

***5 ILCS 140/4***

**DESCRIPTION  
OF  
THE CITY OF ROCKFORD**

**JANUARY 1, 2010**

# **Council Rooms, City of Rockford**

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Date: December 21, 2009

By Alderman Frank Beach, Chairman, Code and Regulation Committee

RESOLVED, that Kerry F. Partridge, City Attorney and Angela L. Hammer, Assistant City Attorney are hereby appointed Freedom of Information Officers for the City of Rockford as mandated by the 2010 Illinois Freedom of Information Act.

<b>Department</b>	<b>FILO</b>	<b>Deputy FILO 1</b>	<b>Deputy FILO 2</b>	<b>Deputy FILO 3</b>
Human Services	Amy Newell	Suzanne Scott		
Legal	Kerry Partridge	Angela Hammer	Patrick Hayes	
Finance	Mary Johnson	Anne Wilkerson	Jeff Miller	
CEDD	Arienne Clarke	Brenda Stromquist	Sandra Hawthorne	
Mayor	Chris Washington	Jim Ryan	Julia Valdez	
Police	Roger Ratze	Craig Youngberg	Grace Westphal	Lori Baker
IT	Glenn Trommels	Kevon Hayes		
Public Works	Marcy Leach	Jeremy Bahr	Kelly Nokes	
Fire	Judi Yehling	Kathy Olson		
Human Resources	Kim Ryan	Laura Ahern		

# **Council Rooms, City of Rockford**

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Date: December 21, 2009

By Alderman Franklin Beach, Code and Regulation Committee

RESOLVED, that the Mayor and Legal Director are authorized to execute the attached Policy for Implementation of the 2010 Freedom of Information Act.

**POLICY FOR IMPLEMENTATION OF THE  
2010 ILLINOIS FREEDOM OF INFORMATION ACT  
BY  
THE CITY OF ROCKFORD**

This Policy includes the procedures and instructions for requesting public records from the City of Rockford under the 2010 Illinois Freedom of Information Act (the “Act”).

The City will respond to written requests for inspection, copying and certification of public records in accordance with the Act, this Policy, and any other applicable law. Generally, under the Act, the City will provide public records for inspection or copying as requested except for records (1) that would, if disclosed, violate individual privacy, or (2) whose production would disrupt the duly undertaken work of the City, or (3) that are specifically exempted from disclosure by the Act or other applicable law.

Requests and other communications relating to public records may be submitted:

1. On the City of Rockford’s Website; or
2. To the applicable department’s Freedom of Information Liaison Officer (FILO);  
or
3. To the City’s Freedom of Information Officer: Kerry F. Partridge, Department of Law, 425 East State Street, Rockford, IL 61104, kerry.partridge@rockfordil.gov.

**I. INTERPRETATION**

**A. Conflicts**

This Policy does not supersede the provisions of the Act. If a provision of this Policy conflicts with the Act, then the provisions of the Act will govern.

**B. Definitions**

In addition to the definitions provided in the Act or elsewhere in this Policy, the following definitions apply:

1. Business Hours: 9:00 a.m. to 5:00 p.m. on a Business Day.
2. Business Day: Any day on which general offices of the City at City Hall are open and staffed for regular public business. Business Days generally are Monday through Friday, except federal and state legal holidays.
3. Freedom of Information Officer: The Freedom of Information Officer of the City identified above and designated under Section 3.5 of the Act.
4. Public Access Counselor: The Public Access Counselor of the Office of the Illinois Attorney General.
5. Request: A request to inspect and copy public records.

6. Request Made for Commercial Purposes: A Request made with the intent to use the requested records (or the information derived from those records), in whole or in part, for sale, resale, or solicitation or advertisement for sales or services. However, a Request submitted by news media or by non-profit, scientific, or academic organizations will not be deemed to be made for commercial purposes if the principal purpose of the Request is (a) to access and disseminate information concerning news and current or passing events, (b) for articles of opinion or features of interest to the public, or (c) for the purpose of academic, scientific, or public research or education.
7. Requestor: A person, firm, or corporation that files a Request with the City.
8. Response Time: The time for response by the City to a request for public records, as calculated pursuant to Subsection III.A of this Policy.

### **C. Days; Measurement of Time**

1. Days. In counting the number of days allowed for a response or a decision to be given by the City under the Act and this Policy, the City will not include the day on which the request or notice requiring the response or decision was first received.
2. Supplemental Requests. Supplemental, amended, or additional Requests will not relate back to the time of receipt of the initial Request. Supplemental, amended, or additional Requests will be considered new Requests for purposes of determining the applicable Response Time.
3. Response Date. All responses and decisions to be issued by the City under the Act and this Policy will be deemed to have been given on the date of personal delivery to the person or to the residence of the person entitled to the response or decision or, if mailed, on the date of mailing, regardless of the date of actual receipt by that person. Each response and decision will include proof of service evidencing the method by which, and time at which, the response or decision was delivered.

## **II. REQUESTS FOR INSPECTION, COPYING, OR CERTIFICATION OF PUBLIC RECORDS**

### **A. Officials Responsible for Responding to Requests**

The Freedom of Information Officer, Freedom of Information Liaison Officer(s) (FILOs) or designees are the persons administratively responsible for receiving and processing Requests.

The Freedom of Information Officer or designee is the person with authority on behalf of the City to grant or deny Requests, to extend the Response Time, and to issue the appropriate notices with respect to all related matters. The Freedom of Information Officer may consult with City staff, officials, and others as appropriate before responding to a Request.

The City may, from time to time, appoint a Deputy Freedom of Information Officer and the Freedom of Information Officer may appoint Freedom of Information Liaison Officer(s) (FILOs) to assist the Freedom of Information Officer in the performance of his or her duties under the Act and this Policy. In the absence of the Freedom of Information Officer, the Deputy Freedom of Information Officer is authorized to grant or deny Requests, to extend the Response Time, and to issue the appropriate notices with respect to all related matters.

**B. Form of Request**

1. Required Information. A Request must be filed with the City in writing and in English. The City strongly encourages Requestors to submit digital requests in the convenient form available on the City's website or in a similar non-digital form that contains, at a minimum, the following information:
  - a. The Requestor's name;
  - b. Either the Requestor's mailing address, e-mail address, or telephone number;
  - c. A description of the public records requested;
  - d. A statement of purpose, indicating whether the Requestor intends to use the records, or the information derived from those records, for sale, resale, solicitation, or advertisement for sales or services;
  - e. A statement of whether the Requestor is, or represents, news media or a non-profit, scientific or academic organization; and
  - f. A statement of whether the principal purpose of the Request is either (i) to access and disseminate information concerning news and current or passing events, (ii) for articles of opinion or features of interest to the public, or (iii) academic, scientific or public research or education.

Use of the digital Official Request Form on the City's website is the most effective method to obtain a prompt, full, and complete response by the City to a Request.

2. Supplemental Information. If the Request does not contain all of the information required pursuant to Paragraph II.B.1 of this Policy, then the Requestor must fully complete the original form or similar writing.
3. Requests Must Be Complete. No Request will be deemed complete unless it contains, at a minimum, all of the information required pursuant to Paragraph II.B.1 of this Policy.
4. Subpoenas. Except as provided in Section 9.5(c) of the Act, this Policy will not apply to any subpoena for records received by the City and issued by, or in accordance with the rules of, a court or agency of competent jurisdiction.

### C. **Submittal of Request**

Completed Requests must be submitted to the City Freedom of Information Officer, Freedom of Information Liaison Officer(s) (FILOs) or designees via the City's website, by e-mail, mail, telefax, overnight courier service (ie. UPS, FedEx), or in person, in accordance with the following:

1. In-Person Submissions. Requests submitted in person must be given to the designated department FILO, Freedom of Information Officer or designees or filed in the office of the Department of Law.
2. Electronic Mail Submissions. Requests submitted by electronic mail must be sent directly to the Freedom of Information Liaison Officer(s) (FILOs), Freedom of Information Officer at [kerry.partridge@rockfordil.gov](mailto:kerry.partridge@rockfordil.gov) or designees, and will be deemed received only upon actual receipt by the above on a Business Day during Business Hours, regardless of date or time of submission.
3. All Other Submissions. Requests submitted by mail or other means must be addressed to the Freedom of Information Officer at City Hall, Freedom of Information Liaison Officer(s) (FILOs) or designees, and will be deemed received only upon actual receipt by the City on a Business Day, regardless of date of submission.

All City officials and employees who receive a Request *must immediately* forward that Request to the City's FOIA SharePoint site.

### D. **Processing of Request**

1. The Freedom of Information Liaison Officer (FILO) or designee must complete the Checklist immediately upon receipt of the Request. If the recipient determines that the Request is not complete, as provided in Section II of the Checklist, the recipient must send a Notice of Incomplete Request form and/or a Supplemental Information form to the Requestor within five Business Days after receipt of the Request. If the recipient determines that the Request is complete, the recipient must upload the FOIA request to the City SharePoint site and complete the requested information on the Work Flow form.
2. The recipient must maintain an electronic and paper copy of the Request, including all documents submitted with the Request.
3. The recipient must create an electronic or paper file for the retention of the original Request, a copy of the response by the City, a record of all written communications with the Requestor regarding the Request, and a copy of other communications related to the Request.
4. The Freedom of Information Officer must keep all Notices of Denial in a single central electronic file, searchable according to the type of exemption asserted, and, to the extent feasible, according to the types of records requested.



### III. RESPONSES TO REQUESTS

#### A. Time for Response

1. Requests Made for Commercial Purposes. The City will respond within 21 Business Days after a completed Request Made for Commercial Purposes.
2. Arrest Reports. For completed Requests for chronologically maintained arrest and criminal history information, the City will respond within 72 hours after the later to occur of (a) the Requested arrest, or (b) the time of receipt of the Request.
3. All Other Requests. For all Requests other than those set forth in Paragraph III.A.1 or III.A.2 of this Policy, the City will respond within five Business Days after a completed Request is received, unless the City has extended the Response Time pursuant to Paragraph III.A.4 of this Policy.
4. Extension of Time
  - a. If the Freedom of Information Officer or designee determines that additional time is needed and allowed under the Act to respond to a Request, then the Freedom of Information Liaison Officer (FILO), using a Notice of Extension form, will notify the Requestor within the applicable Response Time of the determination, of the reasons requiring the extension, and of the length of the extension (which may not exceed five additional Business Days). The Freedom of Information Liaison Officer (FILO) may not issue a Notice of Extension for Requests Made for Commercial Purposes.
  - b. The Requestor and the City, using an Extension Agreement form, may agree in writing to extend the time for compliance for a period to be mutually determined. In their discretion, the Freedom of Information Liaison Officer (FILO) may deliver to the Requestor a Request for Extension Agreement form and an Extension Agreement form. The FILO is authorized to execute, in his or her discretion, an Extension Agreement after it has been executed by the Requestor. The FILO must respond to the Request within the applicable Response Time, unless and until the Requestor and the City have executed the Extension Agreement.

#### B. Disclosure of Public Records

1. Notice of Approval. If the Freedom of Information Liaison Officer (FILO) determines that the Act requires disclosure of all or any part or portion of the requested public records, then the FILO will notify the Requestor in writing of his or her determination, using the Notice of Approval form.
2. Approval of Requests Made for Commercial Purposes. If the Request is a Request Made for Commercial Purposes, and the requested records are not immediately available for inspection or pick-up, then the Notice of Approval will specify a reasonable date on which the requested records will be available for inspection or pick-up, based on the size and complexity of the Request.

3. Search of City Files and Use of City Equipment. Except as otherwise specifically authorized by the Freedom of Information Officer, only City employees and City contractors are permitted to search City files, records, or storage areas, or to use City equipment in connection with any Request.
4. Removal of Original Records. Original public records may not be removed from any City building at any time, except as authorized by the City Legal Director.
5. Inspection of Public Records. Public records approved by the FILO for disclosure may be inspected, or copies of public records obtained, during Business Hours at City Hall or another location designated by the FILO. Requestors must make an appointment with the FILO for a date and time to inspect public records at City Hall (or another location designated by the FILO).
6. Copies of Public Records. Copies of public records approved by the Freedom of Information Officer for disclosure may be obtained during Business Hours at City Hall or another appropriate location designated by the FILO, provided that the Requestor had requested copies in the Request and has paid any applicable fees.
7. Mailing of Requested Public Records. Copies of public records will be mailed to the Requestor only if the Freedom of Information Officer reasonably determines that it is unduly burdensome for the Requestor to arrange for inspection of the original public records, or for pick up of copies of the public records at City Hall.
8. Audio and Video Recordings. Requests for reproduction of any public records that are audio or video recordings will be honored in accordance with the provisions of the Act, the Illinois Open Meetings Act, any other applicable State law, and this Policy, and payment of the actual cost of duplication.
9. Records Maintained in Electronic Format. If the requested public records are maintained by the City in an electronic format, then the City will reproduce copies of the requested public records in the electronic format specified by the Requestor, if feasible. The City may charge to the Requestor the actual cost of the medium necessary for that format.
10. Payment of Fees. The Requestor must pay all copying, certification, and postage fees in advance of receiving copies of any public records.
11. Acknowledgment of Inspection. When the copies of the requested public records have been delivered or inspected, the FILO and the Requestor must acknowledge delivery or inspection by execution of the Acknowledgment of Inspection form.

### **C. Categorical Requests**

1. Notice to Meet and Confer. If the Freedom of Information Officer determines that a Request for all records falling within a category will unduly burden the City, and that the burden to the City outweighs the public interest in production of the public records sought, then the FILO, using a Notice for Meeting form will notify the Requestor in writing of the determination, of the reasons supporting the

determination, and of the right of the Requestor to meet with the FILO in an effort to narrow the Request.

2. Failure to Respond by City. The Freedom of Information Officer may neither determine that a Request is unduly burdensome, nor issue a Notice for Meeting, if the City has previously failed to respond to that Request within the applicable Response Time.
3. Agreement to Narrow Request. If the Requestor agrees to meet and confer with the FILO regarding the Request, then the FILO will respond to the Request, or to the Request as narrowed at the meeting, within the applicable Response Time, calculated from the date of adjournment of the meeting. That response may take any form specified in this Section III. If the Requestor agrees to narrow the scope of the Request, the FILO will deliver an Acknowledgment of Narrowed Request to the Requestor at the conclusion of the meeting.
4. Failure to Meet and Confer. If the Requestor does not agree to meet and confer with the FILO regarding the request, then the Freedom of Information Officer will deny the Request on the fifth Business Day after the date of the Notice for Meeting, using the General Notice of Denial/Partial Denial of Request form.

#### **D. Denial**

1. Denials Under Section 7(1)(c) and 7(1)(f). If the Freedom of Information Officer determines that all, or some, or a portion of any requested public records are not subject to disclosure under Sections 7(1)(c) or 7(1)(f) of the Act, then the FILO must send notice to the Public Access Counselor of the City's intent to deny the Request, using the Notice of Intent to Deny form. The Notice of Intent to Deny must include a copy of the Request and the proposed Section 7(1)(c)/7(1)(f) Notice of Denial. A copy of the Notice of Intent to Deny must be sent to the Requestor. If the Public Access Counselor determines that further inquiry into the Request is not warranted, then the FILO will deliver the Section 7(1)(c)/7(1)(f) Notice of Denial to the Requestor as provided in this Policy.
2. Other Denials. If the Freedom of Information Officer determines that all, or some, or a portion of any requested public records are not subject to disclosure under any other provision of the Act or under this Policy, then, except as provided in this Subsection D, the FILO must deliver a notice of denial to the Requestor, using the General Notice of Denial/Partial Denial of Request form or a similar written form. The FILO may not deliver the General Notice of Denial/Partial Denial of Request to the Public Access Counselor, except upon receipt of a request from the Public Access Counselor pursuant to Section 9.5(c) of the Act.
3. Contents of Denials. Each Section 7(1)(c)/7(1)(f) Notice of Denial and General Notice of Denial/Partial Denial of Request must set forth the reason(s) for the denial, and must notify the Requestor of his or her rights to (a) seek review of the denial by the Public Access Counselor, and (b) seek judicial review under Section 11 of the Act.

4. Denials on Multiple Grounds. If the Freedom of Information Officer also determines that all, or some, or a portion of any requested public records are not subject to disclosure pursuant to both Paragraph III.D.1 and Paragraph III.D.2 of this Policy, the FILO must prepare both a Section 7(1)(c)/7(1)(f) Notice of Denial and a General Notice of Denial, as provided in Paragraphs III.D.1 and III.D.2 of this Policy.
5. Denials in Writing. Except as otherwise provided by the Act, all denials of Requests will be in writing.
6. Cooperation with Public Access Counselor. If the Public Access Counselor determines that further inquiry into any denied Request is warranted, the Freedom of Information Officer will comply with the directives of the Public Access Counselor, or seek appropriate review of those directives, in accordance with the Act.

**E. No Obligation to Create New Records**

Except as provided in Section V of this Policy, the Act and this Policy do not require the City, in the course of responding to Requests, to create records that the City does not already maintain in record form.

**F. No Obligation to Interpret or Advise**

Neither the Act nor this Policy require the City to interpret, or advise Requestors as to the meaning or significance of, any public records.

**IV. FEES**

**A. Fees Established**

Unless fees are waived or reduced under to Subsection IV.C of this Policy, each Requestor must pay the following fees for copying, certification, and mailing of public records:

- |    |  |                 |
|----|--|-----------------|
| 1. | Copies – 8½ x 11 or 8½ x 14, Black and White |                 |
|    | First 50 pages                               | Free            |
|    | Additional pages                             | \$0.15 per page |
| 2. | Mailing                                      | Cost of Postage |

If the requested records are of a type not listed above, or when the services of an outside vendor are required to copy any public record that are not 8½ x 11 or 8½ x 14, Black and White, then the fees charged for copying the records will be the actual charges incurred by the City, and the fees stated in items 1 and 2 above will not apply. The fees stated in items 1 and 2 will also not apply if the fee for the requested records is otherwise fixed by

statute. If the requested records are produced on an electronic medium, then the Requestor must pay the actual cost of the medium.

The City has determined that the fees in this Subsection A are no more than necessary to reimburse the City for the actual cost of reproducing, certifying, and mailing public records requested pursuant to the Act and this Policy.

**B. Method and Time of Payment**

Payment of all required fees must be made in cash, by cashier's or certified check, or by money order prior to the examination, copying, certification or mailing of any public record.

**C. Waiver of Fees**

The fees provided in Subsection IV.A of this Policy may be waived or reduced by the Freedom of Information Officer if the Requestor includes in the Request the specific purpose of the Request and establishes to the reasonable satisfaction of the Freedom of Information Officer that a fee waiver or reduction is in the public interest. Any request for a fee waiver or reduction must be indicated in the Request at the time the Request is filed. A subsequent request will not be considered.

A fee waiver or reduction will be considered to be in the public interest only if the principal purpose of the Request is to disseminate information regarding the public health, safety, and welfare or the legal rights of the general public. No fee waiver will be granted if the Request is for the principal purpose of personal or commercial benefit to the Requestor. The Freedom of Information Officer may consider the number of requested public records and the cost and necessity of copying them in setting the fee waiver or reduction amount.

