

CITIZENS LEAGUE REPORT

No. 24

**Minneapolis Park Board Policies on
Acquisition, Retention & Disposition of
Real Estate.**

August 4, 1954

C I T I Z E N S L E A G U E O F G R E A T E R M I N N E A P O L I S

MINNEAPOLIS PARK SECTION

SECOND REPORT

Submitted May 20, 1954

SECOND REPORT OF THE
MINNEAPOLIS PARK SECTION
OF THE PUBLIC EDUCATION & RECREATION COMMITTEE
OF THE CITIZENS LEAGUE OF GREATER MINNEAPOLIS

Submitted May 20, 1954

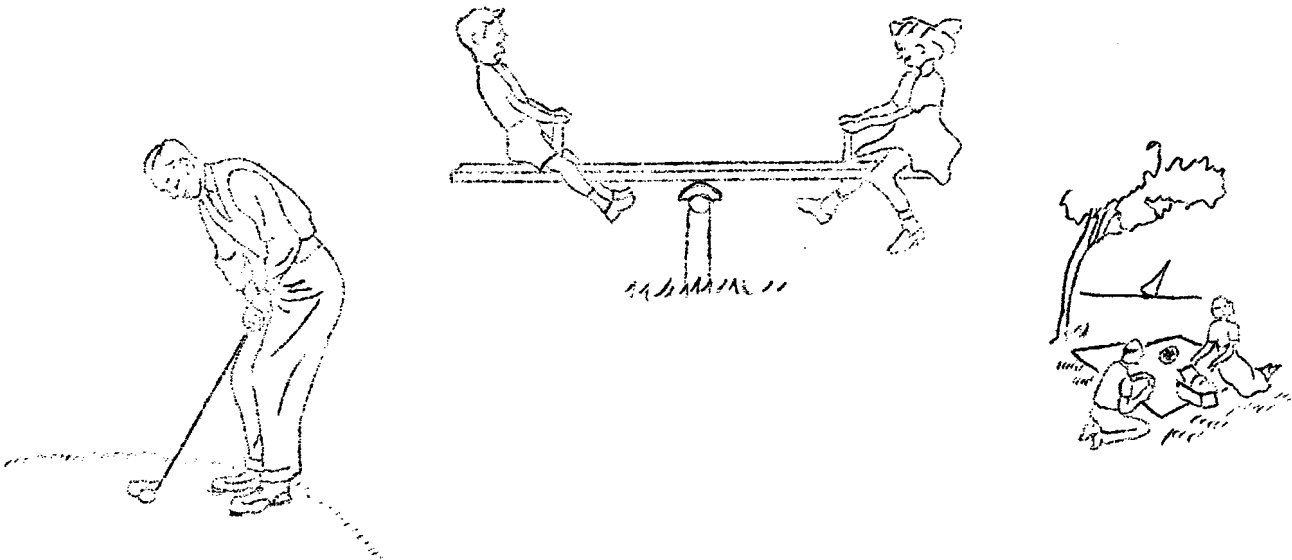
Approved by the Board of Directors August 4, 1954

Report on Minneapolis Park Board Policies on Acquisition, Retention and
Disposition of Real Estate

The Park Section of the Citizens League's Public Education and Recreation Committee was organized in July 1953 and issued its first report in November 1953. This report, entitled "Minneapolis Park Board Operations, 1951 vs. 1953 and 1954", was a follow-up on how the Park Board is using the additional funds authorized by a public referendum in September 1952. In addition to indicating how the Park Board is using its funds, the report comments on certain budgeting and accounting practices and also on some administrative, maintenance and planning problems.

The study of budgeting practices is continuing and the Section has evolved a plan for visiting all parks during the spring and summer with sufficient frequency to enable the Section to comment in more detail on Park Board operations by the fall of 1954.

This report is a follow-up on some of the planning problems which came to the Section's attention in its earlier study.



OUTLINE: PARK SECTION REPORT ON ACQUISITION, RETENTION AND DISPOSAL
OF PARK PROPERTY

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- A. Means available - Purchase, condemnation, donations, exchange, transfer and purchase on contract.
- B. Planning of acquisitions

- 1. Basic guide - Weir report

- a. Deficiency in neighborhood parks.
 - b. Plan continually revised.
 - c. Plan a major factor in determining acquisitions.

- Vince Day property, Prudential, etc.

- 2. Recognition by park board of value of cooperative enterprise also a factor in acquisition.

