



Outreach for the Proposed Northside Greenway

A Case Study and Lessons Learned from the 2014 and 2015 Outreach Efforts

M A R C H 2 0 1 7

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Introduction

In 2013, the City of Minneapolis Health Department (MHD) received funding through the Center for Prevention at Blue Cross and Blue Shield of Minnesota's (Blue Cross) Active Living for All (ALfA) initiative to gather community input about converting a section of residential streets in North Minneapolis into a greenway. The original greenway idea came from Northside residents involved with an advocacy organization focused on greenway development; by 2012, the project had gained the attention of MHD based on its potential to advance health equity in Minneapolis.

Through this initiative, MHD has worked with the City of Minneapolis Public Works department (Public Works) and the Alliance for Metropolitan Stability (AMS), as well as a steering committee of residents and local organizational representatives (the Northside Greenway Council – previously called the Greenway Outreach Steering Committee), to explore community interest in a greenway. In this report, these four entities are collectively referred to as the “key partners.”

Over the course of two summers, the key partners contracted with local community-based organizations and residents to engage in outreach and survey residents about the proposed greenway. The goal of these efforts was to inform residents about the greenway concept and gather input about the project. From the beginning, the key partners worked under the premise that no final decisions would be made without residents' input and that the greenway would only move forward if there was community support for the project. The multi-year outreach efforts, which continued into 2016, represented a new, more extensive outreach model than had been used to shape previous public infrastructure projects in Minneapolis.

This case study presents findings from an evaluation of these efforts and highlights promising practices, challenges, and lessons learned from this outreach campaign. This report includes reflections and insights from the key partners and other stakeholders involved in planning and outreach activities, and also highlights results from the resident survey that was implemented by the project. The evaluation used reviews of existing documents, key informant interviews, and surveys to answer the following questions:

- How did the 2014 and 2015 outreach campaigns build on previous efforts?
- What strategies worked well in building awareness and gathering resident feedback?
- What challenges were encountered in the outreach campaign?
- Who did the outreach campaign reach in each year of the campaign? Who was not reached?

- What did the campaign reveal about residents' support for or concerns about the greenway?
- What key lessons from each year of the outreach campaign informed ongoing planning?
- How did the key partners understand their roles related to advocacy for the greenway?
- How has the project worked to ensure that all voices, including opposing perspectives, have been heard in the process?
- How have the key partners made decisions about whether enough people had been heard from, and if there was enough evidence of support for the greenway to move forward with the project?

The following activities were included in this evaluation:

- **Key informant interviews with 2014 sub-contracted organizations.** In the spring of 2015, Wilder conducted key informant interviews with representatives from 13 local organizations that had been contracted by MHD and AMS to do outreach during the summer of 2014. A total of 16 representatives from the sub-contracted organizations, including staff and residents, were contacted, and 10 representatives participated in the interviews.
- **Surveys with 2015 sub-contracted organizations.** In the fall and winter of 2015, Wilder developed a survey to gather feedback from local organizations that had been contracted to do outreach in the summer of 2015. Eight representatives from the 17 organizations completed the survey.
- **Interviews with 2015 sub-contracted organizations.** Wilder interviewed representatives from three of the sub-contracted organizations to highlight effective outreach activities.
- **Key informant interviews with community connectors and the host organization supervisor.** In the fall of 2015, Wilder interviewed the six community connectors or individuals contracted to do outreach with residents who had not yet been reached by previous engagement efforts. Three community connectors participated in a small group discussion, and the remaining community connectors were interviewed individually. In addition, the staff supervisor from the Northside Resident Redevelopment Council was also interviewed.

- **Key informant interviews with members of MHD, AMS, Public Works, and the members of the NGC.** In the spring of 2016, Wilder interviewed stakeholders representing the key partners on the project. Wilder interviewed two project staff from MHD and AMS, the staff representative from Public Works, and two members of the NGC. The two representatives from MHD and AMS were interviewed together, as were the two members of the NGC. The staff representative from Public Works was interviewed separately.
- **Review of existing data.** Survey data collected during the outreach efforts were reviewed and included in this report. In addition, documents related to planning for the outreach efforts, such as the request for proposals for sub-contracted organizations and community connectors and the bylaws for the NGC, were also examined. In addition, MHD submits a report to Blue Cross every six months summarizing key project updates and participates in annual interviews with Wilder as part of the evaluation of the ALfA initiative. Information from these reports and interviews is also included in this summary.

A number of key partners have been involved and are referred to throughout this report. These partners and their respective roles are briefly described below.

1. Roles of key partners

Minneapolis Health Department (MHD)

Coordinated and managed the outreach campaign, with specific responsibilities in managing the sub-contracting process, developing print materials and online communications, and developing, analyzing, and reporting for the survey.

Provided training and support to sub-contracted organizations, community connectors, and the collaborative group.

Alliance for Metropolitan Stability (AMS)

Provided expertise in outreach on transit-oriented projects.

Coordinated and managed the outreach campaign, with specific responsibilities working with the sub-contracted organizations and community connectors.

Provided training and support to sub-contracted organizations, community connectors, and the collaborative group.

City of Minneapolis Public Works (Public Works)

Led technical aspects of the project including convening the Technical Advisory Committee, hiring a consultant to conduct the feasibility study, and helping execute the demonstration project.

Provided technical expertise to inform decision-making with the Greenway Outreach Steering Committee and the Northside Greenway Council.

Northside Greenway Council (NGC; formerly the Greenway Outreach Steering Committee)

Served as an advisory committee made up of representatives of local organizations and residents.

Provided guidance and consultation to the other key partners to ensure that residents' opinions were represented in the planning process.

Sub-contracted organizations (See Figures 6 (2014) and 14 (2015) for a full list of organizations)

Contracted by the project to plan and implement outreach activities in 2014 and 2015, including surveying residents about the greenway. Thirteen organizations were contracted to do outreach in 2014, and 17 in 2015.

Community connectors

Contracted by the project in 2015 to supplement the efforts of the sub-contracted organizations and focus on specific populations who were not reached in the previous years' efforts. Six individuals who were well connected in these communities were hired for this role.

The Northside Residents' Redevelopment Council (NRRC)

Contracted by the project as a host organization for the community connectors, providing resources, coordination, and support for the community connectors.

Limitations

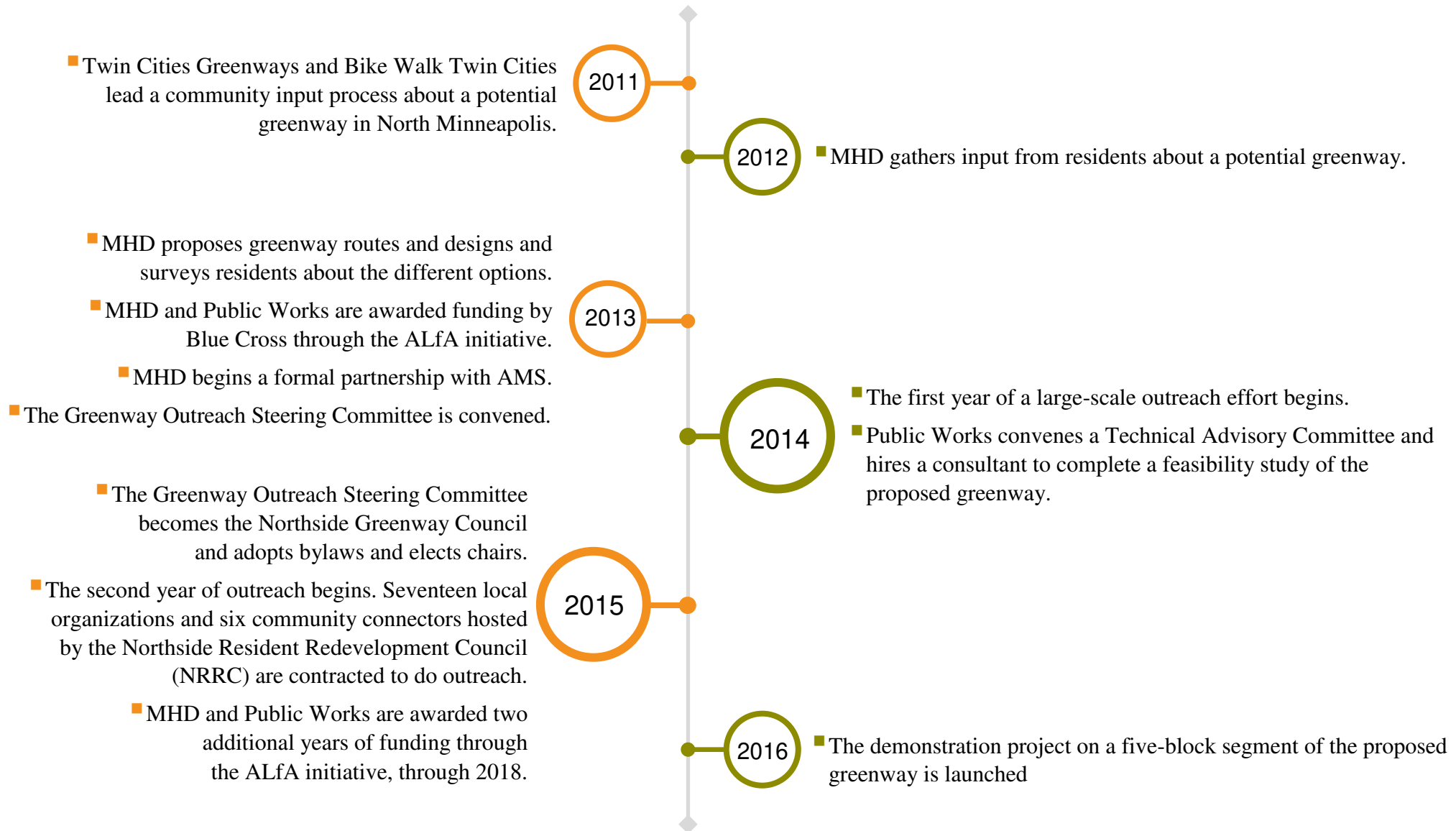
This case study looks at how the key partners tried to approach outreach differently than previous public projects and summarizes reflections and insights from the project partners who have been involved in these efforts. Because of budget restrictions, residents were not interviewed or surveyed for this evaluation. As such, this evaluation does not include residents' perspectives on the outreach process, other than through reflections of key partners and other stakeholders involved in the project. There is some evidence, based on reflections from key partners and recent opposition to the project, that resident perspectives may differ from those of the individuals and organizations involved more closely with the work. Resident perspectives are important in fully understanding the effectiveness of the outreach efforts.

Although early outreach efforts indicated community support for the greenway, increased opposition to the project emerged with the implementation of a five-block demonstration project in the summer of 2016. This case study focuses on the planning and implementation of a different outreach model in the first two years of its implementation. Moving forward, critical questions remain for the project, beyond the scope of this report, about how to balance and respond to conflicting feedback from residents about the greenway and whether different strategies may have influenced the direction of the project and reduced some of the current tensions.

Project background: Activities that shaped the greenway concept

Efforts to involve residents in shaping the Northside greenway concept began in 2011. During the past five years, the work has expanded, both in the number of partners involved and the scope of community outreach activities used. These project activities are briefly outlined in Figure 2 and described in the following section.

2. Timeline of key events



The idea for the proposed Northside greenway initially came from residents involved in Twin Cities Greenways who were interested in bringing a greenway to their community. Twin Cities Greenways is a local, all-volunteer nonprofit organization made up of residents and bike advocates. Since 2008, Twin Cities Greenways has proposed a total of five greenway corridors, including a North Minneapolis corridor, to connect bikeways and increase access to community resources.

Early efforts to gather feedback from residents began in 2011, with results indicating favorable views of the greenway concept. In 2011, Twin Cities Greenways partnered with Bike Walk Twin Cities, a campaign through Transit for Livable Communities to increase biking and walking, and held a series of 10 workshops to share the greenway idea with Northside residents and gather their input through a survey. Survey results provided by MHD indicated that 89 percent of the 171 respondents agreed that “the greenway concept could be an asset to my community” and 73 percent “would be happy to have a greenway street in front of my house.” Although it is not clear how many people surveyed lived directly along the proposed route, the survey did reach a racially diverse group of residents (76% of respondents were people of color).

