

**City of Milroy  
County of Redwood, State of Minnesota**

**SPECIAL MEETING NOTICE**

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Milroy City Council will hold a special meeting on Tuesday, February 11, 2025, at 6:30 p.m. The purpose of this special meeting is to further discuss an employee complaint, VEBA contributions, PTO hours/payout, personnel policy, city building keys, city passwords and EDA apartments.

POSTED 2/5/2025  
CLERK/TREASURER  
BETSY SNYDER

**City of Milroy  
County of Redwood, State of Minnesota**

**SPECIAL MEETING NOTICE**

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Milroy City Council will tour the EDA apartment building on Tuesday, February 11, 2025, following the special meeting held at 6:30 p.m.

POSTED 2/5/2025  
CLERK/TREASURER  
BETSY SNYDER



# **AGENDA – Special City Council Meeting**

**Tuesday, February 11, 2025**  
**6:30 p.m.**

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1. **CALL TO ORDER – Pledge of Allegiance & Roll Call**
2. **APPROVE AGENDA**
3. **EVALUATION OF PERFORMANCE OF CITY CLERK/TREASURER BETSY SNYDER, PURSUANT TO MINN. STAT. SEC. 13D.05, SUBD.3. THIS PART OF THE MEETING MAY BE CLOSED.**
4. **VEBA CONTRIBUTIONS**
5. **PTO HOURS/PAYOUT**
6. **CITY BUILDING KEYS**
7. **CITY PASSWORDS**
8. **PERSONNEL POLICY UPDATES**
9. **TOUR OF THE EDA APARTMENT WILL TAKE PLACE AFTER THE ADJOURNING OF THIS MEETING  
(Posted Notice attached)**
10. **ADJOURN**

**Jacob Kolander**

1418 Greenleaf Ln

Waconia, MN 55359

Jacob.kolander@icloud.com

507-640-0041

January 29, 2025

Milroy City Council

410 Euclid Ave

Milroy, MN 56263

Dear Members of the Milroy City Council,

I am writing to express my **outrage** and **absolute disappointment** regarding the way this Council has treated City Clerk Betsy Snyder. After watching the most recent January meeting, I was appalled by the level of **blatant disrespect, nitpicking, and outright unprofessional behavior** directed at one of the **most experienced and highly respected municipal clerks—not just in Minnesota, but internationally.**

Let me make something **crystal clear**: **Betsy Snyder is not just another city employee.** She is one of the most **highly qualified and knowledgeable** clerks in the state, holding both **MMC (Master Municipal Clerk) and MMMC (Minnesota Master Municipal Clerk) certifications**, distinctions that very few achieve.

But even beyond that, **Betsy Snyder is internationally certified to the highest honor through the IIMC (International Institute of Municipal Clerks)—a recognition given only to those who have demonstrated the very highest level of excellence, professionalism, and dedication** to municipal governance. This means Betsy has reached a **level of expertise that most clerks across the world will never achieve.**

She has also **served as President of the Minnesota Clerks and Finance Officers Association (MCFOA)**, a statewide organization that has trained and mentored hundreds of clerks—including myself.

**If it had not been for Betsy's mentorship and guidance, I would not be where I am today.** She has been an **invaluable** resource—not just for Milroy, but for clerks across the entire state. She has dedicated her career to **ensuring municipal governments function properly** and has spent **countless hours training and supporting other professionals.** The fact that she is being treated with **such blatant disrespect** by this Council is not just **shameful—it is a complete failure of leadership.**



### **Nitpicking Over Hours and Vacation Time?**

The fact that this Council is **fretting over whether she worked 30 or 32 hours or whether she came in on a Friday to complete your city's work** is **beyond disgraceful—it's gross**. This is a woman who has spent **three decades** ensuring that Milroy runs smoothly, **often sacrificing her own personal time to meet the city's needs**.

And now, you're going to **micromanage her schedule**?

Let me ask you this: **In 31 years, has she ever taken two months off at a time?** I can guarantee you **she has not**. Like most clerks, I am sure she **plans her time off around the city's schedule** to ensure that payroll gets done, that records are maintained, and that the city continues to function. She likely **works through her time off** to make sure everything is in order, something I doubt any of you have ever had to worry about.

For a Council to **nitpick over whether she came in on a Friday to get the city's work done—instead of appreciating the extra effort she puts in—is petty, shameful, and completely unacceptable**.

### **Your Behavior is an Embarrassment**

This is not how **professional** and **ethical** government bodies operate. The way you are treating Betsy is not just **wrong—it's a disgrace**.

City clerks are the **backbone** of local government. They ensure compliance with state and federal laws, manage financial records, navigate complex insurance and government regulations, and provide continuity when councils change. Betsy has done all of this—and more—for **31 years**, and **instead of recognizing her value, you are actively pushing her away**.

Let me be **very clear**: **If Betsy Snyder were to walk away tomorrow, Milroy would be in a crisis**. The work she does is **not easily replaced**, and you will struggle **immensely** to find someone with even half of her experience and dedication.

And given the way you have **publicly humiliated, nitpicked, and disrespected** her, you have likely **made Milroy one of the least desirable cities in Minnesota for any qualified professional to work in**.

### **Your Leadership is Failing**

This Council needs to take a **hard look in the mirror** and recognize the **damage** you are doing—not just to Betsy but to your **own city**.

- **You need to start treating Betsy Snyder with the trust, respect, and appreciation she has more than earned.**
- **You need to stop nitpicking over irrelevant details and start focusing on actual leadership.**
- **You need to recognize that when you drive away dedicated professionals, you are setting your city up for failure.**

Your conduct in these meetings is a **stain** on the reputation of your city. The **entire municipal community is watching**. If you continue down this path, **the damage to your credibility will be irreversible**.

### **Final Warning**

This is your **final opportunity** to **correct course** before you do **irreparable harm** to your city's reputation and operations.

I urge you to step up and act with the **respect, professionalism, and basic human decency** that should have been afforded to Betsy **from the start**.

She has served Milroy **with integrity for 31 years**. It's time this Council started acting like **you deserve that level of commitment**.

Sincerely,



A Fellow Public Administration Professional

Monica Hennessy Mohan  
207 Lafayette Street  
Winona, MN 55987  
[monicamohan@hbc.com](mailto:monicamohan@hbc.com)

February 10, 2025

Milroy City Council  
410 Euclid Avenue  
Milroy, MN 56263

To: Members of the Milroy, MN, City Council,

I am submitting this letter of support for your Clerk/Treasurer Betsy Snyder in light of the baseless allegations your group made against her at your January Council meeting.

Ms. Snyder is a dedicated public servant, serving your community with distinction for over 31 years. She also exemplifies dedication to her profession by achieving both state and national certifications through the MCFOA and the IIMC. She has been an active member of the MCFOA over the years, serving on our Board of Directors and serving as President of the board in 2022-2023.

I have been a member of the MCFOA for over 25 years, and I have attended many meetings, conferences and seminars with Ms. Snyder, and I can attest that she is an active participant in meetings and training sessions. I appreciate her perspective as representing a small city and the wide array of responsibilities that she been given in your town. Ms. Snyder is the best type of public employee that you could ask for, and every member of your Council should be proud of how she represents you and your City.

Another local government official alerted me to the call for a special meeting of your Council on February 11, 2025, to discuss matters involving Ms. Snyder. It appears that some of you believe that Ms. Snyder does not deserve her current compensation and benefits. I would argue that she is worth every nickel that you are paying her, and to suggest that her benefits should be reduced is an insult. You seem to think that her PTO balance is too high but based on what? My current PTO balance is over 1,200 hours, and I have worked for fewer years in my current position than Ms. Snyder has worked for you. The fact that her balance is so high attests to the fact that she schedules her "**personal time off**" (PTO) around the needs of the City.

I would encourage your Council to press pause on any uninformed and disrespectful action against Ms. Snyder or a reduction in her compensation package. Talk to the people in your community, not just one disgruntled resident. Get advice from the League of Minnesota Cities and your City Attorney. Most importantly, allow Ms. Snyder to talk to you, and really listen to what she has to say.

Sincerely,



Monica Hennessy Mohan  
Winona, MN

Current MCFOA President

Linda Rappe  
City Clerk  
City of Kasson  
401 5<sup>th</sup> St SE  
Kasson, MN 55944

To the Mayor and City Council of the City of Milroy,

I have worked with Betsy Snyder for many years on the MCFOA Board and as the Administrative Assistant to MCFOA. Betsy has certifications as a MN Master Municipal Clerk and from the International Institute of Municipal Clerk, her Master Municipal Clerk from Minnesota. These certifications take time and dedication to achieve. Since Clerks go through all of this training we are aware of the rules and laws governing most situations. Betsy is a professional in every sense of the word and if a misspeak was done then show a little grace.

We do not give keys to Council people nor would we ever give them passwords to computers or accounts. Should a need arise for these things public works and the police department have keys to the Administrative Office and the Council does know where the passwords are kept. There have just been many postings on the League of MN Cities Clerk listserv regarding this and 98% of cities do not hand out keys to the Mayor and Council.

You have a "weak" Mayor form of government and that means that not one person is in charge of everything and not "one" person can give instruction to the clerk. Instructions should come from the City Council as a whole.

I would encourage all council people to attend the League of MN Cities newly elected officials conference in February and if that is not possible to at least read from the Leagues website regarding Roles and Powers and Resources for Newley Elected Officials. Please use the League as a resource for all of your questions.

There should be a progressive form of discipline starting with a verbal warning, then written warning and then suspension and possible termination and this would be depending on the severity of the action. How will you ever explain how you came to whatever conclusion that you did without a discipline policy that is used for every employee.

You have no idea what it takes to be a city clerk and all of the stuff that we put up with since we are on the front lines and are the first to be shot at.

Please take the time to listen to Ms. Snyder and check with the League of MN Cities yourself if you need to.

Respectfully submitted,

*Linda Rappe*

Linda Rappe



## RELEVANT LINKS:

*1989 Street Improvement Program v. Denmark Twp.*, 483 N.W.2d 508 (Minn. Ct. App. 1992).

*State ex rel. Hilton v. Sword*, 157 Minn. 263, 196 N.W. 467 (1923).  
*Kenney v. Goergen*, 36 Minn. 190, 31 N.W. 210 (1886).

*McCutcheon v. City of St. Paul*, 298 Minn. 443, 216 N.W.2d 137 (1974).

"Compatibility of Offices," House Information Brief (July 2012).

The court held that it would have been a "better practice" for the commission member who had been a creditor of the officer to disqualify himself and abstain from voting; however, that commission member's participation in a unanimous decision did not invalidate the commission's decision.

Councilmembers who have a disqualifying interest in a matter generally are excluded when counting the number of councilmembers necessary for a quorum, or for the number necessary to approve an action by a four-fifths vote, such as approving a special assessment.

## C. Recommendation

City officials concerned about conflicts of interest in contractual or non-contractual situations should:

- Consult the city attorney.
- Disclose the interest as early as possible (orally and in writing).
- Not attempt to influence others.
- Not participate in any discussions (when possible, leave the room when the governing body is discussing the matter).
- Follow the statutory procedures provided for the contracting exceptions.
- Abstain from voting or taking any other official actions unless the city attorney determines that there is no prohibited conflict of interest.

## V. Compatibility of offices

Whether a city official can also serve the city or other government entity in some other capacity gets quite complicated. State law does provide some guidance on incompatible positions; however, state law generally does not prevent a person from holding two or more governmental positions. However, keep in mind that without specific statutory authority, government officials cannot hold more than one position if the functions of those two positions are incompatible or if the jobs create a conflict between two different public interests.

The common-law doctrine of incompatibility provides some insight into what constitutes functions of two inconsistent offices. However, no clear definition of what constitutes an "office" for the purpose of this law exists. Certainly, it would include all elected offices.

However, it seems that the term "office" could also include appointed offices such as city administrators, managers, and police chiefs. Generally, an office has greater responsibility, importance, and independence than mere city employment.

#5

# City of Milroy

City Clerk/Treasurer  
410 Euclid Avenue, PO Box 9  
Milroy, MN 56263  
Phone:(507) 336-2495  
Email: [milroy@mnval.net](mailto:milroy@mnval.net)

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PTO as of 2/6/2025

Can carry over a max of 312 hours, what is left is paid out at the end of the year.

Dean Duschler – 15 <sup>th</sup> Yr	PTO
EARNED – 2024	260
CARRIED OVER – 2023	313.25
<b>Totals</b>	<b>573.25</b>
<b>Time Used 2024</b>	<b>177</b>
<b>Carry Over to 2025</b>	<b>396.25</b>
<b>Earned 2025</b>	<b>260</b>
<b>Balance 1.1.2025</b>	<b>656.25</b>
<b>Use to Date 2025</b>	<b>24</b>
<b>Balance</b>	<b>632.25</b>

Betsy Snyder – 31 <sup>st</sup> Yr	PTO
EARNED – 2024	312
CARRIED OVER – 2023	510
<b>Totals</b>	<b>822</b>
<b>Time Used 2024</b>	<b>256</b>
<b>Carry Over to 2025</b>	<b>566</b>
<b>Earned 2025</b>	<b>312</b>
<b>Balance as of 1.1.2025</b>	<b>878</b>
<b>Use to Date 2025</b>	<b>14</b>
<b>Balance</b>	<b>864</b>

#5

## Betsy Snyder

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**From:** Rebecca Towne <Rebecca@kinner.co>  
**Sent:** Tuesday, February 4, 2025 7:49 AM  
**To:** Betsy Snyder  
**Subject:** PTO Balances  
**Attachments:** Milroy PTO Balances.pdf

**Follow Up Flag:** Follow up  
**Flag Status:** Flagged

Hi Betsy,

Please find a summary of the PTO balances attached that are audited each year. If the Mayor and Council would like anything more than this please note there would be an additional charge as that would be beyond the scope of the audit.

Thank you,

Rebecca Towne, CPA  
Kinner & Company Ltd



City of Milroy  
Accrued Leave  
December 31, 2021-2023

These balances are reviewed during the annual audits. 2024 amounts are not available until after the fiscal year 2024 audit is done.

	<u>Remaining</u> <u>12/31/20</u>	<u>Earned</u>	<u>Used</u>	<u>Remaining</u> <u>12/31/21</u>	<u>Earned</u>	<u>Used</u>	<u>Remaining</u> <u>12/31/22</u>	<u>Earned</u>	<u>Used</u>	<u>Remaining</u> <u>12/31/23</u>
Dean										
PTO	77.75	208.00	196.00	89.75	208.00	119.00	178.75	260.00	125.50	313.25
Betsy										
PTO	212.50	312.00	209.50	315.00	312.00	207.00	420.00	312.00	222.00	510.00

New policy effective 2020- no longer separate between sick and vacation- all is considered annual leave (PTO) and is 100% paid out upon termination. Can carry over a maxium of 2x amount earned.

See attached for detail.

*Kinner & Company Ltd*

February 5, 2025

**Betsy Snyder – 2021/27<sup>th</sup> Year Employed - 24.50 PER HR**

*Annual – Can carry over from year to year, up to a maximum of 2x the amount earned.*

*All other benefits are use or lose.*

**Time/Hours Earned:**

Annual = 312

10 Holidays

Funeral Leave = 32

	Annual	Holiday	Funeral
EARNED – 2021	312	80	32
CARRIED OVER – 2020	212.5	0	0
<b>Totals</b>	<b>524.5</b>	<b>80</b>	<b>32</b>
Time Used – JANUARY	14.5	16	0
Time Used – FEBRUARY	18	8	0
Time Used – MARCH	8	0	0
<b>End of 1<sup>st</sup> Qtr balance</b>	<b>484</b>	<b>56</b>	<b>32</b>

Time Used – APRIL	24	0	0
Time Used – MAY	20	8	0
Time Used – JUNE	2.5	0	32
<b>End of 2<sup>nd</sup> Qtr balance</b>	<b>437.5</b>	<b>48</b>	<b>0</b>

Time Used – JULY	40	8	0
Time Used – AUGUST	2.5	0	0
Time Used – SEPTEMBER	14	8	0
<b>End of 3<sup>rd</sup> Qtr balance</b>	<b>381</b>	<b>32</b>	<b>0</b>

Time Used – OCTOBER	0	8	0
Time Used – NOVEMBER	47.5	16	0
Time Used – DECEMBER	18.5	8	0
<b>End of 4<sup>th</sup> Qtr balance</b>	<b>315</b>	<b>0</b>	<b>0</b>

Total time used 2021	209.5	80	0
<b>Carry over to 2022</b>	<b>315</b>	<b>0</b>	<b>0</b>

**Dean Duscher – 2021/ 11<sup>th</sup> Year Employed – 21.25 PER HR**

*Annual – Can carry over from year to year, up to a maximum of 2x the amount earned.*

*All other benefits are use or lose.*

**Time/Hours Earned:**

Annual = 208

10 Holidays

Funeral Leave = 32

	Annual	Holiday	Funeral
EARNED – 2021	208	80	32
CARRIED OVER – 2020	77.75	0	0
<b>Totals</b>	<b>285.75</b>	<b>80</b>	<b>32</b>
Time Used – JANUARY	11	16	0
Time Used – FEBRUARY	26	8	0
Time Used – MARCH	22	0	0
<b>End of 1<sup>st</sup> Qtr balance</b>	<b>226.75</b>	<b>56</b>	<b>32</b>

Time Used – APRIL	9	0	0
Time Used – MAY	24	8	0
Time Used – JUNE	21	0	0
<b>End of 2<sup>nd</sup> Qtr balance</b>	<b>172.75</b>	<b>48</b>	<b>32</b>

Time Used – JULY	11	8	0
Time Used – AUGUST	16	0	0
Time Used – SEPTEMBER	14	8	0
<b>End of 3<sup>rd</sup> Qtr balance</b>	<b>131.75</b>	<b>32</b>	<b>32</b>

Time Used – OCTOBER	18	4	0
Time Used – NOVEMBER	14	20	0
Time Used – DECEMBER	10	8	0
<b>End of 4<sup>th</sup> Qtr balance</b>	<b>89.75</b>	<b>0</b>	<b>32</b>

Total time used 2021	196	80	0
<b>Carry over to 2022</b>	<b>89.75</b>	<b>0</b>	<b>0</b>

**Betsy Snyder – 2022/28<sup>th</sup> Year Employed**

*Annual – Can carry over from year to year, up to a maximum of 2x the amount earned.*

*All other benefits are use or lose.*

**Time/Hours Earned:**

Annual = 312

10 Holidays

Funeral Leave = 32

	Annual	Holiday	Funeral
EARNED – 2022	312	80	32
CARRIED OVER – 2021	315	0	0
<b>Totals</b>	<b>627</b>	<b>80</b>	<b>32</b>
Time Used – JANUARY	0	16	0
Time Used – FEBRUARY	10.5	8	0
Time Used – MARCH	14	0	0
<b>End of 1<sup>st</sup> Qtr balance</b>	<b>602.5</b>	<b>56</b>	<b>32</b>

Time Used – APRIL	10	0	0
Time Used – MAY	5	8	0
Time Used – JUNE	10	0	32
<b>End of 2<sup>nd</sup> Qtr balance</b>	<b>577.5</b>	<b>48</b>	<b>0</b>

Time Used – JULY	0	8	0
Time Used – AUGUST	6	0	0
Time Used – SEPTEMBER	32	8	0
<b>End of 3<sup>rd</sup> Qtr balance</b>	<b>539.5</b>	<b>32</b>	<b>0</b>

Time Used – OCTOBER	19.5	8	0
Time Used – NOVEMBER	60	16	0
Time Used – DECEMBER	40	8	0
<b>End of 4<sup>th</sup> Qtr balance</b>	<b>420</b>	<b>0</b>	<b>0</b>

Total time used 2022	207	80	0
<b>Carry over to 2023</b>	<b>420</b>	<b>0</b>	<b>0</b>



**Dean Duscher – 2022/ 12<sup>th</sup> Year Employed**

*Annual – Can carry over from year to year, up to a maximum of 2x the amount earned.*

*All other benefits are use or lose.*

**Time/Hours Earned:**

Annual = 208

10 Holidays

Funeral Leave = 32

	Annual	Holiday	Funeral
EARNED – 2022	208	80	32
CARRIED OVER – 2021	89.75	0	0
<b>Totals</b>	<b>297.75</b>	<b>80</b>	<b>32</b>
Time Used – JANUARY	15	16	0
Time Used – FEBRUARY	44	8	0
Time Used – MARCH	36	0	0
<b>End of 1<sup>st</sup> Qtr balance</b>	<b>202.75</b>	<b>56</b>	<b>32</b>

Time Used – APRIL	5	0	0
Time Used – MAY	4	8	0
Time Used – JUNE	7	0	0
<b>End of 2<sup>nd</sup> Qtr balance</b>	<b>186.75</b>	<b>48</b>	<b>32</b>

Time Used – JULY	4	8	0
Time Used – AUGUST	0	0	0
Time Used – SEPTEMBER	0	8	0
<b>End of 3<sup>rd</sup> Qtr balance</b>	<b>182.75</b>	<b>32</b>	<b>32</b>

Time Used – OCTOBER	0	0	0
Time Used – NOVEMBER	0	24	0
Time Used – DECEMBER	4	8	0
<b>End of 4<sup>th</sup> Qtr balance</b>	<b>178.75</b>	<b>0</b>	<b>32</b>

Total time used 2022	119	80	0
<b>Carry over to 2023</b>	<b>178.75</b>	<b>0</b>	<b>0</b>

**Betsy Snyder – 2023/29<sup>th</sup> Year Employed**

*Annual – Can carry over from year to year, up to a maximum of 2x the amount earned.*

*All other benefits are use or lose.*

**Time/Hours Earned:**

Annual = 312

11 Holidays = 88

Funeral Leave = 32

	Annual	Holiday	Funeral
EARNED – 2023	312	88	32
CARRIED OVER – 2022	420	0	0
<b>Totals</b>	<b>732</b>	<b>88</b>	<b>32</b>
Time Used – JANUARY	16	16	
Time Used – FEBRUARY	8	8	
Time Used – MARCH	16	0	
<b>End of 1<sup>st</sup> Qtr balance</b>	<b>692</b>	<b>64</b>	

Time Used – APRIL	18	0	32
Time Used – MAY	14	8	
Time Used – JUNE	24	8	
<b>End of 2<sup>nd</sup> Qtr balance</b>	<b>636</b>	<b>48</b>	<b>32</b>

Time Used – JULY	16	8	
Time Used – AUGUST	32	0	
Time Used – SEPTEMBER	13	8	
<b>End of 3<sup>rd</sup> Qtr balance</b>	<b>575</b>	<b>32</b>	

Time Used – OCTOBER	28	0	
Time Used – NOVEMBER	8	24	
Time Used – DECEMBER	29	8	
<b>End of 4<sup>th</sup> Qtr balance</b>	<b>510</b>	<b>0</b>	<b>0</b>

Total time used 2023	222	88	32
<b>Carry over to 2024</b>	<b>510</b>	<b>0</b>	<b>0</b>



**Dean Duscher – 2023/ 13<sup>th</sup> Year Employed**

*Annual – Can carry over from year to year, up to a maximum of 2x the amount earned.*

*All other benefits are use or lose.*

**Time/Hours Earned:**

Annual = 260

ESST =

11 Holidays = 88

Funeral Leave = 32

	Annual	Holiday	Funeral
EARNED – 2023	260	88	32
CARRIED OVER – 2022	178.75	0	0
<b>Totals</b>	<b>438.75</b>	<b>80</b>	<b>32</b>
Time Used – JANUARY	0	16	
Time Used – FEBRUARY	12	8	
Time Used – MARCH	7	0	
<b>End of 1<sup>st</sup> Qtr balance</b>	<b>419.75</b>	<b>64</b>	

Time Used – APRIL	17	0	
Time Used – MAY	8	8	
Time Used – JUNE	0	8	
<b>End of 2<sup>nd</sup> Qtr balance</b>	<b>394.75</b>	<b>48</b>	

Time Used – JULY	5.5	8	
Time Used – AUGUST	27	0	
Time Used – SEPTEMBER	17	8	
<b>End of 3<sup>rd</sup> Qtr balance</b>	<b>345.25</b>	<b>32</b>	

Time Used – OCTOBER	3	0	
Time Used – NOVEMBER	15	24	
Time Used – DECEMBER	14	8	
<b>End of 4<sup>th</sup> Qtr balance</b>	<b>313.25</b>	<b>0</b>	<b>0</b>

Total time used 2023	125.5	88	0
<b>Carry over to 2024</b>	<b>313.25</b>	<b>0</b>	<b>0</b>



# Chapter 7

## Personnel Policies

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This material is provided as general information and is not a substitute for legal advice. Consult your attorney for advice concerning specific situations.

