

- *Most of Illinois' cities grew in size, but most of its counties lost population in the decade just concluded.*
- *Illinois' population growth was slower than most Midwestern states; Chicago suffered a large population decline; and Illinois lost a congressional seat.*
- *Most Illinois population growth occurred in its metropolitan areas, and most of that occurred on the fringes of those areas.*
- *Illinois' and Chicago's population changes mostly came from increases in ethnic minority populations, especially Hispanics.*
- *Chicago's African American population declined, but suburban and downstate areas experienced increases in the number of this minority group.*
- *Hispanics and Asians will provide much of the energy driving changes to Illinois' economy in coming years.*
- *Illinois' schools will have to deal with much more ethnic diversity in the future.*

issue: *Illinois' New Look: How the Past Ten Years Changed the State*

by Ruth Anne Tobias

Editor's Note: *This is an intensive analysis of the first data released by the United States Census Bureau on the results of the 2010 national census. It provides Illinois with its first detailed look at how the state has changed in the first decade of the 21st century.*

As a state, Illinois is still growing more populous, but its rate of growth is slower than that of the nation as a whole, and it is becoming much more diverse as its population of Hispanic, Asian, Native American, African American, and other non-white groups has both increased more rapidly than its Caucasian population, and as these non-white groups have dispersed more widely throughout the state.

These and similar conclusions have been drawn from the Public Law 94-171 data set released by the U.S. Census Bureau last February from its 2010 census count. The findings of this first look have serious import both for Illinois' governance and for all Illinois governments. They show that, over-all, the state's urban areas have absorbed the population growth, and that the problems of declining population will continue to plague the state's rural communities. Thus the problems facing Illinois' small county governments, discussed in recent issues of *Policy Profiles* by Dr. Norman Walzer and his colleagues, will continue to magnify.¹

What were specific findings in the data?

Illinois' population increased by 3.3 percent, from nearly 12.5 million to 12.8 million persons. (See *Table 1* on page 2) The rate of increase in the state's metropolitan regions ranged from three to 12 percent; eight of the state's ten largest cities grew substantially; and Chicago suffered a loss of over 200,000 residents. Most of the state's cities and villages grew in size, but, despite the fact that Kendall County led the nation's counties in growth between 2000 and 2007, most of Illinois' counties suffered population losses.

Nationally, Hispanics accounted for 56 percent of the nation's total population growth and most of Illinois' growth as well. Illinois' Hispanic growth stemmed from increases both in residents and immigrants, and it occurred in all areas of the state. Also notable was the continuing shift of the state's African American population out of Chicago and into both suburban and downstate communities.

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tableone Illinois Population Changes by Race

RACE ALONE OR IN COMBINATION	2000	Percent of Total Population	2010	Percent of Total Population	Change	Percent Change
Total population	12,419,293	100.0	12,830,632	100.0	411,339	3.3
White	9,322,831	75.1	9,423,048	73.4	100,217	1.1
Black or African American	1,937,671	15.6	1,974,113	15.4	36,442	1.9
American Indian and Alaska Native	73,161	0.6	101,451	0.8	28,290	38.7
Asian	473,649	3.8	668,694	5.2	195,045	41.2
Native Hawaiian and Other Pacific Islander	11,848	0.1	13,546	0.1	1,698	14.3
Some Other Race	847,369	6.8	958,603	7.5	111,234	13.1

HISPANIC AND RACE ALONE OR IN COMBINATION	2000	Percent of Total Population	2010	Percent of Total Population	Change	Percent Change
Hispanic	1,530,262	12.3	2,027,578	15.8	497,316	32.5
White Non-Hispanic	8,551,869	68.9	8,324,628	64.9	-227,241	-2.7
Black Non-Hispanic	1,906,713	15.4	1,919,384	15.0	12,671	0.7
American Indian and Alaska Native	52,823	0.4	60,948	0.5	8,125	15.4
Asian	465,418	3.7	652,951	5.1	187,533	40.3
Native Hawaiian and Other Pacific Islander	8,421	0.1	9,816	0.1	1,395	16.6
Some Other Race	66,924	0.5	31,660	0.2	-35,264	-52.7

Source: U.S. Census 2010

What effect will the census have on the State of Illinois?

