



Date of Board P+C: 9/28/22

Date of Most Recent Update: 8/16/23

*Please fill out this form if your project, program, or initiative includes community engagement beyond the “Inform” level. All Community Engagement Plans should be filed as Petitions and Communications with the MPRB Board of Commissioners and submitted to the MPRB Engagement Portal on SharePoint (<https://minneapolisparcs.sharepoint.com/planning/SitePages/Home.aspx>.)*

**Staff Lead:** Carrie Christensen

**Department or Division:** Strategic Planning

**Project Name:** Midtown Greenway Regional Trail Plan

**Engagement Level:** Consult *(See Engagement Assessment attached)*

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This plan serves as a guide for the community engagement process for the Midtown Greenway Regional Trail Master Plan. 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 the *consult* category of community engagement for which MPRB is required to obtain stakeholder feedback on project, initiative, or program analysis, alternatives, or decisions. This 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 who was engaged:**

- The Lake Street Greenway Partnership Making the Connection Workgroup
- MPRB Board of Commissioners directed modifications to this community engagement plan in July 2023. The resolution directing these changes can be found [here](#).

## 1. Project Description

### 1a. Project Overview:

To synthesize a master plan document to update previous partner agency master plan for the Midtown Greenway as a regional trail in order to be considered for approval by MPRB and Metropolitan Council, drawing largely on community engagement, design, and analysis work done by partners and entities since the inception of the Greenway. This significant trail is fully built and has been a critical part of the Twin Cities trail network, but the regional trail plan is a necessary next step for full inclusion in the Regional Park and Trail system and to clarify MPRB’s role the trail. This effort will also result in a joint powers agreement (JPA) that will guide agency roles related to the trail and any proposed park amenities of the Greenway with the City of Minneapolis and Hennepin County.

In summer 2023, the Board of Commissioners directed staff to continue work to prepare a regional trail plan and a capital-only Joint Powers Agreement for the Midtown Greenway that defines how capital funding would be allocated and used to implement capital projects in alignment with the MPRB's community engagement policy and one that can be considered for approval by MPRB and the Met Council.

MPRB capital-only funding for the Greenway will be restricted to lower-cost new amenities like wayfinding, drinking fountains, portable restrooms, picnic tables, community gardens and similar like items that could be supported by an approximately \$70,000 annual budget. MPRB's capital-only funding will exclude high-cost items including new ramp infrastructure, lighting, permanent restrooms, pavement repaving, trail expansions and like-items. The new capital-only amenities provided by MPRB will be maintained by other agencies as the current and ongoing Greenway operations and maintenance providers which will be outlined in the JPA.

Funding, implementation, and maintenance of high-cost capital needs on the Greenway including infrastructure like ramps and lighting, will not be provided by MPRB. MPRB will not make state funding requests for the Greenway. These guidelines are in place to protect MPRB's commitment to our current MPRB state funding requests to finish the Grand Rounds and other important regional projects.

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

Goal 2: Steward a continuum of nature and recreation

Strategy 11: Prioritize new parks and new park amenities that benefit climate resilience and equitable park access.

Goal 3: Provide core services with care

Strategy 12: Increase park staff, safety, programming, operations and design capacity to meet increased demands of park system expansion, including new park acquisition, development, new facilities, increased programs, increased events and to support the implementation of the comprehensive plan.

Goal 4: Work from our strengths and determine our role in partnerships

Strategy 8: Create system-wide connections to and through parks for pedestrians, cyclists, and transit riders based on master plans and in collaboration with agency partners.

**1c. Project Timeline:**

Fall-Winter 2022: Vision and Discovery, Community Engagement, partner and previous document/plan synthesizing

Fall 2023-Spring 2024: Draft master plan development and JPA for operations roles development

Summer 2024: Public Comment Period, MPRB approval, and Met Council approval, and JPA approval

