

## MEMORANDUM

To: City Council Members  
CC: Casey Joe Carl, City Clerk  
From: Lee Sheehy, Interim Community Safety Commissioner  
Heather Johnston, Interim City Operations Officer  
Date: October 13, 2023  
Subject: Community Safety Center, Due Diligence on 2600 Minnehaha Site Selection

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Before the Committee of the Whole at its meeting on October 17, 2023, is a Request for Council Action to authorize staff to pursue preliminary investigation, due diligence, and preliminary design work for a Community Safety Center at the City-owned property located at 2600 Minnehaha Avenue S.

This memorandum answers the questions raised regarding community safety concepts and construction of a community safety center (which includes policing services) at 2600 Minnehaha that equitably address service gaps existing within the City of Minneapolis - particularly in South Minneapolis that includes Wards 2, 6, 8, 9, 11, and 12. The information details the administration's community safety vision and the work that has been completed and is now accelerating with the *Minneapolis Safe and Thriving Communities Report* released on July 11, 2023 and presented to the Council at the Public Health & Safety Committee on July 12, 2023. This memo consolidates the existing information that has previously been provided in various forums in one place to help facilitate the Council's decision-making process.

### **City's Mission, Vision and Values and Connection to Community Safety:**

The City of Minneapolis is committed to providing residents with 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, Community Attorneys, Crime Prevention Specialists and more make up just some of the staff that provide those direct services. The opportunity to create the City's first community safety center at 2600 Minnehaha 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. Actualizing this vision better serves staff, Minneapolis residents, and the mission of building a more robust and comprehensive safety system.

### **Community Safety Center Concept:**

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 (Exhibit D) reflects the pressing need to conceive design and implementation through alignment of all five OCS departments and all assets with the City Enterprise.

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, as described in "Next Steps" below. Once a site is identified, this team is ready to go to work.

#### **Site Selection Process:**

The City has evaluated more than 29 sites as potential locations for the Third Precinct – which translates to potential sites for a Community Safety Center in South Minneapolis. This information was presented at five separate community meetings and before the Committee of the Whole on July 18, 2023. The site selection process can be found on the City's website at [www.minneapolismn.gov/media/-www-content-assets/documents/3rd-Precinct-Building-Siting-Criteria.pdf](http://www.minneapolismn.gov/media/-www-content-assets/documents/3rd-Precinct-Building-Siting-Criteria.pdf) and is attached to this memo for your convenience. Specifically, the required and preferred site criteria are as follows:

#### Required conditions:

- Located within the 3rd Precinct geographic boundaries
- 1.5-acre parcel minimum
- Two points of entry/exit
- Within proper zone for use and building stories required
- Ease in access to the facility

#### Preferred conditions (important consideration):

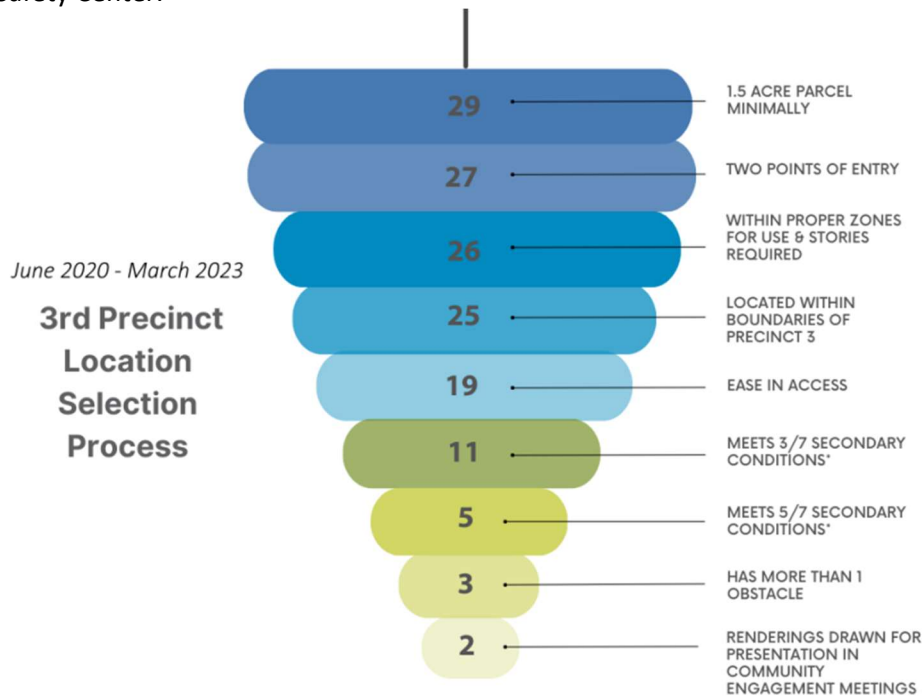
- Centrally located within the 3rd Precinct geographic boundaries
- Along main transit corridor for ease in precinct wide travel
- Minimum two block distance from residential /housing
- Space to expand or be flexible in the future
- Access to fiber optic connectivity to support technology
- City owned property/site

