

# REUSE STRATEGY AND ACTION PLAN

## GRACELAND SCHOOL SITE

2803 E. 51<sup>st</sup> St, Kansas City, Missouri 64130



# CREDITS AND ACKNOWLEDGEMENTS

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- Site Assessment
- Market Assessment

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The following serves as a guide for the reuse/redevelopment of the Graceland school site. The reuse recommendations/information found herein are supported by the building and market assessments that have been conducted for the site (see Appendix B), reflect the feedback and priorities of the Kansas City Public Schools (KCPS) community (see Appendix C), and are consistent with the Board adopted Repurposing Guidelines (see Appendix D). This repurposing strategy also includes an action plan to effectively move the site toward productive reuse that both supports the goals of the KCPS and benefits the district's neighborhoods and residents. The document has been designed to both assist the KCPS administration and policy-makers in the solicitation and evaluation of reuse proposals for the site, while also serving as a valuable resource for entities interested in acquisition/reuse of the site.

## 1.0 BACKGROUND INFORMATION

Graceland served as a kindergarten through eighth grade elementary school when it closed in 2005, and has a capacity for more than 350 students. Originally constructed in 1926 in the Tapestry Brick style, the school was expanded at least twice with the addition of a gymnasium in the 1950s and large classroom blocks in the 1950s and 1960s. The building was most recently renovated in 1995. Graceland is an interesting blend of Progressive Era and Modern movement school design; its post-war period additions illustrate changing ideas about educational architecture. The building appears to be eligible for listing in the National Register and thereby eligible for historic tax credits that could be used to finance the reuse/redevelopment of the structure.

Graceland is 44,330 ft<sup>2</sup> on 4 floors, complete with 24 classrooms, a combined auditorium/gymnasium, cafeteria, and an elevator. The 3.86-acre site in the Town Fork Creek neighborhood is zoned R-2.5 with single family homes bordering the site to the north, east, and south. Bruce R. Watkins (71 Hwy) borders the site to the west, providing excellent highway visibility. The site is less than a mile from the commercial shopping district on Blue Parkway; however it is not served directly by a major arterial. Graceland is located within the boundaries of the Green Impact Zone, which could help foster redevelopment of the site and surrounding area.



## 2.0 REUSE ASSESSMENT

Graceland's condition, moderate size, and layout provide opportunities for reuse; however, the area has been stigmatized by its zip code, 64130, and the loss of population and businesses present challenges to attracting reuse/reinvestment. The reuse assessment and community feedback for Graceland are outlined below:

**Education:** Due to the building's original purpose and current condition, it could be reopened as an elementary school with moderate renovations. Community members strongly support educational reuse. Opportunities for educational reuse could expand beyond youth education to adult classes or technical training. Community members expressed the need for both quality schools and employment training centers in the area.

**Community/Social Services:** The building with a combined auditorium/gymnasium, cafeteria, and institutional kitchen lends itself well to community use. Local stakeholders were supportive of community reuse and stressed a desire for the site to be open to the public, as they identified a lack of community gathering places currently in the area. The large paved playground offers multiple opportunities for community use of the grounds (garden, farmer's market, open space, playground, etc).

**Residential:** The size and layout of Graceland make it adaptable for multi-family housing (25 +/- units), although the institutional finishes make this a less desirable building for residential reuse than many of the other closed schools. In addition, vacancy rates have more than doubled, as population in the area has declined by more than 20% since 2000. Several community members noted they were in favor of residential reuse, as it could help rebuild the neighborhood. Other participants questioned the need for additional housing stock in the area citing the current vacancies.

**Commercial:** Commercial use of the site is less feasible based upon a market and community perspective. Graceland has good visibility but the site is not served directly by a primary arterial which is typically required for commercial. The building is better suited for an office or business incubator than retail. The location of stairs and exits would make it difficult to divide the building for multi-tenants without a shared exit. Any commercial reuse would also require rezoning. The majority of community members who attended public meetings were not supportive of commercial reuse; many felt that educational/community use was a better fit for the building/site.

**Demolition:** The building is not a strong candidate for demolition for multiple reasons: a) the building is in fair condition; b) multiple entities have expressed interest in the site; and c) the community's highest priority for reuse can be accommodated using the existing structure.



### REUSE POTENTIAL RATING

#### Med/High

- Education (Elementary, Adult/Tech)
- Community/Social Services

#### Medium

- Multi-tenant

#### Low

- Residential
  - Commercial
- 

### 3.0 REUSE RECOMMENDATION & ACTION PLAN

Based on the technical assessment, feedback from the community and interest expressed in the building/site, the strongest reuse potential for the Graceland school site is as an educational and/or community use facility. This could take the shape of after-school programming, educational opportunities for adults, and/or other community uses of the building. The building could support a single entity or multiple tenants with shared or complimentary programming/missions.

As outlined in the reuse assessment and the feedback received from the Graceland Site Tour and Phase II meetings, several acceptable and viable reuse options exist for the Graceland school site. As such, KCPS issued a Request for Expressions of Interest (RFI 11-22) on November 28, 2011 in order to allow all interested parties an opportunity to present their formal interest/offers for the site. Responses to the RFI were due February 17, 2012.

The district received two proposals for the site. In evaluating the proposals, the KCPS review committee used the following criteria:

- Overall Project Feasibility (Financeable and Sustainable)
- Respondent Team's Qualifications/Track Record in completing similar projects and/or financial and organizational capacity to complete the project
- Consistency with community goals/reuse priorities as identified during the repurposing process
- Benefits to the district.

After evaluating the two proposals, the review committee short-listed one team that proposed conversion of the building into educational use with space for community offices. While several attributes of the second proposal were in line with the reuse assessment/community priorities, it was determined by the review committee not to be a solid candidate for the reuse of the Graceland school site for the following reasons: 1) proposal did not demonstrate the team had the organizational capacity to carry out/finance the project; 2) team did not demonstrate it had conducted sufficient due diligence to determine if the proposal was viable; and 3) offer was not in line with the value of the site and would not meet the criteria established by the District's bond insurer necessary to approve a sale of a closed school site.

After conducting its evaluation, the KCPS review committee determined that the short-listed proposal warranted serious consideration, however, the applicant needed to complete additional due diligence before the district could deem the project met the project feasibility requirement. The short-listed team was granted an additional 90 days to conduct its additional due diligence. If the short-listed team effectively demonstrates that its proposed project is feasible, the KCPS should proceed with the following actions:

#### **Step 1: Obtain stakeholder feedback on reuse proposals**

The Graceland neighborhood has been actively involved during the repurposing process and would like to be engaged during the solicitation process. While the district has received some valuable insight from attending neighborhood association meetings, additional community feedback is necessary. As such, the district, in coordination with the Town Fork Creek Neighborhood Association, will organize an opportunity for community stakeholders to learn more about the short-listed proposal and provide their

feedback to the district. Feedback garnered during the meeting will assist the district in its evaluation/decision-making process.

**Step 2: Negotiate Sales Agreement with Contingencies:**

If the short-listed project is in line with community goals/priorities and can effectively address these concerns as well as meet the District's other requirements (qualifications/track record, project feasibility, benefits to the district), the KCPS should enter into a sales agreement that is contingent upon performance criteria. Criteria will be finalized after the district evaluates the additional submittal and receives community feedback on the proposal, however, it may include: securing necessary financing and entitlements (rezoning, etc), demonstrate that project adequately addresses community concerns, and that the community is consulted during any necessary site plan development.

