



Date of Board P+C: May 15, 2019

Date of Board Approval (for CAC's only): June 12, 2019

Date of Most Recent Update: April 28, 2019

Staff Lead: Kate Lamers

Department or Division: Planning

Project Name: Upper Harbor Terminal Park Concept and First Phase Improvements

Engagement Level: Consult and Involve

This plan serves as a guide for the community engagement process for the Upper Harbor Terminal Park Concept and First Phase Improvements. The plan may be modified as circumstance warrants during project duration. Substantial modifications are to be communicated to stakeholders and the MPRB Board of Commissioners.

As required by the Minneapolis Park and Recreation Board Community Engagement Policy, this project requires a Community Engagement Plan because the project falls under both the **CONSULT and INVOLVE** categories of community engagement for which MPRB is required to obtain stakeholder feedback on project, initiative, or program analysis, alternatives, or decisions. This Community Engagement (CE) Plan was used with a GARE Racial Equity Tool Kit framework.

Key Stakeholders should be engaged in the creation of this plan. Please explain how they were engaged:

In regard to developing the CE plan, staff is currently engaging each stakeholder identified below to discuss MPRB engagement next steps, how MPRB will link it's own park engagement efforts with the City's engagement around private redevelopment at the UHT, and the details of topics and tasks addressed by the MPRB and City's efforts. Staff also reviewed the MPRB Community Advisory Committee (CAC) approach to engagement, how MPRB forms CAC's under the 2019 Community Engagement Policy, and how the CAC fits into the larger context of engagement.

Above the Falls Community Advisory Committee: Attended two meetings, sending draft engagement plan for review and comment to team members.

Co-Creation Team Members: Attended a meeting, sending draft engagement plan for review and comment to team members.

Northside Neighborhood Organizations (all): Emailed all Northside neighborhoods and sending draft engagement plan for review and comment to neighborhood organizations. Offered to attend meetings or meet with staff of four neighborhoods nearest to the project site: McKinley, Folwell, Webber Camden, Hawthorne.

Northeast Neighborhood Organizations (all): Emailed all Northeast neighborhoods and sending draft engagement plan for review and comment to neighborhood organizations. Offered to attend meetings or meet with staff of four neighborhoods nearest to the project site: Marshall Terrace, Bottineau, Sheridan.

Northern Green Zone Task Force: Sent draft engagement plan for review and comment to team members, offered to attend meetings, discussed with members and City staff.

1.0 Project Description

1a. Project Overview:

The Upper Harbor Terminal (UHT) is a 48 acre site, owned by the City of Minneapolis, along the Mississippi River in North Minneapolis. This property is composed of seven parcels and is slightly under a mile long, and about 500 feet wide for most of its length. Since the 1960's the UHT has operated as an inter-modal barge shipping terminal. With the closing of the barge operation at the end of the 2014 season, the City and MPRB initiated a redevelopment planning process. The two agencies initiated community engagement in 2015 to help inform a search for a master developer through a Request for Qualifications (RFQ) process. The City and MPRB entered into a partnership with the selected developer in 2017 and engagement and planning work continued through 2018. In the fall of 2018 the team released a draft redevelopment concept, which was revised and approved by the City of Minneapolis in March, 2019. The redevelopment concept includes a park boundary that defines a 19.5 acre public park. This community engagement plan will guide the MPRB process to work with community members and other stakeholders to develop an overall park concept and the first phase of improvements.

1b. MPRB Outcomes *(What goals, strategies, or values in the MPRB Comprehensive Plan does this project, program, or initiative relate to?)*:

Vision Theme: Dynamic parks that shape city character and meet diverse community needs.

- Goal 1: Parks shape an evolving city
- Goal: Park facility renewal and development respects history and focuses on sustainability, accessibility, flexibility, and beauty.
- Goal: Through outreach and research, park and recreation services are relevant today and tomorrow.

