Minneapolis
City of Lakes

**Office of Public Service**
350 S. Fifth St. – Room 301M
Minneapolis, MN 55415
Tel 612.673.2032

# MEMORANDUM

**To:** Members of the City Council
**CC:** Casey Carl, City Clerk
**From:** Toddrick Barnette, Community Safety Commissioner
Heather A. Johnston, Interim City Operations Officer
**Date:** October 27, 2023
**Subject:** Committee of the Whole meeting for October 31, 2023

The memo responds to the Legislative Directive that was issued at the Committee of the Whole's October 17, 2023, meeting related to the Community Safety Center/Third Precinct facility.

## 1. The Mayor's proposal for a new Community Safety Center/3rd Precinct Facility at 2600 Minnehaha Ave. [or other sites]

The City of Minneapolis is committed to providing a spectrum of community safety services that meet the unique needs of residents across the city. As those needs continue to evolve, so too must the City's approach to safety. Restructuring the system of local government and creating the Office of Community Safety (OCS) was the first step in improving collaboration to provide more coordinated services that better meet this continuum of needs.

Police, Violence Interrupters, Social Workers, Street Outreach Workers, Community Navigators, Crime Prevention Specialists make up just some of the staff that provide those direct services. The opportunity to create the City's first community safety center, which includes a fully functioning police station for the Third Precinct, is another important step forward in building out that continuum. Bringing these direct service experts, and future models still to be designed, together under one roof will create a first of its kind environment that fosters a more collaborative approach while maintaining the operational integrity of those services. Actualizing this vision better serves staff, Minneapolis residents, and the mission of building a more robust and comprehensive safety system.

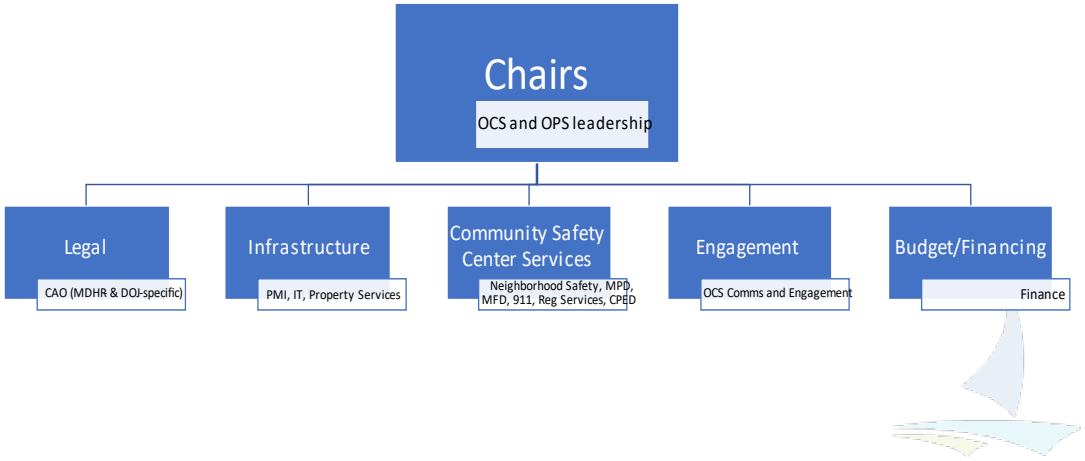
A Community Safety Center is a "place" where the City's Community Safety vision and values reside. Place-making in community reflects the needs and dynamic nature of the community. A Community Safety Center is a place to house an ecosystem of services needed to bridge the gap between the role of the police and alternative strategies to community safety.

The Minneapolis Police Department supports alternative responses to proactively meet community needs. Experiences with existing alternative interventions and prevention strategies have been embraced by the Chief and MPD leadership who have begun adapting to an ecosystem that includes resources for non-violent calls for emergency and intervention services.

Coordination within an ecosystem that includes co-location of certain services and coordination of others will expand our reach while augmenting the important work the alternative strategies already being implemented.

In establishing and designing a Community Safety Center, the City can engage internal and external partners in how the future of safety looks in communities while creating a continuum of services to support community health and wellbeing. Research exists, beginning with the *Minneapolis Safe and Thriving Communities Report*. As the report suggests, there is no highly developed model of community-based safety centers and ecosystems of policing and alternatives to policing. The draft OCS Commissioner's Office Organizational Chart reflects the pressing need to conceive design and implementation through alignment of all five OCS departments and all assets with the City Enterprise.

# Next Steps: Design and Implementation Team




The OCS Design and Implementation process through broad concepts of Preventive, Responsive, and Restorative approaches can develop and socialize goals outlined in the prior section. Goals for this work reported in July include building capacity for safety and wellness; transforming services into an ecosystem; and advancing operations, analytics, and learning. This citywide work will take time, resources, and collaboration from all City, regional, and State leadership teams.

Turning to the pressing needs of the Third Precinct, a City Enterprise Team will develop a workplan once a location is selected. A determination of "place" to be served is essential; once a site is identified, this team is ready to go to work.

If the City Council agrees on a location for the first Community Safety Center, the administration can begin with that work to identify potential space allocation opportunities. Those opportunities would align with the City's current and future community safety services and programming and would address the inequities in providing community safety services that currently exist.

The draft OCS Commissioner's Office Organizational Chart identifies key roles for this work and efforts are underway to fill those positions. The Community Safety Center work related to the Third Precinct would be driven by a joint OCS-OPS team that has subject-matter expertise in areas such as community safety services, community engagement, legal, infrastructure, and finance. While formative, this work could draw thought leadership and expertise from the field of Community Safety and Justice organizations locally and nationally. Research on and discussions with those interested organizations have begun. Identification of a site would accelerate that work.

Additionally, pursuant to the requirements of the MDHR settlement agreement, a functionality and space needs assessment for the Minneapolis Police Department is being conducted. The assessment report is due back to the City by November 10, 2023. Moving forward with the prework described herein will put the City in the best position to respond as quickly as possible to the likely assessment that Third Precinct needs are not currently being sufficiently met.

2. **The site analysis the Executive Branch completed in pursuit of a location for the new Community Safety Center/3rd Precinct Facility.**
    a. All sites considered to date by the Executive Branch (see appendix C) Thirty-three sites have been considered to date.
    b. Criteria used in the site analysis (size, site acquisition cost, site preparation cost, zoning, location, accessibility, transit, etc.) (see appendix A)
    c. Any additional considerations used in the site analysis (*e.g.*, community engagement, site surroundings, Minneapolis Safe and Thriving Community Report) Siting *Public Building, A Guide for City of Minneapoli*s. In addition, consideration was given to ensure enough room would be available on the site for a Community Safety Center as described in the Minneapolis Safe and Thriving Communities Report.
    d. Results of the site analysis for all sites considered as outlined in 2.a. (see appendices C and B)

3. **The fiscal analysis the Executive Branch completed in pursuit of a location for the new Community Safety Center/3rd Precinct Facility.**
    a. Site Acquisition Overall Cost and Cost Breakdown
    b. Projected Site Preparation Overall Cost and Cost Breakdown
    c. Projected Development Overall Cost and Cost Breakdown
    d. Other Projected Costs
    e. Results of the fiscal analysis for all sites considered as outlined in 2.a.

Appendix B addresses 3a-3d graphically in a side-by-side comparison. Fiscal projections for the five viable sites are provided in the side-by-side comparisons.

The financial projections prior to pre-development work for the site at **2600 Minnehaha** have been presented to the Council. The 2600 Minnehaha site was deeded from MCDA to City of Minneapolis in 2004 for $1 as part of a larger conveyance. The City currently owns the site and no additional acquisition cost is required. No structural demolition is needed since the site is currently raw land. Part of pre-design work will include geotechnical analysis of the site, traffic studies, environmental testing, and service utility verification. Pre-design work cost will not exceed $500,000. Estimated cost for new construction of a precinct is between $28-32M. Baseline projection for combining community safety functions with a precinct assumes 16,000 SF and associated parking at a projected additional cost of

$7M to $8.5M, for a combined total $35M to $40.5M. The timeline for a safety center at this site is approximately 3.5 years from start of design and construction document process through end of construction.

**2633 Minnehaha Avenue** was first explored for siting of Precinct 3 in fall of 2020. At that time, the City was negotiating a lease option with the owner. Due to external circumstances, the owner withdrew from the negotiation and the lease option was out of reach. Recently, the property owners have offered the City the opportunity to purchase the property through standard acquisition processes. Should the determination be made to site the precinct and community safety center at this location the estimated costs would include $10M acquisition plus an additional $4M for facility modifications to meet precinct functional needs. Baseline projection for combining community safety functions with a precinct assumes 16,000 SF and associated parking at a projected additional cost of $7M to $8.5M, for a combined total $21M to $22.5M. The anticipated timeframe for construction delivery and occupation preparedness is between 12 and 18 months.

4. **A review of the results of and recommendations from the 3rd Precinct Engagement Report, Minneapolis Safe and Thriving Communities Report, and the Settlement Agreement with the Minnesota Department of Human Rights as applicable to a new Community Safety Center/3rd Precinct Facility.**

The Third Precinct Engagement Report that was produced by a third-party consultant after community engagement revealed that a majority of respondents (66.7%) want a police station/precinct within the geographical boundaries of the Third Precinct.

While the *Minneapolis Safe and Thriving Communities Report* does not directly address the concept of a "community safety center" or physical infrastructure generally, implicit in the report is the need for coordination and collaboration among the City's range of safety services. Additionally, the report specifically recommends the development and implementation of co-responder models (p. 57-59); locating those services that currently comprise and will comprise to-be-developed co-responder modeling in proximity with each other operationally makes sense.

The MDHR Settlement Agreement contains several paragraphs pertaining to police facilities (paragraphs 247 – 252). Specifically, paragraph 251 requires that:

> "The City will provide MPD employees with physical working environments that are safe, secure, and equitable. Facilities that house MPD functions will be clean, meet all applicable accessibility and building codes, and will include at a minimum: potable water available for MPD employees, witnesses, suspects or potential suspects, or others meeting with MPD staff; functioning bathrooms with doors that close on stalls; and rodent-free and/or pest-free facilities including promptly addressing any rodent and/or pest control issues that arise."

As stated above in response to Request #1, pursuant to the requirements of the MDHR settlement agreement, a functionality and space needs assessment for the Minneapolis Police Department is being conducted. The assessment report is due back to the City by November 10, 2023.

