

**2003 DRAFTING REQUEST**

**Bill**

Received: **01/09/2003**

Received By: **gmalaise**

Wanted: **As time permits**

Identical to LRB:

For: **Steve Kestell (608) 266-8530**

By/Representing: **Himself**

This file may be shown to any legislator: **NO**

Drafter: **gmalaise**

May Contact: **Robert Pamperin, Stte Historical**

Addl. Drafters:

Subject: **Higher Education - miscellaneous**

Extra Copies:

Submit via email: **YES**

Requester's email: **Rep.Kestell@legis.state.wi.us**

Carbon copy (CC:) to: **dlpamperin@whs.wisc.edu**

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**Pre Topic:**

No specific pre topic given

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**Topic:**

Historic sites; various changes

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**Instructions:**

See Attached--draft various changes recommended by Governor's Commission on Historic Sites.

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**Drafting History:**

<u>Vers.</u>	<u>Drafted</u>	<u>Reviewed</u>	<u>Typed</u>	<u>Proofed</u>	<u>Submitted</u>	<u>Jacketed</u>	<u>Required</u>
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/1			chaskett 03/04/2003	_____	lemery 03/04/2003		State
/2	gmalaise	csicilia	rschluet	_____	lemery		State

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Intro

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*3-21-03*

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May Contact: Robert Pamperin, Stte Historical

Addl. Drafters:

Subject: Higher Education - miscellaneous

Extra Copies:

Dave Pamperin  
Historical Society

Submit via email: YES

Requester's email: Rep.Kestell@legis.state.wi.us

d/pamperin@whs.wisc.edu

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# WISCONSIN HISTORICAL SOCIETY

Headquarters Building  
816 State Street  
Madison, WI 53706-1482  
608-264-6400

Division of Historic Sites  
Office: 608-264-6400  
Fax: 608-264-6404  
Web: www.wisconsinhistor

January 8, 2003

## Estimated GPR fiscal impact of Historic Sites Commission recommendations

- 1. **Needs assessment: \$200,000**  
 Direct DOA to complete a needs assessment of nine historic sites including master planning. ~~\$200,000 is DOA funding and DOA/DFD expertise.~~  
*(Permit) (Request)*
- 2. **Governance: \$0**  
 Statutory authority for WHS to sell support group memberships and re-grant the funds back to the support groups. No GPR impact.
- 3. **Partnering with support groups & creating incentives for increasing private sector support: \$0**  
 Protect historic site earned or gift revenues by segregating those revenues to historic sites operations. No GPR impact.  
*Can't bind future legislatures*
- 4. **Caring for historic collections & dedicated funding for valued historic places: \$0**  
 Authorize bonding for preservation and protection of historic site collections. ~~Earmark certain level of maintenance support for state-owned historic site properties that maintain National Historic Landmarks.~~  
~~Authorize DOA to plan "floodplain" collection storage facility in southwest.~~  
*Already have 20,866 (2) (2.f) develop, construct, acquire, enlarge, improve historic sites & facilities*
- 5. **Workforce compensation and classification: \$0**  
 Authorize DER to study historic sites hiring and compensation issues  
 Authorize DER to establish a new seasonal employee category for historic sites.  
 Authority to hire at will employees and set compensation packages for earned revenue and support revenue generating activities. No GPR impact.
- 6. **Marketing: \$500,000** like 42.105  
~~Earmark \$500,000 of Department of Tourism promotional funds for historic sites, and professional expertise. \$500,000 in DOT funding and professional expertise.~~
- 7. **Greater visibility for travelers: \$?**  
 Require DOT to erect signage for historic sites on I system and state highways within 20 miles of site location. Authorize and direct DOT to promote historic sites on state highway through information and photos. Transportation funding and professional expertise.  
*talk AM later if don't agree*
- 8. **Living history for school children: \$?**  
 Strike cooperative agreement with DPI to encourage more school children to visit historic sites. No GPR impact.  
*no legislation will talk*



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September 20, 2002

TO: Bob Hanle  
FROM: Mark Bugher, 441-8000 [mdbugher@facstaff.wisc.edu](mailto:mdbugher@facstaff.wisc.edu)  
Robert Thomasgard, 264-6442 ([rbthomasgard@whs.wisc.edu](mailto:rbthomasgard@whs.wisc.edu))  
David Pamperin, 264-6540 ([dlpamperin@whs.wisc.edu](mailto:dlpamperin@whs.wisc.edu))  
SUBJECT: Recommendations, Governor's Commission on Historic Sites  
Action items for biennial budget

The following are outcomes sought by Governor McCallum's Commission on Historic Sites. We recommend the Department of Administration consider these as action items in the upcoming budget process.

1. **Authorize funding for needs assessment & master planning.**  
Authorize funding from the State Building Commission, to conduct, with the Wisconsin Historical Society, a survey of existing conditions of facilities and infrastructure and a needs assessment of same for the nine historic sites owned by the Society as a major component of master planning for each site. We recommend \$200,000 in funding for this purpose with a final sum to be determined by a scope of services contract.
2. **Segregate and Exempt sites' earned or gifted PRO to provide incentive for private support**  
Segregate or exempt the revenue earned by historic sites, or monies donated by support groups specifically in support of historic sites, from recall by the Legislature. Private support groups were vocal in opposition to recalls of earned revenue, as they are reluctant to provide private monies to merely replace state funding for operations (earned revenue).
3. **Secure facility/ies for centralized collection storage**  
Secure suitable storage for the historic sites' 154,000 objects, a collection valued in excess of \$32 million. The collection would be better served, both from a preservation and efficiency perspective, by centralizing storage in one or more locations.
4. **Authorize a segregated bonding fund for Sites' facility and Infrastructure**  
Authorize, in addition to existing support, general obligation bonding for reinvestment in capital maintenance expenditures and to develop increased capacity to support collections, public programs and visitor services. The 114 historic structures and 137 other buildings that support visitor services, maintenance and administrative functions are valued in excess of \$40 million.

**5. Market taxpayer assets with taxpayer funding**

Annually earmark 10 percent(\$500,000) of Tourism's marketing expenditures specifically to promote the historic sites. More marketing will increase the sustainability of the sites and their important heritage tourism potential. Eight historic sites scattered across the state have an \$80,000 marketing budget, which is wholly insufficient to bring these sites to the attention of the public.

**6. Analyze worker classification and compensation and Authorize greater employment and compensation flexibility**

The Department of Employee Relations should conduct an analysis of existing hiring and compensation issues for both permanent and limited term work force employees. Authorize the Wisconsin Historical Society the ability to employ and establish compensation for at will agents and/or contracted employees who are involved with or responsible for revenue generating activities.



