

Workforce Optimization and Comparative Benchmarking Study

City of Minneapolis, MN

April 2026



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EXECUTIVE SUMMARY

The City of Minneapolis engaged 65th North Group to conduct a workforce optimization and comparative benchmarking study. The purpose of the study was to provide City leadership with a high-level assessment of staffing, expenditures, organizational structure, and selected operational considerations across a broad cross-section of municipal services. The analysis compares Minneapolis to five benchmark cities: Saint Paul, Portland, Baltimore, Colorado Springs, and Tulsa, while recognizing that municipal benchmarking is shaped as much by differences in governance, service delivery models, and organizational design as it is by differences in staffing or cost levels. As a result, the report is intended to support strategic decision-making rather than serve as a simple ranking of departments by size or spending.

A central finding of the study is that Minneapolis often operates with broader, more centralized, or more organizationally distinct functions than peer cities. In many areas, this makes direct comparison difficult. Some benchmark cities distribute work across multiple departments, authorities, counties, or regional entities, while Minneapolis may house those responsibilities within a single department. In other cases, Minneapolis carries responsibilities that peer cities contract out, embed elsewhere, or provide through separate governance structures. This pattern appears in multiple areas, including Finance & Property Services, Information Technology, Communications, City Clerk, Parks & Recreation, Neighborhood Safety, and the Office of Community Safety Administration. For that reason, the most important takeaway from the benchmarking is not simply whether Minneapolis spends more or less, but how the City has chosen to organize and resource its work.

The report also shows that Minneapolis frequently operates with comparatively substantial service expectations and broad internal responsibilities. In several departments, higher spending or staffing levels appear to be tied not to simple inefficiency but to expanded scope, specialized compliance responsibilities, stronger internal support roles, or reliance on centralized administrative structures. Minneapolis's parks system, for example, operates as a separate taxing authority with its own board and includes forestry and a parks police function. The City Clerk's function includes election administration and staffing for the City Council. Finance & Property Services combines core finance functions with property services in a way that is not directly comparable to most peer cities. Information Technology supports a broad centralized enterprise structure and carries significant non-personnel costs related to software, vendor contracts, and outsourced infrastructure. In these and other areas, Minneapolis' reported costs reflect a broader set of functions than those included in many peer city comparisons.

A key theme is the degree to which non-personnel spending shapes departmental cost profiles. Several Minneapolis functions are not primarily personnel-driven, as a traditional city department might be. Information Technology, Finance & Property Services, Neighborhood Safety, Communications, and certain public safety support functions all reflect meaningful or dominant non-personnel expenditure components tied to contracts, software, enterprise systems, facilities, or outsourced services. In some cases, this is a direct result of service model choices. Neighborhood Safety, for example, is heavily contract-driven and relies on community-based organizations to deliver services. In other cases, the non-personnel profile reflects broader operational infrastructure, as in Information Technology or Finance & Property Services. These patterns are important because they affect how staffing and expenditure comparisons should be interpreted.

The public safety functions reviewed in this report also illustrate the importance of understanding structural differences before drawing conclusions from the numbers alone. Minneapolis Fire does not provide EMS transport, unlike most peer cities, which affects staffing and expenditure comparisons. The Police Department operates an in-house crime lab and faces significant vacancy pressures, while also being subject to external oversight and compliance demands. Emergency Communications functions as a comprehensive, centralized 911 operation with radio shop support and multiple regional coordination responsibilities. The Office of Community Safety Administration is one of only a few benchmarked cities with a separate department-level public safety oversight structure. Together, these findings suggest that Minneapolis's public safety environment is shaped by both broad service responsibilities and evolving governance, oversight, and workload expectations.

The report highlights important governance and organizational alignment questions that extend beyond individual departments. Several of the most significant observations do not relate solely to staffing totals or budget size, but to whether functions are housed in the right place and whether organizational structures remain aligned with service delivery goals. This is reflected in the broader issues identified for Chapter 3, including alignment of REIB functions within Human Resources, assessment function alignment with county government, public health alignment with county and state responsibilities, governance of the Minneapolis Building Commission, fraud risk vulnerability review as part of enterprise risk management efforts, opportunities for improved cross-departmental alignment, the crime laboratory service delivery model, alignment of the parks police function, elected officials' full-time status and staffing support, consolidation of solid waste customer service functions, and the future structure of the Behavioral Crisis Response team.

Overall, the benchmarking does not suggest that Minneapolis is uniformly over-resourced or under-resourced across the organization. Instead, it shows a City with several functions

that are broader, more centralized, more governance-intensive, or more contract-dependent than peer cities. In some areas, Minneapolis operates at relatively high expenditure levels because it includes responsibilities that peer cities house elsewhere. In others, the City appears to have relatively lean internal staffing, supplemented by contracts or distributed personnel elsewhere in the organization. The most useful conclusion is therefore structural: Minneapolis's workforce and expenditure profile is heavily influenced by how the City assigns work, centralizes support, and balances in-house delivery with external service models.

The path forward is not simply to increase or decrease staffing based on benchmark averages. Rather, it is to use the department-level findings in Chapter 2 and the broader observations in Chapter 3 to evaluate where Minneapolis may benefit from clearer alignment of functions, stronger coordination across departments, selective investment in targeted capacity, and reconsideration of governance or service delivery models that are no longer optimally structured. This report is intended to support that discussion by grounding it in comparative data, organizational context, and an understanding of how Minneapolis is currently positioned relative to its benchmark peers.

CHAPTER 1: INTRODUCTION AND OVERVIEW

1.1 Introduction and Overview

The City of Minneapolis engaged 65th North Group to conduct a workforce optimization and comparative benchmarking study. The purpose of the study was to provide City leadership with a structured, high-level assessment of staffing, expenditures, organizational alignment, and selected operational considerations across a broad range of municipal functions. The study was designed to support informed decision-making by identifying where Minneapolis appears broadly aligned with peer jurisdictions, where meaningful differences exist, and where those differences may warrant additional review.

This report is organized to move from broad context to detailed analysis and then to broader observations. The Executive Summary highlights the most significant findings for leadership consideration. Chapter 1 explains the purpose of the study, the overall scope of work, the methodology used to identify comparison cities, and the major themes observed through the review. Chapter 2 provides department-by-department profiles and benchmarking analysis, including staffing levels, expenditures, expenditure composition, and structural factors affecting comparability. Chapter 3 identifies broader observations and recommendations that address larger questions of organizational alignment, governance, service delivery, and operational effectiveness. The appendices provide supporting benchmarking data and survey information.

This report should be viewed as a strategic management tool rather than a scorecard. In many cases, differences in staffing or spending do not, by themselves, indicate that a department is over- or under-resourced. Instead, those differences often reflect local policy choices, service expectations, governance structures, labor market conditions, historical responsibilities, and the extent to which functions are delivered directly by the City, shared regionally, contracted out, or housed elsewhere in the organization. For that reason, the most useful application of this report is to identify where further policy or management discussion is warranted and where Minneapolis may wish to revisit how certain functions are structured, aligned, or delivered.

1.2 Study Scope and Methodologies

This study focused on Minneapolis departments and functions identified for comparative review. The work examined high-level operational structure, authorized staffing, expenditures, expenditure composition, and selected organizational considerations for

each function included in Chapter 2. The study was intended to provide practical, decision-useful benchmarking rather than a full operational audit of every City department. As a result, the analysis emphasizes directional comparisons, notable differences in organizational design, and observations that may help inform future management or policy decisions.

The comparison cities were identified through a structured review process conducted jointly by several members of the City Auditor's Office and 65th North Group. The starting point was a broader pool of ten potential benchmark cities that were evaluated using multiple factors relevant to workforce optimization and organizational benchmarking, including population scale, regional and geographic context, political and governance environment, cost of living, labor market conditions, and the extent to which each city offered useful comparisons for staffing, span of control, organizational structure, and service delivery. The intent was not to identify cities that matched Minneapolis perfectly in every respect, but to select a group that, taken together, would provide meaningful points of comparison across both similar and contrasting operating environments.

The final five cities were selected through consensus based on their overall usefulness as comparators for Minneapolis. This included retaining highly comparable cities such as Saint Paul because of its shared regional labor market, climate, and similar public-sector environment, while also including cities such as Portland and Baltimore to provide comparisons with larger urban jurisdictions facing complex service, equity, and public safety demands, and cities such as Colorado Springs and Tulsa to provide contrast from more fiscally restrained or lower-cost operating environments. In this way, the selected cities reflect a balanced benchmarking group that captures variation in governance, service expectations, fiscal philosophy, and labor market conditions, while still remaining relevant to the organizational and staffing questions addressed in this report.

The methodology combined comparative data collection, document review, departmental interviews, and organizational analysis. Quantitative comparisons focused primarily on FY2024 authorized staffing, 2026 estimated population, total expenditures, expenditure composition, expenditures per authorized FTE, and expenditures per 1,000 residents. Qualitative analysis was used to interpret those figures in context, particularly where functions were embedded in larger departments, combined with unrelated activities, delivered through regional arrangements, or supported through contracts or grant funding. This was especially important because municipal benchmarking can be misleading when reported numbers are compared without understanding which functions are included in those numbers.

Accordingly, the report repeatedly notes where comparisons are limited by structural differences. In some cases, benchmark cities do not maintain a standalone department

for a given function. In others, the function is embedded within a broader department, provided through county or regional government, or reported in a way that does not separately identify personnel and non-personnel costs. These limitations do not make the comparisons unusable, but they do require careful interpretation. While each city was asked to participate in the benchmarking study, several of them chose not to assist with data clarification or providing useful context.

The analysis in this report relies on a combination of benchmark city data and Minneapolis-specific operational information. Benchmark data generally consists of authorized FTEs, salary and benefits, all other expenditures, total expenditures, expenditure composition, population-based expenditure comparisons, and related organizational context. Minneapolis-specific information was supplemented with interviews and departmental input to provide a clearer understanding of functional scope, current staffing conditions, vacancies, recent reorganizations, and operational pressures that may not be visible in budget figures alone.

This distinction is important because in several cases, current operating conditions differ from the benchmark-year figures. Departments may have experienced vacancies, staff transfers, grant-supported positions, or reorganizations that affect the present-day operating picture. As a result, the report uses FY2024 benchmark data as the primary quantitative baseline, while also incorporating more current departmental information where necessary to accurately describe current operations.

The report also recognizes that departmental budgets are not always fully self-contained. Some functions rely on centralized support services, internal service funds, contractual arrangements, or interdepartmental cost allocations. Others include activities that are excluded or housed elsewhere in peer cities. These factors can make budget totals appear larger or smaller than they otherwise would in a more standardized reporting structure. Where those issues were identified, they are discussed directly in the narrative.

1.3 Observed Themes

Several themes emerged consistently across the departments reviewed.

First, organizational structure is one of the most important drivers of apparent differences across cities. Many of the largest staffing and expenditure differences are not the result of service performance alone, but of how responsibilities are assigned. Some cities centralize functions that Minneapolis distributes, while Minneapolis also centralizes or combines certain functions that peer cities separate. This is particularly important in areas such as finance and property services, communications, information technology, neighborhood safety, and public safety administration.

Second, direct comparability is often limited by differences in governance and service models. Some functions are delivered by counties, regional partnerships, enterprise structures, park boards, authorities, or contracted providers rather than by a city department. In other cases, benchmark cities include broader or narrower functional scopes within a department than Minneapolis does. This means that benchmarking is most useful when interpreted as a combination of numeric comparison and structural comparison rather than as a strict one-to-one ranking exercise.

Third, Minneapolis often appears to operate within a more complex service environment than raw population figures alone would suggest. In multiple departments, staffing and expenditures reflect broader internal coordination responsibilities, high service expectations, specialized compliance or reporting obligations, or reliance on substantial contract oversight. In some cases, Minneapolis also carries responsibilities that are housed outside the city government in peer jurisdictions.

Fourth, non-personnel spending is a major differentiator in many functions. Departments such as Information Technology, Finance & Property Services, Neighborhood Safety, Communications, and Health often show expenditure patterns shaped by contracts, enterprise systems, facilities costs, grants, or specialized external services. In those departments, total expenditures may be driven as much by the service model as by internal staffing.

Fifth, a recurring theme across the benchmarking analysis is that Tulsa and Colorado Springs often report lower per capita spending than Minneapolis, Portland, and Baltimore across a number of functions. This pattern is directionally important, but it should be interpreted carefully. In many cases, lower reported spending reflects differences in service scope, organizational structure, local fiscal philosophy, labor market conditions, and the degree to which functions are centralized, contracted, or housed outside the department being compared. As a result, lower per capita cost does not by itself indicate a more effective service model, but it does provide useful context for understanding how different cities structure and resource municipal operations.

Finally, several broader organizational questions emerged that are not limited to one department. These include alignment of related functions across departments, the role of specialized boards or authorities, governance choices around elected officials and support staffing, public health and assessment alignment with county or state functions, fraud risk and enterprise risk management capacity, and opportunities to consolidate or better coordinate overlapping services. Those broader issues are addressed more directly in Chapter 3.

1.4 Summary and Path Forward

This report shows that Minneapolis operates a municipal organization with functions comparable in broad purpose to those of peer cities, but often not directly comparable in structure. In many cases, Minneapolis' staffing and expenditure profile reflects deliberate choices about centralization, service scope, governance, and reliance on in-house versus contracted delivery. As a result, the report's value lies less in identifying whether Minneapolis is simply above or below another city on a given metric, and more in clarifying why those differences exist and what they may imply for future decision-making.

Viewed at a high level, the benchmark group illustrates three broad operating contexts: Minneapolis and Saint Paul as close regional peers; Portland and Baltimore as larger, more complex urban comparators; and Colorado Springs and Tulsa as generally lower-cost jurisdictions that often reflect more fiscally restrained operating models. This contrast is useful because it helps frame where Minneapolis appears comparatively resource-intensive and where differences are more likely attributable to organizational design and service expectations rather than simple cost levels alone.

The department profiles in Chapter 2 provide the factual basis for that discussion. They identify where Minneapolis appears to operate at relatively higher or lower staffing and expenditure levels, where expenditure composition differs materially from peers, and where structural differences limit direct comparison. Those profiles are intended to help leadership distinguish between numerical differences that may be meaningful and numerical differences that are largely the result of organizational design.

Chapter 3 builds from those department-specific findings and identifies broader observations and recommendations for leadership consideration. In several cases, the path forward is not necessarily to increase or decrease staffing, but to revisit where functions are housed, how responsibilities are aligned, whether governance structures remain appropriate, and whether current service models create unnecessary duplication, fragmentation, or administrative burden.

The findings in this report are intended to support that next level of discussion by grounding it in comparative data, operational context, and an understanding of how Minneapolis is currently organized relative to peer jurisdictions.

CHAPTER 2: DEPARTMENT PROFILES AND BENCHMARKING

The benchmark cities of St. Paul, Baltimore, Tulsa, Portland, and Colorado Springs were selected based on criteria outlined in Chapter 1, including population, governance structure, and regional comparability.

2.1 Mayor's Office

Comparability Notes

Baltimore has been excluded from portions of this analysis. Available data combines the Mayor's Office and City Council staffing and expenditures into a single budget, and personnel costs cannot be separated from total expenditures. Including Baltimore would distort comparisons, particularly for staffing levels, total expenditures, and budget composition.

Table 1: Mayor's Office Comparison Table

Mayor's Office (2024) — Comparison Table

Minneapolis is highlighted as the reference. Dollars are shown as whole dollars; FTEs shown to 0.1.

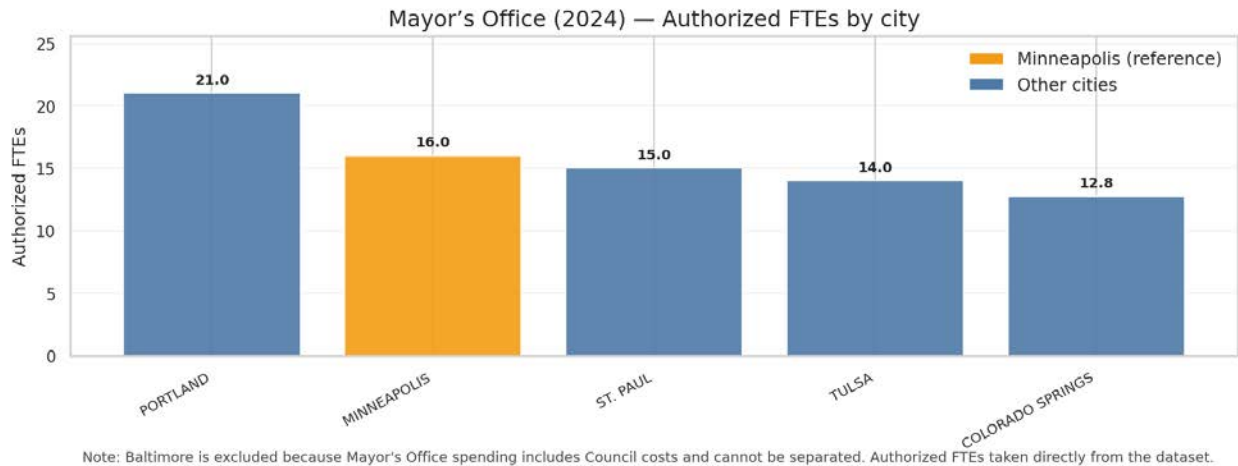
City	Total Expend.	Spend / 1k res.	Authorized FTEs	Spend / Authorized FTE	Salary & Ben.	All Other
PORTLAND	\$4,621,843	\$7,270	21.0	\$220,088	\$3,122,705	\$1,499,138
MINNEAPOLIS	\$2,870,363	\$6,697	16.0	\$179,398	\$2,331,125	\$539,238
ST. PAUL	\$2,432,875	\$7,763	15.0	\$162,192	\$2,039,242	\$393,633
COLORADO SPRINGS	\$2,153,943	\$4,364	12.8	\$168,937	\$2,049,999	\$103,944
TULSA	\$1,331,000	\$3,206	14.0	\$95,071	\$1,218,000	\$113,000

Baltimore is excluded because Mayor's Office spending includes Council costs and cannot be separated.

Staffing Levels

Minneapolis' Mayor's Office includes 16 authorized FTEs, which is generally consistent with the median of benchmark cities (approximately 15 FTEs). While slightly below the peer average, the average appears to be influenced by at least one city with a larger staffing model. Overall, Minneapolis is broadly aligned with peer cities on staffing and does not appear to be significantly over- or under-resourced in this area.

Figure 1: Mayor's Office FY24 Authorized FTEs



Expenditures

Total expenditures for the Mayor's Office are approximately \$2.87 million, which is modestly above the peer median (~\$2.43 million) but below the peer average, reflecting the influence of higher-spending outliers.

Figure 2: Mayor's Office FY24 Total Expenditures

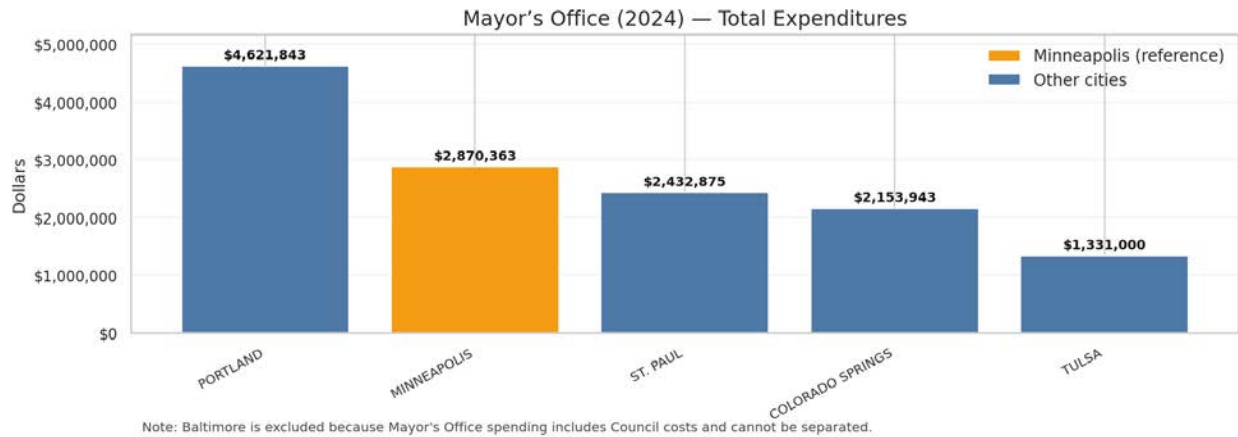


Figure 3: Mayor's Office FY24 Per Capita Expenditures

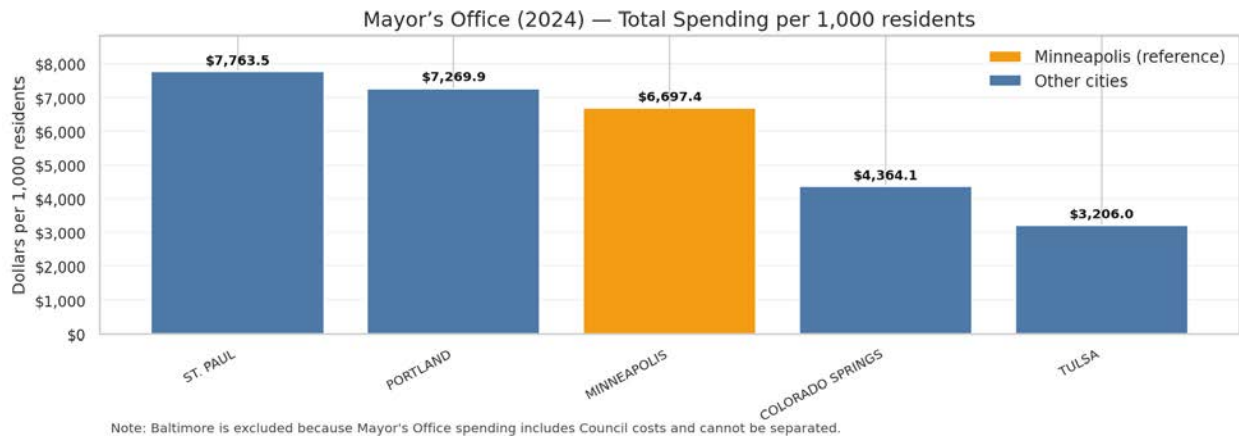
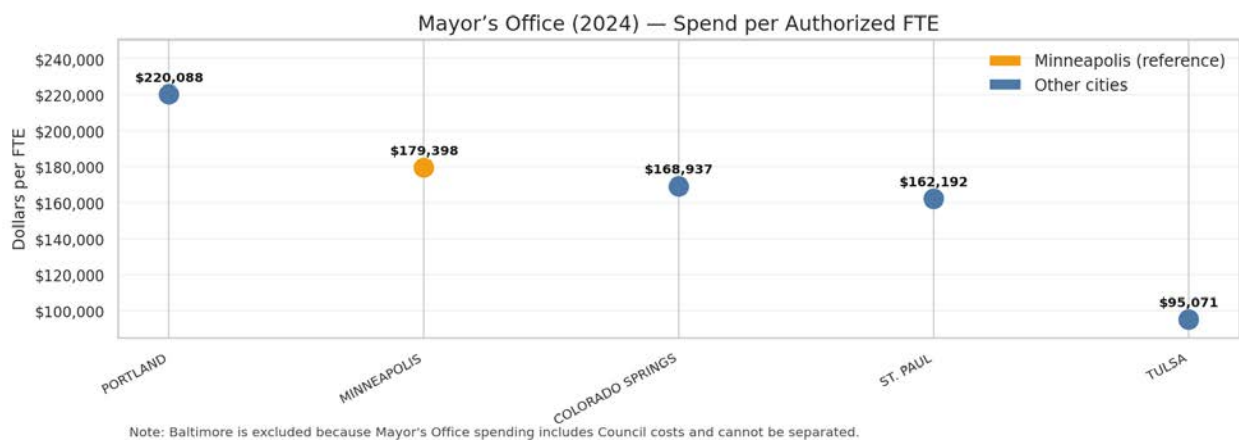


Figure 4: Mayor's Office FY24 Expenditures Per Authorized FTE

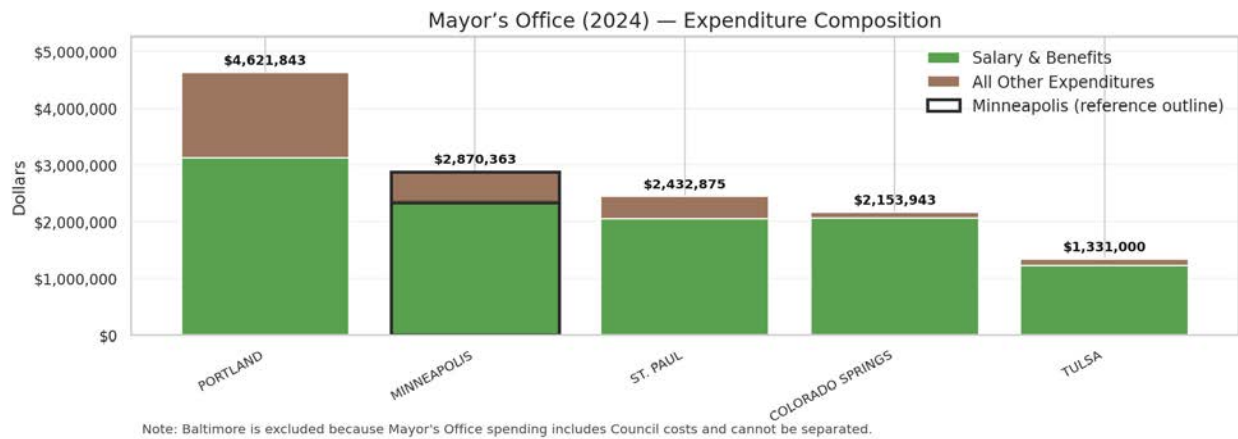


On a per capita basis, Minneapolis spends approximately \$6,700 per 1,000 residents, which is below the peer median (~\$7,300 per 1,000 residents). This indicates that, relative to population, the City's Mayor's Office operates at a comparatively efficient cost level.

Expenditure Composition

Approximately 81% of the Mayor's Office budget is allocated to personnel costs. This is consistent with the nature of executive offices, which are primarily staff-driven and focused on policy, coordination, and administration.

Figure 5: Mayor's Office FY24 Expenditure Composition



Compared to peer cities, Minneapolis falls within a typical range for personnel-heavy budgets. Differences across cities likely reflect how certain functions, such as communications, policy support, or administrative coordination, are organized within or outside of the Mayor's Office.

Functional Scope and Organizational Structure

Based on available data and interviews, there are differences across cities in how responsibilities connected to the Mayor's Office are structured and supported. In some cases, related functions may be housed within separate departments or centralized administrative units rather than within the Mayor's Office itself.

Minneapolis appears to be generally aligned with common municipal practices, although variations in how responsibilities are distributed across the organization may influence both staffing levels and budget composition.

Final Observations

Overall, the Mayor's Office in Minneapolis appears to be generally in line with peer cities in terms of staffing levels and organizational size. With 16 authorized FTEs, the City is near the peer median, indicating that staffing levels are consistent with those observed across the comparison group. The data do not suggest that the office is notably higher- or lower-staffed relative to peers.

2.2 City Attorney

Comparability Notes

City Attorney offices differ across municipalities in scope, responsibilities, and service delivery models. In some cities, the office handles both civil and criminal functions, while in others, prosecution is managed at the county level. These structural differences influence staffing levels, expenditures, and overall comparability.

Table 2: City Attorney’s Office Comparison Table

City Attorney (2024) – Comparison Table

Minneapolis is highlighted as the reference. Dollars are shown as whole dollars; FTEs shown to 0.1.

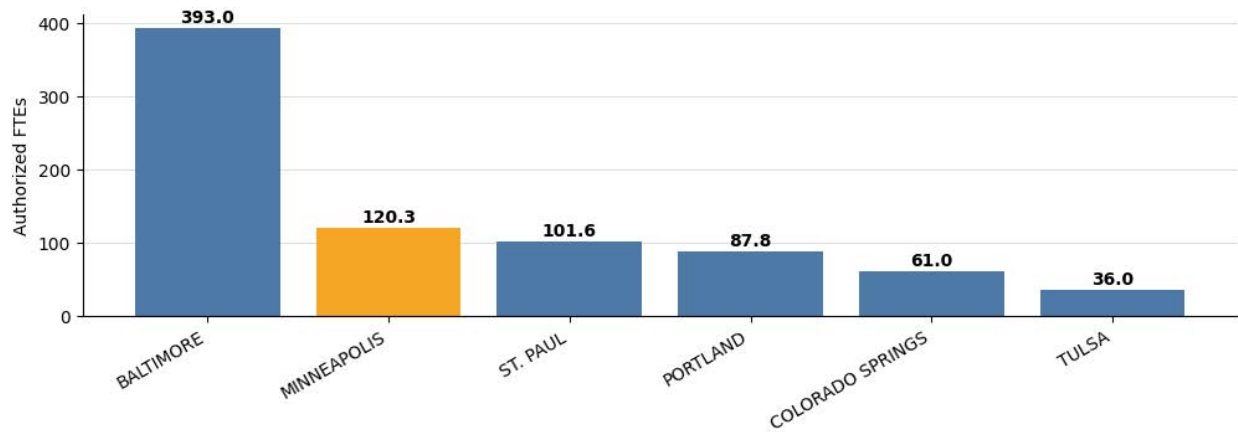
City	Total Expend.	Spend / 1k res.	Authorized FTEs	Spend / Authorized FTE	Salary & Ben.	All Other
PORTLAND	\$21,041,799	\$33,097	87.8	\$239,656	\$18,140,284	\$2,901,515
MINNEAPOLIS	\$22,045,630	\$51,438	120.3	\$183,256	\$18,254,721	\$3,790,909
ST. PAUL	\$12,141,200	\$38,741	101.6	\$119,500	\$10,642,391	\$1,498,809
COLORADO SPRINGS	\$9,188,462	\$18,617	61.0	\$150,631	\$8,905,483	\$282,979
TULSA	\$5,104,000	\$12,294	36.0	\$141,778	\$4,637,000	\$467,000
BALTIMORE	\$58,243,031	\$102,487	393.0	\$148,201	\$45,222,953	\$13,020,078

Based on 2026 population estimates, Minneapolis has 428,579 residents. In the comparison group, Portland (48.3% larger), Baltimore (32.6% larger), and Colorado Springs (15.2% larger) have bigger populations than Minneapolis, while St. Paul (26.9% smaller) and Tulsa (3.1% smaller) have smaller populations. These differences should be considered when assessing staffing levels and expenditures.

Staffing Levels

Based on FY24 data, Minneapolis reports 120.30 authorized FTEs, which exceeds St. Paul (101.60), Portland (87.80), Colorado Springs (61.00), and Tulsa (36.00). Even when compared to cities with larger populations, such as Portland and Colorado Springs, Minneapolis maintains a higher level of staffing.

Figure 6: City Attorney’s Office FY24 Authorized FTEs



For additional context, the City reports 111 authorized FTEs in FY26, following a reduction of approximately 9 positions in recent years and subsequent additions, in part tied to the police reform settlement agreement. The office currently operates with a 0% vacancy rate.

Staffing is organized across both civil and criminal divisions, with multiple collective bargaining agreements covering attorneys, paralegals, supervisors, and other staff. The structure reflects a comprehensive in-house legal model with dedicated teams across a wide range of functions.

Expenditures

Minneapolis reports total expenditures of \$22,045,630 for the City Attorney’s Office. This level of spending is comparable to Portland (\$21,041,799), despite Portland having a significantly larger population. On a per capita basis, Minneapolis spends \$51,438.89 per 1,000 residents, which exceeds St. Paul (\$38,743.36), Portland (\$33,097.65), Colorado Springs (\$18,616.93), and Tulsa (\$12,294.23). Baltimore reflects significantly higher total expenditures, though structural differences in reporting and scope should be considered.

Figure 7: City Attorney's Office FY24 Total Expenditures

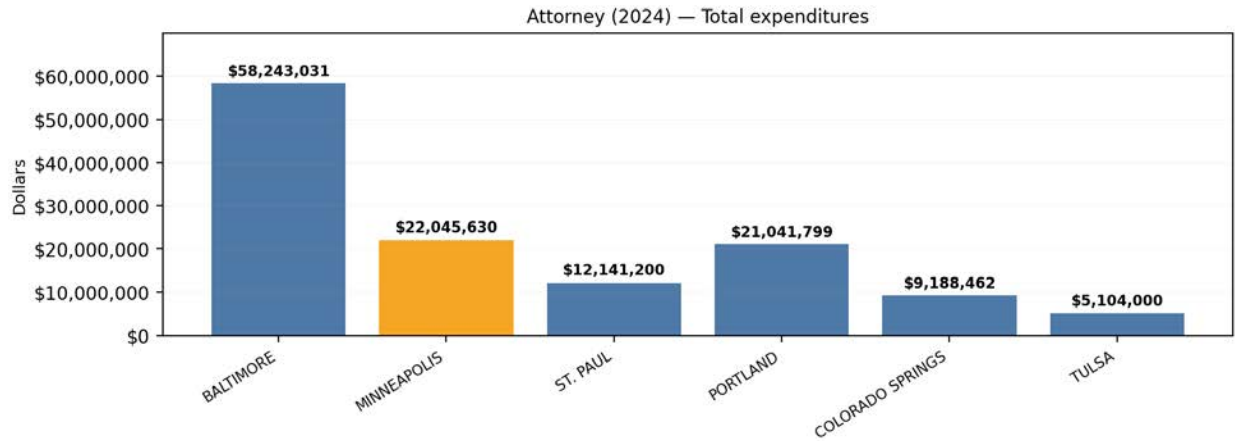


Figure 8: City Attorney's Office FY24 Per Capita Expenditures

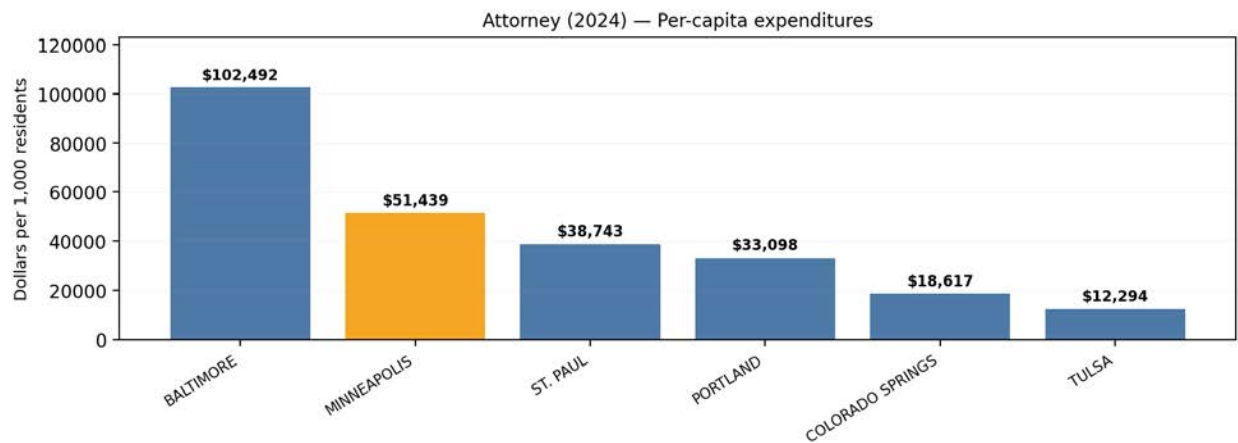
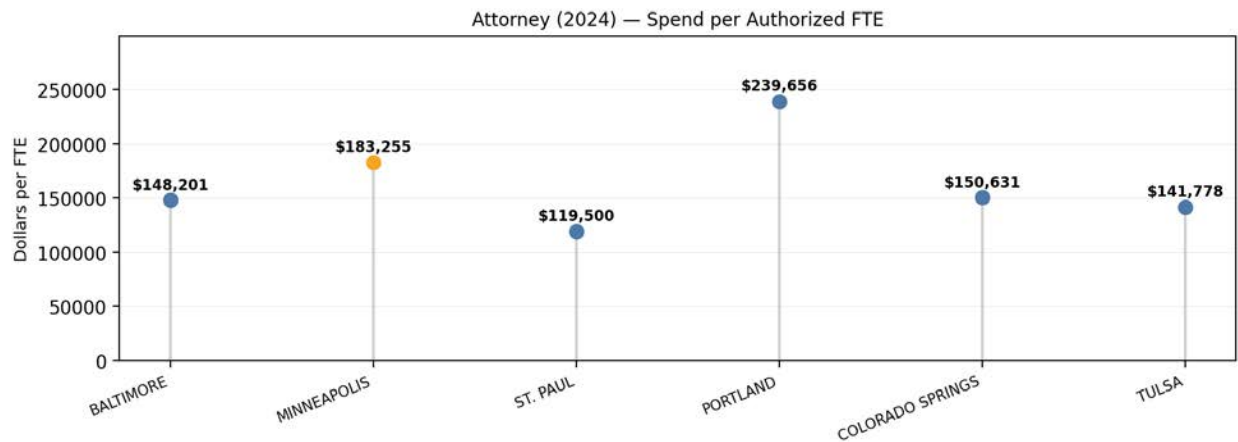


Figure 9: City Attorney's Office FY24 Expenditures Per Authorized FTE

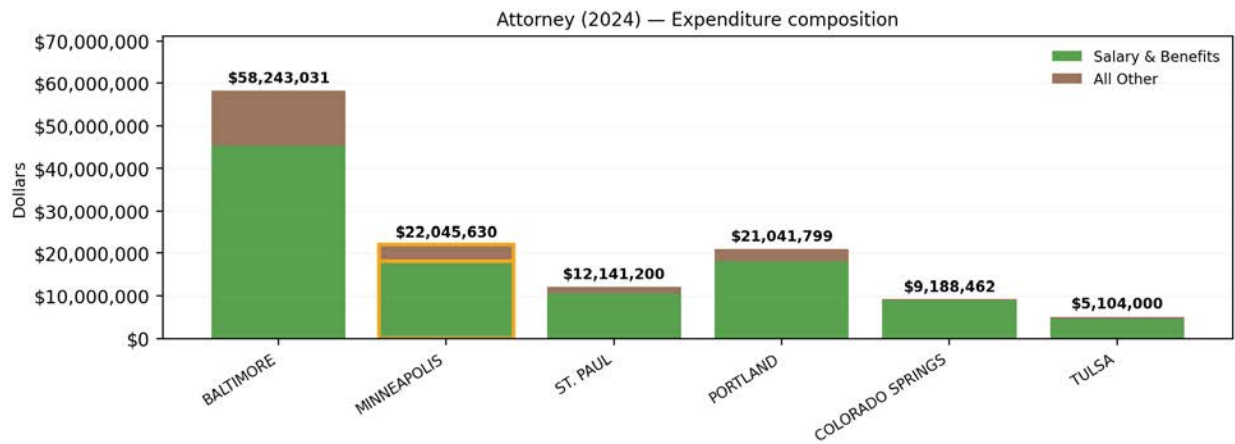


Expenditure growth in Minneapolis has been driven by a 40.81% increase in salary and benefits over recent years, largely due to a class-and-compensation study and updated collective bargaining agreements. These adjustments have contributed to improved retention, with turnover decreasing following compensation changes.

Expenditure Composition

82.80% of Minneapolis’ City Attorney’s Office budget is allocated to personnel costs. This reflects the labor-intensive nature of legal services and the City’s reliance on in-house staff to deliver a wide range of legal functions.

Figure 10: City Attorney’s Office FY24 Expenditure Composition



Personnel costs have increased due to compensation adjustments, which have stabilized staffing but also contributed to higher overall expenditures. Compared to peer cities, Minneapolis remains within a typical range for personnel-heavy departments, though total spending levels are higher.

Functional Scope and Organizational Structure

The City Attorney’s Office in Minneapolis offers a wide range of services in both the civil and criminal divisions. The criminal division manages misdemeanor prosecutions, including specialized units such as general trial, domestic violence, charging, and community attorney teams assigned to precincts. The division also handles a large caseload, with roughly 10,000 cases each year and an average of 688 cases per attorney. Current staffing levels show capacity constraints, with identified needs for more attorneys in several areas.

The civil division covers litigation, client services, labor and employment, and the implementation of the police reform settlement agreement. The client services division

offers legal guidance to City departments and the City Council, with workload increasing due to federal requirements and policy activity. Litigation staff are handling multiple high-value cases, and additional staffing needs have been identified.

The office also manages civil rights issues, handles public information requests through the clerk's office, and is actively involved in meetings, including those of the council, committees, and the board. The City Council's full-time structure contributes to the volume of legal work.

Additional responsibilities include managing U-visa applications, expungements, and ethics-related functions, some of which are not currently supported by dedicated full-time staff. Opportunities have been identified to evaluate workload distribution, including potential use of contracted services for specific functions such as workers' compensation.

Final Observations

The City of Minneapolis maintains a comprehensive City Attorney's Office with broad responsibilities across both civil and criminal functions. Staffing levels and expenditures are higher than most peer cities, both in total and when adjusted for population, reflecting the City's reliance on in-house legal services.

2.3 Emergency Communications (911)

Comparability Notes

Emergency communications functions vary across municipalities in scope, responsibilities, organizational placement, and service delivery models. In some cities, E911 is established as a standalone department. In others, it is embedded within police departments, coordinated through broader public safety structures, or delivered through regional arrangements. These differences affect staffing levels, expenditure reporting, and the availability of detailed cost data. In many jurisdictions, personnel and operating costs are embedded within larger public safety budgets rather than presented as a separate departmental function.

Table 3: Emergency Communications (911) Comparison Table

E-911 (2024) — Comparison Table

Minneapolis is highlighted as the reference. Dollars shown as whole dollars; FTEs to 0.1.

City	Total Expend.	Spend / 1k res.	Authorized FTEs	Spend / Authorized FTE	Salary & Ben.	All Other
MINNEAPOLIS	\$12,653,353	\$29,524	87.5	\$144,643	\$10,281,448	\$2,371,905
BALTIMORE	\$202,211,111	\$355,836	—	—		\$202,211,111
PORTLAND	\$31,486,128	\$49,526	170.9	\$184,237	\$21,936,515	\$9,549,613
COLORADO SPRINGS	\$7,111,322	\$14,408	50.5	\$140,818	—	—
TULSA	\$4,082,000	\$9,832	107.0	\$38,150	—	—
ST. PAUL	\$146,269	\$467	—	—	—	—

These structural differences are important in this benchmarking review because they limit direct comparability. Some cities include a radio shop or communications infrastructure support within the same organizational unit as dispatch operations, while others do not. Some cities also use broader or narrower service models depending on which agencies they dispatch for and whether they serve as a primary Public Safety Answering Point (PSAP) for multiple jurisdictions. As a result, the comparative analysis is most useful for understanding relative structure, scope, and reported resource levels rather than drawing strict apples-to-apples conclusions.

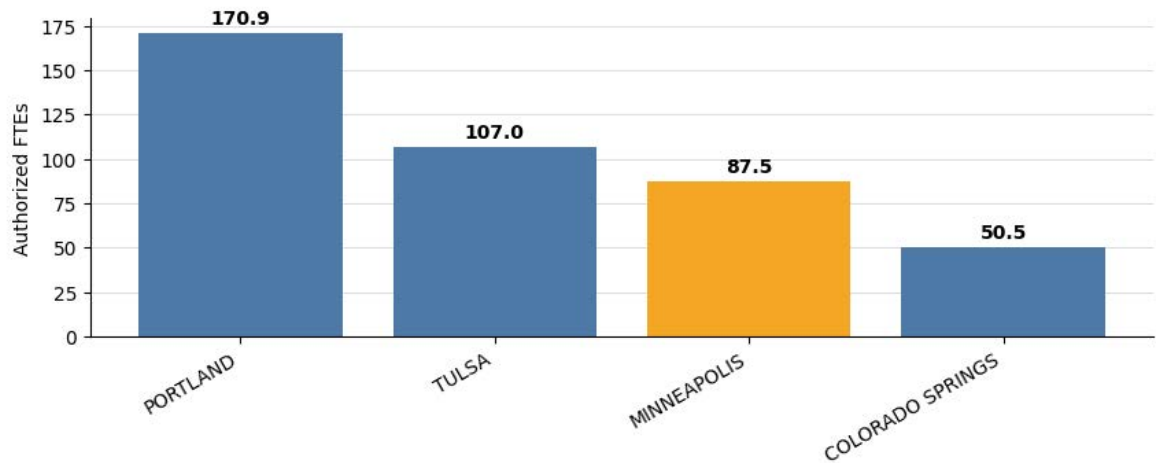
Based on 2026 population estimates, Minneapolis has a population of 428,579. Within the comparison group, Portland, Baltimore, and Colorado Springs have larger populations than Minneapolis, while St. Paul and Tulsa have smaller populations. These differences should be considered when evaluating both staffing levels and expenditures. At the same

time, population alone does not fully explain resource needs in emergency communications, because workload is also shaped by dispatch responsibilities, call complexity, service scope, technology environment, and partner agency coordination.

Staffing Levels

Based on FY24 data, Minneapolis reports 93 authorized FTEs for its E911 function, including eight positions assigned to the radio shop. This staffing model reflects a broader departmental structure than dispatch alone, as it includes support for communications infrastructure in addition to emergency communications operations.

Figure 11: Emergency Communications (911) FY24 Authorized FTEs



Note: Baltimore and St. Paul are excluded due to unavailable data.

Within the comparison group, Portland reports a larger overall staffing model. The City has 117 dispatchers and 10 call takers, in addition to managers, supervisors, and other support staff. This indicates a substantially larger reported communications function than Minneapolis, although the organizational structure is not identical. Minneapolis, by contrast, includes approximately 69 floor staff, with personnel dual-certified to handle both police and fire dispatching, along with radio shop positions and other staff within the department.

Colorado Springs reports a smaller dispatch core than Minneapolis, with 35 dispatchers who also serve as call takers, plus additional staff. This reflects a more consolidated staffing model in which dispatcher and call taker responsibilities are combined. Similarly, Tulsa reports 101 dispatchers who also serve as call takers, plus six additional staff. Although Tulsa does not present the function as a separate department in the same manner as Minneapolis, its reported staffing model indicates a substantial communications operation.

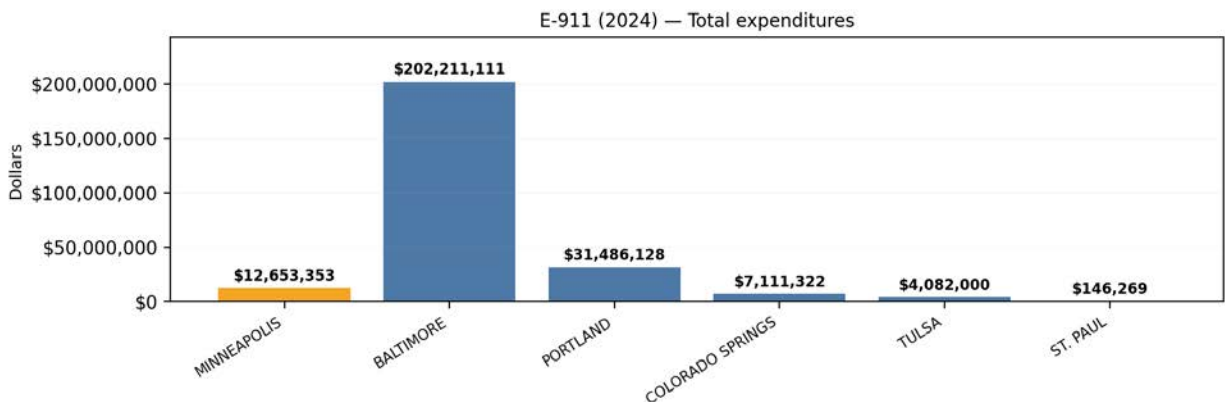
St. Paul does not operate a comparable standalone department and instead contracts this function through Ramsey County. As a result, St. Paul is not directly comparable to Minneapolis from a departmental staffing perspective.

These comparisons illustrate that staffing structures vary considerably across jurisdictions. Some cities separate call taker and dispatcher functions, while others use dual-role personnel. Some include broader support functions within the same organizational unit, while others do not. Minneapolis’s staffing model reflects a multifunctional department that includes dispatch operations, dual-certified personnel, and radio shop support. As a result, staffing comparisons are most useful for understanding relative scale and structure rather than drawing strict conclusions from reported headcounts alone.

Expenditures

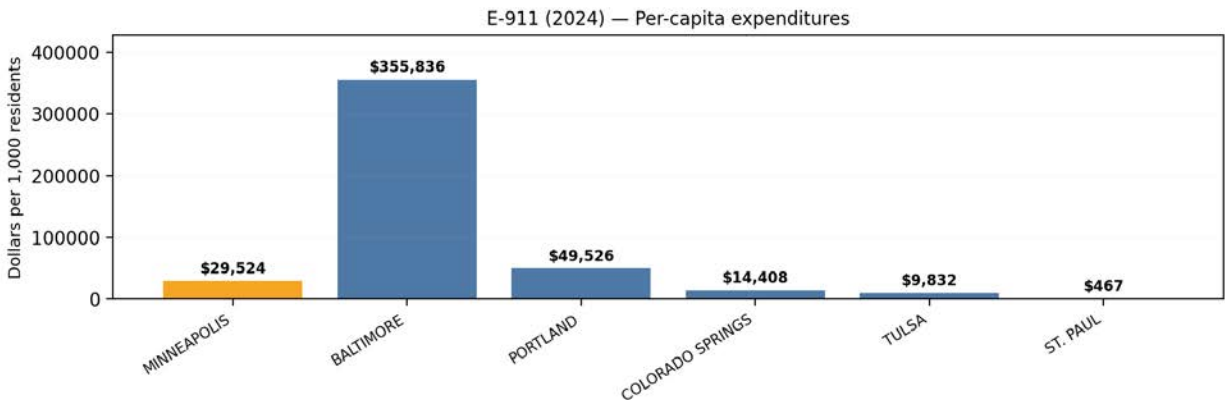
Minneapolis reported actual E911 expenditures of \$12.65 million in 2024, comprising \$10.28 million for salary and benefits and \$2.37 million for other costs. Personnel expenses make up 81.25 percent of total spending. Based on the 2026 population estimate, the total expenditure is roughly \$29,524 per 1,000 residents. This serves as the baseline for comparison.

Figure 12: Emergency Communications (911) FY24 Total Expenditures



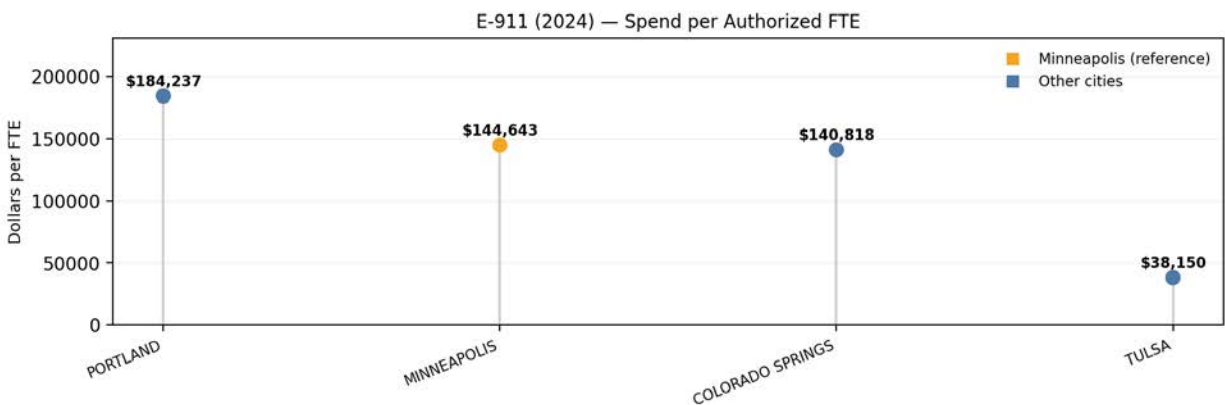
Note: All cities with Total Expenditures in the upload are included. Minneapolis is highlighted.

Figure 13: Emergency Communications (911) FY24 Per Capita Expenditures



Note: All cities with per-capita spending available in the upload are included. Minneapolis is highlighted.

Figure 14: Emergency Communications (911) FY24 Expenditures Per Authorized FTE



Note: Includes all cities with Authorized FTEs in the 911 upload. Minneapolis is highlighted.

Among the peer cities, Portland reported total expenditures of \$31.49 million, including \$21.94 million in salaries and benefits and \$9.55 million in all other costs. Portland’s total spending is approximately 148.8 percent higher than Minneapolis’s, and its spending per 1,000 residents is about \$49,526, or 67.7 percent more than Minneapolis’s. Portland’s personnel share of spending, at 69.67 percent, is lower than Minneapolis’s 81.25 percent, indicating a relatively larger non-personnel expenditure component.

Baltimore reported total expenditures of \$202.21 million, all categorized under other expenditures, with no specific amount for salaries and benefits provided in the data. This results in a reported personnel share of 0.00 percent and spending of approximately \$355,836 per 1,000 residents. The size and makeup of this reported spending strongly

indicate that Baltimore's budget presentation reflects a much broader or significantly different set of activities than Minneapolis's. Therefore, Baltimore should not be considered a directly comparable expenditure benchmark.

St. Paul does not operate this function as a City department; instead, it contracts with Ramsey County. As a result, no directly comparable City expenditure is reported. Colorado Springs includes the function within the Police Department budget, which limits visibility into expenditures as a standalone operation. Tulsa also does not report this as a separate department and includes the function within the Police Department budget. For these cities, the lack of separately identified expenditures does not mean the function is absent; it simply reflects different structuring and reporting.

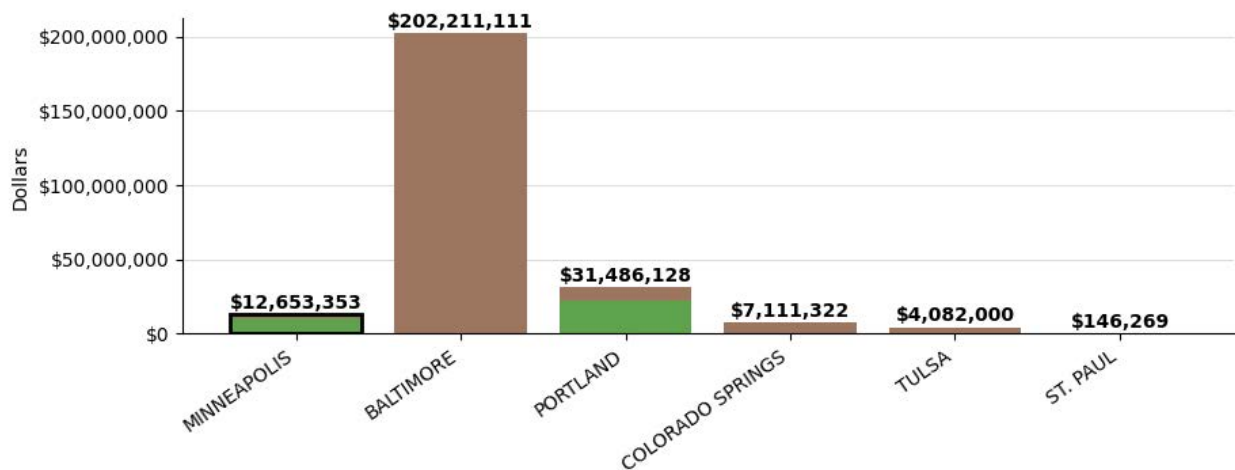
Minneapolis's reported expenditure structure also reflects a broader, more transparent model than some peer jurisdictions, as it includes both dispatch and radio shop functions. The radio shop alone generates approximately \$400,000 in annual activity and supports critical infrastructure, such as towers and vehicle radios. Additional expenditure context for Minneapolis includes increasing call complexity, longer call durations, expanded administrative tasks like data requests and quality assurance activities, and compensation changes resulting from a 2022 market evaluation.

Overall, the expenditure benchmarking indicates that Minneapolis reports a clearly identified and separately presented E911 function, which enhances transparency but also makes peer comparison more difficult. Portland offers the most helpful directional expenditure comparison among the peer cities with available data. Baltimore's reported expenditures seem too broad in scope to serve as a direct benchmark, while St. Paul, Colorado Springs, and Tulsa do not provide comparable standalone expenditure data at the departmental level.

Expenditure Composition

Expenditure composition provides important context to total spending by showing how resources are divided between personnel and non-personnel costs. This is especially relevant in E911 operations, where the function is typically labor-intensive, and staffing usually accounts for the highest cost.

Figure 15: Emergency Communications (911) FY24 Expenditure Composition



Minneapolis displays a heavily personnel-oriented expenditure structure. Salaries and benefits make up 81.25 percent of total costs, with all other expenses comprising 18.75 percent. This shows that the department’s spending is primarily driven by staffing needs, aligning with an ongoing emergency communications operation that depends on trained personnel to deliver 24/7 service.

Portland also follows a personnel-driven model, though to a lesser extent than Minneapolis. Salary and benefits make up 69.67 percent of total expenditures, while all other expenses constitute 30.33 percent. Compared to Minneapolis, Portland’s reported expenditure mix includes a significantly larger non-personnel share, indicating a higher allocation to other operating costs within the reported function.

St. Paul is not directly comparable in this section because the function is contracted through Ramsey County rather than operated and reported as a City department. As a result, City-level expenditure composition data comparable to Minneapolis is not available.

Overall, Minneapolis has a heavily personnel-based E911 expenditure structure, with more than four-fifths of total spending allocated to salaries and benefits. Portland also follows a personnel-driven model, though with a larger non-personnel cost share. Colorado Springs and Tulsa should be included in this analysis if their personnel and non-personnel expenditures can be separately identified. Baltimore should be excluded from this section because personnel cost data are unavailable, and St. Paul is not comparable because the function is provided through Ramsey County rather than as a City-operated department.

