CITY OF SHOREVIEW
AGENDA
CITY COUNCIL WORKSHOP
Tuesday February 17, 2026
5:00 PM

Under MN Statutes 13D.02 and city policy, council members may participate remotely.

1. **GENERAL BUSINESS**
   - 1.a Survey results discussion
   - 1.b Review of final reports from University of Minnesota's Resilient Communities Project PartnershipÂ
   - 1.c Response to unsheltered individuals
   - 1.d City of Shoreview response to Operation Metro Surge

2. **OTHER ISSUES & LIAISON UPDATES**

3. **ADJOURNMENT**

Memorandum

TO: City Council Workshop

FROM: Renee Eisenbeisz , Assistant City Manager

DATE: February 17, 2026

SUBJECT: Survey results discussion

ITEM NUMBER: 1.a

SECTION: GENERAL BUSINESS

REQUESTED MOTION

INTRODUCTION

The city council is being asked to discuss the 2025 community survey results and provide direction to staff on next steps. Additionally, staff would like to briefly discuss the 2025 equity and inclusion survey that the human rights commission conducted.

DISCUSSION

2025 COMMUNITY SURVEY

Since the late 1980's, the city has conducted community surveys every three to four years to determine resident satisfaction levels with various city services and programs, as well as opinions on a variety of topics. The city hired the National Research Center at Polco in 2025 to conduct a community survey. The survey was open in the fall and mailed out to 3,000 households. The city received 574 responses (19% response rate). The city also opened the survey to all residents September 25 - October 9 and received 241 responses from that. Polco presented the 2025 survey results at the December 15 city council meeting.

The full results, a comparison of the random sample vs. open participation, and the PowerPoint presentation from December 15 are attached. Below are key takeaways from the survey.

Benchmark comparison - the full results and presentation show how the city compares to national benchmarks (about 400 communities) and local benchmarks (20 metro communities). Overall, the city is doing very well when compared to both benchmark sets.

Community livability - Polco has identified 10 areas that measure community livability. Throughout the survey, residents were asked the overall quality, as well as how important it is for the city to focus on each area. When comparing the two, it's important to note any gaps where residents give a higher rating for importance and lower rating for quality as those are areas that the city will want to focus on. When looking at the city's gap analysis, eight of the 10 areas have higher quality ratings indicating a high level of satisfaction. The two areas that have higher importance ratings are mobility and utilities.

- Parks and recreation
- Safety

- Natural environment
- Economy
- Health and wellness
- Utilities
- Community design
- Education, arts, and culture
- Inclusivity and engagement
- Mobility

Quality of life - the city's quality of life continues to receive high marks, which places us as the top city with our peers.

- Shoreview as a place to live - 97%
- Overall quality of life - 96%
- Overall image or reputation - 93%

Governance - despite national sentiment towards government, our residents continue to have high confidence in city leadership and governance.

- Overall customer service - 94%
- Being honest - 80%
- Overall direction that Shoreview is taking - 79%

Safety - residents continue to feel safe in Shoreview and provide high ratings to our safety services.

- Fire services - 97%
- Overall feeling of safety - 94%
- Sheriff services - 89%

Parks, recreation, and natural environment - our parks and recreation and natural environment ratings continue to outperform both national and local benchmarks and stand out as valued assets.

- City parks - 97%
- Overall quality of parks and recreation opportunities - 96%
- Overall quality of natural environment - 94%

Areas for improvement - ratings for mobility and economic opportunities both stand out as areas for improvement. However, it's important to note that many of these areas are outside of the city's control including:

- Availability of affordable quality healthcare, food, and childcare
- Availability of public transportation

Custom questions - the city asked a variety of custom questions. The below were new questions added this year.

- Election activities - residents were asked to rate the quality of their election day experience, absentee voting experience, and communications on election activities. These were asked to identify a baseline now that the city contracts with Ramsey County for election services. Overall, residents rated their election day experience and communications positively. Over half selected "Don't know" for absentee voting
- Overnight parking - residents were asked if they support or oppose the city's current overnight parking regulations. This was added based on a social media post that went viral in June 2025. Overall, the majority of residents support the city's overnight parking

regulations.
- Public engagement - residents were asked to identify how much of a barrier certain factors were for them engaging more with the city. The biggest factors were lack of time due to other commitments (44%), lack of awareness about the overall process or opportunities (29%), and difficulty finding information (22%).

EQUITY AND INCLUSION SURVEY

The human rights commission also conducted a survey via Polco in early 2025 on equity and inclusion. The city received 264 responses. Over the course of 2025, a commission subcommittee reviewed the results, drafted an analysis, and recommended next steps. The commission approved the analysis and recommendations in September 2025 and the city council accepted them at their October 6, 2025 meeting.

The analysis and results slide deck are attached. Overall, the results are similar to the community survey in terms of Shoreview being viewed as a safe, welcoming, and respectful community. However, when the results are broken down based on a variety of demographics, that viewpoint is not universally shared. As such, the commission's analysis includes the following recommendations:

- Create a "Welcome to Shoreview" campaign to:
  - Welcome new residents.
  - Share opportunities for diverse populations to join community events and advisory boards.
  - Promote the city's value of inclusion and encourage residents to live by it.
- Showcase our community diversity by:
  - Fostering an environment for all residents.
  - Hosting multicultural events that represent different groups in the city.

RECOMMENDATION

It is recommended that the city council review and discuss both surveys and provide direction on the following:

- Community survey - are there any areas that the city council would like staff to look into more based on the results?
- Equity and inclusion survey - is the city council comfortable with the recommended actions from the human rights commission? If so, the commission will expand on these for their 2027 - 2028 action plan.

ATTACHMENTS

Community survey results
Random sample vs. open participation
Community survey PowerPoint presentation
Equity and inclusion survey analysis
Equity and inclusion survey PowerPoint

THE NCS™

THE NATIONAL COMMUNITY SURVEY™

Shoreview, MN

The National Community Survey

Report of Results
2025

Report by:

National Research Center

POWERED BY POLCO

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Charter Members
AAPOR Transparency Initiative
AMERICAN ASSOCIATION FOR PUBLIC OPINION RESEARCH

National Research Center at Polco is a charter member of the AAPOR Transparency Initiative, providing clear disclosure of our sound and ethical survey research practices.

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About The NCS™

The National Community Survey™ (The NCS™) report is about the "livability" of Shoreview. A livable community is a place that is not simply habitable, but that is desirable. It is not only where people do live, but where they want to live. The survey was developed by the experts from National Research Center at Polco.

Great communities are partnerships of the government, private sector, community-based organizations and residents, all geographically connected. The NCS captures residents' opinions considering ten central facets of a community:

- Economy
- Mobility
- Community Design
- Utilities
- Safety
- Natural Environment
- Parks and Recreation
- Health and Wellness
- Education, Arts, and Culture
- Inclusivity and Engagement

The report provides the opinions of a representative sample of 574 residents of the City of Shoreview collected from August 28th, 2025 to October 9th, 2025. The margin of error around any reported percentage is 4.1% for all respondents and the response rate for the 2025 survey was 19%. Survey results were weighted so that the demographic profile of respondents was representative of the demographic profile of adults in Shoreview.





How the results are reported

For the most part, the percentages presented in the following tabs represent the "percent positive." Most commonly, the percent positive is the combination of the top two most positive response options (i.e., excellent/good, very safe/somewhat safe, etc.). On many of the questions in the survey respondents may answer "don't know." The proportion of respondents giving this reply is shown in the full set of responses included in the tab "Complete data." However, these responses have been removed from the analyses presented in most of the tabs. In other words, the tables and graphs display the responses from respondents who had an opinion about a specific item.

Comparisons to benchmarks

NRC's database of comparative resident opinion is comprised of resident perspectives gathered in surveys from over 500 communities whose residents evaluated the same kinds of topics on The National Community Survey. The comparison evaluations are from the most recent survey completed in each community in the last five years. NRC adds the latest results quickly upon survey completion, keeping the benchmark data fresh and relevant. The communities in the database represent a wide geographic and population range. In each tab, Shoreview's results are noted as being "higher" than the benchmark, "lower" than the benchmark, or "similar" to the benchmark, meaning that the average rating given by Shoreview residents is statistically similar to or different (greater or lesser) than the benchmark. Being rated as "higher" or "lower" than the benchmark means that Shoreview's average rating for a particular item was more than 10 points different than the benchmark. If a rating was "much higher" or "much lower," then Shoreview's average rating was more than 20 points different when compared to the benchmark.

In addition to these national benchmarks, comparisons were also made to a smaller cohort of communities that aligned more closely to the demographics in Shoreview. This cohort included South St. Paul, West St. Paul, Hastings, Farmington, Rosemount, Inver Grove Heights, Apple Valley, Burnsville, Eagan, Lakeville (Dakota); Columbia Heights, Lino Lakes, Ramsey, Fridley, Andover (Anoka); Chanhassen, Chaska (Carver); New Hope, Golden Valley, Crystal, Champlin, Brooklyn Center, Richfield, Edina, Minnetonka, Eden Prairie, Plymouth, Maple Grove, Bloomington (Hennepin); White Bear Lake, New Brighton, Roseville, Maplewood (Ramsey); Prior Lake, Savage, Shakopee (Scott); and Forest Lake, Oakdale, Cottage Grove, Woodbury (Washington). Comparisons to these communities can be found throughout the report and in a separate table in the Custom Benchmarks tab.

Trends over time

Trend data for Shoreview represent important comparison data and should be examined for improvements or declines.[1] Deviations from stable trends over time represent opportunities for understanding how local policies, programs, or public information may have affected residents' opinions. Changes between survey years have been noted with an arrow and the percent difference. If the difference is greater than 5.74 percentage points between the 2022 and 2025 surveys, the change is statistically significant.

1. In 2020, The NCS survey was updated to include new and refreshed items. Consequently, some of the trends may be impacted due to wording modifications that could have potentially altered the meaning of the item for the respondent.

Methods

Selecting survey recipients

All households within the City of Shoreview were eligible to participate in the survey. A list of all households within the zip codes serving Shoreview was purchased from Polco's mailing vendor, Go-Dog Direct, based on updated listings from the United States Postal Service. Since some of the zip codes that serve the City of Shoreview households may also serve addresses that lie outside of the community, the exact geographic location of each housing unit was compared to community boundaries using the most current municipal boundary file. Addresses located outside of the City of Shoreview boundaries were removed from the list of potential households to survey. From that list, addresses were randomly selected as survey recipients, with multi-family housing units (defined as those with a unit number) sampled at a rate of 5:3 compared to single family housing units.

Conducting the survey

The 3000 randomly selected households received mailings beginning on August 28th, 2025 and data collection for the survey remained open for six weeks. The first mailing was a postcard inviting the household to participate in the survey. The next mailing contained a cover letter with instructions, the survey questionnaire, and a postage-paid return envelope. All mailings included a web link to give residents the opportunity to respond to the survey online, as well as QR codes to further encourage participation. All follow-up mailings asked those who had not completed the survey to do so, and those who had already done so to refrain from completing the survey again.

About 2% of the 3,000 mailed invitations or surveys were returned because the household address was vacant or the postal service was unable to deliver the survey as addressed. Of the remaining 2,944 households that received the invitations to participate, 574 completed the survey, providing an overall response rate of 19%. The response rate was calculated using AAPOR's response rate #2 for mailed surveys of unnamed persons.[2]

It is customary to describe the precision of estimates made from surveys by a "level of confidence" and accompanying "confidence interval" (or margin of error). A traditional level of confidence, and the one used here, is 95%. The 95% confidence interval can be any size and quantifies the sampling error or imprecision of the survey results because some residents' opinions are relied on to estimate all residents' opinions. The margin of error for the City of Shoreview survey is no greater than plus or minus 4.09 percentage points around any given percent reported for all respondents (574 completed surveys).

In addition to the randomly selected "probability sample" of households, a link to an online open-participation survey was publicized by the City of Shoreview. The open-participation survey was identical to the random sample survey, with two small updates; it asked a question to confirm the respondent was a resident of Shoreview and also a question about where they heard about the survey. The open-participation survey was open to all city residents and became available on September 25th, 2025. The survey remained open for two weeks. The data presented in the following tabs exclude the open participation survey data, but a tab at the end provides the complete frequency of responses to questions by the open-participation respondents.

Analyzing the data

Responses from mailed surveys were entered into an electronic dataset using a "key and verify" method, where all responses are entered twice and compared to each other. Any discrepancies were resolved in comparison to the original survey form. Range checks as well as other forms of quality control were also performed. Responses from surveys completed on Polco were downloaded and merged with the mailed survey responses.

The demographics of the survey respondents were compared to those found in the 2020 Census and 2023 American Community Survey estimates for adults in the City of Shoreview. The primary objective of weighting survey data is to make the survey respondents reflective of the larger population of the community. The characteristics used for weighting were age, sex, race, Hispanic origin, housing type, housing tenure, and area. No adjustments were made for design effects. Weights were calculated using an iterative, multiplicative raking model

known as the ANES Weighting Algorithm.[3] The results of the weighting scheme for the probability sample are presented in the following table.

NRC aligns demographic labels with those used by the U.S. Census for reporting purposes, when possible. Some categories (e.g., age, race/Hispanic origin, housing type, and length of residency) are combined into smaller subgroups.

		Unweighted	Weighted	Target [4]
Age	18-34	**5%**	**18%**	**22%**
	35-54	**22%**	**33%**	**31%**
	55+	**72%**	**49%**	**46%**
Hispanic origin	No, not of Hispanic, Latino/a/x, or Spanish origin	**98%**	**98%**	**97%**
	Yes, I consider myself to be of Hispanic, Latino/a/x, or Spanish origin	**2%**	**2%**	**3%**
Housing tenure	Own	**90%**	**81%**	**81%**
	Rent	**10%**	**19%**	**19%**
Housing type	Attached	**34%**	**41%**	**41%**
	Detached	**66%**	**59%**	**59%**
Race & Hispanic origin	BIPOC*	**10%**	**19%**	**19%**
	White alone, not Hispanic or Latino	**90%**	**81%**	**81%**
Gender**	Man	**39%**	**45%**	**47%**
	Woman	**61%**	**55%**	**53%**
Gender/age	Man 18-34	**1%**	**7%**	**11%**

[4]

Man 35-54	8%	15%	15%
Man 55+	29%	22%	21%
Woman 18-34	4%	12%	11%
Woman 35-54	14%	17%	17%
Woman 55+	43%	26%	25%

The survey datasets were analyzed using all or some of a combination of the Statistical Package for the Social Sciences (SPSS), R, Python and Tableau. For the most part, the percentages presented in the reports represent the "percent positive." The percent positive is the combination of the top two most positive response options (i.e., excellent/good, very safe/somewhat safe, essential/very important, etc.), or, in the case of resident behaviors/participation, the percent positive represents the proportion of respondents indicating "yes" or participating in an activity at least once a month.

On many of the questions in the survey respondents may answer "don't know." The proportion of respondents giving this reply is shown in the full set of responses included in the tab "Complete data". However, these responses have been removed from the analyses presented in the reports. In other words, the tables and graphs display the responses from respondents who had an opinion about a specific item.

Contact

The City of Shoreview funded this research. Please contact Renee Eisenbeisz of the City of Shoreview at reisenbeisz@shoreviewmn.gov if you have any questions about the survey.

Study Limitations

All public opinion research is subject to unmeasured error. While the methodologies employed for this survey were designed to minimize this error as much as possible, these other sources of potential error should be acknowledged. **Non-response error** arises when those who were selected to participate in the survey did not do so, and may have different opinions or experiences than those who did respond. **Coverage error** refers to the possibility that some respondents that should have been included in the surveyed population were not (e.g., for a general resident survey, USPS mailing lists may exclude certain types of housing units, such as multi-family buildings where mail is delivered to a common area rather than to a specific unit (though this is rare), or where mail is received at a PO box instead of the at household's physical location. Finally, **recall bias** occurs when respondents may not perfectly remember their experiences in the past year (such as participation in social or civic events), and **social desirability bias** may cause respondents to answer in ways they think cast their responses in a more favorable light.

Survey Validity

See the Polco Knowledge Base article on survey validity at https://blog.polco.us/polco-knowledgebase/margin-of-error-and-confidence-level-in-survey-results

2. See AAPOR's Standard Definitions for more information at https://aapor.org/standards-and-ethics/standard-definitions/
3. Pasek, J. (2014). ANES Weighting Algorithm. Retrieved from https://surveyinsights.org/wp-content/uploads/2014/07/Full-anesrake-paper.pdf
4. Targets come from the 2020 Census and 2023 American Community Survey
5. * BIPOC - Black, Indigenous, People of Color
6. **Comparisons are presented for respondents identifying as "man" or "woman" only. A small number of participants identified differently; however, this subgroup was too small to allow for meaningful statistical analysis.[5]

Key Findings

Community Strengths:

Residents continue to rate overall quality of life highly in Shoreview.

- Nearly all respondents positively rated Shoreview as a place to live (97%), higher than both the national benchmark as well as ratings in comparative communities (those with similar characteristics to Shoreview).
- A strong majority of community members expressed that they would recommend living in Shoreview to someone who asks (98%) and plan to remain in Shoreview for the next 5 years (94%), both exceeding the national benchmark.
- Roughly 8 in 10 residents positively rated Shoreview's sense of community, with positive reviews for Shoreview as a place to raise children (96% rated as excellent or good – much higher than the national benchmark).

Community safety perceptions remain strong.

- A strong majority of community members reported feeling safe in their neighborhood (98% very or somewhat safe) and Shoreview's downtown/commercial area during the day (95%).
- Residents reported feeling safe from property crime, an 8-point increase since 2022 (84% in 2022 to 92% in 2025), higher than the national and custom benchmarks.
- Many community members positively rated Sheriff services (89%), fire services (97%), and ambulance or emergency medical services (93%).

Parks, recreation, and the natural environment stand out as valued assets.

- About 9 in 10 residents gave above-average ratings to the overall quality of parks and recreation opportunities.
- Nearly all community members (97%) praised city parks, with ratings exceeding both benchmark comparisons.
- Most participants positively rated the cleanliness of Shoreview and its natural environment, placing the city above national benchmarks for air and water quality.

Governance and city services meet high expectations.

- About 9 in 10 residents offered positive reviews for overall customer service from city employees, ranking higher than national benchmarks and ratings in similar communities.
- Despite national trends related to governance, most respondents had favorable impressions of the City of Shoreview (92%), including being open and transparent to the public (76%), being honest (80%), and treating residents with respect (83%).

Focus Areas:

Mobility and transportation results indicate opportunities for growth.

- Ratings for the overall quality of the transportation system remained similar to national comparisons but lagged behind top-performing facets of Shoreview's community life.
- Only about 3 in 10 respondents indicated that they use public transportation instead of driving (lower than the national benchmark), and 4 in 10 rated the ease of travel by public transit positively.

Economic opportunities and affordability remain important focus areas.

- About half of participants felt positive about employment opportunities, marking a 16-percentage point decrease since 2022 (72% vs. 56%).
- Though higher than the national benchmarks, ratings for availability of affordable housing decreased since the 2022 iteration, with about 4 in 10 giving favorable feedback.
- Several items pertaining to affordability decreased since 2022 including the availability of affordable quality food (7-percentage points), quality healthcare (12-percentage points), and quality childcare/preschool (7-percentage points).

Other Notable Results (Custom Questions):

- About 6 in 10 respondents approve of the job the mayor and city council are doing.
- Most community members rate their election day experiences and communication about upcoming elections positively, with over half having no opinion on the absentee voting experience.
- Respondents indicate that the biggest barriers for them to participate in city meetings, provide input on city issues, and/or engage with city services in the past year include lack of time due to other commitments/busy schedules (44% major barrier), and lack of awareness about the overall process or opportunities (29% major barrier).

- A little over half (52%) of residents supports the city changing options to move away from private hauler garbage collection (in which residents choose their preferred hauler) to an organized garbage collection system (in which the city contracts haulers). Three in 10 respondents oppose, and 17% have no opinion.
The biggest reasons indicated by residents for their opinion about garbage collection

include lower costs (48%), they like their current hauler (34%), and less truck traffic (34%).

- About 6 in 10 community members support the City's current overnight parking rules (no parking 2 AM – 5 AM on city streets year-round).

Areas of Greatest Change Since 2022:

Of the 121 evaluative questions included on both the 2022 and current survey iterations, 112 were statistically similar to previous results. Upward trends were seen in 1 item, while 8 ratings decreased since 2022. The most significant of those trends are listed below.

Increases

- Feeling safe from property crime (+8%)

Decreases

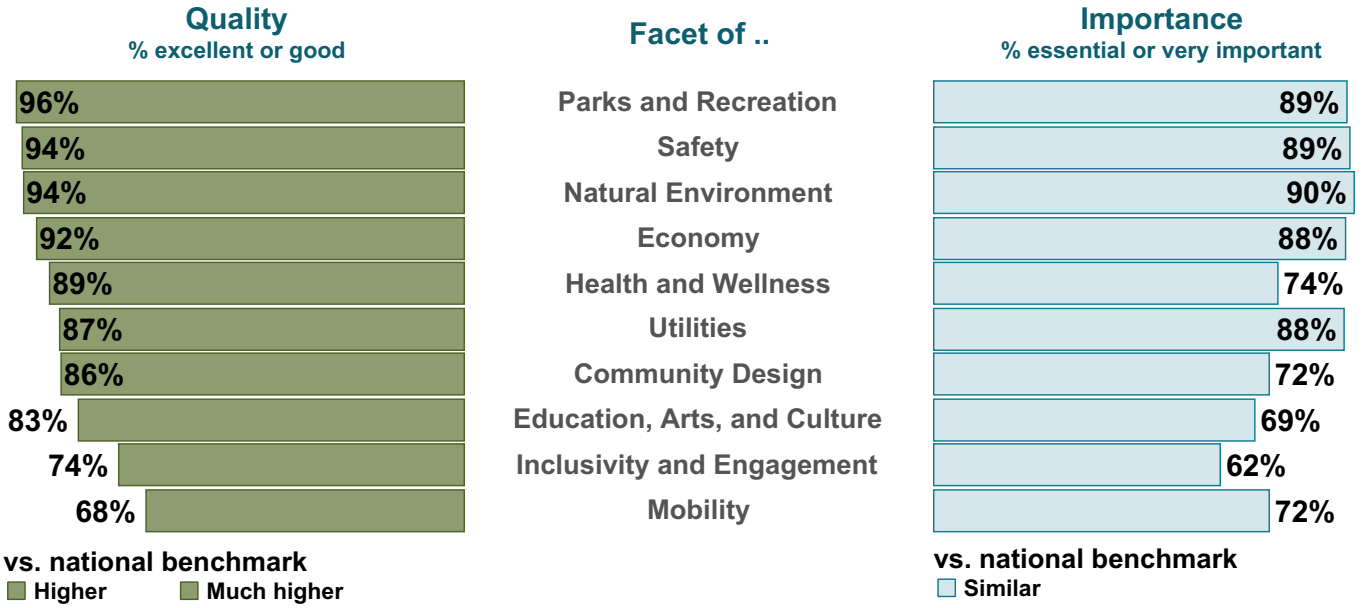
- Employment opportunities (-16%)
- Availability of preventive health services (-8%)
- Availability of affordable quality housing (-7%)
- Availability of affordable quality childcare/preschool (-7%)

Facets of livability

Every jurisdiction must balance limited resources while meeting resident needs and striving to optimize community livability. To this end, it is helpful to know what aspects of the community are most important to residents and which they perceive as being of higher or lower quality. It is especially helpful to know when a facet of livability is considered of high importance but rated as lower quality, as this should be a top priority to address.

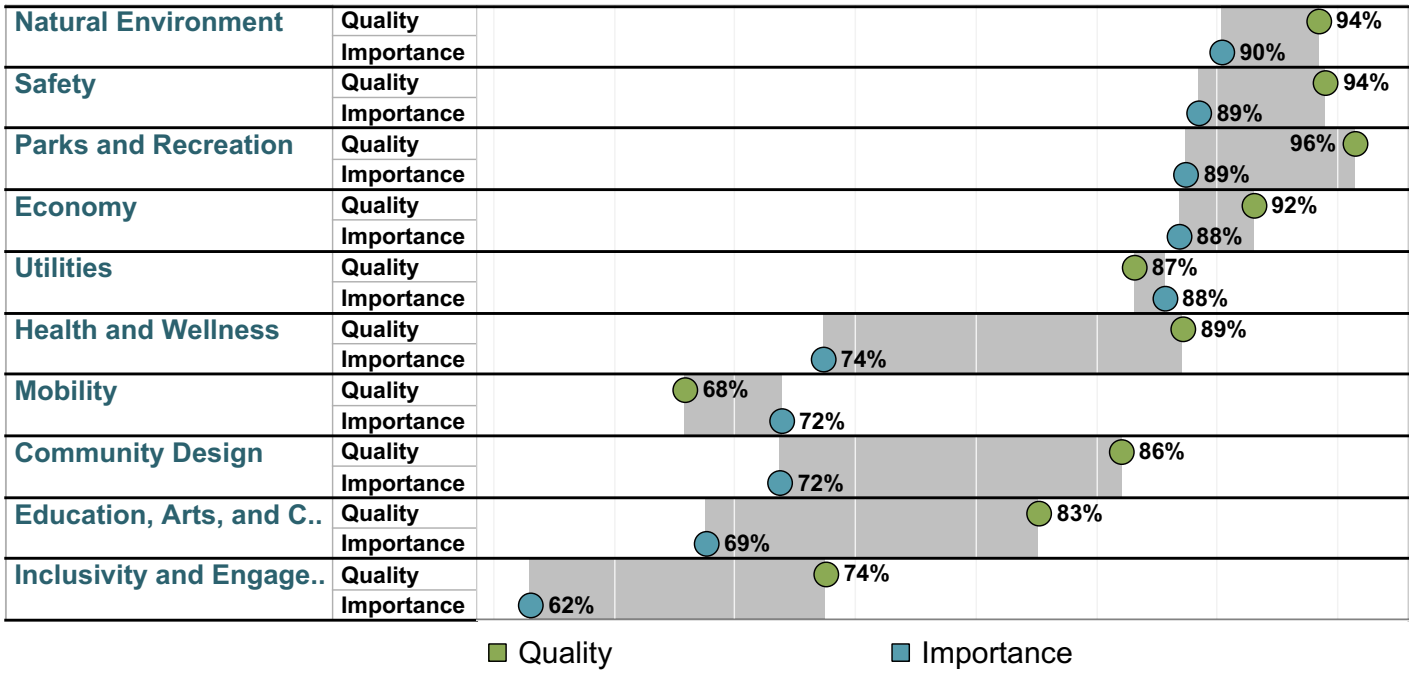
Quality and Importance by the Numbers

The table below shows the proportion of residents who rated the community facets positively for quality and the priority (importance) placed on each. Also displayed is whether local quality ratings were lower, similar, or higher t..



Quality/Importance Gap Analysis

The gap analysis chart below shows the same data as above; however, this chart more clearly illustrates the comparative differences in quality and importance ratings for each facet, as well as the absolute ratings for each.

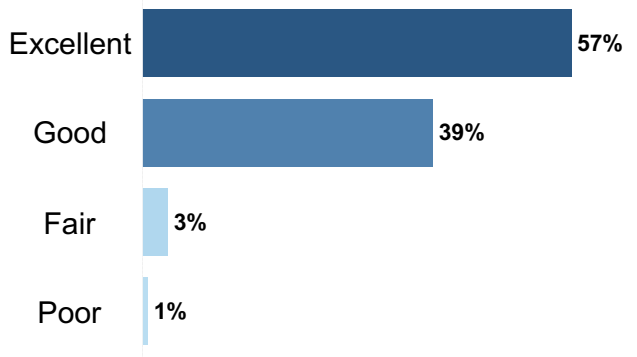


Polco

Quality of Life

Measuring community livability starts with assessing the quality of life of those who live there, and ensuring that the community is attractive, accessible, and welcoming to all.

The overall quality of life in Shoreview, 2025



Please rate each of the following aspects of quality of life in Shoreview.
(% excellent or good)

	2022	2025	vs. national benchmark[8]	vs. custom benchmark[9]
Shoreview as a place to live	98%	97%	Higher	Higher
The overall quality of life	95%	96%	Higher	Higher

Please indicate how likely or unlikely you are to do each of the following.
(% very or somewhat likely)

	2022	2025		
Recommend living in Shoreview to someone who asks	98%	98%	Higher	Similar
Remain in Shoreview for the next five years	93%	94%	Higher	Similar

Please rate each of the following in the Shoreview community.
(% excellent or good)

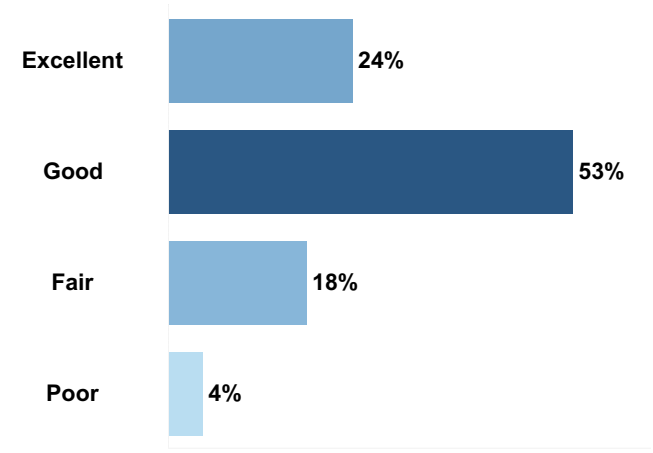
	2022	2025		
Overall image or reputation	93%	93%	Higher	Higher

8. Comparison to the national benchmark is shown. If no comparison is available, this is left blank.
9. Comparison to the custom benchmark is shown. A description of the custom benchmark cohort can found in the About section of the report. If no comparison is available, this is left blank.

Governance

Strong local governments produce results that meet the needs of residents while making the best use of available resources, and are responsive to the present and future needs of the community as a whole.

Overall confidence in Shoreview government, 2025



Please rate the quality of each of the following services in Shoreview.
(% excellent or good)

	2022	2025	vs. national benchmark[10]	vs. custom benchmark[11]
Public information services	86%	82%	Similar	Similar
Overall customer service by Shoreview employees (receptionists, planners, etc.)	92%	94%	Higher	Similar

Please rate the following categories of Shoreview government performance.
(% excellent or good)

	2022	2025		
The value of services for the taxes paid to Shoreview	75%	72%	Higher	Similar
The overall direction that Shoreview is taking	78%	79%	Higher	Higher
The job Shoreview government does at welcoming resident involvement	72%	73%	Higher	Similar
Overall confidence in Shoreview government	80%	77%	Higher	Higher
Generally acting in the best interest of the community	82%	78%	Higher	Higher
Being honest	84%	80%	Higher	Similar
Being open and transparent to the public	79%	76%	Higher	Higher
Informing residents about issues facing the community	69%	70%	Higher	Similar

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Treating all residents fairly	82% → 77%	Higher	Similar
Treating residents with respect	89% → 83%	Higher	Similar

Please indicate whether or not you have done each of the following in the last 12 months.
(% yes)

	2022 → 2025		
Attended a local public meeting	17% → 18%	Similar	Similar
Contacted Shoreview elected officials to express your opinion	9% → 11%	Similar	Similar
Contacted the City of Shoreview for help or information	46% → 48%	Similar	Similar
Watched a local public meeting	13% → 13%	Lower	Similar

Overall, how would you rate the quality of the services provided by each of the following?
(% excellent or good)

	2022 → 2025		
The City of Shoreview	90% → 92%	Higher	Similar
The Federal Government	47% → 31% ↘	Similar	Similar

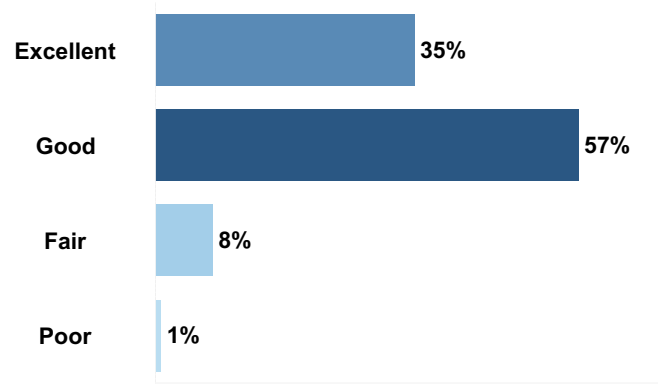
10. Comparison to the national benchmark is shown. If no comparison is available, this is left blank.
11. Comparison to the custom benchmark is shown. A description of the custom benchmark cohort can found in the About section of the report. If no comparison is available, this is left blank.

Polco

Economy

Local governments work together with private and nonprofit businesses, and with the community at large, to foster sustainable growth, create jobs, and promote a thriving local economy.

Overall economic health of Shoreview, 2025



Please rate each of the following characteristics as they relate to Shoreview as a whole.
(% excellent or good)

	2022	2025	vs. national benchmark[12]	vs. custom benchmark[13]
Overall economic health	93%	92%	Higher	Higher

Please rate each of the following aspects of quality of life in Shoreview.
(% excellent or good)

	2022	2025		
Shoreview as a place to work	87%	86%	Higher	Higher
Shoreview as a place to visit	75%	79%	Higher	Higher

Please rate the quality of each of the following services in Shoreview.
(% excellent or good)

	2022	2025		
Economic development	79%	74%	Higher	Similar

Please rate each of the following in the Shoreview community.
(% excellent or good)

	2022	2025		
Overall quality of business and service establishments	83%	82%	Similar	Similar
Variety of business and service establishments	63%	62%	Similar	Similar

12

Employment opportunities	72% → 56% ↘	Similar	Similar
Shopping opportunities	57% → 52%	Similar	Similar
Cost of living	55% → 53%	Higher	Similar

What impact, if any, do you think the economy will have on your family income in the next 6 months? Do you think the impact will be:
(% very or somewhat positive)

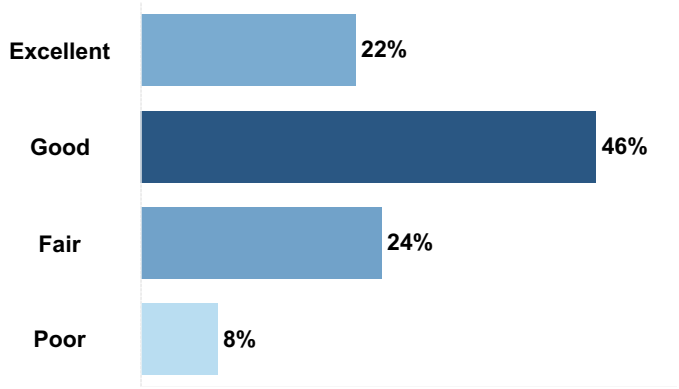
	2022 → 2025		
What impact, if any, do you think the economy will have on your family income in the next 6 months? Do you think the impact will be:	15% → 18%	Similar	Similar

12. Comparison to the national benchmark is shown. If no comparison is available, this is left blank.
13. Comparison to the custom benchmark is shown. A description of the custom benchmark cohort can found in the About section of the report. If no comparison is available, this is left blank.

Mobility

The ease with which residents can move about their communities, whether for commuting, leisure, or recreation, plays a major role in the quality of life for all who live, work, and play in the community.

Overall quality of the transportation system in Shoreview, 2025



Please rate each of the following characteristics as they relate to Shoreview as a whole.
(% excellent or good)

	2022	2025	vs. national benchmark[14]	vs. custom benchmark[15]
Overall quality of the transportation system	73%	68%	Higher	Similar

Please also rate each of the following in the Shoreview community.
(% excellent or good)

	2022	2025		
Traffic flow on major streets	80%	84%	Much higher	Higher
Ease of public parking	90%	89%	Much higher	Similar
Ease of travel by car	93%	94%	Higher	Similar
Ease of travel by public transportation	26%	28%	Similar	Similar
Ease of travel by bicycle	79%	78%	Much higher	Higher
Ease of walking	82%	83%	Higher	Higher

Please indicate whether or not you have done each of the following in the last 12 months.
(% yes)

	2022	2025		
Used public transportation instead of driving	10%	10%	Lower	Similar
Carpooled with other adults or children instead of driving alone	41%	49% ↗	Similar	Similar
Walked or biked instead of driving	61%	66%	Similar	Similar

Please rate the quality of each of the following services in Shoreview.
(% excellent or good)

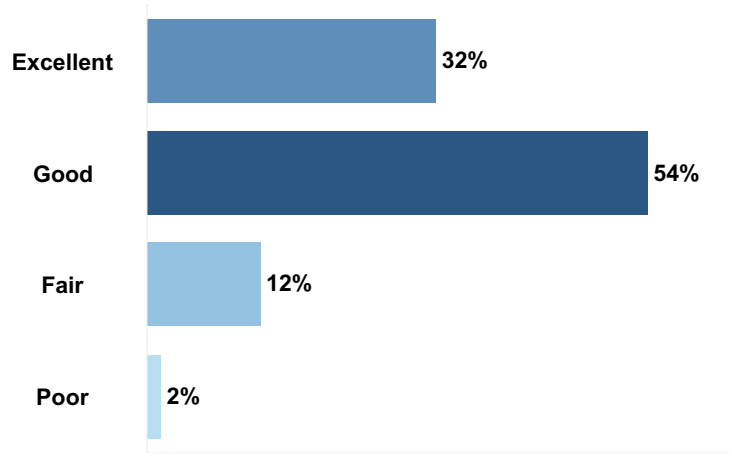
	2022	2025		
Traffic enforcement	77%	79%	Higher	Similar
Traffic signal timing	76%	73%	Higher	Similar
Street repair	64%	67%	Higher	Similar
Street cleaning	87%	86%	Higher	Similar
Street lighting	80%	80%	Higher	Similar
Snow removal	87%	83%	Higher	Similar
Sidewalk maintenance	85%	83%	Higher	Similar
Bus or transit services	39%	38%	Similar	Similar

14. Comparison to the national benchmark is shown. If no comparison is available, this is left blank.
15. Comparison to the custom benchmark is shown. A description of the custom benchmark cohort can found in the About section of the report. If no comparison is available, this is left blank.

Community Design

A well-designed community enhances the quality of life for its residents by encouraging smart land use and zoning, ensuring that affordable housing is accessible to all, and providing access to parks and other green spaces.

Overall design or layout of Shoreview's residential and commercial areas, 2025



Please rate each of the following characteristics as they relate to Shoreview as a whole.
(% excellent or good)

	2022	2025	vs. national benchmark[16]	vs. custom benchmark[17]
Overall design or layout of residential and commercial areas	81%	86%	Higher	Higher

Please rate each of the following aspects of quality of life in Shoreview.
(% excellent or good)

	2022	2025		
Your neighborhood as a place to live	95%	96%	Higher	Higher

Please also rate each of the following in the Shoreview community.
(% excellent or good)

	2022	2025		
Well-planned residential growth	71%	74%	Much higher	Higher
Well-planned commercial growth	59%	64%	Higher	Similar
Well-designed neighborhoods	83%	83%	Higher	Higher
Preservation of the historical or cultural character of the community	71%	76%	Similar	Similar

Public places where people want to spend time	85% → 83%	Higher	Higher
Variety of housing options	74% → 77%	Much higher	Similar
Availability of affordable quality housing	51% → 45% ↘	Higher	Similar
Overall quality of new development	71% → 70%	Higher	Similar
Overall appearance	94% → 93%	Higher	Higher

Please rate the quality of each of the following services in Shoreview.
(% excellent or good)

	2022 → 2025		
Land use, planning and zoning	64% → 64%	Higher	Similar
Code enforcement	71% → 69%	Higher	Higher

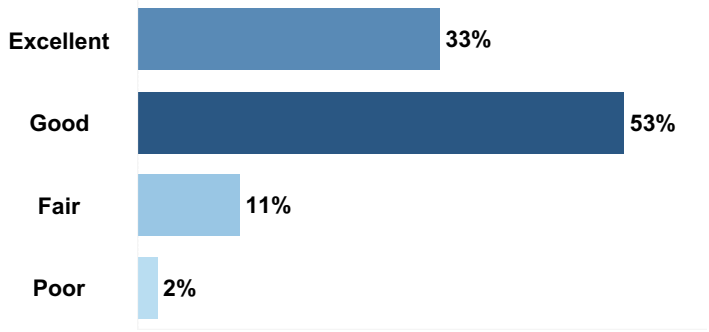
16. Comparison to the national benchmark is shown. If no comparison is available, this is left blank.
17. Comparison to the custom benchmark is shown. A description of the custom benchmark cohort can found in the About section of the report. If no comparison is available, this is left blank.

Polco

Utilities

Services such as water, gas, electricity, and internet access play a vital role in ensuring the physical and economic health and well-being of the communities they serve.

Overall quality of the utility infrastructure in Shoreview, 2025



Please rate each of the following characteristics as they relate to Shoreview as a whole.
(% excellent or good)

	2022	2025	vs. national benchmark[18]	vs. custom benchmark[19]
Overall quality of the utility infrastructure	88%	87%	Higher	Similar

Please rate the quality of each of the following services in Shoreview.
(% excellent or good)

	2022	2025		
Affordable high-speed internet access	65%	66%	Similar	Similar
Garbage collection	91%	91%	Similar	Similar
Drinking water	90%	85%	Higher	Higher
Sewer services	94%	93%	Similar	Similar
Storm water management	92%	88%	Higher	Similar
Power (electric and/or gas) utility	91%	86%	Similar	Similar
Utility billing	84%	84%	Higher	Similar

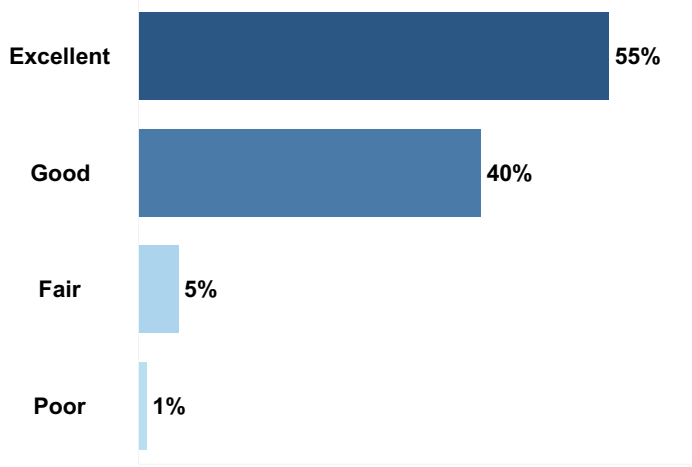
18. Comparison to the national benchmark is shown. If no comparison is available, this is left blank.
19. Comparison to the custom benchmark is shown. A description of the custom benchmark cohort can found in the About section of the report. If no comparison is available, this is left blank.

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Safety

Public safety is often the most important task facing local governments. All residents should feel safe and secure in their neighborhoods and in the greater community, and providing robust safety-related services is essential to residents' quality of life.

Overall feeling of safety in Shoreview, 2025



Please rate each of the following characteristics as they relate to Shoreview as a whole.
(% excellent or good)

	2022	2025	vs. national benchmark[20]	vs. custom benchmark[21]
Overall feeling of safety	93%	**94%**	Higher	Higher

Please rate how safe or unsafe you feel:
(% very or somewhat safe)

	2022	2025		
In your neighborhood during the day	98%	**98%**	Similar	Similar
From property crime	84%	**92%** ↗	Higher	Higher
From violent crime	92%	**94%**	Higher	Similar
From fire, flood, or other natural disaster	91%	**91%**	Similar	Similar

Please rate the quality of each of the following services in Shoreview.
(% excellent or good)

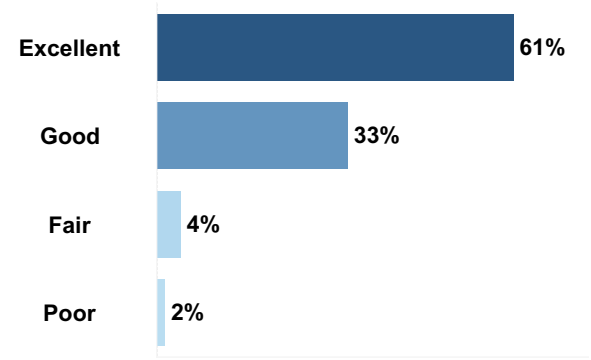
	2022	2025		
Sheriff services	93%	**89%**	Similar	Similar
Crime prevention	85%	**87%**	Higher	Similar
Animal control	87%	**86%**	Higher	Similar
Ambulance or emergency medical services	95%	**93%**	Similar	Similar
Fire services	96%	**97%**	Similar	Similar
Fire prevention and education	91%	**88%**	Similar	Similar
Emergency preparedness	80%	**81%**	Similar	Similar

20. Comparison to the national benchmark is shown. If no comparison is available, this is left blank.
21. Comparison to the custom benchmark is shown. A description of the custom benchmark cohort can found in the About section of the report. If no comparison is available, this is left blank.

Natural Environment

The natural environment plays a vital role in the health and well-being of residents. The natural spaces in which residents live and experience their communities has a direct and profound effect on quality of life.

Overall quality of natural environment in Shoreview, 2025



Please rate each of the following characteristics as they relate to Shoreview as a whole.
(% excellent or good)

	2022	2025	vs. national benchmark[22]	vs. custom benchmark[23]
Overall quality of natural environment	94%	**94%**	Higher	Higher

Please also rate each of the following in the Shoreview community.
(% excellent or good)

	2022	2025		
Cleanliness	96%	**95%**	Higher	Higher
Water resources	94%	**92%**	Much higher	Higher
Air quality	95%	**91%**	Higher	Similar

Please rate the quality of each of the following services in Shoreview.
(% excellent or good)

	2022	2025		
Preservation of natural areas	82%	**80%**	Higher	Similar
Shoreview open space	84%	**86%**	Higher	Higher
Recycling	93%	**92%**	Much higher	Similar
Yard waste pick-up	80%	**80%**	Similar	Similar

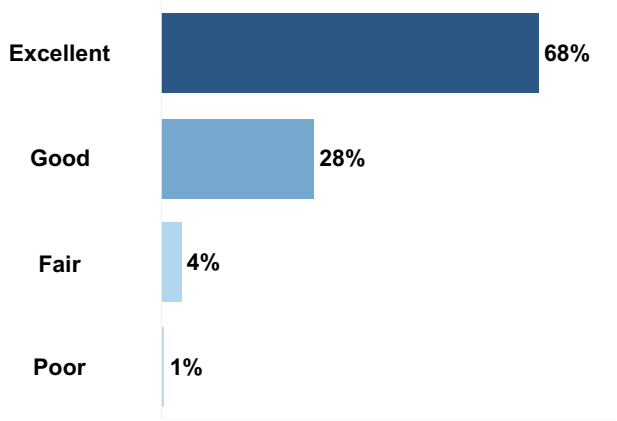
22. Comparison to the national benchmark is shown. If no comparison is available, this is left blank.
23. Comparison to the custom benchmark is shown. A description of the custom benchmark cohort can found in the About section of the report. If no comparison is available, this is left blank.

Parks and Recreation

"There are no communities that pride themselves on their quality of life, promote themselves as a desirable location for businesses to relocate, or maintain that they are environmental stewards of their natural resources, without such communities having a robust, active system of parks and recreation programs for public use and enjoyment."

- National Recreation and Park Association

Overall quality of parks and recreation opportunities, 2025



Please rate each of the following characteristics as they relate to Shoreview as a whole.
(% excellent or good)

	2022	2025	vs. national benchmark[24]	vs. custom benchmark[25]
Overall quality of parks and recreation opportunities	96%	**96%**	Much higher	Higher

Please also rate each of the following in the Shoreview community.
(% excellent or good)

	2022	2025		
Availability of paths and walking trails	93%	**92%**	Much higher	Higher
Fitness opportunities	93%	**90%**	Higher	Higher
Recreational opportunities	89%	**88%**	Higher	Higher

Please rate the quality of each of the following services in Shoreview.
(% excellent or good)

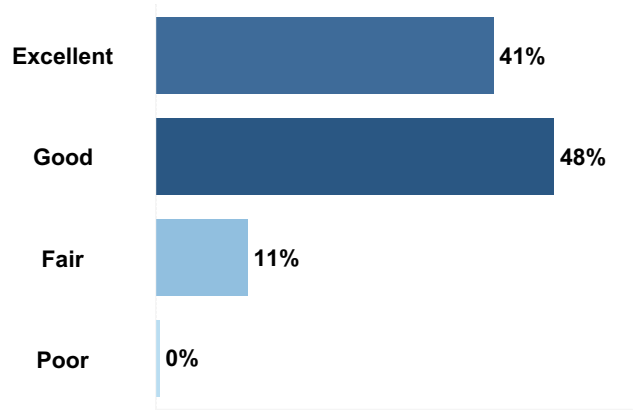
	2022	2025		
City parks	96%	**97%**	Higher	Higher
Recreation programs or classes	91%	**89%**	Higher	Higher
Recreation centers or facilities	96%	**93%**	Much higher	Much higher

24. Comparison to the national benchmark is shown. If no comparison is available, this is left blank.
25. Comparison to the custom benchmark is shown. A description of the custom benchmark cohort can found in the About section of the report. If..

Health and Wellness

The characteristics of and amenities available in the communities in which people live has a direct impact on the health and wellness of residents, and thus, on their quality of life overall.

Overall health and wellness opportunities in Shoreview, 2025



Please rate each of the following characteristics as they relate to Shoreview as a whole.
(% excellent or good)

	2022	2025	vs. national benchmark[26]	vs. custom benchmark[27]
Overall health and wellness opportunities	92%	89%	Higher	Similar

Please also rate each of the following in the Shoreview community.
(% excellent or good)

	2022	2025		
Availability of affordable quality food	73%	66% ↘	Similar	Similar
Availability of affordable quality health care	83%	71% ↘	Higher	Similar
Availability of preventive health services	83%	75% ↘	Higher	Similar
Availability of affordable quality mental health care	67%	63%	Higher	Similar

Please rate your overall health.
(% excellent or very good)

2022	2025		
79%	75%	Similar	Similar

Please rate your overall health.

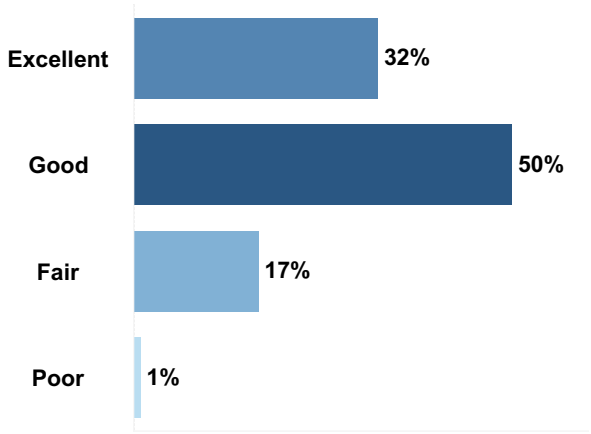
26. Comparison to the national benchmark is shown. If no comparison is available, this is left blank.
27. Comparison to the custom benchmark is shown. A description of the custom benchmark cohort can found in the About section of the report. If no comparison is available, this is left blank.

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Education, Arts, and Culture

Participation in the arts, in educational opportunities, and in cultural activities is linked to increased civic engagement, greater social tolerance, and enhanced enjoyment of the local community.

Overall opportunities for education, culture and the arts, 2025



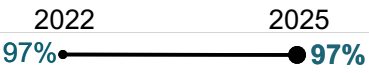
Please rate each of the following characteristics as they relate to Shoreview as a whole.
(% excellent or good)

	2022	2025	vs. national benchmark[28]	vs. custom benchmark[29]
Overall opportunities for education, culture, and the arts	79%	83%	Higher	Higher

Please also rate each of the following in the Shoreview community.
(% excellent or good)

	2022	2025		
Opportunities to attend cultural/arts/music activities	63%	67%	Similar	Similar
Community support for the arts	69%	71%	Similar	Similar
Availability of affordable quality childcare/preschool	70%	63% ↘	Higher	Similar
K-12 education	92%	91%	Much higher	Higher
Adult educational opportunities	81%	79%	Higher	Similar
Opportunities to attend special events and festivals	78%	75%	Similar	Similar

Please rate the quality of each of the following services in Shoreview.
(% excellent or good)



Public library services	97%	Higher	Higher

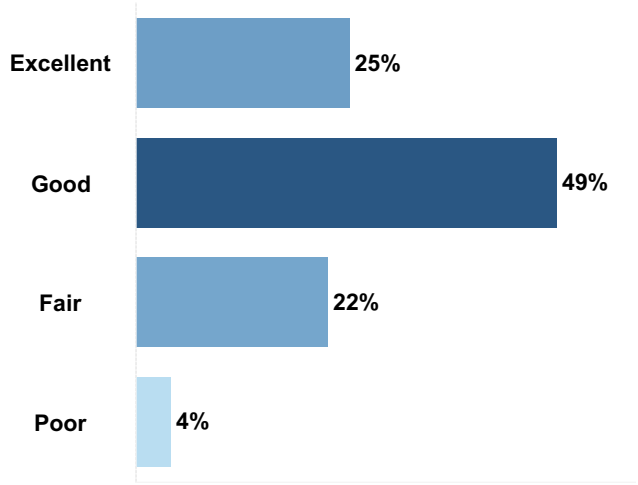
28. Comparison to the national benchmark is shown. If no comparison is available, this is left blank.
29. Comparison to the custom benchmark is shown. A description of the custom benchmark cohort can found in the About section of the report. If no comparison is available, this is left blank.

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Inclusivity and Engagement

Inclusivity refers to a cultural and environmental feeling of belonging; residents who feel invited to participate within their communities feel more included, involved, and engaged than those who do not.

Residents' connection and engagement with their community, 2025



Please rate each of the following characteristics as they relate to Shoreview as a whole.
(% excellent or good)

	2022	2025	vs. national benchmark[30]	vs. custom benchmark[31]
Residents' connection and engagement with their community	73%	**74%**	Higher	Higher

Please rate each of the following aspects of quality of life in Shoreview.
(% excellent or good)

	2022	2025		
Shoreview as a place to raise children	97%	**96%**	Much higher	Higher
Shoreview as a place to retire	85%	**85%**	Higher	Higher
Sense of community	79%	**79%**	Higher	Higher

Please rate the job you feel the Shoreview community does at each of the following.
(% excellent or good)

	2022	2025		
Making all residents feel welcome	87%	**86%**	Higher	Similar
Attracting people from diverse backgrounds	68%	**67%**	Similar	Similar

Valuing/respecting residents from diverse backgrounds	80% → 81%	Higher	Similar
Taking care of vulnerable residents	79% → 79%	Higher	Similar

Please also rate each of the following in the Shoreview community.
(% excellent or good)

	2022 → 2025		
Sense of civic/community pride	83% → 78%	Higher	Higher
Neighborliness of residents	81% → 80%	Higher	Higher
Opportunities to participate in social events and activities	77% → 78%	Similar	Similar
Opportunities to volunteer	82% → 79%	Similar	Similar
Opportunities to participate in community matters	78% → 77%	Similar	Similar
Openness and acceptance of the community toward people of diverse backgrounds	73% → 73%	Similar	Similar

Please indicate whether or not you have done each of the following in the last 12 months.
(% yes)

	2022 → 2025		
Campaigned or advocated for a local issue, cause, or candidate	13% → 13%	Similar	Similar

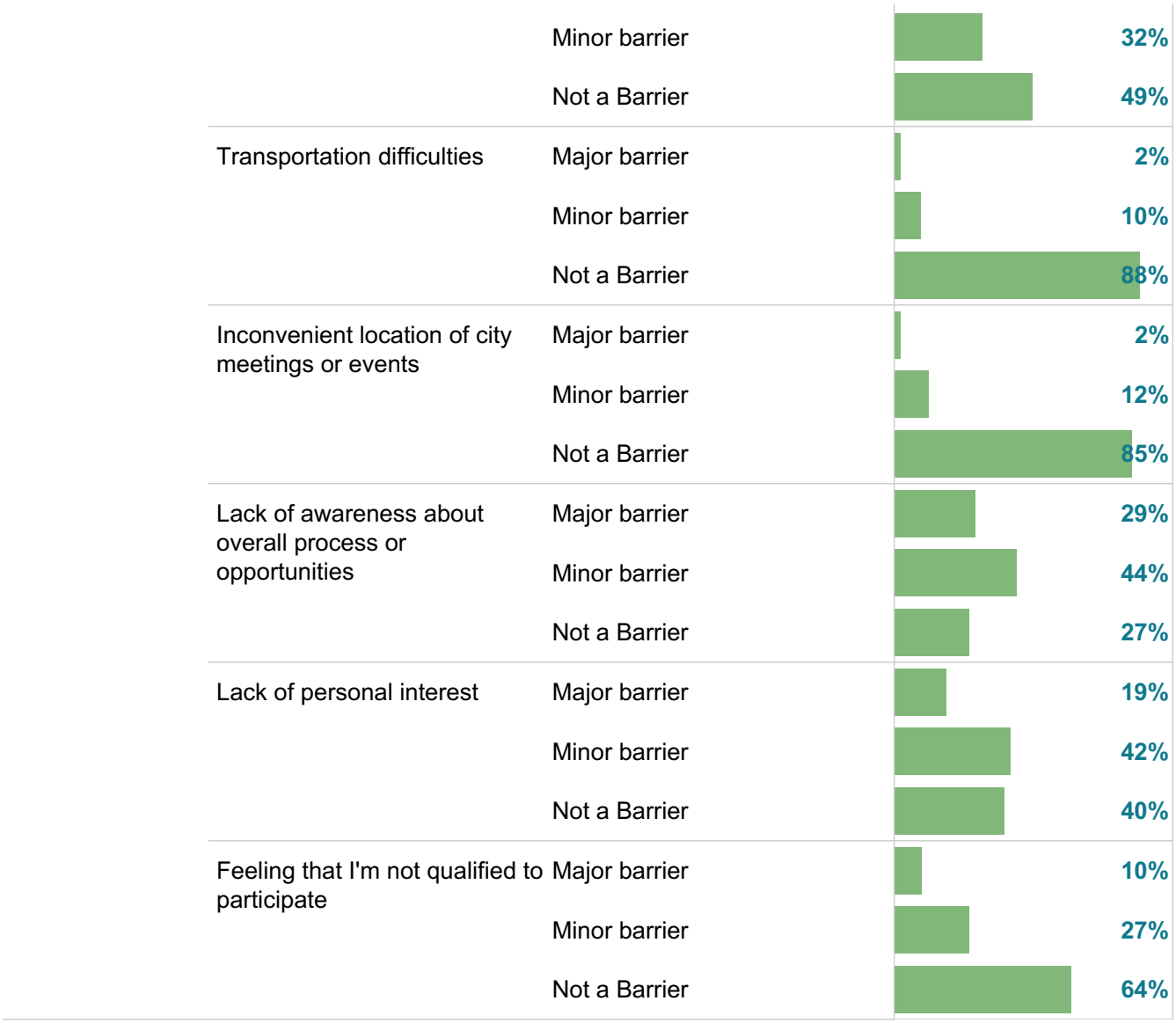
30. Comparison to the national benchmark is shown. If no comparison is available, this is left blank.
31. Comparison to the custom benchmark is shown. A description of the custom benchmark cohort can found in the About section of the report. If no comparison is available, this is left blank.

Custom questions

Below are the complete set of responses to each custom question on the survey. By default, “don’t know” responses are excluded, but may be added to the table using the response filter below.

			Include "don't know" Yes
From what you know, how much do you approve or disapprove of the job the mayor and city council are doing?		Strongly approve	31%
		Somewhat approve	32%
		Somewhat disapprove	5%
		Strongly disapprove	2%
		Don't know	30%
Please rate the quality of the following services for elections activities in Shoreview.	Election day experience	Excellent	56%
		Good	27%
		Fair	5%
		Poor	0%
		Don't know	12%
	Absentee voting experience	Excellent	29%
		Good	11%
		Fair	2%
		Poor	3%
		Don't know	54%
	Communications about upcoming elections	Excellent	34%
		Good	36%
		Fair	17%
		Poor	1%
		Don't know	13%
To what extent do you support or oppose the city changing options to move away from private hauler garbage collection		Strongly support	25%
		Somewhat support	27%
		Somewhat oppose	11%

(in which residents choose their preferred hauler) to an organized garbage collection system (in which the city contracts haulers)?		Strongly oppose	20%
		Don't know	17%
Please share your rationale for the answer selected above. Select all that apply.		I like my current hauler	34%
		I want to choose my hauler	26%
		Less truck traffic	34%
		Less street maintenance	18%
		Less noise and pollution	29%
		Lower cost	48%
		Other	11%
		Don't know	11%
To what extent do you support or oppose the City's current overnight parking rules (no parking 2 AM - 5 AM on city streets year-round)?		Strongly support	37%
		Somewhat support	27%
		Somewhat oppose	20%
		Strongly oppose	8%
		Don't know	9%
How much of a barrier, if at all, are the following for you to participate in city meetings, provide input on city issues, and/or engage with city services in the past year?	Lack of time due to other commitments/busy schedule	Major barrier	44%
		Minor barrier	28%
		Not a Barrier	28%
	Difficulty finding information about opportunities for participation	Major barrier	22%
		Minor barrier	42%
		Not a Barrier	37%
	Inconvenient timing of city meetings or events	Major barrier	15%
		Minor barrier	38%
		Not a Barrier	47%
	Feeling that my opinion doesn't matter/wouldn't make a difference	Major barrier	21%
		Minor barrier	33%
		Not a Barrier	45%
	Tentative to speak up	Major barrier	19%
		Minor barrier	


Minor barrier 32%
Not a Barrier 49%
Transportation difficulties
Major barrier 2%
Minor barrier 10%
Not a Barrier 88%
Inconvenient location of city meetings or events
Major barrier 2%
Minor barrier 12%
Not a Barrier 85%
Lack of awareness about overall process or opportunities
Major barrier 29%
Minor barrier 44%
Not a Barrier 27%
Lack of personal interest
Major barrier 19%
Minor barrier 42%
Not a Barrier 40%
Feeling that I'm not qualified to participate
Major barrier 10%
Minor barrier 27%
Not a Barrier 64%

The City of Shoreview 2025 Community Survey

Please complete this survey if you are an adult (age 18 or older) in the household. Your responses are confidential and no identifying information will be shared.

