

**MUSCATINE CITY COUNCIL
IN-DEPTH MEETING
Thursday, September 12, 2024**

Brad Bark, Mayor

Don Lampe, 1st Ward
Jeff Osborne, 2nd Ward
Peggy Gordon, 3rd Ward
Nadine Brockert, 4th Ward
John Jindrich, 5th Ward

Angie Lewis, At Large
Matt Conard, At Large
Carol Webb, City Administrator
Cinda Hilger, Admin. Professional
Brent Hinders, City Attorney

City Council meetings are held at 6:00 pm on the 1st and 3rd Thursday of each month, In-depth sessions on the 2nd Thursday of each month. All meetings are available for review on the City of Muscatine YouTube page.

<https://us06web.zoom.us/j/82551691259?pwd=NERYdEJOan>

AGENDA

1. CALL TO ORDER

2. ROLL CALL

3. PLEDGE OF ALLEGIANCE

4. COUNCIL DISCUSSION ITEMS

- A. An Informational Presentation on Construction Management At Risk (CMAR) for Project Delivery
- B. Muscatine Art Center - Museum Planning

The Muscatine Art Center Board of Trustees hired Lord Cultural Resources to complete a Business and Facility Planning Study to better understand the costs

and operations of a building addition. The study was conducted in October 2023 and concluded in May 2024.

C. Ignite Vitality: Mulberry Project Update

Staff will provide an update on the implementation of Ignite Vitality: Mulberry, a Neighborhood Revitalization Project

5. **MAYOR AND COUNCIL REPORTS**

6. **ADJOURNMENT**



City of Muscatine

ITEM NUMBER 2024-828

IN-DEPTH ITEM - CITY COUNCIL

DATE: 9/12/2024

STAFF

Jon Koch, Water Pollution Control Plant Director

SUBJECT FOR DISCUSSION

An Informational Presentation on Construction Management At Risk (CMAR) for Project Delivery

EXECUTIVE SUMMARY

There is a new way that municipalities can deliver projects called Construction Management At Risk or CMAR. The State passed legislation in 2023 allowing municipalities to utilize this new approach.

GENERAL DIRECTION SOUGHT AND SPECIFIC QUESTIONS TO BE ANSWERED

What questions does Council have about CMAR?

BACKGROUND/DISCUSSION

The typical Design-Bid-Build model has been the only way municipalities were allowed to deliver a project. The Construction Manager at Risk (CMAR) is a delivery method which entails a commitment by the Construction Manager (CM) to deliver the project within a Guaranteed Maximum Price (GMP) which is based on the construction documents and specifications at the time of the GMP plus any reasonably inferred items or tasks. The CMAR provides professional services and acts as a consultant to the owner in the design development and construction phases. Often times, the CMAR also provides some of the actual construction of the project depending on the availability of bidders and the expertise the company has. In addition to acting in the owner's interest, the CMAR must manage and control construction costs to not exceed the GMP because contractually any costs exceeding the GMP that are not change orders are the financial liability of the CMAR. This reduces the amount of change orders in a project significantly. It will generally also move up the schedule of completion for the project due to cooperative design with the consultant and contractor and incorporating the contractor bidding process with the design process.

ATTACHMENTS

1. CMAR In-depth Presentation.240912
2. 24.08.27 Muscatine CMAR Hinders Proposal Memo.240829

CMAR Construction Model

Date: September 12, 2024

Presenter: Jon Koch-Director WRRF



Definitions

-
- ❖ Design-Bid-Build: Traditional project delivery where the engineer is selected, go to bid for a contractor and the contractor begins construction and manages subcontractors.
 - ❖ CMAR: Construction Manager at Risk
 - ❖ RFQ: Request For Qualifications are received to consider the consultant and contractor
 - ❖ SOQ: Statement Of Qualifications are submitted by the consultant and contractor for scoring
 - ❖ QBS: Qualifications Based Selection for consultant and contractor
 - ❖ RFP: Request For Proposal
 - ❖ MOPO: Maintenance Of Plant Operations
 - ❖ GMP: Guaranteed Maximum Price



Agenda

1. Discuss why CMAR is the best fit for a large upcoming project.
2. Discuss the new way we can bid projects in Iowa
3. The Electrical Assets Project-coming soon!
4. Next steps



Direction Sought

No direction sought, this is informational on how we will be bidding the upcoming Electrical Assets Project.





Why is the industry shifting toward Collaborative Project Delivery?

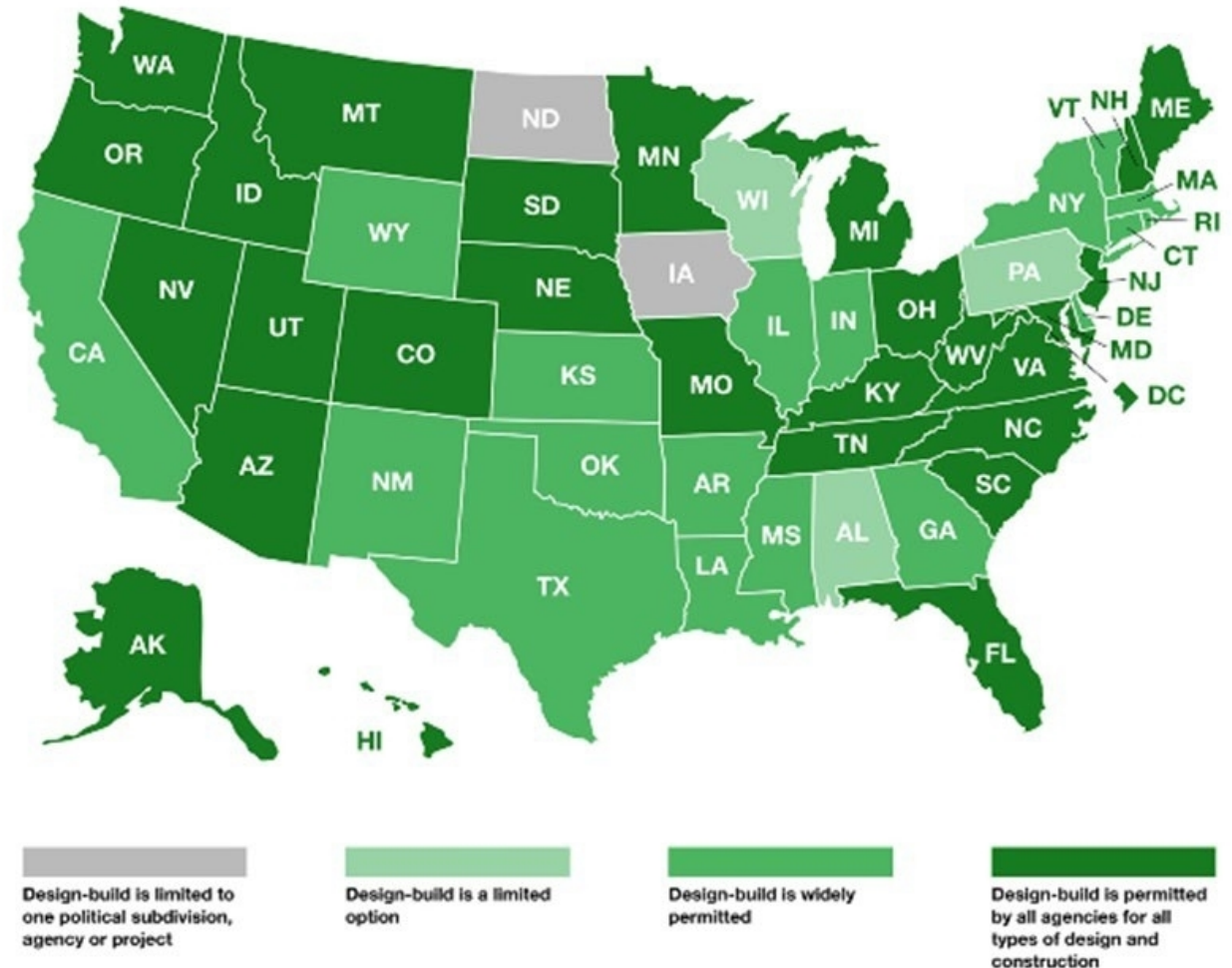
- Cost control
- No change orders or reduced change orders
- Contractor selection
- Collaborative design and constructability
- Risk
- Schedule



States Continue to Modify Procurement Codes to Facilitate Collaborative Delivery

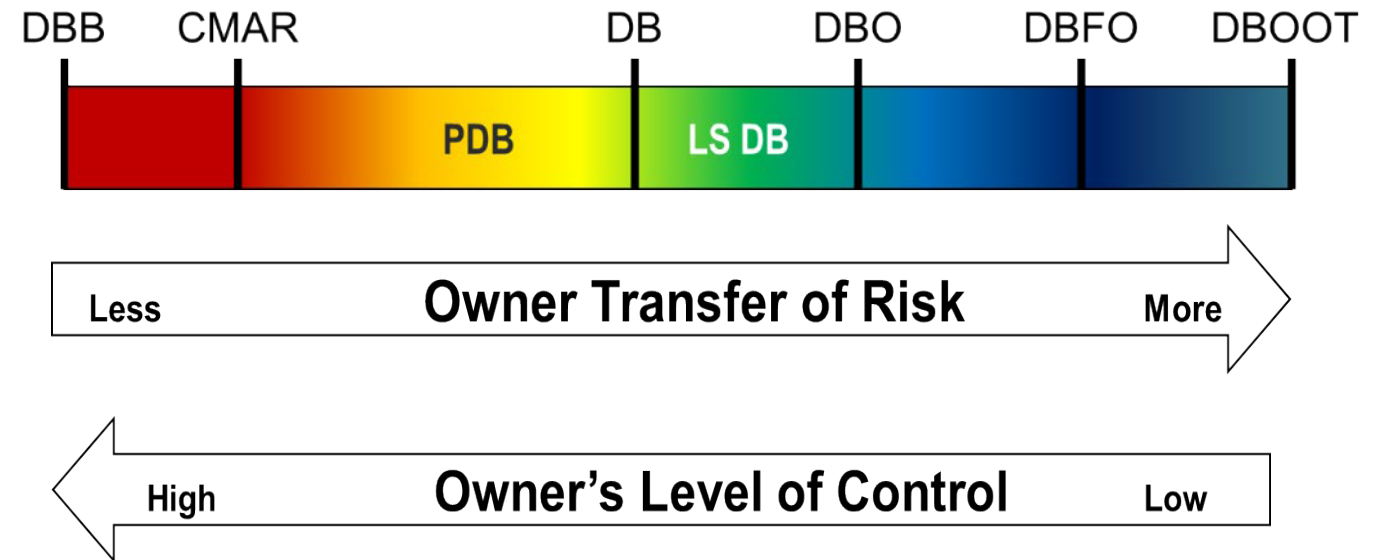


Design-Build State Authorization 2022



Delivery Models

- Design-Bid-Build
 - Traditional Delivery
- Construction Manager at Risk
 - CMAR or CM/GC
- Progressive Design-Build
 - PDB
- Fixed Price Design-Build
- Lump Sum Design Build



State of Iowa

Enabling Legislation

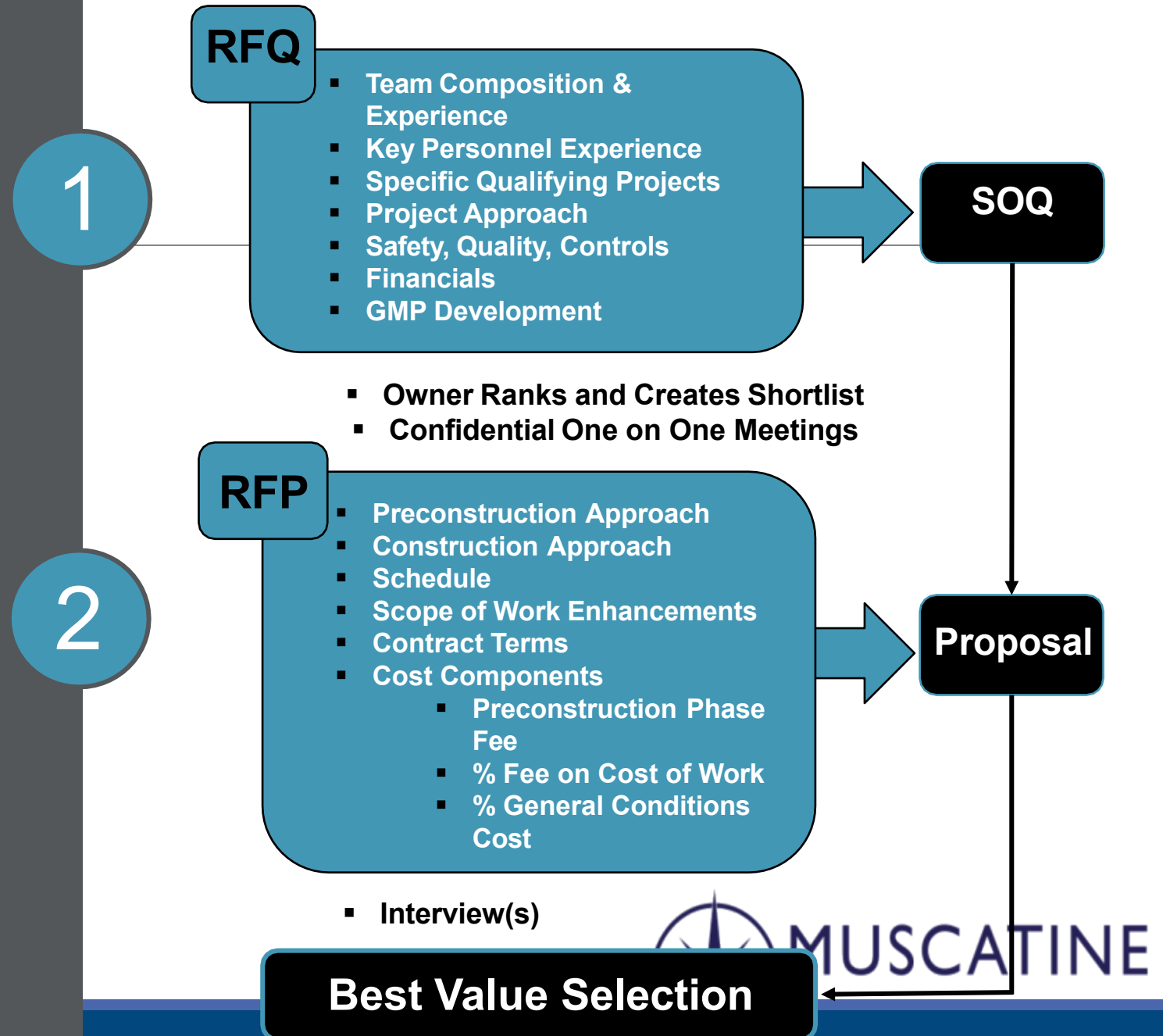
- Enables Construction Manager At-Risk contracts
- Requirements:
 - Disclose 14 days before RFQ
 - QBS for engineer
 - RFQ shall include site, scope, schedule, selection criteria, and SOQ deadlines
 - Selection Criteria must include public and private experience
 - Advertise 13 to 45 days
 - Short list
 - Issue RFP



CMAR

Two-Step Contractor Selection Process

- RFQ – Shortlist - RFP
- “Best Value” Selection
- Technical + Price Proposal
- Establish Selection Criteria Consistent with Project Needs



Typical Project Schedule Comparison

Design-Bid-Build vs Collaborative Delivery

Design-Bid-Build Method



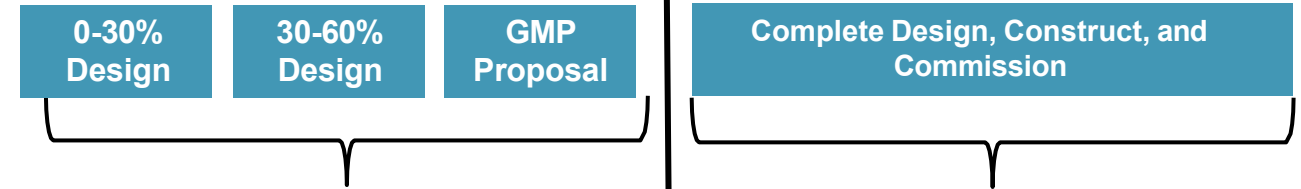
Collaborative Delivery Method



CMAR / PDB

Work Authorized in Two Phases

- Pre-Construction Phase
- Construction Phase
- One Agreement with Independent Authorization Gateways
- If GMP is Not Acceptable, then Pay for Services Rendered and Terminate (“off ramp”)



Phase 1: Pre-Construction Phase

- Baseline Cost Model
- Milestone Constructability Reviews
- Milestone Cost Estimates
- Construction Sequencing
- Identification of Early Work Packages
- Develop MOPO Plan
- Generate Market Interest (in bid packages)
- Major Equipment/Materials Pricing
- Identify Key Subcontractors
- Develop GMP Proposal
- Negotiate GMP

Phase 2: Construction Phase

- Construction Permits
- Compile/Bid out Work Packages
- Construct Facilities
- Manage Cost and Schedule
- Start Up and Commission
- Contract Close Out
- Warranty



First CMAR Project

- ❖ Electrical Assets Project
- ❖ Very complicated project w/ numerous variables
- ❖ Requires Consultant, Contractor, City to be in sync
- ❖ Needed to manage risk to citizens and City of Muscatine
- ❖ Expect fewer or no change orders with this method
- ❖ CMAR will address areas of concern and will bring all parties together to provide a better quality project faster and with reduced risk.



Electrical Assets Project

- ❖ Project is described as a high priority project in the CIP
- ❖ Unreliable equipment means more cost to customers if projects are done on an emergency basis.
- ❖ We could be in violation of our permit if these systems are not in operation. This could result in fines from the DNR.
- ❖ It would be very difficult and more expensive to do this through the traditional Design-Bid-Build method.
- ❖ We would still do the project outside CMAR; it will take longer and cost more but it needs to be done.
- ❖ The rate study called for \$5 million in projects to be done now with payments starting in 2026 keeping the annual 3% increase in place.



Electrical Assets Project

- ❖ Estimated \$5 million project
- ❖ Replaces equipment in 7 different systems at the plant and 6 lift stations.
- ❖ Replaces motor controls, switches, controllers, breakers, panels, motors and valves.
- ❖ Replaces 4 pumps associated with the change in motors and controllers.
- ❖ Installs platforms for the Isett Lift Station to access shafts for replaced motors.
- ❖ Installs emergency power for multiple lift stations to ensure continuous operation.



Electrical Assets Project

- ❖ Unsafe, staff could be injured or killed
- ❖ Unreliable
- ❖ MOPO not guaranteed

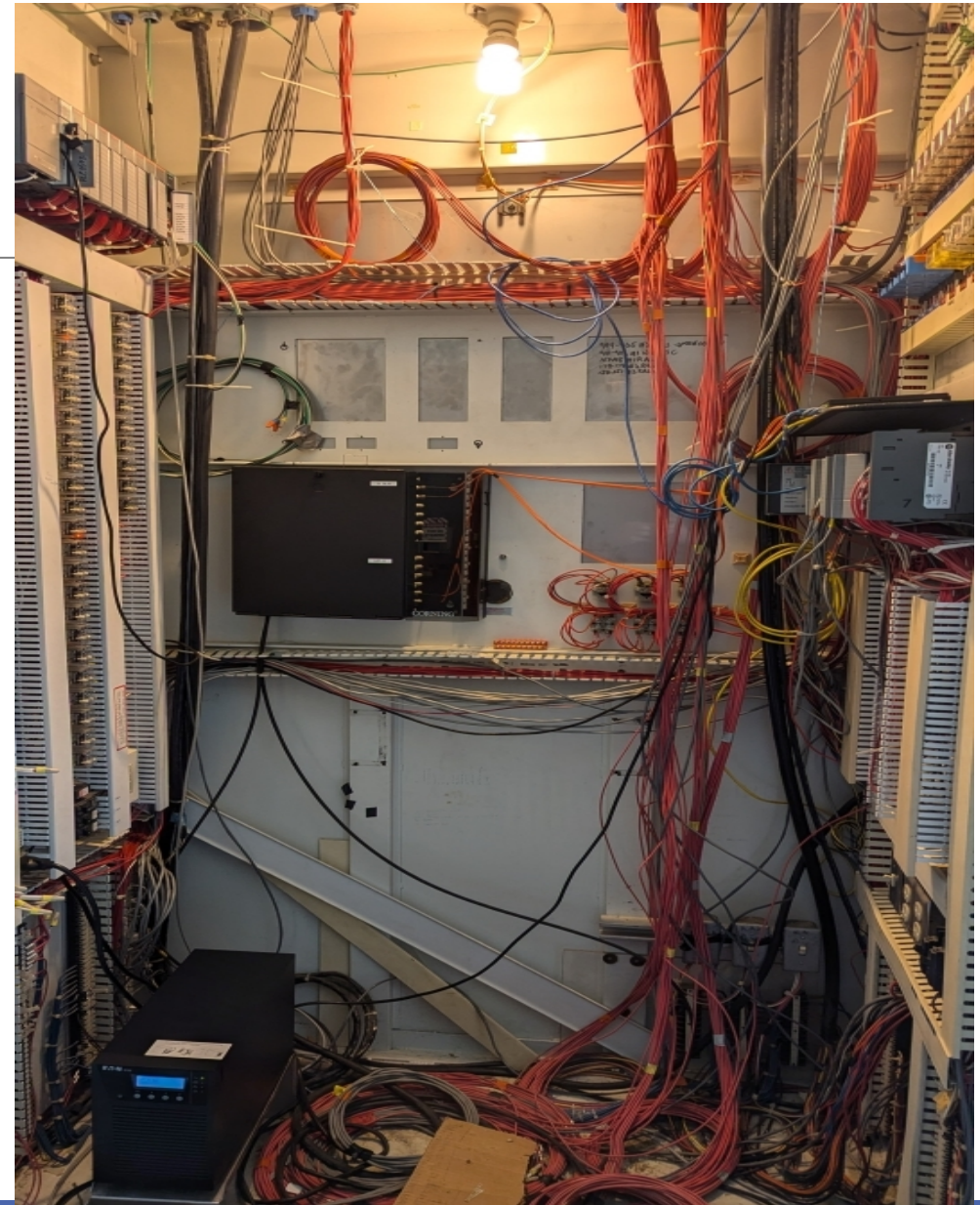


Burnt out electrical bucket, very unreliable and unsafe

Electrical Assets Project

- ❖ CMAR needed for coordination. Without it, it will take multiple smaller projects costing more and taking years to complete.
- ❖ Involving the contractor during design is vital, these controls are very complex.

Control cabinet: start to finish coordination with electrical contractor is critical! Save costs, save time and no change orders!



Next Steps

1. RFQ opening for the consultant selection Sept 19th
2. Select a consultant
3. Present info and request to approve moving forward with the Electrical Assets Project
4. Apply for SRF by December 1, 2024. Project is estimated in the \$5 million range.



Direction Sought

No direction sought, this is informational on how we will be bidding the upcoming Electrical Assets Project. We will be presenting on this project in an upcoming In-Depth.



INTEROFFICE MEMORANDUM

TO: Brent L. Hinders
FROM: Jonathan G. Lewis
DATE: August 27, 2024
SUBJECT: City of Muscatine: CMaR Proposal
FILE NO.:

QUESTION PRESENTED

Under Iowa Code chapters 26 and 26A, does the City of Muscatine’s proposal for electrical asset project improvements comport with well-established Design-Bid-Build procedures as well as newly established Construction Manager-at-Risk (“CMaR”) procedures? Distinguishing between Iowa Code chapters 26 and 26A, what are the advantages and disadvantages of engaging in a CmaR procedure over that of the Design-Bid-Build model?

STATEMENT OF FACTS

The City of Muscatine (“City”) seeks to engage in a widespread electrical assets project that would upgrade electrical systems across the City. Due to recognized “unreliable equipment,” the City marks this project “High Priority.” The City now looks to engage in Iowa’s relatively new CMaR procedure to complete the project. Because the City recognizes that it will likely prove more costly to consumers to complete this project on an emergency basis, the City seeks to coordinate this complex project through the use of a construction manager. The City states that “[i]t would be very difficult and more expensive to do this [project] through the traditional Design-Bid-Build method” because it involves numerous small projects, costing more and taking years to complete without the advantages of a construction manager during the design phase. The project specifically involves replacing electrical systems at the power plant and lift stations, replacing motor controls, switches, controllers, breakers, panels, motors, valves, and pumps, among other components. Moreover, due to the complexity of the control systems to be put in place, the City states that construction manager proves vital in the early phases of planning. While recognizing that the project may be completed outside of the new CMaR process, the City questions the costs of added time and money in Design-Bid-Build completion.

DISCUSSION

The City faces two avenues for electrical asset project improvements, *both available*, and both providing distinct advantages in their respective approach for project contracting. The first of these avenues, the “traditional” approach falls under the Design-Bid-Build Procedures in Iowa Code chapter 26. The second of these avenues falls under the relatively new procedures in Iowa Code chapter 26A for a Construction Manager-at-Risk—effective July 1, 2022. Both avenues are discussed in turn.

