



# BOARD POLICY MANUAL

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**QUINCY PARK DISTRICT**  
**- BOARD OF COMMISSIONERS -**

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## **SECTION I. THE BOARD OF COMMISSIONERS**

1. **NUMBER OF COMMISSIONERS AND TERMS:** The government of the District is vested in the Board of Commissioners who collectively constitute the corporate authority. The Board shall be comprised of seven (7) Commissioners, each serving a four (4) year term of office. Terms are designated to expire on a staggered system.
2. **INAUGURATION:** Newly elected or re-elected Commissioners shall be inaugurated at the first regularly scheduled monthly meeting following the canvassing of the election results.
3. **OATH OF OFFICE:** All elected and appointed Board members, before entering upon the duties of his/her office, shall take and subscribe to the Oath of Office.
4. **VACANCIES IN OFFICE:** Whenever any member of the Board dies, resigns, changes residency outside the District or otherwise ceases to be a legal voter in the District, be convicted of an infamous crime, refuses or neglects to take the Oath of Office after becoming elected to the Board, has his/her election to the Board declared void by a court of competent jurisdiction where such election has been contested, or for any other reason now or hereafter specified by law, said office may be declared vacant by the Board and duly filled in accordance with applicable State statutes.
5. **COMPENSATION AND EXPENSES:** In accordance with State statute, Board members serve without compensation

Authorized travel or other expenses, incurred by the Board, which are directly related to the business of the District shall be reimbursed upon documentation of such expenses in accordance with the following policy:

- A. In conjunction with the preparation of the budget and appropriation ordinance of the Park District for each fiscal year, the District Board will determine the aggregate amount of funds to be made available for Commissioner attendance at meetings, conferences, and other authorized expenses.
- B. Prior to registering for a meeting and/or conference outside of Illinois, Board members shall request and receive authorization from the Board. Such authorization shall be included on the agenda of a regular meeting. Commissioners who attend the IPRA/IAPD conference may be authorized representatives of the District at the annual meeting, with prior approval of the District's Board.
- C. The Board shall designate approved meetings and/or conferences that may include but are not limited to the following:
  1. Sponsored by the National Recreation and Park Association which include educational sessions for commissioners.

2. Sponsored by the Illinois Association of Park Districts which include educational sessions for commissioners.
  3. Sponsored by the Illinois Park and Recreation Association which include educational sessions for commissioners.
  4. Meetings and/or conferences wherein the district has been selected to officially receive an award or other recognition.
- D. Payment of directly related district business expenses for approved conference and travel shall be made in accordance with the Local Government Travel Expense Control Act (50 ILCS 150) and the Quincy Park District Personnel Code Manual.
  - E. Use of personal vehicles for district business occurring outside of the District, shall be reimbursed at the rate consistent with employee reimbursement as outlined in the Quincy Park District Personnel Code Manual.
6. ANNUAL REORGANIZATION MEETING: The regular Board meeting of the second Wednesday in May of each year shall be designated as the Annual Reorganization Meeting. The first order of business shall be the Board election of officers to serve until his/her death, or until he/she shall resign as such officer (or in case of the President and-Vice President, as a member of the Board), or until he/she has been removed in the manner provided in the "Park District Code." Vacancies created in any office by the removal of an officer or for any other reason, may be filled by the Board at any of its meetings. In case of temporary absence or the temporary inability of an officer to act as such, the Board may fill his/her office temporarily.
  7. FACILITY USE PRIVILEGES: Board Members have the duty to inspect and/or utilize specified district facilities during the conduct of their duties as Commissioners at their own expense. Use of facilities fosters an understanding of District operations, facility conditions and quality of public services.
  8. PRIMARY POWERS/FUNCTIONS OF THE BOARD:
    - A. Legal Authority: The Board, as a whole, is the legal corporate authority of the District. As an individual, a Board member has no legal authority to determine policy, give directions to district personnel, or to act or speak for the Board unless specifically authorized to do so by official Board action.
    - B. Representation: Board members represent all of the residents of the District and should avoid representing special interest groups.
    - C. Board Decisions: Board members should make non-partisan decisions regarding district policies and operations based upon reports, facts and study.
    - D. Establishment of Policy: Board members establish organizational, executive and administrative policy to be carried out by the Executive Director.

