

BOARD OF COUNTY COMMISSIONERS OF DOUGLAS COUNTY, KANSAS

Amended Agenda 03-16-11

WEDNESDAY, MARCH 16, 2011

6:35 p.m. (only)

-Convene

-Proclamation for Public Health Week (Dan Partridge)

CONSENT AGENDA

- (1) (a) Consider approval of Commission Orders;
- (b) Approval of Bids for Noxious Weed Herbicides (Keith Browning);
- (c) Acknowledge receipt of Fee Reports for January and February 2011;
- (d) Consider acquisition of right-of-way for Bridge No. 16.65N- 8.00E. (Michael Kelly); and
- (e) Consider Resolution 11-07 declaring burn ban practices in the unincorporated area of Douglas County (Craig Weinaug);

REGULAR AGENDA

- (2) Consider request by Tenants to Homeowners for land at 25th and Cedarwood to create Active Senior Housing (Rebecca Buford)
- (3) a) Presentation of the Natural & Cultural Heritage Task Force's Final Report (Collin Bielser)
b) Consider approval of grant application the Heritage Preservation Fund Grant (Collin Bielser)
- (4) Consider approval of Audit Services Contract (Sarah Plinsky/Jackie Waggoner)
- (5) Consider waiving the requirements of K.S.A. 75-1120a(a) to use GAAP accounting procedures (Sarah Plinsky/Jackie Waggoner)
- (6) Consider donation of vehicles for the Humane Society (Jackie Waggoner)
- (7) Consider approval of Resolution 11-08 adopted Pursuant to K.S.A. 19-21(b), establishing an alternate methodology for disposal of certain Douglas County Property to The Black Jack Battlefield Trust.
- (8) Executive Session for two items: 1) discussion of security issues in a county building and 2) for the purpose of consultation with County Counselor on matters, which would be deemed, privileged under the attorney-client relationship. The justification is to maintain attorney client privilege on a matter involving Douglas County.
- (9) Other Business
 - (a) Consider approval of Accounts Payable (if necessary)
 - (b) Appointments
 - (c) Miscellaneous
 - (d) Public Comment
- (10) Adjourn

WEDNESDAY, MARCH 23, 2011

- Cancelled

WEDNESDAY, MARCH 30, 2011

4:00 p.m.

-Consider purchase of mowers for maintenance (Jackie Waggoner)

- Discuss study on long term facility needs for the Public Works Department (Keith Browning)

-6:35 p.m. Public Hearing on disposal of certain Douglas County property to The Black Jack Battlefield Trust
-Review and Approve 7th Judicial District Juvenile Justice Authority Prevention, and Core Services Funding Application for FY 2012 (Pam Weigand)

WEDNESDAY, APRIL 6, 2011

MONDAY, APRIL 11, 2011

9:00 a.m. Election Canvass

WEDNESDAY, APRIL 13, 2011

-Consider approving Comprehensive Plan Amendment, **CPA-2008-7**, amending Horizon 2020 to include Chapter 16 – Environment. Adopt on first reading, **Joint Ordinance No. 8592/Resolution** for Comprehensive Plan Amendment (CPA-2008-7) amending Horizon 2020 to include Chapter 16 – Environment. (PC Item 4; approved 8-1-1 on 8/23/10) **AAM/MKM ACTION:** Approve Comprehensive Plan Amendment (CPA-2008-7) and adopt **Joint Ordinance No. 8592/Resolution No.** if appropriate.

WEDNESDAY, APRIL 20, 2011

4:00 p.m. –Meeting only

WEDNESDAY, APRIL 27, 2011

WEDNESDAY, MAY 25, 2011 – Light Agenda

Note: *The Douglas County Commission meets regularly on Wednesdays at 4:00 P.M. for administrative items and 6:35 P.M. for public items at the Douglas County Courthouse. Specific regular meeting dates that are not listed above have not been cancelled unless specifically noted on this schedule.*

MEMORANDUM

To : Board of County Commissioners

From : Keith A. Browning, P.E., Director of Public Works/County Engineer

Date : March 8, 2011

Re : Consent Agenda Approval of Bids for Noxious Weed Herbicides

Bids were opened on March 7, 2011 for the supply of herbicides to treat noxious weeds. These herbicides are for supply to private landowners (at 75% of the county's cost plus shipping and handling) and for treating noxious weeds on county owned or maintained land. Bids were received from eight (8) suppliers, as shown on the attached bid tabulation.

The low qualifying bids are as follows:

| <u>Herbicide</u> | <u>Quantity</u> | <u>Unit Cost</u> | <u>Total Cost</u> | <u>Vendor</u> |
|------------------|-----------------|------------------|-------------------|--------------------|
| Picloram 22K | 400 gal. | \$ 42.89 | \$17,156.00 | Van Diest Supply |
| 2,4-D Amine | 900 gal. | \$ 10.59 | \$ 9,531.00 | Van Diest Supply |
| Glyphosate | 600 gal. | \$ 8.64 | \$ 5,184.00 | Lone Pine Ag Serv. |
| PastureGard | 500 gal. | \$ 42.52 | \$21,260.00 | J B Pearl |
| Milestone (Gal.) | 30 gal. | \$279.69 | \$ 8,390.70 | Van Diest Supply |
| Milestone (Qt.) | 12 qts. | \$ 69.00 | \$ 828.00 | Red River Spec. |
| Escort | 64 oz. | \$ 3.20 | \$ 204.80 | Lone Pine |

Action Required: Consent Agenda acceptance of the low bid from suppliers noted above.

BID TAB FOR HERBICIDES

Bid No. 11-F-0006 - Bid Opening Date March 7, 2011

| VENDOR | Qty/Gal | \$/Gal. | Picloram 22K | Qty/Gal | \$/Gal. | 2,4D Amine | Qty/Gal | \$/Gal. | Glyphosate | Qty/Gal. | \$/Gal. | PastureGard | Qty/Gal | \$/Gal. | Milestone | Qty/Qt | \$/Qt. | Milestone | Qty/Oz | \$/Oz | Escort |
|---------------------------------|---------|---------|--------------|---------|---------|-------------|---------|---------|-------------|----------|---------|-------------|---------|----------|------------|--------|---------|-----------|--------|---------|----------|
| Alligare LLC | 400 | \$41.65 | \$16,660.00 | 900 | \$12.15 | \$10,935.00 | 600 | \$9.94 | \$5,964.00 | 500 | | No Bid | 30 | | No Bid | 12 | | No Bid | 64 | \$3.02 | \$193.28 |
| Vegetation Management Supp | 400 | \$49.92 | \$19,968.00 | 900 | | No Bid | 600 | \$10.92 | \$6,552.00 | 500 | | No Bid | 30 | | No Bid | 12 | | No Bid | 64 | \$4.30 | \$275.20 |
| Grass Pad Inc. | 400 | \$48.32 | \$19,328.00 | 900 | \$11.92 | \$10,728.00 | 600 | \$10.58 | \$6,348.00 | 500 | | No Bid | 30 | | No Bid | 12 | | No Bid | 64 | | No Bid |
| Lone Pine Ag-Services, Inc. | 400 | \$43.37 | \$17,348.00 | 900 | \$11.13 | \$10,017.00 | 600 | \$8.64 | \$5,184.00 | 500 | \$42.58 | \$21,290.00 | 30 | \$282.17 | \$8,465.10 | 12 | \$71.98 | \$863.76 | 64 | \$3.20 | \$204.80 |
| John Deere Landscapes | 400 | | No Bid | 900 | | No Bid | 600 | 16.988 | \$10,192.80 | 500 | | No Bid | 30 | | No Bid | 12 | | No Bid | 64 | \$15.21 | \$973.44 |
| J B Pearl Sales & Service, Inc. | 400 | \$43.25 | \$17,300.00 | 900 | \$11.30 | \$10,170.00 | 600 | \$8.70 | \$5,220.00 | 500 | \$42.52 | \$21,260.00 | 30 | \$280.00 | \$8,400.00 | 12 | \$70.00 | \$840.00 | 64 | \$9.00 | \$576.00 |
| Van Diest Supply Co. | 400 | \$42.89 | \$17,156.00 | 900 | \$10.59 | \$9,531.00 | 600 | \$9.79 | \$5,874.00 | 500 | \$47.79 | \$23,895.00 | 30 | \$279.69 | \$8,390.70 | 12 | \$72.97 | \$875.64 | 64 | \$4.69 | \$300.16 |
| Red River Specialities, Inc. | 400 | \$43.40 | \$17,360.00 | 900 | \$10.95 | \$9,855.00 | 600 | \$10.75 | \$6,450.00 | 500 | \$47.00 | \$23,500.00 | 30 | \$279.00 | \$8,370.00 | 12 | \$69.00 | \$828.00 | 64 | \$3.80 | \$243.20 |
| | 400 | | \$0.00 | 900 | | \$0.00 | 600 | | \$0.00 | 500 | | \$0.00 | 30 | | \$0.00 | 12 | | \$0.00 | 64 | | \$0.00 |
| | 400 | | \$0.00 | 900 | | \$0.00 | 600 | | \$0.00 | 500 | | \$0.00 | 30 | | \$0.00 | 12 | | \$0.00 | 64 | | \$0.00 |
| | 400 | | \$0.00 | 900 | | \$0.00 | 600 | | \$0.00 | 500 | | \$0.00 | 30 | | \$0.00 | 12 | | \$0.00 | 64 | | \$0.00 |
| | 400 | | \$0.00 | 900 | | \$0.00 | 600 | | \$0.00 | 500 | | \$0.00 | 30 | | \$0.00 | 12 | | \$0.00 | 64 | | \$0.00 |

not
1 Gal

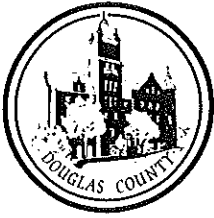
not
P

Not labeled
for Pastures

Director of Public Works: Keith A. Browning
By: Rita Fulks

County Clerk: Jamie Shew
By: Ben Lampe

Dated: 03/07/2011



DOUGLAS COUNTY PUBLIC WORKS

1242 Massachusetts Street
Lawrence, KS 66044-3350
(785) 832-5293 Fax (785) 841-0943
dgcopubw@douglas-county.com
www.douglas-county.com

Keith A. Browning, P.E.
Director of Public Works/County Engineer

MEMORANDUM

TO : Board of County Commissioners

FROM : Keith A. Browning, P.E., Director of Public Works *KAB*
Michael D. Kelly, L.S., County Surveyor *ME*

DATE : March 11, 2011

RE : Drainage Structure Replacement; Bridge No. 16.65N – 8.00E
Acquisition of Easement; Consent agenda

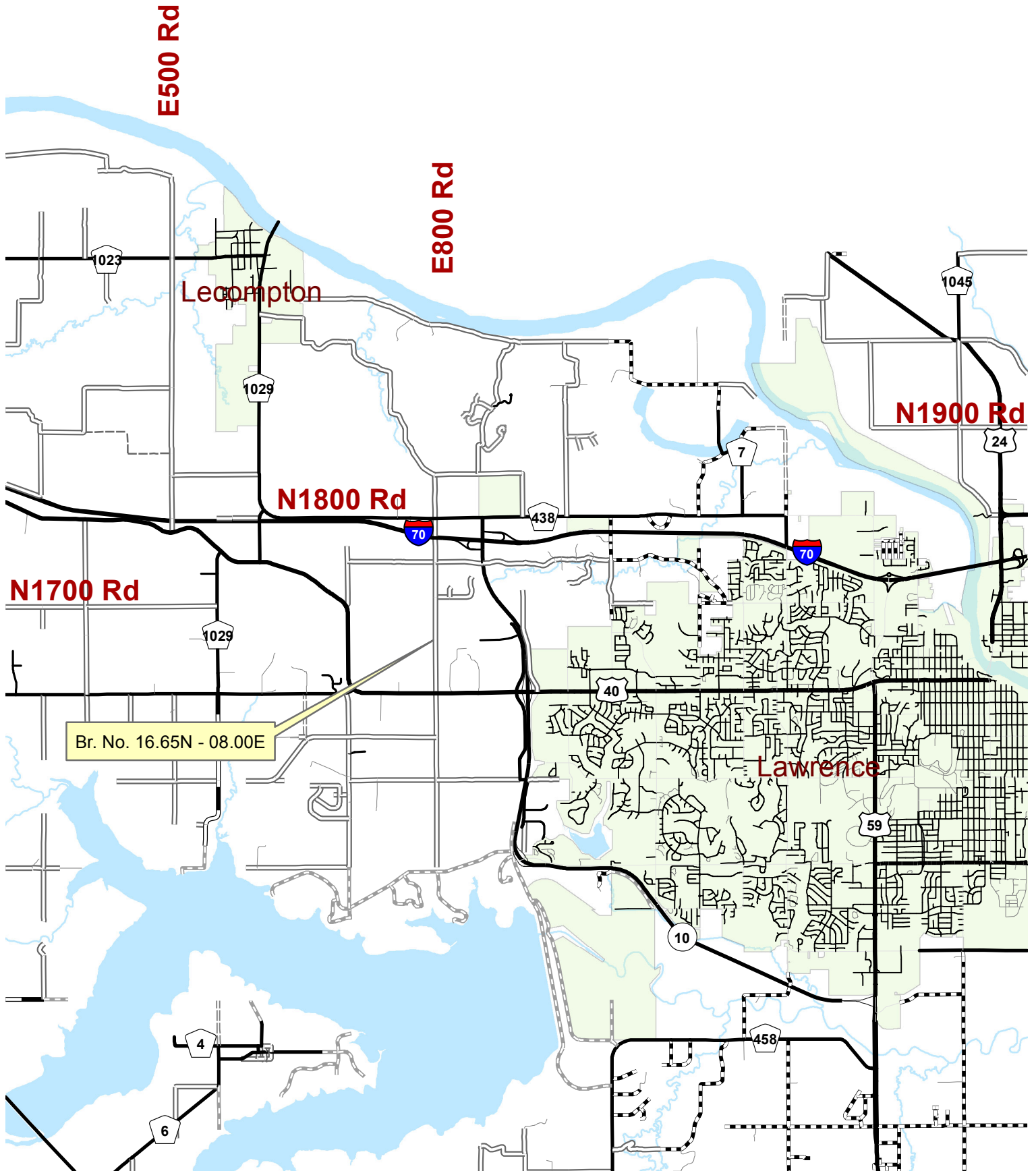
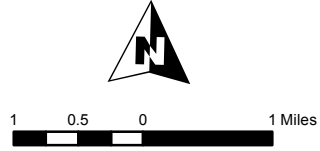
A project has been designed to replace a deficient drainage structure located 0.65 mile north of US40 Hwy on E800 Road. Plans were developed in-house and negotiations with the pertinent landowners for permanent easement have been completed.

Construction is planned for April 2011 and will be accomplished primarily using county personnel.

To ensure the proper completion of a necessary construction project approval is recommended for the attached CONTRACT's FOR HIGHWAY PURPOSES.

ACTION REQUIRED: Consent agenda approval of the CONTRACT's FOR HIGHWAY PURPOSES for Drainage Structure No. 16.65N – 8.00E.

Br. No. 16.65N - 08.00E General Location Map





B.M. = STA. 22+87 - 30.47' RT. SL
TRIPLE 60D SPIKE IN WEST FACE OF P.P.
EAST SIDE OF E. 800 RD.
ELEV. = 987.84

NW COR. SEC. 30, T12S, R19E
N 251271.42
E 2064304.51

Gary E. Price
763 N. 1750 RD.
Lawrence, Ks. 66049
785 843 7892

John W. Oliver
Elise Fischer
1659 E. 800 RD.
Lawrence, Ks. 66049
785 843 0968

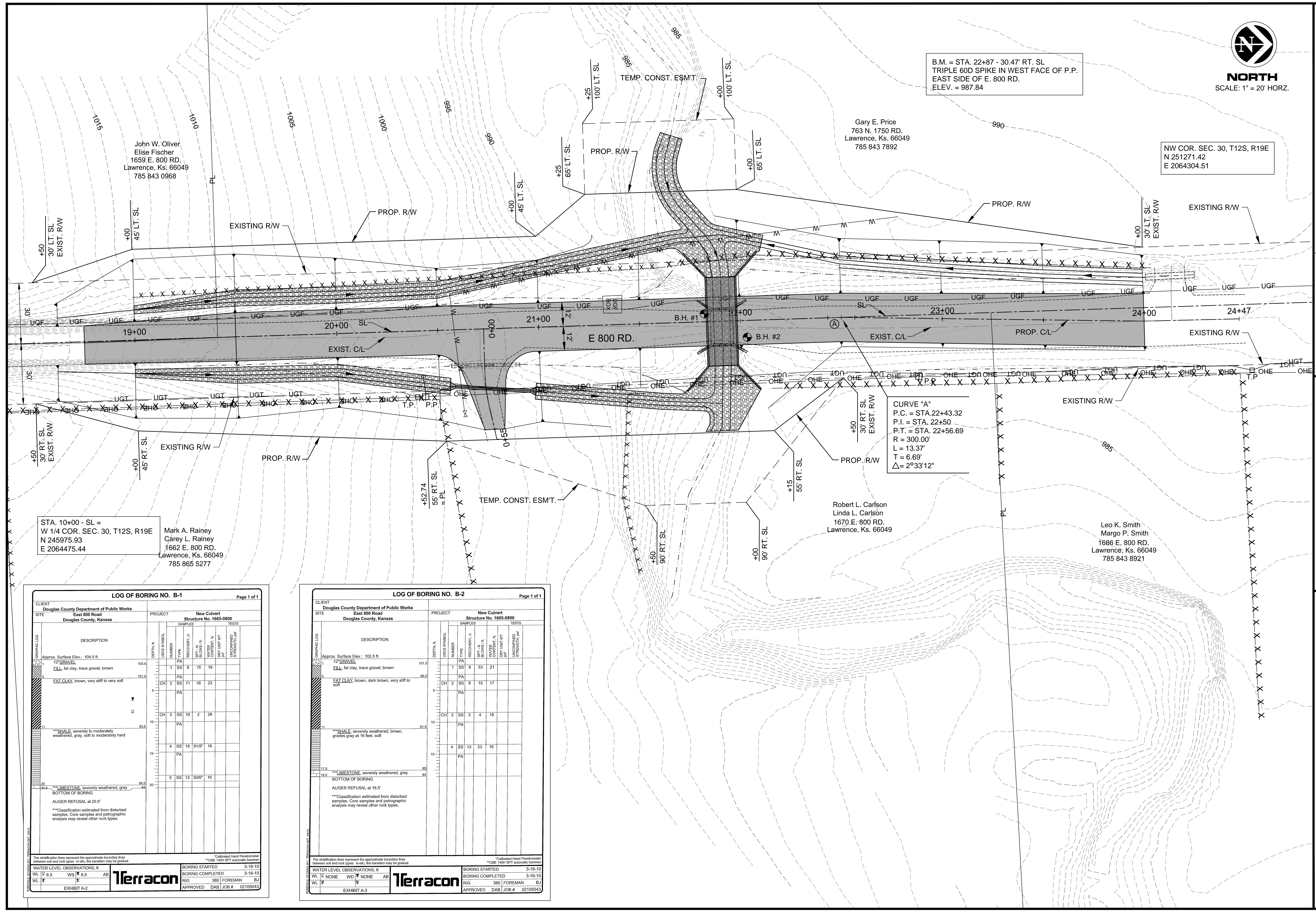
Mark A. Rainey
Carey L. Rainey
1662 E. 800 RD.
Lawrence, Ks. 66049
785 865 5277

Robert L. Carlson
Linda L. Carlson
1670 E. 800 RD.
Lawrence, Ks. 66049

Leo K. Smith
Margo P. Smith
1686 E. 800 RD.
Lawrence, Ks. 66049
785 843 8921

CURVE "A"
P.C. = STA. 22+43.32
P.I. = STA. 22+50
P.T. = STA. 22+56.69
R = 300.00'
L = 13.37'
T = 6.69'
Δ = 2°33'12"

STA. 10+00 - SL =
W 1/4 COR. SEC. 30, T12S, R19E
N 245975.93
E 2064475.44



LOG OF BORING NO. B-1 Page 1 of 1

CLIENT: Douglas County Department of Public Works
SITE: East 800 Road, Douglas County, Kansas

PROJECT: New Culvert, Structure No. 1665-0800

| DEPTH, ft. | USGS SYMBOL | NUMBER | TYPE | RECOVERY, in. | | WATER CONTENT, % | UNSATURATED STRENGTH, psf |
|------------|-------------|--------|------|---------------|-------|------------------|---------------------------|
| | | | | BEFORE | AFTER | | |
| 104.5 | 12" GRAVEL | 1 | SS | 8 | 15 | 19 | |
| 103.5 | FILL | 2 | SS | 11 | 16 | 23 | |
| 101.5 | FAT CLAY | 3 | SS | 11 | 16 | 23 | |
| 99.5 | FAT CLAY | 4 | SS | 18 | 21 | 28 | |
| 91.5 | SHALE | 5 | SS | 13 | 16 | 16 | |
| 84.5 | LIMESTONE | 6 | SS | 13 | 16 | 16 | |

WATER LEVEL OBSERVATIONS, ft.
WL 8.5 WS 6.5 AB

BORING STARTED 3-16-10
BORING COMPLETED 3-16-10
RIG 380 FOREMAN BJ
APPROVED DAB JOB # 02105043

LOG OF BORING NO. B-2 Page 1 of 1

CLIENT: Douglas County Department of Public Works
SITE: East 800 Road, Douglas County, Kansas

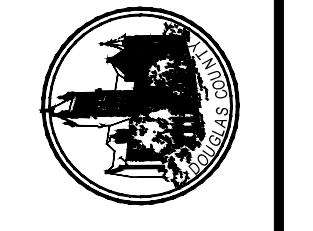
PROJECT: New Culvert, Structure No. 1665-0800

| DEPTH, ft. | USGS SYMBOL | NUMBER | TYPE | RECOVERY, in. | | WATER CONTENT, % | UNSATURATED STRENGTH, psf |
|------------|-------------|--------|------|---------------|-------|------------------|---------------------------|
| | | | | BEFORE | AFTER | | |
| 102.5 | 12" GRAVEL | 1 | SS | 8 | 15 | 21 | |
| 101.5 | FILL | 2 | SS | 8 | 15 | 17 | |
| 99.5 | FAT CLAY | 3 | SS | 3 | 4 | 18 | |
| 91.5 | SHALE | 4 | SS | 13 | 23 | 16 | |
| 86 | LIMESTONE | 5 | SS | 13 | 23 | 16 | |

WATER LEVEL OBSERVATIONS, ft.
WL NONE WD NONE AB

BORING STARTED 3-16-10
BORING COMPLETED 3-16-10
RIG 380 FOREMAN BJ
APPROVED DAB JOB # 02105043

Douglas County Public Works
1242 Massachusetts
Lawrence, Kansas 66044



Project: ROAD RECONSTRUCTION AND STORM DRAINAGE
Project No.: 16650800
Designed By: A.S.
Checked By: T.G.
Drawn By: L.H.
Date: 5/2/2010

PROPOSED RW & BORING LOGS
SHEET 3 OF 9

E 800 RD. - STRUCTURE NO. 1665N 0800E

RESOLUTION NO. 11-07

A RESOLUTION PROVIDING FOR THE IMPOSITION OF RESTRICTIONS ON CERTAIN OUTDOOR BURNING PRACTICES IN THE UNINCORPORATED AREA OF DOUGLAS COUNTY.

WHEREAS, on this 11th day of March, 2011, the Chairman of the Board of County Commissioners of Douglas County, Kansas finds that dry conditions and the lack of moisture have caused, or imminently threatened to cause widespread or severe damage, injury or loss of life or property in disastrous proportion in Douglas County, Kansas; and

WHEREAS, the Chairman of the Board of County Commissioners deems it advisable to adopt procedures for the implementation of certain regulations on outside burning practices in the unincorporated area of Douglas County.

NOW, THEREFORE, BE IT RESOLVED BY THE CHAIRMAN OF THE BOARD OF COUNTY COMMISSIONERS OF DOUGLAS COUNTY, KANSAS:

Section 1. Declaration of Emergency. As provided in K.S.A. 48-932, the Chairman of the Board of County Commissioners may declare that due to low moisture conditions that an emergency exists and that the outdoor burning restrictions contained in this declaration shall take effect immediately and be in force until the County Commission considers whether to extend the ban on March 16, 2011, when it may be extended or terminated by the Board of County Commissioners. If conditions warrant the County Commission Chair may lift the ban prior to March 16, 2011. This declaration of a local disaster emergency shall be given prompt and general publicity and shall be filed promptly with the County Clerk.

Section 2. Outdoor Burning Restrictions. During an emergency declared in accordance with Section 1 of this resolution, the following activities shall be prohibited in the outdoors:

- (a) The careless use and disposal of smoking materials, including, but not limited to, cigarettes, cigars and pipes. All smoldering remains shall be discarded in inflammable containers and in a manner to reduce the potential for fires.
- (b) Building, maintaining, attending or using any open fire or campfire, except in permanent stoves or fireplaces or in barbecue grills in developed recreational sites or on residential home sites.
- (c) Burning of all fencerows, fields, wild lands, ravines, trash, debris or areas or materials.

Section 3. Penalties. As provided in K.S.A. 48-939, the knowing or willful violation of any restrictions adopted pursuant to this resolution shall constitute a class A misdemeanor and shall be punished as provided by law therefore.

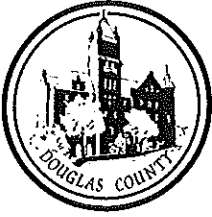
ADOPTED this 11th day of March, 2011.

CHAIRMAN OF THE BOARD OF COUNTY COMMISSIONERS OF
DOUGLAS COUNTY, KANSAS

Jim Flory, Chairman

ATTEST:

Douglas County Clerk



DOUGLAS COUNTY PUBLIC WORKS

1242 Massachusetts Street
Lawrence, KS 66044-3350
(785) 832-5293 Fax (785) 841-0943
dgcopubw@douglas-county.com
www.douglas-county.com

Keith A. Browning, P.E.
Director of Public Works/County Engineer

MEMORANDUM

TO : Board of County Commissioners

FROM : Keith A. Browning, P.E., Director of Public Works *KAB*
Michael D. Kelly, L.S., County Surveyor *MK*

DATE : March 16, 2011

RE : Drainage Structure Replacement; Bridge No. 4.00N – 9.16E
Acquisition of Easement; Consent agenda

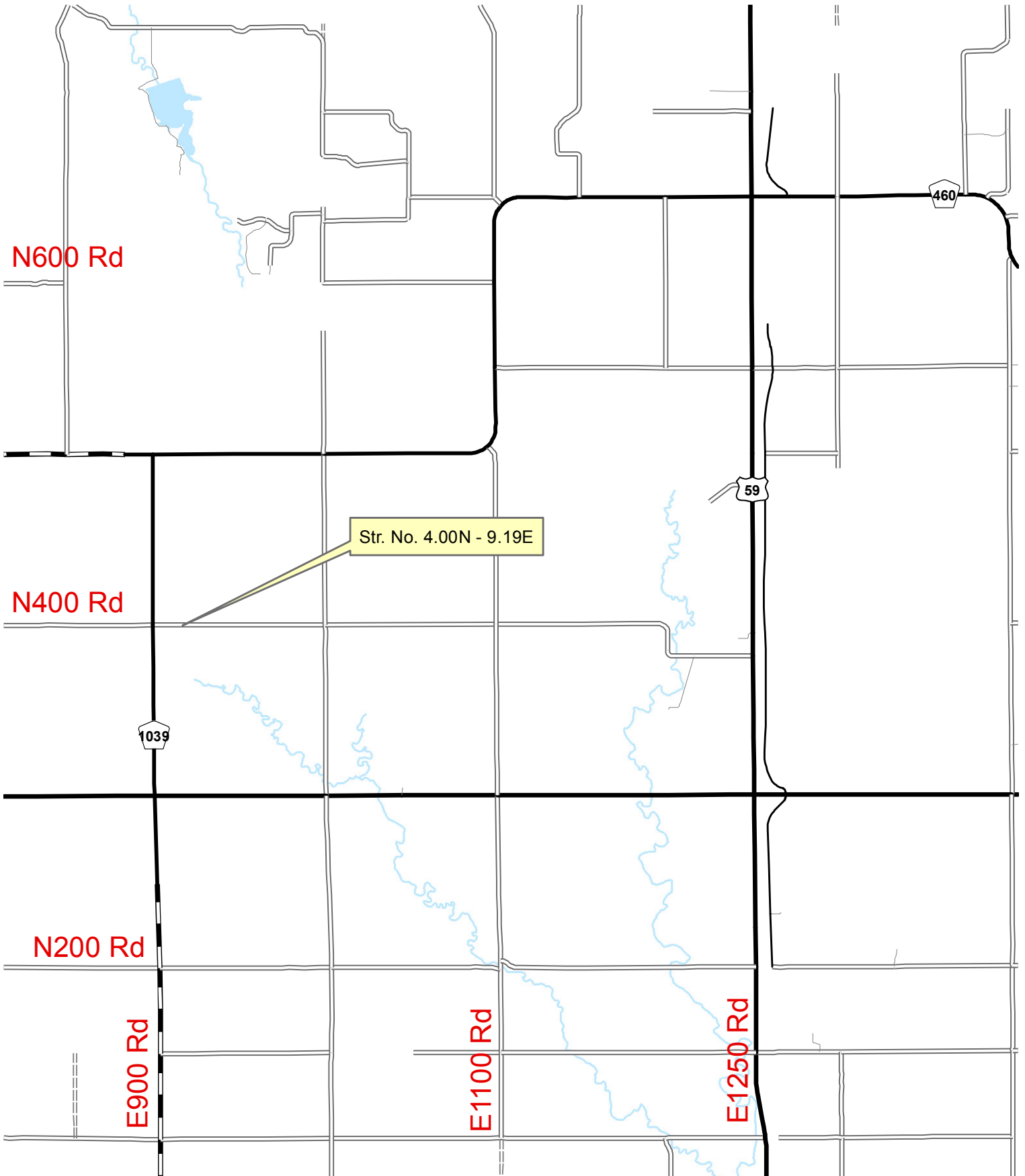
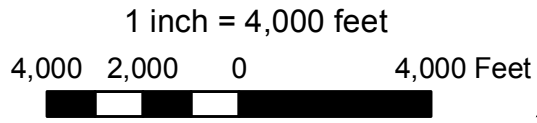
A project has been designed to replace a deficient drainage structure located one (1) mile north of Worden on N900 Road. Plans were developed in-house and negotiations with the pertinent landowners for permanent easement have been completed.

