

CITY OF BLOOMINGTON
CITY COUNCIL COMMITTEE OF THE WHOLE
MEETING AGENDA
109 E. OLIVE – COUNCIL CHAMBER
MONDAY, MARCH 17, 2014, 5:30 P.M.

1. Call to order
2. Public Comment (*6 minutes*)
3. Items to be Presented:
 - A. Proposed Soccer Complex and Community Center Project and Request for Public Funding (0.25% Home Rule Sales Tax Increase) - Dave Magers and Jeff Tinervin (*30 minutes*)
 - B. Comprehensive Plan - Discussion of the Scope of Work, Council Expectations and Project Timeline – Vasudha Pinnamaraju, MCRPC Executive Director (*30 minutes*)
 - C. Term Limits for Elected Officials Discussion (*30 minutes*)
4. City Manager Comments



FOR COMMITTEE OF THE WHOLE: March 17, 2014

SUBJECT: Presentation of the Proposal for New B-N Community Soccer Complex and Community Center Facility

RECOMMENDATION/MOTION: Presentation and Discussion Only

STRATEGIC PLAN LINK: Goal 5. Great place – livable, sustainable City.

STRATEGIC PLAN SIGNIFICANCE: Objective 5d. Appropriate leisure and recreational opportunities responding to the needs of residents.

BACKGROUND: Dave Magers and Jeff Tinervin will present their Proposal for New B-N Community Soccer Complex and Community Center Facility.

Council was provided copies of the background materials last year.

Respectfully submitted for Council consideration.

Prepared by:

Kathryn Buydos, Executive Assistant

Recommended by:

A handwritten signature in black ink, appearing to read "David A. Hales".

David A. Hales
City Manager

EXECUTIVE SUMMARY

**For New
B-N Community Soccer Complex
and
B-N Community Center Facility**

February 2014

TABLE OF CONTENTS

Introduction Letter

Project Overview

Benefits to the Community & Economic Impact

Community Leaders Statement

"Our community needs a place that intentionally seeks inclusion and offers programming from cradle to grave"

Letter from Law Enforcement

Community Wide Support

February 13, 2014

Bloomington City Council/Normal Town Council

We are very excited to share with you the details of a unique opportunity to satisfy a number of significant needs of families, youth and older people in our community that will enhance both Bloomington and Normal in ways that are immeasurable.

A beautiful new state of the art Community Center will not only fill many unmet recreational needs in our community for young children to senior citizens, but it will also fortify the financial viability of a number of local operations so that they can continue to serve the needs of our community for many years to come. Many of our social agencies that service our communities youth (Boys & Girls Club, YMCA, Big Brothers Big Sisters, Western Avenue Community Center, etc.) are in need of upgraded facilities and funding these groups have many overlapping programs. In a new facility managed by the YMCA, these groups could share space and combine programs. Boys & Girls Club, Big Brothers Big Sisters, Western Avenue Community Center, etc. would stay at their current locations on the west side of Bloomington but also share space and programming in the new Community Center. This proposal provides funds that will help upgrade some of the current facilities used by these organizations on the west side of Bloomington.

We believe you are also aware of the decision by the Federal Aviation Administration to require that the airport soccer facility cease to operate after 2017. The FAA will no longer allow these kinds of recreational activities to take place on properties close to major municipal airports.

Consequently, it is necessary to locate a new soccer facility elsewhere in the community or risk dismantling our extremely popular youth soccer program in the community serving over 3,000 kids today. We have found a location and have developed a design for a new community soccer facility that will not only serve the youth recreational soccer needs of the community, but will also allow our community to attract state and regional soccer tournaments.

The total project cost is \$32,000,000 (Community Center \$16,575,000, Soccer Complex \$14,925,000, upgrades to Boys & Girls Club and Link Center \$500,000). Short-term financing has been arranged with a combination of Busey and other local banks. There are many ways that this debt could be retired. One option to retire the loan is by use of a ¼ % sales tax increase in Bloomington-Normal. This sales tax increase would pay off the debt and have a sunset clause of 8 years. Details regarding this option are enclosed in this presentation.

There currently exists a YMCA Foundation which was established to provide for the maintenance of the Bloomington-Normal YMCA facilities and equipment. This Foundation has gotten new pledges of financial support sufficient to maintain the new Community Center. This fund will be in excess of \$3,000,000.

Bloomington-Normal's economy like the rest of the country has been very weak. These projects would not only create hundreds of construction jobs, but also long-term employment to operate the facilities and expand programs. Soccer tournaments and swim meets would attract thousands of visitors each year to stay in our hotels, eat in our restaurants and also provide additional tax revenue (sales tax, food & beverage tax and hotel tax). Enclosed there is information provided by local labor unions, B-N Area Convention & Travel Bureau and local hotel/motel association.

Bloomington-Normal needs to attract new and retain current jobs. Our community needs facilities like these to help make B-N a more attractive place to live and work.

We have experienced a spike in the local crime rate and especially among the youths of our communities. The proposed community center and soccer facility would promote supervised activities and provide programming that reduces the vulnerability of at-risk youth. Statistics have proven that organized activities and community involvement has reduced juvenile crime (explained further in a letter from Sheriff Mike Emery).

Details of each project are included in this booklet. We know that both projects have overwhelming community support. We have included a number of letters of support, received over 2,800 postcards that are addressed to the Council's, not only supporting the projects but also the ¼ % sales tax increase. This support shows how important these projects are to our community and also the urgency associated with moving forward with both initiatives as soon as possible.

None of the citizens involved in this proposal have any financial or economic interest in these projects. We are simply community leaders interested in advocating for area youth and bettering the community for years to come.

Best regards,

CAAY Board

Citizens Advocating for Area Youth

Project Overview

Community Center

- Swimming pool (8 lanes), two gymnasiums, locker rooms, wellness facility, running track, recreational rooms, academic enrichment lab, fine arts studio and community rooms
- 77,000 sq. ft.
- Shared facility for YMCA, Boys & Girls Club, Western Ave. Community Center, Big Brothers/Big Sisters and other interested not-for-profit groups – joint & expanded programs (see letter)
- \$16,575,000 to fully construct and \$500,000 in upgrades to Boys & Girls Club and Links Center
- Privately funded Foundation has been established to maintain Community Center
- Day to day operations of center to be paid for YMCA & other users of the facility

Soccer Complex

- 26 total fields, including 2 artificial turf fields
- 9 lighted, and 9 irrigated fields
- Paved parking for 1,000 cars
- Facilities for restrooms, concessions, meeting rooms
- \$14,925,000 to fully construct
- Facility maintenance and scheduling to be performed by Normal Parks & Recreation Department (same as Champion Fields)

Financing

- \$32 million credit from Busey Bank and other local banks
- Many options to retire debt
 - One option: ¼ cent sales tax increase is one option to finance the project. If used the debt could be fully retired in 8 years

Timeline

- Construction start dates
 - Community Center – Fall 2014
 - Soccer Complex – Summer 2014
- Facilities operational by:
 - Community Center – Spring 2016
 - Soccer Complex – Summer 2015

**BENEFITS TO THE COMMUNITY AND
ECONOMIC IMPACT**

Benefits to the Community

- To provide a safe environment for youth & family development
- Help reduce crime rate by encouraging comprehensive programming and behavioral stability
- Increase Quality of Life
 - Youth Recreation
 - Before/After School Programs
 - Youth Soccer
 - Swimming Programs & Teams
 - Basketball League
 - Teen Nights
 - Homeschool P.E.
 - Youth Dance Program
 - Summer Camps
 - Adult/Senior Programs
 - Adult Fitness Classes
 - Adult Soccer
 - Silver Sneakers Senior Fitness
 - S.N.A.P. (Special Needs Aquatic Therapy)
 - Master's Swimming
 - Family Opportunities & Programs
 - Public Indoor Family Swimming Facility
- New Partnerships
 - YMCA – BOYS & GIRLS CLUB – BIG BROTHERS BIG SISTERS- WESTERN AVENUE, ETC.
 - Combine Programs
 - Other Youth Groups & Human Services Organizations
 - Consolidate Staffing
 - Senior Groups
 - Soccer Complex
 - Merging of Youth Soccer Groups
- Economic Impact
 - Hundreds of construction jobs
 - Jobs to operate new facilities & expanded programs
 - Soccer tournaments & swim meets will attract thousands of visitors
 - Create sales tax revenue, hotels, restaurants, etc.
- New Quality of Life Additions
 - Will help recruit new businesses
 - Will help employers recruit employees
- Positive City/Town Collaboration



LIVINGSTON AND MCLEAN COUNTIES

BUILDING AND CONSTRUCTION TRADES COUNCIL

P.O. BOX 3248 BLOOMINGTON, ILLINOIS 61702

PHONE (309) 828-4368 FAX (309) 828-6303

Boilermakers

Bricklayers

Carpenters

Electrical Workers

Elevator Constructors

Heat & Frost Insulators

Iron Workers

Laborers

Millwrights

Operating Engineers

Painters / Glaziers

Plasterers - Cement Masons

Plumbers & Pipefitters

Road Sprinkler Fitters

Roofers

Sheet Metal Workers

Teamsters

As President of the McLean & Livingston County Building and Trades, I would like to express how important the Soccer Field Complex and Community Center are to our Local tradesmen and tradeswomen.

These two projects would create nearly 500,000 man hours, which equates to over 200 construction jobs for our members. Some of our members have been out of work for nearly two years. In these tough economic times, these two projects would come as a breath of fresh air.

We realize for these projects to move forward a small sales tax increase would be needed. However, our memberships' willingness to raise the sales tax 25¢ for every \$100.00 our members spend is a very small price to pay in order to benefit our members and their families. These construction jobs are much needed in our community.

In addition, the benefit to our youth in this community has no price tag. We feel it is very important for the young people of our community to have safe and structured opportunities to help them grow to be successful and contributing members of our community.

Sincerely,

Richard L. Veitengruber
President

In Affiliation

BUILDING AND CONSTRUCTION TRADES DEPARTMENT
AMERICAN FEDERATION OF LABOR - CONGRESS OF INDUSTRIAL ORGANIZATIONS



BLOOMINGTON-NORMAL
AREA CONVENTION & VISITORS BUREAU

Soccer Complex Estimated Economic Impact

- Per an Economics Research Associates Feasibility Study performed on the Bloomington-Normal area, the estimated direct economic impact of the soccer complex is approximately \$1.35 million in the facility's first year of operation, and approximately \$6 million in year 10. These figures are based on assumptions of attendee and participant origin, daily spending and length of stay, and facility revenues. This spending includes food/beverage, transportation, retail and entertainment, lodging, etc. If the economic impact is added together from each year, it will take approximately 6.5 years to generate the same amount of money that it costs to build the soccer complex. Note that this is overall spending, not strictly tax revenue.
- The soccer complex and usage will be modeled after the Champion Fields softball complex in Normal. Tournaments at Champion Fields generated over \$3.5 million in direct spending in 2013.
- Other cities of our size in Illinois and the Midwest have seen the need for better soccer facilities, including Rockford, Elgin, Moline, Muscatine, IA, Evansville, IN, etc.
 - Rockford Sportscore complex 2012 economic impact: **\$9,290,400**
- The economic impact from a new soccer complex will create full-time and part-time jobs throughout the community in food/beverage, transportation, retail and entertainment, and lodging. It is estimated that 23 jobs will be supported in the facility's first year, and as many as 86 jobs in year 10, per the feasibility study. In addition, construction (union) jobs will be employed during the construction of the facility.

Summary of Gross Direct Economic Impacts (thousands)										
Year	1	2	3	4	5	6	7	8	9	10
Spending Generated by the Facility	\$185.3	\$189.9	\$194.7	\$279.1	\$316.3	\$333.4	\$432.5	\$443.1	\$454.1	\$465.5
Spending Outside the Facility										
F&B										
Locals	202.7	207.8	212.9	243.2	251.5	283.1	320.3	327.7	335.9	344.3
Non-Locals	538.4	551.9	565.7	1,400.9	1,454.5	1,542.6	2,500.3	2,546.2	2,609.8	2,675.1
Transportation and Other										
Locals	83.2	85.3	87.5	102.1	105.5	118.1	136.1	139.3	142.8	146.3
Non-Locals	228.7	234.4	240.3	454.3	472.5	510.1	755.6	769.0	788.2	807.9
Retail and Entertainment										
Locals	5.4	5.5	5.6	14.2	14.5	15.1	25.2	25.8	26.5	27.1
Non-Locals	43.1	44.1	45.2	248.9	260.2	268.2	501.7	508.7	521.4	534.4
Lodging										
Locals	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Non-Locals	65.3	67.0	68.6	460.6	481.7	497.2	940.1	953.3	977.1	1,001.5
Total	\$1,352.1	\$1,385.9	\$1,420.6	\$3,203.3	\$3,356.8	\$3,567.7	\$5,611.7	\$5,712.9	\$5,855.7	\$6,002.1
Room Nights	866	866	866	5,674	5,789	5,829	10,753	10,638	10,638	10,638

Source: Economics Research Associates Feasibility Study

Estimated Annual Demand (# of events)										
Year	1	2	3	4	5	6	7	8	9	10
High School Sports	2	2	2	2	3	3	3	2	2	2
Leagues	10	10	10	10	15	15	15	15	15	15
Small/Local Tournaments	4	4	4	6	6	6	9	9	9	9
Regional/National tournaments	0	0	0	2	2	2	4	4	4	4
Camps/Clinics	2	2	2	2	2	3	3	3	3	3
Special Events	2	2	2	3	3	3	4	4	4	4
Total # of Events	20	20	20	25	31	32	38	37	37	37
Recreational/Rental Use - practices and Other Games (# of Hours)	4,000	4,000	4,000	4,000	4,000	4,500	4,500	4,500	4,500	4,500

Source: Economics Research Associates Feasibility Study

Estimated Annual Attendance										
Year	1	2	3	4	5	6	7	8	9	10
High School Sports	100	100	100	100	350	350	350	100	100	100
Leagues	400	400	400	400	600	600	600	600	600	600
Small/Local Tournaments	2,000	2,000	2,000	3,000	3,000	3,000	4,500	4,500	4,500	4,500
Regional/National tournaments	0	0	0	5,000	5,000	5,000	10,000	10,000	10,000	10,000
Camps/Clinics	0	0	0	0	0	0	0	0	0	0
Special Events	2,000	2,000	2,000	3,000	3,000	3,000	4,000	4,000	4,000	4,000
Total # of Attendees	4,500	4,500	4,500	11,500	11,950	11,950	19,450	19,200	19,200	19,200

Source: Economics Research Associates Feasibility Study

Estimated Annual Participation										
Year	1	2	3	4	5	6	7	8	9	10
High School Sports	100	100	100	100	150	150	150	100	100	100
Leagues	960	960	960	960	1,440	1,440	1,440	1,440	1,440	1,440
Small/Local Tournaments	1,280	1,280	1,280	1,920	1,920	1,920	2,880	2,880	2,880	2,880
Regional/National tournaments	0	0	0	3,200	3,200	3,200	6,400	6,400	6,400	6,400
Camps/Clinics	200	200	200	200	200	300	300	300	300	300
Special Events	0	0	0	0	0	0	0	0	0	0
Total # of Participants	2,540	2,540	2,540	6,380	6,910	7,010	11,170	11,120	11,120	11,120
Recreational/Rental Use - practices and Other Games (# of Hours)	80,000	80,000	80,000	80,000	80,000	90,000	90,000	90,000	90,000	90,000

Source: Economics Research Associates Feasibility Study

Net Annual Jobs Impact										
Year	1	2	3	4	5	6	7	8	9	10
From Facility	3	3	3	3	3	3	4	4	4	4
From F&B	5	5	5	13	13	14	22	21	21	21
From Transportation and Other	1	1	1	3	3	3	4	4	4	4
From Retail and Entertainment	0	0	0	2	3	3	5	5	5	5
From Lodging	1	1	1	4	4	4	8	8	8	8
Total - Based on Net Direct Spending	11	11	11	25	26	27	41	41	41	41
Total - Based on Net Indirect Spending	12	12	12	28	28	29	45	45	45	45
Total - Based on Total Net Spending	23	23	23	53	54	55	87	86	86	86

Source: Economics Research Associates Feasibility Study

With a new soccer complex coming to town, this will allow for many opportunities to host soccer events which in turn will provide lots of extra revenue for our community. The following is a list of the types of events that the new complex would allow us to provide.

Tournaments 4-6 per year

March-November each year.

With the size of the proposed complex this would allow us to be able to host approx 150-200 teams per event.

With teams averaging approx 25 people per team. That is players, parents, coaches, officials etc. That would mean approx 5000 people would attend each event or approx **20-30 thousand** people attending the complex per year.

Types of Tournaments-

Youth Tournaments-For players 7-19 years of age. Competitive and Recreational Events

Adult Tournaments-For Adults 18 and above

College Showcase Tournaments-For High School age teams. These events can be 3-4 days long and would also attract college coaches to the area. An average College Showcase would attract 100-200 college coaches.

Olympic Development Program (ODP)

ODP is a national program which identifies players for State, Regional and National play.

Our geographic location is fantastic for this program. We would be able to provide a center for the following

State Training 3-5 Thousand Youth Players from Illinois-approx need 20 dates per year.

Regional Residential Camp-Once per year for 5 days. 14 States would be represented. Approx 196 Teams with Staff. Approx 5000 people who would be here in town for around 5 days.

National Camp-Approx 3000 players, coaches and staff for 5 days, once per year.

ODP Games-Hundreds of State, Regional and National games are played each year. We are in a great location for many of these games.

STATE/REGIONAL/NATIONAL YOUTH/ADULT COMPETITIONS

National Cup/Presidents Cup- These competitions are offered for youth and adult players and are played March-Nov each year. These competitions are offered everywhere from single games to week long competitions. These are offered from everything from in state teams to National competitions.

Elite Clubs National League-A National league for girls typically played over 3-4 days attracting hundreds of teams to each event

United States Soccer Federation Academy-The top National soccer league in the US for boys. These are played from singles games up to a 3-4 day tournament format. This event will attract many college coaches too.

State Leagues-For youth and Adult league players. These are played from single games up to 2-3 day tournament format.

Regional/National Leagues-Hundreds of teams compete in these each year. These are played as single games up to 3-4 day tournaments.

Super Y League-A summer league for players Under 16 thru college age groups. Hundreds of teams compete in this regional and National League.

LEAGUE PLAY-Youth/Adult-Competitive, Recreational and Special Olympics

Games are played typically on Saturdays and Sundays for youth and Midweek for adult. We have approx 3000 soccer players here in town.

Competitive teams will play teams from out of town here in town. Teams will travel from all over the state to play here.

Special Olympic events are played as one day or 3-4 day events.

COACHING EDUCATION

Two day to seven day residential events for State, regional and National courses. Thousands of coaches attend these each year.

COLLEGE EVENTS

Weekly, State and National events for all levels of College play.

HIGH SCHOOL SOCCER

Fall and Spring District and State Competitions for all levels of High School Play

PRO/SEMI PRO

Mens & Womens Pro and Semi pro games are played March-November. These are typically played as one or two games at a time. This would attract spectators to the games.

CAMPS

Day Camps and specialized Residential camps for youth and adult players. These could be operated anywhere from one day camps to ten day residential camps.

REDBIRD SWIM CLUB

Boomington/Normal, IL

A brand new 8-lane pool in the Bloomington Normal community has the possibility of attracting various swim meet and other aquatic related activity to B/N. This weekend, Redbird Swim Club is hosting over 600 kids and their families for a three day meet at Horton Pool. Horton was built in the 1960's and does not have the proper seating, locker rooms, etc.

However, with no other pool choices in town, we must use that facility. IWU's pool was not properly constructed and cannot host championships meets.

There is great swimming talent in this community. We have four swim clubs: Redbird Swim Club, the B/N Y Waves, the B/N Swim Club and the Funky Fish Swim Club, along with various summer clubs. A new state of the art 8 lane community pool is desperately needed. B/N is the top swimming area south of Chicago, but our current facilities do not match our talent.

Marc Tucci

Redbird Swim Club Meet Director

COMMUNITY LEADERS

“Our community needs a place that intentionally seeks inclusion and offers programming from cradle to grave”



January 22, 2014

Dear Council Members and Alderman,

In recent weeks, a group of non-profit community leaders and west Bloomington clergy have been meeting to discuss meaningful ways in which we can collaborate and partner more effectively to serve youth, families, and seniors. In particular, those most vulnerable in our community, and those at risk for youth delinquency. Those attending the meetings include:

Michael O'Donnell, Board President/CAAY Member; West Bloomington Revitalization Project
Amy Cottone, Executive Director; Western Avenue Community Center
Socorro Alvarez, Hispanic and Latino Outreach Director; Western Avenue Community Center
Grant Anderson, Executive Director; Boys & Girls Club
Jon Voegele, Board President; Boys & Girls Club
Rev. David Santana, Pastor; Restoration Church
Rev. Frank McSwain, Pastor/CAAY member; Mt. Pisgah Baptist Church
Rev. John Rayford, Pastor/CAAY member; Mt. Moriah Church
Rev. David Barton, Pastor; 2nd Presbyterian Church
Dodie Dunson, Director; LINC Center
Don Crittenden, Board President; Western Avenue Community Center
Bob Cornwell, YMCA Member/CAAY Member/Former Executive Director; Western Avenue Community Center
Bob Fleming, YMCA Member/CAAY Member
Rusty Depew, Board Member; Western Avenue Community Center
Pete Brandt, Board President; YMCA
B.J. Wilken, Executive Director; YMCA
Jeanne Stahlheber, Executive Director; Big Brothers Big Sisters of Central Illinois

These meetings have included analyzing of current programs offered, understanding of community needs, developing relationships, and exploring ways to maximize efficiency and effectiveness to members in our community.

Early results indicate, there is consensus to develop a place whereby all community members feel welcomed, safe, valued, and is accessible to all, including those with physical disabilities, ethnicities and cultures. Discussion ensued that included the following language....

"Our community needs a place that intentionally seeks inclusion and offers programming from cradle to grave"

Our purpose in writing is to express our support for the efforts of C.A.A.Y (Citizens Advocating for Area Youth), and their future pursuits toward a new Community Center and Soccer Complex. In addition, we believe that the long term health of a community is dependent upon promoting integration, and engaging one another through like-minded activities. CAAY's vision seeks to foster these beliefs.

Thank you for your leadership and support of our community!

Sincerely,

Amy Cottone
Executive Director
Western Avenue
Community Center

Grant Anderson
Executive Director
Boys & Girls Club

B.J. Wilken
Executive Director
YMCA

Jeanne Stahlheber
Executive Director
Big Brothers Big Sisters

LETTER FROM LAW ENFORCEMENT



McLEAN COUNTY SHERIFF'S DEPARTMENT
MIKE EMERY, SHERIFF
"Peace Through Integrity"
Administration Office
(309) 888-5034
104 W. Front - Law & Justice Center Room 105
P.O. Box 2400 - Bloomington, Illinois 61702-2400

Detective Commander (309) 888-5051
Patrol Commander (309) 888-5859
Patrol Duty Sergeant (309) 888-5019
Jail Division (309) 888-5065
Process Division (309) 888-5040
Records Division (309) 888-5055
Domestic Violence Division (309) 888-4940
FAX (309) 888-5072

January 27, 2014

To : Board of Directors
Citizens Advocating for Area Youth

Dear CAAY Board,

One of our greatest assets in Bloomington, Normal and McLean County is that we are fortunate to have strong leadership in government, strong community leaders, and a great number of community volunteers willing to get involved to help support our youth.

It is known that facilities housing our many youth programs and activities are not in the best of condition. High maintenance costs and structural repairs are expensive and most times cost prohibitive. Excessive funding utilized for repairs diminishes funding available to provide structured and supervised youth activities. The Citizens Advocating for Area Youth has submitted a proposal to our Town and City leaders that provides a unique opportunity. That proposal provides a facility that encourages comprehensive programming, behavioral stability along with organized physical and nutritional fitness elements.

Prevention efforts aim to reduce factors that place youth at risk for perpetrating violence, and promote factors that protect youth at risk for violence. In addition, prevention should address all types of influences on youth violence: individual, relationship, community, and society. Effective prevention strategies are necessary to promote awareness about youth violence and to foster the commitment to social change. The proposed community center would be the foundation to consolidate services and resources, promote supervised activities and provide programming that reduces the vulnerability of at-risk youth. Statistics have proven that organized activities and community involvement has reduced juvenile crime.

As past chairman and current board member of the McLean County Juvenile Justice Council, I understand the importance of keeping our youth involved in good, structured, and supervised activities. Our Council works with our local youth groups and clubs and organizations like Western Avenue Community Center and Youth Build, Boys and Girls Club etc. These are the organizations, and others, that would have access to the Community Youth Center for academic purposes, sports and group/club meetings. This community Center would provide a venue that our youth would be proud of and respect and equally important, utilize.

I respectfully submit this letter in support of the proposed Community Center currently under consideration for Bloomington, Normal and McLean County. This Center, as proposed, would help to ensure our youth are provided an opportunity to participate, to learn, and most importantly, options that allow them to enjoy their youth void of gang pressure, drug involvement, truancy and incarceration.

