



August 2009  
PE 09-04-450

Departmental Review

# DEPARTMENT OF EDUCATION AND THE ARTS DIVISION OF CULTURE AND HISTORY

## AUDIT OVERVIEW

Performance Update:

The Division of Culture and History Has Completed Renovations of the State Museum and Held the Grand Opening on June 20, 2009



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## EXECUTIVE SUMMARY

The West Virginia State Museum first opened in the Culture Center in 1976 and existed in its original capacity until January of 2004 spanning 28 years. The purpose of the State Museum is to provide for the advancement of culture by creating opportunities to collect, document, present, and promote the State of West Virginia. Visitors are able to explore the state’s arts, culture, and history through exhibits which incorporate the state’s collection of artifacts and art. Beginning in 2004, the museum was closed for more than five years for renovation. The redesigned facility had its grand opening on West Virginia Day, June 20, 2009, and was opened to the public on June 21<sup>st</sup> of this year. The museum displays around 6,000 of the State’s 60,000 plus artifacts, and its 23,000 square foot area is designed to lead patrons through the history of West Virginia from prehistoric times to present day. Total costs for completing the facility as calculated from previous Legislative Audit Reports as well as updated figures from the current Commissioner were \$15,828,102.

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*The redesigned facility had its grand opening on West Virginia Day, June 20, 2009, and was opened to the public on June 21<sup>st</sup> of this year. Total costs for completing the facility as calculated from previous Legislative Audit Reports as well as updated figures from the current Commissioner were \$15,828,102.*

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The Legislative Auditor issued four reports from June 2002 – November 2006 that were either solely or partially focused on the State Museum renovation project. These reports addressed a wide range of issues both with the museum project as well as other areas within the division. The Division of Culture and History is now in compliance with the definitive objective envisioned at the outset of the West Virginia State Museum Renovation Project. **The Legislative Auditor commends the current gubernatorial administration and Division of Culture and History Commissioner for completing the State Museum for the citizens of West Virginia.**

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*The Division of Culture and History is now in compliance with the definitive objective envisioned at the outset of the West Virginia State Museum Renovation Project.*

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## OBJECTIVE, SCOPE & METHODOLOGY

### Objective

The purpose of this report is to follow-up on the four previous reports issued by the Legislative Auditor on the Division of Culture and History regarding the renovation of the West Virginia State Museum, and to provide an overview of the completed museum. The previous performance evaluations and updates identified several issues throughout the renovation process and reported on them in 2002, 2003, 2005, and 2006. With the opening of the museum on June 20, 2009, the Division of Culture and History has achieved the ultimate goal of completing the museum renovation.

### Scope

The West Virginia State Museum Renovation Project began in 1998 and the museum opened on June 20, 2009. This report covers the time period of the renovation project as well as museum attendance data through July 29, 2009.

### Methodology

The analysis for this review was conducted primarily through information provided by the Division of Culture and History and through observations of the completed museum. Museum renovation cost information, staffing information, and future plans for completing the museum was provided by the Division. Photographs of the completed museum were provided by the Legislature's Office of Reference and Information. Every aspect of this report followed Generally Accepted Government Auditing Standards (GAGAS) as set forth by the Comptroller General of the United States of America.





## ISSUE 1

### **Performance Update: The Division of Culture and History Has Completed Renovations of the State Museum and Held the Grand Opening on June 20, 2009.**

The purpose of the West Virginia State Museum is to provide for the advancement of culture by creating opportunities to collect, document, present, and promote the State of West Virginia. Visitors to the State Museum are able to explore the state's arts, culture, and history through exhibits which incorporate the state's collection of artifacts and art. The museum first opened in the Culture Center in 1976 and existed in its original capacity until January of 2004, spanning 28 years. Beginning in 2004, the museum was closed for more than five years for renovation.

