PA5290 Section 05

Local Leadership: Municipal Governance and Policy
Humphrey School of Public Affairs, University of Minnesota

Spring 2021, second half
1.5 credits
Wednesdays, 5:30 - 8:15 pm (03/09/21 through 05/03/21)
No class Spring Break, April 5-9, 2020
Location: Course is being offered on-line using Canvas and Zoom

Instructor: Elizabeth Glidden
Office Hours: 4:00-5:00 Wednesdays (via Zoom) and by appointment.
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COURSE DESCRIPTION

Update: 2020. The pressure on municipal leaders to solve big policy problems and identify root causes has never been greater. With a pandemic threatening public health, economic crisis facing many households, significant reduction in public resources, racial justice uprising, and competing demands for transformational public policy change, “good governance” has never been in greater demand or more hotly debated.

Explore the expanding and unique role of the city in today’s world and our increasing reliance on cities and metropolitan areas to solve big policy problems. As residents’ trust in federal and state government is at an all time low, the “municipalist” movement is taking hold in cities around the world. Cities have had an increased role in visibly addressing wicked problems and implementing policy to improve local economies, the environment, worker protections, transit, and other areas that have lacked investment from state and federal government for years if not decades. At the same time, the environment for city policy-making is rapidly changing, with the influence of social movements and protest, higher levels of engagement with city government, and use of a race equity lens to redefine the priorities of public entities.

This course will introduce participants to governing, legislating, service delivery and policy implementation for local government jurisdictions, with a focus on cities.

This course will utilize practical learning and real-world examples throughout. Guest speakers, classroom discussions, and examination of local government policy-making processes will help students understand the context impacting municipal governance and policy decisions.

Students are expected to be active learners and discussion leaders, developing knowledge of decision-making, influence, and pressures on local government.
Readings are intended to give students a contemporary view of the role, structure, and authority of local government in the United States.

COURSE OBJECTIVES

- Understand the basic structure and functions of local government and the roles of stakeholders inside and outside of government.
- Identify and analyze pressures on local government and individuals in local government.
- Engage with those who seek to influence local government decisions, such as community advocates, lobbyists, elected officials and city staff, and explore their motivations and objectives.
- Understand the policy making process at the local government level and how to impact that process.

CONTENT, ORGANIZATION, AND COURSE EXPECTATIONS

VIRTUAL CLASSROOM

Class will meet on Zoom during the scheduled class time, Wednesdays from 5:30-8:15. I will open the classroom at least 10 minutes prior to class, or at 5:20 pm. As this is a long once-a-week class, breaks are necessary; we will assess the best frequency for breaks, but will take at least one. Some class content will be asynchronous, or via pre-recorded short lecture. Our time together will prioritize class discussion, small group work, and guest speakers. I may ask for assistance with some tasks helpful to class management, such as monitoring chat.

Cameras on. Because our ability to engage with each other is important, and participation is part of class expectations, we will have a “cameras on” policy. Despite this expectation, I know that you may need to have the camera off periodically, or you may experience technical issues. Please let me know if your camera will be off for a significant amount of time.

Additional norms. Please mute your microphone unless you are speaking. Please ensure that you and those you are living with are appropriately clothed during class (mentioned as there have been many high profile examples of this). We will discuss if there are any desired additional norms to facilitate a healthy class environment together.

COURSE READINGS AND MATERIALS

There are no required textbooks for this class. All student assignments are available in Compass. Students are expected to complete required readings and any additional assignments (i.e. watching videos) before class. Class readings include journal articles, popular media, research briefs and legal summaries. Additional resources will be introduced including websites hosting relevant materials, videos, and podcasts.

Additional materials may be assigned and will be posted on the class Compass site.

Guest speakers, who will expand your knowledge and network for local government policy-making and administration, are an important part of the experience and learning in this class. A biography of each speaker will be available on Compass prior to class and, on occasion, supplemental material; you are expected to have read speaker biographies and background materials prior to class.
This class will use case examples from Minnesota cities including Minneapolis, St Paul, and others.

**COURSE REQUIREMENTS AND GRADING**

**Course Participation.** Please come to class having read and thought about the materials and prepared to engage in discussion. At the end of the course I will reflect on the quality and quantity of your participation, including engagement with guest speakers, to help determine your course grade.

