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PURPOSE

The purpose of this handbook is to offer examples of county board operating procedures for county boards looking to update or create their own operating procedures. This handbook in no way encompasses the best practices of operating procedures, but instead offers examples and summaries taken from existing county board operating procedures. The map detailed in the appendix indicates which counties were respondents and eligible for inclusion as examples within this handbook. **All counties intending to make changes to their board operating procedures should first contact their county attorney.**

BACKGROUND

This handbook is meant to serve as a reference guide and tool for facilitating effective and timely county board meetings. Minnesota county bare regulated by Minnesota State Statute Chapters 370, 373, and 375. The following are included as provisions in this handbook:

- With the meeting landscape expanding to virtual capabilities throughout the duration of the pandemic, some counties have implemented virtual board meeting and broadcasting procedures. The first section of this handbook focuses on virtual board meeting guidelines and example policies.

- The second section of this handbook outlines and offers an example of an in-depth debate procedure.

- The third section of this handbook outlines and provides a variety of examples relating to members of the public and different guidelines and procedures.

- The last section of this handbook includes some miscellaneous provisions that counties have added to board operating procedures.
BROADCASTING AND VIRTUAL MEETING PROCEDURE

Overview: Broadcasting and virtual meeting procedure varies from county to county. Following the pandemic, virtual meeting environments became more commonplace. Minnesota Statute §13D.02 outlines the specific virtual meeting requirements. The following annotated example procedures offer a variety of structures and options for counties thinking about including broadcasting or virtual meeting procedures. The procedures include developed policies on retaining any resulting broadcast or video recordings.

Example Procedure #1: Broadcasting and Video Retention Carver County

Includes:Live streaming protocol, recording protocol, virtual instructions for the public.

 Defines the livestreaming process and what meetings are subject to recordings and streaming. Includes a recommended statement about "best efforts" in the event of streaming challenges.

Unless otherwise directed by law, all regular meetings of the Carver County Board of Commissioners are streamed live and recorded for on-demand viewing via YouTube, from calling to order of the meeting to the adjournment of the meeting’s regular session. Regional Rail Authority, Ditch Authority and Public Health Board meetings are also videotaped from calling to order to adjournment of the meeting. In the event that a meeting cannot be videotaped (i.e. technical malfunction, etc.), best efforts will be made to record the meeting with another recording device for future reference.

Carver County broadcasts and records all Board of Commissioners meetings via its YouTube channel. Local cable access channels can rebroadcast the meetings via these recordings. Residents can view the meeting recordings via YouTube, or from the links placed on the Board of Commissioners’ webpage at www.co.carver.mn.us. The public can also view meetings on computers at Carver County Library branches.

The Carver County Administration Department retains a copy of the broadcast for a period of two years and one week after the meeting date. These recordings are not the official minutes of the Carver County Board of Commissioners.
Example Procedure #2: Mille Lacs County

**Includes:** Statutory guidelines, virtual instructions for the public.

**Virtual Meetings:** A meeting may be conducted by interactive television as long as the following conditions are met pursuant to Minnesota Statute §13D.02:

- All commissioners participating in the meeting can see and hear one another, all testimonies being presented and all discussions at any location where a member is present.
- Members of the public present at each location can see and hear all discussions, testimony and votes of the commissioners.
- At least one commissioner is physically present at the regular meeting location.
- Each location where a member is present is open and accessible to the public.

If a virtual video or other electronic system is used to conduct a meeting, members of the public shall be allowed to monitor the meeting electronically from a remote location to the extent possible. Persons choosing to monitor a meeting electronically may be required to pay for fees incurred for additional connections.

