MY CITY

I'm Part of It, I'm Proud of It!

A MODEL PROGRAM PROMOTING ACTIVE CITIZENSHIP TO ALL FLORIDA STUDENTS

A project of the Florida League of Cities

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Established in 1922, the mission of the Florida League of Cities as it relates to this project is to work for the general improvement of municipal government in Florida; increase public awareness of municipal services and issues; and encourage and work for the welfare of the citizens of the respective communities of Florida, striving toward a greater civic consciousness among the citizens of the state.

If you would like to read more about the purpose and services of the League, visit our website at *floridaleagueofcities.com.*

Updated: 2018

Dear Educator:

My City: I'm Part of It, I'm Proud of It! is a civic education publication offered by the Florida League of Cities, the association of Florida's municipal governments.

This booklet contains one week of lessons and activities about city government. While the following lessons were designed to build on one another, they can be used selectively. Activity sheets to accompany the lessons are included.

Lesson 1: Florida Cities: An Introduction
Lesson 2: How to Create a City
Lesson 3: How a City Operates
Lesson 4: Municipal Services
Lesson 5: Getting Involved with Local Government

We encourage you to present these lessons to support your efforts as you teach the Florida Civics Standards during the municipal government portion of your civics class. Or this can be used during **Florida City Government Week**, which is held each October. (To view this year's dates, visit *FLCityweek.com*.)

Florida City Government Week is an ongoing effort sponsored by the Florida League of Cities to raise public awareness about the services that cities perform, to educate the public on how city government works and to show residents how they can shape and influence this level of government. During the week, many city-related educational activities will be taking place throughout the state. Your students will benefit from learning this information.

Three reference sheets are included in the booklet to provide you with background information on local government. Before you begin, read the article, "A Quick Civic Review... City Government in Florida," and review the Facts on Florida Cities pages and Local Government Vocabulary.

If you want to invite a city official to your classroom as suggested in Lesson 5, you will need to make those arrangements in advance by contacting your city hall.

We hope these lessons are a positive experience for you and your students as they learn about city government and their roles as citizens.

Visit *floridaleagueofcities.com/resources/civic-education* to view other educational material available through the Florida League of Cities. If you have any questions or comments about the lessons, contact Director of Membership Relations Sharon Berrian at (850) 222-9684 or *sberrian@flcities.com*.

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A Quick Civic Review... City Government in Florida

The following article was reprinted from *Quality Cities*, the bimonthly magazine of the Florida League of Cities, Inc. In addition to providing a quick civic review about city government in Florida, the article addresses the need for civic education in our state.

JUST WHAT IS A FLORIDA CITY?

In Florida, a city is a municipal government. The founding citizens choose the name and, in doing so, decide whether to call the municipality a city, town or village. There is no legal difference between the three. In other states, the governing structure is often dictated by the state legislature.

A municipal government is a public corporation. The council, or commission, is the board of directors, elected by the stock holders, who are the citizens. The public corporation is formed to provide self-governance and a variety of services. The charter, which is a city's constitution, is written to form the municipality and is similar to articles of incorporation. The charter sets forth the boundaries of the municipality, its form of government, the size of the council and certain governmental processes. In Florida, the Legislature approves the incorporation through a special act, and the charter is approved by the citizens through a referendum.

Besides being a public corporation, however, a municipality is an independent, general purpose local government. General purpose means there is a wide range of services provided by the entity.

CITY RIGHTS AND PRIVILEGES

In Florida, a city is recognized with certain rights and privileges as such a government. The most important of these rights is Home Rule. The Florida Constitution recognizes that cities may enact their own ordinances and self-govern – so long as the city's law does not conflict with state and federal law. This Home Rule power was repeatedly sought by early Florida city officials. It was placed into the state constitution in 1968, and later ratified through legislation in 1973. Municipal Home Rule powers do not extend to fiscal Home Rule, however, because the state reserves all taxing authority to itself. Cities are not "of" the state, but rather, cities in Florida are "in" the state. This is an important distinction between municipal governments and other local governments.

WHY CITIES ARE FORMED

Cities are the heart of the social contract. People first lived together for safety. As civilizations were created, people sometimes lived with families, tribes or other communal entities. Scholars often look to Athens in ancient Greece as the first great city, with its democratic involvement of the public in government and its progressive services.

As the centuries passed, safety remained a concern, but people also chose to live near one another for other reasons. Today, when people choose to live near others and to share public infrastructure, such as streets, sidewalks, water and sewer systems, and parks, they agree to abide by a set of rules. These rules are known as ordinances, which guide a city's residents.

Living in a city in Florida requires choice. As people look for a place to live, many things may affect their decision – such as distance from work, quality of schools or other things that are important to them and their families. They also agree to become part of the support for this government, and to pay their share for utilities and services. In Florida, this often means they agree to pay city property taxes in addition to those they pay to the county and the school district. With self-governance comes responsibility.

WHAT ARE FLORIDA CITIES LIKE?

One of the most fascinating things about the municipalities in Florida is the tremendous difference among them. There are 412 municipalities in the state, and no two are alike. Many of them are young; 12 were incorporated between 2000 and 2018. During the decade from 1950 to 1960, more than 100 were incorporated.

More than 10.3 million Floridians reside in a city, town or village – equaling about 51 percent of the state population. City populations range from 5 (City of Westlake) to more than 890,000 (City of Jacksonville).

More than two-thirds of the 412 cities are under 15,000 in population. Florida is a state composed of mostly smaller cities, with the median city population at 5,700.

Florida's cities have a suburban flavor, as none are as large or urban as New York, Los Angeles or Chicago. Many of the cities were planned for retirees and do not have a central business area. A few are completely residential. Some built up around military bases and popular tourist destinations. The fishing industry and agricultural industries have also caused the creation of coastal cities, towns and villages.

EVERY CITY IS FULL SERVICE

Just as no two city charters are alike, each city's menu of services is also different. A common practice among chambers of commerce and other promotional agencies is to label city and county governments as "full service." This is an unfortunate label because it is hard to define – each city offers those services desired by its own citizenry.