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## **Chapter 7**

# **Personnel Policies**

*Learn about those public-sector personnel practices that can be effectively managed, at least in part, by following well-written policy language.*

### **RELEVANT LINKS:**

[Personnel Policy Template](#),  
LMC model policy.

[Personnel Policies Self-Audit  
Checklist](#), LMC model form.

[HR Reference Manual](#),  
[Chapter 1](#).

[Minn. Stat. ch. 419](#).  
[Minn. Stat. ch. 420](#).  
[Minn. Stat. § 44.02](#).

## **I. City practices in setting personnel policies**

In most cases, a city is not required to have personnel policies, however, the League of Minnesota Cities recommends cities have written personnel rules and procedures.

Practice varies in the procedure used to establish a personnel policy for a city. In some cities, the basic policy is established by ordinance; in some, by council resolution; and in others, by a general ordinance supplemented by a more detailed resolution. In a few cities, the home-rule charter provides for the adoption of personnel rules on at least some phases of personnel administration by an officer or group such as the manager, Human Resources (HR) director, or personnel board, often on recommendation of the city administrator or the HR director.

For more flexibility in stating the terms, conditions, privileges, and responsibilities of employment, and for ease in updating practices, a policy manual or handbook is preferable to an ordinance. The League developed a model personnel policy for use with this chapter. Cities are encouraged to review both this chapter and the model personnel policy before revising existing personnel policies or creating new ones. Please review the personnel policies self-audit checklist to ensure you have considered the full range of topics that may be needed to keep your city running smoothly from a human resources perspective.

A city needs to be aware of the many state and federal laws affecting all aspects of the employment relationship, from application and hire, through compensation, benefits, and protections while on the job, and finishing with end-of-employment requirements and sometimes continuing employer obligations in a post-employment relationship. For additional information on federal and state laws, refer to Chapter 1 of the HR Reference Manual.

In any city with a police or fire civil service commission or a merit system established per Minnesota statute, some aspects of the personnel policy in the department(s) covered by civil service are within the rulemaking jurisdiction of the civil service commission or personnel board.

This material is provided as general information and is not a substitute for legal advice. Consult your attorney for advice concerning specific situations.



## RELEVANT LINKS:

HR Reference Manual,  
[Chapter 6.](#)

In any city with a labor union, some personnel management is likely to be a subject in the bargaining agreement between the city and the union.

### A. Personnel policies as a guide

Personnel policies are written rules and guidelines necessary to keep the city functioning smoothly from a human resources perspective. Personnel policies help implement a consistent approach to management and are viewed as formal rules and guidelines the city puts in place to hire, train, assess, and reward employees. They may provide for competitive examinations but are often supplemented with less formal methods for determining qualifications.

Personnel policies serve as a guide for managers. While there will always be unexpected employee situations, there are many situations for which a city can and should prepare. The city's appropriate reaction to personnel issues can be documented in a policy and then relied upon by managers and supervisors.

Personnel policies ensure consistency in treatment of employee groups. When managers and supervisors use well-written policies to guide them in their personnel management decisions, they are much more likely to treat everyone in a fair and just manner. This greatly reduces the likelihood of an employee accusing a supervisor of "playing favorites."

Personnel policies document evidence of a good faith effort on the part of the city. In other words, such policies are proof the city took time to consider potential issues and establish written rules and guidelines as employment conditions for city employees.

To hold employees accountable for the rules and guidelines set forth in a personnel policy, the city needs to take steps to ensure employees have the most up-to-date policies. The city should make it clear it is each employee's responsibility to familiarize themselves with the city's policies and ask questions if they do not understand some aspect of a policy. One way to ensure new employees are aware of the city's personnel policies and their associated responsibilities with those policies, is to send a copy of the policies to each new employee before their first day of employment with the city and distribute new copies when changes are made.

Personnel policies can be frustrating because they are truly "works in progress." Cities should expect revisions and updates will be necessary due to changes at the city and in state and federal law. Ideally, the city should review the city's personnel policies annually and consider major revisions and overhauls at least once every three to five years.

## RELEVANT LINKS:

LMC Page: [Earned Sick and Safe Time Law: What Cities need to know.](#)

LMC information memo, [Drug and Alcohol Testing Toolkit for the City Workplace.](#)

## B. Comprehensiveness of personnel policies

It is unlikely a city with three employees really needs a 250-page personnel policy manual. On the other hand, a city with 75 employees should probably have something more comprehensive than a 10-page list of employment rules. In deciding how comprehensive the city's personnel policy should be, a city may want to consider:

- How many employees does the city have?
- What laws do or do not apply based on that employee count?
- What activities do we perform, or do we wish to perform requiring a policy (pre-employment background checks, Federal Motor Carrier Safety Administration (FMCSA)/Department of Transportation (DOT) drug and alcohol testing for commercial driver's license holders and Clearinghouse checks, drug and alcohol testing for non-DOT employees, mandated reporter training for youth programs, Wage Theft Notices for new hires, etc.)?
- Have there been any issues with our existing employment practices (recruitment, termination, discipline, sexual harassment prevention, etc.)?
- What pieces of information need to be more clearly defined so employees understand the expectations (work hours, timesheets, overtime, etc.)?
- What programs or benefits do we offer (insurance benefits, vacation leave, funeral leave, paid time off, Earned Sick and Safe Time, etc.)?

At a minimum, the League recommends cities have policy language addressing:

- Equal employment opportunity (nondiscrimination)
- Sexual harassment prevention/respectful workplace expectations
- Work hours and FLSA overtime
- Paid leaves, including Earned Sick and Safe Time
- Discipline
- Grievance
- A drug and alcohol testing policy for DOT covered CDL holders who perform "safety-sensitive functions" on commercial motor vehicles meeting specific criteria

## C. Coordination with laws and regulations

### 1. State and federal law

State and federal law take precedence over a personnel policy.

## RELEVANT LINKS:

HR Reference Manual,  
[Chapter 1](#).

HR Reference Manual,  
[Chapter 1](#), see section IV E 3  
b: *Vacation payouts at  
termination*.

*Hall v. City of Plainview*, 954  
N.W.2d 2.54 (Minn. 2021).

[Minn. Stat. § 179A.20](#).

HR Reference Manual,  
[Chapter 6](#).

[Minn. Stat. § 44.02](#).  
[Minn. Stat. § 419.01](#).  
[Minn. Stat. § 420.01](#).

Some laws only apply when a city exceeds a certain number of employees or when certain circumstances exist.

Before deciding a law does not apply to your city or to the personnel situation at hand, it is important to consult with your city attorney. State and federal laws to be considered when developing the city's personnel policies are included in Chapter 1. It is good practice to include a disclaimer like: *"Where these policies differ from state or federal law, the applicable law will be followed."*

When addressing disclaimer language, cities will want to keep in mind, based on a 2021 Minnesota Supreme Court case, some standard employee handbook disclaimers may not be enough to rely on to prohibit PTO balance payouts for separating employees. Specifically, in the event of an employee separation and an associated employee's failure to provide sufficient notice to the city to qualify for the payout on the employee's leave balance, it is important to consult the city attorney regarding accrued leave payouts. Some standard employee handbook introductory disclaimers can be viewed as lacking in precision so a more detailed explanation of when accrued leave payments will not be made upon separation is highly recommended.

## 2. Collective bargaining agreements (union contracts)

For union members only, provisions agreed to by the city and a bargaining unit in a union contract will prevail over requirements established in a personnel policy. It is recommended the following language be included whenever a city has both a personnel policy manual and one or more union contracts: *"Where these policies differ from provisions found in a valid bargaining agreement, the language in the bargaining agreement will be followed. For issues not addressed in the bargaining agreement, the provisions of this policy manual will apply."*

There may be some circumstances in which the city is obligated to negotiate on items covered by the city's personnel policies but not the union contract.

## 3. Civil service bylaws or rules

For employees covered by civil service bylaws or rules, personnel management provisions established in civil service documents will prevail over those found in the city's personnel policies.

## RELEVANT LINKS:

[Personnel Policy Template](#), LMC model policy.  
[Pine River State Bank v. Mettelle](#), 333 N.W.2d 622 (Minn. 1983). [Cederstrand v. Lutheran Brotherhood](#), 263 Minn. 520, 117 N.W.2d 213 (Minn. 1962). [Ries v. SEI Electronics LLC](#), No. C0-00-18 (Minn. Ct. App. July 11, 2000) (unpublished decision). [Turner v. Fed. Express Corp.](#), 539 F. Supp. 2d 404 (D.D.C. 2008).

## 4. Department policies and work rules

While personnel policies are general guidelines regulating employee actions, procedures are customary methods of handling activities and can be more specific than personnel policies.

When managers or supervisors of individual departments are given the authority to establish policies or work rules in addition to those found in the city's overall personnel policies, it is a good idea to note this practice in writing. Department rules should not conflict with the city's general personnel policies. A good practice is to have the city administrator, or another appropriate official, approve department policies or work rules prior to implementation. Finally, the department policies or work rules should be established in writing and formally communicated to employees in that department.

## D. Policy enforcement

Policy language should clearly define the individual(s) charged with enforcing established personnel policies. This responsibility is commonly assigned to the head appointed official or to a designee (e.g., Human Resources Manager) in larger cities. Suggested policy language may be: *"Except where noted otherwise, the city administrator or his/her designee is charged with ensuring compliance with these personnel policies."*

Once a city has a personnel policy in place, it is important to follow the guidelines within that policy. The city runs the risk of being accused of arbitrary and capricious behavior in its human resource practices if it does not follow established policy. That said, there will likely be times when policy language will not be current or applicable because of changes to state or federal law, increased or decreased employee numbers, or conflicting or confusing policy language. When this occurs, the city should be sure to document business reasons for varying from established policy language.

## E. Contracts versus employment guidelines

Personnel policies may or may not create contractual obligations on the part of the employer. A city should know whether its policy language establishes a legally binding contract and should understand the consequences of an enforceable contract versus non-contractual guidelines. Sample disclaimer language is included in the League's Model Personnel Policy.

## RELEVANT LINKS:

*Cleveland Bd. of Educ. v. Loudermill*, 470 U.S. 532 (1985).  
*Board of Regents of State Colleges v. Roth*, 408 U.S. 564 (1972).

*Rutherford v. County of Kandiyohi*, 449 N.W.2d. 457 (Minn. App. 1989).

*Rowan v. K.W. McKee, Inc.* 114 N.W.2d. 692 (Minn. 1962).  
*Pine River State Bank v. Mettill*, 333 N.W.2d. 622 (Minn. 1983).  
*Perry v. Sindermann*, 408 U.S. 593 (1972).  
Minn. Stat. ch. 419.  
Minn. Stat. ch. 420.  
Minn. Stat. § 197.46.

MN Dep't of Labor and Industry: [Labor Standards - Termination](#).  
*Cederstrand v. Lutheran Bhd.*, 263 Minn. 520, 117 N.W.2d 213 (1962).  
*Ferraro v. Koelsch*, 368 N.W.2d 666 (Wis. 1985).  
*Richard J. Pratt, Unilateral Modification of Employment Handbooks, Further Encroachment on the Employment-At-Will Doctrine*, 139 U. PA. L. Rev. 197, 208-09 n.76 (1990).  
*Pine River State Bank v. Mettill*, 333 N.W.2d 622 (Minn. 1983).

## 1. Property interest

Contractual obligations not only create the potential for legal disputes they can also trigger constitutional obligations on the part of the public employer. For example, only those public employees with constitutionally protected property interests in continued employment are entitled to due process prior to the termination of their employment. Public employment does not in itself create any protected property interest. Nor does the U.S. Constitution create property rights. Property interests are created by independent sources like a contract or statute.

A property interest exists where there is an expectation of continued employment, unlike the at-will situation where there is no such expectation. Public employees who are employed at-will or considered probationary do not have a protected property interest and, therefore, are not entitled to constitutional due process. Examples of situations where property interests may be found in city employment include:

- Collective bargaining agreement (union contract)
- Personnel policy or employee handbook (intentional or unintentional)
- Individual employment contract
- Civil service system/rules
- Veterans preference rights

## 2. At-will employment

Minnesota is presumptively an employment-at-will state, which means either the city or the employee can end the employment relationship (e.g., the employee can quit, or the city can terminate his/her employment) without giving notice or a reason. However, there are limitations on employment-at-will. For example, a collective bargaining agreement (union contract), a civil service system, laws such as veterans preference, an individual employment contract, certain types of statements in employee handbooks, and oral promises can change the employment-at-will relationship and place restrictions on a city's ability to terminate employment.

## RELEVANT LINKS:

*Skagerberg v. Blandin Paper Co.*, 197 Minn. 291 (Minn. 1936).

*McDonnell Douglas Corp. v. Green*, 411 U.S. 792 (1973).

*Ewald v. Wal-Mart Stores*, 139 F.3d 619 (8th Cir. 1998).

*Feges v. Perkins Restaurants, Inc.*, 483 N.W.2d 701 (Minn. 1992).  
*DePhillips v. Zolt Construction Co., Inc.*, 136 Wash. 2d 26, 959 P.2d 1104 (1998).

*Feges v. Perkins Restaurants, Inc.*, 483 N.W.2d 701 (Minn. 1992).

*Personnel Policy Template*, LMC model policy. See page 8: *Introduction/Purpose*.

*Pine River State Bank v. Mettelle*, 333 N.W.2d. 622 (Minn. 1983).  
*Personnel Policy Template*, LMC model policy. See page 8: *Introduction/Purpose*.

See HR Reference Manual *Discipline Chapter* section VI D (3), *Vacation/Annual Leave/PTO Payout*.

*Hall v. City of Plainview*, 954 N.W.2d 254 (Minn. 2021).

The advantage of maintaining an at-will relationship with the city's employees is it makes it easier to defend a wrongful termination lawsuit. However, even in employment-at-will relationships, the League of Minnesota Cities recommends cities be prepared to document and show a business reason for terminating an employee.

Even at-will employees are legally protected against discriminatory and other unlawful employment actions. If challenged, a city must be able to provide a legitimate, nondiscriminatory reason for the employment decision. Also, any employer terminating employees without justification runs the risk of damaging employee morale and impairing the city's ability to recruit desirable job candidates.

### 3. Implied / unintentional contracts

While the League encourages cities to put their practices in writing, sometimes written policies or employee handbooks can unintentionally create an employment contract between a city and its employees. This may restrict the city's ability to terminate an employee or create other problems for the city.

The more specific and definite a statement, the more likely it will be seen as creating a contract. General statements of policy are less likely to be seen by the courts as creating a contract. Therefore, it is crucial an employee handbook be carefully drafted. Cities should consider the following:

- Insert a disclaimer statement at the beginning of the handbook, at the beginning of the employee benefits section, after the disciplinary policy, at the end of the handbook, on a "sign-off" sheet the employee signs to acknowledge receipt at the time of hire, and on the city's employment application form.
- The disclaimer statement should indicate the employee handbook is not intended to create a contract of employment, that all employment is at-will, and, as such, employment may be terminated by the city at any time, with or without cause.
- Keep in mind based on a 2021 Minnesota Supreme Court case, some standard employee handbook disclaimers may not be enough to rely on to prohibit PTO balance payouts for separating employees. Specifically, in the event of an employee separation and an associated employee's failure to provide sufficient notice to the city to qualify for the payout on the employee's leave balance, it is important to consult the city attorney regarding accrued leave payouts. Some standard employee handbook introductory disclaimers can be viewed as lacking in precision so a more detailed explanation of when accrued leave payments will not be made upon separation is highly recommended.

## RELEVANT LINKS:

See HR Reference Manual  
[Hiring Chapter](#), section IX B,  
Offer letter.

[Premick v. Dick's Sporting Goods, Inc.](#) No. 02: 06-CV-0530 (U.S. Dist. W.D. Pa. Jan. 18, 2007) (unpublished decision).  
[Lee v. Sperry Corp.](#), 678 F. Supp. 1415 (D. Minn. 1987).

LMC Page: [Earned Sick and Safe Time Law: What Cities need to know](#).

- Ensure revised versions of an employee handbook clearly state the revised handbook supersedes any and all prior versions, and all employees are subject to the new handbook's terms.
- Require all new employees to sign and submit an acknowledgement form indicating they have read and understand the handbook's terms and policies. In the case of a revised handbook, all new and existing employees should be provided a copy of the updated handbook and sign the acknowledgement form.
- Ensure written offer letters or Wage Theft Notices, explicitly state the employment relationship is considered at-will, if applicable.
- Avoid disciplinary policies listing a specific set of offenses as sufficient grounds for termination of employment. Insert a statement the list is not intended to be all-inclusive, and the city expressly reserves the right to terminate employment at any time for any reason.

## F. Reviewing and revising policies

Personnel policies are really works-in-progress. Due to changes in law and the workplace, various provisions in personnel policies can and should be reviewed and revised. While an annual review is ideal, the city should consider a process by which to periodically review all established personnel policies, revise those needing to be changed, adopt policy revisions, and communicate said revisions to all city employees.

The city will want to consider major revisions and overhauls at least once every three to five years. As noted previously, as part of the general personnel policies, the city should note revised policies supersede any and all past versions of said policies.

When updating policies, some employers have found personnel policies a valuable tool to promote the city's "brand" or important values to employees. For example, some cities will incorporate photos of important city landmarks; a visual timeline of a city's history with important milestones noted; or an infographic with the city's mission, vision, and values throughout the document.

## II. Application of policies to employee groups

Policies should address who at the city will be covered by the guidelines established in a personnel policy. Full-time employees and part-time employees should be covered by the city's personnel policy. With the exception of Earned Sick and Safe Time benefits under state law, there usually is no business reason not to apply the policy to seasonal and temporary employees as well.



## RELEVANT LINKS:

[Minn. Stat. § 179A.03, subd. 14.](#)

HR Reference Manual,  
[Chapter 6.](#)

[Minn. Stat. § 471.992.](#)  
[Minn. R. 3920.0100, subp. 5.](#)  
LMC information memo,  
[Local Government Pay Equity Act.](#)  
MN Dep't of Management  
and Budget: [Local Government Pay Equity.](#)

Although it is common for such categories of employees not to be eligible for most city benefits, it is still important to have them covered by policies addressing important topics like discipline, work rules, sexual harassment prevention/respectful workplace expectations, data practices, Earned Sick and Safe Time, etc.

## A. Employees

The legal definition of employee can vary depending upon the law being applied and the situation at hand. Before deciding an individual doing work for the city is not an employee, be sure to contact your city attorney and/or the League. The following information provides examples of definitions of “employee” under various laws.

### 1. Minnesota Public Employment Labor Relations Act

The definition of “public employee” or “employee” found in the Minnesota Public Employment Labor Relations Act (PELRA) includes most individuals appointed or employed by a public employer, with some exceptions like:

- Part-time employees whose service does not exceed the lesser of 14 hours per week or 35 percent of the normal workweek in the employee’s appropriate unit.
- Employees whose positions are basically temporary or seasonal in character and: 1) are not for more than 67 working days in any calendar year; or 2) are not for more than 100 working days in any calendar year and the employees are under the age of 22, are full-time students enrolled in a nonprofit or public educational institution prior to being hired by the employer, and have indicated, either in an application for employment or by being enrolled at an educational institution for the next academic year or term, an intention to continue as students during or after their temporary employment. As an example, if someone works 40 hours a week but less than 67 days, they are not a public employee.
- As another example, if someone works 10 hours a week for 52 weeks, they are not a public employee in a unit where the normal work week is 40 hours.

### 2. Minnesota Pay Equity Act

The definition of employee provided in PELRA is also used to determine who is an employee for purposes of the Minnesota Pay Equity Act. In accordance with the act, cities with one or more employees must file a pay equity implementation report as required by the Minnesota Management and Budget (MMB).

## RELEVANT LINKS:

Minn. Stat. § 353.01, subd. 2b.

Minn. Stat. § 353.01, subd. 2a.

PERA: [Employer Manual](#).  
PERA: 651.296.3636 or  
1.888.892.7372 (toll free).

*Farrington v. City of Richfield*, 488 N.W.2d 13 (Minn. 1992).

LMC website: [Federal Health Care Reform](#).

LMC information memo, [Data Practices: Analyze, Classify, Respond](#), Section VIII-A-2-a, Personnel data.

*Farrington v. City of Richfield*, 488 N.W.2d 13 (Minn. 1992).

### 3. Public Employees Retirement Association of Minnesota

Most full-time public-sector employees are required by law to participate in the Public Employees Retirement Association of Minnesota (PERA). The definition of public employee for PERA participation differs from that provided in PELRA. Namely, under PERA, public employees whose salary from one governmental subdivision exceeds \$425 in any month are generally included in PERA membership. Under PELRA statutes, as noted above, there are differing exclusions with respect to the number of hours and working days an employee is employed. To determine whether an individual qualifies to participate in PERA, the city should consult with the PERA Employer Manual and/or call PERA directly.

#### B. Elected officials

Elected officials are generally not considered employees of the city and, therefore, are not covered by a city's personnel policy. However, it is a good practice to use a statement like "unless otherwise noted, this personnel policy does not apply to elected officials."

Then, if the city would like, the city can include elected officials in important policies like sexual harassment prevention/respectful workplace expectations, data practices, etc., without the entire personnel policies applying to them.

Some larger cities do consider their elected officials to be part-time or full-time employees; they are then more likely to be covered by the personnel policies of the city. Some cities choose to designate elected officials as employees for purposes of workers' compensation coverage or other benefits like health insurance.

With respect to the Affordable Care Act, some cities may need to consider councilmembers as employees to determine whether their city meets the threshold of 50 full-time equivalent (FTE) employees. For more information, review the League's website on health care reform.

If a city wishes to treat information maintained on elected officials as personnel data under the Minnesota Government Data Practices Act, input from the city attorney and official action by way of a city council resolution is advised.

#### C. Appointed officials

Officials appointed to a city's various boards and commissions are generally not covered by a city's personnel policy.

## RELEVANT LINKS:

LMC information memo,  
[Data Practices: Analyze,  
Classify, Respond](#), Section  
VIII-A-2-a, Personnel data.

LMC information memo,  
[Fire Department  
Management and Liability  
Issues](#), Section II-A, Bylaws  
versus personnel policies.

[Minn. Stat. § 181.9445, subd.  
5\(2\).](#)

However, it is still a good practice to include these officials in key policies such as sexual harassment prevention/respectful workplace expectations or any policies regarding equal employment opportunity. Some paid individuals appointed to boards and commissions anticipated to work at least 80 hours in a year for the city could be considered an “employee” under the Earned Sick and Safe Time Law. Cities should consult with their city attorney for advice on whether these unique positions are covered by the Earned Sick and Safe Time law.

Like elected officials, a city may choose to treat information on appointed officials as personnel data under the Minnesota Government Data Practices Act. However, before implementing such a designation, the League encourages city attorney input and a resolution passed by the city council.

## D. Firefighters / ambulance

Most fire departments have policies, standard operating procedures, or rules and regulations that guide personnel activities. If this information is in the form of bylaws, the League recommends it be changed to a policy manual since the fire department generally is not a separate entity, but rather a department within the city. The personnel policies of the fire department should be coordinated with the city’s personnel policies to avoid giving employees conflicting information.

Volunteer firefighters and paid on-call firefighters with a department charged with the prevention or suppression of fires are specifically exempt from coverage under the Earned Sick and Safe Time Law. Additionally, volunteer ambulance attendants (as defined in Minn. Stat. § 144E.001, subdivision 15) and paid on-call ambulance service personnel (as defined in Minn. Stat. § 144E.001, subdivision 3a) are also exempt from this law. Cities may still, but are not required to, provide Earned Sick and Safe Time benefits to these positions.

## E. Volunteers

True volunteers would not be covered by employee policies. Even so, some cities develop separate policies outside of the employee handbook applicable specifically to volunteers. Topics a city should consider in such a policy include supervision or direction, authority to represent the city, what to do in an emergency, appointment and removal procedures, etc.

## RELEVANT LINKS:

U.S. Dep't of Labor Wage and Hour Div., [Opinion Letter FLSA2008-15](#).  
LMC information memo, [FLSA Police and Fire Employees](#), Section V, Volunteer and paid on-call firefighters.

[Minn. Stat. § 177.23](#).  
MN Dep't of labor and industry: [Earned sick and safe time](#).  
LMC Page: [Earned Sick and Safe Time Law: What Cities need to know](#).

