Shingle Creek Elementary Re-use Options: A Feasibility Study and Impact Analysis

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Conducted on behalf of Shingle Creek Neighborhood Association
July, 2008

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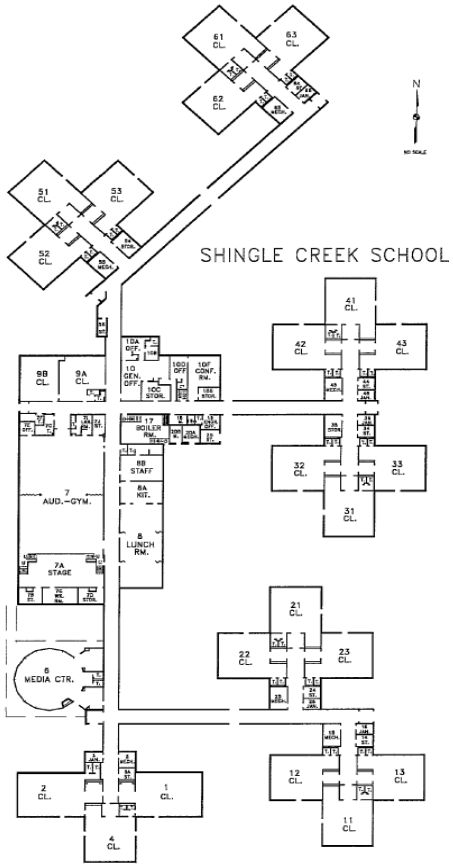

(Source: MPS Facilities Dept., 2008)

Report authored by David Arbit
Through the support of NPCR and CURA
For the Shingle Creek Neighborhood Association
University of Minnesota
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This project was supported [in part] through student research assistance provided by *Neighborhood Planning for Community Revitalization,* a program of the University of Minnesota's Center for Urban and Regional Affairs (CURA).

"This is an opportunity for the public schools to enrich the social, economic, and physical fabric of the city, and in turn, the enrichment of the city will have a positive effect on the mission of the Minneapolis Public Schools."
-Paul Bauknight, UDL Director

"The [MPS] District has an excess real estate problem…Last time, the vision was maybe not feasible. You don't have a theater arts building in a modest residential neighborhood without some sort of zoning change, for instance. I think in many cases the buildings are just too big and their locations are not where people want to be. Most are nestled into neighborhoods, where zoning and regulations won't allow businesses. We also didn't allow charters or private schools [during the first round of closures], which would have been the easiest ones to put in these buildings."
-Gail Olson, *Northeaster* Staff Writer

"The community ideally wants first of course a school, then a community center, or a resource center, maybe use the Shingle Creek property to make the current community center bigger, with more land, so it [Creek View Commons] becomes more user friendly. The housing market really isn't there so we don't want to sell the property for redevelopment."
-Jackie Turner, MPS Executive Director of Communication & Public Affairs

"Despite the best intentions of the [MPS] School Board and its commitment to working with the community in determining the best possible reuses, MPS is in the business of educating children and not property management. The neighborhoods have really put forth some great ideas in terms of the type and mix of tenants, but MPS—quite frankly—does not have the financial wherewithal to bring these ideas into fruition."
-Clyde Kane, MPS Interim Director of Planning and Facilities, Manager of Design and Construction

"A lot of the people who do have interest in the property aren't interested in the entire building, and the longer we hold onto these properties, the more it costs us. And so we'd love to sell any and all of these properties as quickly as possible. This is so complex, and though we do want to support the community, in an ideal world this would benefit all affected parties, but the reality is there are financial constraints inhibiting that equity of effect."
-Lydia Lee, MPS School Board (Chair)

Introduction and Overview

Bounded on the north side and east side by Creekview Park, on the west side by Oliver Avenue North, and on the south side by 50th Avenue North, the Shingle Creek Elementary School (SCE) has been educating children since 1958. SCE previously housed kindergarten through fifth grade educational programs for the Minneapolis Public School District (MPS). SCE is situated in the Shingle Creek Neighborhood of the Camden Community in North Minneapolis. The SCE property is a 166,422 sq. ft. land parcel in an area zoned R1A for low-density, single-family dwellings and other developments with a minimum lot size of 5,000 sq. feet.

In addition to the predominantly residential uses, the R1A designation allows for institutional, public, and public services as well as utilities. The SCE parcel—due to its close proximity to Shingle Creek—is also zoned within a Shoreland District Overlay, which aims to preserve and enhance the environmental quality of surface waters and the natural and economic value of ecological amenities within the city.

Shingle Creek is a mature residential community comprised of mostly mid-twentieth century one-story homes with 2 to 3 bedrooms. The neighborhood is stable and well-established; it is also experiencing a significant amount of revitalization and investment. Located near Creekview Park, there are a number of baseball fields and open areas, a playground, a basketball court, and Shingle Creek. A portion of the school building is located on park land.

MPS made the decision to close SCE as a result of dwindling enrollment, budgetary constraints, and other factors. The Shingle Creek Neighborhood Association (SCNA) would prefer to avoid demolition and a transfer to the private sector. SCNA shares the community's desire to maintain the SCE parcel—and ideally the building—as a public asset. The first choice is obviously to keep SCE as a functioning school, educate the next generation of leadership. The second choice is to maintain some sort of open, community gathering space on the parcel—such as a community or arts center. The third choice is to renovate the space into some sort of senior living development—because of the aging population and single-story ease-of-access of the building.

Figure I: Site, Building, and Neighborhood Information
Shingle Creek Neighborhood, Minneapolis MN

Site Information	Building Information	Neighborhood Characteristics
Address: 5034 Oliver Avenue N Minneapolis, MN 55430 **Property ID:** 11-118-21-13-0004 **Approximate Parcel Size:** 181,131 SF **Grade Level:** K-5 **Zoning:** R1A/Single Family District SH/Shoreland Overlay District **Parking:** Northwest corner of the site **Debt:** $843,612	**Year Constructed:** 1958 **Major Additions:** 1960 **Building Size:** 53,446 SF **Number of Floors:** 1 **Classrooms:** 23 **Media Center:** Yes **Gymnasium:** Yes **With Storage** Yes **Theater/Auditorium:** In Gym **Cafeteria:** Yes **Kitchen:** Yes-Heat & Serve **Multi-Purpose Room:** No **Elevator:** No	**Surrounding Area Type:** Residential & City Park Immediately Surrounding site **Major Intersections:** Osseo Road & 49th Ave N **Vicinity to Freeway:** Access to I-94 & Hwy 100 - 5 minutes to Brookdale Shopping Center - 15 minutes to downtown Minneapolis **Public Transportation:** Yes Metro Transit Route 22A

(Source: UDL, 2008)

Figure II: Neighborhood and Regional Amenities and Resources
Shingle Creek Neighborhood, Minneapolis MN

- Creekview Park - Skateboard Park
- Shingle Creek
- North Regional Park
- Mississippi River
- Carl W. Kroening Interpretive Center
- Ryan Lake
- North Regional Library
- Webber Library
- Olson/Jenny Lind Campus
- Humboldt Yards – Industrial Park

Figure III: Images of the Surrounding Shingle Creek Neighborhood
Shingle Creek Neighborhood, Minneapolis MN

(Source: UDL, 2008)

Methodology

This study benefits from a fairly simple methodology. It will utilize a mix of both qualitative and quantitative methods to attempt to answer our driving questions:

1) What is the most ideal re-use strategy for SCE that is feasible for both MPS and SCNA?
2) If the building is to remain intact, what would some viable tenants (or mix of tenants) look like?
3) Is the proposed land swap with MPRB the best course of action, and does it sufficiently address the desire of the community to maintain the land as a public asset?
4) Does it mutually engage and benefit all parties involved in a meaningful and sustainable way?

To do this, a mix of interviews, primary research, data collection, financial analysis, demographic and socio-economic analysis, urban design analysis, and mapping were employed. The interviews were largely done by phone and email. The primary research includes both scholarly works as well as less formal articles in news and media publications across the country. The data collection was aimed at collecting various figures and statistics regarding neighborhood makeup and demographics as well as general information regarding the MPS closure process. The financial analysis component deals with debt service on the building, operating costs, and the individual and aggregate values of the land parcel and building structure. Urban design guidelines shall be utilized to gain an understanding of best practices regarding urban land conversion and development. The cartography component will, quite simply, provide stakeholders and potential developers with a visual-spatial understanding of the neighborhood, city, and region.

Building Reuse and Generational Demand for Schools

Schools are markets. They supply educations to families and children with demand for an education. Demand is almost always cyclical—it waxes and wanes. MPS has found that demand for education in Shingle Creek has decreased in recent years—this finding is substantiated by declining enrollment figures in the North and Northeast quadrants of the city but enrollment is rebounding in the South and Southwest. The decline was enough to render the maintenance and operation of SCE and other educational facilities inefficient. Despite MPS' findings, there is in fact a concentration of children under 6 years old in the Camden Community of North Minneapolis—the tables and appendices will illustrate this. Surely, demand will soon rebound and the SCE site will be needed to house MPS' educational functions in the area. To this end, it is in both the neighborhood's, the city's, and MPS' best interest to maintain the SCE structure as a public asset and find an interim tenant or a mix of tenants in order to prevent a costly and horribly inefficient demolition and subsequent reconstruction.

It is difficult to overemphasize the centrality of finding interim uses and tenants when enrollment and demand for schools diminishes. Schools quickly become centers of community. They tend to serve dual educational and social purposes. School buildings not only house educational functions but they also serve as a community gathering space—they are essentially facilities that encourage and even necessitate social interaction. Increased social interactions typically lead to increased levels of social capital. Social capital generally refers to the social webs and networks that develop at the local and grassroots level. Social capital often translates into political capacity, stronger neighborhoods and block groups, and better crime prevention at the local level.

There are economic arguments to building re-use. Re-using a structure either eliminates or greatly decreases construction costs and other structural and land acquisition aspects of development. This opens up these sites to a broader array of possible interim tenants, by eliminating many of the front-end expenditures. It also allows for the greatest level of economic efficiency by recycling building structures and materials.

There is historical-preservationist argument for building re-use. Preserving the character of neighborhoods should be a top priority for municipalities. Despite the fact that capitalism is uniquely ahistroical—it emphasizes the best and highest use and likely values demolition to give way to new and better developments—preserving a region's historical character has proven to be a key piece of the sustainability puzzle. It also leads to a more unique residential and commercial real estate spectrum.

Urban Design Guidelines and Architecture

Vacancies almost always exert some sort of negative, downward pressure on neighborhood pride, property values, and the general livability and desirability of a community. They send off a negative message to the neighborhood, city, and region. Particularly properties or parcels that have lain vacant for some years, the tendency is for them to continue to be a blight to the neighborhood. Broken Windows Theory claims that broken windows encourage more broken windows by giving off an aura of lawlessness, disrepair, and disregard. Similarly, vacant lots beget other vacant lots. When one business owner leaves, the rest lose confidence in the neighborhood and exit as well.

Ideally, Shingle Creek Elementary will be able to attract a diversity of tenants with a variety of hours of operation. This, according to Jane Jacobs, lends to "eyes on the streets," which is an effective way to reduce crime through urban design (Jacobs, 1961). Jane's idea lends to the movement generally known as Crime Prevention Through Environmental Design (CPTED). With more people on the streets and sidewalks, the likelihood of a crime being committed decreases as the amount of defensible space increases.

Architecturally, however, the building is designed in a way that places quite a few constraints on potential reuses. First, the SCE site is comprised of separate "pods" designed to separate functional uses within the school. This truly limits the reuse of the building and may serve as a disincentive for potential (re)developers and possible interim tenants.

Demographic and Socio-economic Analysis

Demographic and socio-economic analysis allows us to better understand the social and economic makeup of the Shingle Creek neighborhood and its surrounding urban and suburban landscapes. This is critical in determining the feasibility of any one particular use over another. For example, a neighborhood or region with a younger overall population could be expected to have higher relative demand for schools. On the other hand, an aging population will place higher demand on senior housing projects, medical care, and the such. Similarly, higher per capita or median household incomes typically translates into greater discretionary and disposable income. This would be an environment that is inviting to higher-end retail or high-end residential developments. Despite the fact that the SCE site is significantly more limited in its reuses, demographics and socio-economic trends both play important roles in any sort of urban impact or feasibility study.

Figure IV illustrates some general demographic and socio-economic trends occurring in Shingle Creek. Shingle Creek tends to play host to significantly more owner-occupied housing units than are in the 3 or 5 mile radii. Though vacancies remain more or less constant at all 3 geographies, the percentage of renter-occupied units nearly doubles between the 1-mile and 5-mile radii. In 2000, 48% of households in approximately the 3-mile radius had children under the age of 18 (i.e. school-aged children). This translates into approximately 48% of the 44,791 households in 2006, or about 21,500 households within a 3-mile radius of Shingle Creek—and that is a conservative estimate since the number of households was bound to increase. This is a substantial segment of the population with children under the age of 18 from which to draw upon for school enrollment. For this reason, SCE remaining some sort of educational institution is extremely vital for the Shingle Creek community.

In 2006, there were 48,610 employees and 3,122 establishments in the 3-mile radius. The average household income in the 3-mile radius was $54,236 in 2006. It is clear that incomes increase with distance away from the city. Middle and upper class families and individuals are exercising their exit option and decentralizing outwards to the metropolitan periphery. This leaves an income vacuum in the city. Nevertheless, Shingle Creek has fared quite well over the years and decades, in part due to its somewhat removed location from the toughest challenges of the inner-city urban core.

Figure IV: Demographics and Socio-economic Analysis of Shingle Creek, 2006
Shingle Creek Neighborhood, Minneapolis MN

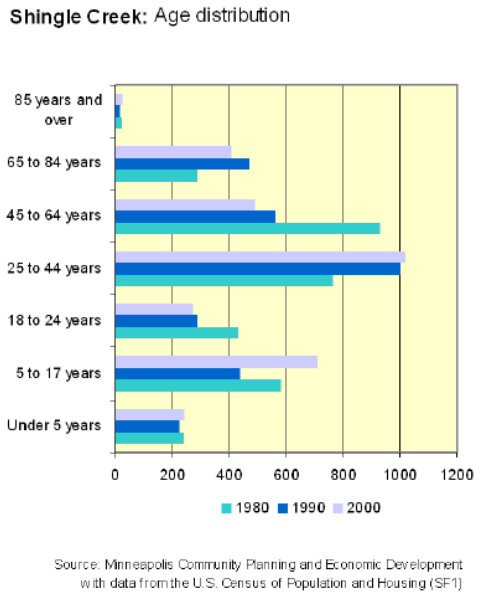
	1 Mile	3 Mile	5 Mile
Population			
Total Population	14,925	116,989	325,534
Housing/Households			
Total Households	5,883	44,791	129,441
Total Housing Units	6,391	48,617	140,647
Owner Occupied	75.4%	67.1%	60.9%
Renter Occupied	16.7%	25.0%	31.1%
Vacant Housing Units	8.0%	7.9%	8.0%
Business & Employees			
Number of Employees	3,344	48,610	184,745
Number of Establishments	280	3,122	12,353
Income			
Average Household Income	$51,690	$54,236	$59,683
Median Household Income	$44,104	$46,599	$49,727
Per Capita Income	$20,400	$21,254	$24,527

(Source: UDL, 2008)

Figure V show the age distribution of Shingle Creek. First, although the population under the age of 5 years old has remained fairly constant between 1980 and 2000, the population between the ages of 5 to 17 years old has experienced much growth within the same time period. Also noteworthy is the fact that Shingle Creek's population between the ages of 65 to 84 years has increased between 1980 and 2000.

