

**City of Minneapolis  
FY 2005 Budget  
Background Information**

**Community Profile**

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Minneapolis combines the Dakota word for water ("minne") with the Greek word for city ("polis"), a fitting name for a city with 22 of Minnesota's 12,034 lakes. Minneapolis is renowned for combining the best of urban life with the neighborhoods and quality of life found in smaller towns. Residents enjoy exciting cultural and recreational opportunities in beautiful natural surroundings.

**History**

In the mid-17<sup>th</sup> Century, French explorers searching for the Northwest Passage were the first Europeans to visit the region. In the 1820s, at the confluence of the Minnesota and Mississippi rivers, soldiers from Fort Snelling constructed a sawmill and flourmill at the St. Anthony falls. By the 1850s, the village of St. Anthony had been established on the east bank of the Mississippi and the village of Minneapolis on the west bank. The two towns were soon linked by a suspension bridge. Minneapolis' first volunteer fire company was organized in 1862, and the community was incorporated as a city in 1867. In 1872, Minneapolis and St. Anthony were united to form one city.

**Location**

Minneapolis is the largest city in Minnesota and the center of finance, industry, trade and transportation for the Upper Midwest. At 44.58°–north latitude and 93.15°–west longitude, Minneapolis is 59 square miles (153 square kilometers), including 3.6 square miles (9.4 square kilometers) of inland water. It drapes along the banks of the nation's largest river, the Mississippi.

**Climate**

Minneapolis has an average annual temperature of 45° F (7° C). During an average winter, the temperatures can reach 20° below zero Fahrenheit (-29° C). Minneapolis has four distinct seasons, with moderate spring and fall weather. Summer is comfortable because lakes and trees serve as natural air conditioners.

**Population**

Minneapolis is home to an estimated 382,618 people (2000 Census). Males comprise 50.2% of the population, while females comprise 49.8%. Children and youth aged 19 and younger make up 25.7% of the population. Seniors age 65 and above, are 9.1% of the population. The median age is 31.2 years. African Americans comprise 18% of the population. People of American Indian and Alaska Native descent are 2.2% of the

population. People of Asian ethnicity make up 6.1% of the population. The Hispanic population of Minneapolis is 7.6% of the total population.

Minneapolis is one of the cities in the country with the largest number of households with one individual – 40.3% of the households fit that description.

**Economy**

In the early years, Minneapolis’ economy was based on a booming lumber industry and the processing of Minnesota grain with the tremendous power-generating capabilities of St. Anthony Falls. Large flourmills along the river evolved into the international corporations of Pillsbury, Washburn Crosby (General Mills) and Cargill, which remain headquartered in the Minneapolis area.

The ten largest employers of full-time workers in Minnesota include the following companies, most with major operations in Minneapolis:

<b>Employer</b>	<b>Approximate Total Number of Employees</b>
State of Minnesota	56,000
United States Government	35,000
Target Corporation	32,000
University of Minnesota	31,000
Mayo Foundation	25,000
Allina Health System	22,000
3M Company	19,000
Fairview Health System	18,000
Northwest Airlines Corporation	18,000
Wells Fargo	15,000

Major industries today include machinery and metal fabricating, plastics, computers and publishing. Minneapolis is also a center for graphic arts, printing, electronics and instruments, as well as a transportation center and distribution point for the Upper Midwest. Education is a powerful player in Minneapolis’ economy, as is banking, insurance and other service industries. With seven hospitals and the University of Minnesota, Minneapolis is a nationally known center for medicine, and the area is home to many high-technology medical product companies.