Some Florida cities do not pave every street, have a centralized water or sewage system, nor offer police, fire, or parks and recreation services. Some cities offer each one of these services and also offer natural gas or electric utilities. For some cities, the most important service is building code standards and inspections, and planning and zoning. Some of these services are also offered by special districts and counties, and are delivered to citizens both inside and outside of city boundaries. The most important aspect of municipal services is that the services are created to meet the demands of the residents. Each Florida municipality is "full service" to its own citizens because the citizens determine which services will be provided.

THE STRUCTURE OF GOVERNMENTS IN FLORIDA

One of the Florida League of Cities' missions, as stated in its strategic plan, is to increase the public's understanding of municipal government in Florida. To do that, we often include information on Florida's overall governmental structure. To truly understand what a city is, it important to understand the structure of other local governments.

Florida became a state in 1845. Under previous British and Spanish rule, territorial leaders had recognized local and regional governance. Two city charters in particular – St. Augustine and Pensacola – were recognized as municipal governments.

Upon becoming a territory of the United States, two counties were created that split the state in half. Over time, the number of counties grew as the state sought to provide its services throughout Florida. A county is a sub-state, or arm of the state, and every inch of Florida is within a county. Counties are constitutionally created, and the boundaries can be changed only by the Legislature. Today, Florida has 67 counties – the oldest created in 1821 and the newest in 1925. The board of county commissioners is the elected body that oversees a county's governance. Counties must carry out constitutionally mandated responsibilities, and those established by the state. The constitutional services of a county are law enforcement and jail administration, tax collection,

property appraisal, state court administration and supervision of elections. In addition, counties are charged with road maintenance, public health, solid waste disposal and other environmental responsibilities. Other county services are offered as determined by elected county officials.

Florida has 67 other units of local government – school districts. These constitutionally created districts share the same geographical boundaries as each county, but the school district is a separate government. School districts have elected boards that govern the day-to-day operations of public education for grades K-12. School districts are a special-purpose local government. Funding is provided through property taxes and state revenues

Florida has another type of local government – the special district. There are two types of special districts: independent and dependent. Independent districts are created by the Legislature for a specific purpose, to be provided in a certain area. The funding and governance of each one is set by the Legislature. Examples of independent special districts include water management districts, fire service, inland navigation, ditch maintenance and others.

Florida also has dependent special districts, which are created by cities and counties. These districts are governed by the city or county elected commission, and derive their authority, funding and support from that government. Examples of dependent special districts include downtown improvement authorities, community redevelopment authorities and special taxing districts.

There are about 1,100 independent and 600 dependent special districts throughout Florida. So, cities are not counties, they are not school districts, and they are not special districts. Cities are publicly created, independent governments designed by their citizens, for their citizens. They are the only voluntary level of local government in the Sunshine State. Cities require choice on the part of their residents, and with that choice comes the benefit of grassroots democracy, true self-governance and Home Rule powers.

THE NEED FOR CIVIC EDUCATION

Statewide statistics show that 30 percent of Floridians are natives, while 70 percent moved here from somewhere else. This can greatly affect a Floridian's understanding of state and local government in the Sunshine State.

For most people, their civics lessons were given in high school. Upon moving here, there aren't always opportunities for new residents, especially adults who are out of school, to quickly learn how their governments function. City officials can play a great part in helping to educate all Floridians about their governments, and the League wants to help make that happen. Everyone benefits from an informed public.

Facts on Florida Cities

- There are 412 cities, towns and villages in Florida. For these lessons, the word city will be used to refer to all of these municipal terms. The capital city of Florida is Tallahassee.

- Pensacola and St. Augustine are Florida's oldest cities; both were chartered in 1822. St. Augustine was settled in 1565 and is the oldest continuously occupied community in U.S. history, having been founded 55 years before Plymouth Rock.

- The youngest cities in Florida are Indiantown, incorporated in 2018; Westlake, incorporated in 2016; and Estero, incorporated in 2014.

- There are 10,368,756 Floridians living in incorporated areas. The percentage of Floridians living in incorporated areas is 51 percent.

Florida's Ten Largest Cities			
Jacksonville	891,207	Hialeah	236,114
Miami	467,872	Tallahassee	189,625
Tampa	373,058	Port St. Lucie	181,284
Orlando	279,789	Fort Lauderdale	179,063
St. Petersburg	263,768	Cape Coral	175,063

Source: The University of Florida Bureau of Economic and Business Research, "Florida Estimates of Population 2017."
New population estimates will be available April 2019. Visit www.bebr.ufl.edu.

Many cities in Florida have a surprisingly small population. For example, Miami, which is often assumed to be Florida's largest city, is actually much smaller than Jacksonville. This is because the City of Miami is actually part of a Metropolitan Statistical Area (MSA), a large urban area consisting of a central city and several smaller municipalities, which are dependent on the central city for jobs, services, shopping and entertainment. The population of the MSA known as Miami, which includes Hialeah, Miami Beach and Coral Gables, is well over 1 million people. Tampa and Orlando are other cities with higher MSA populations.

Florida's Ten Smallest Cities			
Westlake	5	Lazy Lake	26
Marineland	8	Indian Creek	84
Weekie Wachee	9	Belleair Shore	117
Lake Buena Vista	22	Otter Creek	118
Bay Lake	23	Bascom	121

Source: The University of Florida Bureau of Economic and Business Research, "Florida Estimates of Population 2017."
New population estimates will be available April 2019. Visit www.bebr.ufl.edu.

- Florida has 67 counties that were created by the Legislature as an arm of the state to provide state services at the local level.

- Cities in Florida are created when the Legislature responds to a request from the people living in a local area who want that area to become a city. The people making the request usually do so because they desire to determine their service delivery and to have a voice in governing themselves.

- Municipal government is the oldest form of local government in Florida. Historically, the idea of a city was brought over from England and Spain through the granting of a charter by the king. The granted charter was a business contract. Today, the charter is a contract with the people to provide governmental services. No municipal government may be created without a proposed charter, and no municipal government may exist without a charter.

