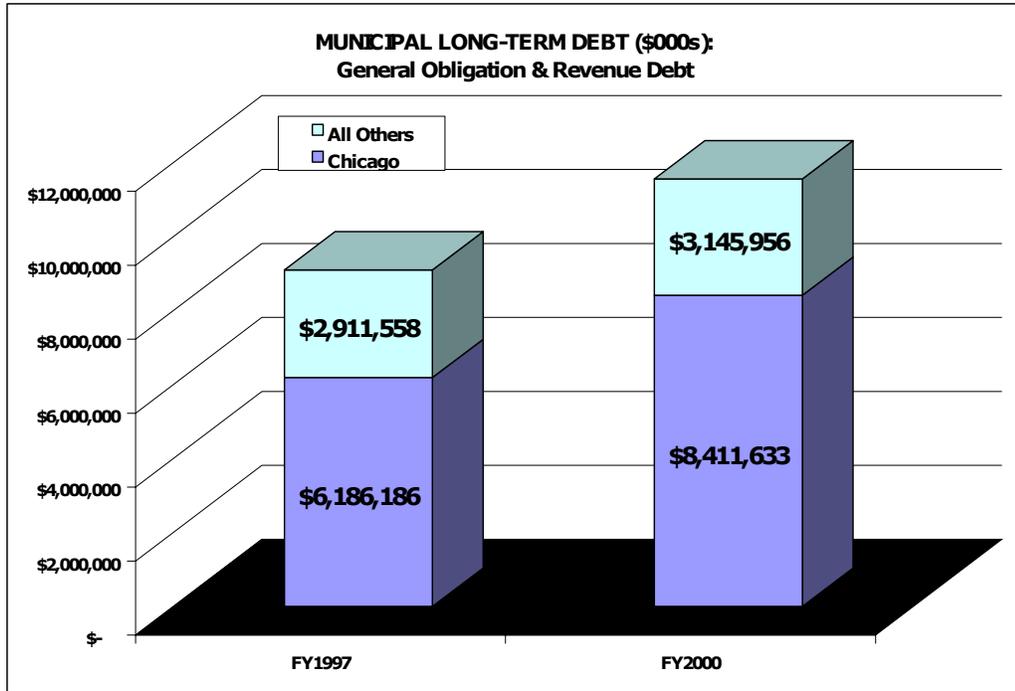
Over 84% of long-term debt outstanding at the end of both FY1997 and FY2000 was general obligation and revenue debt. The exhibit below shows that there was a surge in the issuance of municipal debt between FY1997 and FY2000. In this period, long-term debt grew by 29%, from \$11 billion to \$13.7 billion. General obligation debt, backed by the full faith and credit of the municipal governments, increased by a robust 43% in the four-year period analyzed. Revenue bonds, funded by earmarked revenue sources, grew by 14%, from \$4.9 billion to \$5.6 billion. Alternative revenue bond issues, backed by specific revenue pledges as well as other sources, including full faith and credit of the municipalities, rose sharply, by 901%. Finally, contractual commitments increased 43%, from \$424 million to \$607 million. Contractual commitments are defined as any general long-term debt entered into by contractual agreement, such as contractual commitments with a term of one year or more. This includes lease purchase agreements, notes, and installment contracts.²⁵

MUNICIPAL TOTAL LONG-TERM DEBT BY TYPE			
Type of Debt	Outstanding End of 1997	Outstanding End of 2000	%Change
General Obligation Bonds	\$ 4,145,108,829	\$ 5,930,953,537	43%
Revenue Bonds	\$ 4,952,636,669	\$ 5,626,636,845	14%
Alternative Revenue Bonds	\$ 122,684,237	\$ 1,227,530,585	901%
Contractual Commitments	\$ 424,242,971	\$ 607,128,696	43%
Other	\$ 984,404,542	\$ 342,169,219	-65%
Total	\$ 10,629,077,248	\$ 13,734,418,882	29%

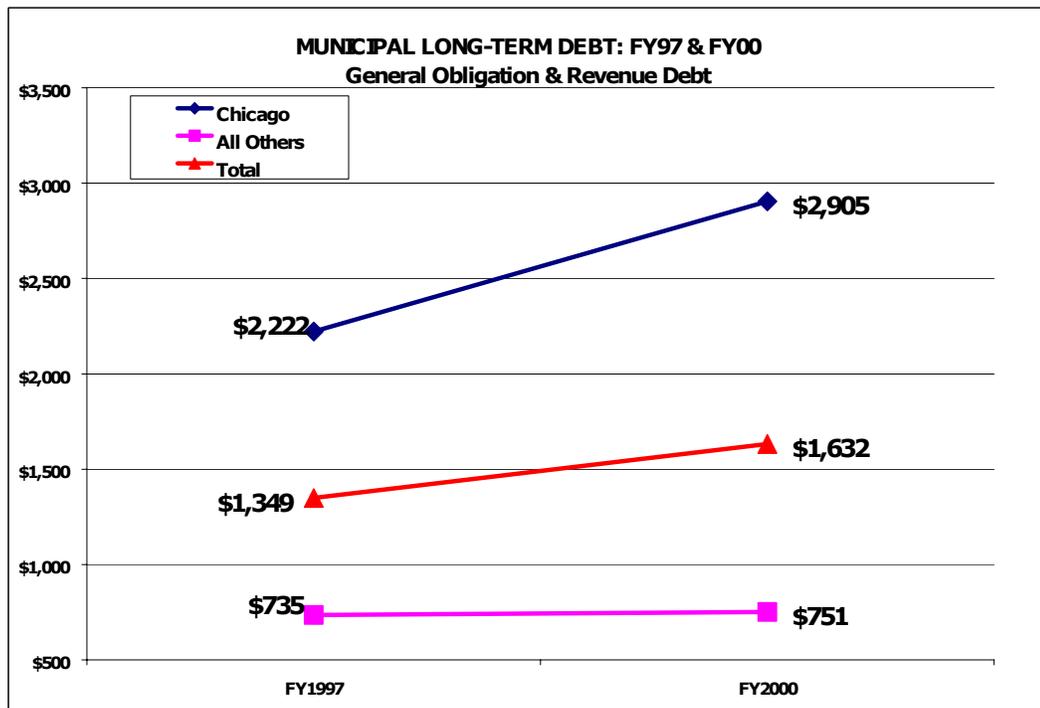
The next exhibit breaks out total municipal General Obligation and Special Revenue debt between Chicago and all other municipalities. Chicago long-term debt outstanding at year-end grew by 36% between 1997 and 2000, from \$6.2 billion to \$8.4 billion. Long-term debt from all other municipalities in the region grew at the rate of 8%. Thus, virtually all of the overall increase in the region's long-term debt load can be attributed to Chicago. The City's share of all regional long-term General Obligation and Special Revenue debt increased from 68% in FY1997 to 73% four years later.

²⁴ The population reported for these 217 municipalities was used to calculate per capita statistics (1997 = 6,745,727 and 2000 = 7,082,330).

²⁵ Illinois State Comptroller. Chart of Accounts and Definitions, FY2000 Fiscal Responsibility Report Card, p. 16.



Municipal debt per capita for the entire region, Chicago and all other municipalities is shown below. Non-Chicago long-term debt per capita rose by 2% in the study period. Overall, long-term debt per capita region-wide increased by 21%, propelled by the 31% increase from Chicago.



Chapter Five

SCHOOL DISTRICTS

School districts provide public educational programs to the children of Illinois. Each township is divided into school districts, which may be organized as an elementary district (grades K-8), a high school district (grades 9-12), or a unit district (grades K-12). There are 289 elementary, high school and unit school districts in the six counties of northeastern Illinois.

Illinois school districts are governed by elected 3 or 7 member Boards of Directors.²⁶ The Chicago Public Schools' 7-member Board is appointed by the Mayor.

FINANCIAL SUMMARY

Financial summary statistics for the school districts in northeastern Illinois are presented in the following sections. Revenue, Expenditure and Debt statistics are presented in categories that correspond to the funds utilized by the other governments in this analysis:

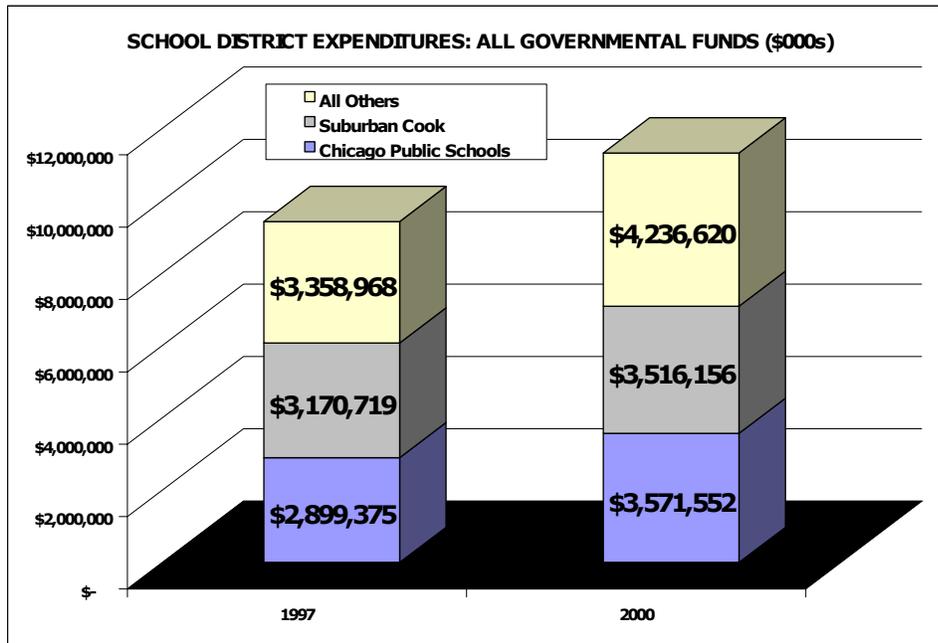
- General Fund = Education, Operations and Maintenance categories;
- Special Revenue Fund = Transportation category;
- Debt Service Fund = Bond and Interest category; and
- Capital Projects Fund = Site Construction/Capital Improvements and Fire Prevention and Safety categories.

Expenditures: Trends and Distribution by Major Category

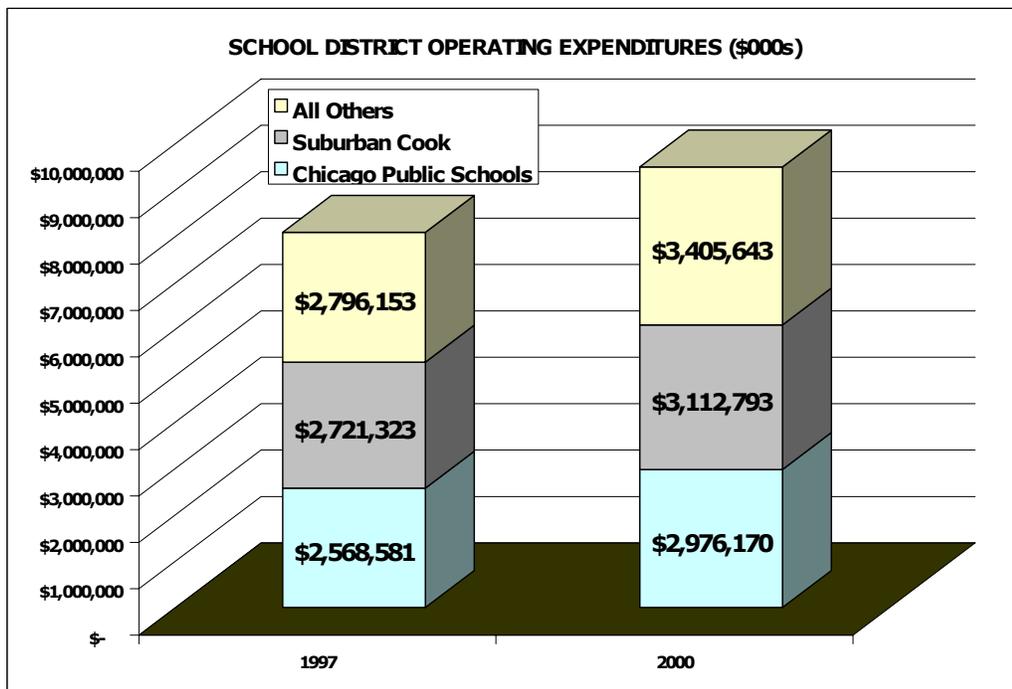
The following exhibits present information on the amount spent by all school districts in the 6-county region in their General (Education and Operations and Maintenance Funds) and Special Revenue (Transportation) Fund. The data are drawn from the financial data contained in the *Illinois School District Annual Financial Reports* that all school districts in the state reported to the Illinois State Board of Education (ISBE) for FY1997 and FY2000. The 2000 figures have been deflated to account for inflation between 1997 and 2000, using 1997 as the base year. 289 school districts reported financial data to the Illinois State Board of Education in the six-county northeastern Illinois region in both FY1997 and FY2000.

Total school district expenditures for the three "Governmental" funds increased 20% between FY1997 and FY2000, from \$9.4 billion to \$11.3 billion. The exhibit that follows shows trends for all of these funds for the Chicago Public Schools, suburban Cook County school districts and Collar County school districts. Spending by the CPS and Collar County school districts rose by 23% and 26% respectively. Spending for suburban Cook districts lagged far behind, rising 11%.

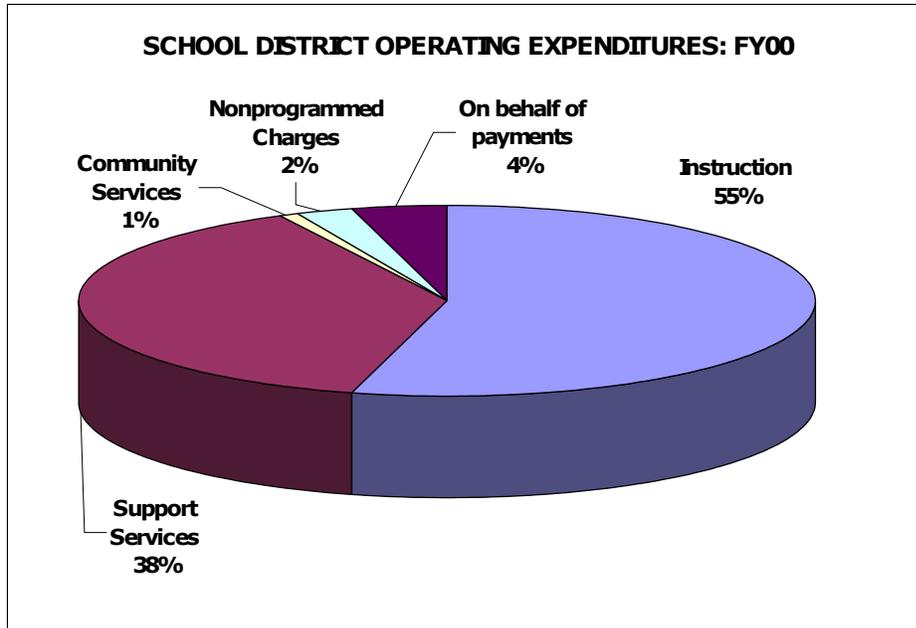
²⁶ 105 ILCS 5/10-1 and 105 ILCS 5/10-10.



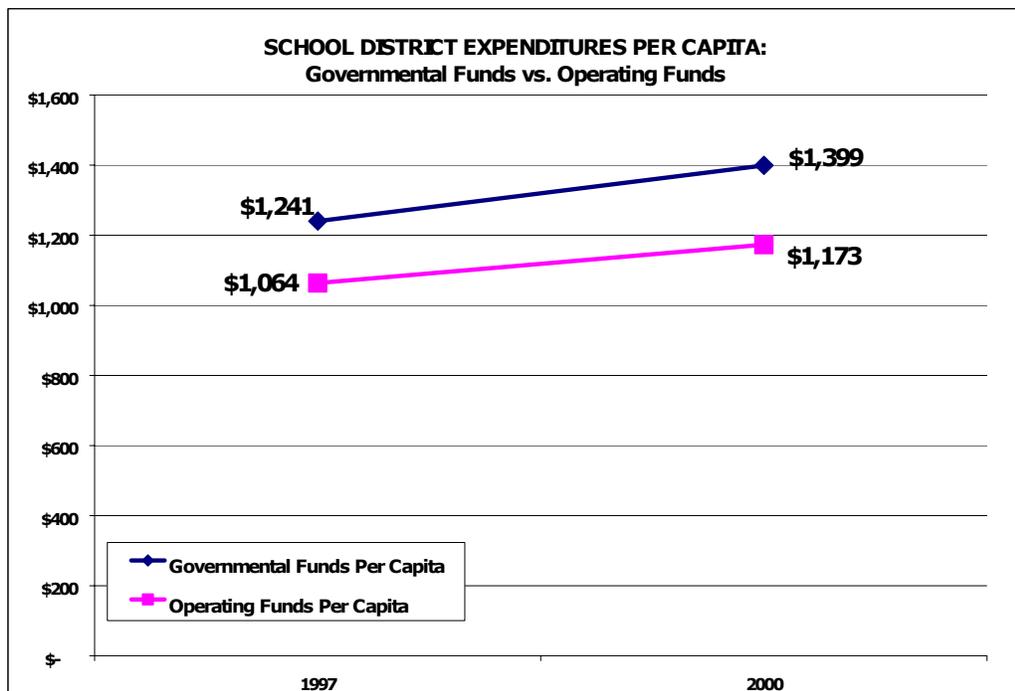
The next exhibit presents data for school district General and Special Revenue Funds, which are considered “Operating” funds for purposes of this study. Overall, Operating fund expenditures rose by 17% between FY1997 and FY2000, increasing from \$8.1 billion to \$9.5 billion. The rate of increase during this 4-year period was greatest in the suburban Collar County school districts, where operating expenditures jumped by 22%. Chicago Public Schools expenditures rose by 16% in this period, while Cook County suburban school district spending rose by 14%.



The majority, 55%, of school district Operating Expenditures were used for instructional purposes in FY2000 as the next exhibit shows. 38% of Operating Expenditures were earmarked for support services.



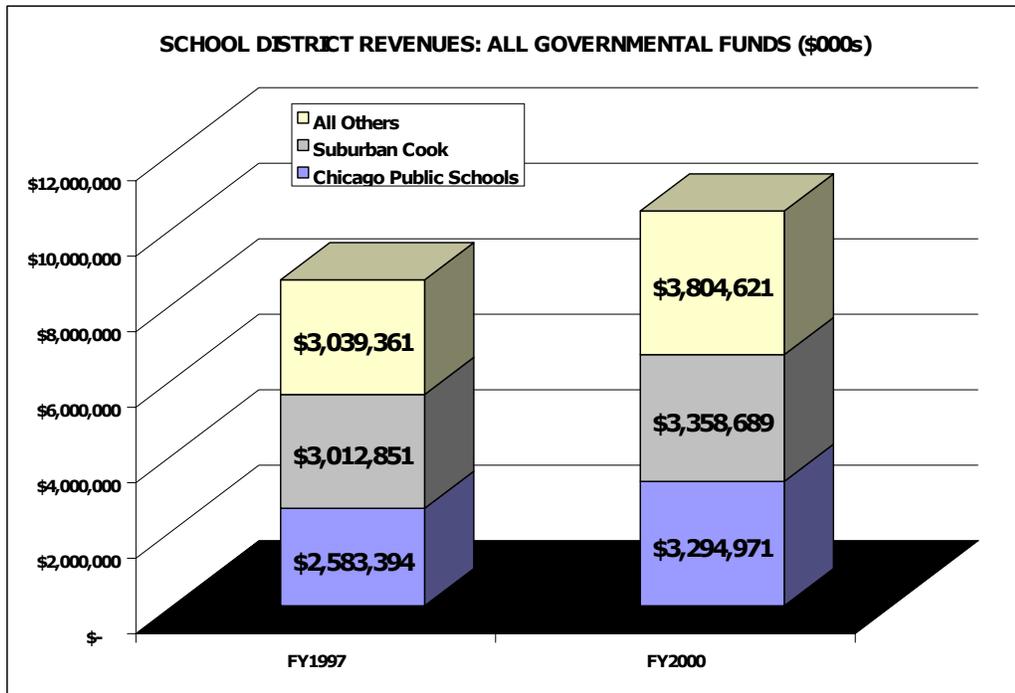
School expenditure per capita statistics show the correlation between increases in spending and growth in population for the region. Spending for all four Governmental Funds per capita rose by 13% over the 4-year period of this study, from \$1241 to \$1339. Operating expenditures increased by 10%, from \$1064 to \$1173.



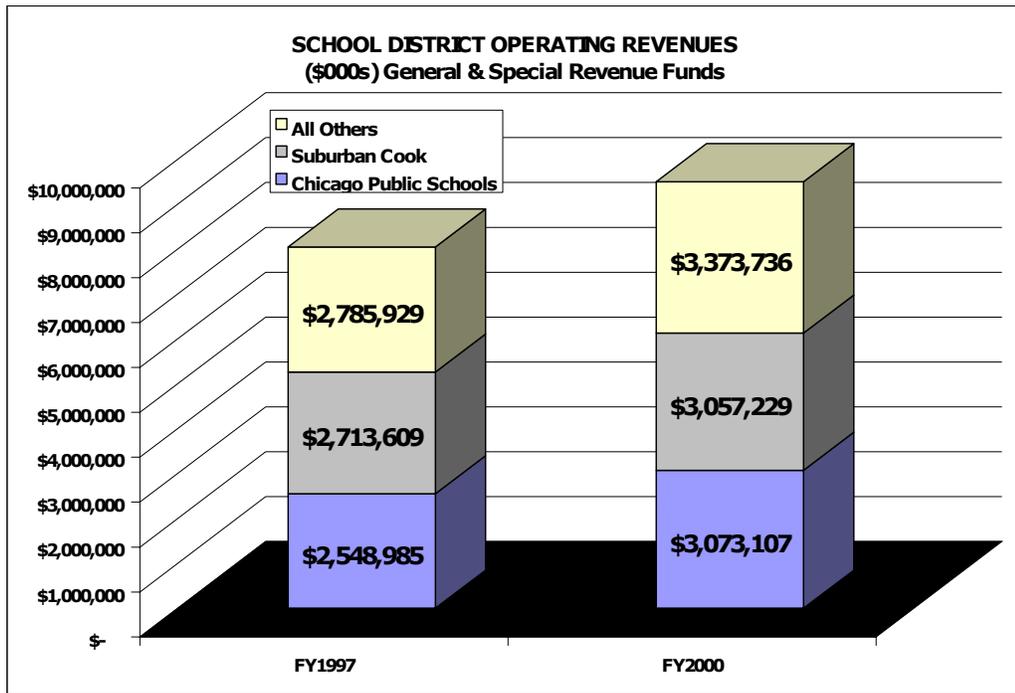
School District Revenue Trends and Distribution

The next set of exhibits present information on school district revenues in the Chicagoland region for the Governmental and Enterprise Funds. The 2000 revenue figures have been deflated to account for inflation between 1997 and 2000 using 1997 as the base year.