Most importantly, Illinois' comparatively slow rate of population growth means that the size of its delegation to Congress will be reduced by one seat in the House of Representatives. This continues a pattern in effect since 1940 when Illinois' congressional delegation peaked at 27 seats in the House. That number dropped to 24

by 1970 and to 20 by 1990. One House seat was lost as a result of both the 2000 and now the 2010 census counts.

This loss reflects a shift of the nation's population from the Northeast and Midwest to the South and Southwest. Also indicative of this change, Texas gained four House seats from the 2010 census and, for the first

time in its history, California failed to gain a single new seat.

None of the six Midwestern states grew as fast as the nation as a whole, but Missouri and Indiana came closest with growth rates of seven and 6.6 percent respectively. Minnesota and Wisconsin also grew faster than Illinois, but Michigan actually lost population during the decade just past.

What does this mean for Illinois?

The loss of a seat in Congress means that Illinois will have less influence, or “clout,” in Washington, and it also means that Illinois will have one less electoral vote in the presidential elections in 2012, 2016, and 2020. Of more immediate concern, the below-average rate of growth means that Illinois will receive fewer of the federal program dollars that are distributed on the basis of population.

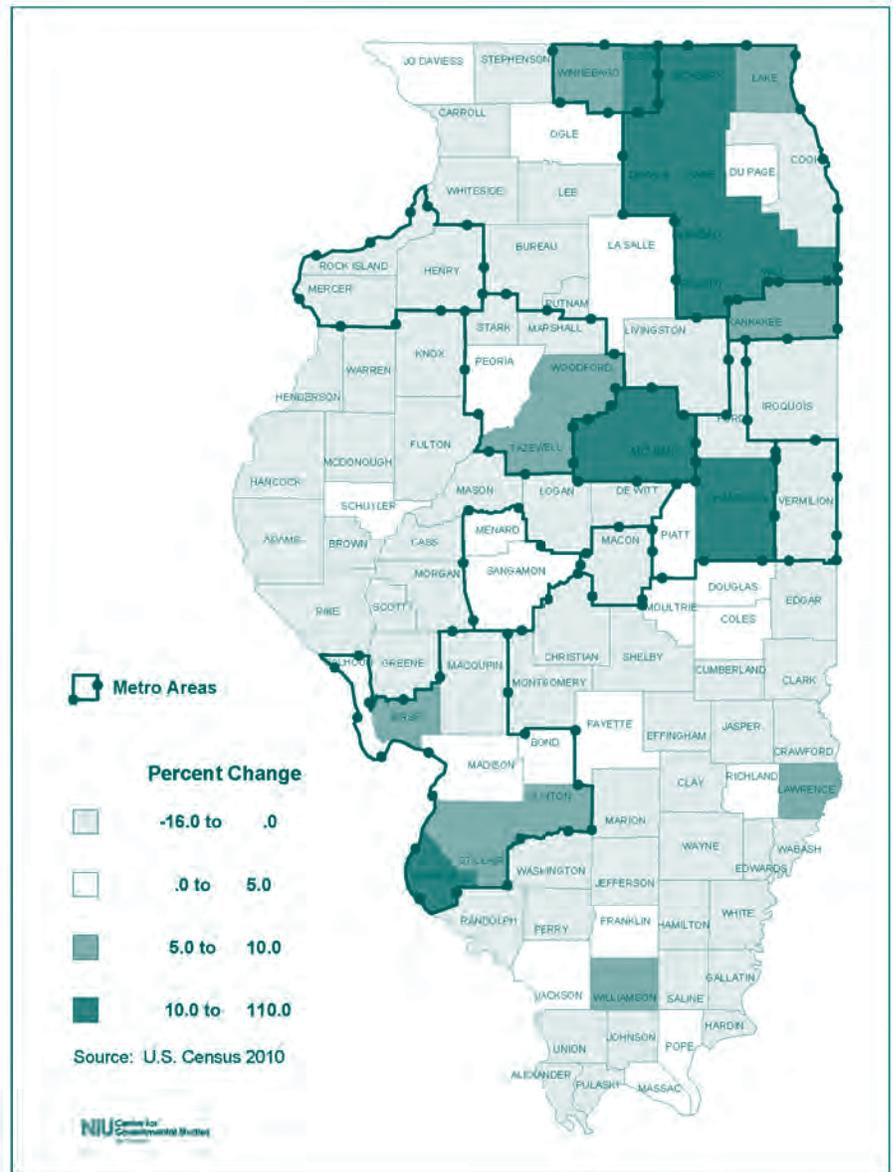
This loss of dollars will be especially painful for the City of Chicago, but if Chicago asks for a recount, for which it would have to pay the cost, and if the recount “found” another 75,000 residents, then Illinois would not lose a Congressional seat and Chicago’s share of federal program funds would significantly increase. Detroit asked for a recount in 2000 and gained 50,000 residents.