Summer 2024: Midtown Greenway regional trail counts

**1d. Project Funding:**

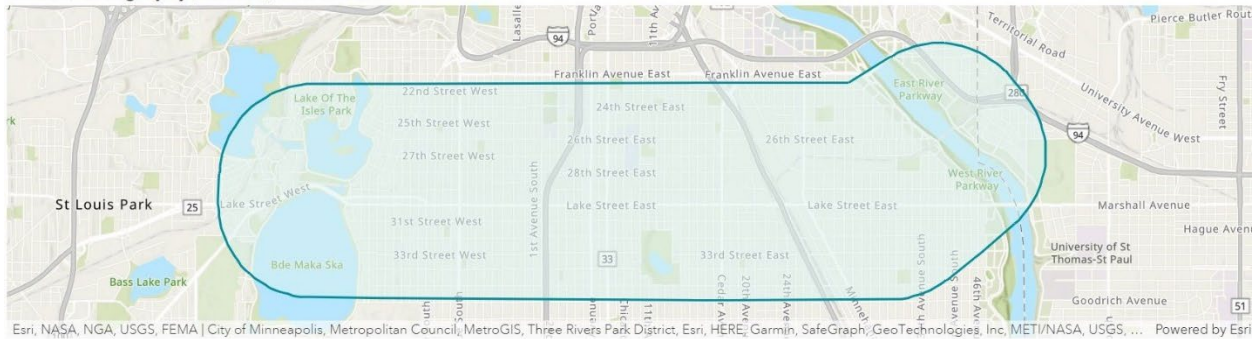
<u>Capital Sources</u>	<u>Amount</u>	<u>Expiration</u>

<u>Supplemental Sources</u>	<u>Amount</u>	<u>Expiration</u>
Strategic Planning Department Professional Services	Up to \$75,000	2024
<b>Total:</b>		

**2. 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.)*

Since the trail will serve a regional audience, the engagement area includes the region with a specific focus on the neighborhoods adjacent to the Midtown Greenway. The Midtown Greenway Regional Search Corridor includes the trail from France Avenue on the west to the Minneapolis border on east side of the river. The following demographics include regional and neighborhood-based data. The neighborhood specific boundary is represented in the map below.



**2b. What are the demographics of the community engagement area?** Source: MN Compass

Demographic Characteristic	Greenway Adjacent Neighborhood Area	Twin Cities Region
<b>Age</b>	42% between ages of 24-45	28% between ages of 24-45
	20% under 18	24% under 18
<b>Race/Ethnicity</b>	53% identifies as white	71% identifies as white
	47% identifies as BIPOC or multi-racial	29% identifies as BIPOC or multi-racial
<b>Language</b>	29% speaks a language other than English	16% speaks a language other than English
<b>Income</b>	18% of people below the poverty line	9% of people below the poverty line
<b>Transportation</b>	18% doesn't own a car	7% doesn't own a car
	63% drives to work	82% drives to work

**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:**

[Hennepin County Midtown Community Works Making the Connections Report \(2015\)](#): This report details recommendations by Hennepin County based on extensive stakeholder engagement for improvements to the Midtown Greenway related to access, creative placemaking, and access

[Lake Street Midtown Greenway Corridor Framework Plan \(1999\)](#)

[Cepro Site Master Plan and Site Improvements \(2016\)](#): MPRB created a master plan for Cepro Park adjacent to the Greenway and has since worked with Hennepin County to take over ownership and operations of the park. Site improvements are underway based on the master plan.

[South Service Area Master Plan \(2016\)](#): MPRB's master plan for the South Service Area includes the geography of the Greenway and design guidance for adjacent MPRB parks, like the Cepro Site.

[Lake St Recovery \(2022\)](#): This is one of several community-led initiatives to heal and build Lake Street and the surrounding area in response to the unrest following the murder of George Floyd. MPRB will work to build off community organizing being done in the area during the master plan.

[Community Safety Through Environmental Design \(2020\)](#) (Hennepin County)

Creative CityMaking: In 2019-20, the Creative CityMaking program with the City of Minneapolis hired artists to explore and activate the Greenway. The program was only partially completed, but some of the work that was done as part of the program by Molly Van Avery and Masa Kawahara may inform the plan.

[Lake Street Alignment](#) (2021): A community led initiative to reimagine and rebuild Lake Street with racial, economic, and environmental justice at its core. MPRB will consult with community efforts that are already underway in the area rather than build separate engagement efforts to envision the Greenway. This initiative is a good example of the work being done by community and for community, and MPRB hopes to listen, collaborate, and build from work already being done.

Wayfinding Inventory (2020): the Making the Connection Workgroup completed a wayfinding inventory of the route that will provide an understanding of the current state of signage and wayfinding along the corridor.

