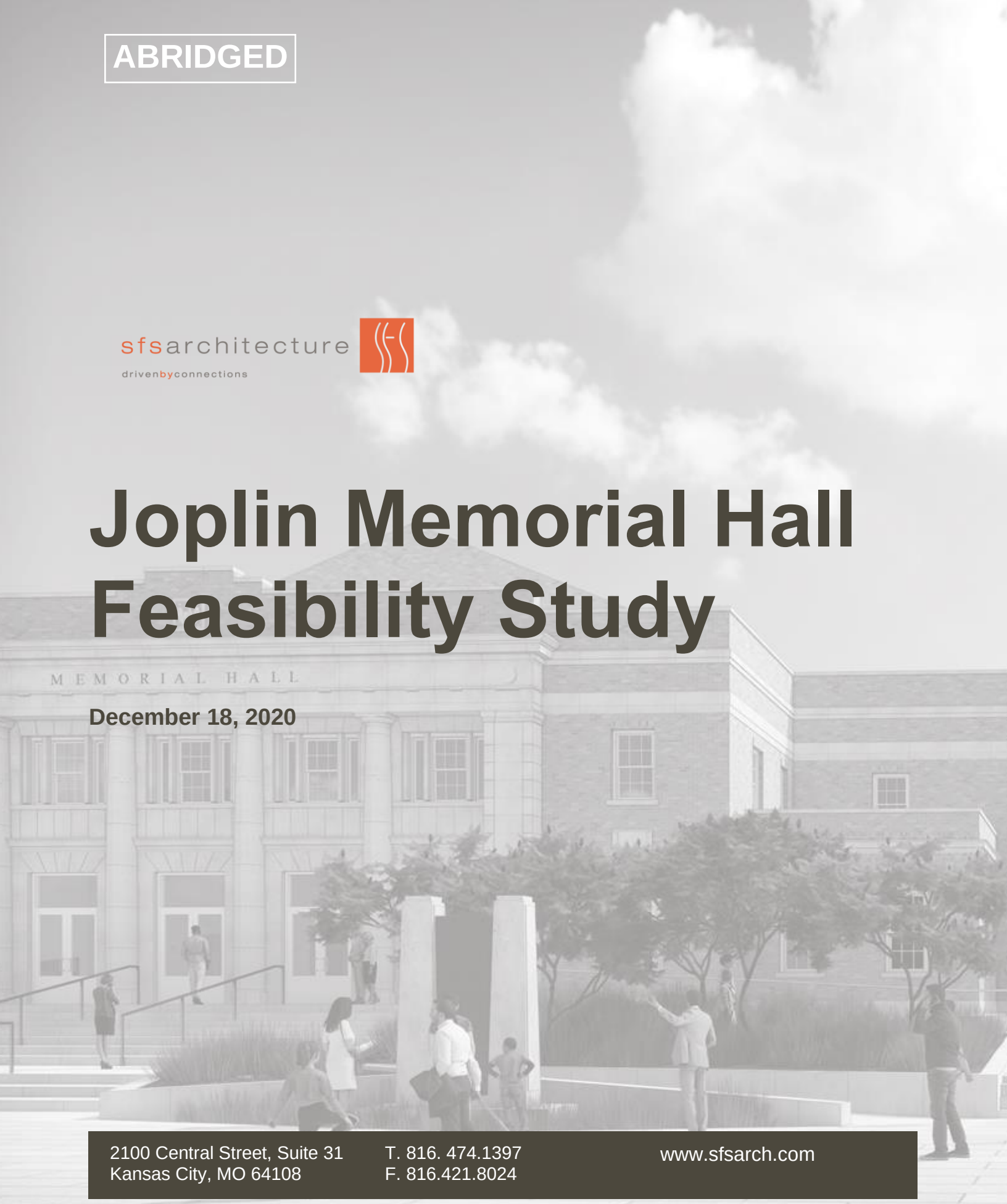
ABRIDGED

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Joplin Memorial Hall Feasibility Study

December 18, 2020



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NOTE:
THIS IS AN ABRIDGED VERSION AS IT DOES NOT INCLUDE THE ITEMS LISTED IN THE APPENDIX.

THE FULL DIGITAL REPORT AS WELL AS ALL ITEMS LISTED IN THE APPENDIX ARE AVAILABLE FOR DOWNLOAD. REFER TO THE LAST PAGE OF THIS DOCUMENT FOR ADDITIONAL INFORMATION.

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Section 1

Executive Summary

Executive Summary 1.1

Community-Driven Concept

Memorial Hall has been there for the community for nearly one hundred years providing space for a variety of reasons and leaving lasting memories. Its impression on the Joplin regional community is apparent in the memories shared from first kisses to Kiss concerts, plays and musicals, circuses, bull riding, dances, banquets, and seemingly everything in between. Memorial Hall has been there to welcome our nation's veterans back from basic training or service abroad as well as a meeting place for veteran's who are home to stay. It has served the community as an emergency triage and morgue in the days following the EF-5 tornado on May 22nd, 2011 and most recently as a municipal courtroom space during the COVID-19 pandemic. A partial roof collapse closed the building in June 2020 and since then it has not been utilized for any public gatherings or events.

Imagining a future Memorial Hall must consider these keys to success:

- Seek community input and feedback to develop support for the future improvements.
- Be financially sustainable to operate and maintain.
- Continue to serve the community veterans.
- Continue to support a variety of uses.
- Compliment and not compete with programming at the future Cornell Complex.

The consultant team conducted surveys and facilitated focus groups and public meetings to understand what the community desired and supported. The community supported renovating Memorial Hall as a "Concert Venue and Civic Center." The highest priority needs expressed by the community that should be included in the renovated facility should include:

- Meeting spaces for a variety of events from 25 to 400 in attendance
- Performing arts space for capacities of 1000-2000 (current capacity approx. 2750)
- Space for indoor recreation programs such as:
    - fitness/wellness classes
    - sports programming (basketball, volleyball, pickleball, table tennis, futsal, etc.)
    - cheerleading and dance
- Continued and expanded recognition of our veterans

Study Recommendations

It is the recommendation of this study that Memorial Hall undergo a full renovation that would include the following:

- Exterior / Site / General
    - New functional dock and service area on the south and southwest corner of Memorial Hall.
    - Demolish and remove existing ramp structure on north side.
    - Create a new grand stair and accessible ramp to the north main entry.
    - A small accessible parking lot on the east.

        - Vacation of the 8th Street right-of-way on the north to create a pedestrian plaza for relocating the existing memorials, space for a future new memorial, and to connect Memorial Hall and the Cornell Complex
        - Structural underpinning to suspend further settlement issues on the north and north east corner of the building.
        - Repair existing exterior brick and stone masonry where cracked due to settlement.
        - New waterproofing below grade at building perimeter where interior spaces are below the exterior grade.
        - Roof and roof structure replacement pending the outcome of a detailed analysis of the east and west sides of the auditorium and concourses on the mezzanine level.
        - New covered dock area on south side for receiving, stage load-in and trash.
        - New service elevator on south elevation to serve dressing, storage, mechanical, and access theatre fly/tension grid.
        - Overhaul of the building HVAC systems to utilize higher efficiency systems specific to the space types they would serve.
        - Full lighting replacement with LED type fixtures.
        - Modernized elevator cab and controls replacement.
    - Basement Level
        - Create new staff office area in location of former American Legion meeting room.
        - Renovate restrooms.
        - Existing basement storage and utility space to remain.
    - Dressing Rooms
        - West dressing rooms to be renovated and accessed via new stairs and elevator.
        - East dressing room at stage level to be renovated. Dressing rooms above to be utilized for mechanical and storage or could remain as dressing rooms that are not universally accessible.
    - Main Level (seating capacity approximately 1175)
        - Removal of the fixed seating on the main floor level to expand available floor area for recreation activities and create diverse, flexible seating types.
        - Renovate existing kitchen and provide new equipment as needed.
        - Provide new storage and accessible restrooms at the auditorium floor level.
        - Functional theatrical upgrades on and above the stage area to support the operations and flexibility of theatrical performances.
        - Addition of an acoustic partition at the proscenium to allow the stage to be utilized for a variety of programs separately from the auditorium floor.
        - Creating a new and expanded guest service and concessions area centered on the lobby and serving both the lobby and auditorium.
        - Renovate lobby area and create staff offices in existing concessions area.
        - Relocate existing and develop areas for new veterans' memorial plaques, displays, and learning opportunities.
    - Mezzanine Level (seating capacity approximately 575)
        - Create new meeting suites overlooking the floor on the mezzanine level in the northwest and northeast corner in place of the fixed seating.
        - Replace remaining fixed seating with new fixed seating.

- Improve the mezzanine level concessions and guest service area to serve both the auditorium and lobby side.
- Locate the American Legion in a dedicated space on the mezzanine level where the organization is more visible.

In addition to the full renovation, we recommend an 8,500 square foot building addition on the west side and directly connected to the auditorium floor level of Memorial Hall include:

- A multi-purpose recreation space that can be used for a variety of recreation programming opportunities.
- A large event/banquet space that can seat up to 400 guests or be divided into smaller meeting spaces and be used for a variety of programs, events, or breakout spaces.
- The ability to open this addition separately or in conjunction with Memorial Hall with a secure connection to the auditorium level restrooms.
- May include a warming or catering kitchen to serve the building addition spaces.

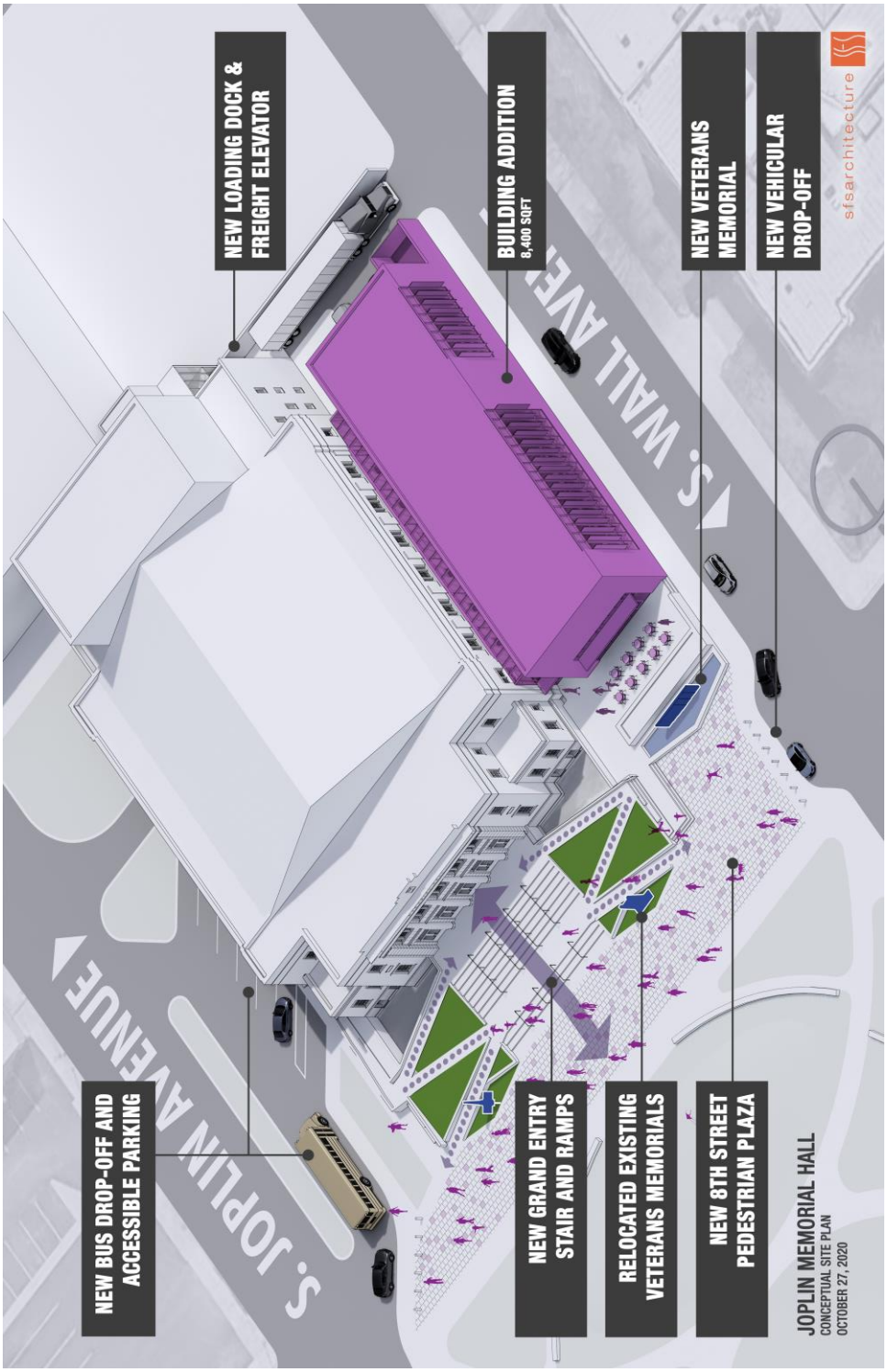
Project Cost and Operational Cost

Based on the support from the community to see it into the future, it is the recommendation of this study to fully renovate Memorial Hall and prepare it to continue serving the Joplin community for generations to come. This recommendation is not just to simply renovate the facility as it exists today, but to assess each major space and the building holistically to increase versatility and allow for more programming for a variety of uses. To that end, it is also recommended that a building addition be included that allows for additional recreation and meeting space to occur. Together the renovation and addition will help provide a variety of spaces and program opportunities to support a more financially sustainable operation.

