

In Arms Reach: Riverview Terrace Healthy Community Strategy



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Carver County Public Health Department

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Resilient Communities Project

UNIVERSITY OF MINNESOTA
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IN ARM'S REACH



Public Health



CARVER
COUNTY



LBS CONSULTING

RIVERVIEW TERRACE
Healthy Community Strategy

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December 10, 2015

Tami Lagow
Public Health Planner
Carver County Public Health
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Chaska, MN 55318



Dear Ms. Lagow,

LBS Consulting is pleased to submit our response to your RFP for engagement within manufactured home communities in Carver County. We are excited about the possibility of partnering with Carver County Public Health to help design an engagement process that will inform a Healthy Community Strategy for Riverview Terrace, one of the County's largest manufactured home parks.

LBS Consulting has had success engaging diverse communities and actively addressing health disparities throughout greater Minnesota. Our organization specializes in public engagement within diverse communities where we are committed to fostering opportunities for community-driven, asset-based approaches to healthy community planning.

We believe that a successful community engagement plan for Riverview Terrace should be centered around the needs of the residents as well as the overarching goals of Carver County Public Health. Our proposal relies heavily on the Trusted Advocate Model, which we believe will mitigate some of the existing barriers to public engagement by supporting the assets and knowledge base of the Riverview Terrace community.

Much like Carver County Public Health, LBS Consulting's mission seeks to promote and protect the needs and health of those within the communities in which we work. Enclosed you will find a description of our proposed design for a process to create a Healthy Community Strategy for Riverview Terrace. We appreciate the opportunity to submit our proposal and look forward to working with you on this important project in the future.

Sincerely,

LBS Consulting

Hilary Lovelace

Erika Brown

Karl Schuettler

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Scope of Project

Fundamentally, LBS's proposal aims to produce an engagement process that will provide the most thorough possible assessment of public health needs in Riverview Terrace within one year. It seeks to provide Carver County Public Health with the tools necessary to break through cultural barriers that inhibit its work in a primarily Latino community and thereby gauge its most pressing needs.

LBS believes this initial participation process can lead to outcomes that reach far beyond this mission. For now, however, we confine ourselves to a 10-month timeline that will complete one participation process and lay out a roadmap for future efforts. While LBS's approach is no cookie-cutter method, its underlying principles apply broadly to any number of participation processes, and will remain useful long after the exhaustion of the SHIP funding that spurred this process along.



Goals

LBS's goals for the Riverview Terrace engagement process all circle back to Carver County's established goals, which are "to serve populations with the greatest needs and highest risks."

1. Identify and address past barriers in engaging Latino and other residents of mobile home parks

2. Actively engage manufactured home park residents in learning about health issues and how changes in their community enhance their health

3. Engage residents of all ages and respond to cultural norms, language, work schedules, immigration status, and other factors that might inform engagement practices

4. Actively address health disparities in a manner that is targeted to communities and cultural groups

5. Engage residents in co-developing a Healthy Community Strategy for each of two manufactured home parks.



Goals

1. Identify and address past barriers in engaging Latino and other residents of mobile home parks

The new engagement effort in Riverview Terrace requires an honest appraisal of past efforts to reach out to the community. Whatever the root causes, Carver County Public Health must develop a direct understanding of the obstacles it has faced in the past, and track these obstacles so it can record whether these issues persist. Due to its institutional knowledge, this project is primarily the purview of Carver County Public Health. However, this is also an opportunity to engage community members, as their perceptions of “successful” engagement may differ from those of the County. The Health Impact Assessment detailed on page 20 provides a roadmap to best identify past and existing barriers.

This engagement effort primarily targets the Latino residents of Riverview Terrace due to the cultural barriers that have made them difficult to reach in the past. However, the stakeholders cannot lose track of the non-Latino residents of the manufactured home park. Even as Carver County Public Health targets the Latinos for more direct engagement, it must be careful to include non-Latinos in community events and ensure they do not feel left out of the broader community health effort. Pushing for greater cooperation across cultural boundaries will help improve the health of all residents of Riverview Terrace and build a stronger community capable of advocating for itself on any number of issues.