[Lake Street/Greenway Alternatives Analysis](#) (2014) by Metro Transit

[MnDOT's Midtown Greenway Reevaluation](#) (2017)

[Midtown Greenway Access](#) (2021)

[Lake Street Greenway Partnership](#): PRB has been part of this partnership for several years and the work of the partnership has guided development in the area, including portions of the Midtown Greenway

[Truth and Repair on Lake Street](#) (2021): This is a community-led effort to heal and build Lake Street as a response to the unrest in 2021 following the murder of George Floyd. MPRB will consult with community efforts that are already underway in the area rather than build separate engagement efforts to envision the Greenway. This initiative is a good example of the work being done by community and for community, and MPRB hopes to listen, collaborate, and build from work already being done.

[National Register Designation](#) (MnDOT) (2017): This outlines the historical significance of the Greenway bridges as well as rehabilitation efforts.

[Bikeway Report \(2000\)](#): The report was a collaboration between MPRB and the City and part of a joint service redesign project that considered the role and responsibility of both agencies for several types of public infrastructure within the city. The Report established a Joint Planning Process (Process) for new trails and also roles and responsibilities for the development, operations, and maintenance of on-street and off-street trails and bikeways in the City of Minneapolis for existing and planned on- and off-street trail infrastructure, which has not been superseded. The Report considered all potential scenarios including the participation of other government partners especially in cases where neither the City nor the MPRB would own the land under the bikeway. The Report documented the responsible parties for all segments of the Midtown Greenway ranging from segments that were already built to those that were in the planning phase and the MPRB was not identified as a responsible party for any of the segments. The Report identifies the Trail Owner, Jurisdiction (Property) Ownership, and Maintenance Responsibility and serves as an overall joint powers agreement for all of the existing, under construction and planned trails in 2000. The Trail Owner has overall responsibility for the trail including capital improvements and there is an option to define another party with Maintenance Responsibility. For the Midtown Greenway the City of Minneapolis is identified in the role of Trail Owner and Maintenance Responsibility for all segments in the Report.

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

- Demand forecast
- Acquisition costs (if applicable)
- Stewardship Plan
- Historic Overlay: On the National Register as District
- Programs: how would people like to use the greenway?
- Natural Resource Analysis:
  - Acknowledge the purposes of the MRCCA designation
  - Acknowledge the standards and criteria for the preservation, protection, and management of lands within the MRCCA
  - Map the location of the trail corridor and its relationship with the MRCCA designation
  - Recognize that the design and construction of trail facilities must comply with the standards contained in Minn. Rules 6106.0130
  - Plan, design, and construct facilities and projects in a manner that protects primary conservation areas and public river corridor views identified by local units of government in their comprehensive plans
- Operations Plan and Joint Powers Agreement: safety, capital improvements, seasonal maintenance, programming, uses, hours to articulate roles of City, County, HCRRA, and MPRB. This will be developed with a capital-only role for MPRB limited to minor capital improvements to be maintained by others.
- Examine differences and similarities with other trail agreements with HCRRA + City

**3. Community Engagement:**

**3a. Identify Project Stakeholders**

<b>Project Stakeholder</b>	<b>Outreach:</b> How will you reach out to the stakeholder?	<b>Engagement:</b> How will they participate?	<b>Reflecting Back:</b> How will stakeholder groups be reflected back to about the project progress or outcomes?
Neighborhood Orgs	At key project miles stones, presentations to resident boards and share out news alerts with neighborhood newspapers and social media	Review of draft. Survey Monkey and in person feedback. Input opportunities will be limited to minor capital improvements.	Circle back online with final plan when adopted by MPRB and Met Council
Advocates for People Experiencing Homelessness	Focus group and Operations Workgroup/TAC	Review of draft. Survey Monkey and in person feedback. Input opportunities will be limited to	Circle back online with final plan when adopted by MPRB and Met Council