Respectfully,


Mike Emery,
Sheriff

COMMUNITY WIDE SUPPORT

CAAY

Citizens Advocating for Area Youth Board

Steve Adams	Retired, Vice President of Student Affairs, Illinois State University
Leanna Bordner	Deputy Director of Athletics, Illinois State University Board Member, Bloomington-Normal Area Sports Commission
Rodney Brittain	President, Bloomington-Normal Hotel & Lodging Association
John Brownfield	Learning & Development Director, State Farm Insurance
Dr. Ed Colloton	Eye Surgical Associates
Bob Cornwell	Builder/Developer
Paul Dubravec	Vice President, Advance Trading, Inc.
Dodie Dunston	Director, LINK Center
Robert Fleming, Jr.	Vice President of the Illinois Division, Ravensberg, Inc.
John Hanson	Owner, Hanson Cleaners Past Bloomington Councilman
Matt Hawkins	Sports Marketing Manager, Bloomington-Normal Convention & Visitors Bureau
Bob Hermes	President, Hermes Service and Sales
Crystal Howard	Director, Bloomington-Normal Convention & Visitors Bureau
Bob Kohlhasse	Engineering Manager, Farnsworth Group
Dave Magers	CEO, Mecum Collector Car Auctions Past CFO, Country Financial
Frank McSwain	Senior Pastor, Mount Pisgah Baptist Church
Ronn Morehead	President, Bloomington-Normal Trades and Labor Assembly Chair, Board of Directors, Bloomington-Normal Area Convention and Visitors Bureau
Barb Nathan	Director, Westminster Village Past Director of Community Cancer Center
Adam Nielsen	Director of National Legislation, Illinois Farm Bureau Past Town of Normal Councilman
Michael O'Donnell	Board President, West Bloomington Revitalization Project
John Penn	V.P. & Regional Manager, Laborers' International Union of North America
Rick Penn	President, Sunburst Nursery
Richard Percy, Sr.	Co-Owner/Secretary, Clemens & Associates Past President, Unit 5 School Board
John Rayford	Senior Pastor, Mount Moriah Christian Church
Frank Schuler	President, Prairie City Soccer League
Carl Sneed	Retired Chief Lending Officer, State Farm Bank
Steve Snyder	President, Snyder Companies
Jeff Tinervin	President, First Site Development
Marc Tucci	Financial Advisor
Julia Turner	Past President of the Board, Illinois Fusion Soccer
Rich Veitengruber	President, Livingston & McLean Co. Building & Trades Council Past Bloomington Councilman
Mike Wagner	Associate Athletic Director, Illinois Wesleyan University Chairman, Bloomington-Normal Area Sports Commission
Dave Wampler	President, Morton Community Bank
Rockie Zeigler	President, Original Smith Printing, Co. Past Executive Director, Mid Central Community Action

Letters of Support

Law Enforcement

Mike Emery – Current Sheriff

Future Community Center Partners

West Bloomington Community Leaders
Boys & Girls Club of Bloomington-Normal
Big Brothers Big Sisters of Central Illinois
Western Avenue
YMCA

Churches

St. Mary's Parish
Holy Trinity Catholic Church
Calvary United Methodist Church
Mount Moriah Christian Church
Saint Patrick Catholic Church of Merna
Second Presbyterian Church
Mt. Pisgah Baptist Church

Unions

Boilermakers	Bricklayers
Carpenters	Electrical Workers
Millwrights	Elevator Construction
Heat & Frost Insulators	Iron Workers
Laborers	Millwrights
Operating Engineers	Painters/Glaziers
Plumbers & Pipefitters	Road Sprinkler Fitters
Roofers	Sheet Metal Workers
Teamsters	Plasterers-Cement Masons

Future Soccer Complex Organizations

Reign Soccer Club
Illinois Fusion Soccer Club
Prairie Soccer League

Athletics & Academic

Heartland Community College – Athletic Director
Illinois Wesleyan University – Athletic Department
Illinois State University – Athletic Director
Normal Community High School – Athletic Director
Normal West High School – Athletic Director
Bloomington High School – Athletic Director
University High School – Athletic Director
Central Catholic High School – Athletic Director

Organizations

United Way
B-N Area Convention & Visitors Bureau
Sports Commission – B-N Area
BN Hotel & Lodging Association
Illinois Department of Commerce
Illinois Hotel & Lodging Association
IHSA – Illinois High School Association
IESA – Illinois Elementary School Association
Special Olympics Illinois
YMCA Aquatics
YMCA Waves Swim Team
Central Illinois Regional Airport

Local Businesses

Advocate BroMenn Medical Center
Extreme Motors – Dan O'Brien
Brad Barker Honda – Brad Barker
Park-Stoutamoyer & Associates, Inc. – Brad Park
Reality Bites – Gary Pagano
Minerva Promotions – Tony Todaro
Avanti's Italian Restaurant – Rich Zeller
Daddio's – Butch Thompson
Alliance Land Title – Patrick O'Rourke
Schulz Heating & Cooling – Paul Schulz
Hermes Sales & Service – Bob Hermes
Times Past Inn – Art Donaldson
Hooters of Bloomington – Adam Hawkins
Sunburst Nursery – Rick Penn
Illinois Construction, LLC – Marti Rave
Just Right Lawn Care – Mosey Thompson
First Site, Ltd. – Betsy Tinervin & Ulises Napoles
Holiday Inn & Suites – Michelle Irvin
Inlanta Mortgage, Inc. – Rebecca Stiles
Chrisman-Wyse Dental – David Wyse
Johnston Builders – Bill Johnston
TEK Systems – Keith Gosch
Keller Williams Realty – Danell Moberly
Stark Excavating, Inc. – David Stark
Emerald Cleaning Services, LLC – Tammy Vaughn
Clemens & Associates – Frank Niepagen
Franke Construction – Don Franke
Drywall City – Mike Finn

Masters Brothers HVAC – Rick Masters
Ken Verkler Construction – Ken Verkler
SV Concrete Construction, LLC – Chris Shanks
Thornton Rave Construction, LLC – Joe Thornton
Felmley-Dickerson Co – John Meek
Ravensberg Inc. – Robert Fleming
Bloomington Pediatrics & Allergy, Inc. – Doctors Boe,
Marshall, Ulbrich, Bandy, Weaver, Zimmerman, Emm
Benefit Planning Associates – Jeff Gilmore
Suzi Davis Travel – Tim Davis
Livingston, Barger Law Firm – Peter Brandt
James Ginzkey Law Firm – James Ginzkey
Jefferson Accounting Firm – D. Paul Jefferson
Next Step Dance Studio – Darcey Sunken
Starcrest Cleaners – Leo Hermes
Nord Mowing & Snow Removal – Clint Nord
Coldwell Banker Commercial – Greg Yount
O'Neal Builders – Jim O'Neal
SOS Plumbing – Brian Schenk
Financial Advisor – Marc Tucci
Shirk Products – Jim Shirk
Schooners – Robert Groetken
State Farm Agent – Mike Sprague
Calvert & Metzler – Alex Calvert
Van Gundy Insurance – Dave McGrew/Rod Brent
Vercruysse Insurance Agency, LLC – Brandon Vercruysse
Orthodontic Associates – Scott Peterson
ProAir Heating. & Cooling – Chad Mayes

City of Bloomington

Attention: City Manager, Mayor & Aldermen,

I am in SUPPORT of the Soccer Complex & Community Center project. I will also SUPPORT a 1/4% sales tax increase.

Name Donny Hall

Address 201 S. Evergreen Ln

Bloomington, IL

Ward 7

City of Bloomington

Attention: City Manager, Mayor & Aldermen,

I am in SUPPORT of the Soccer Complex & Community Center project. I will also SUPPORT a 1/4% sales tax increase.

Name Janis Wacker

Address 1301 N. 1st St

Bloomington, IL

Ward 7

Postcards of
Support for Project & 1/4 % Sales Tax Increase
(Over 3,000)

Item 3B.

**Comprehensive Plan - Discussion of the
Scope of Work, Council Expectations and
Project Timeline – Vasudha Pinnamaraju,
MCRPC Executive Director**

(30 minutes)

COMPREHENSIVE PLAN UPDATE



**Scope
And
Proposal**

Submitted by

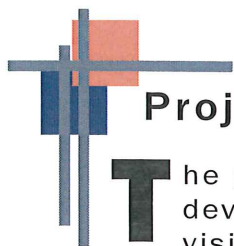


MCRPC

**Feb
2014**

Sections

- 1. Project background & Understanding**
- 2. Existing Conditions Analysis**
- 3. Community Visioning**
- 4. Strategic Planning**
- 5. Plan making and adoption**
- 6. Timeline**
- 7. Budget**



Project Background & Overview

The purpose of a comprehensive plan is to guide the physical planning and development policy for the community. Typically the plan establishes a vision and guiding principles for how the community wants to grow and develop over a twenty year horizon. For many fast growing communities like Bloomington, it is necessary to revise or update the comprehensive plan every four to six years to keep the plan current and relevant.

The current City of Bloomington's (City) comprehensive plan was last updated in 2005, with 2025 as its horizon. As of October 2013, the plan is eight years old. A scheduled update to the plan in 2011 was postponed. Updating the plan should not be delayed any further. McLean County Regional Planning Commission (MCRPC), in consultation with the City, proposes to begin the planning process.

To ensure citizens are actively involved in the planning process, many communities across United States conduct a visioning exercise before beginning the comprehensive planning process. Bloomington City officials have expressed interest in including the Visioning as part of the scope of work for the upcoming comprehensive plan. MCRPC will begin the process in 2014 and complete the plan in 2015 with a horizon year of 2040.

Phase 1 Existing conditions analysis	Phase 2 Community Visioning	Phase 3 Strategic Planning	Phase 4 Plan making & adoption
REVIEW Existing plans Current regulations ANALYZE Historic trends Land use patterns Population forecasts	REACH General Public Community Networks ESTABLISH Community Vision and Values	COORDINATE Working groups Steering Committee Advisory Committee IDENTIFY BMP's*: Planning concepts Funding Mechanisms	CREATE Create draft plan Revise draft plan ADOPT Final Plan
February '14 - June '14	July '14 - November '14	September '14 - March '15	October '15 - June '15

* - Best planning practices from across United States

A detailed description and timeline of each phase is included in the subsequent sections of this proposal. The estimated timeline for the overall project is approximately 18 months.

City staff expressed interest in conducting detailed plans for sub areas or target areas throughout various parts of the City. MCRPC will include landuse guidance in all sections of the City as part of the comprehensive plan. Separate area plans may be inevitable to provide detailed landuse guidance and establish targeted initiative for specific improvements in these areas. However, such target area plans are not included in the scope of this project.

Under the terms of the annual agreement between MCRPC and the City, the City will not be charged any staff time by MCRPC to create the plan document.



Phase 1: Existing Condition Analysis

Analysis of existing conditions is an important step as we envision the future of Bloomington. This step helps put future planning in historical context. This phase will include a review of current plans and ordinances, gathering and analyzing data to identify historical trends, land use patterns, housing, transportation, environment, economic vitality, etc.

REVIEW OF CURRENT PLANS AND STUDIES

Current and past City plans, policies and programs shaped Bloomington into the City it is today. It is important to understand the impact of these tools on the growth and development of Bloomington.

Examples of Community Agency Plans

EDC: Forging Ahead Strategic Plan
UW: Community Needs Assessment
Health Department: Community
Health Needs Assessments
West Bloomington Revitalisation
Project
Illinois Wesleyan University Strategic
Plan
Unit 5 Strategic Plan
District #87 Strategic Plan

Plans led by agencies other than the City, such as the health department and the Economic Development Council, will also have an impact on the quality of living within the City. When a comprehensive plan embraces and incorporates these plans, it inherently gains the support of all the community agencies that work towards making Bloomington a better place to live, work and do business. This support will be needed to implement the recommendations of the plan.

In addition to the local and regional plans, the plans and policies made at the state and federal levels will have significant impact on a variety of local issues such as transportation, land use, housing, environment, etc. MCRPC will review the relevant plans, policies and upcoming legislation at the state and federal levels that might have an impact on Bloomington during the plan horizon period (through 2040).

Examples of Existing Bloomington Plans

Comprehensive plan - 2005
Strategic Plan
Downtown Bloomington Strategy
Consolidated Plan - 2010-2015
Parks Master Plan - 2010
Police Department Plan
Historic Preservation Plan
Brick Street Plan

DATA GATHERING AND ANALYSIS

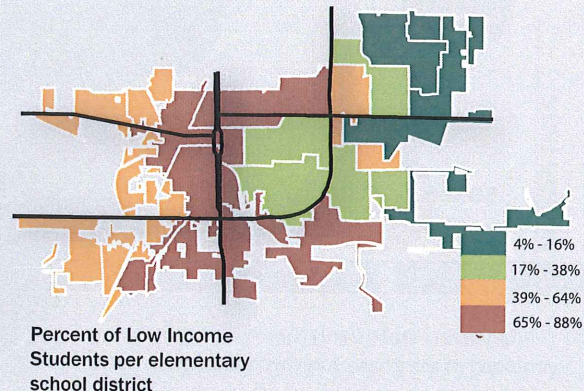
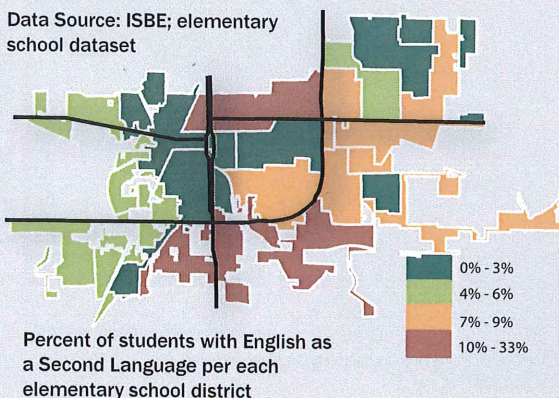
The census has been and continues to be an important source of information during the comprehensive planning process. Traditionally, planners have relied almost exclusively on the decennial census that is generalized at tract level to make important planning projections, understand the growth and development patterns, etc.

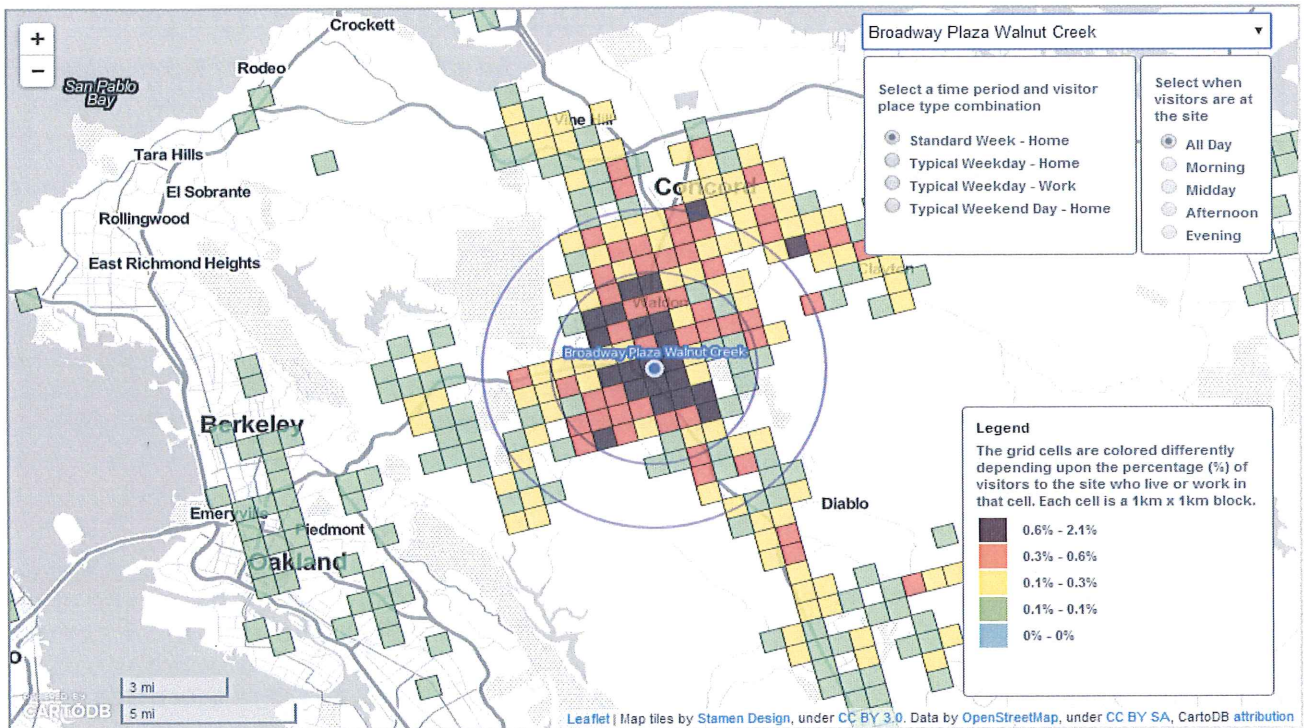
For communities like Bloomington that are experiencing rapid population growth, projecting growth and making policies relying only on decennial census data is not ideal. MCRPC will be using reliable local, state and federal datasets for economic and demographic analysis, understanding land use patterns, fiscal impact of the new development and environmental impacts. Cutting edge technologies such as cell phone location information will also be employed to further understand the home and work locations, travel patterns and shopping patterns.

Sample Data Sources

Census 1990, 2000 and 2010
Internal Revenue Service
Illinois State Board of Education
Anonymous cell location
Bloomington Township
McLean County tax parcels
City data: new permits, code
violations, rental property
information, Crime data

Data Source: ISBE; elementary
school dataset



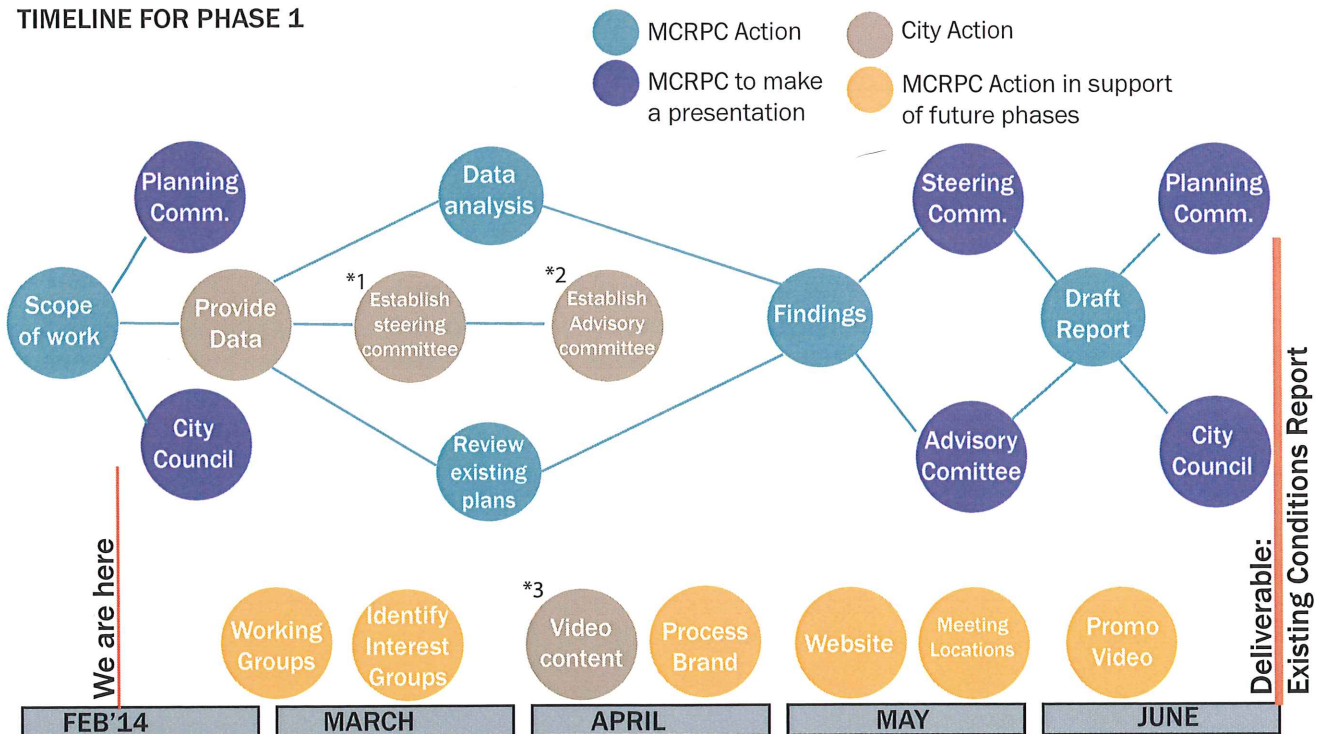


Map showing the home and work place of visitors to a particular mall (based on cell phone information)

DELIVERABLE

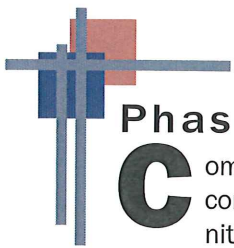
An existing conditions analysis report (electronic version and 20 hard copies) will be delivered to the City at the end of this phase. This report will include a synopsis of existing plans and policies, findings on population and housing trends, physical growth and land use trends, employment and economic development trends, as well as issues to consider going forward.

TIMELINE FOR PHASE 1



*1, *2: Guidance on establishing these committees provided in the Phase 3 of this document.

*3: City to provide guidance on featured speakers and locations for the promotional video.



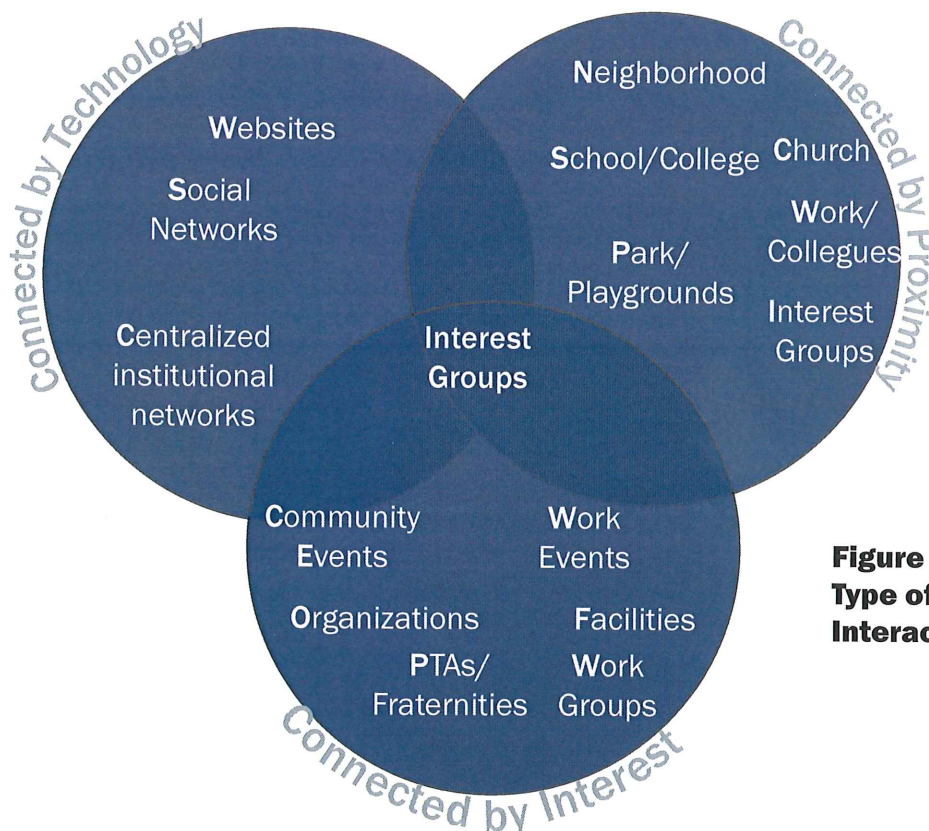
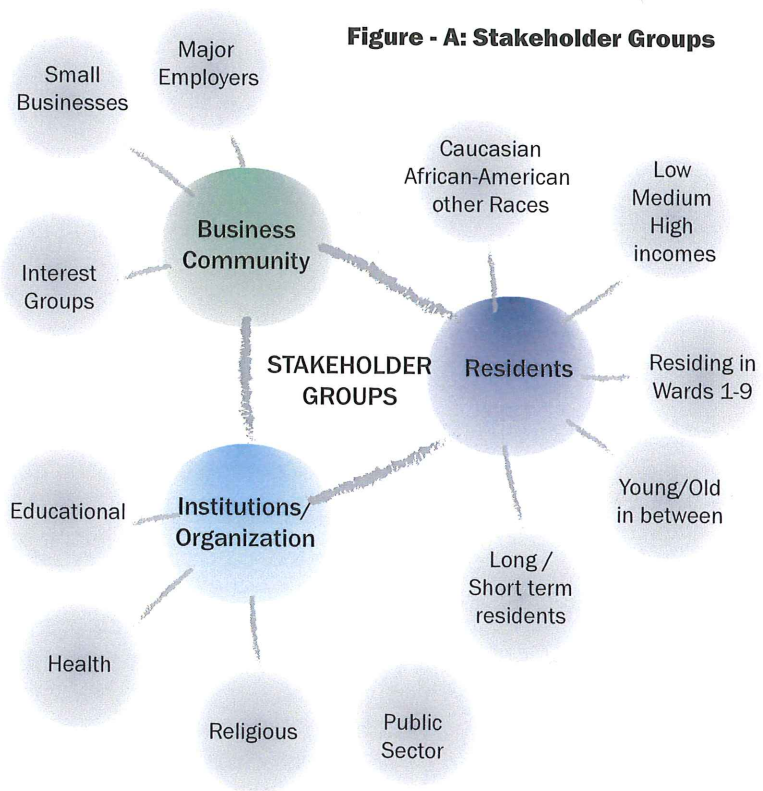
Phase 2: Community Visioning

Community visioning is a process of converting many voices of the community stakeholders into a unified vision for the future of the community. This process helps capture what community members most value about their community and the shared image of what they want their community to become. The unified vision and shared values will help form the strategic framework of the comprehensive plan. It is very important to engage as many stakeholders as possible in this phase.

MCRPC aims to reach 30% of stakeholders during this process. This is a lofty goal that cannot be achieved without the cooperation of several entities and effective outreach planning.

The goal of this outreach plan is to reach people where they already are. This allows us to gather input when stakeholders are in their "Comfort Zone." For that to happen, it is critical to understand our stakeholder groups.

Figures A and B illustrate the broad groupings of stakeholders and the types of their interactions.



The goal of this outreach effort is to reach stakeholders where they already are.

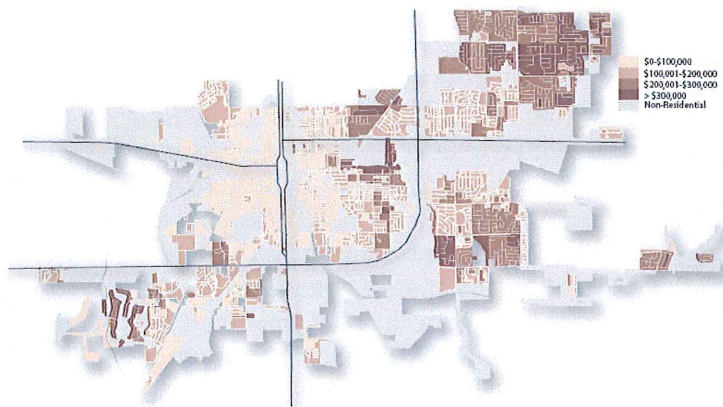
Approach to community outreach

The three main components of the outreach efforts will be:

1. Educate the stakeholders:

- On the importance of their opinion in planning the future of our community. This can be done with tools like promotional videos, website and speaking engagements.

- Provide data on general trends and existing conditions. This helps foster pinpointed conversations. Example: Did you know that 65% of the City is residential homeownership?



Map showing Average property values of single family homes by block
Data Source: Bloomington Township Assessor



2. Encourage participation

- No one tool can reach everyone. MCRPC will assemble an outreach "toolkit" with variety of tools and techniques for efficient outreach. Description of these tools and techniques are provided on pages 9 and 10 of this document.

- Tools used will be both traditional and electronic.
- Making the interactions fun. Planning your community should not be boring.

Sample Outreach Toolkit

- Pulse Survey
- School based outreach
- Ward based outreach
- Employment based outreach
- Neighborhood based outreach
- Religious based outreach
- Outreach at community events
- Outreach at community facilities
- Establishing speakers bureau

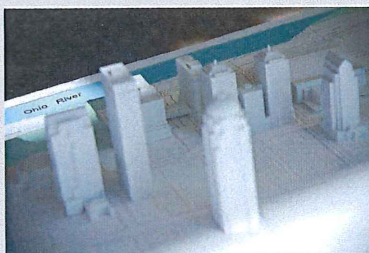
3. Evaluate the reach

MCRPC will constantly evaluate the effectiveness of each tool in reaching the stakeholders. This step allows us to adjust the tools and techniques as needed.

INTERACTIVE OUTREACH TOOLS



Fun adaptable stickers that allow stakeholders to identify what they want for their community



3D printing technology to be used during select outreach activities for a hands on planning experience.



Audience Response Technology enables a fun two-way interaction encouraging a meaningful dialogue at the meetings.



MindMixer acts as a virtual townhall allowing community planning to happen online.

Outreach tools and techniques

COMMUNITY PULSE SURVEY

With five or fewer open ended questions this qualitative survey is intended to gather people's opinions and associated sentiments about the community. This survey will be the first of numerous options residents will have to provide their input. This survey will be mailed to every resident in Bloomington. It will also be available electronically and at various community facilities for the rest of 2014 calendar year.

PROJECT WEBSITE AND SOCIAL MEDIA

MCRPC will maintain a project website for the City's comprehensive planning effort. This website will have a specific sub-domain to reflect the branding of the project. Example: www.LetsEnvisionBloomington.org. This site will be the one stop shop from existing conditions to plan making and tracking progress. The website will be kept up to date with current findings, project status, dates and times of the public meetings and hearings as well as minutes of the meetings. This user friendly site will make it easy for stakeholders to request a speaker to address their group about the comprehensive plan or leave their comments on the website when they cannot attend the meetings. MCRPC will use its own Facebook page and coordinate with community partners to promote the planning process via social media.

PROMOTIONAL VIDEO

If a picture is worth 1000 words, then a 3 minute video can be priceless. Communities across United States are resorting to the video technology to help educate their residents on a variety of government issues. For example, the City of Lake Oswego, Oregon created and widely publicized a 3 minute video clip encouraging their citizens to participate in its comprehensive planning effort. The result - nearly 1,700 residents participated in the process. That is nearly 5% participation for a city of 35,000. MCRPC proposes to create a similar video featuring the elected officials, city staff and the local residents to promote the visioning and planning process.