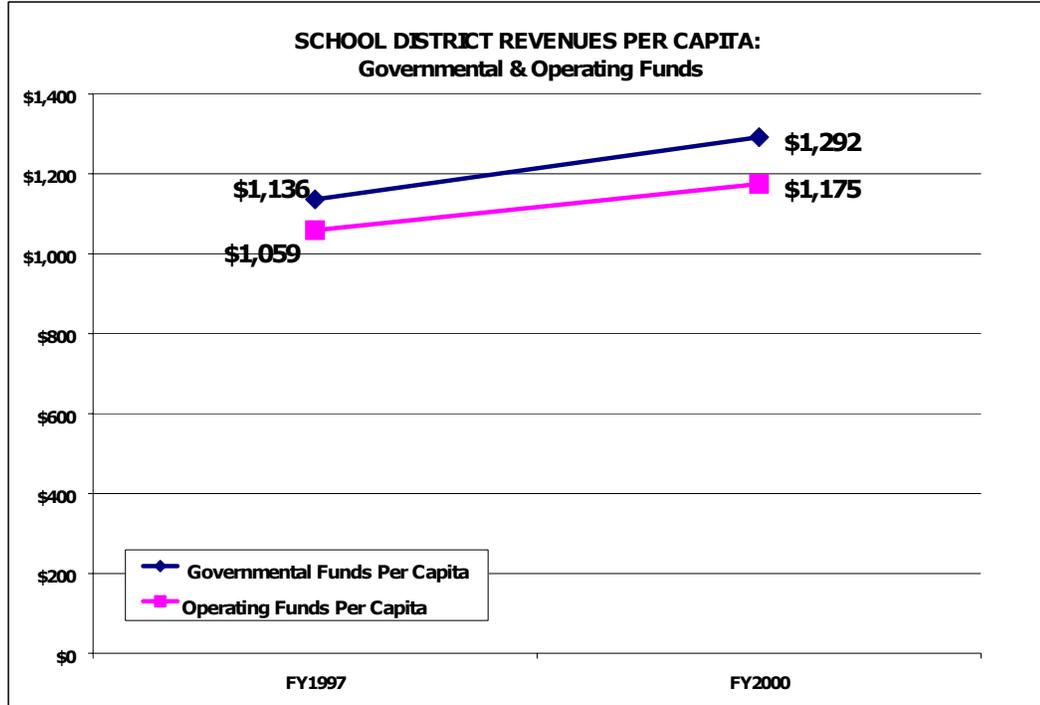
Total school district revenues for all four Governmental Funds rose by 21% between FY1997 and FY2000, from \$8.6 billion to approximately \$10.5 billion. Chicago Public Schools revenues increased at the fastest rate of the three groupings presented in the exhibit that follows, with revenues rising by 28%, from approximately \$2.6 billion to \$3.3 billion. Collar County revenues (All Others) increased by 25%, while suburban Cook County school district revenues rose at the slowest rate, increasing by 11%.



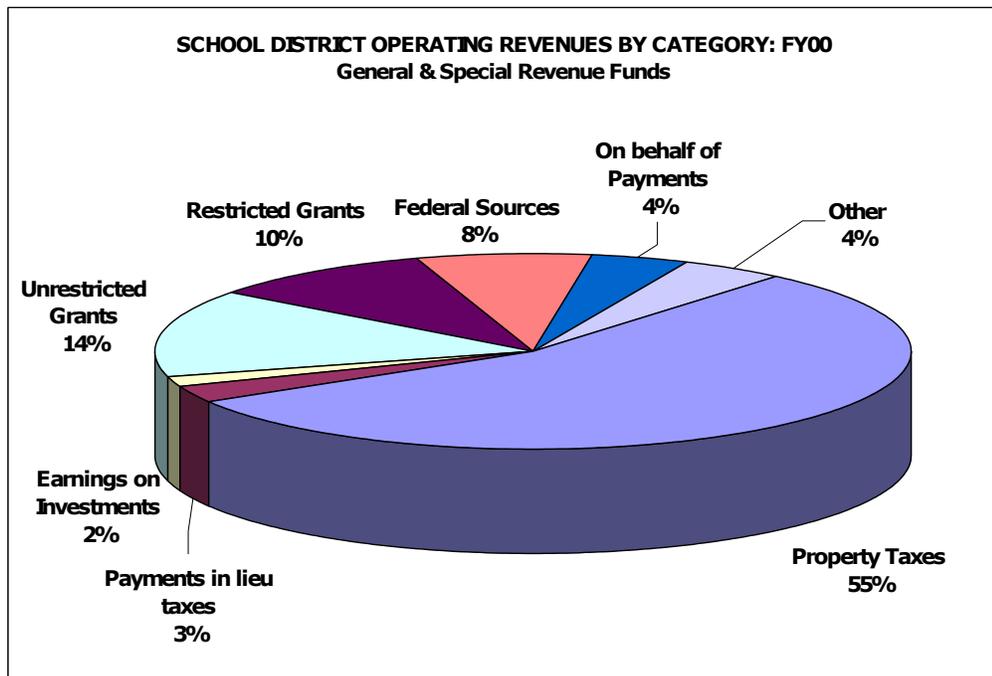
School district Operating Revenues for General and Special Revenue Fund equivalents are shown in the next exhibit. Operating Revenues averaged 92% of all Governmental Fund revenues in 1997 and FY2000. They increased by 18% for all northeastern Illinois school districts over the period of this study. Collar County and Chicago school district operating revenues jumped by 21% each from FY1997 to FY2000, while Cook County suburban spending rose by 13%.



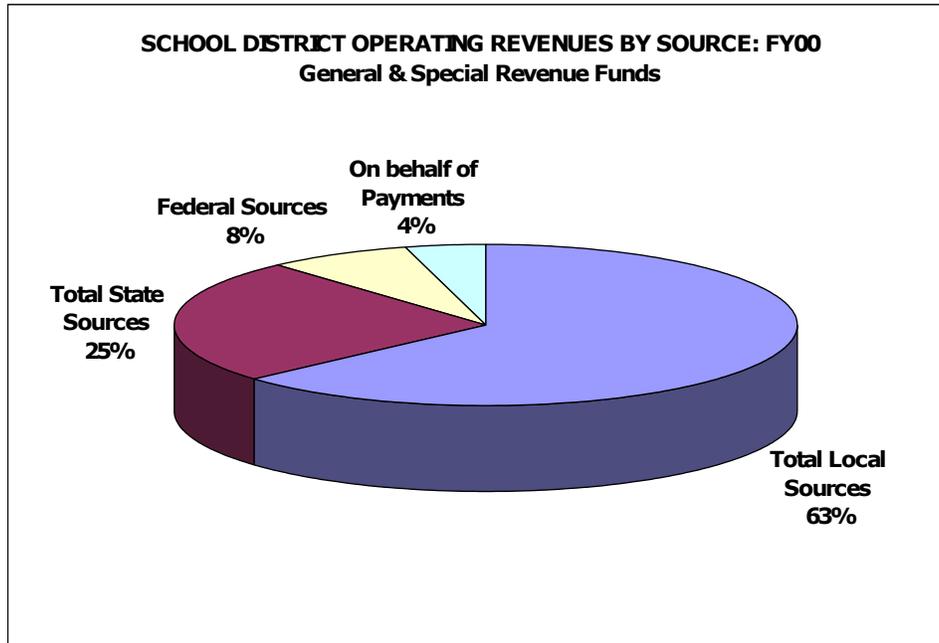
The next exhibit, school district revenues per capita, shows changes in revenues relative to changes in population. Governmental Funds revenue per capita increased by 14 % between FY1997 to FY2000, from \$1136 to \$1292 while Operating Revenue rose by 11%, from \$1059 to \$1175.



The following exhibit presents information about major categories of operating revenues for FY2000. Property taxes are the most important source of school district revenue. 55% or \$5.3 billion of school revenues were derived from real estate taxes. Restricted and unrestricted grants accounted for 24% of school district revenues. The remaining 21% of revenues came from federal sources, payments in lieu of taxes, on behalf of payments and other fees and taxes.



63% of school district Operating Revenues in northeastern Illinois derive from local sources, primarily property taxes. State sources are the second largest revenue source, at 25% of all school district revenues. Federal sources and revenues on behalf of payments make up the remaining 12% of school district revenues.



Governmental Fund Expenditure Growth vs. Revenue Growth

A comparison of Governmental Fund school district expenditure and revenue per capita growth rates shows that revenue growth outpaced expenditure growth between 1997 and 2000 for the Chicago Public Schools. In the Collar County school districts, expenditure per capita growth rates outstripped revenue growth rates. In suburban Cook County districts, revenue growth rates were the same as expenditure growth rates, or 4% for each. Overall, revenue grew at a faster rate than expenditures.

SCHOOL DISTRICT GOVERNMENTAL FUND EXPENDITURE & REVENUE GROWTH: 1997-2000				
	CPS	Cook	Other	Total
Per Capita Expenditure Growth Rate	18%	4%	16%	13%
Per Capita Revenue Growth Rate	23%	4%	15%	14%

The next exhibit considers only school district operating funds. Again, revenue growth outstripped expenditure growth for Chicago. In both the suburban Cook County districts and Collar County districts, expenditures outpaced revenues. In the aggregate, operating fund revenue per capita growth rates exceeded expenditure per capita growth rates.

SCHOOL DISTRICT OPERATING FUND EXPENDITURE & REVENUE GROWTH: 1997-2000				
	CPS	Cook	Other	Total
Per Capita Expenditure Growth Rate	11%	7%	12%	10%
Per Capita Revenue Growth Rate	16%	6%	11%	11%

School District Fund Balance: FY2000

The current fund balance ratio measures a government's ability to meet its financial obligations over time, long enough to convert illiquid assets to cash. It is calculated by dividing General and Special Revenue Fund operating expenditures by the unreserved fund balances in those funds. Ratios are presented below for FY2000 for the Chicago Public Schools, suburban Cook County districts and Collar County districts.

Suburban Cook County school districts had the highest current fund ratio of the three geographic groupings analyzed, earning a "substantial" rating with a 33% ratio. Collar County school districts also reported a "substantial" rating, with a 27% current fund balance ratio. The Chicago Public Schools registered a "low" rating with a current fund balance ratio of just 3%. All districts combined had a current fund balance ratio of 21%, placing them in the "Adequate" category.

SCHOOL DISTRICT FUND BALANCE RATIO FY00: General & Special Revenue Funds				
	Unreserved Fund Balance	GF & SRF Operating Expenditures	Ratio	Rating
Chicago Public Schools	\$ 97,156,046	\$ 3,184,501,900	3%	Low
Suburban Cook County	\$ 1,088,267,808	\$ 3,330,688,510	33%	Substantial
All Others	\$ 991,746,927	\$ 3,644,038,010	27%	Substantial
Total	\$ 2,177,170,781	\$ 10,159,228,420	21%	Adequate

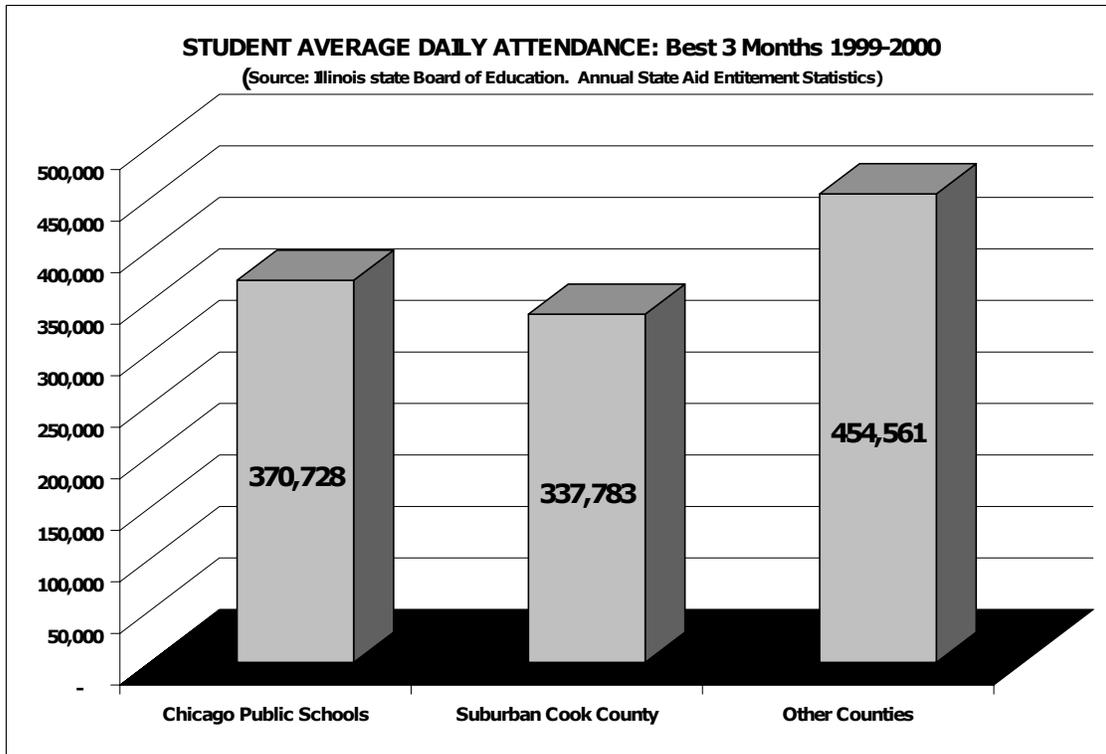
Number of Educators and Students

The next exhibit shows the number of full time educators employed in the northeastern Illinois region for the 1999-2000 school year as measured in full time equivalent positions. 62% of all educators were employed in Cook County and 38% in the other five suburban counties. Non-teaching staff data were not available from the State Board of Education.

NUMBER OF EDUCATORS: 1999-2000	
Cook	55,343
DuPage	10,700
Kane	6,376
Lake	9,168
McHenry	2,953
Will	73
Total	89,546

Source: Illinois State Board of Education

Those 89,546 educators were responsible for the instruction of a total of approximately 1,163,072 students in 1999-2000. 32% of these pupils attended the Chicago Public Schools, 29% attended suburban Cook County schools and 39% were students in Collar County school districts.



School District Long-Term Debt Trends

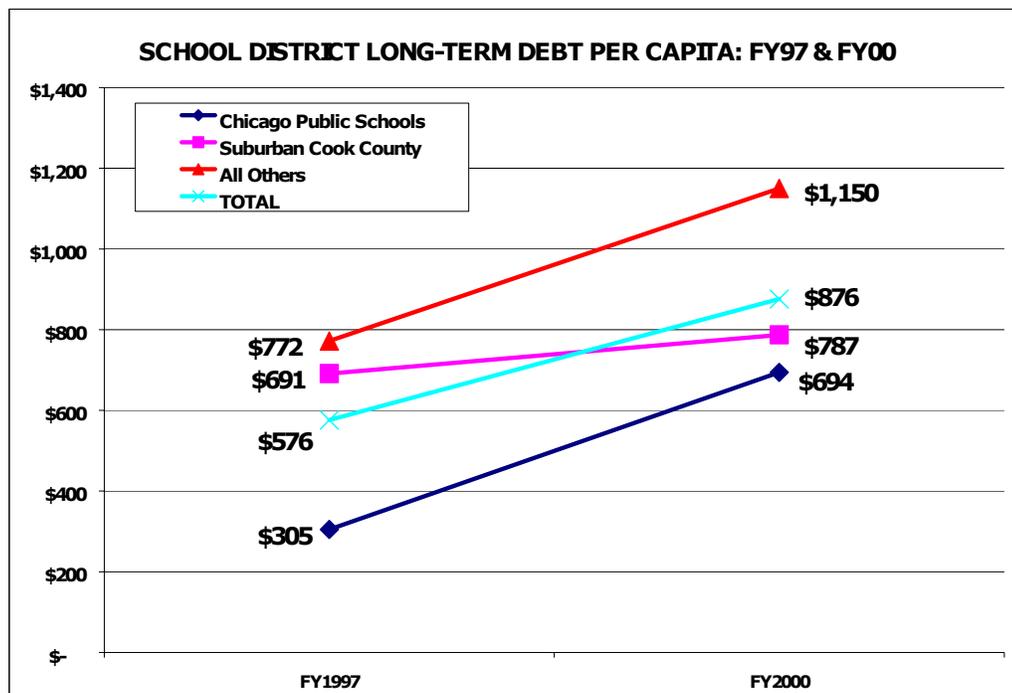
289 school districts in northeastern Illinois reported issuing long-term debt in both FY1997 and FY2000. In the following analysis, debt figures are presented in nominal, not constant, dollars.

The exhibit below shows that long-term debt increased substantially between FY1997 and FY2000, rising 62% for all 290 districts. This represented a \$2.7 billion increase, from \$4.4 billion to \$7 billion. Chicago Public Schools long-term debt rose most dramatically, up 137% by FY2000. This large increase was due to the Chicago Board of Education's extensive capital campaign in the late 1990s. Suburban Cook County school district long-term debt rose at a relatively modest rate, increasing by 22% over the time of the study.

SCHOOL DISTRICT LONG-TERM DEBT			
	FY1997	FY2000	%Change
Chicago Public Schools	\$ 850,000,000	\$ 2,010,557,704	137%
Suburban Cook County	\$ 1,604,829,129	\$ 1,951,755,197	22%
All Others	\$ 1,925,675,479	\$ 3,122,417,145	62%
TOTAL	\$ 4,380,504,608	\$ 7,084,730,046	62%

Long-term debt per capita in FY1997 and FY2000 is shown next for the Chicago Public Schools, suburban Cook County districts, non-Cook districts and all northeastern Illinois school districts. This indicator shows changes in debt burden relative to changes in population.

In the entire 6-county region of northeastern Illinois, long-term debt rose by 52%, from \$576 to \$876 over the 4-year period of the study. Chicago Public School debt burden rose the most dramatically, from \$305 to \$694, a 128% increase. The Collar County (All Others) school district debt increased by 49% during the same time period. Suburban Cook County school district debt rose by just 14%, from \$691 to \$787.



Chapter Six

SANITARY AND WATER RECLAMATION DISTRICTS

The primary function of sanitary districts is waste and storm water treatment through the construction and operation of conduits, pumping and treatment plants, and other works. Property taxes form the primary revenue source of these governments' budgets. As non-home rule governments, they are subject to the "tax cap" limitations of the Property Tax Extension Limitation Act.

The largest sanitary district in the region is the Metropolitan Water Reclamation District (MWRD) of Cook County, which services approximately 92% of the area of the County. Many of the sanitary districts in Cook and the Collar counties do not treat waste, but rather receive and convey sewage from municipal sewer systems to the MWRD for treatment and disposal.

Sanitation districts are governed by elected 3 or 5-member Boards of Trustees, depending on the population of the district.²⁷ The MWRD is governed by a 9-member Board of Commissioners that is elected for six-year staggered terms.²⁸

FINANCIAL SUMMARY

Summary statistics for the sanitary and water reclamation districts in northeastern Illinois are presented in the following pages. This chapter evaluates data from the same 41 sanitary districts that reported data to the State Comptroller in both FY1997 and FY2000.²⁹

Data are presented separately for Governmental and Enterprise Funds. Data from these funds cannot be combined because they use different bases of accounting. The Governmental Funds, which account for most operations of a typical government, employ the modified accrual basis of accounting. However, the Enterprise Funds, which account for activities that are financed and operated in a manner similar to a private business such as airports and parking garages, use full accrual accounting. This non-uniformity in accounting methods makes accurate comparisons impossible.

Expenditures: Trends and Distribution by Major Category

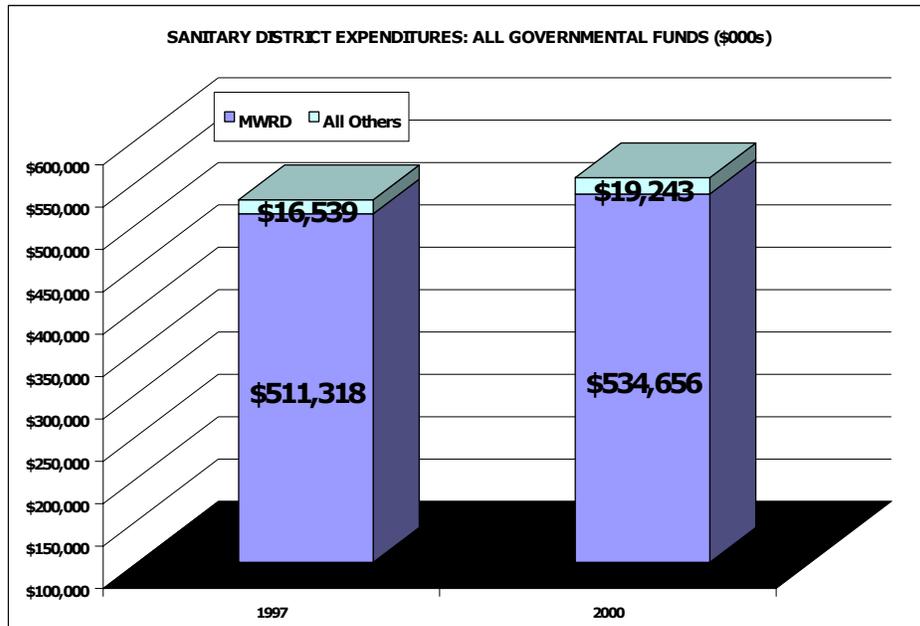
The next following exhibits present information on the amount spent by all sanitary and water reclamation districts in the 6-county region of northeastern Illinois in their Governmental Funds. The data are drawn from the FY1997 and FY2000 Illinois Fiscal Responsibility Report Cards published by the Office of the State Comptroller. The 2000 figures have been deflated to account for inflation between 1997 and 2000, using 1997 as the base year.

²⁷ 70 ILCS 2205/5 and 70 ILCS 2405/3.

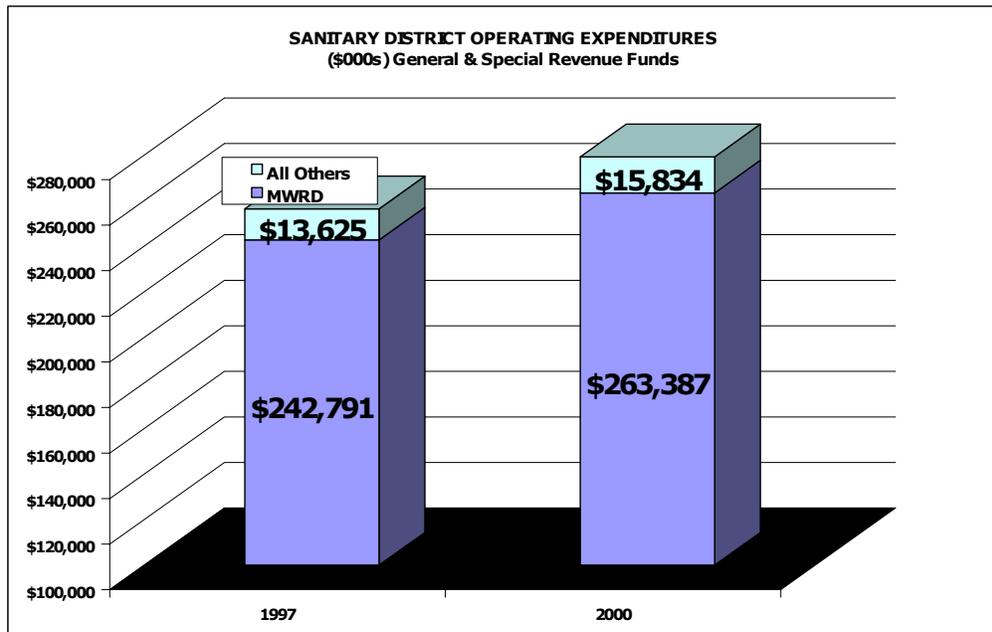
²⁸ 70 ILCS 2605/3.

²⁹ 48 districts reported data to the State Comptroller in 1997 and 43 four years later.