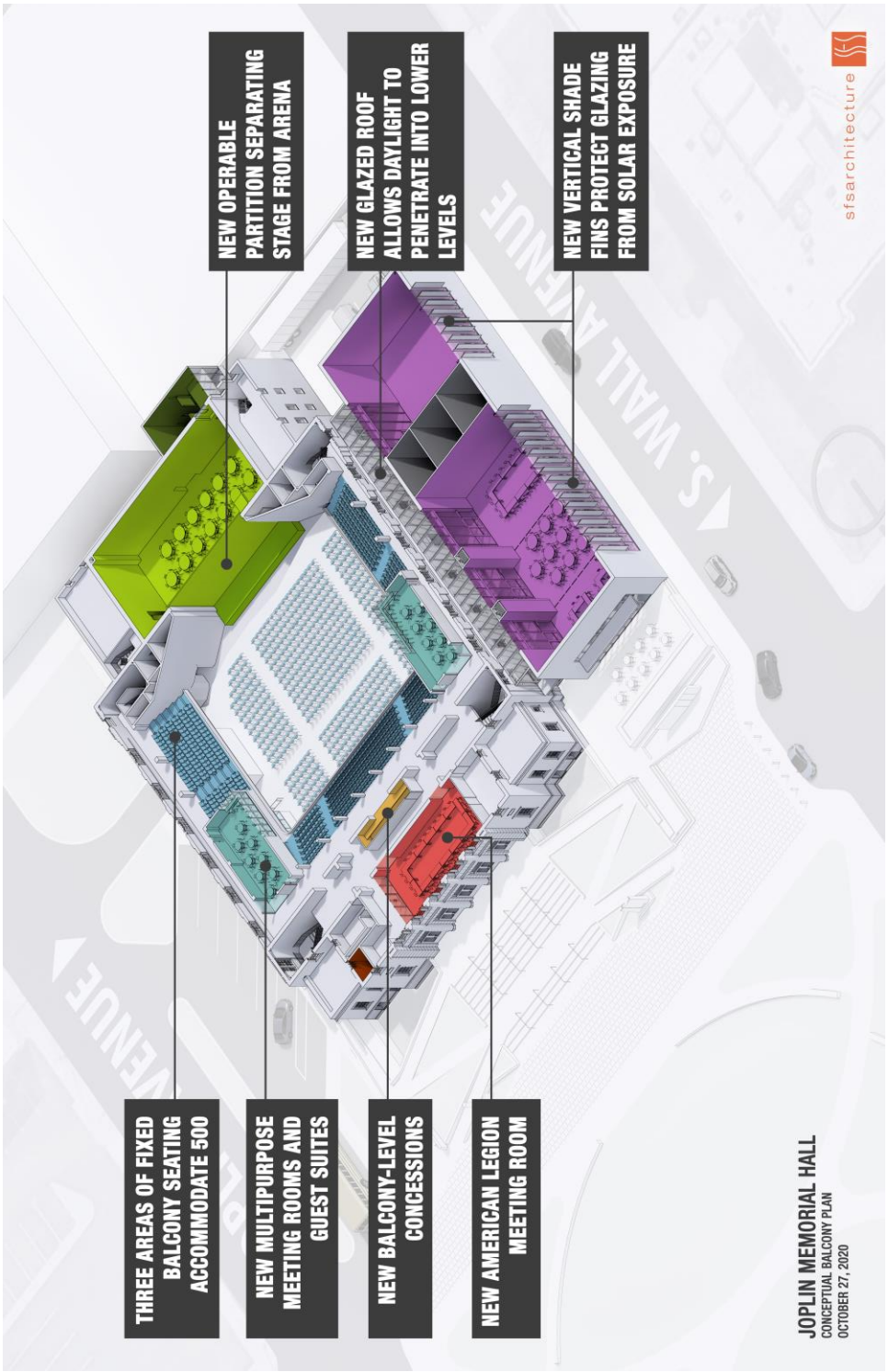
- **The total cost of the project is anticipated to be approximately $25 million** which includes estimated cost of construction, contingencies and other soft costs.
- Ballard*King & Associates has provided an operational pro forma for the building renovation and addition. **The operations plan indicates a cost recovery range of 41% up to 105%** for the first five years of operation depending on the scope of work and rate structure. Refer to Section 4 for the operations plan pro forma from B*K that outlines the range of cost recovery potential. Benchmarks for previous years are included for reference with the operations plan.

Miscellaneous Recommendations

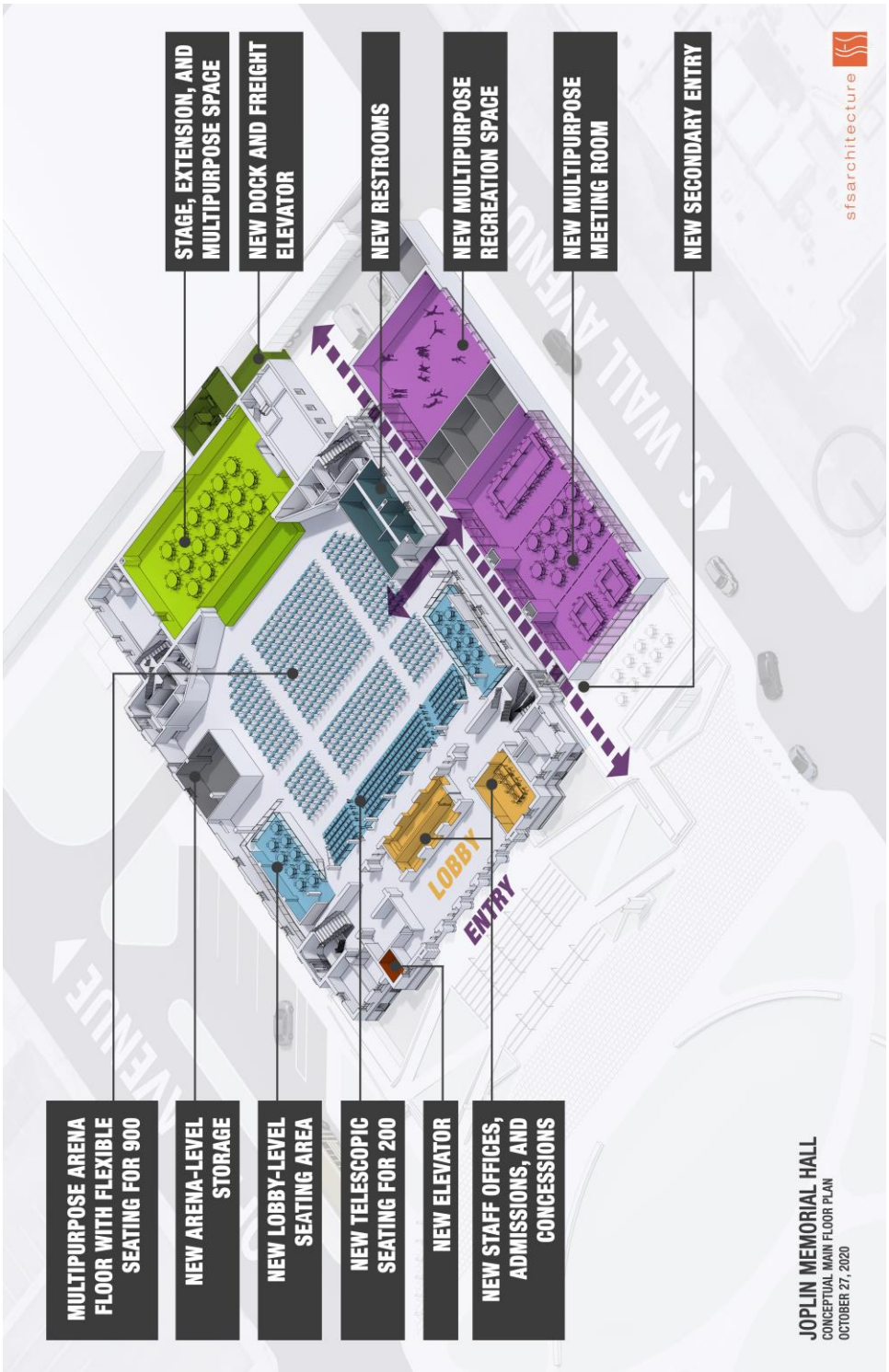
- Significant interest and support for a STEM or STEAM based children's discovery center was gathered from public survey #2. This use does not appear compatible at Memorial Hall with space available, however we recommend the City continue evaluating this amenity for a future project and/or partnership at another site in the community if the private sector does not fill this need.
- Continue evaluating potential funding sources and possible partnerships for operations and capital improvements.
- Historic tax credits are viable, and an historic preservation consultant should be engaged.
- The construction delivery method recommended for the project is Construction Manager at Risk with preconstruction services.
- One of the more significant concerns the public shared in community meetings and via online surveys was access to parking. The City should engage a professional services consultant to provide an in-depth parking study on the area of downtown Joplin as it considers Memorial Hall, the Cornell Complex and other existing and/or planned improvements.
    - The scope of this parking study at a minimum should consider the peak demands for parking needed during the daytime (business) hours, evening hours, and weekends as well as illustrating the locations of available parking and quantities available.



Axonometric Diagram of Proposed Concept.



Axonometric Diagram of Proposed Concept (Mezzanine Level).



Axonometric Diagram of Proposed Concept (Lobby and Auditorium Level)

Section 2

Study Process

Process 2.1

Background

Memorial Hall is located at 212 West 8th Street in Joplin. Memorial Hall is Joplin's only Veteran's Memorial and Community Center with a seating capacity of approximately 2,750 in a combination of fixed seating on two levels and floor seating when the performance occurs on the stage.



According to Joplin Globe archives, city officials first began considering plans for a war memorial in November 1918. In January of 1920, the Robert S. Thurman post of the American Legion and the Women's Auxiliary began preliminary plans for a campaign to provide Joplin with a suitable memorial hall in honor of the men who served in the war against Germany. In a special election in July of 1923, Joplin voters approved a proposal for issuing bonds to provide for the construction of Memorial Hall. The election effort was sponsored by the American Legion. Members of the Joplin City Commission informally approved school property at 8th Street and Joplin Avenue as the site for a new Memorial Hall in October of 1923.

In August of 1924, construction of the $250,000 Memorial Hall began. A.S. Greenwell was awarded the contract for construction of the Hall. He was quoted as saying, "The building may be used as an opera house and convention hall. The auditorium will seat 4,110 persons. The stage will be larger than that of

Joplin's largest theater. The auditorium will measure 187 feet long, running north and south, and 140 feet wide. On the first floor, plans call for a seating capacity of 2,497 persons. The entire auditorium, balcony and stage, are designed to be as magnificent as a building constructed for the purpose of an opera house alone." Plans called for a two-and-a-half story structure, covering almost the entire site between Joplin and Wall Streets and Eighth street to within a short distance of Ninth street. The front will face Eighth street. The front entrance will support four massive pillars and contain five double-door entrances.

A large crowd attended ceremonies dedicating the new Memorial Hall in October 1925. The News Herald stated, "In a spirit of patriotism and reverence, Joplin's Memorial hall was dedicated yesterday. Built as a tribute to the sacrifices of those who served their country in time of war, the massive structure was consecrated in peace. The building was dedicated as a monument to three generations of defenders of the flag." Quarters in the new Memorial Hall were set aside for use by the Robert S. Thurman Post, American Legion, and Auxiliary when the building was opened in 1925.

After nearly 50 years in 1976 the building was completely renovated. This renovation included the addition of an elevator in the northeast corner of the building and lobby as well as a large ramp that replaced the original grand stairs to the entry on the north. Both major components of the building renovation in 1976 are believed to be contributing to the settlement issues that are present today.

