

# **PERFORMANCE AUDIT REPORT**

**Reviewing Selected  
Historic Properties**

**A Report to the Legislative Post Audit Committee  
By the Legislative Division of Post Audit  
State of Kansas  
November 1986**

# ***Legislative Post Audit Committee***

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## ***Legislative Division of Post Audit***

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## **PERFORMANCE AUDIT REPORT**

### **Reviewing Selected Historic Properties**

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#### **OBTAINING AUDIT INFORMATION**

This audit was conducted by Trudy Racine, Senior Auditor, and Cindy Lash and Rick Riggs, Auditors, of the Division's staff. If you need any additional information about the audit's findings, please contact Ms. Racine at the Division's offices.

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## REVIEWING SELECTED HISTORIC PROPERTIES

### Summary of Legislative Post Audit's Findings

**When and why were these five historic sites acquired, what condition are they in, and what do they cost to operate?** The 19 historic properties administered by the Historical Society were obtained by legislative action between 1901 and 1986. Statutes authorizing their acquisition generally indicate that the acquisition was made because the site possesses "unusual historical interest." The condition of the five historic properties ranges from good to abysmal. A similar range of conditions was found at other historic properties the auditors visited. The average annual cost of operating the five properties was \$12,868 for fiscal years 1981 through 1986, less than the average of \$24,715 for the remaining sites. Capital expenditures for the five properties have also been relatively low in comparison to other sites, but the cost per visitor tends to be higher.

**What is the estimated "value" of these five sites to the State?** Evaluations completed in 1979 questioned the historical significance of several of the State's historic sites. Historians who were contacted about what should be done with these properties had mixed views. Local officials and organizational representatives expressed differing views on the importance of the properties to their communities. The number of visitors at the five sites is increasing, but remains lower than at comparable sites. There is no apparent consensus on how the "value" of historic sites should be measured. Individuals the auditors interviewed mentioned a number of considerations, including such factors as the building's association with a historic event of broad interest to the State, and the availability of original materials and artifacts.

**If these five sites are to be retained, what improvements are needed, and what resources are available?** If the five sites are retained, they need varying degrees of improvements in four areas: capital improvements, exhibits, highway signs, and staff. Resources for improvements can come from two potential sources: the Historical Society's budget, which includes both public and private funds, and the communities. Communities generally indicated they would be willing to spend some additional funds or resources to avoid having a historic site closed. But no organization or locality indicated it was willing to assume full responsibility for operating a site as long as it appeared the State would continue to operate the site. The Historical Society indicated to the auditors it could do more to draw on local or private resources for the properties it retains. The extent to which local resources can be made available for the sites' operation and development cannot be conclusively determined until the State's policies are more clearly defined. Several states have chosen alternatives between the extremes of full development and closure for some of their historic sites.



## REVIEWING SELECTED HISTORIC PROPERTIES

The State Historical Society administers 19 State-owned historic properties. For fiscal year 1987, the Governor recommended closing five properties or transferring them to local authorities. Those five are Pawnee Rock State Historical Park in central Kansas, the John Brown Museum in Osawatomie, the Iowa, Sac, and Fox Mission near Highland, the Funston Home in Allen County, and the Goodnow House in Manhattan. Earlier studies of the Historical Society's properties indicated that at least four of these sites were of limited historical significance, and suggested that it might not be beneficial to retain them. However, that recommendation was never approved or adopted by the Society's Board of Directors.

Legislation was introduced during the 1986 session that would have carried out the Governor's proposal by transferring ownership and operation of these five properties to local government entities or appropriate corporations, societies, associations, or individuals. The legislation continued these properties as historic sites open to the public. It did not pass. Legislative interest has been expressed recently about why the properties were recommended for closing or transfer, the condition and cost of operating them, their value to the State, and the improvements and funding resources needed if the sites are to remain under the Historical Society's management and control.

This audit addresses the following specific questions:

1. **When and why were these five historic sites acquired, what condition are they in, and what do they cost to operate?**
2. **What is the estimated "value" of these five sites to the State?**
3. **If these five sites are to be retained, what improvements are needed and what resources are available?**

To answer these questions, the auditors reviewed State laws, budget documents, and pertinent agency records. They visited the five sites to assess their condition, and an additional six sites for purposes of comparison. They interviewed local officials, organizational representatives, agency personnel and prominent historians within the State. The auditors also reviewed evaluations of the sites' historical significance and, using Society records, determined the operating costs, capital expenditures, and number of visitors for all 19 properties. They reviewed the Society's restoration and development plans, and interviewed staff members to determine what process might be followed in interpreting the history of the sites.

In general, they found that all 19 historic sites were acquired by legislative action, between 1901 and 1986. The condition of the five sites varies, and they generally cost less to operate than the other 14 historic properties. Current views of the sites' significance are mixed, and there is no consensus on how their value should be determined. If the five sites are retained, they need varying degrees of improvements, including capital improvements, exhibits, highway signs, and staff. Resources for improvements can come from two potential sources: the Historical Society's budget and the communities. These findings are presented in more detail in the sections that follow, after some background information about the State Historical Society.

### **Background Information About the State Historical Society**

The State Historical Society was chartered as a nonprofit organization in 1875, and became the official trustee for the State's historical collections in 1879. Since then, the



## Summary of Historic Properties Administered by the State Historical Society

The Society administers 19 State-owned historic properties. The following table lists the name and location of each site, the date and method of its acquisition, and its significance.

<u>Historic Property</u>	<u>County</u>	<u>Year of State Acquisition</u>	<u>Method of acquisition</u>
<b>Frontier Historical Park Ellis</b>		<b>1901</b>	<b>Transfer from U.S. Interior Department</b>
The Park (formerly Fort Hays) was established in 1865 to protect the new railroads and settlers moving into the region. The post was abandoned in 1889 and turned over to the Department of the Interior. Most of the 38 buildings were sold and moved, or dismantled. Three period structures remain.			
<b>Pawnee Indian Village Republic</b>		<b>1901</b>	<b>Gift from Mr. and Mrs. George Johnson</b>
A Spanish record dated 1775 is the first recorded reference to one of the Pawnee bands. The museum encloses an excavated Indian dwelling.			
<b>Pawnee Rock</b>	<b>Barton</b>	<b>1908</b>	<b>Gift from Womans' Kansas Day Club</b>
For years, Pawnee Rock was the site of many Indian councils of war and peace. In later years, it was a landmark on the Sante Fe trail, and offered some protection from Indian attack.			
<b>John Brown Museum</b>	<b>Miami</b>	<b>1909</b>	<b>Purchased with \$2,800 appropriation</b>
John Brown was an abolitionist leader during the Kansas territorial period. The cabin was the home of Brown's brother-in-law, Samuel Adair. Brown himself stayed there frequently, but only lived in Kansas for about 20 months.			
<b>Shawnee Mission</b>	<b>Johnson</b>	<b>1927</b>	<b>Eminent Domain -- \$48,230</b>
The Mission was established in 1830 by a Methodist minister. The three remaining brick buildings are probably the oldest in the State. The purpose of the Mission was to teach English, manual arts, and agriculture to the local Indian children. The first territorial legislature met at the Mission in 1855, following its adjournment from the First Capitol, and passed the so-called "Bogus Laws" in an attempt to perpetuate slavery in Kansas.			
<b>First Capitol of Kansas Riley</b>		<b>1928</b>	<b>License from the U.S. Secretary of War</b>
The First Capitol of Kansas was a two-story stone warehouse built by the Pawnee Town Association. The single session held in the first territorial capital lasted just five days, and the only legislation passed transferred the seat of government to the Shawnee Methodist Mission in Johnson County.			
<b>Marais des Cygnes Massacre Park</b>	<b>Linn</b>	<b>1941</b>	<b>Gift from Veterans of Foreign Wars</b>
In 1858, a pro-slavery band captured and killed or wounded a group of Free-State men near Trading Post in Linn County. This event came to be known as the "Marais des Cygnes Massacre." Weeks later, John Brown erected a "fort" near the massacre site, presumably as protection against further raids by pro-slavery forces. The site of both the massacre and the fort are in the park, but not the fort itself. The residence of the former owner of the land is the only historic structure on the site.			
<b>Iowa, Sac, and Fox Indian Mission</b>	<b>Doniphan</b>	<b>1941</b>	<b>Purchased with \$1,500 appropriation</b>
The Presbyterian Mission to the Iowa, Sac, and Fox Indians was established in 1837. The Mission was the first permanent white settlement in Doniphan County.			

**Pony Express Station Washington 1941 Purchased with \$3,000 appropriation**

This site was the westernmost Pony Express station in the State. It was host to thousands of pioneer travelers, including a number of famous persons. The station was also a supply point for many wagon trains headed west.

**Kaw Indian Mission Morris 1951 Purchased with \$23,500 appropriation**

In 1850 the Methodist Episcopal Church contracted to establish a mission and school on the new Kaw Indian reservation, established at Council Grove by an 1846 treaty with the tribe. Classes for about 30 Indian children a year were held from 1851 until 1854.

**Funston Home Allen 1955 Gift from the Funston family**

The house is the boyhood home of General Frederick Funston, an explorer and military man who gained distinction in the Cuban war for independence and the Phillipine Insurrection. Though a volunteer officer, he became a brigadier general in the regular army and won the Congressional Medal of Honor.

**Grinter Place Wyandotte 1968 Gift from the Friends of Grinter Place**

Moses Grinter built and operated the first ferry across the Kansas River in 1831. He built this two-story house at the site in 1857. He is credited with being the first white man to settle in Wyandotte County, and one of the earliest in Kansas.

**Goodnow House Riley 1969 Gift from Mrs. Loyal F. Payne**

This site was the home of Issac Goodnow. Goodnow was the founder of the Kansas common-school system, co-founder of the first land grant university (Kansas State University), and leader of a Kansas free state colony.

**Pottawatomie Mission Shawnee 1973 Purchased with \$190,000 appropriation**

The Mission was established in 1848-49 on the banks of the Kansas River west of Topeka. It was purchased as the location for the Kansas Museum of History.

**Mine Creek Battlefield Linn 1974 Purchased with \$50,000 appropriation  
1978 Additional land purchased with \$70,000 appropriation**

The Mine Creek Civil War Battlefield is the site of the only uniformed Civil War battle in Kansas. The site consists of 280 acres.

**Souders Historical Sedgwick 1978 Gift from Mr. and Mrs. Floyd R. Souders  
Farm Museum**

The Souders Farm is located near Wichita. Its exhibits and displays explain and interpret the history of the area, but the farm itself is not a historic site.

**Tobias Rice 1979 Purchased with \$40,000 appropriation  
Archeological Site**

In recorded history, the Spanish explorer Coronado first mentioned this site in 1541; he called it Quivera. The "Quiveran complex" consists of three identified locations in Rice and McPherson Counties.

**Cottonwood Ranch Sheridan 1982 Purchased with \$35,000 appropriation**

The land of the Cottonwood (Pratt) Ranch was initially settled by Fenton Pratt in the 1880s. The site was operated as a sheep ranch for many years, and was the nucleus for the present town of Studley.

**Constitutional Hall Douglas 1986 Gift from Senator Winton Winter, Sr.,  
and Senator Franklin D. Gaines**

This building, located in Lecompton, was the site of the Constitutional Convention of 1857 that produced the proslavery Lecompton Constitution.

Society has functioned both as a non-profit membership organization and as a State agency supported by legislative appropriations. The executive director is elected by the society's Board of Directors.

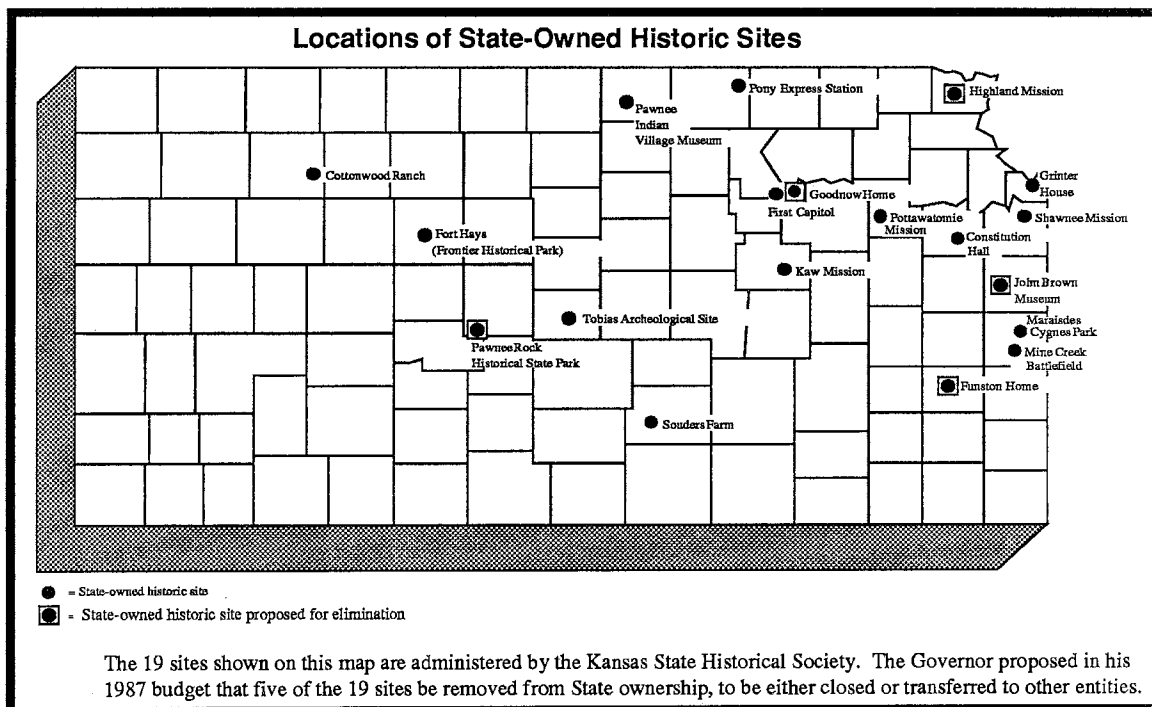
The Historical Society's principal objectives are to further historical knowledge and to acquire and preserve historical resources related to Kansas and the West. The agency has six programs: administration, collections, historic preservation, historic properties, museum, and capital improvements. For fiscal year 1986, the Society had a full-time-equivalent staff of 145.1 and spent an estimated \$5.8 million, approximately \$570,000 of which went for the historic properties program.