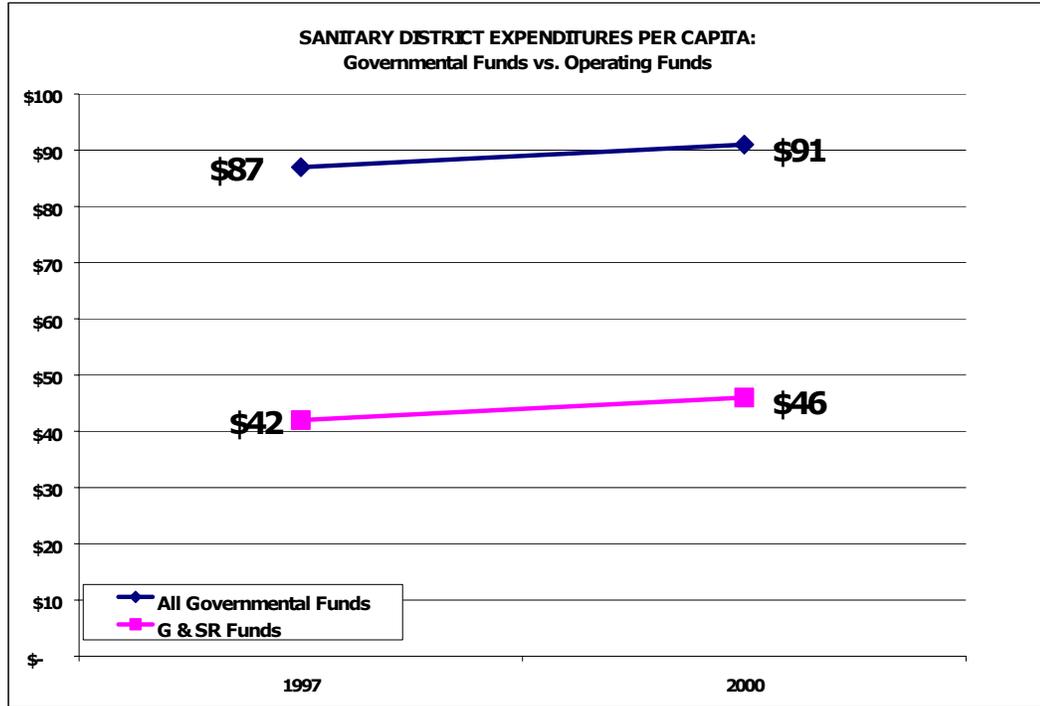
Expenditures for all four Governmental Funds – General, Special Revenue, Capital Projects and Debt Service – grew by 5% between FY1997 and FY2000. This was an increase from \$528 million to \$554 million and outstripped the sanitary districts’ 1% population growth rate. Suburban sanitary district expenditures rose by 16%, from \$16 million to \$19 million. Expenditures for the Metropolitan Water Reclamation District increased by 5% during the same 4-year period.



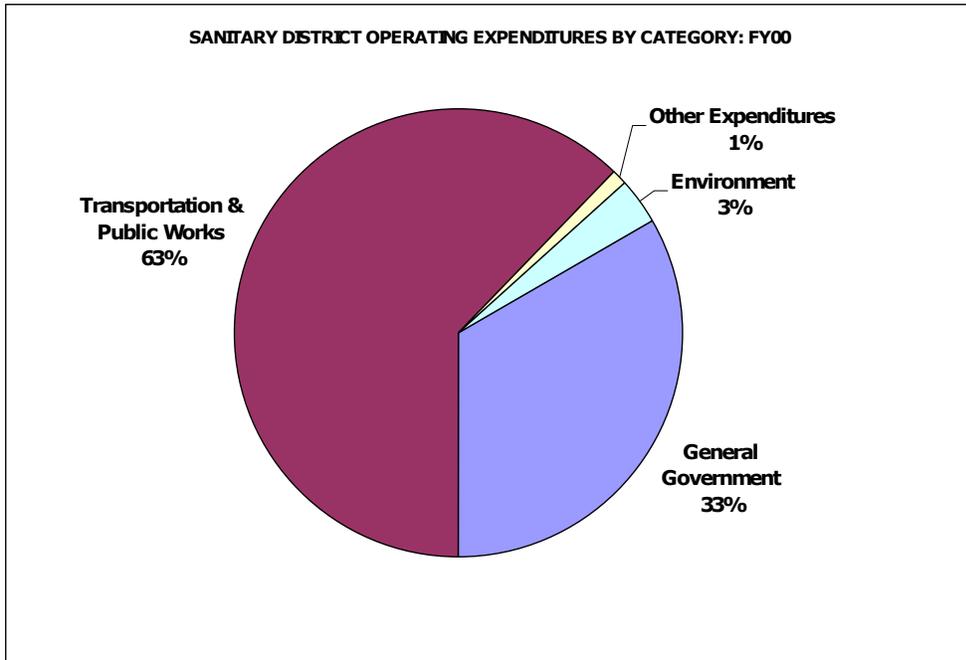
Operating fund expenditures for the region’s sanitary districts increased by nearly \$23 million, or 9%, between FY1997 and FY2000. MWRD Operating expenditures remained relatively static, while suburban expenditures rose by 16%, from \$13.6 million to \$15.8 million.



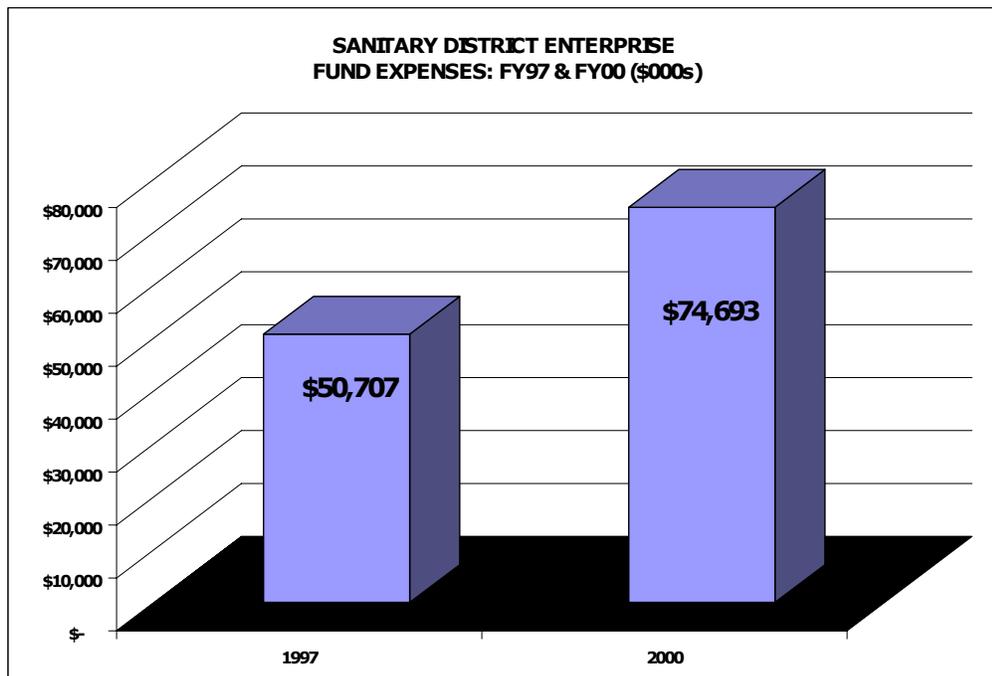
Per capita expenditures for all four Governmental Funds and just the operating funds are presented in the next exhibit. It shows a 5% increase for sanitary district Governmental Funds versus a 10% rise for the two operating funds. The greater increase in operating expenditures reflects the fact that the General and Special Revenue Funds consumed a greater proportion of all sanitary district spending over the period of this study.



A breakdown of sanitary and water reclamation district FY2000 Operating expenditures shows that the largest single share - 63% of all spending - was earmarked for transportation and public works. This was not surprising given the public works focus of sanitary districts. 33% of all operating expenditures were used for general government purposes.



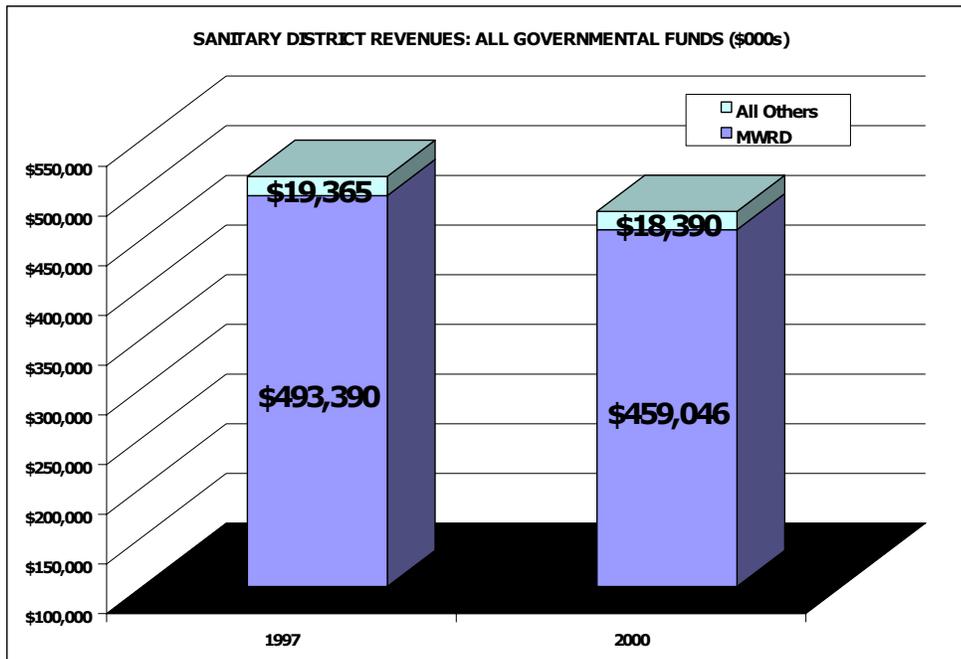
Sanitary district Enterprise Fund expenses increased by 47% between FY1997 and FY2000, from \$50 million to nearly \$75 million. Suburban sanitary districts incurred all of these expenses, as the Metropolitan Water Reclamation District did not have an Enterprise Fund during this period.



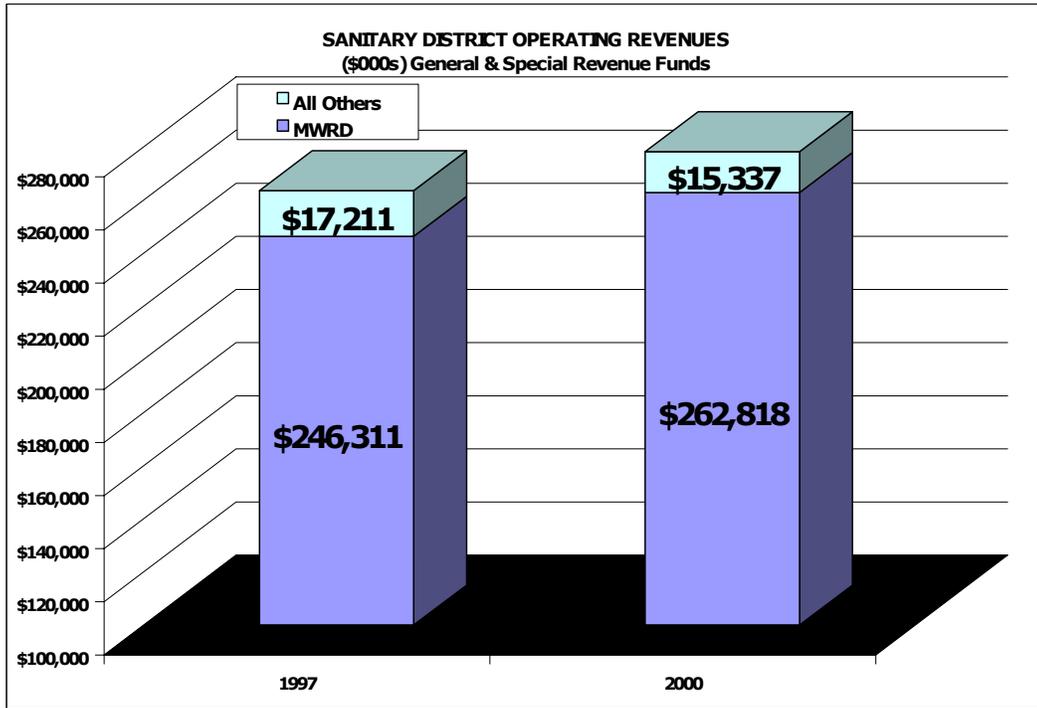
Sanitary and Water Reclamation District Revenue Trends and Distribution

Sanitary and water reclamation district revenue trends are presented in this section. The 2000 figures have been deflated, using 1997 as the base year, to present a more accurate trend analysis.

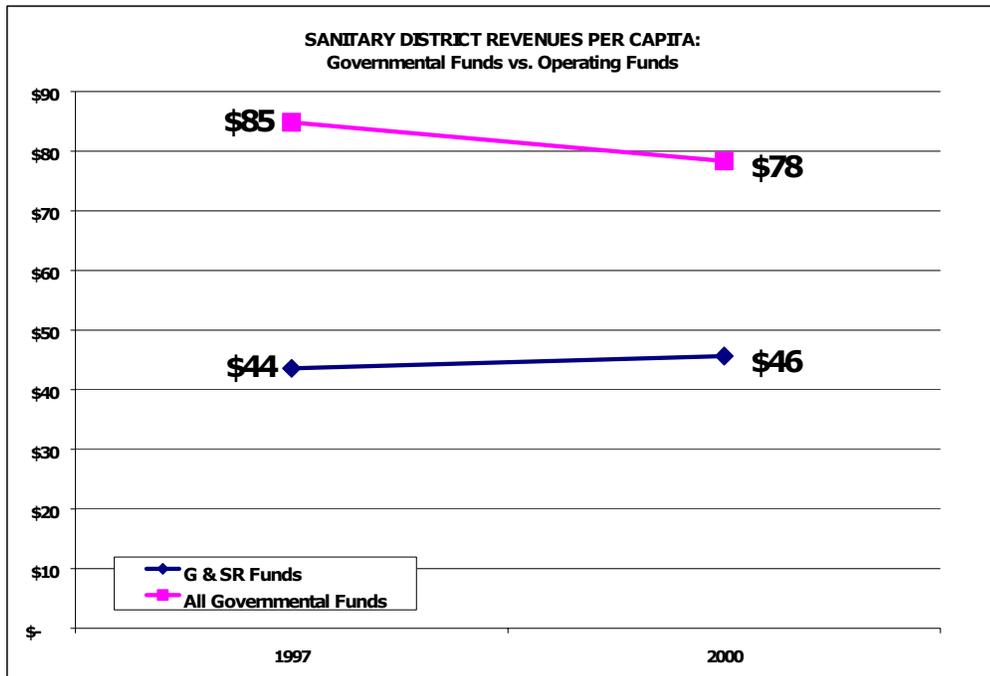
Governmental Fund revenues for all sanitary districts in northeastern Illinois fell from \$512 million to \$477 million between FY1997 and FY2000. This represents a 7% decline. The population of the areas served by these districts rose by 1% in the same time period. The Metropolitan Water Reclamation District accounted for 96% of all revenues for all sanitary district Governmental Fund revenues.



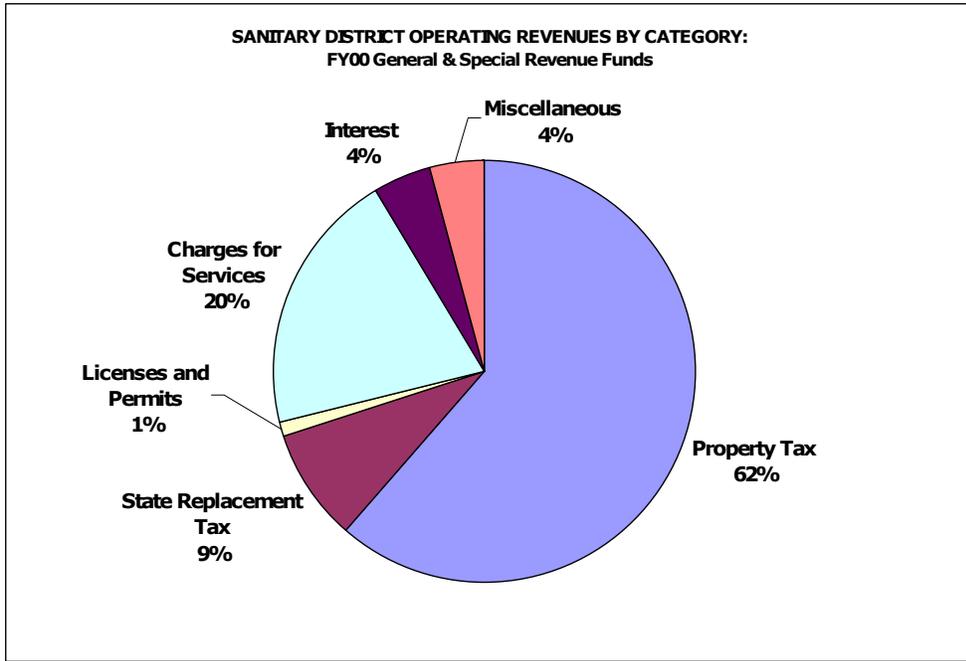
The next exhibit isolates revenues for sanitary district General and Special Revenue Funds, classified as “Operating” funds for purposes of this study. Overall, operating revenues increased by \$14.6 million between FY1997 and FY2000. The increase can be attributed to the 0.2% rise in MWRD operating revenues, which accounted for over 90% of all sanitary district operating revenues. General and Special Revenue Fund operating revenues for all other districts fell by nearly 12%, from \$17 million to \$15 million.



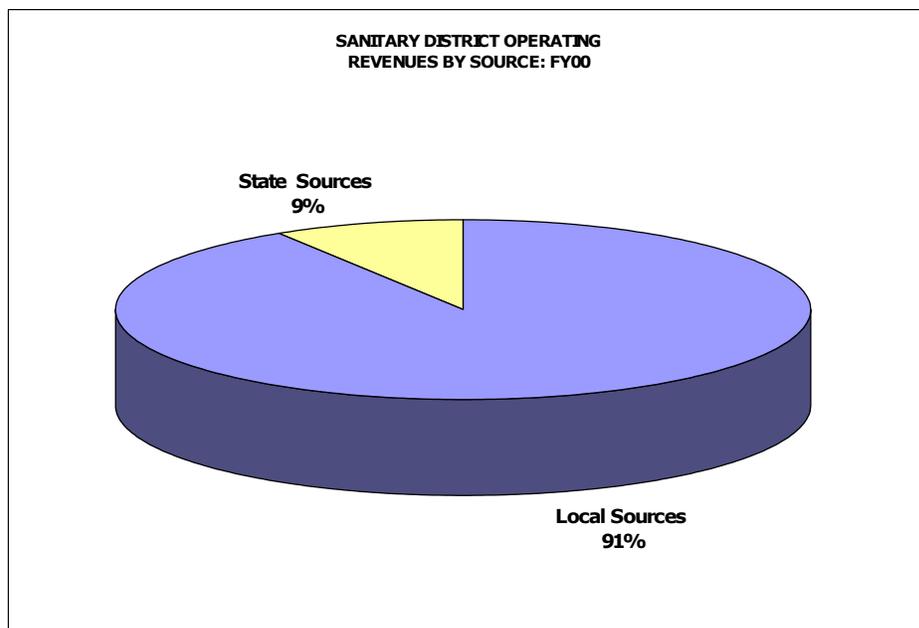
The following exhibit shows Operating revenues on a per capita basis. From, FY1997 to FY2000, Governmental Fund revenues per capita fell by 7.6%, from \$85 to \$78. During the same 4-year period, Operating revenues per capita rose from \$44 to \$46. This is a 4.7% increase.



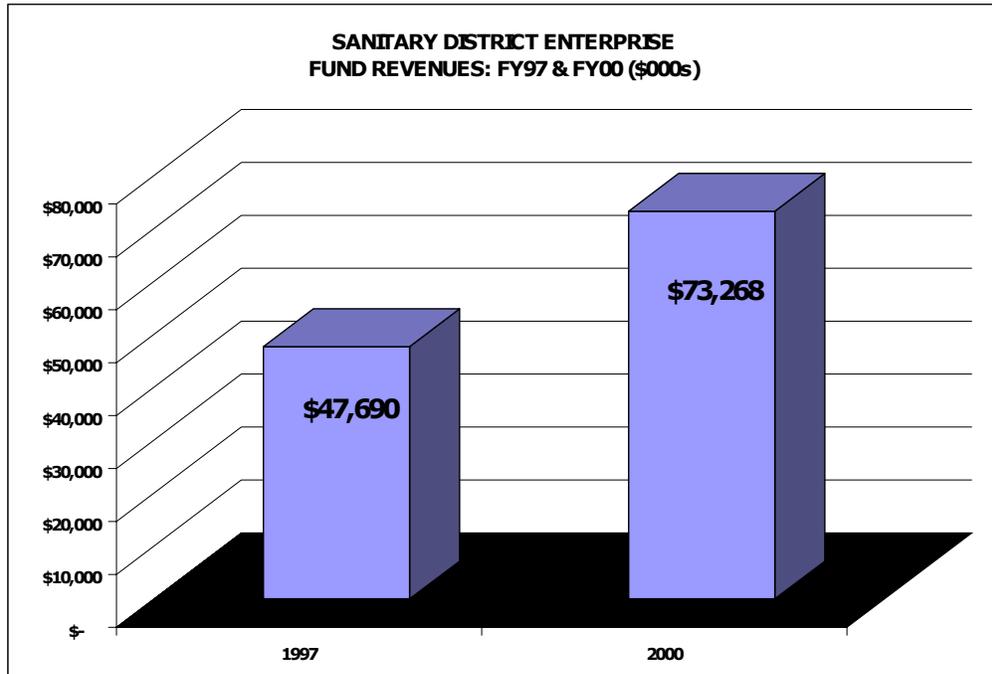
Sanitary and water reclamation operating revenues in FY2000 were derived overwhelmingly from property taxes (62%) and charges for services (20%). The state personal property replacement tax produced 9% of all operating revenues.



The next exhibit breaks down FY2000 operating revenues by source. 91% of all sanitary district operating revenues are derived from local taxes and fees. State sources account for only 9% of the total.



Sanitary district Enterprise Fund revenues increased rapidly between FY1997 and FY2000, rising by over \$25 million. This represented an increase from \$47 million to \$73 million. During this period, the Metropolitan Water Reclamation District did not have an enterprise fund during this period.



Expenditure Growth vs. Revenue Growth

Sanitary and water reclamation district spending grew at faster rates than revenues between FY1997 and FY2000. At some point in time, the districts may face financial difficulties unless they curtail the rate of expenditure growth, increase revenues or draw down reserves.

Operating expenditures far outpaced revenues for suburban sanitary districts. Their revenues per capita fell by 22% at the same time their expenditures rose slightly, by 2%. Overall, per capita spending exceeded revenue growth by 8% to 5%.

SANITARY DISTRICT OPERATING FUNDS EXPENDITURE & REVENUE GROWTH			
	MWRD	All Others	Total
Per Capita Expenditure Growth	10%	2%	8%
Per Capita Revenue Growth	9%	-22%	5%

When sanitary district sending and revenue per capita trends are examined for all four Governmental Funds, the discrepancies widen. While all sanitary district expenditures rose by 4%, revenues fell by 8%. Suburban spending increased by 2% while the

corresponding revenue stream decreased by 17%. Finally, MWRD Governmental Fund spending rose 6% at the same time revenues were down by 5%.

SANITARY DISTRICT GOVERNMENTAL FUNDS EXPENDITURE & REVENUE GROWTH			
	MWRD	All Others	Total
Per Capita Expenditure Growth	6%	2%	4%
Per Capita Revenue Growth	-5%	-17%	-8%

Sanitary District Current Fund Balance Ratio: FY2000

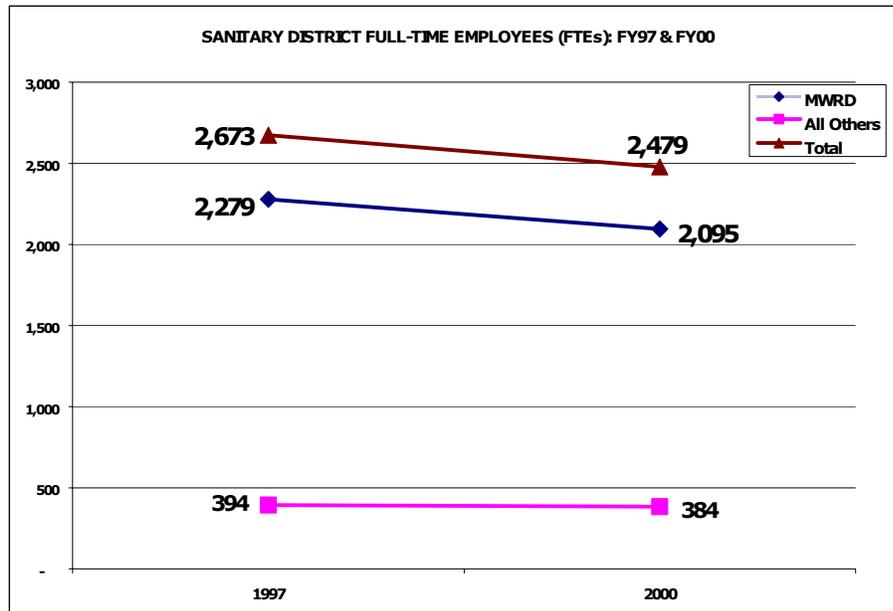
The current Fund Balance Ratio measures a government’s ability to meet its financial obligations over time, long enough to convert illiquid assets to cash. It is calculated by dividing General and Special Revenue Fund operating expenditures by the Unreserved Fund Balances in those funds. The calculations for this indicator are based on nominal dollar amounts.