**D. Waiver for Failure to Respond**

If the Freedom of Information Officer does not respond to a Request properly submitted pursuant to Section II of this Policy within the applicable Response Time, then the City will not require the payment of fees for any copies of records produced in response to that Request.

**V. CITY OBLIGATIONS**

**A. Organizational Description**

The Freedom of Information Officer or designee, at least once each fiscal year, will produce and make available for inspection, copying, and mailing to any person requesting it, a brief description of the City. The description must identify and describe the membership of the City Council and of all of its standing and special committees and other advisory bodies and also must include:

- a short summary of the City's purpose,
- a block diagram of the City's functional departments,

- the approximate number of the City's full and part-time employees,
- the total amount of the City's operating budget, and
- the number and location of each of the City's offices.

The Freedom of Information Officer or designee must post the description required pursuant to this Subsection V.A to the City's website.

**B. Index of Public Records**

The Freedom of Information Officer or designee must create, maintain current, and make available for inspection, copying, and mailing, a current index of all types or categories of public records prepared or received, and maintained, by the City after July 1, 1984. The index must be reasonably detailed in order to aid persons in obtaining access to the public records of the City.

**C. Records Stored by Electronic Data Processing**

The Freedom of Information Officer or designee must prepare and furnish, to any person requesting it, a description of the manner in which public records of the City stored by means of electronic data processing may be obtained in a form comprehensible to persons lacking knowledge of computer language or printout format.

**D. Summary of Procedures**

The Freedom of Information Officer or designee must create, maintain current, and make available for inspection, copying, and mailing, a brief summary of the procedures established by this Policy. The Freedom of Information Officer or designee must post the summary required pursuant to this Subsection V.D to the City's website.

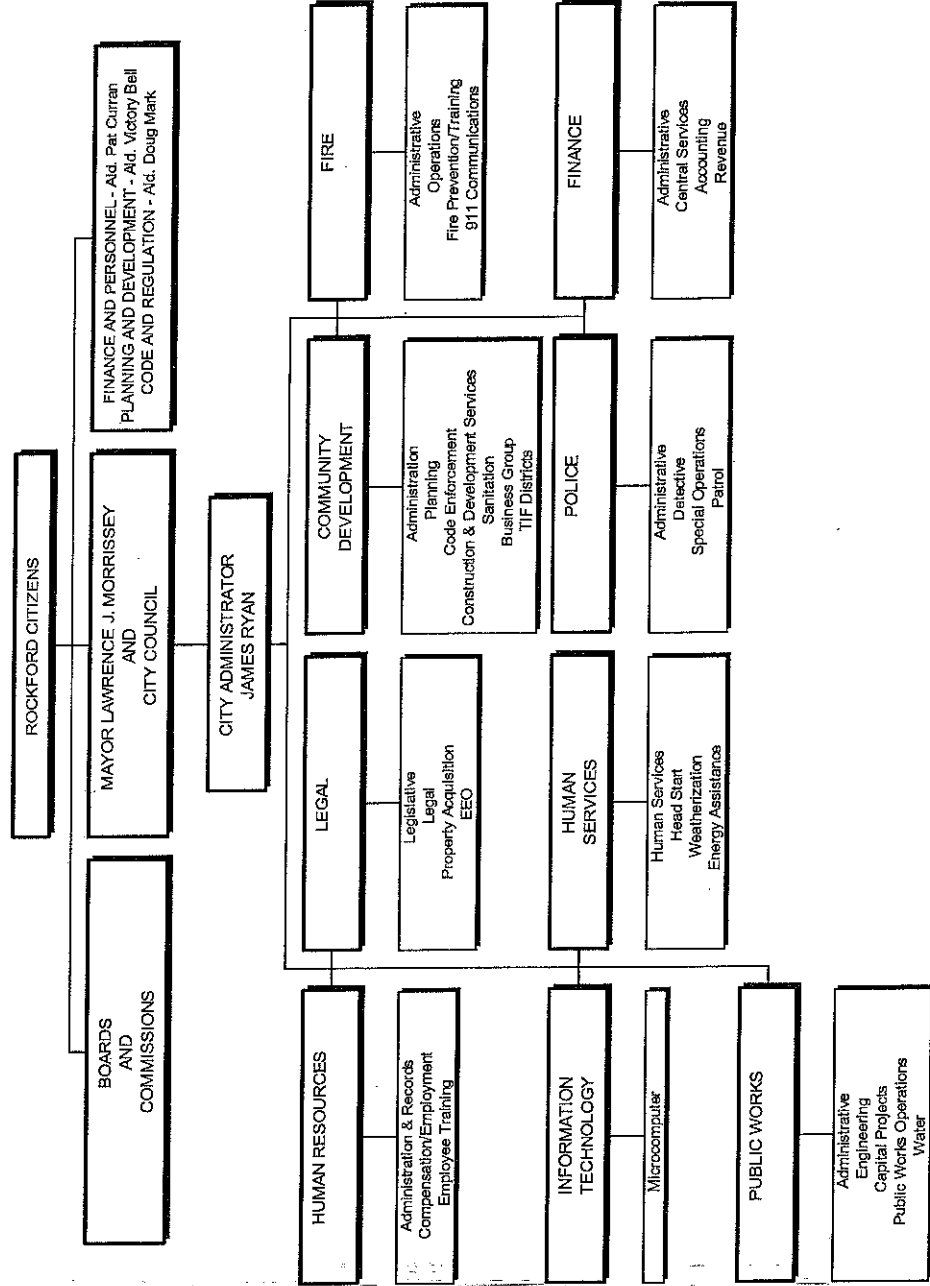
**E. Posting and Mailing of Information**

The Freedom of Information Officer or designee must keep posted at City Hall, and will mail to any person making a request, copies of the Organizational Description prepared pursuant to Subsection V.A of this Policy, the Index of Public Records prepared pursuant to Subsection V.B of this Policy, and the Summary of Procedures prepared pursuant to Subsection V.D of this Policy.

**F. Filing of Notices of Denial**

The Freedom of Information Officer or designee must retain copies of all Notices of Denial and Notices of Intent to Deny in a single file at City Hall that is open to the public and indexed according to the type of exemption asserted and, to the extent that categorization is feasible, the type of records requested.

# CITY OF ROCKFORD, ILLINOIS ORGANIZATION CHART



- Board of Election Commission
- Building Board of Appeals
- Community Action Program Board
- Community Development Citizens Participation Committee
- Electrical Commissions
- Greater Rockford Airport Authority
- Historical Preservation Commission
- Homestead Board
- Liquor Commission
- Mechanical Board
- Rockford Housing Authority
- Rockford Library Board
- Rockford Local Development Corporation
- Rockford Mass Transit District
- Traffic Commission

## Mayor Lawrence J. Morrissey 2005-2009

### City Council:

First Ward	Joe Sosnowski
Second Ward	Patrick Curran
Third Ward	Douglas Mark
Fourth Ward	Carl Wasco
Fifth Ward	Victory Bell
Sixth Ward	Leonard J. Jacobson
Seventh Ward	Ann Thompson-Kelly
Eighth Ward	Nancy L. Johnson
Ninth Ward	William Timm
Tenth Ward	Franklin C. Beach
Eleventh Ward	Jeff Holt
Twelfth Ward	John C. Beck
Thirteenth Ward	Linda McNeely
Fourteenth Ward	Daniel P. Conness

## Mayor Lawrence J. Morrissey 2009-2013

### City Council:

First Ward	Joe Sosnowski
Second Ward	Patrick Curran
Third Ward	Douglas Mark
Fourth Ward	Carl Wasco
Fifth Ward	Venita Hervey
Sixth Ward	Leonard J. Jacobson
Seventh Ward	Ann Thompson-Kelly
Eighth Ward	Nancy L. Johnson
Ninth Ward	William Timm
Tenth Ward	Franklin C. Beach
Eleventh Ward	Karen Elyea
Twelfth Ward	John C. Beck
Thirteenth Ward	Linda McNeely
Fourteenth Ward	Bill Robertson



## City of Rockford Operations and Office Locations

City Hall  
425 East State Street  
61104

Fire Headquarters  
204 South First Street  
61104

Fire Station 1  
528 Woodlawn Ave  
61101

Fire Station 2  
1004 7th Street  
61104

Fire Station 3  
1520 South Main Street  
61102

Fire Station 4  
2959 Shaw Woods Dr  
61114

Fire Station 5  
501 Trainer Road  
61107

Fire Station 6  
3329 West State Street  
61102

Fire Station 7  
4979 Falcon Road  
61109

Fire Station 8  
505 Sherman Street  
61103

Fire Station 9  
2416 Halsted Road  
61103

Fire Station 10  
3407 Rural Street  
61108

Fire Station 11  
2117 Calgary Court  
61107

Maintenance Facility  
2323 Sawyer Road  
61109

Human Services  
612 North Church Street  
61103

Head Start Fairgrounds  
902 N Acorn Street  
61101

Head Start Henrietta  
200 N Johnston Avenue  
61101

Head Start Orton Keyes  
653 Ranger Street  
61109

Police Headquarters  
420 West State Street  
61101-1288

Police Substation  
Heartland Church  
1280 S. Alpine Road  
61107

Police Substation  
SWIFFT  
1005 South Main Street  
61102

Police Substation 7<sup>th</sup> St  
635 7<sup>th</sup> Street  
61104

Police Substation  
Ellis Heights United  
Neighborhood Center  
1810 West State Street  
61101

Public Wrks City Yards  
523 South Central

Public Works Water  
1111 Cedar Street

## Executive Summary

The planning for the 2009 budget began with a retreat for elected officials and department heads in August. Elected officials were updated regularly on the status of the City's finances, specifically in regards to elastic revenues. The budget was prepared with the following goals in mind: maintain current staffing and service levels and continue the capital equipment replacement program. With the above principles, we were able to strategically prioritize resources and approve a balanced budget.

### *Issues and Priorities in 2009*

The services provided by the City are made possible by the resources entrusted to it by the citizens and businesses of Rockford. Elected officials and City staffs are dedicated to using these resources to provide the community with the most efficient and effective services possible. The budget details how resources will be used to maintain and enhance the quality of existing services. Several principles have been established to guide the City during the budget process, including:

- ◆ Planning for the future, setting long-term goals, and providing a sense of direction to the community.
- ◆ Providing economic development efforts in order to retain and expand jobs and investment in the community.
- ◆ Renovating and improving City infrastructure to meet the needs and encouraging development of the commercial, industrial, and residential areas within the City.
- ◆ Providing efficient and effective City services with the resources allocated by the community.
- ◆ Actively search for additional sources of revenue to help fund the redevelopment of neighborhoods in the City of Rockford.

City officials use these objectives to guide their internal organizational decision making process. However, officials must also consider opportunities and challenges presented by the external environment during the development of the budget. Some of the issues the City will focus on in the forthcoming budget year include:

- ◆ Improving the quality of life for residents of the City's older neighborhoods.
- ◆ Investing in the downtown area and encouraging others to develop commercial and residential projects.
- ◆ Continuing investments in information technology to provide improvements in the effectiveness and efficiency of City services.

## ***Overview of the 2009 Budget***

The City of Rockford is similar to many municipalities because it has limited resources to devote to the various challenges facing it. However, because Rockford is a non-home rule municipality, we have fewer options than all other cities in Illinois of any size. This was particularly apparent when preparing the budget for 2009. Resource constraints forced City officials to assess the external environment and utilize the budget development principles described above to prioritize among competing needs. The overall goal of this budget is to maintain existing services; however, City officials prioritized several projects to address the issues discussed above. Consistent with a maintenance budget, many of these priorities are a continuation of initiatives from previous years.

The Community Development Department will manage the many TIF districts the City has and their associated development projects. The formation of the new Code Enforcement Division combines resources from the Building and Public Works Departments with the existing Neighborhood Standards Division. This program approach to code enforcement will take a comprehensive, aggressive approach against code violators at little additional cost.

The Human Services Department continues programs transferred from other areas of the City, including Drug Free, Shelter Care, and Supportive Housing.

The Police Department will address continue efforts towards community policing, using their records management system to better deploy resources and respond to potential problems while continuing to reduce overtime costs.

The Fire Department will address recruit testing in 2009 and develop a plan for capital expenditures. They will continue working towards International Accreditation.

The Legal Department will be the lead department in labor negotiations, code enforcement, annexation efforts, and City projects.

The Public Works Department will be aggressive in repairing and improving bridges and roads in the City.

## ***Financial Summary***

With the 2009 budget, the City was able to continue its goal of maintaining a stable operating property tax rate for citizens with declining debt service rate as a result of 1% tax referendum. The 2009 budget adopted a property tax rate of \$2.48.

The improved bond rating that was received in a prior year helps the City maintain property tax rate stability. The improvement means lower interest rates for current and

- ◆ Maintaining the City's solid financial condition.
- ◆ Maintaining a stable tax rate.
- ◆ Making incremental service adjustments to reflect changing community needs.

### ***Challenges for the Community***

While the national economy is showing signs of recovery, the local economic environment and the impact it has on the City's available revenue continues to present a challenge. The City must continue to carefully balance its priorities in order to maintain the quality of services and public infrastructure. Further stagnation in revenues will require the City to reassess the services it provides and make adjustments to maintain a balanced budget.

Financial challenges in upcoming years include fully funding capital equipment as part of the City's annual budget. After not purchasing capital equipment in 2002 and 2003, the City issued \$3.2 million in bonds to cover capital equipment purchases for 2004 and 2005. The 2007 and 2008 budget addressed capital equipment through various fund revenues and capital project needs through an approved 1% sales tax referendum. The 2009 budget does not include any capital equipment purchases.

### ***The 2009 General Fund***

The City of Rockford, like many other communities in Illinois and across the United States, has seen moderate growth in its sales, use, income, and replacement taxes, commonly referred to as elastic revenues. These revenue sources increased just over \$1.2 million, or about 2.3 %, in 2008.

The 2009 budget process began with the City projecting a large deficit. Over \$3.569 million in budget reductions were made at the staff level, before the budget was presented in December. The local economic environment and the impact it has on the City's available revenue continues to present a challenge. The City must continue to carefully balance its priorities in order to maintain the quality of services and public infrastructure. Further stagnation in revenues will require the City to reassess the services it provides and make adjustments to maintain a balanced budget.

2009 employee contracts, pensions and health insurance costs make up the largest increases in the budget. The proposed budget included an increase in staff of 4.05 FTE, including additions (4.15) in Library to staff the new Barnes and Noble location and (6.0) in Police for new citizen reporting unit. Decreases include (2.0) in IT that will now be outsourced, (3.90) in Public Works and (0.2) in CD as a result of restructuring efforts.

The City Council passed the 2009 budget in March. This budget allows the City to maintain the necessary fund and cash balances as well as allowing the 2009 budget process to begin on a sound financial footing.

future bond issues and the ability to pass those savings on to the taxpayer. There was one bond sale in 2008.

The bond sale for \$12.15 million included \$1.1 million for Global Park TIF development, \$200,000 for Jackson Park TIF development, \$1.85 million for acquisition of the State and Main Parking Deck as well as pay station equipment, and \$9.0 million for water system rehabilitation. In 2009, a bond sale for \$2.6 million is planned, which includes \$1.3 million for Main Whitman TIF development, \$350,000 for River North TIF development, and \$950,000 for Global Trade Park TIF development.

In addition to financing capital improvements by issuing bonds, the City will continue to utilize dedicated revenue streams for specific purpose projects. Examples of these projects include sanitary sewers, parking facilities, and water improvements. This allows the City to maintain a competitive tax rate, while capturing contributions from those in the community who live outside of the City but use its resources on a regular basis. Dedicated revenue streams also ensure that users pay for the services they receive.

### ***Operational Highlights***

The City's service provision efforts are divided into five program areas including Legislative and Management, Community Development, Human Services, Public Safety, and Public Works. Each of these areas encompasses multiple departments performing specialized activities that collectively compose the functions associated with the program area.

The Legislative and Management departments provide policy direction and administrative services for the rest of the municipal organization. The departments in this area will be engaged in many projects to enhance the operational effectiveness and efficiency of the City. The Mayor's Office will continue to provide leadership and direction to City staff and policy makers. The Legal Department will be the lead department in labor negotiations, code enforcement, annexation efforts, acquisition of properties for the federal courthouse, and City projects. The Information Technology Department will handle a number of large projects, including the acquisition and implementation of a customer service system.

Several activities and projects will be occurring in the Community Development program area. The department will assist in the development of a comprehensive economic development strategy for the City and Winnebago County. The Weed and Seed program will also be continued in 2009.

The City's Human Services Department will remain an important resource to City residents in the coming year. The Head Start program serves approximately 590 children in four different programs which include home base schooling, part day classes, students in full day classes, and family plus. The Department plans to continue this service despite federal funding challenges.

There are a variety of programs that provide assistance to economically disadvantaged families. The energy program focuses on replacing furnaces, cleaning and tuning older

systems, and repairs to electrical, plumbing, and roofing. The department operates the energy assistance program that assists low-income families and individuals with their heating bills.

Public Safety services provided by the City include police and fire protection. The Police Department is utilizing their new records management system to better analyze crime data and allocate resources. The Fire Department continues to upgrade equipment and train its firefighters to better serve the citizens of Rockford. The two departments will continue to develop their new role at the airport. The City is maintaining an Insurance Services Organization (ISO) fire protection rating of two, which places the City in the top one percent of the nation. A lower rating benefits residents and businesses through better rates for fire insurance. In addition, the Fire Department is continuing its certification program.

The Public Works Department will also be active in repairing and improving bridges and roads in the City.

### ***Conclusion***

On March 30, 2009, the City Council adopted the 2009 budget after the Finance and Personnel Committee had finished its review of the proposal. This budget is the result of considerable, careful discussion and deliberation by the City Council, the Finance and Personnel Committee, the Finance Department, and various staff members from every department who contributed to the development of departmental budget requests. I would like to thank them, as well as department heads and staff members, for participating in this important process. This budget serves the public interest in describing and providing the resources for the provision of City services and products to its customers.

## CITIZEN'S BUDGET HIGHLIGHTS

The City's goal in developing the 2009 budget was to continue offering citizens basic services, economic development efforts, a continuing capital improvements program, and fiscal stability. Development and adoption of this budget was premised on maintaining a level of service equivalent to 2008, making incremental improvements where possible, and continuing to comply with the limitations of the Property Tax Extension Limitation Law (Taxcaps).

### PROGRAM EXPENDITURES

The budget appropriation in 2009 is \$240.7 million for all funds, an increase of \$31.8 million from the 2008 appropriation of \$208.9 million. Major program changes for 2009 include:

Community Development's appropriation decreased \$1.1 million. Six Planning Division staff members and nineteen Building staff members were transferred to the newly created Construction and Development Services Division. This resulted in an increase for this division. Community Development's decrease is due to salary savings from furlough days and frozen vacancies in addition to decreases in personnel costs, contractual, and supplies across all divisions.