The City's top ten payers of property taxes in 2004 are as follows:

<b>Taxpayer</b>	<b>Type of Business</b>	<b>Net Tax Capacity</b> <i>(property value times state-defined rate for that class of property)</i> <i>Dollars in millions</i>	<b>Percentage of Total Tax Capacity</b>
1. Northern States Power	Utilities	\$6.04	4.4%
2. Target Corporation	Office Buildings and Retail	\$4.96	3.9%
3. American Express Financial Corporation	Office Buildings	\$4.93	3.8%
4. NWC Limited Partnership	Commercial/Industrial Buildings	\$2.82	2.2%
5. City Center Associates	Office Buildings	\$2.36	1.9%
6. Ryan Companies US, Inc.	Real Estate/Office Buildings	\$2.39	1.9%
7. Eighth Street Tower Corporation	Office Buildings	\$2.23	1.8%
8. Wells Operating Partnership LP	Office Buildings	\$2.23	1.8%
9. First Minneapolis-Hines Co.	Office Buildings	\$2.01	1.6%
10. Federal Reserve Bank of Minneapolis	Banks	\$1.80	1.4%
<b>Total</b>		<b>\$ 31.8</b>	<b>25%</b>

The City's unemployment rate has increased over the past three years:

	<b>2002</b>	<b>2003</b>	<b>2004</b> <b>(through 3<sup>rd</sup> Qtr)</b>
Total Labor Force	220,055	220,430	225,238
Employment	209,169	208,376	212,544
Unemployment rate	4.9%	5.5%	5.6%
Unemployment	10,885	12,054	12,694

Minneapolis per capita incomes have increased slightly in the same time frame:

	<b>2002</b>	<b>2003</b>	<b>2004</b>
Total in millions	\$6.6	\$7.3	\$7.5
Per Capita	\$17,092	\$18,873	\$19,399
Per Household	\$42,494	\$44,246	\$45,479

Retail Sales in Minneapolis for the past four years are as follows:

<b>Year</b>	<b>Minneapolis Retail Sales (in billions)</b>
2000	\$6.7
2001	\$6.1
2002	\$6.1
2003	\$5.5

## **Neighborhoods**

Minneapolis has 81 residential neighborhoods offering a broad range of housing to 163,000 households. Minneapolis is well known for its concerned and active citizenry which has engaged in partnerships with government and business to improve neighborhoods and create economic opportunities. The City shares the nation's current challenge to increase the number of affordable housing units.

## **Downtown**

A downtown housing boom has increased downtown residents to an estimated 28,000, with projection of 30,000 by 2010. In addition to downtown residents, more than 163,000 people work in downtown Minneapolis. Second-story skyways keep downtown busy and thriving even on the coldest days. Nicollet Mall—a 12-block-long shopping area closed to automobile traffic and flanked by some of the nation's finest department stores and specialty stores—is the retail heart of Minneapolis. It also has Gaviidae Commons, City Center and the Crystal Court.

## **The Arts**

The Twin Cities is second only to New York in per capita attendance at theater and arts events. Minneapolis has more than 30 theaters. The Guthrie Theater and the Children's Theatre Company are recognized as two of the country's best. The City also boasts two world-class art museums, the Minneapolis Institute of Art and Walker Art Center, and is home to the internationally acclaimed Minnesota Orchestra. Neighborhood arts activities—festivals, galleries and events—play a growing role in resident art participation.

## **Education**

Forty-three thousand students are enrolled in Minneapolis primary and secondary schools. Non-public primary and secondary school enrollment is about 7,000. The City offers several vocational training and specialty schools. The main campus of the University of Minnesota sits on the banks of the Mississippi just minutes from downtown. It is a major landgrant research institution with a long tradition of community and public service, and it ranks among the top 20 universities in the U.S. It is also one of the largest. Total enrollment was 63,769 for 2003 and 65,247 for 2004. Other institutions of higher education in Minneapolis include Minneapolis Community and Technical College, Dunwoody Institute, Minneapolis College of Art and Design, Augsburg College, Metropolitan State University, the University of Saint Thomas and the College of Saint Catherine.

## **Sports**

Three major league teams call Minnesota home. At the Hubert H. Humphrey Metrodome, up to 55,000 fans can watch the world-champion Minnesota Twins in action. When the Minnesota Vikings are in town, the Dome can seat 64,000 football enthusiasts. In 1990, the Target Center was constructed downtown for the Minnesota Timberwolves of the National Basketball Association. Minneapolis has the capacity to host large events at the City's Convention Center, which completed a major expansion in early 2002.