How did Illinois’ demographic composition change?

The census report on changes in racial composition is reported in *Table 1*. Census data divides the population into six major racial categories: White, African American, American Indian and Alaska Native, Asian, Native Hawaiian and Other Pacific Islanders, and Other. Since Hispanic is not considered a separate racial category, the data break out the Hispanic category separately, linking it with other racial groups. Thus Table 1 has two separate categorizations.

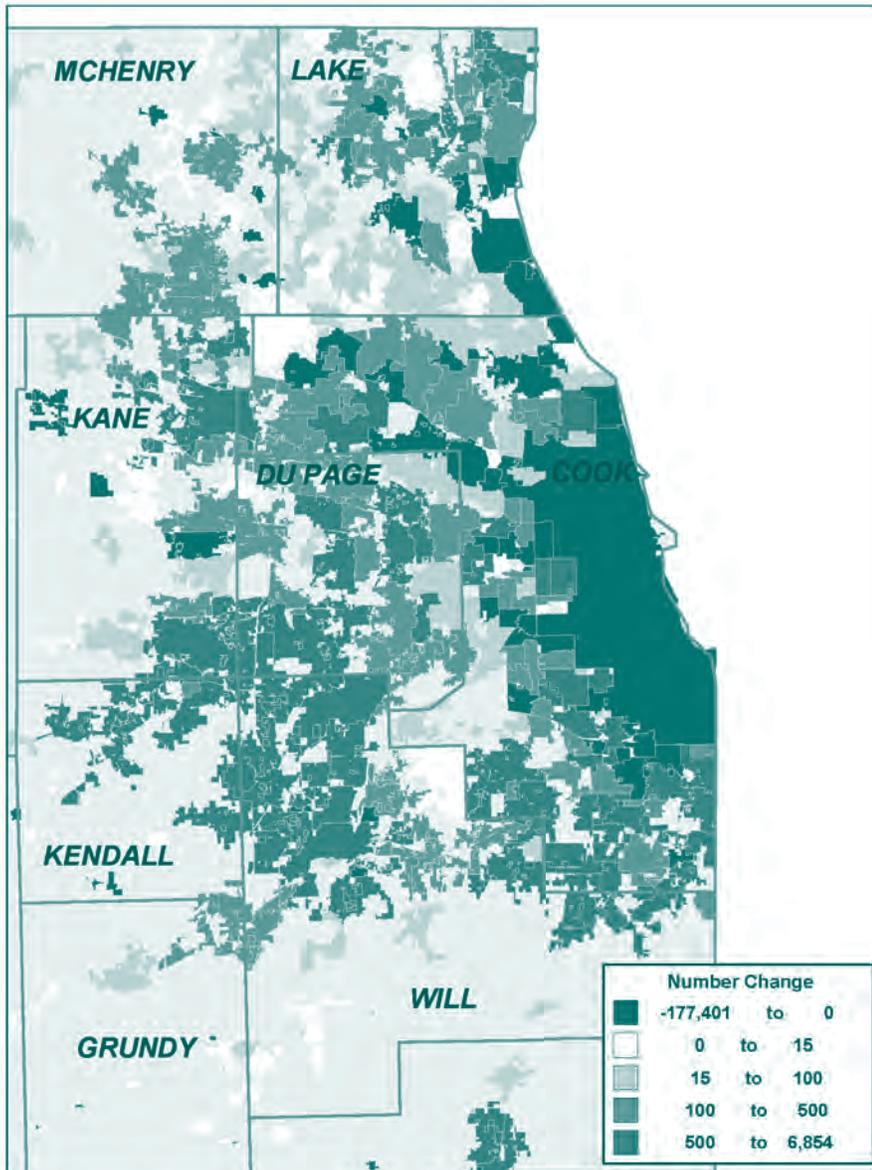
Statewide, the largest *percentage* changes in racial categories falls among the Asian and American Indian groups which showed increases of 41 percent and 39 percent, respectively, since 2000 (see the top half of *Table 1*). Those two groups are among the three smallest population counts, accounting for six percent of Illinois’ population. When there are increases in a small number, the percentage increases mount sharply.