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*The museum first opened in the Culture Center in 1976 and existed in its original capacity until January of 2004, spanning 28 years.*

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### **The West Virginia State Museum Renovation Project Was Subject to Multiple Legislative Audits Since 2002**

The Legislative Auditor issued four reports from June 2002 – November 2006 that were either solely or partially focused on the State Museum renovation project. These reports addressed a wide range of issues both with the museum project as well as other areas within the division. A list of these reports and the topics discussed are as follows:

*Full Performance Evaluation of the Division of Culture and History,  
June 2002*

- The renovation project of the State Museum was examined in this report. Delays in the museum renovation raised concerns of ineffective management of the project, and possible waste of financial resources. The scope was the ongoing renovation project that covered the period from 1998-2002.

*Performance Update: Division of Culture and History, December 2003*

- This report was an update of the Full Performance Evaluation issued in June 2002. The three recommendations of the June 2002 report were examined for the Division's

level of compliance. The Division was found to be in compliance with the first recommendation that called for a new project manager to be hired to determine what improvements of the original design the new administration wanted, and how much additional cost would be incurred. The Division was also in compliance with the second recommendation that any Request for Proposal be submitted to the Governor's Office of Fiscal Risk and Analysis Management for review. The final recommendation asserted that any proposed improvements and additional costs be presented to the Legislature for review for which the Division was in planned compliance.

*Performance Update and Further Inquiry: Division of Culture and History, January 2005*

- The Performance Update portion of this report examined the status of the renovation project of the State Museum in order to determine the impact of the cost of the second design as well as the compliance levels related to previous recommendations dating back to the June 2002 report. In this update, the Division's compliance level was changed from planned compliance to non-compliance with regard to the recommendation that required any proposed improvements and additional costs be presented to the Legislature for review. Further inquiry into this project was directed toward the status of the renovation related to progress toward completion and budget shortfalls.

*Full Performance Evaluation: Division of Culture and History, November 2006*

- This Full Performance Evaluation contained two issues, the second of which served as an update on the status of the renovation project. This issue, aside from providing a status update, addressed the issues of changing leadership, additional funding needs, and potential contracting issues with concession vendors to perform capital improvements.

By completing the West Virginia State Museum, the Division of Culture and History is in compliance with the ultimate goal of completing the Museum Renovation Project.

### **The Renovation Project Has Involved Multiple Changes in Design and Leadership at an Ultimate Cost of Over 15 Million Dollars**

In 1998, the Division began planning the effort to redesign and modernize the state's museum. The West Virginia Museum Renovation Project began with a Legislative appropriation of \$4,500,000 and an additional \$2,000,000 sought by the Division from private pledges. The initial design was completed by Christopher Chadbourne Associates in December of 2000 at an initial cost of \$1,058,139. Comments of dissatisfaction were made by staff to the former Commissioner which prompted the project to be halted in February of 2001 and an external consultant was hired. The external consultant researched the sources of dissatisfaction with the museum design and presented three options to consider for completing the project. The first option was to move forward with a variation of the existing museum design. The second of the three alternatives provided to the Division recommended a redesign of the facility. The third involved structuring a welcome center to the Capitol complex; this was seen as the most expensive option. After evaluating a number of design firms, and choosing the second option, the contract was awarded to Matthew Martin Designworks in July 2003 and amended in September 2003 at a total cost of \$995,475. The museum officially closed in January 2004. Since this time the project has undergone three phases: demolition, reconstruction, and the fabrication and installation of exhibits. The current costs as calculated from previous Legislative Audit Reports as well as updated figures from the current Commissioner were \$15,828,102 and are shown in Table 1.

