



Village of Lombard 2012-13 Strategic Plan



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Introduction

The Village of Lombard has engaged in annual strategic planning since 1993 as an exercise aimed at identifying strategic directions to act as the basis for Village policy and decision making. The Village's administration acknowledges the importance of strategic planning as an essential tool in striving for excellence. This process helps the Village determine where it wants to go, how it will get there, and how it will evaluate progress toward its goals.

To begin to develop the 2012 Strategic Plan, a workshop was held on November 9, 2011. This facilitated session included the Village President, Board of Trustees, and Village Manager David Hulseberg who met to set priorities for the coming year.

Attendees at the November 9, 2011 strategic planning workshop included:

- ❖ William "Bill" Mueller, Village President
- ❖ Brigitte O'Brien, Village Clerk
- ❖ Greg Gron, Trustee, District 1
- ❖ Keith Giagnorio, Trustee, District 2
- ❖ Zachary Wilson, Trustee, District 3
- ❖ Peter Breen, Trustee, District 4
- ❖ Laura Fitzpatrick, Trustee, District 5
- ❖ William Ware, Trustee, District 6
- ❖ David Hulseberg, Village Manager
- ❖ Bill Heniff, Community Development Director
- ❖ Tim Sexton, Finance Director
- ❖ Mike Torrence, Fire Chief
- ❖ Ray Byrne, Police Chief
- ❖ Carl Goldsmith, Public Works Director

A follow-up strategic planning meeting was held on May 3, 2012 to further refine the Board's priorities.



Strategic Planning Background

Governing Ideology

The Village of Lombard is governed under the mission statement, vision statement, and guiding principles set forth below.

Village Mission Statement

The Mission of the Village of Lombard is to provide superior and responsive governmental services to the people of Lombard.

Village Vision Statement

Our shared Vision for Lombard is a community of excellence exemplified by its government working together with residents and businesses to create a distinctive sense of spirit and an outstanding quality of life.

Guiding Principles

- ❖ The Village of Lombard will continue to proactively address issues related to public safety, and to plan for future public safety needs that may arise. Public safety is considered to include police, fire, and public works services.
- ❖ The Village of Lombard will continue to maintain a proactive stance in carefully monitoring the financial resources of the community.
- ❖ The Village of Lombard should continue with proactive, yet financially prudent, planning for capital improvements as reflected in the ten-year Capital Improvement Program.
- ❖ The Village of Lombard and other governmental agencies should continue working in a spirit of strong intergovernmental cooperation as has been the practice up to the present time.
- ❖ The Village of Lombard should continue to foster customer-friendly policies.

The Athenian Oath

We will never bring disgrace on this our City by an act of dishonesty or cowardice.
We will fight for the ideals and Sacred Things of the City both alone and with many.
We will revere and obey the City's laws, and will do our best to incite a like reverence and respect in those above us who are prone to annul them or set them at naught.
We will strive increasingly to quicken the public's sense of civic duty. Thus in all these ways we will transmit this City, not only not less, but greater and more beautiful than it was transmitted to us.

--5th Century, Athens



Community Survey

As a follow-up to the 1990 Lombard Resident Survey, in 2009, Village staff surveyed a random sample of Village residents to gauge customer satisfaction. More than 500 responses were received, in addition to 80 respondents to a comparable online survey. The Village intends to conduct community surveys every three to five years to gauge progress and seek updated information and opinions from residents.

- ❖ 78% rated the Village’s customer service as “excellent” or “good”
- ❖ 84% rated their last experience with a Village department as “excellent” or “good”
- ❖ 66% of respondents were unaware that the Village receives only 8% of the total property tax bill
- ❖ 25% of respondents listed the newspaper as their preferred method to receive information about the Village (down from 79% in 1990)

Three Words to Describe Lombard – Top 10 Results:

1. Friendly
2. Quiet/peaceful
3. Lilacs
4. Safe
5. Clean
6. Convenient/good location
7. Accessible
8. Pleasant
9. Beautiful
10. Home

2009 Community Survey

Community Forum

Approximately every two years, the Village hosts a community forum and invites Lombard residents and representatives from community organizations and other governmental agencies to join Village elected officials and staffing for a discussion on Village perceptions and priorities. In October 2009, forum participants identified what they viewed as the Village’s top 10 successes, as well as the top 10 changes they’d like to see within the Village.

