REQUEST FOR PROPOSALS FOR
CITY OWNED REAL PROPERTY AT
201 EAST BROADWAY

RFP Issue Date: April 8, 2016
Proposals Due: Extended to June 22, 2016

Submit to:
Dave Haugland
City Manager
201 E. Broadway
Excelsior Springs, MO 64024
Overview: Forging a Unique Partnership

The City of Excelsior Springs, Missouri, owns the historic structure and other structures, known as the Hall of Waters, described more fully herein, and deems the preservation of the property to be of benefit to the citizens of Excelsior Springs and the State of Missouri. The property is deemed to be significant to the heritage of the City of Excelsior Springs and the State of Missouri.

The City is pleased to invite the submission of written Proposals for a unique opportunity:

The rehabilitation, reuse and maintenance of the historic Hall of Waters Building located at 201 E. Broadway, Excelsior Springs, by purchase or long term lease, in “as is” condition.

The City is interested in hearing from a wide range of proposers. Reuses for the Premises may involve for-profit or not-for-profit undertakings or a combination thereof. The reuse proposal must be consistent with the guidelines of this RFP and promote the re-use of the property in a fashion that will achieve the City’s objectives including job creation, tax generation, and adaptive reuse, and a redevelopment that fits within the context of the Downtown Excelsior Springs Development Policies, as established in the City’s Master Plan. The City is currently planning to move to separate facilities to house the City Headquarters and City Court. Proposals for long term lease agreement will be favored.

Redevelopment agreement does not convey to the Developer any interest in or to any mineral water rights. The City may enter into a Mineral Water License Agreement concerning use by the Developer of mineral waters produced from wells now or hereafter located on the Premises, which license shall control use of the mineral water and wells notwithstanding any other terms of a redevelopment agreement.

Site Description

The Hall of Waters is set on a 14.2 acre site that is part of the Fishing River Linear Park. The Hall of Waters building is set back from E. Broadway and features a lowered large grassed lawn in front (north) with concrete sidewalks on the perimeter. There is a raised concrete walkway with ashlar limestone walls on the west side of the lawn, leading to a concrete patio in front of the building. This patio features terraces that step down to the lower grass lawn, and also has ashlar limestone walls. An oval drive on the west side has a center grassed area with concrete walkway. There are steps leading down to the rear (south) of the building and a concrete patio extends around the rear portion of the T-wing. A raised levee separates the Hall of Waters from the Fishing River.

Built from 1936 to 1939, the structure is generally a “T” shaped building. The majority of the structure is cast in place concrete with an exterior skin of ashlar stone, cast stone with carved limestone accents, and exposed concrete. There are a total of five levels with four above ground and a basement story completely underground. Clay County parcel ID: 12-311-00-23-021.00.
Historic Significance

Excelsior Springs, Missouri is located within a beautiful landscape of rolling hills, rock outcroppings, underground caverns and picturesque streams and rivers which wind through the vast, rugged landscape. The first settlers built cabins and cultivated the imposing land into a village around 1880. According to popular belief, settler Travis Mellion discovered the first spring water, Siloam Spring (originally named Excelsior Spring) of ferro-manganese water, and gave it to his ailing daughter suffering from a serious tuberculosis illness. His daughter’s condition improved after drinking the water for a few days, and supposedly was cured within a few weeks. Another farmer, Fred Kugler, was also supposedly cured of a terrible leg wound and rheumatic knees after using the spring water.

The Hall of Waters is significant geologically, commercially and medically as the site of this first spring, known for years as Siloam Spring, the only natural supply of ferro-manganese mineral water in the United States and one of only five known worldwide. Architecturally, the $1,000,000 Hall of Waters is significant as the most ambitious project to have been undertaken by the Federal Public Works Administration in Missouri. At its height, the Hall of Waters was the most completely outfitted health resort in the state and possibly the region. Moreover, the building is notable and possibly unique in its outstanding Art Deco and Depression Modern styling relating to water and water gods.