Sample Pulse Survey

1. What elements describes Bloomington to you?
2. Why did you choose to live/work/conduct business in Bloomington?
3. Do you foresee your kids/ grand kids calling Bloomington home? if yes, why? if not, what would you like the City to become for them to call it home?
4. Describe three most desirable elements of your ideal neighborhood.
5. What three elements would you fund to improve the quality of life in the City.



Planning for People, Places and Prosperity



COMMUNITY EVENTS

The Bloomington area hosts numerous sports, theater, family friendly events and festivals. The majority of these events boast attendance in several hundred to thousands of people. These events present a wonderful opportunity for planning outreach.

COMMUNITY EVENTS

Glorious Garden Festival
Illinois Shakespeare Festival
Farmers Markets
Antique Automobile show
McLean County Fair
Cultural Festival
Evergreen Cemetery Discovery Walk

STUDENT VOLUNTEERS

It is very important to engage youth in the process. The commission will recruit students from the local colleges and universities to assist at the working group meetings, festivals and events, analyze the results, take pictures at the meetings and any other activities they want to be involved in. This will not only help the process but also help the students listen and participate in the discussion shaping the future of their community.

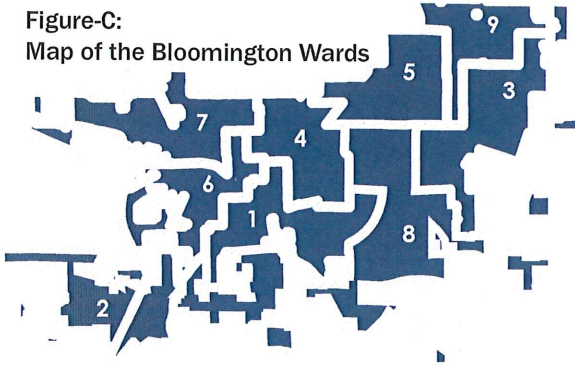


PHOTOGRAPHY CONTESTS

MCRPC will launch a photography contest with various community themes. Example: what is your favorite spot in the community and why? The goal of this contest is two fold. 1) To create a pool of images to be used in the comprehensive plan document. 2) To pictorially understand the values of the community. These photographs will be judged by the quality of the message it carries than by its own quality. Photographers of all ages and stages will be encouraged to participate.

AVENUES OF OUTREACH

Figure-C:
Map of the Bloomington Wards



WARD MEETINGS

The city is currently divided into nine wards. Some are more diverse than others, some house historic neighborhoods while others house newer neighborhoods, some are within school district 87 while others are in Unit 5. The nature and character of each ward is unique and presents its own set of challenges and opportunities. MCRPC will work closely with the aldermen to reach out to their constituents during the regularly scheduled ward outreach efforts and mayoral open houses.

SCHOOL BASED OUTREACH

The city has nearly twenty K-12 schools. As education plays an important role in transforming the communities, the school boundaries present unique challenges and opportunities for neighborhood level planning. To address these situations, the school centric outreach involving school groups like Parent Teacher Associations (PTA's) is an essential element of this planning process. In addition to the meetings at various school locations, MCRPC will encourage representatives from the school districts to become part of the working committees (as outlined in Phase 3 of this document).

EMPLOYMENT BASED OUTREACH

The city is host to major employers like State Farm Insurance, Country Financial, OSF St. Joseph Medical Center, GROWMARK, General Electric, Illinois Wesleyan University and many more. Several of these employers are a community in their own right. They all have long term plans, which are important to planning the future of the community. It is critical to gather and incorporate those plans into the community's comprehensive plan. Various interest groups within these organizations work on issues many of which directly or indirectly affect the community as a whole. These institutions also have centralized networks that they use to communicate with their employees. It is very important to get their buy in from early on to ensure accurate representation of facts. MCRPC will work with the major employers at their locations to make sure there is representation at various levels within the corporation.

FAITH BASED OUTREACH

The city has 83 different religious institutions representing nine faiths. Several of these religious groups engage in local missions and assist with variety of community causes. In some cases, these religious institutions are the only way to engage certain demographic groups that do not otherwise participate in the process. MCRPC will work closely with religious institutions and engage members of the community at these locations.

COMMUNITY FACILITIES

The city has several community facilities such as parks & playgrounds, libraries and local government offices that attract people from all walks of life. Making the planning process visible and accessible at these locations 24/7 is critical part of the process. MCRPC proposes to use posters and other marketing materials and feedback dropboxes at these locations.

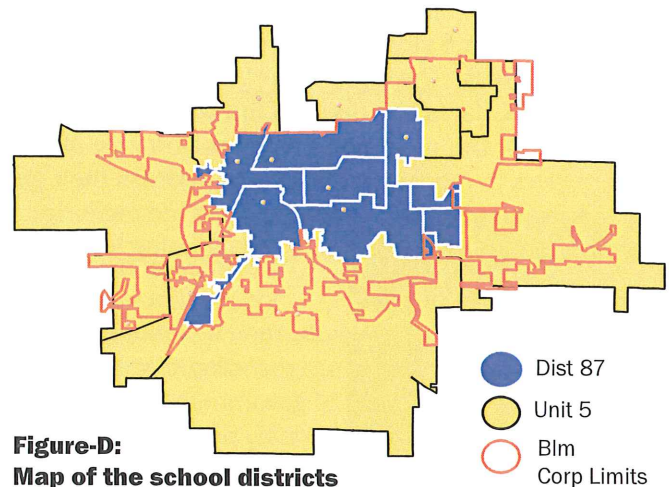
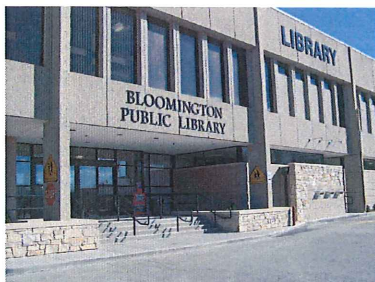


Figure-D:
Map of the school districts
with elementary school boundaries

Speakers Bureau

To reach a wide variety of audience, MCRPC will recruit speakers from varied backgrounds to promote the plan and the process. The speakers will be recruited based on their interest, understanding of the planning process and ability to engage the audience.

NEIGHBORHOOD BASED OUTREACH

Bloomington has wide range of neighborhoods. Historical neighborhoods like the Dimmitt's Grove that connect the city to its colorful past to modern neighborhoods like the Grove, that poses its own set of challenges. Several neighborhoods have active and organized neighborhood organizations. The city can choose to roll out a citywide neighborhood site like the one featured to the right. MCRPC will work closely with these organizations to help engage neighbors in the comprehensive planning efforts.

INTEREST GROUPS BASED OUTREACH

MCRPC will identify both formal and informal interest groups in the community, including groups that are typically skeptical of the planning process. We will make every attempt to engage these groups from early on in the process.

DELIVERABLE

At the end of Phase 2, MCRPC will deliver a Community Vision Plan document to the City. This document will, at a minimum, address the following:

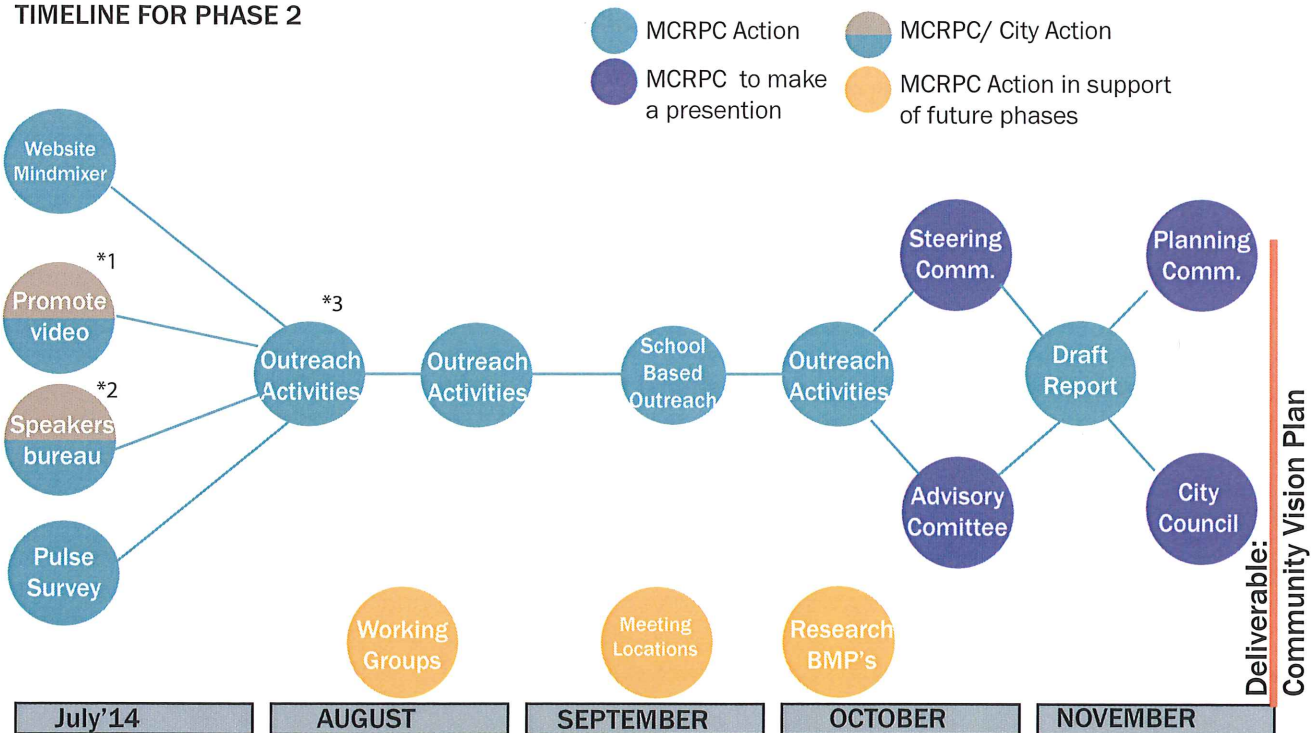
1. Number and type of the outreach activities
2. Number of stakeholders reached during the process
3. Number and types of topics discussed.
5. Issues and concerns expressed by the stakeholders
6. Synthesised list of community values
7. A Vision statement



NextDoor.com enables neighborhood level interactions through use of technology. It is a secure online social network for the neighbors. NextDoor sites create a virtual platform for neighborhood interactions with a goal of enhancing the traditional neighborhood interactions. These sites have more than one advantage.

1. For the neighbors: when neighbors interact, the neighborhoods become safer and stronger.
2. For the municipality: When a municipality rolls out the NextDoor sites for the entire community, the City will be able to post important information to one or all the neighborhoods at click of a button. This can be a powerful tool beyond the planning phase to engage the neighbors in City matters.

TIMELINE FOR PHASE 2



*1 City to promote the Video wherever appropriate

*2: City to assist in identifying speakers to champion the planning process

*3: Outreach activities will be conducted at all the avenues identified in this



Phase 3 .Strategic Planning

Historically comprehensive planning concentrated on landuse and transportation issues. In the 21st century, the definition of a comprehensive plan is rapidly evolving to address issues such as sustainability, climate change, healthy communities, smart growth and equity. The strategic planning is intended to convert our Vision to action. During this phase MCRPC will research the best planning practices used by communities across the nation while working closely with variety of stakeholders to help establish the goals and objectives to achieve the community Vision.

PEER REVIEW

Bloomington along with its twin city Normal are among the fastest growing metropolitan areas in the state of Illinois. The City is an envy of many communities with its high quality of life, higher per capita income, lower poverty and crime rates. However, rapid growth based primarily on one economic sector brings its own set of challenges such as sprawl, economic uncertainty. MCRPC identified communities that are similar in nature and size to Bloomington in 1990 or 2010. These communities will be studied closely to see how effectively they managed (or did not manage) growth or ignored the signs of economic shifts.



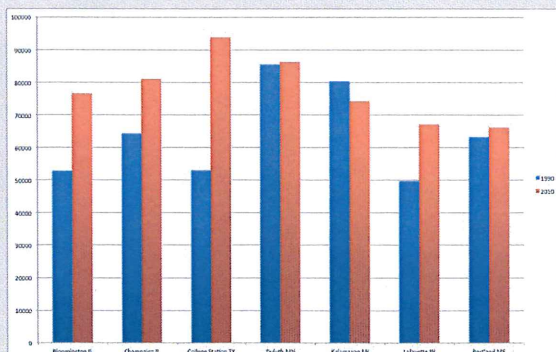
Pop Up Hood: A concept that originated in Michigan and transformed NewYork City streets

such as Housing, Education, Community Facilities, Natural Environment, Transportation, Economic Development, Parks and Recreation, Urban Gardening, Infrastructure, Arts and Culture. A mix of public, private and not for profit community players help make Bloomington a great place to live, work and conduct business. MCRPC proposes three different types of committees to help conduct the comprehensive planning process. We believe these committees, when involved from the beginning, will help advance the comprehensive plan to the implementation phase:

1) Advisory Committee

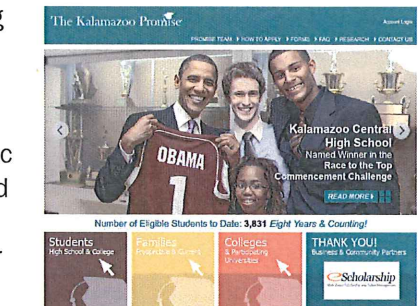
2) Steering Committee

3) Working Groups



Peer Review Communities selected based on the following:

- 1) City that is more populous of the twin cities
- 2) population similar to Bloomington either in 1990 or 2010
- 3) predominantly dependant on one sector of employment (mostly non manufacturing with one exception).



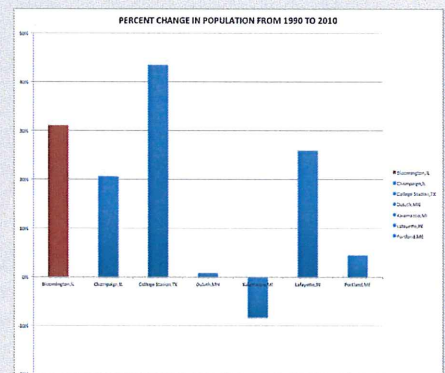
Kalamazoo Promise: A program that not only boosted test scores but transformed the area economy

BEST PRACTICES REVIEW

Communities across United States are using planning as a tool to combat a variety of issues in their communities. Examples include Accesory Dwelling Units to make housing more affordable, and Play streets to combat obesity. Every community is unique. What works in one community may not work in other. However, it is still very important to understand how communities are reacting to various situations and identify what applies to Bloomington and what does not.

COMMITTEES AND WORKING GROUPS

Comprehensive planning needs to address a variety of issues



Advisory Committee: This team should include members from the leadership teams of all the entities that influence the quality of place in Bloomington such as the City, Utilities, Airport Authority, Utilities, Bloomington Normal Water Authority, School Districts, StateFarm, IWU and OSF.

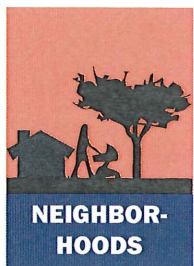
Steering Committee: This team should include the City's political leadership, advisory commissions and councils such as the planning commission, ZBA and historic preservation commission, and the City's upper management such as the City Manager and department heads.

Working groups: Majority of the strategic planning work will be conducted by these groups. MCRPC will recruit members from various walks of life such as interested citizens, interest groups, public agencies and major employers, to work on variety of planning aspects identified in the Action Areas below.

Sample Housing Working Group

Bloomington PACE Dept
Realtor
Apartments Association Rep
Builder (For/Not for profit)
Landlord
Architect
WBRP
Lender
School District Rep
MCCA - provides senior and mentally ill housing
LIFE CIL - handicap accesible

POTENTIAL ACTION AREAS

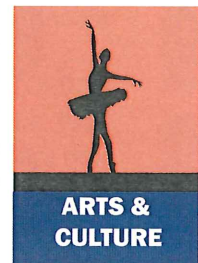


NEIGHBORHOODS

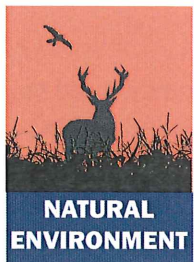
Design, Access to Government Services and Civic Engagement.

1. Neighborhoods are the building blocks of any community. This element would address issues that make Bloomington a family friendly city such as: Housing, Education, Neighborhood Character, Neighborhood Centers, Connections between homes, Amenities & Facilities, Urban

2. Public art and cultural events played an important role in shaping Bloomington into the city it is today. They will continue to bring people together and build a stronger community. The Arts & Culture section will address issues like Public Art, Arts & Cultural Venues, Economic Development through Art and Cultural Identity.



ARTS & CULTURE

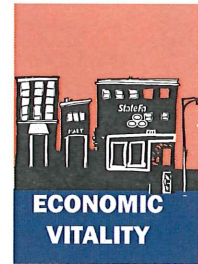


NATURAL ENVIRONMENT

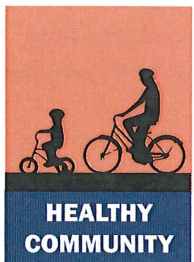
Farmland, Natural Prairie as well as address Flood Plain and Growth Management.

3. The future success of the city in 21st century will depend on its ability to adapt and meet the challenges of growth while continuing to be the steward for its natural environment. This section will address issues such as preservation of Open Space, Lakes and Streams,

4. The city provides a range of employment, retail, service & recreational opportunities, all of which contribute towards its economic vitality. This section address issues such as Business Districts & Commercial Landuses, Industrial Districts & Landuses, Network related Economic Development such as Transportation & Fiber Optic, Financing Options & Incentives, Economic Development based on Redevelopment, Education & Workforce training.



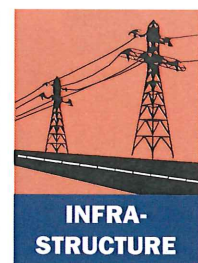
ECONOMIC VITALITY



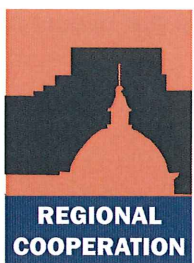
HEALTHY COMMUNITY

5. Our neighborhood and community should support life long active and healthy living. This element will address issues such as Parks and Recreation, Healthy Homes, Active Living & Transportation, Local Food, Urban Gardening, Brownfields, Public Safety, Emergency Preparedness, Social Health and Health Care.

6. The City's infrastructure shapes its growth and prosperity. This element would address transportation issues such as Complete Streets, Multimodal Transportation and Utility issues such as Water Distribution, Sewer, Sanitary, Storm Water, Solid Waste, Electric, Gas, Alternate Energy, Fiber Optic and Community Facilities.

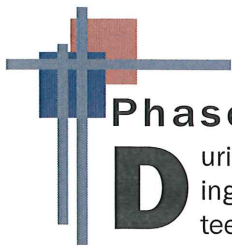


INFRA-STRUCTURE



REGIONAL COOPERATION

7. Goals that are too big for one community can be achieved by the region. This element addresses issues such as Inter-governmental cooperation, Public Libraries, Growth Management, Water Supply, Drought Preparedness, Farmland Preservation, Regional and Inter-regional Transportation, Regional Economic Development, Regional Energy Planning, Clean Air and Water and Climate change.



Phase 4: Plan Making and Adoption

During this phase, MCRPC will work closely with the working groups, steering committee and the advisory committee to draft the plan document.

PLAN ELEMENTS

1. EXISTING CONDITIONS ANALYSIS
2. VISION PLAN
3. LAND USE
4. COMMUNITY FACILITIES
5. NEIGHBORHOODS
6. ARTS AND CULTURE
7. NATURAL ENVIRONMENT
8. ECONOMIC VITALITY
9. HEALTHY COMMUNITY
10. INFRASTRUCTURE
11. REGIONAL COOPERATION
12. IMPLEMENTATION

Strategies will be formulated for individual Action Area. The framework for each area will contain the community Values, Goals, Objectives, Timelines, Metrics, Tools and Techniques. Drafts of the individual action areas will be presented to committees, Planning Commission and the City Council periodically. Figure C below depicts the presentation framework.

Each action area will at the minimum address topics listed under the Action Areas(in Phase 3). These topics could be revised or prioritized differently based on the input gathered during the Visioning phase.

MCRPC may propose adopting certain sections prior to the complete adoption of the plan. Example: The City's consolidated plan that dictates the City's CDBG grant funds for FY 2015-2020 is due by March of 2015. MCRPC will start working with the housing committee as early as July of 2014 to ensure meaningful feedback for the allocation of CDBG funds for the next five years.

DELIVERABLES

Draft reports of the individual Action Areas will be delivered to the City for review (An electronic copy and 20 hard copies).

A draft final report of the compiled plan with all the plan elements will be submitted to the City for review ((An electronic copy and 20 hard copies).

Once the draft copy is approved a final copy of the compiled plan with all the plan elements as listed above will be submitted. (an electronic copy and 20 final copies)

BUDGET

Under the terms of the annual intergovernmental agreement between MCRPC and the City, The City will not be charged any staff time by MCRPC for conducting the comprehensive planning process or creation of the plan document.

OVERALL TIMELINE

The total timeline for the project from the Existing conditions analysis to submitting the draft report for adoption is approximately 18 months. A detailed timeline for the Phase 3 and Phase 4 of this project is outlined on page 12.

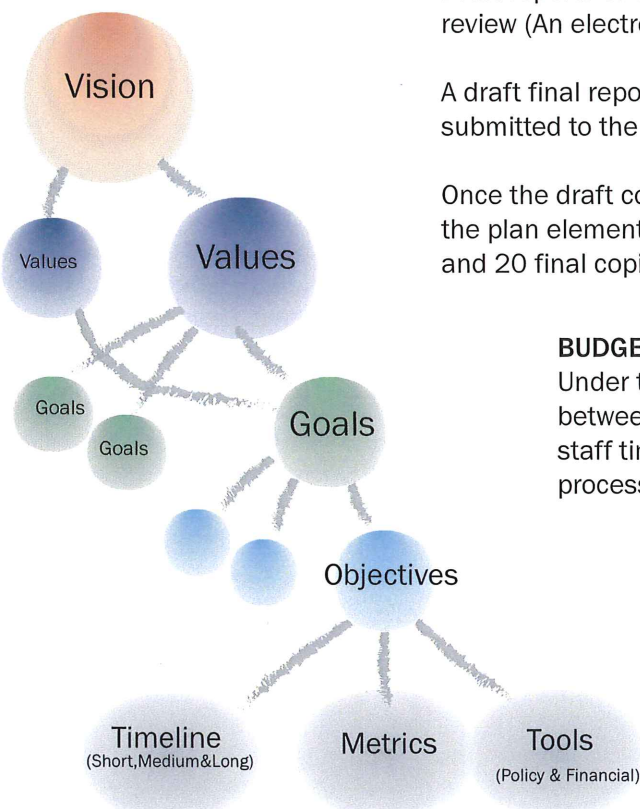
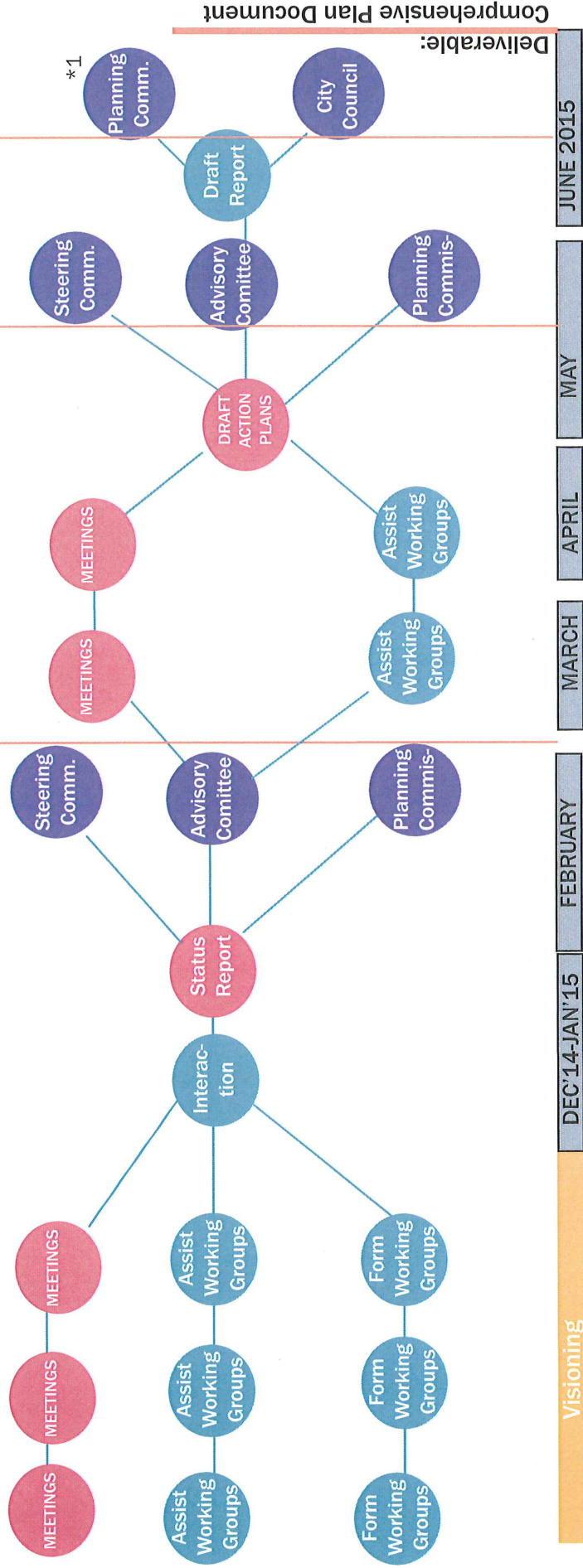


Figure C: from vision to action

TIMELINE FOR PHASES 3 AND 4

- MCRPC Action
- MCRPC to make a presentation
- Working Group Action
- Activities in conjunction with another phase



*1: Planning Commission to make a recommendation to City Council for adoption of the plan

Item 3C.

Term Limits for Elected Officials Discussion

(30 minutes)



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MEMORANDUM

To: David Hales, City Manager
City of Bloomington

From: Stewart H. Diamond
Matthew T. DiCianni

Subject: Imposing Term Limits on Elected Officials

Date: January 13, 2014

I. Introduction

You asked us to determine whether a municipality may impose term limits on its elected officials, and if so, whether this must be done by referendum. A municipality may indeed impose term limits on its elected officials, but may only do so through a referendum. Below, we discuss the legal authority permitting a municipality to impose term limits, the authority requiring term limits to be imposed by referendum, and the experiences of some municipalities that have imposed term limits.

II. Municipalities Almost Certainly Have the Legal Authority to Impose Term Limits on Their Elected Officials

Home rule municipalities almost certainly have the legal authority to impose term limits on their elected officials. Although there is no case, statute, or regulation that specifically authorizes a municipality to impose these term limits, the case law strongly supports the conclusion that home rule municipalities have this power. Article VII, Section 6(f) of the Illinois Constitution states that "a home rule municipality shall have the power to provide for its officers, their manner of selection and terms of office only as approved by referendum or as otherwise authorized by law." This provision gives home rule municipalities the authority to make broad changes to their system of governing. *See, e.g., Stryker v. Village of Oak Park*, 343 N.E.2d 919, 922 (Ill. 1976) (allowing a home rule unit to alter the operations of its police and fire board even though doing so directly conflicted with a state statute); *Mulligan v. Dunne*, 338 N.E.2d

MEMORANDUM (cont'd)

January 13, 2014

Page 2

6, 11 (Ill. 1975) (holding that statutes should be construed broadly to give power to home rule municipalities); *La Salle Nat. Trust, N.A. v. Vill. of Mettawa*, 616 N.E.2d 1297, 1315 (Ill. App. Ct. 1993) (in order to limit a municipality's home rule power, the statute must expressly state its intention to do so).