2. Actively engage manufactured home park residents in learning about health issues and how changes in their community enhance their health

Consistent, active engagement is the foundation upon which this entire effort rests. In order to accomplish this, LBS proposes a method that adopts the Trusted Advocate model and builds in a variety of engagement activities throughout the process. With engagement activities ranging from interviews to focus groups to community meetings, LBS's model provides numerous forums for public input and allows for a wide range of feedback as the plans develop.





3. Engage residents of all ages and respond to cultural norms, language, work schedules, immigration status, and other factors that might inform engagement practices

The dynamics of Riverview Terrace mean a traditional engagement process of flyers and public meetings is of limited use. Instead, the community must aspire to a far more comprehensive, culturally sensitive approach. While the County deserves credit for its efforts to reach out to Riverview Terrace, it must also recognize its own limitations, and accept there are aspects about the community that it does not know, and may not become aware of until it is too late.

Given the timeline for the SHIP grant and its current institutional limitations, it is not practical for Carver County Public Health to attempt to build this capacity internally. Instead, LBS recommends that the County adopt the Trusted Advocate model in order to find a community partner who already has the necessary cultural competencies.



Goals

4. Actively address health disparities in a manner that is targeted to communities and cultural groups

The SHIP grant awarded to Carver County Public Health provides an opportunity to attack health issues within Riverview Terrace and build a foundation for continued engagement. In order to make the best use of these funds, the County must direct its efforts toward programs that the community finds most useful and provides the most direct results.

5. Engage residents in co-developing a Healthy Community Strategy for each of two mobile home parks.

At the end of the engagement process, Carver County Public Health should have a framework for engagement that allows for continued feedback and ongoing innovations to that support public health. By involving the community throughout the planning process, LBS's Trusted Advocate model aims to give Riverview Terrace ownership of its project and spur the momentum necessary to keep the process going long into the future. Such empowerment can break down any number of barriers in the lives of community residents



What is the *Trusted Advocate Model?*

The Trusted Advocate model is a method that identifies and employs a liaison to achieve an outcome that empowers communities. Instead of attempting to provide services directly, it uses a third party who works to align government interests with community goals.

The Trusted Advocate is particularly useful when government agencies do not have strong ties to the community, or when cultural and language barriers may pose obstacles.

Why Use One?

As its name implies, the Trusted Advocate model is predicated upon trust. Even with the best intentions, government organizations with little knowledge of a community, particularly one that faces considerable cultural or language barriers to participation in society, can struggle to reach out to its residents. The Trusted Advocate, meanwhile, should already have standing within the community, or at the very least have worked with groups in a similar capacity in the past. When these barriers fade away, the community proves far more comfortable with engagement efforts and can offer up its opinion. The Trusted Advocate model also greatly reduces the possibility of unintended consequences, such as scheduling an event at a time when members of the community are unlikely to participate or publicizing an event in a culturally irrelevant manner.



Things to Note

When Using a *Trusted Advocate*...

The Trusted Advocates selected must be compensated for their work.

As they are usually members of the community, they tend to come from populations with low incomes who often work more than one job. They often lack the free time necessary to volunteer, and require financial support in order to do their work.

They do not need formal training in public engagement methods.

Trusted Advocates require support from government agencies to ensure they have access to the tools they need. See Appendix 2 for a Trusted Advocate Toolkit the agency can share with the Advocate as a helpful resource.

The Trusted Advocate model may not produce immediate or dramatic changes in Riverview Terrace.

It will, however, set the foundation for ongoing civic engagement within the community, and give its members the tools they need to voice their public health concerns on an ongoing basis.

Using Trusted Advocates will also create networks that residents can utilize when issues arise.