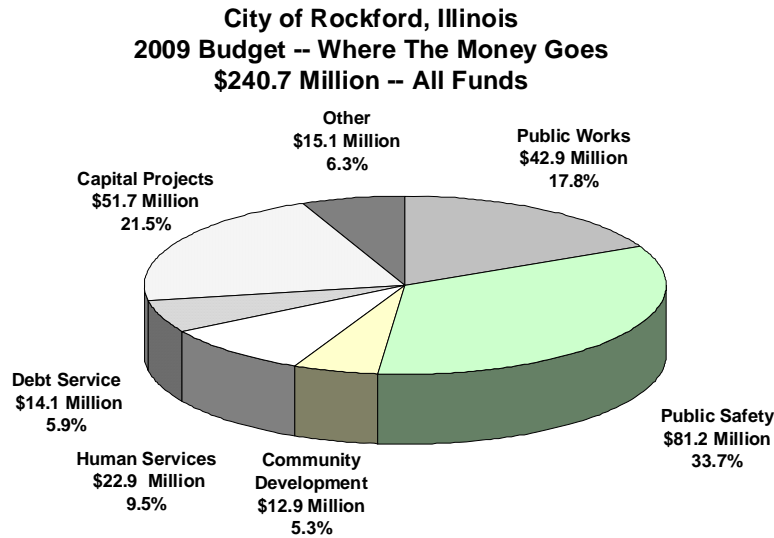
Public Safety's appropriation increased \$0.7 million due to a reduction of a vacant civilian position in Police and changes in union health insurance; a decrease in overtime for the Police and Fire Departments; contractual reductions in fuel costs, vehicles, vehicle repairs, travel, and education & training; and decreases due to the supplemental appropriations from 2008.

Human Services' appropriation increased \$0.3 million from 2008 due to library personnel increasing. This included a general wage increase plus the addition of 14 new employees to the new East Side Branch. A majority of the increases in contractual and supplies for the Human Services Department can be attributed to the East Side Branch Library.

The Public Works budget increased \$31.5 million dollars from the previous year's budget. Personnel expenses increase generally for health insurance and with staff additions in the Water Division. The main increase is in the Capital Projects Fund. The 2009 work program consists of \$29.9 million for transportation and economic development and \$22.0 million for water for new projects. The proposed water system improvements, \$22.0 million in 2009, include construction of 10 treatment plants at various well sites, installation of two wells, and construction of about 15 miles of trunkline water main. The project is being done to address several problems including low water pressure, discolored water, and the requirement to remediate radium levels at five wells.

The budget for Debt Service increases \$33,000 from 2008 to 2009. While plans are still being formulated, the City anticipates two 2009 sales, in the early spring and late fall for TIF district development projects. The 2009 spring sale of \$2.6

million will be in two parts. \$1.65 million will be tax exempt for two housing projects: Valencia (\$0.35 million) in the River North TIF and Rock River Towers (\$1.3million) in the Main Whitman TIF and an air cargo facility of \$0.95 million in the Global Trade Park #1 TIF.



The Capital Projects Fund budget for 2009 increased \$30.6 million from the previous year. In 2008, \$20.0 million was spent on transportation and economic development incentives. \$1.0 million was also spent on new water projects. In 2009, \$29.9 million will be expended on transportation and economic development initiatives and \$22.0 million for new water system rehabilitation projects. On going projects, already funded in previous years, will continue and incur expenses in 2009 as well. The City placed a referendum before the voters on April 2007 for a one-percent sales tax increase in order to finance capital projects in obligation bonds issued annually to fund capital projects. In 2009, sales tax revenue will generate \$16.0 million for capital projects. The remainder of funding will come from state motor fuel tax revenue and inter-fund transfers.

In the Other category, the \$1.8 million increase is due to increases in pension and health insurance expenses.

## REVENUES

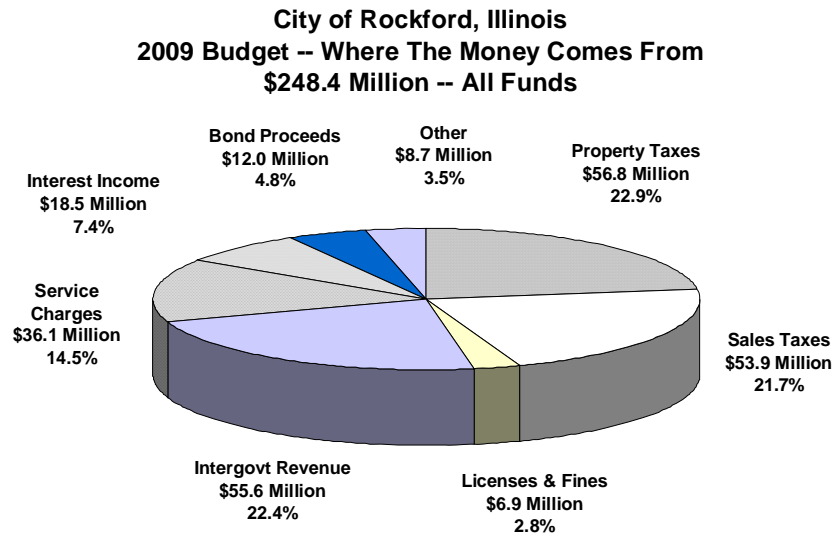
For 2009, the revenue budget is \$248.4 million for all funds, an increase of \$14.8 million from 2008's \$233.6 million.

The 2009 revenue budget emphasizes:

- A stable property tax rate.



- Continued emphasis on user fees including systematically updating the rates to keep pace with costs.
- Ongoing efforts to aggressively capture federal and state revenues.



Major revenue changes for 2009 include:

Sales tax decreased \$2.8 million due to current economic conditions.

Replacement taxes decrease \$916,000 as a result of the economic downturn.

Service charges increase \$1.2 million from the previous year total of \$34.9 million due to an increase in ambulance fees.

Intergovernmental revenues from federal, state, and local governments are projected to increase \$7.6 million from 2008.

The State Income Tax decreases \$231,000 due to high unemployment.

Property taxes increase \$1.3 million from the 2008 total of \$54.4 million due to an increase in the EAV and annexations.

## ACCOUNT EXPENDITURES

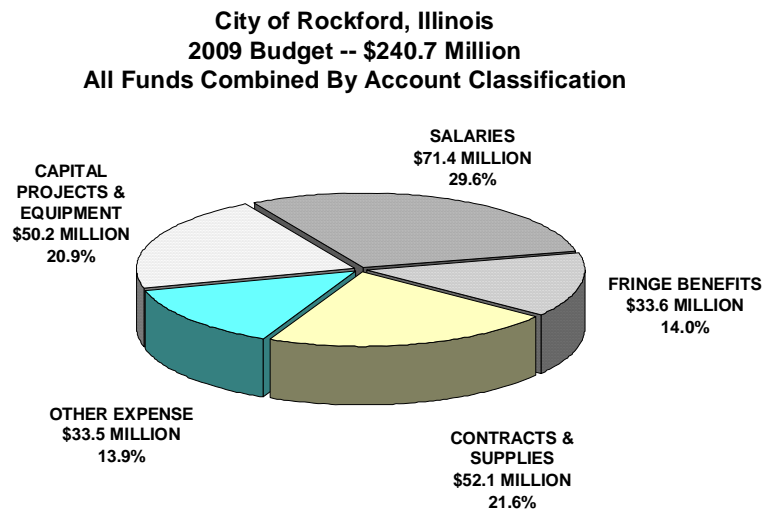
The 2009 City Budget, when viewed from a line item rather than a program perspective, illustrates the fact that almost two-thirds of the budget is attributable to personnel and infrastructure improvements. This reflects the fact that the City is a labor intensive service organization with 1,200 employees and has a considerable investment in streets, bridges, buildings, and water and sewer systems that must be maintained and renewed.

Major spending changes by account type for 2009 are:

Salaries decreased \$1.5 million as a result of salary adjustments, including wage freezes and furlough days for non-union employees.

Fringe benefits increased \$1.6 million as a result of health insurance premium increases.

Contractual and supply accounts decrease \$5.9 million due to reductions across several departments.



Capital projects increase \$24.4 million from the 2008 budget, with available funding for transportation and economic development initiatives, as well as new and on going water projects.

Other expenses are projected to increase \$761,000.

## COUNCIL CHANGES TO THE BUDGET

The Council received the budget on December 17, 2008 and referred it to the Finance Committee. The Committee, after holding two budget hearings with departments, approved the budget on March 30, 2009.

#### WHAT THE 2009 BUDGET WILL COST THE TAXPAYER

The 2009 budget continues stability for the Rockford homeowner. For a homeowner with a \$100,000 home, the rate and cost for 2006, 2007, 2008, and 2009 are shown below.

Property Tax Bill (City Portion Only)  
For Home With \$100,000 Market Value  
2006-2009

<u>Year</u>	<u>Rate</u>	<u>Bill</u>
2006	\$2.58	\$728
2007	2.52	714
2008	2.53	704
2009	2.55	723

The City continues to use and to selectively adjust user fees so that those who use certain services pay for them rather than passing the costs on to all taxpayers through property taxes. Through a combination of property taxes and user charges, quality city services will be offered at a reasonable cost to the residents of Rockford.

## HOW TO USE THIS DOCUMENT

This budget document is intended to provide Rockford Citizens with information about 2008 City government and services.

The Table of Contents lists every subject covered in this document and its' page number. The document is organized under three major headings composed of a total of eight divider sections (Roman Numerals).

### INTRODUCTORY SECTION

- I. Executive Summary
  - Citizen's Budget Highlights
  - How To Use This Document
  - The Budget Process and Document
  - Significant Budget Issues

### PROGRAM SUMMARIES

- II. Legislative and Management Services
- III. Community Development Services
- IV. Human Services
- V. Public Safety Services
- VI. Public Works Services
- VII. Non-Operating Funds

### SUPPORTING INFORMATION

- VIII. Supplemental Section
  - Summary Schedules
  - Financial Policies

This budget is a financial plan relating proposed City services for the year with the estimated means of financing them. The budget is prepared on a basis sufficient to accommodate accounting, legal and management requirements.

The 2009 budget is comprised of sixty-six (66) budgetary units. A budgetary unit can be defined as either a department, such as the Police Department, or a division of a department, such as the Street Division of the Public Works Department. A department, utilized in a managerial fashion by the City, can be by fund, such as the Library Fund or can be part of a fund, like the Fire Department in the General Fund. It also can consist of parts of the General Fund as well as other funds, such as the Community Development and Public Works Departments. An accounting fund(s) can be a department, like the 911 Communications Fund, or a division of a department, such as the Water Fund in Public Works.

Each city budgetary unit, regardless of accounting fund, is assigned to a program category, i.e., Police to Public Safety. For those readers interested in the City budget from a purely fund accounting point of view, the summary schedules in the appendix address that need as does the

Revenue and Financing Changes section in the summary's Significant Budget Issues. Revenues from a program perspective are discussed under each department.

The description of each budgetary unit and its programs is structured as follows:

- Budgetary Unit Summary
  - Mission Statement
  - Primary Functions
  - 2008 Accomplishments
  - 2009 Goals and Objectives
  - Budget Summary  
(2007-2009 Expenditure and 2008-2009 Staffing  
Review, 2008-2009 Funding Analysis)
  - Budget Analysis
  - Information and Statistics
  - Capital Equipment
  - Personnel Review
  - Performance Measures

The City utilizes a cost center budget with a cost center defined as the budget for a specific service being delivered. The primary advantage of cost center budgeting is that it gives policy makers and management exact information concerning a service and its associated costs for the decision making process. The cost center provides a description of the service being provided, how it is being provided and the service unit being delivered. For example, cost centers in the Fire Department budget are categorized by function such as Ambulance or Arson Investigation. The budget for a cost center includes all costs associated with providing the particular service—labor, fringe benefit, contractual, supply, interest and capital expenditures.

Additional information on the City's fiscal affairs is available in the following documents at City Hall:

- City Financial Statements
- City Annual Report
- City Capital Improvements Program

The Finance Department staff is also available to answer any questions citizens may have on the City's financial affairs:

City of Rockford - Finance Department  
425 East State Street  
Rockford, Illinois 61104  
(815) 987-5643

## **BASIS OF BUDGETING**

The City's budget is prepared on the gross, rather than net budgetary basis. In order to associate costs with services, revenues and expenditures for pensions and certain other fringe benefits are budgeted by premium or unit/percentage allocation in departments providing services and are then transferred to funds that provide for the actual expenditures.

All revenues and expenditures that result from transfers between funds are adjusted to eliminate overstatements when all funds are consolidated.

While the 2008 audit is not yet finished, the 2008 actual revenues and/or expenditures used herein are materially correct.

The budget for the City of Rockford general government funds (these include the General Fund, Special Revenue Funds, Debt Service Funds, and Capital Project Funds) is prepared on a modified accrual basis consistent with Generally Accepted Accounting Principles. This means that expenditures are recorded when the related fund liability (such as an outstanding purchase order) is incurred and revenue is recognized when measurable and available. Expendable trust and agency funds are also prepared on the modified accrual basis.

Enterprise Funds, Internal Service Funds, Non-expendable Trust Funds, Pension Trust Funds, and Component Units are budgeted according to accrual accounting. These funds recognize revenues in the accounting period in which they are earned and become measurable while expenses are recognized in the period they are incurred. Budgeting for these funds is also consistent with Generally Accepted Accounting Principles.

The City attempts to use Generally Accepted Accounting Principles when preparing the budget, one exception is noted:

For budget purposes, Proprietary Funds expense compensated absence liabilities when paid to employees as opposed to GAAP statements which require these liabilities to be accrued as earned.

## **THE PROCESS, PUBLIC INVOLVEMENT, AMENDING THE BUDGET**

The City's fiscal year is the calendar year and its budget cycle is an annual one. By Illinois State Statutes, the Council must pass a budget prior to the end of the first quarter of the proposed budget year. During the first quarter of the proposed budget year, if the Council has not yet adopted a new budget, departments operate under the prior year's budget. Typically, the process begins sometime in March/April and ends at some point during the first quarter of the following year (the budget year).

### **THE 2008 PROCESS**

The 2008 process continued the usual two budget hearings with the City Council, staff and local media present. Since 2003, two hearings have been held every year with the exception of 2005. The schedule of events is shown in the Budget Timeline, beginning on Page EX-10.

### **PUBLIC INVOLVEMENT**

It is the City's policy to keep citizens informed during the budget process and to seek public input. In addition to holding public hearings, the City also makes available, before and after adoption, other summary and detail information. The City's efforts are assisted by extensive media coverage (daily newspaper, four television stations and a number of radio stations).

### **AMENDING THE BUDGET**

The State of Illinois provides two avenues for budget (Appropriation Ordinance) amendment.

The City Council, at any time after the first half of each fiscal year, by a two-thirds vote of all members, may make transfers within any department of funds appropriated for one corporate purpose to another.

During any part of the fiscal year, the Council may adopt a supplemental Appropriation Ordinance in an amount not in excess of the aggregate of any additional revenue available to the City, or estimated to be received, subsequent to the adoption of the Appropriation Ordinance for that fiscal year. Such a supplemental Appropriation Ordinance shall affect only revenue that was not available for appropriation when the annual Appropriation Ordinance was adopted.

**CITY OF ROCKFORD, ILLINOIS  
BUDGET TIMELINE  
THE 2009 PROCESS**

2008							
March	April	May	June	July	August	September	October

Finance Department updates the 5 year plan document for 2010-2014.

Based on the Five-Year Plan and year to date performance, Finance prepares preliminary budget estimates and discusses budget policies for the forthcoming year with the Mayor.

Public Works Department begins work on updating the five-year Capital Improvement Program.

Finance determines budgetary allocations.

Departments receive budget packages.

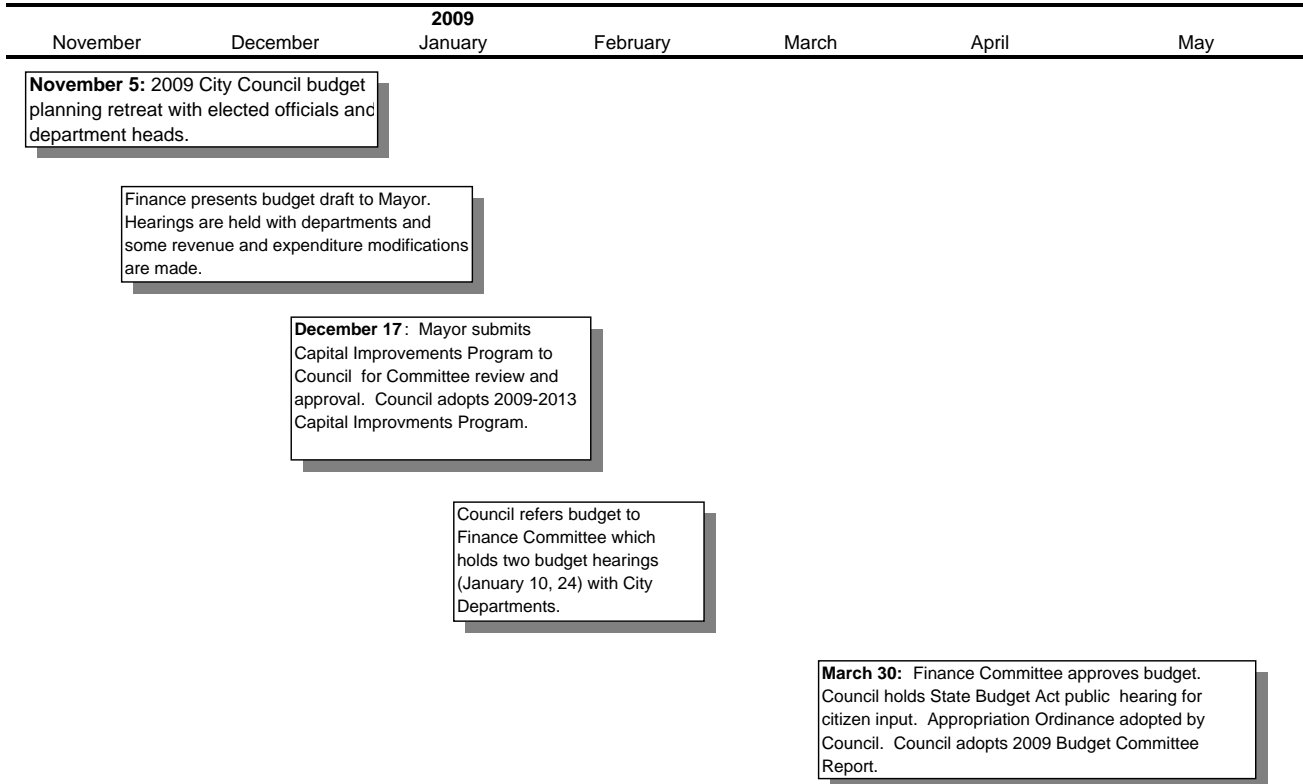
Finance begins user fee analysis on selected services.