Example Procedure #3: Rock County

**Includes:** Cable broadcast, recording policy, virtual instructions to the public.

**County Board Meeting Outreach:** Broadcasts of county Board meetings can be viewed on four cable television channels and videotaped copies are available through the Rock County Library system. The County Board agenda packets are also available through the County Libraries. The county board occasionally holds evening meetings to expand opportunities to increase citizen participation.
Example Procedure #4: Scott County

**Includes:** Streaming guidelines, cable broadcasting, virtual instructions to the public

The public is invited and encouraged to attend and participate in county board meetings. The regular meetings of the county board held in the Scott County Government Center Board Room are videotaped for distribution to the cities within Scott County for viewing on their cable access channels. The schedule of the distribution and broadcast dates varies per company and interested viewers should check their local listings. County board meetings are video streamed and are available for viewing on the county’s website at [www.scottcountymn.gov](http://www.scottcountymn.gov).
CONDUCT OF DEBATE PROCEDURE

Overview: Some counties include a more in-depth guide for conduct of debate during meetings. Debate guidelines can be tailored to fit the county boards’ desired preferences. The annotated example procedure below follows a debate conduct format used by many counties that have opted to include debate conduct within their board operating procedures. For examples of specific individual debate sections, please reference the board operating procedures located in the appendix.

Example Procedure #1: Carver County

V. CONDUCT OF DEBATE

A. Principles: The Rules of Parliamentary Practice embodied in Robert’s Rules of Order (hereafter referred to the Rules of Order) shall guide the Board in all cases applicable, except as modified by the rules herein and applicable Minnesota Statutes. In all cases, except where Minnesota Statutes dictates, a majority vote will prevail when deciding a question.

B. Parliamentarian: The Rules of Order governing county board meetings shall be referred to the county board chair for interpretation and enforcement. The county board chair may consult with Board members and/or the County Attorney in interpreting and deciding upon rules and questions of order.

C. Role of the Chair: The chair shall preside over the debate, ensuring equality and fairness in discussion. If necessary, the chair may restate or ask the County Administrator or designee to restate who made the motion, who seconded the motion, and announce the result of the vote.

D. Suspension of the Rules: Any member of the Board may make a motion for a suspension of the Rules of Order at any time during the debate and, if in order and duly seconded, the Board will vote on the request.
E. **Main Motion:** The main motion shall be considered by the Board. A member may make only one main motion at a time. The Board member(s) may present an initial motion on the resolution and subsequently debate the question; or the Board member(s) may call upon staff for additional information prior to introduction of the motion. The introduction of a main, or substantive motion, is out of order while another main motion is pending. While the question is under debate, no other motion shall be received or entertained except for procedural motions permitted in the Rules of Order.

F. **Second Required:** All motions before the Board shall be seconded prior to consideration by the Board. The second may occur after brief, informal discussion. Subsequent to the second of the motion, formal debate may ensue between the members of the Board prior to the formal vote being called.

G. **Amended Motion:** Any motion may be amended at any time before it is adopted. The amended motion shall have precedence over an existing motion and may be discussed prior to being voted upon. If the amended motion fails, the main motion may proceed for consideration. If the amended motion passes, the amended motion becomes the main motion and may proceed for consideration. Once an amended motion is voted upon, a second amended motion may be entertained.

H. **Division of the Question:** Upon the request of any Board member, a motion or resolution in debate may be divided and separated into more than one action provided that the chair rules that the motion or resolution will allow such a division. Each of the resulting motions or resolutions must be complete to allow independent consideration and action.

I. **Withdrawal of Motion:** After a motion has been stated by the chair, it is deemed to be in the possession of the board, but may be withdrawn by the member introducing the motion at any time before a vote. The chair must accept or reject the withdrawal request. This motion cannot be debated or amended. If the motion is withdrawn, the effect is the same as if it had never been made.
J. Discussion Procedures: The following operating rules shall guide debate: 1. Any Commissioner desiring to speak shall address the chair, and not proceed until being recognized. When two or more members address the chair at the same time, the chair shall designate the order of speaking. 2. Upon recognition of the chair, the Board member making the motion has precedence to address the Board first, with the option of explaining the reasons why the motion is made. Subsequently the floor is open to any member of the Board. 3. A member, once recognized, shall not be interrupted when speaking, unless it is to call that member to order. No member shall interrupt another in debate without his/her consent. To obtain such consent, he/she shall first address the chair.