1. Please rate each of the following aspects of quality of life in Shoreview.

	Excellent	Good	Fair	Poor	Don't know
Shoreview as a place to live	1	2	3	4	5
Your neighborhood as a place to live	1	2	3	4	5
Shoreview as a place to raise children	1	2	3	4	5
Shoreview as a place to work	1	2	3	4	5
Shoreview as a place to visit	1	2	3	4	5
Shoreview as a place to retire	1	2	3	4	5
The overall quality of life in Shoreview	1	2	3	4	5
Sense of community	1	2	3	4	5

2. Please rate each of the following characteristics as they relate to Shoreview as a whole.

	Excellent	Good	Fair	Poor	Don't know
Overall economic health of Shoreview	1	2	3	4	5
Overall quality of the transportation system (auto, bicycle, foot, bus) in Shoreview	1	2	3	4	5
Overall design or layout of Shoreview's residential and commercial areas (e.g., homes, buildings, streets, parks, etc.)	1	2	3	4	5
Overall quality of the utility infrastructure in Shoreview (water, sewer, storm water, electric/gas, broadband)	1	2	3	4	5
Overall feeling of safety in Shoreview	1	2	3	4	5
Overall quality of natural environment in Shoreview	1	2	3	4	5
Overall quality of parks and recreation opportunities	1	2	3	4	5
Overall health and wellness opportunities in Shoreview	1	2	3	4	5
Overall opportunities for education, culture, and the arts	1	2	3	4	5
Residents' connection and engagement with their community	1	2	3	4	5

3. Please indicate how likely or unlikely you are to do each of the following.

	Very likely	Somewhat likely	Somewhat unlikely	Very unlikely	Don't know
Recommend living in Shoreview to someone who asks	1	2	3	4	5
Remain in Shoreview for the next five years	1	2	3	4	5

4. Please rate how safe or unsafe you feel:

	Very safe	Somewhat safe	Neither safe nor unsafe	Somewhat unsafe	Very unsafe	Don't know
In your neighborhood during the day	1	2	3	4	5	6
In Shoreview's downtown/commercial area during the day	1	2	3	4	5	6
From property crime	1	2	3	4	5	6
From violent crime	1	2	3	4	5	6
From fire, flood, or other natural disaster	1	2	3	4	5	6

5. Please rate the job you feel the Shoreview community does at each of the following.

	Excellent	Good	Fair	Poor	Don't know
Making all residents feel welcome	1	2	3	4	5
Attracting people from diverse backgrounds	1	2	3	4	5
Valuing/respecting residents from diverse backgrounds	1	2	3	4	5
Taking care of vulnerable residents (elderly, disabled, homeless, etc.)	1	2	3	4	5

6. Please rate each of the following in the Shoreview community.

	Excellent	Good	Fair	Poor	Don't know
Overall quality of business and service establishments in Shoreview	1	2	3	4	5
Variety of business and service establishments in Shoreview	1	2	3	4	5
Employment opportunities	1	2	3	4	5
Shopping opportunities	1	2	3	4	5
Cost of living in Shoreview	1	2	3	4	5
Overall image or reputation of Shoreview	1	2	3	4	5

7. Please also rate each of the following in the Shoreview community.

	Excellent	Good	Fair	Poor	Don't know
Traffic flow on major streets	1	2	3	4	5
Ease of public parking	1	2	3	4	5
Ease of travel by car in Shoreview	1	2	3	4	5
Ease of travel by public transportation in Shoreview	1	2	3	4	5
Ease of travel by bicycle in Shoreview	1	2	3	4	5
Ease of walking in Shoreview	1	2	3	4	5
Well-planned residential growth	1	2	3	4	5
Well-planned commercial growth	1	2	3	4	5
Well-designed neighborhoods	1	2	3	4	5
Preservation of the historical or cultural character of the community	1	2	3	4	5
Public places where people want to spend time	1	2	3	4	5
Variety of housing options	1	2	3	4	5
Availability of affordable quality housing	1	2	3	4	5
Overall quality of new development in Shoreview	1	2	3	4	5
Overall appearance of Shoreview	1	2	3	4	5
Cleanliness of Shoreview	1	2	3	4	5
Water resources (beaches, lakes, ponds, riverways, etc.)	1	2	3	4	5
Air quality	1	2	3	4	5
Availability of paths and walking trails	1	2	3	4	5
Fitness opportunities (including exercise classes and paths or trails, etc.)	1	2	3	4	5
Recreational opportunities	1	2	3	4	5
Availability of affordable quality food	1	2	3	4	5
Availability of affordable quality health care	1	2	3	4	5
Availability of preventive health services	1	2	3	4	5
Availability of affordable quality mental health care	1	2	3	4	5
Opportunities to attend cultural/arts/music activities	1	2	3	4	5
Community support for the arts	1	2	3	4	5
Availability of affordable quality childcare/preschool	1	2	3	4	5
K-12 education	1	2	3	4	5
Adult educational opportunities	1	2	3	4	5
Sense of civic/community pride	1	2	3	4	5
Neighborliness of residents in Shoreview	1	2	3	4	5
Opportunities to participate in social events and activities	1	2	3	4	5
Opportunities to attend special events and festivals	1	2	3	4	5
Opportunities to volunteer	1	2	3	4	5
Opportunities to participate in community matters	1	2	3	4	5
Openness and acceptance of the community toward people of diverse backgrounds	1	2	3	4	5

8. Please indicate whether or not you have done each of the following in the last 12 months.

	No	Yes
Contacted the City of Shoreview (in-person, phone, email, or web) for help or information	1	2
Contacted Shoreview elected officials (in-person, phone, email, or web) to express your opinion	1	2
Attended a local public meeting (of local elected officials like City Council or County Commissioners, advisory boards, town halls, HOA, neighborhood watch, etc.)	1	2
Watched (online or on television) a local public meeting	1	2
Volunteered your time to some group/activity in Shoreview	1	2
Campaigned or advocated for a local issue, cause, or candidate	1	2
Voted in your most recent local election	1	2
Used bus, rail, subway, or other public transportation instead of driving	1	2
Carpooled with other adults or children instead of driving alone	1	2
Walked or biked instead of driving	1	2

9. Please rate the quality of each of the following services in Shoreview.

	Excellent	Good	Fair	Poor	Don't know
Public information services	1	2	3	4	5
Economic development	1	2	3	4	5
Traffic enforcement	1	2	3	4	5
Traffic signal timing	1	2	3	4	5
Street repair	1	2	3	4	5
Street cleaning	1	2	3	4	5
Street lighting	1	2	3	4	5
Snow removal	1	2	3	4	5
Sidewalk maintenance	1	2	3	4	5
Bus or transit services	1	2	3	4	5
Land use, planning, and zoning	1	2	3	4	5
Code enforcement (weeds, abandoned buildings, etc.)	1	2	3	4	5
Affordable high-speed internet access	1	2	3	4	5
Garbage collection	1	2	3	4	5
Drinking water	1	2	3	4	5
Sewer services	1	2	3	4	5
Storm water management (storm drainage, dams, levees, etc.)	1	2	3	4	5
Power (electric and/or gas) utility	1	2	3	4	5
Utility billing	1	2	3	4	5
Sheriff services	1	2	3	4	5
Crime prevention	1	2	3	4	5
Animal control	1	2	3	4	5
Ambulance or emergency medical services	1	2	3	4	5
Fire services	1	2	3	4	5
Fire prevention and education	1	2	3	4	5
Emergency preparedness (services that prepare the community for natural disasters or other emergency situations)	1	2	3	4	5
Preservation of natural areas (open space, farmlands, and greenbelts)	1	2	3	4	5
Shoreview open space	1	2	3	4	5
Recycling	1	2	3	4	5
Yard waste pick-up	1	2	3	4	5
City parks	1	2	3	4	5
Recreation programs or classes	1	2	3	4	5
Recreation centers or facilities	1	2	3	4	5
Public library services	1	2	3	4	5
Overall customer service by Shoreview employees (receptionists, planners, etc.)	1	2	3	4	5

10. Please rate the following categories of Shoreview government performance.

	Excellent	Good	Fair	Poor	Don't know
The value of services for the taxes paid to Shoreview	1	2	3	4	5
The overall direction that Shoreview is taking	1	2	3	4	5
The job Shoreview government does at welcoming resident involvement	1	2	3	4	5
Overall confidence in Shoreview government	1	2	3	4	5
Generally acting in the best interest of the community	1	2	3	4	5
Being honest	1	2	3	4	5
Being open and transparent to the public	1	2	3	4	5
Informing residents about issues facing the community	1	2	3	4	5
Treating all residents fairly	1	2	3	4	5
Treating residents with respect	1	2	3	4	5

11. Overall, how would you rate the quality of the services provided by each of the following?

	Excellent	Good	Fair	Poor	Don't know
The City of Shoreview	1	2	3	4	5
The Federal Government	1	2	3	4	5

12. Please rate how important, if at all, you think it is for the Shoreview community to focus on each of the following in the coming two years.

	Essential	Very important	Somewhat important	Not at all important
Overall economic health of Shoreview	1	2	3	4
Overall quality of the transportation system (auto, bicycle, foot, bus) in Shoreview	1	2	3	4
Overall design or layout of Shoreview's residential and commercial areas (e.g., homes, buildings, streets, parks, etc.)	1	2	3	4
Overall quality of the utility infrastructure in Shoreview (water, sewer, storm water, electric/gas, broadband)	1	2	3	4
Overall feeling of safety in Shoreview	1	2	3	4
Overall quality of natural environment in Shoreview	1	2	3	4
Overall quality of parks and recreation opportunities	1	2	3	4
Overall health and wellness opportunities in Shoreview	1	2	3	4
Overall opportunities for education, culture, and the arts	1	2	3	4
Residents' connection and engagement with their community	1	2	3	4

13. From what you know, how much do you approve or disapprove of the job the mayor and city council are doing?

❍ Strongly approve ❍ Somewhat approve ❍ Somewhat disapprove ❍ Strongly disapprove ❍ Don't know

14. Please rate the quality of the following services for elections activities in Shoreview.

	Excellent	Good	Fair	Poor	Don't know
Election day experience	1	2	3	4	5
Absentee voting experience	1	2	3	4	5
Communications about upcoming elections	1	2	3	4	5

15. To what extent do you support or oppose the city changing options to move away from private hauler garbage collection (in which residents choose their preferred hauler) to an organized garbage collection system (in which the city contracts haulers)?

❍ Strongly support ❍ Somewhat support ❍ Somewhat oppose ❍ Strongly oppose ❍ Don't know

16. Please share your rationale for the answer selected above. Select all that apply.

❑ I like my current hauler
❑ I want to choose my hauler
❑ Less truck traffic
❑ Less street maintenance
❑ Less noise and pollution
❑ Lower cost
❑ Other
❑ Don't know

17. To what extent do you support or oppose the City's current overnight parking rules (no parking 2 AM - 5 AM on city streets year-round)?

❍ Strongly support ❍ Somewhat support ❍ Somewhat oppose ❍ Strongly oppose ❍ Don't know

18. How much of a barrier, if at all, are the following for you to participate in city meetings, provide input on city issues, and/or engage with city services in the past year?

	Major barrier	Minor barrier	Not a barrier
Lack of time due to other commitments/busy schedule	1	2	3
Difficulty finding information about opportunities for participation	1	2	3
Inconvenient timing of city meetings or events	1	2	3
Feeling that my opinion doesn't matter/wouldn't make a difference	1	2	3
Tentative to speak up	1	2	3
Transportation difficulties	1	2	3
Inconvenient location of city meetings or events	1	2	3
Lack of awareness about overall process or opportunities	1	2	3
Lack of personal interest	1	2	3
Feeling that I'm not qualified to participate	1	2	3

The City of Shoreview 2025 Community Survey

Our last questions are about you and your household.
Again, all of your responses to this survey are confidential and no identifying information will be shared.

D1. In general, how many times do you:

	Several times a day	Once a day	A few times a week	Every few weeks	Less often or never	Don't know
Access the internet from your home using a computer, laptop, or tablet computer	1	2	3	4	5	6
Access the internet from your cell phone	1	2	3	4	5	6
Visit social media sites such as Facebook, X (formerly Twitter), Nextdoor, etc.	1	2	3	4	5	6
Use or check email	1	2	3	4	5	6
Share your opinions online	1	2	3	4	5	6
Shop online	1	2	3	4	5	6

D2. Please rate your overall health.

❍ Excellent ❍ Very good ❍ Good ❍ Fair ❍ Poor

D3. What impact, if any, do you think the economy will have on your family income in the next 6 months? Do you think the impact will be:

❍ Very positive ❍ Somewhat positive ❍ Neutral ❍ Somewhat negative ❍ Very negative

D4. How many years have you lived in Shoreview?

❍ Less than 2 years
❍ 2-5 years
❍ 6-10 years
❍ 11-20 years
❍ More than 20 years

D5. Which best describes the building you live in?

❍ Single-family detached home
❍ Townhouse or duplex (may share walls but no units above or below you)
❍ Condominium or apartment (have units above or below you)
❍ Mobile home
❍ Other

D6. Do you rent or own your home?

❍ Rent
❍ Own

D7. About how much is your monthly housing cost for the place you live (including rent, mortgage payment, property tax, property insurance, and homeowners' association (HOA) fees)?

❍ Less than $300
❍ $300 to $599
❍ $600 to $999
❍ $1,000 to $1,499
❍ $1,500 to $2,499
❍ $2,500 to $3,999
❍ $4,000 to $6,999
❍ $7,000 to $9,999
❍ $10,000 or more

D8. Do any children 17 or under live in your household?

❍ No ❍ Yes

D9. Are you or any other members of your household aged 65 or older?

❍ No ❍ Yes

D10. How much do you anticipate your household's total income before taxes will be for the current year? (Please include in your total income money from all sources for all persons living in your household.)

❍ Less than $25,000
❍ $25,000 to $49,999
❍ $50,000 to $74,999
❍ $75,000 to $99,999
❍ $100,000 to $149,999
❍ $150,000 to $199,999
❍ $200,000 to $299,999
❍ $300,000 or more

D11. Are you of Hispanic, Latino/a/x, or Spanish origin?

❍ No ❍ Yes

D12. What is your race? (Mark one or more races to indicate what race you consider yourself to be.)

❑ American Indian or Alaskan Native
❑ Asian
❑ Black or African American
❑ Native Hawaiian or Other Pacific Islander
❑ White
❑ A race not listed

D13. In which category is your age?

❍ 18-24 years
❍ 25-34 years
❍ 35-44 years
❍ 45-54 years
❍ 55-64 years
❍ 65-74 years
❍ 75 years or older

D14. What is your gender?

❍ Woman
❍ Man
❍ Identify in another way → go to D14a

D14a. If you identify in another way, how would you describe your gender?

❍ Agender/I don't identify with any gender
❍ Genderqueer/gender fluid
❍ Non-binary
❍ Transgender man
❍ Transgender woman
❍ Two-spirit
❍ Identify in another way

Thank you! Please return the completed survey in the postage-paid envelope to:
National Research Center, Inc., PO Box 14050, Houston, TX 77221-9904

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Random sample is 5% or higher than open participation

Open participation is 5% or higher than random sample

Domain	Question (% excellent or good unless otherwise noted)	Topic	Random sample (% positive)	participation (% positive)	Difference
Quality of life	Please rate each of the following aspects of quality of life in Shoreview.	Shoreview as a place to live	97.3	97.2	0.1
		The overall quality of life	95.9	96.6	-0.7
	Please indicate how likely or unlikely you are to do each of the following (% very or somewhat likely).	Recommend living in Shoreview to someone who asks	97.6	94.5	3.1
		Remain in Shoreview for the next five years	93.6	91.6	2.0
	Please rate each of the following in the Shoreview community.	Overall image or reputation	93.4	92.5	0.9
Governance	Please rate the quality of each of the following services in Shoreview.	Public information services	82.2	74.7	7.5
		Overall customer service by Shoreview employees	93.5	93.9	-0.4
	Please rate the following categories of Shoreview government performance.	The value of services for the taxes paid to Shoreview	71.9	70.7	1.2
		The overall direction that Shoreview is taking	78.8	68.0	10.8
		The job Shoreview government does at welcoming resident involvement	73.3	60.1	13.2
		Overall confidence in Shoreview government	77.3	69.2	8.1
		Generally acting in the best interest of the community	77.9	74.4	3.5
		Being honest	79.6	78.8	0.8
		Being open and transparent to the public	76.4	72.9	3.5
		Informing residents about issues facing the community	70.4	60.8	9.6
		Treating all residents fairly	77.2	72.3	4.9
		Treating residents with respect	82.7	82.3	0.4
	Please indicate whether or not you have done each of the following in the last 12 months (% yes)	Attended a local public meeting	18.2	39.6	-21.4
		Contacted Shoreview elected officials to express your opinion	10.9	22.7	-11.8
		Contacted the City of Shoreview for help or information	47.5	47.7	-0.2
		Watched a local public meeting	12.6	17.3	-4.7
	Overall, how would you rate the quality of the services provided by each of the following?	The City of Shoreview	92.4	86.9	5.5
		The Federal Government	30.5	32.4	-1.9
Economy	Please rate each of the following characteristics as they relate to Shoreview as a whole.	Overall economic health	91.5	92.7	-1.2
	Please rate each of the following aspects of quality of life in Shoreview.	Shoreview as a place to work	86.2	75.9	10.3
		Shoreview as a place to visit	78.8	77.6	1.2
	Please rate the quality of each of the following services in Shoreview.	Economic development	74.2	72.5	1.7
	Please rate each of the following in the Shoreview community.	Overall quality of business and service establishments	81.7	74.6	7.1
		Variety of business and service establishments	62.2	56.5	5.7
		Employment opportunities	55.8	45.0	10.8
		Shopping opportunities	52.4	54.8	-2.4
		Cost of living	53.3	57.4	-4.1
	What impact, if any, do you think the economy will have on your family income in the next 6 months? Do you think the impact will be (% very or somewhat positive)	What impact, if any, do you think the economy will have on your family income in the next 6 months? Do you think the impact will be:	17.6	8.0	9.6
Mobility	Please rate each of the following characteristics as they relate to Shoreview as a whole.	Overall quality of the transportation system	67.9	63.1	4.8
	Please also rate each of the following in the Shoreview community.	Traffic flow on major streets	83.8	82.5	1.3
		Ease of public parking	88.9	87.4	1.5
		Ease of travel by car	94.2	96.9	-2.7
		Ease of travel by public transportation	28.4	12.7	15.7
		Ease of travel by bicycle	77.7	77.9	-0.2
		Ease of walking	83.2	80.6	2.6

Random sample is 5% or higher than open participation
Open participation is 5% or higher than random sample

Domain	Question (% excellent or good unless otherwise noted)	Topic	Random sample (% positive)	participation (% positive)	Difference
Mobility cont'd	Please indicate whether or not you have done each of the following in the last 12 months (% yes).	Used public transportation instead of driving	10.0	13.8	-3.8
		Carpooled with other adults or children instead of driving alone	49.2	58.5	-9.3
		Walked or biked instead of driving	66.5	65.2	1.3
	Please rate the quality of each of the following services in Shoreview.	Traffic enforcement	78.6	67.4	11.2
		Traffic signal timing	72.6	73.9	-1.3
		Street repair	67.3	69.0	-1.7
		Street cleaning	86.0	90.4	-4.4
		Street lighting	79.9	85.7	-5.8
		Snow removal	82.7	82.3	0.4
		Sidewalk maintenance	83.1	76.4	6.7
		Bus or transit services	37.9	26.2	11.7
Community design	Please rate each of the following characteristics as they relate to Shoreview as a whole.	Overall design or layout of residential and commercial areas	86.0	81.7	4.3
	Please rate each of the following aspects of quality of life in Shoreview.	Your neighborhood as a place to live	95.8	92.2	3.6
	Please also rate each of the following in the Shoreview community.	Well-planned residential growth	74.2	66.1	8.1
		Well-planned commercial growth	64.0	56.8	7.2
		Well-designed neighborhoods	83.3	74.9	8.4
		Preservation of the historical or cultural character of the community	75.7	71.8	3.9
		Public places where people want to spend time	83.2	80.1	3.1
		Variety of housing options	77.2	66.3	10.9
		Availability of affordable quality housing	44.7	40.2	4.5
		Overall quality of new development	69.7	56.8	12.9
		Overall appearance	93.2	93.0	0.2
	Please rate the quality of each of the following services in Shoreview.	Land use, planning and zoning	63.8	66.4	-2.6
		Code enforcement	69.4	71.2	-1.8
Utilities	Please rate each of the following characteristics as they relate to Shoreview as a whole.	Overall quality of the utility infrastructure	86.5	86.6	-0.1
	Please rate the quality of each of the following services in Shoreview.	Affordable high-speed internet access	65.6	62.2	3.4
		Garbage collection	91.0	80.9	10.1
		Drinking water	84.7	88.6	-3.9
		Sewer services	92.5	95.6	-3.1
		Storm water management	87.8	89.2	-1.4
		Power (electric and/or gas) utility	85.6	87.4	-1.8
		Utility billing	84.3	78.3	6.0
Safety	Please rate each of the following characteristics as they relate to Shoreview as a whole.	Overall feeling of safety	94.5	95.4	-0.9
	Please rate how safe or unsafe you feel (% very or somewhat safe).	In your neighborhood during the day	97.5	97.3	0.2
		From property crime	91.6	95.2	-3.6
		From violent crime	94.3	96.4	-2.1
		From fire, flood, or other natural disaster	90.7	92.5	-1.8
	Please rate the quality of each of the following services in Shoreview.	Sheriff services	88.9	81.0	7.9
		Crime prevention	86.7	82.3	4.4
		Animal control	86.4	77.1	9.3
		Ambulance or emergency medical services	92.8	89.0	3.8
		Fire services	97.2	95.5	1.7
		Fire prevention and education	88.4	90.4	-2.0
		Emergency preparedness	81.0	77.6	3.4

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Domain	Question (% excellent or good unless otherwise noted)	Topic	Random sample (% positive)	participation (% positive)	Difference
Natural environment	Please rate each of the following characteristics as they relate to Shoreview as a whole.	Overall quality of natural environment	94.2	96.3	-2.1
	Please also rate each of the following in the Shoreview community.	Cleanliness	95.3	95.4	-0.1
		Water resources	92.3	91.8	0.5
		Air quality	90.8	94.3	-3.5
	Please rate the quality of each of the following services in Shoreview.	Preservation of natural areas	79.7	81.8	-2.1
		Shoreview open space	85.6	86.8	-1.2
		Recycling	91.9	89.8	2.1
		Yard waste pick-up	80.3	71.7	8.6
Parks and recreation	Please rate each of the following characteristics as they relate to Shoreview as a whole.	Overall quality of parks and recreation opportunities	95.7	94.1	1.6
	Please also rate each of the following in the Shoreview community.	Availability of paths and walking trails	92.3	96.4	-4.1
		Fitness opportunities	90.2	89.9	0.3
		Recreational opportunities	87.7	91.3	-3.6
	Please rate the quality of each of the following services in Shoreview.	City parks	97.1	93.8	3.3
		Recreation programs or classes	89.1	82.3	6.8
		Recreation centers or facilities	93.3	85.7	7.6
Health and wellness	Please rate each of the following characteristics as they relate to Shoreview as a whole.	Overall health and wellness opportunities	88.6	87.4	1.2
	Please also rate each of the following in the Shoreview community.	Availability of affordable quality food	66.3	55.9	10.4
		Availability of affordable quality health care	70.6	70.9	-0.3
		Availability of preventive health services	74.8	71.5	3.3
		Availability of affordable quality mental health care	63.5	50.7	12.8
	Please rate your overall health.	Please rate your overall health.	74.8	72.4	2.4
Education, arts and culture	Please rate each of the following characteristics as they relate to Shoreview as a whole.	Overall opportunities for education, culture, and the arts	82.6	86.2	-3.6
	Please also rate each of the following in the Shoreview community.	Opportunities to attend cultural/arts/music activities	66.8	67.0	-0.2
		Community support for the arts	71.4	79.0	-7.6
		Availability of affordable quality childcare/preschool	62.8	51.7	11.1
		K-12 education	90.6	93.0	-2.4
		Adult educational opportunities	78.8	68.4	10.4
		Opportunities to attend special events and festivals	74.7	77.9	-3.2
	Please rate the quality of each of the following services in Shoreview.	Public library services	96.8	94.8	2.0
Inclusivity and engagement	Please rate each of the following characteristics as they relate to Shoreview as a whole.	Residents' connection and engagement with their community	73.8	76.3	-2.5
	Please rate each of the following aspects of quality of life in Shoreview.	Shoreview as a place to raise children	96.5	96.8	-0.3
		Shoreview as a place to retire	84.5	81.2	3.3
		Sense of community	78.8	76.7	2.1
	Please rate the job you feel the Shoreview community does at each of the following.	Making all residents feel welcome	86.0	80.2	5.8
		Attracting people from diverse backgrounds	66.6	69.6	-3.0
		Valuing/respecting residents from diverse backgrounds	81.3	80.3	1.0
		Taking care of vulnerable residents	78.9	72.1	6.8

Random sample is 5% or higher than open participation

Open participation is 5% or higher than random sample

Domain	Question (% excellent or good unless otherwise noted)	Topic	Random sample (% positive)	participation (% positive)	Difference
Inclusivity and engagement cont'd	Please also rate each of the following in the Shoreview community.	Sense of civic/community pride	78.2	78.4	-0.2
		Neighborliness of residents	80.5	78.7	1.8
		Opportunities to participate in social events and activities	78.0	80.2	-2.2
		Opportunities to volunteer	78.7	78.3	0.4
		Opportunities to participate in community matters	76.6	77.4	-0.8
		Openness and acceptance of the community toward people of diverse backgrounds	72.5	61.9	10.6
	Please indicate whether or not you have done each of the following in the last 12 months (% yes).	Campaigned or advocated for a local issue, cause, or candidate	12.9	23.2	-10.3
Custom questions	From what you know, how much do you approve or disapprove of the job the mayor and city council are doing? (% strongly or somewhat approve)	From what you know, how much do you approve or disapprove of the job the mayor and city council are doing?	89.8	84.9	4.9
	Please rate the quality of the following services for elections activities in Shoreview.	Election day experience	94.2	93.0	1.2
		Absentee voting experience	88.8	90.5	-1.7
		Communications about upcoming elections	79.6	74.9	4.7
	To what extent do you support or oppose the city changing options to move away from private hauler garbage collection (in which residents choose their preferred hauler) to an organized garbage collection system (in which the city contracts haulers)? (% strongly or somewhat approve)	To what extent do you support or oppose the city changing options to move away from private hauler garbage collection (in which residents choose their preferred hauler) to an organized garbage collection system (in which the city contracts haulers)?	62.2	63.7	-1.5
	Please share your rationale for the answer selected above.	I like my current hauler	37.0	35.0	2.0
		I want to choose my hauler	29.0	30.0	-1.0
		Less truck traffic	38.0	57.0	-19.0
		Less street maintenance	20.0	37.0	-17.0
		Less noise and pollution	32.0	46.0	-14.0
		Lower cost	54.0	56.0	-2.0
		Other	12.0	12.0	0.0
	To what extent do you support or oppose the City's current overnight parking rules (no parking 2 AM - 5 AM on city streets year-round)? (% strongly or somewhat support)	To what extent do you support or oppose the City's current overnight parking rules (no parking 2 AM - 5 AM on city streets year-round)?	69.7	66.0	3.7
	How much of a barrier, if at all, are the following for you to participate in city meetings, provide input on city issues, and/or engage with city services in the past year? (% major or minor barrier)	Lack of time due to other commitments/busy schedule	72.4	80.4	-8.0
		Difficulty finding information about opportunities for participation	63.3	72.0	-8.7
		Inconvenient timing of city meetings or events	52.9	53.7	-0.8
		Feeling that my opinion doesn't matter/wouldn't make a difference	54.5	55.4	-0.9
		Tentative to speak up	50.5	51.7	-1.2
		Transportation difficulties	11.9	10.6	1.3
		Inconvenient location of city meetings or events	14.7	9.9	4.8
		Lack of awareness about overall process or opportunities	73.1	70.5	2.6
		Lack of personal interest	60.3	46.5	13.8
		Feeling that I'm not qualified to participate	36.5	35.6	0.9

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NLC NATIONAL LEAGUE OF CITIES

CITIES STRONG TOGETHER

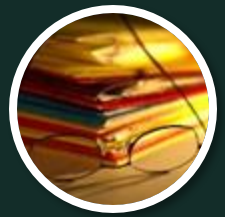
Resident Surveys in Local Governance



Monitor trends in resident opinion



Measure government performance



Inform budget, land use, strategic planning decisions



Benchmark against other communities

The NCS™ Facets of Community Livability



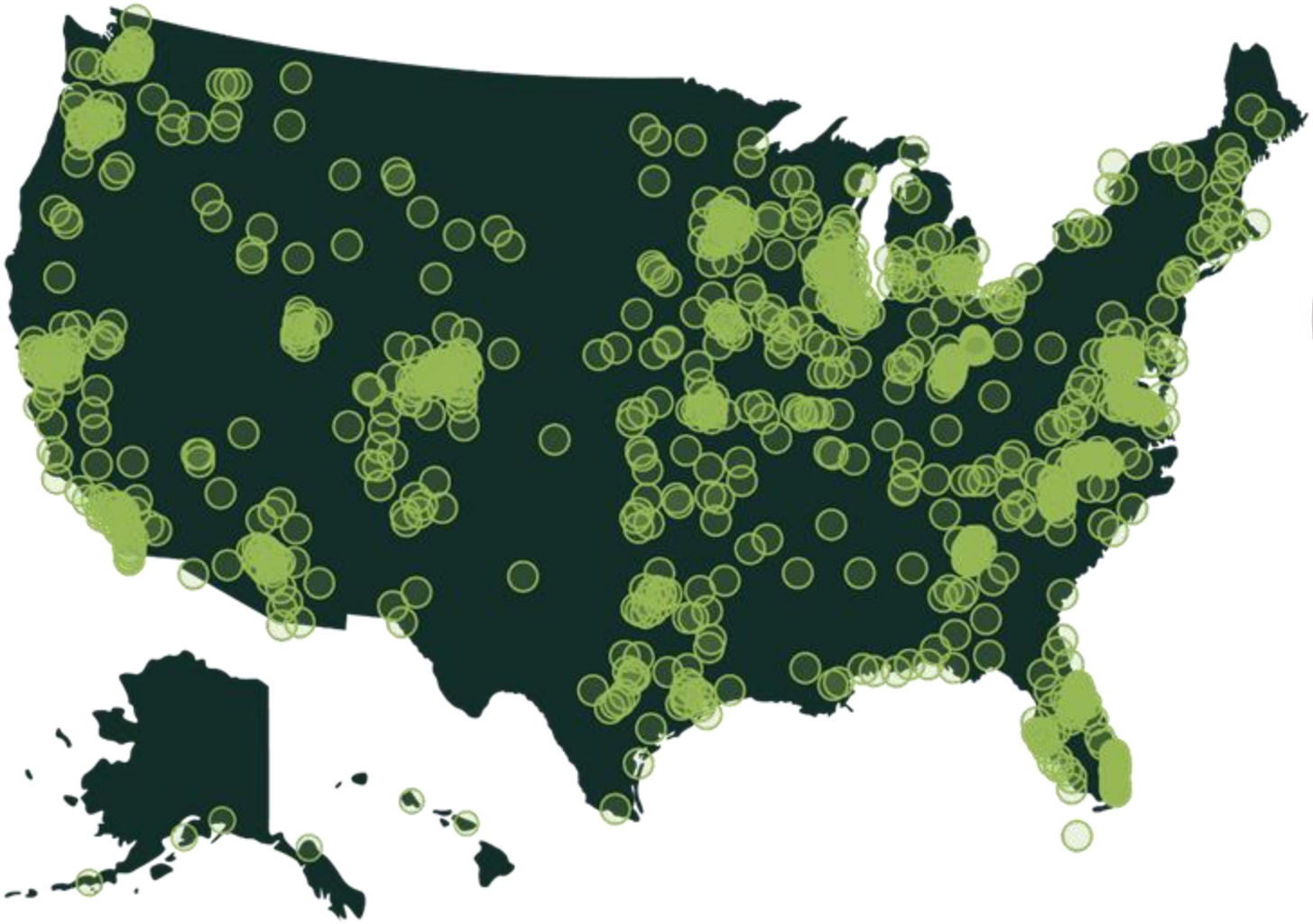
THE NCS™
THE NATIONAL COMMUNITY SURVEY™

The National Community Survey™ in Shoreview

The NCS™ for Shoreview, MN

- Second time conducting The NCS (previous survey in 2022)
- Survey conducted from August 28th, 2025 – October 9th, 2025
- Mailing approach employed:
  - Probability-based sample of 3,000 randomly selected households
  - 574 total responses received
  - 19% overall response rate
  - Non-probability, open-participation survey: 241 responses
- Results statistically weighted to reflect Shoreview overall
- 95% confidence interval with a +/- 4.09% margin of error

Polco's Benchmarking Database



About **400** comparison communities across the nation.

Representing the opinions of more than **50 million** residents.

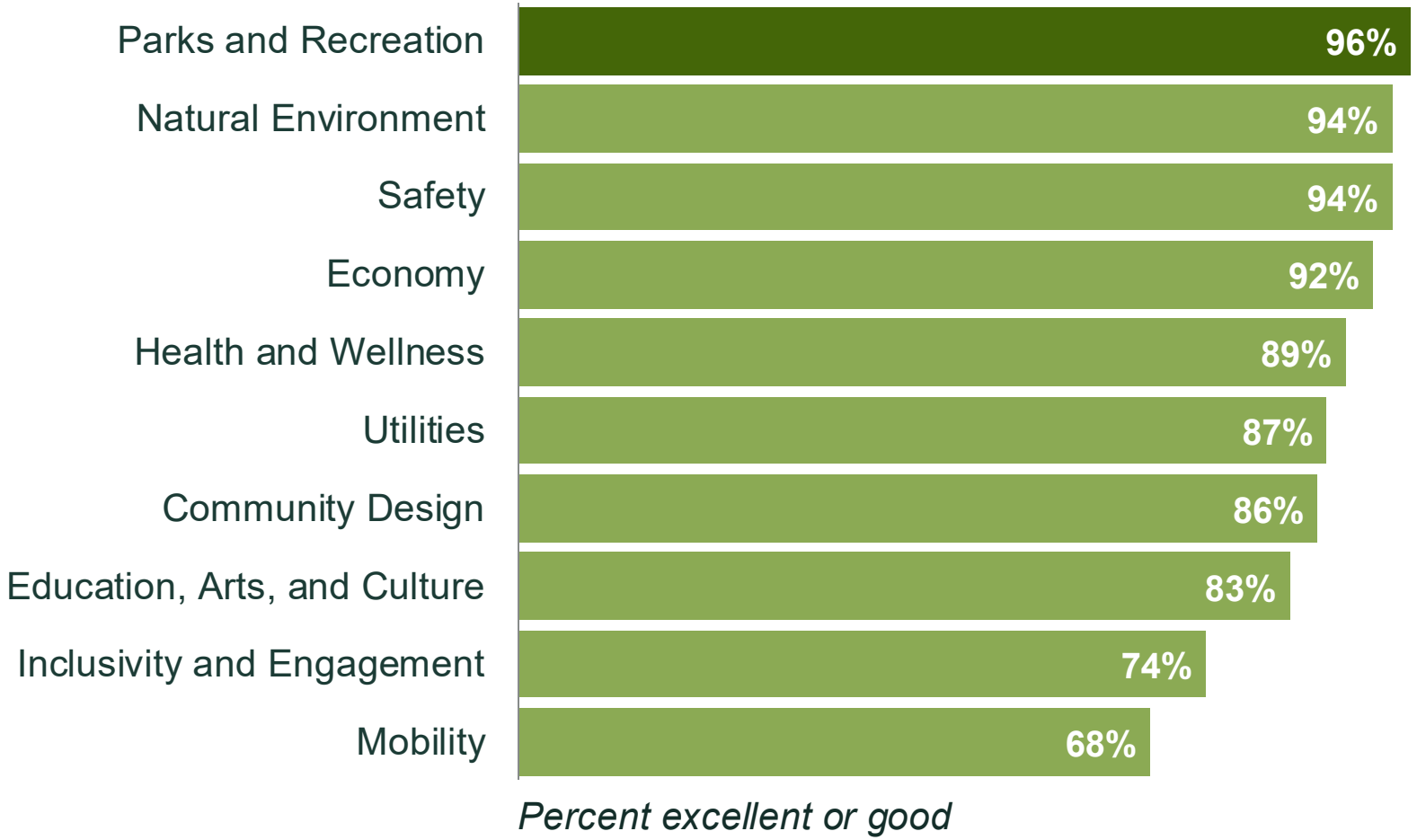
Overview of Survey Results



Facets of Community Livability: **Quality**

National Benchmark Comparisons:

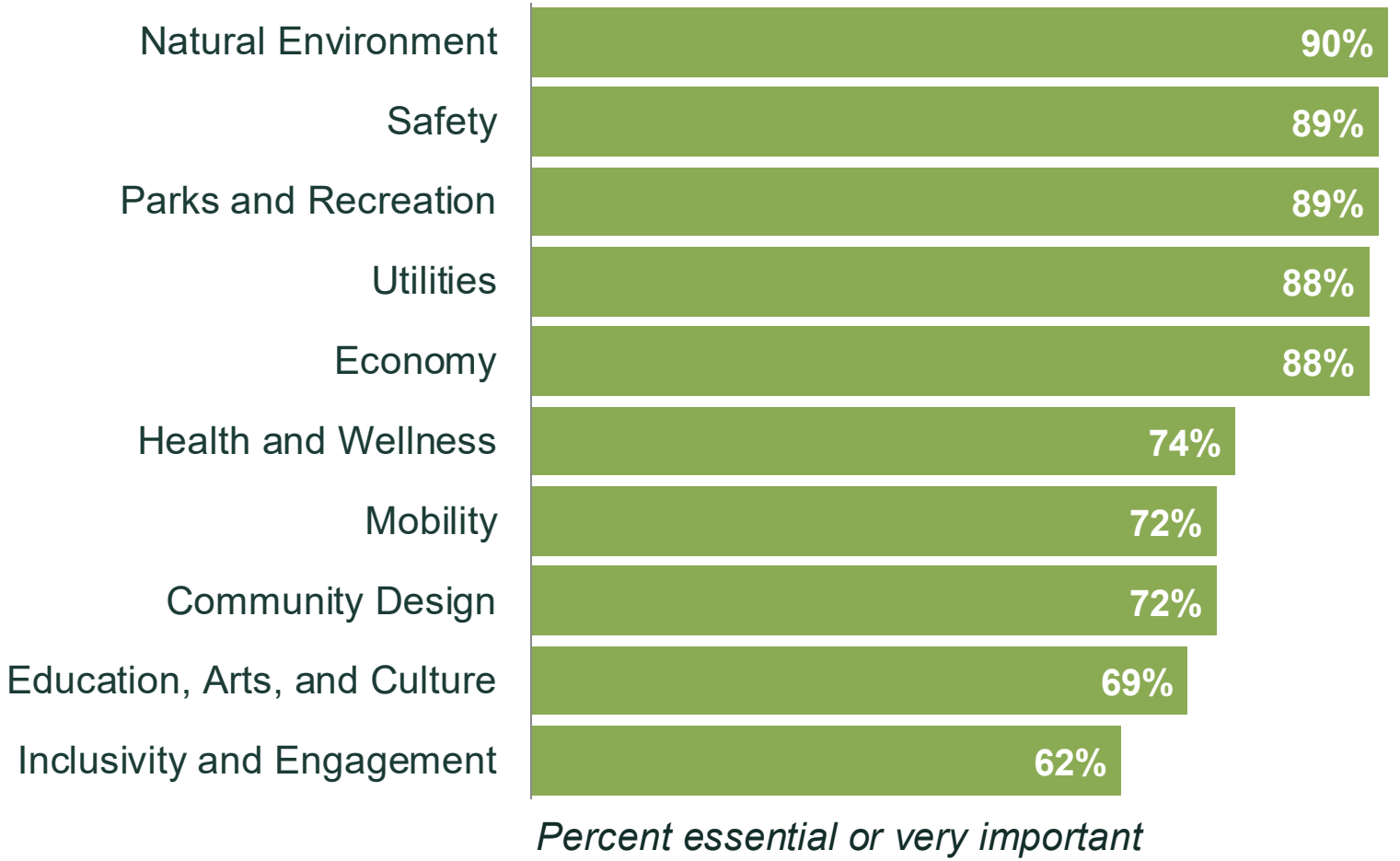
- Higher
- Similar
- Lower



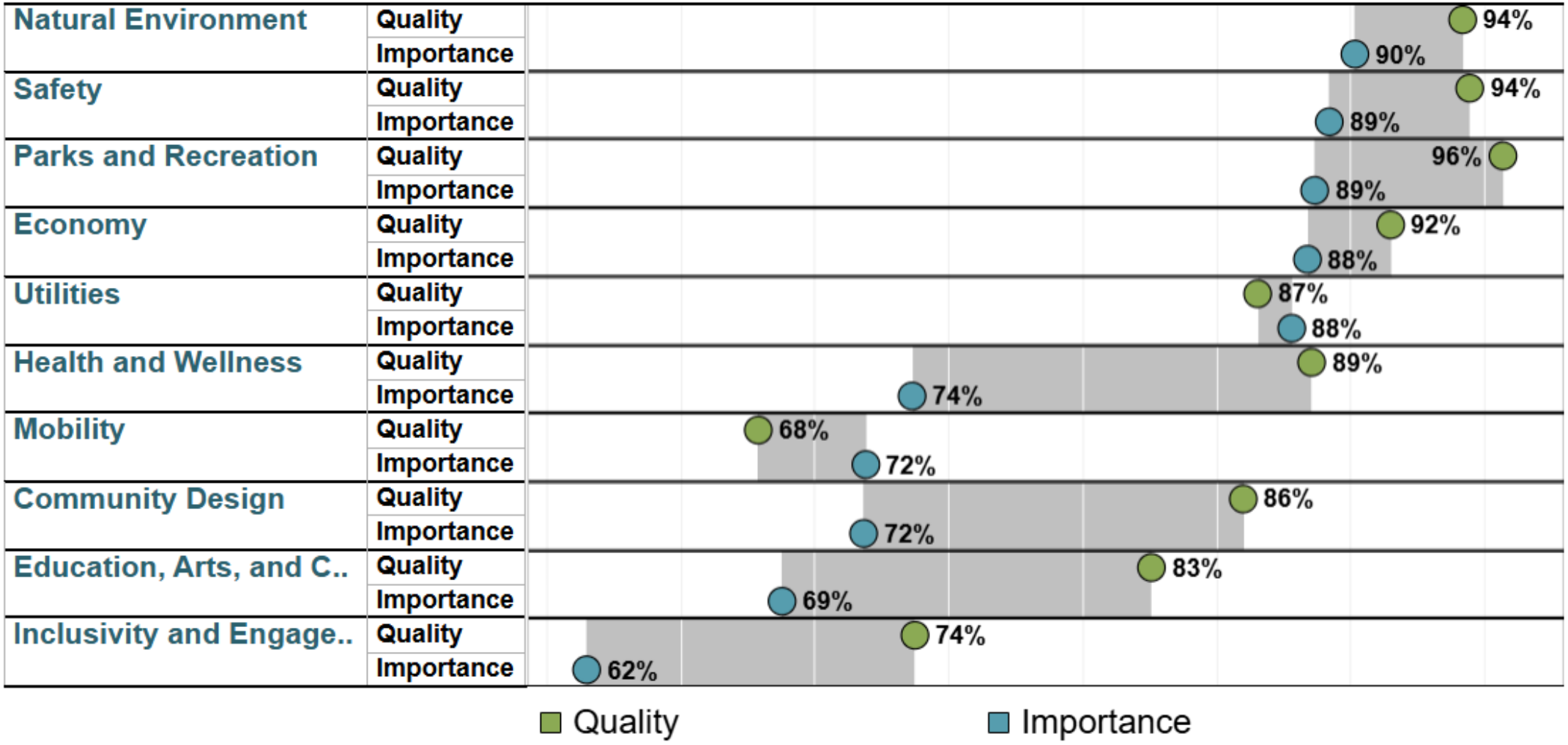
Facets of Community Livability: **Importance**

National Benchmark Comparisons:

- Higher
- Similar
- Lower



Balancing Quality and Importance



Comparisons to National Benchmarks



88 received **higher** ratings

33 received **similar** ratings

0 received **lower** ratings

Comparisons to Custom Benchmarks



43 received **higher** ratings

78 received **similar** ratings

0 received **lower** ratings

Comparisons to Previous Survey (2022)



1 received **higher** ratings

112 received **similar** ratings

8 received **lower** ratings

Key Findings



Most residents experience a high quality of life in Shoreview.



Overall Community Quality



Over

9 in 10

residents gave **excellent** or **good** ratings to:

- Shoreview as a place to live
- Overall image or reputation
- The overall quality of life in Shoreview

Over 9 in 10 residents also…

- Plan to remain in Shoreview for the next five years
- Would recommend living in Shoreview to someone who asked

Residents appreciate many aspects of the City's leadership and governance.



Governance in Shoreview

Please rate the following categories of Shoreview government performance.

National Benchmark Comparison

- Higher
- Similar
- Lower

Custom Benchmark

Higher



Percent excellent or good

Residents rate Shoreview as a safe community.



Safety in Shoreview

Please rate how safe or unsafe you feel:

National Benchmark Comparison

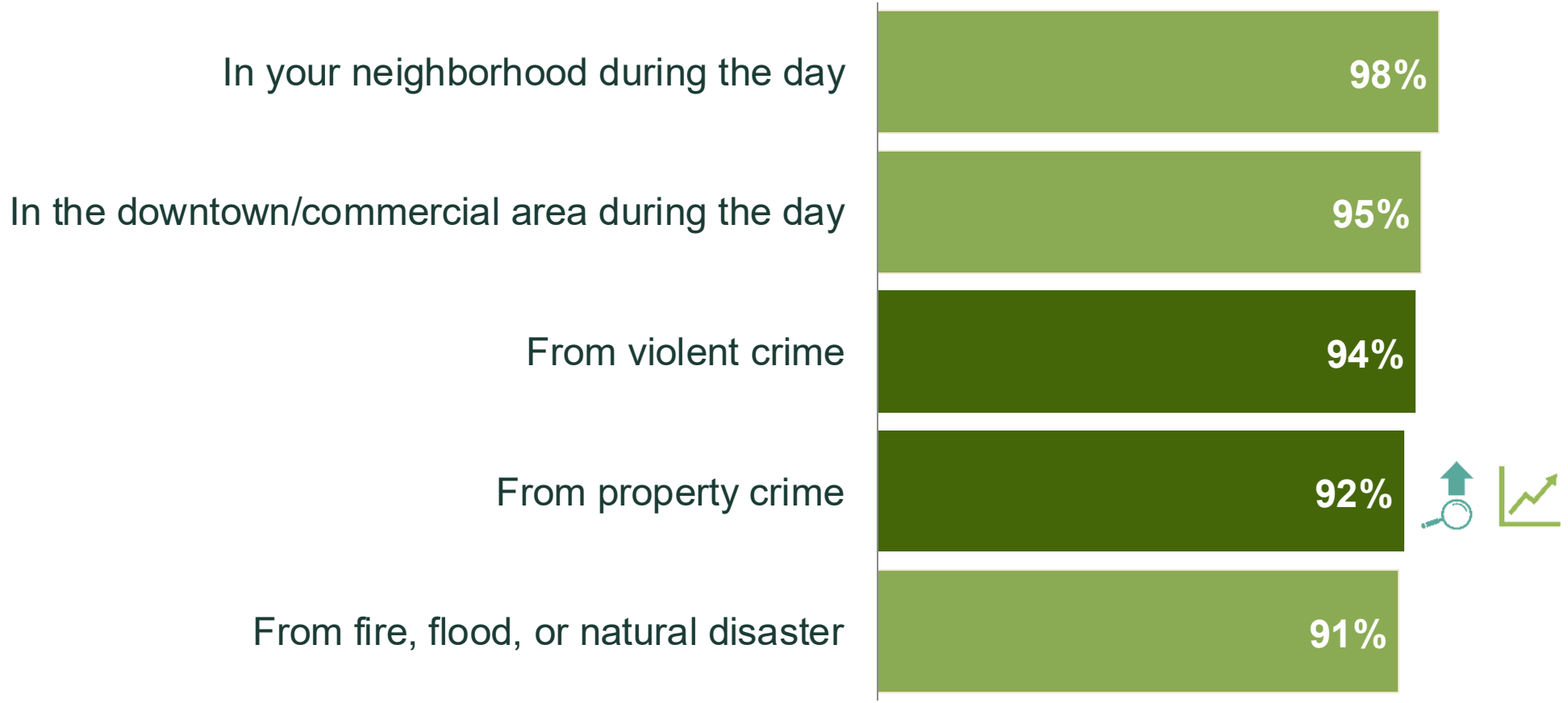
- Higher
- Similar
- Lower

2025 vs 2022:

Increasing

Custom Benchmark

Higher



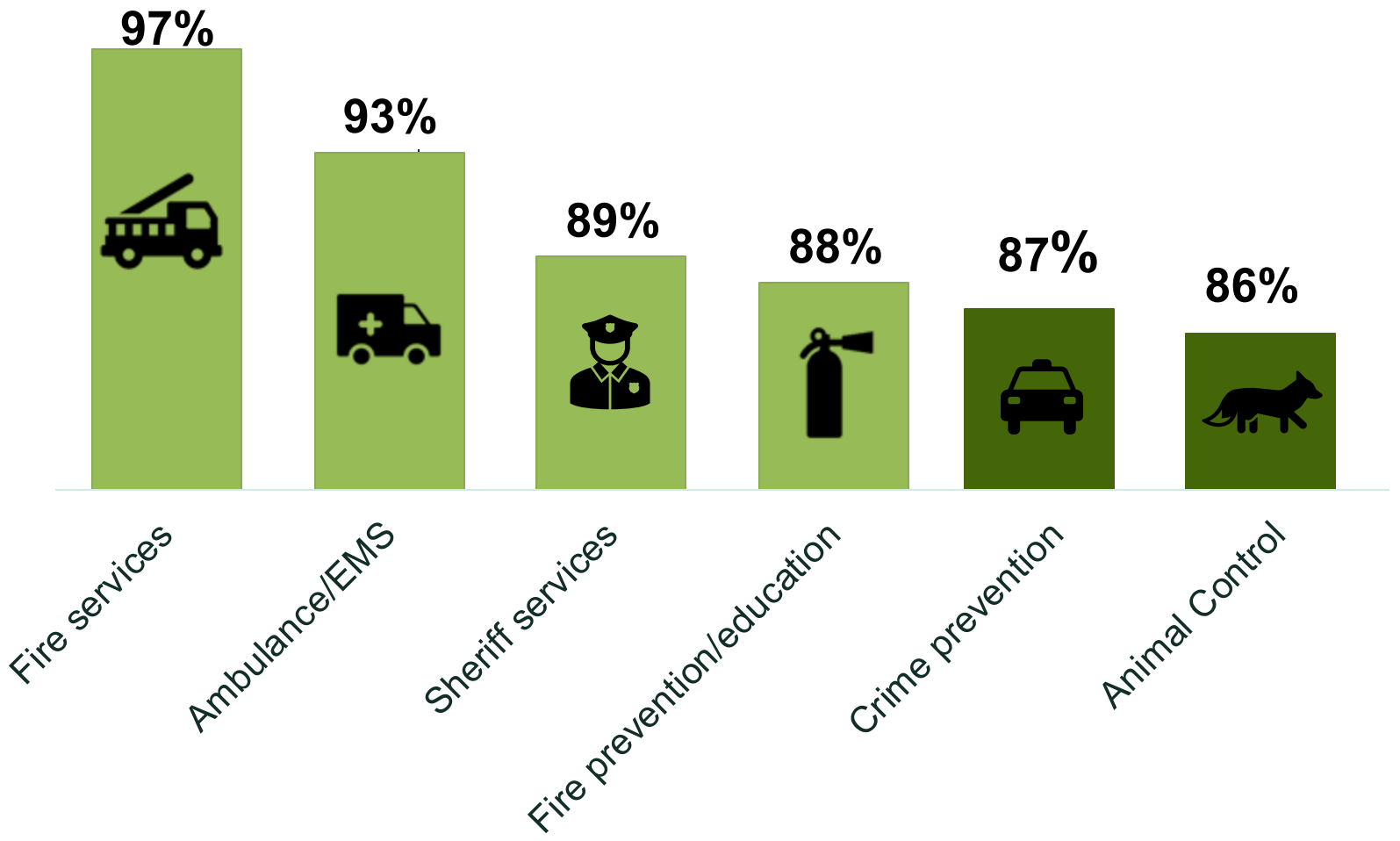
Percent very or somewhat safe

Safety Services in Shoreview

National Benchmark Comparison

- Higher
- Similar
- Lower

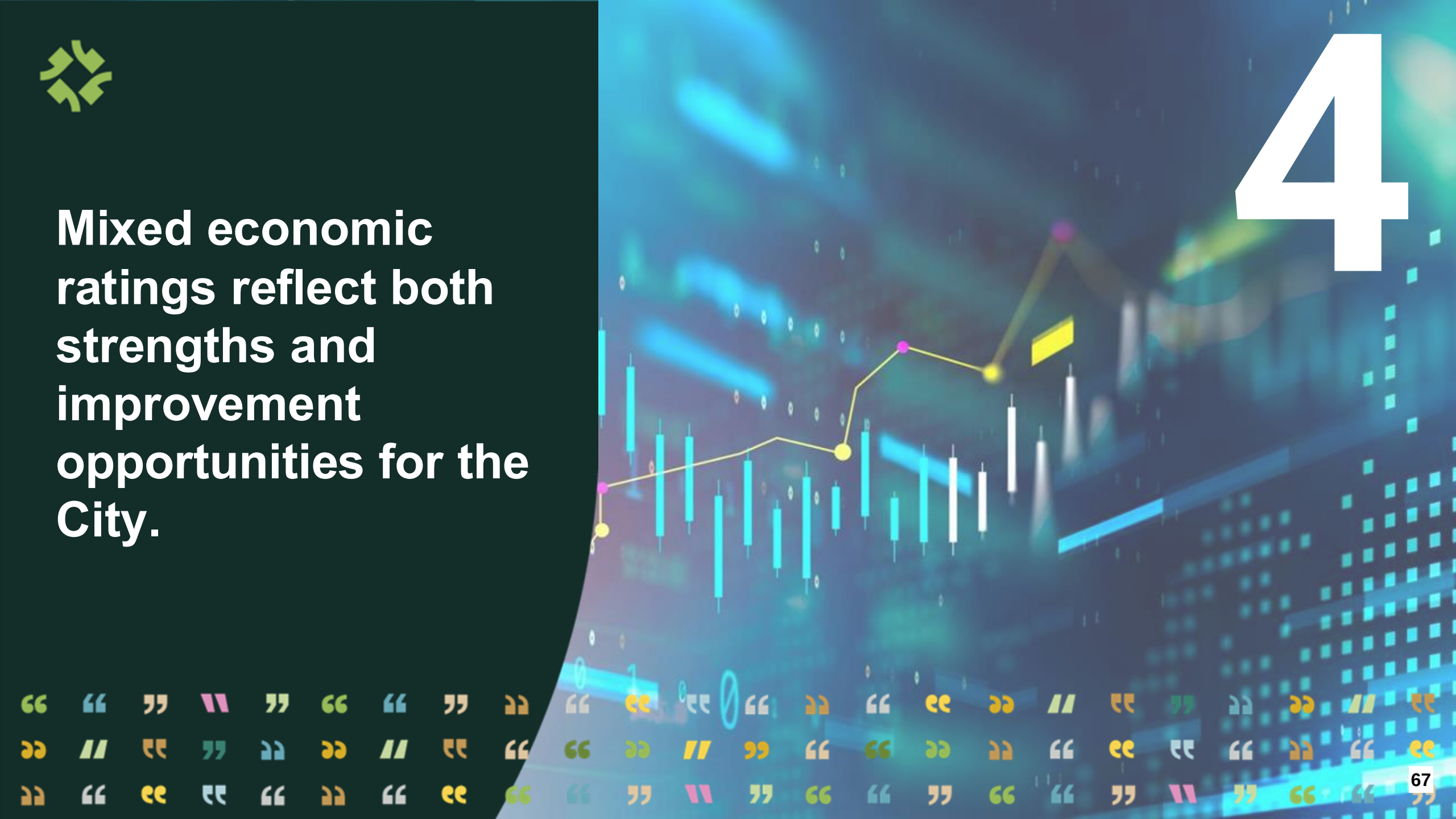
Please rate the quality of the following services in Shoreview.



Percent excellent or goo

4

Mixed economic ratings reflect both strengths and improvement opportunities for the City.



The Economy in Shoreview

Please rate each of the following in the Shoreview community:

National Benchmark Comparison

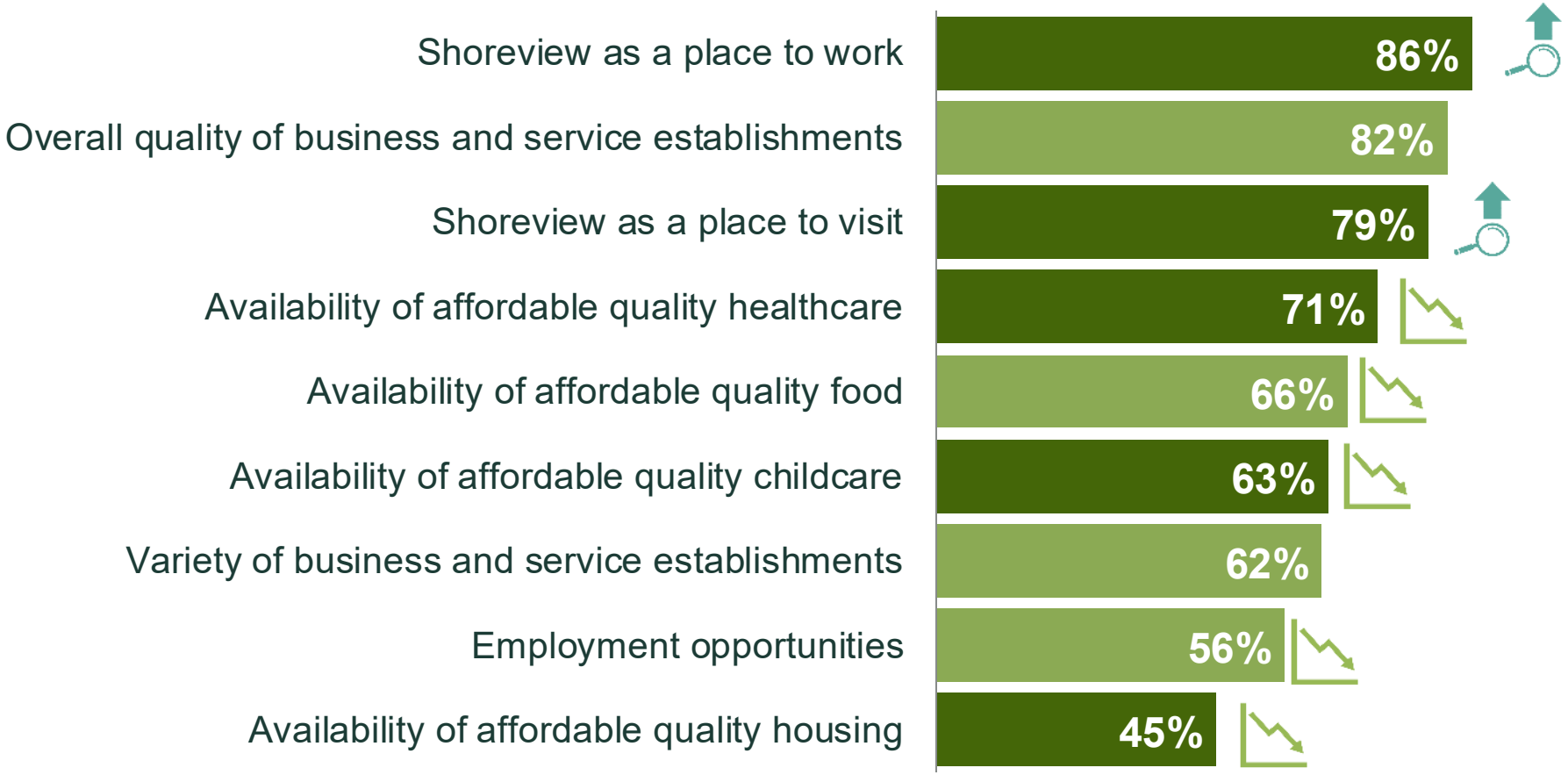
- Higher
- Similar
- Lower

Custom Benchmark

Higher

2025 vs 2022:

Decreasing



Percent excellent or good

5

Parks and Recreation is a strong asset for Shoreview residents.



Parks and Recreation in Shoreview

Please rate each of the following in the Shoreview community:

National Benchmark Comparison

- Higher
- Similar
- Lower

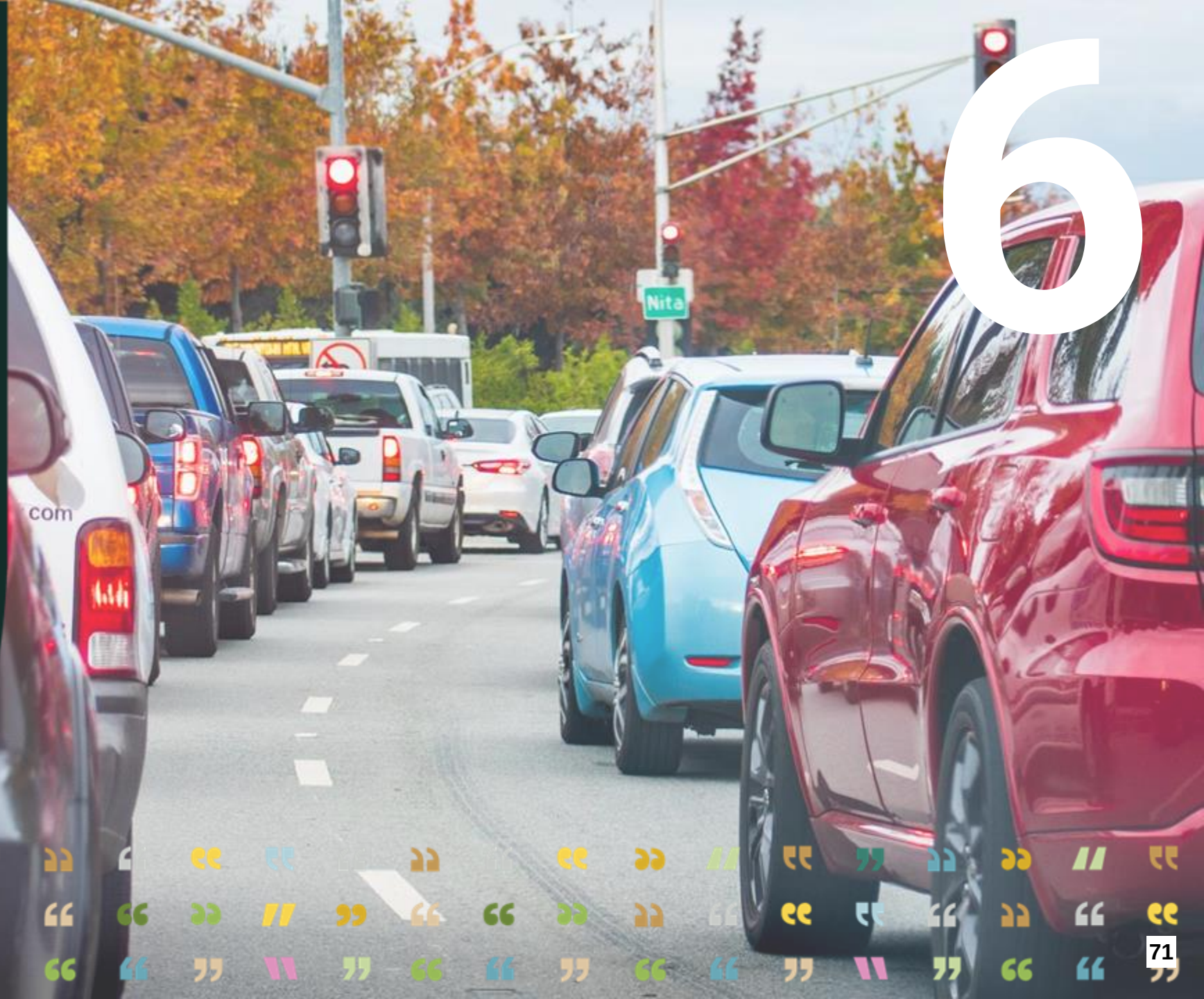
Custom Benchmark

Higher than



6

Most mobility options rated highly, with public transportation needing attention.