This authority allows municipalities to impose eligibility requirements on the officials who run for public office. See *Bocanegra v. City of Chicago Electoral Bd.*, 954 N.E.2d 859, 865 (Ill. App. Ct. 2011). In *Bocanegra*, the First District Appellate Court expressly authorized a municipality to make changes to the eligibility requirements of candidates running for municipal elections. See *id.* (“a municipality may amend the eligibility requirements for its elected officers”). The court explained that municipalities derived this power from Article VII, § 6(f) of the Illinois Constitution. *Id.* In reaching this conclusion, the court relied on two opinions of the Illinois Attorney General, which it felt carried “great weight.” *Id.* at 865-66. The first of these opinions, issued by the Attorney General in 2000, confirmed the authority of municipalities to modify the eligibility requirements of candidates running for public office. 2000 Ill. Att’y Gen. Op. No. 00-003, at 4-5. In that opinion, the Attorney General noted that “the statutory qualifications for office established by [the Illinois Municipal Code] may be altered by a referendum adopted in a home rule municipality pursuant to article VII, section 6 of the Constitution.” *Id.* The second Attorney General opinion the court relied upon was issued in 2005. See 2005 Ill. Att’y Gen. Op. No. 05-007. In that opinion, the Attorney General stated that “a home rule municipality is authorized, subject to referendum approval, to adopt procedures for selecting municipal officers that differ from those set forth in either the Election Code or the Municipal Code.” 2005 Ill. Att’y Gen. Op. No. 05-007, at 1. Other cases have upheld a home rule municipality’s ability to impose eligibility requirements on officials running for elected office. See, e.g., *Budka v. Bd. of Pub. Safety Comm’rs*, 458 N.E.2d 126, 129 (Ill. App. Ct. 1983) (requiring an individual running for an elected municipal position to be a resident of that municipality); *Delgado v. Bd. of Election Comm’rs of City of Chicago*, 865 N.E.2d 183, 188 (2007) (barring a convicted felon from running for alderman).

Based on the authority noted above, home rule municipalities have significant discretion to make changes to their system of government, changes that include imposing eligibility requirements on candidates. Given this broad discretion, it seems likely that a court would find a limit on the number of terms a candidate may serve to be a permissible eligibility requirement. *Sjordal v. Mun. Officers Electoral Bd. of City of Naperville*, 2013 IL App (2d) 130189-U provides some support for this conclusion. This opinion, which was released in an unpublished form and has only limited precedential value, describes the only legal challenge mounted against a referendum imposing term limits on municipal officials in Illinois. In that case, the plaintiff challenged a referendum passed by Naperville voters that imposed term limits on

MEMORANDUM (cont'd)

January 13, 2014

Page 3

Naperville City Council members and required the members to be chosen from districts. *Id.* at 1. The plaintiff only challenged the portion of the referendum requiring the council members to be chosen from districts. *Id.* at 2. The court denied this challenge and upheld the validity of the referendum. *Id.* at 8-10. In doing so, the court noted that home rule municipalities have broad power to choose their own form of government. *See id.* at 8.

Based on the broad discretion that municipalities have to change their form of government, and their ability to impose eligibility requirements on candidates running for elective office, it seems likely that term limits would be considered a valid eligibility requirement to be imposed on candidates running in municipal elections.

III. Municipalities May Only Impose Term Limits Through a Referendum

While a home rule municipality most likely may impose term limits on its municipal officials, it must do so through a referendum submitted to all of its voters. *But see Williamson v. Doyle*, 431 N.E.2d 1198, 1199 (Ill. App. Ct. 1981) (holding that non-home rule municipalities, pursuant to Article VII, § 7 of the Illinois Constitution, do not have the power to change their form of government through referendum). A home rule municipality may not impose term limits, or any other change in its form of government, through an ordinance. The Illinois Constitution explicitly requires a municipality to conduct a referendum if it seeks to change the structure of its government. *See Ill. Const. art. VII, § 6(f)* (“A home rule municipality shall have the power to provide for its officers, their manner of selection and terms of office only as approved by referendum or as otherwise authorized by law”). As there is no statute authorizing changes in municipal governments, modifications may only be made through referendum. *See Leck v. Michaelson*, 491 N.E.2d 414, 416 (Ill. 1986) (holding that changes to the structure of a municipal government “can be effected only by referendum unless otherwise authorized by legislative enactment.”); *Bocanegra*, 954 N.E.2d at 865 (“a municipality may amend the eligibility requirements for its elected officers only through passage of a municipal ordinance that has been approved via referendum in accordance with home rule power.”); 2005 Ill. Att’y Gen. Op. No. 05–007, at 3 (“Home rule municipalities may change their manner of selecting officers only: (1) as provided by statute; or (2) as approved by a referendum.”).

Courts have mandated referendums for even relatively minor changes in government structure. *See Dunne v. Cook Cnty.*, 462 N.E.2d 970, 976 (Ill. App. Ct. 1984) (invalidating an ordinance changing the number of voters required to override a veto from four-fifths to three-fifths, holding that this change could only be effectuated through a referendum). Courts have been adamant that changes to the structure of

MEMORANDUM (cont'd)

January 13, 2014

Page 4

government may not be accomplished through ordinance. *See, e.g., Clarke v. Vill. of Arlington Heights*, 309 N.E.2d 576, 577 (1974) (invalidating the municipality's ordinance increasing the number of trustees from six to eight and holding that this change could only be accomplished through a referendum); *Chicago Bar Ass'n v. Cook Cnty.*, 464 N.E.2d 728, 734 (invalidating an ordinance altering the board of appeals, holding that this was a change in the structure of government that could only be accomplished through a referendum).

Changes in the eligibility requirements of government officials are considered changes in the structure of government, which must be passed through referendum. *See Bocanegra*, 954 N.E.2d at 865. Term limits, by restricting the ability of a candidate to run for office based on past conduct, would most likely be considered an eligibility requirement. Therefore, in order to impose term limits, a municipality must do so through a referendum.

IV. Examples of Municipalities that Have Imposed Term Limits

In the past four years, the number of municipalities in Illinois imposing term limits on their elected officials has increased significantly. Before 2010, only a few municipalities imposed term limits on elected officials.¹ Since then, voters in Naperville, Downers Grove, Lombard, and Niles have approved referenda imposing term limits on their elected officials. Furthermore, term limits are being considered in Oak Lawn, Tinley Park, and Westmont. This section will provide a brief overview of the process by which some of these municipalities have imposed term limits.

In 2009, the Naperville City Council passed an ordinance placing a referendum that would impose term limits on the mayor and city council on the ballot in the 2010 election. This referendum proposed to limit the mayor and city council members to three consecutive four-year terms. The voters overwhelmingly supported the referendum, with 72% approving. Though originally scheduled to begin in 2011, the city asked for a court order delaying the commencement of these term limits to candidates elected in 2015.

In 2010, the Downers Grove City Council submitted an advisory question to voters to determine the level of support for term limits. The voters strongly supported the initiative, leading the city council to place a term limit referendum on the April 2011 ballot. This referendum proposed to limit the mayor to two terms and city council members to three terms. In April 2011, 79% of Downers Grove voters supported this referendum, and term limits were imposed on all officials elected in April 2011.

¹ These municipalities included Rolling Meadows, Des Plaines, Lake Forest, and Wilmette.

MEMORANDUM (cont'd)

January 13, 2014

Page 5

Lombard, influenced by neighboring Downers Grove, also decided to submit an advisory question to its voters to determine their level of support for term limits. The advisory question, put forth in April 2011, indicated strong support for term limits, leading the village board to approve an ordinance to put a term limit referendum on the ballot in November 2012. The referendum sought to limit the village president, trustees, and clerk to three four-year terms. 81% of voters approved the referendum, which took effect in 2013.

Finally, on a related issue about changes relating to elected officials, a municipality may remove an elected official through a recall election.² On November 2, 2010, Buffalo Grove did just that. In what is believed to be the first recall of a trustee in Illinois history,³ the voters of Buffalo Grove decided to remove trustee Lisa Stone from office. In order to hold this recall election, the village trustees first needed to pass a recall ordinance. The effort to do this started in September 2009, when the village board passed a recall ordinance requiring recall petitions to contain the signature of 25% of the voters of the previous election and be submitted to the board within 90 days of the filing of the notice of the intent to recall Trustee Stone. Stone's opponents claimed that they sought to recall her due to her rude and combative nature, as she refused to compromise with other board members and often dragged board meetings out until after midnight. Stone claimed that her interest in a landfill project and her insistence that the village do more to combat heroin abuse prompted the recall petition. Regardless of the reasons, 69% of Buffalo Grove voters chose to recall Trustee Stone. This result seems to be consistent with the constitutional provision because even though it was the corporate authorities which by ordinance put the recall process in play, it was a citizens' initiated petition for a referendum and the vote at the referendum which brought about the recall.

V. Conclusion

In conclusion, it seems almost certain that a home rule municipality has the authority to impose term limits on its elected officials. This authority arises from the broad discretion that home rule municipalities have to alter their form of government,

² A somewhat surprising appellate court decision in 1969, *In re Struck*, 244 N.E.2d 176 (Ill. 1969), held that the statutory provision allowing for a recall in the commission form of government, 65 ILCS 5/4-7-1, was invalid as unconstitutional special legislation.

³ There is no record of any other election to recall a trustee taking place in Illinois. However, since no organization keeps track of this information, it is unknown whether there has been another recall election. See "Buffalo Grove Recall Election to Make History," *The Daily Herald*, October 31, 2010, available at <http://www.dailyherald.com/article/20101027/news/710289979>.

ANCEL, GLINK, DIAMOND, BUSH, DiCIANNI & KRAFTHEFER, P.C.

MEMORANDUM (cont'd)

January 13, 2014

Page 6

including the ability to impose eligibility requirements on candidates running for public office. Term limits would seem to be a valid eligibility requirement that could be imposed on an elected official, although there is no authority directly stating this. If a home rule municipality were to impose term limits, it would be required to do so through a referendum submitted to all voters. An ordinance imposing term limits would be held unconstitutional. To further discuss the issues involved, we have attached the Report of the Tinley Park Term Limits Commission. A growing number of municipalities are imposing term limits on their elected officials, a trend that seems likely to continue throughout the next decade.

SHD:MTD:dar

Enclosure

4823-3683-2023, v. 1

Chapter 2.70 RECALL OF ELECTED OFFICIALS

Sections:

2.70.010 Purpose.

2.70.020 Short title.

2.70.030 Authority.

2.70.040 Definitions.

2.70.050 Recall of elected officials.

2.70.060 Recall procedures—Initiation—Limitations—Timing.

2.70.070 Notice of intention to recall—Form—Filing requirements.

2.70.080 Recall Petitions.

2.70.090 Review, certification and challenges to Recall Petitions.

2.70.100 Recall referenda.

2.70.110 Filling vacancies created by recall.

2.70.120 Defense of legal action related to recall.

2.70.010 Purpose.

This Chapter shall vest the power in the electorate to recall officials elected by them so that the officials may be directly responsible for their behavior in office to the electorate.

The electorate is entitled to expect elected officials to properly discharge their responsibilities. The power of the electorate to recall should serve as an impetus to elected officials to be faithful to the public trust. It also is intended to provide an expeditious and effective means for removing from office any Elected Official who has failed to sustain such trust.

While no specific charges are required to be lodged formally against an Elected Official to subject the official to Recall Referendum, the individual reasons of each Elector for signing a Recall Petition or voting accordingly shall be deemed sufficient cause for a Recall.

(Ord. No. 2010-19, § 2, 3-8-2010)

2.70.020 Short title.

This Chapter shall be known and may be cited as the "Village of Buffalo Grove Recall Ordinance."

(Ord. No. 2010-19, § 2, 3-8-2010)

2.70.030 Authority.

The ordinance codified in this Chapter is adopted by the Corporate Authorities of the Village of Buffalo Grove pursuant to the Home Rule authority granted by Article VII, Section 6 of the Illinois Constitution of 1970.

Title 2 - ADMINISTRATION AND PERSONNEL*

Chapter 2.70 RECALL OF ELECTED OFFICIALS

(Ord. No. 2010-19, § 2, 3-8-2010)

2.70.040 Definitions.

As used in this Chapter, the following terms have the meanings prescribed in this section:

- A. "Elected Official" means the Village President (Mayor), Village Trustees and the Village Clerk of the Village Board of the Village of Buffalo Grove, irrespective of whether the person holding any such office was elected, appointed to fill a vacancy, or succeeded by operation of law. However, in the event the Village of Buffalo Grove adopts another form of municipal government, "Elected Official" shall mean all officials holding offices regularly filled by election under such form of government.
- B. "Local Electoral Board" shall consist of the municipal officers designated as the municipal officers electoral board in the Illinois Election Code (10 ILCS 5/10-9(3)) relating to the election of municipal officers, namely the Village President, Village Clerk and Senior Trustee. However, whenever a Recall Petition comes before the Local Electoral Board in which a member of the Local Electoral Board is a subject of the Recall Petition, that member shall be disqualified to serve on the Local Electoral Board and be replaced in the manner provided in the Illinois Election Code (10 ILCS 5/10-9).
- C. "Senior Trustee," for the purpose of service on the Local Electoral Board under this Chapter, shall be the Village Trustee who has served the greatest number of years. However, if two or more Village Trustees are of the same seniority, then the Senior Trustee shall be determined by a drawing of blind lots by those Village Trustees, to be administered by the Village Manager and witnessed by the other members of the Local Electoral Board.
- D. "Elector" means any person registered to vote under the laws of the State of Illinois whose residence from which he or she is registered to vote lies within the corporate boundaries of the Village of Buffalo Grove.

(Ord. No. 2010-19, § 2, 3-8-2010)

2.70.050 Recall of elected officials.

- A. Elected Officials shall hold office subject to the right of recall vested by this Chapter in the Electors of the Village of Buffalo Grove. Any Elected Official may be recalled and removed from office by majority vote of the Electors at a Recall Referendum initiated as provided in this Chapter.
- B. The proposition for recall of an Elected Official shall be in the following form:

Shall (*name of Elected Official*) be recalled and removed from the office of (*Title of Office*) of the Village of Buffalo Grove? YES/NO
- C. The conduct of a Recall Referendum, Recall Petition and any challenge to a Recall Petition or the outcome of a Recall Referendum shall conform with the provisions of the Illinois Election Code relating to the election of municipal officers and the submission of public questions and as supplemented by this Chapter.
- D. If a majority of the Electors voting on the proposition for recall of an Elected Official vote in favor of such recall, the Elected Official shall be removed from office.
- E. The removal from office shall be effective immediately upon the official proclamation of such vote on the recall proposition, notwithstanding any contest of the results of such vote which may be brought in the Circuit Court.

Title 2 - ADMINISTRATION AND PERSONNEL*

Chapter 2.70 RECALL OF ELECTED OFFICIALS

- F. If the result of an affirmative vote on a recall proposition is reversed by final order of any court of competent jurisdiction, the recalled official shall thereupon be restored to office, and all rights appurtenant thereto shall be restored and shall relate back to the date of removal as if such official had not been removed upon such final order. Any interim appointment to fill the vacancy created by the recall shall thereupon be terminated. However, any official actions taken by the Village with or by such interim appointee and all official actions done by such interim appointee shall be valid and binding.
- G. If the result of a negative vote finding the official should not be recalled on a recall proposition is reversed by a final order of any court of competent jurisdiction, the official shall be removed from office as of the date of such final order.

(Ord. No. 2010-19, § 2, 3-8-2010)

2.70.060 Recall procedures—Initiation—Limitations—Timing.

- A. A Recall Referendum shall be initiated by the filing of a Notice of Intention to Recall and subsequent Recall Petition in the office of the Village Clerk, with the date and time of filing to be indicated on the Notice of Intention to Recall and the Recall Petition by the Village Clerk upon receipt.
- B. A Notice of Intention to Recall which names an Elected Official must be filed by an Elector, in accordance with the requirements of Section 2.70.070 of this Chapter, prior to any circulation of any Recall Petition against such Elected Official. A Notice of Intention to Recall shall be filed in the office of the Village Clerk not more than two hundred nor less than one hundred ninety calendar days prior to the day of election. No Recall Petition may be circulated more than ninety calendar days preceding the last day provided for the filing of such Recall Petition with the office of the Village Clerk. The last day for filing a Recall Petition with the office of the Village Clerk shall be not less than one hundred calendar days prior to the date of election. The ninety-day period for circulating the Recall Petition may not be extended by the filing of subsequent Notice(s) of Intention to Recall.
- C. A Notice of Intention to Recall may name only one Elected Official. A Recall Petition may name only one Elected Official. However, more than one Elected Official may be subject to recall at any election.
- D. A Recall Petition must be signed by Electors numbering not less than thirty-three percent of the average of the ballots cast in the last two preceding Municipal elections at which a Village Trustee was elected by the voters of the Village of Buffalo Grove, but not less than one thousand. However, if a Recall Referendum has been conducted against an Elected Official, any subsequent Recall Petitions against the same Elected Official during the same term of office must be signed by Electors numbering not less than fifty percent of the average of the ballots cast at the last two preceding Municipal elections at which a Village Trustee was elected by the voters of the Village of Buffalo Grove, but not less than one thousand five hundred.
- E. An identical, short and concise statement of reason(s) for recall shall be included on the Notice of Intention to Recall and the Recall Petition.
- F. An Elected Official may not be recalled during the last six months of the term of office of such Elected Official. No Notice of Intention to Recall may be filed against any Elected Official if, at the time permitted for the filing of said Notice, the date of the next earliest Regular election permitted by law at which a Recall Referendum could occur is less than six months from the end of the term of office of such Elected Official. For purposes of computing the last six months of the term of office of such Elected Official, the date on which the term of office ends shall be deemed to be the date of the next Municipal election.

(Ord. No. 2010-19, § 2, 3-8-2010)

Title 2 - ADMINISTRATION AND PERSONNEL*

Chapter 2.70 RECALL OF ELECTED OFFICIALS

2.70.070 Notice of intention to recall—Form—Filing requirements.

A. The form of Notice of Intention to Recall shall be substantially as follows:

VILLAGE OF BUFFALO GROVE, ILLINOIS
NOTICE OF INTENTION TO RECALL

Notice is hereby given to the citizens of the Village of Buffalo Grove, Illinois, that Recall Petitions will be circulated requesting that a Recall Referendum be held to remove the following official of the Village of Buffalo Grove from their term of office for the following reason(s):

Name of Elected Official	Title of Office

Circulation period ends ;date rule;, _____

Filed By:	(Name of Elector)
	(Address)

B. A Notice of Intention to Recall must be filed together with a proof of service attached to a copy thereof in substantially the following form:

PROOF OF SERVICE OF NOTICE OF INTENTION TO RECALL

I, _____, an Elector of the Village of Buffalo Grove, did this day (or within two (2) days prior to filing of said Notice) mail a true copy of the attached Notice of Intention to Recall to the Elected Official named below at their residence, by registered or certified mail, return receipt requested, with all postage and fees properly paid and affixed, as follows:

Name of Elected Official	Address

SWORN UNDER PENALTY OF LAW:

(Signature of Elector)

Title 2 - ADMINISTRATION AND PERSONNEL*

Chapter 2.70 RECALL OF ELECTED OFFICIALS

(Address)

SUBSCRIBED and SWORN to (or affirmed) before me this ;date;rule; day of ;date;rule;; _____

Notary
(Seal)

Public's

Signature

- C. For illustration purposes, a sample form Notice of Intention to Recall is appended as Exhibit A hereto.
- D. No Notice of Intention to Recall shall be valid or shall be accepted for filing by the Village Clerk unless filed with the proof of service required in subsection B of this Section.
- E. Upon the filing of a Notice of Intention to Recall, the Village Clerk shall, as soon as possible, but no later than ten calendar days after such filing, cause such Notice of Intention to Recall to be printed in a newspaper of general circulation in the Village of Buffalo Grove. A defect in such publication or a failure to publish shall be nonfeasance of office as to the Village Clerk, but shall not be grounds for challenging any Recall Petition or Recall Referendum pursuant to the notice.

(Ord. No. 2010-19, § 2, 3-8-2010)

2.70.080 Recall Petitions.

- A. Recall Petitions may be signed only by Electors and in their own hand. Each Elector signing a Recall Petition must write his or her residence address. An Elector may sign a Recall Petition only once.
- B. Recall Petitions shall be in substantially the following form:

VILLAGE OF BUFFALO GROVE, ILLINOIS
RECALL PETITION

We, the undersigned qualified voters of the Village of Buffalo Grove hereby petition for a Recall Referendum for the recall and removal of *(name of Elected Official)* from the office of *(Title of Office)* of the Village of Buffalo Grove, and that the recall proposition, stated below, be submitted to the Electors of the Village of Buffalo Grove in the manner required by the Village of Buffalo Grove Recall Ordinance.

The Elector initiating this Petition cites the following reason(s) for the proposed recall of the Elected Official named above:

Shall *(name of Elected Official)* be recalled and removed from the office of *(Title of Office)* of the Village of Buffalo Grove? YES/NO

	Name (Voter's Signature)	Street Address	Village	County
<u>1</u>				
<u>2</u>				

Title 2 - ADMINISTRATION AND PERSONNEL*

Chapter 2.70 RECALL OF ELECTED OFFICIALS

- C. Each sheet of the Recall Petition shall have the following statement appended to it by the circulator of the Recall Petition, who shall be an Elector in the Village of Buffalo Grove:

I (Circulator's Name), a registered voter of the Village of Buffalo Grove, hereby certify that I reside at (street address) in the Village of Buffalo Grove, Illinois 60089, County of ;date;rule;, that I am 18 years of age or older, that I am a citizen of the United States, and that each of the signatures on this sheet were signed in my presence, are genuine and that to the best of my knowledge and belief the persons so signing were at the time of signing registered voters of the Village of Buffalo Grove, that the respective residences are correctly stated and that none were placed on said Recall Petition prior to the date set forth in the Village of Buffalo Grove Recall Ordinance.

(Circulator's Signature)

SUBSCRIBED and SWORN to (or affirmed) by (Name of Circulator) before me this ;date;rule; day of ;date;rule;; _____

Notary Public's Signature (Seal)

- D. For illustration purposes, a sample form Recall Petition is appended as Exhibit B hereto.
- E. A Recall Petition shall consist of printed or typewritten sheets reproduced to be the same size and shall contain the same heading. A Recall Petition may be circulated in separate parts, but the separate parts shall be bound together and filed as one instrument. The several pages of a Recall Petition shall be consecutively numbered and securely bound together at the top or on one side, and each page shall contain the affidavit of the circulator as provided in subsection C of this Section.

(Ord. No. 2010-19, § 2, 3-8-2010)

2.70.090 Review, certification and challenges to Recall Petitions.

- A. By noon on the second business day following filing of a Recall Petition, the Village Clerk shall cause a copy of the Recall Petition to be delivered to the Elected Official who is the subject of the Recall Petition.
- B. In accordance with the State Election Code (10 ILCS 5/10-8), a Recall Petition shall be deemed valid unless objection thereto is made in writing within five business days after the last day for filing the Recall Petition.
- C. Upon expiration of the period for filing objections, if no timely objection is filed with regard to a Recall Petition, and not later than three business days thereafter, the Village Clerk shall request that the agenda for the next Village Board meeting include adoption of an ordinance authorizing that a Recall Referendum question be placed on the ballot for the next earliest Regular election (including a general election, general primary election, consolidated election and consolidated primary election regularly scheduled pursuant to Article 2A of the State Election Code (10 ILCS 5/1-3, 10 ILCS 5/2A-1 et seq.)) permitted by law which is not less than sixty-five calendar days from the date of the ordinance.
- D. If one or more timely objections are filed with regard to a Recall Petition, the Village Clerk shall by noon on the second business day following the expiration of the filing period: (a) cause copies of the Recall Petition and objector's petition to be delivered to the chairman of the Local Elected Board; and (b) cause a copy of the objector's petition to be delivered to the Elector who filed the Notice of Intention to Recall.

Title 2 - ADMINISTRATION AND PERSONNEL*

Chapter 2.70 RECALL OF ELECTED OFFICIALS

- E. The Local Elected Board shall conduct a hearing and render a decision with regard to each filed objection to a Recall Petition, in accordance with the State Election Code (10 ILCS 5/10-10). The hearing shall be held no sooner than three nor later than five calendar days after receipt of the Recall Petition and objector's petition by the chairman of the Local Elected Board.
- F. The Local Elected Board shall render a decision on each filed objection to a Recall Petition within seven calendar days after closing its initial hearing. If more than one separate Recall Petition is directed at the same Elected Official, each such Recall Petition shall be treated separately and independently. An Elector's signature appearing on more than one Recall Petition shall be valid as to each such separate Recall Petition. An Elector, however, may be counted only once as to any single Recall Petition.
- G. If the Local Elected Board determines that a Recall Petition is invalid or insufficient, it shall so certify. Such certification shall be a final order and shall be entered upon the records of the Village and no Recall Referendum shall be held, unless such determination is reversed by a final order of a Court of competent jurisdiction.
- H. If the Local Elected Board determines that a Recall Petition is valid and sufficient, it shall so certify. A Recall Petition that is determined to be valid and sufficient shall be certified by the Local Elected Board to the Village Clerk. Such certification shall be a final order and shall be entered on the records of the Village.
- I. If the Local Electoral Board determines that a Recall Petition is valid and sufficient, and not later than three calendar days thereafter, the chairman of the Local Electoral Board shall request that the agenda for the next Village Board meeting include adoption of an ordinance authorizing that a binding Recall Referendum question be placed on the ballot for the next earliest Regular election (including a general election, general primary election, consolidated election and consolidated primary election regularly scheduled pursuant to Article 2A of the State Election Code (10 ILCS 5/1-3, 10 ILCS 5/2A-1 et seq.)) permitted by law which is not less than sixty-five calendar days from the date of the ordinance.

(Ord. No. 2010-19, § 2, 3-8-2010)

2.70.100 Recall referenda.

- A. If a Recall Petition is filed, which is not deemed invalid by the Local Election Board, the Village Board shall adopt an ordinance authorizing that a binding Recall Referendum question be placed on the ballot for the next earliest Regular election (including a general election, general primary election, consolidated election and consolidated primary election regularly scheduled pursuant to Article 2A of the State Election Code (10 ILCS 5/1-3, 10 ILCS 5/2A-1 et seq.)) permitted by law which is not less than sixty-five calendar days from the date of the ordinance.
- B. Upon passage of the appropriate ordinance authorizing a binding Recall Referendum question to be placed on the ballot, and not later than three calendar days thereafter, the Village Clerk shall certify the referendum question to the County Clerk.
- C. A party aggrieved of the decision of the Local Electoral Board may seek judicial review in accordance with the State Election Code (10 ILCS 5/10-10.1). The pendency of a request for judicial review, however, shall not preclude or prevent compliance with subsections A and B of this Section.
- D. Notwithstanding the foregoing provisions of this Chapter, a Recall Referendum shall not be held if the Elected Official who is the subject of a Recall Petition resigns from office prior to the scheduled date of the Recall Referendum.

(Ord. No. 2010-19, § 2, 3-8-2010)

Title 2 - ADMINISTRATION AND PERSONNEL*

Chapter 2.70 RECALL OF ELECTED OFFICIALS

2.70.110 Filling vacancies created by recall.

If a majority of votes cast shall be in favor of the recall of the named Elected Official, the office shall be declared vacant and the office shall then be filled in the manner provided by law for the filling of a vacancy. The Village Clerk shall certify the Recall Referendum proposition to the proper election officials as may be required by the election laws of the State of Illinois.

(Ord. No. 2010-19, § 2, 3-8-2010)

2.70.120 Defense of legal action related to recall.

In the event an Elected Official being the subject of the recall takes legal action against the Village and/or its elected or appointed officials as a result of the recall, no Municipal funds shall be expended on behalf of the Elected Official who is the subject of the recall in prosecuting such legal action.