Top 10 Successes:

1. (tie) Yorktown
New pool
3. (tie) Downtown development and activities
Main Street improvements
5. (tie) Westin Hotel and Convention Center
Recycling programs
Library services
8. (tie) Public Works activities
Lombard Park District
10. Lombard Cemetery improvements

2009 Community Forum

Top 10 Desired Changes:

1. Downtown revitalization
2. Improve/expand library
3. (tie) Build skate park
Education enhancements
5. (tie) New recreation center
Improve senior services
Increase recycling efforts
Bike/pedestrian improvements
Traffic/street improvements
Enhance VOL communication

2009 Community Forum



2012-2013 Strategic Planning Process

Leadership Exercise

Dr. Garfield led the Board in an exercise based on the book *The Five Dysfunctions of a Team: A Leadership Fable* by Patrick Lencioni (2002). The graphic below describes these “dysfunctions” and how they make teams struggle. The goal of the discussion was to create strategies to overcome these common hurdles.



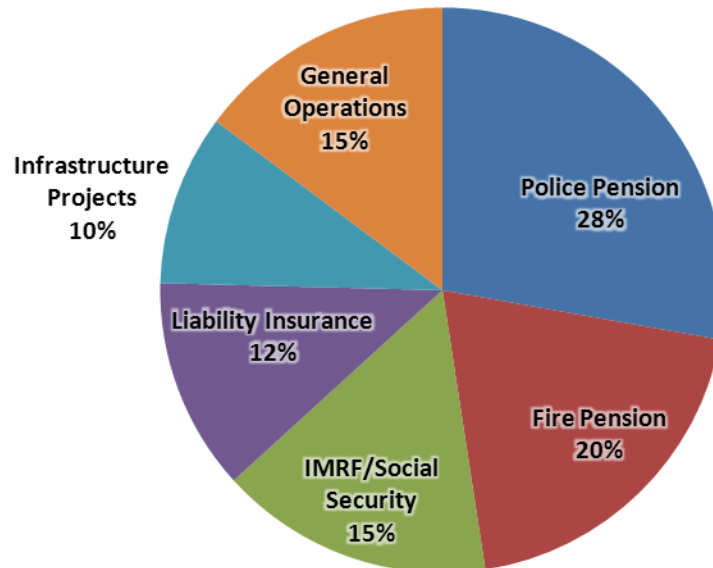
Financial Overview

The Board was presented with a financial overview of the Village. Although, since 2008, unreserved general funds revenues (+6.3%) have increased at a greater percentage than expenses (+3%), pension and health insurance costs are accounting for a higher proportion of those unreserved general fund expenditures. This trend, which is expected to continue, will have a significant impact on the Village’s property tax levy.

The Village’s financial obligations under the Public Safety Employee Benefits Act are increasing, with the Village spending \$95,633 in 2011 for health insurance for six recipients, representing a future actuarial liability of \$4.4 million. There are four additional potentially pending disability claims within the Police and Fire Departments.



How the Village Spent its 2010 Property Tax Dollars



Expenses

If the Village's police and fire pension obligations continue to increase at their current pace, the Village will no longer be able to fund its general operations through property tax dollars by tax year 2015. General operations, infrastructure projects and other expenses would gradually need to be funded instead through general operating revenues, which may not be sufficient to cover all costs and could result in service reduction and unmaintained facilities and equipment. By 2022, the entire property tax levy would be insufficient to cover police and fire pension obligations.

The City of Chicago has proposed doubling the rate it charges for water over the next four years, and beginning in 2016 the DuPage Water Commission will lose approximately \$32 million in sales tax revenue due to a recent law change. These changes will greatly increase the amount the Village pays for water.

Revenue

The Village's revenue would also be affected by proposed state legislation. Various proposals to limit municipalities' property tax levies and shift municipal tax revenue to pay regional school superintendents would result in declining Village funds. The State of Illinois is anticipated to attempt to seize a greater share of municipalities' funding to solve its \$15 billion deficit.

Lombard Public Facilities Corporation (LPFC)

It is clear that the LPFC's current capital structure is untenable, and the Village will need to consider this issue in the near future.



Partner Organizations

The directors of six local and regional partner organizations made presentations to the Board on what their organizations do and how they interact with the Village.



Looking Backward and Outward

In preparation for its goal-setting for 2012, the Village Board was provided with an overview of last year's goals, a list of challenges that Village departments are facing over the next three to five years, and information on programs and policies that are being implemented in other Illinois communities.

Recap of 2011 Goals

The Board revisited goals set in 2011 to discuss what progress had been made. Highlights of staff's accomplishments include:

- ❖ **Financially sound Village government/fiscal responsibility/staffing/restructuring**
 - ◆ The Village remains financially sound as all departments have continued to look for ways to deliver services more efficiently and at



a lower cost. Overtime has been significantly reduced, and restructuring in the Police Department will save approximately \$250,000 annually.

❖ **Downtown property development/restaurant/funding**

- ◆ Community Development completed a Comprehensive Plan update for the downtown, including 13 development concept plans, streetscape enhancements, façade enhancements, visual identity standards, signage concepts, transportation strategies, and an implementation plan. Branding is being reviewed as part of the Metra/Union Pacific pedestrian underpass project, and the St. Charles Road/Lincoln Avenue crosswalk has been installed.
- ◆ Grants were awarded for three businesses.
- ◆ The Downtown Retail Business Grant Program was restructured.