The Performance Management & Innovation Department is uniquely positioned to support the implementation of the Safe and Thriving Communities Report to help advance positive impacts in

community safety, wellbeing, and public trust. The backbone of the City of Minneapolis' performance management and analytics efforts, Performance Management & Innovation was identified in the report to lead work across the enterprise and support the blueprint for a service delivery ecosystem.

- Support the Executive Steering Committee and Alternative Responses Subcommittee
    - Develop and expansion of alternative responses to community needs, building upon the City's work in this area
- Develop performance metrics to manage ecosystem performance
    - Committees
    - Preventative Services
    - Responsive Services
- Develop public dashboards to report data to the community
    - Preventative Services
    - Responsive Services
    - Restorative Services
    - Performance Based Contracting
    - Continuous Quality Improvement Infrastructure
    - City management and community transparency and accountability
- Undertake a capacity and service gaps analysis
    - Focus on opportunities to improve city services and efficiency, address equity issues, and improve the integration of resources into a holistic ecosystem. This analysis will be fundamental to the next recommendation.
- Enhance Continuous Quality Improvement Infrastructure
    - Train staff and community partners on the new CQI program and data system
    - Conduct regular, cross-departmental meetings to review results and identify opportunities for improvement
- Create a Results Based Accountability Framework
    - Consult with departments to align output and outcome tracking across departments and programs.
- Institute a Citi-Stat style performance management system
    - This meeting should be used as a collaborative problem-solving and accountability forum for all of the entities involved in the implementation of this plan.
- Produce an online dashboard to track progress on the development and implementation of key services and performance metrics
- Develop model MOUs for data sharing, resource sharing, joint training, case management protocols, and shared dashboarding across the ecosystem.
- Evaluate analytics personnel and consider analytics organization and growth capacity
- Dedicate personnel to support and facilitate CitiStat-style meetings
    - Facilitate various City entities in collaborating to diagnose and address problems. Problem-solving activities should be an ongoing topic of discussion, management, and accountability in the CitiStat-style meetings.
- Monitor capacity gaps and address to support implementation
- Develop regularly scheduled cross-departmental meetings to discuss collaboration efforts and progress.

    - Properly staff and support meetings to ensure clarity of purpose, agenda setting, and effective facilitation.
- Assess program effectiveness
- Align output and outcome tracking
- Assess effectiveness of training programs
- Conduct regular, cross-departmental meetings to review results and identify opportunities for improvement
- Develop a framework and algorithm for performance-based contracting
- Implement performance-based contracting
- Identify a core set of national best practices to bring to Minneapolis and each year roll them out in a planned and intentional way.
- Leverage national best practices
- Train staff and partners
    - Evidence-based and evidence-informed practices
    - Train Community-Based Staff/ Contractors
- Commit to a set number of development goals and completed pilots within the first year of the plan implementation
- Continue ongoing pilots, scale these pilots as appropriate, and implement planned initiatives in this area
    - Develop policies where necessary for any alternative response pilots.
    - Monitor the usage and impact of these systems to ensure appropriate functioning and impact on the overall ecosystem.
- Expand City-Led Programs
    - Report on progress and manage accountability throughout the ecosystem using the new City governance model.
- Expand the development of alternative responses
- Evaluate the service menu to ensure that there is maximal leverage of available opportunities each year.
- Analyze current usage of online and phone reporting to identify any opportunities to expand the usage of these systems to improve efficiency and service for community members and reduce field responder workload
- Ensure analytics and management mechanisms are in place to consistently monitor the usage and impact of these systems to ensure appropriate functioning and impact on the overall ecosystem

Opportunities exist for Performance Management & Innovation to leverage its portfolio of services to support the Minnesota Department of Human Rights Settlement Agreement requirements. Supporting the development of inclusive data visualizations, development of performance metrics, data assessment, and Zencity community engagement initiative are opportunities for collaboration between MPD and PMI.

The in-house consulting team that helps the City of Minneapolis address complex and pressing challenges, Performance Management & Innovation has demonstrated it capacity to lead this vital work. The addition of the deputy director position and funded department staffing level of nine FTEs are critical to the department's ongoing work but also its ability to demonstrate results in the performance management capacity, leveraging of existing community resources, program co-design and support of emerging national best practices as the City develops a new public safety model that will foster trust and legitimacy, and supports safe and thriving communities.

The requested information and data shall be given in report format and presentation format. The requested information and data shall be made available to the public via the City of Minneapolis's Legislative Information Management System (LIMS). The requested information and data shall be presented to the Committee of the Whole on October 31, 2023.

## Appendix A: Plain Language Definitions of Siting Criteria

**PRIMARY SITE CRITERIA:**

**Located within the Boundaries of Precinct 3:** The parcel is entirely within the geographic boundaries of the current third precinct.

**1.5 Acre parcel Minimum:** Based on facility size and site attributes, the size of the parcel must be at least 1.5 acres. Further, sites that are easier for building—for example, a long, narrow parcel or one on a steep incline is more difficult to build and restricts necessary circulation on the site.

**Two points of entry/egress:** The process provides two points of entry/exit, preferably on different streets. This allows for the safe flow of vehicles in and out of the parcel in the event of an emergency.

**Within proper zone for use and stories required:** The parcel meets the requirements of the Minneapolis Comprehensive Plan and the City's Code of Ordinance, Title 20, Chapter 545.100.

**Ease in access to the Facility:** The facility can easily be reached by the public and public safety personnel. This is inclusive of various forms of transportation to and from the site as well as available parking and ADA compliant access to the facility.

**PREFERRED SITE CHARACTERISTICS:**

**Centrally located within the precinct boundaries:** For most equitable access to the facility, it is preferred to be geographically centered within the precinct boundaries. Existing residentially developed areas may prohibit siting of public facilities at geographic center.

**Along main transit corridor for each in precinct-wide travel:** Location is close to a main thoroughfare to assist in prompt response of public safety vehicles as well as supporting ease in access to the public. Main transportation corridors include vehicle roadways, established bus and light rail routes, as well as biking trails and sidewalks.

**Space to expand or be flexible in the future:** The site allows for expansion for future public uses on the site. Either flexibility within the facility or on the physical site.

**Minimum two blocks distance from residential/housing:** Public facility sites must be designed to minimize impact by providing visual, noise and other relief measures to mitigate adverse impacts on existing or planned development. Minneapolis Code of Ordinances Chapter 389, noise ordinance.

**Near or along public transit routing:** The site is within walking distance to bus or train lines to allow for easy public access to the facility for City services.

**Access to Fiber Optic Connectivity to support technology:** The site has access to fiber optic cables to ensure modern technology operations at the site.

**City-owned property/site:** If the City currently owns the site, the timeframe and costs are decreased as the City does not need to go through the property acquisition process.

**ADDITIONAL DUE DILIGENCE:**

**Colocation**: Sufficient square footage is available to allow for the creation of a safety center.

**DRAWBACKS TO CONSIDER:**

**Proximity to active rail line likely to delay access:** Sites that are along or in close proximity of active rail lines are less desirable as public safety vehicles could be delayed in responding to calls when the train(s) are crossing the lines. Ease in access to the site could be limited, delayed or dangerous.

**Existing structures that require demolition:** The need for demolition of an existing facility increases costs and lengthens the timeframe for building a facility. Further, the identification of building-based environmental issues further increases the risk of extending the timeframe and increasing the cost.

**Environmental clean-up/site remediation:** Cities are required to assess the environmental condition of sites, Risk-Based Site Evaluation (RBSE) process on an evaluation of risks to human health and the environment at sites impacted by hazardous substances that may require investigation or response actions pursuant to the Minnesota Environmental Response and Liability Act, Minn. Stat. § 115B.01 to 115B.24 (MERLA). Depending on the level of clean-up necessary, the need for environmental clean-up increases costs and lengthens the timeframe for building a facility.

**Appendix B: Side by Side Comparison**

OPTION 1

**RESTORATION**

3000 Minnehaha Avenue
32,000 SF

Site Entries: Snelling Ave
Minnehaha Ave

| | |
|---|---|
| **Parking Structure Construction:** | **$3M-$4M** |
| **Land Purchase** *(Owned by City)* | **$ 0.00** |
| **Facility Restoration/Renovation:** | **$12M -$14M** |
| | **$ 15M - $18M** |

**Duration:** N/A (acquis. & site prep.)
**Duration:** 1.5 years (design & construction)
**Total:** 1.5 years

OPTION 2

**NEW FACILITY**

2600 Minnehaha Avenue
32,000 SF Facility
1.5 acre site

Site Entries: East 26th Street
Minnehaha Ave

| | |
|---|---|
| **New Construction:** | **$28M - $32M** |
| **Including parking** | |
| **Land Purchase** *(Owned by City)* | **$ 0.00** |
| | **$ 28M- $32M** |

**Duration:** N/A (acquis. & site prep.)
**Duration:** 3.5 years (design & construction)
**Total:** 3.5 years *(planning to occupancy)*

OPTION 3

**Colocation with 1st Precinct**

1100 South 4th Avenue, Minneapolis
38,000 SF + 19,000 SF

Site Entries: 12th Street
11th Street

| | |
|---|---|
| **Purchase of 3rd Condo Base** | **$12.1M** |
| **Buildout for 3rd Precinct** | **$4.1 M** |
| **Unprogrammed Open Floor** | **$6.1M** |
| **Changes required for add SF** | **$3.5M** |
| ***Condo Purchase Leased Parking*** | |
| | **$25.8M** |

**Duration:** .5 year (acquis. & site prep.)
**Duration:** .75 years (design & construction)
**Total:** 1.25 years

***Above options are for precinct programming only**

- Community safety center inclusion is an assumed add of 16,000 Sq Ft and additional 75 parking spaces.
- This would result in an additional $7M to $8.5M

**Appendix B: Side by Side Comparison**

OPTION 4

**NEW FACILITY**

3716 Cheatham Ave
32,000 SF Facility
2.08 acre site


**Site Entries:** 37th St E, 38th St E, Cheatham Ave

| | |
|---|---|
| **Land Purchase** | **$6M** |
| **Demolition:** | **2.5M-3.5M** |
| **New Construction:** | **$28M - $32M** |
| **Including parking** | |
| | **$36.5M- $41.5M** |

**Duration:** 1.5 to 2 years (acquis. & site prep.)
**Duration:** 3.5 years (design & construction)
**Total:** 5 to 5.5 years

OPTION 5

**NEW FACILITY**

2520 26th Ave S
32,000 SF Facility
1.61 acre site


**Site Entries:** 26th St E, 26th Ave S, alley

| | |
|---|---|
| **Land Purchase** | **$4.9M** |
| **Demolition:** | **$.5M** |
| **New Construction:** | **$28M - $32M** |
| **Including parking** | |
| | **$33.4M- $37.4M** |