Functional Scope and Organizational Structure

Minneapolis functions as a primary Public Safety Answering Point (PSAP) for multiple jurisdictions and services. The City dispatches for Minneapolis Fire, the Park Police, Hennepin EMS, and provides fire and EMS dispatching for the University of Minnesota.

The department uses Central Square for computer-aided dispatch, along with technologies like Rapid Deploy and RapidSOS. Additional features include license plate reader integration, cell phone call tracing, and text-to-911 capabilities, although text messaging remains limited.

The radio shop supports communications infrastructure, including towers and vehicle radios, and is considered adequately staffed. The department also incorporates specialized functions such as animal control, dispatching, and coordination with Behavioral Crisis Response (BCR).

Operational challenges include increasing call complexity, administrative workload, and limitations in the current BCR contract, including response criteria and follow-up practices. The department has identified a need for roughly 10 additional staff members to handle workload demands.

Minneapolis also works with external partners, including Hennepin County and North Memorial Medical Center, which require direct communication for ambulance dispatch and status updates. An embedded social worker from Hennepin County assists with certain calls, though expanding this role may need further review due to data privacy concerns.

Final Observations

Minneapolis operates a comprehensive, centralized emergency communications function with a broad operational scope, including dispatch services, infrastructure support, and coordination with multiple partner agencies. The City's role as a primary PSAP for multiple jurisdictions increases both workload and complexity compared to peer cities.

Staffing levels are generally aligned with operational demands, though increasing call complexity, administrative workload, and evolving service expectations have created pressure on existing resources. The department has identified a need for additional staffing to maintain service levels.

Compared to peer cities, Minneapolis reflects a more centralized and multifunctional model, while other jurisdictions often embed 911 services within police departments or rely on regional or contracted approaches. Minneapolis continues to operate within a

regional framework while maintaining primary responsibility for core dispatch and communications services.

2.4 Emergency Management

Comparability Notes

Emergency management functions differ among municipalities regarding scope, responsibilities, and service delivery methods. In some cities, emergency management operates as an independent function, while in others it is integrated within fire departments, public safety agencies, or managed at the county or regional level. For example, Tulsa contracts this function entirely, leading to a different staffing and expenditure profile compared to cities that handle it internally. These structural differences impact comparisons of staffing levels and expenditures.

Table 4: Emergency Management Comparison Table

City	Total Expend.	Spend / 1k res.	Authorized FTEs	Spend / Authorized FTE	Salary & Ben.	All Other
PORTLAND	\$9,162,934	\$14,413	25.5	\$359,895	\$4,612,997	\$4,549,937
MINNEAPOLIS	\$2,110,015	\$4,923	9.5	\$222,107	\$1,215,582	\$894,433
ST. PAUL	\$5,409,232	\$17,261	8.0	\$676,154	\$440,808	\$4,968,424
COLORADO SPRINGS	\$896,008	\$1,815	9.0	\$99,556	\$748,325	\$147,683
TULSA	\$6,965,000	\$16,777	0.0	—	—	\$6,965,000
BALTIMORE	\$8,953,732	\$15,756	—	—	—	\$8,953,732

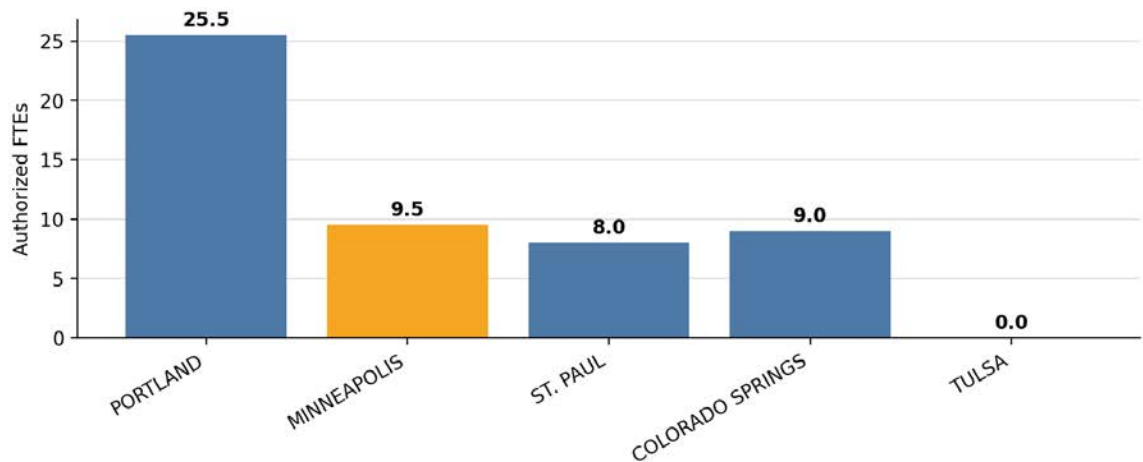
Note: Spend/Authorized FTE = Total Expenditures ÷ Authorized FTEs. '—' indicates not available.

Based on 2026 population estimates, Minneapolis has a population of 428,579. Within the comparison group, Portland (48.3% larger), Baltimore (32.6% larger), and Colorado Springs (15.2% larger) have larger populations than Minneapolis, while St. Paul (26.9% smaller) and Tulsa (3.1% smaller) have smaller populations. These differences should be considered when evaluating both staffing levels and expenditures.

Staffing Levels

Based on FY24 data, Minneapolis reports 9.50 authorized FTEs for emergency management. Of these positions, six are funded by grants. In addition to the core emergency management staff, the Health Department includes five personnel dedicated to Health Emergency Preparedness. While these positions are functionally separate from the Emergency Management Department, they reflect a broader emergency-preparedness effort across the City and may involve related activities.

Figure 16: Emergency Management FY24 Authorized FTEs



Note: Baltimore is excluded due to unavailable FTE data.

Within the comparison group, Minneapolis has a middle-range staffing level. St. Paul reports 8.00 authorized FTEs, slightly below Minneapolis. Colorado Springs reports 9.00 authorized FTEs, also just under Minneapolis. Portland reports 25.46 authorized FTEs, significantly higher than Minneapolis, indicating a larger staffing model for this function. Baltimore does not report comparable authorized FTE data. Tulsa operates with a contracted service model instead of direct City staffing, so no comparable authorized FTE count is available for the City.

These staffing levels indicate that Minneapolis is not an outlier at either the low or high end among cities with directly reported staffing. Its core emergency management staffing is slightly higher than St. Paul and Colorado Springs but significantly lower than Portland. However, these differences should be viewed considering varying service models, organizational structures, and how related preparedness responsibilities are delegated or contracted out.

The Minneapolis staffing profile is also notable because a significant portion of the department's positions are funded by grants. That funding structure can support service capacity, but also creates a different level of reliance on outside funding compared to a fully locally financed model. Additionally, the presence of separate Health Emergency Preparedness staff indicates that some preparedness-related responsibilities go beyond the department itself. As a result, Minneapolis's overall emergency preparedness capacity is broader than what the department's 9.50 authorized FTEs alone would suggest, even though those Health Department positions do not directly equate to core emergency management staffing.

Overall, the staffing comparison indicates that Minneapolis has a modest but not unusually small emergency management department compared to peer cities with similar reported staffing data. The city's core staffing level is similar to St. Paul and Colorado Springs, significantly lower than Portland, and cannot be directly compared to Tulsa's contracted model or Baltimore, where similar staffing data are not reported.

Expenditures

Minneapolis reported total emergency management expenditures of \$2.11 million for 2024. Based on the 2026 population estimate, this amounts to approximately \$4,923 per 1,000 residents. This serves as the baseline for comparison. Among the peer group, Minneapolis's total expenditures are lower than those of St. Paul, Portland, Baltimore, and Tulsa, but higher than those of Colorado Springs. St. Paul reported total expenditures of \$5.41 million, which is 156.4 percent above those of Minneapolis. Per capita, St. Paul reports about \$17,261 per 1,000 residents, or 250.6 percent higher than Minneapolis.

Figure 17: Emergency Management FY24 Total Expenditures

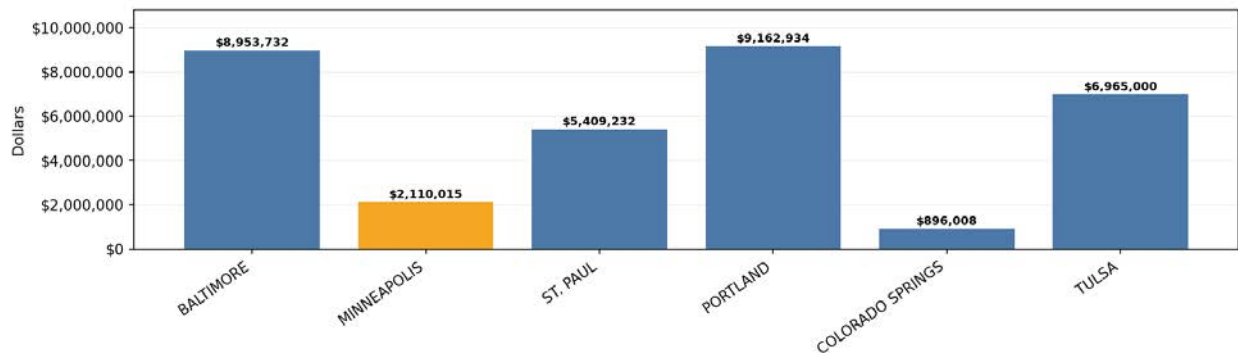
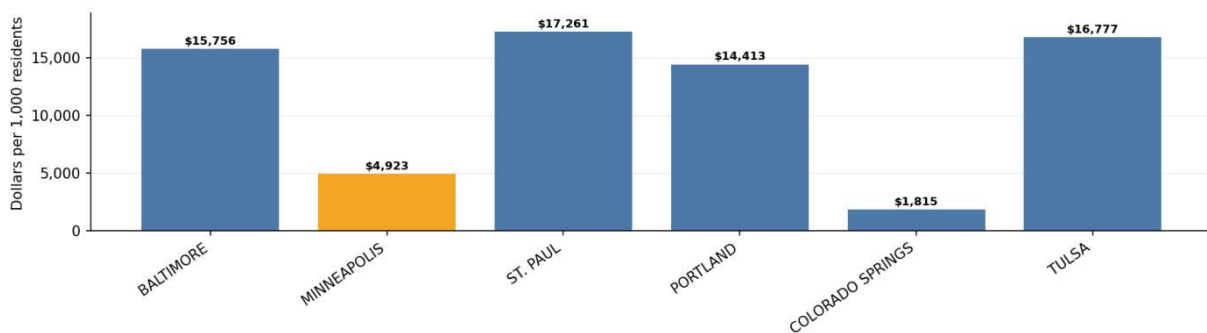
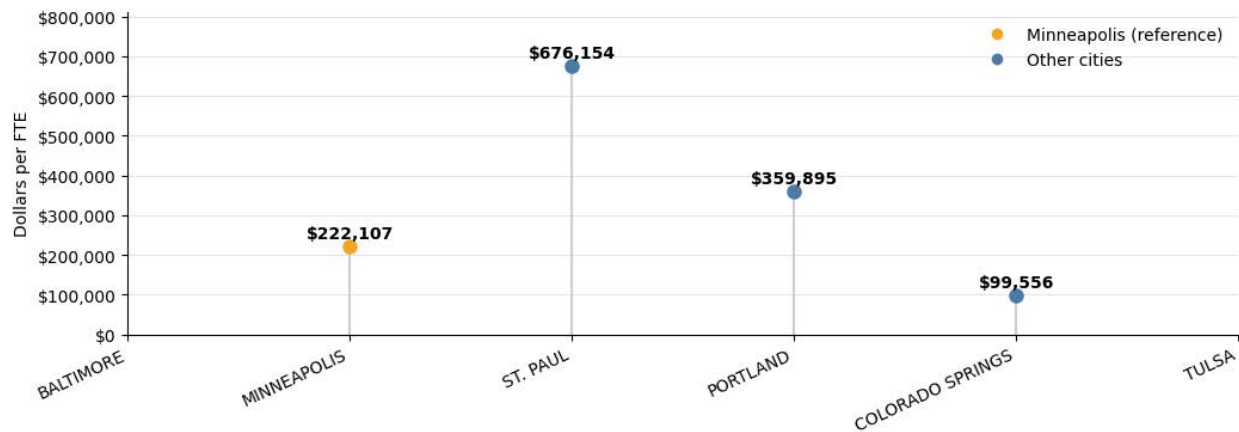


Figure 18: Emergency Management FY24 Per Capita Expenditures



Note: Values shown are dollars per 1,000 residents (2024).

Figure 19: Emergency Management FY24 Expenditures Per Authorized FTE



Portland reported total expenditures of \$9.16 million, which is 334.3 percent higher than Minneapolis. Portland’s spending per 1,000 residents is approximately \$14,413, or 192.7 percent higher than Minneapolis’s. This places Portland significantly above Minneapolis in both total expenditure and per-capita terms. Baltimore reported total expenditures of \$8.95 million, which is 324.3 percent higher than Minneapolis. Per 1,000 residents, Baltimore spends about \$15,756, or 220.0 percent more than Minneapolis. Baltimore thus also shows a considerably higher level of expenditure than Minneapolis.

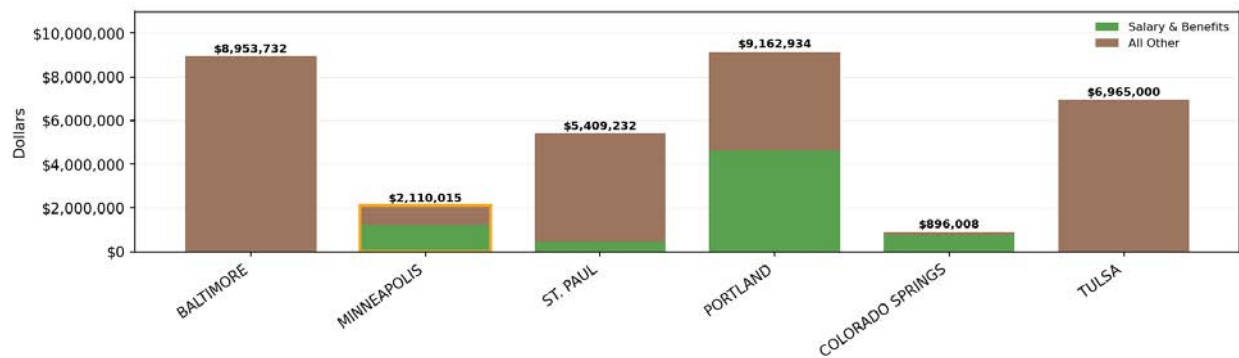
Colorado Springs reported total expenditures of \$896,008, which is 57.5 percent lower than Minneapolis. Per capita, Colorado Springs spends approximately \$1,815 per 1,000 residents, or 63.1 percent less than Minneapolis. Among the peer cities, Colorado Springs is the only jurisdiction in this comparison with lower total expenditures than Minneapolis. Tulsa reported total expenditures of \$6.97 million under a contracted service model, which is 230.1 percent higher than Minneapolis. Per capita, Tulsa spends approximately \$16,777 per 1,000 residents, or 240.8 percent more than Minneapolis. Although Tulsa’s service model differs from Minneapolis’s, its reported total expenditures remain relevant for benchmarking the overall level of resources allocated to the function.

Overall, Minneapolis shows a lower total expenditure profile than most peer jurisdictions in this comparison. Only Colorado Springs reports lower total spending. St. Paul, Portland, Baltimore, and Tulsa all report significantly higher total expenditures, both in absolute dollars and per 1,000 residents. These comparisons suggest that Minneapolis operates below most of its peer group in reported total emergency management spending.

Expenditure Composition

Expenditure composition offers important context for overall spending by showing how resources are divided between personnel and non-personnel costs. In emergency management, these differences can be significant because some cities mainly use in-house staff, while others rely more on contracted services, external support, or other non-personnel expenses.

Figure 20: Emergency Management FY24 Expenditure Composition



In Minneapolis, salary and benefits make up 57.61 percent of total emergency management costs, while all other expenses account for 42.39 percent. This shows a somewhat personnel-focused cost structure, with staffing accounting for the largest share of the budget, but non-personnel costs remain significant. St. Paul's expenditure breakdown differs quite a bit from Minneapolis's. Salaries and benefits represent only 8.15 percent of total spending, with all other expenses comprising 91.85 percent. This indicates a cost structure that relies less on personnel and focuses more on non-personnel costs.

Portland reports a more balanced mix of expenditures. Salary and benefits account for 50.34 percent of total spending, while all other expenses make up 49.66 percent. Compared to Minneapolis, Portland allocates a smaller portion of its budget to personnel and a larger share to non-personnel costs, although the overall balance between the two categories remains fairly even. Colorado Springs has the most personnel-heavy expenditure structure among cities with identifiable personnel costs. Salary and benefits comprise 83.52 percent of total spending, with all other expenses at 16.48 percent. This is significantly more driven by personnel than Minneapolis and indicates a much greater focus on staffing costs.

Baltimore should be excluded from this part of the analysis. Personnel cost details are unavailable, and the reported figure only reflects total spending. Since this section compares the mix of personnel and non-personnel expenses, Baltimore's reported

expenditures do not provide a valid basis for comparison. Tulsa shows a different expenditure pattern because the service is delivered through a contracted model. As reported, 100 percent of the spending falls under all other expenditures, with no salary or benefits reported. This highlights how a contracted model appears in the expenditure data, but it cannot be directly compared to cities that mainly use in-house staffing for this function.

Overall, Minneapolis displays a mixed but primarily personnel-focused emergency management expenditure structure. Its share of personnel costs is significantly higher than St. Paul's, somewhat higher than Portland's, and substantially lower than Colorado Springs'. Tulsa features a fully non-personnel expenditure model through its contracted approach, while Baltimore cannot be evaluated for expenditure composition because personnel cost data are unavailable.

Functional Scope and Organizational Structure

Minneapolis maintains a comprehensive emergency management program that includes coordinating the City's Continuity of Operations Plans (CoOP), managing all city alert sirens, and supporting training and exercise initiatives. In 2025, the City conducted four major exercises, including two that were citywide, and held about eight training sessions annually for departments and partner agencies.

The department has also supported several real-world activations, including three major emergency management responses in the past year. These events require extensive staff coordination and resource commitment, highlighting the operational demands on the function.

In addition, emergency preparedness responsibilities are distributed across departments. The presence of Health Emergency Preparedness staff within the Health Department suggests an opportunity to evaluate how emergency-related functions are aligned across the organization. One or more of these positions may be able to support a broader scope of emergency management if transferred to the Emergency Management Department, depending on organizational priorities.

Final Observations

Minneapolis maintains a well-defined emergency management function that includes planning, coordination, training, and response activities. Staffing levels are supported by grant funding. The City's recent experiences with multiple activations highlight the need to ensure sufficient capacity to manage complex, resource-intensive events. Distributing emergency preparedness responsibilities across departments offers an opportunity to

assess alignment and confirm that resources are organized to support a coordinated, citywide emergency management approach.

2.5 Fire Department

Comparability Notes

Fire service delivery models vary across municipalities in terms of scope, responsibilities, and service delivery. A key difference across the comparison group is whether the fire department provides EMS transport services. Minneapolis does not operate EMS transport, unlike most peer cities. Tulsa is the only other benchmark city in this group that also does not provide EMS transport. This distinction has a direct impact on staffing levels, call volume composition, and expenditures, as departments providing EMS transport typically require additional personnel, equipment, and resources.

Table 5: City Fire Department Comparison Table

City	Total Expend.	Spend / 1k res.	Authorized FTEs	Spend / Authorized FTE	Salary & Ben.	All Other
PORTLAND	\$171,925,121	\$270,429	824.9	\$208,419	\$145,667,518	\$26,257,603
MINNEAPOLIS	\$90,419,358	\$210,975	442.0	\$204,569	\$73,988,529	\$16,430,829
ST. PAUL	\$76,942,584	\$245,529	514.0	\$149,694	\$71,159,139	\$5,783,445
COLORADO SPRINGS	\$104,826,733	\$212,392	626.0	\$167,455	\$94,590,022	\$10,236,711
TULSA	\$105,346,000	\$253,752	749.0	—	—	\$18,142,000
BALTIMORE	\$244,619,149	\$430,462	1,768.0	—	—	\$244,619,149

Note: Spend/Authorized FTE = Total Expenditures ÷ Authorized FTEs. '—' indicates not available. Baltimore salary & benefits not available; Tulsa outsources this function.

Based on 2026 population estimates, Minneapolis has a population of 428,579. Within the comparison group, Portland is 48.3 percent larger, Baltimore is 32.6 percent larger, and Colorado Springs is 15.2 percent larger than Minneapolis. St. Paul is 26.9 percent smaller, and Tulsa is 3.1 percent smaller. These differences should be considered when evaluating staffing, expenditures, and spending per 1,000 residents.

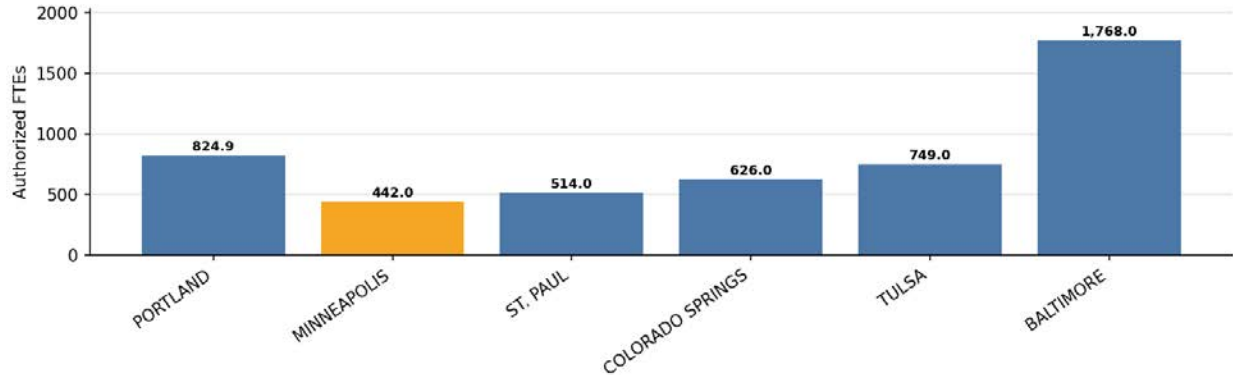
The fire comparison is also shaped by differences in the service model beyond population. Departments that provide EMS transport generally operate with a broader response and resource model than Minneapolis. As a result, staffing and spending differences are not explained by population alone.

Staffing Levels

Based on FY24 data, Minneapolis reports 442.0 authorized FTEs. St. Paul reports 514.0 authorized FTEs, which is 16.3 percent higher than Minneapolis. Portland reports 824.9 authorized FTEs, which is 86.6 percent higher. Baltimore reports 1,768.0 authorized FTEs, an increase of 300.0 percent. Colorado Springs reports 626.0 authorized FTEs,

which is 41.6 percent higher. Tulsa reports 749.0 authorized FTEs, which is 69.5 percent higher.

Figure 21: City Fire Department FY24 Authorized FTEs



Note: Minneapolis is highlighted.

Although Minneapolis has fewer authorized FTEs than each benchmark city, these figures should be viewed in light of the department's narrower EMS transport service model. Minneapolis has approximately 441 total FTEs, including 434 sworn personnel and 7 administrative staff. Current sworn staffing is slightly lower at about 431. The department also has 15 positions supported through a SAFER grant that are expected to fully transition to the general fund.

Minimum staffing levels are set at 105 personnel per shift, supported by a modified schedule. Operational deployment includes 20 engines and 9 ladder trucks, with 3 personnel per engine and 4 per ladder. The department operates 19 stations and keeps 1 spare engine and 1 spare ladder. Compared to peer cities, staffing levels should be viewed in the context of service delivery. Although Minneapolis does not provide EMS transport, it still responds to many EMS-related calls, which affects staffing needs. The department has expressed a goal of increasing its sworn positions by roughly 45 to meet operational demands.

Expenditures

Minneapolis reports total FY2024 expenditures of \$90.4 million. St. Paul reports \$76.9 million, which is 14.9 percent lower than Minneapolis. Portland reports \$171.9 million, which is 90.1 percent higher. Baltimore reports \$244.6 million, which is 170.5 percent higher. Colorado Springs reports \$104.8 million, which is 15.9 percent higher. Tulsa reports \$105.3 million, which is 16.5 percent higher.

Figure 22: City Fire Department FY24 Total Expenditures

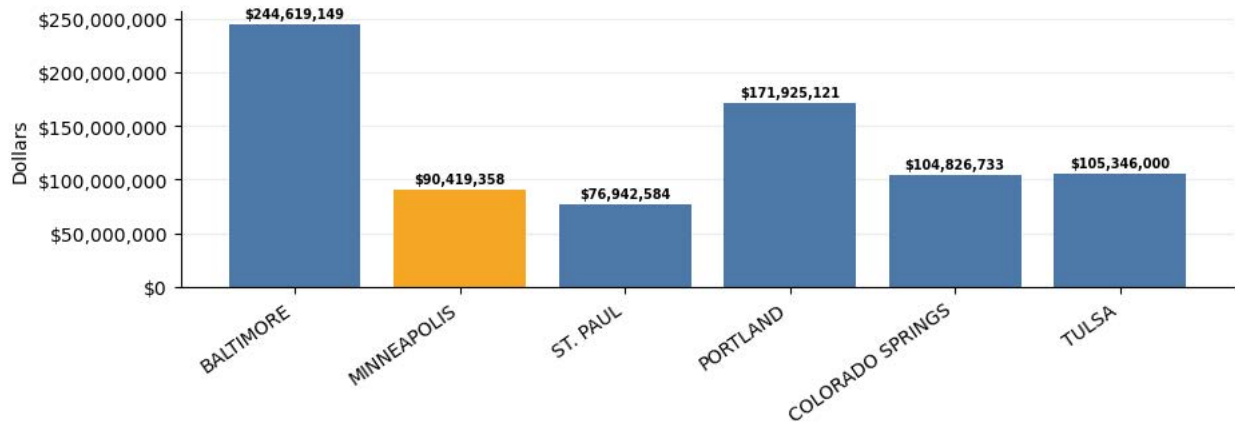
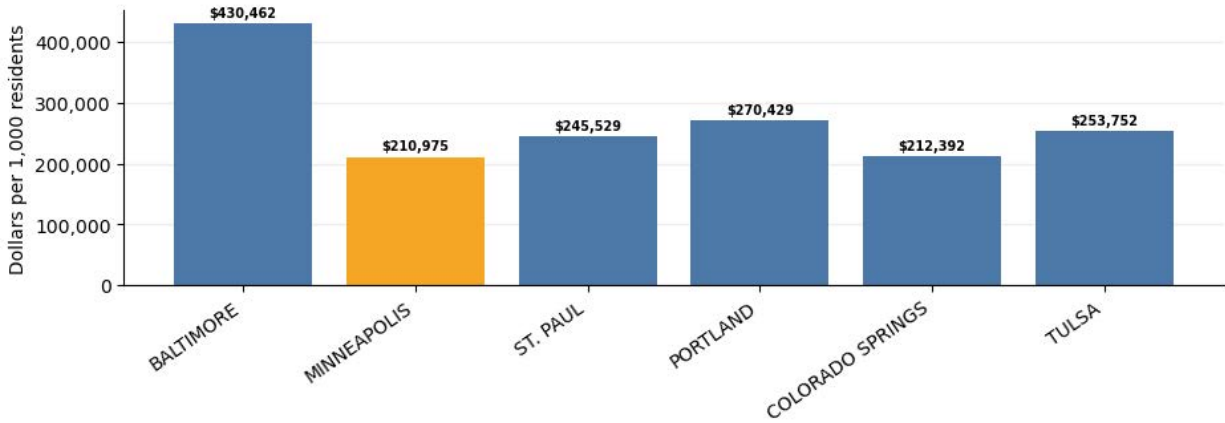
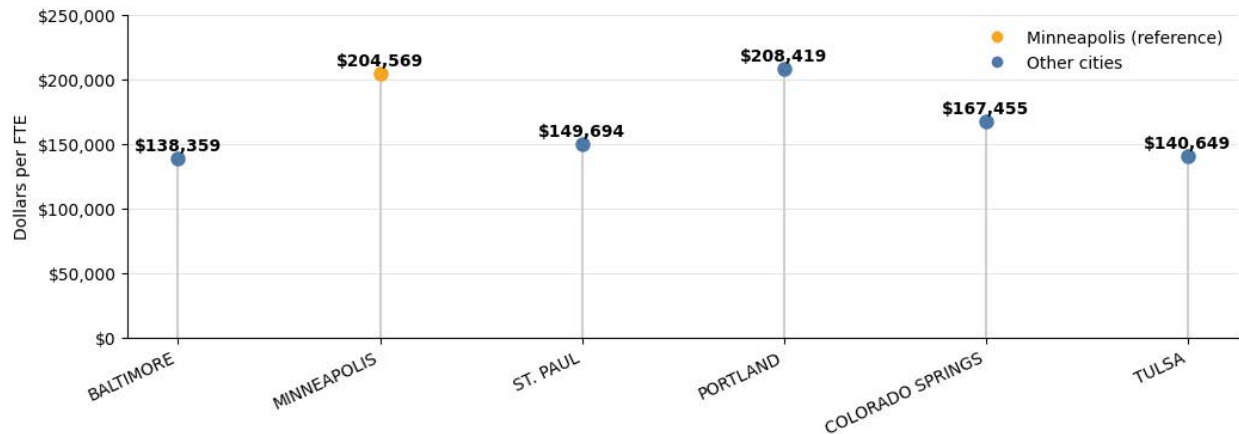


Figure 23: City Fire Department FY24 Per Capita Expenditures



Note: Values shown are total spend per 1,000 residents (2026).

Figure 24: City Fire Department FY24 Expenditures Per Authorized FTE



On a per-1,000-resident basis, Minneapolis reports \$210,974.77. St. Paul reports \$245,528.79, which is 16.4 percent higher than Minneapolis. Portland reports \$270,429.24, which is 28.2 percent higher. Baltimore reports \$430,462.14, which is 104.0 percent higher. Colorado Springs reports \$212,391.62, which is 0.7 percent higher. Tulsa reports \$253,751.62, which is 20.3 percent higher.

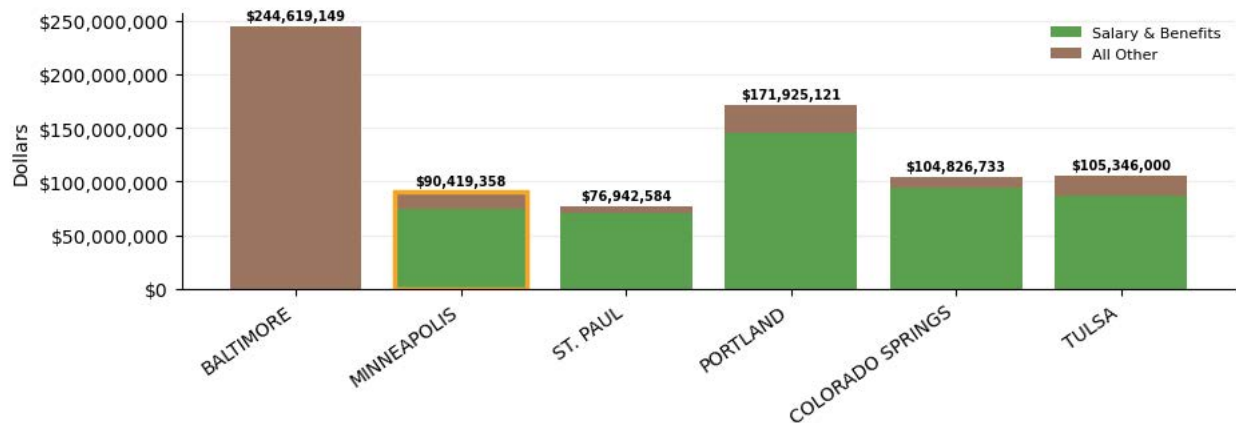
These comparisons are important because they show that Minneapolis is not simply lower-cost because it is smaller. In fact, St. Paul and Colorado Springs both report per-capita spending levels that are close to or above Minneapolis, while Portland, Tulsa, and especially Baltimore report materially higher spending per 1,000 residents. Even without EMS transport, Minneapolis operates at a substantial scale and experiences significant demand.

Minneapolis responds to approximately 67,000 to 68,000 calls annually, with the majority related to EMS. Despite not providing transport services, the high call volume places significant demand on staffing and resources. Call volume has nearly doubled over time while staffing has increased by only about 7 percent.

Expenditure Composition

Minneapolis reports \$74.0 million in salary and benefits and \$16.4 million in all other expenditures. Salary and benefits account for 81.83 percent of total spending. St. Paul reports a personnel share of 92.48 percent, which is 13.0 percent higher than Minneapolis. Portland reports 84.73 percent, which is 3.5 percent higher. Baltimore reports 0.00 percent in the reported personnel share. Colorado Springs reports 90.23 percent, which is 10.3 percent higher. Tulsa reports 82.78 percent, which is 1.2 percent higher.

Figure 25: City Fire Department FY24 Expenditure Composition



In dollar terms, Minneapolis’ salary and benefits total is 3.8 percent higher than St. Paul’s, but 96.9 percent lower than Portland’s, 27.8 percent lower than Colorado Springs, and 17.9 percent lower than Tulsa. For all other expenditures, Minneapolis reports \$16.4 million. That is 64.8 percent higher than St. Paul, 59.8 percent lower than Portland, 37.7 percent higher than Colorado Springs, and 10.4 percent lower than Tulsa. Baltimore’s reported all other expenditures are 1,388.8 percent higher than Minneapolis’s.

This shows that Minneapolis is a personnel-intensive department, consistent with fire operations generally, but its expenditure mix is somewhat less heavily weighted toward personnel than St. Paul’s and Colorado Springs’. At the same time, Minneapolis’ non-personnel spending is materially higher than St. Paul and Colorado Springs, though below Portland and Tulsa. Differences in EMS transport, apparatus, facilities, and cost allocation practices likely contribute to these differences.

Fire departments are typically personnel-intensive, and Minneapolis is no exception. Overtime costs have increased due to operational demands, including higher call volume and workforce impacts such as PTSD, which can affect staffing availability. Due to differences in EMS transport responsibilities and how costs are structured across cities, expenditure composition is not directly comparable in all respects. Departments providing transport services often have different cost structures and revenue offsets.

Functional Scope and Organizational Structure

The Minneapolis Fire Department provides fire suppression, emergency response, and EMS first response, but does not provide EMS transport. This places the department in a different operational category than many peer cities.

The department operates with two collective bargaining agreements covering firefighters and chiefs, as well as union representation for administrative staff. Training is conducted primarily in-house, with typically one academy per year and occasional additional academies supported through partnerships.

The department does not have a dedicated Fire Marshal function, and administrative staffing is relatively limited. HR functions are supported through centralized City services. Minneapolis also participates in mutual aid agreements with Fort Snelling and the Veterans Administration hospital, supporting regional coordination of emergency response services.

Final Observations

Minneapolis operates a fire department with a narrower service scope than most peer cities in one critical area: it does not provide EMS transport. Tulsa is the only other benchmark city in the group with the same limitation. That difference affects staffing, cost structure, and the overall scale of operations.

Overall, the benchmark data shows that Minneapolis operates a relatively leaner department by authorized staffing than peer cities, but not a low-demand one. High EMS-related call volume, growing operational pressure, and the absence of transport revenue make the department's resource needs more significant than a simple staffing comparison would suggest.

2.6 Office of Community Safety Administration

Comparability Notes

The Office of Community Safety Administration is not broadly comparable across benchmark cities because most jurisdictions do not maintain a separate department-level structure with this type of administrative and oversight role over public safety functions. Based on the comparison data, Portland and Baltimore are the only other cities with a similar department or level of oversight over public safety beyond typical management supervision. St. Paul, Colorado Springs, and Tulsa do not report a comparable standalone department.

Table 6: Office of Community Safety Administration Comparison Table

City	Total Expend.	Spend / 1k res.	Authorized FTEs	Spend / Authorized FTE	Salary & Ben.	All Other
PORTLAND	\$1,603,130	\$2,522	8.0	\$200,391	\$1,253,606	\$349,524
MINNEAPOLIS	\$2,210,196	\$5,157	12.0	\$184,183	\$1,803,065	\$407,131
ST. PAUL	—	—	—	—	—	—
COLORADO SPRING	—	—	—	—	—	—
TULSA	—	—	—	—	—	—
BALTIMORE	\$5,567,945	\$9,798	—	—	—	\$5,567,945

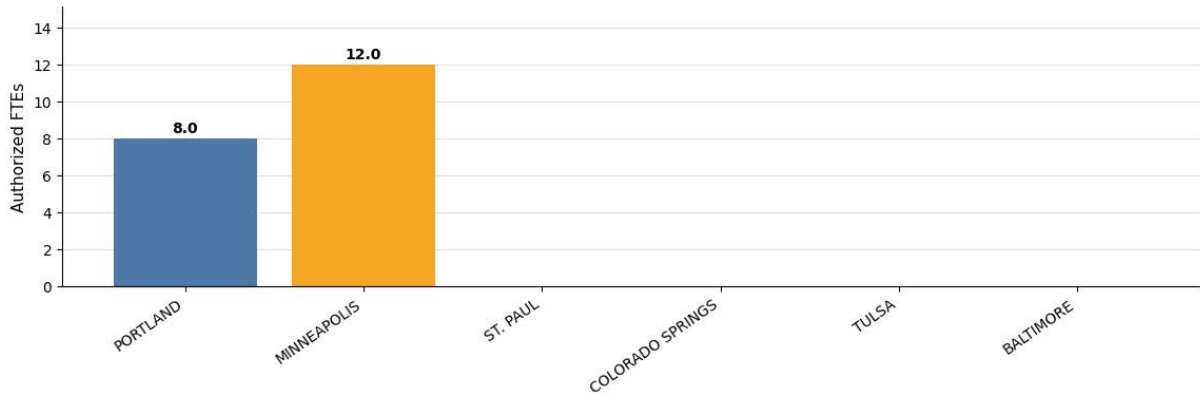
Note: "—" indicates data not available or no standalone department.

This limited comparison base is important because it means differences in staffing and expenditures are driven primarily by organizational structure and how public safety oversight functions are grouped and reported. Minneapolis reports this work through a distinct office, while several peer cities manage comparable responsibilities within broader executive or departmental structures rather than through a separate administrative office.

Staffing Levels

Minneapolis reports 12.0 authorized FTEs. Portland reports 8.0 authorized FTEs, which is 33.3 percent lower than Minneapolis. Comparable staffing data is not reported for St. Paul, Baltimore, Colorado Springs, or Tulsa because those cities do not report a comparable standalone office in the comparison data.

Figure 26: Office of Community Safety Administration FY24 Authorized FTEs



Note: Minneapolis is highlighted.

The staffing comparison is therefore narrow. Within the cities that do report a comparable structure, Minneapolis has the larger authorized staffing complement. That suggests Minneapolis has placed greater organizational emphasis on maintaining a dedicated administrative layer for community safety oversight than Portland.

Expenditures

Minneapolis reports total FY2024 expenditures of \$2,210,196. Portland reports \$1,603,130, which is 27.5 percent lower than Minneapolis. Baltimore reports \$5,567,945, which is 151.9 percent higher than Minneapolis. Comparable expenditure data is not reported for St. Paul, Colorado Springs, or Tulsa because those cities do not report a comparable standalone office.

Figure 27: Office of Community Safety Administration FY24 Total Expenditures

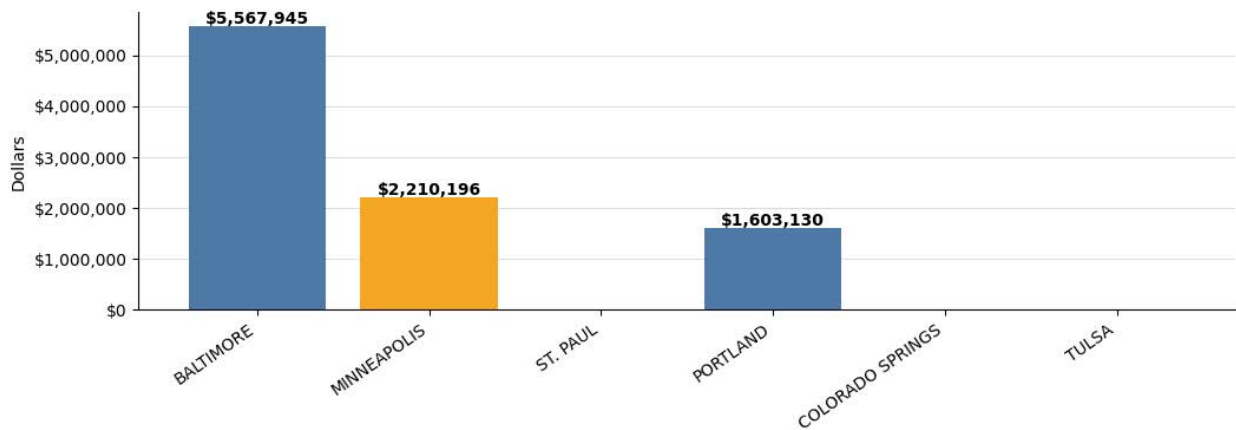
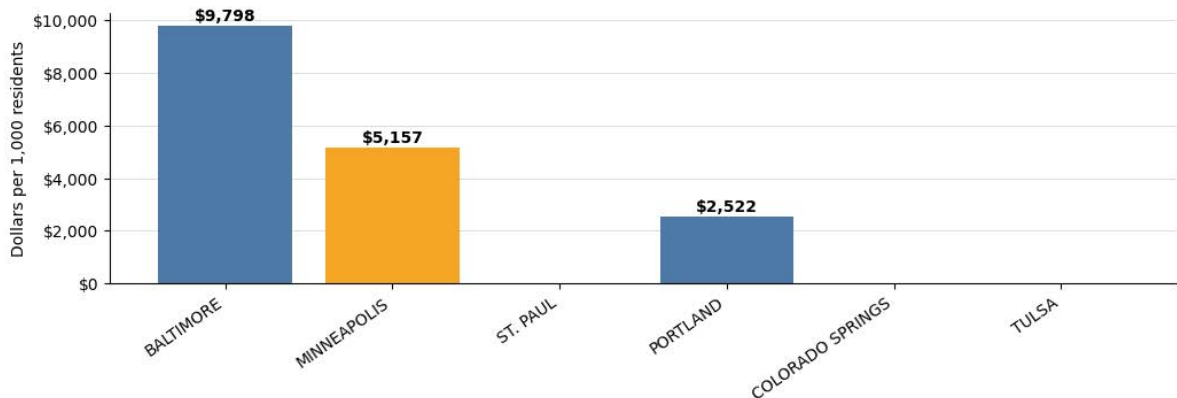
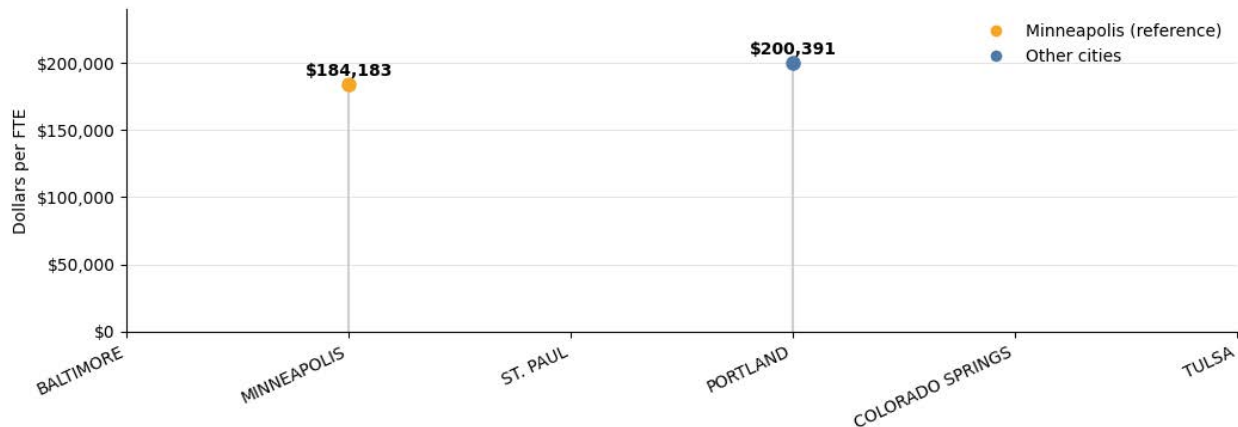


Figure 28: Office of Community Safety Administration FY24 Per Capita Expenditures



Note: Values shown are total spend per 1,000 residents based on 2026 population estimates.

Figure 29: Office of Community Safety Administration FY24 Expenditures Per Authorized FTE



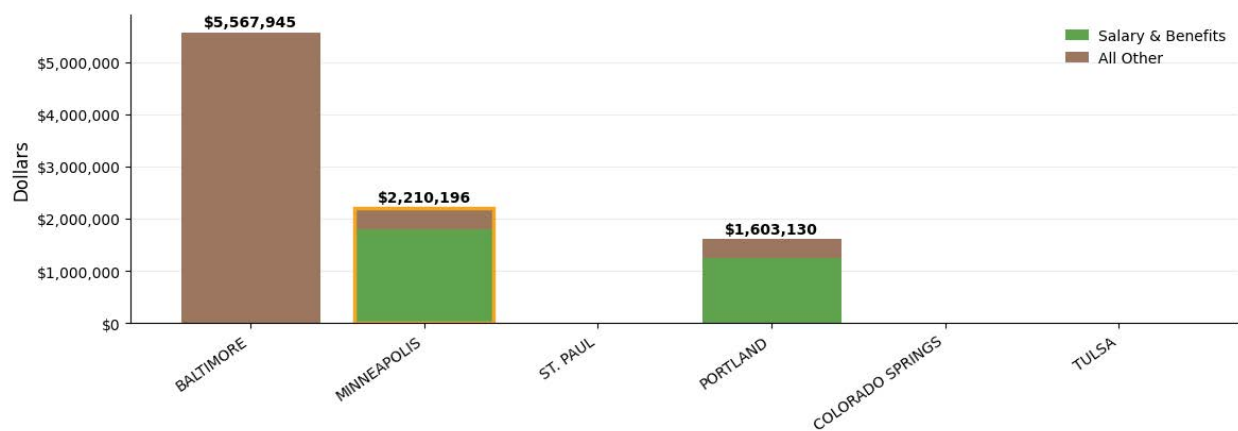
On a per-1,000-resident basis, Minneapolis reports \$5,157.03. Portland reports \$2,521.64, which is 51.1 percent lower than Minneapolis. Baltimore reports \$9,798.05, which is 90.0 percent higher than Minneapolis.

These differences show that Minneapolis sits between Portland and Baltimore on the overall investment scale. Minneapolis reports higher staffing and spending than Portland, but materially lower spending than Baltimore. Because the comparison group is limited, these figures should be interpreted primarily as reflecting differing organizational models for public safety oversight rather than as a direct measure of service intensity.

Expenditure Composition

Minneapolis reports \$1,803,065 in salary and benefits and \$407,131 in all other expenditures. Salary and benefits represent 81.58 percent of total expenditures. Portland reports \$1,253,606 in salary and benefits, which is 30.5 percent lower than Minneapolis, and \$349,524 in all other expenditures, which is 14.1 percent lower than Minneapolis. Portland's personnel share is 78.20 percent, which is 4.1 percent lower than Minneapolis's.

Figure 30: Office of Community Safety Administration FY24 Expenditure Composition



Baltimore reports \$5,567,945 in all other expenditures, which is 1,267.6 percent higher than Minneapolis. The reported expenditure mix for Baltimore differs materially from Minneapolis and Portland, indicating a structurally different budget composition for this function.

Minneapolis' expenditure profile is heavily personnel-driven, which is consistent with an office focused on administration, coordination, and oversight rather than direct field service delivery. Portland shows a similar overall mix, while Baltimore's reported composition is materially different.

Operational Considerations

A dedicated Office of Community Safety Administration can serve an important coordination and oversight role across public safety functions. This type of office can help align strategy, improve accountability, support cross-departmental coordination, and provide a focused administrative structure for public safety priorities spanning multiple operating departments.

From a governance perspective, this type of structure may also support stronger policy alignment and clearer executive oversight of public safety functions. At the same time, creating a separate department introduces an additional administrative layer, and the value of that structure depends on whether the office is clearly differentiated from routine departmental supervision and whether it improves coordination, strategy, and accountability.

Because most benchmark cities do not report comparable standalone office data, Minneapolis' structure should be understood as a governance and organizational choice rather than a standard feature across peer jurisdictions.

Final Observations

Minneapolis is one of only a small number of benchmark cities reporting a separate Office of Community Safety Administration or a similar department-level public safety oversight structure. Portland and Baltimore are the only other benchmark cities with a roughly comparable model, while the remaining cities do not report a standalone office.

Minneapolis reports 12.0 authorized FTEs and \$2.21 million in total expenditures. Relative to Minneapolis, Portland reports 33.3 percent fewer FTEs and 27.5 percent lower total expenditures, while Baltimore reports 151.9 percent higher total expenditures. On a per 1,000 resident basis, Minneapolis reports \$5,157.03, compared with \$2,521.64 in Portland and \$9,798.05 in Baltimore.

The office's expenditure profile is primarily personnel-driven, with 81.58 percent of spending in salary and benefits. That is broadly similar to Portland's 78.20 percent personnel share, though Baltimore's reported expenditure composition differs materially.

Overall, the benchmark data indicate that Minneapolis has made a distinct organizational choice to maintain a separate administrative office for community safety oversight. Because few peer cities report a comparable structure, the most useful observation is structural: Minneapolis has created a dedicated layer of public safety administration that sits above routine departmental supervision, and that choice carries both governance implications and direct administrative cost.

2.7 Police Department

Comparability Notes

Police service delivery models vary across municipalities in terms of scope, responsibilities, and organizational structure. In some cities, functions such as crime laboratories and emergency communications are included within the police department, while in others they are separate. Minneapolis, Baltimore, and Colorado Springs maintain their own crime labs, which increases both staffing and expenditure levels relative to cities where those functions are housed elsewhere.

Table 7: Police Department Comparison Table

Police (2024) – Comparison Table

Minneapolis is highlighted as the reference. Dollars are shown as whole dollars; FTEs shown to 0.1.

City	Total Expend.	Spend / 1k res.	Authorized FTEs	Spend / Authorized FTE	Salary & Ben.	All Other
PORTLAND	\$261,679,425	\$411,608	1,212.9	\$215,747	\$192,003,364	\$69,676,061
MINNEAPOLIS	\$222,737,304	\$519,711	996.0	\$223,632	\$165,634,975	\$57,102,329
ST. PAUL	\$109,737,257	\$350,179	792.5	\$138,461	\$103,036,676	\$6,700,581
COLORADO SPRINGS	\$159,110,874	\$322,378	1148.0	\$138,598	\$0	\$159,110,874
TULSA	\$155,297,000	\$374,071	1094.0	\$141,953	\$128,917,000	\$26,380,000
BALTIMORE	\$599,326,175	\$1,054,649	3,265.0	\$183,561	\$0	\$599,326,175

Certain data limitations also affect comparability. Personnel cost data could not be separated for Baltimore and Colorado Springs, and some cities include or exclude 911 and related functions differently. These differences should be considered when evaluating expenditure composition and overall cost levels.

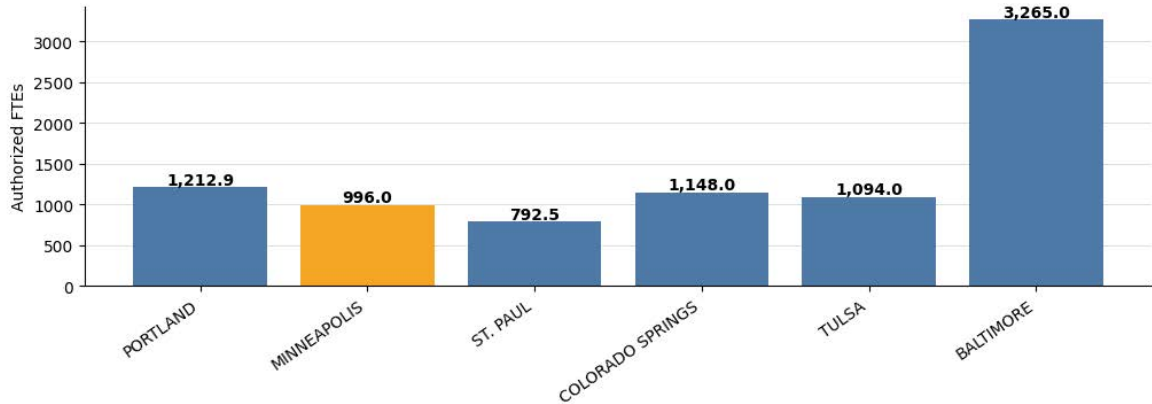
Based on 2026 population estimates, Minneapolis has a population of 428,579. Within the comparison group, Portland (48.3% larger), Baltimore (32.6% larger), and Colorado Springs (15.2% larger) have larger populations than Minneapolis, while St. Paul (26.9% smaller) and Tulsa (3.1% smaller) have smaller populations. These differences should be considered when evaluating both staffing levels and expenditures.

Staffing Levels

Based on FY24 data, Minneapolis reports 996 authorized FTEs within the Police Department. This is higher than St. Paul (792.55 FTEs) but lower than Portland (1,212.9

FTEs), Colorado Springs (1,148 FTEs), Tulsa (approximately 1,094 FTEs), and significantly lower than Baltimore (3,265 FTEs).

Figure 31: Police Department FY24 Authorized FTEs



Note: Minneapolis is highlighted.

When adjusted for population, Minneapolis' staffing level appears lower than that of several peer cities. This is particularly evident when focusing on sworn personnel. Minneapolis currently has 731 authorized sworn officers, with approximately 619 filled, compared to Tulsa, with approximately 943 sworn officers, similar in population, and Portland, with approximately 882 sworn officers, a larger population. St. Paul reports approximately 619 sworn officers despite having a significantly smaller population.

In addition, Minneapolis currently has approximately 112 vacant positions, resulting in a vacancy rate of 15.3%. This gap between authorized and filled positions further reduces operational capacity. The City has indicated a goal of restoring sworn staffing to approximately 888 positions, which would more closely align with peer benchmarks and prior staffing levels.

A comprehensive staffing study was completed in 2020 but has not been implemented, and the department has not identified a definitive target for overall staffing needs.

Expenditures

Minneapolis reports total FY24 Police Department expenditures of approximately \$222.7 million. This is higher than St. Paul (\$109.7 million) and Tulsa (\$155.3 million), but lower than Portland (\$261.7 million) and significantly lower than Baltimore (\$599.3 million).

Figure 32: Police Department FY24 Total Expenditures

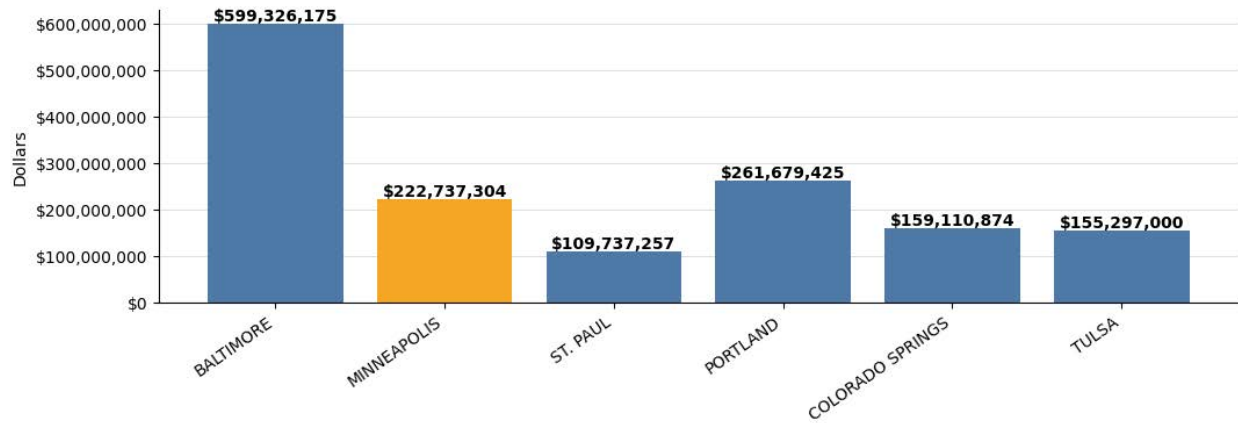


Figure 33: Police Department FY24 Expenditures Per Authorized FTE

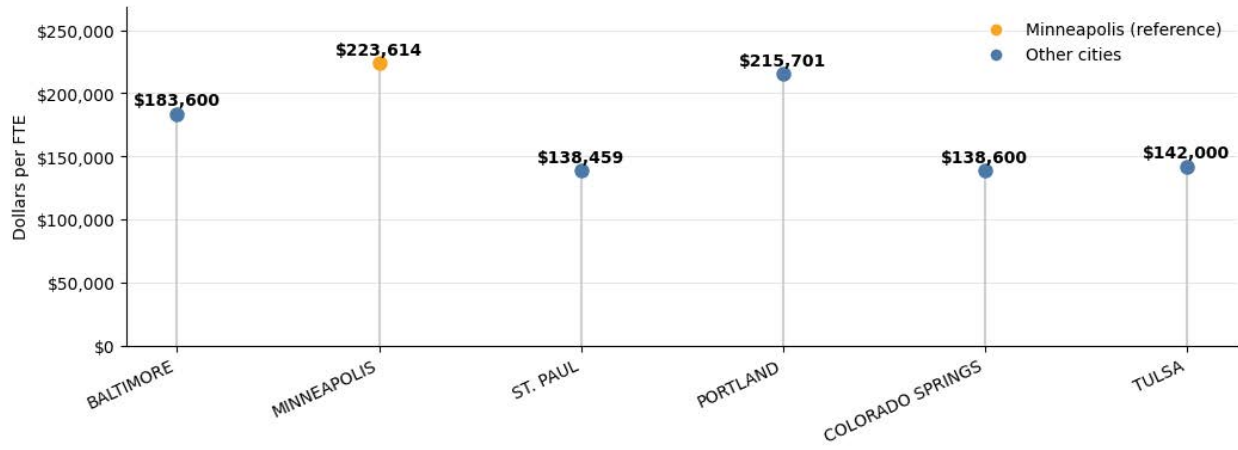
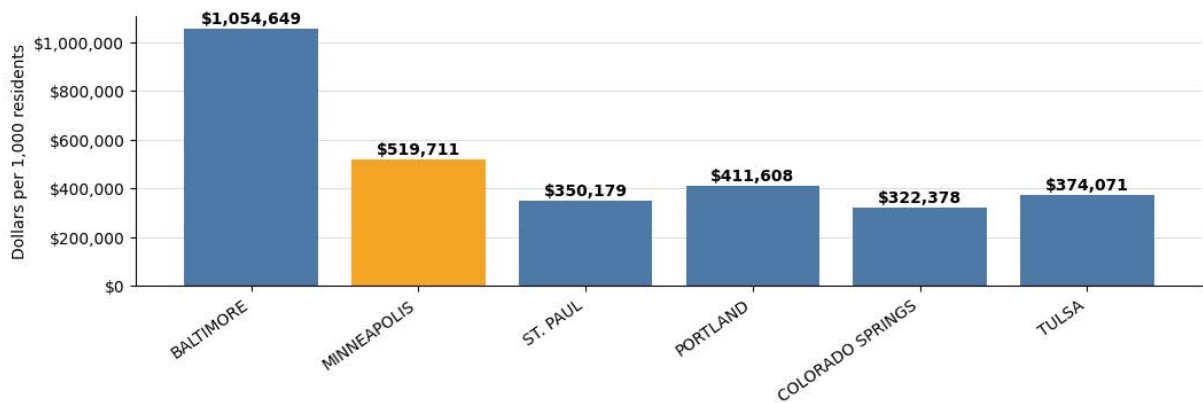


Figure 34: Police Department FY24 Per Capita Expenditures



Note: Values shown are total spend per 1,000 residents based on 2026 population estimates.