- Board of Education, Planning Commission, Engineer's Office, Library Board, City Council, Social Agencies, etc.

- C. Further discussion of means available for purchase of park properties.

- 1. By purchase with funds provided.

- a. By Elwell proceedings.
 - b. Re-investment of proceeds of sales.
 - c. Use of bond funds.
 - d. Use of condemnation.

- 2. Donations

- a. By plat
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- 3. Exchange of properties to improve location.
 - 4. Transfer from other governmental agencies.
 - 5. Taking title by contract.

- D. History of Recent and Proposed Requests for Capital Expenditures.

- E. Tentative conclusions and recommendations on acquisition.

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- 1. Those which have never been used as parks

- Prudential Site

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Elwell Field - Exchange for better property.

- C. Holding of undeveloped property for future development of city or because of lack of funds.

Shingle Creek Valley, Bossen Field, Kenny Park, N. E. Athletic Field, Diamond Lake, part of Wirth Park, Chicago & 46th St., Holmes Park, Elwell Field, etc.

- D. Tentative conclusions as to retention.

III. Disposition

- A. Means of disposal.

1. Sale, exchange, transfer, reversion.
2. Sale or transfer of property requires approval of majority of board and of district court.

- B. Basic questions asked at time of disposal.

1. Will property be valuable part of park system?
2. Will property be useful to other governmental agencies?
3. Would sale violate neighborhood pattern?
4. Are taxpayers' interests properly considered? Price? Adding to City's tax base?

- C. Policies on disposition.

1. Strong reliance on staff work.
2. Recognition that park needs may change.
3. Use of discretion in disposal in light of intended use. Price - effect on tax base.
4. Board slow to sell or transfer.

INTRODUCTION

The Park Section has been studying Minneapolis Park Board policies on acquisition, retention and disposition of real estate since January 1954 in conjunction with its general study of the Minneapolis park system. This particular topic was the subject of three meetings with members of the Park Board's committee on Designation, Acquisition and Improvements and members of the Park staff. In addition several members of the Section made a tour of proposed acquisitions on March 25 with members of the Park Board and staff. The materials listed in Appendix A were studied by members of the Section. Throughout our studies the Park Board and staff have been most cooperative.

From these meetings, the tour, conferences and the documents studied, the Park Section has reached certain tentative conclusions as to the acquisition, retention and disposition of real estate by the Minneapolis Park Board. These are presented along with certain facts under the headings Acquisition, Retention, Disposition.

ACQUISITIONS

A. Means Available

Real estate is acquired by the Park Board in the following ways:

1. By purchase - from current park and playground funds, bond funds or sale proceeds. Illustration: Armatage Park, 18.87 acres, purchased in 1947.
2. By condemnation which includes purchase. Illustration: Theodore Wirth Park, 78 acre addition, purchased by condemnation in 1953.
3. By donation.
 - a) In connection with the platting of property. Illustration: Penn Model Village Triangle, .18 acres, donated in 1950.
 - b) For eleemosynary purposes. Illustration: Elliot Park, 2.18 acres, donated in 1883 by J. S. Elliot.
4. By exchange. Illustration: Parts of Holmes Playground and Main Street and 7th Avenue N. E. Playgrounds were purchased with funds received from property exchanged with Pioneer Engineering Works.
5. By transfer from other governmental agencies. Illustration: Bossen Field, 40 acres, transferred from the State of Minnesota in 1947.
6. By purchase on contract with funds obtained from loans secured only by the property and anticipated revenues therefrom, i.e., not general obligations of the city. Illustration: Gross and Meadowbrook Golf Courses.

Acquisitions must be approved by affirmative votes of at least 10 of the Park Board's 15 members.

B. Planning of Acquisition

Mr. Charles Doell, Park Superintendent, indicated to the Section that early development of the park system centered in the acquisition and development of a system of parkways connecting our important lake districts with the Mississippi River and ultimately encircling the city in what is known as the Grand Rounds Parkway System. Relatively little attention was paid to the acquisition of property for neighborhood parks. This has gradually changed and in 1944 the Board of Park Commissioners engaged the services of Mr. L. H. Weir, Field Secretary for the National Recreation Association of New York, to make a park and recreation survey of the City of Minneapolis. A plan has been kept up-to-date by the Park staff and it is set forth in the five recreation surveys listed as item #1 in Appendix A. These surveys serve as the basic guides to the Park Board and staff in the acquisition of property today for one of the principal deficiencies in the system is the lack of neighborhood parks in certain areas.