## RECOMMENDATIONS OF THE COMMISSION ON HISTORIC SITES

On Nov. 15, 2001, Governor Scott McCallum established the Commission on Historic Sites to gather information on the Wisconsin Historical Society's historic sites and to make recommendations to ensure a sound future for the historic sites program. The commission met four times in various locales around the state between January and June 2002, gleaning significant background on the historic sites, their history, audience, attendance trends, marketing challenges and business models. Following nearly six months of deliberations, the panel issued its findings July 15, 2002 including nine recommendations to "secure the state's investment in these assets and create a sustainable historic site system." These recommendations are:

- ✓ The Governor direct the Department of Administration, in conjunction with the Wisconsin Historical Society, to conduct a needs assessment of the nine historic sites to include master planning for each historic site.
- ✓ The Wisconsin Legislature authorize the Society to move governance of historic sites, where appropriate, to a more entrepreneurial model encouraging greater flexibility in governing, funding and operating the historic sites.
- ✓ The Society encourage greater support group participation in, and financial support of, the eight historic sites, including empowering support groups capable of sharing governance and operations; and that Legislature consider revenue earned by the eight historic sites, or monies donated by support groups specifically in support of historic sites, as segregated and restricted to support of historic sites operations.
- ✓ The Society centralize storage of the historic sites object collection in one or more locations to protect the artifacts and dramatically increase efficiency.
- ✓ The state secure its capital investment in the Society's historic sites by authorizing, in addition to existing support, general obligation bonding for capital maintenance expenditures and to support collections care, public programs and visitor services.
- ✓ The Governor direct the Department of Employment Relations to study existing hiring and compensation issues for historic sites employees and recommend creation of a new historic sites seasonal employee classification to the Legislature.
- ✓ The Legislature direct the Department of Tourism to annually earmark 10 percent (\$500,000 in FY03) of its promotions and marketing expenditures specifically to promote and market the eight Society historic sites.
- ✓ The Wisconsin Department of Transportation support greater visibility of the historic sites on the state highway map and through new or improved highway signage.
- ✓ The Society's historic sites form a strong partnership with the Wisconsin Department of Public Instruction, school districts and local schools to build greater visibility and encourage all Wisconsin school children and their teachers to experience Wisconsin history at the historic sites.

For more information on the Commission's work: [www.wisconsinhistory.org/sitcscommission/](http://www.wisconsinhistory.org/sitcscommission/)

## 1. Executive Summary

*"Each of us is a trustee of the past ... we have the important tasks of living up to our inheritance and adding something to it. Let us always remember that there was a time in this country when even a whole day of life was not taken for granted. ... Perhaps our ancestors had no thought of us; they were concerned with making their America. But what they made is what we have. To take this heritage unthinkingly for granted is a first step to losing it."*

*Ruth DeYoung Kohler, 1952*

On Nov. 15, 2001, Governor Scott McCallum established the Commission on Historic Sites to gather information on the Wisconsin Historical Society's historic sites<sup>1</sup> and make recommendations to ensure a sound future for the historic sites. In doing so, the Commission considered the following key questions basic to its mission:

- What is the state of Wisconsin's purpose for operating historic sites?
- What role does the state of Wisconsin play in protecting these historic places for our citizens?
- Why are historic sites important and worthy of state investment?

The Commission on Historic Sites met four times this year at various locations, gleaning significant background on the above questions and other issues surrounding the state historic sites. The four meetings, and topics discussed, took place as follows:

January 28	Key Issues & Overview	WHS, Madison
March 19	Audience, Interpretive Methods & Marketing	H. H. Bennett Studio, Wisconsin Dells
April 30	Business Models for Historic Sites	Old World Wisconsin, Eagle
June 10	Commission Recommendations	Wade House, Greenbush

Commission members heard presentations from Wisconsin Historical Society and Circus World Museum staff, legislators representing districts that include historic sites, representatives from visitor and convention bureaus located near historic sites, the Secretary and other staff of the Wisconsin Department of Tourism, a public relations executive, the president of the Friends of Old World Wisconsin, and a private-sector donor whose family has consistently supported historic sites for half a century. Members of the public and press also attended these meetings. Some meetings included brief tours of the historic sites for Commission members. All meetings were open to the public. Information from these meetings appears on a Web site at: [www.wisconsinhistory.org/sitescommission/](http://www.wisconsinhistory.org/sitescommission/)

The Wisconsin Historical Society's historic sites system observed its 50<sup>th</sup>-anniversary season this year. Since the establishment of Wisconsin's first historic site in 1952, millions of Wisconsin citizens have visited the Wisconsin Historical Society's historic

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<sup>1</sup> The Wisconsin Historical Society (WHS) owns and operates eight historic sites: Villa Louis, Wade House, Stonefield, Madeline Island Historical Museum, Pendarvis, Old World Wisconsin, First Capitol and H. H. Bennett Studio & History Center. Circus World Museum is also owned by the Wisconsin Historical Society, but is operated separately by Circus World Museum Foundation, Inc. through a lease-management agreement. For the purposes of this report, the term "eight historic sites" refers to the former and "nine historic sites" refers to all.

sites. In the last decade alone, 3.68 million people visited the historic sites. So many of Wisconsin's citizens recall their first visit to a historic site (Wade House or Villa Louis or Old World Wisconsin) that it forms a common conversation when people talk about their grade school field trips. For many youngsters, those school visits provide a close-to-home connection with a textbook past made all the more lively by experiencing history where it happened. As is the case for so many American citizens across the country who make annual pilgrimages to Williamsburg or Gettysburg — and now Manhattan — the past becomes relevant at historic sites.

The state of Wisconsin made substantial investments in these historic places over the first 50 years of their existence. The Wisconsin Historical Society's historic sites hold assets exceeding \$100 million. These places include some of the state's most significant historic structures. The Villa Louis historic site comprises four National Historic Landmarks, including the Dousman family mansion. Much of the Ringling Bros.' Winter headquarters at Circus World Museum enjoy National Historic Landmark status. And Stonefield's rare and unique collection of historic objects alone has a \$24 million value.

To safeguard the future of these assets and the viability of Wisconsin's investment in the historic sites, the Commission on Historic Sites has carefully considered its three key questions, reviewed the myriad complicating issues, and made recommendations to ensure the future of the Wisconsin Historical Society's historic sites. These recommendations include:

- Formal needs assessment planning for the historic sites
- Greater flexibility through alternate forms of governance
- Shared governance with qualified support groups and protection of earned and gift revenues
- Centralized collections storage to more efficiently care for and protect artifacts
- General obligation bonding for capital reinvestment in sites facilities
- Study existing hiring and compensation issues for sites employees
- Increased marketing of historic sites through Department of Tourism promotion
- Greater visibility of historic sites through Department of Transportation signage and maps
- Partnership with Department of Instruction to bring living history to more Wisconsin school children and teachers.

Resurrecting the historic sites, gaining desired outcomes and securing a stable, sustainable historic site system will require a commitment from the state and the private sector. Working together, these partners can build a better, financially sound, vibrant historical enterprise that will continue to enrich Wisconsin's future generations.

*"The State has a responsibility to care for these precious assets ... to make them strong and accessible to every Wisconsin resident. We in the private sector are holding the State government accountable. And with its leadership and its continued funding, the State, in turn, can also hold us — the people of Wisconsin — accountable with it."*

*Ruth DeYoung Kohler II, 2002*

### **3. Challenges to sustainability: contemporary environment at historic sites.**

Issues of flexibility and resources in governance, finances and operations challenge Wisconsin's substantial investment in the historic sites. The Commission heard significant background on issues of governance, organizational culture, business models, audience and marketing, interpretive programs, facilities, collections and workforce. Out of this came an understanding of attributes of and desired outcomes for a healthy, sustainable historic sites system, and a vision for Wisconsin's historic sites.

#### *Sustainability and Desired Outcomes*

While gathering information on the historic sites, the Commission kept sight of a practical definition for sustainable historic sites and desired outcomes for WHS historic sites. Sustainability for historic sites is defined as the ability to sustain program operations and visitor services in a professional, fiscally responsible manner while engaging audiences with stories of the American experience that educate, entertain and are meaningful. Sustainability includes the following attributes:

- Strong leadership from a governing board and staff to provide continuity for the historic site
- Board and staff training to meet the challenges of their roles
- Strategic planning and succession planning
- Providing value to the community
- Sufficient visibility to secure audience and generate revenue
- Flexibility to engage in opportunistic merchandising
- Ability to take calculated risks
- Accomplished and productive fundraising
- Adequate endowment
- Competent staff sufficient to support program purposes
- Research to validate authenticity of the historic place
- Smart, well educated, entertaining guides.

