



Candidate Orientation:

Learning About the City Enterprise

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INTRODUCTION

This Candidate Orientation Manual is unique; it seeks to provide a “behind-the-scenes” glimpse into the inside workings of the City enterprise, giving you —*a candidate for public office*— a reality check on the roles, responsibilities, and requirements that come with the office of Mayor and Council Member. The goal is to provide a shared understanding about these elected positions so that all candidates might have the benefit of knowing more about “how the City *really* works” as you hit the campaign trail. The information presented is pulled from official sources—state statutes, the City’s home rule charter, City codes, Council rules—as well as the (equally important) traditions, customs, and practices of City Hall.

Why are you running for election?

It’s a question every candidate will be asked – and a question every candidate must carefully consider. There are as many reasons as there are candidates. But, no matter the motivation, once the election is over, the winning candidate learns that to be effective they have to work as part of a team. It is the team—not the individual—that establishes a shared vision for the community, develops goals and plans to make that future possible, and works with their colleagues and constituents to enact the local laws and public policies that will ultimately lead to accomplishment.

Being a politician remains one of the few professions for which there is no job description. So, while this manual does not attempt to provide the definitive list of duties of Mayor or Council Member, it is a means of understanding how they must work together to serve the community.

Holding public office is an act of service to the community; that is, service to all residents and not just those who share your views or those who may have voted for you. It is a challenge that requires every elected official to rise above the fray, to reach beyond comfort zones, and to work with others with whom they may have significant differences. Rising to that challenge is what makes democracy work. It’s what makes shaping our shared future possible. It’s what others have done before us.

So, why are you running for election?

Section 1: Transition Period

Transition Period – Defined

The transition period between elected terms formally commences when the filing period for the regular municipal general election opens, consistent with the municipal election calendar produced by the Office of City Clerk [Elections & Voter Services Division]. It ends after new and returning elected officials have been sworn into office and are organized to conduct City business the following year.

2021-2022 Transition Timeline

The timeline for the 2021-2022 Transition runs from Tuesday, July 27, 2021, through Monday, January 10, 2022.

HOW CALCULATED

The 2021 Municipal General Election will be Tuesday, November 2, 2021. Pursuant to Minn. Stat. § 205.13, subd. 1a, the filing period for the 2021 Municipal General Election will open at 8 a.m. on Tuesday, July 27, and will conclude at 5 p.m. on Tuesday, August 10. Pursuant to City Charter § 8.2(d)(1), the elective term of Mayor and Council Members will begin on January 3, 2022. We anticipate the City Council will organize for its 2022-2023 Term the following Monday, January 10, 2022. Together, these dates mean the transition period will begin July 27, 2021, and conclude January 10, 2022.

Transition Calendar

| MONDAY | TUESDAY | WEDNESDAY | THURSDAY | FRIDAY |
|---|------------------------------|-----------|--------------------|--|
| NOVEMBER 2021 | | | | |
| 1 | 2 GENERAL ELECTION | 3 | 4 | 5 |
| 8 | 9 | 10 | 11 VETERANS DAY | 12 Canvassing Board Mtg. |
| 15 | 16 | 17 | 18 | 19 <i>Final day for contest notice</i> |
| 22 <i>Election certificates issued</i> | 23 | 24 | 25 THANKSGIVING | 26 THANKSGIVING FRIDAY |
| 29 <i>New Elected Official orientation begins</i> | 30 | | | |
| DECEMBER 2021 | | | | |
| | | 1 | 2 | 3 |
| 6 | 7 | 8 | 9 | 10 |
| 13 | 14 | 15 | 16 | 17 Final Council Mtg. of 2018-2021 Term |
| 20 | 21 | 22 | 23 | 24 CHRISTMAS (obs.) |
| 27 | 28 | 29 | 30 | 31 NEW YEAR'S DAY (obs.) |
| JANUARY 2022 | | | | |
| 3 <i>Swearing-in Ceremony</i> | 4 | 5 | 6 | 7 |
| 10 FORMAL INAUGURATION City Council — Org. Mtg. | 11 | 12 | 13 | 14 |

The Election is Over – Now What?

After the ballots have been tabulated, there remains much work to do. Remember, all results announced on Election Night and in the days that follow through any required rounds of RCV tabulation are unofficial. The important “next steps” in the process are summarized below.

Municipal Canvassing Board

Pursuant to Minn. Stat. § 205.185, subd. 3, the Council is the Municipal Canvassing Board and is responsible for canvassing and certifying results for any municipal election. By law, the Municipal Canvassing Board must convene between the third and tenth day after the election to conduct its business. After results are certified, a seven-day contest period opens during which time results of any race or ballot question may be challenged, as provided in Minn. Stat. § 204C.36. It is anticipated that the Municipal Canvassing Board will complete its work by Friday, November 12, 2021. The seven-day statutory contest period will end Friday, November 19, 2021.

Certificates of election

After the contest period has expired, the City Clerk issues certificates of election to declared winners. If a contest is filed in a particular race, the Clerk will not issue a certificate of election until the outcome of that contest has been decided. For 2021, it is anticipated certificates of election could be issued as soon as Monday, November 22, 2021.

Transition & Orientation

The transition, orientation, and onboarding of newly elected and re-elected officials begins immediately after the Thanksgiving holiday break. It is anticipated that the formal orientation program will begin Monday, November 29, and will conclude Tuesday, December 21, with programs and activities predominately set for Mondays and Tuesdays each week [see *Transition Calendar previous page*].

Swearing-in Ceremony

Pursuant to Minn. Stat. § 205.07, subd. 1a, the elective terms of all Council Members in charter cities expire the first Monday in January. This statutory provision, combined with the term provision in the Minneapolis City Charter [Section 8.2(d)(2)], means the beginning of the regular elective term for Council Members is the first Monday in January following the regular general municipal election in the prior year. The first day of the elective term for Mayor—elected at the same general municipal election—is the first weekday in January that is not a holiday. **Thus, the first day of the new elective term for both the Mayor and Council Members will be Monday, January 3, 2022.**

To comply with these legal requirements, the swearing-in for the Mayor and Council Members will be conducted on January 3, 2022. It is anticipated to be a private affair limited to the Mayor, Council Members, and their families and friends.

Inauguration of Mayor & City Council

The Inauguration is the formal, public ceremony marking the transition to a new elective term. If the oath is the pledge an elected official takes to abide by the rule of law and to protect and preserve the community, then the inauguration is the community’s celebration to recognize your election as a leader of the City. During the Inauguration, the Mayor traditionally offers an address outlining a vision for the City of Minneapolis. Frequently, major policy proposals or themes are unveiled that may become significant priorities for the Mayor’s administration in the coming term. The formal inauguration of the Mayor and Council is tentatively planned for Monday, January 10, 2022. The details of the ceremony—including time, venue, and other particulars—are primarily determined by the Mayor during the weeks immediately following the election.