## **Parks**

Minneapolis residents not only watch sports, they participate as well. Playing in summer softball leagues, golfing and jogging, biking or rollerblading around the City's lakes are favorite pastimes. Residents enjoy boating, fishing, wind surfing and swimming in the summertime and ice skating, ice fishing, skiing and ice sailing during the winter. Early in Minneapolis' development, the land around five large lakes was dedicated to the public as parkland. With one acre of parkland for every 60 residents, outdoor recreation is an important part of life, and it is estimated that a City park is ready for fun no more than six to eight blocks from every home.

*The City of Minneapolis Communications Department contributed significantly to the Community Profile.*



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**Form of Government**

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The City is a municipal corporation governed by a Mayor–Council form of government; it was incorporated in 1867, and it adopted a Charter on November 2, 1920. The Mayor and 13 City Council Members from individual wards are elected for terms of four years, without limit on the number of terms which may be served. The Mayor and City Council are jointly responsible for the adoption of an annual budget and a five-year capital improvement program. As required by Charter, the Mayor is responsible for preparing an annual operating and capital budget recommendation to the City Council for their consideration. The Mayor has veto power, which the Council may override with a vote of nine members.

The City Finance Officer is charged with maintaining and supervising the various accounts and funds of the City as well as several boards and commissions. In addition, the City Budget Director is charged with assisting the Mayor, City Council and City departments in preparing the City's annual capital and operating budget. The City Finance Officer reports to the City Coordinator, who is appointed by the Mayor and serves as Chief Administrative Officer of the City.

This Annual Budget Report for the City includes organizations for which the primary government is financially accountable and for which the nature and significance of their relationships with the primary government are such that exclusion could cause the City's budget report to be misleading or incomplete. Below is a summary of the organizations reflected in the City's Annual Budget Report, in addition to the primary government.

**Blended Component Units**

The following component units have been presented as blended component units because the component unit's governing body is substantially the same as the governing body of the City, or the component unit provides services almost entirely to the primary government.

- ◆ ***Municipal Building Commission.*** The Municipal Building Commission (MBC) is an organization established January 4, 1904, by the State of Minnesota, to operate and maintain the Minneapolis City Hall/Hennepin County Court House Building, which was erected pursuant to Chapter 395 of the Special Laws of 1887. The four commissioners are the Chairman of the Hennepin County Board of Commissioners, the Mayor of the City of Minneapolis, an appointee of the Hennepin County Board and an appointee of the Minneapolis City Council. The Mayor recommends the tax levy and budget for the City's share of the MBC's operations, and the City Council and Mayor approve the allocation of the state local governmental aid to the MBC.

- ◆ **Board of Estimate and Taxation.** The Board of Estimate and Taxation (BET) is established under Chapter 15 of the City Charter. It is composed of seven members, two of whom are elected by voters of the City. The Mayor or the Mayor's appointee, the President of the City Council and the Chair of the City Council's Ways and Means/Budget Committee are ex-officio members of the Board. The Minneapolis Park and Recreation Board and Minneapolis Library Board annually select one of its members to serve on the Board of Estimate and Taxation. By action of the City Council, or such other governing board of a department requesting the sale of bonds, the Board of Estimate and Taxation may vote to incur indebtedness and issue and sell bonds and pledge the full faith and credit of the City for payment of principal and interest. The Board of Estimate and Taxation also establishes the maximum property tax levies for most City funds and maintains responsibility for the internal audit function for the City, including boards and commissions that are component units of the City.

### Discretely Presented Component Units

The following organizations are legally separate from the City, but they are included in the City's Annual Budget Report and Annual Financial Reports because the primary government is financially accountable and is able to impose its will on the organizations.

- ◆ **Minneapolis Library Board.** The Minneapolis Library Board was established according to Chapter 17 of the City Charter. It is an eight-member board, six of whom are elected for four-year terms by voters of the City. The Mayor and the City Council each appoint one member. The Library Board is responsible for operating and maintaining libraries located throughout the City. The Mayor recommends the tax levies and budget for the Library Board, and the City Council and Mayor approve the allocations of local government aid from the state for Library Board operations. The Board of Estimate and Taxation approves the property tax levy for the Library Board, and the full faith and credit of the City secure debt issued for projects benefiting the Library Board. The City Finance Officer serves as Treasurer of the Library Board.
- ◆ **Minneapolis Park and Recreation Board.** The Minneapolis Park and Recreation Board was established according to Chapter 16 of the City Charter. The nine-member board is elected by the voters of the City and is responsible for developing and maintaining parkland and parkways, as well as planting and maintaining the City's boulevard trees. The Mayor recommends the tax levies and budget for the Park Board, and the City Council and Mayor approve the allocations of local government aid from the state for Park Board operations. All Park Board actions are submitted to the Mayor, and a mayoral veto may be overridden by a vote of two-thirds of the members of the Park Board. The Board of Estimate and Taxation approves the maximum property tax levy for the Park Board, and the full faith and credit of the City secure debt issued for Park Board projects. The City Finance Officer acts as Treasurer of the Park Board.

