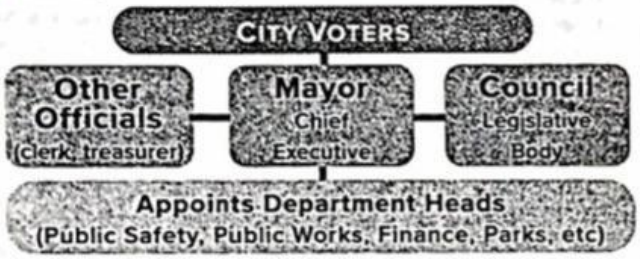
A *municipality* (city, village, or town) is created upon the request of, or with the consent of, the residents so that they may provide for themselves the services that they need or desire. Some of these services are fire and police protection, cultural and recreational facilities, water and sewer systems, street construction, traffic regulations, building and zoning regulation, and general health and welfare of the community.

There are more municipalities in Illinois than in any other state in the Union. More than 1,280 places are incorporated as cities, towns, and villages. All these are governed by the state laws dealing with local government, particularly the *Cities and Villages Act.*

Any municipality, except Chicago (see special section on Chicago on Page 78), may organize its government under the following local government forms: *mayor-and-council*, *trustee-village*, *strong-mayor*, *commission*, or *council-manager*.

Mayor-and-Council Form

In the mayor-and-council form of government, the size of the council ranges from six to 20 depending on the population of the city. Cities are divided into wards, with one, two, or three aldermen or alderwomen (usually two). This council is the legislative body for the town and passes local laws. The mayor presides over council meetings and may vote in cases of a tie. He or she may veto the council's measures, but that board can override the mayor's veto by a two-thirds vote.



The mayor is the chief executive officer of the city, and he or she enforces all laws and appoints some city officers, with council approval. A city clerk and city treasurer are also elected. Almost all terms of office under this form are for four years. Most of the cities in Illinois have this form of government.

Trustee-Village Form

Under this plan, there are six trustees (like council members above) and a village president (like mayor above). Officials are elected for two- or four-year terms, usually four. A village clerk is also elected, and the board may appoint a treasurer and other officers as needed.

Commission Form

All cities and villages of less than 200,000 population may select the commission form of government. This form provides an elected mayor and four commissioners to serve four-year terms. There is no division into wards or districts. The duties of city government are divided among these officers. There are no other elected officers.

Council-Manager Form

The council-manager plan calls for a directly elected council (legislative body), which appoints an administrator called a *city manager* who generally has complete administrative responsibility for the conduct of city affairs. The manager prepares a budget for the council's consideration; recruits, hires, and supervises the government's staff; serves as the council's chief adviser; and carries out the council's policies.

Strong-Mayor Form

This form of city government was added by statute in 1969. The mayor, clerk, and treasurer are elected at large, and from eight to 20 aldermen/alderwomen are elected from wards, usually for four-year terms. Besides his regular duties as mayor, the mayor gets almost full executive powers, and the council is only legislative. As an example, the mayor does not need legislative approval of any of his appointments. This strengthening of the mayor's position is why the system is called "strong" mayor.

Home Rule and the 1970 Constitution

Before the 1970 Constitution, local governments had only the powers explicitly granted by the General Assembly. The 1970 Constitution Convention felt that the local governments must be given more ability to deal with complex urban life problems. These new powers were called "home rule." They gave the cities and towns the powers to pass ordinances "for the protection of the public health, safety, morals and welfare" or, within certain limitations, to tax and to incur debt, all without specific legislation from the General Assembly.

Population Characteristics in Municipalities

According to the 2020 Census, nearly half, or 630 of the municipalities in Illinois, have fewer than 1,000 residents. There are only eight municipalities in Illinois that have more than 100,000 residents. On the other extreme, 49 municipalities in Illinois have fewer than 100 residents. Downstate Illinois has been the main driver of the state's population loss over the past 10 years. The net loss of more than 18,000 residents makes Illinois just one of three states to lose population this decade.

QUESTIONS

WHICH FORM OF GOVERNMENT? Which form fits the statement given? Answer *Mayor-and-Council (MC)*, *Trustee-Village (TV)*, *Commission Form (CF)*, *Council-Manager (CM)* or *Strong-Mayor (SM)*.

____ 1 The duties of the city government are handled by commissioners.
____ 2. A professionally trained officers is selected as administrator.
____ 3. There is a mayor and city council.
____ 4. The mayor does not need legislative approval of his or her appointments.
____ 5. Most of Illinois cities have this form of government.
____ 6. Has a village president along with six trustees.