Operational policy and the day-to-day affairs of District management authority are vested with the Executive Director.

- E. Salary Administration: Board members establish and may amend the District Salary Administration Program, as organizational policy, and shall establish salary budget appropriation limits. With the exception of Board appointed employees and Special Consultants, annual employee salary increases, within pre-authorized Board appropriation limitations, are construed as operational policy.
- F. Park/Major Facility Master Site Planning: Prior to Executive submittal of a formal Master Site Development Plan for Board consideration and approval, appropriate impacted community meeting (s) shall be conducted by district administration to determine affected public needs, attitudes and interests.
- G. Naming of Parks/Facilities: It is the responsibility of the Board to select names for new parks, buildings or facilities, or when appropriate, to change the name (s) of park property of the District. Refer to Policy and Procedure Manual Chapter 4 Sections 4.1-4.3.
- I. Donations/Grants/Gifts to District: Monetary and non-monetary donations, grants and gifts, to the district, representing a value of \$25,001 or more, must receive Board approval prior to acceptance. Donations, grants, and gifts from the Quincy Park Foundation do not require Board approval. Other affiliates, civic organizations, and not-for-profits may not require Board approval if the donation is used for existing projects or repairs of current facilities.
- J. Establishment of District Facility Use/Recreation Program Fees: All District facility use fees are subject to the prior approval of the Board. Recreation program and public service fees are not subject to Board approval if said fees are sufficient to meet all anticipated program/activity direct implementation costs.
- K. Specific Functions of the Board:
  - 1. Tax Levy: Provides for the levy of taxes pursuant to the authority granted by State statute. Such levies shall provide for the generation of sufficient revenue to pay the cost of the district's operation, as required.
  - 2. Budget and Appropriation Ordinance: In accordance with State statute, annually adopts a District budget and appropriation ordinance which establishes various fund expenditure and revenue limitations for the fiscal year.
  - 3. District General Operations Budget: Annually reviews and adopts a District fiscal year, modified program budget, delineating fund and account authorized expenditures and revenues.
  - 4. Collective Bargaining Working Agreement (s): stipulated by the Illinois Labor Relations Board officially recognizes certified Union collective

bargaining units and considers approval of negotiated collective bargaining agreement(s).

5. Appointment of Executive Director and Special Consultants: Appoints Executive Director, District Attorney, and other special consultants, as authorized by the Board.
6. Acceptance of District Annual Audit: Hires an independent Certified Public Accountant to conduct a full audit of District finances and prepares a Comprehensive Annual Financial Report (CAFR) on an annual basis. The CAFR shall be presented to the Board for acceptance.

L. Development of Operating Procedures: It is the policy of the Quincy Park District to authorize the Executive Director to establish and enact operating procedures to assure successful implementation and compliance with Board policies.

1. The Board may direct the Executive Director to include specific operating procedures as developed in the policy review process. The Board shall not otherwise develop operating procedures for the District operations.
2. The Executive Director shall approve all operating procedures developed for the District.
3. The Executive Director or assigned delegate shall maintain all operating procedures in an organized and accessible format for employees, Board or public review.
4. The Executive Director or assigned delegate shall train employees and hold them responsible for implementation of all approved operating procedures.

9. **BOARD CONDUCT**: It is the policy of the Board to operate and conduct meetings in a professional manner, in accordance with this manual.

A. Sexual Harassment: Alleged harassment by a commissioner against another elected official can be reported to the Board President. If the Board President is the reporting person or is implicated by the allegation, the report can be made to any other commissioner. Any report under this section must be referred to the district's legal counsel, who then must appoint a qualified independent attorney or consultant to review and investigate the allegations.