#### Potential site obstacles (search consideration):

- Impeding access if dependent on crossing active rail line

- Existing structures that require demolition
- Environmental clean-up/site remediation

The below graphic visually represents the identification process that the City undertook when previously examining possible Third Precinct locations – which is again comparable to the needs of a Community Safety Center.



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.

**Community Engagement:**

An overview of the Engagement process for the Third precinct can be found at <https://www.minneapolismn.gov/news/2023/march/third-precinct/>. The City worked with an independent consultant to conduct five community meetings on April 11, April 13, April 15 and April 19, 2023, and eight additional meetings with cultural communities. (Two meetings were conducted on April 13). The results of these engagement sessions indicated that a majority of respondents wanted a precinct back within the third precinct boundaries, but there were mixed opinions related to location. Further, the engagement indicated a strong desire for reform of the police department.

Looking forward, community engagement for a Community Safety Center would be aligned with Pre-Design once conceptual Design work begins. While different framing, the recent community engagement process for the MDHR Settlement Agreement Implementation demonstrated a transparent, informative approach to communities’ interest in public safety and alternative to public safety.

**Pre-Design Action:**

The Request for Council Action for authorization to pursue preliminary investigation, due diligence, and preliminary design work at 2600 Minnehaha Avenue South before the Committee of the Whole on October 17, 2023, will enable the City to answer questions around timeline and community engagement process and points. Without the requested authorization, the administration is unable to answer such questions with specificity.

The action does NOT yet request authorization for funding for a Community Safety Center or a Third Precinct at this location. A future action will be brought forward to Council.

**Next Steps:**

If the City Council agrees that the administration should continue work to prepare for a Community Safety Center at 2600 Minnehaha, 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 (Exhibit D) 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 on 2600 Minnehaha 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.

# EXHIBIT A

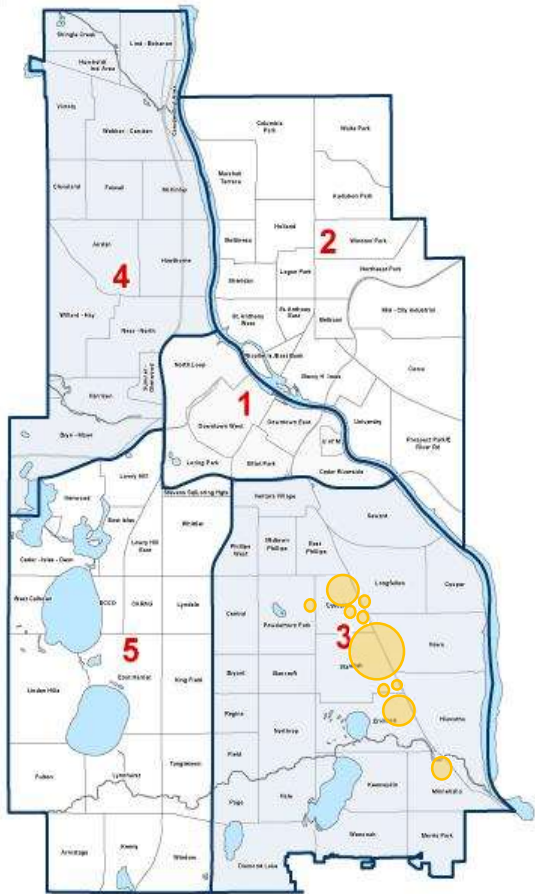
The City of Minneapolis has 5 Police Precincts