mapone Total Population Change of Illinois Counties 2000-2010



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maptwo Black Non-Hispanic Population Change of Chicagoland Municipalities (2000-2010)



When Hispanic/non-Hispanic status is taken into account (bottom half of Table 1), Asians still have the largest percentage increase among state population groups at 40.3 percent to 32.5 percent change for Hispanics. But the actual number changes reflect a different situation. There were 2.2 times as many new Hispanics in the state as there were Asians: a change of 187,533 Asians versus 497,316 Hispanics. Interestingly, African American non-Hispanics increased less than one percent.

Thirty-nine cities across the state saw major increases in the number of their Asian residents, including many smaller metropolitan areas like Danville, Champaign, and Peoria. After Chicago, the city with the largest Asian population is Skokie in Cook County.

Most of the increase in the state's Hispanic population occurred in the state's metropolitan areas, but some of that growth is also seen to be scattered across the state in communities of all sizes.

How have Illinois' metropolitan areas changed?

Almost 87 percent of Illinois' population lives in one of its metropolitan areas, so it is not so surprising that metropolitan areas' population changes varied widely. Among Illinois' metropolitan areas, Bloomington-Normal, Champaign-Urbana, and Rockford experienced the most population growth, increasing between and 9.1 and 12.7 percent, or a total of 69,982 persons between the three. Springfield and East St. Louis metropolitan areas each had between 4 and 5 percent growth as well, but three metropolitan areas lost residents: Danville, Rock Island-Moline, and Decatur. Each lost between two and three thousand people.

Outside of Cook County, Chicago’s eight suburban counties gained more than 300,000 people, countering the population losses in Chicago and some Cook County suburbs, to show a nearly four percent increase for the total area. The new Chicago Metropolitan Statistical Area (MSA)² now is defined as consisting of nine counties, including Illinois’ six largest counties (Cook, DuPage, Kane, Lake, McHenry, and Will counties) and three counties newly added to the Chicago MSA (DeKalb, Grundy, and Kendall counties).³ See *Map 1* on page 3.

Most of the growth in the larger metropolitan areas shows up on the outer periphery of growing cities and non-urban areas in counties. This was true of the Chicago, Rock Island, Danville, Decatur, and East St. Louis metropolitan areas. In Champaign-Urbana and Bloomington-Normal, the core city is the hub of the county and that’s where the growth occurred. But the Rockford, Peoria, and Springfield metropolitan areas showed growth both in their central city and in their periphery. Kankakee showed growth in the central city and not much in the surrounding cities. In some of the older metropolitan areas, such as Chicago, Rock Island-Moline, and East St. Louis, losses in the central city neighborhoods are being offset by pockets of growth that are just barely noticeable in the urban cores.

Nationally, metropolitan area growth slowed dramatically during the 2000’s, bookended by recessions at the beginning and end of the decade.

tabletwo Ten Largest Counties in Illinois 2010

	2010	2000	Percent Change
Cook County	5,194,675	5,376,741	-3.4
DuPage County	916,924	904,161	1.4
Lake County	703,462	644,356	9.2
Will County	677,560	502,266	34.9
Kane County	515,269	404,119	27.5
McHenry County	308,760	260,077	18.7
Winnebago County	295,266	278,418	6.1
St. Clair County	270,056	256,082	5.5
Madison County	269,282	258,941	4.0
Champaign County	201,081	179,669	11.9

Source: U.S. Census 2010

What major changes did the census uncover in the Chicago region?

The biggest change highlighted by the census in the Chicago MSA is the increasing diversity in the region. There was growth in all race and Hispanic groups. Grundy County is the least diverse in the region, and Cook County has the greatest diversity. Kane County has the largest percentage of Hispanics among its residents and the second highest count of Hispanics after Cook County. Without the increasing diversity, DuPage County would show a total loss of residents. For the nine county Chicago MSA, non-Hispanic whites are 53.7 percent of the total population, down from 58 percent in 2000.