❖ **Flooding/stormwater**

- ◆ Two tideflex valves were installed west of Finley Road to alleviate backwater conditions from the East Branch of the DuPage River.
- ◆ Lift station/pump station improvements throughout the Village will be completed by Summer 2012.
- ◆ Improvements were completed at Vista Pond and have been designed for Terrace View Pond. Both Finley Road Pond and Morris Pond will be modified to increase capacity.
- ◆ Designed a sewer separation on Washington Street between Kelly Court and Addison Street, which is awaiting approval from Villa Park.
- ◆ Modified Village Board policy on debris management and response to storm events.

❖ **Customer-friendly policies**

- ◆ Permit-related handouts are being added to the web page and more permit information can be accessed online.
 - ◆ More types of permits can be obtained over the counter.
 - ◆ A new software package is being implemented to allow residents and businesses more opportunities to do business with the Village on a 24/7 basis.
-



- ◆ Public education and interaction with the Fire Department is increased through efforts such as home inspections, courtesy walk-throughs, tours, block parties.
- ◆ Neighborhood meetings and Twitter are being used to communicate information on Public Works projects.
- ◆ Police outreach and community education initiatives include open houses, hosting interns, special events, and community speakers.

❖ **Inspection process**

- ◆ Cross-training has been implemented for field inspectors.
- ◆ Bond requirements have been completely restructured, and a contractor registration process has been implemented.

❖ **Police providing for a safe community**

- ◆ Patrol staffing has been maintained and enforcement efforts enhanced through thousands of dollars of state and federal grants.
- ◆ Additional, seasonal patrols are conducted in targeted areas through the Business and Mall Patrol Program and the Bike Patrol.
- ◆ The Patrol and Investigations Divisions have combined efforts to achieve many arrests this year, including the largest drug seizure in the history of the Village.
- ◆ A “wire watch” program was developed with the volunteer assistance of the Citizens Police Academy Alumni Association, freeing up Police and Fire personnel from monitoring downed ComEd wires.

❖ **Providing social services**

- ◆ A contract was entered into with Victim Services.

❖ **Regional planning**

- ◆ Village staff has increased roles in various local and regional planning activities, including committees and projects led by DuPage Mayors and Managers Conference, the Cook DuPage Corridor Regional Transportation Efforts, and Organization for Economic Co-Operation.

❖ **Specific goals for departments, management by all**



Challenges for the Next 3-5 Years

In preparation for the strategic planning session, department heads were asked to identify the top challenges their departments will face in the next three to five years. Although there were a number of specific issues, five major concerns were common to



at least half of the Village's departments.

Employee morale

- **5 departments listed concerns regarding the pressures faced by employees during this economically difficult time, including uncertainty and equity** (Village Manager's Office, Finance, Fire, Police, Public Works)

Facilities

- **4 departments noted major facility needs have not been addressed in recent years** (Village Manager's Office, Fire, Police, Public Works)

Reduced staffing & training

- **4 departments noted the impact that decreased staffing levels and reduced training budgets have on service delivery** (Community Development, Police, Fire, Public Works)

State legislation & mandates

- **4 departments listed concerns with mandates from Springfield that threaten both the Village's revenues and expenditures** (Village Manager's Office, Community Development, Fire, Public Works)

Service delivery

- **3 departments noted difficulties with the need to provide more and better services while facing reduced budgets, increasing costs, and new technology needs** (Village Manager's Office, Fire, Public Works)

Department-specific issues

- **Aging infrastructure** (Public Works)
- **Software/calendar year conversion** (Finance)
- **Property maintenance challenges** (Community Development)
- **Keeping a focus on long-term goals** (Community Development)
- **Risk management costs** (Finance)
- **Intergovernmental sharing of resources to reduce costs** (Finance)
- **IT redundancy** (Finance)
- **Increasing reliance on neighboring fire departments** (Fire)

Home Rule

The Village Board was provided with educational information on home rule in Illinois from a number of universities and public policy publications. This information included



an explanation of the economic and non-economic implications, its image versus reality, and its effect on taxes and intergovernmental cooperation.

Home rule allows municipalities to tailor services to meet the specific needs of the community, recognizing that local officials are more knowledgeable on local issues than representatives in Springfield. There are more than 200 home rule units of government in Illinois, including some with populations under 500. Although public perception of home rule tends to be fixated on property taxes, it allows for greater governmental flexibility by allowing for creative tools to sustain property values (rental licenses and regulations, residency requirements for liquor licenses, flexibility to negotiate with developers quickly, impact fees...). Home rule also creates less reliance on property taxes and fewer restrictions in how tax revenues can be used (for example, hotel motel tax revenue could be used to cover costs other than those that promote tourism).

