10.1 Early community engagement and planning efforts

2012 Charrette:
In October 2012 the Minneapolis Park and Recreation Board (MPRB) hosted a "charrette" or workshop to generate ideas and energy to resolve issues affecting the north end of Lake Calhoun/Bde Maka Ska and the south end of Lake of the Isles. The week-long process began and ended with public open houses and involved daytime working sessions with a design team of landscape architects and several stakeholders. At the open houses and in social media following, public participants expressed excitement about the ideas presented and looked forward to the master plan for Calhoun/Bde Maka Ska and Harriet promised for 2015 when Capital Improvement Plan funding became available. Approximately 70-80 community members attended each of the two open houses.

Sailing Center at NW Calhoun
Green "Lid" over W. Lake Street
De-congesting the NE Corner of Calhoun

North Lake Calhoun - South Lake of the Isles Design Charrette: A Workbook of Design Ideas

Summary Report

22 January 2013

Summary report prepared by LHB, Inc.
2015 MPRB Staff Work Session:

In anticipation of the community engagement process beginning for the Calhoun/Bde Maka Ska - Harriet Master Plan, MPRB Planning met in January of 2015 with other MPRB staff who had experience or responsibilities in the Chain of Lakes area. Approximately 23 staff representing Operations and Maintenance, Environmental Stewardship, Aquatics, Athletics, Recreation, Forestry, Police, and Events and Enterprise described their involvement in the Calhoun/Bde Maka Ska-Harriet area and mapped their issues and concerns.

An exercise at the end of the session asked staff to “describe three improvement projects that are most important to you”. Many of the session’s participants became part of the Project Advisory Committee (PAC) which met periodically during the master planning process to weigh in on ideas and recommendations.

Reports and a table summarizing previous planning efforts can be found in the Appendix.
10.2 Public Engagement and Stakeholder Participation

The Master Plan process involved seven stages (see figure below), each with one or more public meetings.

CAC: Community Advisory Committee
PAC: Project Advisory Committee
TAC: Technical Advisory Committee

A detailed matrix of community engagement efforts is available in the Appendix.

MPRB Public Hearing:
April 2017
1. An overview of public engagement

In February of 2015, MPRB planning staff met with representatives of the various neighborhood organizations whose boundaries touched the project area. The representatives were asked to work with their boards to appoint a member to the Community Advisory Committee (CAC) and to suggest neighborhood or community events for additional outreach for the project. The organizations also shared their schedules of board meetings to lessen potential conflicts with CAC meeting dates.

The official master plan process for Calhoun/Bde Maka Ska and Harriet began with the preparation of a Community Engagement (CE) Plan submitted to the MPRB Commissioners in early 2015. The CE Plan included the determination that the community engagement would involve a “COLLABORATE” level of engagement.

Because of the complexity of the project and the need for deeply informed decisions, an appointed Community Advisory Committee (CAC) was recommended to guide the master planning process. An appointed committee would ensure continuity in the process; members would understand the project background and the rationale that led to design recommendations. At the same time the Community Engagement Plan was submitted, the Board discussed a resolution regarding the composition of and charge to the CAC. Various elected officials and neighborhoods around Lake Calhoun/Bde Maka Ska and Lake Harriet most impacted by CAC decisions were asked to make appointments of CAC members. The charge to and composition of the CAC were discussed and modified over the course of three Board meetings.

Once the charge and composition were approved by the Board of Commissioners, an application was prepared and advertised through the MPRB web page for the project and through a news release. Two wood signs, one at Calhoun/Bde Maka Ska near the Calhoun Refectory (Tin Fish) and one at Harriet near Bread and Pickle, publicized the process and the time and place of the initial meetings. Applications received were forwarded electronically on a daily basis to the appointers. In the end the CAC was diverse and represented many viewpoints.

Ten days before the CAC meetings began in July of 2015, more than 12,000 postcards were mailed to all known addresses within a three block radius around Calhoun/Bde Maka Ska and Harriet. The public was invited to attend the initial CAC meetings and open house.

Composition of the Community Advisory Committee (CAC):
- Park District 4 Commissioner Anita Tabb (2 appointments)
- Park District 6 Commissioner Brad Bourn (2 appointments)
- Park District and At-Large Commissioners (7 appointments – one each)
- City Councilmembers (3 appointments – one each)
- City Mayor (1 appointment – none made)
- Hennepin County Commissioners Greene and MacLaughlin (2 appointments- 1 each)
- Met Council (1 appointment)
- Neighborhood organizations touching the project area (7 appointments - 1 each: ECCO, East Harriet Farmstead, Lynnhurst, Fulton, Linden Hills, West Calhoun Neighborhood Council, CIDNA)
- Up to five appointments by MPRB planning staff to ensure equity on the committee