U.S. Dep't of Labor, Wage & Hour Div., [Fact Sheet #71: Internship Programs Under Fair Labor Standards Act](#).

HR Reference Manual, [Chapter 2](#).

U.S. Department of Labor  
Final Rule: Employee or Independent Contractor Classification Under the Fair Labor Standards Act:  
<https://www.dol.gov/agencies/whd/flsa/misclassification/rulemaking>.

[29 C.F.R. § 795.110](#).

Sometimes cities will question which personnel are considered true volunteers. To help answer this, cities will want to analyze with their city attorney whether the Fair Labor Standards Act would define the personnel as volunteers or employees.

Generally, if personnel are paid anything more than just nominal pay, they are likely employees and covered by the Fair Labor Standards Act and subject to minimum wage and overtime provisions, as well as eligible for Earned Sick and Safe Time benefits, etc.

## F. Interns

Depending on the circumstances surrounding the assignment, interns might be considered temporary employees or volunteers. Some cities have well-defined internship programs, while others work with educational institutions to obtain interns when the need presents itself.

For additional information on internships, please refer to the Chapter 2. It is a good practice to define the parameters surrounding internships with the city. For example:

- Are interns classified as temporary employees or are they volunteers?
- Must all interns currently be enrolled in a degree program?
- Do interns receive compensation?
- Are the parameters for every intern assignment the same, or does the city consider the details on a case-by-case basis?

## G. Independent contractors

Independent contractors are not employees and, as such, are not covered by a city's employment policies. However, it is possible for a city to incorporate certain policy language or personnel-type expectations into contracts. For example, some cities incorporate respectful workplace and/or sexual harassment prevention expectation policy language into agreements with independent contractors or vendors.

In short, the federal Fair Labor Standards Act applies the Economic reality test, requiring a careful analysis of seven non-dispositive economic reality factors: (1) opportunity for profit or loss depending on managerial skill; (2) investments by the worker and the potential employer; (3) degree of permanence of the work relationship; (4) nature and degree of control; (5) extent to which the work performed is an integral part of the potential employer's business; (6) skill and initiative; and (7) additional relevant factors.

## RELEVANT LINKS:

LMC information memo,  
[Employee or Independent Contractor](#).

U.S. Dep't of Labor:  
[Misclassification of Employees as Independent Contractors](#).

[29 C.F.R. § 778.105](#).

[Personnel Policy Template](#),  
LMC model policy.

Still, it is not uncommon to find an employee incorrectly classified as an independent contractor.

Penalties for treating an employee as an independent contractor may include, but are not limited to, exposure to additional taxes, penalties and interest, additional wage and overtime obligations under the Fair Labor Standards Act, workers' compensation and unemployment liabilities, and the possibility of wrongful termination suits. Thus, it is very important that cities make well-informed decisions when classifying workers.

## III. Definitions

It is important to define the key terms being used in the city's personnel policies.

Some words and phrases are defined in state or federal law. For example, according to the federal Fair Labor Standards Act (FLSA) a workweek is a period of seven consecutive 24-hour periods. However, it is much more common for the definitions in a city's personnel policies to be established and subject to interpretation by that city.

When a definition in a personnel policy seems unclear, it is a good practice to look to the people who developed the policy and its definitions. The city attorney and the League can also be valuable resources in these circumstances.

### A. Definitions listed in model policy

#### 1. Authorized hours

Including this definition in policy language is important for nonexempt and part-time employees. Authorized hours are the number of hours an employee was hired to work. It is a good practice to note the city has the right to change an employee's actual hours worked during any given pay period depending on workload demands or other factors.

#### 2. Benefits

These are privileges provided to qualified employees often consisting of paid leave (vacation, sick, paid time off, Earned Sick and Safe Time, etc.), insurance coverage (health, dental, life, etc.), and pension plans (PERA, deferred compensation, etc.).

## RELEVANT LINKS:

LMC Page: [Earned Sick and Safe Time Law: What Cities need to know.](#)

Minn. Stat. § 181.9445, subd. 5.

LMC website: [Federal Health Care Reform.](#)

### 3. Benefit-earning status

Many cities have a complete policy noting the benefits offered to qualified employees. This definition should clarify which employees will qualify for city-offered benefits, if any.

Minnesota's Earned Sick and Safe Time (ESST) law requires employers to provide ESST paid leave to employees anticipated to work at least 80 hours in a year for an employer. Under the ESST law, the following positions are exempt: independent contractors; volunteer firefighters or paid on-call firefighters with a department charged with the prevention or suppression of fires; volunteer ambulance attendant (defined by Minn. Stat. § 144E.001, subdivision 15) or paid on-call ambulance service personnel (defined by Minn. Stat. § 144E.001, subdivision 3a). The law provides each employee with one hour of ESST for every 30 hours works, with the ability to accumulate at least 48 hours of ESST each year.

It is important to remember, in general, there is no legal requirement that a city provide employee health insurance benefits. However, once a city chooses to offer such benefits, several federal and state laws come into play.

There can also be significant penalties for organizations meeting the 50 FTE threshold under federal health care reform which fail to provide affordable health care coverage to employees working 30 hours per week.

### 4. Core hours

Core hours are those hours during which all city employees, both exempt and nonexempt, are required to be at their place of work.

Because all city employees are accountable to the public in some manner, it is reasonable to expect employees to be at work for most of the business hours established for the city.

For example, if city business hours are 8:00 a.m. to 5:00 p.m., core hours might be 9:00 a.m. to 3:00 p.m. each day. It may not be reasonable to apply the core hours concept to certain departments (e.g., police and fire).

### 5. Demotion

A demotion occurs when an employee is moved from one job class to another. The maximum salary for the new position is lower than the employee's former position. A demotion generally takes place as the resolution to a performance or disciplinary issue.

## RELEVANT LINKS:

LMC information memo,  
[Veterans Preference in  
Discipline, Discharge or Job  
Elimination](#).

[Minn. Stat. § 197.46](#).

[Minn. Stat. § 471.426](#).

Section II, *Application of  
policies to employee groups*.

U.S. Dep't of Labor, Wage  
and Hour Div., [Fact Sheet  
#17A: Exemption for  
Executive, Administrative,  
Professional, Computer &  
Outside Sales Employees  
Under the Fair Labor  
Standards Act \(FLSA\)](#).

LMC information memo,  
[FLSA: Determining Exempt  
vs. Non-Exempt Status](#).

[29 C.F.R. § 541.604](#).

It is important to note, according to Minnesota law, a city wanting to remove a veteran from a position may need to follow specific procedures, even if the intent is to continue the veteran's employment but in a lesser position like that in a demotion. This may include providing the veteran with written notification of the intention to demote and the opportunity to challenge the decision and/or request a hearing within 30 days. Because these situations can be legally complicated, a city is strongly encouraged to consult with its legal counsel.

## 6. Direct deposit

State law permits cities to require all employees on the payroll system to participate in direct deposit. It is a good idea for any city implementing this requirement to clarify the practice in a written policy.

## 7. Emergency employee

Emergency appointments generally fall in the temporary employee category. An emergency employee is hired without a recruitment process when an employee is needed immediately to serve in a particular role. It is a good practice to note those individuals with authority to determine a situation is indeed an emergency that merits foregoing a recruitment process.

## 8. Employee

A city might define an employee simply as an individual who has successfully completed all stages of the selection process, and satisfactorily completes any pre-requisite conditions of employment, including any required testing or background checks.

For other definitions of employee, a city might want to consider, or at least should be aware of, the Application section of this chapter.

## 9. Exempt employee

Many employers refer to exempt employees as salaried employees. However, providing an employee with a salary meets only one of the two tests that must be met before a position is considered exempt from the federal Fair Labor Standards Act (FLSA).

An exempt employee is an individual who is exempt from (not covered by) the overtime provisions of the FLSA. To be exempt, an employee must meet the salary basis test and a duties test, both defined in the FLSA. A city is not required by law to pay overtime to exempt employees but can do so without impacting the employee's FLSA exempt status.



## RELEVANT LINKS:

[26 U.S.C. ch. 21.](#)

[Social Security and Medicare Withholding Rates](#), IRS Topic 751.

Social Security  
Administration: Police  
Officers and Firefighters.

LMC website: [Federal Health Care Reform](#).

## 10. Flex hours

Flex hours or flexible scheduling can be defined in a variety of ways. Some cities permit employees to start work early and then leave earlier in the day than other employees; other cities permit employees to work four 10-hour days and then take one day off each week. Regardless of what a city might offer in the way of flexible scheduling, it is important to clearly define what flexibility in work hours is available to employees.

This area would be used for a brief definition of any flexible scheduling the city permits. Separate written policy language should be developed to provide clear guidance on this practice.

## 11. Federal Insurance Contributions Act

The Federal Insurance Contributions Act (FICA) is the federal requirement that a certain amount be withheld from employees' wages. Specifically, FICA in 2024 requires an employee contribution of 6.2 percent for Social Security and 1.45 percent for Medicare. The city is required to contribute a matching 7.65 percent. Certain employees may be exempt or partially exempt from these withholdings (e.g., police officers).

## 12. Full-time employee

Neither state nor federal law defines full-time employment. This is a matter generally to be determined by the city as the employer. Prior to health care reform, many cities defined a full-time employee as an individual who works 40 hours per week.

The 40-hours-per-week standard was likely based on the federal Fair Labor Standards Act as the FLSA requires employers to pay nonexempt employees' overtime after 40 hours worked in a workweek.

Under health care reform, cities meeting the 50 FTE threshold will often consider defining a lower number of hours per week (e.g., 30 hours per week) as full time for that city, at least for the purposes of defining eligibility for health insurance.

## 13. Hours of operation

The city's regular hours of operation should be defined. This definition should establish those days of the week city hall (and other city facilities) is open for business as well as the start and end of each business day. In the event the city hall holds different hours in the summer months as opposed to the rest of the year, that practice should be noted here.



## RELEVANT LINKS:

[Minn. Stat. § 471.992.](#)  
[Minn. R. 3920.0300.](#)  
LMC information memo,  
[Local Government Pay Equity Act.](#)  
MN Management and  
Budget: [Local Government Pay Equity.](#)

U.S. Dep't of Labor: [Wages and the Fair Labor Standards Act.](#)  
LMC information memo,  
[FLSA Determining Exempt versus Nonexempt Status.](#)

LMC information memo,  
[Paychecks.](#)

[Minn. Stat. § 181.101\(a\).](#)

### 14. Job classification

This is a number, ranking, or classification assigned to each job within the city. All cities are required to have a comparable worth plan or system in place to meet the reporting requirements of the Minnesota Pay Equity Act. As part of the comparable worth plan, cities are required to define job classes and assign point values for those job classes.

### 15. Non-exempt employee

Many employers refer to nonexempt employees as hourly employees.

A nonexempt employee is an individual who is not exempt from or is covered by the overtime provisions of the federal Fair Labor Standards Act. A city is required to pay nonexempt employees' overtime at the rate of one and one-half times their hourly rate of pay.

### 16. Part-time employee

Neither state nor federal law defines part-time employment. This is a matter generally to be determined by the city as the employer. This definition is generally used for employees required to work less than 40 hours per week on a regular basis.

Some cities choose to include optional working to address federal health care reform impacts within their personnel policy definitions section, such as *"In accordance with federal health care reform laws and regulations, the city shall offer health insurance benefits to eligible employees and their dependents that work on average or are expected to work 30 or more hours per week or the equivalent of 130 hours or more per month. To comply with health care reform law while avoiding penalties, part-time employees will be scheduled with business needs and in a manner that ensures positions retain part-time status as intended."*

### 17. Pay period

The city's pay periods should be defined in this section. Some cities pay employees every two weeks; others pay employees twice per month, etc. The law requires employers to pay employees at least once every 31 days.

Payment must be made on a regular payday designated in advance of the payment, regardless of whether the employee requests payment at longer intervals. The city may also want to note the number of days in each pay period and how compensation is to be distributed.

## RELEVANT LINKS:

[Minn. Stat. 181.101\(b\).](#)

Minnesota [PERA](#) website.

LMC website: [Federal Health Care Reform](#).

MN Dep't of labor and industry: [Earned Sick and Safe Time](#).  
LMC Page: [Earned Sick and Safe Time Law: What Cities need to know](#).

Cities may pay volunteer firefighters, first responders, volunteer ambulance drivers and attendants, at longer intervals than once every 31 days, provided the employer and employee mutually agree to the arrangement.

## 18. Public Employees Retirement Association

Participation in the Public Employees Retirement Association (PERA) is required by law for most city employees. It is a good practice to provide a brief description of PERA and to clarify that contributions are to be made each pay period by both the employee and the city.

## 19. Promotion

This is generally defined as the movement of an employee from one job class to another where the maximum salary for the new position is higher than the employee's former position.

## 20. Reclassify

This occurs when there is a significant change in the duties and responsibilities of a job. The job may be reclassified to a higher class or a lower class within the city.

## 21. Seasonal employee

Seasonal employees usually work only part of the year to conduct seasonal work. Examples of seasonal work might include working at a warming house at an outdoor ice rink or being a lifeguard at the city's outdoor swimming pool. Seasonal employees do not typically earn benefits, but under health care reform, cities meeting the 50 FTE employee threshold should be aware they may be subject to penalties for employees working 30 hours per week who are not offered affordable health care.

Minnesota's Earned Sick and Safe Time (ESST) law requires employers to provide ESST paid leave to employees anticipated to work at least 80 hours in a year for an employer (but excludes independent contractors, volunteer firefighters, paid on-call firefighters, ambulance attendants, and paid on-call ambulance service professionals). The law provides each employee with one hour of ESST for every 30 hours works, with the ability to accumulate at least 48 hours of ESST each year.

Some cities do not provide a separate definition for seasonal employees and instead include seasonal employees in the definition of temporary employee.

## RELEVANT LINKS:

LMC website: [Federal Health Care Reform](#).

[79 FR 8544](#).

MN Dep't of labor and industry: [Earned Sick and Safe Time](#).  
LMC Page: [Earned Sick and Safe Time Law: What Cities need to know](#).

[29 C.F.R. § 778.105](#).

LMC information memo, [Fair Labor Standards Act for Police and Fire Employees](#).

## 22. Temporary employee

These employees work in temporary positions. Such positions might have a defined start and end date or may be only for the duration of a specific project.

Temporary employees do not typically earn benefits, but under health care reform cities meeting the 50 FTE employee threshold should be aware they may be subject to penalties for employees working 30 hours per week who are not offered affordable health care.

The federal government provided guidance to employers permitting them to use a measurement period of up to 12 months (known as a “look-back period”) to determine if an employee is full-time for health care reform purposes. With a 12-month look-back period, only employees who are still employed full-time after 12 months would count when calculating employer penalties.

Again, Minnesota’s Earned Sick and Safe Time (ESST) law requires employers to provide ESST paid leave to employees anticipated to work at least 80 hours in a year for an employer (but excludes independent contractors, volunteer firefighters, paid on-call firefighters, ambulance attendants, and paid on-call ambulance service professionals). The law provides each employee with one hour of ESST for every 30 hours works, with the ability to accumulate at least 48 hours of ESST each year.

## 23. Transfer

This is the movement of an employee from one city position to another of equivalent pay. Typically, a transfer occurs within the same job class.

## 24. Workweek

It is important the workweek be clearly established, especially for nonexempt employees. The federal Fair Labor Standards Act states a workweek is seven consecutive 24-hour periods. Any nonexempt employee working more than 40 hours in any workweek would be entitled to overtime compensation at the rate of one and one-half times their hourly wage.

A city can establish a workweek (also referred to as a work period) for police and firefighters of anything between seven and 28 days. The police or fire protection employee would then earn time and one-half overtime only for those hours exceeding the limits established in federal law.

## RELEVANT LINKS:

[Minn. Stat. § 363A.36.](#)

[Minn. R. 5000.3400, subp. 3.](#)

[Minn. Stat. § 363A.36, subd. 1.](#)

There is no law requiring all employees to have the same workweek. If the city does permit departments to establish varied workweeks as appropriate for the needs of the department, that practice should be noted in the personnel policy and on the employees' payroll records.

## IV. Equal Employment Opportunity/Affirmative Action

Most public employers include one of the following statements at the end of employment advertisements: "EEO/AA Employer" or "EEO Employer." Such a statement indicates to the reader the city promotes equal employment opportunities and affirmative action in all employment practices at that city.

An equal employment opportunity (EEO) policy statement reaffirms your organization's commitment to fair employment practices. The statement is voluntary, not required, for inclusion on city letterhead or applications, but it can be helpful, and a good practice, to also include an equal employment opportunity statement in the city's personnel policy. Under state law, cities are not required to have an affirmative action plan but are encouraged to have one.

In practice, if the city does not have a formal affirmative action plan approved by the commissioner of human rights in place, it may be best to only include language in the policy noting the city is an EEO employer and refrain from an affirmative action reference. This section discusses the protections generally addressed in a city's equal employment opportunity policy and what to consider when deciding whether to adopt an affirmative action plan.

### A. Affirmative Action plans

Minnesota Rules define an affirmative action program as: "a coherent set of goal-oriented management policies and procedures which implement a contractor's affirmative action policy including the contractor's self-examination of its workforce and entire employment practices and policies, availability and utilization analyses, and the establishment of goals and timetables for the correction of any underutilization of women, minorities, and qualified disabled persons identified in the self-analysis."

The Minnesota Department of Human Rights advises cities receiving state money for any reason are not required, but are encouraged, to adopt an affirmative action plan approved by the commissioner of human rights.

## RELEVANT LINKS:

U.S. Dep't of Labor: [Office of Federal Contract Compliance Programs](#).

[Minn. Stat. § 363A.36, Subdivision 1.](#)

[Title VII of the Civil Rights Act of 1964 - Public Law 88-352.](#)

[Bostock v. Clayton County, 590 U.S. 644 \(2020\).](#)

[Minn. Stat. ch. 363A.](#)

[MN Dep't of Human Rights Act.](#)

[Minn. Stat. § 363A.08, subd. 2.](#)

[HR Reference Manual, Chapter 1.](#)

[Minn. Stat. § 363A.08.](#)

The Office of Federal Contract Compliance Programs' website provides some guidance to cities on how to develop affirmative action plans. The city will also want to work directly with the federal agency from which funding is to be received to determine if an affirmative action plan is required.

## B. Protected status

The terms "protected status" or "protected class" both generally refer to groups of people specifically protected from employment discrimination in federal and state law. The groups of people referenced in these laws should be listed within the city's EEO statement. Affirmative Action statements are narrowly tailored toward specific protected classes, such as a plan for the employment of people with disabilities, people of color, and women.

### 1. Civil Rights Act of 1964; Title VII

Title VII of the Civil Rights Act of 1964 prohibits employment discrimination on the basis of race, color, religion, sex, or national origin. The protections of Title VII also extend to prohibit employment discrimination against an individual on the basis of sexual orientation or transgender status.

### 2. Minnesota Human Rights Act

The Minnesota Human Rights Act (MHRA) builds on the U.S. Civil Rights Act of 1964 and offers additional protections to people employed in the state of Minnesota.

The MHRA makes it an unfair employment practice for an employer to discriminate against a person because of race (including traits associated with race, including, but not limited to, hair texture and hair styles such as braids, locs and twists), color, creed, religion, national origin, sex, gender identity (including pregnancy, childbirth, and related medical conditions), marital status, familial status, status with regard to public assistance, membership or activity in a local commission, disability, sexual orientation, or age.

## C. Americans with Disabilities Act

Although individuals with a disability are protected under the Minnesota Human Rights Act, the Americans with Disabilities Act (ADA) provides additional protections for individuals with a qualified disability.

## RELEVANT LINKS:

EEOC: [Disability Discrimination](#).  
ADA of 1990.

[42 U.S.C. § 12101](#).

HR Reference Manual,  
[Chapter 2](#).

[Hiring Policy](#), LMC model  
policy.  
HR Reference Manual,  
[Chapter 2](#), Section III-B,  
Personnel Policies.

Specifically, the ADA prohibits private employers and state and local governments with 15 or more employees from discriminating against qualified individuals with disabilities in job application procedures, hiring, firing, advancement, compensation, job training, and other terms, conditions, and privileges of employment.

Some cities develop a separate policy addressing the steps to be taken in the event an ADA workplace accommodation needs to be explored.

Other cities covered by this law include a general policy statement noting all requirements of the ADA will be adhered to in employment practices (e.g., necessary accommodations to enable a qualified candidate to interview for a job, job descriptions with essential functions and physical expectations clearly noted, etc.).

## V. Recruitment and selection

Incorporating a hiring policy within the city's overall personnel policies will provide the guidelines necessary to keep the hiring process running smoothly. For practical information on hiring in the public sector, please refer to Chapter 2 of this manual.

### A. Hiring policy

The city's personnel policy on hiring should emphasize securing the most qualified individuals as city employees. At a minimum, a personnel policy on hiring should address:

- Who will manage the hiring process?
- How openings will be posted (e.g., internally, externally, both)?
- What information will be contained in the postings?
- Will vacancies be advertised?
- What the basis is for the hiring decision (merit, fitness, etc.)?
- How will applications be reviewed (e.g., rated on 100-point scale)?
- Who has authority to make the hiring decisions for the city? While the process may be coordinated by the city administrator or another staff member, in a Plan A city, the city council is responsible for the final hiring decision and must approve all hires to city employment. In a Plan B form of government, the city manager has hiring authority for most city employees. In a Plan B form of government, the city manager has hiring authority for most city employees. The hiring authority in charter cities can vary, depending on how the city charter is written. It is a good idea to include a policy statement clarifying the authority of the city council in this process.

## RELEVANT LINKS:

HR Reference Manual,  
[Chapter 2](#), Section VII,  
background checks.

HR Reference Manual,  
[Chapter 2](#), Section XIV,  
Promotions.

HR Reference Manual,  
[Chapter 2](#), Section IV-D,  
Advertisement.

HR Reference Manual,  
[Chapter 2](#), Section XIV,  
Promotions.

HR Reference Manual,  
[Chapter 2](#), Section IV-D,  
Advertisement.

- How will promotional opportunities be handled?
- What types of exams and testing are required or may be used (e.g., medical, psychological, drug and alcohol)?
- Pertinent laws requiring certain background checks and will background checks be conducted? Cities will want to be familiar with Criminal Offenders Rehabilitation Act and required background checks referenced within Chapter 2 of the HR Reference Manual.

## B. Managing the process

It is important to identify the individual responsible for managing the recruitment and selection process at the city. The individual(s) coordinating the hiring activities might vary depending on the job being filled. Many cities use policy language assigning the recruitment and selection process to one position, but then permit that position to designate other individuals to manage the process where appropriate. For example: “*The city administrator or designee will manage the hiring process for all positions within the city.*”

## C. Vacancies / position openings

Many cities have a policy defining how position vacancies will be handled. While every city should have hiring guidelines, too many policy restrictions and requirements will limit the city’s flexibility in this area. For example, if the city’s policies state every position vacancy will be filled through an open recruitment process, the city would be going against its own established policy if it chose to fill a vacant position through an internal recruitment or a promotion.

A policy requiring a fair and just hiring process, but one that still enables the city to retain some flexibility is a good way to achieve balance in this area.

Keep in mind even when policy language on hiring provides the city with flexibility, a bargaining agreement or civil service bylaws may require the city to treat the hiring procedures different for different groups of employees.

A discussion of the advantages and disadvantages of open recruitment, internal recruitment, and promotion can be found in Chapter 2 of the HR Reference Manual.

## D. Job postings / advertisements

A job posting serves as official notification a position at the city is vacant. Policy language regarding job postings can be as simple as stating the recruitment process for any opening will begin with a job posting.



## RELEVANT LINKS:

HR Reference Manual,  
[Chapter 2.](#)

Minn. Stat. § 181.173.

Job Advertisement,  
LMC model form.

[Employment Application](#),  
LMC model form.

HR Reference Manual,  
[Chapter 2.](#)

[Minn. Stat. § 363A.08, Subd 8.](#)

In most situations, a city will not be subject to any state or federal law specifically requiring it to advertise a job opening. Policy language noting the city will advertise every open position might limit the city's options as to how certain positions are filled. When an internal promotion is the obvious best fit for a vacant position, it is not a very efficient use of city time and money to advertise and conduct a public recruitment. As such, it may be more reasonable to create policy language stating most city vacancies will be publicly advertised.