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*In 1998, the Division began planning the effort to redesign and modernize the state's museum.*

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*The current costs as calculated from previous Legislative Audit Reports as well as updated figures from the current Commissioner were \$15,828,102.*

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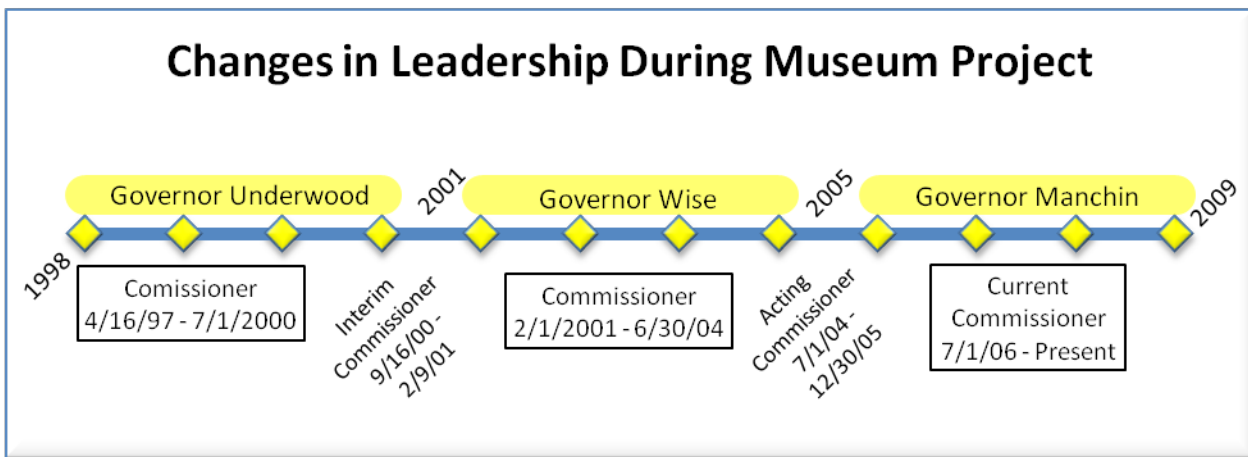
**Table 1**  
**Museum Renovation Cost**

Company	Amount	Product/Service
Christopher Chadbourne Associates	\$1,058,139	Initial Design
Matthew Martin Designworks	\$995,475	Redesign
Danhill Construction	\$850,000	Escalators
Maynard C. Smith	\$4,110,709	Construction
RSL Commercial Architecture	\$2,380,873	Architectural and Engineering
Design & Production Inc.	\$6,432,906	Specialty Fabrication
<b>Total</b>	<b>\$15,828,102</b>	

*Source: Previous PERD reports and information provided by the Division of Culture and History.*

It must be noted that this project spanned the leadership of multiple gubernatorial administrations and commissioners of the Division of Culture and History. Since the project began in 1998, three governors, one interim commissioner, one acting commissioner, and three full-time commissioners have been involved with the development of the State Museum. Figure 1 shows a timeline of leadership changes from 1998 until the museum re-opened in June 2009.

**Figure 1**



## **The Renovated Museum Provides a History of the State of West Virginia From Three Million B.C. to the Twenty-First Century**

The redesigned facility had its grand opening on West Virginia Day, June 20, 2009, and was opened to the public on June 21<sup>st</sup> of this year. The museum displays around 6,000 of the State's 60,000 plus artifacts, and its 23,000 square foot area is designed to lead patrons through the history of West Virginia from prehistoric times to present day. The entrance to the new facility is through the Great Hall on the first floor of the Culture Center and begins with two exhibits viewable on the way to the escalator. The escalator transports visitors down into the lower level lobby and main entrance to the show path. Images 1, 2, and 3 show the outside of the Culture Center, Information Desk in the Great Hall entrance, and the escalator that transports visitors to the lower level lobby respectively.

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*The museum displays around 6,000 of the State's 60,000 plus artifacts, and its 23,000 square foot area is designed to lead patrons through the history of West Virginia from prehistoric times to present day.*

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**Image 1**



**Culture Center Entrance**

**Image 2**



**Information Desk in Great Hall**

**Image 3**



**Escalator to Lower Level Lobby**

The lower level lobby is one of six areas where artifacts may be rotated with others in the collection to maintain interest for those visitors who regularly frequent the museum. This area serves as both a location to display artifacts, as well as an entry way to the museum's main show path. Image 4 shows the display cases for artifacts in the lobby. Image 5 offers a different view that includes the entry way to the main show path on the right.

