



Date of Board P+C:

Date of Board Approval (for CAC's only):

Date of Most Recent Update:

Staff Lead: Michael Schroeder and Carrie Christensen

Department or Division: Planning

Project Name: Graco Park

Engagement Level: Consult

This plan serves as a guide for the community engagement process for Graco Park. 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. This is to be filled out before the CE Plan is submitted to the Board as a P+C. Please explain how they were engaged:

The CAC for Parcel D has been invited to review the CE Assessment and Plan.

1. Project Description

1a. Project Overview:

In 2010, the Minneapolis Park and Recreation Board (MPRB) acquired the site of the former Scherer Brothers Lumber Company, an approximately 11-acre property located north of the Plymouth Avenue Bridge along the east bank of the Mississippi River. The site of Graco Park is within the boundary of Above the Falls Regional Park. Scherer Addition Lot 2 lies between the park and Sibley Street NE. Both properties are owned by the MPRB. Subsequent to acquiring these sites, the MPRB embarked on RiverFirst, a visionary initiative intended to frame the future of the upper reach of the river in Minneapolis, and in 2013 the MPRB updated the Above the Falls Regional Park Master Plan, the document offering formal guidance for the regional park. That update was only recently approved by the MPRB's Board of Commissioners after a long period focused on defining a boundary for the regional park that could be approved by the Metropolitan Council.

RiverFirst resulted in a schematic design for the former Scherer Brothers site and for Scherer Addition Lot 2. The schematic design included the restoration of Hall's Island, a feature of the river lost to development in the early 1960s. Through a previous project, the MPRB updated a schematic plan for the Scherer Brothers site and Scherer Addition Lot 2. In 2018, the MPRB accomplished the reestablishment of Hall's Island, although features related to human access to the island have yet to be fully designed and implemented.

The East Bank Trail, completed in Fall 2016, is an important component of the of the Above the Falls Regional Park and a core element of the proposed Graco Park. The East Bank Trail currently extends from Eighth Avenue NE and Sibley Street NE through the former Scherer Brothers site and along the riverfront to Sheridan Memorial Park. A significant component of this project will be to create a more direct connection of the East Bank Trail to Boom Island Park using space under the Plymouth Avenue Bridge. Work within Boom Island Park may become a part of the project.

According to the terms of a settlement with Graco and MPRB, Graco will give the trail easement to the MPRB for free, the parties have ended the legal proceedings related to the East Bank Trail easement, and the MPRB will sell a 2.2-acre portion of the 3.55-acre Parcel D located next to Graco's Riverside production facility to Graco at a fair market value of \$1.1 million. Of the 11-acre site, the 3.55 acres of Parcel D were purchased by the Park Board without state regional park dollars. At the time of the acquisition from Scherer Brothers Lumber Company in 2010, the Park Board, the City of Minneapolis, and the Metropolitan Council all agreed that Parcel D would be reserved for a public-private partnership of some kind. While the opportunities for Parcel D have changed somewhat, the MPRB remains intent upon developing park supporting uses on the remaining parcel (Lot 2). Directions for Lot 2 will be determined as part of the Graco Park design process based on the approved Above the Falls Master Plan guidance.

The Graco Park project is advancing as a result of a generous donation from the Graco Foundation and the sale of a portion of the Scherer Addition to Graco Minnesota Inc. Those funds, coupled with regional park funding and other potential philanthropy, yield the opportunity to deliver a significant new park in the Minneapolis park system years ahead of when it would otherwise have been possible. Graco's total financial commitment to the park and Lot 2, through a release of its condemnation claim and related fees, prepayment of parkland dedication fees, payment for certain flood protection components to be constructed on Lot 2, payment to purchase part of Parcel D, and a donation from the Graco Foundation is \$5 million.

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

Draft 2021 MPRB Comprehensive Plan:

Goal 1, Strategy 24: Empower community to design, create, maintain and steward safe and welcoming parks.

Goal 2, Strategy 11: Prioritize new parks and new park amenities that benefit climate resilience and equitable park access.

Goal 4, Strategy 8: Create system-wide connections to and through parks for pedestrians and cyclists based on master plans and in collaboration with agency partners.