Construction is planned for May 2011 and will be accomplished primarily using county personnel.

To ensure the proper completion of a necessary construction project approval is recommended for the attached CONTRACT's FOR HIGHWAY PURPOSES.

ACTION REQUIRED: Consent agenda approval of the CONTRACT's FOR HIGHWAY PURPOSES for Drainage Structure No. 4.00N – 9.19E.

Str. No. 4.00N - 9.19E General Location Map





Tenants to Homeowners, Inc.

The Lawrence Community Housing Trust Program
2518 Ridge Court, Suite 103, Lawrence, Kansas 66046

842.5494 ♦ FAX 785.842.7570 ♦ lawrencelandtrust@yahoo.com ♦ www.tenants-to-homeowners.org

Dear County Commissioners:

Tenants to Homeowners, Inc. would first like to thank you for your generous support in the development of Rhode Island Roost and the historic rehabilitation of 1120 RI. Through your land conveyance, TTH was able to build 5 units of truly affordable housing and rehabilitate an old dilapidated structure. These improvements have not only added 6 units of affordable housing to the city, but have improved the look of the neighborhood and highlighted the historic character of the Rhode Island Historic District. Given this success, we would like to continue that cooperative effort on Cedarwood Ave.

The need for affordable active senior housing was made clear to TTH by Lawrencians that belong to the Older League of Women Voters (OWVs). They expressed the need for housing options that were affordable, energy-efficient, conveniently located and could be designed so that they could age in place. Some wanted individual cottage living and others wanted a congregate living design that allowed them to socialize without an institutional feel. With these two ideas in mind, TTH has designed a unique model of active senior housing that includes 6 individual cottages for independent ownership and one large home designed for congregate cooperative living that could house 6-8 older residents. Both of these living arrangements would be more affordable than any current senior assisted living facility and allow for more independence. The congregate site would provide a more communal atmosphere and allow residents to share costs for housekeeping and visiting nurses. Home-based care, along with opportunities for social interaction, keeps seniors healthy and independent longer. With the county's contribution and housing trust subsidies, TTH would reduce the price of this housing significantly. With Energy Star efficiency these units would be affordable and maintenance free, but would allow active seniors to maintain residence in a friendly neighborhood, use public transportation, and have access to local banking and shopping. TTH would partner with senior service agencies to ensure residents had advocacy, referrals to senior services, and the community support they needed to be able to enjoy their active senior years in the Lawrence community and give back by buying locally and participating civically.

The vacant lot behind the United Way Center at 25th and Cedarwood is an ideal location for this model development. Currently, this vacant lot is not being used by the county or the neighborhood and costs the county to be maintained. For conveyance of this land, TTH would build high quality homes that would provide needed affordable senior housing, provide local jobs, add additional gardens and landscaping, and put this land back on county tax rolls. Thank you in advance for your consideration.

Sincerely,

A handwritten signature in cursive script that reads "Rebecca Buford".

Rebecca Buford
Executive Director, TTH, Inc.

DOUGLAS COUNTY COALITION ON AGING

We seek a livable community for all, with a focus on the needs and contributions of the aging.

745 Vermont
Lawrence, Kansas 66044
(785) 842-0345

January 7, 2011

Craig Weinaug, Douglas County Administrator
1100 Massachusetts St.
Lawrence, KS 66044

Regarding Tenants to Homeowners request for property on the 2500 Block of Cedarwood Avenue

The Douglas County Coalition on Aging (DCCOA) fully supports Tenants to Homeowners (TTH) in its plan to build affordable senior housing on the 2500 Block of Cedarwood Avenue. Tenants to Homeowners have worked with DCCOA and the Kaw Valley Older Women's League (OWL) in designing their plan and assuring that it matches local need. Should Douglas County honor the land request from TTH, the housing will serve as a model for future development in both the private and public sector.

The need for housing designed for seniors is supported by recent population statistics. From 2000 to 2008 the population of older adults in Douglas County increased by 41% compared to just a 14.4% increase in the overall population:

- Douglas County residents ages 60-64 (Baby Boomers) grew by 70%
- Douglas County residents ages 85+ grew by over 50%.

Over the next 20 years, Douglas County will have the 4th highest increase in the older adult population in the state.

Design needs of seniors are consistent with previous TTH projects. Sustainable design is also low maintenance design and results in lower expenses for the homeowner with a fixed income. Tenants to Homeowners has worked with DCCOA and OWL to incorporate universal design into the plans. The development will result in a naturally occurring retirement community where population density serves to lower the cost of aging services to its members.

The location on Cedarwood Avenue is ideal as an established residential neighborhood already served by public transit. Services within the United Way building, medical care, grocery, pharmacy and other shopping needs are all available within a small radius.

Honoring this request is an opportunity for Douglas County to support an indentified community need, at the same time providing an example for future development. I strongly encourage the county to provide the land for this project.

Respectfully submitted,

Gayle Sigurdson, DCCOA Housing Committee

Kaw Valley Older Women's League

Lawrence Kansas

January 15, 2011

Craig Weinaug, Administrator
Douglas County Commission
Douglas County Courthouse
1100 Massachusetts St.
Lawrence, KS 66044

Dear Craig,

I am writing in support of the Tenants to Homeowners (TTH) request for property on the 2500 Block of Cedarwood Avenue.

As you already know, the Douglas County Coalition on Aging (DCCOA) fully supports Tenants to Homeowners in its plan to build affordable senior housing on that site. Tenants to Homeowners has worked closely with DCCOA and the Kaw Valley Older Women's League (OWL) in designing their plan and assuring that it matches local need. The housing will serve as a model for future development in both the private and public sector.

Recent population statistics in Douglas County support the need for housing designed for seniors. Over the next 20 years, Douglas County will have the fourth highest increase in the older adult population in the state of Kansas.

The site is in an established residential neighborhood already served by public transportation. It is conveniently located to the services available through the United Way building as well as in reasonable proximity to medical care, grocery stores, pharmacy and other shopping needs.

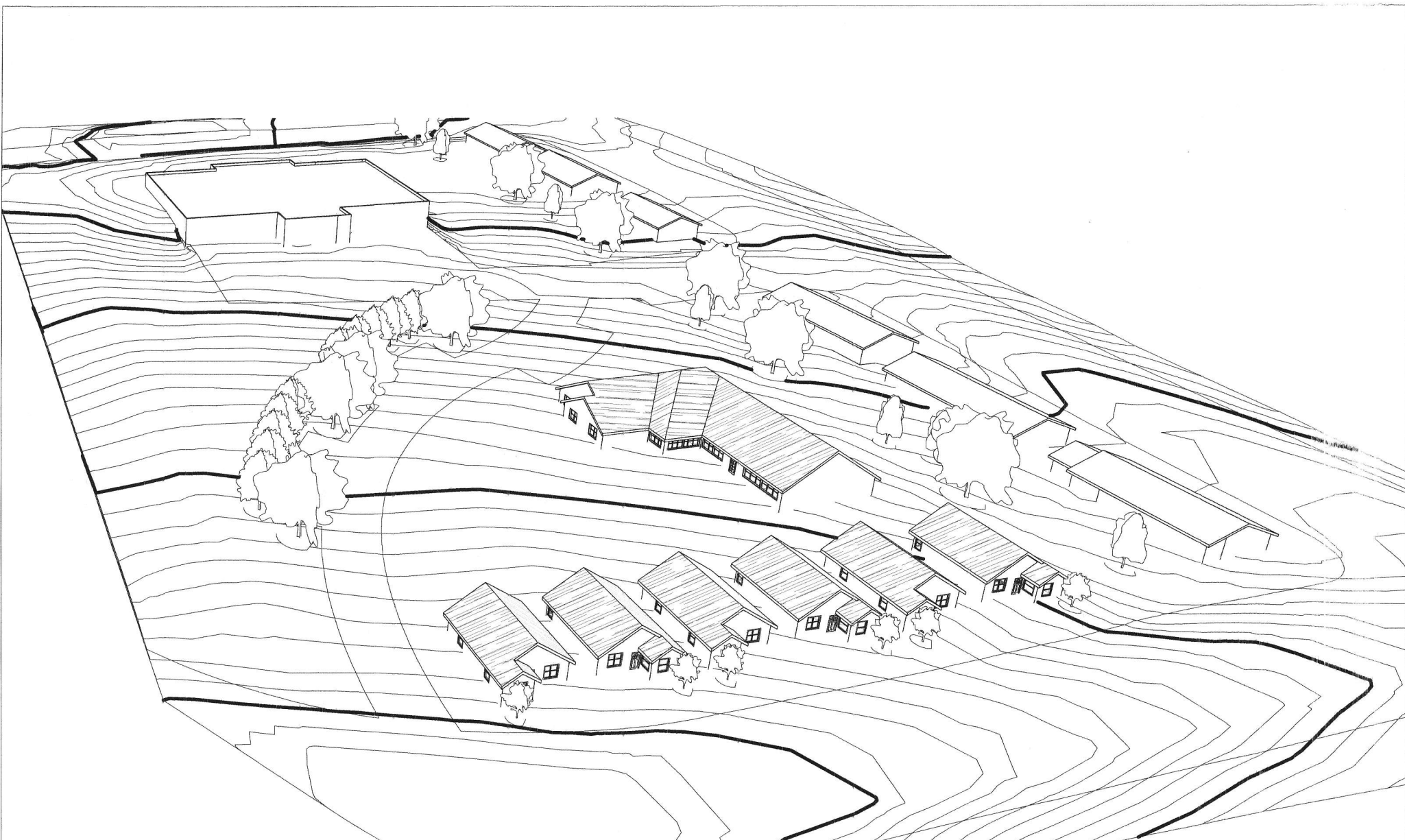
Certainly the community need is clear and I strongly encourage Douglas County to provide the land for this project.

Sincerely,
Donna S. Swall, President
Kaw Valley Older Women's League

C: Commissioner Jim Flory - 3rd District, Chairman
Commissioner Mike Gaughan - 1st District
Commissioner Nancy Thellman - 2nd District

The Cedarwood Senior Community & Cottages
Lawrence Community Housing Trust
Concept Draft 3. 2011





The Cedarwood Senior Community & Cottages
Lawrence Community Housing Trust
Concept Draft 3. 2011

MEMO

March 10, 2011

TO: Douglas County Commission

FROM: Natural & Cultural Heritage Taskforce

RE: Submission of Final Report

Since the release of our preliminary report on January 19 of this year, the Taskforce solicited and received public input on the report and its recommendations. That input was substantive in nature and most of the changes we made to the final report originated from this input.

With the submission of the report to you, we encourage you to consider and carry out the recommended actions in the report. Doing this in a timely fashion is imperative for the beneficial distribution of funds for heritage conservation in the current budget year.

We have included the following documents for your review and consideration:

- 1) Final Report with changes from the Preliminary Report noted in "balloons".
- 2) Final Report in printable format
- 3) Public comments submitted during the comment period that ended February 16, 2011
- 4) Summary of public comments at the public hearing on February 3, 2011.

Thank you for the opportunity to serve on the Taskforce. We remain committed to seeing that the promise in this effort becomes a reality.

Please feel free to contact us individually or collectively if the need arises.

Natural & Cultural Heritage Taskforce

~~Preliminary~~ Final Report



Presented to the Douglas County Commission

~~January 19~~ March 16, 2011

Introduction

The Douglas County Commission authorized the creation of the Natural & Cultural Heritage Taskforce and appointed its members on September 15, 2010. See Appendix D for biographical information about the Taskforce.

The purpose of the Taskforce was to do the following:

“Make recommendations to the Douglas County Commission on how to best establish a framework to conserve our natural and cultural heritage for future generations and to enhance economic development benefits of tourism, local agriculture, and other endeavors based on such conservation efforts”

During the month of October in 2010, the Natural & Cultural Heritage Taskforce hosted six public discussions throughout the County to learn what is important to people when it come to heritage conservation. The Taskforce sincerely thanks all members of the public who come to these public discussions. See Appendix C for a summary of these public discussions.

The Taskforce then met four times in November and December [of 2010](#) to create the most equitable and beneficial process for allocating funds for the conservation of the natural and cultural heritage of Douglas County. The Douglas County Commission has approved \$350,000 for this purpose in its 2011 budget. See Appendix A for a list of the Taskforce Recommendations.

The Taskforce agreed to make all decisions using the consensus decision making model. Decisions reached in this way means that all members can say they support the decision because it was reached fairly and openly, and everyone’s point of view was heard and understood. There were no votes taken on any item or recommendation in this report.

Information about the on-going activities of the taskforce can be found at www.heritageconservationdouglascounty.org. At this website, people can also sign up for email updates on [the future](#) activities of the Taskforce. ~~or provide comments on this report.~~

~~The Taskforce now invites the public to comment on its recommendations in this preliminary report. Comments can be submitted in writing to:~~

[Collin Bielser](#)
[County Administrator’s Office](#)
[1100 Massachusetts Street, Level 2](#)
[Lawrence, KS 66044](#)
~~Or by email to cbielser@douglas-county.com~~

~~The final report is scheduled to be approved by the Taskforce in February~~
The Taskforce approved the Final Report on February 24, 2011 for submission to the and then submitted to the Douglas County Commission for its review and consideration.

Executive Summary

From farms to historic buildings, from battlefields to wagon trails, from prairies and streams to frontier commerce, Douglas County has it all. First-year funding is needed for an inventory of irreplaceable resources not yet catalogued.

When connected through stories, Douglas County's natural landscapes and historic places represent a powerful continuum of history. We need to educate people inside and outside our community about who we are and about our rich history.

The Natural and Cultural Heritage Taskforce thanks the Douglas County Commission for the allocation of \$350,000 in its 2011 budget for heritage conservation. While funding for this year is a very important step, conservation efforts should be systematic and ongoing.

The Taskforce determined that there is no one fixed way to allocate funding for projects over time. The Taskforce thus concluded that worthwhile projects should drive the selection process. The process should not drive the selections.

One or two funded projects should be large enough to have a major impact on the conservation of our natural and cultural resources. Other funded projects should meet smaller, and equally important, needs of local organizations and individuals working to conserve our heritage. All projects should be evaluated on criteria that will determine a project's relative importance, and thus its desirability to be funded. The Taskforce recommends that funds be allocated for:

- 1) One or two major projects (55%)
- 2) A series of target projects (30%)
- 3) The first year of a county-wide inventory of heritage resources (10%), and
- 4) Administrative costs for evaluating and monitoring the progress of funded projects (5%).

The Taskforce chose to use percentages, rather than dollar amounts, as a way for the Douglas County Commission to determine the priorities for the \$350,000 it approved for heritage conservation in 2011. These percentages can change in the future as circumstances warrant.

The Taskforce recommends that the Douglas County Commission create a Heritage Conservation Council. ~~It would administer for administering~~ the grant application process associated with this initiative and ~~for making recommend suitable projects to the County Commission. recommendations to the County Commission on worthwhile projects.~~

The Taskforce supports the continued inclusion of monies from the general fund in future years for heritage conservation. If at some point the interest and need for this program requires more resources than are available from the general fund, the Commission or future Commissions should explore other funding sources, including a locally approved sales tax through a public vote.

PART I:

Facilitating *the conservation of our valued cultural and natural sites*

The natural and cultural resources in Douglas County, why we need to conserve them, how the Taskforce recommendations will help conserve our heritage, and the rationale behind the recommendations

"We should not think only of our own survival; each new generation is responsible to ensure the memory of the three generations before it, and the survival of the three to follow. What we do today will involve all seven generations and because of this we must bear in mind our responsibility to them today and always."

*Rick Mitchell: October 9, 2010
(shared at public discussion)*

Our Valued Heritage

From farms to historic buildings, from battlefields to wagon trails, from prairies and streams to frontier commerce, Douglas County has a rich heritage indeed. This was reinforced and amplified during the six public discussions hosted by the Taskforce in October of 2010. It also became clear that most of our heritage that has been conserved is due to extremely dedicated people at the local level. These include individuals and families conserving their farms and their way of life. Others maintain museums by donating their time, their money, and their talents. Some donate their land for public use. These people are our true heritage leaders, and over time they have all contributed greatly to making this present endeavor possible.

The irreplaceable resources nurtured by these people have been catalogued through a variety

of surveys in the past. While this information is useful for those interested in conserving our heritage, it is incomplete and outdated.

There is also no one depository for all the natural and cultural resources in the County that provides the ability to layer these resources in a system that will visually aid in the identification, evaluation and conservation of significant resources. This is an important tool that is not available to historical societies, heritage advisory committees, and policy makers like the County Commissioners. This inventory will strengthen our understanding of the County's assets and increase our ability to make decisions within a context of all our heritage resources. ~~Without continued work to know what resources are still out there, and how they are tied together, decisions will continue to be made in a vacuum.~~ See sections titled "Douglas County Inventory of Historic Resources" and "Environmentally Sensitive Areas Data" in Part II of this report for more on this subject.

Recommendation #1:

Support the ~~first year~~ funding of a county-wide systematic and comprehensive inventory of heritage resources—, starting with certain communities and areas in the first year. This inventory would be assembled into a publically accessible database, and updated and maintained in subsequent years. ~~This will strengthen our understanding of the County's assets and increase our ability to make decisions within a context of all our heritage resources.~~

Learning about Ourselves

When connected through stories, Douglas County's natural landscapes and historic places represent a powerful continuum of history. If conserved and interpreted, these significant local places can offer unique experiences and information that make the past come alive for anyone who visits or studies them.

Douglas County has a rich diversity of natural and cultural sites that could be enhanced by being connected to one another. Not only can places be connected physically with trails and paths, but also with interpretation by linking places through stories and broader natural and historical themes. Heritage education has long been a focus of the National Park Service (NPS) as a way to enrich classroom and visitor experiences. The NPS created the Teaching with Historic Places (TwHP) program in 1991 to promote places as effective tools for enhancing traditional instruction and helping students connect the history all around them with national events and themes. Augmenting existing natural and cultural education efforts at local sites and museums and during heritage festivals with resources available through the TwHP program is just one way we could enrich student and visitor experiences.

Natural and cultural conservation projects are perhaps most effective when they enrich the lives of residents while providing rich, local experiences for visitors. Douglas County

Commissioners should receive regular briefings on the progress of natural and cultural heritage conservation projects and inventories. Additionally, they should seek guidance from and partner with related local and state organizations that can further their mission of conservation. A list containing some of these organizations can be found in Appendix C.

Recommendation #2:

Monitor the progress of natural and cultural heritage conservation projects and inventories; Educate people inside and outside our community about who we are and our rich history.

Our Call to Action

The Natural and Cultural Heritage Taskforce thanks the Douglas County Commission for the allocation of \$350,000 in its 2011 budget for heritage conservation. It will help conserve our rich history and provide a solid foundation for future conservation. It is truly a landmark step that builds on past efforts of the Commission, all Douglas County communities, and citizen initiatives.

This expression of political will to provide funds to conserve our natural, cultural and historic sites will bring attention to the threatened and irreplaceable resources. While funding for this year is a very important step, conservation efforts should be systematic and ongoing. Inactivity or hit-and-miss efforts could undermine preservation and conservation efforts.

The Taskforce is recommending an objective, rational pathway for evaluating grant applications. The use of objective criteria for determining the value of our heritage resources is important. Using these criteria lends credibility to the support of a project and the accompanying expenditure. The Taskforce supports a numerical system (matrix) of weighing the relative merits of grant applications.

Historically, County residents have been interesting-interested in conserving our natural and cultural heritage. This was conveyed by individuals who have donated land for public access, people who served on the Eco² Commission¹, and those with an interest in local food production. This was also reinforced when the Taskforce toured the Lane Museum and Territorial Capitol in Lecompton, the Wakarusa River Valley Heritage Museum, and the Watkins Museum in Lawrence. Local heritage boosters in Baldwin city and Eudora also reinforced the countywide interest in heritage conservation.

Lack of funding for these purposes has limited the number of conservation related projects in the past. The Taskforce recognizes, however, that money for conservation efforts is finite. All

¹ Eco Squared Commission was created in 2000 as a joint advisory committee to Douglas County and the City of Lawrence. The purpose of the committee was to advise both the City and County on matters relating to the dual goals of (i) preservation and management of open space, and (ii) acquisition of land, facilities, and other supports to expand job opportunities in Douglas County, Kansas. This committee is no longer active.

proposed projects have value and deciding which are funded ~~at what level~~ will be challenging. ~~Therefore, the recommendations of the Taskforce provide a way for the most worthy projects to receive funding.~~

Recommendation #3:

Continuous, on-going action is critically important to fully maximize the benefits of funding included in the 2011 budget for Douglas County. Refer to the action timetable entitled *What Comes Next* for further details.

The specific steps for allocating funds authorized by the Commission are outlined in the subsequent section.

Employing a Framework to make Funding Decisions

The Taskforce determined that there is no one fixed way to allocate funding for projects over time. Even if there was a perfect formula, circumstances can change. The Taskforce thus concluded that worthwhile projects should drive the selection process. The process should not drive the selections.

So, how should projects be evaluated? One or two projects should be large enough to have a major impact on the conservation of our natural and cultural resources. Other funded projects should meet smaller, and equally important, needs of local organizations and individuals working to conserve our heritage. All projects should be evaluated using criteria that will determine a project's relative importance, and thus its desirability to be funded.

Determining the Funding Priorities

The Taskforce concluded that applications should be evaluated according to the impact the proposed project would have on conserving our county's heritage. For 2011, the Taskforce recommends that funds be allocated for:

- 1) One or two major projects
- 2) A series of target projects
- 3) The first year of a county-wide inventory of heritage resources, and

4) Administrative costs for evaluating and monitoring the progress of funded projects.

The Taskforce chose to use percentages, rather than dollar amounts, as a way for the Douglas County Commission to determine the priorities for the \$350,000 it approved for heritage conservation. There are two primary reasons for this; one, it clearly shows what the priorities are. Secondly, it provides a straightforward way for these priorities to be maintained in the likely event that, over time, the amount of funding will change. These percentages can change in the future as circumstances warrant.

One or two major projects can consume up to 55% of the total allocated funds. A series of target projects can consume up to 30% of allocated funds. [For illustrative purposes only, some target projects might include preservation of a few acres of native prairie, restoration of hitching posts, and refurbishment of an historic cabin.](#)

Recommendation #4:

Funded efforts must fall under one of the categories as outlined below:

- Historic structures
- Prairie; woodlands, waterways; habitat restoration/preservation
- Agriculture (—working farms; heritage farms: [high quality agricultural soils](#))
- Freedom’s Frontier themes (*Civil War and pre-Civil War heritage; Settlement stories (before and after Civil War); Enduring struggle for freedom*)
- Pre-settlement history

| Heritage Conservation: Funding Priorities | <i>Allocation Percentage</i> |
|--|------------------------------|
| Major Project(s) | 55% |
| Target Projects | 30% |
| Douglas County Inventory of Natural & Cultural Resources | 10% |
| Administration | 5% |
| <i>Total</i> | <i>100%</i> |

Recommendation #5:

All funds allocated for projects should be spent each year dependent on receiving qualified applications. If any one category does not have enough qualified applications, money should be used in other categories where there are qualified applicants. If inventory or administrative costs fall below the percentage allocated for those purposes, the money should be transferred for other qualified projects.

To provide potential applicants a head-start in formulating their proposals, the Taskforce recommends that the Commission approve the funding priorities in March of 2011 for Fiscal Year 2011. This would precede the actual request for grant applications slated now for August of 2011. In following years, upon the recommendations of an appointed advisory group, the Commission should approve allocation priorities in February of each year for that fiscal year for the reasons stated above.

Recommendation #6:

The Douglas County Commission should review, amend as necessary, and approve allocation priorities in March of 2011 for Fiscal Year 2011.

Recommendation #7:

As is expected of other administrative departments within County government, the County should adopt a three-year capital plan for [future-heritage conservation](#) projects.

Using Criteria to Evaluate Heritage Applications

The Taskforce believes strongly that applications be reviewed using [rationalerational](#), objective, and transparent criteria. These criteria should be placed in an evaluative matrix and made part of the grant application materials. For the purposes of this preliminary report, the criteria are simply listed for Commission and public feedback.

[Criteria for Grant Applications Guidelines](#)

The first criterion below is the highest priority when evaluating grants. The criteria that follow are equally important and thus are not ranked.

Highest Value Criterion:

- Substantial benefit for the conservation of natural and cultural resources

Remaining Criteria:

- Urgency
- Connectivity, both physical (sites) and interpretative (stories)
- Community Impact (how does it help the community)
- Sustainability

- Educational /Interpretative Value
- Matching Resources (money, ~~organizational capacity~~ labor, in-kind donations e.g.)
- Feasibility
- Affordability
- Uniqueness

The grant application process and materials should be straight forward to encourage grant submissions from a wide variety of interests. The amount of detail and verification required should be dependent in part on the amount of the request. At the same time, applicants should provide enough information to demonstrate their ability to carry out and accomplish the purpose for which they are requesting public funds. The grant application should convey what is expected in terms of the requirements for eligibility and the desired outcomes.

Recommendation #8:

The Douglas County Commission should review, amend as necessary, and approve grant application materials in May of 2011, and every March after that. These materials should include a list of criteria for use in evaluating grant applications ~~during the period from August 1 to October 31, 2011~~ in 2011.

Recommendation #9

The Commission should direct the Natural and Cultural Heritage Taskforce to submit the application materials to the Commission by April of 2011 for review and approval by the Commission as outlined in Recommendation #8.

Benefiting our Community through Heritage Conservation

The Taskforce believes that connecting stories and our places of interest will provide many community benefits. One benefit is a connection to the past, whether one’s family has lived here for 150 years or just a few months. Having a sense of our place in time is important for our community. A second benefit is that if our unique heritage is reflected in a compelling way, it will attract people from outside the county, which will lead to increased economic benefits from tourism.

Creating a Certified Local Government

The National Historic Preservation Act provides the legal basis for a federal-state-local preservation partnership. The federal law directs the State Historic Preservation Officer and the Secretary of the Interior (National Park Service, NPS) to certify local governments to participate in this partnership. In Kansas, the Certified Local Government (CLG) program is designed to promote the preservation of prehistoric and historic sites and districts by establishing a

partnership between the local government and the Kansas State Historic Preservation Office (SHPO), a division of the Kansas Historical Society.

Participation in the CLG program will result in many positive outcomes. Two key reasons to become a CLG is access to expert technical advice from the SHPO and the NPS and access to Federal funding. CLG communities are eligible for a portion of Federal funds set aside annually by the SHPO. Currently there are 15 CLG communities in Kansas that are eligible to apply for competitive grants from the SHPO funded by the Historic Preservation Fund. CLG communities frequently receive additional funds due to their documented commitment to the preservation of historic resources as part of the CLG program. See section titled “Application for Historical Preservation Grant” in Part II of this report for more details about this grant process.

Recommendation #10:

The Douglas County Commission should begin taking the steps necessary for Douglas County to becoming a Certified Local Government.

Creating a Heritage Conservation Council

One requirement for becoming a [Certified Local Government \(CLG\)](#) is that the local government must “establish an adequate and qualified historic preservation commission through a local ordinance.” [To satisfy this requirement, the Taskforce recommends the creation of a Heritage Conservation Council \(HCC\). The CLG rules require that it](#) ~~This historic preservation commission~~ must contain a minimum number of 5 members. ~~And while~~ ~~While~~ there is no limit to the number of members [that could be of the historic preservation commission on the Heritage Conservation Council](#), “at least 40 percent of the ~~commission . . .~~ membership shall be drawn from the preservation related profession as defined by the National Park Service. These professions currently include; Prehistoric and Historic Archeology, Architectural History, Conservation, Cultural Anthropology, Curation, Engineering, Folklore, Historic Architecture, Historic Landscape Architecture, Historic Preservation Planning, Historic Preservation, and History.”

Recommendation #11:

The Natural & Cultural Heritage Taskforce recommends that the Douglas County Commission create a Heritage Conservation Council in accordance with the requirements of being a Certified Local Government. ~~;~~ [The HCC would administer as well as administrating](#) the grant application process associated with this heritage conservation initiative and [recommend suitable projects to the County Commission](#) ~~making recommendations to the County Commission on worthwhile projects.~~

Recommendation #12:

The Heritage Conservation Council should be comprised of seven (7) members, three of whom shall have qualifications as outlined in the Certified Local Government requirements. The remaining four members shall be taken from a pool of people with one of more of the following interests: agriculture, tourism, unique [and significant](#) lands, economic development, history, and environment. The Douglas County Commission should appoint members to the [Heritage Conservation Council](#) ~~council~~ by May of 2011.