**Image 4**



**Lower Level Lobby**

**Image 5**



**Lower Level Lobby and Show Path Entrance**

The main show path begins in 3 million BC in the Coal Forest and ends in 21<sup>st</sup> century West Virginia. This time span is divided into five sections with multiple exhibits in each, as well as three additional exhibits exclusive to the show path time frame. Figure 2 shows the exhibits and the time period to which they relate followed by a detailed map of the museum show path in Figure 3.

**Figure 2**  
**Time Periods Covered in Museum Exhibits**

<b>Prehistory</b> 3M BC-1650	<ul style="list-style-type: none"> <li>• Coal Forest, River Plains, Wilderness</li> </ul>
<b>Frontier</b> 1754-1860	<ul style="list-style-type: none"> <li>• The Fort, Cabin and Barn, Harpers Ferry</li> </ul>
<b>Civil War &amp; The 35th State</b> 1861-1899	<ul style="list-style-type: none"> <li>• Battle of Philippi, Philippi Bridge, Wheeling Intelligencer Office</li> <li>• Wheeling Docks, Building the Rail</li> </ul>
<b>Industrialization</b> 1900-1945	<ul style="list-style-type: none"> <li>• Company Town, Coal Mine Entrance</li> <li>• Coal Mine, Miners Houses, The Still</li> </ul>
<b>Change and Tradition</b> 1954-21st Cent.	<ul style="list-style-type: none"> <li>• Main Street WV, Soda Shop, Abandoned Coal Tipple</li> <li>• The Open Road, New River Gorge, A WV Scrapbook</li> </ul>



**Figure 3**  
**Map of Renovated Museum**



The central idea behind the design of the show path is the experience of moving through time, and the history of West Virginia as the visitor walks through the museum. Transitioning from one time period to another is evident due to the changing surroundings, from the texture of the floor to the walls and ceiling. For example, Image 6 shows a corridor that includes the “Building the Rails” and “Company Town” sections in the foreground and the “Coal Mine Entrance” in the background. The floor texture in this area is a mock railroad track with wood planks along the edges to simulate store front entrances.

**Image 6**



### **“Company Town”**

Another example of the changing time and design theme is shown in Image 7. This area is called “The Open Road.” The floor in this section is a mock up of an interstate highway, the accompanying guardrail and rock face are indicative of how these roads were created among the state’s mountainous terrain. Also in this area is a Mail Pouch Tobacco painted barn, the Memorial Tunnel, and a replica of the New River Gorge Bridge. The New River Gorge Bridge was created to mimic a scenic overlook along the highway, with a historical road marker, and running water below the bridge. This exhibit is shown in Image 8.

**Image 7**



**Image 8**



**“The Open Road”**

Along the main show path, 26 discovery rooms are dedicated to providing more detailed information and specific artifacts are displayed associated with the time period. A full list of these rooms is available in Appendix B. Two examples of discovery rooms are shown in Images 9 and 10.

**Image 9**



**Image 10**



**Discovery Rooms**

Upon completing the show path, visitors exit back into the lower level lobby passing by the three remaining elements of the show path that are exclusive of the time period theme. These elements are

“What West Virginia Means to Me,” “Commissioner’s Gallery,” and the “Finale.” The “What West Virginia Means to Me” area is a hallway that contains pictures and quotes from famous West Virginians and leads into the “Commissioner’s Gallery.” The Commissioner’s Gallery is one of the six areas that can be altered and currently contains an exhibit of emerging artists in West Virginia. The finale is a large projection video area highlighted by an intricate outline of the state of West Virginia inlaid into the wood flooring. As stated above, exiting the “Finale” room returns visitors to the lower level lobby where they can choose to exit the museum via another escalator or remain in the lobby to further view the artifacts displayed there.