Precinct 3 is the largest geographically, located on the Southeast portion of the city covering 58.4 square miles, with its defined boundaries as:

- East – Mississippi River
- West – 35W
- South - Highway 62
- North – I-94

Precinct 3 serves 103,000 people that live in the area defined by its boundaries

### Precinct Siting Criteria



- 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

#### Preferred Conditions

- Centrally located within the precinct boundaries
- Along main transit corridor for ease 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 owned property/site

#### Potential Site Obstacles

- Impeding access if dependent on crossing active rail line
- Existing structures that require demolition
- Environmental clean-up/site remediation

Between July 2020 and December 2022, the City of Minneapolis' Property Services division conducted site searches based on the Precinct Siting Criteria with consideration of Preferred Conditions and Potential Site Obstacles

Sites were examined if two or more criteria were presenting. Considered site areas indicated by Over 24 sites were considered and reviewed. 2 sites meet Siting Criteria and Preferred Conditions and are being considered as viable options

- 3000 Minnehaha Avenue, meets 5 of 5 Precinct Citing Criteria and Preferred Conditions
- 2600 Minnehaha Avenue, meets 5 of 5 Precinct Citing Criteria and Preferred Conditions

# EXHIBIT B

## NEW FACILITY

2600 Minnehaha Ave  
32,000 SF Facility  
1.51 acre site



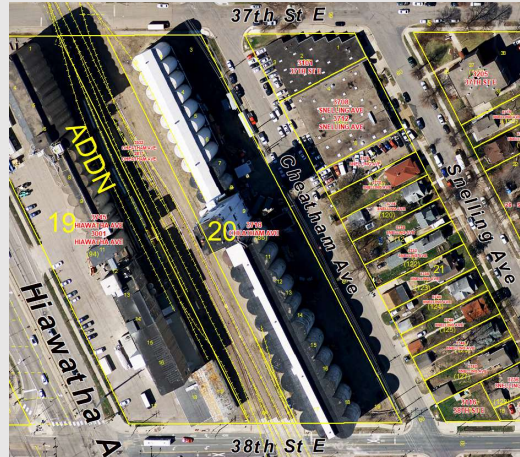
Site Entries: 26<sup>th</sup> St E, Minnehaha Ave

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

Duration: 3.5 years (design & construction)

## NEW FACILITY

3716 Cheatham Ave  
32,000 SF Facility  
2.08 acre site



Site Entries: 37<sup>th</sup> St E, 38<sup>th</sup> St E, Cheatham Ave

Land Purchase	\$6M
Demolition & Remediation	\$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

## NEW FACILITY

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



Site Entries: 26<sup>th</sup> St E, 26<sup>th</sup> Ave S, alley

Land Purchase	\$5M
Demolition	\$.5M
New Construction	\$28M - \$32M
Including parking	
	\$33.5M- \$37.5M