Departments complete and return budget packages to Finance.

Finance conducts departmental budget hearings and prepares budget draft.



**CITY OF ROCKFORD, ILLINOIS  
BUDGET TIMELINE  
THE 2009 PROCESS**



While the Five-Year Improvements Program is prepared separately by Public Works, the first year element is integrated into the budget draft and consideration of it is in the context of being part of the whole.

## FINANCIAL PLANNING — THE KEY TO THE FUTURE

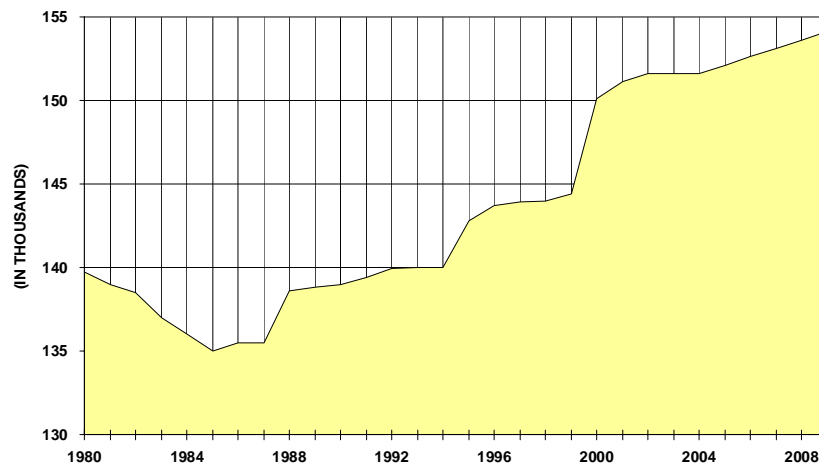
Beginning in 1984 with the General Fund, the City incorporated long-term financial planning into its budget cycle. In 1989, the planning process was expanded to incorporate the balance of the City's budget. Each year the budget staff updates selected trends and the five-year forecast. In conjunction with this, the City has, from time to time, used a financial task force of business and financial executives who review and discuss the trends, assumptions, and proposed forecasts. In addition, the group reviews financial policy proposals that the staff develops for Council approval.

Since their inception, the planning process and the financial advisory group have guided the development of financial policies for budgeting, cash flow management, infrastructure improvement, and investment guidelines. In addition, the planning process has provided policy makers with the opportunity to view the possible future and temper today's decisions accordingly.

### SELECTED TRENDS

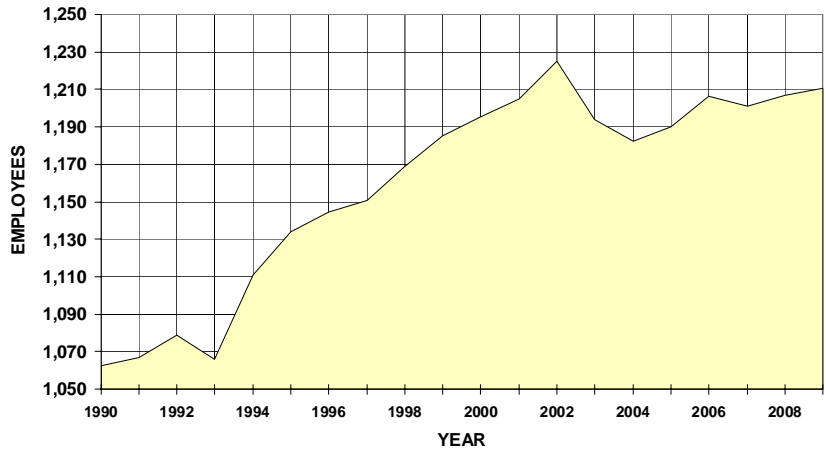
One key to the financial planning process is gathering information about trends that affect the City's financial future. One set of trends the City continually examines is demographics such as population, jobs, and unemployment. The 2000 census of 150,115 was 10,699 (7.7%) greater than the 1990 census of 139,416. The population is expected to increase gradually over the next few years. The transformation of the local economy, the City's ongoing annexation program, and the selection of Rockford as a choice of residence for Chicago suburbanites contribute to the City's increasing population.

CITY OF ROCKFORD, ILLINOIS  
POPULATION FROM 1980



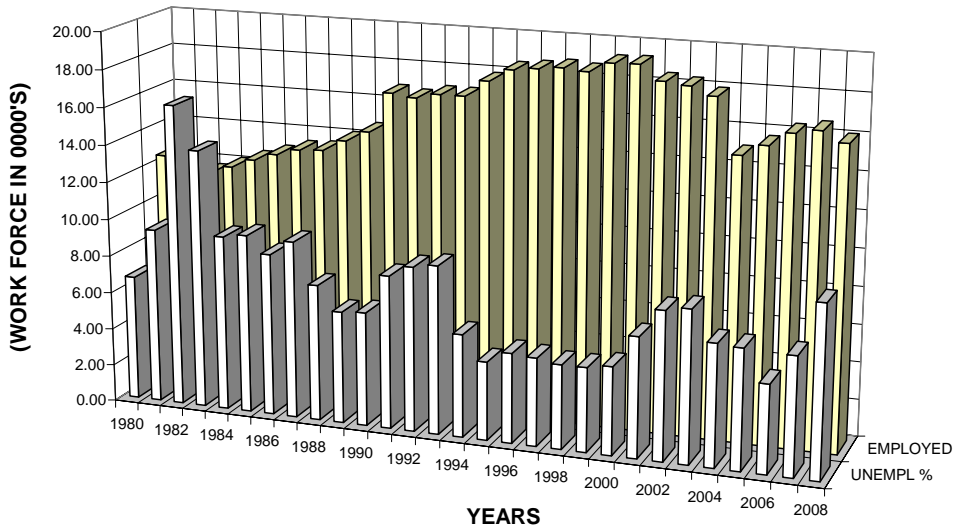
During the 1980's, the City took steps to keep the ratio of its employees and population in proportion. Since then, the City has maintained a constant ratio of employees per thousand residents. This ratio should continue to remain stable in the future as both the population and the City work force incrementally increase.

**CITY OF ROCKFORD, ILLINOIS  
MUNICIPAL EMPLOYMENT 1990-2009**



Although the City continues to attain an increasing population, the last few years have been difficult for the manufacturing industry. Unemployment in the City and County in general has been higher than state and national averages. Strong local economic development efforts by organizations such as the Chamber of Commerce, the Rockford Area Economic Development Council, and the City of Rockford continue to recruit additional employers to help reduce the unemployment rate in the City and surrounding area; however, the unemployment rate may continue to increase over the next few years.

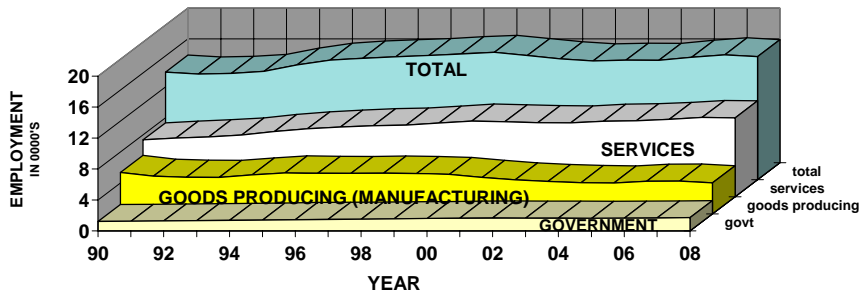
**CITY OF ROCKFORD, ILLINOIS  
JOBS AND UNEMPLOYMENT SINCE 1980  
IN THE ROCKFORD MSA\***



Employment in the Rockford MSA for December 2008 was approximately 159,100, a 2,400 decrease from 2007. 40,000 jobs were in goods producing, 102,000 in private service-providing, and 17,100 in government positions. Reductions from the prior year were -5.4% for goods

producing jobs and -0.5% for service jobs offset by a 2.4% increase for government jobs. While goods producing jobs have decreased 25.3% from 1990 to 2008, service and government jobs have increased 14.4% and 41.7% respectively. Overall, total employment has increased 14.4% from 1990 to 2008.

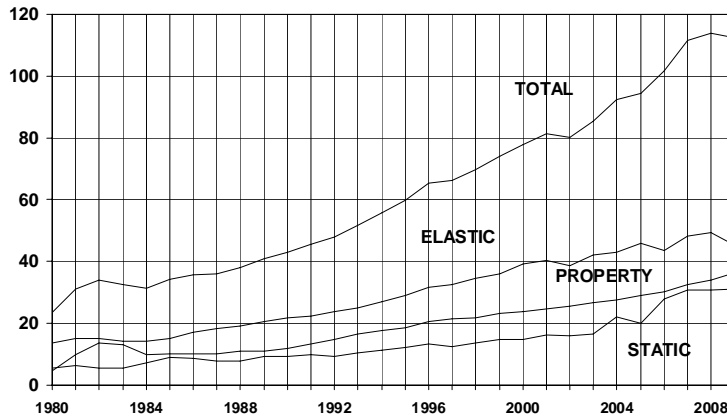
**CITY OF ROCKFORD, ILLINOIS  
NON-AGRICULTURAL EMPLOYMENT HISTORY IN THE  
ROCKFORD MSA 1990-2008**



SOURCE: STATE OF ILLINOIS

In addition to demographic trends, the City also follows revenue trends for its General Fund. All City revenues can be classified as property taxes, elastic revenues, and static revenues. Property taxes are a tax levied on real property. Elastic revenues are defined as those revenues that tend to change with economic conditions, such as sales taxes and income taxes. Static revenues, the balance, are revenues that change only by increased population and/or legislative change. Examples of these are building permits, liquor licenses and magistrate fines.

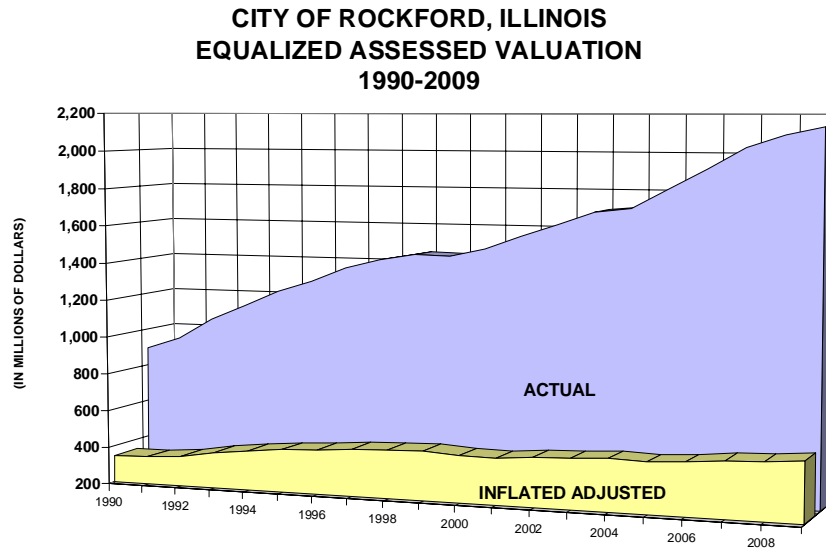
**CITY OF ROCKFORD, ILLINOIS  
GENERAL FUND REVENUE SOURCE COMPOSITION  
YEARS FROM 1980**



An economic expansion or recession would have a greater effect on elastic revenues than on the other two types. The General Fund Revenue Source Composition Graph illustrates this point well. Property tax rates, controlled by elected officials, were flat until the early 1980's when

they were increased for several years. After a home rule referendum in 1984 in which voters imposed certain tax rate limitations, property tax rates have decreased and remained relatively stable ever since. Increases in property tax revenue are a result of growth in the tax base and debt service expenditures approved by referendum.

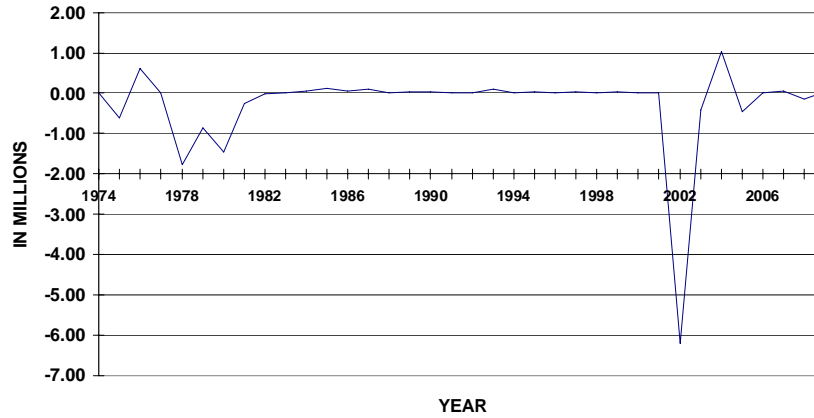
Elastic revenues increase throughout the period illustrating their ability to grow with the economy. In order to maintain a well-balanced mix of revenue sources, the City needs to continue to emphasize the growth of elastic revenues as well as static revenue sources through economic maintenance and development.



For 2009, Rockford’s equalized assessed valuation (EAV) is estimated to grow \$41.8 million (2.0%). 2008 growth was \$67.5 million (3.3%). New growth (annexations and new construction) added \$25.4 million while existing growth increased \$42.2 million.

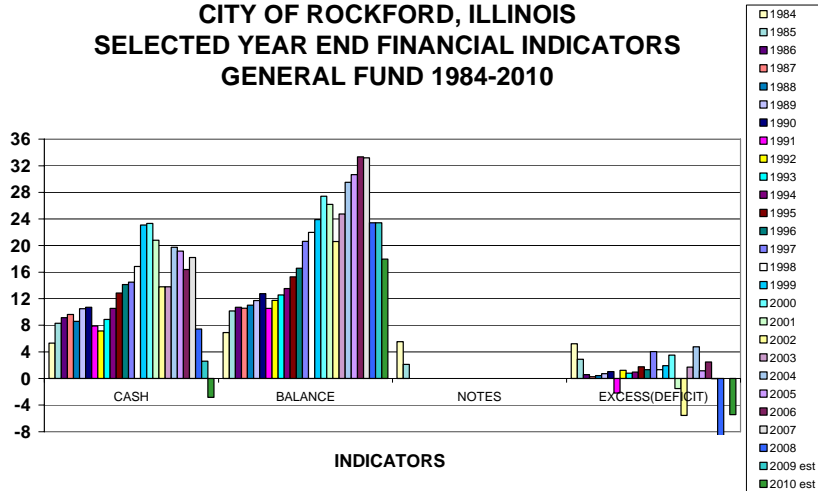
The City has been successfully achieving fiscal management goals since 1981, following the development and implementation of responsive and proactive financial policies. However, the last few years have been more challenging because of lower than anticipated elastic revenues as a result of the slowing economy. After planned and actual budget deficits in the late 1970’s, the City has adopted balanced General Fund budgets for 25 of the last 27 years. As a result of current economic conditions, City operations and expenses have been curtailed to avoid deficit spending.

**CITY OF ROCKFORD, ILLINOIS  
GENERAL FUND BUDGET EXCESS (DEFICIT) OF  
REVENUES OVER EXPENDITURES  
YEARS FROM 1974**



Added together, these year end surpluses have improved the cash and fund balances of the General Fund from negative to positive. 2009 is a balanced budget year. It is the City's intention to maintain a positive cash and fund balance by limiting the short-term borrowing of funds and to continue past practices of balancing budgets, avoiding deficits, and maintaining adequate cash in the future.

**CITY OF ROCKFORD, ILLINOIS  
SELECTED YEAR END FINANCIAL INDICATORS  
GENERAL FUND 1984-2010**



The financial trends discussed in this section provide the financial advisory group and City policy makers with a sense of direction as they make decisions that affect the City's future. Examining these past trends and extrapolating them into the future gives decision-makers information that allows them to chart a direction for the City.

## ASSUMPTIONS

The City's five-year forecast for the General Fund (one-half of the City budget and the one with the most flexibility as to revenues and services) is based on certain assumptions. Certain important assumptions include:

<u>REVENUES</u>	<u>ASSUMPTION</u>	<u>PERCENT BUDGET SHARE</u>
Assessed Valuation (Percent)	0-2.0	29.2
Uncollectible Factor	1.0	
Sales and Other Taxes	0-4.0	28.8
Cable TV, Gas Licenses	0-2.0	1.4
State Income Tax	0-4.0	12.2
State Replacement Tax	0.0	5.7
Inspections	0-3.0	1.4
Federal/State/County	0.0	4.2
All Other	0.0	6.7
Service Reimbursements	0-5.0	5.7
Tax Levy Reimbursements	0-3.0	4.7

## EXPENDITURES

All Salary & Wage Compensation (Percent)	0 - 3.0
Fringe Benefits	0 – 15.0
Contracts, Supplies, and Other Expense	0 - 3.0
Interest Expense	0 - 3.0
Capital Expense	5.0

## 2010-2014 PLAN

These assumptions, when applied to General Fund budget estimates for future years, produce the following excesses or deficits of revenues over expenditures.

<u>Year</u>	<u>Excess (Deficit) (In 000's)</u>	<u>Percent of Total Budget</u>	<u>Cash Policy Test (70% Minimum)</u>
2010	(8,402)	-7.2	44
2011	(13,326)	-10.7	20
2012	(15,715)	-12.1	-15
2013	(17,157)	-12.7	-52
2014	(18,416)	-13.1	-90

NOTE: For the revenue and expenditure detail supporting these, refer to the General Fund summary schedule in the Supplemental Section.

Property taxes in Illinois are levied during a budget year but are not collected until the following year after the money has already been spent. At that time, they are collected in two payments, June and September. As will be discussed in the next section, Cash Management, this tax timing issue and the timing issue with State shared revenues require sufficient cash to be on hand to finance operations. If the City does not have sufficient cash reserves, it will have to borrow from outside sources.

While home rule cities simply have one levy for all purposes, non-home rule cities such as Rockford have specific purpose levies. Some of these levies, for example, for retirement purposes, are unlimited; others have specific rate limitations that apply, i.e., corporate (43.75 cents/\$100 EAV), police protection (60), fire protection (60), street (10), sanitation (10), library (60), and library maintenance (2), for specific levies. If a levy divided by the final EAV exceeds the rate limitation, then the County Clerk will reduce that specific levy.

For budget years 1997 and thereafter, voters in Winnebago County approved tax caps for all units of government including the City of Rockford. The tax cap law (Property Tax Extension Limitation Law) can be defined as limiting the proposed budget year's property tax extension increase to the lesser of the consumer price index (CPI) or five percent plus the new money generated by new construction and annexations. While rate limitations are specific to individual levies, tax caps are applied to the overall tax levy extension, excepting referendum approved debt service. Thus, an individual levy could be affected by its rate limitation and the overall City extension could be impacted by tax caps.

For 2009, the estimated property tax revenue loss due to tax caps is \$350,000. For the 2010 – 2014 planning period, tax cap losses occur annually and range from \$1.5 to \$3.7 million.