As a forward matter, one should note that *under either avenue this project comports with both Horizontal and Vertical Infrastructure requirements, as well as Bid and Quote Threshold Requirements*.¹ Iowa Administrative Rules definitions class “Horizontal Infrastructure” as “[p]ublicly owned roads, bridges or culverts.” These Rules define “Vertical Infrastructure” as “[b]uildings, all appurtenant structures, *utilities*, incidental street improvements including sidewalks, site development features, recreational trails and parking facilities” (emphasis added). While Iowa Code limits projects classed as “Horizontal” to a traditional Design-Bid-Build process, projects classed as “Vertical” may engage in either avenue. Here, the City’s electrical assets projects, as a matter of utility work, should properly be deemed “Vertical.”

Likewise, Iowa Code chapter 26 dictates the thresholds that require a city to receive bids or quotes for public improvement projects. These thresholds differ between project type (horizontal and vertical) and city population (less than or greater than 50,000). The Iowa Department of Transportation regularly updates bid and quote thresholds according to Iowa Code § 314.1B (2024).² In 2024, an Iowa city with a population falling below 50,000 must receive competitive bids for a vertical infrastructure project in excess of \$196,000. Because Muscatine has an approximate population nearing just 24,000, and initial cost estimates place the electrical asset project near \$5 million (far exceeding the competitive bid threshold), the City must engage in the protocol dictated by either Iowa Code chapter 26 or Iowa Code chapter 26A.

A. Iowa Code chapter 26, the Iowa Construction Bidding Procedures Act

The City proposal likely comports with requirements established in Iowa Code chapter 26, and the City may engage in this process should they prudently decide.

Iowa Code chapter 26 stands as the traditional Design-Bid-Build process for public contracting. In short, chapter 26 establishes that, “If the estimated total cost of a public improvement exceeds the competitive bid threshold of one hundred thousand dollars, or the adjusted competitive bid threshold established in section 314.1B [discussed above], the governmental entity *shall advertise for sealed bids* for the proposed public improvement by posting a notice to bidders not less than thirteen and not more than forty-five days before the date for filing bids”³ This procedure further requires the governmental entity to “have an engineer licensed under chapter 542B, a landscape architect licensed under chapter 544B, or an architect licensed under chapter 544A prepare plans and specifications, and calculate the estimated total cost of a proposed public improvement.”⁴ The chapter then requires specific notice, bidding, and security requirements—discussion of which lies beyond the direct scope of this memorandum.

Notably, however, should the City pursue the traditional process established in Iowa Code chapter 26, statute dictates that “[t]he contract for the public improvement must be awarded to the lowest responsive, responsible bidder” as the governmental entity opens and considers bids according to statutory instruction.⁵ While the “lowest responsive, responsible bidder” is not defined under Iowa Code, the term necessarily hamstrings the discretion of governmental entities in awarding contracts—especially when compared to the use of specific criteria allowed under

¹ *Construction Bidding Procedures*, IOWA LEAGUE OF CITIES (Feb. 7, 2024), <https://iowaleague.org/resource/construction-bidding-procedures/>.

² *Bid & Quote Thresholds*, IOWA DOT, https://iowadot.gov/local_systems/Bid-and-quote-thresholds.

³ IOWA CODE § 26.3 (2024) (emphasis added).

⁴ *Id.*

⁵ IOWA CODE § 26.9–26.10 (2024).

Iowa Code chapter 26A.⁶ The traditional Design-Bid-Build letting process also creates a rigid, linear chain of events in which one phase must be completed before the next with no overlap.⁷ This limits the ability of a governmental entity to bring a builder into the design phase of the project, effectively limiting necessary collaboration in preconstruction services. As such, the Master Builders of Iowa recommend traditional Design-Bid-Build protocols for projects of relatively small and straightforward design, projects amounting to less than \$1 million, and projects of relatively short duration.⁸

On balance, while the City *may* choose to engage in the traditional Design-Bid-Build letting process as a matter of law—so long as they adhere to all statutory requirements—complex project specifications, need for preconstruction coordination, cost requirements, and short duration should cause the City to pause and evaluate procedures under Iowa Code chapter 26A.

B. Iowa Code chapter 26A, “Guaranteed Maximum Price Contracts”

The City proposal likely comports with requirements established in Iowa Code chapter 26A, and the City may engage in this process should they prudently decide.

Enacted in July 2022, Iowa Code chapter 26A stands as the new kid on the block for public project contracting. In short chapter 26A establishes that “[a] governmental entity shall publicly disclose the governmental entity's intent to enter into a *guaranteed maximum price contract* and the governmental entity's *selection criteria* at least fourteen days prior to publishing a request for statements of qualifications.”⁹ The entity must still adhere to public disclosure requirements and shall further “select or designate an engineer licensed under chapter 542B, a landscape architect licensed under chapter 544B, or an architect licensed under chapter 544A by utilizing a quality-based selection process.”¹⁰ Notably, Iowa Code chapter 26A allows a governmental entity to “prepare a request for *statements of qualifications* . . . includ[ing] general information on the project site, project scope, schedule, selection criteria, and the time and place for receipt of statements of qualifications.”¹¹ This selection criteria may be developed in coordination with the engineer, landscape architect, or architect selected.¹² Governmental entities must heed specific statutory guidance on crafting selection criteria—should they choose to engage in this process—and as such, discussion on this guidance proves beyond the direct scope of this memorandum.

Iowa Code chapter 26A then provides that a “request for statements of qualifications shall be posted not less than thirteen and not more than forty-five days before the date for response. . . .”¹³ At the end of this period, a government entity must receive, publicly open, and read aloud the names of the contractors submitting statements of qualifications and evaluate these statements against the entity’s own prior-crafted selection criteria. Based on this “short list,” the governmental

⁶ This serves an important, recognized public purpose in limiting corruption, but may also expose cities and other governmental entities to the danger of contractors who put together a competitive bid package that overpromises and underdelivers.

⁷ Jodie McDougal, *Construction Manager at Risk Project Delivery Method Now Permitted for Iowa Public Projects*, IOWA STATE BAR ASSOC. (Aug. 3, 2022), <https://www.iowabar.org/?blaction=showentry&blogentry=79414&pg=iowabarblog>.

⁸ *Public Bidding & Project Procurement*, MASTER BUILDERS OF IOWA (July 18, 2023), <https://mbi.build/our-services/project-procurement/>.

⁹ IOWA CODE § 26A.3 (2024) (emphasis added).

¹⁰ *Id.* (noting a fee-based selection is prohibited).

¹¹ *Id.* (emphasis added).

¹² *See id.*

¹³ *Id.*

entity must issue a request for proposals from all contractors who meet selection criteria.¹⁴ Again following specific statutory mandates, the government entity is then able to “select the construction manager-at-risk that submits the proposal that offers the best value for the governmental entity based on the published selection criteria and on its ranking evaluation.”¹⁵ The statute further specifies requirements for subcontracting work.

Among the distinct advantages of the CMaR process outlined above, a government entity must no longer rely on a nebulous “lowest responsive, responsible bidder” standard in contracting vertical infrastructure work. Instead, the government entity is able to craft specific selection criteria (so long as they comport to the confines of the statute) in making a selection based on statements of qualifications. This allows a governmental entity to choose a Construction Manager who is best aligned with the entity’s vision. It also alleviates a governmental entity’s risk in selecting a bid from a seemingly “responsible” bidder who may in fact prove “less than responsible.”

The CMaR process also accounts for future risk by committing a construction manager to deliver a project within a Guaranteed Maximum Price (“GMP”).¹⁶ The CMaR process involves the negotiation of a GMP for the project with a CMaR who agrees to complete the project for the public-entity owner within the specified GMP.¹⁷ For this reason, “[t]he CMaR delivery method is seen as favorable for many public owners because the Construction Manager holds the downstream contractor and supplier agreements, and guarantees a maximum price for the work.”¹⁸

Still, the new CMaR process includes other advantages. Unlike Design-Bid-Build, Iowa Code Chapter 26A allows a city to bring a contractor into the design process at a stage in which definitive input can have a positive impact on the project.¹⁹ CMaR allows for collaboration in preconstruction services, which reduces surprise. Input during the design phase can also result in cost savings and schedule efficiencies. For this reason, Master Builders of Iowa recommend CMaR protocols for complex projects, multi-phase projects, and projects that otherwise require preconstruction services during the design phase.²⁰

On balance, based on stated needs, the City should likely select a CMaR procedure under Iowa Code chapter 26A. The City looks to integrate several electrical assets projects, consult preconstruction services, coordinate projects during the design phase, as well as save time and money while doing so. Again, while the City *may* choose to pursue a traditional Design-Bid-Build process, a CMaR proposal offers several advantages aligned with the City’s goals.

¹⁴ *Id.*

¹⁵ *Id.*

¹⁶ Jodie McDougal, *Construction Manager at Risk Project Delivery Method Now Permitted for Iowa Public Projects*, IOWA STATE BAR ASSOC. (Aug. 3, 2022), <https://www.iowabar.org/?blaction=showentry&blogentry=79414&pg=iowabarblog>.

¹⁷ *Id.*

¹⁸ 2A Bruner & O'Connor Construction Law § 6:94.

¹⁹ *Id.*

²⁰ *Public Bidding & Project Procurement*, MASTER BUILDERS OF IOWA (July 18, 2023), <https://mbi.build/our-services/project-procurement/>.



City of Muscatine

ITEM NUMBER

IN-DEPTH ITEM - CITY COUNCIL

DATE: 9/12/2024

STAFF

Melanie Alexander, Art Center Director

SUBJECT FOR DISCUSSION

Muscatine Art Center - Museum Planning

EXECUTIVE SUMMARY

Lord Cultural Resources, the global leader in cultural sector planning, recently completed a Business and Facility Planning Study to assist the Muscatine Art Center Board of Trustees and Staff in understanding how a building expansion could enhance the organization's ability to serve the community, attract tourists, and generate income. The study also examined the added staffing and operational costs for an expanded facility. The study was paid for by the Muscatine Art Center Support Foundation.

GENERAL DIRECTION SOUGHT AND SPECIFIC QUESTIONS TO BE ANSWERED

The purpose of this presentation is to keep the City Council and citizens aware of the Muscatine Art Center's efforts to plan a building addition. Pending action of the Muscatine Art Center Board of Trustees, the intent is to issue a Request for Proposals for a Design Architect for pre-design services for a building addition. Pre-design services will be paid for by the Muscatine Art Center Support Foundation and from funds held in trust for the Muscatine Art Center.

BACKGROUND/DISCUSSION

Since 1995, the Muscatine Art Center Board of Trustees has recognized the need to address crowding in collections storage. The MAC cares for over 20,000 objects held in trust for the Muscatine community. The last addition to the facilities was in 1983 when approximately 5,000 objects were part of the permanent collection.

In 2019, the board and staff participated in the Collections Assessment for Preservation and then developed a Long Range Preservation Plan. A Community Engagement Study with de Novo Marketing in 2022 highlighted the need to improve visitor amenities, better serve the local community, and enhance the museum as a tourist destination. Feedback during the reaccreditation process through the American Alliance of Museums further highlighted the importance of listening to various audiences and developing spaces and exhibitions that meet

the needs of visitors. All of this input was factored into the new Institutional Plan which was adopted in 2022 (and presented to City Council).

One step in the Institutional Plan is to develop a business plan to support the operations of an expanded facility. The Muscatine Art Center Board of Trustees hired Lord Cultural Resources to develop a Business and Facility Planning Study to look at the potential costs to adequately staff and run the expanded facility. The consultants from Lord reviewed a wide range of Muscatine Art Center documents and data sets, held group discussions and one-on-one interviews, compared current operations to those of other art museums in Iowa and to other museums that have undergone expansions, and studied existing and potential markets. The consultants identified a number of opportunities to increase income and also made additional recommendations such as a name change and rebranding. The Business and Facility Planning Study provides a foundation for understanding the possible costs, income streams, and opportunities for enhancing museum operations through a building addition.

ATTACHMENTS

1. Museum Planning Update - City Council In Depth 2024
2. Final Report Muscatine Art Center - Planning Study - Lord Cultural Resources - May 2024

Museum Planning Update

Muscatine Art Center
Melanie Alexander, Director



MUSCATINE
ART
CENTER

MILESTONES

- ❖ 1965 - Musser McColm property gifted to City of Muscatine
1908 historic house with 1921 Music Room addition, mid-1920s carriage house, 1930 Japanese Garden, small outbuilding on 2.72 acres of grounds, collections, \$100,000 Musser-Gilmore & Atkins-McWhirter Trust
- ❖ 1973 - Stanley Gallery is constructed, and .83 acres purchased to create Cedar Street drive & parking lot
- ❖ 1981 - New “Linkage” connects gallery to historic house
At the time the Linkage is added, the Muscatine Art Center houses approximately 5,000 objects
- ❖ 1993 - Muscatine Art Center is first accredited by American Alliance of Museums
- ❖ 1995 - Muscatine Art Center Board of Trustees first recognizes the need for a building addition
- ❖ 2008 - Property at 1402 Mulberry Avenue is purchased, adding .83 acres
- ❖ 2016-17 - HVAC, Deferred Maintenance, and Other Improvements
- ❖ 2021 - Property at 1410 Mulberry Avenue is purchased, adding 1.07 acres
- ❖ 2022 - New Institutional Plan Adopted and reaccreditation through the American Alliance of Museums

COLLECTIONS

20,000+

- ❖ Musser Family
- ❖ Mississippi River
- ❖ Iowa Regionalists
- ❖ Muscatine History
- ❖ Early American Pattern Glass
- ❖ Iowa Art Pottery
- ❖ Mary Musser Gilmore
- ❖ Historic Toys
- ❖ Costume Collection



LAYING THE FOUNDATIONS

Collections Assessment for Preservation – 2019

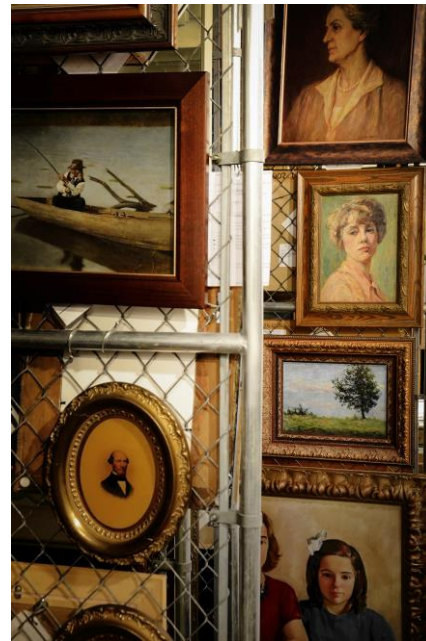
Adoption of the Long-Range Preservation Plan – 2021

American Alliance of Museums Reaccreditation Review – 2021-22

Community Engagement Study with de Novo Marketing – 2022

Adoption of New Institutional Plan – 2022

Business and Facility Planning Study with Lord Cultural Resources – 2023-24



Conclusion



As the Muscatine Art Center enters strategic planning, it is recommended to keep the following in mind:

- **Overall Branding** - The Muscatine Art Center needs a name and brand reflective of its varied and valuable offerings.
- **Diversity and Inclusion** - How can the organization feel more welcoming, to more people, and engage future generations? Your website and in-facility efforts can go a long way to addressing language and cultural barriers that keep the full community from engaging.
- **Physical Barriers** - The current facility needs to address way-finding, parking issues, and in-facility communication. If an expansion occurs, these can be addressed in a more permanent way.
- **Storage and Curation** - While not the public-facing message of a campaign, it is an important piece in attracting popular and engaging exhibits. It's an underlying logistic that some in the business community will understand, but it is not the message to lead with.



Muscatine Art Center INSTITUTIONAL PLAN

2022-2026

MUSCATINE
ART
CENTER

Theme 1: Bolstering the Organizational Infrastructure

Address Core Questions Related to the Organization's Identity and Direction

- Form advisory groups
- Increase collaboration and communication with City Council, Friends Board, Friends Membership Base, Support Foundation Advisory Committee, and Volunteers
- Develop a business plan
- Test new name and brand identity with key stakeholders, community leaders, focus groups, local/regional tourism offices, and others

Strategically Develop Human Capital

- Review job descriptions and organizational chart
- Develop an Employee Succession Plan
- Form a Capital Campaign Team
- Train and assign roles to individuals on the Capital Campaign Team

Theme 2: Planning for and Funding Our Future

Re-envision the Physical Plan

- Determine appropriate square footage of collections storage area
- Acquire community and stakeholder feedback, determining the high priority needs and wants
- Select a building design firm (architect / engineer) to complete plans for the building expansion project
- Enhance functionality by planning connectivity between new and existing facilities

Secure Local/Donor Funding

- Public / Private Partnership
- Capital Campaign (Timeline To-be-Determined)

Secure and Leverage Grant Funding

- Federal, state, regional, and local grants, leveraged to build enthusiasm for Capital Campaign
- Develop a case for designation as one of “Iowa Great Places”



Theme 3: Understanding and Meeting the Needs of Our Audiences

Strengthen and Build Relationships

- Working with advisory groups
- Collaborate with organizations to reach target audiences
- Identify projects that would increase the connectivity between the Muscatine Art Center and one or more of its neighboring organizations
- Improve data collection methods

Increase the Organization's Presence

- Social media plan & wayfinding
- Campaign to re-introduce organization to community and region

Improve the Onsite Visitor Experience

- Based on feedback from visitors and the broader community, re-evaluate class, event, and program
- Gather case studies illustrating onsite museum visitors using technologies
- Onsite wayfinding



Theme 4: Serving as Diligent Stewards

Ensure the Lifespan of Collections and the Historic Estate

- Implement recommendations from the Historic Landscape Preservation Plan for the Japanese Garden
- Establish a volunteer-based Friends of the Japanese Garden
- Determine requirements for renting Music Room, Studio, Japanese Garden, and E. Bradford Burns Performing Arts Park
- Evaluate options for hosting the collection online

Direct Additional Resources to Collections Care and Management

- Ensure adequate funding for object conservation
- Develop and launch a letter grade system for high priority objects as well as objects to deaccession

Create a Vision for the Property and the Organization for the Year 2035

- Prioritize community suggestions for the non-historic portions of the grounds by conducting surveys and focus groups
- Develop and fund a strategy to fully utilize the grounds for events, programs, and public art





Muscatine Art Center

Business and Facility Planning Study: Stage 1 of Master Plan – Final Report Executive Summary

October 2023 Visit to Muscatine
Group Discussions
One-on-One Interviews
Core Documents Review
Data Analysis

Contextual & Comparable Analyses
Art Museums in Iowa
Other Museums after Expansion
Local & Regional Context

Existing Operations & Potential Markets
Online Meetings with Board of Trustees
Final Report – May 2024



Preliminary Space and Facilities Plan

- **New Building Addition +/- 19,100 gross square feet**
Visitor Amenities, Multi-Purpose Event Space, Permanent Exhibition, Changing Galleries, Catering Kitchen, Studio Space, Collections Storage, Freight Elevator, Loading Dock, Crate Storage
- **Stanley Gallery Renovation**
Repurpose middle floor to visible storage for Muscatine History Collections
Repurpose studio classroom into exhibition prep space and storage for exhibit furniture
Consider repurposing top floor
- **Carriage House Renovation**
Relocate collections to visible storage in Stanley Gallery and new storage in Building Addition
Repurpose into office space and exhibit prep
Consider
- **Linkage**
Add public restrooms
- **Historic House**
No substantial alterations
- **Grounds**
Develop a Master Plan for the Museum Campus



Increase Income

- **Report assumes Admissions will remain Free of Charge**
Make it Easier for Visitors to Donate via Credit Card or Pay App
- **Addition of Small Retail Store (300 sq. ft.)**
- **Facility/Venue Rentals**
Rent the Japanese Garden
Rent Multi-Purpose Event Space in New Building Addition
Consider obtaining a liquor license
- **Fundraise for the Endowment**
Add \$2 million to the Muscatine Art Center Support Foundation Endowment to fund exhibitions and other activities that are core to the mission
- **Offer more Programs / Experiences for a Fee** (Children's birthday parties, behind-the-scenes tours, etc.)
- **Grow the Membership Base and Adjust Membership Levels**
- **Improve Fundraising Events** (accommodate more people and generate more income)
- **Pursue additional Grants at the State, Regional, and Federal Levels**



Operational Expenses

- **Staffing Plan** – “MAC is currently understaffed.”

Existing staff of 4 full-time and 6 part-time staff would adjust up to 7 full-time and 9 part-time positions.

2024-25

Director (FT)
Curator/Registrar (FT)
Education Coordinator (FT)
Administrative Specialist (FT)
Facilities Technicians (2 PT)
Assistant Registrar (PT)
Museum Aides (3 PT)

After Building Addition

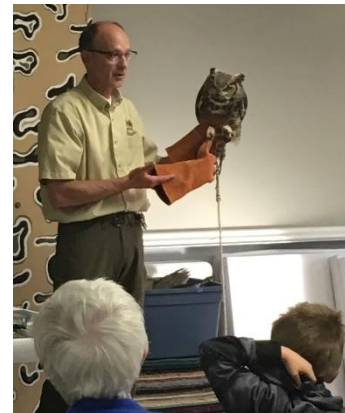
Director (FT)
Curator/Registrar (FT)
Education Coordinator (FT)
Administrative Specialist (FT)
Facilities Technicians (3 PT or 1 FT/1 PT)
Assistant Registrar (FT)
Museum Aides (3 or 4 PT)
Volunteer / Program Coordinator (FT)
Business / Development Manager (FT)
Business / Development Assistant (PT)

- **Increase Budget for Exhibitions – Addition from Increasing MAC Support Foundation Endowment**
- **Increase Budget for Marketing**
- **Increase Budget for Programs**
- **Occupancy Cost will Increase**

Comparative Experience of Selected Art Museums in Iowa, 2023 or 2022/23	Muscatine Art Center	Figge Art Museum, Davenport	Sioux City Art Center	MacNider Art Museum, Mason City	Average (excluding Muscatine)
Facility Size (sq. ft.)	28,617	99,515	56,000	21,300	58,938
Exhibition Space (net. sq. ft.)	9,576	20,600	10,000	8,400	13,000
Collection Size	20,000	5,000	1,100	1,100	2,400
Primary Admission Charge Basis	Free	Charged	Free	Free	N/A
Reported On-Site Attendance	14,593	69,000	34,987	19,100	41,029
County Population, 2021	42,688	174,170	105,607	42,706	107,494
Visitors per Sq. Ft. Facility Size	0.5	0.7	0.6	0.9	0.7
Visitors per Sq. Ft. Exhibition Space	1.5	3.3	3.5	2.3	3.0
Visitors per 1,000 County Population	342	396	331	447	392
Full-Time Staff	4	21	9	6	12
Part-Time Staff	5	17	5	2	8
Annual Operating Budget	\$642,091	\$3,013,000	\$1,057,438	\$628,000	\$1,566,146

Other Recommendations

- ❖ Rebranding / New Name
- ❖ Revise Mission Statement
- ❖ Increase Hours (Evenings, Saturday Mornings)
- ❖ Invest in Marketing
- ❖ Consider a Driveway from Mulberry to Parking Lot
- ❖ “Wellness Trail” to Connect to Hospital
- ❖ Transform part of grounds into a Sculpture Park
- ❖ Improve Wayfinding (to facility, within buildings, and on the grounds)
- ❖ Make the New Addition the Main Entry Point
- ❖ Continue Community Conversations about the specific features and experiences the MAC should offer
- ❖ Work with an Architectural Firm to develop preliminary plans for the addition





Questions

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MUSCATINE
ART
CENTER

Muscatine Art Center



Lord Cultural Resources is a global professional practice dedicated to making the world a better place through culture.

We assist people, communities, and organizations to realize and enhance cultural meaning and expression.

We distinguish ourselves through a comprehensive and integrated full-service offering built on a foundation of key competencies: visioning, planning and implementation.

We value and believe in cultural expression as essential for all people. We conduct ourselves with respect for collaboration, local adaptation and cultural diversity, embodying the highest standards of integrity, ethics and professional practice.

We help clients clarify their goals; we provide them with the tools to achieve those goals; and we leave a legacy as a result of training and collaboration.

Our Toronto office is located within the traditional territory of many nations, including the Mississaugas of the Credit, the Anishnabeg, the Chippewa, the Haudenosaunee and the Wendat peoples. Our New York office is located on the traditional lands of the Lenape peoples. Our Long Beach office is located on the land of the Tongva/Gabrieleño and the Acjachemen/Juaneño Nations, who have lived and continue to live here.

We encourage you to acknowledge the presence of the people who came before, wherever you are.



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EXECUTIVE SUMMARY

As the Muscatine Art Center (MAC) approaches its 60th anniversary in 2025, the Board of Trustees is seeking to implement a long recognized need for additional space. An expansion is intended to grow the MAC's capacity to preserve important collections, better serve the community, attract more visitors, and increase earned income levels. An addition to the existing facility is to transform the visitor experience by adding spaces for educational programs, exhibitions, and other visitor amenities while also addressing the need for collections storage and workspaces. Operational changes are intended to increase attendance and earned income levels. Staffing and other operating costs will need to increase.