- According to Florida Statutes, an area should meet the following requirements in order to be eligible for incorporation:
  1. It must be compact, contiguous and amenable to separate municipal government.
  2. In a county of less than 50,000 population, it must have a population of at least 1,500 people; in more populous counties, it must have a population of at least 5,000 people.

3. It must have a population density of at least 1.5 persons per acre.
4. Its nearest point must be at least two miles from the boundary of an existing municipality in the county; or an extraordinary natural boundary must exist that requires a separate municipal government.
5. It must have a proposed charter that meets these conditions:
    a. prescribes the form of government and clearly defines the responsibility for legislative and executive functions, and
    b. does not restrict the taxing authority granted to the city council by the state constitution or general law.

These criterion are considered to be general guidelines only. A failure to meet all of these guidelines does not necessarily preclude the adoption of a special-act charter for incorporation.

- Florida statutes allow for two possible sources of a proposed charter, a group of petitioning citizens or through the assistance of the county commission. Having been proposed by one of these methods, a charter must be adopted by the Legislature through enactment of a special act. This special act creates the municipality as a "municipal corporation," specifies its official name and recognizes the proposed charter as the charter of the municipal government created by the act.

- A city charter is the document that governs and controls a municipality. Laws passed by cities are called ordinances and are not part of the charter. Some of the items usually found in charters include provisions governing or establishing:
  1. incorporation, boundaries and powers;
  2. the structure and type of government the city will have;
  3. administrative organization and function;
  4. judicial powers and procedures;
  5. city election procedures and regulations;
  6. city financial powers; and
  7. general provisions.

- There are four basic forms of municipal government in Florida: council-weak mayor, council-strong mayor, commission and council-manager. (See page 11.) The most common form of city government in Florida today is the council-manager form. A second common form, found in many smaller cities, is the council-weak mayor form.

- Income to pay for government services comes from a variety of sources:
  1. **Property Tax:** real property tax (land, buildings, fixtures on land) and personal property tax (moveable items such as boats, machinery, motor vehicles, stored merchandise)
  2. **Non-property Tax:** local government half-cent sales tax, local option sales tax, gas taxes, tourist taxes, insurance premium tax, beverage license tax.
  3. **Non-tax Revenue:** charges for services, licenses and permits, intergovernmental revenue (grants from the federal or state government), fines, penalties and forfeitures.

- Municipal government provides many services to the citizens within its jurisdiction. These services fall into several categories:
  1. **Public Safety:** police, fire, animal control, building codes, disaster preparation and traffic regulation services.
  2. **Public Works:** roads and streets, water and sewer, storm drainage, public buildings, and solid waste collection and disposal.
  3. **Public Utilities:** water works, sewage treatment plants, electric power and natural gas.
  4. **Planning and Developing:** adoption, enforcement and updating of land-use regulations for the jurisdiction, oversight and approval of development within it; also, public lands development, such as parks.
  5. **Administration:** includes internal operations, external information services, archival and other record keeping, financial and personnel operations.

Duties of Municipal Officials in Different Forms of Government

	DUTIES OF THE MAYOR	DUTIES OF THE COUNCIL	DUTIES OF THE CITY MANAGER
COUNCIL-WEAK MAYOR	Office of mayor is usually rotated among the elected council members annually Authority is little, if any, greater than that of the other council members Acts as ceremonial head of government at public functions	Holds collective power over administration, including appointment and dismissal of municipal employees and appointments to boards and commissions Decides policies and creates ordinances	Not present in this form
COUNCIL-STRONG MAYOR	May have veto power over council legislation Has executive power to carry out policies Prepares budget, makes appointments and manages daily operations Acts as ceremonial head of government at public functions	Decides city policies, but has no administrative power	Not present in this form
COMMISSION	Presides over commission meetings	Commissioners serve collectively as the policy-making board and individually as heads of the principal departments	Not present in this form
COUNCIL-MANAGER	Acts as ceremonial head of government at public functions Presides over council meetings Makes appointments to boards Has little, if any, role in day-to-day municipal administration Sometimes filled by election, sometimes filled by council appointment	Decides policies and creates ordinances	Appointed by a majority of the council for an indefinite term and removable only by a majority of the council Fully responsible for municipal administration: supervises and coordinates the departments, appoints and removes their directors, and makes reports and recommendations to the council Responsible for preparing a budget to present to the council, and responsible for the administration of the council-approved budget

Local Government Vocabulary

Ad valorem tax: A property tax set according to the value of the property.

Annexation: Extending a city's boundaries by adding land from adjoining unincorporated territory.

Authority: A special-purpose public corporation set up by government to provide a specific function or services, such as hospital care or public housing.

Budget: A government's annual financial plan. The budget is based on anticipated revenues and expenditures for a given year.

Charter: Similar to a constitution; written and adopted by the citizens. It defines the city's boundaries, form of government and powers.

Citizen: A resident of a city, state or nation; a consumer of public services.

City: See municipality. Although many people think a city is a large town, in Florida there is no legal difference between towns, villages and cities.

City attorney: Represents city in legal matters and gives legal advice concerning city affairs.

City clerk: Record keeper for the city. Keeps the official city seal, maintains city council minutes and other records.

City council: The governing body of a city.

City hall: A city's main government building, usually including the offices for the mayor, the city council members and a council meeting room.

City manager: An official appointed by the city council to administer such city business as hiring, promotions, purchases and finances.

Code: A set of ordinances arranged by subject matter.

Community: May refer to any local area whose residents share common interests.

Consolidation: A formal merging of two governments (such as a county and city) that must be approved by the voters of each government.

County: A subdivision of the state set up to carry out certain state laws; it also functions as a general-purpose local government.

County seat: The area designated by the legislature as the site of a county's government.

Florida League of Cities: An organization of Florida member cities dedicated to helping local governments become more innovative, effective and responsive.

Grant: Money provided by the state or federal government for local government projects. Grants are often designated for specific uses or projects.