In 2003 accessibility improvements to the building included restroom improvements, exterior ramps on the exterior at the east and west sides, and a limited use limited application (LULA) lift from the main level concourse to the auditorium floor.

Aside from the 1976 renovation and the 2003 accessibility improvements, Memorial Hall has been operated as it was originally designed to be with a similar seating capacity over.

Goals

Utilization of Memorial Hall has evolved through the years as needs have changed through the reflection of our changing community. The utilization of Memorial Hall will also be impacted with the addition of the future Harry M. Cornell Complex being realized to the north of Memorial Hall. When completed, the Cornell Complex will include a performing arts space that will be able to host 470 in attendance.

It is the goal of the City to obtain public input, while utilizing industry knowledge, to provide information to assist the city in determining the best recommended use of Memorial Hall on behalf of the community well into the future. The study initially posed five scenarios that the City asked the consultant team to consider and seek public input along with the flexibility to determine if another option outside of these should be explored:

1. Renovate Memorial Hall into a 2000-seat concert venue.
2. Renovate Memorial Hall into a civic center.
3. Renovate Memorial Hall into a concert venue and civic center.
4. Demolish Memorial Hall and create a new Memorial Park with considerations for future uses.
5. Create a new civic center and evaluate potential geographic locations in the City for this facility.

Data Gathering 2.2

Available Information

The first steps of this study included a review of available project information and a current building conditions assessment. The following documentation was available for the team to review in addition to the visual observations. Several sheets of drawings from the 1976 renovation were in poor condition.

- Memorial Hall Existing Main Floor Plan
  - Circa 1924
- Memorial Hall Renovation
  - Circa 1976
  - 38 Drawing Sheets
  - Cornwell-McKinney & Associates Architects-Engineers
- Memorial Hall Accessibility Improvements
  - Circa 2003
  - 16 Drawing Sheets
  - Patterson Latimer Jones Brannon Denham Inc.
- Concert Set-up Seating Chart
  - Circa 2008
- Final Report & Recommendations Memorial Hall Task Force
  - Dated June 17, 1998
- Memorial Hall Settlement Assessment
  - Dated December 19, 2012
  - Allgeier, Martin and Associates Inc.
- Memorial Hall Settlement Assessment Report
  - Dated June 13, 2012
  - Terracon
- Geotechnical Engineering Report
  - Dated September 24, 2012
  - Terracon
- Structural Engineering Assessment
  - Dated July 3rd, 2020
  - EFI Global, Inc.
- Drone footage of the roof and overall property was provided by the Joplin Police Department.
  - Footage taken on July 23rd, 2020

Existing Conditions

Team members from SFS Architecture, Bob D. Campbell & Company, and Olsson visited Memorial Hall on July 23rd, 2020 to perform visual observations of the building and surrounding site. Additionally, the team had access to existing studies and documentation available for their review. This document summarizes observations from that visit and review of available information. The full building assessment report is included in the Appendix.

Memorial Hall is an important landmark in the Joplin community serving as a memorial to the veterans of World War I and continuing to honor those who served in the American military. It was constructed in the mid-1920's and has undergone one significant renovation in 1976 as well as minor improvement projects to address maintenance items and accessibility improvements. The 1976 renovation included a new elevator within the footprint of the building as well as a large ramp on the north side that replaced the existing stairs. These two items may have been constructed in a way that has exacerbated settlement that can occur with the soil types found on the site leading to cosmetic damage to the building particularly in the northeast portion and exterior of the building. Other recent issues such as the partial roof collapse on western side of the auditorium space are isolated but also due in part to the overall age of the building.

Should Memorial Hall be desired for continued use in the future it is recommended that a complete renovation of the building occurs. This renovation should allow for exposing, evaluating, and rehabilitating or replacing significant portions of the roof structure to increase the overall performance of the building envelope as well as extend its useful life and service to the Joplin regional community. The roof structure and foundations at the northeast portion of the building are the two most significant structural items that require a long-term strategy for repair or remediation. If future use concepts include building additions or expansion on the site, attention and care should be given to the geotechnical conditions of the site to consider existing building foundations and differential settlement.

Immediate recommendations based on observations from this assessment include the items noted in Bob D. Campbell's assessment report and as highlighted below:

- **The most significant structural issue with the building is the state of the roof slab on the east and west sides of the auditorium.** A partial roof collapse recently occurred near the south end of the roof on the west side of the auditorium. The collapse appears to be the result of corrosion of the corrugated metal rib roof deck at the bottom of the concrete roof slab. Measures have been taken to shore up the existing roof slab with wood stud walls and wood joists along both the east and west sides of the auditorium. The wood framing should be a temporary solution. It is recommended that a licensed architect and engineer be engaged to provide a design for a long-term solution that includes removal and replacement of the existing roof deck in this area. Until a long-term solution can be implemented, it is recommended that the east and west balcony corridors be closed to prevent access to the public. It is further recommended that the building not be used for large public events that would involve the use of the auditorium.

- **Due to the extent of apparent foundation settlement at the exterior wall of the elevator, it is recommended that an experienced foundation repair contractor be engaged to install steel underpinning piers and mechanically stabilize the existing building foundation at the elevator location near the northeast corner of the building.** It may be possible to lift the building back up towards its original position if this process is performed in small increments while monitoring movement of the building to avoid causing damage. It is recommended that the elevator not be used until the foundation can be stabilized.
- **Repairs to the cast-in-place concrete beam-and-slab roof structure at the north end of the building are required to maintain the integrity of the roof structure.** At this time, the extent of concrete deterioration is unknown and cannot be visually observed due to the presence of an existing ceiling. It is recommended that the existing ceiling be removed to allow for the bottom side of the concrete structure to be visually observed.
- **The concrete ramp and masonry ramp walls on the north side of the building are in poor condition.** This does not present a structural concern from a life-safety safety standpoint at this time, but the extent of deterioration (particularly in the ramp walls) makes it apparent that repairs would be cost-prohibitive. **It is recommended that the ramp and ramp walls be removed and replaced.**
- **The condition of the brick parapet walls should be monitored over time.** The darkened discoloration observed at the face of brick on the outside of the parapet suggests that there could be issues with moisture transfer at the parapet that could lead to deterioration.
- **The condition of steel lintels that support brick above exterior windows and doors should be monitored over time for corrosion.** Corrosion can eventually result in loss of structural capacity for the lintel, coupled with expansion of the steel and movement in the brick. Steel lintels can be cleaned to remove corrosion from the surface of the steel and repainted with a protective coating.

Additionally, once the building structural items have been addressed the elevator and chair lifts should be serviced or repaired and put into service to provide universal access to the public areas of the building.

On July 23rd, Christopher Boos, P.E. and Principal with Bob D. Campbell & Company (BDC) of Kansas City, Missouri visited the site to assess the structural conditions of the building and provide a report on the findings. The report was based on limited visual observations as well as review of the available project information. The full BDC report is available in the appendix of this document.
It is noteworthy that some of the conditions found at the northeast corner of the building such as the settlement and cracking appear to be occurring or exacerbated by the 1976 construction of the elevator and ramp imposing additional load and/or impacting the capacity of the soils beneath the original foundation.

Observations made during this visit are summarized as follows:

- Significant stairstep cracking was observed in the exterior brick wall near the elevator at the northeast corner of the building.
- A portion of the existing roof structure on the west side of the auditorium failed and collapsed on June 15, 2020, as documented in an engineering report prepared by EFI Global (EFI Global File No. 015.01810, dated July 3, 2020).
- The concrete ramp on the north side of the building is in poor condition.

- Corrosion-related deterioration of concrete roof structure was observed in the low roof area on the north side of the auditorium.
- Corrosion-related deterioration of concrete structure over the basement area at the southeast corner of the building was observed.
- Some of the mortar joints in the stone panels at the bottom of the exterior building walls are loose or deteriorated.
- As viewed from the outside of the building, many of the brick parapet walls were observed to have a darkened discoloration at the surface of the brick. This may indicate moisture-related issues with the brick.
- Steel lintels supporting brick over windows and doors in the exterior walls appeared to be in generally good condition.



Cracking in the northeast corner of the building.



Temporary wood framing supporting area where partial roof collapse occurred.

Based on the observations detailed in this report, Bob D. Campbell & Company recommended that the following items be addressed:

- **The most significant structural issue with the building is the state of the roof slab on the east and west sides of the auditorium.** A partial roof collapse recently occurred near the south end of the roof on the west side of the auditorium. The collapse appears to be the result of corrosion of the corrugated metal rib roof deck at the bottom of the concrete roof slab. Measures have been taken to shore up the existing roof slab with wood stud walls and wood joists along both the east and west sides of the auditorium. The wood framing should be considered a temporary solution. It is recommended that a licensed architect and engineer be engaged to provide a design for a long-term solution that includes removal and replacement of the existing roof deck in this area. Until a long-term solution can be implemented, it is recommended that the east and west balcony corridors be closed to prevent access to the public. It is further recommended that the building not be used for large public events that would involve the use of the auditorium.

- **Due to the extent of apparent foundation settlement at the exterior wall of the elevator, it is recommended that an experienced foundation repair contractor be engaged to install steel underpinning piers and mechanically stabilize the existing building foundation at the elevator location near the northeast corner of the building.** It may be possible to lift the building back up towards its original position if this process is performed in small increments while monitoring movement of the building to avoid causing damage. It is recommended that the elevator not be used until the foundation can be stabilized.

- **Repairs to the cast-in-place concrete beam-and-slab roof structure at the north end of the building are required to maintain the integrity of the roof structure.** At this time, the extent of concrete deterioration is unknown and cannot be visually observed due to the presence of an existing ceiling. It is recommended that the existing ceiling be removed to allow for the bottom side of the concrete structure to be visually observed.
- **The concrete ramp and masonry ramp walls on the north side of the building are in poor condition.** This does not present a structural concern from a life-safety safety standpoint at this time, but the extent of deterioration (particularly in the ramp walls) makes it apparent that repairs would be cost-prohibitive. **It is recommended that the ramp and ramp walls be removed and replaced.**
- **The condition of the brick parapet walls should be monitored over time.** The darkened discoloration observed at the face of brick on the outside of the parapet suggests that there could be issues with moisture transfer at the parapet that could lead to deterioration.
- **The condition of steel lintels that support brick above exterior windows and doors should be monitored over time for corrosion.** Corrosion can eventually result in loss of structural capacity for the lintel, coupled with expansion of the steel and movement in the brick. Steel lintels can be cleaned to remove corrosion from the surface of the steel and repainted with a protective coating.

Additionally, it was recommended that due to the nature of the collapse the City should not utilize the building for gatherings in the main auditorium until a licensed engineer has been engaged to review the conditions of the roof, the repairs, and temporary support measures to determine if the space may be occupied in limited or full capacity. Given the temporary bearing walls constructed on the balcony level, exit access, circulation and seating capacities will be reduced.

Market Assessment 2.3

Ballard*King & Associates (B*K) completed a demographic assessment and analysis for Memorial Hall in Joplin, MO. The first step to complete this scope of work is to determine service areas for analysis and recreation/leisure activities.

The following is a summary of the demographic characteristics within areas identified as the Immediate, Primary and Regional Service Areas. The Immediate Service Area is the boundaries of the City of Joplin. The Primary Service Area is approximately a 30-minute drive time from Memorial Hall. Lastly, the area comprised of multiple counties around Joplin and the 30-minute drive time is considered the Regional Service Area.

B*K accesses demographic information from Environmental Systems Research Institute (ESRI) who utilizes 2010 Census data and their demographers for 2020-2025 projections. In addition to demographics, ESRI also provides data on housings, recreation, and entertainment spending and adult participation in activities. B*K also uses information produced by the National Sporting Goods Association (NSGA) to overlay onto the demographic profile to determine potential participation in various activities.

