

Mayor Jacob Frey
Government Structure Transition
Work Group Report

March 4, 2022

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Part 1: Background

The State of Minnesota's constitution allows cities to adopt home rule charters which gives them local governing autonomy. Those charters must comply with certain state laws. A city's home rule charter serves as its constitution.

After several attempts at adopting a home rule city charter, in 1920 Minneapolis voters approved a charter that was not designed to establish a specific governance structure; but rather, it included all State special laws that applied to Minneapolis. This Charter was ambiguous as to who was granted executive authority to run the City. The Mayor and City Council shared executive authority over all the departments with the one exception being the police department, where the Mayor was granted "complete power" over the police department. Minneapolis' city government structure was unique and an outlier among cities.

Over the past century there were many efforts to change the charter. Mayors Humphrey, Naftalin and Fraser, the League of Women Voters, and the Citizen's League were among those who advocated for change.

In 2020-2021, the Charter Commission reviewed the model again. The commission:

- Researched large city governments and learned that most have a balanced form of government in which:
 - The mayor or other professional administrators have executive authority
 - The city council serves as the legislative body
- Consulted with:
 - Our current and former mayors and city council members
 - Our current department heads
- Held public hearings

In spring 2021, the commission drafted and proposed to voters *Charter Amendment 184: Government Structure: Executive Mayor and Legislative Council*.

- After a robust and contentious campaign, the amendment passed by 52.4% (74,037) to 47.6% (67,228) on Nov. 2, 2021.
- Thirty days following the vote, the Executive Mayor-Legislative Council amendment went into effect on Dec. 3, 2021.

On Nov. 29, 2021, newly reelected Mayor Jacob Frey convened the Government Structure Work Group (Work Group) with the charge of advising him on the implementation of this charter amendment. His specific charges and our membership, work, and recommendations are included in the following report. Additional information on Minneapolis City Charter history and the work of the Charter Commission also is included in this report.

Part 2: Executive Summary

With the passage of Charter Amendment No. 184, Minneapolis' residents expressed their preference for an Executive Mayor system of government and designated the Mayor as the executive leader of the City enterprise. This change represents a significant increase in the size and scope of the mayor's responsibilities. It will require organizational changes and several technical amendments to both the Charter and Code of Ordinances to implement the expressed will of the voters. The Mayor gave the Government Structure Work Group these charges:

1: Recommend operating structure and appropriate resources that will enable the mayor to perform the charter-prescribed leadership roles in municipal policy, executive management, and community representation.

We recommend Mayor Frey establish an operating structure with the necessary resources to ensure our city government delivers city services equitably to the people of Minneapolis and provides a city that is safe, just, clean, healthy, and well-managed.

To achieve these objectives, we recommend the Mayor appoint:

- A City Operations Officer (COO) with relevant professional expertise and experience to ensure proficient day-to-day operations and performance of the city departments. The COO must be delegated the requisite responsibility and authority to be successful and be held accountable. The COO focuses on enterprise operations and would direct the department heads in the day-to-day operations of the city on behalf of the mayor. This new position, as a city officer, will need to be appointed in the same process as city department heads, meaning the COO would be nominated by the mayor and with city council approval.
- A Chief of Staff (COS) to the mayor with experience and expertise in inclusive decision-making and policy development and implementation to ensure the Mayor has access to the people, constituencies, elected leaders, nonprofit and business organizations and the information to assist in decision-making and the consistent operation of the Mayor's office. The COS focuses on supporting the intrinsic functions only performed by the Mayor. As a member of the mayor's staff, the COS would not require city council approval.

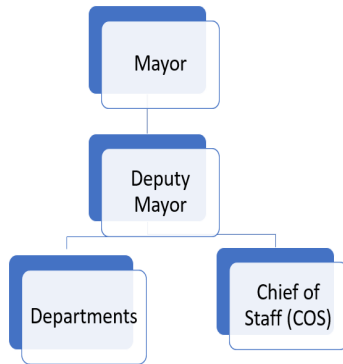
The COS and COO will work in alignment with and on behalf of the Executive Mayor. These roles assist the Mayor in carrying out the duties and responsibilities of the office and getting the work of the city done efficiently, effectively and equitably. The mayor as the City's Executive oversees the department heads. They operate at his or her direction and all serve on the Mayor's Cabinet¹. While daily management is delegated to a City Operations Officer, the Mayor, depending on priority projects, policy issues and operational needs, should engage directly with department head(s) when needed.

2: Provide informed options based on comparable jurisdictions, best practices, and the law as to how systems can be implemented to foster and support an effective relationship between the Mayor and the City Council in their official capacities as the City's executive and which respect the separate and distinct roles and responsibilities under the "Executive Mayor-Legislative Council" structure.

¹ A group of department heads organized and convened by the mayor on a regular basis to discuss, plan, coordinate, and generally manage the daily operations of the City enterprise."

After reviewing systems in multiple jurisdictions, best practices, and the law, we are presenting three informed options. We considered and ruled out a City Manager Option. It is not consistent with the intent of Charter Amendment 184 that stipulated an elected Executive Mayor.

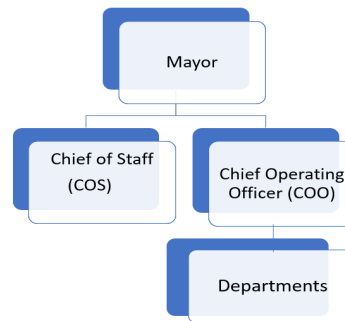
**Option 1 - Not recommended²
Mayor - Deputy Mayor**



Create a new position of Deputy Mayor who:

- Reports to the mayor
- Is responsible for both policy decision-making and coordination and operation and management
- Oversees the Mayor’s Office and the mayor’s departments
- Anyone hired to be Deputy Mayor requires city council approval.

**Option 2 - Consider
Mayor - Chief Operating Officer - Mayor’s
Chief of Staff**



Create a new position of City Operations Officer (COO) who:

- Reports to the mayor
- Oversees all department heads for operations and management of all the operating departments. Mayor can still interact with department heads on policy decision-making and coordination and during crises.
- Anyone hired to be COO requires city council approval.

The mayor’s Chief of Staff (COS) also reports to the mayor (not the COO), assists the mayor in carrying out policy decision-making and coordination duties, and manages the mayor’s staff.

**Option 3 - Consider
Multiple Reports to the Mayor**



The mayor has multiple reports, including City Operations Officer (COO)*, Chief of Staff (COS), and selected departments that the mayor believes must be direct reports for policy decision-making and coordination reasons

- Selected departments are part of the Mayor’s Cabinet³
- COO assists the mayor in management of the selected departments

COO⁴ and other administrative officials are subject to city council approval

² Option 1 is not recommended because of the scale and scope of the Executive Mayor role in Minneapolis. We believe having all department heads reporting directly to the mayor is not viable.

³ A group of department heads organized and convened by the mayor on a regular basis to discuss, plan, coordinate, and generally manage the daily operations of the City enterprise.”

⁴ See details about this position in Option 2.

3: Provide informed options for how the City's Administration, under the Mayor's leadership, can support and respond to the City Council with respect to its official legislative, policy-making and oversight functions.

The Executive Mayor-Legislative Council structure establishes a balanced form of government.

- The mayor is responsible for the executive and strategic leadership of the city and the successful operation of the City enterprise.
- The council is responsible for:
 - Defining the legislative functions of City government.
 - Representing the constituents in their respective wards.
 - Approving and authorizing critical funding actions (the annual operating and capital budgets, authorizing debt, setting the tax levy).
 - Providing oversight of financial and performance audits.

We recommend Mayor Frey establish standard procedures within City departments to:

- Enable the city council to perform its duties and responsibilities.
- Encourage collaboration among the elected leadership of the city.

As stated in the city charter, the mayor will provide the required financial resources and city department information and expertise to support council members in fulfilling their duties and responsibilities. To realize the full potential of the City of Minneapolis, it is critical that the mayor and city council sustain a collaborative and productive working relationship.

To encourage a constructive dynamic between the two bodies, we recommend Mayor Frey appoint a City Council Liaison who resides in the Mayor's Office (reporting to the Mayor's Chief of Staff). The City Council Liaison's role is to:

- Provide clear, ongoing communications with council members and their staff.
- Serve as a resource to ensure the mayor is knowledgeable about City council issues, concerns, and opportunities.

Additionally, we recommend Mayor Frey consider negotiating agreed upon ways of working with the city council to ensure the right level of engagement and mutual accountability.

In addition to the working relations with the city council, we believe it is important to present options for how the existing city attorney and city coordinator roles might evolve in the new Executive Mayor - Legislative Council Government Structure.

[See Part 3 for more detail](#)

Part 3: Government Structure Transition Work Group: Report and Recommendations

Section A: Work Group agenda/work plan

The Work Group met seven times in December and January for two to three hours each time. During those meetings, we:

- Reviewed the charges of Mayor Frey.
- Created principles for our work.
- Reviewed the Minneapolis Charter Commission research and deliberations to develop Charter Amendment 184: Executive Mayor-Legislative Council.
- Reviewed the amendment to the Minneapolis Charter specifically.
- Reviewed alternative ways of structuring the city organization based on six cities.
- Interviewed the key person (one former) in three cities (Duluth, Saint Paul and San Diego) with executive mayors.
- Created best practices and a matrix for city government restructuring.
- Developed three alternative options for structuring Minneapolis City Government.

The Work Group found that there are many subtleties to city government organizations. These subtleties need to be matched with the uniqueness of Minneapolis city government. What works for another jurisdiction may not work for Minneapolis. On the other hand, there are some core principles like clarity of roles, responsiveness, proper delegation of duties, professionalism, and accountability that are applicable to Minneapolis as it implements the Executive Mayor - Legislative Council charter change. The Work Group also found that while the amendment itself provided a framework, technical changes in both the City's charter and its codes will be required to fully implement the expressed will of voters to achieve the new government structure.

Section B: Governance and executive decision-making

1. Responsibilities of the mayor under the charter amendment

As chief executive, the Mayor of Minneapolis is responsible for the direction of the city, general management of the city, and seeing that all laws and ordinances are followed and enforced. The mayor should be held accountable for their strategic goals and progress toward reaching them. The mayor is the primary voice of the city, setting the tone, explaining direction, and supporting those responsible for carrying out day-to-day services to the public.

2. Operationally focused responsibilities

- a. Create, support, and communicate key strategic goals for the city
The mayor's state of the city address is the most visible means of proposing strategy and new initiatives to advance key priorities. Constant focus on a limited number of priorities will improve success in reaching strategic goals.
- b. Propose and manage the city's budget.
The budget is an essential policy and management tool because it provides resources to achieve strategic and tactical goals.
- c. Appoint, discipline and, if necessary, dismiss key city executives and staff.
The city's charter lists department heads appointed by the mayor. These people advise the mayor and have the collective responsibility to achieve strategic goals and provide high quality and equitable services to residents, employers, and visitors to the city. The mayor should regularly hold cabinet meetings of all the city department heads. The mayor should receive performance feedback on these key executives. Feedback should include results from annual work plans, participation in support of key strategic goals and initiatives, and adherence to city policies.

3. Policy decision-making and coordination responsibilities

- a. Maintain relationship with city council.
The mayor plays several important roles with the city council that require close and regular communication with city council members and their leaders. In addition to proposing the annual operating and capital budgets, the mayor may propose policy changes that support city goals and improve how city services are delivered. Under our city charter, the mayor may also veto city council actions as provided by the charter. Finally, the mayor and city council should agree on the best means to provide information the city council needs to fulfill its roles for in policymaking and constituent services.
- b. Be the City's primary advocate and ambassador.
The mayor represents the city at international, national, state, and local levels. The mayor must actively seek places, times, and ways to promote the city as a place to live, work, and visit. The mayor must also respond to internal and external threats to the city's well-being, be they political, safety, economic, or health related.
- c. Maintain key relationships with people, institutions and communities that are critical to the success of the city, including:
 - 1) The city council, especially its leaders.
 - 2) Other governments, including local (park board, school board, Hennepin County especially), regional, state, and federal agencies.

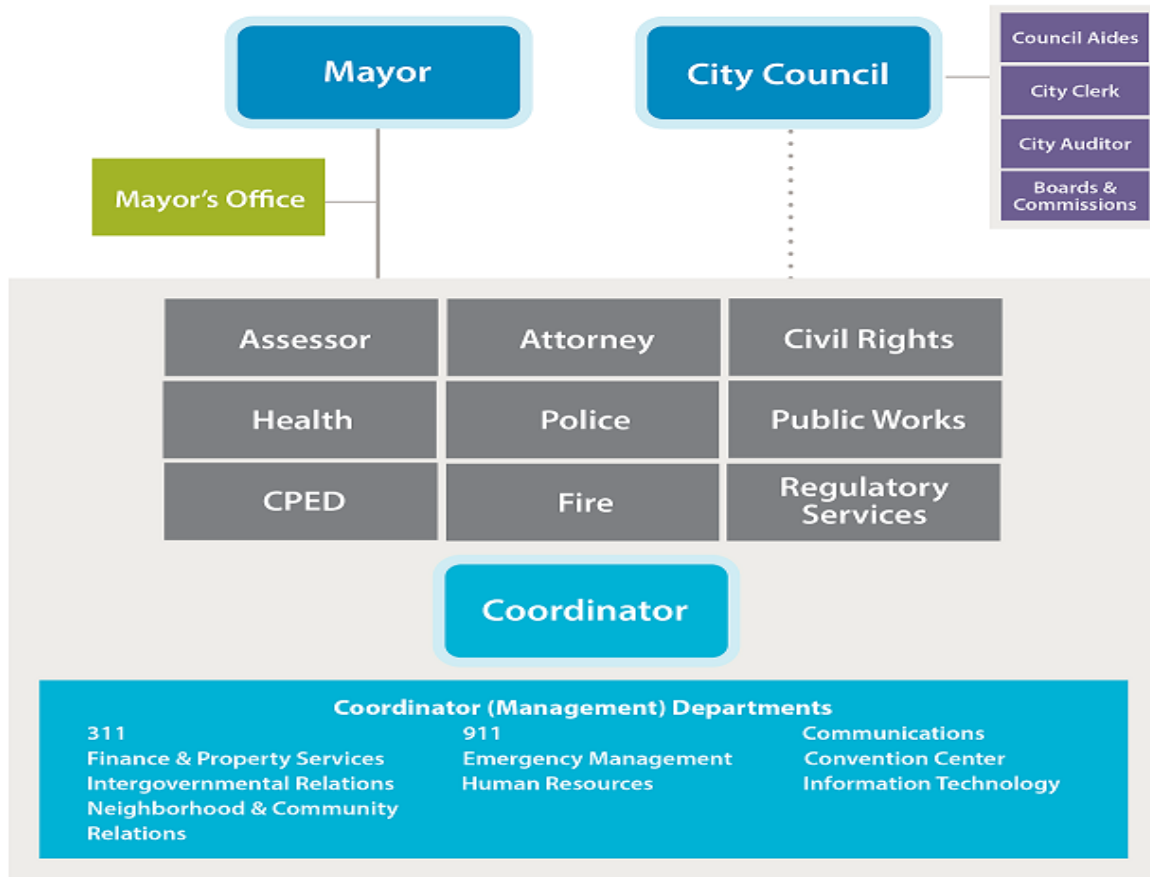
- 3) Key city institutions including the University of Minnesota.
- 4) City employers, including those associations that represent them.
- 5) Community organizations and leaders.

d. Build community and listen.

The mayor should seek opportunities to listen and hear from city residents whose great diversity makes the city so vibrant. These opportunities should also be used by the mayor to explain priorities and progress in reaching the priorities.

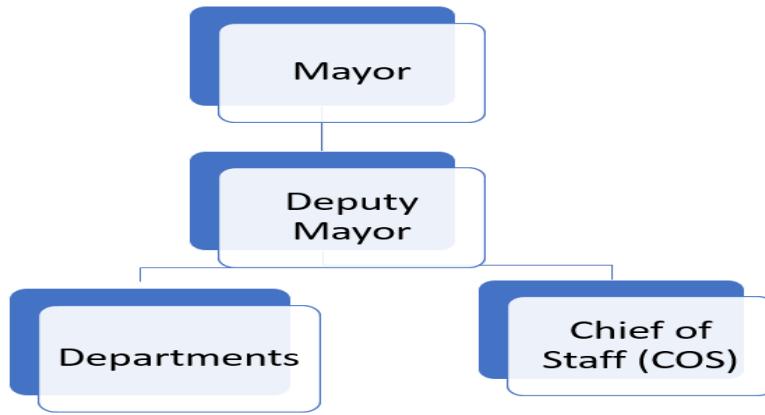
4. Options for implementing the mayor’s executive responsibilities

Current structure of Minneapolis City Government
Implemented by Charter Amendment 184 on December 3, 2021



In response to Mayor Frey's second charge, the Work Group developed the following three options and outlined the strengths and risks of each option.

