



Village of Willowbrook, IL

# POPULAR ANNUAL FINANCIAL REPORT

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FOR THE FISCAL YEAR ENDED  
APRIL 30 2022





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835 Midway Drive  
Willowbrook, IL 60527  
630.323.8215

December 8, 2022

To the Mayor, Board of Trustees and Willowbrook Residents and Businesses:

The Popular Annual Financial Report (PAFR) of the Village of Willowbrook (Village) for the year ended April 30, 2022, is hereby submitted providing a brief overview and analysis of the Village's results for the year ended April 30, 2022. The Government Finance Officers Association (GFOA) is the entity that administers the PAFR program, which is a prestigious, national award program recognizing local governments for conforming to the program's standards of creativity, presentation and usefulness to the reader. The Village intends to submit this PAFR to the GFOA for consideration of the award. Information presented in this PAFR is derived from the Village's 2022 Annual Comprehensive Financial Report (ACFR), which is the Village's annual audited financial statements. The Village's ACFR for April 30, 2022 received an unmodified (clean) audit opinion from the Village's independent auditors, which indicates the Village's financial statements are fairly presented, in all material respects, and in conformity with Generally Accepted Accounting Principles (GAAP).

We hope you find this report useful and insightful. If you have any questions or comments regarding this PAFR, or any other Village report, please contact me at [shalloran@willowbrook.il.us](mailto:shalloran@willowbrook.il.us).

Sincerely,

**Sean Halloran**  
Assistant Village Administrator

**The Village of Willowbrook, incorporated in 1960, is a home rule municipality under the Illinois Constitution. The Village is located approximately 16 miles southwest of downtown Chicago in southeast DuPage County and encompasses 2.3 square miles.**



The Village provides a full range of services, including public safety, roadway maintenance, public improvements, planning and zoning, engineering and inspection, parks and recreation, and water services.

An elected Mayor and Board of six Trustees govern the Village. The mayor is the Village's chief executive officer and is elected to a four-year term. The Trustees serve staggered four-year terms. The governing body is elected on a non-partisan, at-large basis. The Village Board appoints a Village Administrator for direction of day-to-day operations. As of April 30, 2022, the Village has 41 full time equivalent employees including 27 budgeted sworn Police Department personnel plus seasonal positions, as needed.

Village of Willowbrook Fast Facts	
<b>Population (U.S. Census Bureau)</b>	9,236
<b>Per Capita Personal Income</b>	\$37,715
<b>Total Taxable Assessed Value (2021 Levy)</b>	\$515,268,286
<b>Fiscal Year 2022 Expenses</b>	\$15,224,943
<b>Fiscal Year 2022 Revenues</b>	\$19,210,467
<b>Village Full Time Equivalent Employees</b>	41
<b>Village Outstanding General Obligation Debt</b>	\$3,477,631
<b>Village Bond Rating</b>	AAA by Standard & Poor's

**VILLAGE OF WILLOWBROOK, ILLINOIS****List of Principal Officials as of April 30, 2022**

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**LEGISLATIVE**

Frank A. Trilla, Mayor

**BOARD OF TRUSTEES**

Mark Astrella, Trustee

Sue Berglund, Trustee

Umberto Davi, Trustee

Michael Mistele, Trustee

Gayle Neal, Trustee

Gregory Ruffolo, Trustee

Deborah Hahn, Clerk

**ADMINISTRATIVE**

Brian Pabst, Village Administrator

Sean Halloran, Assistant Village Administrator

Michael Rock, Chief Financial Officer

Robert Schaller, Chief of Police

## Local Economy

Sales taxes, the Village's largest revenue source, has been slowly rising over the past decade. The Village is fortunate to have a strong industrial and retail base with businesses such as Willowbrook Ford, Whole Foods, Target, Trane, Midtronics, and the Town Center and the Willows developments. Fiscal year 2022 was a rebound year regarding sales taxes.