Mobility in Shoreview

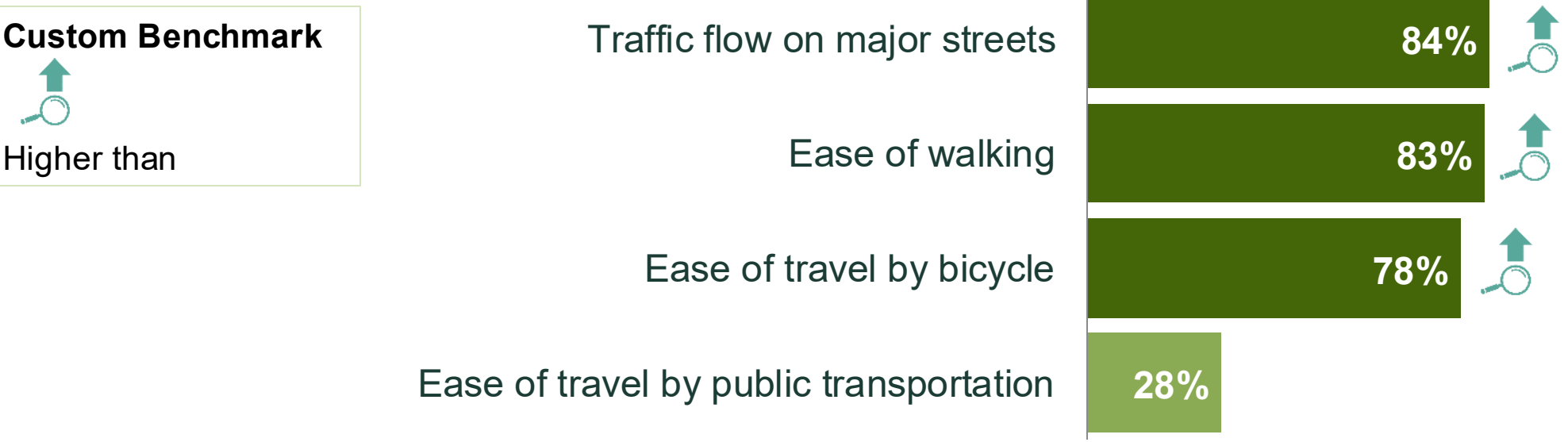
Please rate each of the following in the Shoreview community:

National Benchmark Comparison

- Higher
- Similar
- Lower

Custom Benchmark

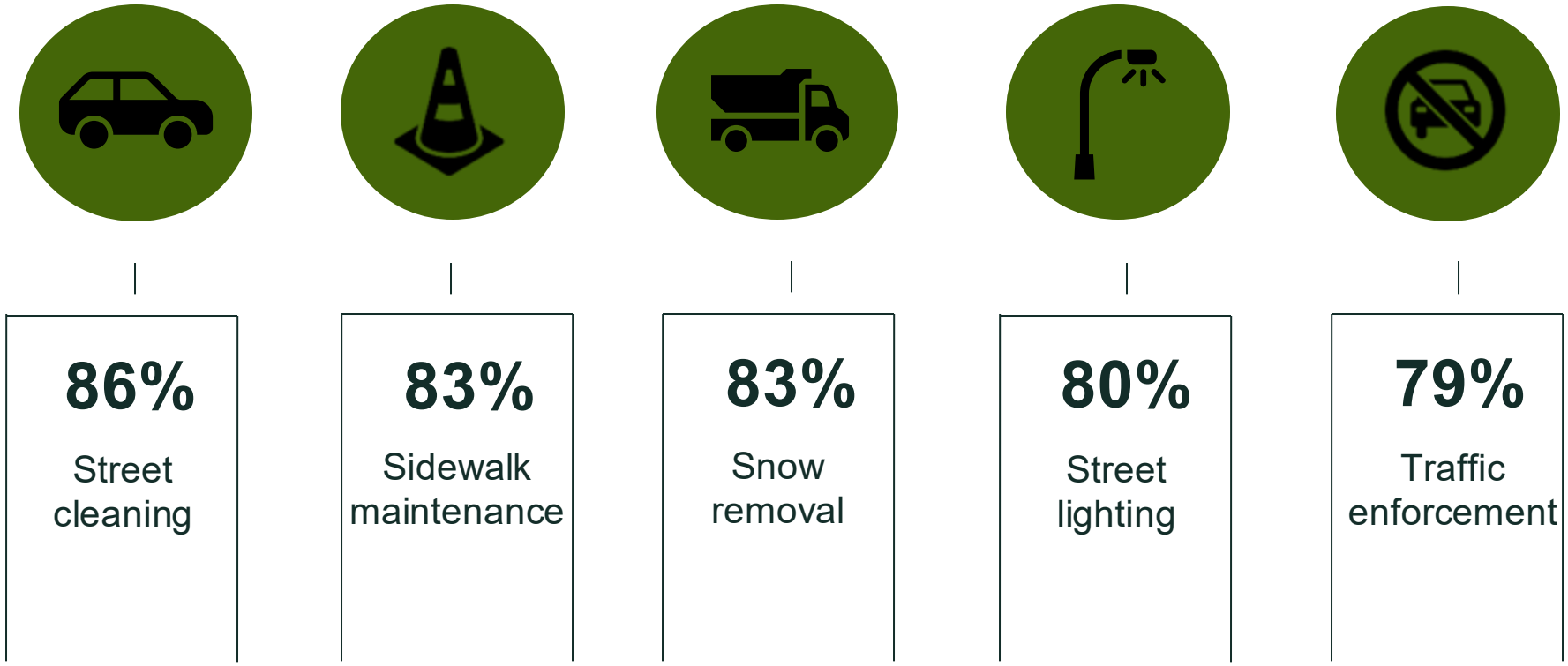
Higher than



Mobility Services in Shoreview

National Benchmark Comparison

- Higher
- Similar
- Lower



Percent excellent or good

Additional Special Topics

13. From what you know, how much do you approve or disapprove of the job the mayor and city council are doing?

❍ Strongly approve ❍ Somewhat approve ❍ Somewhat disapprove ❍ Strongly disapprove ❍ Don't know

14. Please rate the quality of the following services for elections activities in Shoreview.

	Excellent	Good	Fair	Poor	Don't know
Election day experience	1	2	3	4	5
Absentee voting experience	1	2	3	4	5
Communications about upcoming elections	1	2	3	4	5

15. To what extent do you support or oppose the city changing options to move away from private hauler garbage collection (in which residents choose their preferred hauler) to an organized garbage collection system (in which the city contracts haulers)?

❍ Strongly support ❍ Somewhat support ❍ Somewhat oppose ❍ Strongly oppose ❍ Don't know

16. Please share your rationale for the answer selected above. Select all that apply.

❑ I like my current hauler
❑ I want to choose my hauler
❑ Less truck traffic
❑ Less street maintenance
❑ Less noise and pollution
❑ Lower cost
❑ Other
❑ Don't know

17. To what extent do you support or oppose the City's current overnight parking rules (no parking 2 AM - 5 AM on city streets year-round)?

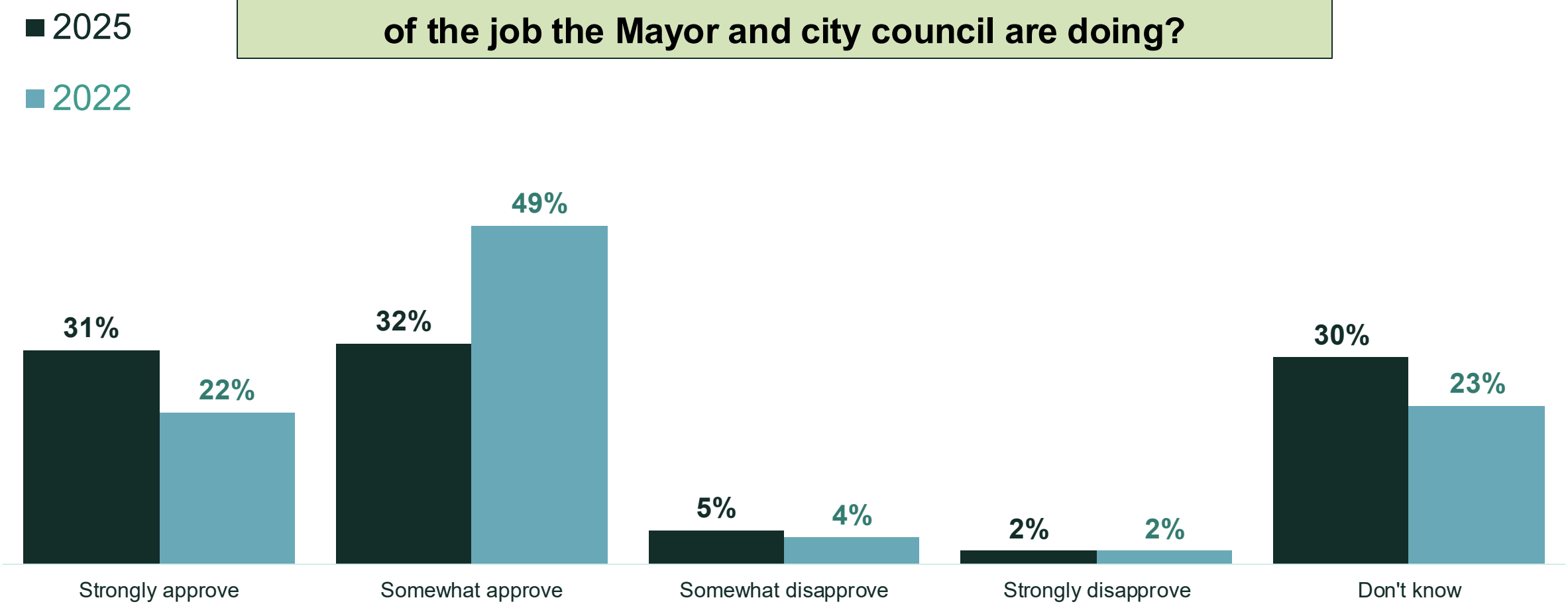
❍ Strongly support ❍ Somewhat support ❍ Somewhat oppose ❍ Strongly oppose ❍ Don't know

18. How much of a barrier, if at all, are the following for you to participate in city meetings, provide input on city issues, and/or engage with city services in the past year?

	Major barrier	Minor barrier	Not a barrier
Lack of time due to other commitments/busy schedule	1	2	3
Difficulty finding information about opportunities for participation	1	2	3
Inconvenient timing of city meetings or events	1	2	3
Feeling that my opinion doesn't matter/wouldn't make a difference	1	2	3
Tentative to speak up	1	2	3
Transportation difficulties	1	2	3
Inconvenient location of city meetings or events	1	2	3
Lack of awareness about overall process or opportunities	1	2	3
Lack of personal interest	1	2	3
Feeling that I'm not qualified to participate	1	2	3

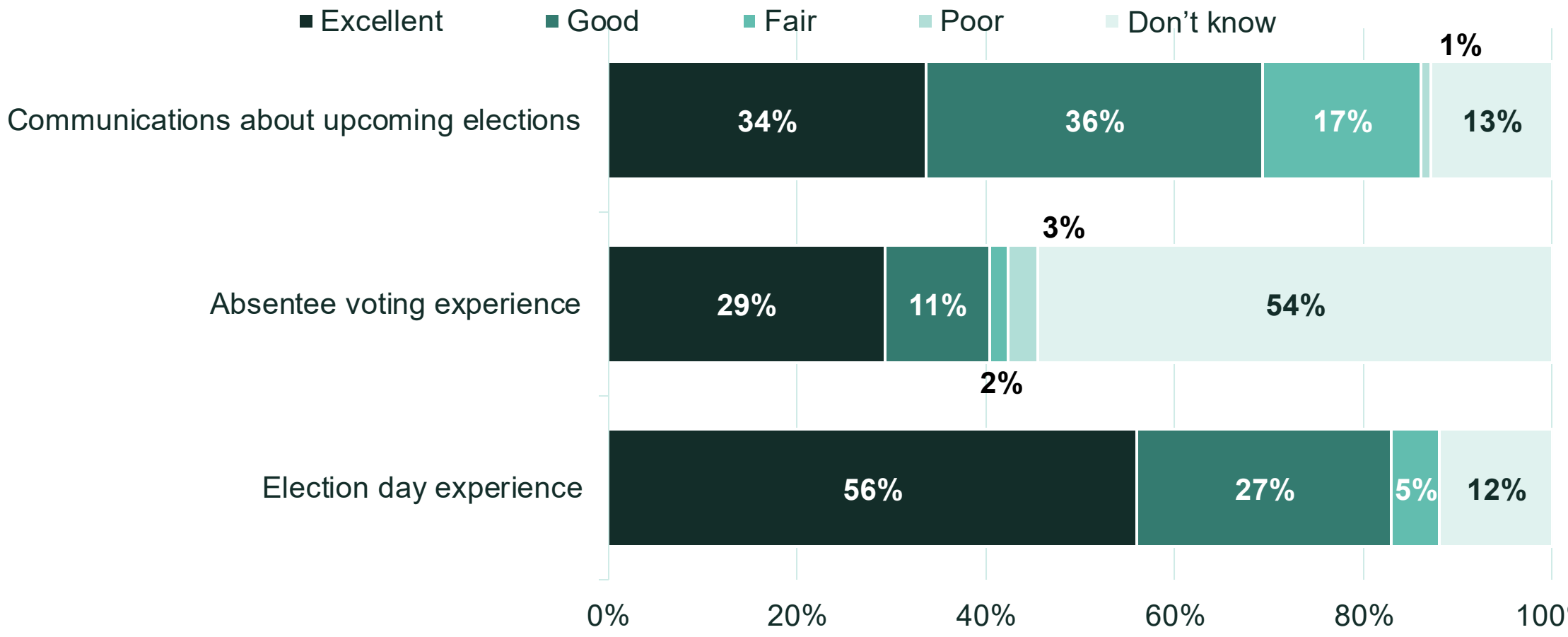
Mayor and City Council

From what you know, how much do you approve or disapprove of the job the Mayor and city council are doing?



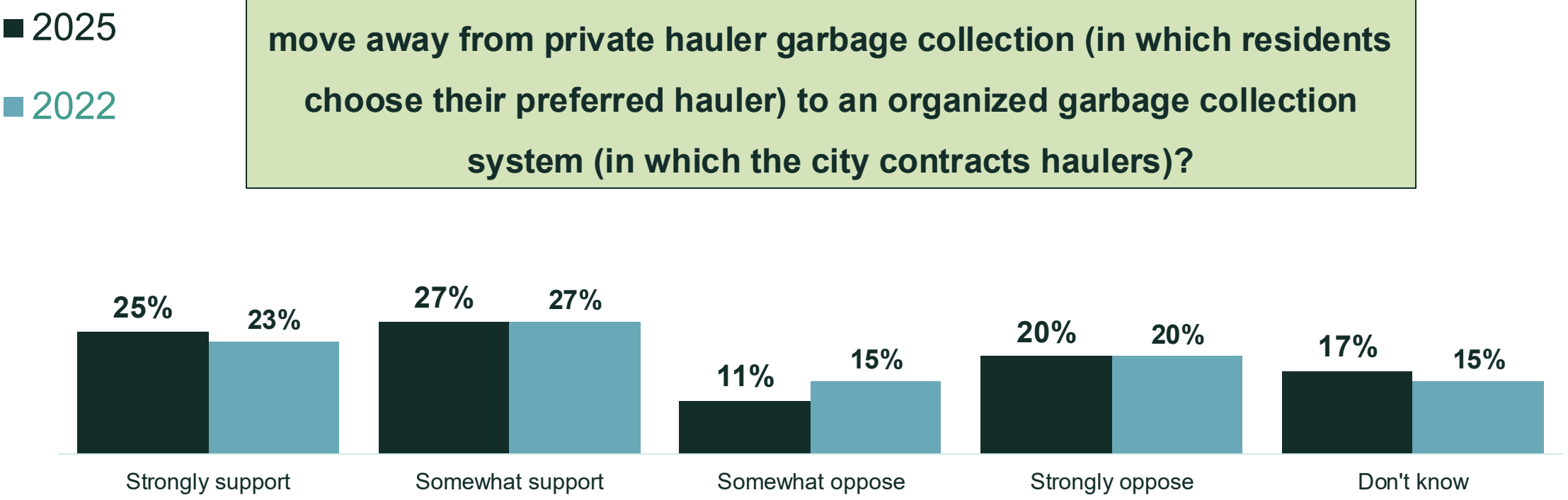
Elections Activities

Please rate the quality of the following services for elections activities in Shoreview.



Garbage Collection

To what extent do you support or oppose the city changing options to move away from private hauler garbage collection (in which residents choose their preferred hauler) to an organized garbage collection system (in which the city contracts haulers)?

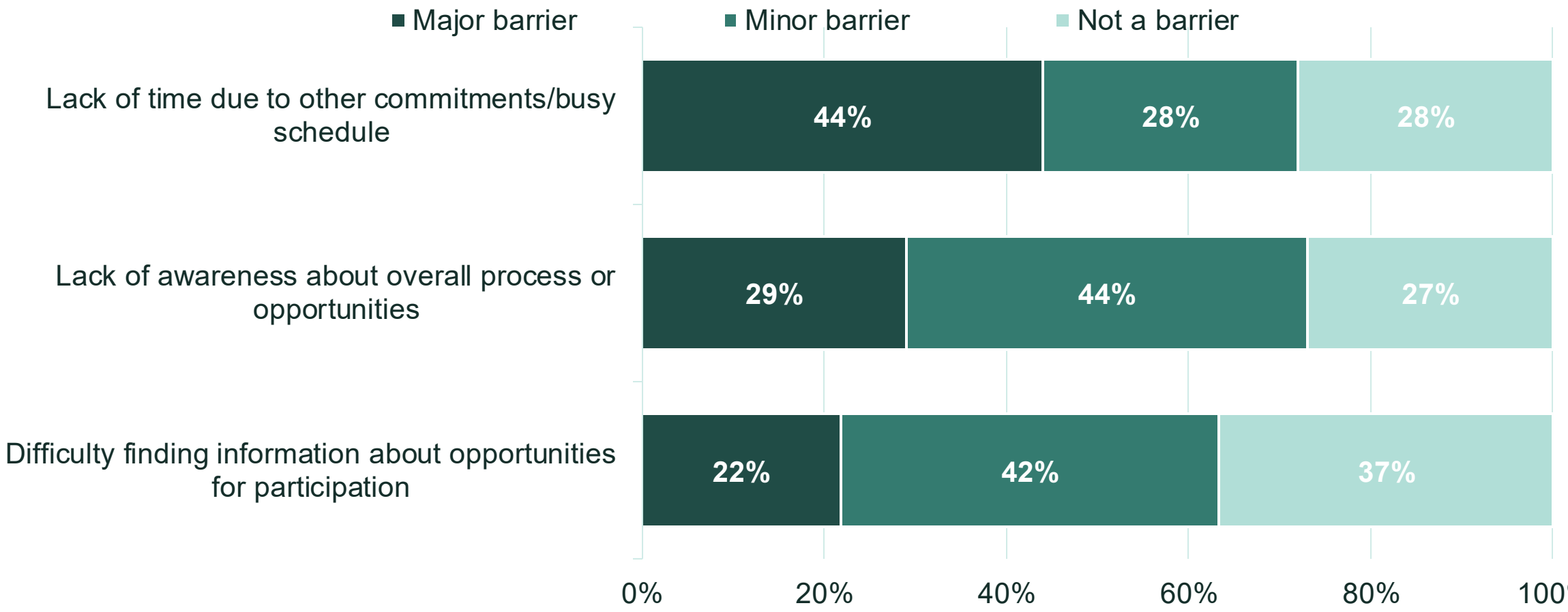


Top rationale for support: lower cost (48%) and less truck traffic (34%)

Top rationale for opposition: liking their current hauler (34%) and wanting to choose their own hauler (26%)

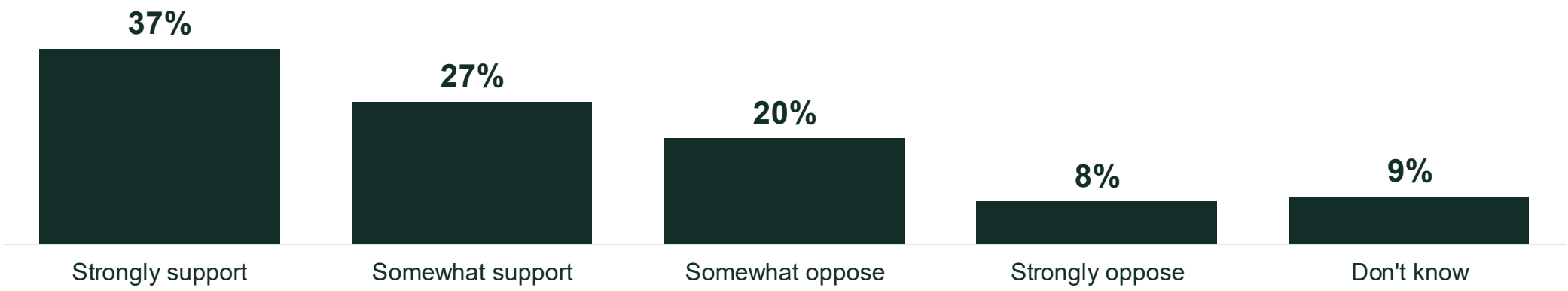
Public Engagement Barriers

How much of a barrier, if at all, are the following for you to participate in city meetings, provide input on city issues, and/or engage with city services in the past year?



Overnight Parking Rules

To what extent do you support or oppose the City's current overnight parking rules (no parking 2 AM – 5 AM on city streets year-round)?



Summary of Conclusions

1. Most residents experience a high quality of life in Shoreview.

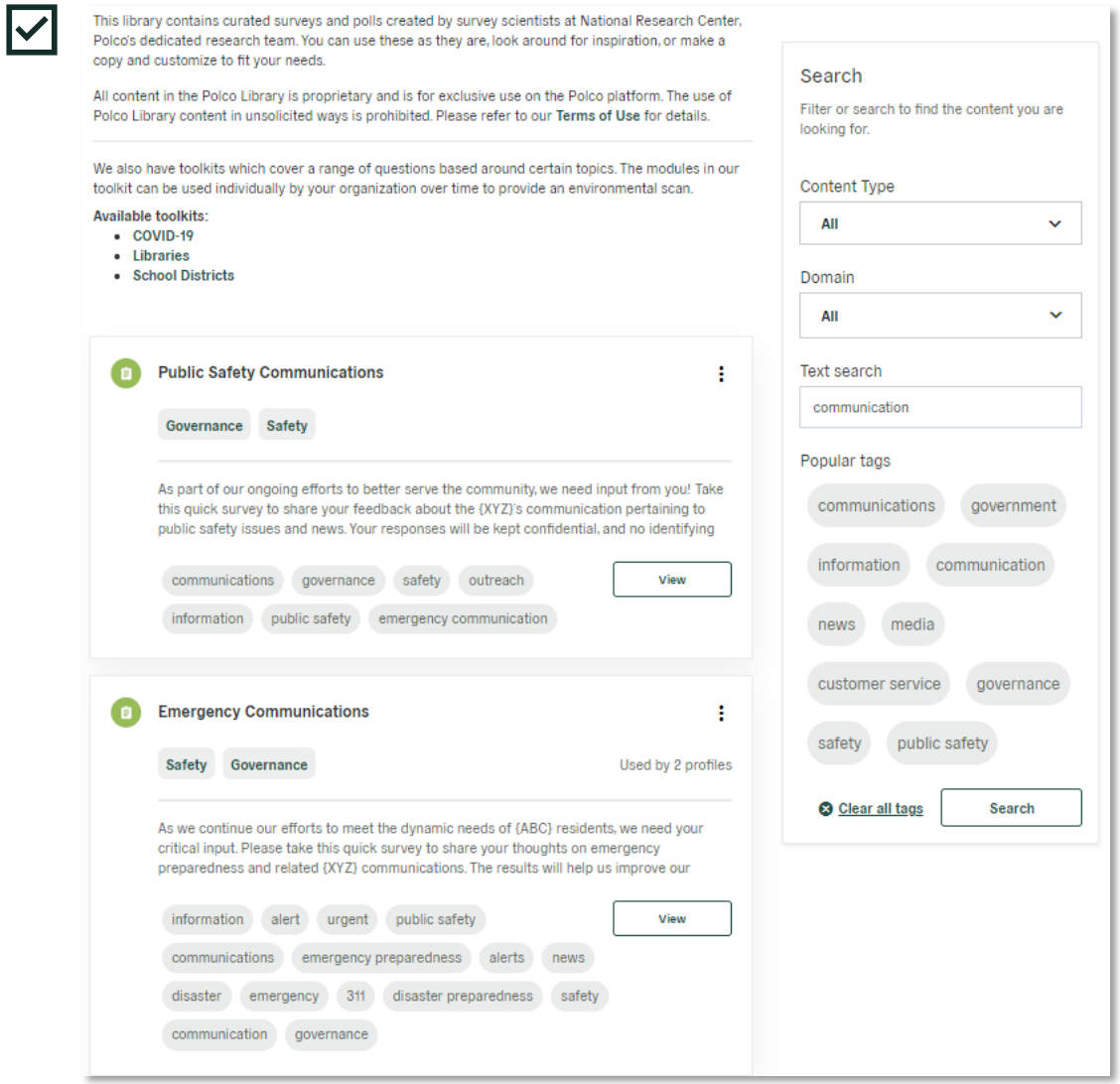
2. Residents express strong confidence in City leadership and governance.

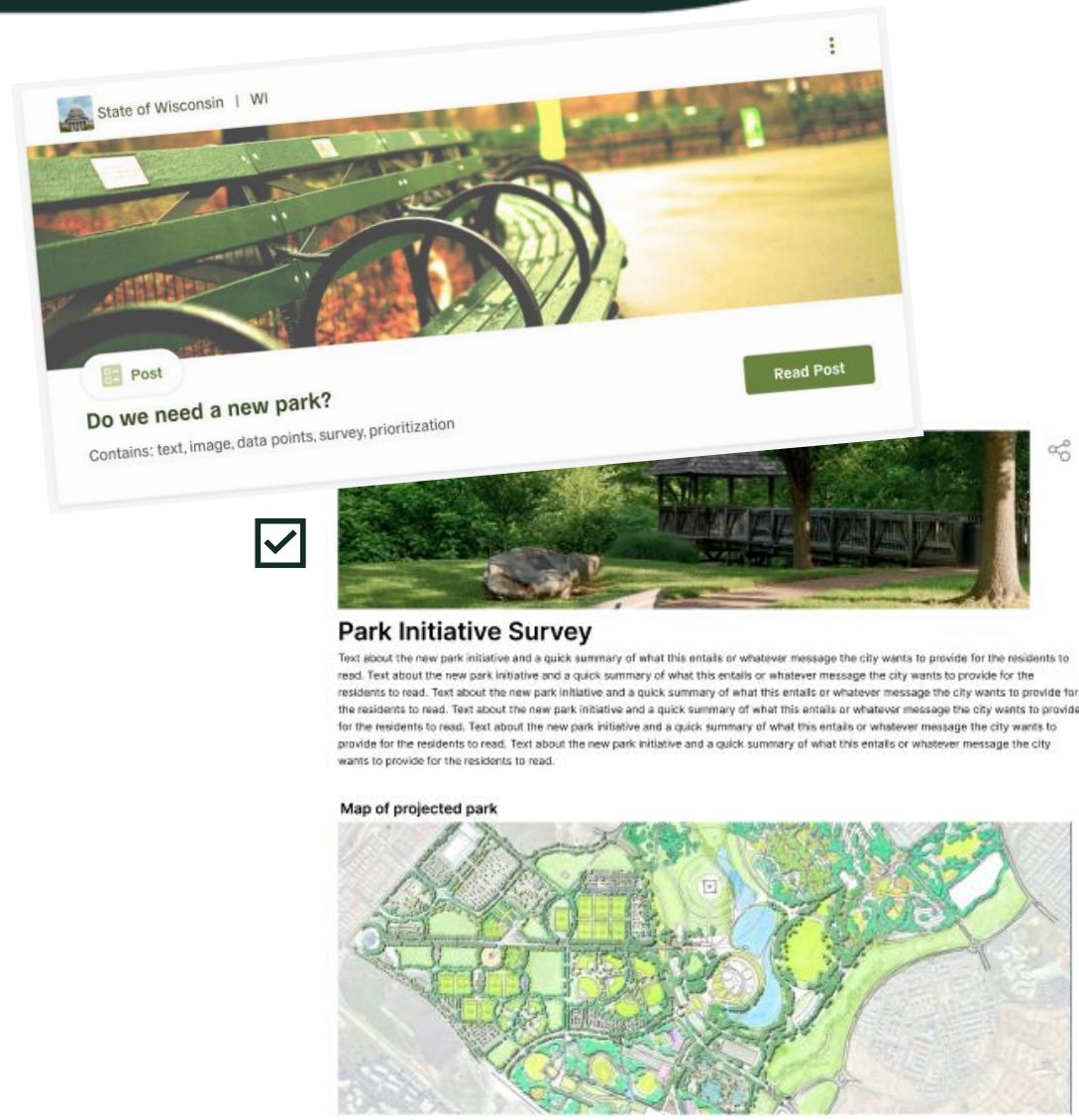
3. Residents rate Shoreview as a safe community.

4. Mixed economic ratings reflect both strengths and improvement opportunities for the City.

5. Most mobility options rated highly, with public transportation needing attention.

Next Steps: **ENGAGE** With Community Members





☑ Included in Current Subscription ⊕ Optional Add-on

Questions?

Thank you!

Grace Arneson
Senior Project Manager
Polco/National Research Center
grace@polco.us

City of Shoreview — 2025 Equity and Inclusion Survey Analysis

Prepared by the Shoreview Human Rights Commission

Executive summary

In 2025, the human rights commission conducted an online survey to identify strengths and challenges related to equity and inclusion. The survey was open from February 16 to March 14, 2025 on the city's engagement platform, Polco. It was promoted on the city's communications platforms and with fliers at the library, apartment complexes, and faith communities.

This survey offers valuable insight into how individuals perceive diversity, equity, and belonging within the city. While many respondents expressed generally positive sentiments, the data reveals important disparities—particularly among underrepresented groups. Below is a quick snapshot of who completed the survey:

- 264 responses
  - Age – half of the respondents are between 55 and 74
  - Race – majority of respondents identify as white (83%)
  - Gender – majority of respondents identify as female (57%)
  - Sexual orientation – majority of respondents identify as straight (79%)

It's critical to note that the demographic makeup means that the data may not fully reflect the experiences of immigrants, younger populations, or others. These limitations should be kept in mind when interpreting results and planning future community engagement efforts.

Perceptions of welcoming and respect

Overall, most respondents view Shoreview as a respectful and welcoming place. Approximately 77% of respondents rated the community as "good" or "excellent" in providing a safe environment for people of all backgrounds. Similarly, 73% felt residents are treated with respect, and 69% believed Shoreview is generally welcoming. This shows that the city's current outreach and engagement efforts are working to an extent. Yet, 6% find Shoreview to be unwelcoming, citing issues such as racial bias, LGBTQ+ exclusion, and negative experiences with neighbors and city. These findings suggest that while the general climate is positive, some individuals continue to experience barriers that deserve attention.

City government and public engagement

When evaluating the performance of the city government, respondents were a little more divided. When asked if the city encourages diverse participation in decision-making, 59% rated Shoreview as “excellent” or “good”, while 19% gave the city a “fair” or “poor” rating in this area. Additionally, a significant portion of respondents—27%—selected “don’t know” when asked whether the city helps new residents feel welcomed, connected, and included. This could be due to a lack of visibility of outreach efforts or community awareness. Both of these suggest an opportunity for the city to further promote and communicate its existing welcoming and inclusion-related initiatives.

Support for equity as a community priority

Many respondents support equity as a guiding principle for the city. Nearly half (49%) of respondents said that fostering a diverse, inclusive, and fair community should be a high priority. A similar number (47%) emphasized the importance of equitable access to jobs and housing. However, only 30% considered hiring a diverse city staff to be a high priority. This discrepancy may point to hesitancy or a limited understanding of the importance of internal representation and highlights an area where more public education and dialogue could be valuable.

Barriers to living in Shoreview

While most respondents don’t perceive barriers to living in Shoreview, it is noteworthy that some residents do based on the identities below.

- Race – 13%
- Age – 13%
- National origin – 11%
- Disability – 11%
- Religion or faith – 10%
- Sexual orientation or gender identity – 7%

These percentages suggest some parallels to the demographics. This may show that those from marginalized populations face greater barriers than those from the majority population.

In addition, up to 25% selected "don't know" for several of these questions. These gaps in perception suggest that while some residents are experiencing systemic or interpersonal exclusion and barriers others may not notice or understand the challenges some of their neighbors face in their daily lives.

Experiences of discrimination

Although the majority of respondents did not report personal experiences of discrimination, several individuals shared concerns. Their comments reflected incidents of profiling, discomfort in public spaces, racialized assumptions, and overt bias. Some described feeling judged in community spaces or singled out during interactions with neighbors or city staff. Others noted that resistance to affordable housing seemed racially coded. These narratives show that not everyone experiences that welcome equally.

Themes from open comments

Resident comments provided deeper insight into the lived experiences behind the statistics. Many shared positive stories of feeling welcomed by neighbors or enjoying our safe, quiet environment. Others expressed neutrality—acknowledging that they hadn't faced barriers but didn't know enough to comment on broader community dynamics. However, several respondents voiced significant concerns. They described racism and classism in neighborhoods, homophobic attitudes, and a culture that can feel closed or cold to newcomers. A few noted feeling scrutinized for how they looked or spoke, especially in public-facing spaces or during interactions with local officials.

Conclusion

Shoreview is widely viewed as a safe and respectful community, but this perception is not universally shared. This survey reveals both strengths and areas for improvement. Some areas of improvement include visibility, representation, and meaningful inclusion of marginalized groups. The following strategies are being recommended to help Shoreview be a welcoming community to all:

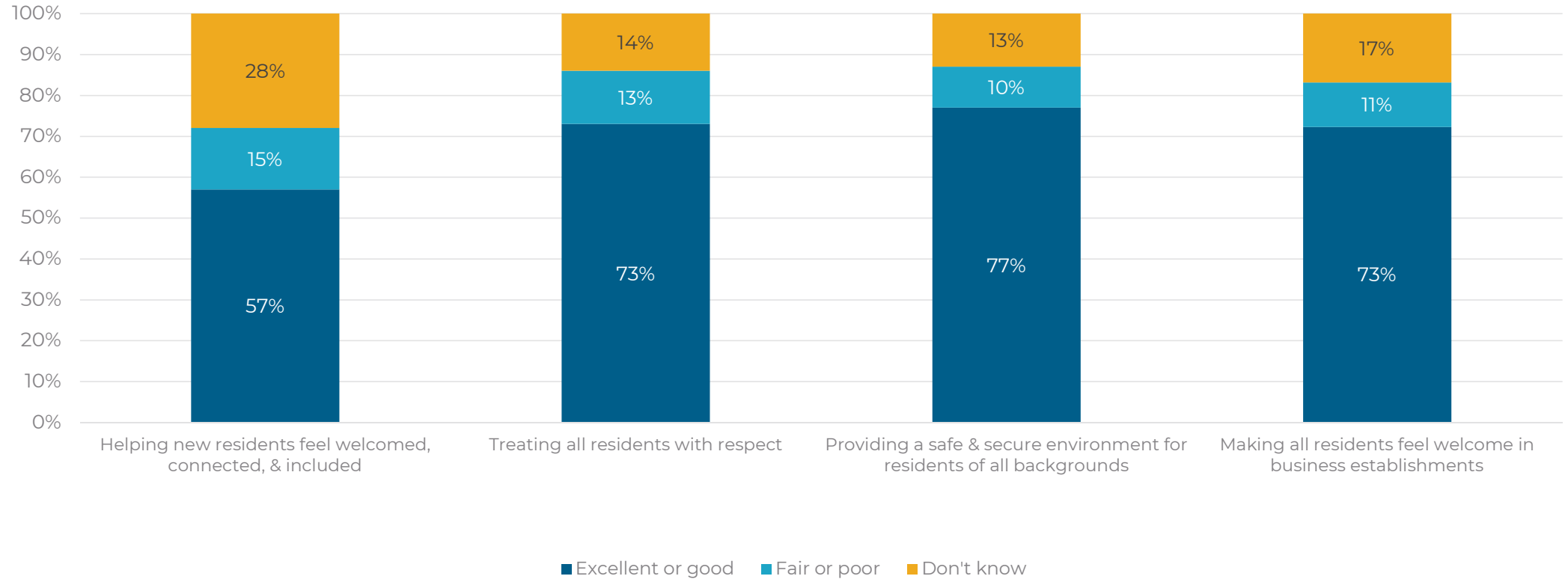
1. Create a "Welcome to Shoreview" campaign to:
    a. Welcome new residents
    b. Share opportunities for diverse populations to join community events and advisory boards.
    c. Promote the city's value of inclusion and encourage residents to live by it.
2. Showcase our community diversity by:
    a. Fostering an environment for all residents
    b. Hosting multicultural events that represent different groups in the city

2025 community equity and inclusion survey results overview

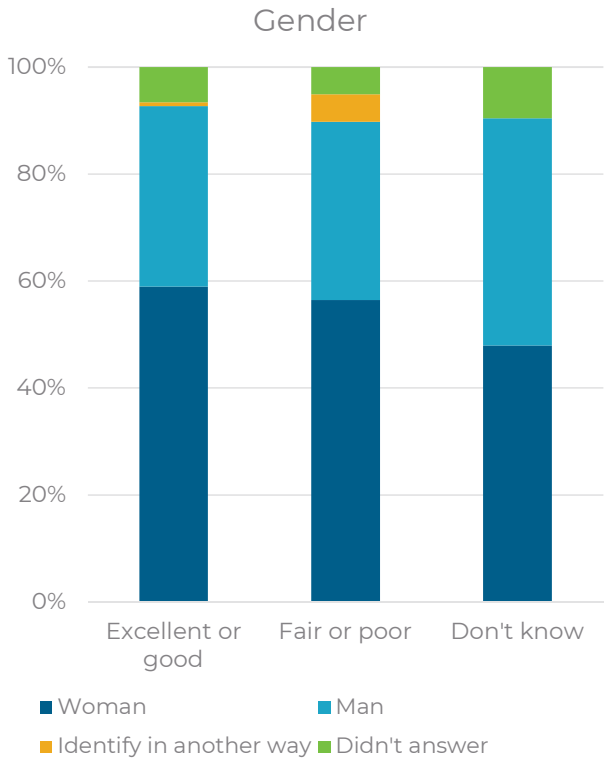
Background info

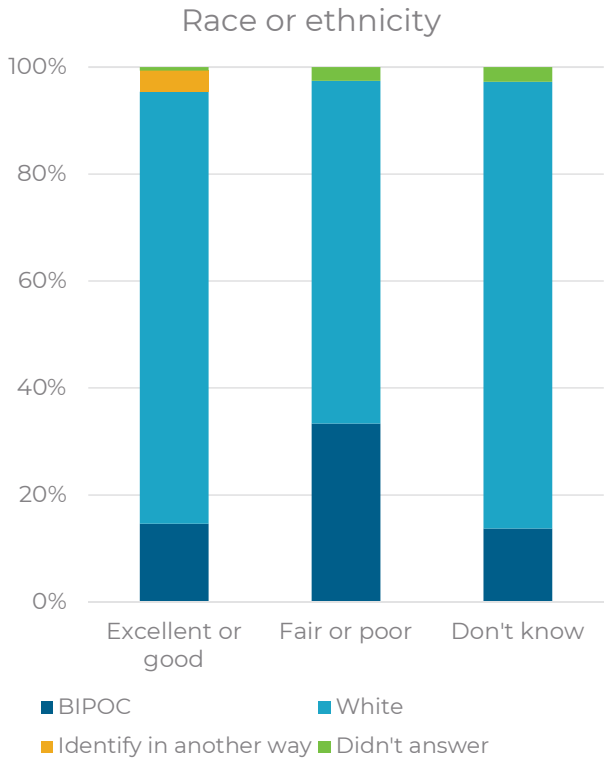
- Open February 16 – March 14, 2025
- 264 responses
  - Age – half of the respondents are between 55 and 74
  - Race – majority of respondents are white (83%)
  - Gender – majority of respondents are female (57%)
  - Sexual orientation – majority of respondents are straight (79%)

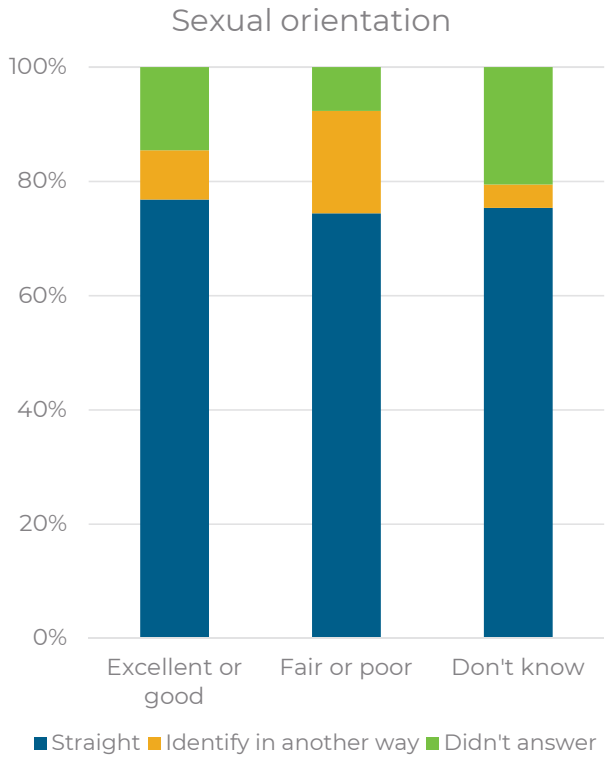
Q1: Please rate the Shoreview community on each of the following



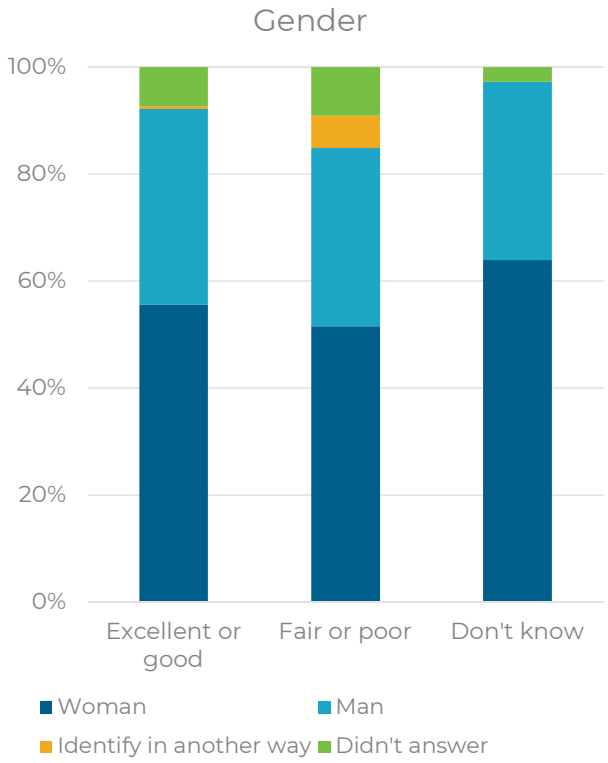
Q1: Please rate the Shoreview community on helping new residents feel welcomed, connected, & included

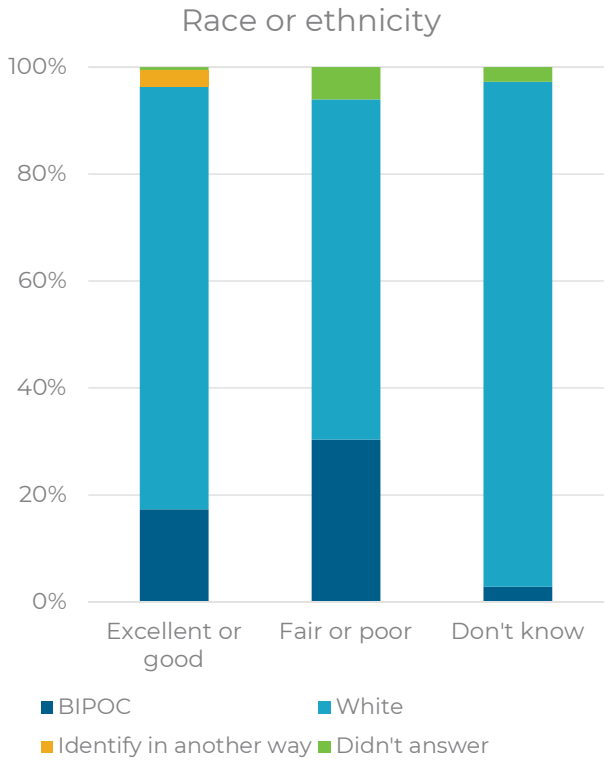


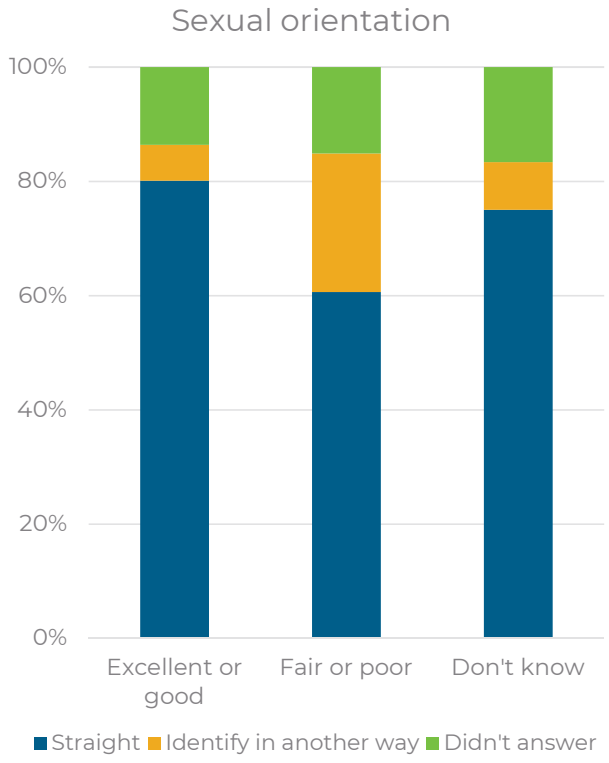




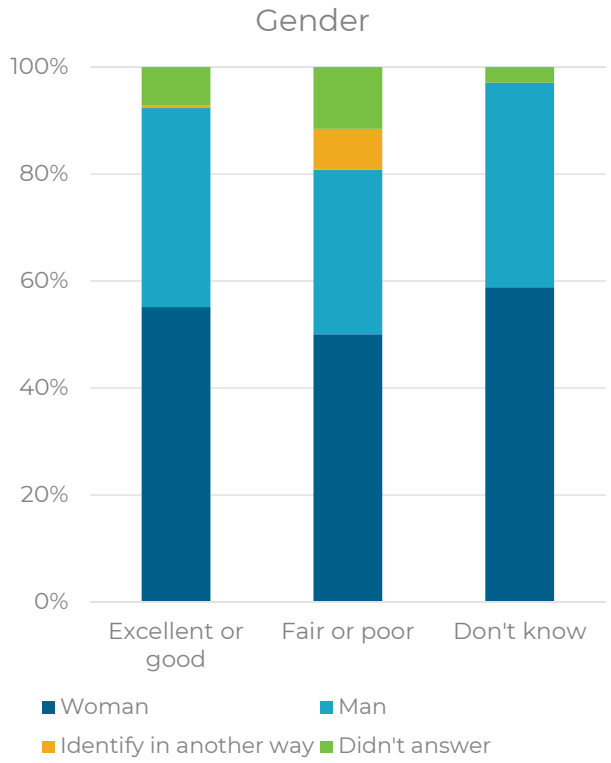
Q1: Please rate the Shoreview community on treating all residents with respect

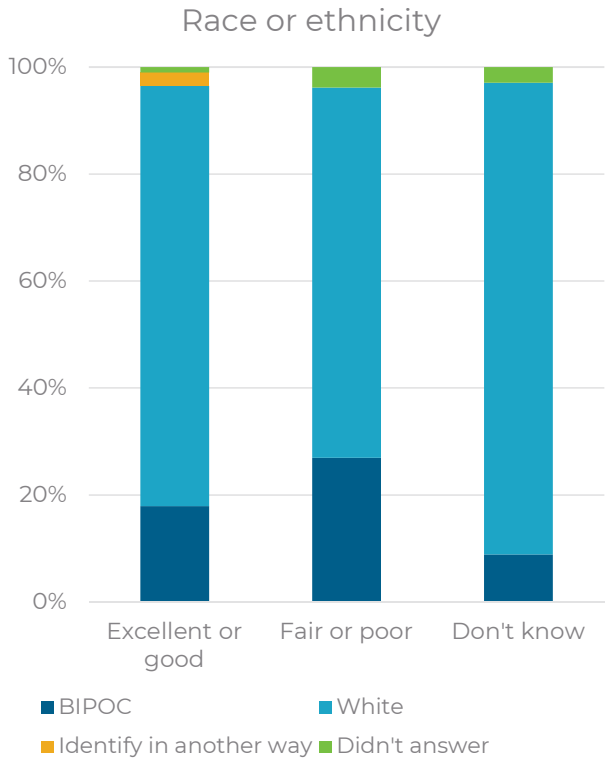


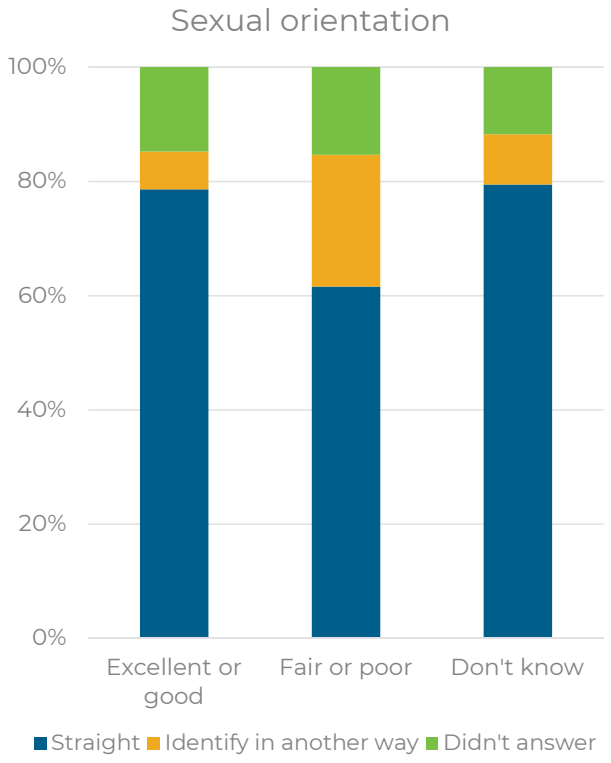




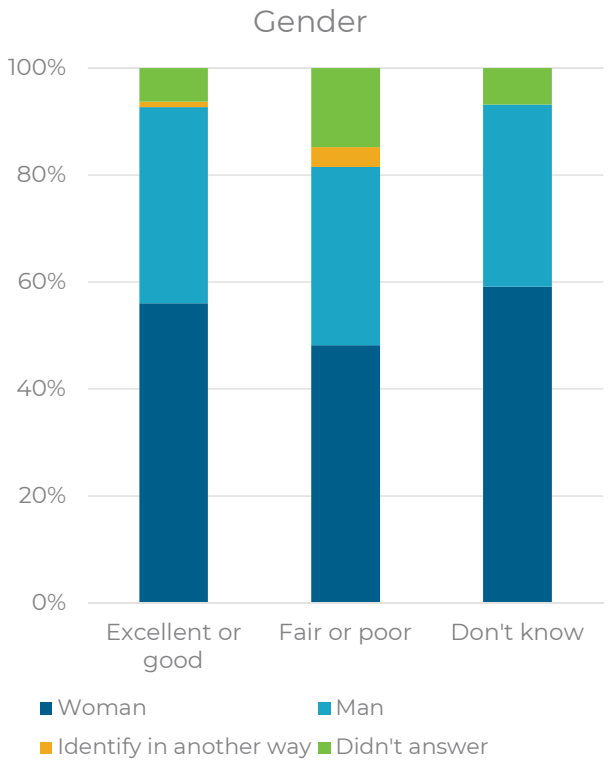
Q1: Please rate the Shoreview community on providing a safe and secure environment for residents of all backgrounds

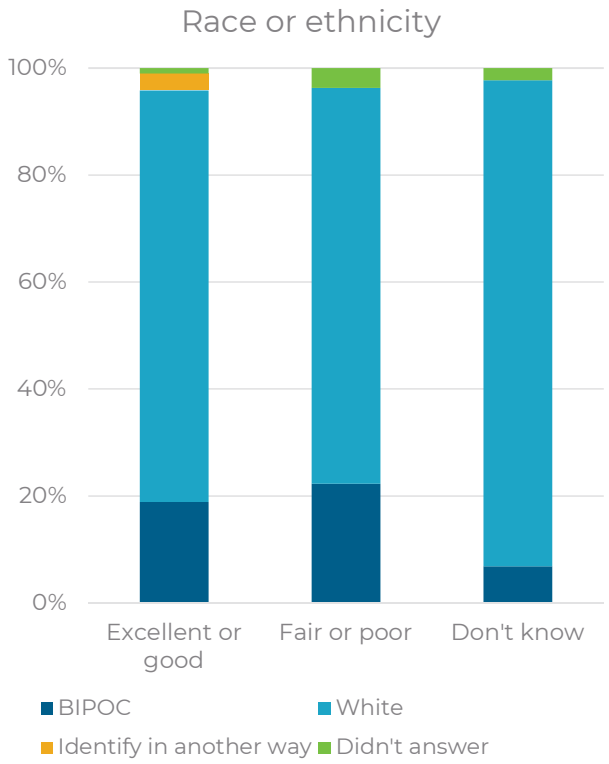


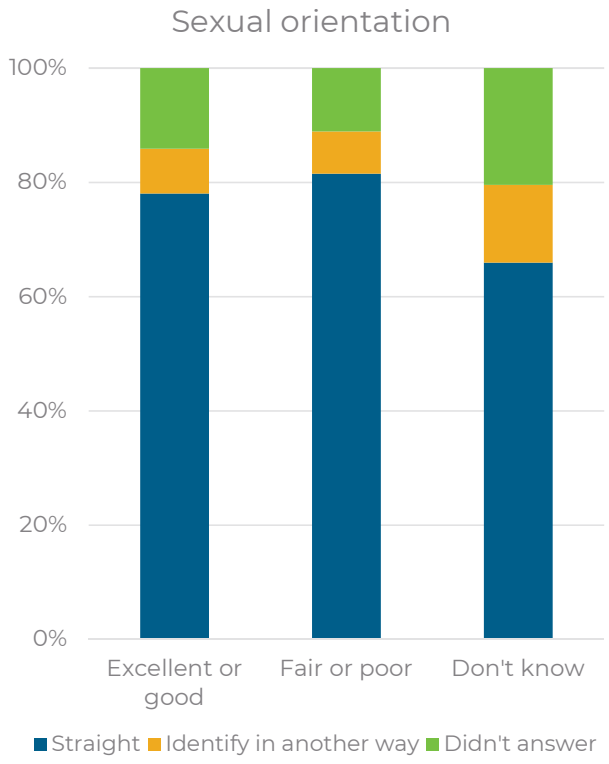




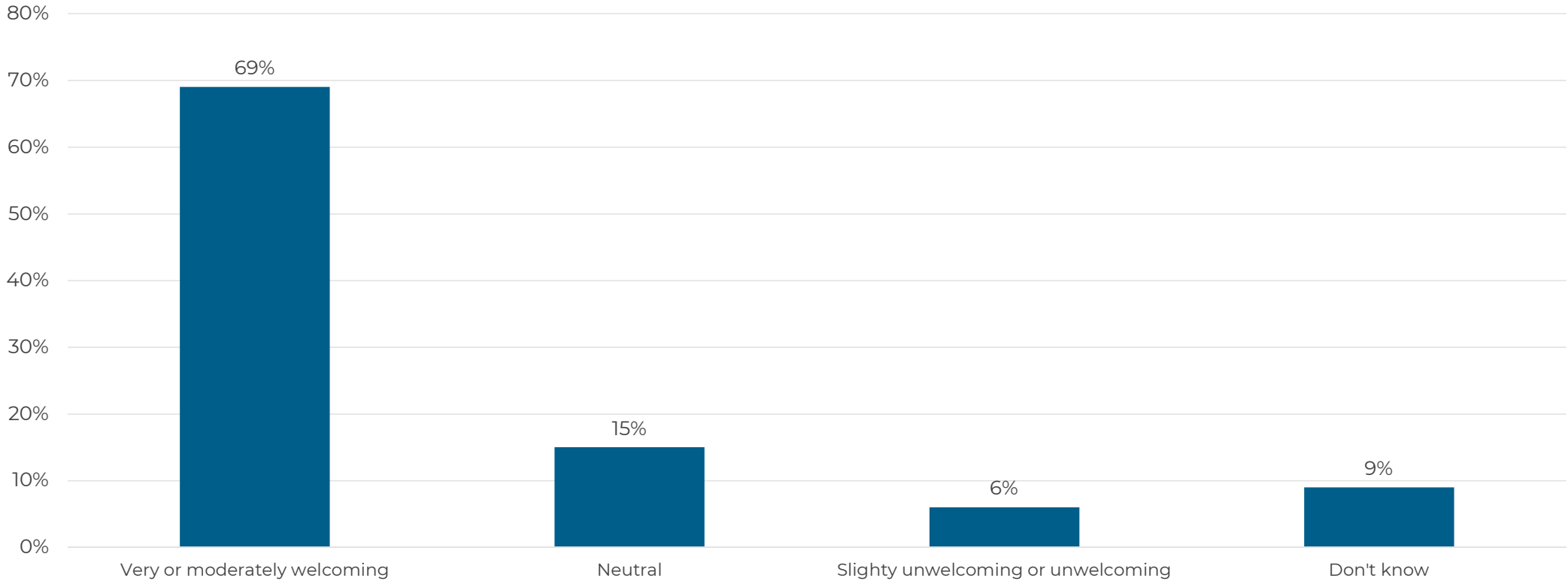
Q1: Please rate the Shoreview community on making all residents feel welcome in business establishments



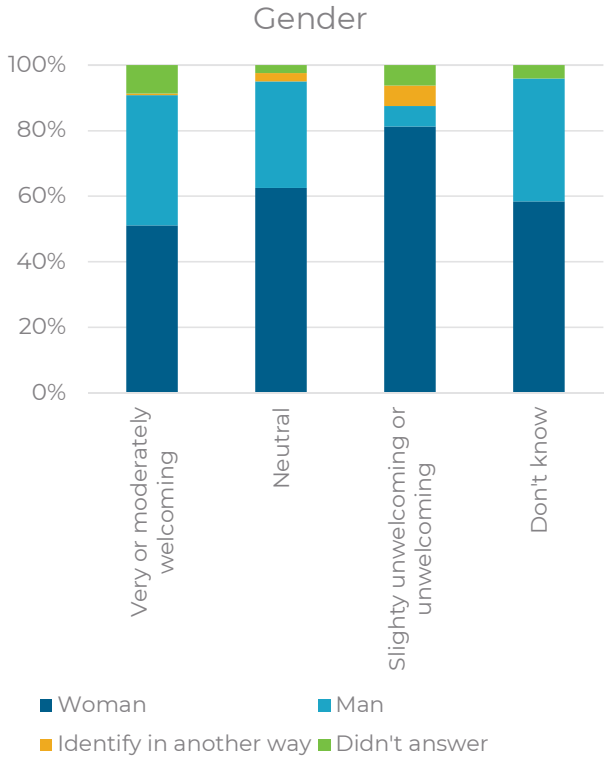


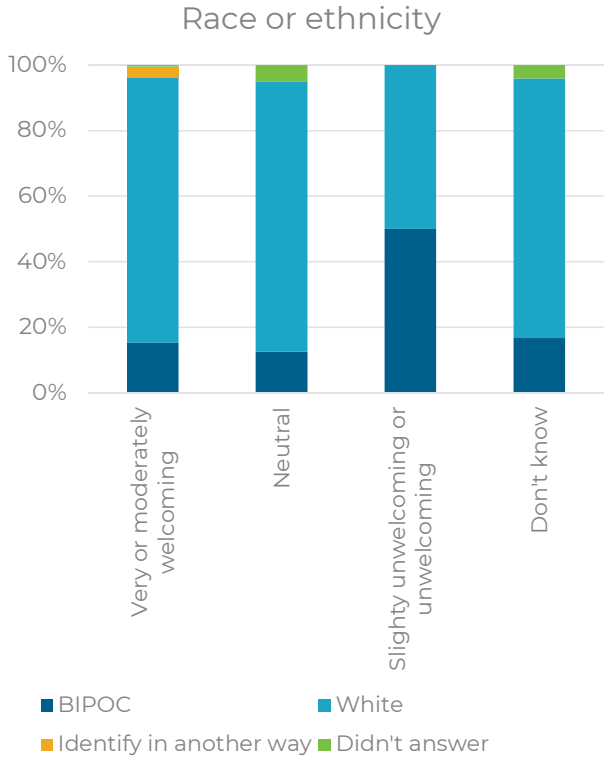


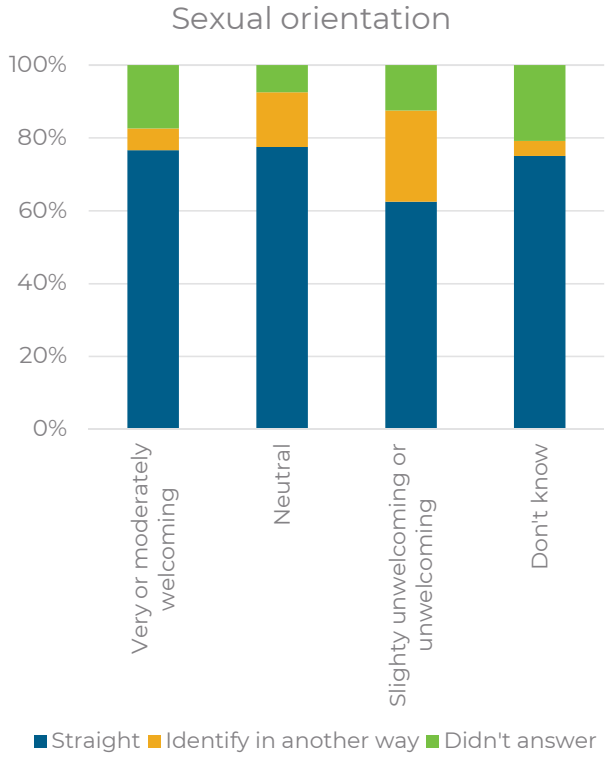
Q2: How welcoming, if at all, do you feel the Shoreview community is for people of all backgrounds?