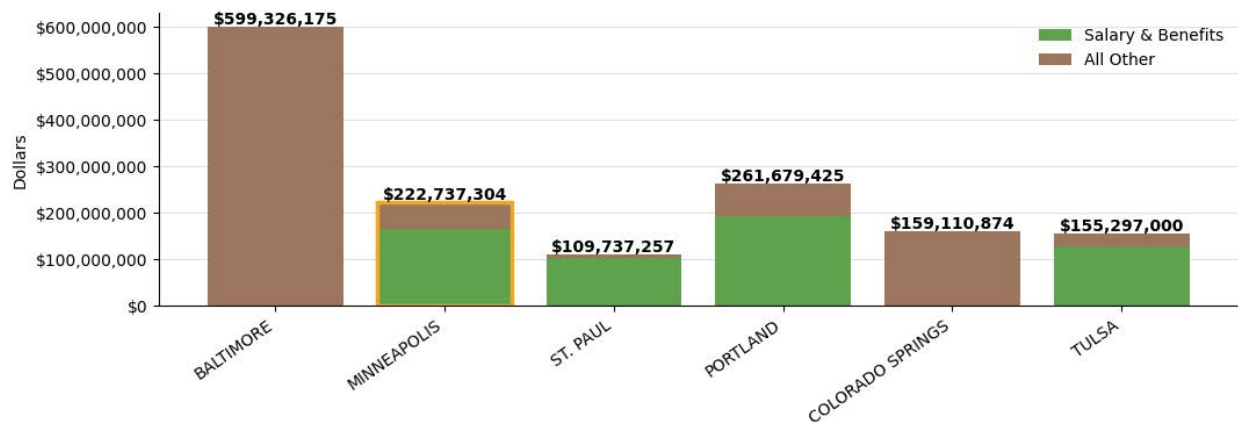
On a per capita basis, Minneapolis spends approximately \$519,000 per 1,000 residents, which is higher than St. Paul and Tulsa but lower than Baltimore. Differences across cities reflect both service scope and cost structure, including whether certain functions, such as communications or crime labs, are included within the department.

Expenditure growth in Minneapolis has been influenced by several factors, including labor agreements, back pay related to contract settlements for 2022 and 2023, and provisions in a Letter of Agreement tied to minimum staffing requirements. Non-personnel expenditures have increased by approximately 36.75%, driven in part by staffing-level-based allocation methodologies. Liability-related costs are tracked separately but represent an additional cost pressure.

Expenditure Composition

Minneapolis reports \$165.6 million in salary and benefits and \$57.1 million in all other expenditures, for a total of \$222.7 million in FY2024 police expenditures. Salary and benefits account for 74.36 percent of total spending, indicating that the department is primarily personnel-driven, while still maintaining a substantial non-personnel cost base.

Figure 35: Police Department FY24 Expenditure Composition



Compared with peer cities, Minneapolis' personnel share is lower than St. Paul's and Tulsa's, and generally aligns with Portland's. St. Paul reports a personnel share of 93.89 percent, which is 26.3 percent higher than Minneapolis. Tulsa reports 83.01 percent, which is 11.6 percent higher than Minneapolis. Portland reports 73.37 percent, which is 1.3 percent lower than Minneapolis. This suggests Minneapolis and Portland have the most similar expenditure mix among the cities with comparable personnel reporting, while St. Paul and Tulsa are more heavily weighted toward personnel.

In dollar terms, Minneapolis' salary and benefits spending of \$165.6 million is 37.8 percent higher than St. Paul's \$103.0 million, 22.2 percent higher than Tulsa's \$128.9 million, and 15.9 percent lower than Portland's \$192.0 million. This places Minneapolis between the smaller and larger peer departments in personnel spending, consistent with its position in overall department size and total expenditures.

Minneapolis' non-personnel expenditures total \$57.1 million. That amount is 88.3 percent higher than St. Paul's \$6.7 million and 53.8 percent higher than Tulsa's \$26.4 million, but 22.0 percent lower than Portland's \$69.7 million. This indicates that Minneapolis carries a materially larger non-personnel operating cost structure than some peers, but not at the level reported in Portland.

The non-personnel spending differences are significant because they point to variation in how police-related operating costs are budgeted and reported. Minneapolis' all other expenditures are substantial enough to show that the department's cost structure is not driven by staffing alone. At the same time, Portland's higher non-personnel total suggests either a broader operating cost base, different cost allocation practices, or both.

Baltimore and Colorado Springs report all police expenditures entirely within all other expenditures in the data provided, with no salary and benefits shown separately. Baltimore reports \$599.3 million in all other expenditures, which is 949.6 percent higher than Minneapolis' non-personnel spending; Colorado Springs reports \$159.1 million, which is 178.6 percent higher than Minneapolis'. Because those cities do not show a comparable personnel breakout, their expenditure mix is not directly comparable to Minneapolis and should be interpreted cautiously.

Overall, Minneapolis' expenditure composition reflects a department that is clearly personnel-intensive, as police departments typically are, but with a sizeable non-personnel component that exceeds several peers. The data suggest Minneapolis operates with a more balanced expenditure mix than St. Paul and Tulsa, while remaining broadly similar to Portland in personnel share.

Functional Scope and Organizational Structure

The Minneapolis Police Department operates across five precincts and provides a full range of law enforcement services. The department also maintains its own crime lab, which expands its functional scope relative to cities that rely on external or regional services.

The department operates under multiple collective bargaining agreements and has recently settled contracts that include backpay and compensation adjustments. A Letter

of Agreement tied to minimum staffing expectations has also influenced compensation levels. Settlement agreement requirements and the potential for a consent decree introduce additional operational complexity, including the need for dedicated compliance and reporting personnel. These requirements may influence future staffing levels and resource allocation.

Final Observations

The Minneapolis Police Department operates at staffing levels that appear lower than several peer cities, particularly for sworn personnel, when adjusted for population. Current vacancy levels further reduce operational capacity and contribute to service delivery challenges.

At the same time, the department maintains a broad scope of services, including an in-house crime lab, and operates within a complex environment shaped by labor agreements, compensation adjustments, and external oversight requirements.

Expenditures are generally in line with peer cities on a total basis, but reflect upward pressure from both personnel and non-personnel cost drivers. Allocation methodologies and compliance-related requirements are key factors influencing cost growth.

Overall, the department's current structure reflects a balance between maintaining core law enforcement services and adapting to evolving legal, operational, and community expectations, with future staffing levels likely to be influenced by policy direction, compliance requirements, and the City's stated goal of increasing sworn staffing.

2.8 311 Service Center

Comparability Notes

311 service models vary significantly across municipalities, both in terms of organizational structure and service scope. Not all benchmark cities maintain a standalone 311 function. St. Paul does not appear to operate a formal 311 department. Colorado Springs utilizes a mobile application, GoCOS!, as its primary non-emergency reporting tool, which handled approximately 40,015 requests in the most recent year. Portland operates a 311 function within its Office of Management and Finance; however, financial and staffing data could not be isolated for comparison purposes.

Table 8: 311 Service Center Comparison Table

City	Total Expend.	Spend / 1k res.	Authorized FTEs	Spend / Authorized FTE	Salary & Ben.	All Other
PORTLAND	—	—	—	—	—	—
MINNEAPOLIS	\$6,475,068	\$15,108	44.0	\$147,161	\$4,778,136	\$1,696,932
ST. PAUL	—	—	—	—	—	—
COLORADO SPRINGS	—	—	—	—	—	—
TULSA	\$4,104,000	\$9,885	61.0	\$67,279	—	\$4,104,000
BALTIMORE	\$5,174,642	\$9,106	—	—	—	\$5,174,642

Baltimore provides total expenditure data but does not report personnel costs separately. Tulsa provides total expenditure data and all other expenditure data, but does not break out salary and benefits separately. These differences limit direct comparison of expenditure composition across the benchmark group.

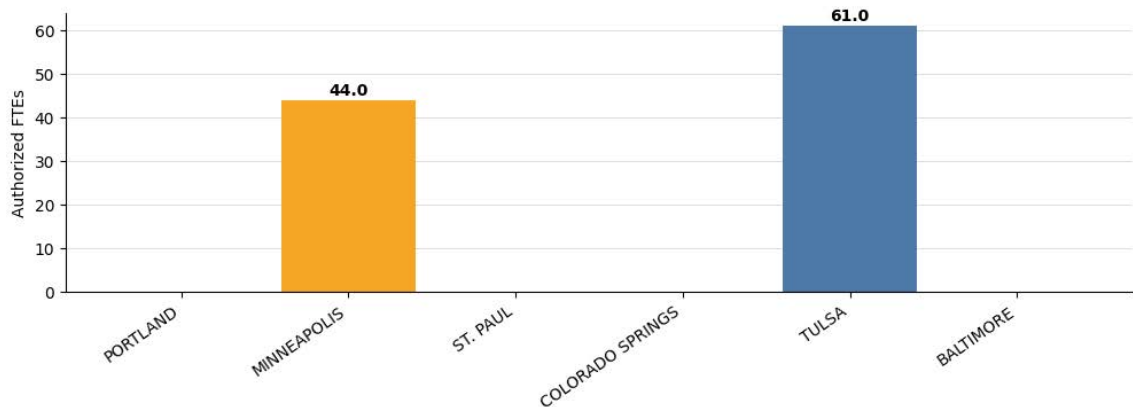
Based on 2026 population estimates, Minneapolis has a population of 428,579. Within the comparison group, Portland is 48.3 percent larger than Minneapolis, and Baltimore is 32.6 percent larger. St. Paul is 26.9 percent smaller, and Tulsa is 3.1 percent smaller. Colorado Springs is 15.2 percent larger. These population differences should be considered when evaluating staffing and expenditures, although the more significant limitation is the inconsistent 311 organizational structure across cities.

Staffing Levels

Minneapolis reports 44.0 authorized FTEs for the 311 function. Tulsa reports 61.0 authorized FTEs, which is 38.6 percent higher than Minneapolis. Comparable staffing data is not available for St. Paul, Portland, Baltimore, or Colorado Springs. Minneapolis'

311 function was merged with the City’s Service Center in 2022, creating a centralized customer service model. Current staffing is approximately 45 FTEs, with a vacancy rate of approximately 3 percent. Staffing was previously insufficient, particularly around 2022, though adjustments and compensation changes have improved staffing stability. Current staffing is considered adequate when positions are filled.

Figure 36: 311 Service Center FY24 Authorized FTEs



Note: Minneapolis is highlighted.

Because staffing data is available for only one benchmark city, comparisons are limited. Even so, the available data suggests Minneapolis maintains a moderate staffing level for a centralized customer service model that supports all 24 City departments, including the Park Board, and also handles certain non-emergency police report calls directly.

Expenditures

Minneapolis reports total FY2024 expenditures of \$6,475,068. Baltimore reports \$5,174,642, which is 20.1 percent lower than Minneapolis. Tulsa reports \$4,104,000, which is 36.6 percent lower than Minneapolis. Comparable total expenditure data is not available for St. Paul, Portland, or Colorado Springs. On a per-1,000-resident basis, Minneapolis reports \$15,108.23. Baltimore reports \$9,105.94, which is 39.7 percent lower than Minneapolis. Tulsa reports \$9,885.49, which is 34.6 percent lower than Minneapolis. Comparable per-capita expenditure data is not available for St. Paul, Portland, or Colorado Springs.

Figure 37: 311 Service Center FY24 Total Expenditures

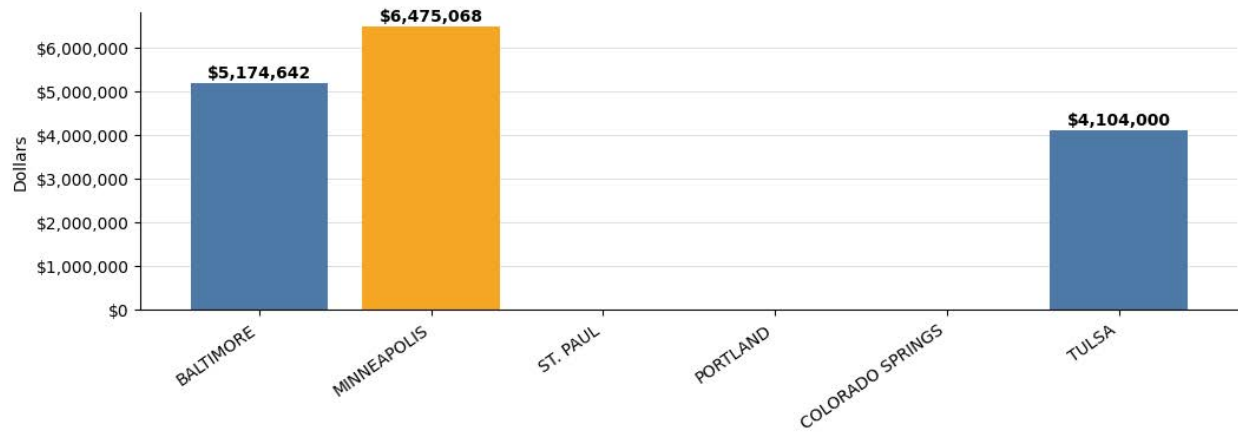
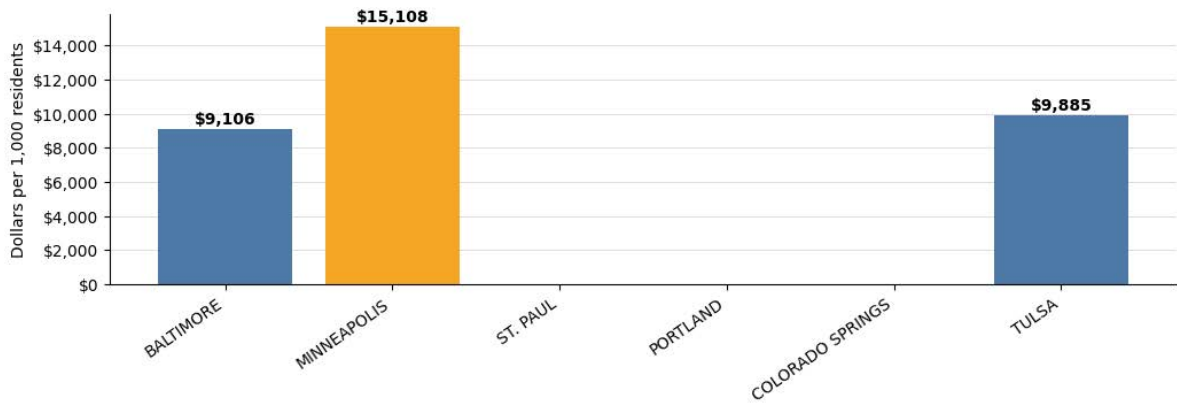
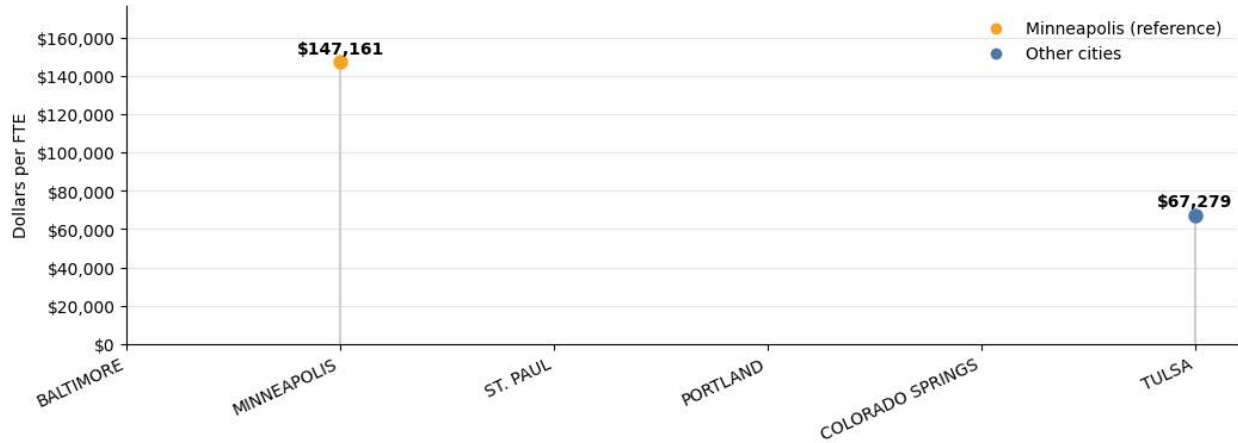


Figure 38: 311 Service Center FY24 Per Capita Expenditures



Note: Values shown are total spend per 1,000 residents based on 2026 population estimates.

Figure 39: 311 Service Center FY24 Expenditures Per Authorized FTE



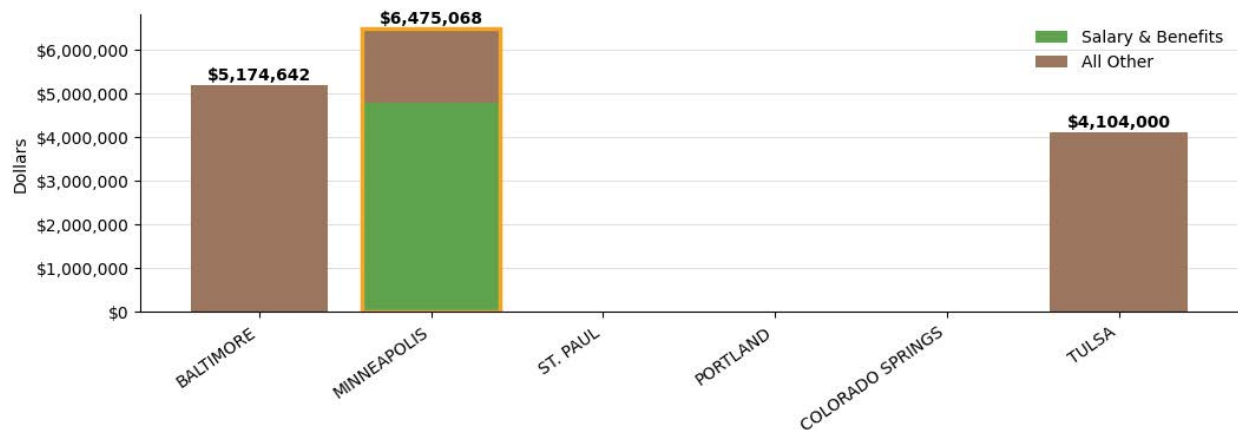
These comparisons indicate that Minneapolis’ 311 function operates at a higher reported expenditure level than the two peer cities with comparable total spending data. Because Baltimore and Tulsa organize and report on 311 functions differently, the higher Minneapolis expenditure level should be interpreted in the context of Minneapolis’ centralized service model, broader service-intake role, and inclusion of personnel costs, which are not consistently available across peers.

Minneapolis’s cost drivers include personnel, translation services, and ongoing investments in technology, including a customer relationship management system. Additional cost drivers include IT-related expenditures and system modernization efforts. As departments expand programs or services, call volume to 311 tends to increase, which can create indirect pressure on staffing and operational costs.

Expenditure Composition

Minneapolis reports \$4,778,136 in salary and benefits and \$1,696,932 in all other expenditures. Salary and benefits account for 73.79 percent of total expenditures, confirming that the 311 function is primarily personnel-driven, which is consistent with centralized customer service operations.

Figure 40: 311 Service Center FY24 Expenditure Composition



Minneapolis’ non-personnel expenditures remain meaningful. All other expenditures total nearly \$1.7 million and include translation services, technology, and other operational support costs associated with maintaining a centralized service model.

Baltimore reports \$5,174,642 in all other expenditures, which is 204.9 percent higher than Minneapolis’ non-personnel total. Tulsa reports \$4,104,000 in all other expenditures, which is 141.8 percent higher than Minneapolis’s non-personnel total. Because those cities do not provide comparable personnel breakout data, their expenditure mix is not directly comparable to Minneapolis. Even so, the reported data indicate that Minneapolis’ expenditure structure is more clearly personnel-weighted, while Baltimore and Tulsa show a much larger share of reported expenditures outside salary and benefits. Overall, Minneapolis’ expenditure composition reflects a centralized 311 operation that is labor-intensive.

Functional Scope and Organizational Structure

The Minneapolis 311 system serves as a centralized access point for City services and supports all 24 City departments, including the Park Board. In addition to handling general inquiries, the system provides program-specific information and, in some cases, fully manages call intake for certain departments.

The system also handles non-emergency police report calls and takes reports directly, expanding its role beyond traditional customer service functions. Operating hours are Monday through Friday, 7:00 a.m. to 7:00 p.m., with generally short wait times. The service model does not directly handle mental health crisis calls; instead, it redirects those calls to 911 or provides referrals to 211.

A key operational consideration is the relationship between 311 demand and broader City activities. As departments receive funding and expand programs, call volumes tend to increase. Conversely, service reductions can also increase call volumes due to unmet service needs. Currently, there is no formal mechanism to align 311 staffing with demand fluctuations.

Additionally, Public Works Solid Waste operates a separate call center rather than using 311, creating fragmentation in customer service delivery. This is discussed further in the Observations and Recommendations chapter.

Final Observations

Minneapolis operates a more clearly defined and centralized 311 function than several benchmark cities. Not all peer cities maintain a standalone 311 model, and where comparable data exists, structural differences remain.

Minneapolis' 311 model is primarily personnel-driven, with 73.79 percent of expenditures in salary and benefits, but also includes a meaningful non-personnel cost component tied to translation and technology. The office's centralized scope, broad service support role, and direct intake responsibilities for certain functions make it more than a basic call center and help explain why its cost profile may differ from peers. Opportunities exist to further align customer service delivery across the organization, particularly by reducing fragmentation and improving coordination between 311 and department-specific service functions.

2.9 Neighborhood Safety

Comparability Notes

Neighborhood safety functions vary across benchmark cities in both structure and service delivery approach. Not all cities maintain a standalone department focused on preventing non-police-related violence. St. Paul did not have comparable FY24 data available for this function. Portland operates similar functions within its Office of Management and Finance, but data could not be separated for detailed comparison. Baltimore provides total expenditure data but does not separate personnel costs. Colorado Springs operates a Neighborhood Services department; however, based on functional alignment, those services align more closely with a different Minneapolis department and are therefore excluded from this comparison. Tulsa was unable to provide personnel costs or FTE counts, which limits comparisons of staffing and expenditure composition.

Table 9: Neighborhood Safety Department Comparison Table

City	Total Expend.	Spend / 1k res.	Authorized FTEs	Spend / Authorized FTE	Salary & Ben.	All Other
PORTLAND	—	—	—	—	—	—
MINNEAPOLIS	\$18,477,640	\$43,114	25.0	\$739,106	\$1,753,558	\$16,724,082
ST. PAUL	—	—	—	—	—	—
COLORADO SPRINGS	—	—	—	—	—	—
TULSA	\$23,409,000	\$56,386	—	—	—	\$23,409,000
BALTIMORE	\$16,870,671	\$29,688	21.0	\$803,365	—	\$16,870,671

Note: "—" indicates data not available or no standalone department.

Based on 2026 population estimates, Minneapolis has a population of 428,579. Portland is 48.3 percent larger, Baltimore is 32.6 percent larger, and Colorado Springs is 15.2 percent larger than Minneapolis. St. Paul is 26.9 percent smaller, and Tulsa is 3.1 percent smaller. These differences should be considered when evaluating both staffing levels and expenditures, though the larger issue is that cities organize and fund neighborhood safety functions very differently.

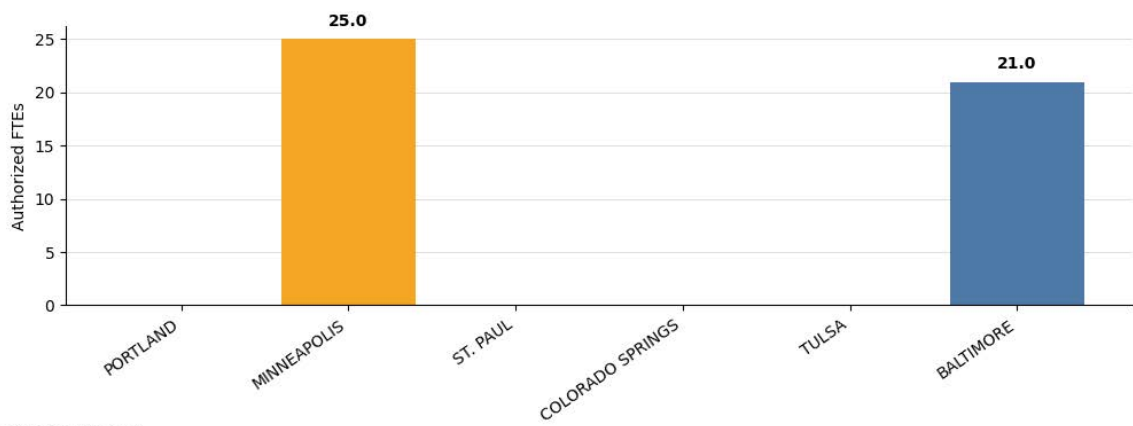
Where comparable data is available, Minneapolis sits between peer cities in overall scale. Minneapolis reports \$18.5 million in total expenditures. Baltimore reports \$16.9 million, or 8.7 percent lower than Minneapolis, while Tulsa reports \$23.4 million, or 26.7 percent higher than Minneapolis. On a per-1,000-resident basis, Minneapolis reports \$43,113.73. Baltimore reports \$29,687.72, which is 31.1 percent lower than Minneapolis, while Tulsa reports \$56,386.30, which is 30.8 percent higher. These differences suggest that

Minneapolis is neither the lowest-cost nor highest-cost model among the cities with comparable total expenditure data.

Staffing Levels

Minneapolis reports 25.0 authorized FTEs in the comparison data. Baltimore reports 21.0 authorized FTEs, which is 16.0 percent lower than Minneapolis. Comparable FTE data is not available for St. Paul, Portland, Colorado Springs, or Tulsa.

Figure 41: Neighborhood Safety Department FY24 Authorized FTEs



Note: Minneapolis is highlighted.

Operationally, Minneapolis reports 17 authorized FTEs within the Neighborhood Safety Department, supported by 2 temporary staff and 1 vacancy at the time of review. Staffing levels have fluctuated in recent years, with a higher vacancy rate observed in 2025. The difference between the broader comparison data and department-specific operating staffing reflects the importance of understanding exactly what is being included in the benchmark totals.

Even with limited peer staffing data, the Minneapolis model appears to rely on a relatively small internal team that is supplemented heavily through contracted service delivery. Current staffing levels are generally viewed as sufficient for core functions, though there are capacity constraints in administrative areas. Approximately 1.5 FTE is effectively dedicated to managing a contract portfolio of roughly 50 contracts, which creates pressure on administrative processing and oversight capacity.

Expenditures

Neighborhood Safety in Minneapolis relies heavily on contracted services to deliver violence-prevention, intervention, and recovery programs. These include partnerships

with community-based organizations and violence interrupters. That service model is reflected clearly in the expenditure data.

Figure 42: Neighborhood Safety Department FY24 Total Expenditures

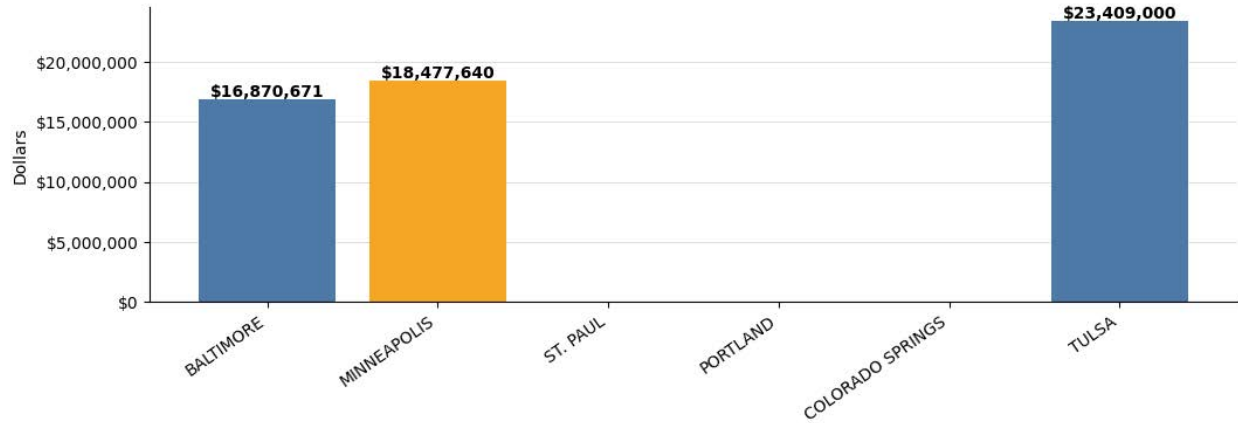
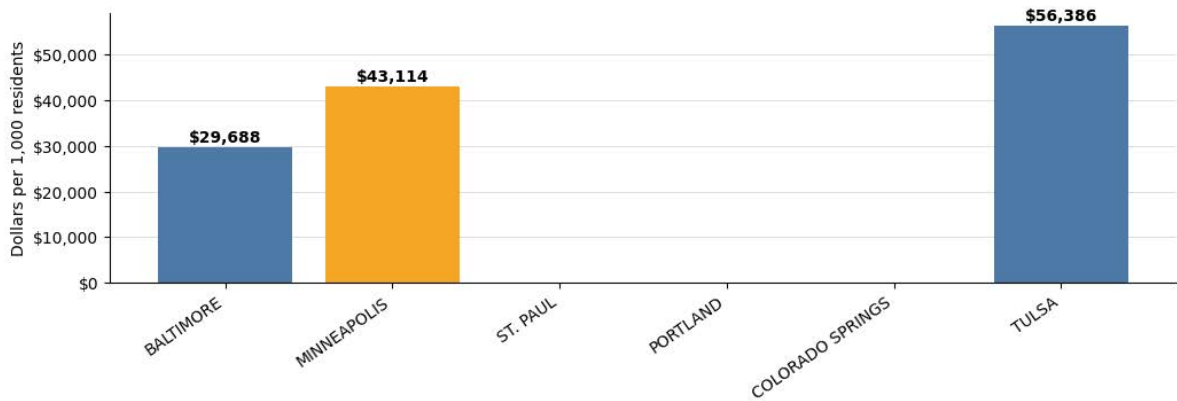
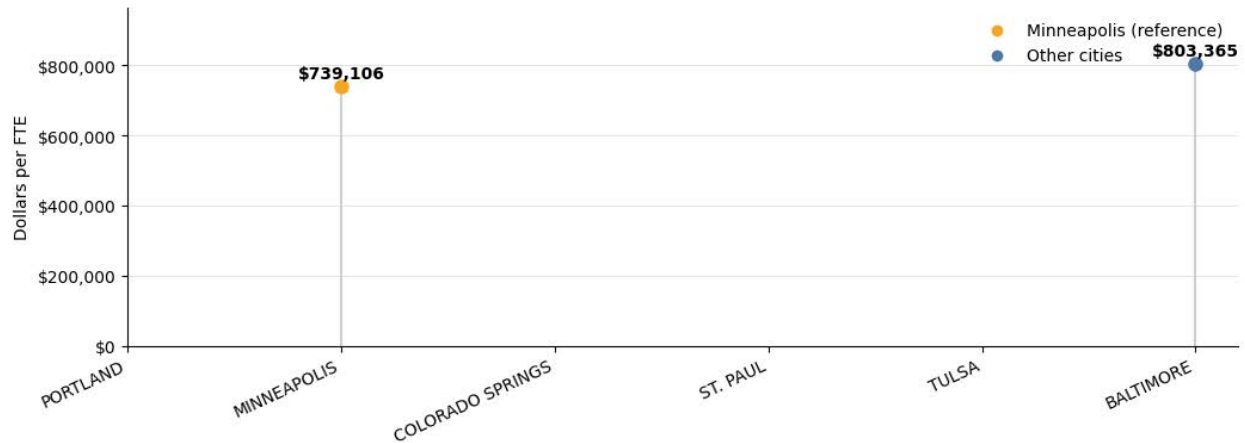


Figure 43: Neighborhood Safety Department FY24 Per Capita Expenditures



Note: Values shown are total spend per 1,000 residents based on 2026 population estimates.

Figure 44: Neighborhood Safety FY24 Expenditures Per Authorized FTE



Minneapolis reports \$1,753,558 in salary and benefits and \$16,724,082 in all other expenditures, for total expenditures of \$18,477,640. Baltimore reports \$16,870,671 in all other expenditures, which is 0.9 percent higher than Minneapolis’s. Tulsa reports \$23,409,000 in all other expenditures, which is 40.0 percent higher than Minneapolis’s all other expenditures. Comparable personnel data is not available for those cities.

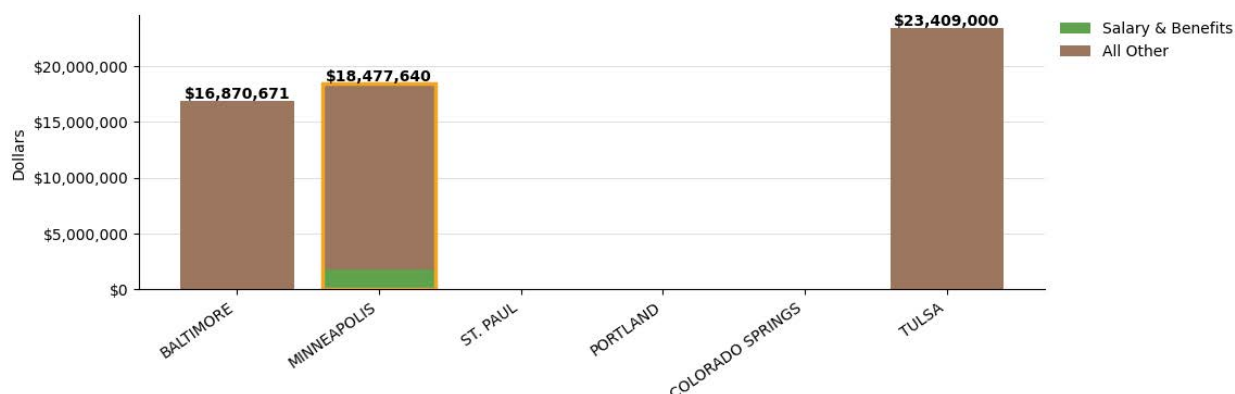
The low personnel share in Minneapolis is notable. Salary and benefits represent only 9.49 percent of total expenditures, indicating that the department’s financial structure is overwhelmingly driven by contracted services and other non-personnel spending rather than internal staffing. This is materially different from traditional city service departments that rely primarily on in-house staff.

Expenditure levels are influenced by both the number and scale of contracts. In recent years, the department has reduced the number of contracts due to budget constraints, resulting in a corresponding reduction in services. Revenue has historically included federal grant funding, though current reliance on grants is limited, with only a small amount of Community Development Block Grant funding remaining.

Expenditure Composition

The department’s expenditure profile is weighted overwhelmingly toward contracted services rather than internal personnel. Minneapolis reports \$16.7 million in all other expenditures compared with \$1.75 million in salary and benefits. That means roughly nine dollars of every ten spent by the department are outside salary and benefits.

Figure 45: Neighborhood Safety Department FY24 Expenditure Composition



This expenditure mix aligns directly with the department’s service delivery model. A significant portion of violence prevention, intervention, and recovery work is carried out by external partners rather than city staff. As a result, personnel costs are much lower relative to total expenditures than would be expected in a more traditional direct-service model.

Where peer data is available, the broad pattern is consistent with Minneapolis’ contracted-service approach. Baltimore and Tulsa both report all or nearly all identifiable expenditures outside salary and benefits in the available data. However, because personnel costs are not separately reported for those cities, their expenditure mix is not fully comparable.

What is clear from the data is that Minneapolis’ Neighborhood Safety function is not personnel-intensive, unlike a typical city department. Instead, it is contract-intensive, and that financial structure is central to understanding how the department operates.

Functional Scope and Organizational Structure

The Neighborhood Safety Department is responsible for non-police approaches to violence prevention, including prevention, intervention, and recovery efforts. Services are largely delivered through community-based organizations under contract, rather than through direct city staffing.

The department does not respond to active emergency scenes; instead, it focuses on longer-term intervention and community-based strategies. There is an ongoing discussion around expanding real-time response capabilities. Behavioral Crisis Response was previously housed within the department but has since been moved to the Fire Department, reflecting a shift toward operational alignment with real-time response functions.

Operational processes within the department continue to evolve. There is currently no formal work-order system for managing contracted services, and reliance on community partners for service delivery introduces variability in service deployment.

The department also coordinates with County partners and other City initiatives, though some overlap in responsibilities has been identified, particularly with youth-focused programs. Minneapolis' model differs from that of some peer cities, which maintain more in-house staffing for similar functions. In those cases, service delivery may be more directly controlled but may require higher internal staffing levels.

Final Observations

Minneapolis's Neighborhood Safety model is defined less by internal staffing and more by its contracted-service structure. That is the most important financial and operational characteristic of the department. The department reports \$18.5 million in total expenditures, but only \$1.75 million of that total is salary and benefits. With just 9.49 percent of expenditures in personnel, the department operates with a low internal staffing cost structure relative to total spending.

Compared with cities reporting comparable total expenditures, Minneapolis falls between Baltimore and Tulsa. Minneapolis' total expenditures are 8.7 percent higher than Baltimore's and 26.7 percent lower than Tulsa's. On a per 1,000 resident basis, Minneapolis also falls between the two, reporting \$43,113.73 compared with \$29,687.72 in Baltimore and \$56,386.30 in Tulsa.

Staffing comparisons are more limited, but the available data shows Minneapolis reporting 25.0 authorized FTEs compared with 21.0 in Baltimore. At the operating level, however, Minneapolis's core department staffing is smaller and supplemented with contractual service delivery.

Overall, the benchmark data reinforce that Minneapolis has chosen a community-based, contract-heavy neighborhood safety model rather than a more internally staffed service structure. That choice reduces the department's share of personnel but creates greater dependence on contract administration, partner capacity, and external service delivery systems.

2.10 Arts & Cultural Affairs

Comparability Notes

Arts and cultural functions are not directly comparable across benchmark cities due to significant differences in organizational structure and service delivery models. Minneapolis is the only city in the comparison group that maintains a standalone Arts & Cultural Affairs department with dedicated staff and a separate budget.

Table 10: Arts & Cultural Affairs Comparison Table

City	Total Expend.	Spend / 1k res.	Authorized FTEs	Spend / Authorized FTE	Salary & Ben.	All Other
PORTLAND	\$4,736,520	\$7,450	—	—	—	\$4,736,520
MINNEAPOLIS	\$2,297,907	\$5,362	6.0	\$382,985	\$847,481	\$1,450,426
ST. PAUL	\$190,030	\$606	0.0	—	—	\$190,030
COLORADO SPRINGS	—	\$0	—	—	—	—
TULSA	—	\$0	—	—	—	—
BALTIMORE	\$10,098,138	\$17,770	0.0	—	—	\$10,098,138

All other cities deliver arts and cultural programming as a function within broader departments, most commonly Parks and Recreation or similar community services structures. St. Paul houses these functions within Arts and Community Gardening in Parks and Recreation, though staffing levels could not be isolated. Portland similarly places arts within Parks and Recreation, with no ability to separate staffing or expenditures.

Tulsa includes arts within a broader Culture and Recreation department, and staffing data specific to arts functions was not available. Colorado Springs does not operate a formal arts department; instead, it relies on public-private partnerships and nonprofit organizations to deliver arts and cultural programming.

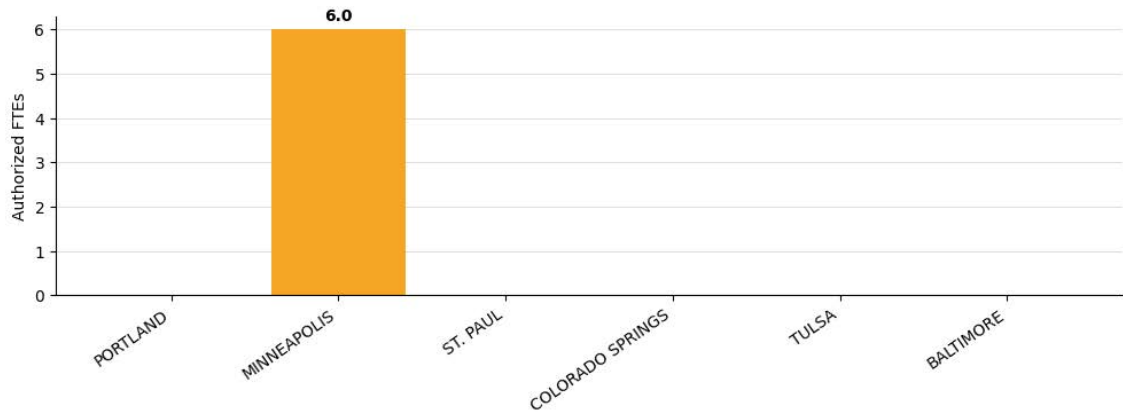
Baltimore is the only other city that maintains a standalone department; however, personnel cost data could not be separated for comparison.

As a result, staffing and expenditure comparisons are limited, and this section should be interpreted with caution due to structural differences in how services are delivered and funded.

Staffing Levels

Minneapolis is the only city in the comparison group with clearly defined, dedicated FTEs for arts and cultural services. In contrast, peer cities embed these functions within broader departments, making it difficult or impossible to isolate staffing levels. This structural difference results in Minneapolis appearing as an outlier in staffing comparisons, though this reflects organizational design rather than necessarily higher service levels.

Figure 46: Arts & Cultural Affairs FY24 Authorized FTEs



Note: Minneapolis is highlighted.

Expenditures

Minneapolis maintains a distinct budget for arts and cultural programming, which allows for clear identification of total expenditures. In other cities, arts-related expenditures are embedded within larger departmental budgets and cannot be reliably separated. Baltimore provides total expenditure data for its standalone department, but personnel costs are not broken out. Because of these differences, expenditure comparisons across cities are not directly equivalent and should be interpreted as directional rather than definitive.

Figure 47: Arts & Cultural Affairs FY24 Total Expenditures

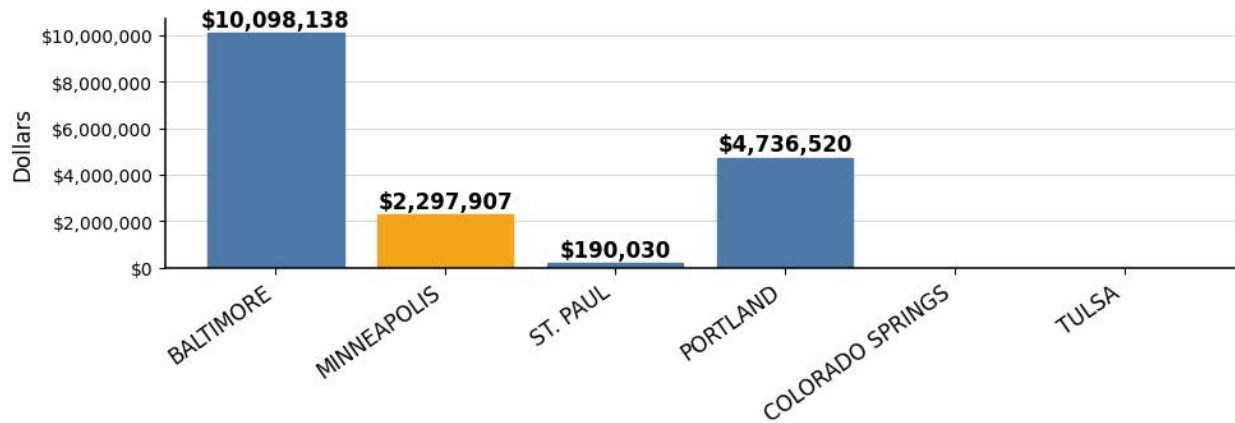
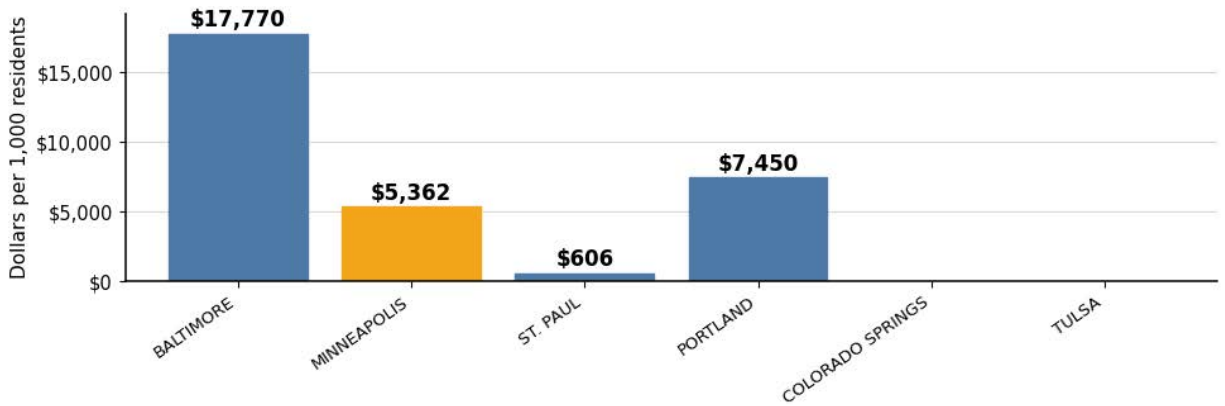
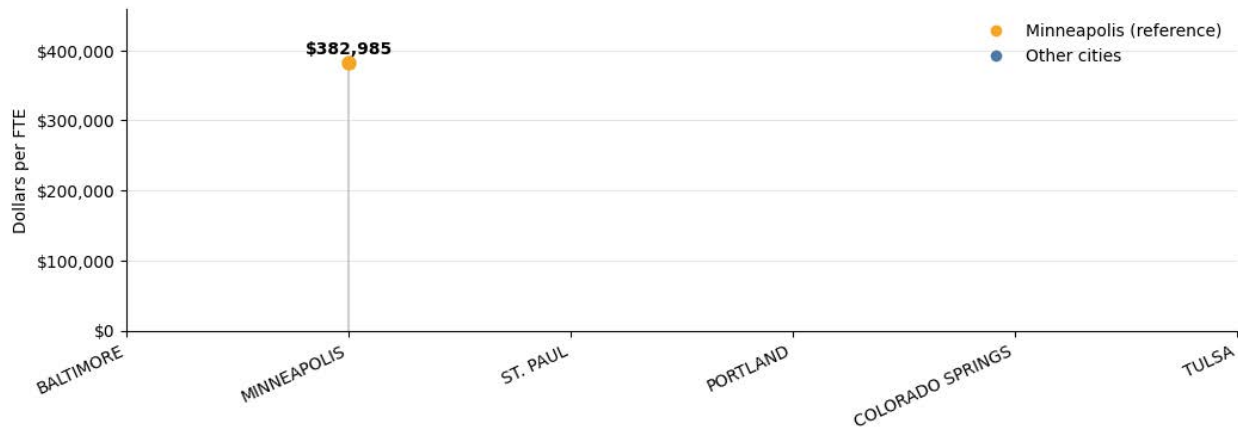


Figure 48: Arts & Cultural Affairs FY24 Per Capita Expenditures



Note: Values shown are total spend per 1,000 residents based on 2026 population estimates.

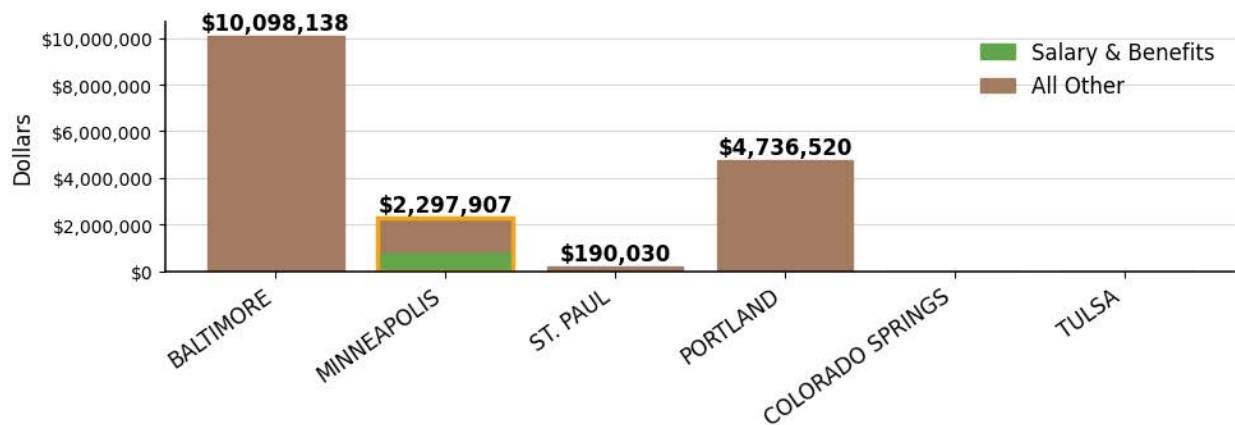
Figure 49: Arts & Cultural Affairs FY24 Expenditures Per Authorized FTE



Expenditure Composition

Minneapolis’ expenditure profile reflects a traditional departmental structure, with identifiable personnel costs and programmatic spending. In contrast, other cities’ expenditure composition cannot be disaggregated due to integration within larger departments or reliance on external partners. Colorado Springs’ model, in particular, shifts much of the financial responsibility to nonprofit and community-based organizations rather than municipal operations.

Figure 50: Arts & Cultural Affairs FY24 Expenditure Composition



Functional Scope and Organizational Structure

Minneapolis operates a centralized model with dedicated staff responsible for arts and cultural programming, funding, and coordination. Other cities utilize decentralized or

integrated models, embedding arts functions within Parks and Recreation or similar departments. This approach often results in shared staffing, blended budgets, and less visibility into the specific resources allocated to arts programming.

Colorado Springs represents a different model entirely, relying primarily on public-private partnerships and nonprofit organizations to deliver services, with limited direct municipal involvement. These structural differences significantly impact how services are delivered, managed, and funded, and limit the ability to draw direct comparisons.

Final Observations

Minneapolis's standalone Arts & Cultural Affairs department is unique within the comparison group and provides a higher level of transparency into staffing and expenditures. However, this structure also makes direct comparisons challenging, as peer cities largely deliver similar services through integrated or external models.

The key distinction is not necessarily the level of service provided, but rather how those services are organized and funded. Minneapolis' model emphasizes dedicated municipal capacity, while other cities rely more heavily on integrated departmental structures or external partnerships. As a result, benchmarking in this area should focus on service outcomes and delivery models rather than direct staffing or expenditure comparisons.

2.11 Assessing Department

Comparability Notes

The Assessing function in Minneapolis is not directly comparable to peer cities, as all benchmarked jurisdictions rely on county-level assessors rather than maintaining a standalone municipal department. This is a common practice in which property valuation and assessment responsibilities are consolidated at the county level to promote consistency and efficiency.

Table 11: Assessing Department Comparison Table

City	Total Expend.	Spend / 1k res.	Authorized FTEs	Spend / Authorized FTE	Salary & Ben.	All Other
PORTLAND	—	—	—	—	—	—
MINNEAPOLIS	\$8,336,095	\$19,451	38.0	\$219,371	\$6,426,029	\$1,910,066
ST. PAUL	—	—	—	—	—	—
COLORADO SPRINGS	—	—	—	—	—	—
TULSA	—	—	—	—	—	—
BALTIMORE	—	—	—	—	—	—

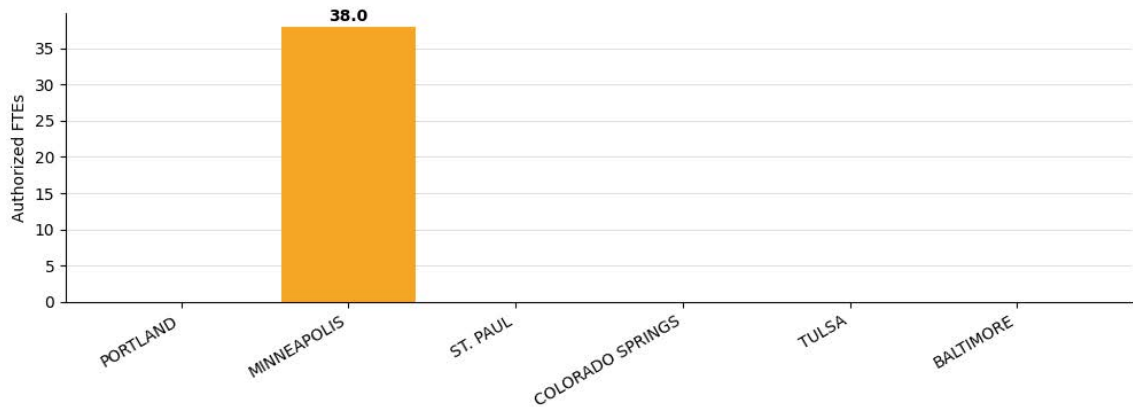
Note: Assessing performed at county level in most cities; limited comparability.

Minneapolis is the only city in the comparison group with a dedicated Assessing Department. As a result, staffing and expenditure comparisons are limited and should be interpreted with caution, as they do not reflect equivalent service delivery models.

Staffing Levels

Minneapolis maintains 38 authorized FTEs, including 24 appraisers responsible for valuing approximately 131,000 parcels, or roughly 5,400 parcels per appraiser.

Figure 51: Assessing Department FY24 Authorized FTEs



Note: Most cities rely on county assessors; Minneapolis is highlighted.

The department currently reports three vacancies and two upcoming retirements, which may create near-term staffing pressures. Appraisal staff are classified as non-exempt, resulting in overtime costs being incorporated into the budget.

Given the lack of comparable municipal departments in peer cities, direct benchmarking of staffing levels is not feasible. However, workload indicators suggest that current staffing is generally aligned with professional norms.

Expenditures

Total FY2024 expenditures for the Assessing Department are approximately \$8,336,095. The majority of expenditures are personnel-related, reflecting the labor-intensive nature of property assessment work and the specialized expertise required.