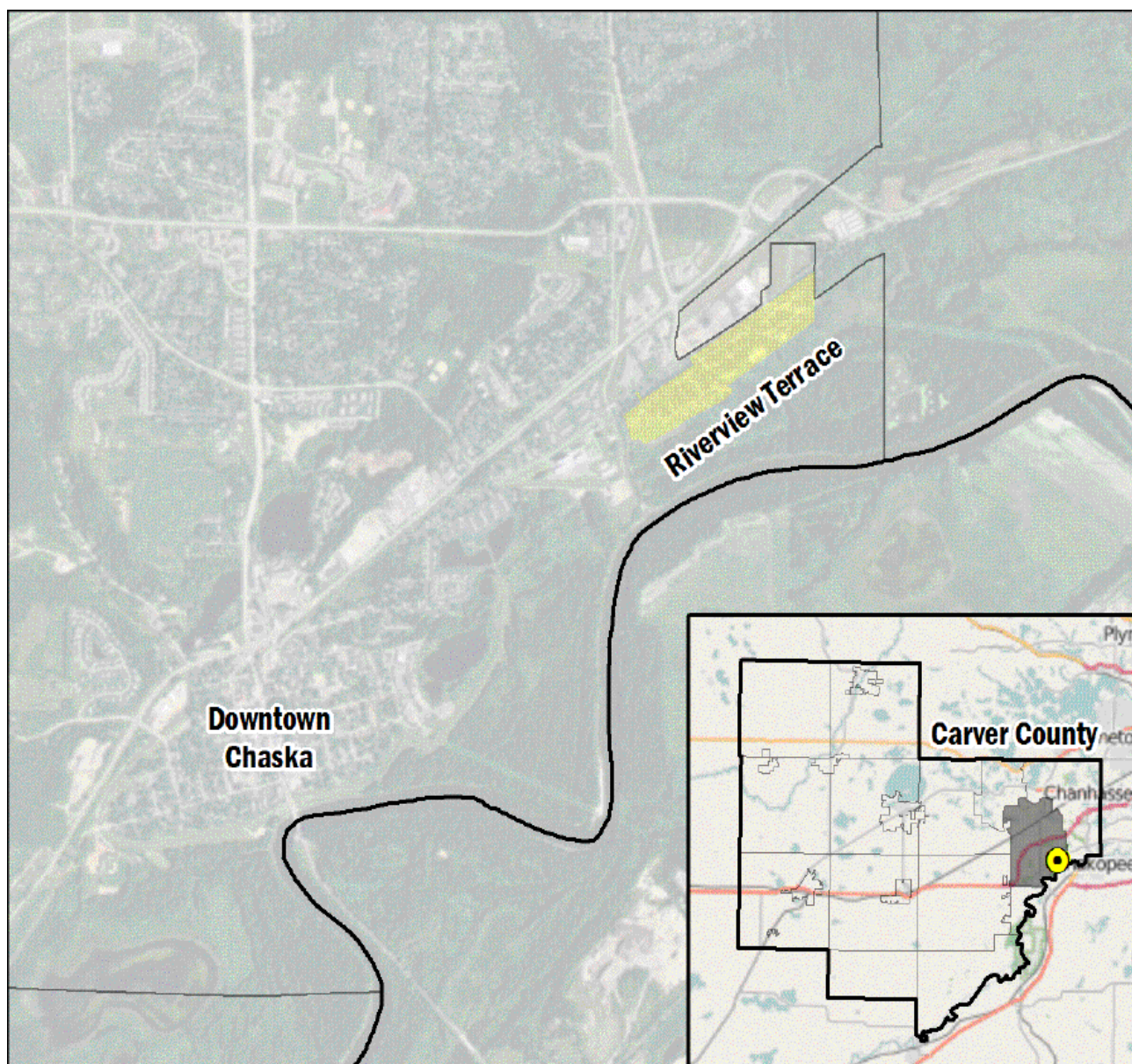
By building the capacity to branch out into new networks, Carver County Public Health can reach far beyond its original mission with minimal effort and set the stage for long-run improvements not only in health, but also in other indicators of well-being.

This network will be ready to help the community at any time.



Riverview Terrace: Location

Riverview Terrace is located just northeast of downtown Chaska, close to the Carver County line with Dakota County. The park is across the street from Gedney Pickle Factory, where many residents work.