Building History

Reverend John Van Buren Flack traveled to the area in 1880 after hearing of the medicinal properties of the spring and encouraged Anthony W. Wyman, the local land owner, to have the water analyzed and the land platted. Flack and Wyman are credited as founding partners of the town and originally had tried to name the town “Excelsior”; however, there was already a town with this name in Missouri. Officially incorporated as a town on July 12, 1881, the valley was beginning to see an influx of activity with new houses, churches, schools, boarding houses, an opera house, livery stables, hotels and stores. The town was originally named Viginti until 1882 when it was renamed Excelsior Springs.

The City of Excelsior Springs is known for its spring waters and their medicinal qualities. Very early on the city established itself as a health resort destination. People traveled from all over the country to experience the medicinal spring waters. The city is credited with having the natural mineral waters in one location of which include 20+ separate natural springs of a variety of mineral combinations. The waters were bottled and shipped worldwide. During the 1893 Chicago World’s Fair, Excelsior Springs and its mineral waters were recognized on the national stage when medals were awarded to the Regent Spring Water and Soterian Ginger Ale. Known as “America’s Haven of Health”, Excelsior Springs continued to grow even during the Great Depression when other small Midwest towns were declining.

During the Great Depression, the City of Excelsior Springs petitioned the U.S. Government in 1933 for a loan and grant though the Federal Public Works Administration to build the Hall of Waters on the site of the Siloam Pavilion and the Sulpho Saline Building. The Hall of Waters was built to bottle the mineral waters and to function as the finest modern health resort structure in the United States. Prior to construction, the City of Excelsior Springs and the community united ownership and management of the spring water wells under the City of Excelsior Springs to ensure proper maintenance of the wells, and centralized sale and distribution of the waters. This was a requirement by the federal government as a condition of the loan agreement. The rights to the springs were mortgaged to the Government and run by the City with the profits going to the federal government until the loan was paid off.
Groundbreaking took place in 1936 amidst national excitement and ceremony. CBS transmitted the event to 62 stations across the country. The ceremony was attended by many visitors, citizens and well-known celebrities of the day and concluded with the laying of the cornerstone of the Hall of Waters into place. The Siloam and Sulpho Saline springs (located on the Hall of Waters site) along with waters from all the main springs, were piped into the building and sold from what became known as the “longest mineral water bar in the world” in the Hall of Springs. The “Water Bar” as it is commonly known today, was first opened to the public in 1937 while the structure was only partially complete.

In addition to the grand Hall of Springs, the First Floor contained the women’s bath department, a sunroom, a covered porch, a grand foyer, offices for the management of the springs and for the chamber of commerce. Located on the Ground Floor was a swimming pool within the Great Hall known as the Great Bathing Pool which was filled with saline water from the local spring. The pool was used as a physical therapy treatment facility and for major sporting events including A.A.U. championship swimming events. This double height space opened to outdoor terraces and had an upper mezzanine which could seat up to 500 patrons for swimming events.

Adjoining the pool in the south wing was a special hydrotherapy department, devoted to research into
the uses of the waters and treatment of chronic cases of different ailments on prescriptions of li-
censed physicians. A dedicated physical therapy pool, also known as the ‘Polio Pool’, was built on the
Ground Floor adjacent to the large pool for special therapy purposes. The men’s and women’s hydrotherapy
departments were located on different floors of the building and served men in the morning
and women in the afternoon. Each department administered mineral water baths as treatments for
various ailments as a part of an eight step process and could handle up to 300 patrons at any one
time. The water bottling department was located on the east side of the Ground Floor. Up to five vari-
eties of mineral waters were bottled in the Hall of Waters Processing and Bottling Plant and shipped
all over the world. At the height of its popularity, over 10,000 people a day visited the Hall of Waters
which helped to establish an economic base for the community.

Influences of the Mayan Indian traditions of water and water gods can be seen in the exterior carved
limestone, interior bass relief bronze panels, elevator doors, and interior glazed tiles. The Hall of Wa-
ters was designed by the Kansas City architectural firm of Keene and Simpson for the United States
Public Works Administration. The structural engineer for the project was Erwin Pfuhl. This company
survives today as Structural Engineering Associates, Inc. Black & Veatch, consulting engineers in
Kansas City, were retained to develop the plans for the Mineral Water Development of Excelsior
Springs. This involved pipes designed especially for each type of mineral water and a system to bring
all of them to the site of the proposed Hall of Waters. From 1936 to 1938, architects Keene & Simp-
son, along with W.L. Cassell, mechanical engineer, and Hare & Hare, landscape architects, created
the plans for the Hall of Waters.