Figure 52: Assessing Department FY24 Total Expenditures

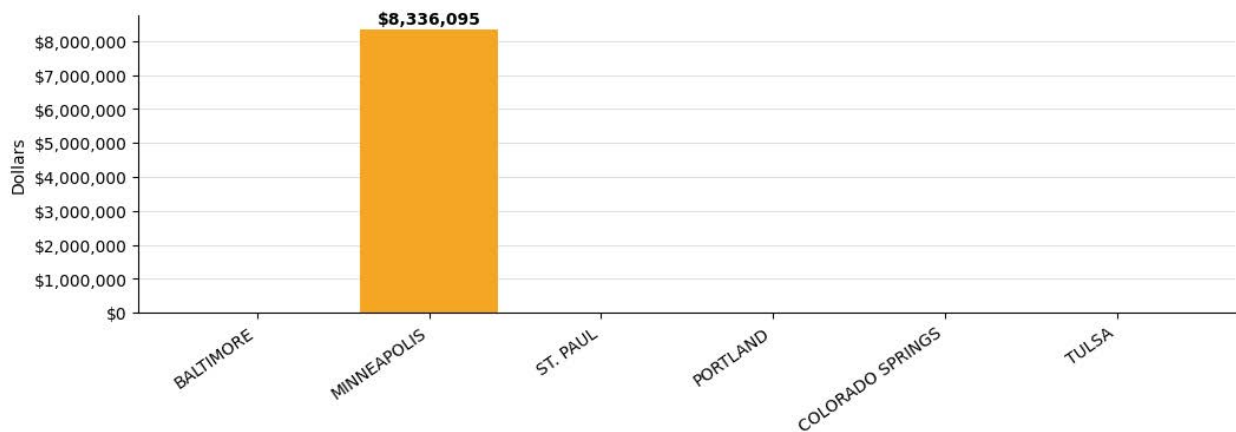
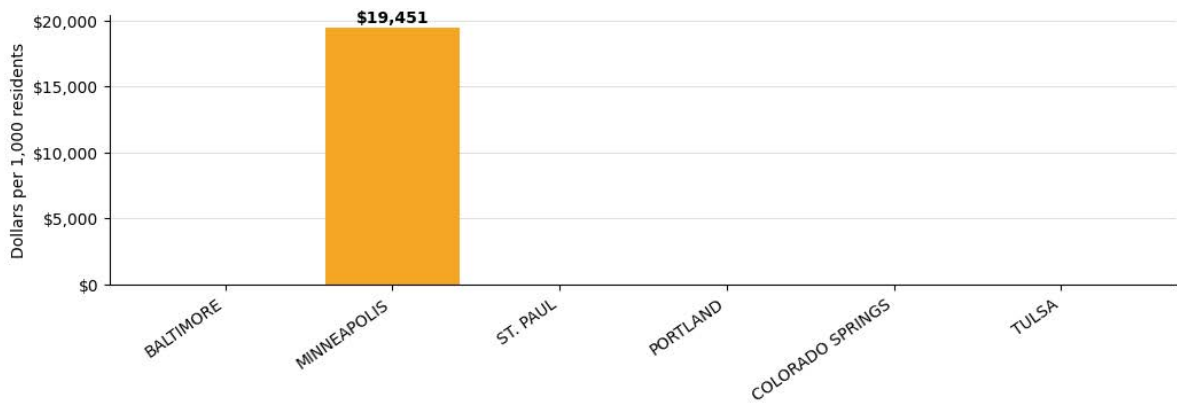
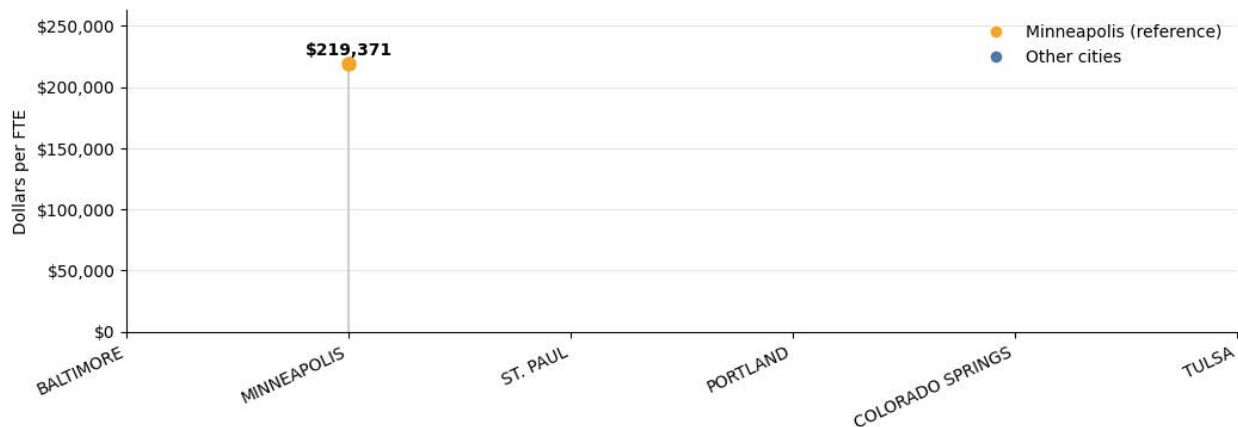


Figure 53: Assessing Department FY24 Per Capita Expenditures



Note: Values shown are total spend per 1,000 residents based on 2026 population estimates.

Figure 54: Assessing Department FY24 Expenditures Per Authorized FTE

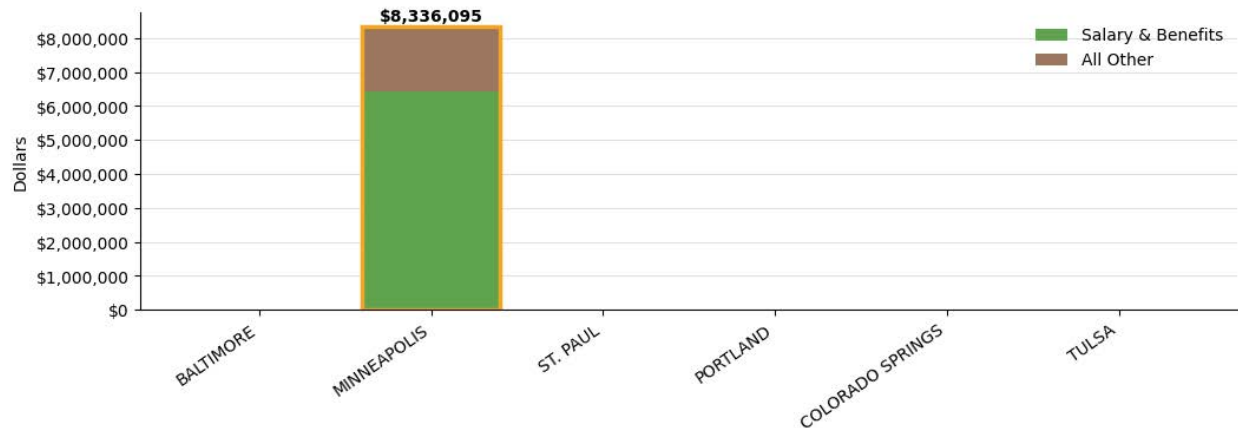


Because peer cities perform these functions at the county level, comparable municipal expenditure data is not available. Minneapolis’ expenditures should therefore be evaluated in light of its unique organizational structure.

Expenditure Composition

Personnel costs represent the majority of departmental spending, influenced in part by a recent compensation adjustment that increased salaries across the department. While originally intended to support the recruitment of specialized roles, the adjustment was applied broadly.

Figure 55: Assessing Department FY24 Expenditure Composition



Non-personnel expenditures include software systems, such as Tyler Technologies, integration with county systems, and general operational support.

Operational Considerations

The department conducts annual property valuations, with properties reviewed every five years. Special assessments are not performed by the Assessing Department and are instead managed by individual city departments. The department utilizes Tyler software and maintains data-sharing partnerships with county systems. Ongoing internal salary surveys are conducted to remain competitive in attracting and retaining qualified appraisal staff.

Final Observations

Minneapolis's Assessing Department is structurally unique among the benchmark cities, as comparable jurisdictions rely on county-level service delivery. This limits the usefulness of direct benchmarking comparisons across cities. Additional observations and potential considerations related to the Assessing function are addressed in Chapter 3 of this report.

2.12 Civil Rights

Comparability Notes

Civil rights functions vary significantly across benchmark cities in both structure and scope. Minneapolis maintains a standalone Civil Rights Department with dedicated staff and defined enforcement, compliance, and policy functions.

Table 12: Civil Rights Comparison Table

City	Total Expend.	Spend / 1k res.	Authorized FTEs	Spend / Authorized FTE	Salary & Ben.	All Other
PORTLAND	—	—	—	—	—	—
MINNEAPOLIS	\$6,964,727	\$16,251	48.0	\$145,098	\$5,058,031	\$1,906,696
ST. PAUL	\$4,502,253	\$14,367	33.1	\$136,020	\$3,923,040	\$579,213
COLORADO SPRINGS	—	—	—	—	—	—
TULSA	\$1,590,000	\$3,830	10.0	\$159,000	—	\$1,590,000
BALTIMORE	\$2,749,418	\$4,838	44.0	\$62,487	—	\$2,749,418

Note: Civil rights functions vary across cities; some combine internal equity and external enforcement, and some did not have a department in FY2024.

St. Paul operates a comparable function through the Human Rights and Equal Economic Opportunity (HREEO) Department. Portland’s Office of Equity and Human Rights combines both internal equity functions and external civil rights enforcement, which are split between multiple departments in Minneapolis.

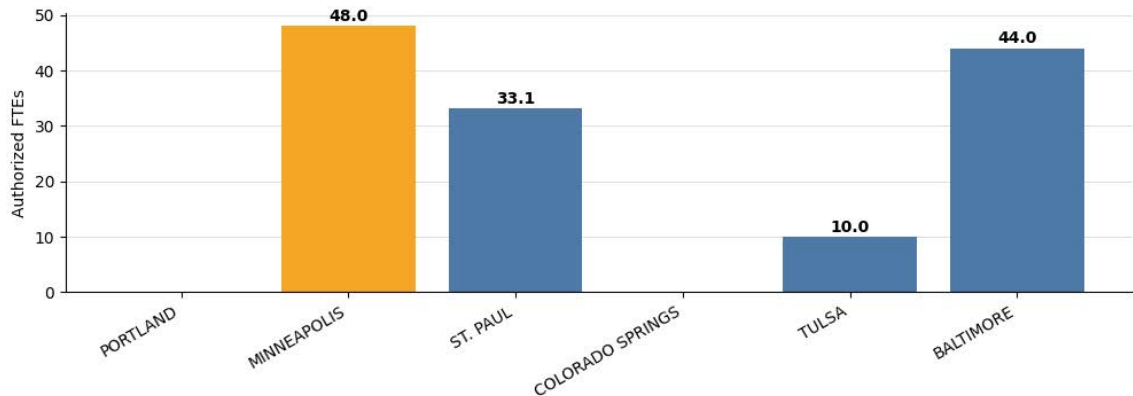
Baltimore maintains a comparable function with identifiable expenditures and staffing, while Colorado Springs does not have a standalone department; instead, it assigns non-discrimination and Title VI responsibilities to Human Resources. Tulsa did not have a civil rights department in FY2024, as its Human Rights Commission was established later within the Department of Resilience and Equity.

These structural differences limit direct comparability, particularly when functions are combined, decentralized, or absent during the study period.

Staffing Levels

Minneapolis reports 48 authorized FTEs and is currently near full staffing, with approximately 2–3 vacancies.

Figure 56: Civil Rights FY24 Authorized FTEs



Note: Unable to break out REIB and Civil Rights functions for Portland; Colorado Springs does not have a department.

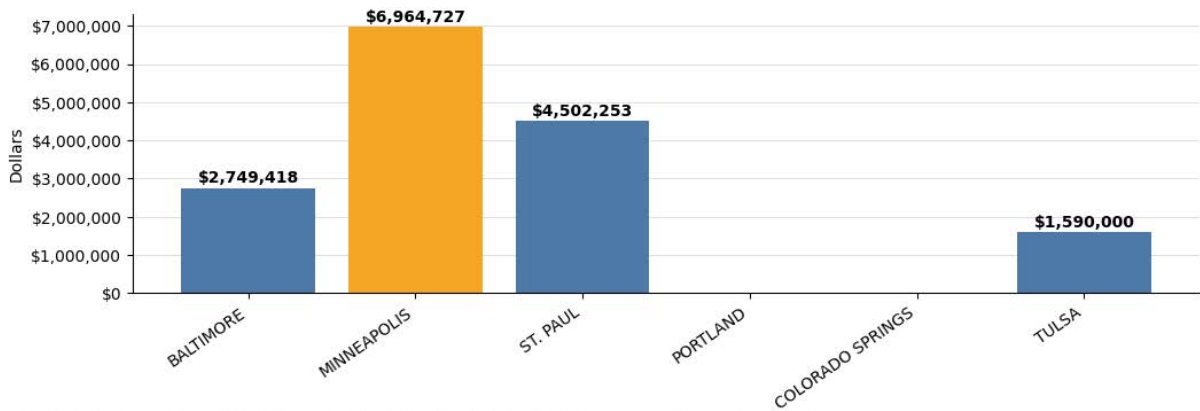
St. Paul reports 33.1 authorized FTEs, while Baltimore reports 44 authorized FTEs. Tulsa reports 10 FTEs; however, this reflects a program that was not in place during FY2024 and therefore is not directly comparable. Portland and Colorado Springs did not report identifiable FTEs for this function due to organizational structure.

Differences in staffing levels should be interpreted in the context of varying scopes of responsibility, particularly where departments combine internal equity, compliance, and enforcement functions.

Expenditures

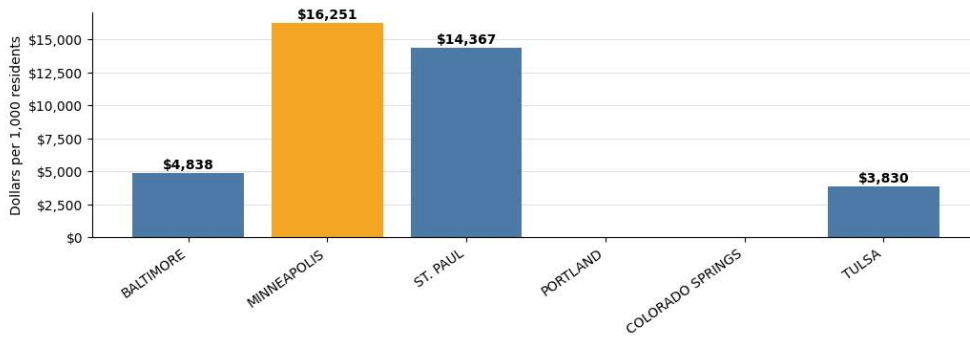
Minneapolis reports total FY2024 expenditures of approximately \$7.0 million.

Figure 57: Civil Rights FY24 Total Expenditures



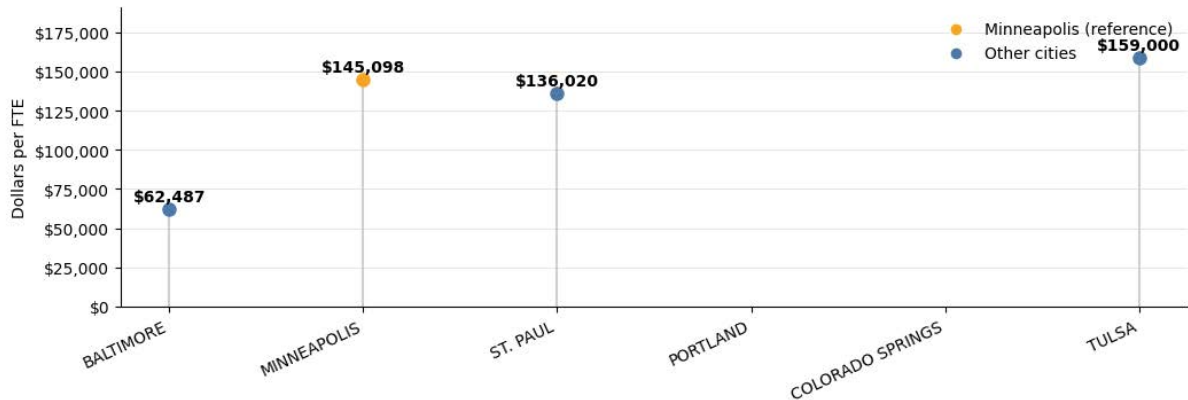
Note: Unable to break out REIB and Civil Rights functions for Portland; Colorado Springs does not have a department.

Figure 58: Civil Rights FY24 Per Capita Expenditures



Note: Values shown are total spend per 1,000 residents based on 2026 population estimates. Unable to break out REIB and Civil Rights functions for Portland; Colorado Springs does not have a department.

Figure 59: Civil Rights FY24 Expenditures Per Authorized FTE



Note: Unable to break out REIB and Civil Rights functions for Portland; Colorado Springs does not have a department.

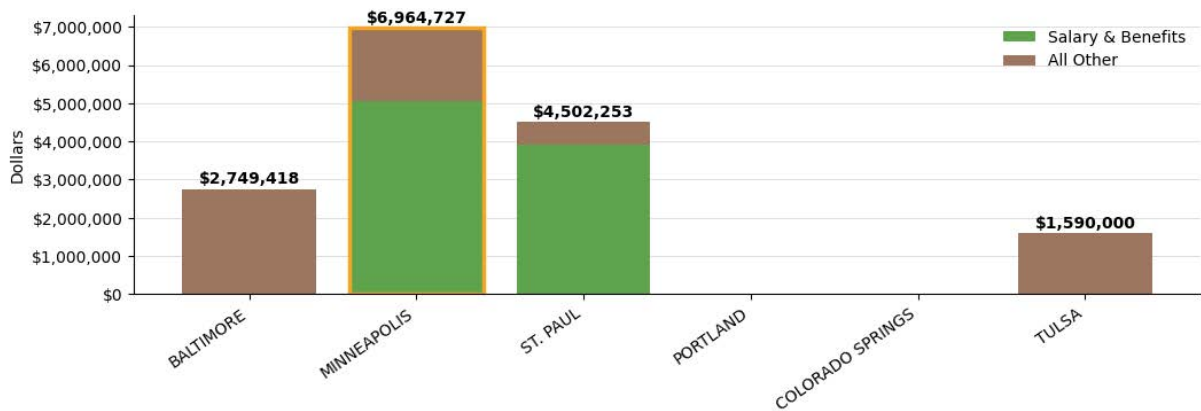
St. Paul reports approximately \$4.5 million in expenditures, while Baltimore reports approximately \$2.7 million. Tulsa reports approximately \$1.6 million; however, as the program was not active in FY2024, this data reflects a different implementation timeline. Portland and Colorado Springs did not report comparable expenditure data.

Variation in expenditures reflects differences in scope, including enforcement responsibilities, contract compliance, labor standards, and police oversight functions.

Expenditure Composition

Personnel costs represent the majority of expenditures in Minneapolis and St. Paul. Baltimore’s available data indicate a higher proportion of non-personnel expenditures relative to Minneapolis and St. Paul. Tulsa’s reported expenditures are entirely non-personnel, reflecting the program's structure at the time.

Figure 60: Civil Rights FY24 Expenditure Composition



Note: Unable to break out REIB and Civil Rights functions for Portland; Colorado Springs does not have a department.

Differences in expenditure composition reflect variations in program maturity, staffing models, and functional responsibilities.

Operational Considerations

Minneapolis' Civil Rights Department performs a wide range of functions, including complaint investigation, contract compliance, labor standards enforcement, and police oversight through the Office of Police Conduct Review. The department also conducts active monitoring of contracts, including prevailing wage and labor compliance, and processes a high volume of payroll-related reviews.

The department supports multiple boards and commissions and includes a policy and research function responsible for providing recommendations and tracking performance. Minneapolis also conducts in-house mediation and produces detailed investigative determinations.

Compared to peer cities, Minneapolis' scope of services appears broader in certain areas, including labor standards enforcement and police oversight, though direct comparisons are limited by differences in organizational structure and available data.

Final Observations

Minneapolis maintains a standalone Civil Rights Department with defined enforcement, compliance, and policy functions, while peer cities utilize a range of organizational models, including standalone departments, combined equity functions, and decentralized approaches.

Differences observed in staffing and expenditures are influenced by variations in scope, particularly where responsibilities such as labor standards enforcement, contract compliance, and police oversight are included within the department.

Given these structural differences, comparisons across cities should be interpreted in the context of how civil rights functions are organized and delivered rather than as direct measures of relative performance.

2.13 Communications

Comparability Notes

Communications functions are present across benchmark cities, but they are sometimes organized in materially different ways that significantly affect comparability. Minneapolis maintains a centralized Communications Department with identifiable staffing and expenditures. St. Paul houses Communications and Digital Media within the Office of Technology & Communications, combining communications with broader technology-related responsibilities. Colorado Springs places the function within the Mayor’s Office, and Portland operates a decentralized model in which individual departments manage their own communications.

Table 13: Communications Comparison Table

Communications (2024) — Comparison Table

Minneapolis is highlighted as the reference. Dollars are shown as whole dollars; FTEs shown to 0.1.

City	Total Expend.	Spend / 1k res.	Authorized FTEs	Spend / Authorized FTE	Salary & Ben.	All Other
PORTLAND	—	—	—	—	—	—
MINNEAPOLIS	\$2,606,647	\$6,083	13.0	\$200,511	\$1,710,724	\$895,923
ST. PAUL	—	—	7.0	—	—	—
COLORADO SPRINGS	\$1,773,510	\$3,593	14.75	\$120,238	\$1,599,949	\$173,561
TULSA	\$1,050,000	\$2,529	9.0	\$116,667	\$935,000	\$115,000
BALTIMORE	\$12,093,071	\$21,283	10.0	\$1,209,307	—	\$12,093,071

Portland operates a decentralized communications model. St. Paul expenditures could not be separated. Colorado Springs communications is housed in the Mayor’s Office.

These differences mean communications staffing and expenditures are not consistently captured across cities. In decentralized or embedded models, communications work may be performed by staff whose roles are not classified as communications functions. As a result, lower reported staffing or expenditures in peer cities does not necessarily indicate a lower level of communications activity.

The available comparison data reflects this inconsistency. Minneapolis reports 13.0 authorized FTEs in FY2024. St. Paul reports 7.0 FTEs, or 46.2 percent fewer than Minneapolis. Colorado Springs reports 14.75 FTEs, or 13.5 percent more than Minneapolis. Tulsa reports 9.0 FTEs, or 30.8 percent fewer than Minneapolis. Portland does not report comparable staffing data. On the expenditure side, Minneapolis reports \$2.61 million in total expenditures. Baltimore reports \$12.09 million, or 363.9 percent higher than Minneapolis. Colorado Springs reports \$1.77 million, or 32.0 percent lower

than Minneapolis. Tulsa reports \$1.05 million, or 59.7 percent lower than Minneapolis. St. Paul and Portland do not report comparable total expenditure data.

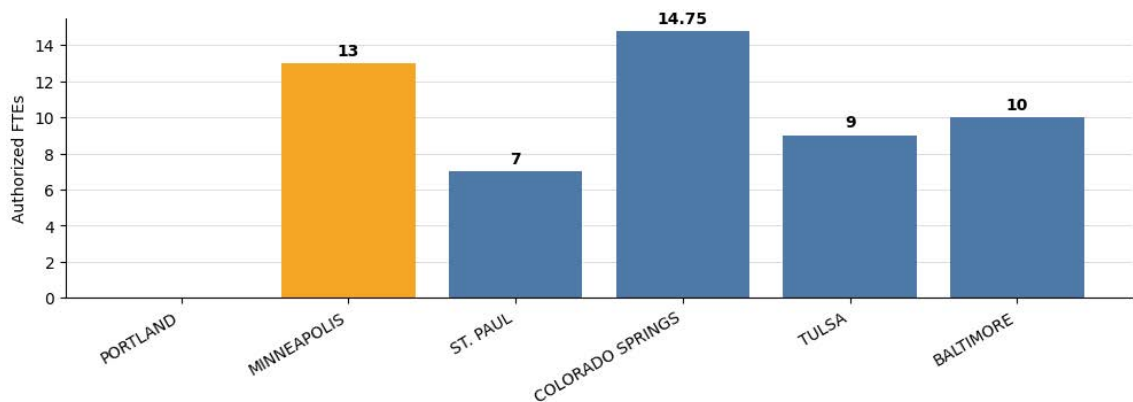
Population differences also matter, but they do not fully explain the variation. Based on 2026 population estimates, Portland is 48.3 percent larger than Minneapolis; Baltimore is 32.6 percent larger; and Colorado Springs is 15.2 percent larger. St. Paul is 26.9 percent smaller, and Tulsa is 3.1 percent smaller. Even after adjusting for population, Minneapolis reports \$6,082.07 in communications spending per 1,000 residents, compared with \$21,280.46 in Baltimore, \$3,593.35 in Colorado Springs, and \$2,529.18 in Tulsa. That places Minneapolis above Colorado Springs and Tulsa on a population-adjusted basis, but well below Baltimore.

In addition, the scope of communications functions varies. Minneapolis' structure includes responsibilities such as public access television and multilingual outreach through cultural media partnerships. These functions may not be included within communications in peer cities, further limiting direct comparisons.

Staffing Levels

Minneapolis reported 13 authorized FTEs in FY2024. Staffing has since increased to 22 FTEs through the consolidation of communications staff from other departments, indicating a shift toward a more centralized service model. At the time of review, approximately four positions were vacant, with active hiring underway.

Figure 61: Communications FY24 Authorized FTEs



Note: Portland operates a decentralized model with no centralized FTEs; Colorado Springs function is housed in the Mayor's Office.

Compared to peer data, Minneapolis' FY2024 staffing level exceeds St. Paul's reported 7.0 FTEs by 6.0 positions and exceeds Tulsa's 9.0 FTEs by 4.0 positions. Colorado

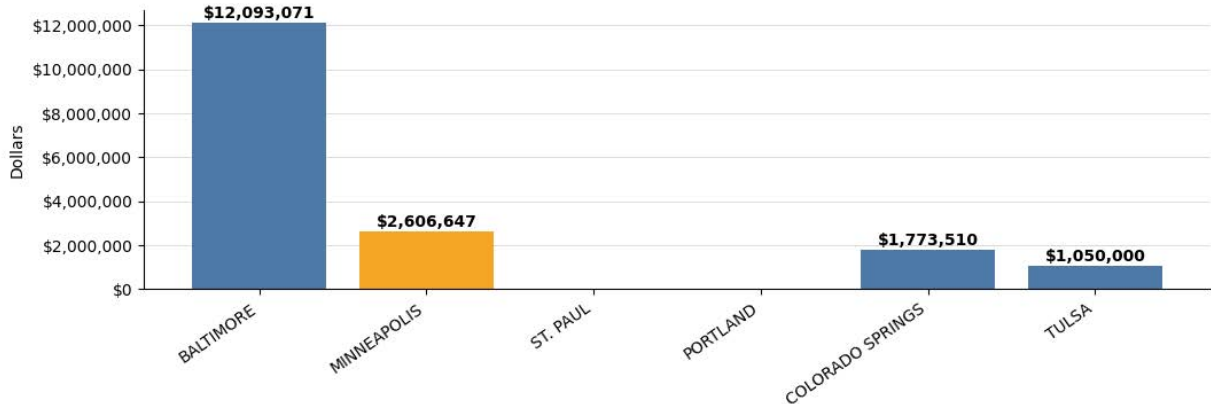
Springs reports 14.75 FTEs, which is 1.75 FTEs above Minneapolis and 13.5 percent higher. Those comparisons should still be interpreted cautiously because St. Paul's staffing is embedded within a broader office that combines communications with technology functions, and Colorado Springs' staffing is located within the Mayor's Office, which may reflect a different scope of responsibilities.

Functional needs identified within the current structure include digital communications, email marketing, content development, and analytics. These needs indicate that while staffing levels have increased through consolidation, certain specialized capabilities remain limited.

Expenditures

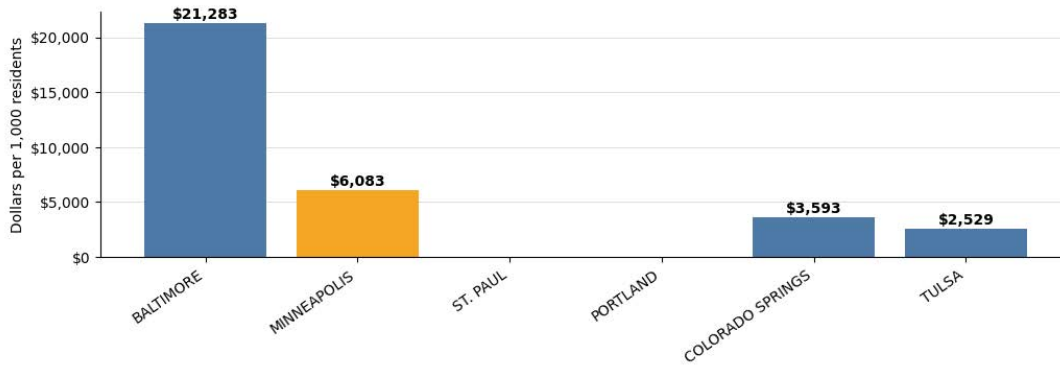
Minneapolis reports total communications expenditures of \$2,606,647 in FY2024, including \$1,710,724 in salary and benefits and \$895,923 in all other expenditures. Comparable total expenditure data is not available for St. Paul or Portland, but Baltimore reports \$12,093,071, Colorado Springs reports \$1,773,510, and Tulsa reports \$1,050,000.

Figure 62: Communications FY24 Total Expenditures



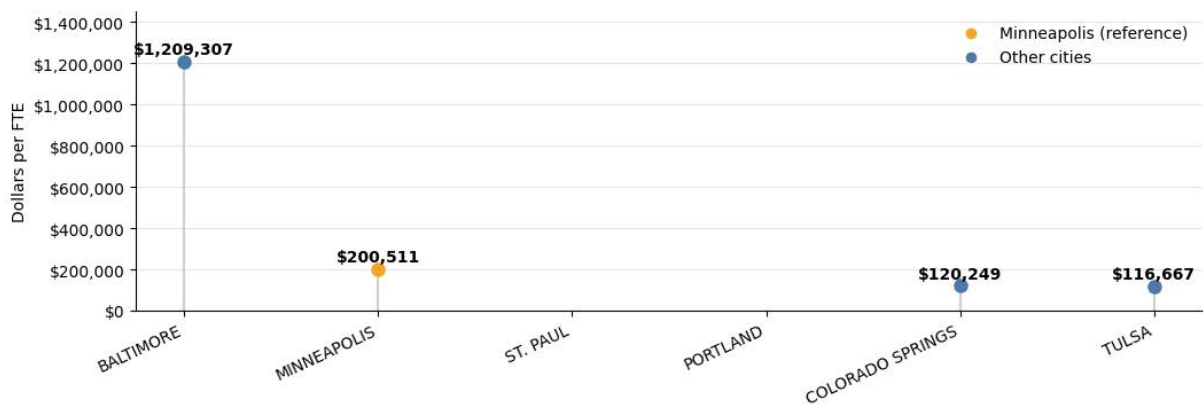
Note: Portland operates a decentralized model; St. Paul expenditures could not be separated; Colorado Springs function is housed in the Mayor's Office.

Figure 63: Communications FY24 Per Capita Expenditures



Note: Values shown are total spend per 1,000 residents based on 2026 population estimates. Portland decentralized; St. Paul expenditures unavailable; Colorado Springs in Mayor's Office.

Figure 64: Communications FY24 Expenditures Per Authorized FTE



Note: Portland decentralized; St. Paul expenditures unavailable; Colorado Springs in Mayor's Office.

Relative to Minneapolis, Baltimore's total expenditure level is \$9.49 million higher, or 363.9 percent greater. Colorado Springs is \$833,137 lower, or 32.0 percent below Minneapolis. Tulsa is \$1.56 million lower, or 59.7 percent below Minneapolis. On a per 1,000 resident basis, Minneapolis reports \$6,082.07, compared with \$21,280.46 in Baltimore, \$3,593.35 in Colorado Springs, and \$2,529.18 in Tulsa. Baltimore's per-capita spending is 249.9 percent higher than Minneapolis, while Colorado Springs is 40.9 percent lower, and Tulsa is 58.4 percent lower.

Minneapolis's reported expenditures also include specific non-personnel activities that may not be reflected in peer city communications budgets. These include approximately \$400,000 annually for public access television and cultural media partnerships that support multilingual outreach. As a result, Minneapolis' reported communications expenditures likely reflect a more complete accounting of communications-related costs

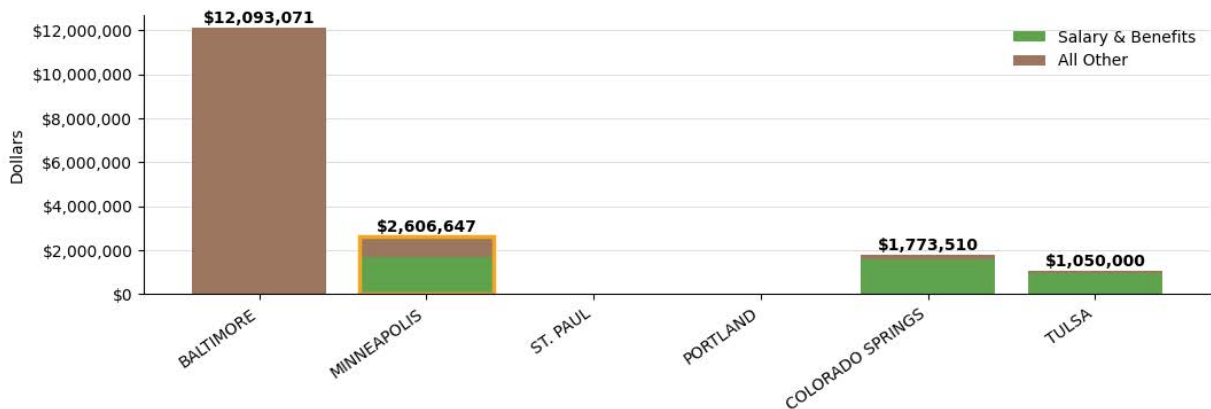
than some peer cities, where those activities may be decentralized, embedded elsewhere, or not separately visible.

Differences in expenditures, therefore, reflect both actual spending levels and the degree to which costs are centralized and visible within a single department.

Expenditure Composition

Minneapolis's communications expenditures include both personnel costs and non-personnel costs associated with contracted services and outreach activities. Salary and benefits total \$1,710,724, while all other expenditures total \$895,923. Personnel costs, therefore, account for 65.63 percent of total expenditures.

Figure 65: Communications FY24 Expenditure Composition



Note: Portland operates a decentralized model; St. Paul expenditures could not be separated; Colorado Springs function is housed in the Mayor's Office.

That personnel share is lower than both Colorado Springs and Tulsa. Colorado Springs reports a personnel share of 90.21 percent, which is 37.5 percent higher than Minneapolis. Tulsa reports 89.05 percent, which is 35.7 percent higher than Minneapolis. This suggests Minneapolis carries a more substantial non-personnel cost component than those two cities, consistent with the inclusion of public access television and cultural media partnerships.

Looking at the underlying dollars, Minneapolis' salary and benefits are \$110,775 higher than Colorado Springs (6.5 percent higher) and \$775,724 higher than Tulsa (45.3 percent higher). Minneapolis's all other expenditures are \$722,362 higher than Colorado Springs, or 80.6 percent higher, and \$780,923 higher than Tulsa, or 87.2 percent higher. This indicates that Minneapolis not only spends more overall than those cities do, but also allocates a larger share of its communications budget to non-personnel activities.

Baltimore's reported expenditure mix is materially different, with all reported expenditures reflected in other expenditures and no separate salary-and-benefits breakout shown. Baltimore reports \$12.09 million in all other expenditures, which is 1,249.8 percent higher than Minneapolis' non-personnel total. That reported mix is not directly comparable to Minneapolis's, but it does show that Baltimore's budget structure for this function is fundamentally different.

Certain digital functions, including website infrastructure, are managed by Information Technology outside the Communications Department. As a result, some communications-related costs are not fully reflected within the department's budget.

Operational Considerations

Minneapolis has transitioned to a centralized communications model by consolidating staff from multiple departments. This approach supports greater consistency in messaging and coordination across the organization. The department's responsibilities include internal communications, public information, multimedia production, and external outreach. The function also includes partnerships for multilingual communications and support for public access television.

Current operational gaps include limited capacity in digital communications functions, including email marketing, web development, content creation, and performance tracking. The department does not consistently track key communications metrics such as email engagement or social media performance.

Responsibilities for website management are shared between Information Technology, which retains ownership of the platform, and Communications, which is responsible for content. This division of responsibilities affects the department's ability to fully manage digital communications.

Final Observations

Minneapolis's Communications Department reflects a more centralized, more fully visible model than in several benchmark cities. That matters because peer staffing and expenditure levels are heavily influenced by whether communications functions are housed in a standalone department, embedded within another office, or decentralized across operating departments.

Based on the available data, Minneapolis ranks above St. Paul and Tulsa in staffing, slightly below Colorado Springs in FY2024 staffing, and above both Colorado Springs and Tulsa in total expenditures. Minneapolis also reports a higher per-capita spending

level than Colorado Springs and Tulsa, but much lower than Baltimore. Those differences suggest that Minneapolis is operating at a moderate-to-higher level of investment in communications, particularly given its centralized structure and broader functional scope.

Minneapolis's expenditure profile is less personnel-heavy than Colorado Springs' and Tulsa's, indicating a larger share of non-personnel activity within the communications budget. That is consistent with the inclusion of public access television, multilingual outreach partnerships, and other contracted or externally supported communications activities.

Overall, the benchmark data indicate that Minneapolis has adopted a more centralized, broader communications model than many peers, and that choice is reflected in both staffing and expenditure patterns.

2.14 Community Planning & Economic Development

Comparability Notes

Community Planning and Economic Development functions vary significantly across benchmark cities in both structure and scope. Minneapolis maintains a highly integrated CPED department that combines planning, economic development, housing policy, development services, and inspections within a single organizational structure.

Community Planning & Economic Development Comparison Table

Community Planning & Economic Development (2024) — Comparison Table

Minneapolis is highlighted as the reference. Dollars are shown as whole dollars; FTEs shown to 0.1.

City	Total Expend.	Spend / 1k res.	Authorized FTEs	Spend / Authorized FTE	Salary & Ben.	All Other
PORTLAND	\$225,442,508	\$354,609	563.5	\$400,075	\$92,863,346	\$132,579,162
MINNEAPOLIS	\$165,953,270	\$387,217	244.0	\$680,136	\$38,090,475	\$127,862,795
ST. PAUL	\$64,217,235	\$204,921	238.5	\$269,255	\$11,235,313	\$52,981,922
COLORADO SPRINGS	\$9,320,828	\$18,885	63.0	\$147,950	\$7,990,653	\$1,330,175
TULSA	\$10,282,000	\$24,767	71.0	\$144,817	\$6,560,000	\$3,722,000
BALTIMORE	\$93,221,524	\$164,044	508.0	\$183,507	\$0	\$93,221,524

Note: CPED functions vary significantly across cities. Minneapolis includes planning, housing, inspections, and development services in one department; peer cities distribute these functions across multiple departments

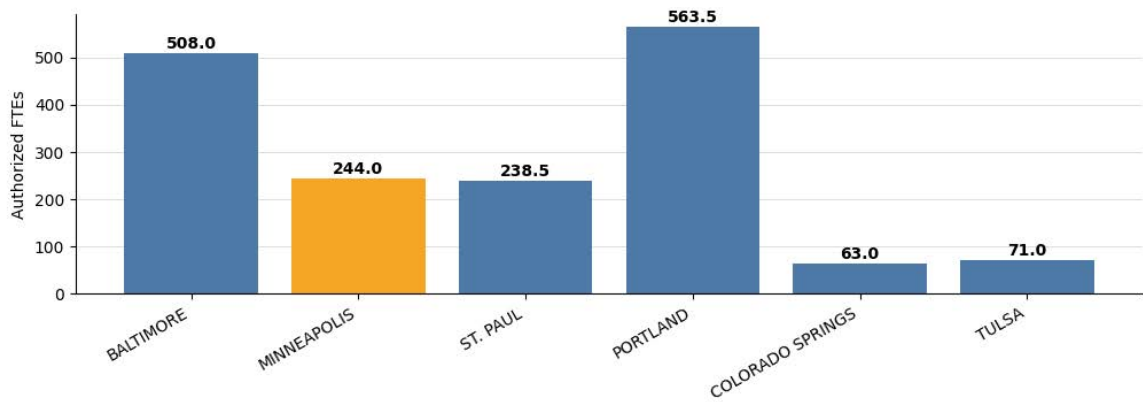
Peer cities distribute these functions differently. St. Paul separates elements of planning, economic development, and housing across departments, and available financial data does not capture the full scope of comparable activities, particularly inspections, permitting, and housing functions. Portland utilizes a bureau-based system, with responsibilities split across the Planning & Sustainability Department and the Bureau of Development Services. Colorado Springs separates planning, neighborhood services, and economic development across multiple departments and does not include inspection functions within the reported structure. Tulsa includes economic development functions alongside partnerships such as the Downtown Tulsa Partnership.

These structural differences significantly limit direct comparability. Minneapolis's CPED department includes functions, such as inspections, housing development, and contract-based development financing, that are either distributed across multiple departments or excluded entirely in peer city data. As a result, staffing and expenditure levels in Minneapolis reflect a broader scope of services than those captured in other cities.

Staffing Levels

Minneapolis reports approximately 244 authorized FTEs for FY2024, with staffing levels historically ranging from 234 to 243 FTEs. Vacancy rates are approximately 10 percent, with staffing levels intentionally managed to address financial constraints.

CPED FY24 Authorized FTEs



Note: CPED functions vary significantly across cities; Minneapolis consolidates multiple functions within a single department.

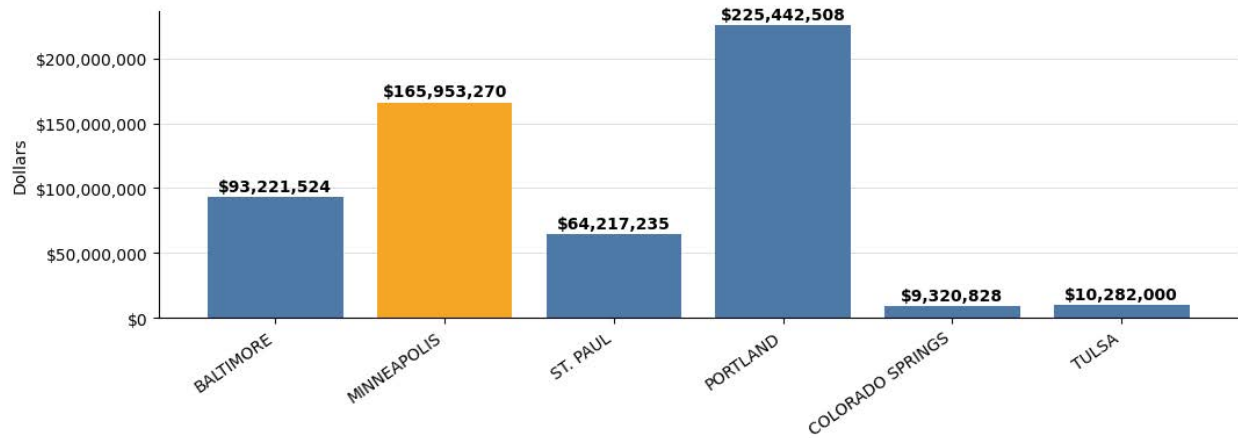
Peer city staffing levels vary widely. St. Paul reports approximately 238.5 FTEs; however, this figure does not include all comparable functions, particularly inspections, permitting, and certain housing-related activities. Portland reports 563.5 FTEs across multiple bureaus, reflecting a broader aggregation of functions across separate organizational units. Baltimore reports 508 FTEs, while Colorado Springs reports 63 FTEs across planning and development-related functions, excluding inspection roles. Tulsa reports 71 FTEs, including economic development activities and external partnerships.

Differences in staffing levels are primarily driven by how functions are grouped rather than by direct differences in service levels. Minneapolis’s staffing includes a comprehensive set of services, from land use planning through inspections and development services, while peer cities may divide these responsibilities across multiple departments or exclude them from reported totals.

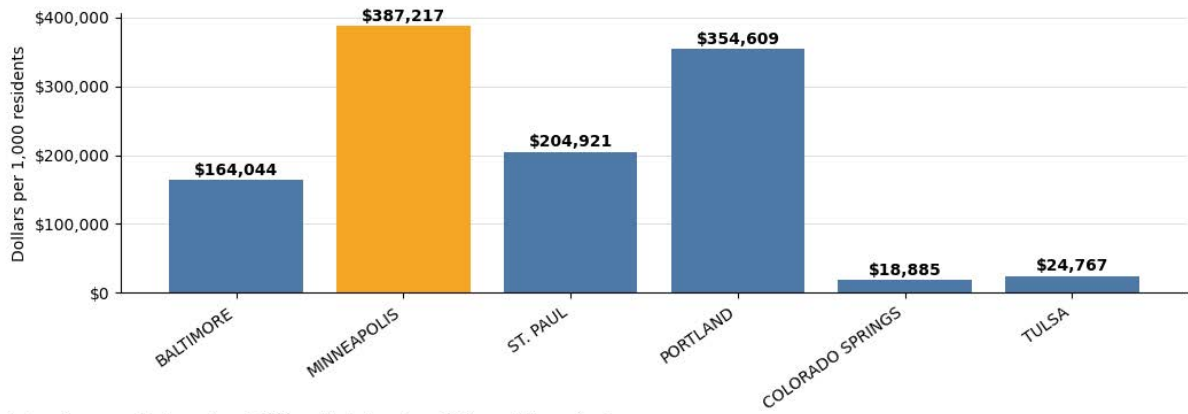
Expenditures

Minneapolis reports total FY2024 expenditures of approximately \$166 million, including both personnel and non-personnel costs. A significant portion of expenditures is programmatic, including development financing, housing investments, and contract-based services.

CPED FY24 Total Expenditures

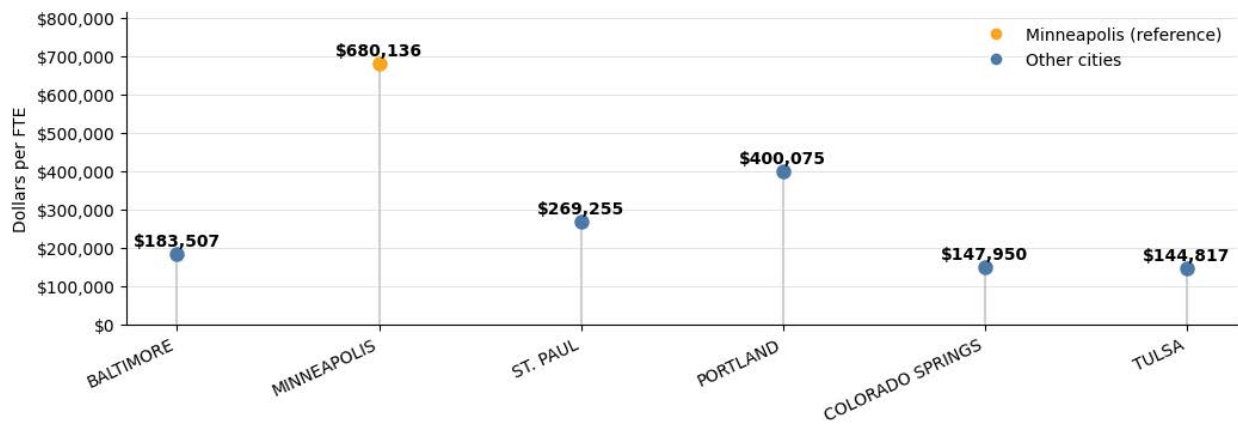


CPED FY24 Per Capita Expenditures



Note: Values shown are total spend per 1,000 residents based on 2026 population estimates.

CPED FY24 Expenditures Per Authorized FTE



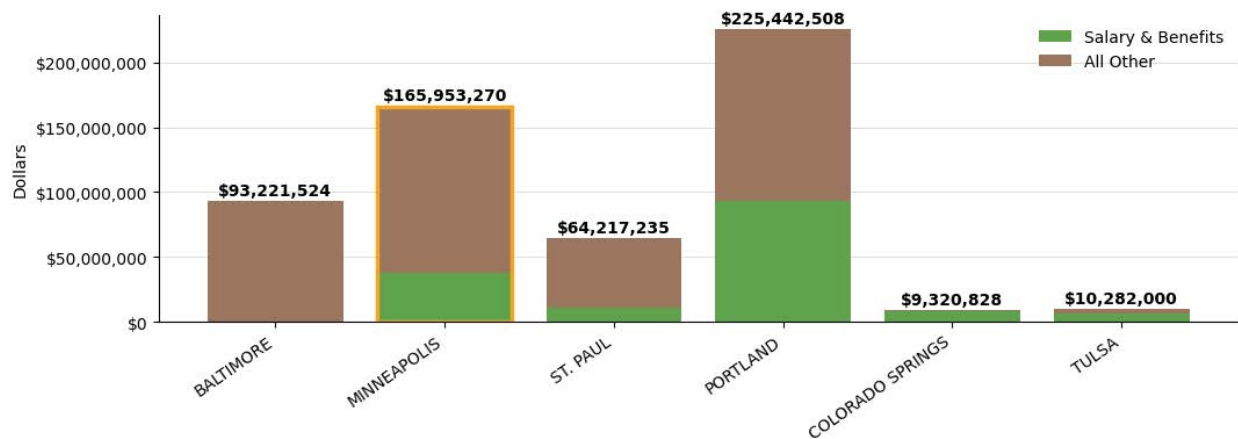
Peer city expenditures vary significantly. St. Paul reports approximately \$64 million; however, this excludes several comparable functions. Portland reports approximately \$225 million across multiple bureaus, reflecting a broader aggregation of services. Baltimore reports approximately \$93 million, Colorado Springs approximately \$9.3 million, and Tulsa approximately \$10.3 million.

Differences in expenditures are influenced by both scope and programmatic activity. Minneapolis manages a substantial portfolio of development-related financial activities, including loans, grants, and housing investments, which significantly increase total expenditures relative to cities where these functions are handled differently or outside the department.

Expenditure Composition

Minneapolis’s expenditure profile is heavily weighted toward non-personnel spending, reflecting its role in administering development programs, housing investments, and financial agreements with developers. The department maintains a large portfolio of outstanding loans and contract-based development activity.

CPED FY24 Expenditure Composition



In contrast, Colorado Springs and Tulsa show a higher proportion of personnel-related spending relative to total expenditures, reflecting a more limited programmatic scope. Portland and Baltimore also report substantial non-personnel expenditures, though these reflect different organizational structures and program responsibilities.

Operational Considerations

Minneapolis’s CPED department performs a wide range of functions, including planning, housing policy and development, economic development, development services, and

inspections. The department manages activities from land use planning through occupancy, including permitting, inspections, and development financing. The department also administers significant financial programs, including loans to developers, tax increment financing (TIF) districts, and housing development funding. The department maintains in-house support functions, including finance, human resources, and communications, which are not consistently included within peer city CPED structures.

Final Observations

Community Planning and Economic Development functions are organized differently across benchmark cities, with Minneapolis consolidating planning, housing, economic development, and development services within a single department, while peer cities distribute these responsibilities across multiple departments or agencies.

Staffing and expenditure levels vary across cities, but comparable data were identified for core functions. Differences observed reflect how responsibilities are grouped and how activities, such as inspections, housing programs, and development services, are assigned within each jurisdiction.

Minneapolis reports higher total expenditures and a greater share of non-personnel spending compared to several peer cities. This reflects the department's inclusion of programmatic activities, such as development financing, housing investments, and contracts with developers and community-based organizations.

CPED is responsible for activities spanning land-use planning through development services and inspections, as well as for administering financial programs such as loans and tax-increment financing.

Overall, differences across cities are influenced by organizational structure, assigned responsibilities, and the extent to which programmatic activities are included within the department, and should be interpreted within that context rather than as direct measures of performance.

2.15 Convention Center

Comparability Notes

Convention center operations vary significantly across benchmark cities in governance, staffing models, and funding structures. Minneapolis operates its convention center as a City-run function with dedicated staff and direct operational responsibility.

Table 14: Convention Center Comparison Table

Convention Center (2024) – Comparison Table

Minneapolis is highlighted as the reference. Dollars are shown as whole dollars; FTEs shown to 0.1.

City	Total Expend.	Spend / 1k res.	Authorized FTEs	Spend / Authorized FTE	Salary & Ben.	All Other
PORTLAND	\$28,510,000	\$44,845	—	—	—	\$28,510,000
MINNEAPOLIS	\$91,380,275	\$213,217	163.6	\$558,593	\$13,898,228	\$77,482,047
ST. PAUL	—	—	—	—	—	—
COLORADO SPRINGS	\$5,000,000	\$10,131	—	—	—	\$5,000,000
TULSA	\$20,970,000	\$50,511	0.0	—	—	\$20,970,000
BALTIMORE	\$46,537,053	\$81,892	152.0	\$306,165	\$0	\$46,537,053

Note: Convention center models vary widely; some cities operate facilities directly while others use contractual or authority-based structures.

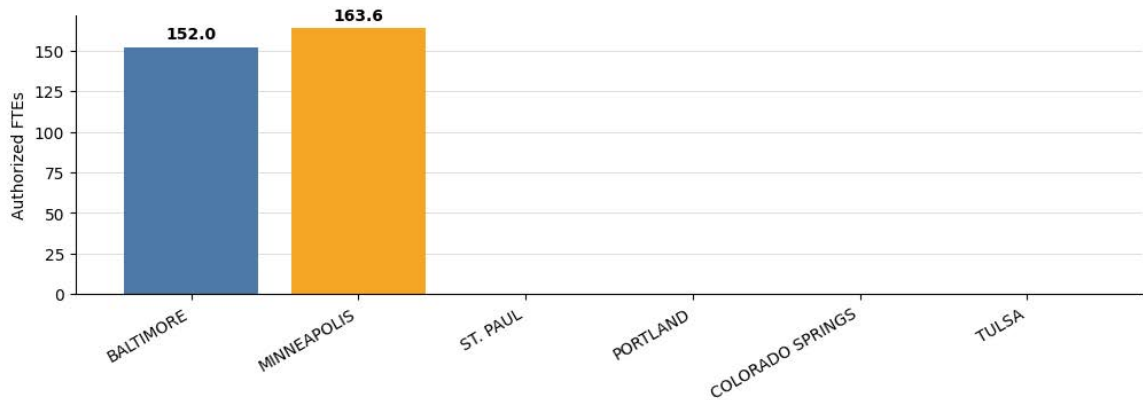
In contrast, St. Paul’s convention center is managed by a third-party entity and operates under a separate authority structure. Portland’s convention center is housed within a broader fund structure under Management and Finance. Colorado Springs and Tulsa utilize contractual models, providing annual payments to external entities to operate convention center functions. Tulsa reports no employees associated with the function, and Colorado Springs provides approximately \$5 million annually to support operations.

These differences affect comparability, particularly in staffing and expenditure reporting. Cities with contractual or authority-based models may not report staffing or operational costs in the same way as cities with fully internalized operations. As a result, Minneapolis’ staffing and expenditures reflect direct service delivery, while peer cities may reflect funding or subsidy levels rather than full operational costs.

Staffing Levels

Minneapolis reports approximately 163.6 authorized FTEs associated with convention center operations. Vacancy rates ranged from approximately 21 percent to 27 percent between 2022 and 2024. Staffing levels increased in 2024 compared with prior years in response to heightened event activity.

Figure 66: Convention Center FY24 Authorized FTEs



Note: Staffing reported where available; several cities operate convention centers through external or contractual models.

Peer city staffing data is limited or not directly comparable due to differing service models. Tulsa reports no employees associated with convention center operations, reflecting its contractual approach. Colorado Springs also relies on a contractual model and does not report comparable staffing within City departments. St. Paul’s staffing is managed through an external authority, and comparable figures are not directly aligned with City-reported FTEs.

Differences in staffing levels primarily reflect governance and operating models rather than differences in facility size or activity alone.

Expenditures

Minneapolis reports convention center-related expenditures, including both operating costs and external obligations. These include contributions toward U.S. Bank Stadium debt and Target Center-related costs, as well as convention center operations.