**Step 3: Secure Necessary Approvals**

Once a sales agreement is negotiated, it shall be presented to the KCPS Board and the Board of the Building Corporation for approval. Any additional bond insurer/trustee approvals shall also be coordinated in a timely manner.

**Step 4: Monitor Progress in Securing Financing/Entitlements**

As any sales contract would include some KCPS contingencies to ensure performance/project viability, the District shall monitor the status of necessary city/agency approvals, if applicable, and to ensure that the project secures sufficient financing.

**Additional Recommended Actions**

- **Community coordination:** KCPS should provide regular updates to local stakeholders so that they are apprised of progress and opportunities to provide feedback.
- **Contingency planning:** If KCPS is unable to reach an agreement with an interested party, or that party is unable to secure the necessary entitlements/financing prior to closing on the sale, the district should assess the contributing factors, and then determine how to best proceed with identifying an alternative for the Graceland site.

## APPENDIX A: SITE PROFILE



# Graceland

2803 E. 51<sup>st</sup> Street

Kansas City, Missouri 64130

## Historical Brief

**Architect:**

Charles A. Smith

**Architectural Style:**

Tapestry Brick

**Year Built:**

1926-1954-1956-1966-1995

**Designation:**

Eligible

## Site Overview

**Acreage:**

3.86 acres

**Square Footage:**

44,330 square feet

**Number of Floors:**

4 floors

**Neighborhood:**

Town Fork Creek

**Zoning:**

R-2.5

**Deed Restrictions:**

TBD

## Site Details

Closed in 2005

Partial A/C

2 steam boilers

Combined auditorium/gymnasium

Cafeteria

Elevator

Located in Green Impact Zone

## Cost Management

**Utility Costs (as an Open Facility):**

\$5,200/month



## Reuse Assessment

**Condition Rating:** 3 out of 5



**Historic Rating:** 4 out of 5



**Reuse Potential Rating:**

**High**

- Education
- Community/Social Services

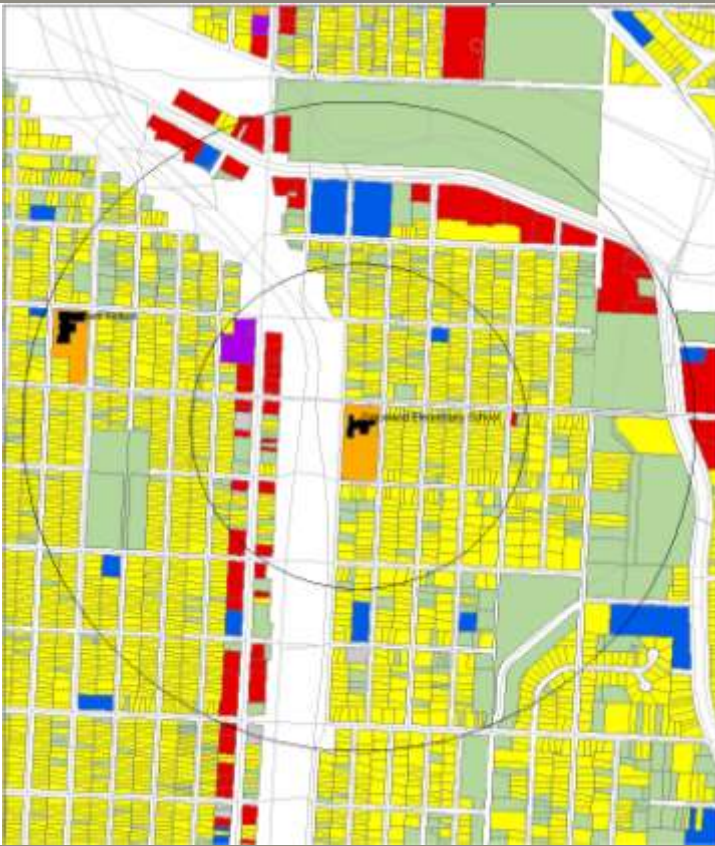
**Med**

- Multi-tenant

**Low**

- Commercial
- Residential





Current Land Use Map

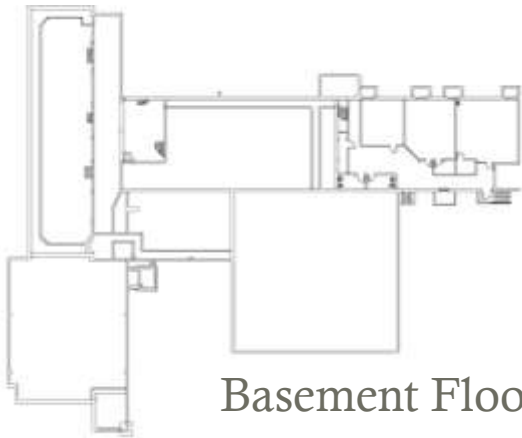


Zoning Map

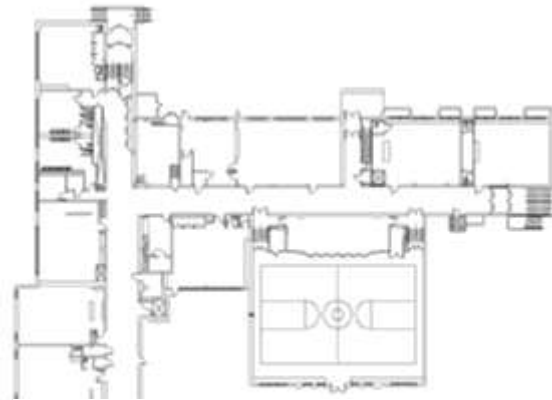
Aerial View: Graceland



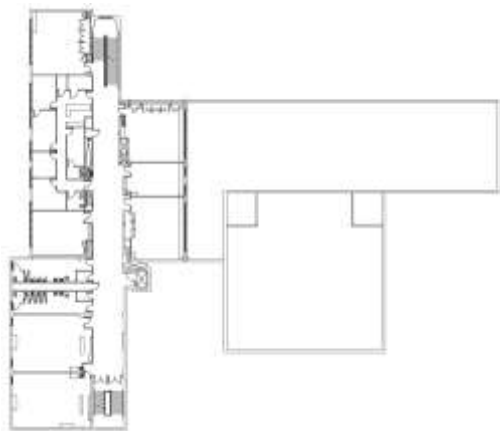
# Floor Plans:



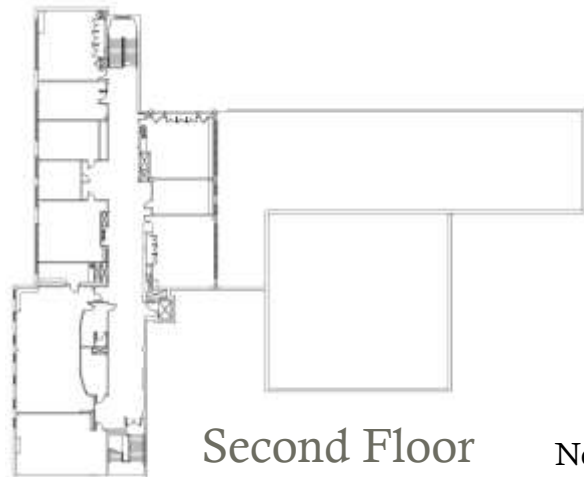
Basement Floor



Ground Floor



First Floor



Second Floor

North ↑

## Final Recommendations & Community Priorities



Roof Plan



2803 E. 51<sup>st</sup> Street

Kansas City, Missouri 64130



Interior Photograph



Interior Photograph



Interior Photograph

## APPENDIX B: TECHNICAL ASSESSMENT

Reuse Summary

Site Assessment

Market Assessment

# Graceland

2803 East 51st Street

Kansas City, Missouri 64130

## REUSE ASSESSMENT

	SITE ASSESSMENT	MARKET ASSESSMENT	COMMUNITY FEEDBACK	OVERALL APPROPRIATENESS	DISPOSITION ALTERNATIVES (L)EASE / (S)ALE
<b>EDUCATION</b>	4	4	5	4	L or S
Elementary					
Adult/Tech					
Day Care/ Early Childhood					
<b>RESIDENTIAL</b>	3	2	-	2	S
Market Rate					
Affordable		2			
Senior		2			
Mixed-Income					
New Construction		2			
<b>COMMERCIAL</b>	3	2	3	2	L or S
Office	4	2			
Retail	1	2			
<b>COMMUNITY USE</b>	4	4	5	4	L or S
Community Center					
Open Space					
Community Garden					
<b>MIXED USE</b>	2	3	4	3	L or S
Residential + Community services/office					
Multi-tenant		3			
<b>DEMOLISH</b>	1	1	1	1	S

Scale: 1-5, 5 being highest

**COMMUNITY FEEDBACK** (*Site visit May 21, 2011*): Attendees expressed a desire for a reuse of the site that would serve the needs of the community, be a positive influence and help to rebuild the image of the neighborhood. As such, the participants identified a range of reuses that could benefit the area, including: education/training facility; neighborhood resource center; community gathering place such as a coffee shop; business incubator and/or other facility that could utilize the auditorium/cafeteria. Participants stressed a desire for the site to be multi-use and open to the community.



### **BUILDING/SITE ASSESSMENT:**

Building is in fair condition, requiring repair/replacement of deteriorated lintels and associated failing brick veneer. The location of stairs and exits makes it difficult to divide the building for multiple tenants. Its size and layout are adaptable for multi-family housing (25 +/- units), although the institutional finishes make this somewhat less desirable. The building's exterior and interior design limit the visibility required for good retail use but could work as an office occupancy or business incubator with classrooms converted into single or multi-person office space. The amount of circulation space relative to office space is inefficient, although typical for a building of this type. Uses other than office or education will typically require installation of a fire sprinkler system (a community center may not require this depending on overall square footage and location of exits). The large paved playground offers opportunities for community use of the grounds (garden, farmer's market, open space, playground, etc.)

**HISTORIC ASSESSMENT:** Graceland is an interesting amalgamation of Progressive Era and Modern Movement school design. The original building received multiple large additions in the post-war period to meet the needs of a growing student population. The additions illustrate changing ideas about educational architecture. Building appears eligible for listing in the National Register.

**MARKET ASSESSMENT:** Located in a single family neighborhood adjacent to Bruce R. Watkins (Hwy 71), Graceland is less than a mile from a commercial shopping district on Blue Parkway. Access to Graceland is good but the location is not served directly by a primary arterial. The area has been stigmatized by its zip code – 64130 – aka “Murder Factory.” Vacancy rates have more than doubled, as population in the area has declined by more than 20% since 2000. Median home values and household income are lower in the area than for the district as a whole. Home ownership rates are higher than the district average; however, the area is aging, with a high concentration of residents over 65. The site is located within the Green Impact Zone, which could help foster redevelopment. In addition, Graceland's moderate size, condition and location have generated some viable interest in reusing the site as a facility to provide much needed community services to the area.

**LAND-USE AND ZONING ASSESSMENT:** Land-use surrounding Graceland is primarily single-family residential. The current R-2.5 zoning classification supports a variety of potential reuses, including education daycare (up to 20 children), community center, and certain residential uses. Commercial reuses would require rezoning. If the building receives national or local historic designation certain commercial uses may be permitted with the approval of a special use permit by the City.

# Graceland

2803 East 51st Street

Kansas City, Missouri 64130

## GENERAL NOTES

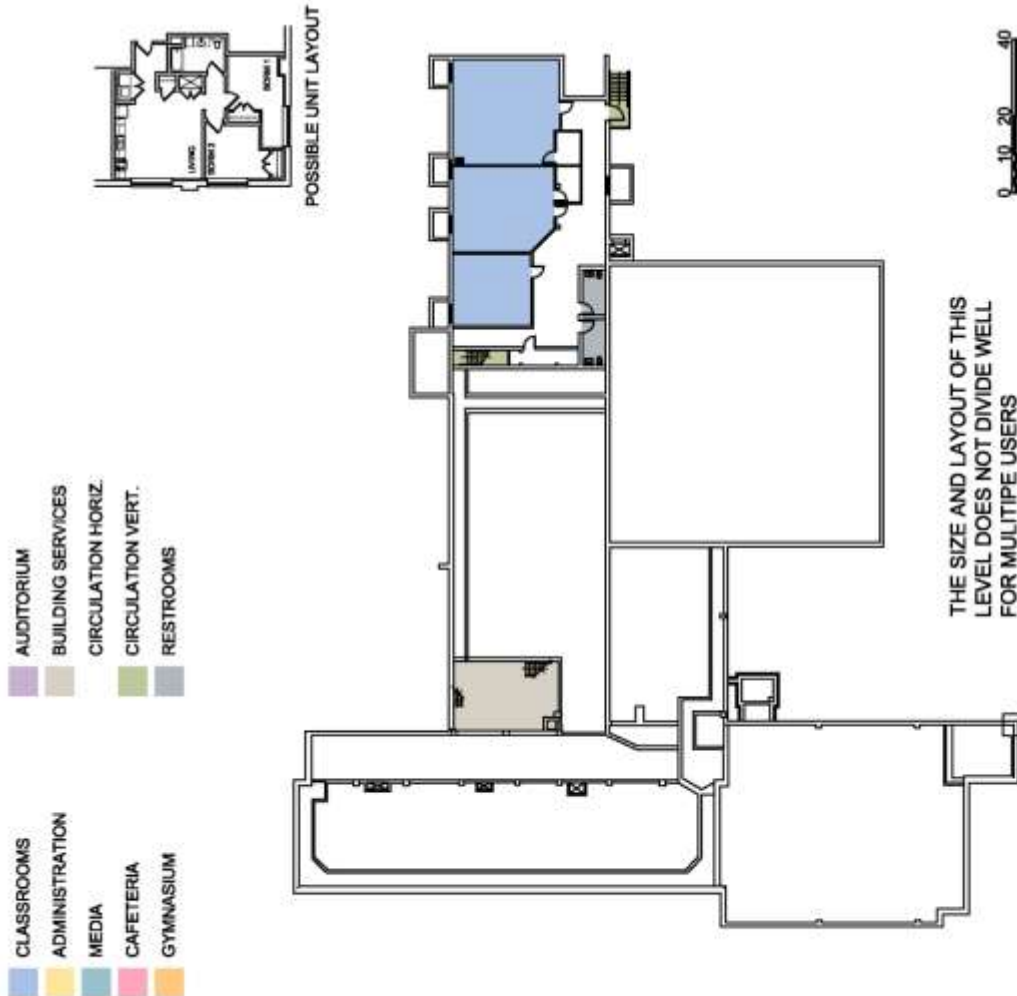
- Typical classroom size is +/-800 SF. This size of classroom converts well into a single bedroom apartment or combines well into two bedroom apartments
- Operable windows allow natural light and ventilation
- Sufficient parking with easy access
- Large gymnasium/auditorium in good condition
- Building could be divided for multiple users. For example, it could divide vertically into multi-story sections or horizontally to provide separation between floors
- Numerous areas of movement or failure of the exterior brick veneer were noted

