

MISSION (66) ACCOMPLISHED: THE COST OF RETAINING HISTORIC
INTEGRITY IN A MISSION 66 NATIONAL PARK SERVICE VISITOR CENTER

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ABSTRACT

In an era of budget tightening for the National Park Service, are Mission 66 Visitor Centers – which are now becoming eligible for entry into the National Register of Historic Places – still viable functionally and economically, or have they become too much of a fiscal liability keeping them in working order all in the name of retaining historic integrity?

This thesis is a case study comparison of two Mission 66 Visitor Centers from the years 1994 to 2016 in the National Park Service’s Southeast Region. One Visitor Center that has retained its historic integrity (Fort Pulaski), while the other was a Mission 66 Visitor that has lost its historic integrity due to renovations (Timucuan). Sourcing archival documentation, comparisons between both visitor centers were made to determine if a Mission 66 Visitor Center can retain historic integrity and still effectively fulfill its intended purpose of providing visitor services, while still not being an undue burden on the financial resources of the park. Examination is made of renovation type and purpose (repair or upgrade), and cost/benefit calculations are determined based on expenses in relation to visitations. Additionally, visitor opinions on the visitor centers were analyzed to determine if there were any changes in public opinion before, during, and after renovations.

The result of this study finds that on a per visitor basis, a Mission 66 Visitor Center can retain historic integrity, while being superior or on-par across all metrics analyzed, with a non-historic Visitor Center.

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CHAPTER I

IN THE BEGINNING

...purpose is to conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.

National Park Service Organic Act of
August 25, 1916 which created the
National Park Service.

The formation of the National Park Service in 1916 was the result of a process started in 1872 with the creation of Yellowstone as a park. When the land was set aside, it was to temporarily be managed by the Department of the Interior until it could be transferred over to a state to manage as a state park. During that time, Wyoming and Montana were still Territories, so what was a temporary solution, turned into a permanent one.¹ As stopgap solutions go, this turned into a perfect solution for managing and preserving historic sites and natural lands. To codify the responsibilities for managing National Parks, the National Park Service Organic Act was passed in 1916 leading to the creation of the National Park Service which was tasked with management of those public lands. In the early years of the Park Service tourism was a vital to ensure the long-term success of the Park System – both through education and through financial gain. The Park Service continued its slow but steady growth up until the 1930s, when it greatly

¹ Barry Mackintosh, "National Park Service History: A Brief History of the National Park Service," 1999, <https://www.nps.gov/parkhistory/hisnps/NPSHistory/briefhistory.htm>.

expanded in numbers of parks (and out of mostly Western states) and infrastructure to support the parks.

During the presidency of Franklin Delano Roosevelt two events helped grow the National Park Service immensely. The first was the transfer of sites from the Forestry and War Departments (battlefield parks and monuments) to the Park Service. The second event was the advent of the Civilian Conservation Corps (CCC) and the Works Progress Administration (WPA) at the height of the Great Depression as part of the New Deal. Providing both unskilled (CCC) and skilled (WPA) labor, these two relief programs cooperated with National Park Service to provide an influx of people available to carry out infrastructure improvements in Parks ranging from trails, roads, and to erecting buildings.² It was these buildings that the CCC built that established a firm identity for the Park Service – “Parkitecture” – which would eventually be challenged by Mission 66. As peacetime ended the Park Service took a back seat as priorities in government and those of the home front shifted from leisure activities and travel to fighting World War II. It would not be until a decade after war’s end that the Park Service would grow again. And when it did, it did so in a meteoric rise matching the country’s post-war growth and prosperity.

² The Historic American Buildings Survey was also established as part of the New Deal.

CHAPTER II

MISSION 66

President Eisenhower spoke first. “I have a question,” he said. “Why was this request not made back in 1953?” That was Ike’s beginning year in office. For the first time since beginning the presentation, my knees stopped shaking.

National Park Service Director Conrad Wirth, recounting the January 27th, 1956 Cabinet meeting to pitch Mission 66³

A Desperate Situation

Following the end of World War II, the United States enjoyed a period of prosperity unlike any other. At war’s end, the rapid increase in car ownership, leisure time, and probably to some extent wanting to make up for lost time, led to an upsurge in National Park attendance at levels unimagined at the inception of many Parks. Visitor numbers surged from 1946 onwards –the total number of visitors that year was 21,752,000 – and by 1955 it was over twice that at an estimated 50,000,000.⁴



Figure 2.1 Crowded conditions at the entrance station of Glacier National Park circa 1960. Courtesy of Historic Photos Collection: Harpers Ferry Center, National Park Service.

³ Conrad L. Wirth, “The Mission Called 66.,” *National Geographic*, July 1966, 16.

⁴ National Park Service, *Mission 66: To Provide Adequate Protection and Development of the National Park System for Human Use*. (Washington, D.C.: National Park Service, 1956), 5a.

Unfortunately, in the immediate post World War II era, the Park Service budget had not kept up with this influx of visitors. During World War II, budgets had dropped to subsistence levels which led to years of neglect and run-down facilities, and in the immediate aftermath they still had not recovered. To add to the problem, much of the pre-Mission 66 budgets had concentrated on mainly road improvements. This



Figure 2.2 Outhouse line in a National Park, early 1950s. Allegedly when Director Wirth used this photograph in making his pitch for Mission 66 approval, this picture resonated the most with members of Congress. Courtesy of Historic Photos Collection: Harpers Ferry Center, National Park Service.

compounded overcrowding by allowing easy access to Parks, yet very little construction for facilities or corresponding increases in Park Service personnel to handle the increase in visitation.

The early post-war years saw scenes of chaos at many National Parks. Long lines and overcrowding were the order of the day. A survey conducted in 1955 showed that

two-thirds of respondents had issues with overcrowding and accommodations.⁵ The majority of this can be directly attributable to the use of the automobile, as the *Mission 66: To Provide Adequate Protection and Development of the National Park System for Human Use* proposal for Mission 66 (released in 1956) noted that prior to World War II, 98% of travel to reach National Parks occurred via railways,⁶ and that in some Parks existing roads were “built 50 or more years ago for traffic which was predominantly by horse-and-buggy or horse-drawn stagecoach.”⁷

Accepting the Mission

National Park Service (NPS) leadership soon realized that in order to be able to adequately accomplish the organization’s dual missions of serving an increasingly interested public and preserving Parks for future generations, a massive undertaking in infrastructure expansion would have to happen. Given how dire conditions were with 1956 visitation levels (and projected to hit 80,000,000 visits in 1966)⁸ this was seen as vital to the success of the Park Service. Led by National Park Service Director Conrad Wirth, the ambitious program to not only improve park facilities, visitor experiences,

⁵ Allaback, Sarah. 2000. *Mission 66 Visitor Centers: The History of a Building Type*. Washington, D.C.: National Park Service. 4

⁶ National Park Service, *Mission 66: To Provide Adequate Protection and Development of the National Park System for Human Use.*, 5.

⁷ *ibid*, 87.

⁸ *Ibid*, 14.

staff housing, and increase in employees, was coined “Mission 66”. Starting in 1956, it was to be a ten-year plan, concluding on the Park Service’s 50th Anniversary celebrations in 1966 – hence the name.⁹

To win approval in Congress for such a massive spending campaign – the initial amount of funding asked for was a little under \$800,000,000¹⁰ - a massive public relations and information campaign was launched in order to drum up public (and coincidentally, voter) support for the Mission 66 program. At Parks, books and pamphlets were handed

out to tourists, while diverse publications such as *The Christian Science Monitor*, *National Geographic*, *Women’s Home Companion Journal*,¹¹ and the *Civil War Times*¹² ran interviews and articles on the benefits of Mission 66. Eager to cash in on the

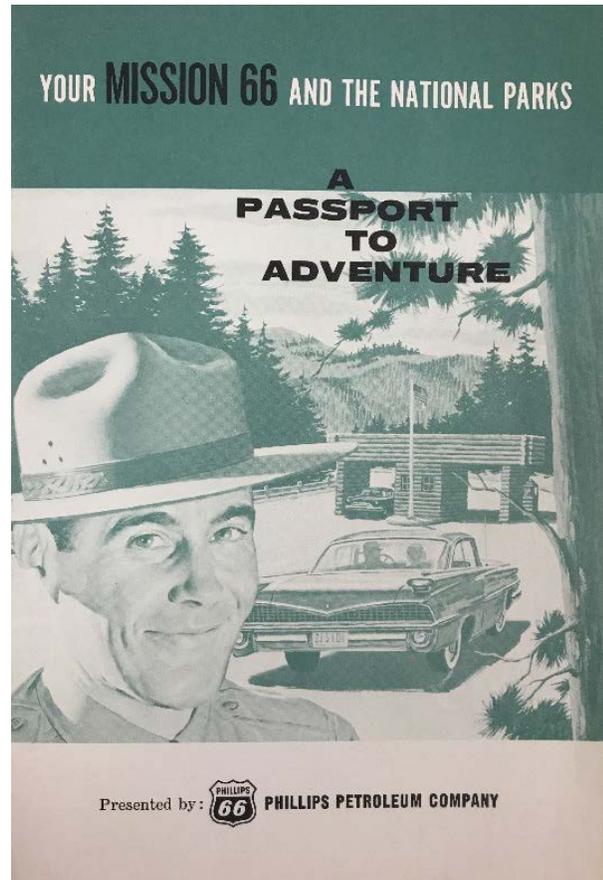


Figure 2.3 Mission 66 "Passport to Adventure" giveaway booklet published by Phillips 66 using copy provided by the National Park Service.

⁹ As part of Mission 66, funding for the Historic American Building Survey (HABS) which had been suspended during World War II was restored.

¹⁰ National Park Service. 1956. *Our Heritage, A Plan For Its Protection and Use: "Mission 66."* Washington, DC: National Park Service.

¹¹ Hazel Holly, "National Parks Need \$\$ and Sense.," *Woman's Home Companion Journal*, May 1955.

¹² Wayde Chrismer, "Mission 66: To Make Your Civil War Tour More Enjoyable.," *Civil War Times*, June 1961.

National Park travel boom – the majority which would take place by automobile - oil companies Sinclair, Phillips 66, and Standard Oil all cooperated with the Park Service on advertisements, radio programs, and booklets and maps featuring Park Service sites.¹³

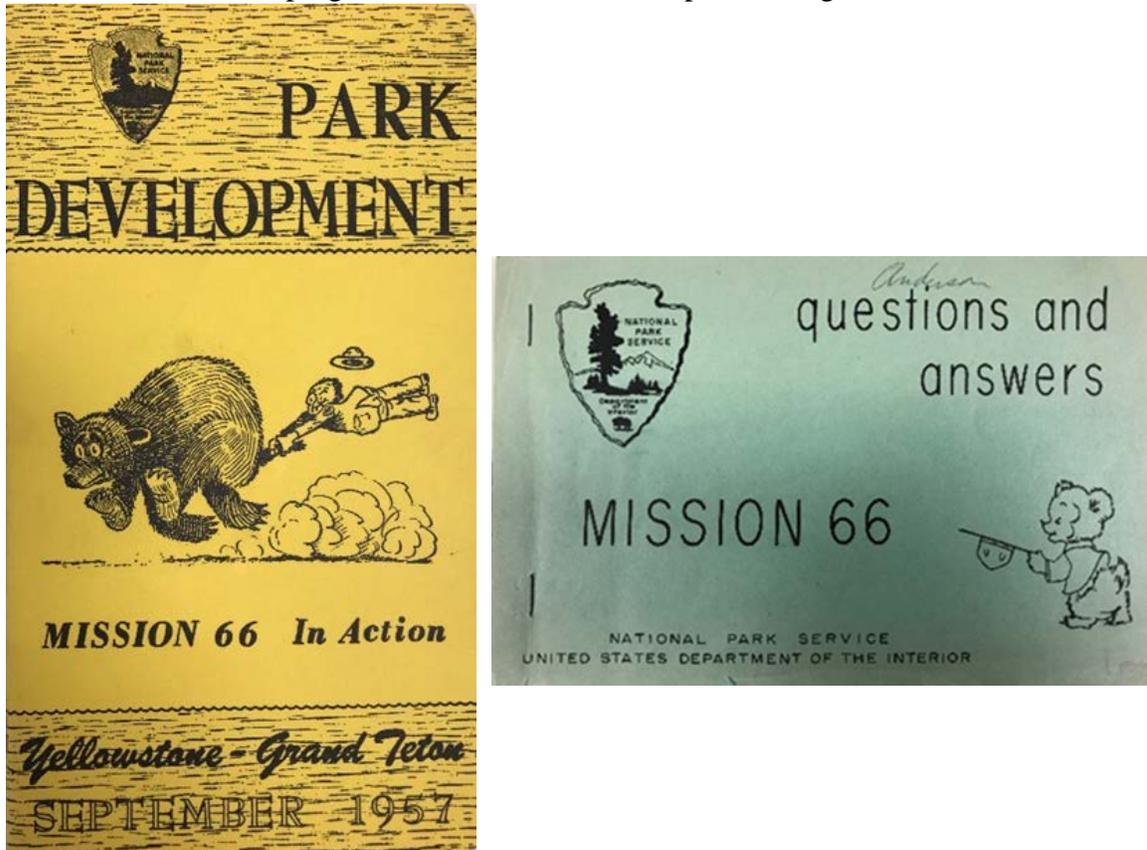


Figure 2.4 Park Mission 66 booklets handed out to Park visitors. The use of cartoon bears could be to appeal to families visiting, ensuring that the message goes home long after the Park visit is over.

Letters to the editor appeared in newspapers across the nation, courtesy of talking points mentioned in newspaper articles and handouts. On visits to Parks, visitors were given booklets touting the progress of Mission 66 in improving conditions at Parks. Part of the

¹³ National Park Service, "Mission 66 Progress Report.," October 1963, 23, Drawer 3, Folder 74, Timucuan Ecological and Historic Preserve, Resource Management Record Collection.

strategy in getting the public involved in the progress of Mission 66 was the idea that the general public would feel invested in the Parks, and therefore act as conservators.

At the end of the ten-year window, Mission 66 was over. Eventually costing over \$900 Million, the initiative would prove to be a massive success in greatly improving infrastructure in Parks across the Nation and reenergizing the Park Service. Of all that was accomplished during Mission 66, the most visible aspect and enduring legacy was to be the Visitor Center – a term coined during Mission 66 by Director Conrad Wirth. Combining the functions of “museum-administration buildings, park headquarters, and public-use building”,¹⁴ the Visitor Center would turn into the focal point of any Park visit. Noting the lack of Visitor Centers previously had led to visitors “driv[ing] aimlessly about the parks without adequate benefit and enjoyment from their trips” the addition of Visitor Centers to direct and help visitors more efficiently would lead to a trip where they could “reap the full benefit of their investment in the National Park System.”¹⁵

Across the Park Service, over one hundred Visitor Centers would be built. Within the NPS’ Southeast Region¹⁶ nineteen Visitor Centers were built. Differing in style from their antecedents built during the CCC era, the new Visitor Centers took on a more modern look than anyone had ever seen before.

¹⁴ Conrad L. Wirth, “Visitor Centers; Park Roads.,” February 10, 1956.

¹⁵ National Park Service, *Mission 66: To Provide Adequate Protection and Development of the National Park System for Human Use.*, 29.

¹⁶ Louisiana, Mississippi, Tennessee, Kentucky, N. Carolina, S. Carolina, Georgia, Florida, Puerto Rico, and the U.S. Virgin Islands.