1c. Project Timeline:

June – Fall, 2019: Park concept planning

Fall, 2019 – January, 2020: First phase park improvements planning and design

March, 2020 – December, 2020: First phase park design development

Spring, 2021: First phase park construction begins

1d. Project Funding:

Capital Sources	Amount	Expiration
Above the Falls (ATF) Regional Park: Master Plan Implementation 2019	\$85,000	2023
ATF Regional Park: Master Plan Implementation 2020	\$1,489,257	2024
ATF Regional Park: Master Plan Implementation 2021	\$1,317,473	2025
ATF Regional Park: Master Plan Implementation 2023	\$2,193,250	2027

Supplemental Sources	Amount	Expiration
State Bond Funding, 2018	\$6,000,000	2023
Third Party Funding	902,020	TBD
Total:	12,000,000	

2.0 Project Data:

2a. What are the boundaries of the community engagement area? *(For regional facilities include neighborhoods adjacent to the park and city/regional boundaries)*

First focus area: McKinley, Webber Camden, Folwell and Hawthorne Neighborhoods. These four neighborhoods are closest to the UHT (the UHT site is mainly within the McKinley Neighborhood) and UHT will address a significant regional park and water access deficit for these neighborhoods.

Second focus area: All North Minneapolis neighborhoods north of I-94 and three nearest Northeast neighborhoods (Marshall Terrace, Bottineau, Sheridan). The remaining Northside neighborhoods and nearest Northeast neighborhoods all have limited access to regional park space and water. The UHT will be an important destination for residents throughout the region.

Third focus area: All Minneapolis. MPRB will send digital communications and solicit input from all city residents. The UHT is within the Above the Falls (ATF) Regional Park. Like other regional parks, the ATF park will attract visitors from all over the metro area, serve a wider recreational system, and have environmental impacts to the river that are well outside of the park boundary.

2b. What are the demographics of the community engagement area? *(Please refer to percentages of the population when possible and note the sources of the data.)*

Data from the 2010 – 2014 American Community Survey was collected by surveys over those five years, and therefore describe the average characteristics for the 5 year time period. This data has been adjusted to fit current neighborhood boundaries using the 2010 Census counts for population and adjusted to fit current neighborhood boundaries using the 2010 Census counts for population and housing to provide the best estimate of how many people or housing units relate to each characteristic. Median calculations provided represent weighted averages of census tracts medians with the weighting based on the percent that each census tract represents of the selection area whole. All dollar amounts are shown in 2013 dollars.

Neighborhood	Foreign Born Persons	Language other than English spoken at home for Population over age 5	High school graduate or higher for populations over age 25
Webber-Camden	10.9%	17%	30.1%
Folwell	10.9%	unavailable	32.7%
Hawthorne	15.5%	34.2%	31.1%
McKinley	12.1%	unavailable	37.6%
City of Minneapolis as a whole (2013 – 2017, United States Census Bureau)	15.9%	21.7%	89.3%

Neighborhood	Bachelor's degree or higher for populations over age 25	Median Household income	Persons below poverty level
Webber-Camden	19.50%	\$36,342	26.50%
Folwell	20.20%	\$36,836	35.30%
Hawthorne	15.50%	\$20,801	38.90%
McKinley	16.10%	\$40,250	37.80%
City of Minneapolis as a whole (2013 – 2017, United States Census Bureau)	48.3%	\$55,720	20.7%

2c. List any key findings or excerpts from relevant plans or policies that are informing this project, program or initiative, especially if community was engaged in the policy or plan: *The purpose of community research is to collect data that will best inform specific project decisions or strategic direction and support the policy goals of effective community engagement. Research completed in advance of and during project development may include review of previously completed directives or mandates, master plans, community studies, industry trends and historical and demographic data. MPRB staff is responsible for determining the research data necessary to support and document decision-making for a project and building off prior community engaged planning, policy and design.*

Prior to issuing the Request for Qualifications for a master developer, the City and MPRB compiled input gathered into the following nine Characteristics of Success:

- Achieves equitable development and helps address disparities
- Includes a first-class regional park
- Connects into the fabric of the community
- Offers a significant riverfront-oriented destination
- Provides high quality, community-benefitting private development
- Reflects the history of the site
- Incorporates high quality design
- Showcases “green” sustainable approaches and features
- Feels unique to this specific place

The Above the Falls Regional Park Master Plan identified the following principles:

- Retain core parks-related Above the Falls Master Plan Guidelines and integrate RiverFirst principles and parks projects
- Create continuous parks and trails along both sides of the Mississippi, drawing people from all neighborhoods and backgrounds to the river
- Focus land acquisition and trail easement efforts on engagement with willing property owners, including interim trail easements
- Integrate stewardship of natural and cultural resources with parks and trails design
- Foster cooperation among public agencies as well as partnership with private sector organizations and institutions

2d. What are the data gaps? What additional research needs to be done to understand the project stakeholders and project scope?