Organizational Meeting of City Council

Following the Inauguration, at a date and time established and noticed according to legal requirement, the City Council convenes for its Organizational Meeting. Per City Charter, Section 4.3(c), this first meeting of the new elective term is for the purpose of organizing the membership for the transaction of business; this primarily is accomplished through the election of officers and the appointment of standing committees. The City Clerk, as returning officer, convenes the Organizational Meeting and officiates over its proceedings pending the election of a President, which is the first item of business.

Section 2: The City Council

About the Council

In Minnesota, the cornerstone of municipal government is the elected city council.

All municipal powers are vested in and exercised by the City Council except where specifically provided otherwise by law.¹ The Minneapolis Council is composed of thirteen Members, each elected from and representing a separate ward.² According to 2020 population data showing Minneapolis with an estimated population of 439,012, each Council Member represents a ward of more than 33,000 residents.

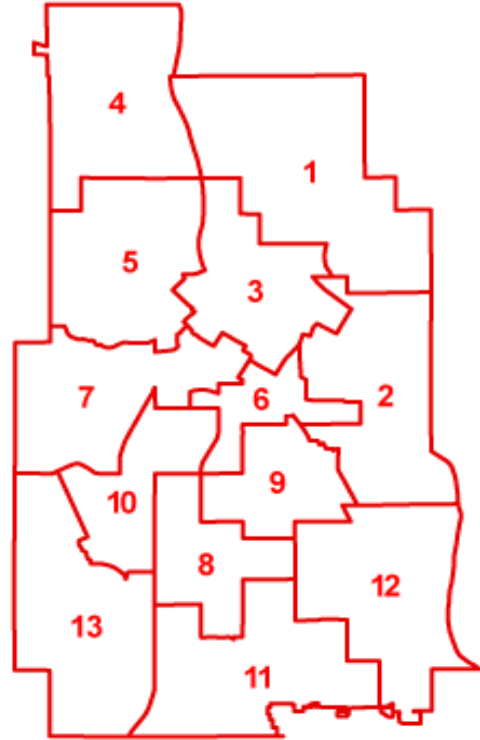
Council Members are elected on a nonpartisan basis and serve concurrent, four-year terms³ with no limit on the number of terms that can be served.⁴ The Minnesota Constitution and state statutes set the qualifications for elective office.⁵ To hold elective city office, individuals must be—

- A citizen of the United States;
- A qualified voter of the city;
- At least 21 years of age on the date of taking office; and
- A resident of the city for at least 30 days before the election.

An individual convicted of a felony under either state or federal law cannot hold elective office in Minnesota until their civil rights have been restored. If an individual fails to qualify for elective office within the allotted time, Council may, by resolution, declare a vacancy and initiate the legal process of filling that vacancy.⁶ Individuals appointed to fill vacancies must also satisfy the requirements for elective office.

Without exception, the authority of Council is vested in the body and is to be exercised by the body, collectively. For example, it is the Council—not its individual Members—that enacts ordinances, adopts policies, approves budgets, and appoints individuals to City boards and commissions. As individuals, Council Members have no administrative authority, power, or responsibilities.

Like other legislative bodies, Council is primarily concerned with three functions: (1) legitimizing government decisions (policy making); (2) maintaining a system of checks and balances within the government system (oversight); and (3) providing a visible link to the community (representation). These are described below.



Policy Making: It's Job #1

Making policy is the most fundamental and visible responsibility of the Council. Policies determine what services the City will provide, to whom, at what cost, and the degree or quality expected.

Major Policymaking Responsibilities of City Council

1. **Provide for the general health and welfare of the City and its inhabitants.** Council is responsible for enacting local laws (ordinances) to protect and preserve the general welfare of the community and its residents, to study and understand emerging issues and trends, and to adjust to social and economic needs that serve the long-term interests of the community.

¹ City Charter § 4.1(b)

² City Charter § 4.2(a)

³ Pursuant to Minn. Stat. § 205.84, subd. 1(b), and the anticipated timing of the 2020-2022 Redistricting, Council Members elected in the 2021 Municipal General Election will serve a single two-year term, and all thirteen ward seats will stand for election again in November 2023.

⁴ City Charter § 4.2(b)

⁵ Minn. Const. art. VII, §§ 1, 6; art. XII, §§ 3,4; Minn. Stat. § 201.014, § 204B.06

⁶ Minn. Stat. § 351.02.(6), § 412.02, subd. 2a

2. **Manage the financial affairs of the City.** Council has full authority over the City’s financial affairs, including but not limited to the power to levy taxes, adopt budgets, authorize contracts, and approve settlements.
3. **Transact the business of the City.** Council is vested with authority to transact the business of the city government, which includes a variety of tasks: purchasing, taking bids, letting contracts, and evaluating the work of administrative officers and departments.
4. **Establish goals and priorities.** In concert with the Mayor, Council identifies and articulates the strategic goals and outcomes to be achieved by the City, evaluates the impact of proposed policies, allocates resources to support service delivery, and establishes priorities among various policy proposals, programs, and new initiatives.
5. **Establish policies to direct the internal operation of the City enterprise.** Council adopts policies (usually by resolution) to govern the internal operation of the City enterprise, to approve departmental business plans, and to monitor performance against adopted goals and objectives (*see EXECUTIVE OVERSIGHT below*).

Other Official Capacities

In addition to its functions as the City’s legislative body, Council performs in other official capacities, including:

1. **Board of Health.** The Council has full authority to exercise all powers established in Minnesota Statutes, Chapter 145A, as well as further powers enumerated in the City Charter.
2. **Board of Equalization.** As the Local Board of Appeal and Equalization, the Council is responsible for equalizing the City’s assessment rolls under state law. Pursuant to City Charter, Section 4.1(c)(2), this responsibility may be delegated to an appointed special board.
3. **Municipal Canvassing Board.** Pursuant to Minnesota Statutes, Section 205.185, subd. 3, Council is responsible for canvassing returns of municipal elections and certifying the results.
4. **Minneapolis Community Development Agency – Board of Commissioners.** The Council exercises those powers provided under Minnesota Laws 1980, Chapter 595.
5. **Minneapolis Port Authority.** The Council has those powers prescribed under Minnesota Statutes, Sections 469.048 to 469.068 (Minnesota’s Port Authority Law), as further provided under Minneapolis Code of Ordinances, Chapter 417.

Pursuant to City Charter § 4.1(c)(1), where the law provides for municipal action through a board or commission and the charter itself does not reserve that authority to a board or commission other than the City Council, then the Council may itself serve as such board or commission and exercise the power and perform the duties prescribed.

Executive Oversight: Checking the Administration

“Executive oversight” refers to Council’s formal review and evaluation of government activities with respect to performance, strategic alignment, policy implementation, and service delivery. The Council oversees departments, formally and informally, on an almost daily basis through the discussion and development of policy proposals, consideration of budgetary requests, confirmation of Mayoral appointments, and constituent casework. All these activities are fundamental to democratic control over the bureaucracy in an increasingly large and complex government.

