

# VILLAGE OF LAKE BLUFF

## FINANCE COMMITTEE

**Monday, January 11, 2016  
6:00 PM**

**VILLAGE HALL BOARD ROOM  
40 E. CENTER AVE, LAKE BLUFF, IL**

### AGENDA

#### I. Call to Order – Roll Call

Trustee Steve Christensen, Chairman  
Trustee Mark Dewart, Member  
Trustee Barbara Ankenman, Member

#### II. Approval of Minutes – November 12, 2015

#### III. Non-Agenda Items and Visitors

The Finance Committee allocates fifteen (15) minutes at this time for those individuals who would like the opportunity to address the Committee on any matter not listed on the agenda.

#### IV. Business Items

1. Review Financial & Budget Policies & Strategic Initiatives
2. Review External Organization Funding Requests
3. Report Regarding Comprehensive Fee Schedule

#### V. Informational Items

#### VI. Adjournment

The Village of Lake Bluff is subject to the requirements of the Americans with Disabilities Act of 1990. Individuals with disabilities who plan to attend this meeting and who require certain accommodations in order to allow them to observe and/or participate in this meeting, or who have questions regarding the accessibility of the facilities, are requested to contact R. Drew Irvin at 847-234-0774 or TDD number 847-234-2153 promptly to allow the Village of Lake Bluff to make reasonable accommodations.

VILLAGE OF LAKE BLUFF - FINANCE COMMITTEE  
MINUTES OF MEETING – November 12, 2015

I. Call to Order – Roll Call

The Finance Committee of the Village of Lake Bluff was called to order on Thursday, November 12, 2015 at 6:00 PM in the Village Hall Board Room, 40 E. Center Ave., Lake Bluff, Illinois.

Members Present: Trustee Steve Christensen, Chairman  
Trustee Mark Dewart, Member

Others Present: Kathleen O'Hara, Village Board President  
Barbara Ankenman, Village Board Trustee  
R. Drew Irvin, Village Administrator  
Susan Griffin, Finance Director  
Marlene Scheibl, Assistant Finance Director

II. Approval of Minutes

*Member Dewart moved to approve the minutes of the October 31, 2015 meeting as presented; seconded by Trustee Ankenman and approved unanimously on a voice vote.*

III. Business Items

1. Discussion Regarding 2015 Property Tax Levy Estimates

Director Griffin presented amended 2015 property tax levy schedules without the CPI factor. She noted that the CPI factor for the 2015 property tax levy is 0.8%, down from 1.5% for 2014. The EAV for 2015 is projected at 107% of the 2014 amount and new construction is estimated as \$2.976 million based on preliminary data from the Lake County Assessor. The new construction represents a portion of the Target development partly because the businesses opened in late July 2015. The estimated maximum amount, under the Property Tax Limitation Act ("PTELL") that could be levied is \$4,079,460 (including the Library portion) representing a 1.388% increase. Under the estimated levy, the Village would realize \$43,717 and the Library \$12,130 for a total of \$55,847 new dollars while the blended tax rate would decrease from \$.839 to \$.795 per \$100 of EAV.

A levy based on estimated new construction only is estimated at \$4,047,083 (including the Library portion) representing a .583% increase. This does not assume the Library would levy this lesser amount. Under this estimated levy, the Village would realize \$18,372 new dollars, foregoing \$25,345 tax dollars from the PTELL levy amount and the blended tax rate would decrease from \$.839 to \$.7886 per \$100 of EAV. The forfeiture of the \$25,345 tax dollars for this tax levy would result in the loss of approximately \$32,000 next year and \$49,000 the following year. Discussion ensued regarding the property tax levy amount. President O'Hara remarked that there continues to be uncertainty regarding the impact to municipal shared revenues as the State has not passed a FY15-16 budget and the Senate will not be back in session until after the holidays. Director Griffin said that sales tax revenue is expected to exceed property tax revenue for the first time since 2008-09; however, with 80% of the sales tax revenue from auto sales this source can have a significant impact on the Village finances in a downturn. Member Dewart commented that the Village has a list of important capital projects exceeding \$10 million. Chairman Christensen noted there is still a long way to go to fund the Police Pension Plan. President O'Hara said if the levy is based only on new construction without the CPI factor, the Village will lose out on approximately \$106,000 over 3 years. President O'Hara said based on the volatility of the state and the projects that need to

be done the Village needs to prioritize those projects based on available funds. VA Irvin said for two years the Village has been focused on lowering reliance on the property tax by promoting the location of sales tax generating businesses into the community. Chairman Christensen stated the Village should hold off on foregoing any levy dollars until there is a better understanding of capital needs. VA opined that capital projects financing doesn't get any lower because the cost of construction always increases.

Member Dewart made a motion to recommend to the Village Board to affirm the estimated levy as read in the first reading; seconded by Trustee Ankenman and all members voted aye.

IV. Next Meeting

The next meeting will be scheduled as needed.

V. Adjournment

Member Dewart made a motion to adjourn the meeting at 7:10 PM; seconded by Trustee Ankenman and all members voted aye.

Respectfully submitted,

Marlene Scheibl  
Assistant Director of Finance

# MEMORANDUM

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**Date:** January 6, 2016

**To:** Village President and Finance Committee Members  
Drew Irvin, Village Administrator

**From:** Susan Griffin, Director of Finance

**CC:** Marlene Scheibl, Assistant Finance Director  
Brandon Stanick, Assistant to the Village Administrator

**Subject:** Fiscal Policies Manual Recommended Revisions

In 2012 the Board approved a Budgetary and Financial Policies Manual (“Manual”) to memorialize the significant fiscal policies of the Village. These policies include fund balance reserves, debt limitations, and budget standards. It is prudent practice to regularly review these manuals and make changes relevant to new pronouncements and rules. Last March the Village Board approved changes to the document to increase the General Fund unassigned fund balance from 30% to 50% of operating expenditures and expanded the grant section in response to the Single Audit recommendations.