CHAPTER III

PARKITECTURE AND BEYOND

“Parkitecture” – or more formally called “National Park Service Rustic” – refers to a style of architecture which is most identifiable with National Parks. Because the vast



Figure 3.1 Examples of Parkitecture at Crater Lake (top) and Grand Canyon (bottom). Two different environments, yet easily identifiable as Parkitecture. Courtesy of the Library of Congress HABS Collection.

majority of early National Parks were out West, buildings evoked images of life on the frontier. Early examples of buildings in Parks relied on the use of natural materials such as heavy timbers or rocks to blended in as much as possible with the surrounding landscape. Initially this was unplanned, as “government buildings usually were limited to primitive, vernacular expressions of facility need. Crude frame shacks, log cabins, or tent

frames usually sufficed”.¹⁷ What really led to the style catching on in the public’s imagination was when railroad companies (then the primary method of travel to and from parks, and also the main concessionaires) began to see rustic architecture as a selling point – a return to nature and the exoticness of the wilderness. In contrast, the Park Service was less worried about a return to nature, but of being part of the nature to begin with. In fact, the tenants of Parkitecture were defined with the 1935 publication of *Park Structures and Facilities* which acted as a design handbook for the Park Service. In it, rustic architecture is exemplified by native materials and that the “avoidance [of] oversophistication, gives the feeling of having been executed by pioneer craftsmen with limited handtools...achiev[ing] sympathy with natural surroundings, and with the past.”¹⁸ Ethan Carr’s book *Mission 66: Modernism and the National Park Dilemma* succinctly describes Parkitecture as less historic or vernacular in nature, but as “an invocation of mythic historical themes.”¹⁹

Modernism and the Federal Government

The style that would take over after World War II was anything but sympathetic with the past. Growth in construction after the war had led to an emphasis on speed, efficient use of space and movement, and cheaper materials. The use of prefabricated elements – where concrete, steel, and glass were predominant – went hand in hand with

¹⁷ William C. Tweed, Laura E. Soulliere, and Henry G. Law, “Rustic Architecture: 1916-1942.” (Division of Cultural Resource Management, Western Regional Office - National Park Service., February 1977), pt. 1, https://www.nps.gov/parkhistory/online_books/rusticarch/introduction.htm.

¹⁸ Tweed, Soulliere, and Law, pt. 5.

¹⁹ Ethan Carr, *Mission 66: Modernism and the National Park Dilemma*. (Amherst, MA: University of Massachusetts Press, 2007), 134.

that emphasis on speed of construction in the post-war building boom. Modernism, which was meant to take advantage of these new technologies, had already become common in America, with many of the new architects were well versed in its precepts. In fact, many of the influential architects of the Modernist movement had already been sowing the seeds of Modernism in the United States. Architects such as Walter Gropius and Ludwig Mies van der Rohe had emigrated to the United States before World War II, and had firmly established themselves as influential figures due to their involvement in teaching (Gropius at Harvard, van der Rohe at Illinois Institute of Technology in Chicago).

Modernism contrasted with Parkitecture in nearly every single stylistic element; in terms of form (emphasis on smooth lines), materials (steel, glass, and especially concrete), and most importantly for the Park Service - ability to blend in with natural surroundings through natural materials. Without the CCC to provide manpower for the labor-intensive construction which was part and parcel of Parkitecture, the advantages of Modernism made it a natural, if necessary, choice. In fact, given the problems that the Park Service was facing when Mission 66 was approved (the need to build quickly and cheaply to support larger crowds), it is somewhat of a surprise that there was some resistance when faced with the Modern style. While accepting of the advantages that Modernism offered for Mission 66, there was still some heed paid to the traditional ideal of trying to stay unobtrusive in the surrounding environment.²⁰ New Mission 66 Visitor Centers tended to be single level, low slung buildings to stay out of the skyline as much

²⁰ Frank Lloyd Wright had a restaurant design Yosemite rejected on the grounds it was there to be seen.

as possible. Because newer park plans called for the efficient movement of cars, it was found that it was more convenient to place Visitor Centers near entrances as opposed to deeper in the park to, thereby allowing them to be an integral part of the “overall park circulation plan, in order to efficiently intercept visitor traffic.”²¹ This had the added benefit of not necessarily having to blend in perfectly with the environment, but to eventually fade into the background both literally and figuratively as visitors moved further into parks. With the design of the new Visitor Center at the Wright Brothers National Memorial in Kill Devil Hills, NC, a new factor was introduced to Mission 66 Visitor Center designs – thematic inspiration. The 1962 Ad Hoc Committee on Federal Office Space encouraged the use of “design[s] that reflected...’dignity, enterprise, vigor” through the *Guiding Principles for Federal Architecture*.²² Because the Wright Brothers site was tied to a singular event – the first powered flight – and not a landscape, the Visitor Center there took inspiration from the “enterprise” of flight. The most prominent features are the extensive use of glass to provide an open and airy feeling, and the wing-like concrete dome (Figure 3.2). In fact, using the thematic approach allows visitors several interpretations of a visitor center, each of them in some way tying into their location without blending in. The visitor center at Great Falls Park in Virginia can evoke either the rapids and falls of the Park, or the locks that are part of the canal system (Figure 3.3). Cape Cod National Seashore’s visitor center (Figure 3.4) is reminiscent of

²¹ Sarah Allaback, *Mission 66 Visitor Centers: The History of a Building Type*. (Washington, D.C.: National Park Service, 2000), 25.

²² Judith H. Robinson and Stephanie S. Foell, *Growth, Efficiency, and Modernism: GSA Buildings of the 1950s, 60s, and 70s*. (Washington, D.C.: Office of the Chief Architect, General Services Administration., 2003), 6.

the cupolas of lighthouses in the area. In each case, buildings that are drastically different from the natural landscape that surrounds them, still “fit in” with the overall theme and purpose of the Park.

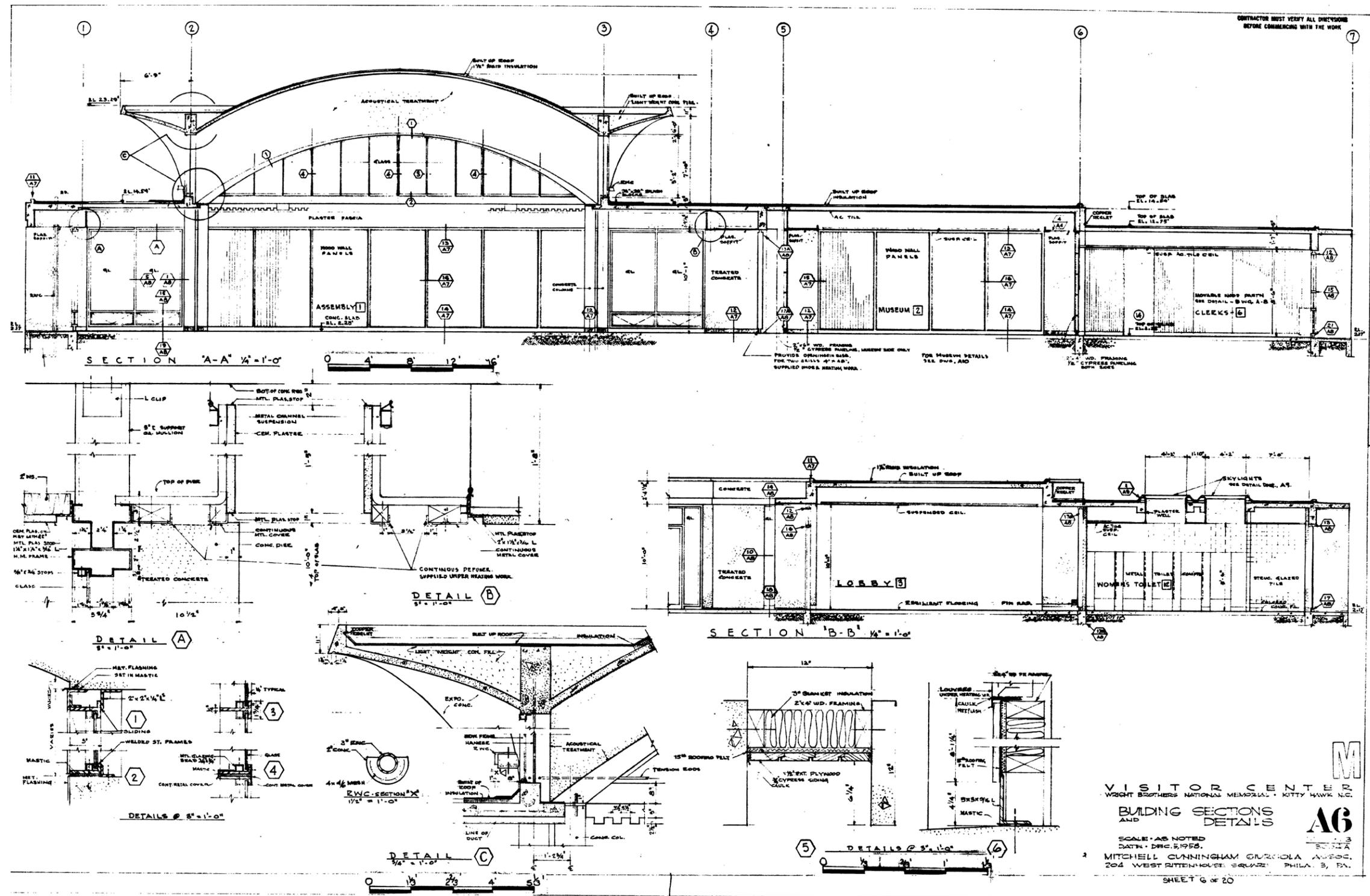


Figure 3.2 Wright Brothers National Monument Elevation. Courtesy of Electronic Technical Information Center (ETIC), Denver Service Center, National Park Service.

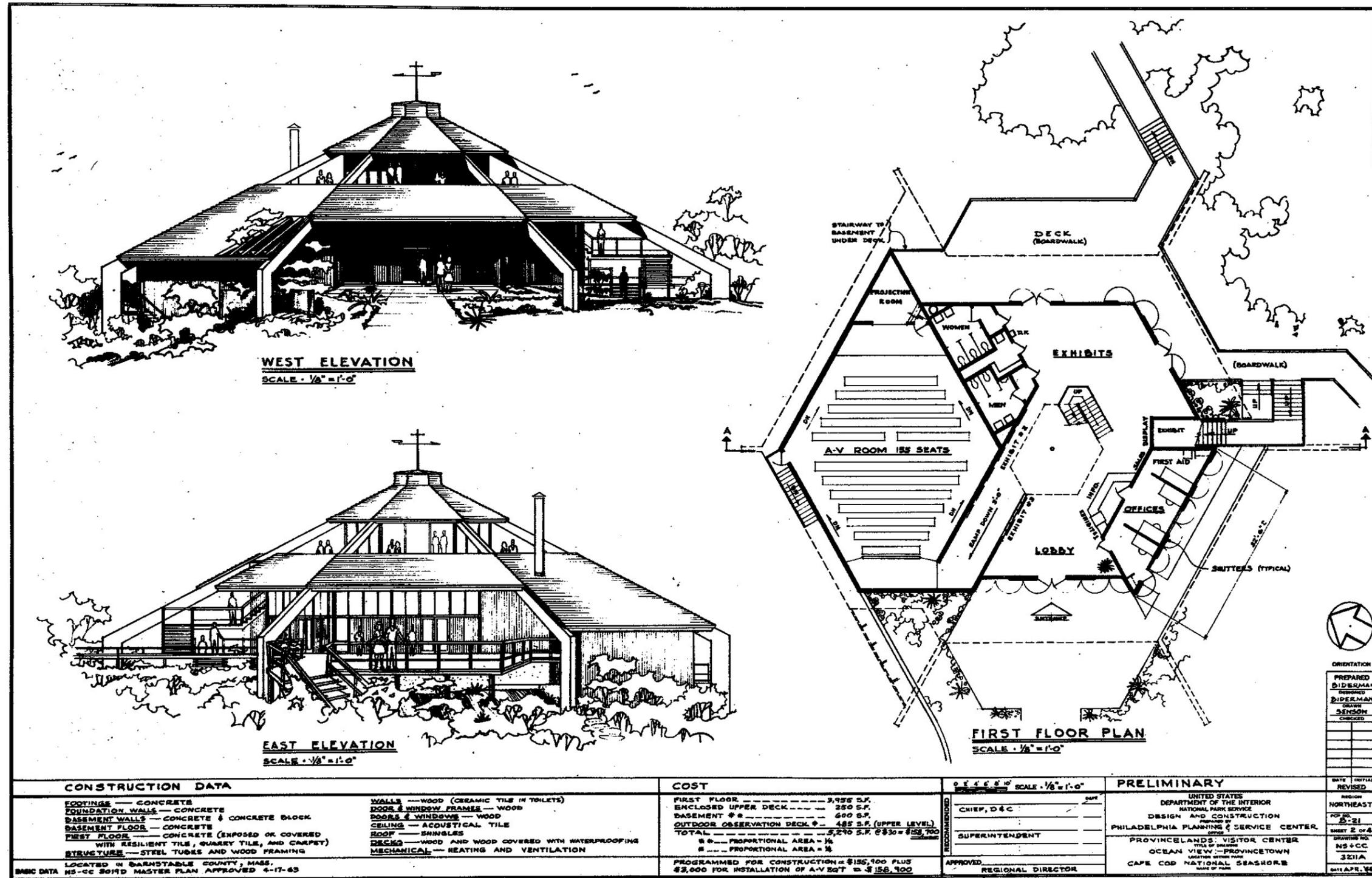


Figure 3.4 Cape Cod National Seashore Visitor Center Renderings. Courtesy of ETIC, Denver Service Center, National Park Service.

CHAPTER IV

METHODOLOGY

Introduction

As Mission 66 Visitor Centers edge closer to the 50-year mark for eligibility for protections as historic structures, the question is raised whether or not they should be. Given that at the end of Fiscal Year 2017 (September 30, 2017) the National Park Service maintenance backlog was nearly \$12 Billion dollars, the question is whether the sensitive (to historic integrity) upkeep of Mission 66 buildings would prove to be a burden on the already thin resources of the National Park Service. Conventional wisdom holds that buildings that are older generally require more maintenance than their modern counterparts. By comparing two different types of Visitor Centers – one with retained historic integrity, and one that has undergone capital improvements – the expectation is that there is a difference in upkeep costs.

The Data

The time span selected was 1992-2016, using Hurricanes Andrew and Matthew as the bookends. This would allow insight into the maintenance and repair process from an administrative and budgetary aspect. The initial plan was to use documents available in unit²³ archives, to make comparisons between maintenance and repair costs for Mission 66 Visitor Centers and post-Mission 66 visitor centers, which would include Mission 66

²³ A “unit” is an administrative area managed by the National Park Service. This consists of all areas regardless of type (National Park, National Historic Site, National Monument, etc.). See <https://www.nps.gov/aboutus/national-park-system.htm> for an entire listing of units and types.

visitor centers which had undergone some sort of modification that would remove eligibility for the National Register of Historic Places. The types of documents that would prove valuable were maintenance and budget reports, receipts for work completed, and progress reports.

Depending on the type of maintenance work carried out at visitor centers, some

actions were rejected as being outside the scope of this research. Such an example would be re-paving of the visitor center parking lots or repairing sidewalks. While obviously vital to the operability of a visitor center in servicing visitors, they are not vital to a building's integrity – either structurally or from a preservation point of view. If maintenance was critical to the structure's use as a visitor center or could undermine historic integrity with regards to any potential future entry into the National Register of Historic Places, that was judged on a case by case basis.

Customer satisfaction surveys were all drawn from the NPS's Integrated Resource Management Application's (IRMA) Data Store.²⁴ Customer surveys from 1998-2017 are available for all units. Of special significance in the surveys is a portion where visitors



Figure 4. 1.. Portion of Visitor Survey Card with Visitor Center response data.

