



# LEGISLATIVE ACTION PROGRAM 2011

## CRITICAL PRIORITIES

- PUBLIC SAFETY PENSION REFORMS
- PROTECT MUNICIPAL REVENUES

## PRIORITIES

- FOIA REFORMS
- REPEAL OR AMEND P.A. 96-1416: STANDARDS FOR DISPOSAL OF CLEAN CONSTRUCTION DEBRIS
- ELIMINATE LEGISLATIVE BARRIERS TO CONSOLIDATION OF POLICE AND FIRE SERVICE

This document represents municipal positions on state and federal issues affecting local government and the DuPage Mayors and Managers Conference's desire to build and maintain a collaborative partnership between state and local government as we serve our common constituency.

# LEGISLATIVE PRIORITIES

*Legislative Priorities* are those specific, important issues that the Conference pursues either through drafting and sponsoring legislation; or through strong advocacy in cooperation with other municipal organizations. Legislative Priorities have always been the primary focus of our legislative efforts.

## **CRITICAL PRIORITY: PUBLIC SAFETY PENSION REFORMS**

In 2008, the legislature adopted proposals from municipalities that would bring improved accountability, ethics, professionalization of fund management, conflict-of-interest restrictions, and public disclosure of pension board activity. In 2010, police and fire pensions became a two-tier system that gave some relief to municipalities – though that relief will mostly occur in future years. These reforms were important and overdue – but more still needs to be done.

- *Pension Reform for CURRENT Public Safety Employees* – It is imperative that mitigation for existing benefits of employees be addressed. These provisions continue to put communities in jeopardy of bankruptcy. The only way to stabilize municipal budgets and current pension benefits is to enact legislation that will prospectively reduce the pension benefits that current employees will earn as a result of future work performed after the legislation takes effect.
- *Remove Pension Levies from Tax Cap* – Because of previous state-mandated pension increases, combined with current economic conditions, it is imperative to have pension costs removed from the tax cap for non-home rule communities.
- *Pension Boards* – Both police and fire pension boards are essentially run by the beneficiaries of the pension (boards are comprised of two members appointed by the mayor; two active members participating in the pension system; and one annuitant). Because of this, the employer may be completely cut out of the decisions made about the system. The employer, not the employees, should have majority representation on the pension board. In addition, municipalities used to have the right to appear before police and fire pension boards to provide evidence that might contradict a disability claim, or to aid in the determination regarding whether a pension benefit should be awarded. That right was taken away by the courts, and it needs to be restored by the General Assembly.
- *Permissive Authority for Police and Fire Pension Boards to Invest Funds in IMRF* – Police and fire pension boards are restricted to certain investments based upon the fund's size, but they should be allowed to voluntarily elect to invest money with IMRF, a professionally managed system subject to far fewer investment restrictions.
- *Oppose All Pension Sweeteners for Either Tier* – Because only the legislature can determine pension provisions, and has used that authority liberally in past years, the recent reforms will be meaningless if additional benefit increases are granted. The legislature must reject ANY pension sweetener that affects either tier of either the police or fire pensions.
- *Increase Employee Contributions* – A fundamental principle of pension funding is that employees as well as employers contribute to pension costs. Taxpayers contribute about 200% to 300% more toward pensions than do the employees themselves. The employee's contribution should be increased to bring it even with the amount contributed by the taxpayers.

- *Enact a Rolling Amortization Period for Pension Funding* – Under the current law, 2040 is the fixed deadline for amortizing the pension debt. This fixed deadline exacerbates the pressure on the taxpayers, as they will see their contribution amount continue to climb. The fixed deadline is unnecessary. The Government Accounting Standards Board, which is the source of generally accepted accounting principles for state and local governments, currently permits a 30-year rolling amortization period. This generally accepted accounting principle should be applied to protect the taxpayers who fund the police and firefighter pension systems.
- *The Compliance/Penalty Provisions in Senate Bill 3538 Must be Amended* – These provisions do not become effective until 2016, and will be preceded by COGFA studies. Nonetheless, the Conference will continue to work for compliance that is reasonable, understandable, and fair to pension systems and taxpayers.