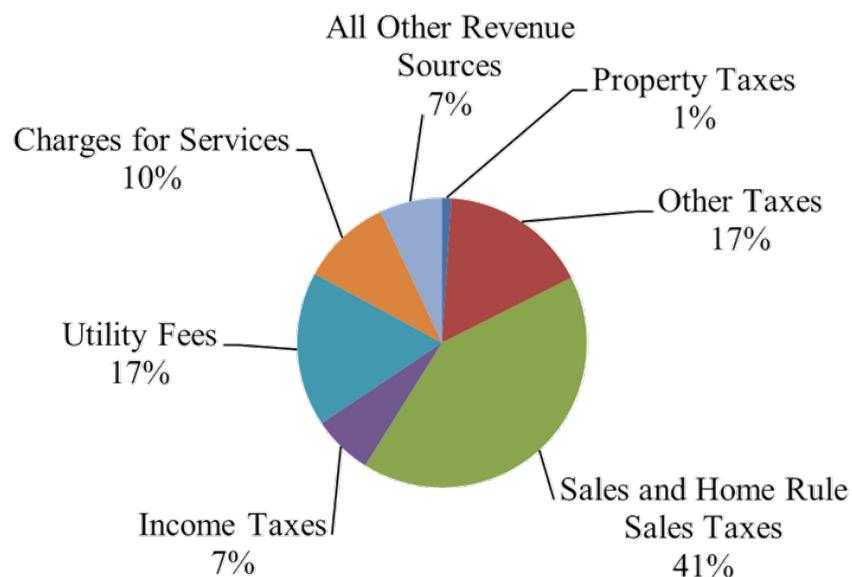
Income taxes have also been rising over the past 6-7 years, except that the State of Illinois took portions of the municipal share ranging from 5-10% to fill their own budget shortfalls in FY 18 – FY 20. The pandemic did not have a detrimental effect on income taxes; to the contrary, FY 22 income tax revenue exceeded the prior five years. Building permits have risen steadily each year until FY 21 when commercial activity paused during the pandemic. In FY 21, the Village implemented a Home Rule Sales Tax of 1%. The Village does not have a general property tax to finance operations, however a small property tax (approximately \$78,000) is levied for special (park) recreation needs.



The Village had one Tax Increment Financing (TIF) District at Plainfield Road and Route 83 that was established in 1990 to promote a high-quality retail development, the Village Town Center, which expired during fiscal year 2014-15. The development has a positive financial impact on the Village through receipts of sales taxes and places of eating taxes. Some of the larger retailers in the center include Michael's, Staples, and Bed Bath and Beyond. Restaurants include Portillo's, Panera Bread Co., Buffalo Wild Wings, Meatheads, Chipotle Grill and Chick-Fil-A.

During fiscal year 2016-17 the Village established its first business district, located at Route 83 and Plainfield Road. The district encompasses the Village Town Center as noted above and the adjacent property to the north of Plainfield Road, known as The Willows. The Willows contains the former K-Mart site, which underwent extensive redevelopment and was substantially completed during fiscal year 2018-19. The development is anchored by a Pete's Fresh Market grocery store and Ulta Beauty. Additional businesses in The Willows include Lumes Restaurant, Firehouse Subs, AT&T, and others.

## Revenues by Source-Governmental Activities



### FY 2021-2022 Revenues: \$19,210,467

#### Property Taxes

Taxes collected from property owners based upon assessed valuation and tax rate (for special park recreation needs) \$ 198,574

#### Other Taxes

Taxes collected for utilities, hotel/motel, places for eating, and other miscellaneous taxes \$ 3,178,530

#### Sales and Home Rule Sales Taxes

Sales tax is imposed on a seller's receipts from sales of tangible personal property for use or consumption \$ 7,939,975

#### Income Taxes

The Village receives a portion of the state income tax receipts based on a per-capita basis \$ 1,285,866

#### Utility Fees

The Village provides water services, which has a separately determined user fee and funding mechanism \$ 3,321,673