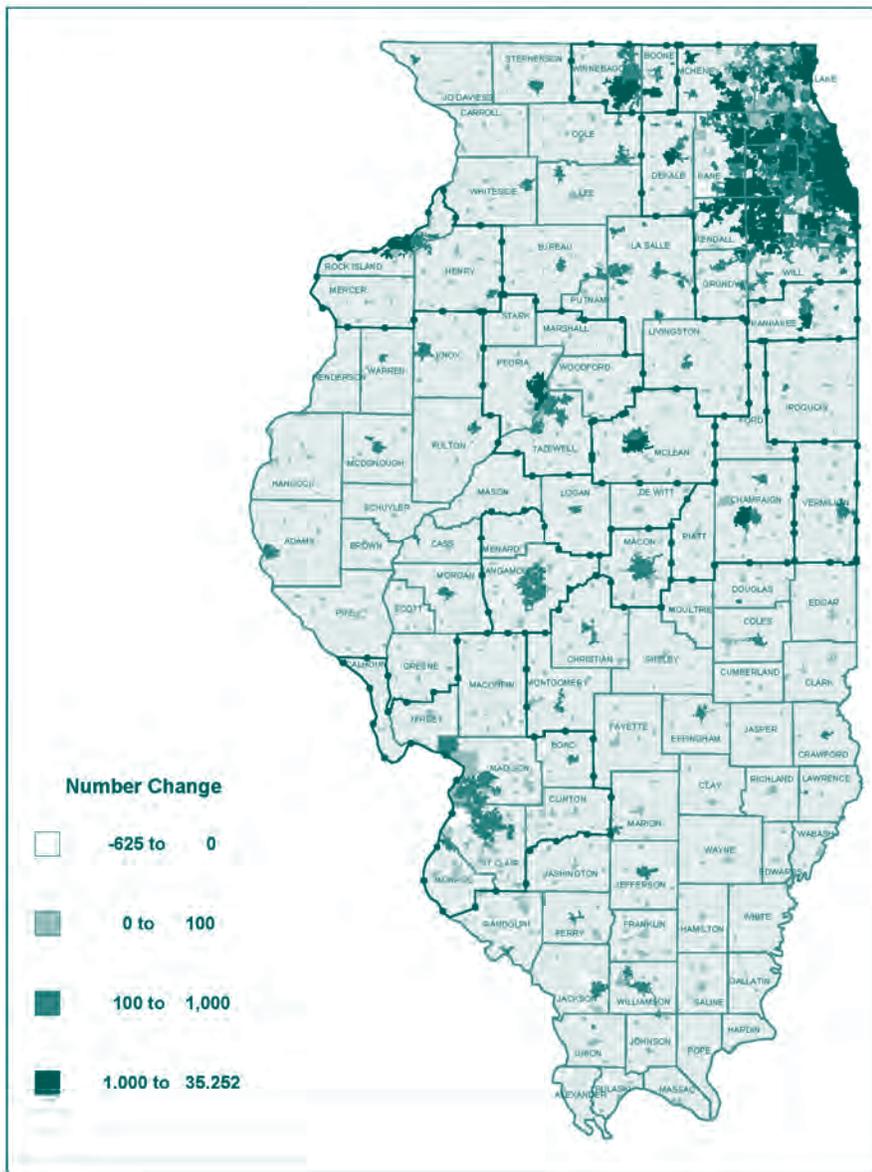
The second biggest change is that the majority of total population growth has been in the suburbs at the outer edges of the region. This is where communities along the Fox River, the Chain O’Lakes, and in western Will County pop with growth. Aurora became the state’s second largest

city, gaining more than 50,000 persons since 2000. Yorkville, in Kendall County, increased 173 percent from 6,189 to 16,921. The dynamic of suburban growth patterns is geographically illustrated on *Map 2* on page 4. The map portrays the spread of Black Non-Hispanic residents into Chicago’s suburbs, but it also shows the extending fingers of population growth into even some of the outermost communities that have recently been included as part of the Chicago MSA (see endnote 3).