**Written Assignments.** All written assignments must have, as a header on every page, your name, the name of the assignment, and the date. Your written assignments should also include page numbers.

**Questions Memos:** We will host several guest speakers with experience in local government (such as elected officials, city administrators and staff, or community advocates). You will be expected to review background material provided about the guest speaker and their work. As part of your participation grade, you are required to submit one to three questions for the speaker by 12 pm (noon) the day before the speaker’s visit (i.e. submit questions on Tuesdays). There will be some time for questions with guest speakers; you are encouraged to ask questions and are not limited to asking questions you have submitted prior to class.

**Reflections Memos:** At three (3) class meetings of your choosing, you are responsible for turning in a short paper that responds to the readings, video/podcast, or other assignments of that day. To get credit, you will need to turn in your assignment before class begins. These are loose thought papers, providing an opportunity for you to identify a key learning, raise a criticism, or identify questions you believe deserve further exploration. Maximum length of each “reflection memo” is 400 words.

**Policy Change Overview:** You will describe a policy change proposed in a Minnesota city in 2020. You will describe the problem, the change proposed, the process selected to achieve the policy change (resolution, ordinance, charter change, administrative change), the engagement process utilized to solicit expert or public feedback (even if limited to city council meetings), and the results of the policy change proposal. Your paper should describe and define the policy change process and the steps of that process (i.e. resolution, ordinance, charter change, administrative change). Please incorporate some description of your reasons(s) for choosing this example of policy change (i.e. “This change highlights …… “ “This change/process is important because … ”). Maximum length is 1,000 words or less. Due: March 23, 11:59 pm (the night before Class 3).

**City Charter Change Analysis:** You will identify and analyze a city charter amendment that was proposed in the previous ten years. The city charter change you analyze may have been approved or rejected. You will analyze the policy solution proposed. You will also analyze the method chosen to achieve the policy solution proposed. You will utilize evidence (at least four (4) sources) to support your analysis, which can include class readings and information, guest speakers, original research, and interviews with individuals who may provide unique information or perspective. Your format for the final paper is up to you; you may write a straight memorandum, or write from a unique perspective (that of a staff member/city administrator to a city board or the city council, policy aide to an elected, community advocate writing a blog post or letter to the editor, etc). Maximum length is 1,200 words or less. Due: April 13, 11:59 pm (the night before Class 5).

**City Charter Change Proposal (Paper and Presentation):** Using class readings and information gained from speakers and other experiences, you will propose a “new” city charter amendment. You will need to pick a city for your city charter change proposal and incorporate the “real” information from that city
in your paper. You will describe the problem, and identify how the change proposal is a solution to that problem. Will utilize a policy analysis process to “make the case” for your proposed change. You will utilize evidence (at least six (6) sources) to support your proposal, which can include class readings and information, guest speakers, new/media, original research and interviews with individuals who may provide unique information or perspective. Your format to present this analysis is up to you; you could write a straight memorandum of analysis, or write from a unique perspective (that of staff member to a city department manager, policy aide to an elected, community advocate writing a blog post or letter to the editor, etc).

- Prior to the paper due date, you will complete and turn in 1) an outline of your paper, including topic (charter change proposal) selected; 2) list of evidence you will use: Due: April 20, 11:59 pm (the night before Class 6).
- Final Paper: Maximum length is 2,000 words. Due: April 27, 11:59 pm (the night before Class 7).
- Presentation: You will present your charter change proposal during our last class, Class 8: May 5, 2021. These will be short, fun “shark tank” style presentations. You should use a few simple slides to help guide your presentation.

**GRADING**

Class participation - 25%
- Reflection memos - 10%
- Questions memos - 5%
- Class engagement - 10%

City Charter Overview Paper - 10%
City Charter Analysis Paper - 25%
City Charter Proposal Paper - 40%

A = 100%-90%
B = 89%-79%
C = 78%-68%
D = 68%-59%
F = less than 59%

**Class 1: Wed March 10**

The Municipalist Moment: Cities Rising in an age of Wicked Problem
- Overview of the roles and responsibilities of cities in Minnesota: What do cities do?
- Identify key cities issues for 2020
- Debrief the 2020 election results for local government

Key Questions:
- What is good government? What is effective government? Are they the same?
- What are challenges to “good” decision making?
- How are the interests of local government administrators similar to or different from elected leaders?