**Duration:** .5 to 1 year (acquis. & site prep.)
**Duration:** 3.5 years (design & construction)
**Total:** 4 to 4.5 years

OPTION 6

**FACILITY MODIFICATION**

2633 Minnehaha Ave
78,500 SF Facility
3.39 acre site

**Site Entries:** Minnehaha Ave

| | |
|---|---|
| **Land Purchase** | **$10M** |
| **Demolition:** | **N/A** |
| **Facility Renovation:** | **$4M** |
| **Including parking** | |
| | **$14M** |

**Duration:** .5 year (acquis. & site prep.)
**Duration:** .5 to 1 year (design & construction)
**Total:** 1 to 1.5 years

***Above options are for precinct programming only**

- Community safety center inclusion is an assumed add of 16,000 Sq Ft and additional 75 parking spaces.
- This would result in an additional $7M to $8.5M

**Appendix C: Comparative Matrix for Potential Sites**

| Sites Reviewed between July 2020 and October 2023 | Located within the boundaries of Precinct 3 | 1.5 Acre parcel minimally | Two points of entry/egress | Within proper zone for use and stories required | Ease in access to the facility | Centrally located within the precinct boundaries | Along main transit corridor for each in precinct wide travel | Space to expand or be flexible in the future | Minimum two blocks distance from residential/housing | Near or along public transit routing | Access to Fiber Optic Connectivity to support technology | City owner property/site | Colocation | Community Safety Center | Proximity to active rail line likely to delay access | Existing structures that require demolition | Environmental clean-up/site remediation |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 3000 Minnehaha | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | | ✓ | | | |
| 2600 Minnehaha | ✓ | ✓ | ✓ | ✓ | ✓ | | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | | ✓ | | | |
| 1100 South 4th Ave | | | ✓ | ✓ | ✓ | | ✓ | | | ✓ | ✓ | | ✓ | ✓ | | | |
| 3716 Cheatham Ave | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | | | ✓ | ✓ | | | ✓ | ☒ | ☒ | ☒ |
| 2520 26th Ave S | ✓ | ✓ | ✓ | ✓ | ✓ | | | ✓ | ✓ | ✓ | ✓ | | | ✓ | | ☒ | ☒ |
| 2633 Minnehaha | ✓ | ✓ | ✓ | ✓ | ✓ | | ✓ | ✓ | ✓ | ✓ | ✓ | | | ✓ | | | |
| *Properties A - C | | ✓ | | ✓ | | ✓ | ✓ | | | | | | | | ☒ | ☒ | ☒ |
| *Properties D - H | ✓ | ✓ | ✓ | | | ✓ | ✓ | ✓ | ✓ | | ✓ | | | | ☒ | ☒ | |
| *Properties I -S | ✓ | ✓ | | ✓ | | | ✓ | | ✓ | | ✓ | | | | ☒ | ☒ | ☒ |
| *Properties T - Z | ✓ | ✓ | | ✓ | | | ✓ | | | | ✓ | | | | | ☒ | ☒ |

Key

- Primary Site Criteria
- Preferred Site Characteristics
- Additional Considerations
- Drawbacks

*Appraised value of a piece of property is protected under data practices – non-public until we reach purchase agreement.
- per City Attorney, Kristyn Anderson

# Siting Public Facilities

*A guide for the City of Minneapolis*

Prepared by the Department of Community Planning and
Economic Development
in coordiation with Property Services
September, 2011

Minneapolis
*City of Lakes*

# TABLE OF CONTENTS



MPLS PLAN

# Introduction

Public facilities are an essential component of a well functioning urban setting. The needs of residential, commercial, and industrial land uses are all supported in some way or another by public services. Many of these services require publicly owned and operated real property for delivery. This document intends to serve the City of Minneapolis by outlining key steps in public facility siting as well as recommending tools for streamlining an effective decision making process.

The siting of essential public facilities is often met with a variety of public opinion. Uses such as state education facilities, state or regional transportation facilities, state and local correctional facilities, solid waste handling facilities, storage or staging facilities can be particularly difficult to site. Other essential public facilities can be less difficult to site such as police, fire and service facilities. Some facilities are generally seen as amenities that garner broader community support but immediately adjoining neighbors may be reluctant to accept such as schools, libraries and community centers.

No single successful siting process exists that will serve all situations. There are, however, certain elements common to all siting processes. The following steps are a guide for determining where essential public facilities could be located. Each heading in this document identifies a critical element of the siting process which should be addressed.

- Determining Need
- Identifying Potential Sites
- Community Engagement
- Evaluation Methods

The identified steps are intended to create efficiencies and avoid duplication throughout the siting and approval process while considering the long-term as well as short-term costs, providing for effective public review, and emphasizing reasonable compatibility with neighboring land uses.

## *Guiding Principles*

The following guiding principles are based on policies found in the Minneapolis Plan for Sustainable Growth. They are intended to establish a framework and assist the reader in identifying key evaluative criteria to consider while using this document.

- Public facilities are essential to enhancing the quality of life in the City.
- The City must continue to strive for resource efficiency by maintaining and providing public facilities in an efficient and cost effective manner.
- Capital facilities planning must be integrated with fiscal and economic impact analysis to determine optimal funding capabilities.
- Siting decisions for public facilities should balance Citywide needs against local impacts to maximize the benefits and minimize the negative impacts of these facilities.

- Equitable geographic distribution of public facilities should be considered, so that one area of the City does not benefit or suffer from a greater proportion of the impacts associated with public facilities.
- Public facility sites must be designed to minimize impact by providing visual, noise and other relief measures to mitigate adverse impacts on existing or planned development.

The Minneapolis Plan for Sustainable Growth provides the basis for these guiding principles through adopted City policy. The following policies were identified and used as the basis for the work found in this report.

1.8.3: “Direct uses that serve as neighborhood focal points such as libraries, schools, and cultural institutions to designated land use features.”

1.14: “Maintain industrial employment districts to provide appropriate locations for industrial land uses.”

1.14.5: “Encourage and implement buffering through the site plan review process to mitigate potential conflicts between industrial uses and adjacent other uses.”

5.1: “Coordinate facility planning among City departments and public institutions.”

5.1.1: “Encourage communication and coordination among City departments, Hennepin County, Minneapolis Park and Recreation Board, and Minneapolis Public Schools to share use of facilities.”

5.1.2: “Explore opportunities for co-location of public facilities where appropriate.”

5.1.3: “Work with all partner agencies including City departments to ensure that facility planning is consistent with land use policies of The Minneapolis Plan.”

5.1.4: “Develop cooperative programming that takes advantage of the resources and missions of various public institutions.”

Policy 5.6 addresses safety and security stating: “Improve the safety and security of residents, workers, and visitors.” More specifically 5.6.4 states: “Maintain and enhance a public safety infrastructure that improves response time to police and fire calls, implements new technologies, provides operation and training opportunities and facilities and improves communication among public safety agencies.”

5.8: “Make City government more responsive to the needs of people who use its services.”

5.8.3: “Effectively engage the public when making decisions that create, remove, or change a City service, project or policy.”

These policies help to establish the guidelines outlined herein as City departments move forward siting public facilities.

## Determining Need

A facility siting process should have a list of benchmarks that are identified with every project. However, there are unique attributes of some projects that will require additional work on the part of the City, or the public agency leading the siting process. To determine the scope of a siting process the lead public agency must be identified early on. A local municipality is going to have a set of needs and requirements that are somewhat different from a state or federal agency. When larger systems are at play, such as a regional transportation network, the geographic scope for facility site selection as well as public outreach widens accordingly.

Project managers should spend time at the beginning of a facility planning process by answering the following questions. Is the service provided by the facility needed by City constituents? Is the City is the appropriate entity to deliver that service? Research done to answer these questions is necessary for completing the public engagement and approval process.

The City eventually needs to convey to residents and property owners that public facilities are essential to enhancing the quality of life in the City. An important element of communicating this reality is to document the need for a given facility. At minimum the following should be done to address this need:

- An inventory of existing facilities, their condition, capacity and needed improvements
- Projection of future demand
- Comparison to other cities, agencies
- Discussion of options and alternatives
- Possible return on City investment

The proper fiscal and operative functions of the City must be based in facts and presented with alternatives. Without this work on the front end of a project, obtaining public and political support will be exceedingly difficult. In a time of shrinking budgets and demand for greater service efficiency, constituents are questioning whether the City can or should continue to deliver services in the same way as has been done in the past. Without justification of such need, the siting process can become bogged down not because of siting requirements and impact concerns but because of arguments of whether such a facility is even required.

An excellent example of a thorough needs analysis is Public Works' Relocation Study for Public Works Operations Linden Yards and the Impound Lot for the Basset Creek Redevelopment Plan completed in November 2009. The evaluation clearly details how the existing facilities function, whether they could be accommodated on smaller tracts, alternative means of delivering service, and estimated cost of alternatives.

## *Identified City Needs*

Several public facilities are identified for investment in the near to mid-term future. Each project has received varied amounts of technical assessment to determine their need. While some of these projects may not reach the stage of implementation, their inclusion in this list is intended to serve as an example of the type of facilities the City considers siting.

*MPD Property and Evidence Storage Unit*
Long term and near term storage of evidence collected by the Minneapolis Police Department.

*Impound Lot* (15-23 Acres)
A relocation analysis has been performed for the current Minneapolis impound lot, and several scenarios have been explored. Most concepts concentrate on the opportunity to redevelop the current impound lot.

*Public Works Storage Yards* (18 acres)
Located in the same area as the Impound Lot and Concrete Crushing Operations, options are limited for relocation considering the large acreage required for siting these facilities. An exclusive redevelopment contract is in place for these sites that is set to expire in 2014. Until then, relocation of these uses will likely only take place as part of a coordination redevelopment effort on the part of the developer under contract. At one time Minneapolis-St. Paul (MSP) International Airport employed a concrete crushing operation. When the time comes to relocate this City use, an effort should be made to determine whether or not the MSP operation could accommodate the City's needs.

*Public Works Concrete Crushing Operation* (7-10 Acres)
The City's current crushing facility is located adjacent to the impound lot. Minneapolis has not always been in the business of concrete crushing. This service is a perfect opportunity for exploring alternate business practices, such as private contracting or an intergovernmental partnership (MSP-International).