### When and Why Were These Five Historic Sites Acquired, What Condition Are They In, and What Do They Cost to Operate?

To answer this question, the auditors reviewed State laws, budget documents, and pertinent agency records. They visited each site to assess its condition, and interviewed agency personnel to determine whether the sites were being presented in a historically accurate fashion. They also identified State and local operating costs and resources used for the sites' maintenance. Generally, they found that the condition of the five sites targeted for removal from the system varied from quite good to rapidly deteriorating. The cost of their operation also varied. In addition, the average cost of operating and maintaining these five properties has been lower than for the remaining sites, while their cost per visitor tends to be higher. These findings are discussed in the sections that follow.

### The Historic Sites Administered by the Historical Society Were Obtained by Legislative Action Between 1901 and 1986

State law (K.S.A. 75-2701) gives the Historical Society the authority to acquire property in any amount and under any conditions its executive committee sees fit.



However, the Society has generally not used this authority. Except for Cottonwood Ranch, specific statutes were passed authorizing the acquisition of each property. Funds for acquiring the Ranch were simply included in the Society's 1982 appropriations bill.

The table on pages 2 and 3 shows the date each of the 19 properties was acquired and provides basic information about each site's historical interest. Nine of the 19 sites were purchased for amounts ranging from \$1,500 to \$190,000, eight sites were gifts, and two were acquired from the federal government. Four of the five sites the Governor proposed for closure or transfer were gifts. Although the land surrounding the cabin that houses the John Brown Museum was a gift, the cabin itself was purchased by the State for \$2,800.

**Statutes authorizing acquisition of the State's historic sites generally indicate that the acquisition was made because the site possesses "unusual historical interest."** In some cases, statutes also refer to erecting a park, memorial, or monument to commemorate certain events or persons associated with the sites.

Until recently, the State had no process to ensure that the historical interest of the sites was formally evaluated. Legislation was enacted in 1982 to ensure that the State would not acquire additional historic sites without careful examination and evaluation. That statute, K.S.A. 75-2726, requires a formal application and an evaluation of the property by the Kansas Historic Sites Board of Review. Three properties have been evaluated under this new procedure. All three have been recommended for acquisition.

The acquisition of two of those sites was authorized during the 1986 legislative session. One of them, Constitution Hall in LeCompton, has since been acquired by means of a gift. The Society has been appropriated funds to obtain an option to purchase the second site, the Charles Curtis Home in Topeka. Acquisition of the third site, the Indian Burial Pits in Salina, was authorized earlier but was not completed because of objections raised by the Indians. Funds originally appropriated to acquire that site were used by the 1986 Legislature to continue operating the five historic sites being reviewed during fiscal year 1987.

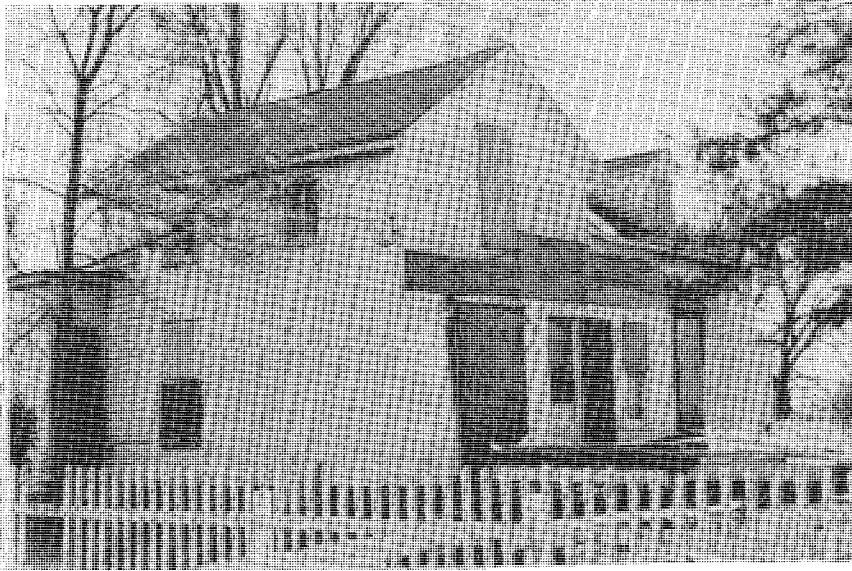
### **The Condition of the Five Historic Properties Ranges From Good to Abysmal**

The auditors visited the five properties recommended by the Governor for closure or transfer, and, for comparative purposes, they visited six of the remaining 14 historic properties operated by the State Historical Society. They also examined the 1979 Historical Society staff report which evaluated all the State's historic properties. They found wide variation in the condition of the properties, ranging from the Funston Home near Iola, which is in a dangerously deteriorated condition and has not been open to the public for many years, to the extensively renovated Goodnow House in Manhattan.

**The Funston Home is in a total state of disrepair.** The boyhood home of General Frederick Funston is on U.S. Highway 169, approximately four miles north of Iola. The home was damaged by a tornado in the mid 1950s, shortly after the State acquired it. That damage was never repaired, and the home has continued to deteriorate. In 1980 it was closed to the public and the artifacts were moved to Topeka for safekeeping. The home suffered additional extensive damage from a windstorm in August of this year.

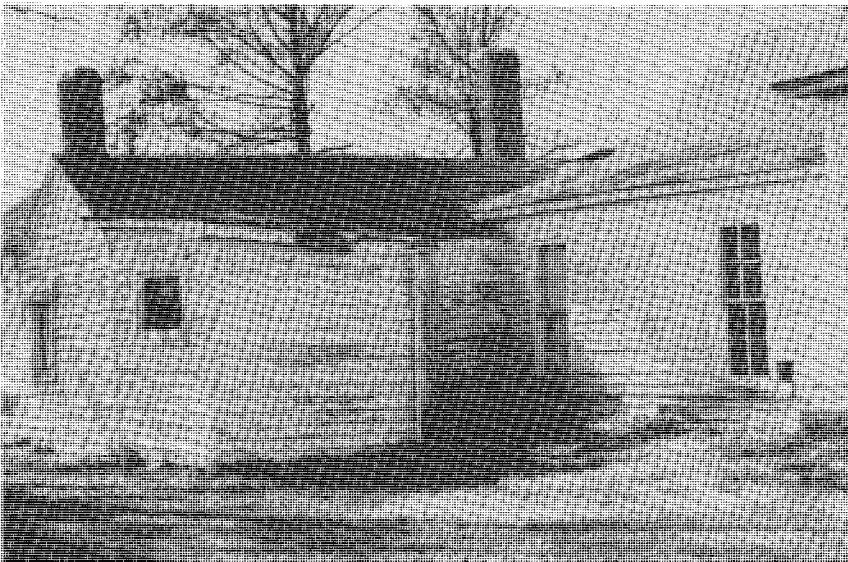
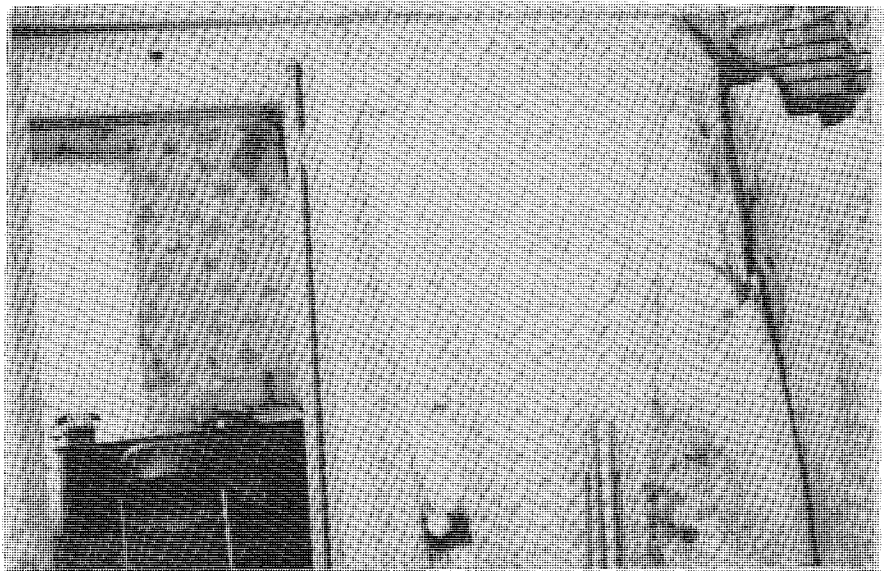
The Funston Home lacks a foundation under several walls and is consequently sinking into the ground. The roof and several walls are severely bowed, the front porch blew off in the August windstorm, and many windows are boarded over. Siding on the

## Funston Home



The outside of General Frederick Funston's boyhood home in Iola is badly deteriorated. A tornado in the mid-1950s damaged the siding, and a windstorm earlier in 1986 blew off the front porch (left).

The photo at right shows the extensive deterioration of the inside of the Funston home. Doors and walls are out of plumb, and plaster has fallen away from the lath in many places.



Much of the rear section of the house (left) is sinking and rotting because the joists are sitting on bare ground.

home is in very poor condition and needs paint. The interior of the home has suffered severe water damage. The second floor ceiling is cracked and bows downward. The floors and walls are crooked. Outbuildings include a frame storage shed which is in fair condition and a crumbling stone smokehouse. The home has a half-time curator, whose main responsibility is maintaining the grounds.

**By contrast, the Goodnow House is a well-maintained house museum.** Goodnow House sits on slightly more than one acre of State property, contiguous with a park owned by the City of Manhattan to the east, and property owned by Riley County to the west. Goodnow House is a stone structure that was rehabilitated in the mid 1970s with State funds and a federal matching grant. The exterior of the house is in very good condition. The interior is in good condition but has limited problems with cracked and crumbling plaster, reportedly caused by ground vibrations from heavy artillery training at nearby Fort Riley. The majority of the furnishings belonged to the Goodnow family, and those furnishings have been well preserved.

The property also has a stone barn, a frame carriage house, and a board-and-batten cabin. The barn serves as the visitors' center, and contains a small gift shop and exhibit gallery. The carriage house is used for storage. The exterior appearance of both buildings is very good. The board-and-batten cabin, built to approximate the log cabin the Goodnows occupied while their permanent home was being built, is in good condition but it is not historically accurate and its appearance is not consistent with the other buildings on the site. Some artifacts have been placed in the cabin, but they are not thought to be accurate. The grounds are well-maintained and attractive. The Riley County Historical Museum is located on county property, directly across an access road from Goodnow House. Although three different governmental entities maintain adjacent properties here, the area appears to the visitor to be one unit.

A full-time curator is employed for Goodnow House. Her primary responsibilities are to lead tours, maintain the grounds, and organize special events at the home.

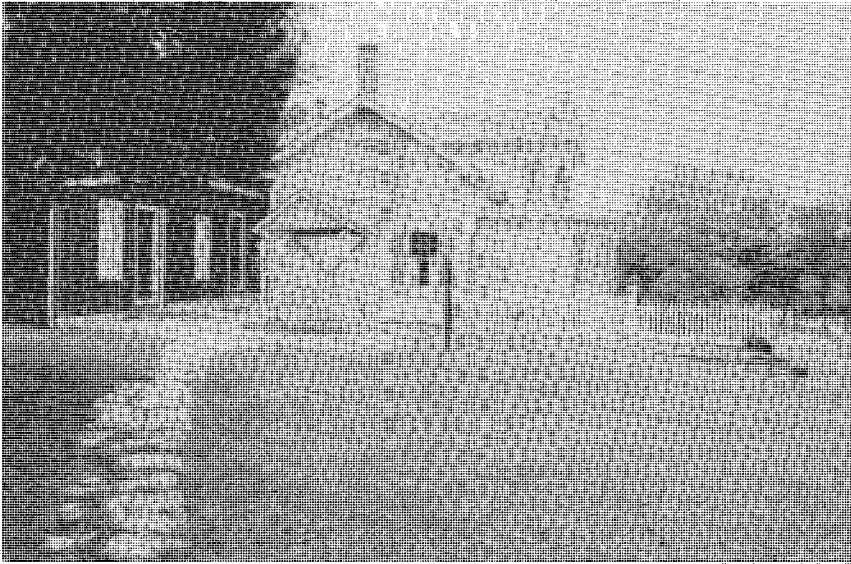
**The Iowa, Sac, and Fox Mission is structurally sound, but most of the exhibits relate to local history rather than to the history of the Mission itself.** The Mission is approximately two miles east of Highland, off U.S. Highway 36, in a grove of trees hidden from the road. The Mission is a large, three-story brick building currently two-fifths its original length. It is the only structure on the five-acre site. Several picnic tables are on the grounds. The exterior is plain but in good condition, and the grounds are well kept.

There are exhibits on all three floors inside the Mission. Exhibit cases on the first floor contain storyboards and artifacts relating to the Mission's history. A Mission-style meeting room is located on one of the upper floors, but most of the remaining exhibits are antique furnishings and clothing donated by area residents, with donors clearly identified. There is also an exhibit on the archeological history of northeast Kansas. In sum, the Mission exhibits are more typical of a regional history museum than of a museum depicting a unique aspect of the State's history. In addition, much of the building's interior is not consistent with the time periods represented by the exhibits. The windows are covered by roller shades, the ground-level floor is covered with linoleum, light fixtures are modern and obtrusive, and in many rooms the electrical wiring is exposed.

A full-time curator is employed at the Mission. He maintains the grounds and the Mission building, and provides limited interpretation of the exhibits for visitors.