## KEY NOTES

1. Wood vestibule
2. Storage cabinets
3. Modern finishes and fixtures
4. Floating partition typical
5. Typical classroom has VCT tile floor, plaster ceiling and walls
6. Brick vestibule
7. Blue glazed tile walls
8. Raised stage with storage below
9. Collapsible bleachers
10. Historic cabinet and closet, infilled coat recess
11. Wide corridors

## CONDITION NOTES

- A. Brick masonry has fallen off at the parapet
- B. Movement and cracking in brick masonry
- C. Brick faces are spalling on light colored brick
- D. Rusted and damaged window lintels
- E. Cast stone masonry pieces are cracked and spalling
- F. Damaged transom window
- G. Damaged concrete stair
- H. Collapsed ceiling
- I. Peeling paint



Basement





# Graceland

2803 East 51st Street

Kansas City, Missouri 64130

## GENERAL NOTES

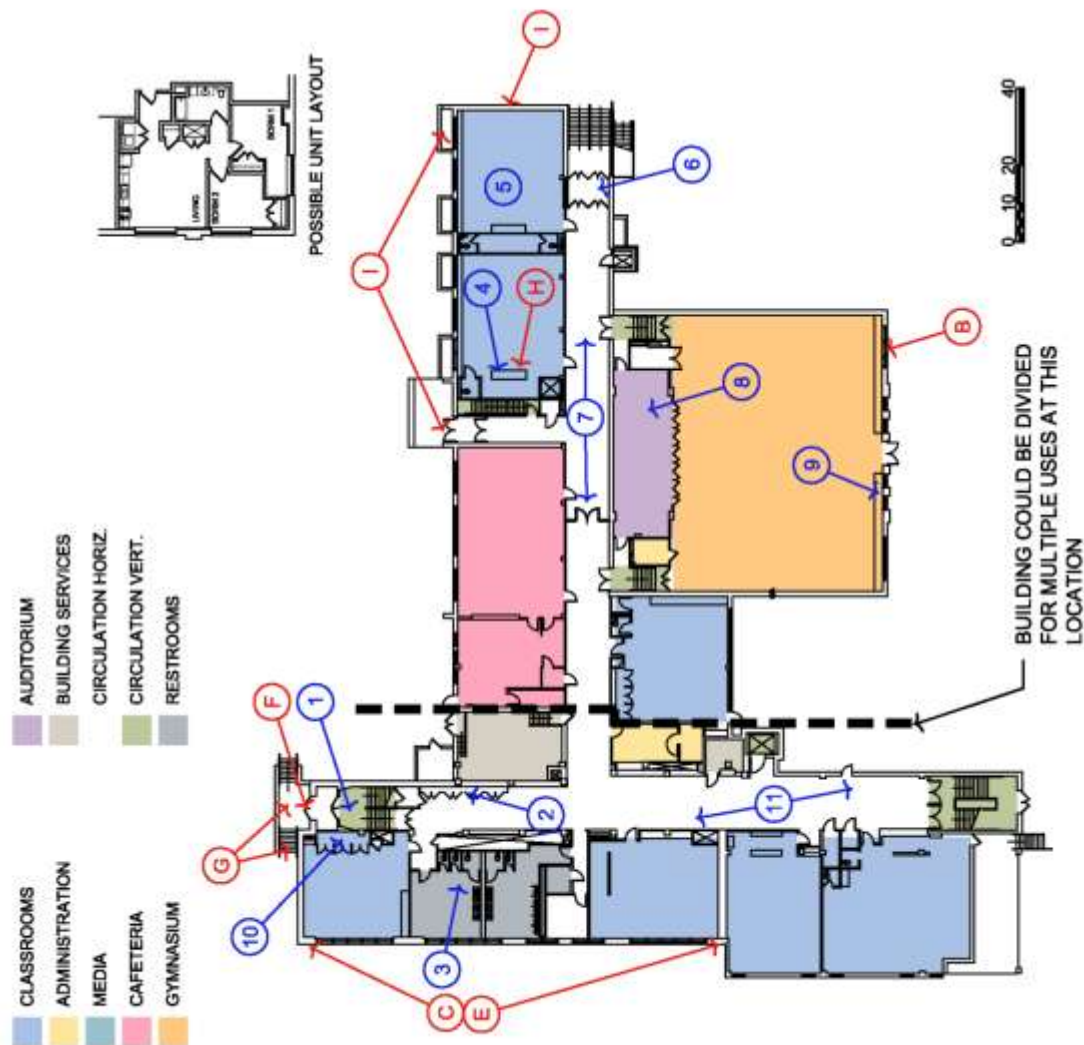
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First Floor