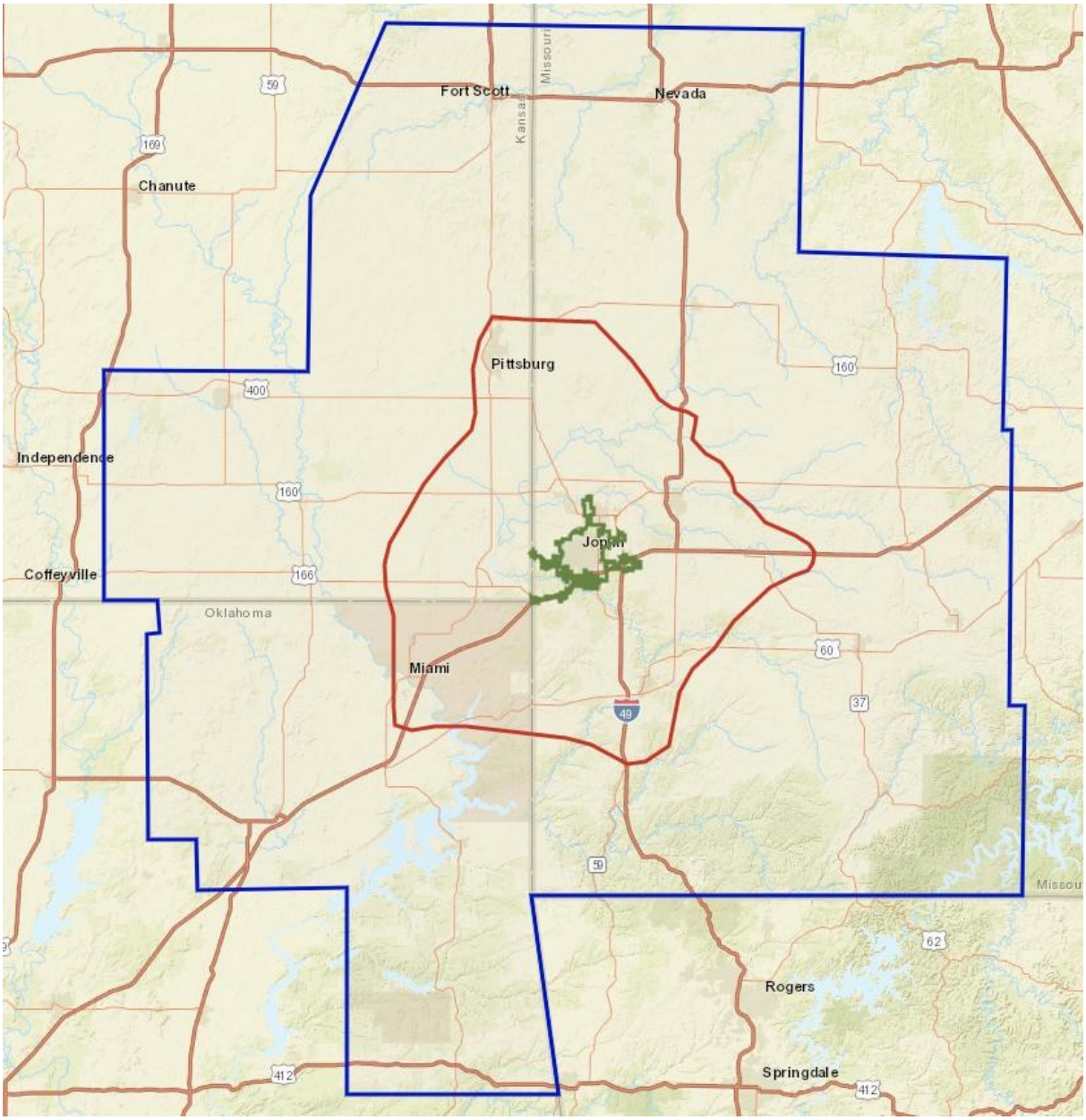
Service Areas

The information provided includes the basic demographics and data for the Immediate, Primary and Regional Service Areas with comparison data for the State of Missouri and the United States.

Primary Service Areas are defined as the distance people will travel on a regular basis (a minimum of once a week) to utilize facilities and participate in programs. For Regional Service Areas, people may be much more limited and will focus more on special activities or events.

Service areas can expand, or contract based upon a facility's proximity to major thoroughfares. Other factors impacting the use as it relates to driving distance are the presence of alternative service providers in the service area. Alternative service providers can influence participation, membership, daily admissions and the associated penetration rates for programs and services. Service areas can vary in size with the types of components in the facility.

The full market assessment is included in the Appendix.



Green Area – Immediate Service Area

Red Area – Primary Service Area

Blue Area – Regional Service Area

Community Input and Engagement 2.4

Public Input

Public input and feedback on the future of Memorial Hall is critical to develop a successful project. The process for this study included three primary components to solicit input from the regional Joplin community:

- Focus group discussions with key stakeholder groups
- Community meetings to allow the public to be engaged in the study process
- Online surveys to allow flexibility for feedback

Focus Groups

Three focus groups were engaged by the study team to understand their specific goals, concerns and vision for the future of Memorial Hall. The focus groups met with members of the consultant team and city staff on August 18th, 2020 and offered their thoughts on the project. The agenda for these meetings was intended to be an open-ended discussion to understand the organization's mission and goals, how they have used Memorial Hall in the past, how they envision using it in the future, and general thoughts on the facility. Following the active public engagement process the study team met with each focus group again on December 3rd, 2020 to review the proposed concept, discuss any concerns, and review next steps. Below are summaries of those discussions.

Connect2Culture

Connect2Culture is an operating partner at the future Harry M. Cornell Complex that will be situated north of Memorial Hall on the site of the existing parking lot. As grassroots, not-for-profit organization they have assisted with the successful fund-raising effort that will realize a new arts and entertainment complex, i.e., the Harry M. Cornell Complex. Their role in the operation of that facility will be programming and promotion of various cultural arts activities primarily in performing arts. They will share the new facility with Spiva and other like-minded cultural arts organizations. Attendees from Connect2Culture on August 18th included Clifford Wert, Sharon Beshore, and Emily Frankoski. Below is a summary of the discussion:

- Connect2Culture has a history of promoting successful events at Memorial Hall.
- Have engaged previous studies that included possible uses of Memorial Hall.
- Memorial Hall allows for a larger capacity event space than the Cornell Complex which will seat up to 470 in the performance space.
- Memorial Hall should be an integral component in the continuing development of the area as a cultural arts hub in downtown Joplin supporting festivals; becomes the "Cultural Heart" of Joplin region.
- Noted that an MOU exists giving Connect2Culture the first right of refusal to Memorial Hall should it become infeasible to the City.
- Would be highly interested and committed to continuing their partnership with Joplin Parks and Recreation to promote cultural arts events at Memorial Hall.

Attendees from Connect2Culture on December 3rd included Clifford Wert, Sharon Beshore (virtual attendee), and Emily Frankoski. Below is a summary of the discussion:

- Connect2Culture supports the proposed renovation of Memorial Hall and the improvements that are outlined in the study.
    - Believed the ability to seat up to 1700-1800 would be a complimentary capacity to the future Cornell Complex.
    - Felt that the proposed concept supported some of the City Council's recently identified six priorities for city action:
        - Address declining neighborhoods.
        - Improve community appearance, including public properties maintained by the city.
        - Increase economic opportunities for all.
        - Address homelessness.
        - Reduce crime and increase safety.
        - Create and grow resilient revenue to improve levels of services offered by the city as well as to provide for infrastructure maintenance.

- General comments that should be considered when/if the project moves forward:
    - Ability to attach banners and/or digitally project onto the surfaces adjacent to the proscenium would be desired.
    - Consider if the existing angled walls that currently provide a return air path are still required and what opportunities exist if not required, such as expanding the width of the proscenium opening.
    - Sight lines from the mezzanine and seating areas should be further studied to confirm all seating has a view of the stage. This could have an impact on the size, shape, or location of the mezzanine suites and fixed seating areas along the southeast and southwest portions of the mezzanine.
    - Further consideration of parking would be prudent. Studying traffic and possibly incorporating parking along Joplin and Wall to create parking if a traffic study indicates those streets can have the number of lanes reduced.

Downtown Joplin Alliance

According to their mission statement, the Downtown Joplin Alliance "is a not-for-profit organization dedicated to the revitalization of the downtown community as a thriving, safe, and attractive center of art, history, enterprise, commerce, culture, residence, and entertainment."

Attendees from the Downtown Joplin Alliance on August 18th included Jeff Neal, Lori Haun, and Jill Sullivan. Below is a summary of the discussion:

- Historic preservation is part of the mission of DJA.
- Memorial Hall is a local landmark and should be protected.
- Does not prefer options suggested where Memorial Hall is demolished and becomes a park, parking lot, or other open space.
- It would be culturally irresponsible to remove [demolish] Memorial Hall.
- Other compatible uses or partnerships that might be explored could include the Joplin History and Mineral Museum, Children's Learning Alliance,
- Believes that revitalization of Memorial Hall success may depend on:

- intentional planning and development
- re-establishing Memorial Hall as a vibrant community space
- pedestrian and vehicular connectivity
- relationship with Connect2Culture for promotion of events
- festivals, tradeshows, and conferences could stimulate local business in the downtown area (restaurants, retail, etc.)

Attendees from the Downtown Joplin Alliance on December 3rd included Jeff Neal, Lori Haun, and Jill Sullivan. Below is a summary of the discussion:

- DJA supports the concept proposed in the Memorial Hall study.
- Representatives believed that the facility would be very appropriate for the Historic Tax Credit program and that eligible costs could be significant helping to offset a portion of the total project cost.
    - Recommended doing a deeper dive into potential eligible costs and agreed with the study recommendation of engaging a qualified consultant to assist with this process when/if the project moves forward.
    - Noted that the City would not be eligible however a 501c3 entity could be developed or a partnership formed to facilitate access to the HTC program.
- Agreed that parking is a concern and merits additional study to find opportunities.
- Suggested adding a warming or catering kitchen in the annex as well as the renovated commercial kitchen space proposed in the study.

American Legion, Post 13

The American Legion had a significant role in the original development, support, and realization of Memorial Hall and has always had a presence in the building since it opened in 1925. Several members of the American Legion Post #13 attended the discussion on August 18th, 2020 including Warren Turner (Post Commander), Senator Bill White, and Councilman Doug Lawson.

- Post #13 currently has over 250 members with up to 60 attending meetings at times. The organization is growing in membership.
- Several spoke passionately about what Memorial Hall has meant to them and others in the community over the years and the importance of buildings of this type serve to service men and women.
- Strongly opposed the building being demolished to become a parking lot or park space.
- Members felt that the building can support the organizational goals of raising awareness of veterans' issues by reaching young people and educating them via tour groups, exhibits, and general presence in the facility.
- Saving existing exhibits and war memorials was non-negotiable and that new memorials should be created for the conflicts in the Gulf region.
- Have hosted the American Legion Expo that attracted approximately 2000 attendees and would want to have a space to continue hosting such events.
- Consider a private development partnership such as "Friends of Memorial Hall."

- Think outside the box to create and host diverse types of events and bring events back to Memorial Hall. Several organizations have stopped using, have outgrown, or see Memorial Hall as outdated.

Attendees from the American Legion Post #13 on December 3rd included Warren Turner (Post Commander), Richard Russell, Bob Harrington. Below is a summary of the discussion:

- The representatives from the American Legion were excited and supported the concept proposed in the Memorial Hall study. They would be an advocate for the project to move forward.
    - The organization would be interested in helping engage fundraising and working with the City specifically on relocating existing memorials, initiating a program for donors to purchase brick pavers in the proposed civic plaza, and generally supporting the City's efforts to make the project a reality.
- Agreed that parking was a concern as well as continuing to look for opportunities for parking nearby.
- Agreed that the Legion meeting room could be used by other organizations or as a VIP meeting space. Agreements should be drafted, reviewed, and executed when/if the project moves forward.

Community Meetings and Online Surveys

The community input and engagement process for the Memorial Hall Study included an active process of public meetings and online surveys. Three public meetings were conducted during the study with concurrent and follow-up online surveys to continue dialogue.

Online surveys are typically utilized by SFS Architecture for a study of this type however during the health crisis and pandemic that occurred this became an essential means of gathering valuable feedback from citizen and users from a diverse demographic and broader geographic region than just the city limits of Joplin.

Meeting content for each of the public meetings, survey questions for each of the three surveys, and responses to the surveys are all included in the Appendix.

Community Meeting #1: Public Open House

On August 27th, 2020, the first of a series of three community meetings was facilitated by the study team. The format was an Open House with presentation boards included photos and illustrations of the existing conditions from the site and surrounding context to recent images of Memorial Hall and a summary of the building conditions assessment. The meeting was held at the Memorial Education Center Cafeteria, 825 Pearl Street.

There were 15 to 20 that attended from the public in addition to members of the consultant team and City staff. Feedback from those that attended was generally consistent in that Memorial Hall was a fixture in the community and they did not want to see it razed.

Information on the first public online survey was also distributed to engage the community in ongoing dialogue about the future of the building. This survey was live from August 20th until September 4th

receiving 819 responses with a 92% completion rate. The full responses of this survey as well as the questions and content can be found in the Appendix.

Community Meeting #2: Concept Opportunities

The second public meeting was held on October 1st, 2020 at the Memorial Education Center Cafeteria, 825 Pearl Street. The content of this presentation was intended to be a response to the feedback received from the first online survey which showed a majority supporting Memorial Hall as a facility that could support both a concert venue and civic center.