The 35 sanitary districts reporting Unreserved Fund Balance data to the State Comptroller in FY2000 registered a 44% Current Fund Balance Ratio. This places them in the “substantial” category. The MWRD had a 41% ratio. The remaining districts registered an 85% ratio, placing them in the “high” category. These governments might consider shifting toward longer-term assets holdings, retiring debt or adjusting the income streams feeding the funds to bring their income more in line with current spending requirements.

SANITARY DISTRICT CURRENT FUND BALANCE RATIO General & Special Revenue Funds				
	Unreserved Fund Balance	GF & SRF Operating Expenditures	Ratio	Rating
MWRD	\$ 115,538,000	\$ 281,824,000	41%	Substantial
Other Districts	\$ 14,473,560	\$ 16,943,049	85%	High
Total	\$ 130,011,560	\$ 298,767,049	44%	Substantial

Personnel Trends

The total number of sanitary personnel as measured by full-time equivalent (FTE) positions declined between FY1997 and FY2000 by 7%, falling from 2,279 to 2,095. Approximately 85% of all sanitary district personnel were employed by the MWRD in both years. Comparative data were not available for expenditures on salaries or personal services.



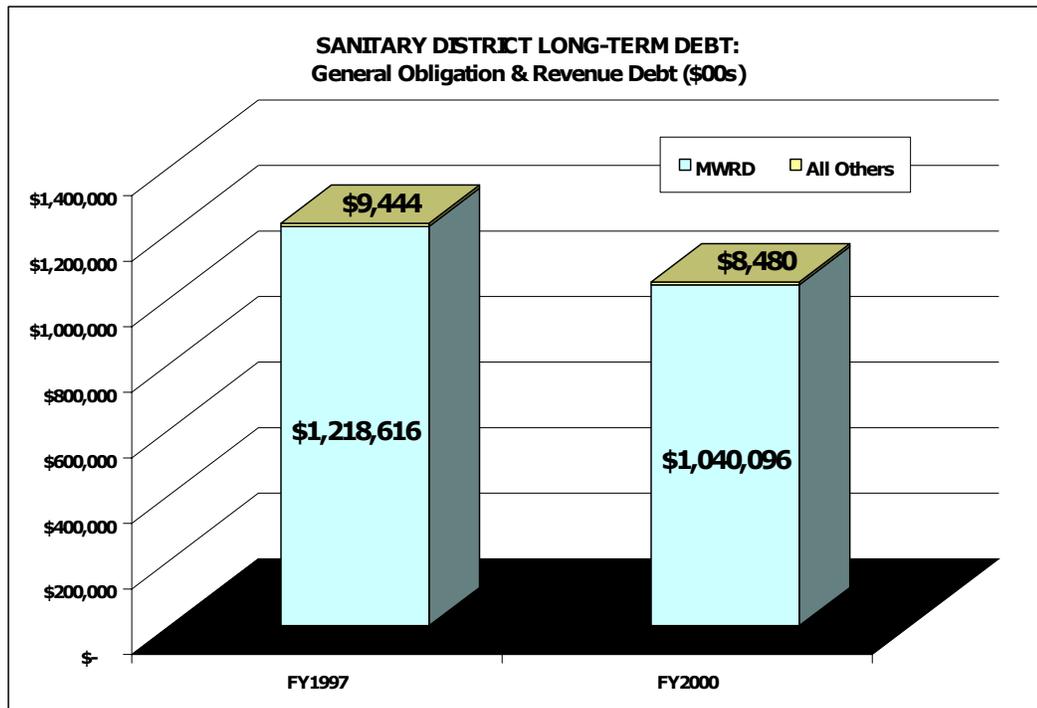
Long-Term Debt Trends

16 sanitary districts reported issuing long-term debt in FY 1997 and FY2000. The debt data presented in the following exhibits are presented in nominal dollars and include information from the Proprietary as well as the Governmental Funds.

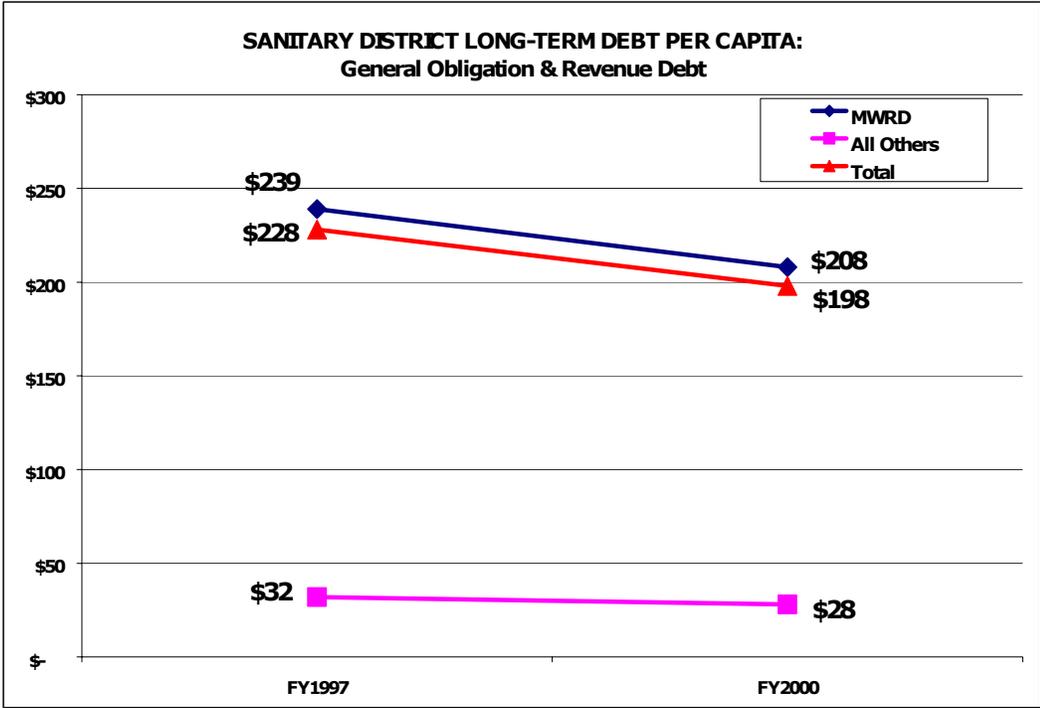
Total long-term debt outstanding at year's end grew only modestly over the period of this analysis, increasing by 5%, or from \$1.3 billion to nearly \$1.4 billion. However, there were marked shifts in the types of long-term debt issued. General obligation debt and revenue debt issuance declined while the issuance of alternate revenue bonds exploded, from just \$80,000 in FY1997 to over \$5 million four years later. Similarly, the value of contractual commitments outstanding at year's end rose sharply by 235%, from \$87 million to \$293 million.

SANITARY DISTRICT LONG-TERM DEBT BY TYPE			
Type of Debt	Outstanding End of 1997	Outstanding End of 2000	%Change
General Obligation Bonds	\$ 1,220,110,000	\$ 1,043,353,872	-14%
Revenue Bonds	\$ 7,950,000	\$ 5,223,000	-34%
Alternate Bonds	\$ 80,000	\$ 5,435,000	6694%
Contractual Commitments	\$ 87,461,138	\$ 293,069,074	235%
Other	\$ 8,442,176	\$ 44,314,536	425%
TOTAL	\$ 1,324,043,314	\$ 1,391,395,482	5%

The vast majority of sanitary district long-term debt is issued by the Metropolitan Water Reclamation District. The next exhibit breaks out total General Obligation and Revenue bond debt outstanding at year's end between the MWRD and all other districts. Suburban sanitary district debt decreased by 10% over the 4-year period of this study. However, the amounts in question were relatively small, representing a decrease from \$9.4 million to \$8.5 million. MWRD debt, averaging over 99% of all General Obligation and Revenue debt in FY1997 and FY2000, declined by 15%. Overall, sanitary district GO and Revenue debt fell by 15% in the four years, from approximately \$1.2 billion to just over \$1 billion.



The last exhibit shows long-term debt on a per capita basis, separated into MWRD debt and all other district debt. Total General Obligation and Revenue Long-term debt per capita dropped by 13% over the study period, falling from \$228 to \$198. MWRD debt per capita fell by 13%, from \$239 to \$208. Suburban sanitary district debt dropped from \$32 to \$28, also a 13% decrease.



Chapter Seven

LIBRARY DISTRICTS

Library districts maintain public libraries for the benefit of their residents. Governance is by an appointed board of directors in incorporated cities and by an elected board in the case of incorporated towns, villages and townships. Library districts are authorized to levy property taxes. As non-home rule units of government, they are subject to tax caps on property tax extension increases.

Library districts may be either independent special districts or component units of another local government, such as a township or municipality. They can be established if; 1) at least 100 voters within an area not currently served by a library petition the county circuit court or 2) at least 100 voters within a municipality, county or township petition for a referendum of residents in the affected area.³⁰

FINANCIAL SUMMARY

Summary statistics for the library districts in northeastern Illinois are presented in the following sections. 99 library districts submitted reports to the State Comptroller in FY1997 and FY2000. The data presented include information on expenditures and revenues from library district Governmental Funds. For purposes of analysis, data are presented separately for Cook County and the entire six-county region of northeastern Illinois. The analysis excludes the Chicago Public Library, which is a department of the City of Chicago, and not an independent library district.

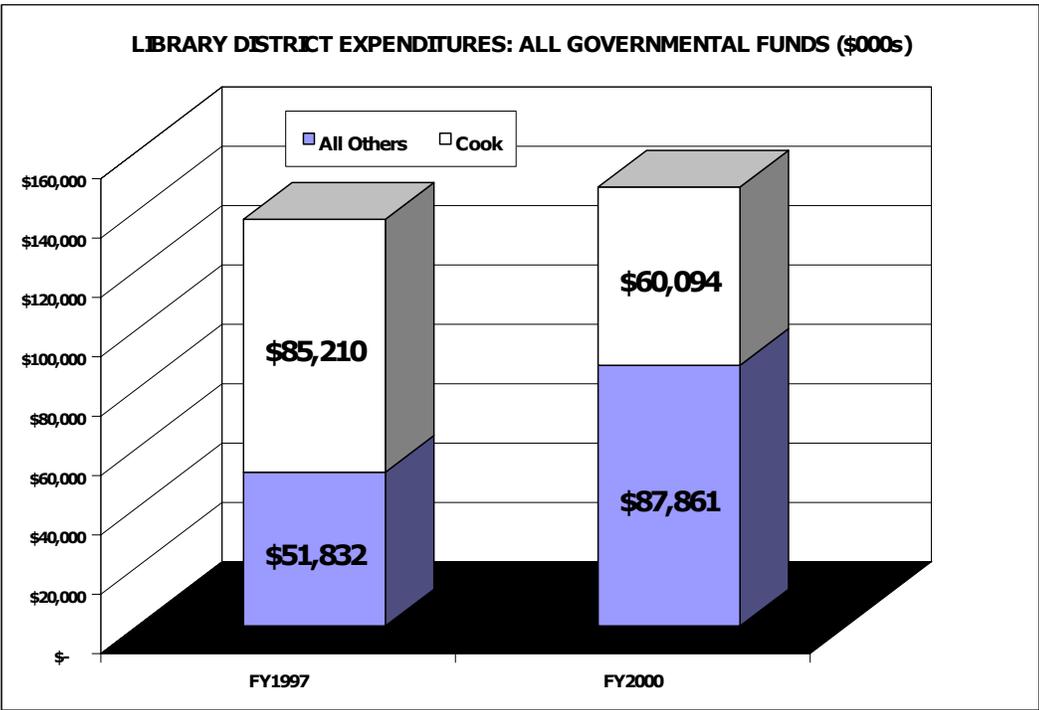
Expenditures: Trends and Distribution by Major Category

The next three exhibits present information on the amount spent by all library districts in the six-county region in their Governmental Funds. The data are drawn from the FY1997 and FY2000 Illinois Fiscal Responsibility Report Cards published by the Office of the State Comptroller. The FY2000 figures have been deflated to account for inflation between FY1997 and FY2000, using FY1997 as the base year.

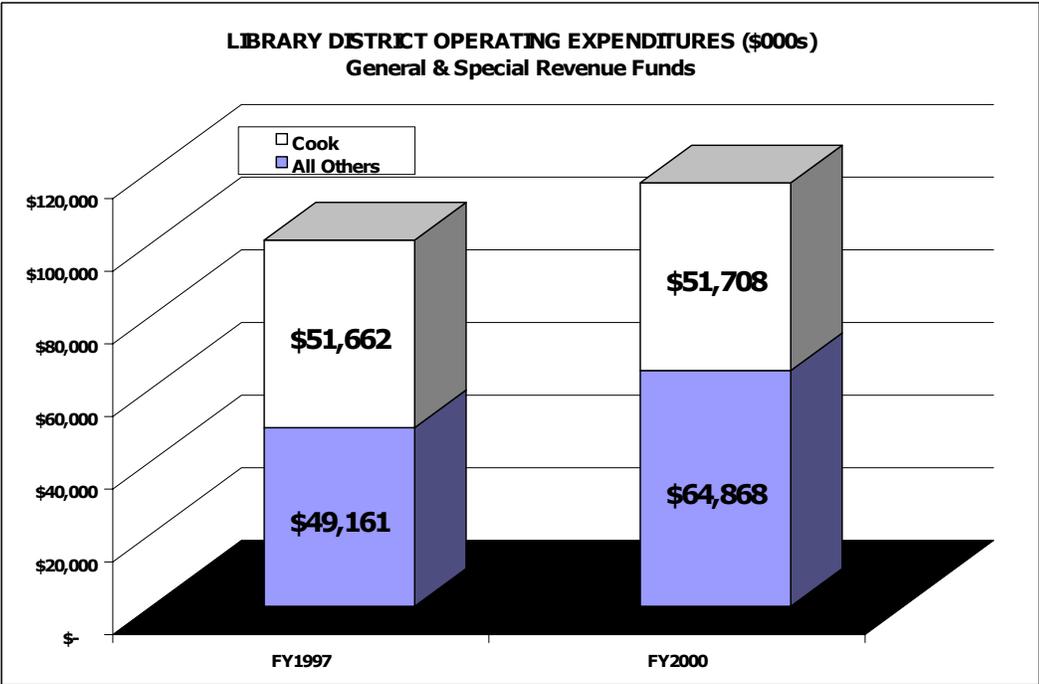
Library district expenditures for all four Governmental Funds – General, Special, Revenue, Debt Service and Capital Projects – rose by 8% between FY1997 and FY2000. That represents a \$10.9 million increase, from \$137.0 million to \$147.9 million. Several interesting statistics emerge from an analysis of the total expenditure figures:

- Library district expenditures rose eight times faster than the region's library district population (8% versus 1%);
- Cook County's portion of total expenditures dropped from 62% in FY1997 to 41% four years later; and
- Expenditures for library districts outside of Cook County grew by 70% while Cook County spending decreased by 29%.

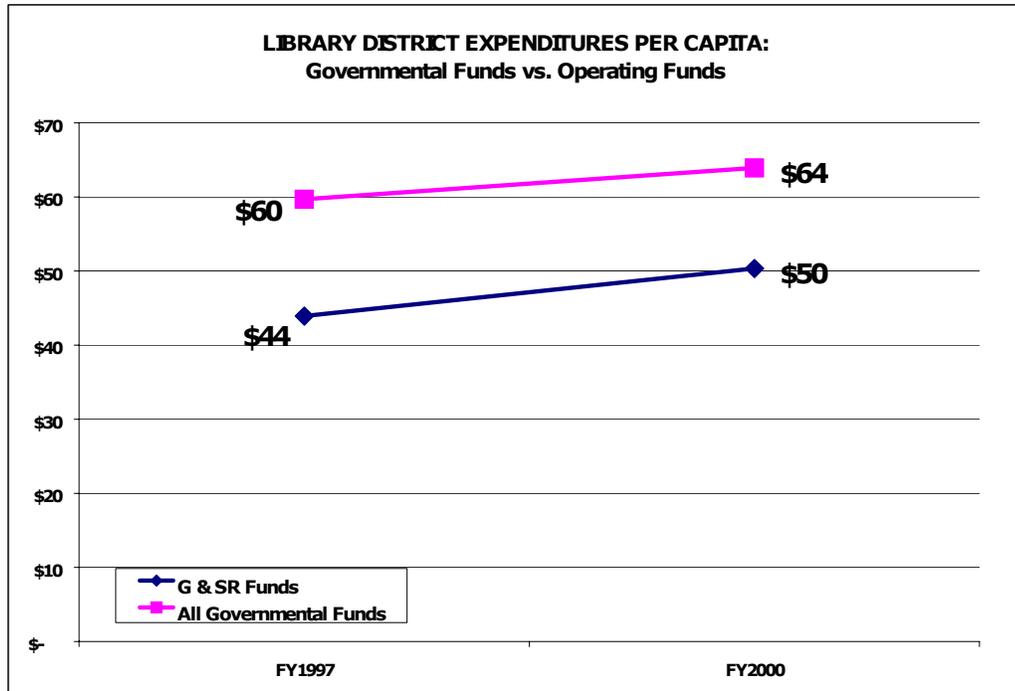
³⁰ Illinois Comptroller. *FY1999 Fiscal Responsibility Report Card*, p. 62.



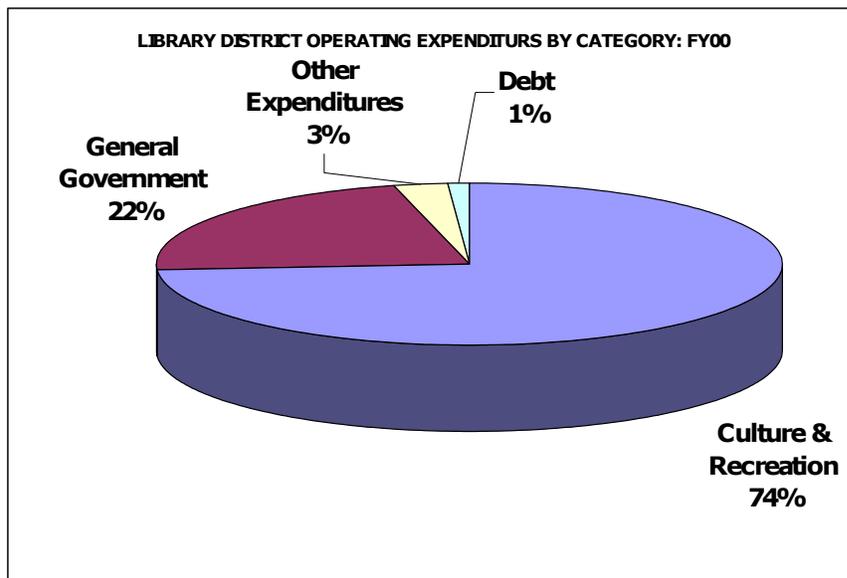
The next exhibit presents data for the library districts’ “Operating” funds. Overall, library district operating expenditures increased by 16% or from \$100.8 million to \$116.6 million. Expenditures for the non-Cook County library districts increased by 32%, while Cook County district spending remained static.



Per capita library district spending for the “Operating Funds” (i.e., the General and Special Revenue Funds) increased by 16% between FY1997 and FY2000, from \$44 to \$50. For all four Governmental Funds (General, Special Revenue, Debt Service and Capital Projects Funds), per capita spending rose by 8%, from \$60 to \$64.

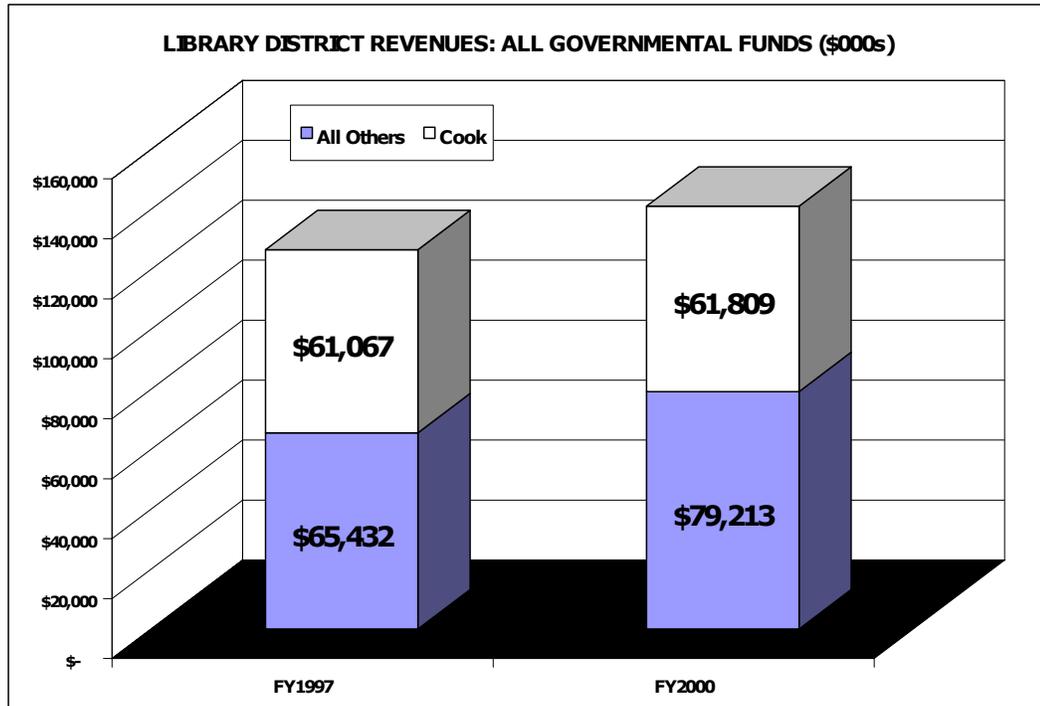


Library district operating expenditures in FY2000 were devoted overwhelmingly to culture and recreation (74% or \$86.6 million). The second largest spending category was general government activities (22% or \$25.4 million). Debt payments accounted for 1% or \$1.6 million. The “Other” category, which consumed 3% of all expenditures, includes spending for social services.