Some cities do establish a policy of publicly advertising all their job openings in conjunction with their equal employment opportunity or affirmative action policy (i.e., to recruit a diverse workforce the city specifies all positions will be advertised publicly in both general and minority-focused newspapers). In addition to aiding with the recruitment of minorities, this type of policy may help defend the city in a lawsuit or discrimination complaint over a hiring decision.

A city may also choose to publicly advertise all job openings simply to make sure it considers the qualifications of all available candidates. There may be some situations where a city is under a legal obligation to publicly advertise a job opening. For additional information, refer to Chapter 2.

Depending on the size of your city, some cities will be required by Minnesota law to include certain salary and benefit information on the job posting. Effective January 1, 2025, cities with 30 or more employees will need to include the starting salary range for the position in the job posting.

A "salary range" under the law is defined as the minimum or maximum salary or hourly range or compensation for a job at the time of posting based on the employer's "good faith estimate," but the salary range may not be open ended. If a city does not offer a salary range for the position, it must list a fixed pay rate.

## E. Applications and application review

Most cities have developed their own unique employment application forms. The League has a model employment application for reference. As laws and hiring practices change, the employment application forms should be updated to reflect these changes.

Employers are prohibited from inquiring into, considering or requiring disclosure of the pay history of an applicant for employment for the purpose of determining wages, salary, benefits, or other compensation for that applicant.



## RELEVANT LINKS:

[Employment Application](#),  
LMC Model Form.

LMC information memo,  
[Veterans Preference in Hiring](#).

[Employment Application](#),  
LMC model form.

HR Reference Manual,  
[Chapter 2](#), Section XIV,  
Promotions.

[49 C.F.R. § 382.103](#).  
[49 C.F.R. § 382.107](#).

[49 C.F.R. § 172, subp. F](#).

Thus, cities will want to review employment applications and interview questions to ensure they do not request applicants' current or previous pay.

Policy language should note how individuals may apply for an open position (e.g., application form, supplemental application, letter of interest, resume, etc.) and what will happen in the event all required materials are not submitted by the deadline.

It is a good practice to use the veterans preference 100-point rating system to review application materials. Even when there are no applicants claiming veterans preference in the applications received by the city for a position, such a scale can still be useful as a means of determining which applicants will be interviewed and in defending any potential complaints or lawsuits.

## F. Promotional opportunities

There probably is no need to establish detailed policy language addressing how promotional opportunities will be handled within the city. In some situations, the city may choose to promote from within using a limited recruitment process. In any situation, the city should be prepared to present business reasons for the choices it makes.

## G. Testing and exams

It is not necessary for a hiring policy to go into detail regarding the tests and examinations a job candidate may have to pass to be hired by the city.

However, policy language noting the city's right to require job-related testing and exams (including physical examinations and psychological examinations) should be developed. When a test or a pre-employment medical exam is required, the city should require the same of any finalist for a given job.

Federal law states any employee will be subject to drug and alcohol testing whose job duties include operating city vehicles that meet one of the following:

- Have a gross vehicle weight rating of 26,001 pounds or more.
- Have a gross combination weight rating of 26,001 or more pounds inclusive of a towed unit with a gross vehicle weight rating of more than 10,000 pounds.
- Are designed to carry 16 or more passengers including the driver.
- Are of any size and are used in the transportation of materials where the vehicle is required to be placarded under the Hazardous Materials Regulations 49 CFR part 172, subpart F (regardless of weight).

## RELEVANT LINKS:

LMC information memo,  
[Drug and Alcohol Testing  
Toolkit for the City  
Workplace.](#)

49 CFR § 391.23  
FMCSA: 49 C.F.R. §  
382.701(b).  
LMC information memo:  
[Drug and Alcohol Testing  
Toolkit.](#)

Minn. Stat. § 626.87.  
Minn. Stat. § 299C.62.  
Minn. Stat. § 299F.035.  
Minnesota Board of Peace  
Officer Standards and  
Training: [Minimum Selection  
Standards and Thorough  
Background for Hiring](#) (May  
2023).

Minn. Stat. § 299F.036.

HR Reference Manual,  
[Chapter 2](#), Section VIII-F-3,  
Firefighters.

HR Reference Manual,  
[Chapter 2](#), Section VIII,  
Background checks and  
bonding.

The city is required to have a complete policy establishing these procedures. Drug and alcohol testing for drivers who do not need a commercial driver's license is not required but is permitted by state law, provided the city complies with statutory procedural requirements for doing so.

The city must develop a written policy clearly defining the parameters of such a drug and/or alcohol testing policy. The policy permitting such testing under state law must be separate from the policy requiring testing under federal law.

As of 2020, employers of CDL drivers subject to the DOT drug and alcohol testing rules are required to query the agency's Commercial Driver's License (CDL) Drug and Alcohol Clearinghouse ("Clearinghouse") before hiring new drivers.

Additionally, an employer will be required to conduct a query of the Clearinghouse for each currently employed CDL-driver at least once a year.

## H. References and background checks

State law requires thorough background investigations be completed for some city positions (e.g., police officers). Minnesota fire department chiefs are required to conduct background checks on applicants to fire departments and are permitted to conduct background checks on current employees.

In addition, the city is required by state law to disclose information (e.g., written information on job applicants, performance evaluations, attendance records, disciplinary actions, and eligibility for rehire, etc.) about any firefighters currently or formerly employed by the city who are the subject of an employment background investigation by another city. While there are no such background check requirements for most other positions at the city, the League recommends cities conduct at least a basic background check on all new hires. Cities choosing to skip this step in the hiring process often end up wishing they had invested the time and effort to conduct a thorough background check.

The city's policy language should note all finalists for employment will be subject to a background check to determine suitability for the position to which they applied.

Alternatively, if the city does not complete a background check on all finalists, the city's language could require that all offers of employment are conditional upon satisfactorily completing a background check. In addition, the policy should clarify who will be responsible for determining the level of background investigation necessary for the position being filled.

## RELEVANT LINKS:

LMC information memo,  
[Employee Probationary Periods](#).

Minn. Stat. § 197.46.  
Minn. Stat. § 43A.16.  
LMC information memo,  
[Veterans Preference in Discipline, Discharge, or Job Elimination](#).

[Cleveland Board of Education v. Loudermill](#), 470 U.S. 532, 84 L. Ed. 2d 494, 105 S. Ct. 1487 (1985).  
[Blankenbaker v. McCook Public Power District](#), 940 F.2d 384 (8th Cir. 1991).  
[Beeson v. Hudson](#), 630 F.2d 622, (8th Cir. 1980).

## I. Probationary period

Many cities require employees to go through a probationary or learning period when they are first hired at a city or to a new job within a city.

Policies often state probationary employees may be terminated from employment without cause at any time during the probationary period. Except for Earned Sick and Safe Time, use of certain fringe benefits, like paid vacation, might be restricted during the probationary period. The League encourages cities to consult with their city attorney when determining whether probationary periods make sense for their city since there are important considerations, including:

- A city may require employees, including veterans, to complete an initial probationary period as defined under Minn. Stat. § 43A.16 (no less than 30 days but not exceed two years of full-time equivalent service). However, after serving an initial probationary period for a city, a veteran would not be subject to additional probationary periods such as for a promotion or new assignment.
- Thus, once the initial probationary period expires, a veteran may not be removed unless incompetency or misconduct is shown through a removal hearing. Some cities who have previously not required probationary periods for employees might consider doing so. In those situations, it will be important to work with your city attorney to include strong disclaimer language stating no contractual relationship is created by the probationary period to avoid weakening the at will status of many city employees.
- Case law indicates changing the status of an employee following the probationary period creates a risk that the employee could be perceived as having a property interest in their job at the city. In addition, it has been successfully argued that the “regular” or “permanent” status following completion of a probationary period implies the employee is not at-will.

## VI. Compensation

Many cities develop a compensation and job classification plan separate from the general personnel policies of the city.

The information in such a policy is often quite in-depth and may be used for purposes of pay equity reporting.

## RELEVANT LINKS:

HR Reference Manual,  
[Chapter 4](#).

HR Reference Manual,  
[Chapter 4](#).

[Classification and  
Compensation Plan  
Framework for Smaller  
Cities](#), LMC model plan.

[29 U.S.C. § 201-219](#).  
U.S. Dep't of Labor:  
[Minimum Wage](#).

[Minn. Stat. § 177.24](#).

MN Dep't of Labor and  
Industry: [Labor Standards  
State minimum-wage laws](#).

LMC information memo,  
[FLSA: An Overview](#).

HR Reference Manual,  
[Chapter 4](#), Section III-C,  
Minimum wage and overtime  
laws.

[Minn. Stat. § 471.992](#).

LMC information memo,  
[Local Government Pay  
Equity Act](#).

In addition, compensation and classification plans are sometimes created and/or updated by a consultant rather than by the city. Having a separate document for this information is a practical way of dealing with a policy that must be reviewed on an ongoing basis. Detailed information on developing a compensation plan is available in Chapter 4 of this manual.

The following information addresses the practices and requirements related to compensation that are not subject to revision on such a frequent basis and, thus, can be handled most effectively in a city's personnel policies.

### A. Compensation and classification plans

An easy way to acknowledge the practice of having a compensation plan in a separate document is to develop simple policy language stating: *"Employees of the city will be compensated according to schedules periodically adopted by the city council."* The League has developed a model compensation plan for small cities.

### B. Minimum wage

Cities are covered by both the federal Fair Labor Standards Act (FLSA) and the Minnesota Fair Labor Standards Act. While the federal FLSA sets the minimum requirements cities must follow, the Minnesota Fair Labor Standards Act may—and in some cases does—establish additional requirements that cities must also follow. Cities are generally required to comply with the law that provides the most amount of protection to employees, but cities should consult with the city attorney for advice on which law to follow in instances where the two laws overlap or differ. Detailed information on both state and federal minimum wage requirements can be found in Chapter 4 of this manual.

There is no real need to include minimum wage language in a city's personnel policies. The city may choose to include a simple statement like: *"The city complies with the minimum wage laws set forth in the state and federal Fair Labor Standards Acts."*

### C. Pay equity

The comparable worth plan cities are required to create for purposes of pay equity implementation reporting is generally developed in conjunction with a city's compensation plan, rather than being included in the city's personnel policies.

## RELEVANT LINKS:

MN Dep't of Management and Budget: [Local Government Pay Equity](#).

[Minn. Stat. § 471.426.](#)

U.S. Dep't of Labor, Wage & Hour Div.: [Fact Sheet #21: Recordkeeping Requirements under the FLSA](#).

[Minn. Stat. § 177.30.](#)  
[Minn. R. 5200.0100.](#)

Office Of The State Auditor: [Statement of Position Employee Timekeeping Procedures](#).

Some cities do choose to include a statement in the personnel policy on compensation that says: “*The city complies with the requirements of the Minnesota Pay Equity Act.*”

## D. Paychecks

### 1. Distribution of paychecks

This policy explains when paychecks are issued and how they are distributed. If the paycheck distribution day changes when a payday falls on a city-observed holiday, this should be noted. In addition, the policy should indicate who will be eligible to receive a check on behalf of an employee in the event the employee is not available to receive it.

### 2. Direct deposit

State law permits cities to require all employees on the payroll system to participate in direct deposit. It is a good idea for any city implementing this requirement to clarify the practice in a written policy.

### 3. Changes in employee information

Policy language should make clear it is each employee’s responsibility to notify the city with any change of status including address, phone number, names of beneficiaries, marital status, etc.

## E. Time reporting

An accurate record of hours worked, and any leave time used by nonexempt employees, is necessary to comply with the provisions of the federal and state Fair Labor Standards Acts. Timesheets are also a way of establishing a legitimate expenditure of public funds for auditing and other purposes. Time worked, including the beginning and ending time of work each day, and accrued leave used is recorded daily and typically submitted to payroll on a biweekly basis or twice per month (or as otherwise established).

Timesheets should include the signature of the employee and the supervisor. Many cities include a policy statement that false information reported on a timesheet may be cause for immediate termination of the employee.

## F. Electronic time reporting

More cities are moving away from signed paper timesheets and toward electronic timekeeping.

## RELEVANT LINKS:

[Minn. Stat. § 412.271, subd. 2\(c\).](#)

U.S. Dep't of Labor:  
[Overtime Pay](#),  
[Overtime and Compensatory Time](#), LMC model policy,  
LMC information memo,  
[FLSA: Determining Exempt vs. Non-Exempt Status](#),  
HR Reference Manual,  
[Chapter 4](#), Section III-C,  
Minimum wage and overtime laws.

U.S. Dep't of Labor: [FAQ Extended/Unusual Work Shifts Guide](#).

While state law permits cities to use electronic time recording systems, such cities are required to establish a policy to ensure the timekeeping and payroll methods used are accurate and reliable. The policy must be adopted by the governing body of the city (i.e., city council).

## G. Overtime

The federal Fair Labor Standards Act requires covered employees be paid time and one-half overtime (or time and one-half compensatory time) for all hours worked over 40 in one workweek. Certain employees are exempt from these requirements but may still be subject to the state's overtime law which requires time and one-half payment after 48 hours worked in one workweek.

Key items to be addressed in a city's overtime policy include:

- Which positions are eligible for overtime?
- When does the workweek begin and end, for purposes of calculating overtime?
- Will all overtime be paid to the employee or is compensatory time an option?
- Should overtime be approved before it is worked?
- Who has the authority to approve overtime?
- Are there any circumstances under which it would be acceptable to work overtime without prior approval?
- Will time taken as paid leave and/or paid holidays count as time worked?
- How do employees track overtime worked?

Occasionally a city will inquire about the maximum number of hours an employee should work in a shift. While OSHA does not provide a specific threshold, it does offer some practical considerations, by noting when there is a choice, managers should limit the use of extended shifts and increase the number of days employees' work. Ideally, managers should plan to have an adequate number of personnel available to enable workers to take breaks, eat meals, relax, and sleep.

OSHA also encourages the use of micro breaks when shifts are extended past normal work periods for employees to change positions, move about, and shift concentration, in addition to providing additional formal meal break periods. It is also recommended, if possible, to assign tasks requiring heavy physical labor or intense concentration to be performed at the beginning of an employee's shift, versus later in the shift.

## RELEVANT LINKS:

U.S. Dep't of Labor: [FLSA Overtime Calculator Advisor](#).

HR Reference Manual, [Chapter 1](#), Section IV-E-1-a, Constructive Receipt Implications.

U.S. Dep't of Labor Wage & Hour Div.: [Fact Sheet #22: Hours Worked Under the Fair Labor Standards Act \(FLSA\)](#).

U.S. Dep't of Labor: [FLSA Overtime Calculator Advisor](#).

MN Dep't of Labor and Industry: [Labor Standards – Payment for hours worked](#).

## H. Compensatory time

Cities are not required by state or federal wage and overtime laws to provide the option of compensatory time off in lieu of paid overtime. (Be aware, a city policy or union contract may require the city to provide this option). As noted above, under certain circumstances, a city may give compensatory time off in lieu of paid overtime.

If a city chooses to offer compensatory time to employees, policy considerations are:

- Who is eligible for compensatory time (exempt and nonexempt)?
- How is the election of compensatory time accrual versus paid overtime determined?
- When do employees earn compensatory time?
- What is the maximum accrual for compensatory time?
- What is the procedure for requesting the use of accrued compensatory time?
- Is compensatory time paid out or bought down at any point during the year?
- Are there any defined work situations where overtime will always be paid out and others where compensatory time will always be earned?
- How do employees track compensatory time used?
- Depending if, or how a city structures any cashing out options for compensatory time, there may be important tax implications to consider. For additional information, please refer to constructive receipt issues in Chapter 1 of the HR Reference Manual.

## I. Hours of work

It is important to clearly establish employees' hours of work in a policy. Without written work hour requirements, it may be difficult for the city to act on performance issues related to absenteeism or tardiness. In addition, both the federal Fair Labor Standards Act (FLSA) and the Minnesota Fair Labor Standards Act impose certain record keeping and compensation requirements related to work hours. The following are some of the key areas cities should consider when developing a policy defining work hours.

### 1. Business hours

This policy should establish the business hours for city hall and any other city facilities at which city employees may work.



## RELEVANT LINKS:

MN Dep't of Labor & Industry: [Work breaks, rest periods.](#)

[Minn. Stat. § 177.253.](#)  
[Minn. Stat. § 177.254.](#)  
[Minn. R. 5200.0120](#)

U.S. Dep't of Labor: [Breaks and Meal Periods.](#)

[29 C.F.R. § 785.19.](#)

[Minn. Stat. § 181.939, subd 1.](#)

MN Dep't of Labor & Industry: [Pregnant Workers and New Parents.](#)

LMC information memo, [FLSA: Determining Exempt vs. Non-Exempt Status.](#)

## 2. Core hours

There is no requirement a city establish core hours for employees. Core hours are those hours during which all city employees, both exempt and nonexempt, are required to be at their place of work, unless out of the office conducting business activities or on an approved leave. Because all city employees are accountable to the public in some manner, it is reasonable to expect employees to be at work for the majority of the business hours established for the city. For example, if city business hours are 8:00 a.m. to 5:00 p.m. each day, core hours might be 9:00 a.m. to 3:00 p.m. each day.

## 3. Meal breaks and rest periods

Minnesota state law requires employers to provide restroom time and sufficient time to eat a meal. If a break is less than 20 minutes in duration, it must be counted as hours worked. Time to use the nearest restroom must be provided within each four consecutive hours of work. Mealtimes applies to employees who work eight or more consecutive hours.

Federal law does not require lunch or coffee breaks. Bona fide meal periods (typically lasting at least 30 minutes), serve a different purpose than coffee or snack breaks and, thus, are not considered work time nor are compensable if the employee is completely relieved from work duties.

Policy language regarding meal breaks and rest periods should address basic issues such as:

- What are the time limits on rest periods and meal breaks?
- Which breaks will be considered work time?
- In accordance with Minnesota law, nursing and lactating employees have the right to reasonable paid break times to express milk at work, regardless of their child's age, unless they are expressing milk during a break that is not usually paid, such as a meal break.
- Are there any groups of employees required to take breaks at specific times or at specific locations?
- Can breaks be "saved" to enable an employee to alter his or her work schedule?
- Are nonexempt employees required to take lunch breaks away from their workstations to avoid potential overtime claims?

## 4. Non-exempt work hours

Nonexempt employees are covered by overtime provisions of the federal Fair Labor Standards Act (FLSA). This means a nonexempt employee is eligible for overtime compensation at the rate of one and one-half times his or her hourly rate for each hour worked over 40 in any workweek.



## RELEVANT LINKS:

[29 C.F.R. § 785.11.](#)

U.S. Dep't of Labor Wage and Hour Div.: [Regulations Part 785 Hours worked.](#)

U.S. Dep't of Labor: [Q & A About the FLSA.](#)

LMC information memo, [FLSA: Determining Exempt vs. Non-Exempt Status.](#)

Generally, the way work time is defined under FLSA includes employee volunteered work time, unless the city prohibited the work and had no reason to know the employees was working it.

Further, work not requested by, but suffered or permitted, is considered work time under FLSA regulations. Because of this requirement, many cities use a policy to define the work hour expectations and limitations for nonexempt employees to limit overtime compensation.

Some cities have policy language stating any paid or unpaid leave hours used during a workweek will not be included in the calculation of hours worked for purposes of determining FLSA overtime eligibility. In addition, many cities require employees to obtain prior authorization before working overtime hours except in an emergency.

## 5. Exempt work hours

Exempt employees are not subject to the overtime provisions of the federal Fair Labor Standards Act. The general understanding is exempt employees work as many or as few hours as needed to “get the job done” to the performance expectations established by the city. That said, some cities establish general work hour parameters even for exempt employees for purposes of public accountability.

## 6. Flexible scheduling

When a city permits employees or departments to establish work schedules varying from the schedule required of other employees or from the city hall hours of operation, it is a good idea to establish these parameters in writing. Coverage needs and city service level should be considered when approving flexible schedules.

In addition, policy language should note the city will evaluate flexible schedules on an ongoing basis and may discontinue a flexible schedule at any time. Some items to consider in establishing a flexible schedule policy include:

- Who has the authority to approve a flexible schedule?
- How is flexible or varied schedule defined at your city (e.g., employees can arrive anytime between 8:00 a.m. and 9:00 a.m. and leave 8.5 hours later; during the months of June, July, and August employees can work 9-hour days Monday-Thursday and then leave early each Friday; a certain department has an ongoing schedule different from other departments, etc.)?
- Can each employee have a different schedule or is a variable schedule established by department?

## RELEVANT LINKS:

- Will job performance or seniority be considered when an employee requests a flexible schedule?
- Are there any employees or departments to which a flexible or varied schedule would never apply?
- Are there any seasonal schedule variances like summer hours?

## 7. Telecommuting/Working Remotely

Telecommuting or working remotely is generally defined as a work arrangement where the employee works from home or another remote work site away from his/her primary traditional workplace (primary workplace is usually city hall).

Cities are not generally required to offer any sort of telecommuting option to employees but with the 2020 COVID-19 pandemic and Executive Order mandating remote work where feasible, many employers found remote work to be both a workable and productive option for many positions. While some organizations used to offer the ability to work from home as a perk, following the COVID-19 pandemic, many employers have seen strong employee desire for workplace for telecommuting options. In some cases, such an arrangement can be beneficial to both the city and the employee.

Some benefits of a remote work policy include:

- Maximizing employee efficiency and eliminating downtime due to weather, illness, traffic, and other factors
- A strong, positive impact on employee engagement, satisfaction, and retention
- Ability to attract candidates from a broader geographic range
- Saving on city workspace needs and associated maintenance
- Reducing traffic and associated maintenance
- Positive environmental impacts from reduced car travel
- Potential to expand hours of operation and service delivery

Because telecommuting is a departure from typical employment circumstances, it is important to clearly define in writing the city's expectations regarding such an arrangement. It is also important the city put in writing it will evaluate all telecommuting arrangements on an ongoing basis and reserves the right to discontinue a telecommuting arrangement at any time.

General policy considerations include:

## RELEVANT LINKS:

LMC Information Page: [State Employment Law Considerations for Remote and Relocated Workers](#).

[Remote Work Agreement](#), LMC model form. [Remote Work Policy](#), LMC model policy.

MN Dep't of Labor and Industry: [Earned sick and safe time](#).  
LMC Page: [Earned Sick and Safe Time Law: What Cities need to know](#).

- How does the city select telecommuters/remote workers?
- How can an employee apply to be considered for a remote work arrangement?
- Will all employees be considered or only certain employees (i.e., only exempt employees so the city has no overtime concerns with the remote worker arrangement)?
- What safety issues might exist (e.g., workers compensation, etc.)?
- Consider state employment laws for remote and relocated workers. There are some key issues Minnesota cities should consider if employees work from a location in a neighboring state, which may involve a patchwork of federal, state, and local laws.
- Are there any potential issues related to confidentiality or security of city information?
- What are the expectations regarding work equipment?
- Has the city developed a written contract that defines hours of availability, equipment to be provided, safety issues, performance expectations, etc.?

Developing clear ground rules will help the city monitor and measure the success of any remote worker arrangement. These rules may include:

- How often must the employee “check in”?
- Are there core hours during which the remote worker must be available?
- When does the workday start and end?
- Can remote workers work outside of normal business hours?
- How often should remote workers check voicemail and email?
- How quickly should remote workers return messages?
- How often should remote workers communicate with co-workers or customers?
- Are there times when the remote worker is required to report to city hall (e.g., staff meetings, project meetings, etc.)?

The League has drafted a model Remote Work policy and agreement.

## VII. Holidays and leave

Compensating employees for city-observed holidays is left to the individual city's discretion. While providing employees with vacation or Paid time Off (PTO) time is also left up to the individual city, cities must provide all eligible employees with Earned Sick and Safe Time beginning in 2024.

## RELEVANT LINKS:

[Minn. Stat. § 645.44.](#)

[5 U.S.C. § 6103.](#)

### A. Holidays

As noted above, there is no legal requirement for a city to compensate employees when city hall is closed for business in observance of a holiday. Many cities do elect to provide holiday pay for employees not working when the city hall is closed for a holiday. While not required by law, some cities also provide additional compensation to employees who must perform city work on a scheduled holiday. Whatever a city's practice is in this regard, it is important the city's policy on holidays is spelled out clearly to avoid confusion.