At this time there are no recommended modifications to this Manual; however, there are two discussions that will most likely yield modifications to the Manual in the near future:

1. Police Pension Funding Policy - As we discussed when reviewing the most recent Police Pension Fund actuarial valuation, GFOA recommends that every local government that sponsors a defined benefit pension formally adopt a funding policy that provides reasonable assurance that the cost of those benefits will be funded in an equitable and sustainable manner. This policy should include the agreed actuarial assumptions such as the funding method, the assumed rate of return on investments, asset smoothing range, and percentage increases for salaries. This funding policy will be discussed at a future Finance Committee meeting with the independent actuary Kathleen Manning of MWM Consulting.
2. Investment and Cash Management Policy – It has been over ten years since the Village has reviewed and updated the Investment and Cash Management Policy document. Staff will present to the Finance Committee certain updates to that document (largely centered on electronic communications) in April.

**Attachments:**

Budgetary and Financial Policies Manual dated March, 2015.

## RESOLUTION 2015-13

**A RESOLUTION AMENDING THE VILLAGE OF  
LAKE BLUFF BUDGETARY AND FINANCIAL POLICIES MANUAL**

**WHEREAS**, the Village's governing body is responsible to the citizens to safeguard and properly account for all public funds, to manage Village finances in a sound manner and to plan for the funding of services desired by the public including the provision and maintenance of facilities and infrastructure; and,

**WHEREAS**, budgetary and financial policies are guidelines that influence and direct the fiscal management practices of the Village and should be used to frame major policy initiatives; and,

**WHEREAS**, Governmental Accounting Standards Board ("GASB") Statement Number 54 "Fund Balance Reporting and Governmental Fund Type Definitions" requires that the government adopt a policy that determines in what order fund balance classification amounts are considered to have been spent and to designate an official authorized to assign fund balance amounts intended by the Village to be used for a particular purpose; and,

**WHEREAS**, it is prudent to codify the requirements of GASB Statement Number 54 and financial policies that have been incorporated into the annual budget into a single policies manual and to periodically review these policies; and,

**WHEREAS**, the Lake Bluff Board of Trustees adopted a Budgetary and Financial Policies Manual on April 23, 2012; and,

**WHEREAS**, Finance Committee recommends revisions to the Budgetary and Financial Policies Manual, which is attached to and incorporated into this Resolution as **Exhibit A**; and,

**WHEREAS**, the President and Board of Trustees have determined that it is in the best interest of the Village to adopt revisions to the Budgetary and Financial Policies in accordance with, and subject to, the terms of this Resolution.

**NOW, THEREFORE, BE IT RESOLVED BY THE PRESIDENT AND BOARD OF TRUSTEES OF THE VILLAGE OF LAKE BLUFF, COUNTY OF LAKE AND STATE OF ILLINOIS**, as follows:

**Section 1. Recitals.**

The foregoing recitals are incorporated into, and made a part of, this Resolution as the findings of the President and Board of Trustees of the Village.

**Section 2. Approval of Budgetary and Financial Policies Manual.**

The Village of Lake Bluff Budgetary and Financial Policies Manual, attached to and incorporated into this Resolution as **Exhibit A**, is approved.

**Section 3. Effective Date.**

This Resolution will be in full force and effect following its passage and approval in the manner required by law.

**PASSED** this 23<sup>rd</sup> day of March, 2015 by vote of the Board of Trustees of the Village of Lake Bluff as follows:

**AYES:** (4) Christensen, Dewart, Meyer and Renner

**NAYS:** (0)

**ABSENT:** (2) Grenier and Josephitis

Village of Lake Bluff Resolution 2015-13

**APPROVED** this 23<sup>rd</sup> day of March, 2015.

  
\_\_\_\_\_  
President

ATTEST:

  
\_\_\_\_\_  
Village Clerk

**EXHIBIT A**

**BUDGETARY AND FINANCIAL POLICIES MANUAL**



**VILLAGE OF LAKE BLUFF**

**BUDGETARY AND FINANCIAL POLICIES**

**Approved by the Village Board of Trustees March 23, 2015**

**VILLAGE OF LAKE BLUFF**  
**BUDGETARY AND FINANCIAL POLICIES**

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## Statement of Purpose

The Village of Lake Bluff and its governing body is responsible to the citizens to safeguard and properly account for all public funds, to manage Village finances in a sound manner and to plan for the funding of services desired by the public including the provision and maintenance of facilities. These Village policies are designed as guidance for fulfilling these responsibilities as well as maintaining fiscal stability of the Village.

These policies will be adopted by the Village Board and reviewed annually by the Finance Committee.

## Policy Goals

This fiscal policy is a statement of the guidelines and goals that will influence and direct the financial management practices of the Village. Budgetary and financial policies that are adopted, adhered to, and regularly reviewed are recognized as the cornerstone of sound financial management. Effective policy:

- Contributes significantly to the Village's ability to insulate itself from fiscal crisis,
- Enhances short-term and long-term financial credit ability by helping to achieve the highest credit and bond ratings possible,
- Promotes long-term financial stability by establishing clear and consistent guidelines,
- Directs attention to the total financial picture of the Village rather than single issue areas,
- Promotes the view of linking long-term financial planning with day-to-day operations, and
- Provides the Board and the citizens with a framework for measuring the fiscal impact of government services against established fiscal parameters and guidelines.

## Budget Policies

The guiding principle of budgetary policy is to achieve structural balance between revenues and expenditures to ensure that desired service levels are provided on a sustainable basis.

The Village adheres to a comprehensive budget format, utilizing a line item budget with the inclusion of performance measurement and productivity indicators wherever possible. A cash basis budget is adopted each year for all funds of the Village with the exception of inactive Special Revenue or Capital Projects Funds. All budgetary expenditures are incorporated into a budget ordinance and appropriations lapse at year end. The Village does not use encumbrance accounting; therefore, expenditures that are not substantially incurred by the end of the fiscal year must be re-appropriated in the next fiscal year budget except for multi-year capital improvement projects. The budget ordinance shall be adopted at the legal level of budgetary control, which is the Fund/Department level.

The Village defines a balanced budget when the requested expenditures, including inter-fund transfers, does not exceed the projected revenue sources including the use of excess reserves, except for Cash Flow Commitment.