*Mounted Patrol Stable and Pasture* (5+ Acres)
This project at one time was seen as a possible joint venture between the City of St. Paul, the City of Minneapolis, and the University of Minnesota. However, at this time, the project is indefinitely on hold. Co-location with waterworks facilities on the northern boundary of the City is a possibility.

*Law and Safety Center*
The need for Law and Safety Center space is being met largely within the footprint

of existing City buildings. Renovation of various spaces, along with relocation and consolidation of offices is serving to address this need.

*Core Business Center*
For many years, the City has identified the need to consolidate professional office employees in a single location in downtown. Reports have identified various options, but a specific route has not been chosen at this time. Currently, a new study is in progress that narrows down the alternatives. With several leases expiring in the coming years, and deferred maintenance of existing facilities becoming more important, a decision is likely needed soon on how to move forward. All alternatives identified thus far indicate the best option moving forward is to supplement City Hall space with one additional consolidated office location in close proximity.

*Fire Department Station #11*
Consolidation of services provided by Stations #11 and #15 into a new facility called Station #11.

As is evident from the facility list above, a significant amount of acreage must be identified to locate these facilities. Even more challenging is that many of these need to be sited on industrially zoned land. In 2006, the City adopted the Industrial Land Use and Employment Policy Plan. The main purpose of this plan was to identify potential for industrial land use change and job growth in the City over the long term. A policy recommendation in this plan resulted in the creation of seven Industrial Employment Districts. Listed below, they are intended as areas where industrial uses will remain for the foreseeable future, and where encroachment of non-industrial uses should be discouraged.

*Industrial Land Use and Employment Districts*
Humboldt
Mid-City
North Washington Jobs Park
SEMI
Seward/Hiawatha
Shoreham Yards
Upper River

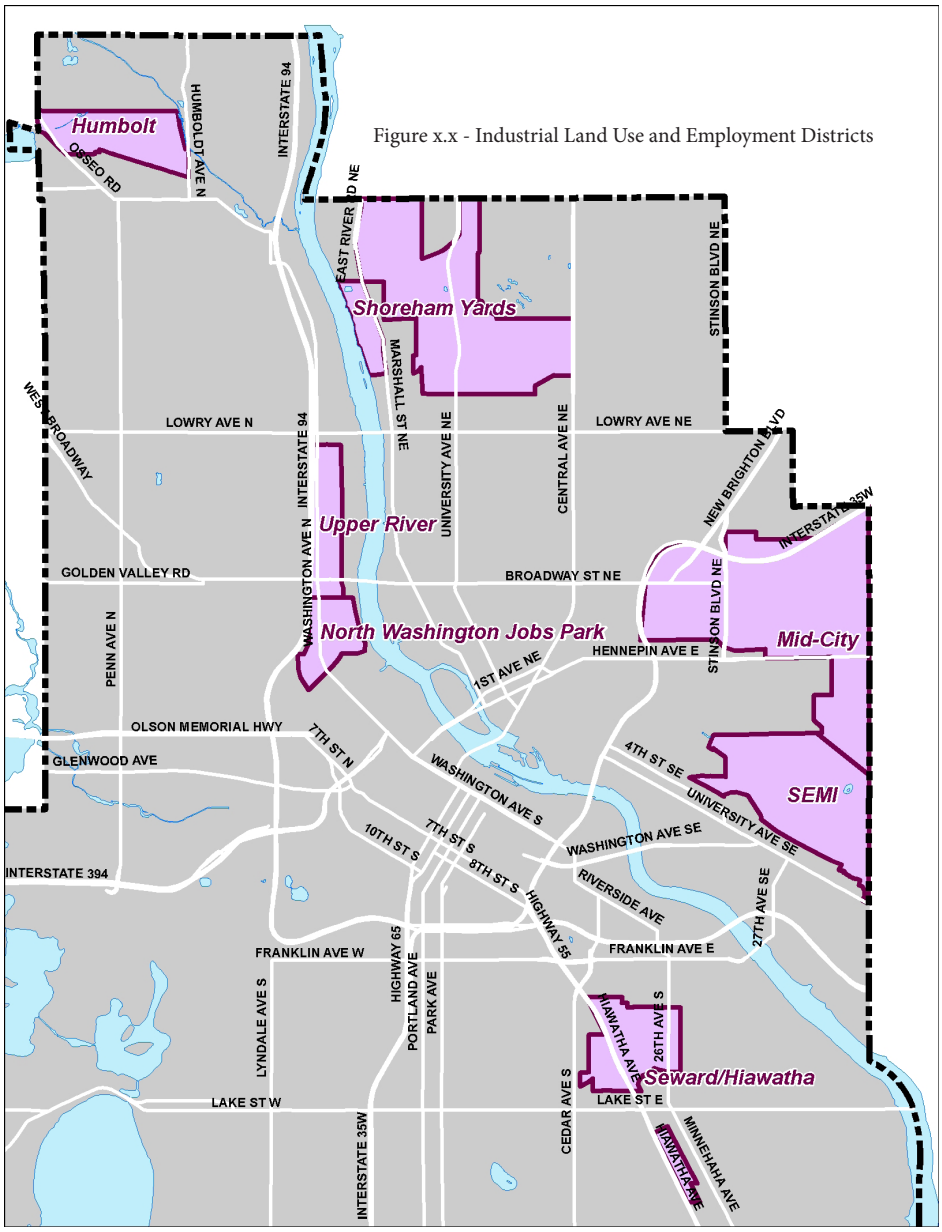



Figure x.x - Industrial Land Use and Employment Districts

While these areas appear to be a prime opportunity for the location of future public facilities, policy direction is not entirely clear on how such a proposal should be treated. Policy in the Industrial Land Use and Employment Policy Plan is largely silent on the topic of public facilities. The document stresses that tax generating job intensive uses be located in employment districts. It should also be noted that there are limited numbers of large acreage parcels in employment districts, and those that do exist are likely prime sites for private sector redevelopment. As facilities are proposed, it is best that they be considered on a case by case basis, unless programmed in a more comprehensive manner.

## Identifying Potential Sites

In a broad sense, there are two primary methods to identify potential sites for any project. The first method is a targeted approach whereby, specific site characteristics are firmly established such as site size, site configuration, type of zoning required, road access, etc. The second method starts with a broader exclusionary approach eliminating areas where a particular use would not be suitable. Perhaps the particular facility could be located in a number of different zoning districts, buffering of adjacent land uses may not be required, proximity to transit routes is necessary, etc. Identifying as many of the site characteristics as possible allows for either method to be utilized more effectively.

The following locational issues should be taken into consideration when essential public facilities are proposed to be sited:

- Equitable distribution of public facilities should occur so that no one area assumes more than their fair share.

- Siting issues and potential facility sharing among Cities, the County, the State, and Federal agencies need to be explored and coordinated to eliminate duplication, or simply to avoid untimely reviews and delays.

- The siting of some essential public facilities is limited by the nature of the facilities' operational requirements and specified state or federal siting restrictions e.g. landfills, solid waste transfer stations, etc.

- Specific siting needs for each type of facility and a need to identify design

requirements and reasonable mitigation techniques should be stated as part of any siting decision.

- The service area the particular facility is intended to serve should be defined so that consideration can be given to user proximity, trip requirements for a given service, access to all parts of the service area or other criteria which would be important.

Identifying which method to use generally is dependent on how challenging the facility will be to locate. A targeted approach makes sense when there are some key constraints that will only allow a facility to be located in a limited number of areas. For example, the City's concrete crushing operation can only be located in an I3 zoning district and has to be accessible from heavy truck routes. As shown below, there are few areas of the City where these criteria can be met. If the search would be extended beyond I3 districts, a further criterion might be considered such as finding a large enough I2 district which would allow for a portion to be rezoned to I3 and yet provide adequate buffering around it with I2 zoning.

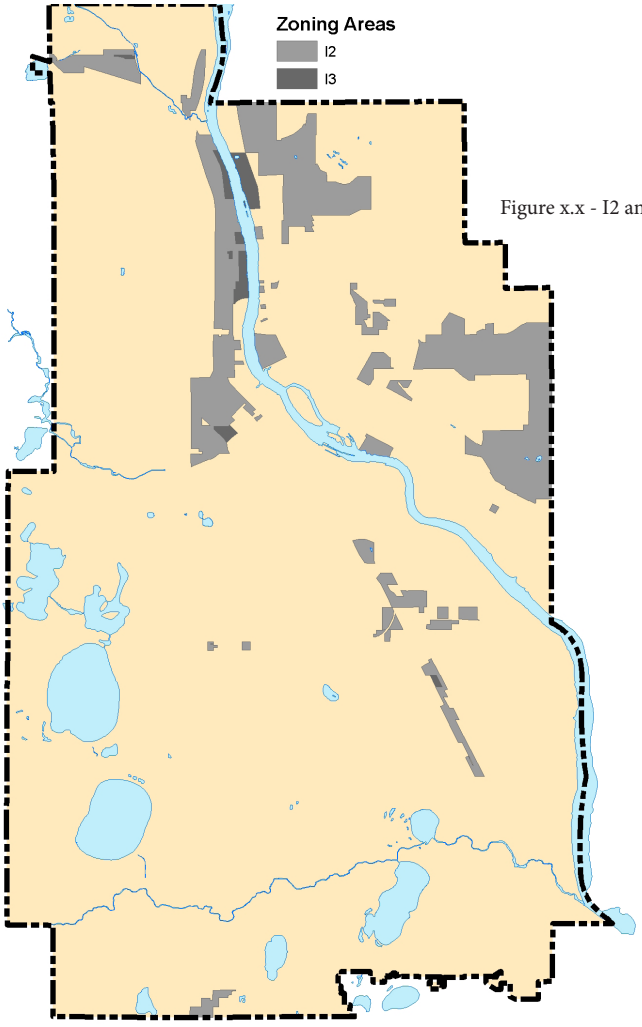



Figure x.x - I2 and I3 Zoning in Minneapolis

The exclusionary method would be better warranted on those facilities which may be considered amenities or certainly those which would be more readily accepted in the community. These facilities would include schools, libraries, police facilities or administrative offices. Typically these types of facilities would be serving a specific area of the City and thus would be applied within a specific geographic service area. Once that area has been defined, criteria such as proximity to transit, parcel size for the necessary facility, and any other requirements to narrow the possible search area can be applied.

Both of these methods allow a user to identify areas of efficient proximity and service coverage. By narrowing the scope of a site search to an area where there is a known service gap, the possible field of properties can be winnowed quickly. Conversely, in a case where proximity to existing facilities is important, the scope of the site search can be narrowed accordingly as well.