In late 2012 and early 2013, MHD developed a multi-phase outreach plan to gather input from residents to further shape the greenway concept. In 2012, MHD became interested in the greenway project after hearing about the efforts of Twin Cities Greenways and Bike Walk Twin Cities. After receiving funding from the Statewide Health Improvement Program (SHIP) to expand the outreach and planning efforts, MHD formed an steering committee made up of Northside residents and representatives from Twin Cities Greenways, Public Works, Minneapolis Parks and Recreation, and several other partners. With the committee’s guidance, MHD gathered input about three proposed routes and design options: a full linear park greenway, a half and half design, and a bike boulevard (Figure 3). Input was gathered through an online survey, an open house at a local park, and community events. Of the 366 people who completed the online survey, 53 percent lived in North Minneapolis and 18 percent lived along the proposed route.¹ Half of the respondents (51%) preferred a route running along Humboldt and Irving Avenues between Victory Memorial Parkway and Plymouth Avenue, including the 25 respondents who lived along that route. A majority of respondents (72%) preferred the full linear park greenway design over the other two options.

¹ For a full report of findings, see:
<http://www.minneapolismn.gov/www/groups/public/@health/documents/webcontent/wcms1p-144919.pdf>

Greenway Types North Minneapolis Greenway April 11, 2014



Linear park greenway



Half and half design



Bike Boulevard

Based on this input, MHD adjusted the proposed route to better connect to local parks and narrowed the design options to a full linear park greenway and a half and half design. In early 2013, MHD collected additional feedback from residents through a second online survey, an open house, meetings with students at two schools near the route, and a series of five neighborhood meetings with residents who lived along the proposed route.

The 2013 outreach efforts were more successful in engaging Northside residents. Of the 371 respondents who completed the online survey, 70 percent lived in North Minneapolis (an increase from 53% the previous year) and 29 percent lived on the proposed route (compared with 18% in 2012). A total of 74 percent of respondents supported the proposed route, and 73 percent supported the two proposed designs (input was not gathered about each design option individually). Fewer respondents who lived on the route supported the route and design options (60% supported the route and 62% supported the design options).² Although the survey was completed by a number of North Minneapolis residents, demographic information was not collected, so it is not clear how well the survey respondents represented residents who lived along or near the route. Residents without computer access or with limited English proficiency also may not have been as likely to provide input by completing an online survey.

MHD made some minor adjustments to the route following this input process (see Figure 4).

² For a full report of findings, see <http://www.minneapolismn.gov/www/groups/public/@health/documents/webcontent/wcms1p-144921.pdf>

4. Proposed greenway route after the 2013 outreach efforts



Proposed Greenway Route with Intersection Treatments
NORTH MINNEAPOLIS GREENWAY

Funding for this project is provided in part by the Center for Prevention at Blue Cross and Blue Shield of Minnesota

March 4, 2014



In 2013, MHD and Public Works received funding from Blue Cross to explore the technical feasibility of the project and build a more extensive outreach campaign that would address some of the limitations of previous efforts. AMS, a nonprofit coalition whose mission is to advance racial, economic, and environmental justice in growth and development patterns in the Twin Cities, was also brought on to support the outreach campaign based on its past experience in community organizing around transit-related issues. In October 2013, these three partners also convened a Greenway Outreach Steering Committee (“the Steering Committee”), made up of residents and representatives of partner organizations to support and guide the outreach efforts (Figure 5). Together, these partners and the Steering Committee—collectively referred to as “key partners” in this report—have made up the foundation of the greenway planning efforts since 2013.

5. Organizations represented on the 2014 Greenway Outreach Steering Committee

Alliance for Metropolitan Stability

The Center for Prevention at Blue Cross and Blue Shield of Minnesota

Camden Neighborhood Center

Hmong American Partnership

Hmong American Mutual Assistance Association

Jordan Area Community Council

Major Taylor Bicycling Club of Minnesota

Minneapolis Bicycle Coalition

Minneapolis Health Department

Minneapolis Public Works

Northside Residents Redevelopment Council

Redeemer Center for Life

Twin Cities Greenways

What was learned during the 2014 outreach efforts?

Overview of the 2014 outreach efforts

In 2014, MHD and AMS worked with the Steering Committee to coordinate a larger outreach process to capture more robust data about levels of support for the greenway and address some of the limitations of previous input efforts. The outreach campaign was modeled after an engagement process that AMS had used with the Corridors of Opportunity project,³ an initiative supporting equitable access and economic development along key transit ways in the Twin Cities.

In early 2014, the partners put out a request for proposals from local organizations to apply for funding to do community outreach. Contracted organizations were asked to administer a survey to gather input from residents, but were also encouraged to use creative strategies to engage residents. The contracted organizations also collected contact information from residents that were interested in being put on an email or mailing list to receive project updates, but this information was collected separately and not connected with survey responses.⁴

Thirteen organizations were selected to receive contracts by a committee comprised of Northside residents, organizational partners, and Steering Committee representatives. The sub-contracted organizations proposed a variety of outreach activities to gather feedback from many different communities living in North Minneapolis near the proposed greenway route (Figure 6). MHD and AMS also provided training and ongoing support to the sub-contracted organizations during the 2014 efforts. The survey can be found in Appendix A.

³ For more information about the Corridors of Opportunity project, see <http://www.corridorsofopportunity.org/>

⁴ The 2014 survey asked residents who said they lived on the greenway or one block from the greenway to provide their street address. If the survey was conducted through door-knocking, staff or volunteers noted the block numbers for the respondent, but not the individual address. This information was later used to look at support by block. Data about support by individual household was kept private within MDH and was not used to guide additional outreach or advocacy efforts.

6. Description of the sub-contracted organizations' community outreach activities (2014)

Organization	Who they reached	Key outreach strategies used
Hispanic Advocacy and Community Empowerment through Research (HACER)	Latino residents in North Minneapolis	Attending events with large Latino participation
Hmong American Mutual Assistance Association (HAMAA)	Hmong residents in North Minneapolis	Holding meetings with residents; door-knocking
Hmong American Partnership	Students, teachers, and families at Hmong International Academy	Working with youth to create a video about the greenway; engaging students' families and teachers
Jordan Area Community Council	Residents of the Jordan neighborhood	Door-knocking along and near the proposed route in the Jordan neighborhood; holding meetings and ice-cream socials
Lao Assistance Center of Minnesota (LACM)	Lao residents in North Minneapolis	Door-knocking; holding an information session; talking with clients who come in for other services or events
Major Taylor Bicycling Club of Minnesota	African American residents in North Minneapolis	Holding weekly bike rides; attending community events; announcements on social media and KMOJ radio
Minneapolis Bicycle Coalition	North Minneapolis residents along and near the proposed route	Holding an Open Streets event along and near the proposed route, including a greenway demonstration during the event with sod
Minneapolis Highrise Representative Council	Residents of Hamilton Manor High-rise, a senior-designated public housing high-rise located one block from the proposed route	Holding meetings with residents at the high rise
Minneapolis Peace Collaborative	Northside youth and their families	Door-knocking; holding a 3-on-3 basketball tournament at Open Streets where participants learned about the project and completed surveys
Northside Residents Redevelopment Council	Near North residents and youth at North High School	Door-knocking along and near the route and at an apartment building with a large Latino community; working with youth at North High School to engage their peers
Pillsbury United Communities - Camden Neighborhood Center	Families living in the Camden community	Holding family community dinners; tabling at Open Streets
Project Sweetie Pie	African American residents and youth in North Minneapolis; residents interested in urban agriculture	Holding an Urban Farm Fare at the Open Streets event
Redeemer Center for Life	Church congregants; youth at Henry High School; residents of the Webber-Camden and Folwell neighborhoods	Holding meetings at churches near the route; working with Henry High School students to engage their peers; door-knocking along and near the route in the Webber-Camden and Folwell neighborhoods

Source. 2014 Community Engagement Report, <http://www.minneapolismn.gov/www/groups/public/@health/documents/webcontent/wcms1p-144926.pdf>

How did the sub-contracted organizations feel about the overall coordination of the project?

During individual interviews, representatives from the 13 sub-contracted organizations shared a number of things they appreciated about the approach the key partners used to involve community organizations in the greenway outreach efforts. Overall, they provided largely positive feedback, but included a few suggestions for improvement.

Many of the organizations found the project appealing because they had personal and professional connections to North Minneapolis and interest in working on a project that had a focus on transportation and health equity. Some representatives also saw the outreach model as a way to build the local power of residents and to form new connections with community residents.

The organizations felt that the application process was fair, transparent, and open to a diverse group of community organizations and leaders. The organizations appreciated that the applications were reviewed by a panel from the community and that the key partners were open to multiple outreach strategies.

It was not just the usual suspect[s], you didn't have to be the conventional institutions...any... grass roots individual could... throw their hat in the ring.

The organizations generally felt that MHD and AMS provided the appropriate level of support to the projects during the outreach process. The organizations found MHD and AMS to be responsive to their questions and appreciated their willingness to attend community events and respond to residents' questions.

I think that makes a difference to have staff that aren't trying to lead it. They are leading at the beginning and then they are turning their leadership over to community residents... [in a way] that says here, we are handing it off but we are still here. We are still here to be technical support, to give you whatever support is needed.

However, two organizations remarked they would have liked MHD and AMS to act as a more involved partner or mentor during the project.

What strategies did the sub-contracted organizations use to reach residents?

Multiple approaches were used to invite residents to complete the survey. Many residents (43%) completed an online version of the survey, while fewer completed a survey administered at community events (34%), such as group bike rides, Open Streets events, picnics, barbecues, and church and community garden events, or through targeted door-knocking efforts (23%). Although fewer residents were reached through door-knocking, the sub-contracted organizations felt this approach helped them hear from a more representative group of community members, particularly renters.

Representatives from the sub-contracted organizations also described informal approaches that worked well in engaging residents. These included:

- **Providing background about the project.** It was helpful to provide information about the history of the project and emphasize that no final decisions had been made yet about moving forward with the plan.
- **Providing a visual concept of what a greenway might look like.** Some residents were unfamiliar with greenways, so it was helpful to provide maps or photos of sample greenways. Several organizations planned tours of other greenways and bike lanes in Minneapolis.
- **Making it easy for residents to provide input.** The organizations emphasized the importance of making participation in the community input process easy and providing brief, straightforward information about the greenway. Many of the organizations worked to meet people where they already were, either through door-knocking or attending existing community events.
- **Engaging residents in outreach efforts.** Several organizations worked with volunteers from the neighborhood, and one organization involved Hmong youth in surveying their families and peers. These strategies built on connections that residents already had and fostered greater trust and commitment to the project within the community.
- **Building on partnerships.** Several organizations collaborated with new or existing partners on activities or events, allowing them to share resources, reach broader audiences, and build or strengthen partnerships.
- **Offering creative ways to connect to the project.** One organization created t-shirts for people to wear during group bike rides, which led to questions and interest from residents along the way. Another organization worked with youth to create a public service announcement (PSA) that could be shared with residents on a tablet.

- **Acknowledging concerns that people had about the greenway.** Many of the organizations emphasized the importance of listening to and acknowledging residents' concerns about the greenway.
- **Providing opportunities for people to gather, have fun, and build connections.** Providing opportunities to gather and have fun through events provided broader community benefits, such as new connections among residents and stronger relationships between residents and the organizations.

The work that took place, the value that...transpired was the fact that people came to an event and there was an opportunity for them to interface with each other... It's the unintended consequences [that] have greater value than the survey, from the stand-point of the community organization.

The organizations faced some challenges in their efforts, but developed strategies to manage them. Key challenges the organizations faced included language barriers and having enough capacity and time. One organization also faced an incident of police harassment of several of their canvassers. The incident led to a community meeting with the police and greater dialogue about safety in the community, police-community relations, and the role greenways and other amenities could play in supporting public safety.