Lord Cultural Resources, a renowned international museum planning firm, was engaged to develop this study in advance of subsequent detailed architectural and site planning. The study concludes with projections of attendance, operating revenues and expenses that build upon actual MAC data, relevant market and comparables analyses, and the knowledge and experience of the consultants. The result is an informed estimate that reveals the gap between earned revenues and operating expenses. Like other cultural institutions, the Muscatine Art Center is not a profit-making business. By adjusting the base level revenues and expenses to account for the increased income opportunities and operating costs, the MAC can understand the extent of the gap and be prepared to secure additional grants or donations or further build endowment funds.

The key assumptions underlying the projections of attendance, operating revenues and expenses in this study are as follows:

- **Brand and Mission Statement:** These are assumed to be modified to explicitly recognize the historic estate and the art and history collections, both existing and potential. The recommended brand is *Muscatine Museum of Art and History*.
- **Visitor Experience:** This will include an increased emphasis on local history, more temporary and traveling exhibitions, a greater focus on exhibits and programs of particular interest to children, and additional donations of important works of art.
- **Capital Projects:** The following table summarizes the recommended architectural work likely to be required for the assumed expansion and the existing buildings.

Building	Recommended Work	Type of Work
New Expansion	+/- 19,100gsf new expansion including exhibit, program, event rental, and collection storage.	New Construction
Stanley Gallery	- Repurpose middle floor for visible collection storage. - Repurpose studio classroom into workspace for exhibition preparation and storage for exhibit furniture, props, crates, etc.	Renovation
Linkage Building	Provide new family restrooms.	NA
Carriage House	- Relocate select collections to Stanley Gallery - Repurpose for administrative, support and limited exhibit preparation.	Renovation
Musser Mansion	No substantial alterations.	NA

- **Capital Costs:** These costs are to be developed as part of the detailed architectural design but is estimated to be in the range of \$20 million at this point to meet the new construction and renovation needs summarized above.
- **Endowment to Support Operating Costs:** Assumed to increase by \$2 million.
- **Staff Levels:** Recommended to increase from the current 4 full-time and 6 part-time staff to 7 full-time and 9 part-time.
- **Operating Hours:** To be increased on weekend days from the current 1-5 p.m. to 10-5 p.m.
- **Admission Charges:** Continued suggested admissions but at a higher suggested rate and also fixed charges for enhanced experiences such as periodic behind the scenes tours.
- **Earned Revenue Centers:** Revenues will increase substantially with a larger retail store, more venue rental opportunities, some charged public programs, greater value in membership, and a more substantial annual fundraising event.
- **City of Muscatine Support:** Assumed to increase by \$165,000 per year.

On-site attendance levels are estimated to nearly double to a stabilized 28,000 annual visitors. The total annual operating budget, in 2024 dollars, will also nearly double from the 2023 level of about \$641,000 to the \$1.2 million range. Earned income levels are projected to stabilize in the range of 22% of total operating revenues compared to the current 5% earned income level and will be close to the 26% median earned income for art museums nationally.

After taking projected expenses into account, the MAC will need to secure approximately an additional \$65,000 in Year 1, \$80,000 in Year 2, and \$91,000 in Year 3 from private, grant and governmental funders.

While the expanded and enhanced Muscatine Art Center will lead to better service to the community and region and higher attendance and earned income, the projections reflect the reality that the expansion will also result in higher staffing and other operating costs. To operate the expanded facility, the MAC will need to enhance its fundraising and grant writing efforts, seek unique opportunities to generate revenues, develop exciting and engaging programs, and connect with new audiences through targeted collaborations.

1. INTRODUCTION

This chapter summarizes the background, purpose and methodology to conduct this business and facility planning study for the Muscatine Art Center's proposed building addition and the broader future of the organization.

1.1 BACKGROUND AND STUDY PURPOSE

The Muscatine Art Center (MAC) was established in 1965 following the gift of the Laura Musser McColm home to the City of Muscatine with an objective to establish an art center and museum to serve the city and region. The MAC has expanded and been enhanced over time, but additional changes are needed. Its current mission statement is "to collect, preserve, interpret, and exhibit creations of aesthetic value, local history artifacts, and objects connected to the historic estate." Its vision statement is as follows: "The Muscatine Art Center inspires our community and visitors to explore the area's past, engage with the arts, and imagine the world through the perspectives of others".

For several decades, the Board of Trustees of the Muscatine Art Center (MAC) has recognized the need to expand the space available for collections storage. The 2016-17 facilities upgrade project addressed HVAC and deferred maintenance concerns, and the 2021 community engagement study captured the community's current perceptions and aspirations for the organization's future. Now, as the MAC approaches its 60th anniversary in 2025, the board has revived efforts to expand the facility and grow the organization's capacity to serve the community and attract visitors.

In 2023, the MAC issued a request for proposals (RFP) to consultants as part of its planning process for construction of a building addition. The addition is intended to transform the visitor experience by adding space for educational programs, exhibitions, and other visitor amenities while also addressing the need for collections storage and workspaces. Space and operational changes are intended to meet the needs of both collections and visitors and to increase attendance and earned income levels.

The RFP focused on the first stage of a two-stage master planning process. Stage 1 is largely business and facility planning while Stage 2 will be primarily architectural design, including capital cost and economic impact estimates. Lord Cultural Resources was selected to complete this Stage 1 study. It concludes with projections of attendance, operating revenues and expenses that build upon actual MAC data, relevant market and comparables analyses, and the knowledge of the consultants.

A main result of the study is an informed estimate that reveals the gap between earned revenues and operating expenses. Like other cultural institutions, the Muscatine Art Center is

not a profit-making business. By adjusting the base level revenues and expenses to account for the increased income opportunities and operating costs, the MAC can understand the extent of the gap and be prepared to secure additional grants or donations or further build endowment funds.

1.2 METHODOLOGY

In order to meet the objectives of this Stage 1 Business and Facility Planning Study, Lord Cultural Resources undertook the following methodology:

- Reviewed a variety of background documents as well as survey data regarding the existing Muscatine Art Center facilities, markets, operations and finances, both for pre-COVID 2019 and for 2023.
- Led an on-site assumptions workshop to better understand the potential vision for the future of the MAC and the needs it should seek to meet.
- Analyzed data and conducted interviews regarding potential resident, school and tourist markets for Muscatine and the future MAC in particular. Please see Appendix A for a list of workshop participants and interview subjects.
- Established context for the recommendations and the projections of attendance, operating revenues and expenses of the future Muscatine Art Center by analysing survey data regarding the overall museum marketplace and other art and history museums elsewhere in the country that underwent expansions. Also considered is the experience of selected existing art museum in Iowa and the other existing museum in Muscatine.
- Prepared an Interim report, which included operational, facility and other recommendations for the future of the MAC. A meeting to discuss the report and finalize the assumptions led to modifications in this Draft Final Report, which adds projections of attendance, operating revenues and expenses for the Center assuming implementation of the plans for it.
- Following a workshop to review of the Draft Final Report, we prepared this Final Report, including its Executive Summary.

Bold italics is used throughout this report to highlight key findings, conclusions and recommendations.

2. CONTEXTUAL AND COMPARABLES ANALYSES

Contextual and comparables analyses help to guide operational/business and facility recommendations and assumptions for the project and to establish benchmarks for projections of attendance, operating revenues and expenses for the expansion of the Muscatine Art Center (MAC). Included are analyses of the sources of operating revenue within the overall museum marketplace, the experience of other art museums in Iowa as well as selected art and history museums that underwent expansions, and the experience of the National Pearl Button Museum in Muscatine.

2.1 REALITIES OF MUSEUM OPERATING REVENUES

The primary objective of this section is to establish a realistic definition of success for the expanded future Muscatine Art Center by emphasizing the reality that such institutions are not profit-making businesses and that expectations for increased earned income need to be realistic. Given their heritage preservation, education, community service, and related responsibilities, museums require operating funds from a combination of earned, private, endowment and government sources. This combination of income sources will continue to be critical for the Muscatine Art Center in the future.

The following table utilizes 2017 American Alliance of Museums (AAM) comparative data, which is still the most recent given the impact of the pandemic. It compares pre-COVID 2019 and 2023 data for the MAC to survey data regarding the sources of operating revenues for art and history museums and other museum types. This helps to provide realistic benchmarks.

The AAM survey data indicate that the median figure for art museums was that earned sources (admissions, retail, food, venue rentals, public and educational programing, etc.) accounted for 26% of operating income compared to 35% for history museums, which is the same percentage for museums overall. For the MAC it was about 5% in 2023. The expansion and other enhancements assumed in this report should help to increase the earned income percentage substantially.

The Muscatine Art Center generates the large majority of its operating funds from the City of Muscatine, plus financial support from the Friends of the Muscatine Art Center and the Muscatine Art Center Support Foundation. Additionally, the MAC benefits from services provided through other departments of the City of Muscatine.

It is an objective of this planning study to primarily increase earned income and other non-governmental support for operations but there is already a City recognition that its operating support will also need to increase. Recommendations to increase earned income and private support are set out in Chapter 4.

	Muscatine Art Center 2019	Muscatine Art Center, 2023	Art Museum/ Sculpture Garden	Children's Museum	History/ Historic House/Site	Natural History/ Anthropology	Science/ Technology Centre/ Museum	Arboretum/ Botanic Garden/ Nature Center	Zoo/ Aquarium	Total Sample/ Weighted Average
Sample Size			209	36	408	31	31	27	15	857
Earned Income	7%	5%	26%	52%	35%	42%	57%	45%	59%	35.1%
Private Support/Endowment	26%	35%	58%	35%	45%	37%	33%	41%	29%	45.5%
Government Income (Local-State-Federal)	66%*	60%*	17%	13%	21%	22%	10%	14%	12%	19.3%

Source: MAC and American Alliance of Museums, Museum Board Leadership 2017: A National Report

* - Includes funds from the hotel/motel tax, an annual grant from the State of Iowa, and operating support from the City of Muscatine.

2.2 COMPARATIVE EXPERIENCE OF SELECTED ART MUSEUMS IN IOWA

The following table sets out data comparing the Muscatine Art Center to other selected art museums in Iowa. The three selected art museums in Iowa are:

- Figge Art Museum, Davenport
- Sioux City Art Center
- MacNider Art Museum, Mason City

The points that follow emerge from comparing the average figures for the three selected art museums to the MAC:

- **Facility Size:** The Muscatine Art Center is substantially smaller than two of the three institutions compared, which helps to confirm the need for additional space in the MAC.
- **Collections Size:** With artifacts related to both the visual arts and local history, the MAC has a much larger collection than the art museums compared.
- **Admission Charge Basis:** The Sioux City and MacNider Art Museums both offer free admission to all visitors, with opportunities to donate, and may charge for periodic major exhibitions. The Figge Museum of Art has fixed admission charges. It has been assumed that the MAC will continue to offer free admission, with suggested donations, after the expansion too.
- **On-Site Attendance:** With the exception of the 69,000 on-site visitors to the Figge Museum of Art in 2019 (2023 data were not made available), the on-site attendance figures for the other two art museums are in the same general range and are relatively modest despite free admission. This reflects the challenge faced by many art museums in attracting substantial numbers of visitors. Ratios of visitors per square foot of space and of visitors per 1,000 county population in the table below will be considered in developing attendance projections for the future MAC in Chapter 5 of this feasibility study.
- **Staffing Levels:** The MAC has the smallest full-time staff of those compared. A larger staff will be required in the context of the expansion.

- **Operating Budget:** The operating budget of the Muscatine Art Center is in the same range as the MacNider Art Museum but is lower than those of the other two institutions compared. The expansion will certainly require a larger operating budget for the MAC.

Comparative Experience of Selected Art Museums in Iowa, 2023 or 2022/23	Muscatine Art Center	Figge Art Museum, Davenport	Sioux City Art Center	MacNider Art Museum, Mason City	Average (excluding Muscatine)
Facility Size (sq. ft.)	28,617	99,515	56,000	21,300	58,938
Exhibition Space (net. sq. ft.)	9,576	20,600	10,000	8,400	13,000
Collection Size	20,000	5,000	1,100	1,100	2,400
Primary Admission Charge Basis	Free	Charged	Free	Free	N/A
Reported On-Site Attendance	14,593	69,000	34,987	19,100	41,029
County Population, 2021	42,688	174,170	105,607	42,706	107,494
Visitors per Sq. Ft. Facility Size	0.5	0.7	0.6	0.9	0.7
Visitors per Sq. Ft. Exhibition Space	1.5	3.3	3.5	2.3	3.0
Visitors per 1,000 County Population	342	396	331	447	392
Full-Time Staff	4	21	9	6	12
Part-Time Staff	5	17	5	2	8
Annual Operating Budget	\$642,091	\$3,013,000	\$1,057,438	\$628,000	\$1,566,146
Source: Lord Cultural Resources and data compiled by Muscatine Art Center, 2024					

2.3 DATA REGARDING ART MUSEUMS THAT EXPANDED

A study conducted by the *Art Newspaper* reported that 11 art museums that expanded between 2007 and 2014 had an average 14.1% attendance growth during that period compared to 10.2% attendance average growth during the same period for art museums that had not expanded¹. The conclusion was that expansions result in increased attendance levels, which is to be expected.

On the other hand, a marketing-focused firm, Impacts Research, tracked attendance at 11 visitor-serving cultural organizations (not only art museums) that completed significant expansion projects between the years 2003-2011 and that were previously in operation for at least a decade before the expansion. The research indicated that opening year attendance compared to the average attendance during the previous 10 years of operation was substantial but that the impact declined in subsequent years² as shown below:

Increased Attendance in Expansion Over 10 Year Previous Average

- Year 1: 19.6%
- Year 2: 8.5%
- Year 3: 5.5%
- Year 4: 3.1%
- Year 5: 1.4%

¹¹ <https://www.theartnewspaper.com/2016/03/31/museums-that-expand-get-more-visitors-our-data-analysis-shows>

² <https://www.colleendilen.com/2017/06/16/do-expansions-increase-long-term-attendance>

While it may be expected that the expansion of the Muscatine Art Center will result in higher attendance, the data above suggest that in addition to an expansion there is a need for other strategies to increase attendance and earned income as well as private support. Our recommendations and assumptions are set out in Chapter 4.

2.4 EXPERIENCE OF SELECTED COMPARABLE INSTITUTIONS

It is valuable to learn from the experience of other comparable or similar institutions that expanded, especially to provide benchmarks for operational recommendations and projections of attendance, operating revenues and expenses for the future Muscatine Art Center. The best comparability would be of examples that are expansions on the same site of art museums/centers located in residential areas that also include a local history focus and that are in small cities. Full comparability is not possible but those identified in consultation with the MAC Director as offering a reasonable level of comparability are:

- Mercer Museum, Doylestown, Pennsylvania
- Morven Museum and Garden, Princeton, New Jersey
- Woodson Art Museum, Wausau, Wisconsin

Published information and interviews with the Directors of each of the three institutions provided the following benchmarking data, as well as advice regarding factors for success and mistakes to avoid in an expansion.

2.4.1 MERCER MUSEUM



The Mercer Museum in Doylestown Pennsylvania (population about 8,300, and 41 miles from Philadelphia) is a six-story reinforced concrete castle named after the man who designed it. It was completed in 1916 and has been recognized as a National Historic Landmark. Although not an art museum or center, this history museum is of interest to the MAC because it is in a small community and underwent an expansion. The museum has a core history collection of over 17,000 pre-Industrial tools and portraits of pre-Industrial American material culture. The museum also features a research library that

is a center for local history related to Bucks County and the surrounding region.

Looking to expand exhibition and programming capabilities in an effort to attract more visitors, the Bucks County Historical Society commissioned architects to design and construct a new 13,000 sf addition. Completed in 2011, the addition serves as the Museum's primary entrance. The expansion also added 3,500 sq. ft. of exhibition space for rotating and traveling exhibitions as well as orientation, classroom and programming space and a larger retail store. Such spaces are also required by the Muscatine Art Center.

Taking into account heritage preservation considerations, the addition at the Mercer Museum is separate from the castle and connected via a grand stair which doubles as a waiting space for groups of school children.

Attendance levels at the Mercer Museum before the expansion were in the range of 20,000 annual visitors based on adult admission charges of \$5.00. The expansion led to an attendance increase to about 30,000 with a further growth to about 40,000 in the pre-COVID period as a consequence of enhanced exhibits and a reported more entrepreneurial and professional new management. This was despite a substantial increase in admission charges to \$15 for adults and a reduction in open days from seven to six.

Staff of the Bucks County Historical Society are assigned both to the Mercer Museum and the Fonthill Castle about one mile away. Staff levels as a consequence of the expansion increased from 10 full-time and several part-time to 20 full-time. There was also a growth in volunteer support.

Higher attendance at the Mercer Museum after the expansion exposed more visitors to retail opportunities and led to more revenue from retail sales, public and educational programs, and from venue rentals. Both private and government support for operations increased as well as to recognize higher staffing and other operating costs. The operating budget grew from about one million dollars, based on a small staff before the expansion, to the current range of about \$2.5 million. Prior to the expansion there was a substantial reliance on an endowment to support operating costs. The endowment generated 75% of revenue, contributed income (both private and government) combined to be 20% and earned income 5%. Currently, earned income, contributed income and the endowment each account for about one third of the operating budget.

The data here indicate that the expansion helped to generate higher attendance and earned income as well as a higher level of contributed income needed to offset higher staff and other operating costs. Advice for the Muscatine Art Center included the need to invest in high quality facilities that blend in well with existing facilities and the need to offer change to visitors, particularly the exhibitions, if attendance levels are to grow and be maintained.

2.4.2 MORVEN MUSEUM AND GARDEN



The main historic house of the Morven Museum & Garden is a National Historic Landmark that was the mansion of the Governor of New Jersey from 1945-1981. The site continues to be owned by the state of New Jersey. It was originally constructed by Richard Stockton, one of the signers of the Declaration of Independence. The 1758 house, called Morven ("big hill" in Gaelic) is located on a 5-acre site in Princeton New Jersey (population about 30,900) and about 13 miles from Trenton and 51 miles from New York City.

After substantial investment in its renovation the house opened to the public in 2004 as a museum and garden. In 2018 the Stockton Education Center was added in a 3,000 sq. ft. separate building that provided an atrium/gathering space, which is used substantially for

venue rentals, as well as for programming/classroom and office space. The historic nature of the 1758 house meant that there could be no physical connection to it. ***As a consequence of no physical connection, visitors must move between the two buildings outdoors, including in winter and inclement weather conditions. This should ideally be avoided at the Muscatine Art Center as part of architectural design, as also suggested by the Morven Executive Director.***

At the same time as the Education Center was added, the Museum updated the exhibits in the historic house. Nonetheless, a Board decision was that admission charges should not increase from the level before the addition and the exhibition enhancements and remain today at \$10 for adults and \$8 for seniors and youth over the age of 5. Very young children are offered free admission.

Prior to the addition and the exhibition upgrades, attendance levels were about 15,900 and have grown to the current 25,300 range. In part this reflects more venue rentals and events, both indoor and outdoor in the Garden. ***This confirms opportunities for an enhanced Japanese Garden at the Muscatine Art Center to also become more of a venue rental opportunity.***

The market for the Morven historic house, museum and garden skews older and female. There are relatively few school groups attracted, in part because of substantial competition among historic houses in the region.

Staffing levels increased only modestly with implementation of the addition and exhibition enhancements from five to six full-time staff and from 9 to 10 part-timers. Volunteer levels remained about the same.

The total operating budget of the Morven Museum and Garden increased from about one million dollars in 2018 to \$1.7 million today. Operating funds are primarily from private sources and an endowment. Earned income accounts for about 12% of operating revenues, primarily from venue rentals. The state of New Jersey provides \$100,000 per year.

2.4.3 WOODSON ART MUSEUM



The Leigh Yawkey Woodson Art Museum in Wausau Wisconsin (population under 40,000 and 143 miles from Madison) was established in 1973 when an English Tudor home and four-acre estate were donated to become the community's only art museum on the condition that it offer free admission to all in perpetuity and also offer free public and educational programs. The Art Museum opened in 1976 after a

renovation added a 2-story gallery, featuring the Woodson family's decorative arts collection. The collection grew to more than 14,000 objects with a focus on art inspired by nature, primarily birds. It is entirely an art museum with no focus on the history of the area.

A second two-story gallery was added in 1987; a new main entrance was added in 1997; and a 9,000-square-foot addition was completed in 2012 after the Museum was offered a gift of 43 Owen J. Gromme paintings featuring Wisconsin flora and fauna. The addition includes a 5,000 sq. ft. gallery, 2,500 sq. ft. art storage area, all-new ADA-compliant restrooms, elevator, enhanced main entry, and a glass-enclosed stair tower. The stair area and elevator were

designed to accommodate the roof-top presentation of sculpture. Green design elements and sustainable materials were incorporated into the project to maximize energy efficiency. The capital cost in 2011-12 for the 9,000 sq. ft. addition was only \$3 million compared to \$1.5 million for a recent 2,000 sq. ft. addition for programming space.

The impact of the 2012 expansion on the Woodson Art Museum was as follows:

- **Admission Charges:** Free admission is mandated but donation boxes were introduced and generate modest revenues.
- **Attendance Levels:** There was only a modest increase in attendance as a consequence of the 9,000 sq. ft. addition and grew from about 40,000 to the 50,000 annual visitor range, with a decline to about 40,000 in 2023.
- **Market Segments:** These did not change substantially as a result of the expansion and are estimated at about one-third each for residents, school groups and tourists.
- **Membership:** There was an increase after the expansion, especially in upper level membership categories levels based on support for mission and civic pride. Of the 1,000 memberships, about 400 were and remain in upper level categories.
- **Staffing Levels:** There was a modest increase in staffing by 1.0 FTE with the expansion to 11 full-time staff and 3.0 FTE part-time staff. This is substantially larger than the existing staff of the MAC.
- **Total Operating Budget:** It increased from \$1.7 to \$2.0 million with the implementation of the expansion in 2012.
- **Sources of Operating Income:** About 50% of operating revenues are from an endowment that supports operating costs from the family that donated the mansion in 1973. About 30% is from private support, 10% from government, 10% from earned income, mainly from membership, which could also be categorized as contributed income. There is no revenue from venue rentals because of potential concern by neighboring residents in the residential area in which the Museum is located. There are thus no evening open hours. Modest income is generated from retail sales and donation boxes with no income from public programs. The Museum site is in a residential area and to avoid conflicts with neighbors a decision was made not to offer venue rentals or evening hours.

The Woodson Art Museum is not focused substantially on attendance or revenue generation because of a major endowment fund that accounts for 50% of operating revenues. It had a relatively large staff before the expansion and only needed to add part-time staff.

The main advice to the Muscatine Art Center, recognizing that it is also in a residential area, is to involve neighbors in all planning to avoid upsetting them.

2.5 LOCAL AND REGIONAL CONTEXT

The only other museum in Muscatine is the National Pearl Button Museum, while the only other art museum in the Quad Cities region is the Figge Art Museum in Davenport. Both offer benchmarks and are considered here. In addition, there are other art and history museums elsewhere in the state that represent some level of competition. These include the Stanley Museum of Art in Iowa City and the Sioux City Museum of Art, which was one of the three analyzed earlier in this chapter.

2.5.1 NATIONAL PEARL BUTTON MUSEUM



The other existing museum in Muscatine is the National Pearl Button Museum. It is unique as the only museum anywhere that focuses on preserving and interpreting the history of pearl button manufacturing in the United States. Some 1.5 billion buttons per year were manufactured from the mussels found in the Mississippi River, an industry that ended with the development of plastics and the reduction in the number of available mussels in the river.

The Pearl Button Museum was founded in 1993 and has built a collection of pearl button industry artifacts while also developing partnerships with local industry leaders to present their histories. The Museum is located in a 2-story building in downtown Muscatine known as the History and Industry Center. The story of the buttons is told on the 3,000 sq. ft. ground floor while the 3,000 sq. ft. second floor is used to highlight various companies in Muscatine and is also space used for venue rentals to accommodate up to 100 people for cocktails and 72 seated at round tables. A key point is that *although called the History and Industry Center it does not seek to tell a wider story of the history of Muscatine. This leaves open the opportunity for the Muscatine Art Center to be rebranded to reflect that it is not only about the visual arts but also about a wider history of Muscatine. Our recommendation is set out in Chapter 4.*

Admission is free with a suggested donation of \$5 for adults and \$2 for children to a donation box. There are fixed \$5 admission charges for guided tours of 10 people or more. The Museum is open from 10 -4 only from Tuesday through Saturday.

Total annual attendance is about 7,500 with a peak in the past at 12,000 annual visitors.

The Pearl Button Museum operates with a full-time Director and two part-time staff, including a Gift Shop Manager/Artist in Residence. It has an annual operating budget of about \$150,000, of which most income is from private donations, with modest revenues from the retail store, venue rentals and admissions. No revenue is reported from government sources.

2.5.2 FIGGE ART MUSEUM, DAVENPORT



The Figge Art Museum is in Davenport, Iowa, about 30 miles from Muscatine. It originally opened in 1928 as the Davenport Art Museum.

A new building was designed by British architect David Chipperfield and opened in 2005 after a \$13 million donation from the Figge Foundation to support a capital project of \$47 million. The encyclopedic collection includes over 4,000 works of art, ranging from the 16th century to the present. The

Figge markets itself as the “premier art exhibition and education facility between Chicago and Des Moines.”