K. Adoption: A motion or resolution shall be adopted if approved by a majority of the whole Board (Minn. Stat. §375.07).

L. Procedural Motion: In addition to the substantive motions, the following procedural motions shall be in order. This is a partial list of those motions from Robert's Rules that are most often used.; it is not intended to be a complete list. These motions shall be considered in the following order of precedence as taken from Robert's Rules of Order:

1. Motion to Adjourn.
2. Motion to Recess.
3. Motion to Suspend the Rules.
4. Motion for Division of the Question.
5. Motion to Defer Consideration (Motion to Lay on the Table).
6. Call of the Previous Question.
7. Motion to Postpone to Certain Time or Day.
8. Motion to Refer to Committee.
9. Motion to Amend.
10. Motion to Reconsider.

Discussions procedures provide rules for how debate will proceed if multiple Commissioners wish to be recognized. It also defines rules of decorum during debate proceedings.

Minnesota Statute §375.07 defines quorum in board meetings as having the majority of board members present.

Defines commonly used procedural motions taken from Robert’s Rules of order. This can be altered or changed to embody whatever motions your county most frequently uses and is a helpful reminder to both commissioners and the public.
M. Voting: It is the duty of every member to vote. Voting shall be recorded as a "yes" or "no" vote by the County Administrator and duly noted in the minutes. Unless a Commissioner signifies an abstention or vote in the negative on any given issue, the County Administrator shall be directed to record that each Commissioner has voted in the positive on that particular matter which is before the Board. A roll call, if requested by any member, shall be called by the Administrative Assistant alphabetically (from A-Z) by last name, and rotating with each resolution voted upon.

MEMBERS OF THE PUBLIC PROCEDURE

Overview: One of the widely varying board operating procedure sections revolves around considerations for how counties choose to allow for public participation at board meetings. The following example procedures give a variety of depth and offer different protocol options that counties can include based on their level of public participation during board meetings. We recognize that each county approaches public participation in the way that works best for their citizens and board. Counties are not required to incorporate public participation and may instead engage with the public outside of official board meetings. We do not recommend one example over another, but instead hope that this can act as a reference for the different procedure options available.

Example Procedure #1: Aitkin County Public Participation at Board Meetings

Includes: Agenda inclusion, public comment procedure, legal parameters of public participation.
Meetings of the Board of Commissioners will follow a standard agenda. Items not placed on the agenda may be considered at the meeting upon agreement of the members of the Board present. To place an item on the agenda, the following procedures should be used:

The applicant should file a written request with the County Administrator’s Office at least seven days prior to the scheduled meeting. The request should include the name, address and telephone number of the person or persons making the request; a statement describing the action the applicant wishes the Board to take and background information outlining the reasons for the request. The County Administrator shall enter the item on the county board agenda in a work summary adequate to alert the public as to the nature of the matter to be discussed. If the County Administrator is unable to prepare a summary from the information received, the County Administrator may refuse to place the matter on the agenda.

The Board of Commissioners desires public participation at its meetings but at the same time has the responsibility for conducting its business in an orderly fashion. The board chair will provide the audience with an opportunity to provide their comments or propose an agenda item for future consideration. This will be done at the beginning of the meeting. After presentation of the comments, the Board may discuss the comments. After Board discussion, members of the audience shall have an opportunity to be heard prior to Board action.

Each speaker will be allowed 5 minutes for his/her presentation unless the time limit is waived by a majority of the Board members present. When there are a large number of speakers to be heard, the Board of Commissioners may shorten this time. Interruption or other interference with the orderly conduct of Board of Commissioners' business cannot be allowed. Defamatory or abusive remarks are always out of order. The presiding officer (chair) may terminate the speaker's privilege of address, if after being called to order, he/she persists in improper conduct or remarks.
At a public meeting of the Board, no person shall orally initiate charges or complaints against individual employees of the County (due to laws governing data practices) or debate any subjects under jurisdiction of the courts. All such charges, if presented to the Board directly, shall be referred to the County Administrator’s Office for investigation and report.

No action will be taken on any item not considered a part of the agenda on the same day it is presented unless action is considered necessary by a majority of the Board.

