

UNITED STATES DISTRICT COURT FOR THE SOUTHERN DISTRICT OF
ILLINOIS

Jacob Baxter v. Danny R. Cheadle and Village of Palestine, Illinois

Baxter · No. 25-cv-390-JPG · Decided January 26, 2026

SUMMARY

The United States District Court for the Southern District of Illinois denies Jacob Baxter’s motion for reconsideration of the dismissal of his claims against Danny R. Cheadle and the Village of Palestine, Illinois. The court holds that Baxter identified no newly discovered evidence, intervening change in law, or manifest error warranting relief under Federal Rule of Civil Procedure 59(e). The court also denies Baxter’s request to amend because the pleading deadline had passed and amendment would not cure his failure to identify clearly established law defeating Cheadle’s qualified-immunity defense.

CASE DETAILS

COURT	United States District Court for the Southern District of Illinois
WRITING FOR THE COURT	J. Phil Gilbert
JURISDICTION	United States District Court for the Southern District of Illinois
DECIDED	January 26, 2026
DOCKET	25-cv-390-JPG
DISPOSITION	other
PROCEDURAL POSTURE	Plaintiff moved under Federal Rule of Civil Procedure 59(e) for reconsideration of the court's prior order and judgment dismissing his claims. The court denied reconsideration and separately denied leave to amend.
STANDARD OF REVIEW	A Rule 59(e) motion may be granted only when the movant clearly establishes newly discovered evidence, an intervening change in controlling law, or a manifest error of law or fact. Reconsideration is generally reserved for extraordinary cases and may not be used to cure a party's prior procedural failures or present arguments that could and should have been raised before judgment.
PRECEDENTIAL VALUE	Unpublished district-court memorandum and order; precedential status is not established by the opinion text.
PARTIES	Jacob Baxter v. Danny R. Cheadle, Village of Palestine, Illinois

TOPICS

motion for reconsideration

qualified immunity

due process

civil rights

civil procedure

PRACTICE AREAS

civil procedure

civil rights

constitutional law

employment law

QUESTIONS PRESENTED

1. Whether Baxter established newly discovered evidence, an intervening change in controlling law, or a manifest error of law or fact warranting relief under Rule 59(e).
2. Whether the court improperly resolved qualified immunity at the pleading stage.
3. Whether Baxter could raise for the first time on reconsideration an argument that Cheadle lacked discretionary authority to terminate him.
4. Whether Baxter should be permitted to amend his complaint after the dismissal.

HOLDINGS

1. The court denied reconsideration because Baxter identified no newly discovered material evidence, intervening change in controlling law, or manifest error of law or fact.
2. The court held that qualified immunity may be resolved on a Rule 12(b)(6) motion when the plaintiff states a constitutional claim but fails as a matter of law to identify clearly established law that would have put a reasonable official on notice that the conduct was unconstitutional.
3. The court declined to consider Baxter's argument that Cheadle lacked discretionary authority because Baxter could and should have raised it in response to the motion to dismiss.
4. The court denied leave to amend because the amendment deadline had passed and amendment would not cure Baxter's failure to identify clearly established law supporting his qualified-immunity claim.

KEY QUOTATIONS

“Rule 59(e) “does not provide a vehicle for a party to undo its own procedural failures, and it certainly does not allow a party to introduce new evidence or advance arguments that could and should have been presented to the district court prior to the judgment.””

“There is no genuine issue of material fact here; there is a legal failure by the plaintiff to point to clearly established law.”

“Courts are not “in the business of formulating arguments for the parties.””

FACTUAL BACKGROUND

Baxter alleged that Cheadle terminated him from his job as a police officer without a hearing or other opportunity to be heard. The court previously determined that Baxter had adequately alleged a protected property interest in his employment, but concluded that he failed to identify clearly established law showing that Cheadle's conduct violated the Fourteenth Amendment. In seeking reconsideration, Baxter relied on depositions,

a policy manual, a new argument concerning Cheadle's discretionary authority, and additional cases concerning procedural due process.

