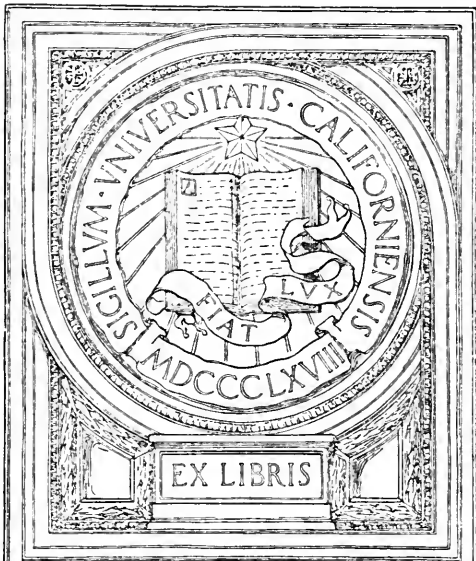


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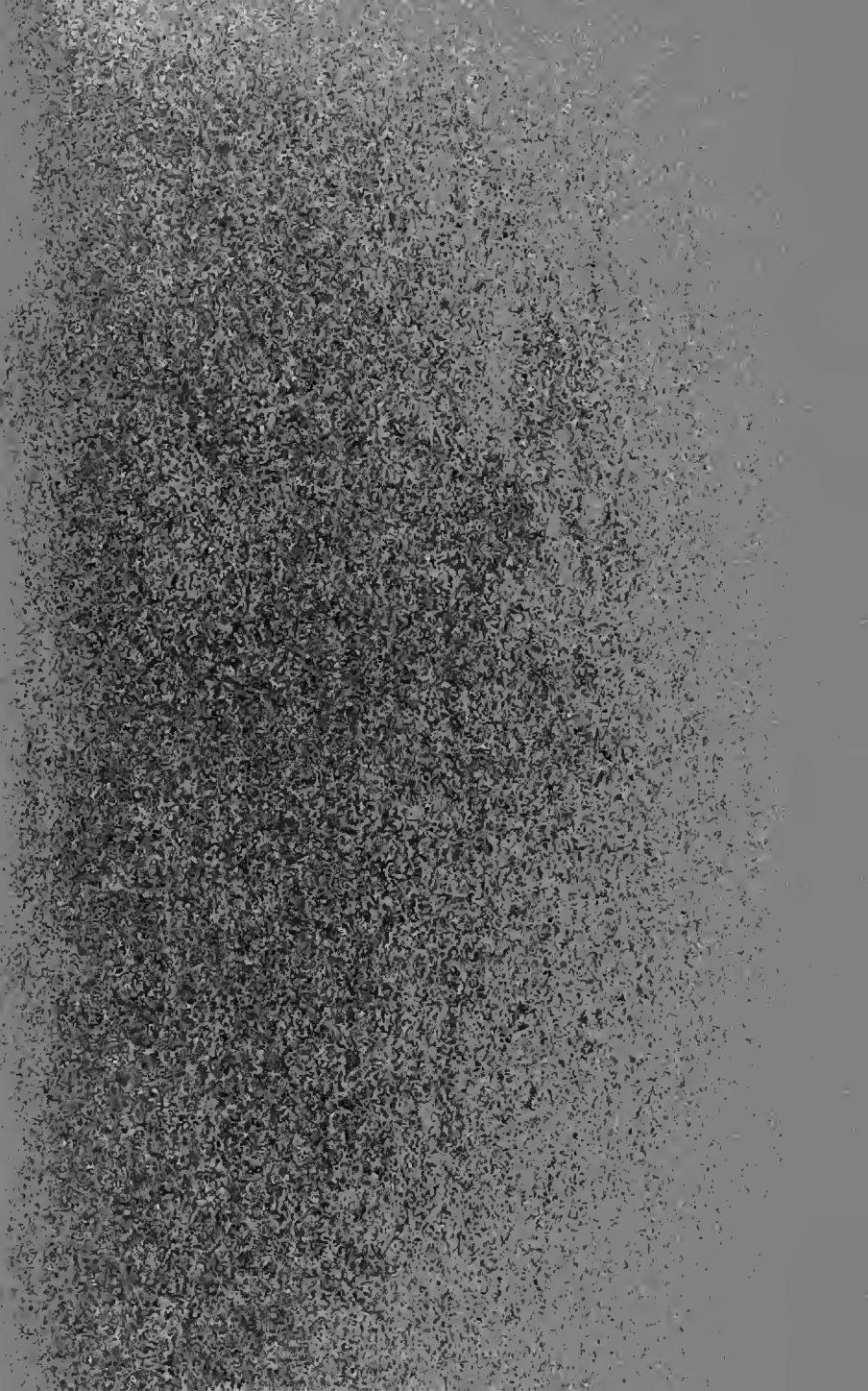


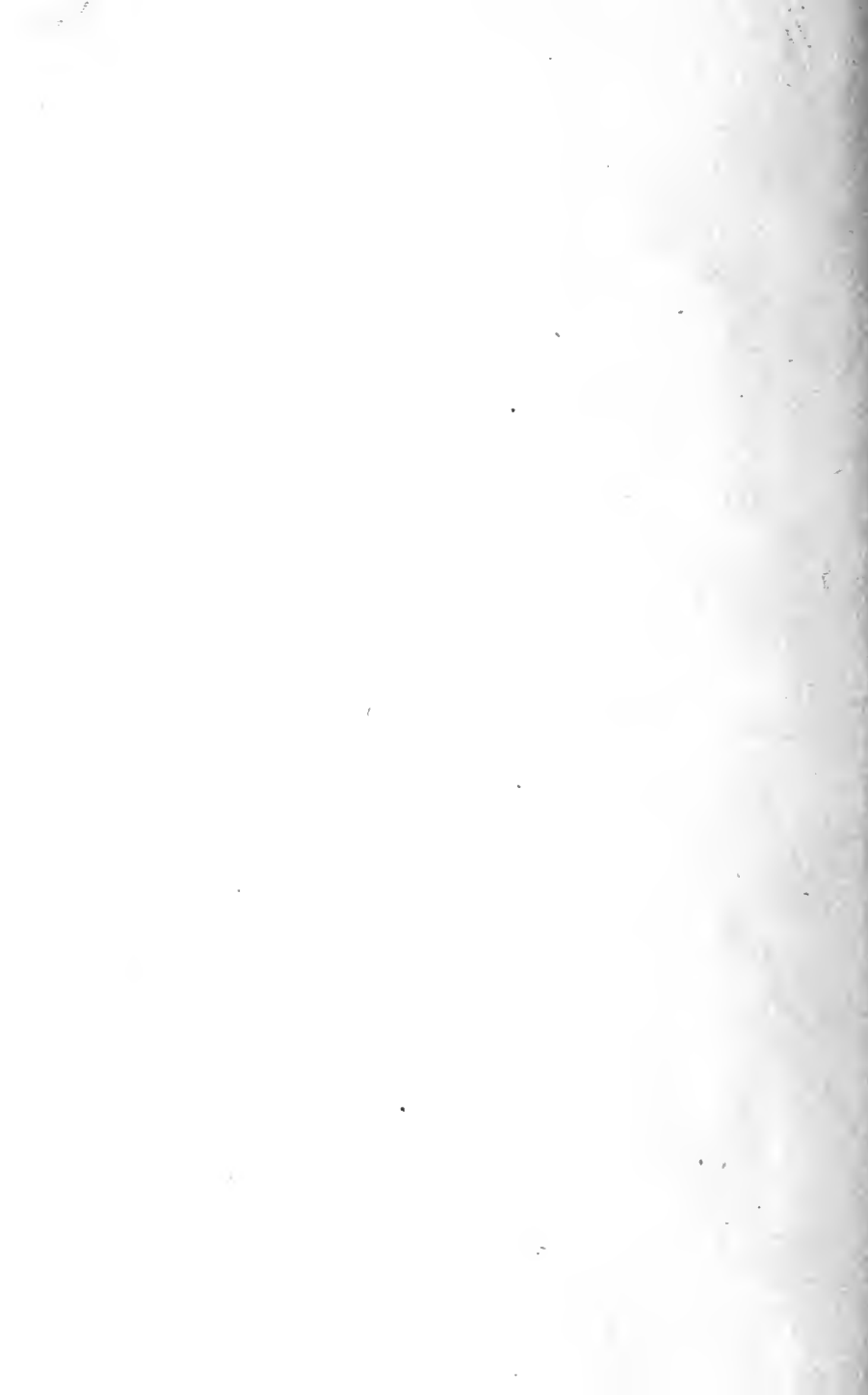
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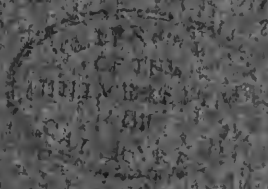






# THE CITY MANAGER PLAN FOR CHICAGO

DRAFT OF A BILL FOR THE REORGANIZATION  
OF THE MUNICIPAL GOVERNMENT, WITH  
EXPLANATORY STATEMENT



PREPARED AND PRESENTED FOR PUBLIC CONSIDERATION  
BY THE  
CHICAGO BUREAU OF PUBLIC EFFICIENCY

OCTOBER, 1917

## PRIOR PUBLICATIONS.

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1. Method of Preparing and Administering the Budget of Cook County, Illinois. January, 1911.
2. Proposed Purchase of Voting Machines by the Board of Election Commissioners of the City of Chicago. May, 1911. (Out of Print.)
3. Street Pavement Laid in the City of Chicago: An Inquiry Into Paying Materials, Methods and Results. June, 1911. (Out of Print.)
4. Electrolysis of Water Pipes in the City of Chicago. July, 1911. (Out of Print.)
5. Administration of the Office of Recorder of Cook County, Illinois. September, 1911.
6. A Plea for Publicity in the Office of County Treasurer. October, 1911. (Out of Print.)
7. Repairing Asphalt Pavements: Work Done for the City of Chicago Under Contract of 1911. October, 1911. (Out of Print.)
8. The Municipal Court Acts: Two Related Propositions Upon Which the Voters of Chicago Will Be Asked to Pass Judgment at the Election of November 3, 1911. Vote No. October 31, 1911. (Out of Print.)
9. The Water Works System of the City of Chicago. By Dabney H. Maury. December, 1911. (Out of Print.)
10. Bureau of Streets, Civil Service Commission, and Special Assessment Accounting System of the City of Chicago. December, 1911. (Out of Print.)
11. Administration of the Office of Coroner of Cook County, Illinois. December, 1911.
12. Administration of the Office of Sheriff of Cook County, Illinois. December, 1911.
13. Administration of the Office of Clerk of the Circuit Court and of the Office of Clerk of the Superior Court of Cook County, Illinois. December, 1911.
14. The Judges and the County Fee Offices. December 15, 1911. (Out of Print.)
15. General Summary and Conclusions of Report on the Park Governments of Chicago. December, 1911.
16. The Park Governments of Chicago: An Inquiry Into Their Organization and Methods of Administration. December, 1911.
17. Offices of the Clerks of the Circuit and Superior Courts: A Supplemental Inquiry Into Their Organization and Methods of Administration. November, 1912.
18. Administration of the Office of the Clerk of the County Court of Cook County, Illinois. November, 1912.
19. Office of Sheriff of Cook County, Illinois: A Supplemental Inquiry Into Organization and Methods of Administration. November, 1912.
20. Growing Cost of Elections in Chicago and Cook County. December 30, 1912.
21. The Voting Machine Contract. A Protest Against Its Recognition in a Form by the City Council of the City of Chicago. January 1, 1913.
22. The Office of the County Treasurer of Cook County, Illinois. An Inquiry Into Administration of Its Finances with Special Reference to the Question of Interest on Public Funds. November, 1913.
23. The Nineteen Local Governments in Chicago. December, 1913.
24. The Bond Issues to Be Voted Upon April 7, 1914. March 30, 1914.
25. A Second Plea for Publicity in the Office of County Treasurer. July 9, 1914.
26. The Nineteen Local Governments in Chicago. (Second Edition.) March, 1915.
27. Unification of Local Governments in Chicago. January, 1917.