²⁴ <https://irma.nps.gov/DataStore/>

rate the quality of the visitor center on a five-point scale (Very Good, Good, Average, Poor, and Very Poor). Without knowing the specifics on how the surveys were conducted (if the survey takers were a representative sampling of all unit visitors, etc.) or if they are statistically significant, there is some trepidation in using the survey results. However, since the NPS considers them a valuable tool to take the pulse of the public, the results are usable in the scope of this work.

The Mechanics

Once all the relevant numbers were collated, they were entered into an Excel spreadsheet by unit. I felt that a good metric for "value" is related to how much use a visitor center gets from visitors. Again, IRMA was sourced for official unit visitor numbers. Although there are no specific visitation numbers for visitor centers specifically (numbers are for total visitors to a location), it can be generally assumed that any visitor to a unit will stop at a visitor center to find out about events occurring, tips for specific interest (birdwatching, hiking, etc.), learn through displays or films, spend time in the gift shop, or even simply just to use the restrooms.

Dollar amounts spent was linked to the total number of visitors, both by year and for the entirety of the period researched. To quantify the linkage, the number of dollars spent per visitor would be the most relevant statistic, followed by number of visitors serviced by a visitor center per dollar. Although expenditures obviously happen in full dollar or cents amounts, to fully see differences in spending relationships between Mission 66 and non-Mission 66 visitor centers, the dollar values are carried to three significant figures.

This is particularly helpful when applied to dollars per visitor numbers. Once all the relevant numbers were collected, they were graphed as individual units. Visitor survey data was compared to any repair work done on visitor centers to establish if public satisfaction was linked to any work done during that year. A final head to head composite comparing Mission 66 and non-Mission 66 on one worksheet was created.

Site Selection

The geographic area selected for this study is the National Park Service’s (NPS) South-East region, and more specifically the coastal areas of that region. The selection of coastal areas was because there was a more likely chance of storm damage or a harsh maritime environment which would necessitate greater maintenance needs than visitor centers in inland areas. Initially, this allowed a potential of fifteen NPS units to study (with five Mission 66 visitor centers in the grouping) in four states.

<i>North Carolina</i>	<i>South Carolina</i>	<i>Georgia</i>	<i>Florida</i>
Wright Brothers	Ft. Sumter ²⁵	Ft. Pulaski	Timucuan ²⁶
Ft. Raleigh		Ft. Frederica	Castillo San Marcos
Cape Hatteras		Cumberland Island	Ft. Matanzas
Cape Lookout			Canaveral
			Biscayne
			Everglades
			Dry Tortugas

Table 4.1 Initial list of potential sites. Units with Mission 66 visitor centers are in **bold**.

²⁵ Forts Sumter and Moultrie are part of the same administrative unit, although each has their own visitor center.

²⁶ Timucuan also includes Ft. Caroline and Kingsley Plantation sites. There is a shared visitor center for Timucuan and Ft. Caroline, while Kingsley has its own. Specifics are discussed in the Timucuan section of this thesis.

I determined that a good sample size would consist of eight to ten units, equally split in numbers of visitor centers that were Mission 66 and not. Ideally, the selected units would be of similar in size and scale of use in order for more realistic comparisons. Units also needed to be those which would see heavy visitor use of visitor centers. For that reason, units tied to specific sites or events were preferable – the thinking being that would guarantee a stop at a visitor center and some extended use of it (displays, films, gift shops, etc.).

To more effectively manage the number of visitor centers to be studied, some further criteria were needed in order to balance both time factors and logistical issues for archival visits at each unit. Dry Tortugas and Fort Matanzas were eliminated as the visitor centers are (or are in) buildings listed on the National Register of Historic Places. Castillo San Marcos does not have a visitor center to speak of, just a check-in kiosk where visitors pay fees and get information. Both Biscayne and Canaveral were eliminated for more difficult reasons. Because of the type of unit that they are – National Seashores – it was decided that visitor use of the visitor centers would not be as heavy as those of other units. Both units are heavily used by boaters, so the assumption is that very little interaction or use would happen with visitor centers. Cape Lookout was eliminated because of its proximity to the more well-known Cape Hatteras area. After the eliminations, there were nine units left with eleven visitor centers. Two units (Everglades and Ft. Sumter) each had two visitor centers. Because Everglades had both a Mission 66 visitor center and a post Hurricane Andrew, each visitor center would be counted separately. Ft. Sumter was to be dealt with by picking whichever unit had more relevant

information available in their archives. If both Sumter and Moultrie had good data sets, then each would count separately as a non-Mission 66 visitor center.

Units with Mission 66 VISITOR CENTER	Units with non-Mission 66 VISITOR CENTER
Wright Brothers (WRBR) – North Carolina	Cape Hatteras (CAHA) – North Carolina
Fort Raleigh (FORA) – North Carolina	Fort Sumter (FOSU) – South Carolina
Fort Pulaski (FOPU) - Georgia	Cumberland Island (CUIS) - Georgia
Fort Frederica (FOFR) - Georgia	Timucuan (TIMU) – Florida
Everglades (EVER) - Florida	Everglades (EVER) - Florida ²⁷

Table 4.2 Penultimate Selection List

Problems Encountered

As previously noted, since this research was to rely on archival documents, the largest problem encountered was the fact that repair/rehabilitation work related materials are not required to be archived. This is because they are not considered to either be “Mission Critical” or “Vital Records”. The criteria for those categories are “most necessary for fulfillment of the NPS mission” and “essential to the functioning of an organization

²⁷ Everglades has two visitor centers – Flamingo which is Mission 66, and Ernest Coe which replaced a Mission 66 visitor center destroyed during Hurricane Andrew.

during and right after an emergency”, respectively.²⁸ Because the documents needed for this thesis did not fall under either category, they were considered temporary in nature and could be subject to purging – either at three or five years, depending on the type of the maintenance work done.²⁹ An additional factor may have been another document that outlines information and archival policies. The guiding principles for the running of the NPS are found in the *Management Policies 2006: The Guide to Managing the National Park System*³⁰ regulation. Under Section 1.9.2.1 (Information Sharing), the Guide states that while “[m]ost information shared with the public is presumed to be in the public domain, and therefore available to anyone who is interested. *The only exceptions to information sharing are where disclosure could jeopardize specific park resources or donor agreements or violate legal or confidentiality requirements*”³¹ (italics added). Because of this, it might have been broadly interpreted that any information associated with work done on a building could fall under protecting park resources.³² In the end, the majority units that were contacted did not have the relevant documents in their archives. Attempts were also made to contact Facility Management Software System (FMSS) specialists to get information on maintenance histories. FMSS is a central database

²⁸ Robert Stanton, “Director’s Order #19: Records Management.” (National Park Service, January 17, 2001), <https://www.nps.gov/policy/DOrders/DOrder19.html>.

²⁹ National Park Service, “NPS Records Disposition Schedule: NPS-19_Appendix_B_(Rev._5-03).Pdf” (National Park Service, May 2003), 13, [https://www.nps.gov/training/tel/Guides/NPS-19_Appendix_B_\(Rev._5-03\).pdf](https://www.nps.gov/training/tel/Guides/NPS-19_Appendix_B_(Rev._5-03).pdf).

³⁰ National Park Service, *Management Policies 2006: The Guide to Managing the National Park System*. (Washington, D.C.: National Park Service, 2006).

³¹ *Ibid*, 24.

³² When requesting copies of building plans, they had to be cleared for release

which keeps track of all maintenance requests and their status. This would have been an invaluable tool to use, but its use is restricted to NPS employees only.

Fortunately, two units did keep extensive maintenance budget related items in their archives – Fort Pulaski and Timucuan - and these became the units that are the focus of this thesis. Despite only having a small sample size when compared to the initial list of potential sites, these two units provided an interesting contrast as Fort Pulaski is an original Mission 66 visitor center, and Timucuan was originally a Mission 66 visitor center (then known as Fort Caroline), which underwent modifications during the 1970s and again in the 2000s. While records were generally comprehensive and thorough – there is always the possibility that something might not have made it into the archives - where items such as work orders or invoices were not available, some detective work was needed. Superintendent Annual Reports³³ are annual narrative reports of events occurring in units (ranging from employee training topics, visitor issues, educational initiative, community partnerships, etc.), and these proved to be a vital resource when trying to examine what type of major repair work was conducted during the year. There is a variance in the amount of information put into a report depending on the unit (or even person) putting the report together. In some years, the reports put specific projects and costs, while others were less descriptive and simply outlined the total amount spent unit wide. Unfortunately, in 2013 the NPS made what had been mandatory Annual Reports,

³³ The nomenclature changes from time to time and even by unit, but they all cover the same items.

voluntary. As such, reports have all but disappeared across the Service as other priorities of work have taken over.

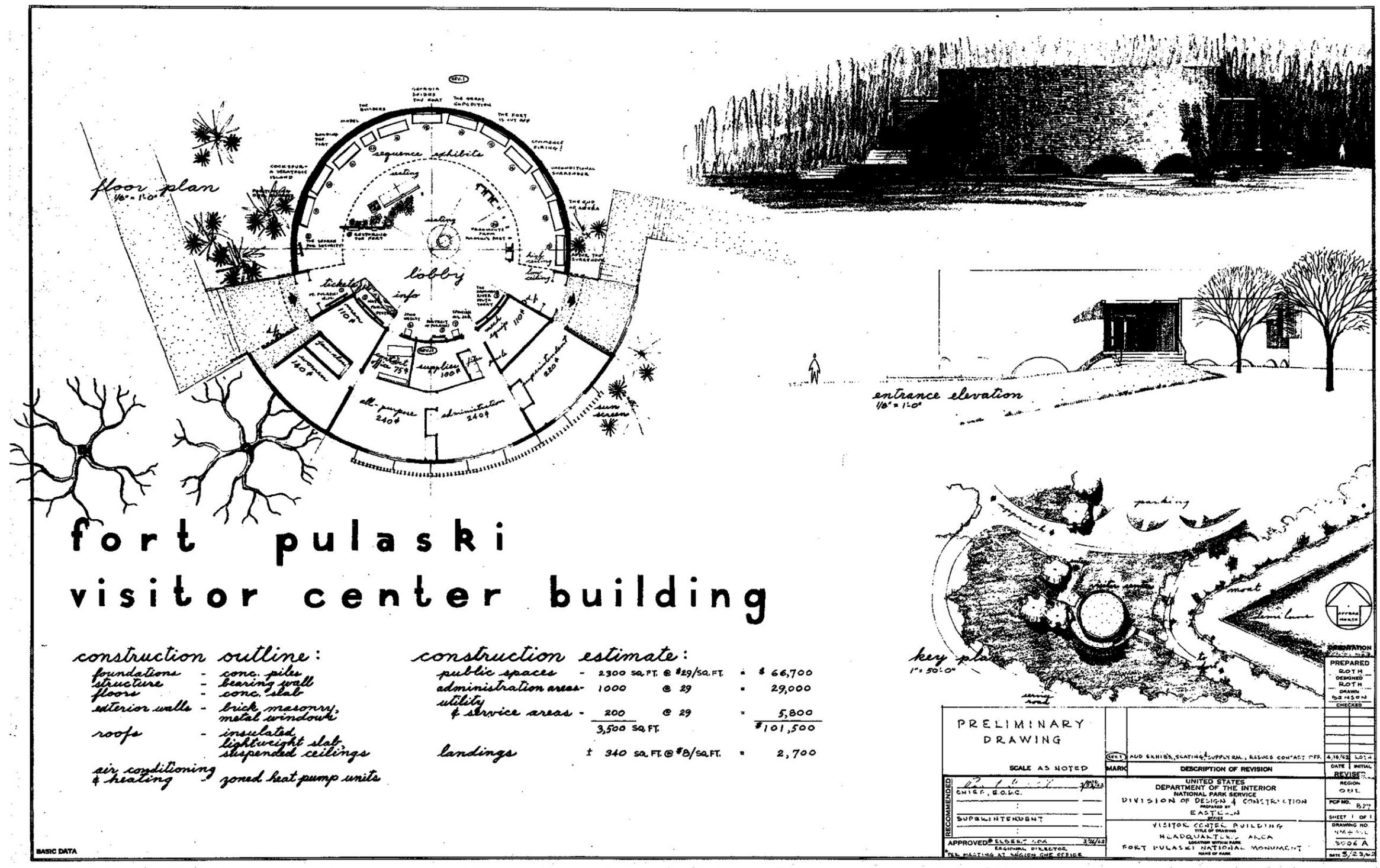


Figure 5.1 Original Renderings of Fort Pulaski National Monument Visitor Center. Courtesy of ETIC, Denver Service Center, National Park Service.

CHAPTER V

CASE STUDY: FORT PULASKI NATIONAL MONUMENT (FOPU)

SAVANNAH, GA

MISSION 66 - INTACT

A Brief History

Fort Pulaski is named after the Polish cavalryman Casimir Pulaski, who volunteered his services to the American cause during the American Revolution and served during the Siege of Savannah. Originally started as a part of the United States' "Third System of Defence" forts to protect port cities on the Eastern seaboard, the construction of the fort dragged out nearly two decades. Plans were initially drafted in 1828, but construction on the fort would not be completed until 1847.³⁴ During the Civil War, the fort changed hands twice – occupied by the Georgia militia at the outbreak of the war, and then recaptured by Union troops a year later – with the most prominent role being the blockading of Savannah by Union troops after the recapture. The post saw various levels of manning and construction during the post-Civil War period, but for the most part Fort Pulaski was relegated to having only a caretaker. By 1915, the War Department had decided to transfer responsibility of the fort to the Department of the Interior. World War I slowed that transfer down, and it was not until 1924 that the fort was officially named a National Monument.³⁵ Improvements during the CCC and PWA eras involved mainly landscaping (clearing and draining land) and electric and restroom

³⁴ J. Faith Meader, "Fort Pulaski National Monument Administrative History." (Atlanta, GA: Cultural Resources Division, Southeast Regional Office - National Park Service, 2002), 7.

³⁵ Ibid, 19.

installment. It was not until Mission 66 that the park would get plans for a Visitor Center to replace the office inside one of the casements of the fort.

Description

The Fort Pulaski visitor center is a cylindrical brick building with a flat roof which drew inspiration from Eero Saarinen's³⁶ Kresge Chapel at the Massachusetts Institute of Technology.³⁷ In keeping with the aspirational goals of Mission 66 design, the use of brick is a strong tie-in to the massive brick structure that is the fort. To more

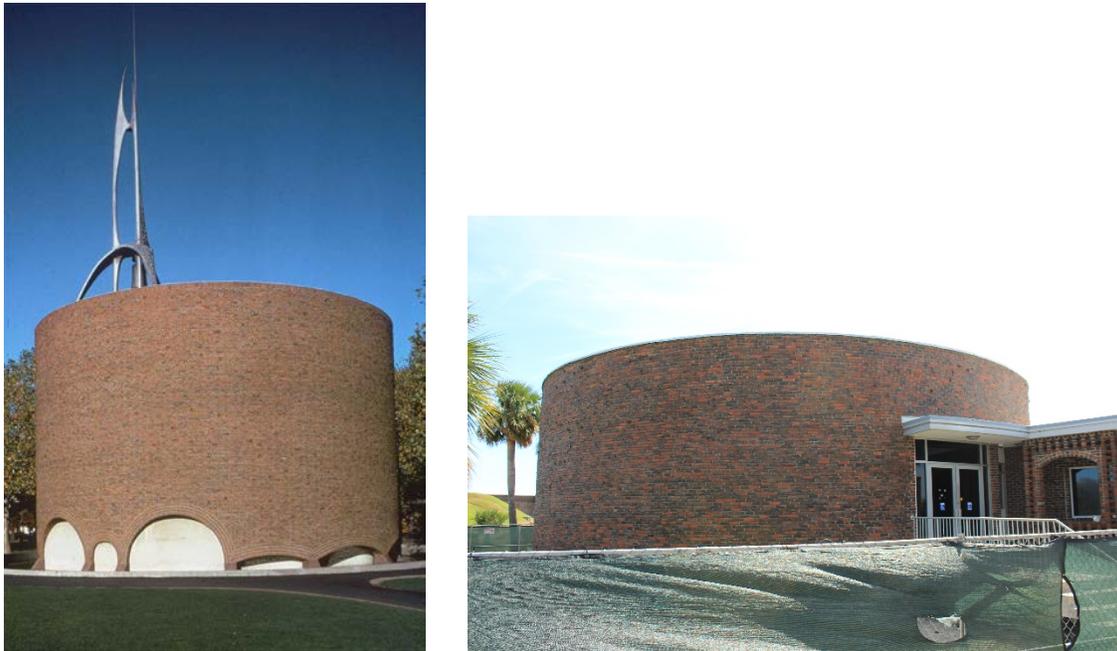


Figure 5.3 Kresge Chapel (L) and Ft. Pulaski visitor center (R). The visitor center is fenced off to assess and repair damage suffered during a tornado. Kresge Chapel photo courtesy of the Library of Congress, Visitor Center is author photo.