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addition to the municipalities discussed earlier, other local governments support the people of Illinois. These include *special-purpose districts*, *counties*, and *townships*. If you add all the local government units, you will find that Illinois has the most of any state, over 6,900 local governments. These local governments influence much of state and federal policies.

Special-Purpose Districts

To provide specialized services for the people of Illinois, various special-purpose districts have been created. An example of a very common special-purpose district is the public school district. Other special-purpose districts would be forest preserve, transit authority, library district, mosquito abatement district, park district, and soil conservation district.

Illinois Special-Purpose Districts

Illinois has more special-purpose districts than any other state in the nation (3,145). Special districts can provide basic services, such as fire protection and water supply, to more quality-of-life enhancing services, like museum facilities, parks, and zoos.

County Government

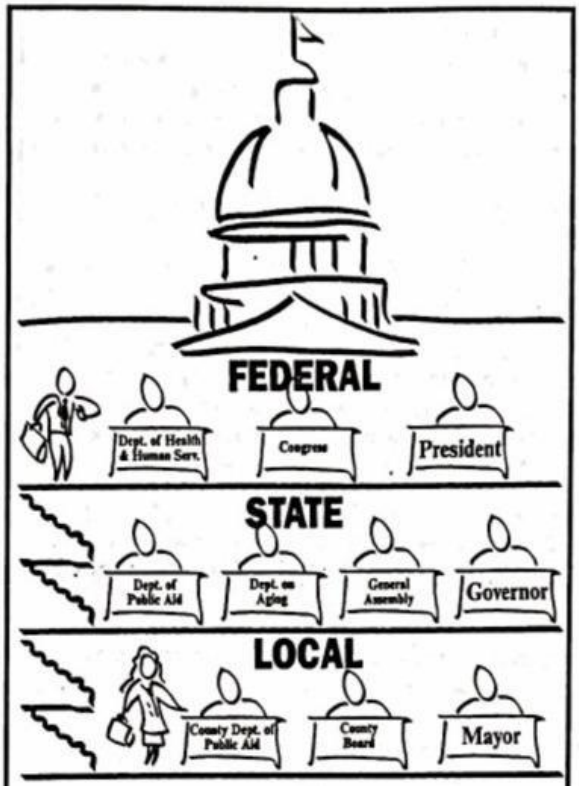
There are 102 counties in Illinois. All counties carry out state policy of a general nature: they enforce laws, prosecute offenders, build and maintain roads, keep records, conduct elections, assess property, and collect taxes. Also, counties are authorized to provide a variety of local government services, such as public health and planning, licensing, regulation of land use, and establishing such diverse functions as health care, hospitals, parks, and libraries.

Every county has a governing body known as the county board. Other officers include sheriff, clerk, and treasurer. A coroner, recorder, assessor, auditor, and others can be either appointed or elected, depending on the county. The *county seat* is the town that is the governmental center of each county and the base for these local government officials.

The Illinois Constitution also allows counties to obtain home rule status. Home rule municipalities are autonomous and free to exercise governing authority independent of the General Assembly and governor in most cases. A county has home rule status if it has a chief executive officer elected at large and passes a home rule referendum. Cook County is currently the only county in Illinois that has home rule status.

Townships

The counties are divided into townships. Like the county, the township has certain specific powers and is subject to state restriction and supervision. Township affairs are administered by elected officials, including supervisor, clerk, assessor, and trustees. The three primary functions of township government in Illinois are (1) construction and maintenance of rural roads and bridges, (2) general assistance to the needy, and (3) assessment of property. There are also miscellaneous functions, such as voter registration, cemeteries, and mental health facilities.



There are three main levels of government— federal, state, and local. Often the three must coordinate what they offer to you. For example, the federal Department of Human Services might provide funding for a health program. Then, the state Department of Public Aid makes sure that the program gets to the county level, and then to you.

QUESTIONS

TRUE OR FALSE? Write a *T* or *F* in the space provided.

___ 1. There are 102 counties in Illinois.
___ 2. There are more townships than counties.
___ 3. A school district is a special-purpose district.
___ 4. A sheriff is a township officer.
___ 5. Counties carry out state policy.
___ 6. Illinois has the most local government units of any state.

FILL IN THE BLANKS

1. In which county do you reside? _____
2. Where is your county seat located? _____
3. What township do you reside in? _____
4. Name one county service that directly affects you.