The Hall of Waters was placed on the Clay County Historical Landmark Register in 1981 and was
listed in the National Register of Historic Places on June 9, 1983. The building is also a contributing
property within the Hall of Waters Historic District, designated in March of 2007.

Excelsior Springs Development

The development of the City of Excelsior Springs is inextricably linked to the ebb and flow of the
springs themselves. The height of popularity for the spring waters was in the late 19th and early 20th
centuries. By the late 1950’s and early 1960’s the popularity of the Hall of Waters and other local spas
and clinics began to decline as tourists ventured other places. In 1967, the mineral water bottling
facility in the Hall of Waters was operating at a loss, but continued operations regardless. 1971 was
a pivotal year for mineral water bottling. The Missouri State Health agency ruled that the community
must cease and desist all bottling operations due to health safety concerns over the bottling process.
Bottling and capping of the waters was done by hand at that time which was a violation of state law.
In response, new mechanized bottling equipment was purchased and the operation was moved to
a new facility on Isley Boulevard across the Fishing River directly south of the Hall of Waters. The
facility was in operation for a brief time. In the 1980’s, an increase in mineral water demand prompted
continuation of mineral water bottling and spa baths. The community has continuously promoted
the waters for these commercial opportunities to private investors. Several out-of-town companies
have bottled the mineral water for resale; however, these operations were not profitable and have
all closed. The Hall of Waters water bar and bath departments remained in operation until the early
1990’s.

The City of Excelsior Springs, Missouri is a Certified Local Government with the State of Missouri,
and as such is eligible for community development block grants (CDBG) and other types of funding.
Shortly after flooding of the adjacent Fishing River in 1993, the city received a CDBG grant for the
restoration of prioritized projects at the Hall of Waters including: window replacement in the Hall of Springs, cleaning and sealing of the exterior facade, repointing of mortar joints, glass block repair to the tower, upgrading the elevator to meet ADA standards, skylight improvements, upgrades to the exterior entrance doors, upgrades to the restrooms and miscellaneous electrical and plumbing upgrades.

**Hall of Waters Today**

Excelsior Springs’ city offices have been located in the historic Hall of Waters since the 1940s. The limestone structure was completed in 1937 and at the time centralized the city’s mineral water system. The building includes:

- An indoor pool
- Mezzanine area where planning, zoning, and conference rooms are located
- City offices on the 1st floor
- Historic water bar managed by a non-profit main street organization as a tourism center
- Council chambers and court room for municipal court
- Mechanical systems in a lower basement level

The pool was closed in 1991 and the spa and water bar closed in 2007. The building has off-street parking on the west side of the building, which has become the main entrance to the building. Handicap accessibility is limited to the city offices and council chambers.
Downtown Today

The center of Excelsior Springs conveys the sense and scale of a resort community of the 1880s. Because the town was founded as a resort, serving visitors from all over the country attracted by the fame of its curative waters, its downtown district was both large and highly varied, evolving as a sequence of smaller districts following the meandering Fishing River. From south to north, this sequence progresses through:

›› The Elms Historic District, including the landmark resort hotel and the residential boulevard that leads to Highway 10, connecting the city to Kansas City.

›› Thompson Avenue, a curving commercial street paralleling the river that bridges between the Elms area and the major downtown core.

›› The downtown core, between Main and Thompson, from the river to Broadway, home to some of the largest traditional hotel buildings.

›› The linear Broadway district, the “main street” corridor of the town.

›› The Fishing River greenway includes wooded areas, the riverfront trail, and the downtown ballfield.