³⁶ This is not the only tie Saarinen had with the NPS, as he designed the “Gateway to the West” arch in St. Louis, Missouri.

³⁷ Meader, “Fort Pulaski National Monument Administrative History.,” 30.

closely resemble the site it represents, initial color and texture specifications of the bricks were created from one of the fort's bricks taken from the foundation.³⁸ Further color selections during correspondence in the initial planning stages make references to the color of the women's dormitory at the University of Pennsylvania in Philadelphia which was another of Saarinen's buildings.³⁹ The only external feature (originally) which was non-brick was the use of angular metal sunshades on the rear of the building, relative to the entrance.

³⁸ "Correspondence Related to Designing the Fort Pulaski Visitor Center.," 1963 1960, Box 53, Folder 22, Resource Management Records Collection, Fort Pulaski National Monument. April 17, 1962.

³⁹ "Correspondence Related to Designing the Fort Pulaski Visitor Center.," Oct. 19, 1962.



Figure 5.4 Comparison of brickwork at Ft. Pulaski. Visitor Center (top), and inside one of the fort's casements. (bottom). Author photos.

Summation of Repair and Rehabilitation Work

There have been three major periods of repair of rehabilitation work on the visitor center building. Prior to any renovation work done, studies were conducted to determine how changes would impact the historic integrity of the building. In each case, it was determined that work would have little to no long-term impact in terms of the building's future eligibility for the National Register. In 1995⁴⁰ and 2003⁴¹, both the roof and the interior of the visitor center were repaired and renovated. The roof suffered from leaking both times, while the renovations were to improve both work areas and exhibit spaces so as to improve the visitor experience. The other major work done to the visitor center was in 2000, with the installation of an Americans with Disabilities Act (ADA) compliant entrance. This consisted of building a wheelchair accessible ramp to the main entrance, and replacing the old doors with those that could accommodate wheelchairs.⁴² While making the visitor center

⁴⁰ "Correspondence Related to the 1995 Rehabilitation of Fort Pulaski Visitor Center.," 1996 1995, Box 53, Folder 13, Resource Management Records Collection, Fort Pulaski National Monument.

⁴¹ "Correspondence Related to the 2003 Rehabilitation of Fort Pulaski Visitor Center.," 2003, Box 53, Folder 11, Resource Management Records Collection, Fort Pulaski National Monument.

⁴² "Correspondence Related to the Installation of ADA Compliant Entrance at Fort Pulaski Visitor Center.," 2000 1999, Box 53, Folder 9, Resource Management Records Collection, Fort Pulaski National Monument.

Facility-Mgt. TEL: 408-331-4360 May 19 10:56 No.001 P.C

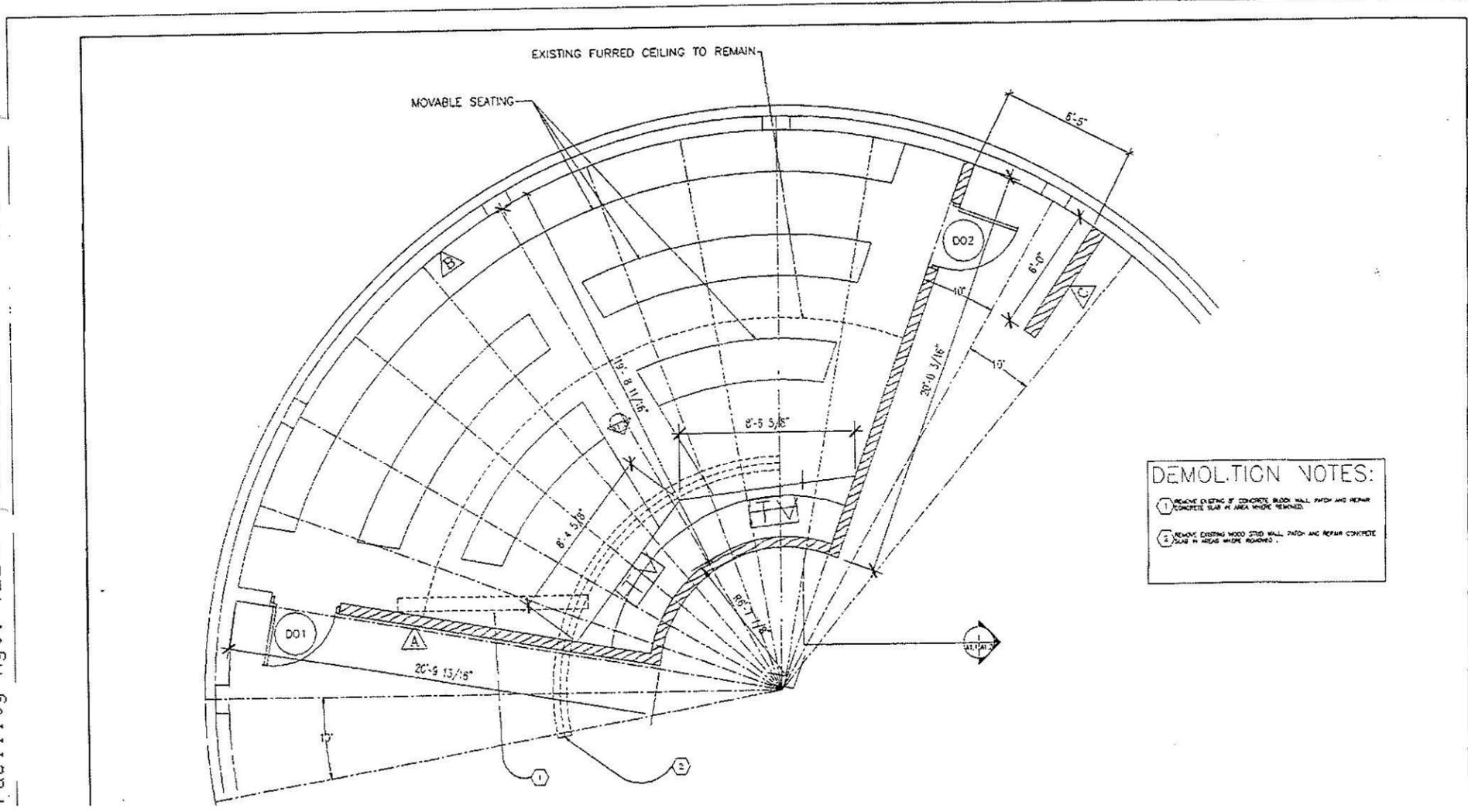


Figure 5.5 2003 Ft. Pulaski Floorplan Detail. Courtesy of Resource Management Records Collection, Fort Pulaski National Monument.

Georgia Department of Natural Resources

Historic Preservation Division

Lonice C. Barrett, Commissioner

W. Ray Luce, Interim Division Director and Deputy State Historic Preservation Officer
500 The Healey Building, 57 Forsyth Street, N. W., Atlanta, Georgia 30303
Telephone (404) 656-2840 Fax (404) 651-8739

February 2, 1999

FORT PULASKI
NATIONAL MONUMENT

FEB 8 1999

Supt _____ Maint _____
 Admin _____ Eastern _____
 Ranger _____ File _____

John Breen
Superintendent
Fort Pulaski National Monument
Post Office Box 30757
U.S. Highway 80 East
Savannah, Georgia 31410

RE: Enhance Assessability--Fort Pulaski
Chatham County, Georgia
HP981105-005

Dear Mr. Breen:

The Historic Preservation Division (HPD) has reviewed the additional information submitted concerning the proposal to enhance accessibility to the Visitor Center/Headquarters Building and the walkway leading to Fort Pulaski, Chatham County, Georgia. Our comments are offered to advise the National Park Service on the effects of this undertaking for compliance with Advisory Council regulations 36 CFR Part 800.

Our review based on the information provided indicates that the proposed project will meet *The Secretary of Interior's Standards for Rehabilitation* and will avoid an adverse effect, as defined in 36 CFR Part 800.9(c). The National Park Service should now notify the Advisory Council on Historic Preservation of this finding of no adverse effect, and submit documentation for its review in accordance with 36 CFR Part 800.8(a).

If we may be of further assistance, please contact Jeffrey L. Durbin, Environmental Review Coordinator, at (404) 651-6546.

Sincerely,



Richard Cloues
Deputy State Historic Preservation Officer

RC:jb

cc: Martha Catlin, Advisory Council on Historic Preservation
Katie Jo Berkshire, Coastal Georgia RDC

Figure 5.6 Clearance letter from the Georgia State Historic Preservation Office, clearing ADA compliant modifications to the Ft. Pulaski visitor center. Courtesy of Resource Management Records Collection, Fort Pulaski National Monument

ADA compliant is not necessarily vital to the structural integrity of the building, not doing so would affect the ability of the visitor center to carry out its desired role, so costs were counted in this analysis. Likewise, the replacement of the HVAC system in 2004,⁴³

Year	Recreation Visitors	Visitor Change
1992	363,979	
1993	344,963	
1994	338,461	-6,502
1995	313,879	-24,582
1996	343,706	
1997	355,040	
1998	361,104	
1999	358,710	
2000	354,900	-3,810
2001	357,953	
2002	354,070	
2003	331,059	-23,011
2004	319,586	-11,473
2005	297,982	
2006	333,378	
2007	317,349	
2008	352,636	
2009	435,661	
2010	416,292	
2011	408,104	
2012	385,751	
2013	374,408	
2014	387,010	
2015	382,945	
2016	344,921	
Total	8,933,847	
Avg./yr	357,354	-13,876

Table 5.1 Attendance numbers for Ft. Pulaski. Periods of renovation are highlighted.

and interior renovations to improve the visitor experience was factored in the same way. There was a 1992 installation of upgraded fire alarms that is problematic. While vital to the use of a visitor center, the archival documentation only has a lump sum cost involved, when the installation involved several other buildings besides the visitor center.⁴⁴ In the end it was decided to count the cost of the entire system as a visitor center expenditure.

Data & Analysis

Data for the analysis was drawn from two main sources. Information on visitor attendance numbers (Table 5.1) and visitor survey results were taken from the IRMA website. One of the first timeframes to

⁴³ “Correspondence Related to the 2004 HVAC Installation at Fort Pulaski Visitor Center.,” 2004, Box 53, Folder 12, Resource Management Records Collection, Fort Pulaski National Monument.

⁴⁴ “Correspondence Related to the 1992 Fire Alarm Installation at Fort Pulaski Visitor Center.,” n.d., Box 53, Folder 19, Resource Management Records Collection, Fort Pulaski National Monument.

examine for attendance trends was the 1996 Summer Olympics in Atlanta. From 1996 to 2002 attendance numbers did rise slightly, before dipping sharply in 2003.⁴⁵ Visitor attendance did not rise significantly until 2008 and has remained above the average yearly attendance for the entire period examined. It is interesting to note that periods of

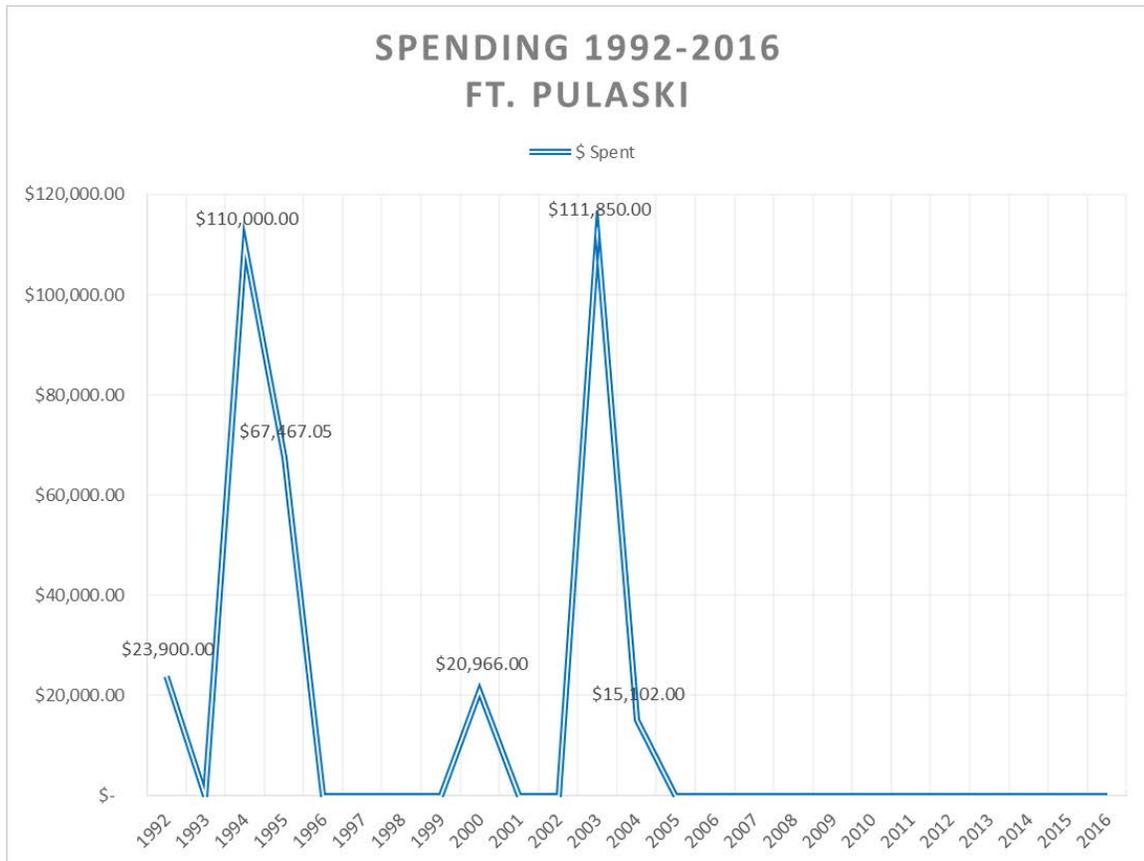


Table 5.2 Spending at Ft. Pulaski.

renovation do see reduced attendance figures, averaging a drop of nearly 14,000 visitors.

To determine the cost breakdown over the period examined, total costs of renovations were tallied up by the year in which they were completed (Table 5.2).