PROCEDURAL HISTORY

Baxter filed suit alleging, among other claims, that Police Chief Danny Cheadle terminated him from employment without due process in violation of the Fourteenth Amendment. The court previously granted defendants' Rule 12(b)(6) motion, finding that Baxter sufficiently alleged a protected property interest but that Cheadle was entitled to qualified immunity because Baxter failed to identify clearly established law showing the alleged conduct was unconstitutional. The court dismissed the constitutional claim with prejudice and the state-law claims without prejudice. Baxter then sought reconsideration based on purported new evidence, new arguments concerning discretionary authority, and additional legal authority; the court denied the motion.

DISPOSITION

other

CASES CITED

- *Bianchi v. McQueen*, 818 F.3d 309, 319 (7th Cir. 2016)
- *District of Columbia v. Wesby*, 583 U.S. 48, 63, 138 S. Ct. 577, 589 (2018)
- *Reilly v. Will Cnty. Sheriff's Off.*, 142 F.4th 924, 929 (7th Cir. 2025)
- *Runnion ex rel. Runnion v. Girl Scouts of Greater Chi. & Nw. Ind.*, 786 F.3d 510, 519 (7th Cir. 2015)
- *Moro v. Shell Oil Co.*, 91 F.3d 872, 876 (7th Cir. 1996)
- *A&C Constr. & Installation, Co. WLL v. Zurich Am. Ins. Co.*, 963 F.3d 705, 709 (7th Cir. 2020)
- *Burritt v. Ditlefsen*, 807 F.3d 239, 253 (7th Cir. 2015)
- *Harrington v. City of Chicago*, 433 F.3d 542, 546 (7th Cir. 2006)
- *Romo v. Gulf Stream Coach, Inc.*, 250 F.3d 1119, 1122 n. 3 (7th Cir. 2001)
- *Harbert Int'l v. James*, 157 F.3d 1271, 1282-83 (11th Cir. 1998)
- *Coleman v. Frantz*, 754 F.2d 719, 729 (7th Cir. 1985)
- *Hanson v. LeVan*, 967 F.3d 584, 589 (7th Cir. 2020)
- *Alvarado v. Litscher*, 267 F.3d 648, 651-52 (7th Cir. 2001)
- *Gilbert v. Homar*, 520 U.S. 924, 929 (1997)
- *Cleveland Bd. of Educ. v. Loudermill*, 470 U.S. 532, 546 (1985)
- *United States v. McClellan*, 165 F.3d 535, 550 (7th Cir. 1999)

OPINION

UNITED STATES DISTRICT COURT FOR THE SOUTHERN DISTRICT OF ILLINOIS
JACOB BAXTER, Plaintiff, v. Case No. 25-cv-390-JPG DANNY R. CHEADLE and VILLAGE
OF PALESTINE, ILLINOIS, Defendants. MEMORANDUM AND ORDER This matter comes

before the Court on the motion of plaintiff Jacob Baxter for reconsideration (Doc. 38) of the Court's November 7, 2025, order and judgment (Docs.

36 & 37) dismissing the claims in this case, some with and some without prejudice. Defendants Danny R. Cheadle and Village of Palestine, Illinois ("Village") have responded to the motion for reconsideration (Doc. 43), and Baxter has replied to that response (Doc. 46).

I. Procedural History In March 2025, Baxter filed this lawsuit alleging, among other things, that Cheadle, the Village's police chief, violated his Fourteenth Amendment rights by terminating him from his job as a police officer without due process of law.

In June 2025, the defendants moved the Court to dismiss Baxter's claims pursuant to Federal Rule of Civil Procedure 12(b)(6) for failure to state a claim. The Court granted the motion to dismiss. In so doing, it found that, based on the allegations in the Complaint, Baxter had alleged a protected property right in his employment based on 65 ILCS 5/10-2.1-17,¹ and that Cheadle had failed to show as a matter of law that such provision did not apply.

Thus, Baxter had stated a claim that terminating him without a hearing or other opportunity to be heard violated his Fourteenth Amendment right not to be deprived of property without due process of law. Nevertheless, the Court found Cheadle was entitled to qualified immunity because Baxter had failed to point to any law clearly establishing that Cheadle's conduct was unconstitutional.

The Court based this decision on the fact that it was Baxter's burden to point to cases establishing that his due process right was sufficiently clear at the time he was terminated that a reasonable official in Cheadle's position would have understood that what he was doing was unconstitutional. Instead, he presented this argument: VIII. PLAINTIFF'S Response to section Denoted: VIII.