Coupled with these attributes of sustainability, the Commission kept sight of desired outcomes for Wisconsin's historic sites:

- Financial stability through more diversified, stable funding with less reliance on fees, and affordable public access
- Creative, timely programs that respond to market needs of the audience, improved visitor services, and the flexibility and resources to reward dedication, hard work and risktaking
- A stewardship fund to support important historical collections.

#### *Wisconsin Historical Society governance and organizational culture*

The Commission heard presentations on governance and organizational culture at the Wisconsin Historical Society (WHS), including adverse effects on this state agency as a result of the current budget climate, and business models for historic sites. These presentations offered some context for the Commission to consider alternate business



models that may offer more flexibility for the eight historic sites, and foster a more sustainable system.

The Legislature grants WHS powers and authority, defined by statute, to operate a broad public history enterprise on behalf of the state, including the historic sites system. Those statutes require that the WHS may not close any historic site without specific authorization from the Legislature and the governor. WHS is a public non-profit membership organization and a state agency governed by a Board of Curators. Members of WHS elect a majority of the governing board, which sets policy, oversees the historic sites and all other WHS programs, and hires the agency's director.

WHS' mission includes a strong quasi-academic tradition. In addition to the historic sites, WHS maintains a major national research and genealogical library of 3.8 million items (also serving as the University of Wisconsin's North American history library); an archives including more than 94,000 cubic feet of material; the Wisconsin Historical Museum with collections numbering more than 122,000 and statewide programs in historic preservation, publications, school services and local history. WHS has 170 full-time equivalent (FTE) permanent employees and annually hires hundreds of part-time, limited-term temporary employees (LTE).

WHS has a \$20 million annual operating budget (including facilities repair and renovation) of which approximately \$12 million (60 percent) comes from state general purpose revenue and \$8 million (40 percent) comes from gifts, grants, earned revenue and endowment income. WHS also receives some support from the non-profit Wisconsin Historical Foundation a private nonprofit foundation dedicated to fundraising for WHS and its programs. There is significant internal competition for these resources, and for private sector donors.

The annual budget for the eight historic sites totals \$4.5 million including bond debt retirement. State general purpose revenue accounts for about half that amount, while earned revenue and a small amount from endowment account for the remainder. While the historic sites comprise the WHS's largest program division with a budget accounting for 26 percent of WHS total expenditures, the sites receive only 19 percent of WHS state general purpose revenue.

WHS is one of three comparable public "umbrella" historical organizations that own and operate historic sites systems. The Minnesota Historical Society, a private nonprofit organization that receives 75 percent of its funding from the state, owns 32 historic sites but operates only 19 sites (the remaining sites are leased or closed). The Ohio Historical Society, a private nonprofit that receives 70 percent of its funding from the state, owns 62 historic sites. Both of these historical organizations have experienced recent budget cuts resulting in contraction of historic sites programs including closures and some permanent layoffs. Pennsylvania Historical and Museum Commission, a public organization that receives 66 percent of its funding from the state, owns a system of 53 historic sites. All of these umbrella organizations, including WHS, lease operations of some of their sites to other partners.

The current state budget crisis has resulted in the loss of \$1.8 million from the WHS budget, affecting both general purpose revenue and earned revenue. The total budget impact on the historic sites reaches approximately \$500,000, including nearly \$200,000 in earned revenue. These deep cuts resulted in two permanent FTE layoffs at Stonefield historic site, a curtailed visitor season and a diminished interpretive program at the historic sites. The Legislature's recall of earned revenue proved most damaging to the eight historic sites system. Since the majority of WHS earned revenue results from historic sites operations, this action effectively removes incentive for professional staff to earn additional revenues to support their historic site.

#### *Business Models at Historic Sites*

The Commission heard presentations on business models at historic sites, including the WHS historic site system business model. Many other contemporary historical organizations and cultural institutions operating historic sites or cultural museums include private, nonprofit organizations structured to offer a degree of flexibility not present at WHS.

WHS's status as a state agency, its mission and multiplicity of programs, and heavy dependence on state general purpose revenue sometimes creates an inhospitable environment for the historic sites. The sites must achieve half their 12-month operating budgets in a six-month visitor season by marketing products and generating significant program revenue through admission fees and sales to the general public. WHS has woefully inadequate resources to market eight different sites. The sites must have legislative approval for all permanent positions and civil service work rules inhibit hiring and retaining a qualified seasonal workforce. Available state support provides, on a varying basis, for annual capital expenditures necessary to maintain 218 facilities, but no dedicated funding source exists. Nor do the sites have adequate facilities for storing the historic artifact collection. Thus the sites' status as a market-driven operation within a quasi-academic state agency consistently stymies their ability to compete effectively in their market place.

Independent support groups, chiefly the 1,400-member Friends of Old World Wisconsin, provide the means for local communities and other interested parties to become vested in their historic sites. But support groups view funding for historic site operations as a responsibility of the state and are reluctant to provide private monies to merely replace state funding, especially when they lack the ability to share in operational decisions. They also are sensitive to state bureaucracies that inhibit efficient management and entrepreneurial activities at the sites.

#### *Other Business Models: State Authority, Co-Stewardship, and Lease-Management*

The Mackinac Island State Park Commission in Michigan, a state authority, operates four living history parks with broad powers delegated by the Legislature. The governor appoints the governing body and represents the public, who continue to own the Mackinac property, facilities and collections. This arrangement grants the commission broad bonding authority, provides some state funding, and vests the commission with the authority to set and collect fees, purchase, improve and develop property. At-will

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324,76709  
76501  
76903  
B

contractual employees with state-equivalent benefits work alongside civil service Commission employees.

The National Trust for Historic Preservation is a charitable, educational nonprofit corporation established by Congress. The Trust operates a network of 21 historic sites across the country with local nonprofit stewards in an arrangement known as co-stewardship. The Trust leases management of historic properties, facilities, and collections but retains ownership of these assets. The co-steward has authority to set and collect fees, and retains earnings from a dedicated endowment and program revenue earned at the historic site. Some of the Trust's historic sites continue to receive public funding. At-will employees staff the Trust properties. 16 USC 468

Milwaukee Public Museum, a private non-profit, operates under a lease-management agreement with Milwaukee County. County government created the authorizing legislation and appoints the museum's governing body, which represents the public's interests. The public retains ownership of the museum's property, facilities and collections. Public funding for the museum continues at some level set by contract. The museum has authority to set and collect fees and at-will employees with benefits equal to other county-represented employees staff the museum. This particular example of lease-management has led the museum to create focused business, marketing and development operations, and has fostered business expertise and revenue ventures.

Circus World Museum provides another example of a lease-management agreement. WHS owns the assets (property, historic structures and collections) and has a lease-management agreement with Circus World Museum Foundation, Inc. Through WHS, the state of Wisconsin provides some funding for maintenance and depreciation needs of these facilities. 44,16

Mr. William O'Connor, Black Point Historic Preserve Inc., described another governance model to the Commission. Legislation enacted in 1997 established the preserve, a public nonprofit, to manage the property, a Victorian summer home on Lake Geneva, under a lease-management agreement with the Department of Administration. Black Point's owners would donate the property to the Department and public funds would adapt the property for public use. A \$1.8 million endowment grant from the Department of Natural Resources would provide an annual \$90,000 subsidy for operation and maintenance. 23. 0962

This model utilizes local partnerships (the preserve) while still employing public ownership and endowment funding. The preserve has authority to set and collect admission fees and hire at-will employees. Mr. O'Connor said this model, similar to a co-stewardship model, is attractive because of the combination of environmental conservation of undeveloped lakeshore and historic preservation of the Victorian summer home.