Growth strategies: Planning for future population growth, resource use and development.

Homestead exemption: A reduction in property tax for the taxpayer who owns and lives on property being taxed.

Home Rule: A constitutional provision that allows municipal governments to exercise any power for municipal purposes except when it is expressly prohibited by state law. That is, as long as it is not specifically prohibited by state or federal law, municipal officials may pass any ordinance on behalf of the city.

Incorporate: To officially bring a municipality into existence through the passage of an act in the state Legislature and a referendum in the proposed municipality.

Incorporated area: The land within a municipality. The boundaries are set by the city charter.

Infrastructure: The physical framework or facilities of government, such as roads, bridges, buildings and sewer lines.

Intergovernmental: The relationship between two or more governments or levels of government (i.e, city, state, federal).

Land-use plan: A plan on how land can be used. The plan divides a city or county into zones and specifies the purposes for which land in each zone can be used.

License fee: A fee required of a specific business in order to control the effects that the business might have on a community.

Local law: A law passed by the state legislature to provide for a specific need in a named county or city.

Local option: Allowing citizens of a county or city to vote on whether a particular law or practice will apply in their community.

Mayor: An elected municipal official who may, depending upon the charter, have specific duties and responsibilities.

Municipality: The legal name in Florida for a city, town or village.

Ordinance: A law enacted by a city or county affecting local affairs such as traffic, noise and animal control.

Population density: The number of people who live in a specific area, such as a square mile.

Privatization: The use of a private business to deliver a government service.

Property tax: A tax based on the value of real property (a house or land) and on personal property (car or boat). Also known as ad valorem tax.

Revenue: A government's income from taxes, grants, fines, fees and licenses.

Rural: Areas of the countryside with a low population density and not considered urban as defined by the U.S. Census Bureau.

Sanitary landfill: The public facility where solid waste is buried under earth.

Suburban: A heavily populated area near a large city, usually having residential areas and small businesses.

Tax: Money that a government levies and collects from people or organizations within its jurisdiction. Taxes are used to pay for government services.

Tax digest: The record showing the total taxable value of property in a city or county.

Town: See municipality. Although many people think a town is a small city, in Florida there is no legal difference between towns, villages and cities.

Unincorporated area: The area of the county not in any city. Area may be rural, agricultural or heavily populated and suburban in nature.

Urban: Generally, refers to any city or developed community with a sizeable population. Urban can also refer to a densely settled area that is located next to a city.

Urbanized area: Includes a central space and the densely settled urban fringe next to or around it.

User fee: A charge made to persons for using a governmental service such as water.

Village: See municipality. Although many people think a village is a small town, in Florida there is no legal difference between towns, villages and cities.

Zoning: Dividing a community into zones for different types of uses, such as commercial, residential, subdivisions and agricultural.

Lesson 1: Florida Cities: An Introduction

Objective   To promote an understanding of the number and variety of cities in Florida in respect to size, location and structure of governance.

To provide a comparison between your city and other municipalities in Florida.

To develop an understanding of the definitions and uses of each of the vocabulary terms introduced in this lesson.

Materials   Facts on Florida Cities
Local Government Vocabulary
"A Quick Civic Review. . . City Government in Florida"

Vocabulary

Administration	Governance
City	Mayor
City manager	Metropolitan statistical area
Commission	Municipality
Council	State
County	Town
Federal	Village

Strategies

- Make some brief, introductory remarks that explain the purpose of this unit and set forth the objectives for the lesson.

- Distribute a copy of Activity 1-1 to each student in class and allow them no more than 10 minutes to complete the quiz. Do not expect many correct answers; the value of this quiz is in the review.

- Allow students to fill in the correct answers as you conduct the review. The correct answers are in your teacher's answer key. Each question, as simple as it may seem, is designed to lead to a learning point. These points for discussion are identified in the text of your answer key. Take the time to explain and discuss these learning points as carefully as you can; each one is directly related to the objectives and vocabulary of this lesson.

- If time permits, conclude the lesson by reviewing the vocabulary.

Activity 1-1: Quiz on Florida Cities

1.   Name the cities in Florida with a population of over 1 million people.

2.   What is the largest city in Florida?

3.   What are the smallest cities in Florida?

4.   Identify the oldest city in Florida.

5.   Identify the newest city in Florida.

6.   What is a municipality?

7.   What is Home Rule?

8.   What is the difference between a city council and a city commission?

9.   Can you name any of the members of your city council/city commission?

10. Name two or three staff positions within a city.

Lesson 2: How to Create a City

Objectives   Students should be able to understand the origin and the reasons for local government; explain the relationship between state and local government; describe the basic organization of city government; and examine the powers of local government.

Materials   Facts on Florida Cities
Local Government Vocabulary
List of what makes a city a good place to live
Activity 2-1, Part 1: Exploring the City Charter
Activity 2-1, Part 2: Exploring the City Charter – Where Can You Find It?

Vocabulary   Annexation   Incorporated area
Charter   Municipality
Incorporate   Unincorporated area

Strategies

- Make a list of what makes a city a good place to live. Ask if those are also good reasons for creating a city. Add any new reasons that students suggest. Ask who could provide for the items on the list if city government did not exist. Remind students of the reason most citizens choose to form a city: in order to get the kind and level of services they want.

- Tell students that citizens cannot just declare on their own that an area is incorporated. The state Legislature of Florida has made rules and has set up procedures for incorporation. Write on the board the five requirements for becoming a city that are listed on the Facts on Florida Cities pages. Discuss each one, asking students if they think these are reasonable requirements. Using the Facts on Florida Cities pages, explain how the incorporation process proceeds through the Legislature once a charter is written.

- To introduce city charters, explain that a charter sets forth the rules for operating a city. [To view a city charter, go to *municode.com*, click on "Library" then click on the state map. From there you can pick from a number a cities.] If you have already studied Florida state government and the state constitution, you can compare the constitution to a charter. If your school has a student government organization or school clubs, compare a charter to their constitution, bylaws or rules for operating. They probably share many of the same characteristics such as elections, choosing an executive head, a legislative body to approve rules and a list of powers that the organization has.