Broadway, the revitalization of the Elms Hotel and Spa at an investment of $18 million, the $11 million revitalization of a four-block area of Excelsior Street with 30 new single-family homes and four restored historic properties, and the start of new downtown businesses. The district is now challenged by the economic downturn of 2008-2009, leading to reductions in discretionary spending and the availability of funding for large projects; the size of the area’s building inventory; the scale of strategic projects such as the vacant Royal Hotel; and residential deterioration in surrounding neighborhoods. However, this district, with potential fully realized, can become an economically strong and physically compelling regional destination. The physical quality of the district is reinforced by special features, including half sized blocks that double the amount of building frontage over more typical downtowns, and the changing orientations and backdrops offered by the winding river. With the decline of the health resorts during the 1960s, Downtown entered a long economic decline, which has begun a substantial reversal during this decade. Greater appreciation for the district’s resources and an understanding of the importance of the core to the overall community led to such significant investments as the rehabilitation of the Oaks Hotel, streetscape improvement projects along Thompson and Broadway, the revitalization of the Elms Hotel and Spa at an investment of $18 million, the $11 million revitalization of a four-block area of Excelsior Street with 30 new single-family homes and four restored historic properties, and the start of new downtown businesses. The district is now challenged by the economic downturn of 2008-2009, leading to reductions in discretionary spending and the availability of funding for large projects; the size of the area’s building inventory; the scale of strategic projects such as the vacant Royal Hotel; and residential deterioration in surrounding neighborhoods. However, this district, with potential fully realized, can become an economically strong and physically compelling regional destination.

Historic Architecture

The Elms Hotel of 1912 and Hall of Waters, the great art deco monument to the springs, are the city’s two iconic structures, and are important stops for visitors to the city. Currently, Downtown has two
National Register historic districts and a number of historic and contributing buildings built between 1900 and 1940. Vestiges of the city’s heritage such as the Clay County State Bank (Excelsior Springs Historic Museum), the Superior Pagoda, great residential avenues such as Old Orchard Avenue and the Concourse, the Wabash depot, Lake Maurer, and many others, make Excelsior Springs an exceptionally evocative place for living, business, and exploration. Together, these places and their special quality both suggest another period in time and the possibility of an exceptionally rewarding future.

An Urban Historic Park

Excelsior Springs colorful history can provide a truly unusual visitor experience that complements its other assets. One way to take advantage of this history is by envisioning the district as a thematic historical park, marked by special features of moderate cost. A prototype at a national level is the Lowell (Massachusetts) National Historical Park, where historic interpretation of the industrial revolution and the commercial fabric of a central business district are intertwined. Excelsior Springs can apply the ideas of other urban historical districts to its own theme of the therapeutic waters.

Intent of Offering

The primary goal of this effort is to ensure the long term preservation of the Hall of Waters building, a goal best accomplished by returning the building to active use and, possibly, a use in keeping with its original use.

The most likely development of the site would be considered rehabilitation (as opposed to museum-quality restoration, or non-historic renovation) and any proposal will need to balance core preservation priorities with required improvements which make the building functional for a modern use. Any proposed rehabilitation plan must be consistent with the Secretary of the Interior’s Standards for Historic Rehabilitation.

The goals of the City in offering the Property include, but are not limited to, the following:

A. An enhanced Hall of Waters. Provide a comprehensive reuse program for the Hall of Waters that increases public use and access to the Water Bar and spa, and envisions development of the lower (pool) level of the building as an extension of the Fishing River greenway.

B. A use that will provide sustainability. Since some of the historic integrity of the interior has been lost over time, flexibility will be allowed for changes to interior spaces.

C. Encourage high quality mixed-use development that enhances and “anchors” the Downtown as an economically strong center for business enterprise, the arts, and regional conferencing and tourism.

D. Establish a downtown brand based on the springs and mineral waters. Any proposed reuse will be required to respect the historic integrity of the building in relationship to its mineral water heritage and be compatible with the surrounding parkland and neighborhood.

E. A Public/Private Partnership for redevelopment that will provide positive impacts for the City including: quality jobs; increase tax revenues; community stabilization; and contribute to the City’s long term economic growth objectives.
F. The Developer may include opportunities for community/public meeting space(s), but is not required to provide such space(s).

G. Assurance that the Developer commences and completes redevelopment within a reasonable time.

H. Assurance that the Developer will not sell the Property prior to completion of its redevelopment proposal, if Property is transferred.

Non-Discretionary Assistance

A variety of non-discretionary assistance is available, including state and federal tax credits and historic preservation grants. It is the developer’s responsibility to ascertain which of the programs will provide the greatest assistance based on proposed use and proposed development approach.