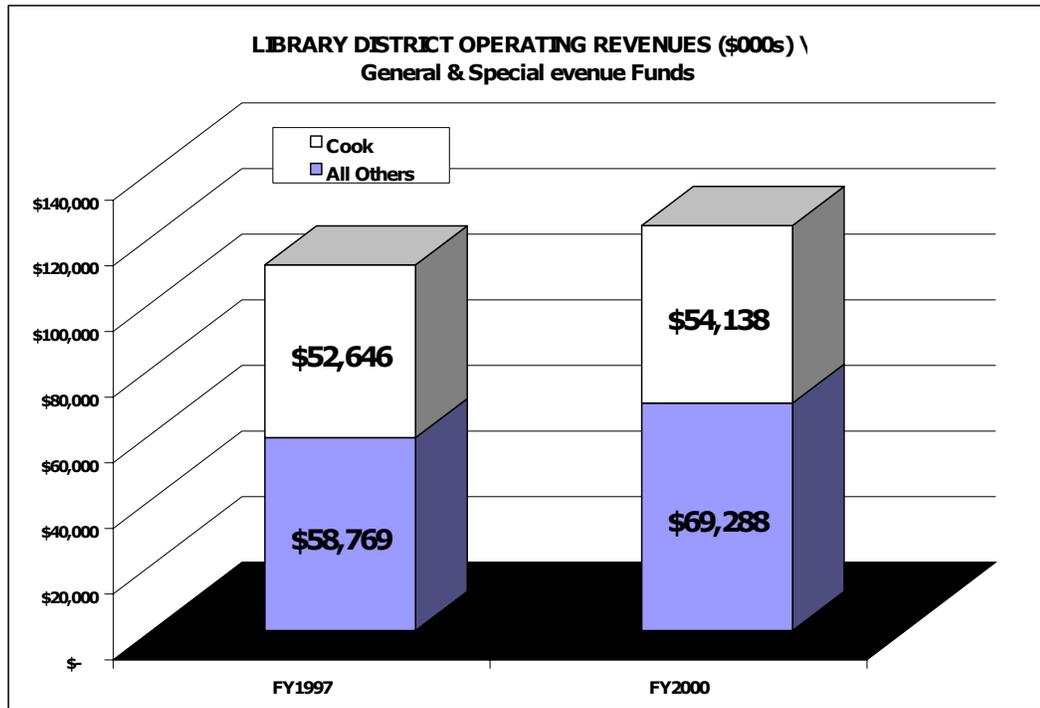


Library District Revenue Trends and Distribution

The next set of exhibits present information on library district revenues. The FY2000 revenue figures have been deflated to account for inflation between FY1997 and FY2000 using FY1997 as the base year. Total library district revenues for all four Governmental Funds rose from \$126.5 million to \$141.0 million between FY1997 and FY2000. Non-Cook County library district revenues increased by 21%, a much faster rate than the 1% increase for the Cook County districts and the region's 1% rate of population growth. The Cook County share of all library district revenues declined from 48% in FY1997 to 44% in FY2000.

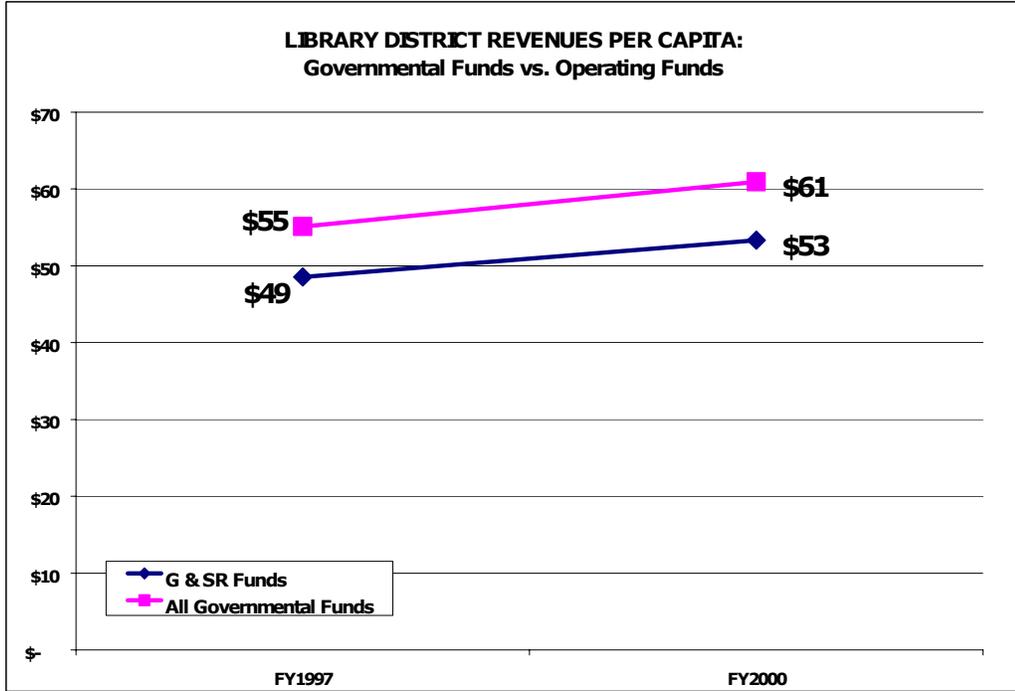


Library district operating revenues were 88% of all Governmental Fund revenues in FY1997 and FY2000. Aggregate, non-Cook County, and Cook County operating revenue increases were similar to the increases reported for all four funds. All operating revenues increased by 11% (from \$111.4 million to \$123.4 million), non-Cook County revenues rose by 18% (\$58.8 million to \$69.3 million), and Cook County-only revenues rose at a slower 3% rate (from \$52.6 million to \$54.1 million).

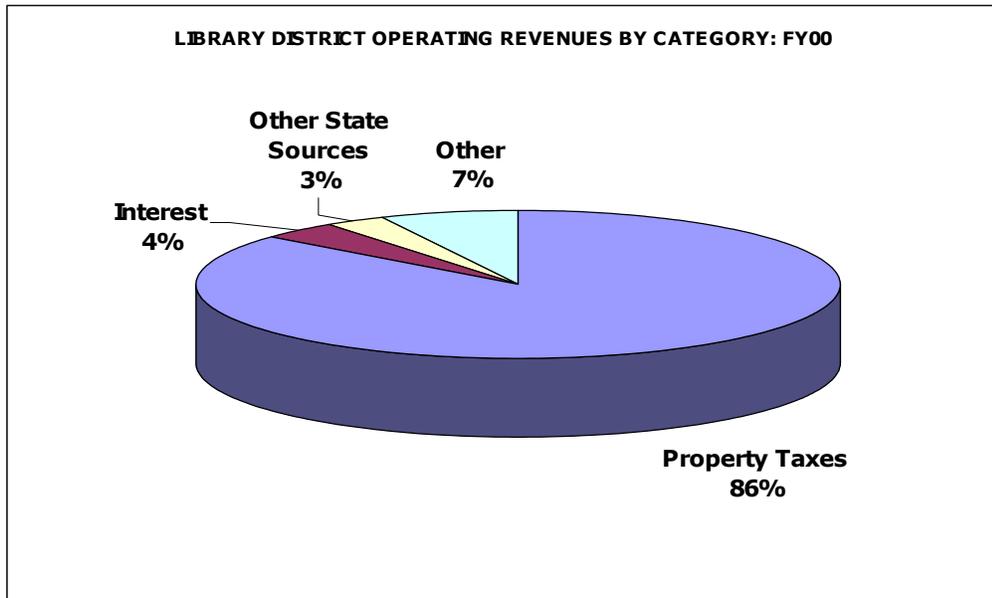


The next exhibit, library district revenues per capita, shows changes in revenues relative to changes in population.³¹ Over the four years of this study, operating revenues per capita rose from \$49 to \$53 (10%) while all governmental fund revenues increased by 11% (from \$55 to \$61). Revenues per capita as measured by both indicators increased at a rate that exceeded the region's 1% population growth.

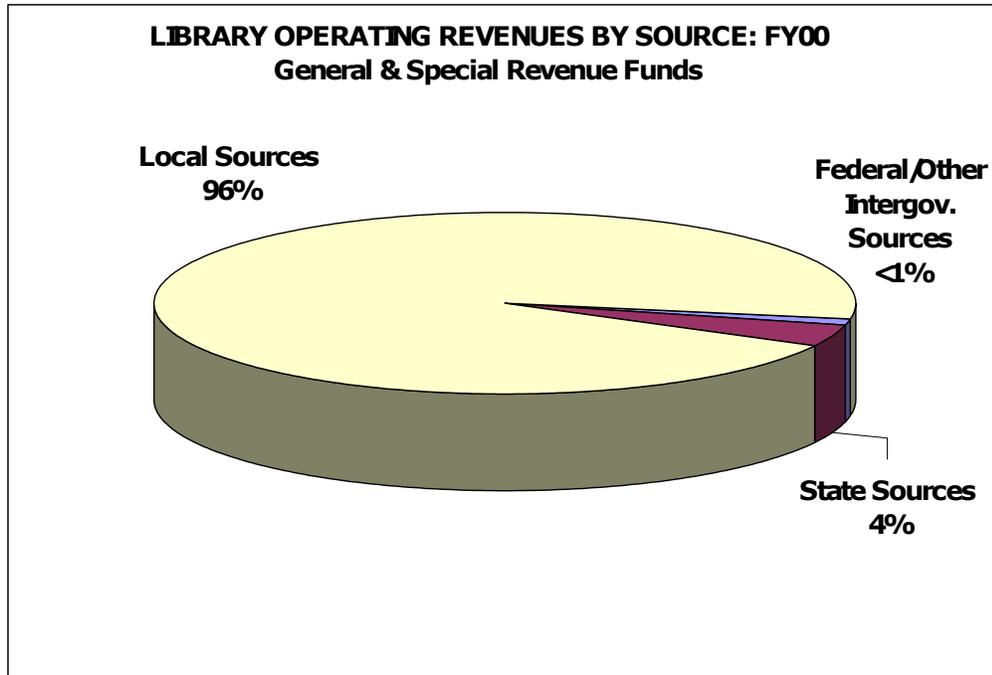
³¹ The following library district population figures reported in the State Comptroller's FY1997 and FY2000 *Fiscal Responsibility Report Cards* were used to calculate per capita statistics in this chapter. FY1997 - Cook Districts: 1,120,684; All Others: 1,175,035. For FY2000 - Cook Districts: 1,015,354; All Others: 1,299,626.



The next exhibit presents information about major categories of operating revenues for FY2000. Property tax revenues provided the vast majority of library district revenues in northeastern Illinois. They account for 86% or \$105.9 million (in deflated dollars) of all library district revenues in FY2000. Interest revenue was the second largest source of revenue with 4% or \$5.4 million of all library district revenues. Other state sources of revenue provided 3% or \$3.4 million of library district revenues. The “Other” category includes several taxes that individually yield relatively small percentages of aggregate library district revenues. They include other local taxes, state replacement tax, federal revenues, other intergovernmental revenues, licenses and permits, fines and forfeitures, charges for services, and miscellaneous revenues.



Library district revenues derive primarily from local taxes and other local sources. 96% of all revenues in FY2000 were locally based. 4% of the total was derived from state sources. Federal sources provided less than 1% of library district revenues.



Expenditure Growth vs. Revenue Growth

A comparison of library district expenditure and revenue per capita growth rates shows that revenue growth exceeded expenditure growth for all governmental funds from FY1997 to FY2000. However, in the operating funds, spending per capita rose by 16%, while revenues only increased by 10%. As the operating funds account for the vast majority of library district financial activity (88% in FY1997 and FY2000), this discrepancy between revenue and expenditure growth rates raises questions about the ability of library districts to meet operating expenditures over time.

LIBRARY DISTRICT EXPENDITURE VS. REVENUE GROWTH: 1997-2000		
	Governmental Funds	Operating Funds
Per Capita Expenditure Growth Rate	8%	16%
Per Capita Revenue Growth Rate	11%	10%

Library District Fund Balance: FY2000

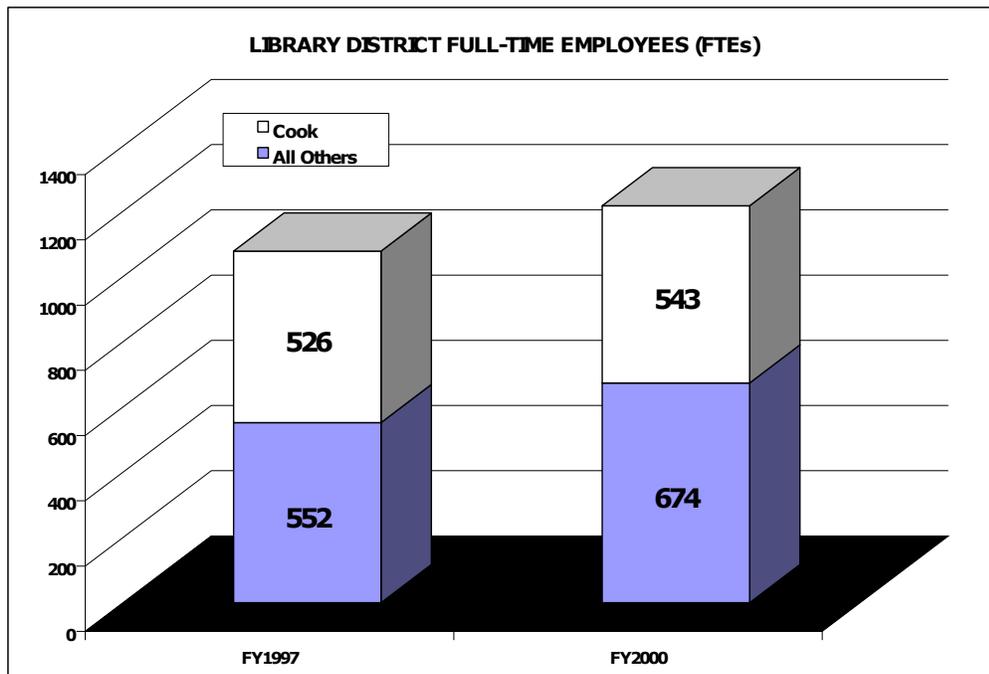
The current fund balance ratio measures a government's ability to meet its financial obligations over time, long enough to convert illiquid assets to cash. It is calculated by dividing General and Special Revenue Fund operating expenditures by the unreserved

fund balances in those funds. Ratios are presented below only for FY2000 because comparable data were not reported to the State Comptroller in FY1997. As the exhibit shows, the library districts in the region in the aggregate posted a “high” current fund balance ratio in FY2000. The ratios were significantly different for Cook County (73%) and the other counties of the region (54%), but both were in the “high” category.

LIBRARY DISTRICT CURRENT FUND BALANCE RATIO: FY00				
	Unreserved Fund Balance	GF & SRF Operating Expenditures	Ratio	Rating
Cook County	\$ 40,169,992	\$ 55,327,927	73%	High
All Others	\$ 37,609,178	\$ 69,408,787	54%	High
Total	\$ 77,779,170	\$ 124,736,714	62%	High

Library District Personnel Trends

The next exhibit shows the number of full time employees in the northeastern Illinois region, as measured in full time equivalent positions. (Comparative data were not available for expenditures on salaries in the two years analyzed.). The number of employees increased substantially from FY1997 to FY2000, rising from 1078 to 1217. The number of non-Cook district employees rose by 22% during the period of this study. The rate of personnel growth in the Cook districts was 3%.



Long-Term Debt Trends

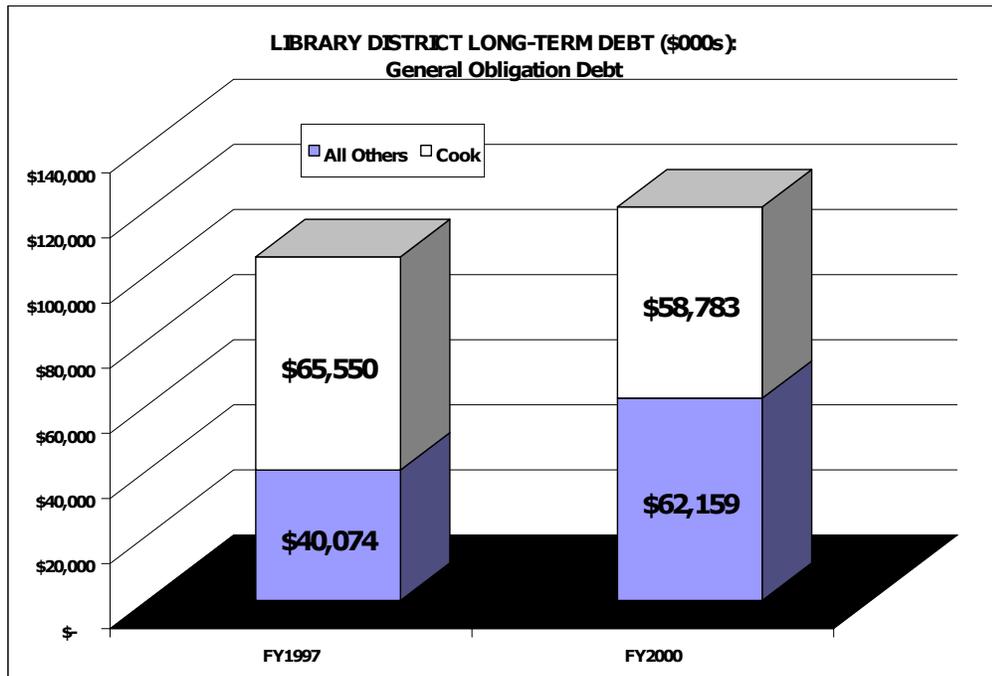
45 library districts in northeastern Illinois reported issuing long-term debt in both FY1997 and FY2000. In the following analysis, debt figures are presented in nominal, not constant, dollars. The figures include debt figures for the Governmental and Proprietary Funds.

95% of all the long-term debt outstanding at the end of both FY1997 and FY2000 was general obligation debt. The exhibit below shows that there was an increase in the issuance of library district debt between FY1997 and FY2000. Overall, long-term debt grew by 14%, from \$111.7 million to \$126.8 million. General obligation debt, backed by the full faith and credit of the library district governments, increased by a 15% in the four-year period analyzed. Revenue bonds, and alternative revenue bond issues were not used to issue long-term debt for library districts. Finally, contractual commitments increased 141%, from \$1.1 million to \$2.6 million. Contractual commitments are defined as any general long-term debt entered into by contractual agreement, such as contractual commitments with a term of one year or more. This includes lease purchase agreements, notes, and installment contracts.³²

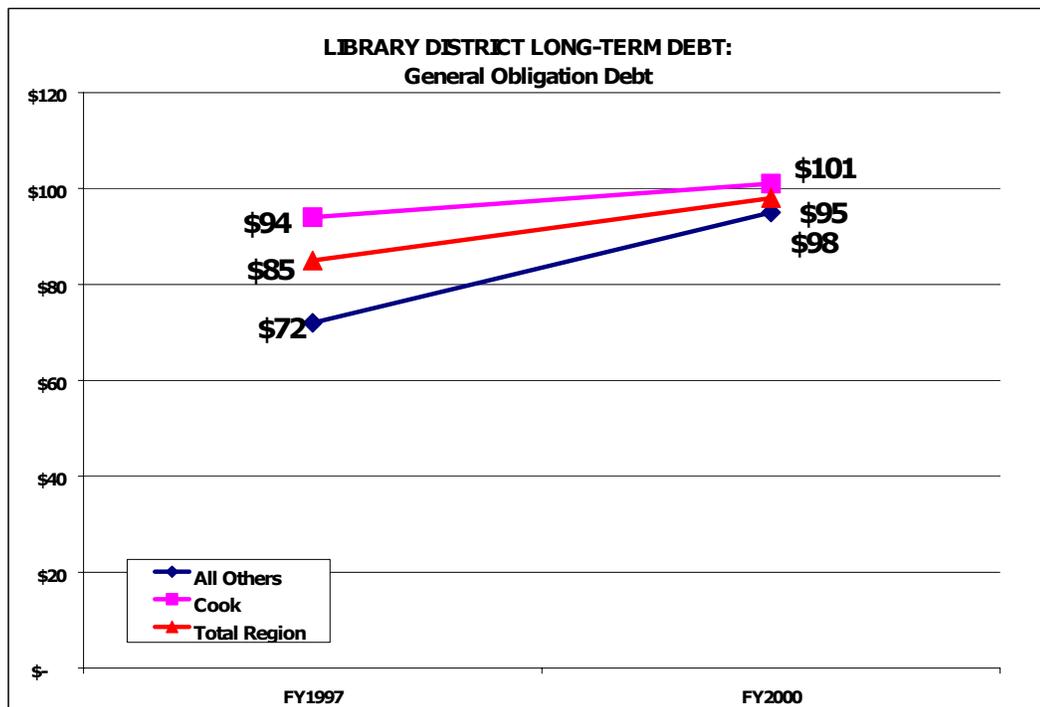
LIBRARY DISTRICT TOTAL LONG-TERM DEBT BY TYPE			
Type of Debt	Outstanding End of 1997	Outstanding End of 2000	%Change
General Obligation Bonds	\$ 105,624,724	\$ 120,942,800	15%
Revenue Bonds	\$ 3	\$ -	-100%
Alternative Revenue Bonds	\$ -	\$ -	N/A
Contractual Commitments	\$ 1,077,816	\$ 2,595,736	141%
Other	\$ 4,969,352	\$ 3,255,860	-34%
Total	\$ 111,671,895	\$ 126,794,396	14%

The next exhibit breaks out total library long-term debt between Cook County and all other library districts. Cook County long-term debt outstanding at year-end declined by 10% between FY1997 and FY2000, from \$65.5 million to \$58.7 million. Other library district debt grew at the rate of 55%. Thus, all of the overall increase in the region's long-term debt load can be attributed to counties outside of Cook County. Cook County's share of all regional long-term debt decreased from 62% in FY1997 to 49% four years later.

³² Illinois State Comptroller. Chart of Accounts and Definitions, FY2000 Fiscal Responsibility Report Card, p. 16.



Library district debt per capita for the entire region, Cook County and all other library districts is shown below. Cook County long-term debt per capita grew by 7% in the study period. Overall, long-term debt per capita region-wide increased by 15%, propelled by the 32% increase from non-Cook County library districts.



Chapter Eight

FOREST PRESERVE AND PARK DISTRICTS

Both Forest Preserve Districts and Park Districts provide recreational facilities and programs for area residents. They have the power to plan, establish and maintain recreational programs; to levy property taxes; and to issue debt. As non-home rule units of government, they are subject to tax caps on property tax extension increases.

Park districts do not service residents of all communities. In many municipalities, a municipally operated parks department, rather than a separate district, provides recreational services.

Five of the six counties in northeastern Illinois have a Forest Preserve District responsible for the maintenance and operation of lakes, picnic groves, golf courses, swimming polls, equestrian trails, snowmobile trails and other recreational facilities and venues located within the demarcated boundaries of county Forest preserves. These districts are governed either by a separate elected Board of Commissioners (e.g., DuPage County) or by the County Board of Commissioners acting in a separate legal capacity as the Forest Preserve Board.

Township park districts are governed by three-member Board of Commissioners.³³ Other park districts are governed by 5 or 7 member Boards of Commissioners.³⁴ The Chicago Park District, which has boundaries coterminous with those of the City of Chicago, is governed by a 7-member Board appointed by the Mayor.

FINANCIAL SUMMARY

Summary statistics for the municipalities in northeastern Illinois are presented in the following sections. The data presented include information on expenditures and revenues from Forest preserve and park district Governmental Funds. Data are presented separately for the largest of the governments analyzed in this chapter, the Chicago Park District (CPD).

This chapter analyzes data from 157 park districts in 1997 and 159 park districts four years later. Data are included for all five of the Forest preserve districts for both 1997 and 2000. McHenry County does not have a Forest preserve District. Instead, it has established a countywide Conservation District that acquires and administers open space. Information for that district is not included in this analysis.

Because Forest preserve and park districts encompass virtually all of the territory in the six-county region, this analysis uses region-wide population figures for computing per capita statistics. Population figures for the Chicago Park District are the same as those

³³ 70 ILCS 1205/2-19

³⁴ 70 ILCS 1205/210 and 1205/2-10a.

for the City of Chicago, with which the District is coterminous. Between FY1997 and FY2000, the regional population rose by 6%, the population living within the boundaries of the CPD increased by 4% and the population of the remaining areas rose by 8%.