Option 1: Mayor - Deputy Mayor



This option creates a new position, Deputy Mayor, who is responsible for both the policy decision-making and coordination activities and the operations and management functions of Minneapolis city government. The mayor's COS and the City departments all report to the Deputy Mayor. Because this position is a new officer of city government, it requires city council-approval.

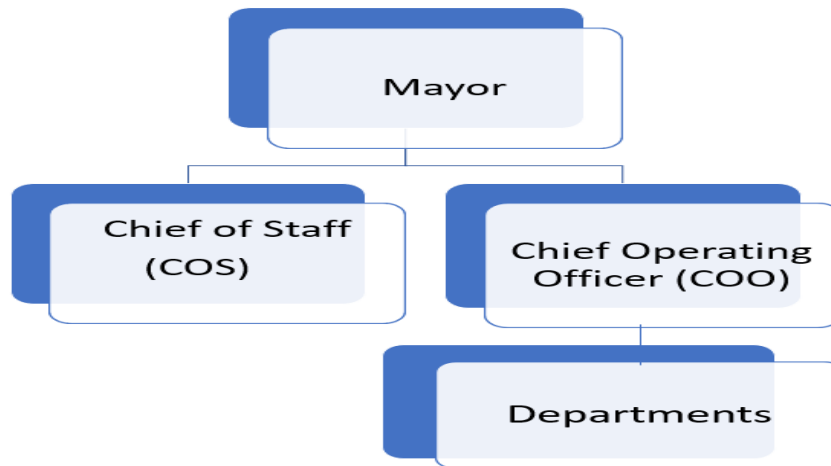
Strengths

- Clear delegation of authority from the mayor.
- Clear line of accountability for enterprise operations and clarity in reporting lines between the mayor, deputy mayor and the operating departments.
- Allows the mayor to concentrate on non-delegated duties.

Risks

- Having one individual (Deputy Mayor) doing everything may overburden that person and lead to frequent burnout.
- The title of Deputy Mayor may be perceived as quasi-political in nature regardless of the incumbent.
- A deputy mayor may not practically be able to balance the policy decision-making and coordination role with the management role.

Option 2: Mayor — Chief Operating Officer — Mayor's Chief of Staff



This option creates a new position, City Operations Officer (COO), reporting to the mayor and responsible for operations/management of all city departments. This position must be approved by the city council. The COO oversees all the department heads for operations and management. The mayor would interact with department heads on policy decision-making and coordination and during crises. The mayor's Chief of Staff (COS) also reports to the mayor, assists the mayor in carrying out policy decision-making and coordination duties, and manages the mayor's staff.

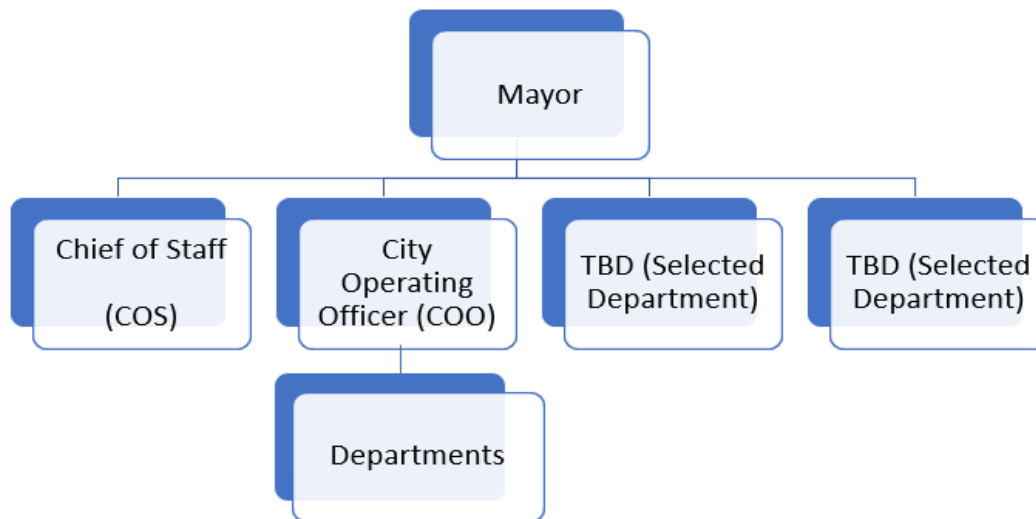
Strengths

- Gives the mayor the benefit of both a professional administrator for internal operations and management and an experienced chief for policy development and decision-making with strong community connections focused on policy.
- Provides delegation of authority to act on behalf of the mayor for specific functions —whether operation and management or policy decision-making and coordination — and clarity in the charge/scope of responsibility for those delegated functions.
- Provides adequate high-level staff support to the mayor for both operational/management functions and the policy decision-making and coordination functions.
- Reduces potential for bottlenecks and provides structured systems for reporting, monitoring, and evaluation to support the mayor's decision-making in both spheres.

Risks

- Potential for communication and operational issues between the two chief positions, requiring the mayor to resolve them.
- Potential for one of the spheres (operations and management or policy decision-making and coordination) to predominate decision-making.
- To minimize risk, the roles and responsibilities of the COO and COS must be clearly defined and adopted by the mayor.

Option 3: Multiple Reports to the Mayor



In this option, the mayor has multiple reports, including the COO, COS, and selected department(s) that the mayor believes need to have a direct reporting relationship for policy/political reasons or during crises. These department(s) are still part of the Mayor’s Cabinet. The COO would assist the mayor in the management of the selected department(s). The COO and all the department heads are subject to approval by the city council.

Strengths

- Allows the mayor to identify key administrative roles that are necessary to support the functioning of the Executive Mayor.
- Broadens the input and options presented to the mayor through a small team of top-level officials directly responsible to them.
- Supports informed, timely attention for certain functions that are prioritized by the mayor or the community; can elevate departments (functions) that are identified as top priorities.

Risks

- Leadership is more diffuse and can establish a tiered structure of departmental leadership with some people reporting directly to the mayor and others report to the COO or COS.
- The structure can create too many direct relationships for the mayor and lead to a need for the mayor to take on too many operational/management issues.
- Having multiple reports to the mayor could lead to communication and operational issues.
- With too many reports, the mayor can easily become a bottleneck if they become too deeply and directly involved in operations/management.

Section C: Recommendations to the mayor

1. Structure

The increased scope and scale of mayoral responsibilities in the new Executive Mayor-Legislative Council government structure compels a careful examination of organization structure. The goal is to ensure strong, reliable management of city operations that will now report solely to the mayor, while ensuring the mayor has the support needed to attend to the extraordinary and unpredictable public demands of the office.

The Work Group recommends consideration of either Option 2 or Option 3. We believe that either of these options would provide:

- An effective, accountable reporting structure
- Ensure effective city operations
- Support the mayor's execution of public facing duties

Both options have at their core the establishment of a professional COO position to handle the primarily internal day-to-day operations of the city and the establishment of a policy-oriented COS position dedicated to supporting the mayor's primarily external-facing policy and official responsibilities. The roles are intended to aid the mayor in carrying out elected duties as efficiently and effectively as possible. The difference between the two hinges on the number of direct reports to the mayor.

Option 2 streamlines the operating structure with the mayor relying on two primary direct reports (COO and COS) to fulfill elected responsibilities. All city departments report to the mayor through the COO. This option creates a tight core team supporting the mayor and empowers a professional leader (COO) to prioritize departmental needs on the mayor's behalf and at the mayor's direction.

Option 3 allows for as many as two to three additional direct report(s) to the mayor. In addition to the COO and COS, the mayor may choose to elevate other department(s) in key priority areas. In this option the responsibilities of the COS remain the same. The responsibility for city operations is distributed between the COO and more than one individual at the discretion of the mayor. The COO would still work with these direct reports of the mayor to ensure that city operations are well coordinated.

2. Key Considerations

The Work Group's recommendation is based on the study of other city operating structures, supplemented with interviews of principal city leaders. Key considerations that figured into the recommendation include:

a. Separation of operational and policy accountabilities below the mayor

Benchmarking reinforced that it is important, as much as possible, to separate the day-to-day to day operations of the city from political affairs. At the same time, the mayor's office needs a strong dedicated resource to support the policy decision-making and coordination aspects of the role. These two roles form the backbone of support for the mayor's twin responsibilities:

- 1) Managing the city enterprise with excellence
- 2) Developing policy and engaging productively with external constituencies

b. Demands of the mayoral role

The mayor's job is subject to the unpredictable events of the day (e. g. pandemic, weather event, community trauma). Much of their time is typically public facing. Any number of external events can demand the mayor's immediate and deep attention.

For this reason, it is critical that day-to-day city operations are delegated to a leader (COO) who can act on behalf of the mayor to ensure the basic services our community members depend on are delivered reliably, consistently, with minimal external distraction.

Likewise, the mayor needs a leader (COS) who can provide policy support, community relations support and direct community targeted outreach as the mayor responds to the crisis of the moment.

c. Structural agility

Whether Option 2 or Option 3 is adopted, the mayor should reserve the right to prioritize specific areas to the level of his leadership team as the needs of the city dictate. The structure beyond the two core supporting roles of COO and COS should remain fluid and responsive to the needs of the day.

d. Delegation of authority

Running a large city government requires responsible, yet rigorous delegation of authority to individuals with the greatest knowledge, credibility, and experience to act on behalf of the mayor. It is essential to:

- 1) Hire qualified individuals who will excel in their roles.
- 2) Establish clear job descriptions and objectives for the delegated roles.
- 3) Establish systems to review progress.
- 4) Allow leaders to carry out their assigned responsibilities with limited interference.

3. Options considered but not recommended

a. Deputy Mayor

The Work Group explored the Deputy Mayor option in depth and ultimately concluded, based on benchmarking, the structure is suboptimal. It features a single Deputy Mayor role into which the City departments and the COS report.

- 1) The primary challenge with this option is that it requires one leader to juggle day-to-day operational concerns with policy decision-making and coordination.
- 2) There is also a challenge in the dynamic with the COS role, which works almost exclusively in direct support of the mayor, while reporting *through* the Deputy Mayor. While this would ensure alignment, it could create unnecessary tension between the policy and operations/management duties.
- 3) Lastly, we received feedback that Option 1 creates a role (Deputy Mayor) that is simply too big to be managed effectively by a single individual, which can result in burnout and decision bottlenecks.

b. City Manager

The City Manager option was deemed definitionally non-viable under the new Executive Mayor-Legislative Council government structure. The charter amendment designates the mayor as the chief executive of the city. This designation is reserved for the city manager in the City Manager Option).

c. All Department Heads Reporting Directly to the Mayor

The mayor is simply too busy with his other functions to manage the department directors daily. With the multiple responsibilities of the mayor's office, the mayor would not have the time to manage the day-to-day operations of the city. It's not a good management practice to have this many direct reports in such a complex enterprise. Under this option operations/management would be compromised and Department Directors could be over influenced by political implications.

Section D: Executive Mayor - City Council relations and organizational considerations

Executive Mayor - City Council relations

1. Separation of responsibilities in the charter amendment

The Executive Mayor-Legislative Council structure establishes a balanced form of government with the Executive Mayor with having responsibility to and accountability for achieving:

- a. the aspirations and strategic direction of the City of Minneapolis.
- a. representing the entire city as an enterprise.
- b. proposing the annual operating and capital budgets.
- c. recruiting/ appointing/overseeing performance of department heads.
- d. the successful operation of the city enterprise.

The City Council as Legislative Body with has responsibility for:

- a. approving city ordinances and resolutions (defining city government).
- b. representing the constituents of their respective wards.
- c. approving department head appointments.
- d. setting the tax levy and authorizing issuing debt/bonds.
- e. approving the annual and capital budget.
- f. the oversight of financial and performance audits by the /city auditor.

2. Maximizing Executive Mayor - City Council collaboration

A key objective for the Executive Mayor function is to ensure a smooth, collaborative, and constructive working relationship with the city council. The charters states that the mayor will provide the required financial resources and city department information and expertise to support the council members in fulfilling their duties and responsibilities. To further enhance working relations, we suggest consideration of the following.

- a. Identify someone in the mayor's office to serve as a liaison to council members and their staff. In addition to policy matters assigned by the mayor, this individual would:
 - 1) Provide ongoing communication, access, and engagement with the city council.
 - 2) Assist the mayor in building strong relations with the city council.
- b. Establish standard procedures to:
 - 1) Enable the city council to perform its duties and responsibilities.
 - 2) Encourage collaboration among the elected leadership of the city.
- c. Hold regular meetings between the mayor and council leadership.
- d. Ensure communication between the mayor and council members.
- e. Sponsor periodic study sessions on critical issues facing the city for the mayor and council to learn together and jointly consider strategies to address these issues.
- f. Sponsor a goal setting workshop at the beginning of each term to deliberate on city priorities and opportunities for shared learning. The goal here is to establish common knowledge of the city's strengths and risks and develop a shared agenda and strategic goals for the city.

Section E: Additional organizational consideration

As the Executive Mayor – Legislative Council structure is established, we believe the positions of City Attorney and City Coordinator need to be assessed. We discussed both thoroughly and offer our observations to assist Mayor Frey’s deliberations and decision-making as he structures the city administration.

1. City Attorney

a. Background

The authority provided by the Charter to the "City Attorney and legal department" as the City's sole source of legal advice and the professional obligations of the City Attorney makes the City Attorney unique among Charter department heads. This imposes a special responsibility on the City Attorney to provide legal advice, judgment, and representation fairly and impartially in recognition that policy makers will often have different policy perspectives and will seek legal advice to support their objectives.

b. Reporting relationship options

Under the new executive management structure, the city attorney reports to the mayor. However, with the creation of a COO it should be considered whether the city attorney should, as with all other department heads, report to the COO for day-to-day operations. We considered the strengths and weaknesses of both options, outlined below. A critical success factor to be weighed in this decision is that the lines of privilege, confidentiality and decision making are clearly defined to all parties for which the city attorney provides legal advice.

- **City Attorney as direct report to Mayor**

A direct reporting relationship to the mayor could facilitate the trust and confidence of the mayor in the legal advice provided. It could also allow the city attorney to better understand the mayor’s objectives and how to best provide clear and consistent legal advice. However, a direct reporting relationship to the mayor could have an impact on the level of trust that the city council and its members has in the city attorney.

- **City Attorney reports to COO**

Reporting to the COO for day-to day operations as all other department heads could:

- 1) Mitigate concerns of the city council and its members.
- 2) Increase confidence that the city attorney is providing legal advice that balances the policy perspectives and the objectives of the elected leaders.
- 3) Assist the COO in balancing legal advice with other considerations in managing city operations.

However, it could restrict the direct flow of legal advice to the mayor, particularly in circumstances when the city attorney must have direct, immediate and, on occasion, exclusive, access to the mayor.

c. Work Group recommendation

We believe that both options are viable and forward them without recommendation. We believe Mayor Frey and future mayors will determine the requisite reporting relationship for the city attorney based on the policy, operational, and governance needs of the city during their term.

2. City Coordinator

a. Background

Since the 1960s when the city coordinator role was created, it has played a central role in Minneapolis city government. City government grew as federal and state programs and funding added to its functions and complexity. Housing and job training programs, federal and state revenue sharing, and grants programs all required operational alignment, cooperation and management never imagined before in city government. These dramatic changes challenged the diffuse executive leadership in Minneapolis city governance. Minneapolis needed a professional operations manager to utilize this new reality and opportunity. It created the city coordinator role.

Since the role was created, many both inside and outside city hall have viewed the city coordinator as the city's administrative officer. However, the city coordinator, like the mayor and city council did not have executive authority defined in the charter. Thus, the effectiveness of the person in the role has waxed and waned depending on the incumbent, elected leadership and the assignments and support given to the city coordinator.

b. Key considerations that support change

With the establishment of the Executive Mayor-Legislative Council government structure, the City Coordinator role and responsibilities must be clarified.

We believe continuation of the title would add to confusion and detract from the clarity of the roles and responsibilities of the elected and appointed city leadership. We recommend eliminating the title of city coordinator and reassigning the current duties and functions in its portfolio. The two options that would achieve these objectives are explained below.