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BY THE  
CHICAGO BUREAU OF PUBLIC EFFICIENCY  
315 PLYMOUTH COURT

CHICAGO BUREAU  
OF  
PUBLIC EFFICIENCY

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## INTRODUCTION.

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In presenting to the public the draft of a bill for the reorganization of the municipal government of Chicago along the lines of the city manager plan, the Chicago Bureau of Public Efficiency believes that it is directing attention to one of the greatest needs of the community. The purpose in embodying the plan in the form of a concrete bill is to facilitate action in getting something done to improve conditions. With that end in view, the Bureau invites consideration of the measure and suggestions for its improvement so that there may be if possible substantial unanimity upon the subject when the time comes for its presentation to the Legislature.

Organized groups of various kinds, public officials, and individual citizens are invited to send to the Bureau in writing their views upon the bill herewith presented and the subject matter with which it deals. Upon request, speakers for meetings will be supplied by the Bureau to explain the bill and the two-fold program of governmental reorganization for Chicago to which the Bureau is committed. That program is: (1) ultimate—the unification into one municipal entity of all the local governing agencies within metropolitan Chicago, under a plan of simple, centralized, responsible government; (2) immediate—the application to Chicago as soon as possible of a modified form of the city manager plan of government, with non-partisan elections.

In the preparation of the bill and the accompanying explanatory material, the Bureau, in addition to its regular staff, has had the services of lawyers especially familiar with bill drafting, and the assistance of Mr. George C. Sikes, former secretary of the Bureau. In the matter of advice upon legal questions involved, Mr. Henry Schofield of the Chicago bar has been particularly helpful.

CHICAGO BUREAU OF PUBLIC EFFICIENCY.  
HARRIS S. KEELER, *Director.*

October, 1917.

# THE CITY MANAGER PLAN FOR CHICAGO.

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## EXPLANATORY STATEMENT.

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In its report on Unification of Local Governments in Chicago, published in January of this year, the Chicago Bureau of Public Efficiency urged the merger into one municipal entity of all the local governments within the area comprising what might be termed metropolitan Chicago. That area is substantially the territory within the limits of the Sanitary District. A plan of government was also outlined in that report, which is an adaptation to Chicago of the city manager plan. Complete unification cannot be effected, of course, without extensive modifications of the Constitution of the State. The General Assembly of Illinois, at its last session, voted to submit to the people the question of calling a convention to revise the Constitution. That proposition will be passed upon by the voters at the election of November, 1918.

While awaiting the constitutional changes necessary to complete unification, it is possible by legislative action, with the approval of the people of Chicago on a referendum vote, to apply to the present city the plan of government outlined and recommended by the Bureau. In the report published in January last, the Bureau recommended that the Legislature of Illinois should give Chicago at once a modified form of the city manager plan of government. It was urged that the change should be made to take effect, if possible, with the municipal election of 1919, when the term of the present mayor expires.

After the publication of its report in January, the Bureau undertook the drafting of a bill embodying in concrete form its plan for reorganization of the city government of Chicago, without the unification features that must await constitutional authorization. By the time the draft of the bill was completed, the session of the Legislature was well advanced, and the outlook for enabling legislation for Chicago was so discouraging that it seemed inexpedient to present the measure.

#### THE NEED FOR REORGANIZATION.

Continuous developments in the municipal situation ever emphasize anew the need for radical reorganization of the government of Chicago. To be sure, the spirit of pessimism is in the local atmosphere, and in many quarters the idea prevails that the prospects of accomplishment do not justify the putting forth of the effort necessary to bring about needed changes in government.

The Chicago Bureau of Public Efficiency has faith that the spirit of aggressive progress that made Chicago what it is still lives; and the Bureau believes that that spirit can be enlisted in a movement for the reorganization of municipal government on lines of efficiency and economy calculated to promote the public welfare. The Bureau appeals to citizens, civic organizations, the press, and public officials to join earnestly in the movement for governmental reorganization in this community. The program has two main aspects, as follows: (1) ultimate—the unification into one municipal entity of all the local governing agencies within metropolitan Chicago, under a plan of simple, centralized, responsible government; (2) immediate—the application to Chicago as soon as possible of a modified form of the city manager plan of government, with non-partisan elections, under which re-

sponsibility would be centralized, the ballot shortened, political partisanship eliminated as far as possible, and the incentive to efficiency on the part of city officials increased.

#### BILL EMBODYING THE IMMEDIATE PROGRAM.

The ultimate program was outlined in the report of the Bureau on Unification of Local Governments in Chicago, copies of which may be had free on application by letter or in person at the office of the Bureau. The immediate program was also indicated briefly in that report. It is embodied more fully in the draft of a bill printed herewith, described as a "Draft of a Bill for the Reorganization of the Municipal Government of the City of Chicago by Providing, Among Other Things, for the Election of Mayor by the Council, and for the Non-Partisan Election of Aldermen; by fixing the Number of Aldermen at 35, One from Each Ward; and by Extending the Term of Aldermen to Four Years, Subject to Popular Recall."

The preparation of this bill has involved much work and study. The Bureau presents it to the public for consideration and suggestions in the hope that the draft as it stands, or as it may be modified after discussion, may have the support of the community, be enacted into law, and be adopted on a referendum vote as part of the city charter of Chicago. If the plan proposed is to become effective by April, 1919, when the term of the present mayor expires, it will be necessary to have action upon it at a special session of the Legislature. While no special session has been announced, and while it is uncertain whether or not one will be held, the movement for legislation to reorganize the city government of Chicago should be under such headway that Governor Lowden can reasonably be urged to include the subject

in the call, in case he decides to convene the General Assembly in special session.

The Bureau is in full agreement with those who hold that this is no time for mere experiments in social and governmental reconstruction. The time does call, however, for such businesslike reorganization of governmental systems as is necessary to efficiency and economy. National governments engaged in war operations have been obliged to make changes in the direction of simplification and centralization of responsibility in order that they may function more effectively. City governments should follow the same example, instead of continuing to waste taxpayers' money lavishly through cumbersome and ineffective governmental methods that need overhauling. The Bureau contends that the changes suggested in the bill herewith presented are supported by experience and by the judgment of the best authorities on practical questions of government.

#### MAIN POINTS OF THE PROPOSED BILL.

The main purpose of the bill is to apply to Chicago a modified form of the city manager plan of government, with non-partisan methods of electing aldermen. The bill also reduces the number of aldermen from 70 to 35, one alderman from each ward, and extends the term of aldermen to four years, subject to popular recall. Other features of the bill are incidental to these objects.

In form, the bill is an amendment of Article XII of the Cities and Villages Act. Article XII of that Act is the portion of the city charter based upon the so-called Chicago charter amendment of the Illinois Constitution, adopted in 1904. Some of the provisions of the bill that may seem superfluous to the layman are legally neces-



sary to negative the application to Chicago of portions of the Cities and Villages Act which are inconsistent with this proposed special Act for Chicago but which would apply unless otherwise explicitly negated. Not all the provisions of the bill are new. In some instances, it has been necessary to restate either in form or substance matters which are already in the statutes.

### **The Mayor to Be Elected by the Council.**

The term city manager is not used in the bill. The title of mayor is retained for the executive head of the city government. But the bill aims to give to Chicago the essence of the city manager plan of government, which is the vesting in an executive chosen by the council, and subject to its continuous control, of responsibility for administration. Extracts from the report of the Bureau issued in January last, reprinted in this document, explain why the city manager plan is favored for Chicago.

### **Savings From Fewer Elections.**

The reason for electing all the aldermen at one time, for a four-year term, subject to popular recall, is economy. This plan, when put into operation, would give Chicago a regular city election only once in four years, whereas now there is a city election every year. On the basis of laws then in effect, the Bureau, at the time of the issuance of its report on Unification of Local Governments in Chicago, estimated that the money savings by reducing the number of city elections as proposed would amount to approximately \$700,000 a year. Since that time, however, the Legislature has passed a law greatly reducing the cost of registrations of voters prior to pri-

maries and elections; also a measure designed to save money by providing for larger election precincts in the future. As compared with costs under the present laws, the saving to taxpayers from the elimination of three city elections in every four-year period, for which the bill makes provision, is calculated by the Bureau at \$1,740,000, or an average annual saving of \$435,000. In these calculations, no definite allowance has been made for the cost of special recall elections, the number of which cannot be foretold. However, the figures do allow for the cost of supplementary elections in all wards following the regular quadrennial city elections. In many wards there will be no supplementary election. It is assumed roughly that the cost of special recall elections will not be larger than the savings from the elimination of supplementary elections.

#### **Size of the City Council.**

The question of the size of the city council is one on which there are sharp differences of opinion. There seems to be quite general sentiment in favor of a smaller council than 70 members. Some, however, want a body of 50 members, while others think that the number of aldermen should be 21, or even as low as 15. The Bureau suggests a council of 35 aldermen, one from each ward.

#### **No Fixed Tenure for Mayor and Department Heads.**

The mayor, to be chosen by the council, would serve without fixed tenure, being subject to removal at any time. He would name all heads of departments except the comptroller and the city clerk, who would be chosen by the city council. The heads of departments, like the mayor himself, would serve without fixed tenure, and

need not be residents of the city at the time of their appointment. Members of such bodies as the civil service commission and the board of education would continue to have the duties and tenure now fixed by statute.

#### **Non-Partisan Elections and the Recall.**

The provisions for the non-partisan election of aldermen take up considerable space in the bill, but the proposition is fairly simple in essence. It is that all nominations for alderman shall be made by petition only. A petition must be signed by not less than one per cent nor more than three per cent of the voters of a ward. The candidate receiving a majority of the votes is elected. There are no primaries. Instead, provision is made for a supplementary election, in case no candidate has a majority, to be held three weeks after the first election. At the supplementary election the choice is confined to the two high candidates at the first election and the one receiving the most votes at the supplementary election is elected.

An alderman may be recalled after he has been in office a year. The recall proceedings are instituted by the filing of a recall petition signed by 25 per cent of the voters of a ward. There will be no occasion for a city-wide recall, as under the proposed plan aldermen chosen by wards will be the only elective city officials—disregarding municipal court judges and attaches, who do not come within the scope of this bill.