	1997	2000	% Increase
Chicago Park District Population	2,783,786	2,896,016	4%
Population: Other Districts	4,816,323	5,195,348	8%
Regional Population Total	7,600,109	8,091,364	6%

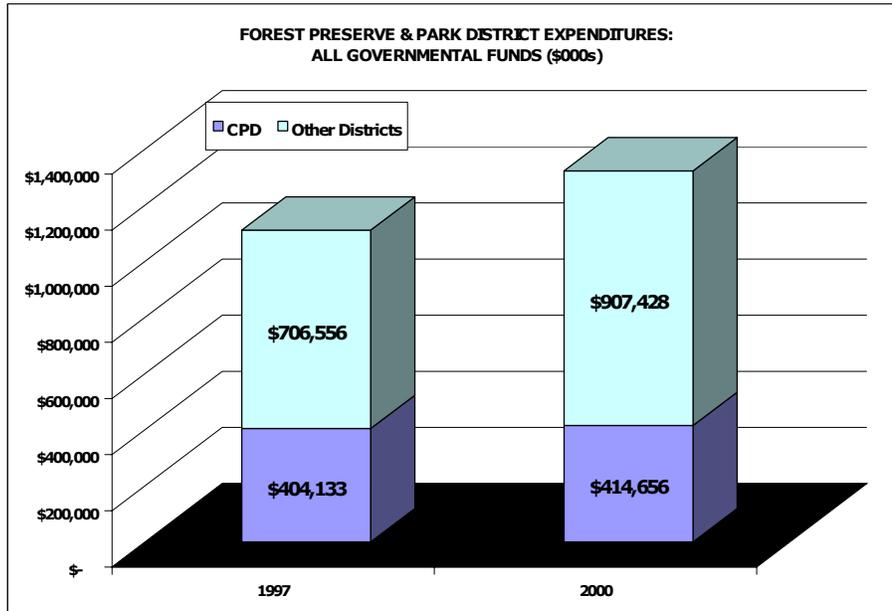
Expenditure and revenue data presented have been adjusted for inflation, using 1997 as the base year, to permit the presentation of more accurate trend figures.

Expenditures: Trends and Distribution by Major Category

The next three exhibits present information on the amount spent by all municipalities in the 6-county region in their Governmental Funds. The data are drawn from the FY1997 and FY2000 Illinois Fiscal Responsibility Report Cards published by the Office of the State Comptroller.³⁵ The 2000 figures have been deflated to account for inflation between 1997 and 2000, using 1997 as the base year.

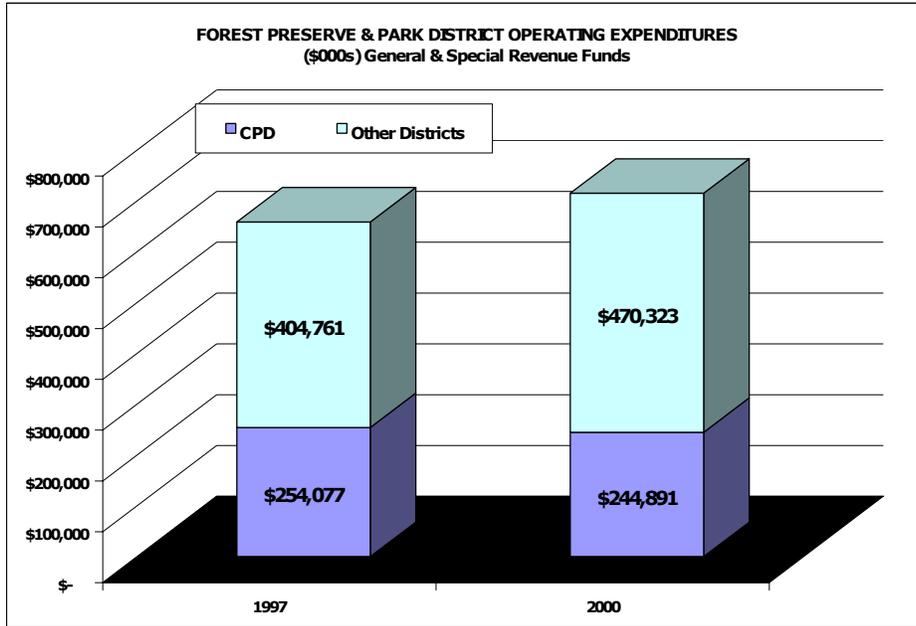
Governmental Fund expenditures rose by \$211 million, or 19% between FY1997 and FY2000. These figures represent spending for the General, Special Revenue, Debt Service and Capital Projects Funds. Thus, they include both operating and capital expenditures. The non-Chicago districts posted a 28% increase in deflated dollars, far outpacing the 8% population increase in those districts.

³⁵ Forest preserve District of Cook County 2000 expenditure figures were taken from the FY2000 Forest preserve District's *2000 General Purpose Financial Statement* as the District did not report data to the State Comptroller that year.



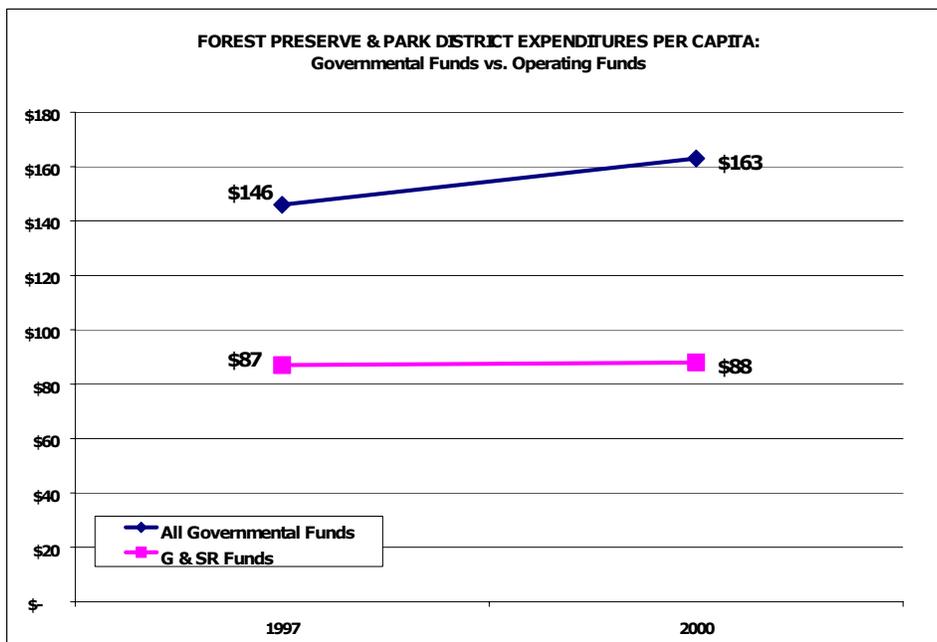
The next exhibit presents operating expenditures, defined in this study to be spending in the General and Special Revenue Funds. Operating expenditures increased by 9% between FY1997 and FY2000, from \$658 million to \$715 million. These figures represent spending for the General, Special Revenue, Debt Service and Capital Projects Funds. Thus, it includes both operating and capital expenditures.

- Chicago Park District spending dropped by 4% while spending for all other districts increased by 16%;
- Spending for non-Chicago Forest preserve and park districts rose at twice the rate of those districts' population; and
- The CPD's share of spending dropped from 36% in FY1997 to 31% four years later.

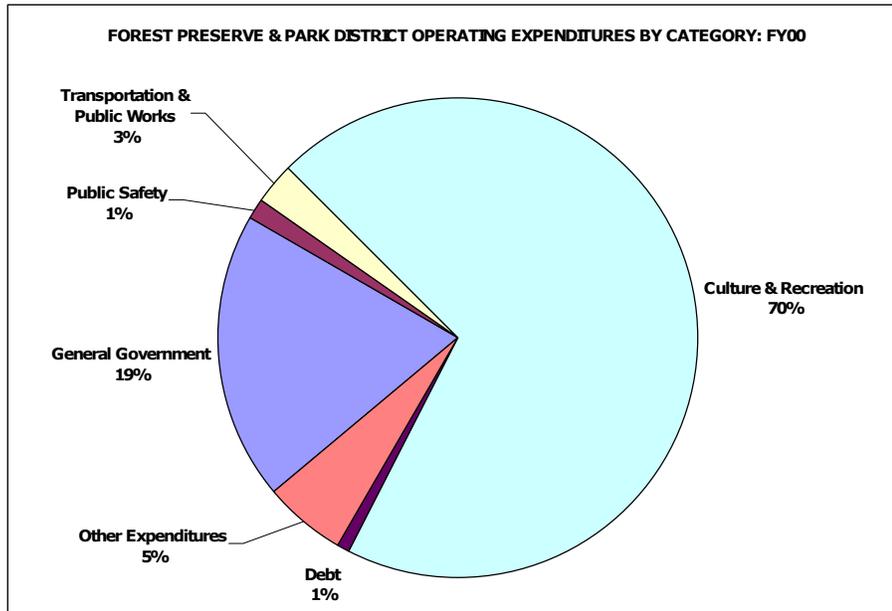


Per capita operating expenditure trends remained relatively static over the four-year period of this study, increasing only by 1%. However, per capita spending for all Governmental Funds shows a 12% increase, from \$146 to \$163. When CPD figures are broken out from data for all other districts, the following trends emerge:

- Chicago Park District per capita spending in both categories declined. Operating per capita spending fell by 14%, from \$36 to \$31. Per Capita spending for the four Governmental Funds fell 17%, from \$120 to \$99.
- Per capita spending for all other Forest preserve and park districts increased. Operating per capita spending rose 2%, from \$90 to \$92 and all spending increased by 4%, from \$126 to \$131.



The majority of Forest preserve and park district expenditures are earmarked for culture and recreation. As the following exhibit shows, 70% of all operating expenditures are devoted to those types of activities. General government consumes the next largest amount of expenditures, 19% of the total. Lesser percentages are expended on transportation and debt service.

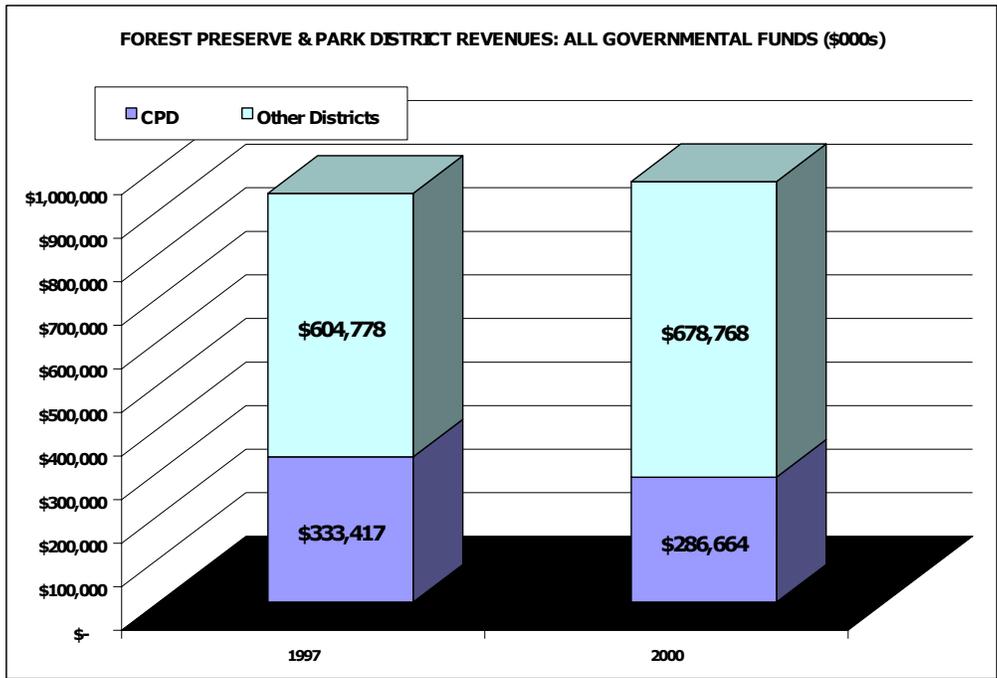


Forest Preserve and Park District Revenue Trends

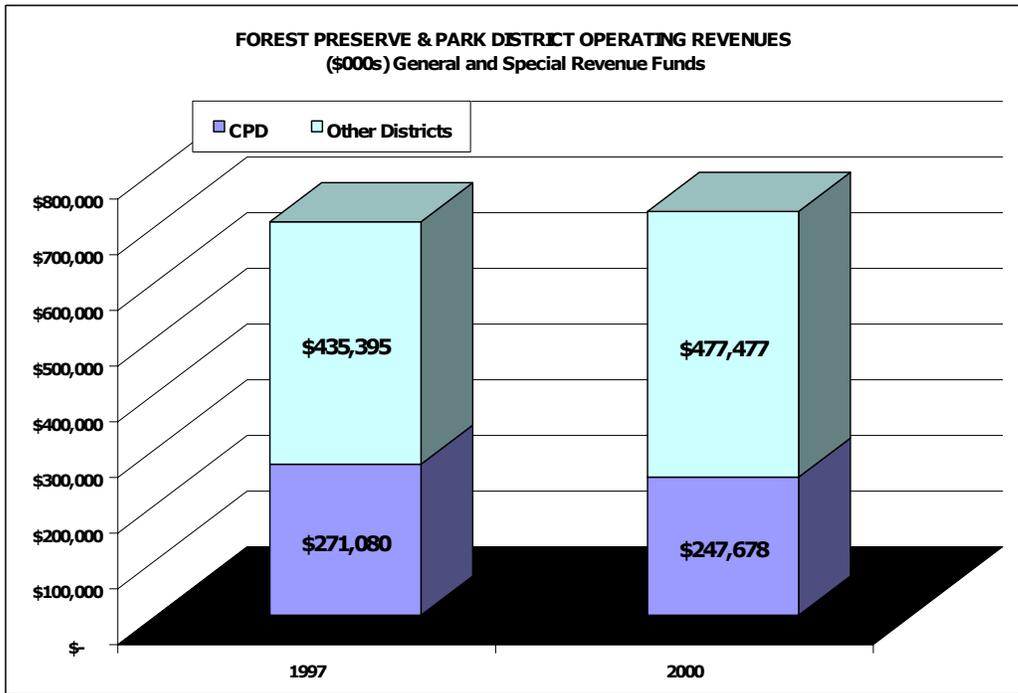
The next group of exhibits presents information about Forest Preserve and Park District revenue trends. Using 1997 as a base year, the 2000 revenue figures have been deflated.³⁶

Governmental Fund revenues rose slightly, by 3%, between FY1997 and FY2000. In dollar terms, this represents a \$27 million increase. In this four-year period, CPD expenditures declined by 14% while spending for all other districts rose by 12%. Part of the reason for declining CPD revenues is that the district did not increase its property tax levy during the years FY1994 through FY2000.

³⁶ Forest preserve District of Cook County 2000 revenue figures were taken from the FY2000 Forest preserve District's *2000 General Purpose Financial Statement* as the District did not report data to the State Comptroller that year.

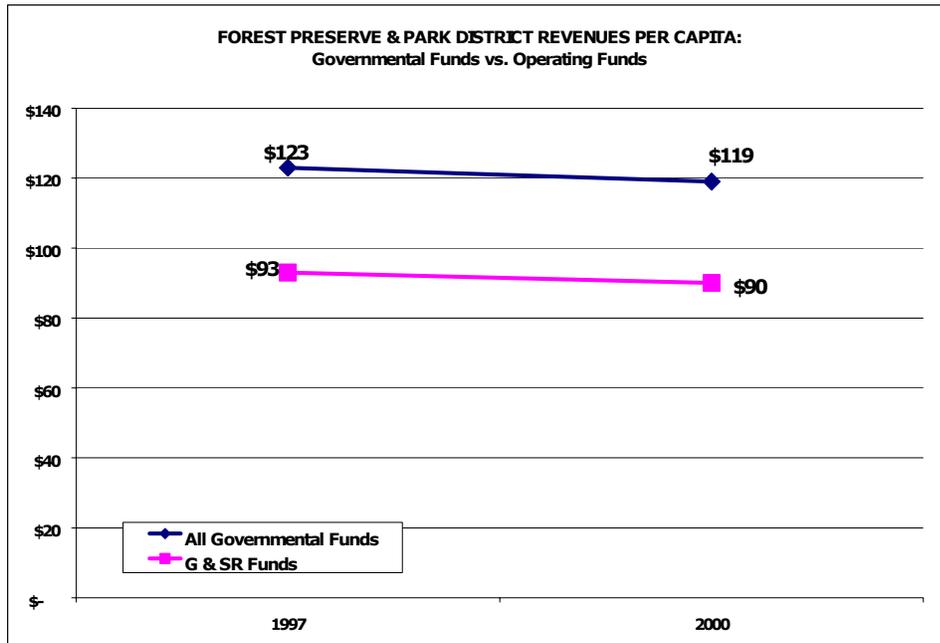


Much the same picture emerges from an examination of operating fund revenues. Overall, forest preserve and park district revenues increased slightly, from \$706 million to \$725 million. However, while Chicago Park District revenues fell by 9%, other district revenues increased by 10%.

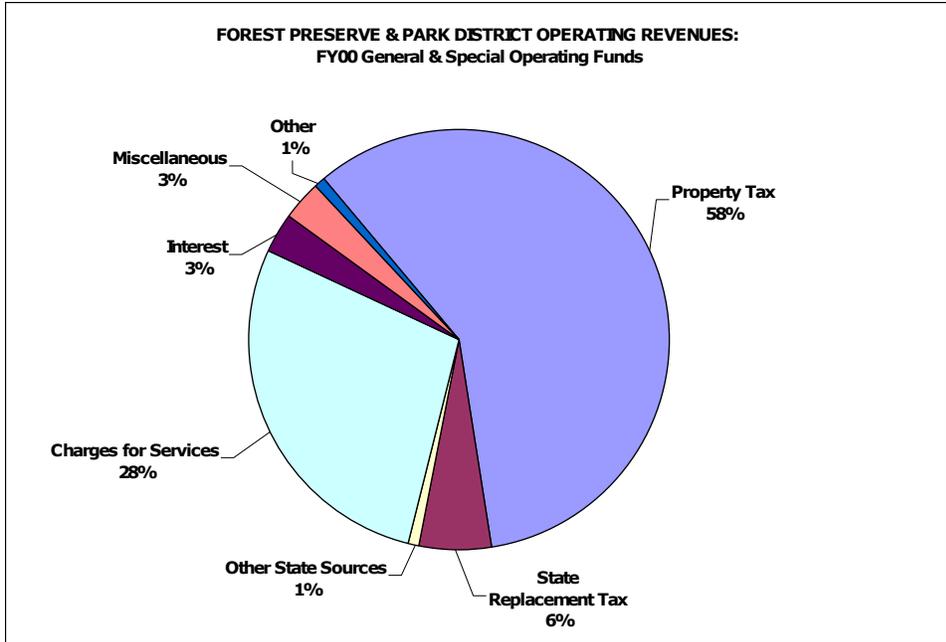


Revenues per capita for both the four Governmental Funds and the two operating funds declined between FY1997 and FY2000. Governmental Fund revenues per capita for all the Forest preserve and Park Districts in the region fell from \$123 to \$119 between FY1997 and FY2000, a 3% decline. Operating revenues per capital declined from \$93 to \$90, also a 3% decline.

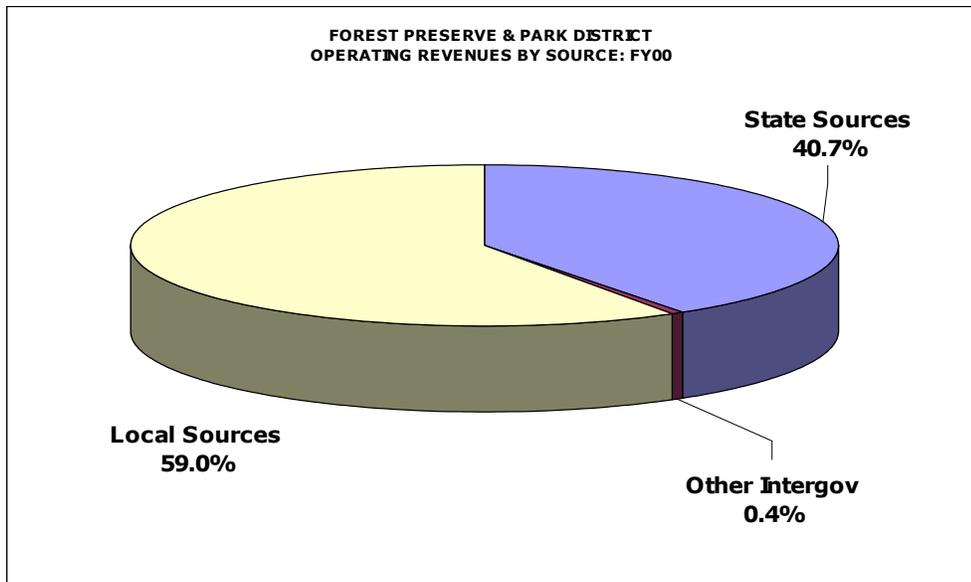
Much of the decrease in revenues per capita statistics for all the Forest Preserve and Park Districts in the region can be attributed to the decline in the CPD’s revenues. While CPD Governmental Fund revenues per capita fell from \$120 to \$99, the other districts saw their revenues rose by 4%, from \$126 to \$131. Similarly, while CPD operating revenues decreased by 14%, the other districts’ revenues increased by 2%.



The next exhibit shows a breakdown of Forest preserve and park district revenues by category. Property taxes provided 59% of all operating revenues, followed by charges for services at 28%. The third largest revenue source was the personal property replacement tax, which accounted for 6% of all operating revenues.



59% of all Forest preserve and park district operating revenues in FY2000 were derived from local taxes and other local sources. 40.7% came from state sources, while the remaining 0.4% was provided from other intergovernmental, including federal, sources.



Expenditure Growth vs. Revenue Growth

Park and Forest preserve district expenditures grew at a much faster rate than revenues between FY1997 and FY2000, as the next two exhibits demonstrate. This suggests that these districts may encounter difficulties in meeting their financial obligations at a future point in time if current trends continue.

Operating expenditures per capita grew faster than revenues during the four year period studied. In the non-Chicago districts, expenditures rose by 2%, while revenues actually fell by 4%. CPD expenditures fell by 9%. However, revenues fell at a much faster rate, by 14%.

FOREST PRESERVE & PARK DISTRICT OPERATING FUNDS EXPENDITURE & REVENUE GROWTH			
	CPD	All Others	Total
Per Capita Expenditure Growth	-9%	8%	2%
Per Capita Revenue Growth	-14%	2%	-4%

When expenditures for all four Governmental Funds are considered, an even more dramatic pattern emerges. While revenues per capita fell by 3%, expenditures increase by 12%. CPD expenditures declined slightly, by 1%, while revenues dropped 17%. Finally, expenditures on all non-CPD districts rose by 19% while revenues rose by only 4%.

FOREST PRESERVE & PARK DISTRICT GOVERNMENTAL FUNDS EXPENDITURE & REVENUE GROWTH			
	CPD	All Others	Total
Per Capita Expenditure Growth	-1%	19%	12%
Per Capita Revenue Growth	-17%	4%	-3%

Forest Preserve and Park District Fund Balance: FY2000

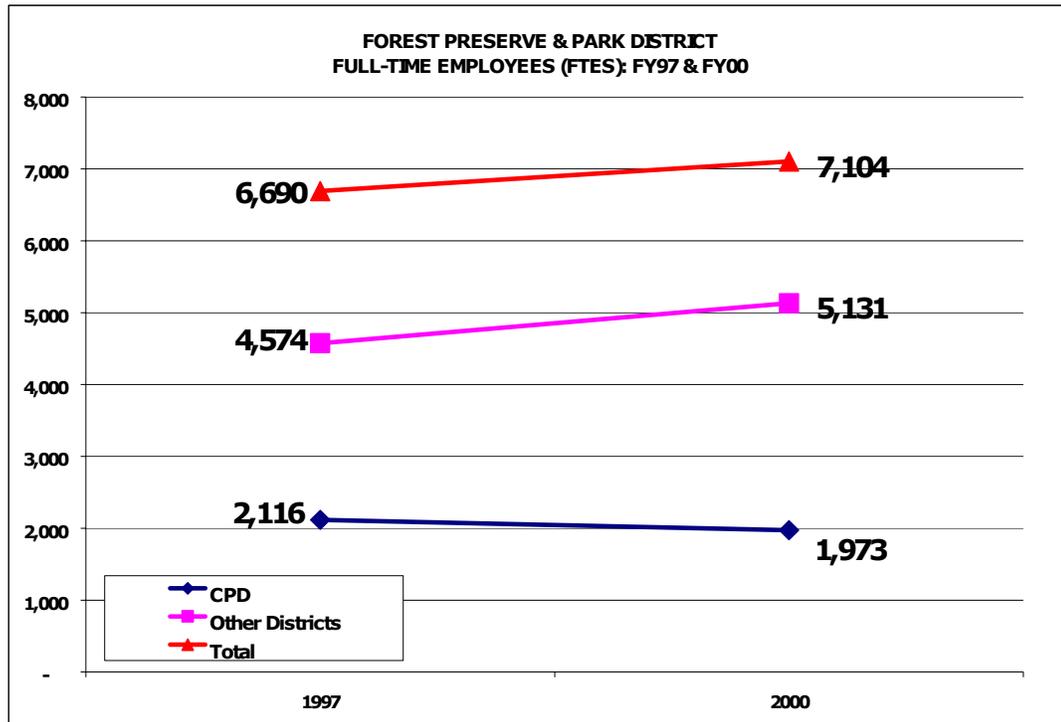
The current fund balance ratio measures a government's ability to meet its financial obligations over time, long enough to convert illiquid assets to cash. It is calculated by dividing General and Special Revenue Fund operating expenditures by the unreserved fund balances in those funds.