The Figge Art Museum is in a large 99,515-square-foot building on four floors. It features a 110-seat auditorium and 20,600 square feet of exhibition space, as well as education, public programming and office spaces, plus 35,000 square feet of underground parking.

The Museum is closed to the public on Mondays and opens from 10-5 on other days with the exception of Thursdays from 10-8 and Sundays from noon to 5 pm.

Admission charges are as follows:

- \$10 Adults
- \$6 Seniors (60 and older)
- \$6 Students (high school, college) with ID
- \$4 Children ages 4-12

Free admission is offered to members and all very young children as well as to visitors on Thursdays after 5 pm and to seniors during the first Thursday of every month, and during the first full weekend of each month for cardholders of Bank of America, Merrill or Bank of America Private Bank (US Trust). Free admission is also offered to active military, their spouses and children.

Membership charges are as follows:

- Youth \$30 (Admission for one, ages 16-30)
- Educator \$40 (Admission for one)
- Senior \$40 (Admission for one, age 60+)
- Individual \$50 (Admission for one adult, age 30+)
- Family \$75 (Up to two heads of household and dependent children under the age of 18)
- Grandparent \$75 (Up to two grandparents and grandchildren under the age of 18)

The Figge had a café for many years, but it is still closed to the public well after the peak of COVID-19 because it was not profitable. We do not recommend a café for the expanded MAC.

In pre-COVID 2019 the Figge reported total attendance at 86,000 but this included 17,000 students who are served through outreach programs. Onsite attendance was therefore about 69,000, including 3,400 students who attended in school groups.

The Figge currently operates with a full-time staff of 21 supported by 17 part-timers and volunteers. The total operating revenues in pre-COVID 2019 were reported to be \$3,020,890, of which about 61% was from contributions and grants, 27% from earned income, and 8% was from investment/endowment sources, with the remaining 4% from other undefined sources. The 2023 operating budget is about the same at \$3,013,000.

3. ANALYSIS OF EXISTING OPERATION AND POTENTIAL MARKETS

This chapter sets out our analysis of the existing Muscatine Art Center (MAC) facilities, markets, operations and finances as well as potential resident, school and tourist markets for the potentially expanded and enhanced future MAC.

3.1 EXISTING MUSCATINE ART CENTER OPERATION



The Muscatine Art Center was established in 1965 with the donation of the former Laura Musser House to the City of Muscatine for the purpose of establishing an art center. Key data regarding existing facilities, markets, operations and finances are as follows, based on both pre-COVID 2019 data and figures for 2023.

Site/Facilities

- **Site:** The site is in a residential area and therefore does not offer synergies with other attractions, restaurants, retail or other institutions that would create crossover visit opportunities. The MAC must therefore be a destination attraction. Also, being in a residential area requires care to avoid resistance by neighbors associated with noise, traffic parking, and other issues. The 4.62-acre site also includes a recently restored Japanese Garden, a small Performing Arts Park, as well as an 80-space parking lot at the rear of the site. A neighboring property, 1410 Mulberry Avenue, includes a 1950's era home that is to

be removed to create space to help facilitate a needed expansion of the MAC. This is to be confirmed during the Stage 2 architectural design process.

- **Access:** Access to the site is from two points of entry. Pedestrians access via the Mulberry Avenue sidewalk directly to the main entry. Vehicles, however, must access the site and the parking lot via Cedar Street. The location of the parking lot is at the rear of the site and at a significantly lower grade than the rest of the building. It is distant from the main entrance and not in a direct sight line, causing some confusion for visitor access, especially for first-time visitors.
- **Buildings:** The Muscatine Art Center encompasses four distinct, though connected or linked, buildings, which are on the National Register of Historic Places. The original property, which belonged to Laura Musser McColm, is listed on the National Register of Historic Places with the 1908 Musser Mansion with Music Room addition listed as “Individually Eligible” and the 1920s carriage house and the Japanese Garden from 1930 listed as “Contributing”. The Stanley Gallery and a linkage connecting the Musser Mansion to the Stanley Gallery are both “Non-Contributing” for the National Register listing. The total size of the existing buildings and linkage is 28,617 gross square feet, with the size of the individual buildings and linkage as follows:
 - Musser Mansion: 4 levels; 14,644 sq. ft. (including porches).
 - Stanley Gallery: 3 levels; 5,896 sq. ft.
 - Carriage House: 3 levels; 3,475 sq. ft. (including porches)
 - Linkage: 1 level; 2,325 sq. ft.

The neighboring Mulberry Ave. residential building owned by the MAC is approximately 4,500 sq. ft.

- **Key Existing Spaces:** The combined exhibition spaces total 9,576 net sq. ft. while classroom spaces combine to offer an additional 2,320 net sq. ft. An 820 net sq. ft. music room is used for small venue rentals, programs and events. Other spaces used for venue rentals as well as public programs include the 2,320 sq. ft. studio, the 4,576 sq. ft. Stanley Gallery, and the 2,325 sq. ft. Linkage (connecting the main residence with the Stanley Gallery). There is no gift shop, although limited gift items are sold at the front desk. There are opportunities for the expansion to add a variety of additional spaces, as set out in Chapter 4 of this report.
- **Collections:** These include over 20,000 items including about 400 paintings, 240 drawings, 2,363 prints, 2,961 glass objects, 1,186 rare books, 4,327 items of ephemera, 2,247 photographs, 769 ceramics, 203 pieces of furniture, 831 textiles, 111 sculptures, and 4,593 miscellaneous objects. The fine art collection is of national and international importance with paintings by Grant Wood, Marvin Cone, Georgia O’Keeffe, Marc Chagall, Pierre Auguste Renoir, Camille Pissarro and drawings by Vincent van Gogh, Pablo Picasso, and Edgar Degas. There is also an important local history collection as well as the Mississippi River Collection which documents the river headwaters to the gulf. The MAC also maintains a collection of Civil War items that tell the stories of enlisted people, and their families, from the Muscatine area.

Operations and Markets

- **Operating Schedule:** Both pre-COVID and in 2023 the MAC opened for six days per week (closed Mondays) with limited hours from 1-5 pm on weekend days, and extended hours

from 10-7 on Thursdays. The open hours are from 10-5 on Tuesdays, Wednesdays and Fridays. Assumed modifications to the operating schedule are set out in Chapter 4.

- **Admission Charges:** There are no fixed admission charges. The suggested admission charge is \$1.00 per person. Chapter 4 includes a recommendation that the suggested admission amount be increased in advance of the expansion and increased again when the expansion is implemented. An assumed continued policy of suggested admissions will help to maximize access and exposure to other revenue centers.
- **Total On-Site Attendance:** In pre-COVID 2019, total on-site attendance was reported at 15,886, which was higher than the previous two years. The 2023 on-site attendance total was 14,593 with 2024 attendance projected to be about 15,000 and 16,000 in 2025, mainly because of additional history-focused school groups. Implementation of the expansion and other recommendations set out in this report should result in higher future levels of attendance.
- **School Groups:** About 11% of visitors arrived in school groups in 2019 with about 9% in 2023. An increased focus on local history as part of the expansion will result in more school group visitors.
- **Origin of Visitors:** An estimated 76% of visitors in 2019 were from within a 50-mile radius of Muscatine, which would include the Quad Cities. A slight decline in resident market visitors to 72% in 2023 was based on an increase in tourist visitors, including from Mississippi River cruises who visit largely by means of step-on, step-off buses.
- **Gender:** As is common, the market skews female at an estimated 58% in both 2019 and 2023.
- **Age:** The market is older with 61% over the age of 50 in 2019 and 62% in 2023. An objective for the expanded facility is to attract a higher percentage of younger visitors who are not attending in school groups. Recommendations are set out in Chapter 4.
- **Repeat Visitation:** A very high 79% were repeat visitors in 2019 with a slight drop to 76% in 2023. This percentage is too high, as there should be more first time visitors in the context of an expansion and other changes recommended in this report.
- **Weekday/Weekend Visitors:** The norm is for weekend days to account for about half of visitors to most museums. For the Muscatine Art Center it was 35% in 2019 and 37% in 2023. These low percentages reflect *limited open hours on weekend days, which are recommended to be extended with implementation of the expansion.*
- **Length of Stay:** It ranges from 50-65 minutes for non-school visitors and 75 minutes for school groups. This should increase with the expansion.
- **Memberships:** There were 146 memberships in 2023, accounting for 11% of total visitors. With membership revenues at \$12,845, that translates to close to \$88 per membership. This indicates that many members in upper-level membership categories are motivated to support the mission of the MAC as opposed to personal cost savings through membership perks.
- **Staff and Volunteer Levels:** The Muscatine Art Center operated with 4 full-time and 6 part-timers in both 2019 and 2023. Staff levels will need to grow in the future, but the level

of growth will need to be limited to enhance the feasibility of the expansion. There were 22 regular and 58 periodic volunteers in 2019 with a decline to 19 regular and 47 periodic volunteers in 2023.

- **Funding Partners:** The MAC has a variety of funding partners. They are as follows:
 - **City of Muscatine:** The MAC is a department of the City of Muscatine and receives an annual allocation like any other City department. In 2023, this amount was \$258,734. In addition, 25% of the hotel/motel tax collected in the City is annually directed to the MAC. In 2023, this amount was \$106,251.
 - **Friends of the Muscatine Art Center:** The Friends organization is a 501(c)3 and serves as the membership arm of the MAC. In 2023, the Friends contributed \$27,097 in wage reimbursements to the City of Muscatine to support a portion of the wages for two fulltime staff members – the Program Coordinator and Curator/Registrar. The Friends organization earns income through its membership program, events, and earnings from endowment funds and also secures sponsorships, private donations, and grant funds. In addition to meeting the annual obligation to the City of Muscatine for wage reimbursements, Friends covers costs for intern stipends, busing for local students to participate in fieldtrips at the MAC, and select program expenses.
 - **Muscatine Art Center Support Foundation:** The Support Foundation manages multiple funds held at the Community Foundation of Greater Muscatine. All funds benefit the MAC and primarily cover costs associated with exhibitions, collections care, and acquisitions along with contributions to the City of Muscatine to financially support a portion of the wages and benefits for the Curator/Registrar. In 2023, the Support Foundation contributed \$31,165 to the City for this purpose. The overall operating budget for the Support Foundation in 2023 was \$199,591. Annual spending grants from various funds such as the Endowment provide much of the income. However, donors also contribute directly to the Support Foundation, and occasionally, grants are processed through the Support Foundation.
 - **State of Iowa – Cultural Leadership Partner Grant:** Since 2008, the MAC has received grant funding from the state’s annual Cultural Leadership Partner (CLP) program. In 2023, the grant in the amount of \$15,000 funded a portion of wages for parttime employees working on Thursday evenings and over the weekend. The remaining funds were directed towards educational supplies and one-time expenses.
 - **Trust Funds Held within the City of Muscatine:** Funds held under the umbrella of the City of Muscatine for the MAC include the General Trust, the McWhirter-Gilmore Fund (established by the original donors of the property to aid with the preservation of the historic house), the Alice Schaeffer Fund (to aid with the care of collections gifted by the Alice Schaeffer family), and the E. Bradford Burns Fund. With the exception of the Burns Fund which is earmarked for the building addition project, the funds are primarily used to support special projects, and their balances are not reflected when discussing endowment funds.
- **Total Operating Budget and Sources of Revenue:** Combining support from the City of Muscatine, including an allocation of the local hotel/motel tax, with funds from the Muscatine Art Center Support Foundation and the Friends of the Muscatine Art Center

plus grants received, the total operating budget was \$531,175 in 2019 and grew to \$640,568 in 2023. Not including the hotel/motel tax allocation of \$106,351 in 2023, other grants, and funds paid in by Friends and the Support Foundation, the City provided \$258,734 in general revenues towards the operating budget in 2023 as well as substantial in-kind support. Endowment and donated funds from the Friends and Support Foundation combined to generate \$244,991 for the MAC in 2023. ***Although earned income levels are currently quite low at about 5%, this should increase substantially as part of the expansion even with continued free/suggested admissions.***

- **Staffing as Percentage of Operating Costs:** The norm is for staffing costs to represent 50-60% of the total operating budget. For the Muscatine Art Center it was 69% in 2019 and 63% in 2023. This is despite the fact that the Center is under-staffed and thus indicates under-spending on other operating cost categories.

The data regarding the selected comparables, and an understanding of the existing Muscatine Art Center operations, noted above, confirm the need for more space, staff and operating funds if the MAC is to better achieve its vision and mission. This will need to be from a combination of earned, private and government sources. There are also opportunities for the City of Muscatine to assist in other ways that will help the Muscatine Art Center to increase its earned income levels, as discussed in Chapter 4.

COMMUNITY FEEDBACK SURVEY

A survey of 699 respondents conducted by DeNovo published in May of 2022 for the Muscatine Art Center was focused on better understanding the needs and desires of Muscatine and nearby residents. Respondents were primarily persons who had previously attended the MAC (87%). Some 34% had visited three or more times in the past year. The survey results therefore reflect a primarily interested market as opposed to a general public market.

Among the survey results of particular interest to this feasibility study are the following points:

- **Attendance with Children:** Some 58% reported having attended with children. This percentage appears high and may reflect attendance with adult children. There are opportunities to increase attendance with younger children too.
- **Word Cloud:** Among all of the words that came to mind by respondents, surprisingly “art” ranked second to “history/historical.” ***The data help to inform a recommendation set out in Chapter 4 that the future institution should increase its emphasis on history, to be reflected in the brand/name.*** De Novo, however, did not recommend this, instead recommending a new name as either Muscatine Arts and Cultural Center or Muscatine Arts.

OTHER DATA REGARDING MUSCATINE ART CENTER

The data that follows was prepared for the Muscatine Chamber of Commerce by a company named Placer.AI over the full-year period from November 1, 2022, to October 31, 2023. The data in the following table indicate a profile of visitors to the Muscatine Art Center that is somewhat younger, with lower household income and lower levels of educational attainment, and also a slightly larger number of persons per household than the Iowa state average. The MAC visitor is also somewhat less likely to be white than the state average.

Among non-comparative data, the peak days of visits to the Muscatine Art Center are reported to be Tuesdays and Wednesdays and from 1-3 pm, likely reflecting school group visits. The average length of stay in the MAC is 80 minutes with the median at 58 minutes. A larger exhibition and programming space will serve to increase length of stay and therefore exposure to revenue centers.

Category	Muscatine Art Center	Iowa
Median Household Income	\$56,000	\$65,600
Bachelor's Degree or Higher	25.1	29.8
Median Age	37.4	38.8
White Ethnicity	78.1%	86.6%
Persons Per Household	2.49	2.42
Peak Visitation Period	1-3 pm	N/A
Peak Attendance Days	Tuesday and Wednesday	N/A
Average Length of Stay	80 minutes	N/A
Median Length of Stay	58 minutes	N/A

3.2 POTENTIAL MARKETS

This section considers available data and interview feedback associated with potential resident, school and tourist markets for the City and County of Muscatine and the Quad Cities compared to state and national averages.

3.2.1 RESIDENT MARKET

While the Muscatine Art Center will continue to also attract tourist visitors, the resident market is particularly important for the following main reasons. Residents:

- Are readily accessible and available on a year-round basis.
- Can be made aware of the exhibitions and programs offered by the MAC more easily and cost-effectively than tourists.
- Are most likely to be repeat visitors.
- Are more likely to become volunteers, members and donors.
- Often advise, and accompany, visiting friends and relatives to attend.

This section examines 2020 census data with some comparisons to 2010 data for the City and County of Muscatine, the Quad Cities, Iowa and the USA as well as available projections for the future. The analyses lead to some conclusions and recommendations for the future MAC.

POPULATION TOTALS AND GROWTH LEVELS

Muscatine is a relatively small city of about 23,800 residents, with a County population of about 43,100. However, it is within easy driving distance of other communities in the Quad Cities Metropolitan Statistical Area (MSA), which may be considered a secondary resident market for Muscatine and whose population is about 383,800. Projections for population growth in the Davenport-Moline-Rock Island (Quad Cities) MSA is for population levels to remain about the same in 2030.

The data indicate a modest local resident population but a more substantial regional population and therefore why it is important for the Muscatine Art Center to seek to attract more regional residents and tourists if attendance levels are to be maximized.

Population Totals and Projections	Actual 2010	Actual 2020	Projected 2030	% Change Actual 2010/2020	% Change Projected 2020/2030
City of Muscatine	22,886	23,797	N/A	4.0%	N.A
Muscatine County	42,804	43,141	42,910	0.8%	-0.5%
Davenport-Moline-Rock Island IA, IL MSA (includes Muscatine)	379,773	383,754	382,652	1.0%	-0.3%
Iowa	3,050,819	3,190,571	3,280,468	4.6%	2.7%
USA	308,745,538	339,449,281	352,070,270	9.9%	3.6%

Sources: US Census 2020 and Woods & Poole Economics 2023

AGE

The median age of City of Muscatine residents in 2020 was two years younger than county, state and national averages and about four years younger than the median age of Quad City residents. *The data suggest the importance of an increased emphasis on programs for children and youth, which also* have staffing and volunteer implications. At the same time, a generally aging population and the increased longevity of seniors emphasizes the importance of maintaining the current strong appeal to older market segments.

Age	City of Muscatine		Muscatine County		Davenport-Moline-Rock Island IA, IL MSA		Iowa		USA	
	#	%	#	%	#	%	#	%	#	%
Under 5 years	1,788	7.5%	2,733	6.3%	21,683	5.7%	187,257	5.9%	18,661,245	6.0%
5 to 9 years	1,362	5.7%	2,618	6.1%	24,400	6.4%	201,486	6.3%	20,010,813	6.1%
10 to 14 years	1,933	8.1%	3,464	8.0%	25,444	6.7%	216,296	6.8%	21,821,492	6.5%
15 to 19 years	1,631	6.9%	2,898	6.7%	25,417	6.7%	225,888	7.1%	21,824,088	6.5%
20 to 24 years	1,677	7.1%	2,725	6.3%	22,066	5.8%	224,891	7.0%	21,382,643	6.7%
25 to 29 years	1,357	5.7%	2,465	5.7%	22,037	5.8%	198,276	6.2%	22,100,453	7.1%
30 to 34 years	1,573	6.6%	2,677	6.2%	22,263	5.8%	192,531	6.0%	22,978,685	6.8%
35 to 39 years	1,863	7.8%	3,069	7.1%	23,355	6.1%	210,687	6.6%	22,371,398	6.5%
40 to 44 years	1,279	5.4%	2,289	5.3%	25,507	6.7%	198,279	6.2%	21,362,163	6.1%
45 to 49 years	1,691	7.1%	2,773	6.4%	22,129	5.8%	171,706	5.4%	19,782,325	6.3%
50 to 54 years	970	4.1%	2,591	6.0%	24,035	6.3%	183,760	5.8%	20,891,392	6.4%
55 to 59 years	1,450	6.1%	2,664	6.2%	25,276	6.6%	194,787	6.1%	21,141,152	6.7%
60 to 64 years	1,653	7.0%	3,091	7.2%	24,784	6.5%	219,654	6.9%	21,673,882	6.2%
65 to 69 years	1,108	4.7%	2,480	5.7%	23,219	6.1%	186,344	5.8%	18,351,785	5.3%
70 to 74 years	948	4.0%	1,850	4.3%	20,970	5.5%	152,381	4.8%	15,426,419	4.1%
75 to 79 years	527	2.2%	1,085	2.5%	12,711	3.3%	94,367	3.0%	9,872,768	2.8%
80 to 84 years	377	1.6%	759	1.8%	8,114	2.1%	65,432	2.0%	6,278,369	1.9%
85 years and over	572	2.4%	914	2.1%	8,037	2.1%	69,057	2.2%	5,962,673	2.0%
Total	23,759	100%	43,145	100.0%	381,447	100%	3,193,079	100%	331,893,745	100%
Median Age	36.3		38.3		40.6		38.5		38.8	

Educational Attainment

There is a strong correlation between educational attainment and cultural participation. People with university degrees are most likely to attend museum exhibitions and take part in various program opportunities. As shown on the following table, the percentage of Muscatine City and County residents with at least a bachelor's degree is lower than the figures for Quad Cities, Iowa and the US as a whole.

The educational attainment data are thus challenging for the Muscatine Art Center and emphasizes the wisdom of using price and entertainment value as methods that can help to attract people with lower levels of educational attainment.

Educational Attainment (Total Population 25 Years or Over)	City of Muscatine		Muscatine County		Davenport-Moline-Rock Island IA, IL MSA		Iowa		USA	
	#	%	#	%	#	%	#	%	#	%
Less than high school diploma	1,893	12.3%	2,983	10.4%	21,258	8.1%	141,021	6.5%	25,562,680	11.5%
High school graduate/equivalent	5,578	36.3%	10,026	34.9%	78,547	29.9%	637,844	29.5%	59,421,419	26.7%
Some college	2,939	19.1%	5,602	19.5%	61,546	23.5%	424,541	19.7%	45,242,162	20.3%
Associate's degree	1,846	12.0%	3,523	12.3%	26,477	10.1%	258,299	12.0%	19,254,254	8.6%
Bachelor's degree	2,242	14.6%	4,554	15.9%	48,406	18.4%	463,740	21.5%	45,034,610	20.2%
Graduate or professional degree	870	5.7%	2,019	7.0%	26,203	10.0%	234,066	10.8%	28,321,709	12.7%
Total	15,368	100%	28,707	100%	262,437	100%	2,159,511	100%	222,836,834	100%

Sources: American Community Survey Data (2021)

Income

Although level of education is the variable with the closest correlation to museum and other cultural attendance and participation, household income is an important indicator of potential attendance too. The following table confirms lower median and average household income levels for City and County of Muscatine residents relative to Quad City, state and national averages. There is also a high percentage of City residents who are living in poverty.

The current high levels of poverty and lower median and average income confirm the need to recognize price sensitivity in developing admission charge policies and an assumption that suggested admissions will be retained.

Household Income	Muscatine City	Muscatine County	Davenport-Moline-Rock Island IA, IL	Iowa	USA
Median Income	\$54,577	\$61,547	\$61,166	\$65,600	\$69,021
Average Income	\$67,578	\$79,500	\$86,206	\$86,499	\$91,547
% Living in Poverty	15.7%	10.5%	14.3%	11.1%	12.8%

Sources: American Community Survey (2021)

RACE/ETHNICITY

As shown on the following table, the resident market is primarily White, but the Hispanic/Latino market has been growing and currently accounts for over 19% of the population in the city and 18% for the county as a whole. This should be recognized in the exhibitions offered and considered in staffing decisions.

Race	Muscatine City		Muscatine County		Davenport-Moline-Rock Island IA, IL MSA		Iowa		USA	
	#	%	#	%	#	%	#	%	#	%
White	19,787	83.3%	36,944	85.6%	298,226	78.2%	14,609,365	50.1%	204,277,273	61.6%
Black or African American	812	3.4%	1,084	2.5%	24,633	6.5%	3,552,997	12.2%	41,104,200	12.4%
American Indian	53	0.2%	90	0.2%	1,413	0.4%	278,948	1.0%	3,727,135	1.1%
Asian	136	0.6%	279	0.6%	9,215	2.4%	1,585,480	5.4%	19,886,049	6.0%
Pacific Islander	36	0.2%	36	0.1%	360	0.1%	33,611	0.1%	689,966	0.2%
Some other race	1,712	7.2%	2,702	6.3%	12,721	3.3%	3,951,366	13.6%	27,915,715	8.4%
Two or more races	1,223	5.1%	2,010	4.7%	34,879	9.1%	5,133,738	17.6%	33,848,943	10.2%
Total	23,759	100%	43,145	100%	381,447	100%	29,145,505	100%	331,449,281	100%

Source: American Community Survey (2021)

Ethnicity	City of Muscatine		Muscatine County		Davenport-Moline-Rock Island IA, IL MSA		Iowa		USA	
	#	%	#	%	#	%	#	%	#	%
Hispanic/Latino (any race)	4,557	19.1%	7,769	18.0%	36,102	9.5%	215,986	6.8%	62,080,044	18.7%
Not Hispanic or Latino	19,240	80.9%	35,466	82.0%	345,345	90.5%	2,974,383	93.2%	269,369,237	81.3%
Total	23,797	100%	43,235	100%	381,447	100.0%	3,190,369	100%	331,449,281	100%

Source: American Community Survey (2021)

3.2.2 SCHOOL MARKETS

It will be important for the Muscatine Art Center to focus on the school market for the following main reasons:

- Education is part of the mission and mandate of all museum-related attractions that seek opportunities to broaden and deepen participation from school groups.

- Children brought to museums and other cultural institutions as part of school field trips often convince their parents to take them again.
- For children in lower income/education families, attending on a field trip is often the only opportunity to attend.

Considered here are the size of the potential school market and the main factors that influence decisions whether or not to attend on field trips or for individual study. Those factors are curriculum links, interactivity/students' enjoyment and field trip funding and policies.

ENROLLMENT LEVELS

The following table sets out the enrolled student population from nursery school through to graduate or professional school for the city and county of Muscatine and the Quad Cities compared to state and national averages.