		minor capital improvements.	
Community Organizations and Activists working on Reimagining Lake Street post-unrest and uprising	Interviews	Review of draft. Survey Monkey and in person feedback. Input opportunities will be limited to minor capital improvements.	Circle back online with final plan when adopted by MPRB and Met Council
Residents along Greenway	Signage on greenway, at key project milestones, presentations to resident boards and share out news alerts with neighborhood newspapers and social media	Review of draft. Survey Monkey and in person feedback. Input opportunities will be limited to minor capital improvements.	Circle back online with final plan when adopted by MPRB and Met Council
Regional Park Users	Project website, news releases, and signage on greenway	Review of draft. Survey Monkey and in person feedback. Input opportunities will be limited to minor capital improvements.	Circle back online with final plan when adopted by MPRB and Met Council
Cyclists and Pedestrians and Advocates	BAC and PAC, (Hennepin and City) meeting presentations, project website, news releases, and signage on greenway (Move MN, Our Streets, Midtown Greenway Co.)	Review of draft. Survey Monkey and in person feedback. Input opportunities will be limited to minor capital improvements.	Circle back online with final plan when adopted by MPRB and Met Council
New or Potential Park Users	Project website, news releases, and signage on greenway and multilingual outreach	Review of draft. Survey Monkey and in person feedback. Input opportunities will be limited to minor capital improvements.	Circle back online with final plan when adopted by MPRB and Met Council
Partner Agencies (Green Zone, Greenway Lake Street Partnership, City, County)	Attend meetings, project website	Input on key operations and design decisions	Circle back online with final plan when adopted by MPRB and Met Council
Local Businesses	Reach out to local business associations like LSC, Midtown Business Assoc., Longfellow	Review of draft. Survey Monkey and in person feedback. Input opportunities	Circle back online with final plan when adopted by MPRB and Met Council

	Business Assoc., and NDC via email and website and meetings	will be limited to minor capital improvements.	
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**If needed, describe the outreach, engagement, or reflection methods you will use that are referenced above:**

- Inform community about operations based on Operations Workgroup and TAC decisions
- Compile design ideas from other plans and share out for community to respond to rather than starting with a blank canvas and presenting multiple concepts. But present multiple concepts when there is not a clear consensus in pre-existing documents.
- Solicit input on programming ideas.
- Distinguish between the trench and the trail.
- MPRB Board of Commissioners directed that the Greenway regional trail planning process will collect public input within the detailed narrow scope of lower-cost amenities (wayfinding, additional gardens, picnic tables) and not collect public input around high-cost capital items which would be supported by city/county state funding requests like access ramps, lights, trail expansions, etc.

**3b. Advisory Committees:**

<b>Technical Advisory Committee:</b> This roster is a list of agencies and groups that are on the TAC
HCRRA
Hennepin County Midtown Community Works
City of Minneapolis (Public Works + Police)
Lake Street Council
Midtown Greenway Coalition
Hennepin County Sheriff’s Office
NPS
Henn County Bike/Ped

<b>Project Advisory Committee:</b> This roster is a list of MPRB departments and divisions that are on the PAC
Police
Visitor Services
Asset Management
Community Connections and Violence Prevention
Strategic Planning

There will be some joint PAC and TAC for this process due to the interagency nature of the trail design, operations, and programs.

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

NO

#### **4. Analysis:**

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

- Based on a capital only scenario, MPRB will only invest in minor capital improvements along the Greenway. The focus of partner agency coordination will be to determine which agency does what and who the improvements will be maintained/operated by once constructed.
- What are the improvements that need to be made to the Greenway in the near term and short term for minor capital improvements?
- Has the work that has been done to date, if we synthesize and realize the plans and visions of our partners on the trail, is that going to meet community needs?
- How should the Greenway be programmed?

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

The engagement will focus on a diverse cross section of the Minneapolis community and the project is committed to creating new and improved connections in our regional trail network which will improve park access.

##### **4c. Identify one or more key project milestones when project evaluation will be performed** *(i.e. Draft design review, draft policy review, project mid-point)*

Project evaluation will occur after the 45-day public comment period ends and demographic data can be analyzed. Additional outreach will take place as needed to ensure that all stakeholders are reached in an equitable fashion.

#### **5. Evaluation Summary:** *To be completed at one or more project milestones as identified in 4c.*

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

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

**5e. What, if any, were the unintended outcomes of your CE Plan?**

**5g. Were there any barriers to successful implementation of your CE Plan?**

**5h. Were you adequately resourced, including staff support, expertise, and funding?**

**5i. If applicable, how can this project, program, or initiative, or MPRB continue to partner and deepen relationships with underrepresented communities?**