Nearly all of the acquisitions since 1941 except for Airport Park, Shingle Creek and the Wirth Park addition, have been for neighborhood parks. Seven properties visited on the tour (for itinerary see item #9 in Appendix A) were recently acquired or are being considered for acquisition to help round out the neighborhood park system.

Neighborhood parks, present and proposed, call for an estimated \$12,000,000 out of the \$24,000,000 which the Park Staff would like to spend for capital improvements over the next 15 years. (from item #5 in Appendix A) The plans for acquisitions and improvements adding up to the other \$12,000,000 relate to parkways and large parks. Plans for parkway and large park acquisitions and developments appear to be less completely developed than those for the neighborhood parks.

There is evidence that the Park Board attempts to anticipate the development of areas and acquire property while it is still relatively low priced. The Shingle Creek property in north Minneapolis, acquired in 1948, is an illustration of this for though little developed yet, it appears certain that the area will be developed.

An illustration of the Park Board sticking to its plans may be found in its refusal to accept the Vince Day property overlooking the shores of Lake Calhoun. Regardless of the merits of this particular piece of property, which was offered to the Park Board free providing it was developed as a park within a certain time, and the overtones of preserving the integrity of the lake shore, the Board turned it down on the recommendation of the staff as property not necessary to the proper, orderly and best development of our park system.*

There is no indication that the Park Board has been going into the real estate business by buying more than is needed and then reselling it, after development, at a profit. Most sales have been of a minor strip here or there which were sold for the convenience of the owner of adjoining property. (See Page 2, Appendix B)

Cooperation with Other Agencies

The ability of various sections of the city government to jointly deal with mutual problems is a matter of obvious importance. The acquisition and disposal of land by the Park Board as well as its use while retained has a close relationship to activities of other municipal governmental bodies. Also some activities of the Park System are closely inter-related with those of certain social agencies. Cooperation between the Park Board, Park staff and other agencies is therefore worthy of comment.

A significant aspect of Park Board acquisitions since 1941 is the policy of developing park sites in conjunction with the school sites and in cooperation with the Board of Education. Such developments are illustrated by the Waite Park Site and Armatage Park Site acquisitions in 1947, Kenny Park Site in 1948, Cleveland School Playground Site in 1949 and Holmes School Site in 1953. This joint development of facilities is most advantageous from the standpoint of both users and taxpayers. Some of the parks, such as Armatage, will include a regional athletic field as well as a neighborhood playground.

Future development of parks at school sites may be financed in part with federal funds at Harrison and Franklin Schools. These moneys would be made available through the Housing and Redevelopment Authority with which the Park Board and staff also work closely.

* This action by the Board was subsequently reversed and the Board did agree to take the property if it was donated by the County Board for park purposes.

The Park Board and staff seem to have good working relationship with the City Planning Commission, the City Engineer's Office and with the social agencies and settlement houses. A study by the Group Work and Recreation Division of the Community Welfare Council resulted in the Prep Report, a joint statement clarifying the relative responsibilities of governmental and private agencies in the field of recreation.

In general, the statement develops the principle that the Park Board will not give primary recognition to social need in location of its facilities, but instead will attempt to distribute facilities mainly on a geographical and population concentration basis.

The Park Board's relations seem to be least good with the City Council. It is difficult to tell at this time whether this is solely an outgrowth of the controversy over the continued operation of Ryan and Riverside Baths or has other basis.

The Park Board recently leased one of its buildings at Webber Park in north Minneapolis to the Library Board for use as a branch library. This represents the second combined use of library and park facilities except for branch libraries in some of the schools built with parks adjoining. The other such joint use is Longfellow branch library in Minnehaha State Park.

C. Further discussion of means available for purchase of park properties.

1. By purchase with funds provided by

a) Elwell Proceedings

As to acquisition and development of parks through the use of Elwell proceedings wherein the surrounding property is assessed and pays over a period of years all or a portion of the cost of such acquisition and/or development, the property owners have an opportunity to express their consent or dissent. Generally, the Park Board has followed the wishes of the majority in the neighborhood even though it is not required to do so.

While no completely uniform way of financing the acquisition of neighborhood parks has been followed, application of the Elwell law has been the typical and most usual means. It should perhaps also be noted that some localities lack neighborhood parks because the residents have been unwilling to underwrite expansion of the Park System by paying the added taxes which would be assessed against them under the Elwell law. Some questions also have been raised as to the fairness of the present method of scaling Elwell assessments in relation to the proximity of the proposed park site.