## **SECTION II: BOARD OFFICERS**

Officers of the Board shall be President, Vice President, Secretary, and Treasurer and such assistant secretaries, assistant treasurers and other officers as may be chosen by the Board.

1. PRESIDENT: The President shall preside at all meetings of the Board, and shall call special meetings thereof on his own motion or on the request of two or more of the members, and in the case of a special meeting shall cause notice to be given to all members as provided. He/she shall have the right to vote upon all questions coming



before the Board and shall be a member thereof. The President shall be the executive officer of the Board. He/she shall sign all documents authorized by the Board in its name and on its behalf and shall see that all ordinances of the Board are enforced. He/she shall also perform such other duties of the office according to State statutes and the direction and approval of the Board.

2. VICE PRESIDENT: The Vice President, in the absence of the President, or in the event of his/her refusal or inability to act, shall be vested with the powers to perform the duties of the President.
3. SECRETARY: The Secretary shall be appointed by the Board and have the custody of the Corporate Seal and all books and records pertaining to the Secretary's office; shall attest and affix the Corporate Seal to all instruments requiring such action when authorized by ordinance or vote of the Board; and shall cause all ordinances, resolutions and other actions of the Board requiring filing and/or publication, to be duly filed and/or published. The Secretary shall give notice of and attend all meetings of the Board and keep full and true records of proceedings. The Secretary shall have the power to administer oaths and affirmations. The Secretary shall perform all duties pursuant to the State Statute and accept all duties prescribed by the Board. The Secretary need not be a member of the Board, may be a paid employee, and shall act under the general supervision of the President and Board.
4. TREASURER: The Treasurer shall be appointed by the Board and shall be the chief financial officer. The Treasurer shall report to the Board all receipts and disbursements and submit such financial statements and detailed information as may be required by the Board. The Treasurer shall advise the Board on financial policies, practices and investments. The Board may require such bonds as it deems necessary in connection with the office of the Treasurer. The Treasurer need not be a member of the Board, may be a paid employee, and shall act under the general supervision of the President and the Board.

### **SECTION III: BOARD COMMITTEES**

1. ESTABLISHMENT OF COMMITTEES: The overall objective of the Board committee structure is to provide appropriate, in-depth policy review and recommendations as they relate to specific and significant functions of the Park District. Committee assignments are made by the President of the Board. Every attempt is made to assign committee chair people who have demonstrated a knowledgeable interest in a specific committee. With the exception of the Finance Committee and Park Foundation committee the Board President may activate or de-activate the noted standing committees as needed. All recommended committee activation or de-activation shall be submitted to the Board President.
2. APPOINTMENT OF COMMITTEE CHAIRPERSON/MEMBERS:
  1. The President of the Board designates what committees shall be formed.
  2. The President of the Board makes all committee appointments.
  3. The number of Board members appointed to the committees is set by the Board.
  4. All terms will be for one year.
  5. The President of the Board shall designate the chairperson of all committees.

### 3. FUNCTIONS OF AUTHORIZED COMMITTEES:

#### A. Finance Committee:

Reviews the financial stability of Park District operating, capital and debt service funds;  
Reviews proposed annual Park District budget and submits recommended action(s);  
Recommends ways and means to enhance District revenue capabilities without increasing taxes;  
Recommends effective cost-cutting strategies;  
Reviews and recommends to the Board approval of monthly expenditures;  
Reviews the monthly cash balance and investment reports;  
As appropriate, reviews and recommends updates to the Investment and/or the Fund Balance Policy.  
Salary Administration Program revisions, requests for establishment of new regular full-time position classifications and authorization to hire additional regular full-time District personnel.

#### B. Personnel:

Reviews and recommends the tools and process for the annual evaluation of Board appointed personnel;  
Reviews and recommends the goals & objectives for Board appointed personnel;  
Monitors the Personnel Code and recommends revisions, as needed;  
Reviews and recommends improved employee benefit programs;

Reviews and recommends Board action regarding District personnel reorganization proposals.