*Continued reforms to the police and fire pension systems are needed to protect the pension systems and the obligations to police officers and firefighters, while recognizing the on-going stress these pensions place on municipalities and their taxpayers.*

## **CRITICAL PRIORITY: PROTECT MUNICIPAL REVENUES**

Local governments are challenged to fund essential services with existing resources. Local revenue sources are limited and restricted by the state and many revenues are dependent on state authorization, collection and distribution. Municipalities are often threatened with revenue diversions (both permanent and temporary) and state fee increases (beyond the value of the service provided).

Recently, municipalities have opposed efforts to reduce the local share of income tax, sales tax “holidays” that decrease revenue, and annual funds sweeps that divert funds intended for local programs. Further, the state has recently been up to six months behind in Local Government Distributive Fund (LGDF) payments to municipalities.

The Comptroller should be required to transfer funds from the General Revenue Fund to the LGDF and distribute those funds to municipalities within seven days after receiving the certification from the DOR and the Treasurer’s Office, and a penalty would occur if the funds were not transferred and distributed within 21 days.

*The state should not balance its budget on the backs of municipalities. and should not disrupt local budgets by removing or reducing local revenues.*

## **FOIA REFORMS**

Municipalities have worked with the new FOIA legislation (P.A. 96-0542) for more than half a year, and have begun to identify some minor changes that would make the Act more user-friendly and less reliant on adjudication with the Public Access Counselor.

These changes include:

- Charge a fee for providing records for commercial purpose that is based on the full cost of producing the records or the easily discernable commercial value of the record;
- Any public document that is available on a municipality’s website would satisfy the requirements of FOIA; and
- Require the General Assembly to be subject to FOIA.

*The Conference has worked with members to implement the new FOIA provisions. but there is a need to make some changes to small items that have a significant impact to municipalities.*

## **REPEAL OR AMEND P.A. 96-1416: STANDARDS FOR DISPOSAL OF CLEAN CONSTRUCTION DEBRIS**

Public Act 96-1416 has resulted in significant impacts on municipalities, increasing the cost of public improvement contracts and day-to-day public works operations.

The Act is intended to provide enhanced environment protection by enacting more rigorous regulation of Clean Construction Demolition Debris (CCDD) fill sites. Spoils from municipal operations (such as excavation for utility repairs, tree planting, and public improvements) have generally been transported to CCDD sites for disposal.

P.A. 96-1416 is intended to reduce the probability that contaminated material would be incorrectly classified and dumped in a CCDD site. However, when applied to day-to-day municipal operations, the new legislation will generate substantial difficulties, which will result in an increase in municipal costs.

Changes should include:

- Apply appropriate definition of “uncontaminated soil”;
- Allow the temporary stockpiling of small excavations into a larger unit to provide for more cost-effective testing;
- Exempt excavations of negligible volume (such as tree planting); and
- Change the designation of municipal right-of-way to “residential”.

*The Conference objects to important and complicated legislation passed without detailed review and requests the repeal of this legislation in order for it to be studied and reviewed thoroughly.*

## **ELIMINATE LEGISLATIVE BARRIERS TO CONSOLIDATION OF POLICE AND FIRE SERVICES**

Government at all levels are struggling to maintain programs and services with decreasing revenues, but barriers (statutes, rules, home-rule limits) often make it difficult to consider significant cost savings through consolidation.

Municipalities are especially interested in developing better ways to provide programs and services without raising taxes or fees and living within their means. One significant opportunity that would have a major impact on municipal budgets is coordination and consolidation of services – especially the two biggest programs with the greatest financial costs: police and fire.

There are several efforts underway (large and small) to move toward coordination and consolidation. But state statutes often affect these efforts – either through legislation that limits or prohibits these efforts, or through lack of legislation necessary to implement these changes.

Some examples that municipalities pursuing coordination and consolidation have found include:

- Multiple referendums to dissolve and join departments and districts;
- Municipal boundaries that include areas inside and outside the county;
- Disposition of assets and extinguishing of debt;
- Consolidation of pension plans;
- Authority of fire and police commission members;
- Contracts and labor agreements; and
- Distribution of property tax.