Like the population data, the city and county school enrolment figures are relatively modest and emphasize the need to seek to increase curriculum links at a variety of grade and course levels, as discussed below, especially as related to local history in addition to the visual arts.

School Enrollment Levels	City of Muscatine		Muscatine County		Davenport-Moline-Rock Island IA, IL		Iowa		USA	
	#	%	#	%	#	%	#	%	#	%
Population 3+ Enrolled	5,601		10,112		88,846		789,863		80,497,960	
Nursery School	715	12.8%	962	9.5%	5,227	5.9%	46,726	5.9%	4,879,858	6.1%
Kindergarten	239	4.3%	382	3.8%	7,107	8.0%	43,063	5.5%	4,003,118	5.0%
Grade 1 to 4	1,044	18.6%	2,154	21.3%	16,987	19.1%	155,086	19.6%	15,900,533	19.8%
Grade 5 to 8	1,489	26.6%	2,566	25.4%	19,708	22.2%	172,500	21.8%	16,606,090	20.6%
High School	1,279	22.8%	2,387	23.6%	21,280	24.0%	172,768	21.9%	16,879,255	21.0%
College (Undergraduate)	663	11.8%	1,321	13.1%	14,701	16.5%	167,424	21.2%	17,869,758	22.2%
Graduate or Professional School	172	3.1%	340	3.4%	3,836	4.3%	32,296	4.1%	4,359,348	5.4%
Total	5,601	100%	10,112	100%	88,846	100%	789,863	100%	80,497,960	100%

Sources: American Community Survey Data (2021)

CURRICULUM LINKS

The Fine Arts Standards for Iowa were established in 2017 by the Iowa Department of Education for students who are pre-K through grade 12 as related to creating, presenting, responding and connecting to the visual arts. The MAC is well aware of the standards and establishes programs and services to help meet them.

This study has also recommended an increased focus on social studies and history for a rebranded institution. Since far school fewer field trips take place at the high school level, the K-8 Iowa standards for social studies are as follows:

- Kindergarten: Spaces and Places
- Grade 1: Communities and Culture
- Grade 2: Choices and Consequences
- Grade 3: Immigration and Migration
- Grade 4: Change and Continuity
- Grade 5: Rights and Responsibilities
- Grade 6: World Regions and Cultures
- Grade 7: Contemporary Global Studies
- Grade 8: United States History and Civic Ideals

Interviews suggested that the best curriculum links focused on the history of Muscatine would be in Grades 3-4 in which many field trips take place. *Interviews also confirmed that combining the visual arts and history on one visit should increase the likelihood of school group visits.*

FIELD TRIP DECISION-MAKING AND COSTS

Although there are curriculum links at the high school level, the reality is that there are far fewer school field trips for high school students. This largely reflects the fact that students at the high school level are taught by a variety of different teachers. When it is a single teacher, as is the case at the elementary levels, it is much easier to arrange a field trip. It must be noted, however, that elementary students also rotate through “specials” taught by a teacher who is not their primary classroom instructor. Examples are art and library. Since visual arts teachers have a short amount of time with their students, they are generally not able to take the lead on organizing a field trip. This is another reason why emphasizing both art and history is important for the MAC.

While the common pattern in Muscatine is for students to be primarily with a single teacher all day from kindergarten through grade 4, some schools have multiple teachers in grade 4, most in grade 6, and all students from Grades 7 through 12.

Field trips are not mandated to specific institutions or by grade in the Muscatine Community School District. Decision-making regarding field trip selection is made primarily by the classroom teacher who requires approval from the Principal and sometimes by the Superintendent. In addition to curriculum links, other factors affecting field trip selections include cost and proximity as well as student enjoyment. While admission charges are a factor, more substantial is the cost of busing the students to and from the MAC and the challenge of finding bus drivers.

There is a window of opportunity when most buses are available between picking up students in the morning and dropping them off in the afternoon. The Muscatine Community School District pays the entire cost of busing when the decision is made to attend a field trip destination because of a high percentage of low income families. The Friends of the Muscatine Art Center offers reimbursement to some schools for the cost of busing students to the Muscatine Art Center for a fieldtrip. The Muscatine Art Center does not charge an admission fee to school groups, and this is assumed to continue.

Although generally not part of the formal decision-making process for field trip selection, it is clear that teacher perceptions of the extent to which the children will enjoy their field trip

experience is another important factor. For the MAC, this means in addition to art-making opportunities, contemporary, interactive and multi-media experiences will be important in planning for the future expansion.

3.2.3 TOURIST MARKETS

Available data regarding tourism that is specific only to Muscatine are limited and set out below. But since Muscatine is part of the Quad Cities a 2019 pre-COVID survey is valuable to help profile tourist markets for the region. The survey prepared for Visit Quad Cities by a firm called Resonance included 399 respondents. Data of particular interest to the Muscatine Art Center include the following points:

- **Profile of Visitors:** Respondents skewed slightly older, White (91%), middle income and psychographically categorized as “family-oriented frugals” (47%), thereby indicating that price is an important consideration for many tourists.
- **Travel Patterns:** The highest percentage of tourists traveled to the Quad Cities as married couples (38%), with the average length of stay at a “couple/few nights” (44%). Some 87% traveled by private automobile and 52% stayed in a hotel or motel. A challenge for the MAC in attracting tourists is that there are no nearby hotels, contributing to the need for realistic attendance expectations even with the proposed expansion.
- **Purpose of Trip:** The main purpose was leisure/vacation (46%) followed by visiting friends and relatives (40%). The high percentage of those visiting friends and relatives means that the more successful the Muscatine Art Center is in attracting residents the greater the likelihood of attracting tourists who are often informed and accompanied by the residents they are visiting. There are also opportunities for Mississippi River cruises to include stops in Muscatine, as planned by the Chamber of Commerce, to increase the number of tourist visitors to the MAC.

Available data regarding tourism to Muscatine in comparison to figures for Davenport and Bettendorf as provided by the Muscatine Chamber of Commerce are as follows and are for the period from January through November 2023. The system was not in place in pre-COVID 2019:

- **Total Tourist Visits:** During the January through November 2023 period, Muscatine attracted 160,000 tourists, both overnight and on day trips. This may be compared to the 600,000 for Davenport and 270,000 for Bettendorf. *The data confirm the importance of an expanding the Muscatine Art Center to contribute to tourism development in Muscatine.*
- **Overnight and Day Trips:** Some 40.0% of visitors to Muscatine stayed overnight, compared to the 42.3% of visitors to Davenport and Bettendorf who stay overnight, with other visitors on day trips. Overnight visitors generally have more time to attend attractions so the expansion of the MAC should help to increase overnight visitation in Muscatine, which is positive for economic and tourism development.
- **Origin of Visitors:** In the case of Muscatine, Davenport and Bettendorf, the highest ranked origin of visitors was from elsewhere in Iowa, followed by Chicago and other communities in Illinois then Wisconsin and Minnesota.

- **Trips by Month:** For Muscatine the peak months for visiting in 2023 were the warmest weather months of July and August followed by June and September. For Davenport and Bettendorf, the peak months were May, June, July and September in that order.
- **Trips by Day of the Week:** The peak day for Muscatine visitors is Saturday, by a substantial margin, followed by Friday and Sunday. The same pattern applies to Davenport and Bettendorf. Limited weekend open hours at the MAC therefore limits potential attendance levels. Chapter 4 recommends more weekend open hours in the context of staff growth.

4. KEY RECOMMENDATIONS AND ASSUMPTIONS

This chapter builds on the analyses in the previous chapters to lead to a series of key recommendations and assumptions for the future of the Muscatine Art Center (MAC). The recommendations and assumptions are set out in the following sections and have been approved at this stage of planning to underlie projections of attendance, operating revenues and expenses in Chapter 5 of this report:

- Mission and Brand
- Site and External Environment
- Capital Costs and Endowment
- Collections and Visitor Experience
- Preliminary Space and Facilities Program
- Collections
- Exhibitions and Programs
- Staffing and Volunteers
- Admission Charges
- Revenue Centers
- Operating Schedule

4.1 MISSION AND BRAND

The current mission statement of the Muscatine Art Center is “to collect, preserve, interpret, and exhibit creations of aesthetic value, local history artifacts, and objects connected to the historic estate.” The mission statement refers to local history and not to the historic estate and not directly to the visual arts. History is also not referenced in the brand, which is currently Muscatine Art Center. When the property was gifted, it was under the name “Musser Museum.” The name change, to “Muscatine Art Center,” involved obtaining permission to change the name from the original donors. ***There should be an opportunity to consider a brand/name change in the context of the expansion, which has been assumed at this stage of planning and will require final evaluation by the MAC Board of Trustees.***

A key issue is the extent to which the mission, mandate and brand of the existing Muscatine Art Center should be modified. It appears clear that “Art Center” does not recognize the important collections of both art and history in the possession of the institution. Moreover, whereas the term museum is clearly understood to be accessible to visitors, the term “center” may not adequately convey an institution that is open and welcoming to the general public.

A change in both the brand and the mission statement is recommended to explicitly recognize both the historic estate and the art and history collections, both existing and potential. At the same time, the mission statement should refer explicitly to the visual arts.

In summary, we recommend and assume modification of the brand and the mission statement to achieve the following objectives:

- Clarify that it is a collections-focused “museum” and not a center.
- Add reference to history as part of the brand.
- Add reference to works of art in the mission statement.

The recommended and assumed brand/name in the context of the expansion is **Muscatine Museum of Art and History**. However, this report will continue to refer to Muscatine Art Center as part of this feasibility study.

Given the foregoing, the mission statement is recommended to be modified as follows:

The mission of the Muscatine Museum of Art and History is to collect, preserve, interpret, and exhibit works of art and local history, especially as connected to the historic estate.

While there might be some concern that an increased focus on local history could create perceived overlap with the National Pearl Button Museum at the History and Industry Center, the reality is that the history presented in that institution is focused only on the very important story of the pearl button industry in Muscatine while the second floor explores the history of a few specific Muscatine corporations and other businesses. There is much other history that needs to be presented and interpreted.

4.2 SITE AND EXTERNAL ENVIRONMENT

It is assumed that the addition of new facility space will be implemented entirely on the properties of the Muscatine Art Center. No off-site collections storage is assumed. While specific details of the expansion will be part of the Stage 2 architectural design, to be completed after this feasibility study, the following section includes recommendations to help guide the architectural planning and design. Below we focus on site strengths and weaknesses.

The main **site strengths** include the following points:

- The site is quite large at 4.6 acres, including the adjacent recently purchased property at 1410 Mulberry Avenue. This large site offers opportunities for a variety of facility expansion scenarios, either to the west toward Cedar Street, or along Mulberry.
- There are about 80 free parking spaces on site and, given the land area, opportunities for expansion or relocation of these is possible if necessary.
- There are opportunities for outdoor events and education programming areas, particularly in the vicinity of the restored Japanese Garden or on the undeveloped grass lands to the north and west.

- Dual points of entry (Mulberry and Cedar) provide design teams with flexibility in configuring a or facility expansion both in terms of visitor vehicle access but also for service / collection vehicles.
- The topography of the site, featuring a downward slope from Mulberry to Cedar presents design opportunities, specifically the ability to create dynamic multi-height public spaces, or the potential to locate collection storage spaces at grade, thus facilitating more efficient service access to back -of-house areas.
- Although a long-range consideration, the proximity to the newly expanded UnityPoint Health Center may provide programming opportunities. The Muscatine Art Center may consider the addition of a “Wellness Trail” to connect the MAC to the hospital, providing patients, their family members, doctors, nurses, and other staff with access to the facility as well as the grounds.
- The Muscatine Art Center may consider creating a driveway from Mulberry to the parking lot area. A Master Site Plan will need to be developed to understand the feasibility of this addition.



Site weaknesses include the following main points:

- Being in a residential area means there are no significant synergies with other cultural attractions or traffic generators like hotels, restaurants or retail stores. Although there is some proximity to the UnityPoint Health Center, the YMCA and the Jefferson Elementary School, for the purposes of most visitors, the site requires that the Muscatine Art Center be a destination attraction.
- Proximity to residences could cause complaints about increased traffic, parking and noise in the context of higher attendance levels and objectives associated with more venue rentals. This issue would likely be more significant if the main entry was oriented toward Cedar, versus Mulberry.
- Limited access by public transportation, taxi or ridesharing services, only on an as needed basis by means of the MuscaBus.

- Although noted as a potential opportunity, the topography will add complexity and cost to an expansion as the visitor path will require stairs and elevators.
- The positioning of the Stanley Gallery, towards Cedar, and the location of the parking lot means any future expansion in this general direction will reorient the museum away from Mulberry, and toward Cedar, which is seen as a tertiary access road within the City.
- The presence of the Carriage House adds complexity to a potential facility expansion, specifically because of different floor levels and configuration, meaning a more complicated or disjointed visitor travel path throughout the building. However, the Carriage House is a contributing component to the National Register listing for the Laura Musser McColm Historic District. Removing the Carriage House would have negative implications for securing local donations, obtaining grant funding from state and federal agencies, and telling the story of the historic property and the people who worked and lived on it. Additionally, the Carriage House is integrated into connecting structures, enabling the heating and cooling, electrical, computer networking, and other critical functions.

4.3 CAPITAL COSTS AND ENDOWMENT

The second stage of planning following this operations-focused feasibility study is the architectural design of an expansion and to provide the basis for a reliable capital cost estimate. At this pre-design stage, the directed assumption is for a ***capital construction cost of about \$20 million for all capital cost needs, both expanded and existing facilities.*** ***It is also assumed that the existing endowments (between the Friends and the Support Foundation) will grow to approximately \$3.7 million, which would be a growth of \$2 million.***

The building addition is included in the City of Muscatine's Capital Improvement Plan, and it is understood that any capital investment over one million dollars must be approved in a referendum. In any case, the majority of the capital funds will be needed from private and other government sources. The City budget also assumes an increase in operating support to the Center of \$165,000 per year, likely from the hotel/motel tax. ***Such a City commitment to support capital and operating costs will help to increase the likelihood of substantial private support.***

The \$20 million capital cost estimate has guided the preliminary pre-design space and facilities program that follows, while the endowment assumption is taken into account in the financial projections in Chapter 5 of this report.

4.4 COLLECTIONS AND VISITOR EXPERIENCE

It is assumed that additional collections storage space as part of the expansion and reconfiguration of existing spaces will enable the Center to accept more donations of works of art and additional artifacts that help to tell the story of Muscatine's history.

In the context of an increased focus on local history, it is recommended that the MAC conduct a community engagement process to determine what resonates with residents and that may be supported by the collection. The increased focus on the history of Muscatine will also require investment in contemporary exhibits, ideally including interactive and immersive opportunities to supplement recent initiatives to include a touch screen computer and orientation videos

already in place. All of this has been assumed for the purposes of the attendance, operating revenue and expense projections in Chapter 5 of this report.

We also recommend/assume an increased focus on children to supplement what is started for the visual arts in the Learn to Look Gallery to include themes related to local history.

In summary, the key assumptions associated with the future visitor experience of the Muscatine Art Center at this pre-design stage of planning are as follows:

- There will be an increased emphasis on local history, excluding the pearl button industry, to also include an increased focus on stories associated with more recent immigrants.
- The Muscatine Art Center will more substantially tell the story of Alexander Clark, a 19th century African American who organized “colored” troops in the Civil War and was successful in desegregating a school in Muscatine for his daughter. The story of Alexander Clark is recommended to be told in a permanent installation to include collaboration with other organizations to ensure broader recognition, especially among Iowans, for Alexander Clark’s groundbreaking work on school integration and other important causes for racial equity. This builds upon the of five pullup banners already developed by the MAC to tell the story of Alexander Clark in obtaining the right for his African American daughter to attend a public school in 1867, leading to integration of schools in all of Iowa some 86 years before the landmark Brown v Board of Education ruling by the Supreme Court in 1954.
- There will be more temporary and traveling exhibitions in the Center that will help to build repeat visitation levels, both developed by the recommended expanded staff and rented from other institutions.
- It is assumed there will be more donations of important works of art, which will help to increase first time and repeat visitation.
- More exhibition space will mean more rotation of the collections to also help motivate repeat visitation.
- The LEGO exhibition several years ago, which had strong educational value in focusing on animals and the environment, was very successful in attracting the family market. Increasing the size of the exhibition space should allow for more similar family-focused temporary exhibitions. A greater focus on exhibits and programs of greater interest to children will help to increase attendance levels among parents who might otherwise feel intimidated about attending a museum, especially an art museum.
- The Muscatine Art Center has a history of partnering with local schools to present exhibitions of student artwork. The continuation of this practice should be evaluated as it will depend upon support from the school administrators as well as art teachers and the broader community. It is assumed for the purposes of this study that student art exhibitions will continue periodically.

4.5 PRELIMINARY SPACE AND FACILITIES PROGRAM

The architectural design for the expansion of the Muscatine Art Center will be developed in the second stage of this project by architects to be selected by the Board. The following points lead to a preliminary, pre-design space and facilities program that will be subject to modification based on the architectural design.

4.5.1 BUILDING STRENGTHS AND WEAKNESSES

While most, if not all, of the points below are well known by the MAC's staff, from the perspective of facility function and visitor experience, the main **building strengths** include the following points:

- The Musser Mansion is in a generally good state of repair which demonstrates a strong commitment to its preservation as a unique community asset and resource.
- The Stanley Gallery (and Linkage) is also in a state of good repair, although it is understood that some systems may require upgrade in the future. Its location, general condition and an increased focus on local history makes it a good candidate for other functions, such as visible collection storage (described below).
- The multipurpose / music room, (flat floor with moveable seats, and nearby storage space for tables and chairs) is an appealing venue for small capacity lectures, films or other community events.
- The program / classroom space in the Stanley Gallery is well sized and situated for community programs and weekend events. It may continue to be used for program purposes or could be repurposed for storing exhibit furniture, props, crates, and other items (to be determined in the architectural design stage).
- The Carriage House, its issues with floor levels and accessibility notwithstanding, can provide much needed support areas, thus minimizing the amount of space required in a new building, and helping to limit the total capital cost.



Musser Mansion



Stanley Gallery



Carriage House



1410 Mulberry Avenue

Major building **weaknesses** include:

- As an assemblage of different buildings built over different time periods, visitor movement is compromised overall. The buildings contain floor levels that do not align. This presents challenges for barrier free access and movement in general.
- The elevators are undersized, stairs do not serve all areas, and there are varying ceiling heights.
- Wayfinding is a challenge. Poor sight lines, narrow corridors and stairs that “lead to nowhere” present real and perceived barriers to the visitor experience overall. Equally, the Mulberry Ave. entrance is not highly visible, and the Cedar entrance is equally confusing for visitors who need to find their way to the front desk.
- Movement of incoming exhibitions into the facility are sub-optimal for hosting traveling exhibitions and receiving new additions to the permanent collection.
- Collection storage and exhibit prep are both sub-optimal, as objects are stored and prepped for exhibit in retrofitted spaces not originally designed for collections. Broad

issues relate to overall room size and shape, creating challenges with overcrowding, the ability of staff to safely move collections, maintaining proper environmental conditions, security, and accepting donations to the collection. Collection storage issues make it difficult to curate exhibitions with the permanent collection, rehouse objects no longer on view, and complete functions related to museum registration and collection care.



4.5.2 PRELIMINARY PLANNING ASSUMPTIONS

The following broad pre-design facility and site planning assumptions have been developed from information gained during the workshops and the interview process. These assumptions should help to guide the future implementation of site improvements, facility restoration and new construction, both in the short and longer term.

- Capital investment will be primarily for an expansion of the Muscatine Art Center that prioritizes exhibition, programming, and other public spaces. This assumption also includes adaptively reusing existing spaces to help meet collections support, administrative and other non-public space needs.
- Based on needs and a preliminary assumed capital budget of \$20 million, to include both new construction and renovation of existing spaces, the project target area for the expansion is approximately 19,100 gross sq. ft.
- All buildings on the site will remain, with the exception of 1410 Mulberry, which is assumed to be removed from the site in the future.
- The project assumes a series of targeted renovations to the existing structures (described below) and has made every effort to maximize the reuse of existing space where possible. The detailed extent and cost of the renovations to existing spaces and facilities required will need to be determined in the second stage of the master plan for MAC.
- The MAC will continue to provide both permanent exhibitions drawn from its own collections, as well as host travelling / changing exhibits from external institutions. It is anticipated that exhibit content will rotate generally two to four times per year.
- There is a need for additional collection storage, proper collection processing and prep areas for both loaned and in-house exhibitions, additional maker studios to support the education program, along with a second event hall to support special events, weddings, recitals, and concerts. All collection storage will be accommodated on site. No off-site storage is assumed.
- The new expansion should achieve ASHRAE Class A standards for the permanent exhibition, collection storage and processing spaces. The recommended environmental conditions are to be minimum 70° F +/-2° F and 50% RH +/- 5%.³

³ Finalization of the environmental recommendations will need to be part of the architectural and engineering design work in the second stage of this master plan.

MUSEUM ZONING

Collections-focused museum spaces can typically be organized according to a classification of zones, which classifies the area in terms of public vs. non-public functions, and collections vs. non-collections functions. A separate notation for each specific museum function is provided in the space program. The five zones are as follows:

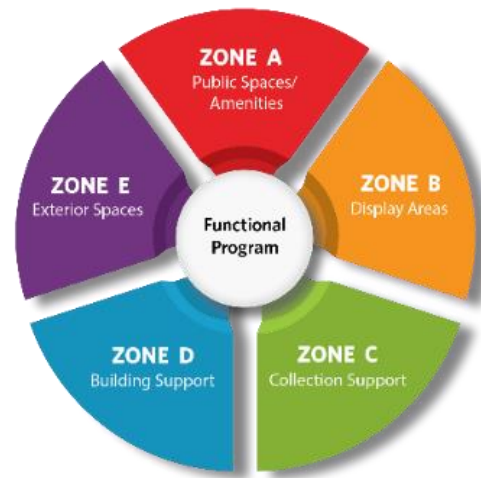
Zone A, Public Amenities: In this zone, visitors are present, but normally, collections items are not. This space is among the most expensive to build due to the high level of finish, but is less expensive to operate, since it does not have tight temperature and humidity requirements.

Zone B, Galleries and Exhibits: Here, visitors encounter exhibitions or collections, as well as any art works borrowed from other institutions. It is the costliest part of the building (capital and operating), since it requires high levels of finish to meet public expectations, environmental controls, and security.

Zone C, Collection Support: Collections, loaned objects, collections handling and support areas are present in this zone. Access is typically restricted to authorized curatorial staff. These areas only require a basic level of finish, but are more expensive to operate, since the space requires tight temperature and humidity controls.

Zone D, Building Support: This zone includes areas that do not normally host the public or require specific environmental controls, such as offices and building support. It is frequently the lowest cost to construct, since it requires neither an elevated level of environmental control and security, nor the level of finish necessary to meet public expectations.

Zone E, Exterior: This zone addresses any spaces or activities that are external to the physical building. No net area is assigned to these spaces although they are noted (where necessary) as they contribute to the overall functional requirements of the project.



NET AND GROSS AREA

The overall facility size of a building is based on the calculation of two primary inputs:

1. Net Area: a calculation of the usable interior spaces or rooms (represented as net sq. ft.).
2. Grossing Factor: a calculation based on a multiplier of the net square footage to consider horizontal and vertical circulation, mechanical and electrical spaces and wall thicknesses.

As the program does not define the final design characteristics, an order of magnitude assumption of this ratio must be made. For planning purposes, a grossing factor of between 40% (1.4 x net sq. ft.) and 50% (1.5 x net sq. ft.) is common for new or expanded cultural institutions.

In cases where a large amount of exhibit space is programmed, the grossing factor will trend lower, considering the large amounts of circulation through exhibition spaces. As the potential expansion of the MAC will prioritize exhibit galleries, *a universal grossing factor of 40% (1.4 x net sq. ft.) has been used to estimate the total building area at this time.*

4.5.3 PRE-DESIGN SPACE PLANNING RECOMMENDATIONS

This section includes descriptions and space allocations, where applicable, for key existing and future buildings on the site. Recommendations are organized in narrative and tabular format describing the total net area for all programmed spaces and listed in net square feet (nsf)).

The scope of this pre-design stage of work does not include an itemized inventory or detailed space reallocation plans for the Musser Mansion, Stanley Gallery, Linkage and Carriage House, as the physical details and conditions of these buildings requires a more comprehensive architectural and engineering analysis to be conducted in Stage 2. However, the following *major initiatives* are summarized to provide the MAC's future design teams with guidance and general direction on the recommended program elements to be considered for each location.

The following table summarizes the various recommended work likely to be required for each building including the new expansion. An expanded narrative is provided thereafter.

Building	Recommended Work	Type of Work
New Expansion	• +/- 19,100gsf new expansion including exhibit, program, event rental, and collection storage.	New Construction
Stanley Gallery	• Repurpose middle floor for visible collection storage. • Repurpose studio classroom into workspace for exhibition preparation and storage for exhibit furniture, props, crates, etc.	Renovation
Linkage Building	• Provide new family restrooms.	NA
Carriage House	• Relocate select collections to Stanley Gallery • Repurpose for administrative, support and limited exhibit preparation.	Renovation
Musser Mansion	• No substantial alterations.	NA

NEW GALLERY EXPANSION

As the analyses in this report make clear, the existing facility does not meet the art and history museum needs of Muscatine. As such, the core recommendation is to construct a new expansion focussed primarily on additional exhibit galleries and public spaces, plus some collection storage. This section outlines the preliminary assumptions and space recommendations for the expansion.