Q2: How welcoming, if at all, do you feel the Shoreview community is for people of all backgrounds?







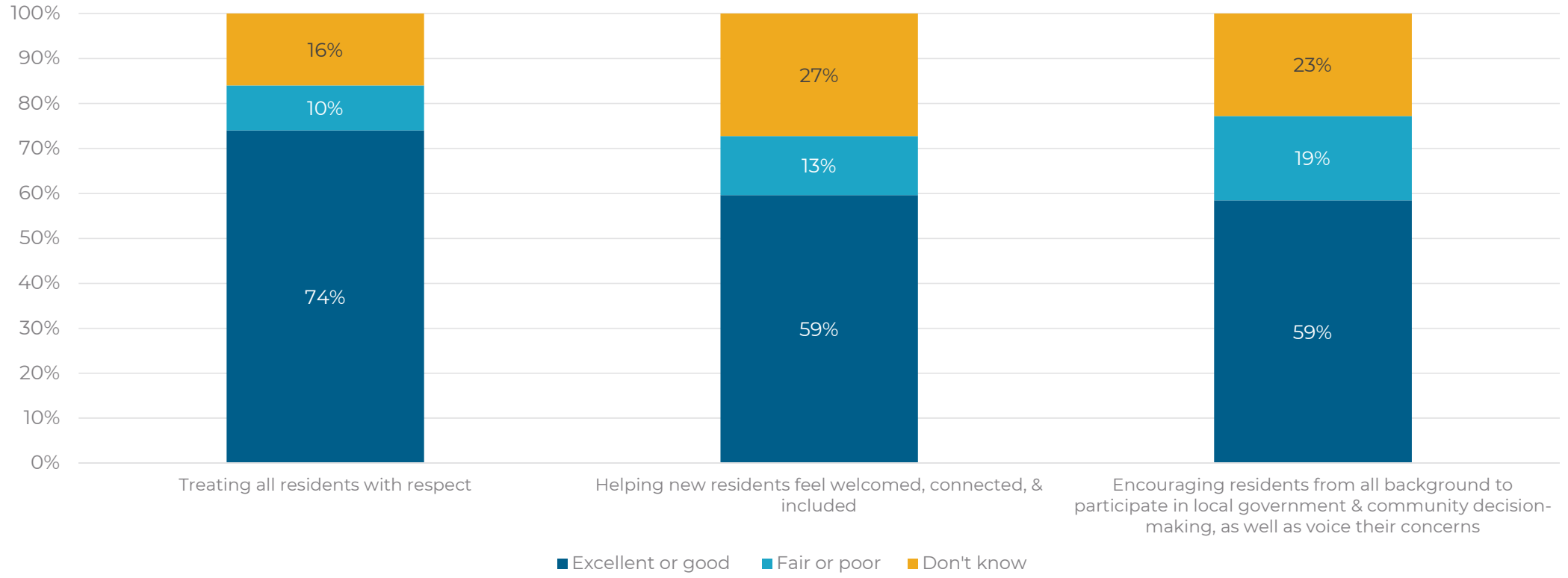
Q3: Please provide examples of why you answered unwelcoming or slightly unwelcoming in the Q2.

1. **Concerns about diversity and inclusion**
   Many comments express concerns about the lack of diversity in Shoreview, with some residents stating that it is a predominantly white community. There are perceptions that people of color, immigrants, and those from lower-income backgrounds may not feel welcome. Some comments indicate that there is a fear of new people moving into the community, especially if they are people of color.

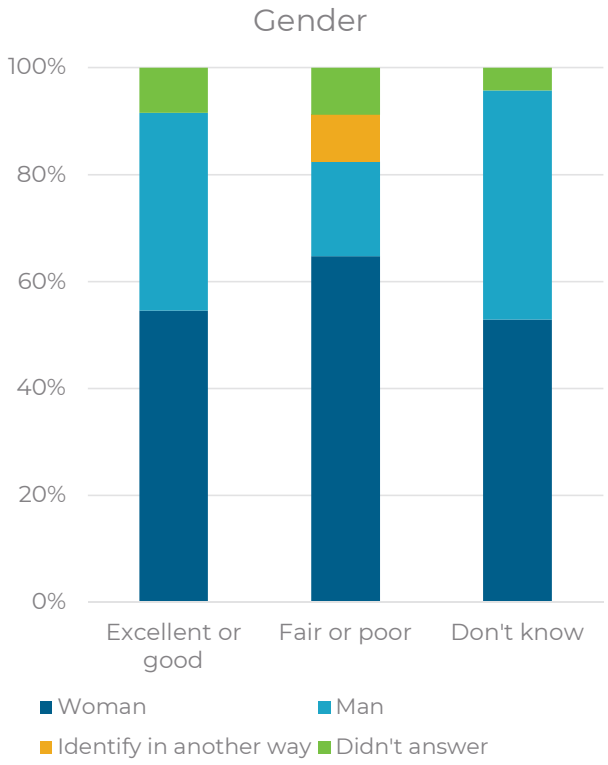
2. **Unwelcoming or cold community atmosphere**
   Several residents describe the community as unwelcoming, unfriendly, and cold. Some feel that neighbors are aloof, ignore each other, or are rude. There are reports of neighbors yelling at each other. Some comments suggest that long-time residents are not interested in new people.

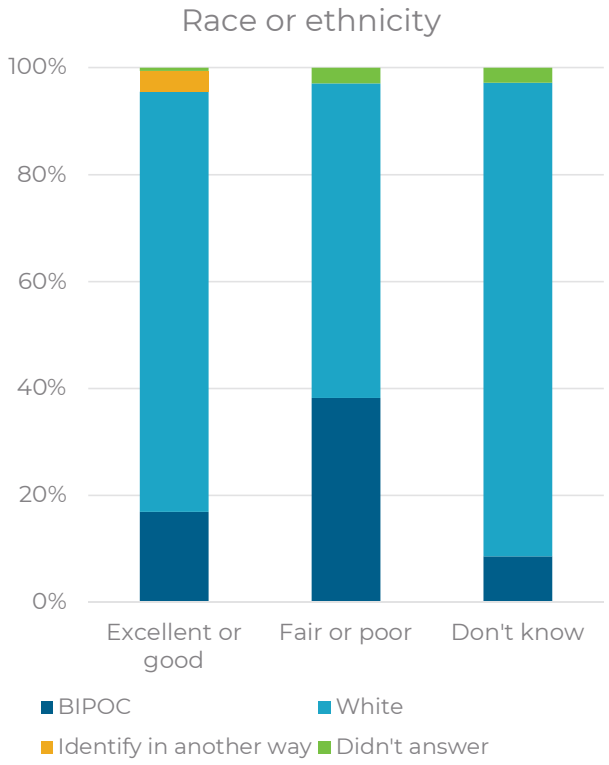
3. **Issues with city governance and community engagement**
   Some residents feel that the city government is not responsive to residents' needs and that their input is devalued. There are complaints about the lack of enforcement of city rules and a perception that the city caters to those who feel entitled. Additionally, some residents feel that the city is unwelcoming and that city staff and elected officials are more welcoming to non-residents than residents.

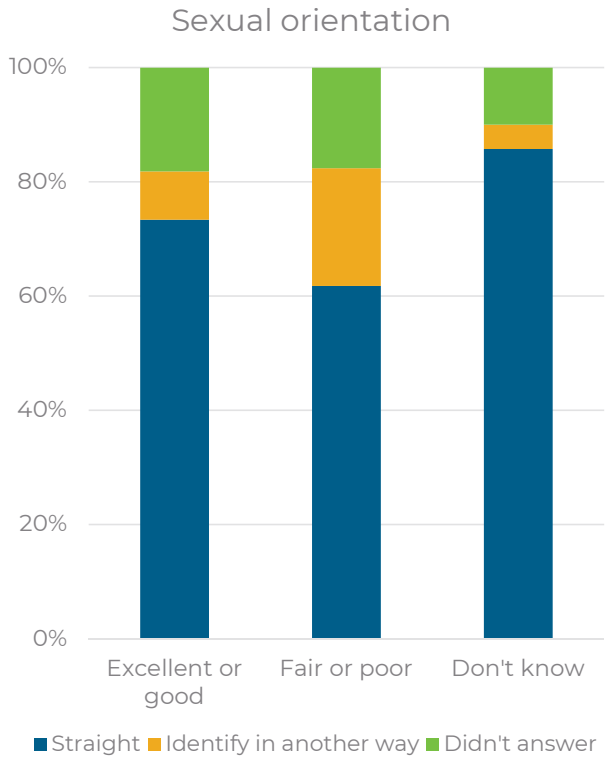
Q4: Please rate the City of Shoreview on each of the following



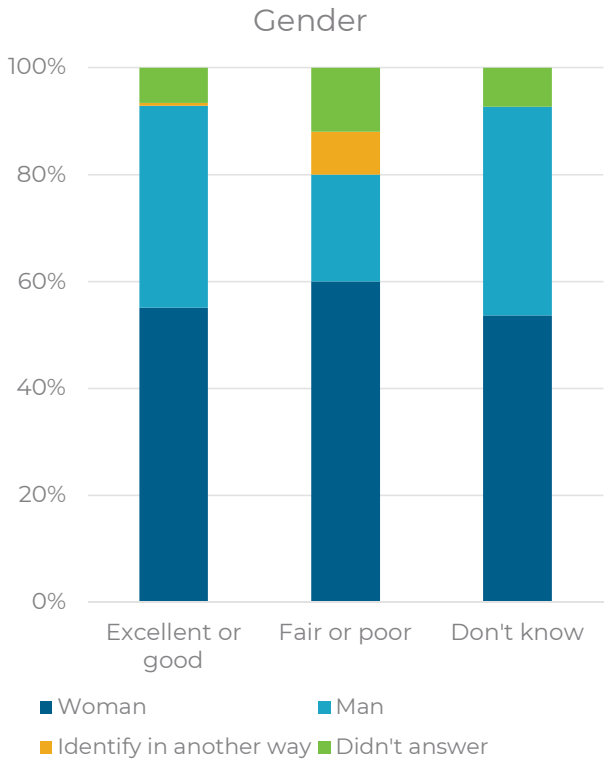
Q4: Please rate the City of Shoreview on helping new residents feel welcomed, connected, and included.

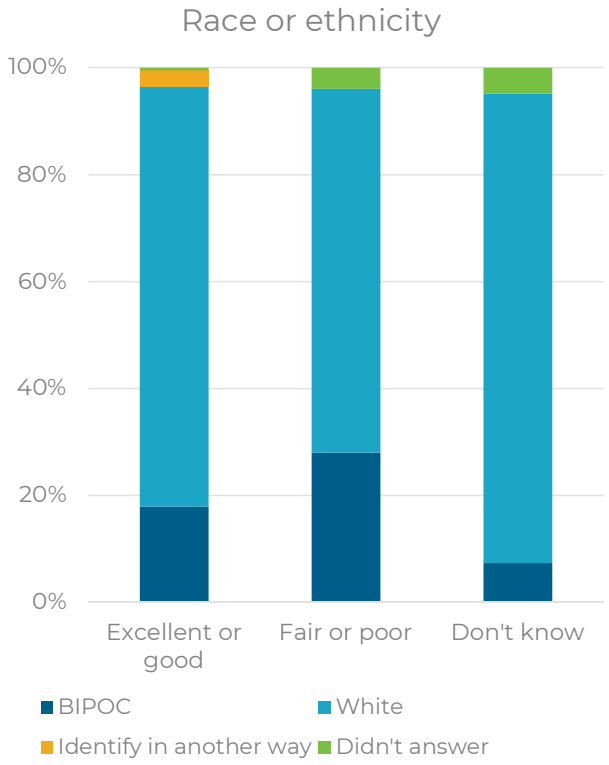


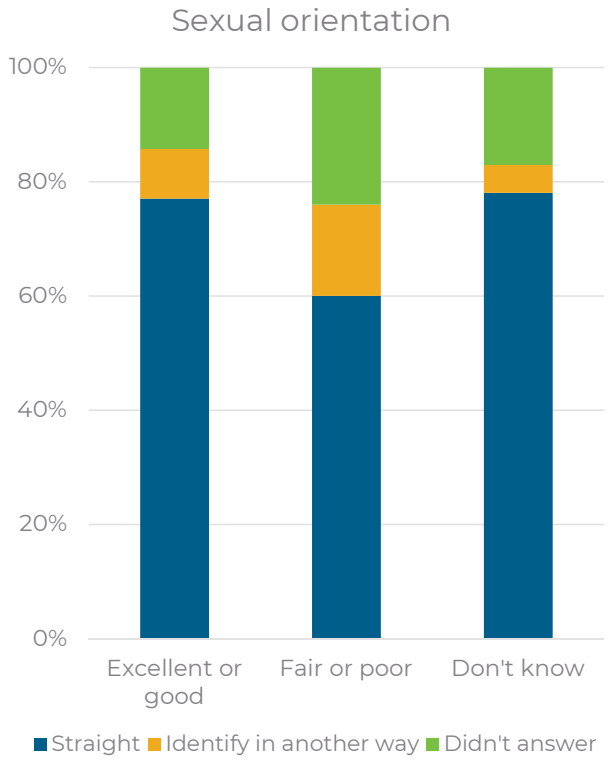




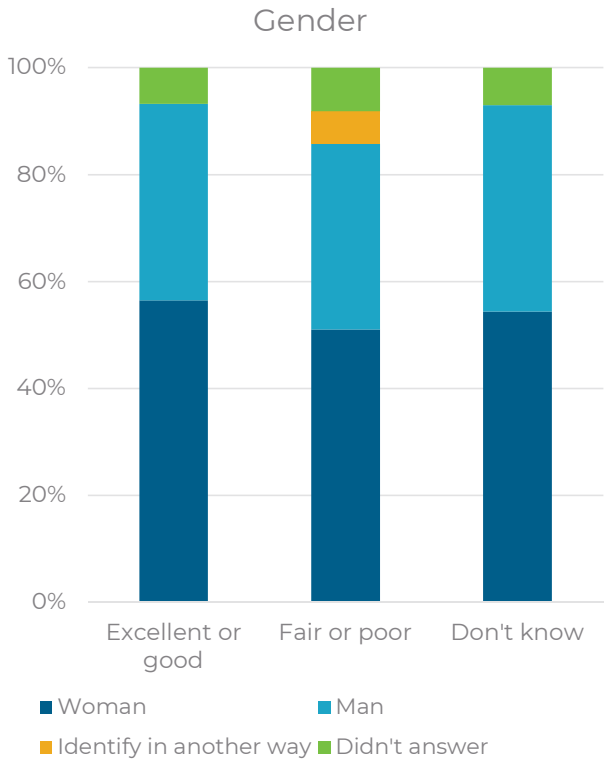
Q4: Please rate the City of Shoreview on treating all residents with respect.

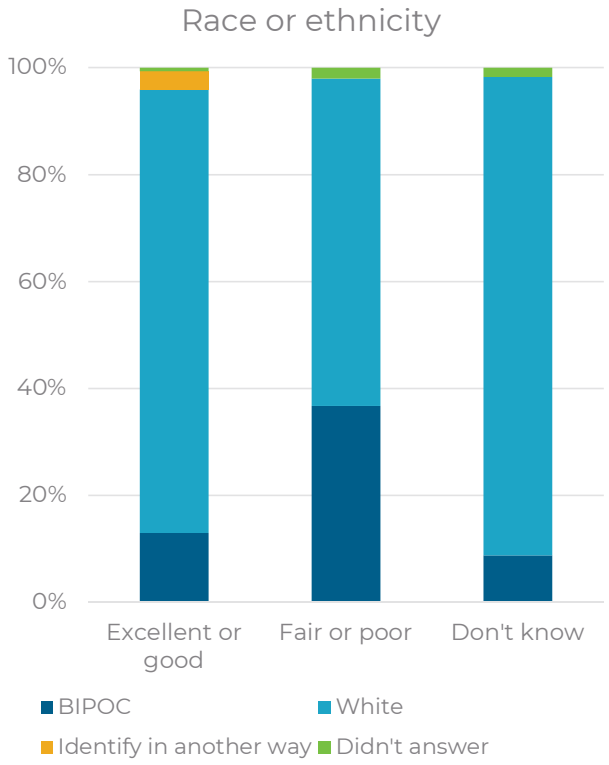


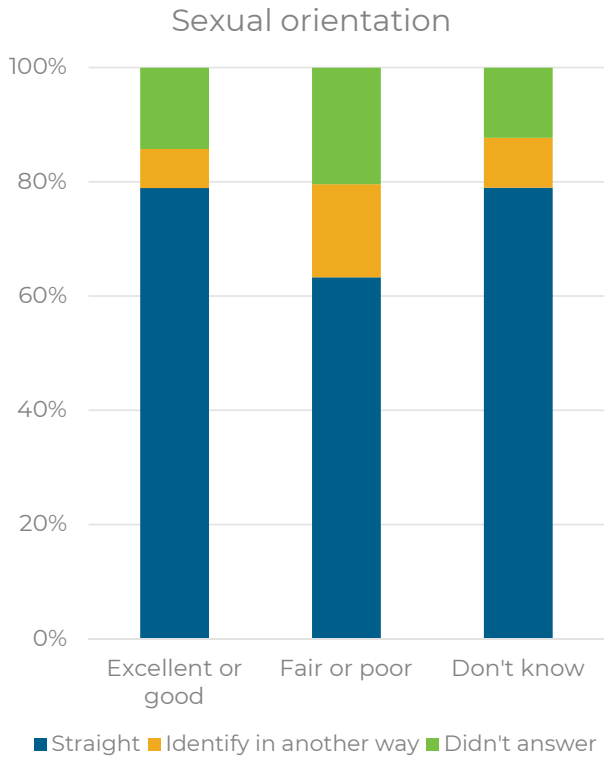




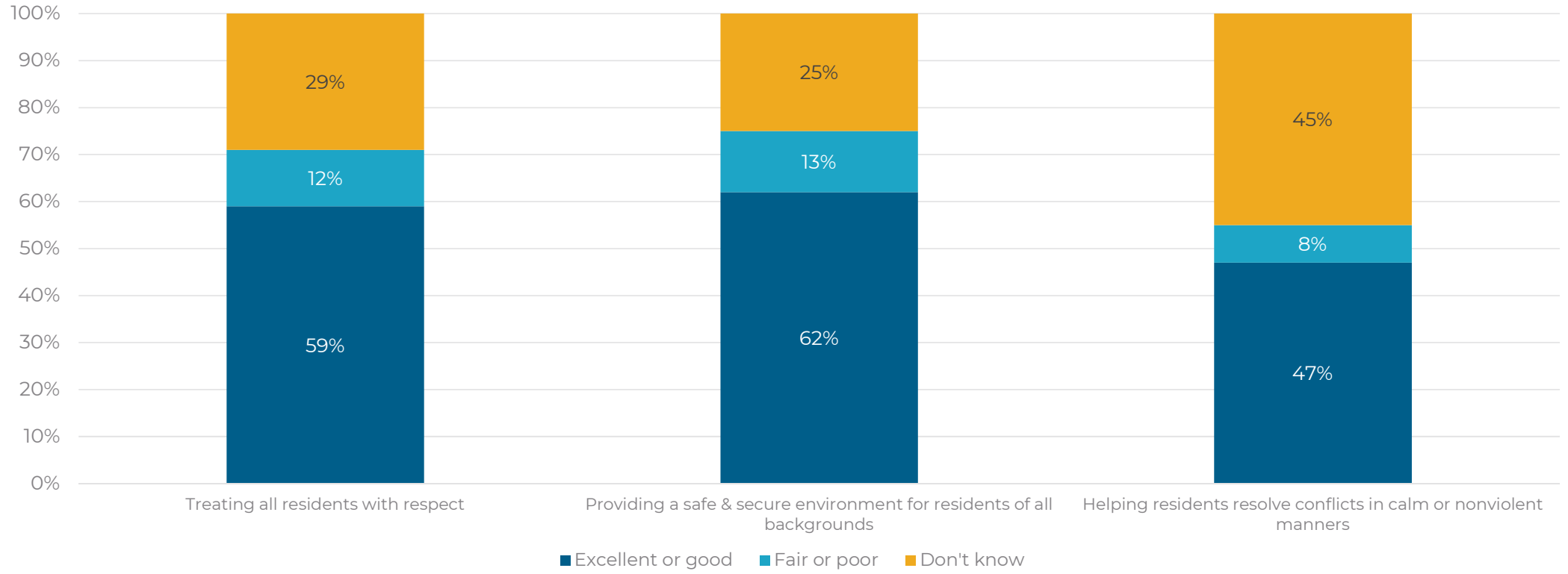
Q4: Please rate the City of Shoreview on encouraging residents from all backgrounds to participate in local government and community decision-making, as well as voice their concerns



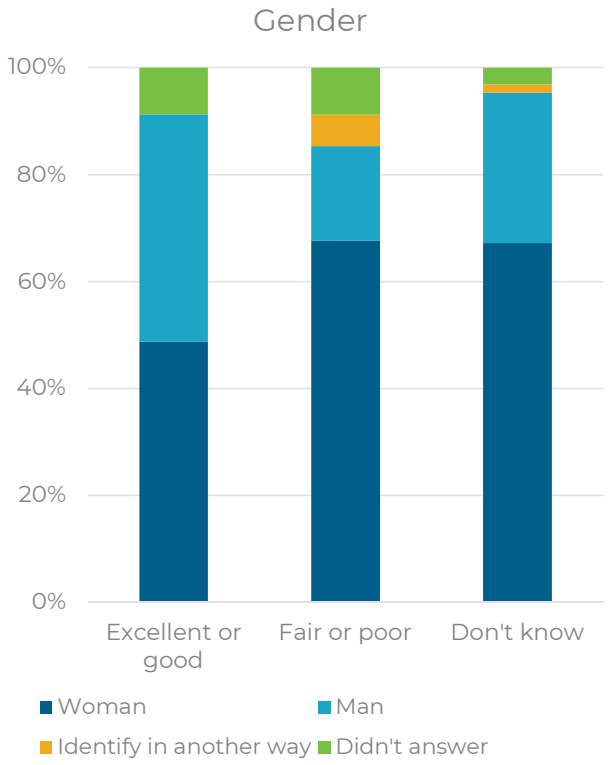


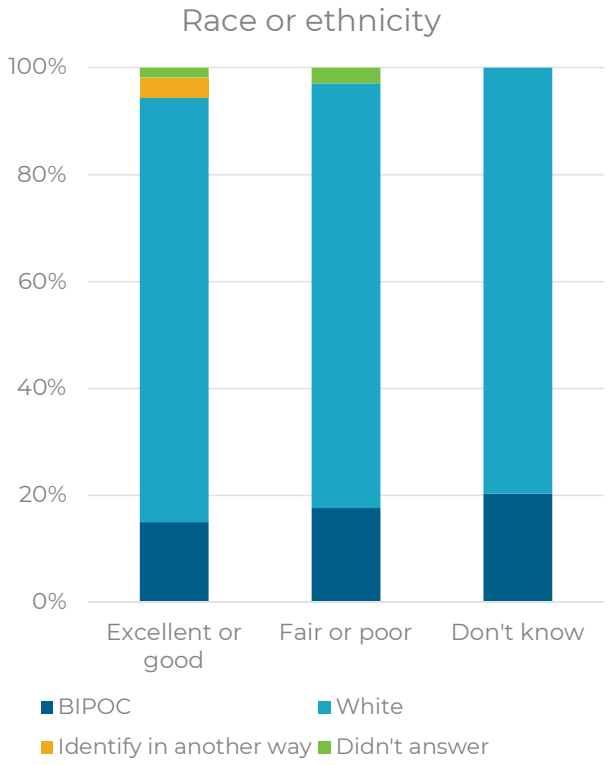


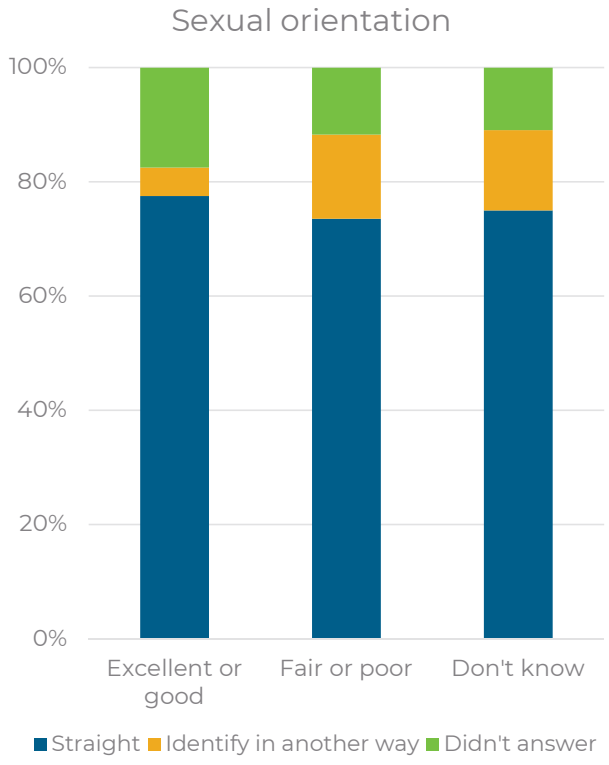
Q5: Please rate the Ramsey County Sheriff's Office on each of the following



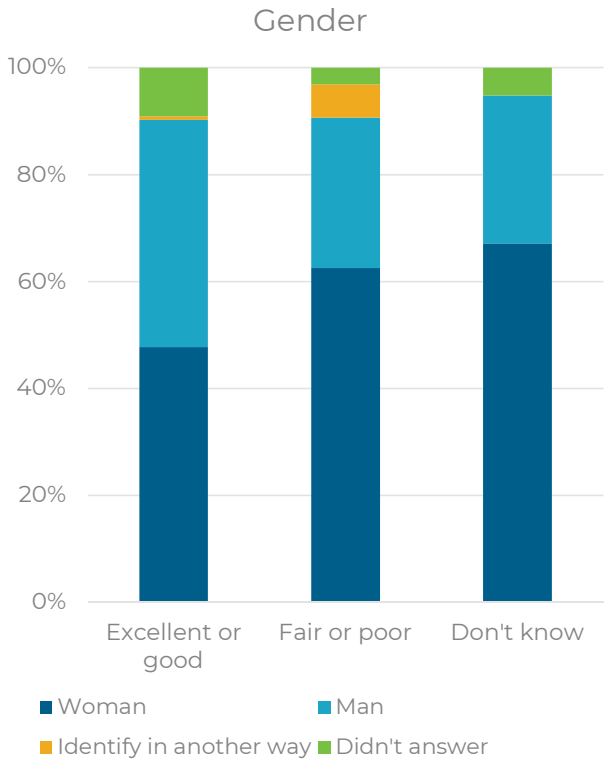
Q5: Please rate the Ramsey County Sheriff's Office on providing a safe and secure environment for residents of all backgrounds.

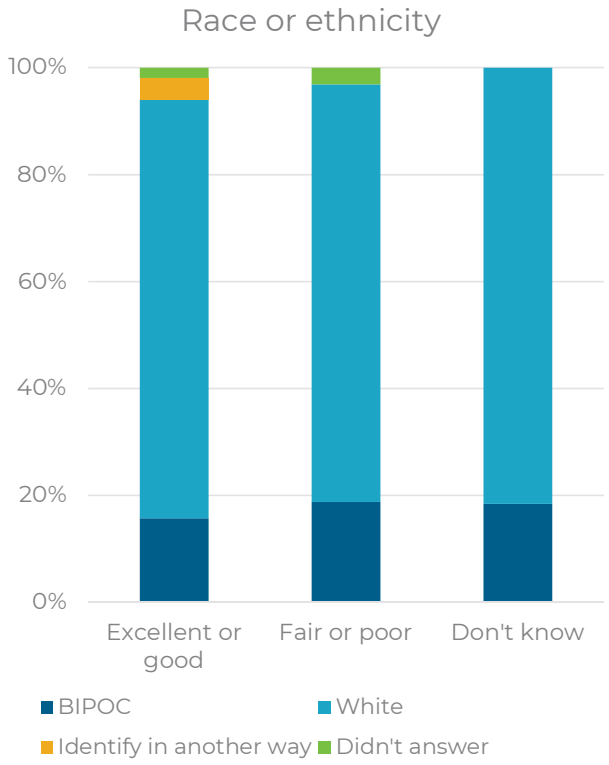


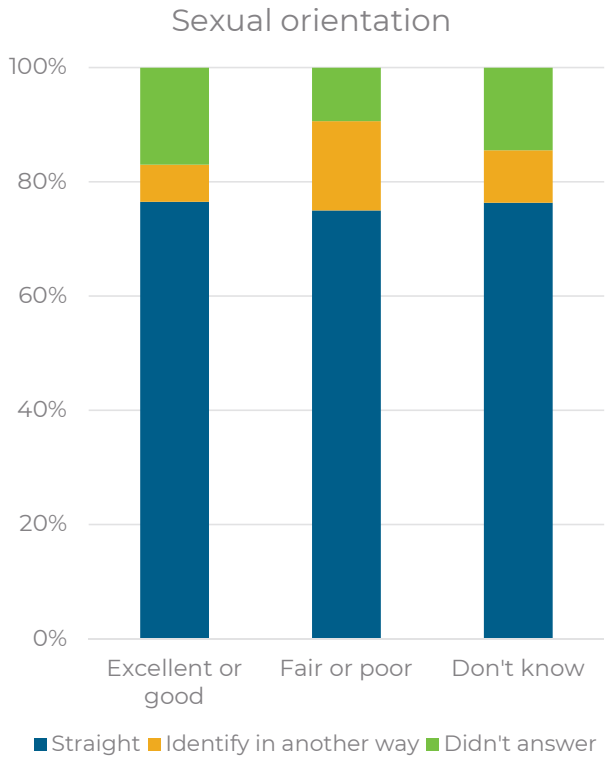




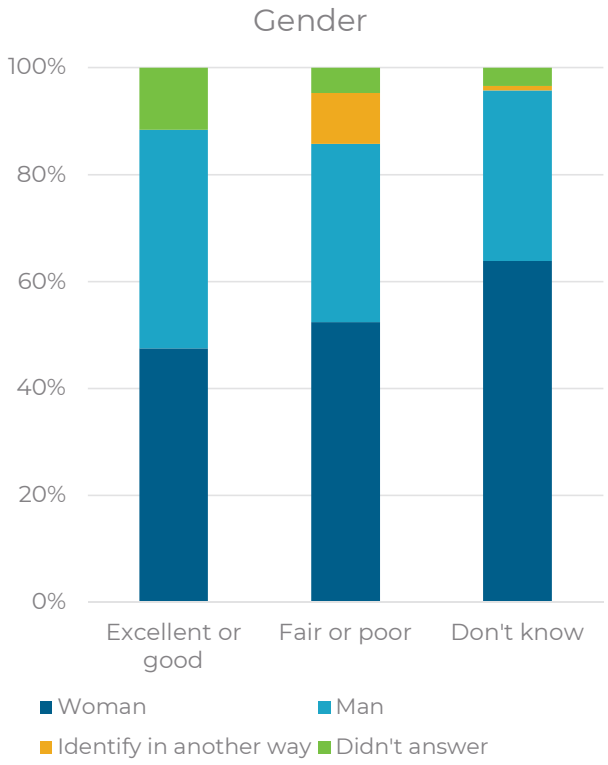
Q5: Please rate the Ramsey County Sheriff's Office on treating all residents with respect.

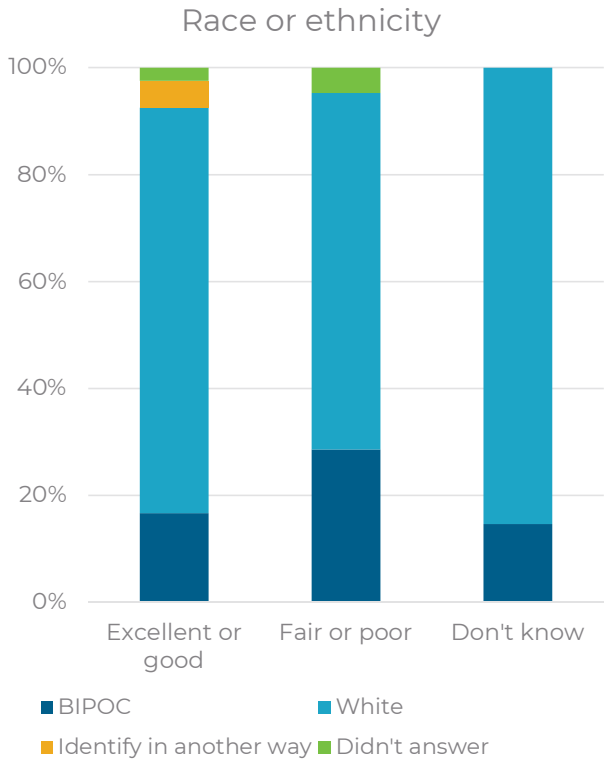


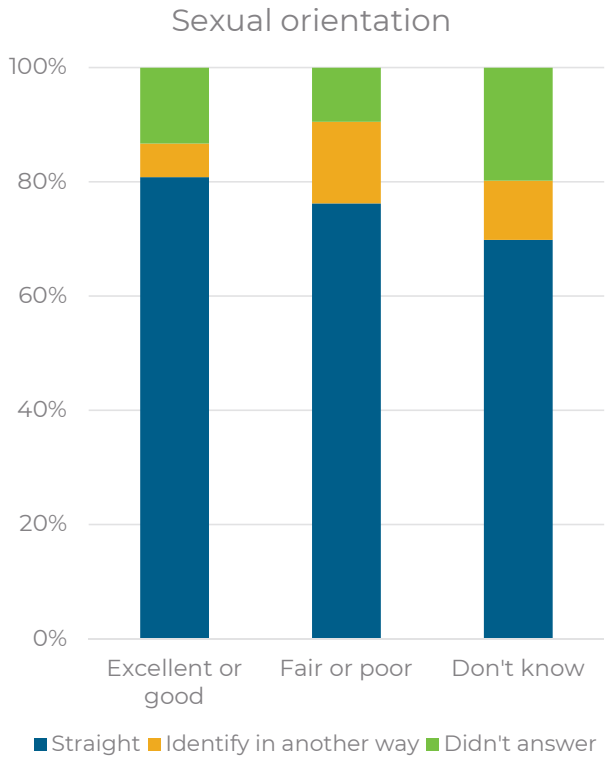




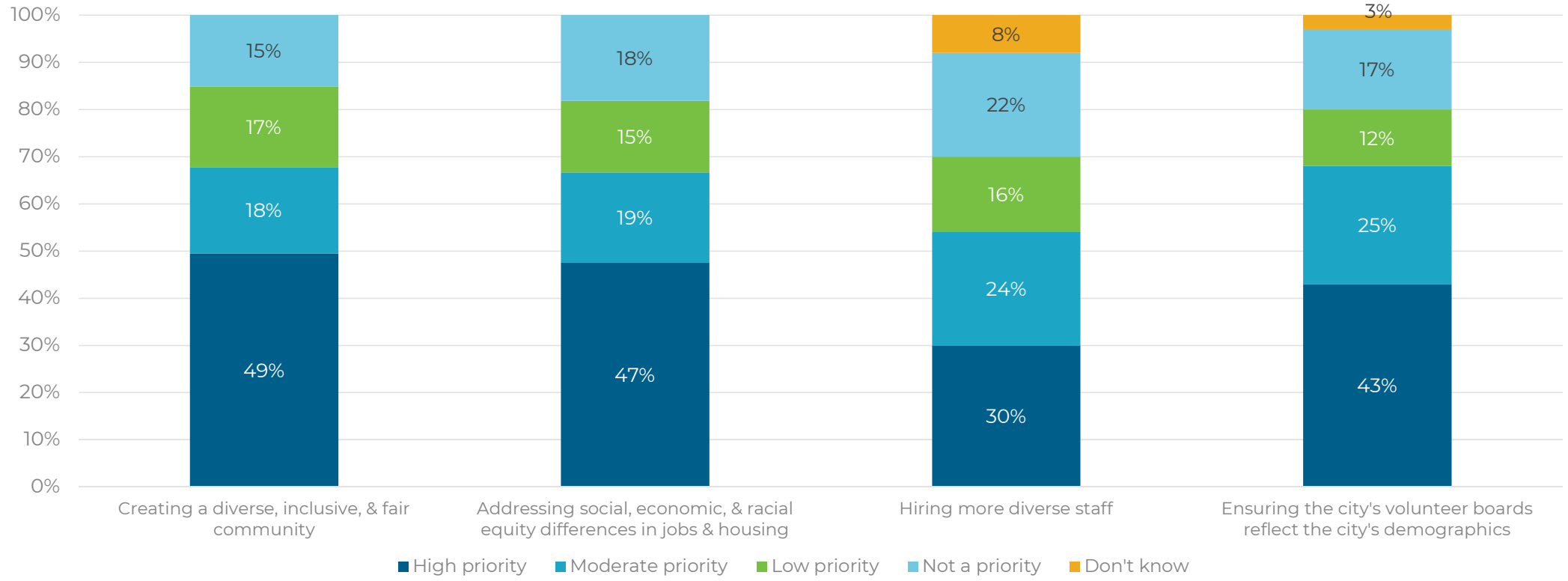
Q5: Please rate the Ramsey County Sheriff's Office on helping residents resolve conflicts in nonviolent manners.



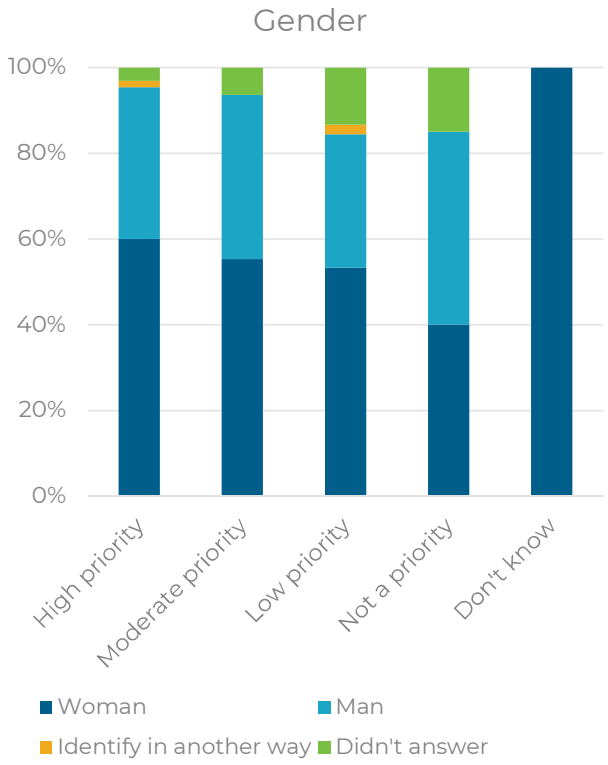


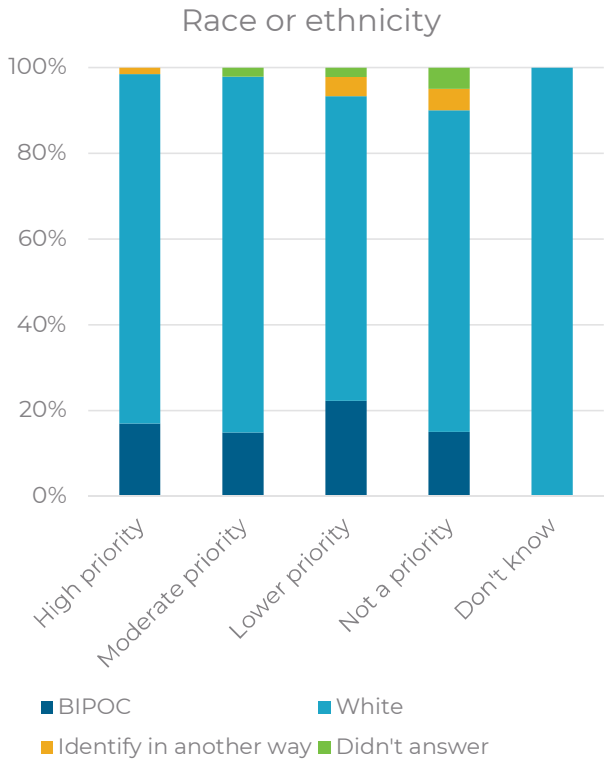


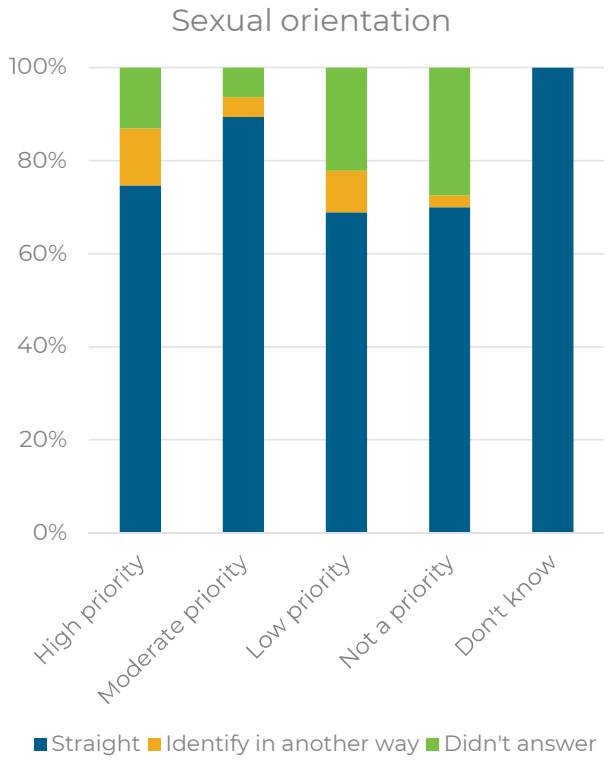
Q6: How much of a priority, if at all, should it be for the City of Shoreview to focus on the following?



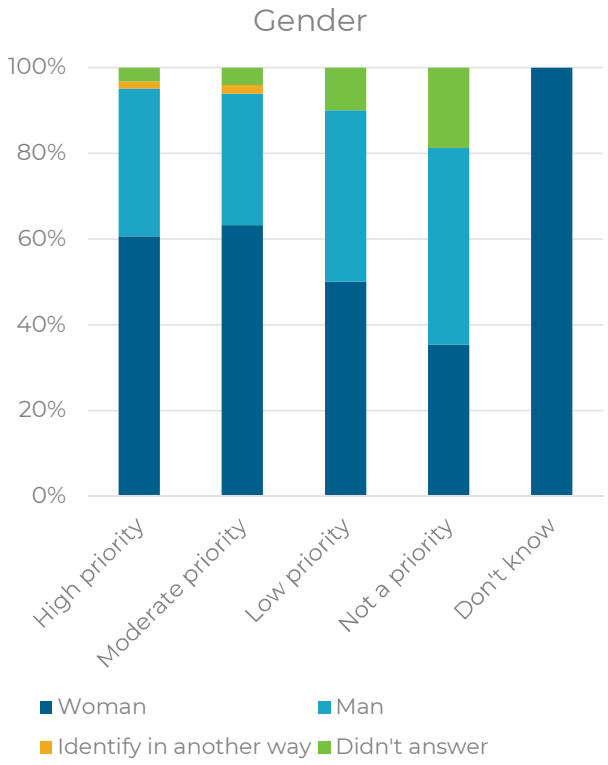
Q6: How much of a priority, if at all, should it be for the City of Shoreview to focus on creating a diverse, inclusive, and fair community?

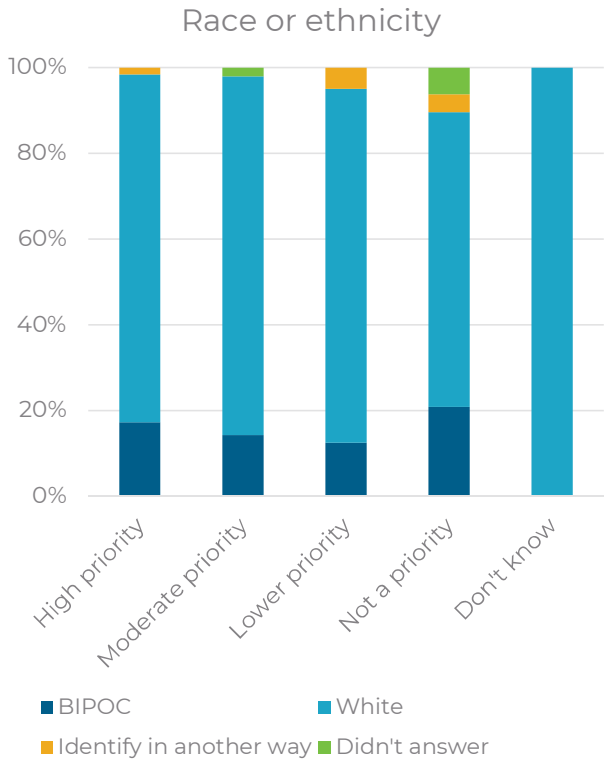


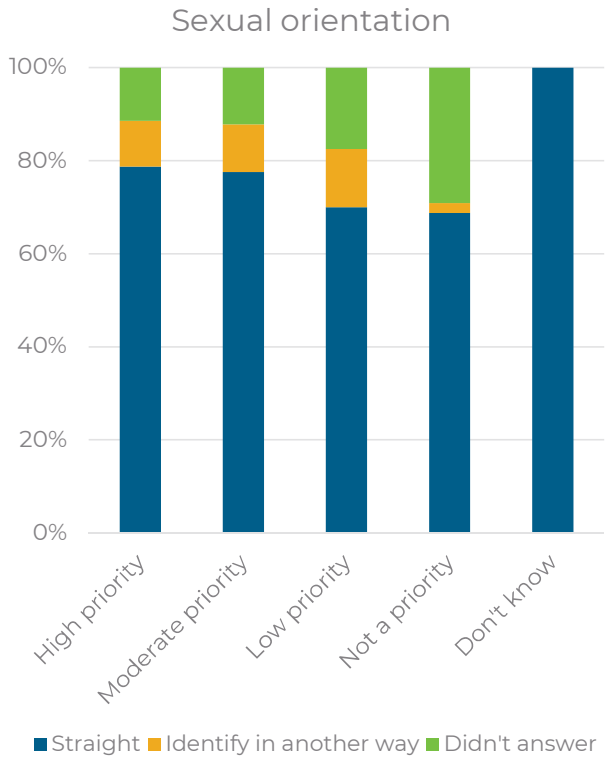




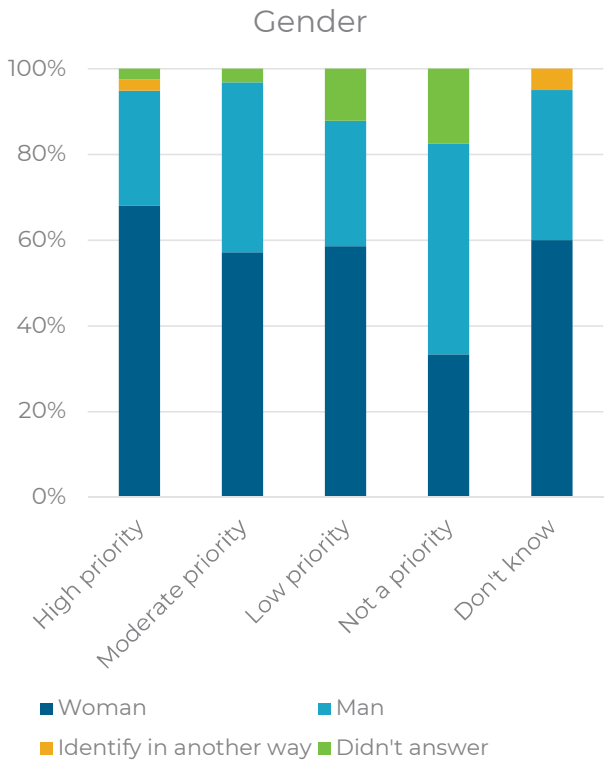
Q6: How much of a priority, if at all, should it be for the City of Shoreview to focus on addressing social, economic, and racial equity differences in jobs and housing?

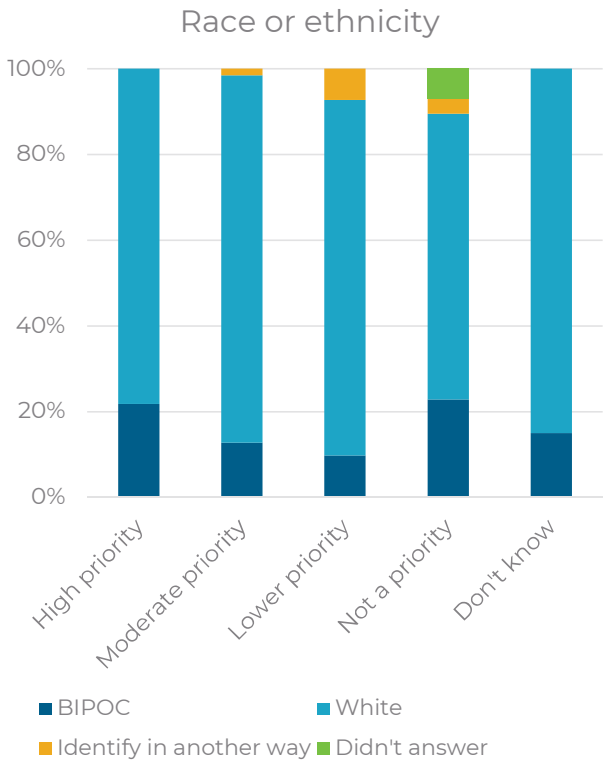


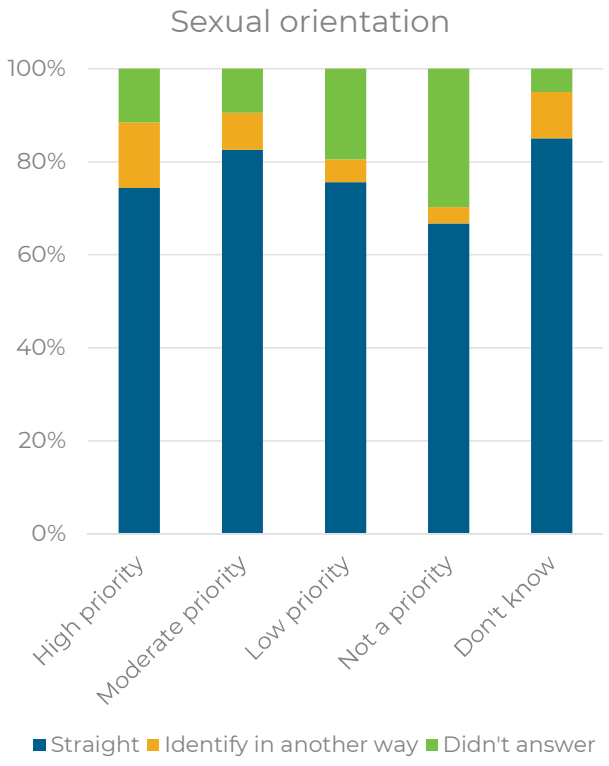




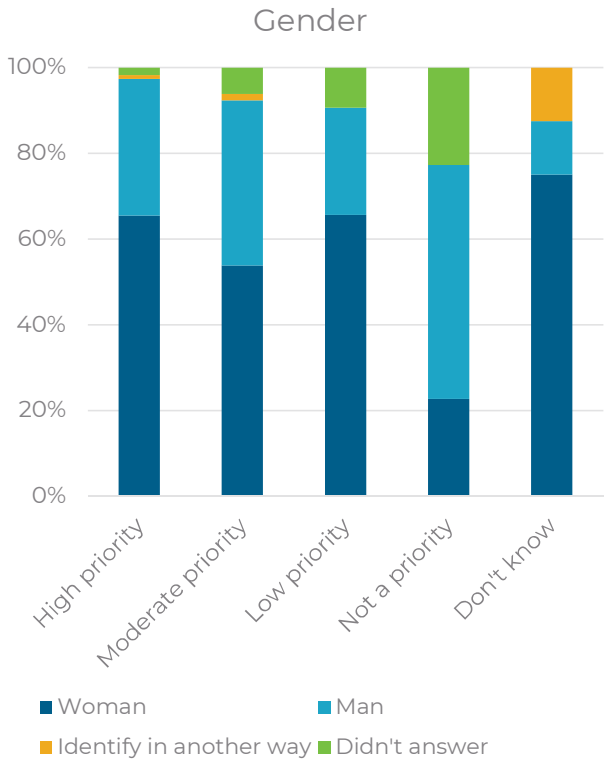
Q6: How much of a priority, if at all, should it be for the City of Shoreview to focus on hiring more diverse staff?

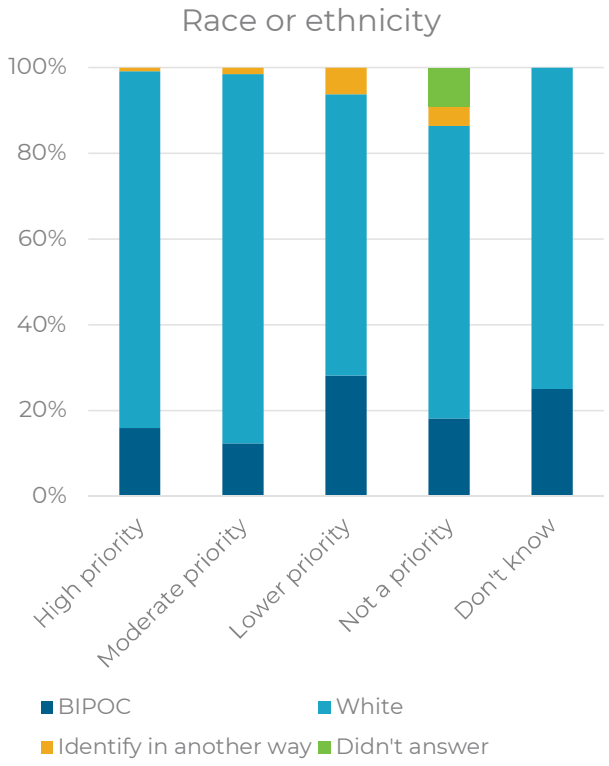


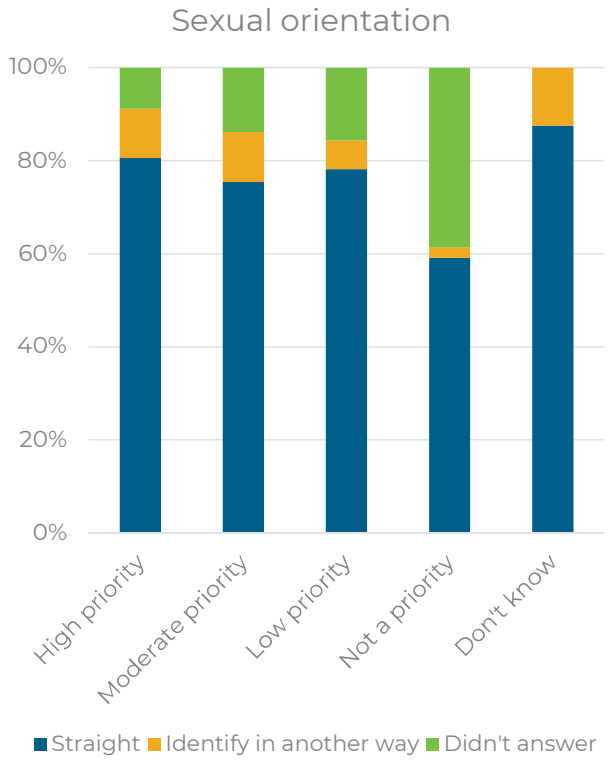




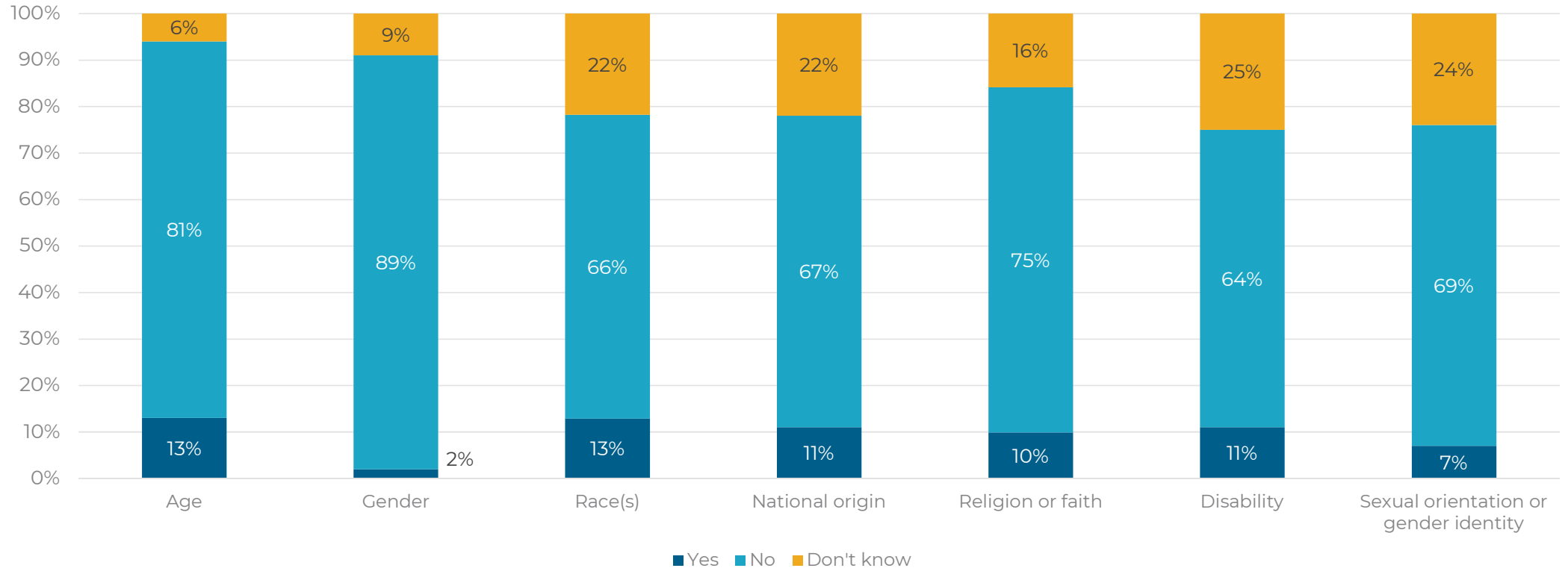
Q6: How much of a priority, if at all, should it be for the City of Shoreview to focus on ensuring the city's volunteer boards reflect the city's demographics?



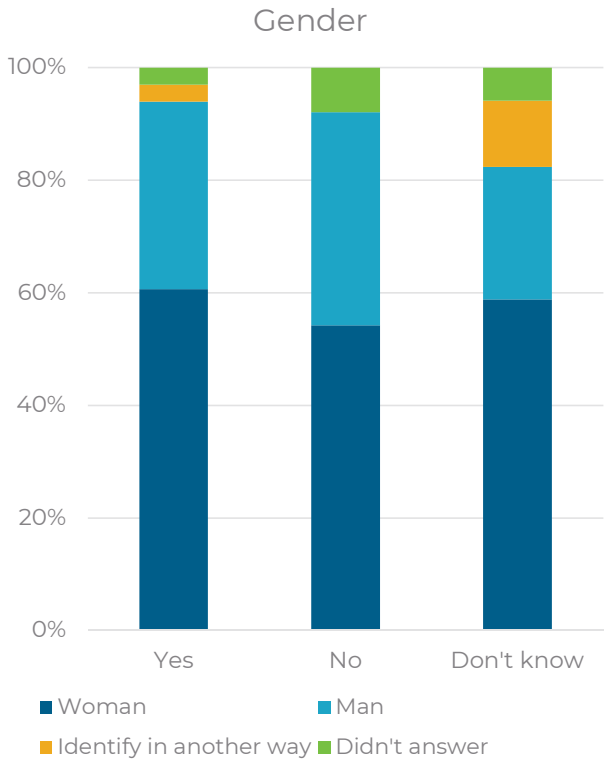


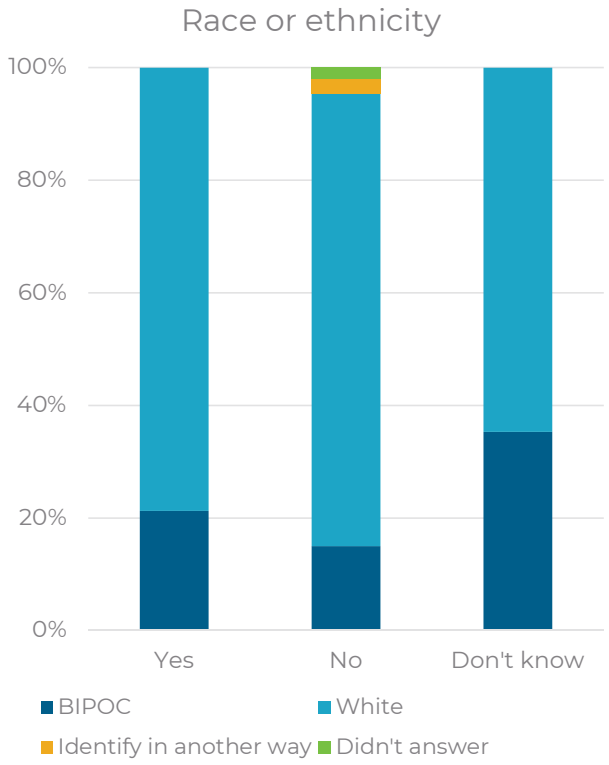


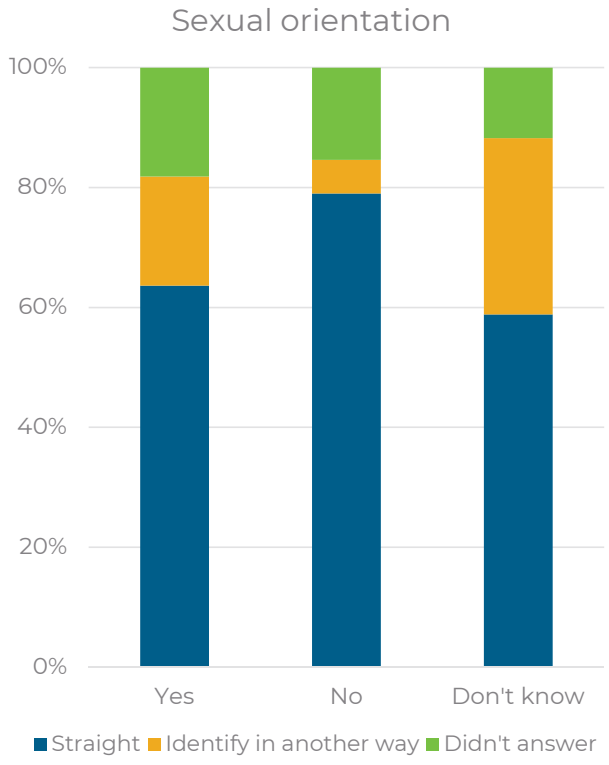
Q7: Please indicate whether or not you currently perceive barriers to living in Shoreview based on the following.