The format of this meeting included a presentation followed by open discussion/Q&A. The presentation included summary information on the building conditions assessment, market and demographic assessment, and graphics illustrations showing the potential of renovating the interior of Memorial Hall, expansion opportunities, and how these could help connect to the future Cornell Complex to the north. Questions were posed about what the renovated spaces and building additions might house and the program opportunities could occur. The meeting was attended by approximately 30 to 35 members of the public in person and a follow up virtual presentation was included for viewers to watch after the meeting date.

The illustrations and diagrams from this public meeting were included in the second online survey that was launched the same day. In addition to the graphics, the survey also referenced the City's website that included the virtual presentation. Questions in this survey asked respondents to prioritize potential space types that might be included in a renovated and/or expanded Memorial Hall. This survey was live from October 1st until October 29th when 320 responses were received with a completion rate of 97%. The full responses of this survey as well as the questions and content can be found in the Appendix.



Public Meeting #3 held on October 27th, 2020.

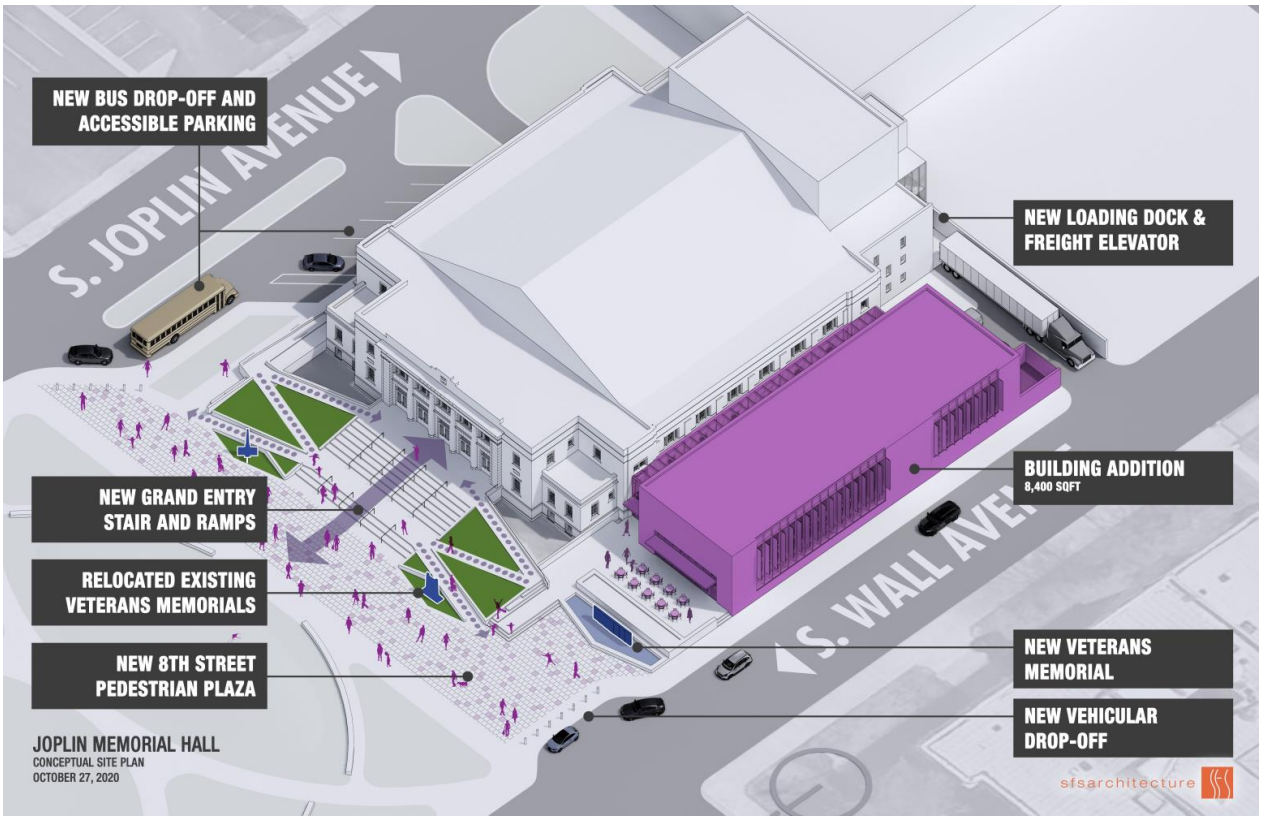
Community Meeting #3: Concept Feedback

Using the input and feedback from both previous surveys, community meetings, and discussions with staff a proposed concept for the future of Memorial Hall was presented to the public on October 27th, 2020 at the Memorial Education Center Cafeteria, 825 Pearl Street. There were approximately 40 to 45 attendees from the public in addition to the consultant team and City staff. The format was a presentation followed by open discussion/Q&A. In this presentation the proposed concept for Memorial Hall included a full building renovation, a building addition on the west, small accessible parking lot on the east, and site improvements on the north and south side of the existing building. Attendees were supportive and complimentary of the concept but raised the followings concerns:

- Access to parking in the downtown area.
- The cost of the improvements.
- Seating capacity for events held on the auditorium floor (bull riding, circus, roller derby, etc.).

A third online survey was launched on October 30th that included the illustrations shared at this meeting. This survey was live until December 7th and received 297 responses with a completion rate of 96%.

- Nearly 80% of respondents agreed with the proposed concept for Memorial Hall.
- Access to parking and the cost of the project were the top two respondent concerns.
- 80% of respondents believe that renovating Memorial Hall is a medium to high priority for the City of Joplin.
- Several open comments were also received in Survey #3 and can be reviewed in the Appendix.



Site Axonometric from Public Meeting #3.

Section 3

Concept Design

Concept Design 3.1

Options and Opportunities

As the public input indicated support for conceptual exploration for Memorial Hall should include renovation as a concert venue as well as a civic center, the team evaluated the current building program and ability to utilize spaces for a variety of activities and programs. The current layout of Memorial Hall has allowed the auditorium to be used for a variety of events from concerts, bull riding, circuses, and recreational uses, however there were some obvious limitations. A significant need identified by staff and supported by the online community surveys was the lack of a variety of meeting spaces for small groups to larger gatherings. Larger gathering types described included banquets, tradeshows, expos, and conventions for up to 2000 attendees. **With the community desire for Memorial Hall to continue hosting performing arts but also provide for new and expanded opportunities, the team began looking at each space in the building as needing to meet a variety of uses and user groups.**

The future Cornell Complex and the opportunities that will exist in and around that facility were also of significance to this study. Future programming for Memorial Hall should support and compliment the Cornell Complex, and vice versa. Duplicating or competing would only prove detrimental to the success of the other so collaboration and partnering should be the spirit of co-existence.

The outdoor spaces at Memorial Hall are limited and offer no real programming opportunities or connection to the interior spaces. Parking to the north will be displaced by the future Cornell Complex. The existing ramp has fallen into disrepair and needs to be replaced. Two existing memorials are in good condition but do have some deferred maintenance that could be addressed. The team identified these as opportunities to create a more cohesive connection between the Cornell Complex, Memorial Hall, and the downtown pedestrian and vehicular urban conditions. Parking remains a significant concern with the community and should be studied in further detail. Relocating and repairing the existing memorials as well as creating space for a new veteran or war memorial help support this more connected environment.

Building mechanical systems have evolved over the life of the building and should be updated to current performance requirements and allow for more sophisticated controls and zoning. New HVAC systems will be of higher efficiency and reduce operational costs for heating and cooling the building spaces as well as improving occupant comfort and indoor environmental quality.

Power systems and back-up power systems appear to be adequate for the new uses and could be anticipated to remain if the utilities and main distribution system is in good working order. Building lighting has evolved over time and is largely outdated and inefficient by today’s standards. A full lighting replacement in a major renovation project should reduce loads and subsequent utility costs. Electrical subpanels, branch circuits, and terminal devices will likely be replaced as part of a major renovation project and help reduce future maintenance costs.

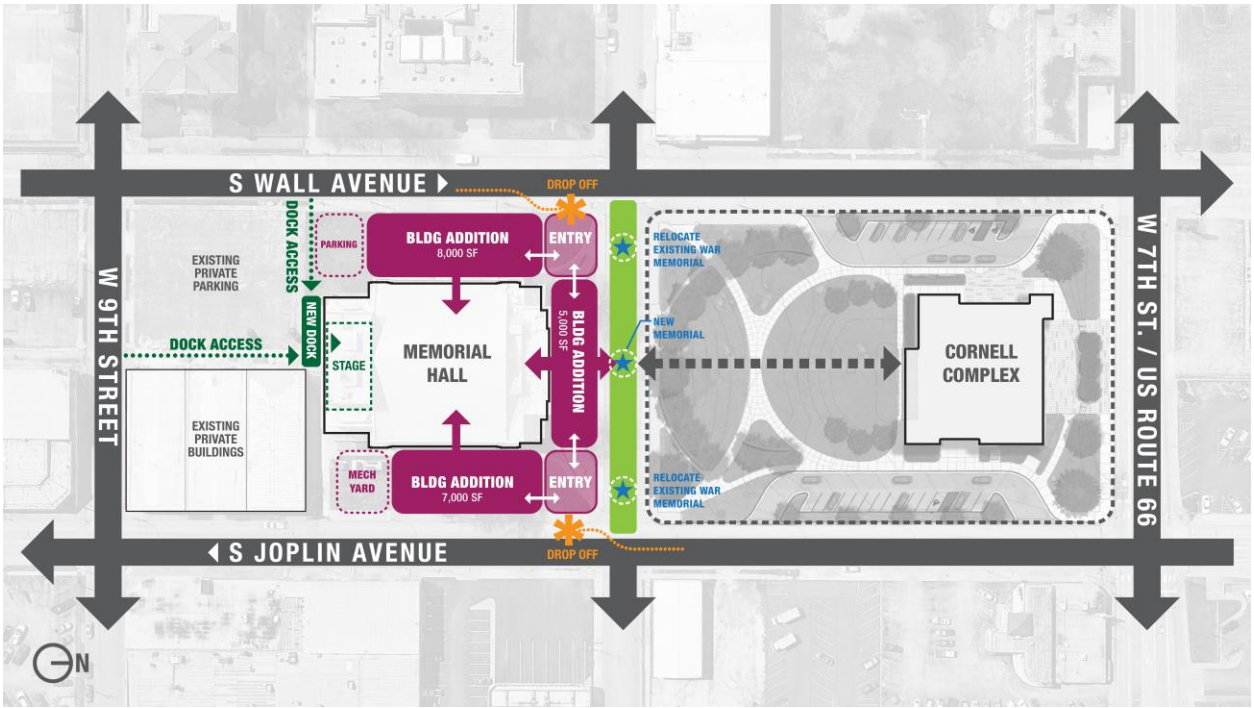
The existing stage area is open to the auditorium and no accessible route exists to reach the stage. The fly space is outdated and difficult to utilize for short duration performances and stage load-in was limited due to the lack of a dock area outside the building. The consultant team identified the stage and adjacent

spaces as an opportunity to improve functionality and increase flexibility that would support the current and past uses while creating new programming possibilities.

The fixed seating in the auditorium and mezzanine has served past uses well however when all seating is not utilized these areas do not offer flexibility for other uses or opportunities. The consultant team evaluated these areas and identified various ways to modify or update them to allow for flexibility.

Lobbies, admissions, and concessions spaces in the original layout of Memorial Hall were efficient however the team viewed these areas as opportunities to consolidate staffing, create a more welcoming and controlled entry sequence, improve circulation, and enhance the visitor's experience.

The first diagrams the team presented to the community at the second public meeting included a preliminary concept showing potential within the current building envelope as well as expansion opportunities around the building. The survey that followed this presentation asked for feedback on new uses or features that might be included. Meeting spaces, space for indoor recreation programs, and continued support of performances were evident in the survey responses. One interesting finding from this survey was that the community desired and supported the idea of a STEM or STEAM based children's discovery center like the Amazeum in Bentonville, Arkansas for example. While there is a significant level of interest in this type of facility, after evaluating potential cost and space needs at a high level the consultant team determined this was not a compatible use of Memorial Hall combined with the concert venue component and the cost and space available to create a building addition for this was infeasible.



Concept Opportunities Diagram from Public Meeting #2.