The location of the expansion was tested in a preliminary planning study (December 2021) completed by an external architect, under the direction of the MAC. That design situated the expansion to the west of the Stanley Gallery and Carriage House. While that is a viable option, there are other possible options given the size of the site and the location of the existing buildings. The Stage 2 design work for the MAC will require recommendations as to the specific location of the expansion. Here, we focus on recommendations and assumptions for the required spaces associated with the expansion.

- The project target area for the expansion is approximately 19,100 gross sq. ft. This is intended to meet the need for additional permanent and changing exhibition spaces, improved visitor amenities, classrooms / studios, event space, collections storage, and areas for processing collections and incoming exhibitions.
- A traveling exhibition gallery in the range of 2,000 net sq. ft. (or 500 linear feet) is required for the types of exhibitions the Muscatine Art Center intends to host in the future.
- Depending on the siting of the expansion, the program assumes that the expansion will include a small lobby/point of entry for visitors, ideally to be in proximity to parking, and that the existing entry via the Linkage will remain functional. Dual points of entry are not uncommon in museums but there could be staffing implications.
- Collections storage needs to be addressed primarily using adaptively reused existing facilities, with some collection storage as part of the expansion. Details of the collection items to be stored are set out Appendix B of this report.
- The preliminary space and facilities program below is subject to modification in detailed design and in the context of a finalized site for the expansion.

PRELIMINARY SPACE PROGRAM (NEW GALLERY EXPANSION)

The following preliminary space program is organized in tabular format describing the total net area for all required spaces in the expansion. A sub-total net area for each major category (museum zone) is provided along with a concluding grand total net area and estimated gross building area. All net useable areas are listed in net square feet (net sq. ft. or NSF).

Considering the 40% grossing factor, the total building area at this pre-design stage is a rounded 19,100 gross sq. ft. From the tables below, it can be seen that 6,000 net sq. ft has been allocated to exhibit gallery functions, thereby allowing for more of the existing and potential collection to be put on display and to permit more and larger temporary exhibitions.

Also, from this table it is noted that 8,325 net sq. ft (or 61%) of the total net area is dedicated to publicly accessible spaces (Zones A and B).

Zone	Summary of Spaces (sq. ft.)	Distribution	Combined Distribution
Zone A	2,325	17%	61%
Zone B	6,000	44%	
Zone C	4,850	36%	36%
Zone D	450	3%	3%
Net Sq. Ft.	13,625	100%	100%
Grossing (40%)	5,450		
Total Area	19,075		

Zone	Space Function	Area (NSF)	Description / Comments
Zone A	Lobby and Visitor Amenities	2,325	Public Access
A-1	Lobby, Admissions, Admission Support and Integrated Retail Kiosk	400	Reception, ticketing, information, orientation, group marshalling, membership desk. Includes 300 sq. ft. retail area integrated with admissions. Linked to Multi-Purpose Event Room for venue rentals.
A-2	Multi-Purpose Event Room	900	Flat floor, multi-purpose room for meetings, events, venue rentals etc. Available to community groups. To accommodate 75 people seated for dinners when combined with part of lobby, or up to 150 standing for receptions.
A-3	Coat and Bag Storage, Lockers	25	Includes self service lockers for families.
A-4	Catering Kitchen	50	Support kitchen to service event space, catering support etc. (institutional-type equipment) and related storage. Adjacent to Multi-Purpose Room.
A-5	Education Maker Studio	900	Multi-purpose education program room, birthday party rentals etc. To accommodate approximately 20-25 persons.
A-6	Gender Neutral Wellness Room	50	To service people who are unwell, or need quiet space. Includes sink and first aid storage cabinet, casual seating etc.
A-7	Public Washrooms	Not in Net	Male and female with baby change facilities in both. To meet all applicable codes.
Zone B	Exhibit Areas	6,000	Public Access
B-1	Permanent Gallery(s)	4,000	To accommodate permanent exhibitions or displays of a variety of different themes and activities. Division of specific space is to be determined as part of subsequent detailed exhibition planning and design. Environmental controls required.
B-2	Temporary Exhibition Gallery	2,000	To accommodate semi-permanent art exhibitions or displays. Environmental controls required.
Zone C	Collection Support	4,850	No Regular Public Access
C-1	Covered Loading Dock	Not in Net Area	Exterior (covered) loading, shipping / receiving area for small to medium-sized van delivery. Assumes access via Cedar Street.
C-2	Shipping and Receiving (including Registration / Documentation station)	250	Receiving area for collections and exhibits shipments, adjacent to collections work spaces. Includes photo documentation workstation and used for crate storage when occasional external exhibitions.
C-3	Isolation / Quarantine Room	50	Included in stand alone collections building. Isolation of any collection items found to be infested with pests, mold, mildew, or other contaminants.
C-4	Crate Storage	400	Lender's crates only. Heavy duty storage racking and open floor space. Environmental controls.
C-5	Transit Storage	400	Works pending installation or shipment. Heavy duty storage racking. Environmental controls.
C-6	Collection Storage - Mixed (Compact)	2,200	Mixed storage for remaining items in collection including paintings, framed art, furniture, bulky items, textiles, books and flat file cabinets. May be subdivided based on final determination of need. Includes assumption for 50% long term growth.
C-7	Collection Storage - Bulky	700	Assumes approximately 20ft x 35ft for bulky items placed on industrial shelving with a second tier 5 ft or so from the ground. Includes allowance for long-term growth.
C-8	Exhibit Clean Prep Room	400	Flexible exhibit prep / work room reserved for necessary exhibit related work such as ongoing repair, maintenance, or remounting and remedial repair of own works.
C-9	Carpentry Workshop	250	Workshop for exhibit mount making, temporary wall construction, touch up painting, small exhibition furniture or crate fabrication.
C-10	Exhibit Case / Prop Storage	200	Must accommodate temporary exhibition walls, cases etc.
C-11	Freight Elevator	Not in Net	Size TBD.
Zone D	Building Support Space	450	No Regular Public Access
D-1	Open Work Space	250	Assumes 2 flex workstations and open work area for volunteers, docents etc.
D-2	Staff / Volunteer Lounge	0	Assumes located in Carriage House.
D-3	Meeting Room	0	Assumes located in Carriage House.
D-4	Office Supplies Storage	0	Assumes located in Carriage House.
D-5	Secure File / Records Storage	0	Assumes located in Carriage House.
D-6	Special Events / General Storage	100	Equipment storage (chairs, tables, easels, etc.).
D-7	Security Room	50	Security equipment and monitors.
D-8	Custodial / Janitorial (x2)	Not in Net	Located on each floor as required.
D-9	Garbage and Recycling Bins	50	With access to the exterior service areas.
D-10	Staff Washrooms	Not in Net	Male and female with baby change facilities in both. To meet all applicable codes.
Total Net Area		13,625	
Grossing (40% x Net Area)		5,450	
Total Building Area		19,075	

Pre-design recommendations and assumptions for **existing facilities** are as follows:

STANLEY GALLERY

The Stanley Gallery is a 5,800 sq. ft building, including two levels of contemporary exhibit space, a programming classroom and ancillary support spaces. Constructed in 1976, the Stanley Gallery has displayed a variety of art and history exhibitions, including interactive displays, artwork by local artists and elementary students, and even historic clothing.

This variety of content notwithstanding, the overall design severely limits the MAC's ability in what it can display or borrow from other institutions. Issues related to a lack of exhibit preparation spaces, and complicated access issues for collection movement, all present challenges for loaned exhibits.

Understanding that this building (and the adjacent sculpture courtyard) was made possible because of a donation from Maxwell and Elizabeth Stanley, and thus its ability to support anything beyond exhibits are limited, the recommendations for this building are as follows:

- **History Collection Visible Storage:** Repurpose the middle floor of the Stanley Gallery from changing exhibition space to visible storage. The visible storage will be devoted primarily to local history collections and some components of the Mississippi River Collection. While this may be interpreted as a reduction in exhibit space, this conversion would achieve several benefits to the MAC and its visitors, including the following points:
 - Allows more of the history collection to be put on display, which was noted as a significant need by multiple stakeholders during the workshops and interviews.
 - Visible storage is a very effective mode of display for encouraging students, researchers, and other visitors to explore the collections through self-directed study.
 - Allows pieces of the collection to be stored in more appropriate storage modes, specifically with respect to improved security and environmental conditions.
 - Frees up much needed space in the Carriage House for other functions, such as administrative spaces, low-impact exhibit prep, etc.
 - Utilizing the existing gallery space creates a stronger funder sell-proposition for contemporary exhibit space in an expansion rather than using capital dollars for collection storage vaults.
 - Provides effective decompression for the storage vaults. The use of shelving, art screen storage, display drawer cabinets, and glassed-in areas for larger objects will significantly reduce the storage need for local history objects in the new building addition.
 - Likely aligns with the original intent of the Stanley family donation.

To test the viability of this initiative, the Muscatine Art Center commissioned Midwest Storage Solutions, an independent firm that specializes in collection storage planning, to complete a preliminary test fit within the gallery space. The following concept layout is provided here for reference. Design teams should be aware of this study and confirm its assumptions prior to progressing to a comprehensive design plan.



For additional consideration, an option also exists to convert the existing art room in the exhibition prep space to support exhibits or exhibit preparation within the Stanley. This may be pursued if a) such function is not deemed viable within the Carriage House and b) if this space is deemed more valuable than the current educational programming.

Options for this space include:

- Educational Programs
- Exhibit Preparation (clean)
- Exhibit Preparation (workroom)
- Carpentry Workshop
- Exhibit Case / Prop Storage
- Limited Collection Storage

A decision on this future function should be made during the architectural design process pending an assessment of future need.



CARRIAGE HOUSE

Presently, the Carriage House contains some administrative functions, collection storage and collection work areas, and some building support spaces in the basement. The inadequacies of the current building are summarized above, particularly the inadequate collection storage and exhibit preparation space. Without proper collections storage space, there will be no real opportunity for meaningful collection growth or to receive donations to tell more of the story of Muscatine for current and future generations.

In addition, artifacts (and staff for that matter) are often located on an ad hoc basis, driven largely by availability and necessity, rather than functional need. Examples include: the storing of collections in the upper floor areas, the collocation of collections with administrative functions, and with inappropriate means of vertical transportation, and staff working in

undersized spaces repurposed as offices that are distributed across several floors, which also have limited access.

Given the physical configuration of the Carriage House, and because it was never designed to support collections, the building is highly unfunctional for this particular use. The recommendations / assumptions are as follows:

- **Collection Relocation:** Move a significant portion of the collections stored on the upper floors⁴ to either the new Stanley Gallery visible storage, or to an environmentally controlled storage vault in the new expansion. Moving the collections will also free up space for other much-needed functions including the following:
- **Administrative Functions:** Reconfigure staff desks and create new collaborative work areas, to both enable staff to better work together in less cramped conditions, but also to accommodate additional staff needed as a result of the new facility expansion. Administrative functions are recommended for this location, instead of the new building, to reduce the overall building size and capital costs of the expansion.
- **Low-Impact Exhibit Processing:** A small, secondary exhibit processing workspace (for proximity to the Musser Mansion) to support changing exhibit content, seasonal display, or events in the Mansion, or for remedial maintenance of items.
- **General Facility Storage:** Required for the daily operations of the MAC (records and archival files, materials, tables, and chairs, etc.).



MUSSER MANSION

The Musser Mansion was not constructed to be a museum that seeks to preserve regional collections and attract visitors; it is an historic house in a residential area. Its shortcomings notwithstanding (including barrier free access), the building is functioning well in for its current use. The Mansion, however, has had several upgrades over the years, including carpet replacement, the installation of a painting display system, and installing new LED lighting.

The collection holdings of the Mansion now stored on site largely relate to the Musser family and works of art they collected as well as local history and other works of art collected by the MAC over the years. This is to say, that the interpretive potential in the collection on display in the house is already well achieved.

That said, no facility alterations to the Musser Mansion are recommended at this time.

⁴ Minus the oversize carpets (stored in bins) that are original to the house which would stay in this location.



Musser Mansion

4.6 OPERATING SCHEDULE

The key issue here is whether the operating schedule should change with implementation of the expansion and other changed assumptions. The current open schedule is the same as it was pre-COVID in 2019. The MAC is open for six days per week (closed Mondays) with limited weekend hours from 1 to 5 pm, and from 10-7 on Thursdays. It is open from 10-5 on Tuesdays, Wednesdays and Friday. The recommendations/assumptions associated with the operating schedule are as follows:

- Remain closed on all Mondays and continue to open during the other days of the week.
- Increase open hours on Saturday and Sundays from the current 1-5 pm to also be from 10 a.m. to 5 p.m. during the other open days of the week. This will help to increase attendance levels because weekend days are very commonly the peak attendance days, often accounting for half or more of all weekly visitors to most museums.
- Increase the hours of the weekly Thursday evening openings to 9 pm from the current 7 pm to provide more time to attend after dinner, but for only one evening per month. Include a cash bar, live music and other special activities for which sponsorship should be sought. The one Thursday per month to 9 pm. (First Thursdays) could be increased to become weekly if successful.

4.7 ADMISSION CHARGES

Since its founding, the Muscatine Art Center has sought to maximize access by offering free admission to all visitors. Free admission is especially common for art museums because many people are intimidated at the idea of going into an art museum. Free or suggested admissions lower one of the barriers to attendance.

Several years ago, a donation box in the MAC was added which referred to the “Power of One” and thereby requested a one dollar per visitor donation. Many visitors nonetheless give more than one dollar while others donate nothing. At \$4,260 in admissions donations in 2023, that translated to about 29 cents per visitor. In advance of the expansion, we recommend that the suggested donation be increased to five dollars. Since people are carrying less cash, the ideal is for the donation box to include a tap to donate feature for credit cards.

With implementation of the expansion, we assume continuation of suggested admissions. This reflects feedback from the workshop and interview process and reflects the practice of many art museums. Suggested admissions will still encourage many people to donate while those who cannot afford to pay will be provided with free admission. The suggested admissions will also result in higher attendance than fixed admission charges and more exposure to MAC revenue centers.

Both before and after the expansion and in the context of suggested admissions, we recommend introduction of peak period “behind the scenes” guided tour opportunities in which there would be a fixed admission charge of \$5 per person. This assumes the available of staff or a volunteer to provide the tour. Revenues from such tours are categorized as from public programs rather than from admissions in Chapter 5 of this report.

4.8 OTHER REVENUE CENTERS

While there is an objective for the expansion of the Muscatine Art Center to help lead to increased earned income, success in achieving that objective will require other initiatives, including agreement by the City of Muscatine to put into place opportunities for the MAC to retain all or most of the revenue it generates from being more entrepreneurial, including recommendations set out later in this section. For the purposes of the projections in this report it is assumed that the MAC will be able to keep all of the revenue it generates to help support higher staffing and other operating costs.

RETAIL STORE

Art museums generally achieve the highest retail sales per visitor of any museum type. The existing Muscatine Art Center offers only a very small retail space estimated at about 15 sq. ft., which is appropriately integrated with the information desk. Whereas museums in downtown areas have an opportunity to generate retail sales from people walking by, that is not possible on Mulberry Avenue, so sales levels have been very modest and totaled only \$1,210 in 2023. However, higher attendance, more space and additional staff resources should help to contribute to substantially more retail revenues.

Interviews indicated an expectation among Mississippi River cruise ship and other visitors for opportunities to purchase Muscatine-related souvenirs and other retail items. On the other hand, the trend has been to smaller museum retail stores because of on-line purchases at Amazon and other vendors. ***We have assumed implementation of a relatively small 300 sq. ft. retail store as part of the expansion that will also sell limited grab and go food and beverage items.***

FACILITY/VENUE RENTALS

Existing spaces used for venue rentals include the Music Room, which may accommodate up to 40 persons seated at tables, or up to 70 for receptions. Existing uses include teas and small meetings for which limited revenue is generated given the small size of the space and the lack of food service support spaces. The expansion, however, should create a more substantial opportunity for venue rentals, including a 900 sq. ft. multi-purpose space that could be combined with the 400 sq. ft. lobby for somewhat larger functions and events.

The Japanese Garden, fully rehabilitated in 2023, will mature with existing plantings reaching full height and spread. As the garden grows, there will be more opportunities for outdoor events, including wedding ceremonies with receptions in the expanded space to limit noise issues for nearby residents. Outdoor events will need to meet City noise ordinances to finish by 10 or 11 pm.

Very important to revenue is the assumption that the City will support a liquor license that will help the MAC to generate more earned income, especially in the context of expanded facilities.

Interviews indicated that a liquor license should be easily attainable since the municipal golf course has a liquor license and therefore sets a precedent for a licence to be granted to the Muscatine Art Center.

PROGRAMS

Public and educational programs generated about \$3,200 in 2019 and about \$2,400 in 2023. This very much reflects limited space since art classes are usually a more substantial revenue generator for art museums. There should be opportunities for revenue generation with additional space and staff from registered programs, lectures, summer camps, and other programs. Sponsorship should be sought to subsidize the actual cost of some of the programs. In recent years, local grants have been secured to offset the cost of offering programs for children, making it possible to offer most children's classes and special events targeted to families at no fee to the participants.

PARTNER ORGANIZATIONS

It is assumed that the two partner organizations – the Muscatine Art Center Support Foundation and the Friends of the Muscatine Art Center – will continue to operate following their current bylaws and practices. The 501(c)3 organization, Friends, is the membership arm of the family of organizations. It also generates income through fundraising events, private donations, grants, and spending grants from its endowment. The Support Foundation holds financial assets at the Community Foundation of Greater Muscatine. In addition to spending grants from endowment, the Support Foundation receives donations and grants. The Friends organization focuses on the educational mission of the MAC while the Support Foundation provides funding for exhibitions, collections care, acquisitions, and special projects.

When memberships, fundraising events, endowment, and private support are discussed below, these sources of income will most often be processed through either the Friends or the Support Foundation.

MEMBERSHIP

There are generally two motivations for people becoming the members of a museum or related institution. One motivation is based on value for money in unlimited free admission and discounts on retail, rentals and programs. This leads to lower-level membership categories like individual, dual and family. The second motivation is membership for those who support the mission of the MAC or because of civic pride and is the basis for upper-level memberships or a Friends organization, as is the case for the Friends of the MAC. The **existing** Friends membership categories and costs are as follows:

- Individual \$30
- Family \$50
- Contributing \$100
- Patron \$250
- Sustaining \$500
- Benefactor \$1000

There were about 140 Friends memberships in 2023, up from the 113 memberships in 2019. The membership revenue generated in 2019 was about \$10,600, or about \$94 per membership. In 2023, memberships generated \$12,825 or about \$88 per membership. Tax

receipts are provided to the Friends in upper level categories in recognition of the limited tangible benefits they receive.

With implementation of the expansion and continuation of suggested admissions it is likely that there will be a growth in the number of memberships. In lower-level membership categories motivated by value for money, the value of membership will increase by opportunities for discounts on retail products, additional public programs, birthday parties and venue rentals. ***Assumed lower level membership categories and prices that take into account the appeal of the expansion, including two additional lower-level membership categories. are as follows:***

Student: \$25

Individual: \$40

Dual: \$65

Family: \$75

For potential additional upper level members, the motivation for membership support associated with the expansion should be enhanced by the commitment to continued free/suggested admissions, more temporary exhibitions, and other benefits of the expansion. The minimum charge for Contributing members should increase to \$150, with no changes recommended to the other upper-level membership charges.

FUNDRAISING EVENT

An annual fundraising event generated about \$12,700 in 2019, with about \$12,400 earned in 2023. In the context of an expansion and a widening of its focus to include more local history, the revenue from this source should increase.

ENDOWMENT

It has been assumed that the current endowment principal of approximately \$1.7 million will grow to nearly \$3.7 million as a consequence of an additional \$2 million raised in the capital campaign for the expansion.

PRIVATE SUPPORT

As discussed above, private support will often be received by either the Friends or the Support Foundation. The City of Muscatine also maintains a General Trust Fund for the MAC, and private donors also have the option to make a donation to this fund. Individuals may opt to donate to Friends of the Muscatine Art Center, the Muscatine Art Center Support Foundation, or the Muscatine Art Center via the General Trust held by the City of Muscatine.

To help facilitate additional private support, especially from additional sources, we recommend introduction of a menu of sponsorships to support specific projects or community needs. This would be an actual menu posted on the web site and forwarded to potential supporters that supporters could choose from to include lower priced items. The menu could include sponsorship of free admissions, community programs and other opportunities to be developed by senior management and the Board.

CITY OF MUSCATINE AND OTHER GOVERNMENT SUPPORT

As is the case for many City owned community museums, the primary supporter of the operating costs of the MAC is the City of Muscatine. Including revenues from the hotel/motel tax, the City accounted for about 53% of all operating revenues in 2023. Modest financial support has also been received from state and other grant sources. The City also provides in-kind support for the MAC occupancy and administrative costs.

The City of Muscatine has already recognized that additional capital and operating funds will be needed to support an expansion of the MAC. The City budget assumes an increase in operating support of \$165,000 for at least one year, likely from the hotel/motel tax. Such a City commitment to support operating costs will help to increase the likelihood of substantial private support for the capital project. *The financial projections in Chapter 5 assume that the City financial contribution to operations will grow by \$165,000 for each of the three years projected.*

4.9 BRANDING AND MARKETING

- We assume a change to the brand/name in the context of the expansion to the ***Muscatine Museum of Art and History***.
- It is assumed that there will be enhancements to both the Muscatine Art Center web site and social media assuming the assistance of an external website design company. The objective should be to build a new website which meets current needs and can support future initiatives as the expansion is implemented and ideally before. This should include development of a dynamic appearance by embedding more high-resolution images and videos into the website. The website should be rebuilt to be easier to navigate, communicate key information at a glance, and encourage engagement through social media and newsletter sign-up. The website should also be enhanced to support new programming and revenue generation initiatives recommended in this report, including:
 - Providing information to support venue rentals, including high-resolution photos of events spaces and successful events,
 - Enhancing information on public and educational programs, including the ability to purchase tickets or register online.
 - Updating the sponsorship page of the website to reflect the new “menu” of sponsorship options, and the ability to process payments online.
- There is also an opportunity to enhance Muscatine Art Center’s social media presence. At present, the MAC’s display name appears as “Laura Musser” on multiple platforms, which could be confusing to those not familiar with the organization. The Muscatine Art Center or the assumed brand/name in the future, *Muscatine Museum of Art and History*, should be consistently used to identify the organization across platforms. All the content posted on social media should have a clear and direct connection to the institution. Although it is good practice to post about the same event multiple times, directly duplicating posts should be avoided and instead new copy or images should be used.

4.10 GOVERNANCE AND STAFFING

- It is assumed that the Muscatine Art Center will continue to be a department of the City of Muscatine and governed by a Board of Trustees.
- The Friends of the Muscatine Art Center will continue to operate as a not-for-profit organization as will the Muscatine Art Center Support Foundation. Both are capable of issuing tax receipts for donations.
- The objective of the staffing plan is to offer a balance between the need for an adequate professional staff against the need to control operating costs. This recognizes, however, that the MAC is currently understaffed. *The existing staff is comprised of 4 full-time and 6 part-time staff. Additional recommended/ assumed staff are as follows in the context of the expansion to increase the staff total to 7 full-time and 9 part-time supported by volunteers.*

Post Expansion Staffing Recommendations			
Existing Staff	Recommended Staff	Main Responsibilities for Additional Staff/Comments	Office Needs
Director (FT)	Director (FT)		Own Office
Curator/Registrar (FT)			
	Curator (FT)	Additional responsibilities with growth of collections	Own Office
	Curatorial Assistant/Registrar (FT)	Part-time staff becomes full-time with expansion	Open Office Space
Program Coordinator (FT)			
	Public Programs Coordinator (FT)	Includes Volunteer Coordination	Own Office
	Education and Outreach Coordinator (FT)	One Program Coordinator was not enough	Own Office
	Business/Development Manager (FT)	Includes retail, rentals, donations, fundraising, grants	Own Office
	Business/Development Assistant (PT)	Includes marketing, web, social media	Open Office Space
Office Coordinator (FT)	Office Coordinator (FT)		Open Office Space
Assistant Registrar (PT)			
Facilities Technicians (2 PT)	Facilities Technicians (3 PT)	Growth reflects larger space and more open hours	Open Office Space
Museum Aides (3 PT)	Museum Aides (3 PT)		Open Office Space
	Weekend/Evening Allocation (2 PT)	Supports additional hours and evening rentals	Open Office Space
Total Staff: 4 FT and 6 PT	Total Staff: 7 FT and 9 PT		
Note: Assumes rotation of full-time staff to assist periodically on weekends and also evenings to support venue rentals and openings			

4.11 OTHER OPERATIONAL ASSUMPTIONS

- It is assumed that the Muscatine Art Center will not be responsible for any taxes or payment of debt payments if there is any debt associated with the construction and renovation costs of the expanded facility.
- The City of Muscatine will be responsible for bond servicing for the City's portion of the building addition and will also continue to provide in-kind support for the MAC for most building occupancy costs. This takes into account that the municipal power/water company does not charge the MAC for electricity and water while the gas bill is paid by the Buildings and Grounds Department as are most expenses related to building maintenance and security. The insurance covered under the Muscatine Art Center's

budget is only for the collection. These arrangements are assumed to remain after the building addition.