# Graceland

2803 East 51st Street

Kansas City, Missouri 64130

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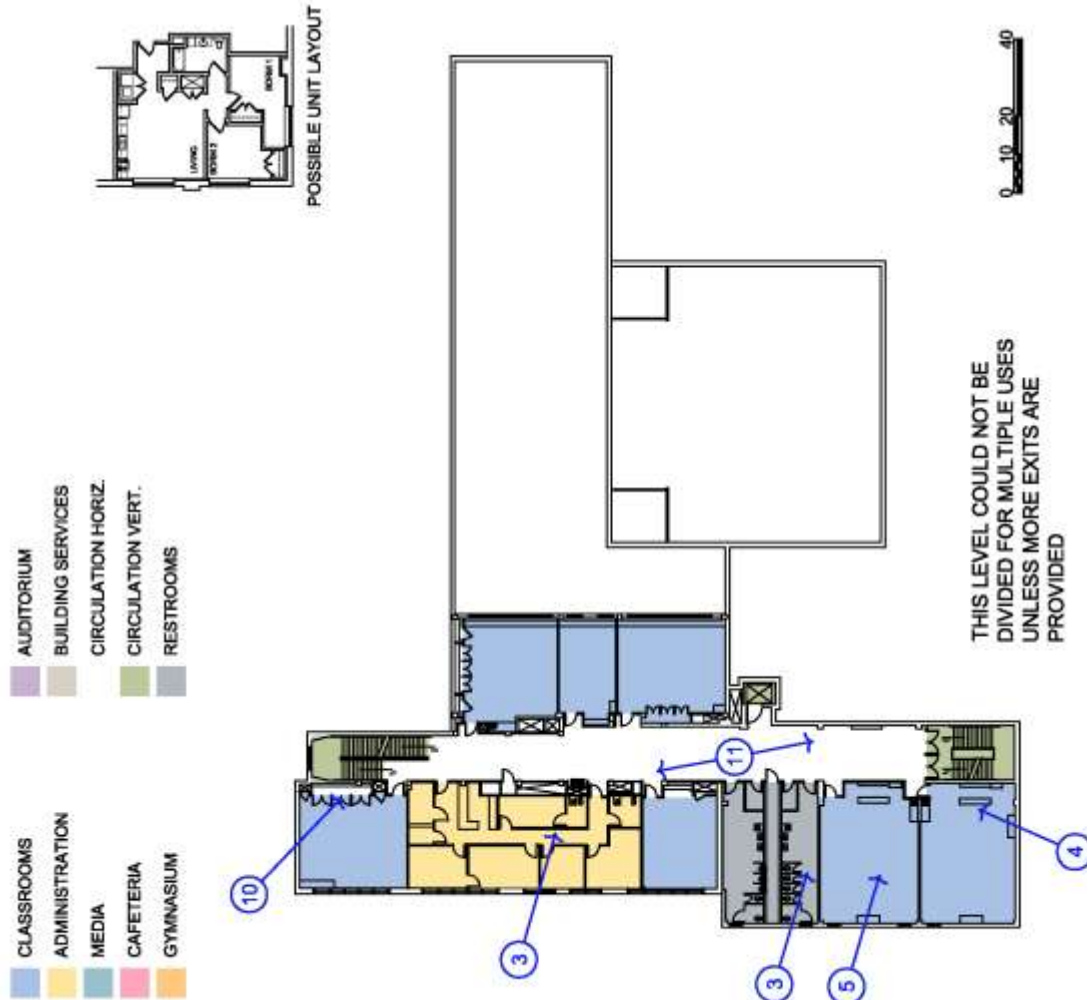
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Second Floor



# Graceland

2803 East 51st Street

Kansas City, Missouri 64130

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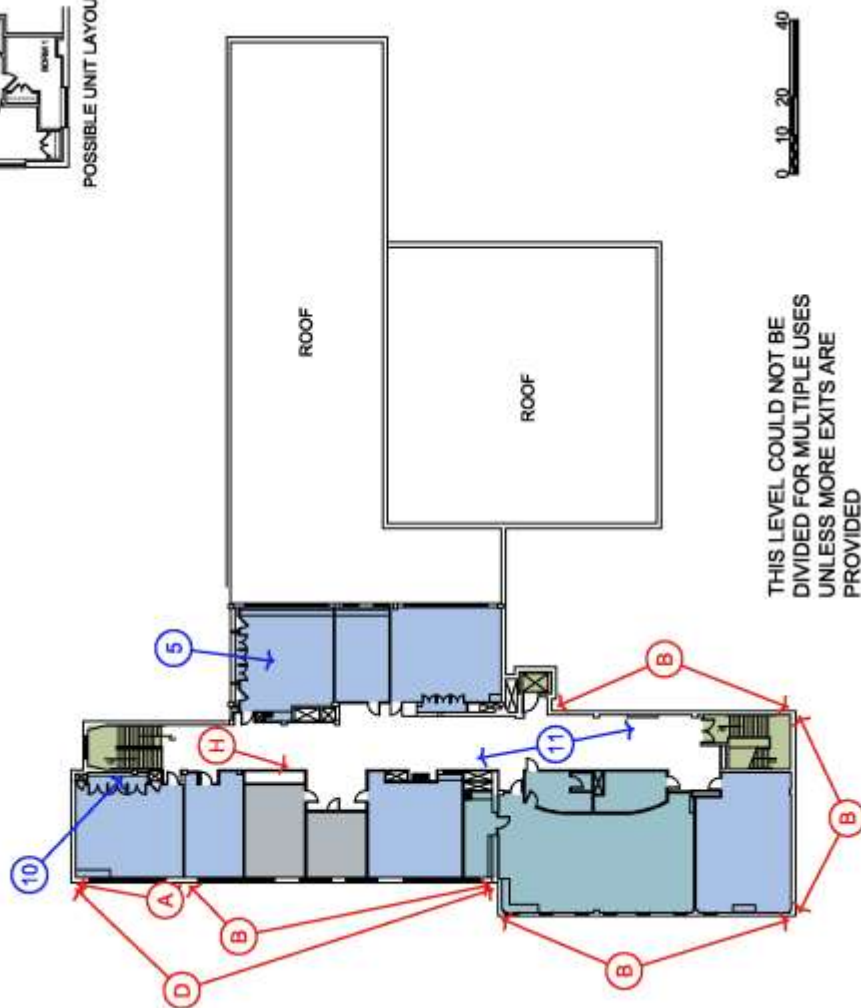
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Third Floor



# Graceland

2803 East 51st Street

Kansas City, Missouri 64130

## PHOTOGRAPHS



Main entrance (original circa 1926)



Addition (circa 1954-56)



Media library



Gymnasium



Corridor



Classroom



# Graceland

2803 E. 51<sup>st</sup> Street

Kansas City, Missouri 64130

## PHYSICAL BUILDING ASSESSMENT

### ASSESSMENT METHODOLOGY:

Rosin Preservation and SWD conducted a site visit to the building on May 11, 2011. The site visit examined the school site, the exterior, and all interior floors of the building. The roof was not accessible for review, and mechanical and electrical systems were not reviewed. No invasive or destructive review techniques were employed.

The team also reviewed written information provided by the owner. These documents included:

- 2006 Building Dialogue dated 11/9/2006 - dialogue was incomplete; building conditions remain similar to those noted in the 2006.
- CADD floor plans - basically accurate; missing some windows, doors, etc.
- Kansas City Historic Inventory Form (dated 3/89)



### CONDITION RATING: \*\*\*

The building is structurally sound. The exterior envelop in fair condition with some remaining usable life in the envelop components. The exterior brick veneer is failing in several areas, most notably on the west façade. The interior finishes are in fair condition with some typical wear from use. The mechanical and electrical systems appear to be sufficient and in fair condition. The exterior site requires typical maintenance and repairs at asphalt areas and concrete stairs.

### HISTORIC RATING: \*\*\*\*

The original 1926 building was expanded at least twice with the addition of large classroom blocks in the 1950s and 1960s and a gymnasium in the 1950s. The interior finishes have been substantially modernized, although the plan clearly reflects the building's historic educational function. The additions are compatible with the massing, materials and design of the original block. They reflect the continued use of the property for its original purpose and changing thoughts about educational architecture in the post-World War II period. This building appears eligible for listing in the National Register of Historic Places.

**PHYSICAL OBSTACLES TO REUSE:** None

### DESCRIPTION OF EXISTING BUILDING ELEMENTS/FEATURES AND VISIBLE ISSUES

#### Building Structure

- Foundation: Concrete, generally in good condition
- Floor Framing: Concrete at the original building, generally in good condition. Steel at the additions, generally in good condition.
- Roof Framing: Combination of steel and concrete generally in good condition.