Standing Committees

The Council operates through a system of standing committees through which it exercises most of its oversight functions. Each standing committee is assigned responsibility for a defined sphere of municipal policy—essentially its “jurisdiction.” Almost without exception, all matters to be acted upon by the City Council are first referred to one or more of these committees for their input. Committees shape, perfect, and put proposals into proper form for consideration and action by the full Council. The recommendations of these committees often become the basis for final action by the full City Council. The committee system offers several advantages, for example:

- Committees provide a public forum to review, analyze, and perfect policy proposals and evaluate business matters.
- Committees enable Council Members to develop subject-matter expertise in specific policy areas, and provide continuity, stability, and perspective on such issues over time, despite changes in the membership of the City Council.
- Committees promote public awareness and serve as an expedient venue to receive public feedback through the conduct of hearings.

Generally, committees conduct regular meetings during the two-week interval between regular meetings of the full Council. This two-week period is referred to as a “Council cycle.”

After each regular municipal election, the Council establishes its system of standing committees and their jurisdictions. That effort is usually led by the Council President, who presents a plan for standing committees that is then ratified by formal act (resolution) of the full City Council.

Representation: Speaking for Constituents & Communities

A Council Member's ward office functions as a base of operations, particularly in support of the representational functions that elected officials perform for their constituents, commonly referred to as "constituent services." Ward offices spend a considerable amount of time engaging constituents and responding to inquiries, requests, and complaints. Council Members typically perceive constituent service as an important, necessary, and legitimate function of their representational duties. It gives Council Members a direct line to the needs and concerns of their constituents which can help determine whether City services and programs are being implemented or delivered as intended, and if they are functioning in accordance with legislative directives. Some Council Members bring observations or "lessons learned" from casework to the attention of the appropriate standing committee or may even engage a department directly, particularly if patterns emerge. Sometimes, the observations, feedback, and first-hand experiences gained from effective constituent service can lead to new legislation.

In addition to serving their constituents, Council Members also provide broad, intergovernmental representation through service on numerous local, regional, state, and national associations. This work helps to extend the City's influence on national, state, regional, and local levels.

Officers

The City Council has sole authority to select its own officers, which occurs during its organizational meeting following the municipal general election.

President of City Council

Of the Council's officers, the most important—and most visible—is the President, who is the "first among a body of equals."⁷ The President provides certain leadership functions for Council, as defined and delegated by Council through its rules. Additionally, the President remains one of thirteen elected representatives that comprise the Council and has the same obligations for providing representation of their ward and constituents. The City Charter provides that the President: (1) must be a Council Member elected to the position by the Council;⁸ (2) is a member of the Executive Committee; (3) is a member of the Board of Estimate & Taxation; and (4) is first in the line of succession to the office of Mayor.⁹ From a governance perspective, perhaps the most function the President provides is assuring continuity of the City's chain of leadership through this line of succession to the office of Mayor.

City Clerk & Clerk of Council

The City Clerk ensures compliance with legal and procedural requirements in the enactment of local legislation (ordinances) and the transaction of business. The Clerk leads a team that records, certifies, and publishes the official acts, orders, and judgments made by authority of the Council and maintains the City Charter and Code of Ordinances, which are essentially the constitution and municipal statutes of the City. In addition to official duties, the Clerk is the principal administrative officer of the legislative department and is responsible for its daily operations. This includes the Council and the Office of City Clerk and its divisions. The Clerk is assisted in the performance of official duties by a team of Assistant Clerks, each of whom is appointed by the Clerk and confirmed by formal action of the Council.

Succession

Under the City Charter, the Council President is first to assume and perform the duties of the Mayor whenever required. Beyond the office of Council President, the line of succession continues to the Council Vice-President and then to other Council Members as determined by a resolution adopted as part of its organizational meeting following each municipal general election.

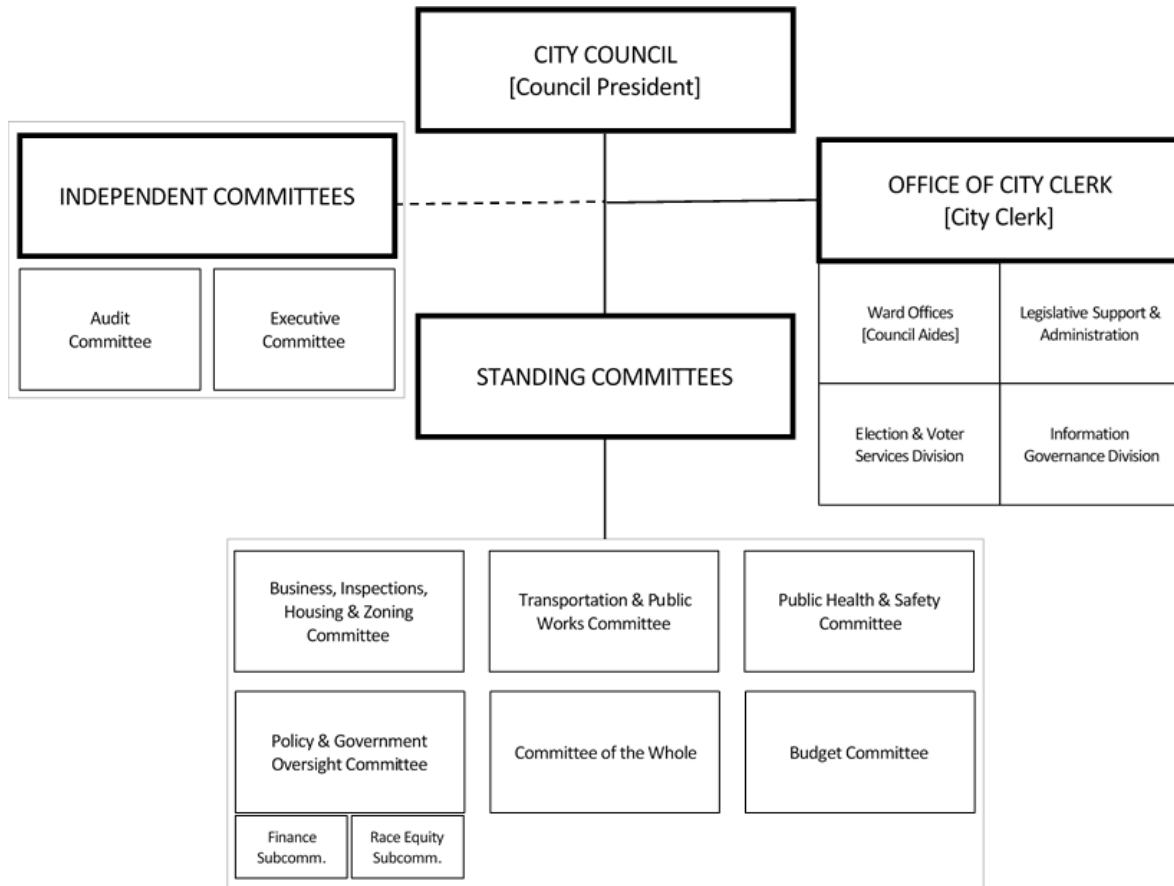
⁷ State ex rel Childs vs Kiichli 54 N.W. 1069, in which the Supreme Court held that the president is not an officer of the City within the meaning of the City Charter or under relevant provisions of the State Constitution but is merely an officer (or servant) of the Council itself.