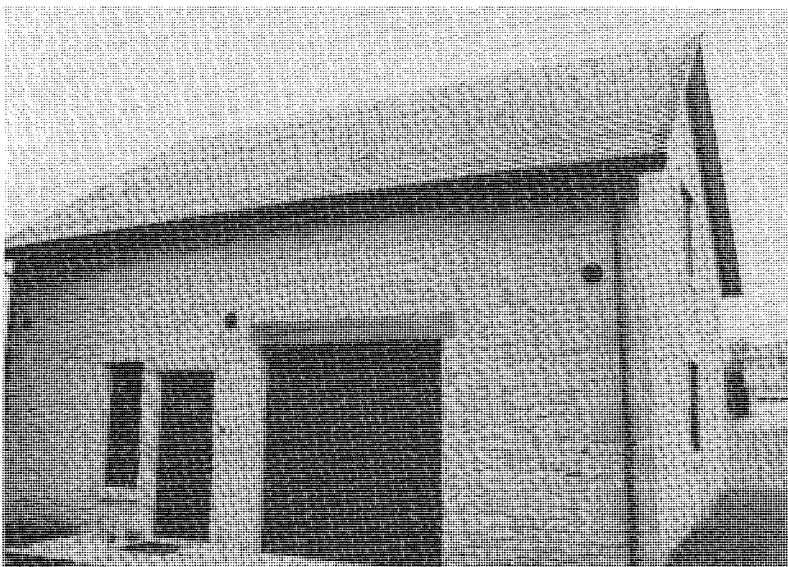
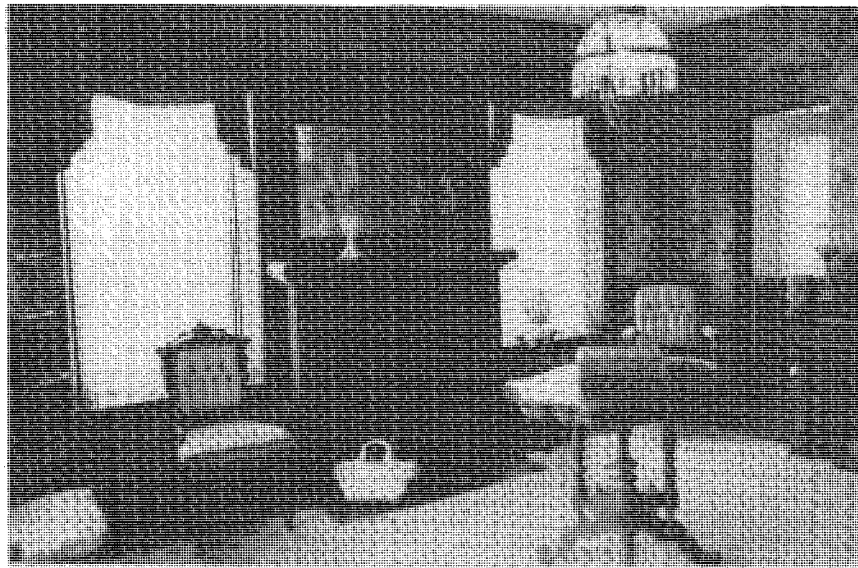
**The John Brown Museum is preserved in a stone building.** The log cabin home of Rev. Samuel Adair, brother-in-law of John Brown, was moved to the John

## Goodnow Home



Isaac Goodnow's house has been restored, and is maintained in good condition (left). The board-and-batten cabin, intended to approximate the original log cabin, is shown at the far left of the photo.

The interior of the house contains many of the original furnishings (right).



The stone barn on the site is now used as a visitors center. It houses a small gift shop and meeting room.

Brown Memorial Park in Osawatomie in 1912. It was enclosed in a stone building in 1928 to prevent further deterioration. The cabin is in good condition. The building that houses the cabin needs storm windows but is otherwise in good condition. This property has received regular maintenance over the years.

The cabin contains some artifacts from the Adair family, but is furnished primarily with donated artifacts representative of the time period when John Brown lived in Osawatomie. Exhibit cases between the two buildings tell the story of the Kansas territorial border skirmishes and John Brown's involvement in them.

A full-time curator is employed at the cabin whose main responsibilities are to maintain the cabin and outer building, and to provide tours and information to visitors. Grounds maintenance is the responsibility of the City of Osawatomie, the park's leaseholder.

**Pawnee Rock, a State historical park, suffers from chronic, low-level vandalism.** Pawnee Rock is just north of the town of Pawnee Rock in Barton County. Only half its original height, the rock is approximately 50 feet high and is located in the center of a five-acre park. A two-story stone shelter/observation deck sits atop the rock. The structure is in good condition, and the top deck provides a commanding view of the area. Some spraypainted graffiti was evident on the shelter. The park also contains a picnic shelter and a monument erected by the Woman's Kansas Day Club. The park has been fenced to deter after-hours access.

Pawnee Rock is a brown sandstone formation that has lent itself to visitors' carvings since the early days of the Santa Fe Trail. The top portion of the rock, which was removed for local building projects, contained carvings from early travelers. The portion of Pawnee Rock that remains is covered with names and graffiti carved from approximately 1930 to the present. The rock has numerous outcroppings and ledges that permit easy viewing of the carvings. Most of the outcroppings are heavily littered with broken glass.

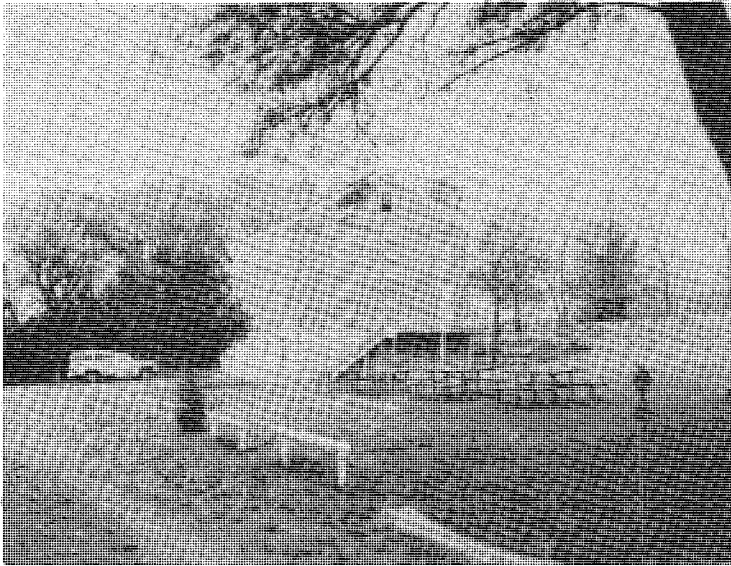
There is no curator for the site. The State contracts with the Pawnee Rock Lions Club for mowing and general grounds maintenance. The park and shelter house were clean and well kept; however, the site has only pit toilets and these are deteriorated.

**In general, the condition of these five sites was similar to several other State historic sites the auditors visited.** For comparative purposes, the auditors also visited Shawnee Mission, Pawnee Indian Village, Grinter Place, First Capitol, the Pony Express Station, and Marais des Cygnes Massacre Memorial Park.

Shawnee Mission and Pawnee Indian Village are considered premier sites of the historic properties program, and the auditors found them to be of far higher quality than any of the other sites they visited. Grinter Place, a house museum in Kansas City, is very similar to Goodnow House in terms of physical condition and the quality of exhibits. First Capitol, Pony Express Station, and Marais des Cygnes Massacre Memorial Park have the same exhibit difficulties the auditors noted at the Iowa, Sac, and Fox Mission and at John Brown Museum. That is, many of the artifacts either do not relate to the site itself or are poorly displayed. The auditors did not visit the Cottonwood Ranch near Studley; however, some of its buildings are reported to be in the same, or even worse, condition than the Funston Home.

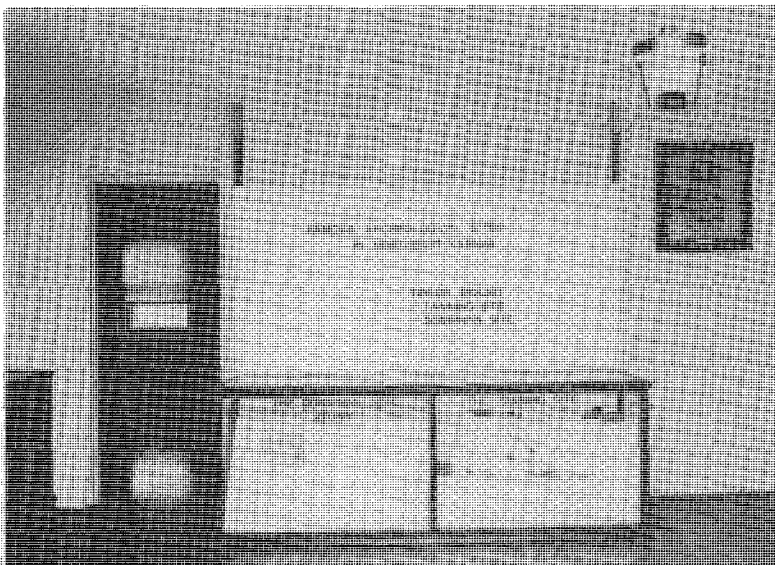
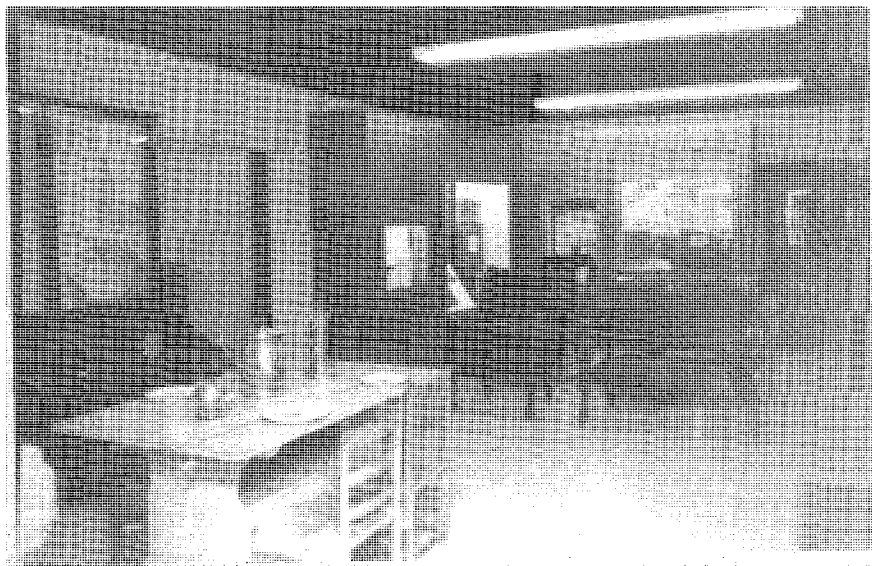


## Highland Iowa, Sac, and Fox Mission



The Iowa, Sac, and Fox Mission in Highland appears to be structurally sound, but only two-fifths of the original length is present, and only the lower half of the structure is original materials.

The interior of the Mission (right) is not restored in period style. Note the fluorescent light fixtures, exposed conduit and displays constructed of paneling.



The exhibit shown at left is one of many at the Mission that do not directly deal with the Mission's history.

**Over the Past Six Years, About One-Eighth of the Capital and Operating Expenditures for Historic Properties Have Gone Toward the Five Sites Reviewed**

Over the past six years, the Historical Society has spent a total of about \$3.2 million on the State's historic sites, not including acquisition costs. Of that amount, \$424,000, or about one-eighth of the total costs, went for the five sites proposed for closing or transfer. Of the \$424,000, about \$38,000 was spent for capital improvements, and \$386,000 was spent for operating costs. Expenditures in these two areas are discussed separately in the sections that follow.

Capital expenditures for the five sites account for a very small percentage of total capital expenditures over the past six years. From fiscal years 1981 to 1986, the Historical Society made capital improvements to three of the five sites under consideration--Goodnow House, John Brown Museum, and Pawnee Rock. At Goodnow House, the roofs on the house and barn were repaired and the stonework on the barn was repointed. A security gate was installed at Pawnee Rock, the road was surfaced, and a small picnic shelter house was built. And at John Brown Museum, repairs were made to the plumbing and electrical systems, the roof and stonework of the building that encloses the cabin, and the sidewalk.

The Society spent a total of \$38,000 on the capital improvement projects for these three sites, or an average of \$12,700 per site. About \$3,300 of the total was funded with federal monies; the rest was funded with State General Fund monies.

**TOTAL CAPITAL EXPENDITURES(a)  
FISCAL YEARS 1981-1986**

<u>HISTORIC SITE</u>	<u>TOTAL</u>	<u>FEDERAL FUNDS INCLUDED IN TOTAL</u>
<b>Five sites proposed for closure:</b>		
Funston Home	0	
Goodnow House	\$18,877	
Iowa, Sac, and Fox Mission	0	
John Brown Museum	10,263	\$3,295
Pawnee Rock	9,084	
<b>Subtotal:</b>	<b>\$38,224</b>	<b>\$3,295</b>
<b>Other sites with capital expenditures during the period:</b>		
Shawnee Mission	\$633,462	\$542,762
Pottawatomie Baptist Mission	90,577	
Mine Creek Civil War Battlefield	31,458	
Pawnee Indian Village	28,486	25,303
Grinter Place	25,099	
Pony Express Station	23,213	2,602
First Capitol of Kansas	14,503	
Kaw Indian Mission	14,193	
Frontier Historical Park	13,205	
Marais des Cygnes	11,813	
<b>Subtotal:</b>	<b>\$886,009</b>	<b>\$570,667</b>
<b>GRAND TOTAL:</b>	<b>\$924,233</b>	<b>\$573,962</b>

(a) Figures derived from Society capital expenditure budgets, fiscal years 1981-1986

Although the five sites account for more than one-fourth the State's historic sites, capital expenditures for these sites accounted for only 4.1 percent of the Society's capital expenditures for historic properties over the past six years. Capital expenditures for the other 14 historic sites ranged from \$0 to \$633,462 for Shawnee Mission. The amounts of capital expenditures for sites that had them are shown in the table on the preceding page. The Shawnee Mission project, which was funded mostly with federal revenue-sharing funds, involved a complete restoration of several buildings and the construction of new exhibits.