Who did the outreach efforts reach?

The outreach efforts gathered feedback from residents who had not been reached in previous efforts. A total of 2,040 residents completed surveys through the 2014 outreach campaign, representing a 457 percent increase from the previous years' efforts.⁵ About two-thirds of survey respondents (68%) reported that they had not completed the survey in early 2013.

The outreach efforts reached a broad cross-section of North Minneapolis residents. A total of 70 percent of respondents reported living in North Minneapolis. About half (48%) lived within four blocks of the proposed route, and 15 percent lived directly on the route (Figure 7). Although the survey was completed by a culturally diverse group of residents, black or African Americans were underrepresented (black or African American residents comprise 48% of the North Minneapolis population, but only 29% of North Minneapolis survey respondents) and white respondents were overrepresented (45% of North Minneapolis survey respondents were white, compared to 30% of the total North Minneapolis population; Figure 8). Most (89%) of respondents spoke English only or English and another language

⁵ A full report of findings from the survey can be found at <http://www.minneapolismn.gov/www/groups/public/@health/documents/webcontent/wcms1p-144926.pdf>

in their homes, such as Hmong or Spanish (Figure 9). One in four (26%) respondents who lived within a block of the proposed route was a renter.

7. Proximity of respondents to the proposed route

Proximity to the proposed route (n=1,895)	n (%)
On the proposed route	276 (15%)
Within one block of the route or route alternative	223 (12%)
Within two to four blocks of the route	396 (21%)
Elsewhere in North Minneapolis	436 (23%)
Outside of North Minneapolis but visit frequently	346 (18%)
Outside of North Minneapolis but don't visit frequently	218 (12%)

Source. 2014 Community Engagement Report

<http://www.minneapolismn.gov/www/groups/public/@health/documents/webcontent/wcms1p-144926.pdf>

Note. Totals may exceed 100% due to rounding.

8. Race/ethnicity of survey respondents compared to total residents of North Minneapolis neighborhoods

Race/ethnicity	Survey respondents			2010 Census data	
	All respondents (n=1,904) n (%)	North Minneapolis respondents (n=1,247) n (%)	Respondents living on proposed route (n=243) n (%)	All North Minneapolis neighborhoods (n=59,970) n (%)	Proposed route neighborhoods ^a (n=23,769) n (%)
American Indian and Alaska Native	26 (1%)	17 (1%)	4 (2%)	845 (1%)	327 (1%)
Asian or Pacific Islander	240 (13%)	178 (14%)	25 (10%)	7,653 (13%)	3,187 (13%)
Black or African American	455 (24%)	356 (29%)	70 (29%)	25,769 (43%)	11,303 (48%)
Hispanic or Latino	111 (6%)	68 (6%)	10 (4%)	4,730 (8%)	1,971 (8%)
White	987 (52%)	566 (45%)	119 (49%)	17,711 (30%)	5,674 (24%)
Two or more races/ethnicities	85 (5%)	62 (5%)	15 (6%)	3,075 (5%)	1,237 (5%)
Some other race	-	-	-	187 (<1%)	70 (<1%)

Source. 2014 Community Engagement Report,

<http://www.minneapolismn.gov/www/groups/public/@health/documents/webcontent/wcms1p-144926.pdf>

Note. Totals may exceed 100% due to rounding.

^a Near North, Jordan, Folwell, and Webber-Camden neighborhoods

9. Languages spoken in respondents' households

Language (n=1,618)	n (%)
English only	1,279 (79%)
Hmong only	98 (6%)
English and Hmong only	59 (4%)
Spanish only	47 (3%)
English and Spanish only	46 (3%)
Lao only	27 (2%)
English and some other language(s)	49 (3%)
Some other language(s) only – no English spoken at home	13 (1%)

Source. 2014 Community Engagement Report,

<http://www.minneapolismn.gov/www/groups/public/@health/documents/webcontent/wcms1p-144926.pdf>

Note. Totals may exceed 100% due to rounding.

By using multiple strategies, the project heard from a culturally diverse group of residents. As noted earlier, the sub-contracted organizations focused their efforts on reaching residents of specific cultural communities, age groups, or geographic areas, using the outreach strategies they felt would be most effective (Figure 10). The majority of Asian or Pacific Islander (94%), black or African American (92%), Hispanic/Latino (89%), and American Indian (73%) residents who completed the survey were reached through the organizations' door knocking and outreach at specific events. If only the online survey had been used, feedback would have come from a predominately white group of residents (75% of white respondents completed the survey online, compared to 10% of residents of color; Figure 10).

10. How surveys were completed by race/ethnicity

	American Indian or Alaska Native (n=413) n (%)	Asian or Pacific Islander (n=240) n (%)	Black or African American (n=455) n (%)	Hispanic or Latino (n=111) n (%)	White (n=987) n (%)	Two or more races/ethnicities n (%)
Door Knocking	7 (27%)	20 (8%)	222 (49%)	49 (44%)	102 (10%)	14 (16%)
Event	12 (46%)	206 (86%)	196 (43%)	50 (45%)	148 (15%)	45 (52%)
Mailed-in survey ^a	0 (0%)	0 (0%)	0 (0%)	0 (0%)	1 (<1%)	0 (0%)
Online	7 (27%)	14 (6%)	33 (7%)	12 (11%)	736 (75%)	26 (31%)

Source. 2014 Community Engagement Report,

<http://www.minneapolismn.gov/www/groups/public/@health/documents/webcontent/wcms1p-144926.pdf>

Note. Totals may exceed 100% due to rounding.

^a One survey was mailed in to the project, likely after being handed out at event.

What did the outreach efforts reveal about residents' support for or concerns about the greenway?

One of the central purposes of the 2014 outreach campaign was to gauge resident support for a greenway in North Minneapolis. Findings from these efforts about levels of support, and who was in support of the greenway, informed outreach strategies the following year.

Overall, a majority of residents supported the greenway project. Seventy percent of North Minneapolis respondents supported the greenway concept (48% “strongly supported” and 22% “supported” the idea), and about two-thirds of those living on the route (62%) were in favor of it. Three-quarters of all respondents (76%) supported the greenway idea (Figure 11).

11. Survey findings from the 2014 outreach efforts by location

	All respondents (n=2,014) n (%)	North Minneapolis respondents (n=1,312) n (%)	Respondents living on the proposed route (n=272) n (%)
Strongly support	1,090 (54%)	634 (48%)	111 (41%)
Support	442 (22%)	287 (22%)	57 (21%)
Neutral	228 (11%)	170 (13%)	37 (14%)
Oppose	100 (5%)	88 (7%)	24 (9%)
Strongly oppose	154 (8%)	133 (10%)	43 (16%)

Source. 2014 Community Engagement Report,

<http://www.minneapolismn.gov/www/groups/public/@health/documents/webcontent/wcms1p-144926.pdf>

Note. Totals may exceed 100% due to rounding.

Support for the greenway varied by race and ethnicity. Residents identifying as Asian or Pacific Islanders were least likely to support the greenway (54% of those in North Minneapolis supported the concept). Other populations in North Minneapolis were generally supportive of the project, ranging from 64 percent (American Indian respondents) to 87 percent (respondents identifying as two or more races).

Although a majority of residents supported the greenway, there were residents who opposed the concept. Seventeen percent of North Minneapolis residents and one-quarter of residents who lived along the route opposed the greenway. The greenway was of particular concern to Hmong-speaking residents, especially those living directly on the route. About two-thirds (61%) of Hmong residents living on the proposed route opposed the idea (compared to 24% of all respondents living on the route; Figure 13). Feedback from the survey

suggested Hmong residents were concerned about loss of parking to accommodate multi-generational households. In the spring of 2014, a community organizer working with the Hmong community also wrote two articles for the Twin Cities Daily Planet that were critical of the greenway project. Project staff from MHD and AMS reached out to the organizer to set up a meeting with Hmong residents, but he declined the offer.

12. Support for the greenway by race/ethnicity based on 2014 survey findings

Overall, to what extent do you support or oppose the north Minneapolis greenway proposal?	American Indian or Alaska Native		Asian or Pacific Islander		Black or African American		Hispanic or Latino		White		Two or more races/ethnicities	
	All (n=25) n (%)	North Mpls (n=17) n (%)	All (n=239) n (%)	North Mpls (n=177) n (%)	All (n=447) n (%)	North Mpls (n=351) n (%)	All (n=110) n (%)	North Mpls (n=67) n (%)	All (n=978) n (%)	North Mpls (n=559) n (%)	All (n=84) n (%)	North Mpls (n=61) n (%)
Strongly Support	10 (40%)	5 (29%)	74 (31%)	52 (29%)	176 (39%)	137 (39%)	43 (39%)	26 (39%)	689 (70%)	354 (63%)	49 (58%)	33 (54%)
Support	8 (32%)	6 (35%)	68 (29%)	44 (25%)	126 (28%)	97 (28%)	47 (43%)	25 (37%)	138 (14%)	77 (14%)	25 (30%)	20 (33%)
Neutral	3 (12%)	2 (12%)	61 (26%)	51 (29%)	78 (17%)	57 (16%)	17 (16%)	13 (19%)	43 (4%)	31 (6%)	5 (6%)	3 (5%)
Oppose	1 (4%)	1 (6%)	17 (7%)	16 (9%)	32 (7%)	29 (8%)	1 (1%)	1 (2%)	38 (4%)	34 (6%)	2 (2%)	2 (3%)
Strongly Oppose	3 (12%)	3 (18%)	19 (8%)	14 (8%)	35 (8%)	31 (9%)	2 (2%)	2 (3%)	70 (7%)	63 (11%)	3 (4%)	3 (5%)

Source. 2014 Community Engagement Report, <http://www.minneapolismn.gov/www/groups/public/@health/documents/webcontent/wcms1p-144926.pdf>

Note. Totals may exceed 100% due to rounding.

13. Support for the greenway among Hmong speakers based on 2014 survey findings

	All Hmong respondents (n=161) n (%)	North Minneapolis Hmong respondents (n=127)	Hmong respondents on the proposed route (n=18) n (%)
Strongly Support	33 (21%)	27 (21%)	1 (6%)
Support	43 (27%)	27 (21%)	3 (17%)
Neutral	52 (32%)	45 (35%)	3 (17%)
Oppose	14 (9%)	14 (11%)	7 (39%)
Strongly Oppose	19 (12%)	14 (11%)	4 (22%)

Source. 2014 Community Engagement Report,

<http://www.minneapolismn.gov/www/groups/public/@health/documents/webcontent/wcms1p-144926.pdf>

Residents saw the benefits of a greenway in their community, but also shared some concerns. According to survey findings, as well as reflections from the sub-contracted organizations, residents felt the greenway would add green space to their community, provide a safe place for bikers and pedestrians separate from traffic, foster economic development, and bring new people to the community. Residents also shared concerns about the project, including cost, maintenance, crime, impacts on parking, traffic, and emergency vehicle access, and whether there was enough interest among residents to justify the project. Other organizations encountered the perception that biking was for youth or white people. A representative from one organization also noted that many Latino residents worked far from the neighborhood, so emphasizing the greenway as a benefit to commuters who live and work in North Minneapolis was not as relevant for this population.

What key lessons from the 2014 outreach efforts informed ongoing planning?

The key partners drew on information they had gathered during the 2014 campaign to identify the following lessons learned and shape their planning for 2015 outreach activities:

Effective outreach partners were place-based organizations and organizations that had strong credibility with residents. The key partners reflected that organizations based in North Minneapolis seemed to be especially effective in reaching residents and gathering honest feedback, even compared to culturally specific organizations that worked with North Minneapolis residents but were located outside of the area. These organizations were able to build on existing connections, including their relationships with cultural leaders within the community. Additionally, the key partners found that it was important to work with organizations that have credibility with the communities they serve. They heard from leaders of one cultural group who felt that their community's input had not been adequately sought because they did not trust the culturally based organization doing outreach.