Minnesota law states no public business shall be transacted on any holiday, except in cases of necessity. Holidays in which city halls are to be closed for business according to state law are:

- New Year's Day (Jan. 1)
- Martin Luther King's Birthday (third Monday in January)
- Washington's and Lincoln's Birthday (third Monday in February)
- Memorial Day (last Monday in May)
- Juneteenth (June 19)
- Independence Day (July 4)
- Labor Day (first Monday in September)
- Christopher Columbus Day (second Monday in October)
- Veterans Day (Nov. 11)
- Thanksgiving Day (fourth Thursday in November)
- Christmas Day (Dec. 25)

When New Year's Day, Jan. 1; Juneteenth, June 19; Independence Day, July 4; Veterans Day, Nov. 11; or Christmas Day, Dec. 25, falls on Sunday, the following day shall be a holiday. When any of these holidays fall on Saturday, the preceding day shall be a holiday.

Cities have the option of determining whether Indigenous Peoples Day and the Friday after Thanksgiving will be observed as holidays. In cities where Indigenous Peoples Day and/or the Friday after Thanksgiving are not holidays, public business may be conducted on those days.

Juneteenth is a federal holiday in the United States commemorating the emancipation of African American slaves. Juneteenth was recognized as a federal holiday on June 17, 2021, and as a state holiday in 2023.

If the city does provide holiday pay for employees, it is important to note how part-time employees will be compensated for such days. A common practice is to provide prorated holiday pay based on the part-time employee's work hours versus a full-time schedule.

## RELEVANT LINKS:

HR Reference Manual,  
[Chapter 5](#).

MN Dep't of Labor and  
Industry: [Earned sick and  
safe time](#).

LMC Page: [Earned Sick and  
Safe Time Law: What Cities  
need to know](#).

HR Reference manual,  
[Chapter 1](#), Section IV-E-1-a,  
Constructive Receipt  
Implications.

Another way to handle holiday pay for part-time employees is to provide holiday compensation only for those hours the part-time employee would have normally worked (or was scheduled to work) on that day.

In the event the city provides premium pay for those employees required to work on a holiday (e.g., public works, police, utilities, etc.), the city should develop policy language as to how compensation will be determined. It is important to establish the method of compensating an employee if they are required to come in to work for a city-observed holiday. In addition, the city may want to consider policy language explaining holiday compensation for employees who work on the actual holiday versus the city-observed holiday.

## B. Paid leave

### 1. Vacation

Cities are not required to provide paid vacation leave to employees. It is important to remember, however, that any city with a practice, policy, or bargaining agreement providing this kind of benefit, must comply with that practice, policy, or bargaining agreement.

In addition, once a benefit such as vacation is offered, there may be laws governing some aspects of its use. With respect to the Minnesota Earned Sick and Safe Time law, if employees are allowed to use vacation for absences related to personal illness or injury, the vacation leave may need to comply with the ESST requirements, except for the provisions under Minn. Stat. § 181.9446.

For those cities providing vacation time, it is important to clearly define the vacation benefits and the parameters surrounding its use. For example:

- Which employees qualify to earn vacation leave?
- Is there any period during which employees cannot use vacation leave?
- How is the vacation leave accrued?
- Is there a maximum number of vacation hours that can be accrued?
- What happens if an employee reaches maximum accrual?
- When can vacation leave be used?
- How do employees request to use vacation leave?
- Who has the authority to approve and/or question the use of vacation leave?
- Are there any circumstances under which the city would require an employee to use vacation leave?
- Can employees with high balances cash out some of their vacation leave hours at any point? Please refer to Chapter 1 of the HR Reference Manual for Constructive Receipt information.

## RELEVANT LINKS:

Minn. Stat. §§ 181.9445-9448.

HR Reference Manual,  
[Chapter 1](#), Section IV-E-4-a,  
Sick and safe leave.

[Minn. Stat. § 181.9448](#),  
[Subdivision 1](#).

LMC Model Policy:  
[Personnel Policy Template](#),  
Article XII, Section 12.01,  
Sick Leave/Earned Sick and  
Safe (ESST) Leave.

[Minn. Stat. § 181.9447](#), Subd.  
[2](#).

Minn. Stat. § 181.9447, Subd.  
[2](#).

- Is vacation leave “use it or lose it” or is it paid out when an employee separates from the city? (The city’s policy should specifically state any circumstances under which earned vacation leave would not be paid out when an employee leaves the city).
- Are there any rewards for not using vacation during the year?
- Will vacation hours count as “hours worked” for purposes of calculating overtime under the federal Fair Labor Standards Act?

## 2. Earned Sick and Safe Time and Traditional Sick Leave

### a. Earned Sick and Safe Time (ESST)

Minnesota’s Earned Sick and Safe Time (ESST) law requires employers to provide earned sick and safe paid leave to employees who work in the state. Cities providing earned sick and safe time to employees under a paid time off policy that may be used for the same purpose and under the same conditions that meets or exceeds the minimum standards of this policy, are not required to provide additional earned sick and safe time. What is key here is the “same conditions” reference as there are many policy aspects of ESST that are more expansive than traditional city leave policies, such as the definition of family members, the applicable uses, documentation for absences and more.

However, beginning January 1, 2025, the legislature expanded the application of ESST requirements—except for the provisions in Minn. Stat. § 181.9446—to all paid time off or other paid leave in excess of the minimum required ESST amount made available to employees for absences due to personal illness or injury. The League’s Model Personnel Policy Template includes a detailed summary of options to consider when updating city leave policies with this legislative change.

The law requires an employer provide a written policy to each employee on how to use earned sick and safe time and contain reasonable notification procedures. If a copy of the written policy has not been provided to an employee, an employer may not deny the use of earned sick and safe time to the employee on that basis.

The city can require as least seven days’ advance notice if the need for use is foreseeable. If the need is unforeseeable, employees must provide notice of the need for earned sick and safe time in accordance as soon as practicable.



## RELEVANT LINKS:

[Minn. Stat. § 181.9447, Subd. 3.](#)

[Minn. Stat. § 181.9445, Subd. 5.](#)

[Minn. Stat. § 181.9446.](#)

[Minn. Stat. § 181.9447, Subdivision 1\(1\).](#)

When an employee uses earned sick and safe time for more than three consecutive scheduled work days, the city may require appropriate supporting documentation (such as medical documentation supporting medical leave, a court records or related documentation to support safety leave). In accordance with state law, the city cannot require an employee using earned sick and safe time to find a replacement worker to cover the hours the employee will be absent.

For the purposes of this law, an “employee” is anyone who is anticipated to work at least 80 hours in a year for an employer in Minnesota but does not include independent contractors. The following positions are also not covered by the ESST law: (1) volunteer firefighter or paid on-call firefighter; (2) volunteer ambulance attendant as defined in Minn. Stat. § 144E.001, subdivision 15; (3) On-call ambulance service personnel as defined in Minn. Stat. § 144E.001, subdivision 3a; (4) Elected officials or a person who is appointed to fill a vacancy in an elected office.

However, temporary and part-time employees are covered under the law.

At a minimum, employers must provide each employee in Minnesota with one hour of ESST for every 30 hours worked, with the ability to accumulate at least 48 hours of ESST each year. Employees must be allowed to carry over at least 80 hours of accrued ESST unless the employer either: (1) frontloads 48 hours of ESST available for the employee’s immediate use and then pays out any unused ESST at the end of the year; or (2) frontloads 80 hours of ESST available for the employee’s immediate use without any pay out to the employee for unused ESST.

### **(1) Use of ESST**

Earned Sick and Safe Time, and any other paid leave available to employees for personal illness or injury, may be used for the following circumstances:

- An employee’s own:
  - Mental or physical illness, injury, or other health condition;
  - Need for medical diagnosis, care, or treatment of a mental or physical illness, injury, or health condition;
  - Need for preventive medical or health care; or
  - Need to make arrangements for or attend funeral services or a memorial, or address financial or legal matters that arise after the death of a family member.

## RELEVANT LINKS:

[Minn. Stat. § 181.9447, Subdivision 1\(2\).](#)

[Minn. Stat. § 181.9447, Subdivision 1\(3\).](#)

[Minn. Stat. § 181.9447, Subdivision 1\(4\).](#)

[LMC Model Policy: Personnel Policy Template, Article XII, Section 12.01\(a\), Optional ESST Weather Event Exception.](#)

[Minn. Stat. § 181.9447, Subd. 12.](#)

- Care of a family member:
  - With mental or physical illness, treatment, or other health condition;
  - Who needs medical diagnosis, care, or treatment of a mental or physical illness, injury, or other health condition; or
  - Who needs preventive medical or health care.
- Absence due to domestic abuse, sexual assault, or stalking of the employee or employee's family member, provided the absence is to:
  - Seek medical attention related to physical or psychological injury or disability caused by domestic abuse, sexual assault, or stalking;
  - Obtain services from a victim services organization;
  - Obtain psychological or other counseling;
  - Seek relocation or take steps to secure an existing home due to domestic abuse, sexual assault, or stalking; or
  - Seek legal advice or take legal action, including preparing for or participating in any civil or criminal legal proceeding related to or resulting from domestic abuse, sexual assault, or stalking;
- Closure of the employee's place of business due to weather or other public emergency or an employee's need to care for a family member whose school or place of care has been closed due to weather or other public emergency.
- *Optional Weather-Event Exception:* Depending on the city's policies and union collective bargaining agreements, certain employees may be restricted from using accrued ESST for this reason provided the city meets the criteria outlined in Minn. Stat. § 181.9447, Subd. 12. In summary, the weather event exception is available if:

(1) the employee's work duties require the employee to respond to the public emergency or weather event; (2) the employee is a firefighter; peace officer; 911 telecommunicator; correctional facility guard; or CDL holder; and (3) for non-union employees, the employee is needed for the employer to maintain minimum staffing requirements and there is a clear, explicit policy unambiguously waiving application of this section for the employee.

## RELEVANT LINKS:

[Minn. Stat. § 181.9447, Subdivision 1\(5\).](#)

[Minn. Stat. § 181.9447, Subdivision 1\(6\).](#)

[Minn. Stat. § 181.9445, Subd. 7.](#)

LMC Page: [Earned Sick and Safe Time Law: What Cities need to know.](#)

- The employee's inability to work or telework because the employee is:
  1. Prohibited from working by the employer due to health concerns related to the potential transmission of a communicable illness related to a public emergency; or
  2. Seeking or awaiting the results of a diagnostic test for, or a medical diagnosis of, a communicable disease related to a public emergency and such employee has been exposed to a communicable disease or the employee's employer has requested a test or diagnosis
- When it has been determined by the health authorities having jurisdiction or by a health care professional that the presence of the employee or family member of the employee in the community would jeopardize the health of others because of the exposure of the employee or family member of the employee to a communicable disease, whether or not the employee or family member has actually contracted the communicable disease.

For ESST purposes, including additional paid leave available to employees for personal illness or injury, the definition of “family member” includes:

- An employee’s:
  - Child, foster child, adult child, legal ward, child for whom the employee is legal guardian, or child to whom the employee stands or stood in loco parentis;
  - spouse or registered domestic partner;
  - sibling, stepsibling, or foster sibling;
  - biological, adoptive, or foster parent, stepparent, or a person who stood in loco parentis when the employee was a minor child;
  - grandchild, foster grandchild, or stepgrandchild;
  - grandparent or stepgrandparent;
  - a child of a sibling of the employee;
  - a sibling of the parents of the employee;
  - or a child-in-law or sibling-in-law;
- Any of the family members listed in clause (1) of a spouse or registered domestic partner;
- Any other individual related by blood or whose close association with the employee is the equivalent of a family relationship; or,
- Up to one individual annually designated by the employee.

For more information on the requirements regarding ESST, visit the League’s Earned Sick and Safe Time (ESST) FAQ page.

## RELEVANT LINKS:

HR Reference Manual,  
[Chapter 5](#).

Minn. Stat. § 181.9448,  
Subdivision 1(a).  
LMC Model Policy:  
Personnel Policy Template,  
Article XII, Section 12.01,  
Sick Leave/Earned Sick and  
Safe Time (ESST) Leave.

Minn. Stat. § 181.9448,  
Subdivision 1(a).

Minn. Stat. § 181.9448,  
Subdivision 1(a).

Minn. Stat. § 181.9448,  
Subdivision 1(g).

### b. “Traditional” Paid sick leave

While cities are not required to provide “traditional” paid sick leave to employees, it is important to remember, however, that any city with a practice, policy, or bargaining agreement providing this kind of benefit must comply with said practice, policy, or bargaining agreement.

The 2025 expansion of the ESST law’s requirements to other paid leave benefits available to employees for personal illness or injury, means many cities will need to review their “traditional” paid sick leave policies for compliance with the ESST law’s requirements. The League’s Model Personnel Policy Template includes a detailed summary of options to consider when updating city leave policies with this legislative change.

Beginning January 2025, for those cities providing sick leave separate from the minimum amount of required Earned Sick and Safe Time, it is important the additional sick leave policy meets the ESST law’s requirements – except for the requirements outlined in Minn. Stat. § 181.9446.

For example, after January 1, 2025, the ESST law’s notice and documentation requirements will expand to additional paid leave available to employees for personal illness or injury. Alternatively, employers may consider the following options:

- *Option 1:* For paid leave accrued before January 1, 2024, available for absences from work due to personal illness or injury, employers may require employees to follow the written notice and documentation requirements in the employer’s applicable policy or collective bargaining agreement as of December 31, 2023, instead of the notice and documentation requirements outlined in Minn. Stat. § 181.9447, subdivision 2 and 3. With this approach, employers cannot require employees use leave accrued after January 1, 2024, first. All other paid leave accrued after January 1, 2024, that is available to employees for a personal illness or injury must follow the ESST law’s notice and documentation requirements (unless option 2 below applies). This is true even if the additional paid leave is in excess of the minimum ESST requirements.
- *Option 2:* If employees are covered by a collective bargaining agreement, employers may negotiate with the exclusive representative to waive the application of the ESST documentation requirements under Minn. Stat. § 181.9447, subdivision 3 to any paid leave made available to the employees in excess of the minimum amount required by the ESST law.

**RELEVANT LINKS:**

Cities with these types of additional sick leave policies may find it helpful to review the following comparison chart for a non-exhaustive list of common “traditional” sick leave provisions that may be subject to the ESST law’s requirements after January 2025 and, therefore, require policy updating:

<b>Comparison Chart</b> <b>Earned Sick and Safe Time (ESST)</b> <b>vs.</b> <b>Traditional Sick Leave Policy</b>		
<b>Policy Provisions</b>	<b>Earned Sick and Safe Time (ESST) Policy</b>	<b>Traditional Sick Leave policy language likely to require updating for 1/1/2025</b>
Employee eligibility <i>Minn. Stat. § 181.9445, Subd. 5.</i>	X	X
Carry over amount <i>Minn. Stat. § 181.9446(b).</i>	X	
Accrual rates <i>Minn. Stat. § 181.9446(a)</i>	X	
Available at start of employment <i>Minn. Stat. § 181.9446(d)</i>	X	
Leave is available for use as time is accrued <i>Minn. Stat. § 181.9446(e)</i>	X	
Eligible uses for leave <i>Minn. Stat. § 181.9447, Subdivision 1.</i>	X	X
Defining Family Member for use of leave <i>Minn. Stat. § 181.9445, Subd. 7.</i>	X	X
Advanced notice of use of leave <i>Minn. Stat. § 181.9447, Subd. 2</i>	X	X <i>Optional Exception:</i> <i>Minn. Stat. § 181.9448, Subdivision 1(a)</i>

## RELEVANT LINKS:

[Minn. Stat. § 181.9447, Subdivision 1.](#)

LMC Page: [Earned Sick and Safe Time Law: What Cities need to know.](#)

HR Reference manual, [Chapter 1](#), Section IV-E-1-a, Constructive Receipt Implications.

Documentation requirements for use of leave <i>Minn. Stat. § 181.9447, Subd. 3.</i>	X	X <i>Optional Exceptions:</i> 1. <i>Minn. Stat. § 181.9448, Subdivision 1(a).</i> 2. <i>Minn. Stat. § 181.9448, Subdivision 1(g).</i>
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Cities with separate sick leave policies should also be aware of other state law requirements that may govern this benefit and need to clearly define the sick leave benefit and the parameters surrounding its use. For example:

- Which employees qualify to earn sick leave? \*
- Is there any period during which an employee cannot use sick leave? \*
- How is sick leave accrued?
- Are there a maximum number of sick leave hours that can be accrued?
- What happens if an employee reaches maximum accrual?
- When can sick leave be used? \*
- In addition to the eligible uses under the ESST law, what other reasons can sick leave be used? \*
- How do employees request to use sick leave? \*
- Who has the authority to approve and/or question the use of sick leave?\*
- Are there any circumstances under which the city would require an employee to use sick leave? \*
- What about unplanned use of sick leave versus planned use? \*
- When might a medical certification or fitness for duty statement be required? \*
- Is sick leave “use it or lose it” or is it paid out when an employee separates from the city? \*
- Can employees with high balances cash out some of their sick leave hours at any point? Please refer to Chapter 1 of this manual for Constructive Receipt information.
- Can employees with high balances donate hours to those with medical emergencies?
- If an employee is on vacation leave, but is sick for part of that time, which account gets charged? \*
- Are there any rewards for not using sick leave during the year? \*
- Will vacation hours count as hours worked for purposes of calculating overtime under the federal Fair Labor Standards Act?

\* = Depending on the policy, there is a potential this provision may conflict with the ESST law. Cities are encouraged to consult with legal counsel to ensure compliance with the Minnesota Earned Sick and Safe Time (ESST) law requirements.



## RELEVANT LINKS:

Minn. Stat. § 181.9447,  
Subdivision 1(1)(iv).

[Minn. Stat. § 181.9448,  
Subdivision 1.](#)

### 3. Funeral leave

Funeral leave varies from city to city. It can be difficult to administer because it requires the city to make subjective judgments about employees' personal lives. For that reason, it is very important to clearly define the parameters of this kind of leave:

- Who is eligible to use funeral leave? \*
- For whom may funeral leave be used (immediate family, relatives, etc.)?\*
- How is funeral leave earned? \*
- Is this separate from other leaves or is the time taken from an employee's vacation, PTO or sick leave bank? \*
- Does funeral leave accrue from year to year? \*
- What if the employee has more than one cause to use funeral leave in the space of one year?
- How is funeral leave requested? \*
- Who has the authority to approve, extend, and/or question the use of funeral leave? \*

\* = Depending on the policy, there is a potential this provision may conflict with the ESST law. Cities are encouraged to consult with legal counsel to ensure compliance with the Minnesota Earned Sick and Safe Time (ESST) law requirements.

The list of eligible uses under the Earned Sick and Safe Time (ESST) law also includes the “need to make arrangements for or attend funeral services or a memorial, or address financial or legal matters that arise after the death of a family member.” As a result, cities will need to follow the ESST law's requirements for absences related to this reason. With the overlap in coverage, cities may also want to consider whether they still wish to provide a separate funeral leave policy. If cities wish to provide a separate funeral leave policy in addition to MN ESST law, cities should consult with their city attorney for guidance on whether the separate funeral leave policy must also comply with the ESST law's requirements after January 1, 2025, under Minn. Stat. § 181.9448, subdivision 1.

### 4. Paid time off

There are a wide variety of reasons employees need to be away from work periodically. Traditional paid vacation, sick leave, and funeral leave programs are highly structured with many rules applied to their use.

## RELEVANT LINKS:

[Minn. Stat. § 181.9448, Subdivision 1\(a\).](#)

LMC Page: *Earned Sick and Safe Time Law: What Cities need to know.*

HR Reference Manual,  
[Chapter 1.](#)

Such rules do not always provide the best fit for the circumstances of individual employees. In addition, the more types of leave a city provides, the more tracking the city must do regarding leave accrual and use.

Finally, employees who rarely have a need for sick leave may feel as though employees using their sick leave and vacation leave are receiving a greater benefit.

Because of these issues, some cities choose to provide employees with one kind of paid leave to be used for any reason an employee needs to be away from work. This kind of leave is often called paid time off or PTO. A city with PTO would typically not offer vacation, sick, or funeral leave but would provide a PTO policy that complies with the minimum requirements of the ESST law. As with the other forms of paid leave, the parameters surrounding a PTO benefit should be clearly defined in the city's personnel policy:

- What leaves does PTO replace?
- Which employees qualify to earn PTO? \*
- How is PTO accrued? \*
- Is there any period during which an employee cannot use PTO? \*
- What is the maximum number of PTO hours that can be accrued? \*
- What happens if an employee reaches maximum accrual?
- When can PTO be used? \*
- For what reasons can PTO be used, i.e., for employee, for family, for fun, etc.? \*
- How do employees request to use PTO? \*
- Who has the authority to approve and/or question the use of PTO? \*
- Are there any circumstances under which the city would require an employee to use PTO? \*
- What about unplanned use of PTO versus planned use? \*
- When might a medical certification or fitness for duty statement be required? \*
- Is PTO "use it or lose it" or is it paid out when an employee separates from the city? \*
- Can employees with high balances donate PTO hours to those with medical emergencies?
- Are there any rewards for not using PTO during the year? \*
- Will PTO hours count as hours worked for purposes of calculating overtime under the federal Fair Labor Standards Act?

\* = Depending on the policy, there is a potential this provision may conflict with the ESST law. Cities are encouraged to consult with legal counsel to ensure compliance with the Minnesota Earned Sick and Safe Time (ESST) law requirements.

## 5. Personal day

Some cities provide employees with one or more personal days per year. A common example of a personal day is an employee's birthday. Personal days are usually in addition to other types of paid leave, but not typically used for personal illness or injury.

Often employees are permitted to take advantage of these days with little or no advance notice to the city. Like other forms of paid leave, requirements surrounding these paid days away from work should be clearly defined:

- Which employees qualify to earn this leave? \*
- Is there any period during which an employee cannot use this leave? \*
- How is this leave accrued? \*
- How many personal days do qualified employees earn each year? \*
- If an employee does not use their personal day, does it carry over into the next year?
- When can this leave be used? \*
- For what reasons can this leave be used? \*
- How do employees request to use a personal day? \*
- Who has the authority to approve and/or question the use of this benefit?\*
- Are there any circumstances under which the city would require an employee to use this leave? \*
- Is this benefit "use it or lose it" or is it paid out at any point? Please refer to Chapter 1 for Constructive Receipt information.
- Will this paid time off count as hours worked for purposes of calculating overtime under the federal Fair Labor Standards Act?

\* = Depending on the policy, there is a potential this provision could conflict with the ESST law, if the personal leave time may be used for personal illness or injury. Cities are encouraged to consult with legal counsel to ensure compliance with the Minnesota Earned Sick and Safe Time (ESST) law requirements.

## C. Medical-related leaves

A variety of laws come into play when an employee is absent from work for medical reasons. These laws are not only complex, but in many situations may overlap. It is crucial cities carefully evaluate leave requests and policies when considering how to handle a medical-related leave for a city employee.

## RELEVANT LINKS:

U.S. Dep't of Labor: [Family and Medical Leave Act](#).  
29 U.S.C. § 2612.

LMC information memo,  
[Family and Medical Leave Act](#).

LMC information memo,  
[Family and Medical Leave Act](#).

29 C.F.R § 825.300(a)(2) and (a)(1).

U.S. Dep't of Labor: [Family and Medical Leave Act poster](#), April 2023.

U.S. Dep't of Labor: [FMLA Employment Law Guide](#).

## 1. Family and Medical Leave Act

The federal Family and Medical Leave Act (FMLA) permits certain employees to take up to 12 weeks of unpaid, job-protected leave per year. Leave for military family leave may be taken for up to 26 weeks in a 12-month period. It also requires that the employee's group health benefits be maintained during the leave. The FMLA applies to all public agencies. However, the fact that a city is covered by the FMLA does not mean city employees will necessarily qualify to use this protected leave.

For example, if a city has 12 employees, no employee would qualify for FMLA leave because part of qualifying includes working for an employer with 50 or more employees.

The number of employees (fewer than 50) would prevent the employee from qualifying for the protections of FMLA.

Like many rules and regulations in human resources, cities can choose to be more generous than the FMLA requires. In other words, a city with fewer than 50 employees could choose to offer employees FMLA-like benefits even though that city is not legally required to do so. In the event a city has less than 50 employees and chooses to call these benefits "FMLA," then the city will need to follow all the guidelines of the federal FMLA. Some jurisdictions find it more helpful when they are under 50 employees to offer "medical leave" instead, to afford the city more flexibility in setting up leave policy guidelines.

In the event a city decides to offer FMLA-like benefits to employees, it is important to consider the precedent such an action might set, to develop a clear policy, and take steps to ensure the policy is administered in a fair and just manner.