The average cost of operating and maintaining these five properties has been less than for the remaining sites. Operating costs for the State's historical sites include staff salaries, utilities, and routine maintenance. Operating costs for the five sites over the past six years totalled \$386,052. These costs range from a six-year total of \$3,727 at Pawnee Rock, which has no staff, to \$133,110 at the Iowa, Sac, and Fox Mission, which has one full-time staff person and one large building. The average yearly cost of operating these five sites was \$12,868 each per year. By comparison, the average cost of operating the other historic sites was \$24,715 each per year.

**AVERAGE OPERATING EXPENDITURES AND 6-YEAR INCREASE  
FISCAL YEARS 1981-1986**

<u>HISTORIC SITE</u>	<u>1981 COST</u>	<u>1986 COST</u>	<u>AVERAGE ANNUAL COST</u>	<u>PERCENT INCREASE FY 81-86</u>
Five sites proposed for closure:				
Funston Home	\$2,915	\$7,877	\$4,209	170%
Goodnow House	10,267	24,718	16,669	141%
John Brown Museum	13,887	27,725	20,659	100%
Iowa, Sac, and Fox Mission	16,504	28,998	22,185	76%
Pawnee Rock	780	467	621	-40%
<b>SUBTOTAL</b>	<b>\$44,353</b>	<b>\$89,785</b>	<b>\$64,343</b>	
<b>AVERAGE FOR 5:</b>	<b>\$8,871</b>	<b>\$17,957</b>	<b>\$12,868</b>	<b>102%</b>
Other historic sites:				
Shawnee Mission	\$60,538	\$90,412	\$72,990	49%
Frontier Historical Park	53,765	85,187	70,324	58%
Pawnee Indian Village	26,632	30,086	28,270	13%
Pony Express Station	19,299	26,692	26,729	38%
Marais des Cygnes	17,081	26,578	23,078	56%
Grinter Place	16,706	30,267	24,174	81%
Kaw Indian Mission	16,548	30,592	24,352	85%
First Capitol of Kansas	15,923	29,242	23,084	84%
Souders Historical Farm	12,910	20,920	17,945	62%
Pottawatomic Mission	485	0	773	--
Mine Creek	472	1,810	677	283%
Tobias Site	0	166	526	--
Cottonwood Ranch (a)	N/A	33,104	8,369	--
<b>SUBTOTAL</b>	<b>\$240,359</b>	<b>\$405,056</b>	<b>\$321,291</b>	
<b>AVERAGE:</b>	<b>\$20,030</b>	<b>\$31,158</b>	<b>\$24,715</b>	<b>69%</b>
<b>GRAND TOTAL:</b>	<b>\$284,712</b>	<b>\$494,841</b>	<b>\$385,632</b>	<b>74%</b>

(a) Purchased in 1982. Not included in 1981 average.

This large difference exists, at least in part, because two of the other sites--Frontier Historical Park and Shawnee Mission--are large sites with several staff members. However, operating costs for the five sites are also slightly lower than for comparable sites. For example, six-year totals for the Goodnow House and John Brown Museum, which are both essentially house museums, were \$100,000 and \$124,000, respectively, compared with \$145,000 for Grinter Place. Such differences may be due to the fact that the Goodnow House and John Brown Museum do not have curators' residences, while Grinter Place does.

Over the six-year period, the Society spent about 17 percent of its total operating costs to operate and maintain the five sites. The table on the bottom of the facing page lists operating expenditures for the State's historic properties for fiscal years 1981 through 1986.

As the table shows, average yearly operating costs for the five sites are lower than for the other historic sites, but they have risen faster over the past six years. Average operating costs for the five sites increased 102 percent between fiscal years 1981 and 1986, or an average increase of 17 percent per year. Average operating costs for the other sites increased 69 percent, or an average of 11.5 percent per year. Society staff indicates one primary factor contributing to this increase was the reclassification of on-site staff positions by four to six salary ranges in fiscal year 1983.

**The average cost per visitor tends to be higher at the five sites.** Another way to examine the cost of operating historic properties is on the basis of cost per visitor. The following table shows the number of visitors and average cost per visitor for the State's historic properties over the past six years. The table includes only operating costs, not capital expenditures.

**TOTAL OPERATING EXPENSES AND COST PER VISITOR**

<u>HISTORIC SITE</u>	<u>OVER THE 6-YEAR PERIOD FROM 1981-1986:</u>			
	<u>TOTAL VISITORS</u>	<u>AVERAGE NUMBER OF VISITORS</u>	<u>TOTAL OPERATING EXPENSES</u>	<u>AVERAGE COST PER VISITOR</u>
Sites proposed for closure:				
Funston Home	0	0	\$25,251	N/A
Goodnow House	33,964	5,661	100,013	\$2.94
Iowa, Sac, and Fox Mission	21,436	3,573	133,110	6.21
John Brown Museum	22,255	3,709	123,951	5.57
Pawnee Rock	<u>N/A</u>	<u>N/A</u>	<u>3,727</u>	<u>N/A</u>
<b>TOTAL FOR FIVE SITES:</b>	<b>77,655</b>	<b>12,943</b>	<b>\$386,052</b>	<b>\$4.97</b>
Other sites that had records of visitors:				
First Capitol of Kansas	50,883	8,481	\$138,501	\$2.72
Frontier Historical Park	157,525	26,254	421,941	2.68
Grinter Place	123,478	20,580	145,043	1.17
Kaw Indian Mission	40,615	6,769	146,114	3.60
Marias des Cygnes	23,292	3,882	138,469	5.94
Pawnee Indian Village	30,159	5,027	169,618	5.62
Pony Express Station	57,984	9,664	160,375	2.77
Shawnee Mission	<u>41,289</u>	<u>6,882</u>	<u>437,941</u>	<u>10.61</u>
<b>TOTAL FOR EIGHT SITES:</b>	<b><u>525,225</u></b>	<b><u>87,538</u></b>	<b><u>\$1,758,002</u></b>	<b><u>\$3.35</u></b>
<b>TOTAL FOR ALL SITES:</b>	<b><u>602,880</u></b>	<b><u>100,480</u></b>	<b><u>\$2,144,054</u></b>	<b><u>\$3.56</u></b>

As the table shows, no visitor records were available for two of the five sites under consideration. Funston Home was closed all six years for repairs, and no record of visitors is kept at Pawnee Rock. For three of the five sites, then, the average yearly cost per visitor for the six-year period was \$4.97. Complete visitor records were available for only eight of the other historic sites. For these eight sites, the average yearly cost per visitor was \$3.35. Per-visitor costs for the sites under consideration tended to be higher because those sites had far fewer visitors: an average of 4,314 compared with 10,942 for the other historic sites.

### **What is the Estimated "Value" of These Five Sites to the State?**

To answer this question, the auditors interviewed officials and reviewed earlier evaluations of the historical significance of the sites. They compared annual costs and visitors for all 19 properties. They also surveyed historians and interviewed people in the communities where the five sites are located to determine local interest in the sites, and reviewed visitor attendance records.

In general, the auditors found that evaluations completed in 1979 questioned the significance of several of the State's historic properties. Local officials and organizational representatives expressed differing views on the importance of the properties to their communities. There appears to be no consensus on how the "value" of historic properties should be measured.

#### **Evaluations Completed in 1979 Questioned the Historical Significance Of Several of the State's Historic Sites**

In 1977, the Executive Director of the Historical Society established a Historic Sites Advisory Committee of Kansas historians to inspect each of the Society's then 15 historic properties, assess its needs, and prepare recommendations for its orderly development. The Committee completed its visits by June 1978. On January 18, 1979, the Advisory Committee voted unanimously that four properties--the John Brown Museum, Iowa, Sac, and Fox Mission, the Funston Home, and the Goodnow House--should be dropped from the State system. The Committee indicated that its assessments were based on the sites' historical significance alone. They unanimously agreed that the remaining 11 sites should be retained.

The Committee's work was continued and supplemented by a Historic Sites - Field Programs Team comprising five Historical Society staff members. The team produced a comprehensive written report in January 1979. Among its many broad-ranging recommendations for the future operation of the historic sites program, the staff study concluded that consideration should be given to having six sites dropped from the State system: the John Brown Museum, Iowa, Sac, and Fox Mission, the Funston Home, the Goodnow House, Grinter Place, and Pawnee Rock. The staff apparently considered other factors besides historical significance in making its recommendations. For example, the staff study concluded that three other sites, the First Capitol, Kaw Mission in Council Grove, and Pottawatomie Mission in Topeka, also had limited historical significance, but it did not recommend that they be removed from the system.

The Society's executive committee never formally adopted either set of recommendations. However, the question of removing the sites from the State's control has been kept alive through the budget process.

## Current Views of the Sites' Significance Are Mixed

To determine how the the five sites targeted for closure by the Governor are currently regarded by the professional community, the auditors contacted six individuals who were identified by the Historical Society as prominent Kansas historians. They also visited the community in which each of the five sites is located and interviewed local individuals. In each case, they found that views differed widely. An underlying problem may be that there is no consensus on how the "value" of a historic site should be measured.

**Historians who were contacted about what should be done with these properties had mixed views.** The auditors asked these historians whether they agreed with the Society staff's assessment of the five sites' importance, and whether they supported removing the properties from the State system. Their responses cannot be considered a fully independent assessment because most Kansas historians are associated with the Historical Society in some way, and several of the individuals who were contacted were actually members of the 1979 Committee. But their responses do provide more current opinions on the subject. Their views are summarized in the table below. As the table shows, votes were fairly evenly divided between those who thought the properties should be retained or disposed of, and those who said they were uncertain.

<u>Site</u>	<u>Retain</u>	<u>Dispose of</u>	<u>Uncertain</u>
Pawnee Rock	3	1	2
John Brown Museum	2	3	1
Iowa, Sac, and Fox Mission	2	2	2
Funston Home	1	3	2
Goodnow House	3	0	3
<b>Total Responses</b>	<b>11</b>	<b>9</b>	<b>10</b>

Although the historians were asked to base their recommendations on the sites' historical significance, most thought other factors had to be considered as well. They cited additional favorable factors like low cost and authenticity. For instance, several individuals indicated the State should retain Pawnee Rock not only because it was historically significant, but also because the cost of operating it is minimal in comparison to other properties. Keeping the Goodnow House was advocated strongly by several individuals because it is the only property that relates to the educational history of the State, is largely furnished with authentic Goodnow artifacts, and is in good physical condition.

On the other hand, reasons stated for disposing of the John Brown Museum included its short-term association with Brown and the fact that it had been moved from its original location. The individuals who thought the Funston Home should be disposed of indicated they felt the potential expenditure was not warranted to restore a boyhood home that was not closely associated with Funston's military career. Those who favored disposing of some properties generally indicated those properties should continue to be preserved; for instance, as a locally-operated museum.

**Local officials and organizational representatives expressed differing views on the importance of the properties to their communities.** The auditors visited each of the five communities and interviewed such individuals as mayors and city staff members, county commissioners, representatives of local historical societies, chambers of commerce, and other organizations. They also attempted to determine the properties' commercial value, whether the properties might have other potential uses, and how the properties might contribute to the economic development of the area. It generally

appeared that the five properties would not have significant commercial value or be appropriate for other uses, and the auditors were unable to come up with reliable information about their economic development potential.

The auditors found that local views were more consistent within communities than they were between communities. In other words, not every community strongly agreed that its historic site should be retained. But if some individuals in a community felt strongly about retaining State support for their historic site, the rest of the people interviewed in the community generally echoed that sentiment .

Community representatives tended to view their historic site's value in two ways: in a broad sense related to its value to the State, and in a narrower sense related to how the community used the site. One frequent use was tours by schoolchildren and local organizations. Three sites--the Goodnow House, John Brown Museum, and the Iowa, Sac, and Fox Mission--are used for special events or weekend festivals on an annual basis. Several locations are also used as a park.

In Osawatomie, the John Brown Museum has been made the focal point of a local tourism marketing campaign. Representatives of that community indicated closing the site could have a negative impact on the city's ability to attract tourists. On the other hand, representatives of several communities indicated that closing their sites would be noticed, but would have little economic impact on local residents. Local views are presented more fully in Appendix A.

Individuals who were interviewed about Pawnee Rock noted that legislation had been proposed in Congress to make the Santa Fe Trail a National Historic Trail under the supervision of the National Park Service. The bill would provide little, if any, funds for acquiring sites along the Trail. However, those individuals indicated that if the bill passes, the high-level support that passage would demonstrate for the Trail might make acquisition and support of Pawnee Rock more attractive to the Park Service.

**The number of visitors at the five sites is increasing, but remains lower than at comparable sites.** Not all the State's historic properties have visitor records, because some are not open to the public or are not staffed. The table on the next page shows the number of visitors during fiscal years 1981 and 1986, the six-year average number of visitors, and the percent increase from 1981 to 1986.

As the table shows, visitation increased by 75 percent at Goodnow House and by 110 percent at the Iowa, Sac, and Fox Mission. The number of visitors did not increase significantly at the John Brown Museum. Historical Society staff attribute that fact to the Museum's participation in an experimental admission fee program during fiscal years 1984 and 1985. The Frontier Historical Park in Hays also participated in the fee program, and its visitation dropped slightly during the six-year period.

Although two of the five sites proposed for closure experienced significant increases in visitation, they still had fewer visitors than comparable sites. Goodnow House had a six-year average of 5,661 visitors, compared to 20,580 at Grinter Place. The Iowa, Sac, and Fox Mission had a six-year average of 3,573 visitors, compared to 6,769 at the Kaw Indian Mission in Council Grove. More than half of Grinter Place's visitors come to attend the annual Apple Festival, and Kaw Indian Mission benefits from its proximity to other historic attractions.