And the final major change is the shift of residents from Chicago to the suburbs and beyond. Chicago lost 177,401 (or 16 percent) of its African American residents, matching a pattern found in many of the nation’s other major metropolitan areas. Some of Chicago’s African Americans left Illinois for more southerly cities like Atlanta, but *Map 2* also shows a very heavy dispersion of African Americans into the southern and western suburbs of Chicago. African Americans are still the most numerous population group in the City of

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mapthree Hispanic Population Change of Illinois Municipalities (2000-2010)



Chicago, but the city's racial distribution is becoming much more evenly divided among whites, African Americans, and Hispanics.

What does the census data report about Illinois counties?

Looking at the ten largest counties in *Table 2* on page 5, only Cook lost population, but suburban Cook provided a very small increase to offset a small part of Chicago's population loss. The other five major Chicago metropolitan counties, the so-called collar counties, each gained substantial numbers, but with generally slower growth than in past decades, except for Will County which grew by one-third. The previous hot spot was DuPage County which grew only 1.4 percent.

Many of the growing counties are in metropolitan areas, but there are at least three rural counties with less than 10,000 total people which experienced growth – Calhoun, Pope, and Schuyler. Kendall County's population more than doubled from 54,544 to 114,736 (110 percent). The next highest was Will County with a 34.9 percentage point increase, or more than 175,000 residents. If Will County continues its exceptional growth, projections show that it will replace Lake County as Illinois' third largest by 2020 and will approach 1.1 million people by 2030.

Sixty-one of Illinois' 102 counties lost population in the last decade. Six more counties would have experienced a net population loss if it were not for an increase in their Hispanic populations. Except for Cook (Chicago), Macon (Decatur), and Vermillion (Danville), the counties losing population were in rural areas. Both the

tablethree Municipal Trends by Size Groups

Population Group	Number of Cities	Aggregate Population	Percent of State Total	Average Size	Average Change in Residents
Cities < 500	406	110,376	0.9	257	-32
Cities 500 to 999	220	161,883	1.3	710	-6
Cities 1000 to 4,999	340	824,677	6.4	2,259	113
Cities 5,000 to 25,000	250	3,032,306	23.6	12,081	1,158
Cities 25,000 to 100,000	81	3,432,385	26.8	41,858	2,367
Cities 100,000 to 1,000,000	7	979,501	7.6	139,929	18,991
City of Chicago	1	2,695,598	21.0	2,695,598	-200,418
Census Designated Places	68	108,765	0.8	1,599	31
Illinois Municipal & CDP Population	1,371	11,236,726	87.6	8,220	337

The term “cities” in this table refers to all municipalities, including villages and incorporated towns as well as cities.

Source: U.S. Census 2010

Census Designated Places are unincorporated areas recognized as communities.

largest, Cook County with 5.2 million, and the smallest, Hardin County with 4,320, lost residents between 2000 and 2010.

Some counties have been losing population for many decades, and will likely continue to do so. Six counties across Illinois have lost people each decade since 1970: Carroll, Ford, Greene, Pike, Stark, and Vermilion. Most of these are rural, but not in the deep southern tier of Illinois. Another 22 counties lost residents in 1980-1990, 1990-2000, and 2000-2010. Natural decrease – more deaths than births – and more people moving out than coming in are two factors creating these declines. These losses have deep implications for the city and county governments trying to provide services to sustain their residents. With declining populations come declines in any federal funds or motor fuel tax funds which are

based on population counts. It also means less political power as statehouse districts are redrawn to create equal population areas, and these counties get drawn into ever larger house districts. With the remap of state legislative districts in 2011, House District 118 in southern Illinois now will encompass eight entire counties and parts of three others.

Still, even with 60 percent of counties losing total population, only one county did not gain Hispanic residents. That is Pulaski County at the southern tip of the state. *Map 3* on page 6 displays the city Hispanic growth pattern across Illinois; in 17 counties the Hispanic population more than doubled. Some of the 2000-2010 counts were undoubtedly relatively small so they easily showed a doubling of the

count. But several metropolitan counties had a strong Hispanic base that became very much stronger. Several large counties, including DuPage and Peoria, would have lost population without the increase in Hispanics. Others, like Rock Island and Cook, would have lost even more of their total population without increases in their Hispanic populations. The top eight counties gaining Hispanics each gained in excess of 10,000 Hispanic residents.