⁴⁵ Due to the proximity of Ft. Stewart and Hunter Army Airfield, both major Army bases, there could be some link to increased deployment levels and reduced attendance levels. Correspondingly, the rise in attendance starting in 2008 coincides with a reduction in overseas deployments.

Year	\$ Spent	
	Total	Per Visitor
1992	\$ 23,900.00	\$ 0.066
1993	\$ -	\$ -
1994	\$ 110,000.00	\$ 0.325
1995	\$ 67,467.05	\$ 0.215
1996	\$ -	\$ -
1997	\$ -	\$ -
1998	\$ -	\$ -
1999	\$ -	\$ -
2000	\$ 20,966.00	\$ 0.059
2001	\$ -	\$ -
2002	\$ -	\$ -
2003	\$ 111,850.00	\$ 0.338
2004	\$ 15,102.00	\$ 0.047
2005	\$ -	\$ -
2006	\$ -	\$ -
2007	\$ -	\$ -
2008	\$ -	\$ -
2009	\$ -	\$ -
2010	\$ -	\$ -
2011	\$ -	\$ -
2012	\$ -	\$ -
2013	\$ -	\$ -
2014	\$ -	\$ -
2015	\$ -	\$ -
2016	\$ -	\$ -
Total	\$349,285.050	Total spent 1992-2016
Avg./yr	\$14,553.544	Annual average 1992-2016
	\$0.039	\$ spent per visitor 1992-2016
	25.58	Visitors served per dollar spent 1992-2016

Table 5.3 visitor center worksheet for Ft. Pulaski.

The costs were then figured out over that year's total attendance figures, to derive a spending/visitors ratio, and vice versa (Table 5.3). Significant figures are carried to three decimal places for dollar values for more precision.

The results show that for every dollar spent on renovation or repair of the visitor center, 25.58 visitors would have benefitted from that work. Reverse the ratio, and for slightly less than four cents (\$0.039) in spending by the NPS, each visitor to Ft. Pulaski benefits from that work.

The final part of data analysis was to examine if there was any correlation between renovation work and the level of satisfaction visitors have with visitor centers. Visitor responses on survey cards are available on the IRMA website (<https://irma.nps.gov/Portal>), and data was tallied from each card (Table 5.4). Because of rounding in the original surveys, all totals may not add up to 100%. While subjective, determination was made that any responses of "Very Good" or "Good" would be combined to create a category called "Positive Response". The feeling is that anything considered by the visitor to be above "Average" still goes towards overall positive responses to a visitor center, the degree of positivity being somewhat irrelevant.

The survey responses were overlaid with the spending graph (Table 5.5) to determine graphically if there was pattern to visitor satisfaction. As expected, satisfaction dropped during periods of renovation, but generally returned to pre-renovation levels. The resulting graph shows a somewhat surprising result that renovations have no discernable effect in the view of the public when asked to reaction to

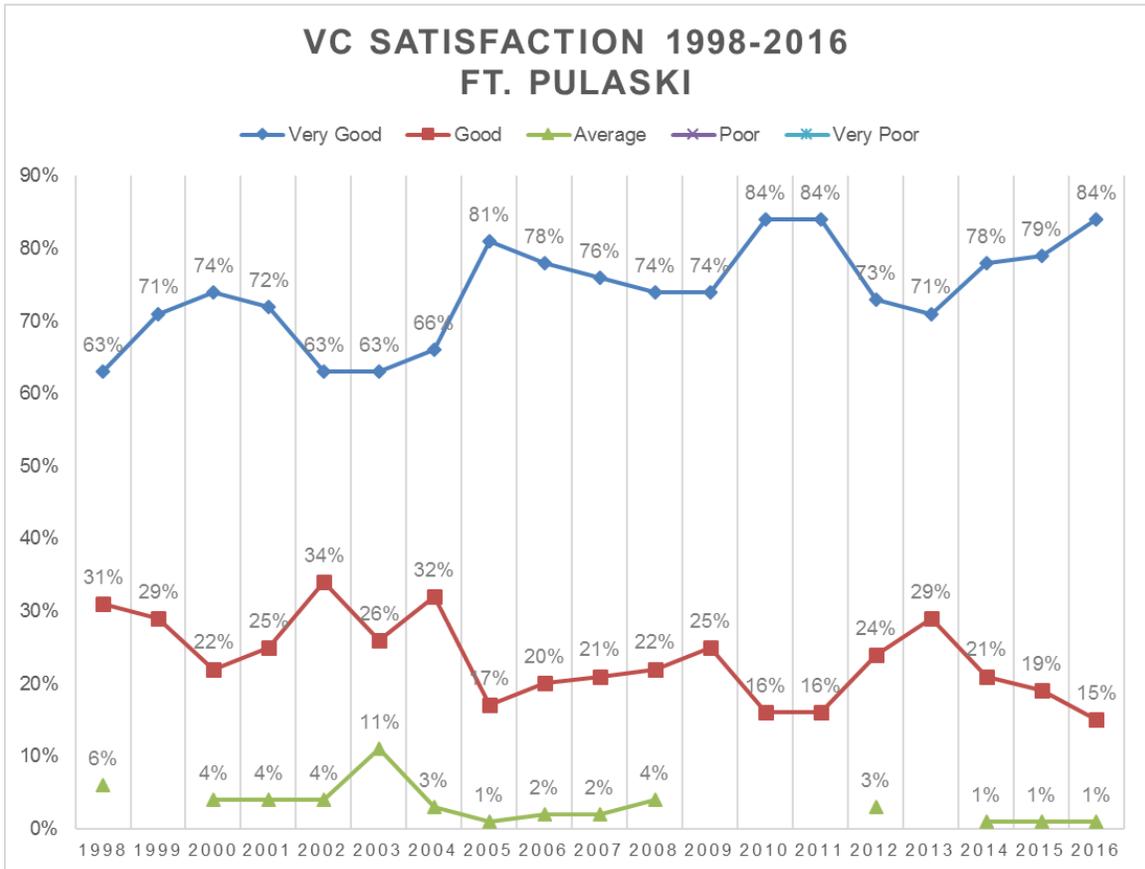


Table 5.4 Ft. Pulaski Visitor Survey Card data responses when asked to rate the Visitor Center.

Visitor Centers. One would have expected that after a major renovation satisfaction would rise markedly, yet for some reason it has not – especially when renovations are done for the purpose of enhancing visitor experiences. This might be a to-do about nothing however, as visitor center satisfaction levels are consistently high.

VC SPENDING & SATISFACTION COMPOSITE 1998-2016 FT. PULASKI

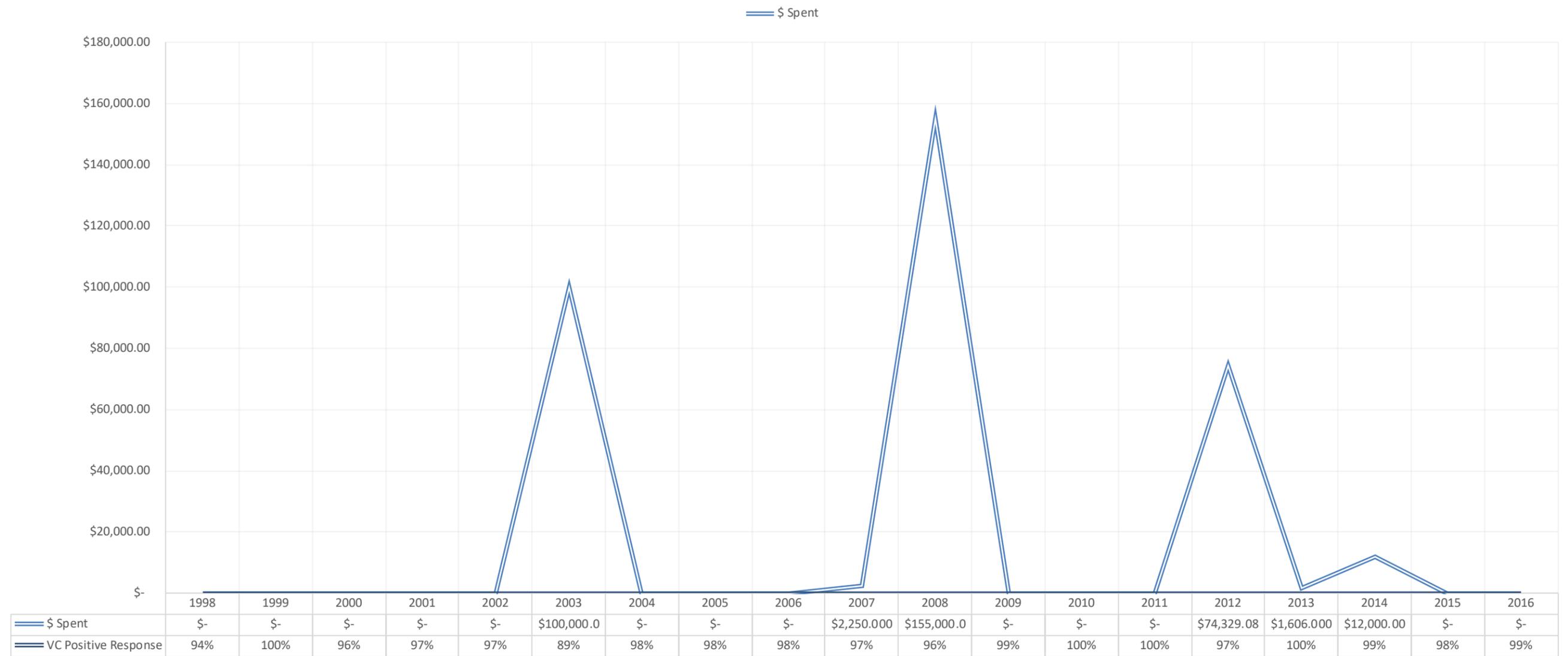


Table 5.5 Ft. Pulaski Composite.

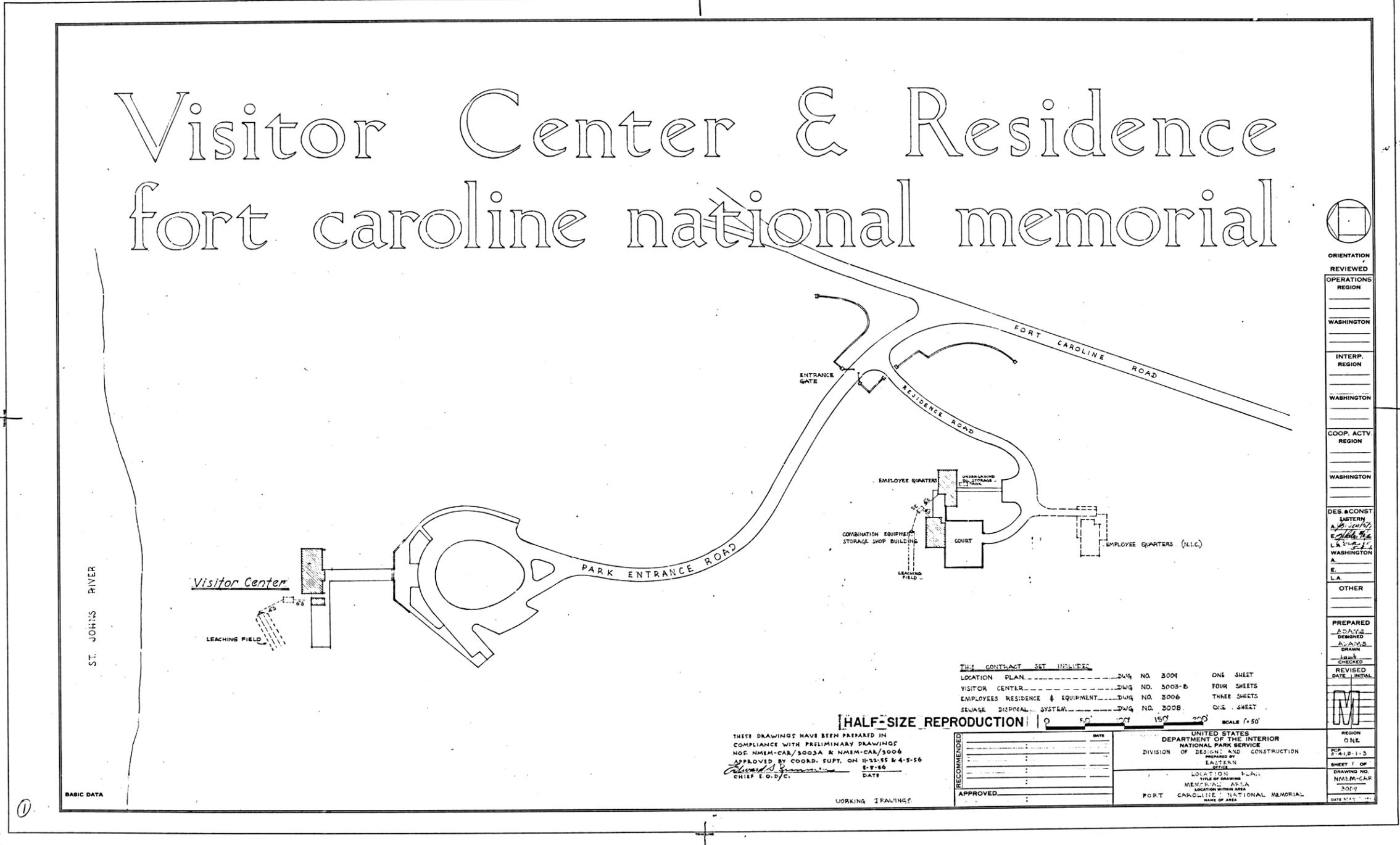
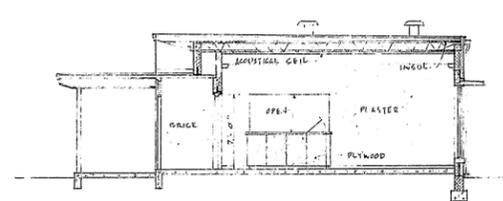
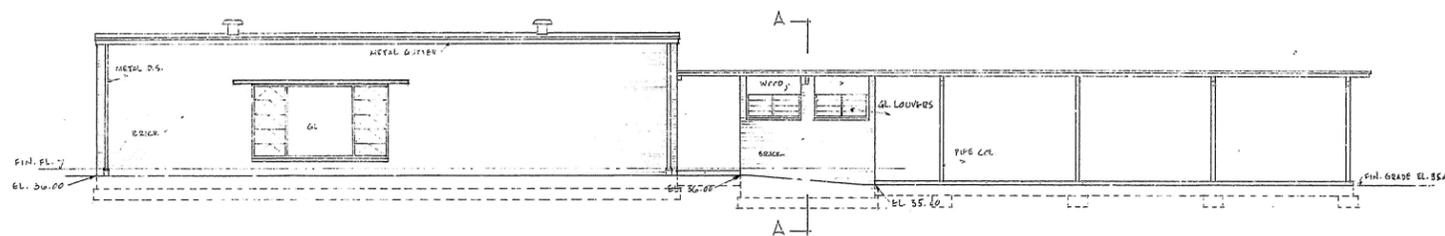


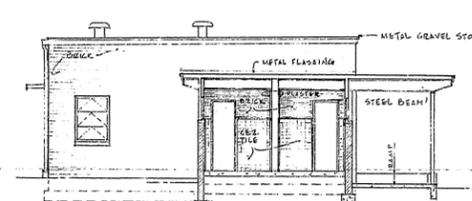
Figure 6.1 Original 1956 general plan view of Ft. Caroline Visitor Center area. This would later become part of the Timucuan Ecological and History Preserve. Courtesy of ETIC, Denver Service Center, National Park Service.