The 2009 operating tax rate is expected to increase marginally while the debt service rate will decrease. The increase is due to lagging assessments and decreasing CPI while the debt service decrease is due to the City ending its use of bonding to fund its infrastructure program. Property tax dollar growth will occur due to new construction and annexations as well as from the dollars generated from the CPI formula. Property tax revenue will increase moderately due to statutes, local economic conditions, and increased annexations into the City. The long term will see the City begin to rely more on user fees as well as making certain service reductions.

Future assumptions are set to insure that revenue production will be maximized; however, expenditures will be planned to match expected revenues.

This five-year budget forecast indicates annual deficits for the entire period. Since the City has operated with a surplus for most of the last two decades, it may be that actual revenues will again exceed budgets and departments will under expend their budgets. This scenario may eliminate these initial deficits.



If this does not occur, then the City's cash policy test, required to be 70% of the General Fund tax levies and tax reimbursements in order for the City to avoid borrowing, will decrease. This would require the City to find alternative cash flow sources either from other city funds or the outside. In either case, this would be an additional expense requiring additional dollars or decreased services.

While the City faces potential deficits in its newest five year plan, the history of its past experience illustrates that, by calling attention early to possible problems, solutions are sought and, as the deficit years get nearer, the size of the problem diminishes.

## CASH MANAGEMENT— MAXIMIZING RESOURCES

Each year the City adopts a budget. At the same time, this budget is converted into a cash budget internally to determine the cash flow for the budget year. Two revenue issues require consideration, property taxes and timing issues with shared revenues from the State. This requires the City to provide interim financing, internal or external, for certain operating funds. These funds and their percentage of revenue that is property tax are as follows.

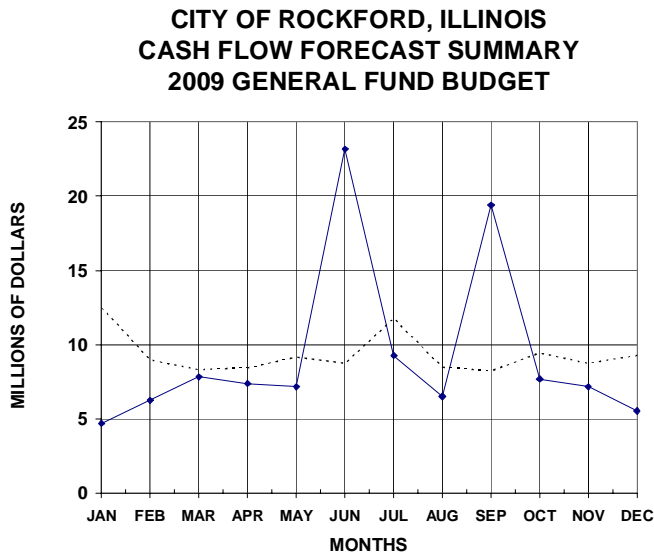
### PROPERTY TAXES AS A PERCENTAGE OF REVENUE FOR CERTAIN FUNDS

	<u>General</u>	<u>Sanitation</u>	<u>Library</u>
2005	29.9	19.4	88.4
2006	29.6	20.8	83.6
2007	28.8	22.0	82.9
2008	28.8	22.9	81.6
2009	32.1	23.5	82.8

The range of property tax revenue varies from nearly one of every four dollars for the Sanitation Fund to just over four of every five for the Library Fund.

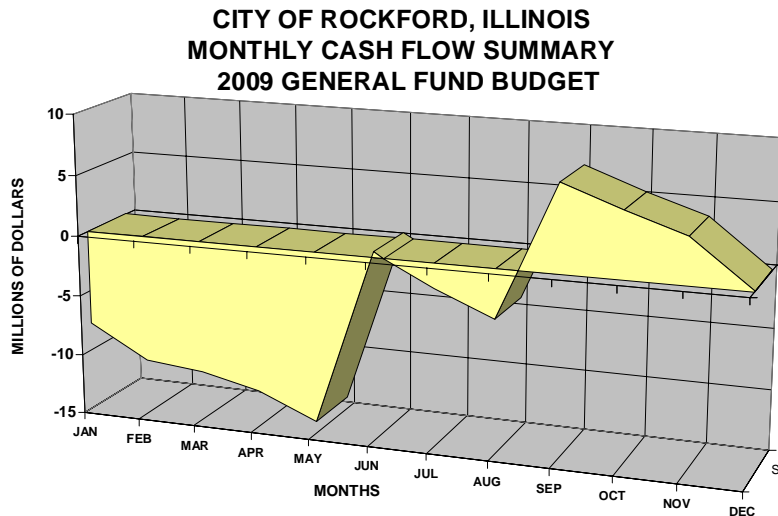
### UNDERSTANDING CASH FLOW

To completely understand the importance that property tax revenues have in cash management, the 2009 cash flow forecast summary for the General Fund graph is useful in illustrating the timing problem.



Illinois property taxes are collected the year after the budget for which they were authorized in two payments: June and September. As noted above, the collection of over a quarter of the fund's revenues distorts any semblance of an orderly flow of revenue that matches expenditures.

This produces a cash draw down for the first five months of a fiscal year as the monthly cumulative summary illustrates.



For the General Fund, the 30% range for property taxes as a percentage of total fund revenues and the elastic revenue surpluses have generated sufficient cash for internal financing. The Sanitation Fund changed from being financed by property taxes to having approximately eighty percent of the revenue generated from user fees. The result is an almost ideal match of revenues and expenditures. Since 1985, only the Library Fund used short term financing. Due to strong financial management, this practice was ended in 2005.

### CASH POLICY REVIEW

The first City Financial Task Force recommended that the City develop balances that would allow it to accomplish two objectives:

- Reduce or eliminate the need to obtain short-term borrowing to cover operating expenses, and;

- Offset fluctuations caused by yearly excesses (deficits) of revenues over expenditures.

The current cash balance policy is:

- Assure adequate cash balances are available to meet the City's anticipated disbursements. Prior to budget deliberations, the Finance Department will annually develop cash flow analysis and recommend cash balance goals at specific points in time to meet those disbursements.

For 1987, a minimum cash balance equal to 70% of those levies that support the General Fund is recommended to be in effect at the beginning of the City’s fiscal year, January 1.

The Council policy for the use of above 70% excess funds is:

Those funds available in excess of the minimum cash balance may be reappropriated for other municipal purposes by the City Council. The use of these funds should be limited to non-recurring expenditures outside of the City’s operating budget. Funds may also be used for abating taxes if the City Council so approves.

In the past, excess funds have been used for capital construction needs. Due to increasing cash flow requirements and decreasing surpluses, excess funds have not been available since 1989. 2009 cash flow demands will absorb all available funds.

CASH MANAGEMENT IN 2009

For 2009, interim financing, to be issued in December 2009 and redeemed June 2010, is estimated to be \$10.0 million. While the General Fund has adequate cash, \$19.0 million, to deal with its beginning year mismatch, due to the 2008 General Fund loss of \$8.8 million, common cash pool loans to other funds will have to be financed externally.

With General Fund levies increasing \$1.6 million in 2008 and \$0.5 million in 2009, cash needs have increased. The 70% cash test, with 27<sup>th</sup> payroll, has decreased, 61.8% in 2004, 58.4% in 2005, 57.1% in 2007, 53.6% in 2008, and 41.9% in 2009.

It is anticipated that excess funds, should they materialize during future years, will be used exclusively to maintain the cash policy percentage of 70%. Management of the necessary cash flow will be the primary concern in the next few years for the City as property tax caps and binding arbitration continue to affect City operations.

2009 ESTIMATED TAX ANTICIPATION NOTE ISSUES/INTERNAL BORROWING		
<u>OPERATING FUND</u>	<u>AUTHORIZATION</u>	<u>ESTIMATED SALE</u>
General	\$28,200,000	\$0
Sanitation	1,820,000	0
Library	<u>5,820,000</u>	<u>0</u>
	\$35,840,000	\$0

The City will continue to exert strong budget control and place importance on financial planning in 2009 in order to maintain and improve its cash position. The benefits of such efforts, the 2000 bond rating upgrading by Moody’s from A2 to A1 and the financial savings that can be passed on to the taxpayers, are too great to not continue.

## EMPLOYEES — THE CITY’S MOST IMPORTANT ASSET

The City, like most local governmental units, provides services and can therefore be classified as a labor-intensive organization. Any organization that provides services can expect a substantial portion of its budget to be allocated for personnel costs. The following chart illustrates the City’s personnel costs.

Key Personnel Statistics		
	General <u>Fund</u>	Total <u>City</u>
Total Budget	\$112.5 Million	\$240.7 Million
Employees	809	1211
Personnel Costs	\$82.7 Million	\$104.9 Million
Percentage		
Personnel	77.4	43.5
Salary	51.9	29.6
Fringe Benefits	25.5	13.9

To help contain personnel costs, the City has taken several steps in the past to economize its use of personnel while maintaining service quality. These steps include:

- eliminating inefficient or ineffective services;
- improving the method of delivery for certain services;
- contracting certain specialized and/or seasonal services to private contractors; and
- adding certain key positions.

As part of the City’s budget preparation process, departments consider the aforementioned means of reducing personnel costs while maintaining service levels and quality. When departments prepare their personnel and dollar budgets, they give consideration to current and future practices in the context of the above factors. The 2009 budget was developed using these steps as guideposts to ensure that quality services are being delivered with the lowest possible personnel costs. All departments and agencies prepared budgets by analyzing their operations in light of the above factors.

## EMPLOYMENT TRENDS

Since 2006, 4.05 full-time equivalent positions have been created and/or filled, an increase of 1.5%, across program lines in legislative and management, public safety, community development, public works, and human services. If 1980 is used as the benchmark, then municipal employment has been reduced 4.7%.

### CITY OF ROCKFORD, ILLINOIS 2009 BUDGET PERSONNEL AUTHORIZATION ALL FUNDS

PROGRAMS AND AGENCIES	<u>2006</u>	<u>2007</u>	<u>2008</u>	2007-2008 INCREASE (DECREASE)	<u>2009</u>	2008-2009 INCREASE (DECREASE)
<b>LEGISLATIVE &amp; MANAGEMENT</b>						
MAYOR	8.00	8.00	8.00	0.00	8.00	0.00
COUNCIL				0.00		0.00
LEGAL	17.00	19.00	20.00	1.00	20.00	0.00
FINANCE	33.00	33.00	34.00	1.00	34.00	0.00
INFORMATION SERVICES	10.00	10.00	10.00	0.00	8.00	(2.00)
HUMAN RESOURCES	<u>7.00</u>	<u>7.00</u>	<u>7.00</u>	<u>0.00</u>	<u>7.00</u>	<u>0.00</u>
LEGISLATIVE & MGMT TOTAL	<u>75.00</u>	<u>77.00</u>	<u>79.00</u>	<u>2.00</u>	<u>77.00</u>	<u>(2.00)</u>
<b>COMMUNITY DEVELOPMENT</b>						
CD ADMINISTRATION	1.85	2.00	2.00	0.00	2.00	0.00
CD CODE ENFORCEMENT	0.00	0.00	13.00	13.00	13.00	0.00
CD PLANNING	11.75	15.50	11.25	(4.25)	6.30	(4.95)
CD CONSTRUCTION SERVICES	20.00	21.00	19.00	(2.00)	25.00	6.00
CD SANITATION	0.00	0.00	0.00	0.00	0.00	0.00
CD DEVELOPMENT	<u>18.40</u>	<u>16.50</u>	<u>8.75</u>	<u>(7.75)</u>	<u>7.50</u>	<u>(1.25)</u>
COMM DEVELOPMENT TOTAL	<u>52.00</u>	<u>55.00</u>	<u>54.00</u>	<u>(1.00)</u>	<u>53.80</u>	<u>(0.20)</u>
<b>HUMAN SERVICES</b>						
HUMAN SERVICES	95.80	92.50	92.50	0.00	90.75	(1.75)
DRUG FREE INITIATIVE	0.00	0.00	0.00	0.00	0.00	0.00
TUBERCULOSIS SANITARIUM	0.00	0.00	0.00	0.00	0.00	0.00
LIBRARY	<u>102.40</u>	<u>103.20</u>	<u>109.20</u>	<u>6.00</u>	<u>115.10</u>	<u>5.90</u>
HUMAN SERVICES TOTAL	<u>198.20</u>	<u>195.70</u>	<u>201.70</u>	<u>6.00</u>	<u>205.85</u>	<u>4.15</u>
<b>PUBLIC SAFETY</b>						
POLICE	338.00	338.00	339.00	1.00	345.00	6.00
FIRE	282.00	282.00	282.00	0.00	282.00	0.00
911 COMMUNICATIONS	<u>61.00</u>	<u>53.00</u>	<u>53.00</u>	<u>0.00</u>	<u>53.00</u>	<u>0.00</u>
PUBLIC SAFETY TOTAL	<u>681.00</u>	<u>673.00</u>	<u>674.00</u>	<u>1.00</u>	<u>680.00</u>	<u>6.00</u>
<b>PUBLIC WORKS</b>						
ADMINISTRATION	6.50	6.50	6.50	0.00	4.50	(2.00)
ENGINEERING	4.50	4.50	4.50	0.00	10.00	5.50
STREETS & SEWERS	40.50	40.50	39.50	(1.00)	40.00	0.50
TRAFFIC	18.00	18.00	18.00	0.00	12.40	(5.60)
CAPITAL PROJECT	15.80	15.80	15.80	0.00	16.30	0.50
PARKING SYSTEM	9.00	9.00	9.00	0.00	9.00	0.00
SANITATION	3.00	3.00	1.00	(2.00)	0.00	(1.00)
PROPERTY & EQUIPMENT	27.00	28.00	28.00	0.00	0.00	(28.00)
BUILDING MAINTENANCE	0.00	0.00	0.00	0.00	12.00	12.00
EQUIPMENT MAINTENANCE	0.00	0.00	0.00	0.00	11.00	11.00
CENTRAL STORES	0.00	0.00	0.00	0.00	3.90	3.90
WATER	<u>75.70</u>	<u>74.70</u>	<u>75.70</u>	<u>1.00</u>	<u>75.00</u>	<u>(0.70)</u>
PUBLIC WORKS TOTAL	<u>200.00</u>	<u>200.00</u>	<u>198.00</u>	<u>(2.00)</u>	<u>194.10</u>	<u>(3.90)</u>
<b>NON OPERATING</b>						
CITY HALL REHAB MGMT	<u>0.00</u>	<u>0.00</u>	<u>0.00</u>	<u>0.00</u>	<u>0.00</u>	<u>0.00</u>
TOTAL	<u>1,206.20</u>	<u>1,200.70</u>	<u>1,206.70</u>	<u>6.00</u>	<u>1,210.75</u>	<u>4.05</u>

Staffing for 2008 was 1,207.20 positions, a increase of 6.5 FTE over 2007. 2 positions were eliminated from IT and 3.9 eliminated from Public Works while Human Services increased 4.15 and Police increased 6.0 positions.

### 2009 EMPLOYMENT

Staffing for the 2009 budget by program is provided in the Personnel Authorization Schedule. Employment has increased to 1,210.75 positions.

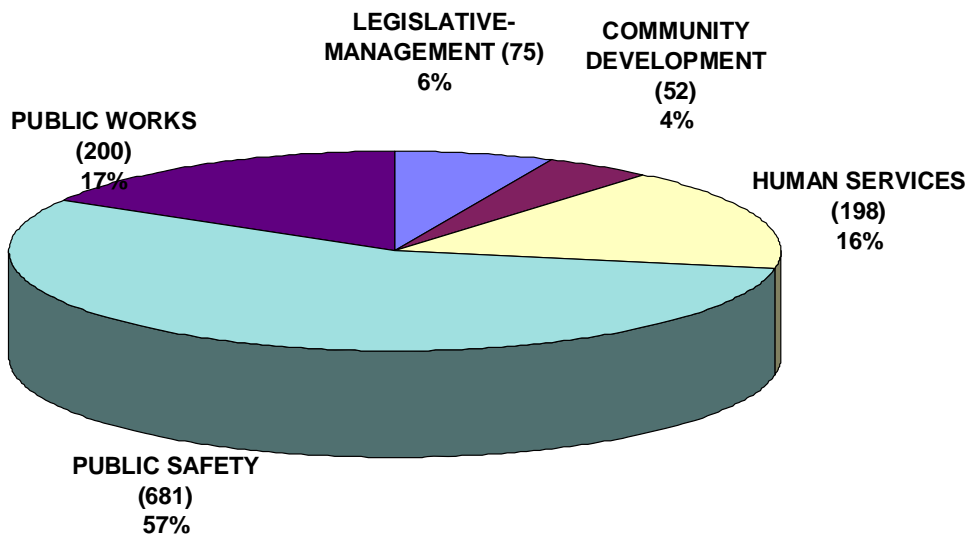
The Public Safety group saw the largest change. Police total FTE increased by 6.00, for new Citizen Reporting Assistants.

In the Legislative and Management group, there is an overall decrease of 2.00 FTE. Reductions include two positions in the IT Department.

In the Human Services group, there is an overall increase of 4.15 FTE. Additions include staffing for the Library East Side Branch. Human Services decreases 1.75 FTE.

In the Public Works group, there is an overall decrease of 3.90 FTE. Reductions include two positions in the Administration and other savings related to division restructuring.

### CITY OF ROCKFORD, ILLINOIS 2008 BUDGET PERSONNEL AUTHORIZATION



## 2009 CHANGES IN COMPENSATION

The majority of the City's work force is organized into five collective bargaining units.

### CITY'S EMPLOYEE UNIONS

<u>Unit</u>	<u>Employees</u>	<u>Percentage Of Total</u>
Police Sworn	294.0	31.0%
Fire Sworn	276.0	29.0
Public Works/Clerical (AFSCME)	229.0	24.0
Community Development (AFSCME)	22.0	2.3
Human Services (AFSCME)	50.4	5.3
Library (AFSCME)	<u>80.9</u>	<u>8.4</u>
	952.3	100.0%

Labor agreements are in negotiation for police and fire employee groups in 2009. The AFSCME group receives a 4.0% increase, effective January 1. All non-union groups were given a furlough reduction to their wages of 3.33%, effective May 1.

### 2005-2009 SALARY AND BENEFIT ADJUSTMENTS BY EMPLOYEE GROUP

<u>Year</u>	<u>Police Sworn</u>	<u>Fire Sworn</u>	<u>AFSCME</u>	<u>AFSCME B</u>	<u>Exempt</u>
2005	3.60	3.00/1.00	3.00/1.00	3.00/1.00	3.00
2006	3.50	3.50	3.50	3.50	2.50
2007	3.50	3.50	3.50	3.50	3.00
2008	4.00	4.00	4.00	4.00	2.50
2009	Currently bargaining	Currently bargaining	4.00	4.00	0

The labor agreement for union Library employees runs through December 31, 2009. It includes a 2.5% wage increase each year of the contract. Exempt library personnel received a 2.5% increase in 2008.

The balance of the City's employees, management and professional personnel as well as certain exempt clerical positions, participate in a merit pool. The merit program was eliminated for 2009. The program is reviewed on an annual basis.