Figure VI shows population change in Shingle Creek. Overall, Shingle Creek's population growth has mimicked that of Minneapolis in terms of meta-level trends. However, Shingle Creek lost relatively more population between 1980 and 1990 than did Minneapolis, and Shingle Creek never recovered its 1980 population level while Minneapolis exceeded its 1980 level.

Figures V and VI: Age Distribution and Population Change, 2000
Shingle Creek Neighborhood, Minneapolis MN



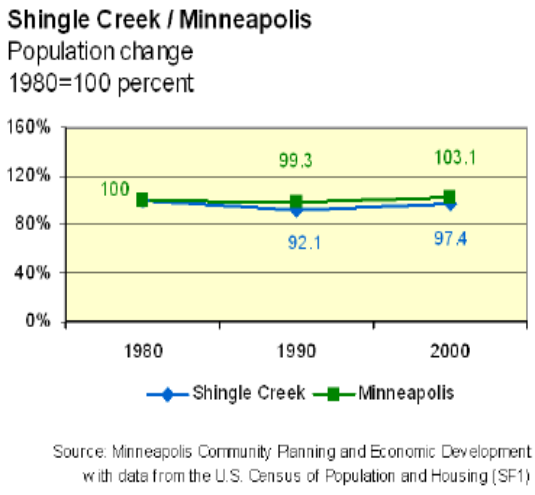
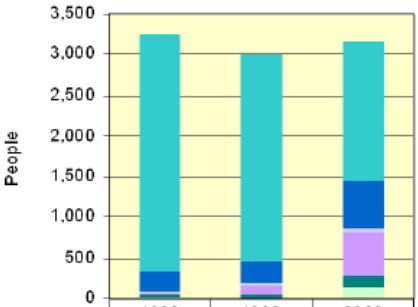


Figure VII shows the ethnic distribution within the Shingle Creek neighborhood. Though Whites do continue to comprise the majority of Shingle Creek's population, both Blacks and American Indians have more than doubled—but there were more than 10 Blacks for every American Indian in 2000. More significant, however, is the fact that there were 20 Asians in 1980 and 538 in 2000.

Figure VIII shows the household composition of Shingle Creek's housing stock. One trend is that households made up of only related individuals are losing ground to households comprised of individuals living alone under the age of 65—the fastest growing pattern—and those comprised of individuals who are not related to each other. Senior citizens 65 years and older who live alone have also been slowly increasing in Shingle Creek. This would be consistent with the literature on empty-nesters; when children turn 18 the nuclear family unravels as they go away to college and typically move out.

Figures VII and VIII: Ethnic Distribution and Household Composition
Shingle Creek Neighborhood, Minneapolis MN

Shingle Creek: Ethnic distribution

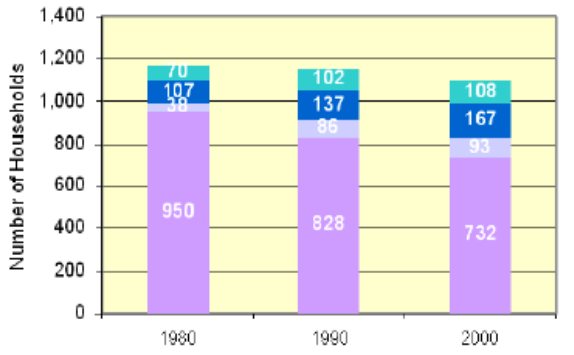


	1980	1990	2000
White	2,927	2,546	1,728
Black	235	258	579
American Indian	20	44	50
Asian	20	94	538
Hispanic*	30	57	134
Others	24	1	141

* Hispanic could be any race

Source: Minneapolis Community Planning and Economic Development with data from the U.S. Census of Population and Housing (SF1)

Shingle Creek: Household composition

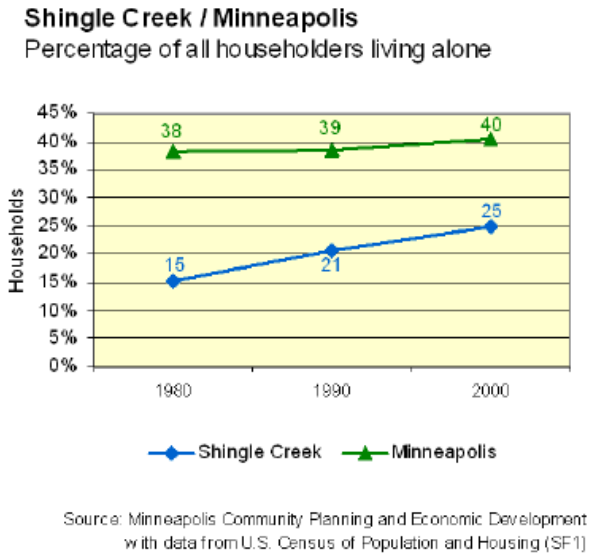


Source: Minneapolis Community Planning and Economic Development with data from the U.S. Census of Population and Housing (SF1)

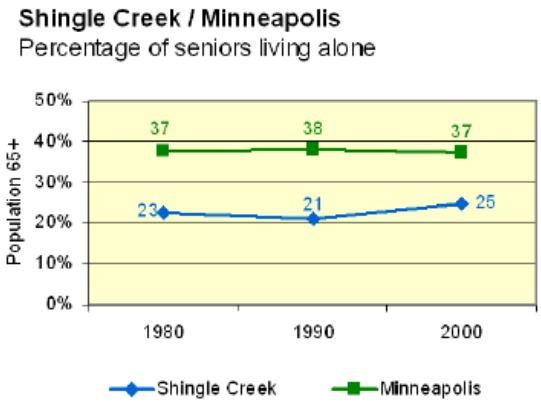
Figure IX shows the percentage of householders living alone. Relative to Minneapolis, Shingle Creek has a substantially lower percentage of its householders living alone—though this particular characteristic does appear to be on the rise in Shingle Creek and increasing faster than the city. In 2000, precisely 25% or 1 out of 4 persons living in Shingle Creek lived alone and were the only registered householder—that has risen from 15% in 1980. In Minneapolis, by way of comparison and contextualization, 40% of householders were living alone—compared to 38% in 1980. This is an indicator that there are likely more nuclear families living under one roof in Shingle Creek than there are in Minneapolis. Also, the predominance of the young urban professional (or student) renting a studio or loft alone is far more prevalent in the Loring Park, Uptown, Dinkytown, and perhaps St. Anthony than it is in Shingle Creek—likely a factor indicative of the attraction of features such as the Chain of Lakes, proximity to downtown, and the lure of historic, highly urban living spaces.

Figure X shows the percentage of seniors living alone. Shingle Creek lags behind the city in terms of its percentage of seniors living alone. Also, while this trend seems to be decreasing in Minneapolis, in Shingle Creek, it decreased between 1980 and 1990 and then grew in 2000. This indicates the potential for a relatively high or at least increased demand for senior and assisted living arrangements.

Figures IX and X: Percentage of Householders Living Alone and Percentage of Seniors Living Alone
Shingle Creek Neighborhood, Minneapolis MN



Source: Minneapolis Community Planning and Economic Development with data from U.S. Census of Population and Housing (SF1)

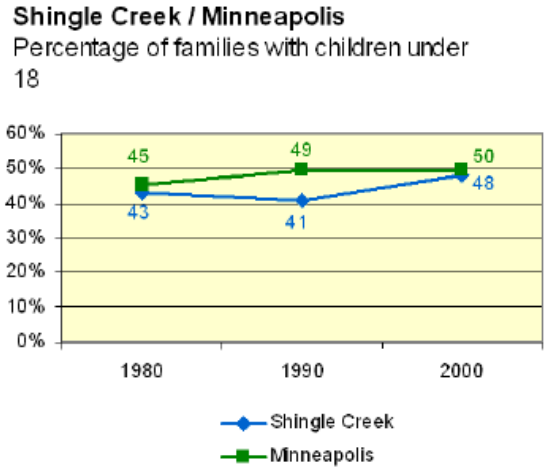


Source: Minneapolis Community Planning and Economic Development with data from the U.S. Census of Population and Housing (SF1)

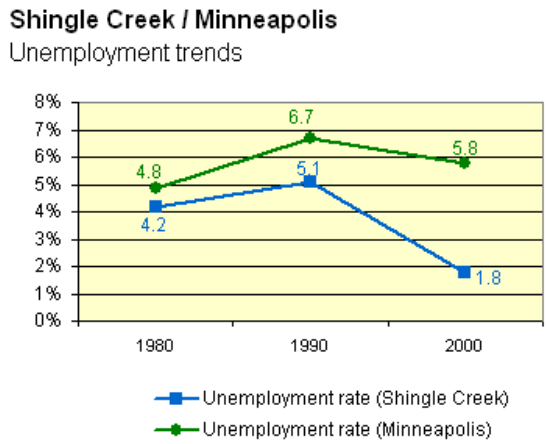
Figures XI and XII show the percentage of families with children under 18 as well as general unemployment trends. While the percentage of families with children under 18 has been increasing at a decreasing rate in Minneapolis, the figure for Shingle Creek decreased between 1980 and 1990 and then increased in 2000 to a level above 1980. This is a critical change to take note of, particularly when it comes to determining demand for schools. In Shingle Creek in 1980, 43% of families had children under the age of 18. In 1990, that figure dropped slightly to 41% but then rose sharply (relative to the city) in 2000 to 48%. This figure seems poised to surpass the city's figure in the 2010 census, but only time will tell. If this proves to be the case, there is strong evidence supporting the preservation and maintenance of SCE—with all of its educational functions intact.

The unemployment trends in Shingle Creek have been quite positive between 1990 and 2000. Between 1980 and 1990, the unemployment rate rose in Shingle Creek along with Minneapolis and the nation at large, but in the economic boom times of the 1990s, Shingle Creek's unemployment rate plummeted from 5.1% in 1990 to a mere 1.8% in 2000—this is a much welcomed shift. It should also be noted that Shingle Creek stands in sharp contrast to the rest of the Camden community but mostly the Near North community in this regard.

Figures XI and XII: Percentage of Families with Children Under 18 and Unemployment Trends
Shingle Creek Neighborhood, Minneapolis MN



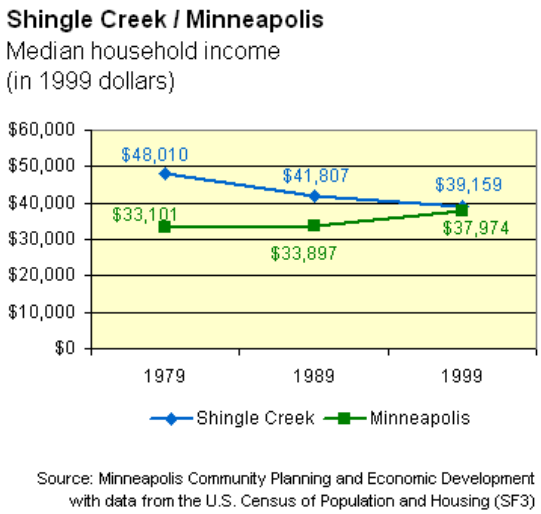
Source: Minneapolis Community Planning and Economic Development with data from the U.S. Census of Population and Housing (SF1)



Source: Minneapolis Community Planning and Economic Development with data from the U.S. Census of Population and Housing (SF3)

Figure XIII shows median household income in 1999 dollars for the Single Creek and Minneapolis geographies. The income indicator is notably less promising than the unemployment figures. Incomes in Shingle Creek have been decreasing at a decreasing rate from 1979 to 1999. Still, at all 3 time periods, Shingle Creek incomes were higher than Minneapolis incomes. This trend seems to be leveling off for Shingle Creek; in Minneapolis, incomes are increasing at an increasing rate. Essentially, since incomes have declined in Shingle Creek and risen in Minneapolis, the incomes for the 2 geographic scales seem to have converged between 1979 and 1999.

Figure XIII: Median Household Income (in 1999 dollars)
Shingle Creek Neighborhood, Minneapolis MN



Source: Minneapolis Community Planning and Economic Development
with data from the U.S. Census of Population and Housing (SF3)

Financial Analysis

The financial reality and fiscal health of the Shingle Creek building, land, and site is a crucial element while considering possible re-use options. The net value of SCE's land is estimated to be between $350,000 on the low end and $1,000,000 on the high end to arrive at an average estimate of $675,000. The net value of the SCE building structure is estimated between $1,250,000 and $1,600,000 to form an average estimate of $1,425,000. When combined, the overall aggregate TEFMV (Total Estimated Fair Market Value) of the SCE land and building is approximately $2,100,000 or 2.1 million.