Charge to the Community Advisory Committee (CAC):
- become knowledgeable about the project and its scope;
- include the perspectives of people of diverse races, ethnicities, classes, ages, gender/gender identify, sexual orientations, abilities and national origin in developing its master plan recommendations to the MPRB Board and the Metropolitan Council;
- engage in a dialog that fully and fairly addresses historic and contemporary cultural concerns in addition to recreation and environmental factors;
- apply equity principles in decision-making based on training provided by staff and project consultants;
- understand and represent the park and recreation needs of both the regional and local communities and park visitors;
- act as community liaisons for the project;
- participate in all scheduled public CAC meetings;
- advise MPRB staff and consultants throughout the planning process;
- recommend to the Board of Commissioners a master plan and a phasing strategy; and
- based on the guiding principles set within the master planning process, identify projects as immediate, medium, and long-term priorities. These groupings will be used by staff to define a scope for construction of $3 million in improvements in 2017.
Several groups helped develop the Master Plan.

The full reports along with a table synthesizing the purpose of each group, can be found in the Appendix.

<table>
<thead>
<tr>
<th>PROJECT PARTNER</th>
<th>MINNEAPOLIS PARK AND RECREATION BOARD</th>
<th>CONSULTANT TEAM</th>
<th>PARTNER AGENCIES and STAKEHOLDERS</th>
<th>PARTNER STAFF</th>
<th>COMMUNITY</th>
</tr>
</thead>
<tbody>
<tr>
<td>Committee/Group</td>
<td>Project Management Team (PMT)</td>
<td>Technical Advisory Committee (TAC)</td>
<td>Project Advisory Committee (PAC)</td>
<td>Community Advisory Committee (CAC)</td>
<td>Other Stakeholders &amp; Community at-Large</td>
</tr>
</tbody>
</table>

Initially the number of proposed CAC meetings was seven, starting in July of 2015 and ending in December of that same year. After initial CAC meetings, when the complexity of the project was truly understood, meetings were added and the project timeline was extended. In total, twelve CAC meetings were held. The CAC completed its charge in May of 2016.

The CAC meetings were generally well-attended by the public. A time for public comment was included on each agenda, after the CAC had completed its tasks.

CAC meetings were only one method of community engagement for the process. The project schedule also included five open houses. A majority of the attendees at the CAC meetings and open houses were from the neighborhoods around the lakes, with the exception of CAC Meeting #9, when the recommendation to restore the name Bde Maka Ska to Lake Calhoun was discussed and voted upon. The topic drew residents from the entire city, many of whom were people of color.

Surveys were another method of collecting input from the community. Research assistants conducted intercept surveys at the lakes during the summer of 2015, interviewing those who were actually using the parks. The MPRB project webpage posted a link to a survey, which collected comments throughout the planning process. Many people emailed comments about various issues directly to the MPRB project manager over the course of the planning process. In addition there were three formal on-line surveys, two hosted in Survey Monkey format and one hosted in My Sidewalk format to determine public preferences at key times during the planning process.
MPRB staff and some CAC members attended several community events over a fifteen month period to present information about the planning process, engaging those interested in conversation and asking preferences about master plan issues and proposals. Since the events were organized for purposes unrelated to the Calhoun/Bde Maka Ska-Harriet master plan, contact was often fleeting and the depth of feedback gained was limited to the specific questions asked.

MPRB planning staff made presentations to several neighborhood organizations (CARAG, Lynnhurst, ECCO), a local rotary club, and to the Bicycle Advisory Committee. Several CAC members also made presentations to the neighborhood organizations that they represented or at events sponsored by those organizations.

Equity (see also Chapter Seven: Equity)
The MPRB Board of Commissioners charged members of the appointed CAC with specific tasks, some related to equity:

- Include the perspectives of people of diverse races, ethnicities, classes, ages, gender identity, sexual orientations, abilities and national origin in developing its master plan recommendations to the MPRB Board and the Metropolitan Council;
- Engage in a dialog that fully and fairly addresses historic and contemporary cultural concerns in addition to recreation and environmental factors;
- Apply equity principles in decision-making based on training provided by staff and project consultants.

Consideration of equity in the preparation of park master plans is a requirement of the Met council’s 2040 Regional Parks Policy Plan.

Voices for Racial Justice (VRJ), was hired by the MPRB as a consultant to help with racial equity outreach and engage those who are not often heard in traditional planning processes. VRJ suggested the formation of an equity subcommittee of the CAC. Several members of the CAC volunteered. The subcommittee, as well as members of the public interested in the topic of equity, met four times during the eleven months of the master planning process. The subcommittee made presentations at CAC meeting #3 in September and again at CAC meeting #9 in March of 2016.