*The Conference supports the removal of all barriers to allow municipalities to pursue coordination and consolidation to save money and reduce the burden on taxpayers.*

# LEGISLATIVE PRINCIPLES

*Legislative Principles* represent the basis and underpinnings of our legislative effort and provide a guide for legislative review. They help understand how legislative positions are developed, and they serve as a benchmark to evaluate the impact of legislative proposals on municipalities.

## **PROTECT MUNICIPAL REVENUES**

Local governments are challenged to fund essential services with existing resources. Local revenue sources are limited and restricted by the state. Many revenues are dependent on state authorization, collection and distribution. Municipalities are often threatened with revenue diversions (both permanent and temporary) and state fee increases (beyond the value of the service provided). In recent times, municipalities have completely lost revenue sources through action of the state (sales tax on truck sales, photo processing tax). The state should not balance its budget on the backs of municipalities, and should not disrupt local budgets by removing or reducing local revenues.

## **REJECT UNFUNDED STATE MANDATES**

The state should avoid policies that impose disproportionate responsibilities on local governments or increased financial liability without recognizing and financing the impact of those policies. Too often, legislation requires communities to divert local expenditures from municipal responsibilities and use them to fund state-imposed programs. This is not about the need or efficacy of the program, but rather, about the decision of the state to abdicate responsibility for funding the state's program. State policies should not impose new obligations on local governments or increase financial liability without providing adequate funds to reimburse municipalities for these new mandates.

## **RESPECT HOME RULE AUTHORITY**

There are nearly 200 home rule municipalities in Illinois. Home rule municipalities have self-governance authority to serve these communities and to customize laws to meet the specific needs of citizens. Locally elected officials in those home rule communities are able to determine what is best for their communities and the state should not limit home rule authority. The distinction between home rule and non-home rule communities should be removed to recognize the ability of all municipalities to govern themselves, regardless of population. The state should not restrict or override home rule authority or the authority of residents to govern their communities.

## **PRESERVE THE RIGHT OF MUNICIPALITIES TO MANAGE EMPLOYEES AND DETERMINE WAGES AND BENEFITS**

In most municipal operating budgets, nearly three-fourths of expenditures are for personnel. Certainly good wages and benefits are important, but must be balanced with other municipal spending priorities. In recent years, state-mandated pension and benefit increases have stretched local government budgets and forced service reductions and tax increases. Pensions, especially, have burdened municipalities as the legislature adds more and more benefits. These increases and pension sweeteners increase the tax burden to residents and must be reigned in. Additionally, mandated rules on how employees are hired, managed, paid and disciplined interfere with the employer/employee relationship. The state must preserve the authority for all decisions impacting employees to be made by the municipal employer.

# LEGISLATIVE PRINCIPLES, CONTINUED

## **PERSERVE LOCAL AUTHORITY**

Freedom to make decisions at the local level is the best way that municipalities can fully serve their unique constituencies. Activities such as franchising, zoning, issuing permits and licenses, and local code enforcement are fundamental responsibilities of local governments. Further, policies should not undermine or preempt local authority to protect the health, safety and welfare of local residents. Preemptive policies constrain the ability to local elected officials to tailor policies to local needs and demands. The state must reject laws that erode local decision-making authority.

## **PROTECT THE PUBLIC RIGHTS-OF-WAY AND ADVANCE THE MODERNIZATION OF PUBLIC UTILITIES**

Regulated public utilities provide municipalities with necessary services and commodities. In order to deliver these services and commodities, regulated public utilities utilize the public rights-of-way. Municipalities, residents, and commercial interests should have a role in the decisions affecting this land both as interested parties and as customers of the regulated public utility. Regulated utilities must become more open to new technologies, new approaches and new behaviors to become better partners with municipalities and residents; and must also develop a proactive culture of customer service, open communications, reliability, and addressing localized matters of importance.

# LEGISLATIVE POSITION STATEMENTS

*Legislative Position Statements* are expressions of support or opposition on issues that affect municipalities. They can be legislative proposals that re-appear frequently and generate some efforts by the Conference to educate legislators of the pros/cons of the issues; or they may never arise during the legislative year. They generally require less time and effort than Legislative Priorities, though on occasion, they may become more significant and require more time and effort from the Conference.