The outreach activities reached a more diverse cross-section of residents than earlier efforts, but illustrated a need for more outreach with Hmong and African American residents. A culturally diverse group of North Minneapolis residents completed the survey, but African American residents were still underrepresented. In interviews with the sub-contracted organizations, most felt that the campaign had reached a representative sample of residents, but some organizations reflected that the online survey might have contributed to overrepresentation of white residents, particularly those who live outside of North Minneapolis. Some organizations also felt that continued efforts were needed to reach residents living on the route to hear more about their concerns, particularly Hmong-speaking residents who were less supportive of the greenway project. Additionally, sub-contracted organizations reported that some cultures do not respond as well to surveys and that storytelling and conversation might be more effective ways to engage with these groups.

The survey provided broad information about levels of support for the greenway, but more information was needed to fully understand residents' opinions about the project. The surveying efforts provided baseline information about residents' levels of support for the greenway. The key partners paid particular attention to the responses of North Minneapolis residents and those living directly on the route when considering next steps, but felt that more information was needed to understand residents' interests and concerns about the project. A representative from AMS stated,

I think there was a gap, in not knowing what people meant when they said they supported it. They mean, 'Yeah, I support this idea,' but... how are they going to use it? What do they want it to look like? If we say we have people supporting it, we [want to be able to say that they] mean this. [We] didn't feel like we had enough of that information.

Representatives from the sub-contracted organizations were cautious in reflecting on whether residents felt that their input mattered at this point in the outreach campaign. When asked whether they sensed that residents felt their input mattered, representatives from the sub-contracted organizations were hesitant to speak on behalf of the residents. Although they encountered some disillusionment, most organizations generally sensed that residents felt it was worthwhile to provide their input. Other respondents said that it was too early in the process to gauge whether residents felt their input was important. One respondent stated:

I would answer it not yet. We're not quite finished so I feel like in the next years once the residents actually see this plan continue to get revised – right now we don't have anything to show them that we made changes based on their input...I want to believe it [but] in my head and heart I think it's too early for residents to truly feel that.

From these lessons from the 2014 outreach campaign, the key partners identified the following priorities for the following year:

- Prioritize outreach with residents who were not reached by the 2014 efforts.
- Gather qualitative information about residents' questions, concerns, and desires for the greenway, in addition to continuing to collect survey data.
- Begin outreach efforts south of Plymouth Avenue to explore extending the greenway into this area, based on interest from neighborhood organizations in the area and resident feedback from the 2014 survey.

In addition, the following changes were made to reflect feedback heard from the sub-contracted organizations and residents:

- Provide opportunities for organizations to apply for more funding to better compensate them for their efforts.
- Encourage organizations based in North Minneapolis to apply for funding.

What was learned during the 2015 outreach efforts?

Overview of the 2015 outreach efforts

In 2015, the key partners worked to expand and deepen the outreach efforts, and began transitioning leadership of the project to the newly named Northside Greenway Council.

The key partners used a similar approach and sub-contracted with 17 local organizations to do outreach, eight of whom had participated in the outreach process in 2014 (Figure 14). The focus of these efforts was to gather qualitative information through conversation and storytelling about residents' concerns and wishes for the greenway. The organizations summarized the feedback that they were hearing in a tracking document that was later submitted to MHD and AMS, and they also continued to collect data using an updated version of the survey (Appendices B and C). Several organizations were also tasked with collecting survey data south of Plymouth Avenue about extending the route to this area using a separate survey that included questions from both years (Appendix D).

Based on findings from the previous year, the key partners also piloted a community connectors program. Six residents who were well-connected in the community, some of whom were involved with the outreach efforts the previous year, were hired to do targeted outreach with populations who had been less represented in previous outreach efforts, specifically African American and Southeast Asian residents, people with disabilities, renters, and transit riders. MHD and AMS contracted with the Northside Resident Redevelopment Council (NRRC) as a host organization to provide orientation, training, and ongoing support to the community connectors.

Leadership for the project also began to transition to a more formal coalition of residents and organizations. In late 2014, the key partners held a strategic planning summit to develop the newly named Northside Greenway Council (NGC), formerly the Steering Committee. At this summit, the NGC adopted bylaws and elected chairs, with the goal of ultimately shifting leadership from MHD and AMS to the coalition. Bylaws for the NGC can be found in Appendix E.

14. Description of the sub-contracted organizations' community outreach activities (2015)

Organization	Who they reached	Key strategies used
Environmental Justice Advocates of Minnesota	North Minneapolis residents	Informational surveys, a senior-specific focus group, and an Open Streets event on Lowry Avenue.
Harrison Neighborhood Association	Residents of the Harrison neighborhood or surrounding area	A community bike ride, an art festival, a greenway-themed pizza party, and two monthly resident gatherings.
Heritage Park Neighborhood Association	Residents of Heritage Park Neighborhood	Focus groups and surveys.
Hmong American Partnership (HAP) and Hana Media & Development	Hmong and other Southeast Asian residents in North Minneapolis	Information sharing, surveying, and recording a "talk-show" style podcast.
Jordan Area Community Council (JACC)	North Minneapolis residents, particularly in the Jordan neighborhood	Place-making activities led by local artists and outreach workers recruited and trained by JACC.
Juxtaposition Arts	North Minneapolis residents	Community bike rides, barbeques, art events, and outreach to local businesses.
Lao Assistance Center	Lao residents in North Minneapolis, particularly those in Olson Memorial Townhomes	A focus group and community events at Olson Memorial Townhomes.
Major Taylor Bicycling Club of Minnesota	North Minneapolis residents, patients of Northpoint, and Nice-Ride Neighborhood participants	Bicycle-related events (Northside Slow-Roll, Urban League Family Day, Northpoint's Fit4Fun, and Ride and Roast event).
Minneapolis Highrise Representative Council	Residents of various high-rise rental properties in North Minneapolis	Community meetings, events, and open houses at the high-rise rental properties.
Minneapolis Youth Congress	Youth residents of North Minneapolis	Monthly meetings in Folwell and North Commons neighborhoods, joint community conversation with Minnesota Bicycle Coalition, and community conversations at various sites in North Minneapolis.
Northside Residents Redevelopment Council	North Minneapolis residents, specifically Heritage Park; people of color along the southern route of the proposed greenway; residents south of Plymouth; North Minneapolis residents or Northpoint Patients; 25+ Latino/a residents of North Minneapolis	Conversations during the heritage Park annual meeting, Northside Greenway Slow-Roll, Harrison/Redeemer Block Party, Family Day Sod Block Party, Northpoint's Fit4Fun event, and the CityView Latino Event.
Project Sweetie Pie	North Minneapolis residents	Outreach at the Karamu Garden Kick-off and Juneteenth events.
Project Superman	Residents along the proposed greenway	Community gardening forums about the proposed greenway and greenspace along the route.

14. Description of the sub-contracted organizations' community outreach activities (2015) (continued)

Organization	Who they reached	Key strategies used
Redeemer Center for Life	Area cyclists; female, trans, and/or queer; residents of Harrison or surrounding areas	Open shop at Venture North, Grease Rag, weekly cookouts/pizza parties, weekly bicycle fields trips, Earn-a-bike program, outreach at Summit Academy OIC, and an annual block party.
Summit Academy OIC	North Minneapolis residents	A Mini-Track and Field Day that activities to promote physical fitness and tabling by local organizations.
To Succeed You Must Read (TSYMR)	North Minneapolis community members (youth and adults), parents and students of the Bright Water Montessori, and parents interested in TSYMR's summer program	Two meetings on the Greenway events, a Planting Seeds on the Greenway ride and read event, outreach during the Bright Water Montessori Carnival, and an information booth at Cub Foods and TSYMR headquarters.
West Broadway Business & Area Coalition	Market patrons or community members	Questionnaires and demographic surveys.

How did the outreach partners feel about the overall coordination of the project?

The sub-contracted organizations felt that the application process and support they received during their efforts was sufficient, but some felt that expectations for gathering survey data and open-ended information were confusing. Eight of the 17 sub-contracted organizations responded to a survey to share their feedback about the application process and the support they received from MHD and AMS. Among the organizations that shared feedback, most (7 or 8 of the organizations) had positive feedback about the process and a clear understanding of the project purpose and their role (Figure 15). In case study interviews, some organizations suggested more instruction on how to balance gathering survey data and engaging residents in open-ended discussions about the greenway would have been helpful.

The community connectors also shared positive feedback about the support they received, especially from the host organization, but some noted the need for additional information to better answer residents' questions. Overall, the community connectors and host organization shared that they had a clear understanding of their roles and the purpose of their outreach. They also felt the host organization, NRRC, was accessible and offered the right amount of support. NRRC noted that they could have played a role in recruiting and selecting community connectors if they would have been brought into the project earlier. Some community connectors said that they had difficulty fielding specific questions about the project, such as questions about parking, or how the greenway fit into other infrastructure projects in the city.

The sub-contracted organizations and community connectors alike saw missed opportunities for collaboration and communication. Several sub-contracted organizations reported needing more guidance on how to coordinate with the other organizations and community connectors, especially when trying to reach the same populations. Some community connectors also shared that they did not meet their colleagues until later in the process and often did not have a clear idea of where their colleagues were targeting their efforts. Suggestions to support greater coordination included having regular meetings with all of the community connectors or pairing individuals together to target specific populations.

15. Survey responses from the 2016 sub-contracted organizations about the overall coordination of the project

	Strongly agree	Agree	Disagree	Strongly disagree	I don't know/It's too early to tell
I felt the application process was fair and transparent	1/8	7/8	0/8	0/8	0/8
I clearly understood how this year's outreach efforts built on the efforts that took place in 2014	1/8	6/8	1/8	0/8	0/8
I clearly understood the expectations the City and the Alliance had of my organization	1/8	6/8	1/8	0/8	0/8
The City and the Alliance provided my organization with enough support during the outreach process this summer.	1/8	6/8	1/8	0/8	0/8

What strategies did the sub-contracted organizations use to reach residents?

Much of the outreach in 2015 took place at community events. The outreach partners administered surveys and engaged residents in discussions about the greenway at existing events such as cookouts, farmers markets, school carnivals, or cultural events, or by organizing new events such as pizza parties, block parties, or group bike rides. Some outreach was also done in more traditional ways, such as by attending community meetings or holding community conversations or focus groups. Door-knocking was used less frequently in 2015. Some outreach partners found door-knocking did not help them build the rapport needed for residents to feel comfortable taking part in a longer and more in-depth discussion of the greenway. At least one community connector avoided using door-knocking because of concerns about personal safety when going alone.

Promising practices: Sub-contracted organizations

The sub-contracted organizations proposed a variety of strategies to build awareness about the greenway and collect input from residents. Zines, sod block parties, and podcasts are three unique approaches used to gather resident feedback:

Creating a zine with youth apprentices (Juxtaposition Arts). Instructors at Juxtaposition Arts (a youth-oriented visual arts center in North Minneapolis) formed a team with four high school and college-aged apprentices to create a zine about the greenway. The project built on Juxtaposition Arts' past experience creating zines for transit projects and its growing interest in tactical urbanism.⁶ The team sorted through the materials provided by the project, talked about what information was most important to highlight, made an outline, and began

⁶ Tactical urbanism is a strategy involving the installation of low-cost, temporary demonstration projects designed to re-envision spaces within neighborhoods.

putting together pages with images, maps, and other features. A representative from the project noted:

I think our approach...is looking at what information is out there and thinking about how to present it in a different way. How to make it feel more connected to the people who will be looking at it... It's about a voice and asking different questions... not just repackaging it.

The team printed 60 to 80 copies of the zine and distributed them at FLOW Northside Arts Crawl, at a local restaurant, online, and in informal interactions with residents. Residents were interested in the zine and responded positively to having the information presented in an easy-to-understand format.

Hosting sod block parties (NRRC). In addition to hosting the community connectors, NRRC served as a sub-contracted organization and focused its efforts south of Plymouth Avenue. As part of these outreach efforts, the organization hosted two sod block parties, laying down sod on a part of a street to simulate the greenway with food and activities for residents to engage with the space. The idea for the sod block parties came from an Open Streets event the previous year in North Minneapolis, which had included several sod installations, and is a smaller version of the full-scale greenway demonstration project implemented in 2016.