Standard Budget Policies

1. Seek and encourage resident input in budget planning issues and service level decisions.
2. Review all services provided and strive to maintain the services at existing levels, unless specific variances are granted by the Village Board. Each service should be examined thoroughly to determine if it is still necessary or can be provided in a more cost-effective way.
3. Pay for all recurring expenses with recurring revenues, and use non-recurring revenues for non-recurring expenses.
4. Proceeds from land sales shall be used to repay the fund that initially purchased the land or the debt incurred to acquire the land unless intended for other legislative initiatives directed by the Village Board or such proceeds.
5. Modify spending during the fiscal year when expenses appear to exceed revenues within a fiscal year unless use of excess fund balance reserves was planned.
6. Protect the Village's assets by maintaining adequate insurance coverage through either commercial insurance or risk pooling arrangements with other governmental entities.
7. Consistent with Resolution #2005-6, abide by the 1991 Property Tax Extension Limitation Act ("PTELL"), which limits the annual increase in property tax extensions to the lesser of 5 percent or the increase in the consumer price index, plus allowances for new construction, annexations, or voter approved increases.
8. Prepare a monthly financial report comparing actual revenues and expenditures to budgeted amounts to be presented to the Village Board.
9. The Village will annually seek the Government Finance Officers Association (GFOA) Distinguished Budget Presentation Award.

Operating Budget Policies

1. Maintain a contingency budget for unanticipated expenses.
2. Review all contract services and other charges for cost effectiveness and to determine if there are alternative methods to perform these services at less cost.
3. Review the potential for outsourcing/contracting services for each Village operating department.
4. Follow funding priorities that emphasize efficiencies and economy with established criteria including the number of residents benefiting from specific services or programs.
5. Limit staff increases to areas where approved program growth and support require additional staff. The Board will also seek to maintain authorized personnel at the lowest levels possible consistent with the service plan authorized.
6. Annually review the Official Pay Plan including salary ranges using rates of comparable communities for positions with similar responsibilities.
7. Fully fund at least the minimum obligation of the Police Pension Fund as determined based on the State actuarial methodology.

Capital Budget Policies

1. Conduct a detailed analysis of the capital improvement proposals for the current year, review projects identified for future years, and establish a ten year capital improvement plan. Review the funding sources for all projects proposed to reflect financial implications.

2. Conduct a detailed review of all capital equipment requests to determine current needs, cost effectiveness, and ramifications if deferred or eliminated.
3. Coordinate development of the capital budget with development of the operating budget. Future operating costs associated with new capital projects will be projected and included in operating budget forecasts.
4. Adhere to the thresholds, depreciation methods, and useful lives established in the Fixed Asset Policy Manual, as amended from time to time.
5. Maintain level and complete budgeting for building and capital equipment to avoid erratic changes from year to year for on-going maintenance and replacement of Village facilities and equipment.
6. Adequately fund the Vehicle/Equipment Replacement Fund.
7. Abide by the following financing parameters for the establishment of a special service area:
  - a. Amortization period not to exceed 10 years;
  - b. Interest rate at market rate on date of bond sale or
  - c. Village financed projects will be not less than the Municipal Market Data rate for uninsured AAA bonds + 2%. Rate will be set on the construction start date;
  - d. All financing, legal and other related costs shall be included in the cost of the project,
  - e. If the Village is required to provide related capital project funding earlier than planned due to the establishment of the SSA, the funding shall be from General Fund balance. At no time shall the establishment of the SSA cause the General Fund fund balance to decline to less than the minimum fund balance target as defined in this policy document.

### **New Programs/Expansions**

New program initiatives and program expansions must be submitted as budgetary enhancements requiring detailed justification that will be evaluated on the basis of its impact on health and safety, the environment, public expectations, minimum industry standards for infrastructure conditions, and adherence to the Village's organizational goals. New programs and program expansions will be measured in terms of their overall fiscal impact and include analysis of long-term costs.

### **Revenue Guidelines**

1. Maintain a diversified and stable revenue structure to provide flexibility to adapt to short-term fluctuations in any one revenue source.
2. The Village Board will determine tax levy allocation amounts to the General Fund, Police Pension Fund, Illinois Municipal Retirement Fund (IMRF), and Social Security Funds.
3. Conservatively review and estimate projected revenues.
4. Institute user fees and charges for specialized programs and services the Village provides as well as conduct an annual analysis of all user fees, charges, and fines to assure proper charges for services and recommend appropriate changes.
5. Conduct an annual detailed review of the Water Fund charges and recommend cost effective changes in line with operating expenses and capital needs.
6. Routinely identify intergovernmental aid funding possibilities. Before applying for or accepting intergovernmental aid or grants, the Village will assess the merits of a particular program as if it were funded with local tax dollars. Local tax dollars

will not be used to make up for losses of intergovernmental aid without first reviewing the program and its merits.

### **Grants**

The Village will evaluate the long term implications of grant opportunities. Nonetheless, the Village will pursue grants that are aligned with the Village's mission and goals. Grant funds will be accounted for in accordance with the grant agreement.

1. All grant applications, prior to submission, must be approved by the Village Administrator.
2. No grant will be accepted that will incur management and reporting costs greater than the grant amount.
3. All original grant documents will be retained in the Village Hall records for the period required by the grant agreement.
4. Finance will maintain a grant database to track the status of grant terms and conditions.

### **Fund Balance Classification Policies and Procedures**

An appropriate level of budgetary fund balance is established for each fund based on historical and projected stability and predictability of the underlying revenues and expenditures. In non-governmental funds, the Village may assign funds for a specific purpose as an internal budgeting procedure. Reserves are established to:

- a. Provide for settlement of pending labor contract negotiations;
- b. Provide for temporary funding of unforeseen needs of an emergency or non-recurring nature;
- c. Permit orderly budgetary adjustments in the event of unanticipated revenue shortfalls;
- d. Provide for temporary funding of unforeseen capital expenditure opportunities.

### Governmental Funds

1. The Village will spend the most restricted dollars before less restricted, in the following order: (1) restricted, (2) committed, (3) assigned, and (4) unassigned.
2. Committed Fund Balance shall be established, modified or rescinded through a Village Board resolution.
3. Assigned Fund Balance will generally follow the approved budget and may be assigned to a specific purpose by the Director of Finance.
4. It is the policy of the Village of Lake Bluff to maintain unassigned fund balance in the General Fund to fund operations referred to as "cash flow commitment". The goal is to have a cash flow commitment in the General Fund that is adjusted annually with the adoption of the annual budget and is calculated as 50% of General Fund budgeted operating expenditures – defined as personnel, contracts and commodities, and debt service payments or debt service interfund transfers.