Recommendation #13

The Commission should direct the Natural and Cultural Heritage Taskforce to submit an administrative and organizational framework for the [Heritage Conservation Council](#) ~~council~~ to the Commission by April of 2011 for review and approval by the Commission in May of 2011.

Long Term Funding Source

The Natural and Cultural Heritage Taskforce thanks the Douglas County Commission for the allocation of \$350,000 in its 2011 budget for heritage conservation. This landmark step builds on past efforts of the Commission, all Douglas County communities, and citizen initiatives. The Taskforce supports the continued inclusion of monies from the general fund in future years for heritage conservation. If, at some point, the interest and need for this program requires more resources than are available from the general fund, the Commission or future Commissions should explore other funding sources, including a locally approved sales tax through a public vote.

While one major focus of this report, as it should be, is how to beneficially award grants for heritage conservation, it is important to note that any awarded funds provide applicants an opportunity and the encouragement to leverage other funds (e.g. private, institutional, other levels of government, proven volunteer base). Matching resources is one of the criteria for evaluating grant applications. This underscores the fact that the primary purpose of current and future funds approved by the Commission is to facilitate the enhanced conservation of our heritage. It is not the ultimate funding source for heritage conservation.

What Comes Next...?

The Natural & Cultural Taskforce submits its Final Report to the Douglas County Commission for its review and consideration in **March 2011**

Douglas County applies for a grant from the Historic Preservation Fund to pay for a portion of the cost of the 2011 inventory of heritage resources. Deadline for the grant is **March 15, 2011**.

The Natural & Cultural Taskforce presents its recommendations on the grant application process and the organizational framework for the Heritage Conservation Council to the Douglas County Commission in **April 2011**.

The Douglas County Commission appoints the members of the Heritage Conservation Council and approves the grant application process in **May 2011**

Historic Preservation Fund Grants are awarded: **May 14, 2011**

The grant application period opens in **July 2011** and closes in **September 2011**

The Heritage Conservation Council completes its review of grant applications and makes funding recommendation in **November 2011**.

The Douglas County Commission allocates grant money for projects in **December of 2011**.

PART II:

Concurrent Proposals and Activities Supported by the Taskforce

Horizon 2020 Comprehensive Preservation Plan, Revisions to Chapter 11

Horizon 2020 Comprehensive Preservation Plan Element and Revisions to Chapter 11: Historic Resources of *Horizon 2020, the Comprehensive Plan for Lawrence and Unincorporated Douglas County*.

The *Horizon 2020 Historic Preservation Plan Element* provides Lawrence and unincorporated Douglas County with both a broad-based and inclusive preservation model. Its goal is to create

opportunities to preserve, enhance and develop, through preservation activities and programs, livable, vital, and sustainable neighborhoods, commercial centers, cultural landscapes, and rural communities. The plan broadly focuses on the city's and county's cultural resources, including its buildings, neighborhoods and streetscapes, historic sites, trails, battlefields, open spaces, and prehistoric and historic archaeological sites. These are the assets that provide a unique "sense of place" in the region.

The City of Lawrence and Douglas County possess a unique legacy of built and natural resources that reflect its rich history. This legacy deserves to be protected and preserved. The proposed preservation plan capitalizes on the demonstrated success of historic preservation methodology as a tool for revitalization of older neighborhoods and commercial centers, the popularity of traditional urban environments, the fast-growing heritage and cultural tourism industry, and the strong public support for environmental stewardship and sustainability. It provides strategies that place preservation as an important component in the city and county's planning and development programs. Five goals compose the key elements of the plan.

- Incorporate Historic Preservation as an Important Component of the City and County Planning Processes.
- Conserve the Rural Character of Unincorporated Douglas County in Strategic Areas.
- Incorporate Preservation Incentives into the City and County's Economic Development Policies and Programs.
- Incorporate Heritage Tourism as an Economic Development Program.
- Establish Outreach and Educational Programs.

Douglas County Inventory of Historic Resources

Historic resources in Douglas County are integral in defining the character of the county and the region. The ongoing preservation of significant resources and cultural landscapes can yield an improved quality of life and a sense of place for future generations. Specific preservation programs and processes are needed to assist in providing considerations of these resources in land use decisions to protect significant resources and to allow a balance between commercial, residential, institutional, agricultural, industrial, and natural land uses. To be effective, preservation issues need to be considered early in the planning stages and in the context of other development and land use issues. Only after the identification, evaluation, and subsequent "mapping" of significant cultural resources through an inventory, can the county begin to target and prioritize preservation of significant resources.

Surveying is the process of identifying and gathering data on historic resources. It includes recording basic physical and historical information about a property, photographing it, and drawing a site plan (additional information may be required for archeological sites). A survey is a means of documenting historic resources and does not automatically result in the listing of a property in the National Register of Historic Places or Register of Historic Kansas Places. A survey can, however, serve as an important first step in determining the potential for a property or an area to be listed in the National Register of Historic Places or the Register of

Historic Kansas Places. In Kansas, the State Historic Preservation Office (SHPO), a division of the Kansas Historical Society, maintains a statewide database, the [Kansas Historic Resources Inventory](#) (KHRI) that contains all of the SHPO's survey records. The database is fully searchable and available to the public.

Currently, 4,084 sites, structures, buildings, and objects have been surveyed in Douglas County and are part of the KHRI database. The majority of surveyed properties are located in Lawrence (3,605) with less than 500 located elsewhere in the County. A reconnaissance survey was completed for Baldwin City and Palmyra Township in 1989, but much of this information needs to be updated. Because history is not static, more properties become historic (50 years old by NPS standards) daily. An ongoing survey and inventory program is necessary to identify properties as they achieve historic significance to adequately plan for future use.

Many documented and inventoried archeological sites are not included in the KHRI database due to the sensitive nature of location and potential to yield information about our past. The SHPO maintains a GIS coverage layer that shows the location of over 14,000 (258 in Douglas County) recorded archeological sites in the state.

Environmentally Sensitive Areas Data

The Lawrence Douglas County Planning Commission has recommended the Lawrence City Commission and the Douglas County Commission adopt a new chapter to Horizon 2020 – Chapter 16 – Environment. This chapter includes, among other goals and policies, the recommendation that the City and County partner with organizations to complete an inventory of wetlands, significant areas of groundwater recharge, woodlands within the county, urban forest, native prairie remnants, “critical habitat”, key habitats, and wildlife corridors. Like cultural resources, many of these areas have various levels of inventory information currently available.

The KARS (Kansas Applied Remote Sensing) Program at the Kansas Biological Survey (KBS) has developed the Natural Resources Planner, an interactive mapping website designed to assist in the planning of development projects so that Kansas can benefit from development of its resources while protecting sensitive wildlife and wildlife habitat. The mapping application combines relevant natural resource and infrastructure data together within an integrated mapping environment to help users make informed decisions.

In addition, KBS has already provided Douglas County with Geographic Information Systems (GIS) coverage of significant natural features (rare or endangered species of plants and animals and high quality natural communities such as tallgrass prairie, oak-hickory forest, wetlands.) KBS could review and update sites within the county and provide a short list of top sites. Such sites would be evaluated by KBS primarily on their ecological significance, and not on other factors such as suitability for public use, ownership, cost, or public appeal.

The difficulty is that there is no one depository for all of the different cultural and environmental resources that has the ability to layer all of the resources in the County into a

system that will visually aid in the identification, evaluation and preservation of significant resources.

Application for Historic Preservation Grant

Historic Preservation Fund (HPF) grants are an excellent source of revenue for identifying and gathering data on historic resources, for becoming a Certified Local Government (CLG), and for education projects. Federal grants require a 40% match from the local government. Since becoming a CLG in 1989, the City of Lawrence has received over 25 grants for projects ranging from surveys to educational brochures. Douglas County should apply for these grants to achieve CLG status and to help fund the needed inventory work throughout the county. Deadline for 2011 grant applications is March 15, 2011 with awards announced on May 14, 2011.

Relationship to Freedom's Frontier Heritage Area

By designating Freedom's Frontier a National Heritage Area, the United States Congress has recognized that 41 counties along the Kansas-Missouri border were the epicenter of events that led to the Civil War and the continuing struggle for freedom that has played out around the world since then. Here, where the two great trails converge, a nation moved west. Issues of slavery, land ownership, voting rights, and individual liberties manifested the differing understandings of the ideal of freedom that still resound today.

Places, stories or landscapes are considered nationally significant when they "contain important regional and national stories that, together with their associated natural and/or cultural resources, enable the American people to understand, preserve and celebrate key components of the multi-faceted character of the nation's heritage."

The overarching theme of FFNHA is freedom. Subthemes include the shaping of the frontier, the Missouri-Kansas Border War, and the enduring struggles for freedom. Douglas County is at the center of FFNHA and is rich with these resources. Project proposals that connect with any or all of these themes will be considered for the Natural and Cultural Heritage Grants. More information about FFNHA can be found at www.freedomsfrontier.org or by calling 856-5301.

PART III:

Reference Documents

APPENDIX A: List of Recommendations

Recommendation #1:

[Support the funding of a systematic and comprehensive inventory of heritage resources, starting with certain communities and areas in the first year. This inventory would be assembled into a publically accessible database, and updated and maintained in subsequent years.](#)

~~Support the first year funding of a county-wide inventory of heritage resources. This will strengthen our understanding of the County's assets and increase our ability to make decisions within a context of all our heritage resources.~~

Recommendation #2:

Monitor the progress of natural and cultural heritage conservation projects and inventories; Educate people inside and outside our community about who we are and our rich history.

Recommendation #3:

Continuous, on-going action is critically important to fully maximize the benefits of funding included in the 2011 budget for Douglas County. Refer to the action timetable located in *What Comes Next* for further details.

Recommendation #4:

Funded efforts must fall under one of the categories as outlined below.

- Historic structures
- Prairie; woodlands, waterways; habitat restoration/preservation
- Agriculture (~~working~~ farms; heritage farms; [high quality agricultural soils](#))
- Freedom's Frontier themes (*Civil War and pre-Civil War heritage; Settlement stories (before and after Civil War); Enduring struggle for freedom*)
- Pre-settlement history

| Heritage Conservation: Funding Priorities | <i>Allocation Percentage</i> |
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Recommendation #5:

All funds allocated for projects should be spent each year dependent on receiving qualified applications. If any one category does not have enough qualified applications, money should be used in other categories where there are qualified applicants. If inventory or administrative costs fall below the percentage allocated for those purposes, the money should be transferred for other qualified projects.

Recommendation #6:

The Douglas County Commission should review, amend as necessary, and approve allocation priorities in March of 2011 for Fiscal Year 2011.

Recommendation #7:

As with other administrative departments for Douglas County, the County should adopt a three year capital plan for heritage conservation ~~future~~ projects.

Recommendation #8:

The Douglas County Commission should review, amend as necessary, and approve grant application materials in May of 2011, and every March after that. These materials should include a list of criteria for use in evaluating grant applications in 2011 ~~during the period from August 1 to October 31, 2011.~~

Recommendation #9

The Commission should direct the Natural and Cultural Heritage Taskforce to submit the application materials to the Commission by April of 2011 for review and approval by the Commission as outlined in Recommendation #8.

Recommendation #10:

The Douglas County Commission should begin taking the steps necessary for Douglas County to becoming a Certified Local Government.

Recommendation #11:

The Natural & Cultural Heritage Taskforce recommends that the Douglas County Commission create a Heritage Conservation Council in accordance with the requirements of being a Certified Local Government, The HCC would administer as well as administrating the grant application process associated with this heritage conservation initiative and recommend suitable projects to the County Commission ~~making recommendations to the County Commission on worthwhile projects.~~

Recommendation #12:

The Heritage Conservation Council should be comprised of seven (7) members, three of whom shall have qualifications as outlined in the Certified Local Government requirements. The remaining four members shall be taken from a pool of people with one of more of the following interests: agriculture, tourism, unique and significant lands, economic development, history, and environment. The Douglas County Commission should appoint members to the Heritage Conservation Council ~~council~~ by May of 2011.

Recommendation #13

The Commission should direct the Natural and Cultural Heritage Taskforce to submit an administrative and organizational framework for the [Heritage Conservation Council](#) council to the Commission by April of 2011 for review and approval by the Commission in May of 2011.

APPENDIX B: Organizational Resource List

Freedom's Frontier NHA: <http://www.freedomsfrontier.org/>
Kansas Historical Society: <http://www.kshs.org/>
Kansas Historic Resources Inventory: <http://khri.kansasgis.org/>
Kansas Land Trust: <http://www.klt.org/>
Kansas Biological Survey: <http://www.kbs.ku.edu/>
City of Lawrence - Historic Resources: http://www.ci.lawrence.ks.us/pds/historic_resources
City of Lawrence – Environment: <http://www.lawrenceks.org/pds/H2020-Env>
NPS “Teaching with Historic Places”: <http://www.nps.gov/nr/twhp/>
NPS “Travel Itineraries”: <http://www.nps.gov/history/travelers.htm>
Kansas Applied Remote Sensing: <http://www.kars.ku.edu/research/natural-resource-planner/>
Lawrence Preservation Alliance: <http://lawrencepreservation.org>
Kansas Preservation Alliance: <http://kpalliance.org/>
Douglas County Historical Society: <http://www.watkinsmuseum.org/>
Lecompton Historical Societies: <http://www.lecomptonkansas.com/>
Wakarusa River Valley Heritage Museum: <http://www.wakarusamuseum.org/history.html>
Midland Railway Historical Association: <http://www.midland-ry.org/index.php?page=membership-form>
Black Jack Battlefield: <http://www.blackjackbattlefield.org/>
Eudora Historical Society
Santa Fe Trail Historical Society:
National -Certified Local Government Program: <http://www.nps.gov/history/hps/clg/index.htm>
Kansas -Certified Local Government Program: <http://www.kshs.org/p/certified-local-government-program/14607>
[Eco² Commission Report: http://www.douglas-county.com/depts/ad/docs/pdf/ad_eco2plan.pdf](http://www.douglas-county.com/depts/ad/docs/pdf/ad_eco2plan.pdf)
[Eco² Open Space Ranking Formula: http://www.douglas-county.com/depts/ad/docs/pdf/ad_eco2planappd.pdf](http://www.douglas-county.com/depts/ad/docs/pdf/ad_eco2planappd.pdf)

Appendix C: Summary of Public Discussions

The Natural & Cultural Heritage Taskforce held six public discussions throughout the County during the month of October. The purpose of these discussions was to learn and explore further what Douglas County citizens considered important when it comes to heritage conservation. Locations of the meetings included; Baldwin City, Eudora, Lecompton, Clinton and Lawrence. It

was a high priority of the Taskforce to visit as many places and discuss with as many people as possible about the natural and cultural heritage of Douglas County.

The Taskforce sincerely thanks all members of the public who came to these public discussions. Each public meeting was unique, informative, and vital to the mission of the Taskforce.

Baldwin City
October 6, 2010

The first public discussion of the Natural & Cultural Heritage Taskforce was held at the Lumberyard Arts Center in Baldwin City. Baldwin City residents stressed the importance of connecting the community's many historical and natural areas both physically and interpretatively. Baldwin City resident Dave Hill expressed interest in creating a series of trails and paths for recreational as well as safety reasons. Hill estimated that Baldwin City experiences an influx of 50 bicycle enthusiasts on any given weekend. Some of the sites that should be considered for connecting trails include: Black Jack Battle Field, Baldwin City Lake, Douglas State Lake, Ida Boyd Prairie, Signal Oak, among numerous others.

Others topics discussed included using potential funds to create a series of markers and interpretative signs for historical and natural areas, restore and rehabilitate the Robert Hall Pearson Farmstead, assist the Midland Railroad Historical Organization, as well as preserve native prairie lands still in existence throughout the County.

Lawrence
October 9, 2010

The first of two meetings to be held in Lawrence began with a discussion concerning conservation easements with Bob Lichtwardt, a former University of Kansas professor of botany, who along with his wife placed a parcel of their land in a conservation easement with the Kansas Land Trust. This conservation easement is especially unique in the fact that a nature trail, open to the public, traverses across the Lichtwardt's easement. Additionally, the Lichtwardt's 40 acre easement is part of a 100 acre nature park that is maintained by the City of Lawrence. Taskforce members and public present were also given time to explore the nature trail before the public forum continued with a discussion at Free State High School, where topics included the importance of preserving sensitive soils, enhancing local food production, and exploring the potential of using transfer of development rights (TDR) to protect sensitive lands.

Eudora
October 13, 2010

The Taskforce's third meeting was held at Eudora's City Hall where community members expressed that, unlike other community's throughout Douglas County, Eudora's history has not been as thoroughly documented and preserved. Currently, the City is housing many historical

documents in an abandoned school that has been subject to vandalism. It was also expressed that Eudora has no place to display their community's history. City Administrator John ~~Harrenstien~~ [Harrenstein](#) and Mayor [Scott Hopson](#) shared that the community has had to grapple with the fact that Eudora in many ways has become a bedroom community over the last decade and hopes that this program could help Eudora preserve and enhance its own history and identity. Specifically, Eudora is hoping to rehabilitate a historic building located downtown that could serve as an anchor for other preservation and downtown reinvestment efforts. The building would likely have multiple functions and serve a variety of community groups and organizations including the Eudora Historical Society, Eudora Chamber of Commerce, local food producers and artists.

Other topics discussed included a presentation from local community historian John More who presented the Taskforce with a detailed list of historical sites throughout Eudora and Eudora Township. Mr. More expressed an interest for using potential money to create interpretative signs to commemorate the history and culture of Eudora. This idea was further discussed upon by the President of the Eudora Historical Society who also noted a similar initiative that Eudora residents undertook in the late 1970's/early 80's to create a self-guided tour of Eudora.

Lecompton October 20, 2010

The public forum in Lecompton began with a guided tour of the Territorial Capital Museum and Constitution Hall from Lecompton Historical Society president Paul Bahnmaier. While time was short, it was clearly evident that Lecompton has a rich heritage.

Following the guided tour, a public discussion was held at the Lecompton City Hall where Paul Bahnmaier brought informative packets for each Taskforce member summarizing many of the historical sites located in and around Lecompton. Detailed inside the packet include:

- Big Springs School
- Greenwood Valley School
- Winter School House
- City Jail
- Lake-View Cemetery
- Site of the original Governor's mansion
- Constitution hall
- Lane University
- Windsor Hotel
- Democratic Headquarters
- Battle of Fort Titus
- Camp Sackett
- Crowder School
- Glenn School
- Lecompton High School

In addition to the prepared packet, Mr. Bahnmaier discussed the history and importance of each site, its condition, needed maintenance for each structure, and possible future uses for some of the Lecompton landmarks.

Lecompton, as the Taskforce members learned, is a treasure trove of pre-civil war history, and regularly accommodates national motor coach tours through the small town. Lecompton is a high profile tourist location for not only Douglas County, but also the State of Kansas. Furthermore, Lecompton's heritage is an important aspect of not only Douglas County's identity, but the United States.

**Clinton
October 24, 2010**

On Saturday, October 24, the Taskforce traveled to Clinton where the day began with a tour of the Wakarusa River Valley Heritage Museum. The museum contains many exhibits but its main focus is to commemorate the heritage of the ten Wakarusa Valley communities: Bloomington, Clinton, Kanwaka, Lone Star, New Belvoir, Old Belvoir, Richland, Sigel, Stull, and Twin Mound, which were affected by the construction of Clinton Lake.

Taskforce members learned about many of the important founders and early settlers of the Wakarusa Valley. According to Martha Parker, local historian, a majority of early settlers in the area were abolitionists and key members in the conflict known as Bleeding Kansas. In fact, many of the Wakarusa River Valley communities were stops along the Underground Railroad, and the Wakarusa Valley Heritage Museum is recognized by the National Underground Railroad Network to Freedom, a program of the National Park Service.

Following the tour of the museum, the conversation continued at Clinton Township Hall where conversation focused on continuing the mission of educating the public about the ten communities in the area. Proposals included identifying the location and history of the ten communities, rehabilitating historic schoolhouses in the area for use as future community centers, and assisting the Wakarusa River Valley Heritage Museum with building a larger more modern museum.

**Lawrence
October 27, 2010**

The final public forum the Natural & Cultural Heritage Taskforce was held at the Watkins Community Museum in Downtown Lawrence. Prior to the public forum members of the Taskforce were given a brief tour of the museum by interim curator Mike Wildgen.

Following the tour, a public discussion commenced. Many of the public present were familiar with past initiatives, such as Eco², and were interested in learning how this Taskforce would be different. Bill Busby with the Kansas Biological Survey and former member of Eco², informed the Taskforce that the Kansas Biological Survey maintains a database of natural areas that could serve as a resource for the group. Mr. Busby went on to say that less than 1 percent of native prairie is left in the County and that these areas are extremely beneficial to citizens of Douglas County. Not only do natural areas hold potential for recreational and educational reasons, but they also improve water quality and sequester carbon dioxide.

Additional topics included; ensuring that pre-settlement and Native American history be acknowledged, preserving prime soils and farmland close to communities to support local agriculture initiatives, and identifying and conserving the 800 block of Pennsylvania St. in Lawrence where many early food processing plants existed, as well as keeping in mind the various way Lawrence and Douglas County could be marketed for future tourists and residents.

Appendix D: Taskforce Biographical Information

The Natural & Cultural Heritage Taskforce is comprised of six Taskforce members, two ex-officio members, and a facilitator. The Taskforce was assisted by one staff member.

Dr. John S. Bradley – Taskforce Member

John was born and raised on a farm south of Lawrence in Douglas County, Kansas. He returned to Lawrence in 1991 and purchased Bradley Animal Hospital, a three doctor small animal hospital. John and his wife Amy live near the farm south of Lawrence, and have two adult children Ashley and Adam.

Scott Campbell: - Taskforce Member

Scott Campbell, 53, is a life-long resident of Douglas County and graduate of the University of Kansas. He is a professional ecologist and Associate Director of Outreach and Public Service at the Kansas Biological Survey, a state research and service agency based in Lawrence. He has a keen interest in sustaining local biodiversity, promoting environmental ethics and education, and protecting historic and cultural elements throughout Douglas County.

Jamie Knabe – Taskforce Member

Jamie and her husband Keith live southeast of Eudora on a 140 acre farm that was once owned by Keith's grandparents. We have raised two boys, Dustin and Kevin. Keith is a self employed farmer which he has done all his adult life along with his Dad and brother in law. The Knabe's have been farming for over 100 years. I am currently on the Douglas County Farm Bureau Board where I am the women's chair. I have been involved for 10 years with the Slice of Ag Committee a program sponsored by the Douglas County Extension Office.

Sarah Martin – Taskforce Member

Sarah is a native of Abilene and serves as the National and State Register Coordinator for the Kansas State Historical Society. She earned her bachelor's degree in history from the University of Kansas and her master's degree in history and historic preservation from Middle Tennessee State University. She credits her interest in history to long family road trips to places like Plimouth Plantation, the Molly Brown House in Denver, and the Baseball Hall of Fame in Cooperstown. Sarah and her husband Jack have lived in Lawrence for six years.

Larry McElwain – Taskforce Member

Larry McElwain is a 1970 graduate of the University of Kansas and a 1971 graduate of the San Francisco College of Mortuary Science. He and his family have owned the Warren Mortuary since July 1974. Over the years, he has been an active community volunteer and has chaired several non-profit organizations, including the Lawrence Chamber of Commerce and the Douglas County ECO² Commission. He is married to Susan McElwain and is the father of three children. His hobbies include hunting, fishing, and creating waterfowl habitat.

Sean Williams – Taskforce Member

Sean Williams is a local realtor with Realty Executives, 1037 Vermont Street. He is a life-long Lawrence resident, steeped in both local and regional history. He serves on numerous boards in the community including the Lawrence Historic Resources Commission currently.

Judy Billings – Ex Officio Member

Judy Billings is the President and CEO of Destination Management, Inc. which contracts with the County Commission to manage county finances for Douglas County Historical Societies. She has directed the Convention & Visitors Bureau since 1980 and has worked for over a decade to create Freedom’s Frontier National Heritage Area currently serving as its Executive Director.

Jason Fizell – Ex Officio Member

Jason Fizell is Executive Director of the Kansas Land Trust (KLT) based in Lawrence. KLT protects over 16,000 acres of ecological, agricultural, scenic, historic, and recreational significance on 43 properties statewide—11 of which are in Douglas County. Jason has worked in conservation and nonprofit management for many years with a background in land use and water quality issues. He graduated from the University of Kansas with a B.A. in History. Jason and his wife, Sarah, are expecting their first child—a daughter, Astra Grace—in February 2011.

Ken Grotewiel - Taskforce Facilitator

Ken Grotewiel is a Senior Associate with the Great Plains Consensus Council at Bethel College. Ken is an approved mediator by the Kansas Supreme Court. He has long been interested in water, outdoor recreation, and history. Ken lives in Lawrence.

Collin Bielser - Taskforce Staff

Collin Bielser, originally from Colby, Kansas, is a student at the University of Kansas pursuing his Masters of Public Administration (MPA). He is a fourth-generation Jayhawk and his Great-Great Grandfather attended Lane University, now the Territorial Capital Museum in Lecompton. Collin aspires one day to be a city manager and is interning with current County Administrator, Craig Weinaug.

Natural & Cultural Heritage Taskforce

Final Report



Presented to the Douglas County Commission
March 16, 2011

Introduction

The Douglas County Commission authorized the creation of the Natural & Cultural Heritage Taskforce and appointed its members on September 15, 2010. See Appendix D for biographical information about the Taskforce.

The purpose of the Taskforce was to do the following:

“Make recommendations to the Douglas County Commission on how to best establish a framework to conserve our natural and cultural heritage for future generations and to enhance economic development benefits of tourism, local agriculture, and other endeavors based on such conservation efforts”

During the month of October in 2010, the Natural & Cultural Heritage Taskforce hosted six public discussions throughout the County to learn what is important to people when it come to heritage conservation. The Taskforce sincerely thanks all members of the public who come to these public discussions. See Appendix C for a summary of these public discussions.

The Taskforce then met four times in November and December of 2010 to create the most equitable and beneficial process for allocating funds for the conservation of the natural and cultural heritage of Douglas County. The Douglas County Commission has approved \$350,000 for this purpose in its 2011 budget. See Appendix A for a list of the Taskforce Recommendations.

The Taskforce agreed to make all decisions using the consensus decision making model. Decisions reached in this way means that all members can say they support the decision because it was reached fairly and openly, and everyone’s point of view was heard and understood. There were no votes taken on any item or recommendation in this report.

Information about the on-going activities of the taskforce can be found at www.heritageconservationdouglascounty.org. At this website, people can also sign up for email updates on future activities of the Taskforce.

The Taskforce approved the Final Report on February 24, 2011 for submission to the Douglas County Commission for its review and consideration.

Executive Summary

From farms to historic buildings, from battlefields to wagon trails, from prairies and streams to frontier commerce, Douglas County has it all. First-year funding is needed for an inventory of irreplaceable resources not yet catalogued.

When connected through stories, Douglas County's natural landscapes and historic places represent a powerful continuum of history. We need to educate people inside and outside our community about who we are and about our rich history.

The Natural and Cultural Heritage Taskforce thanks the Douglas County Commission for the allocation of \$350,000 in its 2011 budget for heritage conservation. While funding for this year is a very important step, conservation efforts should be systematic and ongoing.

The Taskforce determined that there is no one fixed way to allocate funding for projects over time. The Taskforce thus concluded that worthwhile projects should drive the selection process. The process should not drive the selections.

One or two funded projects should be large enough to have a major impact on the conservation of our natural and cultural resources. Other funded projects should meet smaller, and equally important, needs of local organizations and individuals working to conserve our heritage. All projects should be evaluated on criteria that will determine a project's relative importance, and thus its desirability to be funded. The Taskforce recommends that funds be allocated for:

- 1) One or two major projects (55%)
- 2) A series of target projects (30%)
- 3) The first year of a county-wide inventory of heritage resources (10%), and
- 4) Administrative costs for evaluating and monitoring the progress of funded projects (5%).

The Taskforce chose to use percentages, rather than dollar amounts, as a way for the Douglas County Commission to determine the priorities for the \$350,000 it approved for heritage conservation in 2011. These percentages can change in the future as circumstances warrant.

The Taskforce recommends that the Douglas County Commission create a Heritage Conservation Council. It would administer the grant application process associated with this initiative and recommend suitable projects to the County Commission..

The Taskforce supports the continued inclusion of monies from the general fund in future years for heritage conservation. If at some point the interest and need for this program requires more resources than are available from the general fund, the Commission or future Commissions should explore other funding sources, including a locally approved sales tax through a public vote.

PART I:

Facilitating the conservation of our valued cultural and natural sites

The natural and cultural resources in Douglas County, why we need to conserve them, how the Taskforce recommendations will help conserve our heritage, and the rationale behind the recommendations

"We should not think only of our own survival; each new generation is responsible to ensure the memory of the three generations before it, and the survival of the three to follow. What we do today will involve all seven generations and because of this we must bear in mind our responsibility to them today and always."

*Rick Mitchell: October 9, 2010
(shared at public discussion)*

Our Valued Heritage

From farms to historic buildings, from battlefields to wagon trails, from prairies and streams to frontier commerce, Douglas County has a rich heritage indeed. This was reinforced and amplified during the six public discussions hosted by the Taskforce in October of 2010. It also became clear that most of our heritage that has been conserved is due to extremely dedicated people at the local level. These include individuals and families conserving their farms and their way of life. Others maintain museums by donating their time, their money, and their talents. Some donate their land for public use. These people are our true heritage leaders, and over time they have all contributed greatly to making this present endeavor possible.

The irreplaceable resources nurtured by these people have been catalogued through a variety of surveys in the past. While this information is useful for those interested in conserving our heritage, it is incomplete and outdated.