#### Charges for Services

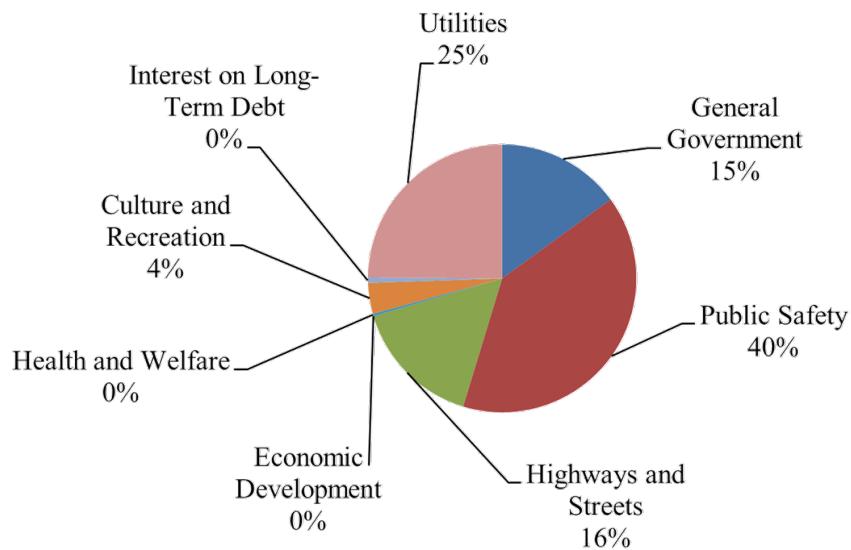
Includes fines and forfeitures, permits, park and recreation fees, and other miscellaneous charges for services \$ 1,942,257

#### All Other Revenue Sources

Includes telecom infrastructure fees, fines and forfeits, interest income, miscellaneous revenue and operating/capital grants \$ 1,343,592

**Total** \$ **19,210,467**

## Expenses by Source-Governmental Activities



**FY 2021-2022 Expenses: \$15,224,943**

### General Government

Includes general administrative services (Board and clerk, administration, planning and economic development, Finance, building and zoning, hotel/motel, etc) \$ 2,282,323

### Public Safety

Includes police services (nearly 20% of total are police pension expenses) 6,045,991

### Highways and Streets

Includes engineering, building, equipment repair, snow removal, street lighting, storm water, and street maintenance, etc. 2,393,079

### Economic Development

Includes Route 83/Plainfield Rd. Business District expenses 4,785

### Health and Welfare

Includes pest control services 44,163

### Culture and Recreation

Includes parks and recreation services 565,699

### Interest on Long-Term Debt

Includes interest costs on all Village governmental long-term debt 100,010

### Utilities

Includes water services 3,788,893

**Total** \$ 15,224,943

## Village Financial Data

The tables on the next page are condensed forms of the financial statements within the Comprehensive Annual Financial Report. The Village's Annual Comprehensive Financial Report (ACFR) contains very detailed information and data.

The Annual Comprehensive Financial Report should be read in conjunction with this PAFR. Interested users may obtain a complete copy by visiting the Village's website at [www.willowbrookil.org](http://www.willowbrookil.org). The PAFR is consistent with Generally Accepted Accounting Principles, however, it is not intended to act as a complete set of financial statements.

The Statement of Net Position (the Village's Balance Sheet) and Statement of Activities (the Village's Income Statement) are divided between governmental and business-type activities to distinguish functions of the Village which are principally supported by taxes and intergovernmental revenues (governmental activities) from those functions which are intended to recover all or a significant portion of their costs through user-fees and charges (business-type activities). The governmental activities include general government, public safety, highways and streets, economic development, health and welfare and culture and recreation. The business-type activities include water services.



## Financial Highlights

- During FY 2022, net position increased by \$3,985,524. This was due to increases in the governmental activities of \$4,488,270 and decreases in business-type activities of \$502,746. The governmental activities increase was largely due to additional revenues received because of the imposition of home rule sales tax and other revenues performing better than anticipated. Normal operations of the Water Fund contributed to the business-type activities change.
- The Village's governmental activities long-term liabilities increased by \$4,602,813 from \$14,492,881 to \$19,095,694. Pension and Other Postemployment Benefit (OPEB) liabilities reported in accordance with accounting standards accounted for \$13,339,503, or 70%, of the total governmental activities long term debt.
- General Fund Summary – The Village's General Fund reported a net increase (after transfers) of \$2,799,033. Transfers out to fund debt service accounted for \$280,739; a transfer out of \$47,927 was due to the closure of the Land Acquisition, Facility Expansion and Renovation fund. The General Fund's total ending fund balance was \$11,254,197; \$106,102 was restricted for Special Recreation and \$169,644 was non-spendable, leaving \$10,978,451 as unrestricted.