#### *Audience and Marketing*

The Commission heard presentations on the audience at historic sites. These presentations included representatives from the Wisconsin Department of Tourism, visitor and convention bureaus located nearby historic sites, and a public relations expert.

They touched on national attendance trends at historic sites, summarized market research on audience at WHS historic sites during the 2001 season, state and local efforts to promote the historic sites, and a recommendation for successful marketing of the historic sites.

The WHS historic sites have seen an attendance decline over the last five years, paralleling a national trend at historic sites and other cultural institutions. These institutions' dependence on revenues from admission fees and visitor sales to support their operations make this trend of vital importance. Attendance at the eight WHS historic sites peaked in FY96 at 226,330 total attendance and 185,356 paid attendance. The eight historic sites also began implementing the first year of a five-year incremental fee plan in FY96. Between FY96 and FY01, attendance steadily declined at the eight historic sites. Although other factors affect attendance besides the price of admission (bad weather, highway construction, economic hard times) a correlation appears to exist between attendance decline and admission fees increases.

Historic sites and cultural institutions nationally have experienced a similar trend of attendance declines. Outdoor history museums like the Adirondack Museum (NY), Shelburne Museum (VT), Mystic Seaport (CT), Old Sturbridge Village (MA) and Colonial Williamsburg (VA), have all seen attendance declines. This comes at a time when the tourism industry reports a rise in interest in heritage tourism. This, as one Commission member said, is a "disjunction."

Historic sites professionals across the country don't have a definitive answer to this disjunction but point to the following as factors to consider: a) the term "heritage tourism" is loosely defined; b) interest in heritage tourism does not translate to visits to historic sites; c) a proliferation of historic sites and other heritage activities over the last 15 years has increased competition for leisure time and dollars; d) some virtual Internet visits may compete with paid attendance; e) historic sites and house museums practice better data collection methods than in the past, providing more accurate attendance data than a decade ago, and f) the attendance decline accelerated after September 11, 2001.

A 2001 market research survey of historic sites visitors conducted with the Department of Tourism concluded that the sites' primary audience consists of Wisconsin residents of means and education. Seventy percent of sites visitors identified themselves as first-time visitors, and females comprised 60 percent of respondents. These visitors seek a quality authentic visitor experience, but one which also provides a high level of customer service. Overall visitor satisfaction rated 3.6 on a scale of 4.0. Family and friends proved the most likely source of information about the historic sites — showing again that word of mouth remains the most important marketing tool available to the historic sites.

The sites form the keystones of Wisconsin's heritage tourism industry. Department of Tourism Secretary Moose Speros reported that 45 percent of Tourism inquiries in 2001 requested information about heritage tourism. The Department promotes the historic sites through publications and print advertisements promoting Wisconsin as a travel destination, a heritage tourism planner, and a "jump page" link to the historic sites posted for 45 days on the Tourism Web site. The Department of Tourism also serves as a

sponsor of Circus World Museum's Great Circus Parade. Mr. Speros strongly advised continued market research on the historic sites, and concluded "nothing is more important than inviting visitors to come and making them welcome when they arrive."

Local communities value the sites because they attract visitors who in turn support area businesses, and because they authentically portray history important to the community. The Commission heard presentations by representatives of visitor and convention bureaus from Wisconsin Dells, Waukesha and Sheboygan. These presentations gave the Commission some context on the sites audience, the importance of marketing to the audience, and the role played by historic sites in their local communities.

Ms. Romy Snyder, Executive Director of Wisconsin Dells Visitor and Convention Bureau, said that becoming a destination attraction for visitors remains the single most important goal of a Wisconsin Dells attraction, a sentiment echoed by Ms. Tammy Tritz from Waukesha Visitor and Convention Bureau. Both organizations actively promote their respective historic sites to area visitors. Ms. Snyder estimated \$800,000 as the value of media exposure for the H. H. Bennett historic site since 1998. Ms. Tritz said Old World Wisconsin is especially important to Waukesha County and emphasized the importance of continuing to build communication for a strong, committed partnership.

Mr. Denny Moyer, manager of Sheboygan Convention & Visitors Bureau, stressed the importance of Wade House as an integral component of Sheboygan County visitor attractions. The county ranks ninth among Wisconsin's 72 counties in expenditures by visitors. Mr. Moyer expressed frustration that Wade House reduced its hours this season (as a result of cuts in the WHS budget), and characterized this move as counterproductive to the health of the historic site.

The eight historic sites have only an \$80,000 budget for marketing.<sup>4</sup> The sites' 2002 marketing plan targets audiences identified by Tourism's market research staff, and prospective audiences identified by data from a University of Wisconsin-Extension geographic information system analysis of 2001 sites visitors. In addition, the historic sites have defined their product for the first time with a marketing campaign "America's Journey" based on travel trends research since September 11.

Mr. Bob Boelter of the Advertising Boelter & Lincoln advertising and public relations agency confirmed the woeful inadequacy of an \$80,000 budget to market eight historic sites, each with a different story to tell, particularly in geographically dispersed, out-of-the-way locations. Mr. Boelter told the Commission that North Freedom's Mid-Continent Railway annually spends \$1.10 on marketing per visitor and has 45,000 visitors (or approximately \$50,000). Mr. Boelter reported other historic sites' per-visitor marketing expenditures: Conner Prairie (IN), \$1.00; Adirondack Museum (NY), \$1.30; Old Salem (NC), \$1.87; Mystic Seaport (CT), \$2.64; Colonial Williamsburg (VA), \$4.65. In comparison, Mr. Boelter said *Old World Wisconsin annually spends only 11 cents per visitor on marketing.*<sup>5</sup> Thus, Old World Wisconsin, a historic site of national stature,

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<sup>4</sup> Circus World Museum's marketing budget in 2000 was \$393,817.

<sup>5</sup> Based on 1997 data. Old World Wisconsin's marketing budget was supplemented by division funds, resulting in an adjusted total of about 40 cents per visitor on marketing.

cannot afford to “invite” their natural audience from metropolitan Milwaukee, southeastern Wisconsin and northern Illinois.

According to Mr. Boelter, a minimum investment for marketing the eight historic sites would require \$300,000 - \$350,000 annually; an aggressive strategy would require \$400,000 - \$450,000; an investment strategy would require \$600,000 - \$700,000 for all eight sites. Mr. Boelter characterized the lack of adequate resources to promote the historic sites as “strangling the historic sites.” Without this investment, Mr. Boelter said, the trend toward declining attendance at all eight historic sites will continue.

*Program: Interpreting History Where it Happened*

Commission members heard a presentation on traditional interpretive methods used at historic sites. A good interpretive experience makes the visitor feel a connection to the story and inspired the visitor to further inquiry after leaving the historic site. Reliable research provides the foundation for good interpretation. During the course of the Commission’s work, Commission members experienced abbreviated tours of three historic sites: H. H. Bennett Studio & History Center, Old World Wisconsin and Wade House.

The historic sites use multiple interpretive methods that include guided tours and focused discussions with visitors; living history costumed interpreters assuming the role of people associated with the story; special events; workshops or debates; publications including site guides; educational materials prepared for classroom audiences; restored historic buildings and spaces; outdoor signs for self-guided tours; and audio visuals and other interactive technologies.

Visitor surveys at the historic sites reveal that audiences enjoy interacting with living history and costumed interpreters more than any other visitor experience. This expensive interpretive method requires smart, educated and entertaining guides to make it effective. Seven-day live interpretation over a six-month period costs approximately \$12,000 per interpreter.