### *Site Requirements*

What are the key factors in locating facility types? The attributes listed below are the most often cited in facility location decision processes. Again, these attributes reiterate the apparent conflict between public and private development. Many private developers analyze the same attributes that are listed below; a site that is desirable for a public facility is almost always going to be desirable to the private sector. This makes demonstrating need for a given project all the more important.

Site size
Site configuration
Characteristics that make it difficult to site
Infrastructure needs
Land use issues
Zoning
Environmental issues
Transportation issues
Economic issues
Social/political acceptance
Cost

The table on *page 16* from the Industrial Land Use Study is an example of identifying transportation access associated with the various industrial employment districts. As is readily apparent each industrial area has its own unique transportation access advantages. From a technical standpoint, by clearly identifying the characteristics required for a facility, the earlier candidate sites can be identified or eliminated from consideration.

Figure x.x - Transportation Access Example

**Figure 2.3.2**
**Access at Industrial Sites**
**Minneapolis, Minnesota**

| Study Area | Transport Routes | Connect To/Serve Collector Traffic | Metro Area Arterials |
|---|---|---|---|
| I- Humboldt | Brooklyn Blvd.<br>49th Ave. | | Hwy 100<br>I-94 |
| II - Near North/Upper River | Washington Ave.<br>W. Broadway Ave.<br>49th Ave.<br>Dowling Ave.<br>Hennepin Ave. | | I-94<br>I-94<br>I-94<br>I-94<br>I-94/I-394 |
| III - Mid-City/SEMI | Stinson Ave.<br>Industrial Blvd.<br>E. Hennepin Ave.<br>Como Ave.<br>University Ave. | | I-35W<br>I-35W<br>I-35W/Hwy 280<br>Hwy 280<br>Hwy 280 |
| IV - Hiawatha/Midtown Corridor | ---<br>Minnehaha Ave.<br>Lake St.<br>38th St. | | Hwy 55<br>Hwy 55<br>Hwy 55<br>Hwy 55 |

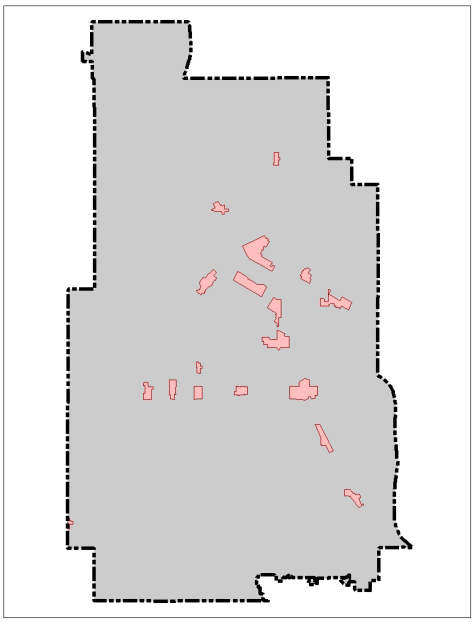
Source: Maxfield Research Inc.

## *Targeted Process*

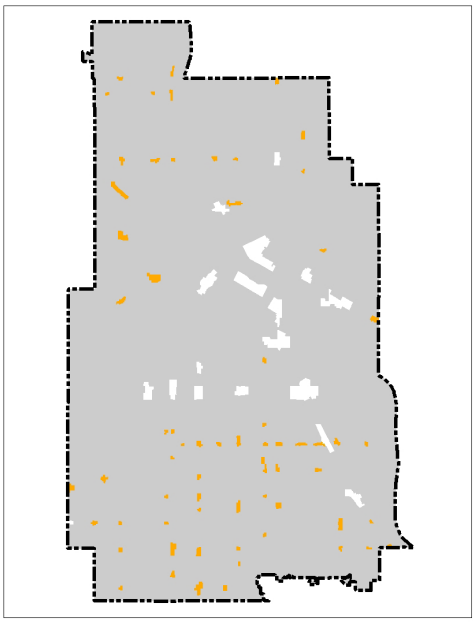
This methodology requires that the site characteristics are determined to a certain level of specificity such that it reduces the number of possible sites to a manageable number for more in-depth review. Most likely, the key determinants are going to be site size, existing zoning, surrounding land use, future development plans and transportation access. The outcome of the first round of analysis, however, simply suggests that the sites may be suited to the particular proposed development. It doesn't yield a final outcome. Illustrated below is an example of this process, focusing on future land use criteria found in the City's Comprehensive Plan.

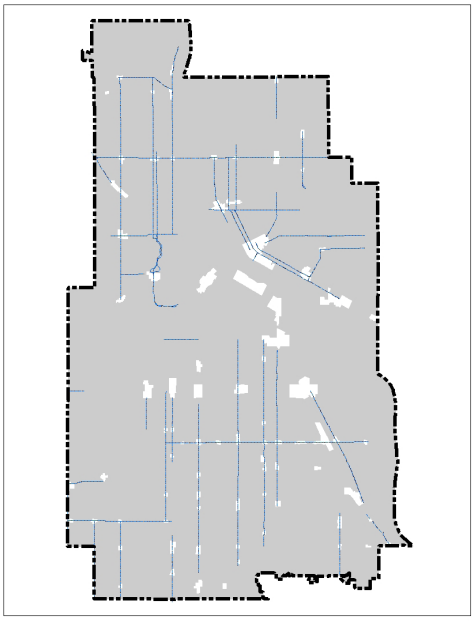
Imagine that for this exercise we are attempting to locate a use that has minimal negative external impacts, and needs to be easily accessible to the public. Perhaps you would start by identifying lands that are...

**In Activity Centers...**

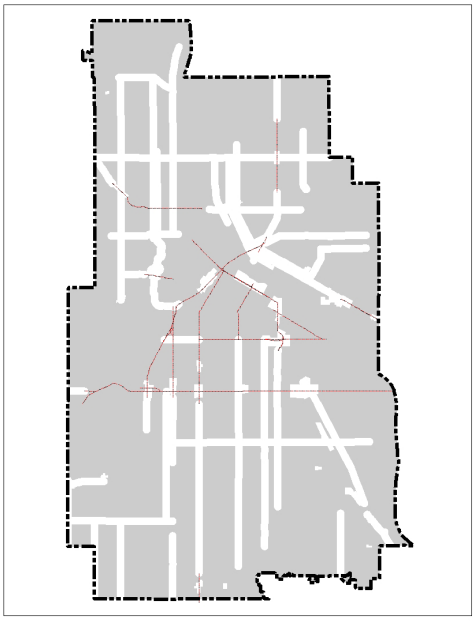


**In Neighborhood Commercial Nodes...**





**Along Community Corridors...**



**Along Commercial Corridors...**

The end result is an eligible area to start a search for land acquisition, shown below in white.

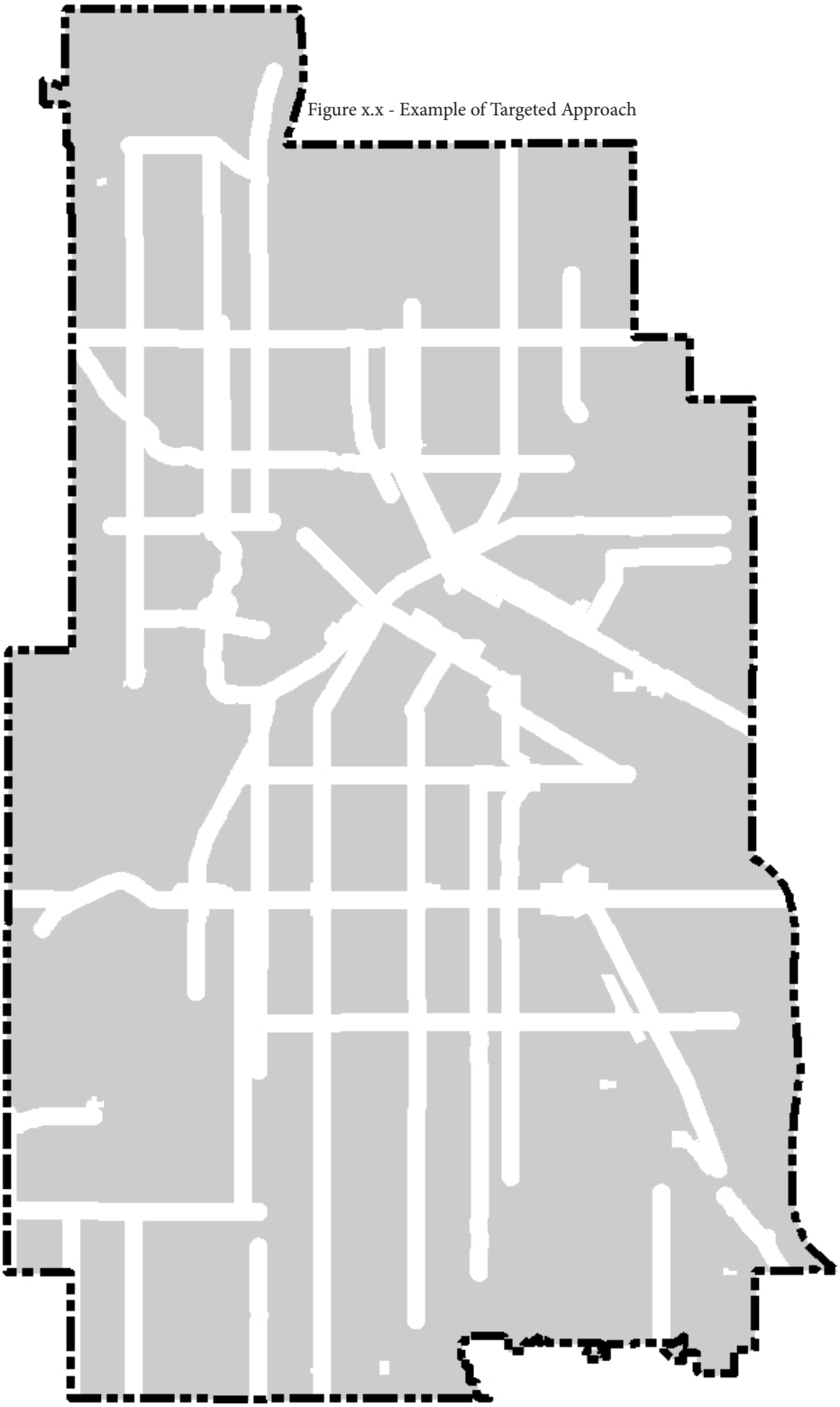


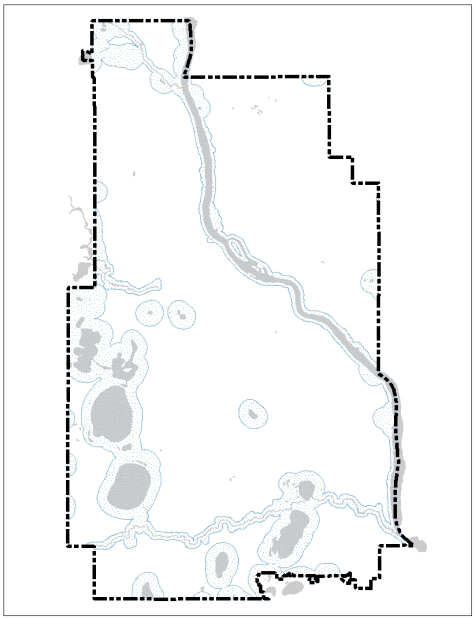
Figure x.x - Example of Targeted Approach