#### **Council Vote Required to Pass Ordinances.**

The attempt has been made in framing this measure to avoid changes in substantive law unless imperatively necessary. It does seem necessary, however, to touch the subject of franchise grants. The purpose of the bill is

to place upon the majority of the city council and their agent, the mayor, responsibility for the management of city affairs. This means that a majority of the aldermen elected should be able to make ordinances effective. The bill so provides. The veto power is retained in the mayor as a means of placing upon him the responsibility for directing the attention of the council to faulty ordinances. But it is stipulated that a vetoed ordinance may be re-passed by the vote necessary to its passage in first instance. Although the majority of the aldermen should bear the responsibility for legislation and for administration while they are in office and should have authority to act commensurate with the responsibility, there are limits to the power they should have to bind the City beyond their term of office by bond issues and franchise grants. Provisions of existing law that would continue to apply to Chicago after the adoption of the proposed Act require a referendum on all bond issues of the City. Therefore, that matter calls for no treatment in the bill. As to franchise grants, however, the situation is different. It manifestly would be unwise to allow a majority of the aldermen to pass ordinances granting franchises for long periods that future councils could not revoke. Three methods of dealing with the situation have been suggested. One is to require a two-thirds vote of the council for the passage of franchise ordinances with a longer life than five years. This is the number of aldermen required at the present time to pass a franchise over the mayor's veto. The objection to it as the sole provision on the subject is that it would enable a minority of the council—perhaps actuated by unworthy motives—to block a proper project supported by a majority of the public-spirited members of the council. It has the merit of making possible quick action on matters to which there

is little opposition. The other suggestions are for the use of the referendum, either mandatory or optional. The bill embodies all three suggestions, and provides that an ordinance making a franchise grant of more than five years' duration shall not become effective (a) unless approved by two-thirds of the aldermen elected, or (b) unless it provides for a mandatory referendum upon its adoption, or (c) unless it is to be subject to an opportunity for a referendum on petition of five per cent of the voters.

#### **Redistricting of Wards a Necessity.**

Another matter that seems to require attention in this measure is that of redistricting the city into wards. Shiftings of population have made the present apportionment highly inequitable. The 25th ward, for example, with a population of 95,541, according to the school census of 1916, and with 46,120 registered voters in 1917, has only two aldermen, the same number as other wards with half the population and in some cases less than a quarter of the number of registered voters. Tables published in the appendix give comparative figures by wards of population and number of registered voters. It is shown by these tables that five outlying wards, with ten aldermen, have a total population about the same as eight designated interior wards, with sixteen aldermen. This, of course, is not equal representation.

It is particularly difficult for a council based upon an inequitable apportionment to cure the defects. The invoking of outside aid in some way becomes almost imperative. The people of Chicago, by their vote upon the proposed charter of 1907, showed themselves hostile to reapportionment of the city into wards by direct enactment of the state Legislature. Therefore, the plan em-

bodied in the bill has been worked out. It is the one feature of the bill admittedly experimental in nature, and based upon *a priori* reasoning rather than upon actual practical trial somewhere. However, it seems to the Bureau that it is well calculated to lead the City out of a difficult situation, and that at the worst it can do no harm. The plan is to enable any group of aldermen comprising one-fifth or more of the council to present a re-districting ordinance to the people for adoption or rejection, in case the council shall fail to take satisfactory action on the subject.

#### WHEN THE PROPOSED CHANGES WOULD BECOME EFFECTIVE.

If it should be found impossible to secure action from a special session of the Illinois Legislature so as to put into effect at the time of the mayoralty election of 1919 the plan of government presented herein, the next move should be to secure action early in the regular legislative session of 1919. Even if a mayor be elected by popular vote in 1919, under existing laws, for a four-year term, it does not necessarily follow that there must be a wait of four years before the plan herein advocated can be put into effect. There is no constitutional guaranty that either an alderman or a mayor shall be allowed to serve out the full term for which he was elected. The General Assembly, by appropriate legislation, can shorten the term of either the mayor or the aldermen.\* Whenever

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\*Inasmuch as some persons have the impression that the term of a city official cannot be shortened by legislative action, after his election, Mr. Henry Schofield was asked by the Bureau to furnish it with a legal opinion on the point. Mr. Schofield says the power of the Legislature in this matter is not open to doubt, as it has been passed upon by the Supreme Court of Illinois. (*People v. Brown*, 83 Ill. 95; *Crook v. People*, 106 Ill. 237.) There is a constitutional inhibition against extending by legislative action the term of a public official, but none against shortening the term of a municipal official.

this plan is put into effect, it will involve shortening by a year the term of the hold-over aldermen—half the city council—elected for a two-year term a year in advance of the first election under the proposed Act for choosing 35 aldermen for a four-year term to constitute the entire city council. If the Legislature should pass the proposed bill in 1919, to become effective when adopted by the people on a referendum vote, that bill could make the term of the mayor elected in 1919 end, say, in 1921, and provide for the installation of the new plan of city government in 1921, or at any other time that might be specified.





# DRAFT OF A BILL

for the

**Reorganization of the Municipal Government of the City of Chicago by Providing, Among Other Things, for the Election of the Mayor by the City Council, and for the Non-Partisan Election of Aldermen; by Fixing the Number of Aldermen at 35, One from Each Ward; and by Extending the Term of Aldermen to Four Years, Subject to Popular Recall**

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Section 1 amends Article XII of the Cities and Villages Act by amending Sections 1 and 7 of Part Two thereof, and by adding to said Part Two fifteen new sections; by repealing Sections 3 and 4 of Part Three of said Article XII, and by adding to said Part Three nine new sections; by repealing the whole of Part Four of said Article XII, and by adding to said Article XII four new parts to be known as Parts Four, Five, Six, and Seven.

## PART TWO.

### Concerning the Municipal Officers.

#### Section

1. Mayor Elected by Council.
7. Office of City Attorney Abolished.
8. Duration of Term of Mayor.
9. Qualifications of Mayor.
10. Mayor—How Commissioned.
11. Temporary Disability of Mayor.
12. Mayor Not a Member of Council.
13. General Duties of Mayor.
14. Mayor to Prepare Annual Budget.
15. City Clerk—Election of—Tenure—Duties.
16. City Comptroller—Election of—Tenure—Duties.
17. City Treasurer—Appointment of—Tenure—Duties.
18. Qualifications of City Officers.
19. Clerk and Comptroller—How Commissioned.
20. Heads of Departments—How Commissioned.
21. Departments—Creation—Number — Powers — Heads Appointed by Mayor.
22. Certain Offices Abolished—Offices Subject to Mayor's Power of Appointment.

## PART THREE.

### Concerning the City Council.

#### Section

9. Council—How Composed.
10. Aldermen—Number of.
11. Aldermen—Terms of.
12. Salary of Aldermen.
13. Organization of City Council—Presiding Officer.
14. Elections by Council.
15. Council to Create Executive Departments.
16. Vote Required to Pass Ordinance Over Veto.
17. Yeas and Nays—Certain Majorities Necessary.
18. Repeal.

**PART FOUR.****Concerning Municipal Elections.****Section**

1. General Municipal Elections—Held Quadrennially—Terms of Aldermen Elected Prior to First Quadrennial Election.
2. Aldermen—One From Each Ward.
3. Candidate Receiving Majority Elected—Supplementary Elections—Swearing in of Votes.
4. Propositions Not to Be Submitted at Supplementary Elections.
5. Nominations by Petition—Party Nominations Prohibited.
6. Candidate for Alderman May Withdraw.
7. Ballots—Form—Type—Order of Names—Rotation by Series—Allotment by Precincts—Party Designations Prohibited—Separate from Other Ballots Having Names Thereon.
8. Challengers and Watchers at Polling Places.
9. Certificate of Election—Issued After Supplementary Election.
10. Election Laws Apply Where Consistent Herewith.

**PART FIVE.****Concerning the Recall and Removal of Aldermen.****Section**

1. Aldermen Subject to Recall.
2. Procedure to Effect Removal—Form of Petition.
3. Petition—Proceedings on Filing of—Election Ordered by Council—Election Authorities Notified.
4. Nominations of Candidates for Alderman at Recall Election.
5. Ballots—Proposition Submitted—Names of Candidates.
6. Ballots—Manner of Counting—Supplementary Election.
7. Reimbursement of Alderman Retained in Office at Recall Election.
8. Recall and Supplementary Recall Elections Deemed Special Elections.

**PART SIX.****Concerning the Redistricting of the City Into Wards.****Section**

1. City to Have Thirty-Five Wards.
2. Additional Territory to be Annexed to Existing Wards.
3. City to be Redistricted after Adoption of this Act.
4. When Redistricting Ordinance Takes Effect—Substitute Ordinance May be Submitted.
5. Failure of Council to Act—One-Fifth of the Aldermen May Submit Redistricting Ordinance.
6. Redistricting Ordinance Submitted—Form of Ballot.
7. Redistricting Ordinance Submitted—When Approved and in Effect.
8. Election and Ballot Laws to Apply Where Consistent Herewith.
9. Redistricting in 1931 and Decennially Thereafter.

**PART SEVEN.****Concerning the Adoption of This Act.****Section**

1. Act to be Submitted to Popular Vote.
2. Form of Ballot—Adoption.

# A BILL

FOR

AN ACT TO AMEND AN ACT ENTITLED, "AN ACT TO PROVIDE FOR THE INCORPORATION OF CITIES AND VILLAGES," APPROVED APRIL 10, 1872, AS AMENDED BY SUBSEQUENT ACTS.

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SECTION 1.] *Be it enacted by the People of the State of Illinois, represented in the General Assembly:* That an Act entitled, "An Act to provide for the incorporation of cities and villages," approved April 10, 1872, as amended by subsequent Acts, be and the same hereby is amended, in pursuance of Section 34 of Article IV of the Constitution, to provide a system of local government for the City of Chicago, by amending Sections 1 and 7 of Part Two of Article XII of said Act so as to read as Sections 1 and 7 of Part Two herein, and by adding to said Part Two fifteen new sections to be known as Sections 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, and 22; by repealing Sections 3 and 4 of Part Three of said Article XII, and by adding to said Part Three nine new sections to be known as Sections 9, 10, 11, 12, 13, 14, 15, 16, and 17; by repealing the whole of Part Four of said Article XII, added by Act approved June 27, 1913; and by adding to said Article XII four new parts to be known as Parts Four, Five, Six, and Seven; which amended sections and new sections and parts shall read as follows:

## PART TWO.

## CONCERNING THE MUNICIPAL OFFICERS.

[Section 1 and Sections 8 to 22, both inclusive, of Part Two do not become operative until the expiration of the term of the mayor in office when this Act is adopted by the voters.]

SECTION 1. MAYOR ELECTED BY COUNCIL.] The mayor shall be elected by the city council. The first mayor elected by the city council shall be the lawful successor of the mayor in office when this Act is adopted by the voters.

§ 7. OFFICE OF CITY ATTORNEY ABOLISHED.] From and after the adoption of this Act the office of city attorney of the city of Chicago shall be abolished.

§ 8. DURATION OF TERM OF MAYOR.] The mayor shall have no fixed term but shall hold his office during the pleasure of the city council.

§ 9. QUALIFICATIONS OF MAYOR.] Any competent person who is a citizen of the United States shall be eligible to hold the office of mayor.

§ 10. MAYOR—HOW COMMISSIONED.] The mayor shall be commissioned by warrant under the corporate seal signed by the city clerk and the president of the city council.

§ 11. TEMPORARY DISABILITY OF MAYOR.] The city council may provide by ordinance for the discharge of the powers and duties of the office during a temporary absence or disability of the mayor.