⁸ City Charter § 4.3(c)(2).

⁹ For specific references, see City Charter §§ 4.3(c)(2); 4.5(b)(2); 5.3(a)(2); and 7.1(e)(1).

Legislative Department – Table of Organization

The following chart reflects the Legislative Department’s organizational structure as of May 1, 2021.



Section 3: The Mayor

About the Mayor

The word mayor derives from the Latin *māior*, meaning “major” or “greater.” The modern mayoral office descends from the feudal lord’s bailiff or reeve in England, a type of chief magistrate responsible for keeping the peace. Under the auspices of the City Charter, the Mayor is elected on a nonpartisan basis from a single district that encompasses the entire population and geographic territory of the city and serves a four-year term, with no limit on the number of terms that can be served.¹⁰ The Mayor holds the position of highest authority, serving as Chief Elected Official of the City of Minneapolis. Within the City’s complex governance structure, the Mayor shares power with the City Council and the Park & Recreation District Board of Commissions as well as the Board of Estimate and Taxation, of which the Mayor is also a voting member.

The Minnesota Constitution and statutes set the qualifications for elective office.¹¹ To hold elective city office, individuals must be—

- A citizen of the United States;
- A qualified voter of the city;
- At least 21 years of age on the date of taking office; and
- A resident of the city for at least 30 days before the election.

An individual who has been convicted of a felony under either state or federal law cannot hold elective office in Minnesota unless the individual’s civil rights have been restored. If an individual fails to qualify for elective office within the allotted time, the Council may, by resolution, declare a vacancy and initiate the process of filling that vacancy, as provided under state law and City Charter.¹² Any individual appointed to fill a vacancy must also satisfy the requirements for elective office.

The Mayor is charged with general oversight of the City and its operations. In that regard, the Mayor is understood to have a combination of formal responsibilities that include legislative, executive, and administrative duties, described below.

Legislative Duties

As Chief Elected Official, the Mayor plays an important legislative role within the overall governance structure of the City.

Mayoral Policy Initiatives & State of the City Address

The Mayor is required to address the Council annually on the state of the City and to propose plans and programs for its physical and economic development. Furthermore, as part of that address, the Mayor is empowered to recommend legislation and policies, set goals, and propose other actions to improve the social, economic, cultural, and physical development of the community, and to provide information to the Council which the Mayor deems advantageous for the City.¹³ These charter-mandated duties, when combined with the general oversight the Mayor must exercise, affirmatively bestows upon the Mayor the power to propose and to initiate in the legislative arena. Moreover, through interactions with City departments, the Mayor has the informal ability to shape and influence proposals or initiatives developed for consideration by the Council.

Approve Official Acts of the Council & Park Board

All actions, decisions, and judgments made by authority of the City Council are subject to the approval of the Mayor.¹⁴ This provides a significant and substantive check on the Council’s authority and establishes the Mayor as a co-equal member of the City’s “governing body” with an independent role to play in its legislative process. Similarly, all actions of the City’s Park & Recreation Board of Commissioners are subject to the Mayor’s approval.¹⁵ In both instances, the Mayor may approve and sign those actions, giving them legal effect; veto those actions; or allow them to become effective without signature. Both the Council and the Park Board may override a veto by an affirmative two-thirds vote of their memberships. The veto—Latin for “I forbid”—is one of the Mayor’s most important legislative powers. It forces recognition by the Council and Park Board of the Mayor’s equal right to influence the development of local laws and public policies.

¹⁰ City Charter § 7.1(a)

¹¹ Minn. Const. art. VII, §§ 1, 6; art. XII, §§ 3,4; Minn. Stat. § 201.014, § 204B.06

¹² Minn. Stat. § 351.02.(6), § 412.02, subd. 2a

¹³ City Charter §§ 7.1(b)(3) and (4) and § 9.3(a)(1)

¹⁴ City Charter § 4.4(c); the only acts not subject to the Mayor’s consideration are those actions which pertain exclusively to the Council’s own internal organization and operation and the election by Council of the City Clerk

¹⁵ City Charter § 6.2(j)

Call Special Meetings of the Council

The Mayor is empowered by the City Charter to call special meetings of the Council.¹⁶ Only those matters identified by the Mayor in the call for a special meeting may be considered.

Appoint Members of Boards & Commissions

The Mayor is authorized to make appointments to various boards, commissions, committees, and other workgroups, both inside of and external to the City Government. Some appointments are made in conjunction with the Council, or may be subject to approve of the Council; other appointments are made at the sole discretion of the Mayor.

Executive Duties

The Mayor has a number of executive duties assigned by the City Charter. These include:

Develop & Submit the City's Annual Financial Plan

The Mayor is required to prepare and submit to the Council and the Board of Estimate & Taxation recommended budgets for the following fiscal year to fund City operations.¹⁷ The charter-prescribed power to propose the budget—when combined with the power to propose or initiate new policies, programs, and goals (*see above*)—is what puts the Mayor's hand on the tiller when it comes to determining, or at least significantly influencing, the course of City policy.

Chair the City's Executive Committee

The Mayor is *ex officio* chair of the City's Executive Committee, an independent body that combines the Mayor's executive power with the Council's legislative authority.¹⁸ It was created by charter amendment in 1984. In this capacity, the Mayor manages the Committee's agenda and the timetabling of matters to be presented. The Executive Committee is responsible for:

- Considering and making recommendations on the Mayor's nominations for appointments of the heads of the City's charter departments (*see below*).
- Directing labor negotiations for the City.
- Receiving ideas and information about new policy proposals or programs, which are then referred to the appropriate standing committee of the Council for further action.
- Recommending to the Council management polices and administrative procedures and, when established and directed by the Council, overseeing the implementation of those policies and procedures.
- Providing arrangements for intergovernmental and ceremonial events and functions.
- Coordinating inter-agency issues.