Evaluation and Recommendations

The formulation of recommendations for the future rehabilitation for the Hall of Waters must consider existing conditions, extant historic materials and features and the adjacent Fishing River. First, of utmost concern, is the safety of the building occupants and the protection of the historic materials and features through instituting a methodology that preserves the remaining historic fabric to the greatest degree possible while allowing for modern amenities and upgrades.

A Hall of Waters Steering Committee was formed by the City in late 2012 in order to gather input about potential adaptive re-use alternatives. Proposed uses should provide insight for revenue sources and help provide heritage tourism opportunities for visitors to experience. It is imperative to maintain the historic presence of the building through its sense of place, materials, and setting. Even though the Water Bar no longer serves various mineral waters and the pool is closed, the Hall of Waters continues to tell the story of the development of Excelsior Springs like no other structure and is an exceptional example of an Art Deco style WPA building.

Future work on the historic Hall of Waters Building will be reviewed by the local Historic Preservation Commission and the City Council. In 2009, the City accepted a grant from the Missouri State Historic Preservation Office (SHPO) for the rehabilitation of the north and west exterior terraces. This grant funding required that the City sign a Memorandum of Agreement that all future construction work (interior and exterior) to the property be reviewed by the Missouri SHPO.

All future design and rehabilitation work should be performed by qualified historic consultants and contractors. Architects, engineers, interior designers, and other specialized consultants should be retained who have been educated and trained in historic preservation and have experience in working with buildings listed on the National Register of Historic Places. Contractors working on the building, including the building structure, envelope, and systems should also have experience in working on National Register buildings and sites. The contractors should also possess an understanding of the sensitivity of the work they are to perform.

Standards and Controls

A. All appropriate provisions of the Zoning Code of Excelsior Springs, land-use regulations and building/fire codes of Excelsior Springs, shall apply to the Project.
B. The Property may contain environmental hazards that will require remediation by the Developer prior to redevelopment. The City makes no representation, guaranty, or warranty, expressed or implied, concerning any site conditions, including the possible presence of environmentally hazardous materials. A Phase I Environmental Site Assessment was conducted in 2012 and is available as part of a Developer’s Packet, available upon request.

C. Reliance on public financial assistance by the City of Excelsior Springs is not offered or anticipated.

D. If a long-term lease is executed, selected Developer will be responsible for paying all applicable local and state taxes or fees which may be associated with the property for the duration of the lease.

E. Maintaining comprehensive liability insurance for all activities.

F. Indemnifying the City of Excelsior Springs against all claims or suits brought as a result of an error or an act or omission by the Developer.

G. The Developer will be responsible for all costs related to the reuse and management of the property, including, but not limited to, utilities, regular and routine maintenance.

H. If all rehabilitation, management and maintenance services agreed upon are performed, the City of Excelsior Springs will offer a 40-year lease for $1.00 per year, with two five-year, mutually agreed upon extensions. Alternate proposed lease terms may be considered if supported by sufficient justification.

I. If an offer by Developer is for purchase of the Property, the City has not set an Estimated Fair Reuse Value for the development property. Proposers will need to indicate an offer price in the proposal.

Proposal Contents

A letter of introduction signed by the Lead Entity responding to the RFP. The submitted RFP will include a conceptual proposal that includes the following information:

A. The projected use(s) for the building. An overall narrative description of the project, proposed uses within the building, and development plan. A concept sketch of the floor plans may be submitted, but are not required. Photographs or perspective drawings of other projects depicting possible architectural concepts viewed as appropriate for this project are recommended, but are not required.

B. The projected use of the land immediately surrounding the building.

C. Estimated timeline for completion of the redevelopment project. The relationship of the plan with the City’s Intent of Offering, and the mission of the firm.

D. Corporate structure of the Developer, investor/purchaser of underlying Tax Credits, and Development Team members and their development role.

E. Realistic, verifiable financial projections and sources of revenue for the initial rehabilitation of the building must be included.
F. A financial feasibility plan for the ongoing operations of the site when fully operative is required.

**Right to Accept or Reject Proposals**

The City reserves the right to accept or reject, in part or in entirety, any or all proposals for any reason, to cancel in part or entirety the Request for Proposals, to readvertise for new proposals, and to waive minor irregularities and informalities.