Examples of neighborhood approval are Waite Park, Armatage, Kenny and the Chicago Avenue and 46th Street playground. Residents of a north Minneapolis area recently turned down Elwell proceedings which would have given them a neighborhood park, so the Park Board and staff have not proceeded further. Similarly the lack of unanimity on a playground at Nicollet and 60th Street is slowing down, and perhaps stopping developments at this location.

b) Reinvestment of the Proceeds of Sales

Some question may be raised as to the policy of the Park Board of generally reinvesting the proceeds of the sale of park property in other property in the general vicinity of the property sold. For example, the Park Board promised to use the proceeds from the sale of the Brownie Lake property to the Prudential Life Insurance Company for the acquisition and/or development of other park property in that general area. (As a result of that offer and without other legal basis, so far as we can find, the court order approving the sale directed the Park Board to use the funds in an area within $1\frac{1}{2}$ miles of the land sold.) While this policy and practice may partially salve the feelings of the owners of the adjacent properties who usually object to the sale, we have some doubts as to whether it is a sound policy. Since the proceeds belong, in reality, to the whole community, it can be strongly argued that they should be used for the community's most pressing need or needs for park facilities, regardless of location.

c) Use of Bond Funds

The general philosophy that seems to prevail in government that all capital acquisitions of any consequence should be financed from bond funds seems to be somewhat present in the Park Board's operations. While long range capital expenditures are clearly a legitimate and perhaps the only legitimate use for bond funds, the possibilities of financing some projects out of current operating funds should be constantly kept in mind. It has been suggested that interest on the bonds should come out of current budgets as a deterrent to excessive bond requests from governmental departments. It is encouraging to note that approximately \$100,000 in operating funds is planned for capital development in 1954.

d) Use of Condemnation

The choice between outright purchase and purchase through condemnation appears to be made on the basis of whether or not a price that can be defended as reasonable can be arrived at. If so, condemnation may be avoided. Condemnation is usually necessary where many sellers are involved. In all cases the appraisal of a registered appraiser is obtained to guard against the payment of more than the property is worth.

2a. Donations - by Plat

One of the real problems of the Park Board arises from the practice of realtors and promoters of donating to the Park Board the irregular odds and ends which develop when an area is platted. These triangles, circles, squares, etc., are frequently of little use as a park either for scenic or recreation purposes. Their maintenance and policing is expensive and troublesome, yet it is difficult for the Park Board to refuse them, for there is no other agency any better equipped to handle them and with 45 such areas under one-half acre in size already owned and under care by the Board, it is difficult to explain why others should not be added.

From a legal standpoint the Board cannot be compelled to take them and it appears that the Board should try, and has tried, to stand firm on this, unless the area meets certain definite standards. Once a plat is accepted showing the property as belonging to the Park Board, the Board appears to be stuck with the responsibility for the care of the property. If it later gives up the property, it probably reverts to those who owned the property at the time it was platted.

The only recent acquisition of this type which has come to our attention is Penn Model Village Triangle consisting of .18 acre donated to the Park Board in 1950. In this case the Board insisted that the triangle be improved and embellished and it also received \$60 a year for ten years for the maintenance of the triangle. This was more than had been required of earlier donors. Little progress has been made in reducing the number of such areas for which the Park Board is responsible.

2b. Donations - eleemosynary

The donations of valuable or substantial tracts of property to the Park Board vary greatly as to their charitable motivation. In some cases a large parcel may be given to the Park Board as a part of a development because the parcel has topographic or sub-surface conditions which make it unsuitable for building. The hope that the Park Board will eventually fill in the swamp or dredge part of it to make a lake or grade the cliffs into a level play area, prompts the promoter to suggest that the area be offered to the Park Board. If the Park Board accepts, prospective buyers can then be promised that some day the land will probably be improved.

The foregoing is not said critically, since the arrangement usually works out well in the long run. The Park Board generally should expect to buy or be given cheap land and it is the body responsible for beautifying our city by improving and enhancing its natural features.

Donations of the kind described above are to be contrasted, however, with the donor of a park site who owns little or no adjoining property and who is motivated solely or mainly by the desire to beautify the city, eliminate a blight, preserve a geographical or historical land mark or provide recreational facilities. Donations of this kind to the Park Board have been extremely rare and far between. The only major donation of this kind was made by C. C. Webber who gave \$150,000 to \$170,000 for a building and the Webber Baths in Webber Park as a memorial to his son, and J. S. Elliot who donated the land for Elliot Park.