This growth can mean changes in many facets of local government programming, from needing more translators in the courts and other county offices and schools, to providing new health clinics for underinsured persons. Many of these new residents have families and will need schools

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tablefour Ten Largest Cities in Illinois

	2010	2000	Number Change
Chicago	2,695,598	2,896,016	-200,418
Aurora	197,899	142,900	54,909
Rockford	152,871	150,115	2,756
Joliet	147,433	106,221	41,212
Naperville	141,853	128,358	13,495
Springfield	116,250	111,454	4,796
Peoria	115,007	112,936	2,071
Elgin	108,188	94,487	13,701
Waukegan	89,078	87,901	1,177
Cicero	83,891	85,616	-1,725

Source: U.S. Census 2010

and family medical care. These needs will place more stress on county budgets as well as county taxpayers.

How does the census affect Illinois cities?

One of the big stories about Illinois municipalities is their sheer number – over 1,300 – and how they range in population size from 13 people to 2.6 million! The number of municipalities is partly responsible for Illinois' status as the state which, by a very wide margin, has the most units of local government (currently at about 7,000 units) in the United States. That decades-old distinction is finally leading the Illinois General Assembly to explore why there are so many.

Table 3 on page 7 reports the numbers of cities by population size, the number of residents in each size community, and a trend

toward the greatest population growth in municipalities ranging in size from 100,000 to one million residents.

About half of the state's municipalities – its cities, villages, and incorporated towns – lost residents and half gained more population between 2000 and 2010: 49.6 percent lost population and 50.4 percent grew larger. More than half of the smallest municipalities lost population – though often not many residents. The smallest city, Valley City in Pike County with an official count of 13 residents, was reported as having lost one person!

Did city size affect population change?

Among the ten largest cities in Illinois, number one Chicago and number ten Cicero lost population. But Elgin gained almost 14,000 new residents to become the eighth Illinois city to pass the 100,000 residents mark. See *Table 4*.

In mid-size cities and villages (those with populations ranging from 25,000 to 100,000), only 32 of the 82 places lost residents in this decade. Some of the growing cities in this group are central cities in their own metropolitan areas, like Bloomington and Springfield. Others are university cities like Champaign, Carbondale, DeKalb, Normal, and Urbana.

In 18 of the growing municipalities in this group, the growth was more than accounted for by increases in Hispanics, and in several cities the growth was not attributable to an increase in the number of Hispanics. Sharp increases among both Hispanics and non-Hispanics in the same place is uncommon.

Six communities in this group were among the fastest growing by total number of people in the state: Bolingbrook, Plainfield, and Romeoville in Will County; Oswego in Kendall County; Huntley in McHenry County; and Champaign in Champaign County. Each gained more than 13,000 people between 2000 and 2010.

Are Illinois' smaller communities growing?

There are 250 municipalities with population between 1,000 and 4,999; their average population is 2,249 people; and the average change from 2000 was positive at 113 residents. Although slightly more than half of these cities lost population over the decade, there were some notable exceptions in rapidly developing and recently incorporated communities: Pingree Grove added over 4,000 residents; Cortland more than 2,200; and Volo grew from 184 people in 2000 to 2,929 in 2010!

There are some growing mid-size cities in the southern half of the state, too. Most, such as Nashville in Washington County and Ottawa in LaSalle County, are near metropolitan areas. An analysis of city and county population changes shows that there are also growing cities located in declining counties.

Among this group of smaller cities, 22 would have lost population if not for doubling increases in their Hispanic residents. There also were four new municipalities incorporated in this group, some of which had been recognized as Census Designated Places in earlier census counts.⁴ This group includes Big Rock in Kane County, Gibson City in Ford County, Port Barrington in Lake/McHenry Counties, and Limestone in Kankakee County. Port Barrington was actually a name change from Fox River Valley Gardens; the village board voted to change the ‘too long’ name.

How are Illinois’ hamlets doing?

As seen in *Table 3*, nearly half of Illinois’ municipalities have populations of less than 1,000 people. Together, these 626 communities account for just 2.1 percent of Illinois residents. These very small communities are everywhere, in metropolitan, urban, and rural areas alike. Those in or near larger populated areas have a better chance of survival and potential for growth.