Figure XIV: Shingle Creek Land and Building Values
Shingle Creek Neighborhood, Minneapolis MN

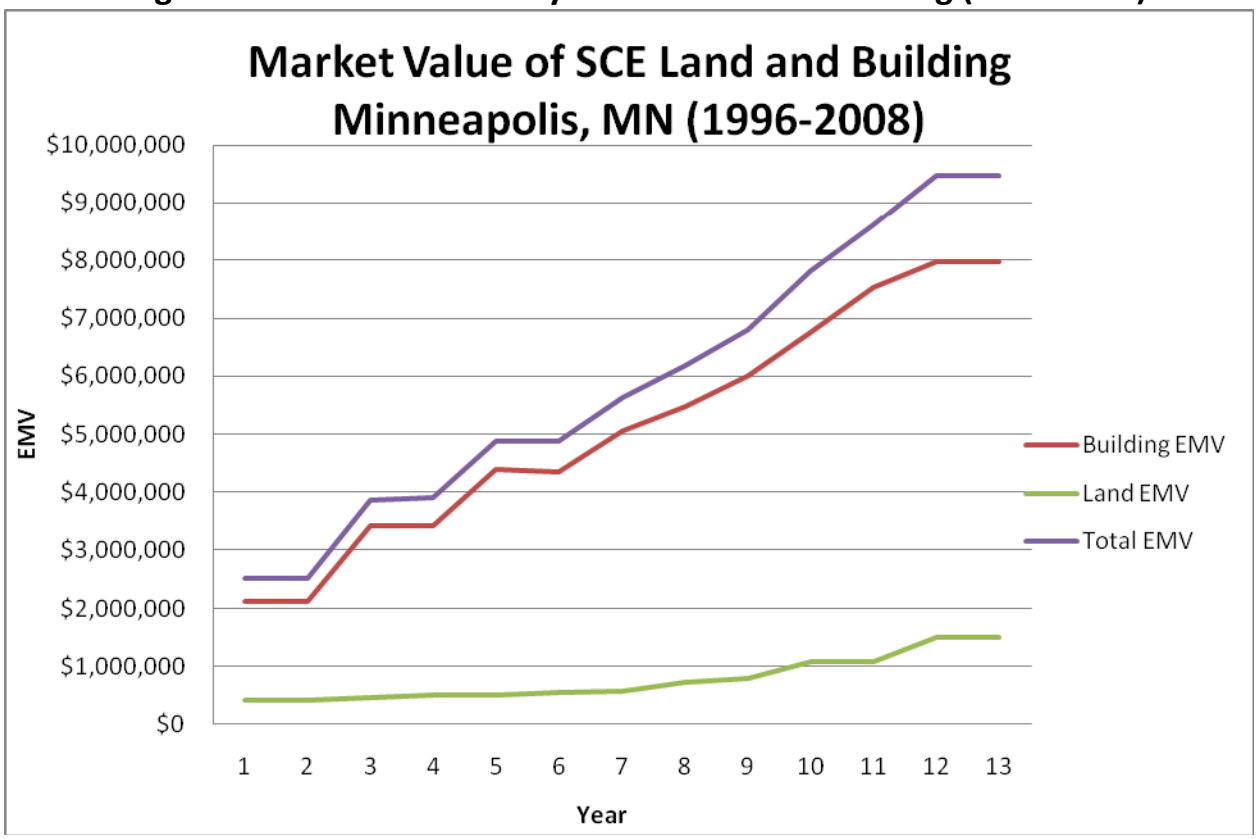
	Low est.	High est.	Average est.
Net Land Value	$350,000	$1,000,000	$675,000
Net Building Value	$1,250,000	$1,600,000	$1,425,000
Aggregate Value (TEFMV)	$1,600,000	$2,600,000	$2,100,000

(Source: UDL, 2008)

Figure XIV shows that the land comprises approximately $675,000 out of $2,100,000 or 32% of the total value of the SCE site. This means that, should the worst case scenario—demolition—be carried out, the site would retain approximately 1/3rd of its value and tax base.

However, it is obvious from Figure XV that the SCE building increased in value at a far faster pace than did the land. Between 1996 and 2008, the SCE building nearly quadrupled in value. A four-fold increase in 12 years is considered extremely fast growth for any kind of commercial, residential, or institutional real estate.

Figure XV: Valuation History of SCE Land and Building (1996-2008)



(Source: City of Minneapolis Property Lookup, 2008)

Operating Costs of the Building

In general, the cost of operating the Shingle Creek School site is approximately $368,000 annually. Though figure XVI does include past backlogged debt on the building, it does not include the additional current debt service on the building, which is thought to be roughly

$843,612. This does pose a threat to the effective re-use of the building with such steep overhead operating costs. Presumably, if the tenants were generating income, depending on the scale of their operations, this cost could be negligible. However, if the discussion is centered around artist studios and community gathering spaces, the problem of continuous, ongoing operating costs does pose a threat to the re-use of SCE.

Figure XVI: Three Year History of Operating Costs, Fiscal Years 2004-2006
Shingle Creek Neighborhood, Minneapolis MN

		FY 04	FY 05	FY 06	3 Yr Avg.	$ / Sq. Ft.
Square feet	53,446					
Costs						
Electricity		$18,411	$20,660	$21,639	$20,237	0.38
Gas		$39,620	$43,417	$63,088	$48,708	0.91
Water/Sewer		$5,715	$6,351	$8,567	$6,878	0.13
Building Maintenance		$228,208	$60,971	$72,832	$117,337	2.20
Playground Maintenance		-	-	-	-	-
Grounds Maintenance		-	-	-	-	-
Snow Removal – Parking Lots		$295	$304	$313	$304	0.01
Snow Removal – Playgrounds		-	-	-	-	-
Elevator		-	-	-	-	-
Custodial		$136,162	$140,374	$144,715	$140,417	2.63
Trash		$2,785	$2,871	$2,960	$2,872	0.05
Subtotal Operating Costs		**$431,196**	**$264,947**	**$314,114**	**$336,752**	**6.30**
Building Insurance					$3,232	0.06
Debt Service					$364,526	6.82
Subtotal Other Costs					**$367,758**	6.88
Total Costs					**$704,510**	**13.18**

(Source: UDL, 2008)

Viable Re-uses: strengths and challenges

The R1A Single family District is established to provide for an environment of predominantly low density single family dwellings. The minimum lot area and the minimum lot width for uses

located within R1A districts is 5,000 square feet and 40 feet in width while the maximum floor area ratio of 0.5 or 2,500 square feet of gross floor area (whichever is greater).

Permitted uses in an R1A district include single-family dwellings, community residential facilities serving 6 or fewer persons, community gardens, public parks, or religious institutions and places of assembly.

Conditional uses in an R1A district include cluster development, early childhood learning centers, preschools, K-12 schools, athletic fields, cemeteries, developmental achievement centers, golf courses, public libraries, child care centers, parking lots serving institutional and public functions, or public services and utilities.

Any potential use must either fall within one of the above categories, or a conditional use permit or variance to the zoning code must be sought and approved by the local planning body—the planning and zoning commission.

Clyde Kane, Interim director of planning and facilities, is normally assistant director of planning and facilities and is also manager of design and construction for all MPS operations. In a recent interview, Clyde claimed that despite the fact that the neighborhoods have put forth some excellent ideas regarding the type or mix of tenants to occupy closed properties, MPS is in the business of educating children and not property management (Kane, 2008). Clyde also points to the fiscal constraints placed on MPS and the way that these constraints limit possible re-uses.

Paul Bauknight, head of the Urban Design Lab and the contracted consultant for MPS in their community outreach and decision-making processes, claims that it is in the best interest of MPS to maintain the SCE site as a center of community—a gathering space of sorts, in order to preserve and advance the social fabric and cohesiveness of the Shingle Creek community. Paul claims that this, in turn, will support and actually reinforce the mission of MPS (UDL, 2008).

Lydia Lee, Chair of the MPS Board, has noticed that many of the potential tenants of the SCE site (and other closed MPS properties) aren't interested in the entire building. She also commented that the closed schools are a real budgetary liability and are forcing MPS to bleed dollars in the name of maintenance, upkeep, and taxes. She confidently stated that there are severe fiscal constraints inhibiting a perfect equity of effect amongst the community, MPS, and the City of Minneapolis (Lee, 2008).

Figure XVII expands on the top 3 community desires for the re-use of the SCE site: a charter school, a resource center, or a public park. It also elucidates on 10 primary factors affecting the feasibility and viability of the 3 possible SCE re-uses.

Figure XVII: Shingle Creek Property Re-use/Redevelopment Options
Shingle Creek Neighborhood, Minneapolis MN

Options / Factors	Charter School	Resource Center	Park
Site	-Works well -Smaller building -Play space	-Need more parking -Building configuration difficult	-Large site -Already has recreational uses -Need more parking -Building needs renovation -Find use for existing Creekview building
Market	-Charter schools have expressed interest	-Community interested, especially for youth & senior programming -market needs more research	-Location of building more central—community supports -More space for youth, other services
Economics	-District needs and institution's abilities must match	-Complex, thin margins -Funding competitive	-Needs stable funding—participation from city, private funders
Zoning/ Regulatory	-No zoning change required	-Zoning change required	-No zoning change required
Timing	-Needs to move quickly for 2008-2009 school year	-Complex, coordinate city, county, community, private organizations -3-5 years to execute	-Complex—working with public entities, city, Park Board, land swap -2-4 years to execute
Ownership	-District does not want long-term lease -Transition lease to own	-Private non-profit -City or county	-Public -City
Lead Entity	-Established educational entity	-Strong, experienced in managing multiple organizations -Financially stable	-Experienced lead entity to manage program facility
Meets Strategic Criteria	-Entity must meet district criteria for charter school partnership	-Difficult to sustain -Supports families and children	-Supports families and children
Community	-Has community support	-Has community support	-Has community support
Partnerships	-Opportunities for city, community, school district partnerships	-Opportunities to partner with city, county, community organizations	-Opportunities to partner with youth organizations, city, Park Board

(Source: UDL, 2008)

Building Re-use, Tenant Mix, and Business Incubators

"The key to successful adaptive reuse is thoughtful and thorough decision-making," says Karen Boyd (2007) of American School and University. There are 2 key questions that decision makers need to pose: 1) How well do the existing buildings accommodate and support the functions they house? And 2) What is that building's highest and best use for the institution?

The following is a sort of informal rubric by which to judge a building's value in relation to a variety of issues:

- **Programmatic appropriateness: not all square feet are equal**. Does an existing building have the capacity to accommodate the proposed program? It depends on what "accommodate" means. For instance, reusing an existing science building takes more than just making sure the square footage is adequate. A science building can be made up of a number of large lab spaces; perhaps the proposed reuse involves numerous small faculty offices and support space. This means that more circulation space would be needed to provide access to the series of smaller spaces.
- **Physical attributes: hidden advantages.** What does the building's structure have to offer? When assessing the viability of an existing building, administrators should take into account many physical attributes: column spacing, hallway widths, the availability of long-span spaces, the live-load capacities of foundations and superstructures, the age and condition of major mechanical and electrical equipment, and the relative ease and cost of meeting fire codes.

  One project at Hamilton College, Clinton, N.Y., converted a chemistry building into a recreation and fitness center. The large, column-free spaces of the old laboratories became aerobics studios and multipurpose rooms, and a sloped chemistry lecture hall was turned into a dance studio with high ceilings.

- **Building character: the value of history.** Is the building's design — its architectural character — meaningful? That may be an intangible, but it is important; and when the building in question is historically significant, the process of adaptive reuse must include discussions about reinforcing or changing the character. Can the existing building's style support interventions that represent a substantively different architectural language, or should renovations be consistent with the building's existing character?

- **Campus context: location and orientation.** Where is the building, and how will a change in its use affect the coherence of the campus? Many urban institutions lack a conventional campus with quads, pathways and clear boundaries.

  (Source: adapted from Boyd, 2007)

Striving to achieve economies of scale or agglomeration has been a key part of most urban planning agendas across the country. This allows a variety of businesses or nonprofits to reap mutual benefit from being in close proximity to one another. Particularly for the manufacturing sector, the benefit of having distributors and suppliers within close proximity to the place of production of those goods is obvious. However, nonprofits and the service sector are both increasingly deciding to co-locate under one roof to reduce front-end and overhead costs and share the burden of real estate maintenance, taxes, and so on.

"Numerous communities in the United States have sought to achieve greater efficiency, synergy, and economies of scale among local nonprofits by using all kinds of new alliances, such as mergers and collaborations. One especially complex management strategy that also has been used is co-location, namely, locating nonprofit organizations together in proximity, in a single building or site, with some expectation of cooperation and economies of scale" (Vinokur-Kaplan, 2001:3).

So-called co-location hotspots range from San Francisco and Dallas to Wilmington and Harrisburg. Such locational arrangements provide ample opportunities for collaboration, inter-organizational relationships, and other mutual benefits. Nevertheless, although the institutional and public benefit is obvious, these arrangements require highly complex managerial and legal relationships—in fact, so much so that many professional managers are not yet trained to broker such an agreement.

Often inspired by the post-World War II business incubator model as a means of community economic development, co-locations have been sought for 2 primary reasons. First, there is an incubation period where start-up small-box stores are nurtured, guided, and granted access to crucial resources with the hope and understanding that they will "graduate" or progress and expand to pursue larger ventures. Second, co-location has also been adopted as a strategy to stretch limited real estate resources—or to provide the ideal mix of tenants to fill up a vacant structure.

These co-location havens preserve any variety of small, participatory organizations with no prospects or desires of future growth. Instead, these organizations constitute a meaningful contribution to the community's social fabric. Examples include local choirs, folkdance groups, animal and nature protection, and other cultural and expressive organizations. "These nonprofit co-location initiatives, like their for-profit counterparts, are concerned with economic development. However, they are also often tied to other community goals, such as urban or neighborhood rehabilitation, historic preservation, and re-development of derelict property in order to enhance the local quality of life and environment" (Vinokur-Kaplan, 2001:3).

"Non-profit co-locations include restored historic buildings that incubate arts and cultural organization; nonprofit sectarian organizations that use nonprofit co-location to "recycle" their under-used school buildings and still actualize their missions; new social service campuses to provide "one-stop shopping" for those in need of health and human services" (Vinokur-Kaplan, 2001:4). Hence, Vinokur-Kaplan would support the co-location of non-profits in a recycled school building like SCE in order to preserve the community gathering space, social capital generator, and maintain it as a public asset.

There is considerable evidence that nonprofit co-location has the potential to revitalize even the most blighted inner-city communities. In Dallas, for example, the Meadows Foundation purchased both the land and several buildings on a multiple block site. The foundation then began restoring and leasing old Victorians to other non-profits. In this situation, 3 major accomplishments came to fruition: the vacancy problem was remedied, the neighborhood was revitalized and experienced increased investment, and a fresh, new economy of scale was being incubated and nurtured locally.

By rehabilitating an aging building and housing stock, removing or infilling eyesores and blighted areas, and bringing employment to the area, it primes the pump for private sector investment. It also increases the quality of life for the residents, not to mention neighborhood pride, walkability, social capital, and political capacity—all highly interrelated phenomena. This was the case with the Longwood Foundation in Delaware (affiliate of Dupont family) as well as the McKinley Foundation where there was substantial environmental remediation done on a heavily contaminated brownfield. In Ann Arbor, the McKinley Foundation handed over the deed of their newly built incubator to Nonprofit Enterprise at Work, Inc., who manages 20 small nonprofits at the incubator site (Vinokur-Kaplan, 2001).

There is indeed considerable evidence citing the success of business incubators—and nonprofit incubators in particudlar. Figure XVIII provides some qualitative evidence that incubators do

work. From business networks providing mutual support systems to the "idea factory" hypothesis regarding creative economies of scale, and from cutting start-up costs and therefore decreasing new businesses' dependence on loans and external sources of capital to ease of real estate planning and management, business incubators—and nonprofit ones in particular—do in fact help accelerate business development and therefore advance the economic wellbeing and vitality of a neighborhood, city, or region.