#### C. Foundation:

Represents the Board of Commissioners at all Quincy Park Foundation meetings;

Reports Quincy Park Foundation findings and recommendations to the Board of Commissioners;

Advise the Quincy Park Foundation Board members on Park District philosophy, direction and priorities.

The Executive Director is an ex-officio member of the Quincy Park Foundation.

The Board President shall appoint two Commissioners to the Quincy Park Foundation.

- D. The Board President also selects commissioners to represent the District at City Plan Commission, and others as needed.
- E. The Board President also proposes non-commissioners to represent the District at Quincy Riverfront Development Corporation (QRDC), and others as needed. This shall be done with approval of the Board and included in the consent agenda at the regular monthly meeting.

**SECTION IV. OPEN MEETINGS ACT**

1. THE POLICY:

The Quincy Park District Board of Commissioners shall act in accordance with the Illinois Open Meetings Act (5 ILCS 120).

2. OPEN MEETINGS:

All meetings of public bodies shall be open to the public unless covered under one of the following exceptions.

Remote Attendance:

Section 1. Policy Statement: It is the policy of the Quincy Park District that any member of the Board of Commissioners may attend and participate in any open or closed meeting of the Board of Commissioners from a remote location via telephone, provided that such attendance and participation is in compliance with this policy and any other applicable laws.

Section 2. Prerequisites: A member of the Board of Commissioners may attend a meeting from a remote location if the member meets the following conditions, a quorum is physically present throughout the meeting, and a majority of a quorum of the Board of Commissioners votes to approve the remote attendance:

- (a) The member should notify the Board President or Secretary at least 24 hours before the meeting so that necessary communications equipment can be arranged.
- (b) The member must assert one of the following four reasons why he or she is unable to physically attend the meeting.
  - (1) The member cannot attend because of personal illness or disability; or
  - (2) The member cannot attend because of employment purposes or the business of the Quincy Park District; or
  - (3) The member cannot attend because of family or other emergency; or
  - (4) The member cannot attend because of unexpected childcare obligations.

Section 3. Voting Procedures: After a roll call establishing that a quorum is physically present, any member present may move that a member be permitted to participate remotely, specifying the reason entitling the absent member to

participate remotely. All of the members physically present are permitted to vote on whether remote participation will be allowed. The motion must be approved by a majority of the quorum.

Section 4. Adequate Equipment Required: The member participating remotely and other members of the Board of Commissioners must be able to communicate effectively, and members of the audience must be able to hear all communications. Before approving remote attendance at any meeting, the Board of Commissioners shall provide equipment adequate to accomplish this objective.

Section 5. Minutes: Any member participating remotely shall be considered an off-site participant and counted as present by means of video or audio conference, for that meeting if member is allowed to participate. The meeting minutes shall also reflect and state specifically whether each member is physically present, present by video, or present by audio means.

Section 6. Rights of Remote Member: A member permitted to participate remotely will be able to express his or her comments during the meeting and participate in the same capacity as those members physically present, subject to all general meeting guidelines and procedures previously adopted and adhered to. The remote member shall be heard, considered, and counted as to any vote taken. Accordingly, the name of any remote member shall be called during any vote taken, and his or her vote counted and recorded by the Secretary and placed in the minutes for the corresponding meeting. A member participating remotely may leave a meeting and return as in the case of any member.

Section 8. Closed Meetings: A quorum of the Board of Commissioners must be physically present at any closed meeting. Members participating remotely shall otherwise be entitled to participate in closed meetings by audio conference, in the same manner as at an open meeting.

Section 9. Committees, Boards and Commissions: This policy shall apply to all committees, boards and commissions established by authority of the Board of Commissioners.

3. FINAL ACTION:

No final action may be taken at a closed meeting. All actions and discussions thereof shall be preceded by a public recital of the nature of the matter being considered, including other information that will inform the public of the business being conducted, and a motion and a second for approval of the action.