Readings and Resources:
- Chapter 1 and 6, Local Government in Minnesota, *Handbook for Minnesota Cities* (League of Minnesota Cities 2018)
- *State-Local Relations (MN House Research November 2019)*
Class 2: Wed March 17

CITY STRUCTURE - DOES IT MATTER?
- Explore typical structures for city government in Minnesota and characteristics of each.
- Examine through case studies efforts to change city governance structure
- Discuss impact of governance structure on access to government, power relationships, and outcomes/results
- Explore efforts to change government structure, and the reasons prompting those change proposals.

Key Questions:
- What are the benefits, and drawbacks, to each of the major city structures utilized in Minnesota? How does perspective change the benefits and drawbacks of each structure? How, if at all, does structure impact results? Process? Power?

Readings and Resources:
- Chapter 3 and 4, Local Government in Minnesota, Handbook for Minnesota Cities (League of Minnesota Cities 2018)
- Forms of Municipal Government, National League of Cities.
- Municipal Form of Government Survey 2018 (ICMA 2019)
- Nathanson, Iric. A Tale of Two Cities: Charter Reform in Minneapolis and St Paul, 4-17 (Hennepin History Magazine Winter 2006).
- Svara, James H. and Douglas Watson, Chapter 16: Distinct Factors and Common Themes in Change of form Referenda, More than Mayor or Manager (Georgetown Univ Press 2010)

Optional readings and resource:
- Initiative and Referendum (Minnesota House Research Feb 1999)
- Minneapolis Election Trends (comprehensive website, created and maintained by Minneapolitan Neal Baxter, of all election results in Minneapolis including charter change proposals)
- Case example: Minneapolis Police Reform Charter proposals
  - How a Pledge to Dismantle the Minneapolis Police Collapsed (The New York Times Sept. 26, 2020)
  - Minneapolis Council Member Proposes Plan to Change Oversight of Police Department (Star Tribune June 28, 2018)
  - Editorial, Reject Proposal to Spread Oversight of Minneapolis Police Department to Council (Star Tribune July 9, 2018)
- Case example: City manager or City coordinator in Minneapolis City Charter?
Class 3: Wed March 24
CITY BUDGETS: PROCESS, TERMINOLOGY, AND BUDGET PRESSURES

- Develop understanding of the city budget process, inputs and outcomes, and pressures.
- Gain knowledge of basic revenue and expenditure categories for city budgets.
- Gain knowledge of property taxes, the primary revenue source for Minnesota cities, and implications of reliance on property taxes.

Key Questions:
- What are some of the constraints, opportunities, and tradeoffs for city budgets?
- How are values reflected in city budgets? (and, whose values are reflected in city budgets?)
- Do city budgets align with city goals, as articulated by Mayors and City Councils?

Required Readings and Resources:

- The City Speak Podcast: Two Mayors Talk City Budgets (League of Minnesota Cities Sept 2020) (30 minutes).
- K.A. Dilday. How to Make Sure City Budgets Prioritize Racial Equity (Bloomberg CityLab Sept. 28, 2020)
- Ariel Aberg-Riger, The Ins and Outs of Your City Budget (CityLab June 25, 2020)
- Nagano & Hoene, City budgets in an era of increased uncertainty: Understanding the fiscal policy space of cities (Metropolitan Policy Program at Brookings, July 18, 2018, brookings.edu).

Optional Readings and Resources:

- Yvette Shields, Minneapolis deal brings disclosure of coronavirus, civil unrest impact (The Bond Buyer Sept 16, 2020)
- City of Minneapolis Budget
- City of St Paul Budget
- Direct Democracy Comes to Harlem (short overview the use of participatory budgeting in Harlem, an exercise in direct democracy)

Class 4: Wed March 31
HOW DOES AN IDEA TURN INTO A LAW? THE PROCESS OF CITY POLICYMAKING

- Learn about policy-making mechanisms such as resolutions, ordinances, and charter changes
- Examine frameworks and environment for decision-making, including racial equity

Questions:
- What is “good” policy?
- What limits exist on local government policy change?
- How do you choose a strategy for policy change?
  - How do you weigh the benefits of incremental change versus “big” change?
- How does the lens of history and race impact policy making?