Figure XVIII: Quotes from Directors of Successfully Incubated Companies

"The brown-bag lunches were invaluable. Every week you got training in something. I needed help negotiating loans, so I called a staff member, and within 30 minutes I was on the phone with a former senior vice-president at Nationsbank." *--DANIEL DAY, CHAIRMAN OF WORLDWIDE TESTING, SCIENTIFIC CARBONS*	"The number one benefit is that getting in is a validation, in a very small but very meaningful way. It's a win. It gives you an additional boost; it gives you self-confidence." *--MANOJ SAXENA, PRESIDENT AND COFOUNDER, EXTERPRISE*
"The best thing they did is they assisted us in assembling a world-class-level advisory board. They taught us how to fish rather than handing us the fish." *--VICTORIA ECKES, CEO, YAKALO SOLUTIONS*	"They've given me a strong sense of how to do business. They taught me how to cut costs, like by getting lists of suppliers and comparing their prices." *--MICHAEL MCCREA, CEO, BIG MIKE'S ORIGINAL BARBQ SAUCE*
"Their strongest area was in the development of a business plan. They provided us with two women: someone who works with nonprofit organizations and an arts administrator, who worked with us very closely." *--ANN COHEN, CELLIST AND PRESIDENT, THE LOUISIANA PHILHARMONIC ORCHESTRA*	"The director had people in the program speak at board meetings every six to eight weeks. I made a presentation and got a major contract because of one of those meetings." *--TIM LEWIS, CEO, T.A., LEWIS & ASSOCIATES*
"They have a global network. They serve a brokering role for venture groups. They have business-plan competitions to hone your skills." *--MICHAEL MARVIN, COFOUNDER OF MAPINFO, AND CURRENT MENTOR*	"A lot of times you know your business well, but articulating it [to potential investors] can be difficult. It helped to get Jim Robbins's perspective. He coached me through that process. I had access to a coach who was always there." *--KRISHNA SUBRAMANIAN, CEO, KOVAIR*

(Source: Rosenwein, 2000b)

In New Orleans, the Entergy Arts Business Center incubated such peculiarly homegrown endeavors as the Louisiana Philharmonic Orchestra, the Louisiana Jazz Federation, and the Dog and Pony Theatre (Rosenwein, 2000b). The Denver Enterprise Center has developed a different niche. The DEC assists several catering and food-products businesses as well as minority-owned businesses in the Denver area. One tenant of the DEC, the Chocolate Farm, which makes animal-shaped chocolate pieces, is run by 12

year old Elise MacMillan and her 14 year old brother, Evan. Evan looks after the finances and runs the website while Elise is more in charge of the general oversight and direction of the company.

In 2000, Rosenswein (2000a) claims that there were approximately 950 incubators—only about one-third of which were for-profit, according to the National Business Incubation Association in Athens, OH. These incubators have nurtured nearly 19,000 companies that employed over 245,000 people in 2000 (Long, 1999). Nonprofit incubators, contrary to for-profit ones, rarely demand any shared equity or stake from their tenants' businesses. "The nonprofit incubators demand little or no equity for their services, which include providing financing, rental space, office equipment, mentoring, and access to accountants and other professionals" (Rosenswein, 2000a).

The Fort Collins Virtual Business Incubator, a nonprofit group intended to nurture new companies and help create jobs, opted to not offer any floor space. By doing so, the virtual incubator also hopes to avoid the problems that shut down the Eastview Technology Center in Westchester County, N.Y. The landlord, the White Plains school board, has sued the center's management company, seeking $450,000 in back rent. A countersuit for $659,000 contends that the school district retracted its agreement to provide adequate floor space (Long, 1999).

The Fort Collins incubator is made possible by public-private partnerships including Colorado State University and the Fort Collins Economic Development Corporation. The city, the university, local businesses, as well as the state have all contributed $15,000 each to cover the first year's expenses (Long, 1999).

The Central Florida Innovation Corporation is an Orlando-based incubator with a $1 million operating budget. Both the City of Orlando and the University of Central Florida provide the needed sponsorship dollars. Three big companies that operate in the area—Lockheed Martin, Thermo Electron, and Nationsbank—all contribute to the operating budget (Long, 1999).

Dinah Adkins, executive director of the National Business Incubation Association, said another benefit of close proximity is that "clients learn more from one another in a 'synergistic environment'" (Long, 1999). Furthermore, rent payments, even though they may be below market rates, are a useful revenue stream which helps keep incubators in business when subsidy sources and sponsorships dry up.

Figure XIX: Incubator Locations and Focal Points

Where the incubators are	What they focus on
Urban areas: 45%	Other or no specific focus: 45%
Rural areas: 36%	Technology: 25%
Suburbs: 19%	General manufacturing: 10%
	Other specific industries: 9%
	Services: 6%
	Minority-owned business: 5%

(Source: National Business Incubation Association & Long, 1999)

Figure XIX illustrates the variety of businesses and sponsorships that benefit from business incubators. Though some are affiliated with a major research university or institution, others are independent incubators without sponsors. Also, some have explicitly minority- and women-owned business or foodservice industry emphases while others are generic incubators striving to become idea factories and microcosms encouraging economic activity, collaboration, access to capital and real estate, and networks of mutual support.

Figure XX: Case Studies of Successful Business Incubators

Advanced Technology Development Center Georgia Tech (Atlanta,GA 1980) Strong relationship with a state government. The Georgia legislature, under the auspices of the state-funded Georgia Tech, strongly supports it, both politically and financially.	Austin Technology Incubator University of Texas at Austin (Austin, TX 1989) Close ties to an angel network, notably Teledyne cofounder George Kozmetsky, and to the prestigious University of Texas Moot Corp. Business Plan Competition.	The Entrepreneurial Center No sponsor/affiliation (Birmingham, AL 1987) Connections to the local business community. Both its director, Susan Matlock, a former banker and economic-development official, and its large board of directors are known for strong leadership.
Boulder Technology Incubator University of Colorado Boulder (Boulder, CO 1989) Influence in galvanizing local businesses to help promote start-ups. It has backing from major Boulder-area businesses, including Public Service of Colorado.	Denver Enterprise Center No sponsor/affiliation (Denver, CO 1987) Location in an inner-city neighborhood. It features a kitchen that houses catering and food-products businesses, and it has a program that assists minority- and female-owned companies.	Rensselaer Polytechnic Institute Incubator Center Rensselaer Polytechnic Institute (Troy, NY 1980) Full, integrated relationship with a Troy, NY university. It's considered a model for the way it commercializes technology, involves students and faculty, and pays its own way.
Entergy Arts Business Center Arts Council of New Orleans (New Orleans, LA 1992) Leadership among niche incubators. Director Mary Kahn is known for her expertise in applying business principles to the arts.	The Entrepreneurial Center No sponsor/affiliation (Birmingham, AL 1987) Connections to the local business community. Both its director, Susan Matlock, a former banker and economic-development official, and its large board of directors are known for strong leadership.	Software Business Cluster No sponsor/affiliation (San Jose, CA 1994) Founder and manager Jim Robbins, who has tremendous clout in Silicon Valley, is credited with almost single-handedly making San Jose a center for software start-ups.

(Source: Rosenswein, 2000a)

Ms. Willman's company, Ergonomic Health Systems, benefited greatly from being located at the Fort Collins Virtual Business Incubator. EHS is able to obtain the services of a lawyer, an accountant, and a marketing firm at one-fourth their usual fees, as well as free managerial advice and encouragement from volunteer experts and business people. "That's why I got into the incubator, to surround myself with knowledge and excitement" (Long, 1999).

Besides being immersed in knowledge and excitement, most incubators usually maintain an anchor tenant. The "Anchor Tenant" hypothesis is typically understood to be one very stable entity occupying the majority of the square footage of an incubator and paying the bulk—or at least more than other tenants—of the rent on the building (Shaman, 1998). The anchor tenant business typically has a longer-standing reputation in the community, greater revenues and fiscal liquidity, as well as more stable growth prospects. This is a double-edged sword. It's beneficial to the incubator to have a well-established business occupying the majority or lion's share of the rental space; but this often-times means that the anchor tenant is the most eager to leave the incubator in order to grow and meet its future capacity needs.

The Land Swap

There was some discussion regarding a potential land swap between MPS and PRB. The school district would swap land with the park board to expand the current Creekview site and make it more user-friendly (Turner, 2008). PRB wasn't interested in the land swap, and so this potential re-use stalled out early on in the process, despite some substantial community support.

The All Nations Christian Fellowship Church

The ANCF Church, represented by John Erickson, Pastor for Ministry Development, is the one entity at the time of this report who has expressed a genuine and ongoing interest in the Shingle Creek site. The church currently is located in Brooklyn Center, but John says that at least 17 of the approximately 250 person congregation live in Minneapolis, specifically even on the North Side of Minneapolis. He also claimed that more would move were they to relocate and expand into the Shingle Creek site. There would be youth programming, outreach, and worship at the SCE site, were ANCF to occupy the space. John isn't certain they need the entire building, and he expressed concern over managing multiple tenants. In fact, one bad tenant, acting under the auspices of the church, could reflect very poorly on the church and even compromise its position in the community. Also, further investigation must be done regarding the ability of a religious institution to occupy a public building or structure. If the title to the land and any improvements to the land is transferred completely to a private entity, such as the church, this shouldn't be an issue.

Concluding Visions: Where to go from here

Ultimately, deciding the fate of Shingle Creek Elementary necessarily involves a multitude of parties aligned both horizontally and vertically. These parties range from SCNA, the Camden Community, and MPS to the City of Minneapolis, PRB, and Hennepin County. The All Nations Christian Fellowship Church has also recently gotten involved. With such an inevitably wide array

of missions, interests, and capital or budgetary assets and other resources, some parties tend to dominate the process or "have the last say". At the end of the day, MPS will do whatever they deem appropriate with their building and land. It's important to recall Paul's quote; remembering that this is an opportunity for the school district to enrich the social, cultural, and physical fabric of the city and that that will in turn positively influence and further enable MPS' mission. MPS doesn't have to live with a vacant building in their neighborhood, but the SCNA and its residents do.

There have been reports of vandalism, drug-dealing, graffiti, and gang activity in this stable, mature residential neighborhood and that gives this issue a new sense of urgency and importance.

MPS continues to cite budgetary constraints as the number one enemy to the creative recycling of old buildings. "MPS is in the business of educating children, not property management." But managing and ensuring that this property doesn't lay vacant, further robbing the neighborhood of a vital community asset and public resource, a site of social capital and community-building, is *essential* to the education of our children.

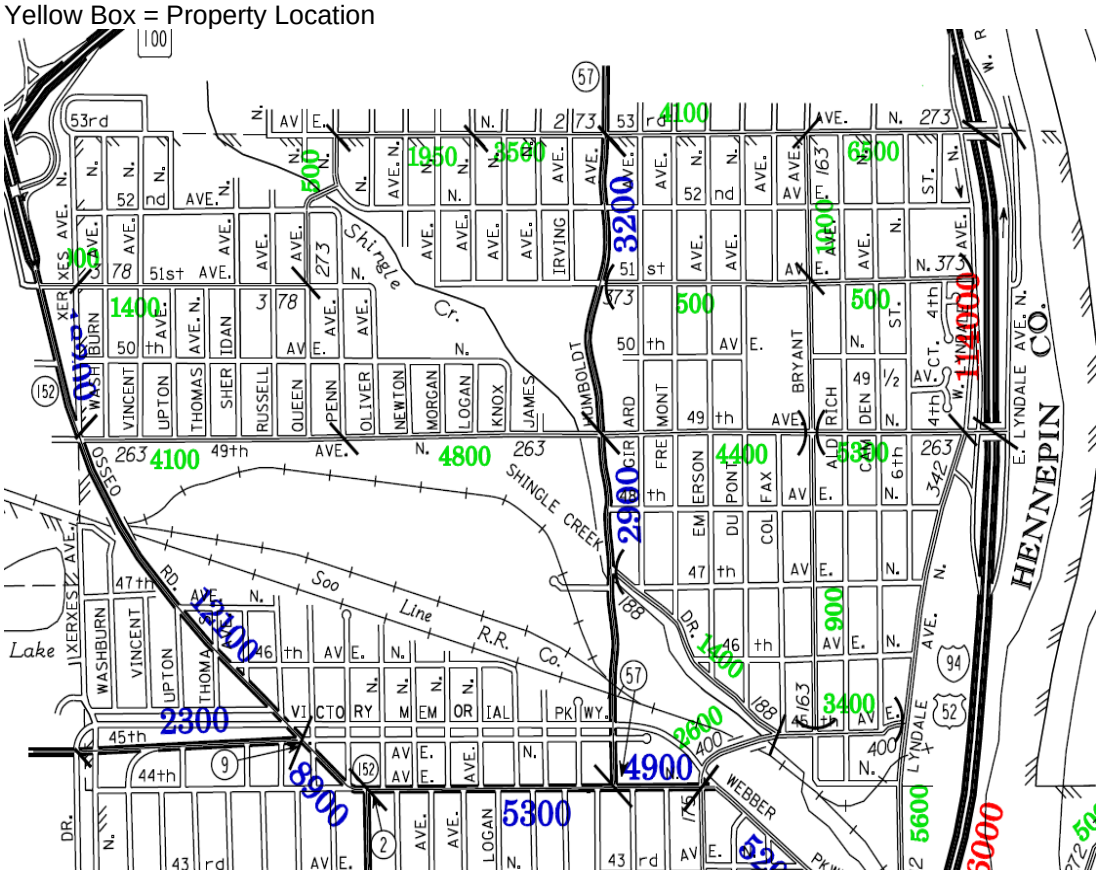
It teaches them the value of history; we must preserve our city and nation's historic places and structures instead of constantly rebuilding them. It teaches them environmentalism; overconsumption is a very real problem, we must be stewards of the land and re-use fully viable structures. It teaches them economics; it is inefficient to demolish and then rebuild institutions, "savings equals investment". It teaches them demography; population will rebound and enrollment figures may change in the future. It teaches them sociology; schools are sites of bonding and social linkages –we must preserve them. It teaches them politics; multiple political entities all vying for power to hopefully reuse and restore the SCE site. The list goes on.

The burden of reusing the Shingle Creek Elementary site ultimately lies with the neighborhood. If you want something done right, you have to do it yourself. Nobody ever really lobbies on anyone's behalf but their own. Unfortunately, not a single resident who actually lives on Oliver Avenue participated in the re-use process except for one resident who came to the presentation at the very end. General apathy and political disengagement strike home and they strike hard. Or perhaps people have just come to accept the tyranny of easy urban development decisions. No resident wants their property taxes to rise as a result of a high-end residential development, for example. Even though the city would enjoy the expanded tax revenues and low levels of service provision. Land uses and developments are forced upon residents in a new urban colonial fashion.

The neighborhood must organize at the grassroots level and advocate for the best re-use. A charter school, a resource center, or a park expansion would all sit well with residents. The closing of Shingle Creek poses an obvious problem to the neighborhood, but this may also be framed as an immense opportunity. Depending on the re-use, this could bring new jobs, new faces, renewed places, and even a congregation, business incubator, or some as of yet unimagined use to the neighborhood. This is, unquestionably, the biggest issue facing the Shingle Creek Neighborhood for decades—perhaps more. There is one and only one chance to re-use the Shingle Creek Elementary building. It must be done with conviction, determination, and commitment. Residents must educate themselves and equip and arm themselves with the skills of persuasion, advocacy, and community. The neighborhood cannot afford to lose this battle. Let us move forward in solidarity and may the next generation of our children be educated under the roof of Shingle Creek Elementary. Thank you.