<b>Village Statement of Net Position</b>			
	<b>2022</b>	<b>2021</b>	<b>2020</b>
<b>Current Assets, Other Assets and Deferred Outflows</b>	\$ 27,790,681	\$ 20,845,232	\$ 19,526,519
<b>Capital Assets</b>	17,165,631	17,196,506	17,909,394
<b>Total Assets/Deferred Outflows</b>	<u>44,956,312</u>	<u>38,041,738</u>	<u>37,435,913</u>
<b>Current Liabilities and Deferred Inflows</b>	5,112,879	6,573,963	4,336,244
<b>Noncurrent Liabilities</b>	20,092,311	15,702,177	21,383,722
<b>Total Liabilities and Deferred Inflows</b>	<u>25,205,190</u>	<u>22,276,140</u>	<u>25,719,966</u>
<b>Net position</b>			
<b>Net Investment in Capital Assets</b>	12,776,096	12,528,584	12,968,836
<b>Restricted</b>	3,735,499	3,154,940	2,361,291
<b>Unrestricted (Deficit)</b>	3,239,527	82,074	(3,614,180)
<b>Total Net Position</b>	<u>\$ 19,751,122</u>	<u>\$ 15,765,598</u>	<u>\$ 11,715,947</u>

The Statement of Revenues, Expenses and Changes in Net Position below summarizes the reasons behind the change in the Village's net position. Revenues include program revenues (charges for services and grants that directly relate to the provision of certain Village services) and general revenues (majority of which are property taxes and state shared revenues).

	<b>Village Changes in Net Position</b>			% Change from 2020-2022
	<b>2022</b>	<b>2021</b>	<b>2020</b>	
<b>Revenues</b>	\$ 19,210,467	\$ 15,912,432	\$ 14,075,858	36%
<b>Expenses</b>	15,224,943	12,887,022	15,572,844	-2%
<b>Change in Net Position</b>	3,985,799	3,025,410	(1,496,986)	-366%
<b>Net Position – Beginning as Restated in 2021</b>	<u>15,765,598</u>	<u>12,740,188</u>	<u>13,212,933</u>	19%
<b>Net Position - Ending</b>	<u>\$ 19,751,122</u>	<u>\$ 15,765,598</u>	<u>\$ 11,715,947</u>	69%

The General Fund is the Village's primary operating fund. It accounts for all financial resources of the general government, except those accounted for in another fund. As of April 30, 2022, the General Fund maintains a balance of \$11,254,197, an increase of \$2,799,033 over the previous year's fund balance attributable to higher revenues. The ending General Fund unrestricted, unassigned fund balance on April 30, 2022, amounted to \$10,978,451.

As a measure of the General Fund's liquidity, it is useful to compare unassigned fund balance to total General Fund expenditures. Unassigned fund balance represents about 365 days of operating expenditures. This exceeds the target level of fund balance set by the Village Board, which is currently at 120 days of operating expenditures.

Fiscal Year End	2022	2021	2020	2019	2018	2017	2016	2015	2014	2013
General Fund Fund Balance (in millions)	\$11.3*	\$8.5	\$5.5	\$5.3	\$5.0	\$6.2	\$6.0	\$5.7	\$4.6	\$3.8

\*Unassigned fund balance totals \$10,978,451

On March 11, 2020, the Novel Coronavirus Disease, COVID-19, was declared a pandemic by the World Health Organization. On March 13, 2020, a national emergency was declared in the United States concerning the COVID-19 outbreak. As a result of this global calamity, the Village experienced revenue disruptions during FY 2020-2021. Staff recommended, and the Village Board adopted, proactive operating changes, including adopting a budget amendment, in order to respond to the economic impacts of the pandemic. Federal aid and the resilience of the Willowbrook business community has helped the Village to persevere during the pandemic with only minimal service level disruptions. Management continues to regularly monitor the financial and economic impacts of COVID-19 and recommends financial or organizational adjustments to the Village Board when appropriate.



The Village contributes to three defined benefit pension plans, the Illinois Municipal Retirement Fund (IMRF), an agent multiple-employer public employee retirement system; the Sheriff's Law Enforcement Personnel Fund (SLEP), an agent multiple-employer defined benefit plan, which is administered by IMRF; and the Police Pension Plan, which is a single-employer pension plan. The benefits, benefit levels, employee contributions and employer contributions for all plans are governed by Illinois Compiled Statutes (ILCS) and can only be amended by the Illinois General Assembly.