The 155 park and Forest preserve districts reporting unreserved fund balance data to the State Comptroller in FY2000 registered a 54% current fund balance ratio. This places them in the "substantial" category. The CPD had a 25% ratio. The remaining districts registered a hefty 70% ratio, squarely placing them in the "high" category. Governments in that situation might consider shifting toward longer-term assets holdings, retiring debt or adjusting the income streams feeding the funds to bring their income more in line with current spending requirements.

FOREST PRESERVE & PARK DISTRICT CURRENT FUND BALANCE RATIO: FY00 General & Special Revenue Funds				
	Unreserved Fund Balance	GF & SRF Operating Expenditures	Ratio	Rating
Chicago Park District	\$ 65,028,000	\$ 262,033,370	25%	Substantial
All Others	\$ 351,192,658	\$ 503,245,610	70%	High
Total Districts	\$ 416,220,658	\$ 765,278,980	54%	High

Personnel Trends

The number of full-time park and Forest preserve district employees increased by 6% between FY1997 and FY2000, from 6,690 to 7,104. The Chicago Park District reported employing 7% fewer workers in FY2000 than in FY1997. Suburban districts increased the number of employees by 12%.



Long-Term Debt Trends

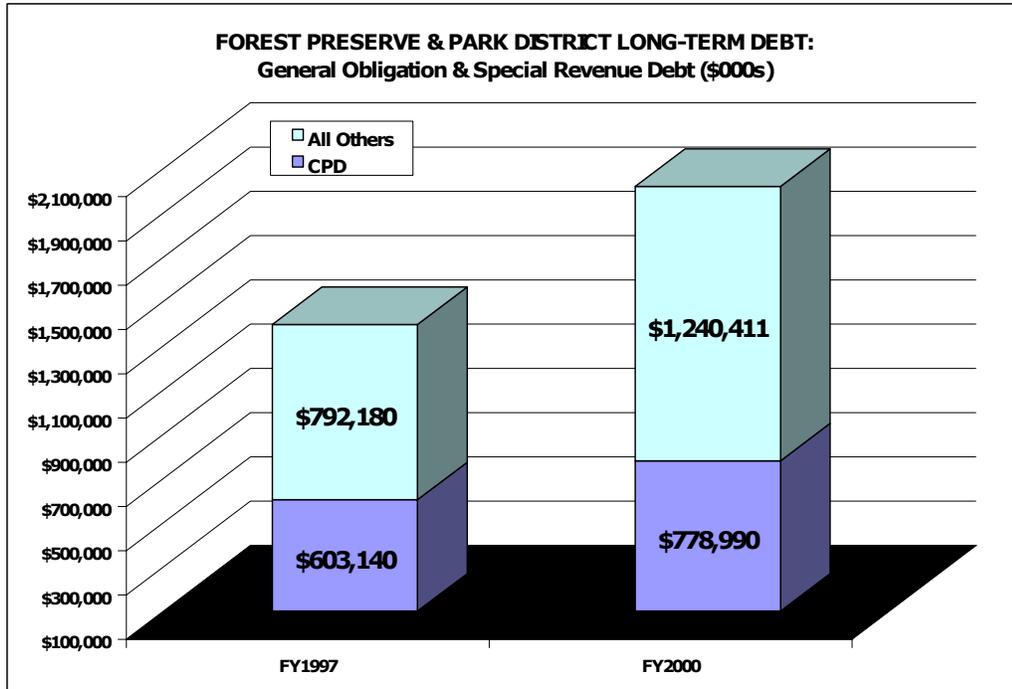
A total of 80 park and Forest preserve districts reported issuing long-term debt in 1997 to the State Comptroller. The number fell to 79 in 2000.³⁷ The debt figures presented here are in nominal, not constant, dollars. The figures include Governmental and Proprietary Fund debt.

The vast majority of park district bonds issued are General Obligation, as the exhibit below shows. Overall, General Obligation debt increased by 37% between FY1997 and FY2000. Revenue bonds outstanding at year's end jumped dramatically in the study period, from \$4.7 million to \$138 million. Chicago Park District revenue bonds account for \$137 million of that FY2000 figure.

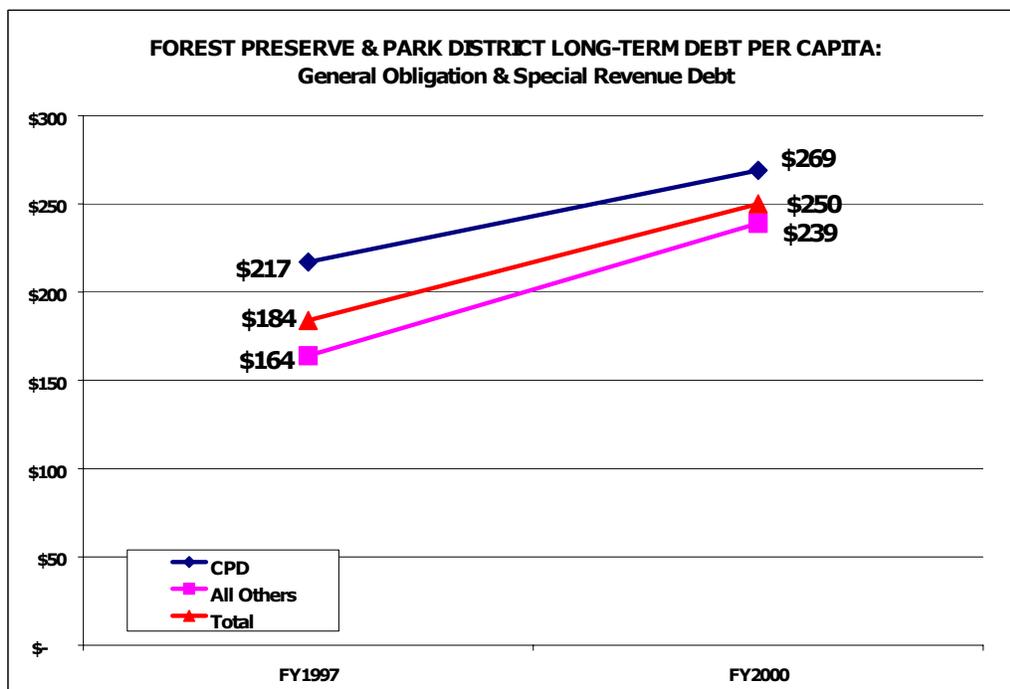
FOREST PRESERVE & PARK DISTRICT LONG-TERM DEBT BY TYPE			
Type of Debt	Outstanding End of 1997	Outstanding End of 2000	%Change
General Obligation Bonds	\$ 1,189,991,865	\$ 1,635,775,416	37%
Revenue Bonds	\$ 4,677,996	\$ 138,224,007	2855%
Alternate Bonds	\$ 70,038,732	\$ 73,180,308	4%
Contractual Commitments	\$ 88,895,778	\$ 121,990,024	37%
Other	\$ 41,716,062	\$ 50,231,906	20%
TOTAL	\$ 1,395,320,433	\$ 2,019,401,661	45%

The next exhibit separates Chicago Park District long-term General Obligation and Special Revenue debt from debt issued by all other park and Forest preserve districts. Long-term debt issued by suburban districts rose by 57% between FY1997 and FY2000, from \$792 million to \$1.2 billion. Overall, long-term debt jumped by 45%. CPD-only General Obligation and Revenue debt increased by \$175 million, or 29%. As noted above, most of the increase was in Revenue bonds.

³⁷ Forest preserve District of Cook County 2000 debt figures were taken from the FY2000 Forest preserve District's *2000 General Purpose Financial Statement* as the District did not report data to the State Comptroller that year.



The last exhibit shows General Obligation and Special Revenue debt per capita for the Chicago Park District, all other districts, and the entire northeastern Illinois region. Regionally, debt per capita rose by 36%, from \$184 to \$250. Chicago Park District debt, which was larger each year on a per capita basis in absolute terms, increased from \$217 to \$269. The largest increase, 46% over the four-year period studied, came in the suburban Forest preserve and park districts. Per capita long-term in those jurisdictions rose from \$164 to \$239.



Chapter Nine

OTHER SPECIAL PURPOSE DISTRICTS

There are a wide variety of other special purpose districts in northeastern Illinois. They include:

- Cemetery Districts;
- Fire Protection Districts;
- Home Equity Districts;
- Hospital Districts;
- Mental Health Districts;
- Mosquito Abatement Districts;
- Multi-Township Assessment Districts;
- Public Health Districts;
- River Conservancy Districts;
- Street Lighting Districts;
- Surface Water Protection Districts; and
- Tuberculosis Sanitarium Districts

These districts provide a single service or group of related services. Most of them are small, with appropriations of \$200,000 or less. For purposes of this analysis, The Civic Federation relied on data reported to the State Comptroller. Thus, it excludes data from districts such as drainage districts that do not levy a property tax and districts with appropriations under \$5,200.³⁸

There are 183 “other” single purpose special districts in the six counties of the Chicagoland region that collect property tax.

FINANCIAL SUMMARY

Summary statistics for other special districts in northeastern Illinois are presented in the following sections. 159 other special districts submitted reports to the State Comptroller in FY1997 and FY2000. The data presented include information on expenditures and revenues from other special districts’ Governmental Funds. For purposes of analysis, data are presented separately for Cook County and the entire six-county region of northeastern Illinois. Since several of these other special districts have overlapping jurisdictions, a person may live in one or several of these other special districts. Therefore, calculations involving population will use the overall populations of the six counties in northeastern Illinois less the population of the City of Chicago, which is overlapped only by minor special district boundaries.³⁹

³⁸ Illinois Comptroller. *FY1999 Fiscal Responsibility Report Card*, p. 84.

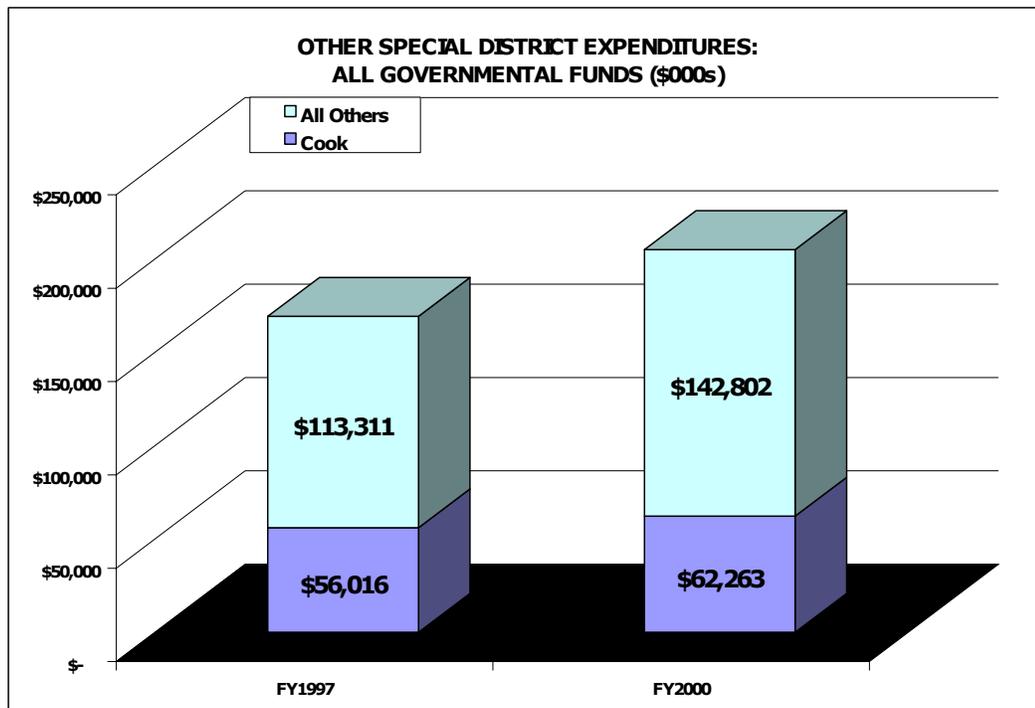
³⁹ More specifically, the population figures used are as follows: Suburban Cook County (Less Chicago) – FY1997 = 2,323,341 and FY2000 = 2,480,725. Collar Counties – FY1997 = 2,493,042 and FY2000 = 2,714,979. Total: FY1997 = 4,816,383 and FY2000 = 5,195,704.

Expenditures: Trends and Distribution by Major Category

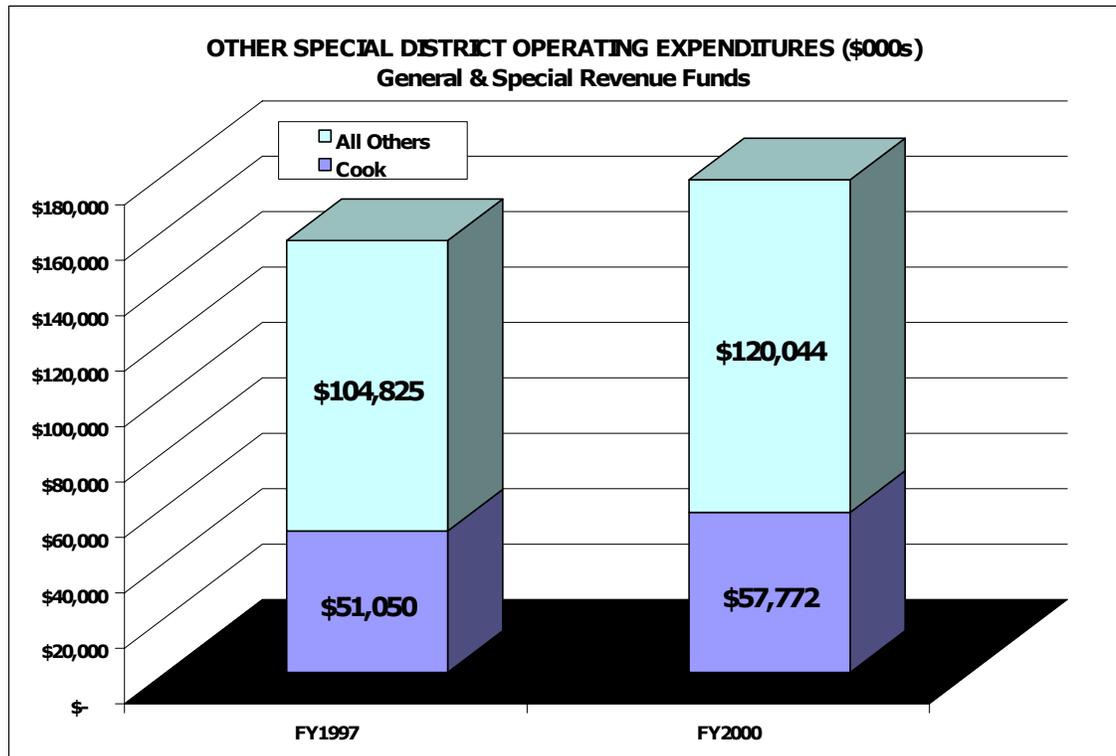
The next three exhibits present information on the amount spent by all other special districts in the six-county region in their Governmental Funds. The data are drawn from the FY1997 and FY2000 Illinois Fiscal Responsibility Report Cards published by the Office of the State Comptroller. The 2000 figures have been deflated to account for inflation between 1997 and 2000, using 1997 as the base year.

Other special district expenditures for all four Governmental Funds – General, Special, Revenue, Debt Service and Capital Projects – rose by 21% between 1997 and 2000. That represents a \$35.7 million increase, from \$169.3 million to \$205.0 million. Several interesting statistics emerge from an analysis of the total expenditure figures:

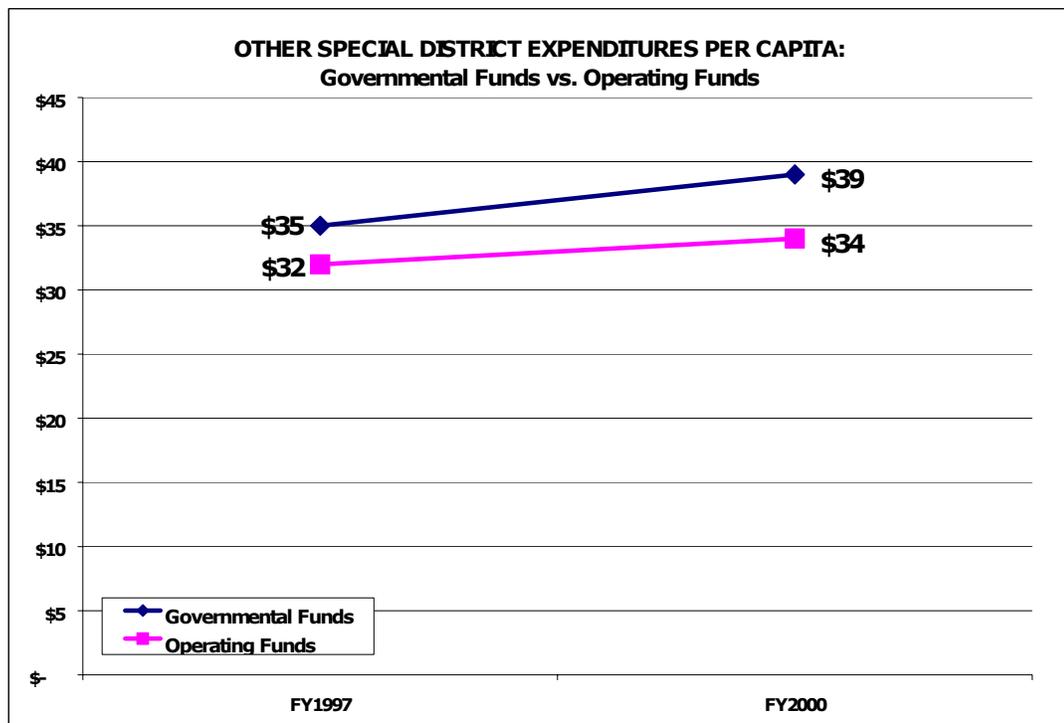
- Other special district expenditures rose over 3 times faster than the region’s population (21% versus 6%);
- Cook County’s portion of total expenditures dropped from 33% in 1997 to 30% four years later; and
- Expenditures for other special districts outside of Cook County grew by 26% while Cook County spending increased by 11%.



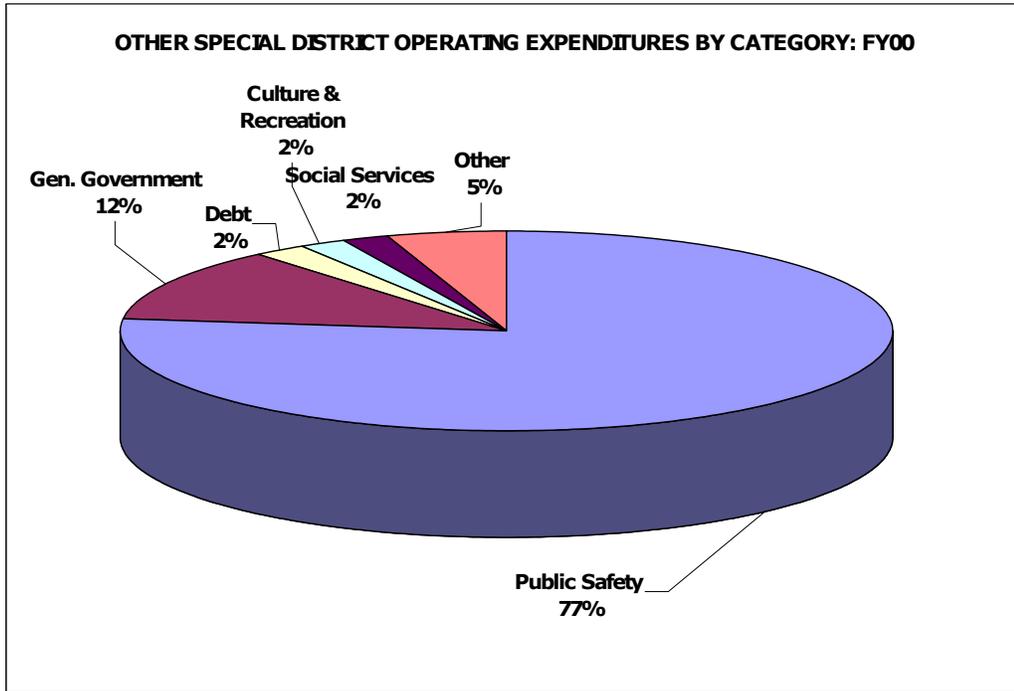
The next exhibit presents data for the other special districts’ General and Special Revenue Funds, which are considered “operating” funds for purposes of this study. Overall, other special district operating expenditures increased by 14% or from \$155.9 million to \$177.8 million. Expenditures for the non-Cook County other special districts increased by 15%, a rate larger than the 9% rate of population growth. Cook County other special districts spending rose by a 13% rate. Cook County’s share of all other special district operating expenditures fell slightly from 33% to 32%.



Per capita other special district spending for the “operating funds” (i.e., the General and Special Revenue Funds) increased by 6% between FY1997 and FY2000, from \$32 to \$34. For all four Governmental Funds (General, Special Revenue, Debt Service and Capital Projects Funds), per capita spending rose by 11%, from \$35 to \$39.



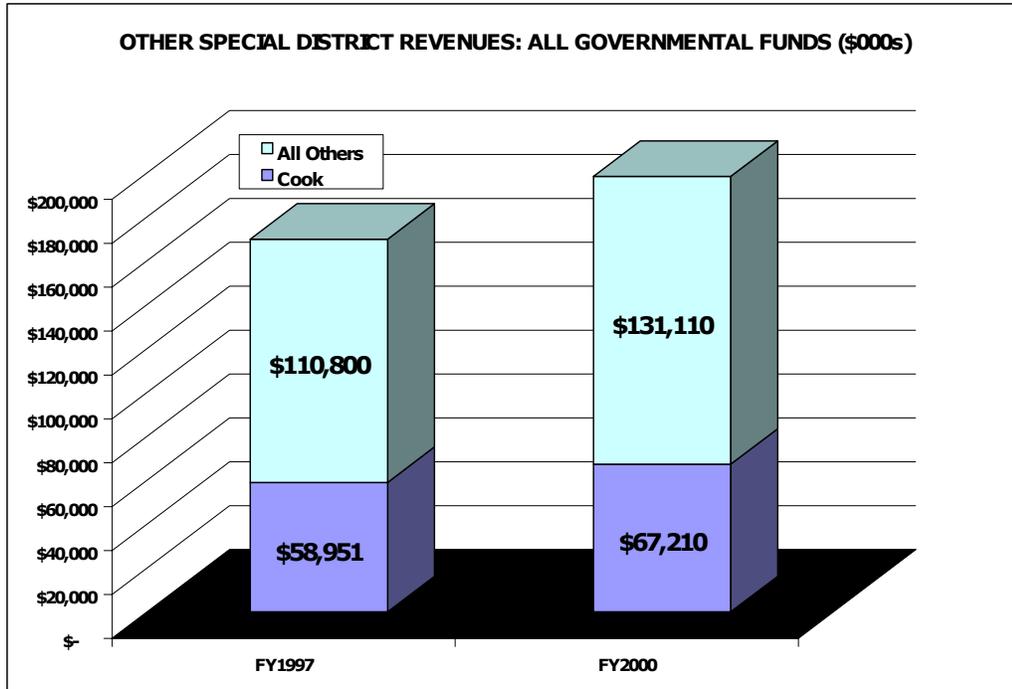
Other special district operating expenditures in FY2000 were devoted overwhelmingly to public safety (77% or \$136.1 million). The second largest spending category was general government activities (12% or \$20.7 million). Debt payments, social services, and culture and recreation each accounted for 2% or approximately \$4 million in spending for each category. The “Other” category, which consumed 5% of all expenditures, includes spending for judiciary and legal, transportation and public works, and housing.