_____

SHORT ANSWER

What is home rule? _____

_____

_____

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Over $1 trillion is spent by the state and local governments in our country each year. The graph to the right will show you how the tax money is collected and consumed in the state of Illinois each year.

Today's state and local governments provide such services as public schools, welfare, police, mass transit, public health programs, courts, and highway construction. The money to pay for these services comes from taxes and other sources, such as federal grants and revenue from businesses operated by state and local governments. Most of the money, however, is provided by taxes.

Limitations on State Taxation

The state's taxation power is limited by the federal Constitution, the state's laws, and its constitution. The federal Constitution, for instance, does not allow states to make import or export taxes, nor are states allowed to tax commerce between states. The U.S. Constitution prohibits states from taxing federal property, such as military bases. Also, the 14th Amendment says that taxes must be administered fairly and for public purposes.

Sales Taxes

Taxes on the sale of goods, called *sales taxes*, provide states with more than half of their incomes. Forty-five states, including Illinois, have a general sales tax.

Income Taxes

Forty-three states, including Illinois, tax personal income. Forty-six states make corporations pay tax on their incomes, as well. Illinois has a corporate income tax also. Over one-third of states' tax revenues are provided by income tax. Illinois' specific position is shown on the graph on this page.

Property Taxes

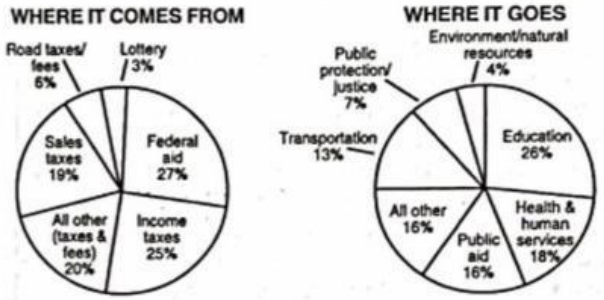
The *property tax* is a local tax, which means that is it is levied, collected, and spent by units of local government. It is based on the value of real property owned. It is the largest single tax in Illinois and is the primary source of tax revenue for local governments.

State Budgets

State budgets may be critical today, but until the 1920s, they were generally put together in a confused manner with each state department fighting for funds. Today's budgets must be carefully drawn. The four major areas to which most state budgets give money are education, highways, public welfare, and retirement and unemployment benefits.

Although it is the governor, in most states, who has the responsibility to make the budget, he or she usually has a professional budget director and staff. The Illinois Constitution requires the governor to prepare and submit a state budget to the General Assembly for the upcoming fiscal year. Illinois operates on an annual budget cycle with the fiscal year beginning July 1st. The governor presents the budget in a speech to the General Assembly in Springfield. The total Illinois spending plan for this fiscal year now totals $46 billion. Collecting and spending such funds is indeed a tremendous responsibility for the governor and the General Assembly. If citizens want to see this money collected fairly and spent wisely, they need to be involved and informed citizens. By participating in your current studies, you are beginning to meet your responsibility.

Typical Illinois Budget



Fiscal Year 2023 (July 1, 2022 - June 30, 2023)
Total Spending Plan = $46 Billion

Present Illinois Budget

The latest budget from Governor J.B. Pritzker increases state spending to $46 billion. Due to strong economic growth, state revenues have come in at a higher-than-expected pace. Highlights of the budget include inflation relief for Illinoisans, including a freeze on motor fuel tax and suspension of state sales tax on groceries. The budget includes salary raises for state lawmakers. The latest economic report shows Illinois is resilient in the face of many challenges – COVID-19, supply chain issues, labor shortages, a cooling global economy, a war in Europe, and rising commodity prices.

QUESTIONS

FILL IN THE BLANKS

1. The annual Illinois budget is presented by the _____.
2. The budget is presented to the _____.
3. The fiscal year of the state begins in _____.
4. States are not allowed to make *i* _____ or *e* _____ taxes.
5. Annual spending in Illinois now exceed $____ billion.

TRUE OR FALSE? Write a ***T*** or ***F*** in the space provided.

___ 1. The U.S. Constitution puts some limitations on state taxation.
___ 2. Illinois does not receive any money from the federal government.
___ 3. Illinois does not have a lottery.
___ 4. Education is the biggest item in Illinois spending.
___ 5. Illinois gets very little money from income taxes.