4. AGENDA PROCEDURE:

The Executive Director, in concert with the Board President, shall develop the regular meeting agenda, as well as, provide any relative information. Special or Emergency Meeting agendas will be prepared by the Executive Director unless said meeting is called by the President at the request of two or more members of the Board, in which case these Board members will be responsible for agenda content.

The agenda must be posted at the meeting site 48 hours in advance for regular, special, or reconvened meetings.

An example of agenda format is below. The agenda format is established by the Executive Director, subject to approval by the President of the Board.

**(EXAMPLE ONLY)**  
**QUINCY PARK DISTRICT**  
**1231 Bonansinga Drive**  
**Quincy, Illinois**

**Agenda**

**Finance Meeting - District Conference Room** **5:15 P.M.**

- Approval of Minutes
- Review of Monthly Financial Reports

**Regular Meeting - Board Room** **6:00 P.M.**

**CALL TO ORDER**

**ROLL CALL**

**PLEDGE OF ALLEGIANCE**

**CONSENT AGENDA: (UNANIMOUS CONSENT)**

1. Monthly financial report
2. Accounts payable
3. Regular Meeting Minutes
4. Executive Session Minutes (Remain confidential, subject to bi-annual review)

**PUBLIC INPUT: Each speaker may have up to 3 minutes for comments**

**BOARD INFORMATION/EDUCATION:**

**CORRESPONDENCE:**

**VOLUNTEERS:**

**EXECUTIVE DIRECTOR'S REPORT**

- Executive Director

**DIRECTOR'S REPORTS**

- Director of Parks
- Director of Business Services
- Director of Program Services
- Director of Golf
- Marketing/Operations Director

**COMMITTEE REPORTS:**

**UNFINISHED BUSINESS:**

**NEW BUSINESS:**

**PUBLIC INPUT: Each speaker may have up to 3 minutes for comments**

**EXECUTIVE SESSION: In accordance with 5 ILCS, Par. 120/2c, I move that the Board convene into Executive Session to discuss: (read item(s) from List) **(ROLL CALL VOTE)****

**CALL TO ORDER (OPEN SESSION)**

**ACTIONS AFTER EXECUTIVE SESSION:**

**ADJOURN (VOICE VOTE)**

## SECTION V. EMPLOYMENT

### 1. HIRING EMPLOYEES/SPECIAL CONSULTANTS:

- A. Hiring an Executive Director: The Executive Director is appointed by the Board. The Board sets the conditions of his/her work and, if necessary, replaces him/her. However, as head of the District, the Executive Director should always have complete authority regarding Park District operations. The Board is corporate and acts only on the basis of group discussion and decision. In its dealings with the Executive Director, as in matters dealing with employees, the Board must act as a unit. No individual Board member has any legal authority to deal with the Executive Director on an individual basis, and each Board member is obligated to uphold all adopted Board policies, whether or not he/she voted for them.
- B. Hiring Employees: The Board does not play a role in the hiring, firing or day-to-day management of District employees. Those responsibilities are vested with the Executive Director. The Board's relationship with Park District employees should be very limited. Socializing at Board/employees functions is permissible, but when board members interfere with employee matters, or listen to employee's complaints about their jobs, the Executive Director, or the Park District, then the Board members have gone beyond policy authority.
- C. Hiring Special Consultants: The Board appoints an Attorney and Special Consultants to serve the Park District. When the need for a new Attorney or Special Consultant arises, the Executive Director shall interview possible candidates and submit his/her finalists for Board approval.
- D. Nepotism: Unless otherwise noted, no immediate family member of any elected official, the Executive Director or any Director may be employed in any paid position within the District. Affected individuals (i.e. relatives) employed since 1994, or presently employed, shall be exempt from this policy. In addition, newly elected official's immediate family members shall be exempt if said employee(s) has been a paid employee of the Park District within the preceding twelve months prior to the official's date of taking office. An immediate family member shall include: parents, spouse, parents-in-law, sisters, brothers, children, grandchildren, grandparents, brothers-in-law, sisters-in-law, step-children, stepmother, stepfather, aunt, uncle or legal guardian.
- E. Board Member Application for Park District Employment: A Board member who submits an application for a job with the Park District must resign from the Board before the application will be considered for employment.