Cheadle has qualified immunity for the federal claims in Counts I and V. Plaintiff retorts, Mr. Cheadle does not have qualified immunity. Plaintiff Baxter has alleged a deprivation of a constitutional right and—the right in issue was clearly established at the time and under the circumstances presented." Cf standard set out in *Bianchi v. McQueen*, 818 F.3d 309, 319 (7th Cir.

2016). 55 ILCS 5/3-8014; 65 ILCS 5/10-2.1-17; 65 ILCS 5/10-1-45 were clearly established at the time and under the circumstances presented. Since the law was sufficiently clear such that every reasonable official would understand what he is doing is unlawful at the time of the conduct, Defendant Cheadle is not entitled to a ruling that he is immune from suit.

(See *District of Columbia v. Wesby*, 583 U.S. 48, 63, 138 S.Ct. 577, 589 (2018)). Pl.'s Resp. 14 (Doc. 24). This is the sum total of his argument in response to Cheadle's assertion of qualified immunity. And as the Court noted in its order of dismissal, neither *Bianchi* nor *Wesby* had anything to do with terminating someone who had a property right in their employment.

Baxter utterly failed to carry his burden. Accordingly, the Court found Cheadle 1 Cheadle contests that this statute applies to Baxter, but it is immaterial to the pending motion for reconsideration. The Court assumed the statute applied, and for the purposes of the motion to dismiss, Cheadle did not present sufficient legal argument otherwise. had qualified immunity and dismissed his constitutional claim with prejudice.

To be clear, the Court did not dismiss Baxter's case because of any insufficient pleading of his cause of action; it dismissed his case because he failed to carry his legal burden in a brief. Amendment of his complaint would not have cured this shortcoming, so the Court did not consider allowing an amendment as it ordinarily would have when dismissing a complaint pursuant to Rule 12(b)(6).

See *Reilly v. Will Cnty. Sheriff's Off.*, 142 F.4th 924, 929 (7th Cir. 2025) (citing *Runnion ex rel. Runnion v. Girl Scouts of Greater Chi. & Nw. Ind.*, 786 F.3d 510, 519 (7th Cir. 2015)). II. Motion to Reconsider A. Standard The Court construes Baxter's motion as a motion to alter or amend the judgment pursuant to Federal Rule of Civil Procedure 59(e), and all parties agree.

Under Rule 59(e), a court has the opportunity to consider newly discovered material evidence or intervening changes in the controlling law or to correct its own manifest errors of law or fact to avoid unnecessary appellate procedures. *Moro v. Shell Oil Co.*, 91 F.3d 872, 876 (7th Cir. 1996); see *A&C Constr. & Installation, Co. WLL v. Zurich Am. Ins. Co.*, 963 F.3d 705, 709 (7th Cir.

2020). A "manifest error" occurs when the district court commits a "wholesale disregard, misapplication, or failure to recognize controlling precedent." *Burritt v. Ditlefsen*, 807 F.3d 239, 253 (7th Cir. 2015) (internal quotations and citations omitted). Rule 59(e) "does not provide a vehicle for a party to undo its own procedural failures, and it certainly does not allow a party to introduce new evidence or advance arguments that could and should have been presented to the district court prior to the judgment." *Moro*, 91 F.3d at 876; accord *A&C Constr.*, 963 F.3d at 709.

The Court's orders "are not intended as mere first drafts, subject to revision and reconsideration at a litigant's pleasure." *A&C Constr.*, 963 F.3d at 709 (internal quotations and citation omitted). Rule 59(e) relief is only available if the movant clearly establishes a manifest error of law or fact or newly discovered evidence that precluded entry of judgment.

Reilly v. Will Cnty. Sheriff's Off., 142 F.4th 924, (7th Cir. 2025); *Harrington v. City of Chi.*, 433 F.3d 542, 546 (7th Cir. 2006) (citing *Romo v. Gulf Stream Coach, Inc.*, 250 F.3d 1119, 1122 n. 3 (7th Cir. 2001)). It is generally reserved for extraordinary cases. *Reilly*, 142 F.4th at 929. B. Application Baxter has cited no newly discovered material evidence, change in the law, or manifest error by the Court that justifies altering or amending the existing judgment.