VRJ set up listening sessions for MPRB staff with NACDI (Native American Community Development Institute), Tamales y Bicicletas, and Appetite for Change in north Minneapolis. In many ways these sessions pointed out the need for MPRB as an organization (as well as individual staff) to develop relationships and trust with different community groups and members in order for deeper, more meaningful conversations about specific projects to occur.

MPRB also met with people with disabilities. Staff requested feedback and guidance from the Minneapolis Advisory Committee for People with Disabilities and from a small group from Courage Kenny.

A summary of comments heard from groups during the listening sessions organized by VRJ or MPRB staff is available in the Appendix.
COMMUNITY ENGAGEMENT SUMMARY

3,137 total people reached

540 people
CAC MEETINGS
12 events
10 months

101 people
STAKEHOLDER MEETINGS
12 events
7 months

62 total events

446 people
EVENTS & FORUMS
16 events
13 months

70 people
EQUITY SUBCOMMITTEE MEETINGS
5 months
4 events

53 people
STAFF MEETINGS
16 months
12 events

360 people
OPEN HOUSES
7 events
18 months

1561
PUBLIC COMMENTS & SURVEYS

2. Analysis: Opportunities and Constraints

In June of 2015, the consulting team began the process of collecting data and reviewing the significant inventory of previous reports and concurrent planning efforts concerning the study area. These materials provided a solid starting point to begin analyzing issues regarding access and circulation, recreation trends, water quality and natural resources, historical resources, and enterprise and events.

In addition, MPRB staff and consultant team conducted a bike tour to analyze firsthand how the parks were used and the condition of facilities and infrastructure. The tour was followed by a series of focus group meetings with technical experts, staff from other government agencies, and stakeholders related to the topics of:

- Natural Resources (including Water Quality),
- Access and Circulation (including Hennepin County and Minneapolis transportation staff),
- Cultural and Historic Resources
- Events and Enterprise

In-depth information about each topic was presented at the CAC meetings and open houses in July and August of 2015. The public and CAC members were asked to comment on their likes and dislikes and on the issues and opportunities they saw in the project area. Continuum statements were used to gauge public opinion about various topics. On line surveys and emailed comments provided further input.

Below is a summary of items the CAC #1, #2, and #2b meetings, and Open Houses #1 and #2:

- Understand the Project Purpose, Scope and Goals
- Learn about the various committees and stakeholder partners involved
- Review background data and analysis gathered
- Conduct an issues and opportunities exercise
- Conduct continuum statement exercises to gauge preference on issues regarding water quality, access and circulation, historic resources, events and enterprise, and recreation
- Discuss overall equity goals

Survey results and CAC meeting minutes can be found in the Appendix.

The feedback received throughout the summer and early fall of 2015 was categorized into several themes which were used to define core values or guiding principles for the Master Plan. The themes and guiding principles were presented and discussed at CAC Meeting #3 and ultimately informed the development of three concept alternatives. A preliminary vision statement was also reviewed.

CAC Meeting #3 included a presentation by the Equity Subcommittee, much of it related to the restoration of the name Bde Maka Ska to Lake Calhoun. Information about global and regional trends related to demographics and recreation was also presented.

Below is a summary of items discussed at the CAC #3 meeting:

- Review and discuss trends and outcomes in demographics, climate, recreation, disabilities, lack of public funding, aging, lack of active/healthy lifestyles
- Review and discuss vision statement, guiding principles, and themes
- Review community feedback matrix to date used to develop the themes for the project
- Understand the process the equity sub-committee will use to provide master plan recommendations

TRENDS: There will be more of us

FACTS:
- Global population will see a 152% increase by the year 2050. Source: United Nations
- Metro Area: 128% increase (2,849,567 in 2010 to 3,652,060 in 2040). Source: Met Council
- Minneapolis: 120% increase (362,578 in 2010 to 459,200 in 2040). Source: Met Council
4. Exploration: Concept Alternatives

Feedback was synthesized into three concepts: Ecology, Recreation, and Story-Telling. These were presented and discussed at CAC meeting #4, Open house #3, and PAC #2 which occurred in the fall of 2015.

Three concepts presented to the public and committees.

In a graphic exercise participants were asked their stance regarding the three concepts. Votes indicated an overall preference on a continuum between the Recreation and Ecology Concepts, with many desiring an “overlay” of story-telling to enrich user experience of the lakes.

Results from public on concept preference.
Once the public indicated that it preferred a master plan direction that lay between an ecological and a recreation concept, two additional schematic or diagrammatic plans were developed for each of nine geographical areas of focus around the two lakes. One schematic plan had an ecological emphasis; the other a recreation emphasis. In all, eighteen plans were presented to and debated by the CAC and public. Ideas in the plans were illustrated by graphics and precedent photos.