There is also no one depository for all the natural and cultural resources in the County that provides the ability to layer these resources in a system that will visually aid in the identification, evaluation and conservation of significant resources. This is an important tool that is not available to historical societies, heritage advisory committees, and policy makers like the County Commissioners. This inventory will strengthen our understanding of the County's assets and increase our ability to make decisions within a context of all our heritage resources. See sections titled "Douglas County Inventory of Historic Resources" and "Environmentally Sensitive Areas Data" in Part II of this report for more on this subject.

Recommendation #1:

Support the funding of a systematic and comprehensive inventory of heritage resources, starting with certain communities and areas in the first year. This inventory would be assembled into a publically accessible database, and updated and maintained in subsequent years.

Learning about Ourselves

When connected through stories, Douglas County’s natural landscapes and historic places represent a powerful continuum of history. If conserved and interpreted, these significant local places can offer unique experiences and information that make the past come alive for anyone who visits or studies them.

Douglas County has a rich diversity of natural and cultural sites that could be enhanced by being connected to one another. Not only can places be connected physically with trails and paths, but also with interpretation by linking places through stories and broader natural and historical themes. Heritage education has long been a focus of the National Park Service (NPS) as a way to enrich classroom and visitor experiences. The NPS created the Teaching with Historic Places (TwHP) program in 1991 to promote places as effective tools for enhancing traditional instruction and helping students connect the history all around them with national events and themes. Augmenting existing natural and cultural education efforts at local sites and museums and during heritage festivals with resources available through the TwHP program is just one way we could enrich student and visitor experiences.

Natural and cultural conservation projects are perhaps most effective when they enrich the lives of residents while providing rich, local experiences for visitors. Douglas County Commissioners should receive regular briefings on the progress of natural and cultural heritage conservation projects and inventories. Additionally, they should seek guidance from and partner with related local and state organizations that can further their mission of conservation. A list containing some of these organizations can be found in Appendix C.

Recommendation #2:

Monitor the progress of natural and cultural heritage conservation projects and inventories; Educate people inside and outside our community about who we are and our rich history.

Our Call to Action

The Natural and Cultural Heritage Taskforce thanks the Douglas County Commission for the allocation of \$350,000 in its 2011 budget for heritage conservation. It will help conserve our rich history and provide a solid foundation for future conservation. It is truly a landmark step that builds on past efforts of the Commission, all Douglas County communities, and citizen initiatives.

This expression of political will to provide funds to conserve our natural, cultural and historic sites will bring attention to the threatened and irreplaceable resources. While funding for this year is a very important step, conservation efforts should be systematic and ongoing. Inactivity or hit-and-miss efforts could undermine preservation and conservation efforts.

The Taskforce is recommending an objective, rational pathway for evaluating grant applications. The use of objective criteria for determining the value of our heritage resources is important. Using these criteria lends credibility to the support of a project and the accompanying expenditure. The Taskforce supports a numerical system (matrix) of weighing the relative merits of grant applications.

Historically, County residents have been interested in conserving our natural and cultural heritage. This was conveyed by individuals who have donated land for public access, people who served on the Eco² Commission¹, and those with an interest in local food production. This was also reinforced when the Taskforce toured the Lane Museum and Territorial Capitol in Lecompton, the Wakarusa River Valley Heritage Museum, and the Watkins Museum in Lawrence. Local heritage boosters in Baldwin city and Eudora also reinforced the countywide interest in heritage conservation.

Lack of funding for these purposes has limited the number of conservation related projects in the past. The Taskforce recognizes, however, that money for conservation efforts is finite. All proposed projects have value and deciding which are funded will be challenging.

Recommendation #3:

Continuous, on-going action is critically important to fully maximize the benefits of funding included in the 2011 budget for Douglas County. Refer to the action timetable entitled *What Comes Next* for further details.

The specific steps for allocating funds authorized by the Commission are outlined in the subsequent section.

Employing a Framework to make Funding Decisions

The Taskforce determined that there is no one fixed way to allocate funding for projects over time. Even if there was a perfect formula, circumstances can change. The Taskforce thus concluded that worthwhile projects should drive the selection process. The process should not drive the selections.

¹ Eco Squared Commission was created in 2000 as a joint advisory committee to Douglas County and the City of Lawrence. The purpose of the committee was to advise both the City and County on matters relating to the dual goals of (i) preservation and management of open space, and (ii) acquisition of land, facilities, and other supports to expand job opportunities in Douglas County, Kansas. This committee is no longer active.

So, how should projects be evaluated? One or two projects should be large enough to have a major impact on the conservation of our natural and cultural resources. Other funded projects should meet smaller, and equally important, needs of local organizations and individuals working to conserve our heritage. All projects should be evaluated using criteria that will determine a project's relative importance, and thus its desirability to be funded.

Determining the Funding Priorities

The Taskforce concluded that applications should be evaluated according to the impact the proposed project would have on conserving our county's heritage. For 2011, the Taskforce recommends that funds be allocated for:

- 1) One or two major projects
- 2) A series of target projects
- 3) The first year of a county-wide inventory of heritage resources, and
- 4) Administrative costs for evaluating and monitoring the progress of funded projects.

The Taskforce chose to use percentages, rather than dollar amounts, as a way for the Douglas County Commission to determine the priorities for the \$350,000 it approved for heritage conservation. There are two primary reasons for this; one, it clearly shows what the priorities are. Secondly, it provides a straightforward way for these priorities to be maintained in the likely event that, over time, the amount of funding will change. These percentages can change in the future as circumstances warrant.

One or two major projects can consume up to 55% of the total allocated funds. A series of target projects can consume up to 30% of allocated funds. For illustrative purposes only, some target projects might include preservation of a few acres of native prairie, restoration of hitching posts, and refurbishment of an historic cabin.

Recommendation #4:

Funded efforts must fall under one of the categories as outlined below:

- Historic structures
- Prairie; woodlands, waterways; habitat restoration/preservation
- Agriculture (working farms; heritage farms: high quality agricultural soils)
- Freedom's Frontier themes (*Civil War and pre-Civil War heritage; Settlement stories (before and after Civil War); Enduring struggle for freedom*)
- Pre-settlement history

| Heritage Conservation: Funding Priorities | <i>Allocation Percentage</i> |
|--|------------------------------|
| Major Project(s) | 55% |
| Target Projects | 30% |
| Douglas County Inventory of Natural & Cultural Resources | 10% |
| Administration | 5% |
| <i>Total</i> | <i>100%</i> |

Recommendation #5:

All funds allocated for projects should be spent each year dependent on receiving qualified applications. If any one category does not have enough qualified applications, money should be used in other categories where there are qualified applicants. If inventory or administrative costs fall below the percentage allocated for those purposes, the money should be transferred for other qualified projects.

To provide potential applicants a head-start in formulating their proposals, the Taskforce recommends that the Commission approve the funding priorities in March of 2011 for Fiscal Year 2011. This would precede the actual request for grant applications slated now for August of 2011. In following years, upon the recommendations of an appointed advisory group, the Commission should approve allocation priorities in February of each year for that fiscal year for the reasons stated above.

Recommendation #6:

The Douglas County Commission should review, amend as necessary, and approve allocation priorities in March of 2011 for Fiscal Year 2011.

Recommendation #7:

As is expected of other administrative departments within County government, the County should adopt a three-year capital plan for heritage conservation projects.

Using Criteria to Evaluate Heritage Applications

The Taskforce believes strongly that applications be reviewed using rational, objective, and transparent criteria. These criteria should be placed in an evaluative matrix and made part of the grant application materials. For the purposes of this preliminary report, the criteria are simply listed for Commission and public feedback.

Grant Application Guidelines

The first criterion below is the highest priority when evaluating grants. The criteria that follow are equally important and thus are not ranked.

Highest Value Criterion:

- Substantial benefit for the conservation of natural and cultural resources

Remaining Criteria:

- Urgency
- Connectivity, both physical (sites) and interpretative (stories)
- Community Impact (how does it help the community)
- Sustainability
- Educational /Interpretative Value
- Matching Resources (money, labor, in-kind donations e.g.)
- Feasibility
- Affordability
- Uniqueness

The grant application process and materials should be straight forward to encourage grant submissions from a wide variety of interests. The amount of detail and verification required should be dependent in part on the amount of the request. At the same time, applicants should provide enough information to demonstrate their ability to carry out and accomplish the purpose for which they are requesting public funds. The grant application should convey what is expected in terms of the requirements for eligibility and the desired outcomes.

Recommendation #8:

The Douglas County Commission should review, amend as necessary, and approve grant application materials in May of 2011, and every March after that. These materials should include a list of criteria for use in evaluating grant applications in 2011.

Recommendation #9

The Commission should direct the Natural and Cultural Heritage Taskforce to submit the application materials to the Commission by April of 2011 for review and approval by the Commission as outlined in Recommendation #8.

Benefiting our Community through Heritage Conservation

The Taskforce believes that connecting stories and our places of interest will provide many community benefits. One benefit is a connection to the past, whether one's family has lived here for 150 years or just a few months. Having a sense of our place in time is important for our community. A second benefit is that if our unique heritage is reflected in a compelling way, it will attract people from outside the county, which will lead to increased economic benefits from tourism.

Creating a Certified Local Government

The National Historic Preservation Act provides the legal basis for a federal-state-local preservation partnership. The federal law directs the State Historic Preservation Officer and the Secretary of the Interior (National Park Service, NPS) to certify local governments to participate in this partnership. In Kansas, the Certified Local Government (CLG) program is designed to promote the preservation of prehistoric and historic sites and districts by establishing a partnership between the local government and the Kansas State Historic Preservation Office (SHPO), a division of the Kansas Historical Society.

Participation in the CLG program will result in many positive outcomes. Two key reasons to become a CLG is access to expert technical advice from the SHPO and the NPS and access to Federal funding. CLG communities are eligible for a portion of Federal funds set aside annually by the SHPO. Currently there are 15 CLG communities in Kansas that are eligible to apply for competitive grants from the SHPO funded by the Historic Preservation Fund. CLG communities frequently receive additional funds due to their documented commitment to the preservation of historic resources as part of the CLG program. See section titled "Application for Historical Preservation Grant" in Part II of this report for more details about this grant process.

Recommendation #10:

The Douglas County Commission should begin taking the steps necessary for Douglas County to becoming a Certified Local Government.

Creating a Heritage Conservation Council

One requirement for becoming a Certified Local Government (CLG) is that the local government must "establish an adequate and qualified historic preservation commission through a local ordinance." To satisfy this requirement, the Taskforce recommends the creation of a Heritage Conservation Council (HCC). The CLG rules require that it must contain a minimum number of 5 members. And while there is no limit to the number of members that could be on the Heritage Conservation Council, "at least 40 percent of the . . . membership shall be drawn from the preservation related profession as defined by the National Park Service. These professions currently include; Prehistoric and Historic Archeology, Architectural History, Conservation,

Cultural Anthropology, Curation, Engineering, Folklore, Historic Architecture, Historic Landscape Architecture, Historic Preservation Planning, Historic Preservation, and History.”

Recommendation #11:

The Natural & Cultural Heritage Taskforce recommends that the Douglas County Commission create a Heritage Conservation Council in accordance with the requirements of being a Certified Local Government. The HCC would administer the grant application process associated with this heritage conservation initiative and recommend suitable projects to the County Commission.

Recommendation #12:

The Heritage Conservation Council should be comprised of seven (7) members, three of whom shall have qualifications as outlined in the Certified Local Government requirements. The remaining four members shall be taken from a pool of people with one of more of the following interests: agriculture, tourism, unique and significant lands, economic development, history, and environment. The Douglas County Commission should appoint members to the Heritage Conservation Council by May of 2011.

Recommendation #13

The Commission should direct the Natural and Cultural Heritage Taskforce to submit an administrative and organizational framework for the Heritage Conservation Council to the Commission by April of 2011 for review and approval by the Commission in May of 2011.

Long Term Funding Source

The Natural and Cultural Heritage Taskforce thanks the Douglas County Commission for the allocation of \$350,000 in its 2011 budget for heritage conservation. This landmark step builds on past efforts of the Commission, all Douglas County communities, and citizen initiatives. The Taskforce supports the continued inclusion of monies from the general fund in future years for heritage conservation. If, at some point, the interest and need for this program requires more resources than are available from the general fund, the Commission or future Commissions should explore other funding sources, including a locally approved sales tax through a public vote.

While one major focus of this report, as it should be, is how to beneficially award grants for heritage conservation, it is important to note that any awarded funds provide applicants an opportunity and the encouragement to leverage other funds (e.g. private, institutional, other levels of government, proven volunteer base). Matching resources is one of the criteria for evaluating grant applications. This underscores the fact that the primary purpose of current and future funds approved by the Commission is to facilitate the enhanced conservation of our heritage. It is not the ultimate funding source for heritage conservation.

What Comes Next...?

The Natural & Cultural Taskforce submits its Final Report to the Douglas County Commission for its review and consideration in **March 2011**

Douglas County applies for a grant from the Historic Preservation Fund to pay for a portion of the cost of the 2011 inventory of heritage resources. Deadline for the grant is **March 15, 2011**.

The Natural & Cultural Taskforce presents its recommendations on the grant application process and the organizational framework for the Heritage Conservation Council to the Douglas County Commission in **April 2011**.

The Douglas County Commission appoints the members of the Heritage Conservation Council and approves the grant application process in **May 2011**

Historic Preservation Fund Grants are awarded: **May 14, 2011**

The grant application period opens in **July 2011** and closes in **September 2011**

The Heritage Conservation Council completes its review of grant applications and makes funding recommendation in **November 2011**.

The Douglas County Commission allocates grant money for projects in **December of 2011**.

PART II:

Concurrent Proposals and Activities Supported by the Taskforce

Horizon 2020 Comprehensive Preservation Plan, Revisions to Chapter 11

Horizon 2020 Comprehensive Preservation Plan Element and Revisions to Chapter 11: Historic Resources of *Horizon 2020, the Comprehensive Plan for Lawrence and Unincorporated Douglas County*.

The *Horizon 2020 Historic Preservation Plan Element* provides Lawrence and unincorporated Douglas County with both a broad-based and inclusive preservation model. Its goal is to create opportunities to preserve, enhance and develop, through preservation activities and programs, livable, vital, and sustainable neighborhoods, commercial centers, cultural landscapes, and rural communities. The plan broadly focuses on the city's and county's cultural resources, including its buildings, neighborhoods and streetscapes, historic sites, trails, battlefields, open spaces, and prehistoric and historic archaeological sites. These are the assets that provide a unique "sense of place" in the region.

The City of Lawrence and Douglas County possess a unique legacy of built and natural resources that reflect its rich history. This legacy deserves to be protected and preserved. The proposed preservation plan capitalizes on the demonstrated success of historic preservation methodology as a tool for revitalization of older neighborhoods and commercial centers, the popularity of traditional urban environments, the fast-growing heritage and cultural tourism industry, and the strong public support for environmental stewardship and sustainability. It provides strategies that place preservation as an important component in the city and county's planning and development programs. Five goals compose the key elements of the plan.

- Incorporate Historic Preservation as an Important Component of the City and County Planning Processes.
- Conserve the Rural Character of Unincorporated Douglas County in Strategic Areas.
- Incorporate Preservation Incentives into the City and County's Economic Development Policies and Programs.
- Incorporate Heritage Tourism as an Economic Development Program.
- Establish Outreach and Educational Programs.

Douglas County Inventory of Historic Resources

Historic resources in Douglas County are integral in defining the character of the county and the region. The ongoing preservation of significant resources and cultural landscapes can yield an improved quality of life and a sense of place for future generations. Specific preservation programs and processes are needed to assist in providing considerations of these resources in land use decisions to protect significant resources and to allow a balance between commercial, residential, institutional, agricultural, industrial, and natural land uses. To be effective, preservation issues need to be considered early in the planning stages and in the context of

other development and land use issues. Only after the identification, evaluation, and subsequent “mapping” of significant cultural resources through an inventory, can the county begin to target and prioritize preservation of significant resources.

Surveying is the process of identifying and gathering data on historic resources. It includes recording basic physical and historical information about a property, photographing it, and drawing a site plan (additional information may be required for archeological sites). A survey is a means of documenting historic resources and does not automatically result in the listing of a property in the National Register of Historic Places or Register of Historic Kansas Places. A survey can, however, serve as an important first step in determining the potential for a property or an area to be listed in the National Register of Historic Places or the Register of Historic Kansas Places. In Kansas, the State Historic Preservation Office (SHPO), a division of the Kansas Historical Society, maintains a statewide database, the [Kansas Historic Resources Inventory](#) (KHRI) that contains all of the SHPO’s survey records. The database is fully searchable and available to the public.

Currently, 4,084 sites, structures, buildings, and objects have been surveyed in Douglas County and are part of the KHRI database. The majority of surveyed properties are located in Lawrence (3,605) with less than 500 located elsewhere in the County. A reconnaissance survey was completed for Baldwin City and Palmyra Township in 1989, but much of this information needs to be updated. Because history is not static, more properties become historic (50 years old by NPS standards) daily. An ongoing survey and inventory program is necessary to identify properties as they achieve historic significance to adequately plan for future use.

Many documented and inventoried archeological sites are not included in the KHRI database due to the sensitive nature of location and potential to yield information about our past. The SHPO maintains a GIS coverage layer that shows the location of over 14,000 (258 in Douglas County) recorded archeological sites in the state.

Environmentally Sensitive Areas Data

The Lawrence Douglas County Planning Commission has recommended the Lawrence City Commission and the Douglas County Commission adopt a new chapter to Horizon 2020 – Chapter 16 – Environment. This chapter includes, among other goals and policies, the recommendation that the City and County partner with organizations to complete an inventory of wetlands, significant areas of groundwater recharge, woodlands within the county, urban forest, native prairie remnants, “critical habitat”, key habitats, and wildlife corridors. Like cultural resources, many of these areas have various levels of inventory information currently available.

The KARS (Kansas Applied Remote Sensing) Program at the Kansas Biological Survey (KBS) has developed the Natural Resources Planner, an interactive mapping website designed to assist in the planning of development projects so that Kansas can benefit from development of its resources while protecting sensitive wildlife and wildlife habitat. The mapping application

combines relevant natural resource and infrastructure data together within an integrated mapping environment to help users make informed decisions.

In addition, KBS has already provided Douglas County with Geographic Information Systems (GIS) coverage of significant natural features (rare or endangered species of plants and animals and high quality natural communities such as tallgrass prairie, oak-hickory forest, wetlands.) KBS could review and update sites within the county and provide a short list of top sites. Such sites would be evaluated by KBS primarily on their ecological significance, and not on other factors such as suitability for public use, ownership, cost, or public appeal.

The difficulty is that there is no one depository for all of the different cultural and environmental resources that has the ability to layer all of the resources in the County into a system that will visually aid in the identification, evaluation and preservation of significant resources.

Application for Historic Preservation Grant

Historic Preservation Fund (HPF) grants are an excellent source of revenue for identifying and gathering data on historic resources, for becoming a Certified Local Government (CLG), and for education projects. Federal grants require a 40% match from the local government. Since becoming a CLG in 1989, the City of Lawrence has received over 25 grants for projects ranging from surveys to educational brochures. Douglas County should apply for these grants to achieve CLG status and to help fund the needed inventory work throughout the county. Deadline for 2011 grant applications is March 15, 2011 with awards announced on May 14, 2011.

Relationship to Freedom's Frontier Heritage Area

By designating Freedom's Frontier a National Heritage Area, the United States Congress has recognized that 41 counties along the Kansas-Missouri border were the epicenter of events that led to the Civil War and the continuing struggle for freedom that has played out around the world since then. Here, where the two great trails converge, a nation moved west. Issues of slavery, land ownership, voting rights, and individual liberties manifested the differing understandings of the ideal of freedom that still resound today.

Places, stories or landscapes are considered nationally significant when they "contain important regional and national stories that, together with their associated natural and/or cultural resources, enable the American people to understand, preserve and celebrate key components of the multi-faceted character of the nation's heritage."

The overarching theme of FFNHA is freedom. Subthemes include the shaping of the frontier, the Missouri-Kansas Border War, and the enduring struggles for freedom. Douglas County is at the center of FFNHA and is rich with these resources. Project proposals that connect with any or all of these themes will be considered for the Natural and Cultural Heritage Grants. More information about FFNHA can be found at www.freedomsfrontier.org or by calling 856-5301.

PART III:

Reference Documents

APPENDIX A: List of Recommendations

Recommendation #1:

Support the funding of a systematic and comprehensive inventory of heritage resources, starting with certain communities and areas in the first year. This inventory would be assembled into a publically accessible database, and updated and maintained in subsequent years.

Recommendation #2:

Monitor the progress of natural and cultural heritage conservation projects and inventories; Educate people inside and outside our community about who we are and our rich history.

Recommendation #3:

Continuous, on-going action is critically important to fully maximize the benefits of funding included in the 2011 budget for Douglas County. Refer to the action timetable located in *What Comes Next* for further details.

Recommendation #4:

Funded efforts must fall under one of the categories as outlined below.

- Historic structures
- Prairie; woodlands, waterways; habitat restoration/preservation
- Agriculture (working farms; heritage farms; high quality agricultural soils)
- Freedom’s Frontier themes (*Civil War and pre-Civil War heritage; Settlement stories (before and after Civil War); Enduring struggle for freedom*)
- Pre-settlement history

| Heritage Conservation: Funding Priorities | <i>Allocation Percentage</i> |
|--|------------------------------|
| Major Project(s) | 55% |
| Target Projects | 30% |
| Douglas County Inventory of Natural & Cultural Resources | 10% |
| Administration | 5% |
| <i>Total</i> | <i>100%</i> |

Recommendation #5:

All funds allocated for projects should be spent each year dependent on receiving qualified applications. If any one category does not have enough qualified applications, money should be used in other categories where there are qualified applicants. If inventory or administrative costs fall below the percentage allocated for those purposes, the money should be transferred for other qualified projects.

Recommendation #6:

The Douglas County Commission should review, amend as necessary, and approve allocation priorities in March of 2011 for Fiscal Year 2011.

Recommendation #7:

As with other administrative departments for Douglas County, the County should adopt a three year capital plan for heritage conservation projects.

Recommendation #8:

The Douglas County Commission should review, amend as necessary, and approve grant application materials in May of 2011, and every March after that. These materials should include a list of criteria for use in evaluating grant applications in 2011.

Recommendation #9

The Commission should direct the Natural and Cultural Heritage Taskforce to submit the application materials to the Commission by April of 2011 for review and approval by the Commission as outlined in Recommendation #8.

Recommendation #10:

The Douglas County Commission should begin taking the steps necessary for Douglas County to becoming a Certified Local Government.

Recommendation #11:

The Natural & Cultural Heritage Taskforce recommends that the Douglas County Commission create a Heritage Conservation Council in accordance with the requirements of being a Certified Local Government. The HCC would administer the grant application process associated with this heritage conservation initiative and recommend suitable projects to the County Commission.

Recommendation #12:

The Heritage Conservation Council should be comprised of seven (7) members, three of whom shall have qualifications as outlined in the Certified Local Government requirements. The remaining four members shall be taken from a pool of people with one of more of the following interests: agriculture, tourism, unique and significant

lands, economic development, history, and environment. The Douglas County Commission should appoint members to the Heritage Conservation Council by May of 2011.

Recommendation #13

The Commission should direct the Natural and Cultural Heritage Taskforce to submit an administrative and organizational framework for the Heritage Conservation Council to the Commission by April of 2011 for review and approval by the Commission in May of 2011.

APPENDIX B: Organizational Resource List

Freedom's Frontier NHA: <http://www.freedomsfrontier.org/>
Kansas Historical Society: <http://www.kshs.org/>
Kansas Historic Resources Inventory: <http://khri.kansasgis.org/>
Kansas Land Trust: <http://www.klt.org/>
Kansas Biological Survey: <http://www.kbs.ku.edu/>
City of Lawrence - Historic Resources: http://www.ci.lawrence.ks.us/pds/historic_resources
City of Lawrence – Environment: <http://www.lawrenceks.org/pds/H2020-Env>
NPS “Teaching with Historic Places”: <http://www.nps.gov/nr/twhp/>
NPS “Travel Itineraries”: <http://www.nps.gov/history/travelers.htm>
Kansas Applied Remote Sensing: <http://www.kars.ku.edu/research/natural-resource-planner/>
Lawrence Preservation Alliance: <http://lawrencepreservation.org>
Kansas Preservation Alliance: <http://kpalliance.org/>
Douglas County Historical Society: <http://www.watkinsmuseum.org/>
Lecompton Historical Societies: <http://www.lecomptonkansas.com/>
Wakarusa River Valley Heritage Museum: <http://www.wakarusamuseum.org/history.html>
Midland Railway Historical Association: <http://www.midland-ry.org/index.php?page=membership-form>
Black Jack Battlefield: <http://www.blackjackbattlefield.org/>
Eudora Historical Society
Santa Fe Trail Historical Society:
National -Certified Local Government Program: <http://www.nps.gov/history/hps/clg/index.htm>
Kansas -Certified Local Government Program: <http://www.kshs.org/p/certified-local-government-program/14607>
Eco² Commission Report: http://www.douglas-county.com/depts/ad/docs/pdf/ad_eco2plan.pdf
Eco² Open Space Ranking Formula: http://www.douglas-county.com/depts/ad/docs/pdf/ad_eco2planappd.pdf

Appendix C: Summary of Public Discussions

The Natural & Cultural Heritage Taskforce held six public discussions throughout the County during the month of October. The purpose of these discussions was to learn and explore further what Douglas County citizens considered important when it comes to heritage conservation. Locations of the meetings included; Baldwin City, Eudora, Lecompton, Clinton and Lawrence. It was a high priority of the Taskforce to visit as many places and discuss with as many people as possible about the natural and cultural heritage of Douglas County.

The Taskforce sincerely thanks all members of the public who came to these public discussions. Each public meeting was unique, informative, and vital to the mission of the Taskforce.

Baldwin City October 6, 2010

The first public discussion of the Natural & Cultural Heritage Taskforce was held at the Lumberyard Arts Center in Baldwin City. Baldwin City residents stressed the importance of connecting the community's many historical and natural areas both physically and interpretatively. Baldwin City resident Dave Hill expressed interest in creating a series of trails and paths for recreational as well as safety reasons. Hill estimated that Baldwin City experiences an influx of 50 bicycle enthusiasts on any given weekend. Some of the sites that should be considered for connecting trails include: Black Jack Battle Field, Baldwin City Lake, Douglas State Lake, Ida Boyd Prairie, Signal Oak, among numerous others.

Others topics discussed included using potential funds to create a series of markers and interpretative signs for historical and natural areas, restore and rehabilitate the Robert Hall Pearson Farmstead, assist the Midland Railroad Historical Organization, as well as preserve native prairie lands still in existence throughout the County.

Lawrence October 9, 2010

The first of two meetings to be held in Lawrence began with a discussion concerning conservation easements with Bob Lichtwardt, a former University of Kansas professor of botany, who along with his wife placed a parcel of their land in a conservation easement with the Kansas Land Trust. This conservation easement is especially unique in the fact that a nature trail, open to the public, traverses across the Lichtwardt's easement. Additionally, the Lichtwardt's 40 acre easement is part of a 100 acre nature park that is maintained by the City of Lawrence. Taskforce members and public present were also given time to explore the nature trail before the public forum continued with a discussion at Free State High School, where topics included the importance of preserving sensitive soils, enhancing local food production, and exploring the potential of using transfer of development rights (TDR) to protect sensitive lands.

Eudora
October 13, 2010

The Taskforce's third meeting was held at Eudora's City Hall where community members expressed that, unlike other community's throughout Douglas County, Eudora's history has not been as thoroughly documented and preserved. Currently, the City is housing many historical documents in an abandoned school that has been subject to vandalism. It was also expressed that Eudora has no place to display their community's history. City Administrator John Harrenstein and Mayor Scott Hopson shared that the community has had to grapple with the fact that Eudora in many ways has become a bedroom community over the last decade and hopes that this program could help Eudora preserve and enhance its own history and identity. Specifically, Eudora is hoping to rehabilitate a historic building located downtown that could serve as an anchor for other preservation and downtown reinvestment efforts. The building would likely have multiple functions and serve a variety of community groups and organizations including the Eudora Historical Society, Eudora Chamber of Commerce, local food producers and artists.

Other topics discussed included a presentation from local community historian John More who presented the Taskforce with a detailed list of historical sites throughout Eudora and Eudora Township. Mr. More expressed an interest for using potential money to create interpretative signs to commemorate the history and culture of Eudora. This idea was further discussed upon by the President of the Eudora Historical Society who also noted a similar initiative that Eudora residents undertook in the late 1970's/early 80's to create a self-guided tour of Eudora.

Lecompton
October 20, 2010

The public forum in Lecompton began with a guided tour of the Territorial Capital Museum and Constitution Hall from Lecompton Historical Society president Paul Bahnmaier. While time was short, it was clearly evident that Lecompton has a rich heritage.

Following the guided tour, a public discussion was held at the Lecompton City Hall where Paul Bahnmaier brought informative packets for each Taskforce member summarizing many of the historical sites located in and around Lecompton. Detailed inside the packet include:

- Big Springs School
- Greenwood Valley School
- Winter School House
- City Jail
- Lake-View Cemetery
- Site of the original Governor's mansion
- Constitution hall
- Lane University
- Windsor Hotel
- Democratic Headquarters
- Battle of Fort Titus
- Camp Sackett
- Crowder School
- Glenn School
- Lecompton High School

In addition to the prepared packet, Mr. Bahnmaier discussed the history and importance of each site, its condition, needed maintenance for each structure, and possible future uses for some of the Lecompton landmarks.

