

Performance Update

**Division of
Culture and History**

**Culture and History Should Carefully
Consider the Risks, Additional Expenses
and Uncertainties in Alternative Plans
to Resolve Dissatisfaction with an
Acceptable Design of the Museum**

**There is Inadequate Protection and Risk
of Loss to the Archives and Museum
Collections Because of Improper Storage
and Insufficient Fire Protection**



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John Sylvia
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December 7, 2003

The Honorable Edwin J. Bowman
State Senate
129 West Circle Drive
Weirton, West Virginia 26062

The Honorable J.D. Beane
House of Delegates
Building 1, Room E-213
1900 Kanawha Boulevard, East
Charleston, West Virginia 25305-0470

Dear Chairs:

Pursuant to the West Virginia Sunset Law, we are transmitting a Performance Update of the Division of Culture and History, which will be presented to the Joint Committee on Government Operations on Sunday, December 7, 2003. The issues covered herein are "Culture and History Should Carefully Consider the Risks, Additional Expenses and Uncertainties in Alternative Plans to Resolve Dissatisfaction with an Acceptable Design of the Museum;" and "There is Inadequate Protection and Risk of Loss to the Archives and Museum Collections Because of Improper Storage and Insufficient Fire Protection."

We transmitted a draft copy of the report to the Division of Culture and History on November 19, 2003. The Division opted not to have an exit conference. We did not receive an agency response.

Let me know if you have any questions.

Sincerely,

John Sylvia
John Sylvia

JS/wsc

Joint Committee on Government and Finance

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Executive Summary

This report is an update of the Full Performance Evaluation of the Division of Culture and History issued in June and September 2002. The purpose of this update is to determine whether or not the agency has complied with recommendations made in the original evaluation.

The June 2002 report identified the following issue:

The Division of Culture and History was found to be in full compliance with two recommendations, and planned compliance with the third recommendation made by the Legislative Auditor regarding alternative plans for the museum design.

Issue 1: Culture and History Should Carefully Consider the Risks, Additional Expenses and Uncertainties in Alternative Plans to Resolve Dissatisfaction with an Acceptable Design of the Museum.

This issue found that the Division of Culture and History had spent four years and \$1 million on a project to renovate the aging exhibits of the State Museum. Following an administrative change, the new Commissioner halted the project. Proposed alternatives could involve an additional cost of as much as \$1.5 million. Since the original design firm provided a usable product, the Legislative Auditor requested that the Division identify exactly what improvements were needed to the design, identify the additional costs and assess whether the improvements are worth the additional costs. The Division is in full compliance with the first two recommendations of this issue, and in planned compliance with the third recommendation.

In September 2002 the following issue was identified:

Nine Recommendations addressed safety and storage issues with the archives and museum collections in a second report. The Division was found to be in full compliance, or moving toward full compliance on seven recommendations, in non-compliance with one and in dispute on the final recommendation.

Issue 1: There is a Risk of Loss to the Archives and Museum Collections Due to Inadequate Storage and Insufficient Fire Protection.

This issue found that while the Division serves as the repository for important documents and artifacts linked to the State's history, the current storage conditions, inadequate fire protection and disorganization of the collections posed a risk of damage or loss to both the museum artifacts and the archival materials. Nine recommendations were made to alleviate the risk of loss. The Division was in full compliance on two recommendations, in partial compliance on two recommendations, in planned compliance on three recommendations, in non-compliance on one recommendation and in dispute on one recommendation.

In examining the status of the Division of Culture and History's efforts toward compliance in the June and September 2002 reports, this update used the following designations for levels of compliance:

Table 1: Levels of Compliance

In Compliance - The Division has corrected the problems identified in the 2002 audit reports.

Partial Compliance - The Division has partially corrected the problems identified in the 2002 reports.

Planned Compliance - The Division has not corrected the problem but has provided sufficient documentary evidence to find that the Division will do so in the future.

In Dispute - The Division does not agree with either the problem identified, or the proposed solution.