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*The Division of Culture and History has created ten additional positions to staff the museum that will incur ongoing costs. The total cost for these new positions is \$360,889.*

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## **The Division Has Expanded Staff to Operate the Museum**

The Division of Culture and History has created ten additional positions to staff the museum that will incur ongoing costs. The total cost for these new positions including salary and benefits is \$360,889. Seven of these positions have been filled, two are in the interview process, and the last is awaiting posting approval. The new positions are as follows:

- 1- Cultural Facility Manager, Museum Operations – Filled
- 5- Cultural Program Associates, Guest Services – Filled
- 1- Cultural Program Specialist – Filled
- 2- Additional Custodians – Interviewing
- 1- Cultural Program Associate, Scheduler – Awaiting Posting Approval

## **The Division Completed the Gift Shop and Has Future Plans for Two Education Rooms**

The Division opened the West Virginia State Museum Gift Shop on July 23, 2009. Its is located in the same space as the previous gift shop, adjacent to the Great Hall. Gift shop merchandise is determined by the retail group at Tamarack with input from the Division of Culture and History. Tamarack is providing employees to work in the Gift Shop, none of the new employees hired to operate the museum will be located in this area.

Although the main portion of the museum has been completed and is open to the public, there are still certain components that have yet to be finished. Accessible from the lower level lobby of the museum, two additional rooms are in the process of being installed and are labeled as the “Education Center” and “Education Media Center.” These rooms will eventually provide additional educational opportunities to groups touring the facility.

## Conclusion

The Division of Culture and History is now in compliance with the definitive objective envisioned at the outset of the West Virginia State Museum Renovation Project. This project had been ongoing for over ten years and experienced many transitions in leadership both at the division level as well as the gubernatorial level. Although the complications and duration of this project led to a much higher cost than initially planned, the museum is complete and open to the public. The new museum has flexibility to rotate historic items in six locations to help maintain interest to frequent visitors. In addition, the museum now displays the state’s history through the 21<sup>st</sup> century. **The Legislative Auditor commends the current gubernatorial administration and Division of Culture and History Commissioner for completing the State Museum for the citizens of West Virginia.**

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*The new museum has flexibility to rotate historic items in six locations to help maintain interest to frequent visitors. In addition, the museum now displays the state’s history through the 21<sup>st</sup> century.*

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# Appendix A: Transmittal Letter

## WEST VIRGINIA LEGISLATURE *Performance Evaluation and Research Division*

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1900 Kanawha Boulevard, East  
Charleston, West Virginia 25305-0610  
(304) 347-4890  
(304) 347-4939 FAX



John Sylvia  
Director

July 24, 2009

Randall Reid-Smith, Commissioner  
West Virginia Division of Culture and History  
1900 Kanawha Blvd., East  
Charleston, West Virginia 25305

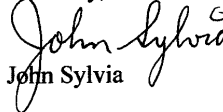
Dear Commissioner Reid-Smith:

This is to transmit a draft copy of the Performance Update of the Division of Culture and History. This report is scheduled to be presented during the August 2009 interim meeting of the Joint Committee on Government Operations and the Joint Committee on Government Organizations. We will inform you of the exact time and location once the information becomes available. It is expected that a representative from your agency be present at the meeting to orally respond to the report and answer any questions the committees may have.

If you would like to schedule an exit conference to discuss any concerns you may have with the report, please notify us as soon as possible so we may schedule one between Monday July 27, and Wednesday, July 29. We need your written response by noon on Friday, July 31, in order for it to be included in the final report. If your agency intends to distribute additional material to committee members at the meeting, please contact the House Government Organization staff at 340-3192 by Thursday, August 6, 2009 to make arrangements.