- Distribute Activity 2-1, Exploring the City Charter (Part 1), and go over it, discussing briefly the organization of the city charter and what it covers. Distribute Where Can You Find It? (Part 2) and allow students to use the list in Part 1 to complete it. Discuss the answers in class.

Activity 2-1, Part 1: Exploring the City Charter

The city charter is the law that governs and controls the municipality. Each city adopts ordinances (laws) to establish services and programs. The specific details of each service are not established in a charter, but are spelled out in the ordinace. Generally, a charter has these six parts:

1. **Incorporation, boundaries and powers**
    This section contains the official name of the city, a description of city limits (boundaries) and a list of areas where the city has the power to act, such as:

animal control	water treatment plants	police and fire protection
building regulations	sewers and drainage	parks and recreation
taxation	utilities	public transportation
garbage fees	cable television	solid waste
traffic control	planning and zoning	

2. **Structure and type of city government**
    This part of the charter creates the city council, sets its size and the length of council member terms, specifies procedures for filling vacancies, establishes the frequency of meetings and gives procedures for passing ordinances. It also details the form of government the city will have, generally one of these four forms: council-strong mayor, council-weak mayor, commission, council-manager.

3. **Administrative organization and function**
    This section names the general city departments that may be created, such as public works, police, fire, library, parks and recreation, and public utilities. It also describes the appointment procedures for, and any duties of, officials such as the city attorney and city clerk. These are broadly written and can be further detailed in ordinances.

4. **City election procedures and regulations**
    In this section, the duties and procedures for a city election are listed.

5. **City financial powers**
    This part of the charter lists the power of taxation and procedures for tax collection, and it specifies fees that can be charged, collection procedures and requirements for accounting and budgeting.

6. **General provisions**
    This section contains the provisions for continuing ordinances in effect if the charter is rewritten, and the effective date of the charter.

Activity 2-1, Part 2: Exploring the City Charter – Where Can You Find It?

Using the description of a charter in Part 1, write the number in the blank of the part of the charter in which you would find the power for a city to do what is described in each statement.

_____ 1. The city of Lincoln has a dog pound to house stray animals that are picked up.

_____ 2. Property taxes will be due on the first of November each year.

_____ 3. The city council has five members.

_____ 4. The city of Lincoln was incorporated on April 28, 1950.

_____ 5. City elections are held on the same date as the state's general election.

_____ 6. The city attorney for the city of Lincoln is appointed by the mayor and approved by the council.

_____ 7. Council members are elected to serve four-year terms.

_____ 8. The city of Lincoln collects and disposes of garbage once a week.

_____ 9. The city can charge residents a fee for garbage collection.

_____ 10. The city government has eight departments.

_____ 11. The city of Lincoln uses county voting equipment for its elections.

_____ 12. The city is looking into providing cable television for its residents.

_____ 13. The city clerk is responsible for keeping the minutes of council meetings and posting them on the city website.

_____ 14. In order to pass an ordinance, it must be read aloud at a council meeting and then voted on at the next regular meeting of the council after a public hearing is held.

_____ 15. When the charter was rewritten several years ago, the council continued in effect all the ordinances that had been previously passed.

_____ 16. The Suwannee River makes the southern boundary of the city of Lincoln.

_____ 17. The finance department uses the accounting procedures recommended by the state Department of Banking and Finance.

_____ 18. The city manager prepares the agenda for council meetings.

Lesson 3: How a City Operates

Objectives   Students should be able to describe the basic organization of city government; examine the powers of local government; and explain how major taxes and other revenues for local government affect services for citizens.

Materials   Facts on Florida Cities
Local Government Vocabulary
Activity 3-1: City Revenue of Sunshine Beach
Transparency Master 3-2: City Revenue of Sunshine Beach
    (This is a hypothetical revenue chart based on a typical Florida city)

Vocabulary

City government terms:	City	City attorney
	City clerk	City council
	City hall	City manager
	Code	Mayor
	Ordinance	

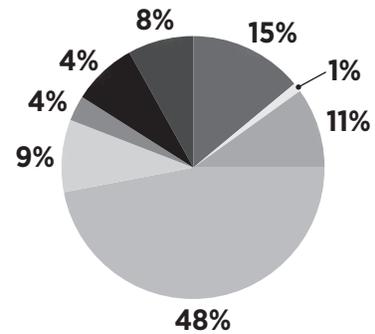| *City finance terms:*	Ad valorem tax	Budget
	Grant	Homestead exemption
	Intergovernmental	License fee
	Local option	Local option sales tax
	Millage rate	Property tax
	Revenue	Tax
	Tax digest	User fee

Strategies

- Introduce the city government terms by writing them on the board and discussing them; explain the duties involved if the term describes a person. Be especially sure to cover the duties of a citizen in the community, and emphasize that everyone in the community is a citizen. Discuss the rights and responsibilities of citizenship – the right to have a voice in government and take part in it along with the responsibilities of obeying the laws and participating.

- Lesson 2 covered city charters and how the form of city government is established in its charter. The Facts on Florida Cities pages contain a table, "Duties of Municipal Officials in Different Forms of Government." It lists the general powers of the mayor, city council and city manager under each of the forms of city government that are common in Florida. If students are able to survey their own city website, they may already know what form of government exists in their city. If not, you will have to provide that information. If possible, give them the names of the mayor, council members and, if applicable, city manager. As you discuss forms of city government, point out that the city council is the legislative branch of government and the executive branch will vary based on the charter.

- Cities need people to administer the government, and they need money to operate. Ask students if they know where the city gets the money it needs to carry out its functions. Their response may be "taxes!" and they are correct, but that isn't the only source of funds. City revenue comes from a variety of sources. Activity 3-1 is a pie chart of where money comes from to operate a city. Prior to distributing Activity 3-1, you may want to make and project Transparency Master 3-2 (which is the same pie chart) and use it to discuss each revenue source. Activity 3-1 has questions using the pie chart; questions 8 and 9 require higher level thinking. The city finance terms provide additional information about city government revenues. Lesson 4 covers ways in which the revenue is spent and the services provided.