Figure 67: Convention Center FY24 Total Expenditures

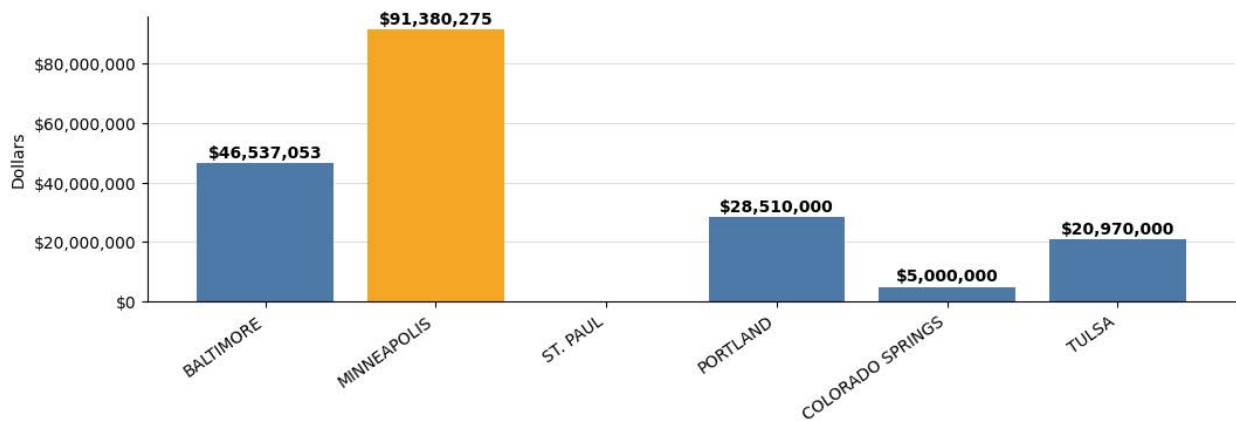
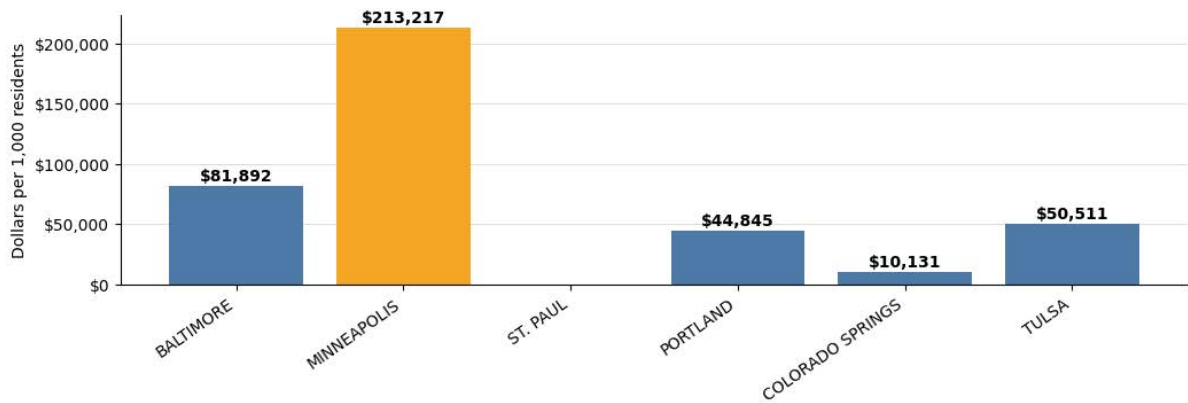
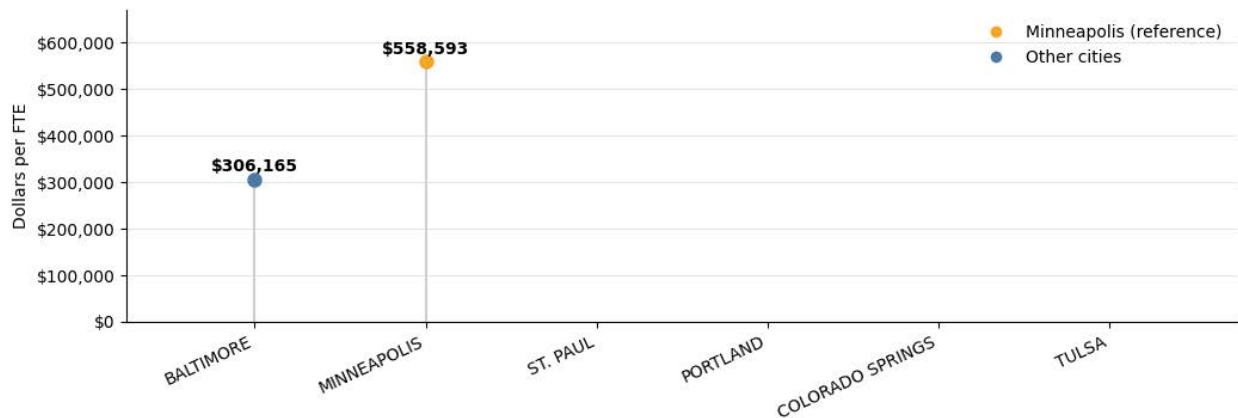


Figure 68: Convention Center FY24 Per Capita Expenditures



Note: Values shown are total spend per 1,000 residents based on 2026 population estimates.

Figure 69: Convention Center FY24 Expenditures Per Authorized FTE



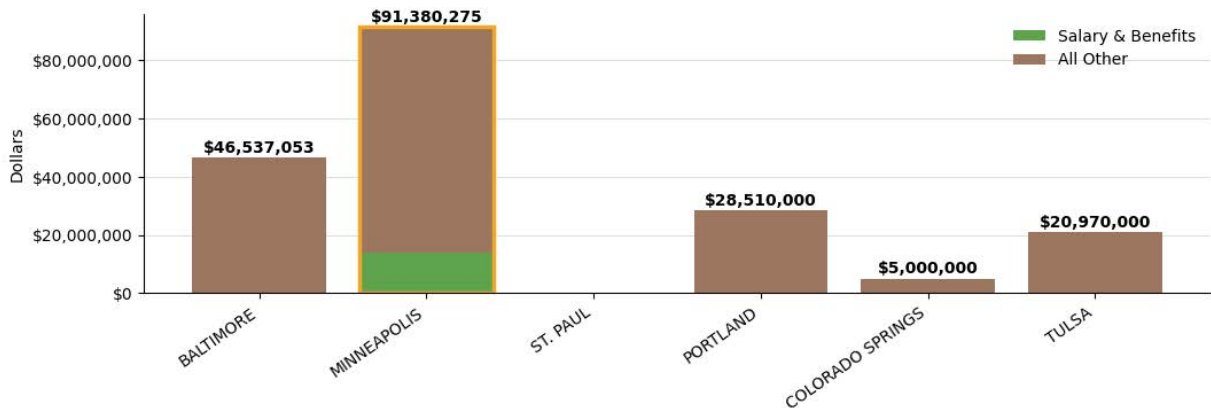
The department’s funding structure includes multiple components: approximately \$60 million for operations, \$20 million for U.S. Bank Stadium, \$12 million for Target Center, and approximately \$15 million for capital investment. Additional funding supports related facilities and public spaces.

Peer cities report expenditures differently based on their operating models. Colorado Springs provides approximately \$5 million annually to support the convention center’s operations under a contractual arrangement. Tulsa provides approximately \$20.9 million annually under a similar model. These figures represent payments rather than full operational expenditures and are not directly comparable to Minneapolis’s full cost structure.

Expenditure Composition

Minneapolis' expenditure profile includes both personnel costs and significant non-personnel expenditures tied to facility operations, capital investment, and external financial obligations. Non-personnel costs are influenced by capital reinvestment strategies and contributions to related facilities. Personnel costs are also affected by wage increases, including those from recent collective bargaining agreements, and by the use of both full-time and temporary staff, such as stagehands.

Figure 70: Convention Center FY24 Expenditure Composition



Note: Expenditures reflect either direct operations or contractual payments depending on city structure.

In cities with contractual models, expenditure composition is not directly comparable, as payments to operators may bundle personnel, operations, and capital costs into a single figure.

Operational Considerations

Minneapolis operates its convention center with a fully staffed model that includes event coordination, facility maintenance, and operational support. The department does not maintain a dedicated sales force, with marketing and promotion functions supported externally through the convention and visitors bureau.

The department utilizes a combination of in-house staff and contracted services for certain functions, including technical systems and specialized maintenance. Public safety services for events are provided through external arrangements.

Operational activity increased significantly in 2024 as event volumes returned, leading to higher staffing and expenditure levels. Vacancy management and staffing adjustments have been used to align with changing demand levels.

Industry comparisons indicate that convention center operations vary widely based on ownership, management structure, facility size, and market conditions, limiting direct operational comparisons across cities.

Final Observations

Convention center operations in benchmark cities are handled through various models, including fully City-managed facilities, authority-based structures, and contracts with external operators. Minneapolis runs its convention center as a City-managed operation with direct staffing and management responsibilities, whereas several peer cities depend on contractual or third-party management models.

Differences in staffing and expenditures mirror these operating models, with Minneapolis's figures representing full operational costs and peer city figures often reflecting subsidy or contract payments instead of complete cost structures. Furthermore, Minneapolis's reported expenditures include obligations related to other facilities and capital investments, which further set its financial profile apart from cities with more limited or externally managed reporting systems.

Overall, variations across cities are driven by governance models, funding structures, and the extent to which operations are managed internally versus through external entities.

2.16 Finance & Property Services

Comparability Notes

Minneapolis combines finance and property services within a single department, unlike the structure observed in most benchmark cities. Finance functions typically focus on financial management, budgeting, accounting, internal controls, treasury, payroll, procurement, and compliance, while property services focus on facilities and building-related activities.

Table 15: Finance & Property Services Comparison Table

Finance & Property Services (2024) — Comparison Table

Minneapolis is highlighted as the reference. Dollars are shown as whole dollars; FTEs shown to 0.1.

City	Total Expend.	Spend / 1k res.	Authorized FTEs	Spend / Authorized FTE	Salary & Ben.	All Other
PORTLAND	—	—	—	—	—	—
MINNEAPOLIS	\$61,123,982	\$142,620	293.0	\$208,614	\$34,870,749	\$26,253,233
ST. PAUL	\$52,500,406	\$167,532	58.8	\$893,624	\$8,291,898	\$44,208,508
COLORADO SPRINGS	\$5,720,524	\$11,590	44.0	\$130,012	\$5,388,925	\$331,599
TULSA	\$25,743,000	\$62,008	173.0	\$148,803	\$13,841,000	\$11,902,000
BALTIMORE	\$80,892,175	\$142,348	291.0	\$277,980	\$0	\$80,892,175

Note: Portland data unavailable due to inability to isolate finance and property services functions.

In Minneapolis, these functions are housed in a single department. Peer cities generally separate them. Colorado Springs maintains finance as a standalone department, with facilities functions located within support services. Tulsa separates facilities under an asset management structure within the Tulsa Public Facilities Authority, while finance remains a distinct function. St. Paul includes certain non-finance functions, such as real estate and fleet services, within finance, which is also an atypical structure, though those were separated for comparison purposes. Portland combines finance with human resources, 311, and information technology, and comparable data could not be isolated.

These structural differences materially affect comparability. Minneapolis reports 163.59 authorized FTEs and \$91.38 million in total expenditures for the combined function. Portland reports 152.00 authorized FTEs, or 7.1 percent fewer than Minneapolis, but total expenditures of \$46.54 million, or 49.1 percent lower than Minneapolis. Baltimore reports \$28.51 million in total expenditures, or 68.8 percent lower than Minneapolis, but does not report comparable FTE data. Tulsa reports \$20.97 million in total expenditures, or 77.1 percent lower than Minneapolis, but reports no comparable FTEs. Colorado Springs

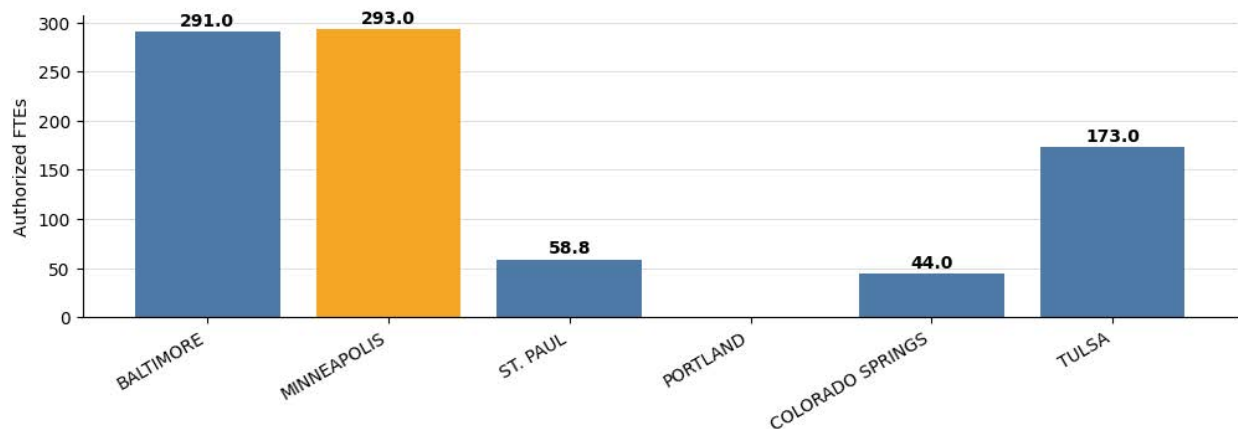
reports \$5.0 million in total expenditures, or 94.5 percent lower than Minneapolis, and no comparable FTEs. Those differences are driven in large part by how much facilities, property, and related operational activity is included within the reported function.

Population-adjusted comparisons reinforce that point. Minneapolis reports \$213,216.87 in spending per 1,000 residents. Portland reports \$81,892.36, which is 61.6 percent lower than Minneapolis. Baltimore reports \$44,844.74, which is 79.0 percent lower. Tulsa reports \$50,511.38, which is 76.3 percent lower. Colorado Springs reports \$10,130.60, which is 95.2 percent lower. Those large deltas indicate that the Minneapolis total reflects a broader and more operationally inclusive structure than the benchmark cities.

Staffing Levels

Minneapolis reports 163.59 authorized FTEs across both finance and property services functions. Property services accounts for approximately 95 FTEs. Finance-related staffing includes a controller at 64 FTEs, procurement at 42 FTEs, utility billing at 37 FTEs, payroll at 16 FTEs, development finance at 10 FTEs, risk management at 9 FTEs, budgeting at 9 FTEs, and banking at 7 FTEs, along with executive leadership.

Figure 71: Finance & Property Services FY24 Authorized FTEs



Among peer cities, Portland is the only city with comparable reported staffing, at 152.00 authorized FTEs, which is 11.59 FTEs fewer than Minneapolis, or 7.1 percent lower. Because other cities either separate facilities from finance or do not report comparable staffing data, the available data do not support a broader like-for-like staffing comparison.

Minneapolis operates in a centralized structure. Payroll staff also support additional functions, including the park's payroll. Interview input indicated that staffing levels are generally sufficient if positions are filled. However, specific capacity needs were identified in the controller and grants functions, with the grants team consisting of approximately

three to four staff. Additional staffing needs were also identified to support the city's primary financial management software system, Enterprise Resource Planning (ERP) transition.

The staffing data should therefore be interpreted in light of the department's combined structure. Minneapolis's staffing total includes both finance and property services, while several peer cities report only narrower finance functions or exclude facilities-related staffing entirely.

Expenditures

Minneapolis reports \$91,380,275 in total FY2024 expenditures. That total is substantially above the reported expenditures for all benchmark cities with comparable data. Portland reports \$46,537,053, which is \$44.84 million lower than Minneapolis, or 49.1 percent lower. Baltimore reports \$28,510,000, which is \$62.87 million lower, or 68.8 percent lower. Tulsa reports \$20,970,000, which is \$70.41 million lower, or 77.1 percent lower. Colorado Springs reports \$5,000,000, which is \$86.38 million lower, or 94.5 percent lower.

Figure 72: Finance & Property Services FY24 Total Expenditures

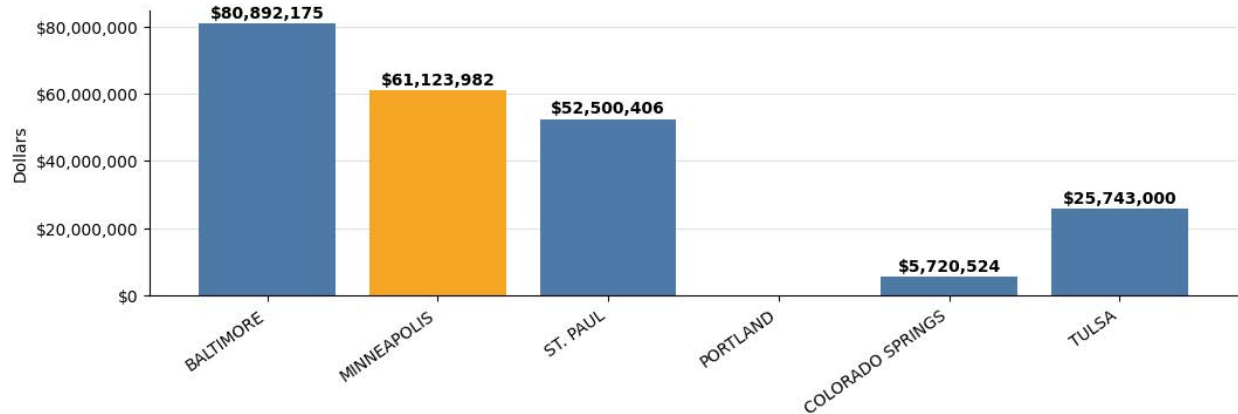
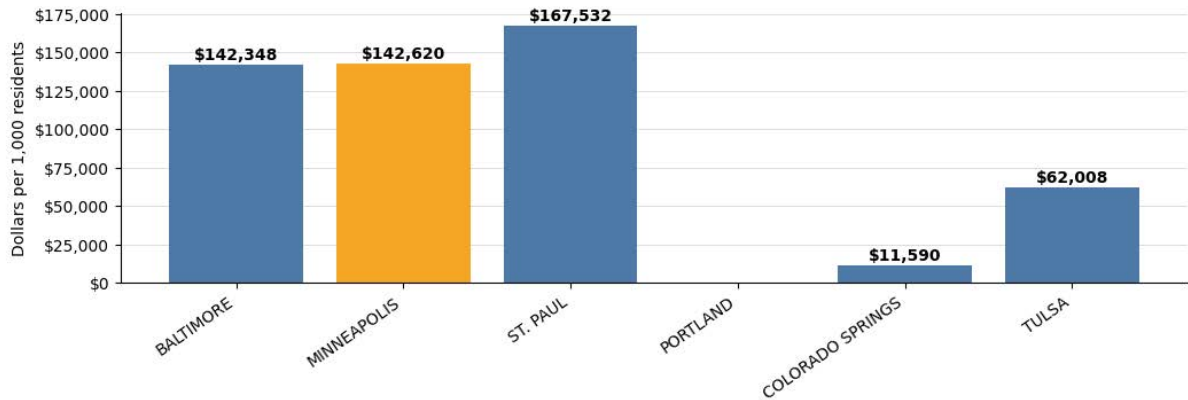
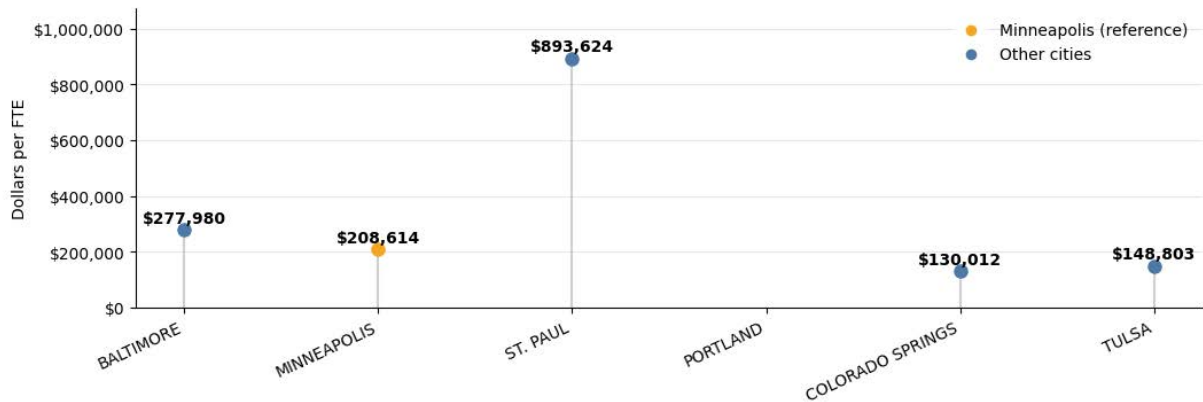


Figure 73: Finance & Property Services FY24 Per Capita Expenditures



Note: Values shown are total spend per 1,000 residents based on 2026 population estimates.

Figure 74: Finance & Property Services FY24 Expenditures Per Authorized FTE



Note: Values shown where staffing data is available.

On a per-1,000-resident basis, Minneapolis reports \$213,216.87. Portland reports \$81,892.36, Baltimore \$44,844.74, Tulsa \$50,511.38, and Colorado Springs \$10,130.60. Minneapolis therefore exceeds Portland by 160.4 percent, Baltimore by 375.5 percent, Tulsa by 322.1 percent, and Colorado Springs by more than 2,000 percent. Those are not ordinary differences for a pure finance function and strongly suggest that Minneapolis' total includes a much broader operational and facilities component than the benchmark city totals.

Minneapolis's expenditures reflect both finance and property services activities within a single department. The department also contracts externally for certain services, including the annual audit, actuarial studies for liability budgeting, and analysis of the

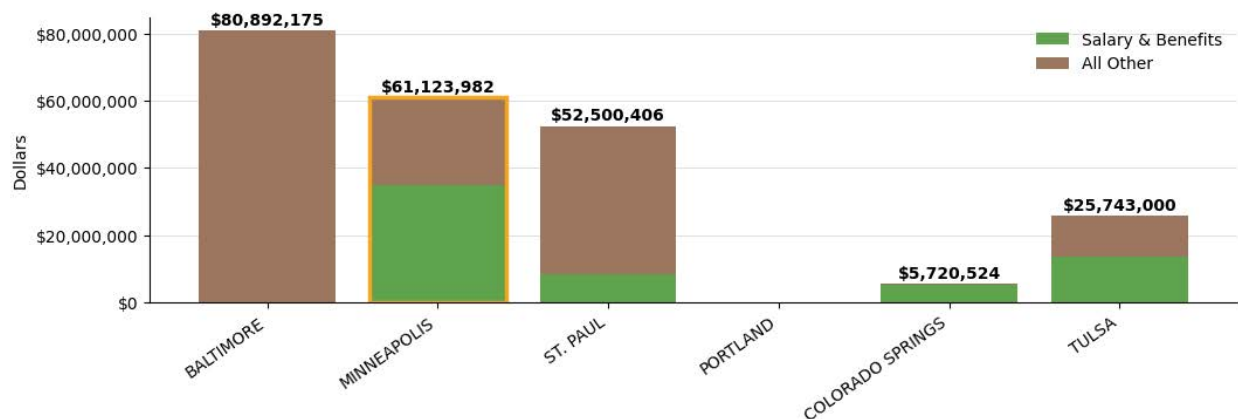
medical self-insurance plan. Those external services contribute to the department’s non-personnel spending.

Peer city expenditures vary based on structure. Cities that separate facilities functions report finance expenditures independently, while facility-related costs are reported elsewhere or through external entities. Tulsa and Colorado Springs reflect facilities-related spending through external or separate structures, which materially limit direct comparability.

Expenditure Composition

Minneapolis reports \$13,898,228 in salary and benefits and \$77,482,047 in all other expenditures. Salary and benefits represent only 15.21 percent of total expenditures. That is an unusually low personnel share for a finance function and reflects the fact that the reported department includes substantial property services and other operational costs in addition to finance activities.

Figure 75: Finance & Property Services FY24 Expenditure Composition



The non-personnel component is dominant. Minneapolis’s all other expenditures total \$77.48 million. Compared with peer cities, Portland reports \$46.54 million in all other expenditures, or 39.9 percent lower than Minneapolis. Tulsa reports \$20.97 million, or 72.9 percent lower. Baltimore reports \$28.51 million in total expenditures, all shown outside salary and benefits in the data provided, which is 63.2 percent lower than Minneapolis’ non-personnel spending alone. Colorado Springs reports \$5.0 million in total expenditures, also entirely outside salary and benefits in the reported data, which is 93.5 percent lower than Minneapolis’ non-personnel total.

This expenditure mix indicates that the Minneapolis department is not primarily a finance office in cost structure, even though finance functions are central to its responsibilities.

Instead, the reported budget is heavily influenced by property services and related operational activity, which drives the non-personnel share far above what would be expected for a traditional finance department. Finance functions themselves are primarily personnel-driven, but the combined department's expenditure profile is dominated by building, facilities, and other property-related costs.

External contracts for audit and actuarial services also contribute to non-personnel expenditures, but they do not explain the scale of the difference. The much larger driver is the inclusion of property services within the same departmental structure.

Operational Considerations

Minneapolis operates a centralized finance and property services model, with multiple functional areas housed within a single department. That model creates stronger administrative integration across finance, procurement, payroll, utility billing, risk, and property-related operations, but it also complicates benchmarking because peer cities often split those responsibilities.

The department is transitioning from PeopleSoft to Workday, with implementation expected to take approximately two to three years. Additional staffing needs have been identified to support this transition. Interview input indicated that while overall staffing is sufficient when positions are filled, targeted needs exist in grants management and ERP implementation support.

The department also utilizes external contracts for specialized services, including audit and actuarial analysis. Those arrangements can be appropriate for specialized expertise, but they also add to the department's non-personnel cost structure.

Overall, Minneapolis' model provides centralized oversight of both core finance functions and substantial property-related activity. That may create internal coordination advantages, but it also makes direct comparisons with peer finance departments inherently limited because Minneapolis reports a broader, more operationally intensive function than most benchmark cities.

Final Observations

Minneapolis combines finance and property services within a single department, unlike most benchmark cities, which separate financial management from facilities-related functions. That combined structure is the most important factor affecting comparability.

That structural difference is clearly reflected in the data. Minneapolis reports 163.59 authorized FTEs and \$91.38 million in total expenditures. Portland is the only city with

comparable reported staffing and shows 152.00 FTEs, or 7.1 percent fewer than Minneapolis, yet its total expenditures of only \$46.54 million are 49.1 percent lower than those of Minneapolis. Baltimore reports \$28.51 million in total expenditures, or 68.8 percent lower than Minneapolis. Tulsa reports \$20.97 million, or 77.1 percent lower. Colorado Springs reports \$5.0 million, or 94.5 percent lower. These large expenditure gaps, together with limited staffing comparability, indicate that Minneapolis is reporting a broader, more operationally inclusive department than most peer cities.

Population-adjusted comparisons reinforce that conclusion. Minneapolis reports \$213,216.87 in spending per 1,000 residents. Portland reports \$81,892.36, or 61.6 percent lower than Minneapolis. Baltimore reports \$44,844.74, or 79.0 percent lower. Tulsa reports \$50,511.38, or 76.3 percent lower. Colorado Springs reports \$10,130.60, or 95.2 percent lower. Those differences are too large to attribute to population alone and instead point to major structural differences in what is included within each city's reported finance-related function. Other cities do not always separate out in their documents property services costs and FTEs for comparability purposes.

The department's expenditure mix also reflects that combined structure. Minneapolis reports \$13.90 million in salary and benefits and \$77.48 million in all other expenditures, with personnel representing only 15.21 percent of total spending. That is not characteristic of a traditional finance department on its own. Instead, it indicates that property services and related operational costs drive most of the department's budget. While finance functions are primarily personnel-driven, the combined departmental profile is dominated by non-personnel expenditures associated with facilities, property, and other operational activities.

Staffing is concentrated across a wide range of finance functions, with property services accounting for approximately 95 FTEs and the remainder spread across controller, procurement, utility billing, payroll, development finance, risk management, budgeting, banking, and executive leadership. Interview input indicated that staffing is generally sufficient when positions are filled, but specific needs remain in grants management and ERP implementation support. Those identified needs are targeted rather than department-wide and are consistent with a centralized department managing both ongoing operations and a major system transition.

Overall, differences across cities are driven primarily by organizational structure and functional assignment rather than direct differences in service levels. Minneapolis is not simply operating a larger finance office; it is operating a combined finance and property services department with a broader scope and a much heavier non-personnel cost structure than most benchmark cities. Comparisons are therefore most useful when interpreted as structural rather than direct, like-for-like performance or cost comparisons.

2.17 Health Department

Comparability Notes

Health department functions are not directly comparable across benchmark cities, as most cities do not operate a municipal health department. Minneapolis and Baltimore are the only cities in the comparison group that maintain a standalone city-operated health department.

Table 16: Health Department Comparison Table

Health Department (2024) – Comparison Table

Minneapolis is highlighted as the reference. Dollars are shown as whole dollars; FTEs shown to 0.1.

City	Total Expend.	Spend / 1k res.	Authorized FTEs	Spend / Authorized FTE	Salary & Ben.	All Other
PORTLAND	—	—	—	—	—	—
MINNEAPOLIS	\$51,231,687	\$119,538	176.3	\$290,594	\$20,268,091	\$30,963,596
ST. PAUL	\$1,264,676	\$4,035	9.9	\$127,231	\$1,253,205	\$11,471
COLORADO SPRINGS	—	—	—	—	—	—
TULSA	—	—	—	—	—	—
BALTIMORE	\$234,054,469	\$411,871	905.0	\$258,624	\$88,141,259	\$145,913,210

Note: Most benchmark cities do not operate a municipal health department; St. Paul participates in a city-county public health model.

St. Paul participates in a consolidated city-county model through the St. Paul–Ramsey County Public Health Department. St. Paul’s reported expenditures reflect its contribution to that structure, primarily consisting of personnel costs for 9.94 FTEs.

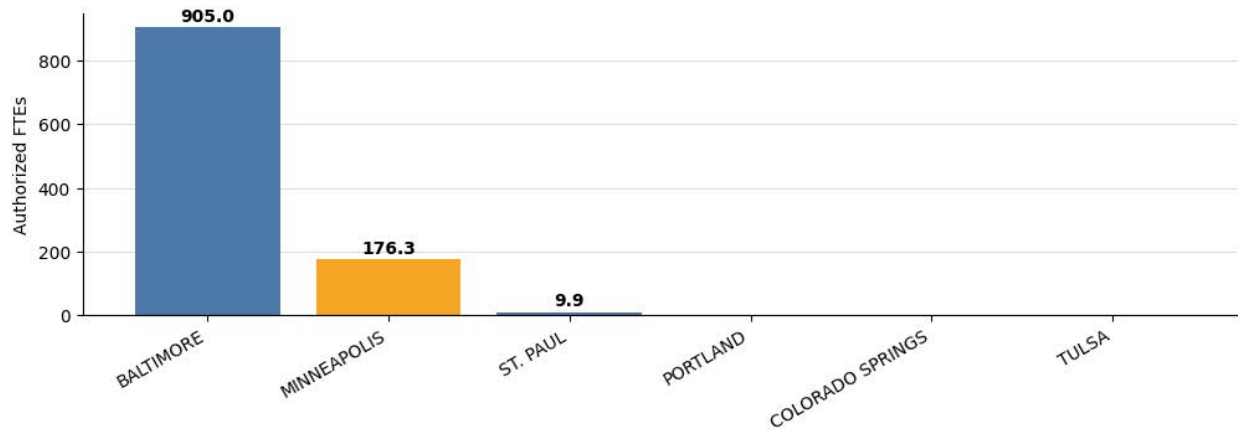
Portland, Colorado Springs, and Tulsa do not have municipal health departments. Colorado Springs maintains a community and public health function within the fire department focused on targeted interventions rather than a full-service department.

These differences significantly limit comparability. Minneapolis’s staffing and expenditures reflect a full-service municipal health department, while peer cities either rely on county-level services or provide limited or specialized functions.

Staffing Levels

Minneapolis reports 172.1 FTEs, including grant-funded positions. Staffing supports a broad range of functions, including environmental health, clinical services, community programs, inspections, and administrative oversight. Grant-funded positions are incorporated into total staffing. Vacancy rates are reported at 7 percent.

Figure 76: Health Department FY24 Authorized FTEs



St. Paul reports 9.94 FTEs associated with its contribution to the joint public health department. Other benchmark cities do not report comparable staffing due to the absence of a municipal health department. Baltimore FTEs are at 905. This represents a significant difference from Minneapolis FTE numbers.

Within Minneapolis, reported staffing needs are concentrated in specific areas, including additional nursing capacity, contract oversight and administrative support, and program support functions. Contract management responsibilities are distributed across staff, with a significant number of contracts managed through existing roles.

Expenditures

Minneapolis reports expenditures that include both personnel and non-personnel costs associated with operating a full-service health department.

Figure 77: Health Department FY24 Total Expenditures

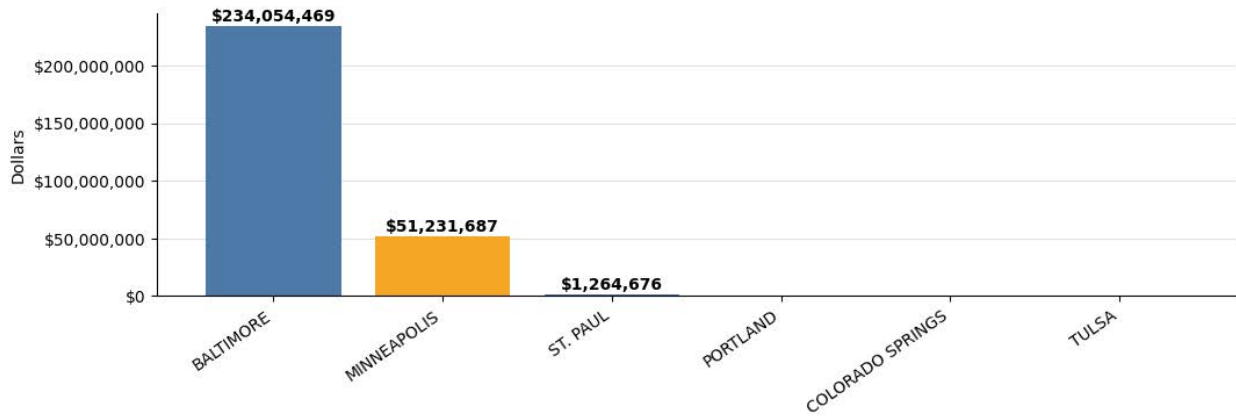
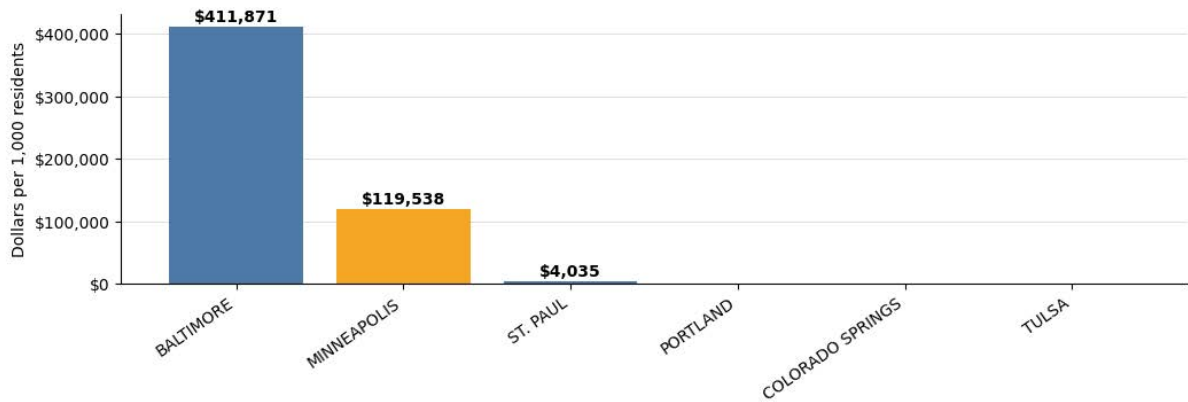
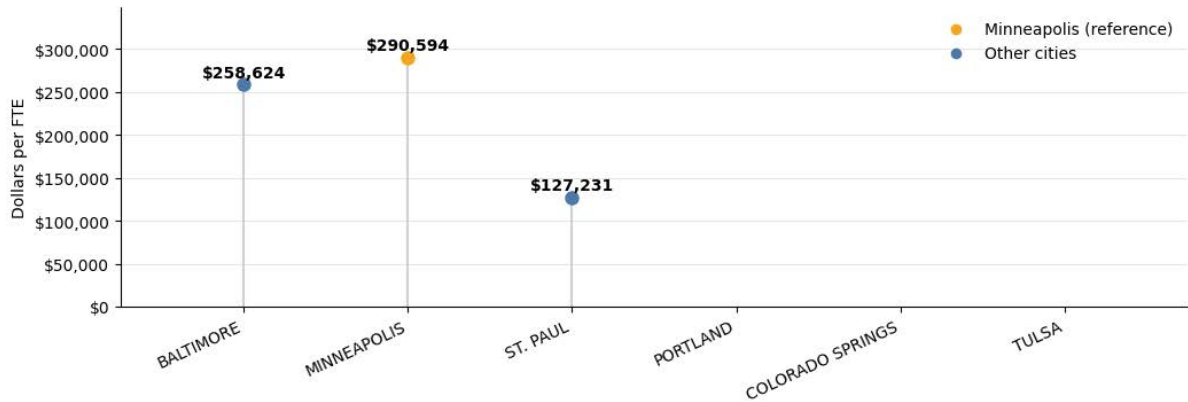


Figure 78: Health Department FY24 Per Capita Expenditures



Note: Values shown are total spend per 1,000 residents based on 2026 population estimates.

Figure 79: Health Department FY24 Expenditures Per Authorized FTE



Note: Values shown where staffing data is available.

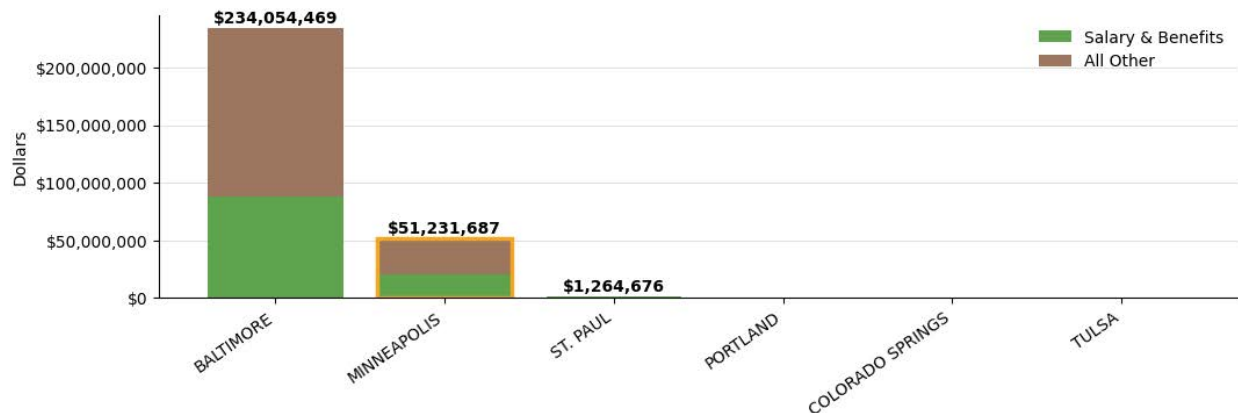
St. Paul reports \$1.26 million in expenditures, reflecting its contribution to the shared city-county public health model. Baltimore reports over \$234M in expenditures from FY24. Other benchmark cities do not report comparable expenditures because they lack a municipal health department.

Differences in expenditures reflect service delivery models rather than differences in operational efficiency.

Expenditure Composition

Minneapolis' expenditure profile includes both personnel and non-personnel costs. Non-personnel expenditures include contracts with community-based organizations and program-related costs. The department manages between 200 and 300 contracts, with contract management responsibilities distributed across staff. Grant funding supports both personnel and programmatic expenditures, contributing to the overall composition of spending.

Figure 80: Health Department FY24 Expenditure Composition



Operational Considerations

Minneapolis operates a comprehensive health department that includes environmental health inspections, clinical services, community programs, and public health initiatives. The department administers school-based clinics and mobile medical services. Community engagement and outreach functions are delivered through contracts with community-based organizations.

Grant funding represents a significant portion of the department's operating model. The department does not apply a formal indirect cost rate for grant funding, and funding allocation practices vary. Administrative and oversight functions include contract management, grant administration, and program coordination. Additional capacity has been identified for contract oversight and administrative support.

Clinical capacity is limited relative to identified needs, including nursing and mental health-related services. Certain clinical functions are supported through time-limited funding sources, including opioid settlement funding. Environmental health functions include inspections and permitting activities. Associated revenues are not retained within the department.

The department is engaged in ongoing efforts to define and measure outcomes related to health disparities, premature mortality, and broader community health indicators.

Final Observations

Minneapolis operates a full-service municipal health department, which distinguishes it from most benchmark cities that rely on county-level or regional public health structures.

Staffing and expenditures reflect the delivery of services that are not provided at the municipal level in most peer cities. Operating a city health department is not something most other benchmarked cities do, as that function is more typically found within state or county government operations. There is an observation and recommendation related to this found in Chapter 3.

2.18 Human Resources

Comparability Notes

Human Resources functions are not consistently structured across benchmark cities, which affects comparability. Minneapolis maintains a centralized Human Resources department; however, certain departments also utilize embedded HR personnel. This creates a hybrid structure in which some HR functions are centralized while others are distributed across departments.

Table 17: Human Resources Comparison Table

Human Resources (2024) — Comparison Table

Minneapolis is highlighted as the reference. Dollars are shown as whole dollars; FTEs shown to 0.1.

City	Total Expend.	Spend / 1k res.	Authorized FTEs	Spend / Authorized FTE	Salary & Ben.	All Other
PORTLAND	—	—	—	—	—	—
MINNEAPOLIS	\$17,338,922	\$40,457	63.0	\$275,221	\$10,011,718	\$7,327,204
ST. PAUL	\$10,522,852	\$33,579	49.0	\$214,752	\$7,950,466	\$2,572,386
COLORADO SPRINGS	\$4,973,458	\$10,077	60.0	\$82,891	\$4,787,422	\$186,036
TULSA	\$5,038,000	\$12,135	48.0	\$104,958	\$4,827,000	\$211,000
BALTIMORE	\$28,625,716	\$50,373	159.0	\$180,036	\$0	\$28,625,716

Note: Portland excluded due to inability to isolate HR data from broader organizational structure.

Portland’s Human Resources function could not be isolated, as it is housed within a broader Office of Management & Finance structure that also includes other functions. Portland is therefore excluded from direct comparison. St. Paul’s reported data includes equity and inclusion functions within HR. Colorado Springs includes risk-related functions and accessibility within its HR structure. Tulsa’s data reflects HR functions only, with facilities and other operational responsibilities located outside of HR. Across all cities, risk and health-related claims payouts were excluded to maintain consistency.

These structural differences influence both staffing and expenditure comparisons, as the scope of services included within HR varies by city. Even so, the available data provides useful scale comparisons. Minneapolis reports 63.0 authorized FTEs and \$17.34 million in total expenditures. St. Paul reports 49.0 FTEs, or 22.2 percent fewer than Minneapolis, and total expenditures of \$10.52 million, or 39.3 percent lower than Minneapolis. Baltimore reports 159.0 FTEs, or 152.4 percent more than Minneapolis, and total expenditures of \$28.63 million, or 65.1 percent higher than Minneapolis. Colorado Springs reports 60.0 FTEs, or 4.8 percent fewer than Minneapolis, but total expenditures of \$4.97 million, or 71.3 percent lower than Minneapolis. Tulsa reports 48.0 FTEs, or 23.8 percent

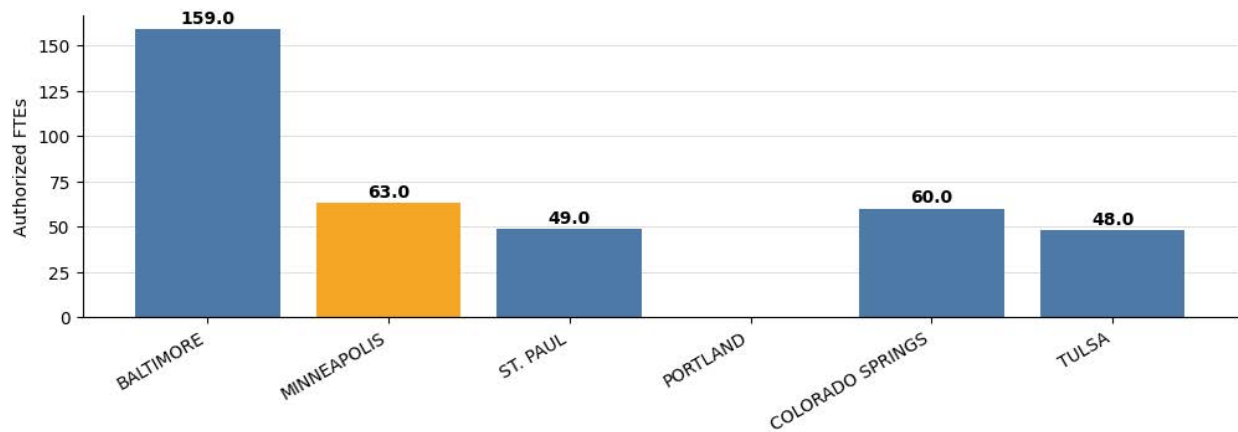
fewer than Minneapolis, and total expenditures of \$5.04 million, or 70.9 percent lower than Minneapolis.

Population-adjusted comparisons reinforce those structural differences. Minneapolis reports \$40,456.77 in HR spending per 1,000 residents. St. Paul reports \$33,579.10, or 17.0 percent lower than Minneapolis. Baltimore reports \$50,373.35, or 24.5 percent higher. Colorado Springs reports \$10,076.83, or 75.1 percent lower. Tulsa reports \$12,135.26, or 70.0 percent lower. These gaps indicate that differences are not explained by population alone and are strongly influenced by how HR-related functions are assigned and reported.

Staffing Levels

Minneapolis reports approximately 63 authorized FTEs within Human Resources. Staffing is distributed across core functions, including talent acquisition, labor relations, investigations, training and development, compensation, benefits, and business partner support.

Figure 81: Human Resources FY24 Authorized FTEs



Several departments also utilize embedded HR personnel, indicating that total HR-related staffing across the City extends beyond the centralized department. That is an important qualifier when comparing Minneapolis with peer cities that may report a narrower or broader centralized structure.

Compared to peer cities with available staffing data, Minneapolis reports more staffing than St. Paul and Tulsa and slightly more than Colorado Springs. Minneapolis exceeds St. Paul by 14.0 FTEs and Tulsa by 15.0 FTEs. Minneapolis exceeds Colorado Springs

by 3.0 FTEs. Baltimore is the major outlier on the high end, reporting 159.0 FTEs, which is 96.0 more than Minneapolis and 152.4 percent higher.

Those differences should be interpreted cautiously. St. Paul's HR structure includes equity and inclusion functions, Colorado Springs includes risk-related and accessibility functions, and Minneapolis also has embedded HR personnel outside the centralized department. Still, the data suggest that Minneapolis operates a moderately sized centralized HR function relative to the comparison group, with Baltimore at a substantially larger scale.

Identified staffing needs in Minneapolis are concentrated in specific functional areas, including business partner support, investigations, benefits, compensation, and system implementation support. These needs reflect targeted capacity constraints rather than a uniform staffing gap across all HR functions.

Expenditures

Minneapolis reports total FY2024 expenditures of \$17,338,922. This is higher than St. Paul, Colorado Springs, and Tulsa, but lower than Baltimore. St. Paul's total expenditures of \$10,522,852 are \$6.82 million lower than Minneapolis's, or 39.3 percent below. Colorado Springs reports \$4,973,458, which is \$12.37 million lower than Minneapolis, or 71.3 percent below. Tulsa reports \$5,038,000, which is \$12.30 million lower, or 70.9 percent below. Baltimore reports \$28,625,716, which is \$11.29 million higher than Minneapolis, or 65.1 percent above.

Figure 82: Human Resources FY24 Total Expenditures

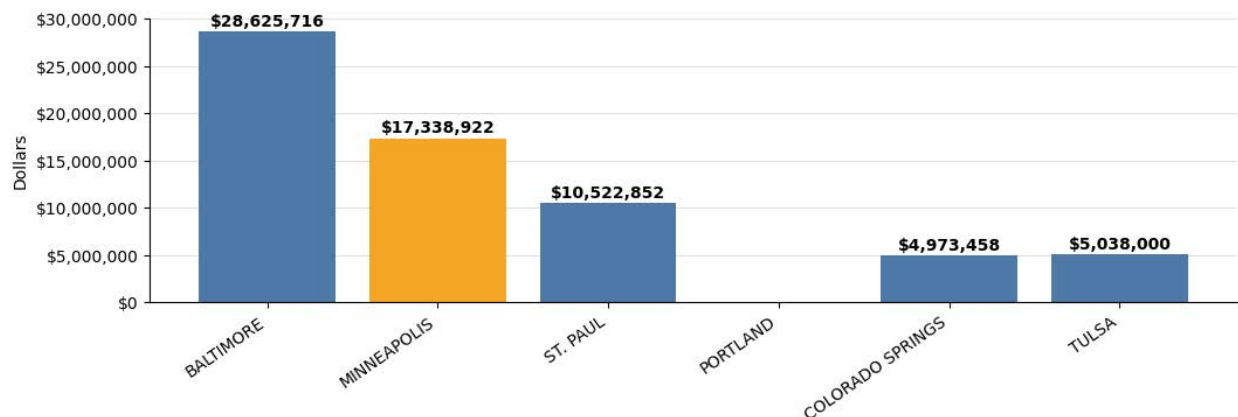
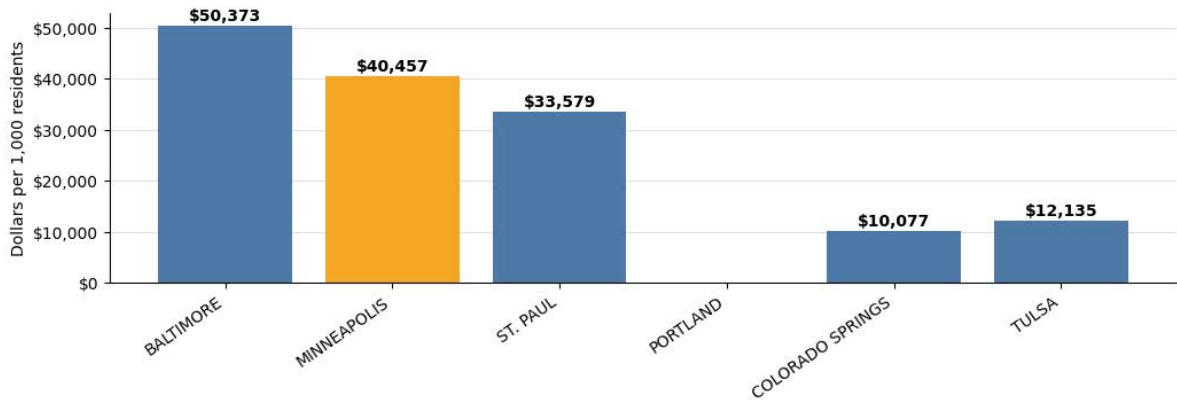
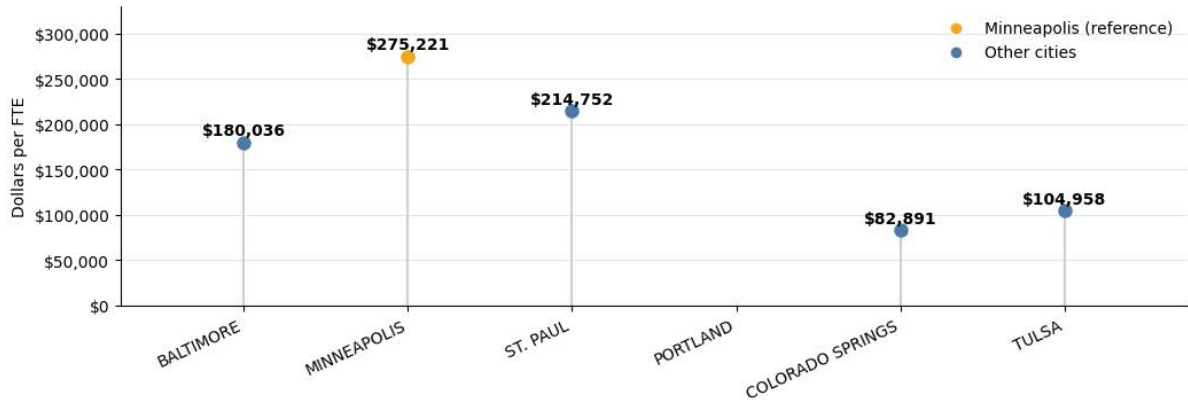


Figure 83: Human Resources FY24 Per Capita Expenditures



Note: Values shown are total spend per 1,000 residents based on 2026 population estimates.

Figure 84: Human Resources FY24 Expenditures Per Authorized FTE



Note: Values shown where staffing data is available.

On a per-1,000-resident basis, Minneapolis reports \$40,456.77. St. Paul reports \$33,579.10, Baltimore \$50,373.35, Colorado Springs \$10,076.83, and Tulsa \$12,135.26. That places Minneapolis above St. Paul, Colorado Springs, and Tulsa, but below Baltimore. Relative to Minneapolis, Baltimore’s per-capita spending is 24.5 percent higher, while St. Paul is 17.0 percent lower, Colorado Springs is 75.1 percent lower, and Tulsa is 70.0 percent lower.

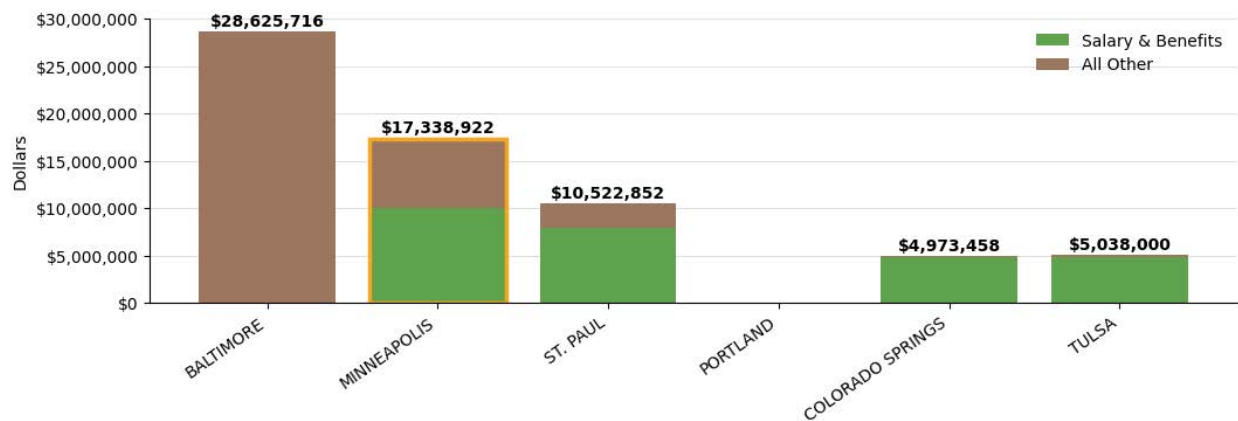
These results suggest that Minneapolis spends at a comparatively high level on HR relative to most peers, though not at Baltimore’s scale. They also reinforce that Minneapolis’ HR cost structure is materially higher than that of Colorado Springs and Tulsa, even after adjusting for population.

Expenditures include both personnel and non-personnel costs, with non-personnel spending influenced in part by external professional services and other support costs. Portland is excluded from comparison because HR expenditures cannot be isolated.

Expenditure Composition

Minneapolis reports \$10,011,718 in salary and benefits and \$7,327,204 in all other expenditures. Salary and benefits account for 57.74 percent of total expenditures. This reflects a more balanced mix of personnel and non-personnel spending than several peer cities.

Figure 85: Human Resources FY24 Expenditure Composition



St. Paul reports a personnel share of 75.55 percent, which is 30.8 percent higher than Minneapolis. Colorado Springs reports 96.26 percent, which is 66.7 percent higher than Minneapolis. Tulsa reports 95.81 percent, which is 65.9 percent higher. Baltimore’s reported expenditure mix is materially different, with all reported expenditures shown outside salary and benefits in the data provided.

In dollar terms, Minneapolis’ salary and benefits are 25.9 percent higher than St. Paul’s \$7.95 million, 109.1 percent higher than Colorado Springs’ \$4.79 million, and 107.4 percent higher than Tulsa’s \$4.83 million. Minneapolis’ non-personnel expenditures of \$7.33 million are even more differentiated. They are 184.8 percent higher than St. Paul’s \$2.57 million, 3,838.6 percent higher than Colorado Springs’ \$186,036, and 3,372.6 percent higher than Tulsa’s \$211,000.

This indicates that Minneapolis’s HR department carries a much larger non-personnel cost component than most peers. That may reflect differences in how external services, systems support, investigations, training-related costs, and related functions are assigned

and reported. Whatever the cause, the Minneapolis HR budget is substantially less personnel-heavy than St. Paul, Colorado Springs, and Tulsa.

Variations across cities, therefore, reflect not only different staffing levels, but also different choices about where non-personnel HR-related costs are budgeted and how related functions such as risk, equity, and external services are assigned and reported.

Operational Considerations

The Human Resources department supports a wide range of functions, including recruitment, investigations, labor relations, training, compensation, benefits, and business partner services. The department also supports multiple collective bargaining agreements.

The City is transitioning from its current system to Workday, which is expected to require additional resources over a multi-year implementation period. That transition is an important operational factor because it creates added demand on HR capacity beyond routine service delivery. The current structure includes both centralized and department-level HR functions, which affects consistency in service delivery and oversight. Overlap exists in certain areas, including investigations, where responsibilities may intersect with other departments.

Training and development programs are in place, though participation requirements and enforcement mechanisms vary across the organization. More broadly, the hybrid HR model means that some HR capacity is outside the centralized department, which can support departmental responsiveness but may also reduce consistency across the organization.

Final Observations

Minneapolis operates a centralized Human Resources department with elements of a distributed model through the use of embedded HR personnel in certain departments. This structure differs from a fully centralized model and affects consistency in service delivery, role clarity, and accountability across departments.

Compared to peer cities with available data, Minneapolis reports higher staffing and expenditures than St. Paul, Colorado Springs, and Tulsa, but substantially lower staffing and expenditures than Baltimore. These differences reflect both the scale of operations and how HR-related functions are organized and assigned within each city.

Staffing levels within Minneapolis are distributed across a wide range of functions, including labor relations, investigations, business partner support, compensation,

benefits, and training. Identified needs are concentrated in specific areas, including additional business partners, investigation capacity, benefits administration, compensation support, and system implementation. This indicates that staffing challenges are targeted to particular functions rather than uniform across the department.

The presence of embedded HR personnel in certain departments indicates that some HR functions are being performed outside of the centralized structure. This may result in variations in service delivery, duplication of effort, or differences in how policies and practices are applied across departments.

Expenditure levels reflect both personnel costs and non-personnel costs, including external professional services and risk-related spending. Differences in expenditure composition across cities are influenced by how functions such as risk, equity, and accessibility are assigned and reported. The transition to a new enterprise system represents a significant operational effort and is expected to require dedicated resources over multiple years.

Overall, differences across cities are driven by organizational structure, functional scope, and the allocation of responsibilities across departments, and should be interpreted within that context rather than as direct measures of performance.