101 Ideas

The Board considered a list of 101 ideas for municipal programs ranging from personal productivity to software. Each of these ideas was ranked in terms of ease of implementation, cost, and return on investment, such as:

- ❖ **Using Twitter for communication the organization's message:** easy implementation, high return on investment
- ❖ **Requiring a four-year college degree for supervisory positions:** relatively difficult implementation, very high return on investment
- ❖ **Creating a mobile version of the municipal website:** medium implementation, medium return on investment

“Most home-rule tax powers have been used to levy taxes that shift some of the tax load to nonresidents.”

-James M. Banovetz and Thomas W. Kelty, “Home rule: renewing trust in local government” in *Home Rule in Illinois: Image and Reality*.



Village Board Priorities for 2012-2013

The final element of the strategic planning session involved setting priorities which were further refined in May 2012. The Village Board identified eight issues that should be considered the Village's top priorities in 2012-2013, as follows:

*Priority for
6 of 6
trustees*

❖ **Optimize the Village's use of its financial resources:** Examine multi-year borrowing options to fund Village projects. Reduce mutual aid for Fire calls and become more self-reliant. Consider options for the Lombard Public Facilities Corporation. Examine how outsourcing could reduce Village spending by using contractors for street sweeping, fleet services, Community Service Officers, emergency medical services, and building inspections.

- ◆ **Key considerations:** While spending could possibly be reduced, Lombard residents are accustomed to high quality, responsive services and accountability that could deteriorate through privatization. Perceived cost savings must be weighed against the Village's mission and vision.

*Priority for
6 of 6
trustees*

❖ **Improve the Village's management of and planning for personnel and capital resources:** Improve morale within Village government by publicly recognizing the work and value of Village employees. Ensure consistency and clarity of direction, as well as fairness among departments/divisions. Investigate the need for and potential benefits of creating an assistant or deputy village manager position. Implement New World software and consider other technologies to improve service delivery. Resolve the Glenbard Wastewater Authority intergovernmental agreement. Plan for a new Public Works facility and Police station.

- ◆ **Key considerations:** The Village should pay particular concern to its policies pertaining to its bargaining unit employees versus its non-bargaining unit employees. Succession plans should be in place to ensure continued high-quality service delivery.

*Priority for
5 of 6
trustees*

❖ **Pursue downtown opportunities:** Aggressively implement the 2011 Downtown Plan with a focus on property acquisition/sale, parking, and attractions. Additional actions could include a feasibility study for a downtown Village satellite office and/or implementing tax increment financing within the downtown perimeter area on South Main Street.



Priority for
5 of 6
trustees

- ◆ **Key considerations:** The 101 S. Main Street property will continue to have high visibility; consideration should be given to the temporary development concept proposed in the Downtown Plan. Working relationships with owners and tenants must be enhanced.

Priority for
5 of 6
trustees

- ❖ **Improve internal and external communication:** Look at ways to improve communication methods to ensure that the Village Board and the public are provided with accurate, timely information on issues and activities within each Village Department. Likewise, ensure that Village Board activities and policies are also communicated in an accurate, timely manner to employees and residents. Develop a community-wide email database.

- ◆ **Key considerations:** Village committees could assume additional roles with regard to public input and communication.

- ❖ **Continue the comprehensive planning process:** Following the development of the 2012 Comprehensive Plan, continue to discuss options for the Ken Loch Golf Course. Investigate ways to promote investment in the Village's ample supply of affordably-priced single-family housing.

Priority for
4 of 6
trustees

- ◆ **Key considerations:** Consistent, clear direction in land use policies will encourage quality development within the community, creating both quality of life and financial benefits.

- ❖ **Business-friendly policies and actions:** Implement and assess the initial results of the Village's economic development efforts per the 2011 Village-Wide Economic Development Strategy and Action Plan and consider a promotional effort. Continue to refine service delivery processes for building and fire inspections.

Priority for
4 of 6
trustees

- ◆ **Key considerations:** The Village must strike a reasonable balance between a "business-friendly" reputation and its legal obligation to enforce its own ordinances. Employee knowledge of and existing relationships with business and property owners will be an important asset in this effort.

- ❖ **Continue focus on stormwater improvements:** Building on 2011-2012 infrastructure projects to the Village's infrastructure and ponds, determine additional necessary actions to alleviate flooding issues throughout Lombard.

- ◆ **Key considerations:** As the Village deals with flooding issues on an individual basis, it is essential to compare citizens' requests against known infrastructure needs.



- ❖ **Monitor and partner with Yorktown Center:** Continue to work closely with the ownership/management of Yorktown Center to protect the Village's largest customer draw.
 - ◆ **Key considerations:** It will be important to establish a positive working relationship with the mall's new owners.

*Priority for
3 of 6
trustees*