(Ord. No. 2010-19, § 2, 3-8-2010)

TINLEY PARK TERM LIMITS COMMISSION:

FINAL REPORT

VILLAGE OF TINLEY PARK



Edward J. Zabrocki.....*Mayor*

Patrick E. Rea.....*Village Clerk*

TRUSTEES

David Seaman

Gregory Hannon

Brian Maher

Thomas Staunton Jr.

Patricia Leoni

T.J. Grady

The Tinley Park Term Limit Commission was created by the Village Board of Tinley Park on February 5, 2013, with the adoption of Resolution 2013-R-005 (Appendix A), a “Resolution Creating and Authorizing a Special Commission to Study and Provide a Written Recommendation to the Corporate Authorities on the Question of Term Limits for Elected Officials.”

Tinley Park Term Limit Commission

Chairman and Commissioner

Judge Kent Slater

Commissioners

Neil J. Finerty

Dr. Vita Meyer

The Honorable Donald Peloquin

John Perry

David Ribbens

Pastor Mark Timmer

The Village Commission on Mandatory Term Limits consists of seven members appointed by Tinley Park Mayor Edward Zabrocki, with the advice and consent of the Village Board. (Commissioners Bios Appendix B)

Written By: Douglas Cantor, PhD student

University of Illinois at Chicago

Research Director: Tinley Park Term Limits Commission

With Ashley Sarver, Research Associate

Village of Tinley Park

Final Report Submitted September 18, 2013

SUMMARY

In November of 2012, residents of Tinley Park voted for an advisory referendum supporting term limits for locally elected officials by a 71.62% to 28.36% margin. Legally, this referendum was not binding. The Village Board, however, took the will of the voters seriously, and appointed an independent commission to discuss and research the issue of term limits. This report represents a culmination of the work of the research team, the meetings held, and the commission opinion. The objective of the commission was to provide unbiased conclusions and observations on the practical effects of term limits in local government.

Arguments for term limits state that they serve to increase competitiveness in elections, more minorities and women can be elected, and more ordinary people will be in office rather than professional politicians. Term limits promote fresh ideas, and officials are elected on merit and not seniority.

Arguments against term limits state that they promote the loss of experience and institutional knowledge. Term limits promote inexperienced leaders to become prey to special interest groups. Further, that term limits are undemocratic and conflict with the will of voters. Opponents also argue that term limits can negatively affect the types of projects that elected leaders implement, serving as a detriment to continuity, which is needed for long-term projects. Term limits also terminate regardless of performance, and increase the power of staff and lobbyists.

The effects of term limits on different levels of government have been the subject of a wealth of studies since the 1990s. Most of these studies have focused on legislative and gubernatorial term limits at the state-level. Studies that focus on term limits at the local level, however, are few in number, and tend to focus on the effects of term limits in large-scale, municipal governments. We examined the effects of term limits in smaller-scale local governments, focusing almost exclusively on those with council-manager forms of government. Using elite interviewing and qualitative inferences,

we find that a small sample of council-manager governments noted a positive experience with term limits, arguing that the city manager and administrative staff are strong enough to outweigh possible detriments to the community that may come with the loss of institutional knowledge as a result of term limits. However, we also find that there is a new degree of empowerment and autonomy given to unelected officials, notably the city manager.

Based on dialogue, monthly meetings, and the work of the research team, the majority consensus of the commission is that it cannot issue a full recommendation for the village of Tinley Park to institute term limits for its elected officials. However, if the village board does choose to enact term limits, the commission finds that the information collected by the commission staff provides good guidance on how to construct mandatory term limits. If the city council does decide to enact term limits, the commission recommends that they be implemented for three terms of four years, in a consecutive format as defined by this report, without retroactivity for any sitting elected officials. The commission also recommends that should the city council enact term limits, they should provide flexibility for future administrations to amend the structures of the limits if it is clear that the format is not serving the village to the best of its abilities.

ACKNOWLEDGEMENTS

As evident by the sheer length of this report, this project was done collaboratively with the help of many contributors, all who worked with a clear goal of objectively observing best practices in local-level government.

First and foremost, I would like to extend a warm thank you to several staff members of the village. Much of our work would not have been possible without the help of Village Manager Scott Niehaus. He was one of our biggest supporters in helping us communicate with other governments and getting us information about Tinley Park. Ashley Sarver, our research intern, worked relentlessly in chasing down facts and figures to back up much of our qualitative work. Also, without her help in summing up our speakers and meetings, this final report would not be nearly as complete. Lisa Valley, our commission secretary, could not have been more helpful in scheduling and organizing everything for not only myself, but also the entire commission. Laura Godette was a huge help to the research staff as well. Saying that the village is lucky to have all of them would be an understatement.

Tinley Park, as well as myself, would also like to thank the governments of Lombard, Naperville, Des Plaines, Rolling Meadows, and Downers Grove, all in Illinois. In California, we would like to thank the governments Seal Beach, Irvine, La Palma, Cypress, Newport Beach, and Villa Park. In Michigan, we would like to thank the governments of Livonia, Plymouth, Farmington Hills, and Troy. Without all of your cooperation and insight, we would not have been able to gain the knowledge needed for this project. I also would like to note that the Village of Tinley Park, from an academic standpoint, deserves a thank you. This project, commissioned by the village itself, is not a common thing for governments to do. Mayor Ed Zabrocki and Clerk Patrick Rea deserve recognition for the appointment of what was a completely independent commission formed for nothing more than the interest of determining how to best govern their community and also the pursuit of knowledge.

This report would also not be as organized and well written without our readers and editors. Commissioner Mark Timmer, Commissioner John Perry, and Dr. Jim Nowlan proved to be invaluable in this regard. I would also like to thank Dr. Dennis Judd and Dr. Sultan Tepe of the University of Illinois at Chicago for letting me incorporate this project into my normal day-to-day work, and also providing their own assessments along the way. Several colleagues of mine, including Leslie Price and Dianne Seldon, also contributed to early stages of the critiquing process.

All of our speakers deserve our gratitude. Though some have already been mentioned, Mayor Tom Rooney and Dr. Chris Mooney gave us a notable amount of their personal time in helping us and also coming to speak with the commission.

Lastly, I would like to extend a warm, personal thank you to all of the commissioners for your support in what was a difficult but extremely fulfilling project. In particular, our Chairman, Judge Kent Slater, was nothing short of a pleasure to work with. For an aspiring PhD student who was juggling a tremendous amount of work and opinions throughout the tenure of this project, Judge Slater was as supportive as humanly possible, and the quality of this report would not be nearly as high had it not been for his guidance every step of the way.

Sincerely,

Douglas Cantor – Research Director: Tinley Park Term Limits Commission

INTRODUCTION

In November of 2012, residents of Tinley Park voted for an advisory referendum supporting term limits for locally elected officials with a 71.62% to 28.36% margin (16,126 to 6,386 votes). The question on the referendum stated:

"Shall the Village Board of the village of Tinley Park pass an ordinance imposing term limits on all elected officials?"

Legally, this referendum was not binding. The Village Board, however, took the will of the voters seriously, and appointed an independent commission to discuss and research the issue of term limits. The commission is composed of:

**Chairman Kent Slater, Macomb, IL, retired Justice of the Illinois Appellate Court, Third
Judicial District**

**Commissioner Neil Finnerty, Tinley Park, IL, management labor negotiator, former corporate
vice president of labor relations for Dean Foods**

**Commissioner Dr. Vita Meyer, Tinley Park, IL, retired principal/teacher at Bremen High
School, past board member of School District #228**

**Commissioner Donald Peloquin, Blue Island, IL, funeral director, immediate past mayor of Blue
Island, IL**

Commissioner John Perry, Woodridge, IL, former village manager/administrator of Woodridge

**Commissioner David Ribbens, Tinley Park, IL, director of athletics at University of Chicago
Laboratory Schools**

**Commissioner Mark Timmer, Tinley Park, IL, Pastor of Faith Christian Reformed Church,
Chairman of Tinley Park Ministerial Association**

At its initial meeting, the commission adopted a mission statement:

“To determine the benefits or detriments of mandatory term limits upon the governance of Tinley Park and its quality of life.”

Over the course of several months, the commission hosted a series of monthly public meetings, all of which were held in the village hall. These meetings were held on March 27, April 24, May 15, June 15, July 10, August 14, and September 18 of 2013. At the meetings, discussions were conducted on the history and effects of term limits on local government, guest speakers knowledgeable on the topic were invited to speak, and comments were received from the public. The commission also charged a research team to investigate the effects of term limits on local government.

This report represents a culmination of the work of the research team, the meetings held, and the observations of several commissioners. The objective of the commission was to provide unbiased conclusions and observations on the practical effects of term limits in local government. Arguments both for and against term limits are plentiful, but the goal of the commission was to cut through those narratives to determine what the actual effects were in everyday aspects of local governance.

STRUCTURE OF THIS REPORT

The report is organized as follows: Sections I and II provide a history of term limits at the federal and state levels, the current state of local initiatives, and a summary of recent initiatives in the Chicago suburbs. Included is a literature review, analyzing several studies done at the state, federal, and local levels. These studies show a glaring absence of research done on smaller suburban governments.

Section III details the methodology employed by the research staff, which consisted of mainly qualitative methods due to the absence of quantitative data on the topic. Relying heavily on elite interviewing techniques, the staff studied cases in several stages of implementing term limits, ranging

from municipalities currently implementing term limits to municipalities who had them for upwards of half a century. Section IV presents a summary of findings, detailing the structures of term limits in each case and their observed effects from both elected officials and staff members. Section V discusses these findings, analyzing the several consistencies found in answers from across broad ranges of locations and populations.

Section VI is a minority report, arguing the foils to our conclusions, shortcomings of this study, and where future studies could focus.

Section VII summarizes the meetings of the Tinley Park Term Limits Commission, providing summaries of each guest speaker and a summary of comments from members of the public. Lastly, Section VIII provides an opportunity for our commission members to issue personal observations on term limits for the Village of Tinley Park.

I. History

Americans appear to favor term limits for elected officials. A 2013 Gallup survey found that three-fourths of Americans would vote for term limits for the U.S. House and U.S. Senate if they could, compared with 21% who were opposed (Camia 2013). In American politics, the concept of term limits took center stage in the 1990s, when initiatives from the U.S. House brought them to the forefront of national news. Efforts to implement them at the federal level fell short, but initiatives for implementing term limits at the state level soon followed and often succeeded.

The spread of state-level implementation of term limits benefitted scholars in several aspects, allowing empirical observations to be made based on a growing wealth of literature. This literature shows a considerable geographic range across states and levels of governance. Despite this range and growth in the literature, a considerable lack of attention has been paid towards the term limits debate at the local level of American governance.

In order to provide a starting point for researching term limits in small-scale local governance, it must first be understood how the concept came to prominence and why further research on term limits in local governance is necessary. This section does both, analyzing the concept of term limits and its rise to popularity in the United States, followed by a review of the existing academic literature on term limits at federal, state, and local levels of American governance.

Term limits are defined as legal restrictions that limit the number of terms that an elected official can hold a specific office. Legality is crucial when it comes to our exploration of term limits, since informal arrangements where policymakers may agree to limit themselves will not be examined under this study.¹ Conceptually, the premise of term limits is that the institutional rules of unlimited opportunity for reelection create governmental outcomes that are inferior to an alternative institutional structure where the number of terms elected officials can serve is limited (McGlynn et al 2010).

Incumbency advantage is defined as an *a priori* hypothesis that concerns the relationship between a policymaker's time served in office and the likelihood that he or she will be reelected. The hypothesis states that the longer a policymaker remains in office, the greater the likelihood will be of reelection, regardless of how well the elected policymaker has performed.

CONCEPTUAL FOUNDATIONS

Classical Notions

The idea of term limits reaches back far beyond the creation of the United States. In ancient Greece, Aristotle wrote that those “who hold office with a short tenure can hardly do much harm as those who have long tenure; and it is long possession of office which leads to the rise of tyrannies in oligarchies and democracies, (Politics, 201). The argument for the perpetual limitation of terms emerged in ancient both Rome and medieval Venice, and took on different forms during the

¹ In our experiences with local policymakers, mayors and council members may, depending on the locality, have informal traditions where someone steps down from office after a certain period of time. To our knowledge, there is no existing research or studies on this topic, and thus we are forced to omit it from this study due to time and resources. However, this would make for an interesting study in the future.

Renaissance, making its way into early modern England (Chen and Niou 2005). John Locke, for instance, argued that legislative power:

“...may be too great a temptation to human frailty...whereby they exempt themselves from obedience to the laws they make, and suit the law, both in its making and execution to their own private advantage, and thereby come to have a distinct interest from the rest of the community, contrary to the end of society and government.” (Locke 89)

Locke’s argument resurfaced during the early days of the United States. During the Constitutional Convention of 1787, the Founding Fathers discussed term limits, but “believed that tripartite government and regular elections were adequate safeguards against forms of governmental tyranny, including any overstepping by the legislative branch” (Moen et al 2004). Thus, the debate over term limits between Federalists and Anti-Federalists (Hamilton especially) during ratification of the Constitution was secondary to the broader issues of federal versus state authority, and most of the term limits debates occurred at particular state conventions held to ratify the Constitution. Anti-Federalists were the driving force behind them, arguing that term limits “enhanced both participation and representation by keeping the ideological and personal distance between legislators and constituents at an optimal low and by putting constraints on the inherent thirst for power” (Chen 2005). Federalists, however, took their cues from thinkers like David Hume, who argued that the idea of removing office holders regardless of their performance and forcing a new set of lawmakers to learn political and legislative processes without the benefit of the experienced and knowledgeable lawmakers should be rejected. Political instability would all but be guaranteed at the hands of the inexperienced legislators, (Doron & Harris, 2001).

Arguments for Term Limits in Modern America

In its current form in the United States, the term limit debate began to take its shape in the late 1980s:

“...in the distinctive environment of public dissatisfaction with high reelection rates for members of Congress, unease with a few long-serving state legislative leaders, a couple of well-heeled policy entrepreneurs looking for a cause, the renewed popularity of the direct initiative, old-fashioned Jeffersonian distrust of politicians, and the good timing of (several Libertarian advocates).” (Mooney, 2009)

Proponents argued that they would purge state legislatures of career politicians, providing more opportunity for average citizens to serve, who could then vote based on their own consciences and thus avoid special interest influence. Detractors argued that term limits would strip legislatures of their legislative knowledge and that reelection motives encourage legislators to represent their constituents well, (Donovan Smith & Mooney, 2009).

Kurfist (1995) argues that the assertions of term limits proponents in the 1990s were based in four separate, sometimes overlapping paradigms: (1) Term limit progressivism, which argues that term limits professionalize governments by helping diminish corruption while enhancing representation. (2) Term limit populism, which argues that term limits combat careerism in politics, opening up electoral opportunities for women, minorities, and ordinary citizens. (3) Term limit republicanism, which argues that term limits focus governmental attention on important issues and allow representatives to act as “statesmen,” and (4) Term limit libertarianism, which argues that term limits reduce the scale of government activism (i.e. “tax and spend”) and permit direct representation of the business community. Kurfist’s paradigms are also presented in summary in Table 1.

Table 1

TERM LIMIT PHILOSOPHY	POLITICAL IDEAL	LEGISLATIVE PHILOSOPHY	LEGISLATIVE DYSFUNCTIONS IDENTIFIED	CENTRAL PREMISE
1. Term-Limit Progressivism	representative government	legislative professionalism	(a) corruption (b) overrepresentation of “special interests”	Term Limits will professionalize legislatures and enhance representation
2. Term-Limit Populism	participatory government	legislative amateurism	(a) elitism (b) careerism	Term Limits will create “citizen legislatures” and open up electoral opportunities for women, minorities, and ordinary citizens
3. Term-Limit Republicanism	deliberative government	legislative deliberation on national issues	(a) parochialism (b) careerism (c) overrepresentation of “special interests”	Term Limits will focus congressional attention on important national issues and allow representatives to act as “statesmen”
4. Term-Limit Libertarianism	minimalist government	legislative minimalism	(a) anti-business attitude (b) elitism (c) careerism (d) “tax and spend” liberalism	Term Limits will reduce the scale of government activism and permit direct representation of the business community

All of the above arguments took on some form in the state level debates of the 1990s. In 1990, referendums passed in Colorado, California, and Oklahoma, limiting the terms of state legislators, which triggered a buildup in state-level support for term limits that soon made its way onto the national stage.

Between 1994 and 1996, three specific events settled the issue at the federal level. First, the U.S. House, led by Newt Gingrich and a Republican majority, pushed hard for term limits as part of its “Contract with America” legislative agenda for the 1994 elections. The House passed a Constitutional Amendment on to the Senate in 1995 which would have limited terms of senators to two six-year terms and House members to six two-year terms. Second, during this in-between period, when the amendment was passed from the House to the Senate, the United States Supreme Court ruled in 1995 in *US Term Limits, Inc v Thornton* (514 US 779) that states could not impose qualifications for prospective members of the U.S. Congress stricter than those specified in the Constitution. The concern in this case was that the State of Arkansas had passed an amendment to its state constitution term-limiting U.S. House and Senate representatives. In the majority opinion, Justice John Stevens wrote: “If the qualifications set forth in the text of the Constitution are to be changed, that text must be amended.” Then, lastly, in 1996, the House pushes for the constitutional amendment on term limits died in the Senate, and the issue in Congress was thus settled. The Court ruled that states were powerless to limit the terms of their Federal representatives, and Congress retained full autonomy over such an issue that it could not pass. If term limits were going to make their way into the U.S. Congress, Congress itself had to place them there. The issue has not been raised since at the federal level.

After the Supreme Court’s ruling and the failure of the constitutional amendment, term limits found great support in state level governance. The tempo increased dramatically in the push for their implementation nationwide. Between 1990 and 1998, twenty of twenty-two states implemented term

limits by direct initiative or state constitutional amendments. State supreme courts pushed back between 1997 and 2004, ruling term limits provisions unconstitutional in Oregon, Massachusetts, Wyoming, and Washington, (Mooney, 2009). Two other states have since repealed them. In total, fifteen states now have legislative term limits with varied lengths, and thirty-six states have some form of gubernatorial term limits. In metropolitan governance, several large cities including New York, Los Angeles, New Orleans, San Antonio, and Houston, have also adopted term limits for their mayors and/or city councils, (McGlynn & Sylvester, 2010). It is no coincidence that the timing of the metropolitan initiatives coincided with the federal and state initiatives. For instance, New York first implemented its term limits for all elected officials in 1993, and have since renewed them twice.

History thus suggests that, absent judicial intervention, initiatives for term limits enjoy strong support from the citizenry and experience high success rates once initiatives are set forth. History also suggests that once term limits have been implemented, it is extremely difficult to remove them.

THE LOCAL NARRATIVE

Patterns in Local Elections

Term limits are not the norm in local government. International City/County Management Association's 2011 Municipal Form of Government Survey showed that only 10% of respondents term limited their chief elected official. Of these governments, 56% limited them to two terms, 25% to three terms, and 33% to four terms. Their mode year of implementation was 1994, which is consistent with history and the current literature that echoes the state-level initiatives of the 1990s. The complete narrative behind how term limits came to be instituted in these governments is incomplete. There are no known government or scholarly databases for tracking the issue. U.S. Term Limits, a grassroots advocacy group for term limits, is the only organization that provides information on nationwide initiatives. Though presented informally, analyzing their information through the right lens can

provide a degree of insight into the geographic nature of the issue, as well as the influence of a strong, state-level term limits culture on local initiatives.

The 2008, 2010, and 2012 national elections saw a considerable number of term limits initiatives on local ballots. In the pages that follow, we provide maps that show these patterns in the 2008, 2010, and 2012 national elections. Each map plots every location for every term limits initiative tracked by U.S. Term Limits on a local ballot, win or lose. A large majority of these initiatives passed. These initiatives show several noticeable spatial patterns. First, there are large clusters around California and Colorado, and smaller patterns in Florida, three states with strong term limits cultures. Second, the areas where there are multiple initiatives tend to center around cities, which may be relevant to one conclusion seen in federal level studies: the idea that support for term limits is directly tied to cynicism and disdain towards more popular levels of government (Congress). The clustering of initiatives around urban areas may reflect cynicism towards the larger city governments. Lastly, there is a distinct rise in popularity in the Midwest between 2008 and 2012. One may hypothesize several causes for this: including that the Midwest is a geographical outlier, or that the rise in mandatory rotation initiatives may be tied to Michigan having a strong term limits culture, combined with approval ratings for Congress reaching all-time lows in recent years.

2008



2010



2012



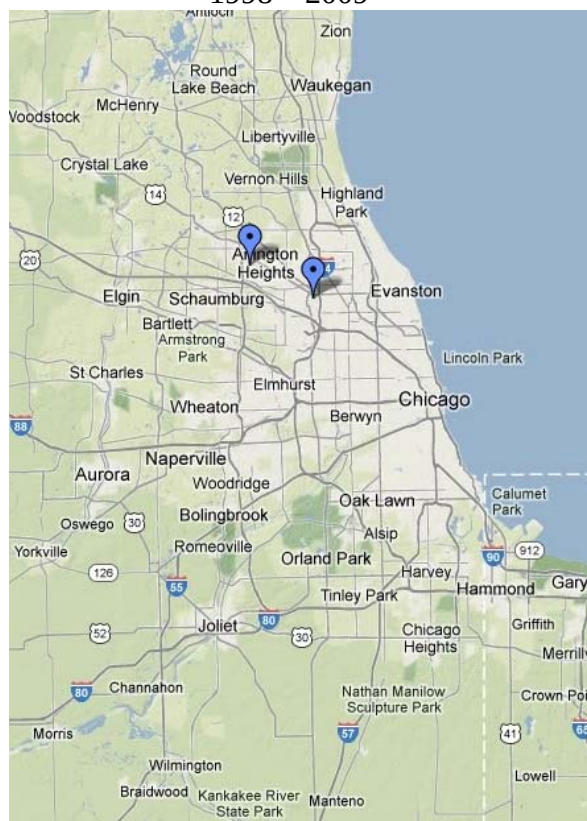
Looking closer at Illinois, for instance, we see the same type of clustering around the city of Chicago, where local governments have experienced their own set of initiatives in the last 15 years. Below are localities in Illinois that has had some sort of initiative for term limits (on a ballot or not) since 1998.²



Even this map, however, does not tell the whole story. One notable point, which is also observable on the national maps, is that time and space play some part in how popular mandatory rotation initiatives spread for local governments, and that perhaps activities in neighboring governments affect when initiatives will make it to the ballot. If we divide the Illinois map by time and look more closely at Chicago, we see two very different maps. To show how recent some of these pushes are, we have not divided the time frame equally. Instead, these maps show grassroots pushes from 1998 to 2009 and 2010 to 2013 to bring context as to how recent the push for term limits is in the Chicago suburbs.

² The initiative may not have been on a ballot for any number of reasons. Arlington Heights' initiative, for example, was rejected by their electoral board due to legal technicalities. In Gurnee, their initiative took place in the form of a mayoral candidate, who eventually lost, running on a term limits platform.

1998 – 2009



2010 - 2013



This distribution also reminds us of arguments put forth by scholars on mandatory rotation at the state and federal levels: that governments should proceed with caution when considering incorporating the practice. These include paying careful mind to the structure of the limits themselves, and more broadly, seeing that their implementation is done in the interest of creating more efficient government rather than acquiescing to the pitfalls of American populism. The fact that several of these initiatives were not on electoral ballots or have yet to see implementation also sheds light on the legal complications that can arise from term limits. Niles, IL, for example, passed competing ballot initiatives for term limits on the same ballot in April, 2013. One initiative, which came via citizen petition, called for the prohibition of service as village president and/or trustee for more than sixteen years, to take effect immediately. The other, brought about by the village board, called for a three-term limit of twelve years on trustees and a two-term limit of eight years on the position of village

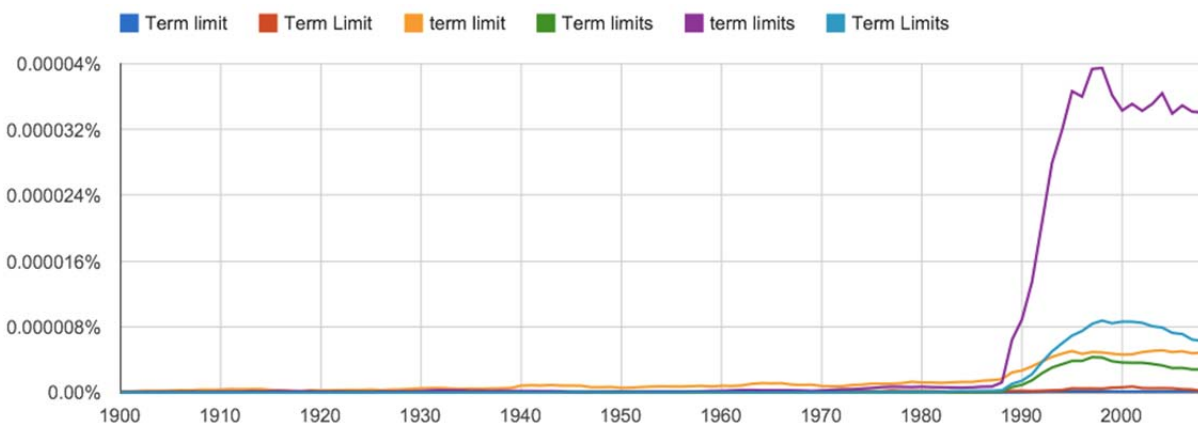
president. The city was left with a legal question that lacks any sort of precedent to guide them, and as of the date of this report remains unresolved.

II. LITERATURE REVIEW

Based on existing studies, mostly on state-level governance, term limits often do not produce their intended effects and may differ largely from case to case. The general theme put forth from the majority of scholars is that governments must proceed with caution when deciding whether to implement them, as unintended results are always a strong possibility, and that often such results may not be predictable.

The number of books published on term limits - academic and nonacademic - jumped significantly during the nationwide initiatives of the 1990s. For example, Figure 1 displays a significant rise in books published that mention term limits, with the greatest jump coming between 1990 and 1995.³ Many of these books addressed the federal and state level term limits agendas directly, offering empirical and theoretical guidance for the initiatives to come. Multiple searches throughout published books from this period revealed very little empirical research or theoretical arguments on term limits in local government.

Figure 1



³ Data from Figure 1 is provided by Google Books NGram engine. Search terms are case sensitive, hence several different degrees of lines, (all of which show the same trends). The same search, unfortunately, is not available for Google's Scholar section, which means that displaying similar trends for scholarly articles in graph format isn't possible. However, the majority of scholarly articles, in this researcher's experience, display similar linear trends.

Scholarly articles on term limits in small-scale, local governance are also not plentiful. This is not due to the importance of the subject, but rather to an ignorance shown towards local governance in American politics by both scholars and the general public. In political science, theories about how local politics work are derived from the same theories that are applied to state and federal levels of governments. These theories, however, focus on concepts such as ideological zeal, long-standing political cleavages, services provided, and public perception. These concepts take on different forms at the local level and are “ill-suited for explaining the electoral dynamics of most American localities” (Oliver 2012). Most local elections, for example, are nonpartisan, managerial in character, and are simply more reflective about the custodial performance of incumbent regimes. Therefore, readers must keep in mind that the variables used in studies on term limits and empirical conclusions made on higher levels of governance should not be viewed as unconditionally applicable to studies on term limits in local politics.

Federal Literature

At the Federal level, term limits are generally found to be driven by negative sentiment. In the United States, this is directly tied to strong beliefs rooted in American culture that government is more a source of problems than of solutions and needs to be reined in (Benjamin & Malbin 1992). Since the Gingrich-led House push of the mid 1990s, term limits have carried a stigma of being an inherently Republican concept (Will 1994). Stein, Johnston, and Post (2002) address the Republican stigma head on, arguing that support for term limits is more a function of the incongruence between an individual’s expressed partisanship and the party of their representative than the individual’s party affiliation. They found that - equal for both Democrats and Republicans - politically aware respondents who are represented by lawmakers of a different party have a 14% higher probability of supporting term limits than do voters who share the partisanship of their representatives. The effect of unsatisfactory representation, the authors found, was strongly related to a voter’s engagement in politics and

monitoring politics actively. This is a key component of studying term limits, as political engagement is strongest at the federal level, where Hibbing and Theiss-Morse (1995) demonstrate a negative sentiment toward Congress and support for Congressional term limits.