A representative from the project indicated that part of the success of the sod block parties was coordinating, either directly or indirectly, with other events going on in the community. The first event was held in collaboration with Project Sweetie Pie at the summer kick-off celebration for Karamu Garden, a communal garden space in North Minneapolis. The second sod block party was held on the same day as Family Day, a nearby community event sponsored by the Urban League. Major Taylor Bicycling Club, another sub-contracted organization, also organized a group bike ride that ended at the sod block party.

In order to secure a permit to host the block parties, NRRC had to get signatures of approval from 75 percent of residents on the route per city regulations, which provided an additional opportunity to talk with residents about the project. A representative from the project noted that children in particular seemed to gravitate toward the space, which was notable to him as young people will likely see more of the impacts of the greenway in the long run. Older adults also shared positive feedback about how the greenway might benefit the community, whereas adults in the middle range were more likely to express questions or concerns. Project staff shared that the sod block parties provided a way for residents who may be unfamiliar with the greenway concept to visualize what it might look like in their community,

to engage with it, and to make it their own. A representative talked about one example of a way that residents made use of the space:

At one point we had a drum squad come up. That is not something that [you] might see in the [drawings of the greenway] online, but it is very organic to our neighborhood. It's just something that... happened during our sod party and everybody was like, "Oh yeah, this would be a good place for...them to practice marching safely on [the] street or get ready for a parade or things like that."

Developing podcasts (HAP and Hana Media & Development). In 2015, HAP and Hana Media & Development created two talk-show-style podcasts for the Hmong community. This work built on their 2014 outreach activities where they had worked with youth to create a public service announcement (PSA). A representative from the project noted that the talk show format allowed them to explore the topic in more depth with residents, which aligned with the goals of 2015 outreach campaign. The partners created two podcasts: one in Hmong with Hmong adults, and one in English with Southeast Asian youth. The adult talk show was hosted by a Hmong resident with a background in radio, and the youth podcast was hosted by a young person from the community. For both podcasts, the host's role was to facilitate the conversation and also provide information about the greenway project. Participants for the talk show panels were recruited from the local community. Adult participants were given a 50 pound bag of rice to thank them for their participation, and the youth were offered a \$25 gift card. The talk shows were aired on a Hmong radio station, and were also put on flash drives and given to residents at outreach events and as incentives for completing the survey. The podcast also played on loud speakers in front of a Southeast Asian grocery store in North Minneapolis where project staff were available to talk with residents about the project and invite them to complete a survey. A project representative shared that the projects' success lay in drawing on the oral traditions of the Hmong community and creating a safe space for Hmong residents to talk to their peers about the project.

[The Hmong community] has more of an oral communication rather than a written communication style... Having these talk shows...works well because they are more used to listening and sharing information... and getting information that way, rather than reading it on a piece of paper...Having it in their language also creates that sense of safety for the community members to know that there are others with the same or similar backgrounds who are talking about these issues or concerns [for] the greenway.

The project representative also shared a broader philosophy around outreach that puts the residents you are trying to reach at the center of any campaign.

I think with any outreach and engagement, it is really understanding your target audience. [...] Basically you are putting that community member at the center and approaching the outreach [or] engagement with that community member in mind, rather than a typical top down approach, where things maybe created from the city level and then kind of trickles down to the community.

Promising practices: Community connectors

The community connectors engaged in many of the same strategies used by the sub-contracted organizations. Most of the community connectors reported that they attended community events on the Northside, such as farmers' markets, community garden events, an outdoor concert series, a Father's Day event, and an open-fire pizza event through a local church. At these events, the community connectors would either have a table, walk around with a clipboard and notes, or just circulate and talk to people. The community connectors also worked with local institutions to reach additional residents, including NorthPoint Health and Wellness, the Hmong American Mutual Assistance Association, the Lao Assistance Council, the Southeast Asian Community Council, local grocery stores, food shelves, churches, mosques, and temples.

Some community connectors hosted their own events as well. For example, one used a local community garden space with a Little Free Library and park bench as a place to gather people together for conversations about the greenway. Another community connector hosted a Northside Greenway Garden Tour, a group bike ride touring five community gardens in the area with additional discussion about the greenway along the way.

In addition to these methods, the community connectors elevated specific strategies they used to engage residents:

- **Taking time to build relationships.** One community connector shared how the approach this year was as much about relationship building as it was about data collection. Another community connector would write down the responses for residents who had difficulty filling out the survey, and emphasized that it was okay to spend more time with a resident to collect a single survey because it often resulted in more meaningful information. Several community connectors emphasized the importance of personal contact, acknowledging that broad-based approaches such as posting fliers were less effective than calling people and inviting them directly to events.

- **Meeting people in spaces where they already gather, rather than asking them to come to additional events.** One participant noted that people attending these events are more likely to already be engaged with their communities, and therefore more open to having a conversation about the proposed greenway.
- **Making participation easy.** One community connector offered pre-paid envelopes with the survey at different events so that participants would not have to stop and take time to fill it out.
- **Providing tools to help residents visualize the greenway and related amenities.** The community connectors found that the illustrations and maps provided by the project or referring to similar features in the community, such as Theodore Wirth Parkway or amenities at existing playgrounds, helped residents visualize the greenway.
- **Understanding the interests and communication styles of different cultural communities.** The community connectors also underscored the importance of building trust with community members, particularly with those who had been traditionally disenfranchised from public processes.

When it comes to outreach, especially with the Asian community, trust is huge thing. If they feel like they can trust you and you know what you are talking about, then they will listen. If they feel like you don't know what you are talking about and you don't have that trust, they won't engage with you or even talk to you.

At the same time, the community connectors felt that the survey and materials could be shortened to make translation easier when talking to residents for whom English was not their first language.

Framing messaging through the lens of health equity was effective with some populations and less effective with others. In their conversations with residents, many community connectors emphasized the health benefits of the proposed greenway. Residents seemed to respond to the idea that people who live in communities with more green spaces and areas for walking and biking are often healthier. This message did not seem to resonate as much with older adults or members of the Southeast Asian community, who were less interested in biking. With these residents, the community connectors tried to emphasize the broader benefits to the community.

I still asked for their input. I told them that [you] are part of this community and this project is going to affect you in some way. Maybe not you directly, but your neighbors, your friends, or in the future, it's what your community [is] going to look [like]. It is not necessarily that you are going to utilize [the greenway], but it's going to improve the life of the community.

Community connectors need to have strong communication skills. When asked what types of skills were most important for a community connector to have, most respondents felt that openness to talking to new people was key to this work. They also described friendliness, eye contact, being able to hit on key points in a short amount of time, and knowledge of the subject matter as helpful to effective communication.

Challenges

Language barriers, concerns about personal safety, and apathy or resistance among some residents were the most significant challenges the outreach partners encountered in their work. Several community connectors identified language barriers as a challenge in their efforts, whether in communicating with residents who spoke a different language or the time it took to verbally translate information at busy events. Another community connector noted that the surveys translated into Hmong were not especially effective because many Hmong residents do not actually read the language, even if they speak it. Some of the community connectors also shared concerns about door-knocking individually and the potential for police harassment after the 2015 incident where the police confronted canvassers. Another community connector discussed resistance from a leader of a local organization who asked him to leave a public event where he had been canvassing. Additional challenges identified included encountering apathy or resistance from residents, communicating a large amount of information in often short interactions, responding to residents' complaints about the length of the survey, and keeping outreach materials intact through wind and rain. Most outreach partners were able to strategize solutions to deal with these problems.

Who did the outreach efforts reach?

Because some communities of color were underrepresented in the 2014 outreach efforts, the outreach partners made additional efforts to speak to residents who reflected the cultural diversity of North Minneapolis. The outreach partners reported efforts they made to target specific populations, such as residents who lived in North Minneapolis or on the proposed route, communities of color, youth, older adults, and a balance of renters and homeowners. However, their success in reaching these residents will not be known until the data collected through the project has been compiled.

Overall, the outreach partners felt that they were successful in engaging the residents they set out to reach. Almost all (7 out of 8) of the sub-contracted organizations that responded to the survey felt that they were successful in their outreach efforts and reached key groups of residents (Figure 16). Likewise, the community connectors noted that they “cast the net wide” in their outreach efforts.

The outreach partners also identified the need for ongoing outreach. Fewer representatives from the sub-contracted organizations (4 out of 8) agreed that the outreach efforts this year reached all of the key populations whose input should be heard (Figure 16). The community connectors also identified groups that they had more difficulty reaching. These groups included Hispanic and Somali residents, and residents in specific apartment buildings and facilities for older adults that they were unable to access.

At the same time, the outreach partners were slightly more confident that the 2014 and 2015 efforts were reaching enough residents to continue moving forward with the project. About two-thirds (5 out of 8) of the organizations reported feeling very or somewhat confident that there was enough community support for the greenway project for it to move forward (Figure 17). Although the sub-contracted organizations were hesitant to speak to whether they believed residents felt heard in the process in 2014, in 2015 most (6 out of 8) of the sub-contracted organizations that responded to the survey agreed that the residents they spoke with felt that their input would be taken into consideration in the planning process (Figure 16).

16. Survey responses from the 2016 sub-contracted organizations about populations reached

	Strongly agree	Agree	Disagree	Strongly disagree	I don't know/It's too early to tell
Overall, I felt my organization was successful in our outreach efforts	3/8	4/8	0/8	0/8	1/8
My organization and I reached the key groups of residents we set out to in our outreach efforts	4/8	3/8	1/8	0/8	0/8
The outreach efforts this year reached all of the key populations whose input should be heard	0/8	4/8	2/8	0/8	2/8
I believe that the residents I spoke with felt that their input would be taken into consideration in the greenway planning process.	1/8	5/8	2/8	0/8	0/8

17. Survey responses from the 2016 sub-contracted organizations about community support and readiness to move forward with the greenway project

	Very confident	Somewhat confident	Not very confident	Not at all confident	I'm not sure
How confident are you that there is enough community support for the greenway project for it to move forward?	1/8	4/8	0/8	1/8	2/8

What did the outreach efforts reveal about residents' support for or concerns about the greenway?

Despite multiple years of outreach activities, the sub-contracted organizations still reached residents who had not heard about the greenway project. Five of the sub-contracted organizations that responded to the survey agreed that most of the residents they spoke to had heard about the greenway while three disagreed (Figure 18).

18. Survey responses from the 2015 sub-contracted organizations about resident awareness of the greenway project

	Strongly agree	Agree	Disagree	Strongly disagree	I don't know/It's too early to tell
Most of the community members I spoke to had heard about the proposed greenway	0/8	5/8	3/8	0/8	0/8

Residents were generally supportive of the greenway and perceived benefits for themselves and the community. The outreach partners reported that residents seemed generally favorable to the idea of the greenway. Residents perceived benefits to the greenway, including increasing connections to other parts of the city, providing additional and affordable ways to get around, and offering a space for people to engage in physical activity and spend time with friends, family, and neighbors. Some of the organizations suggested that young people seemed to feel more favorably about the greenway than adults.

Residents shared suggestions for amenities and the design of the greenway. Residents shared ideas for amenities, including rest areas, drinking fountains, bike parking and repair stations, covered pavilions and seating areas, public green space, picnic areas, barbecue pits, dog parks, playgrounds, community gardens, and fitness and sports parks. Some residents also urged consideration of older adults and people with disabilities when designing the amenities. Residents who did share preferences for the design of the greenway favored the half and half and full greenway model.

Residents also shared concerns about the greenway, especially related to public safety. Both the sub-contracted organizations and community connectors identified safety as a key concern of residents. Some residents had concerns about lighting and police presence along the greenway, including who would be doing the patrolling. One community connector reported:

They were asking if [the greenway] was something that was going to be patrolled. Then there's another layer to that, there was a thing where folks were saying, "Who will patrol it?" They asked if there was going to be community patrolled or if it was going to be policed patrolled... I think there is a lot of issues around the community policing and what that really means to people. It means different things to different folks. Even those folks that recognized a need for safety, it wasn't just as easy as put more cops on the streets.