## *Exclusionary Process*

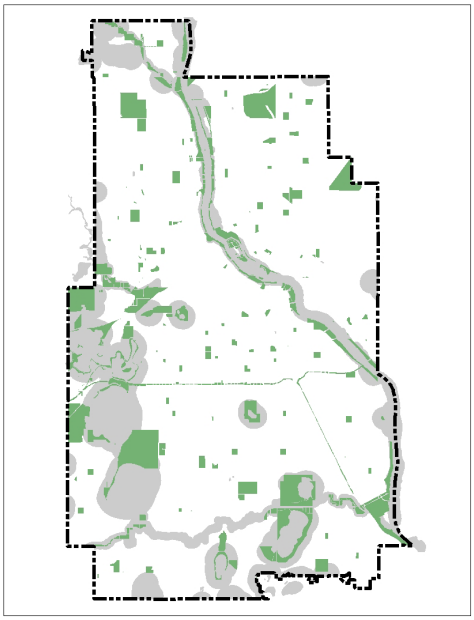
Dependent on the type of facility being sited there are numerous exclusionary factors that can limit a search area. These may include floodplains, wetlands, shoreland areas, steep slopes, critical areas, land uses, and population density as well as other criteria. At times, exclusionary criteria might include proximity to schools, parks or other amenities. Similarly, a facility may need to be sited in close proximity to public transit or unique utility system elements. The key is to eliminate as much unsuitable land as possible from the search area. Thus, defining site considerations and especially exclusionary siting factors as early as possible can save both time and resources.

If a site is being selected for an industrial use, such as short term storage, this method will likely result in a larger number of initial sites for consideration than using a targeted approach. An example of the approach is illustrated below. You might start by excluding...

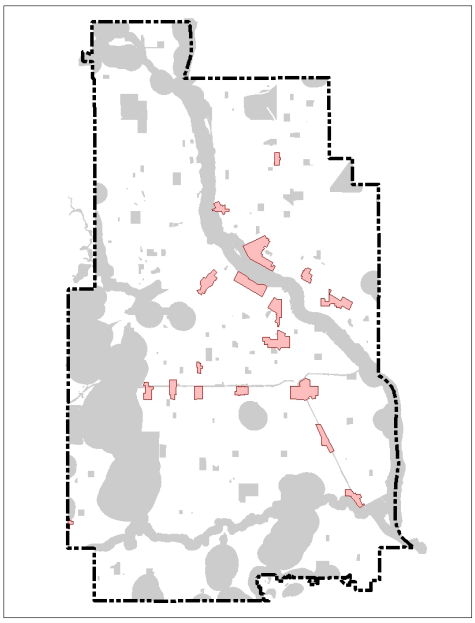
**Bodies of Water and Adjacent Areas...**



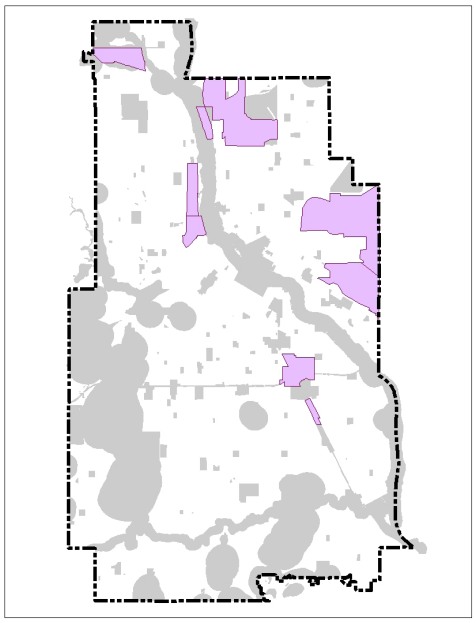
**Park and Open Space...**



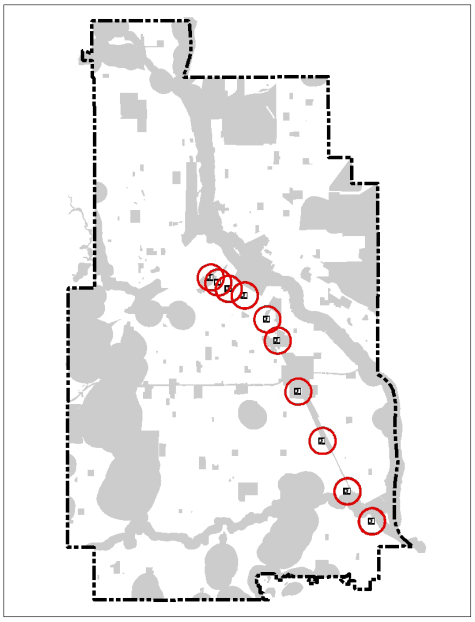
**Activity Centers...**



**Industrial Employment Districts...**



**Transit Station Areas...**



The end result can then be mapped against all remaining Industrial Zoning in the City, as seen on the opposite page.

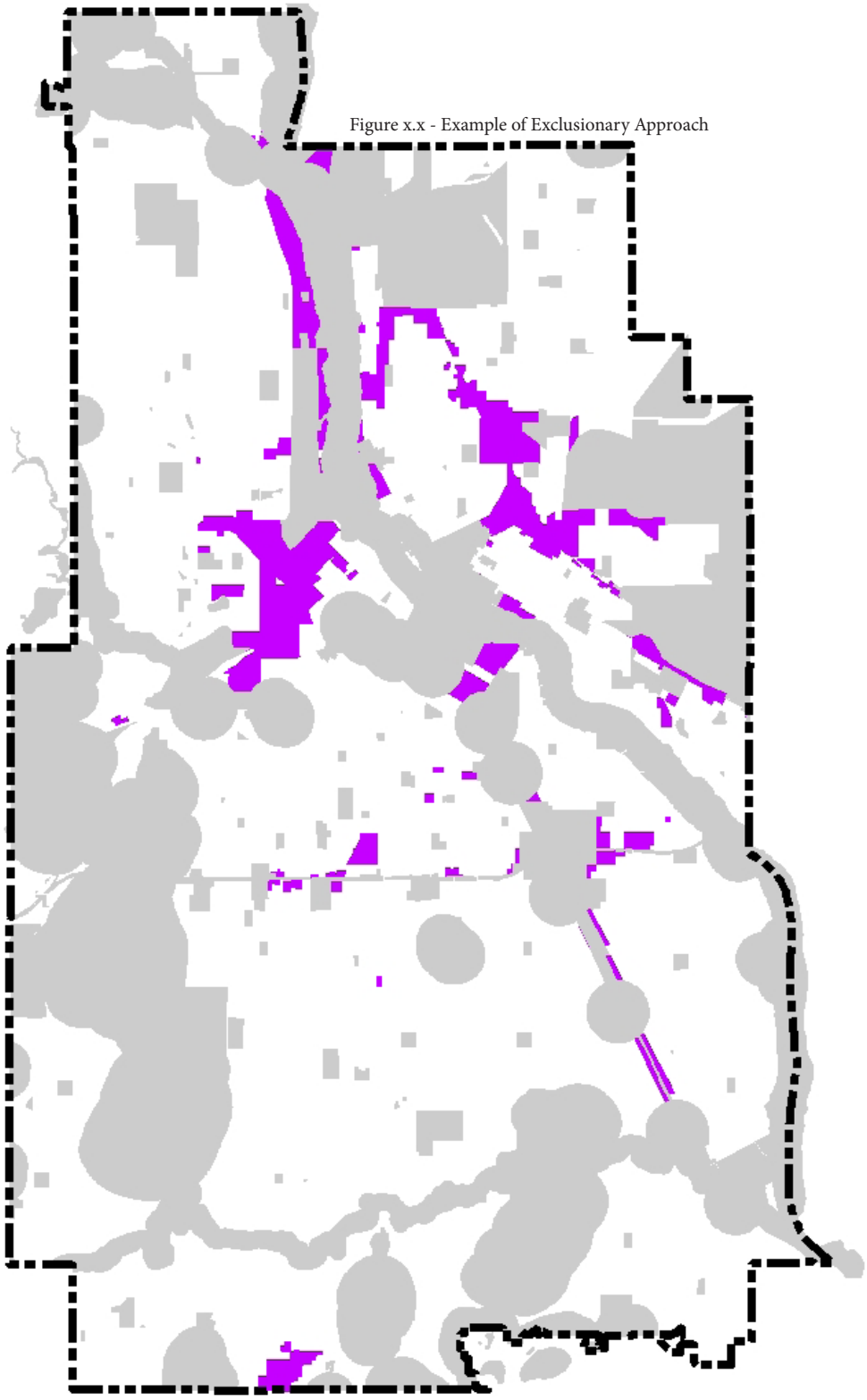


Figure x.x - Example of Exclusionary Approach

## Assessing Available Inventory

City staff and consultants have periodically attempted to compile a comprehensive database of City and/or publicly owned property. The most recent evaluation, City of Minneapolis Urban Land Capacity, completed in 2010 identifies 196 acres of vacant industrial land. Of these there are 326 parcels identified as being larger than 20,000 square feet.

Figure x.x - Royalston Maintenance Facility - Courtesy of archalliance.com

The Near North/Upper River and Mid-City/SEMI areas each have approximately 214 acres of vacant industrial land. It can be expected that any site selection process looking for industrially zoned land of any significant parcel size will yield a greater number of potential sites in these areas. Selecting one site after another in these districts, however, could be received negatively. Realistically though, this is simply the likely result of a search with large lot size and industrial zoning requirements. If it is desirable to avoid concentrating all future large scale services in these areas, a greater investment in site agglomeration should be considered.