## NUMBER OF VISITORS

<u>HISTORIC SITE</u>	<u>1981 VISITORS</u>	<u>1986 VISITORS</u>	<u>6-YEAR AVERAGE NUMBER OF VISITORS</u>	<u>6-YEAR PERCENT INCREASE 1981-1986</u>
Sites proposed for closure:				
Funston Home	0	0	0	--
Goodnow House	3,755	6,581	5,661	75%
Iowa, Sac, and Fox Mission	2,315	4,858	3,573	110%
John Brown Museum	3,673	3,709	3,709	1%
Pawnee Rock	N/A	N/A	N/A	--
<b>TOTAL FOR FIVE SITES:</b>	<b><u>9,743</u></b>	<b><u>15,148</u></b>	<b><u>12,943</u></b>	<b><u>55%</u></b>
Other sites that had records of visitors:				
First Capitol of Kansas	6,446	8,748	8,481	36%
Frontier Historical Park	27,831	27,137	26,254	-2%
Grinter Place	15,292	10,634	20,580	-30%
Kaw Indian Mission	6,034	7,833	6,769	30%
Marias des Cygnes	4,279	2,777	3,882	-35%
Pawnee Indian Village	5,412	5,389	5,027	0%
Pony Express Station	7,115	13,999	9,664	97%
Shawnee Mission	<u>11,357</u>	<u>15,591</u>	<u>6,882</u>	<u>37%</u>
<b>TOTAL FOR EIGHT SITES:</b>	<b><u>83,766</u></b>	<b><u>92,108</u></b>	<b><u>87,538</u></b>	<b><u>10%</u></b>
<b>TOTAL FOR ALL SITES:</b>	<b><u>93,509</u></b>	<b><u>107,256</u></b>	<b><u>100,480</u></b>	<b><u>15%</u></b>

There is no apparent consensus on how the "value" of historic sites should be measured. Individuals who were interviewed during the course of this audit said they considered a number of factors in determining whether the State should retain certain historic sites. Many of those factors were also referred to in the Society's study. The factors included the following:

**Whether the building itself was associated with a historic event or individual of broad interest to the State.** The general feeling among respondents was that the State should preserve properties that are of national or State significance when private interests or local agencies cannot do it adequately. On the other hand, the State should not be involved in preserving sites that are primarily of local interest. Unfortunately, there is widespread disagreement on how significant the events or persons associated with some of these sites were.

**Whether the site provides a unique opportunity to educate visitors about some historical event or aspect of history.** Respondents generally indicated that the State should place greater emphasis on preserving and developing sites that are unique, rather than developing multiple examples of similar events. For instance, some questioned the need for developing, or even retaining, all four of the State's Indian missions, when the story of the missions can be told adequately at Shawnee Mission.

**Whether the present structure is architecturally intact.** Respondents generally felt that greater emphasis should be placed on retaining and developing sites that are structurally and architecturally intact rather than sites that have been



## A Comparison of Two Houses

The Historical Society operates two house museums that in many ways are very similar. One, Goodnow House, was recommended for removal from the State system in the 1979 Historic Sites Advisory Committee Report, the 1979 Historical Society staff report, and in the Governor's budget. The other, Grinter Place, was recommended for removal in the staff report, and for retention by the Advisory Committee and by the Governor.

### Goodnow House

Recommended for removal from the State system

**Historical Background** - Goodnow House is located in Manhattan. It was the home of Isaac T. Goodnow, father of the common school system and co-founder of Kansas State University.

**Condition of Buildings** - The stone house was built in 1861 and has been extensively renovated, partially with funds from the National Park Service. Goodnow House is architecturally intact. The site also holds an original barn and carriage house that are in good condition.

**Interpretation** - The home is furnished almost entirely with the family's belongings.

**Historical Society staff review** - The team made no assessment of the historical significance of the property in their 1979 report but recommended that it be leased to the county historical society.

**Uses of the Site** - Goodnow House had 6,581 visitors in 1986. The curator plans special programming on many weekends, and an antique car club holds its annual show on the grounds. It is frequently toured by school groups.

**1986 Operating Costs** - \$24,718

### Grinter Place

Recommended for retention in the State system

**Historical Background** - Grinter Place is located in Kansas City. It was the home of Moses Grinter, operator of the first ferry in the State and possibly the first white settler in Wyandotte County.

**Condition of Buildings** - The house is a two-story brick structure that was built in 1857. It has received extensive renovation, partially funded by the National Park Service. The house is architecturally intact.

**Interpretation** - The house contains no artifacts from the Grinter family. There are no records to indicate how different rooms in the house were used.

**Historical Society staff review** - The staff concluded in their 1979 report that Grinter Place was not of great significance in the State's development and recommended that it be leased to a local organization.

**Uses of the Site** - Grinter Place had 10,634 visitors in 1986. The site benefits from the efforts of the Friends of Grinter Place, a volunteer group that holds a major fund-raising event each year. It is frequently toured by school groups.

**1986 Operating Costs** - \$30,267

As the comparison above shows, both houses are in good condition and have community support. Of the two, Goodnow House has more original structures and furnishings, and was the home of an individual more remembered in State history than Grinter. Based on available information, the auditors question why it is the Goodnow House that is most often recommended for removal from the State system of historic properties.

significantly altered or reconstructed. For example, one of the reasons the Pony Express Station at Hanover is an important historic site is that it is the only unaltered station still on its original site. On the other hand, the Iowa, Sac, and Fox Mission is only about two-fifths of its original length, and the top half of the building has been rebuilt.

**Whether adequate original materials and artifacts are available for a meaningful interpretation of the site.** The ability to educate the public through displays and artifacts was generally perceived to be greater if original materials associated with the site are available. Some of the State's properties, such as Pawnee Rock and the John Brown Museum, have relatively few original artifacts or furnishings.

**Economic factors.** Several individuals indicated they felt the State needed to consider the tradeoffs between the cost of developing and operating all its existing sites and acquiring new ones. Opinions differed. Some people advocated not acquiring additional properties until the currently owned ones can be fully developed. Others indicated the State was obligated to acquire and preserve all sites that merit preservation, regardless of cost. Still others suggested the State should drop some properties to make funds available for more recently acquired significant ones. They would prefer to see the State's resources go toward developing a site that is unique, such as the Cottonwood Ranch or Mine Creek.

### **If These Five Sites Are to be Retained, What Improvements Are Needed, and What Resources Are Available?**

To determine what improvements are needed at the five sites, the auditors reviewed the Historical Society's long-range preservation and development plan for the properties, the 1979 staff report on the properties, and budget proposals and expenditures from 1979 to 1986. They also interviewed interpretive staff at the Kansas Museum of History and officials of the Department of Transportation. To determine what resources might be available to meet those needs, the auditors interviewed officials of the Historical Society, local governmental officials, and representatives of community organizations

In general, the auditors found that four types of improvements are needed at the five historic properties: capital improvements, interpretation (exhibits), highway signs, and staff. In the sections that follow, needed improvements are discussed first by type of improvement, then by each site. Resources to fund such improvements may be available from two sources: the Historical Society's budget, which includes both State and private funds, and community assistance.

### **The Historical Society Has A Long-Range Plan For Making Major Capital Improvements**

In fiscal year 1986, the Historical Society presented its third annual long-range plan for the historic properties to the Legislature. The Historic Properties Preservation, Restoration, and Development Program is a 10-year plan for rehabilitating and stabilizing structures, constructing visitors' centers and curators' residences, and developing sites. The plan submitted for fiscal year 1988 proposes spending nearly \$4.2 million for 11 properties between 1988 and 1997. The Legislature has never committed itself to fund the plan in its entirety, but has appropriated funds for selected projects. Two of the five properties considered in this audit are included in the long range plan. The Funston Home and the Iowa, Sac, and Fox Mission are projected to need a total of \$305,000 in major improvements between fiscal years 1988 and 1995.

### **Long-Range Interpretative Plans Are Not Yet Available, But Some Needs and Potential Costs Have Been Identified**

Interpretation, or upgrading of the exhibits, is potentially a major effort in terms of the staff time and expertise required and materials cost. The only available professional analysis of interpretation at the sites comes from the 1979 staff report. Society officials told the auditors they are developing interpretative plans for the historic properties which will be available during the 1987 Legislative session, and they provided the following general information about the potential costs of staff and materials.

Museum officials suggested that a rough estimate of costs at the historic properties would be \$150-\$200 per square foot, excluding staff.

Those officials said it was impossible to determine the cost of reinterpreting each historic property until the interpretative theme of the site is defined and a team of historians, curators, designers, and educators determines the actual exhibits to be developed. Interpretation costs for the most recently opened gallery at the Kansas Museum of History were approximately \$125 per square foot, excluding staff time. The higher cost per square foot at the historic properties was attributed to the need for a van to transport staff members to and from the sites, planning and exhibit set-up, and inflation. The estimated cost per square foot excludes the cost of salaries for the staff who research, design, build and display the exhibits--it covers only the costs of artifacts, construction materials, and staff travel.

**Staff costs could range from \$156,000 to \$236,700 annually.** The Historical Society has identified staff requirements for interpreting the historic properties in an issue paper submitted with its fiscal year 1988 budget request. The issue paper indicated that seven temporary positions would need to be permanently added to the Museum's staff to provide any interpretation at the sites. The estimated cost of these additional positions and related travel in fiscal year 1988 is \$156,287. To interpret all the historic sites on a more timely basis, within 15 to 20 years, the Society indicated it would need funding to keep the seven temporary positions, add four positions currently paid out of private funds, and add one totally new position. This option would cost the State \$236,684 in fiscal year 1988.

**There is some question about the level of interpretation that is necessary or desirable at the historic properties.** Historical Society staff seem committed to achieving a level of interpretation at the sites that is historically accurate and near-Museum quality. Although this may be desirable, it may also have potential for increasing costs and decreasing local satisfaction with the site. For instance, one official indicated that the long-range plan for the Funston Home was to restore the house as Funston's boyhood home and to place the artifacts related to his military career in a visitor's center to be constructed at some future date. Although this would be the most historically accurate treatment of the site, it means two buildings would have to be built and maintained.

In another example, the exhibits at the Iowa, Sac, and Fox Mission are poorly displayed and many relate to local history rather than to the Mission. Yet several individuals told the auditors that the community strongly identifies with the local history displays. Their goals for the Mission include having the exhibits changed occasionally, and having better explanation of the artifacts provided. Accurately reinterpreting the Mission would probably mean many of the existing exhibits would be removed.

### **Inadequate Highway Signs for the Properties Are a Longstanding Problem**

Many of the properties lack adequate highway signs. The Historical Society indicated it has repeatedly requested the Department of Transportation for signs for the properties. In 1983, it requested new signs for 16 of the historic properties. The Department acknowledged that request in May, 1983 and notified the Historical Society in October 1985 that it had completed field checks at three of the sites. In May 1986, three years after the original request, the Department placed an order with Correctional Industries for signs for one of the three sites.

The auditors met with Department of Transportation staff to determine the reasons for the delay in posting signs. The Department's staff noted that it generally takes about three months from the time a request is received until a sign is erected. They indicated the Historical Society's signs are a low priority.

of staffing is based on interviews with the site's curators and Historical Society officials. Signs were reviewed by the auditors.

### Funston Home

•**Capital improvements included in the long-range plan:** The plan proposes spending \$90,000 to rehabilitate the site by fiscal year 1988, and an additional \$118,000 to develop the site, with construction of a curator's residence, in fiscal year 1995.

•**Other capital improvements:** The Department of Administration's Division of Architectural Services has studied the Funston Home and provided cost estimates for restoring the home at a cost of \$98,000 or, alternatively, demolishing the home and constructing a replica at a cost of \$50,000. If the home is restored, it would have to be dismantled and rebuilt using as much of the original material as possible. It appears that only the doors, woodwork, some of the exterior siding, and the wood floors could be salvaged. The foundation, all structural beams, all wall and ceiling finishes (lath and plaster), the roof, the front porch, and most window glass would be new.

•**Interpretation:** The 1979 staff report indicated that most of the furnishings and artifacts were of the wrong time period, and that the displays concerning Funston's relatives were of no historical significance to the State. Because the home is so deteriorated, all the artifacts have been moved to Topeka for safekeeping.

•**Staffing:** The home will require a full-time curator's position if it is reopened to the public.

•**Signs:** Signs for the Funston Home were in good condition, but there was nothing to indicate that the site was not open to the public.

### Goodnow Home

•**Capital improvements included in the long-range plan:** None.

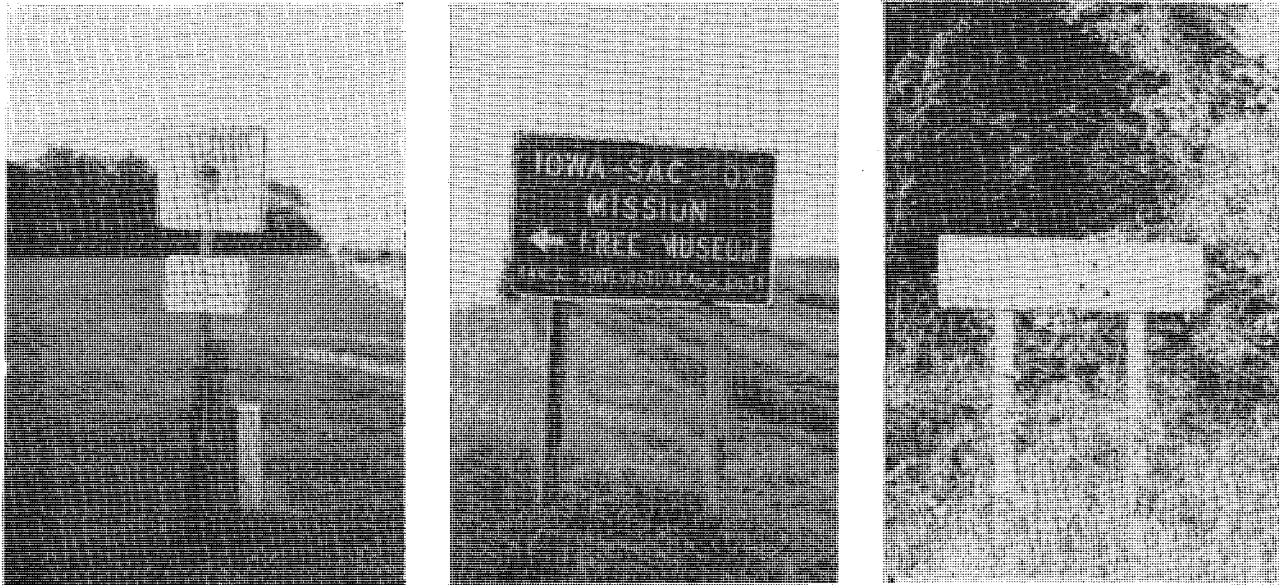
•**Other capital improvements:** The 1979 staff report indicated that the historically inaccurate board-and-batten cabin should be removed and a log cabin constructed in its place, that a rock retaining wall should be rebuilt, and that new parking facilities should be constructed. Additional projects identified from budget requests include installing a flag pole and modifying the parking and sidewalks to make them accessible to the physically handicapped.