Lecompton, as the Taskforce members learned, is a treasure trove of pre-civil war history, and regularly accommodates national motor coach tours through the small town. Lecompton is a high profile tourist location for not only Douglas County, but also the State of Kansas. Furthermore, Lecompton's heritage is an important aspect of not only Douglas County's identity, but the United States.

**Clinton
October 24, 2010**

On Saturday, October 24, the Taskforce traveled to Clinton where the day began with a tour of the Wakarusa River Valley Heritage Museum. The museum contains many exhibits but its main focus is to commemorate the heritage of the ten Wakarusa Valley communities: Bloomington, Clinton, Kanwaka, Lone Star, New Belvoir, Old Belvoir, Richland, Sigel, Stull, and Twin Mound, which were affected by the construction of Clinton Lake.

Taskforce members learned about many of the important founders and early settlers of the Wakarusa Valley. According to Martha Parker, local historian, a majority of early settlers in the area were abolitionists and key members in the conflict known as Bleeding Kansas. In fact, many of the Wakarusa River Valley communities were stops along the Underground Railroad, and the Wakarusa Valley Heritage Museum is recognized by the National Underground Railroad Network to Freedom, a program of the National Park Service.

Following the tour of the museum, the conversation continued at Clinton Township Hall where conversation focused on continuing the mission of educating the public about the ten communities in the area. Proposals included identifying the location and history of the ten communities, rehabilitating historic schoolhouses in the area for use as future community centers, and assisting the Wakarusa River Valley Heritage Museum with building a larger more modern museum.

**Lawrence
October 27, 2010**

The final public forum the Natural & Cultural Heritage Taskforce was held at the Watkins Community Museum in Downtown Lawrence. Prior to the public forum members of the Taskforce were given a brief tour of the museum by interim curator Mike Wildgen.

Following the tour, a public discussion commenced. Many of the public present were familiar with past initiatives, such as Eco², and were interested in learning how this Taskforce would be different. Bill Busby with the Kansas Biological Survey and former member of Eco², informed

the Taskforce that the Kansas Biological Survey maintains a database of natural areas that could serve as a resource for the group. Mr. Busby went on to say that less than 1 percent of native prairie is left in the County and that these areas are extremely beneficial to citizens of Douglas County. Not only do natural areas hold potential for recreational and educational reasons, but they also improve water quality and sequester carbon dioxide.

Additional topics included; ensuring that pre-settlement and Native American history be acknowledged, preserving prime soils and farmland close to communities to support local agriculture initiatives, and identifying and conserving the 800 block of Pennsylvania St. in Lawrence where many early food processing plants existed, as well as keeping in mind the various way Lawrence and Douglas County could be marketed for future tourists and residents.

Appendix D: Taskforce Biographical Information

The Natural & Cultural Heritage Taskforce is comprised of six Taskforce members, two ex-officio members, and a facilitator. The Taskforce was assisted by one staff member.

Dr. John S. Bradley – Taskforce Member

John was born and raised on a farm south of Lawrence in Douglas County, Kansas. He returned to Lawrence in 1991 and purchased Bradley Animal Hospital, a three doctor small animal hospital. John and his wife Amy live near the farm south of Lawrence, and have two adult children Ashley and Adam.

Scott Campbell: - Taskforce Member

Scott Campbell, 53, is a life-long resident of Douglas County and graduate of the University of Kansas. He is a professional ecologist and Associate Director of Outreach and Public Service at the Kansas Biological Survey, a state research and service agency based in Lawrence. He has a keen interest in sustaining local biodiversity, promoting environmental ethics and education, and protecting historic and cultural elements throughout Douglas County.

Jamie Knabe – Taskforce Member

Jamie and her husband Keith live southeast of Eudora on a 140 acre farm that was once owned by Keith's grandparents. We have raised two boys, Dustin and Kevin. Keith is a self employed farmer which he has done all his adult life along with his Dad and brother in law. The Knabe's have been farming for over 100 years. I am currently on the Douglas County Farm Bureau Board where I am the women's chair. I have been involved for 10 years with the Slice of Ag Committee a program sponsored by the Douglas County Extension Office.

Sarah Martin – Taskforce Member

Sarah is a native of Abilene and serves as the National and State Register Coordinator for the Kansas State Historical Society. She earned her bachelor's degree in history from the University of Kansas and her master's degree in history and historic preservation from Middle Tennessee State University. She credits her interest in history to long family road trips to places like Plimouth Plantation, the Molly Brown House in Denver, and the Baseball Hall of Fame in Cooperstown. Sarah and her husband Jack have lived in Lawrence for six years.

Larry McElwain – Taskforce Member

Larry McElwain is a 1970 graduate of the University of Kansas and a 1971 graduate of the San Francisco College of Mortuary Science. He and his family have owned the Warren Mortuary since July 1974. Over the years, he has been an active community volunteer and has chaired several non-profit organizations, including the Lawrence Chamber of Commerce and the Douglas County ECO² Commission. He is married to Susan McElwain and is the father of three children. His hobbies include hunting, fishing, and creating waterfowl habitat.

Sean Williams – Taskforce Member

Sean Williams is a local realtor with Realty Executives, 1037 Vermont Street. He is a life-long Lawrence resident, steeped in both local and regional history. He serves on numerous boards in the community including the Lawrence Historic Resources Commission currently.

Judy Billings – Ex Officio Member

Judy Billings is the President and CEO of Destination Management, Inc. which contracts with the County Commission to manage county finances for Douglas County Historical Societies. She has directed the Convention & Visitors Bureau since 1980 and has worked for over a decade to create Freedom's Frontier National Heritage Area currently serving as its Executive Director.

Jason Fizell – Ex Officio Member

Jason Fizell is Executive Director of the Kansas Land Trust (KLT) based in Lawrence. KLT protects over 16,000 acres of ecological, agricultural, scenic, historic, and recreational significance on 43 properties statewide—11 of which are in Douglas County. Jason has worked in conservation and nonprofit management for many years with a background in land use and water quality issues. He graduated from the University of Kansas with a B.A. in History. Jason and his wife, Sarah, are expecting their first child—a daughter, Astra Grace—in February 2011.

Ken Grotewiel - Taskforce Facilitator

Ken Grotewiel is a Senior Associate with the Great Plains Consensus Council at Bethel College. Ken is an approved mediator by the Kansas Supreme Court. He has long been interested in water, outdoor recreation, and history. Ken lives in Lawrence.

Collin Bielser - Taskforce Staff

Collin Bielser, originally from Colby, Kansas, is a student at the University of Kansas pursuing his Masters of Public Administration (MPA). He is a fourth-generation Jayhawk and his Great-Great Grandfather attended Lane University, now the Territorial Capital Museum in LeCompton. Collin aspires one day to be a city manager and is interning with current County Administrator, Craig Weinaug.

To: Natural and Cultural Heritage Preservation Task Force
From: Douglas County Food Policy Council
Re: Preservation possibilities

Dear Mr. Grotewiel and Task Force,

The Douglas County Food Policy Council thanks you for your efforts to help Douglas County preserve its natural and cultural heritage, and the public participation you have elicited in this process. To add to that body of public comment, we would like to submit the following recommendation:

The Food Policy Council of Douglas County was formed to improve the community's access to local food supply and distribution networks. Therefore, in your recommendations for funding allocation %, we would like to see priority given to agricultural sites in our County that are well-suited to participate in the local food economy. These agricultural sites would have the following characteristics:

- "Heritage" farms and working farms that embody our agricultural history.
- Properties located on Class 1 and Class 2 soils (high quality agricultural soils with high yield potentials).
- Properties located on the urban fringe or near existing infrastructure and markets.
- Properties currently experiencing development pressure.

Thank you for your consideration in this matter.

Daniel Poull, Chairperson
On behalf of the Douglas County Food Policy Council

Zimbra Collaboration Suite

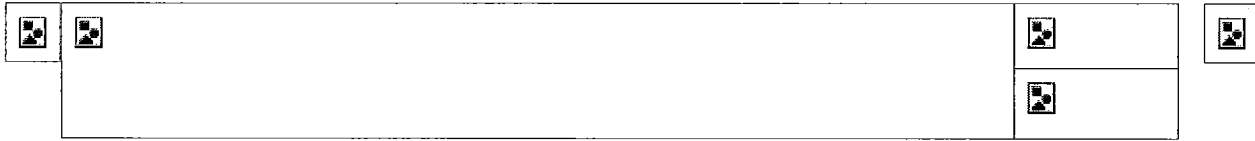
info@heritageconservationdouglascounty.org

Funding

Thursday, February 03, 2011 1:28:59 PM

From: clarkcoan@yahoo.com

To: info@heritageconservationdouglascounty.org



Feb 03, 2011 at 11:28 AM

Name: Clark Coan

Email address: clarkcoan@yahoo.com

Subject: Funding

Message: Hello! Good job on the plan. I would like to see a couple of additions. 1) Establishment of a regular funding source such as a real estate transfer fee. Other cities are doing this. However, it would take enabling legislation. 2) Creation of a conservation district like the McHenry County Conservation Dist. in Illinois which has conserved thousands of acres: <http://www.mccdistrict.org/web/abmission.htm> Thank you! Clark Coan

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Zimbra Collaboration Suite

info@heritageconservationdouglascounty.org

Re: Natural & Cultural Heritage Task Force Public Meeting:
February 3, 2011 at 7:00 p.m. in the Douglas County
Courthouse

Monday, January 31,
2011 10:41:03 AM

From: johnmore@sprintmail.com

To: info@heritageconservationdouglascounty.org

Reply To: johnmore@sprintmail.com

Collin,

I will not be able to attend, but want to know what people are asking.

Does the task force think each inventory item should be catalogued in a preservation "area"?

By area, I mean a community or something smaller than township. Eudora Area Historical Society cover "areas" such as Captain's Creek, Clearfield, Hesper in addition to the City of Eudora. Typically it was based upon where was the general store that serviced around 1900. Rural Schools District could also play a part. Post Office Routes around 1920 could also play a part. I would probably consider the Cities of Baldwin and Lecompton to be separate "areas" but Lawrence could be broken.

Though I don't know what word they use, I know Lecompton Historical covers various areas, and Wakarusa Historical covers a dozen or more areas.

The inventory would also demonstrate where Historical groups have overlooked something in Douglas County.

I believe it would create a better knowledge of community, and provide guidance to getting local history back in the schools.

Looking for the rating criteria and grid/matrix.

John More

-----Original Message-----

>From: Collin Bielser <info@heritageconservationdouglascounty.org>

>Sent: Jan 30, 2011 7:05 PM

>To: undisclosed-recipients@null, null@null

>Subject: Natural & Cultural Heritage Task Force Public Meeting: February 3, 2011 at 7:00 p.m. in the Douglas County Courthouse

>

>The Natural & Cultural Heritage Task Force will be holding a public meeting on Thursday, February 3rd, at 7:00 p.m. at the Douglas County Courthouse to get feedback on its preliminary report. More information about the Task Force as well as copies of the preliminary report can be found on the Task Force's website: <http://www.heritageconservationdouglascounty.org/>.

>

>What: Natural & Cultural Heritage Task Force Public Meeting

>When: February 3, 2011

> 7:00 p.m. to 9:00 p.m.

>Where: Douglas County Courthouse

> Commission Chamber

> 1100 Massachusetts Street, 2nd Level

> Lawrence, KS 66044

>

AD - Bielser, Collin

From: Jerry Jost [jjost@klt.org]
Sent: Tuesday, February 08, 2011 1:03 PM
To: AD - Bielser, Collin
Subject: Natural and Cultural Heritage Task Force

Collin,

I spoke at the recent taskforce meeting and made some comments related to the grant application process. My general comments are summarized as follows:

1. There is shared agreement that the development of funded projects need galvanize public support for this initiative in order to support long term funding. I suggest the more clearly the taskforce can both visualize what these projects might look like and describe the key criteria in the grant selection process, the more likely those projects will appear in the application process. Generally those seeking funding want to know how these application will be measured for eligibility and selection of funding. They will want to know what are the terms of the award – what is expected, requirements for eligibility, and desired outcomes. A related question will be how much public access will be measured as a criteria in the selection process. It will be significantly more difficult to find landowners interested in a conservation easement if public access is required or prioritized in the selection process.
2. I suggest an outcomes orientated application and selection process will benefit this public initiative. One example of this “logic model” approach is <http://www.grantsnorthwest.com/268/> or the sample logic model at the bottom of this page <http://www.kdk-harman.org/aboutgrants/evaluation/usinglogic>
3. An example open space preservation application in MA
<http://www.communitypreservation.org/literature/Scituate%20CPA%20Application.pdf>
4. Keep the application process relatively simple. Many nonprofits have limited resources and an application process that requires significant investment will likely reduce applications. At the same time the process must build in public accountability critical to building public support.

Thanks to the taskforce for shaping this promising initiative.

Best Regards,

Jerry Jost
Director of Land Protection
Kansas Land Trust
16 East 13th Street
Lawrence, KS 66044-3502
785-749-3297 (Office)
785-766-0428 (Mobile)
785-842-3039 (Fax)
jjost@klt.org
www.klt.org
www.facebook.com/kansaslandtrust
"We help people protect their land."



Feb 10, 2011 at 7:38 AM

Name: Beth Relber

Email address: bethreiber@sbcglobal.net

Subject: Conservation project recommendation

Message: Hello members of the Natural & Cultural Heritage Task Force, I read in the JW that you are taking recommendations for historic preservation in Douglas County. My concern is for a part of our history that is neglected and decreasing due to their locations in a "no-man's" land between city sidewalks and streets: hitching posts. I live in Oread Neighborhood, where there are scattered hitching posts, many on rental properties. Last year a hitching post on Kentucky had been completely dislodged and was laying on the grass beside a house. Others are leaning dangerously and it's only a matter of time before they, too, are broken or discarded. There are hitching posts in many older neighborhoods in Lawrence, including Oread, Old West/Pinckney, East Lawrence and North Lawrence. Because home owners seem unwilling or are unable to straighten hitching posts, I would like to see funding that addresses this. I am not sure how they can be straightened nor the cost. While hitching posts are not integral to the city's future, they do stand as silent sentinels to a quieter, less hectic time in our history, when the sound of horses hooves was the dominant traffic noise and friends and neighbors who came calling tied up their horses and carriages right out front. It would be sad if the most visible reminders of that era disappeared. And once they're gone, they're gone forever. Thanks for your consideration.

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Lawrence Preservation Alliance

P.O. BOX 1073 • LAWRENCE, KANSAS 66044

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MARCI FRANCISCO
EMERITUS



Lawrence
Preservation
Alliance

February 13, 2011

Natural and Cultural Heritage Task Force:

LPA has reviewed the preliminary report of the Natural and Cultural Heritage Task Force and offers this written comment in addition to our comments at the public hearing on February 3.

First, we congratulate each Task Force member, facilitator Ken Grotewiel and Staff person Colin Bielser on a job well done. The public meetings, and the compilation of so much information in a logical, concise format was accomplished in a short amount of time. This was not an easy subject to handle when starting from square one.

We cannot emphasize enough how much we agree with the recommendation to carry out a county-wide inventory of our natural and cultural resources as an initial step. While much is known about these resources within the city of Lawrence, there are many historic properties and buildings outside of Lawrence that, while perhaps known to locals, are not properly inventoried.

We know that our county's history is significant nationally, and we also know that our county is one of the counties in Kansas likely to experience growth as rural counties to the west are threatened with population loss and aquifer loss. Significant history and continued growth are in and of themselves good things, but to maximize the best of both, informed planning choices are needed to direct and balance development and preservation efforts.

We also support the county taking steps to form a Certified Local Government, apply for federal grant funds through the Kansas State Preservation Office, and establish a Heritage Conservation Council to administer the grant process and make funding recommendations to the County Commission. The Task Force is proposing a mechanism that will work.

We must note that while the concept of major projects is self-explanatory, and the success of those projects is critical to the overall program, the timeframe for this funding year is relatively short. There's not much that can be done about that, but realistically, this year it will probably favor existing groups that already have activities in motion and properties in place. But for the longterm health of this initiative, county interests will be best served by funding projects that are saving resources that currently are not saved and extremely vulnerable.

Lawrence Preservation Alliance

P.O. BOX 1073 • LAWRENCE, KANSAS 66044

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We believe that there are no fundamental, structural components that have been forgotten in this report. Several speakers did bring up interesting points during the public discussion on February 3 which merit further consideration by the Task Force as it completes its task. It may be helpful for the Task Force to spend some time describing what it means by the term 'target projects', what are the desired outcomes of both major and smaller projects, and what will be required on the application forms and whether there should be a shorter application form for smaller projects.

We would like to extend our appreciation and thanks to all three County Commissioners who we know have spent considerable time debating and developing this timely and innovative initiative.

Sincerely,



Dennis J Brown
President



Lawrence
Preservation
Alliance

Serving Lawrence and Douglas County
www.lawrencepreservation.org

Zimbra Collaboration Suite

info@heritageconservationdouglascounty.org

Re: Natural & Cultural Heritage Task Force's Preliminary
Report comment period to close February 16, 2011

Wednesday, February 16,
2011 5:42:41 PM

From: ltward@sunflower.com

To: info@heritageconservationdouglascounty.org

Dear Natural & Cultural Heritage Taskforce,
First, thank you sincerely for your dedication to the singular opportunity presented by the Douglas County Commission last autumn. Led by Ken G., you have set a high standard in how you organized, conducted meetings, and compiled information into a coherent Preliminary Report.

Reading through the report, I note that you reference the ECO2 Commission, as part of process leading up to the Natural & Cultural Heritage conservation proposal by the County Commission. I do recommend the final "ECO2 Plan," presented to the Douglas County Commission and the Lawrence City Commission in September, 2007. This report might be of assistance in building the Natural & Cultural inventory. The section in pages 10-18 refers to a commitment to preserve open space and county history. Categories of open lands are defined in those pages. And, an appendix starting on p. 29 suggests an open space ranking formula. The ECO2 report is available online through the Douglas County website http://www.douglas-county.com/depts/ad/docs/pdf/ad_eco2plan.pdf

This link does not include the Appendix D, "Open Space Ranking Formula." The document came from the county's page http://www.douglas-county.com/online_services/search/searchresults.aspx?cx=009484079621115660002%3Awemc8u2rw3i&cof=FORID%3A11&q=ECO2&sa.x=8&sa.y=11&sa=Search&siteurl=www.douglas-county.com%2F

Please consider adding it--complete with Appendix D-- to the N&C Heritage "Organizational Resource List." (Let me know if it would be helpful for me to scan the ECO2 Plan Appendix D and send it to you.)

Reading through the entire N&CH Taskforce Preliminary Report, I am struck with rich layers of recommendation regarding historical resources. For example, Application for a Historic Preservation Grant: Is there an analogous grant for open and natural spaces? Regarding "Relationship to Freedom's Frontier Heritage Area": Is there a parallel "Relationship" that could be established between Douglas County natural areas and an encompassing entity? Would creating a Certified Local Government allow for the preservation of ecologically sensitive sites, under the definition of "prehistoric sites"? If not, is there a mechanism for partnership that would enhance land preservation? These might be questions for Jason Fizell.

On behalf of the "voiceless" among us--plants, animals, minerals, waterways--you might think about adding verbiage which addresses "significant lands" or "surrounding lands" along with any of the following: historic structures, Freedom Frontier themes, and pre-settlement history. I think how the human story of Douglas County is relatively fleeting and upheld by the ancient presence of the earth itself.

Thank you once again for your diligent work,
Laurie Ward

On Feb 9, 2011, at 2:12 PM, Collin Bielser wrote:

> The comment period for the Natural & Cultural Heritage Task Force's
> preliminary report will end February 16,2011. You may access the
> preliminary report by visiting the Task Force's website:
<http://www.heritageconservationdouglascounty.org/>
> . If you would like to comment about the report, you can just
> respond to this email.
>
> Thank you.

MEMO

February 22, 2010

TO: Natural & Cultural Heritage Taskforce

FROM: Ken Grotewiel, Taskforce Facilitator

RE: Summary of comments at February 3 public hearing

Please note my summary of comments made at the February 3, 2011 public hearing regarding of the Preliminary Report of the Taskforce. The hearing began at 7 p.m.

Speaker #1

- Appreciative of the outreach
- Concerned about the rest of the county outside of Lawrence
- Supports revision of 2020, inventory, Heritage Conservation Council, and grant application process

Speaker #2

- What do "target" projects mean?

Speaker #3

- Can grant be given to individuals as well as groups?

Speaker #4

- Feels that the Johnson County Heritage Trust Fund has a good application process, with good forms, questions, and accountability measures

Speaker #5

- What evaluation process was used for deciding on the report's recommendations?

Speaker #6

- What is the role of grant money when it comes to private properties?
- Should public access be one of the grant criteria?
- Need to be clear about what you are looking for in terms of projects and outcomes
- Need projects that are appealing to all, even those who are uncomfortable with the program
- The grant goals should be outcomes based
- Sustainable Agriculture Research and Education (SARE) has a clear grant process

Page 2

Public Hearing

February 3, 2011

- Need to determine the weight of leverage in an application
- Should a personal interview be part of the review process?

Speaker #7

- Likes the application of the Heritage Trust Fund
- It has a good balance between detail and ease of filling out
- A request under a certain amount of money may require a different level of scrutiny
- Need to decide what part of the evaluation process in public information

Speaker #8

- Spoke positively about the importance of the Sante Fe Trail

Speaker #9

- Would the grant be a reimbursement type of grant, or would the money be given out when awarded, or during stages of completion.

Member of the task force made some comments with additional reaction from those in attendance.

The hearing was then closed.

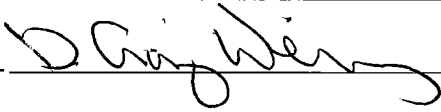


Kansas Historical Society
FY2011 Historic Preservation Fund Grant Application

Use this form as your application cover sheet.

1. Applicant (Subgrantee): Douglas County, Kansas

Authorized Signatory (type or print): G. Craig Weinaug

Authorized Signatory (signature): 

Mailing Address: 1100 Massachusetts Street

Lawrence, KS 66044

2. Contact Person: Collin Bielser

Mailing Address: 1100 Massachusetts Street

Lawrence, KS 66044

Telephone Number: 785-330-2869

FAX Number: 785-832-5148

E-mail: cbielser@douglas-county.com

3. U.S. Congressional District Number: 2 & 3

4. Is this application being submitted in the Certified Local Government (CLG) category?

Yes _____ No X

5. Project Title: Eudora Township Survey

6. Project Beginning Date: July 15, 2011 Project Ending Date: December 31, 2011

7. Project Costs:

| | |
|---------------------|--------------------------|
| Total Project Cost | <u>\$NA</u> |
| Federal Share (60%) | <u>\$15,000</u> |
| Cash Match | <u>\$ up to \$35,000</u> |
| In-Kind Match | <u>\$NA</u> |

Project Description and Rationale

1a. Douglas County, Kansas, is requesting financial assistance for implementing a comprehensive multi-year county-wide survey to assist with designating Douglas County as a Certified Local Government and furthering the goals of natural and cultural heritage preservation throughout Douglas County.

The Douglas County Board of County Commissioners approved setting aside \$350,000 in the 2011 County Budget to enhance natural and cultural heritage initiatives. In order to determine an equitable process of allocating these funds, the Board of County Commissioners approved the creation of the Natural and Cultural Heritage Task Force. The Task Force was established to, “Make recommendations to the Douglas County Commission on how to best establish a framework to conserve our natural and cultural heritage for future generations and to enhance economic development benefits of tourism, local agriculture, and other endeavors based on such conservation efforts.”¹

During the month of October in 2010, the Natural and Cultural Heritage Taskforce hosted six public discussions throughout the County to learn what is important to people when it comes to heritage conservation. Following the public discussions, the Task Force convened four times during the months of November and December 2010 to create the most equitable and beneficial process for allocating funds for the conservation of the natural and cultural heritage of Douglas County.

The Taskforce, which is comprised of six members, two ex-officio members and a facilitator, chose to guide the decision making process using the consensus decision making model.

¹ *Natural & Cultural Heritage Preliminary Report*. Douglas County, Kansas, 19 Jan. 2011. Web. 15 March 2011. http://www.heritageconservationdouglascounty.org/Natural_Cultural_Heritage_Preliminary_Report.pdf

Decisions reached in this way means that all members can say they support the choice because it was reached fairly and openly, and everyone's point of view was heard and understood. There were no votes taken on any item or recommendation throughout the Task Force's process. As a result, 13 recommendations were developed. For more information about the Natural and Cultural Heritage Task Force, please refer to their website:

www.heritageconservationdouglascounty.org.

The allocation of \$350,000 by the Board of County Commissioners is a firm commitment toward the investment in Douglas County's unique historical resources. This effort is also being encouraged by the recent creation of the Freedom's Frontier National Heritage Area (FFNHA). FFNHA is a collection of 41 counties located in eastern Kansas and western Missouri that span more than 23,000 square miles.² Lawrence, the county seat of Douglas County, has been identified as the flagship for the FFNHA. The creation of FFHNA will help educate the public about the pivotal events that shaped the history of America during the time period known as Bleeding Kansas.

1b. This project will produce a comprehensive survey report of the all the historical resources found in Eudora Township.

Currently, 4,084 sites, structures, buildings, and objects have been surveyed in Douglas County and are part of the KHRI database. The majority of surveyed properties are located in Lawrence (3,605) with less than 500 located elsewhere in the County. Because history is not static, more properties become historic (50 years old by NPS standards) daily. An ongoing survey and inventory program is necessary to identify properties as they achieve historic significance to adequately plan for future use.³

1c. It is the belief of the Natural and Cultural Heritage Task Force that by supporting a comprehensive county-wide survey, it "will strengthen our understanding of the County's assets

² *Freedom's Frontier National Heritage Area*. 15 March 2011. Web. <http://www.freedomsfrontier.org/>

³ *Natural & Cultural Heritage Preliminary Report*. Douglas County, Kansas, 19 Jan. 2011. Web. 15 March 2011. http://www.heritageconservationdouglascounty.org/Natural_Cultural_Heritage_Preliminary_Report.pdf

and increase our ability to make decisions within a context of all our heritage resources.”⁴

However, the Task Force is aware that a county-wide survey would require extensive resources and is therefore recommending a multi-year approach to surveying the county. Douglas County is separated into nine different townships. The Task Force believes that by implementing a strategic multi-year survey, it will be possible to have the entire county surveyed within 10 years. For purposes of this grant application, it is expected that one township will be entirely surveyed by December 31, 2011. Currently, the Task Force is developing a request for proposal process to acquire a consultant for this project. It is intended that the selection process will end in late May or early June and surveying a portion of the County will tentatively begin mid-summer, allowing approximately six months to complete a comprehensive survey of one township in Douglas County.

2. Douglas County has a land area of nearly 457 square miles. The County is subdivided into nine townships: Lecompton, Kanwaka, Clinton, Marion, Willow Springs, Wakarusa, Grant, Eudora and Palmyra. Because surveying the County in one year would be costly and highly resource intensive, the Natural and Cultural Heritage Task Force feels that it would be most beneficial if the county-wide survey were conducted over a longer period of time. As a result, the Natural and Cultural Heritage Task Force has proposed a piecemeal approach to surveying the entire County. Following this approach would mean that all of Douglas County would be surveyed within 10 years.

For the inaugural year of the County program, Eudora Township has been identified as the first township to be surveyed. Eudora Township is located in the northeast portion of Douglas

⁴ *Natural & Cultural Heritage Preliminary Report*. Douglas County, Kansas, 19 Jan. 2011. Web. 15 March 2011. http://www.heritageconservationdouglascounty.org/Natural_Cultural_Heritage_Preliminary_Report.pdf

County. Eudora Township is bordered on the north by the Kansas River and the Douglas/Johnson County border lies immediately to the east. To the south and west of Eudora Township lies Palmyra and Wakarusa Townships respectively. Please refer to the Douglas County Political Townships map located in the application packet.

3. The Township of Eudora compromises nearly 11% of all the land area in Douglas County. As such, Eudora Township contains just more than 50 square miles of area. Therefore, the project will encompass approximately 32,173 acres.
4. Please refer to CD included in the application packet.

Applicant Organization and Personnel

1. Douglas County is currently pursuing the necessary procedures to become a Certified Local Government. In fact, designation as a Certified Local Government is one of the recommendations identified by the Natural and Cultural Heritage Task Force. As part of this process, a committee will be appointed and approved by the Board of County Commissioners in May of 2011. This new committee will be referred to as the Heritage Conservation Council and will serve as the overseeing body of the Douglas County Natural and Cultural Heritage Grant Program as well as all activities required for compliance with the certified local government program. Therefore, the Natural and Cultural Heritage Task Force is recommending this committee be comprised of seven citizens of Douglas County, three of whom shall have qualifications as outlined in the Certified Local Government Requirements. The Heritage Conservation Council will serve as an advisory committee to the Douglas County Board of County Commissioners and be the technical committee to the County Commissioners on all preservation-related issues, including the administration of this project.

Douglas County has always supported the activities of preserving historical resources within the County; however, with the creation of the Natural and Cultural Heritage Grant Program and the goal of becoming a Certified Local Government, Douglas County as an organization is now beginning to take a more active role in the preservation of the County's history.

2. As mentioned earlier, the Task Force is currently formulating a RFP to acquire a consultant to perform a survey of Eudora Township. The Heritage Conservation Council will be the committee responsible for hiring the consultant and administering the project. While all aspects of the hiring process have not yet been solidified, it has been identified that preference will be given to a preservation consultant from Kansas. The hiring process will be fair and equitable by requiring applicants to interview with the Heritage Conservation Council and gain final approval from the Douglas County Board of County Commissioners. The chosen consultant will have to demonstrate experience in conducting an historical survey, provide references, as well as provide a financial estimate of their services.