Example Procedure #2: Pipestone County Rules for Public Input

**Includes:** Public Comment Procedure, Disruptive Behavior Protocol, Legal Parameters of Public Participation.

Any member of the county board or members of the public may on any matter before the Board when recognized by the chair and within established rules. No person shall address the Board without the permission of the chair.

The chair may limit the time for presentation and the number of persons who may address the Board on any agenda item. The general policy of the Board regarding public participation is to limit comments to five minutes per person.

In the event that any meeting of the Board is willfully interrupted or disrupted by a person or by a group or groups of persons so as to render the orderly conduct of the meeting unfeasible, the chair may recess the meeting or order the person, group or groups of persons willfully interrupting the meeting to leave the meeting or be removed from the meeting.

Nothing in these rules shall deny any person the right to attend any meeting of the Board, or to individually contact any County Commissioner to lobby, educate or request action by the Board. Nor do these rules preclude persons from delivering written materials to the Board.

Example Procedure #3: Kanabec County Audience Participation at Board Meetings

**Includes:** Public Comment Guidelines, Agenda Inclusion and Distribution.
It is the intention of these guidelines to support the interest of the general public in following board business during their meetings.

**Audience/Citizen’s Comments:** Included within every regular county board meeting agenda is a Public Comment portion where the Board has designated an opportunity for citizens to appear and speak on any issue or topic related to county board business. The duration of public comment may be limited by the Board chair.

To the extent possible, interested citizens shall notify the County Coordinator or the Coordinator’s Assistant of their intent to speak at the meeting and the issue to be discussed. The County Coordinator will notify the chair. In an effort to encourage efficiency and early resolution of issues, the county board recommends that citizens first contact their commissioner or staff to try to resolve matters before coming formally to the county board meeting.

**Distribution of Agenda:** Members of the public who are interested in following issues considered by the county board may register their name and address with the County Coordinator to the county board to be placed on the agenda distribution list. The agenda and supportive material are also available on the Kanabec County website. Copies of the agenda and supportive materials are made available to the public at the county board meeting.
ROBERT'S RULES OF ORDER PROCEDURE

Overview: Robert’s Rules of Order are a parliamentary procedure handbook that was developed as a guide to run effective meetings. The rules of order are an extensive document that encompass debate procedure. Many counties include a statement defaulting to Robert’s Rules for any procedures not explicitly outlined in the board operating procedures.

Example Procedure: Aitkin County Robert’s Rules of Order

Robert’s Rules of Order. The rules of parliamentary practice, embraced in Robert’s Rules of Order and Norms of the Board shall govern the county board in all cases in which they are applicable, and in which they are not inconsistent with the Standing Rules of the county board.

References the use of Minnesota Statutes when applicable.

Example Procedure: Nicollet County Robert’s Rules of Order

The rules of Parliamentary Practice embodied in Robert’s Rules of Order shall govern the Board in all cases applicable, except as modified by the rules herein and applicable Minnesota Statutes.

CONSENT AGENDAS

Overview: Consent agendas include a group of routine board items under one item in the agenda with the intention of approving all consent agenda items as one action. Allowing for a consent agenda can allow for meetings to run more efficiently and allow for Board members to dedicate more time to pressing County business.

Example Procedure: Itasca County Consent Agenda

A Consent Agenda shall be prepared by the Clerk to the county board and consist of routine non-controversial actions and motions that can be grouped together and handled in one motion by the Board. All such motions shall be in writing. The Consent Agenda items shall be considered as one item of business. In the minutes of the meeting, the actions passed in the Consent Agenda motion shall be recorded individually.
and in full. Consent Agenda items shall not be discussed separately. If, at the Board meeting, any Commissioner so requests, an item shall be removed from the Consent Agenda and considered separately.

**STAY IN YOUR LANE POLICY**

*Overview:* Adding in a statement or policy regarding resolutions and proclamations can be a concise way to define the scope of what your County will consider for the public to understand if their requests meet county guidelines.