## Related Organizations

The City's officials are also responsible for appointing members of the boards of other organizations, but the City's accountability for these organizations does not extend beyond making the appointments.

- ◆ ***Metropolitan Sports Facilities Commission.*** The Metropolitan Sports Facilities Commission (Commission) is an appointed authority established under 1977 Minnesota laws. Of the seven members of the Commission, the City of Minneapolis appoints six. The Chair, who must by statute reside outside Minneapolis, is appointed by the Governor. The Commissioners serve four-year terms and removal is for cause only. The primary responsibility of the Commission is to serve as owners, operators, and landlords of the Hubert H. Humphrey Metrodome Sports Facility in Minneapolis. Major tenants of the Metrodome Sports Facility are the Minnesota Twins, the Minnesota Vikings and the University of Minnesota Golden Gophers football team.
- ◆ ***Minneapolis Public Housing Authority.*** The Minneapolis Public Housing Authority (MPHA) is the public agency responsible for administering public housing and Section 8 rental assistance programs for eligible individuals and families in Minneapolis. A nine-member Board of Commissioners governs MPHA. The Mayor of Minneapolis appoints the Board Chairperson and four Commissioners; four Commissioners (one of whom must be a public housing family-development resident) are appointed by the City Council. The mission of the MPHA is to provide well-managed, high-quality housing for eligible families and individuals; to increase the supply of affordable rental housing; and to assist public housing residents in realizing goals of economic independence and self-sufficiency.

## Joint Ventures

The City is a participant in several joint ventures in which it retains an ongoing financial interest or an ongoing financial responsibility. One of these joint ventures is reflected in the Annual Budget Report for the City: Minneapolis Neighborhood Revitalization Board.

- ◆ ***Minneapolis/Saint Paul Housing Finance Board.*** The Minneapolis/Saint Paul Housing Finance Board was established in the early 1980s, in accordance with a Joint Powers Agreement entered into between the Housing and Redevelopment Authority of the City of Saint Paul and the Community Planning and Economic Development Department, and accepted by the cities of Minneapolis and Saint Paul under State of Minnesota laws. The Community Planning and Economic Development Department's oversight responsibility of the Board is limited to its governing body's ability to appoint only three of the six members of the Board. The territorial jurisdiction of the Board extends beyond the corporate limits of the City of Minneapolis.
- ◆ ***Minneapolis Neighborhood Revitalization Policy Board.*** The Minneapolis Neighborhood Revitalization Policy Board (NRPB) was established in 1990, in

accordance with a Joint Powers Agreement entered into between the Hennepin County Board of Commissioners, the Board of Directors of Special School District No. 1, the Library Board, the Park Board and the Mayor and City Council under authority of State of Minnesota laws. The NRPB is composed of 20 members and includes public officials as well as representatives of neighborhood and community-interest organizations. The majority of members are persons other than the representatives of the jurisdictions that entered into the Joint Powers Agreement.

- ◆ ***Minneapolis Youth Coordinating Board.*** The Minneapolis Youth Coordinating Board (YCB) was established in the mid-1980s, in accordance with a Joint Powers Agreement entered into between the Hennepin County Board of Commissioners, the Board of Directors of Special School District No. 1, the Library Board, the Park Board, the Mayor and the City Council under authority of State of Minnesota laws. The YCB, which numbers 12 in size, includes the Mayor, two members each from the Hennepin County Board of Commissioners and the Board of Directors of Special School District No. 1, two representatives from the City Council, one member each from the Park Board and Library Board, one member each from the Minneapolis State Legislature House and Senate delegations and a Judge assigned by the Chief Judge of the District Court.