In December of 2010, the Illinois General Assembly approved pension reform legislation that requires the Village's pension plans to be 90% funded by the year 2040. Employee contributions to the IMRF, SLEP and Police Pension plans are based on a percentage of pensionable base salary, and are 4.50%, 6.50% and 9.91%, respectively. The Village is responsible to contribute amounts that vary each year based on the funding requirements calculated by independent actuaries for each of the plans. The Village endeavors each year to contribute the Police pension fund an amount that exceeds the State minimum contribution. The funding goal for all funds is 100% funded by 2040.

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### Police Pension Fast Facts

Total Assets - \$28,863,755

Total Pension Liability - \$34,852,636

Percent Funded – 82.82%

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### IMRF Pension Fast Facts

Total Assets - \$12,446,393

Total Pension Liability - \$13,594,400

Percent Funded – 91.56%

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### SLEP Pension Fast Facts

Total Assets - \$1,277,288

Total Pension Liability - \$983,666

Percent Funded – 129.85%



The information presented in the financial statements is perhaps best understood when it is considered from the broader perspective of the specific environment within which the Village operates.

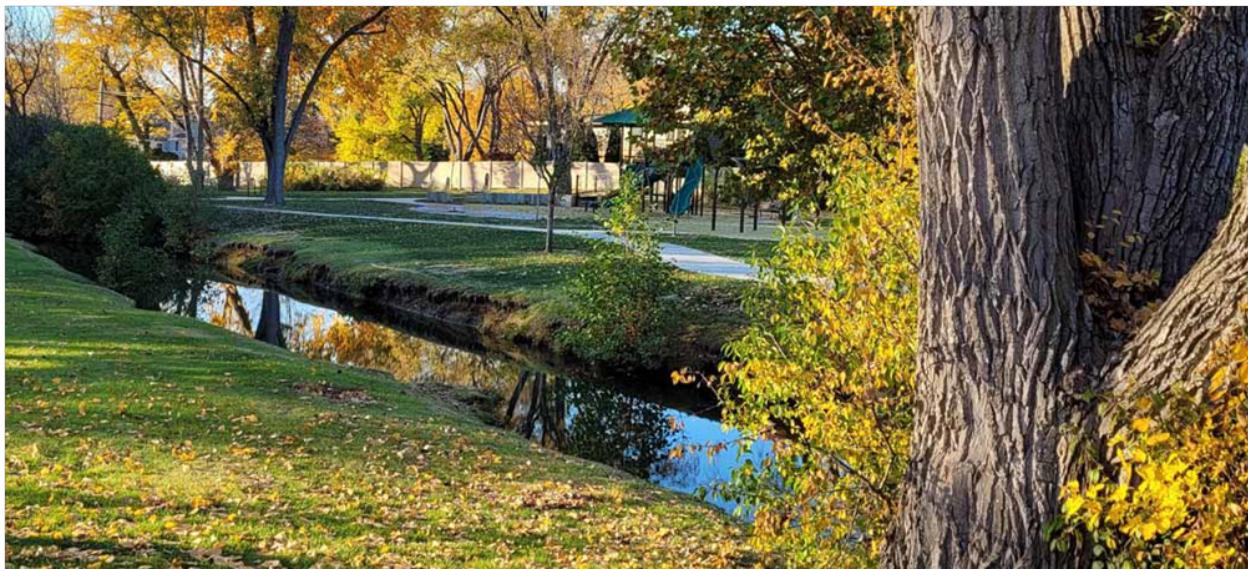
- The Village uses several processes and planning documents to accomplish its financial planning. The Village adopts an annual operating budget as well as an annual appropriation.
- A five-year and fifteen-year operating budget is prepared along with the annual budget that contains projections for revenues and expenses. Also, a five-year Capital Improvement Plan is updated annually and used to aid future capital decisions.
- With economic growth remaining fairly level, and because of achieving home rule status, it is important that the Village Board continue to address long-term revenue policies and strategies.
- The goal is to maintain reserves in the General Fund while still providing a high level of services to residents and businesses.
- The General Fund's unrestricted fund balance is targeted to be maintained at 33% or 120 days of estimated operating expenditures. If the unrestricted balance falls below the minimum, a plan will be developed to return to the minimum balance within a reasonable period. One-time revenues shall not be used to fund current operations.