*Facilities, Collections and Workforce: An Inventory of Valuable State Assets*

Commission members asked WHS staff to gather data on the historic sites in order to gain a more holistic understanding of the sites. Staff presented the Commission with an informal inventory of assets for the eight historic sites and a “rapid” needs assessment. (Due to time constraints, WHS staff did not gather parallel information for Circus World Museum.) The presentation gave the Commission detailed information on the size, nature and value of historic sites assets including the workforce available to operate the sites. This provided context for the Commission to consider the facilities, collections and workforce improvements needed for sustainable historic sites.

The eight historic sites own 218 facilities valued at nearly \$28.5 million. This amount represents 107 historic structures, including 12 National Register of Historic Places properties and four National Landmarks (the highest designation for a historic structure). Most of the remaining historic structures are eligible for the National Register. These

historic structures represent a broad variety of building styles and materials: timber frame, Greek Revival, cottages; metal, stone, log and thatched roofs. In addition to their historic significance these buildings are used for interpretation. Of the 107 historic structures, 81 do not have heat or cooling. The historic sites also own 111 buildings that provide visitor services, maintenance and administrative support functions; 82 do not have heat or cooling.

The inventory of assets illustrated the need for infrastructure investment at the eight historic sites. The inventory enumerated a total of 888 parking spaces, one 4,100-square-foot (SF) cafeteria-style restaurant, and 37 male and 37 female water closets. During the peak of the visitor season this number of infrastructure facilities proves completely inadequate. The sites have 273 seats in orientation theaters, 2,700 SF of gift shop space, 3,800 SF of meeting space and 8,900 SF in maintenance shops. The eight historic sites maintain 920 acres of land, more than 18 miles of roads and 13 miles of fences. Two of the sites (Stonefield and Villa Louis) stand on a flood plain. A staff of 7.5 FTE maintenance and facilities workers manages these facilities and property.

The rapid needs assessment identified the following facility and property needs for these historic sites facilities:

- \$731,000 per year in building depreciation
- \$54,000 per year in road maintenance
- \$46,000 per year in security
- \$28,000 per year in fence depreciation
- \$11,800 per year in septic system
- Facilities expertise for architecture, engineering and landscape
- Master plans for each of the historic sites and facilities
- \$2.7 million in water and electrical distribution for Old World Wisconsin

The real-dollar value of the historic sites' collection of 154,000 historic objects exceeds \$32.3 million. The collection includes materials that define and represent Wisconsin's identity as a people. Visitors to the sites see a portion of this collection readily visible as furnishings in historic building restorations; exhibits and interpretive tools used daily during the visitor season. The eight sites maintain 120,037 SF of furnished and flexible exhibit space. The sites store objects not on exhibit in 13,718 SF of climatized storage space and 17,520 SF of non-climatized storage. A staff of 3.75 FTE curators maintain and manage this collection keeping these objects safe, clean and presentable. The WHS cut one of these positions, at Stonefield, in FY03 due to the ongoing state budget crisis. The sheer size of the collection and dispersed storage mean collections care staff do not have complete intellectual control over the collections.

To put all this in context, the Wisconsin Historical Museum in Madison maintains a collection of 117,000 historic objects (excluding archeological collections). These objects are stored in 20,000 SF of climatized storage with 17,852 SF of exhibition space, and five curators maintain the collection.

The rapid needs assessment identified the following collections needs:

- \$5 million for central collection storage
- \$100,000 per year for record keeping

- \$125,000 per year for preservation and protection
- \$40,000 per year for conservation survey and treatment
- \$50,000 per year for research

Permanent staffing for the eight WHS historic sites total 29.5 FTE positions (FY03 budget cuts terminated two of these positions). This includes a division administrator and fiscal analyst (vacant due to the state hiring freeze) located at the WHS headquarters in Madison. The eight sites also receive some support for public information, clerical, information technology, financial and personnel services from WHS headquarters as well as administrative support from the WHS assistant director who oversees capital requests to the state Division of Facilities Development. Limited-term employees contribute additional 66.6 FTE positions to sites operations. Finally, in FY01, the sites tallied more than 51,000 hours of volunteer service to support site programs and operations.

The rapid needs assessment revealed that the eight historic sites have insufficient permanent staff to steward the very resources visitors come to see. For an annual audience of 201,000 (averaged over the last five years) during a six-month visitor season, the historic sites have 96 FTE positions to manage a system of eight geographically dispersed sites, 218 buildings, 920 acres of land with 42 miles of improvements, 154,000 historic objects and 120,000 SF of exhibits. They have one marketing position, only \$80,000 to promote the eight sites and reach their audience, and no staff dedicated to fundraising from the private sector.

The overwhelmed historic sites staff has great difficulty hiring and retaining a workforce sufficient to the task. The sites will need more planning, support and staff than they have mustered in the first 50 years of their existence if they are to meet their desired outcomes and achieve sustainable historic sites.

*A Vision for Wisconsin's historic sites.*

The Commission heard several presentations from private citizens and others expressing a vision for the historic sites. These presentations made an important contribution to the Commission's articulation of a vision for Wisconsin's historic sites and formulating recommendations to Governor McCallum for building healthy, sustainable historic sites system.

Mr. George Dionisopoulos, president of the Friends of Old World Wisconsin, recalled how Old World first captivated him. As a chaperone on an elementary school field trip to Old World, he saw an authentic depiction of rural Wisconsin life, the non-commercialized nature of the historic site, and the connection experienced by the school children to the historic site and staff. "It was a wonderful and wholesome day. My experience is replicated daily as students come on field trips to enjoy and learn from this site."

The Friends' share a common interest fostering appreciation of Old World Wisconsin as a unique public resource. The Friends' work demonstrates "how it is possible to bring citizens who devote their energy, financial resources and talents to Old World Wisconsin." In addition to multiple successful fund drives in support of Old World



Wisconsin projects, the Friends also have established four separate endowment funds for the site at the Greater Milwaukee Foundation and the Plowshare Society, a planned giving association of its members.

Mr. Dionisopoulos said the Friends have great respect for the talented, dedicated staff at Old World. But the Friends have concerns that the state recognize its "civic responsibility to support Old World Wisconsin and the other state historic sites as public resources. In times of difficult budgets, the state has to find a way to fulfill this commitment." Mr. Dionisopoulos compared Old World Wisconsin to other state resources such as public schools and libraries. He said he supports using business models to the extent necessary for managing the historic sites, but warned, "public resources should not be tested by a strict business model of profitability."

The Friends of Old World Wisconsin have supported capital projects at Old World, and in the future will consider supporting operations. But, Mr. Dionisopoulos has "concerns about a private support organization concentrating its efforts on funding operations without a level of involvement commensurate with their financial participation." Mr. Dionisopoulos also described "the shell game, for want of a better term" citing the Friends' concern that funds donated by their organization may go elsewhere or release the state from its responsibility to maintain a consistent level of support for the historic site. Finally, Mr. Dionisopoulos said the Friends strongly support a visitor center for Old World Wisconsin to increase attendance year round, and take the historic site "to the next level."

Representative Steve Kestell (27<sup>th</sup> district) recalled his first visit to Wade House in fourth grade and how it had a profound effect on him. Rep. Kestell had just completed a report on Abraham Lincoln. Now he found himself visiting a place – still very much the same – that existed during Lincoln's time. This gave Rep. Kestell his "first opportunity to realize that history is relevant to our own lives."

Rep. Kestell endorsed the Commission's work, and stressed the importance of having a plan for the future. Presented with a plan, he felt the historic sites would find the Legislature supportive "at least to the point where we could afford to be." He described the Legislature's general mood regarding the historic sites, saying, "the state wants the sites to be self-sustaining as much as possible." He added that "in a time of fiscal restraint, (the Legislature) looks at suggestions for people to be innovative and entrepreneurial to improve revenues and get on the road to health."