**City of Minneapolis  
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**Annual Budget Process**

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The City of Minneapolis annual budget process integrates information from the City's Enterprise Priority-Setting Process, Capital Long-Range Improvement Committee process and departmental performance review processes to establish annual resource allocations.

**January–February**

***Departmental Performance Information***

City department heads bring their annual work plan and accomplishments to the Executive Committee, which then refers the work plan to the relevant Policy Committee for review and file.

**March**

***Preliminary Year-End Budget Status Report***

The Finance Department presents a year-end budget status report for the previous year to the Ways and Means/Budget Committee. This is a preliminary report because the audited Comprehensive Annual Financial Report (CAFR) is not available until the second quarter of the year.

**March–April**

***Capital Improvement Budget Development***

The City has a five-year capital improvement plan. Annually, departments prepare and modify capital improvement proposals. The Finance Department, the City Planning Department and the Capital Long-Range Improvements Committee (CLIC) review capital improvement proposals. CLIC is the citizen advisory committee to the Mayor and City Council on capital programming.

**April–June**

***Operating Budget Development***

Departments work in coordination with the Finance Department to prepare department operating budget requests referred to as the "Current Service Level" (CSL). The Current Service Level Budget reflects the current year cost of providing the same level of service as provided in the prior year. In addition to preparing a Current Service Level budget, departments also prepare proposals that describe policy and the organizational changes with financial implications. The Current Service Levels and proposals form the basis for the Mayor's budget meetings with departments in June and July.

## **June–August**

### ***Mayor's Recommended Budget***

The Mayor holds departmental budget hearings to review department budget proposals, other additional policy changes, and alternative funding choices. In addition to reviewing operating budgets, the Mayor meets with representatives from CLIC in preparation of finalizing the capital budget recommendation. Following the departmental budget hearings and meetings with CLIC, the Mayor prepares a final budget recommendation with the assistance of the Finance Department. The Mayor prepares and submits a budget to the City Council no later than August 15. The budget includes the Mayor's recommendation on annual property tax levy amounts.

## **September**

### ***Maximum Proposed Property Tax Levy***

As required by State law, the maximum proposed property tax levy increase is set by September 15. The Board of Estimate and Taxation sets the maximum property tax levy. The Board of Estimate and Taxation must set a maximum property tax levy for the City, Municipal Building Commission, Public Housing Authority, Library Board and Park Board.

## **October–November**

### ***City Council Budget Review and Development***

The City Council holds public hearings on the budget. Departments present their Mayor Recommended Department Budgets to the Ways and Means/Budget Committee with all Council members present. Following departmental budget hearings, the Ways and Means/Budget Committee approves and moves forward a final recommended budget to the City Council. The Committee recommended budget includes any and all changes that are made to the Mayor's Recommended Budget.

### ***Truth in Taxation***

"Truth in Taxation" property tax statements are mailed by Hennepin County to property owners indicating the maximum amount of property taxes that the owner will be required to pay. These statements also indicate when the Truth in Taxation public hearings will be held, which is in early December as required by State law.

## **December**

### ***City Council Budget Adoption***

The City Council adopts a final budget that reflects any and all changes made to the Mayor's Recommended Budget. Once the final budget resolutions are adopted, all requests from City departments for additional funds or positions made throughout the year are brought before the Ways and Means/Budget Committee and City Council for approval as amendments to the original budget resolutions.

The independent boards and commissions adopt their own operating budgets.