Non-Compliance - The Division has not corrected the problem identified in the 2002 audit reports.

Requires Legislative Action - The recommendation was intended to call the attention of the Legislature to one or more statutory issues.

Culture and History should Carefully Consider the Risks, Additional Expenses and Uncertainties in Alternative Plans to Resolve Dissatisfaction with an Acceptable Design of the Museum.

Recommendation 1

A new project manager should be hired to determine what improvements of the Chadbourne design the new administration wants, and how much additional cost would be incurred.

Level of Compliance: In Compliance

The Division of Culture and History has employed a project manager for the museum renovation. The Commissioner stated:

Lisa Fisher Casto joined our staff in August 2003. She is a will and pleasure employee whose job description is directly associated with the current museum renovation. Her priority will be oversight of the construction, budget and timeline. We anticipate this position will be necessary for eighteen to twenty-four months and will be reclassified at the completion of the renovation.

Recommendation 2

The Legislative Auditor recommends that any Request for Proposals be submitted to the Governor's Office of Fiscal Risk and Analysis Management for its fiscal risk review.

Level of Compliance: In Compliance

The Commissioner of the Division states that no Requests for Proposals relating to the Museum were issued by the Division in FY 2002 or FY 2003. Instead, in May, 2003 the Division of Culture and History advertised an "Expression of Interest" for Project Management and Design Services related to the West Virginia State Museum renovations. Since this involved a somewhat different process, and was not a "Request for Proposal", there was no requirement that the bid be reviewed. Further, the Governor's Office of Fiscal Risk and Analysis Management ceased to exist July 1, 2003.

The Division of Culture and History evaluated several architectural

firms, and awarded a contract in July 2003 to Matthew Martin Designworks, LLC of Burbank, California in the amount of \$754,300. This contract was amended in September 2003 to include lighting design services, and the total amount is now \$839,300.

Recommendation 3

Any proposed improvements and additional costs should be presented to the Legislature for its review. If it is determined that the improvements are not worth the additional costs, the Division should consider executing Chadbourne's design with any necessary modifications.

Level of Compliance: Planned Compliance

The Commissioner of the Division plans to make a presentation to the Legislative Oversight Committee on Education and Accountability (LOCEA) in 2004. She stated:

The Division entered into a contractual agreement with Matthew Martin Design Works in July 2003 for an adaptive re-design of the Chadbourne plan, integrating previously missing historical content. The design for the State Museum will be presented to a committee of combined legislative leaders on January 11, 2004. The current fabrication budget is 4.2 million compared to a 4,077,754 budget in December 2000.

Issue 1 September 2002

There is Inadequate Protection and Risk of Loss to the Archives and Museum Collections Because of Improper Storage and Insufficient Fire Protection.

Recommendation 1

The Division should request an assessment of the storage areas for archival materials and State Museum artifacts through one of the many national organizations to determine how improvements can be made and at what costs.

Level of Compliance: Partial Compliance

The Division of Culture and History is not in compliance with the specific language of this recommendation in that it has not requested a national organization to assess the storage areas of the museum artifacts and archival materials. Such a review might have identified all of the problem areas to be addressed in addition to providing solutions for existing problems. One such problem to be addressed is how to stop molded and mildewed materials from contaminating non-contaminated materials. This condition has not been addressed.



Contaminated books are seen on two shelves next to apparently non-contaminated volumes.



Archives storage reflects the completion of processing and boxing of archival collections.



The Division acquired two additional map cabinets which are similar to these shown. Specialized cabinets are used for storage of maps and architectural drawings.



Several different types of work stations are located in the archive storage areas.



The graphics processing area has been cleaned and reorganized.



Additional space for the museum artifacts collection has been located and is being prepared in anticipation of new space-saver cabinets to provide organized storage for the collection.



Inventory of the artifacts in the museum collection is underway.