2.19 Information Technology

Comparability Notes

Information Technology functions are generally centralized across benchmark cities; however, the scope of services and inclusion of specific functions varies materially.

Table 18: Information Technology Comparison Table

Information Technology (2024) – Comparison Table

Minneapolis is highlighted as the reference. Dollars are shown as whole dollars; FTEs shown to 0.1.

City	Total Expend.	Spend / 1k res.	Authorized FTEs	Spend / Authorized FTE	Salary & Ben.	All Other
MINNEAPOLIS	\$57,521,675	\$134,215	103.5	\$555,765	\$14,054,126	\$43,467,549
BALTIMORE	\$73,298,790	\$128,986	161.0	\$455,271		\$73,298,790
PORTLAND	\$140,697,952	\$221,311	275.0	\$511,629		
COLORADO SPRINGS	\$27,358,035	\$55,431	93.3	\$293,399	\$13,372,326	\$13,985,709
TULSA	\$35,016,000	\$84,345	117.0	\$299,282	\$13,926,000	\$21,090,000
ST. PAUL	\$15,680,388	\$50,037	65.0	\$241,237	\$9,578,727	\$6,101,661

Baltimore is included. Any unavailable components in the upload are left blank.

Minneapolis operates a predominantly centralized IT model. Comparability is significantly influenced by how public safety IT functions are organized and reported. In Minneapolis, public safety systems, including 911 infrastructure, mobile data systems, and camera system software, are supported by centralized IT, with some coordination from department-level resources. Portland's reported data includes all public safety IT personnel and spending within its IT totals. This results in higher reported staffing and expenditures than in cities where public safety IT functions may be partially or fully managed outside centralized IT.

Other benchmark cities vary in structure, with differences in the allocation of responsibilities for infrastructure systems, utilities, and public safety technology. These differences must be considered when comparing staffing and expenditure levels.

The comparison data reflects those structural differences. Minneapolis reports 103.50 authorized FTEs and \$57.52 million in total expenditures. St. Paul reports 65.00 FTEs, or 37.2 percent fewer than Minneapolis, and \$15.68 million in total expenditures, or 72.7 percent lower than Minneapolis. Portland reports 275.00 FTEs, or 165.7 percent more than Minneapolis, and \$140.70 million in total expenditures, or 144.6 percent higher than Minneapolis. Baltimore reports 161.00 FTEs, or 55.6 percent more than Minneapolis, and \$73.30 million in total expenditures, or 27.4 percent higher than Minneapolis. Colorado Springs reports 93.25 FTEs, or 9.9 percent fewer than Minneapolis, and \$27.36 million in

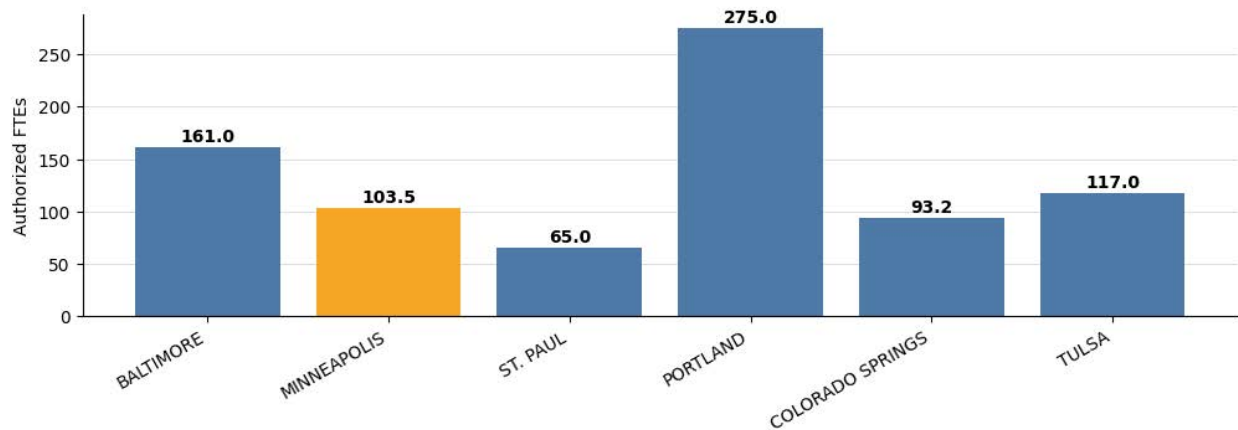
total expenditures, or 52.4 percent lower than Minneapolis. Tulsa reports 117.00 FTEs, or 13.0 percent more than Minneapolis, and \$35.02 million in total expenditures, or 39.1 percent lower than Minneapolis.

On a per-1,000-resident basis, Minneapolis reports \$134,214.87. St. Paul reports \$50,037.14, which is 62.7 percent lower than Minneapolis. Portland reports \$221,310.54, which is 64.9 percent higher than Minneapolis. Baltimore reports \$128,985.62, which is 3.9 percent lower than Minneapolis. Colorado Springs reports \$55,430.68, which is 58.7 percent lower than Minneapolis. Tulsa reports \$84,344.60, which is 37.2 percent lower than Minneapolis. These figures show that Minneapolis is well above St. Paul, Colorado Springs, and Tulsa on a population-adjusted basis, closely aligned with Baltimore, and below Portland.

Staffing Levels

Minneapolis reports 109 FTEs operationally, with 5 to 6 vacancies currently being filled. The benchmark table reports 103.50 authorized FTEs in FY2024. Staffing supports enterprise systems, cybersecurity, public safety systems, GIS, data services, customer support, and project implementation.

Figure 86: Information Technology FY24 Authorized FTEs



Compared to peer cities, Minneapolis reports higher staffing than St. Paul and Colorado Springs, but lower staffing than Portland, Baltimore, and Tulsa. Relative to Minneapolis, St. Paul is lower by 38.50 FTEs, or 37.2 percent. Colorado Springs is lower by 10.25 FTEs, or 9.9 percent. Portland is higher by 171.50 FTEs, or 165.7 percent. Baltimore is higher by 57.50 FTEs, or 55.6 percent. Tulsa is higher by 13.50 FTEs, or 13.0 percent.

These differences should be read in the context of functional scope. Portland's staffing includes all public safety IT personnel, which materially increases its reported total. Minneapolis also centrally supports substantial public safety technology, but not

necessarily on the same reporting basis. Baltimore and Tulsa report higher FTE totals than Minneapolis, though their spending per 1,000 residents is much closer to, or lower than, that of Minneapolis, suggesting differing organizational structures and cost allocations.

Capacity constraints in Minneapolis are concentrated in specific areas, including project management, vendor and contract management, and cybersecurity. Contractor resources support these functions, particularly for project delivery and specialized technical needs. A prior staffing assessment identified additional staffing needs beyond current levels, particularly to support growing project and operational demands.

Expenditures

Minneapolis reports \$57,521,675 in total FY2024 expenditures. This is substantially above St. Paul, Colorado Springs, and Tulsa, below Portland, and below Baltimore. St. Paul's total expenditures are \$41.84 million lower than Minneapolis, or 72.7 percent lower. Colorado Springs is \$30.16 million lower, or 52.4 percent lower. Tulsa is \$22.51 million lower, or 39.1 percent lower. Portland is \$83.18 million higher, or 144.6 percent higher. Baltimore is \$15.78 million higher, or 27.4 percent higher.

Figure 87: Information Technology FY24 Total Expenditures

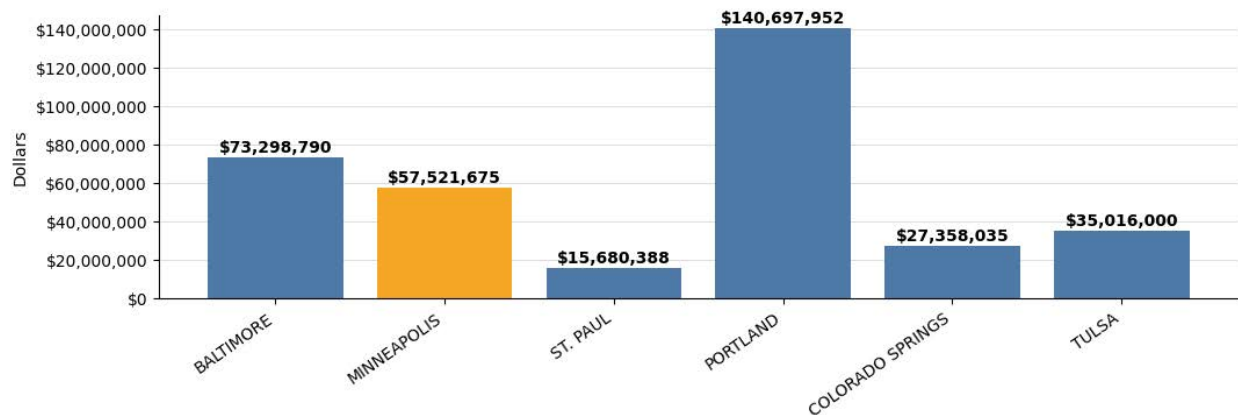
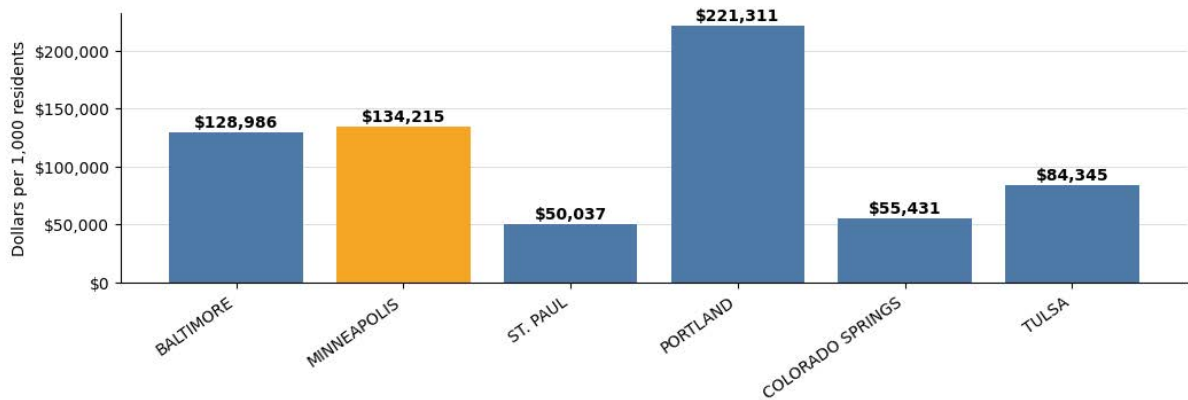
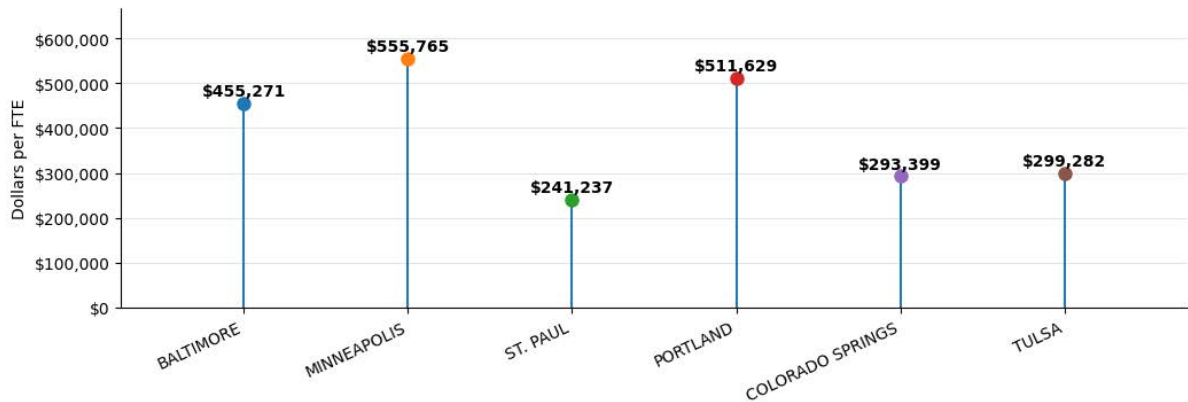


Figure 88: Information Technology FY24 Per Capita Expenditures



Note: Values shown are total spend per 1,000 residents based on 2026 population estimates.

Figure 89: Information Technology FY24 Expenditures Per Authorized FTE



Note: Values shown where staffing data is available.

Per 1,000 residents, Minneapolis reports \$134,214.87. This is \$84,177.73 higher than St. Paul, \$78,784.19 higher than Colorado Springs, and \$49,870.27 higher than Tulsa. It is \$87,095.67 lower than Portland and \$5,229.25 higher than Baltimore. On a population-adjusted basis, Minneapolis therefore appears much more resource-intensive than St. Paul, Colorado Springs, and Tulsa, very close to Baltimore, and below Portland.

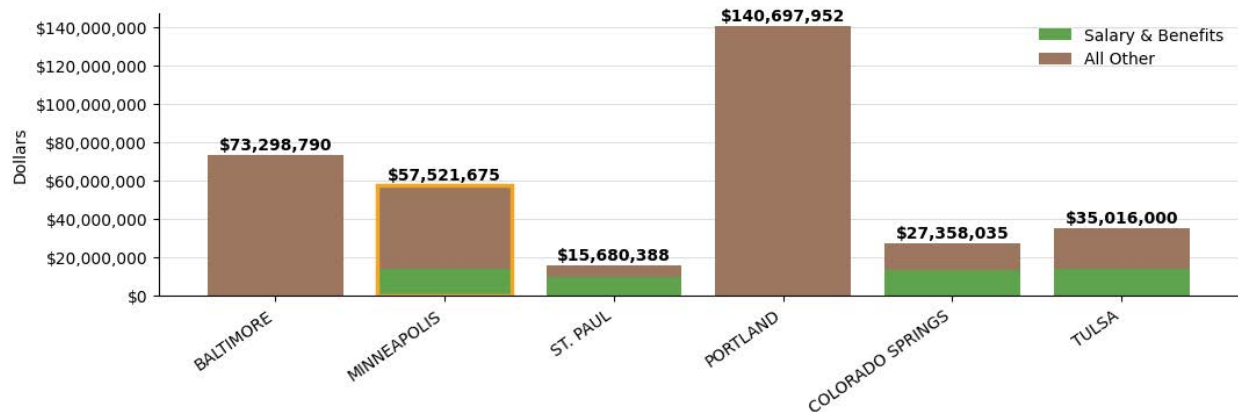
Expenditures include personnel costs as well as significant non-personnel costs associated with enterprise software, vendor contracts, and outsourced services. A substantial portion of spending is directed toward enterprise systems, including ERP implementation, cybersecurity, and software platforms. The department maintains an outsourced data center, with annual contract costs in the range of \$4 to \$5 million. Cost

allocation mechanisms are used to recover costs for services provided to departments and certain external entities.

Expenditure Composition

The expenditure profile includes both personnel and non-personnel costs, with non-personnel spending representing a significant share due to enterprise software, vendor contracts, and outsourced services.

Figure 90: Information Technology FY24 Expenditure Composition



Minneapolis reports \$14,054,126 in salary and benefits and \$43,467,549 in all other expenditures. Salary and benefits account for only 24.43 percent of total spending, meaning non-personnel expenditures account for roughly three-quarters of the department's total costs. This is a much lower personnel share than St. Paul, Colorado Springs, and Tulsa. St. Paul reports its personnel share or total expenditures at 61.09 percent, which is 150.0 percent higher than Minneapolis. Colorado Springs reports 48.88 percent, which is 100.1 percent higher than Minneapolis. Tulsa reports 39.77 percent, which is 62.8 percent higher than Minneapolis.

In dollar terms, Minneapolis' salary and benefits exceed St. Paul by \$4.48 million (46.7 percent), Colorado Springs by \$681,800 (5.1 percent), and Tulsa by \$128,126 (0.9 percent). At the same time, Minneapolis's other expenditures are dramatically higher than those of St. Paul, Colorado Springs, and Tulsa. Minneapolis exceeds St. Paul by \$37.37 million, or 612.4 percent; Colorado Springs by \$29.48 million, or 210.8 percent; and Tulsa by \$22.38 million, or 106.1 percent. Portland exceeds Minneapolis in all other expenditures by \$29.83 million, or 68.6 percent.

This indicates that Minneapolis's IT cost structure is heavily influenced by non-personnel spending, more so than most peers. That is consistent with the department's reliance on

enterprise software, outsourced data center services, vendor contracts, and contracted project management resources. Contracted services include project management resources, vendor support, and infrastructure services. The department manages a large number of vendor contracts supporting enterprise systems and operations.

Personnel costs support enterprise systems, customer support, data services, and public safety technology, but the largest differentiator between Minneapolis and most peer cities is the scale of non-personnel investment.

Operational Considerations

Minneapolis IT supports enterprise-wide systems across approximately 20 departments. Core responsibilities include enterprise systems, cybersecurity, GIS, data services, customer support, and public safety technology. The department supports critical systems, including 911 infrastructure, mobile data systems, enterprise land management systems, and data platforms. IT manages underlying software systems for city-operated technologies, while certain physical infrastructure components are managed by other departments.

Project management responsibilities are largely driven by IT, including major initiatives such as ERP implementation and system modernization. Contractor resources are used to supplement internal capacity for these efforts. Customer support is centralized through a service desk model. The department manages a large portfolio of vendor relationships, with limited dedicated staffing for vendor and contract management. Ongoing initiatives include data modernization, cloud infrastructure, and compliance-related system enhancements. Succession planning efforts are underway, with a focus on strengthening middle management capacity.

Final Observations

Minneapolis operates a predominantly centralized IT model with a hybrid structure that includes coordination with department-level systems, particularly in public safety and infrastructure-related functions.

Staffing levels support a broad and complex scope of responsibilities, including enterprise systems, public safety technology, data services, and customer support. IT serves as a central driver of major organizational initiatives, including enterprise system implementation and data modernization, and assumes project leadership responsibilities in the absence of a centralized enterprise project management function.

Comparisons across cities are influenced by differences in organizational structure and scope, particularly the inclusion of public safety IT functions. Portland's reported data includes all public safety IT personnel and spending, which increases both staffing and expenditure levels relative to cities where those functions may be partially or fully managed outside of centralized IT.

Overall, differences across cities are driven by the degree of centralization, inclusion of public safety systems, reliance on contracted services, and the scope of enterprise responsibilities assigned to IT, rather than direct differences in performance.

2.20 Intergovernmental Relations

Comparability Notes

Intergovernmental Relations (IGR) functions are not consistently structured across benchmark cities.

Table 19: Intergovernmental Relations Comparison Table

Intergovernmental Relations (2024) — Comparison Table

Minneapolis is highlighted as the reference. Dollars are shown as whole dollars; FTEs shown to 0.1.

City	Total Expend.	Spend / 1k res.	Authorized FTEs	Spend / Authorized FTE	Salary & Ben.	All Other
MINNEAPOLIS	\$1,354,868	\$3,161	5.4	\$253,242	\$864,376	\$490,492
BALTIMORE						
PORTLAND	\$3,528,864	\$5,551	14.0	\$252,062	\$2,725,582	\$803,282
COLORADO SPRINGS						
TULSA						
ST. PAUL						

Only Minneapolis and Portland report standalone data. Other cities embed IGR within the Mayor's Office.

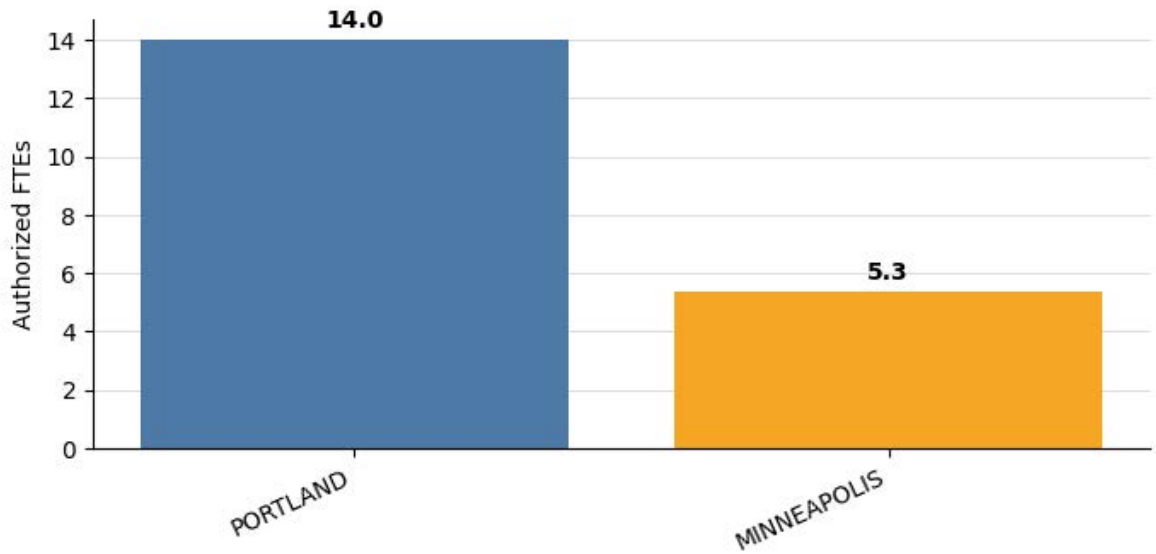
Minneapolis operates IGR as a standalone department. In contrast, Baltimore, Colorado Springs, and Tulsa house this function within the Mayor's Office and do not maintain separate budgets or identifiable FTE counts. St. Paul performs IGR functions; however, FTE and expenditure data could not be extracted, and the city did not participate in the study.

These structural differences limit direct comparability, as Minneapolis' staffing and expenditures reflect a dedicated department, while peer cities embed these responsibilities within broader executive functions.

Staffing Levels

Minneapolis reports 6.0 FTEs. A previously utilized 0.35 FTE seasonal aide position is no longer in place. The department is fully staffed with no current vacancies. Staffing supports state legislative advocacy, federal coordination through contracted lobbyists, policy coordination, and intergovernmental monitoring activities.

Figure 91: Intergovernmental Relations FY24 Authorized FTEs



Note: Only cities with standalone IGR departments are shown.

Workload varies based on legislative cycles, with concentrated effort required during state legislative sessions.

The only other department for comparison is with the City of Portland, which has 14 FTEs in its Office of Government Relations.

Expenditures

Expenditures are primarily personnel-related. A salary increase of approximately \$230,000 reflects the filling of prior vacancies.

Figure 92: Intergovernmental Relations FY24 Total Expenditures

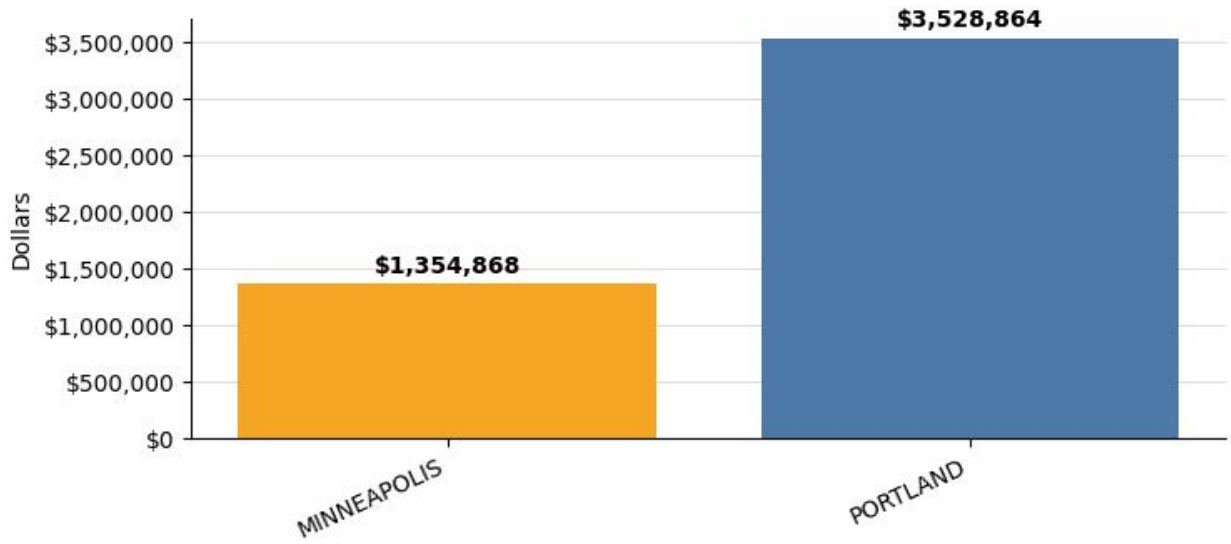
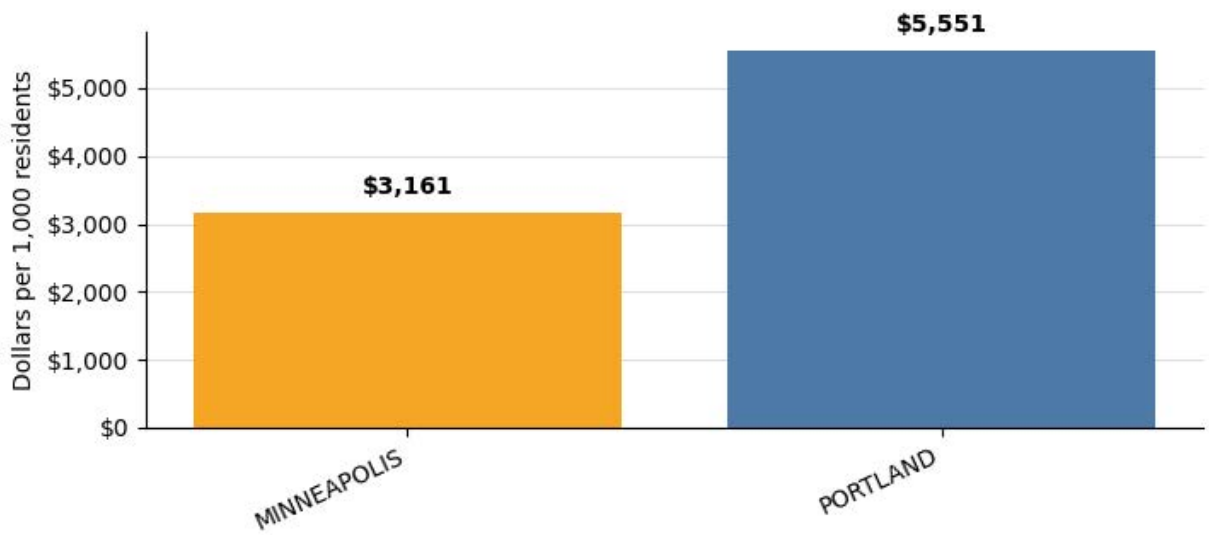
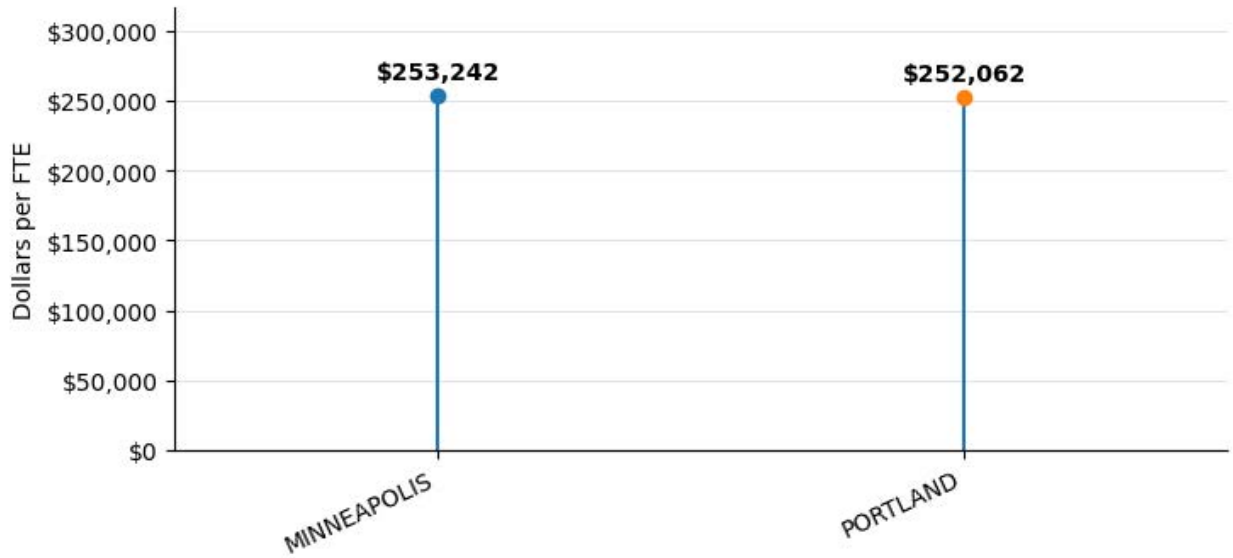


Figure 93: Intergovernmental Relations FY24 Per Capita Expenditures



Note: Values shown are total spend per 1,000 residents based on 2026 population estimates.

Figure 94: Intergovernmental Relations FY24 Expenditures Per Authorized FTE



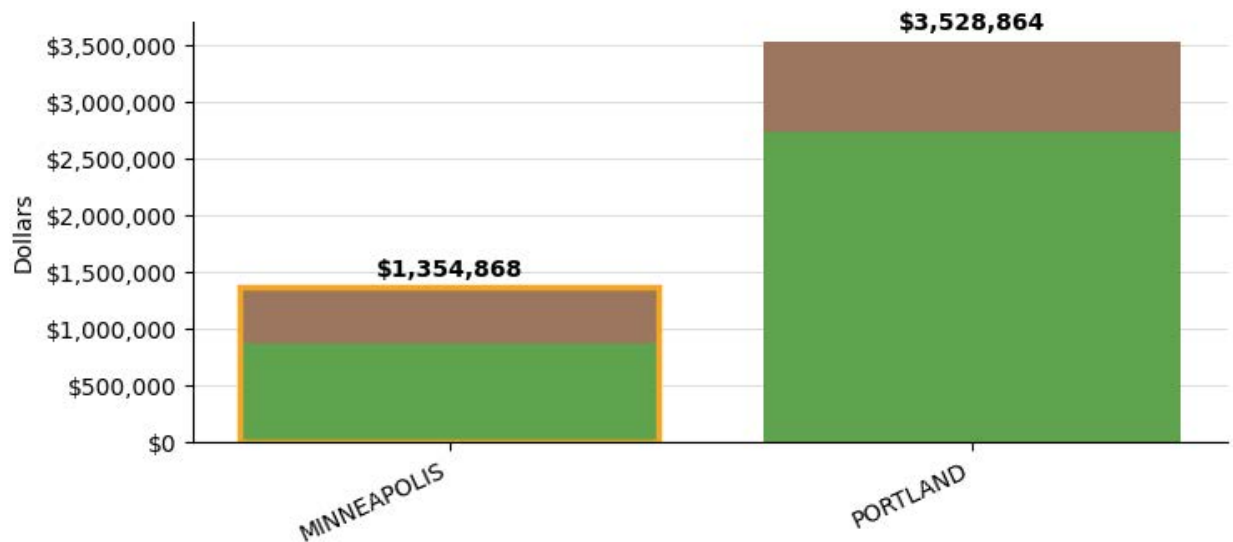
Note: Values shown where staffing data is available.

The City of Portland had FY24 expenditures of \$3,528,864, which were 160.5% higher than the City of Minneapolis's for the same period. Other benchmark cities do not report standalone expenditures because IGR is integrated into mayoral or executive offices.

Expenditure Composition

The Minneapolis expenditure profile is weighted toward personnel costs, with 63.8% of total expenditures being for personnel-related costs. With the City of Portland, their percentage of personnel costs to total expenditures is 77.23%.

Figure 95: Intergovernmental Relations FY24 Expenditure Composition



Some Minneapolis federal lobbying activities are supported through contracted services rather than internal staffing, which may explain lower personnel expenditures than in the City of Portland.

Operational Considerations

Minneapolis IGR functions as the City Council's intergovernmental liaison while coordinating with the Mayor's Office. Legislative direction is informed by the Council, with coordination occurring across executive and legislative branches.

The department manages relationships and advocacy efforts at the state level, where a significant portion of activity is focused. Minneapolis interacts with approximately 30 legislators representing city and regional interests. Federal advocacy is conducted through contracted lobbyists, expanding the department's reach without increasing internal staffing.

The department monitors regional entities, including the Metropolitan Council, and coordinates on policy issues affecting transit and regional governance. Coordination occurs across departments, including close collaboration with the City Attorney's Office, where a dedicated attorney supports legislative tracking and analysis.

The Mayor's Office maintains policy aides who also engage in intergovernmental work, creating overlap in policy coordination while maintaining distinct roles. Additionally, IGR-related functions exist outside the department, including a separate IGR presence within the Park Board.

Final Observations

Minneapolis is distinct among benchmark cities in maintaining a standalone Intergovernmental Relations function with dedicated staffing and budget. In contrast, peer cities generally embed these responsibilities within the Mayor's Office, limiting the ability to isolate staffing levels and expenditures and reducing comparability across jurisdictions.

The department's staffing level of 6.0 FTEs supports a defined scope of responsibilities that includes state legislative advocacy, coordination of federal lobbying activities through contracted services, and intergovernmental policy alignment. Workload varies based on legislative cycles, with more intensive demands during active state sessions, but current staffing levels are reported as sufficient to meet ongoing operational needs.

The organizational structure separates legislative advocacy responsibilities from the Mayor's policy staff while maintaining coordination between functions. This structure requires alignment across executive and legislative priorities and ongoing coordination to ensure consistency in policy positions and legislative strategy.

2.21 Office of Public Service Administration

Comparability Notes

The Office of Public Service Administration is not directly comparable across benchmark cities. Minneapolis is the only city in the comparison group that reports this function as a standalone department with a defined budget and staffing structure.

Table 20: Office of Public Service Administration Comparison Table

Office of Public Service Administration (2024) – Comparison Table

Minneapolis is highlighted as the reference. Dollars are shown as whole dollars; FTEs shown to 0.1.

City	Total Expend.	Spend / 1k res.	Authorized FTEs	Spend / Authorized FTE	Salary & Ben.	All Other
PORTLAND						
MINNEAPOLIS	\$3,558,939	\$8,304	11.0	\$323,541	\$2,136,212	\$1,422,727
ST. PAUL						
COLORADO SPRINGS						
TULSA						
BALTIMORE						

Note: No comparable standalone departments identified in peer cities.

In Minneapolis, the office supports a grouping of service areas and departments aligned under the City Operations Officer, including Civil Rights, Public Works, Communications & Engagement Services, Development, Health & Livability, and Internal Services.

No other benchmark city reports a comparable structure or grouping of these functions within a single administrative office. In particular, no other city reflects a similar organizational alignment that includes Civil Rights within this type of structure. As a result, peer comparisons are limited, and observed differences reflect organizational design rather than comparable service models.

Staffing Levels

Minneapolis reports 11.0 authorized FTEs for the Office of Public Service Administration. No comparable staffing data is available for peer cities due to the absence of a similar standalone function. The reported staffing level reflects Minneapolis’ organizational structure for coordinating the assigned service areas and departments. No chart is provided due to no other benchmarked city having a comparable structure.

Expenditures

Minneapolis reports total FY2024 expenditures of \$3,558,939. No comparable expenditures are reported for peer cities, as this function is not separately identified in their organizational or financial structures. Expenditures reflect the costs associated with this administrative function within Minneapolis' structure. No chart is provided because no other benchmarked city has a comparable structure.

Expenditure Composition

Minneapolis reports \$2,136,212 in salary and benefits and \$1,422,727 in all other expenditures. Personnel costs represent the majority of total expenditures. Because no peer cities report comparable structures, expenditure composition cannot be benchmarked across jurisdictions. No chart is provided because no other benchmarked city has a comparable structure.

Operational Considerations

The Office of Public Service Administration is responsible for ensuring that residents have access to information and can connect with City services. The office aligns multiple focus areas, including Communications & Engagement Services, Development, Health & Livability, and Internal Services, and includes departments that report directly to the City Operations Officer, such as Civil Rights and Public Works.

This structure reflects how Minneapolis organizes service access, coordination, and related functions across multiple departments and service areas. As the City of Minneapolis is the only City with this level of oversight over this grouping of departments, we are not providing comparison charts.

Final Observations

Minneapolis is the only benchmark city reporting a standalone Office of Public Service Administration with this specific structure, scope, and reporting relationship. This limits direct comparability and reflects a distinct organizational approach. The office aligns multiple service areas and departments under the City Operations Officer, including Civil Rights and Public Works, which is not reflected in the structures of peer cities.

With 11.0 authorized FTEs and \$3.6 million in total expenditures, the office represents a defined administrative function within Minneapolis' organization. Personnel costs comprise the majority of expenditures. Differences across cities are driven by how responsibilities are organized and reported, rather than differences in individual service areas or functions.

2.22 Neighborhood and Community Relations (NCR)

Comparability Notes

Neighborhood and Community Relations (NCR) functions are not consistently organized across benchmark cities, limiting direct comparability. Minneapolis’s Neighborhood and Community Relations function includes support for neighborhood organizations, language access efforts, refugee affairs-related contracts, cultural community liaison work across multiple departments, Native American community support, senior-focused programming, and newer equity-related work, such as trans equity services. That combination of responsibilities is not cleanly mirrored in the benchmark cities.

Table 21: NCR Comparison Table

Neighborhood and Community Relations (2024) — Comparison Table

Minneapolis is highlighted as the reference. Dollars are shown as whole dollars; FTEs shown to 0.1.

City	Total Expend.	Spend / 1k res.	Authorized FTEs	Spend / Authorized FTE	Salary & Ben.	All Other
PORTLAND	\$8,362,560	\$13,154	28.6	\$292,397	\$3,548,032	\$4,814,528
MINNEAPOLIS	\$14,257,794	\$33,268	21.0	\$679,895	\$2,575,745	\$11,682,049
ST. PAUL						
COLORADO SPRINGS	\$3,491,573	\$7,074	37.0	\$94,367	\$3,144,126	\$347,447
TULSA						
BALTIMORE	\$4,147,434	\$7,298				\$4,147,434

Note: Spend/Authorized FTE = Total Expenditures ÷ Authorized FTEs. Blank cells indicate data not available.

In St. Paul, there is no comparable standalone department, though some related functions are managed elsewhere, including in neighborhood safety operations. In Portland, the most comparable function is housed within the Office of Community & Civic Life. In Colorado Springs, neighborhood services was abolished in 2024 and moved into a division within Public Works. In Tulsa, a similar department did not exist in 2024, though a Planning & Neighborhoods Department with a neighborhoods division was created beginning in 2025. Baltimore reports expenditure data that appears directionally comparable for certain community-facing functions, but the reporting structure does not allow for a clean breakdown of personnel and organizational scope relative to Minneapolis.

These structural differences materially affect comparisons. Minneapolis reports \$14,257,794 in total expenditures. Portland reports \$8,362,560, 41.3 percent lower than Minneapolis. Baltimore reports \$4,147,434, 70.9 percent lower. Colorado Springs reports \$3,491,573, 75.5 percent lower. On a per-1,000-residents basis, Minneapolis reports

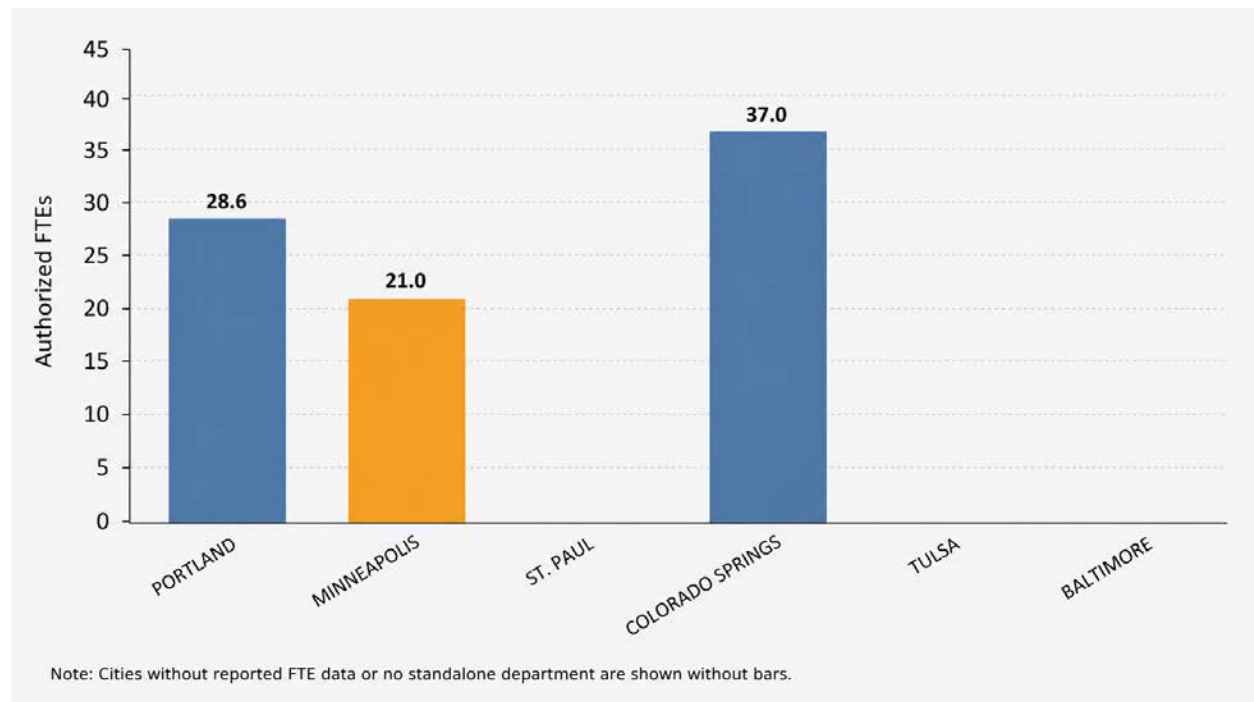
\$33,267.60. Portland reports \$13,153.87, 60.5 percent lower than Minneapolis. Baltimore reports \$7,298.34, 78.1 percent lower. Colorado Springs reports \$7,074.35, 78.7 percent lower. These differences are best understood as reflecting different service models, organizational placement, and functional scope rather than simple differences in spending levels.

Some of the work performed by NCR in Minneapolis also overlaps at the margins with responsibilities elsewhere in the City, including certain Neighborhood Safety activities, some police-related community functions, and limited community-service functions associated with other departments. That overlap should be considered when interpreting both staffing and expenditure comparisons.

Staffing Levels

In 2024, Minneapolis had 21.0 authorized FTEs in Neighborhood and Community Relations. Portland reports 28.6 authorized FTEs, 36.2 percent higher than Minneapolis. Colorado Springs reports 37.0 authorized FTEs, 76.2 percent higher. Comparable 2024 FTE data are not available for St. Paul, Baltimore, or Tulsa.

Figure 96: NCR FY24 Authorized FTEs



As of FY26, there are 23 authorized positions, with 2 vacancies and a vacancy rate of less than 5 percent. The department remains a relatively young organization, and staffing has shifted in recent years. From 2022 to 2023, the department saw a significant drop in

FTEs when crime prevention specialist positions were moved to NCR and later reassigned to other departments.

The department's work extends beyond direct service delivery to include substantial contract oversight, invoice processing, and enterprise-wide liaison activities. Neighborhood specialists oversee approximately \$4 million in contracts with roughly 65 neighborhood- and community-based nonprofit organizations. Cultural community specialists support all City departments by gathering community input, consulting on projects, and, in some cases, helping implement services related to transportation, site reuse, and other initiatives. These responsibilities mean the staffing model supports both program delivery and citywide coordination.

Operationally, NCR has identified targeted staffing and classification issues. The department's management indicates a need for a contract administrator and a Digital Accessibility Coordinator. Department leadership also indicated that community specialist positions may be undercompensated relative to the level of liaison, policy, and implementation work performed. One position supporting this area is housed in another department, limiting NCR's direct control over that resource. These are targeted capacity and alignment issues rather than evidence of broad overstaffing.

Expenditures

Minneapolis reports total FY2024 expenditures of \$14,257,794. Of that amount, \$2,575,745 is for salary and benefits, and \$11,682,049 is for all other expenditures. The spending profile reflects a department that relies heavily on contracts and externally supported programming rather than a labor-intensive internal staffing model.

Figure 97: NCR FY24 Total Expenditures

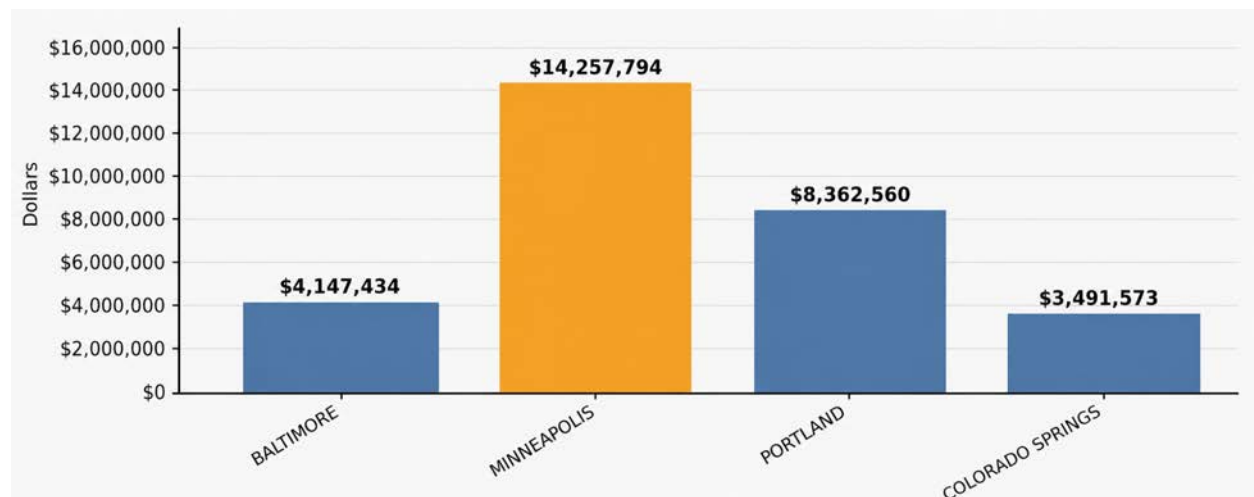
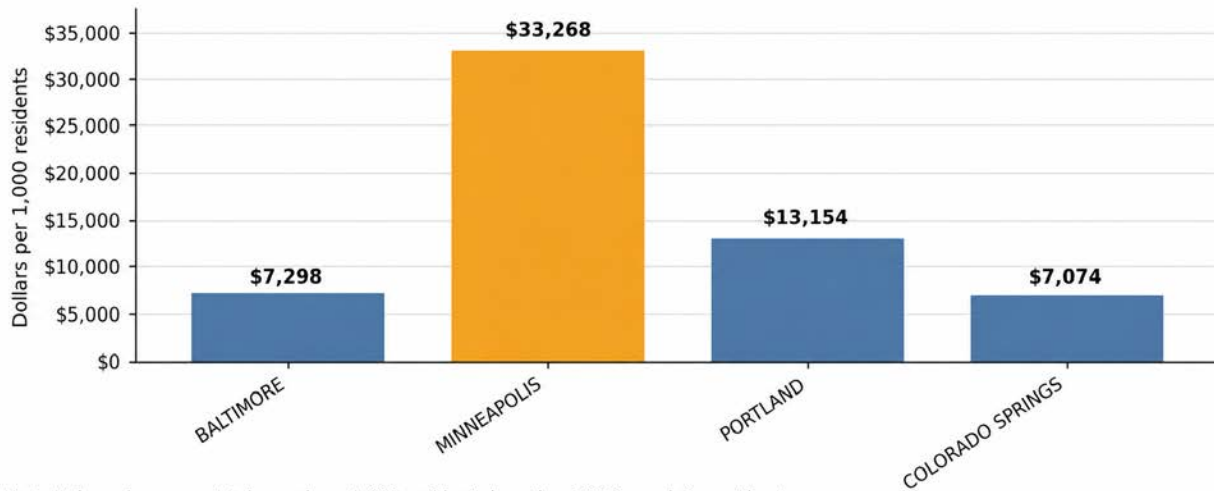
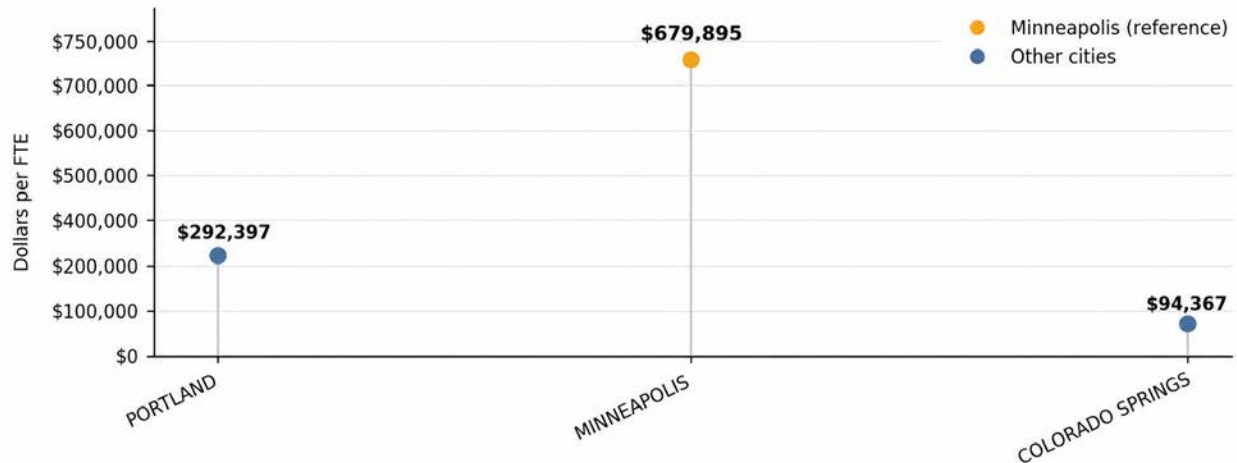


Figure 98: NCR FY24 Per Capita Expenditures



Note: Values shown are total spend per 1,000 residents based on 2026 population estimates.

Figure 99: NCR Expenditures Per Authorized FTE



Note: Values shown where staffing data is available.

Compared with benchmark cities, Minneapolis reports materially higher spending than Portland, Baltimore, and Colorado Springs. Minneapolis spends \$5.90 million more than Portland, \$10.11 million more than Baltimore, and \$10.77 million more than Colorado Springs. On a per 1,000 resident basis, Minneapolis's \$33,267.60 exceeds Portland's by \$20,113.73, Baltimore's by \$25,969.26, and Colorado Springs by \$26,193.25. These differences reinforce that Minneapolis is operating a more resource-intensive NCR model than the peer functions captured in this benchmark.

The department's spending is heavily influenced by contract-based service delivery. Approximately \$4 million supports neighborhood organizations and nonprofits. Additional

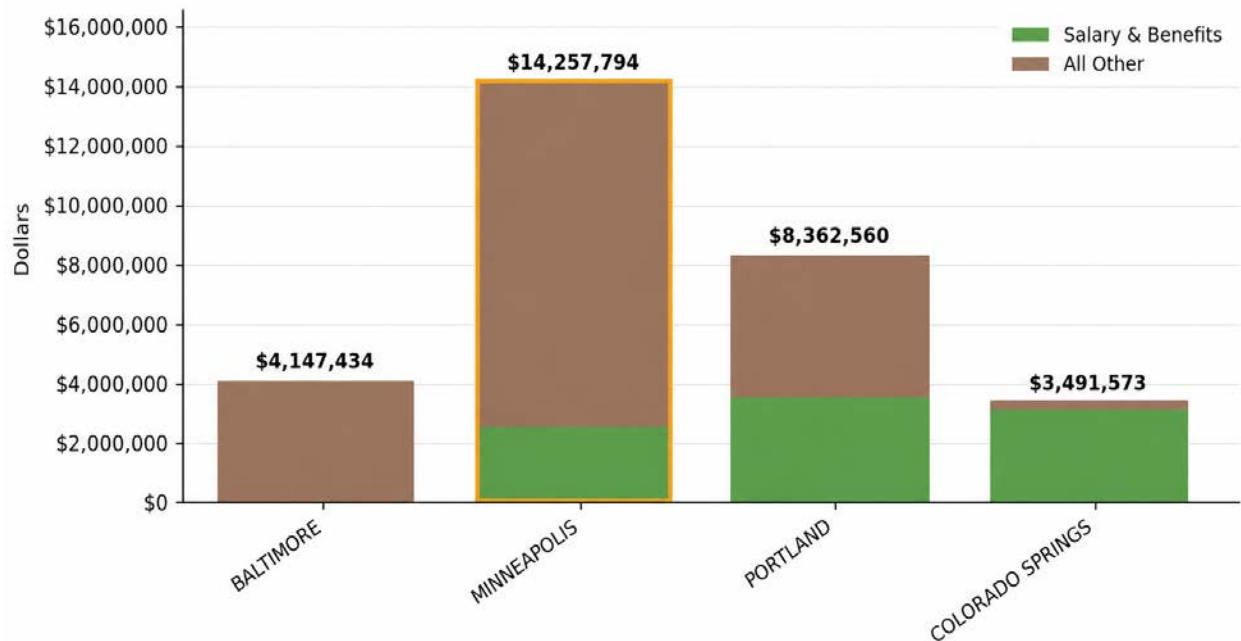
contracted spending funds for language access programs, refugee-affairs-related immigration and legal services, community-based initiatives, and other culturally responsive or neighborhood-oriented programming. The department also funds block club nurse programs that support aging and senior populations, including chores, transportation, and related services. A 2025 trans-equity initiative added \$30,000 in funding and a new work team structure, with one FTE assigned and currently vacant.

Revenue is limited. NCR is funded primarily through the General Fund, with at most a small amount of ARPA-related support. Department leadership identified a prior accounting issue tied to a historical TIF district arrangement, but the department does not operate with a meaningful, ongoing, dedicated revenue stream. That means service reductions or funding increases flow largely through General Fund decisions rather than through departmental revenue generation.

Expenditure Composition

Minneapolis's expenditure composition is heavily weighted toward non-personnel spending. Salaries and benefits account for only 18.07 percent of total expenditures, while all other expenditures account for 81.93 percent. This is a much lower personnel share than in Portland and Colorado Springs, indicating a substantially more contract-driven service model.

Figure 100: NCR Expenditure Composition



Note: Cities without reported expenditure data are excluded.

Portland reports a personnel share of 42.43 percent, 134.8 percent higher than Minneapolis's. Colorado Springs reports a personnel share of 90.05 percent, 398.3 percent higher than Minneapolis's. In dollar terms, Minneapolis's salary and benefits are 27.4 percent lower than Portland's \$3,548,032 and 18.1 percent lower than Colorado Springs' \$3,144,126. By contrast, Minneapolis's all other expenditures are 142.6 percent higher than Portland's \$4,814,528 and 3,262.1 percent higher than Colorado Springs' \$347,447. Baltimore reports \$4,147,434 in all other expenditures, 64.5 percent lower than Minneapolis's non-personnel total.

This expenditure pattern strongly suggests that Minneapolis delivers this work through a model centered on contracts, grants, liaisons, and community partnerships rather than primarily through internal staffing. That aligns with the department's actual operating role, which includes funding for neighborhood organizations, contracted refugee and immigration-related services, language access, and enterprise-wide cultural community engagement. It also means that comparisons with more personnel-driven departments in peer cities should be made cautiously.

Operational Considerations

NCR supports a broad range of neighborhood- and community-facing functions across the city enterprise. The department's role extends beyond a single service line. It supports neighborhood organizations, coordinates language access programs, manages refugee-affairs-related contracts, provides cultural community liaison support to departments, and helps departments gather community input on projects ranging from transportation redesign to site repurposing. It also addresses Native American community issues through a formal MOU structure and funds programs serving aging and senior populations.

This citywide support role creates both value and strain. Department leadership noted that NCR cannot always meet all departmental requests due to limited staffing capacity. The department is working to return to a more standardized operating structure following turnover and transition. Knowledge loss resulting from staff changes has been identified as an operational risk.

The department's administrative workload is substantial relative to its staffing levels. Contract oversight, invoice processing, and program monitoring consume significant staff time. This is particularly important because the department's success depends not only on appropriations but also on the City's ability to effectively manage and oversee a large and diverse portfolio of contracts.

The department also continues to evolve in scope. Trans-equity services began in 2025 and were transferred from REIB to NCR. That shift, together with NCR's broader enterprise support role, suggests the department's responsibilities may continue to expand unless they are more clearly defined.

Final Observations

Minneapolis's Neighborhood and Community Relations function is broader and more contract-driven than the most comparable peer functions identified in this review. The department reports total expenditures of \$14.26 million, of which only \$2.58 million is for salary and benefits. With only 18.07 percent of expenditures in personnel, the department is significantly less personnel-intensive than Portland or Colorado Springs and relies much more heavily on contract- and community-based service delivery.

At 21.0 authorized FTEs in 2024, Minneapolis has fewer internal staff than both Portland and Colorado Springs, despite reporting substantially higher total expenditures than either city. That combination of lower staffing relative to the other cities and higher spending is consistent with a department that uses internal staff primarily for coordination, oversight, and enterprise liaison work, while relying on external organizations and programs for much of the direct community-facing activity.

On a per 1,000-resident basis, Minneapolis spends substantially more than the peer functions captured in this benchmark. This indicates that NCR represents a comparatively robust investment in neighborhood- and community-focused work. At the same time, the department's current structure creates operational pressure in contract administration, staff capacity, and role clarity.