§ 12. MAYOR NOT A MEMBER OF COUNCIL.] The mayor shall not be a member of the city council but the council may provide that he shall have a seat therein, with the

right of introducing ordinances and other measures, and of debating but not of voting.

§ 13. GENERAL DUTIES OF MAYOR.] The mayor elected by the city council as herein provided shall have all the powers and perform all the duties now or hereafter prescribed by law or by the city council for the mayor, except as herein otherwise provided. He shall be the chief executive officer of the city and, under the direction of the city council, shall administer the executive power of the city. He shall have the sole power to appoint and to remove at will the head of every principal department of the city government, except the city clerk and the city comptroller. He shall not be required to prefer charges against any officer removed by him nor shall he be required to state the cause of such removal. He shall give notice to the city council of every appointment made by him, and he shall give like notice of the death, resignation, or removal from office of any officer appointed by him. The city council shall have no power to reinstate any officer removed by the mayor.

§ 14. MAYOR TO PREPARE ANNUAL BUDGET.] Prior to the close of each fiscal year of the city, the mayor shall prepare and submit to the city council an estimate of the expense of conducting the affairs of the city for the following fiscal year. Such estimate shall be prepared and submitted at such time as the council may designate and shall set forth:

(1) An itemized estimate of the expense of conducting each department and office of the city government.

(2) Comparisons of such estimates with the corresponding items of expenditure for the last complete fiscal year, and with the expenditures of the current fiscal year plus an estimate of the expenditures necessary to complete the current fiscal year.

(3) A detailed statement of the total probable income of the city from taxes and all other sources for the current and also the following fiscal year.

(4) The amounts required for interest on the city's debt, and for sinking funds and the payment of bonds as required by law.

(5) The total amount of outstanding city debt with a schedule of maturities of bond issues.

(6) Such other information as the council may direct or require or as the mayor may deem necessary to the end that the council may fully understand the money exigencies and demands upon the city for the ensuing fiscal year.

It shall be the duty of the city clerk, the city comptroller, and every other officer of the city government, upon the request of the mayor, to prepare and submit to him, in such form as he may prescribe, all such information as he may deem necessary or proper to enable him to prepare the estimate herein required of him.

§ 15. CITY CLERK—ELECTION OF—TENURE—DUTIES.] The city clerk shall be elected by the city council. He shall have no fixed term but shall hold office during the pleasure of the city council. He shall perform the duties now or hereafter prescribed by law or by the city council for the city clerk.

§ 16. CITY COMPTROLLER—ELECTION OF—TENURE—DUTIES.] The city comptroller shall be elected by the city council. He shall have no fixed term but shall hold office during the pleasure of the city council. He shall be the chief accounting and auditing officer of the city. He shall have the power and duty—

(1) To keep an account of all appropriations made by

the council and of all expenditures made or contracted to be made under such appropriations;

(2) To require daily reports to him from each department and officer of the city showing the receipt of all moneys by such department or officer and the disposition thereof;

(3) To devise, install, and maintain accounting procedures for the city adequate to record in detail all transactions affecting the acquisition, custodianship, and disposition of values, including cash receipts and disbursements; and to present the recorded facts periodically to officials and to the public in such summaries and analytical schedules in detailed support thereof as shall be necessary to show the effect of such transactions upon the city's finances and as to each department or office of the city government;

(4) To prescribe the methods of keeping accounts by all departments and officers and the form of all financial reports and statements to be rendered by them;

(5) To direct and supervise the work of all bookkeepers and other employes charged with keeping books of financial account in all departments and offices of the city government;

(6) To audit and approve for payment all claims and demands against the city, and to prepare and disburse all warrants drawn upon the city treasurer;

(7) To take charge, custody, and control of all deeds, leases, warrants, vouchers, books, and papers of any kind the custody and control of which is not given to any other officer.

The city comptroller shall have such other powers and perform such other duties as are or may be hereafter prescribed by law or by the city council for the city

comptroller; *Provided*, the city comptroller shall not exercise a general supervision over officers of the city, except as herein provided, and shall not be required to submit any report of estimates of moneys necessary to defray the expenses of the city as provided in Section 17 of Article VII of the Act above referred to by its title.

§ 17. CITY TREASURER—APPOINTMENT OF—TENURE—DUTIES.] The city treasurer shall be appointed by the mayor. He shall have no fixed term but shall hold office at the will of the mayor. He shall perform the duties now or hereafter prescribed by law or by the city council for the city treasurer. He shall be the head of the principal department charged with the administration of matters relating to the receipt, custody, and disbursement of moneys belonging to the city.

§ 18. QUALIFICATIONS OF CITY OFFICERS.] Any competent person who is a citizen of the United States shall be eligible to hold the office of city clerk, city comptroller, or the head of a principal department of the city government.

§ 19. CLERK AND COMPTROLLER—HOW COMMISSIONED.] The city clerk and the city comptroller shall be commissioned by warrant under the corporate seal signed by the city clerk and the president of the city council.

§ 20. HEADS OF DEPARTMENTS—HOW COMMISSIONED.] All heads of principal departments of the city government shall be commissioned by warrant under the corporate seal signed by the city clerk and the mayor.

§ 21. DEPARTMENTS — CREATION — NUMBER — POWERS — HEADS APPOINTED BY MAYOR.] The executive powers and duties of the city shall be administered through departments of the city government. Such departments shall



be as many in number as the city council shall deem necessary, and shall be created and established, and the scope of the powers and duties thereof shall be prescribed, by the city council by ordinance. Every such department shall be deemed a principal department of the city government, and shall have at its head one officer whose title shall be fixed by ordinance and who shall be appointed by the mayor without the approval of the city council and who shall have no fixed term but shall hold office at the will of the mayor. Every such department shall contain such bureaus or divisions as the city council may provide. Except as otherwise provided in this Act, all the powers and duties now or hereafter prescribed by law or by the city council for the officers of the city government or any of them shall be distributed among such departments and the officers thereof. The city council may at any time by ordinance discontinue any such department or change the scope of its functions and powers or combine such functions and powers with those of any other department or departments. No officer holding any office which may at any time be discontinued by the city council shall have any claim against the city on account of his salary after such discontinuance.

§ 22. CERTAIN OFFICES ABOLISHED—OFFICES SUBJECT TO MAYOR'S POWER OF APPOINTMENT.] No legislative or executive officer of the city government, except aldermen, shall be elected by popular vote after the expiration of the term of the mayor in office when this Act is adopted by the voters. After such time all offices and places of employment not within the classified civil service of the city created by the city council shall be subject to the mayor's power of appointment and removal at will, without the concurrence of the city council, and after such time the

city council shall have no power to create any such office or place of employment exempt from the mayor's power of appointment and removal; *Provided*, that such members of the law department, except the head thereof, as may be by law from time to time exempt from such classified service, shall be appointed and may be removed at will by the head of such department. The term of any office or place of employment not within the classified civil service, created by the city council after the adoption of this Act by the voters, shall terminate at the expiration of the term of office of the mayor in office when this Act is adopted by the voters, and the city council shall have no power to make any longer term for any such office or place of employment. All other offices and places of employment not within the classified civil service of the city created by the city council shall terminate on the expiration of the terms of those in office at the expiration of the term of the mayor in office when this Act is adopted by the voters; *Provided*, that every such officer or employe then holding office or employment shall continue in the discharge of his duties, subject, however, to the mayor's power of appointment and removal, until the city council shall have provided for the discontinuance of the duties of such office or place of employment or for the transfer thereof to a department or other officer or employe of the city government. Any officer or employe to whom the city council may by ordinance transfer any part or all the duties or powers of any officer or employe whose office is hereby terminated shall as to such powers and duties be deemed the successor of such officer or employe whose office or place of employment is so terminated. Any officer on whom the city council may by ordinance devolve the duties of city marshal shall possess the power and authority of a constable by common law and under the statutes of this state.

PART THREE.

CONCERNING THE CITY COUNCIL.

*[Sections 9 to 17, both inclusive, of Part Three do not become operative until after the first quadrennial election of aldermen provided for in Part Four, Section 1, of this Act.]*

SECTION 9. COUNCIL—HOW COMPOSED.] The city council shall consist of the aldermen.

§ 10. ALDERMEN—NUMBER OF.] The number of aldermen shall be thirty-five, one from each ward.

§ 11. ALDERMEN—TERMS OF.] Subject to the recall and removal provisions of this Act, aldermen shall hold their office for the term of four years and until their successors are elected and qualified.

§ 12. SALARY OF ALDERMEN.] The aldermen may receive for their services such compensation as shall be fixed by ordinance not to exceed \$4,000 per annum for each alderman. The salaries of the aldermen elected at the first quadrennial election provided for in this Act shall be fixed by the outgoing council.

§ 13. ORGANIZATION OF CITY COUNCIL—PRESIDING OFFICER.] A regular meeting of the city council shall be held not more than five days after certificates of election shall have been issued to the aldermen elected from a majority of the wards at a general election for aldermen. The city clerk shall fix the time and place for holding such meeting and shall give at least twenty-four hours' notice of the time and place of such meeting by mail to each of the aldermen elected. Such meeting shall be called to order by the city clerk, who shall preside over it until a temporary presiding officer thereof shall have been

chosen and shall have taken his seat. At such meeting, or as soon thereafter as may be, and annually thereafter, the city council shall elect one of its members to act as its presiding officer for one year. Such presiding officer shall be known as the president of the city council and shall be entitled to cast one vote on all questions. In the event of the absence or disability of such president, the council shall choose one of its members to act as temporary presiding officer. Whenever a vacancy occurs in the office of president, the city council shall elect one of its members to serve as president during the remainder of the unexpired term of president. The election of president shall be by roll call to be recorded on the journal of the proceedings of the city council, and the votes of a majority in number of the aldermen elected shall be required for a choice.

§ 14. ELECTIONS BY COUNCIL.] The mayor, the city clerk, and the city comptroller shall be elected separately by the city council by resolution concurred in by a majority of the aldermen elected on a "Yea" and "Nay" vote which shall be entered on the journal of its proceedings. By resolution, adopted in like manner, the city council may at any time remove the mayor, city clerk, or city comptroller. Upon a vacancy occurring in any such office by death, resignation, removal, or otherwise, the city council shall fill such office by election in the manner hereinabove provided.

§ 15. COUNCIL TO CREATE EXECUTIVE DEPARTMENTS.] The city council shall have power to create and abolish executive departments of the city government and the office of head of each such department.

§ 16. VOTE REQUIRED TO PASS ORDINANCE OVER VETO.] To pass an ordinance over the veto of the mayor shall re-

quire so many votes, and no more, as are required to pass such ordinance in the first instance.