We want to make clear that our deliberations were NOT based on the current city coordinator who we understand is a respected and valued professional. We offer these options as rationalizing city structure and operations to achieve the intent of the Executive Mayor-Legislative Council Charter amendment and to fulfill the principles stated in Mayor Frey's charge: clarity, durability, efficiency and effectiveness, accountability, and transparency.

C. Current responsibilities of the City Coordinator

The city coordinator assists the mayor and city council in defining city policy and establishing priorities. They support the charter department heads and coordinator's staff in the implementation and evaluation of the mayor and council's priorities through direct management of the internal administrative services.

The City Coordinator's Office includes the internal administrative services: Finance and Property Services, Human Resources, Information Technology, Intergovernmental Relations, Communication and Engagement services: 911, 311, Neighborhood and Community Relations. It also directs Strategic Management, Strategic Initiatives, the Minneapolis Convention Center, chairs several internal committees, manages major projects, and represents the city on several external committees.

d. Optional roles for the city coordinator

With the implementation of the Executive Mayor-Legislative Council structure, a change in the title of City Coordinator would accompany the change in the city coordinator's role. Here are two options.

- **City Coordinator as City Operations Officer**

The city coordinator becomes the COO, playing a role like its former role, but with considerably more authority delegated by the mayor for oversight of day-to-day city operations. The departments and offices now reporting to the city coordinator will need to be reorganized so that the COO has fewer direct reports. Some functions may be assigned to other departments or newly created operating units. For example, a director of administrative services position could be created to manage the internal city administrative services departments.

- **City Coordinator as Director of Administrative Services**

The city coordinator retains oversight of the internal city administrative services department and reports to the COO. The director of administrative services focuses on delivering these internal services to city departments. The COO and the director of administrative services consider retaining, transferring, or reorganizing the other roles now held by the city coordinator, including strategic management, strategic initiatives and roles representing the city to external committees.

e. Work Group recommendation

We believe both options are viable and forward them without recommendation. We advise Mayor Frey to decide. This should be done during the transition, as he and the city council deliberate on the potential consolidation of city departments and as part of the process of defining the structure and operation of the Executive Mayor-Legislative Council city government

Section F: Final advice

In addition to the principal recommendations and options set forth above, we discussed other organizational change options that could assist in implementing the Executive Mayor a form of government and enhance the effectiveness of City government. We did not delve into the details of these options. They are offered for consideration.

Creating the position of COO is a major change for City government, both structural and cultural. Moreover, these changes are occurring at a critical time in the City's history when significant challenges must be confronted simultaneously. It is important that Minneapolis' first COO has the support, tools, and resources to be successful.

The COO will have to focus on a few critical issues and delegate many of the urgent and important tasks to others. Having too many direct reports will limit the effectiveness of the COO and, consequently, the effectiveness of the new executive management system.

Given that this is the first time the mayor will be recommending a structure for Minneapolis City Government under the Charter Change of an Executive Mayor – Legislative Council, caution is advised. Not only should one think about what is best for the current Mayor but what will be durable for years to come. Also, the Charter Commission may be asked to make changes to solidify the recommendations you propose to make Minneapolis city government more stable in future years.

While caution is important, so is acting expeditiously. Minneapolis' department heads and council members, Minnesota's governor and legislature, and the citizens of Minneapolis want to know how the changes in Minneapolis City Government will be implemented so city business can get to the new normal as quickly as possible.

Part 4: Appendices

The following appendices describe how we did our work and what we learned.

Appendix I: Work Group charge, principles, and ground rules

A. Work Group charge from Mayor Frey

The Minneapolis Governance and Executive Decision-making Work Group is charged as follows:

1. Recommend an operating structure and appropriate resources that will enable the Mayor to perform the charter-prescribed leadership roles in the areas of municipal policy, executive management, and community representation.
2. Provide informed options—based on comparable jurisdictions, best practices, and the law—as to how systems can be implemented to foster and support effective relationships between the Mayor and City Council in their official capacities as the City’s executive and legislative branches. Systems can include policies, rules, practices, tools, etc., which are mutually beneficial and which respect the separate and distinct roles and responsibilities under the “Executive Mayor-Legislative Council” structure.
3. Provide informed options for how the City’s Administration, under the Mayor’s leadership, can be supportive of and responsive to the City Council with respect to its official legislative, policymaking, and oversight functions.

B. Principles and Procedural Ground Rules (Accepted by Work Group at the 11/29 meeting)

Consistent with the charge given by Mayor Frey and his expressed priorities for the Government Structure Work Group, members agree to adopt the following principles to guide its consideration of proposals and formal recommendations that it may submit with respect to the implementation of the “Executive Mayor-Legislative Council” structure of government.

C. Principles for Implementation of New Government Structure

The Government Structure Work Group is interested in an implementation plan and organizational design that—

1. Provides **clarity** with respect to defining and delineating authority, roles, and responsibilities.
2. Is **durable** and will be capable of serving the long-term interests of the City notwithstanding future changes in elected officials, issues of the day, and short-term challenges or opportunities.
3. Establishes line-of-sight **accountability** to the people of Minneapolis by providing direct ties from voters to elected officials.
4. Achieves **efficient** and **effective** City Government, which is capable of reforming/improving itself.
5. Is **responsive** to the needs of residents.
6. Promotes **transparency** and **accessibility** to the community.

In conducting its work, the Government Structure Work Group shall be mindful that the Mayor tasked members with providing recommendations that reflect unity, but not necessarily unanimity.

D. Procedural Ground Rules for Government Structure Work Group

The Government Structure Work Group shall conduct its meetings according to the following Ground Rules—

1. All members are free to express themselves fully and authentically in group meetings. Meetings will include members, staff, and any invited guests to ensure robust conversation in alignment with this value. Members agree not to record or report out on the meetings or comment or share on any deliberations by the Work Group. To facilitate community outreach, a synopsis provided by the co-chairs after each meeting will be shared as an “official message” of the Government Structure Work Group.
2. Members are encouraged to bring ideas, concerns, or concepts from the community to the Work Group, but should make no commitments in receiving such commentary from the community.
3. The co-chairs will speak on behalf of the Work Group to the extent necessary.
4. The Work Group will not have a public comment period until its final report is submitted to the Mayor.
5. The opportunity for meaningful public engagement on any recommendations will be when the respective ordinances are brought forward to implement structural changes in government form.
6. Use of the City-provided group email address should be limited to communications with and from staff and for the distribution of agenda materials. The data exchanged through the City-provided group email address may be classified as public data, and members should therefore not use the City-provided group email address for private discussions between themselves.

Appendix II: Mayor Frey’s Governance Structure Transition Work Group Members

NAME	AFFILIATION
JJ Haywood, co-chair	Pizza Luce, CEO Hospitality Minnesota, board member Formerly: Bright Water Montessori, board; Minnesota Restaurant Association, board; Columbia University, director of finance and business
Kathleen O’Brien, co-chair	University of Minnesota, retired vice president of University Services former: City of Minneapolis, Council Member; City of Minneapolis, city coordinator
Pat Born	Former: City of Minneapolis, CFO; Metropolitan Council of the Twin Cities, regional administrator
Barry Clegg	City of Minneapolis, charter commission (chair) Lathrop GPM, counsel
Myron Frans	University of Minnesota, senior vice president for finance and operations <i>Former Commissioner of the Minnesota Management and Budget</i> <i>Former Minnesota Revenue Commissioner</i>
P. Jay Kiedrowski	Hubert H. Humphrey School of Public Affairs at the University of Minnesota, senior fellow Former MN Finance Commissioner Former Minneapolis Budget Officer
Robert Lillgren	Native American Community Development Institute, President and CEO Metropolitan Council, member for District 7 Former: Little Earth United Tribes, CEO Former; Minneapolis City Council, member and vice-president
Tim Marx	Counsel at Winthrop & Weinstine, P.A. Formerly: Catholic Charities, president emeritus, Common Ground Community, executive director; Minnesota Housing Finance Agency, commissioner; Briggs and Morgan, shareholder; City of St. Paul, Deputy Mayor and City Attorney
Kim Nelson	Colgate-Palmolive Company, independent board director Cummins, Inc., independent board director Tate & Lyle, independent board director Formerly: General Mills, senior vice president
Toni Newborn	City of Minneapolis, charter commission City of St. Paul, chief equity officer and human resources director University of St. Thomas Law School, adjunct professor Formerly: City of Minneapolis, civil rights
Emily Piper	Hazelden Betty Ford, executive director government relations and contracting Formerly: Minnesota Department of Health and Human Services, commissioner; Office of Governor Mark Dayton, general counsel and deputy chief of staff
Pahoua Yang Hoffman	Minnesota Foundation, senior vice president of community impact Formerly: Citizens League, executive director
Peter Ebnet	Director of Policy and Government Affairs Mayor’s Office
Casey Joe Carl	City Clerk

Appendix III: Learning about the city charter and government structure charter amendment

From Barry Clegg, Chair, Minneapolis Charter Commission

A. History

Minneapolis considered five Charters between 1900 and 1920. The voters rejected all of them. So, finally in 1920, rather than redraft a new Charter, all of the State special laws that applied to the City of Minneapolis were packaged together and put on the ballot. That collection of discordant statutes passed and became our Charter. The 1920 Charter was not drafted with the intent that it would become the constitution of our City. Rather, it was a bundle of laws on multiple topics that governed our small City at the time.

The Charter was ambiguous on who was granted the executive authority to run the City. For 70 years, the Council (and not the mayor) appointed, and could fire, the City's department heads (with the sole exception being the Chief of Police). This system was modified in the 1980's to give appointing authority to the Executive Committee, on which the mayor had one vote out of five. So the Mayor and the Council had shared executive authority over all departments, the one exception being the police department, over which the Mayor was granted "complete power".

The Charter Commission looked at other large city governments which have Mayor/Council systems and found that the Minneapolis system was unique. Other systems provide for executive authority to reside with the mayor or with one or more professional administrators. City councils are generally legislative in nature and do not possess executive authority.

B. Process and rationale

The Charter Commission's process and rationale are more fully set out in its report – Government Structure: Form and Function. As it developed and considered its proposal for an executive Mayor and Legislative Council, the Charter Commission's government structure work group:

- a. Reviewed and researched government structures in other large city mayor/council systems,
- b. Interviewed 18 of the City's department heads,
- c. Interviewed the current Mayor,
- d. Interviewed a group of current Council members,
- e. Interviewed former elected officials, including Mayors, Council Members and Council Presidents and Vice Presidents,
- f. Interviewed officials of Duluth and St. Paul (the other cities of the first class in Minnesota having Mayor/Council systems), and
- g. Conducted 2 public hearings on the proposed amendment.

We found a system of government in which the Mayor had accountability but limited authority, and the Council had authority but limited accountability. We found an inefficient system that failed to provide clear direction to the City's professional administrators. We found that the "14 Boss" problem was a reality, not just a slogan.

C. Effect of the amendment

The amendment addressed these problems by expressly providing that the Mayor is the chief executive of the City, having control over the administration of the City free from interference by the Council. Department heads are appointed by, and serve at the pleasure of, the Mayor (subject to confirmation by the Council). Department heads serve four-year terms, concurrent with the term of the Mayor. There is one boss, not 14.

The Council is the city's legislative body, passes ordinances and approves the budget. The Clerk's office reports to the Council and supports its legislative functions. The Auditor's office also reports to the Council and supports its oversight functions. The amendment also provides for a group of legislative and policy aides to support the Council's work.

After a 100 year wait, the voters approved the amendment on November 2, 2021, and it became effective on December 3, 2021.

Appendix IV: Actual charter change language

**OFFICIAL PUBLICATION
ELECTION NOTICE**

(Published in Star Tribune October 16 and 23, 2021)
(Published in Finance & Commerce October 14 and 21, 2021)

Notice is hereby given that the following proposed amendment to the Minneapolis City Charter, Plain Language Revision, relating to the modification of the City's governmental structure to be a legislative council and an executive mayoral structure, will be submitted to the qualified voters of the City of Minneapolis for adoption or rejection at the 2021 Municipal General Election to be held November 2, 2021.

City Question 1

Government Structure: Executive Mayor – Legislative Council

Shall the Minneapolis City Charter be amended to adopt a change in its form of government to an Executive Mayor-Legislative Council structure to shift certain powers to the Mayor, consolidating administrative authority over all operating departments under the Mayor, and eliminating the Executive Committee?

Yes _____

No _____

The following is the full text of the proposed amendment to Sections 4.1, 4.2, 4.4, 4.5, 7.1, 7.2, 7.3, 7.4, 8.1, 8.2, and 8.4 of the Minneapolis City Charter:

§ 4.1. - Function.

(a) **Governing Legislative body.** The ~~governing~~ legislative body is the City Council, in which the City's general legislative ~~and~~, policymaking authority, and oversight resides.

(b) **Scope.** The Council may act on the City's behalf in any matter, except where—

(1) this charter reserves the action for a different board, commission, or committee, or for the Mayor or the administration for which article VII provides; or

(2) the action is inconsistent with this charter or otherwise unlawful.

(c) **Council as statutory board.**

(1) **Generally.** Where the law provides for municipal action through a board or commission, and this charter does not reserve that authority to a board or commission other than the Council, the Council must either—

(A) itself serve as the board or commission for which the law provides, even if the board or commission is a statutory rather than a municipal agency; or

(B) provide by ordinance for the board or commission, in which case—

(i) the board's or commission's membership may (but need not) consist partly or wholly of Council members, and

(ii) the Council may (but need not) organize the board or commission as a municipal department.

(2) **Board of appeal and equalization.** The Council may provide under this section 4.1(c) for a board of appeal and equalization, in which case it may also provide that any such board must return to the Council the assessment rolls that the board has revised, in which case the Council may confirm the board's revisions or return the rolls to the board for further revision.

(d) **Franchises.** The Council may grant and regulate any lawful franchise.

- (e) **Licenses.** The Council may grant a license only if the license expires within one year.
- (f) **Liquor licenses.** Subject to any other applicable law, the Council may grant a license for the sale of liquor.
 - (1) **Zoning.** The Council may grant a liquor license only in an area zoned for commercial or industrial use, not for residence or office use.
 - (2) **Wine licenses.** The Council may grant a license for the on-sale of wine, which may include the on-sale of intoxicating malt beverages, to a restaurant which otherwise qualifies for the license under each applicable law or ordinance.
 - (3) **On-site consumption.** The Council must by ordinance establish standards for a restaurant holding a liquor license.
 - (4) **Other limits.** The Council may by ordinance impose additional limits on granting a liquor license.
 - (5) **Other laws and ordinances apply.** All laws and ordinances that otherwise apply to a licensed site remain applicable after the Council has granted a liquor license.

§ 4.2. - **Organization.**

- (a) **Composition.** The Council comprises one Council member elected by and from each ward.
- (b) **Term; election.** Each Council member's term is four years, unless otherwise provided in section 3.2(d). Each ward's voters elect their Council member in each year following a year whose number is evenly divisible by four, unless otherwise provided in section 3.2(d).
- (c) **Council judges elections.** The Council judges its members' elections, for which purpose it may compel the testimony of any witness who may have relevant information, and may compel the production of any relevant book, document, or thing.
- (d) **Vacancy.**
 - (1) **Early vacancy.** When a Council member vacates his or her office before March 1 in the year of the next regular election, the Council must schedule a special election to fill the vacancy. The special election must be held on a legal election day under Minnesota election law that is more than 90 days from the date of the vacancy.
 - (2) **Late vacancy.** When a Council member vacates his or her office—
 - (A) on or after March 1 in the year of the next regular election, and
 - (B) before filing opens for the election,
 —the Council appoints a successor who serves until a member is elected.
 - (3) **Election after vacancy.** When a Council membership is vacant at the time of an election, the elected member takes office upon being elected and qualified, and serves out the unexpired term as well as the term for which he or she was elected.

(e) **Resources.** The City Council must provide for its own staff and the other resources that the Council and its committees and members need for the effective performance of their duties.

(1) **Council staff.** The Council must provide for a nonpartisan administrative staff, in the classified service, that supports the Council or a committee generally and who cannot be assigned to any individual member. The City Clerk heads and (subject to the Civil Service Commission's rules) appoints, directs and supervises, and may discipline or discharge the staff.

(2) **Members' aides.** The Council may provide for aides for each member. The Council may provide for any such aide's appointment in the unclassified service, without regard to section 8.4(b).

(e f) City clerk.

(1) **Election Appointment.** The City Council elects the City Clerk, to whose election section 8.4(b) does not apply. The City Council appoints the City Clerk, without regard to section 8.4(b). The Clerk serves at the Council's pleasure, in the unclassified service.