However, the Division has taken a number of actions to correct the original problems found in the storage areas for archives and the museum collection. These actions reflect an intent to comply with this recommendation. A tour of the archives storage revealed that progress has been made in organizing and storing archival materials, ridding the archives areas of excess furniture and old machinery, providing additional shelving and map storage cabinets and discarding duplicate items. Appropriate work areas have also been established. The graphics processing area has been reorganized and work with old films and photographs is conducted in an organized and orderly environment. The museum collections did not reflect the same degree of organization. This area remains the same while undergoing an inventory. Eventually part of the collection will be moved into additional storage space. The Division anticipates purchase of new art racks and some space-saver cabinetry that will increase the amount of space available for storage.

Recommendation 2

The State Museum should consider amending its present policy to allow for artifacts to be deaccessioned under certain circumstances.

Level of Compliance: Planned Compliance

The Division is currently in the process of inventorying and relocating the museum artifacts collection. The Commissioner stated that both a deaccession policy and a collection strategy to focus efforts toward the mission and programming goals of the Division will be completed by 2005.

Recommendation 3

The State Museum should set a goal of becoming accredited through the American Association of Museums.

Level of Compliance: Planned Compliance

The Division has not made an application to the American Association of Museums to begin the accreditation process. However, the Commissioner states that the Division has obtained the guidelines for accreditation and plans to pursue accreditation.

Recommendation 4

The Division should 1) identify the cost and 2) move toward obtaining funds for the following items: installation of a sprinkler system in the storage areas, purchase of non-combustible storage cabinets to be used in collection storage rooms, and replacement of the open wire mesh barrier in the State Museum storage area with a 1-hour fire rated wall between the State Museum storage area and the display areas.

Level of Compliance: Planned Compliance

During budget hearings of the 2003 Legislature, the Division of Culture and History made two requests relating to fire code compliance. It requested \$526,837 for Fire Code Compliance as an “Improvement Level Request” and also \$526,837 as a “One Time Supplemental Appropriation” for Fire Code Compliance. These requests were not funded. The Commissioner stated: *We continue to search for funding streams to address these critical concerns.* Presently the Division is reviewing non-appropriated revenue sources and federal funding. However, no applications for funding have been made.

Recommendation 5

The Division should explore with General Services establishing a direct tie to the Charleston Fire Department for immediate notification of fire in storage areas.

Level of Compliance: Non-Compliance

The Division continues to follow standard capitol complex procedures regarding notification of the fire department in the event of a fire. These procedures involve verification by General Services that a fire exists before notification of the fire department.

Recommendation 6

The Division should review all problems cited in the August 2001 BRIM Schirmer Report and make corrections, especially the clearing of all obstructed and inappropriate storage areas.

Level of Compliance: In Compliance

The Division created a Corrective Plan of Action for the Fire Marshall based on the problems cited in the Schirmer Report. A recent tour of entrances, exits and walkways showed that they remain clear of obstruction and inappropriate storage. The Division has implemented a monthly fire and safety inspection in which security operations lists all violations observed in writing, and the appropriate department then takes corrective action.

Recommendation 7

The Division should develop duplicate museum and archives collections inventories to be secured at an offsite storage location.

Level of Compliance: Partial Compliance

Archives and History has completed a duplicate, electronic inventory of materials which is kept stored away from the Division of Culture and History building in the State Treasurer's vault. There is also a procedure developed to allow for updating of these inventories on an annual basis. However, the museum collection inventory, and merging paper and photographic images into an electronic database is still in process. The Division plans to duplicate the inventory and store it off-site once the inventory is completed.

Recommendation 8

The Division should develop a plan to alleviate the backlog of archival items that need to be microfilmed and processed.