•**Interpretation:** Some non-period artifacts are on display in the house; however, most of the furnishings belonged to the Goodnow family. There are few artifacts in the board-and-batten cabin, and according to the curator most of them are inaccurate.

•**Staffing:** The site has a full-time curator and could benefit from seasonal help. The approximately one-acre site has numerous plantings, and there are four buildings to maintain.

•**Signs:** The only sign was located in the park adjacent to the house. There were no signs on any of the streets checked by the auditors.

## Many Signs For Historical Sites Are In Poor Condition



The three signs shown above are examples of the deteriorated condition of some of the signs directing visitors to State historic properties. The signs vary in size and color, and many are faded, rusty and bullet-ridden.

### Staffing at Some Sites May Need to be Increased If the Proposed Improvements Are Made

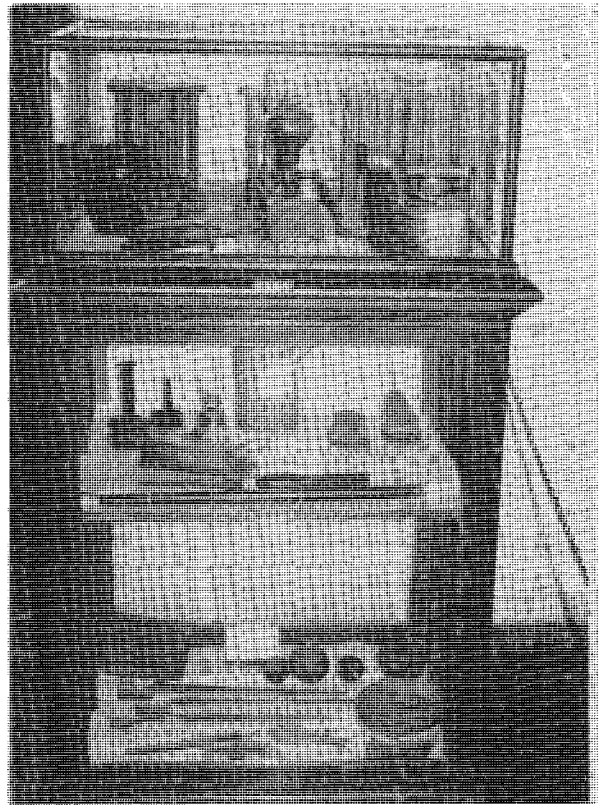
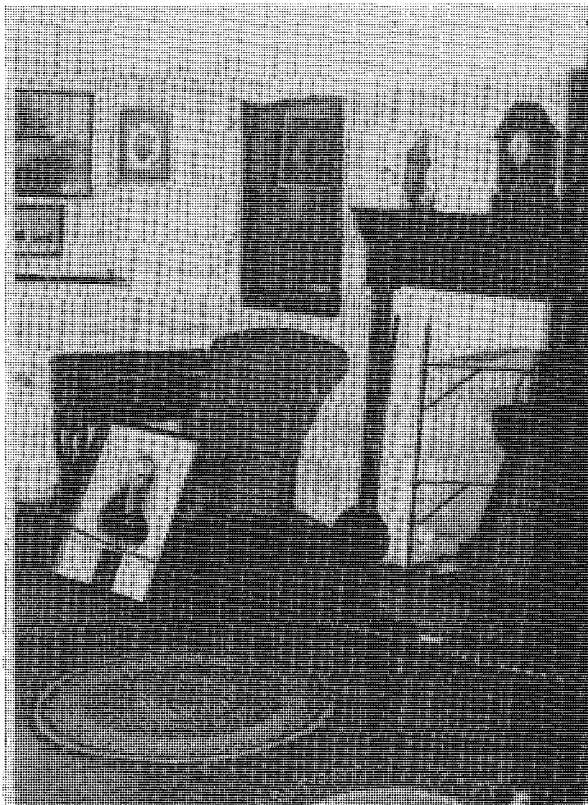
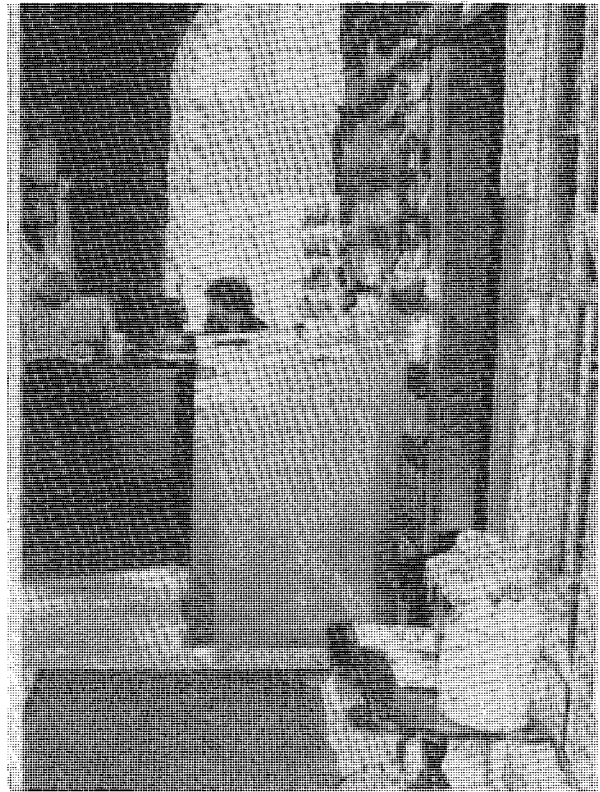
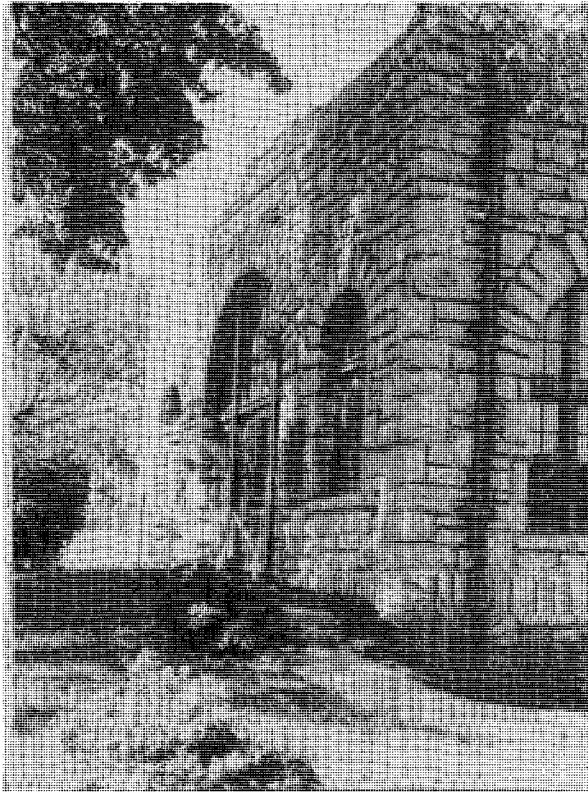
Three of the five properties have full-time curators, one has a half-time curator, and one has no curator. Leading tours and serving as a resource for visitors is considered the curator's primary job, but at most sites curators are also responsible for all mowing and groundwork, minor painting, and repair jobs. Because the historic properties are open to the public 39 hours a week, the curators must perform maintenance work between visitors, and must be prepared to stop in the middle of a project if visitors arrive.

If rehabilitation of the historic properties results in more visitors to the sites, the current staffing levels may be inadequate to handle both visitors and site maintenance. Because this is primarily a seasonal problem, it might be resolved by adding temporary laborer positions at selected sites during the summer months.

### The Five Sites Need Varying Degrees of Improvements

Improvements needed at each of the five sites are listed below. Capital improvements included in the Society's long-range plan are the major improvements the Society proposes to make at the site within the next 10 years. Additional capital improvements that may be needed (including routine improvements such as roofs, electrical and plumbing repairs, and stonework repointing) were identified from the 1979 staff report and 1979-1986 budget documents. Costs for these routine improvements are not included in the following discussions, either because they were never determined or because available cost estimates do not reflect current construction costs. Analysis of the interpretation at the sites was taken from the 1979 staff report, and was modified by the auditors when it was apparent that interpretative problems had been corrected. Assessment

## John Brown Museum



The Adair Cabin was moved to its present location from its original site near Osawatomie in 1912. In 1928 State funds were used to build the stone shelter that now protects the cabin (upper left). The photo at upper right shows the front of the cabin and the information desk a few feet inside the entrance to the building. Many furnishings are original to the cabin (above left), but other objects on display are not (above right).

### Iowa, Sac, and Fox Mission

•**Capital improvements included in the long-range plan:** The plan proposes spending \$118,000 in fiscal year 1995 for development, including building a curator's residence and enhancing the site.

•**Other capital improvements:** The 1979 staff report noted that the electrical wiring should be concealed, that a historically inaccurate porch should be reconstructed, and that the parking lot should be moved because it was historically intrusive.

•**Interpretation:** Most of the artifacts are not related to the Mission, and appropriate interpretive materials are desperately needed at the site. No coherent story is being told.

•**Staffing:** The site has a full-time curator and could benefit from seasonal help. Although there is only one building, there are five acres of grounds to maintain.

•**Signs:** There were two signs each direction indicating the turnoff for the Mission and an additional sign on the access road, but all the signs were in terrible condition. They were barely legible because of fading and bullet damage.

### John Brown Museum

•**Capital improvements included in the long-range plan:** None.

•**Other capital improvements:** The cabin should be rechinked with the correct mortar, and exposed electrical conduit and certain light fixtures should be moved.

•**Interpretation:** The 1979 staff report indicated that display cases at the cabin are poorly presented and that labels are hard to read.

•**Staffing:** No additional staffing is needed. One full-time curator is adequate staffing for the site because all groundwork is performed by the City of Osawatomie.

•**Signs:** No improvement needed. Signs were in good condition.

### Pawnee Rock Memorial Park

•**Capital improvements included in the long-range plan:** None.

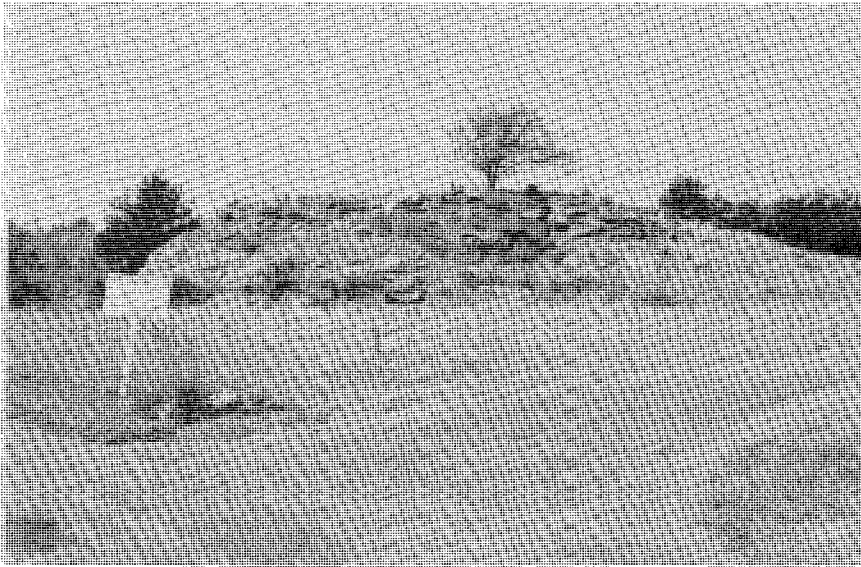
•**Other capital improvements:** New parking facilities have been proposed for the park.

•**Interpretation:** A single memorial monument currently provides the only interpretation at the site. An interpretative sign was proposed in the 1979 staff report.

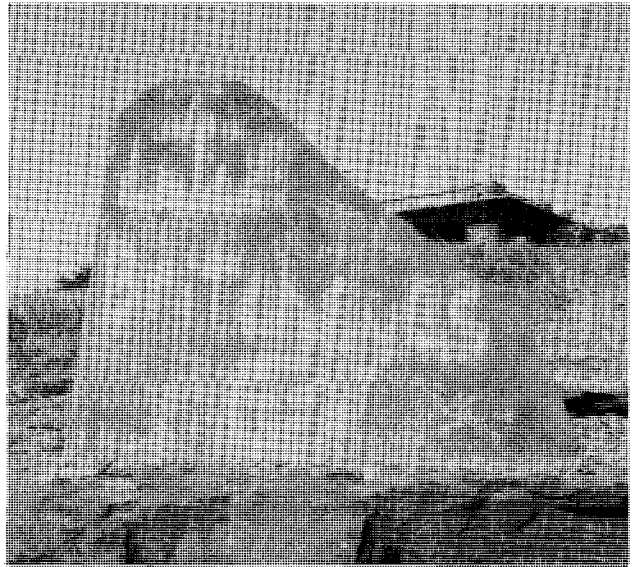
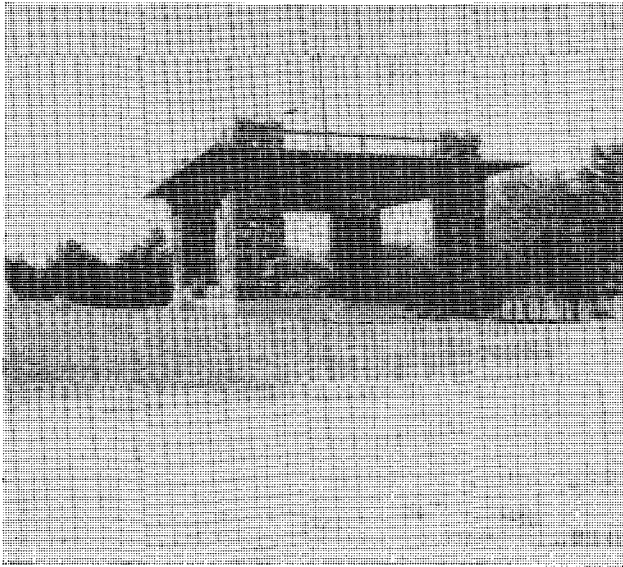
•**Staffing:** No curator is needed at the site. Grounds maintenance is provided by the Lions Club.