Activity 3-1: City Revenue of Sunshine Beach

15% – Property taxes are assessed on land, buildings and tangible personal property.

1% – Business license taxes are charged to operate businesses, professions and occupations within a municipality's jurisdiction.

11% – Intergovernmental revenue is money transferred from federal, state or local governments to help pay for roads, buildings, municipal services and other projects.

48% – User fees are charged for services such as garbage collection, building code inspections, parking, recreation and various permits. User fees also include *public utility revenues* for the operation of water and sewer systems, electric and gas supply systems, fire fees, solid waste collection, and stormwater collection and treatment systems.

9% – Special-use taxes include taxes on alcoholic beverages, insurances premiums, lodging bills for hotels and motels, and on franchises such as electric, gas, and solid waste collection companies doing business in the city. Some of these taxes are approved by the city or county, and others by the voters.

4% – Sales tax is 6 percent in Florida, of which cities share in a portion. Voters within a county can approve an additional local optional sales tax for its county and city government, as well as one for educational purposes.

4% – Interest income includes revenue generated by city accounts at banks and in other investments.

8% – Miscellaneous income includes donations, fines and forfeiture monies, and other small revenue sources not defined above.
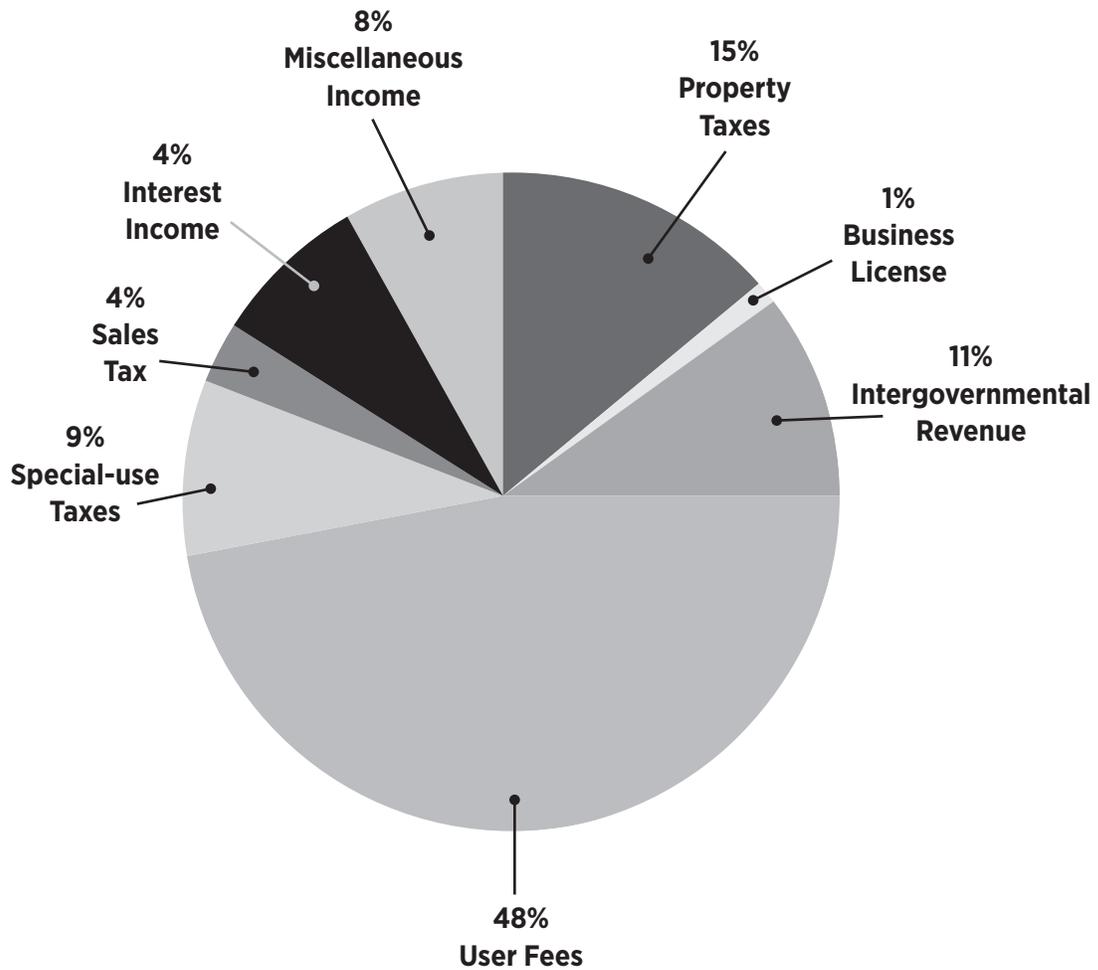
How well can you "digest" the revenue pie chart?
(write your answers on a separate sheet of paper)

1. What is the smallest source of revenue for Sunshine Beach?

2. Give two examples of public utilities that a city may own or operate.

3. What is the second largest source of revenue for Sunshine Beach?

4. What kind of revenue are you providing when you put money into a parking meter?

5. Excluding user fees, what percent do the next three largest sources of revenue add up to?

6. Using the results from question 5, complete this statement with the correct fraction. The next three largest sources of revenue bring in just over (one-fourth, one-third, one-half) of the city's income.

7. Name a tax that requires approval by local citizens.

8. Review all the sources of revenue and give an example of a situation in which a person who does not live inside the city limits would pay a tax that would go toward city revenues.

9. Why would the state or federal government pay money to a city to help build or maintain a road?

Transparency Master 3-2

CITY REVENUE OF SUNSHINE BEACH

8%
Miscellaneous
Income

15%
Property
Taxes

4%
Interest
Income

1%
Business
License

4%
Sales
Tax

11%
Intergovernmental
Revenue

9%
Special-use
Taxes

48%
User Fees

Lesson 4: Municipal Services

Objectives   Students should be able to explain how major taxes and other revenues for local government affect services for citizens. They should also be able to identify the types of services provided by local government.