3. Exchange

The recent transfer of properties with Pioneer Engineering Works whereby the Park Board exchanged a little used park for two pieces of property in much better locations, illustrates an exchange of property beneficial to all.

4. Transfers from other Governmental Agencies

The list (Item 10 Appendix A) of properties acquired in the past 20 years shows this to be an important source of property for the Park Board. Included are:

- 1936 John C. Bohanan Field - 8.4 acres - (formerly a part of the work house site) - transferred from City Council.
- 1941 Frank H. Peavey Field - .5 acres.
 Northeast Athletic Field - part of 36.58 acres.
 Wold Chamberlain Field - part of 40 acres - donated by the State.
- 1947 Chicago Avenue and 46th Street - playground site - part of 8.4 acres - transferred from the State.
 Bossen Field - 40 acres - transferred from the State.
- 1948 Kenney Park - 9.52 acres - one-half received by State deed.

The transfers from the State are made up entirely of tax forfeited lands. They all represent transfers without cost to the Park Board, but are conditioned that the property must be used for park purposes or it will revert to the State.

The amount of tax forfeited lands within the city has diminished to the point that this would not appear to be an important source of park property in the future.

The City Council made the one transfer to the Park Board in 1936 and more recently has been trying to get the Park Board to take the Ryan and Riverside Baths, which the city had operated for many years up to 1952, when the Park Board took over their operation temporarily. Both baths are closed at present and attempts by the city to sell Ryan Bath has been unsuccessful.

5. Taking Title by Contract.

This has been a particularly useful device for enabling the Park Board to buy golf courses without having to ask for the issuance of general obligation bonds. Under this method of acquisition, purchase is made on contract with funds secured only by the property and anticipated revenues therefrom. To our knowledge this method has not been used except for revenue producing properties such as golf courses.

D. History of Recent and Proposed Requests for Capital Expenditures

On November 27, 1953, a memorandum was addressed to the Board of Park Commissioners by the Superintendent of Parks entitled "Long-Range Capital Expenditure Requirements". These requirements were divided into those for neighborhood and recreation units and for parkways and large parks. Each classification was in turn divided into those considered to be "Foremost", "Intermediate" and "Remote" with all classifications to be accomplished in 15 years. This memorandum summarizes as follows:

Requested Capital Expenditures for:

	<u>Foremost</u>	<u>Intermediate</u>	<u>Remote</u>	<u>Total</u>
Neighborhood Park and Recreation Units	\$2,337,000	\$6,932,000	\$2,884,565	\$12,153,565
Parkways and Large Parks *	4,659,100	3,939,000	1,300,000	
Approximate Total *	\$7,000,000	\$9,000,000	\$8,000,000	\$24,000,000

* Many items are shown under "Parkways and Large Parks" as cost "not estimated". This accounts for the failure of the above figures to reach the "Approximate Total" shown on the last line which is quoted from the memorandum.

Of the sums requested only \$401,000 is for acquisition of new Park property. The remainder is for improvement of existing facilities.

The bond requests of the Park Board and the amount allotted during the past five years has been as follows:

	<u>Amount Requested</u>	<u>Amount Allowed</u>
1954	\$1,222,000	\$250,000
1953	760,000	375,000
1952	250,000	250,000
1951	1,173,000	323,000
(storm damage)	75,000	75,000 10/1/51
1950	1,578,000	325,000
	275,000	275,000

The annual average capital expenditure required to meet "Long-Range Bond Requests" is \$1,600,000.

D. Tentative Conclusions and Recommendations as to Acquisition

1. The Park staff is well aware that a community is dynamic, and the park system must be dynamic to keep up with it. Their planning attempts to take into account population trends, zoning (present and proposed), land use, national standards for municipal parks, age groupings, leisure time patterns, suburban development, functional and practical use, ease of maintenance and other factors.
2. The Park Board and staff are not proceeding with acquisitions on a random basis but are proceeding on the basis of comprehensive plans which are being kept up-to-date. This is particularly true as to neighborhood parks but not as true as to parkways and large parks. A survey and plan for parkway and major park development is now underway by the Park staff.
3. We have not reviewed the plans in detail and do not have the expert knowledge or experience to comment on the plans at this time except to state that they seem quite extensive and we are concerned as to the Park Board's ability to operate and maintain such an extensive system as is envisaged on its present budget or on any budget which the city might authorize for parks and still keep it commensurate with other city operations. Our study of budgeting procedures, which is continuing, may enable us to determine whether or not in our opinion adequate attention is being given in the planning and acquisition of new facilities to the cost of the year-to-year maintenance and operation of such facilities.