§ 17. YEAS AND NAYS—CERTAIN MAJORITIES NECESSARY.] The “Yeas” and “Nays” shall be taken upon the passage of all ordinances and on all propositions to create any liability against the city or for the expenditure or appropriation of its money and in all other cases at the request of any member. The “Yeas” and “Nays” when taken shall be entered on the journal of the proceedings of the city council. The concurrence of a majority of all the members elected in the city council shall be necessary to the passage of any ordinance or proposition as aforesaid and to the passage of any resolution, but an order directing any officer of the city government to do or refrain from doing any act or thing which lawfully may be the subject of an order may be adopted by the concurring vote of a majority of the aldermen present at any meeting and voting thereon; *Provided*, the concurring vote of two-thirds of all the aldermen elected shall be required to sell any city or school property. A permit or license for the use of any street, alley, highway, bridge, viaduct, or other public place shall require the concurring vote of a majority of all the members elected in the city council, but no such permit or license for a period of more than five years shall be granted, (a) unless the ordinance making such grant receives the concurring vote of two-thirds of all the aldermen elected, and unless it contains a declaration that it shall take effect without either the mandatory or optional referendum to the voters in this section provided for, or (b) unless such ordinance provides that the question of its adoption shall be submitted to the legal voters of the entire city, and that it shall not go into effect unless approved by a majority of such legal voters voting thereon, or (c) unless such ordinance pro-

vides that it shall not go into effect until the expiration of sixty days from and after its passage, and that, if within such sixty days there is filed with the board of election commissioners of the city of Chicago a petition, signed by the legal voters of such city equal in number to at least five per cent of the legal voters of the city voting at the last general election for aldermen, demanding that such ordinance be submitted to a popular vote, then such ordinance shall not go into effect unless the question of its adoption shall first be submitted to the electors of the city and approved by a majority of those voting thereon. Upon the filing of such a petition it shall be the duty of said board of election commissioners to submit the question of the adoption of such ordinance to the electors of the city at the next general, municipal, or special election in and for the entire city to be held not less than forty days from and after the filing of such petition; *Provided*, that, if at the time of filing such petition no date shall have been fixed for the holding of any such general, municipal, or special election within three months from and after the date of such filing, then the city council may by ordinance order and fix the date for holding a special election at which the question of the adoption of such ordinance shall be submitted to a popular vote. The city council is hereby expressly authorized and empowered to direct that any such ordinance be submitted, or that it may be submitted, to a popular vote, as above provided, and that whenever so submitted such ordinance shall not go into effect unless a majority of the electors of the city voting thereon shall vote for its adoption. It shall be the duty of the city clerk to certify promptly to said board of election commissioners the passage of any ordinance directing the submission of the question of the adoption of such ordinance to a popular vote, or or-

dering and fixing the time of holding any special election herein provided for.

§ 18. REPEAL.] Sections three (3) and four (4) of Part Three of Article XII of the Act above referred to by its title are hereby repealed; said repeal to be in force and effect and to become operative at and after the first quadrennial election of aldermen herein provided for in Part Four. Part Four of Article XII of the Act above referred to by its title, being an Act approved June 27, 1913, is hereby repealed; said repeal to be in force and effect and to become operative from and after the adoption of this Act by the voters.

#### PART FOUR.

##### CONCERNING MUNICIPAL ELECTIONS.

SECTION 1. GENERAL MUNICIPAL ELECTIONS—HELD QUADRENNIALLY—TERMS OF ALDERMEN ELECTED PRIOR TO FIRST QUADRENNIAL ELECTION.] A general election for aldermen shall be held on the first Tuesday of April every four years, beginning in the calendar year of the expiration of the term of the mayor in office when this Act is adopted by the voters. The term of office of all aldermen who are elected at the election of aldermen next preceding the said first quadrennial election of aldermen shall be only until the aldermen are elected at such first quadrennial election of aldermen, and are qualified.

§ 2. ALDERMEN—ONE FROM EACH WARD.] At such quadrennial elections one alderman shall be elected from each ward. The alderman elected from any ward at the first quadrennial election shall be the successor of the aldermen from such ward whose terms expire at that time.

§ 3. CANDIDATE RECEIVING MAJORITY ELECTED—SUPPLEMENTARY ELECTIONS—SWEARING IN OF VOTES.] The candi-

date receiving a majority of the votes cast in any ward for alderman at any quadrennial election or special election shall be declared elected. In the event that no candidate receives a majority of such votes, a supplementary election shall be held in such ward three weeks subsequent to the day of holding such quadrennial or special election. At such supplementary election, the names of the candidates receiving the highest and second highest numbers of votes at the preceding quadrennial or special election, and no others, shall be placed on the official ballot. The candidate receiving the highest number of votes at such supplementary election shall be declared elected. There shall be no previous revision of the registry for any such supplementary election which shall be deemed a special election under the election and ballot laws in force in the city of Chicago, and every legal voter who is not registered shall have the same right to vote at such election as is given unregistered, but otherwise qualified, voters at special elections, in accordance with the provisions of such election and ballot laws in force in Chicago.

§4. PROPOSITIONS NOT TO BE SUBMITTED AT SUPPLEMENTARY ELECTIONS.] No proposition calling for the approval or disapproval of the voters of the city of Chicago shall be submitted at any such supplementary election.

§5. NOMINATIONS BY PETITION—PARTY NOMINATIONS PROHIBITED.] All nominations for the office of alderman at any quadrennial or special election shall be by petition. All petitions for nomination of candidates for the office of alderman shall be signed by registered voters of the ward equal in number to not less than one per cent nor more than three per cent thereof. All such petitions, and the procedure with respect thereto, shall conform in all other respects to the provisions of the



election and ballot laws in force in the city of Chicago concerning the nomination of independent candidates for public office by petition; *Provided*, that no petition for nomination for the office of alderman shall be valid which contains a statement of, or reference to, any political party or any political principle. No political party now or hereafter organized or recognized by or under any law of this state shall have the right to make any nomination for the office of alderman from any ward.

§ 6. CANDIDATE FOR ALDERMAN MAY WITHDRAW.] Any candidate for the office of alderman may withdraw his name as a candidate for such office by filing with the board of election commissioners of the city of Chicago, not later than twenty days before the holding of the election, his written request signed by him and duly acknowledged before an officer qualified to take acknowledgments of deeds; whereupon his name shall not be printed as a candidate upon the official ballot.

§ 7. BALLOTS—FORM—TYPE—ORDER OF NAMES—ROTATION BY SERIES—ALLOTMENT BY PRECINCTS—PARTY DESIGNATIONS PROHIBITED—SEPARATE FROM OTHER BALLOTS HAVING NAMES THEREON.] Ballots used at any quadrennial or special election held under the provisions of this Act in addition to other requirements of law shall conform to the following requirements:

(1) At the top of every ballot the following words shall be printed in capital letters:

“FOR ALDERMAN OF ..... WARD.”

(2) Immediately below said words shall be printed in small letters the direction to voters: “Vote for one.”

(3) Following thereupon shall be printed the names of the candidates for the office of alderman from the ward in which the ballots are to be used and below the name

of each candidate shall be printed his place of residence, stating the street and number (if any); the names of candidates shall be printed in capital letters not less than one-eighth nor more than one-fourth of an inch in height, and immediately at the left of the name of each candidate shall be printed a square, the sides of which shall not be less than one-fourth of an inch in length; the names of all candidates shall be printed in a column and arranged in the order hereinafter designated; all the names of candidates shall be printed in uniform type; all places of residence of such candidates shall be printed in uniform type; all squares upon said ballots shall be of uniform size; all spaces between the names of the candidates shall be of uniform size.

(4) Said ballots to be used in any ward shall be prepared in as many series as there are candidates for the office of alderman from such ward; the ballots of the first series shall contain all the names of the candidates, one immediately following the other in alphabetical order according to their surnames, and the order of names in one series shall be preserved in the next subsequent series except as hereinafter provided; the name appearing first in said first series shall in the second series be printed after all the other names; the name appearing first in said second series shall be in the third series printed after all the other names, and so on successively, the name at the top in any series being placed at the bottom in the next succeeding series, and the name next to the top in any series being successively advanced to the top in the next succeeding series until the name of each candidate shall appear at the head of the list of candidates in one series.

(5) Each precinct of any ward shall be allotted at

least as many ballots of any one series as there are qualified voters in such precinct. Every precinct in such ward shall be allotted a different series of ballots unless there are more precincts in such ward than there are series of ballots printed for such ward. The first precinct of each ward shall be allotted the first series of ballots prepared for such ward, the second precinct of such ward the second series, and so on successively until the entire series of ballots shall have been exhausted, whereupon the next precinct of such ward shall be allotted the first series of ballots and so on in rotation until all the precincts of such ward shall have been supplied with the requisite number of ballots; *Provided*, however, that in the event there are more series of ballots than there are precincts in any one ward, then the ballots for such ward shall be so distributed in said ward that an equal number of each series of ballots as nearly as possible shall be allotted to each precinct of such ward irrespective of the number of precincts in such ward.

(6) On the back or outside of the ballot of each precinct so as to appear when folded shall be printed the appropriate words designating said ballot followed by the designation of said precinct, the date of the election, and a facsimile of the signature of the proper election official.

(7) No party circle, platform, principle, appellation, or mark whatever shall be printed upon said ballots.

(8) The ballots for the office of alderman shall be separate from any other ballots used at a municipal election except that any proposition not required by law to be submitted on a separate ballot from that containing names of persons to be voted for may be submitted in the manner provided by law upon the same ballot as that used for the election of aldermen.

## §8. CHALLENGERS AND WATCHERS AT POLLING PLACES.]

Any candidate for the office of alderman from any ward may appoint in writing over his signature not more than one representative for each place of voting in such wards who shall have the right to act as challenger and watcher for such candidate at any election at which his name is being voted on. Such challenger and watcher shall have the same power and privileges as a challenger and watcher under the election laws of this state applicable to Chicago. No political party shall have the right to keep any challenger or watcher at any polling place at any election for alderman unless candidates for some office other than that of alderman are to be voted for at the same time.

## §9. CERTIFICATE OF ELECTION—ISSUED AFTER SUPPLEMENTARY ELECTION.]

No certificate of election shall issue to an alderman elected at any such quadrennial election until after the time fixed herein for the supplementary elections following such quadrennial election.

## §10. ELECTION LAWS APPLY WHERE CONSISTENT HEREWITH.]

All laws in force in the city of Chicago governing elections for municipal offices or applicable thereto and not inconsistent with the provisions of this Act shall apply to and govern all quadrennial elections, special elections, and supplementary elections held hereunder.

## PART FIVE.

## CONCERNING THE RECALL AND REMOVAL OF ALDERMEN.

## SECTION 1. ALDERMEN SUBJECT TO RECALL.]

Every alderman elected at or subsequent to the first quadrennial election for aldermen under the provisions of this Act shall be subject to removal from office by the legal voters qualified to vote for a successor to such alderman; *Pro-*

*vided*, that no alderman shall be subject to removal within one year after he takes office or in case of an alderman re-elected in a recall election within one year after that election.

§2. PROCEDURE TO EFFECT REMOVAL—FORM OF PETITION.] The procedure to effect such removal shall be as follows: A petition, demanding that the question of removing such alderman be submitted to the legal voters qualified to vote for his successor, shall be filed with the city clerk. Such petition shall contain a general statement in not more than 200 words of the ground upon which the removal is sought, and shall be signed by such qualified voters equal in number to not less than 25 per cent of the voters of the ward voting at the last general election for alderman. In all other respects such petition shall conform to the requirements of the election and ballot laws in force in the city of Chicago relating to petitions for the nomination of independent candidates for public office except in so far as such requirements are inconsistent with the provisions hereof.

§3. PETITION—PROCEEDINGS ON FILING OF—ELECTION ORDERED BY COUNCIL—ELECTION AUTHORITIES NOTIFIED.] Upon the filing of such a petition with the city clerk, he shall at once transmit the same to the city council. Thereupon the city council shall promptly by ordinance order and fix the date for holding a recall election in the ward represented by the alderman sought to be recalled. Such election shall be not less than 30 days nor more than 45 days from and after the passage of such ordinance. The city clerk, upon the passage of such ordinance, shall transmit a certified copy thereof to the board of election commissioners of the city of Chicago and said election commissioners shall proceed to hold an election at the time fixed in such ordinance.