(2) **Duties.** The City Clerk must—

- (A) keep the corporate seal and all municipal papers and records, including (but not limited to) the City Council's proceedings (section 4.4(e));

- (B) administer each election under the City Council's direction (section 3.1(c)), and may administer an election for the Minneapolis Public Schools board of education if that board so authorizes;
- (C) provide for each ordinance that the City Council adopts to be promptly codified, and generally review the code of ordinances at least once every five years; and
- (D) perform any other duties for which this charter or an ordinance provides, or that the Council requests.

The Council must provide for the Clerk's staff and the other resources that the Clerk needs for the effective performance of his or her duties.

(3) **Oaths.** The City Clerk may administer an oath or affirmation in any proceeding under this charter.

(g) City auditor.

(1) **Function.** The City Council must establish, organize, and otherwise provide for an independent City Auditor's office in charge of audit services for the City's finances and operations, with a view toward –

(A) performing risk-based independent, objective assurance and consulting services;

(B) investigating alleged abuse, fraud, or waste involving the City's resources;

(C) monitoring and assuring compliance with this charter, ordinances, and other applicable law;

(D) monitoring and assuring adherence to sound audit practices applicable to municipalities, which the Auditor designates with the audit committee's approval; and

(E) minimizing financial, operational, reputational, strategic, and other risks.

(2) Organization.

(A) **Audit committee.** The Council must establish an audit committee to oversee the office, and may appoint or by ordinance provide for the appointment of the committee's members, without regard to section 8.4(b). A majority of the committee's members must never have served on the Council. The Council may set the members' terms without regard to section 8.2(c).

(B) **City Auditor.** The audit committee appoints the Auditor.

(i) **Term.** The Council must by ordinance set the Auditor's term of at least four years, during which the Council may remove the Auditor under section 8.2(g)(3) only for cause, acting by a majority if its membership.

(ii) **Staff.** The Council must provide for appropriate staff and other resources. The Auditor heads the staff.

(3) **Audit charter.** The audit committee must adopt an audit charter defining the office's purpose, mission, authority, and independence.(4) **Annual work plan.** The Auditor must annually recommend for the audit committee's review and adoption a work plan setting the office's goals and priorities for the next fiscal year.

(5) **Reporting.** The Auditor is solely responsible for the office's work product. The Auditor may deliver any such work product to the Council, the Mayor, and any other interested board, commission, committee, department, or officer, for informational purposes.

(6) **Access.** Notwithstanding anything in this charter to the contrary, the Auditor enjoys –

(A) jurisdiction over the City Council and over each board, commission, committee, department, officer, employee, and other agency or agent, who must cooperate with any audit or inquiry and furnish any information that the Auditor requests; and

(B) prompt and unrestricted access, without charge, to all records, property, and operations, unless an applicable law or court order explicitly prohibits or limits such access.

§ 4.4. - Proceedings.

(a) Vote required.

(1) **Rules.** The Council at its organizational meeting may by simple majority adopt or amend its rules of order for the conduct of its own business. The Council may thereafter amend its rules by simple majority

unless the rules themselves require a supermajority. The Council may decide a question of order under its rules by simple majority.

(2) **Acts.** An act by the Council takes a simple majority, except as this charter or the law otherwise provides. For this article IV's purposes, the noun "act"—

(A) means any ordinance, resolution, appropriation, any other lawful action, and any action amending, repealing, or otherwise affecting any such act; but

(B) does not include a rule or other vote that relates to the Council's internal organization or procedure.

(3) **Absolute majority required for certain actions.** The Council may take the following action only with a majority of its membership:

(A) adopt an ordinance or resolution;

~~(B) appoint or remove an officer under section 8.4(b);~~

~~(C) appropriate money; and~~

(C) remove the City Auditor (section 4.2(g)(2)(B)(i)); and

(D) authorize an improvement to a sidewalk subject to a special assessment (section 4.4(a)(5)).

(4) **Supermajority required for certain actions.** The Council may take the following action only with the prescribed supermajority:

(A) by two-thirds of its membership, authorize an improvement (other than a sidewalk) subject to a special assessment (section 4.4(a)(5));

(B) by two-thirds of its membership, regrade a graded street;

(C) by two-thirds of its membership, sell realty;

(D) by two-thirds of its membership, vacate wholly or partly any public way or plat, which power the Council enjoys exclusively;

(E) by two-thirds of its membership, remit or discharge any judgment in the City's favor;

(F) by two-thirds of its membership, pass an act over the Mayor's veto (section 4.4(c));

(G) by two-thirds of its membership, remove an elected officer (section 8.2(g)(3));

~~(H) by three-fourths of its membership, authorize a slaughterhouse within the City. No person may operate a slaughterhouse within the City without such authorization; and~~

~~(H) I) by three-fourths of its membership, authorize an unbudgeted payment out of current funds (section 9.2(a)(3)).~~

(5) **Improvements.** The Council may by a majority of its membership authorize a sidewalk, with or without a special assessment. The Council may, by two-thirds of its membership, authorize any other improvement subject to a special assessment. The Council may by a majority of its membership act with respect to an improvement already authorized or to a special assessment in connection with such an improvement.

(b) **Ordinances.** The Council may adopt an ordinance (including an act amending or repealing an ordinance already adopted) only—

(1) at least one week after its introduction at a meeting;

(2) after a report from a committee to which the matter was referred at a Council meeting held at least one week earlier; or

(3) by unanimous consent.

(c) **Mayor's signature or veto.** The Council must present each act to the Mayor in the manner that this charter prescribes for giving notice. The act takes effect (subject to publication (section 4.4(d)), in the case of an ordinance or resolution)—

(1) when the Mayor signs it;

(2) five days after its presentation to the Mayor, if he or she neither signs nor vetoes it; or

(3) if the Mayor vetoes it by returning it to the City Clerk with an objection within five days (excluding Sundays) after its presentation, only if the Council at its next meeting by two-thirds of its membership again passes the act over the Mayor's veto.

(d) **Publication.** An ordinance or resolution takes effect upon publication in an official newspaper. At the direction of the City Council, publication may be accomplished by publishing only the title and summary of the ordinance or resolution. An act so published—

- (1) is admissible as evidence,
- (2) establishes a presumption that the act is valid, and
- (3) is entitled to judicial notice.

(e) **Record.** The City Clerk must carefully and faithfully record the Council's and Council committee's proceedings, including each act adopted and each member's vote on each such act. The clerk must keep the proceedings on file and available for inspection and copying during normal business hours at the clerk's office.

~~§ 4.5. - Executive Committee-~~

~~(a) **Function and powers.** The Executive Committee enjoys the powers and performs the duties that this charter, or the Council by ordinance or resolution, prescribes.~~

~~(b) **Organization.** The Executive Committee comprises—~~

- ~~(1) the Mayor, as chair;~~
- ~~(2) the Council president; and~~
- ~~(3) up to three Council members elected by the Council.~~

~~The Committee's members may not all belong to the same political party unless the Mayor and all the Council members belong to the same political party.~~

~~(c) **Rules.** The Executive Committee may adopt rules of order for the conduct of its own business.~~

§ 7.1. - Mayor.

(a) **Chief executive.** The chief executive officer is the Mayor, in whom the City's general executive and administrative authority resides.

~~(a) **Term; election.** The Mayor's term is four years. The Mayor is elected by the voters in a regular election held in each year following a year whose number is evenly divisible by four.~~

~~(b) **Duties.** The Mayor must—~~

- (1) take care that all laws and ordinances are faithfully observed and enforced within the City;
- (2) direct and supervise the administration for which this article VII provides;
- ~~(2) (3) take care that each other officer discharges his or her duties, for which purpose the Mayor may seek a writ of mandamus or other appropriate action against any delinquent officer;~~
- ~~(3) (4) recommend action in the City's interest by any other government;~~
- (4) (5) address the City Council annually on the state of the City, and recommend appropriate measures for the City's physical and economic general welfare, health, safety, and development; and
- ~~(5) (6) notify the City Council and any other interested board, commission, committee, or department of any litigation against the City.~~

~~(c) **Delegation.** The Mayor may appoint a proxy or other representative to serve in his or her place on any board, commission, committee, or other public body of which he or she is a member. Any such appointment must expire not later than the Mayor's term expires.~~

~~(d) **Vacancy.** Whenever the Mayor vacates his or her office before the year of the next regular election, or in that year before March 1, the City Council must provide for a special election to fill the vacancy. The special election must be held on a legal election day under Minnesota election law that is more than 90 days from the date of the vacancy.~~

~~(e) **Succession.**~~

~~(1) **Temporary vacancy.** Whenever the Mayor cannot discharge his or her duties, or the office is vacant pending an election, then the Council president (or, if the Council president cannot act, the Council vice-president) must act as Mayor until the Mayor (or the Council president, if the vice-president is acting as~~

Mayor) resumes his or her duties or a new Mayor takes office. Any action taken by the Council president or vice-president, or any other successor, acting as Mayor is as valid as if taken by the Mayor. Any successor acting as Mayor draws the Mayor's salary instead of the salary of the office by virtue of which he or she is acting as Mayor.

(2) **Succession plan.** The City Council must by resolution adopt a succession plan, which must establish a line of succession beyond the Council vice-president. The Council must review the plan at each organizational meeting.

(f g) **Resources.** The City Council must provide for the staff and other resources that the Mayor needs for the effective performance of his or her duties.

(1) **Staff.** For the Mayor's support, the Council must provide for at least—

- (A) one administrative deputy,
- (B) two administrative aides,
- (C) one administrative assistant,
- (D) one executive secretary, and
- (E) any other appropriate staff.

The Mayor may appoint any such staff without regard to section 8.4(b). The Mayor's staff serves in the unclassified service.

(2) **Contingent fund.** The Council must annually appropriate a fund of not less than \$5,000.00 for use at the Mayor's discretion. The Mayor may not contribute from this fund to any individual's political campaign. The Mayor must report each expense from this fund to the Council.

(h) **Executive function.**

(1) Separation of powers. Except as this charter otherwise provides, neither the City Council nor any Council committee or member may usurp, invade, or interfere with the Mayor's direction or supervision of the administration for which this article VII provides. The Council and its committees and members –

(A) may seek information or assistance, on their own or on any resident's behalf, from the administration;

(B) may, with the Mayor's consent or in a manner that the Mayor arranges, seek information or assistance in furtherance of the Council's legislative authority; but

(C) may not publicly or privately, directly or indirectly –

(i) issue an order to, seek information that is not public from, or otherwise attempt or purport to direct or supervise, any employee; or

(ii) outside the process of consenting to a nomination under section 8.4(b), advocate the hiring or promotion, or advocate or threaten the removal, demotion, or discipline, of any employee, except by communication with the Mayor or in a manner that the Mayor arranges.

(2) Legislative oversight. The Mayor must furnish to the Council any information that the Council requests for the exercise of its legislative function, including (but not limited to) the budget.

§ 7.2. - Departments.

(a) **The departments generally.** The City Council must establish, organize, and otherwise provide for these departments:

(1) a City Coordinator;

(2) ~~a City Clerk (section 4.2(e))~~ a City Assessor;

(3) ~~a City Assessor~~ a City Attorney and legal department;

(4) a City Finance Officer and budget office, including a director;

(5) ~~a City Attorney and legal department;~~

(6 5) a civil rights department, including a director, and a civil rights commission (section 7.2(d));

(7 6) a department of community planning and economic development;

- (~~8~~ 7) a fire department (section 7.4);
- (~~9~~ 8) a health department, headed by a health commissioner;
- (~~10~~ 9) a planning commission (section 7.2(e));
- (~~11~~ 10) a police department (section 7.3);
- (~~12~~ 11) a public-works department;
- (~~13~~ 12) a purchasing department;
- (~~14~~ 13) a regulatory-services department; and
- (~~15~~ 14) any other department necessary or convenient for the efficient delivery of municipal services.

(b) **Departmental organization.** The ordinance establishing each department must provide for an officer or a board or commission as its head, for any other necessary officer, and for appropriate staff and other resources. The Mayor nominates and, with the City Council Council's consent, appoints each department's head under section 8.4(b), except as this charter or any applicable law ~~or ordinance~~ otherwise provides.

(c) **City attorney.**

(1) **Function.** Except as this charter otherwise provides, the City Attorney and the legal department under his or her direction—

(A) serve as the attorneys and counselors at law to the Mayor, the City Council and its committees, and the other boards, commissions, committees, departments, and officers for which this charter provides; and

(B) counsels, and delivers an opinion on any legal question from, the Mayor, the City Council and its committees, and the other boards, commissions, and committees for which this charter provides, who must consult only the City Attorney (and must not employ or pay any other attorney) for any necessary legal advice.

(2) **Deputy City Attorneys.** The City Attorney may appoint two deputies, who serve in the unclassified service, but with the same employee benefits (except as to hiring and removal) as an officer in the classified service. If a deputy is appointed from the classified service, then he or she is treated as taking a leave of absence while serving as a deputy, after which he or she is entitled to return to his or her permanent grade in the classified service. If no vacancy is available in that grade, then the least senior employee so classified returns to his or her grade before being so classified.

(3) **Park and Recreation Board.** This section 7.2(c) does not apply to the Park and Recreation Board, except to the extent that the Board so requests.

(d) **Civil rights commission.**

(1) **Appointment.** The City Council must provide by ordinance for the appointment of a civil rights commission, to which section 8.4(b) does not apply.

(2) **Jurisdiction.** For the purpose of enforcing civil-rights legislation, the civil rights commission enjoys jurisdiction over each board, commission, committee, department, officer, and other agency or agent, notwithstanding anything in this charter to the contrary. No board, commission, committee, department, officer, or other agency or agent may limit the civil rights commission's jurisdiction.

(e) **Planning commission.**

(1) **Commission.** The commission consists of—

(A) the Mayor;

(B) a member elected by (but not necessarily from) the Board of County Commissioners;

(C) a member elected by and from the City Council;

(D) a member elected by and from the Park and Recreation Board;

(E) a member elected by and from the Minneapolis Public Schools board of education;

(F) a member who is a resident, appointed by the City Council; and

(G) four members who are residents and are not members of any board otherwise represented on the commission, appointed under section 8.4(b).

(2) **Function.** The commission must—

(A) prepare a comprehensive plan for the City's physical development and improvement, with particular regard to public utility and convenience and the general welfare;

(B) recommend to any appropriate board, commission, committee, department, or officer specific plans for public improvements, consistent with the comprehensive plan;

(C) recommend to the City Council ordinances regulating the zoning of buildings and other structures with respect to their size, location, and use; and

(D) perform any other duties for which an ordinance provides.

(3) **Plans and plats.** No public office may receive or record any plan, plat, or replat of any street or other realty in the City, intended for dedication to public use or for the benefit of the fronting or adjacent property, unless the planning commission has endorsed its approval on the plan, plat, or replat. The commission's disapproval rejects, and its approval accepts, the proposed dedication on the City's behalf. But accepting such a dedication does not subject the City to any duty to maintain the dedicated property until the City has entered, used, or improved upon it.

(4) **Public improvements.** The City may not authorize or incur debt for any public improvement, including (but not limited to) any structure of permanent character intended for ornament or commemoration, unless—

(A) the planning commission approves the location and design;

(B) the commission, within 30 days after receiving a plan for a proposed improvement's location and design, notifies the City Council of particular objections, and the Council approves over the commission's objections; or

(C) the commission does not notify the Council of particular objections within 30 days.

(f) **Purchasing.** The City Council may require that each officer, board, commission, or department buy goods through the purchasing department, except as this charter otherwise provides.

§ 7.3. - Police.

(a) **Police department.** The Mayor has complete power over the establishment, maintenance, and command of the police department. The Mayor may make all rules and regulations and may promulgate and enforce general and special orders necessary to operating the police department. Except where the law vests an appointment in the department itself, the Mayor appoints and may discipline or discharge any employee in the department (subject to the Civil Service Commission's rules, in the case of an employee in the classified service).

(1) **Police chief.**

(A) **Appointment.** The Mayor nominates and, with the City Council Council's consent, appoints a police chief under section 8.4(b).