We request that your personnel not disclose the report to anyone not affiliated with your agency. Thank you for your cooperation.

Sincerely,

  
John Sylvia

c: Martha McKee, Chief of Staff  
Department of Education and the Arts

Heather Butler, Director of Administration  
Division of Culture and History

\_\_\_\_\_ *Joint Committee on Government and Finance* \_\_\_\_\_





# Appendix B: Full List of Museum Rooms

### The Show Path

- A – Coal Forest
- B – River Plains
- C – Wilderness
- D – The Fort
- E – Cabin and Barn
- F – Harpers Ferry
- G – Battle of Philippi
- H – Philippi Bridge
- I – Wheeling Intelligencer Office
- J – Wheeling Docks
- K – Building the Rails
- L – Company Town
- M – Coal Mine Entrance
- N – Coal Mine
- O – Miners Houses
- P – The Still
- Q – Main Street, West Virginia
- R – Soda Shop
- S – Abandoned Coal Tipple
- T – The Open Road
- U – New River Gorge
- V – Fairs and Festivals
- W – A West Virginia Scrapbook
- X – “What West Virginia Means to Me”
- Y – Commissioner’s Gallery
- Z – Finale

- EMERGENCY EXITS
- ESCALATOR DOWN
- ESCALATOR UP
- PUBLIC STAIRS
- ELEVATOR
- AUDIOVISUAL PRESENTATION
- MEN'S RESTROOM
- WOMEN'S RESTROOM
- WATER FOUNTAIN
- DRESSED FLEAS EXHIBIT

### Discovery Rooms

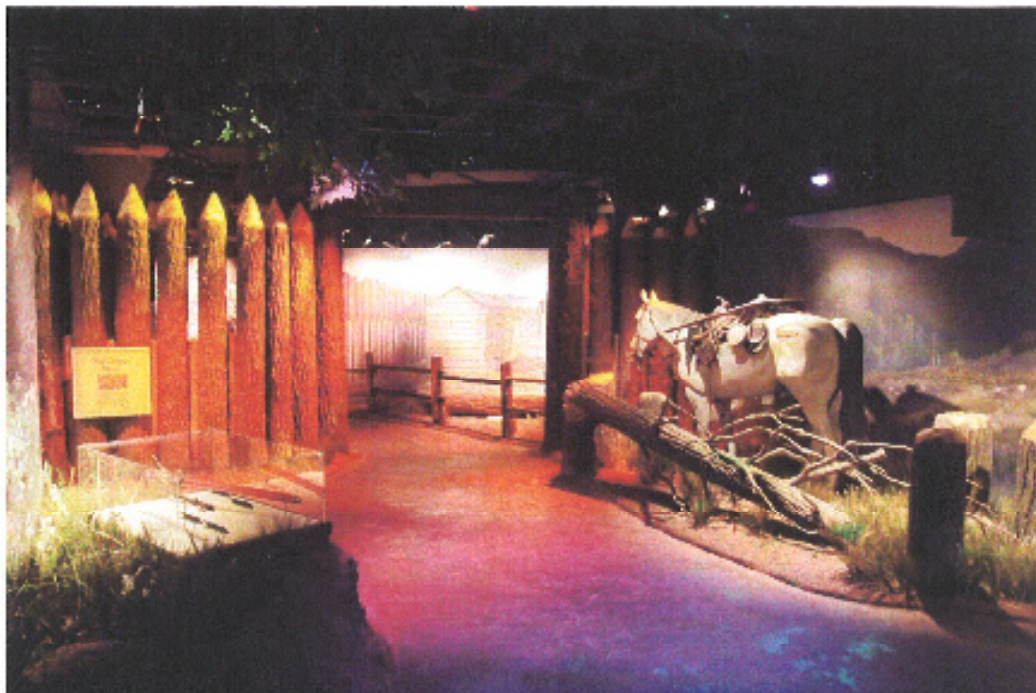
- 1 – An Ancient Land
- 2 – Prehistoric People
- 3 – Conflict and Settlement
- 4 – Frontier Life
- 5 – John Brown’s Raid
- 6 – The War within a State
- 7 – The Case for Statehood
- 8 – The Big City
- 9 – The Family Farm
- 10 – The Company Store
- 11 – Changing Roles of Women
- 12 – Trains and Railroads
- 13 – Boats and Rivers
- 14 – Industrialization
  - 14a – Oil & Gas
  - 14b – Glass, Pottery, Steel & Metalworking
  - 14c – Chemical & Timber
  - 14d – Industry Film
- 15 – The Mining Life
- 16 – The State Capitol
- 17 – It’s Not All Work
- 18 – The Great Depression
- 19A – The West Virginian Theatre
- 19B – The Mine Wars
- 20 – West Virginians at War
- 21 – Late 20th Century
- 22 – Celebrating West Virginia
- 23 – From Here to There
- 24 – Painting and Sculpture
- 25 – Legacy of Craftsmanship
- 26 – Traditions of Music