**Right of Withdrawal**

The City reserves the right to withdraw its selection of a proposer without any liability to the City at any time before the Contract has been fully executed by all parties and approved by the City.

**Proposal Submission**

**DUE DATE: Extended to June 22, 2016**

One (1) original and five (5) copies of the proposal, as described herein and subject to the conditions herein, shall be submitted by each proposer to the Office of the City Clerk, City of Excelsior Springs, 201 E. Broadway, Excelsior Springs, MO 64024.

The proposal must be typed on standard 8-1/2” x 11” paper. Foldouts containing charts, spreadsheets and oversized exhibits are permissible as long as they are packaged with the proposal.

Proposals and supporting documentation must be submitted in a sealed envelope labeled “Hall of Waters Redevelopment Proposal.” Submissions will not be returned.

The building will be opened for pre-proposal walk through for interested parties. A Developer’s Packet, including a Phase 1 Environmental Assessment, Pool Renovation Study, Conservation Easement Agreement and Assessment and Feasibility Study is also available to interested parties. Contact the office of the City Manager to receive the Developer’s Packet or set an appointment. Prospective proposers may only direct questions to the office of the City Manager, preferably in writing. The contact person is:

David Haugland  
City Manager  
City of Excelsior Springs  
201 E. Broadway  
Excelsior Springs, MO 64024  
Phone: 816-630-0752  
Email: dhaugland@ci.excelsior-springs.mo.us

**Attachments**

Location Map  
Historic Hall of Waters Preservation Zones

**Online Documentation**

Available at [http://cityofesmo.com/hallofwaters/](http://cityofesmo.com/hallofwaters/)
The upper levels contain the tower, elevator penthouse and mechanical access spaces. The tower is considered to be a significant feature of the overall building.

The roofs are considered to be primary spaces, in that their flat designs are a component of the original Art Deco design.

**Preservation Treatment Zone 1 - Orange**
Primary spaces are considered to be of the most historically significant in terms of retention of original materials, features and rooms. The primary spaces in the Hall of Waters are those spaces which are memorable, containing large volumes of space, important circulation features, original materials, original decorative lighting and decorative architectural features as they retain their original historic qualities. Preservation and possible restoration treatment approaches may be considered for these very significant spaces. Great care shall be taken in these spaces to preserve existing historic fabric.

**Rehabilitation Zone 2 - Yellow**
These spaces are also considered to be primary spaces and are important to the overall historic integrity of the building, possessing many original features and materials, but with an understanding that some changes may need to be made in order for the future rehabilitation and contemporary use of the building. Rehabilitation offers slightly more flexibility during future work in terms of options for possible alternate uses, for repair of historic materials and for installation of new equipment. Careful inventory of the original historic features should be recorded in order to retain as much of the fabric during rehabilitation as possible.

**Rehabilitation Zone 3 - Green**
Secondary spaces are identified throughout the building which are more utilitarian or may have had some minor modifications to their original layout or finishes. These spaces may include back corridors, offices, restrooms, locker rooms and storage areas. These spaces are not as important as the primary spaces found in Zones 1 and 2. Therefore, there is more opportunity for change of use or treatment of historic materials during rehabilitation and planning efforts. Accordingly, proposed changes should be sympathetic to the remaining historic fabric and layout.

**Rehabilitation Zone 4 - Blue**
Tertiary spaces are those identified throughout the building which are service-oriented or have had major alterations since the original construction of the Hall of Waters. These spaces have the most leeway when proposing work or when planning for different uses.
Fig. 29  Preservation Treatment Zone Diagram – Basement Floor Plan (SRJA 2013)
Fig. 30  Preservation Treatment Zone Diagram – Ground Floor Plan (SRJA 2013)

Architectural Significance and Preservation Treatment Zones
Fig. 31  Preservation Treatment Zone Diagram – Ground Floor Mezzanine Plan (SRJA 2013)
Fig. 32  Preservation Treatment Zone Diagram – First Floor Plan (SRJA 2013)
Fig. 33  Preservation Treatment Zone Diagram – Second Floor Plan (SRJA 2013)
Fig. 34 Preservation Treatment Zone Diagram – Penthouse Floor Plan (SRJA 2013)
Fig. 35 Preservation Treatment Zone Diagram – Roof Plan (SRJA 2013)