MPRB and partners have collected significant data about public park preferences on the upper river starting in 2011. Staff have focused on the UHT site since 2015 and are currently compiling and organizing specific UHT park data. In order to move beyond general preferences and values, MPRB needs to engage community members with design alternatives. An iterative design process will help MPRB and community members weigh options, articulate preferences and how visions and values are expressed through various ideas, and prioritize improvements.

3.0 Community Engagement:

The MPRB supports the use of a variety of techniques to interact with and obtain information from stakeholders. Outreach and research tools and methods can be applied for a variety of reasons, including but not limited to the following:

- Evaluate success and measure community impact of existing programs, services or facilities.
- Gain stakeholder insight and perspective regarding development of a new program, service or facility.
- Proactively identify or explore park and recreation trends or ideas.
- Determine essential services to be provided for a community or park area.
- Query stakeholders when proposing or revising policy.
- Resolve persistent conflicts or problems.
- Educate or inform the public on proposed changes, initiatives and projects.
- Reflect on projects, programs and initiatives after adoption by the Board or report on how community input has been integrated.
- Learn the history of local context and community.

Project Stakeholder <i>(students, ethnic communities, neighborhood groups, community leaders)</i>	Outreach: How will you reach out to the stakeholder? <i>(i.e. go to parks, neighborhood listserv, engage with cultural media)</i>	Engagement: How will they participate? <i>(i. e. online survey, focus group, community open house, intercept survey)</i>	Reflecting Back: How will stakeholder groups be reflected back to about the project progress or outcomes? <i>(Posted on project website, ribbon cutting, e-blast, site visit, celebration)</i>
All Minneapolis residents and other community members	Listserv, social media, community organizations	Online survey, public meetings and open houses, intercepts at events	Listserv and social media notifications about posting on project website
Residents in McKinley Neighborhood and nearest to the site	Doorknocking, mailers or fliers, yard sign notifications, social media postings, sign up for listserv	Doorknocking interviews, online or paper surveys, intercepts and events, public meetings and open houses, social media	Listserv and social media notifications about posting on project website, postcard about public hearing to nearest 3 blocks west of I-94.
First focus area (McKinley, Webber Camden, Folwell, Hawthorne Neighborhoods)	Listserv, social media, community organizations, enhanced neighborhood organization outreach	Project meetings, events in this, staff attendance at neighborhood meetings. (Due to various needs for meetings, such as technology, room capacity, parking, transit, etc. meeting locations may vary.)	Listserv, social media, events, community organizations, enhanced neighborhood organization outreach
Second focus area (all North neighborhoods north of I-94 and three nearest Northeast neighborhoods (Marshall Terrace, Bottineau, and Sheridan)	Listserv, social media, community organizations, enhanced neighborhood organization outreach	Project meetings, events in this area	Listserv, social media, events, community organizations, enhanced neighborhood organization outreach
General Northside community members	Yard sign notifications, social media postings, sign up for listserve	Online survey, public meetings and open houses, intercepts at events	Listserv and social media notifications about posting on project website
Youth	Listserv, social media postings, events and tours	Online survey, social media surveys	Listserv, social media postings

Seniors	Outreach to community organizations and leaders, potential consultant to convene focus groups	Online survey, focus groups	Listserv and social media notifications about posting on project website, focus group and community leader follow up
Ethnic Groups (Indigenous, African American, East African, Southeast Asian, Latinx)	Consultants to convene focus groups or help craft an engagement plan, community leaders, faith based organizations, youth organizations, social media	Online survey, focus groups, social media surveys	Listserv and social media notifications about posting on project website, focus group and community leader follow up
People with Disabilities	Minneapolis Advisory Committee on People with Disabilities (MACOPWD), possible focus group follow up	Attend MACOPWD meetings, online surveys and social media surveys	Listserv and social media notifications about posting on project website, focus group and city staff follow up
LGBTQ community members	Minneapolis Transgender Equity Council	Attend meetings, online surveys and social media surveys	Listserv and social media notifications about posting on project website, focus group and city staff follow up
Community leaders	Direct call/email, listserv, potential consultants	Direct call/email, online surveys, focus groups,	Listserv and social media notifications about posting on project website, focus groups and email/call follow up
Neighborhood organizations	Direct call/email, listserv	Attend meetings of nearest organizations, online surveys, public meetings and open houses	Listserv and social media notifications about posting on project website, email/call follow up

3a. Advisory Committees:

Technical Advisory Committee: This roster is a list of agencies and groups that are on the TAC
City of Minneapolis Public Works and Community Planning and Economic Development (CPED)
Master developer (United Properties, THOR Companies, First Avenue Productions)
Mississippi Watershed Management Organization
Minneapolis Parks Foundation
National Park Service
Hennepin County
Minneapolis Public Schools
City of Minneapolis City Coordinators Office (Green Zones)
Minneapolis Riverfront Partnership

Supplemental Resources Committee: This roster is a list of agencies and groups that MPRB may reach out to for coordination, permits, etc.
Department of Natural Resources
Army Corps of Engineers
Minnesota Department of Transportation
Metropolitan Council

Project Advisory Committee: This roster is a list of MPRB departments and divisions that are on the PAC
Planning (Design and Project Management and Strategic Planning)
Recreation
Environmental Stewardship
Community Outreach
Customer Service

3b. Will a Community Advisory Committee be required for this project, program, or initiative? Y/N

Yes, the project will result in a new master plan for the 19.5 acres of public park at the UHT.

If yes, complete the following section.

CAC Charge (note that the CAC charge has been refined from the April, 2019 CAC application forms, but should not substantially change the roles):

General Tasks

- To make recommendations about the project to the MPRB Board of Commissioners
- To reach out to community members about the project
- To abide by the CE Policy

The appointed UHT CAC will assist MPRB with the creation of park related components and advise MPRB on decisions about park program and design as further described below. Other roles may be added as the process moves forward.

- Become familiar with the site and its context within the neighborhood, city, and region.
- Become familiar with the Above the Falls Regional Park Master Plan, the plan for a broader park within which UHT sits.
- Become knowledgeable about the UHT redevelopment concept recently adopted by the City.
- Advise MPRB staff on evaluating existing community input data, collecting additional data, and formulating and evaluating park program and conceptual design alternatives.
- Advise MPRB on the refinement of alternatives into preferred approaches.
- Advise MPRB staff on the interface between park and other aspects of UHT redevelopment for coordination with the City and Mississippi Watershed Management Organization .
- Contribute to broad community engagement by acting as a communication conduit for the CAC's represented communities and the spectrum of stakeholders and stakeholder groups.
- Advise MPRB on job creation, anti-displacement strategies, and other desired community benefits that would likely be provided by MPRB or park-related partners.
- Make recommendations to the staff on vision, goals, and principles, park concept design alternatives, priorities for first phase park improvements, and project process.
- Make approval recommendation to the MPRB Board of Commissioners of preferred park guiding principles, program, concept plan and phase one implementation priorities.

The topics below are included in the charge for the City of Minneapolis' Community Planning and Engagement Committee. The MPRB' UHT CAC may coordinate efforts on topics of joint interest (*shown in italics*).

- Develop the Hub concept, including *possible inclusion of space to be shared with the adjacent park use*
- *Develop the Upper Harbor Terminal Interpretive and Public Art Plans*
- Refine the Concept Plan elements including the design of the *City-funded infrastructure (e.g., streetscape along Dowling and north-south street/parkway)* and the *outdoor music performance venue*, and preparation of a housing plan with guidance on the affordability mix
- Refine the Concept Plan elements related to future development phases, especially focused on the relationship between development and *future phases of park development*

CAC Composition Goals:	Appointers and the CAC Selection Committee should appoint individuals that represent one or more of the identities/perspectives listed below to ensure diversity on the CAC. This is not an exhaustive or conclusive list, and categories should be based on self- identification, and not assumption. <u>Note: CAC members may seek to bring a variety of perspectives and experiences, however staff seeks to avoid burdening members with trying to represent their demographic.</u> A CAC may not be a suitable venue for some community members to engage; MPRB will seek to find ways outside of the CAC to achieve balanced and broad engagement. MPRB staff are tasked with engaging with a wider spectrum of people from various demographics, rather than relying on a few representatives.
Racial/Ethnic Diversity	Seek members from the following ethnic groups: African American, Indigenous, East African, Southeast Asian, Latinx; reflect significant racial diversity found in North Mpls on CAC and arrange for additional outreach.
Generational Diversity	Seek a range of members that include youth, seniors, and parents
Socioeconomic Diversity	Seek members who currently rent their residences as well as own, or have personal or work experience with community members living below the poverty line
Linguistic Diversity	Seek members that speak two or more languages and/or have connections with multi-lingual community members and their needs
Diversity of interests	Seek members from an environmental organization, a business owner on the Northside or someone who works for an economic organization, a member who is a multi-modal transportation enthusiast or advocate.
Geographical representation	Seek up to 50% of members that live or work in the nearest Northside neighborhoods (McKinley, Webber Camden, Folwell, Hawthorne) and members that live or work on the Northside or the three nearest Northeast neighborhoods (Marshall Terrace, Bottineau, Sheridan). Include members from outside of the North and Northeast areas.