### Proprietary Funds

1. Proprietary Funds shall maintain a fund balance reserve of 25% of operating expenses plus three years of depreciation expense.
2. Beginning budgetary fund balance for proprietary funds shall be determined as current assets less current liabilities (exclusive of debt principal due in the next

fiscal year), as reported in the most recently issued Comprehensive Annual Financial Report (CAFR).

### **Debt Policies**

The Village will:

1. not fund current operations from the proceeds of borrowed funds;
2. restrict general obligation debt to no more than 5% of the most current equalized assessed property valuation available;
3. limit annual general obligation debt payments to 10% of the general fund revenues from the most recent CAFR;
4. confine long-term borrowing to capital improvements, projects, or equipment that cannot be financed from current financial resources;
5. analyze market conditions, and long-term capital needs prior to issuance to determine the most advantageous average life. The debt structure may be lengthened during low interest rates and shortened during high rates.
6. look for both current and advance refunding opportunities in order to save interest expense;
7. maintain financial practices consistent with available Moody's Guidelines to preserve its Aaa rating;
8. retain open communications with bond and credit rating institutions about its financial condition; and
9. follow a policy of full disclosure in the CAFR and official statement/offering document.

### **Accounting, Auditing, and Financial Reporting Policies**

1. The Village will establish and maintain a high standard of accounting practices in conformance with uniform financial reporting in Illinois, and Generally Accepted Accounting Principles (GAAP), for governmental entities as promulgated by the Governmental Accounting Standards Board (GASB).
2. The Village's financial accounting system will maintain records on a basis consistent with accepted standards for local government accounting, (according to GASB).
3. The Village will strive to collect its receivables pursuant to the Accounts Receivable Policy, as may be amended from time to time.
4. The Village will retain the right to perform financial, compliance, and performance audits on any entity receiving funds or grants from the Village.
5. The Village will engage an independent firm of certified public accountants to perform an annual financial and compliance audit according to Generally Accepted Auditing Standards (GAAS) and will have these accountants publicly issue an opinion which will be incorporated in the Comprehensive Annual Financial Report (CAFR).
6. The Audit Committee will be comprised of the three member Finance Committee of the Village Board, the Village Administrator, and the Director of Finance.
7. The Audit Committee is responsible for approving the selection of the independent firm of certified public accountants, to perform an annual financial and compliance audit, defining the audit scope and receiving the report of the auditor.
8. The Village will rotate independent auditors every six years unless extenuating circumstances allow for an extended engagement.

9. The Village will annually seek the GFOA Certificate of Achievement for Excellence in Financial Reporting.

**Investment and Cash Management Policies**

The Village will follow the investment and cash management policy approved by the Village Board, as amended from time to time.

Original Adoption Date: April 23, 2012

First Revision Date: March 23, 2015

**GLOSSARY**

The following abbreviations may be used in this document. Please refer to the full name in the glossary for the definition.

**ABBREVIATIONS:**

<b>CAFR</b>	Comprehensive Annual Financial Report
<b>COPS</b>	Certificates of Participation Debt
<b>EAV</b>	Equalized Assessed Valuation
<b>FOIA</b>	Freedom of Information Act
<b>GASB</b>	Governmental Accounting Standards Board
<b>GFOA</b>	Government Finance Officers Association
<b>G.O.</b>	General Obligation
<b>(I)GFOA</b>	Government Finance Officers Association (national) and Illinois Chapter
<b>ICMA RC</b>	International City Management Association – Retirement Corporation – Deferred Retirement Plan
<b>IMRF</b>	Illinois Municipal Retirement Fund – Defined Benefit Plan
<b>IRMA</b>	Intergovernmental Risk Management Agency – Risk Pooling Agency
<b>OPEB</b>	Other Postemployment Benefits – See GASB Statement 45
<b>SSA</b>	Special Service Area

**GLOSSARY:**

<b>Abatement</b>	A complete or partial cancellation of a levy imposed by a government. Abatements usually apply to tax levies, special assessments and service charges.
<b>Accrual Basis</b>	The recording of the financial effects on a government of transactions and other events and circumstances that have cash consequences for the government in the periods in which those transactions, events and circumstances occur, rather than only in the periods in which cash is received or paid by the government.
<b>Activity</b>	A specific and distinguishable service performed by one or more organizational components of a government to accomplish a function for which the government is responsible (e.g., police is an activity within the public safety function).
<b>Actuarial Accrued Liability</b>	Term used in connection with defined benefit pension plans. That portion, as determined by a particular actuarial cost method, of the actuarial present value of pension plan benefits and expenses which is not provided for by future normal costs.
<b>Actuarial Assumptions</b>	Term used in connection with defined benefit pension plans. Assumptions as to the occurrence of future events affecting pension costs, such as: mortality, withdrawal, disablement and retirement; changes in compensation and government-provided pension benefits; rates of investment earnings and

asset appreciation or depreciation; procedures used to determine the actuarial value of assets; characteristics of future entrants for open group actuarial cost methods; and other relevant items.

<b>Actuarial Value of Assets</b>	Term used in connection with defined benefit pension plans. The value of cash, investments, and other property belonging to a pension plan, as used by the actuary for the purpose of an actuarial valuation. The actuarial value of assets, which may represent an average value over time, normally differs from the amount reported in the financial statements, which is a point-in-time measure (i.e., as of the date of the statement of net assets).
<b>Ad Valorem Tax</b>	A tax based on value (e.g., a property tax).
<b>Advance to Other Funds</b>	An asset account used to record noncurrent portions of a long-term loan from one fund to another fund within the same reporting entity.
<b>Agency Fund</b>	A fund normally used to account for assets held by a government as an agent for individuals, private organizations or other governments and/or other funds. The agency fund type also is used to report the assets and liabilities of Internal Revenue Code, Section 457, deferred compensation plans.
<b>Appropriation</b>	A bill or ordinance providing the expenditure authority and related estimated revenues.
<b>Assessed Valuation</b>	A valuation set upon real estate or other property by a government as a basis for levying taxes. Equalized assessed valuation means assessed valuation after the state multiplier has been applied.
<b>Asset</b>	A probable future economic benefit obtained or controlled by a particular entity as a result of past transactions or events.
<b>Assigned Fund Balance</b>	The portion of a Governmental Fund's fund balance to denote management's intended use of resources.
<b>Balanced Budget</b>	The Village defines a balanced budget when the requested expenditures, including inter-fund transfers, does not exceed the projected revenue sources including the use of reserves, except for Cash Flow Commitment.
<b>Basis of Accounting</b>	A term used to refer to <i>when</i> revenues, expenditures, expenses, and transfers-and the related assets and liabilities-are recognized in the accounts and reported in the financial statements. Specifically, it relates to the <i>timing</i> of the measurements made, regardless of the nature of the measurement, on either the cash or the accrual method.
<b>Basis Differences</b>	Differences that arise through the employment of a basis of accounting for budgetary purposes that differs from the basis of accounting prescribed by GAAP for a given fund type.
<b>Budget</b>	A plan of financial operation embodying an estimate of proposed expenditures for a given period and the proposed means of financing them. A budget document is the instrument used by the budget-making authority to present a comprehensive financial program to the corporate authorities.
<b>Budgetary Accounts</b>	Special accounts used to integrate the annual operating budget into the general ledger, but not reported in the general-purpose external financial statements. By convention, ALL CAPS commonly are used to designate