**Example Policy: Stearns County Guidelines for Requested Resolutions and Proclamations**

The Stearns County board is a nonpartisan body that does not advocate for positions or policies that do not have a direct, unambiguous and explicit relationship to the County's programs, services, policies, or budgets. This policy provides the County Administration with guidelines in responding to requests for Resolutions. It outlines, in general, the reasons for Board proclamations and resolutions.

**Ceremonial Proclamations and Resolutions are documents signed by the Board chair and issued for:**

- Public awareness
- Arts and cultural celebrations
- Special honors

**Resolutions:**

1. *Resolutions for the county board to take affirmative action on an item of county business such as:*
   - Approval of Board minutes, County policies, procedures, and guidelines;
   - Approval of the annual budget, budget amendments, to establish funds, to make large purchases;
   - Approval to advertise for bids and proposals, to enter into contracts and agreements;
   - Approval of interim or ad hoc committees to analyze issues;
   - Approval of appointments of some employees and appointments to various boards and committees;
   - Approval of comprehensive plan, rezoning, conditional use permits, findings of facts, and other zoning issues;
• Approval of employment policies and union agreements;
• Approval of commissioner's salaries, approval of official newspaper, approval of official website, and other annual requirements;
• Establishing or dissolution of Joint Powers Agreements;
• Enacting a State of Emergency;
• Other actions required by State or Federal law or policy.

2. Statements to Influence State and Federal Policy.
• Resolutions about State policy that are directly and explicitly related to the County budget, programs and services. For example, issues of importance raised by the Association of Minnesota Counties and the Minnesota Inter-County Association, and funding of local projects and initiatives.
• Resolutions about Federal policy that are directly and explicitly related to the County budget, programs and services. For example, issues of importance raised by the National Association of Counties and funding of local projects and initiatives.

3. Proclamations and Resolutions will not be issued for:
Issues in which the county board is not required by Federal law or policy, State law or policy, or local law or policy to act upon unless identified above. For example:
• Expressing an opinion on matters of political or ideological controversy
• Expressing an opinion on issues generally identified and known as supported by one political party and/or opposed by a political party.
• Expressing an opinion or position on topics that have no direct, unambiguous and explicit relationship to the County's programs, services, policies, or budgets.
• Events or organizations with no explicit and unambiguous relationship to the County's programs, services, policies, or budgets
• Campaigns or events contrary to County policies

4. Administration of the Guidelines:
Requests for county board action on a resolution or proclamation will be processed by the County Administrator. The County Administrator will apply the guidelines and provide a reply to the requestor. This policy or the administration of this policy does not prevent anyone from being heard. Anyone may be heard by the county board through contacting a Board Member or appearing before the Board at the Open Forum.
AGENDA PREPARATION AND DISTRIBUTION

Overview: Agenda preparation and distribution procedures can vary from county to county in length and detail. The following examples offer a variety of structures for counties interested in updating their agenda preparation and distribution procedure.

Example Policy: Dakota County Agenda Preparation and Distribution

the county manager shall cause preparation of the agenda and supporting material for each regular and special meeting. Members of the board may request an item to be placed on the agenda by informing the county manager. Prior to finalizing the agenda, the county manager shall seek review from the chair of the proposed agenda and schedule of business.

The board agenda packet, including the meeting agenda and supporting material, shall be received by each member of the board no later than the Friday preceding the regular Tuesday meeting.

Copies of the agenda and supporting material are made available to the county staff, public and media as appropriate. A distribution list is maintained in the county administration office. Members of the public who are interested in following issues considered by the board may register their name and address with county administration to be placed on the agenda distribution list.

If possible and if time allows, Board members are encouraged to identify and request future agenda topics within the agenda section entitled “Future Agenda Items.” Early identification of future agenda items informs the Board that a particular subject will be discussed and provides staff an opportunity to conduct any research, study and background sufficient to support the Board discussion.
Example Policy: Carver County Agenda Preparation and Distribution

The county administrator shall prepare the proposed agenda and supporting material for each regular and special meeting. Members of the board may direct that an item be placed on the proposed agenda by informing the county administrator. The county administrator shall include an item on the proposed agenda if a member directs that the item be placed on the proposed agenda at least three (3) days prior to the meeting for which the agenda is to be prepared. Placement of requested item on the proposed agenda requires county board chair approval. The final agenda shall be formally approved by the county board.