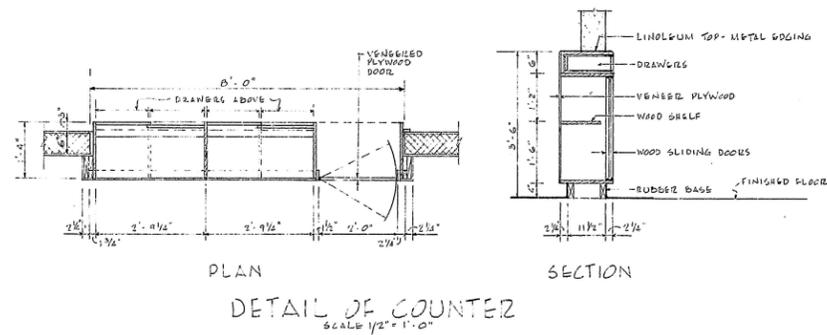
SECTION B-B



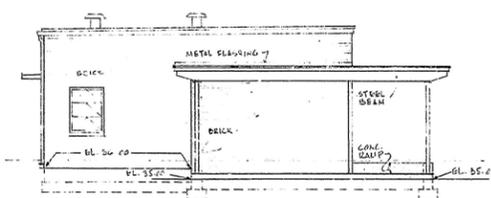
NORTH ELEVATION



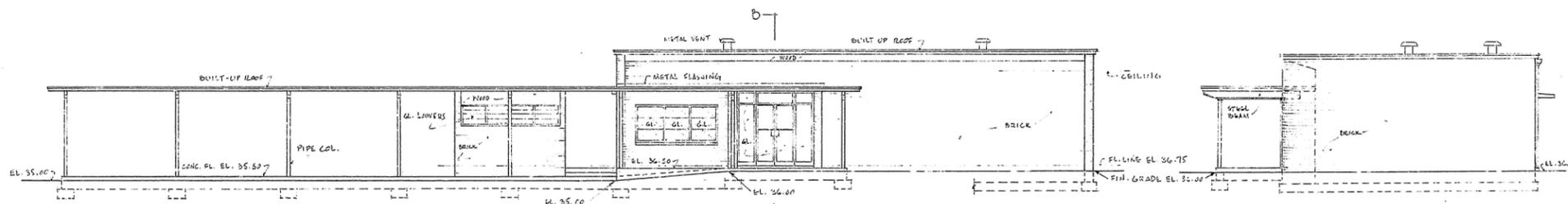
SECTION A-A



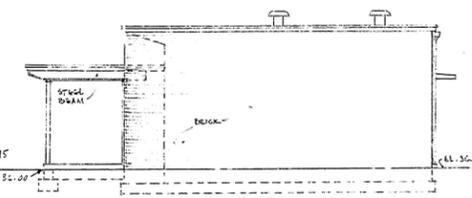
PLAN
DETAIL OF COUNTER
SCALE 1/2" = 1'-0"



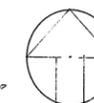
WEST ELEVATION
SCALE 1/8" = 1'-0"



SOUTH ELEVATION
SCALE 1/8" = 1'-0"



EAST ELEVATION
SCALE 1/8" = 1'-0"



ORIENTATION

REVIEWED
OPERATIONS
REGION

WASHINGTON

INTERP.
REGION

WASHINGTON

COOP. ACTV.
REGION

WASHINGTON

DES. & CONST.
EASTERN

A.

E.

L.A.

A.

L.A.

OTHER

PREPARED

L.A.M.E.

DESIGNED

P.J.R.

CHECKED

REVISED

DATE INITIAL

REGION

ONE

PCP

SCALE AS NOTED
UNITED STATES
DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
DIVISION OF DESIGN & CONSTRUCTION

Figure 6.2 Original (1956) Elevations of the Ft. Caroline (later Timucuan) Visitor Center. Courtesy of ETIC, Denver Service Center, National Park Service.

CHAPTER VI

CASE STUDY: TIMUCUAN ECOLOGICAL & HISTORY RESERVE (TIMU)

JACKSONVILLE, FL

MISSION 66 - MODIFIED

A Brief History

Timucuan Ecological & History Reserve is the end result of an amalgamation of several park units. Originally, the park consisted of Fort Caroline, marking the site of the first attempted French colony in the New World in the 1500s. In fact, the area had so many cultural resources in proximity to each other that in 1988 the Timucuan Ecological and History Preserve was created by combining the Fort Caroline site with eight other sites nearby. These ranged from 16th Century Spanish fortifications to American



Figure 6.3 Timucuan Visitor Center as it currently looks.

fortifications built for the Spanish-American War.⁴⁶ Originally a state park, the Zephaniah Kingsley Plantation was transferred to the National Park Service shortly after

⁴⁶ Daniel W. Stowell, "Timucuan Ecological and History Preserve Historic Resource Study." (Atlanta, GA: Southeast Field Area - National Park Service, October 1996), 1, <https://irma.nps.gov/DataStore/DownloadFile/492966>.

establishment of the Preserve. Since it used to belong to another entity, and is at a more remote location than the main visitor center at Ft. Caroline, Kingsley Plantation maintains its own visitor center while still being part of the overall Timucuan unit. Today, Timucuan also includes several more areas including the Theodore Roosevelt wildlife area and American Beach, a segregation era African-American beach.

Description

The Timucuan visitor center is a single-story brick building, topped by a long sloping metal roof. Although originally a Mission 66 visitor center, Timucuan has been renovated enough that the building does not retain enough historic fabric to be considered for the National Register currently.

At the time of the first renovation campaign, the building had a flat roof with was a visual characteristic of many of the Mission 66 visitor centers in the region. An addition was built onto the west end of the building for greater square footage for work areas and visitor services. This initial campaign did match the original building stylistically, matching the brickwork and flat roof. The second campaign however, did not. Because of leaks in the roof, it was replaced in 2002 with an angled roof. Because the visitor center was still less than the fifty-year threshold for National Register eligibility this design change was made.



IN REPLY REFER TO:

United States Department of the Interior

NATIONAL PARK SERVICE

FORT CAROLINE NATIONAL MEMORIAL
TIMUCUAN ECOLOGICAL & HISTORIC PRESERVE

13165 MT. PLEASANT ROAD
JACKSONVILLE, FLORIDA 32225

H30

June 7, 2002

Memorandum

To: Superintendent, Timucuan Ecological and Historic Preserve

Through: Division Chief, Resource Stewardships and Partnerships, *RMB*
Timucuan Ecological and Historic Preserve

From: Cultural Resource Program Manager, Timucuan Ecological and Historic Preserve

Subject: Fort Caroline Visitor's Center Roof Replacement Project

In December, 2001 cultural resource personnel with the NPS, Southeast Region Office (SERO) conducted an assessment of the Fort Caroline Visitor's Center to evaluate it for its eligibility for listing on the National Register of Historic Places. On January 18, 2002 the SERO submitted to the Florida State Historic Preservation Officer (SHPO) the recommendation that the Fort Caroline Visitor's Center did not meet the criteria for inclusion on the NHRP. On February 18, 2002 the Florida SHPO concurred with the recommendation. As a result, the proposed roof replacement project will have no effect on any historic properties. Therefore, this project is recommended to be authorized to proceed with the following stipulation.

Cultural Resource Stipulation: The holder of this authorization shall immediately bring any objects or resources of cultural value discovered as a result of operations under this authorization to the attention of the authorized officer. The holder shall suspend all activities in the vicinity of the discovery until notified to proceed by the authorized officer. The authorized officer will evaluate, or will have evaluated, such discoveries no later than five working days after being notified, and will determine what action shall be taken with respect to such discoveries. The decision as to the appropriate measures to mitigate adverse effects to significant cultural resources will be made by the authorized officer after consulting with the holder. The NPS shall be responsible for the cost of any investigations necessary for evaluation, and for any mitigative measures.

SHPO concurrence with above granted? [XX] Yes [] No

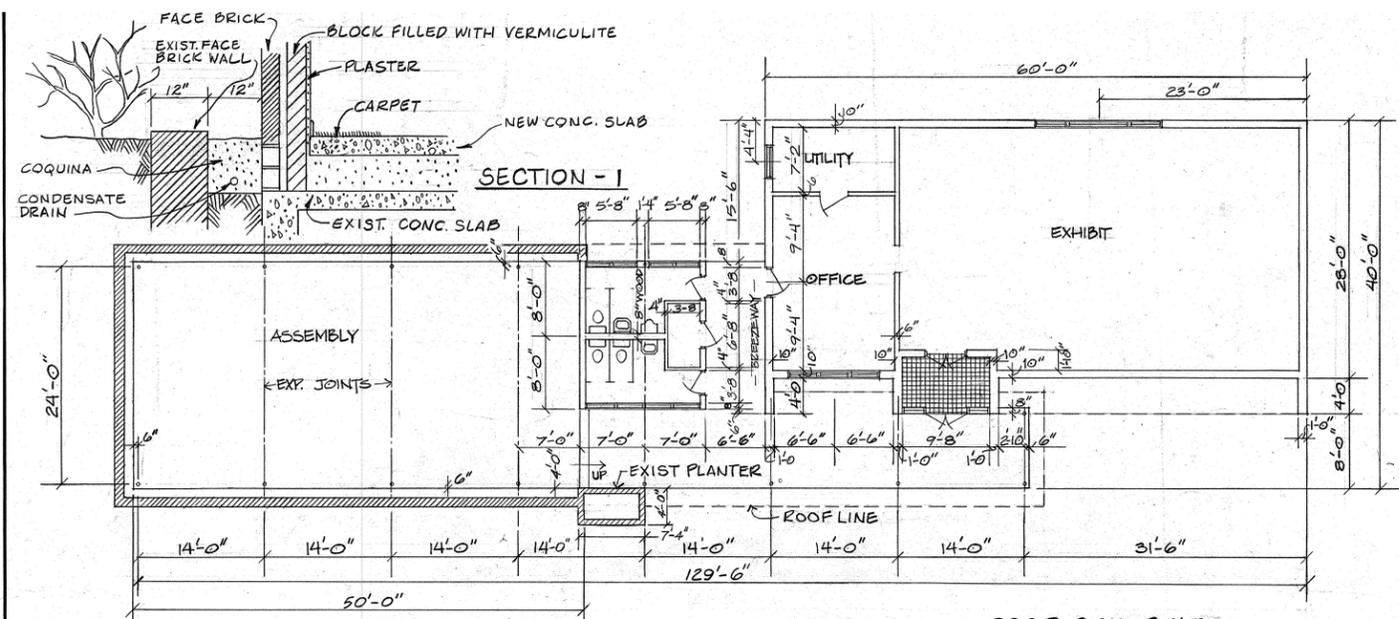
John C. Whitehurst
John C. Whitehurst
TIMU, CR Program Manager

CC: TIMU, Management Team
TIMU, Natural Resource Program Manager

Figure 6.4 Letter finding non-eligibility prior to roof replacement in 2002.

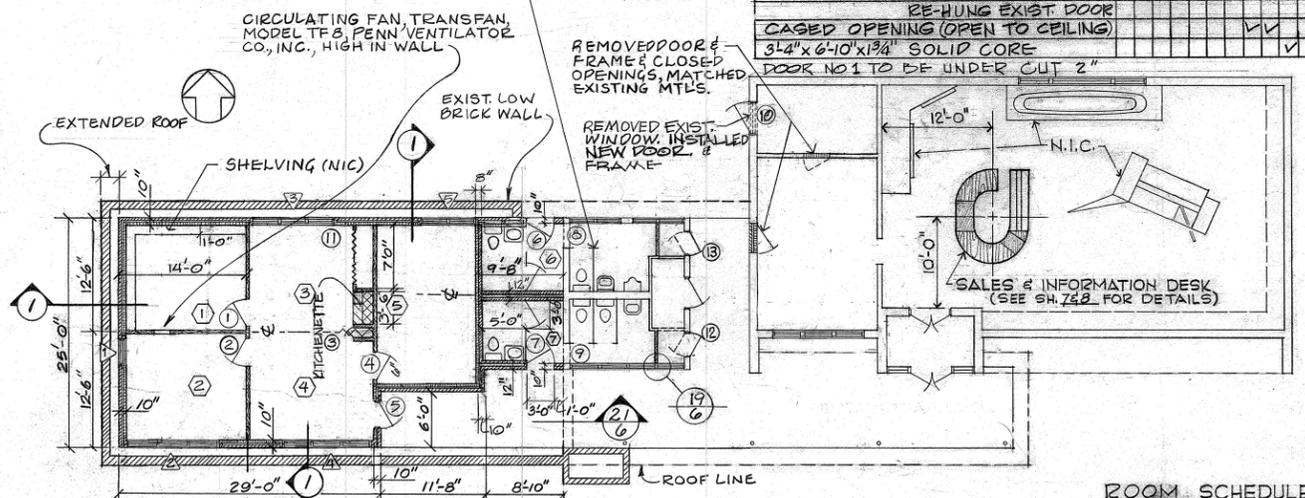
Summation of Repair and Rehabilitation Work

Just like Ft. Pulaski, the visitor center at Timucuan had to undergo upgrades to ensure compliance with the ADA. This work occurred in 2006. Other large-scale projects that were carried out were a re-vamping on interior exhibit space in 1997, various roof projects including the full scale replacement in 2003. As with the visitor center at Pulaski, there was a question about the installation of fire alarms. Once again there was no documentation on the scale of work, but the visitor center is mentioned specifically, so the entire amount was counted towards the visitor center. While some minor repair work is listed (for example toilets and lights in the visitor center), these were ultimately not counted since they would have no impact on the historic fabric. Additionally, there was mention of \$8,000 worth of work on “exh” which might have been related to exhibits within the visitor center. Because there was nothing more descriptive than that, that cost was left out of the final reckoning. Another undetermined work order that is simply listed as “visitor center repairs”, but without a description. Since the value of the work done was over \$2,000, the assumption was made that it was somewhat substantial in nature (more than repairing toilets), and so could be counted.



EXISTING FLOOR PLAN

SCALE 1/8" = 1'-0"
 0 4 10 16 24 FEET
 3 1.219 3.05 4.877 7.315 METERS



DOOR SCHEDULE

DOOR NO.	SIZE	DESCRIPTION	1	2	3	4	5	6	7	8	9	10	11	12	13
1	8'-0" x 7'-0"	WOOD HOLLOW CORE													
2	3'-0" x 7'-0"	WOOD SOLID CORE	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
3	7'-0" x 8'-0"	FOLDING PARTITION													
4	3'-0" x 7'-0"	FOLDING DOOR													
5	3'-4" x 6'-10"	SOLID CORE													

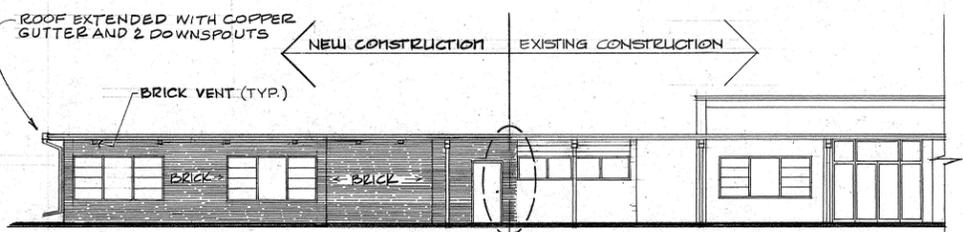
ROOM SCHEDULE

FINISH NUMBER	DESCRIPTION	1	2	3	4	5	6	7
FLOOR	CARPET	✓	✓	✓	✓	✓	✓	✓
	QUARRY TILE							✓
BASE	WOOD	✓	✓	✓	✓	✓	✓	✓
WAINSCOT	CERAMIC TILE	✓	✓	✓	✓	✓	✓	✓
WALLS	5/8"							
	GYP BR. PAINTED BRICK	✓	✓	✓	✓	✓	✓	✓
	PLASTER PAINTED	✓	✓	✓	✓	✓	✓	✓
CEILING	ACOUSTICAL	✓	✓	✓	✓	✓	✓	✓
	EXPOSED CONST.							✓

WINDOW SCHEDULE

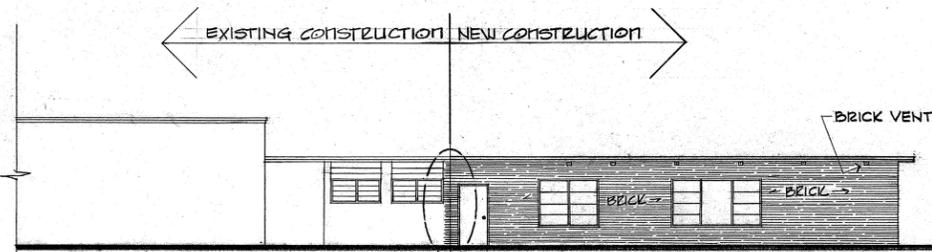
TYPE	DESCRIPTION
1	1-3'-4" x 4'-0" HIGH ALUMINUM AWNING
2	2-3'-4" x 4'-0" HIGH ALUMINUM AWNING
3	W. FIXED GLASS BETWEEN
4	SAME AS TYPE 2
5	2-3'-4" x 4'-0" HIGH ALUMINUM AWNING

NOTE:
 1. RE-WORKED EXIST. TOILET STALLS BY SHORTENING LENGTH 4". (BOTH MEN & WOMEN).