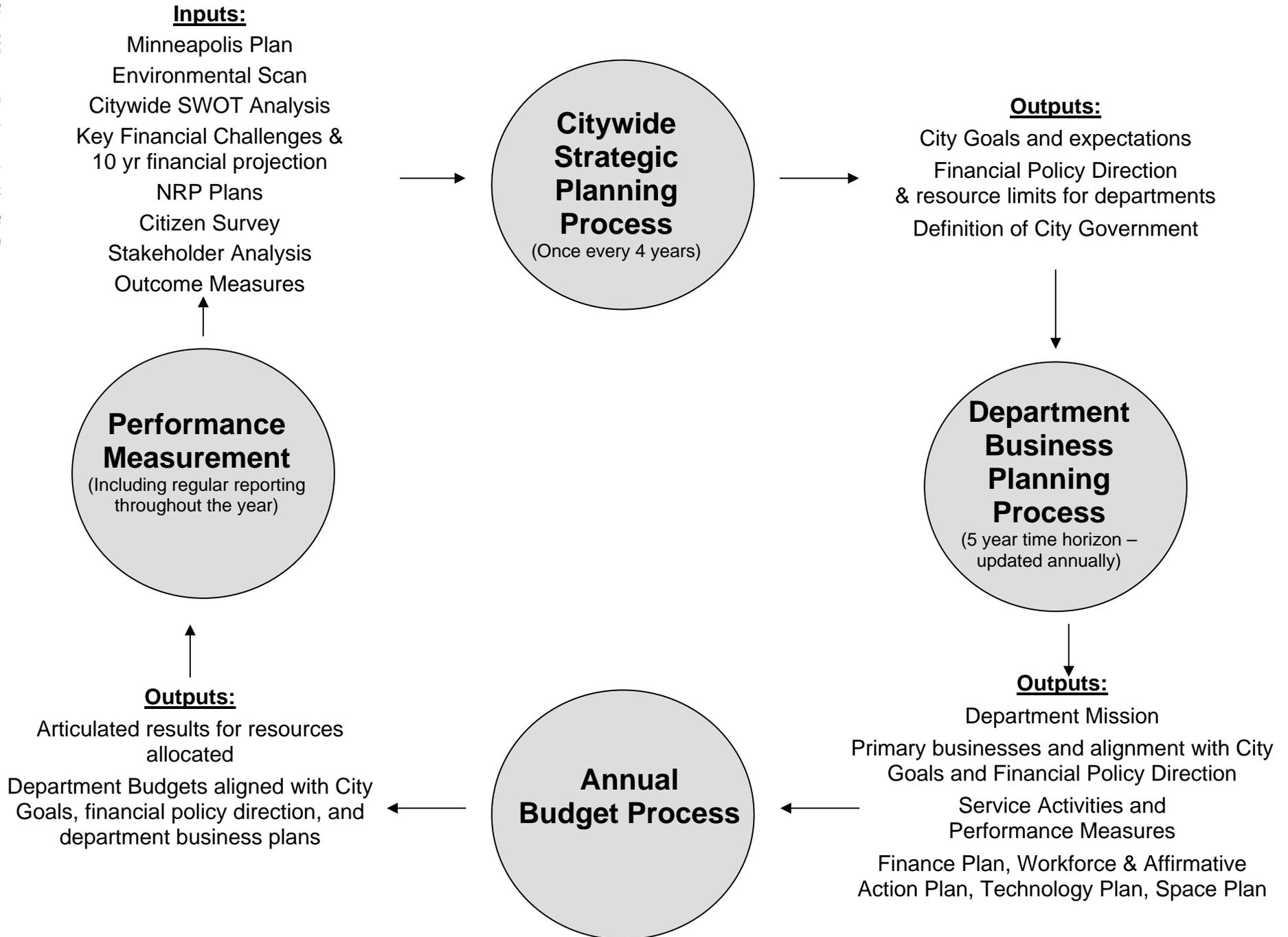
Specific significant dates for 2005 budget adoption are as follows:

- |                       |   |
|-----------------------|---|
| April 29              | State of the City Speech  |
| June 28 –<br>July 27  | Mayor will meet with each city department and the independent boards to review 2005 budget proposals and business plan updates                  |
| July 28 -<br>August 6 | Mayor finalizes the 2005 budget recommendation  |
| August 12             | Mayor's 2005 Budget Recommendation presented to Council   |
| Sept 1                | Board of Estimate public hearing on 2005 maximum property tax levies  |
| Sept 8                | Board of Estimate meeting to set the maximum 2005 property tax levies   |
| Sept 13 -<br>Oct 15   | Ways and Means Hearings on the 2005 Budget and Business Plans (schedule to be determined by City Council)                                       |
| Oct 15                | Special City Council meeting to be called by the Mayor requesting Council action to provide preliminary approval of the 2005 budget, if needed* |
| Dec 6                 | Truth in Taxation public hearing  |
| Dec 13                | Truth in Taxation continuation hearing (if needed)<br>2005 official Council budget adoption   |

\*The Mayor's Budget Recommendation may contain layoffs, which will necessitate implementation of the job bank by November 1, 2004 to avoid even deeper cuts in 2005.