Readings and Resources:
- Chapter 7, 11, 13-14, Local Government in Minnesota, Handbook for Minnesota Cities (League of Minnesota Cities 2018)
- Local police related ballot measures following the killing of and protests about George Floyd (Ballotpedia 2020 election results)

Optional Reading and Resources:
- How Equitable Development Dies a Death of a Thousand Cuts
- Minneapolis Division of Race and Equity

Class 5: Wed April 14
POWER AND INFLUENCE: LOBBYISTS, COMMUNITY ACTIVISTS, VOTERS AND MORE

- Review access, influence and power in the context of city governance and policy making
- Examine influence of structural change on access and power (e.g. redistricting, Ranked Choice Voting)

Questions:
- Who has access to decision-makers in local government? What structures support access to decision-makers?
- How should we evaluate access, influence and power as it relates to city engagement processes and structures? (examples could include: public hearings, city boards and commissions, contact to council offices).
- Minneapolis is known as a city with high resident engagement. Is this an accurate assessment of Minneapolis? What is high resident engagement? How does resident engagement impact decisions made by elected leaders and public administrators?

Readings and Resources:
● **Sarah Holder, Rising Star Mayor Who Championed Guaranteed Income Loses Hometown Race.** *(CityLab Nov 19, 2020)*


**Optional Reading and Resources:**


**Class 6: Wed April 21**

**Ethics, Data Practices**

- Gain understanding of laws governing ethics and conflict of interest for government elected and appointed officials
- Review Minnesota’s “Sunshine” law, the Minnesota Government Data Practices Act, and how it controls access to information from government in Minnesota
- Explore usual and unusual ethical questions for local government officials

**Key questions:**

- What challenges are there for elected officials to ensure they are compliant with ethics laws? What is especially grey, or ambiguous, territory for ethics?
- How well does Minnesota’s Data Practices law work? Do we have good access to the information we need about government?

**Readings and Resources:**

- *Informational Memo: Official Conflict of Interest* *(League of Minnesota Cities September 29, 2020)*
- Note: Additional resources may be identified

**Optional Reading and Resources:**

- *Tony Webster v. Hennepin County* *(Analysis by Webster)*

**Class 7: Wed April 28**

**THE NEW NORMAL: FIGHTING FOR LOCAL CONTROL; Deep Dive More Structure? (late)**

- Examine the current trends of cities exploring scope of authority and power and state preemption efforts
- Review theory of federalism, including costs and benefits to local control initiatives

**Key Questions:**

- Who benefits from increased localism? Who does not benefit? What conditions impact who benefits and who does not?
- Can you identify examples of something you may like about local control, and something you do not like? (this could include a decision/policy/ordinance that existed currently or in the past).

**Readings and Resources:**
The 10th Amendment.
Cities 101 - Delegation of Power (NLC fact sheet)
Restoring City Rights in an Era of Preemption (National League of Cities 2019)
Preemption and the COVID-19 Pandemic (National League of Cities 2020)
Donald F. Kettl. 3 Keys to Getting the Federalism Conversation Going Again. (governing.com Oct 15, 2020)

Optional Readings and Resources:
- Mapping Prejudice Project
- Investigation of the Ferguson Policy Department (USDOJ 2015)

Class 8: Wed May 5

Class Presentation.

COURSE POLICIES

Canvas: All of our class readings, resources and assignments are available on the course Canvas site. Find the site at canvas.umn.edu, or go to “Key Links” on MyU.umn.edu and scroll down to Canvas. For help with Canvas, go to https://z.umn.edu/CanvasHelpandSetup or click the “Canvas Help” link on our course Canvas site.

Set Your Canvas Notification Preferences: Full engagement in this course depends upon your ability to receive communications from your instructor and/or about the class. It’s important that you set up your Canvas “notification preferences” to choose how and when you’d like to receive messages via text, email, or both. Find easy-to-follow instructions at “How do I set my Canvas notification preferences as a student?": https://community.canvaslms.com/docs/DOC-10624-4212710344.