Overall, the benchmark data indicate that Minneapolis has adopted a highly partnership-oriented NCR model that relies on community contracts, specialized liaison functions, and enterprise-wide support responsibilities. That model provides broad reach across multiple policy and service areas, but it also increases dependence on contract administration, staff knowledge continuity, and clear alignment of responsibilities across departments.

2.23 Performance Management and Innovation

Comparability Notes

Performance management and innovation functions are not structured consistently across benchmark cities. Minneapolis is the only benchmark city identified as having this function established as a standalone department. This limits direct comparability.

Table 22: Performance Management and Innovation Comparison Table

Performance Management and Innovation (2024) – Comparison Table

Minneapolis is highlighted as the reference. Dollars are shown as whole dollars; FTEs shown to 0.1.

City	Total Expend.	Spend / 1k res.	Authorized FTEs	Spend / Authorized FTE	Salary & Ben.	All Other
PORTLAND						
MINNEAPOLIS	\$1,652,237	\$3,855	7.0	\$236,034	\$887,336	\$764,901
ST. PAUL			3.0	\$0		
COLORADO SPRINGS						
TULSA						
BALTIMORE						

Note: St. Paul data reflects 2025 and is housed within Finance. Blank cells indicate not available.

In St. Paul, the comparable function is not a department and is housed as a division within the Finance Department; however, the City of St. Paul did not participate in benchmarking efforts, and therefore, specific data that was not publicly available is unavailable for this study. Portland does not have a standalone department for this function; related efforts are coordinated within the City Budget Office. Tulsa previously maintained this function as a department but has since eliminated it. Baltimore does not have a comparable standalone department.

These differences are significant because they affect both staffing and expenditure reporting. In Minneapolis, the function is identified separately, whereas in peer cities, comparable work is either embedded within another department, coordinated through broader management functions, or not maintained as a standalone operation.

Staffing Levels

Minneapolis' staffing level should be interpreted in the context of a standalone department model. Because peer cities do not maintain a directly comparable structure, staffing comparisons are limited.

Where performance management and innovation activities are housed within finance, budget, or other administrative functions, staffing attributable to those activities may not be separately reported. As a result, differences in reported staffing reflect organizational structure as much as differences in operational emphasis.

As there aren't any comparable benchmarks with their own department for this function, no chart is provided.

Expenditures

Expenditures for Minneapolis should likewise be viewed in the context of a standalone department. Peer city expenditure data is not directly comparable because similar work is generally embedded in other departments or broader administrative functions rather than reported independently.

This means Minneapolis' reported expenditures capture a distinct organizational commitment to this function, while peer cities may support similar work through other departmental budgets.

As there aren't any comparable benchmarks with their own department for this function, no chart is provided.

Expenditure Composition

Because Minneapolis maintains this function as a standalone department, expenditure composition reflects the direct costs of maintaining dedicated staffing and operations for performance management and innovation.

In cities where these activities are housed within finance, budget, or other central administrative functions, comparable personnel and non-personnel expenditures are not isolated in the same way. This reduces the usefulness of direct expenditure composition comparisons across cities.

As there aren't any comparable benchmarks with their own department for this function, no chart is provided.

Operational Considerations

Performance management and innovation functions can provide value by supporting organizational improvement, measuring results, strengthening accountability, and helping the City identify opportunities to improve service delivery. A dedicated function may also

provide sustained attention to cross-department performance, data use, and operational improvement efforts.

At the same time, establishing this work as a standalone department creates a separate administrative structure that may carry additional overhead and support costs relative to embedding the function within an existing department such as finance or budget. The benchmark cities reflect a range of approaches, from embedding the work within other central administrative functions to not maintaining a standalone structure at all. This suggests that the organizational placement of the function is a policy and management choice rather than a uniform best practice across peer jurisdictions.

Because performance management functions are performed within operations in the benchmarked cities, but there aren't separate budgeted lines for this activity, and no other city has its own department for this activity, comparison charts are not needed.

Final Observations

Minneapolis is the only benchmark city identified as maintaining Performance Management and Innovation as a standalone department. Peer cities generally place comparable work within finance, budget, or other central administrative functions, and in some cases do not maintain a comparable standalone function at all.

This limits direct comparisons of staffing and expenditures, so differences across cities are driven primarily by organizational structure and reporting practices. In Minneapolis, the function is separately visible in the organization and budget, whereas in peer cities, similar work may be embedded within broader departments and not identifiable separately.

A dedicated performance management and innovation function can provide value through sustained focus on results, organizational improvement, and accountability. However, housing this work in a separate department may also incur additional administrative costs compared to embedding it within an existing central administrative function.

As a result, the principal comparison issue for this function is not whether peer cities perform similar work, but how that work is organized, staffed, and reported within the broader structure of city administration.

2.24 Public Works

Comparability Notes

Public Works functions are structured differently across benchmark cities, which affects direct comparability. Minneapolis' Public Works Department includes transportation, utilities, fleet, fuel, and related operational functions. These responsibilities include streets, engineering, traffic, parking meters, parking ramps managed for MnDOT, water, wastewater, stormwater, solid waste, fleet operations, and fuel.

Table 23: Public Works Comparison Table

Public Works (2024) — Comparison Table

Minneapolis is highlighted as the reference. Dollars are shown as whole dollars; FTEs shown to 0.1.

City	Total Expend.	Spend / 1k res.	Authorized FTEs	Spend / Authorized FTE	Salary & Ben.	All Other
PORTLAND	\$1,369,610,386	\$2,154,326	2382.0	\$574,983	\$367,558,967	\$1,002,051,419
MINNEAPOLIS	\$461,620,121	\$1,077,095	1059.4	\$435,739	\$124,479,466	\$337,140,655
ST. PAUL	\$213,445,901	\$681,120	397.6	\$536,909	\$48,128,142	\$165,317,759
COLORADO SPRINGS	\$61,122,665	\$123,842	415.5	\$147,107	\$35,760,468	\$25,362,197
TULSA	\$373,305,000	\$899,196	1223.0	\$305,237	\$94,781,000	\$278,524,000
BALTIMORE	\$943,002,359	\$1,659,424	3882.0	\$242,917	\$0	\$943,002,359

Note: Public Works structures vary across cities, including differences in utilities, winter maintenance responsibilities, and included operating functions.

St. Paul is generally the most comparable benchmark city in overall structure, though there are important service differences. St. Paul uses Saint Paul Regional Water Services for its water function, and winter maintenance expectations differ because St. Paul does not plow residential streets or alleys in the same manner as Minneapolis. Public waste collection also differs: Minneapolis provides solid waste, recycling, organics, and bulk pickup services, while contracting out service for approximately half the city.

Portland distributes these functions across three separate bureaus: Transportation, Environmental Services, and Water. Portland's reported data also includes parking enforcement and streetcar operations, which expands the scope of comparison beyond a more traditional Public Works structure.

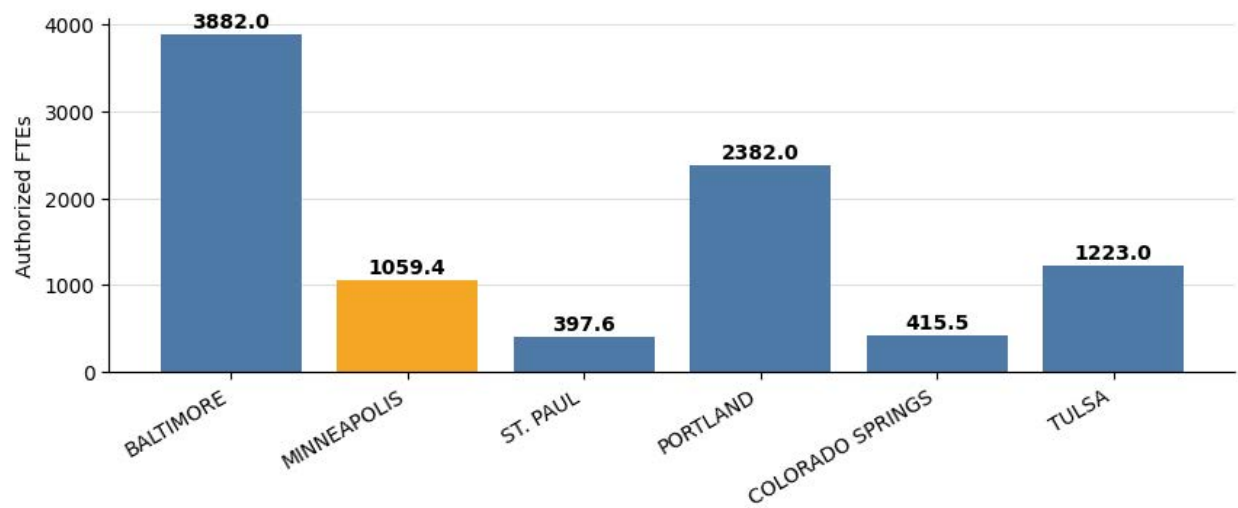
Colorado Springs includes typical Public Works functions, except utilities, with stormwater as the only utility function. Other utilities are operated through a separate nonprofit organization, with the City Council serving as its board of directors. Tulsa includes typical Public Works operations and also operates a mulch site.

Additional comparison considerations include climate, governance, service expectations, and labor environment. Minneapolis is one of the coldest cities in the comparison group and is likely to incur higher snow and ice response costs, along with associated personnel needs. Governance expectations and service levels also differ across cities.

Staffing Levels

Minneapolis reports 1,059.37 authorized FTEs. St. Paul reports 397.55, Portland reports 2,382.00, Baltimore reports 3,882.00, Colorado Springs reports 415.50, and Tulsa reports 1,223.00. These differences reflect major variation in departmental scope and organizational structure.

Figure 101: Public Works FY24 Authorized FTEs



Minneapolis also maintains an internal construction crew, which may reduce direct comparability with cities that contract more heavily for similar work. Current vacancies total 137 positions, or approximately 13 percent, though the department’s normal vacancy range is reported at 3 percent to 5 percent, and current levels reflect the department’s hiring cycle. Significant staffing pressure exists in Transportation Maintenance and Repair, where the division has 281 positions and 20 vacancies. Surface Water and Sewer also has notable staffing shortages.

The department has experienced workforce reductions related to retirement and post-COVID staffing impacts. Approximately 10 positions in Transportation Maintenance and Repair have been lost over the past several years due to budget reductions.

Staffing comparisons should therefore be interpreted in light of service scope, internal construction capacity, utility inclusion, winter operations, and contracting models.

Expenditures

Minneapolis reports total FY2024 expenditures of \$461.6 million, consisting of \$124.5 million in salary and benefits and \$337.1 million in all other expenditures. St. Paul reports \$213.4 million; Portland reports \$1.37 billion; Baltimore reports \$943.0 million; Colorado Springs reports \$61.1 million; and Tulsa reports \$373.3 million.

Figure 102: Public Works FY24 Total Expenditures

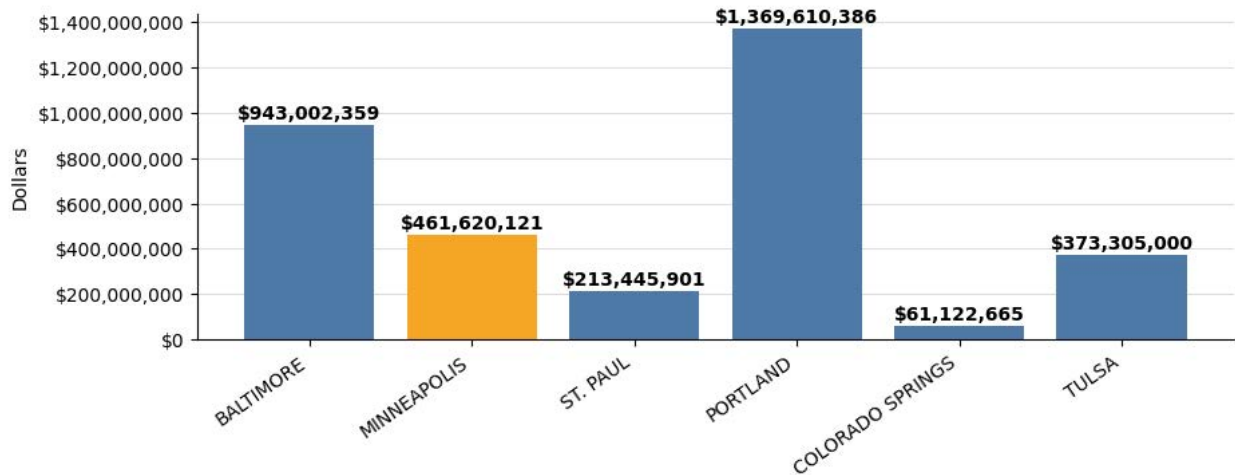
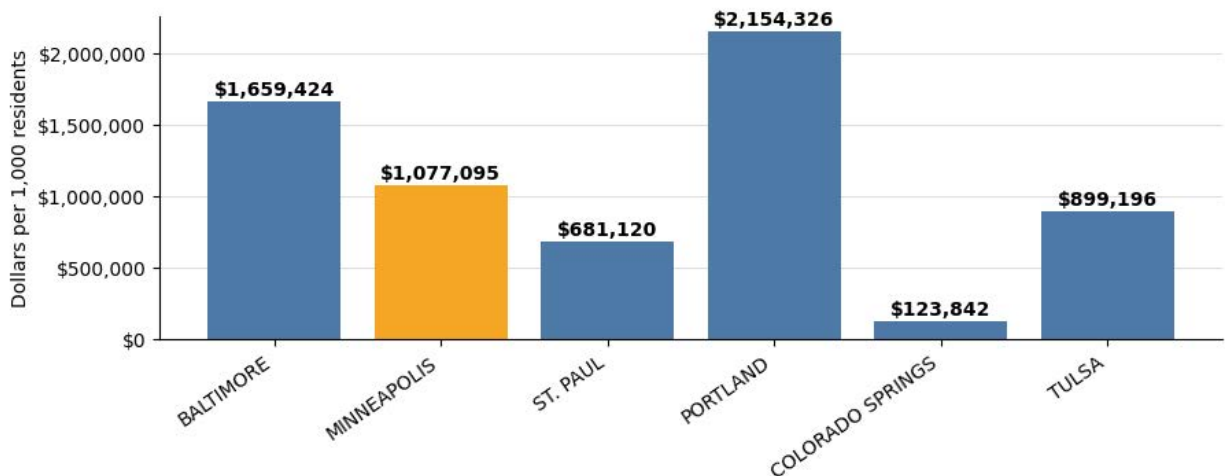
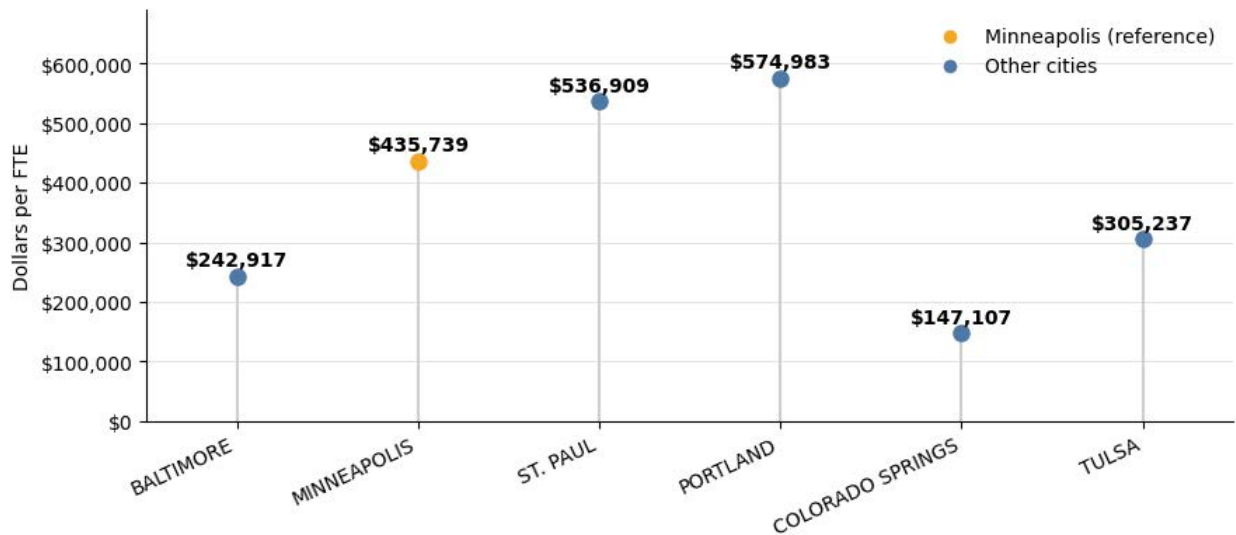


Figure 103: Public Works FY24 Per Capita Expenditures



Note: Values shown are total spend per 1,000 residents based on 2026 population estimates.

Figure 104: Public Works FY24 Expenditures Per Authorized FTE



Service model choices influence expenditures. Minneapolis contracts out approximately half of city solid waste service while maintaining the same rate structure for both City-delivered and contracted service. The transfer station is also contracted out. Expenditures are also influenced by climate-related service demands, particularly winter operations, and by internal service functions such as fleet and fuel.

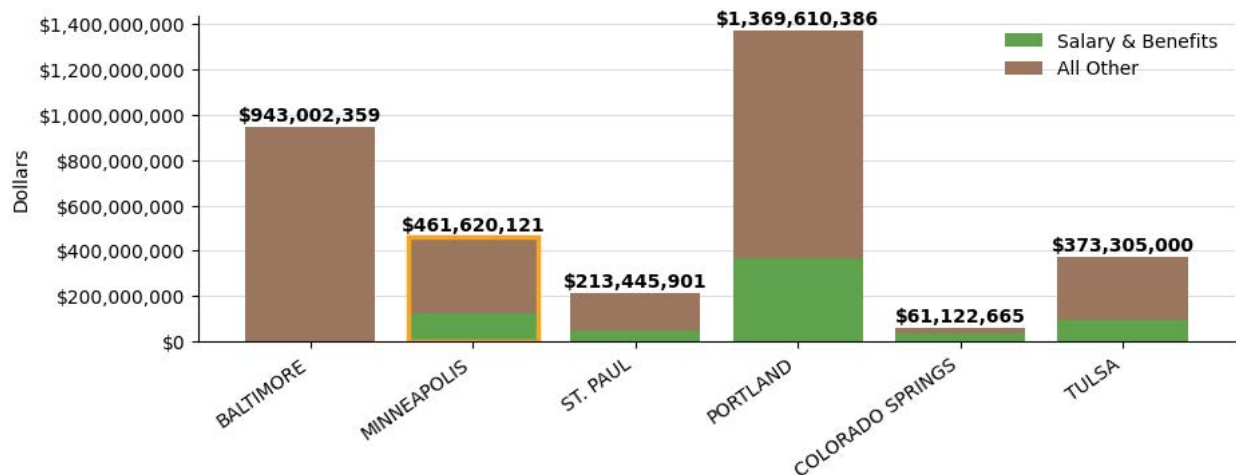
Public Works spending per 1,000 residents varies materially across benchmark cities. Minneapolis reports \$1,077,095 per 1,000 residents. St. Paul reports \$681,120, which is 36.8 percent lower than Minneapolis. Portland reports \$2,154,326, which is 100.0 percent higher than Minneapolis. Baltimore reports \$1,659,424, which is 54.1 percent higher than Minneapolis. Colorado Springs reports \$123,842, which is 88.5 percent lower than Minneapolis. Tulsa reports \$899,196, which is 16.5 percent lower than Minneapolis.

These differences reflect both expenditure levels and the content of each city's Public Works structure. Minneapolis's reported spending includes transportation, utilities, solid waste, fleet, fuel, and related operational functions within a single department. Peer cities perform many of these same functions, but they are not organized or reported consistently. Portland's reported figure reflects functions distributed across multiple bureaus and includes parking enforcement and streetcar operations. St. Paul's spending is influenced by its use of Saint Paul Regional Water Services and different winter maintenance practices. Colorado Springs excludes most utility functions, with stormwater as the only utility included. Tulsa includes typical Public Works functions and a mulch site. Baltimore's reported figure reflects a significantly larger departmental scale.

Expenditure Composition

Minneapolis's expenditure profile is weighted more heavily toward non-personnel spending than personnel spending. Salary and benefits account for 26.97 percent of total expenditures, compared with 22.55 percent in St. Paul, 26.84 percent in Portland, 0.00 percent in Baltimore, 58.51 percent in Colorado Springs, and 25.39 percent in Tulsa.

Figure 105: Public Works FY24 Expenditure Composition



Because Minneapolis includes a wide range of operational functions within Public Works, expenditure composition reflects both labor-intensive field operations and broader non-personnel operating costs associated with utilities, fleet, contracted services, and infrastructure-related work. The presence of an internal construction crew, in-house utility operations, and partial reliance on contracted waste services affects the balance between personnel and non-personnel expenditures.

Peer city expenditure composition is also influenced by differing organizational structures, especially where utilities are excluded, streetcar operations are included, or specific services are contracted or placed in separate bureaus.

Operational Considerations

Minneapolis' Public Works Department has a broad operational role and includes transportation, utilities, fleet, and fuel functions within a single department. The department also has internal administrative capacity, including a dedicated HR manager and a finance manager outside central city HR and finance structures.

Operational pressures are evident in field staffing, especially in Transportation Maintenance and Repair and in Surface Water and Sewer. An aging workforce and

retirement eligibility contribute to staffing challenges. Public expectations also affect operations, particularly with respect to transportation and related service demands such as biking infrastructure.

There is some overlap in responsibility with Parks in areas such as streets and stormwater. The department operates within a unionized environment, with 14 unions represented within Public Works, which also shapes workforce administration and operating conditions.

Final Observations

Public Works functions are more comparable between Minneapolis and St. Paul than with several of the other benchmark cities, but important differences remain in service scope, utility operations, winter maintenance practices, and contracting models.

Staffing levels reflect both the scale of the department and the breadth of services provided. Current vacancy levels are elevated relative to the department's normal range, with notable staffing pressure in Transportation Maintenance and Repair and in Surface Water and Sewer.

Minneapolis reports \$1,077,095 in Public Works spending per 1,000 residents, compared with \$681,120 in St. Paul, \$2,154,326 in Portland, \$1,659,424 in Baltimore, \$123,842 in Colorado Springs, and \$899,196 in Tulsa. These differences are driven by variations in service scope, organizational structure, and the functions included in each city's Public Works operations.

Minneapolis is also one of the coldest cities in the comparison group and incurs additional costs for snow and ice response, while maintaining service responsibilities, such as residential street and alley plowing, that differ from those of at least some peer cities. Differences across cities are driven by organizational structure, service scope, climate, utility inclusion, and the balance between contracted and in-house operations.

2.25 REIB

Comparability Notes

REIB functions are not structured consistently across benchmark cities, which limits direct comparability. Minneapolis maintains REIB as a standalone department. Portland is the only other benchmark city with a separately identified department-level function, reported as the Office of Equity and Human Rights. St. Paul performs comparable work through Talent and Equity Resources, a division within Human Resources rather than a standalone department. Baltimore, Colorado Springs, and Tulsa do not report a comparable department.

Table 24: REIB Comparison Table

REIB (2024) – Comparison Table

Minneapolis is highlighted as the reference. Dollars are shown as whole dollars; FTEs shown to 0.1.

City	Total Expend.	Spend / 1k res.	Authorized FTEs	Spend / Authorized FTE	Salary & Ben.	All Other
PORTLAND	\$4,739,317	\$7,455	18.0	\$263,295	\$3,487,291	\$1,252,026
MINNEAPOLIS	\$1,742,019	\$4,065	9.0	\$193,558	\$1,066,089	\$675,930
ST. PAUL	–	–	–	–	–	–
COLORADO SPRINGS	–	–	–	–	–	–
TULSA	–	–	–	–	–	–
BALTIMORE	–	–	–	–	–	–

Note: St. Paul is a division within HR. Baltimore, Colorado Springs, and Tulsa do not report a comparable department.

These structural differences are important because the reported Minneapolis data reflects a standalone department with specific ordinance-driven responsibilities, while St. Paul's comparable work is embedded within HR, and Portland's function is organized differently. As a result, the benchmark comparison is narrow and should be interpreted primarily as a comparison of organizational models rather than a like-for-like operational structure.

In Minneapolis, the function has changed organizational placement over time. It was previously housed within Civil Rights, then within the City Coordinator's Office, and later established as the REIB department, with inclusion and belonging added to race and equity. The department's current structure is tied to Chapter 21 of the City Ordinance. That ordinance-based structure distinguishes the department from more general equity-related functions that may exist elsewhere in peer cities.

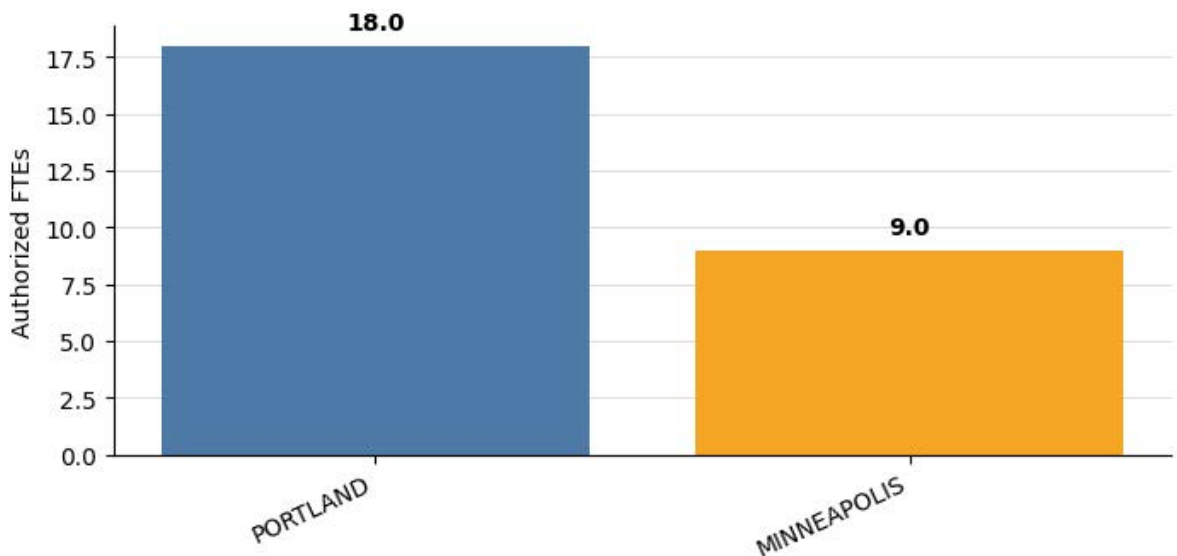
Further comparability limits arise because related functions may be located elsewhere in benchmark organizations. Immigration and refugee affairs, language access

coordination, and similar work may be placed within equity-related functions in other cities, but those functions are not structured that way in Minneapolis.

Staffing Levels

Minneapolis reports 9.0 authorized FTEs in the comparison data. Portland reports 18.0 FTEs, which is 100.0 percent higher than Minneapolis. No comparable standalone FTE data is reported for St. Paul, Baltimore, Colorado Springs, or Tulsa.

Figure 106: REIB FY24 Authorized FTEs



Note: Only cities with standalone comparable departments are shown.

The current operating staff level in Minneapolis is lower than the authorized count shown in the comparison data. The department currently consists of the director and four staff members. The staffing level has declined from 9.0 FTEs in 2022. Two positions moved from REIB to Neighborhood and Community Relations, one position moved to Neighborhood Safety, and one position was eliminated. In addition, two ARPA-funded positions are paid through salaries but are not included in the authorized FTE count.

The current structure includes equity and inclusion coordinators who serve as liaisons to other departments, as well as consulting support for departments. The department has identified a need for additional staffing and has expressed interest in shifting an administrative position to a manager role to increase program capacity.

Compared with Portland, Minneapolis reports lower authorized staffing and a smaller expenditure base. Based on the comparison data, Portland's staffing level is 9.0 FTEs

higher than Minneapolis's. That difference should be considered alongside the fact that Portland's function is also a standalone department, while comparable functions in other cities are either embedded elsewhere or not separately identified.

Expenditures

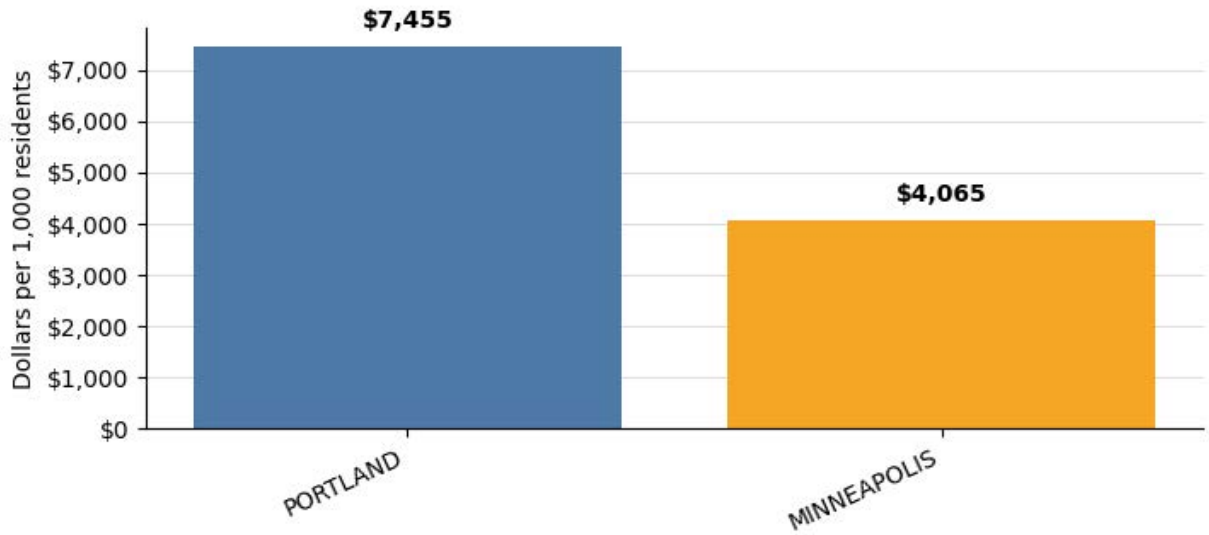
Minneapolis reports total FY2024 expenditures of \$1,742,019. Portland reports \$4,739,317, which is 172.1 percent higher than Minneapolis. No comparable standalone expenditures are reported for St. Paul, Baltimore, Colorado Springs, or Tulsa.

Figure 107: REIB FY24 Total Expenditures



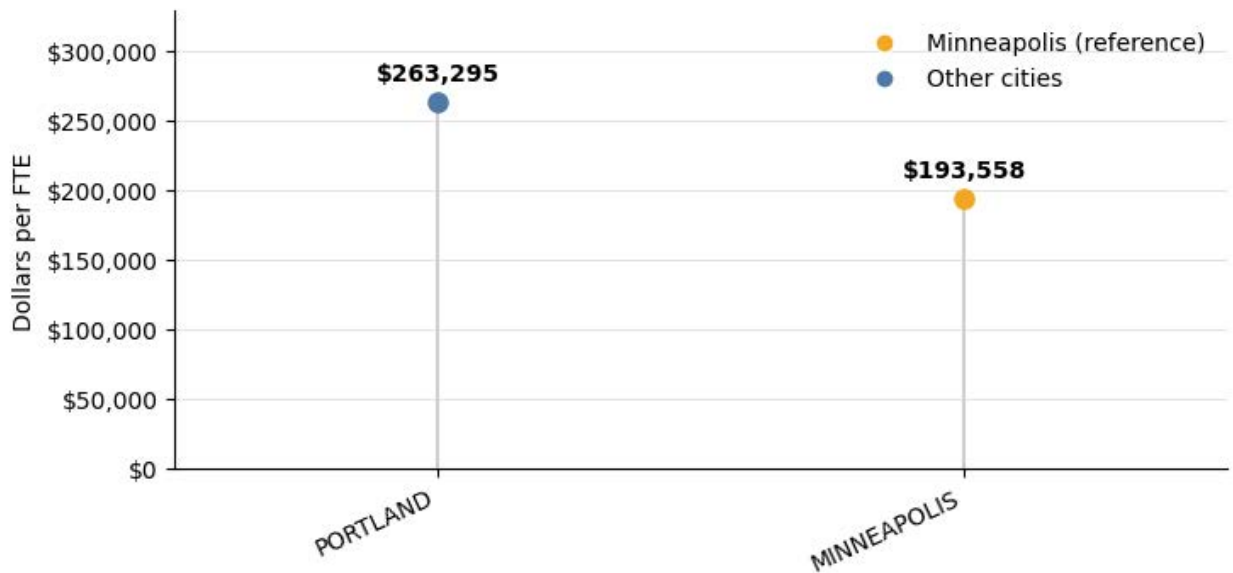
Note: Only cities with standalone comparable departments are shown.

Figure 108: REIB FY24 Per Capita Expenditures



Note: Values shown are total spend per 1,000 residents based on 2026 population estimates.

Figure 109: REIB FY24 Expenditures Per Authorized FTE



Note: Values shown where staffing data is available.

Minneapolis reports \$1,066,089 in salary and benefits and \$675,930 in all other expenditures. Portland reports \$3,487,291 in salary and benefits, which is 227.1 percent higher than Minneapolis, and \$1,252,026 in all other expenditures, which is 85.2 percent higher than Minneapolis.

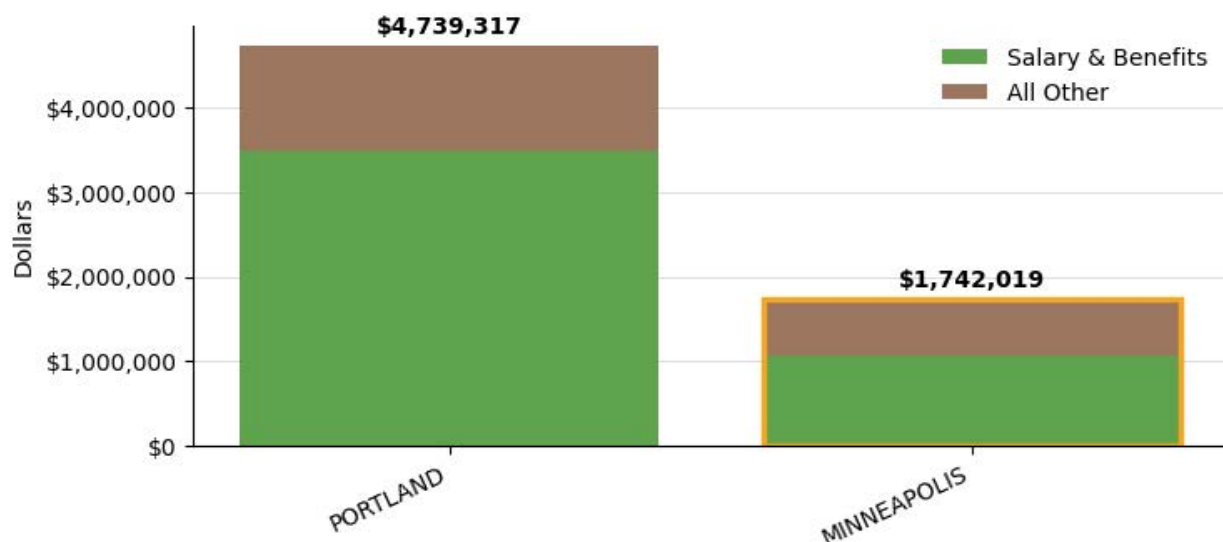
Per 1,000 residents, Minneapolis reports \$4,064.64. Portland reports \$7,454.70, which is 83.4 percent higher than Minneapolis. This indicates that Portland’s reported investment in this function is materially higher both in total spending and on a population-adjusted basis.

These expenditure differences should be interpreted in the context of organizational structure and function placement. Minneapolis and Portland are the only benchmark cities with reported standalone departments, so the comparison is effectively limited to those two cities. The absence of comparable standalone data from the rest of the benchmark group reduces the usefulness of broader expenditure comparisons.

Expenditure Composition

Minneapolis’s expenditure profile is primarily personnel-driven, with salary and benefits representing 61.20 percent of total expenditures. Portland reports 73.58 percent of total spending on salary and benefits, which is 20.2 percentage points higher than Minneapolis on that measure.

Figure 110: REIB FY24 Expenditure Composition



Note: Only cities with standalone comparable departments are shown.

This indicates that both Minneapolis and Portland fund this function primarily through personnel, but Portland's expenditure mix is more heavily concentrated in staffing. Minneapolis has a comparatively larger non-personnel share of spending.

Because the department does not have an enforcement function in Minneapolis, expenditure patterns should be understood as supporting coordination, planning, liaison, consulting, and ordinance-related requirements rather than enforcement activity.

Operational Considerations

The Minneapolis REIB department is responsible for ordinance-driven internal REIB requirements and department-level support functions. The department does not have an enforcement role. Its work includes consulting with other departments and liaising through equity and inclusion coordinators.

The department's structure is internally focused and tied to the REIB plan requirements under city ordinance. That work is distinct from an HR function. The responsibilities include supporting departments in implementing REIB-related requirements rather than performing general human resources functions.

The department currently does not maintain analytics for outcomes and outputs. That limits the ability to demonstrate performance or quantify results through department-level measures.

The department's staffing history also reflects organizational shifts and resource reductions. The movement of positions to Neighborhood and Community Relations and Neighborhood Safety, along with the elimination of one position, reduced the department's direct staffing capacity over time. The existence of ARPA-funded positions outside the authorized FTE count also affects how staffing is understood operationally.

The department has identified a need for additional staff, particularly to support the desired operating model of multiple equity and inclusion coordinators under management oversight.

Final Observations

Minneapolis is one of only two benchmark cities with a separately identified, standalone REIB-related department; Portland is the other. St. Paul performs comparable work through an HR division rather than a department, and Baltimore, Colorado Springs, and Tulsa do not report a comparable department. This narrows the benchmark comparison and makes it heavily influenced by organizational design.

Compared with Portland, Minneapolis reports lower staffing and expenditures. Minneapolis reports 9.0 authorized FTEs and \$1.74 million in total expenditures, while Portland reports 18.0 FTEs and \$4.74 million. Portland's total expenditures are 172.1 percent higher than Minneapolis's, and its spending per 1,000 residents is 83.4 percent higher. Portland also reports a higher personnel share of total expenditures.

Within Minneapolis, the department has experienced a substantial reduction in staffing from its earlier structure. The department previously had 9.0 FTEs plus two ARPA-funded positions in 2022, but subsequent position transfers and a position cut reduced direct staffing capacity. Current staffing consists of the director and four staff members, while authorized FTEs exceed current staffing.

The department's role is defined by internal REIB plan requirements and department support responsibilities rather than enforcement. Its current operating model relies on ordinance-driven requirements, interdepartmental liaison functions, and consulting support to other departments. The absence of department-level analytics for outcomes and outputs limits the ability to assess results through performance measures.

Overall, the benchmark findings suggest that Minneapolis has maintained a distinct standalone REIB structure, but with lower staffing and expenditure levels than Portland and with a narrower comparison base than most other departments in the study.

2.26 Regulatory Services

Comparability Notes

Minneapolis’s Regulatory Services Department is not directly comparable to benchmark cities because it combines a wide range of functions that are typically distributed across multiple departments or divisions elsewhere. No peer city reports a department with a directly comparable scope that can be isolated for benchmarking purposes. St. Paul, Portland, Baltimore, Colorado Springs, and Tulsa do not report a comparable standalone department.

Table 25: Regulatory Services Comparison Table

Regulatory Services (2024) — Comparison Table

Minneapolis is highlighted as the reference. Dollars are shown as whole dollars; FTEs shown to 0.1.

City	Total Expend.	Spend / 1k res.	Authorized FTEs	Spend / Authorized FTE	Salary & Ben.	All Other
PORTLAND	—	—	—	—	—	—
MINNEAPOLIS	\$30,066,461	\$70,154	200.0	\$150,302	\$20,752,287	\$9,314,174
ST. PAUL	—	—	—	—	—	—
COLORADO SPRINGS	—	—	—	—	—	—
TULSA	—	—	—	—	—	—
BALTIMORE	—	—	—	—	—	—

Note: No comparable standalone department was identified in peer cities.

Due to no comparable benchmarking for this department, no charts are provided.

Minneapolis’s department includes inspection services, operations engagement, animal care and control, code compliance, and traffic control. Specific functions include fire inspections, housing inspections, housing liaisons, strategic inspections, homeless encampment work, code compliance, parking enforcement, traffic safety camera work, and event and traffic management. Because these activities are generally split across multiple organizational units in other cities, direct expenditure and staffing comparisons are not available.

This makes Regulatory Services primarily a structural outlier in the benchmark group. The key comparison issue is not relative spending or staffing across cities, but rather the unusually broad range of services housed within a single department in Minneapolis.

Staffing Levels

Minneapolis reports 200.04 authorized FTEs. Current staffing is reported at 200.4 FTE, with a vacancy rate of 7.5 percent. The department has identified capacity pressures in several areas, including inspections, traffic control support for camera system review, and program assistance. Based on current workload and service demands, the department estimates a need for approximately 8 to 10 additional employees.

Staffing pressures are linked to increased workload without corresponding staffing growth in some areas. Inspection teams have taken on additional properties, more stringent inspections are required under unfunded mandates, and housing teams are currently undergoing a workload demand study. Inspector teams are also working on capacity management.

The department has also identified the need for backup personnel in program assistance functions. These staffing issues are important because the department's service model depends on both field inspection capacity and administrative support to process and sustain operations across multiple lines of service.

Expenditures

Minneapolis reports total FY2024 expenditures of \$30.1 million, consisting of \$20.8 million in salary and benefits and \$9.3 million in all other expenses. Because comparable departments are not identified elsewhere in the benchmark group, these expenditure levels cannot be directly compared to peer cities.

Per 1,000 residents, Minneapolis reports spending of \$70,153.84. That figure reflects the broad scope of functions within this department rather than a narrowly defined inspection or code-enforcement operation. The department's revenue sources include permitting, inspections, contracts, special assessments, and related fees. Revenue is also affected by staffing levels, with understaffing identified as a factor limiting revenue collection in areas such as inspections and rental licensing.

The department has completed a fee study and is updating its housing tiering system. These efforts suggest that fee structure and service alignment remain active operational issues within the department.

Expenditure Composition

Salary and benefits account for 69.02 percent of total expenditures, indicating that the department is primarily personnel-driven, though non-personnel expenditures remain

significant. Non-personnel expenditures reflect the department's varied operating model, including contracted services and operational support for specialized activities.

Contracted services are used in several areas, including nuisance abatement, some homeless-response-related cleanup activities, roadkill pickup, and veterinary services. Public Works may also be involved in contracting for certain nuisance abatement or cleanup work. This mixed operating model contributes to the department's non-personnel expenditure profile.

Operational Considerations

The department's workload spans regulatory enforcement, inspections, housing-related services, traffic and parking-related work, animal care and control, outreach, and interagency policy functions. The housing function includes rental inspections focused on livability, housing liaisons, renter protection questions, and pre-displacement work. Alternative enforcement is used in some cases to address property conditions while seeking to avoid renter displacement.

The department also plays a significant role in responding to homeless encampments. Responsibilities include intake assessments, connecting individuals to housing lists, supporting access to the winter warming center, and providing storage support. This work is carried out in coordination with a multi-jurisdictional team, while cleanup responsibilities may involve Public Works and contractors.

Operational systems include an in-house data analytics team and Tolemi BuildingBlocks software. These tools support analytics and operational oversight. The department also handles short-term rental licensing and enforcement, volunteer management, adoption and foster outreach, and policy work related to rental protections.

Traffic-related functions include traffic management for events and during rush hours, parking enforcement, and support for the traffic safety camera pilot. Additional personnel needs have been identified in traffic control to support camera system review.

Final Observations

Minneapolis's Regulatory Services Department is distinct in the benchmark group because it combines a broad range of regulatory, inspection, housing, traffic, animal control, and community response functions that are not reported together elsewhere. As a result, this department is not directly comparable to peer cities for benchmarking purposes.

The department's spending and staffing levels should therefore be interpreted in the context of its broad organizational scope. Minneapolis reports 200.04 authorized FTEs, \$30.1 million in total expenditures, and \$70,153.84 in spending per 1,000 residents. Those figures reflect a department that performs functions typically handled by multiple departments in other cities.

The department states that it has operational pressures across inspections, housing-related functions, traffic control support, and administrative backup capacity. They identified a need for additional staffing, particularly given increased property workloads, more stringent inspection requirements, and service demands related to specialized functions such as encampment response and traffic camera support.

Overall, the primary conclusion is structural rather than comparative: Minneapolis has consolidated an unusually wide set of regulatory and service responsibilities into a single department, and that organizational model drives both its staffing and expenditure profile.

2.27 City Clerk

Comparability Notes

The City Clerk function is not directly comparable across benchmark cities because the scope of responsibilities differs materially. Minneapolis’s City Clerk’s function includes elections, records management, legislative support and operations, research and oversight, and support for boards and commissions. Minneapolis also handles all of its own elections, which is a significant distinction because many jurisdictions rely on the county for election administration. In addition, the Minneapolis figures include City Council staffing and budget, which further expands the reported scope.

Table 26: City Clerk Comparison Table

City Clerk (2024) — Comparison Table

Minneapolis is highlighted as the reference. Dollars are shown as whole dollars; FTEs shown to 0.1.

City	Total Expend.	Spend / 1k res.	Authorized FTEs	Spend / Authorized FTE	Salary & Ben.	All Other
PORTLAND	—	—	—	—	—	—
MINNEAPOLIS	\$21,989,523	\$51,308	97.0	\$226,696	\$15,226,449	\$6,763,074
ST. PAUL	\$4,595,666	\$14,665	31.5	\$145,894	\$4,200,624	\$395,042
COLORADO SPRINGS	\$2,637,277	\$5,343	21.0	\$125,585	\$2,365,872	\$271,405
TULSA	—	—	26.0	—	—	—
BALTIMORE	\$24,571,392	\$43,239	114.0	\$215,539	—	\$24,571,392

Note: Minneapolis includes City Council staffing and locally administered elections. Portland does not report comparable data.

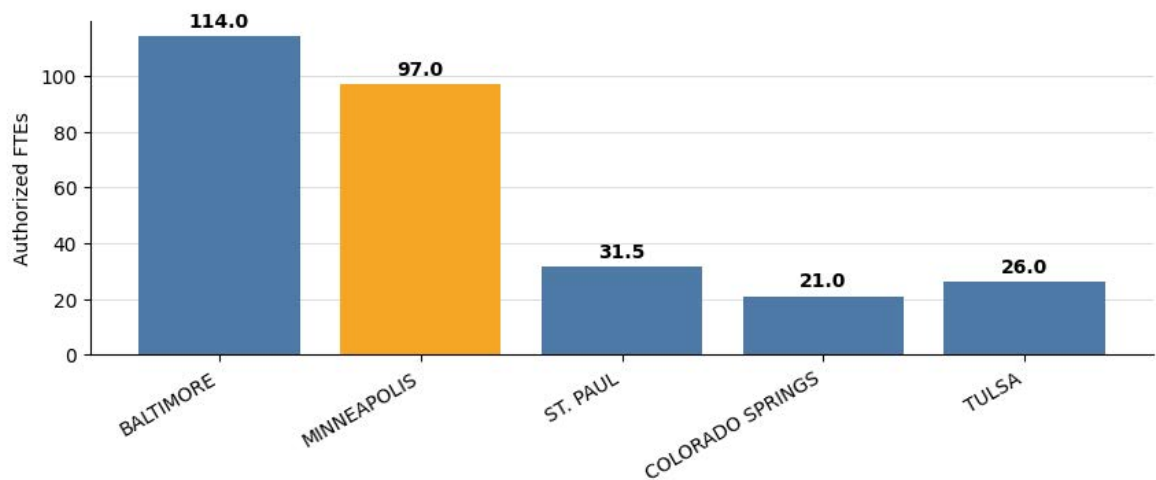
These broader responsibilities materially affect both staffing and expenditures. To improve comparability, data for some peer cities were assembled from multiple organizational areas; however, important structural differences remain. St. Paul does not provide a comparable combination of records, elections, and agenda functions. Portland is also not directly comparable because the City Auditor is elected and oversees the city clerk function through the Council Clerk’s Office. Baltimore’s structure is fragmented. In Colorado Springs, Council maintains its own staff, and the City Clerk is housed under the Mayor rather than Council. In Tulsa, the clerk function is within Finance, and clerk-specific budget data could not be broken out.

As a result, the benchmark comparison should be interpreted as a comparison of distinct governance and administrative models rather than a like-for-like comparison of a single, uniform function.

Staffing Levels

Minneapolis reports 97.0 authorized FTEs in 2024. St. Paul reports 31.5 FTEs, which is 67.5 percent lower than Minneapolis. Portland reports 114.0 FTEs, which is 17.5 percent higher than Minneapolis. Colorado Springs reports 21.0 FTEs, which is 78.4 percent lower than Minneapolis. Tulsa reports 26.0 FTEs, which is 73.2 percent lower than Minneapolis. Comparable staffing data is not available for Baltimore.

Figure 111: City Clerk FY24 Authorized FTEs



Note: Portland is excluded because comparable staffing data is not available.

The Minneapolis staffing level reflects a broader scope than is typical in many other cities. In addition to elections and traditional clerk functions, the reported structure includes City Council staffing. Minneapolis also administers all elections locally. That broader scope is a key reason the Minneapolis staffing level is materially above most peer cities and closer only to Portland, despite Portland's different structure.

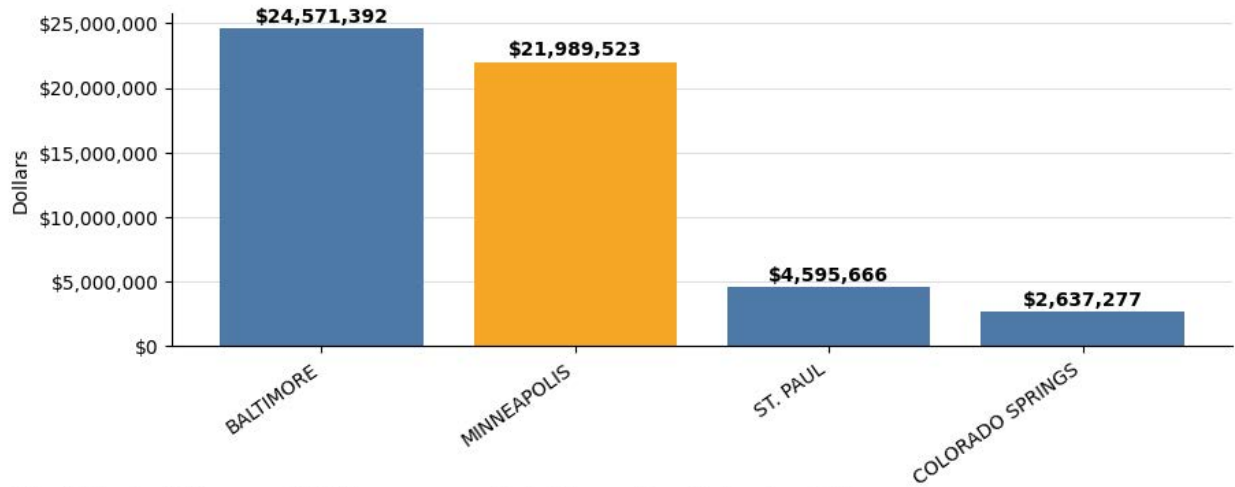
Current staffing is reported at approximately 96 FTE in 2024, with an approximate 10 percent vacancy rate. Staffing has increased by 9 FTE over the past three years. The 2026 staffing figure is reported at 111 FTE when including Council positions and aides. Elections staffing includes 7 permanent FTEs plus intermittent staff that bring total elections staffing to approximately 16 FTE during active periods.

Expenditures

Minneapolis reports total FY2024 expenditures of \$21,989,523. St. Paul reports \$4,595,666, which is 79.1 percent lower than Minneapolis. Portland reports \$24,571,392, which is 11.7 percent higher than Minneapolis. Colorado Springs reports \$2,637,277, which is 88.0 percent lower than Minneapolis. Tulsa reports \$1,646,000, which is 92.5

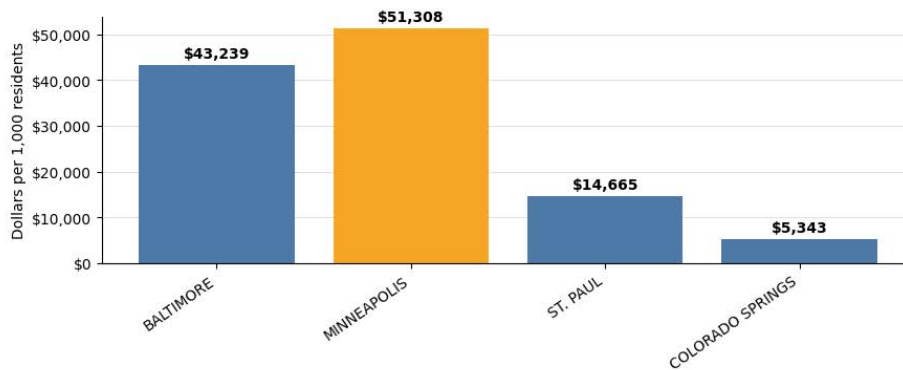
percent lower than Minneapolis. Comparable total expenditure data for Baltimore is not available in the same format.

Figure 112: City Clerk FY24 Total Expenditures



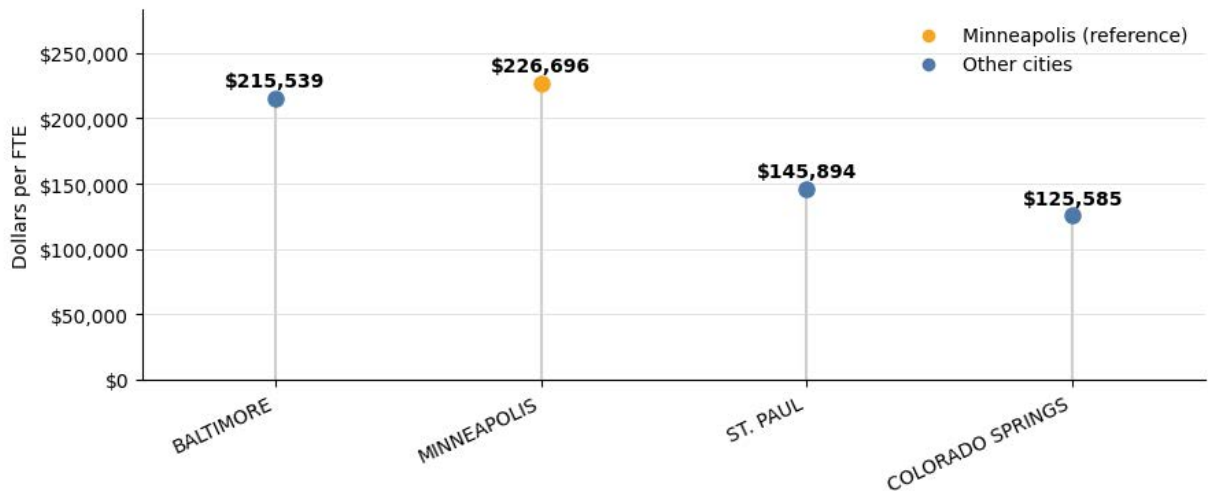
Note: Portland and Tulsa are excluded because comparable total expenditure data is not available.

Figure 113: City Clerk FY24 Per Capita Expenditures



Note: Values shown are total spend per 1,000 residents based on 2026 population estimates. Portland and Tulsa are excluded because comparable total expenditure data is not available.

Figure 114: City Clerk FY24 Expenditures Per Authorized FTE



Note: Portland and Tulsa are excluded because comparable expenditure and staffing data are not available.

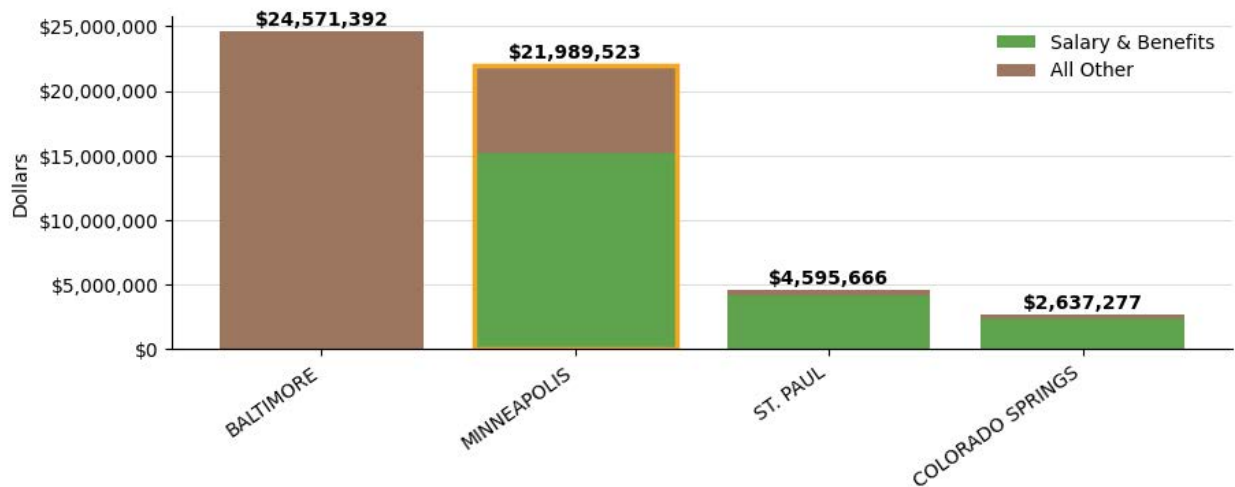
Per 1,000 residents, Minneapolis reports \$51,307.98. St. Paul reports \$14,665.07, which is 71.4 percent lower than Minneapolis. Portland reports \$43,238.86, which is 15.7 percent lower than Minneapolis. Colorado Springs reports \$5,343.44, which is 89.6 percent lower than Minneapolis. Tulsa reports \$3,964.79, which is 92.3 percent lower than Minneapolis.