# INTEGRATING KEY CITY PROCESSES

City of Minneapolis – Integrating Key City Processes



Council Adopted Budget

## City of Minneapolis FY 2005 Budget

### Integrating Key City Processes

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Setting priorities for the City is one of the most important responsibilities Minneapolis' elected officials have. These priorities are articulated and discussed through a number of different means: Citywide strategic planning, department business planning, the annual budget process, and performance measurement.

The diagram on the previous page illustrates the linkages among these key City processes. By fully integrating strategic planning, business planning, budgeting and performance measurement, Minneapolis has the opportunity to change the way it plans for the future and to ensure its efforts and resources are aligned in the same direction.

#### **Citywide Strategic Planning**

Strategic planning is a process in which an organization sets its long term future direction. It is a tool for assessing its current and future environment and for ensuring the organization's energies are focused toward achieving strategic goals.

In January 2003, the Mayor and the City Council adopted their City Goals and Expectations for the next four years and a resolution establishing commitment to business planning and five-year financial direction. This strategic policy direction serves as a guide by which all other policy decisions should be assessed. As elected officials and departments make decisions throughout the year, they should be asking: "Does this support the City's strategic plan?"

#### **Department Business Planning**

The development of the Citywide strategic plan is intended to provide clear direction for departments' business planning efforts. Through the strategic planning process, departments have been given direction as to City priorities and their projected level of resources over the next several years, and now have the opportunity to structure their business plans accordingly. A department's business plan will articulate the alignment of its services with the Citywide strategic plan.

Business planning is a process that provides both strategic and tactical direction to City departments. A business plan is a mid-range plan (5-year planning horizon) that aligns department services with City strategic goals. A business plan addresses what the department does; what it is trying to achieve; who are its customers; how it will utilize its resources to achieve its goals; and how it will know when it has been successful.

Business Planning is one of the key City processes intended to ensure the alignment of City efforts with its priorities. A well-developed, focused business plan has the potential to assist departments in:

- ❑ Focusing their efforts on core mission and services and alignment with City Goals.
- ❑ Managing their resources.
- ❑ Measuring their results.
- ❑ Improving how departments convey what they do, what they accomplish, and what their business strategies are.

### **The Annual Budget Process**

Minneapolis' annual budget process is when the Mayor and City Council articulate their priorities for the upcoming year by allocating City financial resources accordingly. As Minneapolis moves toward better integration of its key City processes, the annual budget process should become more straightforward.

As stated above, during the strategic planning process, departments are given the projected level of financial resources to expect over the next several years – they will then be able to develop their business plans in accordance with these projections. Resource allocations will flow from the business plans – departments' annual budgets then will flow from their longer-term financial plans.

### **Performance Measurement**

Performance Measurement is how we know when we have done the right things to achieve our goals and how we know when we have done those things right. A successful performance measurement system can lead to continuous improvement of program performance, improved customer service, strengthened accountability, and empowered employees.