budgetary accounts. The most common budgetary accounts are ESTIMATED REVENUES, APPROPRIATIONS, BUDGETARY FUND BALANCE, and ENCUMBRANCES.

<b>Business-Type Activities</b>	One of two classes of activities reported in the government-wide financial statements. Business-type activities are financed in whole or in part by fees charged to external parties for goods or services. These activities are usually reported in enterprise funds.
<b>Capital Improvement</b>	Any major project requiring the expenditure of public funds (over and above operating expenditures) for the construction, reconstruction, or replacement of physical assets in the community.
<b>Capital Outlay</b>	The purchase of land, buildings, machinery, and those equipment items which have an estimated useful life of one year or more and belong to the classes of property commonly considered as fixed assets.
<b>Certificate of Achievement for Excellence in Financial Reporting Program</b>	Program sponsored by the Government Finance Officers Association to encourage and assist state and local governments to prepare high-quality comprehensive annual financial reports. The program has been in continuous operation since 1946. The program originally was known as the Certificate of Conformance Program
<b>Certificates of Participation Debt</b>	Debt obligations secured by an installment agreement and issued pursuant to the Installment Purchase Provisions of the Debt Reform Act, as amended by Public Act 91-868 of the State of Illinois.
<b>Character Classification</b>	Expenditure classification according to the periods expenditures are presumed to benefit. The four character groupings are (a) <i>current</i> operating expenditures, presumed to benefit the current fiscal period; (b) <i>debt service</i> , presumed to benefit prior fiscal periods as well as current and future periods; (c) <i>capital outlays</i> , presumed to benefit the current and future fiscal periods, and (d) <i>intergovernmental</i> , when one government transfers resources to another.
<b>Committed Fund Balance</b>	The portion of a Governmental Fund's fund balance that is limited with self-imposed constraints or limitations that have been placed at the highest level of decision making authority.
<b>Commodities</b>	All expenditures for materials, parts, and supplies, except those incidentally used by outside firms performing contractual services for the Village.
<b>Component Unit</b>	A legally separate organization for which the elected officials of the primary government are financially accountable. The Lake Bluff Public Library is a component unit of the Village.
<b>Contractual Services</b>	Expenditures for services which are obtained by an express or implied contract.
<b>Debt Service</b>	Debt service funds are used to account for the payment of interest and principal on long term, general obligation debt.
<b>Deficit</b>	Occurs when the expenditures are greater than the revenues.
<b>Defined Contribution Pension Plan</b>	A pension plan having terms that specify how contributions to a plan member's account are to be determined, rather than the amount of retirement

income the member is to receive. The amounts received by a member will depend only on the amount contributed to the member's account, earnings on investments of those contributions and forfeitures of contributions made for other members that may be allocated to the member's account.

<b>Deferred Compensation Plans</b>	Plans that offer employees the opportunity to defer receipt of a portion of their salary and the related liability for federal income taxes. Several sections of the Internal Revenue Code authorize certain state and local governments to provide deferred compensation plans for their employees.
<b>Direct Expenses</b>	Expenses specifically traceable to specific goods, services, units, programs, activities or functions. Indirect expenses cannot be specifically traced and must be allocated on a systematic basis.
<b>Encumbrances</b>	Commitments related to unperformed (executory) contracts for goods or services.
<b>Enterprise Fund</b>	A fund which accounts for an operation which is financed from user charges and whose operation is similar to a private business enterprise.
<b>Equalized Assessed Valuation (EAV)</b>	Equalized assessed valuation means assessed valuation after the state multiplier has been applied. (see assessed valuation) In Lake County, Illinois this is typically 1/3 <sup>rd</sup> the market value of the property.
<b>Expenditures</b>	Decreases in net financial resources. Expenditures include current operating expenses requiring the present or future use of net current assets, debt service and capital outlays, and intergovernmental grants, entitlements and shared revenues. Decreases in net financial resources in Governmental Funds are expenditures.
<b>Expenses</b>	Outflows or other using up of assets or incurrences of liabilities (or a combination of both) from delivering or producing goods, rendering services or carrying out other activities that constitute the entity's ongoing major or central operations. Outflows in Enterprise funds are expenses rather than expenditures.
<b>Function</b>	A group of related activities aimed at accomplishing a major service or regulatory program for which a government is responsible (e.g., public safety)
<b>Functional Classification</b>	Expenditure classification according to the principal purposes for which expenditures are made (e.g., administration, public safety or public works).
<b>Fund</b>	A fiscal and accounting entity with a self-balancing set of accounts in which cash and other financial resources, all related liabilities and residual equities, or balances, and changes therein, are recorded and segregated to carry on specific activities or attain certain objectives in accordance with special regulations, restrictions or limitations.
<b>Fund Accounting</b>	A method of municipal accounting where resources are allocated to and accounted for in separate funds based upon the purposes for which they are to be spent and the means by which spending activities are controlled.
<b>Fund Balance</b>	The difference between assets and liabilities in a governmental fund. See <i>Non-spendable Fund Balance</i> , <i>Restricted Fund Balance</i> , <i>Committed Fund Balance</i> , <i>Assigned Fund Balance</i> , and <i>Unassigned Fund Balance</i> definitions.