Nominate & Oversee the Heads of the City's Charter Departments

Pursuant to City Charter, the Mayor has the exclusive power to nominate the heads of the City's charter departments.¹⁹ These heads of charter departments include: City Assessor, City Attorney, City Coordinator, Commissioner of Health, Director of Civil Rights, Director of Community Planning & Economic Development, Director of Public Works, Director of Regulatory Services, and the chiefs of the City's Police and Fire departments. In addition, the Mayor is empowered to nominate Civil Service Commissioners and any other officer in a department or agency which is to be appointed by the Mayor or Council, or by any public board or commission where the majority of members are Council Members.²⁰ As Chair of the Executive Committee, the Mayor also plays an important role in any effort to remove these officers.²¹ The Mayor also is required to exercise general oversight of the City's operation to ensure the laws of the State and City are duly observed and enforced and, to that end, the Mayor may maintain an action of mandamus or other appropriate action against any delinquent City officer.²²

¹⁶ City Charter § 4.3(e)

¹⁷ City Charter § 9.3(a)(3)

¹⁸ City Charter § 4.5(b)(1)

¹⁹ City Charter § 8.4(b)(1)

²⁰ City Charter § 8.4(b)

²¹ City Charter § 8.4(b)(6)

²² City Charter § 7.1(b)(2)

Supervise the City's Police Department

The City Charter vests all authority for the establishment, maintenance, appointment, removal, discipline, control, and supervision of the police force in the Mayor, subject to limitations under State law, City Charter, and the provisions of the civil service.²³

Oversee Emergency Management Functions

State law recognizes the Mayor as the Chief Elected Official for all purposes of military law in the event of a disaster or emergency. The Mayor is required to appoint the director of the local emergency management organization, known as the Office of Emergency Management (a division in the City Coordinator Department).²⁴ This division (OEM) is responsible for leading the City's planning and response, mitigation, and recovery efforts in the case of any disaster or emergency, operating under the general authority and direction of the Mayor.

Supervise the City's Civil Rights Department

The Mayor has general supervisory oversight of the Civil Rights Department.²⁵

Serve as a Member of Boards & Commissions

The Mayor serves *ex officio* on various boards, commissions, committees, and other bodies, both internal and external to the City enterprise. The Mayor may designate a representative to serve in that capacity, unless restricted by applicable law. Any representative or designee serving in such capacity must be a citizen of Minnesota and resident of Minneapolis.

Administrative Duties

The Mayor's administrative duties are largely ministerial. Some prominent examples include:

Executing Ordinances, Contracts & Documents

The Mayor is one of the principal signatories of the City of Minneapolis, and the Mayor's signature is required on a variety of instruments, including all ordinances and resolutions, contracts, and agreements.

Accepting Legal Service Against the City

When any suit or legal action is commenced against the City, service of the same may be made against the Mayor. Service of any suit or legal action may also be served against the City Clerk.

Serving as the City's Weed Inspector

The Mayor serves *ex officio* as the City's weed inspector. One or more assistant weed inspectors may be appointed to fulfill these duties and obligations for the Mayor.

Intergovernmental & Ceremonial Duties

The Mayor is the City's primary representative with respect to its intergovernmental relationships. This gives the Mayor a spotlight and a bully pulpit to use in engaging and leading coalitions of public and private sector partners to identify, prioritize, and advance the City and its strategic goals. The Mayor also takes the lead on representing the City of Minneapolis to those outside the community who are or may be interested in investing, primarily businesses and organizations. In this area, the Mayor can help promote a favorable image of the City of Minneapolis and also pursue resources that may benefit the community. Finally, the Mayor serves as the City's principal spokesperson and as a public advocate or ombudsman to provide assistance and support to constituents. Just as each Council Member represents a specific ward, the Mayor represents the entire community—encompassing all wards—and is the only elected official to represent all residents who live, work, and play in the City of Minneapolis.

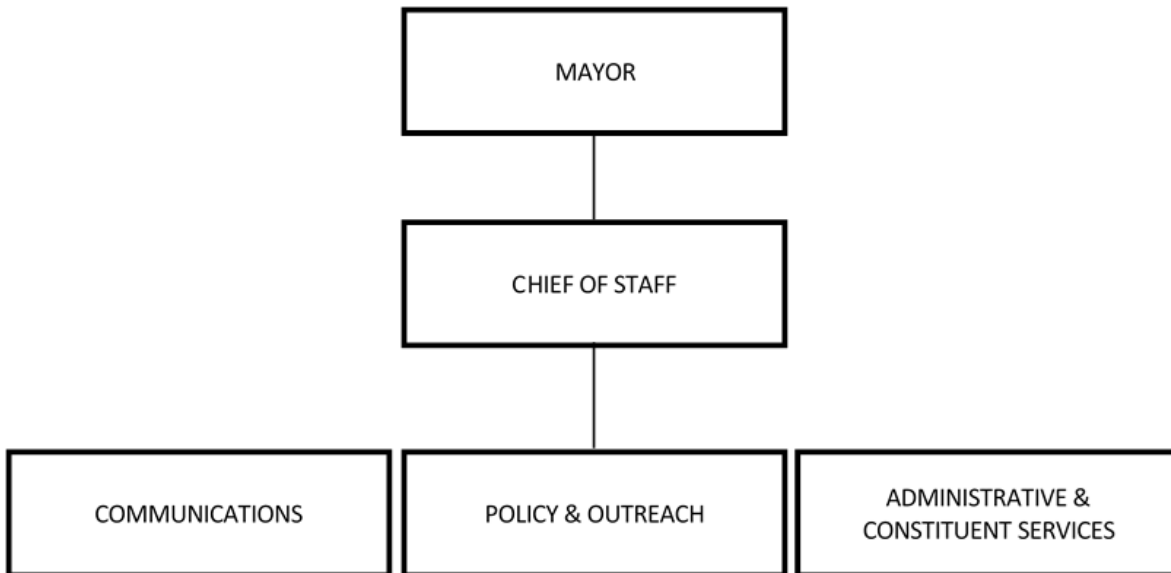
²³ City Charter § 7.3(a)

²⁴ MN Stat. § 12.25, subd. 1 and MCO § 128.30

²⁵ MCO § 141.80(a)

Office of the Mayor – Table of Organization

The following chart reflects the Mayor’s Office organizational structure as of May 1, 2021.

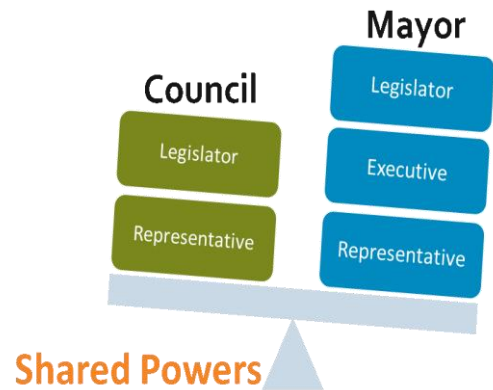


Section 4: The Public Service Triangle

Minneapolis: A System of Shared Powers

The City Charter establishes a mayor-council governing structure. However, rather than providing a clear division between legislative and executive functions, it provides for a system of “shared powers” in which the executive (mayor) shares authority with the multi-member legislative body (council).

In this system of shared powers, success requires coordination and collaboration between the legislative body and the executive, which is to say between the Council and Mayor.²⁶ It models federal and state government systems where the executive is popularly elected from the entire community while members of the legislative body are elected to represent specific electoral districts. Minneapolis is the only Minnesota city with a full-time legislative body, and this has a significant impact on the strength vested in Council vis-à-vis its relationship with the Mayor in terms of the daily operation of the City enterprise.