Many of the sites identified as vacant in these areas are actually likely used for outdoor storage or similar uses. To be clear, there are very limited quantities of vacant land in these areas, and what does exist is in scattered sites. Land acquired for public use in these locations, and for the most part throughout the City, will likely need to displace current productive uses. This of course should occur within the parameters identified in this document.

In an earlier 2006 Industrial Land Use Study and Employment Policy Plan, the Minneapolis Assessor's office and GIS Services generated a database indicating that there are 3,984 acres of industrial zoned land in the City of which 631 acres are vacant. This study further identified publicly owned industrially zoned land

within the City. The combined total acreage of industrial zoned land held by all public entities is 273 acres of which 127 acres are owned by the City.

It is apparent from the large discrepancy between the two studies, 631 acres vacant industrial vs. 196 acres, that different methodologies were used to create each land use inventory. It is likely that the 2006 evaluation includes zoned areas that are not generally included in parcel area (such as rail and road rights of way), or properties that are actively used for outdoor storage but are listed by the assessor's office as vacant. The actual useable inventory is likely very close to the 2010 land capacity project. What this shows is that our industrial areas are well served with ample transportation options, but overall, the opportunity for ongoing industrial redevelopment is fairly limited.

There are always other attributes to consider, but for the most part City needs for siting public facilities can generally be categorized by site size:

| | |
|---|---|
| 1-2 acre sites | libraries, police precincts, fire stations |
| 2.5-5 acres | equipment, materials storage |
| 5-10 acres | parks, co-located facilities, storage, stable |
| 10+ acres | impound lot, railcar storage |

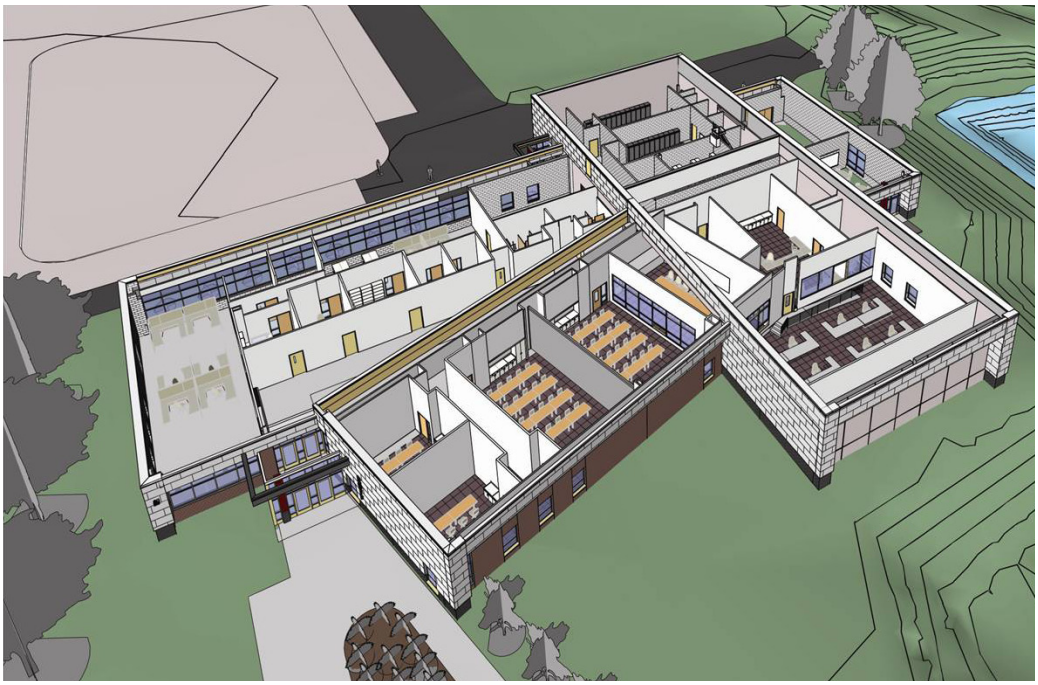
Certain uses will only be located within certain zoning districts. Equipment and materials storage will be relegated to industrial districts. Larger projects such as impound lots and railcar storage will most likely occur in industrial districts as well. Libraries, parks, and other amenity types of facilities can be sited in a wide variety of settings and zoning districts. In each instance, large tracts of land can either be eliminated or targeted dependent on the type of facility being sited.

While zoning is indeed an important determinant in siting decisions, it should be noted that there are areas of the City that may have land use policy that is either in conflict with existing zoning or supports zoning that currently does not exist on a given property. This further complicates site identification, but is a consideration that should be present nonetheless, especially if existing stock of properties with a given zoning designation are not easily acquired.

## *What About a Different Approach?*

In the process of developing these guidelines, it became evident that finding suitable properties of industrial zoned land would be challenging. It also was apparent that obtaining an equitable distribution of properties would be difficult. Lastly, looking for individual properties to relocate facilities one at a time was not going to be very cost effective.

It also became apparent that some advantages would be gained if the City (and partners) could acquire and develop an institutional campus to accommodate future facilities and at the same time design and develop the site such that some less intrusive uses may serve to buffer less desirable uses. This may take more than one campus since requirements for public works storage and an impound lot would be somewhat different. A materials storage facility, for example, would not have to be located near a transit route while this would be extremely important for an impound lot.



An added advantage is that the City could begin acquiring parcels over time and thus have available appropriately zoned land when needed. A conceptual site plan could be designed to best situate given facilities so that impacts to surrounding land uses would be mitigated to the greatest extent possible. This approach requires a funding mechanism that currently does not exist at the City of Minneapolis. Acquiring land ahead of forecasted facility expansion needs should be weighed against the future cost of land and the interim reduction in tax revenue lost through public ownership of that land.

## *Surplus Properties*

Since it can be difficult to find property for various public facility needs, the City must consider whether to retain existing property even though the current facility on the parcel may be obsolete, difficult to maintain or inadequate for current needs. The City may elect to demolish the current structure if it can't be rehabbed to fit current requirements. On the other hand, the City may wish to explore the viability of short to mid-term leasing of these properties until the property is required for an alternative public use.

The City should develop a set of criteria to evaluate whether the property may in fact be repurposed or whether it makes more sense to sell and reintroduce the property to the tax rolls. The criteria used for site selection outline in this document could be used as a model for making such decision. This effort should take place in the form of a comprehensive evaluation of publicly owned properties and facilities. Improve intergovernmental coordination would go a long way toward reducing development and operating costs for real property, especially in the Minneapolis area, where the number of local government entities is higher and more concentrated than in many other major metropolitan areas. This work also serves to answer the first and most important step of a siting process – determining the need for a given service and/or facility.

A collaborative departmental relationship should continue to address the long-term use of surplus property. While properties should be considered for future use as public facility sites, opportunities for returning publicly owned property to the private sector should be strongly considered. Public Works and CPED have worked together on these situations in the past. Examples include 165 Glenwood and Snelling Yards properties. An additional opportunity for redevelopment of current public property exists at the Old Fire Station 14 site in North Minneapolis.

## Community Engagement

Despite the unpopularity of many types of public facilities, early public involvement is more likely to lead to a successful outcome. If the public is convinced that a facility is needed and that it must be located or relocated in the community, the actual siting process may be less subject to delays.

The extent of community involvement may vary depending on the level of interest. Relatively low impact facilities such as office space may not demand a great deal of community input. Other more controversial facilities may require more extensive input, first on recognizing the need, defining citizens concerns, identifying alternatives, defining site criteria, and perhaps developing suitable mitigation strategies.

Even with human resources in house who have the technical capabilities, there may be times that an outside consultant should be hired to bring an atmosphere of objectivity to the siting process. Such an action obviously requires funding which may or may not be available.

When there is an expectation that a given facility may be difficult to site a common approach is to form a siting committee which includes stakeholders from the various City departments, the specific community being served, different jurisdictions involved and members of the public. Such a committee could define necessary site features or exclusionary criteria, weight ranking criteria and rank sites. The existing Capital Long Range Improvement Committee (CLIC) at the City of Minneapolis could serve in this capacity for most projects, perhaps meeting as a sub-committee with representatives from geographically diverse areas. In addition, the City's Facilities, Space, and Asset Management Committee should play an of-

*The City has adopted Guidelines for Community Engagement that should be consulted and adhered to throughout the process. (http://www.ci.minneapolis.mn.us/ncr/docs/2011FinalCPPGuidelines.pdf)*

ficial role in the public process, perhaps acting to make official recommendations to the CLIC sub-committee.

In any event the public participants should have a chance to be actively involved. Members should be encouraged to discuss relevant concerns, raise questions or objections freely, pose alternatives and help set priorities. Members should also be regularly provided with detailed and timely information, and be allowed and encouraged to share results of each meeting with their constituents both to disseminate information and to encourage wider participation.

Committee members should be selected to provide a geographic balance across the area being served by the facility. As in all undertakings the composition should reflect the stakeholders of interest and should represent a balance by gender, race, culture, community and agency personnel.

Ideally, the public participation process should allow for at least three public meetings. The first would clearly identify the problem, the need for a facility and the process being used to identify a site. However, without identifying specific areas or sites themselves, participation from the community is likely to be light. By first selecting smaller search areas determined by the previously outlined targeted and/or exclusionary approach, participation may be more robust.

The second meeting should focus on discussing a number of alternative sites and explain how they were identified. Stakeholders should leave this meeting understanding the criteria used to identify sites, and how City staff will continue to winnow the list of possible locations. As the selection process becomes more geographically specific, it may be necessary to host multiple meetings for each step of the process. Neutral site meetings may give neighborhoods with greater resources an advantage in voicing their opinion on a given project. Meeting with neighborhoods on their own terms and locations is advisable at this point. Still, with dwindling staff resources, opportunities to combine these meetings should be explored.

The final meeting should announce the preferred final candidate site(s). Further reiteration of the approval process is important at this time. While staff should explain in detail the approval process at all stages of the siting process, it becomes more important as the process reaches its end. Ultimately there will be varying degrees of success in gaining stakeholder support for a project, but following a robust community engagement process, remaining issues should be clearly identified and easier to present to decision makers.

### *Mitigation Measures for Host Neighborhoods*

Many of the facilities that Minneapolis needs to site are unwelcomed in neighborhoods. Considering the need for Industrial zoned land and the geographic distribution of such land, the City may need to consider entering into neighborhood host agreements or offer offsetting amenities. Minimally, provisions will need to address operating hours, restrictions on vehicle access routes, patrolling of access routes for any litter or other problems – these are issues that are usually already required by the Minneapolis Zoning Ordinance. These provisions may also call for specific site plan and design measures such as additional landscaping, additional site buffering, noise walls or other site specific design measures which would help to alleviate negative or perceived negative aspects of a facility. The most recent example of this approach in action is at the newly completed Hiawatha Maintenance Facility, which incorporates public art into the site design.