Also, our study of Park Board operations at the many parks this summer may enable us to make some further comments on the Park Board's plans for future development of the system, as well as maintenance and operation of the present system.

4. We raise questions as to the policy of limiting the use of the proceeds of a sale of park property to the vicinity of the property sold.
5. We ask that the possibility of more capital outlay from current operating funds be always kept in mind.
6. We believe that the donating of platted odds and ends to the Park Board should be discouraged and some effort to reduce the number of such pieces now held should be made.

RETENTION

From the taxpayers standpoint the policies of the Park Board as to the retention of properties are of almost equal importance as policies on acquisition. Is the Park Board retaining under its jurisdiction and off the tax roles properties which are no longer intended for park use? Does it have much undeveloped property? Are the parks larger than they need be?

The Park Section has attempted to gather information which would be helpful in answering these questions. It is not ready with final conclusions at this time and will not be until a more detailed study of park operations is completed. However, it may be helpful to state the tentative conclusions developed to date as the result of the tour, meetings, reports, etc., to which the Section has been exposed.

A. Periodic Review

The Park staff seems to be well acquainted with the status of all properties held and, as is mentioned in the previous section, operates generally on a planned program of development. This means that the Board and staff have made decisions as to future developments so that it is relatively clear whether properties which are presently not in use should be retained and also whether park use of certain properties is to be discontinued. Properties are reviewed periodically by the staff and field inspection trips for Board members are arranged from time to time to permit them to view particular properties in connection with action on staff recommendations.

B. Properties No Longer Intended for Park Use

Properties no longer intended for park use include properties that have never been used for park purposes and properties that have been but are no longer to be used for park purposes.

In the first category the Park Board and staff put the Brownie Lake property, which was sold to the Prudential Life Insurance Company. Located at the edge of the city, in an area isolated by the railroad and highways and in an area which is served by excellent park facilities, the Park staff did not plan any improvement for the Brownie Lake area. Except for its scenic value, the property was little used.

In the second category is --

Elwell Field - 9th Street and 5th Avenue S. E. This piece of property was used for about 10 years as a park but it was always considered a poor location. Recently it was sold to Butler Manufacturing Company as a part of a transaction which enabled the Park Board to acquire property for Holmes Playground at 3rd Avenue S. E. between 4th and 5th Streets, and the new Elwell Field at 9th Avenue and 4th Street S. E. In the opinion of the Park Board and staff, these parks will serve the area better than the old Elwell Field did.

The Park Board has not generally followed the practice of listing or advertising its "surplus" properties for sale. For sale signs have been put on some tracts without particular success.

In our conferences with the Park staff to date, we have not found that there are many parcels of property owned by the Park Board which are not intended for park use. We have made no attempt as yet to reach independent conclusions as to whether or not the Park Board has much property which we believe should be disposed of.

We concluded in our first report and still are of the opinion that the Park Board is having a difficult time catching up and keeping up on the maintenance of the properties it presently owns and operates.

C. Undeveloped Property

Undeveloped property includes property that has not been improved at all, such as the Shingle Creek Valley area, Bossen Field, Kenny Park, part of N. E. Athletic Field, the south end of Diamond Lake, the 80-acre addition to Wirth Park and the playground at Chicago and 46th Street, Holmes Park and Elwell Field and areas which have been improved but are not used particularly or aimed at any particular park use, such as some of the triangles, the southwest corner of Lyndale Farmstead and part of Columbia Park.

The development of some of these properties is being actively carried out now in accordance with plans discussed with the Section by the Park Board staff. This part includes part of Peavey Field, Kenny Park, the Holmes Park, the playground at Chicago and 46th and the new Elwell Field.

Part of the undeveloped property is awaiting the development of new residential districts. This includes the Shingle Creek Valley area and Bossen Field.

And part of the undeveloped property remains undeveloped for lack of funds or because plans as to its best use have not been agreed upon. This includes the addition to Wirth Park, part of Columbia Park, parts of Peavey and Stewart Field.

D. Tentative Conclusions as to Retention

1. The Park Board does not appear to be holding many properties or parts of properties which are not in use or intended for use for park purposes.