It is important to note, however, that public support towards Congress and supporting term limits are related, but not identical, because Congressional members still enjoy a very high incumbency advantage in federal elections. Karp (1995) supports these negative sentiments, arguing that term limits support is not influenced by dissatisfaction with legislatures, incumbents, or ideology, and is more related to cynicism, and to some extent, self-interest. It is important to note, however, that Stein et al (1995) critiqued Karp's (1995) arguments, arguing that his measure of cynicism reflected distrust in Washington, and could not effectively "explain the impact of cynicism on public support for term limits across levels and branches of government." Stein et al (1995) also find that at the federal level, race, ethnicity, and gender are not consistent correlates of support for term limits.

State Literature

State-level literature on term limits provides an assortment of both geographically and statistically interesting findings. Weissert and Halperin (2007) measured attentiveness to government and knowledge about the legislature in Florida, finding that those who were most knowledgeable and attentive to government and who had supported term limits in the past, were now more critical of term limits because they had observed and experienced their impact firsthand. Weissert and Halperin focus their surveys on party chairs and lobbyists, arguing that there appears to be little indication of self-interest and some support for the role of concern for the well-being of the institution. These findings are consistent with Mooney's (2007), who finds that while legislators are more reliant on interest groups for information in term-limited legislatures, there is also skepticism of their motives and

information of those interest groups as well. This makes the jobs of lobbyists more difficult in term-limited legislatures.

Florida has proven to be a popular area of study for term limits scholars. Weissert and Halperin (2007) also support the findings of Schraufnagel and Halperin (2006), who found that several goals of term limit reformers, (enhanced party competition, enhanced representation by minorities and women) were not achieved in Florida. Instead, as a result of legislative turnover, partisan operatives now went to considerable efforts to maintain seats that they already had by securing replacements combined with larger than average campaign donations to their campaigns.⁴ Sarbaugh-Thompson et al (2006) also discovered measurable partisan effects in the Michigan House of Representatives, finding a decline in relationships across party lines, and argue that the effects of term limits bode poorly for bipartisan negotiation and consensus building among legislators representing diverse constituencies.

Gubernatorial term limits have been researched as well. Alt et al (2011) measured competency of state governors, finding that later-term incumbents who enjoyed longer periods in office or remained reelection eligible were more likely to be competent than first term governors and term-limited governors. States whose governors who experienced longer periods in office and remained reelection-eligible also experienced higher levels of economic growth. Also, levels of taxation, spending, and borrowing were all found to be lower for states with later-term incumbents.

Overall, the prevailing theme in state-level scholarship on term limits is the observation of different impacts since the term limits initiatives of the 1990s, with an effort to create an empirical basis for analyzing if their implementation produced their desired effects. In state level governance, it does not appear so. Once considerable time allowing for the collection of data had passed, scholars were active in examining their effects. Mooney (2009) observes:

⁴ It is important to note that Floridians have remained overwhelmingly in favor of term limits. Statewide polls in 2006 showed that 72.4 percent of Floridians were in favor of term limits, and a 2012 Quinnipiac University poll showed that 74 percent of Southwest Floridians were in favor of term limits.

“Soon scholars began exploring hypotheses of term limits’ impacts that were not part of the reform’s adoption debates. Importantly, these scholars were guided self-consciously by political science theory, something with which the reform’s advocates and opponents rarely concerned themselves. These scholars expanded the discussion beyond advocates’ dreams of political competitiveness and opponents’ fears of legislative emasculation, exploring the reform’s effects on political career decision making (Tothero 2003; Maddox 2004; Carey 1996), roll-call voting (Wright 2007; Southwell, Lindgren, and Smith 2004), voter turnout (Nalder 2007), internal legislative power relationships (Apollonio and LaRaja 2006), legislative redistricting (Schaffner, Wagner, and Winburn 2004), and citizen knowledge about legislators (Niemi and Powell 2003). These studies have helped enormously our understanding of the changes term limits have brought to the states, especially since the debate surrounding the reform was virtually bereft of empirical analysis or theoretical thinking.”

Lastly, it is worth noting that there have not been any state level studies which have attempted to explore connections between political corruption and term limited officials. While this may be due to how recent in history the reforms were, this also may be due to the difficulty in establishing statistical correlation and causality to politically corrupt behavior and term limits.

Local Literature

Arguments on term limits at the local level reflect overall trends from both sides of the debate.

Proponents argue that term limits will increase competition in elections, providing more opportunities for other citizens to win office that otherwise cannot due to incumbency advantage preventing “fresh blood” from entering office. In turn, this will lead to more representative government. Local proponents also argue that term limits will keep levels of taxation and spending more in touch with the general populace.

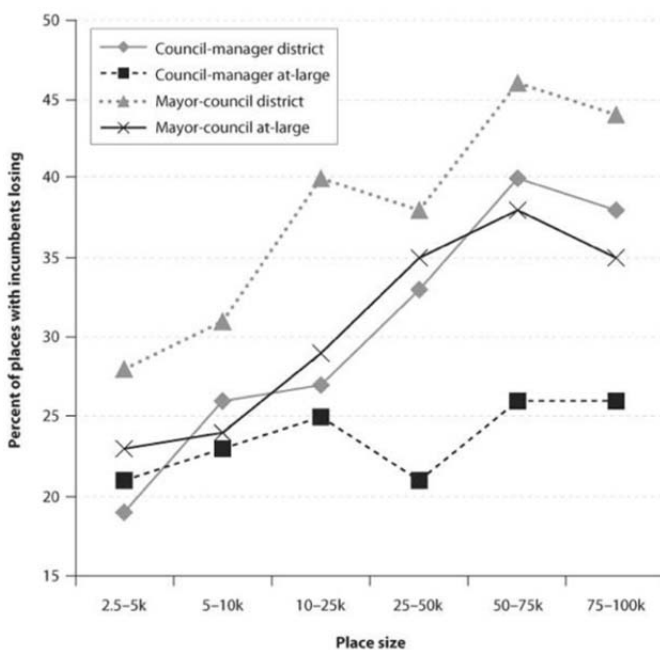
Arguments against term limits reflect general themes and trends as well. Opponents argue that term limits remove elected officials out of office regardless of their performance, which means that even those who show great degrees of success at their positions will forcefully be removed.

Opponents also argue that government - even local government - is a complex web of relationships and bureaucracy, and that it takes time to learn how to properly facilitate all necessary means to govern properly. Term limits, opponents argue, remove those with seniority and knowledge, creating information asymmetries (Bandow 1995) which provide interest groups and those looking out for their

own self-interest a window of opportunity to involve themselves with new, and possibly naive, elected officials.

The local-level literature also reflects an important thesis of our particular project - that studies on term limits in local governance reflect a bias towards big city governments, and neglect shown towards small scale-local governments, despite the fact that 3/4 of Americans live in localities with populations under 100,000 (Oliver 2011). Institutional structure (mayor-council versus council-manager) is acknowledged, but is generally not a key component of studies. This is problematic because of how heavily the concept of incumbency advantage plays into the arguments of term limits proponents and how important governmental and election structure are regarding incumbency advantages in local governments. Figure 2 (Oliver 2011) displays percentages regarding incumbency loss in relation to government structure, type of election, and population.

Figure 2



The above graphic displays very clear variations in rates of incumbency loss in relation to governmental structure and election type. For reasons unknown, scholars have not made these key

variables in their studies. Nevertheless, three distinct effects have been measured in the limited literature on term limits at the local level: spending, competition, and effects on residents.

Regarding spending, McGlynn and Sylvester (2010) find limited evidence that term limits have a significant effect on policy expenditures in major cities, although spending in cities without term limits exceeds cities with term limits in place. McGlynn and Sylvester conclude that most funding decisions are driven by a city's economic condition as well as the characteristics of its population, and that term limits "are not a panacea for bringing fiscal responsibility and accountability to (large) U.S. cities." Yet they do acknowledge that mayors who are in office longer are willing to spend more. Clinger et al. (2008) also show variation with investing and direct relationships between economic conditions and local incumbency, finding that turnover among mayors leads to less municipal debt while turnover among the legislative branch (i.e. councils, trustees) increases the debt a municipality may likely take on. Clinger et al. confined their studies to large U.S. cities with council-manager governments and populations of at least 75,000, concluding:

“(Levels) of per capita income (are) negatively related to turnover, suggesting that the more well off the community, the more likely it is to retain its city manager. The relationship between change in the city's economic condition and change in its management is dependent on both the duration and the direction of the economic change.”

Petracca and O'Brien (1994) conducted a survey of elected officials in fourteen cities in Orange County, California which implemented term limits during the term limits pushes of the early 1990s, testing the argument that term limits increase competition in local elections. Four of Petracca and O'Brien's findings are worth noting for this report. First, the authors found that voter turnout does not decrease following the adoption of term limits.⁵ Second, they also found that term limits did not increase the average number of individuals seeking to serve on city councils in Orange County. Third, not a single respondent to the authors' surveys said that term limits would have dissuaded them from running for office when they first ran for city council. Lastly, every city surveyed had a council-

⁵ Petracca and O'Brien also observe results that show an increase in voter turnout following several instances of term limits being implemented, but carefully state that they cannot conclude causality from these results.

manager form of government, and sizable percentages strongly agreed that term limits would enhance the power of the city manager. Despite these useful insights, it must be noted that the survey work of Petracca and O'Brien may not adequately account for small-scale governance, as their cities vary greatly in population and they do not make distinctions. This is problematic because cities in Orange County such as Anaheim and Santa Ana, for instance, have populations well over 300,000, while cities like Villa Park and Le Palma have populations under 20,000.

Hajnal and Lewis use a broader range of local governments than Petracca and O'Brien in California, in terms of both population and institutional arrangements, incorporating mayor-council governments. Hajnal and Lewis find that term limits have no direct effect on voter turnout in local elections. They also observe the importance of recognizing the effects of term limits on fiscal policy from a practical standpoint: "any effects term limits have on fiscal policy will directly affect the taxation and service bundles municipalities offer to their residents and potential residents. This will then influence the decisions people make in choosing where to live and raise their families." This supports arguments put forth by opponents of term limits, which suggest that more experienced policymakers will spend more money and do so more efficiently on public goods and services. Proponents of term limits, however, may counter by arguing that is problematic if those in office do not manage local finances well, and that incumbency advantage would make it too difficult to vote poorly performing officials out of office. Salucci and Bickers (2011) survey on this argument, finding that intentions to leave a city are indeed conditional on both dissatisfaction with public goods and services, and also the lack of effective opportunities for the replacement of locally elected public officials, the promise of "better days ahead." Residents are simply more likely to stay in a locality when things go bad if they know that new officials will inevitably be in office.

Current Conclusions

Federal and state-level initiatives for term limits have been the subject of a wealth of literature, resulting in books, journal articles, and databases. This is not the case, however, for local governance, where a vacuum exists for information on how term limits are viewed, debated, and implemented, as well as their effects. We cannot assume that initiatives for term limits are universal amongst different levels of democracy since local governance differs so greatly in structure, time, and geography. We also cannot assume that their effects will be similar to the state and federal levels, since state and federal effects are so heavily related to aspects of partisanship and lobbying, two concepts that do not exist to the same degrees in local governance. Most local elections are nonpartisan, and “the politics of local governments are rarely fought along ideological lines” (Oliver 2012). Existing literature is themed around complex, institutional structures that have overlapping formal and informal arrangements between policymakers, parties, and lobbyists. Small-scale, local governance experiences these structures and arrangements differently, and in many cases, not at all. New studies examining the local effect of term limits, which recognize the circumstances and distinctions of local governance, are the only way to provide clarity on the issue.

III. METHODOLOGY

Scope of Work

As we have seen, studies have been done on the different effects of term limits at the municipal level, and studies are also done tracking how governments choose to limit the terms of their elected officials. The commission had a different goal for this project. The goal of our research was to dig deeper than simply *how* term limits are structured, instead asking *why* policymakers structure them as they do, and inquiring about the effects that these structures have on everyday local governing. This led us to the conclusion that elite interviewing should be done to study the effects of term limits in local government.

Comparative Cases

This research defines three categories of cases. The first are cases in the Chicago area which have experienced the implementation of term limits recently. The goal of including these localities was to take advantage of the opportunity to talk to staff and officials of local governments in which the decision making process regarding term limits was still fresh in the minds of the interviewees. This, in theory, would give insight as to how and why terms were selected as they were, as well as insight into the legal process of implementing them. These cases included Downers Grove, Lombard, and Naperville.

Our second category included cases in the Chicago area where term limits have been in place long enough to inquire on observed practical effects on local governing. These cases included Rolling Meadows and Des Plaines. The majority of interviews done for both categories of cases in Illinois (18 out of 20, to be specific) were done in person at the city hall of each community.

Illinois does not have a strong term limits culture. There are no gubernatorial or legislative term limits at the state level, and there was not a large amount of governments at the local level that were swept up during the initiatives of the 1990s. Thus, since the Chicago area could not provide us with what we believed to be a large enough amount of cases, we decided on a third category of cases - local governments in states with stronger term limits cultures, specifically Michigan and California. All of our cases are identified in Table 1.

Table 1

Town	Pop (2010 Census)	Structure of Term Limits
<i>Tinley Park</i>	56703	N/A
Naperville	141853	Mayor and Council - 3 four-year terms.
Downer's Grove	48724	Mayor - 2 four-year terms. Council - 3 four-year terms.
Lombard	43462	Mayor and Council - 3 four-year terms.
Des Plaines	58364	Mayor and Council - 2 four-year terms.
Rolling Meadows	24099	Mayor - 2 four-year terms. Council - 3 four-year terms.
Livonia, MI	95958	Mayor - None. Council: 2 four-year terms.
Plymouth, MI	9132	Mayor - None (Selected by Commission) Council - 3 four-year terms.
Farmington Hills, MI	80258	Mayor (appointed)- 2 two-year terms Council - None.
Troy, MI	80980	Mayor - 2 four-year terms. Council - 3 four-year terms.
Seal Beach, CA	24536	2-4 years, mayor appointed
Irvine, CA	215529	2-4 years for both mayor and council
La Palma, CA	15807	2-4 years, mayor appointed
Cypress, CA	48526	2-4 years, mayor appointed
Newport Beach, CA	86484	2-4 years, mayor appointed
Villa Park, CA	5901	2-4 years for both mayor and council

Lastly, it is also important to note that while we did consider speaking to officials and staff members in non-term limited governments, we ultimately decided against it. The reason for this is that the goal of our study was to determine the effects of term limits on governing. Non-term limited governments would not be able to provide us with perspective on observed effects, since they would have no experience with them.

Research Questions

Research questions as propounded by staff and approved by the Term Limits Commission are as follows:

1. Why have initiatives for mandatory rotation become popular in small-scale local governance?
2. What changes has mandatory rotation contributed to in small-scale, local governance?
3. At the local level, what does mandatory rotation accomplish?
4. Regarding the effects of term limits that proponents and opponents argue, do these actually happen?

Expected Findings

Based on existing literature and our commission hearings, we hypothesized that local trends would reflect state and federal trends, which have shown that the argued effects from proponents and opponents are generally not present.. It was also expected that this study would contribute to both the subfield of urban politics and the literature on term limits. Comparative studies on small-scale local governments are not plentiful, and our understanding of the effects of term limits on different levels of governance is still very lacking.

IV. SUMMARY OF FINDINGS

Over the course of two months, thirty-four total people across fifteen governments were interviewed. All but one of our cases used the council-manager form of government (Livonia, MI did not have a city manager). These interviews took place in three forms. First, in-person group interviews; second, in-person individual interviews; and third telephone interviews. The interviews ranged anywhere from fifteen to sixty minutes. In total, twenty-one staff members and thirteen elected officials were interviewed. eleven respondents were city managers, ten had other staff positions, nine were mayors, and four held other elected positions (clerks and alderman).⁶

⁶ The disparity between the total of elected officials and staff members is due to the fact that the majority of locally elected officials are part-time and are much more difficult to get in contact with.

Interview questions were structured in two forms. First, we asked several questions that could produce categorical answers. Specifically, these were on the general structure of term limits, the original reasons for implementing term limits, the legal process of enacting them (primarily prospective versus retroactive enactment), observed time that it takes for newly elected officials to learn their jobs, and observed changes in behavior in a “lame duck” year. Second, we asked questions designed to spark discussion and provide insight as to the practical effects of term limits in local government. These questions produced several consistencies which we summarize in the next section. Below is a summary of findings for the first set of questions with categorized answers.

Term Limits Structures

Often in term limits debates, the notion of how term limits are structured becomes an overlooked concept. The debates generally center around the simple implementation or not, and selecting the best forms of term limits becomes an afterthought. Two particular forms of structure that governments struggle with are the number of terms and consecutive terms versus banning an official for life.

The *consecutive* format is defined as serving “x” amount of terms in one office. This takes on two particular forms and is dependent on how the mayor attains office. In governments where the mayor is appointed by the council, governments in our study then require that the official sit out a designated period of time (usually one full term), before he or she can run for office again. In governments where the mayor is directly elected, this means that a councilman can serve as mayor directly after being termed out from the council. In Illinois, our cases have only chosen the consecutive format, and interviewees often cited fairness as the reason for allowing someone to run again after sitting out a term.

Banishment, though rare, does happen in some instances. Only in states outside of Illinois, however, did we find examples of the banishment structure. This means that once an elected official

serves the legally allowed amount of terms, he or she can never serve in that government again. It is worth noting, also, that interviewees in these cases noted that they did believe the consecutive format was a fairer way of limiting elected officials. These formats are summarized in the table below. All of our cases selected two or three terms for elected officials, and only three banned local officials from ever serving again after being termed out.

Council

Terms	Consecutive	Banned
2	7	2
3	5	1

Mayor

Terms	Consecutive	Banned
2	8	3
3	3	0

Interviewees Own Professional Experience With Term Limits

Interviewees were asked to rate their own professional experiences with term limits, summarizing them as good, bad, or indifferent. It is important to note that all respondents who answered indifferent came from places with longer experiences with term limits. For staff, they simply looked at term limits and ushering in new people as part of their job. For elected officials, as one mayor put it, “I can’t really say if I think it’s good or bad, this is just the only way I’ve ever known.”

	Good	Bad	Indifferent
Experience with Term Limits	20	2	12

Original Reasons For Enacting Term Limits According To The Respondents

Respondents were asked if they could recall the original reasons for enacting term limits. The majority of our respondents pointed directly to a strong incumbency advantage in the town at some point for elected officials. Two of our cases had term limits in place long enough that the respondents could not recall the original reasons, and were unable to answer this question. Three of our cases attributed the implementation of term limits primarily to a change in political culture in the region or the state itself during the term limits initiatives of the 1990s.

Reasons for Term Limits	
Incumbency Advantage	9
Geography	3
Other	1

Amount Of Time It Takes For A Newly Elected Official To Learn Their Job

A particular concern for Tinley Park regarding newly elected officials is the amount of time that it takes for a newly elected official to gain enough experience in order to make informed and responsible governing decisions. A large majority of respondents answered that after one year; a new policymaker will have a sense of most of the responsibilities of their position and also the proper channels for facilitating and communicating policy. However, many who answered this question also added that it takes a full term (four years) to grasp a policymaking position in its entirety, particularly in governments where the mayor is directly elected.⁷

Time to Learn Job	
6 months	2
1 year	28
2 years	4

⁷ In local governments where the mayor is appointed, many commented that the position is largely ceremonial, with the mayor having a much weaker role than mayors in directly elected governments.

Process of Implementation

Early on in our commission meetings, commissioners often asked questions about the process of implementing term limits in regards to the current administration. Interviewees were asked if they could recall how their government implemented them regarding officials who were in office at the time of implementation. Respondents who were able to recall the period of term limits implementation answered that, in every instance, the implementation was never retroactive, and term limits only took effect after the election following the enactment of term limits.

Implementation	
Prospective	12
Retroactive	0

Changes In Behavior During Lane Duck Year

An argument against term limits states that officials who are in their last term will now be held less accountable for their policy and spending decisions since they now do not have to worry about being reelected. We decided to inquire about this particular argument, asking if there were any observed changes in behavior during lame duck years. No respondents reported observing frivolous or reckless spending, however, several did note that officials were witnessed acting differently at times during decision-making processes. What must be noted in these answers is that all respondents who answered “yes” were elected officials. No staff thought that they had witnessed changes in behavior during a final term. Most importantly, both councilmen and mayors admitted to only small changes in policymaking, which generally took some form of acquiescing to a colleague’s solicitation for a policy that they might not otherwise support if they had to worry about a reelection campaign.

Change in Behavior in Lane Duck Year	
Yes	7
No	27

V. DISCUSSION

The results above, as well as conversations that resulted from the answers given, reveal several interesting conclusions to be reached on term limits. This section provides a discussion on our interviews. This report argues that there was enough consistency across a broad range of populations and locations to provide several bases for continuing research on term limits at the local level in council-manager forms of government. Our interviews show that where a staff is strong in local government, the detriments of term limits may be less likely to materialize, as both elected officials and staff members appeared to have a favorable view on term limits.

Cases Where Term Limits Have Recently Been Implemented

The Chicago suburbs are enjoying a mix of citizen and geographically influenced term limits initiatives. Lombard, Downers Grove, and Naperville provided this study with an interesting set of observations on initiatives for term limits, as well as their processes of political and legal implementation. The majority of respondents in these cases commented that determining how to deal with term limits is generally a matter of assessing the situation and finding out exactly what works best for their specific governments, or “we did it this way because we felt it worked best for us.” All three cases, in similar fashion to Tinley Park, enjoy highly competent staff members, good city managers and strong political cultures; in our research, these factors only served to make the decision to implement term limits easier. Since staff was so dependable and there was confidence that the electorate could continuously produce qualified candidates over time, the implementation of term limits in all three of these cases happened without significant hurdles.

Incumbency Advantage

As we have noted, incumbency advantage is directly related to both form of government and election at the local level. Incumbency advantage, in almost all instances in Illinois, is a factor behind the initiatives in Illinois. We do not believe that it is a coincidence that 6 of the 8 term limits initiatives in Chicago noted in this study have been directed at council-manager forms of government, where incumbency advantage is its strongest.⁸ Our interviews revealed that in the majority of our cases, the initiatives were the results of residential, grassroots pushes to create some sort of consistency in turnover. Our interviews with staff and officials who were witness to our first category of cases, or who remembered the reasons for enacting them in longer tenured governments, noted that strongholds on incumbency were very real, and that realistically, the notion that “something had to be done” to level the playing field in the face of incumbency advantage.

Place Based Initiatives

As argued in this report, there is a geographic element to this. The influence of geography on term limits initiatives in Illinois was very present in our research. All interviewees, both staff and officials, believed that support for term limits in the Chicago area for the local level was directly tied to dissatisfaction with higher levels of government, most notably the city of Chicago and the state legislature of Illinois, but also Congress, an observation that supports past studies noted in this report.

Further, Lombard’s minutes show that the structures of their term limits were directly influenced by Downers Grove. Downers Grove, in turn, believed that their term limits initiative (which was actually council-driven with little citizen involvement) was influenced by other Chicago suburbs deciding to adopt mandatory rotation. Other suburban citizens are also turning to more experienced term limits localities for help regarding their own initiatives. Arlington Heights citizens,

⁸ As noted earlier by Oliver’s statistics: *See Section II (under State Literature)*

for example, have consulted with Des Plaines staff regarding the wording and structure of their limits, in order to clear up legal hurdles that prevented Arlington Heights from having a referendum for term limits on the April 2013 ballot.

Structuring Term Limits

Our interviews revealed that there has been a real effort to find a balance between accounting for incumbency advantage and fairness in democracy. Terms are determined in many different forms. Some localities used examples from other towns. Lombard's minutes revealed that their structure was inspired directly by Downers Grove, while others used the example from the federal government (2-4 year terms for the President). Others simply used examples from their own experiences.

In every instance, term limits were completely prospective in their implementation. This has two specific reasons behind it. First, it was believed that in order to get local officials to discuss this topic reasonably and for the better of the community, self-interest must be eliminated from the discussion. This means that officials who are in office when term limits are enacted may not be termed out of office for quite some time. For example, in a locality where 3-4 year consecutive terms are enacted, a councilman could, in theory, serve another 24 years in office from the date that the limits take effect, if that councilman were to become mayor.

The second reason deals specifically with the legality of retroactivity. Though lacking precedent, there may be a legal issue with trying to remove someone from office through term limits. Retroactivity also presents an ethical dilemma for the city, since incumbents technically are not doing anything wrong or illegal by winning reelection. Enacting term limits for the sole purpose of targeting specific policymakers also seems to go against the grain of the intention of term limits, which is to simply provide better government over the course of time, not target any one specific policymaker.

Another structure inquired on was a difference in term limits between mayor and council. Based on our interviews, the reasoning is that the council should serve longer for the purposes of staggering vacancies and also encouraging experienced council members to run for mayor.

It is also worth noting that in many of our interviews, there was a distinct difference in tone and perception in governments who limited officials to 2 terms. Many of our respondents in these instances noted that even though the benefits are noticeable, the city would be better served if officials were limited to 3 terms rather than 2. This fits in well with our results regarding time needed to learn a position, since most noted that officials are fully comfortable in their roles after their first term.

Corruption

According to our respondents, excessive power and corruption were not primary factors behind the push for term limits. Further, the majority of our interviewees felt that excessive power and corruption were not major problems in the community leading up to the initiatives themselves.

Cases Where Term Limits Have Been In Place Long Enough To Have Produced Observed Effects

The following results are from the rest of our cases, composed of both Des Plaines and Rolling Meadows in Illinois, as well as all of our Michigan and California cases. As the study progressed, we found consistent answers in our interviews from staff members and elected officials, regardless if the population of the city was under 15,000 or above 100,000. One particularly interesting trend stemmed from an argument for term limits which states that they restrain the development of excessive power in government. Logic would then dictate that this may have been a problem where term limits initiatives grew. According to our respondents, however, this was never the case. Both elected officials and staff members almost universally agreed that a council-manager form of government prevents this from even being a problem in the first place. Over the duration of our study, we found many other

consistencies across a wide range of populations and places, all which led us to believe that the council-manager format completely changes the outcomes of what term limits do (and do not) produce.

Learning the Job

Almost all those interviewed, elected and non-elected, felt that it takes one year for a newly elected official to learn all the intricacies of an elected position. Further, many noted that this is balanced out in a council-manager government due to the staff and the fact that their elections are staggered. There were, however, several cases where terms were limited so severely (two terms), that this resulted in an increase in turnover, at times up to 50%, which made things significantly more difficult for policymakers. These results may function as a warning to governments looking to enact more extreme forms of term limits (i.e. two terms or less with banishment after), as these examples seem to be the instances where the evidence of detriments exist in large degrees.

New candidates for council and mayor generally are not rookies to local governance. Committees, boards, and clubs generally serve as the system which provides the talent pool for new candidates. Public works contracts and bureaucratic “red tape,” however, do require time for educating policymakers. It is also worth noting that almost all of our cases considered themselves localities where the political culture can be classified as strong. In our opinion, the political culture of Tinley Park also fits this description.

The majority of our answers show that both staff and elected officials in local government feel that it takes 1 year to learn the ins and outs of the job, and that an elected official will be fully comfortable in a position after a full term. This also helps explain some of the negative sentiments

regarding limiting officials to two terms, because this means that a policymaker only then gets one term while being fully comfortable as councilman or mayor, and then it is time for a staff to educate an entirely new person. And, according to our respondents, where political culture is strongest, more experienced candidates will constitute the majority of those who win office.