- All revenue and expense projections in Chapter 5 are stated in 2024 constant dollars; thus, a specific inflation factor is not included in our estimates. However, staff compensation levels will be projected to grow on an annual basis by 0.5% above whatever the inflation rate is each year.

5. ATTENDANCE, OPERATING REVENUE AND EXPENSE PROJECTIONS

This chapter sets out our projections of attendance, operating revenues and expenses for the opening three years of the expansion of the Muscatine Art Center (MAC) assuming implementation of the plans/assumptions in this report. The projections build primarily on 2023 actual data for the MAC and take into account the contextual, comparables and market analyses in Chapters 2 and 3, and the assumptions in Chapter 4, as well as the judgment and experience of the consultants.

5.1 ON-SITE ATTENDANCE PROJECTIONS

To estimate the number of visitors likely to attend the future Muscatine Art Center first requires a reasonable definition of who would or would not be defined as a visitor. For the purposes of this analysis, a visitor is someone who attends an exhibition or program within the MAC or on site for venue rentals. The definition of a visitor excludes staff and volunteers, service and delivery people and those who access the MAC through the internet or through outreach to schools or other community facilities. It is on-site attendance by actual visitors.

It is also important to emphasize that there is no simple computer formula that leads to accurate attendance projections. While there are ratios and formulas that have been used, including from the experience of comparable or similar institutions, all quantitative methods have weaknesses. And it is important to note, in utilizing data from other museums, that there are a variety of definitions of what constitutes a visitor and no complete certainty that the comparative attendance figures reported are accurate. The ratios and benchmarks nonetheless help to inform our judgment in preparing the attendance projections for the future Muscatine Art Center. Accordingly, qualitative factors have also been considered below.

5.1.1 RATIOS FOR ON-SITE ATTENDANCE PROJECTIONS

The quantitative methods used to help inform the attendance projections for the future Muscatine Art Center are as follows.

EXTRAPOLATION FROM BASE LEVEL MAC FIGURES BASED ON EXHIBITION SPACE GROWTH

In 2023 the MAC reported 14,593 visitors. The existing MAC has 9,576 sq. ft. of exhibition space, including the historic house. At 14,593 visitors that translates to 1.52 visitors per sq. ft. of exhibition space. The expansion is assumed to add 6,000 sq. ft. of exhibition space. However, the adaptive reuse of the 1,400 sq. ft. middle level of the Stanley Gallery for purposes of visible

storage is a combination of exhibition and collections storage space. For the purposes of these attendance projections, we have assumed that half of that space can reasonably be defined as exhibition space. Therefore adding 700 sq. ft. of visible storage leads to 6,700 sq. ft. of additional exhibition space and brings the combined total exhibition space, bringing the total to 16,276 sq. ft. of exhibition space. Applying the same ratio of 1.52 visitors per square foot exhibition space as reported in 2023 leads to a rounded estimate of about **24,700** visitors in a stabilized year of operation, assumed to be Year 3. This also assumes a continued policy of free or suggested admissions.

RATIOS FROM OTHER ART MUSEUMS IN IOWA

Chapter 2.2 includes attendance figures from other selected art museums in Iowa. These are the Figge Art Museum in Davenport, the Sioux City Art Center, and the Macnider Art Museum in Mason City. The data include ratios that emerge from the total building size, the size of the exhibition space, and regional population figures which have contributed to the ratios below and applied to the assumptions for the expanded Muscatine Art Center:

- **Visitors Per Square Foot Total Building Space:** The average figure that emerges from the selected other art museums in Iowa is 0.7 visitors per square foot of building space. The Muscatine Art Center currently includes 28,617 gross square feet. The assumption set out in Chapter 4 is that the MAC expansion will add a rounded 19,100 gross sq. ft. bringing the total building space to about 47,700 gross square feet. At 0.7 visitors per gross sq. that suggests an annual attendance of a rounded **33,400** in the stabilized Year 3.
- **Visitors per Sq. Ft. Exhibition Space:** This ratio is more useful for attendance projections than building size because visitors do not have access to the total building but do have access to the exhibition space. The average figure that emerges from the three selected comparable art museums in Iowa is 3.0 visitors per sq. ft. exhibition space. Applied to the assumed 16,276 net sq. ft. of exhibition space at the expanded MAC leads to a rounded attendance estimate of **48,800**.
- **Visitors per Thousand County Population:** The ratio that emerges from the three selected art museums is 392 visitors per thousand county population, which for Muscatine is 42,688. Applying the 392 ratio to the Muscatine regional population is **16,700**.
- **Average of the Three Methods:** The average figure that emerges from consideration of reported figures from the three selected art museums in Iowa is **33,000 visitors per year**.

ATTENDANCE GROWTH AT SELECTED EXPANDED MUSEUMS

Chapter 2.4 includes detailed information regarding three selected comparable museums that expanded and thus provided before and after expansion data useful for the planning of and projections for the Muscatine Art Center. This included the impact of the growth of exhibition space on attendance levels. In addition to more exhibition space there were a variety of other changes at these institutions that also affected attendance levels. These included changes to other spaces, including a focus on venue rentals, exhibitions, admission charges, staffing levels, marketing expenditures, and operating budgets. The expansion of the MAC will also include more than just additional space.

The average attendance growth after the expansion at the three selected comparable museums was 45%. For the purposes of these projections, we have applied the average 45% change in

attendance among the comparables to the 14,593 MAC attendance level in 2023. That leads to a rounded stabilized attendance estimate of 21,200.

Attendance Growth of Other Selected Museums that Expanded	Growth of Exhibition Space (sf)	Pre-Expansion Attendance	Post-Expansion Attendance	Percentage Attendance Growth	Change in Charge Basis
Mercer Museum, Doylestown PA	3,500	20,000	30,000	50%	Remained charged but prices increased
Morven Museum and Garden, Princeton, NJ	1,500	15,900	25,300	59%	Charged admission prices unchanged
Woodson Art Museum , Wausau, WI	5,000	40,000	50,000	25%	Free retained but added donation boxes
Average	3,333	25,300	35,100	45%	

Source: Interviews by Lord Cultural Resources.

AVERAGING THE QUANTITATIVE METHODS

As stated, although all of the benchmarks above have weaknesses, they have been averaged to provide a starting figure at 26,300 annual visitors in the stabilized Year 3. This estimate is modified below to also consider various qualitative and other factors that require the application of judgment and experience.

Quantitative Method: (Extrapolation Based on)	Attendance Estimate
Growth of the MAC exhibition space	24,700
Ratios from other art museums in Iowa	33,000
Attendance Growth at Selected Museums that Expanded	21,200
Average (rounded)	26,300

QUALITATIVE AND OTHER CONSIDERATIONS

The ratios above suggest an attendance level of 26,300 visitors to the Muscatine Art Center in the stabilized Year 3 assuming implementation of the expansion plan and other enhancements discussed in the previous chapters. However, as previously referenced, each of the quantitative methods above has limitations and weaknesses. The following points represent qualitative factors, both positive and negative, that help to inform our judgment and leads to a modified attendance estimate:

Positive:

- A greater emphasis on telling stories of the non-pearl button history of Muscatine will help to widen the market for the MAC among resident, school and tourist market segments.
- Implementation of the assumption to modify the name/brand to Muscatine Museum of Art and History will help to increase attendance levels.
- More temporary and changing exhibitions and assumed donations of additional major works of art will help to increase both first time and repeat visitation.
- A visitor experience that will be more contemporary, immersive and interactive.

- An increased emphasis on venue rentals will attract more people into the building.
- Additional space and staff will result in more registered programs, lectures, summer camps, and other programs.
- A higher budget allocation to marketing should help to increase attendance levels and exposure to revenue centers.
- Extended opening hours on weekend days will help to increase attendance levels.
- Maintaining suggested admissions will help to attract visitors.

Negative:

- Uncertainty regarding the extent of the capital funding that will be available to enhance the visitor experience, in addition to capital funds needed for the building expansion.
- The site in a residential neighborhood with no nearby attractions and no proximity to hotels will remain a negative factor affecting attendance levels.
- Research indicates that the benefits of building expansions tend to level out after the first two years.⁵

Based on the foregoing and based on our judgment and experience, we estimate that attendance in the future MAC in the stabilized Year 3 will be somewhat higher than indicated by the quantitative ratios at **28,000**, and representative of subsequent years of operation. As is common, the novelty factor and media attention paid to the reopening of an existing institution will cause Year 1 attendance to be higher, but only by 5-10% to about 30,000, with Year 2 at the rounded midpoint or 29,000.

In summary, the projected attendance levels during the opening three years after the MAC expansion and other enhancements are as follows:

Year 1: 30,000

Year 2: 29,000

Year 3: 28,000

5.1.2 ATTENDANCE BY MARKET SEGMENT

The attendance projections that follow are segmented by the main resident, school and tourist market categories and build mainly on data for 2023. Resident attendance will be highest in the opening year because of the curiosity factor and media attention while tourist attendance will grow over time. School groups are estimated to remain at about 10%, but at 10% of a higher total attendance.

⁵ <https://www.colleendilen.com/2017/06/16/do-expansions-increase-long-term-attendance/>

Muscatine Art Center Attendance Projections	Base Level	Year 1 %	Year 2 %	Year 3 %	Year 1	Year 2	Year 3
Projected Total On-Site Attendance	14,593				30,000	29,000	28,000
Attendance by Main Segment							
Residents (50-mile radius)	65%	60%	60%	55%	18,000	17,400	15,400
School Groups	10%	10%	10%	10%	3,000	2,900	2,800
Tourists	25%	30%	30%	35%	9,000	8,700	9,800
Total	100%	100%	100%	100%	30,000	29,000	28,000

5.2 PROJECTED OPERATING REVENUES

The projections of operating revenues over the opening three-year period of the expanded Muscatine Art Center are set out in the following categories, and build on a base level of largely 2023 figures for the MAC:

- Admissions Donations
- Memberships
- Retail Sales
- Venue Rentals
- Public and Educational Programs
- Fundraising Event
- Endowment
- Additional Private Support
- Base Level Government Support
- Assumed Additional Financial Support from City of Muscatine

The bottom line of the projections is the *additional* amount required from private and government support over the projected revenue levels to allow for a breakeven on the operating costs for the future MAC.

5.2.1 ADMISSIONS DONATIONS

The admissions revenue generated by the Muscatine Art Center has been based on contributions to a donation box in which the suggested admission was in essence for one dollar. Some visitors donated more while others donated nothing, with the average at about 29 cents per visitor in 2023. The assumption is that the suggested donation amount will increase but that fixed admission charges will not be introduced with implementation of the expansion and that visitors will therefore not be denied access on the basis of their ability or willingness to pay.

Assumed charged periodic behind the scenes tours are not included in the admissions projections but are rather part of public programs revenues.

Admissions donations to the MAC are likely to be highest during a first visit after the expansion, so we have estimated average per person suggested admissions revenue at \$1.50 in Year 1, \$1.40 in Year 2 and \$1.35 in Year 3, leading to the following admissions revenue projections.

Admissions Donations Revenue	Base Level	Year 1	Year 2	Year 3
Projected Attendance	14,593	30,000	29,000	28,000
Admissions Donations per Visitor	\$0.29	\$1.50	\$1.40	\$1.35
Total Admissions Revenue	\$4,260	\$45,000	\$40,600	\$37,800

5.2.2 MEMBERSHIPS

The Muscatine Art Center is supported by a Friends organization that constitutes the membership program of the MAC. There were 146 Friends memberships in 2023, which generated \$12,825 in membership revenue, or about \$88 per membership.

Implementation of the expansion and continuation of suggested admissions is likely to lead to a growth in the number of lower-level memberships that are motivated by value for money. This is because discounts will be available to members on retail products, additional public programs, birthday parties and other venue rentals. In addition, membership levels should be higher because of the addition of a Development/Business Manager and Development//Business Assistant as the current size of the MAC staff limits its ability to grow the membership base. However, the growth of lower-level memberships will be limited somewhat by the relatively small population of the Muscatine area, taking into account that the vast majority of memberships are sold to local residents.

A growth in upper-level memberships is likely because of support for continued free/suggested admissions, more temporary exhibitions, and other benefits of the expansion. However, more new memberships will be in lower-level categories, causing the number of total memberships to increase while the average revenue per membership will decline.

Taking into account the 2023 memberships at the MAC, the assumptions for the future membership program, including additional staff, the perceptions of MAC senior leadership, and the experience of other art museums, our estimates are as follows:

Memberships	Base Level		Year 1	Year 2	Year 3
Total Memberships	146		500	450	425
Average Revenue per Memberhip	\$88		\$80	\$82	\$83
Total Revenue	\$12,825		\$40,000	\$36,720	\$35,374

5.2.3 RETAIL SALES

The Muscatine Art Center currently has only about 15 sq. ft. of space allocated to retail products, primarily books. In 2023 it generated about \$1,210 in retail sales, or about 8 cents per visitor. They were 13 cents per visitor in pre-COVID 2019. The assumption is that the retail store will be integrated into admissions/information and offer a more substantial product line in 300 sq. ft. of space to include limited grab and go food and beverage opportunities. Interviews included reference to a desire by river cruise passengers and other tourists to have opportunities for retail purchases at the MAC.

With an assumed Development/Business Manager on staff, to include responsibility for the retail store, our estimate for retail sales is that they will average \$1.75 per visitor in Year 1 and grow each year to reflect better market and product knowledge over time. This leads to the

following projections. The estimate of retail cost of goods sold is part of the operating expense projections later in this chapter.

Retail Sales (300 nsf, currently 15 nsf)	Base Level	Year 1	Year 2	Year 3
Total On-Site Attendance	14,593	30,000	29,000	28,000
Sales per Visitor	\$0.08	\$1.75	\$1.80	\$1.85
Total Sales	\$1,210	\$52,500	\$52,200	\$51,800
Sales per Net Sq. Ft	\$81	\$175	\$174	\$173

5.2.4 VENUE RENTALS

Art museums are generally the most successful museum type for venue rentals because they commonly offer the prestige often sought for weddings, corporate events, and other functions, assuming adequate facilities. In 2023, only \$484 was generated from venue rentals in the MAC, primarily utilizing the Music Room, with many public uses not charged. The expansion, however, should create a more substantial opportunity for charged venue rentals, including a 900 sq. ft. multi-purpose space that could be combined with the 400 sq. ft. lobby for somewhat larger functions and events. Continued maturing of the Japanese Garden will also enhance outdoor rentals opportunities, taking into account the need to meet City noise ordinances.

The ability to generate more substantial revenues from rentals will also be facilitated by a Development/Business Manager responsible for revenue generation and supported by part-time staff and volunteers. Also, very important to venue rentals income is the assumption that the City will support a liquor license for the MAC.

Our estimates of revenue from venue rentals assume an average of close to one major rental per week by Year 3. The average revenue per major venue rental is estimated at \$2,000, including a commission on catering. This is within the common \$1,500 to \$3,500 per major rental range for art museums. It is also estimated that smaller rentals will generate 30% of the revenues from the major rentals. This leads to the following projections.

Venue Rentals	Base Level	Year 1	Year 2	Year 3
Total Major Rentals		40	45	50
Average Revenue per Major Rental		\$2,000	\$2,000	\$2,000
Total Revenue		\$80,000	\$90,000	\$100,000
Revenues from Smaller Rentals		\$24,000	\$27,000	\$30,000
Total Revenues	\$454	\$104,000	\$105,040	\$106,090

5.2.5 PUBLIC AND EDUCATIONAL PROGRAMS

Public and educational programs are often a substantial revenue generator for art museums, including registered charged programs, summer and holiday camps, teacher training and other programs. In 2023, programs generated \$2,414 for the MAC which currently offers free of charge programming for children that is offset by grant support and sponsorships. Program income also reflects the current space and staffing limitations as well as the constraints of the current hours of operation.

With implementation of the expansion and associated additional space and staff, more revenue should be earned from charged registered art-making programs, periodic behind the

scenes tours, summer camps, weekend birthday parties and other programs to be developed by MAC at the time. Sponsorship should continue to be sought to subsidize the actual cost of some of the programs, and some will continue to be free to visitors.

Although earned income from public and educational programs may vary widely the projected revenues are as follows. The costs associated with those programs will substantially exceed these revenues but offering such programs is important to the mission and values of the MAC.

Public and Educational Programs	Base Level		Year 1	Year 2	Year 3
Total Revenue	\$2,414		\$20,000	\$22,000	\$25,000

5.2.6 FUNDRAISING EVENTS (NET)

The Muscatine Art Center generated \$12,420 in 2023 in net income from a fundraising event. The support for the expansion and a widening of the MAC focus to include more local history should result in more income from one or more annual fundraising events. The limited size of the existing staff makes it difficult to generate revenue from this source. However, the addition of a Development/Business Manager and Assistant should help to boost the amount generated.

Based on input from MAC senior management we have projected an increase to \$50,000 after the first year when there may still be some pledges paid on capital funds and therefore hesitancy to also contribute to fundraising events to support operations that year. We have therefore projected net Year 1 revenue from fundraising events at \$30,000.

Fundraising Events (net)	Base Level		Year 1	Year 2	Year 3
Total Revenue	\$12,420		\$30,000	\$50,000	\$50,000

5.2.7 ENDOWMENT

Endowment funds from supporters of the MAC generated \$84,500 in 2023. The Muscatine Art Center Support Foundation and Friends of the Muscatine Art Center both have Endowment Funds held within the Community Foundation of Greater Muscatine. For both organizations, annual spending grants (typically 5%, and never more than 5%) from endowment funds currently contribute to some staffing costs via payments made to the City of Muscatine. One goal of the capital campaign for the building addition is to grow the endowment by \$2 million to the rounded \$3.7 million figure shown.

Endowment	Base Level		Year 1	Year 2	Year 3
Endowment Principal	\$1,684,449		\$3,700,000	\$3,700,000	\$3,700,000
Estimated Rate of Return	5%		5%	5%	5%
Total Revenue	\$84,222		\$185,000	\$185,000	\$185,000

5.2.8 BASE LEVEL PRIVATE SUPPORT

Donors make contributions directly to the Muscatine Art Center via the General Trust, the Muscatine Art Center Support Foundation, or the Friends of the Muscatine Art Center. These donations can be for donor-specified purposes, such as for the purchasing a specific work of art or left to the discretion of the MAC following the purposes/guidelines of the particular

fund. For example, donations to Friends are typically directed towards an education program while donations to the Support Foundation may be used for exhibitions or collections care.

Donations may be annual gifts, bequests, memorials, or one-time donations, sometimes for specific purposes. In 2023, private donations totaled **\$110,622**. For the purposes of this study, the assumption is made that this base level private support will continue for all three projected years.

Rather than estimating how much additional funding the MAC may receive from private donors, the use of this figure consistently across all three years makes it possible to identify the additional amount required from private, government, and grant sources. It must be emphasized, however, that this base level private support figure reflects the donation amounts secured in 2023 at a time when the MAC lacked a Development/Business Manager and supporting staff. The base level number does not reflect the organization's ability to secure additional private donations. The addition of staff with expertise in development, along with the visitor experience improvements and expanded offerings of the MAC, is expected to result in higher levels of private support.

5.2.9 BASE LEVEL GRANT SUPPORT

In 2023, the MAC received \$258,734 in funding from the City of Muscatine plus \$106,251 from the hotel/motel tax, as well as \$18,000 from the State of Iowa and \$29,500 from other government and private grants. The combined total of government and related grants in 2023 was **\$412,485**. This amount is assumed to remain unchanged for all three years projected to help lead to a bottom line of the *additional* amount required from government and private sources to break even on operations for each year projected.

An increased level of financial support from non-City governmental support should be possible with additional staff seeking to secure such support. This reflects both specialization in grant writing and capacity to manage the application processes, implementation of grant funded projects, and reporting requirements. The MAC has particular potential to increase applications to the National Endowment for the Arts, the National Endowment for the Humanities, the Institute of Museum and Library Sciences, the National Trust for Historic Preservation, and regional agencies such as Arts Midwest. Additional staff resources will help to achieve that objective.

5.2.10 ASSUMED ADDITIONAL FINANCIAL SUPPORT FROM CITY OF MUSCATINE

It has been assumed that the City of Muscatine will increase its financial support to the MAC by **\$165,000** as set out in its budget. Although it is uncertain whether that financial support is for all three years projected, we have assumed it for the purposes of these operations-focused financial projections. The revenues are assumed to be in part from the hotel/motel tax.

5.3 PROJECTED OPERATING EXPENSES

There are nine categories of projected operating expenses for MAC over the three-year period projected that are built on a base level of 2023 operating expense figures:

- Salaries, Wages and Benefits
- Building Occupancy
- Exhibitions
- Education and Public Programs
- Collections Care
- Acquisitions and Special Projects
- General and Administrative
- Marketing
- Retail Cost of Goods Sold

5.3.1 SALARIES, WAGES AND BENEFITS

In 2023, the Muscatine Art Center allocated \$400,123 to salaries, wages, and employee benefits. The following table sets out MAC-directed salaries and benefits, in 2024 dollars, for the staff assumed to be in place at the opening of the expansion, described as Year 1. We have also assumed that increases in staffing costs will exceed the prevailing rate of inflation by 0.5% per year over the Year 1 level for the other two years projected. This leads to the following projections.

Staffing Costs	Base Level	Year 1	Year 2	Year 3
Director (FT)		\$110,000	\$110,550	\$111,103
Curator/Registrar (FT)		\$58,000	\$58,290	\$58,581
Program Coordinator (FT)		\$58,000	\$58,290	\$58,581
Office Coordinator (FT)		\$58,000	\$58,290	\$58,581
Assistant Registrar (FT)		\$46,500	\$46,733	\$46,966
Public Programs Coordinator (FT)		\$46,500	\$46,733	\$46,966
Development/Business Manager (FT)		\$62,000	\$62,310	\$62,622
Business/Development Assistant (PT)		\$24,000	\$24,120	\$24,241
Facilities Technician (3 PT)		\$84,600	\$85,023	\$85,448
Museum Aides (5 PT)		\$88,500	\$88,943	\$89,387
Total Staff Salaries and Wages		\$636,100	\$639,281	\$642,477
Full-Time Staff Benefits		\$162,430	\$162,430	\$162,430
Part-Time Staff Benefits		\$37,450	\$37,637	\$37,825
Total Staffing Costs	\$400,123	\$835,980	\$839,348	\$842,732

5.3.2 BUILDING OCCUPANCY

Building occupancy costs are defined to include all costs, excluding salaries, associated with building repairs and maintenance, utilities, insurance, and security systems. These costs combined to total only \$24,012 in 2023 because the City of Muscatine provides electricity, gas and water services in-kind to all municipal buildings including the MAC. The main cost paid directly by the MAC is collections insurance. This City support for MAC occupancy costs is assumed to continue when the expansion is implemented.

Given the foregoing, we project insurance and other occupancy costs associated payable by the expanded MAC to be as follows, largely to reflect collections growth, and all in 2024 dollars.

Occupancy Costs	Base Level	Year 1	Year 2	Year 3
Total Occupancy Costs	\$24,012	\$30,000	\$32,000	\$34,000

5.3.3 EXHIBITIONS

In 2023, the MAC spent \$43,962 on exhibition costs. One way to consider costs associated with exhibitions is to consider the per square foot costs. At 9,576 sq. ft. of existing exhibition space, including the historic house, that translates to \$4.59 per net sq. ft.

The assumption is that the exhibition space in the expanded MAC will increase to a rounded 16,300 net sq. ft., including an allocation of half of the visible storage to the exhibition space calculation. Our projections are for a higher per square foot cost at a stabilized \$6.50 to take into account opportunities to bring in temporary exhibitions as part of the expansion. There will be less of a need to spend money on temporary exhibitions in the opening year so the estimate for Year 1 is based on \$5.75 per sq. ft., foot with Year 2 the same as Year 3. This leads to the following projections.

Exhibitions Costs	Base Level	Year 1	Year 2	Year 3
Size of Space (net sq. ft.)	9,576	16,300	16,300	16,300
Costs Per Sq. Ft.	\$4.59	\$5.75	\$6.50	\$6.50
Total Costs	\$43,962	\$93,725	\$105,950	\$105,950

5.3.4 COLLECTIONS CARE

These costs totaled \$15,396 in 2023 and will increase as a consequence of additional donations of works of art and history-related artifacts. We estimate that these costs will increase as follows, with the costs increasing somewhat over time as additional collections are donated to the Muscatine Art Center.

Collections Care	Base Level	Year 1	Year 2	Year 3
Total Costs	\$15,396	\$35,000	\$38,000	\$40,000

5.3.5 ACQUISITIONS

The Muscatine Art Center has usually allocated only \$5,000 to \$10,000 per year for acquisitions. In 2023 the amount spent on acquisitions increased substantially to \$95,398, primarily to acquire specific works of art to the permanent collection. MAC senior management expects the expenditures associated with acquisitions to be in the range of \$40,000 per year.