3. Because of Douglas County's unique history, location and cultural resources, there is no shortage of preservation professionals. Just a few individuals that the project team could contact for further assistance include:

- Lynne Zollner: Douglas County/Lawrence Historic Resource Planner
- Dale Nimz: Executive Director of Kansas Preservation Alliance
- John More: local Eudora historian

4. Douglas County has never been a recipient of a grant administered by the Kansas State Historic Preservation Office.

5. While the County has not actively sought any additional funding opportunities, the Task Force has allocated 10% of the \$350,000 Natural and Cultural Heritage budget allocated in 2011 to go toward a comprehensive survey of the County.

Public Education and Impact

1. Surveying Douglas County is but a portion of a much larger preservation initiative. As discussed earlier, Douglas County is the flagship county of the 41 county Freedom's Frontier National Heritage Area. Furthermore, the recent creation of the Douglas County Natural and Cultural Heritage Grant Program created by the Board of County Commissioners in 2010 is indicative of the County enhancing the economic development benefits of tourism, local agriculture, and other endeavors based on these efforts.

Results from the county-wide survey will be presented to the public as they become available. In other words, it is expected that by March of 2012, a comprehensive assessment of the historical resources found in Eudora Township will be available for the Heritage Conservation Council and Board of County Commissioners. Information will be released to the public, but will be strategically edited in order to protect the rights of private property owners and to defend the sensitivity of the historical sites themselves. It is also anticipated that information will be shared through a variety of sources including websites, museum displays, and other educational components. The only official materials that will be produced as a part of this project will be the report prepared by the consultant team concerning the results of the survey. It is a strong desire that all projects related with the Natural & Cultural Heritage Grant Program, including the surveying of Douglas County townships, include an outreach campaign to educate as many parties as possible. Presentations to local schools, historical societies and other civic groups will be encouraged and undertaken by the Heritage Conservation Council and

its supporters to further the mission of persevering Douglas County natural and cultural heritage sites for future generations.

Budget Chart

Please refer to budget chart included in the application packet.

Budget Narrative

Unfortunately, at the time of this grant application, specific information regarding expenses related to the project have not yet been determined. The Douglas County/Lawrence historical resource planner, Lynne Zollner, has informed the Task Force that the cost of a survey can vary depending upon the detail of information desired. However, as mentioned before, \$35,000 has been allocated by the Natural and Cultural Heritage Task Force. This grant application is unique in the fact that we are only asking for any additional financial assistance the Kansas State Historical Society's Heritage Preservation Fund may access. Unlike traditional grant applications, Douglas County is willing to provide for the majority of all costs associated with surveying Eudora Township. In order to ensure that this program may continue in Douglas County for many years, County Commissioners are hoping to have a positive impact in the community to justify the need for this program. Therefore, any additional financial support available would be greatly appreciated.

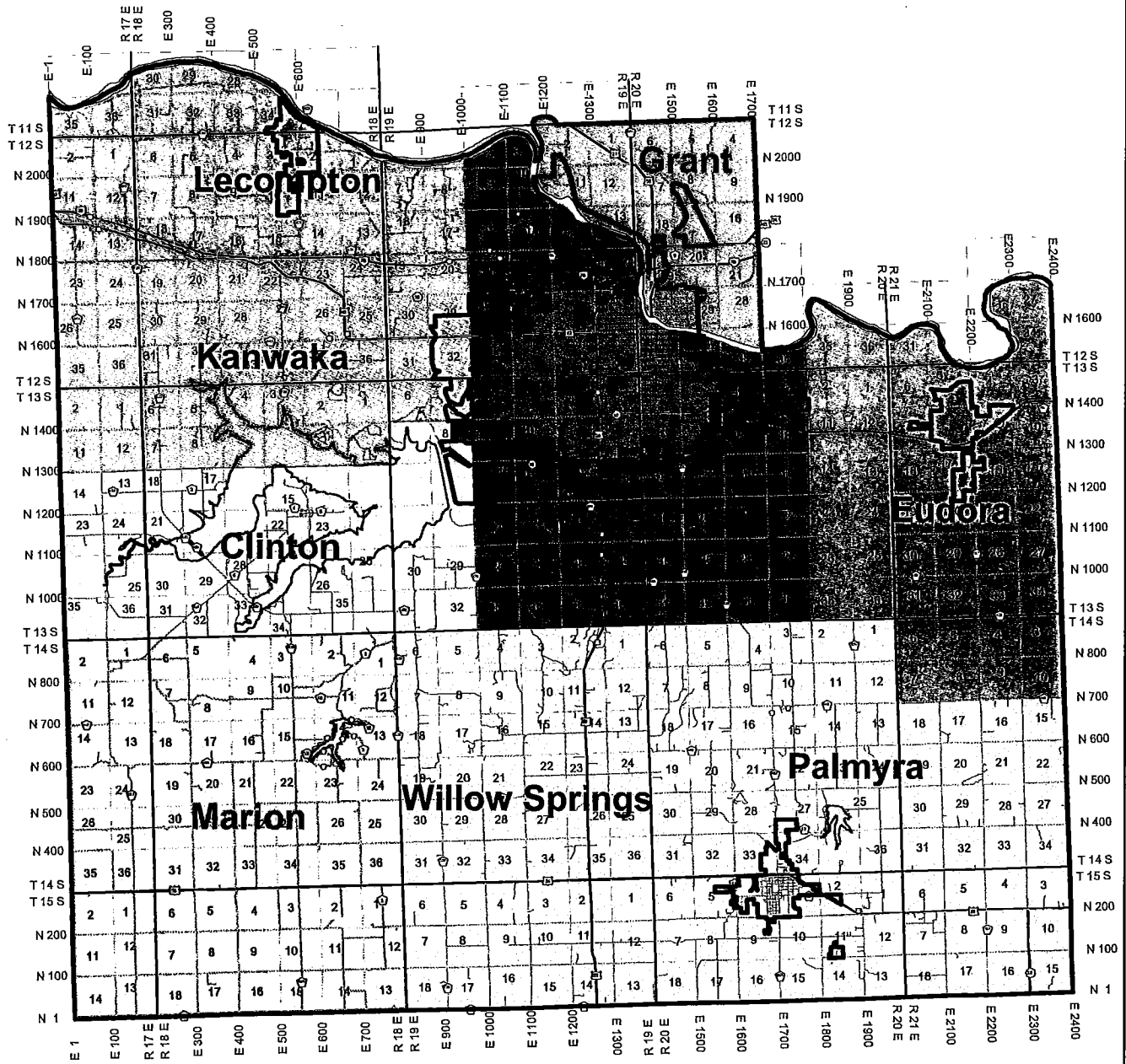
Project Budget Form

| BUDGET ITEMS | 1. RECIPIENT MATCH | | 2. INDIRECT EXPENSES | 3. FEDERAL SHARE | 4. TOTAL |
|---------------------------------------|--------------------|------------|----------------------------------|------------------|----------|
| | a) CASH | b) IN-KIND | Indirect Cost Agreement Required | | |
| 1. SALARIES (list each separately) | | | | | |
| Administrator | NA | NA | NA | NA | NA |
| Surveyor | NA | NA | NA | NA | NA |
| Secretary | NA | NA | NA | NA | NA |
| Volunteer(s) | NA | NA | NA | NA | NA |
| Bookkeeper | NA | NA | NA | NA | NA |
| Others | NA | NA | NA | NA | NA |
| Consultant | NA | NA | NA | NA | NA |
| 2. Mileage | NA | NA | NA | NA | NA |
| 3. Expendable Supplies | NA | NA | NA | NA | NA |
| 4. Film and Film Processing | NA | NA | NA | NA | NA |
| 5. Communication | NA | NA | NA | NA | NA |
| 6. Office Rent | NA | NA | NA | NA | NA |
| 7. Printing and Advertising | NA | NA | NA | NA | NA |
| 8. Utilities | NA | NA | NA | NA | NA |
| 9. Equipment Rent | NA | NA | NA | NA | NA |
| 10. Equipment Maintenance | NA | NA | NA | NA | NA |
| 11. Insurance and Bonding | NA | NA | NA | NA | NA |
| 12. Other | NA | NA | NA | NA | NA |
| TOTAL | NA | NA | NA | NA | NA |

***Totals on this page should match totals on cover sheet of application.**

1a+1b+2=40% 3=60% 4=100%

Douglas County Political Townships



ASSURANCES

Applicants must agree to the following assurances for their applications to be considered for funding.

Applicants hereby agree and acknowledge that:

- (1) if they are awarded funds, they will conduct their operations in accordance with Title VI and VII of the Civil Rights Act of 1964, as amended, the Rehabilitation Act of 1973, as amended, the Kansas Act Against Discrimination, and the Americans With Disabilities Act of 1990 which bar discrimination against any employee, applicant for employment, or any person participating in any sponsored program on the basis of race, creed, color, national origin, religion, sex, age, or physical or mental disability, and require compensation for employment at no less than minimum wage requirements, and will provide safe and sanitary working conditions;
- (2) they will perform no work for which reimbursement will be requested until (a) they have been notified that their application was approved; (b) a project agreement has been signed by the applicant and the State Historic Preservation Officer; and (c) they have been notified in writing that the work may begin.
- (3) they have sufficient funds to match the Historic Preservation Fund grant and will pay for materials and services pending reimbursement by the Kansas State Historical Society.
- (4) they will carry out the project in accordance with the relevant standards and guidelines developed by the Secretary of the Interior for Preservation Planning, Identification, Evaluation, and Registration.
- (5) they will follow the guidelines established by the Kansas Historic Preservation Office and the U.S. Department of the Interior for the Historic Preservation Fund grant-in-aid.
- (6) they will notify the Kansas Historic Preservation Office of any changes in the source or sources of the match, the project conditions, project scope of work, personnel changes, or of any other factors that might affect the progress, completion or outcome of the project.
- (7) the filing of this application has been approved by the legally authorized governing body of the applicant, if applicable.
- (8) the facts, figures, and information contained in this application, including all attachments, are true and correct. The submission of fraudulent information is grounds for the cancellation of an Historic Preservation Fund grant.
- (9) all components of the grant application, including mandatory attachments are included and no additional or missing materials will be submitted after the stated application deadline.

March 15, 2011

Date



Signature of Authorized Signatory

G. Craig Weinaug, Douglas County Administrator
Typed Name and Title of Signatory

U.S. DEPARTMENT OF THE INTERIOR
ASSURANCE OF COMPLIANCE
(Title VI, Civil Rights Act of 1964)

Douglas County, Kansas (hereinafter called Applicant-Recipient)

HEREBY AGREES THAT IT will comply with Title VI of the Civil Rights Act of 1964 (P.L. 88-352) and all requirements imposed by or pursuant to the Department of the Interior Regulation (43 CFR 17) issued pursuant to that title, to the end that, in accordance with Title VI of that Act and the Regulation, no person in the United States shall, on the grounds of race, color, national origin, age, or handicap be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity for which the Applicant-Recipient receives financial assistance from the National Park Service and,

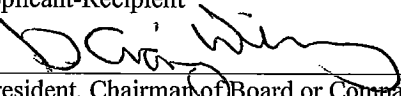
HEREBY GIVES ASSURANCE THAT IT will immediately take any measures to effectuate this agreement.

If any real property or structure thereon is provided or improved with the aid Federal financial assistance extended to the Applicant-Recipient by the National Park Service, this assurance obligates the Applicant-Recipient, or in the case of any transfer of such property, any transferee for the period during which the real property or structure is used for a purpose involving the provision of similar services or benefits. If any personal property is so provided, the assurance obligates the Applicant-Recipient for the period during which it retains ownership or possession of the property. In all other cases, this assurance obligates the Applicant-Recipient for the period during which the Federal financial assistance is extended to it by the National Park Service.

THIS ASSURANCE is given in consideration of and for the purpose of obtaining any and all Federal grants, loans, contracts, property discounts or other Federal financial assistance extended after the date hereof to the Applicant-Recipient by the bureau or office, including installment payments after such date on account of arrangements for Federal financial assistance which were approved before such date. The Applicant-Recipient recognizes and agrees that such Federal financial assistance will be extended in reliance on the representations and agreements made in this assurance, and that the United States shall reserve the right to seek judicial enforcement of this assurance. This assurance is binding on the Applicant-Recipient, its successors, transferees, and assignees, and the person or persons whose signature appear below are authorized to sign this assurance on behalf of the Applicant-Recipient.

March 15, 2011
Date

Douglas County, Kansas
Applicant-Recipient

by 
(President, Chairman of Board or Comparable authorized Official)

1100 Massachusetts Street, Lawrence, KS 66044
Applicant-Recipient's Mailing Address

DI-1350

U.S. Department of the Interior

**Certifications Regarding Debarment, Suspension and
Other Responsibility Matters, Drug-Free Workplace
Requirements and Lobbying**

Persons signing this form should refer to the regulations referenced below for complete instructions:

Certification Regarding Debarment, Suspension, and Other Responsibility Matters – Primary Covered Transactions – (The prospective primary participant further agrees by submitting this proposal that it will include the clause titled, “Certification Regarding Debarment, Suspension, Ineligibility and Voluntary Exclusion – Lower Tier Covered Transaction,” provided by the department or agency entering into this covered transaction, without modification, in all lower tier covered transactions and in all solicitations for lower tier covered transactions. See below for language to be used; use this form for certification and sign; or use Department of Interior Form 1954 (DI-1954). See Appendix A of Subpart D of 43 CFR Part 12).

Certification Regarding Debarment, Suspension, Ineligibility and Voluntary Exclusion – Lower Tier Covered Transactions – (See Appendix B of Subpart D of 43 CFR Part 12).

Certification Regarding Drug-Free Workplace Requirements – Alternate I. (Grantees Other Than Individuals) and Alternate II. (Grantees Who are Individuals) – See Appendix C of Subpart D of 43 CFR Part 12).

Signature on this form provides for compliance with certification requirements under 43 CFR Parts 12 and 18. The certifications shall be treated as a material representation of fact upon which reliance will be placed when the Department of the Interior determines to award the covered transaction, grant, cooperative Agreement or loan.

**PART A: Certification Regarding Debarment, Suspension, and Other Responsibility Matters-
Primary Covered Transactions**

CHECK X IF THIS CERTIFICATION IS FOR A PRIMARY COVERED TRANSACTION AND IS APPLICABLE.

- 1) The prospective primary participant certifies to the best of its knowledge and belief, that it and its principals:
 - a) Are not presently debarred, suspended, proposed for debarment, declared ineligible, or voluntarily excluded from covered transactions by any Federal department or agency;
 - b) Have not within a three-year period preceding this proposal been convicted of or had a civil judgment rendered against them for commission of fraud or a criminal offense in connection with obtaining, attempting to obtain, or performing a public (Federal, State or local) transaction or contract under a public transaction; violation of Federal or State antitrust statutes or commission of embezzlement, theft, forgery, bribery, falsification or destruction of records, making false statements, or receiving stolen property;
 - c) Are not presently indicted for or otherwise criminally or civilly charged by a government entity (Federal, State or local) with commission of any of the offenses enumerated in paragraph (1)(b) of this certification; and
 - d) Have not within a three-year period preceding this application/proposal had one or more public transactions (Federal, State or local) terminated for cause or default.

Where the prospective primary participant is unable to certify to any or the statements in this certification, such prospective participant shall attach an explanation to this proposal.

**PART B: Certification Regarding Debarment, Suspension, Ineligibility and Voluntary Exclusion –
Lower Tier Covered Transactions**

CHECK ✓ IF THIS CERTIFICATION IS FOR A LOWER TIER COVERED TRANSACTION AND IS APPLICABLE.

- 1) The prospective lower tier participant certifies, by submission of this proposal, that neither it nor its principals is presently debarred, suspended, proposed for debarment, declared ineligible, or voluntarily excluded from participation in this transaction by any Federal department or agency.
- 2) Where the prospective lower tier participant is unable to certify to any of the statements in this certification, such prospective participant shall attach an explanation to this proposal.

DI-2010
June 1995
(This form replaces DI-1953, DI-1954,
DI-1955, DI-1956 and DI-1963)

PART C: Certification Regarding Drug-Free Workplace Requirements

CHECK IF THIS CERTIFICATION IS FOR AN APPLICANT WHO IS NOT AN INDIVIDUAL.

Alternate I. (Grantees Other Than Individuals)

A. The grantee certifies that it will or continue to provide a drug-free workplace by:

- a) Publishing a statement notifying employees that the unlawful manufacture, distribution, dispensing, possession, or use of a controlled substance is prohibited in the grantee's workplace and specifying the actions that will be taken against employees for violation of such prohibition;
- b) Establishing an ongoing drug-free awareness program to inform employees about –
 - 1) The dangers of drug abuse in the workplace;
 - 2) The grantee's policy of maintaining a drug-free workplace;
 - 3) Any available drug counseling, rehabilitation, and employee assistance programs; and
 - 4) The penalties that may be imposed upon employees for drug abuse violations occurring in the workplace;
- c) Making it a requirement that each employee to be engaged in the performance of the grant be given a copy of the statement required by paragraph a);
- d) Notifying the employee in the statement required by paragraph a) that, as a condition of employment under the grant, the employee will –
 - 1) Abide by the terms of the statement; and
 - 2) Notify the employer in writing of his or her conviction for a violation of a criminal drug statute occurring in the workplace no later than five calendar days after such conviction;
- e) Notifying the agency in writing, within ten calendar days after receiving notice under subparagraph (d)(2) from an employee or otherwise receiving actual notice of such conviction. Employers of convicted employees must provide notice, including position title, to every grant officer on whose grant activity the convicted employee was working, unless the Federal agency has designated a central point for the receipt of such notices. Notice shall include the identification number(s) of each affected grant;
- f) Taking one of the following actions, within 30 calendar days of receiving notice under subparagraph (d)(2), with respect to any employee who is so convicted –
 - 1) Taking appropriate personnel action against such an employee, up to and including termination, consistent with the requirements of the Rehabilitation Act of 1973, as amended; or
 - 2) Requiring such employee to participate satisfactorily in a drug abuse assistance or rehabilitation program approved for such purposes by a Federal, State, or local health, law enforcement, or other appropriate agency;
- g) Making a good faith effort to continue to maintain a drug-free workplace through implementation of paragraphs (a), (b), (c),(d),(e), and (f).

B. The grantee may insert in the space provided below the sites(s) for the performance of work done in connection with the specific grant:

Place of Performance (Street address, city, county, state, zip code)

Eudora Township
Douglas County, Kansas

Check ___ if there are workplaces on file that are not identified here.

PART D: Certification Regarding Drug-Free Workplace Requirements

CHECK ___ IF THIS CERTIFICATION IS FOR AN APPLICANT WHO IS AN INDIVIDUAL.

Alternate II. (Grantees Who Are Individuals)

- a) The grantee certifies that, as a condition of the grant, he or she will not engage in the unlawful manufacture, distribution, dispensing, possession, or use of a controlled substance in conducting any activity with the grant;
- b) If convicted of a criminal drug offense resulting from a violation occurring during the conduct of any grant activity, he or she will report the conviction, in writing, within 10 calendar days of the conviction, to the grant officer or other designee, unless the Federal agency designates a central point for the receipt of such notices. When notice is made to such a central point, it shall include the identification number(s) of each affected grant.

DI-2010
June 1995
(This form replaces DI-1953, DI-1954,
DI-1955, DI-1956 and DI-1963)

**PART E: Certification Regarding Lobbying
Certification for Contracts, Grants, Loans, and Cooperative Agreements**

CHECK ___ IF CERTIFICATION IS FOR THE AWARD OF ANY OF THE FOLLOWING AND THE AMOUNT EXCEEDS \$100,000; A FEDERAL GRANT OR COOPERATIVE AGREEMENT; SUBCONTRACT, OR SUBGRANT UNDER THE GRANT OR COOPERATIVE AGREEMENT.

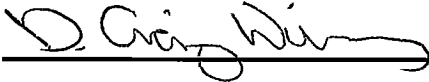
CHECK ___ IF CERTIFICATION IS FOR THE AWARD OF A FEDERAL LOAN EXCEEDING THE AMOUNT OF \$150,000, OR A SUBGRANT OR SUBCONTRACT EXCEEDING \$100,000, UNDER THE LOAN.

The undersigned certifies, to the best of his or her knowledge and belief, that:

- 1) No Federal appropriated funds have been paid or will be paid, by or on behalf of the undersigned, to any person for influencing or attempting to influence an officer or employee of an agency, a Member of Congress, and officer or employee of Congress, or an employee of a Member of Congress in connection with the awarding of any Federal contract, the making of any Federal grant, the making of any Federal loan, the entering into of any cooperative agreement, and the extension, continuation, renewal, amendment, or modification of any Federal contract, grant, loan, or cooperative agreement.
- 2) If any funds other than Federal appropriated funds have been paid or will be paid to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with this Federal contract, grant, loan, or cooperative agreement, the undersigned shall complete and submit Standard Form-LLL, "Disclosure Form to Report Lobbying," in accordance with its instructions.
- 3) The undersigned shall require that the language of this certification be included in the award documents for all subawards at all tiers (including subcontracts, subgrants, and contracts under grants, loans, and cooperative agreements) and that all subrecipients shall certify accordingly.

This certification is a material representation of fact upon which reliance was placed when this transaction was made or entered into. Submission of this certification is a prerequisite for making or entering into this transaction imposed by Section 1352, title 31, U.S. Code. Any person who fails to file the required certification shall be subject to a civil penalty of not less than \$10,000 and not more than \$100,000 for each such failure.

As the authorized certifying official, I hereby certify that the above specified certifications are true.



SIGNATURE OF AUTHORIZED CERTIFYING OFFICIAL

G. Craig Weinaug, Douglas County Administrator

TYPED NAME AND TITLE

March 15, 2011

DATE

DI-2010
June 1995
(This form replaces DI-1953, DI-1954,
DI-1955, DI-1956 and DI-1963)

MEMO TO: The Board of County Commissioners
Craig Weinaug, County Administrator

FROM: Sarah Plinsky, Asst. County Administrator
Jackie Waggoner, Purchasing Director

SUBJECT: Consider Approving Contract for Audit Services

DATE: March 9, 2011

Last year the County solicited proposals for audit services and had awarded a contract to RubinBrown. Following review of our 2009 audit, the County elected to not renew the contract for the subsequent years. Our audits include financial statements for Douglas County Extension Council, Lawrence/Douglas Health Department, Douglas County Free Fair, and Bert Nash Community Health Center.

In the process of establishing a new contract for the 2010 audit an informal solicitation was explored. The firms who had responded to our solicitation last year were considered, along with firms that had experience and credentials with comparable counties. Following our evaluation, Allen, Gibbs & Houlik (AGH) was selected. AGH serves as the auditor for several large and medium sized counties in Kansas, and has significant experience in financial consulting.

The AGH proposal consists of auditing and consulting services for Douglas County year ending December 31, 2010, with options to extend for the years ending December 31, 2011, 2012, 2013, and 2014. The proposed cost for audit services for 2010 will be \$74,280. Consulting services will be based on standard hourly rates, not to exceed \$30,000. Under the consulting services, AGH will perform the following tasks:

- Assist management in creating systems and procedures to implement generally accepted accounting principles (GAAP).
- Assist management with identifying and implementing financial management best practices.
- Assist in identifying needs for a new Enterprise Resource Planning (ERP) system.

For your review I have attached a copy of the contract. Sarah and I will be available at the commission meeting to answer any questions you have.

SUGGESTED ACTION: The Board of County Commissioners waives the formal bidding process and approves a contract for \$74,280 for audit services, and a cost not to exceed \$30,000 for consulting services with Allen, Gibbs & Houlik, L.C.

AGREEMENT

THIS AGREEMENT is made and entered into this _____ day of _____ 2011 (the "Effective Date"), by and between **DOUGLAS COUNTY, KANSAS** (hereinafter "County") and Allen, Gibbs & Houlik, L.C. (hereinafter "Contractor").

RECITALS:

WHEREAS, Contractor has submitted a proposal to County to provide financial audit services for the County, its funds, and certain agencies and departments to which County provides financial support;

WHEREAS, County and Contractor have agreed that Contractor provide financial audit services in accordance with the provisions of this Agreement.

NOW THEREFORE, in consideration of the compensation to be paid to the Contractor and of the mutual agreements herein contained, the County and Contractor agree as follows:

1. Agreement to Perform Services. Contractor agrees to provide the following services: (a) an audit of the County's financial statements on a basis of accounting designed to comply with the cash basis and budget laws of the State of Kansas and in conformity with all state and federal laws, including, but not limited to, OMB Circular A-133; (b) an audit of The Bert Nash Community Mental health Center, Inc. financial statement; and (c) consulting regarding the development and implementation of a work plan to assist the County in creating an internal "infrastructure" for its accounting system to be on a GAAP basis, and to implement related best practices for financial management outlined by the GFOA (collectively, the "Services").
2. Proposal Incorporated. Contractor's Proposal to County, dated January 21, 2011, is attached hereto as Exhibit A and is incorporated herein by reference and made a part of this Contract, and the provisions of the Proposal and any separate engagement letter shall supplement this Agreement. Notwithstanding the foregoing, however, if any provisions of the Proposal or any separate engagement letters conflict with provisions of this Agreement, provisions of this Agreement shall control.
3. One Year with Extensions. This Agreement relates to audits for the year ended December 31, 2010, renewable at County's option for up to 4 additional years (i.e. the years ending December 31, 2011, 2012, 2013, and 2014).
4. Fee Adjustments. At the conclusion of the audits for the year ending December 31, 2010, Contractor and County agree to discuss and investigate opportunities for efficiencies as part of the audit process. The purpose of these discussions will be to determine whether the audits for the year ending December 31, 2010 (the first year Contractor has audited County's financial statements) involved less work than initially projected and to identify methods or areas in which County personnel can further assist the audit process to allow for reductions in Contractor's fees. This discussion and finalization of Contractor's fees for audits for the year

ending December 31, 2011 shall take place prior to County's decision whether to renew this Agreement for that year. For subsequent years, Contractor shall, at least 90 days prior to each permissible renewal, consult with County and provide County with a written statement of any adjustment to Contractor's fees and charges for the renewal year; provided, however, that any adjustment shall be consistent with the Proposal.

5. Due Date for Audits; Time is of the Essence. Contractor shall provide County with (i) a draft of all audit reports for the year ended December 31, 2010, on or before June 30, 2011 and (ii) all final audit reports for the year ended December 31, 2010, on or before July 31, 2011. If and to the extent County renews this Agreement for audits of years ending December 31, 2011, 2012, 2013, and 2014, the renewal shall include a due date or due dates for audit reports for such subsequent years. Time is of the essence. In the event Contractor fails to timely complete and provide County with full and complete audit reports and to the extent the delay is not directly caused by County's failure to timely provide information to Contractor, the Contractor shall pay to the County, as liquidated damages, and not as a penalty, the sum of \$250 for each and every day (except weekend and County holidays) from the due date until the audits are fully completed and delivered.

6. Funds and Audits. The County audit shall include all County funds and agencies, the number and types of which are subject to change from time to time, but include an audit of the Douglas County Extension Council, the Douglas County Free Fair, and the Lawrence Douglas County Health Department, together with a separate audit of The Bert Nash Community Mental Health Center, Inc., a Kansas not-for-profit corporation.

7. Client Service Team. Contractor shall appoint a client service team to provide the Services and shall introduce such team to County and those County employees with which the client service team will be working. Once Contractor's client service team is appointed and commences with the Services, and in an effort to be efficient and prevent County from having to introduce multiple Contractor employees to the same issues, Contractor agrees to use all reasonable efforts to reduce turnover in the client service team.

8. Consulting Services. Before Contractor incurs any separate fees or charges for research or consulting services, Contractor and County shall agree in advance upon the scope of work and Contractor's fees and charges for such research or consulting services.

9. Invoices. Contractor may not send invoices to County more often than monthly. Each invoice submitted shall itemize the Services and reimbursable expenses for which payment is requested, and shall be deemed to include a representation by Contractor to County that the Services have proceeded to the point stated in the invoice and that amounts requested in the invoice are due and owing pursuant to this Agreement. County agrees to pay Contractor within 10 days after approval by the governing body or 30 days after the invoice is received, whichever is later. In the event County becomes credibly informed that any representations of Contractor provided in an invoice are wholly or partially inaccurate, County may withhold payment of disputed sums then, or in the future, otherwise due Contractor until the inaccuracy and the cause thereof is corrected to County's reasonable satisfaction. In the event County questions some element of an invoice, that fact shall be made known to Contractor as soon as reasonably

possible, and Contractor will assist in resolution of the matter and transmit a revised invoice if necessary. County shall pay the undisputed portion of any invoice as provided above.

10. Termination and Default.

10.1 County may, at its sole option, terminate this Agreement in whole or in part, for its convenience, by written notice to Contractor. Upon such termination Contractor shall immediately stop work and incur no further fees or costs chargeable to County as to the terminated portions. To the extent not previously paid, Contractor shall be entitled to, without duplication and in full settlement, the actual fees and costs incurred by Contractor prior to the effective date of the termination which are properly allocable or apportionable to the terminated portion of this Agreement.