~~(B) **Term.** The chief's term is three years.~~

~~(C) **Civil service.** The chief serves in the unclassified service, but with the same employee benefits (except as to hiring and removal) as an officer in the classified service. If a chief is appointed from the classified service, then he or she is treated as taking a leave of absence while serving as chief, after which he or she is entitled to return to his or her permanent grade in the classified service. If no vacancy is available in that grade, then the least senior employee so classified returns to his or her grade before being so classified.~~

~~(D) **Public health.** The chief must execute the City Council's orders relating to the preservation of health.~~

(2) **Police officers.** Each peace officer appointed in the police department must be licensed as required by law. Each such licensed officer may exercise any lawful power that a peace officer enjoys at common law or by general or special law, and may execute a warrant anywhere in the county.

(b) **Temporary police.** The Mayor may, in case of riot or other emergency, appoint any necessary temporary police officer for up to one week. Each such officer must be a licensed peace officer.

(c) **Funding.** The City Council must fund a police force of at least 0.0017 employees per resident, and provide for those employees' compensation, for which purpose it may tax the taxable property in the City up to 0.3 percent of its value annually. This tax is in addition to any other tax, and not subject to the maximum set under section 9.3(a)(4).

§ 7.4. - Fire.

(a) **Fire department.**

(1) **Fire chief.**

(A) **Appointment.** The Mayor nominates and, ~~with the City Council~~ Council's consent, appoints a fire chief under section 8.4(b).

(B) **Civil service.** The chief serves in the unclassified service, but with the same employee benefits (except as to hiring and discharge) as an officer in the classified service. If a chief is appointed from the classified service, then he or she is treated as taking a leave of absence while serving as chief, after which he or she is entitled to return to his or her permanent grade in the classified service. If no vacancy is available in that grade, then the least senior employee so classified returns to his or her grade before being so classified.

(2) **Senior management.**

(A) **Senior managers.** The department's senior managers are those holding the titles (which may be held by one or more employees)—

(i) assistant chief,

(ii) deputy chief,

(iii) fire marshal,

(iv) assistant chief of training, or

(v) engineering officer.

(B) **Appointment.** The fire chief appoints, ~~with the City Council's assent~~, without examination, a senior manager from the department's firefighters with the rank of captain or higher; and may discharge him or her at will, without regard to the Civil Service Commission's rules. An officer who accepts such an appointment is treated as taking a leave of absence, retains his or her grade and seniority in the classified service, and earns seniority in that grade while serving as a senior manager, after which he or she is entitled to return to his or her permanent grade in the classified service. If no vacancy is available in that grade, then the least senior employee so classified returns to his or her grade before being so classified.

(3) **Officers and staff.**

(A) **Appointment.** The fire chief, ~~with the City Council's assent~~, appoints (subject to the Civil Service Commission's rules) the department's other officers and other employees.

B) **Layoffs.** The fire chief may (subject to the Civil Service Commission's rules) discharge an employee in the City's interest. If the City Council directs that the department reduce its force, then the chief must recommend only such layoffs as will not impair the department's operations.

(b) **Fire marshal.** The fire marshal must take care that all laws and ordinances against danger from fire are faithfully observed and enforced, for which purpose the marshal may enter and inspect any building (including a dwelling) at any reasonable time. The marshal must examine and record the cause of any fire.

(c) **Fire police.** The City Council may provide for fire police within either the fire department or the police department. The fire department may command the police officers at any fire.

(d) **Fire emergencies.** If necessary for the protection of life or property from an unusual fire, a riot, or a like emergency, the fire chief may—

(1) compel the attendance of any employee in the fire department (including an off-duty firefighter), for which purpose the chief may make any necessary or prudent rule; and

(2) appoint additional officers or other firefighters for temporary service during the emergency, without regard to the Civil Service Commission's rules.

(e) **Funding.** The City Council must fund a fire department that can maintain adequate staffing.

(1) **Operating expenses.** The department's operating expenses are paid out of the general fund.

(2) **Capital expenses.** The department's capital expenses are paid out of the permanent-improvement fund, or the proceeds from bonds issued for the purpose, or out of the general fund.

§ 8.1. - Definitions.

For this charter's purposes—

(a) an "officer" includes—

(1) each elected officer (section 8.3(a)(2)),

(2) each member or officer of a board or commission for which this charter provides, ~~and~~

(3) each employee listed in section 7.2 or appointed under section 8.4(b); ~~and, and~~

(4) the City Clerk (section 4.2(f)) and City Auditor (section 4.2(g)); and

(b) an "employee" includes—

(1) everyone in the classified or unclassified service who is not an officer, and

(2) each officer, other than a member of a board, commission, or committee, who is not otherwise classified as an employee under this charter, ~~and an~~ ordinance, or a general or special law.

§ 8.2. - Officers generally.

Except as this charter otherwise provides:

(a) **Oath.** Before taking office, each officer must sign and file with the City Clerk an oath in substantially the following form: "I swear [or 'affirm'] that I will faithfully discharge the office of [title], and will support the constitutions of the United States and of Minnesota."

(b) **Bond.** The City Clerk, the finance officer, and any other officer that the City Council requires, must before taking office deliver an executed bond in whatever amount and form and on whatever conditions the Council requires.

(c) **Term.** ~~Except as this charter, an ordinance, or a general or special law otherwise provides, each officer's term is two years. Except as this charter or a general law otherwise provides, each officer's term coincides with the Mayor's term. A vacancy in the Mayor's office does not end any other officer's term, but any successor serving or acting as Mayor may discipline or discharge an appointed officer under section 8.4(b)(4).~~

(d) **Tenure.** Each officer takes office, after having qualified and taking the required oath—

(1) in the case of an elected officer other than a Council member, elected in a regular general election, on the first weekday in January that is not a holiday in the calendar year next following the election;

(2) in the case of Council members, elected in a regular general election, on the first Monday in January in the calendar year next following the election;

(3) in the case of an elected officer elected at a special election, when the results are certified;

(4) in the case of an officer appointed under section 8.4(b), ~~other than the police chief, on the first weekday in January that is not a holiday in an even-numbered year;~~ upon appointment; and

~~(5) in the case of the police chief, on the first weekday in January that is not a holiday in the year the appointment starts; and~~

(6 5) in the case of any other office, as any applicable ordinance provides, otherwise upon election or appointment.

(e) **Holding over.** Each officer serves until his or her successor has qualified and takes office.

(f) **Duties.** Each officer must perform the duties that this charter or any other applicable general or special law, ordinance, or rule, or the electing or appointing body, prescribes.

(g) **Vacancy.**

(1) **Determination.**

(A) **Elected office.** Each board to which the voters elect an elected officer determines when that office is vacant.

(B) **Other office.** The electing or appointing body determines when any other office is vacant.

(2) **Resignation.** Any officer may resign—

(A) by tendering a written resignation that the electing or appointing authority accepts; or

(B) in any other manner provided by law.

(3) **Removal.** ~~The electing or appointing body (or, in the case of an elected office, the City Council) may remove any officer after notice and hearing.~~ The electing or appointing body (or, in the case of an elected office, the City Council, acting by two-thirds of its membership) may remove any officer for cause after notice and hearing. The City Council may, by two-thirds of its membership, after notice and hearing, remove an elected officer in a manner and for a reason allowed by law. The notice must specify—

(A) the cause for removal, and

(B) the hearing's time and place.

The electing or appointing body may compel the testimony of any witness who may have relevant information, and may compel the production of any relevant book, document, or thing. ~~This section is subject to section 8.4(b)(6), for whose purposes the appointing body is the City Council. This section 8.2(g)(3) is subject to section 8.4(b)(4), and does not require a notice of hearing for a removal under that section.~~

(4) **Vacancies.** The electing or appointing body may fill any vacancy that this charter does not provide another method of filling. Where the voters are the electing body, the City Council may fill the vacancy. A successor filling a vacancy takes office upon election or appointment, and serves only until an elected successor takes office or for the unexpired term's remainder.

§ 8.4. - Other officers.

(a) **Other offices.** The City Council may establish or provide for the establishment of any other necessary office, in which case the Council must provide for its title, ~~appointment,~~ term, compensation, and duties.

(b) **Appointment by Mayor or Council.** ~~Where a general law, special law, ordinance, rule, or other authority provides for an officer's appointment by the Mayor, by the City Council, by any board or commission whose membership mostly consists of Council members, or by any combination of them, and does not explicitly override this section 8.4(b), then the appointment is vested collectively in the Mayor, Executive Committee, and Council as this section provides. The Council may prescribe the Executive Committee's process, and may require consultation with any interested Council committee or member, but may not limit the candidates that the Mayor may nominate or the Committee may review. The Mayor nominates and, with the City Council's consent, appoints any officer for whose appointment this charter or a general or special law does not otherwise provide. This section 8.4(b) does not apply to any appointment for which another provision within this charter provides unless the other provision explicitly refers to this section.~~

(1) **Nomination by Mayor.** The Mayor enjoys the exclusive power of nominating the officer ~~in the first instance.~~

~~(2) **Recommendation by Executive Committee.** The Executive Committee must review the Mayor's nomination, which it may forward to the City Council with a recommendation that the candidate be appointed.~~

~~(3) **Appointment by City Council.** The City Council may appoint a candidate that the Executive Committee has recommended. The Council may not appoint a candidate that the Executive Committee has not recommended.~~

(4) **Failure of appointment.** If an office has been vacant for at least 90 days (or 30 days in the case of the police chief) and the Mayor has failed to nominate a successor, or if the Mayor has nominated three candidates that the Executive Committee or the Council has rejected, then the Executive Committee Council may by a majority of its membership name three or more candidates, from whom the Mayor must nominate one. If the Mayor has not, after 20 days, nominated a candidate so named, then the Executive Committee may by a majority of its membership recommend one such candidate to the Council, and the Council may appoint the recommended candidate, officer without the Mayor's nomination. This process recurs until an officer is appointed.

(5) **Suspension.** The ~~Executive Committee~~ Mayor may suspend without pay any officer appointed under this section 8.4(b). ~~Any such suspension expires after five days unless the City Council extends it.~~

~~(6) **Removal.** The City Council may not remove Mayor may discipline and may, with or without cause, discharge an officer appointed under this section 8.4(b) unless the Executive Committee so recommends, and but~~ may not remove a Civil Service Commissioner except for cause.

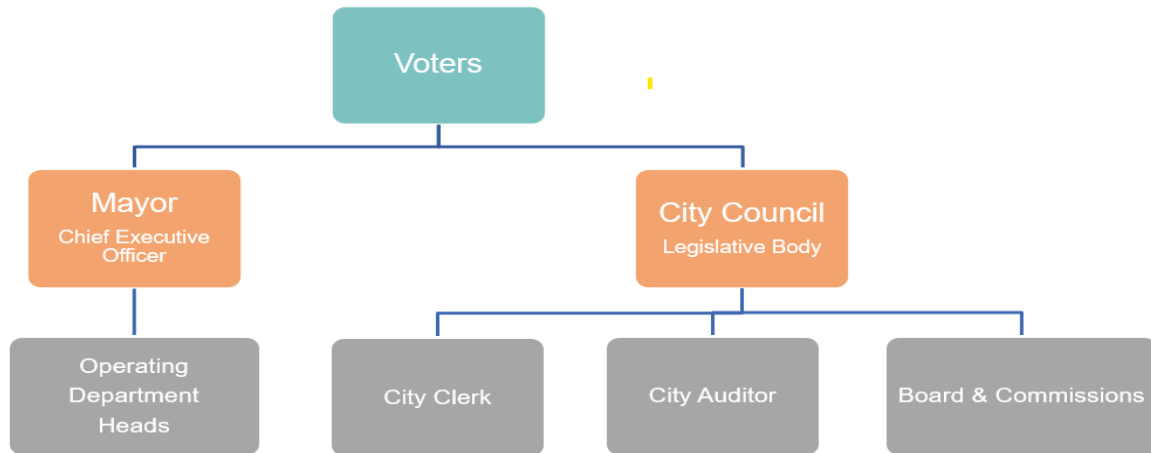
(7) **Holding over.** Any officer subject to appointment under this section 8.4(b) whose term has expired but whose successor has not been appointed may continue in office for up to ~~180 days~~ 30 days unless the Mayor directs otherwise. The Executive Committee may thereafter appoint a temporary successor for up to 90 days. The office is otherwise vacant until a successor is appointed and qualifies. The Mayor may continue in office any officer subject to appointment under this section 8.4(b) whose term has expired but whose successor has not been appointed for up to 180 days, or for a longer period with the Council's consent.

Severability. If any part or provision of this amendment is held invalid or unconstitutional by a decision of a court of competent jurisdiction, the remainder of this amendment shall not be affected thereby and shall continue in full force and effect.

Appendix V: Types of municipal executive structures

Submitted by Jay Kiedrowski, former City Budget Director and Charter Commissioner

By passing Charter Amendment 184, Minneapolis voters authorized a revised form of organization of the City of Minneapolis. The following is a schematic representing that organization change:



The question is how this change should be implemented. The following information and organization charts describe six options (in alphabetical order) for Minneapolis for a manager reporting to the mayor to assist in carrying out the Mayor's Executive Functions:

- Chief Administrative Officer – Duluth
- City Manager – Fresno
- Chief of Staff - Houston
- City Coordinator – Minneapolis
- Deputy Mayor – St. Paul
- Chief Operating Officer – San Diego

Each of these alternative organization schemes have, of course, pros and cons.

If our subcommittee agrees that Minneapolis needs a “manager” to assist the mayor, we then need to decide what to call that individual and where to place it in the city's structure.

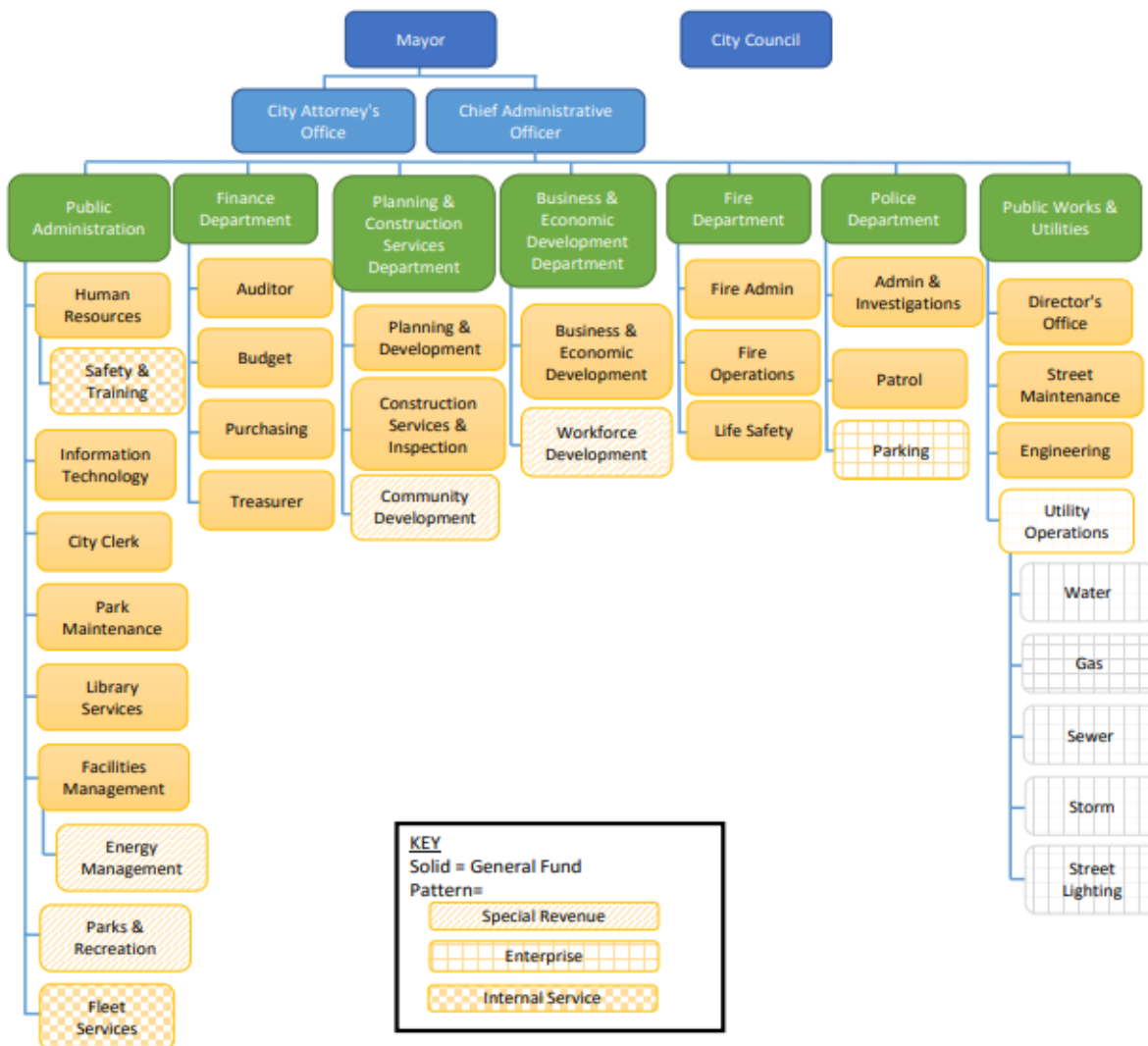
Duluth, MN

Chief Administrative Officer

The Chief Administrative Officer is appointed by the Mayor for an indefinite term and is the Mayor's principal assistant. The city's manager is responsible for the activities of all offices, departments and boards, and investigations and studies of the internal organization and procedure of any office or department within the City of Duluth. The Chief Administrative Officer supervises the heads of all City of Duluth departments except the Attorneys Office." (City of Duluth Website) This approach has the management of the city outside of the Mayor's office. It might divert attention from the mayor as Chief Executive of the city. This approach shows clearly that the departments report to the Chief Administrator. The Chief Administrator Officer approach separates Policy from the Management of the city.