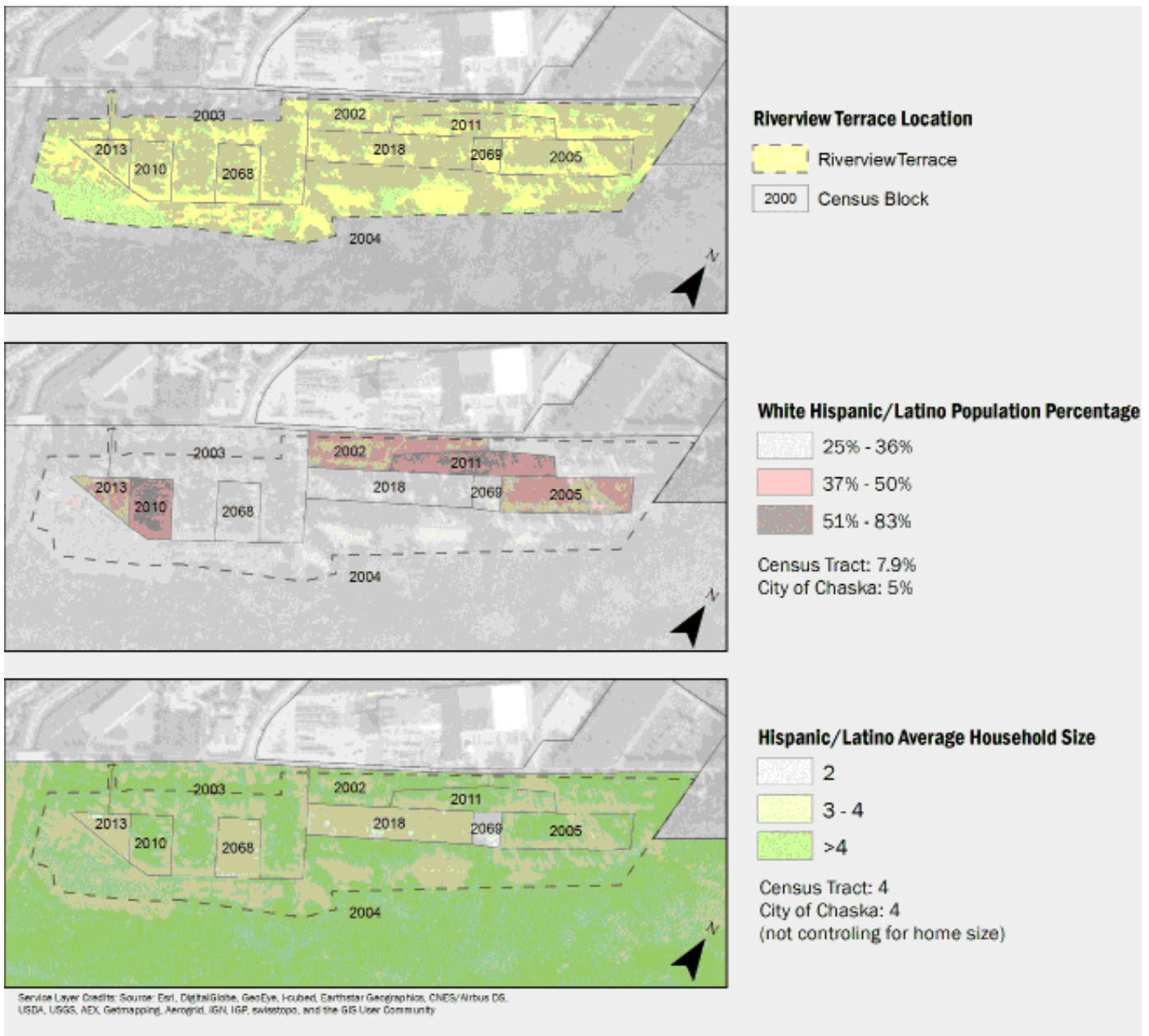


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Location and Demographics

Below are maps of census blocks that fall within Riverview Terrace and demographic information from the 2010 Census to provide context.



Key Demographics

As part of the investigation phase, it is important to know some basic demographics about the population we are trying to reach. Using Census data, we have found a few basic demographics that help define the context of Riverview Terrace.