The board agenda packet, including the meeting agenda and supporting material, shall be received by each member of the board no later than the Monday preceding the regular Tuesday meeting.

Copies of the agenda and supporting material shall be made available to the county staff, public and media as appropriate. A distribution list shall be maintained in the county administration office. Members of the public who are interested in following issues considered by the board may register their name and address with county administration for placement on the agenda distribution list.

If possible and if time avails, board members are encouraged to identify and request future agenda topics. Early identification of future agenda items informs the board that a particular subject will be discussed and provides staff an opportunity to conduct any research and provide background information sufficient to inform the Board.
Overview: Counties vary on nomination procedures for board chair elections. While board chairs are elected, the nomination process varies based on what process works best for each county. The following offers a nomination and election example.

Example Procedure: Carver County

The county board, at its statutory meeting (first Tuesday after the first Monday of each year), elects from its members a chair and a vice-chair. The chair presides at the county board meetings, decides on questions of order, subject to vote of the county board, and signs all documents requiring signature of the county board. The chair's signature, attested to by the county administrator or designee, is binding as the signature of the county board.

The county board elects from its membership a vice chair at the same time and place and in the same manner as provided for the election of the chair. The vice chair performs the duties of the chair when the chair is unable to perform those duties. The process to open nominations for chair shall be as follows:

1. **Open the floor for nominations.**
   - Recognition by the chair is not required to make a nomination.
   - After each nomination, the county administrator repeats the name of the nominee to the members.
   - Nominations do not have to be seconded, but it is not out of order for members to second a nomination.
   - A person can nominate himself or herself.
   - A member can decline the nomination during the nominating process.
2. **Close the nominations.**

- A motion to close is not necessary as the nomination process continues until no one wishes to make further nominations.
- When the nomination stops, the County Administrator calls three times for more nominations and declares nominations closed after making sure that no more nominations are forthcoming.
- A motion to close nominations is out of order if any member still wishes to make a nomination.

3. **Vote on nominations.**

- Nominations are decided by majority vote.
- A voice vote will be used, and the voting is over when someone wins the nomination by majority vote.
- Voting on each nominee is conducted in the order in which they were nominated.
- After naming the first nominee, the County Administrator will announce the votes.
- This procedure continues until someone receives a majority vote.
- If there is a tie vote or no one receives a majority vote, members keep voting until someone is elected.

Following the election of the chair, the chair will conduct the nomination of the vice chair and follow the same process.

If the chair and vice chair are absent from any meeting, the members present shall choose one of their members as temporary chair, and all documents requiring the signature of the county board shall be signed by a majority of it and attested to by the Clerk to the Board (Minn. Stat. §375.13).

At the statutory meeting (and if applicable during the year), the chair of the county board shall have the authority to recommend committee chairs and appoint members of the county board to standing committees and other county board-member appointed committees, organizations and groups, subject to approval by the county board.
Aitkin County. “BOARD OF COMMISSIONERS MEETING PROCEDURES and RULES OF BUSINESS.” Aitkin County Board of Commissioners. Adopted January 3, 2023. Board Meeting (aitkin.mn.us)


Dakota County. “Dakota County 2023 Board Operating Rules.” Dakota County Board of Commissioners.

Hubbard County. “County Board Operating Procedure.” Hubbard County Board of Commissioners. Revised April 2022. Board of Commissioners (hubbard.mn.us)


APPENDIX ONE: MAP OF RESPONDENTS

APPENDIX TWO: COUNTY BOARD OPERATING PROCEDURES MATRIX

This matrix is intended to allow counties to look at different board operating procedure examples by section and understand what counties are including. Counties that responded to our request for board operating procedures were included in the matrix. Links to each respondent County’s full board operating procedures are available on most county web pages.

Click here to access Appendix Two.