Recommended Concept Design 3.2

The recommended concept design was refined from the options presented at the second public meeting and second public survey. The consultant team focused on the following as guiding principles to arrive at a proposed concept design:

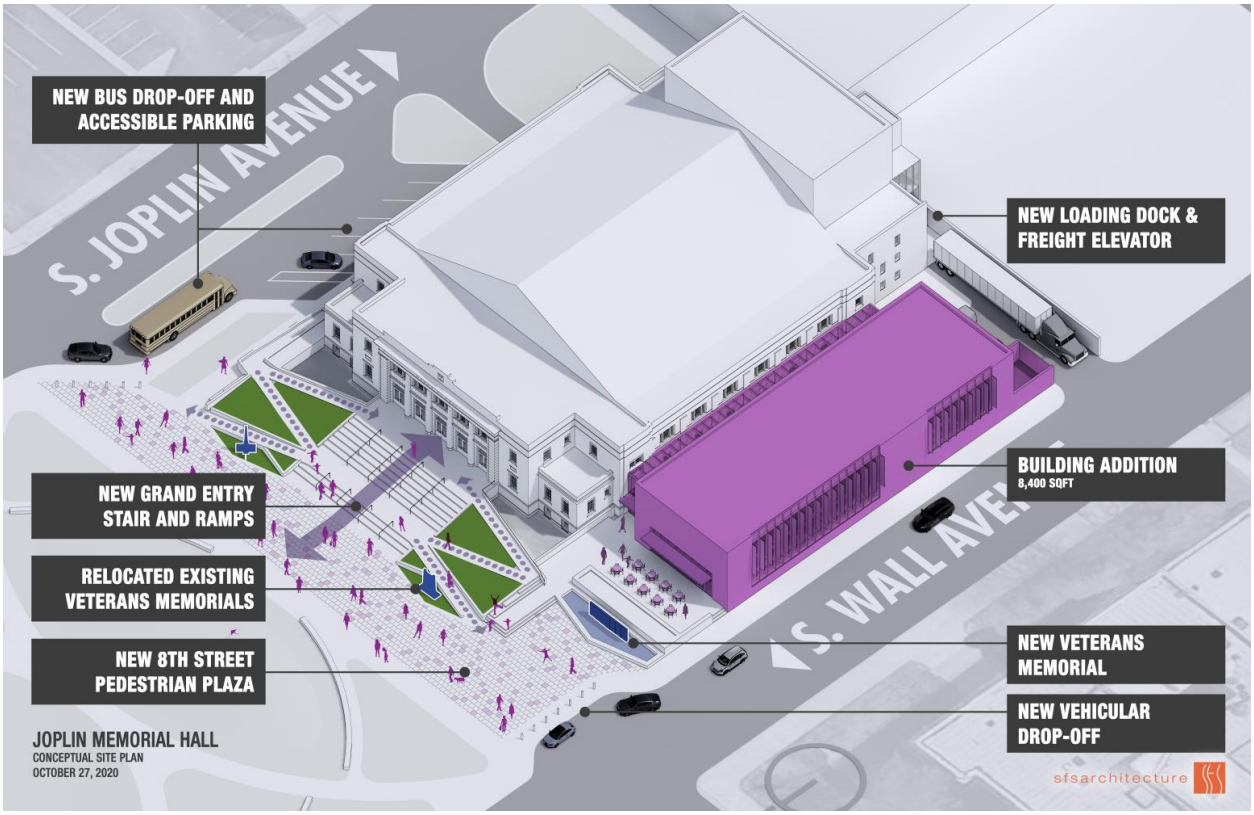
- Improve the cost recovery of operations by creating more flexible and multi-purpose spaces that will increase building usage throughout the day/week/year.
- Intentional, continued, and expanded recognition of veterans, organizations, armed service branches, and American conflicts.
- Spaces to support a variety of indoor recreation programs.
- Meeting spaces to support small groups of 25.
- Large groups of up to 2000 person events that could include concerts, plays, musicals, tradeshows, art fairs, small conventions, and expos.

The proposed concept is illustrated in the diagrams and renderings on the following pages and summarized as follows:

Site

Refer to the diagram on the following page illustrating the proposed site improvements in summary below:

- Vacate 8th Street to create pedestrian civic plaza connection between Memorial Hall and the open space south of the future Cornell Complex.
- Create a new grand entry stair and ramp with landscaping space on the north of Memorial Hall to replace the existing ramp system.
- Relocate both existing memorials and create space for a new memorial/water feature.
- Create a new vehicular drop-off on the northwest corner of the property at approximately South Wall Ave and 8th Street.
- Create a new vehicular drop-off and seven accessible parking spaces on the east side of the property.
- Maintain existing load-in area at floor level off South Joplin Avenue.
- Create new covered dock area on the south side of the stage area that can be accessed from the south, east, and west sides to allow for flexibility of maintenance, event load-in, and trash services.



Site axonometric of proposed recommended concept design.

Building Renovation

Renovation Area	48,210 Square Feet	Basement	10,090 sf
		Main Level	24,800 sf
		Mezzanine	12,320 sf

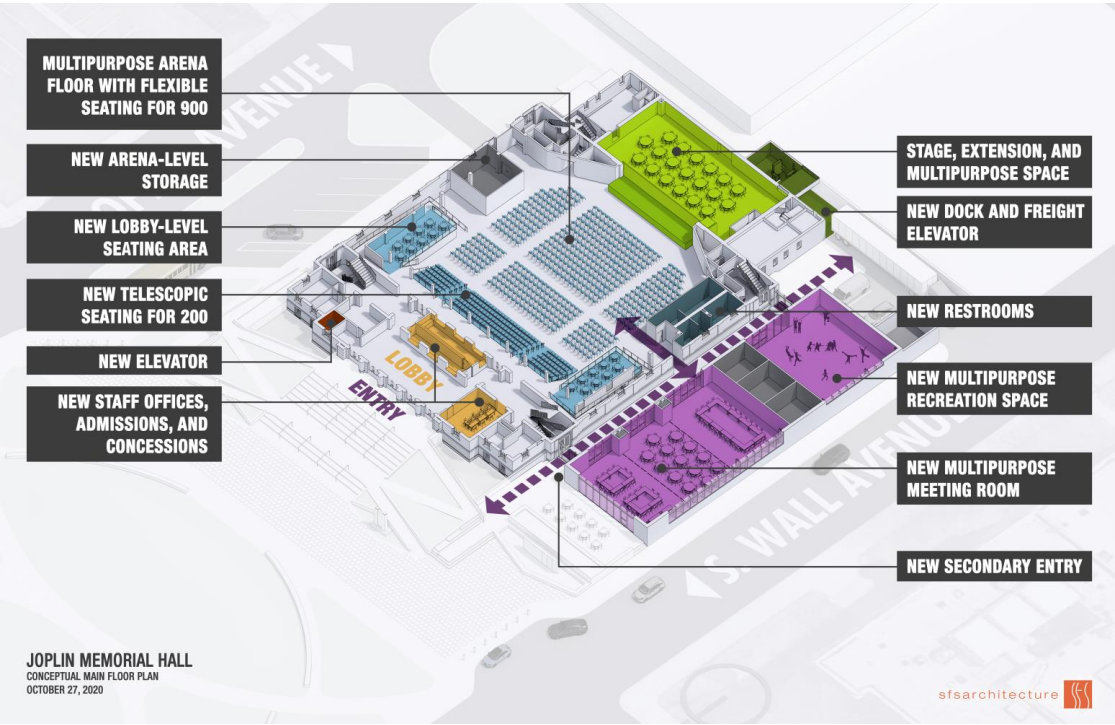
Renovation would largely maintain the open spaces where they exist today and preserve/renovate the exterior of the building to maintain the original spirit and character of Memorial Hall. The renovation scope of work generally includes the following:

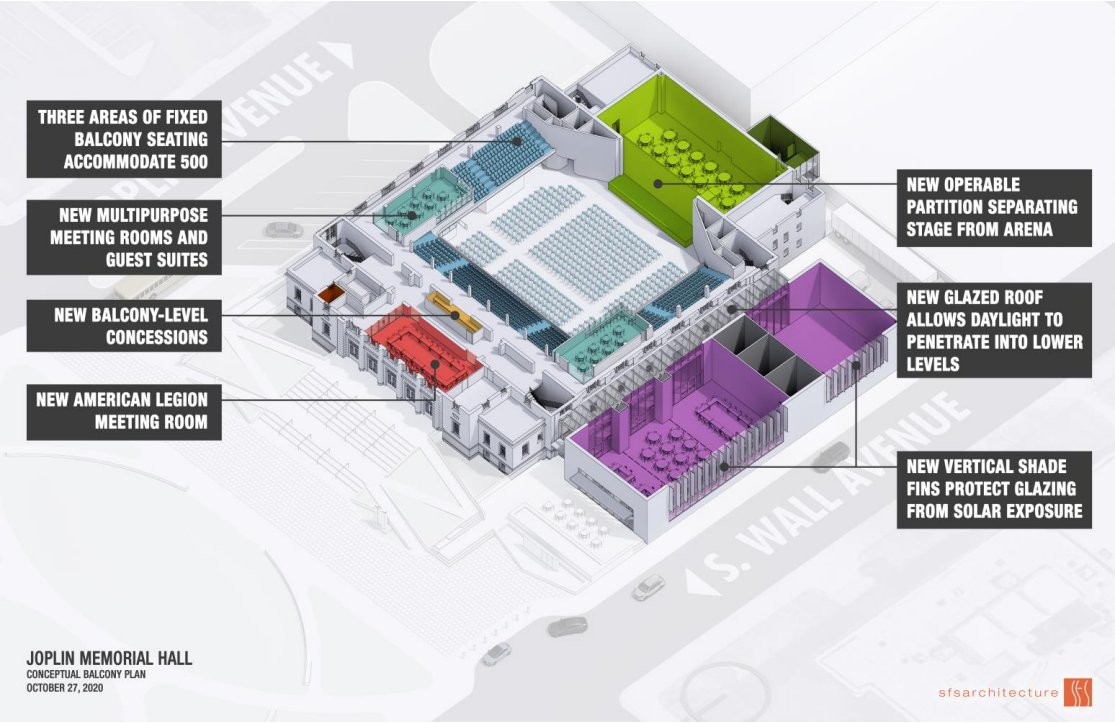
- Seating capacities as follows:
    - Floor Seating: 900
    - Telescoping Seating: 200
    - Main Level unconcentrated tables/chairs and standing room: 75-100
    - Mezzanine Fixed Seating: 500
    - Mezzanine unconcentrated tables/chairs and standing room: 75-100
    - Total: Approximately 1750-1800
- Existing memorial plaque and displays that are impacted by renovation activities would be relocated within the public spaces starting in the lobby and extending into the auditorium space.

- The lobby, concessions, and admissions are modified to enhance the visitor experience and consolidate staffing. Daily staff offices would be created in the location of the existing concession space.
- Modification or removal of existing fixed seating to offer flexibility or create new support spaces at the floor level.
    - Informal seating areas would be created at the lobby level in lieu of fixed seating which can become social spaces when not used for events.
    - Telescoping seating is included at the north end of the auditorium floor. These can be retracted to allow for additional floor space for events or recreation opportunities.
- All restrooms would be renovated and updated in their current locations with new restrooms being provided on the auditorium floor level that can be accessed from the auditorium or the building addition.
- The stage is modified to allow additional flexibility and functionality.
    - A new operable acoustic partition at the proscenium opening to allow the stage to be programmed and used separately from the auditorium space. Rehearsals, small performances, meetings, dance classes, and a variety of other uses become possible on the stage with the addition of the partition.
    - An extension of the stage is proposed to bring the performance out into the auditorium improving the connection to the audience and sight lights at the upper seats. This extension can be retracted into the existing orchestra pit when not in use, creating additional floor area for recreation or seating.
    - A tension grid is proposed just above the head of the proscenium opening that can be accessed from the new stair and freight elevator. A tension grid provides a very flexible and functional access for theatrical lighting, staging, rigging, and other creative applications for the theatrical arrangements.
- The mezzanine level would include removal of a portion of fixed seating in lieu of two flexible spaces that can be used between events for small group meetings or during performance events as suites. Remaining areas of fixed seating would have all seats replaced and updated.
- The American Legion would have a dedicated meeting space on the mezzanine level in the location of the existing office/conference room.
    - This space would increase visibility for the organization and support the principles of providing continued and enhanced recognition.
    - The space should be designed to allow for educational opportunities and visibility of the space and would be dedicated solely to the use of the American Legion. With their permission, it could be utilized by other community organizations or groups.

The last major renovation of Memorial Hall occurred in 1976, approximately 50 years after it initially opened. That renovation modernized the building to the standards of those times. The proposed renovation concept presented here would potentially occur approximately 50 years after the last major upgrades. Similarly, this concept seeks to bring Memorial Hall up to current standards while preserving the spirit which has made the building such a landmark and fixture in the community. Investing in the

modernization of Memorial Hall would add chapters to its story and serve future generations of the Joplin regional community for years to come.