Legislative power: Lawmaking powers of government – the authority to establish, alter, or repeal laws and policies. Legislative functions focus on translating public will, priorities, and values into codified laws, rules, and regulations.

Executive power: Enforcement powers of government – the authority to implement, enforce, monitor, and evaluate laws and policies. Executive functions focus on implementation, control, performance management, evaluation, and reporting on government services and programs to ensure accountability and alignment with the codified system of laws, rules, and regulations.

Shared Powers: Representation

The Mayor is elected from a single district that encompasses the entire city and its population. That means the Mayor’s jurisdiction overlaps all thirteen wards, reflecting the Mayor’s status as Chief Elected Official. By contrast, Council Members are each elected from one of thirteen separate wards. While the Mayor has certain powers and responsibilities, the Council’s power is vested in the body and can only be exercised by a majority on any given question within its jurisdiction.

Shared Powers: Local Laws & Public Policy

The Mayor plays an important but limited role in the enactment of local laws and public policies. Specifically, the Mayor may propose policies in the annual State of the City Address and in presenting the Mayor’s recommended budget. And, of course, the Mayor can approve or veto the acts of the City Council. However, only a Council Member may introduce a proposal for a local law (ordinance) or public policy (resolution). If vetoed by the Mayor, by a two-thirds affirmative vote, the Council may override and approve the act notwithstanding the veto of the Mayor.

Shared Powers: Taxation & Public Finances

The Mayor begins the budget process and has the responsibility for proposing a financing plan to pay for City operations. This enables the Mayor to exercise significant power in the initial setting of priorities and direction to operating departments. However, final budget authority is vested in the Council which may refine and modify the Mayor’s recommendations before approving the final operating budget for the City enterprise.

Shared Powers: Administration

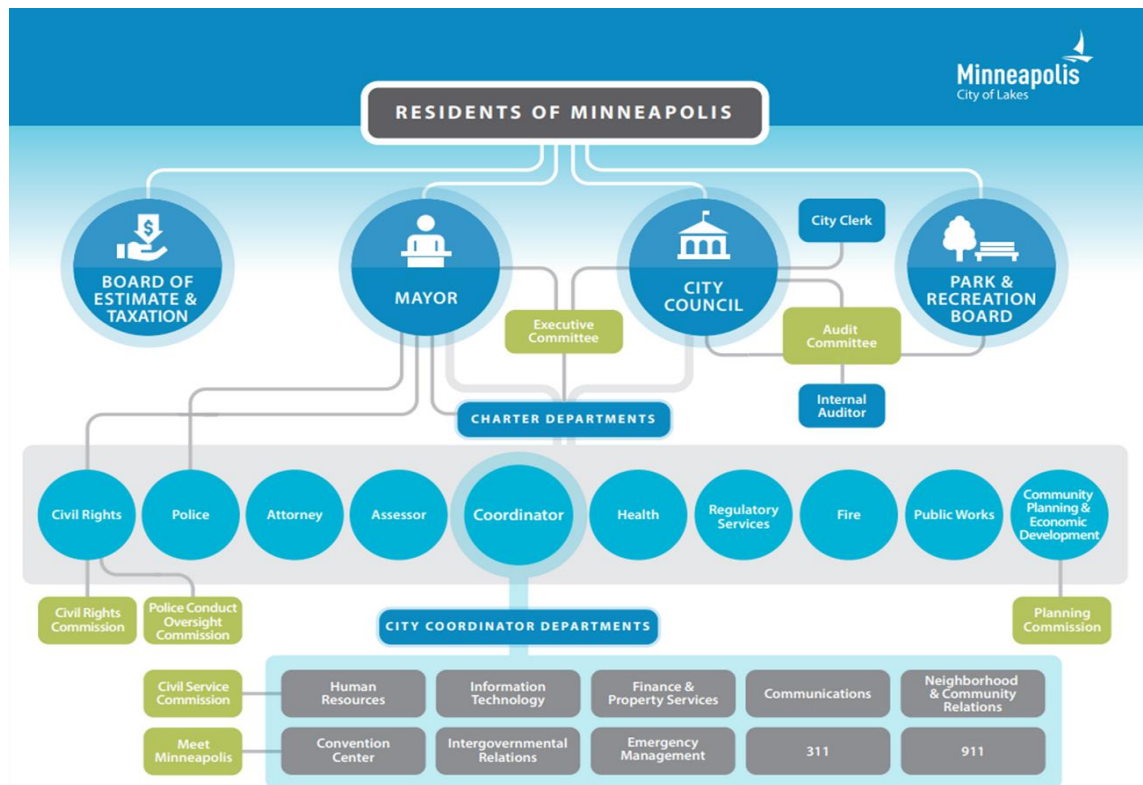
The Mayor has the exclusive power to nominate the heads of the City’s charter departments, subject to the consideration and recommendation of the Executive Committee and subsequent confirmation by the City Council.

²⁶ City Attorney Memorandum (Segal): Charter Authority of Mayor & City Council Regarding Police Department, issued to the Minneapolis Charter Commission, September 28, 2018.

Administration: Government Operating Structure

The City's executive functions are further divided between the Mayor and the operating departments that constitute the City's Administration.

TABLE OF ORGANIZATION



OPERATING DEPARTMENTS

The City's administration is organized into specific categories of operating departments; these include:

- **Charter Departments** appointed by Mayor and Council, under the jurisdiction of the Executive Committee.
- **Management Departments** that support enterprise operations and are appointed by the City Coordinator.

Charter Departments

- **CITY ASSESSOR:** The City Assessor classifies and values all property within the city in an accurate, ethical, equitable, and defensible manner as prescribed by state law.
- **CITY ATTORNEY:** The City Attorney is the legal advisor and attorney for the Mayor and Council and leads the team of in-house attorneys representing and defending the City's interests through both criminal and civil divisions.
- **CITY COORDINATOR:** The City Coordinator leads enterprise-wide operations, functions as the principal policy advisor to the Mayor and Council, and directs management functions across the enterprise. [see more detail below]
- **CIVIL RIGHTS:** The Civil Rights Department enforces non-discrimination policies through its Complaint Investigations, Contract Compliance, and Office of Police Conduct Review. These divisions manage small and underutilized business programs, prevailing wage programs, and promote understanding of civil rights among residents, businesses, and government.
- **COMMUNITY PLANNING & ECONOMIC DEVELOPMENT:** CPED works to grow a sustainable city through its major business lines: Community Planning, Economic Policy & Development, Workforce Development, Housing Policy & Development, and Planning & Development Services.
- **FIRE:** The Fire Department provides emergency response to structure fires, medical emergencies, emergencies on lakes and rivers, technical and hazardous materials crises, and natural disasters citywide. The Fire Department also provides prevention education and outreach throughout the community.