*Note: No items were noted for further in-depth review by structural consultant.*

# Graceland

2803 E. 51<sup>st</sup> Street

Kansas City, Missouri 64130

## Exterior Envelope

- **Exterior Wall Construction:** Red brick with rusticated limestone water table and cast stone accents. Stucco spandrel panels on 1966 addition and EIFS walls on elevator tower. The masonry is generally in fair condition; in several locations, most notably on the west façade, the brick veneer is failing. A pile of bricks in one 2<sup>nd</sup> floor classroom appears to have been preemptively removed from the exterior wall to prevent property damage or personal injury. Light colored brick accents and accent stone are spalling in multiple areas on the north and west facades. There are multiple areas that require repointing of mortar joints and replacement of steel lintels. Painted areas on the east and north facades are peeling and are in need of repainting.
- **Exterior Windows:** The original block and 1966 addition have four-light windows arranged singly, in pairs, and in bands of four or five. The windows are single glazed. The upper sash is a fixed opaque panel, and the 3<sup>rd</sup> sash is an operable hopper. The other two sashes are also fixed and have clear glazing. The 1950s additions have bands of multi-light sashes that are similar in configuration, but with more sashes in each vertical stack. All of the windows are aluminum-framed. They are generally in fair condition.
- **Exterior Trim:** The original block has stone and brick beltcourses at the parapet and above the first story windows. The primary entrance on the north elevation has a stone surround with an articulated key stone detail. A panel above the entrance has the name of the school carved in relief. The additions are simple modern structures with no applied ornament. Articulated brick columns and patterned brickwork provide some visual relief. The 1966 addition has asymmetrically arranged columns of windows and light stucco spandrels that provide visual interest. Heavy cast stone bands frame the windows on the front elevation of the 1950s classroom block.
- **Exterior Entrances:** Paired aluminum-framed glazed doors are generally in fair condition. Doors at the main entries (north elevation) have transoms. The original entrance retains a two-light wood transom. This entrance also has a historic interior vestibule with a large multi-light transom above a pair of multi-light wood doors. The north entrance to the 1950s block has a multi-light transom, while the east vestibule has exposed brick walls.
- **Roof:** Flat roof with metal-wrapped eave line. Most of the building has tight eaves. The eaves are deep at the front elevation of the 1950s classroom block. The roof was not accessible during the visit, the condition is unknown.

## Building Interior

- **Corridors:** Original building has plaster walls and ceilings and VCT floors. Additions have plaster walls with a blue tile wainscot, plaster ceilings, and VCT floors. Materials are generally in fair condition.
- **Classroom Entries:** Solid wood doors with narrow vertical lights in metal frames. Generally in good to fair condition.
- **Classrooms:** Original building – plaster walls and ceilings, VCT floor. New cubbies and shelves built into recessed coat closets. Closets have modern doors. Some classrooms have plastic laminate cabinets under windows. One or two rooms retain historic cabinets with glass doors and wood framed chalk boards. Additions – plaster walls; VCT or carpet; dropped grid ceilings. Floating partitions screen coat areas, which have similar plastic laminate cubbies and shelves.
- **Trim:** Very little trim. A few classrooms retain historic (1926) cabinets and framed chalkboards.
- **Stairwells/Egress:** Concrete stairs. Solid walls separate runs of northwest stair. Southwest stair has multi-tiered metal railing. Materials are generally in good to fair condition with normal evidence of use and wear.

# Graceland

2803 E. 51<sup>st</sup> Street

Kansas City, Missouri 64130

- Restrooms: CMU walls. All modern finishes and fixtures. Generally in good condition with normal evidence of use and wear.

## **Conveying System**

- The building has an elevator. It was not operational for review during the site visit.

## **Fire Protection Systems**

- Fire alarm appears to be a simple manual system with horns, strobes, smoke detectors and pulls located in corridors.
- Fire sprinkler system is provided in basement of the original building.

## **Mechanical / Electrical Systems** (Information from the 2006 Building Dialog)

- Two low pressure boilers provide steam for heating throughout the building. A house fan located in the boiler room circulates ventilation air to all areas of the facility. An AHU with steam heating coil located in the attic space above the stage provides ventilation air for the auditorium. In 2006 the AHU was noted as not operational due to broken fan pulley.
- Partial air-conditioning is provided for the Office area, Library, and Computer room by a package rooftop unit with DX cooling. A split type DX cooling unit provides air-conditioning to the telecom. room on the 3<sup>rd</sup> floor.
- Electrical system is a 1200A 208Y/120V.

## **Site**

- Retaining Walls: Cast-in-place concrete along the east side of the site. Generally noted in fair condition with vertical cracks where the walls return at the stairs. Wood retaining along the south side of the site is generally in poor condition with significant rotation noted.
- Sidewalks: Concrete, generally in fair condition. Stairs on the east and north sides were noted with damage. City-owned sidewalks surrounding the site generally in fair condition.
- Parking Lots: Asphalt at the east and west parking areas are in fair condition. Plant removal, some crack repair, patching, resealing, and striping recommended.
- Playground: Asphalt is in fair condition. Plant removal, some crack repair, resealing, and striping recommended. Area located adjacent to the building on the south side near the elevator and gym is in need of replacement.
- Playground Equipment: Equipment is in fair condition.
- Lawn and Landscaping: Fair condition, with a significant amount of weeds in the lawn areas. There is no decorative landscaping.
- Fencing: Chain link fencing is in fair condition.
- Exterior railings: Typical steel pipe, fair condition with some damaged areas. Repainting recommended.

## **Key Public Spaces**

- Gymnatorium: Wood floor, plaster and glazed block walls, dropped ceiling grid. Raised stage with wood floor has a very simple plaster proscenium. Collapsible bleachers on opposite wall.
- Library: Plaster walls, carpet, and dropped ceiling grid. Large built-in wood librarian's desk.
- Cafeteria: VCT floor, plaster and glazed block walls, and plaster ceiling.

**Kansas City, Missouri School District  
Repurposing Initiative - Market Assessment**

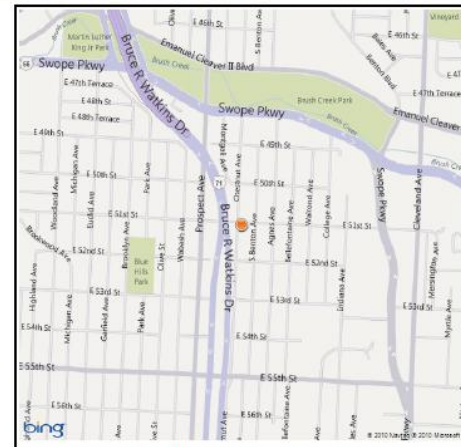


**School: Graceland**  
**Address: 2803 E. 51st Street**

Market Potential: ☆☆☆☆  
Market Reuses: Education, Recreational, Community Center, Religious



Proximity to Parks: 0.2 mile (Blue Hills)  
Proximity to Comm. Ctrs: 0.7 mile (Brush Creek)  
Proximity to Major Arterial: 0.01 mile (Bruce Watkins)  
Nearest School: 0.9 mile (Paseo High)  
Proximity to Bus Route & Route: 296' (55th St.)  
Proximity to Bus Stop: 374'  
Located in a Food Desert? No  
High Need Zip Code-Education: Yes