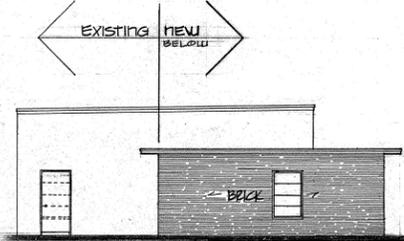
SOUTH ELEVATION

SCALE 1/8" = 1'-0"



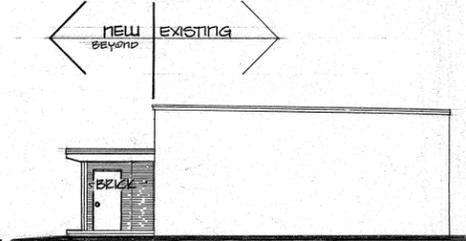
NORTH ELEVATION

SCALE 1/8" = 1'-0"



WEST ELEVATION

SCALE 1/8" = 1'-0"



EAST ELEVATION

SCALE 1/8" = 1'-0"

LEGEND - WALLS

- ===== EXISTING CONSTRUCTION
- EXISTING REMOVED
- △ WINDOW DESIGNATION
- DOOR DESIGNATION

PREPARED BY: J. STUBBS
 DESIGN: J. STUBBS
 DRAWN: WYTHIN
 CHECKED: [Signature]
 DATE: 10/19/76

DRAWING NO. 396
 41,006A
 PKG. NO. [Blank]
 SHEET 5

Figure 6.5 1976 Elevations of Timucuan Visitor Center for the first campaign of renovations. Courtesy of ETIC, Denver Service Center, National Park Service.

Year	Recreation Visitors	Visitor Change
1992	130,028	
1993	129,646	
1994	161,991	
1995	124,405	
1996	122,565	
1997	130,386	7,821
1998	129,301	
1999	176,230	
2000	189,948	
2001	195,303	5,355
2002	184,575	-10,728
2003	180,656	
2004	171,505	
2005	145,736	
2006	224,114	78,378
2007	250,616	26,502
2008	279,984	29,368
2009	288,606	
2010	299,906	
2011	326,149	
2012	327,339	
2013	307,086	
2014	187,843	
2015	224,418	
2016	232,082	
Total	5,120,418	
Avg./yr	204,817	22,783

Data & Analysis

The main problem with the data for Timucuan was the visitation numbers. Because the unit covers such a broad area and diverse types of sites, it was difficult to ascertain if the total numbers of visitors was specific to the Ft. Caroline area, or was a total tally from all locations including Kingsley Plantation which has its own visitor center as previously mentioned. Also, since the Theodore Roosevelt Area has numerous trails that are popular for day use, the attendance numbers listed on IRMA do not make clear distinction as to how visitor numbers are calculated (i.e. are day use estimates counted in attendance figures). Interestingly, in contrast to Pulaski, there seemed to be no drop-off whatsoever during periods of renovation – in fact, visitation numbers went up

Table 6.1 Attendance numbers for Timucuan. Periods of renovation are highlighted

significantly (Table 6.1). While increasing accessibility was necessarily contributing to a rise in visitation following ADA compliance, over 78,000 visitors does seem quite a bit to contribute wholly to that. The 1997 improvements in exhibit space only resulted in a bump of 7,800 visitors.

To determine the cost breakdown over the period examined, total costs of renovations were tallied up by the year in which they were completed (Table 6.2).

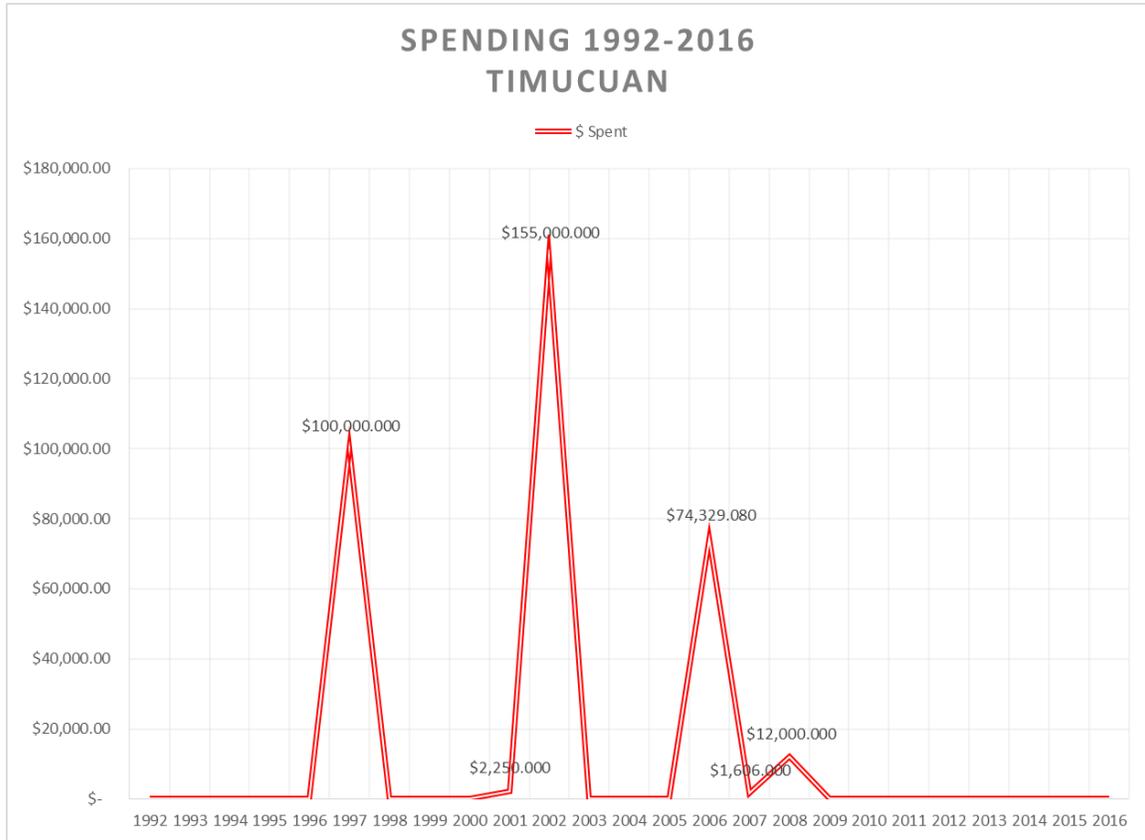


Table 6.2 Spending at Timucuan.

When comparing costs and visitation numbers (Table 6.3), the lower numbers of visitors at Timucuan made for an unfavorable ratio. It was found that for every dollar spent on renovation or repair of the visitor center, 14.83 visitors would have benefitted from that work. Reverse the ratio and for slightly less than seven cents (\$0.067) in spending by the NPS, each visitor to Timucuan benefits from that work.

Year	\$ Spent	
	Total	Per Visitor
1992	\$ -	\$ -
1993	\$ -	\$ -
1994	\$ -	\$ -
1995	\$ -	\$ -
1996	\$ -	\$ -
1997	\$ 100,000.000	\$ 0.767
1998	\$ -	\$ -
1999	\$ -	\$ -
2000	\$ -	\$ -
2001	\$ 2,250.000	\$ 0.012
2002	\$ 155,000.000	\$ 0.840
2003	\$ -	\$ -
2004	\$ -	\$ -
2005	\$ -	\$ -
2006	\$ 74,329.080	\$ 0.332
2007	\$ 1,606.000	\$ 0.006
2008	\$ 12,000.000	\$ 0.043
2009	\$ -	\$ -
2010	\$ -	\$ -
2011	\$ -	\$ -
2012	\$ -	\$ -
2013	\$ -	\$ -
2014	\$ -	\$ -
2015	\$ -	\$ -
2016	\$ -	\$ -
Total	\$345,185.080	Total spent 1992-2016
Avg./yr	\$14,382.712	per year average 1992-2016
	\$0.067	\$ spent per visitor 1992-2016
	14.834	visitors served per dollar spent 1992-2016

Table 6.3 Visitor center worksheet for Timucuan.

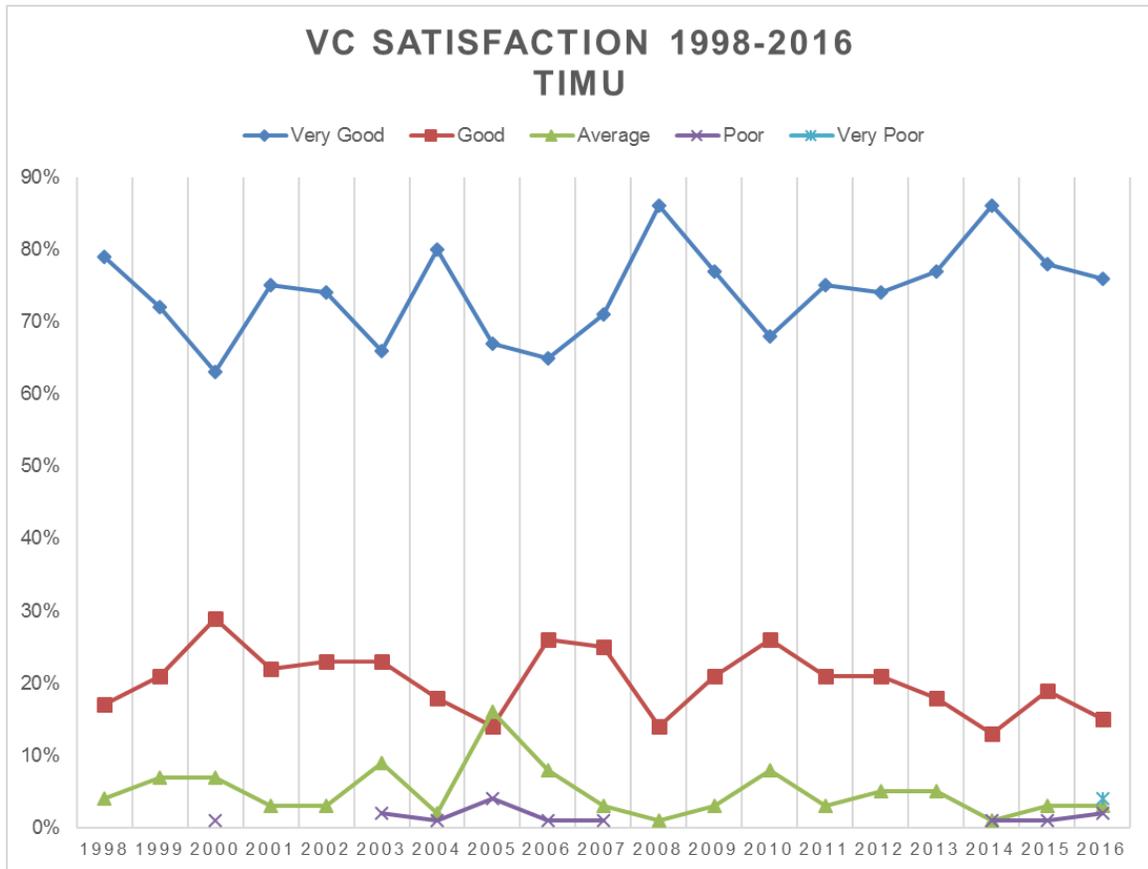


Table 6.4 Timucuan Visitor Survey Card data responses when asked to rate the visitor center.

As with Pulaski, the final part of data analysis was to examine whether or not there was any correlation between renovation work and the level of satisfaction visitors have with visitor centers. Visitor responses on survey cards are available on the IRMA website (<https://irma.nps.gov/Portal>), and data was tallied from each card. Because of rounding in the original surveys, all totals may not add up to 100%. The same standard of determination was made that any responses that were a “Very Good” or “Good” would be combined to create a category called “Positive Response”.

The survey responses were overlaid with the spending graph to determine graphically if there was pattern to visitor satisfaction (Table 6.4). Unexpectedly,

satisfaction improved during periods of renovation. The resulting graph shows some somewhat surprising results. During the period of greatest attendance, coinciding with renovations for ADA compliance, visitor center satisfaction dropped to the second lowest level in the period surveyed. While this could have something to do with visitors feeling overcrowded or something similar, that does seem strange. Conversely, the highest levels of visitor satisfaction with the visitor center occur in 2008. That was the year new fire alarms were installed – one must imagine that seeing new fire alarms alone could not account for such enthusiasm.