2. Some tracts may be larger than are needed. The Board has shown a willingness to reduce the size of a particular holding when requested to do so by a buyer and the staff recommends it. It is not clear that the Board and staff have taken leadership in considering the reduction in size of certain holdings.
3. Properties are reviewed periodically for possible revision in use.
4. The Park Board has discontinued the use of and actually disposed of certain lands which had lost much of their value as park property.

DISPOSITION

A. Means of Disposal

Real estate is disposed of by the Park Board in the following ways:

1. By sale -- illustration: Brownie Lake property sold to Prudential Life Insurance Company in 1952.
2. By exchange with private parties -- illustration: Pioneer Engineering Company. Exchange of part of N. E. Athletic Field for part of Holmes Park site in 1953.
3. By exchange with other governmental agencies -- illustration: 1.67 acres at Armatage Park exchanged with the Board of Education in 1951.
4. By transfer to other governmental agencies -- illustration: land from Glenwood Camden Parkway transferred for street use - 1.48 acres in 1948.
5. By reversion to the State. (Where it is decided that tax forfeited lands acquired for park purposes are not to be so used they revert to the State.)

A sale or transfer of park property requires the approval of a majority of the Board and the approval of the District Court. The courts normally approve Board action as a legislative function if the Board has used reasonable discretion. The value received must be within reason and an appraisal is customarily obtained as a guide in accepting or refusing an offer.

Howard Moore, the Board's Secretary and Assistant Attorney, stated that he could not recall a case where the court had blocked a transaction which the Board had approved.

B. Questions Asked at Time of Disposal

The basic questions asked before a decision is reached as to disposition are:

1. Is the property now, or if retained will it be, a valuable part of the park system? This involves the same factors which are considered in acquiring property as described in the first section, page 11, paragraph 1.

2. Would the property be useful to other governmental agencies?
3. If a sale is called for
 - a) Will the intended use of the purchaser violate the neighborhood pattern?
 - b) Are the taxpayers' interests being considered as to:
 - 1) getting the highest purchase price obtainable consistent with a desirable use of the premises?
 - 2) adding to the city's tax base?

A recent illustration of a refusal to dispose of park property despite some pressure to do so is found in the Gateway property. The Chamber of Commerce is seriously considering the construction of an office building and offered to negotiate with the Park Board for the Gateway property. The Park Board and staff despite considerable criticism for tearing down the old Gateway building and some pressure to sell to the Chamber of Commerce, stood fast in their conclusion that present and future demands will make an open space for the light and air more desirable than a building at the confluence of Nicollet and Hennepin Avenues.

C. Policies on Disposition

It is our tentative conclusion that the Board and the staff are guided more by policies on the disposition of park real estate than they have been getting credit for. Among these policies seem to be:

1. Strong reliance as to staff recommendations on the likelihood of future use.
2. Recognition that cities change and park properties are not inviolate.
3. The Board can and should use discretion in choosing among prospective buyers based on
 - a) intended use
 - b) price
 - c) effect on tax base
4. The Board should be slow to sell park properties or to transfer properties to other governmental agencies.

Appendix A - materials studied by Section members in connection with the preparation of this report. All materials are Park Board materials unless otherwise indicated.

1. Recreation Surveys by the Minneapolis Park Board for North District, South District, South Central District, Southwest District and Northeast-Southeast District. Dated 1947 or later.
2. "Long Range Improvement Program" by F. K. Dhainin, Park Board Landscape Architect, dated September 9, 1953.
3. "Status and Deficiency Reports - Neighborhood Park and Recreation Units and Parkways and Large Parks" dated November 10, 1953.
4. "Capital Needs for Parks and Recreation" dated November 12, 1953.
5. "Long-Range Capital Expenditure Requirements" dated November 7, 1953.
6. "A Suggestion for 1954 Bond Request" by Charles E. Doell, Superintendent, totaling \$1,222,000, dated December 8, 1953.
7. "1954 Bond Request of Board of Park Commissioners" dated January 6, 1954. Totals \$1,307,000 of which \$85,000 is to be paid from special assessment bonds.
8. "Statement to Ways and Means Committee, City Council, in re 1954 Bond Requests", dated January 20, 1954.
9. "Field Inspection Trip Outline" dated March 25, 1954.
10. "Listing of Land Acquired and Disposed of by the Board of Park Commissioners During the Past 20 Years". Prepared by the Citizens League. Undated.
11. "A Report on the Operations of the Minneapolis Park System 1951 vs. 1953 and 1954" dated November 1953. First report of the Park Section of the Public Education and Recreation Committee of the Citizens League.
12. "The Prep Report" Relative Functions of Public and Private Agencies in the Provision of Recreation Services. Prepared by the Group Work and Recreation Division of the Community Welfare Council and published in June 1953.
13. "Future of Minneapolis Parkways and Boulevards" dated March 10, 1952.