Residents suggested bicycle police patrols as a possible option, providing public safety and assistance with bike repairs or directions. Some residents also expressed concerns about access for emergency vehicles.

Residents were concerned about the cost of the project. The community connectors described concerns about the impact on property values, unwanted assessments, and loss of parking. The sub-contracted organizations reported hearing concerns about the cost of the project, and whether the greenway was the best use of resources. Specifically, some residents felt that the funding could be better spent on road and sidewalk repairs. However, even with these concerns, most residents perceived the greenway to be a beneficial investment for the community.

At the end of the day, folks do expect that this will mean something to their property taxes and that sort of thing. Most people were willing to pay for something, if it was going to really happen, [saying], "I'll do this if it has some long term benefits."

The economic benefits of the greenway were of interest to residents, but residents also had concerns about gentrification. One community connector fielded questions about whether the proposed greenway would create new jobs, especially for residents who live in North Minneapolis. The sub-contracted organizations also reported residents' concerns about gentrification, and whether the greenway was actually meant to benefit residents of North Minneapolis or if it would draw people from outside of the area. One community connector said that it would have been helpful to have more information about how the greenway fit into other recent public investments to better speak to the concerns of residents who may feel left out of discussions about public projects.

[I would have liked to have a] bit more [information] around how this project relates to the other things that are going on in the City [such as] the light rail [and] where the greenway fits into this puzzle... People are seeing stuff happen. There's anxiety when things seem random. I think this is especially true for those folks that feel they are out of the loop on certain things.

What key lessons from the 2015 outreach efforts informed ongoing planning?

At the end of the 2015 outreach efforts, the key partners felt increasingly confident that they were hearing from a broad cross-section of residents and that residents felt that their input would be considered in the planning efforts. The key partners identified a number of lessons to help guide their planning for the demonstration project.

Targeted outreach, using a range of strategies is critical for hearing from the diverse population of residents who live in North Minneapolis. By increasing the number of sub-contracted organizations and establishing the community connector program, the outreach process continued to reach new residents. At the same time, many of the outreach partners identified some communities who they were not as successful at reaching. The sub-contracted organizations shared suggestions for how future greenway plans should be shared with residents, including another round of outreach similar to the 2015 efforts, community meetings and events, newsletters, flyers, and email updates to neighborhood groups, and broader partnerships with local organizations. The key partners have made plans to continue outreach efforts in the next phases of the project.

Residents shared more specific concerns about the greenway in 2015, especially around public safety, cost, and gentrification. Although most residents perceived benefits to the greenway, many concerns were brought up about the cost of the project, impacts on property values and parking, and public safety and patrol of the greenway. Residents also expressed concerns about gentrification and ensuring that residents in North Minneapolis benefit from any economic development the greenway may create. The key partners plan to explore and continue to speak to these concerns in the outreach efforts moving forward.

In 2015, the outreach partners felt slightly more confident about moving forward with the project based on public input. Many of the sub-contracted organizations felt there was enough support and readiness among residents to move forward with the greenway project. However, the organizations also heard from residents who had strong reservations about the greenway or were opposed the project. Potential short-term concerns around safety and long-term concerns, such as gentrification and economic development, can be difficult to estimate, but the key partners plan to pay particular attention to these issues as they launch the demonstration project and evaluate its impact.

Based on the lessons learned from the 2015 outreach efforts, the following strategies have been prioritized for the following year:

- Move forward with the demonstration project, but continue to engage people throughout the process through another round of work with sub-contracted organizations and community connectors.
- Study potential unintended impacts of the greenway, such as gentrification.
- Emphasize additional uses for the greenway beyond biking, including walking or as a public gathering space.

How have the key partners made decisions about moving forward with the project?

From the beginning of the project, the key partners put forth that no decisions would be made about the greenway without strong evidence of community support for the project. This guiding principle shaped outreach efforts, with the intention of gathering input from residents from a neutral stance rather than advocating for the greenway.

Some stakeholders have also suggested that while the outreach campaign has reached a broad cross-section of residents, residents could have had a stronger voice in shaping the project early on. There may have been missed opportunities to engage residents in a discussion from the beginning about projects that would contribute to a healthier community, which may contribute to a disconnect between the guiding principles and public perceptions of the process.

Throughout the project, the key partners grappled with these questions about the line between outreach and advocacy, how to determine when enough people had been reached, and whether there was enough evidence of support for the greenway to move forward with the project.

How have the key partners understood their roles related to advocacy for the greenway?

The key partners defined their role as facilitating community input rather than advocating for the greenway, which they reinforced in key messaging and bylaws. Through the end of the 2015 efforts, the key partners all noted that their role had been to build awareness and gauge community support for the greenway rather than advocate for it being built. The partners reinforced this message through communications, emphasizing that no decisions had been made yet. A representative from MHD stated,

I think we are clear about it in our messaging. We are wanting to see what residents want. We are building awareness. This is education. We haven't made decisions.

The bylaws for the NGC, developed in late 2014 and adopted in May 2015, were also intended to provide guidance about the role of the body and focused on outreach and engagement more than advocacy. The mission of the NGC states: “Working through partnerships to actively engage Northside residents and community groups in the greenway project and representing residents’ opinions in the planning process,” guided by the values of engagement, equity, authentic partnership, transparency, and collaboration. However, it should be noted that the bylaws do not explicitly prevent members from advocating for the greenway.

The project partners, especially the NGC, also acknowledged the difficulty of maintaining a neutral stance in practice. MHD and AMS both noted that it was likely easier for them to maintain a neutral stance, as coordinating bodies for the outreach campaign, than it was for members of the NGC. A representative from the NGC noted that many of the members have been involved with the project from the beginning and are invested in seeing it built. Many of the members also play multiple roles and were involved as staff of sub-contracted organizations or as community connectors.

Some members described how they managed the line between their personal beliefs and their role on the NGC. A member of the NGC who also worked for a sub-contracted organization noted:

I can't lie, I'm a bicycle advocate and I am for the proposed North Minneapolis Greenway. However, I have to stay very unbiased in my work. I try to just present the facts and let the facts speak for themselves. You can't really argue...I also do tell people about the pitfalls too.

Others expressed frustration because they felt ready to move into an advocacy role for the project. An NGC member who also worked as a community connector reflected:

With respect to the Northside Greenway, it's just not enough to go out there and simply ask the questions, you have to go and build the base of support. If that doesn't happen, then this project doesn't happen.

Another NGC member shared that the line between neutral outreach and advocacy is often blurry.

I think the strongest advocacy is letting people know about it and laying out the options and letting people weigh in. That is the best kind of advocacy and there is a lot of neutrality built in to that kind of advocacy. [Members of the NGC] got hung up on this binary, of 'as a group are we advocating for it or not?'

The NGC has tried to maintain the neutrality of its membership through a series of checks and balances. In 2014, the Bicycle Advisory Committee (BAC), an advisory body through the City of Minneapolis, passed a resolution asking the Department of Public Works to include funding for the greenway in its capital budget request. The Greenway Outreach Steering Committee (the former NGC) was not consulted on the decision to put forth the resolution, even though several members of the Steering Committee sat on the BAC. Many committee members felt that putting in a request for funding would send a message to the community that the project was moving forward, undermining the efforts they were making to build a more inclusive planning process. This incident also revealed a breakdown in communication within the Steering Committee. The Steering Committee took this incident seriously and held a meeting to discuss communication within the group and come to a shared understanding of the Steering Committee's position on the request.

More recently, a member of the NGC stepped down because they felt they could not adhere to membership guidelines about advocacy.

We actually just had someone decide to leave the [NGC] because they feel like they can't be anything but an advocate. At this point they have stepped back and that is okay.

There is some evidence of a disconnect in the project's guiding principles and public perception of the process. Although the project has tried to be clear in its messaging that no final decisions have been made, project representatives acknowledged that community members may have a different perception of the process. This disconnect may be because residents have many competing priorities and may not be aware of the history and guiding principles of the project. A member of the NGC stated:

I think the whole thing of public perception is the challenge of even getting it on people's radar... Each person who is hearing about it [is] hearing about it for the first time. To them there is this brand newness to it. Whereas for some of us this has been in every newspaper for years. There's this disconnect... It's the challenge of people are busy.

Project representatives also suggested that distrust in local government from historical disenfranchisement may also play a role in resident wariness of the project.

The NGC has also struggled with public perception that they are an advocacy group, but have tried to mitigate that perception with residents who have come to the meetings. A project representative shared:

I talked to [a resident who came to an NGC] meeting and she was like I was coming to talk to this group of advocates. I was like, this is not this group... She came and I hope she saw that. These people really do want to hear you. We are not ignoring your concerns and we are not just about biking at all, even the bike advocates [on the NGC] aren't just about biking on this project.

How has the project worked to ensure that all voices, including opposing perspectives, have been heard in the process?

The campaign has also worked to include avenues for different perspectives to be included. In addition to the 2014 and 2015 outreach efforts, the NGC invited public participation in its monthly meetings, which were open to the public. The NGC advertised its meetings through social media, MHD's website, and an e-mail listserv. Although these meetings have at times been contentious, a representative from AMS described one meeting where the NGC was able to engage in a constructive dialogue with residents who were opposed to the greenway:

We had some people that were significantly opposed to the greenway come to that meeting, maybe three to four people who came who were significantly opposed to the project. We knew that they were coming. We kind of moved and switched our agenda around to make space for them... to air their concerns. We wrote their concerns on big paper so they knew we were taking their concerns seriously. In that, my impression was that people felt heard and that they felt validated... It gave people an opportunity to express [their concerns] in an honest, transparent way.

Representatives from the sub-contracted organizations and community connectors also discussed how they engaged with residents who expressed concerns or opposition to greenway. The various outreach partners articulated the importance of respecting opposition and they made efforts to listen, answer questions, and reiterate that their input was valued. One community connector noted:

Folks cared about what was going on in the community... Some people just had a different idea of what it should be. That is fair game in engagement.

At the same time, the project has faced some challenges in figuring out how to engage with residents who oppose the greenway. The key partners articulated several types of opposition they have encountered: residents who have specific concerns about the greenway such as parking or public safety, residents who are opposed to the greenway idea overall, and residents who have concerns about the outreach process. The key partners all noted that they invited engagement with residents who were interested in a constructive dialogue about these issues but struggled with how to respond to residents who they perceived as obstructing the process. Project representatives shared:

There are people who are opposed to it [that] really want to hear from you. They want information... They want to understand what other people are thinking. That is a lot of people. They are not very vocal. They are not calling anyone out. They are not posting on Facebook. Then there are people that are so opposed to it. It does not matter what I say... If I say, you will have parking in front of your house for this demonstration [project], they would be like, "You are lying to me." ... That is hard.

The project has also struggled with social media presence. With growing awareness of the project, a website and Facebook group was established in opposition to the greenway. Individual members of the NGC have replied to posts on the Facebook site, leading to some contentious discussions with residents. The NGC was slow to provide clear guidance to members about responding to posts as private citizens or representatives of the group, and several project representatives noted the need for a clear communications plan within the NGC. A project representative reflected on how the project is hoping to operate in its social media presence moving forward:

You are not talking to those people who are nasty and bitter and awful about this project and saying untrue things. When you communicate with them on social media, you are not talking to them. You are talking to everyone else watching the conversation [and] your message should be tailored to everyone else and not them.

How have the key partners made decisions about whether there has been enough outreach and evidence of support for the greenway to move forward?

Throughout the project, the key partners engaged in continuing dialogue about whether enough residents had been heard from and whether there was enough evidence of community support to move forward with the project. The NGC in particular deliberated on this question, with some members feeling that the project was moving too slowly, especially with the longer timelines for capital projects, and others feeling that additional outreach was needed to ensure the project represented the interests of the community. A representative from MHD reflected on this dilemma, but also noted that deciding to move forward would not mean that outreach would end:

To me, personally, I feel torn between this obligation to reach people who haven't been reached, but an obligation to people who have and gave their opinion, almost two years ago now and said this is what I want. We have to honor who we talk to. We are also honoring the fact that there are still people out there that need to be reached. I mean the decision to move forward, I think bringing more nuance into that and continuing to focus on engagement. It's not either or.