## STATE AND LOCAL FINANCE

### SUPPORT LOCAL FUNDING ALTERNATIVES

Support alternative revenue sources, which lessen reliance on the property tax.

### PROMOTE REGIONAL EQUITY

Assure that there is a reasonably close relationship between the amount of tax dollars raised within a municipality or county by state and regional agencies, compared to the amount of dollars or services returned to those municipalities and counties by those state and regional agencies.

### PERMIT MUNICIPAL ADMINISTRATION OF MOTOR FUEL TAX FUNDS

Unless IDOT becomes more transparent in its implementation of the “policy” to give municipalities more flexibility, local governments will pursue a legislative resolution.

### REMOVE REFERENDUM FOR REAL ESTATE TRANSFER TAX

Allow municipalities to enact or increase a real estate transfer tax without a referendum.

## LOCAL GOVERNMENT AUTHORITY

### REMOVE BARRIERS FROM NON-HOME RULE MUNICIPAL AUTHORITY

- **CRIME FREE HOUSING** The Conference demands that legislation be approved so that ALL communities can use this successful program
- **STATE AND LOCAL FUNDING ALTERNATIVES** Allow municipalities with no property tax base to levy an initial property tax without referendum
- **HOTEL MOTEL TAX REVENUE** Amend the Hotel Motel Tax to expand the use of funds by non-home rule municipalities
- **ACCESS TO SALES TAX INFORMATION** Grant municipalities access to Illinois Department of Revenue sales tax information by individual retailer for enforcement and budgeting purposes
- **NON-HOME RULE SALES TAX EXPENDITURE** Allow the temporary legislation for non-home rule sales tax to be used for operations permanently
- **AUTHORIZATION FOR PART-TIME CODE ENFORCEMENT EMPLOYEES** State statutes relating to housing codes, zoning ordinances, and nuisances for non-home rule communities require that a full-time municipal employee issue the citation for violations

## LEGISLATIVE POSITION STATEMENTS, CONTINUED

- **ABILITY OF NON-HOME RULE MUNICIPALITIES TO TAX OUT-OF-STATE GAS** While home rule municipalities can levy a tax on natural gas provided by out-of-state companies, non-home rule municipalities should also be able to levy the tax
- **SUPPORT NEGATIVE USE RESTRICTIONS** Allow non-home rule communities to enact negative use restrictions that prevent “big box” stores that relocate outside a community from prohibiting another, similar business from locating at the previous site
- **REGULATION AND LICENSING DEALERS OF SECOND HAND GOODS** Non-home rule communities would be allowed to regulate businesses dealing in second hand goods if the legislature would add them to the list of businesses that can be licensed and regulated
- **ALLOW MUNICIPALITIES TO PROVIDE ECONOMIC DEVELOPMENT INCENTIVES** Non-home rule communities should be allowed to provide tax incentives and other economic incentives and benefits to encourage economic development within the community
- **PERMIT ADMINISTRATIVE ADJUDICATION** Allow prosecution of minor offenses through local administrative adjudication for non-home rule municipalities, and increase the limit for adjudication of civil fines up to \$1,000

### AMEND OPEN MEETINGS ACT

Amend the Open Meetings Act to exclude the use of email in the definition of “meeting” (except when used as immediate electronic communication), allow electronic meeting attendance in cases of non-emergencies and out-of-town vacations, and clarify the Open Meetings Act to explicitly authorize municipal boards to vote on items raised under “New Business”.

### TORT REFORM

Protect the Tort Immunity Act from changes that create undue liability exposure for municipalities.

### REQUIRE ELECTION OF TAXING BODIES

Require all special districts with taxing authority to have Board members that are elected, and not appointed.

### REQUIRE MUNICIPAL CONTROL OF FOREIGN FIRE INSURANCE TAX

Elected municipal officials, not fire department members, should receive, budget, and spend the revenues from the Foreign Fire Insurance Tax.

### PERMIT VIDEO POKER FOR FRATERNAL ORGANIZATIONS ONLY

Municipalities should have the authority to permit video gaming ONLY for fraternal organizations.