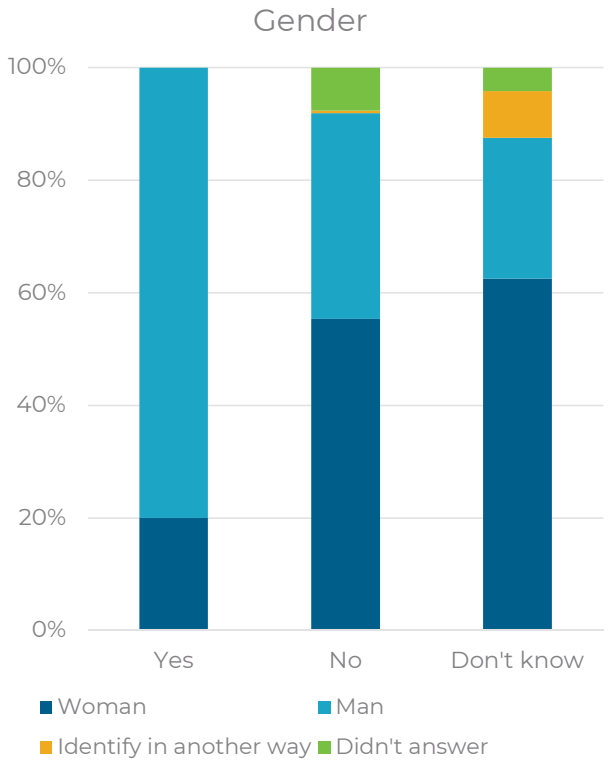
Q7: Please indicate whether or not you currently perceive barriers to living in Shoreview based on age.

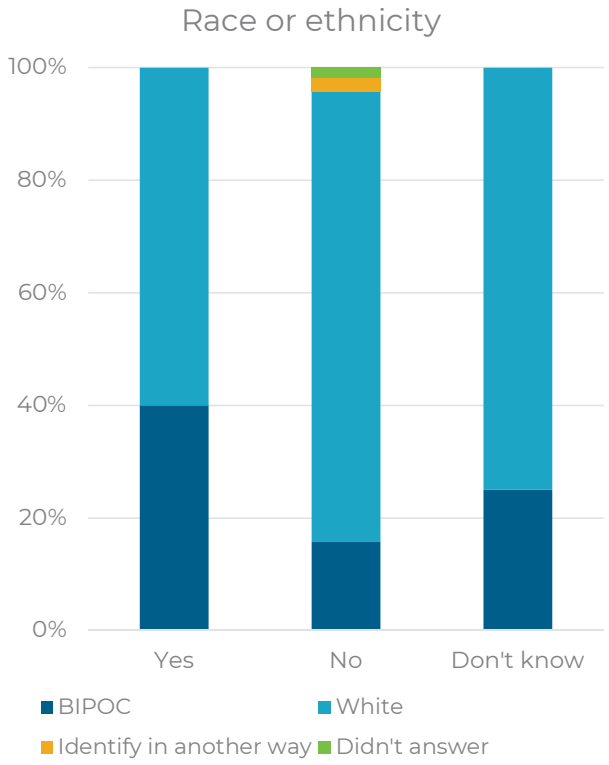


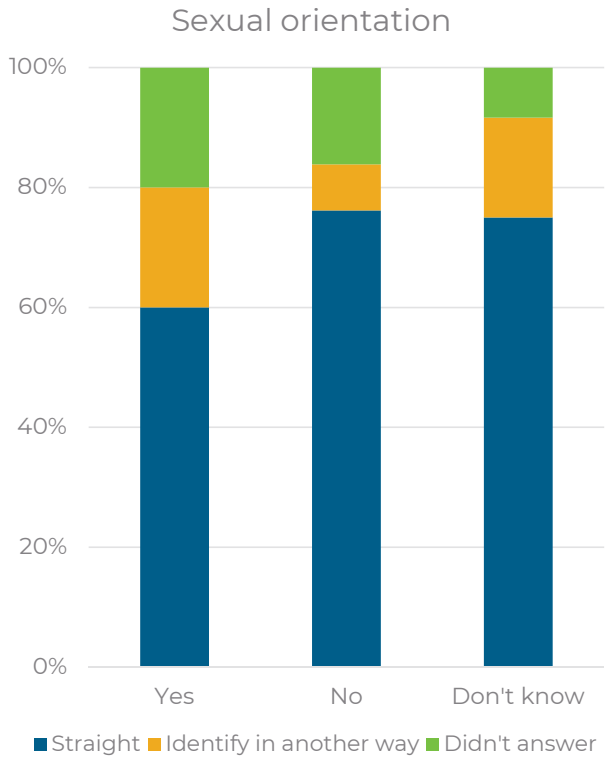




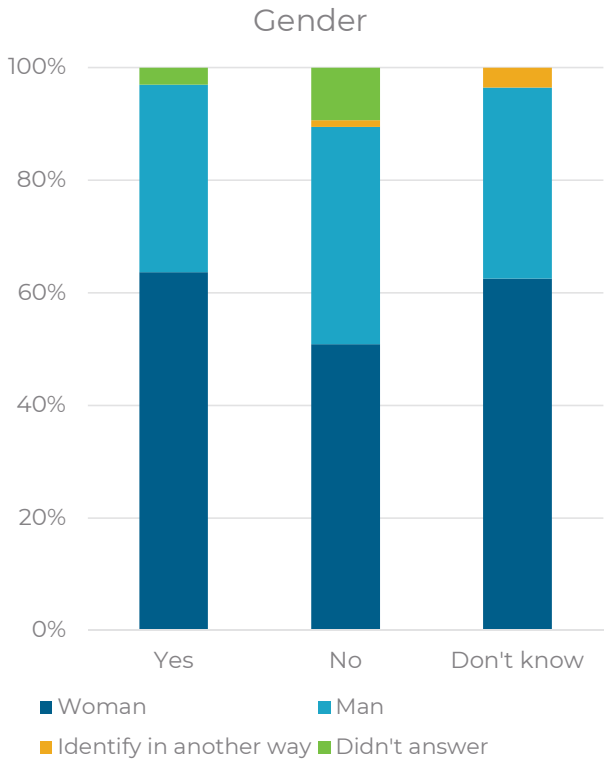
Q7: Please indicate whether or not you currently perceive barriers to living in Shoreview based on gender.

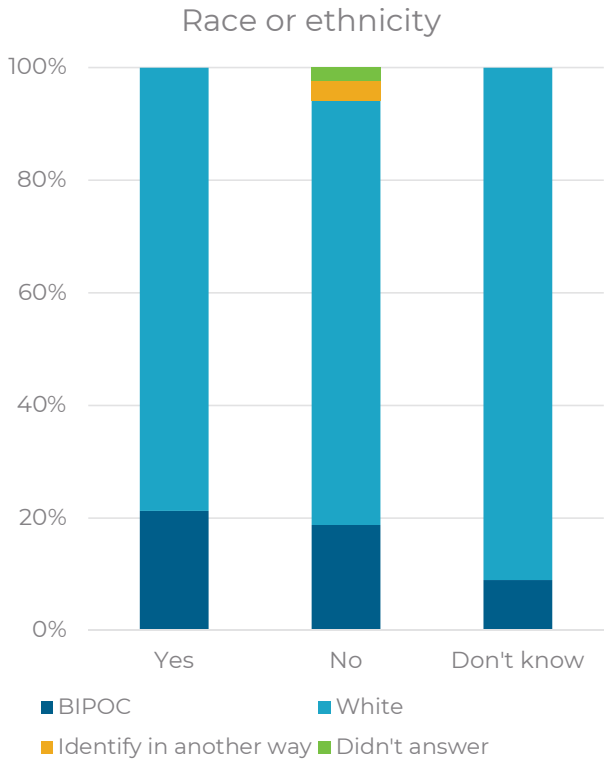


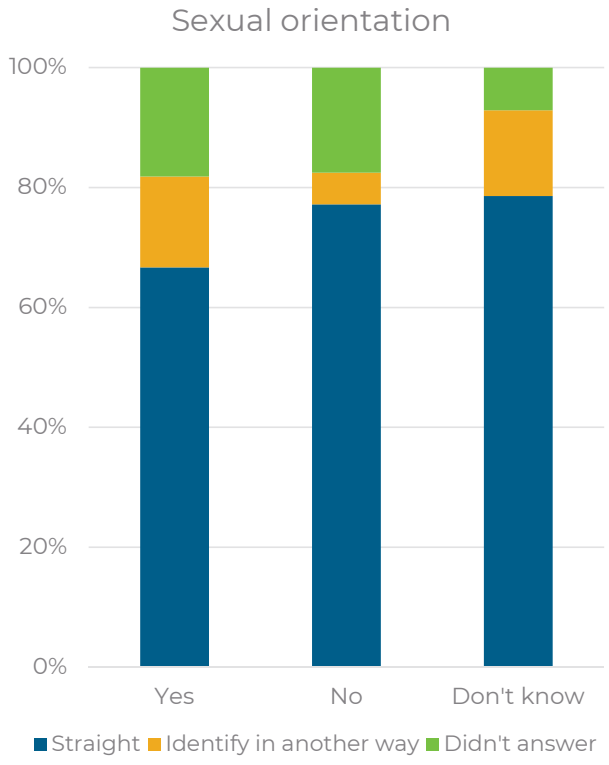




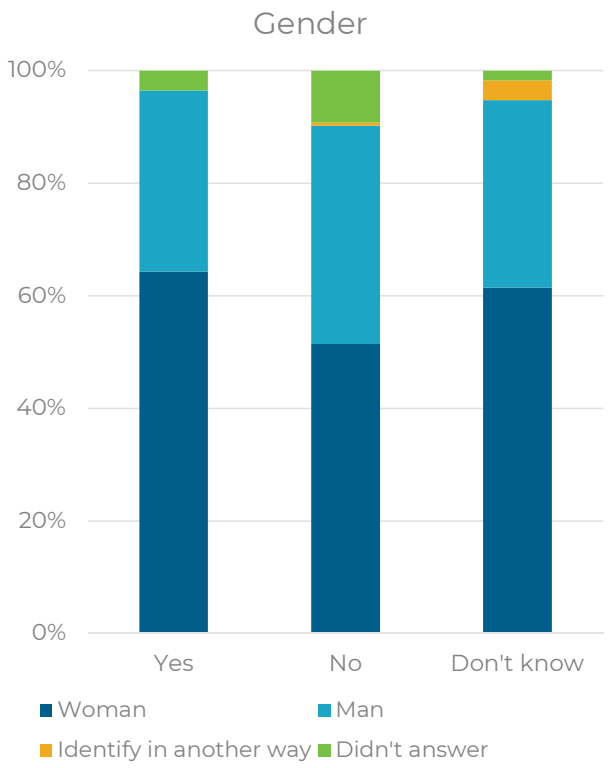
Q7: Please indicate whether or not you currently perceive barriers to living in Shoreview based on race.

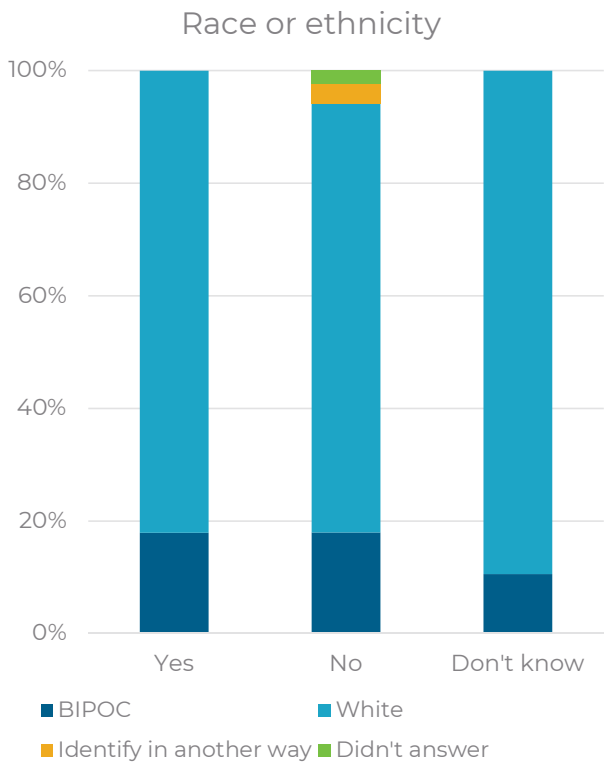


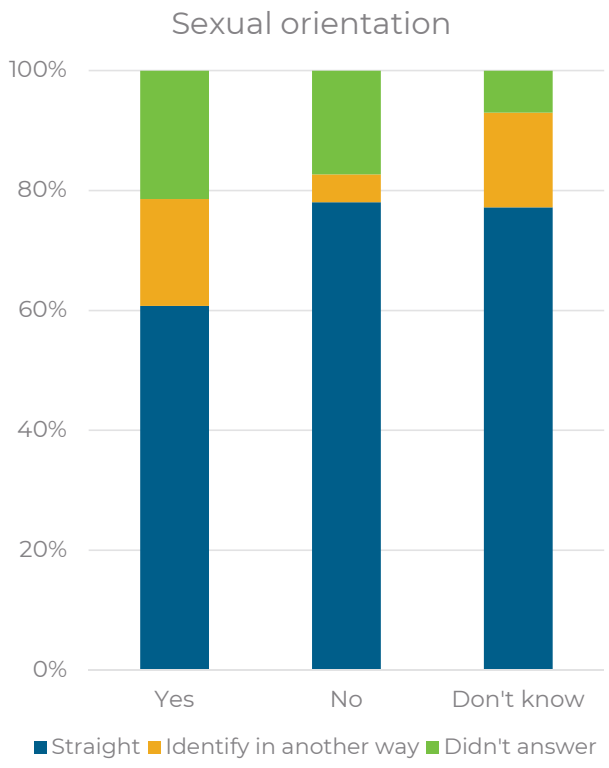




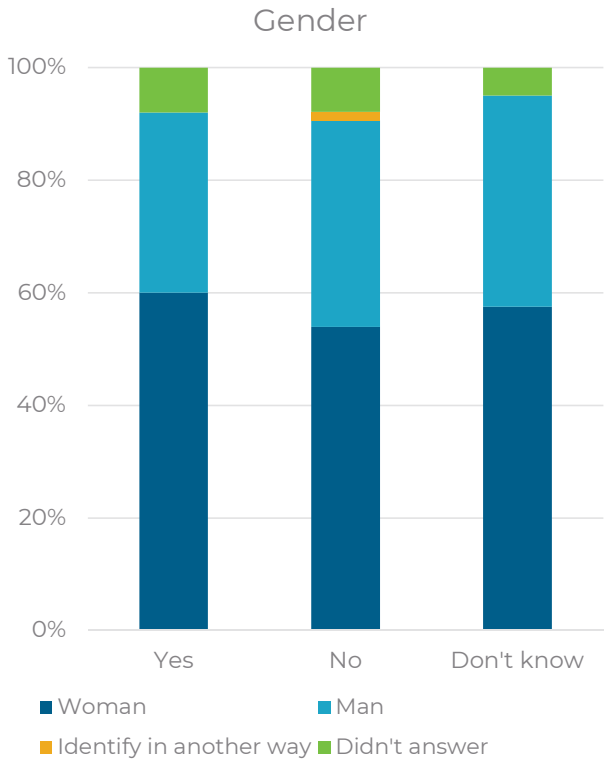
Q7: Please indicate whether or not you currently perceive barriers to living in Shoreview based on national origin.

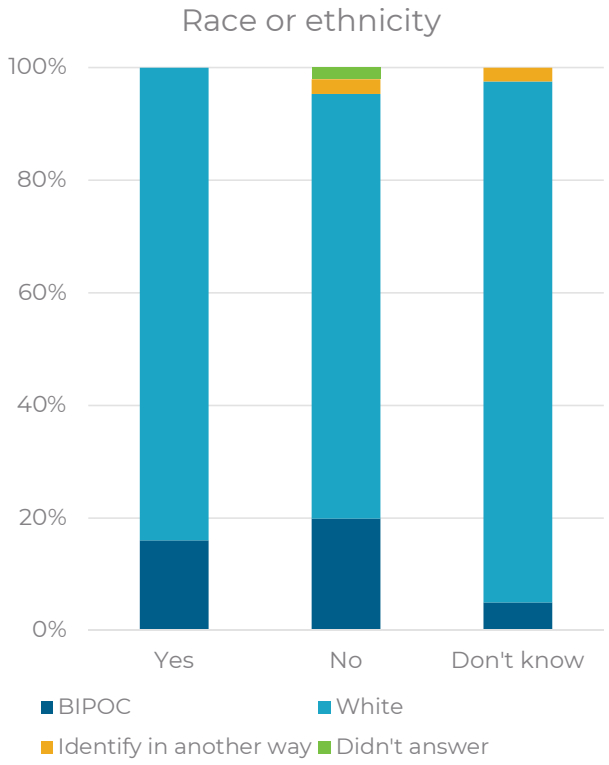


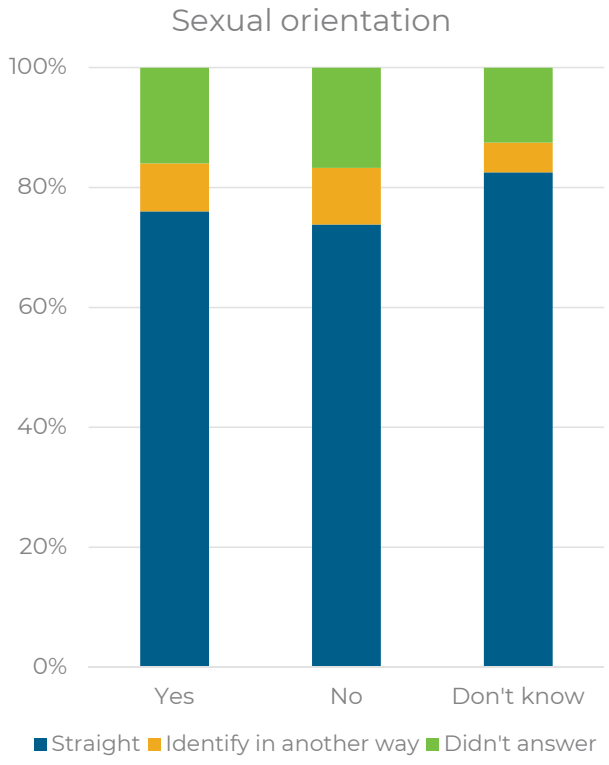




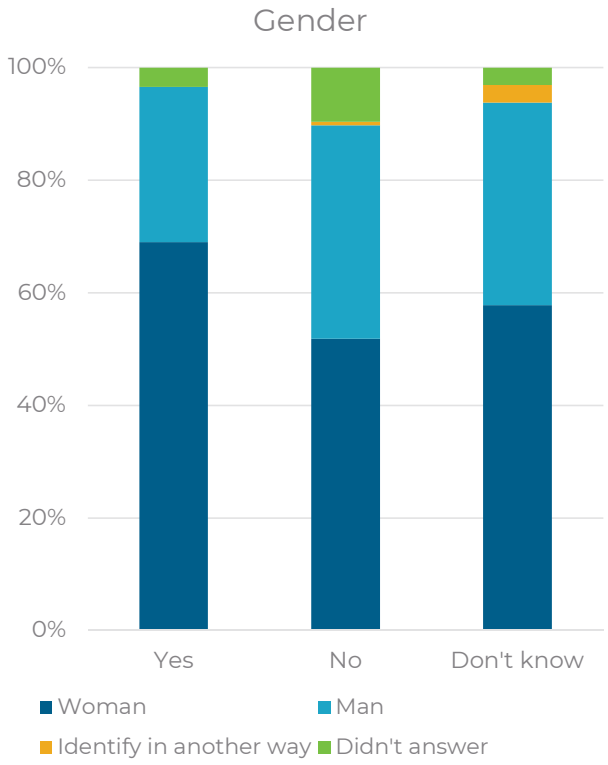
Q7: Please indicate whether or not you currently perceive barriers to living in Shoreview based on religion or faith.

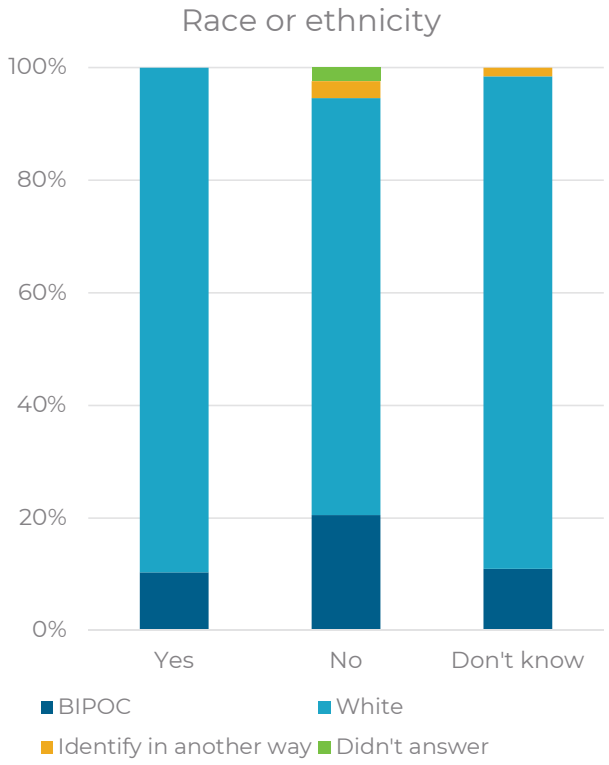


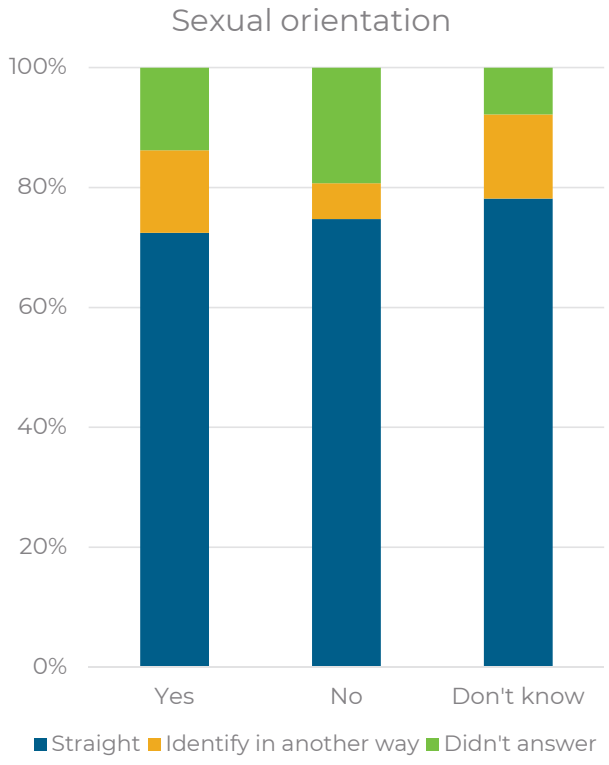




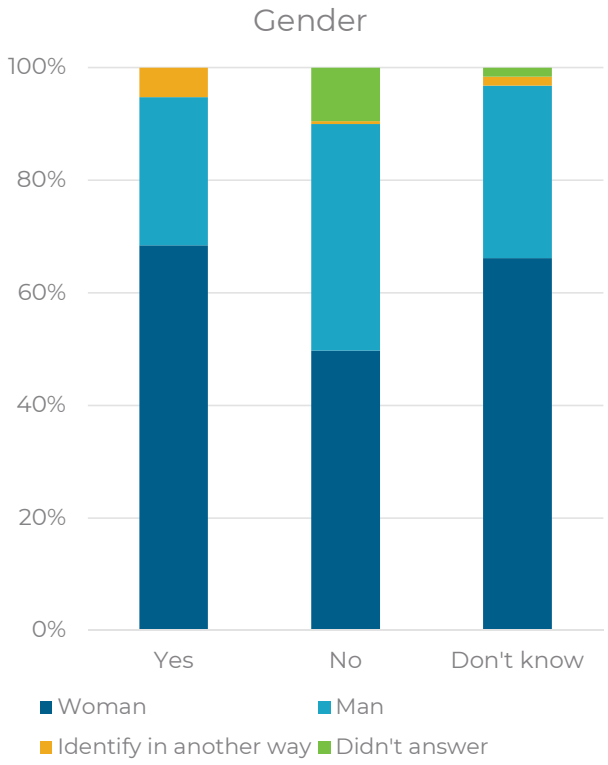
Q7: Please indicate whether or not you currently perceive barriers to living in Shoreview based on disability.

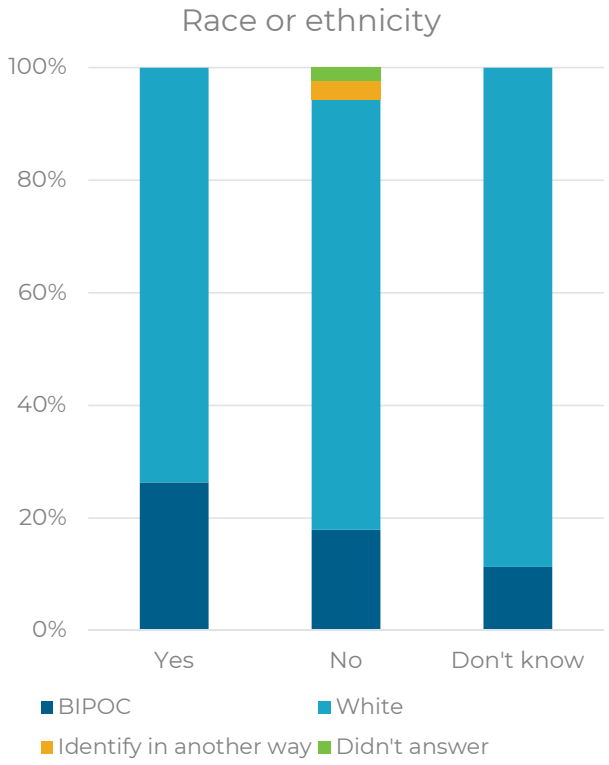


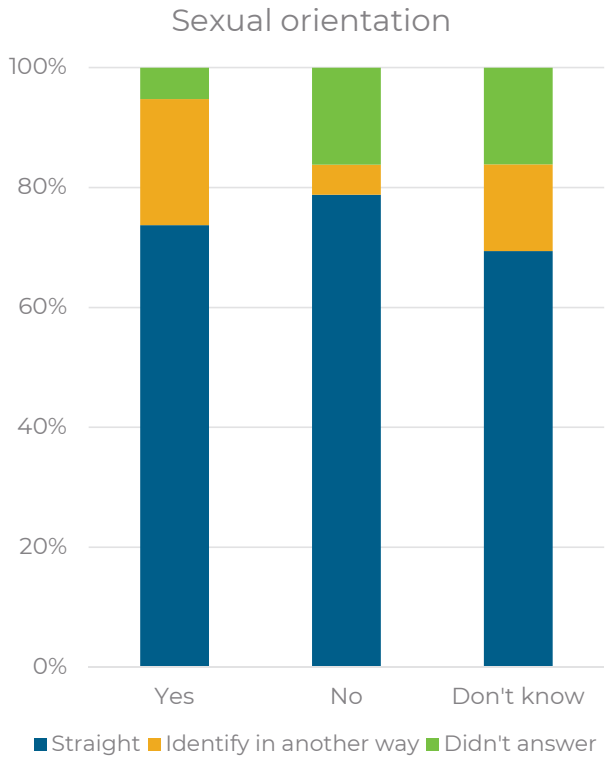




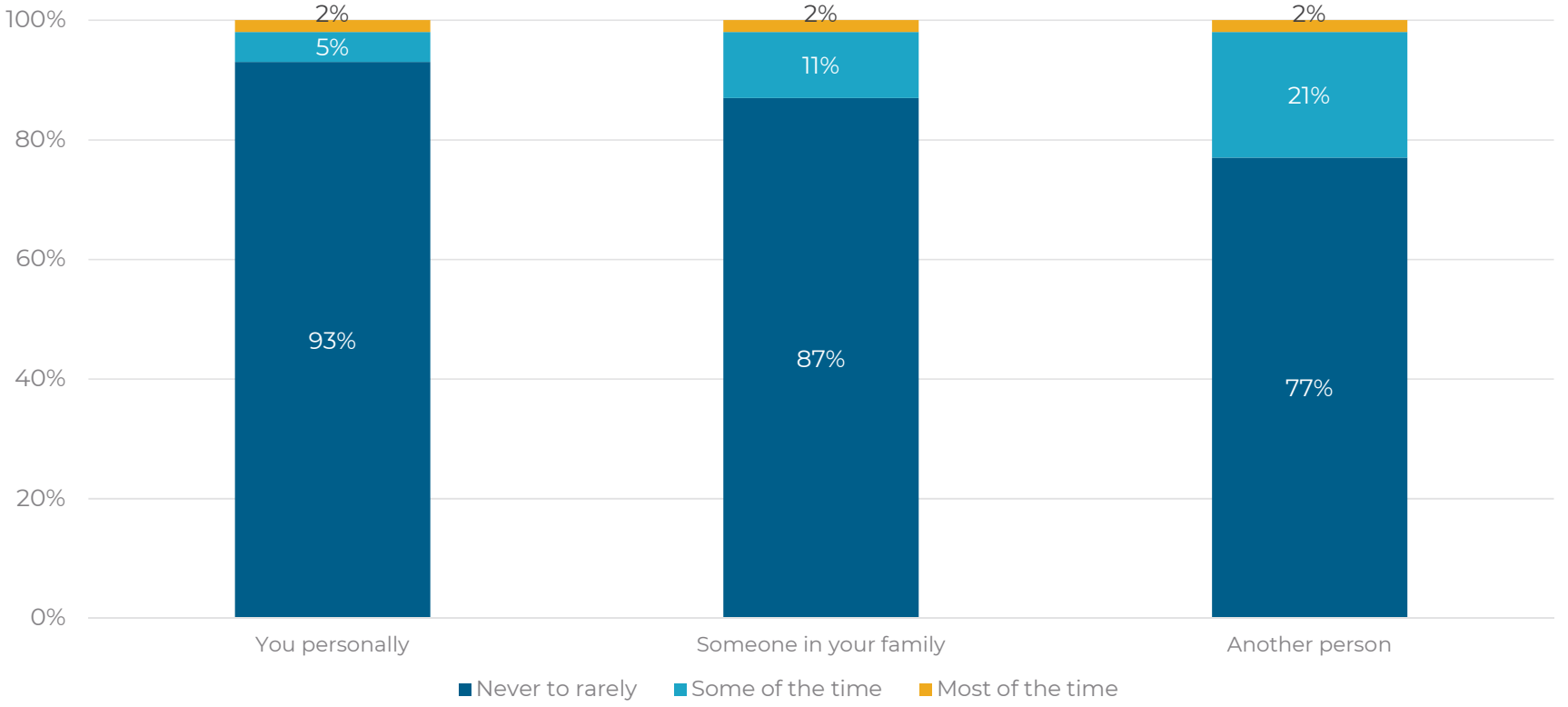
Q7: Please indicate whether or not you currently perceive barriers to living in Shoreview based on sexual orientation or gender identity



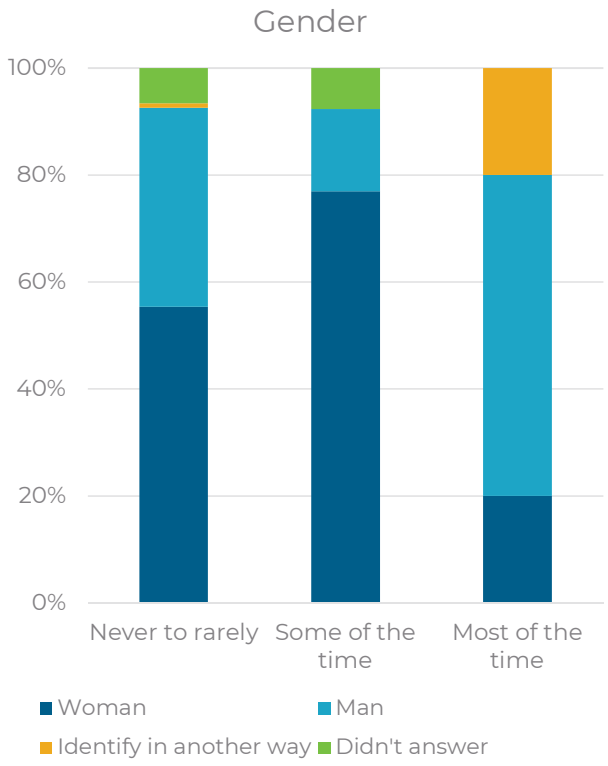


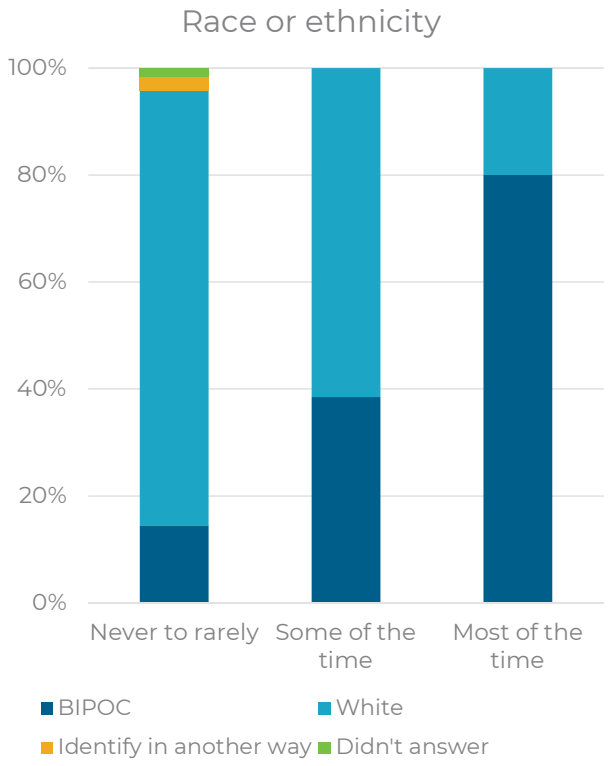


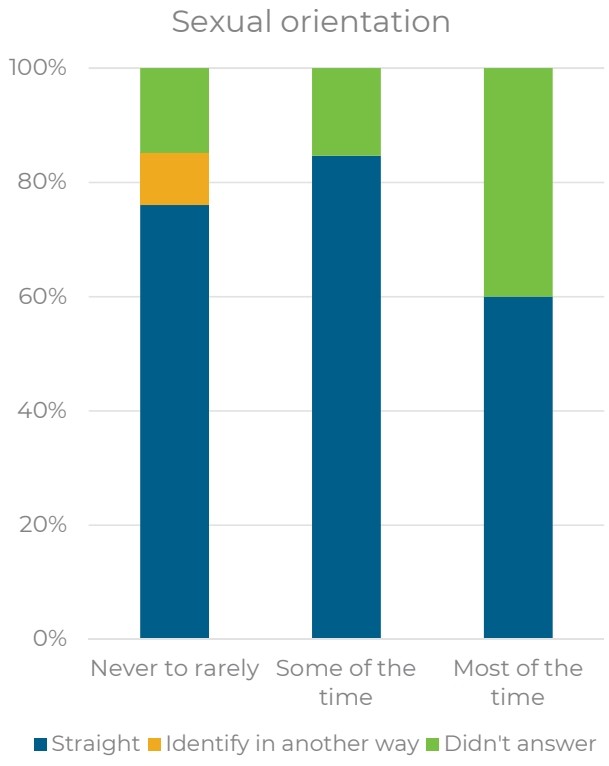
Q8: Considering your lived experiences in Shoreview, how often did you worry about unfair treatment due to your race, ethnicity, or nationality in the last year? What about someone in your family or another person?



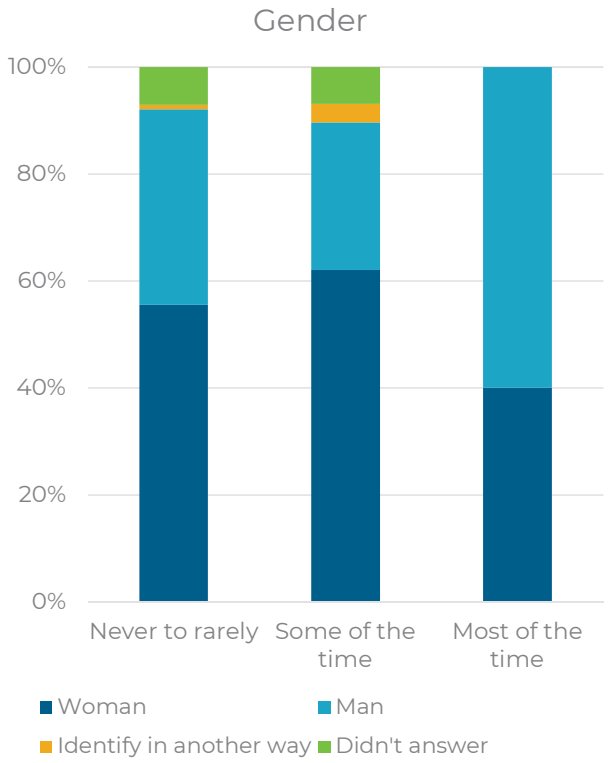
Q8: Considering your lived experiences in Shoreview, how often did you worry about unfair treatment due to your race, ethnicity, or nationality in the last year?

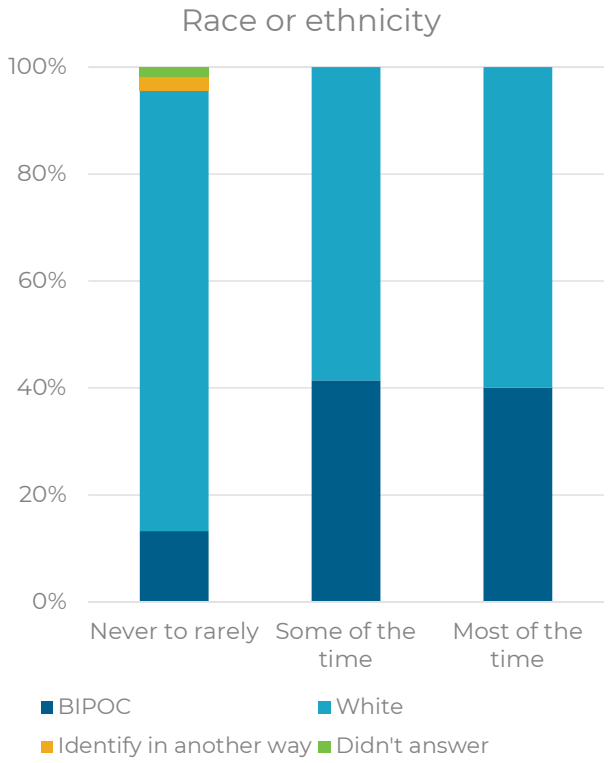


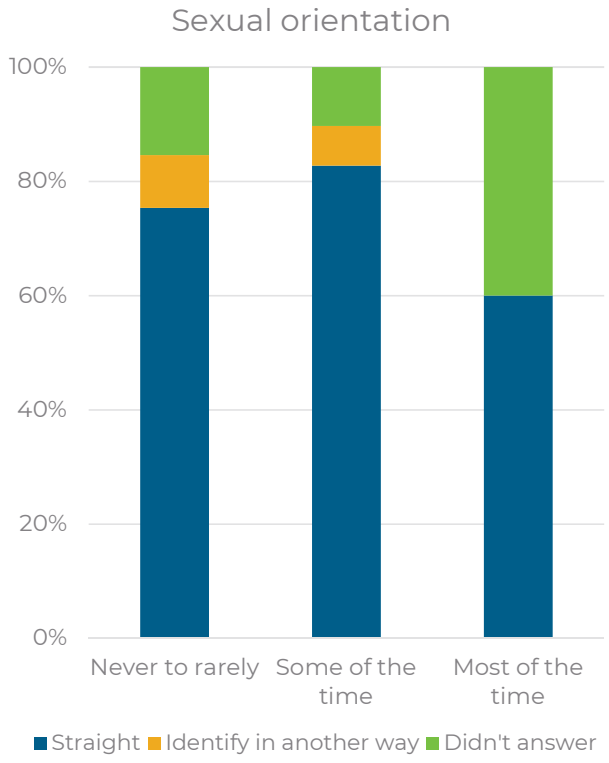




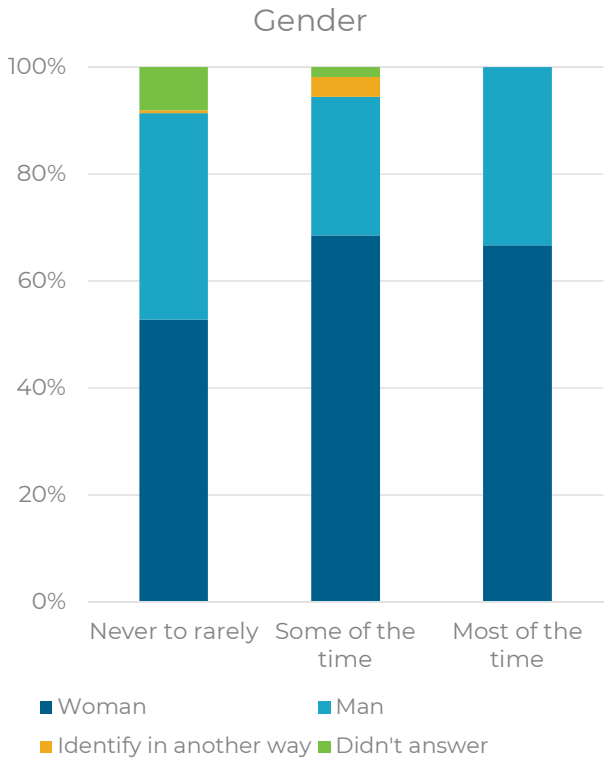
Q8: Considering your lived experiences in Shoreview, how often did you worry about unfair treatment due to someone in your family's race, ethnicity, or nationality in the last year?

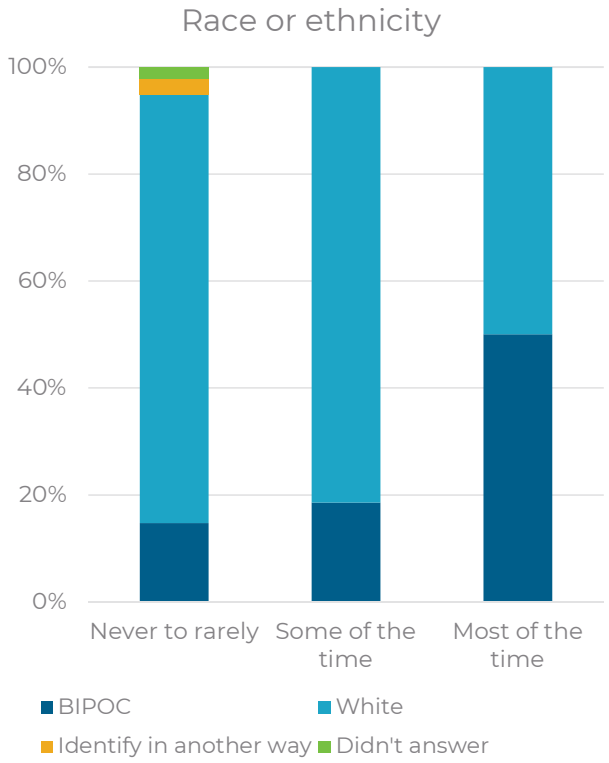


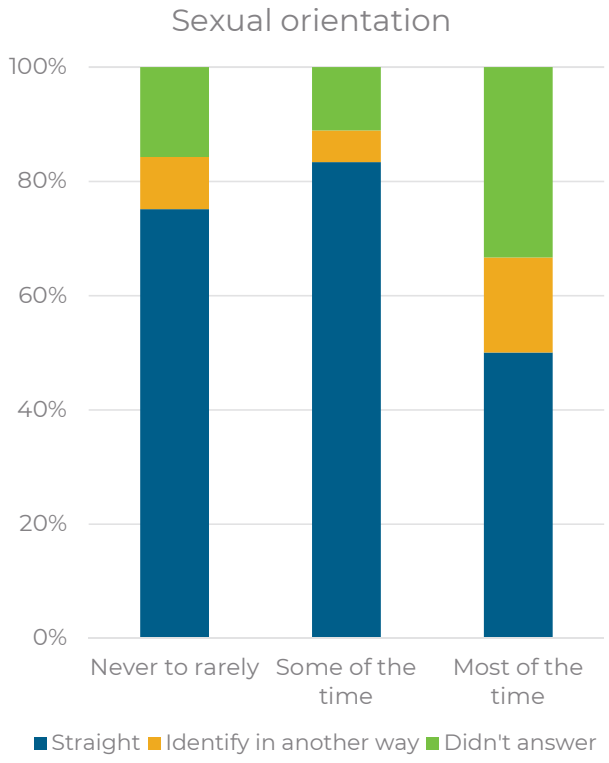




Q8: Considering your lived experiences in Shoreview, how often did you worry about unfair treatment due to another person's race, ethnicity, or nationality in the last year?







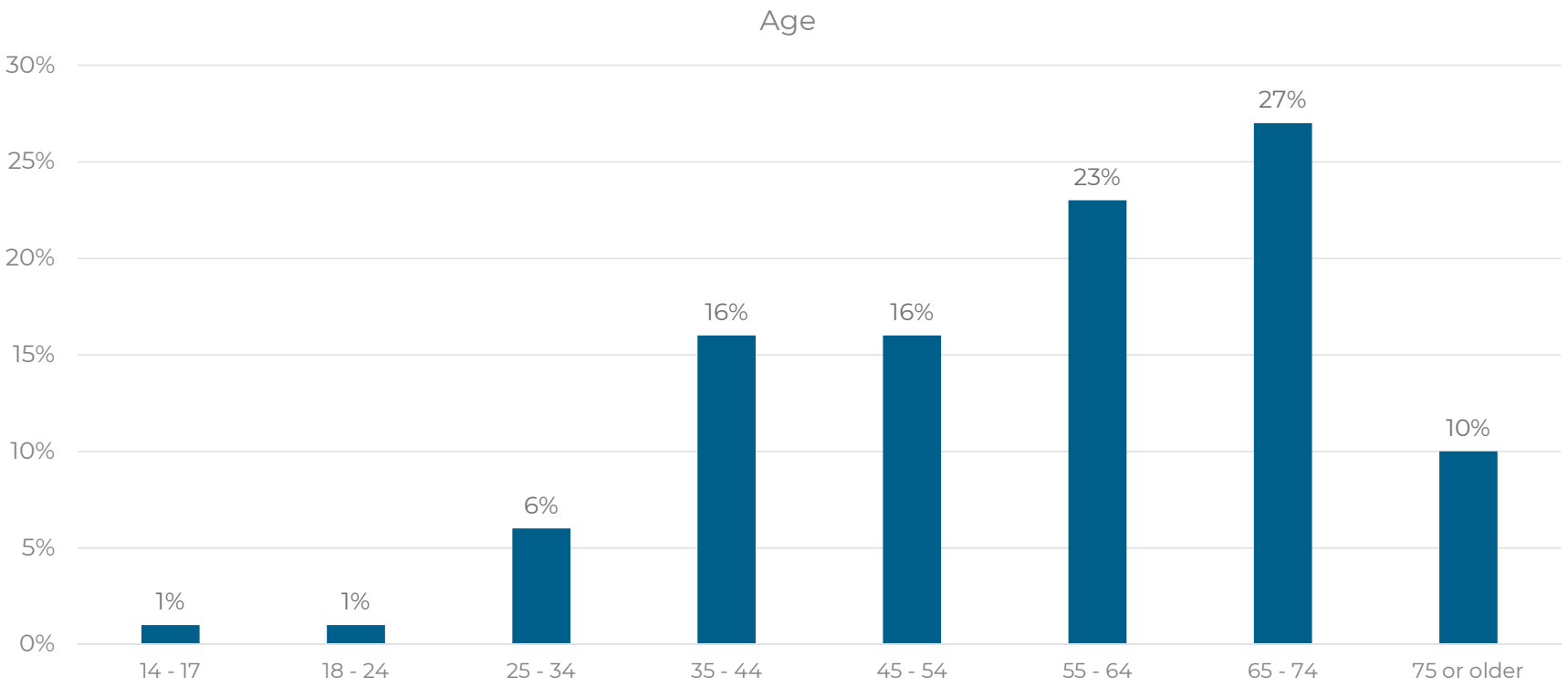
Q9: Have you experienced discrimination in the community? If yes, how?

1. **Concerns about discrimination and exclusion**
   Many responses indicate experiences or perceptions of discrimination based on race, age, political beliefs, and other factors. There are concerns about how people with different backgrounds or identities are treated within the community.

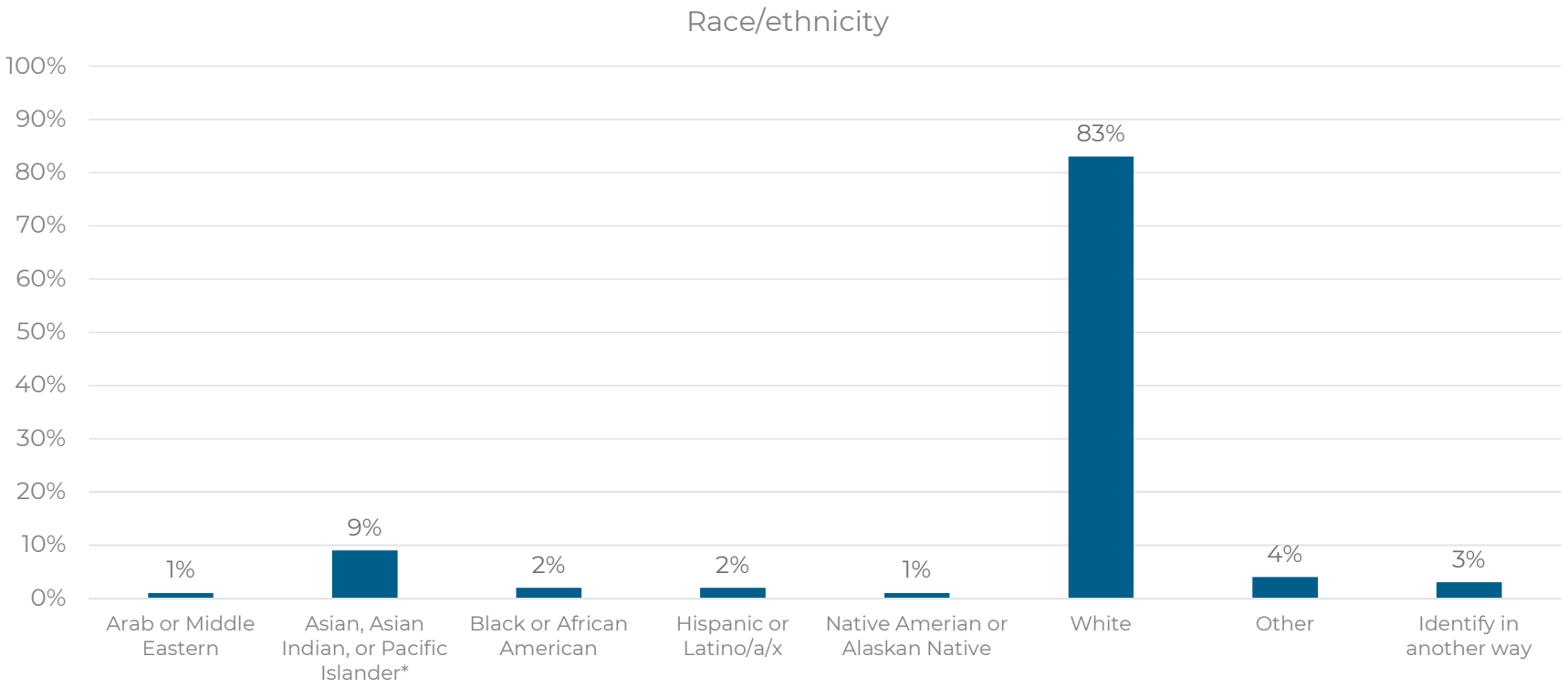
2. **Socioeconomic and housing issues**
   Several comments highlight concerns about housing, including the impact of new developments and affordability. There are worries about how different types of housing and residents might affect the community.

3. **Community and city responsiveness**
   Some responses express dissatisfaction with the city's responsiveness to residents' concerns. This includes issues such as the allocation of resources, attention to certain neighborhoods, and how residents' input is considered.

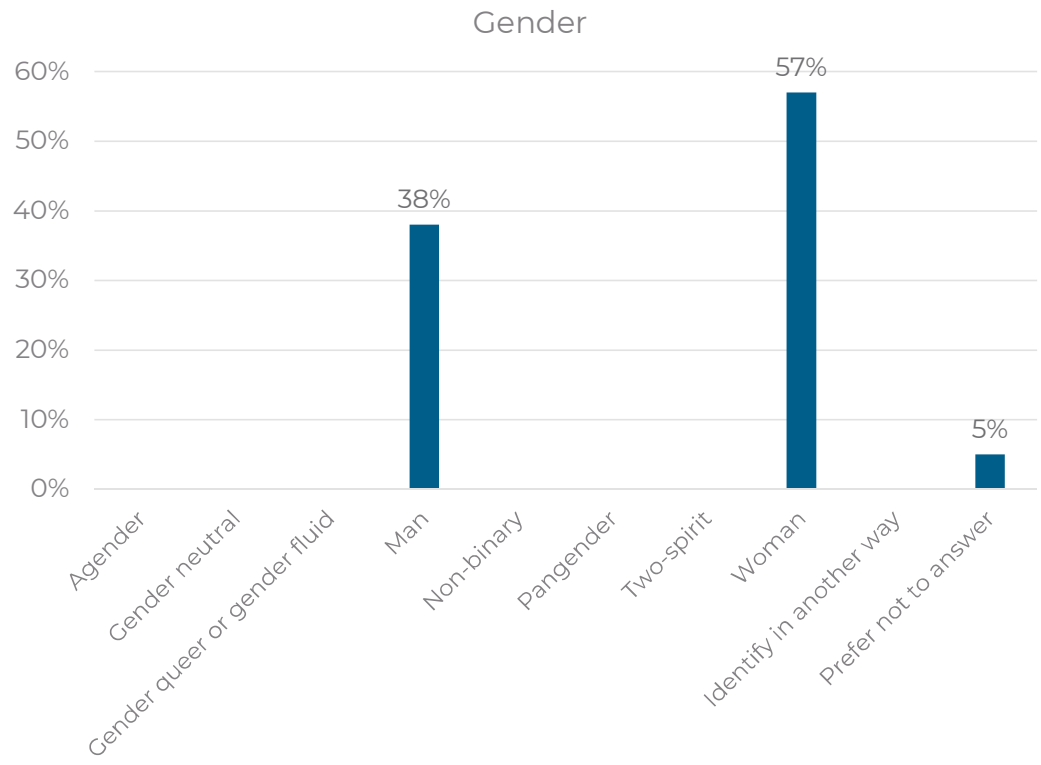
Demographics

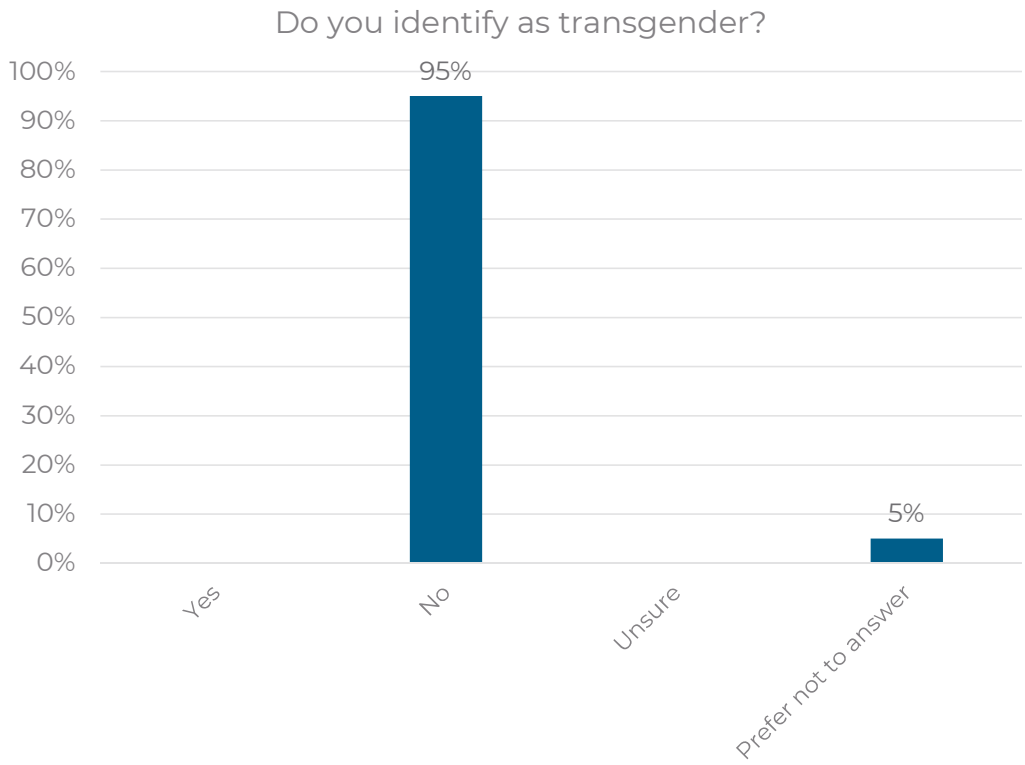


Demographics

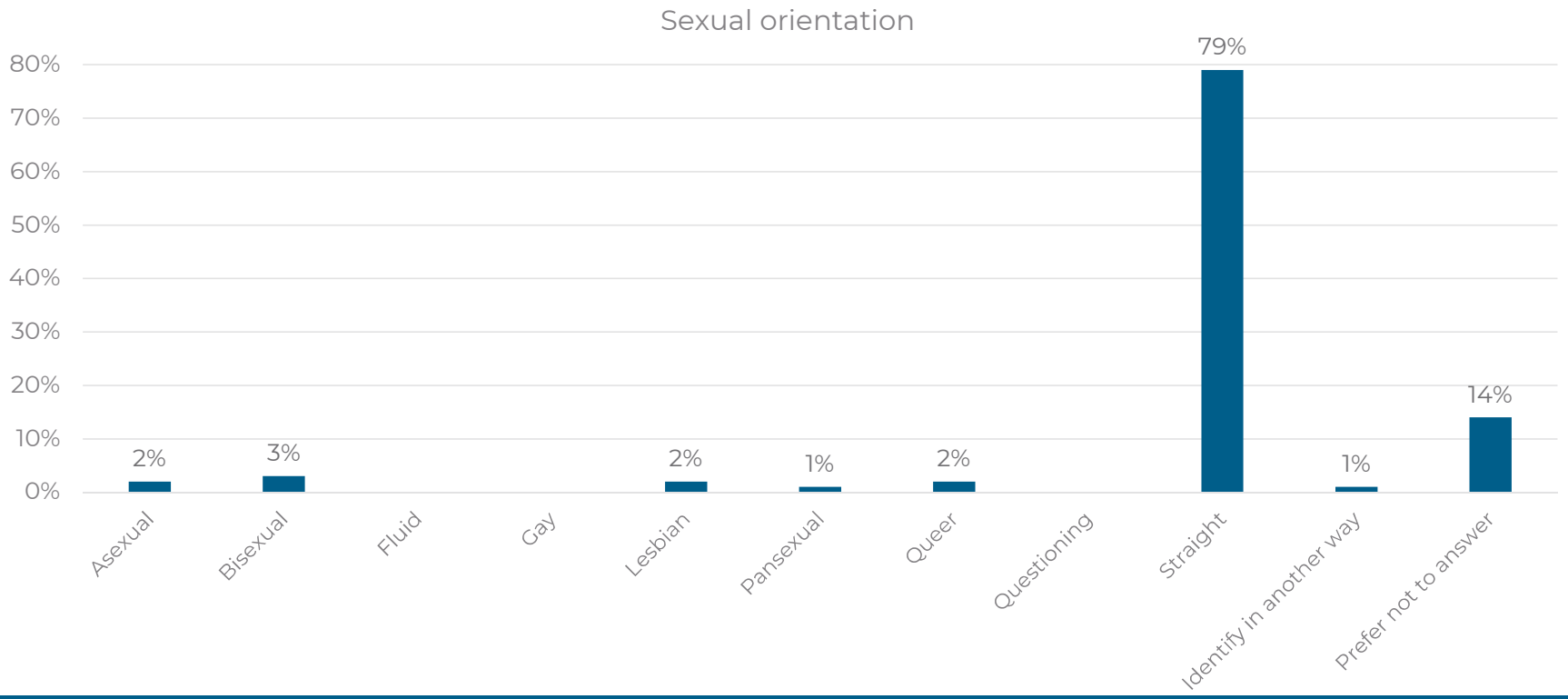


Demographics



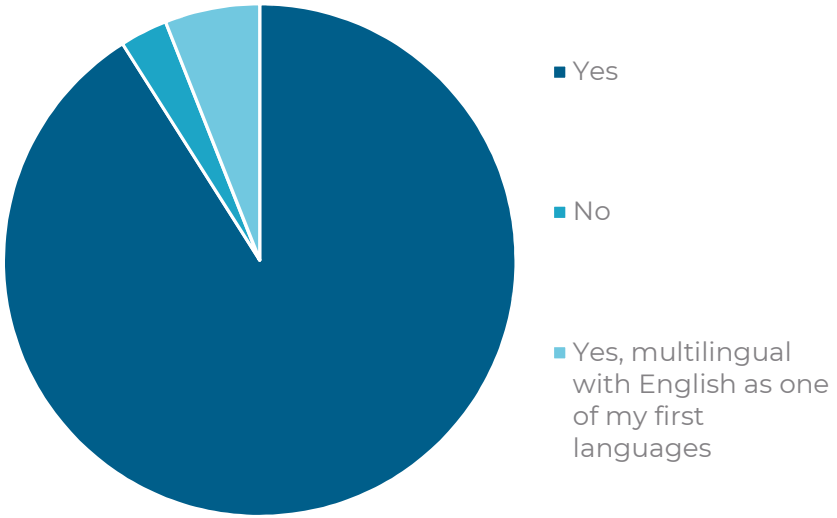


Demographics



Demographics

Is English your first language?