Many of the project representatives noted that the findings from the 2014 efforts showing fairly strong support for the greenway project from a sample of residents that more closely reflected the community was a turning point in decision-making about the project. As the 2015 outreach efforts ended and planning for the demonstration project began, there was broader consensus among the key partners that there was enough evidence of support for the greenway to begin pivoting toward more direct advocacy. As will be discussed in the next section, this decision has had key implications for the structure of the project.

Moving forward

The greenway project has faced several key transitions in 2016. In June, a five-block demonstration project was launched along a stretch of the proposed route, which will be in place for up to a year. The project will allow for ongoing outreach and a more robust evaluation that will answer many of the feasibility questions related to traffic and parking. The installation of the demonstration project has also led to more vocal opposition to the greenway. The key partners continue to wrestle with how to respond to this opposition and weigh it alongside earlier feedback and current support from residents.

The project is also beginning to transition its leadership to foster greater community ownership of the project and so there is more separation between outreach and advocacy efforts. The NGC is moving toward becoming an independent and financially sustainable body separate from MHD and AMS is stepping back so that the NGC and other community leaders can take on greater ownership of the project. This change will allow for greater flexibility in taking on an advocacy role for the greenway, a transition from their more neutral stance. The NGC has already faced some struggles in adjusting to this new role, continuing to build trust and cohesion among members, while also responding to the increased opposition from the outside.

While the NGC moves towards advocacy, MHD, AMS, and Public Works will continue to gather feedback from residents, especially from those living along the proposed route, and implement a robust evaluation of the demonstration project. This work will continue to focus on hearing residents' voices more than advocating for the greenway.

When asked about critical moments in the projects' history that shaped the direction of the work or marked a key shift in approach, many of the stakeholders interviewed reflected on the large numbers of surveys from a broad cross-section of residents in 2014. Others highlighted the implementation of the outreach model, which was more extensive than any previous efforts for public projects and brought together a wide range of partners. These stakeholders said that these partnerships have strengthened the capacity of the community to work together on a common goal regardless of the greenway's outcome.

Stakeholders also mentioned unintended impacts of their work. MHD and Public Works discussed how the unique partnership between the two agencies broadened their perspectives and provided access to new resources and connections. A representative from Public Works also commented on the impact of the project on the relationship between Public Works and the community and how Public Works approaches its work moving forward:

I think there has been a lot of benefits to their community, just kind of pulling people together a little bit and having some discussions that otherwise wouldn't happen, also getting representatives from Public Works meeting people ... Some bridges and connections [have been built] that hopefully will stay there. I think that is good. I have learned a lot from talking to residents.

The outreach efforts in 2014 and 2015 led to a much more culturally diverse group of residents than would have been reached by an online survey alone, which provides strong evidence for the importance of investing in targeted, community-based outreach. Although the project is still evolving, the early efforts offer a number of promising practices for city officials and other stakeholders interested in building a more robust outreach process into public projects. These include:

- Ensure adequate funding is in place to support robust outreach and engagement activities that include reporting results back to community residents.
- Whenever possible, work to maintain flexible timelines so that residents' responses drive actions and decisions.
- Establish an advisory committee that includes residents and local organizations to help guide the outreach process.
- Offer multiple ways for residents to provide input, using both traditional and non-traditional methods (e.g., door-knocking, providing time at advisory council meetings for public input, offering an online survey, or organizing community events or special projects that foster public conversation and input).
- Explore opportunities to contract with local organizations on outreach efforts, especially cultural and community-based organizations that have strong credibility and close connections with the communities they serve.
- When contracting with organizations to do outreach, ask what type of support they need to do the work, provide clear expectations, and encourage outreach partners to be creative and use the outreach strategies that they have found to be effective in reaching residents.

- Provide opportunities for outreach partners to coordinate efforts and work together.
- Carefully consider who is reached and who is missed by any type of proposed data collection activity. Make a commitment to invest in data gathering approaches that ensure communities of color and cultural groups are well-represented and that data can be disaggregated by race and ethnicity.
- Develop ways to measure and track feedback from residents and to describe who is being reached, and provide clear and thorough documentation about the process of gathering feedback.
- Create a communications plan early on that can reach as many residents and stakeholder groups as possible to build awareness about the proposed project and to share information and decisions about the project with transparency.
- Establish guidelines about how decisions will be made, including how residents' voices will be included in that process, and provide clear information to residents about the decision-making process through a variety of channels.

A number of important lessons about effective outreach were learned through this project. The following recommendations were developed to help the key partners build on past accomplishments and address ongoing challenges as the greenway demonstration project is implemented.

- **Continue to seek feedback and share results with transparency.** As the project continues to evolve, consider how new feedback, especially criticisms or concerns about the project, should be used along with earlier input to determine whether the greenway should move forward and refine the concept. Focus future efforts on hearing from residents most directly impacted (residents who are most likely to benefit or be burdened by the greenway). Continue to document all outreach activities and make findings available to the public in a timely manner and through multiple channels. Gather input from local stakeholders about ways to communicate information to residents and consider ways to involve local organizations in reporting information about the outreach process and key findings back to residents.
- **Design the demonstration project evaluation with residents' interests in mind.** Implement a strong evaluation of the demonstration project that will examine issues of greatest concern to community residents, such as cost, public safety, gentrification, and economic development. Look for opportunities to share residents' concerns and other evaluation results with other city departments or sectors who have responsibility for addressing needs that fall beyond the scope of the greenway project.

- **Plan early to communicate effectively with residents.** Develop a communications plan focused on making the decision-making process more transparent and establish clear guidance among key partners on messaging. Explore ways to leverage the partnerships that have already been established to more clearly communicate with residents about the decision-making process moving forward.
- **Clarify roles and responsibilities of key partners.** Establish clear definitions of the roles that each of the key partners will play in the project moving forward, especially in ensuring that residents' voices are included in the process and how advocacy organizations will be involved. Be transparent in the decision-making processes used by the key partners and the information they use to inform their decisions.

Appendix A: 2014 Survey

Data privacy notice

The purpose of this survey is to hear what people think about a greenway that may be built in north Minneapolis. The information you share will help shape the project so that it meets the needs and interest of residents. In this survey, we will ask for a street address or block number from people who live on or near the proposed greenway route so that we can learn what they think about the project and incorporate their feedback into project plans on a block by block basis. If you choose not to provide your address or block number, then your feedback will not be connected to the plans on or near your block. The only people who will see your private data will be staff working on the north Minneapolis greenway project at the Minneapolis Health Department (MHD), a student under the supervision of the project manager at MHD, and the community organization conducting outreach. The community organizations will release your survey to MHD and will not keep your data. MHD will summarize all survey answers into reports that do not reveal individual identities or private data.

This survey is being conducted from February to June 2014. You should only complete one survey about the greenway during this time. If you completed a survey about the greenway in 2013, we ask that you also complete this survey so that we can incorporate your opinions in this round of community input.

North Minneapolis Greenway Community Input Survey, 2014

1. Overall, to what extent do you support or oppose the north Minneapolis greenway proposal?
☐ Strongly support ☐ Support ☐ Neutral ☐ Oppose ☐ Strongly oppose
2. What changes would you make to the proposed greenway, if any?
3. What would you recommend to make the greenway a safe space?
4. What other information do you want to know about the greenway project?
5. Did you respond to a survey about the North Minneapolis greenway project in the winter of 2013?
☐ Yes
☐ No
☐ Not sure
6. Additional comments:

The following questions will help us describe who participated in the survey.

7. Which of the following best describes your race or ethnicity? (Check all that apply.)
☐ American Indian, Native American, or Alaska Native
☐ Asian or Asian-American
☐ African
☐ Black or African-American
☐ Hispanic, Latino, or Spanish origin
☐ White or European-American
☐ Other -- please describe: _____
8. What language(s) do you speak at home? _____

9. Where do you live? (choose one)

- ☐ I live and/or own property directly on the proposed greenway route
- ☐ I live and/or own property within 1 block of the proposed greenway route
- ☐ I live within 2 to 4 blocks of the proposed greenway route
- ☐ I live elsewhere in North Minneapolis
- ☐ I live outside of North Minneapolis but visit frequently
- ☐ I live outside of North Minneapolis and do not visit frequently

**COMPLETE QUESTIONS
10-14**

**SURVEY IS COMPLETE
(skip questions 10-14)**

Questions below are for those who rent/own property on or within one block of the proposed greenway route ONLY-

10. Do you rent or own your property(ies) on or within one block of the proposed greenway route? (Check all that apply.)

- ☐ Rent ☐ Own

11. What is/are the address(es) of the property you own or rent on or within one block of the proposed greenway route? If you prefer not to share your address, you can share your block number instead (for example, 13XX Main Street).

12. To what extent do you support or oppose a greenway on your block?

- ☐ Strongly Support
- ☐ Support
- ☐ Neutral
- ☐ Oppose
- ☐ Strongly Oppose

13. If a greenway were built on your street, how would you like it to be designed and what amenities would you like to see included? Please see the handout for some example designs.

14. Would you be interested in having your block closed to traffic for a short period of time as a temporary pilot of a greenway?

- ☐ No, I do not want my block to close down
- ☐ Yes, for one weekend
- ☐ Yes, for one week
- ☐ Yes, for one month
- ☐ Other (please describe): _____

Appendix B: 2015 Survey – North of Plymouth Avenue

Northside Greenway Questionnaire 2015

The following questions will help us get your sense on what you think greenway should look like and how it should be designed for community use.

1. What interests you about the greenway?

2. If a greenway were built, how would you like to use it? Check all that apply.

- ☐ Biking
- ☐ Walking
- ☐ Exercise
- ☐ Transportation
- ☐ Other – describe:
- ☐ Recreation
- ☐ Gardening
- ☐ Meeting friends
- ☐ Play space for children

3. What would you like a greenway look like?

- ☐ Full greenway with no car traffic, new greenspace and a trail
- ☐ Half and half greenway with vehicle traffic on one side of the street and a protected bikeway on the other side
- ☐ Bike boulevard with traffic calming
- ☐ Other – describe:

4. Use the chart below to indicate how important it is for you to have the following features on the greenway by checking a box for each feature. You can add any features not listed to the blank rows on the bottom.

Feature	Need to have	Nice to have	Dream to have	Not interested
Benches/resting places	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Public art	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Community gathering spaces	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BBQs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Fitness equipment for adults	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Bike racks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Small playgrounds	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Community gardens	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other:	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other:	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other:	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

5. If you were to use the greenway, where would you like to travel to? What destinations should the greenway connect to on the southern end (south of Plymouth Ave)?
6. We have heard several common concerns from residents. These concerns are listed in the table below. Please indicate if any of these are concerns for you. If yes, please indicate why these are concerns for you and what could be done to address these concerns. Use the bottom row to add additional concerns you have that are not listed in the table.

Common concerns	Is this a concern for you?	If yes: Why is this a concern for you?	If yes: What could be done to address your concern?
Loss of street parking	<input type="checkbox"/> Yes, a big concern <input type="checkbox"/> Yes, somewhat of a concern <input type="checkbox"/> Not a concern		
Access to homes for people with disabilities	<input type="checkbox"/> Yes, a big concern <input type="checkbox"/> Yes, somewhat of a concern <input type="checkbox"/> Not a concern		
Cost of constructing a greenway	<input type="checkbox"/> Yes, a big concern <input type="checkbox"/> Yes, somewhat of a concern <input type="checkbox"/> Not a concern		
Safety	<input type="checkbox"/> Yes, a big concern <input type="checkbox"/> Yes, somewhat of a concern <input type="checkbox"/> Not a concern		
Greenway maintenance	<input type="checkbox"/> Yes, a big concern <input type="checkbox"/> Yes, somewhat of a concern <input type="checkbox"/> Not a concern		
Access for emergency vehicles	<input type="checkbox"/> Yes, a big concern <input type="checkbox"/> Yes, somewhat of a concern <input type="checkbox"/> Not a concern		
List your additional concerns here:			

Appendix C: 2015 Demographic Survey – North of Plymouth Avenue

Northside Greenway Demographic Survey

This short survey will help us know a little more about who shared input about the Northside Greenway. Completing this survey is completely optional.