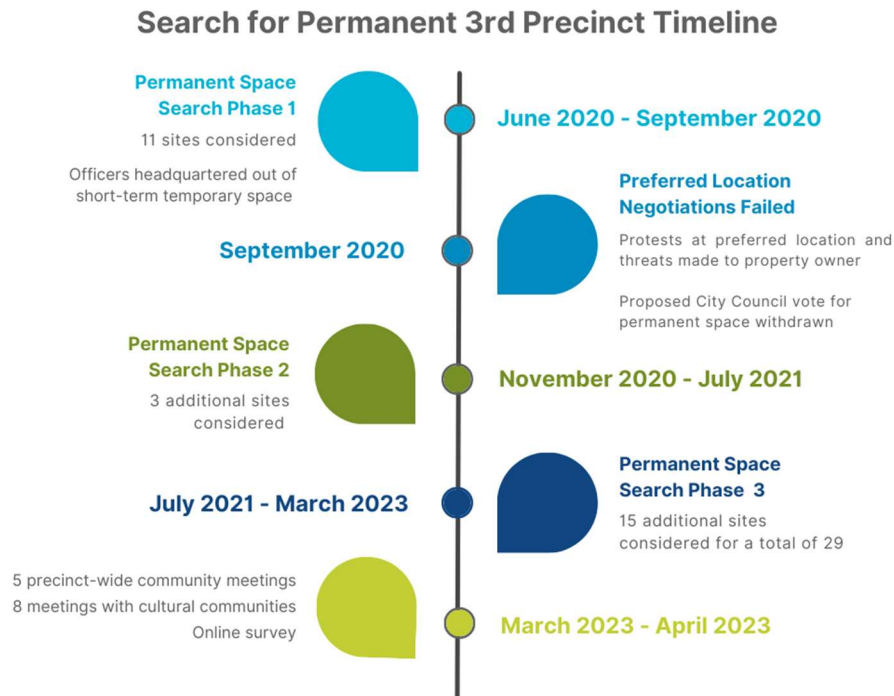
Duration: .5 to 1 year (acquis. & site prep.)  
Duration: 3.5 years (design & construction)  
Total: 4 to 4.5 years

**\*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

## EXHIBIT C

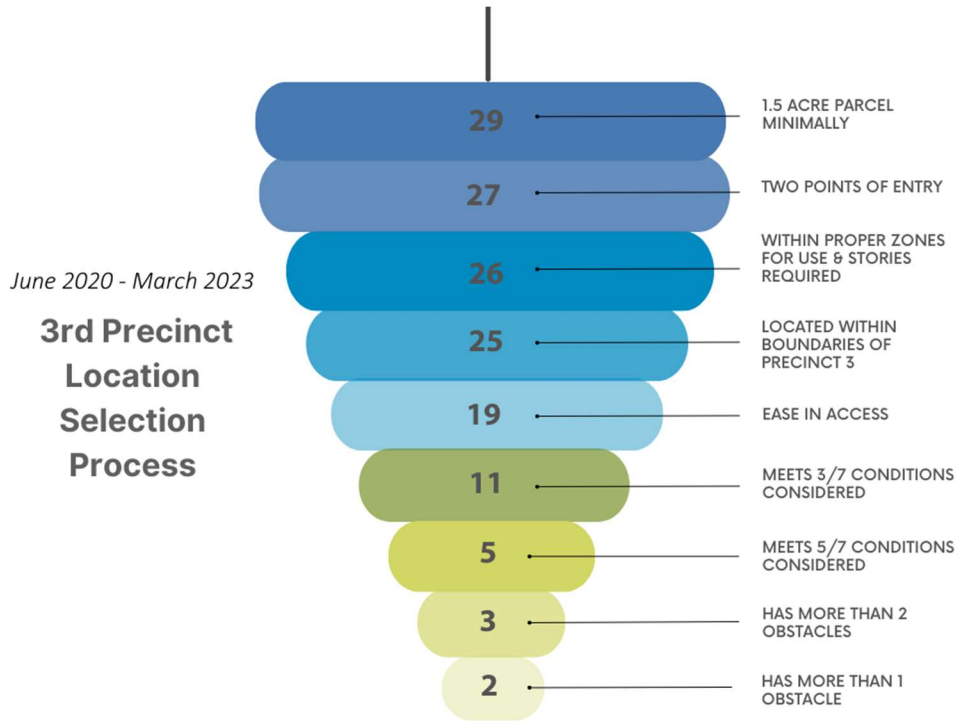
In June 2020, as part of broad civil unrest in Minneapolis, portions of the building where 3<sup>rd</sup> precinct officers were housed was damaged, requiring the evaluation of the space for future use. From June 2020 to today that work has moved from property search to engagement to the future ongoing creative thinking.