We strongly recommend that you opt to receive notification of Announcements, Conversation Messages, and Added to Conversation so that you don’t risk missing important class communication. For assistance, please contact help@umn.edu or your instructor.

Access to readings and materials after semester: Students lose access to Canvas sites and course reserves at the end of the semester. If you’d like to download class material (depending on copyright) or your own work for personal use, please do so during the semester.

University and School policies: For links to University of Minnesota and Humphrey School policies, please click the “U of M Policies” link on our course Canvas site, or see https://z.umn.edu/PolicyStatements. Policies include information on student conduct, scholastic dishonesty, sexual harassment, equal opportunity, disability accommodations, and more.

Relevant University of Minnesota and HHH Policies
Mental Health Services
As a student you may experience a range of issues that can cause barriers to learning, such as strained relationships, increased anxiety, alcohol/drug problems, and feeling down, difficulty concentrating and/or lack of motivation. These mental health concerns or stressful events may lead to diminished academic performance and may reduce your ability to participate in daily activities. University of Minnesota services are available to assist you. You can learn more about the broad range of confidential mental health services available on campus via the Student Mental Health Website: [http://www.mentalhealth.umn.edu](http://www.mentalhealth.umn.edu)

Remember that there are advisors in the Humphrey Student Services office who are trained and experienced counselors. They are available at short notice to address any concerns you have and provide further resources within the University. Humphrey Student Services, HHH 280, (612)624-8162.

Disability Accommodations
The University of Minnesota views disability as an important aspect of diversity, and is committed to providing equitable access to learning opportunities for all students. The Disability Resource Center (DRC) is the campus office that collaborates with students who have disabilities to provide and/or arrange reasonable accommodations.

- If you have, or think you have, a disability in any area such as, mental health, attention, learning, chronic health, sensory, or physical, please contact the DRC office on your campus (UM Twin Cities - 612.626.1333) to arrange a confidential discussion regarding equitable access and reasonable accommodations.
- Students with short-term disabilities, such as a broken arm, can often work with instructors to minimize classroom barriers. In situations where additional assistance is needed, students should contact the DRC as noted above.
- If you are registered with the DRC and have a disability accommodation letter dated for this semester or this year, please contact your instructor early in the semester to review how the accommodations will be applied in the course.
- If you are registered with the DRC and have questions or concerns about your accommodations please contact your (access consultant/disability specialist).

Additional information is available at [https://diversity.umn.edu/disability/](https://diversity.umn.edu/disability/) or by e-mail at drc@umn.edu.

- Grade definitions from the Administrative policy
- Scholastic Dishonesty
- Makeup Work for Legitimate Absences
- Use of Personal Electronic Devices in the Classroom
- Appropriate Student Use of Class Notes and Course Materials
- Student Conduct Code
- Sexual Harassment
- Equity, Diversity, Equal Employment Opportunity, and Affirmative Action
- Academic Freedom and Responsibility: For courses that do not involve students in research

Student Conduct Code
The University seeks an environment that promotes academic achievement and integrity, that is protective of free inquiry, and that serves the educational mission of the University. Similarly, the University seeks a community that is free from violence, threats, and intimidation; that is respectful of the rights, opportunities, and welfare of students, faculty, staff, and guests of the University; and that does not threaten the physical or mental health or safety of members of the University community.

As a student at the University you are expected to adhere to Board of Regents Policy: Student Conduct Code. To review the Student Conduct Code, please see: http://www1.umn.edu/regents/policies/academic/Student_Conduct_Code.html

Note that the conduct code specifically addresses disruptive classroom conduct, which means "engaging in behavior that substantially or repeatedly interrupts either the instructor’s ability to teach or student learning. The classroom extends to any setting where a student is engaged in work toward academic credit or satisfaction of program-based requirements or related activities."

Use of Personal Electronic Devices in the Classroom
Using personal electronic devices in the classroom setting can hinder instruction and learning, not only for the student using the device but also for other students in the class. To this end, the University establishes the right of each faculty member to determine if and how personal electronic devices are allowed to be used in the classroom. For complete information, please reference: http://policy.umn.edu/Policies/Education/Education/CLASSROOMPED.html.