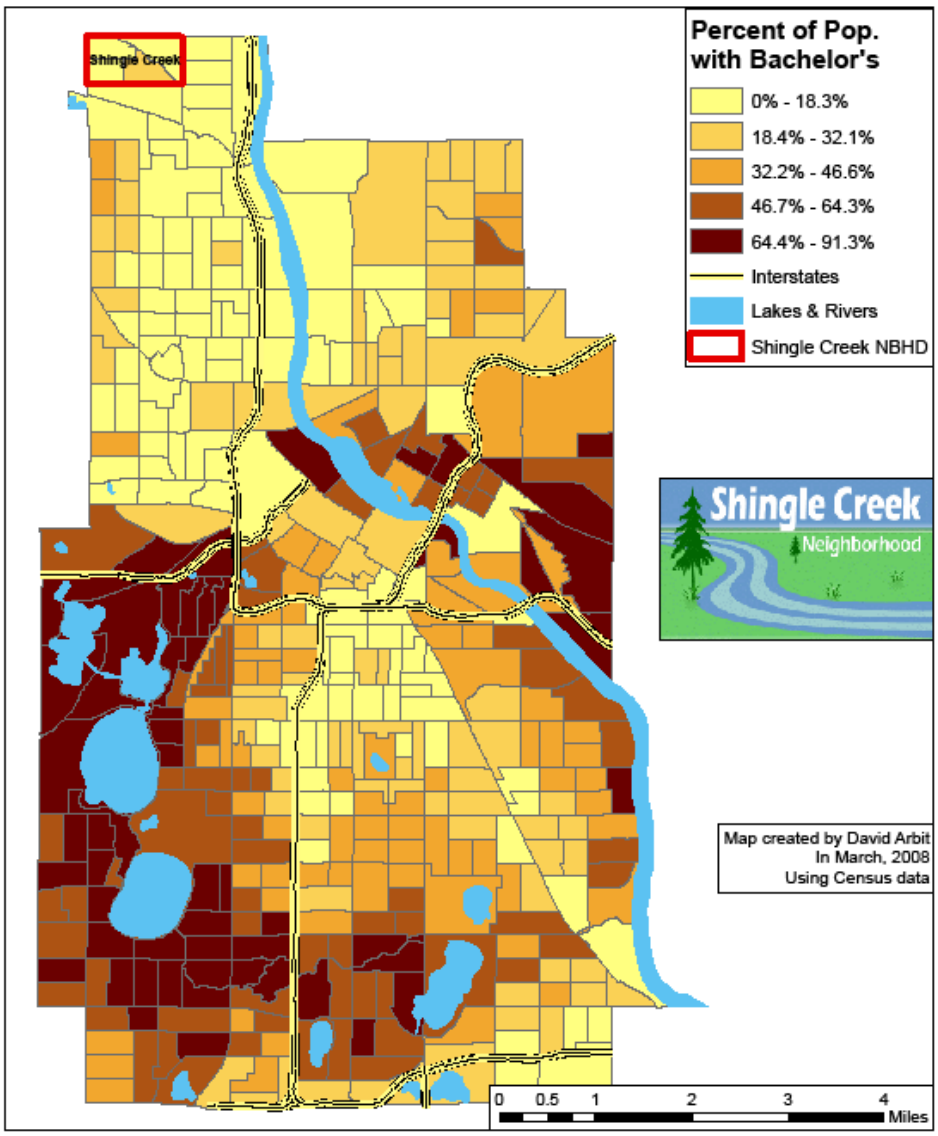
Mapping and Cartography Work

*The colored numbers next to streets indicate the number of vehicles per day (VPD) that pass over that street. Note: Not all streets
are monitored.
Red = State Owned Highways, Blue = County Roads, Green = City Streets
Yellow Box = Property Location

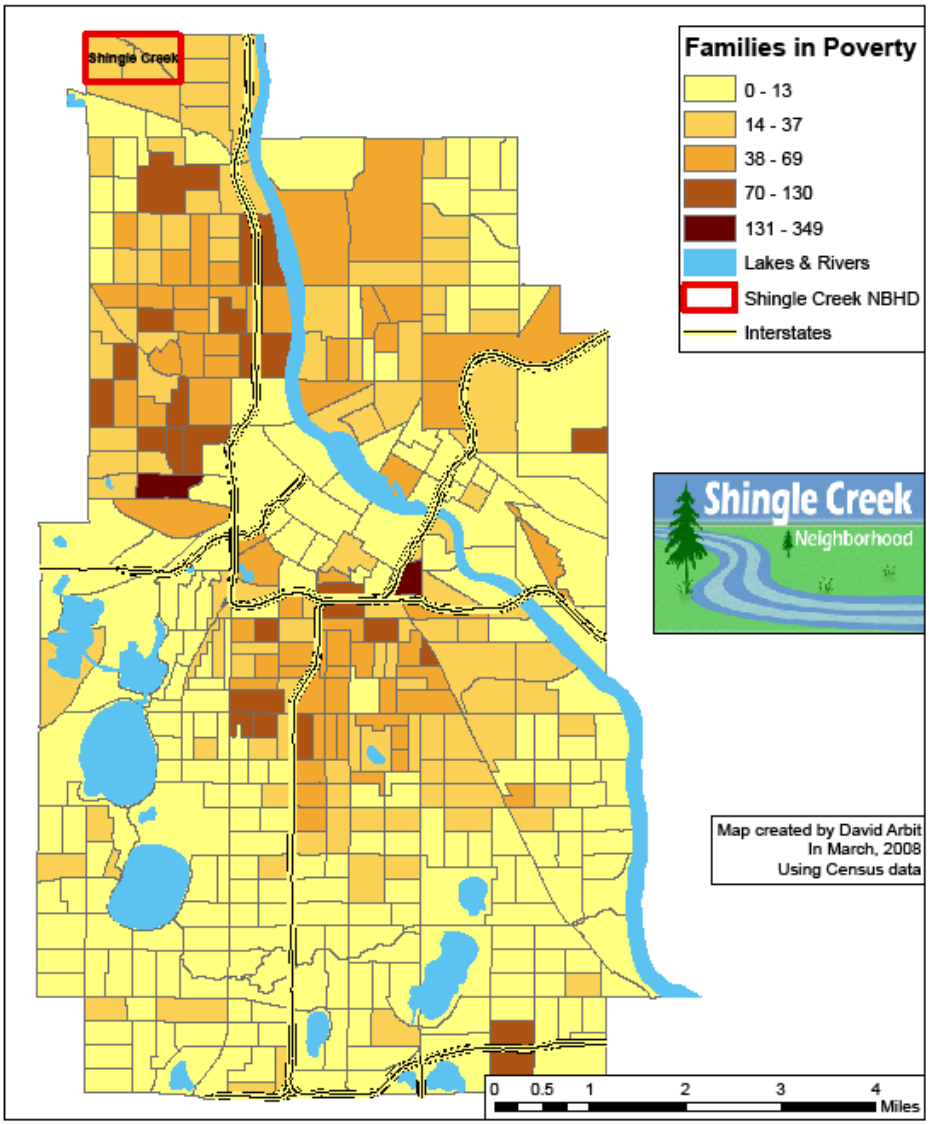



BROOKDALE CTR
HIGHWAY 100
HIGHWAY 100
Centerbrook Golfcourse
Lions Park
55TH AVE N
KNOX AVE N
RUSSELL AVE N
QUEEN AVE N
PENN AVE N
MORGAN AVE N
54TH AVE N
LOGAN AVE N
LILAC DR N
53RD AVE N
53RD AVE N
UPTON AVE N
OLIVER AVE N
NEWTON AVE N
JAMES AVE N
Shingle Creek Parkway
XERXES AVE N
52ND AVE N
52ND AVE N
52ND AVE N
WASHBURN AVE N
VINCENT AVE N
QUEEN AVE N
PENN AVE N
51ST AVE N
51ST AVE N
UPTON AVE N
THOMAS AVE N
SHERIDAN AVE N
RUSSELL AVE N
OLIVER AVE N
Creekview Park
50TH AVE N
NEWTON AVE N
MORGAN AVE N
LOGAN AVE N
KNOX AVE N
BROOKLYN BLVD
49TH AVE N
VINCENT AVE N
OSSEO RD

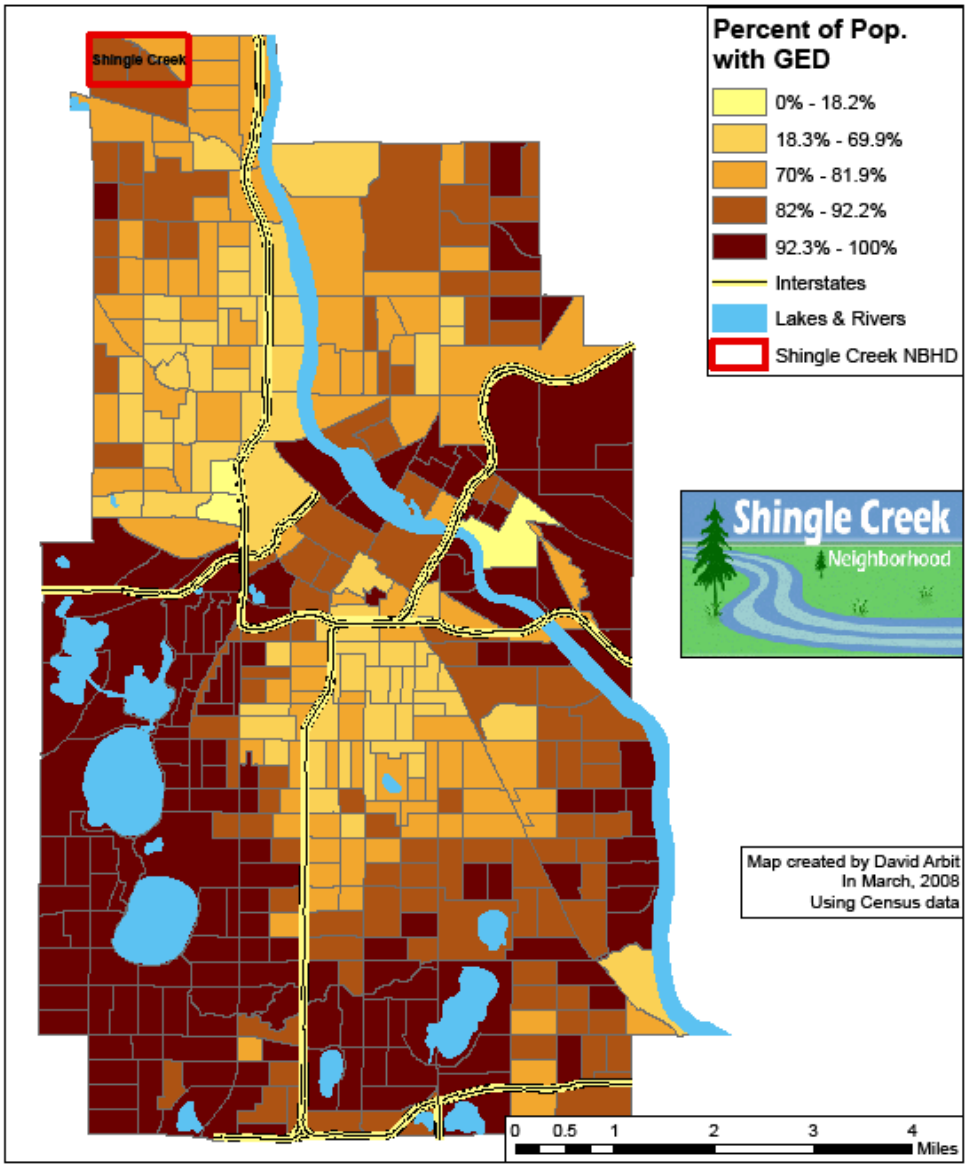
Percent of Population that are College Graduates: Minneapolis, MN 2000



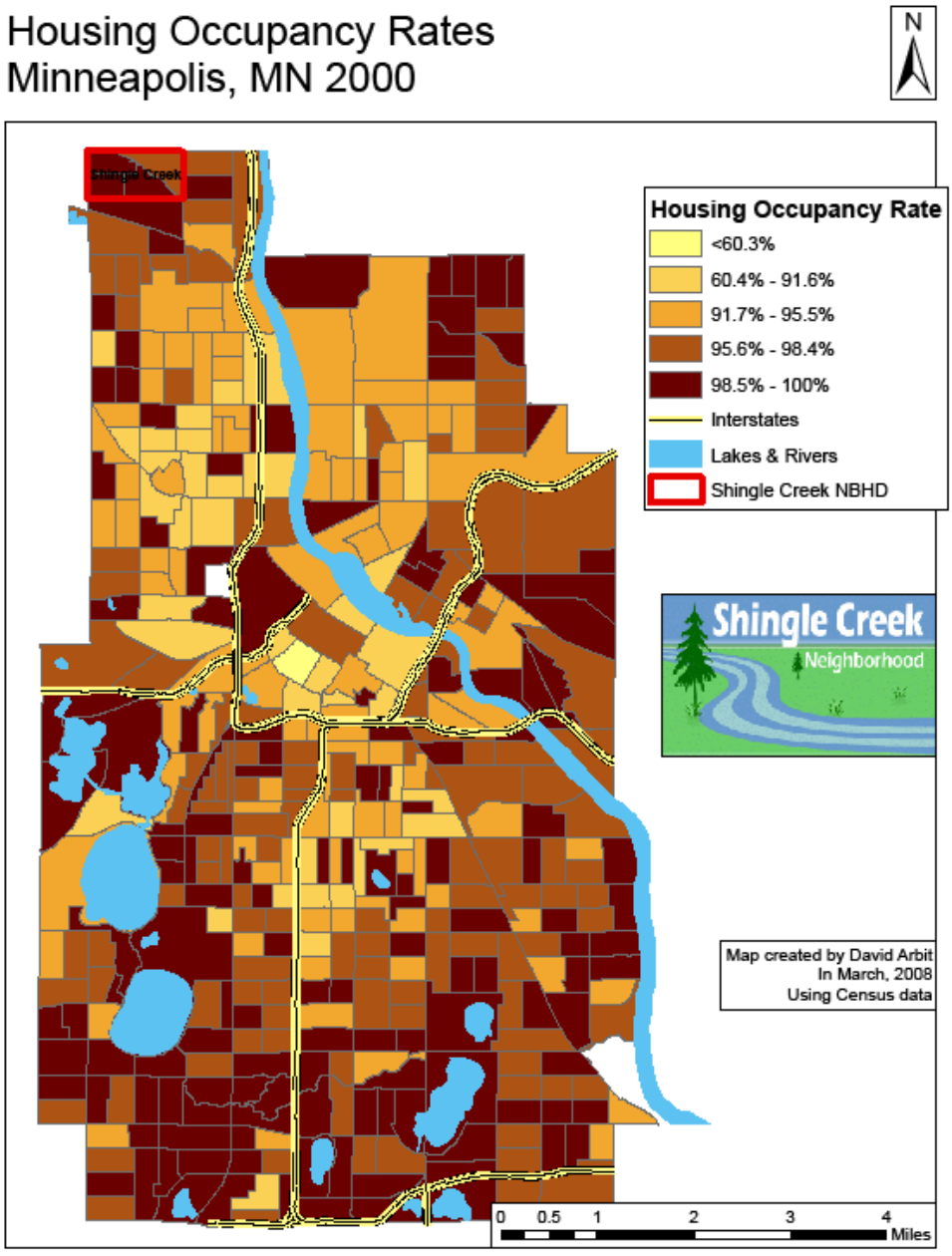
Families in Poverty Minneapolis, MN 2000