Top three countries of origin

1. United States – 85% of respondents
2. India – 2% of respondents
3. Germany – 1% of respondents

Memorandum

TO: City Council Workshop

FROM: Renee Eisenbeisz , Assistant City Manager

DATE: February 17, 2026

SUBJECT: Review of final reports from University of Minnesota's Resilient Communities Project Partnership

ITEM NUMBER: 1.b

SECTION: GENERAL BUSINESS

REQUESTED MOTION

INTRODUCTION

Over the last decade, the city has added nearly 1,500 multi-family units (MFUs), with approximately 300 more coming in the next few years. This, along with the number of townhomes, means that MFUs account for almost 45% of Shoreview households. In 2021, the city council created a strategic goal to improve and enhance its engagement with residents, especially those living in MFUs. The hope is to not only provide residents with information about the city but to ensure we are hearing from all of our residents and identifying potential community partners or volunteers.

The city created an internal task force in 2023 that was responsible for identifying strategies for engaging residents in MFUs. Since then, the task force has provided "Connect with us" postcards to apartment buildings to include in their welcome packets, hosted a few ice cream socials, and attended hot dog with a deputy events hosted by the Sheriff's Office.

In 2025, the city partnered with the University of Minnesota through their Resilient Communities Project (RCP). Through this partnership, the city was paired with two groups of students in the spring and fall semesters. By partnering with RCP, the city was able to continue work on an engagement plan with residents in MFUs. Below is a summary from each course, as well the task force's recommendations for moving forward. The final reports from each course are also attached.

DISCUSSION

Civic participation in public affairs

The first course that the city was paired with was civic participation in public affairs. Throughout the semester, the students worked on a variety of assignments that resulted in an engagement plan. The goals for the plan are to:

- Develop relationships with renters
- Understand their perspectives and incentives for participating on advisory boards
- Explore different engagement methods
- Increase a sense of belonging for renters

The plan provides a range of recommendations for the city to pick and choose from over two years:

- Events
  - Apartment pop-ups - host informal events with city staff at apartment complexes.
  - Slice of Shoreview, farmers market, and night to unite - have booths at special events throughout the year to educate renters on city happenings and opportunities for volunteering.
  - Focus groups - host focus groups with renters to hear about their perspectives.
- Activities
  - Participatory art piece - have renters participate in an art project that could eventually be displayed at city hall or the community center.
  - Renter or staff-led tours - host tours with renters to hear about their perspectives.
  - Food - focus the event around culturally appropriate, locally sourced food
  - Share of Shoreview game - play Share of Shoreview to held educate residents on our advisory boards.
  - Survey - coordinate a survey for renters.

Program evaluation

The second course was program evaluation. Over the semester, the students worked on a variety of assignments to help us with the survey and focus group recommendations from the first course. The goal for the students was to create methods for us to answer the following questions:

- Are the city's engagement efforts reaching MFU residents?
- Why aren't MFU residents currently participating in advisory boards?
- How do MFU residents engage and interact with the community at large?

The students identified the following methods for the city to implement over four years:

- Short-form survey - ask visitors at city events to place a token or check-mark answering the question "What type of housing do you live in?"
- Long-form survey - send a longer survey to MFU residents via Polco and ask a variety of questions around their current engagement efforts and potential barriers.
- Focus groups - facilitate three to five focus groups to help dive deeper into MFU residents' perspectives.
- Council interviews - talk with city council members to better understand how they interact with MFU residents.

Task force recommendations

The task force met in January to discuss the above information and identified the following recommendations:

- 2026
  - Create a tabling kit with a variety of information to hand out at events.
    - This would include making Share of Shoreview into a more interactive game.
  - Continue attending hot dog with a deputy events hosted by the Ramsey County Sheriff's Office.
  - Host one event at a senior facility.
    - Staff attended a monthly meeting at Scandia Shores in early February to give a city overview.
  - Host one event at a non-senior facility.
  - Host a booth at the Slice of Shoreview on Saturday
  - Conduct the short-form survey at farmers markets, Slice of Shoreview, and other

city events throughout the year.
    - Create and distribute the long-form survey.
        - Staff recommend having it open for at least six months so it can be advertised at apartment pop-ups, hot dog with a deputy events, rental inspections, etc.
    - Distribute information to property managers for them to include in monthly e-newsletters or new resident packets.
- 2027
    - Continue with events outlined in 2026.
    - Continue distributing information to property managers.
    - Incorporate public art piece at events for city's 70th anniversary.
        - Staff recommend having this be more community focused rather than renter focused.
        - Would work with Gallery 96 to create a paint-by-number mural.
    - Conduct city council interviews.
    - Host focus groups in late 2027.

RECOMMENDATION

It is recommended that the city council provide direction on the above. If the city council is comfortable with the task force's recommendations, they will begin working on the 2026 action items.

ATTACHMENTS

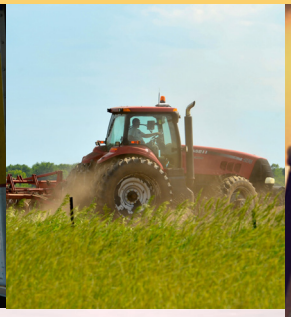
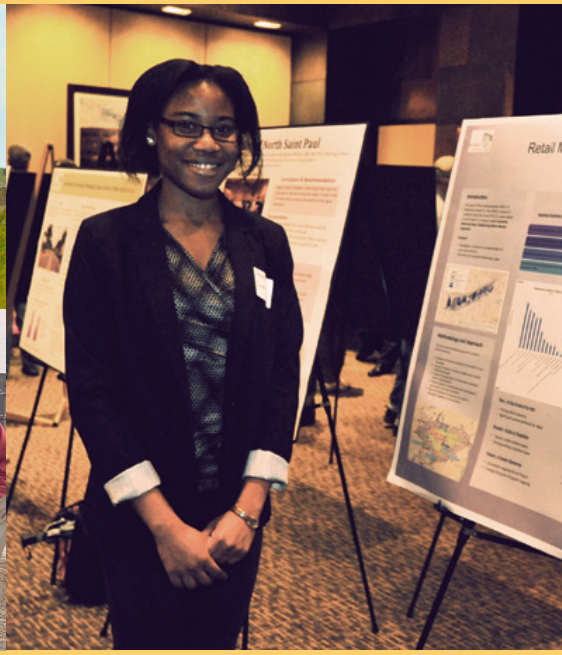
Civic participation in public affairs
Program evaluation

SPRING 2025

Share of Shoreview

Shoreview Multifamily Housing Outreach




Prepared by:

Ndunzi Kunsunga, Conor Kennett, Brenna McConnell Jansen, and Nicholas Soldano

Students in PA 5145: Civic Participation in Public Affairs
Instructor: Zakcq Lockrem
Humphrey School of Public Affairs

Prepared in Collaboration With:

Renee Eisenbeisz
Assistant City Manager
City of Shoreview

Resilient Communities Project
University of Minnesota

The project on which this report is based was completed in collaboration with the City of Shoreview as part of a 2024–2025 Resilient Communities Project (RCP) partnership, with funding from the City of Shoreview. RCP is a program at the University of Minnesota's Center for Urban and Regional Affairs (CURA) that connects University faculty and students with local government agencies in Minnesota to address strategic projects that advance local resilience, equity, and sustainability.

The contents of this report represent the views of the authors, and do not necessarily reflect those of RCP, CURA, the Regents of the University of Minnesota, or the City of Shoreview.



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Resilient Communities Project

UNIVERSITY OF MINNESOTA
Driven to Discover℠

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Executive Summary

Over the course of our spring semester course on Civic Participation, we adapted course assignments to serve Shoreview's request for a renter engagement plan. Our final products include a media analysis, a stakeholder analysis and map, an engagement plan, and suggested prioritization of activities that can inform Shoreview's budgeting process.

Our media analysis tasked us to explore dialogue about Shoreview present on social and traditional media sources to anticipate what important elements to include in our engagement plan might be. We found that while Shoreview has official city accounts on some social media sites, they are absent on other sites, and posts do not attract a lot of comments. Other activity regarding Shoreview specifically was minimal across social media, with the exception of some private Facebook groups, which we did not fully explore due to restricted access. Traditional media (newspaper, television, etc) coverage of Shoreview was minimal and, during our examination, focused on the then-upcoming House District special election. Generally, our findings suggested that "no news is good news": people don't seem upset or unhappy enough to garner much noise online or in the media.

Our stakeholder analysis contained both a demographic analysis of Shoreview focused on renters and a stakeholder mapping component to visualize power structures related to renters. Using data on multi-family units (MFUs) and census block group data provided by Shoreview, as well as American Community Survey 2023 data, we determined that areas of Shoreview with higher proportions of renters tended to have lower incomes, be slightly younger, and slightly more diverse than areas without significant populations of renters. We also found Shoreview to have a tight and competitive housing market, both for renters and owners, with vacancy rates for both tenures lower than their metro-area counterparts. Housing cost burden is more prevalent in Shoreview than in the metro. Because of the significant presence of senior housing, senior renters are a notable subpopulation of interest with a very different set of needs for engagement than other non-senior renters. When mapping stakeholders and their relationship to each other, we noted renters have relatively low power in decision-making processes, which stem from a variety of jurisdictional actors and flow towards residents. Developers and landlords are an important stakeholder in creating the renter experience because they hold much more decision-making power than renter residents, and their interests may not align. The renter-landlord relationship could offer an avenue to connect with renter residents by partnering with landlords and presents an opportunity to learn about renter priorities through landlords although there is a concern that landlords may not represent renter residents well. This led to recommendations in our engagement plan to utilize landlords ("apartment managers") as a connection point, but not to rely exclusively on landlords for renter engagement.

Our engagement plan offers a broad set of recommendations, as well as detailed activities with rationale behind our recommendations. We recommend a number of outreach activities and platforms, which can drive richer engagement at events and through other channels. The engagement plan should be viewed as a menu of options, which pairs certain activities with certain event types. For example, our card game, which builds awareness of commission participation opportunities, is adaptable to shorter events with smaller groups of players and to longer, more sit-down events with larger groups. The budget priority section suggests a two-year approach, with the second year's events and engagement building on those of the first year. This section is not intended to define budget line items specifically, but to provide a framework for prioritizing engagement activities when facing time and budget constraints.

Demographic and Stakeholder Analysis

Introduction

Shoreview is a second ring suburb located north of St. Paul, MN. It has a population of 26,921 living in 11,431 housing units. Of those, 83% of units are owner-occupied while only 17% are renter-occupied. The city is 78% white and has a median income of $101,733, both of which are above the metro-area (72% white and $95,102 median income). In general, Shoreview is a residential inner-ring suburb with a high level of homeownership.

Characteristics of Renter and Non-Renter Areas

To better understand any demographic differences seen between neighborhoods that contain renters and those that do not, we grouped small areas of Shoreview comprised of Census Block Groups (Map 1) into two categories: Renter Areas where 6% or more of residents are renters, and Non-Renter Areas where fewer than 6% of residents are renters. The total population of Renter and Non-Renter Areas are similar (Table 1). The median income and average age is lower in Renter Areas than in Non-Renter Areas and in Shoreview as a whole.

	Shoreview	Renter Areas	Non-Renter Areas
Population (total)	26,921	13,700	13,221
Housing Units (total)	11,431	6,115	5,316
Median Income	$101,733	$82,744	$127,438
Average Age	45.6	43.31	48.40
Diversity Index	45.54	45.61	41.78

Table 1: Population Renter Areas, Non-renter Areas, and Shoreview as a whole in 2020.
For Renter and Non-Renter Areas, weighted means of areas' observed values are shown for measures of Median Income, Average Age, and Diversity Index. (Source: U.S. Census Bureau, City of Shoreview)

Renters tend to have slightly smaller households than homeowners, which could suggest renters in Shoreview are less likely than owners to have families with children (Table 2). Since senior-led households tend to be smaller, the presence of senior rental housing could contribute to lower household sizes among renters.

Low vacancy rates suggest a tight housing market in Shoreview, with an especially low homeowner vacancy rate (Table 2). This could indicate that some Shoreview renters may be

looking for but unable to find homeownership opportunities. It should be noted that Shoreview's rental vacancy rate (3.0%) is lower than the Twin Cities Metro rate over the same time period (4.6%). This could indicate a lag as rental units come online in Shoreview and are quickly filled, while more pre-existing rental housing in the larger metro market maintains a more stable, slightly higher, vacancy rate.

	Renters	Homeowners	All Housing
Occupied Housing Units	2,116	9,207	11,323
Average Household Size	1.98	2.41	2.33
Vacancy Rate	3%	0.2%	2.8%

Table 2: Characteristics of renters and homeowners in Shoreview. *(Source: U.S. Census Bureau 2018-2023 5-Year ACS Estimates)*

Within Shoreview, Renter Areas tend to have lower median incomes than Non-Renter Areas (Figure 1). Possible explanations include:

a. Renters may tend to work in lower-wage industries or be earlier in career, or
b. The presence of apartments for seniors may pull down median incomes in those areas as seniors are less likely to work.

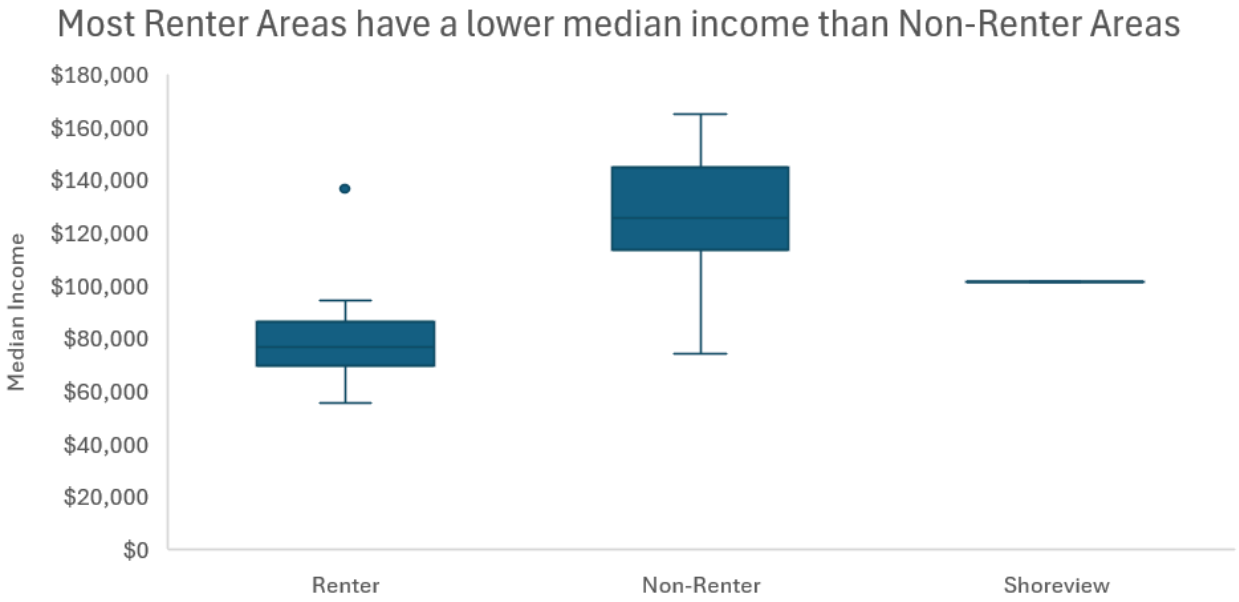


Figure 1: Distribution of Median Income by Area Type. *(Source: U.S. Census Bureau, City of Shoreview)*

Housing cost burden is defined as paying 30% or more of household income on housing costs. Nationally and regionally, housing cost burden occurrence for renters is high and has been generally increasing for the last several decades. The ACS 5-year estimate for the entire Twin Cities metro area indicates that 47.4% of renters are cost burdened, which is lower than the cost-burdened rate for Shoreview renters of 52.2% (Table 3). The same ACS 5-year data shows that median rents in Shoreview ($1,502) are slightly higher than median rents in the metro area ($1,396). Knowing that Renter Areas have lower incomes and a significant proportion of Shoreview's renters are cost burdened, we can expect negative implications on their quality of life, health outcomes, discretionary spending ability, and free time. Renter-specific engagement should account for this and expect a significant proportion of renters to be highly motivated by rental price changes, cost sensitive in other areas, and generally stretched thin.

Gross Rent as a Percentage of Household Income	Number of Rental Households	Percentage of Rental Households
Less than 15.0 percent	196	9.7%
15.0 to 19.9 percent	209	10.4%
20.0 to 24.9 percent	322	16.0%
25.0 to 29.9 percent	236	11.7%
30.0 to 34.9 percent	374	18.6%
35.0 percent or more	677	33.6%

Table 3: Rent as a percentage of household income in Shoreview. *(Source: U.S. Census Bureau 2018-2023 5-Year ACS Estimates)*

In terms of race and ethnicity, Renter Areas have a higher diversity index on average than Non-Renter Areas (Figure 2). While Shoreview itself is predominantly white, Renter Areas are more likely to have higher portions of residents of color. Taken together, these findings suggest that renters are more likely to be diverse, including more people of color than homeowners.

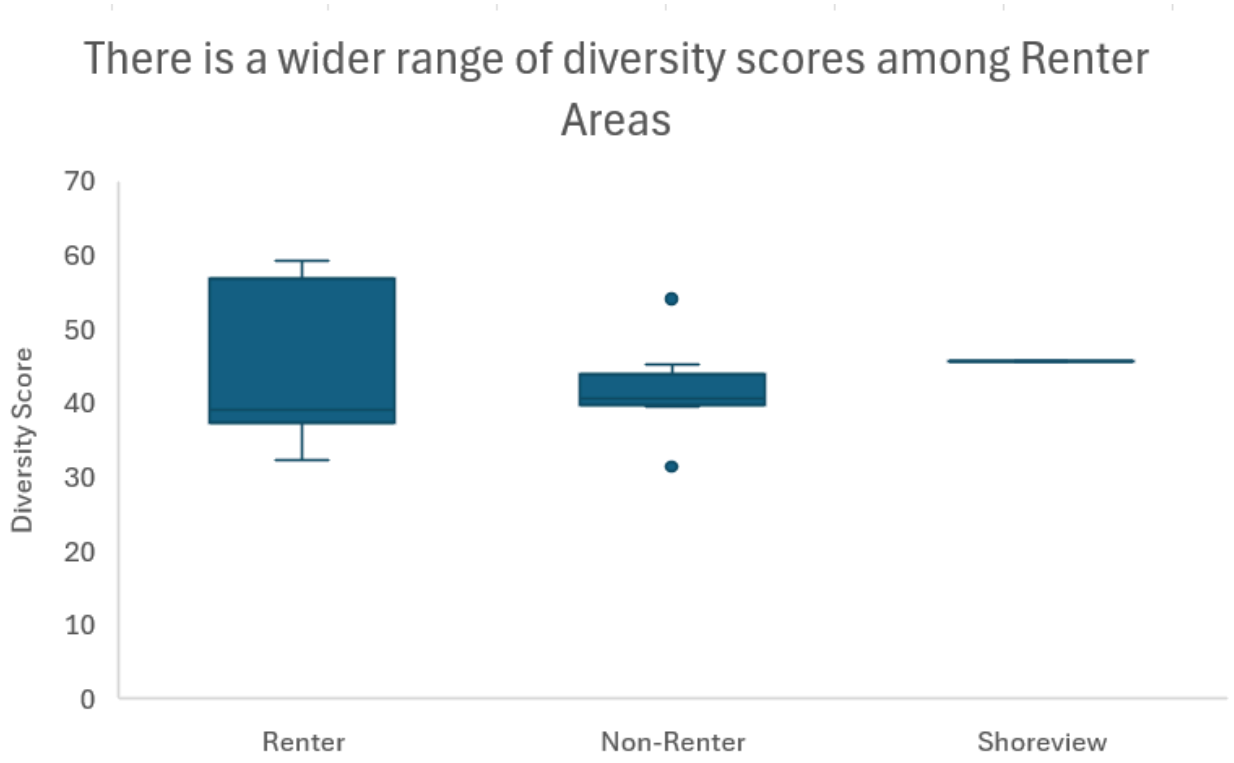


Figure 2: Distribution of Diversity Scores by area type. *(Source: U.S. Census Bureau, City of Shoreview)*

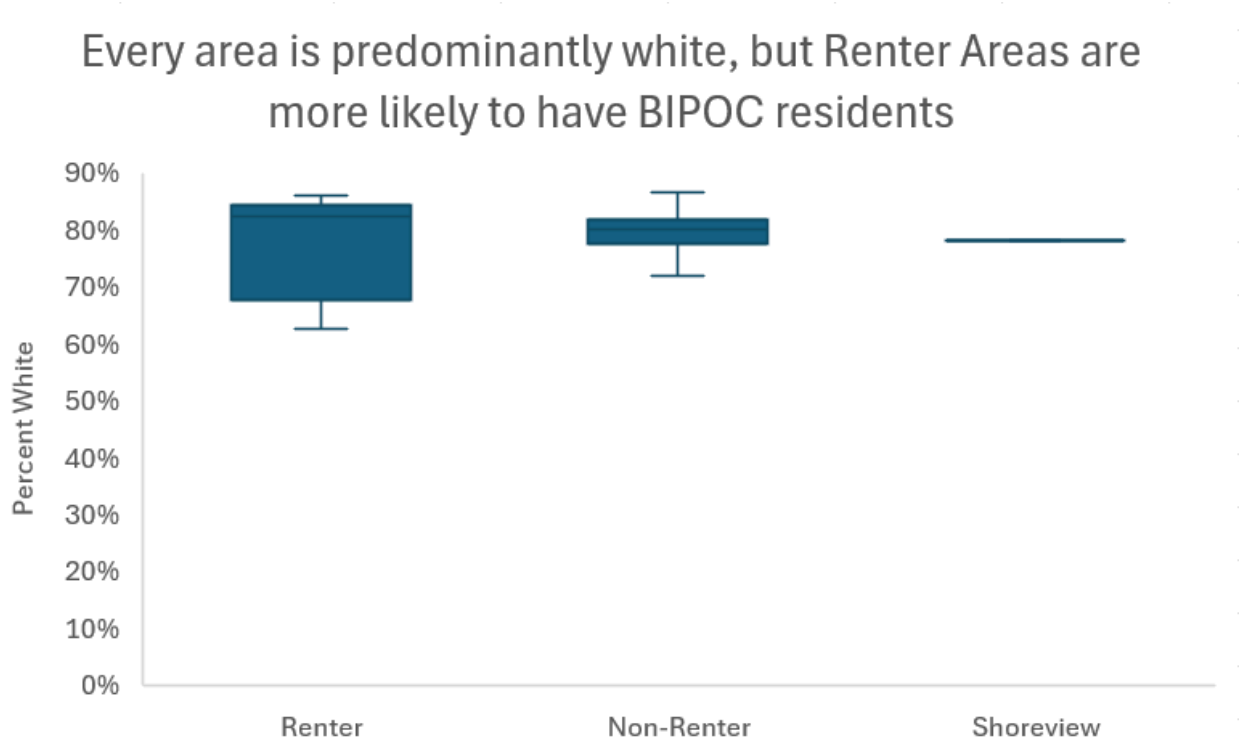
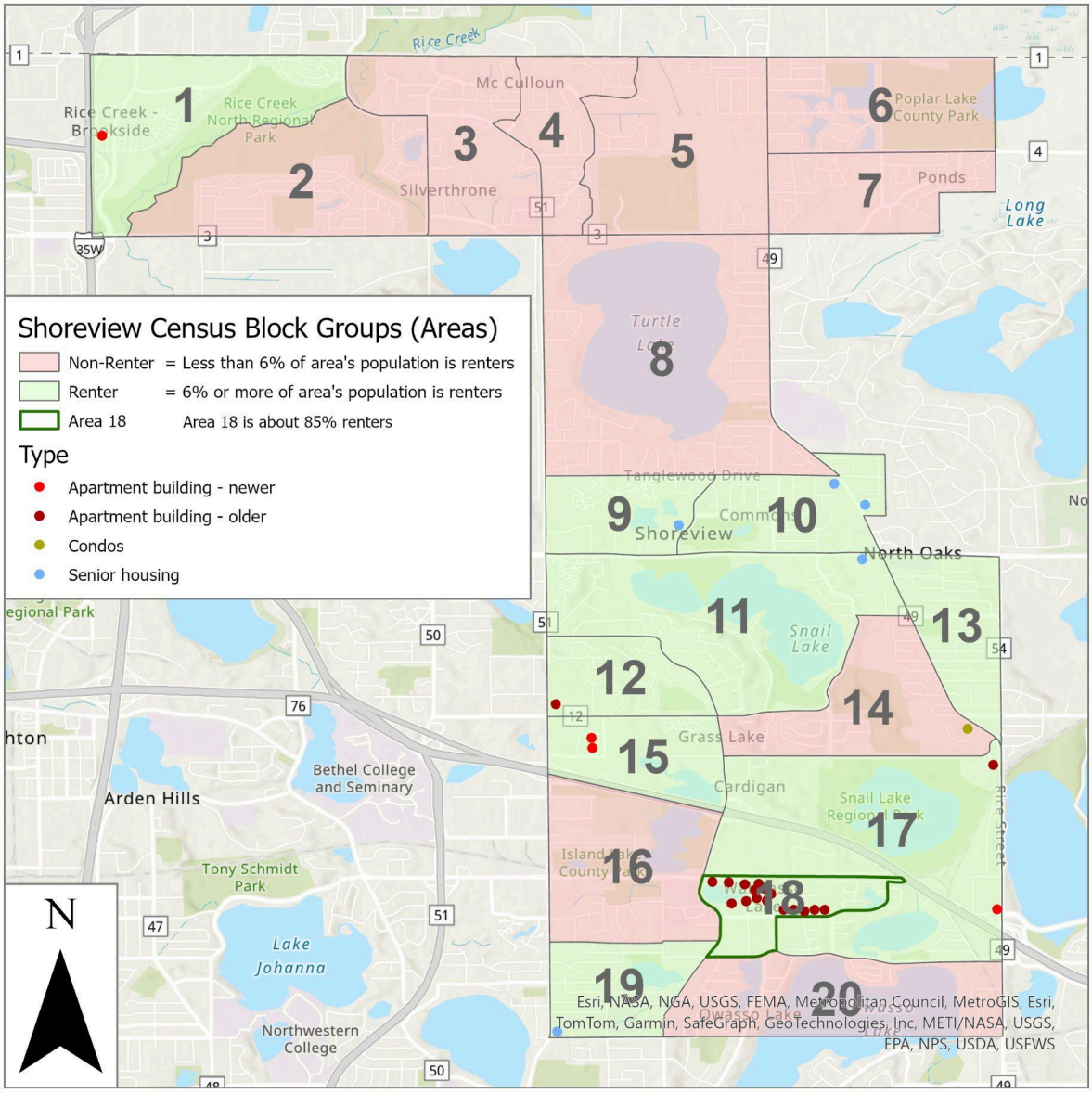


Figure 3: Percent of Population that is white by Area Type*. (Source: U.S. Census Bureau, City of Shoreview)*

A number of areas within Shoreview jump out for bucking larger trends within the city. For example, Area 18 is about 85% renters, while Shoreview as a whole is about 19% renter and all other areas are below 30% renters. Area 18 is a small geographic area with a number of apartment buildings, including both older and new construction. Area 18 also has a low proportion of white residents relative to the rest of Shoreview, a correspondingly high diversity index, and a lower average age (31) than the city (45). In contrast, Area 19 (18.5% renters) has one large senior apartment complex, has a high average age near 60, and has a median income slightly below the average for Renter Areas and significantly below the average for Shoreview as a whole. Area 19's racial demographics are roughly in line with Shoreview. A few areas (notably 5 and 13) indicated no apartment buildings but registered non-zero percentages of renters, indicating a small amount of scattered rental buildings, likely rental detached homes that may be visually indistinguishable from owner-occupied homes. The low proportions of renters in these areas, in conjunction with the dispersed nature of these rental homes, makes analysis of and outreach to these renters difficult.



Map 1: Renter and Non-Renter Areas, *MFU locations in Shoreview (Source: City of Shoreview)*

Stakeholder Mapping

We developed two categories of stakeholders based on their connection to the development of multifamily properties in Shoreview: those directly related to the rental properties, and those that provide services to the community more broadly (Figures 4 and 5).

The latter group includes local government entities and community organizations, including the City of Shoreview, Mounds View and Roseville School Districts, the Metropolitan Council, and Ramsey County. Of these, the City of Shoreview, Metropolitan Council, and Ramsey County may each hold some degree of influence over the construction of additional multifamily housing

and provision of services to renters. The Mounds View and Roseville School Districts, police department, fire department, and emergency medical services, may offer services to renters and multifamily housing residents but have little impact over the construction of additional multifamily housing. Per the City of Shoreview, these stakeholders' long-term plans can accommodate the population growth associated with increased multifamily housing. While they have little to no impact on the introduction of additional multifamily housing, their services contribute to a quality of life that helps shape multifamily residents' experience of Shoreview and willingness to continue living there.

In building the spaces that future renters live in, developers have significant power in shaping residents' experiences of Shoreview. Beyond the potential for future development projects, their stake declines once the project is completed. By contrast, once a multifamily housing complex is built, landlords and property management companies have an ongoing stake in Shoreview's planning processes because their business depends in part on the resident experience. Townhome associations and neighborhood associations, as representatives of collections of citizens, will be directly impacted by Shoreview's planning decisions. Depending on their degree of organization and engagement with the city, they may have outsized influence on planning processes.

Of all the stakeholders, renters are the most personally impacted and currently have little power or engagement in municipal decision-making processes. Among renters, subgroups including seniors and low-income residents may have extra high barriers to engagement.

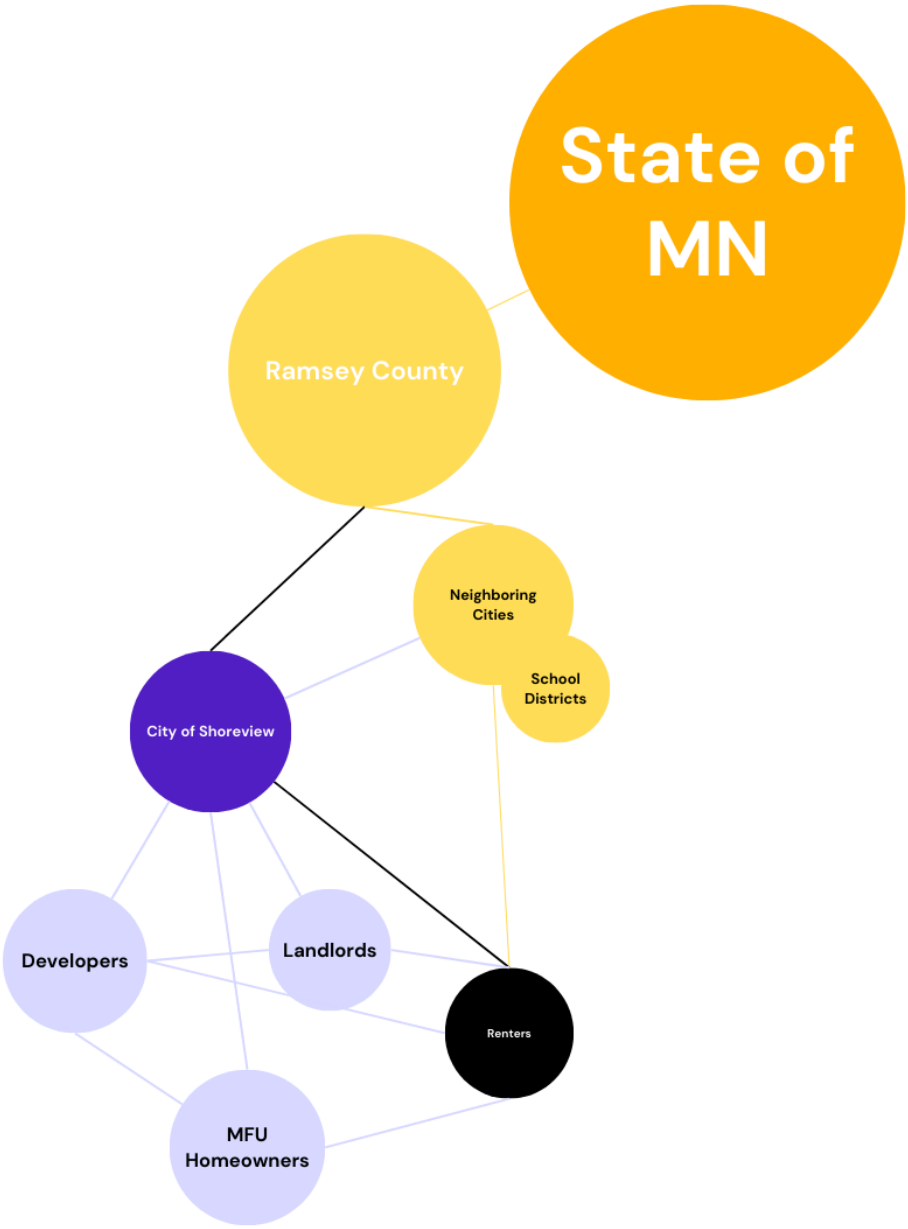


Figure 4: Stakeholders related to Shoreview's MFUs. *Size indicates relative degree of political power.*

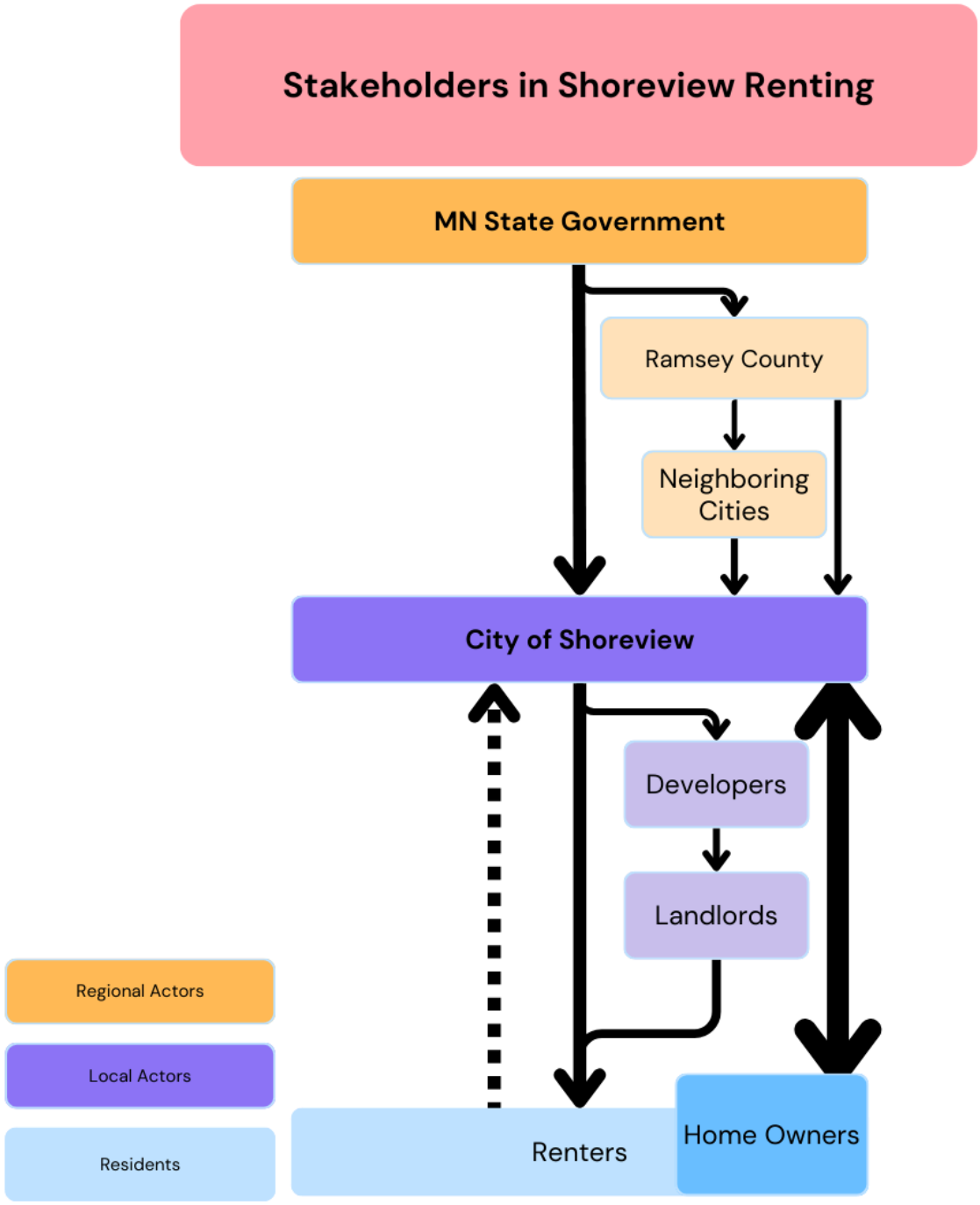


Figure 5: Flow of decision-making between stakeholders. *Solid arrows indicate current flow of decision-making. Dotted arrows indicate aspirational flow of decision-making.*

Media Analysis

Introduction

This assignment tasked us to examine Shoreview's perception across various media sources, as a method of predicting responses to our proposed engagement plan. Chiefly, we looked for trends in public comments that could inform our engagement plan. As a team, we collected information from public sources to develop our understanding of any frequent conversations happening among Shoreview community members, which could inform the development of engagement strategies. In early February 2025, our team read reviews of Shoreview apartments on Google Maps, articles from the local newspaper the Shoreview Press, and Shoreview-specific pages on most major social media platforms: Reddit, X, Blue Sky, Facebook, Instagram and Youtube. This included the City's official pages on Facebook, Instagram, and Youtube. We found few instances of widespread dialogue on these public forums, but the exercise improved our understanding of the City's self-image and pointed toward a couple potential venues for future engagement opportunities. While no central issue of concern emerged, accessibility for seniors, pets, and children emerged as important factors to keep in mind.

City Use of Media Outlets

Most of Shoreview's municipal updates are found on the City's Facebook pages. Recent posts there include election results and news of Metro Transit's new Metro Micro bus service. This seems to be the platform where Shoreview dedicates its "hard" civics, so to speak. Potentially of note, Shoreview is part of MN House District 40B, which has an upcoming special election due to a residency violation of the winning candidate in the fall 2024 election.

Shoreview's Instagram is very well maintained and focuses primarily on publicizing community events, sharing information about the community center, and maintaining a sense of community by acknowledging relevant holidays and heritage months.

"ThinkShoreview" is an "Official City of Shoreview business and economic development account" on Twitter/X that highlights local development, small businesses, and business services provided by the City and the Economic Development Authority. Posts see minimal engagement (less than 20 views, few if any replies). Shoreview has no presence on BlueSky and is not discussed there either.

Shoreview supplements these other platforms on Youtube, with videos that give detailed explanations that can't fit within a Facebook or Instagram post. The City's use of this platform

seems to emphasize quality over quantity, with few videos spread throughout each year that range from 30 seconds to an hour in length. These videos include community events like an environmental speaker series and a yearly State of the City address. Beyond the three aforementioned social media sites, the city's website also had a link for an email subscription.

Community Use of Media Outlets

Publicly visible social media groups relating to the whole city were small and inactive and many of the neighborhood groups included people from neighboring municipalities. Overall the interactions regarding the neighborhoods that contained a significant amount of multi-family housing largely centered on selling or giving away used items and community updates.

Searching for Shoreview on Twitter (now X) and Bluesky revealed little information; the only content of note was one or two accounts resharing information regarding the upcoming State House SD40B special election in March 2025. Otherwise, Shoreview as a topic sees little engagement on Twitter/X. Conversations on Nextdoor were surprisingly limited as well. Publicly visible Facebook pages where people could find updates that related to the city of Shoreview such as the shared MN Community page between the city and the neighboring communities of Blaine, Circle Pines, Lexington and Lino Lakes. As the name suggests, this page was community-based and community-run, consisting of local members and businesses.

On Reddit, the general sentiment across a small number of posts regarding Shoreview itself on the subreddits r/twincities and r/minnesota were positive, noting good schools, access to amenities like the Community Center, parks and lakes, and easy access to both St. Paul and Minneapolis. There was some acknowledgement of rising home prices.

Generally, the Shoreview community seems to have no significant current issues or challenges that stand out from surrounding municipalities. This is also reflected in the lack of Shoreview-related content in major news publications like the Star Tribune.

Recurring Comments and Opportunities for Engagement

Across all of the social media posts and Google Maps reviews of apartment buildings, themes of family life emerge consistently. People seem satisfied with the quality of schooling available and generally tout Shoreview as a family-friendly place to raise children. This creates opportunities for engagement in connection with either schools or kid-focused events, organizations, and businesses. We also found a notable amount of engagement online regarding the Slice of Shoreview summer festival. This event seems well-established and noted by the community, and we will further explore its potential as an avenue of engagement later in the development of an engagement plan.

The focus on family life also extends to Shoreview's reputation as a pet-friendly community. This was mentioned in a scattering of social media posts and in some apartment reviews. Assets like the Rice Creek Off-Leash Area provide another possible venue for engagement; reviews of apartment complexes showed pet-friendly amenities were well liked, so engaging directly with renters through pet-friendly events or at the dog run may prove fruitful.

The Shoreview Community Center specifically was mentioned across a variety of channels and seems like a celebrated community asset. The Community Center is a public membership gym and indoor waterpark with open access times and scheduled group events/classes. While some residents expressed concern that the City's resources were dedicated to the Community Center and related programming, this facility is presented as a cornerstone of Shoreview's civic identity and could be a useful site for hosting or publicizing engagement opportunities. However, it is possible that renters' use of the Community Center is limited because apartment buildings feature private gyms and many renters do not have children.

Overall, Shoreview's online presence suggests accessibility for kids, pets, and seniors are important factors in drawing renters to Shoreview, and are likely to be important components of successful renter-engagement efforts.

Resources

Resources consulted for this media analysis include the following:

Facebook Pages (https://www.facebook.com/)

The Slice of Shoreview: https://www.facebook.com/thesliceofshoreview, accessed Feb. 10, 2025

Circle Pines/Lexington/Blaine/Lino Lakes/ Shoreview, MN Community Page: https://www.facebook.com/groups/741870293560298, accessed Feb. 10, 2025

City of Shoreview: https://www.facebook.com/cityofshoreview, accessed Feb. 10, 2025

Shoreview Parks & Recreation: https://www.facebook.com/shoreviewcommunitycenter/, accessed Feb. 10, 2025

Google Maps (https://www.google.com/maps)

Twitter (https://x.com/search?q=shoreview%20mn&src=typed_query)

Bluesky (https://bsky.app/search?q=shoreview+mn)

Local Newspaper: Shoreview Press (https://www.presspubs.com/shoreview/)

Youtube (cityofshoreviewmn - YouTube)

Instagram (City of Shoreview (@cityofshoreview) • Instagram photos and videos)

Shoreview Website (City of Shoreview | Home)

Public Engagement Plan

The Public Engagement Plan (PEP) provides a menu of proposed engagement and outreach activities. The key components of this plan are intended to provide a framework for an engagement process that can be modified in response to feedback received throughout the planning process.

Goals

The purpose of this plan is to guide Shoreview's future engagement activity in a renter-focused manner that can lead to more active participation in civic processes by renters. Engagement with the Shoreview community and stakeholders will:

- Develop relationships with renters who live in MFUs
- Gain renters' perspectives about what would make it possible for them to participate in city advisory boards and other city initiatives
- Explore different engagement methods, evaluate which ones Shoreview renters respond strongly to, and iterate on engagement strategies
- Increase sense of belonging for renters in Shoreview; view themselves as important members of the community whose point of view is valued

Outreach Objectives and Audiences

Recommended Objectives

- Host 4 renter focus groups to understand what would facilitate renter participation in commissions and/or engagement events
- Plan and complete 4 renter-specific "pop up" events per year at events including Slice of Shoreview, Night to Unite, and Shoreview Farmers Market
- Host engagement events at all of the senior apartments and half of the non-senior apartments
- Increase renter participation on citizen commissions; two renters appointed to commissions by January 2026
- Identify barriers to renter participation and refine the engagement plan based on renter feedback

Audiences

Renters are the primary audience. We assume there may be important subpopulations, including:

- Senior renters: accessibility needs may require more events at the housing complex
- Young adult households with small household sizes: These households may be divided by different motivations and life plans:
    - Young/early career professionals who may seek home ownership opportunities in Shoreview
    - Renters who plan to live in Shoreview temporarily and may be more hesitant to commit to long-term participation opportunities

Outreach Methods

Digital: The lack of chatter on social media, regarding Shoreview generally and in response to City posts, implies residents (including renters) are not terribly engaged with city-related content in publicly visible online forums. The effectiveness of digital engagement is likely to vary across age groups. Digital messaging and strategy could address these factors by:

- Ensuring the City's digital posting includes links/methods for viewers to connect and communicate back to the city
- Use digital communication specifically for topics/projects of interest to younger audiences
- Partner with businesses/events that cater to younger residents
- A digital space that is run by the City and is intended for citizens to pose questions and desires to the City directly

Analog: Because it is unclear what online usage patterns are, we will also focus on where we know they are - at their homes. Because renters in multi-family housing units are densely populated, targeting these audiences enables low-cost, high-reward physical engagement; residents can reliably be expected to pass by entryways, driveways, access roadways, enabling physical signage in these high-traffic locations to reach larger audiences than otherwise expected in less dense, single-family home areas. While physical signage may seem like an "old school" engagement technique, they can remain useful tools for increasing message awarebess and, when used away from vehicle-centric locations, QR codes can link directly to online tools like surveys, email lists, project websites, etc. Options for analog outreach include:

- At the housing complexes:
    - Ask for your message to be included in MFU's newsletters or email blasts
    - Signage at entrances and in community spaces
    - Door hangers
- Direct mailing to every unit

- Explore advertising with MetroTransit on the bus routes serving Shoreview:
    - Rt 62 (local service every ~30 min, east side of Shoreview) and
    - Rt 250 (weekday commuter service to downtown Mpls)
    - Consider: Can MetroTransit advertise on these routes only? How often can visuals change (per project/event advertising or a standing link/QR code)?

Engagement Methods

Activities to Incorporate at Events

The following engagement activities could be incorporated into various engagement events:

Culturally appropriate, locally sourced food, aware of restrictions and holidays such as Ramadan.

Participatory art piece to build renters' connection to the City and demonstrate the value Shoreview places on its renters. Examples of participatory art projects generally ask participants to create or customize a smaller piece of a larger project that, when assembled, yields an artistic work created collectively.

The "Invading Richmond" exhibit of the Invasive Queer Kudzu collection offers an example of a more complex participatory art project. LGBTQ+ contributors were invited to write their stories on quilted leaves, which were attached to each other to create vines. A similar concept could be used to collect Shoreview residents' stories and combine them into a single art piece such as a 3D version of the city's tree- and water-centric logo.



Example of a collage composed of smaller images.

We suggest a simple participatory art project in which participants are invited to pose for pictures at engagement events or submit a photo of something they find meaningful, which will be incorporated into a collage. The final product could be physically or digitally arranged into a tree-shape inspired by Shoreview's logo, or shared with a professional artist to create a collage that reflects the spirit of Shoreview. This art project can be incorporated into every renter engagement event if staff bring a camera and quick photo printer. During engagement events, staff would invite residents to take photos of themselves or something else. The printer will be used to print a copy of the photo for residents to take home, while the City retains the digital version to incorporate into the collage. A QR code could also be available for residents who want to upload a photo of something they value without using the City's camera. Staff should invite residents to share their email or phone numbers so they can be invited to a celebration when the art piece is finalized and revealed.

Alternatively, the City could collaborate with the Shoreview-focused Gallery 96 to design and engage renters in creating a participatory art piece or incorporate renter engagement into a broader public art project.

Card Game: Our game, “Slice of Shoreview”, is a collaborative card game where players take on the role of various Shoreview commissions. Players collect resource cards, may trade, and have a limited number of rounds to collectively accomplish as many of their assigned goals as possible. The purpose of the game is to expose players to the various commissions they could serve on, give examples of what those commissions could accomplish, and encourage discussion of how to prioritize and allocate resources. The game is adaptable, with a shorter version for fewer players and a longer version for more players, and can be repeatable for participants to learn about all of the commissions. The intent of the card game is not to serve as a standalone educational tool, but to build familiarity with commissions and stakeholders and serve as a conversation starter.

Walking and Biking Tours: These events create space for renters to lead conversations about their perceptions of the city through informal dialogue with other renters and city officials. Examples of tour themes include:

- Tours could focus on one MFU’s neighborhood/surroundings and those residents’ experience and perception of the built environment.
- A dog-focused tour could begin and end at a local park and build community between pet owners.
- A biking tour could partner with the Bikeways and Trail Committee to demonstrate new infrastructure, explore gaps in the network, or identify needed improvements.

When possible, we recommend the City collaborate with a renter resident or local organization to lead tours of places that they frequent in their daily life because the resident lead might be able to encourage community members they know to participate, yielding greater participation. Ideally, a resident renter (or group) can design the route, help publicize the event, and lead the tour. This seems most likely to be most successful in MFUs that already have strong networks among renters or high turnout at apartment pop-ups. Renters who lead these tours should be paid for their time. At these renter-led events, staff should take a supporting role and let the renters set the tone. If identifying a renter lead is not possible, such tours could be advertised as a more loosely structured walk with the mayor or city staff. These staff-led tours could allow City leaders to highlight amenities such as parks, historical landmarks, and other community features. The intent and outcomes of the tour will vary depending on who leads it.

Renters, staff, and elected officials can all be considered key audiences for these tours. For renters, the tour offers an opportunity for community-building and increasing a sense of connectedness with the physical space of Shoreview. For staff and elected officials, these events offer an opportunity to build relationships with renters and listen to their perspectives.

A good practice for staff would be to take notes about what renters draw attention to and provide participants with a clear avenue for follow-up to any interests or concerns that arise during the tours.

Survey: If Shoreview identifies specific questions related to barriers renters face to participation with the City, a paper survey could be incorporated into some renter-specific engagement activities (See Appendix A for topic suggestions). To avoid survey fatigue and increase likelihood of a good response rate, this should be done after an engagement campaign has been initiated through other means. Simply putting out a broadly focused survey should not constitute the focus of Shoreview's renter engagement; broad surveys without meaningful purpose and actionable follow up can deter future engagement and be counterproductive to the goals established here. The City should identify specific questions they want to answer through the survey and confirm they have capacity to process the results, implement an action plan based on the results, and follow up with surveyed residents to thank them for their feedback, share the resulting action plan, and invite residents to participate in its implementation.

Event Types

Apartment pop-ups: When possible, partner with landlords to host events onsite at MFUs. Aim to make these events engaging enough that residents will linger, providing more opportunity to have conversation with City staff and complete all activities to build familiarity with the City. For apartment complexes that already have standing social events, such as coffee hours and bingo nights, Shoreview could ask to join an already existing event as a guest.

Pop-ups at other events: These pop-ups are intended to meet renters at public events they already enjoy within the City. Pop-ups should include Slice of Shoreview, Shoreview Farmers Market, and Night to Unite.

Activities can include culturally appropriate food, interactive art pieces, abbreviated card game, and a staff- or renter-led tour depending on the event venue.

Standalone public events: Shoreview can host standalone events at community spaces that renters might frequent, including the community center, library, dog park, and/or other public spaces. Events at dog parks could provide dog treats for participants. Events at community center/library should consider providing food/snacks for attendees. Standalone events offer a great opportunity to involve renters in planning the event, especially when renter-led tours are included.

Interviews or focus groups with renters (split seniors and non-senior renters): Host individual or small-group conversations to hear about their lives generally, their experience with

City engagement, and what barriers they personally face to participating in City volunteer opportunities or engagement events. An interview or focus group series should focus on a specific theme (see Appendix A for topic suggestions). Based on the demographic profile of Shoreview's renter areas, it may be logical to host separate focus groups for senior renters and young adult renters since their needs and priorities may differ.

At focus groups, the card game could be used as an icebreaker or conversation-starter. Depending on the type of information that Shoreview wants to collect, the focus groups could include data collection activities in addition to standard discussion questions to provide an outlet for participants who might feel less comfortable sharing their thoughts out loud. For example, for a focus group dedicated to renter involvement in commissions, participants could be asked to select a dot sticker color-coded to match a commission they are interested in and the sticker on a 24-hour schedule to indicate what time they would be available to attend a commission meeting.

Incorporating Engagement Activities at Events

We suggest incorporating the activities into the events as displayed in Table 1. Not all activities indicated need to take place at all events of the indicated type, but check marks indicate which activities would be a good fit for each event type. Note that we recommend postponing a survey until relationships with renters have been initiated through other means to ensure the survey's themes are best fit to needs of Shoreview's renters and avoid survey fatigue. That said, while a survey could be incorporated into any of the event types it is not marked as recommended for most event types in Table 1.

Suggested Topics for Surveys and Focus Groups

Topics for surveys and focus groups should be tailored to a more specific question the City of Shoreview would like to explore with resident renters. Potential themes for a survey or focus group include:

Interest in Volunteer Positions: Do renters know what volunteer Commissions are? Are they interested in participating? What commissions are they most interested in? Do they have any barriers to participating, such as transportation or childcare? Digital surveys with "choose your own" pathing could ask about a specific commission's schedule to identify common scheduling conflicts.

Interest in City Direction: What do renters appreciate about living in Shoreview? What would they like to see improved? What makes them feel supported by the city they live in?

Relationship to Shoreview: Why do renters live in Shoreview? Do renters intend to live in Shoreview for the long term or short term? How do they perceive the process of finding a home in Shoreview?

Evaluate Engagement Plan Efficacy: Were you aware of these events? Did you attend them? Are you aware of these upcoming events? Circle all of the events below that you would be likely to attend. Do you plan to attend; why or why not? What inspires/would inspire you to attend City-sponsored events? What, if anything, prevents you from attending City-sponsored events?

Table 1. Suggested activity and event types

	Participatory Art Piece	Renter-led Tour	Staff-led Tour	Local, Culturally Appropriate Food	Card Game	Survey
Apartment pop-ups	X	X	X	X	X	
Slice of Shoreview	X				X	
Shoreview Farmers Market	X				X	
Night to Unite	X	X	X	X	X	
Standalone Events	X	X	X	X	X	
Interviews and Focus Groups				X	X	X

Budgeting Priorities

In designing a renter-specific engagement plan for the City of Shoreview, we have identified 4 major categories of events. These vary in length, staff time required, and cost in materials/supplies. Some materials and supplies estimates are flexible, based on the physical space required (hopefully utilizing some City-managed spaces at no additional cost). Food budgets may also be flexible within the plan, so that later events can reflect past turnout to inform purchasing decisions. The game element of the plan reflects a minor and mostly fixed cost because it can be purchased once and used repeatedly, subject to minor wear/tear/loss.

The participatory art project could present a higher material cost. However, we believe that engaging Shoreview renters in a participatory art project will increase their sense of belonging and investment in Shoreview, reward their engagement to promote further interaction, and create a final project that can be representative of Shoreview's renters as a focal point moving beyond this plan. For the purposes of this budget, we've annotated events with "marginal use costs" to indicate the need for photo paper and ink, consumed at each event, as a small per-event cost. Engaging in the art project would also involve more significant fixed costs: a digital camera and transportable quick printer. If the City engages with an artist or arts organization to create the final product, this would increase the project's cost.

Below, we make recommendations of activities that should be prioritized in each year of a 2-year plan. Our recommended 2-year plan represents a comprehensive but strategic menu of options for Shoreview to choose from. Year 1 focuses on more, smaller events to reach as many renters as possible where they already are, and ramps up to larger events that ask renters to meet the City in public spaces that allow more in-depth data collection in the second year. The intention is that Shoreview can reflect on their experience through the first year, using information gathered and impressions of how each type of event was received, to execute a more in-depth and targeted engagement plan in the second year. Specifically, the inclusion of focus groups in the second year assumes that Shoreview can identify participants and areas of interest in the first year to inform those events, yielding focus groups that can serve as higher "return on investment" (of staff time) avenues for understanding how best to serve and engage with renters moving forward.

Shoreview currently has 6 staff to dedicate to this project. Each staff can dedicate up to 24-30 hours per year, making a maximum of 180 staff hours available per year. We are providing a recommendation of what activities to prioritize when dedicating this time to renter engagement.

Year 1

- Apartment Pop-ups (1 per apartment complex): Because these events allow Shoreview to meet renters where they are guaranteed to spend time, they should be the top priority when establishing relationships with renters in Year 1. The style of pop-up can vary based on the community found at each apartment complex. Pop-ups in Year 1 should aim to leverage existing events (see below) when possible to facilitate increased attendance. Options include:
    - Pet-centered event: Host near the dog run. Freebies include treats and toys for dogs and cats. Invite residents to take pictures of their pets or their pet's favorite toy to include in the collage
    - Join a pre-existing event: For MFUs that host coffee, bingo, trivia, or a similar activity, ask if Shoreview can join as a guest. Would the hosts be open to the City bringing materials to make the event more Shoreview-themed? (Shoreview themed bingo or trivia)
    - Parking lot pop-ups: Host free food, games, and art activity at the MFU.
- Farmers Market: Table at the weekly Shoreview Farmers Market as an opportunity to play the card game, discuss other current events with attendees, and promote the resident commissions. Regularly attending this popular event could provide a low-barrier, low-intensity avenue for engagement with renters whose attendance at the farmers markets suggests an inclination to participate in Shoreview-specific events. Engagement results from Year 1 can be used to adjust for Year 2.
    - Play the "Share of Shoreview" game (abridged/shorter version) and employ the art project.
- Slice of Shoreview: This is a flagship Shoreview event; attendees will be renters and owners, so special attention should be paid to renters. This is an opportunity to drive awareness of other engagement opportunities.
    - This could be an opportunity to play "Share of Shoreview" as the longer version with a larger number of participants, or many short games with a lot of different players.
- Night to Unite: Another flagship event; prioritizing programming in neighborhoods where MFUs are located offers another opportunity to meet residents while they already are while taking advantage of attendance numbers from another popular event. The renter engagement team could partner with public safety agencies to incorporate renter-specific messaging into the event.
- Participatory art project management: The participatory art project is prioritized for its ability to be woven into events throughout the year to create a cohesive engagement effort. The final photo collage then represents the culmination of a year's worth of citizen participation and can foster a sense of community developed through contribution to a shared project.

Year 2

- Focus Groups: The purpose of focus groups is to understand the successes and challenges around renter participation in a more in-depth manner. Participants should be motivated but may not already engage with the city; this is an opportunity to understand their specific, individual barriers. We recommend prioritizing focus groups in Year 2 rather than Year 1 so that important potential themes can be identified through conversations with renters before investing in focus groups.
    - Bring 5-10 renter participants together with 2 city staff. Ask open ended questions that are informed by findings from Year 1 engagement. Possible topics: What is their housing plan for 2-4 years? What's their relationship with their neighbors, both in MFU/beyond? How could the city be more responsive to their needs or reflective of their experience?
    - If Year 1 engagement was not successful (low renter attendance/interaction), a focus group could convene apartment managers/owners for the purpose of collaborating on other engagement events, promoting better attendance in the future, etc. Note that this is NOT engaging with renters; this should be used as a limited option to restrategize if other engagement strategies are failing.
- Apartment Pop-ups
    - We recommend lowering the priority of apartment pop-ups during Year 2 to create capacity for other events, including focus groups. In scheduling apartment pop-ups for Year 2, prioritize MFUs that have senior residents or residents with significant transportation barriers, MFUs that did not have pop-ups in Year 1, and MFUs that had very successful apartment pop-ups in Year 1 and hold promise for ongoing relationship-building.
- Walking Tours: Deepen relationships established in Year 1 by collaborating with renters or community groups to coordinate walking tours. These events could stand alone or expand on successful apartment pop-ups in Year 1. If a certain Year 1 pop-up went well and yielded connection to a willing renter-leader, that enthusiasm should be captured.
- Slice of Shoreview and Night to Unite: Because these are flagship events, attending every year provides an opportunity for the City to make itself predictably, consistently available. Engagement at all events could point towards these flagship events so that participants at smaller pop-ups have another avenue of casual connection to look towards.
- Other standalone public events
    - Should include Community Center holiday events (NYE, Santa's Workshop, Valentine's Day, etc)
- Participatory art project management: If successful in Year 1, continue the art project as a routine component of engagement, or use lessons learned during Year 1 to redesign a new project for Year 2.

Activities and Cost Considerations for Event Types

Event	Activities	Cost Considerations	Supplies
Interview/focus group	Start by playing Share of Shoreview Interview questions 5-10 participants	Staff time - prep, interview time (2 staff), data processing Space - rent (apartment common room; community center space; office space w/ travel reimbursement) Snacks Participant compensation	Game Paper Markers Snacks
Apartment pop-ups	Food Game (full or abridged version) Art piece	Staff time - prep, tabling/event, tear down Freebies: snacks/meal, or thematic freebies like pet treats and toys Art project materials - camera, quick printer access, paper/ink	Art project materials Freebies Napkins Tabling Kit
Scheduled events (farmers market, Slice of Shoreview, Night to Unite)	Game (abridged version) Art piece	Staff time - prep, tabling/event, tear down Cost of booth/tabling space Art project materials - camera, quick printer access, paper/ink	Game Art project materials Tabling Kit

Event	Activities	Cost Considerations	Supplies
Standalone public events	Game (full or abridged version) Art piece Food (more than snacks)	Staff time - prep, tabling/event, tear down Space - rent (community center space, library reservation, park permit) Food - catered meal from Shoreview restaurant Art project materials - camera, quick printer access, paper/ink	Game Art project materials Freebies Tabling Kit

Supply Kits

It could be helpful to prepare the following kits of items that are needed for many engagement events, so they are easy for staff to grab and go when an event takes place.