•**Signs:** Signs were in good condition but there may need to be more. There was only one sign each direction, located just before the turnoff.

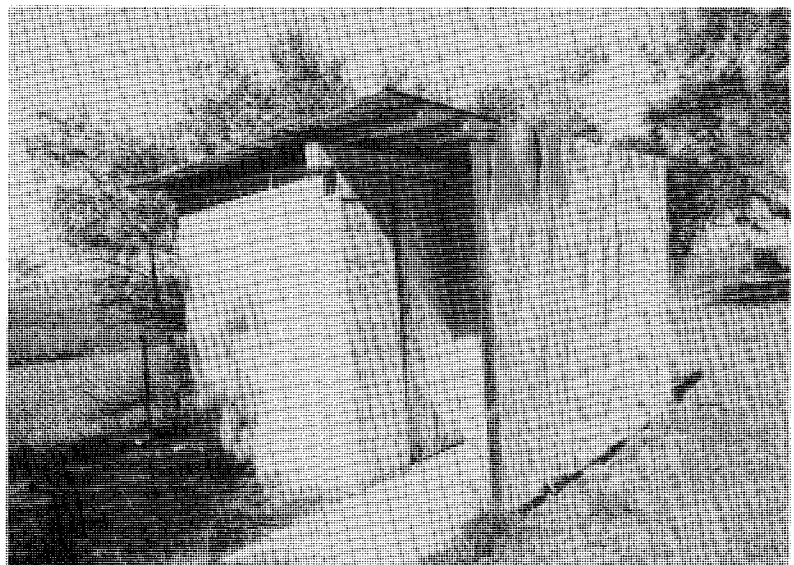
## Pawnee Rock



Pawnee Rock today (left) is only about half as high as when it served as a landmark on the Santa Fe Trail. Much of the rock on which early travelers carved has been removed, but the graffiti of more recent visitors is evident (below).



Visitors' facilities at Pawnee Rock include a stone observation deck (above), poorly maintained pit toilets (right), and a four-year-old picnic shelter (not shown).





## **The Historical Society's Method of Setting Priorities For Site Improvement Projects Is Unclear**

Staff members indicated that capital improvement needs were established several years ago based on the physical condition of the properties. Since then, needs have been revised each year to reflect changing conditions and intervening priorities for recently acquired properties. However, the specific reasons for establishing the priorities indicated in the Historical Society's long-range capital improvement plan are unclear, and the improvements to be accomplished with those funds are only generally indicated. For this reason, the auditors were unable to determine what overall concerns will be addressed by funding the plan, or how its implementation will be affected by the acquisition of new properties, such as Constitution Hall and the Curtis Home.

The Historical Society has developed a set of factors to be considered in evaluating the State's acquisition of new sites. The use of predetermined factors might be helpful in establishing priorities for improving sites as well, and would allow the Legislature to exercise additional oversight of the Society's priority-setting process. Such factors might include the site's historical significance, structural integrity, duplication of other historic sites, public interest, and nearness to major population centers. A formula could be applied that would weight the factors to arrive at a rank order for the sites' development. This would make it easier to identify the impact of new property acquisitions, changing priorities, and available funding.

## **The Extent to Which Local Resources Can Be Made Available For the Sites' Operation and Development Cannot Be Conclusively Determined Until the State's Policies Are More Clearly Defined**

Communities generally indicated they would be willing to spend some additional funds or resources to avoid having a historic site closed. But no organization or locality indicated it was willing to assume full responsibility for operating a site as long as it appeared the State would continue to operate the site. The Historical Society indicated to the auditors it could do more to draw on local or private resources for the properties it retains. Also, potential sources of local support indicated they would be more willing to provide funds for the historic properties in their community if the State's commitment to future operation and maintenance were more clear. Several states have chosen alternatives between the extremes of full development and closure for some of their historic sites. Findings in these areas are discussed in the following sections.

**The communities generally indicated they would be willing to spend some additional funds or resources to avoid having a historic site closed.** Community and organization officials were asked about the feasibility of either accepting a historic site and full responsibility for operating it, participating in funding of the site's maintenance, repairs and operation, or providing volunteers or in-kind contributions, such as maintenance. Localities frequently indicated they might be willing to provide some in-kind services, direct funding, or volunteer efforts to lessen the State's cost of operating the facilities so that the sites could be kept open. Another possibility that several entities appeared to be willing to consider was contracting with the State to operate the facility at a reduced cost.

Local officials also mentioned a number of possibilities they might use to lessen the cost of operating the sites if they became responsible for them, including the following:

- staffing sites with volunteers, existing museum staff, or minimum-wage caretakers rather than fully qualified curators

- contracting for maintenance services such as mowing or obtaining such services on a volunteer or in-kind basis
- cutting back to a half-time operation
- having local groups do fund-raising activities on behalf of the property
- additional possibilities mentioned for the Funston home were moving the building into a park in Iola, closing the home and erecting a monument, or displaying the Funston artifacts at another site

In several cases, local entities mentioned that if they were to become responsible for a site's operation, they would want the State to continue maintaining the road, and possibly mow the site.

**In no case was an organization or locality willing to assume the responsibility for operating one of the five properties in advance of absolute necessity.** Individuals who were interviewed were not able to make firm commitments on behalf of the organizations or localities they represented. Although in several cases they indicated their organizations might be able or willing to accept full responsibility for a site if closing it were the only other possible outcome, they indicated that their organization preferred that the State retain that role. They generally indicated they would not be able to maintain the site's current level of operation.

**A source of funding for historic sites that counties might be able to draw on more extensively is a county historical levy.** Counties have the authority to levy taxes under K.S.A. 19-2651 and K.S.A. 19-2803. Three of the counties in which the five sites are located currently have levies, but two of them, Miami County and Doniphan County, do not. The current levies and amount of revenue they produce are shown in the table on page 28.

These levies are subject to the tax lid law, so the auditors contacted the county clerk in each county to determine whether additional revenue might be raised by increasing or initiating such a levy. Of the three counties with a historical levy, officials

**Individual Circumstances  
May Limit The State's Options  
For Two Properties**

The auditors reviewed the deeds and other legal documents pertaining to the State's ownership of each of the five properties, and did not find any covenants that would appear to obligate the State to keep operating the properties. However, a lease that exists with the city of Osawatomie and grant obligations regarding the Goodnow House may make it more difficult for the State to close or transfer those sites.

**The State's lease with the City of Osawatomie may prevent it from closing or transferring the John Brown Museum.**

The State and the City of Osawatomie entered into a 99-year lease of the 22 acres surrounding the cabin on July 1, 1965. The city initiated the lease because it wanted to operate the land as a city park. The lease clearly states that the city is obligated to operate and maintain the park for the duration of the lease's term. The lease is less specific in stating the term of the State's obligation.

An attorney from the State Architect's office who reviewed the lease at the auditors' request indicated the State's obligation to maintain and operate the museum is inferred to continue during the term of the lease, or until 2064. The lease has no termination clause, and it is not clear how the State could withdraw without being in default. If the State were to default on the cabin's operation, the city would be allowed to retain control of the park for the full term of the contract if it had kept up its obligations to maintain the park.

**If the State transferred ownership of the Goodnow House, it would remain responsible for ensuring the House's continued preservation.**

Some of the repairs that have been made to the Goodnow property were funded through a federal Historic Preservation Fund grant. Such grants require public entities that accept funding to ensure that the integrity of the building is preserved in perpetuity. This requirement would not prevent the State from selling or giving the Goodnow House to another entity, but any contract or arrangement made for the property's operation would have to provide a way for the State to carry out its responsibility under the grant.

in two, Barton and Riley counties, indicated it might be possible to raise the historical levy without reaching the statutory maximum rate imposed by the tax lid. The Allen County clerk said it would be "very difficult" to raise the levy. Of the two counties without a historical levy, the Miami County clerk said the county had hit the tax lid and the Doniphan County clerk said she did not know whether they could impose a historical levy without reaching the tax lid.

**County Historical Tax Levies  
Included in their 1987 Budgets**

<u>County</u>	<u>Historical Property</u>	<u>Rate</u>	<u>Amount</u>
Allen	Funston Home	.30	\$17,400
Barton	Pawnee Rock	.053	9,268
Doniphan	Iowa, Sac, and Fox	none	
Miami	John Brown Museum	none	
Riley	Goodnow House	.496	62,810

Inability to increase historical levies under the tax lid law may make it more difficult for counties to fund additional museum operations, but it would not preclude their providing financial support. Counties can also charter out of the tax lid requirements under their home rule powers, and can fund historical operations out of general revenues.

**The Historical Society could do more to draw on local or private resources for the properties it retains.** Most of the Historical Society's operations are financed by State General Funds. The remainder is funded by fees for archeological and research services, and by federal aid in support of historic preservation assistance to local communities. As a private nonprofit corporation, the Historical Society also applies for public and private grants, solicits donations, and receives membership fees. Non-profit expenditures are made for salaries, books and artifacts, printing and advertising, staff and program development, and other special projects. As a proportion of State operating funds, this private income increased from less than one percent in fiscal year 1979 to approximately 15 percent in fiscal year 1985.

Society representatives indicated Kansas compares well to other states in its ability to secure private funding for historical society operations. However, they also said that additional private financial contributions might be available for certain historic sites, but that they were uncertain how to combine those funds with State dollars for larger projects.

Thus far, the Society has only used private funds for projects or portions of projects that could be fully funded with private dollars. In at least one case, private funds that have been donated for a historic property remain unspent because a separate project or item of the same dollar size has not been identified. In addition, Society staff indicated they were uncertain how far they should go in accepting private donations for things like buildings or visitors' centers that could result in a substantial increase in the State's cost of operating the historic sites program. On the other hand, some of the individuals the auditors interviewed in the local communities said their organizations might do more on behalf of their local historic sites if it were clear what the State would or would not do.

**Other States Have Chosen a Broad Range of Alternatives  
For Funding and Managing Their Historic Sites**

To determine how other states fund and operate their historic sites programs, the auditors interviewed program staff in surrounding states by telephone, and reviewed

information obtained earlier by Legislative Research staff. They found that other states are also facing difficult decisions regarding funding their historic sites programs. Several states are taking steps to increase program income. Some states have closed, transferred, or mothballed some sites, or are instituting other measures to contain the cost of their historic properties programs. The mechanisms these states are using include the following:

-- **Dedicated sales tax in Missouri.**

Missouri voters approved a constitutional amendment in August 1984 that provides for an additional sales tax of one-tenth of one percent. Half the proceeds are earmarked for the Missouri Division of Parks and Historic Preservation. The other half goes to the Missouri Soil and Water Commission. The sales tax will be in effect for five years from its initiation on July 1, 1985, and is expected to produce \$15 million a year for the Division of Parks and Historic Preservation.

-- **Bond issue/matching grant program in Maine and Rhode Island.**

Maine voters passed a \$2 million bond issue in November 1985 to provide for the restoration and preservation of historic sites. The \$2 million is to be used to fund a 50 percent matching grant program for the physical rehabilitation of buildings that are owned by governmental or non-profit organizations and are open to the public. It is estimated that 30 percent of the amount will be used for state-owned sites. Rhode Island also passed referenda on bond issues in November 1985 that will provide \$14.5 million for restoration, conservation, and rehabilitation and development projects.

-- **Lease/matching grants in several states.** Several states have developed matching grant programs. Those programs generally provide a 50 percent matching grant to fund historic properties restoration and development at locally owned or privately owned sites. Some states leased state-owned sites to private entities expressing an interest in development, then provided matching funds to the lessee for capital improvements projects.

-- **Private funds in Nebraska, Colorado, and other states.** In Nebraska, a private non-profit group dedicated to improving parks, historic sites, and fishing and hunting areas has provided about \$2 million per year for capital improvement projects. The Colorado Historical Society raises private funds to restore properties and the State funds their maintenance and most of their operating costs. Colorado's

**Other Museums the Auditors Visited  
Rely on A Variety of Resources  
For Their Support**

During the course of this audit, the auditors visited two county historical museums and four privately owned museums. Those museums included the Riley County and Allen County Historical Museums, the Martin and Osa Johnson Safari Museum in Chanute, the Brown Mansion and Dalton Museum in Coffeyville, and the Santa Fe Trail Museum in Larned. Those facilities were supported by their communities, private individuals, taxes, and admission fees.

**Communities** provided city-owned buildings to house two private museums at little or no rent, and assisted one museum by providing funds for utilities as well.

**Private individuals** provided operating funds for most of the museums through memberships, donations, and endowments, provided many of the artifacts that were displayed through donations, bequests, or loans, and provided volunteer labor for most aspects of museum operations.

**Taxes** were a major source of funding for the county historical museums, and a minor one for one private museum that served as a depository for county records.

**Admission fees and gift shop profits.** Admission fees of up to \$2.50 for adults were charged at the private museums, and each had a gift shop.

long-range plan calls for establishing endowments for certain properties to ensure their permanent preservation and to protect the State from high future expenditures. In other states, grants from private foundations have been sought to fund specific projects or portions of specific projects.

- **Joint management or rental agreements in Pennsylvania, Colorado, and other states.** By 1980, 30 of Pennsylvania's 60 historic properties had been closed because there was no staffing for them. Although Pennsylvania did not want to divest itself of any properties, it sought new alternatives for their operation. Those included joint management or rental agreements. Ohio, Wisconsin, Iowa, New Jersey, and New York have established similar programs.