South Connections Room  
 ~ Pre-1900 ~

North Connections Room  
 ~ 1900 to present ~



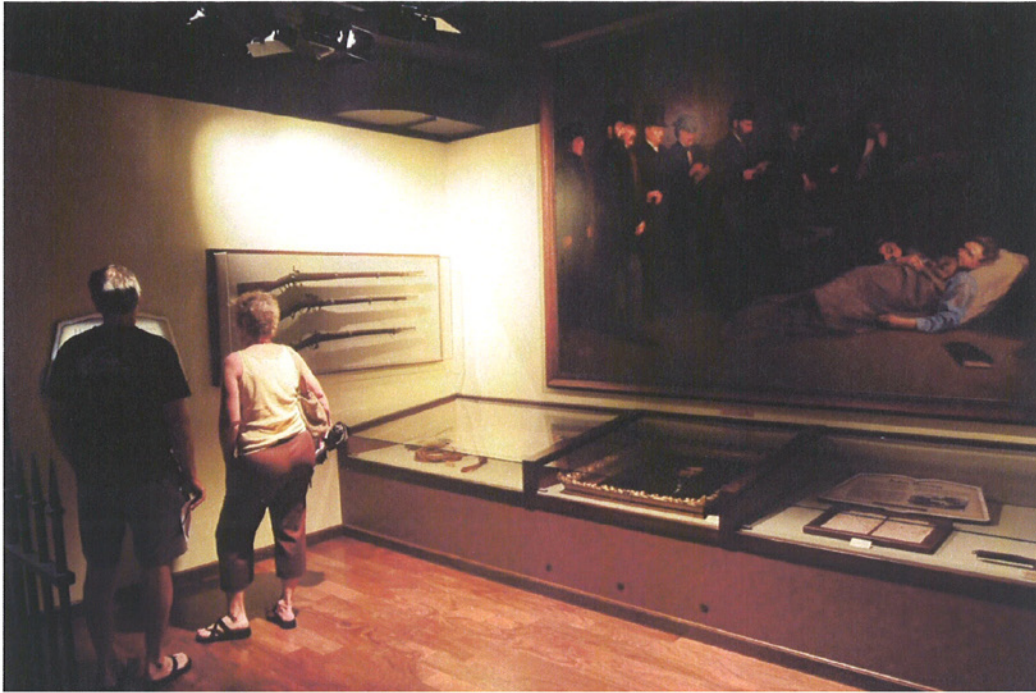
## Appendix C: Additional Images of the Museum