### a. Policy requirements

Even if the city has fewer than 50 employees, the U.S. Department of Labor requires the city to post a notice approved by the Secretary of Labor explaining employer and employee rights and responsibilities under FMLA.

### b. Policy considerations

If a city has fewer than 50 employees (volunteer firefighters are usually included in the employee count for purposes of FMLA), no employees will qualify for FMLA leave. In this case the city may wish to develop some very limited FMLA-like policy language.

## RELEVANT LINKS:

[Family and Medical Leave,  
LMC model policy.](#)

[29 C.F.R. § 825.200.](#)  
[29 C.F.R. § 825.302\(a\)-\(d\).](#)

[29 C.F.R. § 825.303\(a\), \(c\).](#)

[29 C.F.R. § 825.300.](#)

[29 C.F.R. § 825.205.](#)

[29 C.F.R. § 825.209\(h\).](#)

[29 C.F.R. § 825.300\(d\)\(3\).](#)  
[29 C.F.R. § 825.312\(d\), \(e\).](#)

[29 C.F.R. § 825.701.](#)

[29 C.F.R. § 825.216\(d\), \(e\).](#)

[29 C.F.R. § 825.500.](#)

For those cities with 50 or more employees, as well as any city wanting to provide FMLA-like benefit leave even though not required due to employee numbers, it is important to develop a comprehensive FMLA or FMLA-like policy. The following items should be addressed in a FMLA policy:

- Basic provisions of the Family and Medical Leave Act.
- How key qualifiers (e.g., caring, child, parent, serious health condition, etc.) are defined.
- Protections afforded to qualified employees under the FMLA.
- Circumstances covered by FMLA.
- How an employee qualifies for FMLA leave.
- Maximum duration of FMLA leave.
- How your city's FMLA year is tracked (e.g., calendar year, rolling year, etc.).
- How an employee requests FMLA leave and specific forms the employee is to complete. Identify a specific person in the city to whom leave requests should be made. Identify any consequences for an employee if he/she fails to follow the identified procedure.
- Identify who in the city has the authority to approve or deny FMLA leave.
- Identify how the city will respond to an employee's request for FMLA leave.
- Identify any employee responsibilities following the granting of FMLA leave.
- State the increments in which FMLA leave may be taken.
- Identify whether the employee is required to use paid leave (e.g., vacation or PTO) during FMLA leave. Cities should consult with the city attorney before requiring Earned Sick and Safe Time run concurrently with FMLA unless it is at the request of the employee.
- Explain what happens to employee benefits, in the event a qualified employee goes on unpaid FMLA leave.
- Be familiar with what questions the city may ask before and during an employee's FMLA leave.
- Identify whether the city will require a fitness for duty certification before an employee out on FMLA can return to work.
- Address how FMLA coordinates with other medical leaves of absence and/or other city leave policies.
- Identify the entitlements/limitations for an employee regarding FMLA leave if both parents work for your city.
- Address what reasons an employee may qualify to use intermittent leave under FMLA.
- Address what happens if an employee does not return after FMLA leave.
- Employers are required to maintain records for at least three years.

## RELEVANT LINKS:

[Minn. Stat. § 181.941.](#)  
[Minn. Stat. § 181.940.](#)

[Minn. Stat. § 181.941, subd. 1.](#)

[Minn. Stat. § 181.941, subd. 2.](#)

[Minn. Stat. § 181.943\(c\).](#)

[Minn. Stat. § 181.92.](#)

[Minn. Stat. § 181.941.](#)

- If the city has a uniformly applied policy governing outside or supplemental employment, how such a policy may continue to apply to an employee while on FMLA leave. In this case, the employer may consider notifying employees that accepting or continuing other employment while on FMLA that is contrary to the restrictions as noted in the employee's FMLA certification or that filing unemployment insurance benefits while on FMLA leave may be treated as a voluntary resignation from employment.

## 2. Minnesota Pregnancy and Parenting Leave Act

Minnesota employers with one or more employees must provide up to twelve weeks unpaid leave to an employee who is a new biological or adoptive parent for parenting and pregnancy leave.

The unpaid leave of absence must be granted to a biological or adoptive parent in conjunction with the birth or adoption of a child; or to a female employee for prenatal care, or incapacity due to pregnancy, childbirth or related health conditions. The start of leave must begin within 12 months of the birth or adoption except in the case where the child must remain in the hospital longer than the mother, the leave must begin within 12 months after the child leaves the hospital. The length of the leave shall be determined by the employee, but must not exceed 12 weeks, unless agreed to by the employer. Additionally, the length of leave must not be reduced by any period of paid or unpaid leave taken for prenatal care medical appointments.

The city may require an employee who plans to take pregnancy or parenting leave to give reasonable notice of the date they will be taking leave and the estimated duration of the leave (not to exceed 12 weeks).

Additionally, state law requires employers, including cities, to grant time off, with or without pay to an employee who is an adoptive parent.

The length of the leave must be at least four weeks, or the same amount given to biological parents if that period is less than four weeks.

While on parenting leave, a city can generally require the employee to use other eligible paid leave (such as vacation leave or disability leave), or leave required by the Family Medical Leave Act (FMLA), as long as the total does not exceed 12 weeks.

Prior to July 1, 2014, Minnesota employers were not allowed to reduce parental leave by accrued sick leave, which resulted in some situations where an employee was eligible to take more than 12 weeks when combining FMLA and the Minnesota Parenting Leave Law.

## RELEVANT LINKS:

MN Dep't of Labor and Industry: [Pregnancy and Parental Leave, FMLA](#).

Minn. Stat. § 181.941, Subd. 4.  
For more information on coordinating Parental Leave and FMLA see HR Reference Manual, [Chapter 5](#).

[Minn. Stat. § 181.939](#).

MN Dep't of Labor and Industry: [Pregnant workers and new parents](#).  
See section: VII-C-5: *Minnesota Reasonable Accommodations to an employee for health conditions related to pregnancy or childbirth*.

LMC website: [Paid Family and Medical Leave Law FAQs](#).

[Minn. Stat. § 181.945](#).

[Minn. Stat. § 181.945, subd. 2](#).

However, with the 2014 law change, the total leave between FMLA and Parenting or Pregnancy Leave is 12 weeks and cities can require employees on parental leave to use accrued paid leave for the absence. Cities should consult with their city attorney for guidance before requiring employees use accrued Earned Sick and Safe Time for the absence unless it is at the request of the employee.

An employer must continue the city's share of the employer contribution toward insurance benefits during the 12 weeks of parenting leave.

Keep in mind in Minnesota, pregnant employees are entitled to certain non-leave accommodations of their pregnancy-related health conditions, such as more frequent restroom/meal/water breaks, seating adjustments, and limits on lifting over 20 pounds. These specific accommodations do not require obtaining the advice of her licensed health care provider or certified doula.

Employers must notify all employees of the rights of pregnant and lactating employees when hired, when an employee makes an inquiry about or requests parental leave, and in an employee handbook if one is provided. The notice must be provided in English and the primary language of the employee. The Minnesota Department of Labor and Industry (DLI) makes the required notice language available for employers in English and the five most common languages spoken in Minnesota.

Cities should note, Minnesota's paid family and medical leave law, which provides paid time off during or following a pregnancy, goes into effect Jan. 1, 2026. Cities may want to begin considering updating personnel policies in preparation for the new law.

### 3. Leave for bone marrow donation

An employer, including cities, must grant paid leaves of absence to an employee who seeks to undergo a medical procedure to donate bone marrow. This requirement applies to employers with 20 or more employees. The length of the leave is determined by the employee, but may not exceed 40 work hours, unless agreed to by the city. The 40 hours is over and above the amount of accrued time the employee has earned. The combined length of the leaves is determined by the employee. The city may require a physician's verification of the purpose and length of each leave requested to donate bone marrow. If there is a medical determination the employee does not qualify as a bone marrow donor, the paid leave of absence granted to the employee prior to that medical determination is not forfeited.



## RELEVANT LINKS:

[Minn. Stat. § 181.9456.](#)

[Minn. Stat. § 181.939.](#)

[Minn. Stat. § 181.939, subd. 2\(a\).](#)

[Minn. Stat. § 181.939, subd. 2\(a\).](#)

[Minn. Stat. § 181.939, subd. 2\(a\).](#)

To qualify, an employee must work an average of 20 hours or more per week. This law does not affect an employee's rights regarding any other employment benefit.

### **4. Leave for organ donation**

Employees must be given paid leave to donate an organ or partial organ. An employee is defined as working an average of 20 hours per week.

The leave may not exceed 40 hours for each donation unless the employer agrees to it. The 40 hours is over and above the amount of accrued time the employee has earned.

The city can require verification by a physician of the purpose and length of each requested leave. The city cannot change retroactively any leave granted, even if the employee receives a medical determination that he or she does not qualify as a donor. The city cannot retaliate against an employee for requesting or obtaining a leave of absence for organ donation.

### **5. Minnesota Reasonable Accommodations to an employee for health conditions related to pregnancy or childbirth**

Minnesota law requires employers to provide reasonable accommodations to an employee for health conditions related to pregnancy or childbirth if the employee so requests.

The accommodations must be made unless the employer demonstrates the accommodation would impose an undue hardship on the operation of the employer's business. Pregnancy accommodations are to be reasonably accommodated by employers with one or more employees.

The following accommodations are not considered an undue hardship and an employer may not obtain advice from the employee's licensed health care provider or certified doula for:

- More frequent or longer restroom, food, and water breaks;
- Seating; and
- Limits on lifting over 20 pounds.

Minnesota law requires the city and the employee to engage in an interactive process regarding the employee's request for a reasonable accommodation due to her pregnancy or childbirth. A reasonable accommodation is defined under as one that may include, but is not limited to:

## RELEVANT LINKS:

[Minn. Stat. § 181.939, subd. 2\(a\).](#)

[Minn. Stat. § 181.939, subd. 2\(a\).](#)

[Minn. Stat. § 181.939, subd. 3.](#)

MN Dep't of Labor & Industry: [Pregnant Workers and New Parents](#).

[Minn. Stat. § 181.939, subd. 1.](#)

U.S. Dep't of Labor: [Break Time for Nursing Mothers](#).

- Temporary transfer to a less strenuous or hazardous position
- Temporary leave of absence
- Modification in work schedule or job assignments
- Seating
- More frequent restroom breaks or longer break periods
- Limits to heavy lifting

The city is not required to create a new or additional position to accommodate an employee's pregnancy or childbirth related health condition, nor is the city required to discharge or promote any employee or transfer any other employee with greater seniority. Further, an employer cannot require an employee to take a leave or accept an accommodation. The city cannot penalize an employee for requesting a reasonable accommodation for pregnancy or childbirth related health condition.

The city must inform employees of their rights regarding leave for health conditions related to pregnancy or childbirth at the time of hire and when an employee makes an inquiry about or requests parental leave. Information must be provided in English and the primary language of the employee as identified by the employee. An employer that provides an employee handbook to its employees must include in the handbook notice of employee rights and remedies. DLI provides the text to be included in the notice required by this section in English and the five most common languages spoken in Minnesota

## 6. Nursing mothers and lactating employees

An employer must provide reasonable break times for nursing mothers to express milk.

The break times may run concurrently with any break time already provided to the employee, regardless of the size of an employer. However, in no case may an employer reduce an employee's compensation for time used for expressing milk.

Employers must also make a reasonable effort to provide a clean, private, and secure room or other location shielded from view and free from intrusion from coworkers and the public, with access to an electrical outlet, where the employee can express milk in private. This space cannot be a bathroom or a toilet stall. This room needs to be in close proximity to the employee's work area. All cities are covered if they employ one or more employees.

## RELEVANT LINKS:

[Minn. Stat. § 145.905.](#)

[Minn. Stat. 176.021.](#)

MN Dep't of Labor & Industry: [Work Comp.: Benefits, General Information.](#)  
HR Reference Manual, [Chapter 5](#), Section V-I, Workers' compensation coverage.

LMC information memo, [Workers' Compensation Claim Management.](#)

HR Reference Manual [Chapter 1](#), Section IV-C-7-a, Supplementing workers' compensation benefits.

MN Dep't of Labor and Industry: [Mandatory Workplace Posters.](#)

[Personnel Policy Template,](#)  
LMC model policy.

The city cannot discharge, discipline, penalize, interfere with, threaten, restrain, coerce, or otherwise retaliate or discriminate against an employee for requesting the reasonable break time and private room to express milk.

Additionally, Minnesota law clarifies women have a right to breastfeed any place they have a right to be with their children, even if there is some exposure of the breast.

## 7. Workers' compensation

Minnesota law states every employer is liable to pay compensation in every case of personal injury or death of an employee arising out of and in the course of employment.

The workers' compensation system provides employees with benefits if they become injured or ill from their job. It covers injuries or illnesses caused or made worse by work or the workplace. Workers' compensation benefits are paid regardless of any fault of either the employer or employee.

Workers' compensation laws do not address leave requirements. These laws address benefits, including medical expenses and wage loss employees are entitled to for work-related injuries.

The city's workers' compensation carrier will make decisions regarding the appropriate length of benefits. How long a city continues the employment of an individual on workers' compensation leave is not a workers' compensation decision. The city should decide each situation on a case-by-case basis, considering its obligations under other policies and laws (i.e., sick leave and paid time off policies, FMLA, ADA, etc.).

Some cities have workers' compensation information included in their general personnel policies. Other cities choose to include this information in a separate safety policy. Either way, some workers' compensation policy considerations are:

- Where has the city displayed the Employee Rights and Responsibilities poster (including the name of the city's workers' compensation insurer)?
- What must an employee do in the event of an on-the-job injury? For sample language, refer to "Reporting Accidents and Illnesses" in the League's model personnel policy.
- Are actions in response to a minor injury clearly differentiated from those that will be necessary in the event of a major injury?

## RELEVANT LINKS:

[Workers' Compensation System Employee Information Sheet.](#)

[Workers' Compensation First Report of Injury, MN Dep't of Labor & Industry Form.](#)

- What are the supervisor's responsibilities in the event of an injury in the workplace? (State law requires the employee's supervisor to complete the First Report of Injury (FROI). The employee who was injured is not responsible for completing the FROI).
- Where does the supervisor obtain the First Report of Injury Form and the Minnesota Workers' Compensation System Employee Information Sheet? To whom does the supervisor submit the completed FROI?
- Where does the supervisor obtain the FROI Form and the Minnesota Workers' Compensation System Employee Information Sheet? To whom does the supervisor submit the completed FROI?
- Does the city supplement workers' compensation with additional compensation such as injury-on-the-job pay?
- How do the city's existing policies (e.g., sick leave, vacation leave, paid time off, etc.) interact with workers' compensation?
- How does the city coordinate workers' compensation with other state or federal laws (e.g., FMLA, ADA, etc.)?

## 8. Early return to work / modified duty

In general, promoting the early return to work of an employee who is absent due to an injury or illness is a good idea where possible. This is especially true in cases of an on-the-job injury or work-related illness where workers' compensation costs are incurred. The odds an employee will be able to return to their regular job increase if the employee returns to work soon after an injury. In addition, the sooner an employee can return to work, the less the city will have to pay in both direct and indirect disability costs (e.g., lost time, disability benefits, sick time, etc.).

Although there are proven benefits to getting people back to work sooner rather than later, an early return to work is not always the right answer for the city or the employee. In some instances, an early return to work is simply not the right option due to the medical treatment necessary for an employee to fully recover. Offering an early return to work might not be an option in many smaller cities because one position is often responsible for so many duties.

As with any request regarding a potential reasonable accommodation, a city should carefully consider an employee's request for a modified-duty assignment, including a light-duty assignment. Generally, when considering any accommodation request, a city should consider:

## RELEVANT LINKS:

- (1) The nature of the employee's job, including the essential functions of the position;
- (2) The nature and duration of the employee's work restrictions;
- (3) The personnel, workload, and budgetary needs of the city in general and the employee's department in particular;
- (4) The availability and reasonableness of other potential accommodations; and
- (5) Other relevant factors.

When considering an employee's request for a modified-duty assignment, the city should focus on the availability of modified-duty work (in the department and throughout the city), including light duty work, for which the employee is qualified to perform.

This analysis is particularly important if there is limited available work and two or more employees have requested such work. Under the Americans with Disabilities Act (ADA), the Minnesota Human Rights Act (MHRA), and cases interpreting these laws, there are risks if a city chooses to create modified-duty work assignments rather than rely upon available work (particularly if it does so for one employee but not another), chooses to create a long-term or permanent modified-duty position, or approves all requests for modified-duty assignments, thus giving the impression the city has an unlimited capacity for such assignments.

Policy considerations include the following:

- What is the real purpose of the program? Such programs are typically geared for short-term, temporary, disability-type injuries or illnesses.
- Who will be responsible for coordinating the return-to-work program?
- Who has the final say on approving or denying a request for an early return to work?
- Who will determine job responsibilities during the restricted-duty assignment?
- How is an employee to request an early return to work/restricted-duty assignment? The best practice is to develop a form and require that it be used for all requests submitted through such a program.
- Does the city's policy clearly establish the city's rights to:
  - Evaluate each request on a case-by-case basis
  - Make no guarantee of any employee's assignment to light duty
  - Request additional supporting documentation as needed
  - Require an independent medical exam
  - Re-evaluate arrangements on an ongoing basis
  - Discontinue arrangements at any time for any reason

## RELEVANT LINKS:

[Minn. Stat. § 181.9412.](#)

[Minn. Stat. § 181.9412.](#)  
[Minn. Stat. § 181.940.](#)

[Minn. Stat. § 181.9412, subd. 3.](#)

U.S. Dep't of Defense, [Employee Support of the Guard and Reserve \(ESGR\)](#) helps employers resolve conflicts arising from an employee's military commitment. USERRA: [Uniformed Services Employment and Reemployment Rights Act](#). LMC information memo, [City Employees and Military Leave](#). [Minn. Stat. §§ 192.26-192.261.](#)

[Minn. Stat. § 181.947, subd. 2.](#)

## D. Other forms of leave

### 1. School conferences and activities leave

Under state law, a city with one or more employees must grant up to a total of 16 hours of leave during any 12-month period to attend school conferences or school-related activities related to the employee's child, provided the conference or activity cannot be scheduled during non-work hours.

The law also requires accommodation of certain activities for children in childcare, or prekindergarten regular or special education programs. Employees must provide reasonable prior notice of the leave when the leave is foreseeable and make reasonable efforts to avoid unduly disrupting the operations of the city. All employers are covered by the school conference and activities leave.

Employees may choose to use vacation leave hours for this absence but are not required to do so.

### 2. Military leave

State and federal laws provide for and regulate military leave for employees who are called to military service, whether in the reserves or full-time service. These laws apply whether the employee is "called to duty" or volunteers for service. Leave from employment to participate in military duty is addressed in federal law in the Uniformed Services Employment & Re-employment Rights Act (USERRA). Public employees in Minnesota engaged in military service have additional benefits under state law, including, among other benefits, up to 15 days of paid military service in a calendar year for qualified periods of military leave.

#### a. Family members of certain military personnel

All cities must grant up to 10 working days of unpaid leave to an employee (including independent contractors) whose immediate family member is a member of the United States armed forces who has been injured or killed while engaged in active service. The 10 days may be reduced if an employee elects to use appropriate accrued paid leave.

## RELEVANT LINKS:

[Minn. Stat. § 181.948, subd. 2.](#)

[Minn. Stat. § 593.50, subd. 1.](#)

[29 C.F.R. § 541.602\(b\)\(3\).](#)

[U.S. Dep't of Labor: Jury Duty, Military Leave and Serving as a Witness.](#)

[Minn. Stat. § 611A.036.](#)

[Minn. Stat. § 181.9447, Subdivision 1.](#)

[MN Dep't of labor and industry: Earned Sick and Safe Time.](#)  
[LMC Page: Earned Sick and Safe Time Law: What Cities need to know.](#)

### **b. Military Ceremonies**

Unless the leave would unduly disrupt the operations of the city, a city must grant an unpaid leave of absence to an employee whose immediate family member, as a member of the United States armed forces, has been ordered into active service in support of a war or other national emergency.

The city may limit the amount of leave to the actual time necessary for the employee to attend a send-off or homecoming ceremony for the mobilized service member, not to exceed one day's duration in any calendar year.

### **3. Jury duty**

All cities are required to provide employees with time away from work for jury duty. Requirements for compensating an employee on jury duty vary depending upon the status (exempt or nonexempt under the federal Fair Labor Standards Act) of the employee called to jury duty.

Federal regulations prohibit employers from making deductions from wages for exempt employees attending jury duty. However, the city may offset any amounts received by an employee as jury fees for a particular week against the salary due for that particular week without risking the employee's FLSA exemption. No such requirement exists for nonexempt employees.

Most cities have policies allowing employees to receive their normal compensation while serving on a jury; but some cities require the employee to turn over any jury compensation (less expense reimbursements) to the city in return.

### **4. Victim or witness leave**

An employer must allow a victim or witness, who is subpoenaed or requested by the prosecutor to attend court for the purpose of giving testimony, reasonable time off from work to attend criminal proceedings related to the victim's case. Additionally, employers are also required to allow a victim of a violent crime, as well as the victim's spouse or immediate family members, reasonable time off from work to attend criminal proceedings related to the victim's case.

Under the Earned Sick and Safe Time (ESST) law, paid ESST leave may be used for an absence due to domestic abuse, sexual assault or stalking of the employee or a family member.



## RELEVANT LINKS:

[Minn. Stat. § 204B.195.](#)

[Minn. Stat. § 204C.04, subd. 1.](#)

Office of The MN Secretary of State: [Time Off Work to Vote.](#)

[Minn. Stat. § 204C.04, subd. 2.](#)

[Minn. Stat. § 204C.04, subd. 2.](#)

[Minn. Stat. § 181.9447, Subdivision 1\(4\).](#)

MN Dep't of labor and industry: [Earned Sick and Safe Time.](#)

LMC Page: [Earned Sick and Safe Time Law: What Cities need to know.](#)

## 5. Time off to serve as an election judge

An individual who is selected to serve as an election judge may, after giving an employer at least 20 days' written notice, be absent from work for the purpose of serving as an election judge without penalty.

A city may restrict the number of employees to be absent from work for serving as election judges to no more than 20 percent of the total workforce at any single worksite.

A city may reduce the salary or wages of an employee serving as an election judge by the amount paid to the election judge by the appointing authority during the time the employee was absent from the place of employment.

## 6. Voting

Every employee who is eligible to vote in an election has the right to be absent from work for the time necessary to appear at the employee's polling place, cast a ballot, and return to work on the day of that election, or during the time period allowed for voting in person before election day, without penalty or deduction from salary or wages because of the absence. An employer or other person may not directly or indirectly refuse, abridge, or interfere with this right or any other election right of an employee.

Under the relevant statute, "election" means:

- A regularly scheduled election,
- An election to fill a vacancy in the office of United States senator or United States representative,
- An election to fill a vacancy in nomination for a constitutional office,
- An election to fill a vacancy in the office of state senator or state representative, or
- A presidential nomination primary.

## 7. Emergencies / inclement weather

Except in instances where the employer has completed the necessary steps to adopt the ESST's weather event exception outlined in Minn. Stat. § 181.9447, Subd. 12, employees may use accrued earned sick and safe time (ESST) for the closure of the employee's place of business due to weather or other public emergency or an employee's need to care for a family member whose school or place of care has been closed due to weather or other public emergency.

## RELEVANT LINKS:

[Personnel Policy Template](#),  
LMC model policy.

Often, city facilities remain open even during adverse weather conditions, so ESST will not always apply. It is a good practice, however, to enable employees to use their own judgment in evaluating weather and road conditions when deciding whether to report to work (or leave early). If a city is seeking related sample policy language, please refer to “Adverse Weather Conditions” included in the model Personnel Policy. State law requirements of ESST requirements regarding actual closures,

The city’s policy should specifically note any employees who will be required to report to work regardless of weather conditions. This requirement typically includes police officers and public works maintenance employees (snowplow drivers).

This policy should also address the procedure for cancelling city programs or meetings in the event of adverse weather conditions.

### **E. Leave without pay**

There are a number of reasons a city might wish to provide employees with the option of approved time away from work without pay or leave without pay (LWOP). It is most used in situations where a long-term medical leave is necessary.

For example: An employee is out on medical leave. Their federal FMLA protection and paid leave like Earned Sick and Safe Time, have run out.

However, the treating physician has indicated the employee can come back to work in two weeks with no restrictions. Terminating an employee in this situation is probably not in the city’s best interest, nor is compensating that person for work the employee is not doing.