In 2010, the population of the park was **more than 35%** Hispanic/Latino

In fact, Riverview Terrace has **nearly a quarter** of all Hispanic/Latino population in Chaska

In Chaska, the Hispanic or Latino population is nearly **7 times as likely** to be uninsured as white non- Hispanic or Latino

In the Census Tract Riverview Terrace falls in, the gap rises to nearly **8 times as likely**





An Asset Based Approach to Healthy Community Development

Historically, residents of Riverview Terrace have not been well-represented in public engagement processes. Carver County recognizes the particular importance of engaging residents of manufactured home communities in order to gather authentic support for the Healthy Community plan within the Riverview Terrace community. Riverview's Healthy Community Strategy will promote broad engagement by identifying key community stakeholders.

In order to further understand the complexity and interrelation of various stakeholders' interests and influence, we have conducted a Power and Interest Stakeholder Analysis. Additional relevant stakeholders should be identified during the Context Building stage through focus group sessions with community members. Public support will be grown as the Trusted Advocate reaches out to and builds relationships with relevant stakeholders.



Park Residents

Park residents are the experts on their community and the public health goals that are most reasonable and suitable for them. They know the best places to play, relax, and commune in the park, and support one another through difficult times. Park residents are the focus group and the main stakeholders in the Healthy Community Strategy.

St. Nicholas' Catholic Church

Residents attend St. Nicholas church regularly, and it can be a source of support and networking for Riverview Terrace families. It is the main cultural hub and gathering space for the Latino population in Carver County. Father Thomas Joseph serves as a community leader and would probably be a good contact for finding a Trusted Advocate.

Carver County Public Health

Experience with Health Impact Assessments and public health is a way to generate resources to offer back to the community. Public health professionals can provide expertise on potential programs and take pride in the fact that they work directly with the problems people experience and thereby create a more equitable world.

Public Works

Chaska public works should be included and consulted if and when the Healthy Community Strategy proposes improvements to the built environment. Early and frequent communication with City stakeholders like public works helps build trust, ensure smooth transitions, and improve efficacy.

Schools

With many school-aged children living within Riverview Terrace, schools are one of the most important stakeholders in creating a Healthy Community Strategy. Residents from the park attend both Chaska public schools and have ongoing communication and relationship with Riverview Terrace families. Schools have an identifiable interest in increasing health within manufactured home communities where a large proportion of residents are children within the school district. School district liaisons may also be a resource for identifying an advocate.



Community Assets

Identifying assets in and around the Riverview Terrace community builds upon already existing resources and networks of support. Assets belonging to the Riverview Terrace community can be harnessed to increase community efficacy and public engagement by supporting and enhancing existing social capital of residents and their families' investment within the community.

Physical Characteristics of Riverview Terrace

- Open Space • Significant open green space • Flourishing community garden
- Community Room/Space to Congregate • Facilities • Staff Capacity
- Community garden staff person • Local ownership Location
- Proximity to factory for residents who work there

Ownership of Riverview Terrace

- History of financial support (community garden \$5,000) • Community garden
- Ongoing communication - newsletter • Land that can be given over to public use
- Active interest in making the park a better place

Carver County Public Health

- 2030 comprehensive plan (parks section) in line with public health goals
- Advocates for complete streets and access to trails and parks for all
- Family resource guide in Spanish



Using SHIP Money



The Statewide Health Improvement Program (SHIP) gives Carver County Public Health some leverage in how it uses its grant funding. While its main focus emphasizes healthy food choices, tobacco use cessation, and increased physical activity, it allows for flexibility in programs to further these goals. This is where the Trusted Advocate comes in: by using the funds on an advocate, the County can target an individual or group that can unite the community to work toward one or all of the goals, depending on community desires. Numerous other Minnesota counties have used SHIP funding to support Trusted Advocates, and Carver County is well-positioned to follow in their footsteps.

Carver County must make the limitations of SHIP funds clear to the Trusted Advocate. Nothing would be more damaging to the County's work than failing to meet the expectations it has created. SHIP money alone will not resolve all of the health issues in River-view Terrace. However, by building a legacy of public engagement and empowering the community to take control of its own health decisions will lay the foundation for long-term health improvements.