<b>Governmental Accounting Standards Board (GASB)</b>	The GASB is the authoritative accounting and financial reporting standard-setting body for government entities.
<b>General Fund</b>	The general fund is used to account for all revenues and expenditures of the Village which are not accounted for in any other fund. It is an operating fund from which most of the current operations of the Village are financed.
<b>General Obligation Bond (G.O.)</b>	A long term security where the general taxing power of the Village is pledged to pay both the principal and the interest.
<b>General Revenues</b>	All revenues that are <i>not</i> required to be reported as program revenues. All taxes, even those that are levied for a specific purpose, are general revenues and should be reported by type of tax-for example, sales tax, property tax, franchise tax, income tax. All other nontax revenues (including interest, grants, and contributions) that do not meet the criteria to be reported as program revenues should also be reported as general revenues.
<b>Generally Accepted Accounting Principles (GAAP)</b>	The conventions, rules, and procedures that serve as the norm for the fair presentation of financial statements. The various sources of GAAP for state and local government are set forth by SAS No. 69, <i>The Meaning of "Present Fairly in Conformity with Generally Accepted Accounting Principles" in the Independent Auditor's Report</i>
<b>Government Finance Officers Association (GFOA)</b>	An association of public finance professionals founded in 1906 as the Municipal Finance Officers Association. The GFOA has played a major role in the development and promotion of GAAP for state and local government since its inception and has sponsored the Certificate of Achievement for Excellence in Financial Reporting Program since 1946.
<b>Governmental Funds</b>	Funds generally used to account for tax-supported activities. There are five different types of governmental funds: the general fund, special revenue funds, debt service funds, capital projects funds, and permanent funds.
<b>Illinois Municipal Retirement Fund (IMRF)</b>	This retirement fund, established under statutes adopted by the Illinois General Assembly, provides employees of local governments (including Lake Bluff) and school districts in Illinois with a system for the payment of retirement annuities, disability, and death benefits. Police sworn officers are covered under a separate Police Pension Plan. IMRF is a defined benefit pension plan.
<b>Impact Fees</b>	Fees charged to developers to cover, in whole or in part, the anticipated cost of improvements that will be necessary as a result of the development (e.g., parks, sidewalks).
<b>Improvement</b>	An addition made to, or change made in, a capital asset, other than maintenance, to prolong its life or to increase its efficiency or capacity. The cost of the addition or change is added to the book value of the asset.
<b>Infrastructure</b>	Public domain fixed assets such as roads, bridges, curbs and gutters, streets and sidewalks, drainage systems, lighting systems and similar assets that are immovable and of value only to the Village.
<b>Interfund Activity</b>	Activity between funds of the primary government, including blended

component units. Interfund activities are divided into two broad categories: reciprocal and nonreciprocal. Reciprocal interfund activity comprises interfund loans and interfund services provided and used. Nonreciprocal interfund activity comprises interfund transfers and interfund reimbursements.

<b>Interfund Transfers</b>	A planned movement of money between funds of the same government reporting entity to offset expenses incurred in the receiving fund due to the operation of the sending fund. They include: (1) quasi-external transactions, (2) reimbursements, (3) residual equity transfers, (4) operating transfers and (5) interfund loans.
<b>Lapse</b>	As applied to appropriations, the automatic termination of an appropriation. Except for indeterminate appropriations and continuing appropriations, an appropriation is made for a certain period of time. At the end of this period, any unexpended or unencumbered balance thereof lapses, unless otherwise provided by law.
<b>Legal Debt Margin</b>	The excess of the amount of debt legally authorized over the amount of debt outstanding. In Illinois, for non-home rule municipalities this is 8.625% of EAV.
<b>Legal Level of Budgetary Control</b>	The level at which a government's management may not reallocate resources without special approval from the legislative body.
<b>Levy</b>	The imposing and collecting of a tax.
<b>Line-item Budget</b>	A form of budget which allocates money for expenditures to specific items or objects of cost. The Village of Lake Bluff budget is a line-item budget.
<b>Major Fund</b>	A governmental fund or enterprise fund reported separately in the basic fund financial statements. The General Fund is always a major fund. Major funds have revenues, expenditures/expenses, assets, or liabilities that are at least 10% of corresponding totals for all governmental or enterprise funds and at least 5% of the aggregate amount for all governmental and enterprise funds for the same item. Funds may also be reported as a major fund if the government believes that fund is particularly important to financial statement users.
<b>Measurement Focus</b>	The accounting convention that determines (1) which assets and which liabilities are included on a government's balance sheet and where they are reported there, and (2) whether an operating statement presents information on the flow of financial resources (revenues and expenditures) or information on the flow of economic resources (revenues and expenses).
<b>Mill</b>	One one-thousandth of a dollar of assessed value.
<b>Millage</b>	Rate used in calculating taxes based upon the value of property, expressed in mills per dollar of property value.
<b>Modified Accrual Basis of Accounting</b>	Basis of accounting according to which (a) revenues are recognized in the accounting period in which they become available and measurable and (b) expenditures are recognized in the accounting period in which the fund liability is incurred, if measurable, except for unmatured interest on general long-term debt and certain similar accrued obligations, which should be recognized when due.

<b>Net Assets</b>	Assets less liabilities. For budget purposes, the Water Fund net assets exclude fixed assets because they do not reflect spendable resources.
<b>Net Pension Obligation</b>	Term used in connection with defined benefit pension plans. The cumulative difference between annual pension cost and the employer's contributions to the plan, including the pension liability (asset) at transition to SGAS 27, and excluding (a) short-term differences and (b) unpaid contributions that have been converted to pension-related debt.
<b>Nonspendable Fund Balance</b>	The portion of a Governmental Fund's net assets that are not available to be spent, either short term or long term, in either form (e.g. a prepaid asset) or through legal restrictions (i.e., principal of an endowment).
<b>Nonoperating Revenues and Expenses</b>	A term used in connection with the proprietary fund statement of revenues, expenses, and changes in net assets. Revenues and expenses not qualifying as operating items, which typically include interest revenue and expense, taxes, and grants that are not equivalent to contracts for services.
<b>Object</b>	A term used in connection with the classification of expenditures. The article purchased or the service obtained, rather than the purpose for which the article or service was purchased or obtained (e.g., <i>personal services, contractual services, materials and supplies</i> ).
<b>Operating Budget</b>	Plans of current expenditures and the proposed means of financing them. The annual operating budget is the primary means by which most of the financing, acquisition, spending and service delivery activities of a government are controlled.
<b>Original Budget</b>	The first complete appropriated budget. The original budget may be adjusted by reserves, transfers, allocations, supplemental appropriations, and other legally authorized legislative and executive changes before the beginning of the fiscal year. The original budget should also include actual appropriation amounts automatically carried over from prior years by law. For example, a legal provision may require the automatic rolling forward of appropriations to cover prior year encumbrances.
<b>Ordinance</b>	A formal legislative enactment by the government body of a municipality. If it is not in conflict with any higher form of law, such as a state statute or constitutional provision, it has the full force and effect of law within the boundaries of the municipality to which it applies. The difference between an ordinance and a resolution is that the latter requires less legal formality and has a lower legal status.
<b>Other Expenditures</b>	Includes operating charges primarily of a fixed charge nature that cannot properly be classified as personnel services, contractual services, commodities, capital outlay, or capital improvements.
<b>Other Financing Source</b>	An increase in current financial resources that is reported separately from revenues to avoid distorting revenue trends. The use of the <i>other financing sources</i> category is limited to items so classified by GAAP.
<b>Other Financing Use</b>	A decrease in current financial resources that is reported separately from expenditures to avoid distorting expenditure trends. The use of the <i>other financing uses</i> category is limited to items so classified by GAAP.
<b>Outcome Measures</b>	Term used in connection with service efforts and accomplishments reporting. Indicators that measure accomplishments of results that occur (at least