- **HEALTH:** The Health Department promotes healthy residents, communities, and environments by focusing on modifying social conditions and physical environments, through disease prevention and control, and emergency preparedness.
- **POLICE:** The Police Department, through its Patrol Bureau, Investigations Bureau, and Professional Standards Bureau is responsible for keeping the peace and protecting property through patrols, investigations and community interaction.
- **PUBLIC WORKS:** The Public Works Department provides critical infrastructure and is responsible for promoting health and safety by providing water, collecting and disposing of solid waste, recycling and problem materials, and offering residents a variety of transportation options.
- **REGULATORY SERVICES:** The Regulatory Services Department protects the health, safety and welfare of residents through regulation, inspection, and enforcement of laws and ordinances pertaining to housing inspection, fire inspections, traffic control, problem properties, and animal care and control.

City Coordinator as Chief Operations Officer

The City Coordinator is the City's chief operations officer and the lead among the team of department heads that, together, constitute the City's executive team. The City Coordinator provides leadership and direction across the full enterprise with respect to management and administrative functions, comparable to the position of chief administrative officer (or city manager) found in other local governments.

Management Departments

Under the supervision of the City Coordinator, the team of management departments ensure the effective operation of the City enterprise; these include:

- **COMMUNICATIONS:** The Communications Department leads communication planning and execution for the enterprise to drive proactive, transparent communication and public information. Additionally, Communications manages the City's cable franchise and produces and broadcasts online and cable content.
- **CONVENTION CENTER:** The Convention Center coordinates in-house departments and contracted services for major event activities including production and set-up.
- **CUSTOMER SERVICE (MINNEAPOLIS 311):** Minneapolis 311 provides a centralized point-of-contact for the City Government and functions as the primary in-take agency for service requests, referrals, and general information.
- **EMERGENCY COMMUNICATIONS (911):** The 911 Emergency Dispatch Center receives and processes emergency calls, dispatches police and fire response, and serves as the warning point for the city.
- **EMERGENCY MANAGEMENT:** The Office of Emergency Management builds, sustains, and improves the capability to mitigate against, prepare for, respond to, and recover from threatened or actual disasters, whether natural or man-made, and acts of terrorism.
- **FINANCE & PROPERTY SERVICES:** The Finance & Property Services Department provides essential financial services, resource and asset management, and guides policy and management decisions to ensure the City's financial strength.
- **HUMAN RESOURCES:** The Human Resources Department provides human resource solutions in workforce recruitment and retention, health care and wellness programs, talent management and workforce planning. In addition, the department works to ensure workforce practices are in alignment with Civil Service Commission rules and local, state and federal employment laws.
- **INFORMATION TECHNOLOGY:** The Information Technology Department manages the City's computing architecture, installation, configuration, administration, and maintenance activities. Additionally, IT manages the City's network including data, voice, and video services.
- **INTERGOVERNMENTAL RELATIONS:** The Intergovernmental Relations Department represents the City of Minneapolis and its policy priorities to its partners at multiple levels of government to achieve legislative and program success.
- **NEIGHBORHOOD & COMMUNITY RELATIONS:** The Neighborhood & Community Relations Department is charged with strengthening our City's quality of life through vigorous community participation, resident involvement in neighborhood and community organizations, and supporting clearly defined links between the City, City services, and neighborhood and community organizations.

Section 5: Making It All Work Together

The City's structure requires collaboration, cooperation, and compromise between the Mayor and Council. That is the essence of leadership. But the notion of teamwork can be especially challenging in the political realm since individuals who are elected from separate campaigns are expected to come together in support of a shared agenda despite the potential for opposing policy positions or viewpoints. The concept of "doing what's best for the community," which underpins the very idea of good governance, is grounded in the values and perspectives that individual elected officials bring to the job—and this can lead to differences and disagreements. This is especially true in a shared-power environment like the City of Minneapolis, where no one individual is or can be in charge.

So, what exactly does it mean for a group of individual elected officials to work as a team?

Teamwork can be defined as ***the ability to function effectively together, blending the ideas and input of a group of diverse individuals, to act as one***. Developing the skills to work as a team—especially in a political environment—takes time, consistent practice, and mutual respect. It starts by recognizing the need for teamwork to serve the community and then identifying and respecting the roles and responsibilities of various members of the team. That's the purpose of this Candidate Orientation manual: to build that awareness early on to facilitate an easier transition into a new elected term.

Clearly, the Mayor and Council are the primary components of the City's leadership team. The Mayor and Council have a "shared governing authority," and are jointly responsible for providing leadership within the community and across the enterprise. As described throughout this manual, neither the Mayor nor the Council has absolute authority; only by working together can they advance and achieve common goals.

For this reason, the term "governing body" used in this manual is deliberately intended to include both the Mayor and the Council.

The third component of the leadership team is the City staff—the cadre of professionals who manage the day-to-day operations, deliver municipal services, administer programs, and tend to the operational and business needs of the enterprise. This creates an operating structure with essentially three points—like a triangle: Mayor, Council, and Departments, as shown in this image to the right. Achieving anything requires coordination and collaboration between all three points of that public service triangle. Each of those points of the triangle exerts strength to whatever degree the other two authorize, allow, or accept, resulting in a complex system of overlapping checks and balances and diffused authority.



The Professional Staff

The City's professional staff, led by a team of experienced government administrators who comprise the City's executive team, are responsible for implementing the policy decisions and business directives of the Mayor and Council. Although the elected policymakers and executive staff are a team, each has distinct roles and responsibilities. In a simplified way, the elected policymakers decide the "what," executive staff determines the "how."

WHAT ELECTED OFFICIALS NEED TO KNOW ABOUT STAFF

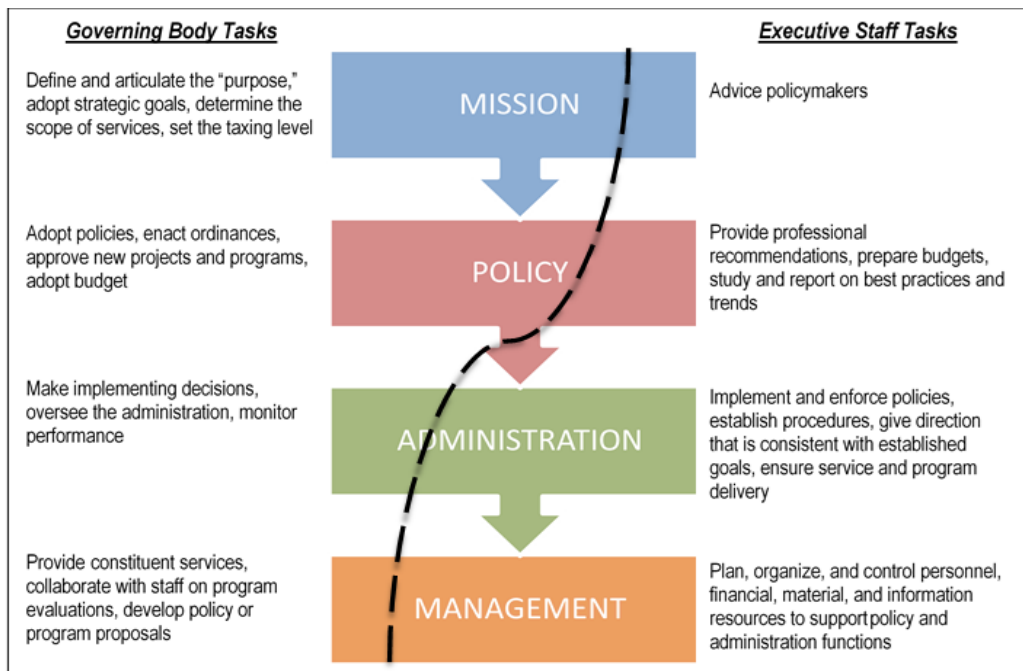
Competent staff are a tremendous resource in generating ideas, structuring good processes, and generally keeping elected officials informed about emerging trends and issues that may impact the City. Most staff are active members of national, regional, state, and local organizations and professional associations that have defined ethical standards or professional codes to which members must adhere. Frequently these professional memberships require continuing education and provide credentialing or certifications reflecting a high level of knowledge, experience, and skill in the respective disciplines or fields. Elected officials should respect this commitment by staff to their professions, since it adds significantly to the capacity of the City's executive team. Those professional credentialing and certification programs as well as the networking opportunities provided by professional associations directly benefit the community.