Six Stage Work Plan

- **Investigation**
(1 month)
- **Goals and Assets**
(6 weeks)
- **Community Fact Finding**
(3 months)
- **Revise Goals**
(1 month)
- **Healthy Community Strategies Document**
(3 months)
- **Evaluation**
(6 weeks)



The work plan starts with more internal work behind the scenes to get things rolling. The bulk of the community engagement will take place during phases two and three, with the community fact finding meetings as the most intensive.

Goal revision in phase 4 involves some light engagement to check back in on goals and redirect if necessary before staff heads back into the shop to write the Healthy Community Strategies document.

Finally, the process ends (or restarts, depending on funding) with an evaluation. Within this work plan, the Trusted Advocate would likely work part time or hourly for 4-5 months.

Phase 1: Investigation

The goal of the first stage is three-fold: to assess previous use of SHIP funding in the area, identify a Trusted Advocate, and compile information about the community that will help drive the stages that follow. Staff and consultants will head up this stage of work, searching out people who are leaders in the community and who care about public health.

When assessing SHIP funding work done to date, it is important to not only look at the numbers more traditionally associated with project evaluation, but to consider the qualitative impact as well. Questions to consider include:

- What relationships were formed?
- What networks were strengthened?
- Who became engaged in improving public health?
- Who was involved in the process?
- When were meetings and projects most successful?

In finding the trusted advocate, Carver County Public Health will need to actively recruit, not just post a job description on the website. You never know -- maybe staff have already encountered some people who would be great in the role of a Trusted Advocate! While creating the posting, make sure that the timeframe and workload matches this workplan. The Trusted Advocate will be involved, at minimum, through stages 2 and 3.

During the search for information, it is best to start with some basic demographic data, like that sampled earlier in this proposal. However, more important is the ground-truthing that will be done through an expansion of staff's network within the community.



Phase 2: Goals and Assets

Armed with information, a Trusted Advocate, and context of the community, it's now time to start working together to determine which assets are most useful for addressing health issues that everyone cares about.

To set the stage, it is important to build upon existing programs and encourage community members to share programs they know about. For example, students may share information about school programs on health and wellness. We suggest starting with informal interviews with point people throughout the community set up by the Trusted Advocate to find out the basics and help set the stage.

Next, from those interviews, and if the Trusted Advocate thinks it makes sense, set up a focus group that will help steer the engagement process and at times act as a representative group in the process. Similar to the process for finding the Trusted Advocate, this will involve networking and one-on-one meetings.

Lastly, the Trusted Advocate and the focus group will host a large, 2-hour community visioning event to build consensus on goals and assets--which will also serve as a community-building activity! If this event can be linked up with a holiday or other celebration, that would be ideal. Providing activities for children, perhaps in a separate room if possible, should be a priority for this event so that young parents are encouraged to attend.

Phase 3: Community Fact Finding

Now comes the fun part--time to create a Health Impact Assessment! This could be handled in a large one day charrette with specialized speakers, or in a series of shorter meetings designed to capture more input and feedback over time. We propose that the meeting series would be a stronger approach for a busy community that may juggle many different work schedules. Each meeting will have the same structure, with a slightly different focus depending on the specific goals determined in the previous stage. Staging one meeting each month of this phase would best allow the Trusted Advocate to build excitement and boost attendance for each event.

Phase 4: Revise Goals

Now that the community has worked together to decide how to create a healthier environment, it is time to look back at the original goals and see if they still make sense. This phase will be marked by a celebration of all the hard work that has been done, and an event that reports back the findings of the Health Impact Assessment through boards and interactive posters. Before wrapping up, be sure to ask everyone how best to keep in contact and share updates as the Trusted Advocate will likely finish their work with this last event.