In addition to the nine Focus Areas, ideas and recommendations regarding five topic areas were prepared and vetted. These topic areas—less geographically specific and related to both lakes—included: natural resources, access and circulation, cultural/historical resources, recreation, and events and enterprise. This stage of the master planning process took place from November 2015 through January 2016 and involved three CAC meetings (#5, #6, and #7), an open house (#4), meetings with MPRB staff (PAC #3), and a Technical Advisory Committee (TAC) meeting.

During the review of the concepts, participants were asked to evaluate the ideas from an equity perspective. The following questions were asked:

- How do each concept recommendations address equity?
- What benefits to park visitors may result?
- Are there any groups who may be burdened with potential unintended consequences?
- What can be done to address any negative impacts?

An on-line survey polled the public regarding its preferences for an ecological or a recreational emphasis for each Focus Area. From these discussions and surveys, a preferred concept for each focus area was developed and included a list of action items based on the main topics.

At CAC meeting #7, the subject of converting the current one-way bike trail system into a two-way system was discussed. The majority of CAC members had strong reservations about recommending the conversion, largely because of loss of/damage to existing trees and because of the enormous increase in impervious surfacing needed to widen the trails. Members in favor of the conversion expressed concerns over an exponential increase in people going the wrong way and about the extreme inconvenience of the one-way system.
5. Direction: Preferred Concept

Preferred concept plans for each of the nine Focus Areas synthesized feedback regarding preferences for the ecological and recreational alternatives. Bird’s eye renderings, other graphics, and precedent photos depicted the character of the space or activity.

This stage of the master planning process occurred from February to April of 2016 and was completed during three CAC meetings (#8, #9, and #10), an Open House (#5), PAC meeting (#4), and a TAC meeting.

The goal of these meetings was to discuss any changes to the plans desired by the CAC/public and to garner consensus on the preferred direction and draft recommendations.

An on-line survey of CAC members was conducted for each of the draft recommendations asking whether the participant agreed, disagreed, or felt that further discussion was necessary. During the meetings, conversations were focused on the items identified as “needs further discussion”.

The equity sub-committee for discussion by the CAC drafted a list of additional recommendations regarding equity. These recommendations were presented at CAC meeting #9, and included one for the Park Board to support the official and legal restoration of the name “Bde Maka Ska” to Lake Calhoun.

Lake Calhoun/Harriet Master Plan Focus Area Draft Recommendations

Q1 Reduce congestion and improve safety for pedestrians and bicyclists while preserving the energy and character of the area.

Answered: 20   Skipped: 0

<table>
<thead>
<tr>
<th>Agree</th>
<th>Disagree</th>
<th>Needs Discussion</th>
</tr>
</thead>
<tbody>
<tr>
<td>85.00%</td>
<td>5.00%</td>
<td>10.00%</td>
</tr>
</tbody>
</table>
List of projects and priority discussed at a CAC meeting.

6. Final Recommendations, and Priorities for Project Implementation

The final CAC meeting (#11), conducted in May 2016, was focused on finalizing recommendations, reviewing the list of projects, and discussing the CAC’s priorities for project implementation. Each project was given a short-term, medium, or long-term priority. Project cost estimates were also available.

The CAC completed its charge in May of 2016.

7. Final Plan

At the conclusion of the CAC process, MPRB staff and consultants began preparation of the Master Plan report.

The master plan draft was written over an eight month period. The MPRB Commissioners opened a 45-day comment period on January 18, 2017. MPRB Planning staff made a presentation to the Board about the plan in February. A public survey was posted and advertised to take comments. As comments were received, were catalogued and addressed. At the end of the 45-day comment period after all comments have been addressed, a public hearing will be held before the Planning Committee of the Board. After the hearing, the Board of Commissioners will consider approval of the Calhoun/Bde Maka Ska-Harriet Master Plan.
10.3 Public Awareness

The public was informed of the master planning process through the MPRB project web page, through news releases, GovDelivery (a digital communications platform for government organizations, through social media), and on-site signage. News releases, including those about surveys, are sent to those who shared their email addresses on sign-up sheets at CAC meetings and open houses or who have sent emails to MPRB staff. The Star Tribune and many neighborhood newspapers and electronic newsletters have posted articles on specific issues discussed by the CAC during the master plan process.

The Board’s approved master plan will be posted on the MPRB website. As improvements are funded and constructed, the MPRB will follow established community engagement procedures which currently include project web pages, news releases, surveys, mailings, and emails. Explanatory signs will be posted on site once a project is under construction. The park webpage will be updated to reflect added amenities. As wayfinding signs and MPRB system maps are updated/replaced, changes to the parks will be added.