Rep. Kestell cautioned that commercializing the historic sites does not provide an answer, and that he and other legislators would "hate to see the historic sites become degraded to that level to survive." He commented that Wade House enjoyed success as a historic site because of strong local managers, and he especially commended the role of the Kohler Family in supporting Wade House.

Miss Ruth DeYoung Kohler II was seven years old when her mother, Mrs. Ruth DeYoung Kohler, began her restoration of Wade House. For the last forty years, Miss Kohler and her brother, Mr. Herbert V. Kohler, Jr., the Kohler Foundation, Kohler Company and Kohler Trust for Preservation have supported the Wisconsin Historical

Society and Wade House historic site. Poet Carl Sandburg was the featured speaker at Wade House historic site's dedication in 1953, and set the tone for the Kohler preservation efforts,

“For we know that when a nation goes down and never comes back,  
When a society or civilization perishes — one condition may always be found,  
They forgot where they came from.”

Miss Kohler commended the Wade House staff for the efforts in caring for and managing the historic site. With the addition of the Herrling Sawmill, increased promotion and attendance growth, Wade House saw a 21 percent increase in earned income in 2001. But she cautioned that current cuts due to the state budget crisis would lead to a budget deficit at the site.

The historic sites, Miss Kohler said, do “experiential history” better than anyone else. “Even the best history programs on television cannot let you feel the whole mill shake when the muley saw cuts the whitepine logs. How better can you understand what war means — and why and how our ancestors fought — than to feel the earth shake, to smell the gunpowder and the smoke, to hear the deafening noise of the Civil War re-enactment. Wade House and other sites bring history to life for all ages, from 7 to 87, ... Now is not the time to cut back.”

Miss Kohler stated, “Marketing in general is a key to the viability of the sites.” But, most important, the sites need to be a “public/private partnership — run by the state but with the support of the private sector.” These are “key to the present and future of the historic sites and the Wisconsin Historical Society as a whole.” Finally, Miss Kohler reminded the Commission that the state has a “responsibility” to care for the historic sites and make them accessible to every Wisconsin resident. The private sector is “holding our state government accountable” for leadership and continued funding of the historic sites.

With these thoughts in mind, the Commission considered this vision for Wisconsin's historic sites, and proceeded to make recommendations for a healthy, sustainable historic site system.

The Wisconsin Historic Sites aim to be national leaders for historic sites supported with private and public resources. We will earn that standing by setting new standards for public history, stewarding our heritage, and engaging a broad-based audience in the discovery of history as a relevant force in their everyday life.

#### 4. Commission on Historic Sites Final Recommendations

Recognizing the important role that the Wisconsin Historical Society historic sites play in the state tourism economy and in providing authentic living history for Wisconsin's school-age youth and all visitors, and mindful of the state's responsibility to care for our history, the Commission on Historic Sites makes the following recommendations to secure the state's investment in these assets and create a sustainable historic site system.

##### 1. Needs Assessment for Historic Sites.

At the request of Governor Scott McCallum, the Commission on Historic Sites has gathered information on complex, longstanding problems facing the Wisconsin Historical Society historic sites system. The nine sites owned and operated by Wisconsin Historical Society hold in trust for the people of Wisconsin assets exceeding \$100 million. The Commission recognizes that citizens have a certain responsibility to safeguard our history. These historic sites represent a significant state investment and must be cared for accordingly.

Although the Commission has studied the issues, and is prepared to make broad recommendations to address some problems, the Commission feels strongly that the state of Wisconsin must more formally assess the Wisconsin Historical Society's historic sites to identify a long-term plan for achieving a healthy, sustainable historic sites system.

**The Commission recommends the Governor direct the Department of Administration, in conjunction with the Wisconsin Historical Society, to conduct a needs assessment of the nine historic sites to include master planning for each historic site to achieve a healthy, sustainable historic site system.**

##### 2. Governance.

The Wisconsin Historical Society operates as an agency of the state of Wisconsin with duties authorized by the Legislature and specified by statute. The Society's governing board, with a majority of its members elected by members of the Society, oversees an organization with complex and multiple duties. State agency status stymies flexibility in budgeting, operations, hiring and compensation for the historic sites, and fosters an inhospitable environment for marketing and promoting an entrepreneurial operation that must generate a significant share of its own operating revenue.

The Commission researched and cites examples of other contemporary historical organizations and cultural institutions that provide business models offering greater operational flexibility. These include state authorities such as the Mackinac Island State Park Commission in Michigan (operating four living history parks); co-stewardship such as the National Trust for Historic Preservation (operating a network of 21 historic properties across the country); lease-management agreements such as

Milwaukee Public Museum and Circus World Museum; and Black Point Historic Preserve, Inc. a co-stewardship model for a historic home on Lake Geneva.

**The Commission recommends the Wisconsin Legislature authorize the Wisconsin Historical Society to move governance of historic sites, where appropriate, to a more entrepreneurial model encouraging greater flexibility in governing, funding and operating the historic sites.**

3. Partnering with Support Groups.

Five Wisconsin Historical Society historic sites receive the benefit of support groups such as the Friends of Old World Wisconsin, a separate non-profit organization supporting the Old World Wisconsin historic site. Support groups provide a means for local communities and other interested parties to become vested in their historic sites. These groups also provide a core of dedicated volunteers and number among them potential donors.

While support groups can be successful partners for historic sites, they view funding for operations as a responsibility of the state and are reluctant to provide private monies to merely replace state funding for operations, especially when they lack the ability to share in operational decisions. Finally, support groups are especially sensitive to a state bureaucracy that prevents efficient management, inhibits entrepreneurial activity or recalls program revenue earned by the historic sites.

**The Commission recommends the Wisconsin Historical Society take vigorous steps to encourage greater support group participation in, and financial support of, the eight historic sites, including empowering support groups capable of sharing governance and operations.**

**The Commission further recommends the Legislature consider revenue earned by the eight historic sites, or monies donated by support groups specifically in support of historic sites, as segregated revenue, as with an endowment, and restricted to support of historic sites operations. The Commission recommends the Legislature exempt the Wisconsin Historical Society from efforts to recall earned revenue to the Legislature for any purpose.**

4. Caring for valued historic collections.

The eight Wisconsin Historical Society-owned-and-operated historic sites hold in trust, for the people of Wisconsin, a collection of 154,000 historic objects and artifacts. These objects include materials that define and represent our identity as a people. They are irreplaceable, many remarkable, rare and one-of-a-kind. The historic sites staff estimate these collections are valued in excess of \$32 million.

**In recognition of the investment by the people of Wisconsin in these historically significant objects, the Commission recommends centralizing storage of the historic sites object collection in one or more locations to protect the artifacts and dramatically increase efficiency. In doing so, the Commission reinforces that the public be provided access for research purposes to the stored collections and that local identity of collections be maintained so that they will, as necessary, be returned to the historic site of origin for programming purposes.**

5. Dedicated funding for valued historic places.

The Wisconsin Historical Society historic sites hold in trust, for the people of Wisconsin, 114 historic structures. These historic places tell much about who we are as a people and where we came from. The nine historic sites own another 137 buildings that support visitor service, maintenance and administrative functions. These structures are valued in excess of \$40 million. The nine historic sites also manage 981 acres of land.

Annual capital expenditure needs for the eight historic site facilities, excluding Circus World, exceed \$3 million. Although these sites receive some state support on a varying basis, this still falls short of the \$3 million needed to care for these facilities. No dedicated funding is available for reinvestment in existing facilities or the development of new facilities for collections care, exhibit development or to meet the needs of present and future visitors.