### PROHIBIT MUNICIPAL EMPLOYEES FROM SERVING ON GOVERNING BOARD

No organization, and no municipality, should allow an employee to serve on the governing board and legislation should clearly support such a ban.

# LEGISLATIVE POSITION STATEMENTS, CONTINUED

## PERSONNEL AND COLLECTIVE BARGAINING

### LIMIT THE PREVAILING WAGE ACT

Repeal or modify the Prevailing Wage Act to give municipalities more flexibility, and permit limited local budgets to address the needs of local residents.

### REGULATE REGULATION OF CHARITABLE SOLICITATIONS ON BEHALF OF POLICE OR FIRE UNIONS

Develop effective efforts to prevent fraud and misrepresentation by solicitors.

### DEFINE “CONFIDENTIAL EMPLOYEES” UNDER ILRA

Legislation is necessary to include within the definition of “confidential employees” those secretaries and similar support staff working directly for certain management personnel and ensure that such employees are not considered “public employees” entitled to membership within a bargaining unit.

### AMEND PUBLIC SAFETY PENSION BOARD TRAINING LEGISLATION

The 2009 legislation (P.A. 96-0429) needs to be amended to permit training using current technology (online courses, webinars) and expand provisions to permit local community colleges to be certified to provide training.

### AMEND WORKERS’ COMPENSATION ACT – INFLUENCE OF DRUGS OR ALCOHOL

Legislation is needed to amend the Workers’ Compensation Act to provide that there is a rebuttable presumption that an employee who sustains an injury while under the influence of drugs or alcohol was outside the course and scope of the employee’s employment and thus not entitled to benefits under the Act.

### AMEND THE ILLINOIS LABOR RELATIONS ACT TO INCLUDE FINANCIAL ABILITY

Amend the Act to include the interest and welfare of the public and the financial ability of the unit of government to meet costs as primary factors for consideration during interest arbitration.

### LIMIT UNEMPLOYMENT INSURANCE FOR SCHOOL CROSSING GUARDS

Municipalities who employ school crossing guards are at a disadvantage because, unlike crossing guards employed by school districts, those employed by municipalities may file for unemployment insurance benefits during the summer recess or holiday recess.

### REPEAL ILLINOIS WORKERS ON PUBLIC WORKS ACT

This Act requires the use of Illinois firms for public works projects and requires that municipalities must unnecessarily pay more for projects and experience a smaller pool of bidders.

### EXEMPT BARGAINING ON MANNING REQUIREMENTS

Legislation should be approved to explicitly exempt local governments from having to bargain over staffing and manning levels for any employees and under any circumstances.

### EXEMPT PUBLIC SAFETY EMPLOYEES FROM THE PUBLIC SAFETY EMPLOYEE DISABILITY ACT

Exempting police and fire from the Act will save municipalities the expense of paying one-third of salary to employees not actively working; and will provide parity between municipal public safety employees and non-uniformed employees.

# LEGISLATIVE POSITION STATEMENTS, CONTINUED

## AMEND THE PUBLIC SAFETY EMPLOYEE BENEFITS ACT

The legislature should change the law by defining “catastrophic injury” in a manner consistent with the use of the term within the federal Public Safety Officers Benefits Act of 1976.

## PUBLIC SAFETY, UTILITIES AND ENVIRONMENT

### PERMIT ENFORCEMENT OF STATE LAWS UNDER LOCAL CODES

Protect the authority of communities to enforce state statutes under local authority by enacting the state statute as a part of the municipal code.

### PROMOTE INTEROPERABILITY FUNDING

Encourage the federal government to provide additional funding for the implementation of interoperable radio systems to provide communications between emergency agencies.

### PROMOTE NET METERING FOR WIND FARMS

Legislation in 2008 provided that local governments are eligible to own and operate a wind generation turbine farm, but to be effective, the statute must mandate net aggregate metering.

### PROVIDE PARK DISTRICTS THE SAME PROVISIONS ON DEFIBRILLATORS IN OUTDOOR FACILITIES

Public Act 95-0712 exempts park districts from the regulation that indoor and outdoor physical fitness facilities have automatic external defibrillators (AED), and an individual trained in the use of the AED, on site – but not municipal park departments.