VC SPENDING & SATISFACTION COMPOSITE 1998-2016 TIMUCUAN

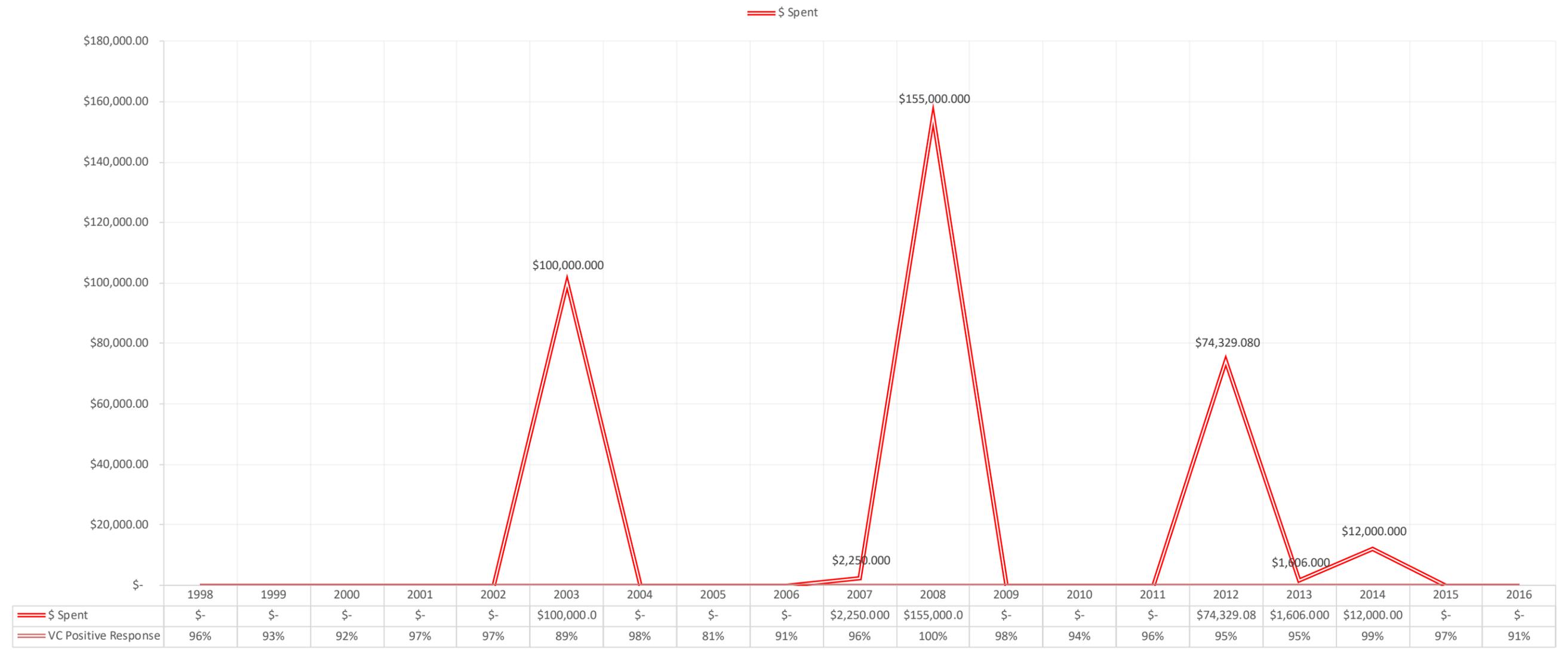


Table 6.5 Timucuan Composite.

CHAPTER VII

CASE STUDY COMPARISON

The results derived from the numbers available were fairly surprising. Both visitor centers had the same number of campaigns of renovation and repair work done (six), which totaled nearly the same dollar amount (Table 7.1). The total cost of work at Ft. Pulaski came out to \$349,285.05, while that of Timucuan was \$345,185.08 – a difference of just under \$4,100. In fact, both Visitor Centers had nearly identical types of work carried out on them over the period examined.

DOLLARS SPENT ON VISITOR CENTER REPAIRS/RENOVATION 1992-2016

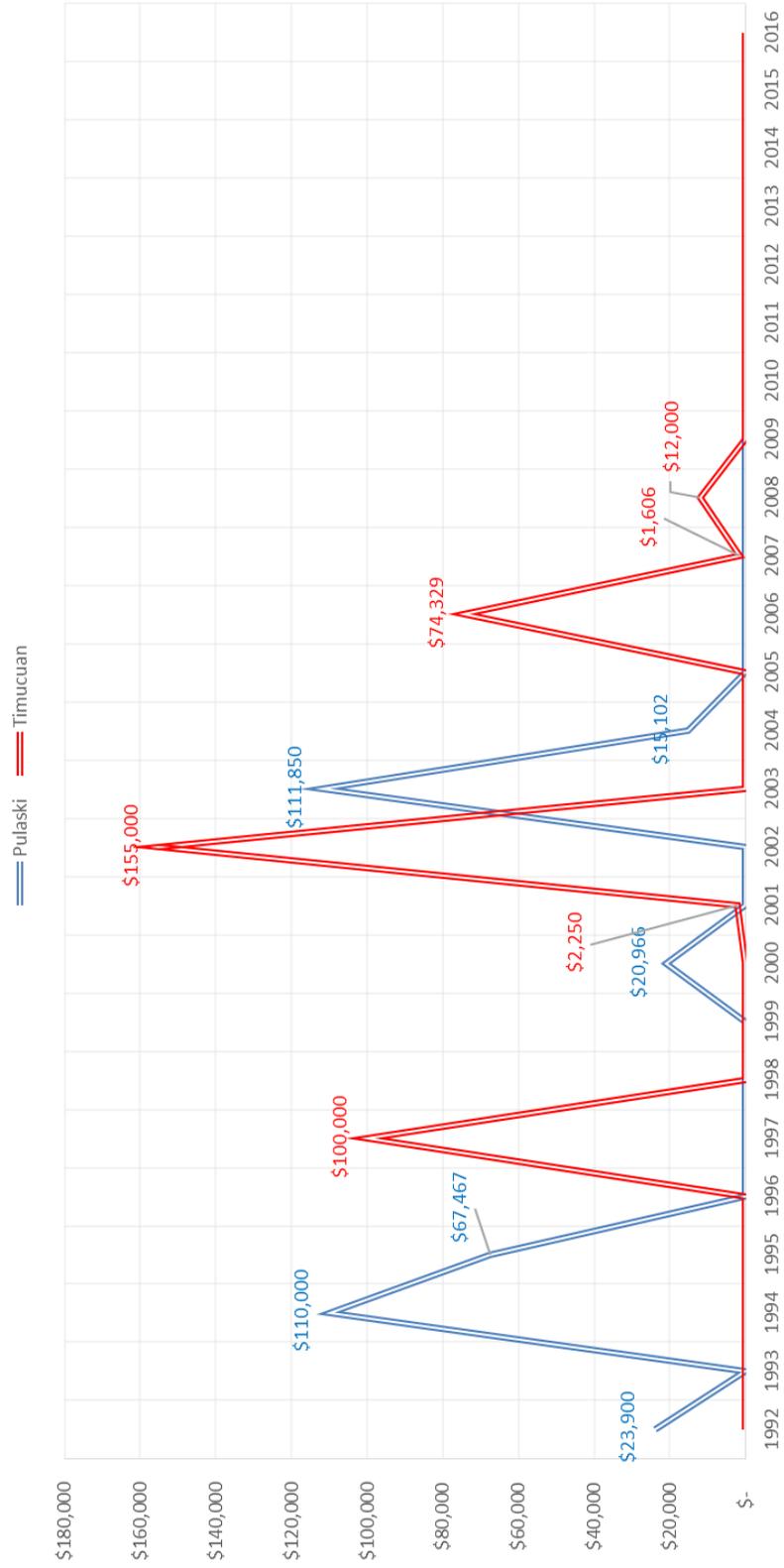


Table 7.1 Head to head graph of Dollars spent.

Neither park saw a significant spike in visitor center satisfaction ratings, nor attendance figures which can be directly attributable to improvements carried out. What is interesting is how well visitors responded to the Mission 66 Visitor Center overall in comparison (Table 7.2). Whether or not this is a reflection of stylistic preferences is hard to determine, but does provide a little evidence that the Modernist style can still be

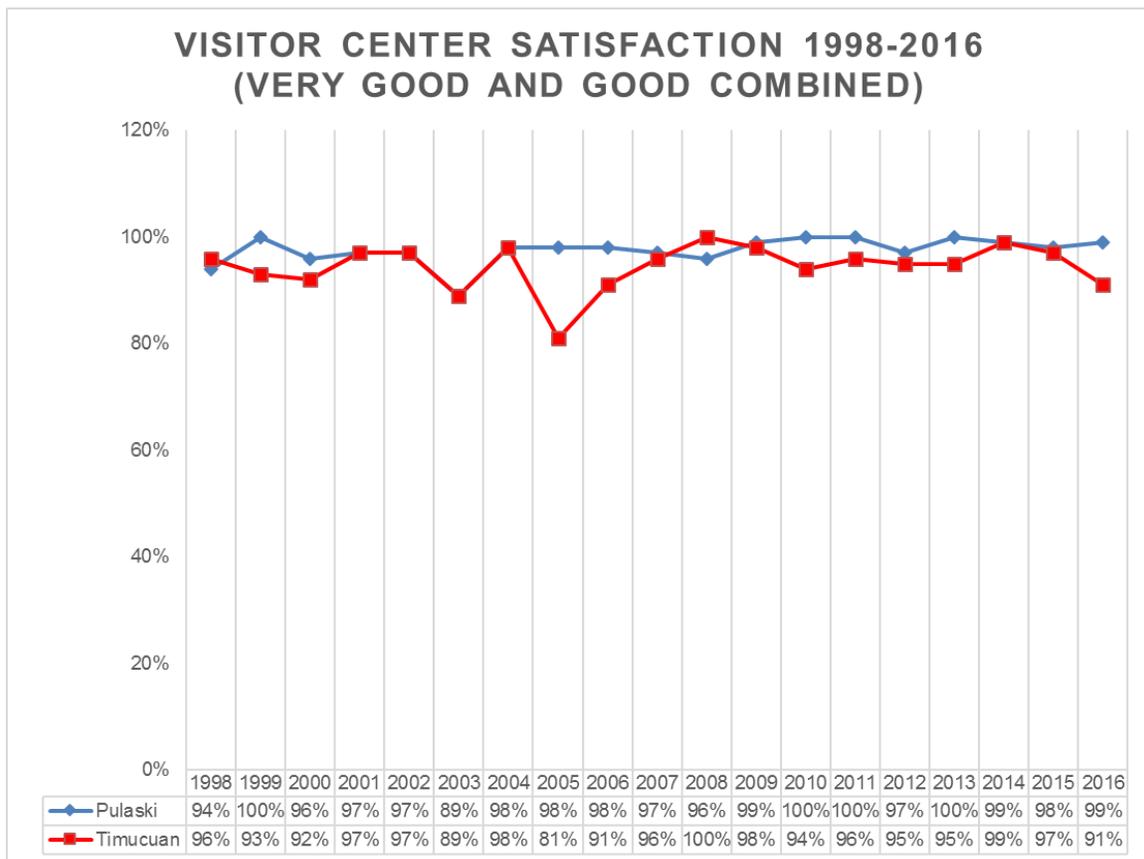


Table 7.2 Satisfaction Comparison.

compatible with visitor expectations even though the style is not as “modern” as it once was.

Because of higher overall visitor numbers, Ft. Pulaski was able to provide more value per dollar spent at \$0.039 per visitor when compared to Timucuan’s \$0.067 (Table 7.3). A difference of 0.028 cents per person may not seem like much, but in the long run when budgets are tight (the NPS maintenance backlog at the end of Fiscal Year 2017 was \$11.6 Billion)⁴⁷ every bit that is saved can be directed elsewhere. What both buildings had in common was that the roof seemed to be a recurring failing point. This is most probably caused by the flat roof in an environment that is subject to heavy downpours regularly. It is somewhat ironic that an iconic feature of Mission 66 buildings leads to repeated failures – and has caused one Mission 66 building to lose its status as such.⁴⁸

⁴⁷ National Park Service, “NPS Deferred Maintenance by State and Park,” September 30, 2017, 12.

⁴⁸ As of 2018, Ft. Pulaski’s Visitor Center is dealing with the aftereffects of a tornado which tore the roof off.

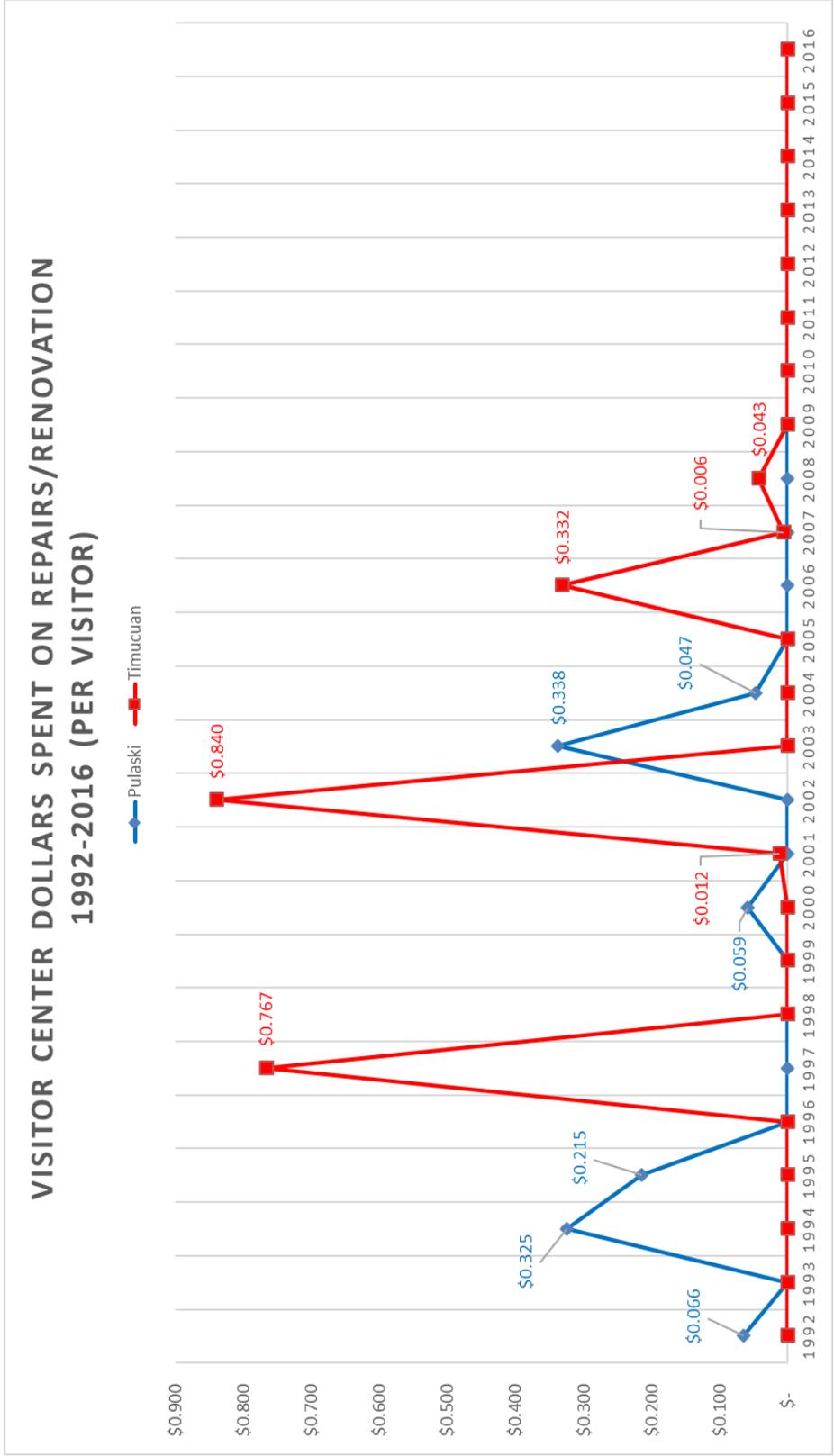


Table 7.3 Head to head comparison, Dollars per visitor.

CHAPTER VIII

CONCLUSION & FURTHER STUDY

The result of this comparison – although limited in scope – show that a Mission 66 Visitor Center can still be functional (provide positive visitor support and services) and serviceable. Retaining historic integrity during the repair and renovation process does not always have to be unduly restrictive, and should be encouraged for Mission 66 Visitor Centers, regardless if they are on the National Register of Historic Places. As this comparison study showed, a Mission 66 Visitor Center was superior (or on par) with a Visitor Center which has been “improved” at the cost of historic integrity.

As individual Mission 66 Visitor Centers become eligible for entry into the National Register of Historic Places, it is fair to ask, especially considering budget difficulties, if mere sentiment is enough to keep these iconic buildings in service? If not, are there more efficient ways to adaptively re-use these buildings in order to preserve them?

In order to get a bigger picture view of how Mission 66 Visitor Centers are faring, research should move out of the archives and into the maintenance databases – especially FMSS. This way, a large-scale audit of Visitor Centers, within a Region for example, can be run to see if the results of this thesis were a fluke, or if they point to potentially something bigger.

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