Materials   Facts on Florida Cities
Local Government Vocabulary
Civic Review article
Activity 4-1: A Night Out

Vocabulary   Authority   Infrastructure
Land-use plan   Privatization
Sanitary landfill   Zoning

Strategies
- Begin the fourth day of local government study by asking students the question, "What is the purpose of local government?" Ask several students for their ideas. At this juncture in studying local government, many responses are possible, but the topic for Lesson 4 is the services city government provides. If student responses do not include references to the provision of services by local government, refer once again to the reason given for the incorporation of most cities, to obtain the kind and level of services desired by citizens.

- List on the board the seven general categories of services found on the Facts on Florida Cities pages. Using the vocabulary words to supplement the discussion, talk about each category and the areas of service within each one. Relate the discussion to Lesson 3 on revenues and on services that citizens pay for. At the conclusion of the discussion, students should have a basic knowledge of the range of services cities provide.

- Note: Students may ask about education, and whether cities provide for it. School districts in Florida are actually separate units of local government. They share the same geographical boundaries as the counties, but they operate under their own elected government. Unlike cities or counties, which have many purposes, school districts are a special type of government created for one purpose only – to provide a public education for local students. As such, school districts run by boards of education are empowered to raise money to carry out their mission.

- Distribute copies of Activity 4-1: A Night Out, to the class. Have students read the story and identify the services provided by local government. Some of the services mentioned in the story are functions of county government. Go over the services that students identify.

Activity 4-1: A Night Out

Read this story very carefully. Then reread it, concentrating on each paragraph to see how many local government services you can find. How many services mentioned in the story might be offered jointly by city and county governments?

This was the big game of the season – Jefferson High School against Washington High School in nearby Greendale City. Marching band members stashed their instruments on the school buses and climbed aboard. At 5:00 p.m., the two buses pulled away from the city recreation parking lot.

Movement through city streets was slowed by rush hour traffic. Main Street was closed because public works crews were fixing a broken water line. A police officer directed traffic. At one intersection, the buses stopped as fire engines raced by. The buses traveled slowly, past the water works and down the hill to the edge of the city limits. Finally, on the interstate, they began to make good time. Students quietly began to eat their sandwiches. It was getting dark outside as they left the city.

The buses left the interstate and drove along County Line Road past the jail and a large public works garage. The highway soon approached the Jefferson airport where the runways were ablaze with lights and planes. Students pressed their noses against the windows to look. On the other side of the highway, flashing blue lights revealed the sheriff's car parked behind a speeder who had been pulled over.

When they got off the buses at Jefferson High, most band members quickly headed for the field house to have a drink of water and use the restroom before going to the stands. A city bus loaded with fans arrived just at kickoff.

School rivalry showed on the field. It was a tough, defensive game. At the end of the first quarter, a pileup left a Washington High quarterback stretched out on the field, moaning. The crowd quieted as he was lifted by emergency medical technicians to an ambulance. By the end of halftime, word came from Greendale General Hospital that his injury was only a bad sprain; he would be alright. A cheer went up and the Washington High team raced onto the field, geared to win.

It was Washington High's night. They won 13-3, their first victory against Jefferson in four years. A steady rain had started and the bleachers emptied quickly. Police officers guided traffic smoothly out of the parking area, around drainage ditches and stormwater ponds, onto the county road. Ground crews were already picking up discarded cups and papers to fill dumpsters with trash. As the buses pulled away, the field lights were dimmed and then turned off. Only street lights lit their way through the dark rainy night.

The buses vibrated with victory songs. Even the airport went unnoticed on this trip. Soon, however, weariness caught up with the musicians, and two quiet buses traveled down the interstate.

Lesson 5: Getting Involved with Local Government

Objectives   Students should understand how to become involved in local government.

Strategies
- If possible, end the week with a visit from a city official. This will require advanced planning to contact an official and make arrangements. To maximize the visit time, you may want to combine classes or request visits from two different officials, one for a morning session and another for an afternoon session. Be sure to tell the official the age group that he or she will be speaking to as well as time limitations. Ideal officials include the mayor and/or member of the council, city clerk, city attorney or city manager. Also, if the city offers these services: police chief, fire chief and public works or parks and recreation directors.

  Throughout the week of city government study, keep a record of questions the class raises to ask your visitor. Those questions along with others can be sent to the official ahead of time. You or the class may choose a particular area you are interested in having the official address. One key question you may wish to ask is how an issue becomes an ordinance and the role of citizen involvement in that process. Other examples may be a general description of how city government operates, a discussion of services the city provides, how the city pays for services and the issues city government faces in providing those services, or a discussion of how citizens are and can get involved in city government. Depending on the group size, you may want to select a panel of students to ask already prepared questions for the official during the visit. At the conclusion of the visit, designate a student to thank him or her and have the class follow up with a written thank you.

- If a visit by a city official does not work out, the final day is an opportunity to review the material covered during the week and check students' understanding of city government. Students can be asked to look at newspaper photographs and articles about city government and describe what is happening in city government.

Answer Key

ACTIVITY 1-1: QUIZ ON FLORIDA CITIES

1. **Name the cities in Florida with a population of over one million people.**
   There are no cities in Florida with over a million people.

2. **What is the largest city in Florida?**
   Jacksonville is the largest city in population and in area. Most of what we think of as "city" is actually a Metropolitan Statistical Area. Explain the term and the difference between an MSA and a city. Locate various MSAs in Florida.

3. **What is the smallest city in Florida?**
   The smallest city in Florida, according to the 2017 statewide count, is Westlake, with a population of 5. Identify the 10 smallest cities and their populations. Explain that most of Florida's 412 cities, towns and villages are smaller than you would think. The median population for cities in Florida is only 5,700 people.

4. **Identify the oldest city in Florida.**
   St. Augustine is the oldest city in Florida and the United States. It was settled in 1565, but it was not chartered until 1822.