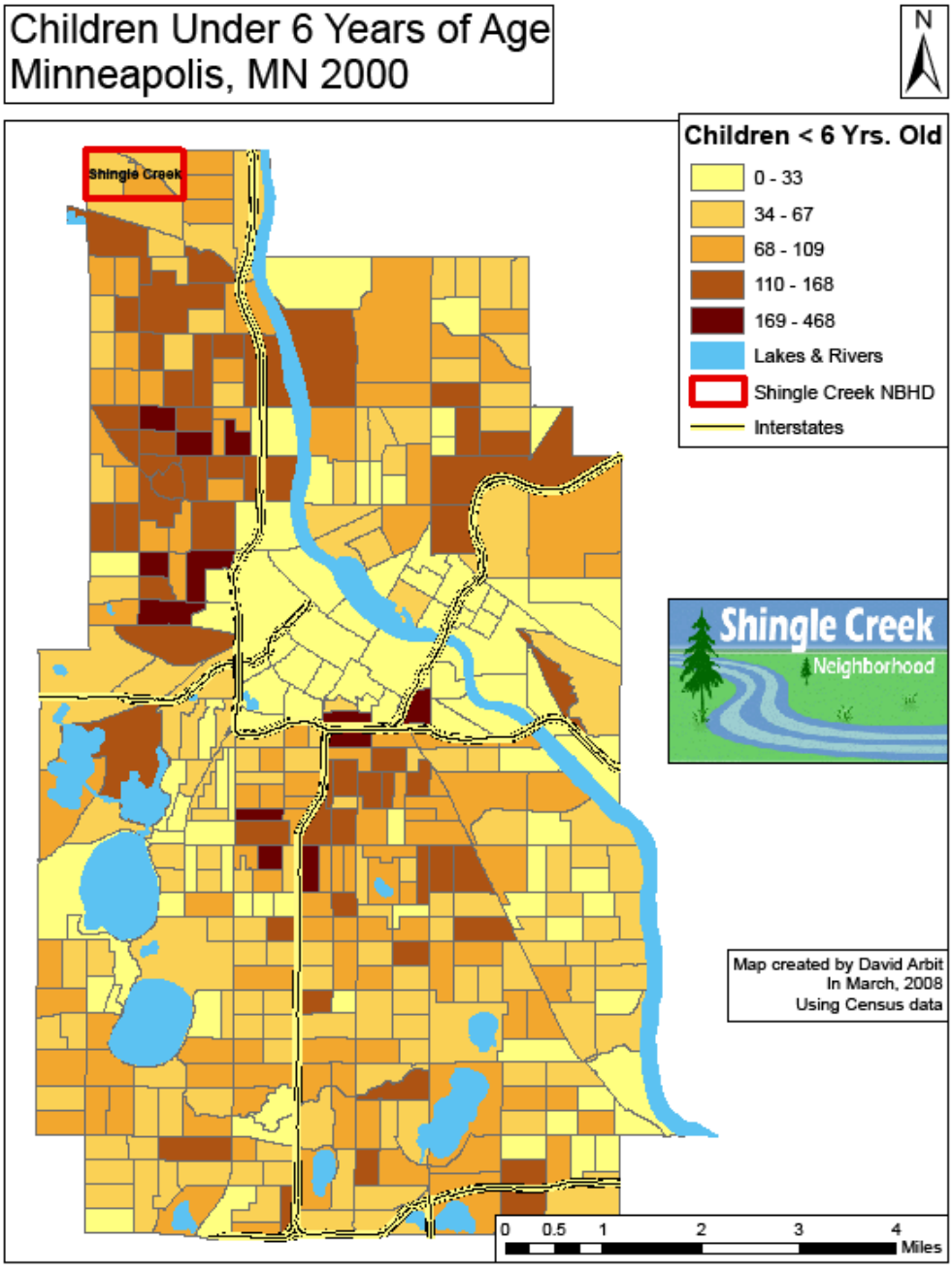


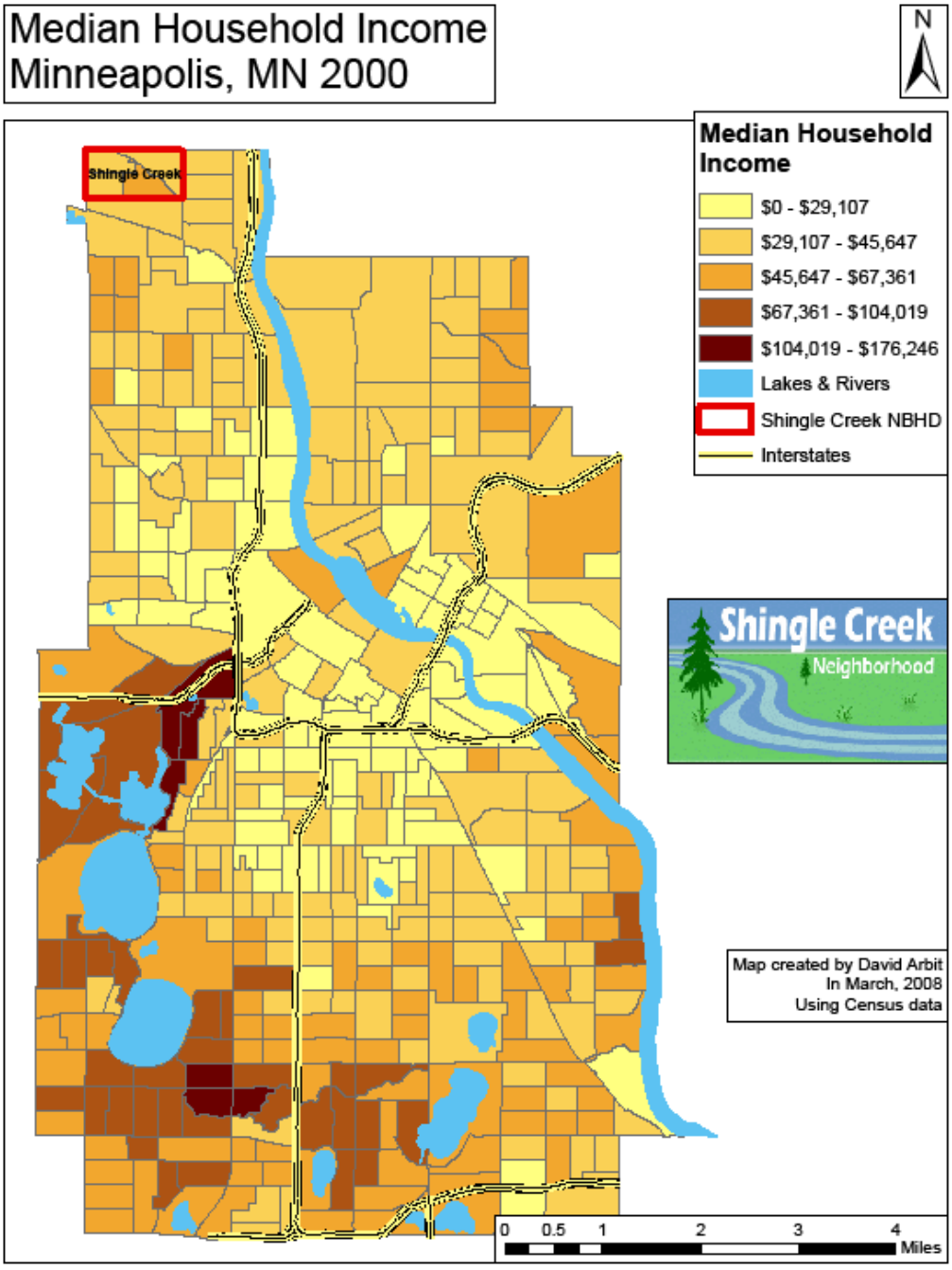
Percent of Population that is High School Graduate Minneapolis, MN 2000



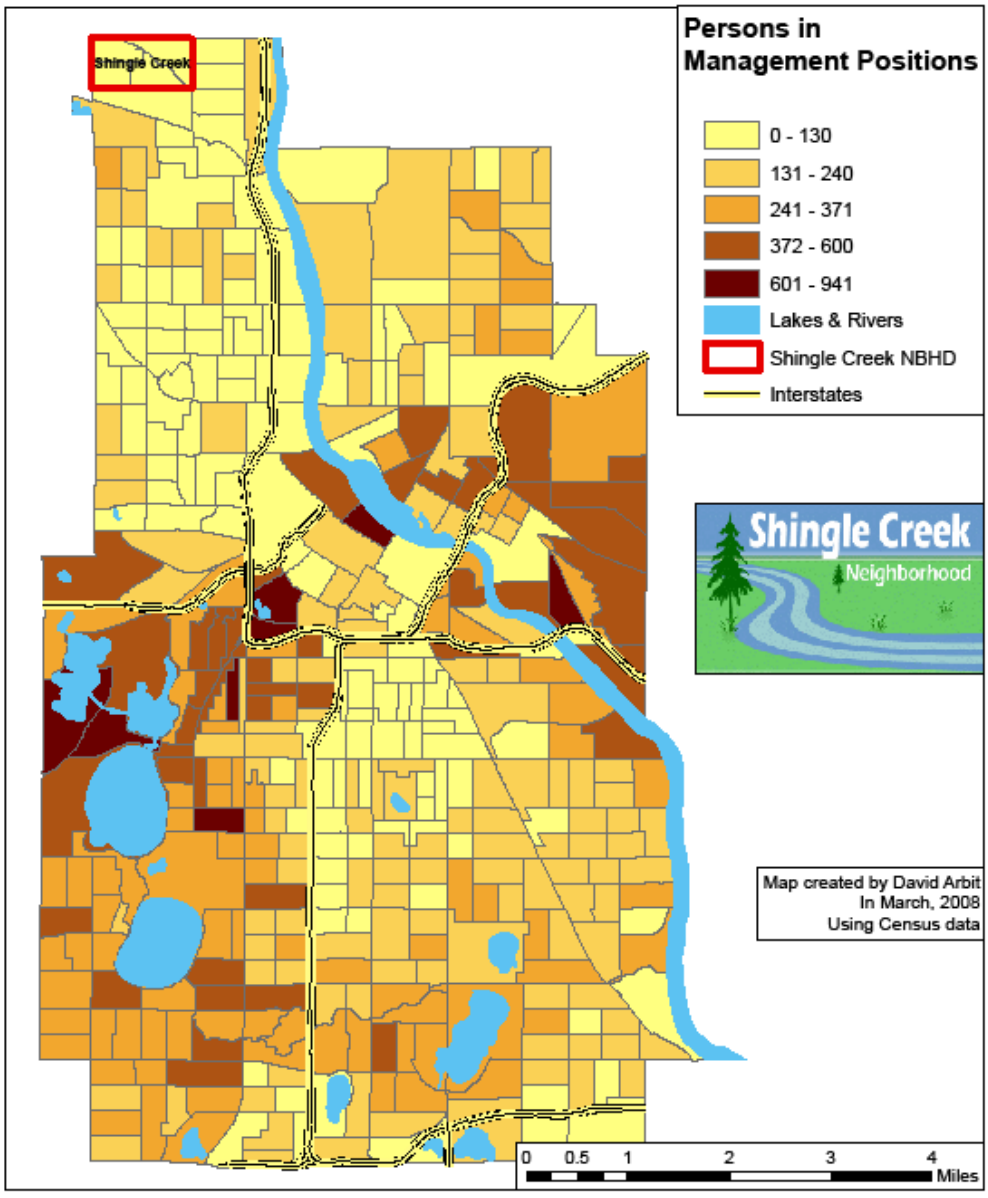
Housing Occupancy Rates
Minneapolis, MN 2000



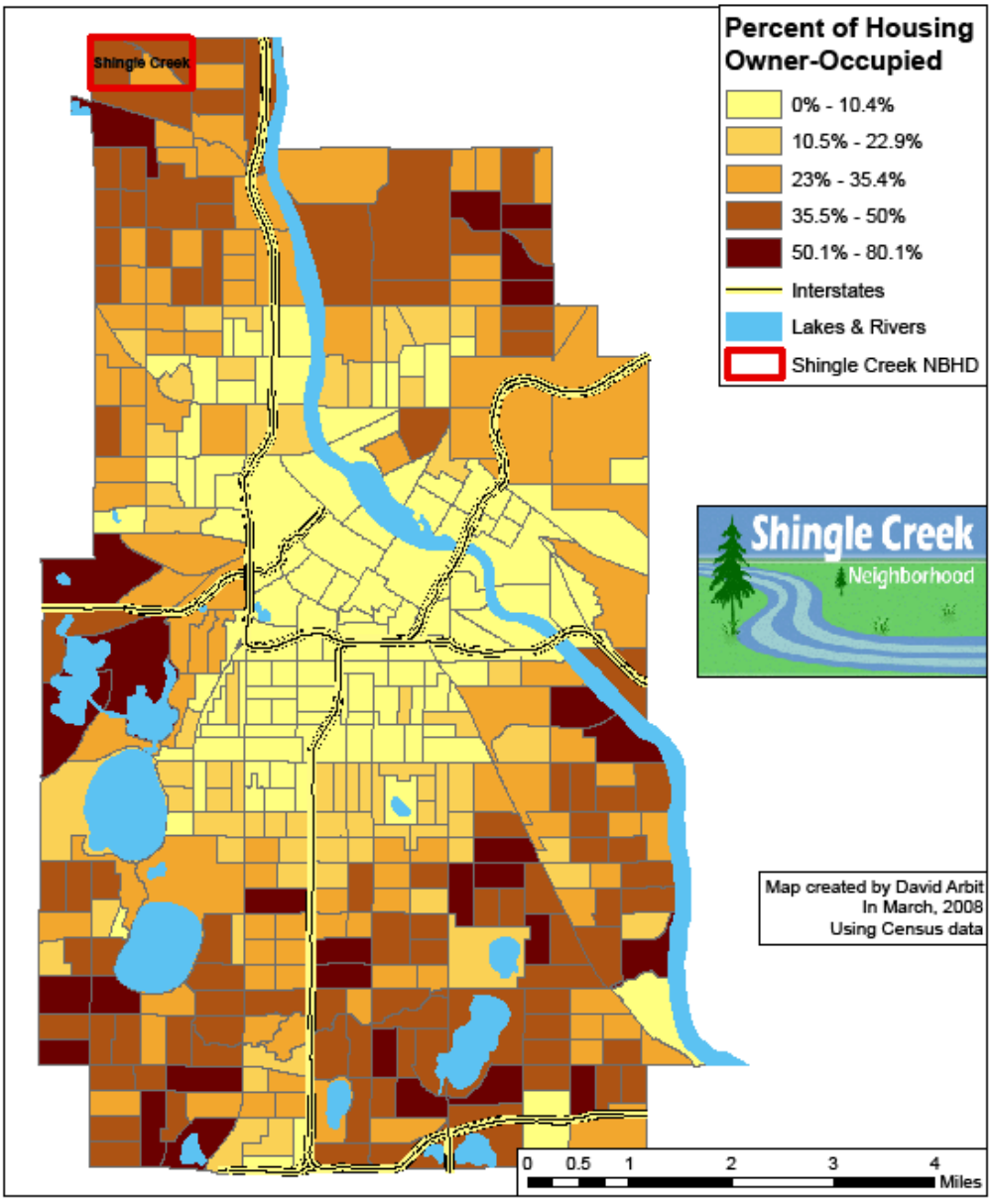

Children Under 6 Years of Age
Minneapolis, MN 2000
N
Shingle Creek
Children < 6 Yrs. Old
0 - 33
34 - 67
68 - 109
110 - 168
169 - 468
Lakes & Rivers
Shingle Creek NBHD
Interstates
Shingle Creek
Neighborhood
Map created by David Arbit
In March, 2008
Using Census data
0 0.5 1 2 3 4
Miles