§ 4. NOMINATIONS OF CANDIDATES FOR ALDERMAN AT RECALL ELECTION.] Nominations of candidates for alderman at any such recall election shall be made in the manner provided for in this Act for nominating candidates at general or special elections for aldermen; *Provided*, that petitions for nomination may be filed not less than 15 days prior to the date of holding such recall election. The alderman sought to be removed shall not be required to file any petition but shall be a candidate unless he resigns as hereinafter provided.

§ 5. BALLOTS—PROPOSITION SUBMITTED—NAMES OF CANDIDATES.] At the top of the official ballot prepared for any such recall election shall be placed a proposition in substantially the following form:

Shall ..... be removed from the office of Alderman from the ..... Ward?	YES	
	NO	

Below said proposition shall be printed the caption and direction to voters as follows:

“Candidates for alderman to succeed Alderman .....”  
“(Vote for one.)”

Immediately under this caption shall be placed the name of the alderman sought to be removed. Below such name the names of the candidates nominated as afore-said shall be arranged in a vertical column in the manner provided for by this Act for the arrangement of the names of candidates for aldermen on the ballots prepared for general elections for aldermen. The name of the alderman sought to be removed shall be separated from the second name in the list of candidates in each series of ballots by twice the amount of space that sep-

arates any other two successive names in such list. If the alderman sought to be removed resigns within five days after the passage of the ordinance ordering and fixing the date for a recall election as aforesaid, then neither the proposition aforesaid nor the name of such alderman shall be placed on the ballot at such recall election.

§ 6. **BALLOTS—MANNER OF COUNTING—SUPPLEMENTARY ELECTION.]** Each voter shall be entitled to vote on the proposition submitted on such ballot and for one candidate for alderman. If a majority of the votes cast on the proposition submitted on such ballot are against the removal of the alderman he shall not be removed. If a majority thereof are for the removal of such alderman, the office shall thereupon be and become vacant unless the alderman sought to be removed shall have received a majority of the votes cast for candidates for alderman, in which case he shall be declared re-elected. If any other candidate receives a majority of the votes cast for alderman, such candidate shall be declared elected to succeed the alderman removed for the unexpired term of the alderman so removed. If no candidate receives a majority of the votes cast for alderman, a supplementary recall election shall be held three weeks after the date of such recall election. At such supplementary recall election, the names of the candidates receiving the highest and second highest numbers of votes for alderman at such recall election, and no others, shall be placed on the ballot, and the ballots shall be arranged in the manner provided by this Act for the arrangement of names on ballots prepared for general elections for aldermen. The candidate receiving the highest number of votes cast for alderman at such supplementary recall election shall be declared elected to succeed the alderman removed at the recall elec-

tion and to serve during the unexpired term of the alderman so removed.

§ 7. REIMBURSEMENT OF ALDERMAN RETAINED IN OFFICE AT RECALL ELECTION.] If any alderman is retained in office as a result of any recall election, he shall be entitled to receive \$500 out of the city treasury to reimburse him for his expenses in and about such recall election.

§ 8. RECALL AND SUPPLEMENTARY RECALL ELECTIONS DEEMED SPECIAL ELECTIONS.] Every such recall election and supplementary recall election shall be deemed a special election under the election and ballot laws applicable to the city of Chicago, and shall be governed thereby except in so far as such laws are inconsistent with the provisions of this Act.

## PART SIX.

### CONCERNING THE REDISTRICTING OF THE CITY INTO WARDS.

SECTION 1. CITY TO HAVE THIRTY-FIVE WARDS.] The city of Chicago shall be divided into thirty-five wards. In the formation of wards the population of each shall be as nearly equal as practicable and each shall be composed of contiguous and compact territory.

§ 2. ADDITIONAL TERRITORY TO BE ANNEXED TO EXISTING WARDS.] Whenever territory is annexed to the city, the city council shall by ordinance declare it a part of the ward or wards which it adjoins; *Provided*, that at any time after such territory is annexed the city council may provide for the redistricting of the city in accordance with the provisions of this Act.

§ 3. CITY TO BE REDISTRICTED AFTER ADOPTION OF THIS ACT.] Within three months after the adoption of this Act by the voters it shall be the duty of the city council



to pass an ordinance redistricting the city into thirty-five wards in accordance with the provisions of this Act. Such redistricting of the city shall apply to the election of aldermen at the first quadrennial election provided for in this Act and thereafter, but shall not apply to any election of aldermen prior to such first quadrennial election.

§ 4. WHEN REDISTRICTING ORDINANCE TAKES EFFECT—  
SUBSTITUTE ORDINANCE MAY BE SUBMITTED.] No such redistricting ordinance shall take effect until the expiration of 15 days after its passage. If within such 15 days one-fifth or more of the aldermen elected, who did not vote to pass such redistricting ordinance, file with the city clerk a proposed substitute ordinance redistricting the city in accordance with the provisions of this Act together with a petition signed by them demanding that the question of the adoption of the redistricting ordinance passed by the city council, together with the question of the adoption of such substitute ordinance, be submitted to the voters, then such redistricting ordinance passed by the city council shall not go into effect until the question of its adoption shall have been submitted to a popular vote; *Provided*, that no alderman shall have the right to sign more than one such petition. Upon the expiration of such 15 days the city clerk shall promptly certify to the board of election commissioners of the city of Chicago the ordinance passed by the city council and such substitute ordinance or ordinances and petition or petitions, and it shall thereupon be the duty of said board of election commissioners to submit the ordinances so certified to a popular vote at the next general, municipal, or special election in and for the entire city to be held not less than 40 days after the passage of such redistricting ordinance by the city council.

§ 5. FAILURE OF COUNCIL TO ACT—ONE-FIFTH OF THE ALDERMEN MAY SUBMIT REDISTRICTING ORDINANCE.] If the city council shall fail at any time to pass a redistricting ordinance as required herein, one-fifth or more of the aldermen elected shall have the right to file with the city clerk, not less than 40 days before the date of holding any general, municipal, or special election in and for the entire city, an ordinance redistricting the city in accordance with the provisions of this Act, together with a petition signed by them demanding that such ordinance be submitted to the legal voters at the next general, municipal, or special election in and for the entire city to be held not less than 40 days after the filing of such ordinance and petition; *Provided*, that no alderman shall have the right to sign more than one such petition. Upon the expiration of the time for filing any such ordinance the city clerk shall promptly certify to the board of election commissioners of the city of Chicago any ordinance or ordinances, together with any petition or petitions, so filed and thereupon it shall be the duty of said board of election commissioners to submit such ordinance or ordinances to a popular vote at the election specified in such petition or petitions; *Provided*, that if, after the filing of any such ordinance and petition and not less than 40 days prior to such election, the city council shall pass an ordinance redistricting the city, then the question of the adoption of any ordinance or ordinances filed with the city clerk in accordance with the provisions of this section shall not be submitted to a popular vote.

§ 6. REDISTRICTING ORDINANCE SUBMITTED—FORM OF BALLOT.] If the question of the adoption of one of two or more redistricting ordinances is submitted to the voters at any election, the ballots used for the submission

of such propositions shall, in addition to the other requirements of law, conform substantially to the following requirements:

(1) Above the propositions submitted the following words shall be printed in capital letters:

“PROPOSITIONS FOR THE REDISTRICTING OF THE CITY OF CHICAGO INTO 35 WARDS.”

(2) Immediately below said words shall be printed in small letters the direction to voters—

“Vote for One.”

(3) Following thereupon shall be printed each proposition to be voted upon in substantially the following form:

For the adoption of an ordinance for the redistricting of the city of Chicago (here insert “passed by the city council” or “proposed by Aldermen [here insert names of the Aldermen signing petition]” as the case may require.)	
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For the adoption of an ordinance for the redistricting of the city of Chicago proposed by Aldermen (here insert names of the Aldermen signing the petition.)	
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Whenever the question of the adoption of but one redistricting ordinance shall be submitted to the voters, the form of the ballot shall be substantially as follows:

Shall the ordinance proposed by Aldermen (here insert the names of the Aldermen signing the petition) be adopted?	YES	
	NO	

(4) All the propositions shall be printed in uniform type.

§ 7. REDISTRICTING ORDINANCE SUBMITTED—WHEN APPROVED AND IN EFFECT.] If the question of the adoption of one of two or more redistricting ordinances is submitted to the voters at any election, the ordinance for which the highest number of votes is cast shall be deemed approved and shall thereupon be in force and effect. If the question of the adoption of but one such ordinance is submitted at any election and a majority of the votes cast thereon are for the adoption of such ordinance, it shall thereupon be in force and effect; otherwise such ordinance shall not go into effect.

§ 8. ELECTION AND BALLOT LAWS TO APPLY WHERE CONSISTENT HEREBWITH.] All election and ballot laws in force in the city of Chicago governing the submission of propositions to a popular vote or applicable thereto and not inconsistent with the provisions of this Act shall apply to and govern the submission of any propositions herein provided for.

§ 9. REDISTRICTING IN 1931 AND DECENNIALLY THEREAFTER.] On or before the first day of December, 1931, and every ten years thereafter, the city council shall by ordinance redistrict the city on the basis of the national census of the preceding year. All provisions of this Act, relating to redistricting of the city immediately following the adoption of this Act, including the provisions for the filing and submission of substitute or other redistricting ordinances, shall apply with equal force and effect to the redistricting of the city in 1931 and decennially thereafter.

## PART SEVEN.

## CONCERNING THE ADOPTION OF THIS ACT.

SECTION 1. ACT TO BE SUBMITTED TO POPULAR VOTE.] This Act shall not be in force in the city of Chicago until the question of its adoption shall first have been submitted to the legal voters of the city of Chicago and approved by a majority of those voting thereon.

The question of the adoption of this Act by the city of Chicago shall be submitted to such legal voters at the first general, municipal, or special election in and for the entire city to be held not less than 60 days next after the passage of this Act.

If this Act shall fail to be adopted at the election aforesaid by a majority of the legal voters of the city of Chicago voting thereon, the city council of the city of Chicago may by ordinance direct that the question of the adoption of this Act again be submitted to such legal voters at any general, municipal, or special election in and for the entire city to be held not less than thirty days from and after the passage of such ordinance, and not less than fifteen months prior to the expiration of the term of the mayor in office at the time of the passage of such ordinance. The city clerk of the city of Chicago shall promptly certify the passage of such ordinance to the board of election commissioners of the city of Chicago and it shall thereupon be the duty of said board of election commissioners to submit the question of the adoption of this Act to such legal voters at such election.

If this Act shall fail to be adopted at the election aforesaid by a majority of the legal voters voting thereon, the question of the adoption of this Act may also again be submitted to the legal voters of the city of

Chicago, at any general, municipal, or special election in and for the entire city to be held not less than forty days from and after the filing of the petition hereinafter provided for and not less than fifteen months prior to the expiration of the term of the mayor in office at the time of filing such petition, in the following manner: A petition signed by legal voters of the city equal in number to at least five per cent of the legal voters of the city voting at the last preceding election for mayor, demanding the submission of the question of the adoption of this Act, may be filed with said board of election commissioners and it shall thereupon be the duty of said board of election commissioners to submit the question of the adoption of this Act to such legal voters at the election specified in said petition.