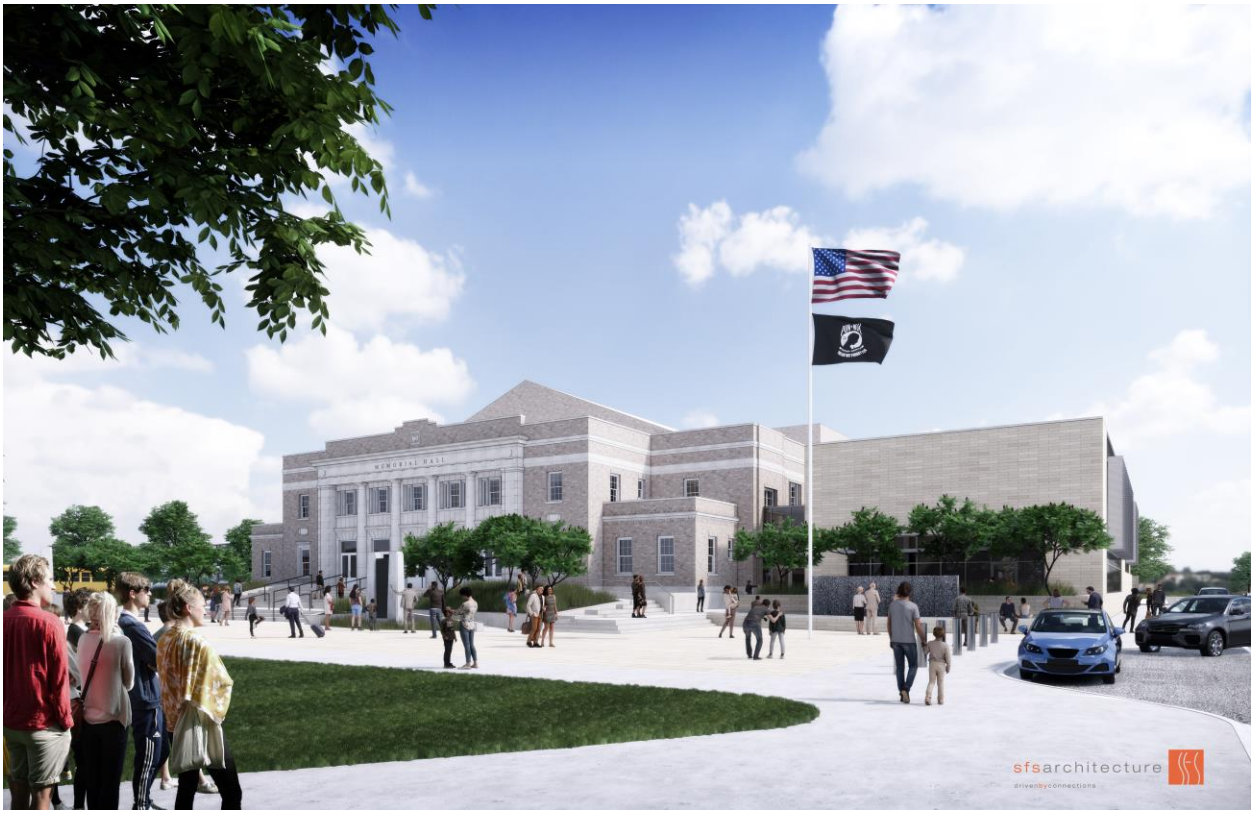
Main Floor Axonometric of Proposed Concept Design (top)
Mezzanine Floor Axonometric of Proposed Concept Design (bottom)

Building Addition

Building Addition Area 8,435 Square Feet

Creating an addition to an historic building of this type requires a sensitive, restrained approach to avoid aesthetic and technical issues. The design concept for this addition is in deference to Memorial Hall as the primary architecture. Detailing is downplayed on the addition and the way the addition meets the existing building is handled by holding back from façade planes or down from roof planes. An opportunity exists with the space types in the addition to be more transparent than Memorial Hall offering views of the activities or of the exterior façade of Memorial Hall that would now exist inside the building addition. Solar control along South Wall Avenue is an opportunity to provide an articulated treatment over substantial glazing to create a rhythm along the street.

On the north end of the addition an outdoor patio space extends the large multi-purpose meeting space to the new plaza space. This is a new space type for Memorial Hall and could be used concurrent with festivals and events at the Cornell Complex, as an outdoor space for receptions and meetings, or just an informal outdoor seating area for the public when the interior spaces are not being used.



Rendering (looking south along S. Wall Ave) with renovated Memorial Hall (right) and building addition (left).



Rendering (looking southeast) of addition along S. Wall Avenue and outdoor space north of addition.



Rendering (looking east) of the building addition multi-purpose recreation space (right) and meeting space (left).



Interior rendering of the renovated auditorium from the north east looking down into the space.



Interior rendering of the renovated stage area looking out toward the audience.



Interior rendering of the new American Legion meeting room on the mezzanine level.



Interior rendering of the new banquet and meeting space in the building addition.



Interior rendering of the new multi-purpose recreation space in the building addition looking west.



Interior rendering of the new multi-purpose recreation space in the building addition looking east.

Section 4

Implementation

Opinion of Probable Cost 4.1

Methodology

Preliminary cost estimating was provided using historic cost data from recent projects of similar size and scope. Costs per square foot of renovation and new construction were used to create a total construction cost estimate for the renovation, addition and site improvements. This high-level approach to cost estimating is generally acceptable for feasibility studies.

To provide a higher degree of confidence and qualify the projected cost estimates, a third-party cost estimator was consulted that provided a detailed cost estimate. This level of detail was achieved with a combination of actual area take-offs from a pricing package that was developed by SFS Architecture that included drawings and narratives. Assembly unit costs were estimated, trade partners were consulted, and a comprehensive project construction cost estimate was assembled. At this stage of project development for a renovation project, it is recommended that an estimating contingency of no less than 20% be included in the construction estimate.

Soft costs associated with a project include those items not included in the construction cost and can be significant in the overall budget. These include the costs of special inspections, surveys, investigations, assessments, and professional fees for design and legal consultants, marketing and banking costs, and so forth. Loose furnishings, fixtures, and equipment (FF&E) procured directly by the Owner are also examples of soft costs. Given the complexity and scope of the project, an Owner's Contingency of no less than 10% of the total project cost is recommended to manage unforeseen issues that arise with renovation and historic preservation projects.

Project Cost Breakdown

The detailed construction cost estimate is provided in the Appendix and a breakdown of the projected hard and soft costs are indicated in the table on the next page.

Memorial Hall Renovation + Addition

Project Budget Estimate

Date **10/22/2020**

revised *12/3/2020*

sfsarchitecture

Project Component	Quantity	Units	Unit Cost	Total Cost
BASE SCOPE			**TOTAL**	**$19,207,040**
Escalation and Contingency	20.0%			$3,201,173
			SUBTOTAL	$16,005,867
Renovation Site Work	1	LS	$1,914,504	$1,914,504
Renovation Building Work	1	LS	$9,954,968	$9,954,968
Building Addition	1	LS	$4,136,395	$4,136,395
			CONSTRUCTION COST TOTAL	**$19,207,040**

SOFT COSTS			**TOTAL**	**$3,710,598**
FFE - Furniture, Fixtures & Equipment				
General FF&E				
Security/TeleData	1	Allow	$60,000	$60,000
AV Systems	1	Allow	$320,000	$320,000
Theatrical Systems	1	Allow	$250,000	$250,000
Building Furnishings	1	Allow	$450,000	$450,000
Equipment - Concessions / Kitchen	1	Allow	$150,000	$150,000
Equipment - Recreation Equipment	1	Allow	$165,000	$165,000
Site Furnishings	1	Allow	$75,000	$75,000
Specialty FF&E				
Art/Creative Applications	1	Allow	$150,000	$150,000
Professional Fees				
A/E Professional Basic Services Fees	8.0%	of	$19,207,040	$1,536,563
Reimbursable A/E Expenses	1	Allow	$7,500	$7,500
A/E Supplemental Design Services Fees				
Civil Engineering and Landscape Architecture	1	Allow	$110,000	$110,000
Theatrical Design	1	Allow	$45,000	$45,000
A/V Design	1	Allow	$55,000	$55,000
Low Voltage Design	1	Allow	$25,000	$25,000
Secuity Design	1	Allow	$20,000	$20,000
Furniture Selection & Procurement	10.0%	of	$450,000	$45,000
Construction Testing & Inspections	0.5%	of	$19,207,040	$96,035
Commissioning	1	Allow	$100,000	$100,000
Topographic and Boundary Survey	1	Allow	$9,000	$9,000
Geotechnical Investigations	1	Allow	$11,500	$11,500
Plan Review Fees	0	Allow	$0	$0
Misc. Professional Fees (Legal, Marketing, etc)	1	Allow	$30,000	$30,000
			SUBTOTAL	**$22,917,639**
			OWNER'S CONTINGENCY 10.0%	**$2,291,764**
			GRAND TOTAL ALL PROJECT COSTS	**$25,209,403**

The cost of the renovation and the cost of the building addition are $6.4m and $18.6m, respectively, including estimated soft costs. It should be noted that the operations pro forma developed by Ballard*King includes the same segmentation of the building scope to illustrate the impact of partial realization on the operations plan.

Funding Sources 4.2

Funding for the project is still being evaluated by the City. Potential sources could include but not be limited to any of the following.

Municipal Bonds and Tax-based Revenue

A common form of funding for a large municipal capital improvement project involves the sale of municipal bonds to finance the cost of the project. The debt from this bond sale is then serviced over a payback period. The revenue stream for debt service may be generated from operations or various tax-based sources such as property tax, sale tax, use taxes, etc. or a combination of those and other sources.

Historic Tax Credit (HTC) Program

Utilizing the Historic Tax Credit program can provide reimbursement of up to 45% of eligible project costs. Below are key issues when considering the HTC program:

- Missouri HTC is a dollar-for-dollar credit valued at 25% of eligible costs.
- Federal HTC is a dollar-for-dollar credit valued at 20% of eligible costs.
- Eligible costs involve any work related to the historic structure, both construction costs (tangible) and soft costs (intangible). They do NOT include sitework, additions, furniture, and other non-permanent components. Examples of eligible intangible costs include AE and developer fees, construction loan interest, property taxes and insurance (as related to the historic building).
- For a property to be eligible, it must be individually listed on the National Register of Historic Places or be a contributing property to a National Register listed Historic District.
- Eligible rehabilitation costs and expenses must exceed 50% of the total basis in the property.
- Rehabilitation must meet the *Secretary of the Interior's Standards for Rehabilitation*.
- For an Owner to be eligible for Missouri's HTC program, they must be a taxpayer. Therefore, the City of Joplin would not be eligible for the MO HTC program. They may enter a public/private partnership, however, any participation by not-for-profit entities may result in the reduction of tax credits.
- Process involves the following:
    - Preliminary Application – For individually listed properties, a Preliminary Application is submitted to the MO Department of Economic Development for scoring. Top-scored applications are forwarded to the State Historic Preservation Office (SHPO) for review. SHPO review takes approximately 30-45 days. DED issues Preliminary Approval and construction may commence.
    - Final Application – At the end of construction, Final Application and supporting documents such as photos and invoices are submitted to DED, then SHPO for review. The final year construction costs are incurred is the year credits will be issued.
- MO has a cap on their HTC program. Applications are often more than the cap, thus the scoring system. The FY2021 cap is $90M with an additional $30M for projects located in a qualified census tract. There are application cycles throughout each FY.

- An HTC consultant is highly recommended to prepare the MO HTC application. An HTC accountant is also recommended to prepare the supporting financial documents.
- See the MO DED website for further information: https://ded.mo.gov/programs/business/historic-preservation

Partnerships and Private Donations

Partnerships can be developed that are advantageous in raising funds for capital improvements or for programming at the renovated facility which supports the on-going operations to access the benefits of the HTC program.

Public-private partnerships have three key advantages:

- Risk transfer from the municipality to the private partner entity
- Project delivery methods that may not typically be used by the municipality for a variety of reasons (such as Design-Build, Construction Manager at-Risk, etc. in lieu of traditional Design-Bid-Build)
- Access to additional capital outside the municipality's traditional means
    - As mentioned previously as an example, a public-private partnership can open possibilities of leveraging the state and federal historic tax credit (HTC) program.

Operational partnerships could include various user groups such as Connect2Culture or other organizations that would utilize the building on a recurring basis. These can be fee-based agreements for use of a portion of the facility during certain time frames or an agreement with the city to operate the entire facility on their behalf which reduces the City's managerial costs but should be evaluated with the overall goals and objectives of the City and facility.