The Fort



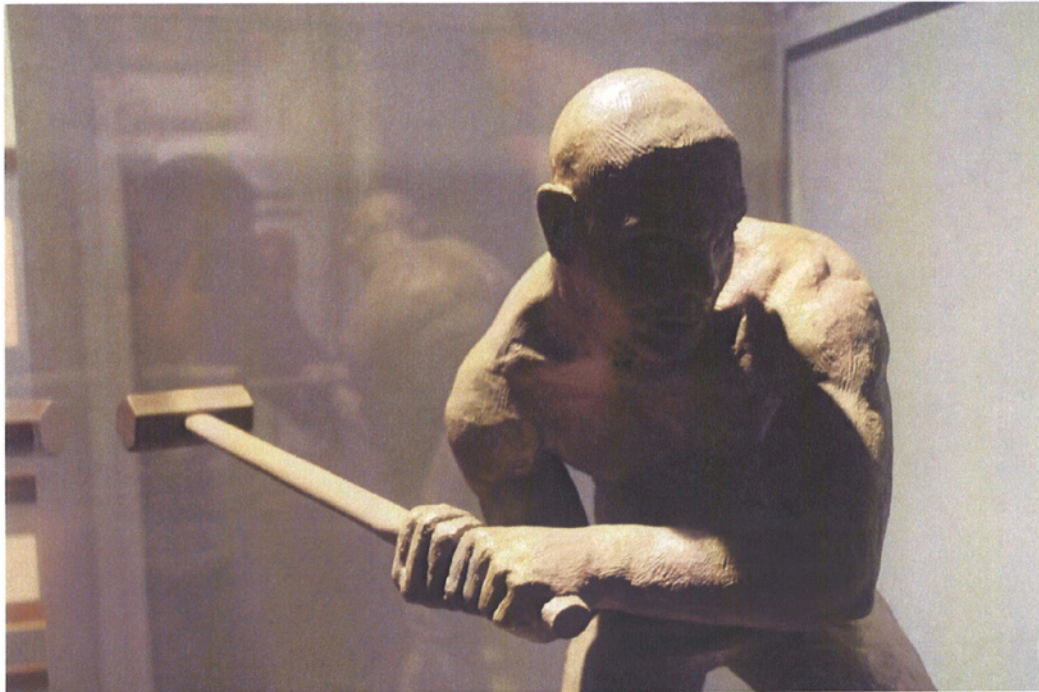
The Vance Family Cabin



John Brown's Raid



Boats and Rivers



Industrialization



Legacy of Craftsmanship



The Soda Shop



The Commissioner's Gallery

## Appendix D: Agency Response

**Subject:** Culture and History reply to Museum Draft Report  
**From:** "Heather Butler" <Heather.Butler@wvculture.org>  
**Date:** Fri, 31 Jul 2009 16:06:55 -0400  
**To:** <perd@mail.wvnet.edu>  
**CC:** "Samuel J. Calvert" <scalvert@wvnet.edu>, "Randall ReidSmith" <Randall.ReidSmith@wvculture.org>, "McKee, Martha B" <Martha.B.McKee@wv.gov>, "Heather Butler" <Heather.Butler@wvculture.org>

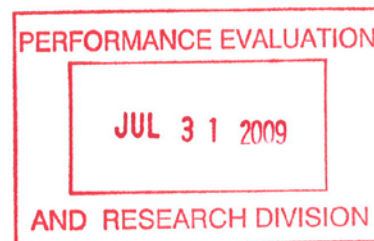
Dear Mr. Sylvia,

Thank you for sending our office a copy of the outstanding work effort provided us by Mr. Sam Calvert on his Performance Update of the West Virginia Division of Culture and History. Mr. Calvert and I have been in contact several times to ensure your agency has the most up to date information to include in your report which will be presented during the August 2009 interim meeting of the Joint Committee on Government Organizations.

Please let Commissioner Reid-Smith know when the exact time and location is determined. A representative of the Division of Culture and History will be present to answer any questions that may arise.

Sincerely,  
Heather L. Butler  
On behalf of Randall Reid-Smith

Heather L. Butler  
Director of Administration  
West Virginia Division of Culture and History  
The Cultural Center  
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