15. Which of the following best describes your race or ethnicity? (Check all that apply.)

- ☐ American Indian, Native American, or Alaska Native
- ☐ Asian or Asian-American
- ☐ African
- ☐ Black or African-American
- ☐ Hispanic, Latino, or Spanish origin
- ☐ White or European-American
- ☐ Other -- please describe: _____

16. What language(s) do you speak at home?

17. Where do you live? (Choose one.)

- ☐ I live and/or own property directly on the proposed greenway route
- ☐ I live and/or own property within 1 block of the proposed greenway route
- ☐ I live within 2 to 4 blocks of the proposed greenway route
- ☐ I live elsewhere in North Minneapolis
- ☐ I live outside of North Minneapolis but visit frequently
- ☐ I live outside of North Minneapolis and do not visit frequently

18. Do you rent or own your home?

- ☐ I rent my home
- ☐ I own my home

Appendix D: 2015 Survey – South of Plymouth Avenue

Northside Greenway Questionnaire 2015 – South of Plymouth Ave N

The following questions will help us get your sense on what you think greenway should look like and how it should be designed for community use.

7. If a greenway were built, how would you and your household like to use it? Check all that apply.

- ☐ Biking
- ☐ Walking
- ☐ Exercise
- ☐ Recreation
- ☐ Gardening
- ☐ Meeting friends
- ☐ Play space for children
- ☐ Walking or biking to run errands
- ☐ Walking or biking to school or work
- ☐ Walking or biking to parks or rec center
- ☐ Other: _____
- ☐ Other: _____
- ☐ Other: _____

8. Look at the greenway map. How likely is it that you would use the following greenway proposed routes?

Van White Trails	<input type="checkbox"/> Not at all likely	<input type="checkbox"/> Slightly likely	<input type="checkbox"/> Moderately likely	<input type="checkbox"/> Very likely	<input type="checkbox"/> Completely likely
Morgan Avenue	<input type="checkbox"/> Not at all likely	<input type="checkbox"/> Slightly likely	<input type="checkbox"/> Moderately likely	<input type="checkbox"/> Very likely	<input type="checkbox"/> Completely likely

9. Would you make any changes to the proposed greenway routes?

- a. No
- b. Yes.

If yes, please describe the changes you would make:

10. Think about where you would like to bike or walk to on the greenway. What kind of destinations would you like get to?

- ☐ Downtown Minneapolis
- ☐ Wirth Park
- ☐ The River Front
- ☐ Farmer's Market
- ☐ Target Field
- ☐ Grocery Stores (Cub foods, Whole Foods, Wirth Coop, Lunds)
- ☐ Sculpture Garden
- ☐ Other: _____
- ☐ Other: _____
- ☐ Other: _____

11. What other existing and planned transportation systems would to connect to

- a. Bus routes,
- b. Bus rapid transit,
- c. Light rail,
- d. Biking and walking trails,
- e. Bike lanes
- f. Other: _____
- g. Other: _____
- h. Other: _____

12. What would you like a greenway look like?

- ☐ Full greenway with no car traffic, new greenspace and a trail
- ☐ Half and half greenway with vehicle traffic on one side of the street and a protected bikeway on the other side
- ☐ Bike boulevard with traffic calming
- ☐ Other – describe:

13. We have heard several common concerns from residents. These concerns are listed in the table below. Please indicate if any of these are concerns for you. If yes, please indicate why these are concerns for you and what could be done to address these concerns. Use the bottom row to add additional concerns you have that are not listed in the table.

Common concerns	Is this a concern for you?	Why is this/is not a concern for you?	If yes: What could be done to address your concern?
Access to homes for people with disabilities	<input type="checkbox"/> Yes, a big concern <input type="checkbox"/> Yes, somewhat of a concern <input type="checkbox"/> Not a concern		
Cost of constructing a greenway	<input type="checkbox"/> Yes, a big concern <input type="checkbox"/> Yes, somewhat of a concern <input type="checkbox"/> Not a concern		
Safety	<input type="checkbox"/> Yes, a big concern <input type="checkbox"/> Yes, somewhat of a concern <input type="checkbox"/> Not a concern		
Greenway maintenance	<input type="checkbox"/> Yes, a big concern <input type="checkbox"/> Yes, somewhat of a concern <input type="checkbox"/> Not a concern		
Loss of street parking	<input type="checkbox"/> Yes, a big concern <input type="checkbox"/> Yes, somewhat of a concern <input type="checkbox"/> Not a concern		
Access for emergency vehicles	<input type="checkbox"/> Yes, a big concern <input type="checkbox"/> Yes, somewhat of a concern <input type="checkbox"/> Not a concern		
List your additional concerns here:			

14. Use the table below to indicate how important it is for you to have the following features on the greenway by checking a box for each feature. You can add any features not listed to the blank rows on the bottom.

Feature	Need to have	Nice to have	Dream to have	Not interested
Benches/resting places	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Public art	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Community gathering spaces	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BBQs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Fitness equipment for adults	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Bike racks or other bike storage	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Bike share stations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Small playgrounds	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Community gardens	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Community bulletin boards	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Fountains	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other:	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other:	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other:	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

15. Overall, to what extent do you support or oppose the north Minneapolis greenway proposal?

☐ Strongly support ☐ Support ☐ Neutral ☐ Oppose ☐ Strongly oppose

Why do you feel this way? _____

The following questions will help us know a little more about who shared input about the Northside Greenway.

16. Which of the following best describes your race or ethnicity? (Check all that apply.)

- ☐ American Indian, Native American, or Alaska Native
☐ Asian or Asian-American
☐ African
☐ Black or African-American
☐ Hispanic, Latino, or Spanish origin
☐ White or European-American
☐ Other -- please describe: _____

17. What language(s) do you speak at home? _____

18. Where do you live? (Choose one.)

- ☐ I live and/or own property directly on the proposed greenway route
☐ I live and/or own property within 1 block of the proposed greenway route
☐ I live within 2 to 4 blocks of the proposed greenway route
☐ I live elsewhere in North Minneapolis
☐ I live outside of North Minneapolis but visit frequently
☐ I live outside of North Minneapolis and do not visit frequently

19. Do you rent or own your home?

- ☐ I rent my home
☐ I own my home

Appendix E: Bylaws for the Northside Greenway Council (NGC)

Vision: The Northside Greenway Council envisions a greenway planning process in which north Minneapolis residents are fully engaged and project decisions are driven by Northside residents' interests and needs.

Mission: Working through partnerships to actively engage Northside residents and community groups in the greenway project and representing residents' opinions in the planning process.

Values

Engagement: We value the diversity of north Minneapolis residents and believe that inclusive engagement will result in a better plan.

Equity: We are committed to ensuring the residents of North Minneapolis are defining the project.

Authentic partnership: We are committed to ensuring that community members work in partnership with City staff and decision-makers on moving the project forward

Transparency: We are committed to being clear and open about the engagement process and results.

Collaboration: We strive to work with Northside residents and organizations and build off of their wisdom of the community.

Article 1: Organization

The name of the organization is Northside Greenway Council. The organization may change its name by a 2/3 majority vote of the Council.

Article 2: Purposes

The following is the purpose for which this organization has been organized: to engage communities in a collaborative planning process that results in a Northside Greenway that meets local needs.

Article 3: Meetings

Regular Meetings

The Council shall meet at least monthly, at an agreed upon time and place and announced a minimum of ten (10) days in advance. A simple majority of members or designated representatives present and voting shall be sufficient for transaction of business of the corporation at all meetings of the Council, but a smaller number may discuss business of the organization and make recommendations which may be considered; decisions can subsequently be made via email to include at least five voting members or designated representatives.

Special Meetings

Special meetings of this organization may be called either (1) by the Executive Subcommittee, or (2) at the request of three members of the Council, the chair shall cause a special meeting to be called. In either case, meeting notice must be made in writing at least ten (10) days before the requested scheduled date. Notices of such meeting shall be sent to all committee members. Such notice shall state the reasons that the meeting has been called, the business to be transacted at such meeting and by whom it was called.

No other business but that specified in the notice may be transacted at a special meeting without the unanimous consent of all present at the meeting.

Article 4: Voting

At all meetings, all votes shall be by voice. For election of officers, ballots shall be provided. In meetings where fewer than five voting members are present, votes of those not present may be cast by email.

Article 5: Voting members

Voting members are representatives of geographic and cultural communities in north Minneapolis. Voting members are nominated by any existing member and confirmed by the full Council. There is no minimum age to be a voting member.

The Council shall strive to ensure that the voting members reflect the diversity of north Minneapolis, including, but not limited to, geography, culture, race, and ability. The Council will review its membership at least annually and conduct outreach to new members in order to ensure that the diversity of the community is represented.

The business of this organization shall be managed by council members consisting no fewer than nine (9) voting members. Members shall serve one-year terms and may serve multiple terms. Meetings of the Council are open to the public and attendance of meetings is open to all.

The Council may make rules and regulations covering its meetings as it determines is necessary.

The members to be chosen for the ensuing term, or to fill vacancies as identified by the Council at any time, may be nominated by any council member and confirmed by the Council by a ballot vote.

Council member participation is crucial for to the success of this Council. A council member may be dropped for excess absences from the Council if he or she has two unexplained absences from Council meetings in a year. A member of the Council will attempt to contact any member who may be removed from the Council in order to understand their interest in continued participation. This interest will be considered by the Council before the member is removed. A council member may be removed for other reasons by a 2/3 vote of the remaining members.

No member shall be entitled to receive any salary or compensation for duties as a council member, however participation in the committee does not bar a council member from receiving compensation for paid activities related to the Greenway proposal. For example, staff of community organizations may serve on the Council and receive stipends for other work related to the Greenway.

Article 6: Officers

Officers will be elected on an annual basis with elections held in June or as needed to fill vacancies. Officers will serve one year terms. No officer shall serve in the same position for more than two consecutive terms. Council members who have attended a minimum of six (6) meetings are eligible to be nominated for officer positions, with the exception of the first slate of officer nominations after bylaw adoption, where no meeting minimum will be in place.

The Chair shall convene monthly Council meetings and shall preside or arrange for other members to preside at each meeting. The Chair shall send out meeting announcements and distribute minutes and agendas to each council member.

The Vice-Chair shall act in the Chair's absence at all meetings of the Council and the Executive Subcommittee. In the event of the resignation, incapacitation, or death of the Chair, the Vice-Chair shall then become Chair for the remainder of that term of office.

The Secretary shall be responsible for keeping records of Council actions, including overseeing the taking of minutes at all committee meetings, and assuring that records are maintained and available publically online.

All Officers and Subcommittee Chairs shall deliver to their successors all records, correspondence and other property belonging to the organization.

Article 7: Subcommittees

The permanent subcommittees shall be:

Executive Subcommittee

Except for the power to amend the Bylaws, the Executive Subcommittee will have all of the same powers and authority as the Council, subject to the direction and control of the Council. The Executive Subcommittee is comprised of at least the three officers, with additional members to be assigned at the discretion of the Council.

Other Subcommittees:

Additional subcommittees of this organization may be appointed by the Council as needed.

The Chair appoints all subcommittee chairs. Subcommittee chairs must be members of the Council. Sub-committee members may include a combination of council members and other volunteers.

Subcommittee meetings will meet at an agreed upon time and place and shall be announced a minimum of 5 (five) days in advance.

Article 8: Changing the Bylaws

Changes to the Bylaws may be made at any meeting of the Council by a two thirds vote of the members, after a minimum of ten (10) days written notification of the proposed changes to voting members.

Appendix F: For more information

For additional information about the Northside greenway project, including findings from the community engagement efforts and technical studies, see:

<http://www.minneapolismn.gov/health/living/northminneapolisgreenway>