Phase 5: Healthy Community Strategies Document

Now, staff will return back to the office and begin working on writing the details of the community's desires for health into a strategy document, informed by all of the information collected. Creating lists of themes and coding results into the themes will prove helpful in order to make summary sheets, which staff can then relay back to the public and to use internally to write the document. During this time, it is important to continue to share updates with people who have been involved in the early phases of the project. If necessary, use the summary sheets to check back with some of the working group members to make sure that ideas and projects are on track with community desires. It is important to remember that the working group will never be a perfect sample to represent the community, so while helpful, be mindful to not blindly follow every recommendation they provide.

Phase 6: Evaluation

This evaluation will be similar to the evaluation of previous work in the first phase, and may possibly lead to another cycle of engagement.



What Makes Us Unique?



1) **FIRM** foundation in reality

2) **ASSET**-based approach

3) **EmPOWERS** the community

4) Recognizes opportunities for **GROWTH**

5) **FLEXibility** to be customized for the future



Appendix 1:

Demographic data

Place	Total Population	White Hispanic/Latino Population	White Hispanic/Latino Percentage	Household Owner Occupied	Household Renter Occupied	Hispanic/Latino Average Owner Occupied Household Size	Hispanic/Latino Average Renter Occupied Household Size
Block 2002	34	15	44.1%	3	5	4.67	3.20
Block 2003	199	64	32.2%	21	7	4.10	5.57
Block 2004	420	124	29.5%	32	17	4.13	4.06
Block 2005	113	50	44.2%	19	5	4.26	3.20
Block 2010	31	22	71.0%	4	1	4.50	5.00
Block 2011	64	53	82.8%	8	4	4.75	3.75
Block 2013	24	12	50.0%	5	0	3.80	Not Available
Block 2018	131	33	25.2%	19	8	3.89	3.88
Block 2068	42	11	26.2%	5	2	4.00	2.50
Block 2069	11	4	36.4%	1	1	2.00	3.00
Riverview Terrace (complete and partial)	1,069	388	36.3%	117	50	4.01	3.80
Riverview Terrace (only complete)	649	264	40.7%	85	33	4.00	3.76
Tract 910	9,766	767	7.9%	174	129	4.05	3.66
City of Chaska	23,770	1,197	5.0%	267	221	3.99	3.58

Note: Block 2004 includes some of Riverview Terrace, but also includes large areas outside of the park.

	Chaska city, Carver County, Minnesota			Census Tract 910, Carver County, Minnesota		
	Total	Number Uninsured	Percent Uninsured	Total	Number Uninsured	Percent Uninsured
Total civilian noninstitutionalized population	23,873	1,834	7.7%	9,882	886	9.0%
White alone, not Hispanic or Latino	20,264	1,101	5.4%	7,815	317	4.2%
Hispanic or Latino (of any race)	1,911	839	33.4%	1,419	511	36.0%



Appendix 2:

Trusted Advocate toolkit

This toolkit is meant to serve as a guideline and starting-point to conducting engagement for different sizes of audiences that could be used at different points along the engagement processes. Phases in the Work Plan reference this toolkit.

Intimate Meeting

Cost- low to none

Attendees- no more than 3

Formality- low

Location- a cafe or third place, outside is an option weather permitting.

Intimate meetings are good to work through any emotional subjects with community members in intimate settings if you think they have the power to stop or slow the process. These meetings can be informal, with no written agenda. Can be used to catch focus group members up to speed if they miss a meeting.

Focus Group

Cost- low

Attendees- 4 to 20 at most

Formality- more formal, working session

Location- a quiet location where it is easy to focus

When teams meet regularly, it is easy to establish working roles and a sense of comfortability. At these events, come prepared with an agenda that people have access to before the meeting. Childcare could be useful at these events, and refreshments are appreciated. When community members put in extra time, it is important to honor them in a way that makes them feel appreciated.

Community Meeting

Cost- High, up to \$100 depending on food and childcare

Attendees- more than 20

Formality- high

Location- large hall, comfortable and familiar is best, onsite is also a plus.

Large meetings generally require printed materials, presentation space, and amplified sound. It is wise to build community meetings around existing events to ensure turn-out, like a fun holiday event or a park-wide celebration. It is best to budget ahead of time for these, and have the date/time/place decided at least 5 weeks in advance. It is wise to communicate the message about the event in an accepted way.