In this scenario permitting the employee to take two weeks of LWOP would probably be in the best interest of both parties.

Policy considerations include the following:

- For what reasons might leave without pay be considered?
- Are the qualifications for LWOP across the board or will they be considered on a case-by-case basis?
- Does all the employee’s paid leave have to be depleted before an employee can qualify for LWOP?
- How does an employee request LWOP?
- Who has the authority to approve, extend, or deny LWOP?
- What are the time limitations on LWOP?
- Do benefits continue to accrue while an employee is out on LWOP?

## RELEVANT LINKS:

- At what point(s) is an employee's approved LWOP situation re-evaluated?
- Is there a maximum amount of time that an employee can use LWOP?

## VIII. Performance evaluation

Performance evaluations can be a great communication tool between the city management and its employees. Conducting regular performance evaluations provides both supervisor and employee with a structured opportunity to discuss what is going well and what can be improved.

In addition to serving as a good method of documenting communication on an employee's performance, the performance evaluation can be a critical tool for many management personnel decisions.

When evaluations are not performed regularly, there may be a lack of defensible basis for the organization's decisions (e.g., promotions, terminations, etc.). It is essential to have supporting documentation for these kinds of actions. Performance evaluations are a good source of such documentation.

Even if your city does not have a formal performance evaluation program in place, you may wish to develop a policy identifying circumstances under which the city or a supervisor may conduct a formal performance evaluation.

### A. Purpose

The purpose of the performance evaluation process is to review with employees what is expected of them, what they are doing well, how they are deficient in performance (if at all), how they can improve, and what goals they are expected to achieve over the next performance period.

Performance evaluations, if done effectively, are a key component of performance management.

### B. Job descriptions

All factors being considered in a performance evaluation must be job related. Each employee's performance evaluation should be based on a clearly defined, up-to-date job description. The responsibilities set forth in the job description and the expectations of the manager/supervisor for getting these duties accomplished must be clearly communicated to the employee. If these two steps are taken, it is much easier to ensure the focus of the performance evaluation will be on job content and specific performance criteria.

## RELEVANT LINKS:

800.925.1122  
651.281.1200  
[HRbenefits@lmc.org](mailto:HRbenefits@lmc.org)

800.925.1122  
651.281.1200  
[HRbenefits@lmc.org](mailto:HRbenefits@lmc.org)

It may be more difficult to evaluate an employee's performance if your city does not have written job descriptions. The supervisor is put in the position of conducting a review of performance without an accurate description of job duties, responsibilities, and expectations. While performance evaluations should not necessarily be avoided in the absence of job descriptions, a great deal of care must be taken to ensure only job-related factors are evaluated.

The League maintains many sample job descriptions for jobs typically used in cities. Contact the League's HR and Benefits team to request copies.

### C. City policies

When focusing on the responsibilities outlined in a job description, it is easy to forget expectations set forth in city policies and department work rules are also conditions of employment with the city.

The performance evaluation provides the supervisor with an opportunity to evaluate the employee's compliance with these criteria. It also is a good idea to use some time during the performance evaluation to clarify expectations established in general city policy and department level work rules for any employee struggling in that area.

### D. Evaluation form

The performance evaluation form is generally used as a tool to encourage discussion and ensure documentation for the personnel file.

The most common formats used include open-ended reviews requiring the supervisor to input all information and forced-choice reviews requiring the supervisor to select from a group of established or "canned" statements about performance. Some cities use a combination of these two formats. Policy language should clarify if a form is required or if it is optional.

The League maintains sample copies of performance evaluation forms; please contact the League's HR and Benefits team to request copies.

### E. Employee input

The employee's input may help the supervisor better understand why he or she might be struggling or may not be excelling as expected. A self-evaluation the employee completes and provides to their supervisor prior to the formal evaluation is a good way to obtain employee input without the employee feeling as though they are being "put on the spot."

Unlike a private employee, a city employee does not have the right to have a "position statement" objecting to a performance evaluation placed in their personnel file.

## RELEVANT LINKS:

[Minn. Stat. § 13.04, subd. 4.](#)

However, the city employee can contest the accuracy or completeness of the data contained in a performance evaluation under procedures established in the Minnesota Government Data Practices Act.

### F. Key items to address

- Accomplishments of the past performance period (could be 6 months or one year).
- Suggestions for improvement/changes based on these accomplishments.
- Goals for the next performance period (maximum one year).
- Adherence to the organization's mission, policies, and practices.
- Supervisor summary comments.
- Up-to-date job descriptions (on which to base evaluation).
- Employee comments.

### G. Policy considerations

For those cities not conducting regularly scheduled performance evaluations, it is important to clearly define the parameters of the program. This can be done in a policy addressing the following:

- Are performance evaluations going to be conducted on an annual basis or as needed?
- If conducted on an annual basis, can evaluations be conducted in-between regular evaluations for performance reasons?
- Who has the authority to conduct a performance evaluation?
- Who is responsible for coordinating the performance evaluation program?
- Will evaluations be conducted of all employees?
- Will performance be tied to compensation?
- What happens to the performance evaluation document after the evaluation?
- Does the employee sign the evaluation?
- Is the employee provided with an opportunity to respond to the evaluation?

### IX. Length of service programs

There are a variety of reasons why a city will want to track length of service. Many cities have benefit programs based on an employee's length of service at the city. For example, vacation and sick leave accruals might increase after an employee has been with the city for a certain number of years.

## RELEVANT LINKS:

Some cities restrict benefit access until an employee has worked for that city for a certain length of time. Other cities offer benefits like longevity pay or severance packages to long-term city employees. To determine who does and does not qualify for these kinds of benefits, it is important to have an accurate service record.

### A. Seniority

Seniority is generally defined as the length of time an individual has been employed by a city. Seniority measures an employee's length of service as compared to other employees.

For example, all things being equal, an individual who began employment with a city on January 20, 2022, would have more seniority than someone who began employment with the same city on January 30, 2022.

One reason cities track seniority is because many employee benefits are based on seniority. If a city's vacation policy states employees will accrue 40 hours of vacation after one year of employment, 80 hours of vacation after three years of employment, etc., that vacation policy would be considered "seniority based."

Another reason some cities track seniority is to help determine who would be impacted first in a layoff situation. Generally, less senior employees in similar positions are terminated from service first. However, there is no legal requirement to base layoffs on seniority rather than other legitimate factors, such as performance, in the absence of such a requirement in city policy or in a union contract.

Policy considerations include:

- Under what conditions might an employee be on leave without a break in seniority (i.e., FMLA, military leave, Earned Sick and Safe Time (ESST), etc.)?
- What conditions might create a break in seniority?
- How does the city's seniority policy language compare with language found in bargaining agreements at the city, if any?
- Are part-time employees given full credit or is the seniority credit prorated based on part-time hours worked as compared to a full-time position?
- Will seniority be a consideration if the city needs to lay off employees?

### B. Longevity pay

Longevity pay is a method of rewarding individuals who are long-term employees of the city.

## RELEVANT LINKS:

U.S. Dep't of Labor, Wage and Hour Div.: Fact Sheet #23, Overtime Pay Requirements of FLSA, Rev. October 2019.

HR Reference Manual, Chapter 4.

HR Reference Manual, Chapter 5.

After reaching a pre-determined length of service (e.g., 10 years, 15 years, etc.) an employee is provided with added compensation. Depending upon the city's practice or policy, longevity pay might be added to the employee's hourly wage, paid on a monthly basis, or provided as a lump sum payment annually. While some cities choose to provide longevity pay, others are bound to provide it through bargaining agreements. Longevity pay is typically not related to job performance.

The Fair Labor Standards Act (FLSA) requires longevity pay be included in the base wage rate for purposes of calculating overtime for nonexempt employees. Because of this requirement, any city providing longevity pay to employees should consider providing it on an hourly basis rather than as a lump sum payment given monthly or annually.

Policy language regarding longevity pay should clearly define the parameters under which an employee will earn longevity pay:

- At what point is an employee eligible for longevity pay?
- How is length of service determined (for full-time employees, for part-time employees)?
- Are there any employee groups who are not eligible for longevity pay?
- Is it paid out in an hourly amount, a lump sum payment, a monthly sum, etc.?
- Does longevity pay increase over time?

## X. Benefits

The benefit package offered by a city is an important part of an employee's overall total rewards/compensation package and can be a crucial component when trying to recruit and retain good employees.

For detailed information on the most common types of benefits cities offer to their employees and some key considerations and concepts associated with those options, please refer to Chapter 5 of this manual.

### A. General versus in-depth policy language

Employer-provided benefits and the associated costs may change on a frequent basis. This means a policy describing insurance plans and premiums in detail would have to be revised frequently. To prevent this, many cities put only basic benefit information in policy format and then refer employees to other resources for in-depth and up-to-date information.



## RELEVANT LINKS:

LMC website: [Federal Health Care Reform](#).

[Minn. Stat. § 471.6161, subd. 5.](#)

Common sources of detailed benefit information might include a resolution the city council adopts each year establishing benefits to be provided, benefit premiums and city contribution to those premiums (if any), and the program documents from the actual insurance providers. In addition to limiting the need for continual revision of the benefits policy, this method of sharing information ensures employees will have up-to-date and accurate benefit information.

The fact that the city will comply with state and federal requirements regarding the provision and continuation of benefits should be noted, but neither the laws nor the requirements need to be included in policy language in detail.

## B. Policy considerations

The city's answers to the following questions will help the city determine appropriate language for a benefits policy:

- What benefits are offered by the city?
- Which employees are eligible for benefits? Employers will want to be mindful of health care reform requirements for large employers meeting the 50 FTE employee threshold.
- Are there different requirements for different benefits or benefit levels?
- At what point after the start of employment is an employee eligible for city-offered benefits? Again, employers will want to be mindful of health care reform requirements for large employers meeting the 50 FTE employee threshold.
- Does the city contribute to the employee's insurance premium?
- Is it clear city contributions to insurance premiums (if any) can be changed from year to year?
- Does the city offer any benefit programs enabling employees to save tax dollars (e.g., flexible spending account, health savings account, post-employment health savings plan, deferred compensation, etc.)? Again, employers will want to be mindful of health care reform requirements for large employers meeting the 50 FTE employee threshold.
- Does the city offer retiree benefits?

## C. Bargaining agreements (union contracts)

Cities with union contracts may be limited in changing benefit levels or contribution structure under the city's health plan. This is because the aggregate value of benefits provided under a group health contract generally cannot be reduced unless the city and the union agree to a reduction in benefits. Likewise, the city cannot change the contribution structure, if it is specified in the union contract, without negotiating with the union.

## RELEVANT LINKS:

LMC information memo,  
[Public Purpose Expenditures](#).

A.G. Op. (Feb. 6, 1998)  
(informal letter opinion to  
Champlin).

[Minn. Stat. § 15.46](#).

MN Office of State Auditor:  
[Employee Recognition  
Programs and Events](#).

If the city would like to change the benefit levels or contribution structure under the group health insurance plan for union employees, the city should begin negotiations with the union as soon as possible—it could easily take a year or longer simply to make a few minor changes in the benefit levels offered under the plan.

### D. Employee recognition awards

The League has historically taken the position that cities can sponsor and pay for employee recognition programs (including social events such as employee picnics or holiday parties) if they are structured so they constitute part of an overall employee compensation program. The Attorney General has taken a narrow interpretation of the term compensation and has suggested the term means only monetary compensation.

State law permits cities to establish and operate a program of preventive health and employee recognition services for its employees. The Minnesota Office of the State Auditor issued a Statement of Position on Employee Recognition Programs and Events. According to this statement, cities wishing to provide employee recognition programs will need to have properly established programs in writing with clear recognition objectives, approved by the city council. The city council must determine what amounts can be expended as “necessary to achieve the objectives of the program.” Thus, when establishing an employee recognition program, cities will want to consider the following:

- Take formal action to adopt a program, preferably well in advance of any actual expenditures, using language specifying the program is adopted as additional compensation for work performed by the employees.
- Develop a well-thought-out and modestly priced program applicable to all employees who meet certain conditions. For example, “all employees who reach 25 years of service will receive a plaque thanking them for their dedicated years of service to the community.” Or “all regular full-time and regular part-time employees will be invited to attend the city’s summer employee picnic to thank them for their work throughout the year.”
- Each city council should decide whether it believes these types of employee benefits promote a public purpose and serve the best interests of the citizens of their community. One could argue such expenditures are a natural incident of the employer/employee relationship and the authority for such expenditures is implied as part of the authority to compensate employees; however, each city should have its city attorney review the program prior to implementation.

## RELEVANT LINKS:

HR Reference Manual,  
[Chapter 5](#).

IRS Publication 15B,  
[Educational Assistance](#).

HR Reference Manual,  
[Chapter 5](#).

For practical information  
about separation from  
employment in the public  
sector, please see HR  
Reference Manual, [Chapter 3](#).

For taxability issues regarding employee recognition awards, please refer to Chapter 5 of this manual.

## E. Tuition reimbursement

Tuition reimbursement is a common benefit offered by many Minnesota cities to employees. This optional benefit usually takes the form of reimbursing an employee for a portion of the costs of college and graduate level courses that are related to the employee's job with the city. Sometimes, the program allows for reimbursement of courses relating to a promotional opportunity for the employee. These programs often stipulate an employee must receive a passing grade or tie the percentage of reimbursement to specific grade levels (e.g., a "C" = 50 percent reimbursement; "B" = 75 percent reimbursement, etc.).

Some cities require an employee to pay back the reimbursement if they do not remain with the city for a year or longer after completion of the course. This type of requirement should ideally take the form of a written, signed agreement drafted or reviewed by the city attorney, executed prior to the employee receiving the reimbursement. For additional information regarding taxability on tuition plans, please refer to Chapter 5 of this manual.

## XI. Discipline

Disciplinary actions, including terminations, can be cumbersome due to the many special protections given to public employees. Some of these protections limit the discretion a city has in its decision-making. One or more procedural requirements can be missed by even the most careful city, so it's important a city works closely with its city attorney.

Policies outlining a city's discipline and termination procedures can protect the city by causing management to focus on the grounds, relevant factors, and procedures leading up to such a management decision. Like other policies, they contribute to uniformity in the decision-making process. When distributed to employees, the policies put employees on notice regarding conduct that is unacceptable.

When employees know and understand the rules, they are less likely to bring forth employment-related claims against discipline administered by management.

Procedures established for the discipline and/or termination process should accomplish two major objectives. They should restrict the ability of lower-level supervisors to discharge employees and help ensure there is a "paper trail" of documents in support of management's decision.

## RELEVANT LINKS:

Section I-E-2, *At-will employment*.  
HR Reference Manual,  
[Chapter 1](#).

[Personnel Policy Template](#),  
LMC model policy.

HR Reference Manual,  
[Chapter 3](#), Section III-C-2,  
Due Process.

[U.S. Const. art. XIV](#).

Minn. Stat. § 197.46.

LMC Informational Memo:  
[Veterans Preference in Discipline, Discharge or Job Elimination](#).

## A. Important concepts

### 1. Employment-at-will

This concept reflects the idea the employer has no obligation to offer, and the employee has no obligation to provide, continued employment in the absence of an explicit verbal or written contractual obligation.

To ensure the city's personnel policies and/or employee handbook do not unintentionally imply an employment contract exists, it is important for cities to include a clear waiver that the guidelines and policies in the handbook do not create contract rights.

### 2. Due process

Due process references the constitutional concept of a property interest. The Due Process Clause of the 14th Amendment provides, "no state shall deprive any person of life, liberty, or property, without due process of law."

Generally, employees who are at-will do not have a constitutionally protected property interest. Public employment does not in itself create any property rights. Only those employees who by virtue of policy or statutory language have some expectation of continued employment have property interests and, thus, are entitled to due process prior to deprivation of these interests (i.e., prior to an employment termination).

While due process does not require formal hearings be held, a city is required to give the employee notice of the basis for, and an opportunity to respond to, the charges before making a final decision on termination.

Public employees who are employed at-will do not have a protected property interest and, therefore, are not entitled to constitutional due process.

However, some pre-termination process should still be provided. Regardless, it can be a good idea to consult with the city attorney for advice prior to separation of employment to be sure some other state or federal law does not require additional procedures. The Minnesota Veterans Preference Act, for example, applies to qualified veterans regardless of their at-will status.

Some cities choose to provide employees with an opportunity to have a hearing in front of the city council or another authority prior to dismissal. This is not required for at-will employment unless stated in policy or contract language. Generally, a simple notice of charges and opportunity to respond to such charges will suffice.

## RELEVANT LINKS:

HR Reference Manual,  
[Chapter 3](#).

This action will effectively prevent any potential due process claim and can also be used as an additional check that defensible employment decisions are being made.

Some cities provide for a post-termination grievance or hearing. Again, a full trial-like hearing is not required unless stated in policy or contract language. Post-termination reviews can be less formal.

A city has wide discretion to determine the procedures for review. It is common for policy language to indicate employees will be notified of the reason for recommended termination of employment and will have an opportunity to respond to those charges prior to being terminated.

### 3. Just cause

Despite the preference of many cities that all employees be covered under the employment-at-will doctrine, which allows employers to terminate employment for any reason with or without notice, some cities instead choose to apply the standard of just cause in situations of discipline and termination. The advantage of using this standard is, if followed carefully, it provides a record supporting the discipline that is likely to withstand legal challenge.

The disadvantage is it can give the employee more ammunition to use in a formal hearing, especially if it is not followed or applied correctly (i.e., “the city did not meet the just cause standard it promised in its discipline policy”).

It is important to note if a city chooses to establish a just cause standard in its personnel policies, employees covered by those policies will not be considered at-will. Instead, the city will be required to meet the just cause standard prior to acting on discipline or termination.

### 4. City’s expectations

It is important for the city to clarify and advise supervisors and employees of the city’s expectations as they relate to potential employee discipline. This includes specific performance expectations associated with individual positions, general expectations for all employees in the department, and city policies, procedures, and standards of performance.

### 5. City’s authority

When establishing policy language regarding discipline, a city should strive for broad authority to enable the city to determine the nature of any punishment based on several factors including prior history and the nature of the offense.

## RELEVANT LINKS:

For questions to ask and related discussion, see HR Reference Manual, [Chapter 3](#).

For additional information on progressive discipline, see HR Reference Manual, [Chapter 3](#).

## 6. Appropriate level of discipline

There does not appear to be any universally accepted criteria to help a city determine what kind of disciplinary action should be taken based on the infraction that occurred. However, in union environments, there is a strong consensus that certain questions should be asked regarding any discipline action.

### B. Progressive discipline

It is common for unions to seek progressive discipline in their collective bargaining agreements. Many cities incorporate progressive discipline into their policies even if employees are not covered by a bargaining agreement. The advantage of progressive discipline is it is likely to be seen by employees as fair if followed carefully. The disadvantage is it sometimes “ties the city’s hands” in dealing with a disciplinary situation. For example, the city may wish to impose a harsher disciplinary action than the next step described in the policy for reasons it believes are justified. When this happens, the city can be viewed as not following its own policy—a situation difficult to defend if challenged through a union grievance or wrongful termination claim.

The League strongly recommends language be included in any progressive discipline policy reserving the city’s discretion and enabling the city to skip steps where the city (as employer) deems necessary and appropriate.

Some of the more common forms of discipline found in both policy and contract language are oral reprimand, written reprimand, paid suspension, unpaid suspension, and termination. The following sections describe what generally happens at each stage. Similar language should be included in a city’s progressive discipline policy to ensure employees know what to expect.

#### 1. Verbal reprimand

Although this is called a verbal or oral reprimand, some notation to the employee’s personnel file should be made to verify this step took place. The verbal reprimand notifies the employee of the gap between their existing performance and what the city expects. It also notifies the employee it is their responsibility to the they are being paid to do. The supervisor should document the time and date of the meeting, who was present, and briefly identify the issue(s) discussed. The documentation should also note this action meets the requirements of the progressive discipline policy and improvements must be made or additional step discipline may be imposed.

## RELEVANT LINKS:

HR Reference Manual,  
[Chapter 3](#).

HR Reference Manual,  
[Chapter 3](#).

See HR Reference Manual,  
[Chapter 3](#), for circumstances  
under which an employee  
might be placed on a paid  
administrative  
leave/suspension.

The original documentation should be given to the employee, and it is helpful if a copy is placed in the personnel file. Ideally, the documentation should state its intent is to serve as written documentation of a verbal reprimand.

Policy language should indicate the verbal reprimand will be used where informal discussions with the employee's supervisor have not resolved the matter. Clarify who can issue verbal reprimands. In addition, it is important to state serious infractions may require skipping this step.

## 2. Written reprimand (warning)

A written reprimand is a document or memorandum generally considered more severe than a verbal reprimand and, as such, more information is documented. The written reprimand should state the problem, explain why said behavior is a problem, document what happened, clarify what the city expects from an employee in that situation (what the employee should have done or not done), describe the consequences of the employee's behavior, and clearly indicate what the consequences will be if the employee repeats this behavior.

The supervisor should meet with the employee to discuss the written reprimand and have the employee sign to acknowledge receipt (not agreement with) of document. A copy of the written reprimand should be placed in the employee's personnel file. Ideally, the document should clearly state it is considered a written reprimand.

Policy language should state a written reprimand is more serious and may follow a verbal warning when the problem is not corrected, or the behavior is not consistently improved given a reasonable period for improvement. Indicate who has the authority to issue a written reprimand. And, again, note that serious infractions may require skipping either the verbal or written warning, or both.

## 3. Paid suspension

A paid suspension may or may not be disciplinary in nature. Where removal from job duties is necessary prior to a determination on discipline (e.g., during an investigation), it is a good practice to use terminology such as "administrative leave" instead of "suspension" to characterize the situation.

Prior to any required administrative leave or suspension or as soon thereafter as possible, an employee should be notified in writing of the reason for and the duration of the suspension.



## RELEVANT LINKS:

[Minn. Stat. § 13.43 subd. 2 \(a\)\(5\).](#)

LMC information memo,  
[Data Practices: Analyze, Classify, Respond.](#)

LMC information memo,  
[FLSA: Determining Exempt vs. Non-Exempt Status.](#)

[29 C.F.R. § 541.602\(a\).](#)

LMC information memo,  
[Veterans Preference in Discipline, Discharge or Elimination.](#)

In the case of a disciplinary suspension, when the employee returns to work the city should provide a written statement outlining the potential consequences to this employee should the behavior occur again and what is expected of the employee in the future. A copy should be provided to the employee with the original placed in the employee's personnel file.

In the event the employee was placed on administrative leave pending the outcome of an investigation, the results (not the details, just the results) of the investigation should be provided to the employee in writing. It is a good idea to wait until any investigation is complete and formal action has been taken and upheld before placing disciplinary information in an employee's personnel file.

In the case of employees covered by a union contract, the discipline is not final until it has been grieved and upheld, or until the timeframes for a grievance have passed. This way, if an investigation shows no discipline is warranted, no one needs to remember to remove the documentation from the employee's file.

The personnel policy should note who has the authority to suspend an employee with pay. Indicate a suspension may or may not be for disciplinary reasons. Again, to retain flexibility in applying discipline, language enabling the city to skip previous steps should be included here.

## 4. Unpaid suspension

An unpaid suspension is usually reserved for the most serious rule infractions and/or repeat offenders. One reason an employee might be placed on suspension without pay is for creating a risk to the health and/or safety of the employee or others (i.e., an OSHA violation, etc.).

Cities should proceed with caution when placing any employee who is exempt under the provisions of the Fair Labor Standards Act on unpaid suspension for a period of less than one week. Cities can impose an unpaid disciplinary suspension on exempt employees for one or more full days, for workplace conduct of a serious nature, such as sexual harassment, workplace violence, drug or alcohol use, or violations of state or federal laws. Such suspensions must be imposed pursuant to a written policy applicable to all employees. On the other hand, an exempt employee's compensation should not be docked for less serious performance or attendance issues for anything less than a full week, to avoid risking the exempt status of that employer per the FLSA. Call the League for assistance with this issue. Qualified veterans, however, cannot be suspended without pay in conjunction with a termination.

File documentation for a situation of unpaid suspension is the same as that recommended for a case of paid suspension.

## RELEVANT LINKS:

See HR Reference Manual, [Chapter 3](#), for a discussion of specific aspects of discharge/termination.

LMC information memo, [Veterans Preference in Discipline, Discharge or Job Elimination](#).

The personnel policy should note who has the authority to suspend an employee without pay. The policy should clarify unpaid suspensions are usually reserved for the most serious rule infractions and/or repeat offenders. Again, to retain flexibility in applying discipline, language enabling the city to skip previous steps should be included here.