Search criteria for each location considered included property characteristics shown on the graphic shown below. These criteria were considered first because without them the site was not viable for additional consideration. After sites were reviewed for requirements, there were secondary conditions considered to further narrow down the options, those are listed below. While sites didn't necessarily have to meet each secondary condition, the more compatible they were, the further consideration they were given. Finally, there were two major obstacles that eliminated remaining sites from consideration, those were 1. impeding access if dependent on crossing active rail line and 2. existing structures that require demolition. While each site has been reviewed in the same way, this was an iterative process that moved forward with sites under consideration being added beginning in June 2020 and continues today.

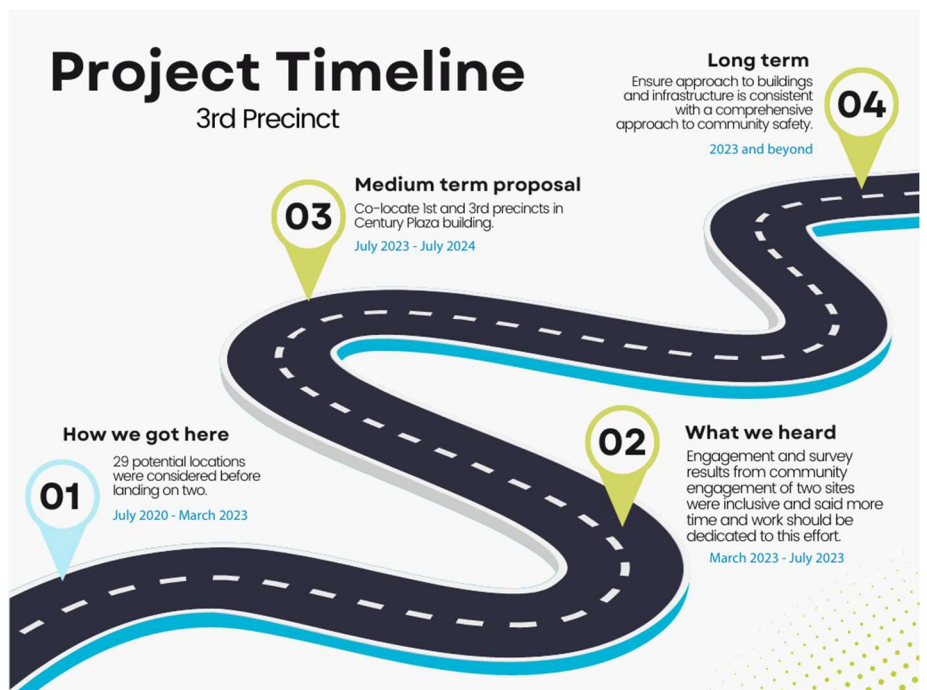
### *Secondary Conditions:*

1. Centrally located within the precinct boundaries;
2. Along a main transit corridor for ease in precinct wide travel;
3. Space to expand or be flexible in the future;
4. Minimum two blocks distance from residential /housing;
5. Near or along public transit routing;
6. Access to Fiber Optic Connectivity to support technology and;
7. City owned property/site.