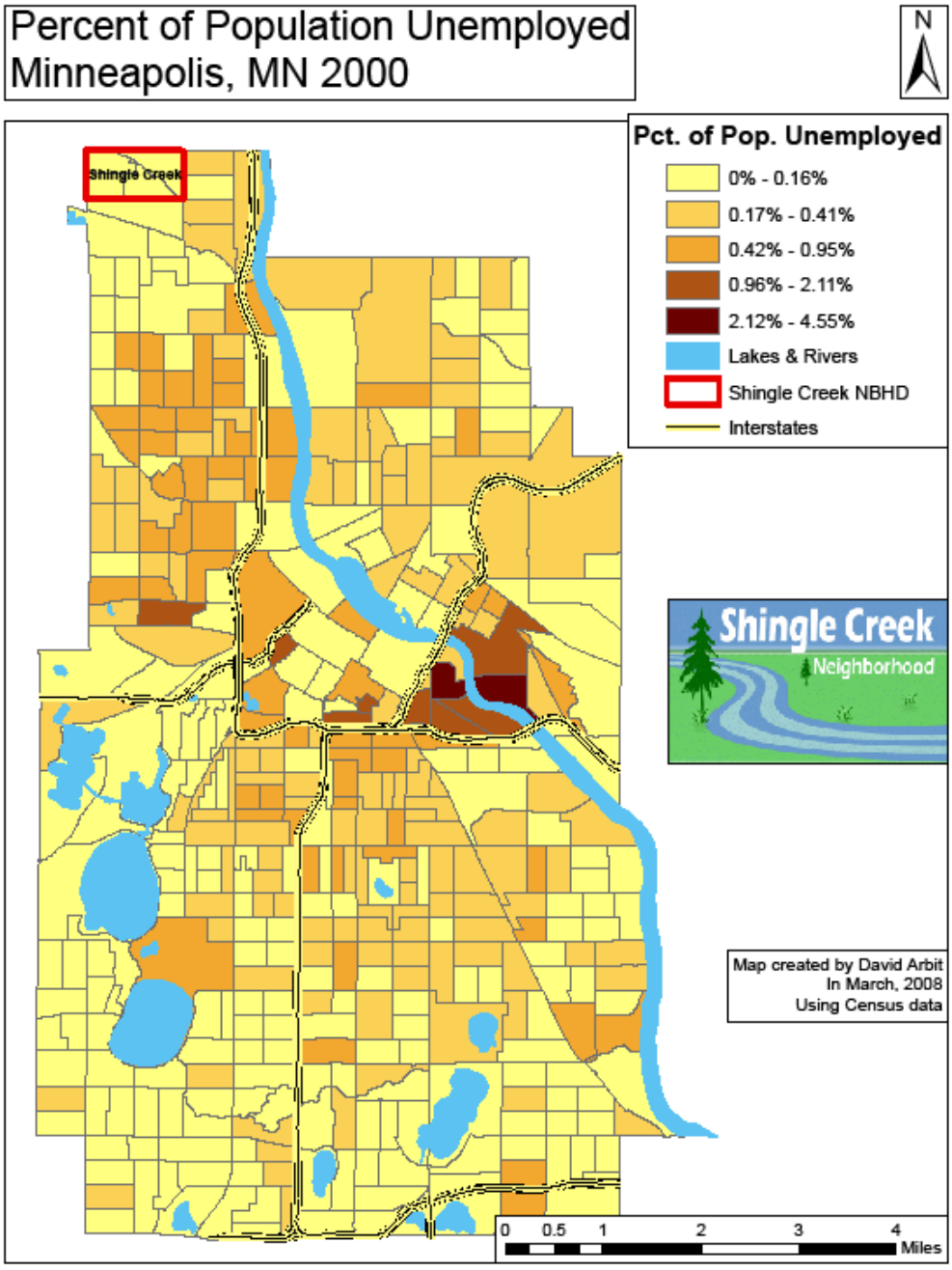

Median Household Income
Minneapolis, MN 2000
N
Shingle Creek
Median Household Income
$0 - $29,107
$29,107 - $45,647
$45,647 - $67,361
$67,361 - $104,019
$104,019 - $176,246
Lakes & Rivers
Shingle Creek NBHD
Interstates
Shingle Creek
Neighborhood
Map created by David Arbit
In March, 2008
Using Census data
0 0.5 1 2 3 4
Miles

Persons in Management Positions
Minneapolis, MN 2000

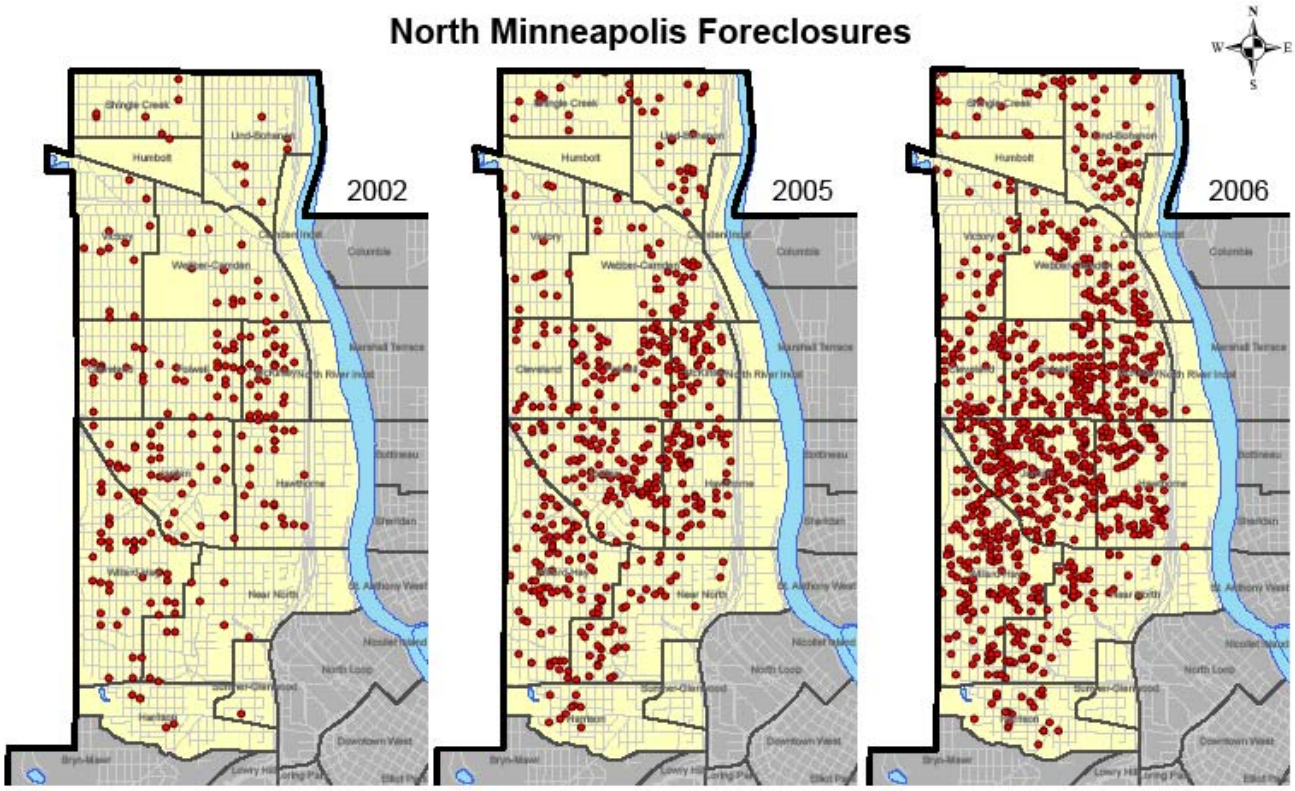


Percent of Housing Stock Owner-Occupied
Minneapolis, MN 2000




Percent of Population Unemployed
Minneapolis, MN 2000
N
Shingle Creek
Pct. of Pop. Unemployed
0% - 0.16%
0.17% - 0.41%
0.42% - 0.95%
0.96% - 2.11%
2.12% - 4.55%
Lakes & Rivers
Shingle Creek NBHD
Interstates
Shingle Creek
Neighborhood
Map created by David Arbit
In March, 2008
Using Census data
0 0.5 1 2 3 4
Miles

North Minneapolis Foreclosures



Total Foreclosures in 2002

	Number	Percent
North Minneapolis	228	53%
City of Minneapolis	428	100%

Total Foreclosures in 2005

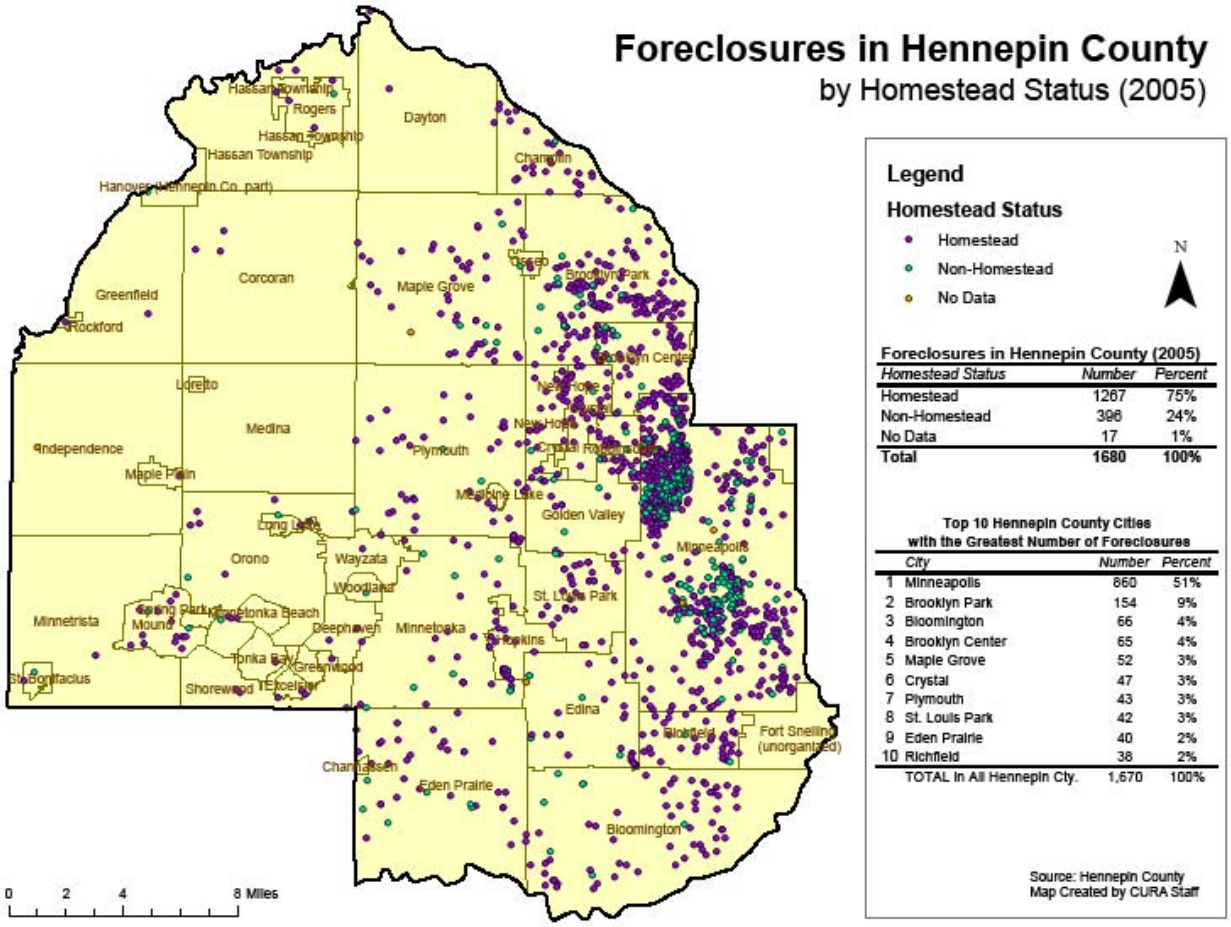
	Number	Percent
North Minneapolis	487	57%
City of Minneapolis	860	100%