If this Act shall fail to be adopted, at any time at which it is submitted under the requirements of this section, by a majority of the legal voters of the city of Chicago voting thereon, then it may be resubmitted from time to time by ordinance or petition as above provided.

The said board of election commissioners shall give notice of any election provided for in this section by publishing a notice thereof, not less than twenty days prior to such election, in at least one newspaper of general circulation published in the city of Chicago.

§ 2. FORM OF BALLOT—ADOPTION.] The ballot to be used at such election shall be in substantially the following form:

For the adoption of an Act to amend an Act entitled, "An Act to provide for the incorporation of cities and villages," so as to reorganize the municipal government of Chicago by providing, among other things, for the election of the mayor by the city council, and for the non-partisan election of aldermen; by fixing the number of aldermen at 35, one from each ward; and by extending the term of aldermen to four years subject to popular recall.	YES	
	NO	

If a majority of such legal voters of the city of Chicago, voting thereon at any such election, shall vote for the adoption of this Act, it shall thereby and thereupon be adopted and sections numbered 1 and from 8 to 22, both inclusive, of Part Two hereof shall be in force and effect and become operative in the city of Chicago at and after the expiration of the term of the mayor in office when this Act is adopted by the voters; the sections numbered from 9 to 17, both inclusive, of Part Three hereof shall be in force and effect and become operative in the city of Chicago at and after the first quadrennial election of aldermen herein provided for in Part Four; and the remaining sections of this Act shall be in force and effect and become operative in the city of Chicago from and after the time or times therein respectively indicated.





## APPENDIX A.

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### EXTRACTS FROM REPORT OF THE CHICAGO BUREAU OF PUBLIC EFFICIENCY ON UNIFICATION OF LOCAL GOVERNMENTS IN CHICAGO, PUBLISHED IN JANUARY, 1917, SETTING FORTH THE DESIRABILITY OF THE CITY MANAGER PLAN OF GOVERNMENT FOR CHICAGO.

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Mounting taxes, without corresponding increase in the volume and quality of public service, continually embarrassed public finances, widespread dissatisfaction with local administration, and frequent clashes of the different authorities with one another, force this community to serious consideration of the question of the fundamental reorganization of local government.

The program for the promotion of efficiency and economy should be three-fold in nature:

1. The effecting of such improvements in service and such economies as are possible under existing laws and constitutional provisions.
2. The passage by the Illinois Legislature of laws for such reorganization in the interest of efficiency and economy as is possible under the present Constitution.
3. Complete unification of all the local governments in Chicago, which will be possible only after extensive modifications of the Constitution of the State.

The second and third features of this three-fold program are the ones to which this report is primarily devoted.

#### City Government in the United States.

Before considering the specific problem which confronts Chicago, it is necessary, in order better to understand that problem, to take a preliminary broad survey of the history of the organization of government in this country—national, state, and local.

City government in the United States is a reflection in large measure of the form of the national government. In the copying process, however, the features of the national government that make for inefficiency have been magnified in state laws and charters applicable to municipalities.

In the view of the founders of the American republic, government was something to be restrained and checked. Such interference with

liberty as they had experienced had been at the hands of agencies of government. The idea that government might become too weak to protect the liberties of the people against individuals or combinations of powerful private interests, or to function efficiently in the performance of public duties, did not disturb the framers of the American Constitution. Their deliberate aim was to tie the hands of government through division of powers and a system of checks and balances, so that it could not easily become tyrannical. The framers of the Constitution were powerfully influenced in their thought and work by the writings of 18th century political philosophers, like Montesquieu—theorists and doctrinaires with little practical experience in affairs of state. The plan of government as thus devised and developed in practice is in many respects unique in the world's history and has few counterparts, except as it has been more or less directly copied by other republics of the western hemisphere, which naturally looked to the United States as the model of republican institutions.

States and cities, which had had quite different forms of government before, soon imitated the national model with its divided powers and checks and balances. The diffusion of authority was carried much further, however, so that today the government of the United States stands—in comparison with most state and city governments—as an example of simplicity and centralization of authority. In form the government of the United States is today substantially what it was a hundred years ago. It has grown in size and in volume of activities. The divisions remain, however, as they were at the beginning—legislative, executive, and judicial—the legislature sub-divided into the two houses of Congress, with the veto power in the President.

The executive power has not been weakened by the creation of a large number of separately elected administrative officials, as is the case with the states and the cities. Not only have local communities the divided powers and the checks and balances of the national government, but they have many other features that make for friction and inefficiency. There are overlapping governments, independent of one another. There are boards and commissions of various sorts exercising a variety of powers, usually with no single correlating agency to bring about harmonious action among the various bodies for the promotion of the public welfare. In addition there is the multiplicity of independent elective officials—legislative, administrative, and judicial. There is also an enormous amount of judicial interference with local administration.

Originally American cities had simple forms of government, which were modified after the adoption of the Federal Constitution to conform to the national model. New York affords an extreme illustration of the changes that have taken place. From the time of the Dongan charter of 1686 down to 1830, New York had a form of municipal government much like that of a British city of today. Practically all the power was centered in the city council, which organized and con-

trolled all the executive departments and chose the officers to fill them. For a long time, it is true, the mayor was appointed by the governor of the state, but his duties were mainly honorary, like those of the mayor of a British city. In the course of time, however, the selection of the mayor was left to the council.

It was in 1830 that the movement then in evidence throughout the country to make city government conform to the national model came to a head in New York City. A charter convention assembled in 1829 had formulated charter changes that were enacted into law by the Legislature of 1830. The plan provided for a two-chamber council, an elective mayor with a veto power and other checks and balances.

The interpretative comments on this plan by E. Dana Durand, in his *History of the Finances of New York City*, are full of significance. Mr. Durand said:

"The principles expressed by the Convention of 1829 are of great interest. Most stress was perhaps laid upon the separation of the council into two boards, 'for the same reason which has dictated a similar division of power into two branches, each checking and controlling the other, in our general government.' Most of the delegates favored also a longer term for the upper house, aiming to make it approximate in nature to the United States Senate. A provision excluding the mayor henceforth from the council and giving him the veto power was designed to furnish an additional check. The convention proposed also that the mayor should thereafter be elected by the people instead of by the council, but as this required a constitutional amendment, the change was not effected until 1834. These changes were intended also to aid in the second great reform that was advocated,—the division of executive from legislative power.

"From all this it is perfectly clear that the ideas of the worthy delegates to the Convention of 1829 were all moulded on the conventional example of the federal and state governments. The two mutually restraining houses, the veto by the mayor, the separation of executive and legislative functions, the appropriation system,—all were copied closely. The question whether the different character of municipal affairs might not justify considerable differences in the form of government was not raised. It was apparently not even because specially grievous fault was found in the actual working of the existing system,—for the charges against it, after all, are neither bitter nor specific, but far more on theoretical grounds, that these changes were urged. Be this as it may, it is certain that the objects sought by the charter of 1830 were almost entirely frustrated in practice. The utterances of the convention are chiefly interesting as showing how early and how strong was the movement towards following national precedent."

Thus was inaugurated in New York City the movement away from the simple council form of government which has gone on until now the council of that city is a body of small importance. The council is retained in name as a concession to democratic tradition, but the real powers of local government are scattered among other agencies—the mayor, the board of estimate and apportionment, and other boards,

both state and local. The state legislature interferes directly with many matters of local administration.

Taking account only of the City government proper, Chicago has drifted less far away from the original simple council form of government than have most other American cities. Disregarding the Municipal Court and its attaches, the only elective City officials are the Mayor and Aldermen and the City Clerk and City Treasurer. The Mayor has the veto power and makes the appointments—very important powers. But the Council has larger powers than have the legislative bodies of most American cities. An important advantage of New York over Chicago is that the election laws applicable to the former city afford much better opportunities for successful fusion movements along non-partisan lines than are open here.

One great difficulty with the Chicago situation is that there are many local governing bodies aside from the City, as was shown by the report of the Chicago Bureau of Public Efficiency entitled "The Nineteen Local Governments in Chicago"—now twenty-two.

Somewhat later than 1830 there developed in American states and local communities the tendency to elect nearly all administrative and judicial officers, with the result of making confusion worse confounded. Later still came a movement to vest important powers of government in detached boards or commissions, subject to no supervision and therefore essentially irresponsible. Park boards constitute a conspicuous example.

This tendency to multiply governmental agencies continued unabated until about 1900, when there set in a movement toward the simplification of municipal government. This movement, at first represented by the commission form and later by the city manager form of city charter, has since made considerable progress, especially in the smaller cities of the country.

The partisan spoils system of appointments to the public service early found its way into national, state, and local politics. The effort to combat the spoils system with civil service enactments has had its beneficial results. But in so far as civil service regulations are arbitrary and inelastic, they operate to intensify rigidity and irresponsibility in government.

The fact is that governmental machinery in the United States—more especially state and local—is clumsy in the extreme, and not calculated to produce efficiency. Cities having the commission or the city manager forms of government constitute the principal exceptions, and even in such cities there is likely to be confusion due to the fact that all the local activities of the community are not centered in the commission. American citizens show their capacity for efficient self government in the way in which they function in crises, and in the manner in which they execute particular projects of importance. But in ordinary every-day affairs the machinery of government creaks and

produces the minimum of results in return for the maximum expenditure of energy and money.

The best of citizens cannot secure proper results in government working with clumsy machinery. The point of view which has prevailed for over a century, but which of late has become subject to modification, must be reversed. Instead of framing constitutions and laws to tie the hands of government, we must devise machinery under which things can be done. The weakness of government in the United States is most manifest in the cities because there the need for affirmative action is greatest, and the restrictions and checks and balances are the most numerous.

The best results in local government are not to be had from a system constructed on the plan of division of powers and checks and balances. Efficiency calls for the mingling, not the separation, of legislative and administrative powers. The executive should be the agent of the legislative body and subject to its direction and control. Checks and balances give rise to inaction and irresponsibility. There should be provisions to insure reasonable deliberation, but some single authority should possess the power to bring things to pass, and should be held responsible for inaction as well as for action. Division of power and diffusion of responsibility too often mean stagnation and blocking of needed public improvements, as the experience of American cities demonstrates.

In efficient organizations—whether governmental or business in nature—the delegated power, administrative as well as legislative, is lodged in a legislative body or board of directors, which body or board administers through executive agents selected and controlled by it. The executive authority in Great Britain, for example, is the cabinet, headed by the prime minister, which holds power at the will of the majority in the House of Commons. In British, French, German, Australian and most other well governed cities of the world, the people choose by vote only the members of the city council and that body selects and controls the executive agents. American business corporations follow the same practice. The stockholders choose boards of directors, and those boards take charge of all matters of administration, including the selection of the executive officers. The usual practice is for the directors to designate the executive head and to hold him responsible for the selection of subordinates. Thus the method of American business corporations is almost precisely that of the city manager form of government. How would a business corporation get on if obliged to work under the division of power and check-and-balance methods to which most of our governments are subject?

Reference is made to national and state governments for the purpose of helping to understand the city government problem, and not with the view of offering suggestions for changes in those fields. The national government is not likely soon to be altered radically in form.