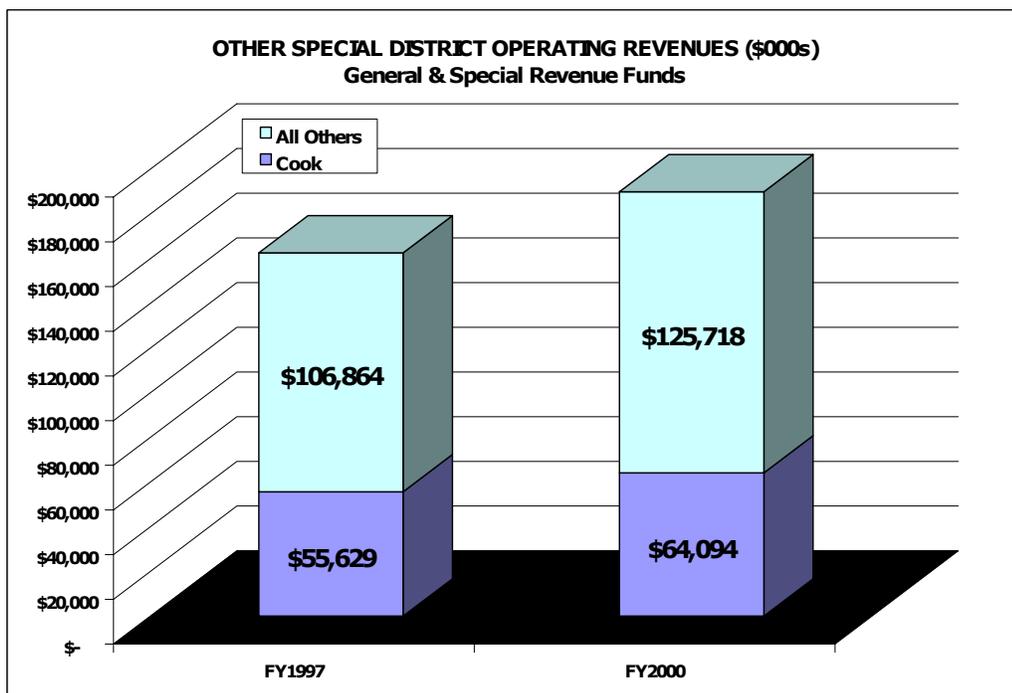
Other Special Districts Revenue Trends and Distribution

The next set of exhibits present information on other special districts revenues in the Chicagoland region. The 2000 revenue figures have been deflated to account for inflation between 1997 and 2000 using 1997 as the base year.

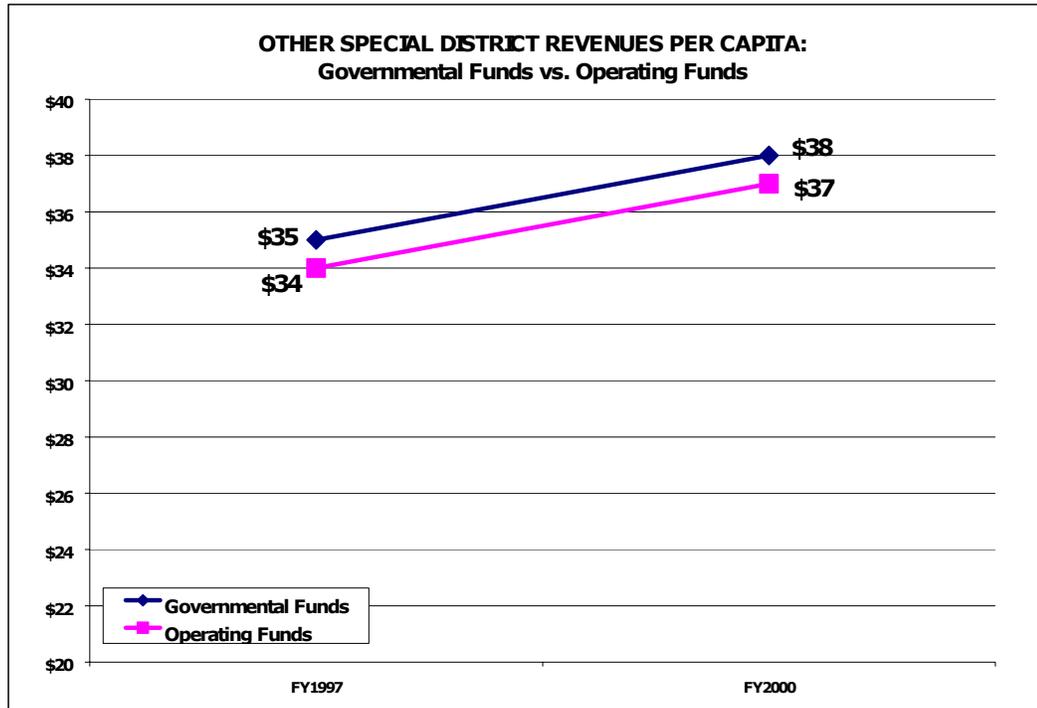
Total other special districts revenues for all four Governmental Funds rose from \$169.8 million to \$198.3 million between 1997 and 2000. Non-Cook County other special districts revenues increased by 18%, a slightly faster rate than the 14% increase for the Cook County and the 6% rate of regional population growth in that period. The Cook County share of all other special districts revenues declined from 35% in 1997 to 34% in 2000.



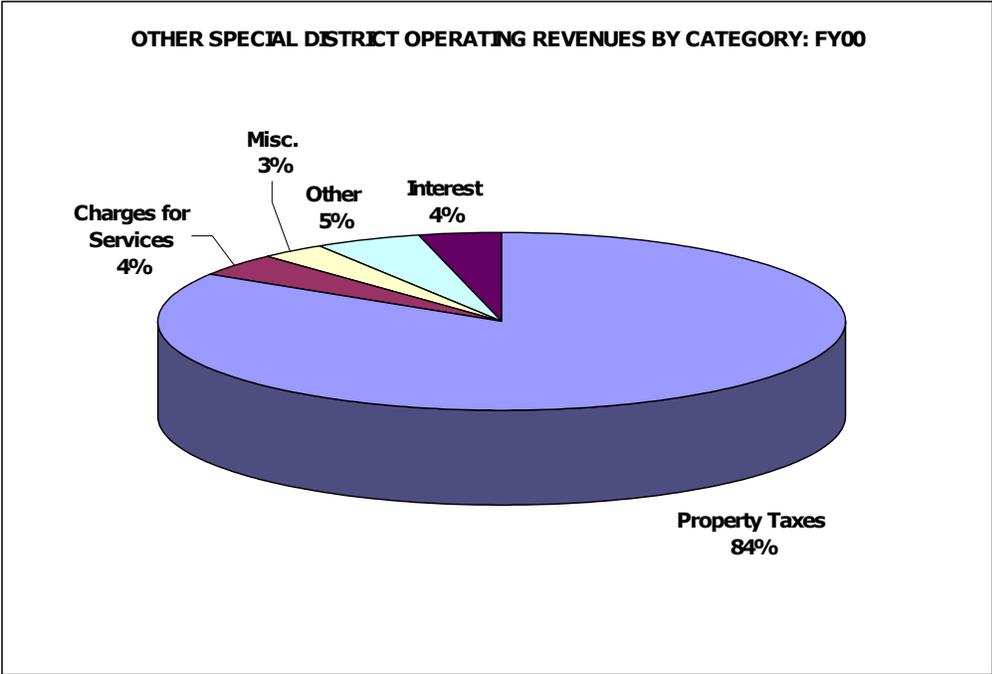
Other special districts operating revenues were 96% of all Governmental Fund revenues in 1997 and 96% four years later. Aggregate, non-Cook County, and Cook County revenue increases all mirrored the increases reported for all four funds. Thus, all operating revenues increased by 17% (from \$162.3 million to \$189.9 million), non-Cook County revenues rose by 18% (\$106.9 million to \$125.7 million), and Cook County-only revenues rose at a 15% rate (from \$55.6 million to \$64.1 million).



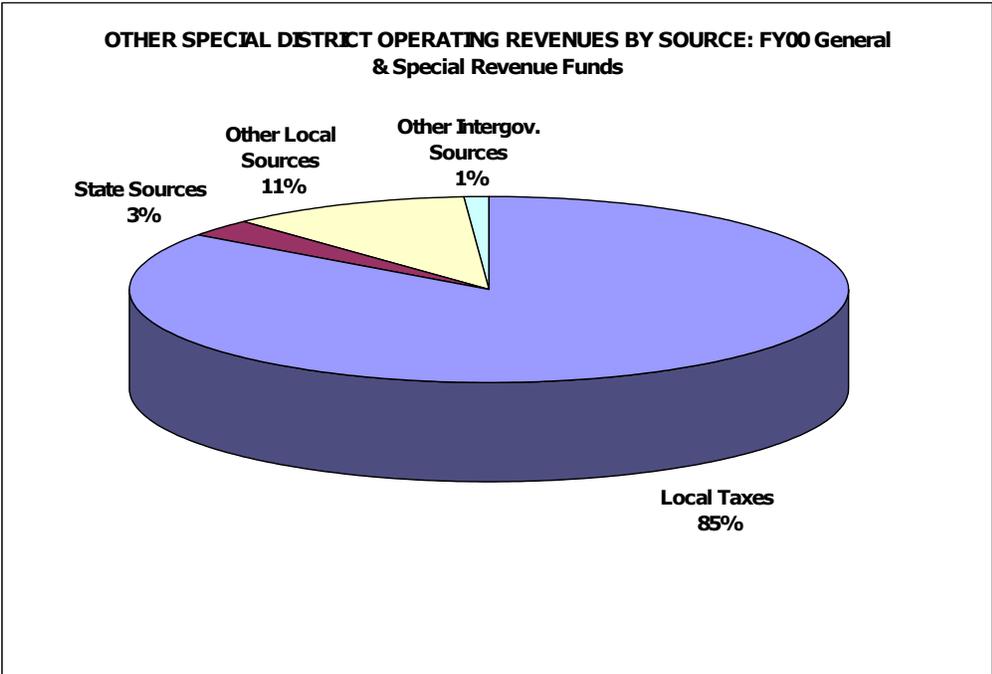
The next exhibit, other special districts revenues per capita, shows changes in revenues relative to changes in population. Over the four years of this study, operating revenues per capita rose from \$34 to \$37 (9%) while all governmental fund revenues also increased by 9% (from \$35 to \$38). Revenues per capita as measured by both indicators increased at a rate that exceeded the region’s 6% population growth.



The following exhibit presents information about major categories of operating revenues for FY2000. Property tax revenues provided the vast majority of other special districts revenues in northeastern Illinois. They account for 84% or \$160.5 million (in deflated dollars) of all other special district revenues in 2000. Charges for services was the second largest source of revenue with 4% or \$7.7 million of all other special districts revenues. Interest revenue was also 4% or \$7.3 million of total special districts revenues. Miscellaneous revenue provided 3% or \$5.5 million of other special districts revenues. The “Other” category includes several taxes that individually yield relatively small percentages of aggregate other special districts revenues. They include other local taxes, state replacement tax, other state sources, federal revenues, other intergovernmental revenues, licenses and permits, and fines and forfeitures.



Other special districts revenues derive primarily from local taxes and other local sources. 96% of all revenues in FY2000 - \$182.0 million were locally based. 3% or \$6.1 million was derived from state sources. Federal sources provided less than 1% of other special districts revenues.



Other Special District Expenditure Growth vs. Revenue Growth

A comparison of other special districts expenditure and revenue per capita growth rates shows that while expenditures outpaced revenues in all four Governmental Funds, the reverse was true when just the two operating funds were considered. This suggests that much of the expenditure increase was fueled by capital and debt service expenditures.

OTHER SPECIAL DISTRICT EXPENDITURE & REVENUE GROWTH: 1997 & 2000		
	Governmental Funds	Operating Funds
Per Capita Expenditure Growth Rate	11%	6%
Per Capita Revenue Growth Rate	9%	9%

Other Special District Fund Balance: FY2000

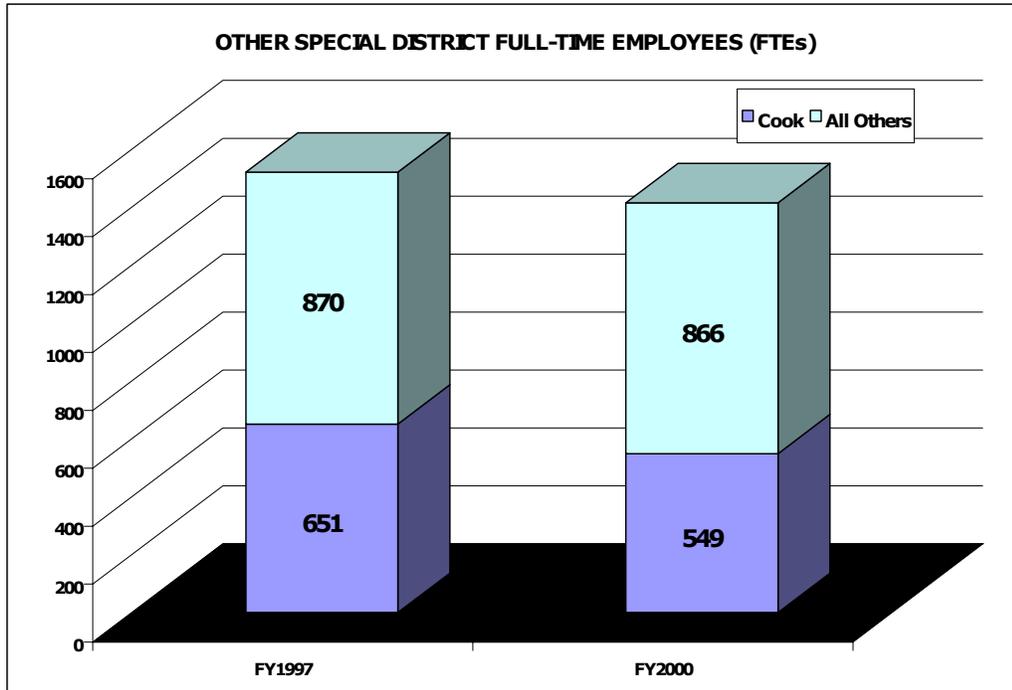
The current fund balance ratio measures a government's ability to meet its financial obligations over time, long enough to convert illiquid assets to cash. It is calculated by dividing General and Special Revenue Fund operating expenditures by the unreserved fund balances in those funds. Ratios are presented below only for FY2000 because comparable data were not reported to the State Comptroller in FY1997. As the exhibit shows, the other special districts in the region in the aggregate posted a "high" current fund balance ratio in FY2000. The ratios were significantly different for Cook County (42%) and the other counties of the region (98%). When ratios are reported in the "High" category, governments should consider shifting toward longer term asset holdings, retiring debt or adjusting the income streams feeding the funds to bring income into line with current spending requirements.

OTHER SPECIAL DISTRICT CURRENT FUND BALANCE RATIO: FY00				
	Unreserved Fund Balance	GF & SRF Operating Expenditures	Ratio	Rating
Cook County	\$ 54,130,183	\$ 128,447,080	42%	Substantial
All Others	\$ 60,791,435	\$ 61,816,040	98%	High
Total	\$ 114,921,618	\$ 190,263,120	60%	High

Other Special District Personnel Trends

The next exhibit shows the number of full time employees in the northeastern Illinois region, as measured in full time equivalent positions. (Comparative data were not available for expenditures on salaries in the two years analyzed.)

The number of employees dropped from FY1997 to FY2000 from 1521 to 1415. This represents a 7% decrease. Cook County's share of other special districts employees dropped from 43% to 39% during this time period.



Long-Term Debt Trends

47 other special purpose districts in northeastern Illinois reported issuing long-term debt in both FY1997 and FY2000. In the following analysis, debt figures are presented in nominal, not constant, dollars. The figures include debt figures for the Governmental and Proprietary Funds.

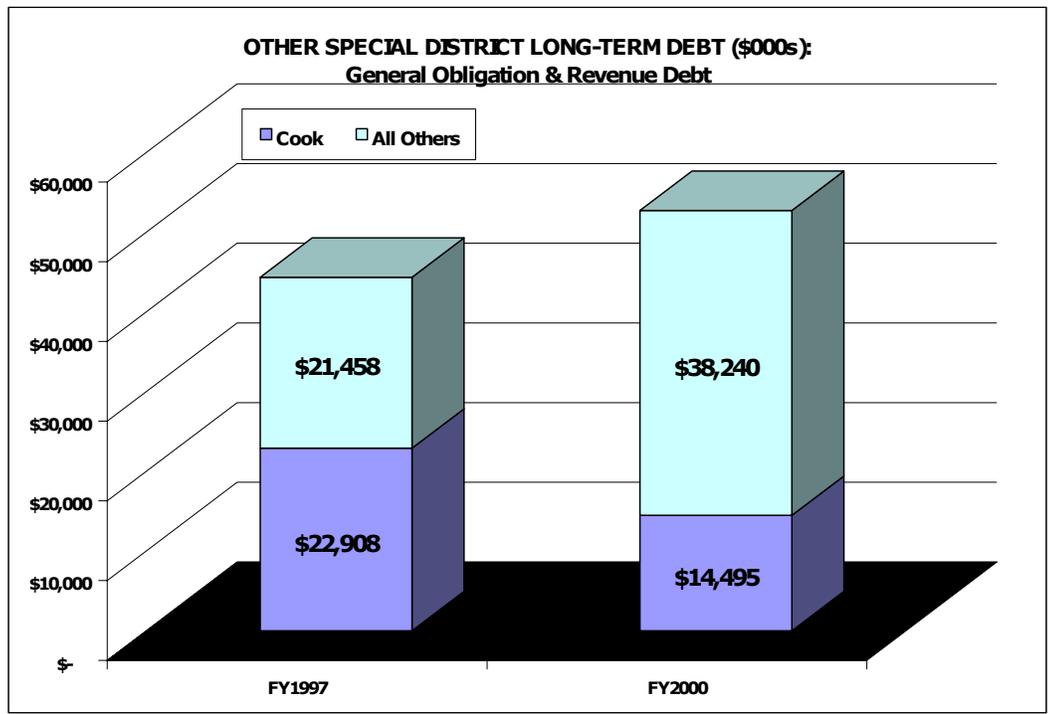
46% of all the long-term debt outstanding at the end of FY1997 and 48% of all the long-term debt outstanding at the end of FY2000 was general obligation debt. The exhibit below shows that there was a 15% increase in the issuance of other special district debt between FY1997 and FY2000. Overall, long-term debt rose from \$96.3 million to \$110.7 million. General obligation debt, backed by the full faith and credit of the other special district governments, increased by 19% over the 4-year period analyzed. In FY1997, there were \$115,005 of revenue bonds and no revenue bonds by FY2000. Alternative revenue bond issues were not used to issue long-term debt for other special districts. Contractual commitments increased 41%, from \$10 million to approximately \$14 million. Contractual commitments are defined as any general long-term debt entered into by contractual agreement, such as contractual commitments with a term of one year or more. This includes lease purchase agreements, notes, and installment contracts.⁴⁰

⁴⁰ Illinois State Comptroller. Chart of Accounts and Definitions, *FY2000 Fiscal Responsibility Report Card*, p. 16.

Finally, other types of long-term debt increased by 4% from \$42 million to nearly \$44 million.

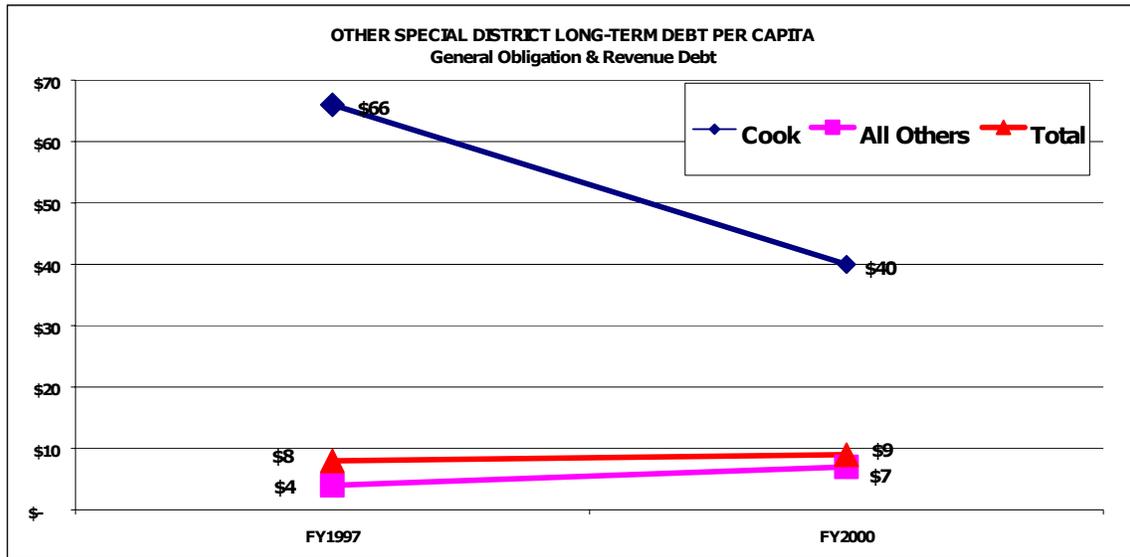
OTHER SPECIAL DISTRICT TOTAL LONG-TERM DEBT BY TYPE			
Type of Debt	Outstanding End of 1997	Outstanding End of 2000	%Change
General Obligation Bonds	\$ 44,251,851	\$ 52,735,251	19%
Revenue Bonds	\$ 115,003	\$ -	-100%
Alternate Revenue Bonds	\$ -	\$ -	0%
Contractual Commitments	\$ 10,014,097	\$ 14,125,950	41%
Other	\$ 42,006,313	\$ 43,862,415	4%
Total	\$ 96,387,264	\$ 110,723,616	15%

The next exhibit breaks out total General Obligation and Revenue debt between Cook County and other special districts and those in the other five counties in the region. Cook County long-term debt outstanding at year-end declined by 37% between 1997 and 2000, from \$22.9 million to \$14.5 million. Non-Cook County debt rose sharply at the rate of 78%. Thus, the overall increase in the region's long-term debt load can be attributed to counties outside of Cook County. Cook County's share of all regional General Obligation and Revenue bond debt decreased from 52% in FY1997 to just 27% four years later.



Other special districts debt per capita for the entire region, Cook County and all other counties is shown below. Cook County long-term debt per capita dropped by 39% in the study period. Overall, long-term debt per capita region-wide increased by 13%,

propelled by the 75% increase from non-Cook County other special districts. The Cook County figures are much higher than those for the other counties because the population base for the Cook special districts was much smaller. In FY1997, the Cook special districts had a reported population of 342,750 as opposed to over 5 million for the districts in the other 5 counties. In FY2000, the Cook County special district population rose to 357,769 while the non-Cook districts increased to nearly 5.2 million.⁴¹



⁴¹ Illinois State Comptroller. *FY1997 and FY2000 Fiscal Responsibility Report Cards* – debt population statistics.