partially) because of services provided. Results also include measures of public perceptions of outcomes.

<b>Output Measures</b>	Term used in connection with service efforts and accomplishments reporting. Indicators that measure the quantity of services provided. Output measures include both measures of the <i>quantity of service provided</i> and measures of the <i>quantity of a service provided that meets a certain quality requirement</i> .
<b>Overlapping Government</b>	All local governments located wholly or in part within the geographic boundaries of the reporting government.
<b>Payment in Lieu of Taxes (PILOTS)</b>	A payment that a property owner not subject to taxation makes to a government to compensate it for services that the property owner receives that normally are financed through property taxes
<b>Pension (and other Employee Benefit) Trust Funds</b>	A fiduciary fund type used to report resources that are required to be held in trust for the members and beneficiaries of defined benefit pension plans, defined contribution plans, other post employment benefit plans, or other employee benefit plans. The Village has a Police Pension Fund.
<b>Pension Plan</b>	An arrangement for the provision of pension benefits in which all assets accumulated for the payment of benefits may legally be used to pay benefits, including refunds of member contributions, to any of the plan members or beneficiaries, as defined by the terms of the plan.
<b>Performance Measurement</b>	Commonly used term for service efforts and accomplishments reporting.
<b>Permanent Fund</b>	A fiduciary fund type used to report resources that are legally restricted for to the extent that only earnings, but not principal, may be used for the purposes that support the government's programs for the benefit of the citizenry.
<b>Perspective Differences</b>	Differences between the budgetary basis of accounting and GAAP that result when the structure of financial information used for GAAP financial reporting differs from the structure of financial information used for budgetary purposes
<b>Per Capita</b>	Refers to an amount per resident. The Village receives revenues on a per capita basis meaning that the amount received is based on the population of the Village.
<b>Personnel Services</b>	Expenditures directly attributed to Village employees including salaries, overtime pay, health, dental and life insurance, and other employee benefits. The Village also includes worker's compensation and unemployment insurance a personnel services.
<b>Police Pension Plan</b>	The plan established by Statute for the purpose of providing disability, retirement, and survivor benefits for sworn police officers. This is a defined benefit pension plan.
<b>Postemployment Healthcare Benefits</b>	The Village does not pay retiree health care except for sworn police officers receiving a duty disability pension as required by law. The Village does allow retirees to remain on the medical plan at their cost.
<b>Primary Government</b>	Term used in connection with defining the financial reporting entity. A state government or general purpose local government. Also, a special-purpose government that has a separately elected governing body, is legally separate,

and is fiscally independent of other state of local governments.

<b>Private-Purpose Trust Funds</b>	A fiduciary trust fund type used to report all trust arrangements, other than those properly reported in pension trust funds or investment trust funds, under which principal and income benefit individuals, private organizations, or other governments.
<b>Program</b>	Group activities, operations or organizational units directed to attaining specific purposes or objectives.
<b>Proprietary Funds</b>	Funds that focus on the determination of operating income, changes in net assets (or cost recovery), financial position, and cash flows. There are two different types of proprietary funds: enterprise funds and internal service funds.
<b>Realized Gains and Losses</b>	The cumulative effect of appreciation and depreciation in the value of investments reported at fair value at the time those investments are sold.
<b>Reappropriation</b>	The inclusion of a balance from the prior year's budget as part of the budget of the subsequent fiscal year. Reappropriation is common for commitments outstanding at the end of a fiscal year that a government intends to honor in the subsequent fiscal year.
<b>Reporting Entity</b>	The oversight unit and all of its component units. The Village's reporting entity consists of the Village funds and the Lake Bluff Public Library.
<b>Restricted Fund Balance</b>	The portion of a Governmental Fund's fund balance that is subject to external enforceable legal purpose restrictions as to what the fund balance can be spent on.
<b>Reserved Fund Balance</b>	The portion of a governmental fund's net assets that is not available for appropriation.
<b>Special Revenue Fund</b>	A governmental fund type used to account for the proceeds of specific revenue sources, other than major capital projects, that are legally restricted to expenditure for specified purposes.
<b>Tap Fees</b>	Fees charged to join or to extend an existing utility system. Also referred to as <i>system development fees</i> or <i>connection fees</i> .
<b>Tax Rate</b>	The amount of tax stated in terms of a unit of the tax base. The Village's property tax rate is shown as a percentage of every \$100 of equalized assessed valuation.
<b>Unassigned Fund Balance</b>	Available expendable financial resources in a governmental fund that are not the object of tentative management plans (i.e., assigned). Positive unassigned fund balance can only be reported in the General Fund.
<b>Unrealized Gains and Losses</b>	Term used in connection with the valuation of investments. Cumulative change in the market value of investments prior to their disposition.