CAC Selection Committee Roster: <i>This roster of groups and individuals that are participating in the CAC appointment process for the project, program, or initiative</i>
All Northside neighborhoods
Northeast neighborhoods nearest to the project site (Marshall Terrace, Bottineau, Sheridan)

Co-Creation Committee
Green Zones Task Force
Above the Falls Community Advisory Committee

Community Advisory Committee:	
Committee Recommended Slate	Board Approved Slate
Seats 1 - 8	
In process	
Board Individually Appointed CAC Members	
Commissioner	Appointee
Brad Bourn	
AK Hassan	
Kale Severson	
LaTrisha Vetaw	
Londel French	
Meg Forney	Alexis Pennie
Chris Meyer	
Jono Cowgill	
Stephanie Musich	

4.0 Analysis:

4a. What questions will you be asking community to respond to in your outreach and engagement?

Questions will evolve and become more specific to each stage of the project. Questions may vary significantly depending on the City of Minneapolis process and plans.

MPRB will ask community:

- To help evaluate existing data of park related input on UHT and determine if there are gaps or key questions that need to be asked
- To translate data into values and visions for the park spaces
- To create a park program of experiences and important elements based on the values and visions defined. To understand how the variety of community needs and perspectives can impact experiences.

- To evaluate park design alternatives and how they reflect the values, visions, and park program
- To evaluate how different community members and demographics will experience the park alternatives
- To define preferences and priorities that will help staff articulate a preferred concept
- To evaluate first phase park improvements, and how the initial improvements respond to community preferences
- To define preferences and priorities that will help staff articulate the first phase of improvements

Staff may modify an existing tool such as the Green Zones criteria, or Equitable Development Scorecard to use to evaluate the designs.

4b. How will your community engagement outreach, engagement, and methods make MPRB a more equitable system?

MPRB staff will seek to create balanced engagement that reaches a broad range of people and a variety of demographics and community perspectives. Staff will seek to:

- Conduct an engagement process that is much broader than the CAC. The CAC is one method of engagement, and a helpful method to focus and organize conversations, but not the only method of engagement.
- Hire people from within the under-represented communities, and to pay them fairly for their work and expertise
- Communicate with people through means and methods that are suitable to them
- Respect and communicate the diversity of needs and preferences to the broader community and increase understanding between different groups
- Strengthen existing community networks and communication channels

MPRB staff will seek to give community members a meaningful voice in shaping the public park system by:

- Putting effort into creative ideas and solutions
- Providing solutions that achieve the goals and requests of community members.
- Communicating back to community members if meeting goals and requests cannot be achieved. If such goals and requests may be met within the MPRB system, but outside of the UHT, staff shall pass information to, and connect community members with, other areas of the organization.

MPRB staff will look beyond the immediate goals of the UHT project:

- Clearly help community members understand the choices and parameters within the Upper Harbor Terminal project, but also within the wider park system
- Build a relationship between community members and MPRB; connect people with other departments, projects, and people as applicable

5.0 Evaluation Summary: *To be completed at one or more project milestones, and at the completion of the project, program, or initiative.*

5a. Identify one or more key project milestones when project evaluation will be performed

At the start of the CAC meetings, staff will ask community members and project team to evaluate the community input and data collected at that point (since 2015). Staff will initiate project evaluation when considering concept alternatives, a preferred concept, and preferred first phase improvements.

5a. Who was engaged during the process?

(i.e. demographic info from online survey participants, the CAC, and community engagement whenever possible. Refer back to Section 2 in the CE Plan and how your engagement reflects the diversity of the community in the engagement area.)

5b. How did the engagement inform the project outcome?

(i.e. public tabulation and amendments following a public comment period)

5c. How did the project and engagement fulfill a goal or strategy in the MPRB Comprehensive Plan?

5d. Please describe any new or innovative engagement methods used during the process:

5e. What recommendations do you have for future engagement around this topic, park, or area?