5. **Identify the newest city in Florida.**
   The youngest cities in Florida are Westlake, incorporated in 2016; Estero, incorporated in 2014; and Indiantown, incorporated in 2018. Take a moment to discuss how many cities have been chartered in recent years. Remind students that the process of obtaining a charter will be discussed in the next lesson.

6. **What is a municipality?**
   A municipality is an incorporated village, town or city.

7. **What is Home Rule?**
   Home Rule is a constitutional provision that allows municipal governments to exercise any power for municipal purposes except when it is expressly prohibited by state law. That is, as long as it is not specifically prohibited by state or federal law, municipal officials may pass any ordinance on behalf of the city.

8. **What is the difference between a city council and a city commission?**
   There is no difference between a city council and a city commission. In Florida, municipalities use the terms "council" and "commission" without reference to the distinction between the commission form and other forms of municipal government.

9. **Can you name any of the members of your city council?**

10. **Name two or three staff positions within a city.**
    Key staff includes the following: the city clerk, the city manager (if that is the form of government), the finance director, the public works director, the parks and recreation director, and the traffic engineer.

ACTIVITY 2-1, PART 2: EXPLORING THE CITY CHARTER – WHERE CAN YOU FIND IT?

1.	1	5.	4	9.	5	13.	3	17.	5
2.	5	6.	3	10.	3	14.	2	18.	2
3.	2	7.	2	11.	4	15.	6		
4.	6	8.	1	12.	1	16.	1		

Answer Key

ACTIVITY 3-1: CITY REVENUE OF SUNSHINE BEACH

1. Business license tax.

2. A city may own and operate water and sewer systems, stormwater utility, solid waste systems, and electric and gas supply systems.

3. The second largest source of revenue for Sunshine Beach is property taxes (15 percent).

4. You are paying a user fee when you put money into a parking meter.

5. The next three largest sources of income bring in 28 percent of the total.

6. The next three largest sources of income bring in just over one-fourth of the city's income.

7. A local option sales tax must have the voters' approval before it can be levied.

8. All of the sources of revenue could be paid by a person living outside city limits except for intergovernmental revenues, which is a transfer of money between governments.

9. The city is a level of government under the state and federal governments. Higher levels of government have more resources and can provide financial assistance. Roads are a good example of intergovernmental cooperation with the results benefitting everyone.

ACTIVITY 4-1: A NIGHT OUT

Local government services are listed in the order they appear in the story. Asterisks (*) mark the services that could be offered jointly by a city and county government.

city recreation parking lot	sheriff's car
city streets	*drink of water and use of the restrooms
*public works crews	city bus
*broken water line	emergency medical technicians
*police officer	*Greendale General Hospital
*fire engines	*police officers
*waterworks	drainage ditches
*the jail	county road
large public works garage	*dumpsters with trash
*airport	*streetlights

Other Educational Activities

There are many ways in which civic education can be taught in the classroom. The following activities were pulled from Florida League of Cities' educational material and can be modified for various grade levels. In addition, many of Florida's cities offer city-school partnerships that can be incorporated into your curriculum. Contact your city for information about their programs.

HISTORY

- Students can research how their particular city is laid out and develop maps for important landmarks, government buildings and businesses in relation to their home and school. They can ask their city's planning department for material to help with their research.

- Students can research how their city got its name. If they live outside a city, they can select a nearby city.

- Students can research the development and history of their city. Research sources can include city government officials and the historical society.

- Students can research the development of cities in Florida. What might have caused development to occur as it did (i.e., train routes)?

- Students can research any festivals/celebrations held locally and the historical significance to the development of their city.

GOVERNING BODY

- Students can research how cities have been governed throughout history. They can begin to see different systems of governing. Invite elected city officials into the classroom for presentations and discussions.

- Invite the city clerk to speak to students about city elections and what is involved.

- If there is a city election being held during the school year, students can read and analyze information about the election from the newspaper and discuss the candidates/issues with classmates through class discussion. Then, on voting day, students can vote on the race(s) or issues(s). Compare their results with the actual outcome of the election.

- Students can study the roles of city officials and how a city council meeting is run. Field trips to actual council meetings would be beneficial. Students can conduct their own council meetings, dealing with issues that are relevant to their city or school.

APPOINTED POSITIONS

- Students can research the different appointed city positions available in their city. Presentations can then be made to the class. Field trips or classroom visits by city personnel would be appropriate.

- Reports and/or interviews can be done about the specific city positions. Students can brainstorm about what kinds of services they think they receive from the city. What departments do they think provide these services? How often do they use them?

CITY SERVICES

- Students can design posters, booklets or multimedia presentations about the services that they use in their city.
- Staff from different departments can come and talk with the students about the services that are provided by the city.
- Students can take field trips to city service facilities.
- Students can obtain an organizational chart from their city. Review the various departments and services of the city with the students.

CITIZEN PARTICIPATION

- Brainstorm what students think an elected official is. Ask an elected city official to speak to the class about why he or she ran for public office. What kind of qualifications were needed? What laws and regulations did he or she have to follow in the process? Has it turned out as expected?
- Hold a mock city election in the class.
- Students can research how citizen participation in government has evolved through history.
- Students can follow and investigate a current issue in the community. If possible, students can attend or tape a city council meeting about the issue. Students then can hold their own election on the issue. They may wish to become involved in the actual issue. Presentations can be created, along with written reports, posters, charts, graphs, plays or multimedia.

CITY BUDGETS

- Students can research how cities get and spend their money.
- Students can research how specific city departments have developed budgets. Invite personnel from a city department for a discussion with the class about the process.
- Contact the city to obtain a budget and discuss it with the class. To illustrate the budget, students can create different forms of graphs. Students can review the costs of running a specific department (i.e., police department). To carry this action further, students can compare the costs of different government items to items that they are familiar with. For example, how much does a police car cost? Compare that to how many bicycles can be purchased with the same amount of money.

Notes:

"LOCAL SELF-GOVERNMENT...KEYSTONE OF AMERICAN DEMOCRACY."

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