1c. Project Timeline:

	2021				2022				2023		
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3
Design											
Permitting											
Bidding											
Construction											

1d. Project Funding:

<u>Capital Sources</u>	<u>Amount</u>	<u>Lot 2 or Park</u>	<u>Expiration</u>
Met Council Grant	\$680,876	Park	2021
Parks and Trails Funding	\$1,471,200	Park and Lot 2	2023
Lot 2 building and site	\$622,300	Lot 2	N/A
Capital levy	\$560,000	Park	N/A

<u>Supplemental Sources</u>	<u>Amount</u>	<u>Lot 2 or Park</u>	<u>Expiration</u>
Graco Foundation	\$3,027,700	Park	2022 preferred
Proceeds from sale of Scherer Addition Lot 2	\$1,100,000	Lot 2	N/A
Flood Platform on Lot 2	\$100,000	Lot 2 and Park	N/A
Park Dedication Fees	\$150,000	Park	N/A

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)*

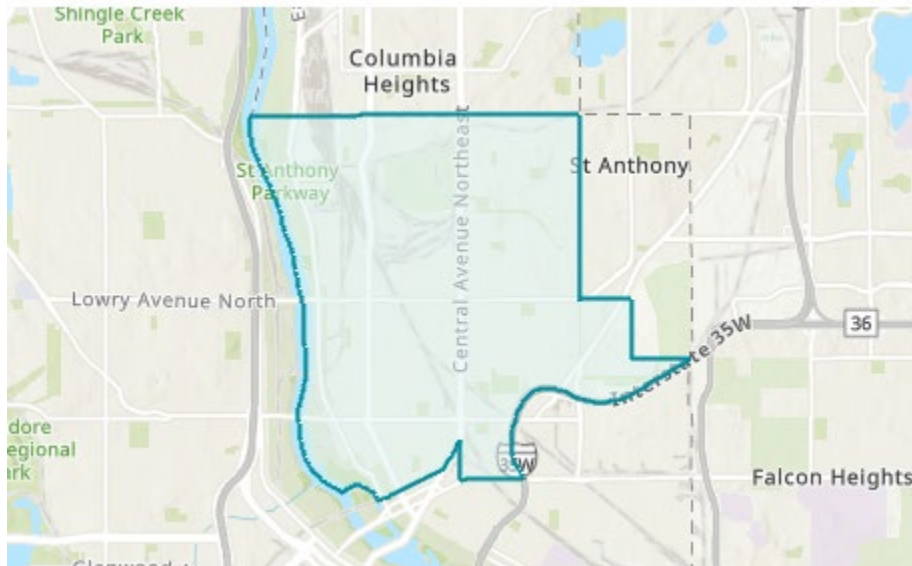
Neighborhood boundaries used: St Anthony West Neighborhood and the Sheridan Neighborhood, as well as the city/regional boundaries.

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 comes from MNCompass Neighborhood Profiles unless otherwise noted (St. Anthony West neighborhood data is from 2010; Sheridan Neighborhood data is from 2015-2019)

Total Population

Sheridan Neighborhood	3,093
St. Anthony West Neighborhood	2,160
Northeast neighborhoods	37,912
City of Minneapolis	429,605



Age by Percentage of the Population

Age	Northeast Minneapolis
Under 5 years	6.1%
5-9 years	5.2%
10-14 years	3.8%
15-17 years	1.8%
18-24 years	7.5%
25-34 years	26.9%
35-44 years	15.1%
45-54 years	11.0%
55-64 years	10.7%
65-74 years	7.6%
75-84 years	2.7%
85 years and older	1.6%

Median Age in City of Minneapolis is 32.