Facility Location

<u>1.0 mile Stats (2010)</u>		<u>District Wide</u>
Population:	17,511	197,361
Pop. Growth (00-10):	-22%	-9%
Pop. <18 yrs:	4,382	45,231
% Pop. <18 yrs old:	26%	25%
% 65+:	16%	11%
Households (1.5 mile):	12,260	89,759
Median Income (*):	\$24,129	\$28,188

\*American Community Survey 05-09

Comments:

Located in a single family neighborhood adjacent to Bruce R. Watkins (Hwy 71), Graceland is less than a mile from a commercial shopping district on Blue Parkway. Access to Graceland is good but the location is a destination location only and not served directly by close to any a primary arterials. The area has been stigmatized by its zip code – 64130 – known for its high crime rate. Vacancy rates have more than doubled, as population in the area has declined by more than 20% since 2000. Median home values and household income are lower in the area than for the District as a whole. Home ownership rates are higher than the District average; however, the area is aging, with a high concentration of residents over 65. The site is located within the Green Impact Zone, which could help foster redevelopment. Additionally, Graceland's moderate size, condition and location have generated some viable interest in reusing the site as a facility to provide much needed community services to the area.

## APPENDIX C: COMMUNITY FEEDBACK

Site Tour

Phase II Meeting



## Graceland Site Tour

Saturday, May 21, 2011

10:30am – 12:00pm

10 + attendees

### **BREAKOUT SESSION: (DC & DB)**

#### **Site Significance**

- Before integration, black children attended a two room school house at 54<sup>th</sup>/South Benton. One day, at the end of the last school year before integration, one of the participants remembers that she and the other children from the black school walked up the hill from the two room school house to visit Graceland. They filed into the gym/auditorium where there was a junior city assembly in process. That's when the participant decided she wanted to be a junior mayor some day (and she was in the 7<sup>th</sup> grade). The site has historical significance related to integration

#### **Strengths**

- Building in excellent condition- cheap to rehab
- Big enough to accommodate lots of different uses
- Site should serve needs of community
- Location: access to several key cross streets/corridors. On top of hill, good public transportation
- Evacuation area in building/ emergency shelter
- Stable background
- History of members success moving out to other places: educated
- Building not vandalized

#### **Challenges**

- Bad reputation because of zip code
- Limited off-street parking and traffic flow: isn't accessible for staff and public
- Timing- longer it sits, the more susceptible to deterioration. Need to reuse
- Insurance premiums are high in the area (due to reputation) Makes it difficult to invest - businesses

#### **Community Needs**

- Jobs
- Fresh food
- Need place for communications/info, neighborhood resources
- Positive image/impact/credibility/good place. Symbol of good taking place or perception can balance out negativity. Build image (connect with what is here)

- Bring education and training into communities - technical/trade school, life skills training, Only 1 school in Green Impact Zone (Paseo), educate where people live, young adults job ready
- No place to get breakfast, prepared food, community gathering place (Coffee house)
- 24 hour access to technology and computer training: need to be prepared not just for today's needs but future needs, reserve spot for growth
- 24 hour childcare
- Affordable insurance
- New identity to tell story of neighborhood
- Rezoning of property for business uses/get ready for use

**Reuse Options (that could address community needs)**

- Hydroponic garden
- Neighborhood resource center: all purpose services, share costs, storage, multiple organizations (i.e., Town Fork Creek Neighborhood Association needs a place to store materials, office, etc & would be willing to do maintenance/upkeep in exchange for use of building)
- Coffee Shop- restaurant, no breakfast spots
- Clearing house location for lots of neighborhood support efforts: job training, literacy, mentoring
- Education/training center
- Auditorium: plays, drama events
- Cafeteria: culinary arts, catering
- Arts instruction: serve food from culinary class
- Entire space available to community + business incubator
- Classroom use for arts and ceramics, etc.
- Reaction to proposals:
  - needs to be multi-use
  - Nothing negative that has an image associated to proposal

**Parking Lot**

- Why was school closed?
- What was student enrollment when the building closed?
- How many classrooms?

## Pinkerton and Graceland – Phase II Meeting

Tuesday, October 4, 2011  
Southeast Community Center  
5:30-7:30pm

15 attendees: 6 present at the site tour, 7 neighborhood residents

The following is a summary of the discussion/feedback from the Phase II meeting for the Graceland + Pinkerton school sites:

### **RECAP OF SITE TOUR FEEDBACK**

During the site tour, the district received great feedback about community needs and reuses that could address community needs.

Key things that the district has noted from the ***Pinkerton site tour*** discussion:

- *When the school was open, there was a good relationship between the neighborhood and school/teachers (community breakfasts/volunteers in school)*
- *Concern that if the building is vacant, it would hurt the neighborhood – home owners start to sell*
- *Strong support for WEB Dubois use of the building (positive activities/good track record)*
- *Question as to whether the building is underutilized (opportunity for additional tenants)*
- *A variety of reuses were identified as beneficial to the neighborhood: shared use of the facility/multiple tenants; education (youth/adults); community/social services; office/retail/business incubator – something to take advantage of commercial kitchen*

Participants confirmed that this was a good summary of the site tour feedback.

Key things that the district has noted from the ***Graceland site tour*** discussion:

- *The area needs to rebuild its image – rebranding – create a new identity*
- *There is a lack of a community gathering place in the area (coffee shop; breakfast spot; place for neighborhood meetings)*
- *There is a concern that the longer the building sits vacant, it is more susceptible to deterioration (closed in 2005)*
- *A variety of reuses were identified, including: education/training facility; neighborhood resource/services center; business incubator; childcare; 24 hour access to technology resources*
- *Overall, a multi-use facility that could be used by multiple organizations was identified as very attractive*
- *Any reuse should serve the needs of the community*

Participants confirmed that this was a good summary of the site tour feedback. A participant wanted to add that a neighborhood shopping center was also discussed as a possible reuse.

**REUSE FEEDBACK**

The following provides a summary of the community feedback received in discussing reuse options for Pinkerton and Graceland.

**Community feedback on Educational Use:**

- Many participants strongly supported educational use and this was identified as having priority over all other reuses.
- Some participants said it doesn't matter what type of school, as long as it is used for education. Several felt the buildings should retain their original purpose. One participant noted that the schools are in the middle of neighborhoods and that the location supports educational reuse over other uses.
- Some participants voiced the desire for the sites to be community schools, open to the community for use (i.e. gathering places for community activities and events).
- A participant said that the best thing for the neighborhood is to have traditional public schools. He noted that the district should only lease the buildings for a limited time, until they can come back as KCMSD schools.
- Some participants noted that there is strong community support for charter schools at both sites.
- A resident participant expressed a desire for the charter discussion take place in front of the neighborhood association.
- A participant proposed a facility oriented toward building trades as a possibility for adult education. Another participant noted the proposed facility at 50<sup>th</sup> and Prospect which will act as a contractor incubator. It was expressed that a building trades education center could complement this proposed facility.
- Several participants agreed that they would like to see Graceland assist the neighborhood. It was noted that people need job training and they need an easy place to access such training.
- A participant proposed mixing different educational uses. This was generally supported, however safety of children was cited as a primary concern and that this concern should be addressed in any type of educational mix proposals.