There are 220 incorporated places with populations between 500 and 999 persons, with an average population of 710. Whether they are growing or shrinking is largely dependent on whether they are in or near an urbanized area.

Nearly a third of Illinois’ smallest communities have fewer than 500 people living in them. Together they have less than one percent of the total state population. The average change among this group was a loss of 32 residents, but the range was from a loss of 400 to a loss of just one person. Within the group, there are now 100 communities with fewer than 100 persons living in them.

What implications does the census have for schools?

Nationally, all the growth among the child population under 18 is accounted for by Hispanics, Asians, and other groups besides whites and African Americans. In Illinois, there was a small (3.6 percent) decrease in the total youth population, but an increase of 30.9 percent among Hispanic youth. The story is even more striking among Asian youth in Illinois: there was a 38.9 percent overall increase in the number of Asian youth. Many school districts will become majority ‘minority’ over the next ten years.

This has strong implications for Illinois schools. There will be decreasing enrollments in some districts and sharp increases in others with increasing diversity. *The future economic growth of Illinois, and indeed of the nation as a whole, depends on a better educated work force, not necessarily college educated, but with some education after high school.*

What does it all mean?

Illinois is on its way to becoming a majority/minority state. The 2010 Illinois census reported that 45.8 percent of its population is not traditional white non-Hispanic. William Frey of the Brookings Institution notes that the “United States is at a demographic pivot point between its racial past and its multi-ethnic future.”⁵ The same story holds true for 33 of the 49 states that showed growth between 2000 and 2010.

Even though Illinois’ growth has slowed from previous decades – as has that of the United States – it is still a growing, vital state. But that growth is coming primarily from the in-migration of Hispanics: they are migrating into metropolitan, urban, and rural areas throughout the state. Indeed, it is the in-migration of Hispanics that is driving what growth Illinois is experiencing. It is thus the Hispanics who will provide much of the energy driving changes to Illinois’ economy in the years to come.

At the same time, however, Illinois’ population is changing its location: people are moving out of some metropolitan areas into the suburbs, to downstate, and even out of state. The City of Chicago lost a substantial portion of its residents in the last decade.

Illinois’ Asian population is also showing sharp increases, indeed the largest percentage increase of the major ethnic groups. This will

add positive developmental momentum to the state. All of this demographic change means that the next generation of Illinoisans will have a different outlook as to what 'normal' demographics' look like. To take advantage of this energy and diversity, Illinois leaders need to encourage growth and economic development by investing in education and quality of life for all its residents.

Another issue demanding attention is the continuing population declines in most of the state's rural counties. These declines mean economic declines as well. In some rural counties, the loss of population has become so severe that it is threatening the viability of existing local governments (see endnote 1).

Responding to these demographic and economic changes will be very difficult in the current economic climate, but it is absolutely necessary to ensure a prosperous future for all Illinoisans.

Endnotes

¹ Norman Walzer, et.al., "Governments in Difficulty: Evolving Trends Make Life Harder for County Governments," *Policy Profiles*, Vol. 9, 2, August 2010; "Small Governments and Intergovernmental Collaboration," *Policy Profiles*, Vol. 9, 3, November, 2010; "Local Government Structure and Public Employment: A Fresh Look at Illinois' Predicament," *Policy Profiles*, Vol. 10, 2, April, 2011.

² The U.S. Office of Management and Budget (OMB) has changed its terminology regarding the designation of urban areas. It has deleted the term Standard Metropolitan Statistical Area (SMSA) and replaced it with core based statistical areas (CBSAs) which, in turn, is subdivided into metropolitan statistical area (MSA) and micropolitan statistical area based on the population of the urban core.

³ The three newly added counties were included in the Chicago MSA on the basis of their strong social and economic ties to the central counties as measured by commuting and employment patterns.

⁴ Census Designated Places are settled concentrations of population which are identifiable by name, but not incorporated as a municipality under Illinois laws.

⁵ William H. Frey, "A Pivotal Decade for America's White and Minority Populations," *The Brookings Institution*, March 25, 2011, retrieved July 18, 2011 from http://www.brookings.edu/opinions/2011/0325_census_demographics_frey.aspx?p=1

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