Acquisitions	Base Level	Year 1	Year 2	Year 3
Total Costs	\$95,398	\$40,000	\$40,000	\$40,000

5.3.6 PUBLIC AND EDUCATIONAL PROGRAMS

Since many public and educational programs at museums, including the MAC, are either free or sponsored, non-staff costs usually exceed the revenues generated, sometimes by double or triple. In 2023 the non-staff operating costs associated with public and educational programs at the MAC totaled \$14,744, over six times higher than the revenues generated. However, there will be a greater emphasis on revenue generation as part of the expansion.

For the purposes of these projections, we estimate that expenses associated with public and educational programs will be double the projected revenues each year, with some costs recovered through sponsorships. This leads to the following projections.

Public and Education Programs	Base Level	Year 1	Year 2	Year 3
Total Costs	\$14,744	\$40,000	\$44,000	\$50,000

5.3.7 GENERAL AND ADMINISTRATIVE

General and administrative costs often include office and related supplies, equipment, mailing, printing, telephone, travel, conferences, volunteer perquisites, professional services, dues and subscriptions, credit card fees, entertainment, and items that do not fit into the other expense categories. The categories vary by institution but usually relate closely to staffing levels and costs and are often in the range of 10-15% of staffing costs.

In 2023, the Muscatine Art Center spent \$21,658 for general and administrative costs as defined by the MAC. We have added \$3,000 in development-related costs to this category to result in a base level of \$24,658. This was only 6.2% of staffing costs because of in-kind services provided by the City of Muscatine to the MAC. The City is assumed to continue to provide such support and so the 6.2% figure has been applied to staffing costs for all three years projected. This leads to the following projections.

General and Administrative	Base Level	Year 1	Year 2	Year 3
Staffing Costs	\$400,123	\$835,980	\$839,348	\$842,732
G+A as % of Staffing Costs	6.2%	6.2%	6.2%	6.2%
Total Costs	\$24,658	\$51,831	\$52,040	\$52,249

5.3.8 MARKETING

Non-staff marketing costs in 2023 were \$18,003, which was about 2.8% of total operating expenditures and thus somewhat lower than the common 3-4% range. At 14,593 visitors it translated to \$1.23 per visitor.

With higher attendance we have estimated the marketing cost per projected visitor at \$1.40 for Years 2 and 3 and at \$1.50 per visitor in Year 1 to account for a grand opening celebration associated with the expansion.

Marketing Costs	Base Level	Year 1	Year 2	Year 3
Attendance		30,000	29,000	28,000
Allocation per Visitor		\$1.50	\$1.40	\$1.40
Total Costs	\$18,003	\$45,000	\$40,600	\$39,200

5.3.9 RETAIL COST OF GOODS SOLD

The MAC currently has only about 15 sq. ft. of space available for retail sales. The cost of goods sold in 2023 was \$4,363 and exceeded the retail revenues that year of only \$1,210. That is reported to be an anomaly because a major purchase of retail items was made in the previous year. The norm for the retail cost of goods sold is 50-60%. We have assumed 60% for the purposes of these projections.

Retail Cost of Goods Sold	Base Level	Year 1	Year 2	Year 3
Total Costs (@60%)	\$4,363	\$31,500	\$31,320	\$31,080

5.4 Summary of Projections

The following table summarizes the projections of attendance, operating revenues and expenses for the Muscatine Art Center (MAC) during the three years of operation after implementation of the expansion. On-site attendance levels are estimated to be close to double the current level to a stabilized 28,000 annual visitors. This reflects not only the impact of the expansion, but also other enhancements set out in this report. Attendance figures will be somewhat higher in the opening two years, especially in Year 1 when the curiosity factor and media coverage lead to a projected attendance of 30,000 annual visitors.

Reflecting a needed growth in staffing levels, the total annual operating budget, in 2024 dollars, is estimated to nearly double from the 2023 level of \$640,659 to the \$1.2 million range. This increased projected operating budget is nonetheless substantially lower than the operating budgets of all three comparable museums that expanded as set out in Chapter 2 and much lower than the budget of the Figge Art Museum in Davenport. Compared to other art museums in Iowa, the projected MAC operating budget is in the same range as the Sioux City Art Museum and higher than the MacNider Art Museum in Mason City.

The revenue projections assume an increase in endowment principal of \$2 million and an increase in financial support from the City of Muscatine over current levels by the \$165,000 set out in its budget.

The MAC will continue to be a public-private partnership dependent upon a variety of funding streams including government and private support. The following table includes base level private support using actual private donations received in 2023 at a time when the MAC did not have professional development staff. After taking projected expenses into account, the MAC will need to secure approximately an additional \$65,000 in Year 1, an additional \$80,000 in Year 2, and \$91,000 in Year 3. The Development and Business Manager position will be critical for securing donations beyond the base level support.

Of note as well is that the following table includes base level government support which bundles annual operating support from the City of Muscatine, annual revenues from the hotel/motel tax, and reliable grant support through government sources such as the Iowa

Department of Cultural Affairs. The base level government support does not include any anticipated increase in grant funding, although it should be noted that there is considerable potential for the MAC to increase applications to federal, regional, and private agencies. It must also be noted that if the additional annual support of \$165,00 is not available from the City of Muscatine or if the assumed increase of \$2 million to endowment principal is not achieved, the annual amount required to break even from private and government sources will need to be increased.

While the expanded and enhanced Muscatine Art Center will lead to better service to the community and region and higher attendance and earned income, the projections reflect the reality that the expansion will also result in higher staffing and other operating costs. To operate the expanded facility, the MAC will need to enhance its fundraising and grant writing efforts, seek unique opportunities to generate revenues, develop exciting and engaging programs, and connect with new audiences through targeted collaborations.

Summary of Attendance, Operating Revenue and Expense Projections

	Base Level	Year 1	Year 2	Year 3	Year 1%	Year 2%	Year 3 %
Total Attendance	14,593	30,000	29,000	28,000			
Revenues							
Admissions	\$4,260	\$45,000	\$40,600	\$37,800	3.7%	3.3%	3.1%
Retail Sales	\$1,210	\$52,500	\$52,200	\$51,800	4.4%	4.3%	4.2%
Memberships	\$12,825	\$28,000	\$25,296	\$24,970	2.3%	2.1%	2.0%
Facility Rentals	\$454	\$104,000	\$105,040	\$106,090	8.6%	8.6%	8.6%
Public and Educational Programs	\$2,414	\$20,000	\$22,000	\$25,000	1.7%	1.8%	2.0%
Fundraising Events (net)	\$12,420	\$15,000	\$25,000	\$25,000	1.2%	2.0%	2.0%
Endowment	\$84,222	\$185,000	\$185,000	\$185,000	15.4%	15.1%	15.0%
Base Level Private Support	\$110,622	\$110,622	\$110,622	\$110,622	9.2%	9.0%	9.0%
Base Level Government Support	\$412,485	\$412,485	\$412,485	\$412,485	34.3%	33.7%	33.4%
Additional Financial Support from City of Muscatine	\$0	\$165,000	\$165,000	\$165,000	13.7%	13.5%	13.4%
Total Revenue	\$640,912	\$1,137,607	\$1,143,243	\$1,143,767	94.6%	93.5%	92.6%
Expenses							
Salaries, Wages, Benefits	\$400,123	\$835,980	\$839,348	\$842,732	69.5%	68.6%	68.2%
Occupancy	\$24,012	\$30,000	\$32,000	\$34,000	2.5%	2.6%	2.8%
Exhibitions	\$43,962	\$93,725	\$105,950	\$105,950	7.8%	8.7%	8.6%
Collections Care	\$15,396	\$35,000	\$38,000	\$40,000	2.9%	3.1%	3.2%
Acquisitions	\$95,398	\$40,000	\$40,000	\$40,000	3.3%	3.3%	3.2%
Programs	\$14,744	\$40,000	\$44,000	\$50,000	3.3%	3.6%	4.0%
General & Administrative	\$24,658	\$51,831	\$52,040	\$52,249	4.3%	4.3%	4.2%
Marketing	\$18,003	\$45,000	\$40,600	\$39,200	3.7%	3.3%	3.2%
Retail Cost of Goods Sold	\$4,363	\$31,500	\$31,320	\$31,080	2.6%	2.6%	2.5%
Total Expenses	\$640,659	\$1,203,036	\$1,223,257	\$1,235,212	100%	100%	100%
Additional Amount Needed from Private, Government and Grant Sources to Break Even on Operations	\$253	(\$65,429)	(\$80,014)	(\$91,445)	-5.4%	-6.5%	-7.4%

APPENDIX A: ACKNOWLEDGEMENTS

The consultants would like to acknowledge those who participated in the planning of the future Muscatine Art Center. This includes the following persons who attended the Vision/Assumptions Workshop on October 19, 2023, or who were subsequently interviewed. Participants are listed in alphabetical order, followed by the consultants who have worked on this study. Special thanks to Melanie Alexander for her leadership and assistance overall.

INTERNAL WORKSHOP AND INTERVIEW PARTICIPANTS

- Melanie Alexander, Executive Director
- Aarzo Baharani, Board Secretary
- Lynn Bartenhagen, Office Coordinator
- Patricia Carver, Assistant Registrar
- Virginia Cooper, Curator/Registrar
- Sara Fitzer-Huston, Past Board Member
- Kathleen Haltmeyer, Board Member
- Mark Latta, Board President
- Vince Lawson, Board Member
- Katy Loos, Program Coordinator
- Ann McCarthy, Board Member
- Mark Seaman, Board Treasurer
- Brian Walter, Board Vice President
- Kris Weis, Member, Muscatine Art Center Support Foundation

EXTERNAL INTERVIEWS

- Elizabeth Allan, Curator and Acting Director, Morven Museum and Garden, Princeton NJ
- Brad Bark, Mayor, City of Muscatine
- Vada Baker, Gift Shop Manager/Artist in Residence, National Pearl Button Museum
- Roy Carver II, Chairman, Roy J. Carver Charitable Trust
- Clint Christopher, Superintendent, Muscatine Community School District
- Rich Dwyer, Senior Vice President, Kent Corporation
- Matt Foss, Executive Director, Woodson Art Museum, Wausau WI
- Jim Howe, Managing Partner, Signature Shutters
- Bob Jensen, Former Member, Muscatine Art Center Support Foundation
- Dustin Joy, Director, National Pearl Button Museum
- Alicia Mendoza, Operations Supervisor, Diversity Service Center of Iowa
- Kyle McCoy, Executive Director, Mercer Museum, Doylestown, PA
- Jon Moravec, Former Board Member, Muscatine Art Center

- Rebecca Paulsen, Vice President, Operations and Tourism, Greater Muscatine Chamber of Commerce and Industry
- Keith Porter, President, Stanley Center for Peace and Security
- Coralie Voss, Member, Muscatine Art Center Support Foundation
- Kim Warren, Director, Aligned Impact Muscatine, United Way of Muscatine
- Carol Webb, Administrator, City of Muscatine

LORD CULTURAL RESOURCES CONSULTANT TEAM

- Natalie Maclean, Digital Media Specialist Consultant
- Isabella Rivera, Research Consultant
- Ted Silberberg, Senior Principal, Market and Financial Planning (study lead)
- Sean Stanwick, Director, Facility Planning, Lord Cultural Resources

APPENDIX B:

COLLECTION STORAGE REQUIREMENTS

The following represents the collection quantities that will require storage in the new expansion. These amounts do not include the history collections that will be accommodated on the new visible storage casework in the Stanley Gallery. These numbers were compiled by Muscatine Art Center staff and provided to the consultant team. Design teams should confirm these amounts during the concept design stage.

Compact Art Rack Storage

- 39 oversize paintings
- 297 framed paintings or other works of art with fragile (historic) frames

Framed Art Storage (could be stored in custom bins or hung on racks)

- 20 oversize items
- 130 large items
- 750 small to medium items

Furniture and Bulky Storage (industrial shelving)

- 215 items (cabinets, sofas, floor clocks, etc.)

Textiles (assume doubling of boxes to allow for decompression)

- 97 full-size gown boxes (5"h x 19"w x 60"l)
- 14 textile boxes (6"h x 18"w x 30"l)
- 24 small textile boxes (4"h x 12"w x 18"l)
- Plus objects such as hats, quilts, coverlets stored in built-in cabinets in the Carriage House

Rare Books

- 136 linear feet of book storage

Flat File Cabinet Storage (for maps, prints, drawings, blueprints, etc.)

- 20 drawers currently (each drawer 3"h x 40"w x 50"l) - this capacity needs to at least be tripled to meet the existing need as materials are too tightly packed. There are currently 4 units (with 5 drawers each) stacked on top of one another.



City of Muscatine

ITEM NUMBER 2024-862

IN-DEPTH ITEM - CITY COUNCIL

DATE: 9/12/2024

STAFF

Jodi Royal-Goodwin, Community Development Director

SUBJECT FOR DISCUSSION

Ignite Vitality: Mulberry Project Update

EXECUTIVE SUMMARY

This presentation will provide an overview of activities completed by the City and partner entities, as well as next steps.

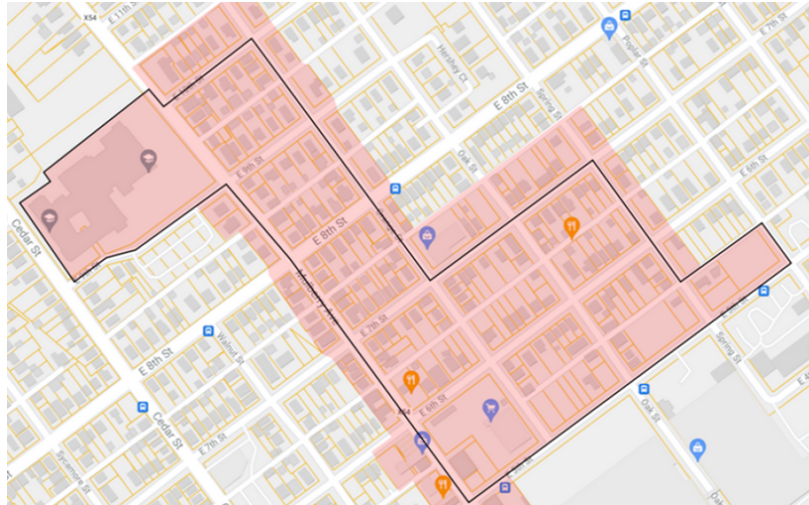
GENERAL DIRECTION SOUGHT AND SPECIFIC QUESTIONS TO BE ANSWERED

This presentation is informational. However, while no direction is being requested, staff would welcome Council feedback.

BACKGROUND/DISCUSSION

Following the 2021 Housing Summit, Iowa Economic Development Authority (IEDA) Director Debbie Durham contacted the Housing Council and asked that we develop a pilot project focused on revitalizing a block that was 1) near downtown; 2) would have a high visibility impact; and 3) would be replicable in other communities. The team looked in a number of areas and ultimately focused on 2 blocks to be presented to IEDA for final determination. Ultimately the Mulberry Neighborhood (Mulberry to Orange between 6th and 7th streets) and in July 2021 Council approved submitting the preliminary pilot project proposal.

After a number of discussions with IEDA staff, the target area was expanded as shown on the map below.



In addition, the range of projects was revised to include housing repairs, removal of derelict properties, commercial façade upgrades, and infrastructure such as living streets, sidewalk improvements, a pocket park, publicly available Wi-Fi, and street trees. IEDA proposed to fund the project with Community Development Block Grant funds, which requires a 20% local match, and a forgivable loan from the Nuisance and Abandoned Property Program. Having developed an agreed upon project scope and regulatory framework based on the funding, City staff completed the mandated Community Needs Assessment to facilitate the submission of the official application.

Following is a review of project activities completed since that time.

April 7, 2022 – City Council held a public hearing and approved the required Community Needs Assessment (CNA).

July 7, 2022 – At the direction of IEDA, Council held a second public hearing on the CNA and overall project. Council adopted a resolution approving submission of the official grant application and the application was submitted the next day.

March 14, 2023 – The \$1,738,000 CDBG Grant was awarded by IEDA.

April 6, 2023

- Council accepted the Comprehensive Neighborhood Revitalization Pilot Program Grant.
- Council approved a MOU with CFGM for the provision of Project Management Services and match funding.
- Council approved a contract with Bi-State Regional Commission for grant administration services as required by IEDA.

At this time the project team initiated monthly infrastructure meetings, including representatives from the City, CFGM, Bi-State and MPW. The purpose of these meetings has evolved overtime and has included:

- Identifying locations for new street lights;
- Evaluating and finalizing the scope of infrastructure projects;
- Reviewing products for painted crosswalks; and

- Identifying common routes to school with counters and school engagement activities for intersection projects.

May 2023 - Rotary awarded the project \$5,000 for inclusive playground equipment to be included in the pocket park.

September 3, 2023 – Council approved CDBG procurement policy following discussions to initiate procurement processes.

Between May and September 2023 – Bi-State prepared four HUD Environmental Reviews, which entails reviewing environmental and cultural conditions, consultation with federal, state and tribal entities for concurrence that the proposed projects will not have adverse impacts, for publication and comment.

In fall 2023, the team was preparing to initiate the housing repair component.

September 8, 2023 – Issued RFP for Technical Services but no responses were received.

October 31, 2023 – The tier I environmental was completed

January 11, 2024 – Reissued the RFP for Technical Services and one response was received from MCSA. Prior to executing a contract IEDA had to approve the single source contracting and terms of the contract.

April 30, 2024 – Administrative Plan Approved

September 22, 2023 - The “Intent to Request Release of Funds” was published for completed HUD Environmental Reviews covering:

- neighborhood blight,
- housing rehabilitation,
- wi-fi, and
- commercial façade.

Completion of this phase of environmental reviews allowed work on the commercial façade to commence.

January 11, 2024 – Issued the Commercial Façade Architect RFP and 8 responses were received. Around this time IEDA also approved the Administrative Plan for this component.

July 7, 2024 – Council approved the contract with RDG for architectural services for commercial façade component.

July 18, 2024 – Held a meeting with property owners and completed the blight survey.

In January 2024, monthly team meetings with IEDA staff assuming oversight of the project from a retired staffer.

February 14, 2024 – Section 3 compliance and planning discussion with MCC, Bi-State, and CFGM was held to identify activities that would meet the regulatory mandates.

February 21, 2024 – City staff met with the County Attorney and staff on the process for obtaining properties with county held tax certificates, including 519 Orange Street for the pocket park.

February 22, 2024 - Published 2 "Intent to Request Release of Funds" for revised environmental reviews required due to IEDA's reorganization of the project components (Park & Infrastructure).

February to July - Worked with MPW and IEDA to determine if procurement of poles and lights to be installed met IEDA rules. Continuing to work through procurement evaluation for Wi-Fi equipment.

April 4, 2024 – Council approved a development agreement with MCSA for the City to demolish derelict properties to prepare sites for reconstruction of new single-family homes. This was necessary to meet the requirements of the state's Nuisance and Abandoned Property program.

April 10, 2024 – IEDA formally awarded the City the Nuisance Forgivable Loan.

April 18, 2024 – Council accepted the Nuisance Forgivable Loan, and staff prepared the RFP for demolition of the 5 target properties. However, before the RFP was released IEDA informed us that, because these state resources were being used as match to the federal dollars, a Tier II environmental review would need to be completed on these sites before any procurement could take place.



April 21, 2024 – A Neighborhood Block Party was held. Approximately 100 residents attended this event, where they were provided information on the project components and other community resources, signed up to receive additional information, ate a free lunch, participated in activities, and had an opportunity to win prizes. This event was sponsored by the Foundation and local businesses, including Hy-Vee and Wal-Mart.

July 2024 – The CFGM County ARPA funds project scope of work was finalized, including establishing a timeline. Funds expended on these projects will provide required match.

July 11, 2024 – Issued an RFQ for engineering services for the sidewalk project and received seven responses.

The contract for services is currently being prepared for presentation to Council.

July 11, 2024 – Issued an RFP for the park development and received four responses. It was subsequently identified that the wage determination had not been included with the published version and the RFP was re-issued July 27. All four respondents resubmitted.

July 18, 2024 – Council adopted a resolution accepting the tax certificate for 519 Orange, which will be the site of the pocket park, and staff initiated the process of notifying lien holders of the intent to obtain ownership.

In June, IEDA approved the MCSA TA agreement, allowing the housing repair component of the project to resume.

July 18, 2024 – Presented the contract for technical services to Council, but was not approved.

August 7, 2024 – The first meeting with homeowners was conducted to introduce the program and review the available assistance. Staff subsequently has met with 4 property owners at their homes to provide additional information. Three applications have been received.

August 15, 2024 – Council approved the TA services contract.

July 31, 2024 – Published the “Intent to Request Release of Funds” for clearance of nuisance properties. We are currently awaiting IEDA’s authorization to proceed with demolition activities.

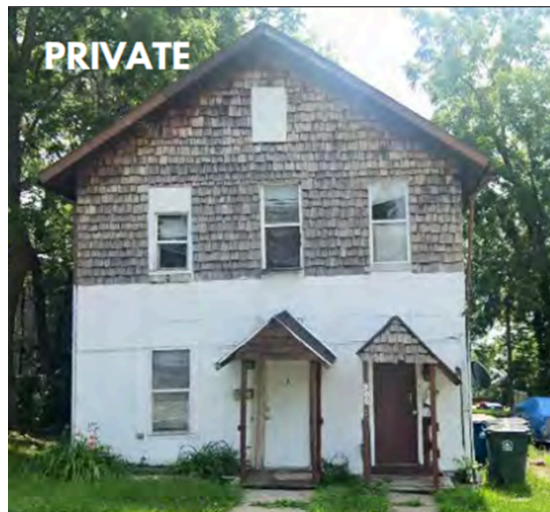
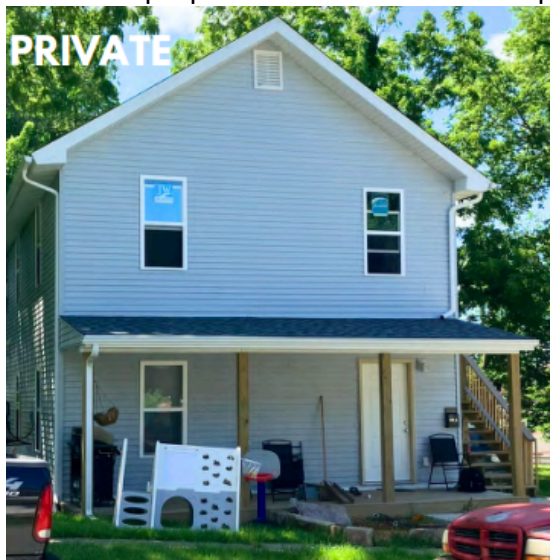
Work by Partners

The work listed above is directly related to grant implementation and funded activities. However, simultaneously we have continued to work with local partners on supplemental initiatives.

MCSA was the first off the mark to make visible investment and improvements in the area as they:

- purchased 7 properties and has been donated another lot where a vacant structure sits;
- rehabilitated and reoccupied 2;
- secured funding to construct 6 new homes for first-time homebuyers; and
- secured funding to construct a permanent supportive housing complex.

Rehab of units has already resulted in private investment that has improved the appearance of additional properties. Below is one example of this.



Meanwhile, the Community Foundation of Greater Muscatine secured funding to provide project oversight and match funding for the grant. The Foundation also developed the first new home in the neighborhood through Homes for Iowa. They have also been developing the plans for the single-family housing to be constructed on infill lots, including modeling alternative building processes that would improve the cost, resiliency and/or speed of constructing housing.

Muscatine County Habitat for Humanity also built their 2023 home in the neighborhood.

In addition, the City secured a Lead Hazard Reduction Grant to mitigate lead paint hazards in 65 homes in the census tract that encompasses the target area.

A small grant to install bike racks at Jefferson Elementary and other strategic places in the neighborhood was submitted to support pedestrian mobility.

Next Steps

Yet this fall Council will be asked to:

- Approve contract with the engineer for the sidewalk improvements;
- Approve a contract for demolition of 5 derelict structures;
- Approve the contract for development of the pocket park; and
- Approve a contract with an artist for the crosswalk murals.

This fall MPW is anticipated to install the street lighting.

Grant activity that is scheduled to proceed over the winter, comprising engineering, architectural design, public input on crosswalk murals, developing housing repair scopes of work, and procurement of playground equipment, will prepare for the implementation of a substantial amount of visible work to be completed at the appropriate time in 2025. Work anticipated in 2025 includes:

- Commercial façade improvements along the west side of Mulberry between 5th and 7th streets;
- Sidewalk improvements between 5th and 10th Streets;
- Completion of the crosswalk murals;
- Development of the pocket park;
- Installation of the Wi-Fi; and
- Completion of at least 10 housing repair projects.

Complimentary activities that should begin in earnest in the next months include construction of the permanent-supportive housing project and construction on infill sites by MCSA. The Foundation and MCSA will also begin rehabilitation or reconstruction of 615 Mulberry Avenue, 517 E 6th Street, and 519 E 7th Street.

ATTACHMENTS

1. Project Timelines_2024-08-06