Change in state governments will come slowly also. It is signifi-

cant, however, that commission government for states has been proposed in some instances. But city government in the United States might almost be said to be in a fluid state, so great and so numerous are the changes constantly under way.

In fact, far too much of the energy of American cities is consumed in mere charter changes which avail little. For example, a city choosing its councilmen by wards will change to the system of election at large, and vice versa. But still the root of the trouble is untouched. There is more variety in city government in the United States than in all the rest of the world. British and French and German cities are not continually tinkering with their charters. They have for the most part simple forms of government, and they use those governments to accomplish things, instead of wasting time in the modification of structural organization.

With the exception of London and Paris, the forms of government of which are affected for the worse from the fact that they are the capital cities of their countries, there is fundamental similarity throughout Europe and Australia in plans of municipal organization. Canada was the same until cities like Toronto and Montreal yielded to the subversive influence of their neighbor, New York City, and substituted for their simple model an imitation of one of the clumsiest pieces of governmental mechanism in the world.

The most hopeful sign today in the field of American city charter reform is the growth in popularity of the city manager idea, as typified by the charter of Dayton, Ohio. That charter conforms in the main to the plan of municipal government prevailing as a rule throughout the world, outside the United States. It is in accord with the plan of organization of American business corporations, noted for their efficiency. The National Municipal League, at its annual meeting in 1915, held at Dayton, approved the city manager plan for American cities generally, regardless of size. For larger cities, however, it was proposed that the members of the council or commission be more than five in number, and that they be chosen from districts, rather than at large.

#### **The City Manager Plan for Chicago.**

If it be agreed that the multitude of taxing bodies in Chicago should be consolidated, what shall be the form of the reorganized government?

The Bureau believes that consolidation of the existing governments of Chicago into one headed by a city manager type of executive would give much better results than any other plan.

The application of the city manager plan to Chicago would be easy, provided the people could be made to see the desirability of the change. Make the Mayor elective by the City Council instead of by popular vote, and substitute an indefinite tenure for the present fixed term, and Chicago will have the city manager plan in essence.

Consolidation might be effected, to be sure, under a form of government with an elective Mayor and City Council, such as now exists in Chicago. But it would be much better, when the reorganization is attempted, to adopt the system calculated to produce the best results. For a generation or more political mayors have been the rule in Chicago. The present system naturally tends to produce political executives. Whereas, under Council selection, it might be possible to secure an executive who would be a capable administrator. At any rate, the control would be centralized in one responsible body, instead of being divided between the Mayor and the Council as it is now. The present system gives rise to too much wrangling and friction. Constant bickerings between the Mayor on the one side and the Council on the other interfere with efficiency. The practical way out of the embarrassment is to do away with the elective Mayor and make the executive the agent of the Council. In that way popular control over government would really be strengthened. The power of the people is dissipated and weakened when delegated power is divided among different independent elective authorities instead of being centralized in one responsible body.

Of course, there should be provision for non-partisan elections, whatever the plan of the consolidated government might be. Non-partisanship is necessary to make any plan of city government work satisfactorily. Partisan methods of nominating and electing local officials—forced upon Chicago by the Illinois Legislature—are responsible for much of the existing dissatisfaction with local government in this community.

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#### First Steps in the Unification Program.

The first step\* in the program of complete unification of local governments in Chicago, which should be taken by the Legislature of Illinois at its present session, is to prepare for the necessary modifications of the Constitution, broad enough to accomplish the purpose in view. The community also should undertake the thorough study of the difficult problems of reorganization involved, to which this report seeks to direct attention, to the end that legislative changes needed to promote efficiency and economy may be instituted speedily and intelligently, when the constitutional barriers shall have been removed.

Next, the Legislature should give Chicago, at once, a modified form of the city manager plan of government. The change should be made operative before the municipal election of 1919. \* \* \* The adoption of this plan should do much to improve administration and to develop that confidence in the City government which is so essential to the progress of the movement for complete unification.

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\*This step has been taken. The Legislature at its last session adopted the resolution for a constitutional convention and the proposition will be submitted to the people of Illinois at the election of November, 1918.





## APPENDIX B.

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Editorial from *The Economist* of February 3, 1917.

### SIMPLE GOVERNMENT.

"Governmental tendencies in this country are in the direction of simplicity, which means concentration of power and responsibility in few hands. This is illustrated by the many towns that have adopted the commission form of government. An interesting development in the same line was that brought about by Lloyd George in becoming premier and placing the United Kingdom in the hands of five individuals. 'That is the Des Moines idea' was the remark of one who was pleased to see something in the line of recent American fashions adopted by the mother country. We have had too little of this however. The government of this country was started out as a protest against tyranny and accordingly the impulse was to lodge power in everybody all at once, thus weakening it and creating a general condition of irresponsibility. We are beginning to find out that this will not do.

"Several efforts have been made to simplify government in this city, and some success has been achieved, notably in getting rid of certain features of the old town units, but we are still loosely organized. The Chicago Bureau of Public Efficiency, of which nine highly qualified citizens are trustees, has just prepared a report on this subject. The thing that this board wishes to have cured is 'twenty-two local governments, no central control, no central responsibility.' It is estimated that the changes proposed would immediately save \$700,000 and ultimately \$3,000,000. The city limits would be extended so as to include the Sanitary District, the Drainage Board thus being abolished. The City Council would be the governing body and would elect the mayor. The City Council however would be reduced in membership from seventy to thirty-five aldermen, who would have a term of four years with a salary of \$4,000. These aldermen would be subject to recall. It is proposed too that all the courts shall be consolidated into one system. Also certain officials now elected would be appointed, such as city treasurer and city clerk.

"The dominating idea of the report is excellent and it will unquestionably have to be adopted some time if Chicago is really to come to its own. The present lack of system and unity is costing us dearly. The task laid out by these trustees, Julius Rosenwald, Alfred L. Baker, Onward Bates, George G. Tunell, Walter L. Fisher, Victor Elting, Allen B. Pond and Frank I. Moulton—with Harris S. Keeler as director of the Bureau, is a huge one inasmuch as it calls for city limits extending from the Indiana line to the Cook County boundary line on the north

and the west, taking in several towns which might not wish to be taken in.

"The report of the Bureau is educational. One must say with regret that that is about all any of these reports and investigations have been these many years past. A great deal of excellent work has been done by commissions and private individuals in investigating abuses and recommending remedies, and nothing has come of it all except a little disturbance of the sleep of our people. We have had elaborate reports on smoke prevention, on taxation, on various social evils, and here we are still. The connecting link between this report and actuality should be some strong and highly intelligent lobbying in the Legislature to assure the passage of acts which will enable Chicago to undertake some of these reforms. Unless strong work is done on those lines this excellent report will have the same fate as all the rest."

# APPENDIX C

## POPULATION AND NUMBER OF REGISTERED VOTERS OF THE CITY OF CHICAGO, BY WARDS

POPULATION BY WARDS IN 1916 AND 1910— ALSO INCREASE OR DECREASE					REGISTERED VOTERS MARCH, 1917			Number of Precincts in Each Ward	Ward Number
Ward Number	Population by Wards for 1916 (based on School Census)	Population by Wards for 1910 (Federal Census)	Increase 1910-1916	Decrease 1910-1916	Men	Women	Total		
1	45,935	60,014	.....	14,079	11,116	3,258	14,374	44	1
2	59,217	62,072	.....	2,855	15,016	9,425	24,441	74	2
3	69,229	62,716	6,513	.....	15,585	12,348	27,933	77	3
4	66,030	61,297	4,733	.....	8,703	4,859	13,562	41	4
5	69,430	61,968	7,462	.....	10,620	5,403	16,023	47	5
6	81,626	61,860	19,766	.....	19,272	14,911	34,183	88	6
7	79,524	64,983	14,541	.....	21,329	16,545	37,874	96	7
8	69,248	64,038	5,210	.....	11,796	6,966	18,762	56	8
9	74,181	62,629	11,552	.....	12,515	7,315	19,830	57	9
10	56,953	62,348	.....	5,395	6,216	3,198	9,414	27	10
11	67,148	63,440	3,708	.....	7,641	3,947	11,588	37	11
12	65,419	60,157	5,262	.....	10,437	5,837	16,274	47	12
13	72,023	60,988	11,035	.....	17,156	12,187	29,343	84	13
14	67,724	61,856	5,868	.....	12,336	7,532	19,868	60	14
15	83,755	66,647	17,108	.....	14,511	7,220	21,731	60	15
16	64,234	65,223	.....	989	7,327	3,600	10,927	33	16
17	68,342	70,099	.....	1,757	5,465	2,346	7,811	24	17
18	57,804	61,114	.....	3,310	13,657	6,438	20,095	62	18
19	56,103	63,756	.....	7,653	6,458	2,690	9,148	29	19
20	58,870	65,847	.....	6,977	4,949	2,304	7,233	23	20
21	62,823	64,070	.....	1,247	13,442	7,108	20,550	60	21
22	59,962	63,556	.....	3,594	7,352	3,168	10,520	34	22
23	69,359	64,477	4,882	.....	15,420	9,963	25,383	71	23
24	66,884	61,036	5,848	.....	11,782	5,800	17,582	51	24
25	95,541	59,440	36,101	.....	25,348	20,772	46,120	111	25
26	82,428	59,455	22,973	.....	20,152	12,175	32,327	86	26
27	110,650	62,153	48,497	.....	25,338	13,487	38,825	107	27
28	69,272	63,230	6,042	.....	12,650	6,925	19,575	59	28
29	100,986	60,853	40,133	.....	15,418	8,244	23,662	63	29
30	63,439	60,178	3,261	.....	10,807	6,291	17,098	49	30
31	71,116	63,228	7,888	.....	15,545	10,949	26,494	73	31
32	93,780	64,981	28,799	.....	23,473	17,065	40,538	113	32
33	90,615	64,948	25,667	.....	22,710	14,519	37,229	93	33
34	88,323	57,142	31,181	.....	18,009	9,232	27,241	77	34
35	86,276	60,451	25,825	.....	21,053	13,904	34,957	90	35
Total . . .	2,544,249	2,192,350	399,755	47,856	490,604	297,931	788,535	2,203	
	2,192,350		47,856						
Increase	351,899		351,899						
Average Popula- tion per ward . . .	72,693	62,639							
Wards below average .	23	21							
Wards above average .	12	14							

### UNEQUAL REPRESENTATION

Tables Showing Inequality of Wards in Population and Registered Voters—Five Wards with Ten Aldermen Have About the Same Population and a Much Larger Registered Vote than Eight Other Wards with Sixteen Aldermen.

Ward Number	Population 1916	Registered Voters 1917	Aldermen
6	81,626	34,183	2
25	95,541	46,120	2
26	82,428	32,327	2
27	110,650	38,825	2
32	93,780	40,538	2
Total, 5 wards. . . . .	464,025	191,993	10
Average per ward. . . .	92,805	38,398	
Average per alderman.	46,402	19,199	

Ward Number	Population 1916	Registered Voters 1917	Aldermen
1	45,935	14,374	2
2	59,217	24,441	2
10	56,953	9,414	2
11	67,148	11,588	2
16	64,234	10,927	2
19	56,103	9,148	2
20	58,870	7,233	2
22	59,962	10,520	2
Total, 8 wards. . . . .	468,422	97,645	16
Average per ward. . . .	58,553	12,206	
Average per alderman.	29,276	6,103	







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