From the late 1970's to the 1980's the City paid the total cost of health insurance premiums. In 1988, the Community Development AFSCME group and the exempt employees each began contributing to their health insurance costs. In 2004, employee contributions more than doubled



as an effort to control rising health insurance costs. In 2007, the City introduced a new health savings (HSA) option in addition to the traditional PPO plan for health insurance premiums. Annual premium costs for the HSA in 2009 are \$6,344 for single, \$12,714 for single plus one, and \$19,084 for family. Annual premium costs for the traditional PPO plan in 2009 are \$7,280 for single, \$14,560 for single plus one, and \$21,866 for family. Library full-time employee's premium percentage for PPO is 10% and HSA is 4% for 2009. Family coverage premium percentage for PPO is 30% and \$255.00 per pay period deduction and HSA is 31% and \$233.00 per pay period deduction.

### EMPLOYEE FRINGE BENEFITS

Total employee compensation includes not only salaries but also all direct fringe benefits necessary to fund a position. Fringe benefits are often not considered during compensation review and the ramifications of this hidden cost are often not realized until later budget years.

For the City, direct dollar fringe benefits average from 43% to 66% of salaries. While fringe benefits vary by employee group, the selection of Police Sworn, Fire Sworn, Finance (office), and Public Works Streets Division (field) illustrates the four typical groups.

### BENEFITS AS A SALARY PERCENTAGE

<u>Benefits</u>	<u>Sworn</u>		<u>Non-Sworn</u>	
	<u>Police</u>	<u>Fire</u>	<u>Office</u>	<u>Field</u>
Pension	18.3	29.5	17.5	19.0
Worker's Comp	3.5	5.0	0.2	4.6
Health	25.7	27.7	27.0	32.6
Other	.8	0.4	0.8	0.2
Total	48.3	62.6	45.5	56.4

	<u>Average Costs Per Budgeted Position</u>			
Salary	\$67,016	\$69,698	\$52,770	\$42,759
Fringe Benefits	<u>32,290</u>	<u>43,686</u>	<u>24,056</u>	<u>24,093</u>
Total	\$99,306	\$113,384	\$76,825	\$66,852

As shown above, 2009 fringe benefits range from 43.4 percent for office personnel to 65.6 percent for fire personnel, while average costs per position range from \$69,905 for field personnel to \$97,254 for firefighters. Costs increase primarily because of salary adjustments, health insurance, and pension increases.

In 2007, fringe benefits ranged from 45.5 percent for office personnel to 62.6 percent for fire personnel, while costs per position ranged from \$66,852 for the field to \$113,384 for fire. In 2008, the fringe benefit range was from 53.4 percent for police personnel to 65.6 percent for fire personnel, while costs per position range from \$69,905 for field to \$97,254 for fire.

Overall, 2009 fringe benefits, except for health insurance, continue to remain fairly stable. IMRF rates decreased 2.3% while health insurance increased. These direct fringe benefits are discussed individually in the Non-Operating Funds section of the budget.

In addition to direct fringe benefit costs, certain indirect fringe benefits, such as vacations and sick leave, may add approximately six to eight percent to the fringe benefit percentages. These costs are not, unless additional positions are budgeted to compensate for this lost time, an addition in dollars, rather they represent a loss in service units delivered. Employees, as this section illustrates, are a key component of the City's budget both in terms of delivering services to citizens and as the single largest expense.

## CAPITAL EQUIPMENT AND PROJECTS

Capital equipment and projects, slated at \$51.9 million for 2009, are important elements of the City's service delivery system. Capital equipment, over \$5,000, is used by employees to deliver services such as police and fire protection to the public. Capital projects, whether streets, bridges, wells, sewers, or water mains, serve community residents by providing basic necessities for industrial, commercial, and residential needs and development.

It is City policy to avoid balancing the budget by deferring capital equipment purchases. Doing so may serve an immediate purpose but it becomes a costly deferral in the long run. Failure to purchase necessary capital items can have disastrous consequences. Drawbacks to deferring capital equipment purchases results in acquiring assets whose lives do not match the repayment schedule, accentuating an extremely cyclical equipment replacement schedule, and sharply higher maintenance costs.

Since the early 1980's, capital equipment for operating departments has been funded on a level basis with a goal of minimizing erratic annual spending patterns. With balanced spending patterns, equipment replacement is ideally sought when maintenance and the accompanying loss of employee productivity become greater than the depreciation of the equipment. Certain items, such as quints and ladder trucks used by the Fire Department, are budgeted over the course of several years in order to avoid disrupting replacement schedules for other equipment. City policy dictates acquiring capital equipment if doing so eliminates or stabilizes personnel costs. Capital spending policies are discussed in the Capital Project Fund under the Public Works section and in the Financial Policies under the Supplemental section.

In 2009, 22.9% of the budget is allocated to capital items. Capital items for the City can be divided into equipment and projects. The former can be further divided into the following categories: office equipment, which is primarily office equipment and furniture, building improvements, vehicles and operating equipment, and computer hardware and software.

The \$55,098,909 budgeted for capital equipment and projects in 2009 can be divided into five components: office equipment - \$25,000; building improvements - \$120,000; vehicles and operating equipment - \$1,172,500; computer software and hardware - \$742,000; and for capital projects - \$49,674,579.

Capital equipment from 1996 through 2008 for Police, Fire, and Public Works was \$31.6 million or about \$3.5 million annually (excluding 2002 and 2003 where there were no capital purchases due to budgetary constraints). Police spent \$13.0 million for cars and specialized equipment. The Fire Department spent \$10.0 million for fire trucks, specialized fire equipment, and buildings. Public Works spent \$8.2 million for vehicles and specialized equipment in fiscal years prior to 2006, with no capital expenditures for these functions within the last year. For 2009, capital spending was eliminated due to budgetary restraints. Vehicle repair expenses for the Police, Fire, and Public Works Departments increased \$1.7 million in 2008 due to an aging fleet.

Office equipment of \$25,000 is allocated to the Election Commission. The Election Commission's capital dollars will go toward a CD for ballot tabulation equipment in the future.

Building improvements of \$120,000 are allocated to the Property Divisions relocation of the property shop (\$40,000), office remodeling for the central garage (\$60,000), and additional heating for city property (\$20,000). Public Works Water Division and Parking Division have \$1,172,500 in vehicles and operating equipment. The Water Division's \$1,132,500 includes a variety of vehicles, operating equipment, and well house roofs scheduled for replacement. The Parking Division's \$40,000 is for the purchase of a parking control vehicle.

The anticipated capital purchases will replace equipment and vehicles in the existing fleet, and add new vehicles to the fleet as well. The City expects to realize a significant reduction in service and repair costs related to maintaining aging City vehicles. With new vehicle purchases, department vehicles will be used in the field more frequently rather than being out of service.

During 2009, the City will continue efforts to acquire hardware and software that improve productivity and customer service. Of the \$742,000 budgeted in computer hardware and software, money will go towards server software, business intelligence software, GIS license, storage software, additional Hansen licenses, Hansen Web App for service requests, parking ticket software, false alarm software, operating system software, additional storage capacity, new servers, replacement servers, primary firewall upgrade, replacement firewall for the Police Department, and network upgrades.

The capital project portion, \$51.9 million (\$49.7 million capital) includes \$29.9 million for transportation and economic development initiatives and \$22.0 million for new water system rehabilitation projects. The proposed water system improvements for 2009 (\$22.0 million) includes construction of 10 treatment plants at various well sites, installation of two wells, and construction of about 15 miles of trunkline water main. The project is being done to address several problems including low water pressure, discolored water, and the requirement to remediate radium levels at five wells. The total anticipated operating costs of the 10 treatment plants when all are fully operational will be approximately \$660,000 per year.

The \$29.9 million budgeted in the capital improvements program supports the traditional transportation and drainage programs funded by sales tax, motor fuel taxes and grants. State motor fuel taxes provide only \$4.2 million of funding while the new local sales tax, which replaced the annual street bond referendum, will generate \$16.0 million in revenue. 2009 represents the second year of the five-year capital improvement program becoming part of the current year's budget. The capital improvements program is City Council approved and funded by a mix of revenues including bond proceeds, state taxes, local taxes, and interfund transfers.

## REVENUE AND FINANCING CHARGES

The 2009 budget estimates revenue of \$248.4 million net of inter-fund charges and transfers for all funds. As discussed in the selected trends section of Financial Planning earlier, the City classifies revenues as property taxes, elastic revenues and static revenues.

For 2009, the City assumes 0-2% growth in assessed valuation (the basis for property tax revenue), a 0-4% growth in elastic revenues, and a 0-2% increase in static revenues.

For accounting purposes, the City classifies programs and operations into the fund structure used for local governments. These funds and how they are financed are shown below.

<u>FUND</u>	<u>FINANCED BY</u>
General Fund	1,2,3,4,5,6,8
Special Revenue	1,2,3,4,5,6,8
Debt Service	1,6,8
Capital Projects	6,7,8
Enterprises	3,4,6
Internal Service	1,3,5,6,8
Pension Trust	1,5,6

- 1 Property Taxes
- 2 Sales Taxes
- 3 Service Charges
- 4 Licenses/Fines
- 5 Intergovernmental Revenue
- 6 Interest Income
- 7 Bond Proceeds
- 8 Other/Transfers

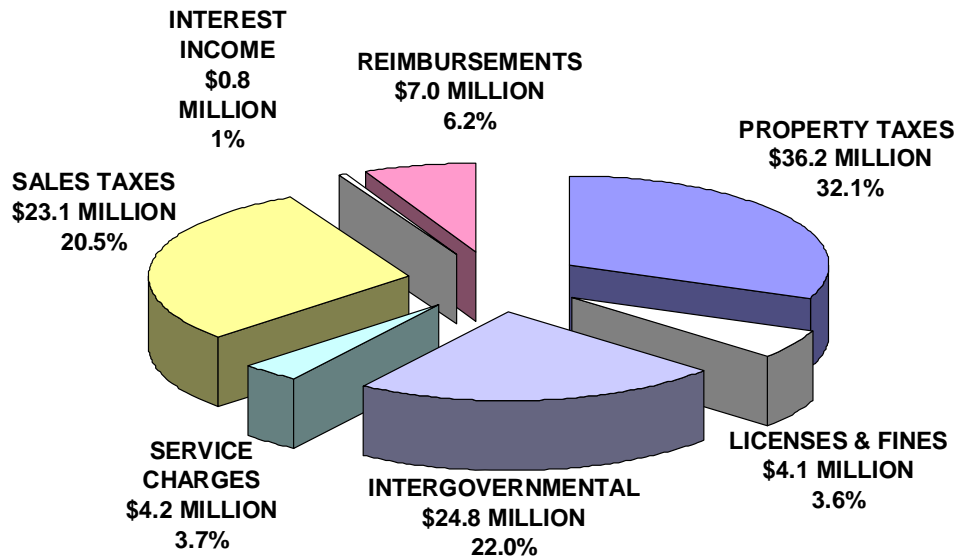
Most of these are self-explanatory. Intergovernmental revenue is income from federal, state, and other local governments. Other income and transfers are miscellaneous items, restricted receipts and transfers. Property taxes are net of accounting adjustments and projected tax cap losses.

### General Fund Revenues (\$112,481,768)

General Fund revenues are derived from eight major sources: taxes, licenses, intergovernmental revenues, service charges, fines, interest income, transfers and other miscellaneous income.

Elastic revenues, sales and intergovernmental taxes, account for more than one-half of the fund. With property taxes included, these three sources comprise 80% of the total. The total dollar amount collected for most of these sources has increased from 2008 to 2009. The percentage of the total that each, property taxes, elastic revenues and static revenues, represents has also slightly increased from the prior year.

**CITY OF ROCKFORD, ILLINOIS  
2009 GENERAL FUND REVENUES \$112,481,768**



**The Property Tax**

Property tax revenues are generated by multiplying equalized assessed valuation (EAV), in Illinois one-third of market value less any exemptions, by a tax rate.

Continuing a long trend, EAV continues to grow. 2009 EAV is estimated at \$2,163,000, an increase of 3.0%. 2008 EAV of \$2,100,103 certified in the spring of 2008 was a 3.3% increase compared to the previous year's \$2,032,642. 2004 (\$21.2 million), 2005 (\$102.3 million), 2006 (\$106.7 million), 2007 (\$106.9 million), and 2008 (\$67.5 million) EAV increases have been the result of annexations, strong commercial activity, a residential influx from the Chicago suburbs and a valuation increase due to the encroachment of the Chicago metropolitan area. New property added \$25.4 million while existing valuations increased the total by \$42.2 million.

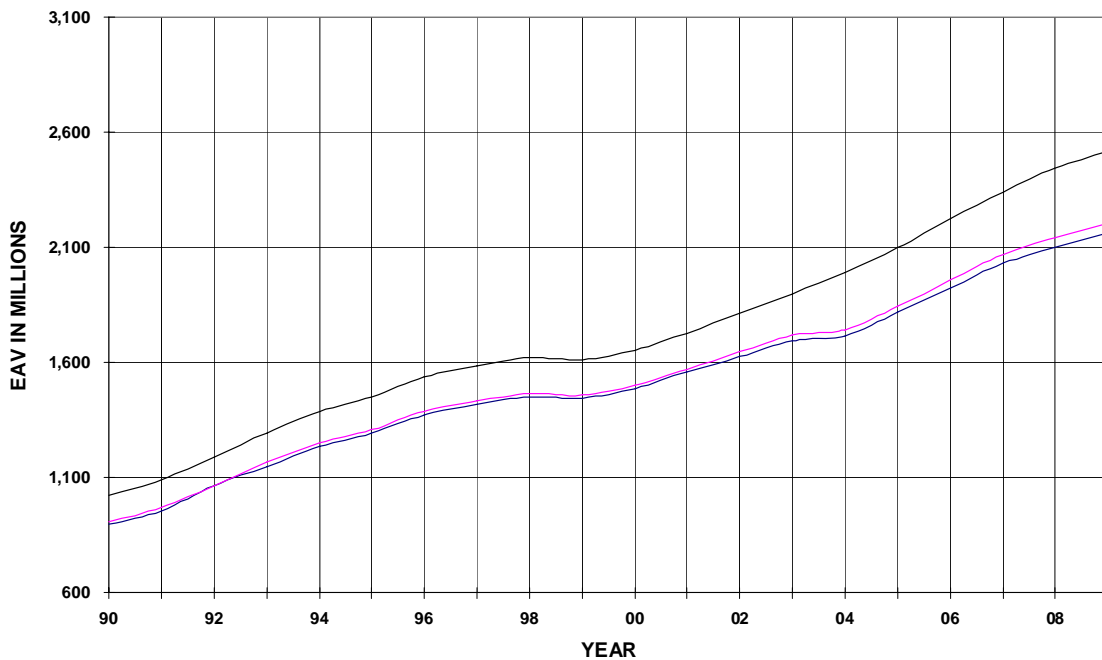
Increases in EAV due to annexation of new areas were \$0.6 million for 2004, and \$1.0 million for 2005, \$5.3 million for 2006, \$6.3 million for 2007, and \$3.4 million for 2008. As for 2004-2008, for 2009 and the 2010-2014 planning period, 3% will be used for growth assumptions respectively. In previous years, zero percent was used for 1999-2000, five percent was used for the 1991-1998 period and two percent was utilized prior to 1991.

Exemptions (2005 - \$280.6 million, 2006 - \$300.0 million, 2007 - \$327.2 million, 2008 - \$346.8 million) represent one out of seven dollars of valuation. The exemption process, an unfunded mandate from the State Legislature, singles out certain elements for special treatment.

The State allows homeowner exemptions at \$5,000 and the senior citizen exemption at \$3,000. Exemptions increased \$19.4 million from 2005 to 2006, \$11.3 million from 2006 to 2007 and \$35.5 million from 2007 to 2008.

Of the exemptions, only one, the tax increment district (\$44.5 million), serves a common community purpose and benefit by stimulating older commercial areas and producing future economic benefits. The new tax dollars exempted and diverted from other governmental units go towards paying for infrastructure and economic development efforts in the district. At the end of the district's life all tax revenues are once again distributed normally to all taxing districts.

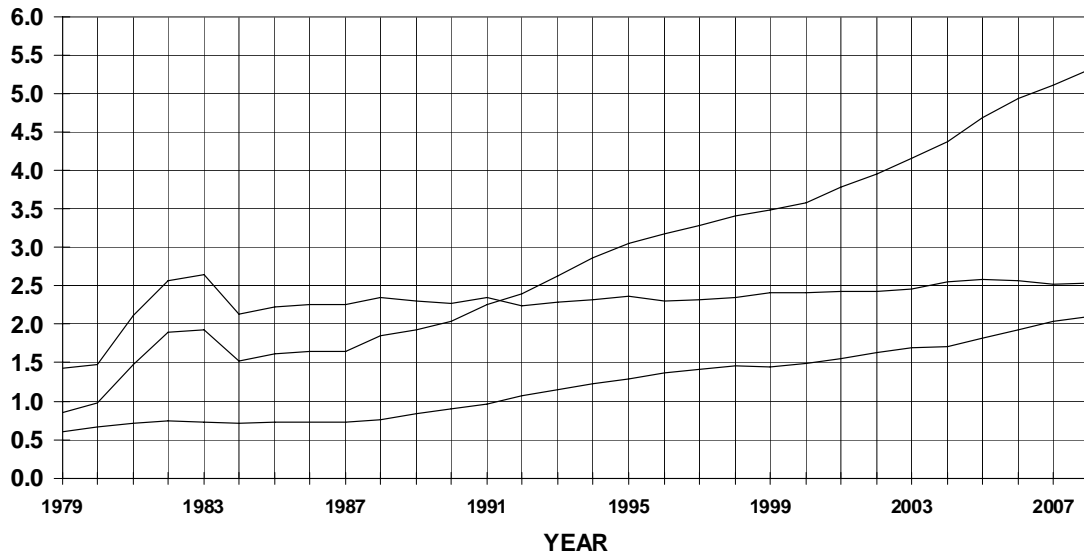
**CITY OF ROCKFORD, ILLINOIS  
EQUALIZED ASSESSED VALUATION 1990-2009**



The other exemptions, homeowner (\$209.3 million), senior citizen (\$88.6 million), and all other (\$4.3 million), cause economic distortions in forcing commercial and industrial properties to pay a larger share of the total. In reality, the senior citizen exemptions are shouldered by all other assessment classes. The net effect of this is to force property tax rates up as taxing bodies attempt to recover this lost revenue. In some cases where rates are at statutory limits or tax caps are applicable, the result may be a change to other revenue sources and/or a reduction in services.