Willowbrook is a great place to live and work. The Village of Willowbrook is dedicated to maintaining and improving the delivery of its services thereby enhancing the quality of life for its residents and the operating environment for its businesses.

The Village's major initiatives in 2021-2022 were:

- Administration: The Village suffered a cyber-attack in March 2021; however, due to proactive staff planning, the Village did not suffer any major financial losses or lost data. Due to the ongoing cyber issues, the Village switched contractors for the first time in 10 years.
- Community Development: In fiscal year 2021-2022, the Village consolidated its Building and Zoning department and Planning and Economic Development department into the Community Development department. As part of this consolidation, Village staff hired the first Director of Community Development in 20 years. Staff also entered into a contract for outsourced building, planning and inspectional services. The department processed permits totaling \$382,073.



- Finance: In the fall of 2021, the Village outsourced its financial services to Lauterbach and Amen. The switch in services was to reduce costs, gain efficiencies and streamline services. In addition, the Finance Department staff prepared an Annual Comprehensive Financial Report (ACFR) and obtained the Distinguished Budget Presentation Award again this year.
- Parks and Recreation: The Village continued the intergovernmental agreement with the Burr Ridge Park District to host the Village's onsite park programs. The Village plans to continue this arrangement until the building at 825 Midway Drive, the third building in the municipal campus, is renovated, which is expected to occur in FY 22. The Village continued its partnership with the Gateway Special Recreation Association to offer park programs to special needs participants. The Village hosted the first Light Up the Night event in four years, which drew close to 300 people. This event included elves, Santa, carolers and more.

- Police: The Willowbrook Police Department has formed the Community Oriented Police unit (COPS). The purpose of this dedicated group of officers is to decrease crime by increasing awareness in our communities. The COPs unit will be attending various neighborhood functions including homeowner's association meetings to conduct presentations on crime trends and any other topics related to law enforcement. The goal of the unit is to foster positive interactions, work through problem solving, and establish partnerships within the Village. The Police Department's purchased two new Recon All Terrain Power Bikes for patrolling in our neighborhoods and parks when the weather permits. Officers assigned to the Bike unit can go farther, faster and safer with these bikes. The Willowbrook Police Department implemented 2 Flock Safety License Plate Reader (LPR) cameras throughout the Village in 2021. Flock Safety's license plate reading cameras provide 24/7 monitoring and assist law enforcement agencies locating stolen motor vehicles, protecting against property crime, and violent crime. These cameras have proven to be a useful tool in solving and investigating numerous crimes across multiple jurisdictions. In 2022, the Willowbrook Police Department expanded its LPR footprint and installing additional cameras to help combat changing crime trends.
- Public Works: Engineering for the MFT road program occurred and the annual street and storm water maintenance programs were completed. In addition, it was a significant year for snowfall removal and about three times the normal snow removal expenditures were incurred, along with significant tree removal/maintenance expenditure.





The preparation of this report could not have been accomplished without the dedicated services of Village staff. We would like to express our appreciation to the staff that contributed to the preparation of this report. Recognition should also be given to the Mayor and Board of Trustees for their interest and support in planning and conducting the operations of the Village in a responsible manner.

The Government Finance Officers Association of the United States and Canada (GFOA) awarded a Certificate of Achievement for Excellence in Financial Reporting to the Village of Willowbrook for its annual comprehensive financial report for the fiscal year ended April 30, 2021. This was the 33rd year that the Village has achieved this prestigious award. To be awarded a Certificate of Achievement, a government must publish an easily readable and efficiently organized comprehensive annual financial report.

This financial report is designed to provide our citizens, customers, investors, and creditors with a general overview of the Village's finances and to demonstrate the Village's accountability for the money it receives. The Village's website contains additional information, including the Village's audits, budgets, Village Board agendas and minutes, as well as other useful information. Questions regarding this report or requests for additional information should be directed to:

### **Finance Department**

**835 Midway Drive**

**Willowbrook, IL 60527**

**630.323.8215**