Under the joint management agreements, Pennsylvania gives the local management group enough money to pay for utilities and to purchase insurance, plus a small additional amount, generally around \$1,000 per year, toward operating costs. Local management groups are also authorized to charge fees and keep all receipts. Local groups have been very successful in obtaining the additional revenue needed to operate these properties. The state now spends about \$110,000 annually on these 24 sites, and local groups generate about \$300,000 in additional funds for their support.

Under the rental agreements, Pennsylvania is now renting most of the 35-40 buildings on 17 sites for housing or office space. These buildings are rented at close to market rate, with provisions that require the renters to open the buildings to the public on some days, and to dispense brochures to visitors who inquire about the properties at other times. Rental receipts total about \$130,000 annually, which is put into a maintenance fund. Colorado is also renting out space for office use in some of its historic buildings that contain more room than is needed to interpret the site's history.

### Conclusion

The State has acquired a total of 19 historic properties to date and plans to purchase another. But funding for the operation and development of these properties has not kept pace with acquisitions or increases in the operating cost of the sites. As a result, most of the sites are not fully developed, four are not open to the public, and several are actively deteriorating. It does not appear that the funds necessary to correct these conditions will become available in the foreseeable future.

Because of the current situation, the auditors concluded that the Historical Society should review all the historic properties again according to the factors outlined in this report, such as the sites' historical significance, structural integrity, and public interest. It should decide which properties it can restore and operate within a reasonable period of time, and concentrate its efforts on those sites. The Society should also review all alternatives discussed in this report or otherwise available for the disposition, operation, or development of the remaining sites.

### Recommendations

1. The Historical Society should review all the historic properties again according to a standard set of factors, such as the sites' historical significance, structural integrity, and public interest.

2. The Historical Society should decide which properties it can restore and operate within a reasonable period of time, such as five years, and within available resources. It should prepare a written plan that reflects those decisions and describes how the available resources will be used, and submit that plan to the Legislature with its fiscal year 1989 budget.
3. The Society should review all alternatives discussed in this report or otherwise available for the disposition, operation, or development of the sites it cannot restore and operate within five years, and decide which alternatives should be pursued. These decisions should also be incorporated into the Society's written plan.
4. The Historical Society should work with appropriate officials of the Division of Accounts and Reports and the Division of Budget to establish procedures that will enable it to combine private and State resources for projects at the historic properties more effectively. That process should include a mechanism for obtaining Legislative approval of any privately funded projects that can potentially increase the State's expenditures for historic site operations to a significant extent.
5. The Executive Director of the Historical Society should meet with the Secretary of Transportation to develop a means for securing adequate signs on a timely basis.



## **APPENDIX A**

### **The Value and Uses of the Historic Sites For Their Communities**

The auditors visited the five historic sites, and interviewed local officials and citizens with an interest in each. In the interviews, the auditors gathered information on the uses to which the sites are put, and the amount of local awareness and interest they generate.

#### **John Brown Museum (Adair Cabin)**

The John Brown Museum is located in John Brown Memorial Park in Osawatomie. It is used for a number of community activities, and is a focal point for the city's tourist brochures. The city represents itself as the center of "John Brown country." For this reason, the community representatives interviewed by the auditors generally placed great emphasis on having the cabin stay open and available for the use of the community and its visitors. The individuals who were contacted generally indicated they were satisfied with the site's condition and its exhibits, although the Friends of Adair Cabin did indicate they would like to see the cabin become the centerpiece of a larger historical development, or to have additional space, such as a visitor's center, for community activities. Local officials believe that the site was of greater historical significance than the Historical Society's study indicates. This view was based on the name recognition that John Brown has nationally, and on the age and reportedly unique structural characteristics of the cabin itself.

#### **Funston Home**

Officials of the Allen County Historical Society indicated that General Funston was of greater importance than the State Historical Society's review had indicated and that preservation of his home was probably the best memorial.

The representatives of all groups interviewed by the auditors characterized the community's perception of the site as mixed. Since the site has been closed to visitors for more than five years, there has been no recent community use of the site. Local officials in Iola say that that long period of inactivity, plus the site's location approximately four miles outside of the city limits, have resulted in a lower awareness of the site among the general population, although some individuals were greatly concerned about the home and strongly advocated its restoration. Officials also indicated that if the site were open, it would probably be toured again by school groups and local organizations.



## **Pawnee Rock**

The only group formally involved with Pawnee Rock is the Pawnee Rock Lions Club, which contracts with the State to mow the grass. The director of the Santa Fe Trail Center, located in Larned, stated that individuals who are interested in tracing the Trail consider Pawnee Rock to be of great significance. She believed there was some visitation to the site by schools. The mayor of Pawnee Rock indicated that schools often brought busloads of children to the site for picnics in the spring, and that the Boy Scouts have occasional campouts in the park. He indicated that the site is used much like a city park -- one of the churches performs an Easter pageant in the park every two years, other churches have occasional sunrise services there, children use it for sledding in the winter, and some local picnicking occurs. The mayor said that the citizens of Pawnee Rock have a great deal of pride and identity tied up in the rock.

## **Goodnow House**

School groups and other organizations from the Manhattan area tour the house. The site is also used as a location for an antique car club's annual car show, and for courses offered by the University for Man. Several of the individuals who were interviewed agreed that the home is primarily of local interest, but some thought Isaac Goodnow had been a significant contributor to broader aspects of the State's development. Representatives of the Chamber of Commerce and of the Convention & Visitors Bureau said the home has high visibility and is the best historic attraction in Manhattan. The city manager and others also indicated that the home has a good reputation in the community.

## **Highland Iowa, Sac, and Fox Mission**

There appear to be no groups that have any formal involvement with the Mission. The greatest involvement comes from the County Historical Society in its sponsorship of Pioneer Day, a living history event held each spring on the Mission grounds. Many of the surrounding school districts send children once a year to visit the Mission. The Highland community, however, mostly uses the site for picnics. The Doniphan County Historical Society believes that the community has a high awareness of the Mission, but does not use it as much as it could.

## **APPENDIX B**

A copy of the draft audit report was sent to the Kansas State Historical Society on November 5, 1986. The Historical Society's response is included in this Appendix.





# KANSAS STATE HISTORICAL SOCIETY

CENTER FOR HISTORICAL RESEARCH

120 West Tenth • Topeka, Kansas 66612-1291 • 913/296-3251

KANSAS MUSEUM OF HISTORY

6425 South West Sixth • Topeka, Kansas 66615-1099 • 913/272-8681

November 10, 1986

RECEIVED

NOV 10 1986

DIVISION OF POST AUDIT

Mr. Meredith Williams  
Legislative Post Auditor  
Legislative Division of Post Audit  
109 West 9th, Suite 301  
Topeka, Kansas 66612-1285

Dear Mr. Williams:

Thank you for giving me the opportunity to see a draft copy of the audit report on Reviewing Selected Historic Properties and comment on some of the items which concern me.

At the outset, though, may I express my appreciation for the thoroughness, tact, understanding and helpfulness shown by Trudy Racine and Cindy Lash. We enjoyed working with them; they are fine examples of what state employees should be.

In our exit interview I did not mention the fact, though I should have, that until 1978 the Society administered the state owned historic sites through the office of the assistant secretary of the Society. That year we were able to employ a supervisor for the properties and combine them as one program in our budget. Before, appropriations had been made as line items property by property.

Later we received authorization to employ an assistant supervisor and these two gentlemen constitute the entire administrative office for the historic properties program. We do not have planners, architects, engineers, etc. to assist us in preparing long range development and interpretative plans. Everything in that area is done by other members of our staff as additional duty and the Division of Architectural Services. While we have the will to do more detailed planning for these properties we simply don't have the way.

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ASSISTANT EXECUTIVE DIRECTOR, Robert W. Richmond  
ASSOCIATE EXECUTIVE DIRECTOR, Ruth A. Sherrer  
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As I mentioned to Trudy and Cindy, most of my comments appear as editorial notes in the margin of our draft copy of the report, a photo copy of which is attached here. There are a few instances, however, in which I feel I should amplify my comments and they are as follows:

Page 3. I feel the explanation of Frederick Funston's importance should be expanded. May I suggest:

The house is the boyhood home of Maj. Gen. Frederick Funston whose father, E. H. Funston, served in Congress from 1883 to 1895. Frederick Funston was an explorer and military man who achieved distinction in the Cuban war for independence and the Philippine Insurrection. Though a volunteer officer he was promoted to the rank of brigadier general in the regular army, won the Congressional Medal of Honor, literally saved San Francisco after the 1906 earthquake, led the American forces during the Mexican Border troubles and, had he not died suddenly at the age of 51 in 1917, would undoubtedly have lead the American Expeditionary Forces in World War I and would, according to William Allen White, have been the Republican presidential nominee in 1920.

Page 3. Pottawatomie Baptist Mission in Topeka was purchased solely as the site of the new museum which was constructed between 1981 and 1983. Also, as the second sentence now reads it appears that the mission building had been moved to its present site.

Page 3. Mine Creek Civil War Battlefield park was purchased in two segments. The first, consisting of 120 acres was purchased in 1974 for \$50,000 and the second, consisting of 160 acres was purchased in 1978 for \$70,000.

Pages 2 and 3. I added the additional list of donors for the sake of consistency. I believe it is important, also to note that the state accepted gifts of sites from such organizations as the Woman's Kansas Day Club, the Funston family, and the Veterans of Foreign Wars.

Page 5. The Society was not appropriated funds with which to purchase the Charles Curtis house but only to obtain an option on it.

Pages 5-7. The condition of the Funston house is due in large part to the fact that it is authorized only a half time position. Because of this the Society has often been unable to employ a qualified person since that kind of potential employees wants a full time job. Often months would go by between curators. This difficulty also has had an effect on the annual operating costs of the Funston Home. When a curator is on staff costs are high, when one is not costs are low.

Page 12. I don't believe that it is a reliable comparison to say that "Although the five sites account for more than one-fourth the State's historic sites, capital expenditures for these sites accounted for only 4.1 per cent of the Society's total capital expenditures over the last six years" when the expenditures on the remainder ran from zero to \$633,462. An average cost cannot be derived because of the work needed to be done at each property. If the expenditures at Shawnee Mission were withdrawn, for instance, the five sites' capital improvement expenditures would have risen to 13.2 per cent.

I don't believe I'm explaining my point very well but mainly I think that some of these comparisons given are misleading.

Page 13. I believe that equating an historic property to the cost per visitor is not a measure of the value of a site to the state. If a property has historic significance it is worth maintaining no matter what the visitation. We can't compare historic to economic value.

Years ago Funston had a full time curator but the then budget director felt the cost per visitor was too high so he cut the position to half time. This merely had the effect of cutting visitation even more since the house was open only half as much. I really think cost per visitor is an unfair denominator for history. Either history is worth it or it isn't.

Page 26. The Society's method of setting priorities for site improvement projects is often dictated by legislative support. When we are fortunate to have a strong legislator who wants a property improved we get money for that project. The priorities set in our long range plan were dictated by the physical condition of the property as well as the need to keep annual expenditures in the \$500,000 neighborhood as suggested by legislative leadership.

Page 27. County milllevies as a source of funding for the properties would be impractical because county and other local historical societies depend on these levies for support. If the state went in and asked for a share of those levies it would be doing a disservice to history by diminishing the effectiveness of the local society. Most local societies are virtually bankrupt even with county support. Only a handful have a budget which allows them to do much more than pay their museum's utility bills and issue a periodic newsletter. I would not recommend this at all.

Pages 30 and 31. I have a philosophical difference of opinion with recommendations one and three. Most of the state owned historic properties were acquired by legislative action with little or no input from the State Historical Society. The legislature, in past years, accepted a property and then virtually said to the Society "here it is, take care of it." Because of that the Society wrote and had introduced the 1982 statute which requires that a study be conducted to determine the significance of a property under consideration for state acquisition. This study indicates acquisition costs, rehabilitation costs, and operating costs for the first

five years of operation. The Kansas State Historic Sites Board of Review then reviews the study, conducts a public hearing and makes a recommendation to the governor and the legislature. The governor and the legislature may follow or ignore the recommendation as they wish.

Even with this statute in place the legislature authorized acquisition of the Salina Indian Burial Pits without any operating or rehabilitation funds whatsoever.

Because the legislature acquires properties of its own will I do not think it is the place of the Society to decide which then should be maintained and which should be dropped. If the Society had been instrumental in the acquisition of the properties then I could see the point, but under the circumstances I can't.

I also have a moral problem with the idea of dropping properties which were gifts to the state. If at the time the gift was made the state thought the property had significance enough to accept it then I think the state is morally obligated to maintain the property as a matter of honor no matter what it may today think of the significance of the property.

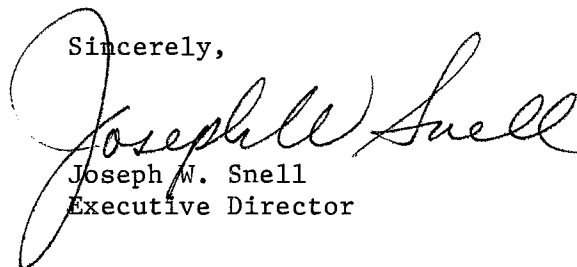
Under recommendation two it should be noted that the Society has no resources for the restoration of the properties it administers. All the Society has is what each session of the legislature gives it. There has been no uniform appropriation upon which the Society could plan.

Upon recommendation four the Society has already worked with officials of the Division of Accounts and Reports and the Division of the Budget as well as with the Division of Architectural Services but it is our feeling that the Society still needs some kind of legislative authority before it constructs, for instance, a visitors' center with a private grant when it is aware that the legislature will have to provide operating costs for that center in ensuing years. The Society cannot obligate the state to future costs.

I apologize for the length of this letter and for any errors of fact it may contain. I am composing it in my home over the weekend and do not have access to all the information I sometimes need. The errors are minor, I believe, so should not alter the basic tenor of my response.

I will be out of town until after noon on Wednesday, November 12, but will be pleased to answer any questions you may have when I return.

Sincerely,



Joseph W. Snell  
Executive Director

JWS:pa  
Enc.