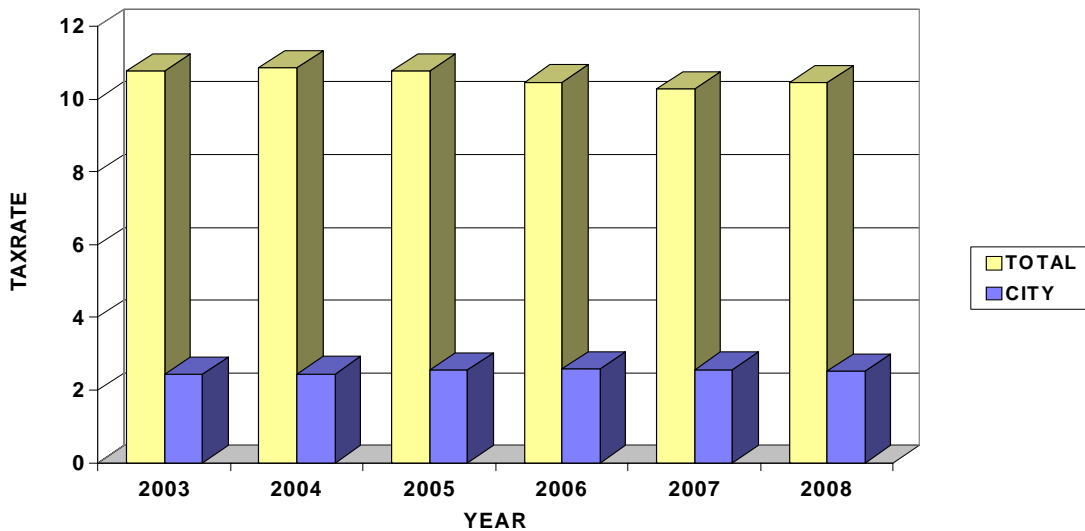
The graph below illustrates the relationships. Poor EAV performance puts pressure on the rate if levies are increased to raise revenue. Given the fact that rates are fixed for a number of levies and that the City is at the maximum for many limited levies, this has implications for future budgets.

**CITY OF ROCKFORD, ILLINOIS  
EQUALIZED ASSESSED VALUATIONS, TAX RATES,  
AND EXTENSIONS 1979-2008**



As the All City Tax Rate Graph illustrates, tax rates for both the City and all taxing districts decreased a total of \$0.17 in 2008. The City tax rate decreased 0.1 cents. Tax rate changes for the remaining six taxing districts ranged from an increase of 11.4 cents for the school district to a decrease of 0.1 cents for the township; overall, there was an increase of 19.7 cents for these units.

**CITY OF ROCKFORD, ILLINOIS  
ALL CITY TAXING DISTRICTS COMBINED 2003-2008**



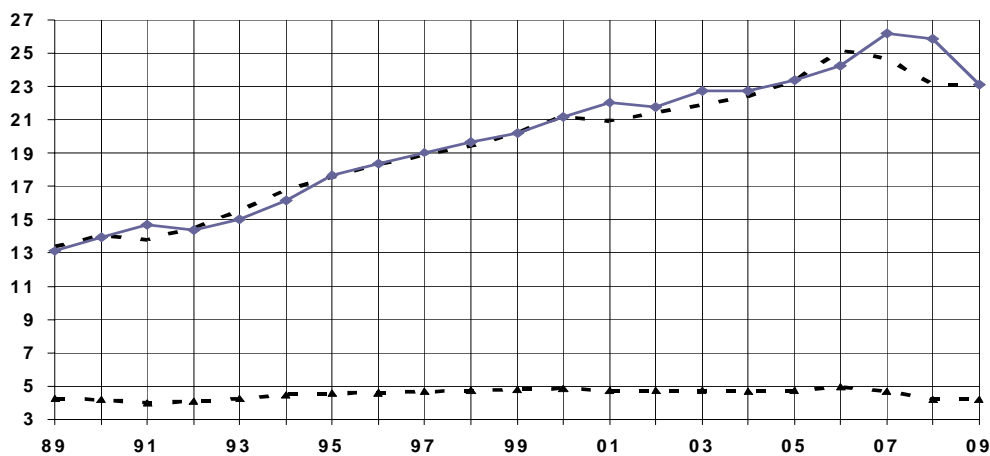


The City rate is 24.2% of the total rate. It is the City's goal to maintain a stable tax rate in order to remain competitive with surrounding communities and unincorporated areas in economic development and annexation efforts. While the City's rate is forecast to be \$2.55 for 2009, it is unknown at this time what the rates will be for other taxing districts. Should the EAV increase be greater than 3%, then the rate will be less.

The 2008 City rate estimate, originally \$2.53, changed due to greater than expected annexations and new construction. For property taxes, the City's five year planning process takes into account the impact of both tax rate and tax cap limitation rules. With conservative budgeting and adequate reserves, these regulations can be adhered to.

### The General Fund Sales Tax

Sales tax, retailer's occupation tax, is assessed at one percent on all sales in the municipality and is collected and distributed by the State of Illinois on a monthly basis. The 2009 budget estimates \$23,107,700 which is 11.9% (\$2,764,700) less than the 2008 budget (\$25,872,400). The 2008 actual was 6.8% less than 2007's actual and \$2,764,700 less than the \$25,872,400 budget. As the following graph illustrates, this elastic revenue source tends to fluctuate depending on the national and local economies as well as on local economic growth. This tax graph tends to pinpoint economic ups and downs rather well. While sales tax has increased at an average rate of better than five percent in the past, if the increase is adjusted for inflation, then this revenue source has not always held its own for the City. For the future, the City estimates four percent for both the growth and inflation rate.



The City began receiving local use tax on a statewide formula basis during 1990. This is a sales tax collected by the State on sales to Illinois residents by out of state companies. Revenues for 2006, 2007, and 2008 are \$1,963,229, \$2,015,444, and \$2,226,000 respectively. 2009 budgeted revenue is \$2,315,000.

The City receives a 6% phone tax. Revenue, \$6,291,351 for 2007, and \$5,811,200 for 2008, is budgeted at \$5,927,400 for 2009. The 5% water utility tax, implemented in 2003, generated \$1,022,276 in 2007 and \$1,022,134 in 2008; \$1,153,600 is budgeted for 2009.

### **Other General Fund Revenues**

License and inspection estimates have increased \$168,500 from \$3,987,500 in 2007 to \$4,147,000 in 2009. The elimination of vehicle stickers is reflected in the 2008 budget estimate. Building inspection fees in excess of \$100,000 per project are considered unusual and are not budgeted.

The 2008 actual of \$3,939,146 is \$39,354 under budget, reflecting both increases and decreases in licenses issued. Primary decreases occurred in plan review (\$34,900) and deposit fees (\$100,000). A large increase occurred in cable TV franchise fees (\$135,304) and building fees (\$215,800).

The 2009 intergovernmental revenue budget estimate is \$26,701,790, a increase of \$1,346,110 from 2008's \$25,355,680. Increases occurred in most revenue sources. The most significant were the state income tax (\$650,000), and county tax (\$687,500). The largest decrease was from the Foreign Fire Tax (\$175,000). Income taxes are estimated to increase 0-4% from the 2008 budget. Due to the volatile nature of replacement taxes, a fixed growth assumption is not used; rather, annual results are analyzed.

The 2008 intergovernmental actual exceeded the original budget by \$2,284,664. Replacement taxes, a state revenue source distinguished by its instability since its inception in 1978, came in \$418,500 over estimates. This revenue source is allocated by state law to pensions as well as the Library and General Fund. The latter two Funds absorb all annual gains and losses. This is perhaps the most volatile elastic revenue source the City has and, consequently, the most difficult one to forecast. Property forfeitures, \$120,000, Rockford School District reimbursement, \$423,800, and federal governments, \$75,000, all exceeded estimates.

Service charges, budgeted at \$3,486,800 for 2008, have increased \$433,200 to \$3,920,000 for 2009. This is primarily due to an increase in ambulance fee revenues.

The 2008 service charges actual of \$3,376,850 was \$109,950 under budget. Decreased income from ambulance fees (\$200,000) was the primary reason for this decrease as a result of lag in state Medicaid payments. The City is committed to evaluating service charges annually to insure that costs are recovered in part or full per Council policy.

General Fund fine revenue can vary depending on economic conditions. \$1,775,000 is the 2009 estimate (2008 budget - \$1,810,000); the 2008 actual collected was \$1,665,150. An decrease in false alarm fines, \$60,000, and magistrate fines, \$80,000, is reduced by a increase in zoning fines, \$30,000.

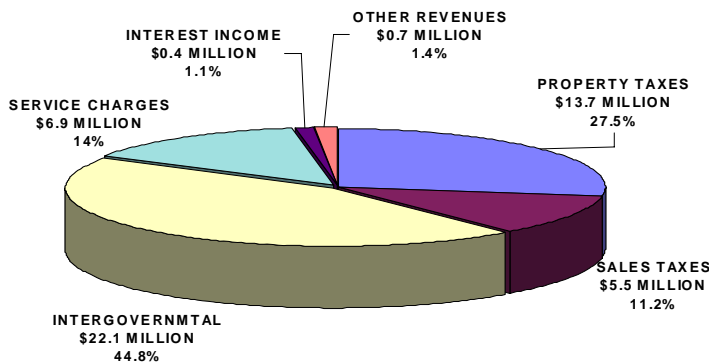
Interest income, budgeted at \$775,000 for 2008, is estimated at \$750,000 for 2009. \$995,166 was recorded for 2008.

Other income for the General Fund consists of purchase of service reimbursements (indirect cost allocation) from various funds for administrative, legal, financial, and personnel services provided, various damage, abandoned property, and miscellaneous accounts. The amounts charged to other funds are increased annually to insure that they reflect actual costs. The 2007 budget and receipts were \$6,123,400 and \$6,577,156 respectively. 2008's budgeted \$7,448,910 is \$1,325,510 more than the prior year's budget and \$87,711 less than the actual. Purchase of service reimbursements are increased annually to reflect increased costs.

Transfers total \$1,200,000 this year. The \$1,200,000 transfer from the Motor Fuel Tax Fund is designed to pay for street lighting. The General Fund, in turn, transfers \$1,200,000 to the Capital Projects Fund to pay for designated projects.

**Special Revenue Funds  
Revenues (\$49,252,813)**

**CITY OF ROCKFORD, ILLINOIS  
2009 SPECIAL REVENUE FUNDS' REVENUE  
\$49,252,813**



The City utilizes thirty-one special revenue funds. Although financing for this fund group has increased slightly from 2008's \$47.6, the revenue mix has been essentially unchanged since 1985.

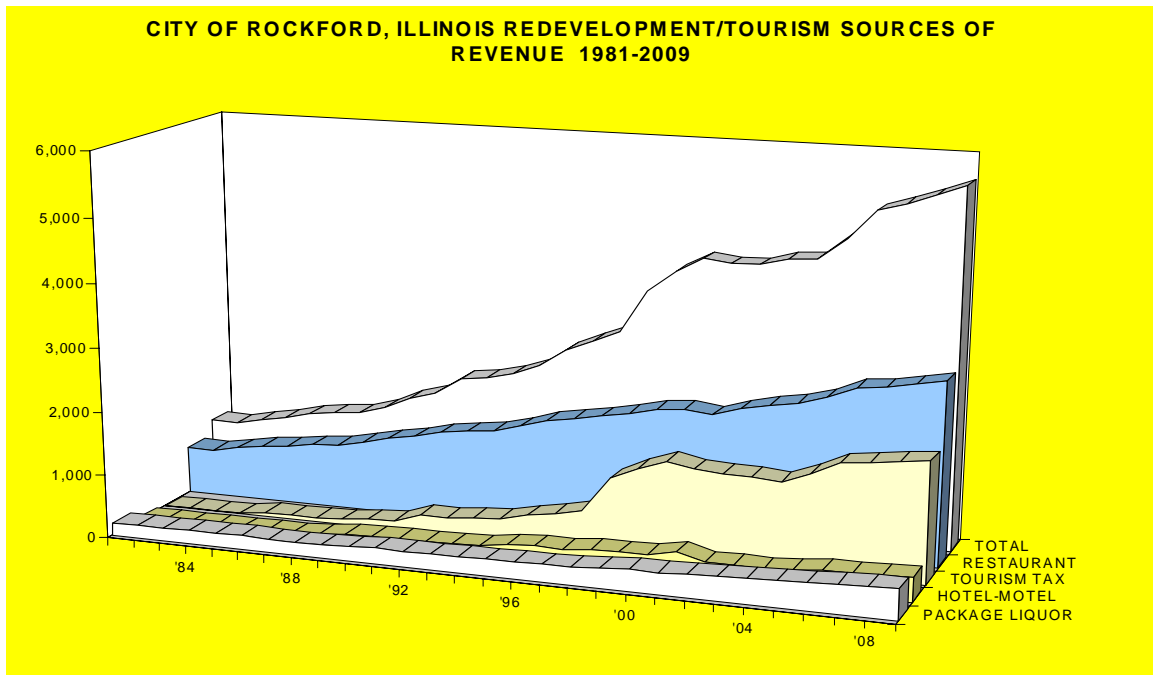
**Motor Fuel Tax Fund** (2009 Budget - \$4,449,000; 2008 Budget - \$4,364,000; 2008 Actual - \$4,152,477; 2007 Actual - \$5,121,748). This fund is financed by shared revenue payments (\$4,250,000) from the State of Illinois on motor fuel (19 cents per gallon) for road building and maintenance purposes. 2008 interest earnings are estimated at \$134,970.

**Sanitation Fund** (2009 Budget - \$8,926,242; 2008 Budget - \$8,961,769; 2008 Actual - \$8,881,722; 2007 Actual - \$6,840,753). This fund is financed by a property tax levy

(\$2,128,420) which at a ten cent rate produces 20% of the fund's revenues and a \$134.40 annual user fee (\$6,894,720) collected on the quarterly water bill which produces the balance. In addition, the fund receives a small amount in rental, interest and fringe benefit expenditure reimbursements.

**Community Development Block Grant Fund** (2009 Budget - \$4,086,784; 2008 Budget - \$4,756,606; 2008 Actual - \$4,264,134; 2007 Actual - \$4,758,549). This fund, primarily involved with economic development and neighborhood rehabilitation, is financed by federal grants (\$3,280,796). Program income is estimated at \$145,000. The 2009 carry over of prior year funds and grant authorizations is \$846,355.

**Redevelopment Fund** (2009 Budget - \$3,658,300; 2008 Budget - \$3,643,100; 2008 Actual - \$3,530,918; 2007 Actual - \$3,516,164). This fund, for redevelopment purposes and Metro Center Authority subsidy payments, has four revenue sources: motel/hotel tax (1%) - \$373,900; restaurant/lounge (1%) - \$2,807,900; package liquor (1%) - \$476,500. For 2008, receipts are \$3,348,034, \$295,066 below the estimate; with all coming in below estimates. This tax, authorized in 1978 and originally designed to expire in 1998, was extended to 2008 in 1990, as a result of the Coronado Theater renovation project, extended to 2018 in 1998, and, as a result of the 2007 Metro Center renovation project, extended to 2028.



**Tourism-Promotion Fund** (2009 Budget - \$1,869,500; 2008 Budget - \$1,853,500; 2008 Actual - \$1,774,101; 2007 Actual - \$1,780,810). This tax, five percent on motels and hotels, was instituted in 1985 to promote tourism. It was increased from one to two percent in 1991, from two to four percent June 1997, and, for the Coronado Theater renovation project, from four to five percent July 1999.

**Tax Increment Financing Districts** - (2009 Budget: East Side - \$1,078,519, West Side - \$439,158, 7<sup>th</sup> Street - \$1,174,795, South Rockford - \$189,900; 2008 Budget: East Side - \$464,700, West Side - \$421,200, 7<sup>th</sup> Street - \$1,128,200, South Rockford - \$146,600; 2008 Actual: East Side - \$519,606, West Side - \$469,440, 7<sup>th</sup> Street - \$994,000, South Rockford - \$139,300; 2007 Actual: East Side - \$488,212, West Side - \$421,769, 7<sup>th</sup> Street - \$1,126,838, South Rockford - \$132,669). TIF districts receive revenues from property taxes, state and local sales taxes, and interest income. In TIF districts, assessment values are frozen at a certain date and the increase, and the increment in assessed values and consequently, property taxes since that date, is to be used for redevelopment purposes in the districts. Property taxes for all districts continue to grow at an incremental pace. For the East and West Side Districts, new state legislation adopted in 1986 allows new sales tax revenue that is generated within the district after a certain date to be used only for district redevelopment purposes just as the property tax increment. The East and West Side TIF's began receiving State and City sales tax revenues in 1987. Due to businesses leaving both Districts, 1992 was the last year for sales tax increments. The City did not apply this sales tax increment provision to the 7<sup>th</sup> Street District due to its strong economic condition.

**Lincolnwood Housing TIF** (2009 Budget - \$74,400; 2008 Budget - \$70,700; 2008 Actual - \$72,972; 2007 Actual - \$69,938). Created in 2001, this west side housing tax increment district will utilize property taxes to pay for certain improvements in order to generate affordable housing.

**Lincolnwood II TIF** (2009 Budget - \$52,800; 2008 Budget - \$40,000; 2008 Actual - \$41,098; 2007 Actual - \$13,635). The Lincolnwood II tax increment district was established in 2005 to assist affordable residential development on the City's west-side.

**Springfield Corners TIF** (2009 Budget - \$134,600; 2008 Budget - \$130,000; 2008 Actual - \$123,855; 2007 Actual - \$115,264). This west side housing tax increment district was established in 2002 to utilize property taxes to pay for improvements to generate affordable housing.

**North Main TIF** (2009 Budget- \$125,432; 2008 Budget - \$31,500; 2008 Actual - \$36,919; 2007 Actual - \$28,624). This tax increment district was created in 2004 to aid in redevelopment within the district.

**Rockford Global Trade Park TIF** (2009 Budget - \$738,329; 2008 Budget - \$500,000; 2008 Actual - \$1,593,672; 2007 Actual - \$454,051). The Rockford Global Trade Park tax increment district was established in 2004 to develop 6,600 acres of land surrounding the Rockford Airport.

**Garrison TIF** (2009 Budget - \$67,550; 2008 Budget - \$23,300; 2008 Actual - \$15,401; 2007 Actual - \$22,832) The Garrison tax increment district was established in 2005 to develop the area surrounding the old Garrison school. Residential development is planned for the area.

**River Oaks TIF** (2009 Budget - \$50,000; 2008 Budget - \$16,700; 2008 Actual - \$32,106; 2007 Actual - \$166) The River Oaks tax increment district was created in 2005 to assist river front residential development.

**Hope Six TIF** (2009 Budget - \$162,834; 2008 Budget - \$157,708; 2008 Actual - \$116,845; 2007 Actual - \$75,660) The Hope Six tax increment district, created in 2006, was established to assist with residential development.

**Kishwaukee Harrison TIF** (2009 Budget - \$49,265; 2008 Budget - \$33,405; 2008 Actual - \$50,527; 2007 Actual - \$33,669) The Kishwaukee Harrison tax increment district, created in 2006, was established to aid in redevelopment within the district.

**Main Auburn TIF** (2009 Budget - \$8,800; 2008 Budget - \$10,800; 2008 Actual - \$8,398; 2007 Actual - \$10,291) The Main and Auburn tax increment district, created in 2006, was established to aid in redevelopment within the district.