In private development projects throughout the City of Minneapolis, public assistance is often accompanied by a development agreement that outlines local benefits required of a developer. A similar outcome and arrangement could be had for public projects. For example, consideration might be given to support neighborhood safety initiatives, or the City may also evaluate whether preference could be given to neighborhood applicants for internships, job training or employment opportunities at a given facility.

Both of these approaches could potentially add costs to a given project. Consideration should be given to whether or not these investments might reduce future City costs related to investigating complaints about a given public facility. Of course direct neighborhood compensation does not have to be the first step in negotiation. There are mitigation measures that have a positive impact on fiscal solvency, such as reasonable hours of operation, and one time investments in screening of noxious activities.

## Evaluation Methods

Regardless of which method is applied to initiate a site search, the ultimate goal is to reduce the number of sites for further evaluation to a manageable number. Typically a numeric ranking system would then be employed to differentiate the capabilities and suitability of the various parcels. Not all criteria are necessarily going to be equal in importance so consideration should be given to weighting the criteria used in evaluation and ranking.

Evaluation of sites for any given facility or use is usually based on assigning weighting factors to each essential site element. The assignment of values to each factor may be done by a selection committee, staff, or combination of citizens, staff and technical experts. Determining the importance of each factor can be accomplished through public meetings, surveys, websites and other forums for developing consensus among the various stakeholders. A possible scale might be as follows:

1 = not very important
2 = somewhat important
3 = important
4 = very important
5 = essential

Each selection factor should be evaluated according to established criteria and ranked on a simple scale. Such ranking scores may be:

0= unacceptable
1= poor
2= fair
3=good
4= excellent

By then using a site evaluation matrix a score can be rendered for each site dependent on the importance of the criteria and by the extent of its assigned importance. The highest score would indicate the most desirable site for the facility.

It is worth noting that a selection process may want to stop short of identifying a particular site or top sites and identify perhaps somewhere between 6-10 sites that may be suited and need further exploration at a later time. This would be particularly true if a study is done in a time frame where actual selection and acquisition is still several years away. Identifying a top site(s) prematurely could lead to development speculation and ultimately drive acquisition costs significantly higher than would otherwise occur.

For the public to be able to review and comment on proposed essential public facility location, construction, and operation, a certain amount of quantifiable information needs to be in the hands of the public. The following is a suggested minimum list of evaluation criteria needed for public consumption. More detailed and specific information may be needed depending on the type of public facility being proposed.

Evaluation criteria should be consistent in the treatment of siting essential public facilities and should recognize the need for compliance with local, state, and federal regulation. Evaluation criteria should consider more than one site.

Evaluation criteria should include impacts on:

- Natural features and critical areas
- Existing land use and development in adjacent and surrounding areas
- Existing Comprehensive Plan designations for surrounding areas
- Existing Small Area Plans
- Present and proposed population density of surrounding areas
- Environmental impacts and opportunities to mitigate environmental impacts
- Availability of needed infrastructure (i.e.; roads, power, sewer, etc.)
- Spin-off (secondary and tertiary) impacts
- Effect on the likelihood of associated development being induced or precluded by the siting of the facility.
- Acquisition/demolition/rehab costs
- Buffering of various land uses
- Adjacent property during construction
- Traffic
- Other criteria specific to the facility

This information can be used for a variety of purposes throughout the site selection process, and it should be considered a top priority to collect this information to guide and inform all stakeholders.

## Implementation

Given the many land use, fiscal, political, and procedural issues that the public facility siting process encounters, the following steps should be considered to improve efficiency and effectiveness of City efforts in both the long and short term.

> ***Integrate a robust fiscal impact analysis when programming for capital facilities. Determine costs and impacts early on in the siting process to demonstrate the project's impact on the City's bottom line.***

Often times the City's siting process is not allowed to fully demonstrate the cost of providing services to the public. While this recommendation is not necessarily intended to encourage or discourage development of a given site, it is rather intended to demonstrate to the public and elected officials the true cost of providing a service. By addressing this issue early in the process, questions about fiscal responsibility can be answered easily as the project progresses.

> ***The location of planned public facilities must be guided to where they will be compatible with adjacent land uses and accessible to the public as appropriate.***

By following the basic land use and zoning evaluation described in this document on the front end of a project, this step should be fairly simple to implement. This does not guarantee an easy time identifying appropriate properties, but it will help in public engagement and review by elected officials if the site selection process is soundly grounded in adopted City policies and regulations.

> ***Public facility sites must be designed to reduce impact on adjacent properties by providing visual, noise and other relief measures to mitigate adverse impacts on existing or planned development.***

This should be standard practice in facility development, and for the most part is done very well by the City. Communicating these efforts to stakeholders is also important, especially in an effort to demonstrate the positive aspects of being located near a public facility. Business districts in particular can benefit greatly from the increase in employment and traffic brought by public facilities.

***The City should begin a proactive acquisition strategy to reserve and acquire land for future facility needs in anticipation of long term demand preferably through outright purchase or through long term lease agreements. New funding mechanisms should be explored and implemented.***

The City has a list of known facilities that it wishes to locate or relocate within a certain time frame. While reluctant to take private land off the tax roles prematurely and also creating a larger problem of property maintenance and management, the City will need to evaluate whether some of this acreage should be acquired while it still is available. Given the distribution of industrial land within the City, and the need for future site locations, a major challenge is achieving geographic fairness so no one area of the community bears the burden of negative impacts related to public facilities.

While determining sites for facility location can be challenging, the larger challenge can be the length of time that a candidate site may be available. If the site is already under public ownership, that tends to be less of a concern. Unfortunately, the City doesn't have a lot of vacant acreage in inventory waiting for public facilities to be relocated on. The City often finds itself in the position of looking at sites in private ownership. The need for relocating a facility may not match the availability of funds at a particular time. Thus, a siting process may identify a site but it may not be available by the time funding is available for acquisition.

The City should evaluate whether or not to create a funding mechanism for acquisition and initial site planning for public facilities. Such a fund might be constructed as a revolving loan strictly limited to site selection, preliminary site development schematics, site evaluation and earnest money deposits to initiate real estate acquisition. The state of Delaware has such a program (Advanced Planning and Real Estate Acquisition Fund) allowing for initiating projects for state facilities. Once capital funds are appropriated for the project, the advance funds are then paid back to the revolving fund. MnDOT Aeronautics has a similar fund set up for construction of hangars at general aviation airports providing low cost loans to communities with funds paid back to the revolving account over a 20 year period. MnDOT highways has an advance funding program whereby state and local funds can be used for advanced construction prior to receipt of federal funds. Once federal funds are received the advance funds are then paid back.

***Expand computerized inventories of materials stored, length of storage time and expand capabilities whenever possible to perform online transactions for all public service transactions in order to reduce physical facility needs.***

Strengthening the City's public land inventory process should result in better service delivery for a number of departments. This effort will fall short however if other public agencies do not also participate. Any facility siting process should include an analysis of publicly owned property that would be appropriate for a particular facility's use. Standard naming conventions, searchable attributes, and programming plans are essential for making this tool useful.

## Facilities Siting Checklist

The follwing items should be completed and documented as necessary when initiating and completing a public facility siting process.

| | ***TASK*** |
|---|---|
| | *Determine and demonstrate need* |
| | • Will the facility fill an existing service gap? |
| | • What is the appropriate entity to deliver this service? |
| | • Project future demand |
| | • Consult with other government agencies for potential service overlap |
| | • Determine service area |
| | • Develop alternatives to public delivery of the service through cost-benefit analysis. |
| | • Conduct Fiscal Impact Analysis of project based on assumed project parameters - update before approval process when specific sites are identified |
| | *Identify potential sites* |
| | • Determine site criteria: |
| | • Site size/configuration |
| | • Infrastructure needs |
| | • Environmental constraints (proximity to various land uses, negative/positive impacts) |
| | • Infrastructure needs (roads, power, sewer, etc.) |
| | • Employ a targeted or exlusionary approach as outlined in this document |
| | • Consult with CPED staff on land use and zoning |
| | • Create and execute a public outreach plan in consultation with the department of Neighborhood and Community Relations |
| | • Develop list of potential sites, evaluate based on site criteria above, and the following: |
| | • Acquisition, demolition, rehab, holding costs |
| | • Need for buffering and mitigation from adjacent, existing, and planned uses |
| | • Public input |
| | • Traffic impacts |
| | • Zoning code and Comprehensive Plan requirements |
| | *Approval Process* |
| | • Route land sale/acquisition form in preparation for City Planning Commission review, as required by state statute |
| | • Present options/recommendations to FSAM, CLIC, and the City Planning Commission |
| | • Determine and acquire necessary City Council approvals |

## Resources

"City of Minneapolis Downtown Campus Strategic Plan". February, 2005.

Debra Siniard Stinnett, "10 Steps to Successful Facility Siting", Waste Age. May 1, 1996

CPED Planning "Industrial Land Use Study and Employment Policy Plan".

CPED Planning, "Minneapolis Plan for Sustainable Growth", 2009.

City of Minneapolis Department of Public Works. "Relocation Study for Public Works Operations Linden Yards and the Impound Lot for the Bassett Creek Redevelopment Plan". November, 2009

Twin Cities Community Land Bank LLC. Framework for Business Plan

Benjamin Davy, "Fairness as Compassion: Towards a Less Unfair Facility Siting Policy"

Environmental Protection Agency, "Siting of School Facilities".

Department of Public Works Request for Council Action, MPD Mounted Patrol Horse Barn Facility. January 14, 2009.

San Francisco General Plan Community Facilities Element

Solid Waste Transfer Facility Site Selection Advisory Panel Report. Washington DC October 16, 2000

The Comprehensive Plan for the National Capital: District Elements

Southwest Transitway, Hennepin County. Operations and Maintenance Facility, 2010.

California department of Education, School Site Selection and Approval Guide, 20__

International Association of Chiefs of Police, Police Facility Planning Guidelines

New York City Planning Commission, Criteria for the Location of City Facilities, 1990

State of Alaska Department of Education, Site Selection Criteria and Evaluation Handbook, 1997

GSA, Overview of GSA's Capital Program, Project Planning Guide


MPLS
PLAN
Minneapolis
City of Lakes