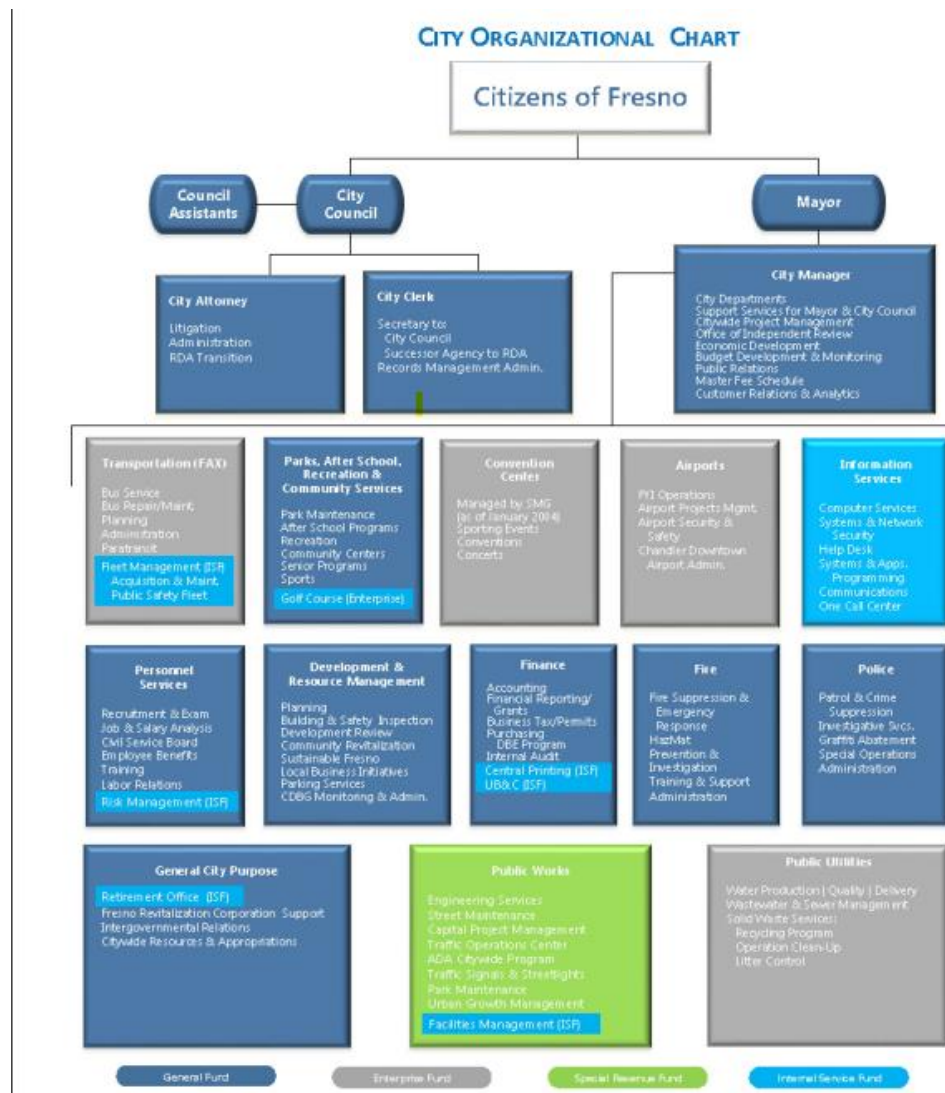
CITY OF DULUTH ORGANIZATION CHART

The City, as authorized by City Charter, may have up to nine operating departments with divisions as appropriate within those departments. Most city departments are within the General Fund, with a few exceptions that cross fund lines.



Fresno, CA
City Manager

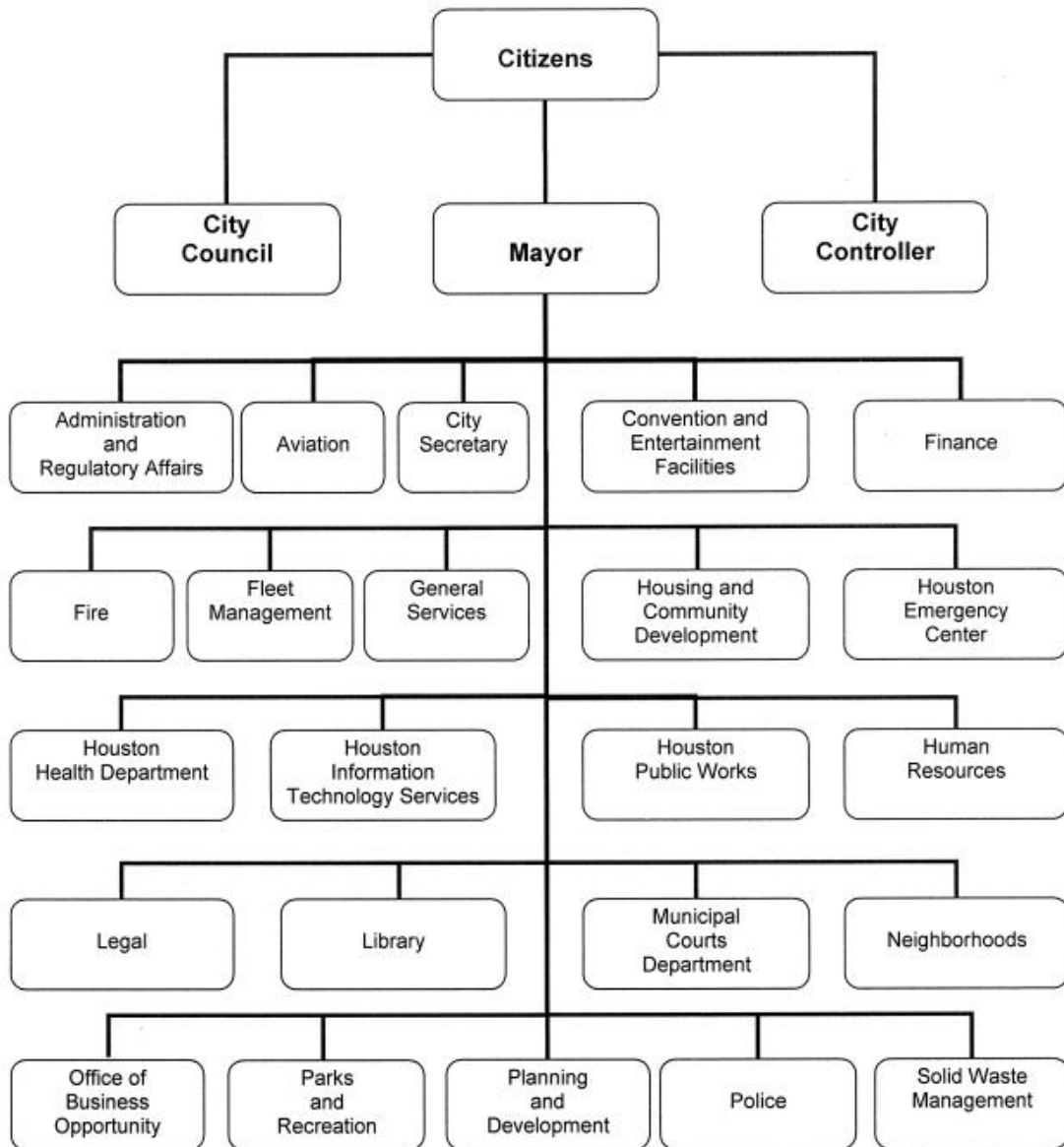
In Fresno, the city manager is a position appointed by the Mayor and serves as the professional administrator for the City of Fresno to provide overall management and supervision, coordinating all day-to-day operations. The City Manager appoints a professional staff to help manage the organization. This team is responsible for inter-governmental relations and administration of city business including managing budget resources, carrying out policy implementation, providing analysis and recommendations to aid in policy development, and overseeing the City’s internal and external communications. In addition, the City Manager’s Office handles special projects and provides leadership in the implementation of programs and policies, ensuring accountability, community responsiveness, and customer service excellence.” (City of Fresno Website) This approach mirrors to some extent the Council – Manager form popular in many suburban communities. The Mayor may find that there are some management issues that are political in nature and may not be able to influence the City Manager easily. The City Manager approach clearly separates Policy from the Management of the city.



Houston, TX
Chief of Staff

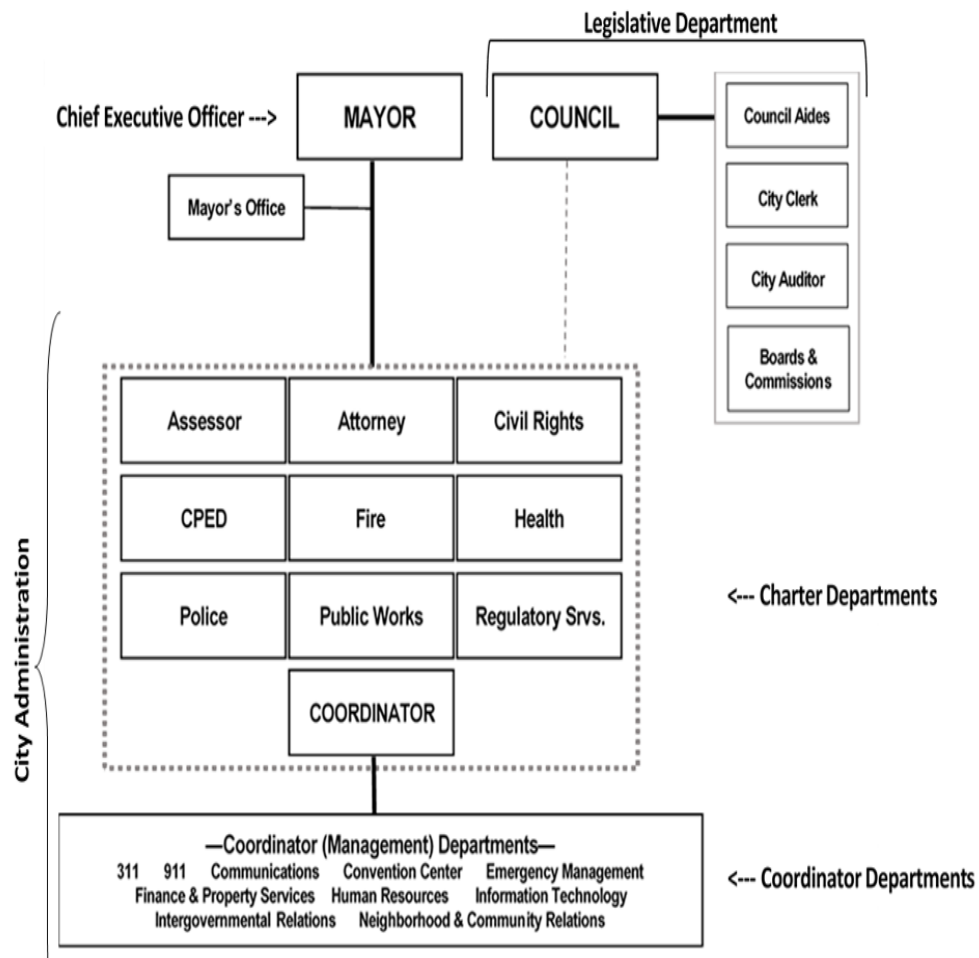
Houston has an organization like the State of Minnesota. The executive carrying out the Mayor's orders is the Chief of staff within the Mayor's office. This form makes it appear that the Mayor does everything. Unfortunately, it may confuse the department heads as to who is in charge: the Mayor or the Chief of Staff. This alternative keeps any disputes between the Mayor and the Chief of Staff behind closed doors. The Chief of Staff approach blurs the line between Policy and Management.

ORGANIZATION CHART



**Minneapolis, MN
City Coordinator**

The Minneapolis City Coordinator is the closest role that Minneapolis has to a chief manager. One could use the name City Coordinator to have a city “manager” by creating an Administrative Services Director to take the City Coordinator’s current duties and having the City Coordinator manage all of the departments. It gives the impression that the mayor is the executive and the coordinator ensures that everything is functioning well. The downside of simply changing functions of the City Coordinator is the confusion with the prior role of the City Coordinator. The City Coordinator approach separates the Policy from the Management of the city.

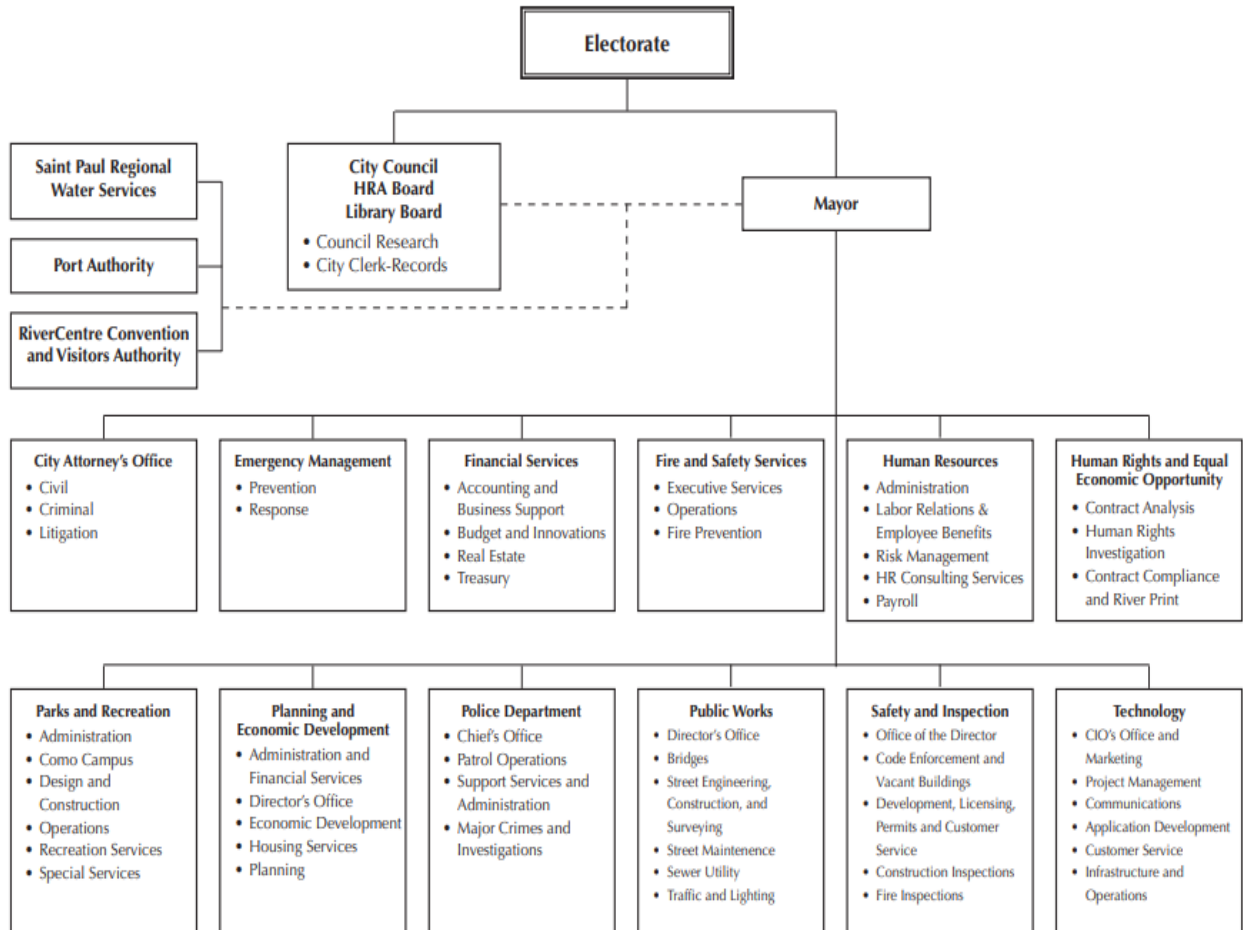


St. Paul, MN
Deputy Mayor

Jaime Tincher [who has political and management experience] manages the daily operations of Saint Paul's government, including its fourteen departments, and more than 3,000 employees. As Deputy Mayor, Tincher implements Mayor Carter's vision of a city that works for all of Saint Paul's 304,000 residents." (City of St. Paul Website) This approach is like the Chief of Staff but named differently. It makes the Mayor seem like they are in charge of everything, when in reality the Deputy Mayor is managing the city. Interestingly, the Deputy Mayor has to be approved by the City Council in St. Paul. Also, the Mayor's Chief of Staff reports to the Deputy Mayor. This does lack some clarity. If the Police Chief, for example, thinks they report to the Mayor because the organizational chart indicates that, the Deputy Mayor will have difficulty. It is incumbent on the Mayor to clarify who is in charge of what functions. This Deputy Mayor approach blurs the separation of Policy and Management.