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CITY OF CHICAGO

UNIT 36

Chicago plays a critical role in the state of Illinois. About one-third of Illinois residents live in Chicago. The population of the city (based on the latest census) is about 2.7 million, making it the third-largest city in the United States.

Initially settled by Jon Baptiste Point de Sable in the 1770s and incorporated as a city on March 4, 1837, Chicago developed from a small trading center on Lake Michigan's shores to the dynamic and culturally diverse city it is today.

As with other large cities, Chicago faces serious challenges. The city must continue to deal with budget deficits, improve the aging transit system, and fight crime. The citizens of Chicago will continue to challenge the leaders on these and other issues.

City of Chicago Government

The city government is divided into the usual three branches: *executive*, *legislative*, and *judicial*. However, the judicial branch is part of the state court system, since regular state courts have jurisdiction in Chicago. Chicago is divided into 50 *wards*; each ward elects one alderman or alderwoman to represent that ward. In addition to the mayor, Chicago's two other citywide elected officials are the city clerk and the city treasurer.

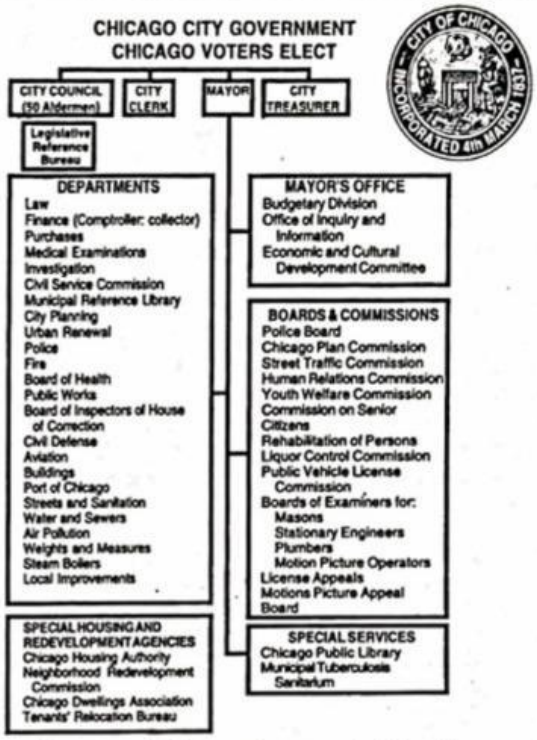
Chicago is restricted to the mayor-and-council form of municipal government. City elections take place in February and April every fourth year. Voters elect the 50 aldermen, and, in elections where they have a majority, they are declared elected. In April, the voters elect the mayor, the city clerk, the city treasurer, and the remainder of the aldermen who did not have a majority in the February elections.

The Mayor of Chicago

The mayor is elected for a four-year term. The mayor directs the city departments, presides over the city council meetings, and has veto rights over measures passed by the city council. A two-thirds vote is necessary to override the mayor's veto.

The mayor also submits the city's annual budget and appoints city officers, department commissioners, directors, and city board members and commissions.

Interesting and dedicated individuals have occupied the chief executive office of the city. The first female mayor, Jane M. Byrne, served from 1979 to 1983 and was succeeded by the first African-American mayor, Harold Washington, who served until he died in 1987. The longest-serving mayor, Richard J. Daley (1955-1976), presided over a public and private building boom that strengthened both downtown and the city's neighborhoods. His son, Richard M. Daley (1989-2011), spearheaded many environmental initiatives in his quest to make Chicago the "Greenest City in America." Chicago's current mayor, Lori Lightfoot, defeated Toni Preckwinkle in the 2019 election. Lightfoot became Chicago's first African American female mayor and first openly gay mayor.



The city council is made up of 50 aldermen and alderwomen, one from each ward. They are elected to four-year terms. The legislative powers of the city council are granted by the state Legislature and by the home rule provisions of the Illinois Constitution. There are standing committees that help discharge the work of the city council. There are many boards, commissions, and agencies that work under the direction of the mayor and city council. The city clerk is the official record keeper for the city council and the designated repository for city documents. Each year the city treasurer is required to file an annual report with the city council summarizing the city's investment portfolio, including the monies received, invested, and spent.

QUESTIONS

SHORT ANSWER

1. How many members in the city council? _____
2. How many wards are there? _____
3. What is the term of the mayor? _____
4. Who presides over the city council? _____
5. What are the branches of government? _____
6. What form of government does Chicago have? _____
7. What is the name of the city's legislative body? _____
8. What is the population of the city? _____
9. Who is mayor of Chicago? _____

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