Scholastic Dishonesty
You are expected to do your own academic work and cite sources as necessary. Failing to do so is scholastic dishonesty. Scholastic dishonesty means plagiarizing; cheating on assignments or examinations; engaging in unauthorized collaboration on academic work; taking, acquiring, or using test materials without faculty permission; submitting false or incomplete records of academic achievement; acting alone or in cooperation with another to falsify records or to obtain dishonestly grades, honors, awards, or professional endorsement; altering, forging, or misusing a University academic record; or fabricating or falsifying data, research procedures, or data analysis. (Student Conduct Code: http://www1.umn.edu/regents/policies/academic/Student_Conduct_Code.html)

If it is determined that a student has cheated, he or she may be given an "F" or an "N" for the course, and may face additional sanctions from the University. For additional information, please see: http://policy.umn.edu/Policies/Education/Education/INSTRUCTORRESP.html
The Office for Student Conduct and Academic Integrity has compiled a useful list of Frequently Asked Questions pertaining to scholastic dishonesty: http://www1.umn.edu/oscai/integrity/student/index.html

If you have additional questions, please clarify with your instructor for the course. Your instructor can respond to your specific questions regarding what would constitute scholastic dishonesty in the context of a particular class—e.g., whether collaboration on assignments is permitted, requirements and methods for citing sources, if electronic aids are permitted or prohibited during an exam.

Makeup Work for Legitimate Absences
Students will not be penalized for absence during the semester due to unavoidable or legitimate circumstances. Such circumstances include verified illness, participation in intercollegiate athletic events, subpoenas, jury duty, military service, bereavement, and religious observances. Such circumstances do not include voting in local, state, or national elections. For complete information, please see: http://policy.umn.edu/Policies/Education/Education/MAKEUPWORK.html
Appropriate Student Use of Class Notes and Course Materials
Taking notes is a means of recording information but more importantly of personally absorbing and integrating the educational experience. However, broadly disseminating class notes beyond the classroom community or accepting compensation for taking and distributing classroom notes undermines instructor interests in their intellectual work product while not substantially furthering instructor and student interests in effective learning. Such actions violate shared norms and standards of the academic community. For additional information, please see: http://policy.umn.edu/Policies/Education/Education/CLASSNOTESSTUDENTS.html

Grading and Transcripts
For additional information, please refer to: http://policy.umn.edu/Policies/Education/Education/GRADINGTRANSCRIPTS.html

Sexual Harassment
"Sexual harassment" means unwelcome sexual advances, requests for sexual favors, and/or other verbal or physical conduct of a sexual nature. Such conduct has the purpose or effect of unreasonably interfering with an individual’s work or academic performance or creating an intimidating, hostile, or offensive working or academic environment in any University activity or program. Such behavior is not acceptable in the University setting.
For additional information, please consult Board of Regents Policy: http://www1.umn.edu/regents/policies/humanresources/SexHarassment.html

Equity, Diversity, Equal Opportunity, and Affirmative Action
The University will provide equal access to and opportunity in its programs and facilities, without regard to race, color, creed, religion, national origin, gender, age, marital status, disability, public assistance status, veteran status, sexual orientation, gender identity, or gender expression. For more information, please consult Board of Regents Policy: http://www1.umn.edu/regents/policies/administrative/Equity_Diversity_EQ_AA.html

Academic Freedom and Responsibility for courses that do not involve students in research
Academic freedom is a cornerstone of the University. Within the scope and content of the course as defined by the instructor, it includes the freedom to discuss relevant matters in the classroom. Along with this freedom comes responsibility. Students are encouraged to develop the capacity for critical judgment and to engage in a sustained and independent search for truth. Students are free to take reasoned exception to the views offered in any course of study and to reserve judgment about matters of opinion, but they are responsible for learning the content of any course of study for which they are enrolled.* Reports of concerns about academic freedom are taken seriously, and there are individuals and offices available for help. Contact the instructor, the Department Chair, your adviser, the associate dean of the college, or the Vice Provost for Faculty and Academic Affairs in the Office of the Provost.
* Language adapted from the American Association of University Professors "Joint Statement on Rights and Freedoms of Students".