**Jackson School TIF** (2009 Budget - \$87,916; 2008 Budget - \$45,500; 2008 Actual - \$286,227; 2007 Actual - \$44,579) The Jackson School tax increment district, created in 2006, was established to aid in redevelopment within the district.

**State Kilburn** (2009 Budget - \$8,800; 2008 Budget - \$8,400; 2008 Actual - \$6,135; 2007 Actual - \$6,009) The State and Kilburn tax increment district, created in 2006, was established to aid in redevelopment within the district.

**State Central TIF** (2009 Budget - \$214,693; 2008 Budget - \$112,500; 2008 Actual - \$197,862; 2007 Actual - \$108,383) The State and Central tax increment district, created in 2006, was established to aid in redevelopment within the district.

**Preston Central TIF** (2009 Budget - \$145,000; 2008 Budget - \$15,200; 2008 Actual - \$94,179; 2007 Actual - \$11,198) The Preston and Central tax increment district, created in 2006, was established to aid in redevelopment within the district.

**State Alpine TIF** (2009 Budget - \$226,436; 2008 Budget - \$211,900; 2008 Actual - \$221,406; 2007 Actual - \$207,979) The State and Alpine tax increment district, created in 2006, was established to aid in redevelopment within the district.

**Westside II TIF** (2009 Budget - \$8,100; 2008 Budget - \$3,100; 2008 Actual - \$5,676; 2007 Actual - \$3,040). The Westside II tax increment district, created in 2007, was established to aid in redevelopment within the district.

**Human Services** (2009 Budget - \$12,558,502; 2008 Budget - \$12,807,994; 2008 Actual - \$15,487,487; 2007 Actual - \$14,735,302). This fund is financed by two federal (\$5,233,930) and four state agencies (\$7,252,832) as well as City revenue (\$336,600) to provide services in Community Services, Headstart Preschool, Drug Free, Weatherization and Energy Assistance. Revenues tend to fluctuate based on grants and federal philosophy. In addition to its cash contribution, the City's General Fund contributes over \$100,000 in indirect services annually.

**Tuberculosis Sanitarium** (2009 Budget - \$184,546; 2008 Budget - \$140,893; 2008 Actual - \$144,879; 2007 Actual - \$147,991). Revenues are received from property taxes, user fees, and interest income. The property tax limit is \$991,000; currently the fund is at \$185,600.

**Library Fund** (2009 Budget - \$8,825,675; 2008 Budget - \$8,145,707; 2008 Actual - \$8,726,881; 2007 Actual - \$11,353,315). This fund is financed by property taxes (\$6,658,988), fringe benefit expenditure reimbursements (\$653,037), state replacement taxes (\$859,800), fines (\$189,750), service charges and non-resident fees (\$49,100), grants (\$182,000), interest and rental income (\$150,000) and miscellaneous income (\$83,000). Of any City operating fund, the Library is most heavily dependent on the property tax as the largest source of revenue, 75.4%.

**OTB Special Projects Fund** (2009 Budget - \$140,000; 2008 Budget - \$180,000; 2008 Actual - \$129,439; 2007 Actual - \$166,305). This fund, used for special projects, receives one percent of the handle from the local off-track betting parlor.

**Debt Service Funds**  
**Revenues (\$18,724,937)**

**Debt Service Funds** (2009 Budget - \$18,724,937; 2008 Budget - \$19,145,972 (2008 bonds issued); 2008 Actual, excluding utility debt - \$15,055,039; 2007 Actual, excluding utility debt - \$16,090,800). These funds are funded by property taxes (\$7,092,902), tax abatements from TIF Districts, development funds, and OTB Special Projects Fund (\$5,944,303), the parking and water utilities (\$4,754,465), and sales tax (\$933,267). For further information, see Debt Service under Non-Operating Fund section.

**Capital Project Funds**  
**Revenues (\$51,900,000)**

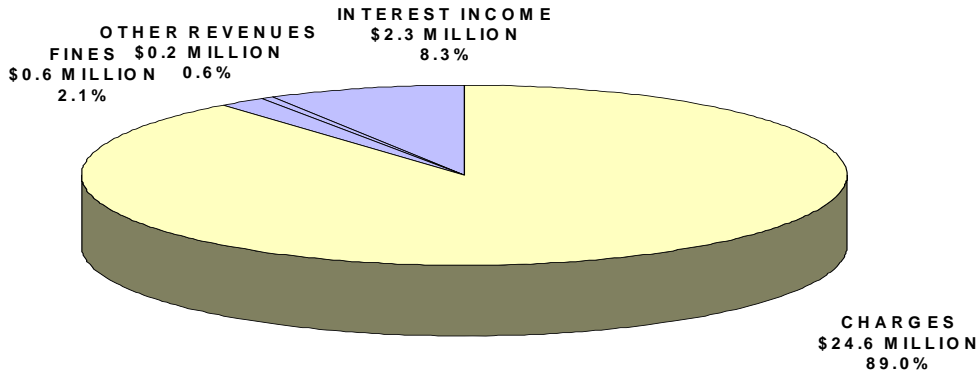
**Capital Project Funds** (2009 Budget - \$51,900,000; 2008 Budget - \$21,500,000; 2008 Actual - \$40,099,230; 2007 Actual - \$30,502,285). These funds are financed transfers from Sales Tax, Motor Fuel Tax, General, and Water Funds. For further information, see Capital Projects under the Public Works section.

**Enterprise Funds**  
**Revenues (\$25,873,450)**

The City utilizes two enterprise funds, Water and Parking in the Public Works Department. The revenue mix has changed little from the previous year.

**Water Fund** (2009 Budget - \$25,944,650; 2008 Budget - \$25,355,000; 2008 Actual - \$24,280,510; 2007 Actual - \$22,080,566). This fund is financed by user fees (\$23,140,000), installations and connections (\$972,000); interest income (\$1,200,000), and service charges to other funds and governmental agencies (\$700,000). The first of three planned rate increases took effect February 1, 2006 to help fund the water system rehabilitation project.

**CITY OF ROCKFORD, ILLINOIS  
2009 ENTERPRISE FUNDS' REVENUES \$27,648,250**

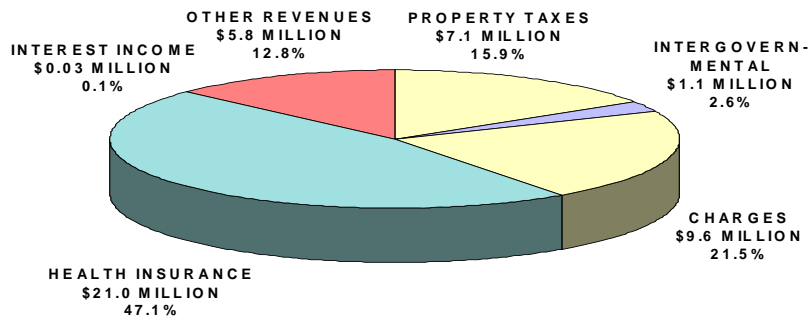


**Parking Fund** (2009 Budget - \$1,703,600; 2008 Budget - \$1,553,827; 2008 Actual - \$1,654,820; 2007 Actual - \$1,487,704). The Parking System is financed by fines (\$588,000), permits and fees (\$1,039,600), purchase of services (\$23,500), and interest income (\$52,500).

**Internal Service Funds  
Revenues (\$44,679,479)**

The City uses eleven internal service funds. While financing for this fund group has increased from 2008's \$43,876,499 budget, the revenue mix is unchanged.

**CITY OF ROCKFORD, ILLINOIS  
2009 INTERNAL SERVICE FUNDS' REVENUES  
\$44,679,479**



**Property Fund** (2009 Budget - \$2,930,340; 2008 Budget - \$3,207,310; 2008 Actual - \$3,152,866; 2007 Actual - \$3,086,903). This fund, part of the Public Works Property and Equipment Division, provides building maintenance for City Hall, the City Yards and other City facilities.



**Equipment Fund** (2009 Budget - \$3,528,750; 2008 Budget - \$3,834,270; 2008 Actual - \$4,711,574; 2007 Actual - \$3,767,451). The Public Works Department operates garage facilities for vehicle maintenance for City departments and some County agencies at several locations.

**Central Stores Fund** (2009 Budget - \$422,100; 2008 Budget - \$370,000; 2008 Actual - \$294,118; 2007 Actual - \$320,000). This fund, part of the Public Works Property and Equipment Division, provides centralized inventory services for the Property and Equipment Units and the Water Division.

**Information Technology Fund** (2009 Budget - \$2,620,640; 2008 Budget - \$2,726,340; 2008 Actual - \$2,700,455; 2007 Actual - \$2,197,110). This fund finances the Information Technology department, which provides mainframe and microcomputer services to user departments.

**911 Communications Fund** (2009 Budget - \$5,108,964; 2008 Budget - \$5,010,210; 2008 Actual - \$5,004,233; 2007 Actual - \$4,721,337). Providing 911 communication services to public safety departments, this fund is financed by County and City General Fund purchase of services.

**Illinois Municipal Retirement Fund** (2009 Budget - \$6,442,746; 2008 Budget - \$6,317,081; 2008 Actual - \$5,947,502; 2007 Actual - \$4,721,337). The revenues for this fund finance the City pension as well as Social Security contributions. Property taxes are estimated at \$3,734,567; replacement taxes at \$433,400; interfund transfers from non-property tax funds at \$2,264,779 and interest income at \$10,000 for 2009. The property tax rate is unlimited.

**Unemployment Insurance Fund** (2009 Budget - \$77,796; 2008 Budget - \$74,596; 2008 Actual - \$72,144; 2007 Actual - \$66,428). The budget includes \$64,173 in property taxes and \$10,723 in interfund transfers from non-property tax funds. The property tax rate is unlimited.

**Worker's Compensation Fund** (2009 Budget - \$2,087,739; 2008 Budget - \$1,853,357; 2008 Actual - \$2,116,243; 2007 Actual - \$1,769,249). Income for 2009 includes \$1,884,694 in property taxes, \$188,054 in interfund transfers from non-property tax funds, and \$15,000 in interest income. The property tax rate is unlimited for this purpose.

**Auditing Fund** (2009 Budget - \$266,170; 2008 Budget - \$264,092; 2008 Actual - \$307,732; 2007 Actual - \$261,169). This fund is financed by property taxes (\$236,250) and interfund transfers from non-property tax funds (\$29,920). The property tax rate is unlimited for this purpose.

**Health Insurance Fund** (2009 Budget - \$21,037,378; 2008 Budget - \$20,275,375; 2008 Actual - \$20,704,920; 2007 Actual - \$19,297,183). The City operates a self-insured plan for active employees, retirees, and several outside groups. The City's share of \$17,478,688 is supplemented by employees, retired employees, and outside agency contributions of \$3,558,690. The revenue structure, premiums as well as deductibles and copays, were changed for 2009.

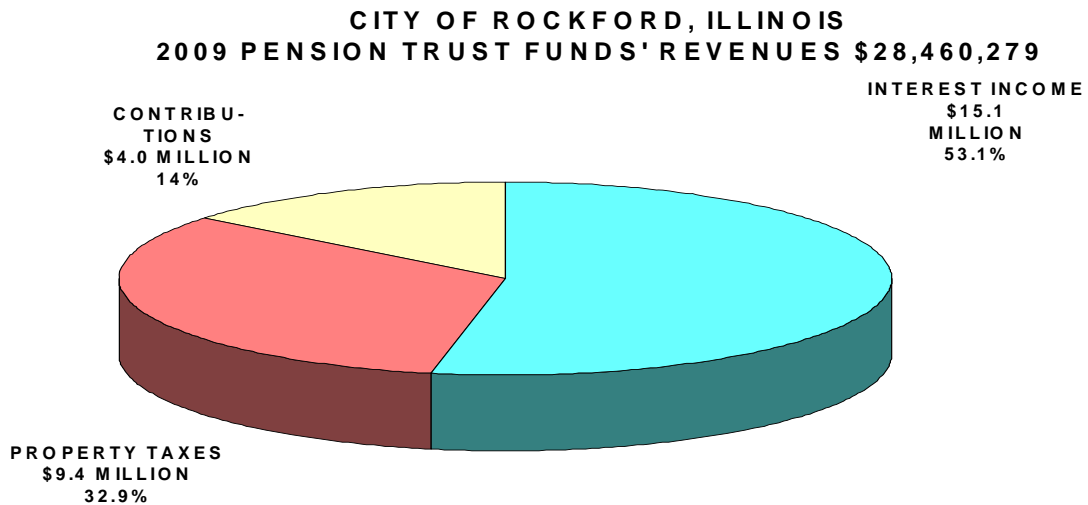
**Risk Management Fund** (2009 Budget - \$1,642,070; 2008 Budget - \$1,561,610; 2008 Actual - \$1,401,099; 2007 Actual - \$1,015,281). This fund, used for the payment of claims, judgments

and general self-insured losses, is financed by an unlimited levy (\$1,178,100), departmental charges (\$400,970), and insurance reimbursements (\$63,000).

**Pension Funds  
Revenues (\$28,460,279)**

The City operates local pension plans for sworn police and fire officers.

**Police Pension Fund** (2009 Budget - \$13,839,731; 2008 Budget - \$15,369,047; 2008 Actual – (\$13,472,995); 2007 Actual - \$17,467,582). This fund is financed by a contribution from the General Fund (property taxes, \$2,754,531 and state replacement taxes, \$978,600), member contributions (\$2,106,600), investment income (\$4,500,000), and fair value appreciation (\$3,500,000). The interest rate assumption for 2009 is 7.5% (2008 Actual -7.6% earnings).



**Fire Pension Fund** (2009 Budget - \$14,620,548; 2008 Budget - \$16,068,321; 2008 Actual – (\$5,363,931); 2007 Actual - \$16,875,008). This fund is financed by a contribution from the General Fund (property taxes, \$4,460,248 and state replacement taxes, \$1,174,300), member contributions (\$1,886,000) and investment income (\$4,300,000), and fair value appreciation (\$2,800,000). The interest rate assumption for 2009 is 7.5% (2008 Actual -6.3% earnings).

**DEPARTMENT FUNDING MATRIX**

The table on the following two pages shows the funds listed in the preceding pages and the City departments that they fund. This matrix helps to illustrate how the financial structure of the City relates to the budgetary units that will be described in more detail in the rest of the budget book.





## YEAR END FINANCIAL CONDITION

Fund balances for the 2009 budget year ending December 31, 2009 are deemed to be sufficient to insure a healthy financial condition for the City. Of the nineteen funds projected to have year-end deficits, none are considered to be of concern.

Certain funds are project, rather than service oriented. In these funds, the practice can be to appropriate all available funds, current plus certain future amounts, for one or more potential projects. The fourteen TIF districts with deficits are examples of this. Two other funds, Redevelopment, and OTB Special Projects, can also be included. All of these project funds will turn positive before their current legal authority ends.

The Risk Management and Workers' Compensation Funds carry deficits due to incurred claim estimates that are adjusted annually. The City has a long term funding plan in place to fund future claims.

The Worker's Compensation Fund deficit is being reduced by plan over a several year period.

The RMAP fund has a temporary deficit due to startup costs. This will be corrected over several years.

With these actions, these funds should again be in good condition.

CITY OF ROCKFORD, ILLINOIS SCHEDULE OF ANTICIPATED ENDING FUND BALANCES 2009 BUDGET						
FUND	BEGINNING BALANCE (Unaudited)				EXCESS (DEFICIT)	ENDING BALANCE 12/31/09
	01/01/09	REVENUES	APPROPRIATION	ADJUSTMENTS		
GENERAL-OPERATING	\$24,352,498	\$112,481,768	\$113,124,594	(\$642,826)	\$672,511	\$24,382,183
SPECIAL REVENUE						
MOTOR FUEL TAX	6,342,976	4,449,000	5,400,000	(951,000)		5,391,976
SANITATION	2,601,597	8,780,831	8,921,242	(140,411)		2,461,186
COMMUNITY DEVELOPMENT	1,716,712	3,280,796	4,086,784	(805,988)		910,724
REDEVELOPMENT TAX	(5,140,378)	3,658,300	3,729,731	(71,431)		(5,211,809)
TOURISM PROMOTION TAX	93,320	1,869,500	1,869,500	0		93,320
TAX INCREMENT DISTRICTS	(1,807,215)	4,245,083	5,805,216	(1,560,133)		(3,367,348)
HUMAN SERVICES	470,993	12,823,362	12,558,502	264,860		735,853
TUBERCULOSIS SANITARIUM	45,297	159,398	185,600	(26,202)	25,146	44,241
LIBRARY	3,394,973	8,952,543	8,889,480	63,063		3,458,036
OTB SPECIAL PROJECTS	(152,561)	140,000	75,000	65,000		(87,561)
RMAP PLANNING	66,088	920,000	1,144,744	(224,744)		(158,656)
DEBT SERVICE	8,667,411	14,094,159	18,724,937	(4,630,778)	4,630,778	8,667,411
CAPITAL PROJECT	16,896,353	41,900,000	51,900,000	(10,000,000)		6,896,353
ENTERPRISE						
WATER SYSTEM	115,281,402	25,944,650	22,046,182	3,898,468		119,179,870
PARKING SYSTEM	17,668,450	1,703,600	2,227,085	(523,485)		17,144,965
INTERNAL SERVICE						
PUBLIC WORKS PROPERTY	86,729	2,930,340	2,857,449	72,891		159,620
PUBLIC WORKS EQUIPMENT	697,352	3,528,750	3,463,039	65,711		763,063
PUBLIC WORKS CENTRAL STORES	42,655	389,740	401,187	(11,447)		31,208
911 COMMUNICATIONS	(8,845)	5,108,964	5,108,964	0		(8,845)
IMRF PENSION	50,419	6,442,746	6,432,746	10,000		60,419
UNEMPLOYMENT INSURANCE	62,155	77,796	74,896	2,900		65,055
WORKER'S COMPENSATION	(2,435,360)	2,087,739	2,072,739	15,000		(2,420,360)
AUDITING	0	266,170	266,170	0		0
RISK MANAGEMENT	(805,475)	1,642,070	1,628,740	13,330		(792,145)
INFORMATION TECHNOLOGY	1,072,269	2,620,640	2,582,990	37,650		1,109,919
HEALTH INSURANCE	737,476	21,037,378	20,906,700	130,678		868,154
PENSION						
POLICE PENSION	137,510,089	13,839,731	4,260,681	9,579,050	(7,500,000)	139,589,139
FIRE PENSION	127,657,158	14,620,548	6,139,848	8,480,700	(6,400,000)	129,737,858
ELIMINATIONS & ADJUSTMENTS	0	<u>(71,563,176)</u>	<u>(76,193,954)</u>	<u>4,630,778</u>	<u>(4,630,778)</u>	<u>0</u>
		<u>\$248,432,426</u>	<u>\$240,690,792</u>	<u>\$7,741,634</u>	<u>(\$13,202,343)</u>	<u>\$449,703,829</u>