# MEMORANDUM

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**Date:** January 6, 2016

**To:** Chairman Christensen and Finance Committee Members

**From:** R. Drew Irvin, Village Administrator  
Susan Griffin, Village Finance Director

**CC:** Village President and Board of Trustees  
Peter Friedman, Village Attorney  
Department Heads

**Subject:** External Organization Funding Requests

In 2000 the Village determined it was prudent to develop a formal policy and administrative procedure to manage the numerous requests for funding by various local service organizations. The external organization policy, attached for your review, requires a completed application for funding in the upcoming fiscal year. At this time, the Village has only received a verbal request from LEAD for continuation of the Parent University and Speak Up! contributions. Please know that the FY16 budget includes a total of \$22,400 to support the requests as well as \$3,000 for other community outreach opportunities. Please note that Lake County Cares and the Community Wellness Task Force did not request funding in FY16 but it is recommended that this remain in the budget as these organizations are in transition and likely will request the support again. The table below shows a breakdown of the current organizations and the amount funded.

Agency	Amount	Activity	Prior Village Funding?
Lake County Cares	\$600	Volunteer Bureau Opportunity Clearinghouse	Yes
LEAD	\$5,000	Parent University Program	Yes
Speak Up!	\$2,500	Middle School Alcohol/Drug Abuse Program	Yes
Community Wellness Task Force	\$1,000	General Support	Yes
LF-LB Chamber of Commerce	\$10,300	General Support	Yes

As always, please feel free to contact me with any questions or comments.

**Attachment:**  
External Organization Policy

## VILLAGE OF LAKE BLUFF

### EXTERNAL ORGANIZATION FINANCING REQUEST POLICY

#### **Purpose and Scope of Policy**

The purpose of this policy is to provide guidelines and procedures for evaluating requests from external organizations for funding from the Village of Lake Bluff for services not traditionally associated with local government functions. This policy will cover requests for financial resources from the Village of Lake Bluff excluding Village departmental requests.

#### **Applicant Procedures**

All applicants requesting financial resources from the Village will complete the request form shown as **Attachment A** in this document. Information includes but is not limited to:

- ❖ The nature of the organization, federal tax identification number, and income tax status,
- ❖ the purpose, scope, and description of the project or activity,
- ❖ the goals and expected outcomes of the project or activity,
- ❖ the amount and timing of the funds requested,
- ❖ if ongoing, when the activity will be self-supporting,
- ❖ other sources of funding used and requested for the project or activity, and
- ❖ the benefits to the Village and its residents.

Activities held or work done on Village property may require a bond or proof of insurance to indemnify the Village. Applicants may be required to make a presentation before a Village Committee and/or the Village Board of Trustees. All applicants are required to submit a written report on the status of the project as requested by the Village.

*Applications received between August 16<sup>th</sup> of the current year and January 15<sup>th</sup> of the next year will be considered within the scope of the next budget year and applications received after January 15<sup>th</sup> will be considered by the Village within six months of the date received.* Applicants are strongly encouraged to present requests before January for discussion within the context of the Village's budget process.

#### **Village Procedures**

The Village Administrator shall review the application and may request additional information. Requests under \$1,000 may be approved, denied, or referred to the Village Board based on the Administrator's sole discretion and a report regarding the disposition of each request will be forwarded to the Village Board. Requests of \$1,000 or more shall be referred to the appropriate Village Board Committee, as determined by the Village Administrator, for evaluation and recommendation to the Village Board of Trustees. On-going requests shall be aggregated to determine the total value of the request. No application shall be approved that exceeds available funds.

#### **Evaluation Criteria**

The Village Administrator or the Village Board will consider the amount of the request, the timing of the request, any and all information regarding the applicant organization, and the benefits of the project to the Village of Lake Bluff residents. Some criteria that may be considered include: the goals and expected outcomes of the project; the impact on the public health, welfare, safety, environment, and aesthetics; compatibility with

current Village goals and objectives; and any other criteria deemed by the Village to be in the best interest of the public.

**Village Rights and Reservations**

The Village Administrator and the Village Board of Trustees reserve the right to approve, deny, or amend any request at its sole discretion. Failure to follow any procedures in this policy does not diminish the Village's rights to approve, deny, or amend any request. Approval of an amount in one fiscal year does not guarantee funding in future years. Additional information may be requested by the Village at any time. The Village Board of Trustees may waive any or all of these procedures it determines is appropriate.

**Effective Date of Policy**

This policy was approved by the Village Board of Trustees pursuant to Resolution 2000-25 on July 24, 2000.

VILLAGE OF LAKE BLUFF

EXTERNAL ORGANIZATION FINANCING REQUEST APPLICATION  
(Please print or type)

Date of Application \_\_\_\_/\_\_\_\_/\_\_\_\_

Applicant/Organization Name & Address:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Contact Name: \_\_\_\_\_

Daytime Telephone Number: \_\_\_\_\_

FEIN # \_\_\_\_\_ Income Tax Status \_\_\_\_\_

Total Amount of Request \$ \_\_\_\_\_

One time Request \_\_\_\_\_ or

Annual Request \_\_\_\_\_ Number of Years \_\_\_\_\_

This activity is expected to be self-supporting by \_\_\_\_\_, 20\_\_\_\_.

When are funds needed? \_\_\_\_\_

Purpose/Scope/Description of Project: (if needed attached a separate sheet)

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Goals/Outcome of the Project:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

VILLAGE STAFF: STAMP DATE RECEIVED ON APPLICATION

**Benefits to the Village of Lake Bluff residents:**

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**Other participants in project:**

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<b>Project Financing</b>	<b>Source</b>	<b>Amount</b>
On-hand		\$
Solicited/Not Pledged		\$
Pledged		\$
Total Cost of Project		\$

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**VILLAGE ADMINISTRATOR RESPONSE:**

APPROVAL \_\_\_\_\_ DENIAL \_\_\_\_\_

APPROVAL AS AMENDED \_\_\_\_\_

RETURNED FOR ADDITIONAL INFORMATION ON \_\_\_\_/\_\_\_\_/\_\_\_\_

COMMENTS:

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REFERRED TO:

VILLAGE BOARD \_\_\_\_/\_\_\_\_/\_\_\_\_

\_\_\_\_\_ COMMITTEE \_\_\_\_/\_\_\_\_/\_\_\_\_

COMMITTEE RECOMMENDATION \_\_\_\_\_

**VILLAGE BOARD DISPOSITION:**

APPROVAL \_\_\_\_/\_\_\_\_/\_\_\_\_ DENIAL \_\_\_\_/\_\_\_\_/\_\_\_\_