These differences should be interpreted in the context of the scope. Minneapolis's reported expenditures reflect a broader service model that includes locally administered elections and City Council staffing. Portland's figure is the closest overall comparator on a per-capita basis, but Portland's structure remains materially different because the clerk-related function sits under an elected auditor. The much lower per-capita figures in St. Paul, Colorado Springs, and Tulsa reflect narrower scopes and different organizational placement of responsibilities.

Expenditure Composition

Minneapolis reports \$15,226,449 in salary and benefits and \$6,763,074 in all other expenditures. Salary and benefits represent 69.24 percent of total expenditures. St. Paul reports a higher personnel share of 91.40 percent, which is 32.0 percentage points higher than Minneapolis. Portland reports no personnel share in the comparison data because the assembled figure is entirely reflected in non-personnel expenditures within the reported structure. Colorado Springs reports a 89.71 percent personnel share, which is 29.6 percent higher than Minneapolis. Tulsa reports a 90.89 percent personnel share, which is 31.3 percent higher than Minneapolis.

Figure 115: City Clerk FY24 Expenditure Composition



Note: Portland and Tulsa are excluded because comparable expenditure components are not available.

Minneapolis' non-personnel spending is materially larger than most peer cities, with \$6.76 million in all other expenditures. St. Paul reports \$395,042 in all other expenditures, which is 94.2 percent lower than Minneapolis. Portland reports \$24,571,392 in all other expenditures, which is 263.3 percent higher than Minneapolis. Colorado Springs reports \$271,405, which is 96.0 percent lower than Minneapolis. Tulsa reports \$150,000, which is 97.8 percent lower than Minneapolis.

This expenditure mix reflects the breadth of the Minneapolis function and the way associated responsibilities are organized and reported. It also indicates that Minneapolis' City Clerk function carries a larger non-personnel component than most peer cities included in the comparison.

Operational Considerations

The Minneapolis City Clerk function serves as a central hub for multiple governance-related responsibilities. Core functions include elections administration, information governance and records management, legislative support and operations, research and oversight, and support for boards and commissions.

The elections function is broader than in many cities because Minneapolis administers all city and county elections locally, though voter registration is not handled by the office. Information governance includes records management, data practices, and proactive data classification and maintenance. Legislative support and operations includes traditional clerk work, while research and oversight supports Council and committees through ordinance and statutory research.

The office also plays a central support role for boards and commissions. Policy-making boards are staffed through the City Clerk function, which contributes to the office's administrative breadth. The department's role in coordinating and supporting these bodies increases its organizational significance beyond a narrowly defined clerk function.

Operational differences from peer cities are therefore substantial. In several cities, comparable responsibilities are split among council offices, auditors, finance departments, elections agencies, or other administrative units. Those structural differences help explain why Minneapolis reports materially higher staffing and expenditures than most peers.

Final Observations

Minneapolis's City Clerk function is broader than the comparable functions reported in most benchmark cities. The office's responsibilities include locally administered elections, records management, legislative support, research and oversight, boards and commissions support, and City Council staffing. This makes the Minneapolis function materially different from most peer structures.

That broader scope is reflected in the data. Minneapolis reports 97.0 authorized FTEs and \$22.0 million in total expenditures, compared with 31.5 FTEs and \$4.6 million in St. Paul, 21.0 FTEs and \$2.6 million in Colorado Springs, and 26.0 FTEs and \$1.6 million in Tulsa. Portland is the closest comparator in scale, with 114.0 FTEs and \$24.6 million in total expenditures, but its governance structure is still materially different.

On a per-capita basis, Minneapolis reports \$51,307.98 per 1,000 residents, which exceeds St. Paul by 71.4 percent, Colorado Springs by 89.6 percent, and Tulsa by 92.3 percent, while exceeding Portland by 15.7 percent. These differences are shaped primarily by scope, governance structure, and responsibility allocation rather than by a uniform clerk model.

Overall, the principal observation is structural. Minneapolis has concentrated a wide range of elections, legislative, records, and Council-support responsibilities within its City Clerk function, and that organizational model drives both the staffing and expenditure profile.

2.28 City Auditor

Comparability Notes

The City Auditor function is not structured consistently across benchmark cities. St. Paul does not report a comparable department. Minneapolis reports a standalone City Auditor function, while Portland, Baltimore, Colorado Springs, and Tulsa report auditor-related functions with different staffing and expenditure levels.

Table 27: City Auditor Comparison Table

City Auditor (2024) – Comparison Table

Minneapolis is highlighted as the reference. Dollars are shown as whole dollars; FTEs shown to 0.1.

City	Total Expend.	Spend / 1k res.	Authorized FTEs	Spend / Authorized FTE	Salary & Ben.	All Other
PORTLAND	\$10,277,762	\$16,166	38.0	\$270,468	\$5,885,416	\$4,392,346
MINNEAPOLIS	\$2,549,492	\$5,949	18.0	\$141,638	\$2,048,810	\$500,682
ST. PAUL	—	—	—	—	—	—
COLORADO SPRINGS	\$2,014,467	\$4,082	15.5	\$129,966	\$1,947,831	\$66,636
TULSA	\$1,499,000	\$3,611	12.0	\$124,917	\$1,388,000	\$111,000
BALTIMORE	\$8,421,738	\$14,820	110.0	\$76,561	—	\$8,421,738

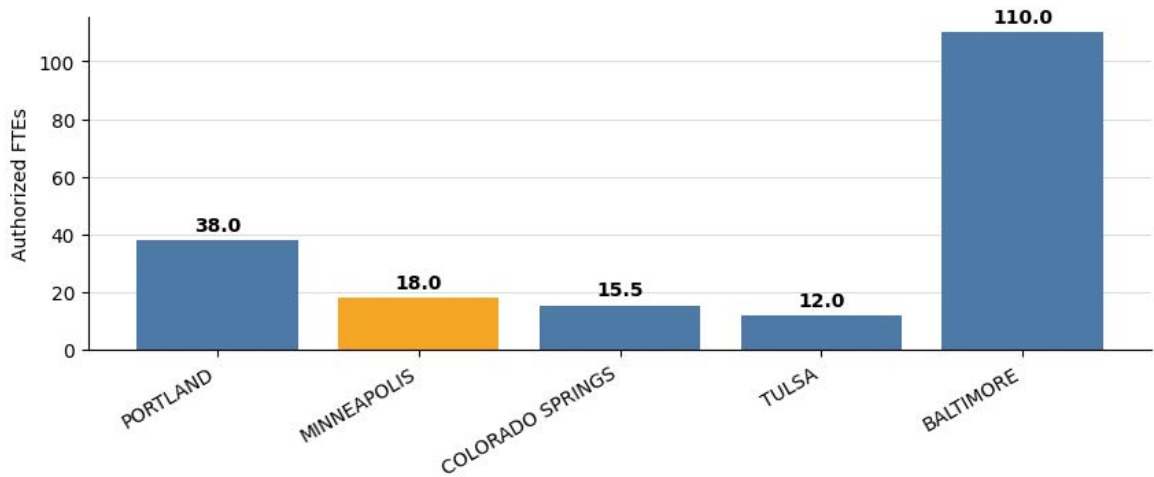
Note: St. Paul does not report a comparable department.

These differences likely reflect variation in organizational scope, reporting relationships, and the breadth of responsibilities assigned to the auditor function in each city. As a result, comparisons should be interpreted in the context of both organizational structure and the degree to which audit-related responsibilities are centralized within an independent office.

Staffing Levels

Minneapolis reports 18.0 authorized FTEs. Portland reports 38.0 FTEs, which is 111.1 percent higher than Minneapolis. Baltimore reports 110.0 FTEs, which is 511.1 percent higher than Minneapolis. Colorado Springs reports 15.5 FTEs, which is 13.9 percent lower than Minneapolis. Tulsa reports 12.0 FTEs, which is 33.3 percent lower than Minneapolis. St. Paul does not report a comparable department.

Figure 116: City Auditor FY24 Authorized FTEs



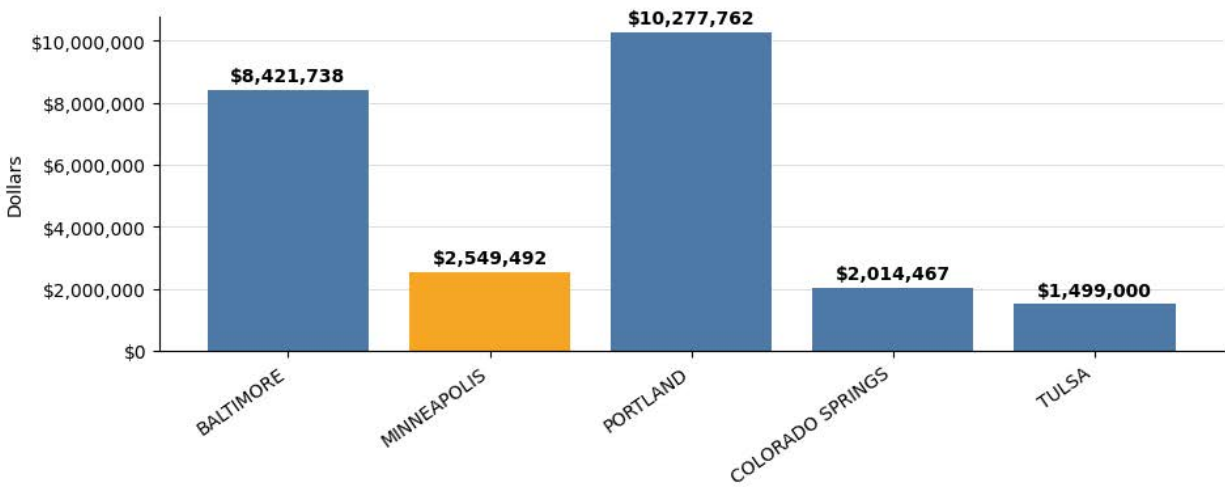
Note: St. Paul is excluded because a comparable department is not reported.

The variation in staffing across cities is significant. Some of that variation likely reflects population size, while some reflects differences in organizational scope and the breadth of responsibilities assigned to the auditor function. Baltimore and Portland serve larger populations than Minneapolis, which is relevant when interpreting the higher staffing totals reported in those cities.

Expenditures

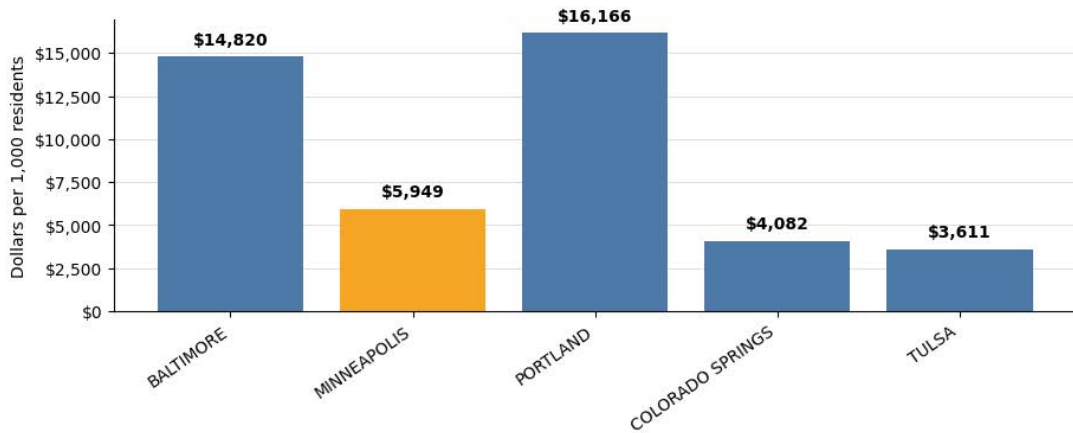
Minneapolis reports total FY2024 expenditures of \$2,549,492. Portland reports \$10,277,762, which is 303.1 percent higher than Minneapolis. Baltimore reports \$8,421,738, which is 230.3 percent higher than Minneapolis. Colorado Springs reports \$2,014,467, which is 21.0 percent lower than Minneapolis. Tulsa reports \$1,499,000, which is 41.2 percent lower than Minneapolis. St. Paul does not report a comparable department.

Figure 117: City Auditor FY24 Total Expenditures



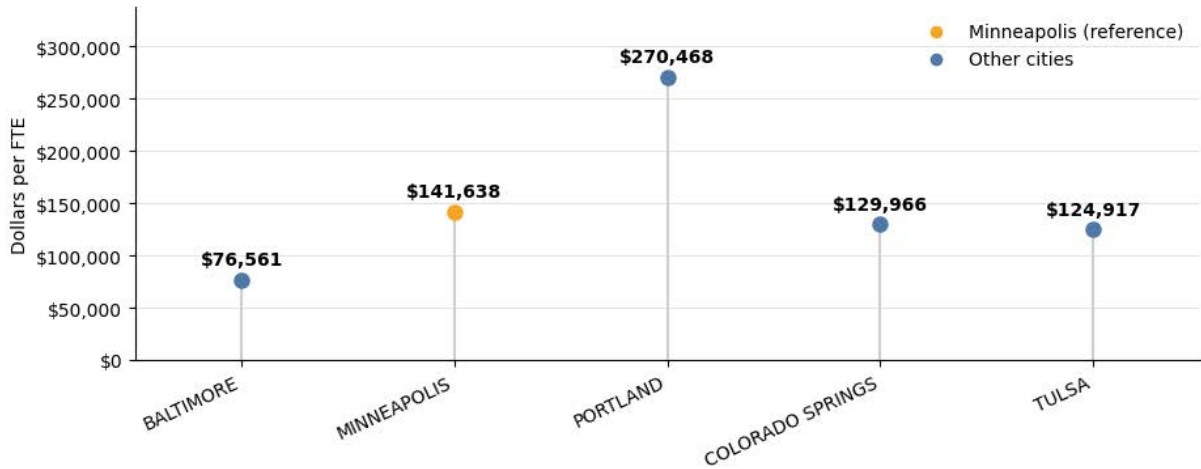
Note: St. Paul is excluded because a comparable department is not reported.

Figure 118: City Auditor FY24 Per Capita Expenditures



Note: Values shown are total spend per 1,000 residents based on 2026 population estimates. St. Paul is excluded because a comparable department is not reported.

Figure 119: City Auditor FY24 Expenditures Per Authorized FTE



Note: St. Paul is excluded because a comparable department is not reported.

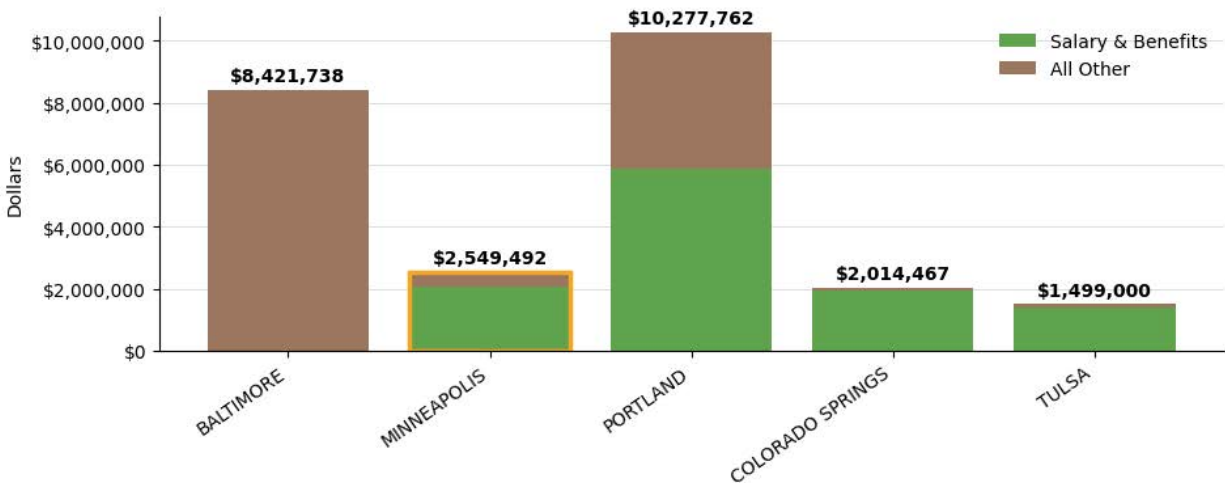
Per 1,000 residents, Minneapolis reports \$5,948.71. Portland reports \$16,166.38, which is 171.8 percent higher than Minneapolis. Baltimore reports \$14,819.93, which is 149.1 percent higher than Minneapolis. Colorado Springs reports \$4,081.55, which is 31.4 percent lower than Minneapolis. Tulsa reports \$3,610.71, which is 39.3 percent lower than Minneapolis.

These differences indicate that cities are investing at substantially different levels in the auditor function, both in total spending and on a population-adjusted basis. Because the per 1,000 resident figures remain materially different even after adjusting for population, the variation is not explained by city size alone. Organizational scope and the breadth of responsibilities assigned to the office are also likely contributing factors.

Expenditure Composition

Minneapolis reports \$2,048,810 in salary and benefits and \$500,682 in all other expenditures. Salary and benefits represent 80.36 percent of total expenditures. Portland reports a lower personnel share of 57.26 percent, which is 28.7 percentage points lower than Minneapolis. Colorado Springs reports a 96.69 percent personnel share, which is 20.3 percent higher than Minneapolis. Tulsa reports a 92.60 percent personnel share, which is 15.2 percent higher than Minneapolis.

Figure 120: City Auditor FY24 Expenditure Composition



Note: St. Paul is excluded because a comparable department is not reported.

This indicates that Minneapolis’s auditor function is primarily personnel-driven, but not as heavily personnel-weighted as Colorado Springs or Tulsa. Portland and Baltimore show materially different expenditure mixes, which likely reflect differences in organizational structure or contracted service models.

Operational Considerations

The City Auditor function is an important component of municipal governance because it supports independent review, accountability, and risk reduction across the organization. A well-positioned auditor function helps identify control weaknesses, operational inefficiencies, compliance issues, and broader areas of exposure before they become larger problems.

This function also contributes to enterprise risk management by identifying risks across departments and operations rather than only within a single program area. That includes financial, operational, compliance, and governance-related risks. An effective auditor function can help management and elected officials better understand where controls are weak, where monitoring is insufficient, and where corrective actions are needed, before things become “problems”.

Independence is a core feature of the function. The value of a City Auditor is closely tied to the office’s ability to review operations objectively and communicate findings without being embedded within the departments being evaluated. That independence strengthens credibility and supports more effective oversight.

Final Observations

The City Auditor function is a key governance and risk management function, and its importance extends beyond compliance review. A strong auditor function reduces risk, improves internal controls, supports enterprise risk management, and provides independent oversight across city operations.

For FY26, the City of Minneapolis's auditor's office has 14 FTE's budgeted, and \$2.55 million in total expenditures. The City of Minneapolis's adjustment in staffing levels is due to the structural realignment of two divisions in the City Clerk's office over the past two years. Relative to Minneapolis, Portland reports higher staffing and expenditures, and Baltimore reports substantially higher staffing and expenditures, while Colorado Springs and Tulsa both report lower staffing and expenditure levels than Minneapolis.

Minneapolis reports \$5,948.71 in spending per 1,000 residents, compared with \$16,166.38 in Portland, \$14,819.93 in Baltimore, \$4,081.55 in Colorado Springs, and \$3,610.71 in Tulsa. These differences indicate substantial variation in the scale of investment cities make in the audit function, even after adjusting for population.

Overall, the benchmark data suggest that cities differ significantly in how they structure and resource independent audit capacity. Those differences likely reflect local governance choices, the breadth of responsibilities assigned to the office, and the level of emphasis placed on independent oversight and risk reduction.

2.29 Parks & Recreation

Comparability Notes

All benchmark cities provide traditional parks and recreation services, but the scope of those services varies materially. Minneapolis is distinct because the park system is a separate taxing authority governed by its own board. That structure differs from the city department model used in most benchmark jurisdictions and affects both governance and financial reporting.

Table 28: Parks and Recreation Comparison Table

Parks & Recreation (2024) — Comparison Table

Minneapolis is highlighted as the reference. Dollars are shown as whole dollars; FTEs shown to 0.1.

City	Total Expend.	Spend / 1k res.	Authorized FTEs	Spend / Authorized FTE	Salary & Ben.	All Other
PORTLAND	\$292,972,838	\$460,831	792.3	\$369,767	\$106,838,699	\$186,134,139
MINNEAPOLIS	\$112,796,253	\$263,187	632.6	\$178,302	\$86,866,441	\$25,929,812
ST. PAUL	\$81,269,367	\$259,336	624.2	\$130,198	\$55,154,278	\$26,115,089
COLORADO SPRINGS	\$34,216,376	\$69,327	263.8	\$129,727	\$19,752,850	\$14,463,526
TULSA	\$22,359,000	\$53,857	177.0	\$126,322	\$8,234,000	\$14,125,000
BALTIMORE	\$68,427,200	\$120,413	442.0	\$154,812	—	\$68,427,200

Note: Portland does not report personnel costs separately.

Minneapolis’s park system also includes functions not consistently found elsewhere, such as forestry and its own police department. The police function is not comparable across jurisdictions. While several peer cities include broader-than-traditional recreation components, none of the benchmark cities identified here operate their own parks police department within the parks and recreation function.

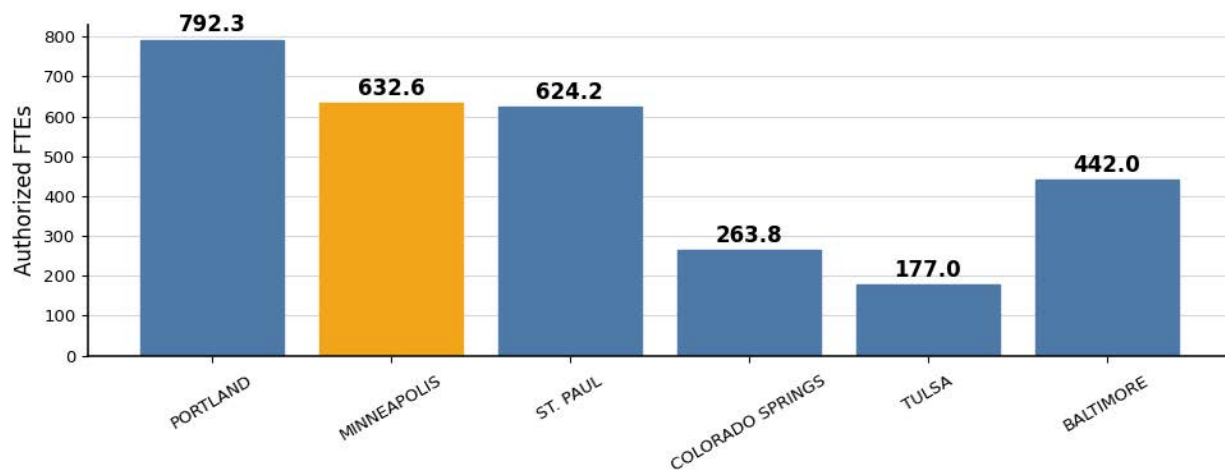
Service scope also varies across peer cities. St. Paul includes a zoo, youth trauma intervention services, golf courses, ski operations, and an aquatics center. Portland includes land stewardship, urban forestry, golf operations, and arts and culture. Colorado Springs includes golf, cultural functions, and cemetery operations. Tulsa offers a wide range of park and recreation amenities, such as multiple golf courses, disc golf courses, water playgrounds, splash pads, picnic shelters, basketball courts, tennis courts, pickleball courts, playgrounds, sports fields, swimming pools, dog parks, walking trails, and community centers. These differences impact staffing and expenditure comparisons.

Minneapolis also has revenue sources and financial structures that differ from a typical city parks department. Property tax revenues account for approximately 80 percent of funding. The park system has its own taxing authority, and the stormwater utility appears separately on tax bills. The enterprise fund is approximately \$17 million in revenue and expenditures. Several golf courses are outside the city limits and are supported by fees rather than property taxes. These funding features should be considered when comparing Minneapolis to peer systems that may rely more heavily on general city funding, enterprise activity, or other revenue models.

Staffing Levels

Minneapolis reports 632.60 authorized FTEs. St. Paul reports 624.24 FTEs, which is 1.3 percent lower than Minneapolis. Portland reports 792.28 FTEs, which is 25.2 percent higher than Minneapolis. Baltimore reports 442.00 FTEs, which is 30.1 percent lower than Minneapolis. Colorado Springs reports 263.75 FTEs, which is 58.3 percent lower than Minneapolis. Tulsa reports 177.00 FTEs, which is 72.0 percent lower than Minneapolis.

Figure 121: Parks and Recreation FY24 Authorized FTEs



The closest staffing comparator is St. Paul, which is nearly level with Minneapolis. That similarity is notable given that both systems appear to include broader service portfolios than a basic parks-and-recreation model. Portland's staffing level is materially higher than Minneapolis's, while the remaining cities report substantially lower staffing levels.

These differences likely reflect both service scope and governance structure. In Minneapolis, staffing supports a separately governed park system that includes broader functions such as forestry and park policing. Peer cities may include some broader

functions as well, such as zoo operations, arts and culture, cemeteries, or expanded golf operations, but the exact combination of services differs.

Expenditures

Minneapolis reports total FY2024 expenditures of \$112,796,253. St. Paul reports \$81,269,367, which is 28.0 percent lower than Minneapolis. Portland reports \$292,972,838, which is 159.7 percent higher than Minneapolis. Baltimore reports \$68,427,200, which is 39.3 percent lower than Minneapolis. Colorado Springs reports \$34,216,376, which is 69.7 percent lower than Minneapolis. Tulsa reports \$22,359,000, which is 80.2 percent lower than Minneapolis.

Figure 122: Parks and Recreation FY24 Total Expenditures

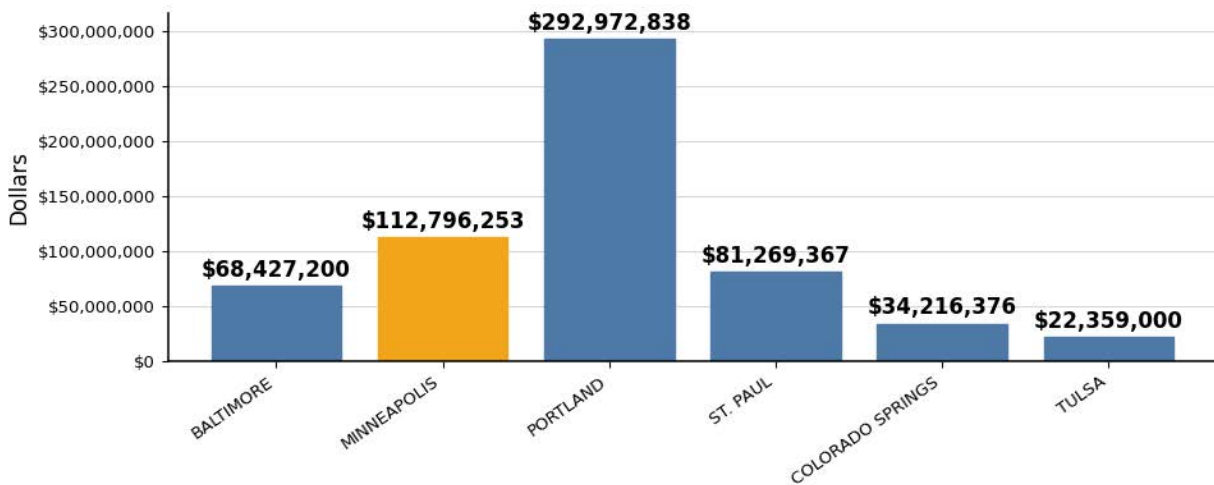
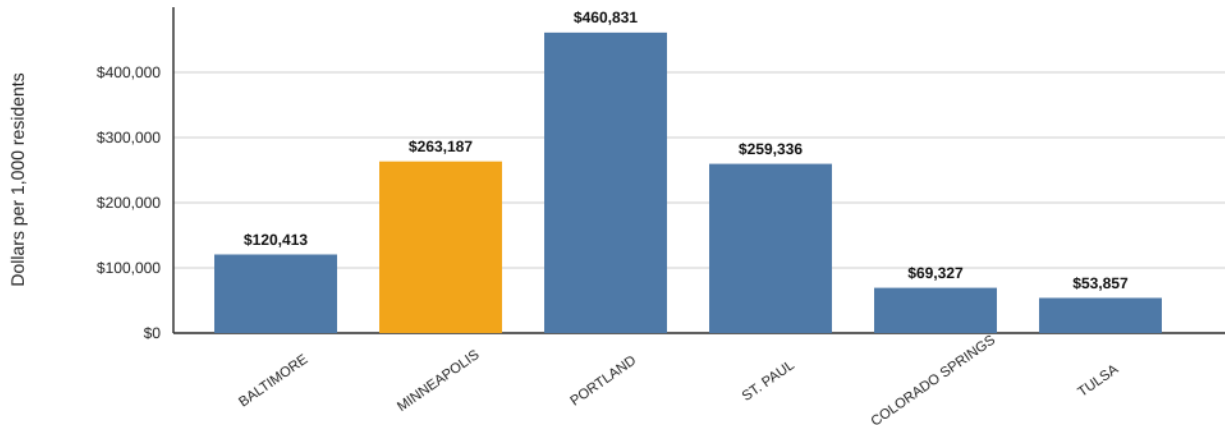


Figure 123: Parks and Recreation FY24 Per Capita Expenditures



Note: Values shown are total spend per 1,000 residents based on 2026 population estimates.

Figure 124: Parks and Recreation FY24 Expenditures Per Authorized FTE



Per 1,000 residents, Minneapolis reports \$263,186.61. St. Paul reports \$259,335.83, which is 1.5 percent lower than Minneapolis. Portland reports \$460,830.99, which is 75.1 percent higher than Minneapolis. Baltimore reports \$120,412.97, which is 54.2 percent lower than Minneapolis. Colorado Springs reports \$69,326.51, which is 73.7 percent lower than Minneapolis. Tulsa reports \$53,857.12, which is 79.5 percent lower than Minneapolis.

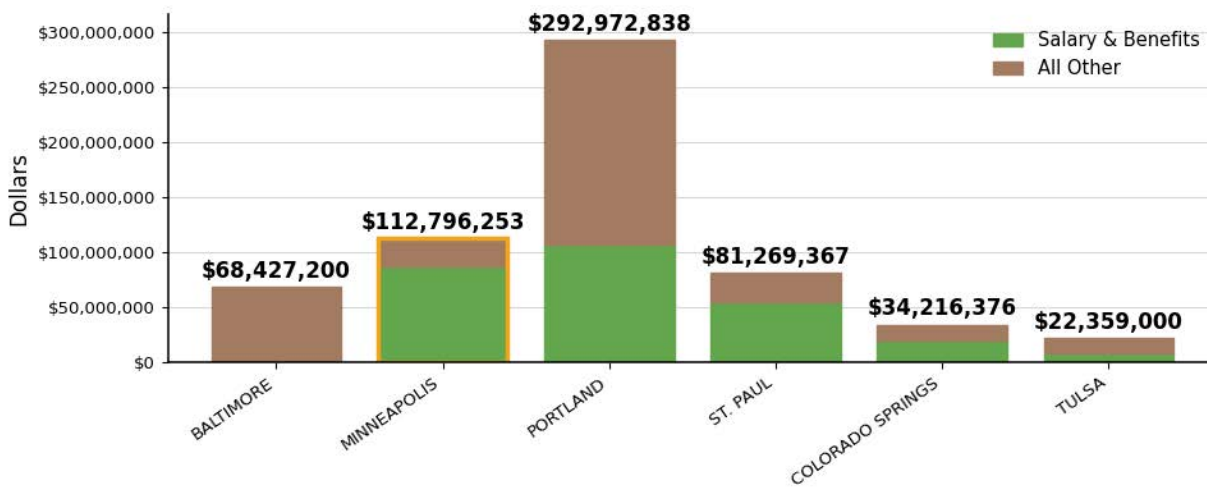
The St. Paul comparison is the most notable on a population-adjusted basis because it is nearly level with Minneapolis. Portland's spending is materially higher than Minneapolis both in total and per 1,000 residents. The remaining cities report substantially lower spending levels than Minneapolis.

These differences should be interpreted in the context of governance structure, service scope, and funding model. Minneapolis’s reported expenditures reflect a separately governed park system with its own taxing authority, broader functions including forestry and police, and both general and enterprise fund activity. Peer cities also include broader functions in some cases, but the combinations differ and are not organized uniformly.

Expenditure Composition

Minneapolis reports \$86,866,441 in salary and benefits and \$25,929,812 in all other expenditures. Salary and benefits represent 77.01 percent of total expenditures. St. Paul reports a personnel share of 67.87 percent, which is 11.9 percent lower than Minneapolis. Portland reports 36.47 percent, which is 52.6 percent lower than Minneapolis. Baltimore reports 0.00 percent in the reported personnel share. Colorado Springs reports 57.73 percent, which is 25.0 percent lower than Minneapolis. Tulsa reports 36.83 percent, which is 52.2 percent lower than Minneapolis.

Figure 125: Parks and Recreation FY24 Expenditure Composition



This indicates that Minneapolis’s parks system is considerably more personnel-driven than several peer cities, particularly Portland and Tulsa. St. Paul is the closest comparator on personnel share, though still below Minneapolis. Colorado Springs also reports a lower personnel share than Minneapolis.

The higher personnel share in Minneapolis is consistent with a park system that includes a large internal operating structure and broader service responsibilities. The lower personnel shares in some peer cities may reflect different operating models, broader non-personnel activity, or different cost allocations across organizational units.

Operational Considerations

Minneapolis's parks system operates under a distinct governance structure as a separate taxing authority with its own board. That structure likely affects budget control, revenue structure, and operating accountability compared with city department models.

The system is funded primarily through property taxes, with approximately 80 percent of funding derived from that source. Additional revenue comes through enterprise activity, including approximately \$17 million in enterprise fund revenue and spending. Several golf courses are outside city limits and are supported by fees rather than property taxes. The separate stormwater utility billing line is another distinguishing feature of funding.

Operationally, Minneapolis' inclusion of forestry and a parks police department expands the scope beyond what is typically included in parks and recreation departments. None of the peer cities identified here includes its own police department within the parks system. At the same time, peer cities also have broader-than-traditional scope in different ways, such as zoo operations, arts and culture, cemeteries, ski facilities, aquatics centers, and trauma-related services.

Because all cities provide traditional parks and recreation services but differ in the additional functions layered into those systems, the key comparison issue is not whether they provide park services, but how broad the service platform is and how it is funded and governed.

Final Observations

Minneapolis's parks system is distinct because it operates as a separate taxing authority governed by its own board rather than as a standard city department. That governance model, together with its own tax base and own police department, makes it different from the structures used in most peer cities.

All benchmark cities provide traditional parks and recreation services, and several include broader functions such as golf, forestry, arts and culture, cemetery operations, zoo operations, or other specialized facilities. Minneapolis is distinct in that it also includes its own police department, which is not comparable across jurisdictions.

From a staffing and spending standpoint, St. Paul is the closest comparator to Minneapolis. St. Paul's authorized FTEs are only 1.3 percent lower than Minneapolis's, and its spending per 1,000 residents is only 1.5 percent lower. Portland operates at materially higher expenditure and staffing levels than Minneapolis, while Baltimore, Colorado Springs, and Tulsa report materially lower spending and staffing levels.

Minneapolis also reports a more personnel-intensive expenditure profile than most benchmark cities, with 77.01 percent of spending in salary and benefits. That suggests a larger internal operating structure relative to some peers.

Overall, the benchmark data show that Minneapolis's parks system is both broader and governed differently than a typical city parks department. Comparisons are most useful when focused on broad-scale and funding patterns rather than assuming uniform service models across jurisdictions.

CHAPTER 3: OBSERVATIONS AND RECOMMENDATIONS

Introduction

As part of this Workforce Optimization and Comparative Benchmarking Study, the project team conducted interviews with leadership across all City of Minneapolis departments to better understand organizational structures, staffing levels, expenditures, and service delivery methods. These insights were analyzed alongside data from a set of benchmark cities, Baltimore, Colorado Springs, Tulsa, St. Paul, and Portland, as well as broader best practices observed in moderate to large-sized municipalities nationwide. Through this process, several themes and opportunities related to organizational alignment, service delivery, and operational efficiency emerged.

The observations and recommendations in this chapter are based on the team's experience working with municipal governments across the country and aim to highlight potential areas for consideration. While these insights draw on industry expertise and comparative analysis, they do not involve in-depth operational reviews of each function. Therefore, they are not meant to suggest immediate actions but to identify opportunities that may require further evaluation by the City.

3.1 Alignment of REIB Functions within the Human Resources Department

Observation

The City of Minneapolis currently maintains a dedicated Racial Equity, Inclusion, and Belonging (REIB) department, which had 7 full-time equivalent (FTE) positions in FY2024 and is planned for 5 FTEs in FY2026. In FY2024, the department operated with a budget of about \$1.74 million, with \$1.06 million allocated for salary and benefits.

Based on interviews with City leadership and a review of organizational structures in comparable municipalities, including Baltimore, Colorado Springs, Tulsa, St. Paul, and Portland, as well as broader practices observed in medium to large-sized cities across the country, equity and inclusion functions are often integrated into Human Resources (HR) departments rather than established as standalone departments. In these organizations, equity-related responsibilities are typically assigned to a dedicated division or unit within HR, where they are managed alongside recruitment, hiring, training, employee engagement, and policy development functions.

Interviews with City departments also indicated that many REIB-related activities, such as training, policy guidance, and workforce engagement, are closely aligned with HR

functions and often require cross-departmental coordination, reinforcing the operational overlap between these areas.

Why This is Important

Organizational placement of functions can greatly influence coordination, accountability, and resource use. Placing equity and inclusion efforts within HR aligns these activities with the systems and processes that directly impact the employee lifecycle, such as hiring, onboarding, training, performance management, and workplace culture initiatives.

Consolidating functions within an existing department structure can reduce overlapping administrative roles and streamline decision-making. This alignment may also support more consistent implementation of policies and practices across departments, as HR typically maintains centralized oversight of workforce-related standards and procedures.

From a benchmarking perspective, alignment with common practices observed in peer and similarly sized cities supports organizational consistency and may offer opportunities to improve efficiency in both staffing and budgeting.

Recommendation

Consider transitioning the REIB department into a division within the Human Resources department.

3.2 Assessment Function Alignment with County Government

Observation

The City of Minneapolis maintains an Assessor's Office as a standalone city department, with 38 full-time equivalent (FTE) positions in FY2024 and total expenditures of approximately \$8.33 million. Between FY2022 and FY2024, salary expenditures increased by approximately 32 percent, while authorized staffing levels remained unchanged.

Based on industry practices and a review of comparable municipalities, including Baltimore, Colorado Springs, Tulsa, St. Paul, and Portland, and broader trends across moderate to large-sized cities, property assessment functions are most often managed at the county level rather than within city government. In these jurisdictions, counties determine property values, maintain assessment rolls, and ensure compliance with state laws and standards. Notably, none of the benchmark cities reviewed has a standalone assessor function within the city government.

Interviews and comparative analysis indicate that Minneapolis' current structure is atypical, with the assessment function operating independently at the city level rather than being consolidated within the county framework.

Why This is Important

Property assessment is a foundational component of the property tax system and directly affects revenue generation for multiple overlapping jurisdictions, including counties, cities, school districts, and other taxing authorities. Counties typically have a vested interest in ensuring that assessments are accurate, equitable, and completed on time, as they are responsible for coordinating tax rolls and distributing tax revenues across jurisdictions.

Centralizing assessment functions at the county level can promote consistency in valuation methodologies, reduce duplication of administrative structures, and streamline data management and reporting. It also aligns responsibility for assessments with the entity that plays a central role in property tax administration.

Conversely, maintaining a standalone city assessor function may offer advantages such as greater local control, enhanced sensitivity to neighborhood-level market conditions, and the ability to more directly align assessment practices with city priorities related to housing, development, and equity. These considerations may be particularly relevant in complex or rapidly changing urban environments.

From an operational perspective, maintaining a separate city-level assessor function may introduce inefficiencies, particularly when similar work is being performed at the county level. The observed increase in salary expenditures without a change in staffing levels further highlights the importance of evaluating cost structures and organizational alignment.

Recommendation

Consider transitioning the property assessment function from the City of Minneapolis to the county level.

3.3 Public Health Function Alignment with County and State Responsibilities

Observation

The City of Minneapolis maintains a standalone Health Department, with 159 full-time equivalent (FTE) positions and total expenditures of approximately \$51.23 million in FY2024. A portion of this funding is supported through grants, which are often tied to specific programs or service requirements.

Based on national practices and a review of similar municipalities, public health services are most often managed at the county or state level. In many areas, counties handle essential public health functions such as disease prevention, health inspections, community health programs, and public health data management, usually in partnership with state agencies.

Benchmarking results further illustrate different service delivery models. For example, the City of St. Paul reported about \$1.2 million in FY2024 health-related expenses, with services provided through a partnership called St. Paul–Ramsey County Public Health, a joint city-county function supported by a special revenue fund. Similarly, the City of Colorado Springs employs a more targeted approach, with a community public health division within its fire department that aims to reduce high-utilization patient recurrences rather than operating a broad standalone health department.

These examples, along with broader national trends, suggest that Minneapolis's current structure is more expansive than typical city-level involvement and may include functions that overlap with county-level services.

Why This is Important

Effective public health services depend on coordination across different levels of government to ensure consistent delivery, efficient resource use, and compliance with state and federal laws. Counties and states usually have broader authority, access to larger funding sources, and existing infrastructure to support public health efforts on a bigger scale.

Aligning services at the county or state level can reduce duplication, improve coordination of care and data sharing, and support more integrated responses to community health needs. This is especially important when grant funding is involved, as many funding sources are managed or coordinated at these levels.

Simultaneously, maintaining city-level health functions can provide advantages, including the ability to create programs tailored to specific community needs, respond swiftly to

local public health issues, and coordinate health efforts with other city services, such as housing, emergency response, and community engagement. Targeted models, such as those observed in Colorado Springs, demonstrate how cities can focus on specific public health priorities while collaborating with county or regional partners to deliver services more broadly.

We recognize that relationships between clients and City Health Department staff are well-established, with hundreds, if not thousands, of people who use their services. That relationship could lead to political pressure not to consider this option; however, it should be one part of an overall, deeper dive into which organizations should provide health-related services to the residents of the City of Minneapolis while keeping multiple factors in mind (including costs).

Given the scale of Minneapolis's current investment and staffing, as well as the range of services provided, evaluating the balance between city, county, and state responsibilities is important to ensure effective and efficient service delivery while recognizing the high costs of operating its own City of Minneapolis Health Department.

Recommendation

Consider evaluating the City's public health functions to determine whether certain services could be more effectively delivered at the county level and to assess potential areas of duplication with county-provided services.

3.4 Governance Structure of the Minneapolis Building Commission

Observation

The Minneapolis Building Commission operates under a governance structure established by state statute, which defines its authority, responsibilities, and relationship to the City government. As a result, the Commission functions with a level of independence from direct City administrative control.

Through interviews with City leadership, several considerations regarding the current structure were raised, including alignment with City priorities, cost management, and the pace and flexibility of decision-making. Feedback indicated that certain aspects of the existing model may not fully align with the City's expectations for operational efficiency, responsiveness, and accountability.

In contrast, in many municipalities, building and facilities functions are managed directly within the city government, typically under departments such as public works, facilities management, or administrative services. These structures allow for more direct oversight and integration with broader city planning, budgeting, and capital improvement processes.

Why This is Important

Governance structures can significantly influence how effectively services are delivered, how quickly decisions are made, and how well operations align with organizational priorities. When functions operate outside of direct City control, it may limit the City's ability to fully coordinate activities with broader strategic goals, capital planning efforts, and budgetary constraints.

At the same time, the current structure is established by state law, which provides a clear framework for operations and may include checks and balances or ensure historical continuity. Any changes to this structure would require legislative action and careful consideration of the legal, operational, and financial implications.

Evaluating whether the existing model best supports the City's objectives is important to ensure that facilities-related functions are delivered in a manner that aligns with expectations for cost-effectiveness, service quality, and organizational accountability.

Recommendation

Consider further evaluating the governance structure of the Minneapolis Building Commission, including the potential benefits and trade-offs of alternative models, and

whether to pursue legislative changes or other arrangements to better align the function with City priorities.

3.5 Fraud Risk Vulnerability Study as Part of ERM Efforts

Observation

The City of Minneapolis has established financial controls and undergoes annual financial statement audits; however, these processes are not designed to comprehensively identify or assess fraud risk vulnerabilities across the organization. Based on industry experience and national trends, many local governments do not routinely conduct formal fraud risk vulnerability assessments as part of their broader enterprise risk management (ERM) efforts.

Across the country, local governments continue to experience incidents of fraud, including embezzlement, procurement fraud, payroll schemes, and increasingly, cyber-related events such as ransomware attacks. Many of these incidents result in significant financial losses—often in the millions of dollars—and in numerous cases, the underlying schemes persist for extended periods before being detected.

Interviews and review of current practices suggest that while internal controls and audit functions are in place, a proactive, enterprise-wide assessment specifically focused on identifying fraud risks, control gaps, and areas of heightened vulnerability has not been formally conducted. In the absence of such an assessment, existing controls may provide a perception of security without assurance of effectiveness. What may appear to be a well-controlled environment could reflect that no issues have yet been identified, rather than confirmation that vulnerabilities do not exist or have not yet been exploited.

Why This is Important

Enterprise Risk Management (ERM) is a systematic approach to identifying, assessing, and managing risks that could affect an organization's ability to reach its goals. A crucial part of an effective ERM program is the proactive detection of fraud risks, including the analysis of potential vulnerabilities and the determination of whether current controls are adequate to reduce those risks.

A fraud risk vulnerability assessment goes beyond traditional audits by systematically examining processes, systems, and organizational behaviors at the operational level and across all departments to identify where fraud could occur and how it might go undetected. Annual financial statement audits, while important, are designed to provide reasonable assurance regarding the accuracy of financial reporting and are not intended to detect or prevent fraud at a detailed operational level.

Without a targeted assessment, organizations might depend on controls that haven't been tested for effectiveness against real-world fraud risks. This can create exposure, with

weaknesses going unnoticed until an incident occurs. Conducting a formal fraud risk assessment helps the City strengthen internal controls, focus on high-risk areas, and reduce both the likelihood and impact of fraudulent activities. It also promotes a culture of accountability and transparency by showing a proactive dedication to protecting public resources. Given the growing complexity of financial systems and the rise in cyber threats, integrating fraud risk assessment into ERM practices is widely regarded as a leading approach in municipal governance.

Recommendation

Consider conducting a comprehensive fraud risk vulnerability study as part of the City's enterprise risk management efforts.

3.6 Opportunities for Improved Cross-Departmental Alignment

Observation

Through interviews and an organizational review, it appears that some departments in the City of Minneapolis operate in silos, and that similar or related activities are performed across multiple departments without a clear delineation of responsibility for outcomes.

While this structure may have developed over time in response to evolving priorities and programmatic needs, it can result in overlapping efforts, fragmented service delivery, and challenges in identifying accountability for specific functions or results. In some instances, the absence of clearly defined ownership at the mission or service level may contribute to inefficiencies or duplicative work across departments.

Why This is Important

Siloed work environments can create a range of operational challenges that affect both efficiency and service quality. When departments operate independently without sufficient coordination, it can lead to duplication of effort, inconsistent approaches to similar issues, and missed opportunities to leverage shared resources or expertise. This fragmentation can also lead to confusion among staff and stakeholders about roles, responsibilities, and areas of accountability.

In addition, siloed structures may hinder communication and information sharing, which are critical to addressing complex, cross-cutting issues spanning multiple departments. This can slow decision-making, reduce responsiveness to emerging needs, and limit the City's ability to implement cohesive strategies. Over time, these dynamics may contribute to increased costs, reduced program effectiveness, and difficulty in measuring and achieving desired outcomes.

A more integrated approach, with responsibilities clearly defined and aligned with core missions, can improve collaboration, reduce redundancy, and enhance the City's ability to deliver services efficiently and consistently.

Recommendation

Consider conducting a more comprehensive evaluation of departmental roles and responsibilities at the mission level to identify opportunities to improve alignment, consolidation, or clarification of functions across departments.

3.7 Crime Laboratory Service Delivery Model

Observation

The City of Minneapolis operates its own crime laboratory within the Police Department. This structure can support faster turnaround times and improve close coordination with investigative staff.

However, in many jurisdictions, crime lab services are provided at the county or state level or supplemented by third-party providers as needed. These models can leverage economies of scale and reduce the need for city-level investment in specialized personnel, equipment, and facilities.

Why This is Important

Maintaining an in-house crime lab can enhance responsiveness and control over forensic processes, which may support investigative timelines. At the same time, it requires ongoing investment in staffing, accreditation, technology, and quality assurance.

Alternative service delivery models, such as utilizing county, state, or private laboratories, may provide cost efficiencies, particularly for specialized or lower-volume services. However, these models may introduce trade-offs related to turnaround times and prioritization.

Recommendation

Consider evaluating the current crime lab service delivery model, including the potential use of county, state, or third-party providers for some or all forensic services.

3.8 Parks Police Function Alignment

Observation

The Minneapolis Parks and Recreation Board maintains its own police department, which is not a common structure among peers and similarly sized cities. In most jurisdictions, park policing functions are performed by the primary city police department.

While the Parks Police Department serves a distinct and important role focused on park safety and community engagement, its separate structure results in a parallel law enforcement function within the broader public safety system.

Why This is Important

Maintaining a separate police department may enable more specialized patrols, greater familiarity with park-specific issues, and a tailored approach to community engagement within park spaces.

Conversely, operating multiple law enforcement entities within the same jurisdiction can result in duplicative administrative functions, including command staff, training, and support services. Consolidation into a single department may reduce overhead costs and improve coordination, though it may also result in less dedicated patrol coverage for parks and a shift in service delivery priorities. Another high-level option for consideration is consolidating into one police department while creating a Parks Division, in which units are assigned to patrol and respond to calls within the parks system.

Recommendation

Consider evaluating the potential benefits and trade-offs of consolidating the Parks Police Department within the City's primary police department.

3.9 Elected Officials: Full-Time Status and Staffing Support

Observation

The City of Minneapolis maintains 13 full-time City Council positions, each supported by two full-time aides, for a total of 26 full-time council aides. This reflects a governance structure in which elected officials serve in full-time capacities with substantial dedicated staff support.

In many municipalities and in some state legislative bodies, elected officials serve in part-time roles or operate with more limited individual staffing support. In those models, elected officials primarily focus on policymaking, constituent representation, and legislative oversight, while administrative implementation is carried out by executive leadership and professional staff. Minneapolis's current structure, therefore, reflects a comparatively more staff-intensive approach to legislative support.

Why This is Important

The structure of elected offices and the staffing levels assigned to each official can significantly influence both governance costs and the division of responsibilities between elected officials and the administrative organization. A full-time council model with dedicated aides may increase capacity for constituent service, policy development, and direct engagement on legislative matters. It may also allow council members to respond more quickly to community issues and manage a broader workload.

At the same time, larger individual staffing complements can raise personnel costs and may blur the line between policymaking and administration. In many public-sector governance models, elected officials are expected to set policy direction, represent constituents, and provide oversight, while executive branch staff handle implementation and daily operations. More limited staffing models can reinforce that distinction and promote reliance on the administrative organization to carry out Council-adopted policies.

There are also trade-offs to consider. While reducing staffing support or shifting to a different governance model could lower costs, it could also affect responsiveness, constituent service capacity, and the level of policy analysis available directly to elected officials. For that reason, any review of this structure should consider both cost and governance implications.

Recommendation

Consider evaluating the full-time status of City Council positions, the number of council

aides assigned to individual council members, and the potential for a shared pool of council aides rather than assigning staff exclusively to individual council members.

3.10 Consolidation of Solid Waste Customer Service Functions

Observation

Public Works currently operates a dedicated call center for solid waste services, separate from the City's centralized 311 system. As a result, residents looking for City services might encounter different points of contact depending on their request, even if those requests are part of routine municipal services.

In many municipalities, 311 systems serve as the primary access point for a broad range of resident inquiries and service requests, including missed collections, cart issues, billing questions, illegal dumping complaints, and other solid waste-related concerns. Under this model, 311 staff receive, categorize, and route requests through standardized processes, while the operating department remains responsible for service delivery and technical follow-up as needed.

Because the City of Minneapolis already has an established and effective 311 system in place, the existence of a separate solid waste call center represents a more specialized customer service model than is commonly observed for this type of municipal service.

Why This is Important

Centralized customer service systems aim to simplify government for residents. When similar service requests are handled by separate call centers, this can cause unnecessary confusion for the public, especially when residents are unsure which department to contact. A centralized 311 model offers a single, recognizable point of entry for service requests and can enhance the overall customer experience by ensuring more consistent intake, routing, and follow-up processes.

From an operational perspective, maintaining separate call center functions for solid waste could result in duplicating staffing, management, training, technology, and reporting structures. Since the City already has a functioning 311 platform, operating a separate service channel for routine, high-volume municipal services might reduce opportunities for efficiency and cost savings. Consolidation could allow the City to use existing 311 infrastructure rather than maintaining parallel customer service operations.

A unified intake model can also improve performance management. When requests are received and tracked through a common system, City leadership is better positioned to monitor call volume, response times, service outcomes, and resident experience across departments. This can support stronger accountability, better data analysis, and more informed operational decision-making.

However, there are implementation considerations. Solid waste services can involve specialized knowledge, billing questions, route issues, and service exceptions that may require technical expertise. Therefore, successful consolidation depends on clear workflows, proper staff training, escalation protocols, and strong coordination between 311 and Public Works. Still, these are common challenges that many cities manage within centralized service models rather than through separate call center structures.

Recommendation

Consider evaluating the feasibility of consolidating solid waste customer service functions within the City's 311 system.

3.11 Behavioral Crisis Response Team

Observation

The City's Behavioral Crisis Response (BCR) Team is currently managed within the Fire Department but operates through a contracted service model, with approximately \$5.9 million in associated costs. Under the current structure, the city's ability to provide direct oversight of key service-delivery elements appears hindered. Based on interviews and review, this includes visibility into staffing composition, response protocols, operational decision-making, and personnel qualifications.

City leadership noted that parts of the program's scope and service approach have evolved over time without full coordination, transparency, or awareness across the City. Additionally, there seems to be limited clarity about whether response teams are staffed primarily by peer support personnel or by clinically trained staff, and whether that staffing aligns with the City's intended service model. Reports suggest that, in some cases, calls have not been accepted or responded to under the current system, raising concerns about service consistency, operational expectations, and accountability.

While the program reflects the City's commitment to alternative crisis response, the current governance model appears to provide less direct control than is typical for a critical, public-facing emergency response function.

Why This is Important

Behavioral crisis response is a critical service area that demands clear governance, strong accountability, and a well-defined operating model. These responses often involve vulnerable individuals, urgent field conditions, and situations in which service quality, staff qualifications, and response consistency can directly affect outcomes for both individuals in crisis and the wider community. Therefore, the City must trust that the program functions according to established standards and that leadership has adequate visibility into performance.

Contracted service models can provide flexibility and may allow a city to stand up a specialized service more quickly than an in-house model. They may also offer access to organizations with experience in behavioral health or peer response approaches. However, those benefits depend heavily on the City's ability to define expectations clearly, measure performance consistently, and intervene when service delivery does not align with program goals. Without that level of oversight, the City may be funding a critical service without sufficient control over how it is delivered, by whom, and whether outcomes meet expectations.

This makes performance management especially important. A contract for behavioral crisis response should be supported by clear, measurable key performance indicators (KPIs) that allow the City to assess whether the service is functioning as intended. These metrics should go beyond simple activity counts and focus on whether the service is timely, reliable, appropriately staffed, and producing the desired operational and community outcomes. Examples may include call acceptance rates, response times, percentage of calls handled without law enforcement involvement, percentage of calls resolved on scene, repeat-call frequency, staffing credential requirements, training completion, documentation quality, compliance with dispatch protocols, supervisor review processes, and customer- or stakeholder-outcome measures, where appropriate.

KPIs should address service reliability and adherence to scope. For example, the City should be able to determine whether the contractor is responding to the categories of calls it has agreed to handle, whether calls are being declined and why, whether staffing levels are sufficient to meet demand, and whether response practices remain consistent with City-approved protocols. Metrics should be paired with routine reporting requirements, regular contract monitoring, and clearly defined corrective action processes when expectations are not met.

Ultimately, success in a behavioral crisis response program is not measured solely by the service's existence, but by whether it consistently delivers safe, timely, appropriate, and accountable responses that align with City objectives. A critical service of this nature requires a governance and performance structure that enables the City to verify that outcomes are achieved, risks are managed, and public resources are used effectively.

Recommendation

Consider evaluating the current governance and service delivery model for the Behavioral Crisis Response Team, including the potential benefits and trade-offs of transitioning to an in-house model or strengthening oversight of the existing contracted model through clearly defined performance expectations, measurable KPIs, regular reporting, and formal accountability mechanisms.

APPENDIX A: BENCHMARKING DATA

The full benchmarking data Excel spreadsheet is delivered to the City Auditor's Office separately.

APPENDIX B: SURVEY RESPONSES: BALTIMORE AND COLORADO SPRINGS

TO BE INSERTED