City of Saint Paul, Minnesota
 (Form of Government: "Strong" Mayor, with Seven Councilmembers Elected by Ward)

4



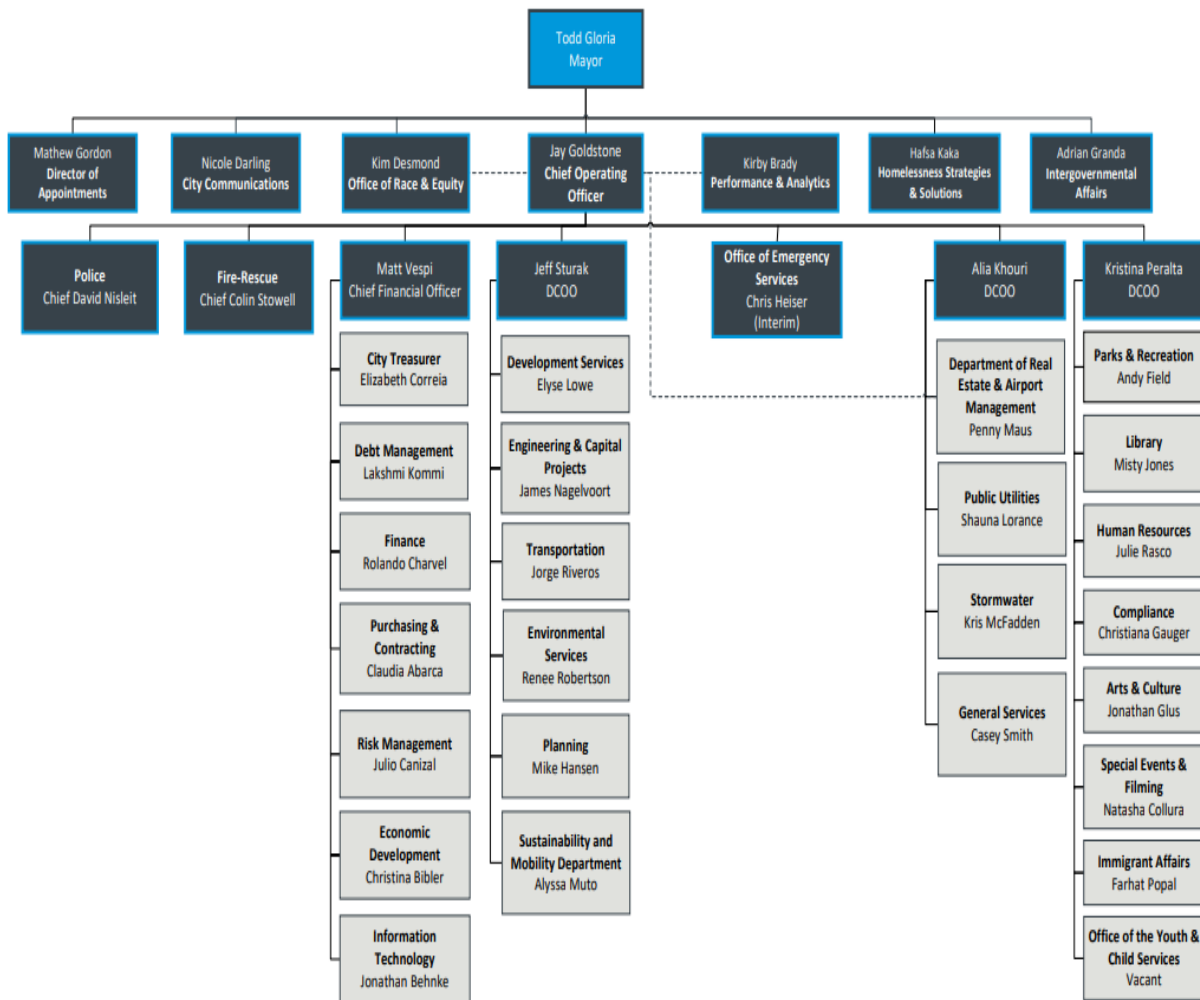
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San Diego, CA
Chief Operating Officer

In San Diego’s strong-mayor form of government, the Mayor acts as the Chief Executive Officer of the City. One of Mayor Gloria’s first appointments was interim Chief Operating Officer Jay Goldstone who previously helped lead the City out of the Great Recession and into a period of economic stability. The COO manages all city departments and reports to the Mayor.” [San Diego Website] Having a Chief Operating Officer clarifies what is management and what is executive (Policy and Politics). It probably is easier to operate in this system. The Police Chief would go to the Mayor for emergency situations and to the Chief Operating Officer for budgeting, space, vehicles, planning, technology, and so on. It separates the Policy from the Management of the city.



City of San Diego Organizational Structure



Appendix VI: Roles matrix

From City Clerk Casey Carl

This matrix helped the Work Group understand certain issues related to the key positions: Mayor, City Council, City Operations Officer, and Deputy Mayor.

DECISION MATRIX	MAYOR		COUNCIL		CAO/COO		DEPUTY/COS	
	CURRENT	FUTURE	CURRENT	FUTURE	CURRENT	FUTURE	CURRENT	FUTURE
FUNCTIONS Roles and Responsibilities								
AUTHORITY								
CHARTER								
CODE								
OTHER Delegated Responsibilities								

Appendix VII: Best practices used by Work Group

1. Executive Mayor: delegation of responsibilities

The mayor must always be respected as the CEO and have the authority to make decisions and intervene. They are accountable to the people for all decisions and actions. Likewise, within the city enterprise, there is ultimate accountability to the mayor.

a. The mayor delegates

The objective is to get the work of the city done, both internally (operational/daily functionality) and externally (strategic direction, relationships, and community-building). The mayor delegates operations and systems to ensure implementation.

b. Authority must accompany the delegated responsibility

Alignment of responsibility and authority ensures results and is necessary to hold direct reports accountable. What responsibility/authority does mayor reserve and what do they delegate? How does the mayor hold those with delegated responsibility and authority accountable?

c. Develop best practice Human Resource appointment process

Define a consistent, thorough process to recruit, assess, select, hire, and retain the most qualified, experienced, professional candidates for mayoral appointments (COOAO, Deputy Mayor and Department Directors).

d. Limit number of direct reports

Best practice is to have fewer direct reports. There may be “high risk/high priority” city functions that the mayor chooses to include as a direct report.

e. Communications and reporting

Regardless of the number of direct reports, the Executive Mayor structure should ensure the mayor obtain the information needed to perform the role of executive leader. The major question is how to balance “who should report to the mayor and who has access to the mayor?”

f. Biggest risk

The biggest risk is to create a system where the mayor is too involved in too many things. The city needs a structure that ensures the mayor has trusted staff to whom responsibility can be delegated to carry out the mayor’s goals and priorities.

2. Department directors’ administrative leadership

a. Roles and responsibilities

The roles and responsibilities of each position must be clearly delineated, including how the directors interact with others and who has decision-making authority. The Executive structure should ensure clear and regular communication between the mayor and direct reports and between administrative leaders and department heads. We recommend utilizing the RACI model (Responsible, Accountable, Consulted, Informed) for delineating roles and responsibilities.

b. Restructuring of city government

Consolidation of Minneapolis' city departments and functions could result in best practices for its operations, performance, and alignment. It is important to ensure consistent oversight of city departments, including their performance reviews, annual work plans, labor negotiations, and annual operating and capital budgets. These core processes should advance alignment with enterprise goals and the mayor's direction and result in a more efficient, effective, and accountable city government.

c. Professional management

Ensure that city services are defined and delivered by people with expertise and experience in their area of responsibility. Department directors should be expert in the city services they lead and have the intellectual curiosity and commitment to:

- 1) continuously improve city services.
- 2) Add value, efficiency, and effectiveness.
- 3) Ensure that services provided achieve the city's equity goals.

Ensure these professional leaders have demonstrated the:

- 1) ability to both listen, acknowledge, and understand the needs of the people of Minneapolis and respect the leadership of elected officials.
- 2) maturity/emotional IQ to work with their colleagues and the people they lead in their area of responsibility.

d. City enterprise change management and culture

1) City Culture

The mayor, council and appointed officials should define and model the expectations of how to operate within Minneapolis City Government, including the city's:

- Ethics policy.
- Code of conduct.
- Personal behavior.
- Professional standards.

2) Conflict management

To the extent possible, the administrator and department directors should resolve personal conflicts and professional disagreements. They should not be elevated to the mayor or council.

3) Balanced form of Government: Mayor and Council

Establish practices to ensure collaboration and cooperation between the mayor and council, such as:

- Strategic planning retreats
- Regularly scheduled meetings
- Assigned liaisons
- Clear and regular communication

Appendix VIII: Considerations regarding positions - City Attorney

This background and considerations of the City Attorney's role were drafted by Work Group members, Tim Marx with the assistance of Emily Johnson Piper and Myron Frans. It informed the Work Group's deliberations on the City Attorney's role.

Background

The City Charter establishes the "City Attorney and legal department" (collectively "City Attorney") as one of the 13 "Charter departments." Charter § 7.2 (a) (3). The City Attorney is an "officer" of the City nominated by the Mayor subject to the consent of the City Council and dischargeable by the Mayor with or without cause under Charter § 8.4. The City Attorney has the same term in office as the Mayor and may serve until a successor is appointed and qualified. Charter §§ 8.2 (c) and (e).

The City Charter specifies the key functions of the City Attorney in § 7.2 (c) (1) as follows:

Except as this charter otherwise provides, the City Attorney and the legal department under his or her direction—

- (A) *serve as the attorneys and counselors at law to the Mayor, the City Council and its committees, and the other boards, commissions, committees, departments, and officers for which this charter provides; and*
- (B) *counsels, and delivers an opinion on any legal question from, the Mayor, the City Council and its committees, and the other boards, commissions, and committees for which this charter provides, **who must consult only the City Attorney (and must not employ or pay any other attorney) for any necessary legal advice.** (Emphasis supplied.)*

The authority provided by the Charter to the City Attorney as the City's sole source of legal advice and the professional obligations of the City Attorney make the City Attorney unique among department heads. The City Attorney serves as lawyer for the City as a municipal corporation and single entity, and not just individual policy and decision makers. This imposes a special responsibility on the City Attorney to provide legal advice, judgment, and representation fairly and impartially in recognition that various representatives of the City will often have different policy preferences and objectives and will seek legal advice to support these varied objectives. The City Attorney works to have policy and decision makers understand the legal implications of their preferences and decisions and have the City speak with "one legal voice." Importantly, the City Attorney has obligations under the Rules of Professional Responsibility governing attorneys to respect the attorney/client privilege and preserve confidentiality.

The procedures and protocols the City Attorney utilizes to provide legal advice, maintain appropriate confidences, while at the same time assuring that all policy makers have access to the legal advice needed to make policy decisions are critical to the successful operation of the City. These procedures and protocols have been in place and relied on under the prior charter structure and, when used consistently in a professional, common sense, and user-friendly manner, build the trust necessary for a successful "client/attorney" relationship between the City's policy and decision makers and the City Attorney. This trust is necessary for effective working relationships and City operations regardless of how the reporting relationship of the City Attorney is structured within City government.

Reporting Relationship Options

Currently, as with all “Charter departments,” the City Attorney reports directly to the Mayor. Under the new executive management structure this could continue. However, with the recommendation for the creation of a

City Operations Officer (COO), it should be considered whether the City Attorney should report to the COO. The Work Group considered both options, and the strengths, risks, and critical success factors for each as set forth below. The Work Group believes both options are viable but did not reach consensus on a recommendation. The Work Group suggests the Mayor review this analysis and seek additional input before deciding. It will be important to mitigate the risk factors and implement the success factors identified for the option selected.

1. Report Directly to the Mayor

Strengths

- Under the new executive management structure, the Mayor is the executive responsible for all city operations. Receiving legal advice directly from the City Attorney is more likely to provide the Mayor with a fuller view of the legal ramifications of proposed actions. Nearly all decisions the Mayor makes require legal advice as risks and opportunities are assessed and very “close calls” are made. A direct reporting relationship could facilitate the trust and confidence of the Mayor in the legal advice provided and allow the City Attorney to better understand the Mayor’s objectives and how to best provide clear and consistent legal advice.

Risks

- A direct reporting relationship could have impact on the level of trust that the City Council has in the City Attorney. This risk could be enhanced as a result of the implementation of the new executive management structure, particularly during the initial stages when the City Attorney will be called upon to advise on the roles and responsibilities of the Mayor and the City Council.
- A direct relationship could negatively impact the effectiveness of the City Operations Officer (COO) if there is not a strong working relationship between the COO and the City Attorney. The COO and department heads will require legal advice to do their work and the Charter obligates the City Attorney to represent the COO and departments, regardless of reporting relationship. It could get very confusing and dysfunctional if the Mayor, through a direct reporting relationship to the City Attorney, gets involved in COO and department operational matters, consciously or not, through the lens of overseeing legal advice.
- As an office that serves all city departments and the City Council, this structure could result in the Mayor being pulled into the minutia of the City Attorney’s office operations and a myriad of issues that do not require the attention of the Mayor.
- A direct reporting relationship could increase the potential for misunderstanding legal considerations and the weight they should carry in making policy decisions and result in decisions that are disjointed from the practical consequences of implementation.

Critical Success Factors

- Clear protocols and procedures between the City Attorney and City policy makers and decision makers, particularly the City Council, would be necessary to establish the trust referenced above.
- A close working relationship between and the Mayor, the COO, and the City Attorney is necessary to mitigate the risk of the Mayor and City Attorney, most likely inadvertently, impacting the effectiveness of City operations.
- The lines of privilege, confidentiality, and decision-making are clearly defined for all parties to which the City Attorney provides legal advice.

2. Report to City Operations Officer

Strengths

- Reporting to the COO would help prevent the City Council from perceiving that the City Attorney weighs legal advice in favor of the Mayor's policy preferences and objectives.
- This option could better empower the COO to balance legal advice with other considerations in managing City operations with ultimate accountability to the Mayor with City Council oversight.
- Having the City Attorney report to the COO along with other department heads could enhance the working relationship between the COO, department heads, and the City Attorney as a "team" responsible for City operations.

Risks

- This could restrict the direct flow of legal advice to the Mayor.
- A direct reporting relationship could have impact on the level of trust that the Mayor has in the City Attorney. For example, it could prevent a close working relationship between the City Attorney and the Mayor and the Mayor's willingness to accept legal advice inconsistent with the Mayor's policy preferences and objectives.
- Similarly, this reporting relationship could prevent the City Attorney from understanding clearly the Mayor's objectives and creatively developing options that could achieve them while seeking to mitigate legal risks.

Critical Success Factors

- The Mayor and the City Attorney must develop a relationship based on professional trust and have regular interaction.
- The Mayor, the COO, the Mayor's Chief of Staff (COS), and the City Attorney must understand that for the City Attorney to represent the City competently, there will be circumstances (likely few but with significant potential risk or impact) when the City Attorney must have direct, immediate and, on occasion also exclusive, access to the Mayor.
- The lines of privilege, confidentiality, and decision-making are clearly defined for all parties to which the City Attorney provides legal advice.