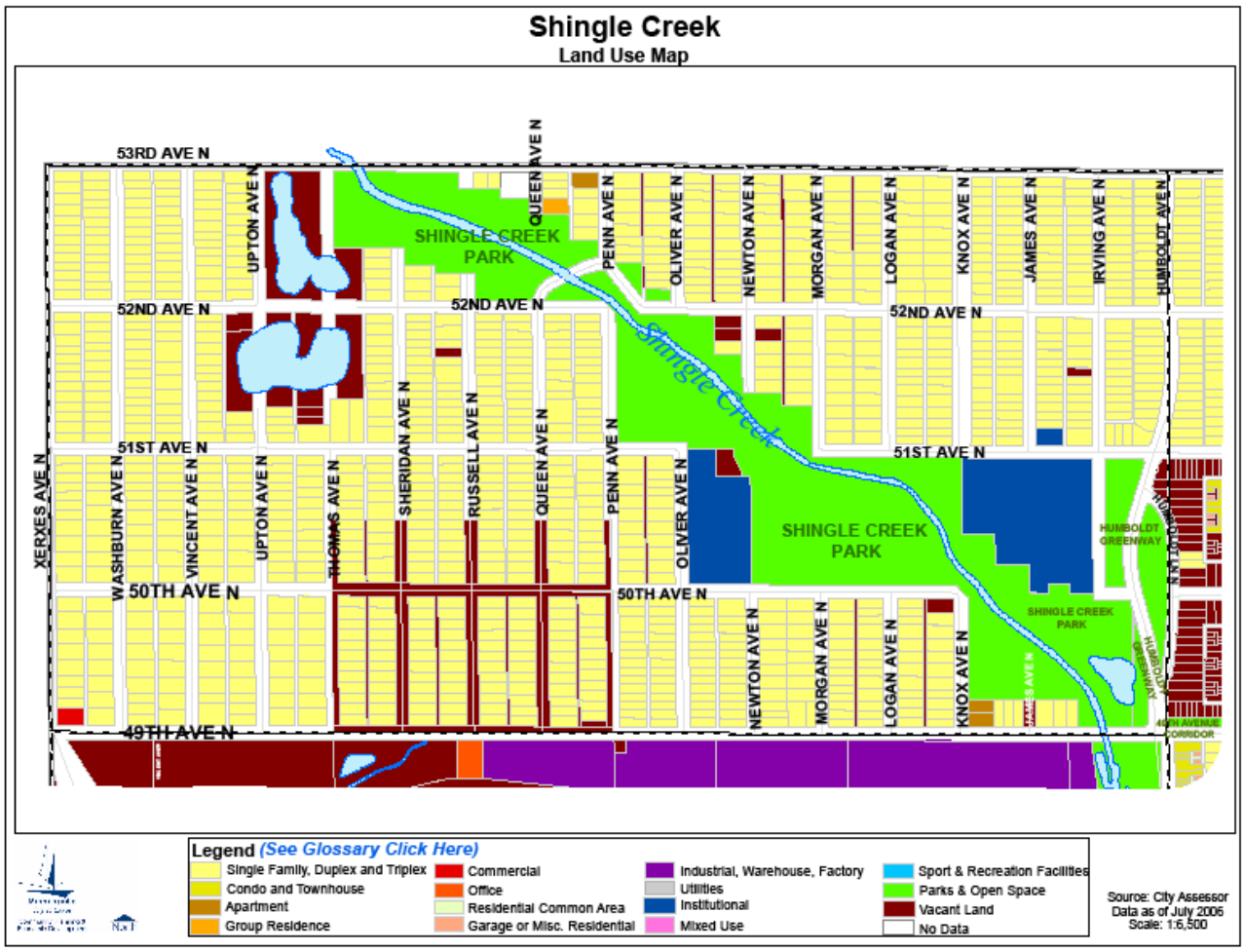
Total Foreclosures in 2006

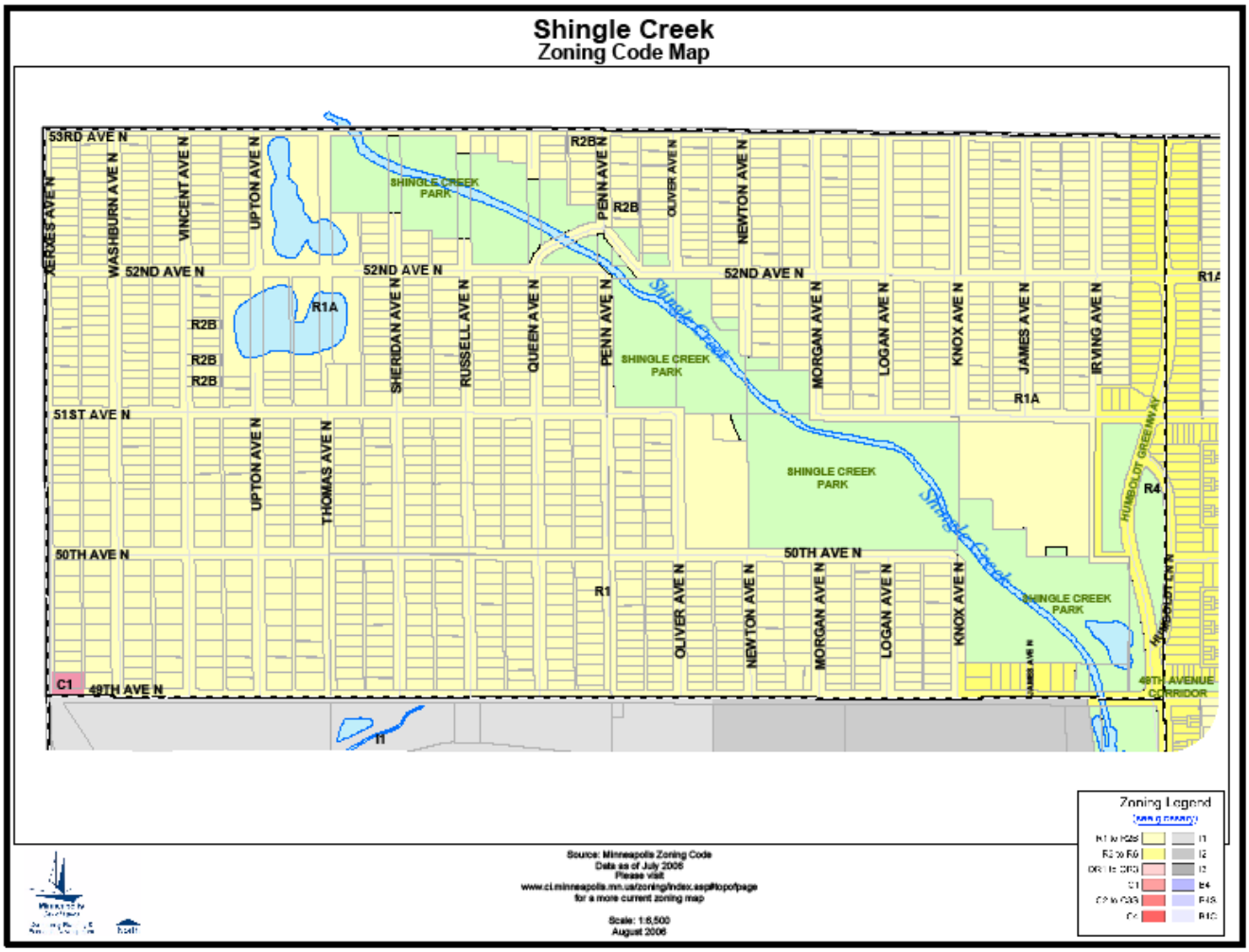
	Number	Percent
North Minneapolis	893	54%
City of Minneapolis	1,650	100%

Source: Hennepin County
Map Created by CURA staff 2/07

0 0.3 0.6 1.2 1.8 2.4 Miles


Foreclosures in Hennepin County
by Homestead Status (2005)
Legend
Homestead Status
Homestead
Non-Homestead
No Data
N
Foreclosures in Hennepin County (2005)
Homestead Status | Number | Percent
Homestead | 1267 | 75%
Non-Homestead | 396 | 24%
No Data | 17 | 1%
Total | 1680 | 100%
Top 10 Hennepin County Cities with the Greatest Number of Foreclosures
City | Number | Percent
1 Minneapolis | 860 | 51%
2 Brooklyn Park | 154 | 9%
3 Bloomington | 66 | 4%
4 Brooklyn Center | 65 | 4%
5 Maple Grove | 52 | 3%
6 Crystal | 47 | 3%
7 Plymouth | 43 | 3%
8 St. Louis Park | 42 | 3%
9 Eden Prairie | 40 | 2%
10 Richfield | 38 | 2%
TOTAL in All Hennepin Cty. | 1,670 | 100%
Source: Hennepin County
Map Created by CURA Staff
Hassan Township
Rogers
Dayton
Hassan Township
Hassan Township
Champlin
Hanover (Hennepin Co. part)
Corcoran
Maple Grove
Brooklyn Park
Greenfield
Rockford
Brooklyn Center
Loretto
Medina
New Hope
Independence
Plymouth
Maple Plain
Medicine Lake
Golden Valley
Long Lake
Minneapolis
Orono
Wayzata
Woodland
St. Louis Park
Minnetrista
Spring Park
Mound
Tonkadale Beach
Deephaven
Minnetonka
Hopkins
Tonka Bay
Greenwood
St. Bonifacius
Shorewood
Excelsior
Edina
Bloomfield
Fort Snelling (unorganized)
Chanhassen
Eden Prairie
Bloomington
0
2
4
8 Miles


Shingle Creek
Land Use Map
53RD AVE N
52ND AVE N
51ST AVE N
50TH AVE N
49TH AVE N
SHINGLE CREEK PARK
Shingle Creek
HUMBOLDT GREENWAY
XERXES AVE N
WASHBURN AVE N
VINCENT AVE N
UPTON AVE N
THOMAS AVE N
SHERIDAN AVE N
RUSSELL AVE N
QUEEN AVE N
PENN AVE N
OLIVER AVE N
NEWTON AVE N
MORGAN AVE N
LOGAN AVE N
KNOX AVE N
JAMES AVE N
IRVING AVE N
HUMBOLDT AVE N
Legend (See Glossary Click Here)
Single Family, Duplex and Triplex
Condo and Townhouse
Apartment
Group Residence
Commercial
Office
Residential Common Area
Garage or Misc. Residential
Industrial, Warehouse, Factory
Utilities
Institutional
Mixed Use
Sport & Recreation Facilities
Parks & Open Space
Vacant Land
No Data
Source: City Assessor
Data as of July 2006
Scale: 1:6,500


Shingle Creek
Zoning Code Map
53RD AVE N
52ND AVE N
51ST AVE N
50TH AVE N
49TH AVE N
SHINGLE CREEK PARK
R1A
R2B
R1
C1
I1
Zoning Legend
Source: Minneapolis Zoning Code
Data as of July 2006
Please visit
www.ci.minneapolis.mn.us/zoning/index.asp#topofpage
for a more current zoning map
Scale: 1:6,500
August 2006

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For Further Reading

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Interviews

Clyde Kane – MPS, Interim director of planning and facilities, normally assistant director of planning and facilities, also manager of design and construction

Land swap- recommendation from UDL
No negotiation with PRB
"There is No actual plan for implementation of that exchange"
One item on agenda, no agreement, further talks regarding it
Preliminary meeting 1 week ago
1 item out of 12-14 items on agenda
After general conversation, study it from PRB and MPS's perspectives
"Frankly, that is all I can tell you at this point"

No not at this point, no disposition policy,
There needs to be board action on this
The district will go out to the various communities, have a discussion and a public meeting
And get some input before disposing of any of the 12 properties.
This is scheduled to occur in early to mid fall.

No change in valuation at this time

Several different procedures gone through about disposition
Neighborhoods have some great ideas but they are so hard to implement because everything takesmoney
MPS doesn't have the financial wherewithal to maintain closed buildings
As great as these ideas are, there are no entities to step forward and make those things happen
It would take so many different types ofuses to make a building of that size viable
Little success – ably to lease Hamilton school to City ofMPLS
That has worked out quite well
Howe in SMPLS – various possible uses, artist groups, nbhd groups, etc, but no financial wherewithal to make it financially feasible.
Very large buildings set up specifically to be schools. And they don't always fit an alternative use
Neighborhoods don't have the funding to make them work

Immense operating costs of the buildings
We are in the business of educating kids, not property management
If we have to hire a building manager, that is another expense, people don't really think about that.
We don't have a real estate specialist

Howe looked like it was going to come together but it hasn't

Land swap
Each situation is different, MPS has 20 sites with legal issues where there have been buildings built on park property and vice versa
In such a litigious society as we have now, you have to have agreements legally straightened out. And all o fthose handshakes need to be put in legal terms. You never know the future of a property
Shingle creek is just another one in a bunch of these issues

Jenny lind no legal issues

Time frame
2/3rds of the way through the process
Go back to community in the fall
Once community has input, the board will make a decision
And then must implement those recommendations
Idea from consultant
Not confirmed by school board, no decisions made on it yet –
There will still be closed meetings about
Community

Jackie Turner, MPS

12 closed properties

Meetings with all 12 communities

Second round of community meetings, to have serious conversations about re-uses

Strategic plans in development to evaluate feasibility of plans

www.mpls.k12.mn.us (click on community, then click on MPS closed school sites)

North side school locations are about 1/3 of way through process.

No final decisions have been made on any school properties

SCE - "Community ideally wants first a school, then a community center, resource center, maybe use the shingle creek property to make the current community center bigger, with more land, so the [Creek View

Commons] center becomes more user friendly. The housing market really isn't there so we don't want to sell the property for redevelopment."

-community center: elderly and children

-Head Start has not shown interest in any additional facility needs.

-everyone obviously wants school

-the information has become public, local newspaper, community papers, insight news, Camden north news

-summary report to community

-Paul B has presented formal presentation to the board on progress

-lots of info on the web

-real estate analysis, operational costs, etc

-north side real estate analysis (not yet public) (2-3 weeks)

-Lydia Lee and board has not yet voted on future of closed properties

-in Spring, Shingle Creek meeting will probably be late april early may, strategic plans will be presented to the board.

-PRB meeting, to see if there is any interest, they don't have the resources to be able to expand, but creekview complex might entice them into a conversation about what that might look like.

-CreekView is attached to school, MPS would own creekview, and PRB would own shingle creek elementary.

-40 page report on website about reuse

-Jackie had absolutely no clue what I was talking about when I said "MPS's disposition policy or intent"

Lydia Lee: MPS School Board Chair

Paul Bauknight's Land swap "sounded intriguing" since it would benefit both the park board and the school district
It would allow MPS some growth opportunity on the Olson site, if there is determined to be a need.

We had not discussed the demolition of any buildings, there are some hidden fears from the community about the sites in their neighborhoods.

Demolition is the very last consideration if at all
#1 priority is to keep sites as community asset, so much time and effort has been put into the community meetings

Most preferred reuses may not be feasible, there are financial and city code/zoning restrictions that we would need to work out

Board received report where UDL formally presented recommendations.

Board has no disposition policy towards any properties, they are expecting Paul B. and Steve L. to understand all the critical factors and nuances and financial considerations to present the most viable options to the board. Once they come up with 3 or so possibilities for each site, then the board will examine the pros and cons and community input, and then the Board will choose. Urban Design Lab does all the work.

"it's a site by site consideration, so some sites are far better suited for certain uses, considering debt on the building and design, etc."

"We really don't want to be property managers, we have too many other things to be handling"

"we want to come out of this ahead financially if we can, but we realize this may not be possible in all cases."

"a lot of the people who do have interest in the property aren't interested in the entire building"

"the longer we hold onto these properties , the more it costs us"

"we'd love to sell any and all of these properties as quickly as possible"

"This is so complex, and though we do want to support the community, in an ideal world this would benefit all affected parties, but the reality is there are financial constraints inhibiting that equity of effect"

When we discussed reuses, we involved the community

Paul Bauknight
UDL doesn't want to get involved in a political battle
They provide objective real estate and site analysis
Private firm contracted by MPS to study the viability of reusing buildings and to gather community input
Hired through RFP by MPS
About 3/5 of way through the entire process
Real estate analysis
Impact survey
GIS
Market analysis – residential market is soft
Propose recommendations to the board, then the board votes on the recommendations