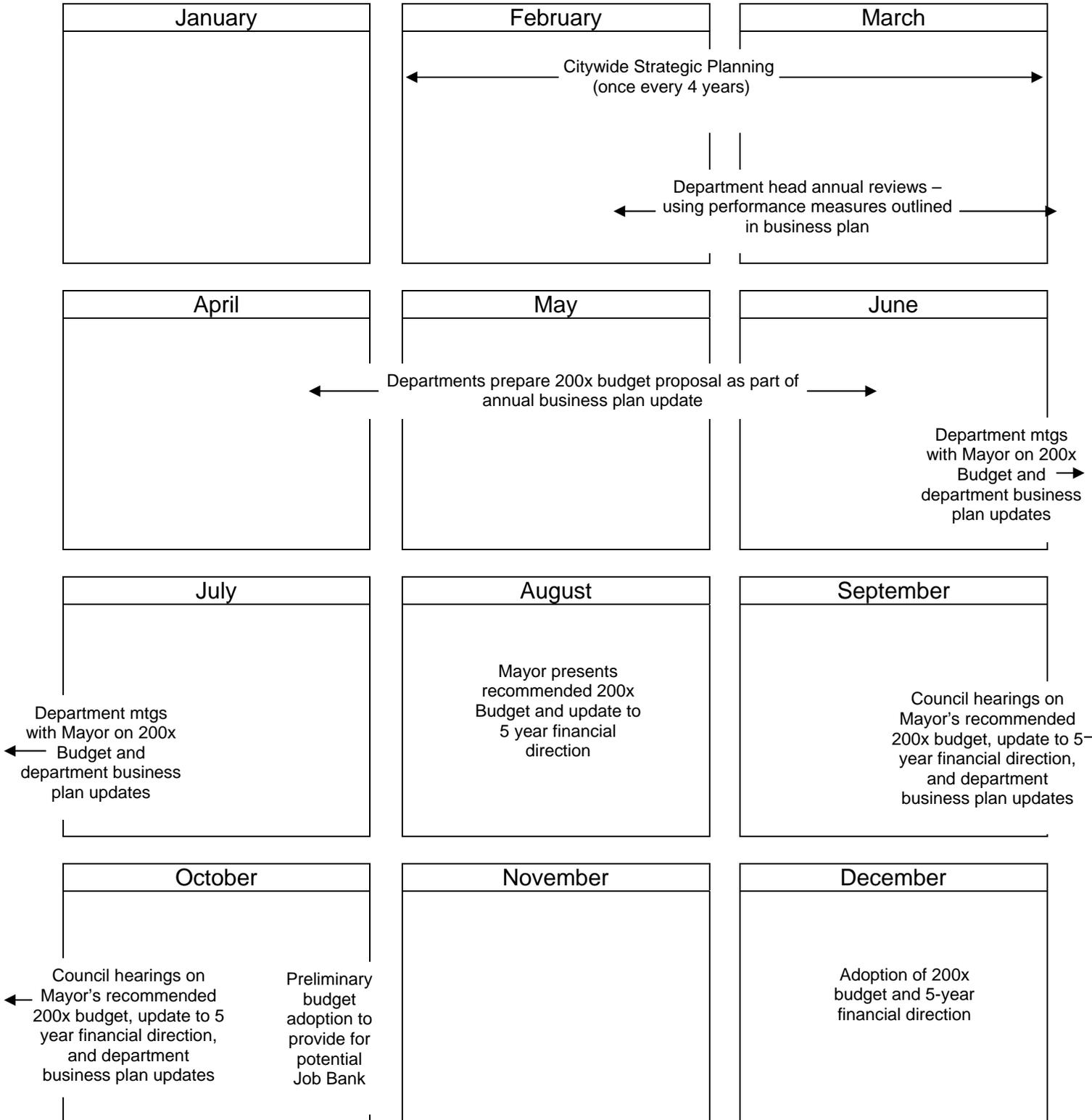
Performance measurement has played a significant role in the development of this 2005 Budget. The format of the department narratives in this budget highlights departments' performance measurement information, including key outcome/quality of life measures. All departments have made concerted efforts to further develop and improve their performance measures as part of this process. As departments update their business plans in future years, they will have the opportunity to strengthen their performance data.

By including performance data in the budget process, the City stands to significantly improve its budget discussions. Performance measures can assist in keeping budget discussions focused on expected outcomes, allowing for greater creativity in how those outcomes are achieved. Finally, performance measures can give both the policy makers and department management the language they need to have a discussion about what resources are needed and why.

### **Financial/Business Decisions Calendar**

The calendar on the following page maps out how these processes are sequenced during the year.

# Financial/Business Decisions Calendar





GOVERNMENT FINANCE OFFICERS ASSOCIATION

*Distinguished  
Budget Presentation  
Award*

PRESENTED TO

**City of Minneapolis  
Minnesota**

For the Fiscal Year Beginning

**January 1, 2004**

President

Executive Director