This setting is also where the council-manager format proves to be most effective, as our respondents noted that there appear to be no detriments for the rest of the staff aside from the city manager. During the transition periods, a good organizational structure may be able to keep everything flowing in a council-manager form of government. There are, of course, administrative steps to take with a new official, (business cards, ceremonies, offices...etc), and there is a bit of a crash course when it comes to catching up on the boards and commissioners, rules, orders, procedures...etc, but, based on our interviews, these are all things that a well-organized staff can educate a newly official on fairly quickly. Many also noted that there are local and statewide courses provided for newly elected officials. As we will see below, there will probabilistically be an increase in workload for the staff during transitional periods, but none of our respondents noted the increase to cause a negative effect on day-to-day governing.

Form of Elections

Structures matter. Forms of government, forms of elections, and the structures of term limits themselves, all play large roles in the effectiveness of mandatory rotation. Many serving in at-large governments purported the benefits of at-large makes the changes less noticeable, since all are involved in the same city-wide projects and policies, which can help with a smoother transition. Conversely, several of those that we spoke to in ward governments speculated that the transitions in turnover might be easier if they had an at-large system. It is worth noting that although we included no

questions on at large versus ward elections on our questionnaire, and none were brought about in our interviews, this was a topic brought up by our interviewees consistently. A breakdown of election formats is given below.

Town	At-large or Ward
<i>Tinley Park</i>	At-large
Naperville	At-large
Downer's Grove	At-large
Lombard	Ward
Des Plaines	Ward
Rolling Meadows	Ward
Livonia, MI	At-large
Plymouth, MI	At-large
Farmington Hills, MI	At-large
Troy, MI	At-large
Seal Beach, CA	Ward
Irvine, CA	At-large
La Palma, CA	At-large
Cypress, CA	At-large
Newport Beach, CA	Ward
Villa Park, CA	At-large

Effects on Staff

City managers tend to be positive or indifferent towards term limits, but do agree that there does seem to be a degree of authority ceded to their positions. In our research, city managers simply viewed training and educating newly elected officials as part of their job, and not something to take advantage of. In fact, the majority of city managers viewed the influx of fresh blood as a good thing and welcomed it. The amount of time that has to be spent with a newly elected individual certainly does increase the workload of the city manager and staff. There are increases in phone calls, meetings, and reports. Finance directors and attorneys may experience a workload increase as well, though this is not a certainty since these are processes so heavily dependent on the individual elected and the structure of the staff. This does suggest, however, that both consistency and competency in the city manager and staff will now be more integral to efficient governing than they were prior to the

implementation of term limits. To be clear, this increase in workload may not necessarily equal empowerment, as this is dependent on the individual. Yet, as previously stated, empowerment was not the standard in our cases, but rather a realized role as a facilitator of information in order to bring newly elected officials up to speed.

Changes in Behavior

While the majority of respondents reported no witnessing of frivolous or reckless spending towards the end of terms, many elected officials did note that changes in behavior during lame duck years do occur. Policy initiatives may take on a different form for an elected official who does not have to worry about being reelected. Further, a crucial difference regarding municipal term limits is that at the local level, former policymakers tend to still live in the community, so even when they are out of office, they are still going to be held accountable. These sentiments were echoed in almost all of our cases. Rather than frivolous or reckless spending and behavior, what may happen is that policymakers are willing to support initiatives that under other circumstances would not put them in a good light in a campaign for reelection (i.e. practical things that may be necessary, but look bad in the eyes of the public, like raising pay for city employees or spending for major capital improvements). Mayors can and have used leverage for initiatives that they may not otherwise have had against council members who are in their final term. The dynamic of the policymaking process, thus, can and does change.

Institutional Knowledge

To reiterate, the narratives of respondents in our interviews show that a council-manager form of government provides such a high quality of staff that the turnover for fresh ideas makes it worth it. Most of the staff members interviewed echoed this sentiment. Essentially, the form of government is

what allows for term limits to be effective, and the “good ol’ boys network” does not happen with the council-manager form of government. Institutional knowledge comes from the staff, for the most part, if the government is functioning the way it should be. One manager commented that “Elected officials should be policymakers, and it’s up to the staff to provide them with the information necessary to make that decision...if we’re doing our job right, in a three to five page memo, we should be able to get them the information to make a decision.”

Further, just as institutional knowledge can come from the top, in term-limited governments, it can and does also come from below. From our experiences in talking to officials from towns with term limits, committees serve as a talent pool for future council members, like the farm system for a baseball franchise. What balances out the loss in experience at the top after officials are termed out is a continuous replenishment of new candidates who tend to come from local committees and boards. This serves the community tremendously, as it provides experience and knowledge of the community for the policymakers and staff who will serve with them. This means that even though experience is being rotated out of office, it is also being rotated in, and term limits may even encourage gaining experience at the local level.

Practical Effects

The majority of our respondents thought the influx of fresh blood from term limits was a good thing. Change becomes fluid, and one city manager even commented that the staggering of elections helps maintain some sort of consistency along with fresh ideas.

There is most certainly an effect, however, on the city manager’s job, which includes taking the time to bring newly elected officials up to speed and developing relationships with them. It is worth noting that most look at this as simply part of their job, but the increase in new blood means there would be a bit of a redefinition of duties for some staff members and most certainly the city manager.

Staff members, aside from the city manager, are generally neutral on term limits, and it is not something that affects them to a major degree. The feeling is that they are oriented fairly quickly but it is also dependent on the individual, there is not a clear correlation. They are still bringing experienced people up to speed on budgeting and auditing processes, regardless of how long they have been there.

One concern also inquired about was the ability of a local government to communicate with higher levels of government when the amount of turnover in office is increased. For example, a new mayor may find it difficult getting in touch with a congressman or governor. Based on our interviews, there definitely is a ladder of communication that is more difficult for new mayors and councilmen to climb. Mayors do have to spend time developing those relationships. As one newly elected mayor put it, “You haven’t been going to the same dinner dances for 12 years as some.” A small minority of elected officials believed this to not be a great concern for local governance, and also noted that a strong staff can aid the process.

Lastly, an argument for term limits is that they will encourage people to run. This has truth to it. In our cases where localities had term limits for quite some time, we interviewed respondents who commented that they may not have run had their predecessor not been termed out. However, it is also worth noting that this is an aspect dependent on the person and municipality, and evidence does show that in other surrounding cities, council members, clerks, and mayors have not run unopposed in non-term limited governments.

Concerns and Counterpoints

There are several foils to the conclusions reached in this report that suggest term limits still may not be ideal for Tinley Park. First, there was a distinct difference in tone and response in governments where the position of mayor was stronger. Though we did not categorize or code these responses, many were indifferent or negative in sentiment towards some of the effects of term limits. It must be noted,

however, that in cases where both the mayor and council were term limited, these responses veered more towards indifference.

Many of our cases have tried over the course of time to change the term limits structure for their elected officials (i.e., extending the limits, or shifting from banishment to consecutive). These initiatives often fail. The inherent problem in this regard is that staff and elected officials are in the best position to determine if term limits are working for the betterment of the community, yet are almost hamstrung from changing them for the better if they determine that a change must be made. When left in the hands of the voters, the notion of term limits will almost always win, and attempting to change the structure of term limits looks bad, or even corrupt, in the eyes of the electorate. Thus, once term limits are enacted, a community may essentially be locking themselves into a system of governance from which they will not be able to escape.

One aspect that is abundantly clear regarding the implementation of term limits is that, in a council-manager form of government, the staff certainly enjoys a degree of empowerment. While we did not observe any abuses of this in our cases, we cannot make any conclusions on the degree to which abuses of power may happen. Term limits in local government do put more power, at least for a preliminary period when an official is first elected, into the hands of unelected staff members. This presents an interesting dilemma for Tinley Park, since many citizens who brought the term limits initiative to the fore originally also expressed deep concerns about the investment strategies of the village. If accountability and oversight is what they seek, perhaps a strategy that puts more power in the hands of the unelected may not be the proper path.

This study is also based primarily in qualitative methods, as well as small-sample analysis. Though it does argue that the elite interviews done here produce enough consistency across a broad enough range of populations and places, there is also little data to back up its claims. The commission recognizes that this is primarily due to a lack of time and proper resources to conduct a proper

quantitative research project. However, hard data on term limits is sorely lacking, and perhaps more information needs to be available in order for a suburb of Tinley Park's stature to consider such a drastic change in governance. Further, due to the size of the sample, there is always a chance that the sample, even though it was selected randomly, is biased.

Lastly, as one manager warned regarding the number of terms, it is important to keep in mind that large vision, long-term strategies can take sometimes upwards of 4-years to negotiate. Changing the political landscape to a great degree over this time can only cause problems for the city, as well as cost it significant amounts of money. In a village such as Tinley Park, which prides itself on long-term strategies and effective, efficient investment strategies, continuity certainly appears to have worked for the benefit of the community.

VI. MEETING AND SPEAKER SUMMARIES

Scott Niehaus – Tinley Park Village Manager (Presented March 27, 2013)

Scott Niehaus, Village Manager of Tinley Park, briefed the Term Limits Commission on facts and figures of the Village in order to acquaint the members with the community. He explained that the Village currently has a population of 56,703 and was incorporated in 1892. It is approximately 16 square miles, and the median age of the Village is 38. Median household income is \$77,000 and the EAV is at \$1.6 billion. In terms of the housing make-up of the community, 26% of the housing units are multi-family, and the rest is single-family residences as Tinley Park is a bedroom community.

The racial breakdown is as follows: Caucasian (84.4%), Hispanic (6.9%), African American (3.6%), Middle Eastern (1.2%), and other (3.9%). Most recently there has been an increase in the Middle Eastern population in the community. The major point of growth for the Village was in the 1980s and 1990s. In the early 1990s, Tinley Park was growing at 500 housing units/year.

The borders of the Village are Ridgeland Avenue to the east, and La Grange Road to the west; 159th Street to the north and Vollmer Road to the south. Tinley Park exists within four townships and two counties, Cook and Will. The multiple townships and counties affect education and bring challenges with taxes, coordinating parties, and explaining the reasons for differences.

There are two train stations in Tinley Park and a booming industrial district located in Will County that brings in 30,000 employees to the community to work.

Tinley Park has a Council-Manager form of government with six (6) Trustees elected at large who do not serve any particular district but the entire community. Tinley Park is also a home-rule community, which gives it additional power.

The Village Manager works at the direction of the Mayor and the Village Board and is not elected. He provides information to the Board to make decisions on policy and carries out the day-to-day operations of the Village.

The Village Board is in a committee structure, and is unique to Tinley Park, where each Trustee is assigned to a certain committee and is charged to lead the policy discussion on that particular area of governance. The committees include: Budget, Audit, & Administration, Planning & Zoning, Building & Compliance, Public Safety, Finance, and Public Works. They work very closely in committee. This type is one of the more active committee forms and functions very well.

Tinley Park is a full-service community, meaning it has its own Fire Department, Public Works, Dispatch, Health Inspection, Emergency Management Department, and Police Department as well as contracted ambulance service. Many of the major departments have part-time employees to supplement the full-time staff. The Fire Department is very proud of this fact; it staffs four stations, and has 120 part-time fire fighters and an average response time of four minutes. Public Works is responsible for streets, roads, bridges, electrical, but water is a separate entity.

The proposed budget numbers stand at \$42 million, transfer & economic Incentives are \$5.8 million (14% of budget), Operating expenditures are \$8.8 million (21% of budget), and salaries and benefits are \$27.8 million (65% of budget). In property taxes, Tinley Park represents 10-12% of the tax bill for most property owners with the largest component going to education. In January 2012, Standard and Poor's rated Tinley Park, an AA+ community, which very few communities in the nation have achieved.

Laura Godette – Tinley Park Deputy Clerk (Presented April 24, 2013)

The history of the Village of Tinley Park, for sake of comparing elected officials over time, needs to be separated into three eras.

- The Pre World War II Era is the time period from incorporation of the Village in 1892 until the eve of WWII. Elections were held every two (2) years and terms were limited to the same time frame. It was also likely that people took turns serving on the Board because it was difficult to commit time to local government in an age where running your own business or your own farm was a very time-consuming task. Elections every two years meant that there were many elections and a lot of turnover. During this time there were about fifteen men who served non-consecutive terms most likely due to the fact that the population was very small and only about a handful went after leadership positions.
- The Post War Boom Era is the time period when State Legislation changed in 1937 and while elections were held every two years; the terms were moved to four-year terms with 50% elected every two years. One potential theory for the extended term is that it would allow elected officials more time to know their job and offer the community stability. During this time period, Tinley Park was still a relatively small community with very little growth and government business to tend to.

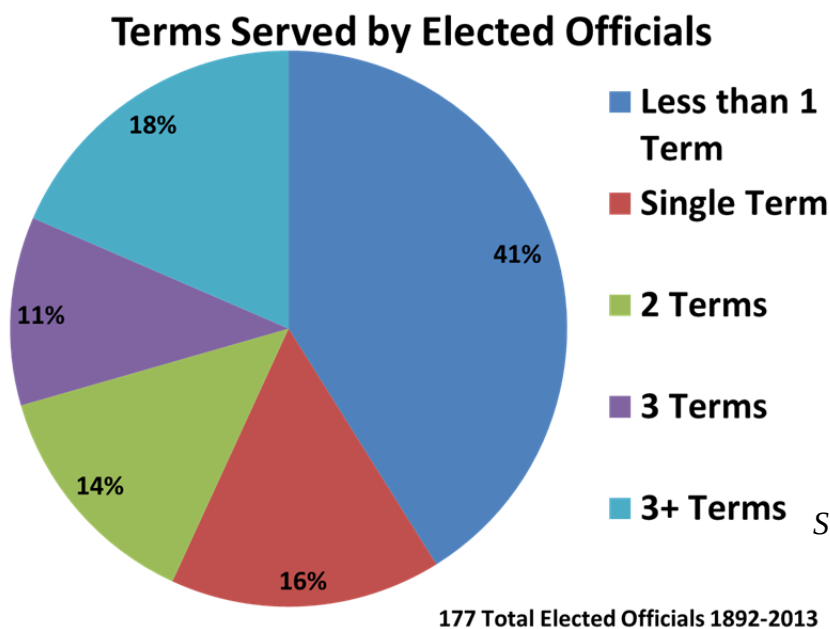
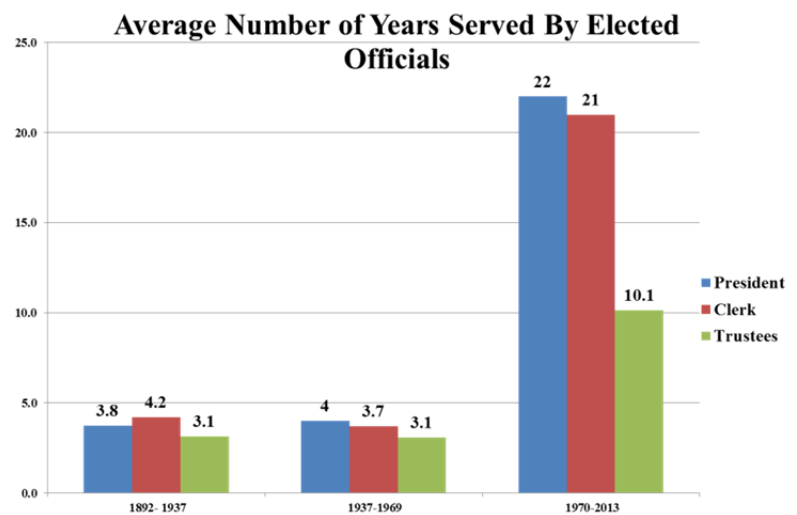
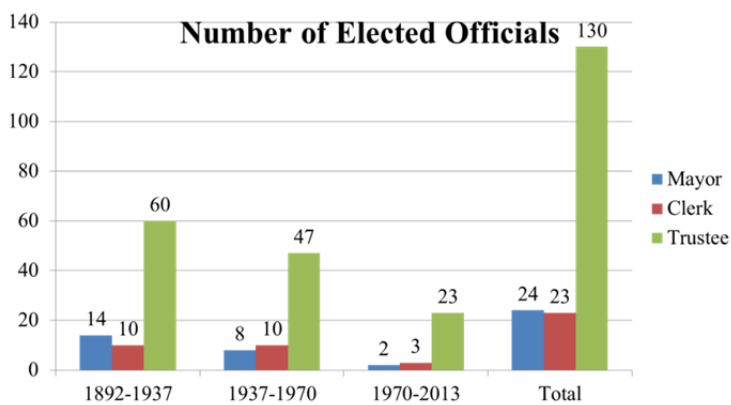
- The Modern/Professional Era is the time period that has coupled with the majority of the Village's growth. It coincides with the decision of the government to adopt a Village Manager ordinance (not referendum). Board members became increasingly more professional and were able to attend to Village business in the evenings and on weekends. Professional staff managed the day-to-day operations. This period also coincided with Board members serving for long tenures, perhaps because they were able to do so without it consuming their own daily lives. As it now stands, the Trustees are assigned to a specific committee; Budget and Admin, Public Works, Planning, Finance, Public Safety, and Building. In each area, the Trustee serves as *de facto* Mayor in that all matters related to their committee falls under their purview. Usually, the Trustee assigned has some type of background in the topic and so is a natural fit. The committee meetings are where the arguments, discussions, and statesmanship take place. By the time it reaches the Village Board, there is usually a 6-0 vote since it was already worked out in Committee.

To summarize the historical data figures on elected officials:

As the eras passed, the number of elected officials decreased due to the fact that the officials who were in office, stayed in office for longer periods of time. The current Mayor, Ed Zabrocki has served in office for thirty-two years and the current Clerk, Patrick Rea served as Trustee for thirty-seven years before becoming Clerk four years ago in 2009. Important to note is that the Mayor before Ed Zabrocki, Mr. John Dunn served for twelve years, and the Clerk before the current, Mr. Frank German served thirty-eight years. The current Trustees have served in the range of four to twenty-seven years in their positions.

In the first era there were fourteen mayors, in the second era only eight, and in the third and most recent era, only two. A similar pattern for the Clerk and Trustee positions exists where there were fewer and fewer individuals serving on the Village Board due to longer tenure. In terms of average

number of years served, to use the Mayor as example again, in the first era the Mayor on average served 3.8 years, in the second era they served four years, and in the third era they served on average twenty-two years. Finally, for the terms served by elected officials, the majority served less than one term at 41%, most likely due to the turnover in the first era of the Village. The second highest percentage of elected officials served 3+ terms (18%), third highest was a single term (16%), fourth highest was two terms at 14%, and lastly was three terms at 11%.



Steve Eberhardt – Attorney and Resident of Tinley Park

Resident of Tinley Park, Attorney Steve Eberhardt initiated the ballot that went out last November 2012 asking residents if they supported term limits. Mr. Eberhardt also ran against Mayor Zabrocki in the April election. He spoke at this meeting, outlining his desire to see term limits on elected officials in Tinley Park to the Commission. He explained the history of term limits and the comments that President Andrew Jackson made on how public office should not be “an engine for the support of the few at the expense of many”. He explained that he believes term limits would protect the disadvantaged, just as many other social programs.

Mr. Eberhardt went on to explain that he views the administration of Tinley Park as a political machine that disenfranchises the individual voter. He also explained that he sees the political machine culture spilling over from the City of Chicago, the county, and state.

Commenting on why he and some others decided to circulate the term limits petition, he explained it started when he and some neighbors organized as “Settler’s Pond Neighbors” to sue the Village after the Board approach to “up-zone and grant additional major zoning variances” for a senior housing development. He felt and explained that others expressed to him frustration with the Board.

With the 2010 Freedom of Information Act, Mr. Eberhardt was able to do further research into the operations of the Village and expressed discontent at what he found especially as it relates to the debt of the Village, the raise in salary to Mayor Ed Zabrocki, foreign travel expenses, and contracts for services to those with personal connections to the Mayor.

Mr. Eberhardt explained that the 1,900 people who signed the petition in favor of term limits showed that people wanted term limits and not lifetime politicians. He expressed frustration with the campaign interactions with Mayor Ed Zabrocki and Trustee Maher and the treatment he received upon challenging them.

He concluded, explaining that “term limits wouldn’t cost taxpayers a cent but that they would have the potential of saving taxpayers millions.”

Dr. James Nowlan – Former Illinois State Legislator, Senior Fellow with Illinois Institute of Government and Public Affairs, University of Illinois at Chicago (Presented May 15, 2013)

Dr. Nowlan explained that term limits run back far into history; as far as 5th Century B.C. in Athens where they had 500 members of the Assembly named each year, selected by lot from the citizens of the city. Contemporarily, as he was a young legislator, he knew of a legislator in New Mexico that had two, two – year terms and was term-limited out of service. In that case, he would contend that term limits was a bad policy as the legislator from New Mexico was doing fine work. Touching back on Illinois, the 1970 Constitution allowed for interrupted term limits; officials could come back after sitting out.

Dr. Nowlan commented on his experience in his hometown where the Sheriff and the Treasurer used to exchange places repeatedly in order to maintain control in those positions. Other examples of term limits would include President Franklin Roosevelt as he tried to do more of a “term dilution”. President Roosevelt was upset that old members of the U.S. Supreme Court were referring to the New Deal as unconstitutional and wanted an additional Justice, named but Congress did not accept the proposal. In this way, he attempted to dilute the authority of the sitting members. Additionally, in Illinois, current Governor Pat Quinn, earlier in his career had term limits on the Illinois ballot for legislators but the Illinois Supreme Court removed it from the ballot.

Dr. Nowlan then commended the Commission for the task at hand, commenting that if the objective of the Commission is to determine if term limits make a difference, positive or negative, then they will have a significant challenge. The quantitative research is very difficult to find on such factors. Many variables go in to government outputs and the sample size that Tinley Park has to work with is relatively small. He noted that his worry is that in several months the Commission may be frustrated to find a conclusion on whether one structure is better than another. There is no absolute

answer to the question, he believes, and stated that it depends on the situation and the values the local government is trying to maximize. Term limits have strengths but also drawbacks. He noted these strengths:

- Turnover, which may bring fresh thinking; unless a “machine” were able to perpetuate itself by selecting from their own group in to office.
- If power corrupts, and time in office accrues power, then term limits may limit the corruption by limiting the amount of power built over time.
- Term limits may ensure that a public that is not as attentive as they should be to government be forced to research local issues.

Drawbacks include:

- Loss of experience in office.
- The possible weakening of an elected council, or executive leader. A lot of people would be lost that otherwise would have stayed and developed expert knowledge and skill in government. This may also increase the power of staff and interest groups.
- Term limits denies the voters the opportunity to decide; limits are not democratic tools in and of themselves.

The options for mandatory rotation then, are: no limits, absolute limits, or service interruption limits.

He also added that he believes one term is not enough.

Tinley Park Village Attorney, Mr. Tom Melody (June 5, 2013)

Mr. Melody explained why a referendum is required to impose term limits. He stated that the Illinois Constitution, which governs home rule municipalities, states that a referendum is required (Article 7 Section 6). “A home rule municipality shall have the power to provide for its officers, their manner of selection and terms of office only as approved by referendum or as otherwise authorized by

law.” He stated that there is no other law that offers an imposition of term limits and the Village Board can’t just adopt a legal and binding set of term limits by ordinance.

Should the Village Board put forth a referendum to the citizens, the referendum should include the specifics of the terms proposed, such as number of terms, years, etc. Mr. Melody also clarified that the referendum put forth in the November ballot was not from the Village Board but came about from a petition of citizens.

Honorable Tim Johnson – Former State Representative and Recently Retired Congressman from Urbana, IL (Presented on June 5, 2013)

Mr. Johnson noted that he comes to the Commission as a “hypocrite” in that he is supportive of term limits but also served forty-four years in public service, two-thirds of his life violating the term limits. He explained that he was elected to Congress with a three-term term limit pledge, but quickly became aware that the pledge was unrealistic and many others who made the same pledge also ended up deciding the same. He went on to explain that unless there are institutional term limits, individual term limits do not work and that he would become a lame duck and find it very difficult to serve those in his district. A few weeks after entering office, he explained his change of mind to his constituents saying that he would not maintain his pledge and, if that was the reason they voted for him, then they should not vote for him in the next election. He went on to win that next election by 67% of the vote, which shows his constituents did not have an issue with the term limits.

Thoughts on Term Limits

Mr. Johnson explained he sees both the merits and demerits of term limits. He explained there is a tremendous advantage for an incumbent for Congress or the Legislature and perhaps for City Council; it is easier to raise money and receive media coverage. If people believe the system is out of control and we need turnover because of corruption, then term limits are a good idea. However, if

they are enacted they need to be at an institutional level rather than a piece-meal volunteer basis. The cons of term limits are that we have elections and the chance to enact term limits there.

From his personal experience he explains that term limits on an individual basis are unrealistic, they may work at the institutional level, but would still have to be malleable. A one-size-fits-all approach is not appropriate. If the system is restructured, there is a new expectation of how things function, and all parties can adjust accordingly.

He commented that within the Republican Caucus, they limit committee chairs to three terms and he doesn't think that that works particularly well. For example, the current Chairman of the Agriculture Committee is doing a great job and after the term is over, he will not be able to continue service, which is a shame. However, he imagines that his counterpart in the Democratic Caucus would say that the term limits are working quite well for them.

Mr. Johnson went on to comment, in response to a question, that as a U.S. Congressman or state legislator, long-term mayors are tremendous resources because the representatives know exactly whom to contact and have a history with them. Though this may not support term limits, it was easier to work with Mayors that he had dealt with before.

Commenting on an appropriate length for term limits, he noted that six years in State Legislature is too short and would recommend ten years or five terms. For Congress, he would recommend the same. He added that if term limits were to be enacted, he would want to grant the opportunity to return to service in the same office after someone was termed out. Additionally, when it comes to enacting term limits, his opinion is that it would have to be prospective and that existing officials should be able to stay in office until term limited out. It would be chaotic if many officials were ousted at the same time. He also commented that the lower the population base, the less reason for term limits due to the fact that candidates can go out and contact a good portion of the constituents door-to-door or with calls.

Honorable Tom Rooney – Mayor of Rolling Meadows, Illinois (Presented on July 10, 2013)

Mr. Rooney prefaced his address to the Commission with the comment that he is an “unabashed supporter of term limits” though his purpose was to provide information to the Commission rather than to advocate for the implementation of term limits.

History

Rolling Meadows passed term limits in 1995 with a newly elected mayor who proposed them as part of his campaign platform. The term limits were effective in 2003, when the first official was term-limited out. The structure in Rolling Meadows is such that the mayor is allowed two terms and alderman are allowed three terms. Rolling Meadows does not put a lifetime ban on city council officials but he also does not believe that allowing this is necessarily in the spirit of term limits. Since 2003, three aldermen have been termed out and they were all termed out in different election cycles. In Rolling Meadows, they have seven wards and the elections are staggered so that the odd-numbered wards have elections in a different cycle than the even-numbered wards.

Experience

Mr. Rooney shared an anecdote of a conversation he had with a current alderman who has done a great job. This alderman commented that he would not have run for office if his predecessor had also been running. The alderman explained that his predecessor did an adequate job, and most likely because he did an adequate job, he would have been re-elected. Mr. Rooney asked more people since this alderman if they would have run if their predecessors had been running and those asked commented similarly to the first gentleman, that they would not have run. One argument for not having term limits is that elections are term limits; however, Mayor Rooney feels that this mentality underestimates the power of incumbency. Newcomers cannot overcome the incumbency advantage and it proves to be an unfair fight.

Mr. Rooney explained that Rolling Meadows has not experienced any change in the staff-council balance as new people have come on the council and has seen no increase in the power of the staff. This could also be due to the fact that City Managers also cycle in and out. Rolling Meadows had four city managers over the past twelve years, due to various retirement and new job opportunities.