First, Baxter points to "newly discovered evidence"—the depositions of Cheadle and his predecessor police chief—that shows Baxter had a contractual right to his employment based on a

policy manual. But that evidence goes to Baxter's property interest, which the Court already found he had stated in his Complaint.

The new evidence does not matter to the Court's prior order, which already found in Baxter's favor on that point. He also argues, for the first time, that Cheadle is not entitled to qualified immunity because he had no discretionary authority to terminate Baxter. He notes that qualified immunity is only available to public officials exercising discretionary authority, and Cheadle alone had no authority to fire Baxter.

The inquiry is not as simple as Baxter makes it out; the question is not simply whether a defendant was authorized to take a certain action but whether that action, if done for a proper purpose, was within or reasonably related to the duties entrusted to the officer. See *Harbert Int'l v. James*, 157 F.3d 1271, 1282-83 (11th Cir. 1998); see also *Coleman v. Frantz*, 754 F.2d 719, 729 (7th Cir.

1985) ("as a general rule an official's violation of a clear statute or regulation does not deprive the official of qualified immunity from damages for violation of other statutory or constitutional provisions"). In any case, though, Baxter could have and should have made this argument earlier when he responded to the motion to dismiss. He did not, and the Court declines to entertain it now.

Next, he suggests the Court erroneously considered qualified immunity at the pleading stage when the Seventh Circuit Court of Appeals prefers courts to decide the question at summary judgment. It is true that the pleading stage is not "always (if ever) the most suitable procedural setting to determine whether an official is qualifiedly immune, because immunity may depend on particular facts that a plaintiff need not plead to state a claim." *Hanson v. LeVan*, 967 F.3d 584, 589 (7th Cir.

2020) (citing *Alvarado v. Litscher*, 267 F.3d 648, 651-52 (7th Cir. 2001)). This general rule does not apply, however, where the plaintiff has stated a claim but fails to point to clearly established law showing a reasonable official in the defendant's position would have known he was behaving unconstitutionally. There is no genuine issue of material fact here; there is a legal failure by the plaintiff to point to clearly established law.

This decision is appropriate on a Rule 12(b)(6) motion. Baxter belatedly cites authority he claims clearly establishes the law from which a reasonable official in Cheadle's position would have known he was acting unconstitutionally. See *Gilbert v. Homar*, 520 U.S. 924, 929 (1997); *Cleveland Bd. of Educ. v. Loudermill*, 470 U.S. 532, 546 (1985). Of course, he was not required to cite those cases (or others) in his Complaint, but he has not explained why he failed to do so in response to the motion to dismiss.

Courts are not "in the business of formulating arguments for the parties." *United States v. McClellan*, 165 F.3d 535, 550 (7th Cir 1999). When a party fails to make an argument, he cannot rely on the Court to make it for him. Baxter also points to evidence that Cheadle actually knew he was acting unconstitutionally, but what Cheadle actually knew is not relevant to the legal question

of whether the law was clearly established to a reasonable official—the legal question Baxter failed to answer.

The Court is aware that the result of this case may seem extreme to Baxter in light of his simple failure to cite examples of what is likely clearly established law. But our judicial system is an adversarial one where courts do not jump in to help a party (especially one represented by counsel) when the party falters. Judicial resources are scarce, and the Court will not—and should not—use them to remedy a party’s error to the detriment of the opposing party.

Further, the Court is mindful that its judgment is not the end of Baxter’s claims. The Court dismissed his state law claims without prejudice, so he may pursue those claims in state court to attempt to remedy any wrong done to him. III. Conclusion Because Baxter has not cited any newly discovered material evidence, change in the law, or manifest error by the Court, the Court DENIES his motion for reconsideration (Doc.

38). Further, because the deadline set for amending pleadings has passed and an amended complaint would not cure the shortcoming that caused the Court to dismiss the original complaint, the Court DENIES that motion as well (Doc. 39).

The Court will address the bill of costs (Doc. 40), to which objection has been made (Doc. 42), by separate order. IT IS SO ORDERED. DATED: January 26, 2026 s/ J. Phil Gilbert J. PHIL GILBERT DISTRICT JUDGE