Many staffers have served the City for several years. In fact, it is not unusual to find staffers who have spent most of their careers, or a significant portion of their careers, working for the City of Minneapolis. They are true public servants and respected leaders in their fields. Smart elected officials make a point of getting to know and trust staff. Explore ideas with them and challenge their creativity. Engage them in planning discussions so that you gain the advantage of their professional expertise as well as their experience.

HONOR THE GOVERNING BODY-STAFF PARTNERSHIP

A popular phrase has it that: “The governing body makes policy; the staff implements policy.” This is a misconception.

In actuality, policy-making and policy-implementation are not distinct and separate operations; rather, they exist along a continuum with a blend between governance and management functions, drawing on the benefits of both sides of that partnership for the best outcomes serving the community. Within the field of public administration, the current thinking is that elected officials and appointed executives operate together in all four dimensions of the governance-management continuum; specifically, that includes: **MISSION | POLICY | ADMINISTRATION | MANAGEMENT**. The following chart depicts this partnership between the governing body and the executive (management) team along these four dimensions.



The curved line depicts the division between the responsibilities of elected officials as the Governing Body and the responsibilities of administrative officials as the Executive Team, identifying the appropriate spheres of activity for each of these partners within the governance-administration continuum.

The governing body-staff partnership functions best when it is vision-driven and goals-based. Governing bodies that abide by this partnership tend to focus their energy on establishing vision and goals, setting good policy, and empowering effective staff performance. Some of the primary enterprise systems that are used to support this partnership between elected officials and department executives are described in the next sections.

Policy Oversight, Direction & Evaluation

The Mayor and Council share oversight of the City’s charter departments and—through policies, budgetary controls, and ongoing performance evaluation—provide direction to those departments. Within the system of shared powers that define the City of Minneapolis, these charter departments operate with significant discretion within the framework of policies set by the joint action of the Mayor and Council.²⁷ There are many tools employed by the Mayor and Council in conducting this oversight of the City’s administration; some of the most important are highlighted in the following subsections.

²⁷ For a comprehensive legal analysis and explanation about the separation of legislative and executive powers and the impact upon the City of Minneapolis structure and operation, see City Attorney Memorandum (Segal): Charter Authority of Mayor & City Council Regarding Police Department, issued to the Minneapolis Charter Commission, September 28, 2018.

Strategic Goals

Each new elective term, the Mayor and Council, with input from department executives, adopt a set of strategic goals and associated policy objectives. The intent is that these strategic goals and associated policy objectives will establish a shared framework for decision-making that drives organizational prioritization, performance, and resource allocations, both for policymakers and staff to serve the immediate and long-term needs of the community. In this way, strategic goals and shared policy objectives help the Mayor and Council invest and spend time more wisely on a limited number of meaningful priorities that will have the biggest impact for the community.

Internally, these strategic goals and policy objectives help give clear direction to the executive team, especially in terms of structuring the budget process and establishing parameters around what is important and must be addressed through the City's financing plan each year. And finally, clear goals serve as an effective tool the Mayor and Council can use in measuring and evaluating enterprise performance. When goals and priorities are set, elected policymakers have valuable data in hand to determine how well the executive team has performed in achieving agreed upon goals and priorities. And this data can be used to demonstrate to constituents how the City is responding to community priorities and needs.

Budget

The City's budget is its central policy document and fiscal plan.²⁸ The budget—which is adopted in the form of a series of resolutions—sets forth for a one-year period the estimates of all monies coming into the City and the estimates of all expenditures to be made by the City, which must indicate the sources of all sums to be collected and appropriated and the purpose for the same, with the total for each budgeted fund provided with such segregation so as to show the objective of those expenditures for purposes of budgetary controls.²⁹ By law, all cities in Minnesota must adopt an annual budget for its fiscal year.³⁰

The Mayor leads the budget process, providing a recommended budget for the next fiscal year.³¹ After the Mayor presents the recommended budget, the Board of Estimate and Taxation must set the maximum amounts and rates that may be levied, including the maximum amount and rate for the City's general fund and each other fund.³² Once the maximum amounts and rates are set by the Board of Estimate and Taxation, the City Council must finalize and adopt the City budget following its standard legislative process.³³

Through the budget, policies are made, put into effect, and controlled. As a policy document, the budget:

- Authorizes the levying and collection of taxes, fees, fines, and other payments by the City government;
- Appropriates public monies to be expended for identified public purposes;
- Represents a commitment by the City to provide a specific level of municipal service within a given amount of resources; and
- Establishes criteria to be used in evaluating and controlling revenue collections, expenditures, and performance.

As a fiscal plan, the budget includes:

- An explanation of the services, activities, programs, and projects to be provided or administered by the City;
- The resultant expenditure requirements to finance those services, activities, programs, and projects; and
- The resources that are available to meet those expenditure requirements.

Performance Management

The City's strategic goals set the future direction for the City. To monitor progress towards the achievement of strategic goals and policy priorities, the City uses performance management programs that support continuous evaluation and improvement, prioritize resource allocations, and provide change management strategies to address new or emerging business needs. These programs are administered by the City Coordinator's Office. The end goal is engaging the City's entire leadership team—elected policymakers and department executives—in ongoing conversations about policy, operations and performance, resource allocation, and overall strategy, driven and informed by data. By regularly tracking performance data, leaders can identify areas where the City is excelling as well as opportunities for improvement, and elected policymakers can hold department leaders accountable for results.

²⁸ Minn. Stat. § 412.701.

²⁹ Minn. Stat. § 412.711.

³⁰ Minn. Stat. § 471.696.

³¹ City Charter § 9.3(a)(1) and (3).

³² City Charter § 9.3(a)(4).

³³ City Charter § 9.3(a)(5).