When Mr. Rooney ran and was elected to the City Council, he term-limited himself in that he said he would run only two terms and left after that. He supports term limits largely for the reason that he believes that term limits keep in check the mentality that can creep in over time. He has witnessed many who start to play games to see how long they can stay in office and when that point comes, there is a problem. Many go in with great intentions and then the game-playing to stay in office can start to creep in. He believes these people should not end their public service but, at that point where the mentality changes, they should give up the chair and give someone else a chance to fight for it.

Effects

Mr. Rooney explained that he cannot point to any negative financial issues because of term limits, but also cannot point to any positive issues either. When it comes to participation in the elections, he saw that when two of the three people were termed out, there were contested elections in those wards. Before term limits, they saw mostly unopposed races, but then had opposed races in two of the three wards. This may be an indicator. In terms of citizen participation in voting, he has not observed much of a change. Citizen surveys from 2003 reveal that 60-70% of citizens were fine with the mayor being termed out at that time. In relation to EAV and tax rate, Mr. Rooney commented that he has studied statistics and there is no way to show any kind of correlation between those factors and term limits. Addressing whether there has been more opportunity for women and minorities because of term limits, Mr. Rooney explained that when one of the alderman was termed out, he was replaced

by a woman on the council. This instance was the only one in which a woman joined the council in relation to term limits.

Chris Mooney – Professor of Political Science, University of Illinois, Springfield (Presented on July 10, 2013)

Dr. Mooney discussed his experience studying state legislatures. In 2000 he was involved in the Joint Project on Term Limits and did an extensive study of impacts of term limits in nine (9) states.

His studies revealed that the root cause of term limits in the 1990s was the dissatisfaction, especially among Republicans, with the lack of competition and incumbency during the 1980s. At that time, the Democrats dominated the House and incumbents were so entrenched with interest groups that term limits seemed a way to address the problem.

In 1990, Oklahoma, Colorado, and California had initiatives at the state-wide level to pass legislative term limits and these were surprisingly successful. The group, US Term Limits, formed and attempted to pass term limits in states that had initiative processes. Between 1990 and 2000, twenty-one states adopted term limits.

The pro-term limits people wanted to purge incumbents and get rid of heavy spending for re-election. Those opposed to term limits argued that limits reduce the incentive to represent citizens in the Legislature. Those opposed argue that it emasculates the legislature, taking away power from the elected and giving interest groups more. In technical and ongoing issues like the budget, institutional history may lead to expertise that is then lost with term limits. On the other hand, the favored relationships between the legislative and executive branches do not develop. At the local level, the executive branch would probably be running things and influencing more if there were limits on the legislative branch but not on the executive. With interest groups, it is not quite as clear what the effect may be; theoretically, the legislative branch would have less experience and be less able to counter the

arguments of the interest groups, but this also may lead to legislators being less beholden to interest groups. Additionally, there may be more corporate influence on the village manager and other staff when there is more turnover.

Dr. Mooney commented on the differences between states on how term limits have been enacted. Some have limits of six years, others have twelve years; some have lifetime bans while others allow for sitting out and then returning to office. Some states have constitutional provisions, while others are statutory.

Summarizing findings from his study of state-level term limits, he noted that the reform is relatively new so it will take a while to determine its effects. Right now is still considered a transition period for the reform, so the future will show its effects. However four impacts were studied in the research he and his group did, and are outlined below:

1. **Elections** – Advocates say term limits increase competition and reduce spending. Research shows that that did not happen at all. On average and overall, spending and competition do not decline. However, there is a specific pattern. If there is an incumbent running, no one will run again. When that person has been termed out then many people run. This shows a lot of competition for one cycle, and then that person serves until they are termed out. This stirs the pot politically. When people are forced out from the Legislature, they go on to serve in Congress, state office, or local office. At the State-level, you have local and county officials run. The term limits cause more churning, turnover, and people moving from office to office.
2. **Legislative demographics** – Advocates say term limits would allow for more minorities and women to serve and get rid of career politicians. There has been no evidence of term limits having an impact for career politicians. People who are termed out still have the desire to serve local office or continue on in some other way. Regarding advocates' claims to an increase in female and minority representation, there has been very little impact there. There

may be acceleration in the trend of increasing representation but not a great amount.

Additionally, advocates argue there will be more turnover. However, in some states like Montana and Arkansas, there was not more turnover because these states always had high turnover rates.

3. **Legislative process** – Findings showed that new legislators under term limits more partisan, less knowledgeable about policy, and less focused on districts for good or ill. Legislators become less partisan over time. The law-making process then becomes more chaotic, more confrontational, and unpredictable as everyone is trying to get something done without knowing as much about policy. However, there is some evidence that states figure it out after a while. Everyone adjusts to the new process on how to elect leaders and get the committee system set up. There is some evidence that term limits result in less time spent representing constituents and making policy. One researcher calls it the 2-2-2 rule. In the first two years, they are learning how to legislate. In the second two years, they're legislating, and in the third two years, they're looking for another job.
4. **Power relationships** – The most obvious impact of term limits is that they significantly reduce the power of the legislative branch relative to governors, and legislative staff. There is evidence that shows that legislative leaders do have reduction in power. The findings were unclear on the impact of interest groups, however they did find that lobbyists hate term limits more than anyone else because it causes more work for them. Lobbying is about relationships and educating lawmakers to talk them into a specific point of view. Sometimes one-third of the assembly is new and so more lobbyists get hired to meet, greet, and get to know all the new people. There may be some reduction in ethical behavior as there are fewer long-term consequences.

Term limits are extremely popular with voters and are always approved. The trend in terms is that eight years is most common, though the range is from six to twelve years and the Senate usually allows more years than the House. There are also differences in the states in the consecutive versus lifetime bans. The studies show that those in a term-limited office are more likely to run again and change offices than those who are not in term limited offices, because term-limited people probably continue public service in some way. For Tinley Park, Dr. Mooney commented that he would think that staggering the terms would be a best practice because it is undesirable to have everyone turned out at the same time. When it comes to length of terms for the different branches within Tinley Park, he commented that the executive branch generally has shorter terms than the legislative branch in the states and that may be an approach Tinley Park could take.

The US Supreme Court threw out the idea of term limits on Congress with the backing that states cannot impose requirements on office that are not in the US Constitution. They could do it, however, at the state-level. In the states where their own supreme courts overturned term limits, they argued that it restricts people's votes, not allowing them to vote for whom they choose.

The literature touches on what term limits does to spending, though not on project implementation. On spending, there has been debate whether it reduces it or not, but no research shows that it increases it either. There was some discussion in the interviews they held for the study on state-level term limits that legislators have pet projects that they want to see through, and those could be discontinued after they leave office.

Dr. Mooney commented that the percentage of the vote that Tinley Park saw in favor of term limits at about 70%, was a normal phenomenon and that is a common trend for term limits' approval.

Summary of Comments from the Public

First Meeting - None

Second Meeting

Tinley Park resident of 31 years, Don Budny pointed out that if term limits were put on Tinley Park officials, it would only be affecting 2% of Illinois. Voting is a democratic process that would be usurped by term limits.

Tinley Park resident of 20 years, Larry Canning commented that from his experience campaigning for the school board, many he talked to were happy with the current administration, though wanted term limits at the national level. He does not feel the officials are corrupt or exhibit any type of political machine.

Tinley Park resident Lucas Hawley spoke in favor of the referendum, stating that the residents had no confusion about what they were voting for; they voted in favor of term limits and their votes should be respected.

Third Meeting

Resident, Don Budny commented on the fallacies of term limits, pointing out that if there were two four-year terms, those in office could switch between positions (Mayor, Clerk, Trustee) and stay in office for a total of twenty-four years. Additionally, there is the potential for the trustees to groom their family members to fill the slots they or others leave behind. Name recognition plays a big part in elections, making it difficult for anyone else to get elected. Term limits are best to be set at the Federal level first, then the state, then the county, and then the villages and cities.

Forty-year resident of Tinley Park Joan Hoffman commented that the current administration has done some wonderful things but also some disturbing things. She commented on the debt of the Village, attributing part of that to the construction of the second train station and the possible round-

about. Additionally, she commented that safety is important but might not be a must-have. Other concerns she noted included the state of the median strip on Harlem Avenue and the vacancies of businesses downtown. She also commented on the dissatisfaction with the Board for how contracts are handled with garbage pick-up, printing services, and engineering services. She commented that term limits are needed because of the power of incumbency and that the votes registered by the people in favor of term limits should be respected.

Tinley Park resident Steve Eberhardt asked about mayors in surrounding villages since the 1970's and whether the incumbents ran uncontested. He also commented that if term limits can only be instituted via referendum that the referendum needs to be placed on a presidential or gubernatorial ballot so that voter turnout is high. They also suggested that the Village Board host an open meeting and take suggestions about the structure of term limits.

Resident, Lucas Hawley questioned if there was any correlation between municipalities that imposed term limits and corruption before and after term limits were instituted.

Fourth Meeting

Tinley Park resident Maryann Czarnecki asked if the timing of the municipal elections can be changed to when presidential elections occur to increase voter turnout. She also noted that there should be a stipulation in the term limits that allows an elected official who has already completed his or her term to fill a vacancy of someone who has passed away or resigned mid-term

Tinley Park resident Andrew DeLuca commented on the listing of debt on their Cook County tax bill as well as pension funding in the Village.

Tinley Park resident Patricia Eberhardt commented that residents have a difficult time finding information on the Commission meetings and would appreciate more advertisement.

Fifth Meeting

Tinley Park resident Steve Eberhardt approached the Commission to reiterate the point that the guest speaker, Mayor Rooney made; “Never underestimate the power of an incumbent.” He went on to explain his negative experiences in the most recent campaign running for mayor as well as revealed some FOIA requests in which he felt the current administration has abused power.

Tinley Park resident Joan Hoffman asked Mayor Rooney if he noticed a difference in voter turnout when term limits were enacted to which he responded he did not. He also mentioned that statistics showed that voter turnout increases when the Mayor is up for re-election and decreases when he/she is not.

Sixth Meeting

Tinley Park resident Michael Twomey, suggested that even though it sounds like from the opinions that there is not a firm conclusion on the effects of term limits, the Commission should give a suggestion as to the framework of how term limits should be set up if they are to be adopted. He noted that if the referendum had the kind of details about what the terms would look like, that the vote may have been different.

Resident of Livonia, MI and Commissioner on Livonia’s Human Relations Commission, John Dalton, said that he would encourage the Commission to enact term limits. However, he mentioned that he would suggest allowing non-consecutive terms, as they have in Livonia, rather than banishment.

VII. COMMISSION OPINION

Commission Findings

Based on the studies of the research team and dialogue with policymakers and experts, the Tinley Park Term Limits Commission finds:

1. There is a real paradox that must be recognized regarding the passage of the term limits initiative. While it is true that almost 72% of the voters approved the concept of term limits, five months later in the mayoral election the voters also voted to keep the current mayor and village trustees. If this were simply an issue of going by the will of the voters, it would be impossible to accommodate both votes.
2. The research presented suggests that once term limits are enacted, it is very difficult to change or remove them. This poses risks for the Village, because, if term limits are not working for the benefits of quality of life in Tinley Park in the future, the Village may find it difficult to change or remove them.
3. While there is clear evidence that candidates may be more apt to run, changes regarding the efficiency and effectiveness of governing are no sure thing. The implementation of term limits should be done solely in the interest of creating more efficient governing. It has become very obvious that in Tinley Park negative sentiment towards government by a few individuals stimulated the term limits advisory referendum. Yet, the April 2013 election shows that over 70% of the voters are satisfied with the current administration.
4. There is no evidence that shows term limits have a direct effect on voter turnout.
5. Congressman Tim Johnson made it very clear that long-term mayors have an advantage in Springfield and Washington in working with legislators to obtain what their town needs. Several cases in the study of the research team also supported this claim.
6. Dr. Chris Mooney and Mayor Tom Rooney stated that spending was not affected with or without term limits. They also both stated that corruption was neither more or less.

7. Dr. Mooney also confirmed that if term limits are placed on a ballot, they are passed almost all of the time.

8. Mayor Rooney, corroborated by the majority of the cases of the research team, found that there really were no changes in the operations of the local community. Those most happy with term limits recommended a mayor serve two four-year terms and aldermen serve three four-year terms. The aldermen should be termed out in different cycles to create some sort of continuity in governing.

9. It seems we have only begun to understand the impact that term limits could have on the community of Tinley Park. The work of the research team, as well as the commission, appears to be the very beginning of understanding how term limits might work in smaller, suburban governments.

Commission Conclusions

The Tinley Park Term Limits Commission recognizes the efforts of both the government of Tinley Park as well as the grassroots effort that brought the advisory referendum to fruition. Based on the information given to the commission, as well as firsthand experience in working with the government, the commission would like to recognize the commitment to efficient and ethical local governing that the staff, trustees, mayor, and electorate exhibit. While this is not our charge, the commission does not feel, according to both the evidence presented and the personal experiences of the commissioners, that there has been an abuse of power or corruption within the government of Tinley Park.

Further, throughout the monthly meetings, the commission heard serious criticism of three policies; water rates, refuse collection, and tax rates. After extensive research and dialogue with the village manager, the commission finds that these policies appear rational, effective, and developed with sophisticated professional input, attentive to the details and complex environment facing the village.

The commission also recognizes that the organizers of this term limits initiative have provided a strong presence in the process: regularly attending meetings, providing valuable documentation on

administrative practices, and participating in what the commission feels is certainly an active and engaging dialogue. Their time and input throughout this process has been greatly appreciated, and is a testament to the benefits of democratic practices.

The commission also recognizes that it was put in a most peculiar position of having to discuss and deliberate a subject that, up until this point, had practically no existing research done on the matter. While studies on term limits at the state and federal level are plentiful, the undertakings of the research team are the first steps in this completely new area of term limits studies. In an area where there was no clear answer going into the research process, the fact that local-level term limits were a journey into such new territory only compounded the problem.

Throughout the debates the commission heard on term limits, the reality of incumbency advantage became apparent. Though the commission recognized the reality of incumbency advantage, the reality of term limits initiatives having high success rates must be recognized as well. The commission finds that, even though the advisory referendum passed by a large margin, our studies show that this is quite common with term limits initiatives. And paradoxically, shortly after passage of the referendum, Tinley Park reelected its incumbents.

Therefore, the majority consensus of the commission is that it cannot issue a full recommendation for the Village of Tinley Park to institute term limits for its elected officials. However, if the Village Board does choose to enact term limits, the commission finds that the information collected by the commission staff provides good guidance on how to construct mandatory term limits. If the village board does decide to proceed with enacting term limits, the commission recommends that they be implemented for three terms of four years, in a consecutive format as defined by this report, without retroactivity for any sitting elected officials. The commission also recommends that should the Village Board enact term limits, it should provide flexibility for future administrations to amend the structures of the limits if it is clear that the format is not serving the Village well.

Dissent (Submitted by Commissioner Neil Finnerty)

The mission statement for this commission states that we are to determine for “the benefit or detriments of mandatory term limits upon the governance of Tinley Park and its quality of life.” My dissent is rooted in this mission put before the commission. The mission before the commission was not to determine how well the Village has been run over the last several decades, or to determine what voters meant when they voted 72% in favor of: “Shall the Village of Tinley Park pass an ordinance imposing term limits on all its elected officials?”

The mission of the commission was to review the research submitted to us by the research team after they talked with other towns and villages who have term limits. Their findings were from scholarly research and interviews with the staff as well as elected officials in those towns and villages. When the research director was asked, in his opinion, if the benefits outweighed the detriments, he responded that based on his sample, his observations show that in a council-manager form of government, with a strong staff, (which Tinley Park has), the benefits would probabilistically outweigh the detriments. There were also no major detriments expressed by the cases that were researched. Based on the study of the research team, the city manager, and administrative staff (who essentially handle the ushering in of new officials), term limits are a perfectly doable thing for council-manager staffs.

Based on the electorate, 72% voted to impose mandatory term limits for all elected officials. It is now up to the Village Board, not this term limits commission, to answer the voters.

THIS REPORT IS PRESENTED THIS 18TH day of September, 2013.

BY

Judge Kent Slater, Term Limit Commission Chair

Dr. Vita Meyer, Term Limit Commissioner

Neil Finerty, Term Limit Commissioner

John Perry, Term Limit Commissioner

Donald Peloquin, Term Limit Commissioner

David Ribbens, Term Limit Commissioner

Pastor Mark Timmer, Term Limit Commissioner

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APPENDIX A

Resolution No. 2013-R-005

*A RESOLUTION CREATING AND AUTHORIZING A SPECIAL
COMMISSION TO STUDY AND PROVIDE A WRITTEN
RECOMMENDATION TO THE CORPORATE AUTHORITIES ON THE
QUESTION OF TERM LIMITS FOR ELECTED OFFICIALS*

RESOLUTION NO. 2013-R-005

RESOLUTION CREATING AND AUTHORIZING A SPECIAL COMMISSION TO STUDY AND PROVIDE A WRITTEN RECOMMENDATION TO THE CORPORATE AUTHORITIES ON THE QUESTION OF TERM LIMITS FOR ELECTED OFFICIALS

WHEREAS, an advisory referendum appeared on the ballot in the November 6, 2012 general election which asked, “Shall the Village Board of the Village of Tinley Park pass an ordinance imposing term limits on all its elected officials?”; and

WHEREAS, at the November 6, 2012 general election, the question as presented received 16,808 affirmative responses and 6,635 negative responses of a total of 25,583; and

WHEREAS, the Corporate Authorities of the Village of Tinley Park, Cook and Will Counties, Illinois (the “Corporate Authorities”) believe that the question of mandatory term limits is an important issue which will impact the residents of this Village for years to come and which therefore requires careful analysis; and

WHEREAS, the Corporate Authorities have determined that this issue should be carefully studied by an independent special commission as set forth herein;

WHEREAS, the Village of Tinley Park is a home rule municipality pursuant to the provisions of Article VII, Section 6 (a) of the Illinois Constitution of 1970, and as such it may exercise any power or perform any function pertaining to its government and affair;

NOW, THEREFORE, Be It Resolved by the President and Board of Trustees of the Village of Tinley Park, Cook and Will Counties, Illinois, as follows:

Section 1: The Preambles hereto are hereby made a part of, and operative provisions of, this Resolution as fully as if completely repeated at length herein.

Section 2: There is hereby established the Village Special Commission on Mandatory Term Limits (the “Commission”), which shall consist of seven (7) members appointed by the Mayor with the advice and consent of the Village Board. Members of the Commission may or may not be residents of the Village. The Commission Chair shall be appointed by the Mayor, and the Chair shall preside over all meetings of the Commission. The appointed Commissioners should if possible have professional experience in local government affairs. Each member shall serve without compensation, but reasonable expenses incurred in the performance of Commission duties will be reimbursed by the

Village. In the event of a vacancy on the Commission, the Mayor shall, with the advice and consent of the Village Board, appoint a Commissioner to fill the vacancy within thirty (30) days of the vacancy occurring.

Section 3: The Commission shall have the following functions and duties:

- A. To hold meetings at least monthly and more often if necessary in locations convenient to the public and subject to the Open Meetings Act, which may include public comment if appropriate;
- B. To gather data from other local governmental entities which have established mandatory term limits;
- C. To actively search for findings presented in scholarly papers, media reviews, and appropriate comments from recognized consulting firms;
- D. To study, research and review the experiences of other local governmental units, including governmental units both inside and outside of the State of Illinois, if applicable, which have imposed mandatory term limits on their elected officials;
- E. To objectively consider the benefits and detriments that mandatory term limits have created in the governmental units in which they have been adopted; and
- F. To issue a written consensus report and opinion to the Corporate Authorities upon the conclusion of their study, which may or may not have comment on mandatory term limits, and which may offer suggestions as to best practices if mandatory term limits are adopted.

Section 4: The Village shall provide, at its expense, secretarial and research assistance to the Commission, which may include Village employee(s) or outside personnel with proven academic or professional interest or expertise in this area. Such assistance shall be subject to the supervision of the Office of the Village Clerk. All routine expenditures associated with assistance to the Commission will be incurred in compliance with applicable Village policy. However, any contractual expense in excess of \$3,000 must be approved by the Village Board.

Section 5: The Commission shall issue a written report to the Corporate Authorities after it has concluded its study and research, which report shall be a consensus opinion provided to the Corporate Authorities as to whether or not mandatory term limits for elected officials are advisable or desirable in the Village of Tinley Park. The report shall include an opinion as to best practices on the structure, duration and implementation of mandatory term limits and if the opinion is that they be adopted, comment on the best practices of such structures from across the Nation will be included. The report shall also include any minority or dissenting opinion and the reasons therefor. This consensus report shall be issued no

later than 180 days after the first meeting of the Commission. In the event that the Commission is unable to finish its work and provide its report within the required time frame, it shall through its Chair submit a written request for additional time, citing with specificity the reasons additional time is needed, to the Mayor and Village Board, which shall consider the request and provide a response at an open meeting of the Village Board.

Section 6: The Corporate Authorities shall receive the report of the Commission and shall consider it before taking any action thereon. The Corporate Authorities may accept or reject all or any part of the Commission's report and recommendation. Action by the Corporate Authorities shall occur within sixty (60) days of the receipt of the report.

Section 7: The Commission shall be disbanded automatically after the Corporate Authorities have taken final action on the report.

Section 8: That this Resolution shall take effect from and after its adoption and approval.

ADOPTED this 5th day of February, 2013, by the Corporate Authorities of the Village of Tinley Park on a roll call vote as follows:

AYES: Seaman, Hannon, Maher, Staunton, Leoni, Grady

NAYS: None

ABSENT: None

APPROVED this 5th day of February, 2013, by the President of the Village of Tinley Park.

Village President

ATTEST:

Village Clerk

APPENDIX B

TERM LIMIT
COMMISSIONERS' BIOS

TERM LIMIT COMMISSIONERS

KENT SLATER



Kent Slater, of Normal, Ill., joined the law firm Spesia & Ayers in 2007 after having served for 16 years as a judge on the Illinois Appellate Court in Ottawa, including (in his final years) as Chief Justice.

Justice Slater served two terms as a member of the House of Representatives in the Illinois General Assembly from 1985 to 1988 and was a Circuit Court Judge for the Ninth Judicial Circuit of Illinois from 1988 to 1990. Prior to his election as judge, Justice Slater was a partner in the firm of Lucie, Heiser & Slater in Macomb, Ill. Justice Slater received a bachelor of science degree in 1968 from the University of Illinois and a juris doctorate degree from John Marshall Law School in 1975. He also received a master of laws degree in 2001 from the University of Virginia School of Law in Charlottesville, Va. Justice Slater is a member of the Illinois State Bar Association and the Illinois Judges Association and has received several awards, including the Distinguished Alumni Award from John Marshall Law School and a Bronze Star for his service in the United States Army during the Vietnam War.

DONALD E. PELOQUIN

Blue Island Mayor Donald E. Peloquin, of Blue Island, is a 1968 graduate of Eisenhower High School. He attended Thornton Community College for a year before serving in the U.S. Army during the Vietnam War. Mayor Peloquin graduated in 1975 from Worsham Mortuary School and is a licensed funeral director and embalmer. He is co-owner and president of Hickey Memorial Chapel, a family business started in 1928 with locations in Blue Island, Midlothian and New Lenox. In his nearly 30-year tenure as Blue Island mayor, Peloquin negotiated the first union contracts for the city; helped elect the first Hispanic and African-American city aldermen; worked with state officials to build a new handicapped-accessible city council chambers; organized a joint action group that allowed St. Francis Hospital to remain open and viable; and worked with local mayors to set up a regional dispatch center, among other accomplishments. Mayor Peloquin is an active member in the Southwest Conference of Mayors and the South Suburban Council of Mayors.



JOHN PERRY



John Perry, of Woodridge, Ill., served as Village Administrator for the Village of Woodridge from 1989 to 2009. He also served the Village of Park Forest from 1972 to 1989, initially as an assistant to the Village Manager before becoming Village Manager himself in 1982. Perry was recommended to serve on the commission by the Illinois Municipal Managers Association. He has published widely in municipal government and has lectured throughout the United States and China on municipal government structure. Perry has a proven track record of translating strategy into operating success and has a tremendous capacity to mentor and train young professionals. He has a

unique insight into interface between private, nonprofit and government sectors and has demonstrated leadership skills proven to develop outstanding teams. Perry received a bachelor of arts degree in 1970 from the University of Chicago and a master of public administration degree in 1972 from Syracuse University. Perry has received several accolades throughout his career, including the Robert Morris Lifetime Achievement Award, the 2012 Maxwell Public Administration Alumni Award and the Woodridge Chamber of Commerce's William Murphy Excellence Award.

DAVID RIBBENS

David Ribbens has been the director of athletics at the University of Chicago Laboratory Schools since 2003. He also served as an assistant professor of physical education at Trinity Christian College from 1979 to 2002. Ribbens received a B.A. in physical education in 1979 from Calvin College and a master's degree in physical education in 1984 from Chicago State University. He participated in the doctoral program at Springfield College from 1990 to 1994. Ribbens is a skilled negotiator, teacher and public speaker who has a long history of volunteer service with organizations such as Compassion International, the South Side Fire Youth Soccer Club and B.I.G. Academy. Ribbens has been inducted in to several athletic halls of fame, including the Illinois Basketball Coaches Association, National Christian College, Trinity Christian College and the Chicagoland Collegiate Athletic Conference.



NEIL J. FINERTY

Neil J. Finerty, of Tinley Park, is a labor consultant for a heavy manufacturing company that has locations in Alabama, Illinois and Tennessee. He has extensive senior management experience with a number of major American corporations. Finerty is focused primarily on industrial relations and has negotiated more than 700 collective bargaining agreements, including effects bargaining closing agreements, throughout the country. He also has participated in several acquisition and divestitures and has performed training and development in labor relations. Finerty served as corporate vice president of labor relations at Dean Foods Company from 1995 to 2010, and as assistant labor relations director for Borden Inc. from 1974 to 1994. He also has been a corporate personnel manager at Rust Oleum Corporation, manager of industrial relations at Litton Industries Power Transmission Group and regional personnel supervisor at National Tea Company. Finerty received a bachelor of science degree in business administration in 1967 from Lewis University and did graduate work at Loyola University from 1970 to 1972. He also participated in the Executive Human Relations Program at the University of Michigan in 1996.

THE REV. MARK TIMMER

The Rev. Mark Timmer, of Tinley Park, grew up on a small farm near Zeeland, Mich. and attended Zeeland Public, Zeeland Christian and Holland Christian schools. Rev. Timmer received a B.A. in Greek in 1983 from Calvin College in Grand Rapids, Mich. He graduated in 1987 with a master's degree in divinity from Calvin Theological Seminary. After receiving training at churches in Anchorage, Alaska and Indian Harbor Beach, Fla., Rev. Timmer was ordained as a minister in the Christian Reformed Church in North America before becoming a founding pastor of a church in McMinnville, Ore., where he served until 1993. Rev. Timmer served for nine years as pastor of Hillcrest Church in Denver, Colo., before moving to Tinley Park and becoming pastor of Faith Christian Reformed Church in 2007. Rev. Timmer is the regional supervising pastor in the Southwest suburbs for his denomination and has been a four-time delegate to denominational synods. He also has been an executive board member for the Chicago Christian Counseling Center in Orland Park and chairs the Tinley Park Ministerial Association.



DR. VITA MEYER

Dr. Vita Meyer received a bachelor's degree from Carroll University, a master's degree in educational administration from Governors State University, and a doctorate in educational leadership from Loyola University. For 35 years, Dr. Meyer was a teacher, coach, athletic director and assistant principal at Bremen High School District 228. She also was principal at Bremen High School during her last 12 years with the district. After she retired from the district, Dr. Meyer joined the faculty at Governors State University and became supervisor of the Alternative Education Program for 11 years. She also served as project leader for an induction and mentoring grant for teachers and administrators. Dr. Meyer also was on the leadership team for Illinois State University for the Gates Grant, which trains administrators throughout the state on the importance of research and data in improving student achievement. Dr. Meyer also served on District 228's school board for four years, the last two as president. She has been a Tinley Park resident for more than 45 years.