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**The Commission recommends the state secure its capital investment in the Wisconsin Historical Society historic sites by authorizing, in addition to existing support, general obligation bonding for the purposes of reinvesting in capital maintenance expenditures and developing increased physical capabilities to support collections care, public programs and visitor services.**

Black Point

6. Workforce hiring, compensation and classification relief.

The eight Wisconsin Historical Society-owned-and-operated historic sites are heritage tourism attractions that must earn revenue critical for 12-month operations during the six-month visitor season. The 26.5 full-time equivalent permanent workforce at the historic sites is supported by 66.6 limited-term full-time equivalent employees who perform essential visitor services, programming and facility maintenance functions.

As a division of an agency of the state of Wisconsin, these eight historic sites must administer programs consistent with Wisconsin civil service work rules. Existing hiring, compensation and classification work rules do not reflect the seasonal nature of historic site operations nor do they offer the flexibility necessary for innovative, revenue-generating entrepreneurial activity.

The eight historic sites have difficulty hiring experienced part-time personnel for the six-month visitor season. Retaining experienced personnel such as building restoration specialists is difficult because the sites cannot match market pay rates for these skills. The 1044-hour ceiling for limited-term employees and the lack of compensation incentives also hamper retention of talented employees.

**The Commission recommends the Governor direct the Department of Employment Relations to conduct an analysis of existing hiring and compensation issues at the eight Wisconsin Historical Society historic sites. The purpose of this study is to acknowledge the special circumstances of the historic sites' permanent workforce and to recommend appropriate accommodations.**

**The Commission recommends the Governor direct the Department of Employment Relations to conduct an analysis of seasonal workforce issues at the historic sites. The purpose of this study is to address compensation and retention issues and recommend creation of a new historic sites seasonal employee classification to the Wisconsin Legislature.**

**The Commission recommends the Legislature authorize the Wisconsin Historical Society to employ and establish compensation for agents and contractual employees it considers necessary to plan and execute new and innovative revenue-generating entrepreneurial activity for the historic sites.**

7. Marketing to reach the historic sites audience: promoting taxpayer assets with taxpayer dollars.

The Wisconsin Historical Society historic sites are an integral and important part of the state heritage tourism industry. The state has invested millions in the development and operation of the historic sites but little to realize their potential.

In 2000, Circus World Museum marketing budget was \$393,817, or 9 percent of their total operating budget. In FY01, the eight historic sites marketing budget was \$80,000, 2 percent of their operating budget. This level of marketing funding for the eight historic sites is woefully inadequate and cannot attract enough visitors to the historic sites to achieve sufficient program revenue to support operations. In the words of an industry professional, the "lack of marketing is strangling the historic sites."

**The Commission recommends the Legislature, using existing funds, provide taxpayer funding for promoting and marketing these state assets by directing the Department of Tourism to annually earmark 10 percent (\$500,000 in FY03) of its promotions and marketing expenditures specifically to promote and market the eight Wisconsin Historical Society historic sites. The Commission makes this recommendation with the understanding that the Department of Tourism will expend \$5 million in FY03 to promote Wisconsin tourism. Therefore the Commission recommends earmarking \$500,000 of the \$5 million Tourism promotion budget to promote and market the eight historic sites.**

**The Commission recommends the Department of Tourism reinvigorate the state heritage tourism program, and that the program specifically and prominently promote the historic sites as key elements of Wisconsin's heritage tourism.**

**The Commission recommends the Department of Tourism actively promote and support the historic sites on its Web site.**

**The Commission further recommends the Wisconsin visitor and convention bureau websites also actively promote and support the historic sites through weblinks.**

8. Greater historic sites visibility for travelers in Wisconsin.

**The Commission recommends the Wisconsin Department of Transportation support greater visibility of the nine Wisconsin Historical Society historic sites by immediately approving and funding new or improved highway signage for the historic sites; and by identifying, locating and promoting historic sites on the official state highway map.** 86.195  
84.02 (5)

9. Living history at historic sites for all Wisconsin school children.

More than 55,000 school children visit the nine Wisconsin Historical Society historic sites every year. Living history at the historic sites provides an important educational tool for Wisconsin's teachers. Wisconsin school-age youth and their families comprise a major audience for the historic sites.

**The Commission recommends the nine Wisconsin Historical Society historic sites form a strong partnership with the Wisconsin Department of Public Instruction, school districts and local schools to build greater visibility and encourage all Wisconsin school children and their teachers to experience Wisconsin history at the historic sites.**

## CHAPTER 42

## STATE FAIR PARK BOARD

42.01	Powers and duties; general.	42.10	Cooperation to promote agriculture.
42.02	State fair park director.	42.105	State fair park board and department of tourism.
42.03	Staff.	42.106	State fair park board, building commission and department of administration.
42.035	Treatment of certain state fair park board employees.	42.11	Olympic ice training center maintenance and operation.
42.04	Private operation and leasing.	42.115	Corporation operating the Olympic Ice Training Center; financial information.
42.05	Auto races.	42.12	Crowd and traffic control services grant program.
42.07	Ticket scalping; penalty.		
42.08	Insurance.		
42.09	State fair park facilities.		

**42.01 Powers and duties; general.** (1) The state fair park board shall manage the state fair park and supervise or conduct thereat fairs, exhibits or promotional events for agricultural, industrial, educational and recreational purposes; lease or license the use of any property thereon for other purposes when not needed for the above public purposes; and charge reasonable rents and fees for use of or attendance at the premises. The state fair park board may accept and administer gifts, grants and bequests.

(2) The state fair board shall exercise police supervision over state fair park, and its duly appointed agents or representatives may arrest, with or without warrant, any person within such park area, committing an offense against the laws of the state or the rules of that board, and except as provided in sub. (3) deliver such person to a proper court in the county and execute a complaint charging such person with the offense committed.

(3) (a) The state fair park board shall promulgate rules governing the use of state fair park and establish a bond deposit schedule for purposes of par. (c). The state fair park board may not establish any bond deposit in an amount exceeding \$200. Any person violating such rules shall forfeit not more than \$200 which may be recovered by civil action as provided by ch. 778 and when collected shall be paid directly into the state treasury. The action shall be commenced by the attorney general or by the district attorney in the circuit court for Milwaukee County.

(b) The state fair park board may not promulgate rules regarding the distribution of noncommercial handbills, but may adopt rules regarding registration of noncommercial handbills if the state fair park board gives reasonable notice to the public of the registration requirement. The state fair park board may request the attorney general to commence legal action for an injunction restraining the distribution or confining it in such manner as the court deems proper, if it appears to the fair park management that the manner of distribution or the content of noncommercial handbills will cause harm or provoke violence.

(c) When any person is arrested for violation of a rule promulgated under this subsection, the duly appointed agent or representative of the state fair park board shall accept from such person a bond, in the amount established by rule of the state fair park board for such violation, with sufficient sureties, or his or her own personal bond upon depositing the amount thereof in money, for his or her appearance in the court having jurisdiction of such offense. A receipt shall be issued therefor.

(d) If the person so arrested and released fails to appear, personally or by an authorized attorney or agent, before the court at the time fixed for hearing of the case, then the bond and money deposited, or such portion thereof as the court determines to be an adequate penalty, plus the costs, may be declared forfeited by the court or may be ordered applied upon the payment of any penalty which may be imposed after an ex parte hearing together with the costs. In either event, the surplus, if any, shall be refunded to the person who made such deposit.

(4) (a) The state fair park board may organize a nonstock corporation under ch. 181 for the purposes of raising funds and pro-

viding support for the operation, management and development of state fair park. The board shall organize any corporation organized under this paragraph so that the corporation is exempt from taxation under the section 501 of the Internal Revenue Code.