## 5. Discharge / termination

A city should never discharge an employee without first consulting its legal counsel. The review of a possible discharge should include:

- A careful examination of all the facts leading up to the decision to terminate.
- A review of discipline policies, union contracts, and employee handbooks.
- A review of the employee's personnel file.
- A review of past practices to ensure the employee is treated consistently with employees who have committed similar offenses.

Also consider whether there are extenuating circumstances that may justify a lesser discipline. Terminating an employee for disciplinary reasons can be very complicated and emotionally charged. If handled inappropriately, it can result in serious legal problems for the city.

Because termination can only be approved by the city council (in Plan A and some charter cities), policy language should note the city administrator, with the approval of the city council, may dismiss an employee for substandard work performance, serious misconduct, or behavior not in keeping with city standards.

It is also important to note if the termination action involves the removal of a qualified veteran, the appropriate hearing notice will be provided, and all rights will be afforded the veteran in accordance with Minnesota law.

## C. Other disciplinary actions

There are other options a city may want to consider when an employee is having performance or misconduct issues. It is always best for the city to reserve the right to apply any of the following remedies rather than offering them as solutions an employee might elect.

### 1. Demotion

When performance issues exist and the option of removing certain duties and/or transferring the employee to a job more commensurate with the employee's skill level is possible, the city may choose to demote the employee.

## RELEVANT LINKS:

LMC information memo, [Veterans' Preference in Discipline, Discharge, or Job Elimination](#).

MN Dep't of Labor and Industry: [Wage Theft Law](#).

For detailed information about separation from public service, see HR Reference Manual, [Chapter 3](#).

[Minn. Stat. § 465.722](#).  
[Minn. Stat. § 465.72](#).

HR Reference Manual, [Chapter 3](#), Section III-K-4, Severance pay.

Due process requirements and other legal obligations (e.g., Veterans Preference Act) may be applicable to a demotion situation. In some limited situations, a change in job duties alone may constitute a demotion thus invoking the statutorily required procedures of a veterans preference notice and hearing.

## 2. Transfer

Like a demotion, some cities may transfer an employee to another position within the city when attempts at resolving an issue have failed. When considering such a remedy, the city should ensure the employee is qualified for the position to which he/she is being transferred.

## 3. Salary freeze or reduction in salary

The city may withhold an employee's salary increase or decrease the employee's existing salary due to performance deficiencies. If the city alters the employee's pay, the city must follow the MN Wage Theft Law by providing written notice to the employee of the wage change.

# XII. Separation from employment

There are a number of ways in which an employment relationship ends, but the three most common ways are resignation, retirement, and involuntary discharge. Situations involving involuntary discharge are the most complex and the most likely to result in legal problems for the city. This section covers those items related to separation from employment that should be covered in city policy.

## A. Severance payouts

A severance payout is often provided when an employment relationship ends. Regardless of how an employee is leaving a city, there are two key items to note about severance payouts:

1) All compensatory time on the books for nonexempt employees (those eligible for overtime) must be paid out; and 2) In certain cases, state law limits the amount of severance pay an employee may receive. Policy language should describe any severance available and clearly state the parameters for receiving a severance package.

## B. Resignation

Unless a specific statutory or charter requirement specifies otherwise, an employee's resignation takes effect as soon as it reaches the appointing authority.

## RELEVANT LINKS:

A.G. Op. 359-A-20 (Aug. 17, 1983).

HR Reference Manual,  
[Chapter 3](#).

*Hall v. City of Plainview*, 954 N.W.2d 254 (Minn. 2021).

HR Reference Manual,  
[Chapter 3](#).

HR Reference Manual,  
[Chapter 3](#).

HR Reference Manual,  
[Chapter 3](#).

The employee may not later withdraw the resignation unless the city agrees to allow them to do so. In most cases, a supervisor of a city employee may accept the resignation of an employee they supervise without further action of the city council.

It is a good practice, however, to have the city council confirm the resignation in cities where only the city council has the authority to hire and fire employees.

It is common for cities to have a resignation policy stating employees must provide a written resignation and a certain period of notice (e.g., two weeks, one month, etc.) to leave the city in good standing. However, pursuant to a 2021 Minnesota Supreme Court case, some standard employee handbook disclaimers may not be enough to rely on to prohibit PTO balance payouts for separating employees.

By not providing a notice in accordance with city policy, the employee may forfeit certain benefits. For example, accrued vacation or sick leave hours might not be paid out, or the employee's personnel file might be noted so the city would not rehire the individual, etc.

## C. Retirement

Demographics show more employees will be leaving the city workforce to retire than for any other reason over the next few decades.

To ensure employees know what to expect from the city when they are preparing for retirement, it is a good practice to have certain information available in policy format.

For each of the following areas, policy language should indicate the city will follow state and federal requirements.

Please see Chapter 3 for detailed information on things to consider when an employee is preparing to retire from employment with the city.

### 1. Policy considerations

The following items (if provided to employees) should be addressed at some level in the city's retirement policy:

- Public Employees Retirement Association (PERA)
- Social Security
- Severance payouts, if any (e.g., compensatory time, vacation, sick leave, paid time off, etc.)
- Benefit continuation

## RELEVANT LINKS:

[Minn. Stat. § 181.81.](#)  
[Minn. Stat. § 363A.20, subd. 9.](#)  
[Age Discrimination in Employment Act.](#)  
[29 U.S.C. §§ 621-634.](#)

[Minn. Stat. § 423.076.](#)

[Minn. Stat. § 471.61, subd. 2b.](#)

[LMC information memo, \*Continuation of Benefits\*.](#)

[Minn. Stat. § 471.61, subd. 2b.](#)

- Deferred compensation
- Post-employment health care savings plan
- Early retirement incentives

## 2. Mandatory retirement age

Although Minnesota law seems to permit cities to establish mandatory retirement ages for employees who are 70 years of age or older, federal law, in general, prohibits cities from establishing mandatory retirement ages for most types of employees.

Federal law does permit public employers to establish mandatory retirement ages for police and fire personnel, but many specific provisions apply. Minnesota laws continue to be ambiguous regarding a mandatory retirement age for police or firefighters.

If your city is interested in establishing a mandatory retirement age for any employees, the League encourages you to seek legal advice for assistance in defining the legal requirements applicable to your city. Policy language should be established with legal requirements in mind.

## 3. Early retiree benefits

Minnesota statutes allow some former city employees and their dependents to continue their health and dental insurance coverage indefinitely. Early retirees (those employees retiring before the age of 65) must be offered the same plan option at the same premium rate as active employees until they reach the age of 65.

Some policies allow for an administrative fee. Minnesota retiree continuation law does not authorize a city to add an additional 2% to the premium. Because the statute is silent regarding whether an administrative fee may be charged, some cities have interpreted this to mean that, in general, a city has no authority to charge such a fee and choose not to charge a 2 percent administrative fee for pre-65 retiree health and/or dental insurance premiums.

This requirement to continue on the same benefit plan as active employees, however, only applies until the early retiree reaches age 65. At the time the early retiree reaches age 65, the city must still make some benefit plan available to them, but the benefits and rates may differ from what is offered to active employees.

## RELEVANT LINKS:

HR Reference Manual,  
[Chapter 5](#).

LMC information memo,  
[Continuation of Benefits](#).

[Personnel Policy Template](#),  
LMC model policy. See  
Article XVII, Section 17.01,  
Resignations.

[Personnel Policy Template](#),  
LMC model policy. See  
Article V, Section 5.04,  
Layoff.

### 4. Retiree benefits

If an employee does not meet the requirements under Minnesota law for indefinite continuation of coverage, then the city must still offer written continuation of coverage options under COBRA and state continuation requirements.

### 5. Post-employment health care savings plan

In many cases, employees pay the full premium price for their insurance after leaving the city's employment unless otherwise provided by state law, a collective bargaining agreement, or personnel policy. Some cities choose to help employees fund their health insurance costs after employment by implementing a post-employment health care savings plan.

Post-employment health care savings plans are funded by employer contributions, which may include conversion of unused sick leave, severance pay, and mandatory salary reductions. Contributions made into these accounts are nontaxable and are used to pay for eligible medical expenses and certain insurance premiums once the employee leaves employment.

## D. Termination / resignation

This section of the city's policies should clarify those circumstances under which an employee would be considered to have voluntarily resigned (e.g., absent for three or more consecutive days without calling in as required by city policy).

## E. Layoff

A city's personnel policies should identify the procedures to be followed when preparing for a layoff. Specific items that should be covered include any compensation or severance pay (e.g., compensatory time, vacation, sick leave, paid time off, etc.) to be due an employee who will be laid off.

In the event a severance package is being offered as an incentive to encourage employees to leave voluntarily, offering it across the board is a good way to avoid potential claims of discrimination.

If the city chooses not to make such a package available across the board, it is important to document the business reasons for the decision to only offer the incentive to certain employees. The city can establish parameters (by policy or resolution) that an employee must meet to qualify for such a severance package, but it should not arbitrarily pick and choose the employees to whom the incentive will be offered.

## RELEVANT LINKS:

[29 U.S.C. § 2612.](#)

U.S. Dep't of Labor: [Family and Medical Leave Act.](#)

LMC information memo,  
[Family and Medical leave Act.](#)

[29 U.S.C. § 2614\(a\)\(1\).](#)  
[29 C.F.R. § 825.215.](#)

The city should consider including the following in a layoff policy:

- Severance payouts
- Benefit continuation
- Layoff order/bumping rights
- Call back order/limitations

## F. Separation and disability

A variety of laws may come into play when an employee is absent from work due to medical reasons. A city must work through these legal issues to prepare a policy which addresses issues such as evaluating leave requests, requesting and reviewing medical documentation, and making decisions about continued employment.

In some cases, when an employee is gone from work for medical reasons one or more forms of leave may overlap.

For example, an employee gone from work and receiving workers' compensation may at the same time qualify for protection under the Family and Medical Leave Act.

When an employee's medical situation creates a need for the city to consider terminating that employee, the most important things for the city to remember is to evaluate each employee's situation on a case-by-case basis and to seek legal guidance.

### 1. Family and Medical Leave Act

The federal FMLA requires covered employers to provide up to 12 weeks of unpaid leave to eligible employees for reasons relating to family and medical care. Leave for military family leave may be taken for up to 26 weeks in a 12-month period. The city is required to continue to pay its portion of health insurance premiums during this time. In general, the city can neither discipline nor dismiss employees because they are absent from work for a reason that qualifies for leave under the FMLA.

When an employee returns from FMLA leave, the city must restore the employee's original job or provide an "equivalent" job. An equivalent job is one that is virtually identical to the original job in terms of pay, benefits, and other employment terms and conditions.



## RELEVANT LINKS:

Americans with Disabilities Act (ADA), [42 U.S.C. §§ 12101 – 12213](#).

Minnesota Human Rights Act (MHRA), [Minn. Stat. ch. 363A](#).

Minnesota Human Rights Act (MHRA), [Minn. Stat. ch. 363A](#).

[Job Accommodation Network](#).

## 2. Americans with Disabilities Act and Minnesota Human Rights Act

The American with Disabilities Act (ADA) and the Minnesota Human Rights Act (MHRA) provide certain protections for the employee who has, or is regarded as, having a permanent physical or mental impairment that substantially limits a major life activity. In situations where an employee can no longer satisfactorily perform their job responsibilities due to a condition that may be covered by the ADA, the city should work directly with the employee to engage in an interactive discussion and determine whether a reasonable accommodation would allow the employee to satisfactorily perform the essential functions of the job.

or is regarded as, having a permanent physical or mental impairment that substantially limits a major life activity. In situations where an employee can no longer satisfactorily perform their job responsibilities due to a condition that may be covered by the ADA, the city should work directly with the employee to engage in an interactive discussion and determine whether a reasonable accommodation would allow the employee to satisfactorily perform the essential functions of the job.

The accommodation process can involve a variety of professionals who are familiar with functional limitations, job analysis, technology, and accommodation tools and techniques. The city may benefit from contacting outside resources like a consultant, rehabilitation counselors, information and assistive technology specialists, rehabilitation engineers, the Job Accommodation Network, and others.

It is important to note the ADA does not require a city to accept misconduct or substandard job performance as part of an accommodation.

If discipline for misconduct is warranted, it is also important to make sure the city can articulate the performance deficiencies or another objective basis for discipline in a way not related to the employee's disability or need for accommodation. Cities should work closely with their legal counsel in these situations.

## 3. Workers' Compensation

Workers' compensation laws do not address leave requirements. These laws address benefits, including medical expenses and wage loss, which employees are entitled to for work-related injuries.

The city's workers' compensation carrier will make decisions regarding the appropriate length of benefits.

## RELEVANT LINKS:

U.S. Equal Employment Opportunity Commission (EEOC).  
MN Dep't of Human Rights. *Personnel Policy Template*, LMC model policy. See Section XIII, Sexual Harassment Prevention. LMC website: [Preventing Sexual Harassment](#).

Minn. Stat. § 363A.03, subd. 43.

How long a city continues the employment of an individual on workers' compensation leave is not a workers' compensation decision. The city should decide each situation on a case-by-case basis, considering its obligations under other checklist items and laws (i.e., personnel policies, FMLA, ADA, etc.).

## XIII. Other Policies

There are other policies that are important to consider, but don't always fit logically within the general policy manual developed by a city.

### A. Sexual harassment prevention

All employers should be committed to creating and maintaining a workplace free of illegal harassment. Both state and federal law make sexual harassment illegal. The League advises all cities to have a policy statement on sexual harassment to sensitize employees to the issue and to inform them of their rights and obligations. A comprehensive sexual harassment prevention policy addresses the following.

#### 1. Definitions

To recognize sexual harassment in the workplace, employees need to have an idea of what is, and is not, sexual harassment.

This section of the policy should include those definitions provided in Minnesota law and might also provide some examples of inappropriate behavior in the workplace.

#### 2. Expectations

Policy language should be clear regarding the city's expectations of employees and supervisors.

Items covered should include the overall expectation that all employees are responsible for promoting a work environment free from harassing behavior of any kind. It should also cover the following:

- What the city expects of any employee who believes they are being harassed or who suspects harassment of another.
- The responsibilities of any supervisor who witnesses or suspects harassment.
- The actions to be taken by the city upon any report of unlawful harassment, including any procedures for investigating the report.
- The potential consequences for anyone committing sexual harassment in the workplace.

## RELEVANT LINKS:

*Personnel Policy Template*, LMC model policy. See Section XIII, Sexual Harassment Prevention.

LMC website: [Preventing Sexual Harassment](#).  
800.925.1122  
651.281.1200  
[Hrbenefits@lmc.org](mailto:Hrbenefits@lmc.org)

### 3. Consequences

The city's sexual harassment prevention policy should be clear regarding the potential consequences for anyone committing sexual harassment in the workplace. It should also include language regarding the potential discipline of any employee who falsely accuses another of sexual harassment.

### 4. Retaliation

Retaliation against anyone who reports sexual harassment or anyone who participates in an investigation related to such a report is unlawful. Policy language needs to be clear retaliation is also punishable through the city's discipline policy.

## B. Respectful workplace—general harassment prevention

Like a sexual harassment prevention policy, a respectful workplace policy should clearly define expectations and responsibilities of employees and supervisors. A respectful workplace policy is likely to address sexual harassment prevention but may also be more comprehensive.

It may provide general guidelines about a variety of conduct that is, and is not, appropriate in the workplace. Common issues addressed in a respectful workplace policy are:

- Sexual harassment
- Illegal discrimination
- Offensive behavior
- Violent behavior/weapons in the workplace
- Abusive behavior from customers
- Sample Respectful Workplace policies can be found on the link to the left or by calling the League of Minnesota Cities.

## C. Grievance policy

A grievance policy provides a formal structure within which to address issues relative to the application, meaning, or interpretation of the city's established personnel policies. It sets forth the steps an employee may take when they believe further review of a situation related to the personnel policies is necessary.

**RELEVANT LINKS:**

[Personnel Policy Template](#),  
LMC model policy. See  
Section XVIII, Grievance.

A good grievance policy for unrepresented employees states the responsibilities of those involved in each step of the grievance process and establishes timelines for each grievance step.

## **1. Written grievance to supervisor**

Policy language should require the employee present the grievance to their supervisor in writing. The supervisor should be provided with a defined amount of time within which to respond back to the employee in writing. In the event the employee does not agree with the response they receive at this level, or if the supervisor does not reply within the established timeframe, the employee may appeal to the next level.

## **2. Grievance level above supervisor**

This step provides the employee with the opportunity to grieve the issue before a higher-level authority at the city. The authority at this level may be the department head or the city administrator. Depending upon the size of the city and the grievance policy language, this may be the final step in the grievance process.

## **3. Additional grievance steps**

The city may choose to provide additional steps for an employee to pursue a resolution to the situation being grieved. If a grievance above a supervisor is before a department head, then an additional grievance before the city administrator and even another grievance before the city council may be provided. It is important to note the decision provided at the highest level is final. For example, if the grievance process ends at the department head with an appeal before the city administrator, policy language should note the “decision of the city administrator is final.”

## **4. Time limits**

Language should be included to inform employees what will happen to their grievance in the event time limits are not observed. Generally, if a grievance is not presented by an employee within the time limits provided it will be considered waived.

If a grievance is not responded to by the city representative within the time limits provided, some policies permit the employee to consider the grievance denied.

The employee may then appeal to the next step immediately. It is also a good practice to note the time limits defined at each step may be extended with the mutual agreement of the city and the employee.

## RELEVANT LINKS:

Data Practices Office:  
[Policies](#).

LMC information memo,  
*Data Practices: Analyze,  
Classify, Respond*.

MN Dep't of Labor &  
Industry: [MN OSHA  
Compliance](#).

[LMCIT loss control  
consultant services](#).

[Minn. Stat. §§ 181.950 -  
181.957](#).

## 5. Non-grievable actions

The city should identify actions or issues that may not be grieved under this policy. Any action commonly considered a management right might be included on this list. For example, pay increases or lack thereof, performance evaluations, etc. (Note that performance evaluations, though not generally grievable, may be challenged as to their accuracy under the Minnesota Government Data Practices Act).

## D. Data Practices

A city's data practices policy is often separate from the city's other personnel policies because the Minnesota Government Data Practices Act applies to all government records and data, not just personnel information.

Cities interested in providing employees with information regarding their rights to access government data as city employees may wish to include basic data practices information in the personnel policies. The following should be considered:

- What kind of data might the city request/require from employees?
- How can an employee gain access to data that the city has about them?
- Are there any restrictions on access to personnel data being requested by the data subject (employee)?
- What kind of data is retained in an employee's personnel file?
- What kinds of government data are employees prohibited from releasing to the public?
- Who decides what government data can be released?

## E. Health and safety

Many cities establish health and safety policies separate from their general personnel policies. It is important to be aware certain safety standards have training and policy requirements. These requirements are best determined by consulting the appropriate safety standards or by contacting OSHA or the city's LMCIT loss control consultant.

## F. Drug and alcohol testing

### 1. State requirements

Cities must have a written drug and alcohol testing policy including very specific information if they wish to conduct drug and alcohol tests on employees.

## RELEVANT LINKS:

LMC information memo,  
*Drug and Alcohol Testing  
Toolkit for the City  
Workplace.*

49 C.F.R. § 383.  
49 C.F.R. § 384.  
49 C.F.R. § 40.25.

LMC information memo,  
*Drug and Alcohol Testing  
Toolkit for the City  
Workplace.*

Federal Motor Carrier Safety  
Administration.

LMC information memo,  
*Drug and Alcohol Testing  
Toolkit for the City  
Workplace.*

FMCSA: Drug and Alcohol  
Clearinghouse Frequently  
Asked Questions.

LMC information memo,  
*Drug and Alcohol Testing  
Toolkit for the City  
Workplace.*

Cities must have a written drug and alcohol testing policy including very specific information if they wish to conduct drug and alcohol tests on employees. Upon adoption of a drug and alcohol policy, cities must provide written notice of the policy to all affected employees and job applicants.

## 2. Federal / Commercial Driver's License

The federal Omnibus Transportation Employee Testing Act of 1991 requires drug and alcohol testing of employees whose job duties include operating city vehicles that meet one of the following:

- Have a gross vehicle weighting of 26,001 pounds or more.
- Have a gross combination weight rating of 26,001 or more pounds inclusive of a towed unit with a gross vehicle weight rating of more than 10,000 pounds.
- Are designed to carry 16 or more passengers including the driver.
- Are of any size and are used in the transportation of materials where the vehicle is required to be placarded under the Hazardous Materials Regulations 49 CFR part 172, subpart F (regardless of weight).
- The city must have a written drug and alcohol testing policy and each employee must sign a statement confirming he/she has received a copy of the policy. A sample DOT drug and alcohol testing policy is included in the League's Drug and Alcohol Testing Toolkit.

Under the rules, local governments will generally be required to conduct pre-employment/pre-duty, reasonable suspicion, random, return-to-duty, follow-up, and post-accident alcohol and controlled substance testing of safety-sensitive employees who operate commercial motor vehicles requiring a commercial driver's license (CDL). Employers of CDL drivers subject to the DOT drug and alcohol testing rules are required to query the agency's Commercial Driver's License (CDL) Drug and Alcohol Clearinghouse ("Clearinghouse") before hiring new drivers and annually for each currently employed CDL-driver

## 3. Commercial driver's license disqualification

Convictions for certain offenses (e.g., driving while under the influence of alcohol as prescribed by state law) or serious traffic violations (e.g., excessive speeding) committed in a commercial motor vehicle (CMV) or personal vehicle will count against a driver's ability to hold a CDL.

Any offenses that occurred before August 1, 2005, are not covered by this state law.

## RELEVANT LINKS:

Minn. Stat. § 171.165, 49  
C.F.R. Subp. D (§§ 383.51 –  
383.53), 49 C.F.R. § 384.219.

41 U.S.C. Ch. 81.

41 U.S.C. § 8102.

*Computer Use*, LMC model  
policy.

State law adopts federal commercial driver disqualifications and penalties by reference.

Some cities have found employees (and unions) have approached the city with a request to establish policy language providing for certain accommodations for CDL holders who lose their CDL license due to infractions under the law. The League recommends cities reserve its right to evaluate every such situation on a case-by-case basis.

## 4. Drug-free workplace

The federal Drug-free Workplace Act of 1988 requires some federal contractors and all federal grantees to agree that they will provide drug-free workplaces as a condition of receiving a contract or grant from a federal agency. The Act mandates some federal grant applications and procurement contracts valued at \$100,000 or more require the grantee or contractor to certify they will provide a drug-free workplace for employees. Employers must:

- Publish a statement notifying employees the unlawful manufacture, distribution, dispensation, possession, or use of a controlled substance is prohibited in the workplace.
- Require employees to report to the employer within five days any conviction for any violation of any criminal drug statute that occurred in the workplace.
- Notify the awarding federal agency of such a conviction within 10 days of receiving notice of the conviction.
- Impose a sanction on or require the satisfactory participation in a drug abuse assistance or rehabilitation program by any employee who is so convicted.
- Establish an alcohol and controlled substance awareness program.
- Make a good faith effort to continue to maintain a drug-free workplace.

## G. Technology / electronic communications

An effective computer use policy governs when and how employees use city-provided technology resources, appropriate and allowable use of city-managed email and Internet access, what sorts of precautions employees should take against things like computer viruses, and what could happen if employees break the policy. A good computer use policy can help ensure city staff understand technology dangers, protect city technology, increase employee productivity, and prevent liability.

A comprehensive technology policy will address:



## RELEVANT LINKS:

U.S. Dep't of Labor,  
[Artificial Intelligence and  
Worker Well-being:  
Principles and Best Practices  
for Developers and  
Employers.](#)

- When, if ever, can staff use city computers for personal reasons?
- What personal use of city computers is unacceptable?
- What kinds of websites are acceptable?
- Can city staff receive personal emails at a city email address?
- What precautions are necessary in relation to email and attachments?
- What are the requirements regarding passwords?
- What kinds of software can be downloaded or brought in and installed on city computers?
- Where and how should employees save city work and email messages, etc.?
- Who may delete information or materials from the city computer network?
- Can staff customize the look and operation of a computer?
- How will personal and business use of city computers be monitored?
- Social media use as an employee, on or off-duty, whenever it impacts city operations.
- What are the consequences of violating the policy?
- Will employees be allowed to utilize Artificial Intelligence, and if so, what are the guidelines?