### 2. ESTABLISHING EMPLOYEE POLICIES/BENEFITS:

- A. Employee Policies: The Board adopts and periodically reviews a set of rules and regulations for employees. The document containing these rules and regulations is called the Personnel Code. The Executive Director provides input and drafts the language for employee policies that are then considered for Board adoption. Official communications between the Board and employees shall only be through the Executive Director.
- B. Employee Benefits: The Board adopts and periodically reviews all employee benefits. Employee benefits are included in the Personnel Code and/or the Salary



Administration Schedule. The Board also must approve any Union Working Agreement. The Executive Director provides input and drafts the language for employee benefits, including any Union Working Agreements.

## **SECTION VI. CONDUCTING BUSINESS OF THE DISTRICT**

2. **PETITIONS SUBMITTED BY RESIDENTS**: All petitions which are directed toward the District's areas of responsibilities shall be brought to the attention of the Board at the earliest opportunity. The petition shall be placed on the Agenda of a regular meeting and be discussed by the Board. The individual (s) responsible for the petition shall be notified at the earliest possible date that the Board has received the petition, as well as of any associated Board action.
3. **VOTING**: A roll call vote shall be taken for the passage of all ordinances and resolutions and for all propositions to create any liability or for the expenditure or appropriation of money, and in all cases at the request of any Commissioner, and shall be entered upon the minutes of the proceedings. The act of a majority of Commissioners present at a meeting at which a quorum is present shall be the act of the Board, except as otherwise required by the ordinances of the District, by State statute, or unless the act of a greater number of Commissioners is required by any section of the Policy.
4. **CONSENT AGENDA/UNANIMOUS CONSENT**: Noncontroversial, routine items may be grouped into a consent agenda and approved by unanimous consent. The president of the board will state words to the effect, "If there is no objection, the consent agenda will be adopted. [Pause] Since there is no objection, the motion is adopted" If there is an objections the items objected to will be removed from the consent agenda and a motion made to approve the items remaining on the consent agenda. The items removed from the consent agenda will be discussed and voted on as separate agenda items. Normally, approval of minutes and routine financial reports will be included in a consent agenda.
5. **PUBLIC INPUT**: Allowing the public to address the Board of Commissions with their comments and concerns is an important function of an elected body. However, it is recognized that some management of the public input process is essential to decorum and to the effective conduct of the business. Therefore, in conducting business of the Quincy Park District:
  - a. All Regular Board Meetings of the Quincy Park District will include an allowance for Public Input on the meeting agenda.
  - b. Special Board Meetings may include an allowance for Public Input if it is included on the agenda developed for the Special Board Meeting, but Public Input is not required.
  - c. Speakers must limit their comments to three minutes. This time limit is cumulative; if a speaker chooses to speak at more than one Public Input session during the same meeting the total time allowed is three minutes unless additional time is granted by the Board President or that individual acting on behalf of the President of the Board.
  - d. Speakers must limit their comments to three minutes, unless additional time is granted by the Board President or that individual acting on behalf of the President of the Board.
  - e. Statements that are irrelevant, repetitious or disruptive to the conduct of the business of the District may be disallowed at the sole discretion of the President of the Board, or that individual acting on behalf of the President of the Board.
6. **SUSPENSION OF RULES**: The Board President shall have the authority to suspend the rules to allow for pertinent information from the public, professionals and others knowledgeable with

regard to the matter at hand, in order to facilitate the meeting. Board members can also suspend the rules by making a motion and a second.

# APPENDIX