### PROMOTE EXTENSION OF WIRELESS EMERGENCY TELEPHONE SAFETY ACT

Public safety agencies and wireless carriers operating wireless 9-1-1 and wireless E9-1-1 systems require adequate funding to recover the costs of designing, purchasing, installing, testing and operating enhanced facilities, systems and services necessary to comply with the wireless E9-1-1 requirements mandated by the Federal Communications Commission.

### OPPOSE USE OF ETSB FUNDS TO PURCHASE AUTOMATED EXTERNAL DEFIBRILLATORS

Emergency Telephone Service Boards have limited funds to support the police and fire agencies they serve and diverting funds reduces the ability of public safety agencies to assure the availability of current equipment and technology.

### REPEAL LIMITS ON MUNICIPAL UTILITY AUDITS

P.A. 96-1422 usurps the authority of municipalities to audit taxes and fees from utilities and should be repealed.

### AMEND THE CURRENT AGGREGATION LEGISLATION – P.A. 96-0176

The Conference supports minor changes that will significantly improve the usefulness of this legislation.

### REQUIRE THE ICC TO DEVELOP METRICS FOR UTILITIES

The Conference encourages the legislature to pass legislation that allows the ICC to improve the metrics for all utilities and that the information be available for both individuals and communities.

# LEGISLATIVE POSITION STATEMENTS, CONTINUED

## SUPPORT ESTABLISHMENT OF GRANT PROGRAM FUNDING FROM NPDES FUNDS

The Conference supports the DuPage River Salt Creek Workgroup proposal to develop a grant program using NPDES funds generated locally to improve stream quality.

## PLANNING, LAND USE AND TRANSPORTATION

### REGIONAL AIR CAPACITY

Planning for Regional Air Capacity should seek out the best and most efficient means to meet future demands for air travel while protecting the safety, well-being, and housing of residents, businesses, and travelers and include the proposed third regional airport.

### PROTECT SIGN REGULATION

Protect municipal authority to regulate signs.

### EXPAND ALLOWABLE ANNEXATION BOUNDARIES

Expand a municipality's rights with respect to involuntary annexations by adding railroad and utility rights-of-way as allowable boundaries.

### LIMIT LAND DISCONNECTION

Prohibit the disconnection of land from a municipality without the approval of the city council or the village board.

### SUPPORT WESTERN ACCESS

Western Access for O'Hare Airport must be constructed as a meaningful "front entrance" to the facility, and any roadways and other infrastructure must be located within existing airport property while involving municipalities in planning and development of Western Access.

### PERMIT SPECIAL SERVICE AREAS FOR STORMWATER FACILITIES

Allow the use of special service areas to provide maintenance and operations for drainage facilities that are the responsibility of homeowner associations.

### ALLOW LOCAL GOVERNMENT QUICK-TAKE AUTHORITY

Municipalities should be granted quick-take authority for the acquisition of land for specific purposes.

### UPDATE CHANGES TO PLAN COMMISSION PUBLIC HEARINGS

The requirements that applicants must be cross-examined during public hearings need to have some reasonable and common-sense limits.

### LIMIT BILLBOARD REMOVAL COMPENSATION

Legislation is necessary to allow municipalities to continue using amortization as a form of "just compensation" when zoning makes a billboard a nonconforming use.

### PERMIT TIF FUNDS – VERTICAL CONSTRUCTION

Allow the use of TIF funds for brick and mortar construction to aid in the redevelopment of blighted areas.

### ALLOW MUNICIPALITIES TO DETERMINE FORM OF SECURITY POSTED BY DEVELOPERS

Municipalities, rather than developers, should be able to decide whether developers will need a bond or a letter-of-credit for public improvements.

# CONFERENCE OFFICERS AND LEGISLATIVE COMMITTEE

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Founded June 19, 1962, the DuPage Mayors and Managers Conference is a council of 32 municipal governments in DuPage County, Illinois. Each member municipality is represented by its mayor and manager as voting delegates. The Conference is a not-for-profit organization supported by membership dues and grants.