10.2 Each of the following shall constitute a default under the Agreement and County reserves the right to terminate, at no cost to County, all or any part of this Agreement if Contractor does any of the following and does not cure such default within a period of 10 days (or such longer period as County may in writing authorize) after receipt of notice from County specifying such default: (i) fails to make sufficient progress so as to endanger timely performance and delivery of audits, or (ii) fails to make deliveries as provided in this Agreement, or (iii) breaches any of the terms or conditions of this Agreement, or (iv) experiences the happening of any of the following: insolvency, filing of a voluntary or involuntary petition in bankruptcy which is not vacated within 30 days from date of filing, the appointment of a receiver or trustee, the execution of an assignment for the benefit of creditors or the execution of a composition with creditors of any agreement of like import. In the event of such termination, Contractor shall be liable to County for damages it has sustained as a result of such default, including County's cost to cover and provide alternate Services. If, after termination, it is determined that Contractor was not in default, or that the default was excusable, the rights and obligations of the parties shall be the same as if the termination had been made pursuant to Section 10.1.

10.3 If County terminates this Agreement for any reason, County may require Contractor to deliver all completed or partially completed Services, including worksheets, notes, and schedules related to audits, that Contractor has prepared as of the effective date of the termination.

10.4 If County fails to pay when due any amount required, or fails to perform any other material obligation under this Agreement, and does not cure such failure within a period of 10 days (or such longer period as Contractor may in writing authorize) after receipt of notice from Contractor specifying such failure, Contractor may, at its option and upon 10 days advance written notice and opportunity to cure, terminate this Agreement and to the extent not previously paid, Contractor shall be entitled to, without duplication and in full settlement, the actual fees and costs incurred by Contractor prior to the effective date of the termination which are properly allocable or apportionable to the terminated portion of this Agreement.

11. Professional Responsibility. Contractor will exercise reasonable skill, care and diligence in the performance of the Services as is ordinarily possessed and exercised by licensed

professional accountants performing the same services under similar circumstances. Contractor represents to County that Contractor is professionally qualified to provide such Services and is licensed to practice public accounting by all public entities having jurisdiction over Contractor and the Services.

12. Work on Premises. For Contractor to perform any Services on the County's premises, the following shall apply:

12.1 County shall not insure nor be responsible for any loss or damage to property of any kind owned or leased by Contractor, its employees, servants or agents.

12.2 Contractor will indemnify, defend, and hold harmless County from and against any and all claims and demands of any nature whatsoever including costs, litigation expenses, counsel fees, and liabilities incurred in connection therewith, arising out of injury to, or death of, any person whatsoever or damage to property of any kind by whomever owned, caused in whole or in part by the acts or omissions of Contractor, its employees, servants or agents.

12.3 Contractor agrees that, while its personnel are on County's premises, they will abide by all of County's rules of conduct, safety standards and practices governing behavior of County's employees.

13. Anti-Discrimination. Contractor shall observe the provisions of the Kansas Act Against Discrimination and shall not discriminate against any person by reason of age, race, religion, color, sex, disability, national origin, or ancestry.

14. Miscellaneous. This Agreement shall be binding upon, and inure to the benefit of, the parties hereto and their respective successors, heirs, administrators and assigns. This Agreement may be amended or modified by, and only by, a written instrument executed by County and Contractor. This Agreement shall be governed by and construed in accordance with the laws of the state of Kansas. The parties shall bring any and all legal proceedings arising hereunder exclusively in the State of Kansas, District Court of Douglas County, unless there is federal court jurisdiction, in which case the United States District Court for the State of Kansas sitting in Topeka, Shawnee County, Kansas, shall be the exclusive jurisdiction and venue for any federal action or proceeding arising hereunder. This Agreement supersedes all prior agreements and understandings between the parties hereto relating to the subject matter hereof. This Agreement may be executed in counterparts, including facsimile and PDF copies, each of which shall be deemed to be an original, but such counterparts when taken together shall constitute but one Contract. In the event the parties exchange facsimile or PDF counterparts, one original execution counterpart of this Agreement shall be delivered to the other party within 5 business days after the Effective Date. If any provision or any portion of any provision of this Agreement shall be held invalid or unenforceable, the remaining portion of such provision, and the remaining provisions of this Agreement shall not be affected thereby.

IN WITNESS WHEREOF, this Agreement is signed on the dates specified below, and is effective on the date the last party signs, which shall be the "Effective Date" and shall be the date inserted above.

COUNTY:

DOUGLAS COUNTY, KANSAS
Attn: Jackie Waggoner
1100 Massachusetts St.
Lawrence, KS 66044

CONTRACTOR:

ALLEN, GIBBS & HOULIK, L.C.
Attn: Shelly L. Hammond
301 N. Main, Suite 1700
Wichita, KS 67202-4868

By: _____

Name: Jim Flory

Title: Chair of Board of County Commissioners

Date: _____

By: _____

Name: Shelly L. Hammond

Title: _____

Date: _____

ATTEST:

Douglas County Clerk

EXHIBIT A
(Contractor's January 21, 2011 Proposal)

March 3, 2011



Board of Commissioners
Douglas County, Kansas
1100 Massachusetts St.
Lawrence, KS 66044

Dear Commissioners:

Understanding of Engagement

This letter is to explain our understanding of the arrangements for the services we are to perform for Douglas County, Kansas (the County) for the year ending December 31, 2010. We ask you either confirm or amend this understanding.

ATTEST SERVICES

We will perform an audit of the County's special purpose financial statements as of and for the year ending December 31, 2010. We understand that these financial statements will be prepared in accordance with the Kansas statutory basis of accounting. The objective of an audit of financial statements is to express an opinion on those financial statements.

Our acceptance of this engagement is subject to our satisfactorily completing communication with and review of the working papers of your previous auditors. We will notify you immediately if we become aware of anything during that review which results in our not being able to continue this engagement.

We are responsible for forming and expressing an opinion about whether the financial statements that have been prepared by management with the oversight of the board of county commissioners are presented fairly, in all material respects, in conformity with accounting practices prescribed by the State of Kansas to demonstrate compliance with the cash basis and budget laws of the State of Kansas, which practices differ from accounting principles generally accepted in the United States of America.

We will also perform the audit of the County as of December 31, 2010 so as to satisfy the audit requirements imposed by the Single Audit Act and the U.S. Office of Management and Budget (OMB) *Circular A-133*.

In addition to our reports on the County's financial statements, we will also issue the following reports or types of reports:

- A report on the fairness of the presentation of the County's schedule of expenditures of federal awards for the year ending December 31, 2010.
- Reports on internal control related to the financial statements, and major programs. These reports will describe the scope of testing of internal control and the results of our tests of internal controls.

- Reports on compliance with laws, regulations, and the provision of contracts or grant agreements. We will report on any noncompliance which could have a material effect on the financial statements and any noncompliance which could have a direct and material effect on each major program.
- A schedule of findings and questioned costs.

The component unit whose financial statements you have told us are to be combined with and included as part of the County's special purpose financial statements are listed here:

Douglas County Extension Council
Lawrence / Douglas Health Department
Douglas County Free Fair

We will prepare the County's Data Collection Form for submission to the Federal Audit Clearinghouse, which the County will be required to file. You acknowledge that you have the final responsibility for this form and, therefore, you should review it carefully before you certify and file it.

OTHER SERVICES

It is understood that, from time to time, Allen, Gibbs & Houlik, L.C. (AGH) may provide other services that are not contemplated hereby or are not otherwise encompassed in this understanding of arrangements for services. Such other services may be the subject of a separate letter addressing the arrangements for those services. However, in some cases, such other services may not be specifically addressed by a separate arrangement letter. In the event that AGH provides other services not encompassed by this arrangement letter, or another arrangement letter, engagement letter, or contract, it is understood and agreed that any such services will be expressly subject to then current "*Allen, Gibbs & Houlik, L.C. Other Services Conditions and Limitations*", in effect when the service is provided, which are located at www.aghlc.com/otherservices/terms. You may contact AGH to request a printed copy. It is further agreed that any services provided by AGH prior to the date of this letter, and not subject to a written arrangement letter, engagement letter, or similar contractual arrangement, shall be subject to this "Other Services" provision, in this arrangement letter, and the referenced Other Services Conditions and Limitations as of that date.

THE GOVERNMENT'S RESPONSIBILITIES

As you know, management is responsible for: (1) the preparation of the County's financial statements and the schedule of expenditures of federal awards, including the selection and application of accounting policies, (2) establishing and maintaining effective internal control over financial reporting and safeguarding assets, internal control over compliance and for informing us of all significant deficiencies and material weaknesses in the design or operation of such controls of which it has knowledge, (3) properly recording transactions in the records, (4) identifying and ensuring that the County complies with the laws and regulations applicable to its activities, and for informing us about all known material violations of such laws or regulations, (5) the design and implementation of programs and controls to prevent and detect fraud, and for informing us about all known or suspected fraud affecting the entity involving management, employees who have significant roles in internal control and others where the fraud could have a material effect on the financial statements, (6) informing us of its knowledge of any allegations of fraud or suspected fraud affecting the entity received in communications from employees, former employees, regulators, or others, (7) making all financial records and related information available to us, (8) for adjusting the financial statements to correct material misstatements, (9) following up and taking corrective action

or audit findings, including the preparation of a summary schedule of prior audit findings, and a corrective action plan, and (10) submitting the reporting package. At the conclusion of our audit, we will request certain written representations from management about the financial statements and matters related thereto. We will also require that management affirm to us that the effects of any uncorrected misstatements aggregated by us during the current engagement and pertaining to the latest period presented, and brought to management's attention by us, are immaterial, both individually and in the aggregate, to the financial statements taken as a whole and to the opinion units of the financial statements.

Management is also responsible for (a) making us aware of significant vendor relationships where the vendor is responsible for program compliance, (b) following up and taking corrective action on audit findings, including the preparation of a summary schedule of prior audit findings, and a corrective action plan, and (c) report distribution including submitting the reporting package.

The County Commission and management are responsible for informing us of their views about the risks of fraud within the entity, and their knowledge of any frauds or suspected fraud affecting the entity. We will also determine that certain matters related to the conduct of the audit are communicated to the County Commission, including (1) fraud involving senior management and fraud (whether caused by senior management or other employees) that causes a material misstatement of the financial statements, (2) any fraud, illegal acts, violations of provisions of contracts or grant agreements and abuse that come to our attention (unless they are clearly inconsequential), (3) disagreements with management and other serious difficulties encountered in performing the audit, and (4) various matters related to the entity's accounting policies and financial statements.

The County agrees that it will not associate us with any public or private securities offering without first obtaining our consent. Therefore, the County agrees to contact us before it includes our reports or otherwise makes reference to us, in any public or private securities offering. We may conclude that we are not otherwise associated with the proposed offering and that our association with the proposed offering is not necessary, providing the County agrees to clearly indicate that we are not associated with the contents of the official statement. The County agrees that the following disclosure will be prominently displayed in the official statement:

Allen, Gibbs & Houlik, L.C., our independent auditor, has not been engaged to perform, and has not performed, since the date of its report included herein, any procedures on the financial statements addressed in that report. Allen, Gibbs & Houlik, L.C. also has not performed any procedures relating to this official statement.

You have informed us that you desire us to issue a report on the basic financial statements of Douglas County as of and for the year ended December 31, 2010 conforming only to the requirements of auditing standards generally accepted in the United State of America (for example, for use in an official statement). This reporting will not be used for purposes to comply with a requirement calling for an audit in accordance with Government Auditing Standards.

Our association with an official statement is a matter for which separate arrangements will be necessary. The County agrees to provide us with printer's proofs or masters of such offering documents for our review and approval before printing, and with a copy of the final reproduced material for our approval before it is distributed. In the event our auditor/client relationship has been terminated when the County seeks such consent, we will be under no obligation to grant such consent or approval.

PROFESSIONAL FEES

Our charges for professional services will be \$74,280 including out-of-pocket expenses. See additional terms of our fee arrangements in our proposal dated January 21, 2011. We will make monthly billings of charges incurred to date, with a final billing on completion of the work.

CONDITIONS AND LIMITATIONS

To assist you in understanding the scope of our services and other matters related to the completion of these attest services, we have attached a copy of the "*Allen, Gibbs & Houlik, L.C. Attest Services Conditions and Limitations*". Our attest services are expressly subject to these conditions and limitations, and by signing below and by signing the standard management representation letter, you will be agreeing to them.

The two overarching principles of the independence standards of the "Government Auditing Standards" issued by the Comptroller General of the United States provides that management is responsible for the substantive outcomes of the works, and therefore, has a responsibility and is able to make any informed judgment on the results of the services described above. Accordingly, the County agrees to the following:

1. Mr. Craig Weinaug, County Administrator, and Ms. Sarah Plinsky, Assistant County Administrator will be accountable and responsible for overseeing the draft of the financial statements and trial balance adjustments.
2. The County will establish and monitor the performance of the preparation of the draft financial statements and trial balance adjustments to ensure that they meet management's objectives.
3. The County will make any decisions that involve management functions related to the preparation of the draft financial statements and trial balance adjustments, and accepts full responsibility of such decisions.
4. The County will evaluate the adequacy of services performed and any findings that result.

The terms and conditions set forth in our proposal dated January 21, 2011 supplement the understanding of the arrangements for services described in this letter.

In accordance with "Government Auditing Standards," a copy of our most recent peer review report is enclosed, for your information.

Thank you for this opportunity to serve you. We value our relationship with the County and would be pleased to discuss any questions you have regarding the above matters. If these arrangements are acceptable and if the services outlined are in accordance with the entity's requirements, please sign and date the copy of this letter in the space provided and return it to us. We look forward to serving you as your independent certified public accountants.

Respectfully,

ALLEN, GIBBS & HOULIK, L.C.



Shelly L. Hammond
Vice President

SLH:cec

Enclosure

Acceptance: Your signature below confirms your acceptance of the preceding information and your receipt and acceptance of the "*Allen, Gibbs & Houlik, L.C. Attest Services Conditions and Limitations*".

Signature

Date

Attest Services Conditions and Limitations

In the course of providing attest services, Allen, Gibbs & Houlik, L. C. (AGH) applies customary practices intended to fulfill our professional responsibilities in a cost effective manner. This document defines our professional responsibilities and the standards that we employ in providing you with our attest services. We find that by more clearly defining our professional service responsibilities, and your responsibilities as a client of AGH, we can prevent any uncertainties in providing our attest services. By signing the "Understanding of Engagement", you are agreeing to the conditions and limitations described below.

We will conduct our audit in accordance with auditing standards generally accepted in the United States of America, *Government Auditing Standards* issued by the Comptroller General of the United States, the provisions of the Single Audit Act, OMB *Circular A-133* and OMB's Compliance Supplement titled "Uniform Requirements for Grants to State and Local Governments," and the *Kansas Municipal Audit Guide*. Those standards, circulars, supplements or guides require that we plan and perform the audit to obtain reasonable rather than absolute assurance about whether the financial statements are free of material misstatement whether caused by error or fraud. Accordingly, a material misstatement may remain undetected. An audit includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements. Because an audit is designed to obtain reasonable rather than absolute assurance, and because an audit includes examining evidence on a test basis, there is always a chance that a properly conducted audit will not detect a material misstatement, or an event of non-compliance. An audit is also not designed to detect errors or fraud that are immaterial to the financial statements. The determination of abuse is subjective; therefore, *Government Auditing Standards* do not expect us to provide reasonable assurance of detecting abuse. An audit also includes assessing the accounting principles used and significant estimates made by management, as well as evaluating the overall financial statement presentation. We believe that our audit will provide a reasonable basis for our reports.

An audit of financial statements also includes obtaining an understanding of the entity and its environment, including its internal control, sufficient to assess the risks of material misstatement of the financial statements, and to design the nature, timing and extent of further audit procedures. An audit is not designed to provide assurance on internal control or to identify significant deficiencies or material weaknesses. However, we will communicate to management and the governing body any significant deficiencies or material weaknesses that become known to us during the course of the audit.

A list of the federal financial assistance programs that you have told us that the government participates in and that are to be included as part of the single audit will be provided to you in the form of a schedule of expenditures of federal awards.

Our report(s) on internal control will include any significant deficiencies or material weaknesses in controls of which we become aware as a result of obtaining an understanding of internal control and performing tests of internal control consistent with requirements of the standards and circular identified above. Our report(s) on compliance will address material errors, fraud, abuse, violations of compliance requirements and other responsibilities imposed by state and federal statutes and regulations and assumed by contracts; and any state or federal grant, entitlement of loan program questioned costs of which we

become aware, consistent with requirements of the standards and circulars identified above.

If circumstances arise relating to the conditions of your records, the availability of sufficient, competent evidential matter, or indications of a significant risk of material misstatement of the financial statements because of error, fraudulent financial reporting, misappropriation of assets or noncompliance which, in our professional judgment prevent us from completing the audit, or forming an opinion, we retain the unilateral right to take any course of action permitted by professional standards, including declining to express an opinion or issue a report, or withdrawal from the engagement.

The working papers for this engagement are the property of AGH, and constitutes confidential information. However, you acknowledge and grant your assent that representatives of the cognizant or oversight agency or their designee, other government audit staffs and the U.S. Government Accountability Office shall have access to the audit working papers upon their request; and that we shall maintain the working papers for a period of at least five years after the date of the report, or for a longer period if we are requested to do so by the cognizant or oversight agency. Access to requested workpapers will be provided under the supervision of AGH audit personnel and at a location designated by our firm.

In determining our fees, the factors having a direct impact on our time and billings include the timely closing and overall condition of the accounting records and the extent to which we must compile information or make bookkeeping adjustments to your records to conform to appropriate accounting rules. In that regard, we have furnished your personnel with a listing of the routine accounting records and schedules we normally need in connection with our services. In order to keep our charges to a minimum, we suggest that your personnel provide us with these records, schedules and other assistance from time to time by compiling necessary information and locating supporting documents. This assistance enables us to spend a minimum amount of time performing routine accounting or clerical tasks and thus concentrate more strictly on audit services. If delays in the timing of our receipt of these records, incompleteness or errors cause us to spend extra time to complete the above services, this will result in increased fees. We will, of course, make every effort to minimize any unnecessary disruption of your staff's schedule.

In the event we are requested or authorized by the Government or are required by government regulation, subpoena, or other legal process to produce our documents or our personnel or the personnel of AGH as witnesses with respect to our engagements for the Government, the Government will, so long as we are not a party to the proceeding in which the information is sought, reimburse us for our professional time and expenses, as well as the fees and expenses of our counsel, incurred in responding to such requests.

If you intend to publish or otherwise reproduce the financial statements and/or make reference to us or our audit in a document other than an official statement, you agree to provide us with the printer's proofs or a master for our review and consent before reproduction and/or release occurs. You also agree to provide us with a copy of the final reproduced material for our consent before it is distributed or released. Our fees for any additional services that may be required under our quality assurance system as a result of the above will be established with you at the time such services are determined to be necessary. In the event our auditor/client relationship has been terminated when the Organization seeks such consent, we will be under no obligation to grant such consent or approval.

It is understood that an audit, and any other services, provided by AGH necessarily rely, to some extent, on information provided by the Government, including management representations, as well as other information and documents. Accordingly, the Government hereby indemnifies AGH and its owners and employees, and holds them harmless from all claims, liabilities, losses, or costs in connection with any services provided by AGH that are in any way related to circumstances where there has been a knowing misrepresentation by a member of the Government's management which has caused, in any respect, AGH's breach of contract or negligence. This indemnification shall survive any terminations under this letter.

Both parties to this agreement have made a substantial investment in their respective employees and depend upon them to generate future profits. Because of this, we agree that neither party (including related affiliates) shall hire, nor solicit for hire, any person employed by the other during the term of the service relationship and for a period of one year after the termination of services. Since our professional standards require that we perform certain additional procedures on current and previous years engagements whenever a shareholder or professional employee leaves the firm and is subsequently employed by or associated with a client, you agree to compensate AGH for any additional costs incurred as a result of the Government's employment of a shareholder or professional employee of AGH.

We agree that any dispute arising out of, or relating to, this agreement or an interpretation of this agreement that we are not able to resolve ourselves shall be submitted to mediation under the American Arbitration Association Rules for Professional Accounting and Related Services Disputes before resorting to arbitration, litigation or some other dispute resolution procedure.

Costs and expenses of the mediation shall be borne equally by each of us. Mediation shall take place within two weeks after notification by the aggrieved party of a request for mediation unless extended by the mediator, and shall not be subject to pre-hearing discovery except as specifically authorized by the mediator. If the mediation does not result in an agreement acceptable to all sides, any party may take such other further action as he, she, or it deems advisable under law or equity. In the event any party takes such legal action without first submitting the issue(s) to mediation as required by this clause, that party shall pay the legal expenses of the responding party plus all court costs incurred by said action.

During the course of our engagement, we may accumulate records containing data which should be reflected in your books and records. You will determine that all such data, if necessary, will be so reflected. Accordingly, you will not expect us to maintain copies of such records in our possession. We shall maintain the audit working papers for a period of five years after the date of the audit report or after the termination of service.

The financial statements and our report on them are not to be modified in any manner. The final version supersedes all prior drafts. Any preliminary draft version of the financial statements previously provided to you in an electronic format should be deleted from your computer, and all printed copies of any superseded preliminary draft versions should likewise be destroyed.

This agreement also sets forth the terms and conditions agreed to by AGH and the Government for the transmittal of data through the Internet into or from AGH's e-mail system. Internet data transfers are susceptible to security breaches. You agree that AGH shall not have any liability for lost data, unauthorized access to records, data or files, destruction of records, data or files, viruses, delays or failure of performance or suitability. You agree to hold harmless AGH, its shareholders, agents or employees from any damages or expenses arising out of or resulting from any use of AGH's e-mail system, whether or not authorized.

AGH acknowledges that it has access to nonpublic information of the Government and its consumers and such information constitutes valuable and proprietary assets of the Government. AGH also acknowledges that the Government has a responsibility to its own consumers and employees to keep records and information confidential and proprietary. AGH agrees that it shall maintain confidentiality of any nonpublic personal information about consumers the Government obtained by AGH in the course of its performing services for the Government.

From time to time, and depending upon the circumstances, we may use third-party service providers to assist us in providing professional services to you. In such circumstances, it may be necessary for us to disclose confidential client information to them. We enter into confidentiality agreements with all third-party service providers and we are satisfied that they have appropriate procedures in place to prevent the unauthorized release of your confidential information to others.

February 8, 2011



Board of Commissioners
Douglas County, Kansas
1100 Massachusetts St.
Lawrence, KS 66044

Dear Commissioners:

This letter is to explain our understanding of the arrangements for Allen, Gibbs & Houlik, L.C. (AGH) to provide consulting services for Douglas County, Kansas (the County). The purpose of these services is to assist the County regarding the development and implementation of a work plan to assist the County in creating an internal "infrastructure" for its accounting system to be on a basis in accordance with generally accepted accounting principles (GAAP), and to implement related best practices for financial management outlined by the Government Finance Officers Association (GFOA). We ask that you either confirm or amend this understanding.

Engagement Services

AGH services will be limited to those of a consulting and accounting nature and certain other agreed upon tasks involving the overall accounting and financial reporting for the County. We anticipate performing the following tasks:

- Assisting management in creating systems and procedures to implement GAAP within the County, so that GAAP-basis financial statements can be generated by the County within the next 2-3 years. This may include, but is not limited to, developing systems to:
 - Implement use of purchase orders and encumbrances
 - Prepare accrual-basis adjustments for various receivables and payables
 - Implement policies and procedures related to payroll accruals and claims liabilities for self-funded health insurance and workers compensation
 - Maintain capital asset records needed for GAAP-reporting purposes
 - Prepare a comprehensive listing of federal expenditures for the County as a whole in accordance with OMB Circular A-133 requirements
 - Create an overall year-end close process
 - Implement GASB Statement No. 54, and other newly issued GASBs that will become applicable to the County during the next 2-3 years
- Assisting management with identifying and implementing financial management best practices that may be applicable to the County as issued by the GFOA or others.
- Possible assistance in identifying needs in a new ERP system.

The services we will perform are not designed and cannot be relied upon to disclose errors, fraudulent financial reporting, misappropriation of assets or illegal acts, should any exist. However, we will inform the appropriate level of management of any material errors, and any evidence of fraudulent financial reporting or misappropriation of assets that come to our attention. In addition, we will inform the appropriate level of management of any illegal acts that come to our attention, unless they are clearly inconsequential.

Furthermore, these services are not designed to provide assurance on internal control or to identify significant deficiencies or material weaknesses. However, we will communicate to management and the Board of Commissioners any significant deficiencies or material weaknesses that become known to us during the course of the engagement.

The County's Responsibilities

It is understood that any non-attest services provided by AGH are in the nature of advisory service to management of the County, and related recommendations, accordingly, are subject to management oversight. Further, in providing our current non-attest services or those we may provide in the future, it is agreed that AGH is not assuming any management responsibilities, decisions or functions for the County. Management acknowledges its responsibilities to make all management decisions and perform all management functions for the County, to oversee the services provided by AGH, to evaluate the adequacy and results of those services, and to accept management responsibility for the services rendered. In that regard, the County agrees to designate a management employee to oversee services provided by AGH. Further, the undersigned hereby acknowledges that it is the responsibility of the County's management to establish and maintain the County's internal controls, including monitoring ongoing activities.

Fees and Costs

Fees for the consulting project will be based on our standard hourly rates, not to exceed \$30,000, including out-of-pocket expenses. As part of developing the work plan in the initial phase of the project, we will provide estimated hours for each component of the project. Then, as the project progresses, should we see that the project may take additional hours that could exceed this level, we will communicate with you immediately, and ensure that the County has provided proper contractual approval prior to proceeding with the additional hours.

For this project, we initially expect the following professional staff to be involved:

| | |
|--------------------|-------|
| Ms. Shelly Hammond | \$225 |
| Ms. Andi Willems | \$165 |
| Mr. Matt Deutsch | \$130 |

Additional technical consultation by Mr. Mark Dick or Ms. Karen Linn, will be billed at rates of \$275 and \$185, respectively. Should this project require other staff time, those hours will be charged at hourly rates of \$115 for professional staff time, and \$65 for clerical / administrative staff time.

We will make monthly billings of charges incurred to date with a final billing on completion of the work.

Our goal is to keep you fully informed as to the nature and progress of the services we are providing. We ask that you notify us immediately if, for any reason, you determine that our services are not in accordance with your direction.

Our services have been offered based on AGH's understanding of your needs. We trust that this proposal conveys to you our conviction that we are uniquely qualified to fulfill the accounting needs of your organization and are enthusiastically prepared to do so.

Thank you for this opportunity to serve you. We would be pleased to discuss any questions you have regarding the above matters. If these arrangements are acceptable to you and if the services outlined are in accordance with your requirements, please sign the copy of this agreement in the space provided and return it to us. We look forward to continuing to serve as your trusted advisors.

Respectfully,

ALLEN, GIBBS & HOULIK, L.C.



Shelly L. Hammond
Vice President

SLH:cec

Enclosure

Confirmed on behalf of the addressee:

Signature

Date

March 3, 2011

Board of Commissioners
Douglas County, Kansas
Bert Nash Community Mental Health Center, Inc.
1100 Massachusetts St.
Lawrence, KS 66044



Dear Commissioners
& Bert Nash Board of Directors:

Understanding of Engagement

This letter is to explain our understanding of the arrangements for the services we are to perform for Bert Nash Community Mental Health Center, Inc. (Organization or Center) for the year ending December 31, 2010. We ask you either confirm or amend this understanding.

ATTEST SERVICES

We will perform an audit of the Center's statement of financial position as of and for the period ending December 31, 2010, and the related statements of activities, cash flows and functional expenses. We understand the financial statements will be prepared in accordance with accounting principles generally accepted in the United States of America. The objective of an audit of financial statements is to express an opinion on those statements.

We are responsible for forming and expressing an opinion about whether the financial statements that have been prepared by management with the oversight of the board of directors are presented fairly, in all material respects, in conformity with accounting principles generally accepted in the United States of America.

Management has informed us that the Organization has made no expenditures of monies received from any federal award programs, whether received directly from a federal department or agency or as a secondary recipient from any other source, has not received either directly or indirectly commodities or other tangible or intangible property from a federal award program, or has not participated in or received any benefits from any federal loan, loan guarantee or insurance program during the audit period requiring any federal program compliance auditing.

OTHER SERVICES

It is understood that, from time to time, Allen, Gibbs & Houlik, L.C. (AGH) may provide other services that are not contemplated hereby or are not otherwise encompassed in this understanding of arrangements for services. Such other services may be the subject of a separate letter addressing the arrangements for those services. However, in some cases, such other services may not be specifically addressed by a separate arrangement letter. In the event that AGH provides other services not encompassed by this arrangement letter, or another arrangement letter, engagement letter, or contract, it is understood and agreed that any such services will be expressly subject to then current "Allen, Gibbs & Houlik, L.C. Other Services Conditions and Limitations", in effect when the service is provided, which are located at www.aghlc.com/otherservices/terms. You may contact AGH to request a printed copy. It is further agreed that any services provided by AGH prior to the date of this letter, and not subject to a written arrangement letter, engagement letter, or similar contractual

arrangement, shall be subject to this "Other Services" provision, in this arrangement letter, and the referenced Other Services Conditions and Limitations as of that date.