Appendix IX: Interviews with representatives of St. Paul, Duluth, and San Diego

At its December 12, 2021, meeting the Government Structure Work Group heard presentations from representatives of three cities: Duluth, St. Paul, and San Diego. These cities were selected because the Work Group sought advice on the structure, organization, and operation in executive mayor cities. In addition, Duluth, and St. Paul, as home rule cities of the first class in Minnesota, are governed by the MN state constitution and statutes and both have operated as executive mayor cities for decades. San Diego was selected because it became an executive mayor city relatively recently, in 2002, and the Work Group sought to learn from the experience of implementing the change to the city's government structure.

The individuals who the Work Group interviewed from the three cities served in chief administrator/operations officer and senior officers' positions. They have knowledge and expertise regarding these executive mayor cities and were direct, sincere, and helpful in their advice. Because those interviewed were candid and thorough in sharing their assessment of the strengths and risks of the executive mayor structure, this section provides a high-level summary and respects the confidentiality of their remarks.

Primary advice included

A. Distinctions in the Level of Delegation Among Cities

Although all three cities are executive mayor cities, there are major differences among them. Certainly, the history of the city, its population and the complexity of its operations have impacted each city's government structure and operation. The Mayor must determine what level of responsibility and authority to assign to the operations and policy/political roles of his/her office.

For example, St Paul went from a commission form of government to an executive mayor in 1970. St. Paul's administrative code provides specific qualifications for the Executive Assistant and defines the duties as day-to-day to- day supervision and coordination of administration under the Mayor. This Executive Assistant position has been called "Deputy Mayor" for many years; however, the Mayor appoints department heads and each department head has autonomy and authority in their functional responsibilities. Conversely, San Diego went from a city manager form of government to an executive mayor in 2002. The Mayor has delegated substantial responsibility and authority to the Chief Operating Officer who hires department heads and oversees the day to day administration/operations.

B. Need for Two Distinct Roles

Both direction for day-to-day operations by a professional, non-political administrator (Chief Operations Officer-COO) and similar leadership for policy/political staff (Chief of Staff-COS) was urged as essential to the success of the executive mayor structure. It was stated that Mayors spend 60 to 80% of their time addressing needs/issues external to the internal operations of city government. There must be highly qualified, experienced leadership to continue the city's work on behalf of the Mayor. The COO and COS must be able to balance professional operations and policy/politics and work together.

***The Executive Mayor must advocate for a balance of the professional and policy/political perspectives.

C. Need for professional oversight of city Operations

Professional expertise and influence over decision making was observed frequently to be weakened or overwhelmed by policy direction and political expediency. Whenever there is a key decision, the COO must be included in the deliberations. A strong professional voice of the administration is critical to good government. To ensure balance in decision making an experienced and highly qualified professional must be appointed as COO.

D. Need for experienced policy/political leadership

The Mayor is the executive leader of the city enterprise elected by the people of the city. To fulfill this role, it is essential that the Mayor is in regular communication and contact with the people and all constituencies—business, educational and non-profit organizations and the communities of faith. The COS must provide experienced counsel with political savvy and knowledge of the people, constituencies, and communities of the city.

E. Clear Delegation of Responsibility and Authority

To ensure accountability and the sound operation of city government, the Mayor must give clear delegation of responsibility and authority. Also there must be clarity between the roles and duties of COO and COS. To achieve this objective, most organizations utilize a process to define and document the roles and responsibilities of the COO and COS. This delegation of responsibility and authority must be clear to the entire city enterprise. It must be clear who is giving operational direction to ensure the implementation of the Mayor and Council policy agenda. Department heads must know they report to COO for day-to-day operations and to the Mayor for policy direction and as their hiring authority.

F. Communication and Relationships

For the work of the city to get done, there must be respect, trust, and a willingness to work together. The COO should have weekly meetings with the Mayor and with the COS. The COO and COS share responsibility for the success of the Mayor's agenda and the city; they work on behalf of the Mayor.

G. Mayor and City Council Communication and Relationships

The people of the city legitimately believe that their Mayor and City Council must cooperate and collaborate to achieve the optimal city government. To do this, the Mayor and City Council should meet to develop a shared agenda and priorities. They should meet regularly and they should share their vision to the people, constituencies—business, educational and non-profit organizations and the faith communities. They should establish the culture for the city government and demonstrate it as one of collaboration, results/getting the job done and success—fulfilling its potential/promise.

Appendix X: Implementation of the Executive Mayor Structure

A. Communications plan

Draft and execute a comprehensive communication plan to introduce Mayor Frey's plan for the Executive Mayor structure. The plan should:

- Define next steps for transitions in the city structure, operations and culture that will occur the years ahead.
- Use the principles that Mayor Frey outlined for the Work Group. ([See Appendix I](#))

1. Audience

The audience should be comprehensive. It should speak to the city council, department heads, city staff, the people of the city and all constituencies.

2. Messages

The messages should explain the proposed operations/structural changes, including additional charter and code amendments. Even more, they should explain:

- Culture Change
 - How will implementation of the new structure serve Minneapolis and its people?
 - What will the Executive Mayor Structure do for the people?
 - How will it make city government better?
 - How will it deliver "good government"?
- Legislative Council
 - How do the proposed structure and processes achieve a balanced government with solid working relationships between the mayor and city council?
 - How does the Executive Mayor Structure support the work of the Legislative Council?
 - How do the mayor and council work together to advance the city and provide the city government that serves the needs of its people?
- Mayor Frey's remarks should:
 - Set the standards and expectations for durable, accountable city governance.
 - Explain how the Executive Mayor structure will make city government efficient, effective, just, equitable and accountable.

3. Vehicles/methods

The vehicles/methods for distributing this communication plan should be comprehensive. They should include standard news media, social media, and personal communication by Mayor Frey. The implementation of the Executive Mayor structure should be a primary platform of this his term. He should return to it and the objectives he intends to achieve and document the progress throughout his term.

4. Timing

Delivery of the message should be timed for maximum impact.

5. Objective

Clearly and consistently communicate and engender a commitment by all parties that in our new system of governance our mayor provides leadership, council collaborates, department heads support and staff understands.

B. Reorganization of City Government

Even though this was not in the Work Group charge from Mayor Frey, our study and deliberations caused us to realize that establishing an Executive Mayor-Legislative Council government structure involves a logical next step — the consideration of the organization of Minneapolis city government.

In our review of city governments, we found that many cities have consolidated city departments based on functional responsibilities and/or city goals. The benefits of this type of reorganization are:

- Fewer direct reports
- Optimized operations management
- Instituting best management practices

Also, city departments could be organized into teams that are mobilized, aligned, and integrated to achieve the city's goals (i.e., a safe, economically resilient, a well-managed, healthy, and just city). The goal would be to continuously improve and to establish a city culture based on responsive service, efficiency, effectiveness, equity, and accountability.

We believe such a reorganization is an essential component to fulfilling the aspirations/objectives of the Executive Mayor-Legislative Council charter amendment and advancing Minneapolis to achieving its full potential. We recognize that this will undoubtedly require additional amendments, largely of a technical nature, to implement fully the expressed will of the electorate in choosing this new form of government.

C. Delineation of roles and responsibilities

We recommend that the mayor clearly define roles and responsibilities in the government structure adopted, including:

1. COO and COS scope and functions .
2. Scale of delegation, reporting expectations.

For item #2, consider leveraging a best practice tool often employed in complex organizations to define roles and responsibilities and ensure clear lines of accountability and decision-making authority: the RACI (Responsible, Accountable, Consulted, Informed) model.

There are many variations of this tool, but all essentially map the key actions taken in an area to the individuals who play a relevant role, defining whether a leader is responsible for doing the work, accountable for the work being done, consulted or simply informed. This can help clarify decision-rights and operating authority, creating the clarity needed to streamline and simplify work. Learn more about RACI at <https://www.consultantsmind.com/2015/05/18/what-is-raci/>

The collaborative process of creating RACI documents can, itself, be a way of building shared ownership in ways of working within a new organization structure. These documents can be made public thus providing transparency to local decision-making processes and authority for the broader community. RACI documents do require discussion/negotiation between the various parties. They are not simply developed by the leader and handed down. There needs to be some give and take. Teams must be educated on how to implement RACI tools.

D. Operational alignment

We recommend the mayor employ a best practice process to ensure operational alignment in the new government structure. Any change of government structure presents the opportunity for more effective operation and the risk of confusion and unclear accountabilities. As authority is delegated in new ways, the adoption of an operational alignment tool may be helpful.

Specific areas to be addressed include:

1. Establishment and alignment of Annual Operating Plans (AOP) throughout city government
2. Establishment of Key Performance Indicators (KPIs) and a regular cadence to review of progress against objectives (Quarterly)

To address items #1 and #2, the mayor might consider leveraging a best practice tool often employed in complex entities to ensure organizational alignment: the creation of annual OGSM (Objectives, Goals, Strategies and Measures) plans. Learn more about OGSM plans at <https://www.mindtools.com/pages/article/ogsm-frameworks.htm>

Department OGSMs are prepared by department heads and reviewed by the COO. This standardized tool drives alignment and transparency on department objectives and strategies, and on the metrics that will be used to assess success/failure. Quarterly reviews with the COO may be used to:

- Hold the department leader accountable for progress against objectives
- Assess the ability of the leader to do the job
- Understand roadblocks and obstacles and remove them
- Provide coaching, guidance, and support to the department leader

OGSM documents are not simply developed and rubber stamped. They require the COO to review them carefully and make sure the goals established are the mayor's goals and the measures recommended are the right ones. OGSMs provide that most essential of commodities: focus. It forces departments to articulate what they are trying to accomplish in the coming year and to decide what KPIs best measure their performance. This process drives deep ownership of goals. OGSM documents can be made public thus providing transparency into what each department is accountable for and how performance will be measured, to the broader community.

Department heads must be educated on how to create their OGSMs. It is not hard, but it must be learned; a coach can be helpful. Perhaps the business community would lend resources to help. They generally have individuals who serve as coaches within their own organizations.

E. Recruiting and selection of COO

We expect the City's Human Resources Department to use established processes to recruit and select department heads. We offer in this section:

- A high-level overview of roles and responsibilities for the COO, COS, and department heads.
- An executive hiring process outline to facilitate the essential next steps to implement the Executive Mayor structure.

The COO would be a new position. We've included these materials to assist the mayor in a timely recruitment and selection process and attract/retain the requisite professional experience and expertise. Also, the implementation of the Executive Mayor structure will require updates. The Human Resources Department will need to update the job roles and duties of the COS and Department Heads.

We understand the mayor may utilize a less public process in the selection of the COO who would have an internal operations focus; unlike, for example the recruitment of the police chief. In addition, we urge the mayor to consider using an assessment process to enhance the selection of the COO. The executive assessment will provide a comprehensive profile of the candidates and assist the mayor with both the selection decision and coaching and oversight of the appointed COO. It also would be prudent to hire a local recruiting firm that has a focus on diversity, equity, and inclusion.

Appendix XI. Hiring process and job roles and responsibilities: COO, COS, and department heads

A. Hiring Process

Step 1: Finalize job posting/job description with the Mayor

Meet with Mayor and/or designees and Chief Human Resources Officer to create job description/job posting for COO and revise job descriptions for all Department Directors. Draft job Descriptions are in the Appendix

- These job descriptions should be both broad and specific to allow for individuals to apply that may be subject matter expertise in the work of the department but that also draws individuals who have excellent leadership, change management, and people management skills
- The Mayor and CHRO should decide whether they want a hired recruiter to assist with the job descriptions and the hiring process at this stage.

Step 2: Design and Develop a Community Centered Search Process

Human Resources would work with the Mayor's office in developing a community centered hiring process plan that is approved by the Mayor

- Design a process in which community members are involved with the recruitment and search process
- Draw from current boards and commission members, NCR relationships, Council connections and relationships to serve on the selected panel
- Consider whether the Council could also be invited to participate in the process
- Consider whether the Mayor should select a search panel or invite community members to apply
- Consider whether the role of other department staff should be invited to help with the coordination of this effort

Step 3: Design a Recruitment Plan

HR works with the Mayor's office in designing a national recruitment plan

- A recruiter could be hired to help attract candidates to the job and participate alongside with HR in the hiring process. * Please note that a recruiter costs money so the city should be prepared to budget for this cost.

Step 4: Announce Hiring Process Publicly

Mayor's office and HR should work with the Communications Department to ensure that this announcement is made across all media channels

- A press release may be necessary. It is important to state why the Mayor is choosing this type of hiring process which is arguably different than how the city has hired Department Directors in the past.

Step 5: Implement the Plans

- Develop timeline for recruitment
- Develop timeline for hiring process
- Secure location for interviews
- Finalize selection panel
- Host the interviews at a location that is accessible for the selection committee and candidates

B. Job roles and responsibilities for COO, COS, and department heads

1. City Operations Officer (COO)

The COO should have sufficient education and organizational experience (local government expertise preferred) to carry out the duties of the position:

Appointment: The Chief Operating Officer (COO) is appointed by the Mayor and approved by the City Council. The COO should be appointed based solely on the accepted competencies and practices of government management. Attention should be given to how the COO supports social equity.

Term: The COO serves a 4-year term consistent with the term of the Mayor but may be removed at any time by the Mayor.

Duties:

- i. Execute the laws, policies and ordinances approved by the City Council and Mayor.
- ii. Consult with the Mayor, who has the appointment authority, in the appointment and reappointment of all City Department Heads provided for by or under the charter
- iii. Consult with the Mayor, who has the removal authority, to remove any city employees and administrative and appointive administrative officers provided for by or under the charter.
- iv. Direct and supervise the Management of all departments, offices, and agencies of the city except those reporting to the City Council.
- v. Make available and accessible information and such other reports as the City Council may require concerning operations in a timely manner.
- vi. Work with Department Heads to:
 - (a) Develop Department and City-wide Strategic Plans
 - (b) Develop Department Annual Work Plans
 - (c) Develop Department Annual Budget Proposals
 - (d) Develop Performance Measures for Department Activities
- vii. After Consultation with the Mayor, complete Annual Performance Appraisals of Department Heads.
- viii. After Consultation with the Mayor, recommend annual salary increases for Department Heads.
- ix. Conduct individual monthly meetings with Department Heads.
- x. Approve the appointments of all city officials reporting to the Department Heads.
- xi. Work to create a great culture among city employees

2. Mayor's Chief of Staff (COS)

The COS should have sufficient education and policy experience to carry out the duties of the position:

Appointment: The Mayor's Chief of Staff (COS) is appointed by the Mayor and is not approved by the City Council.

Term: The COS is appointed by the Mayor and may be removed at any time by the Mayor.

Duties:

1. Execute the laws, policies and ordinances approved by the City Council and Mayor.
2. Consult with the Mayor, who has the appointment authority, in the appointment and reappointment of all of the Mayor's staff.
3. Direct and supervise the management of the Mayor's staff.
4. Assist the Mayor in communicating with the City Council, Park Board, School Board, and other city organizations.
5. Develop staff Annual Work Plans.
6. After Consultation with the Mayor, complete Annual Performance Appraisals of the Mayor's staff based on their Work Plans.
7. After Consultation with the Mayor, recommend annual salary increases for the Mayor's staff.
8. Conduct individual monthly meetings with the Mayor's staff.

3. Department Heads

The Department Heads should have sufficient education and organizational experience (local government expertise preferred) to carry out the duties of the position:

Appointment: The Department Heads are appointed by the Mayor and approved by the City Council. The Department Heads should be appointed based solely on the accepted competencies and practices of local government management. Attention should be given to how the Department Heads supports social equity.

Term: The Department Heads serve a 4-year term consistent with the term of the Mayor but may be removed at any time by the Mayor.

Duties: Execute the laws, policies and ordinances approved by the City Council and Mayor. Consult with the Chief Operating Officer in the appointment and reappointment of all Assistant Directors:

1. Direct and supervise the Management of all staff in the Department.
2. Make available and accessible information and such other reports as the City Council may require concerning operations of the Department in a timely manner.
3. Assist the Mayor and City Council in carrying out their policy functions.
4. Work with Department Staff to:
 - i) Develop Department Strategic Plans
 - ii) Develop Department Annual Work Plans
 - iii) Develop Department Annual Budget Proposals
 - iv) Develop Performance Measures for Department Activities.
5. After Consultation with the COO, complete Annual Performance Appraisals of Department Assistant Directors.
6. After Consultation with the COO, recommend annual salary increases for Department Assistant Directors.
7. Conduct individual monthly meetings with Department Assistant Directors.
8. Approve the appointments of all city officials reporting to the Department Assistant Directors.