Card Game

- ☐ All 64 cards
- ☐ Instructions for game proctor
- ☐ Instructions for players

Art Project Materials

- ☐ Camera
- ☐ Quick printer with ink and photo paper
- ☐ Digital storing device (ie. flash drive)

Tabling Kit

- ☐ Table
- ☐ Tent
- ☐ Chairs
- ☐ Table cloth
- ☐ Brochures/pamphlets
- ☐ Tabletop pamphlet holder
- ☐ Staff's business cards
- ☐ Pens
- ☐ Email/phone number signup sheet
- ☐ Masking tape

Appendix 1: Share of Shoreview Rules

You are now playing ***Share of Shoreview*****,** where you will play as the commissions that make up Shoreview, working together to accomplish the city's goals.

Required Players: 3-7 Players
Required Time: 20 minutes (3-4 players); 30-45 minutes (5-7 players)

Commissions
At the beginning of the game, each player chooses one of 7 *Commission cards* that describes their 2 goals and the resources required to achieve those goals. The objective of the game is for all players collectively to accomplish as many goals as possible. Players are *not* playing against each other; you can only win through collaboration.

As the City of Shoreview's commissions, your goal will be to collectively gather and share resources, for the purpose of furthering the goals of the city. Each player is responsible for monitoring progress toward their own commission's goals, but the board of commissions as a whole may need to decide which goals to prioritize based on the available resources.



Example of a Commission Card

Taking a Turn

The players will take turns rotating counterclockwise and picking up 1 card on your turn and gathering *Resource Cards.* There are four types of Resources: Public Engagement, Funding, City Hall, and Private Sector Support. Once each player/commission has drawn 1 card, there is one opportunity to trade (see below); drawing cards and making a trade completes a round. Players should keep their resource cards visible on the table so that other players can see what they need for their goals and what resources may be available for trade.



Examples of Resource Cards

Trade of Resources

The players must find consensus and choose 1 trade of resource cards between 2 commissions (2 trades if there are 5-7 players). The purpose of trading is to reallocate a resource that one player needs but does not have, and another player holds but does not need. These trades can be skipped if no commissions can make a mutually beneficial trade. Players are encouraged to play with all their cards face up on the table to facilitate collaboration among players.

Event Cards

After dealing the cards, distribute *Event Cards* through the deck. When a player draws an *Event Card*, the entire team can choose a resource that all players will be awarded. When you come to consensus about which resource to receive, all players should cross one of the required resources off of their commission card. Only cross out one resource needed on one of your goals. Each player can select which goal to apply this towards, but all players must cross out the same resource type. Game difficulty can be impacted by the number of *Event Cards* used: for a difficult game, use no *Event Cards*. For an easier game, use all *Event Cards.* For moderate difficulty, use half of the *Event Cards*.



Examples of Event Cards

Starting the Game

The length of the game will be dictated by the number of players participating. For smaller groups, begin the game with four cards and play for four rounds. For larger groups, begin the game with no cards and play for eight rounds (see table below). Before beginning the game, have each player read their Commission description and goals so each player know what the others are working for.

Players	**Trades (per round)**	**Rounds**	**Beginning Hand**
3-4	1 trade	4 rounds	4 cards
5-7	2 trades	8 rounds	0 cards

Achieving a Goal

Once you have collected all of the resources needed to achieve a goal, set aside the resource cards that goal requires and check the box next to the goal on your commission card.

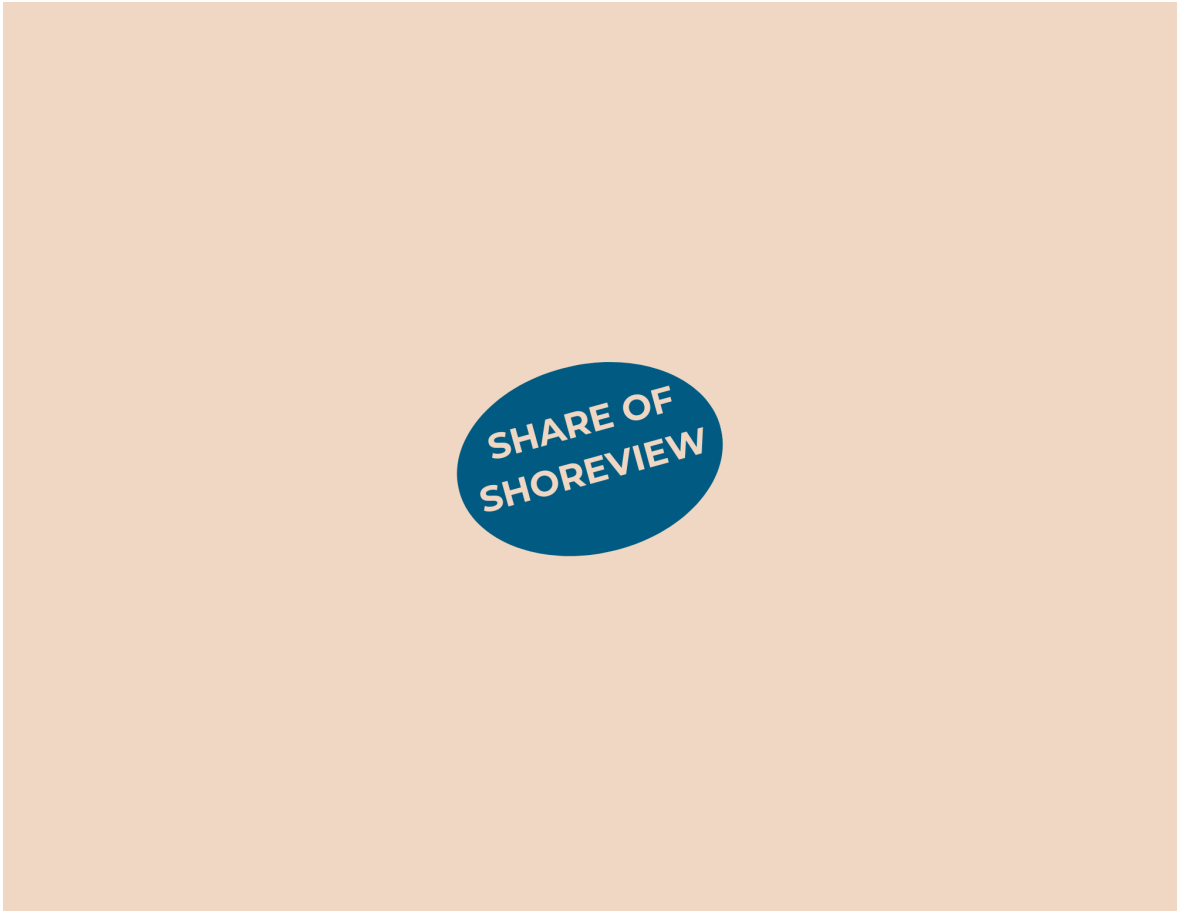
Ending the Game

After the designated number of rounds (including a final trade to end the last round), each commission will explain what goals they were able to achieve using their resource cards.

Winning the Game

For Shoreview's commissions to win the game, each commission must achieve at least one of their goals. If any commission achieves zero goals, the whole team loses the game. Each commission has two goals: the goal that requires fewer resources is worth 1 point, and the goal that requires more resources is worth 2 points. At the end of the game, the players should count the number of points associated with their achieved goals to see how successful they were in achieving their goals.

In scenarios where multiple teams play the game at the same time, player teams' scores can be compared to see who had the most achievements!



Appendix 2: Share of Shoreview Game Cards

The Share of Shoreview Game Cards contained in this appendix were created in Canva. Game cards can be updated (for example, to change a goal or resource) as needed to make the game more relevant to future projects.

An editable Canva file can be accessed at https://www.canva.com/design/DAGn2YVsyi8/PchQRUZi_ckgtUWiL7NGZg/edit?utm_content=DAGn2YVsyi8&utm_campaign=designshare&utm_medium=link2&utm_source=sharebutton.

Note that all of the pages are locked, so each page will need to be unlocked individually to make edits.


SHARE OF
SHOREVIEW

SHARE OF
SHOREVIEW

SHARE OF
SHOREVIEW

SHARE OF
SHOREVIEW

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SHARE OF
SHOREVIEW

SHARE OF
SHOREVIEW

SHARE OF
SHOREVIEW

SHARE OF
SHOREVIEW

Private Sector Support

Hire a contractor to help with your project

Private Sector Support

Hire a contractor to help with your project

Private Sector Support

Hire a contractor to help with your project

Private Sector Support

Hire a contractor to help with your project

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Private Sector Support

Hire a contractor to help with your project

Private Sector Support

Hire a consultant to help with your project

Private Sector Support

Hire a consultant to help with your project

Private Sector Support

Hire a consultant to help with your project


SHARE OF
SHOREVIEW

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SHOREVIEW

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SHARE OF
SHOREVIEW

Private Sector Support

Hire a consultant to help with your project

Private Sector Support

Hire a consultant to help with your project

Public Engagement

Attend the farmers market to discuss your project with your neighbors

Public Engagement

Attend the farmers market to discuss your project with your neighbors

37

Public Engagement

Host a digital survey to get resident input on your project

Public Engagement

Host a digital survey to get resident input on your project

Public Engagement

Attend the farmers market to discuss your project with your neighbors

Public Engagement

Attend the farmers market to discuss your project with your neighbors


SHARE OF
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SHOREVIEW

Public Engagement

Host a digital survey to get resident input on your project

Public Engagement

Host a digital survey to get resident input on your project

Public Engagement

Host a focus group of interested stakeholders

Public Engagement

Host a focus group of interested stakeholders

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Public Engagement

Host a public hearing on the project

Public Engagement

Host a public hearing on the project

Public Engagement

Host a focus group of interested stakeholders

Public Engagement

Host a focus group of interested stakeholders


SHARE OF
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SHOREVIEW

Public Engagement

Host a public hearing on the project

Public Engagement

Host a public hearing on the project

Public Engagement

Organize a 6-month planning process to incorporate neighbors' and stakeholders' ideas

Public Engagement

Organize a 6-month planning process to incorporate neighbors' and stakeholders' ideas

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Funding

You receive funding from a state agency

Funding

You receive funding from a state agency

Public Engagement

Organize a 6-month planning process to incorporate neighbors' and stakeholders' ideas

Public Engagement

Organize a 6-month planning process to incorporate neighbors' and stakeholders' ideas


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Funding

You receive funding from Ramsey County

Funding

You receive funding from Ramsey County

Funding

The City of Shoreview is funding your project

Funding

The City of Shoreview is funding your project

43

Funding

You receive funding from Ramsey County

Funding

Your representative sponsored your project in a state bonding bill

Funding

The City of Shoreview is funding your project

Funding

The City of Shoreview is funding your project


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Funding

Your project receives funding from the Metropolitan Council

Funding

Your project receives funding from the Metropolitan Council

Funding

Your project receives funding from the Metropolitan Council

City Hall

City Council passes a resolution or ordinance supporting your goal

45

City Hall

City Council passes a resolution or ordinance supporting your goal

City Hall

City Council passes a resolution or ordinance supporting your goal

City Hall

City Council passes a resolution or ordinance supporting your goal

City Hall

City Council passes a resolution or ordinance supporting your goal


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SHOREVIEW

City Hall

City Council passes a resolution or ordinance supporting your goal

City Hall

Staff are implementing your initiative

City Hall

Staff are implementing your initiative

City Hall

Staff are implementing your initiative

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City Hall

Staff are implementing your initiative

City Hall

Staff are implementing your initiative

City Hall

Staff are implementing your initiative

City Hall

Staff are implementing your initiative


SHARE OF
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Event Card

Shoreview Farmers Market every Tuesday

Event Card

Slice of Shoreview

Event Card

Bark in the Park

Event Card

Concert in the Commons

49

Event Card

Family Fun Night

Event Card

Spring Royal Tea

Event Card

Family Water Safety Day

Event Card

Summer Concert


SHARE OF
SHOREVIEW

Bikeways and Trails Committee

Advise the city council to promote the development of bikeways, trail ways, and alternative means of transportation.

GOAL 1 Install pedestrian and bicyclist safety features at a busy intersection

- Private Sector Support
- Funding
- Funding

GOAL 2 Advise on creation of a new mountain bike trail in Shoreview

- Private Sector Support
- Public Engagement
- Public Engagement
- Funding
- Funding

Rounds Completed



(for 5+ players only)


SHARE OF
SHOREVIEW

Economic Development Commission

Supports business development and growth through community building, communication, education, and networking

GOAL 1 Feature businesses throughout city communications on a regular basis

- Public Engagement
- City Hall
- City Hall

53

GOAL 2 Create resource packets for business retention and attraction

- Private Sector Support
- Public Engagement
- Public Engagement
- Funding
- City Hall

Rounds Completed



(for 5+ players only)


SHARE OF
SHOREVIEW

Environmental Quality Committee

Advocates for the environment, water quality, and waste disposal, including watershed planning, solid waste disposal and recycling, construction impacts, public education and engagement

GOAL 1 Coordinate EQC Speaker Series to inform public about environmental issues

- Private Sector Support
- Public Engagement
- Funding

55

GOAL 2 Coordinate organics collection at Slice of Shoreview

- Public Engagement
- City Hall
- City Hall
- Funding
- Funding

Rounds Completed

(for 5+ players only)

SHARE OF SHOREVIEW

Human Rights Commission

Promotes a community standard of equal opportunity and freedom through educational programs, coordinating with neighboring cities' human rights commissions, and providing direction and support on civil and human rights, bridging cultural differences

GOAL 1 Host a community conversation about diversity

- Public Engagement
- Funding
- City Hall

57

GOAL 2 Put on the annual "One Community of Many Colors" student poster competition

- Funding
- Public Engagement
- Public Engagement
- City Hall
- City Hall

Rounds Completed



(for 5+ players only)


SHARE OF
SHOREVIEW

Parks & Recreation Commission

Advises the city council on park and recreation, including programs, facilities, and open space.

GOAL 1 Advise on design for new playground

Private Sector Support

Public Engagement

Public Engagement

59

GOAL 2 Incorporate solar panels into parks

Funding

Funding

Funding

Private Sector Support

Public Engagement

Rounds Completed

(for 5+ players only)

SHARE OF
SHOREVIEW

Planning Commission

Assists with long-range planning, including preparing the comprehensive plan, adopting and enforcing controls, and making recommendations on development applications.

GOAL 1 Pass a text amendment to update the Zoning Code

- City Hall
- Public Engagement
- Public Engagement

61

GOAL 2 Adopt a Comprehensive Plan to guide future development decisions throughout the City of Shoreview

- Public Engagement
- Public Engagement
- Public Engagement
- Private Sector Support
- City Hall

Rounds Completed



(for 5+ players only)

SHARE OF SHOREVIEW

Public Safety Committee

Advises the city council in policy matters regarding public safety, including police, fire, paramedic service, animal control, and emergency management

GOAL 1 Advise on street lighting standards to improve safety

- Private Sector Support
- Funding
- City Hall

63

GOAL 2 Review speed limits and assess impacts of lowering speed limits on City streets

- Public Engagement
- Public Engagement
- Public Engagement
- Private Sector Support
- City Hall

Rounds Completed



(for 5+ players only)



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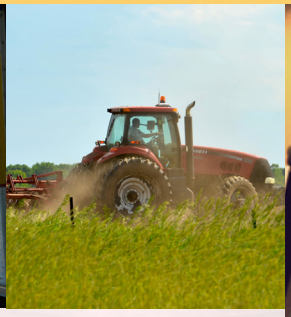
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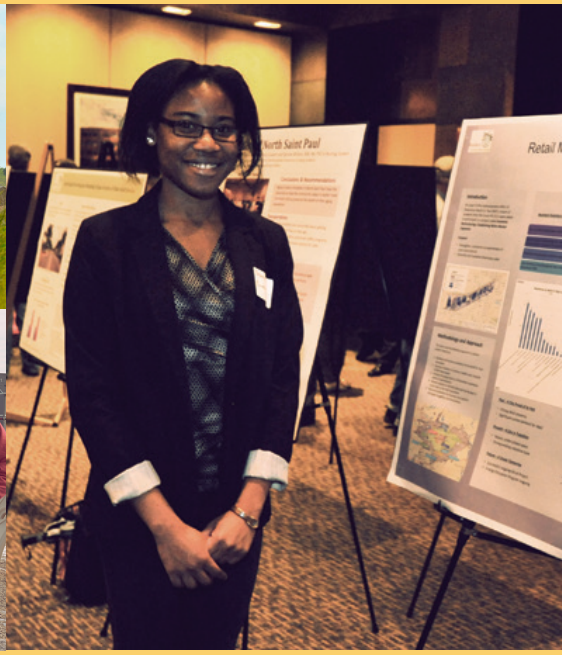
SPRING 2026

The City of Shoreview Multi-Family Unit Resident Engagement Evaluation Plan

Final Report







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University of Minnesota

The project on which this report is based was completed in collaboration with the City of Shoreview as part of a 2025–2026 Resilient Communities Project (RCP) partnership. RCP is a program at the University of Minnesota's Center for Urban and Regional Affairs (CURA) that connects University faculty and students with local government agencies in Minnesota to address strategic projects that advance local resilience, equity, and sustainability.

The contents of this report represent the views of the authors, and do not necessarily reflect those of RCP, CURA, the Regents of the University of Minnesota, or the City of Shoreview.



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Resilient Communities Project

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Project Background

The City of Shoreview is a northern suburb of St. Paul with a vision "to be a welcoming community that provides quality services, safe and beautiful neighborhoods, a vibrant economy, and exceptional recreational opportunities" ("Our City"). In 2021, the Shoreview City Council decided on a strategic goal of enhancing resident engagement to further that vision, and in 2023, Shoreview created an internal task force to identify and implement strategies to engage residents.

The City of Shoreview has a population of 26,921 which is approximately 80% White, 10% Asian, and 3% Black or African American. Homeownership rates are high in this city (83%), yet Shoreview has seen a growth in the amount of multi-family units (MFUs) over the past 10 years, with MFUs now making up about 45% of Shoreview's total households. The internal task force formed in 2023 has been focused on engaging the residents in those MFU households by developing, releasing, and analyzing community surveys designed to collect feedback about resident satisfaction with their community and by hosting events for Shoreview residents, including some events designed for residents in MFU communities.

This year, the Shoreview internal task force engaged the help of the University of Minnesota's Resilient Communities Project, who worked with students in the Civic Participation in Public Affairs course to develop *The Share of Shoreview* report and the Public Engagement Plan (PEP) contained in that report. *The Share of Shoreview* details several methods to garner more civic participation among residents living in MFUs, including a card game, participatory art projects, and walking and biking tours, as well as events catered to renters in the city. This evaluation follows that report and builds on some of the strategies outlined in *The Share of Shoreview*.

The goal of this evaluation is to collect actionable data that identifies barriers to MFU participation in civic life and helps Shoreview refine the PEP contained in *The Share of Shoreview* report. Given the significant investment of time and city resources required to carry out these activities, it is necessary to measure whether they contribute to Shoreview's strategic goal of enhancing resident engagement. Through a variety of strategies detailed in this report, the City of Shoreview's internal task force can use this plan to reach their goal of increasing participation on Shoreview's advisory boards and more generally encourage MFU resident participation in city life.

Logic Model

The following logic model traces the flow of Shoreview's MFU resident engagement program from resources to action and impact. By linking the time, money, and effort going into the program with a clear set of outputs and results, the model functions as a basic roadmap for the city. Note that the model lists surveys and focus groups as program activities. This is because they serve the dual purposes of fostering direct engagement with the city while also capturing evaluation data on MFU resident insights. Implementing the program in a manner that is consistent with resident feedback is crucial to achieving the outcomes detailed below.

Inputs	**Activities**	**Outputs**	**Short-term Outcomes (within 1–2 years)**	**Long-term Outcomes (2+ years)**
Internal task force members Communications staff MFU residents MFU property managers City advisory boards Public engagement budget Event materials Focus group venue(s) Stakeholder time	Short-form survey Long-form survey Focus groups Renter-oriented events *Share of Shoreview* card game Social media outreach Analog outreach (e.g. mailers, signage) City council meetings	Trendline data on number of MFU residents participating in city-hosted events Increase in number of MFU residents attending city council meetings Increase in number of MFU residents contacting city council members Two or more MFU residents join city advisory boards	MFU residents deepen familiarity and approachability with city government Civic engagement buy-in grows among MFU residents City government begins incorporating MFU resident feedback into policymaking MFU residents proportionally participate in city-hosted events	City government maintains ongoing relationships with MFU residents built on trust Public discourse related to MFU residents is accurate and commensurate with their growing population size Concerns of MFU residents are fully integrated within the city's public policy landscape MFU residents develop stronger community ties with each other and with non-MFU residents

Underlying Assumptions Within the Logic Model:

- MFU residents have untapped insights on how to govern Shoreview.
- MFU residents want to participate more in the public life of Shoreview.
- MFU residents are willing to place their trust and confidence in city government.
- MFU residents currently lack the resources and social connections to become involved in civic affairs.

Evaluation Design and Matrix

The tools and methods in this plan seek to answer the following evaluation questions:

1. Are the city's engagement efforts reaching MFU residents?
2. Why are MFU residents not currently participating in advisory boards?
3. How do MFU residents engage and interact with the city at large?

To answer these questions, the Shoreview Evaluation Team has put together a mixed-methods approach. The overall emphasis of the plan is on qualitative methods of evaluation in an exploratory sequential approach. MFU residents and city council members will have the opportunity to provide feedback that creates a more complete picture of the effectiveness of Shoreview's efforts to engage MFU residents in civic life. This evaluation plan's quantitative approach will review, synthesize, and expand on data that the City of Shoreview has made available concerning their previous efforts to engage MFU residents. These data collection tools will allow the evaluators to develop a holistic understanding of the effectiveness of the city's engagement efforts, why MFU residents may not be civically engaged, and how MFU residents engage with the community. All of the data collection tools included in this plan will be made available to the City of Shoreview for their review and use. For more detailed information on this approach, please refer to the below data collection methods.

Long-form Survey

Long-form surveys will be conducted anonymously with MFU residents to gain more information about their knowledge of civic affairs, barriers to participating in city boards, and the effectiveness of the city's current engagement efforts. The survey will include closed- and open-ended quantitative and qualitative questions, as well as a link to provide their contact information to receive more information about civic engagement opportunities. Flyers advertising the survey with a QR code will be posted in all MFU buildings. Property managers may be engaged to encourage resident participation. The survey will also be advertised in public buildings and at community events. When advertising at community events, whenever

possible, a representative involved in the survey will be present to answer questions, determine eligibility, and encourage participation.

Short-form Survey

Short-form surveys will be conducted at public events to determine how often and how many MFU residents are attending. For example, a display will ask attendees, “What type of housing do you live in?”. Attendees will then pick up a token and place the token in a closed container labeled with their housing type. Housing types include “single-family home”, “townhome”, “apartment”, and “condo”. These surveys will be conducted at farmers markets, Slice of Shoreview, Parks and Recreation events, Sheriff’s Office events, and other citywide gatherings. The question and response options may be adapted to better suit the event and a QR code linking to the long-form survey can be posted if the long-form survey has already been launched. This information will inform the evaluation’s conclusions about how integrated MFU residents are into the community and their interest in city events.

Focus Groups

Shoreview will host three to five (depending on level of demand) MFU resident focus groups in venues that are conducive to open conversation, which may include common spaces of apartment buildings, community gathering spaces, and/or public buildings. A trained, objective facilitator is recommended to run these focus groups, but there is an understanding that there may not be the budget to hire a third-party facilitator. Focus group discussions will emphasize rich details and lived experiences, enabling a depth of analysis beyond what survey results alone can illustrate. For instance, moderators may ask participating residents to describe their personal understanding of concepts such as community satisfaction and belonging, and to elaborate on how their values and commitments could enable or hinder civic engagement. A set of twelve questions, beginning with general topics and gradually building towards more focused and specific inquiries, should generate sufficient engagement for a two-hour discussion. Participants will be compensated for their time with cash payments, amount to be determined. In the interest of participant homogeneity, Shoreview may wish to treat senior housing residents and—where appropriate—homogeneous language groups as separate audiences with their own distinct focus group sessions.

Interviews

Evaluators will interview city council members, including the mayor, to better understand how MFU residents interact with elected officials. MFU residents’ perspectives are missing from

current board positions, as well as city council meetings. However, this does not necessarily mean that MFU residents are not interacting with the city in other ways. City council members may have more insights into MFU residents' concerns. The interviews will be semi-structured, asking each city council member a set of the same questions, with flexibility to ask follow-up and exploratory questions throughout the interview. Interviews will be recorded and transcribed, with the consent of interviewees, for purposes of qualitative analysis.

Agency Records

The City of Shoreview conducts community surveys every few years. The community survey results contain valuable information regarding community opinions at large and can be used to understand engagement trends between homeowners and renters, as well as individuals living in detached or attached homes (MFU homes). This information will provide baseline quantitative data without the need for replicating questions on surveys. Data from community surveys can also be used to guide conversations during focus groups and interviews. Separate data regarding housing types across the city, lease renewal rates, and renter demographics may also help develop a better understanding of MFU residents in the City of Shoreview. In addition to community survey data and housing data, the evaluation should include information regarding any MFU resident outreach activities, including event type, attendance numbers, location, etc. These agency records will provide a more full picture of engagement in the Shoreview community.

The matrices below identify each of these data collection tools, along with the evaluation questions and more precise areas of inquiry. Areas of light blue shading indicate which tools are best suited to answer each question.

MFU Engagement Evaluation Design Matrix

Evaluation Question	Areas of Inquiry	Survey (including short-form)	Focus Groups	City Council Member Interviews	Agency Records
Are the city's engagement efforts reaching MFU residents?	What deters residents from engaging in the city's efforts (e.g.., events and surveys)?				
	How familiar are residents with opportunities to participate in local government?				
	What percent of MFU residents have attended an engagement event in the past ~2 years?				
	How do MFU residents react to engagement events thus far (positively, negatively, neutral)?				
	With which of the city's virtual platforms are MFU residents familiar (e.g., social media, website, newsletters, etc.)?				
Why are MFU residents not currently participating in advisory boards?	Are MFU residents interested in participating in civic affairs?				
	What barriers inhibit MFU resident participation in boards?				

MFU Engagement Evaluation Design Matrix

Evaluation Question	Areas of Inquiry	Survey (including short-form)	Focus Groups	City Council Member Interviews	Agency Records
How do MFU residents engage and interact with the community at large?	To what extent do MFU residents feel a sense of belonging in the community?				
	What kind of knowledge do MFU residents have about Shoreview?				
	Are MFU residents satisfied with their quality of life in Shoreview?				
	Do MFU residents feel welcome in public buildings located in Shoreview (e.g., city hall, Shoreview community center, etc.)?				
	How do MFU residents spend their time in the Shoreview community?				

Data Collection Plan and Tools

The table below outlines a general timeline for utilization of data collection tools. The short-form survey requires a lesser amount of resources to implement and can feasibly take place across multiple years. Similarly, agency records should remain accessible and up-to-date throughout the duration of the MFU resident engagement program. The long-form survey shall operate during designated intervals of years one and two. MFU resident focus groups will take place during years three and four, building off of the long-form survey results. Lastly, evaluators will conduct semi-structured interviews with city council members in years two and four to gauge their viewpoints as the program progresses.

	Year One	Year Two	Year Three	Year Four
Short-Form Survey				
Long-Form Survey				
Focus Groups				
Interviews				
Agency Records				

Protocols regarding the use of each data collection tool are identified below.

Short-form Survey

Draft signage for the survey is included below.

Question
Shoreview residents, what type of housing do you live in? (in large font)

Instructions
Place a token in the container that matches your housing type.

Purpose
This information will be used by the city to better understand their civic engagement efforts.

Consent
By placing a token in a container, you consent to participate in this survey.

Confidentiality
Responses are anonymous, though as we are in a public setting, we cannot guarantee confidentiality while completing this survey.

Closing
Thank you for your participation!

Long-form Survey

Introduction
Hello, and thank you for taking our survey! The City of Shoreview wishes to strengthen engagement with community members who live in multi-family units (MFUs), such as apartment complexes and townhomes. As an MFU resident, this survey is an opportunity to tell the city about your participation in public life and share ideas for getting involved. The survey should take approximately 10 minutes to complete. We greatly appreciate your input!

Consent
By participating in this survey, you consent to your responses being used by the City of Shoreview to further their civic engagement efforts. Your participation is voluntary and consent can be revoked at any time. If you have questions, please contact [*insert name and contact*].

Confidentiality
Responses to this survey are anonymous. The information obtained through this survey will be kept confidential in a secure location and only accessed by authorized individuals.

About You
1. Do you reside in Shoreview?
    a. No
    b. Yes

2. What is your age?
    a. 18–24 years
    b. 25–34 years
    c. 35–44 years
    d. 45–54 years

e. 55–64 years
f. 65–74 years
g. 75 years or older

3. What is your gender?
   a. Man
   b. Woman
   c. Identity not listed
   d. Prefer not to answer

4. What is your race and/or ethnicity? Select all that apply.
   a. American Indian or Alaskan Native
   b. Asian
   c. Black or African American
   d. Hispanic or Latino
   e. Middle Eastern or North African
   f. Native Hawaiian or Pacific Islander
   g. White
   h. Other
   i. Prefer not to answer

5. What type of housing do you live in?
   a. Detached single-family home
   b. Attached single-family home (duplex or townhome)
   c. Apartment
   d. Condo
   e. Senior living community
   f. Mobile home
   g. Option not listed. Please elaborate:

6. Do you rent or own your residence?
   a. Rent
   b. Own

7. How long have you lived in Shoreview?
   a. Less than 1 year
   b. 1 to 2 years
   c. 3 to 5 years

d. 6 to 9 years
e. 10 or more years

8. Do you work in Shoreview?
a. No, not currently employed
b. No, I work in a different city
c. No, I work remotely for an employer located outside of Shoreview
d. Yes, I work in Shoreview
e. Yes, I work remotely for an employer located in Shoreview

Events and Public Spaces

9. Have you attended any of the following events within the last two years? Select all that apply.
a. Slice of Shoreview
b. Shoreview Farmers Market
c. City council meeting
d. Hotdog with a Deputy
e. Parks and Recreation program or event
f. None of the above

9a. (If they selected an event(s) intended to engage MFU residents) Did any of these events make you feel more connected to the Shoreview community?
a. No, definitely not
b. No, not really
c. Neutral
d. Yes, somewhat
e. Yes, definitely

9b. (if 'none of the above') What barriers to attending events have you experienced? Select all that apply.
a. I didn't know they were happening.
b. I didn't have interest.
c. I had a schedule conflict or didn't have time.
d. I didn't have transportation.
e. I had a bad experience at a similar event previously.
f. Other. Please elaborate:

10. What changes could the city make to make attending events more worthwhile for you? (short answer)

11. Have you visited any of the following public buildings within the last two years? Select all that apply.
    a. Shoreview City Hall
    b. Ramsey County Library - Shoreview
    c. Shoreview Community Center

12. In which ways do you receive news about Shoreview? Select all that apply.
    a. City of Shoreview social media accounts
    b. Other social media accounts
    c. City of Shoreview newsletters
    d. Other newsletters or newspapers
    e. The City of Shoreview website
    f. Other. Please elaborate:

Sentiments about Shoreview

13. Do you feel a sense of belonging in the Shoreview community?
    a. No, definitely not
    b. No, not really
    c. Neutral
    d. Yes, somewhat
    e. Yes, definitely

14. How would you rate your quality of life in Shoreview?
    a. Don't know
    b. Poor
    c. Fair
    d. Good
    e. Excellent

15. What factors most positively influence your quality of life in Shoreview? (short answer)

16. What factors most negatively influence your quality of life in Shoreview? (short answer)

17. How likely or unlikely are you to recommend living in Shoreview?
    a. Don't know

b. Very unlikely
c. Somewhat unlikely
d. Somewhat likely
e. Very likely

Civic Affairs and Engagement

18. Are you aware that the city of Shoreview has advisory boards that residents can join to advise on city affairs (with topics including public safety, economic development, and parks and recreation)?

a. No
b. Yes

The boards and committees residents can participate in are:

- bikeways & trails committee
- economic development authority
- economic development commission
- environmental quality committee
- human rights commission
- parks & recreation commission
- planning commission
- public safety committee
- Snail Lake improvement district board

19. Would you be interested in joining an advisory board or committee?

a. No
b. Yes

19a. (if 'no') Why not? Select all that apply.

a. I don't care about city affairs
b. I don't have time
c. I don't have transportation
d. I don't have childcare
e. I don't plan to live in Shoreview for very long
f. I don't think advisory boards are impactful
g. I'm generally not interested
h. Other. Please elaborate:

19b. (if 'yes') Why are you interested in joining a board or committee? Select all that apply.

a. I am passionate about one or more of the topics.
b. I have expertise on one or more of the topics.
c. I want to build more connections in my community.
d. I think I can make meaningful contributions.
e. I have a unique perspective to bring to the board or committee.
f. I believe civic engagement is important.
g. Other. Please elaborate:

20. Could the city do anything to make you more likely to join an advisory board or committee? (short answer)

21. Are there other ways that you are currently or would like to be involved in city affairs? (short answer)

22. Are there any other thoughts you'd like to share about civic affairs, boards and committees, or community engagement in Shoreview? (short answer)

Closing
If you would like to be contacted about civic engagement opportunities, please click this link to provide your contact information. Thank you for your time in completing this survey! Your feedback is important to us. You can find more information about engagement efforts with Shoreview renters and MFU residents here [*insert link*] or by contacting [*employee at email*].

Focus Groups

Introduction
Thank you so much for your participation in today's focus group. My name is [*facilitator name*], and I will facilitate our discussion. The City of Shoreview has invited you here out of a desire to engage with residents like yourselves who live in multi-family units (MFUs), such as apartment complexes or townhomes. As MFU residents, you make up a substantial, valued, and growing share of Shoreview's population. Even so, Shoreview's local advisory board members are currently residents of single-family homes. Therefore, Shoreview hopes to understand *your* vision of representation and involvement in city affairs. The insights you share today will help achieve that goal and promote an inclusive future for our city.

As a reminder for everyone today, the City of Shoreview has a number of volunteer opportunities in which MFU residents can participate. One opportunity is participation on one or more of the city's many advisory boards. Participation on one of these boards would ask

volunteers to dedicate about two hours of their time each month to attend the board's meetings, but there are opportunities on some boards to participate more or less based on activities that each board is undertaking at a given time. Another way that Shoreview residents, including residents living in multi-family units, can volunteer with the City of Shoreview is through ad hoc events posted on the City of Shoreview website at www.shoreviewmn.gov. These events typically require about two hours of volunteers' time, as well.

[*The facilitator can have and point to a QR code where participants can scan the code to open the webpage(s) where volunteer opportunities are listed.]*

Are there any questions before we begin?

Consent

By participating in this focus group, you consent to your responses being used by the City of Shoreview to further their civic engagement efforts. Your participation is voluntary, and you may revoke your consent at any time. If you have questions, please contact [*name*] at [*contact information*].

Confidentiality

While we ask that all participants keep comments made during today's discussion confidential, we cannot guarantee everyone will do so. Please keep this in mind when sharing your comments. All data collected during this discussion will be anonymized and kept confidential in a secure location.

Focus Group Questions

Objective questions:

For these questions, we want participants to respond quickly and to provide short answers.

Facilitators can encourage participation by allowing residents to add their answer(s) to a sticky note and to add them to a space on the wall. The different colors can provide a nice visual for participants to refer back to throughout the discussion.

1. What comes to mind when I say Shoreview?
2. What was your first reaction to Shoreview when you moved here?
3. What city-hosted events have you attended (e.g., Slice of Shoreview, Hot Dog with a Deputy, etc.)?

Reflective questions:
We want to ask questions that elicit an emotional response in this section:

1. Could you talk about an experience you had at a city-hosted event (e.g., Slice of Shoreview, Hot Dog with a Deputy, etc.)? [*Categorize responses as positive or negative when collecting them*]
2. What are some of your favorite spaces in Shoreview (e.g., coffee shops, restaurants, etc.)?
3. What about Shoreview makes you proud to live here?

Interpretive questions:
These questions should add significance to the discussion and will cover specifics:

1. What, if anything, makes you feel like a valuable member of the Shoreview community? What, if anything, has the city done to make you feel that way?
2. Could you see yourself taking on a more active role in the community by joining a Shoreview advisory board? Why/why not?
3. What unique perspectives could MFU residents bring to city advisory boards?

Decisional questions:
These questions will wind down the conversation and bring forward action items for the city to take under advisement:

1. What is one action that the City of Shoreview could take to make you want to be a more active participant in the community?
2. What barriers exist that are preventing you from taking on a role in city governance, whether it's a volunteering role or a role on a city advisory board?
3. What can the City of Shoreview do to make MFU residents feel more engaged with the Shoreview community?

Closing
We appreciate your time here and look forward to using your feedback in future city efforts with engagement. [*Provide any information on how to contact focus group facilitators for questions or to provide additional feedback, and share information on how participants will be paid for their engagement. Share information on where they can learn more about serving on city advisory boards or how they can contact council members.*]

Interviews

Introduction

Thank you so much for agreeing to this interview. The City of Shoreview wishes to strengthen engagement with residents of multi-family units (MFUs), such as apartment complexes and townhomes. MFU residents constitute a substantial and growing share of the city's population. Yet–as you may already know–they are minimally represented on local advisory boards. Understanding the dynamics of representation and involvement in public affairs among this constituency is crucial to the civic future of Shoreview. As a city council member, you possess valuable knowledge regarding the public participation habits and concerns of MFU residents. We hope to capture your insights throughout the proceeding interview, which will last approximately 45-60 minutes.

Consent

[*At the outset, interviewees will sign a consent form summarizing the purpose of the interview, data storage and protection measures, and protocol on redacting identifying information. Furthermore, interviewees will receive written and verbal confirmation that opting out of a question or choosing to end participation in the interview will not result in negative repercussions.*]

Confidentiality

Although the evaluation team will record and later transcribe these interviews, your responses will *not* be publicly linked to you. Recording and transcription simply ensures accurate representation of your viewpoints as we evaluate this civic engagement initiative. All recordings and transcripts shall remain securely stored in a digital database operated by the City of Shoreview. Should the evaluation team ultimately decide to publish any written findings, they shall contain no personal identifying information.

Interview Section 1: MFU Resident Interactions and Perceptions

- When constituents reach out to you, do you note what type of housing they reside in?
    - [*If yes*]*:* Roughly how often do you hear from constituents who reside in MFUs (weekly, monthly, etc.)?
    - [*If no*]*:* Based on your judgement, do the constituents you interact with tend to live in single-family or multi-family residences?
        - [*optional*]: Are there any topics they discuss which give you that impression? [*for instance, property taxes*]
    - Do you believe that your amount of engagement with MFU residents adequately reflects their share of the city's population?

- What communication methods do MFU residents typically use to contact you (email, phone, in-person appointments, etc.)?

- Have you attended any of the recent renter-focused events, such as pop-up gatherings?
    - [*If yes*]*:* What are your thoughts on the event(s)?
    - [*If no*]*:* Is there any particular reason that you haven't?
        - Do you plan to attend one of these events in the future?

- What areas of local policy do you consider *especially relevant* to MFU residents?
    - Why these areas?

Interview Section 2: Purpose of Enhancing Civic Engagement

- In your opinion, what does the City of Shoreview *in general* stand to gain from adding more MFU residents to local advisory boards?

- How would greater MFU resident participation on local advisory boards impact *your work specifically* as a city council member?

- If you could increase MFU resident participation on *just one or two boards*, which would you choose, and why?

Interview Section 3: Civic Engagement Interest and Barriers

- Have you detected a desire for more civic engagement on the part of MFU residents?
    - [*If yes*]: What makes you believe these residents wish to become more involved in local public affairs?
    - [*If no*]: Why isn't there more enthusiasm for engagement from this constituency?

- In your opinion, are the public buildings of Shoreview, such as city hall, welcoming to MFU residents?
    - [*If yes*]: What makes them welcoming spaces?
    - [*If no*]: What would make these spaces more welcoming?

- Do you have any recommendations for making participation in local public affairs *more accessible* for MFU residents?

- Apart from advisory boards, are there any opportunities for engagement that we are overlooking?

Closing

That concludes my questions. Thank you once again for setting aside part of your day to speak with me. Is there anything else you wish to share that I didn't ask about?

Agency Records

[*Existing agency records come with a wealth of knowledge on the City of Shoreview, although there are some reservations with the existing data. We recommend focusing on community surveys, advisory board demographics, and data from renter and community events. Below are in-depth explanations of our record recommendations, analysis examples, and responsible use guidelines.*]

Agency Records Recommendations

Community Surveys

The City of Shoreview has an excellent history of data collection through community surveys conducted every few years, with the benefit of having relatively high response rates. Since the city is conducting a survey in 2025 already, this will be an excellent source for agency records. There are some concerns with the community survey data, as seen in the initial analysis of the randomly distributed 2022 Community Survey. A relatively low number of renters responded to the survey—only 61—but there was a higher number of MFU residents who responded—216. The randomly distributed survey had 726 responses. We recommend conducting analysis of several specific questions, including the likelihood of recommending Shoreview as a place to live and plans to remain in Shoreview for five years. We also recommend looking specifically at civic engagement questions. Below are renters' responses from the 2022 survey:

Please rate each of the following aspects of quality of life in City.					
	Excellent	Good	Fair	Poor	Don't know
City as a place to live	38	21	2	0	0
Your neighborhood as a place to live	34	22	3	1	1
City as a place to raise children	24	14	1	0	20

City as a place to work	14	14	4	0	26
City as a place to visit	19	20	10	1	9
City as a place to retire	26	20	5	2	6
The overall quality of life in City	31	31	31	31	31
Sense of community	20	30	5	2	4
Please indicate how likely or unlikely you are to do each of the following.					
	Very likely	Somewhat likely	Somewhat unlikely	Very unlikely	Don't know
Recommend living in City to someone who asks	45	13	1	1	0
Remain in City for the next five years	32	18	3	4	4
Please rate the job you feel the City community does at each of the following.					
	Excellent	Good	Fair	Poor	Don't know
Valuing/respecting residents from diverse backgrounds	14	25	5	2	14
Please also rate each of the following in the City community.					
	Excellent	Good	Fair	Poor	Don't know

Well-designed neighborhoods	10	15	6	1	27
Availability of affordable quality housing	6	11	17	8	17
Sense of civic/community pride	19	24	7	0	9
Please indicate whether or not you have done each of the following in the last 12 months.					
	No	Yes			
Contacted the Shoreview of City (in-person, phone, email, or web) for help or information	42	17			
Contacted City elected officials (in-person, phone, email, or web) to express your opinion	55	4			
Attended a local public meeting (of local elected officials like City Council or County Commissioners, advisory boards, town halls, HOA, neighborhood watch, etc.)	52	7			
Watched (online or on television) a local public meeting	51	8			
Volunteered your time to some group/activity in City	52	7			
Campaigned or advocated for a local issue, cause, or candidate	54	5			
Voted in your most recent local election	25	34			

Polco. (2022). NCS Shoreview Raw Dataset 2022 - Random Collection [Data set].

Demographics of Advisory Boards

The demographics of the advisory boards are another great evaluation resource. These will be helpful in developing a broader picture of engagement among Shoreview residents, as well as

seeing where some perspectives are not included in city management. For future evaluations, current demographics can serve as baseline data about changing demographics over time.

Data From Renter Events

Since the City of Shoreview has already held several renter-focused events, analysis of these events could inform future successful events. General information, including type of event, number of attendees, location, and time of past events can be synthesized to understand which events perform the best. Moving forward, event coordinators can use this information to create better events, but should also expand data collection during events. For future evaluations, we recommend gathering more contextual information, including weather, and the number and type of interactions between city advisors or city employees and attendees.

Recommendations for Responsible Data Use

There are several complications with the use of community survey data, demographics of advisory boards, and data from renter events. Comments regarding the community survey data are based on analysis of the 2022 Community Survey. The surveys had a relatively low number of renter responses; only 8.5% indicated that they were renters. Similarly, only about 30% of survey participants said they lived in an MFU, whereas the city data indicates about 45% of residents are living in MFUs. Data collected from the community surveys should be seen as an initial step, but not heavily relied upon, as surveys of renters and MFU residents specifically could yield different insights. Demographic information from advisory board members should be kept confidential to protect their privacy, and data gathered from events should not include any personal information.

Agency records are a convenient and readily available resource for this evaluation. Community surveys are a fairly consistent means of gauging the opinions of MFU residents and renters. Demographics of advisory boards and data from past renter events will also help develop the picture of existing city leadership, and the best types of events to engage renters. Community surveys do not come with many privacy concerns, but the low number of renter responses does limit the reliability of community survey data. Overall, agency records provide a valuable path to better understand renters and MFU residents and their concerns.

Analysis Plan

This analysis plan was developed based on our understanding of the resources and goals of the City of Shoreview towards its evaluation of its engagement with MFU residents in the city. We have recommended an analysis plan that emphasizes qualitative evaluative methods with some quantitative methods included for possible longitudinal trend analysis and for publication of

this plan's results. One method of analysis that we recommend is content analysis, which searches for themes or keywords in a body of text to identify trends that can be synthesized to develop recommended courses of action.

We also recommend tools that we understand Shoreview has access to and is familiar with, as well as a free, open-source qualitative analysis tool called QualCoder, which the City of Shoreview might not currently use.

Data Source	**Collection Method**	**Recommended Analysis Plan**	**Tools/Techniques**
Short-form survey	Short in-person interaction in which an event attendee places a token of Shoreview's choosing (e.g., marble) into the container representing their answer to the survey question	Develop percentages that show how event attendees responded to the short-form survey question(s); use responses from each event to show trends over time	Excel
Long-form survey	Online survey assessing the City of Shoreview's engagement efforts over a two-year period	Calculate descriptive statistics (means, medians, etc.); conduct content analysis of open-ended questions (look for themes); compare trends over time each time survey is released and collected	Excel; Polco; QualCoder
Focus groups	Approximately two-hour, in-person discussions held after the long-form survey closes that are meant to provide more detailed feedback regarding Shoreview's	Conduct a content analysis to pull themes out of focus group transcripts and identify where themes recur in conversations; compare data across each focus group and over time to identify trends	Excel; Word; QualCoder

	engagement efforts and the existing barriers to increased MFU resident civic participation		
Interviews with city council members	Approximately 45–60-minute interviews with city council members, including the mayor, every other year to better assess how much city council and MFU residents interact with each other over the course of this plan's implementation	Conduct a content analysis to pull themes out of interview transcripts and identify where themes recur in conversations; compare data across each interview and over time to identify trends	Excel; Word; QualCoder
Agency records	Ongoing efforts to collate and analyze data collected as part of this plan and through prior engagement efforts to identify trends and existing areas of improvement	Synthesize data from all pre-existing and newly implemented data collection tools and identify the areas that Shoreview will want to focus on over time; develop statistics that can be compared across multiple types of data collection where possible; identify and track trends over time	Excel; Word; Polco; QualCoder

Limitations

The largest limitation of this evaluation is that its success relies on the engagement of MFU residents, a group that Shoreview believes has historically been less engaged with the city. Particularly, in this evaluation, the city seeks to learn more about MFU residents who are not currently engaged in civic affairs to better understand their barriers to participation and how the city can best serve these residents. The inherent challenge is the need to engage people that simply may not want to be engaged, and thus, there is a risk that the evaluation will not

accurately reflect the experience of all MFU residents, especially those who are not interested in engaging with the city. To mitigate this, the evaluation includes three types of data collection tools that aim to reach MFU residents through different avenues. This strategy increases the chances that MFU residents will engage with the evaluation through at least one method. These tools have varying recruitment strategies and will include a face-to-face interaction with a representative when possible to add a personal touch that could make residents more likely to participate. Ultimately, a little kindness and compassion can go a long way, and the best way to mitigate this limitation is for the evaluation team to invest as much as possible into outreach and express genuine interest in the lives of MFU residents.

Additional limitations for each of the data collection tools, along with mitigation strategies, are included in the table below.

Data Collection Tool	**Limitation(s)**	**Potential Impact(s)**	**Mitigation Strategy**
Short-form survey	Not all event attendees will complete & survey can be easily tampered with	Inaccurate measures of MFU residents' event attendance	Survey will be supervised by representative who recruits participants and watches for tampering
Long-form survey	Survey is anonymous and public, thus respondents may take it multiple times or not take it seriously	Data presents skewed or inaccurate impression of MFU residents' experience	Spam responses will be removed from the data Survey title will be displayed prominently on signage and header of survey to minimize risk of duplicate responses
Focus groups	Participants may feel that they can't openly share negative sentiments with the facilitator if Shoreview is unable to hire a third-party facilitator	Responses may be positively skewed due to social-desirability bias	Focus group will ideally be conducted by objective facilitator who is not affiliated with the city

	Requires most commitment, thus only those with the most incentive will participate	Participants may be disengaged as they may only be there for the compensation	Compensation will not be so high that it serves as major incentive for participation
Interviews	Participants may not know much about MFU residents and participants' perspectives may be limited	Valuable data may not be collected	If participants don't offer valuable data about MFU residents, interviews can be used as an opportunity to encourage participants to increase engagement with MFU residents
Agency records	Community survey may not include responses from disengaged residents	Records do not give an accurate impression of the experience of all MFU residents	Records will be interpreted with this limitation in mind and will not be used to make definitive conclusions about MFU residents' engagement

Speculative Results

Anticipated Patterns

- *Steady rise in civic engagement interest*: Over the course of long-form survey implementation and focus group sessions, MFU residents will likely display a gradual increase in their desire to pursue local civic engagement opportunities, so long as their share of the population continues to grow and the city maintains consistent outreach efforts.

- *Unforeseen barriers*: In the process of forging a closer relationship between the city and MFU residents, Shoreview should "expect the unexpected." It is possible that MFU residents will express attitudes or behaviors that do not align with the city's plans. If this is the case, flexibility and a willingness to engage residents on their own terms will be crucial.

- *Gradual change in city council outlook*: As the perspectives of MFU residents become more prominent over time, the city council will respond accordingly through listening and legislation. Such gradual change will materialize if the city council, advisory boards, and MFU task force members avoid operating in silos, and remain interdependent, collaborative units of government.

Recommended Analytical Focus

- Examine the demands on MFU residents' time that may impede civic engagement. Remain open to alternative modes of engagement if lack of spare time or other circumstances pose barriers to participation.

- Explore how MFU resident engagement may vary along demographic lines (race, gender, age, national origin, disability status, etc.) and strategize equitable outreach.

- Consider the spatial dimension of civic engagement; specifically, whether there are pockets of the city in which MFU residents are more or less civically engaged.

Curiosities

- What is the correlation between quality of life satisfaction and civic engagement interest?

- Does civic engagement correlate with a desire to live in Shoreview long-term?

- How does Shoreview's projected growth compare to its actual growth following the implementation of this initiative?

Summary

This framework is designed to ensure that evaluators center the experiences of residents at each stage of data collection, analysis, and interpretation. Through a combination of rich qualitative insights and quantitative metrics, the evaluation will highlight the most promising pathways toward greater civic engagement among Shoreview's growing MFU resident population, thereby advancing the city's vision for a welcoming community.

Appendix A

Note: This version of the long-form survey's demographic questions matches the City of Shoreview's community survey.

Introduction

Hello, and thank you for taking our survey! The City of Shoreview wishes to strengthen engagement with community members who live in multi-family units (MFUs), such as apartment complexes and townhomes. As an MFU resident, this survey is an opportunity to tell the City about your participation in public life and share ideas for getting involved. The survey should take approximately 10 minutes to complete. We greatly appreciate your input!

Consent

By participating in this survey, you consent to your responses being used by the City of Shoreview to further their civic engagement efforts. Your participation is voluntary and consent can be revoked at any time. If you have questions, please contact *[insert name and contact]*.

Confidentiality

Responses to this survey are anonymous. The information obtained through this survey will be kept confidential in a secure location and only accessed by authorized individuals.

About You

1. Do you reside in Shoreview?
    a. No
    b. Yes

2. In which category is your age?
    a. 18–24 years
    b. 25–34 years
    c. 35–44 years
    d. 45–54 years
    e. 55–64 years
    f. 65–74 years
    g. 75 years or older

3. What is your gender?
    a. Man
    b. Woman

c. Identify in another way

4. Are you Spanish, Hispanic, or Latino?
   a. No, not Spanish, Hispanic, or Latino
   b. Yes, I consider myself Spanish, Hispanic, or Latino

5. What is your race? (Mark one or more races to indicate what race you consider yourself to be.)
   a. American Indian or Alaskan Native
   b. Asian, Asian Indian, or Pacific Islander
   c. Black or African American
   d. White
   e. Other

6. What type of housing do you live in?
   a. Detached single-family home
   b. Attached single-family home (duplex or townhome)
   c. Apartment
   d. Condo
   e. Senior living community
   f. Mobile home
   g. Option not listed. Please elaborate:

7. Do you rent or own your residence?
   a. Rent
   b. Own

8. How long have you lived in Shoreview?
   a. Less than 1 year
   b. 1 to 2 years
   c. 3 to 5 years
   d. 6 to 9 years
   e. 10 or more years

9. Do you work in Shoreview?
   a. No, not currently employed
   b. No, I work in a different city
   c. No, I work remotely for an employer located outside of Shoreview

d. Yes, I work in Shoreview
e. Yes, I work remotely for an employer located in Shoreview

Events and Public Spaces

10. Have you attended any of the following events within the last two years? Select all that apply.

a. Slice of Shoreview
b. Shoreview Farmers Market
c. City council meeting
d. Hotdog with a Deputy
e. Parks and Recreation program or event
f. None of the above

10a. (If they selected an event(s) intended to engage MFU residents) Did any of these events make you feel more connected to the Shoreview community?

a. No, definitely not
b. No, not really
c. Neutral
d. Yes, somewhat
e. Yes, definitely

10b. (if 'none of the above') What barriers to attending events have you experienced? Select all that apply.

a. I didn't know they were happening.
b. I didn't have interest.
c. I had a schedule conflict or didn't have time.
d. I didn't have transportation.
e. I had a bad experience at a similar event previously.
f. Other. Please elaborate:

11. What changes could the city make to make attending events more worthwhile for you? (short answer)

12. Have you visited any of the following public buildings within the last two years? Select all that apply.

a. Shoreview City Hall
b. Ramsey County Library - Shoreview
c. Shoreview Community Center

13. In which ways do you receive news about Shoreview? Select all that apply.
    a. City of Shoreview social media accounts
    b. Other social media accounts
    c. City of Shoreview newsletters
    d. Other newsletters or newspapers
    e. The City of Shoreview website
    f. Other. Please elaborate:

Sentiments about Shoreview

14. Do you feel a sense of belonging in the Shoreview community?
    a. No, definitely not
    b. No, not really
    c. Neutral
    d. Yes, somewhat
    e. Yes, definitely

15. How would you rate your quality of life in Shoreview?
    a. Don't know
    b. Poor
    c. Fair
    d. Good
    e. Excellent

16. What factors most positively influence your quality of life in Shoreview? (short answer)

17. What factors most negatively influence your quality of life in Shoreview? (short answer)

18. How likely or unlikely are you to recommend living in Shoreview?
    a. Don't know
    b. Very unlikely
    c. Somewhat unlikely
    d. Somewhat likely
    e. Very likely

Civic Affairs and Engagement

19. Are you aware that the City of Shoreview has advisory boards that residents can join to advise on city affairs (with topics including public safety, economic development, and parks and recreation)?

a. No
b. Yes

The boards and committees residents can participate in are:

- bikeways & trails committee
- economic development authority
- economic development commission
- environmental quality committee
- human rights commission
- parks & recreation commission
- planning commission
- public safety committee
- Snail Lake improvement district board

20. Would you be interested in joining an advisory board or committee?

a. No
b. Yes

20a. (if 'no') Why not? Select all that apply.

a. I don't care about city affairs
b. I don't have time
c. I don't have transportation
d. I don't have childcare
e. I don't plan to live in Shoreview for very long
f. I don't think advisory boards are impactful
g. I'm generally not interested
h. Other. Please elaborate:

20b. (if 'yes') Why are you interested in joining a board or committee? Select all that apply.

a. I am passionate about one or more of the topics.
b. I have expertise on one or more of the topics.
c. I want to build more connections in my community.
d. I think I can make meaningful contributions.
e. I have a unique perspective to bring to the board or committee.

f. I believe civic engagement is important.
g. Other. Please elaborate:

21. Could the city do anything to make you more likely to join an advisory board or committee? (short answer)

22. Are there other ways that you are currently or would like to be involved in city affairs? (short answer)

23. Are there any other thoughts you'd like to share about civic affairs, boards and committees, or community engagement in Shoreview? (short answer)

Closing

If you would like to be contacted about civic engagement opportunities, please click this link to provide your contact information. Thank you for your time in completing this survey! Your feedback is important to us. You can find more information about engagement efforts with Shoreview renters and MFU residents here *[insert link]* or by contacting *[employee at email]*.

Works Cited

City of Shoreview. “Committees and Comissions.” https://www.shoreviewmn.gov/Government/Committees-commissions.

City of Shoreview. “Our City”. https://www.shoreviewmn.gov/Our-city.



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Memorandum

TO: City Council Workshop

FROM: Brad Martens , City Manager

DATE: February 17, 2026

SUBJECT: Response to unsheltered individuals

ITEM NUMBER: 1.c

SECTION: GENERAL BUSINESS

REQUESTED MOTION

INTRODUCTION

Over the past year there has been a slight increase in the amount of interactions between city or county staff and unsheltered individuals in the City of Shoreview. Until recently these interactions have taken place in park areas in which applicable laws exist to guide staff on how to proceed. More recently an individual has set up a camp along Rice St, south of I-694 which applicable laws do not exist to guide staff on how to proceed. It is requested the city council review the information in this report and provide direction to staff.

DISCUSSION

The City of Shoreview has had limited experience with unsheltered individuals in our community. Over the past four years staff has interacted with 4-6 individuals in coordination with the Ramsey County Sheriff's Office, Ramsey County Parks and Recreation, and Ramsey County Housing Services and Support division. The goal in these situations is to connect the individual with available resources provided by Ramsey County in hopes of assisting in finding housing.

Until this past year, each of those interactions have taken place in the open space park area operated by Ramsey County. The interactions typically begin with a report to the Ramsey County Sheriff's Office who makes contact with the individual. The individual is then informed that they are not allowed to camp in the park area, is provided resources available to them, and given a deadline to remove themselves from the area which is usually 48 hours. If the individual does not leave on their own, the Ramsey County Sheriff's Office is able to enforce the laws that exist in these areas and remove the individual. The area is then cleaned by city or county staff.

In the fall of 2025 an unsheltered individual set up camp along Rice Street, south of I-694 in Ramsey County right-of-way. Once reported, the Ramsey County Sheriff's Office made contact with the individual to offer resources with the goal of assisting to find shelter. The individual refused multiple contacts related to assistance over the first initial weeks. Following the decline of the offered assistance, city staff in coordination with county staff, and the Ramsey County Sheriff's Office reviewed city and county ordinances for potential options to remove the individual. Upon review by city and county attorneys it was determined that neither the city or

county had enforceable laws in place to remove the individual from the county right-of-way (see attached memo from the city attorney). It was determined at that time to continue to offer support and assistance to the individual hoping they would accept the assistance and move along with winter weather approaching and then work to review applicable ordinances for potential updates moving forward.

Over the winter months, not only has the individual continued to not accept resources, they have enhanced their camp area and appear to not have any desire to move from the area. An example of this desire to stay is the fact that the individual was removed twice for unrelated activities and returned despite the removal of their camp. In addition, concerns from the community continue and the area is filled with trash and other unsightly debris. A number of meetings have been held with leaders in law enforcement, human services, and legal departments and all efforts have been exhausted. At this point additional tools are needed.

The goal for staff in bringing this item forward is to obtain support from the city council to draft ordinance updates to allow for the removal of individuals camping in public areas within the city. Exercising the removal option would be a last resort following a substantial coordination with Ramsey County Housing Services and Support in coordination with the Ramsey County Sheriff's Office.

The ordinance would be drafted in a way to achieve the results desired while attempting to not harm the individual in a punitive way, as much as possible. Attached to this report is a recent study published in July 2025 showing the challenges with criminalizing these behaviors and while ultimately not making an impact on the broader issue.

City Council should share their level of support for this approach and any additional information or concerns they may have on this topic. If there is support to draft ordinance updates, staff would bring the proposed changes through the public safety committee and the human rights commission for review prior to final review by the city council.

RECOMMENDATION

Direct staff on whether or not to proceed with ordinance updates related to unsheltered individuals in the City of Shoreview.

ATTACHMENTS

Memo.Unsheltered Rice Street.pdf
Do Criminalization Policies Impact Local Homelessness.pdf

DATE: **February 6, 2026**
TO: **Brad Martens, City Manager**
FROM: **Rebecca Duren, City Attorney**
RE: **Unsheltered Individual on Rice Street**

The city has received complaints and concerns regarding an unsheltered individual that is camping near Rice Street, in the City of Shoreview. Rice Street is a County Road owned and operated by Ramsey County. Accordingly, the city has limited authority to address this issue.

City Ordinance Chapter 26 is applicable to the use of all recreational areas within the city. Recreational areas include parks, bathing beaches, parking lots, roadways, bike paths, trailways, sidewalks and other lands open to the public for recreational purposes of any type, owned, leased, maintained, or managed by the city. Chapter 26 is not applicable because it limits the city's authority to recreational property owned, leased, maintained, or managed by the city. Rice Street is a Ramsey County right-of-way and it is not owned, leased, maintained, or managed by the city.

Section 34-1 authorizes the city to prohibit any person from placing any type of sign or obstruction within the dedicated width of a bikeway, trailway or sidewalk owned by or dedicated for use to the city. Based on the information available, the unsheltered individual's encampment is located in a median area near Rice Street but not within a bikeway, trailway or sidewalk. At this time, this section does not apply to the applicable facts.

Section 22-1(2) authorizes the city to prohibit persons from maintaining a public nuisance that unlawfully interferes with, obstructs, or renders dangerous for passage a public waterway, park square, street, alley, highway, or any other public property or right-of-way. This section may apply if the encampment is located near Rice Street and it is high enough or otherwise large enough to interfere or obstruct the view of traffic traveling on Rice Street. As an example, sufficient evidence to prove a violation would likely require that the encampment is taller than a roadway sign.

Note: This is the accepted manuscript for the version of record published in Policy Studies Journal

Do Criminalization Policies Impact Local Homelessness?

Hannah Lebovits[1] and Andrew Sullivan[2]

Abstract: Local criminalization policies draw on the logic of deterrence to levy costs on individuals who engage in behaviors that are closely associated with various public concerns, such as those criminalizing behaviors associated with homelessness, thereby potentially reducing community-level costs. Yet, it is unclear whether the presence of these policies can be relied upon to reduce the frequency of a social crises within a local municipality. To answer this question, this article utilizes a difference-in-difference design to determine whether passing an ordinance criminalizing behaviors closely related to homelessness produces a subsequent decrease in homelessness within a community, thereby generating the expected community-level cost savings. Contrary to the deterrence logic, the results indicate that these local criminalization ordinances cannot be relied upon to reduce the social crisis rate (i.e., the number of people experiencing homeless) and therefore do not provide the intended community-level benefit.