Level of Compliance: In Compliance

The Division has developed a plan to combat the backlog of microfilming archival materials. It has also estimated completion dates of various types of materials in the archives. Work relating to this overall plan was observed during a tour of the archives storage area. This is the present plan:

Architectural Drawings

The remaining rolled drawings will be placed in the flattening process beginning in January 2004. During the six month flattening process,

the drawings recently placed in drawers and those currently being flattened will be catalogued, and duplicates eliminated. As the loose drawings are flattened, the tubes of architectural drawings will be placed on the shelving units. Finding aids to existing collections of flattened drawings provide access by project and architect and will be made accessible to the public through a database. Efforts for the existing collection will be completed in 2005.

Photographs

Photographic information is being entered into a database. The goal for Archives staff is to add 7,500 entries to the database each year. In addition, there are 20,000-30,000 negatives in the collection. These require contact printing before being catalogued and entered into the database. Simultaneously, heavily requested collections and subjects are being scanned and made searchable for greater access on the web site. No completion date is estimated.

Newspapers

The goal is to eliminate the backlog of newspapers to be microfilmed by the end of 2005.

Maps

Efforts are continuing to catalog maps currently being flattened. Additionally, numerous maps currently in drawers are being cataloged as time permits. Approximately three years will be needed to organize and catalog the backlog of maps. An estimated completion date is 2006.

Manuscripts/Special Collections

Nearly all miscellaneous collections stored in Archives Processing have been processed and accessioned. A number of collections of varying size are stored on the fourth floor. At current staffing levels, this backlog of collections should be accessioned and processed by the end of 2006.

Audio-Visual

Labeling of television news and production videotapes should be complete by the end of 2003. Staff is entering videotape log and card index information into a database. The current focus is for access to the most often requested subjects for quick reference (such as Silver Bridge collapse, Farmington Mine Disaster, 1960 Primary, etc.). Current staffing will require ten to twenty years to accomplish current collection identification and data entry. Preliminary identification of older films, placement in new containers and shelving should be completed by mid-2004. VHS viewing copies of the collection continue to be

accessioned at a rate of 25 a month and catalogued into VTLS. Organizing and determining best copies of finished documentary films relating to West Virginia will be completed in 2004. Work on logging unidentified film continues weekly. Inventory and organization of audiotape user copies will be completed in 2003.

Government Documents

The backlog has been eliminated. Current documents are cataloged on a weekly basis. Plans need to be formulated to address the increasing government practice of issuing reports and documents in electronic format only.

Recommendation 9

The Division should comply with the Inventory Management Regulations by entering reportable property and guns into the fixed asset system of the State.

Level of Compliance: In Dispute

The Commissioner of the Division responded to the Legislative Auditor by stating:

We respectfully maintain our previous position that the Division's acquisitions are not fixed assets and treating them as such is philosophically incorrect, a position supported by The American Association of Museums and other national institutions.

The Legislative Auditor continues to assert that the Division should comply with the Purchasing Division requirement to report items valued at \$1,000 or more than have been either purchased by the agency or donated to the agency. Guns, regardless of value, should be reported and re-checked every three years to make sure that serial numbers are entered correctly.

Appendix A: Transmittal Letter

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John Sylvia
Director

November 19, 2003

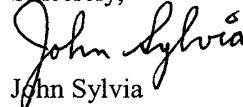
Nancy Herholdt, Commissioner
Division of Culture and History
1900 Kanawha Boulevard East
Charleston, West Virginia 25305-0300

Dear Commissioner Herholdt:

This is to transmit a draft copy of the Update of the Full Performance Evaluation of the Division of Culture and History. This report is scheduled to be presented during the December 7-9 2003 interim meeting of the Joint Committee on Government Operations. 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 committee may have.

If you would like to schedule an exit conference on November 20, 2003 to discuss any concerns you may have with the report, please notify us. We need your written response by noon on November 25, 2003, 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, December 4, 2003 to make arrangements.

We request that your personnel treat the draft report as confidential and that it not be disclosed to anyone not affiliated with your agency. Thank you for your cooperation.

Sincerely,

John Sylvia

c: Kay Goodwin, Cabinet Secretary
Department of Education and the Arts

Joint Committee on Government and Finance

Appendix B: Agency Response

Agency Response Not Received