LISTING OF LAND ACQUIRED
BY THE BOARD OF PARK COMMISSIONERS
1933 through 1953

<u>Year</u>	<u>Park</u>	<u>Method of Acquisition</u>	<u>Acreage</u>
1953	Theodore Wirth Park	Purchased by Condemnation	87
	Holmes School Site	Purchased	1.71
1950	Hi View Park Site	Purchased State tax deed	3.74
	Penn Model Village Triangle	Donated	.18
1949	Cleveland School Playground Site	Purchased	.78
	Main Street N.E. Playground Site	Purchased by Condemnation	1.23
1948	Kenny Park	$\frac{1}{2}$ purchased $\frac{1}{2}$ State deed	9.52
	Shingle Creek Valley	Purchased by Condemnation	57.89
1947	Airport Park	Transferred from State	40
	Armatage Park	Purchased	18.87
	Chicago Ave. & 46th St. Playground Site	Purchased by Condemnation & Transferred from State	8.4
	Frank H. Peavey Field	Purchased by Condemnation	2.757
	Waite Park	Purchased by Condemnation	8.3
1941	Frank H. Peavey Field	Received from State	.5
	Northeast Athletic Field	Donation from State & Purchase	36.58
	Wold Chamberlain Field	Donation from State & Purchase	
1936	Diamond Lake	Donated	82.07
	Pearl Lake	Donated	28.96
1935	John C. Bohanon Field	Transferred from City Council	8.4

LISTING OF LAND

RELEASED BY THE BOARD OF PARK COMMISSIONERS

1933 through 1953

Year	Park	Disposition	Acreage	
1953	Kenwood Parkway	Sale - \$660.00	.05	
	Hillside Triangle	Exchange with School Board	0.61	
	Sheridan Field	Exchange with School Board	<u>1.25</u>	1.91
1952	Elwell Field	Sale - \$55,000	3.70	
	Kenwood Park	Sale - \$12,100	0.74	
	Hiawatha Park	Sale - \$4,000	.23	
	Wirth Park	Sale - \$190,000	<u>31.50</u>	36.17
1951	Armatage (Penn & 56th)	Exchange with School Board	1.67	
	Kenny Park	Sale - \$200	0.10	
	St. Anthony Blvd.	Sale - \$1,200	0.16	
	Kenwood Parkway	Sale - \$700	0.04	
	Cedar Lake - Reserve Blk. 40	Roadway	0.10	
	St. Anthony Blvd.	Sale - \$100	0.04	
	Minnehaha Parkway	Roadway	<u>0.02</u>	2.13
1950	Minnehaha Parkway	Street	0.01	
	Bryn Mawr Meadows	Sale - \$500	<u>0.19</u>	0.20
1949	Powderhorn Lake Park	Sale - \$550	0.035	
	River Road East	Exchange and Street	1.83	
	Hiawatha Lake Park	Sale - \$300	0.08	
	Kenny Park	Sale - \$200	0.10	
	Stinson Blvd.	Sale - \$300	<u>0.07</u>	2.115
1948	Minnehaha Parkway	Street	0.23	
	Glenwood Camden Parkway	Street	1.48	
	River Road East	Exchange	<u>1.22</u>	2.93
1947	Lake Nokomis	Sale - \$150	0.02	
	Minnehaha Creek East	Exchange	<u>.01</u>	0.03
1946	Lake Nokomis	Sale - \$2,500	0.60	
	Minnehaha Parkway	Sale - \$450	<u>0.23</u>	0.83
1945	Minnehaha Parkway	Sale - \$925	<u>0.23</u>	0.23
1944	Midway Triangle	Street	0.03	
	Bassetts Creek	Exchange	<u>2.00</u>	2.03
1943	NONE			
1942	NONE			
1941	Minnehaha Parkway	Sale - \$500	0.10	
	Lake Nokomis	Sale - \$150	<u>0.09</u>	0.19
1940	Columbia Park	Exchange	<u>2.4</u>	2.4