**Community feedback on Community-Oriented Use (including non-profit offices/community services):**

- Several participants expressed support for community services. Participants said that community use should benefit children and the surrounding neighborhoods.
- A resident participant noted that she preferred community services over commercial development.
- A participant said that any proposal for community use should address safety, maintenance, and reasonable standards of care.
- Several participants felt that a single, stand-alone service provider would not be able to fully utilize the buildings and that community service proposals should include multiple users.
- The Center School District was cited by a participant as an example of mixing educational uses with community services. It was noted that parents can drop off kids and stay to receive services. Another participant said Manual Tech also offers a mixture of community-oriented use and education.
- One concern expressed was that a community-oriented use should not serve as a loitering place; rather people should receive services and leave.
- Regarding community use at Graceland, a participant noted that the type of services offered and need for a facility would depend upon Blue Hills Health Services. It would be desirable for the services to not overlap, but rather complement one another.

Community feedback on **Commercial Use:**

- The majority of participants were against commercial and retail reuse.
- A participant said that the neighborhood needs a place for children to go to school. She expressed that there are already areas for retail close by and that there is ample opportunity for retail in other places.
- Another participant added she would not like to see big commercial.
- Others added that commercial use would not be lasting. A participant said that businesses would have to increase prices to offset the undesirable commercial locations, resulting in the absence of long-term viability.
- A participant said that schools didn't have enough parking for commercial uses.
- Another participant said that commercial raised numerous security issues.
- A participant was in favor of commercial use. He said that anything could be put into a neighborhood shopping center and it could pay for other uses in the building. In addition, he said the area needs shopping within walking distance and jobs. He felt that the playgrounds could be converted to accommodate the needed parking.
- If there was a commercial proposal, the group wanted to exclude adult entertainment, guns, tobacco, and alcohol.

Community feedback on **Residential Use + Residential and Other Use Combination:**

- Several participants noted they were pro-residential. They said that residential reuse of the schools could help to rebuild the neighborhood.
- A participant expressed the need for transitional housing. He said there is a new homeless situation. People are losing their jobs and families need temporary housing. He suggested temporary housing that allows residents to learn a trade at the same time, then transition to a home of their own.
- Another participant disagreed and stated that there are already vacant houses surrounding the schools and that these vacancies could indicate there is no need for housing in the area.
- Others stated that there is a shortage of money to pay for housing which is the real issue, not the vacancies.

**DEMOLITION FEEDBACK**

The following questions were asked of the participants:

- Scenario 1) What if a viable proposal comes in that is consistent with community feedback, but would require demolition of the building? What are your thoughts about demolition in this case?
  - Several participants agreed that it would depend upon the proposal.
  - A participant noted that it is important to get the highest or best use for the site.
  - Another participant added that if you have a proposal to bring in something beneficial to the community, then possibly demolition would be acceptable.
- Scenario 2) What if several years go by, and the building still hasn't been reused. In the case of Graceland, it has already been vacant for 6 years. What should the district do? What are your thoughts about demolition in this scenario?
  - A participant expressed that in this scenario, the district should not demo the building and continue to look for new uses.

**SOLICITATION PROCESS/EVALUATION CRITERIA FEEDBACK****Community feedback on Preference for Lease or Sale:**

- Participants were split as to preference for lease or sale.
- A participant said that the schools should be leased, so they could be brought back later as a KCMSD school.
- Another participant expressed concern over who would be responsible for a leased site. Questions were raised about maintenance and upkeep. In addition, it was noted a lease situation would impact needed improvements to the building and site.
- Other participants said the schools should be sold. They added that the neighborhood desires stability of a long-term reuse.
- Several participants expressed the need for a right of refusal option to be included in the sale of the buildings. They said that if the buildings are sold again, the district should have the opportunity to buy it back.

**Community feedback on Solicitation Process:**

- The participants supported the RFI method for both school sites.

**Community feedback on Evaluation of Proposals:**

- A participant said there should be a two step process. The proposals should be ranked, then enter into negotiations. He added that the district should weed out undesired groups.
- Another participant said it is critical to meet with the neighborhood associations. Others said it should be presented to the entire neighborhood.
- A participant expressed that neighborhoods should be able to talk to the school board before decisions are made.
- Participants were split as to when they wished to be involved in the process. Some said that all proposals should be brought to the neighborhood first, to include the community. However, other participants disagreed and thought the district should vet proposals first; allowing neighborhoods to have still have access to information, and then bring it before a neighborhood.
- A participant raised concern regarding if the neighborhood associations are truly representative of the preferences of the residents.
- When asked if any others should be included in this process, a participant said possibly city councilmen should be included in the conversation.

## APPENDIX D: REPURPOSING GUIDELINES

**Policy Category: *Appendix C***  
**Policy Name: Repurposing Guidelines**

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1. Repurposing will not impair or impede the District's ability to achieve Global Ends Policy 1.0.
2. Repurposing will promote the financial strength and integrity of the District.
3. Repurposing will promote the well being of the community and neighborhoods surrounding District facilities.
4. Repurposing will be comprehensive. Reuse strategies will be developed for individual sites, however those reuse strategies must be consistent with the reuse solutions for all the District's surplus facilities.
5. Repurposing reuses will be driven by a comprehensive community engagement process however final decisions will be determined by the Board as guided by this policy.
6. The Board, guided by applicable Missouri statutes, may consider proposals from educational service providers on a case-by-case basis, provided:
  - a. Preference will first be given to schools sponsored by the KCMSD.
  - b. The educational service provider has a proven academic track record and an effective educational program that compliments District schools and programs.
    - i. For the purposes of these guidelines, "proven academic track record" is preferably defined as making progress at a pace similar to or exceeding the KCMSD towards "deep understanding" as measured through authentic assessment school-wide.
    - ii. For the purposes of these guidelines, "proven academic track record" may be defined as exceeding the KCMSD average MAP performance in both Mathematics and Communication Arts as a whole as well as for at least 80% of applicable subgroups in at least two of the preceding three academic years and exceeding the KCMSD average for such End-of-Course Exams as may be required by DESE.
    - iii. For education service providers without a "proven academic track record" the Board may consider proposals only if the education service provider's sponsoring organization commits to annual academic growth requirements.
  - c. Preference, in the form of more favorable lease terms, will be given to providers that seek buildings in high-needs geographies (The Paseo to I-435, 63<sup>rd</sup> St. to Independence Ave.) and programs that target specific high-needs populations; guidelines 6bi-iii remain applicable.



- d. The Board will not approve any proposal from an education service provider without soliciting and strongly considering the Superintendent's opinion and guidance.
- 7. The District will maintain ownership of some closed school sites based on strategic considerations, including but not limited to future enrollment growth. The District will consider lease proposals for these sites.
  - a. The District will consider both lease and sale proposals for properties it identifies as surplus and not needed for strategic purposes.
  - b. All proposals will be evaluated based on alignment with District goals and impact on District finances as well as the technical and financial capacity of the proposing entity.
  - c. Lease/sale agreements will include claw backs and/or other necessary provisions to mitigate risk to the District and ensure performance, including academic performance where applicable.

Revision Dates: March 9, 2011- Adopted

May 18, 2011