(b) The state fair park board may enter into a contract with any corporation that the board organizes under par. (a) under which the corporation raises funds or provides support for the operation, management and development of state fair park.

(5) The state fair park board shall ensure that it receives sufficient revenues from the operation of state fair park to make the payments required under s. 20.190 (1) (j).

History: 1989 a. 219 ss. 16, 20 to 23; Stats. 1989 s. 42.01; 1995 a. 27; 1999 a. 197.

**42.02 State fair park director.** The state fair park board shall appoint a state fair park director, outside the classified service.

History: 1989 a. 219 s. 24; Stats. 1989 s. 42.02.

**42.03 Staff.** The state fair park director shall appoint all staff necessary for performing the duties of the state fair park board.

History: 1989 a. 219.

**42.035 Treatment of certain state fair park board employees.** Notwithstanding s. 230.08 (2) (pm), those employees holding positions in the classified service at the state fair park board on October 29, 1999, who have achieved permanent status in class before that date, shall retain, while serving in the unclassified service at the state fair park board, those protections afforded employees in the classified service under ss. 230.34 (1) (a) and 230.44 (1) (c) relating to demotion, suspension, discharge, layoff or reduction in base pay. Those employees of the state fair park board on October 29, 1999, who have not achieved permanent status in class in any position at the state fair park board on that date are eligible to receive the protections, privileges and rights preserved under this section if they successfully complete service equivalent to the probationary period required in the classified service for the position that they hold on that date.

History: 1999 a. 9.

**42.04 Private operation and leasing.** The state fair park board may provide for the operation and leasing of any facilities by private entrepreneurs, except that the state fair park board shall reserve the use of state fair park facilities for a sufficient period of time every year for purposes of conducting an annual state fair. This section does not apply to a lease authorized under s. 42.11 (3).

History: 1989 a. 219 s. 26; Stats. 1989 s. 42.04; 1999 a. 197.

**42.05 Auto races.** (1) Except during the annual state fair and at other times between 8 a.m. and 10 p.m., every motor vehicle, as defined in s. 287.15 (1) (e), that is used at state fair park in racing competition or practice shall be equipped with a muffler which, at all times, shall be in good working condition sufficient to prevent excessive or unusual noise.

(2) It is unlawful to operate, or for the state fair park board to permit to be operated, at state fair park in racing competition or practice except during the period specified in sub. (1), any motor



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vehicle, as defined in s. 287.15 (1) (e), with the muffler or cutout open.

(3) Any person violating this section may be fined not more than \$200 or imprisoned for not more than 6 months or both.

History: 1989 a. 219 s. 27; Stats. 1989 s. 42.05; 1993 s. 213, 215, 491; 1995 a. 227.

**42.07 Ticket scalping; penalty.** (1) Every ticket or other evidence of the right of entry to any amusement, game, contest, exhibition or performance given by or under the auspices of the state fair park shall be considered a revocable license to the person to whom such ticket is issued and shall be transferable only on such terms and conditions as the state fair park board prescribes.

(2) No such ticket or other evidence of the right of entry may be sold for more than the price printed upon the face of the ticket. Any person reselling any such ticket for more than said price shall be fined not less than \$10 nor more than \$100 or imprisoned not more than 60 days.

History: 1989 a. 219 s. 29; Stats. 1989 s. 42.07.

**42.08 Insurance.** The state fair park board may procure worker's compensation insurance to cover its employees, busi-ness interruption insurance, fire insurance and property insurance.

History: 1989 a. 219 s. 30; Stats. 1989 s. 42.08; 1995 a. 27.

**42.09 State fair park facilities.** (1) The state fair park board shall cooperate with the building commission in all matters relating to the development of new facilities under s. 13.488 (7). The state fair park board shall solicit proposals from private entrepreneurs interested in leasing any facilities at state fair park. The terms of such leases may be negotiated at the discretion of the state fair park board, subject to the lease provisions of s. 13.488 (7).

(2) (a) The state fair park board may not alter or renovate any buildings, appurtenance, fixture, exhibit or other structure or facility at state fair park that is owned by the board but that was owned by the department of natural resources on July 29, 1995, without the permission of the department, but the board may provide routine maintenance without the department's permission.

(b) The state fair park board shall allow the department of natural resources access to and use of the buildings, appurtenances, fixtures, exhibits and other structures and facilities described in par. (a) so that the department may prepare, display and dismantle exhibits during events occurring at state fair park.

(3) (a) The state fair park board may permit a private person to construct a building, structure or facility in the state fair park under a lease agreement with the board.

(b) The board shall develop policies encouraging each private person entering into an agreement with the board under this subsection to agree that his or her goal shall be to ensure that at least 25% of the employees hired to perform construction work in connection with state fair park facilities or to perform professional services in connection with the construction or development of those facilities will be minority group members, as defined in s. 560.036 (1) (f), and that at least 5% of the employees hired to perform construction work in connection with state fair park facilities or to perform professional services in connection with the construction or development of those facilities will be women.

**42.105 State fair park board and department of tourism ism.** (1) The state fair park board and the department of tourism shall enter into a memorandum of understanding setting forth the responsibilities of the department of tourism relating to promoting fairs, exhibits and promotional events at state fair park and the methods that the state fair park board and the department of tourism will use to cooperate in promoting and carrying out those fairs, exhibits and promotional events.

(2) Notwithstanding s. 15.03, the department of tourism shall process and forward all personnel and biennial budget requests by the state fair park board without change except as requested or concurred in by the state fair park board.

History: 1995 a. 27.

**42.106 State fair park board, building commission and department of administration.** (1) Except as provided in sub. (2), the state fair park board may enter into a memorandum of understanding with the department of administration and the building commission to coordinate the activities of the board, the department and the commission.

(2) The state fair park board shall enter into a memorandum of understanding with the department of administration with respect to oversight of the contracting procedures under s. 16.855 (10n).

History: 1999 a. 197.

**42.11 Olympic ice training center maintenance and operation.** (1) The state fair park board has sole responsibility for the Olympic Ice Training Center at the state fair park, the land on which the center is located and all land and facilities directly related to its operation including mechanical equipment, housing for mechanical equipment, piping and electrical lines. No person may use the Olympic ice training center or land or facilities related to its operation without the approval of the state fair park board.

(3) The state fair park board may enter into a lease with a private nonprofit corporation to operate and maintain the Olympic Ice Training Center. The state fair park board shall ensure that all costs of operation and maintenance of the center are paid by the lessee under any lease under this subsection. Any lease under this subsection shall contain proper covenants to guard against trespass and waste. The rents arising from any lease under this subsection shall be credited to the appropriation under s. 20.190 (1) (h). The state fair park board shall retain the original of any lease under this subsection and file a copy with the department of administration.

History: 1991 a. 39 ss. 744, 744ad, 1159mg, 1159mn; 1993 a. 215; 1995 a. 27.

**42.115 Corporation operating the Olympic Ice Training Center; financial information.** (1) In this section, "authority" has the meaning given under s. 19.32 (1).

(2) An authority which is a nonprofit corporation operating the Olympic Ice Training Center under s. 42.11 (3) may withhold from examination and copying under s. 19.35 (1) any of the following:

(a) Information relating to the identification of a person other than an authority who provides, offers to provide or is solicited to provide financial assistance to the corporation.

(b) Information relating to an agreement with a person other

state fair park board may award a grant to be used to provide crowd and traffic events held at the state fair park, include the Olympic Ice Training Center under (2) The state fair park board may not (1) unless all of the following conditions (a) The city of West Allis submits board detailing the proposed use of the (b) The state fair park board approved

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