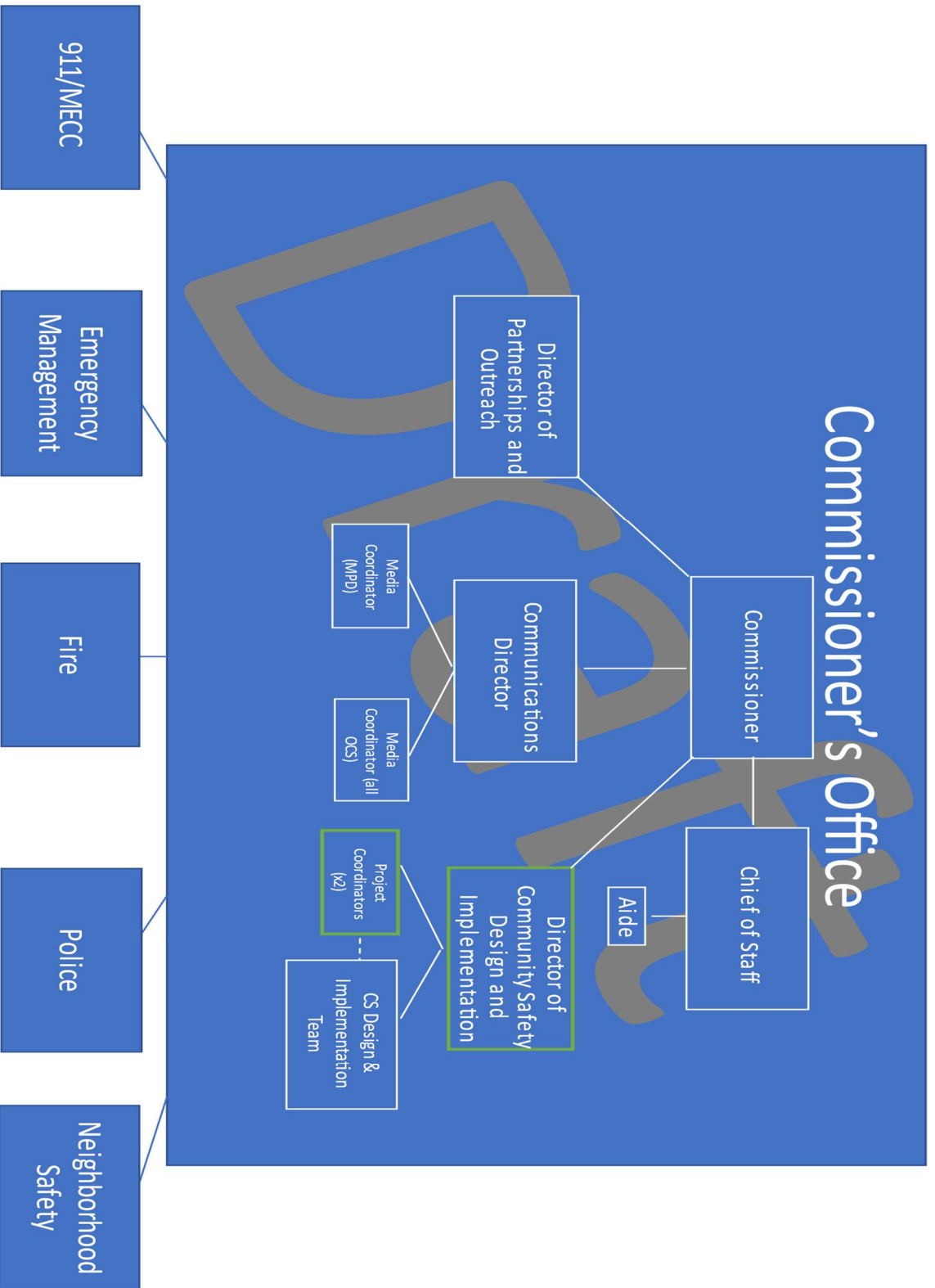


While the conditions, secondary conditions and obstacles were predetermined by City of Minneapolis Property Services, another major barrier was interest from buyers to sell to the City of Minneapolis for this purpose. While identifying a site for the 3<sup>rd</sup> Precinct following damage done during the civil unrest there were additional protests that resulted in the preferred location being taken off the table by the owner of that property. Protests at the site and threats to their family were made.

The future of police facilities in Minneapolis continues to be under review as we move through the process of envisioning a comprehensive approach to community safety.







\*2 FTEs (Media Relation Coordinator Positions) under prioritization review

\*Green boxes denote 2024 proposed positions

EXHIBIT D