As partnerships are evaluated, some key questions need to be addressed upfront such as:

- What are each potential partner's goals and objectives?
- Are there specific components to the project that are more important than others?
- What role does each partner see themselves filling?
- What does each entity bring to the partnership?
    - Examples could be funding capital, resources for outreach, fundraising or advocacy, leasing potential, managerial expertise, and so forth.

Detailed contractual partnership agreements can then be drafted to clarify the roles and responsibilities of each entity as it relates to the overall project as well as various aspects of implementation of the project from funding, design and construction, occupancy, and operational issues.

Project Delivery Methods 4.3

Various project delivery methods are possible for this project and should consider funding sources, project complexity, and partnerships before deciding which approach is preferred. Below are some of the delivery methods and some of those considerations as the relate to the specific method. More detailed information can be found at several industry websites such as the American Institute of Architects (www.aia.org) or the Design-Build Institute of America (www.dbia.org).

Design-Bid-Build (DBB)

One of the most common or traditional delivery methods used in the public sector. In this delivery method, the owner procures the services of the design team who works with the owner and project stakeholders to design the project based on the owner's parameters. The design team will develop drawings and specifications that prescribe performance requirements for all aspects of the project. Bidding is open to qualified construction firms and selection usually occurs with the lowest qualified bid that is received being accepted and that firm awarded the project. The owner then enters into an agreement with the awarded construction firm. The primary risk associated with DBB is that the owner's budget may be exceeded if the bids received are not within budget potentially requiring redesign and rebidding, or cancellation of the project.

Construction Manager (CM)

There are two forms of construction manager delivery. The primary advantage of both is the ability to select based on qualifications and engage the expertise of the construction industry during design and preconstruction. This tends to lead to tighter cost certainty than DBB and potentially reduces overall schedule duration from design start to occupancy.

Construction Manager at Risk (CMaR) is most like a traditional DBB process however the owner typically selects a Construction Manager (CM) through a Qualifications-Based Process and negotiates the final terms of the contract with the most qualified firm. The benefit of this process is that the CM can become engaged earlier in the design process and become an integral part of the team. Services performed by the CM during this time are called pre-construction services and can be of significant value to the project team. In this delivery method the owner still holds separate prime contracts with the design and construction team but gains the benefit of leveraging a more collaborative pre-construction and design process with a single prime construction contract where the CMaR holds all subcontracts and the associated risk.

Construction Manager as Agent or as Advisor (CMaA) is also referred to as an Owner's Representative. The CMaA is selected following a similar qualifications-based process and can be engaged early in the process during design and pre-construction. Where this differs from CMaR is that the contract(s) for construction are held between the owner and the construction firms with the CMaA advising the owner during the construction phase. The owner can still use a single prime contracting method with a general contractor or segment the project into multiple packages, otherwise known as a multiple prime contracting method. While this is rare and more complex than single prime contracts, there are benefits to the owner which are typically seen in cost savings for construction. The primary benefit to an owner of hiring a

CMaA is realized in situations where the project is very complex and/or the owner does not have the expertise or resources to execute a project appropriately.

Design-Build (DB)

Design-Build streamlines the owner's contracting and procurement to a single contractor responsible for both design and construction. DB teams are typically selected through a qualifications-based process and can be led by the contractor, designer, or developer depending on the type of project. It is most common for a contractor or developer to hold the prime contract with the owner for a design-build project. While there are several variations of DB delivery, two typical approaches include Prescriptive Design-Build and Progressive Design-Build. Prescriptive DB requires the owner to provide very specific requirements for the project that the DB team must meet. These can include cost, performance, and aesthetic requirements among others and are usually included in "bridging documents" that provide a springboard for the DB team to start with. Progressive DB typically have a target price with general requirements allowing the DB team to value engineer the project holistically and requires less resources from the owner. DB delivery can lead to reduced overall schedule duration and cost certainty for the owner in addition to streamlining contracting requirements. The disadvantage often perceived with DB is the distinct separation of the owner from the design team during the preconstruction phase. While this may be of little concern on infrastructure and projects with objective programs and goals, it tends to be of more concern on projects of a more subjective nature requiring a more intense stakeholder engagement process.

Recommended Project Delivery Method

For a complex project such as Memorial Hall with multiple stakeholders likely needing to be engaged in design, the Construction Manager at Risk with pre-construction services is the recommended project delivery method. Pre-construction services would be highly beneficial allowing trade partner access for constructability reviews and cost estimating in addition to potentially fast-tracking some portions of the work to reduce overall schedule duration.

Design services are anticipated to be procured by the City through a qualifications-based selection process that would occur following approval of the project to move forward. The following design consultants would be anticipated for this project.

Basic Design Services Disciplines:

- Architecture
- Mechanical/Electrical/Plumbing/Fire Protection Engineering
- Structural Engineering

Supplemental and Specialty Design Services Disciplines:

- Civil Engineering
- Landscape Architecture
- Low voltage & Telecom Systems
- Security & Surveillance Systems
- Theatrical Design
- Audio-Visual Design
- Historic Preservation/HTC Consultant
- FFE Selection and Procurement

Operations Pro Forma 4.4

As a part of the overall feasibility study on the future of Memorial Hall, Ballard*King & Associates (B*K) is tasked with the development of an operational plan. The following are a list of operational assumptions developed by B*K for the City and Parks & Recreation Staff to provide feedback.

A significant challenge with the renovation of a facility like Memorial Hall is re-imagining what the future of the facility. Events that the City has previously hosted may not be appealing to a renovated facility. Previous rate structures may not be applicable. As staff review this information, B*K would request they keep those pieces of information in mind.

- The City will continue to operate the facility for the foreseeable future.
- The operational model assumes that concessions are operated by the City.
- The operational model assumes that the bulk of maintenance and preventative maintenance will be completed by the City.
- The facility will continue with a year around operation.
- Days/Hours of Operation: Monday-Saturday
  - Monday-Friday 7:00A-9:00P
  - Saturday 7:00A-2:00P
  - Sunday Closed

    * The facility hours may expand or contract to accommodate special events or rentals.

- Program Opportunities (youth and adult)
  - Dance
  - Group Fitness
  - Basketball
  - Volleyball
  - Pickleball
  - Cheerleading
  - Floor Hockey
  - Unique Camps
  - Futsal
- Rental Opportunities
  - Stage & Kitchen
  - Activity Floor
  - Memorial Hall Meeting Rooms (5)
  - Memorial Hall Annex (3)
  - Dance Studio (1)
  - Full Memorial Hall
  - Full Annex
  - Full Facility

- Rental Rate Structure

  - Current — $250 for Memorial Hall per day (not-for-profit rate); $1,000 per day (standard rate)

  Assumed New Rates

  - Memorial Hall
    - Meeting Room — $50 for 2 Hour Rental
    - Activity Floor — $200 for 2 Hour Rental; $800 for Day
    - Stage Meeting Room — $100 for 2 Hour Rental (includes kitchen)
    - Stage (all day) — $400 for day
    - Event (Exclusive Use) — $2,500 for Day
  - Memorial Hall Annex
    - Meeting Room – 1 Bay — $50 for 2 Hour Rental
    - Meeting Room – 2 Bays — $75 for 2 Hour Rental
    - Meeting Room – 3 Bays — $100 for 2 Hour Rental; $500 for Day
    - Rec. Multi-purpose Room — $50 for 2 Hour Rental
    - Event (Exclusive Use of Annex) — $1,500 for Day
  - Memorial Hall + Memorial Hall Annex — $4,500 for Day

- Special Event/Rental Opportunities

  - Concerts
  - Plays
  - After Prom
  - After Graduation
  - Youth Sports
  - Adult Sports
  - MMA
  - Livestock Auction
  - Rodeo
  - Circus
  - Expo (variety)
  - School-Age Dance
  - Halloween Expo
  - Weddings
  - Craft Shows
  - Gun Shows

For the operational plan B*K has developed two scenarios - conservative vs aggressive - and within those two scenarios there are operational numbers for Memorial Hall and Memorial Hall + Addition (Annex).

The aggressive approach is provided to help the City understand what it might take to get to a full cost recovery model. Neither approach is a recommended operations plan but poses the two scenarios such that the City can refine their operations plan and rate structures in the future to meet their goals.

Conservative Scenario

Operational Expenses by Category (refer to full operations plan in the appendix for detail)

	Memorial Hall Average	**Memorial Hall Reno**	**Memorial Hall Reno + Annex**
Personnel	48,866	182,241	215,606
Other Purchase/Services	52,738	71,200	76,200
Capital Outlay & Improv.	9,811	8,000	10,500
Operational Supplies	103,186	146,498	184,289
Grand Total	214,600	**407,939**	**486,595**

Revenues by Category (refer to full operations plan in the appendix for detail)

Categories	Memorial Hall	Memorial Hall +
Programming	40,500	53,100
Birthday Parties	8,400	8,400
Concessions	60,000	105,000
Rentals	56,200	109,950
Other	1,500	1,500
Total	**166,600**	**277,950**

Cost Recovery (CR) of Conservative Scenario

The following are 5-year projections for both conservative scenarios. This is based on the best information B*K has available at the time of the study. It is also important to understand the cost recovery for Memorial Hall in previous years; 2017-27%, 2018-42%, 2019-40%.

Memorial Hall Renovation Only

	Year 1	Year 2	Year 3	Year 4	Year 5
Expenses	$407,939	$416,098	$424,420	$437,153	$450,267
Revenue	$166,600	$178,262	$187,175	$192,790	$198,574
	($241,339)	($237,836)	($237,245)	($244,362)	($251,693)
Cost Recovery %	**40.8%**	**42.8%**	**44.1%**	**44.1%**	**44.1%**

Memorial Hall Renovation + Addition (Annex)

	Year 1	Year 2	Year 3	Year 4	Year 5
Expenses	$486,595	$496,327	$506,253	$521,441	$537,084
Revenue	$277,950	$305,745	$327,147	$336,962	$347,070
	($208,645)	($190,582)	($179,106)	($184,479)	($190,014)
Cost Recovery %	**57.1%**	**61.6%**	**64.6%**	**64.6%**	**64.6%**

Aggressive Scenario

Operational Expenses by Category (refer to full operations plan in the appendix for detail)

	Memorial Hall Average	**Memorial Hall Reno**	**Memorial Hall Reno + Annex**
Personnel	48,866	270,841	316,233
Other Purchase/Services	52,738	76,200	81,200
Capital Outlay & Improv.	9,811	10,000	12,500
Operational Supplies	103,186	205,580	262,125
Grand Total	214,600	**562,621**	**672,058**

Revenues by Category (refer to full operations plan in the appendix for detail)

	Memorial Hall	Memorial Hall Reno + Annex
Programming	74,650	95,640
Birthday Parties	16,800	16,800
Concessions	195,000	285,000
Rentals	106,400	211,900
Other	1,500	1,500
Total	**394,340**	**610,840**

Cost Recovery (CR) of Aggressive Scenario

The following are 5-year projections for both aggressive scenarios. This is based on the best information B*K has available at the time of the study. It is also important to understand the cost recovery for Memorial Hall in previous years; 2017-27%, 2018-42%, 2019-40%.

Memorial Hall Renovation Only

	Year 1	Year 2	Year 3	Year 4	Year 5
Expenses	$562,621	$573,874	$585,351	$602,912	$620,999
Revenue	$394,340	$421,944	$443,041	$456,332	$470,022
	($168,281)	($151,930)	($142,310)	($146,579)	($150,977)
Cost Recovery %	**70.1%**	**73.5%**	**75.7%**	**75.7%**	**75.7%**

Memorial Hall Renovation + Addition (Annex)

	Year 1	Year 2	Year 3	Year 4	Year 5
Expenses	$672,058	$685,499	$699,209	$720,185	$741,791
Revenue	$610,840	$671,924	$705,520	$726,686	$748,486
	($61,218)	($13,575)	$6,311	$6,501	$6,696
Cost Recovery %	**90.9%**	**98.0%**	**100.9%**	**100.9%**	**100.9%**

From the operations analyses performed by B*K **100% cost recovery is only achievable when considering an increase in rental and user fees combined with realizing the renovation and building addition.**

Appendix

Please note that the Appendix has been omitted from the hardcopy version of this report to reduce page count. The full content of the report appendix can be accessed from the link or by scanning the QR code below. These files will be available digitally until December 31st, 2022. The full digital version of the report including all items in the Appendix is also located at this link:

https://sfsarch.sharefile.com/d-s38dadb11ecb04b7a82719cf9eac3c778