Keywords: homelessness; criminalization; local government

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Introduction

Local governments frequently implement criminalization policies to deter individuals from engaging in behaviors that generate community-level costs. As such, criminalization policies are a critical component of the local policy landscape in the United States. These ordinances are rooted in the rational economic actor logic and designed to levy costs on individuals who engage in various socially undesirable activities to reduce the prevalence of a social concern within the boundaries of a local jurisdiction. Examples of criminalization ordinances include truancy and curfew laws to motivate young people to stay in school or at home rather than engage in potentially illegal activities; HIV exposure laws to reduce the spread of sexually transmitted diseases; travel bans for women seeking reproductive care to eliminate the possibility of abortion (Dawson, 2023); and laws regulating the movements of immigrants without proper documentation to discourage citizens of other countries from residing within a given area. Prior research has shown that these policies involve hefty individual-level costs and target a specific set of individual behaviors that are deeply tied to various identities (Gaynor 2018; Herring 2021; Martínez 2022; Schneider and Ingram 1993), but few studies have explicitly tested whether these policies can be tied to subsequent decreases in the presence of a given social concern, thereby generating community-level benefits.

To answer this critical question, the authors examine the local impact of ordinances that criminalize activities closely related to the experience of homelessness, including bans on camping, panhandling, and public drunkenness and urination (Herring 2019). While some claim that these policies are not intended to target homeless individuals and instead apply equally to homeless and non-homeless city residents (Grants Pass v Johnson, 2024), local governments frequently cite the homeless population as well as the public concern of homelessness as the

reason for the passage of these policies. As such, despite the neutral language of these policies, these punitive measures intend to target homeless individuals with the goal of reducing the visibility of homelessness, maintaining public order, and encouraging homeless individuals to either leave the municipality or end their homeless state (Giamarino and Loukaitou-Sideris 2024; Markowitz and Syverson 2019). Given the statements of local governments and the relevant scholarship, homeless criminalization laws are an ideal context for an investigation into the relationship between the passage of criminalization laws and subsequent rates of homelessness within a given area.

As of the most recent Point-In-Time count, an estimated 274,224 people slept unsheltered on a given night, a record-high number that accounted for 36% of the total population of people experiencing homelessness (HUD 2024). Sleeping unsheltered includes on the street, in a park, in a car, or other place not meant for sleeping, thus a more visible form of homelessness than sleeping in a shelter or transitional housing. Likewise, many shelters close during the daytime, forcing people to engage in regular daily activities while in public, visible places (Bowen and Capozziello 2022). As the visibility of homeless individuals can cause discomfort for the general public, reducing the visibility of homelessness and associated behaviors such as panhandling could potentially balance multiple city governance goals, such as ensuring public safety, creating a sense that the task environment for the locality is improving, and increasing local tourism and economic activity (Canham et al. 2021; Margier 2023). Additionally, as managing and governing homelessness can involve additional investments in health, safety, and housing costs, individual instances of homelessness generate an economic strain on a given community. Therefore, criminalization ordinances, which make homelessness costly for the individual, can thus potentially generate community-level benefits and limit community-level costs by pushing

people into shelter, alternative arrangements, or nearby jurisdictions (Giamarino and Loukaitou-Sideris 2024; Kim, Sullivan, and Lee 2022; Pratt et al 2017).

The authors ask the research question: does the passage of a criminalization policy within a given locality lead to a reduction in the social concern, thereby generating a community-level benefit? Using a difference-in-differences research design robust to differential treatment timing by estimating an interaction weighted estimator (Sun and Abraham 2021) and controlling for fixed characteristics of each Continuum of Care homeless coordinating body (CoC), national time trends, and events common to all CoCs within each state and year, the authors find evidence against the deterrence rationale. Contrary to the commonly stated logic that homelessness would decrease locally if actions closely related to the condition are criminalized through legislative efforts, the authors find that the passage of a criminalization ordinance does not statistically relate to a decrease in homelessness in the years following the ordinance, when comparing communities that have passed such laws with those that have not. Instead, the results indicate that communities with and without these ordinances experience similar trends in rates of homelessness over time despite the increased costs placed on people experiencing homelessness.

Literature and Conceptual Model

To properly engage with the foundational elements of the research question, we begin by investigating the reasons that a locality might pass a criminalization ordinance by focusing on the connections between social constructions of target populations (Schneider and Ingram, 1993), the passage of criminalization policies, and the logic of deterrence. We then identify the specific nature of homeless criminalization as both rooted in negative social constructions and stigmatization (e.g., Canham et al. 2021; Mullenbach et al. 2023) as well as a belief that individuals will choose not to be homeless within a given jurisdiction if the costs of remaining

within the city were raised via legislative efforts. Lastly, we build our conceptual model for locational choices of people experiencing homelessness to include a number of potential factors, including the presence of punitive policies.

Criminalization Policies: The Expected Community-Level Benefit of Socially Constructed Individual-Level Deviancy

Across the United States, many local and state governments have adopted ordinances – often referred to as *criminalization policies* – which punish various actions closely aligned with identities that are constructed as socially deviant, dangerous, and concerning to the public welfare (Rankin 2021). Unlike administrative and bureaucratic processes, which similarly can burden certain populations more than others based on a perceived worthiness (Baekgaard et al., 2021; Lasky-Fink and Linos 2023), criminalization policies are legislative efforts that make specific behaviors illegal within a locality and punishable through fines, fees, and potential jailtime for offenders. In assigning an explicit criminal nature to various activities, criminalization policies frame specific groups and set of behaviors in a negative light, impacting how the groups are viewed, talked about, and supported within the public consciousness (Gaynor 2018; Schneider and Ingram 1993). Even when legislators pass these policies without enforcement, the threat of enforcement and the narrative of deviancy maintain these social systems of harm and may deter people with the identity from engaging in activities and experiences, even those necessary for their individual health, safety, and well-being (e.g., Kennerly 2023).

However, while criminalization policies often harm members of the target populations and shape how they are seen and treated, those who support criminalization policies often defend these actions based on a deterrence logic- arguing that if the individual-level costs of a given

action increase, individuals will be disincentivized to practice the behavior, thus reducing community-level costs (Markowitz and Syverson 2019). This framework assumes that individuals impacted by social crises can choose between several different responses (Tausen and Fossum 2024) and that if certain actions are punishable, individuals will choose to not engage in those activities. As such, even if criminalization ordinances have negative effects on the individual members of the criminalized group, these effects must be weighed against potential positive effects for the rest of the community. For instance, if the policies deter people from engaging in certain activities or push people to only pursue specific experiences in other jurisdictions, resources that would have been spent on the problem could be reallocated to other services that benefit the community (Basolo 1999; Dahlberg and Edmark 2008; Kim et al. 2022). Equity for people being criminalized would then need to be balanced with the effectiveness of solving the problem for the rest of the community (Kim and Sullivan 2023).

However, if criminalization policies do not result in a significant reduction of the problem within the community, the community is left with only the costs levied on people experiencing the problem, which is therefore a net welfare loss. The individual costs are not only a concern on a philosophical level but on a practical one as well. Criminalization efforts can result in lawsuits against state-agencies, disruptions in public service delivery, and significant declines in public trust and safety. As such, there is a need to test the effect of criminalization policies on the local state of the problem and the capacity of criminalization efforts to produce the expected community-level benefit.

Public Management Concerns, Stigmatized Perceptions, and the Local Tendency to Criminalize Homelessness

In exploring the effectiveness of criminalization policies through a quantitative, nationwide examination of such policies, homelessness presents an ideal methodological context due to (1) the prevalence of ordinances regulating behaviors associated with homelessness, (2) cross-community variation in ordinances, and (3) data availability on ordinances and homelessness (Herring 2019; 2021). Additionally, as the population of homeless individuals in the United States has been systematically stigmatized, criminalized, and socially constructed as deviant, with the goal of providing the community-level benefits discussed above, homelessness meets the substantive criteria of a criminalized condition (e.g., Mullenbach et al. 2023). Lastly, these criminalization policies have uniquely far-reaching potential individual- and community-level impacts. Though the costs levied on the individual can be extensive because any person can experience homelessness at any given time, the potential for a larger benefit to the community – in the form of safety, order, and cost savings – is also far-reaching, leading some to cite the punitive penalties for such behaviors as an example of the equality levied upon all individuals through the arm of the law; as Anatole France stated over one-hundred years ago, "The law, in its majestic equality, forbids rich and poor alike to sleep under bridges, to beg in the streets, and to steal their bread."

With more than 770,000 people experiencing homelessness on a given night in 2024 (HUD 2024), homelessness is a considerable local public management concern that is deeply tied to the principles of effective, equitable, efficient, and economical service delivery, both for the homeless individual and the public. Unlike the housed population, the physical and social conditions of homelessness result in an inequitable experience of public service delivery, particularly in the areas of public works and public safety. Similarly, due to inefficient and ineffective piece-meal approaches to homelessness governance, the costs of managing

homelessness are also high. As a result, studies suggest the per capita cost of homelessness is between $20,000 to $38,000 per year (Evans et al. 2016; Hunter et al. 2017) as people who experience homelessness obtain inconsistent and often urgent services through publicly and philanthropically funded healthcare, social service, EMS, and policing systems for their own needs (Ellsworth 2019; Evans et al. 2021) while housed individuals who encounter people experiencing homelessness call upon EMS or policing and regulatory bodies to resolve this concern, even if no real threat exists (Herring 2019, 2021). Moreover, some housed individuals may avoid areas where unhoused individuals reside, such as streets, under bridges, or parks, leading to disinvestment in those areas, including residential streets and commercial districts (Shin 2023). Overall, the continued prevalence of homelessness presents unique and potentially steep costs to a city, which is often constrained in its capacity to provide direct comprehensive services yet must still find ways to mitigate the significant costs of homelessness within its jurisdictional boundaries.

As such, homeless individuals are often cited as a population that creates strains on the community-level regulatory and administrative functions of government, generating a negative social construction of the population. To combat these strains, the legislative branch of the local governance ecosystem has long attempted to pass ordinances explicitly and implicitly criminalizing individuals who live outdoors and those without consistent and safe shelter (Feldman, 2004). However, these policies are not passed simply because of the regulatory inconveniences and expenses that result from local instances of homelessness. Rather, homelessness criminalization is further tied to the social construction of the homeless population and the tendency to stigmatize and socially exclude homeless individuals from the larger public,

due to a presumption of personal irresponsibility placed upon the homeless individual (Canham et al. 2021; Feldman, 2004; Mullenbach et al. 2023).

Indeed, individuals who believe that dispositional factors such as personal weakness cause homelessness are also less likely to help a homeless individual and more willing to impose punitive policies on people experiencing homelessness (Tausen and Fossum 2024). Likewise, in a systematic review, Reilly et al. (2022) found people experiencing homelessness faced stigma when accessing health services, including dehumanization, power differentials and stereotyping when seeking medications or appropriate treatments, and avoidance of services from internalized stigma. Schneider and Ingram (2019) in a review of Arizona legislation also found negative sentiment toward people experiencing homelessness, who typically saw losses in the legislation. Furthermore, media coverage of people presumed to be experiencing homelessness often presents images of tents and shopping carts and does not mention people by name in captions, contributing to the stigma of homelessness as "the other" (Bowen and Capozziello 2022). It is within this broader ecosystem of homeless stigmatization and negative social construction, that punitive policies for people experiencing homelessness emerge.

Homelessness criminalization ordinances ban several behaviors, including requesting personal donations in a public setting, spending long periods of time in informal housing conditions such as a tent in a public park or sidewalk, and public displays of otherwise private behaviors, such as intoxication and urination. In a review of frequently-passed ordinances in sixteen cities, Giamarino and Loukaitou-Sideris (2024) categorized many homeless criminalization ordinances into four general types: Camping ordinances ban sleeping in public spaces, such as parks, sidewalks, or streets; loitering ordinances ban gathering in certain, public spots, such as outside of a theater; panhandling ordinances prevent requesting assistance from

people in public spaces, particularly when deems aggressive, although this distinction was typically left to law enforcement; and food ordinances prevent receiving food or drinks in public spaces. Additionally, various ordinances banning behaviors that are only criminalized due to their public nature – such as public intoxication, public urination, and public sleeping – are also overwhelmingly used to cite, fine, and jail homeless individuals and curb the visibility of homelessness. By raising the costs of taking these actions, cities hope to reduce the tolerability of homelessness in a given location, thereby reducing aggregate homelessness at a potentially low cost (O'Flaherty 2019).

In the case of homelessness, the deterrence logic implicitly suggests that individuals experiencing homelessness can choose between 1) an unsheltered state, in which they camp on the streets, spend time on sidewalks, and situate their personal items in the public right of way, 2) a sheltered homeless state in which they and their personal items remain out of the public eye during all hours of the day/night, 3) a sheltered non-homeless state, or 4) experiencing homelessness in a different community thus also reducing the cost burden of the municipal entity (Council of Economic Advisers, 2019; City of Grants Pass v. Johnson, 2024; Sullivan and Yokokura 2022). As only options three and four produce cost savings for the city, criminalization policies presumably seek to disincentivize the first two options as well as implicitly or explicitly (i.e., via Move-Along Orders) encourage the latter two.

Following the rational choice model, a person experiencing homelessness implicitly decides whether to locate in a given city. For instance, when first entering homelessness, they can either stay in the same city or move to a different city. Although most people experiencing homelessness do not move far, research suggests some movement. For example, 25% of people experiencing homelessness in California move between counties (Kushel and Moore 2023).

Sullivan and Yokokura (2022) studying rural homelessness in Kentucky find high rates of migration from rural counties to more urban counties, particularly with service providers. Thus, while most people experiencing homelessness continue to live in the locale they did before entering homelessness, some evidence for migration across counties exists. To determine whether this claim is accurate, this article asks whether criminalization policies lead to a reduction in homelessness in the years following passage.

Conceptual Model: Homelessness, Local Costs, and Individual Locational Decisions

We next explore this logic through a conceptual model regarding locational choice of people experiencing homelessness. To understand how these ordinances could reduce homelessness, consider the following model:

$$L_{it} = f(G_{it}, A_{it}, P_{it}, G_{jt}, A_{jt}, P_{jt}, C_{ijt})$$

L_{it} is whether the person chooses to stay in the current location, *i*, at time, *t*. Whether they stay is first a function of three characteristics of location *i*: generosity, alternative options, and punitive policies. First, generosity, G_{it}, includes aspects such as housing services, shelter quality, ability to become housed, employment opportunities, and climate (Corinth and Lucas 2018; Cragg and O'Flaherty 1999). Services include primary, homeless services such as emergency shelter, and long-term housing support such as permanent supportive housing following the Housing First model. For example, the Housing and Urban Development–Veterans Affairs Supportive Housing program provides permanent supporting housing vouchers for veterans experiencing homelessness (Evans et al. 2021). Services also include secondary services beyond housing; many day shelters offer supportive services without shelter, such as food, clothing, case management, legal services, and health care. Other services also offer programs

targeting the underlying causes of homelessness, including poverty, housing costs, and mental health care. Generosity also includes the complex environment of housing and welfare policies. For example, research finds building low-income housing tax credit units alongside permanent supportive housing relates with a decrease in homelessness compared to only implementing one policy (Kim and Sullivan 2021). However, these policies themselves often come with their own stigma particularly along the lines of race and class; affordable housing itself can spark images of handouts and unsafe neighborhoods, leading to lower support (Douglas et al. 2024; Tighe 2012). Thus, stigma is engrained even for supportive policies, possibly lowering levels of generosity within jurisdictions.

Holding all else constant, the more generous the benefits in city *i*, the stronger the likelihood the person stays (O'Flaherty 2019). Conversely, cities' engaging in "race to the bottom" behaviors, such as cutting services to reduce migration, reduces the generosity and therefore the likelihood someone stays in the city (Brueckner 2000). For instance, lowering access to or the quality or availability of services will make it less desirable to use those services, thereby reducing the likelihood someone experiences homelessness in the location (O'Flaherty 2003). Evidence for this phenomenon exists in the case of welfare benefits, particularly for bordering jurisdictions (McKinnish 2005).

Another consideration is alternative options to homelessness while remaining in city *i*, A_{it}, such as doubling-up with friends and family due to loss of housing, economic hardship, or a similar reason. Although generally not considered as homeless under the U.S. Department of Housing and Urban Development's (HUD) definition of homelessness (Sullivan 2023), doubling up is prevalent across the country, with an estimated 3.7 million people doubling-up in 2019 (Richard et al. 2022). Doubling-up often still entails negative consequences for people's lives,

such as lowered educational attainment for children and intra-household conflict, but is less public than literal homelessness (Harvey 2020; 2022). If there are additional alternative options, such as strong social ties within the community or less stigma towards people doubling-up, street and emergency shelter homelessness will likely decrease as people shift to these alternative housing insecure situations (Corinth and Ross-de Vries 2018).

Third and the focus of this study, P_{it} refers to punitive policies, particularly ordinances regulating and raising the costs of behaviors related to homelessness in the community. As these costs increase, conditional on other factors, people experiencing homelessness are, conceptually, less likely to stay in the community. For instance, the White House's Council of Economic Advisers (2019) suggested reducing the tolerability of homelessness in cities to reduce homelessness, such as policing street activities associated with homelessness. Although there is little empirical evidence on the effects of such policies for rates of homelessness (Finlay et al. 2023), higher costs of engaging in certain behaviors are likely to deter people from those behaviors, particularly if enforced (Baekgaard, Moynihan, and Thomsen 2021; Bertelli and Richardson Jr. 2008). Research often finds these ordinances create stress for people experiencing homelessness, lead to unsafe conditions, and decrease their ability to access housing and medical services (Herring et al. 2020; Moatism 2023; Robinson 2019; Westbrook and Robinson 2021). Further, these policies may conflict with services, such as reducing access to housing and employment while increasing the vulnerability of people experiencing homelessness (Herring 2019). On the other hand, if not enforced or comes with only light penalties, e.g., shelter without legal involvement, the cost may be too low to change the locational decision (Finlay et al. 2023). However, any increase in costs to behaviors would create deterrence on the margin (Robinson 2019).

Fourth, the relative generosity, alternative options, and punitive policies in other communities, *j*, have the reverse effect. For instance, if community *j* increases the generosity of its services by increasing funding for people experiencing homelessness, particularly relative to community *i*'s services, people experiencing homelessness will be marginally more likely to move to community *j* to use their services (Sullivan and Yokokura 2022). Thus, nearby communities' levels of generosity are pull-factors, making these communities seem more attractive to people experiencing homelessness by offering a bundle of services better for housing-insecure persons (Tiebout 1956). These pull factors may be particularly strong when the levels of generosity in jurisdiction *i* are particularly low (Sullivan and Yokokura 2022). Similarly, community *j*'s enacting punitive policies may deter people experiencing homelessness from moving to that community. Last, the cost of moving from *i* to *j*, C_{ijt}, can relate to the locational decisions of people experiencing homelessness. These costs include both travel costs and psychological costs of leaving one's community. The higher the costs, the less likely the person will leave community *i* for community *j*.

In accordance with this model, if ordinances only and sufficiently affect P_{it}, we would expect people experiencing homelessness to be less likely to stay in the community and instead to either voluntarily end their own homelessness or move outside of the jurisdiction. In making behaviors such as camping and panhandling criminal acts, communities add costs to public living and provide implementation pathways for law enforcement officials to forcibly move homeless individuals from the street into alternative institutions such as jails and shelters or push them elsewhere. Given this model and possibility of punitive policies moving the problem, we test the effect of ordinances regulating behaviors associated with homelessness on homelessness within a

community compared with communities not passing an ordinance or and neighboring communities.

Empirical Approach and Methodology

Data collection and measures

To determine whether the passage of criminalization policies reduces the instances of a social concern in a given community, the authors retrieved the ordinance data from online municipal ordinance sites and confirmed via city websites and recent media coverage for the 100 largest cities in the United States, based on population. This cutoff was chosen because of the availability of data, the broad impact of these cities as policy leaders, and the fact that most homeless residents in the United States live within these 100 cities. The data was collected between September 2021 and December 2021 and cleaned over the following month. The ordinance data was then reviewed and cleaned again in 2023. The initial search for ordinances limited the timeline of the passage of an ordinance to the years 2000 to 2021. The initial year of 2000 was chosen because of the data availability as well as the historic shift towards localized regulation of homelessness as well as the massive federal investments that took place in the early 2000s.

The research question, literature review, and conceptual model provided a concrete outline when determining which ordinances to include in the data set. In line with the goal of investigating the criminalization of homelessness as a criminalization of publicness and visibility (Giamarino and Loukaitou-Sideris 2024; Markowitz and Syverson 2019), the authors first focused on ordinances explicitly targeting individuals who live publicly – such as camping bans and panhandling bans. Second, ordinances were included that are solely criminalized because the

behaviors were performed by people living outdoors, such as public urination, public drinking, disorderly conduct, and the ownership of animals by people who are not living inside a home, as homeless individuals are often cited for these activities (see, for example: Eiserer 2024).

Inclusion and exclusion criteria were content based, with the ordinances initially chosen based on keyword searches. The ordinances were validated by confirming the site update features, with all municipal ordinance websites being up-to-date and accurately reflecting the current ordinances still "on the books." Following a preliminary review of the research on the topic of homelessness ordinances, Table 1, Panel A shows the terms used to engage in the searches.

Table 1. Search Terms for Ordinances

Panel A. Included Terms

Homelessness	Unhoused	Camping / Urban Camping	Encampment	Tents	Sleeping
Shelter	Urinating	Defecating	Bathing	Sanitation	Indecent Behavior
Nudity	Panhandling	Solicitation	Aggressive Solicitation	Beg	Hawk
Crying Of Wares	Nuisance	Prohibited	Disturb Peace	Disorderly Conduct	Harassment
Obstruction	Loitering	Gathering	Alcohol	Open Container	Influence
Intoxication	Drunkenness	Drinking	Animals	Care	Neglect
Cruelty	Tethering	Pet			

Also based on existing research, the terms in Table 1, Panel B were *excluded* from the search, as they were determined to not be primarily oriented towards the condition of homelessness or the nature of living in public settings.

Panel B. Excluded Terms

Abatement	Adult	Airports	Animal Feces	Cannabis	Canvassing

Cemeteries	Curfew	Feeding of birds	Illegal Substances	Jaywalking	Littering
Massage	Minors	Noise	Parade Obstruction	Peddling	Prostitution
Public Telephone Booth	Recreational Vehicles	Skateboard	Smoking	State of Emergency	Street Performers
Street Vendors (severely impacted by COVID-19)	Trespass	Vehicles	Weapons	Workrooms	

The primary outcome of interest is the number of people experiencing homelessness within a Continuum of Care (CoC), local planning bodies for homeless services. Almost every geographic area in the United States is within one of about 380 CoCs (Kim and Sullivan 2023), which lead an annual census count of the local homeless population. The Point-In-Time (PIT) count occurs every January, when volunteers in each CoC go into shelters and streets to estimate the number of people experiencing homelessness. In addition to reporting overall homelessness, CoCs report several breakdowns including the number of people in emergency shelter, transitional housing, or unsheltered, and whether there is a child in the household. The authors connected each city's ordinances to its respective CoC by looking through HUD's CoC dashboard reports which list counties and cities within each CoC. As some CoCs merged over time, the authors used 2020 boundaries for geographic consistency, the last year of our analysis. As 2007 is the first year of homelessness data, we dropped CoCs first adopting in 2007 or 2008 to allow for adequate observations for pre-treatment years.

While a sub-CoC unit would more precisely estimate the relationship between ordinances and homelessness, unsheltered homelessness is typically only reported at the CoC level. The authors test the sensitivity of results to CoCs with only one county, as in previous research

limiting analyses to CoCs with one county (e.g., Lee 2021; Lee and McGuire 2017). As the ordinance data was collected at the city level while the data on homelessness are at the CoC level, the models were re-estimated using only CoCs with one county as these more closely align with cities. As such, estimates would be more likely to detect a relationship. As a second sensitivity check, the authors also limited the comparison group to neighboring CoCs. One likely mechanism through which ordinances could decrease homelessness is by pushing people experiencing homelessness to nearby communities given the relatively low cost to moving compared to further communities (Kim et al. 2022). If neighboring CoCs' homelessness increases relative to CoCs adopting an ordinance, this comparison would be more likely to detect a relationship. As the estimates show the relative difference, limiting the comparison group to neighboring CoCs would increase the likelihood of observing this phenomenon. However, despite both having a greater likelihood of finding a negative relationship, results are statistically insignificant and similar to main results.

The authors focus on two sub-populations: households without children (commonly referred to as individual homelessness) and unsheltered homelessness because criminalization ordinances will likely have a stronger effect on these two groups given their visibility. The policies typically target behaviors exhibited by individual adults and people living in cars, tents, and in other forms of informal and makeshift housing, such as camping or public urination. For this measure, the authors collected data starting in 2007, the first year the PIT counts are reported, through 2020 as unsheltered counts were not reported in 2021 due to the COVID-19 pandemic. Additionally, the relationship between ordinances and emergency shelter beds was estimated. As the primary form of crisis service and alternative to unsheltered homelessness, CoCs may respond to ordinances by increasing service provision. The outcomes were also

transformed to the inverse-hyperbolic sine, an approximation of a log that allows for zeroes, as the relationship is likely non-linear. The authors also tested the robustness of results to using a per capita transformation and raw count. Results shown in Appendix A are similar to main results. The number of transitional housing and permanent supportive housing beds, two other forms of services, were likewise included as potential outcomes, with results in Appendix A, finding no relationship.

Analysis

To estimate the relationship of interest, the authors estimated an interaction weighted estimator (IW), a form of a difference-in-differences in an event study context when treatments occur at different times (Sun and Abraham 2021). The identification strategy compares variation in the outcome (homelessness) between treated and untreated units (CoCs) relative to the year before treatment. The treatment is a locality's (CoC's) adoption of an ordinance for the first time in the sample. As some CoCs adopted multiple ordinances during the study period, conceptually, this would mean some CoCs had a stronger treatment effect than others if passing an ordinance affects homelessness. However, the results would still show the average effect. Likewise, estimating an event study can show whether the effect grew or diminished over time, capturing these other passages.

When identifying the treatment effect, it is necessary to consider the counterfactual: what would have happened to homelessness if a CoC had not implemented an ordinance. However, a counterfactual is inherently unobservable as it is another state of the world (Cunningham 2021). As a substitute for the counterfactual, the identification strategy uses trends in homelessness in comparison CoCs after treatment CoCs adopted an ordinance. This offers a counterfactual in a difference-in-differences design as the trends would have been similar but for the treatment. The

comparison group, conceptually, is CoCs that did not adopt an ordinance. However, as the data set only includes ordinances on the 100 largest cities, we do not know whether other CoCs did adopt an ordinance. Based on the IW assumptions, however, this is a minor concern as the research design relies on randomness in timing of adoption. If timing of adoption is like-random both for treated CoCs and any other CoCs which may have adopted, then the assumptions still hold.

The estimation takes the following form, representing the IW estimator:

$$(1) \qquad Y_{c,s,t} = \sum_{e=2009}^{2018} \sum_{l=-3,\neq -1}^{4} \delta_{e,l} 1\{E_i = e\} \cdot D_{c,t}^{l} + \theta X_{c,t} + \alpha_c + \gamma_{s,t} + \varepsilon_{c,s,t}$$

Consider equation (1), representing the interaction-weighted estimator, where $Y_{c,s,t}$ is homelessness for CoC *c* in state *s* in year *t*. CoC fixed effects, α_c, are included to control for time-invariant characteristics of the CoC. These control for whether the CoC adopted an ordinance and also control for fixed characteristics of each CoC that could bias results through affecting the adoption of an ordinance and homelessness. Examples of these alternative explanations include climate, geographic size, political ideology, urbanicity, and historical contexts. Importantly, fixed effects control for whether the CoC previously had a city with an ordinance before the study period. Fixed effects take the form of a dummy variable that is a one if the observation corresponds to a given CoC (Cunningham 2021; Wooldridge 2010). Instead of needing data on each time-invariant characteristics such as climate, this method allows controlling for any of these observed or unobserved characteristic. State-by-year fixed effects, $\gamma_{s,t}$, are dummy variables that are a one if the observation belongs to a given state and year. These control for anything common to all CoCs within each year and state, such as the political party of the governor or state legislature and state policies or economic conditions. They also

control for any characteristic each year that applies to all CoCs, such as the national economy. Rather than including variables and data on each of these characteristics, state-by-year fixed effects control for all of these time-varying characteristics through the set of dummy variables. Standard errors, $\varepsilon_{c,s,t}$, are clustered at the CoC level as error terms likely correlate over time within a CoC. Last, $X_{c,t}$ are time-varying control variables for CoCs, where θ is the relationship between each and homelessness. As shelters are the most commonly available alternatives to street homelessness the number of homeless service providers, the share of beds that are emergency shelter beds are also included in the model. Additionally, the share of people experiencing homelessness that are unsheltered is included as this could influence the timing of adoption.

Fixed effects, clustering standard errors, and time-varying control variables also help control for measurement error in the PIT counts. For example, warmer CoCs tend to have more variation in their unsheltered estimates (Corinth and Lucas 2018); CoC fixed effects and clustering control for this as the climate does not change dramatically within the study period. Fixed effects also correct for differences in counting methodologies across CoCs if the methodology does not change within a CoC over time; clustering standard errors adjusts for the fact that CoCs may have more variation in their counts, such as rural CoCs. Additionally, for it to bias results, measurement error would have to correlate with the timing of the passage the ordinances. For instance, one possible scenario is if ordinances force people experiencing homelessness to locate in less-visible places to avoid arrest and thereby decreasing unsheltered homelessness on the night of the count. Another scenario is that ordinances could push people into shelter, making them more likely to be counted in sheltered counts, but also decreasing unsheltered homelessness. Taken together, these both would bias results to be more negative; as

a preview of results, we find no change in unsheltered homelessness, often with positive coefficients, suggesting measurement error to not be driving the results.

The identifying assumption is the CoCs would have followed a similar trend but for treatment. For a more complete picture, the model includes effects three years before treatment and four years after to have sufficient observations and see short-term versus long-term effects. The interpretation of a given coefficient is the average treatment effect relative to the difference between treatment and control CoCs in the base year. Since the calendar year for a given time from treatment, l, differs depending on the treatment cohort, e, it is unclear the level of homelessness for control CoC observations as the year differs across treatment cohort. The IW estimator solves this issue by separately estimating a difference-in-differences for each treatment cohort (Sun and Abraham 2021). The coefficients showing the differences between treatment and control CoCs are a weighted average of the cohort-specific effects, where the weight is the share of CoCs adopting an ordinance in each cohort. $\delta_{e,l}$ is the difference between treatment and control CoCs for a given year from treatment, implicitly weighted by the share of treatments in a given calendar year, relative to the reference difference, and thus a difference-in-differences.

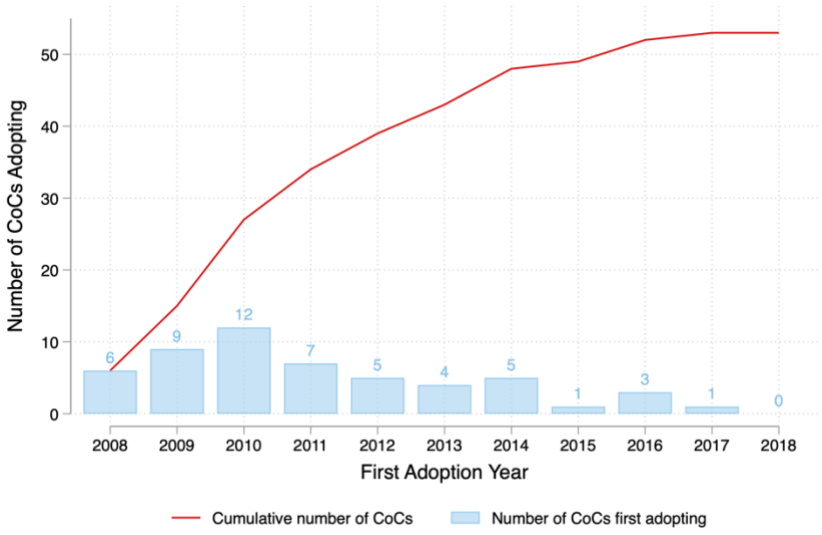
Equation (1) also allows tests for a placebo effect when $l<0$ as there should be no effect before treatment (Angrist and Pischke 2009; Granger 1969). The primary assumption of difference-in-differences, the parallel trends assumption, is that treatment and control groups would follow the same trends in outcomes but for the treatment. While this assumption cannot be proven, differential trends prior to treatment would suggest it to be falsified. As a preview, results cannot find statistically significant evidence against the parallel trends assumption for most models, as coefficients before treatment are statistically insignificant and generally close to zero.

Descriptive Statistics

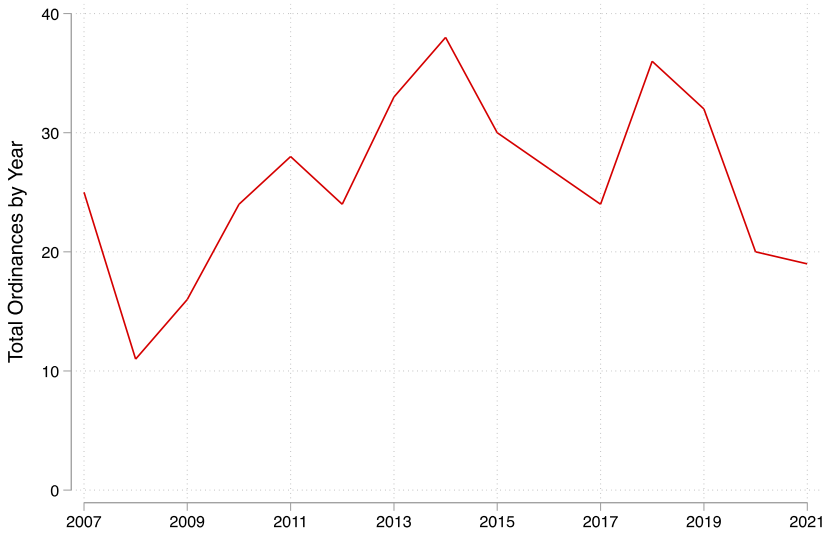
Figure 1, panel A shows the number of CoCs including the 100 largest cities that first adopted an ordinance regulating a behavior associated with homelessness by year to show the number in each treatment cohort, along with the cumulative number. Although more CoCs had a city adopt an ordinance in earlier years, there are also late-adopters. Corresponding panel B shows the total number of adoptions by year. While the number grew in the early years post-recession, the number steadied around 30 and decreased during COVID-19 years.

Figure 1. Ordinances by Year

Panel A. First Adoptions by Year



Panel B. Total Adoptions by Year



It is important to note that the descriptive statistics show that most of the cities within the sample adopted their first ordinance before 2013. Further, the adoption of additional policies is cyclic in nature, with dozens of cities adopting ordinances within the same multi-year cycle and followed by a lull, and then a renewed interest. Taken together, these results indicate that many cities continue to pass policies over several years and have had a sustained interest in the use of these ordinances.

In terms of outcomes for treated CoCs pre-treatment, the average rate of overall homelessness was about 30.0 people per 10,000 residents. The rate for individual homelessness was 18.8 and unsheltered 7.2. In the comparison group, the averages were lower for overall homelessness (20.8) and individual (14.0), although slightly higher for unsheltered (8.8). When limiting to comparison CoCs with only one county, as we do for a sensitivity check, the rates become more comparable, 26.0, 18.1, and 10.8, respectively.

Findings

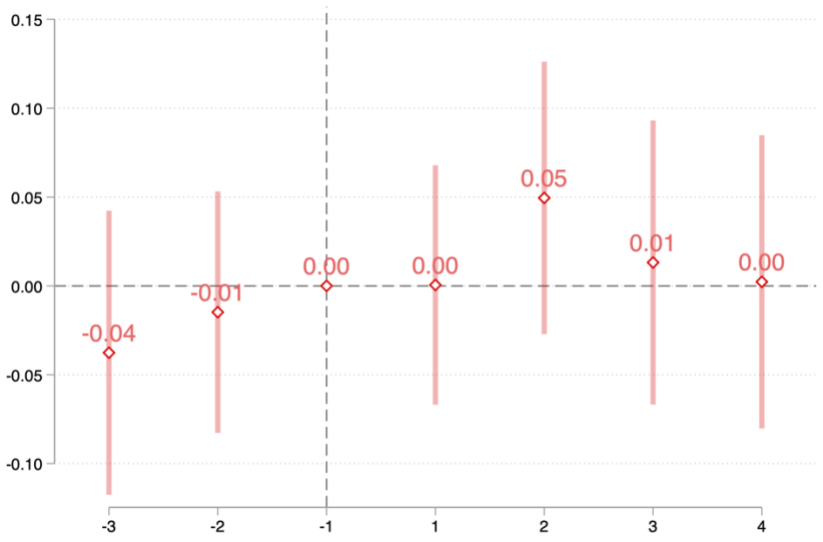
Main Results

The estimates from equation (1) are shown in Figure 2, where each marker shows the difference between CoCs adopting an ordinance and those not adopting an ordinance relative to difference the year before adoption. The shaded bars represent the 95% confidence intervals. If a bar does not cross the dashed, horizontal line, then the relationship is statistically significant at the 5% significance level. Overall, the findings suggest that ordinances regulating behaviors associated with homelessness do not relate with a reduction in homelessness.

First, looking at individual homelessness, no coefficients are statistically significant, and all are typically close to zero or positive post-adoption. While there is some evidence homelessness could increase somewhat two years after adoption, there is significant variation. On average, relative to the difference with comparison CoCs before adoption, individual homelessness increased by 1.6% after adoption, with a 95% confidence interval of a 4.8% decrease and 8.1% increase. At most, ordinances relate with a small decrease in individual homelessness, although the average results point towards a small increase.

Figure 2. Main Results

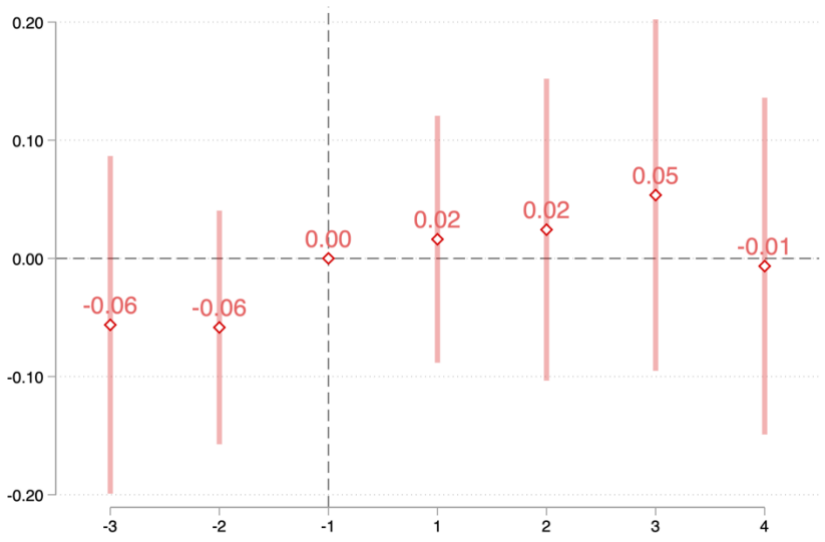
Panel A. Individual Homelessness



Notes: Each marker shows the difference in individual homelessness between CoCs adopting an ordinance and those not adopting an ordinance relative to the year before adoption. The shaded bars represent the 95% confidence intervals. Data are for 2007-2020, where the treatment group includes CoC first adopting an ordinance between 2009 and 2018. CoC, year, and state-by-year fixed effects are included. Annual data on the number of service providers, share of beds that are emergency shelter beds, and share of people experiencing homelessness that are unsheltered are included for pre-treatment years. N=4,443; Treated units=46.

Second, looking at unsheltered homelessness in panel B, all coefficients are again statistically insignificant. While there is variation in treatment, the post-treatment coefficients are positive the first three years. This suggests unsheltered homelessness does not change as a result of adoption. On average, there is a 2.2% increase in unsheltered homelessness, although this is statistically insignificant.

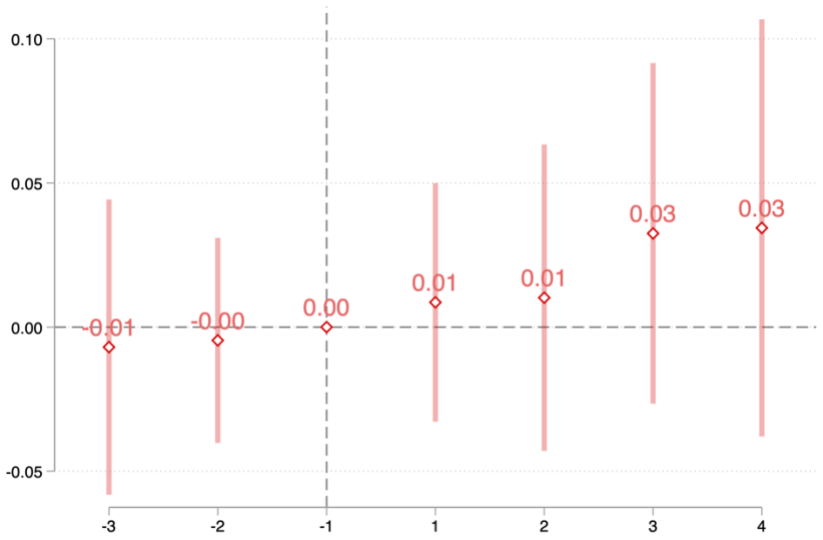
Panel B. Unsheltered Homelessness



Notes: Each marker shows the difference in unsheltered homelessness between CoCs adopting an ordinance and those not adopting an ordinance relative to the year before adoption. The shaded bars represent the 95% confidence intervals. Data are for 2007-2020, where the treatment group includes CoC first adopting an ordinance between 2009 and 2018. CoC, year, and state-by-year fixed effects are included. Annual data on the number of service providers, share of beds that are emergency shelter beds, and share of people experiencing homelessness that are unsheltered are included for pre-treatment years. N=4, 443; Treated units=46.

Turning last to emergency shelter beds in panel C, results are again statistically insignificant, although there is a slightly growing trend, which could suggest CoCs respond in the long-term by increasing service provision, but the relationship may be small or take place slowly over time.

Panel C. Emergency Shelter Beds



Notes: Each marker shows the difference in emergency shelter beds between CoCs adopting an ordinance and those not adopting an ordinance relative to the year before adoption. The shaded bars represent the 95% confidence intervals. Data are for 2007-2020, where the treatment group includes CoC first adopting an ordinance between 2009 and 2018. CoC, year, and state-by-year fixed effects are included. Annual data on the number of service providers, share of beds that are emergency shelter beds, and share of people experiencing homelessness that are unsheltered are included for pre-treatment years. N=4, 443; Treated units=46.

Model Validity

The primary assumption of the difference-in-differences research design is that trends in the outcome between treatment and control groups would have followed the same trend if treatment never happened (Angrist and Pischke 2009; Cunningham 2021; Roth et al. 2023), as discussed in the methods section. While this counterfactual can never be proven, it can be falsified if there were differential trends prior to treatment. This is because differential trends would suggest the treatment and control CoCs differed before treatment and are therefore not suitable comparisons (Hassell and Holbein 2024). Similar trends before treatment, on the other hand, suggest that the two groups would have followed similar trends in the outcome but for the treatment. Looking at the graphical evidence from the event study plot prior to treatment is one common test as the coefficients should generally be statistically insignificant and close to zero before treatment (Wing and Simon 2018). Returning to figure 2, there are no clear pre-trends in

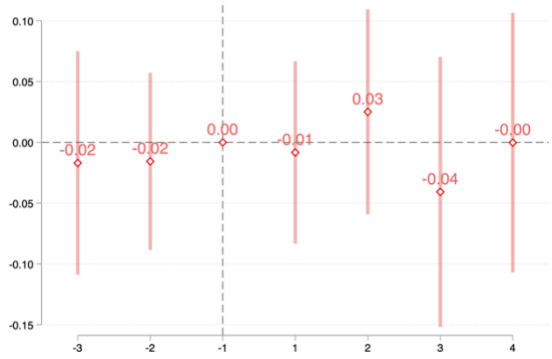
any panel. Estimates prior to treatment are generally close to zero and statistically insignificant. This provides additional evidence for our assumption that CoCs without a city adopting an ordinance provide a suitable counterfactual.

Sensitivity checks

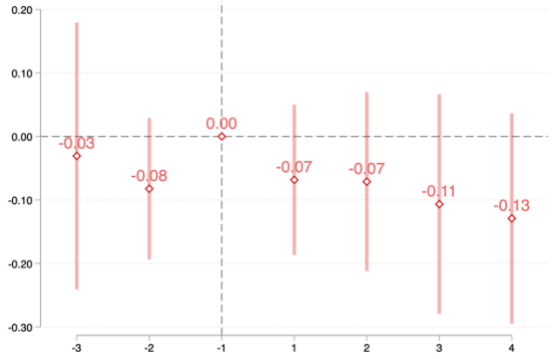
To test the robustness of our assumptions, the authors estimate two sensitivity checks. First, when limiting the analysis to CoCs with only one county, results in Figure 3 generally provide more evidence for a decrease in unsheltered homelessness, although it is not necessarily clear it results from the ordinance. For instance, while unsheltered homelessness has negative coefficients post-treatment, they are similar to unsheltered homelessness pre-treatment, suggesting it to not be driven by the ordinance. Therefore, results can be considered consistent with main findings when limiting to one-county CoCs.

Figure 3. CoCs with One County

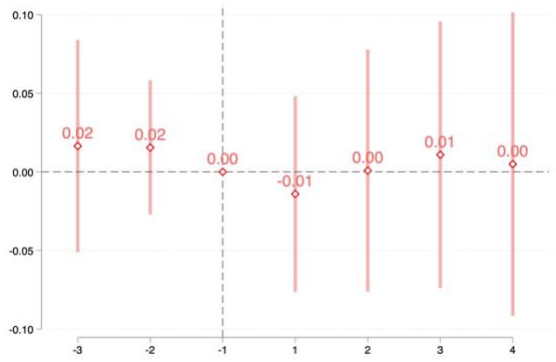
Panel A. Individual Homelessness



Panel B. Unsheltered Homelessness



Panel C. Emergency Shelter Beds.

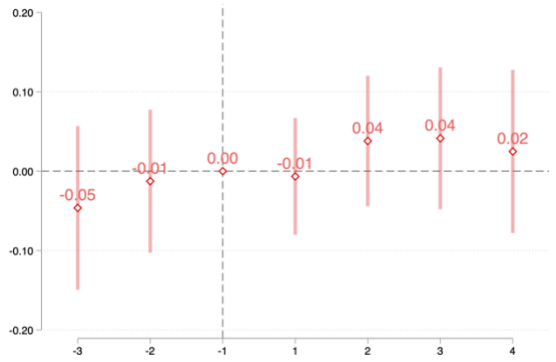


Notes: Each marker shows the difference in emergency shelter beds between CoCs adopting an ordinance and those not adopting an ordinance relative to the year before adoption. The shaded bars represent the 95% confidence intervals. Data are for 2007-2020, where the treatment group includes CoC first adopting an ordinance between 2009 and 2018. CoC, year, and state-by-year fixed effects are included. Annual data on the number of service providers, share of beds that are emergency shelter beds, and share of people experiencing homelessness that are unsheltered are included for pre-treatment years. CoCs are limited to those with one county. N=2,246; Treated units=31.

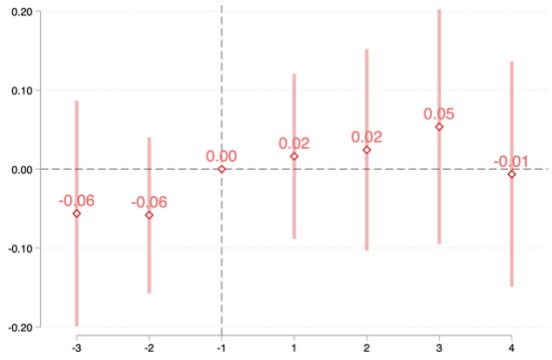
As a second sensitivity check, the authors limit the comparison group to neighboring CoCs. Figure 4 shows these results. Contrary to this possibility, results are similar to main results or possibly more indicative of an increase, providing further support that ordinances likely do not decrease homelessness within the community.

Figure 4. Comparison to Neighboring CoCs

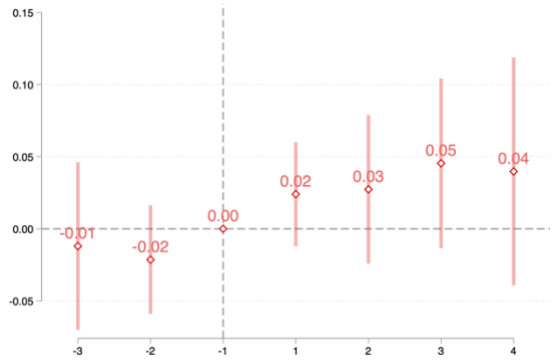
Panel A. Individual Homelessness



Panel B. Unsheltered Homelessness



Panel C. Emergency Shelter Beds



Notes: Each marker shows the difference in emergency shelter beds between CoCs adopting an ordinance and those not adopting an ordinance relative to the year before adoption. The shaded bars represent the 95% confidence intervals. Data are for 2007-2020, where the treatment group includes CoC first adopting an ordinance between 2009 and 2018. CoC, year, and state-by-year fixed effects are included. Annual data on the number of service providers, share of beds that are emergency shelter beds, and share of people experiencing homelessness that are unsheltered are included for pre-treatment years. Comparison CoCs are limited to those neighboring a CoC adopting an ordinance. N=1,687; Treated units=43.

Discussion and Conclusion

Criminalization policies tie specific identities and actions to the concept of deviancy, with the goal of incentivizing individuals to not engage in specific behaviors and to encourage those with particular identities to leave the municipality. In the case of homeless criminalization, municipal actors often claim that the intention of punitive ordinances is to increase community-level safety and security by placing heavy costs on homeless individuals, thereby incentivizing these individuals to either move to another area or voluntarily end their unsheltered state (Giamarino and Loukaitou-Sideris 2024; O'Flaherty 2019). However, as the findings in this article indicate, the passage of such policies – including both the ordinances that explicitly target actions related to homelessness and those that target the homeless condition – does not yield a long-term reduction in the number of people experiencing homelessness on a given night. Therefore, based on this study's data, these ordinances appear to lack empirical support to reduce

community-level costs or provide community-level benefits. In the absence of such benefits, only the significant costs to the individual remain.

Furthermore, findings provide several contributions to the literature on criminalization policies, broadly, and homeless criminalization, in particular. First, this study provides important insights into the ineffectiveness of criminalization policies by offering nationwide, quasi-experimental evidence on the potential community-level benefits of criminalization. While previous studies have offered evidence on the negative effects of criminalization policies at the individual-level (e.g., Finlay et al. 2023) or explored why communities pass these policies (e.g., Gaynor 2018; Giamarino and Loukaitou-Sideris 2024), a rigorous nationwide study on the effect on these policies at the community-level has been missing. In filling this gap, this research sheds light on the deterrence logic and suggests that generosity may better explain a fluctuation in the number of homeless individuals in a given community, as individuals might choose to migrate to seek services that can best address their needs rather than due to the fear of punishment (Tiebout 1956). For instance, a survivor of domestic violence experiencing homelessness may not feel pressured to move due to punitive laws but may do so to find appropriate services particularly given geographic gaps in service provision (Shechter 2021).

Second, by exploiting variation in the timing of laws and controlling for fixed characteristics of communities, we can better identify the relationship between these policies and subsequent rates of homelessness. We provide plausibly causal evidence that the ordinances have little material benefit for the community. This finding is consistent with the argument that these laws exist to impose costs on people with the identity rather than to provide a community-level benefit by reducing the number of homeless individuals within a given local area. Thus, not finding a reduction in homelessness supports the theoretical argument that criminalization

policies are created and enforced with the intention of tying the concept of deviance to a specific identity (Gaynor 2018; Markowitz and Syverson 2019). In this case, policies that criminalize activities closely related to homelessness can be thought of as intentionally designed to connect the concept of "criminality" to people who experience homelessness (Canham et al. 2021). They are then implemented in a way that intends to levy personal costs on homeless individuals given the stigma and blameworthiness associated with homelessness (Markowitz and Syverson 2019; Tausen and Fossum 2024).

Third, with respect to homelessness, this research provides new opportunities for potential studies regarding policy effectiveness in the area of homelessness response and reduction. In 2024, the United States Supreme Court considered whether a city's choice to levy fines and fees on individuals caught sleeping in tents or cars when no shelters are available constitutes "cruel and unusual punishment" in accordance with the Eighth Amendment of the United States Constitution (City of Grants Pass v Johnson, 2024). In a 6-3 ruling, the Court determined that the city's punitive policies could not be considered cruel and unusual punishment because they were not considered to be extremely personally harmful. The policies themselves were also not written in a way that criminalized the homeless status, but rather levied costs on specific actions that could be taken by any individual. More broadly, the Court argued that federal judges should not and cannot control the types of policies localities pass when seeking to combat homelessness and provide community-level benefits to a local area. Yet, the Court held that local legislators can still decide on the most appropriate policies. To support effective policymaking at the local level, the findings in this study offer important insights for these local actors regarding the limited effectiveness of punitive policies and the need to explore and support efforts that will produce the intended community benefits. Instead, local

governments may consider other solutions, such as expanding access to low-barrier shelter, to address homelessness.

Moreover, this study has multiple limitations and directions for future research. First, our study's analysis is limited to the data available: municipal/CoC-level and annual. While we tested the sensitivity of results to CoCs that are one-county, more geographically precise and frequent data across cities could improve the identification of the effect. Additionally, as we only collected data on ordinances in the 100 largest cities, further research can create a nationwide census of criminalization ordinances for additional analyses. Second, the study offers several important follow up questions such as, *what other considerations might hinder the effectiveness of the deterrence rationale, in the case of homelessness criminalization?* and *why are these policies passed despite limited evidence of their effectiveness?* Future research can utilize quantitative and qualitative methodologies – including surveys, ethnographic studies, and interview-based research – to identify various explanations for both the limited effectiveness of deterrence efforts within the population of people experiencing homelessness as well as the sustained interest in these policies, including any social and political benefits as well as the significance of these ordinances to local law enforcement and criminal justice systems. Third, we cannot observe the enforcement of these ordinances across cities, potentially limiting the strength of these ordinances. Future research can further analyze the intensity of these ordinances as written and their enforcement to determine variation in the likely intensity of punitive policies (e.g., in the vein of Giamarino and Loukaitou-Sideris 2024).

Data Availability Statement:

The data that support the findings of this study are available from the corresponding author, upon reasonable request.

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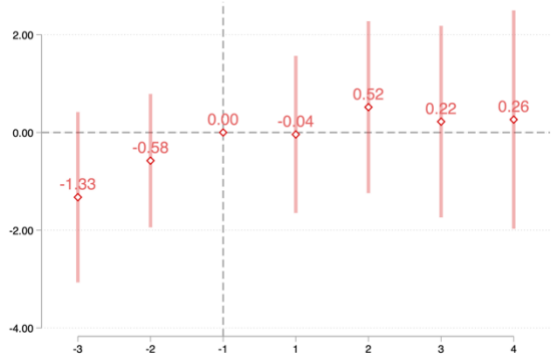
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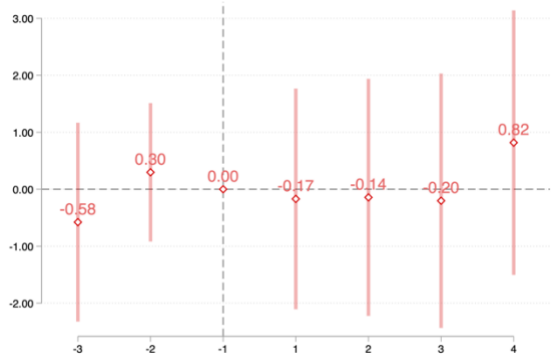
Appendix A

Figure A1. Per 10,000 Population

Panel A. Individual Homelessness



Panel B. Unsheltered Homelessness



Panel C. Emergency Shelter Beds

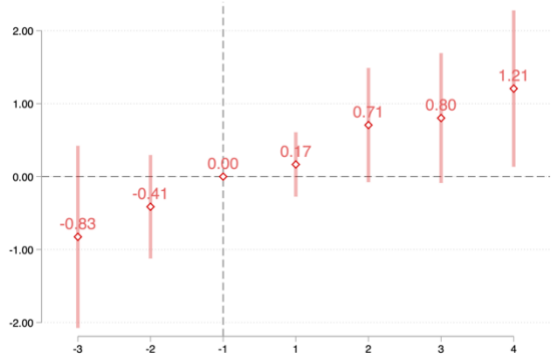
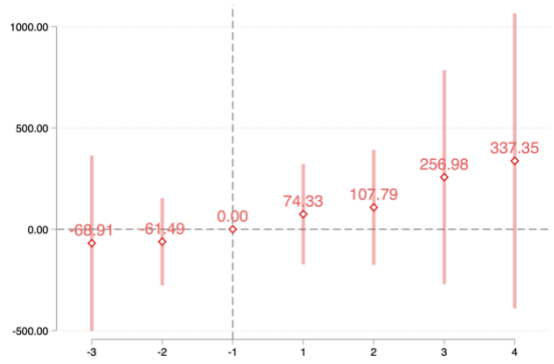
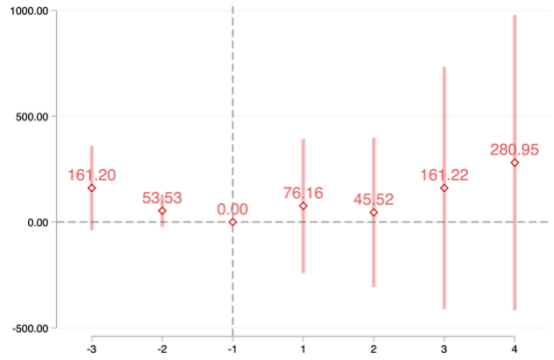


Figure A2. Raw Number

Panel A. Individual Homelessness



Panel B. Unsheltered Homelessness



Panel C. Emergency Shelter Beds

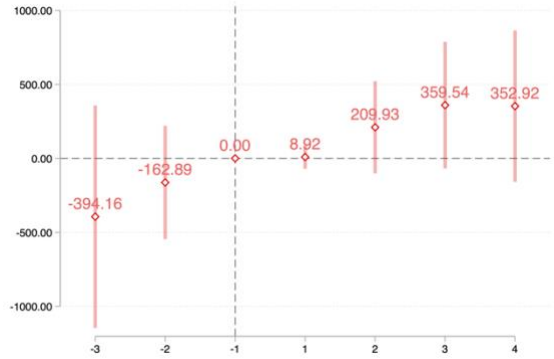
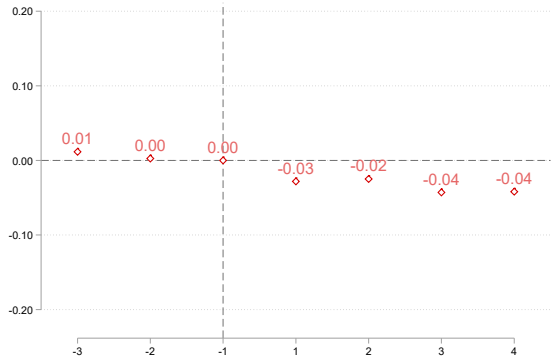
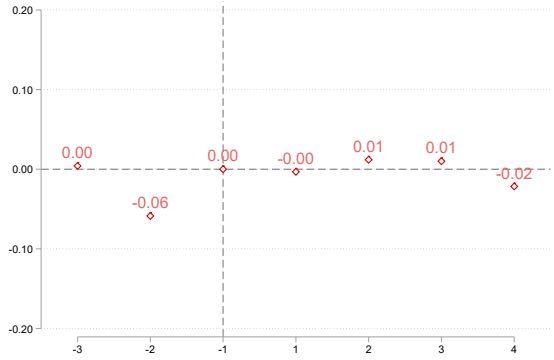


Figure A3. Transitional Housing and Permanent Supportive Housing (inverse hyperbolic sine)

Panel A. Transitional Housing Beds



Panel B. Permanent Supportive Housing Beds



Memorandum

TO: City Council Workshop

FROM: Brad Martens , City Manager

DATE: February 17, 2026

SUBJECT: City of Shoreview response to Operation Metro Surge

ITEM NUMBER: 1.d

SECTION: GENERAL BUSINESS

REQUESTED MOTION

INTRODUCTION

The City of Shoreview continues to respond to community concerns and challenges related to operation metro surge. The purpose of this agenda item is to provide an overview of the ongoing response and receive any additional direction from the city council.

DISCUSSION

Operation metro surge has impacted the entire twin cities metropolitan area, including the City of Shoreview. The city council has heard concerns from residents about their personal safety and received requests to take certain actions. The city has been, and continues to be engaged in response to this operation since its inception.

The following is a summary of some of the actions taken to date:

- Legal review of operation metro surge and applicable laws governing city rights and available actions
- Training of all city employees on how to respond to federal immigration agents operating within the city
- Posting of city resources highly visible on the city website including know your rights, legal resources, food shelves, business resources, and additional information
- Issuance of multiple statements from the city council, including a recent video statement
- Held a special city council workshop to consider actions and provided direction to staff
- Ongoing conversations with the Ramsey County Sheriff's Office to understand their operational response and to coordinate with the city
    - A letter requesting additional information from Sheriff Fletcher was also sent in January
- Attended a meeting with United States Representative Betty McCollum
- Discussions with Ramsey County Commissioner Tara Jebens-Singh
- Discussions with school districts and faith organizations
- Ongoing conversations with local government staff throughout the metro area to receive information and determine appropriate response for the City of Shoreview
- Correspondence to the business community from the city to share resources available to them

In addition to the work completed to date and continuing the ongoing conversations, the city is working towards the following:

- Coordinating a community connection week and food and personal items drive.
    - These items are being coordinated by the human rights commission (HRC) and will launch February 16. The food and personal items drive will be for Ralph Reeder and go through March 1.
- Coordinating a presentation from Southern Minnesota Regional Legal Services.
    - The HRC is coordinating this presentation, which will focus on what to prepare ahead of possibly being detained. The HRC feels there is a need for this type of presentation as it has not been addressed anywhere else in area.
- Considering a resolution to join the nonpartisan coalition of Cities for Safe and Stable Communities.
    - The resolution will be on the February 17 agenda.

One of the main messages the city council has shared with the community is to call 911 if community members feel they are unsafe. Over the most recent two-week period, the Ramsey County Sheriff's Office has received one 911 call related to federal immigration activity related to "suspicious activity".

City staff will continue to coordinate efforts in response to challenges that arise related to operation metro surge. The city council should provide staff direction on additional efforts to engage in.

RECOMMENDATION

ATTACHMENTS