Race by Percentage of the Population

Race & Ethnicity	Sheridan Neighborhood	St. Anthony West Neighborhood	Northeast Minneapolis	City of Minneapolis
White	75%	82.5%	74.8%	63.6%
Black or African American	15.3%	6.2%	10.8%	19.2%

American Indian and Alaskan Native	NOT ENOUGH DATA	0.8%	1.1%	1.9%
Asian or Pacific Islander	NOT ENOUGH DATA	3.7%	2.6%	5.9%
Prefer to answer another way	NOT ENOUGH DATA	2.9%	NOT ENOUGH DATA	4.9%
Two or more races	NOT ENOUGH DATA	3.7%	4.3%	4.8%
Hispanic or Latinx	NOT ENOUGH DATA	6.0%	9.5%	9.6%

Median Household Income

City of Minneapolis	\$62,583
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***Not enough data for household income to provide a median household income estimate for Northeast Minneapolis. It should be noted that the two largest groups of folks are on both ends of the spectrum. 27.6% of households make less than \$35,000, while 30.2% of households makes \$100,000 or more.*

Percentage of the Population that Speaks a Language Other than English at Home

	English Only	Language other than English	Speaks English less than "very well"
Northeast Minneapolis	82.1%	17.9%	7.7%
City of Minneapolis		22.3%	

Percentage of the Population with a disability

Northeast Minneapolis	13.2%
City of Minneapolis	11.2%

Renter v. Home Ownership

	Owner-occupied housing	Renter-occupied housing
Northeast Minneapolis	50.9%	44.7%
City of Minneapolis	47.2%	

****Other housing notes about St. Anthony from 2010 Census data: the majority of households were 2-person households (41.1%) only 14.5% of owner-occupied households had children under 18 years. About ¾ of homes were owned with a mortgage or loan (74.9%), while about ¼ were owned free and clear (25.1%)**

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.*

River First, Above the Falls, and the Halls Island Design have all been completed and set the vision for the Graco Park. The settlement with Graco also sets guidelines for the use and design of the park. The schematic design is largely set with programmatic and design detail questions unresolved.

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

- What will be the programmatic uses of the building and how can the design accommodate flexible uses and anchor tenants?
- What is the design of the trail connection from Halls Island to the Graco trail connection?
- What will the connection/bridge to Halls Island entail?
- How can the site accommodate temporary recreational uses before the long-term use is established by Graco?
- What park amenities will be included based on the schematic design?
- What are the new design considerations with the refined/proposed site design with the building relocation?

3. 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:

- a. Evaluate success and measure community impact of existing programs, services or facilities.
- b. Gain stakeholder insight and perspective regarding development of a new program, service or facility.
- c. Proactively identify or explore park and recreation trends or ideas.
- d. Determine essential services to be provided for a community or park area.
- e. Query stakeholders when proposing or revising policy.
- f. Resolve persistent conflicts or problems.
- g. Educate or inform the public on proposed changes, initiatives and projects.
- h. Reflect on projects, programs and initiatives after adoption by the Board or report on how community input has been integrated.
- i. 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>
Potential park users	Video of design visions, QR code, website, email	Public meetings, surveys, and public hearing	Project website updates, MPRB Board meetings, and park opening celebration
Park users	On site signage and intercept engagements	Public meetings, surveys, and public hearing	Project website updates, MPRB Board meetings, and park opening celebration
Surrounding community and residents (including North and NE Minneapolis)	Online outreach through social media, contact with community orgs	Public meetings, surveys, and public hearing	Project website updates, MPRB Board meetings, and park opening celebration
Neighborhood organizations	Attend meetings and share virtual materials	Public meetings, surveys, public hearing	Project website updates, MPRB Board meetings, and park opening celebration

Community and cultural organizations	Public forum for ideas on how to use the building space through email, flyers, individual outreach	Public forum for exploration of how the building should be programmed and any corresponding design needs	Project website updates, MPRB Board meetings, and park opening celebration
Parcel D CAC	Email, initial letter, ongoing engagement opportunity invitations and gov D	Review of CE Plan, public meetings, surveys, and public hearing	Project website updates, MPRB Board meetings, and park opening celebration

If needed, describe the outreach, engagement, or reflection methods you will use that are referenced above:

There are several planned touchpoints with community through open houses, video presentations, on site signage, outreach through social media and online. The preliminary public meeting schedule is as follows:

1	Community Open House #1 (public meeting #1-online)	Project Introduction And Initial Directions	Timeline, stakeholders, project team, project goals/schedule, anticipated public engagement/build knowledge for participation in the process, Review of existing schematic design, potential changes from existing schematic design
2	Building Program and Design Forum (public meeting #2-online)		Lot 2 development at a discussion level (building function and activity, tenants by name or type, operation, creating an upper river park building) forum – process to be determined.
3	Design Forum (public meeting #3-online likely)	Alternatives	Responses to input on initial directions framed as concept/schematic alternatives, accommodation of programming, costs as order of magnitude (all alternatives within cost parameters)
4	Virtual Design Concept Traveling Exhibition		Summary of the materials, information, etc, with overview presentation and "Ted Talk" like videos where each consultant develops and presents concepts and options that we then share with a wide variety of stakeholders in different meetings. Like a virtual road show on the concept.
5	Community Design Review (public meeting #4-outdoors in person if possible)	Preferred Alternative	Preferred design direction demonstrated at schematic/preliminary level, program defined, operations defined, costs framed; open house format and feedback on videos/virtual design concept traveling exhibition
6	Public Hearing (public meeting #5)		Refinements to preferred design presented to MPRB Board with comments from public addressed

3a. Advisory Committees:

Technical Advisors: This roster is a list of agencies and groups that are on the TAC
MWMO
City of Minneapolis
DNR
Army Corps
NPS
Hennepin County
Graco
Minneapolis Parks Foundation

Project Advisory Committee: This roster is a list of MPRB departments and divisions that are on the PAC
Recreation
Police
Planning and Design
Asset Management
Athletics
Events

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

Per the guidance of the 2019 MPRB Community Engagement Policy, adopted master plan implementation does not require the formation of a Community Advisory Committee for the refinement of a schematic design due to the largely technical nature of the decisions that will be driving the design process. The Above the Falls Master Plan and RiverFirst vision for the park include an adopted master plan for the site. The schematic design will evolve through technical decisions including transportation planning and engineering, stormwater, erosion control and flood mitigation, and architectural detailing that will have targeted opportunities for community engagement.

The site design has been guided by Community Advisory Committees in the past. There was a CAC for Scherer Bros Parcel D and a CAC to guide the Above the Falls Master Plan that guided the initial phases of the project. The CAC for Parcel D was convened to discuss the project in 2017, but the nature and scope of the project has changed in a profound way, so therefore the current CAC's charge is not applicable. With a new project comes new parameters. The following was the charge for the Parcel D CAC that met in 2017:

The appointed CAC for the Scherer Site Parcel 'D' development shall become knowledgeable about the project and its scope, understand and represent the park and recreation needs of the community and park visitors, act as community liaisons for the project, participate in public CAC meetings, provide input to MPRB staff on the proposed RFQ for a private development team, meet with the preferred development team(s) and recommend to the MPRB Board of Commissioners selection of a preferred development team, represent community interests to the development team to be incorporated into a concept plan for development of the Parcel 'D' site, provide feedback to MPRB staff and consultants throughout the development planning process and recommend to the Board of Commissioners a preferred concept plan for development of Parcel 'D'.

4. Analysis:

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

- What are criteria and ideas for programming and design of the indoor space?
- What are the preferred needs for the temporary athletic or recreational facilities?
- What are considerations for connecting to the river?
- What are the preferred design details and materials for the site, bridge to Halls Island, and building?
- What park amenities should be included? What would be nice to have if the budget allows?
- What are design considerations with the refined/proposed site design with the building relocation?
- What are the site access considerations?

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

- The process will work to engage with local community and cultural groups that need space to imagine the potential of the indoor space.
- Centering youth and seniors along with diverse racial/ethnic groups in the space.
- In the context of COVID, engagement options are limited to online/virtual with hopes of outdoor limited in person engagement during summer of 2021.
- The process will balance local neighborhood insights along with regional park user perspectives since the park is a regional park.

5. 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 (i.e. Draft design review, draft policy review, project mid-point)

When the final design concept is ready, before the public hearing, staff will evaluate the community engagement processes and audience reached to identify gaps and adjust as needed.

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?

5f. 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?