THE ORGANIZATION'S RESPONSIBILITIES

As you know, management is responsible for: (1) the preparation of the Organization's financial statements, including the selection and application of accounting policies, (2) establishing and maintaining effective internal control over financial reporting and safeguarding assets, and for informing us of all significant deficiencies and material weaknesses in the design or operation of such controls of which it has knowledge, (3) properly recording transactions in the records, (4) identifying and ensuring the Organization complies with the laws and regulations applicable to its activities, and for informing us about all known material violations of such laws or regulations, (5) the design and implementation of programs and controls to prevent and detect fraud, and for informing us about all known or suspected fraud affecting the entity involving management, employees who have significant roles in internal control and others where the fraud could have a material effect on the financial statements, (6) informing us of its knowledge of any allegations of fraud or suspected fraud affecting the entity received in communications from employees, former employees, regulators, or others, (7) making all financial records and related information available to us, and (8) for adjusting the financial statements to correct material misstatements. At the conclusion of our audit, we will request certain written representations from management about the financial statements and matters related thereto. We will also require that management affirm to us that the effects of any uncorrected misstatements aggregated by us during the current engagement and pertaining to the latest period presented, and brought to management's attention by us, are immaterial, both individually and in the aggregate, to the financial statements taken as a whole.

The Board of Directors and management are responsible for informing us of their views about the risks of fraud within the entity, and their knowledge of any frauds or suspected fraud affecting the entity. We will also determine that certain matters related to the conduct of the audit are communicated to the audit committee, including (1) fraud involving senior management and fraud (whether caused by senior management or other employees) that causes a material misstatement of the financial statements, (2) illegal acts that come to our attention (unless they are clearly inconsequential), (3) disagreements with management and other serious difficulties encountered in performing the audit, and (4) various matters related to the entity's accounting policies and financial statements.

If, in connection with our audit, you request us to perform accounting services necessary for the preparation of the financial statements (such as maintaining depreciation schedules, computing the provision for income taxes, drafting the financial statements, etc.), you agree to designate an appropriate individual to oversee the services, make all management decisions involved in those services, evaluate the adequacy and results of the services, and accept responsibility for the results of the services.

PROFESSIONAL FEES

Our charges for professional services are included in the fees for our audit of Douglas County, Kansas. Such fees are based on the understanding that the Organization will provide supporting schedules, calculations and documentation to assist in completing the audit. We will provide you with a list of items needed to conduct the audit.

Board of Commissioners &
Bert Nash Board of Directors
Douglas County, Kansas
Bert Nash Community
Mental Health Center, Inc.

3

March 3, 2011

From time to time, new accounting or auditing pronouncements are issued which may affect your financial reporting or our responsibilities as your auditors. Our fee estimates do not include any additional time and fees that may be necessary to determine the impact of such pronouncements on your financial reporting or to implement the requirements of any pronouncements that may apply to your audit or financial reporting.

CONDITIONS AND LIMITATIONS

To assist you in understanding the scope of our services and other matters related to the completion of these attest services, we have attached a copy of the "Allen, Gibbs & Houlik, L.C. Attest Services Conditions and Limitations". Our attest services are expressly subject to these conditions and limitations, and by signing below and by signing the standard management representation letter, you will be agreeing to them.

It is understood that any non-attest services provided by AGH are in the nature of advisory service to the Organization's management, and related recommendations, accordingly, are subject to management oversight. Further, in providing our current non-attest services or those we may provide in the future, it is agreed that AGH is not assuming any management responsibilities, decisions or functions for the Organization. Management acknowledges its responsibilities to make all management decisions and perform all management functions for the Organization, to oversee the services provided by AGH, to evaluate the adequacy and results of those services, and to accept management responsibility for the services rendered. In that regard, the Organization agrees to designate a management employee to oversee services provided by AGH; the Organization's CEO has been designated to oversee the non-attest services provided by AGH, with input provided from the Organization's Finance Director. Further, the undersigned hereby acknowledges that it is the responsibility of the Organization's management to establish and maintain the Organization's internal controls, including monitoring ongoing activities.

The terms and conditions set forth in the our proposal with Douglas County dated January 21, 2011 supplement the understanding of the arrangements for services described in this letter.

Thank you for this opportunity to serve you. We value our relationship with your Organization and would be pleased to discuss any questions you have regarding the above matters. If these arrangements are acceptable and if the services outlined are in accordance with the Organization's requirements, please sign and date the copy of this letter in the space provided and return it to us.

We look forward to serving as your independent certified public accountants.

Respectfully,

ALLEN, GIBBS & HOULIK, L.C.



Shelly L. Hammond
Vice President

SLH:cec

Enclosure

Board of Commissioners &
Bert Nash Board of Directors
Douglas County, Kansas
Bert Nash Community
Mental Health Center, Inc.

March 3, 2011

Acceptance: Your signature below confirms your acceptance of the preceding information and your receipt and acceptance of the "*Allen, Gibbs & Houlik, L.C. Attest Services Conditions and Limitations*".

Signature

Date

Attest Services Conditions and Limitations

In the course of providing attest services, Allen, Gibbs & Houlik, L.C. (AGH) applies customary practices intended to fulfill our professional responsibilities in a cost effective manner. This document defines our professional responsibilities and the standards that we employ in providing you with our attest services. We find that by more clearly defining our professional service responsibilities, and your responsibilities as a client of AGH, we can prevent any uncertainties in providing our attest services. By signing the "Understanding of Engagement", you are agreeing to the conditions and limitations described below.

We will conduct the audit in accordance with auditing standards generally accepted in the United States of America. Those standards require that we plan and perform the audit to obtain reasonable, rather than absolute, assurance about whether the financial statements are free of material misstatement whether caused by error or fraud. Accordingly, a material misstatement may remain undetected. Also, an audit is not designed to detect errors or fraud that are immaterial to the financial statements. An audit includes examining, on a test basis evidence supporting the amounts and disclosures in the financial statements. Because an audit is designed to obtain reasonable rather than absolute assurance, and because an audit includes examining evidence on a test basis, there is always a chance that a properly conducted audit will not detect a material misstatement. An audit also includes assessing the accounting principles used and significant estimates made by management, as well as evaluating the overall financial statement presentation. We believe that our audit will provide a reasonable basis for our report.

An audit of financial statements also includes obtaining an understanding of the entity and its environment, including its internal control, sufficient to assess the risks of material misstatement of the financial statements, and to design the nature, timing and extent of audit procedures. An audit is not designed to provide assurance on internal control or to identify significant deficiencies or material weaknesses. However, we will communicate to management and the governing body any significant deficiencies or material weaknesses that become known to us during the course of the audit.

If circumstances arise relating to the condition of the Organization's records, the availability of sufficient, competent evidential matter, or indications of a significant risk of material misstatement of the financial statements because of error, fraudulent financial reporting, or misappropriation of assets that, in our professional judgment prevent us from completing the audit, or forming an opinion, we retain the unilateral right to take any course of action permitted by professional standards, including declining to express an opinion or issue a report, or withdrawal from the engagement.

During the course of our engagement, we may accumulate records containing data that should be reflected in the Organization's books and records. The Organization will determine that all such data, if necessary, will be so reflected. Accordingly, the Organization will not expect us to maintain copies of such records in our possession. We shall maintain the audit working papers for a period of five years after the date of the audit report.

The financial statements and our report on them are not to be modified in any manner. The final version supersedes all prior drafts. Any preliminary draft version of the financial statements previously provided to you in an electronic format should be deleted from your computer, and all printed copies of any superseded preliminary draft versions should likewise be destroyed.

This agreement also sets forth the terms and conditions agreed to by AGH and the Company for the transmittal of data through the Internet into or from AGH's e-mail system. Internet data transfers are susceptible to security breaches. You agree that AGH shall not have any liability for lost data, unauthorized access to records, data or files, destruction of records, data or files, viruses, delays or failure of performance or suitability. You agree that data transmitted by the Company to AGH will not include a) any employee personal information such as social security numbers or dates of birth, or b) bank or investment account identification numbers. You agree to hold harmless AGH, its shareholders, agents or employees from any damages or expenses arising out of or resulting from any use of AGH's e-mail system, whether or not authorized. AGH agrees that it will provide reasonable alternatives that are more secure than e-mail for the transmittal of data, upon request.

AGH acknowledges that it has access to nonpublic information of the Organization and its customers and such information constitutes valuable and proprietary assets of the Organization. AGH also acknowledges that the Organization has a responsibility to its own customers and employees to keep records and information confidential and proprietary. AGH agrees that it shall maintain confidentiality of any nonpublic personal information about customers the Organization obtained by AGH in the course of its performing services for the Organization.

From time to time, and depending upon the circumstances, we may use third-party service providers to assist us in providing professional services to you. In such circumstances, it may be necessary for us to disclose confidential client information to them. We enter into confidentiality agreements with all third-party service providers and we are satisfied that they have appropriate procedures in place to prevent the unauthorized release of your confidential information to others.

In determining our fees, the factors having a direct impact on our time and billings include the timely closing and overall condition of the accounting records and the extent to which we must compile information or make bookkeeping adjustments to the Organization's records to conform to appropriate accounting rules. In that regard, we have furnished the Organization's personnel with a listing of the routine accounting records and schedules we will normally need in connection with our services. The fee estimates above are based on our understanding that the Organization's personnel will provide us with these records, schedules and other assistance from time to time by compiling necessary information and locating supporting documents. This assistance enables us to spend a minimum amount of time performing routine accounting or clerical tasks and thus concentrate more strictly on audit services. If delays in the timing of our receipt of these records, incompleteness or error cause us to spend extra time to complete the above services, this will result in increased fees. We will, of course, make every effort to minimize any unnecessary disruption of the Organization staff's schedule.

In the event we are requested or authorized by the Organization or are required by government regulation, subpoena, or other legal process to produce our documents or our personnel or the personnel of AGH as witnesses with respect to our engagements for the Organization, the Organization will, so long as we are not a party to the proceeding in which the information is sought, reimburse us for our professional time and expenses, as well as the fees and expenses of our counsel, incurred in responding to such requests.

If you intend to publish or otherwise reproduce the financial statements and make reference to us or our audit, the Organization agrees to provide us with the printer's proofs or a master for our review and consent before printing. The Organization also agrees to provide us with a copy of the final reproduced material for our consent before it is distributed. Our fees for any additional services that may be required under our quality assurance system as a result of the above will be established with the Organization at the time such services are determined to be necessary. In the event our auditor/client relationship has been terminated when the Organization seeks such consent, we will be under no obligation to grant such consent or approval.

It is understood that an audit, and any other services, provided by AGH necessarily rely, to some extent, on information provided by the Organization, including management representations, as well as other information and documents. Accordingly, the Organization hereby indemnifies AGH and its owners and employees, and holds them harmless from all claims, liabilities, losses, or costs in connection with any circumstances where there has been a knowing misrepresentation by a member of the Organization's management which has caused, in any respect, AGH's breach of contract or negligence. This indemnification shall survive any terminations under this letter.

Both parties to this agreement have made a substantial investment in their respective employees and depend upon them to generate future profits. Because of this, we agree neither party (including related affiliates) shall hire, nor solicit for hire, any person employed by the other during the term of the service relationship and for a period of one year after the termination of services. Since our professional standards require that we perform certain additional procedures on current and previous years engagements whenever a shareholder or professional employee leaves the firm and is subsequently employed by or associated with a client, the Organization agrees it will compensate AGH for any additional costs incurred as a result of the Organization's employment of a shareholder or professional employee of AGH.

We agree any dispute arising out of or relating to this agreement or an interpretation of this agreement that we are not able to resolve ourselves shall be submitted to mediation under the American Arbitration Association Rules for Professional Accounting and Related Services Disputes before resorting to arbitration, litigation or some other dispute resolution procedure.

Costs and expenses of the mediation shall be borne equally by each of us. Mediation shall take place within two weeks after notification by the aggrieved party of a request for mediation unless extended by the mediator, and shall not be subject to pre-hearing discovery except as specifically authorized by the mediator. If the mediation does not result in an agreement acceptable to all sides, any party may take such other further action as he, she, or it deems advisable under law or equity. In the event any party takes such legal action without first submitting the issue(s) to mediation as required by this clause, that party shall pay the legal expenses of the responding party plus all court costs incurred by said action.

March 9, 2011



AUTHORIZATION OF ALLEN, GIBBS & HOULIK, L.C.
AS TAX PREPARERS

Board of Commissioners
Douglas County, Kansas
Bert Nash Community Mental Health Center, Inc.
1100 Massachusetts St.
Lawrence, KS 66044

Dear Commissioners and Bert Nash Board of Directors:

This letter is to explain our understanding of the arrangements for the income tax preparation services and miscellaneous income tax consultation services Allen, Gibbs & Houlik, L.C. (AGH) is to perform for Bert Nash Community Mental Health Center, Inc. ("Company") for the year ending December 31, 2010 and annually thereafter unless either party gives written notification that these arrangements are being amended or canceled. Please confirm this understanding by signing below.

INCOME TAX RETURN PREPARATION SERVICES

We will prepare your annual Federal and requested state income tax returns and provide other income tax services from information you furnish us.

Our charges for professional services are included in the fees for our audit of Douglas County, Kansas. Payment is due upon submission of our bill. The taxpayer will bear the sole responsibility for the payment of the taxes due.

Invoices not paid within 30 days will be charged a service fee of 1½% per month. Also, if additional information is submitted to us after processing a return which results in reprocessing, there will be additional costs for the reprocessing.

In the event we are requested or authorized by you or are required by government regulation, subpoena or other legal process to produce our documents or our personnel as witnesses with respect to our arrangements for Bert Nash Community Mental Health Center, Inc., you will, so long as we are not a party to the proceeding in which the information is sought, reimburse us for our professional time and expenses, as well as the fees and expenses of our counsel, incurred in responding to such requests.

TAXPAYER'S RESPONSIBILITIES

Because of the special purpose, nature and format, income tax returns do not constitute financial statements prepared in accordance with generally accepted accounting principles. The tax returns will be used only for income tax purposes and will not be used as a substitute for financial statements. Tax return preparation services do not constitute accounting or auditing services, and are not designed to disclose defalcations or other irregularities, should any exist.

CONDITIONS AND LIMITATIONS

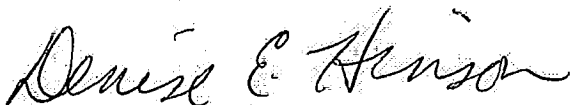
To assist you in understanding the scope of our services and other matters related to the preparation of your tax returns, please see the "Allen, Gibbs & Houlik, L.C. Terms, Conditions and Limitations for Tax and Other Services" located at www.aghlc.com/tax/terms. Our income tax return preparation and other tax services are expressly subject to these conditions and limitations, and by signing below or by signing your returns you will be agreeing to them.

It is understood that the income tax return preparation and any other miscellaneous income tax consultation services provided by AGH are in the nature of advisory services to Bert Nash Community Mental Health Center, Inc. management, and related recommendations, accordingly, are subject to management oversight. Further, in providing the services contemplated by this arrangement, it is agreed that AGH is not assuming any management responsibilities, decisions or functions for the Company. In signing below, management acknowledges its responsibilities to make all management decisions and perform all management functions for Bert Nash Community Mental Health Center, Inc., to oversee the services provided by AGH, to evaluate the adequacy and results of those services, and to accept management responsibility for the services rendered. In that regard, the Company agrees to designate a management employee to oversee services provided by AGH; unless indicated otherwise in the "Acceptance" response below, the Company's CEO (in consultation with others as he/she determines necessary) has been designated to oversee the tax services provided by AGH. Further, the undersigned hereby acknowledges that it is the responsibility of Bert Nash Community Mental Health Center, Inc.'s management to establish and maintain the Company's internal controls, including monitoring ongoing activities.

If this letter accurately describes the arrangement for our services to you, please sign the enclosed copy of this letter and return it to us.

Respectfully,

ALLEN, GIBBS & HOULIK, L.C.



Denise E. Hinson
Vice President, Tax

DEH:jaa

Enclosure

Acceptance: Your signature below confirms your understanding that our services will be subject to the current *Allen, Gibbs & Houlik, L.C. Terms, Conditions and Limitations for Tax and Other Services* and the *Allen, Gibbs & Houlik, L.C. Reportable Transaction Disclosure Requirements* in effect when you sign your return, which are located at www.aghlc.com/tax/terms. You may contact AGH to request a printed copy.

Signature

Date



January 21, 2011

Ms. Sarah Plinsky
Assistant County Manager
Douglas County
1100 Massachusetts St.
Lawrence, KS 66044

Dear Ms. Plinsky:

Allen, Gibbs & Houlik, L.C. (AGH) appreciates the opportunity to propose on professional auditing and consulting services for Douglas County, Kansas (County) for the year ended December 31, 2010, with options to extend for the years ended December 31, 2011, 2012, 2013, 2014. At a time when many governmental entities are feeling budgetary pressures, we believe it's even more important to work with a trusted advisor who thoroughly understands your organization and needs.

THE AGH DIFFERENTIATION

Experience and credentials: As a CPA and advisory firm which has served public sector entities for 30 years, AGH has long been committed to investing in the expertise that a specialized public sector team requires. Our specialized team experience and expertise includes:

- Kansas statutes as they apply to County government and statutory-basis accounting
- Generally accepted accounting principles (GAAP) promulgated by the GASB
- Financial reporting and other best practices issued by the GFOA, with the key members of the County's audit team being members of the GFOA's Special Review Committee for the Certification of Achievement of Excellence in Financial Reporting Program.
- Continuing professional education focused on the public sector which exceeds the required levels
- Active participation in organizations such as the Kansas Society of CPAs (KSCPA), Kansas Association of Counties, County Clerks Association, and the Government Financial Officers Association
- Membership in the American Institute of CPAs (AICPA) Government Audit Quality Center
This membership requires additional commitments from a firm, including establishing internal leadership and expertise in the specified area, maintaining a designated level of continuing professional education (CPE), establishing policies and procedures specific to the firm's audit practice in that arena, and conducting annual internal inspections to review compliance with accounting and auditing practices specific to that practice.

Commitment to building a long-term relationship through excellent client service: It's hard to quantify AGH's emphasis on relationships, but perhaps these facts can provide a testament to our commitment.

- AGH and its predecessor firms have been in business since 1938, more than 70 years; the firm retains clients who have had a relationship with us for 30 or more years.

- Once we begin working with an organization, our clients stick with us. In the past five years, those few clients no longer doing business with AGH have typically been companies who were bought out, closed the business, absorbed a particular function internally, or had a required audit firm rotation.
- After every audit, we ask our clients to give us a grade card. ***More than 95% of responding clients rate their overall audit experience and their experience with AGH as excellent or very good, and say they would recommend AGH to others with no hesitation.***

“Excellent client service” is easy to say; harder to deliver. Here’s what we believe it means:

- Personal attention from the officers, managers and staff assigned to your account, with an emphasis on continuity of officer and manager staffing to help understand your organization and goals
- Dedicated compliance specialists with a deep understanding of the complex regulatory and reporting issues unique to the public sector – based on a long history of service to public sector entities
- Keeping management informed of our audit approach and progress, including periodic status meetings covering our progress, possible adjusting entries, and potential management letter comments or compliance findings
- Seeking feedback from you throughout the process, with a “customer satisfaction survey” sent upon final delivery of the reports to provide another opportunity for you to tell us how we’re doing

One thing your team will work hard NOT to deliver is *surprises*. Your client service team would discuss significant decisions about timing, billing and staff requirements with you in advance for both audit and consulting services.

SCOPE OF WORK

Our proposal includes (1) an audit of the County’s financial statements on a basis of accounting designed to comply with the cash basis and budget laws of the state of Kansas, (2) an audit of the County’s federal grant funding under OMB Circular A-133, and (3) consulting regarding the development and implementation of a work plan to assist the County in creating an internal “infrastructure” for its accounting system to be on a GAAP basis, and to implement related best practices for financial management outlined by the GFOA.

SCHEDULE

We will conduct the audit of the financial statements and federal grant funding during May and June, starting at a date that is mutually agreeable to both parties. We plan to begin the development of a work plan for the consulting project as soon as possible after approval of the project. See additional details on the work plan timeline following in this proposal.

OUR TEAM

The client service team section of this proposal provides more detailed information on the qualifications and experience of your AGH team. As previously discussed with you, AGH will partner with Berberich Trahan & Co., a CPA firm in Topeka, Kansas that also specializes in governmental auditing and consulting. Included in the following sections is information about key personnel from Berberich Trahan & Co. who may be working with AGH on the County projects.

QUALITY CONTROL REVIEW

While building a team of innovative professionals, AGH has paid equal attention to technical service that is second to none. To ensure the quality of technical services, all CPA firms providing financial statement audits are required to undergo a "peer review" of their accounting and auditing practice every three years.

Most firms in Kansas conduct their reviews under the supervision of the Kansas Society of CPAs, and results of the review are kept confidential. AGH voluntarily makes all of its peer review reports public by submitting them to the American Institute of CPAs (AICPA) for publication on their website, and we are proud to share our results.

In its most recent peer review, AGH received the highest possible rating. The firm's latest peer review marks the seventh consecutive report, covering more than 20 years, in which AGH's accounting and auditing practice merited the highest marks under the rigorous peer review process. In their most recent peer review, Berberich Trahan & Co. also received the highest possible rating.

The firm's peer review included a review of public sector as part of the process. A copy of AGH's most recent peer review report follows at the end of this proposal.

SUMMARY

AGH and your client service team appreciate the opportunity to propose audit and consulting services to you, and we hope that we can demonstrate our ability to serve as a trusted advisor for many years to come.

Respectfully,

ALLEN, GIBBS & HOULIK, L.C.



Shelly L. Hammond
Vice President
Assurance Services

SLH:jjjs

AGH PROFILE

AGH is one of the largest CPA and advisory firms in the Midwest, specializing in helping both public sector and closely held or family-owned organizations and their owners build and preserve their wealth. Founded in 1938 as Moberly & West and for a time part of a national firm, since 1987 AGH has been a locally owned and managed firm with global reach. As a founding member of the McGladrey Alliance, AGH has access to national and international expertise through the resources of McGladrey's 100 offices nationwide and through RSM International, the seventh-largest worldwide accounting and consulting organization, with more than 730 offices in 70 countries.

AGH's expertise is both broad and deep: Areas of expertise include audit and assurance, income and estate tax planning and compliance, sales, use and property taxes, corporate finance, family business and organizational development, outsourced accounting, technology and HR services, retirement plan recordkeeping and other employee benefit services, and through AGH affiliates, wealth management.

In addition to the public sector, AGH's more than 100 staff members have developed specialized industry expertise in areas including manufacturing, financial services, construction/real estate, wholesale/retail, distribution, vehicle dealerships and agri-business. Firm clients include organizations with annual revenues ranging up to a half billion dollars.

Through the years, AGH has hired top graduates from area universities, spent many hours in advanced technical training and invested in technology platforms among the most sophisticated in the accounting profession. The result: a firm that's quadrupled client service activities since 1987 through broadening our client base, rather than by acquiring or merging with other firms.

Part of AGH's unique value for clients is the breadth of financial and consulting expertise all within one firm. In addition to CPAs, our staff includes employee benefits specialists, human resources and organizational development consultants, outsourcing specialists and technology consultants. As client needs arise, our clients have access to the entire resources of the firm. The firm's areas of expertise include the following:

Audit & Assurance – Delivering confidence and value-adding insights

AGH's audit staff is Kansas' largest, with many specializations: certified fraud examiners, internal audit outsourcing capability, litigation support services, due diligence review and corporate finance. Industry specializations in addition to the public sector include manufacturing, banking and financial institutions, construction, agri-business and wholesale/distribution.

Tax Planning and Compliance Services Group – Delivering tax guidance and savings

AGH's tax group, also one of the largest in the state, can help an organization grow and succeed by monitoring an increasingly complex tax environment, knowing the organization's goals, and working to apply the tax code and regulations accurately in a way that benefits our clients. While the tax group serves primarily businesses with complex tax needs, a Certified Financial Planner™ can help business owners and individuals create a customized personal financial plan to serve as a roadmap to meet personal and financial goals.

State & Local Tax Group – Trimming your tax burden

Our state and local tax group specializes in sales tax, real- and personal-property tax valuation services. If it appears that a property is inappropriately assessed, or that special assessments have been inaccurately calculated or levied, we can serve as your representative to secure a correction and seek any refunds due. On new properties, we work to establish equitable initial valuations and can assist in estimating probable taxes. In nearly all instances, we have achieved significant savings. We also have extensive expertise in nexus and sales tax issues.

Corporate Finance – Meeting the strategic financial goals of your organization

Our corporate finance team members are CPA practice leaders and managers with training in business brokering, merger and acquisition, business valuation, family business transfers, debt and equity financing, and management buyout. Specific credentialing of team members includes certified business analyst, certified valuation analyst, certified business intermediary and accredited in business valuation.

Organizational Development and Family Business Services – The tools to grow

AGH's organizational development and family business services group closes the gap for many entities whose performance may be held back by organizational or family issues. Delivering management coaching, board development and assessment, human resources consulting, and strategic planning, this team has become a critical sounding board and facilitator for hundreds of successful and growing organizations.

Outsourcing Services – Allowing you to focus on what you do best

Again responding to client need, AGH's professionals are equipped to supplement a client's staff in areas such as payroll, accounting, human resources and internal audit. Ranging from a short-term, on-site "fill-in" position to long-term consulting or complete management of timekeeping and payroll, our outsourced professionals can fill a gap companies can't or don't wish to handle internally.

Employee Benefits Services (EBS) – Attracting and retaining valuable talent

Knowledgeable customer service, 24/7 participant access and technology-enabled responsiveness has driven AGH's employee benefits group to become one of the region's largest retirement plan recordkeepers, offering daily valuation services, including cafeteria and flexible benefit plan administration. In addition to recordkeeping, a complement of other services rounds out our portfolio: benefit plan design, employee education, retirement plan benchmarking, retirement plan audits and investment management.

Technology Services Group (TSG) – Increasing efficiency, security and effectiveness

Most organizations' information management and financial systems are deeply intertwined – so it makes sense to turn to a CPA and advisory firm experienced in financial systems to consult on implementation of new technology. Our technology group helps clients define technology issues and needs, evaluate options, and choose, implement and support their technology infrastructure. With a particular expertise in MAS 90/200 financial systems, AGH's technology specialists bring clients' financial and information technology needs together.

Wealth Management – Planning for your financial future

AGH affiliates AGH Wealth Advisors and Insight Wealth Strategies provide a range of wealth-protection and wealth-building services, including asset management, insurance matters and estate planning services. Because each individual or organization's goals and current situations are different, our advisors employ a diagnostic approach to identify goals, outline opportunities and threats, and develop customized strategies. The focus is on solving problems and meeting goals, not selling products.

CLIENT SERVICE TEAM

As you'll see in the following client service team profile, your key team members would remain consistent. This team ensures the availability of our top-level management to report to and communicate with your staff throughout the engagement. The availability of top management facilitates timeliness and efficiency during the audit, since questions that arise often require on-the-spot judgment provided best by an engagement officer.

It is expected that most of the professionals serving on this engagement will serve for the duration of the contract. We intend to assign the same key engagement personnel annually (including the primary officer, manager and supervisor) to the audit. Should there be any changes in key personnel, we will notify you immediately.

ENGAGEMENT OFFICER



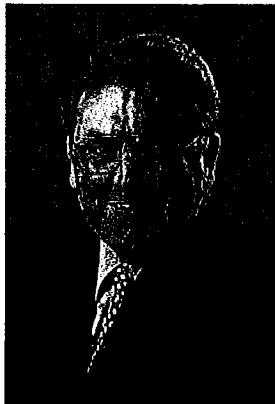
Shelly L. Hammond
Vice president
Assurance services

(316) 291-4172
shelly.hammond@aghlc.com

Ms. Shelly Hammond, CPA, leads the firm's public sector practice. As engagement officer, Ms. Hammond would be responsible for directing all services. She will also be available to consult with officials and respond to inquiries which may arise throughout the year.

Ms. Hammond has nearly 18 years' experience in public accounting. She earned both a bachelor of science in business administration and a master of accountancy from Kansas State University. Ms. Hammond is a member of the American Institute of Certified Public Accountants (AICPA), the Kansas Society of Certified Public Accountants (KSCPA) and the Government Financial Officers Association (GFOA), serving also on the GFOA Certificate of Achievement Review Committee. She is also a Certified Government Financial Manager by the Association of Government Accountants.

TECHNICAL CONSULTANT / REVIEWER



Mark W. Dick
Executive vice president
Assurance services

(316) 291-4090
mark.dick@aghlc.com

Mr. Mark Dick, CPA, will provide the independent technical review of the audit after the team has completed the initial report and draft. He has been directly involved in providing services to numerous government clients during the past 40 years. Mr. Dick has extensive experience in conducting financial and compliance audits (including single audits of numerous school districts, cities and counties) and in providing assistance with preparation of official statements for long-term debt financing.

Further, Mr. Dick has been engaged as an expert witness in matters involving governmental accounting and auditing professional standards. He has been involved in the Government Finance Officers Association and the State and Local Government Accounting committees of

both the American Institute of Certified Public Accountants and the Kansas Society of Certified Public Accountants.

He is a 10-year member of the GFOA Certificate of Achievement Review Committee and has assisted numerous governmental entities in obtaining the coveted award. Mr. Dick has served as an instructor for governmental accounting courses offered by the American Institute of Certified Public Accountants, numerous State Society of Certified Public Accountants groups, and the City Clerk's Association.

ENGAGEMENT MANAGER – AUDIT & CONSULTING PROJECT



Andi L. Willems
Manager
Assurance Services

(316) 291-4136
andi.willems@aghlc.com

Ms. Andi Willems brings 13 years' experience to the public sector team, including both public accounting with an emphasis on governmental and not-for-profit work and positions in the health care industry.

Ms. Willems earned a bachelors degree in accounting from McPherson College. She is a Certified Public Accountant and a member of both the American Institute of Certified Public Accountants and the Kansas Society of Certified Public Accountants.

Key personnel from Berberich Trahan & Co. include the following:

Karen K. Linn, CPA – Technical Consultant / Reviewer

Ms. Karen Linn is a director at Berberich Trahan & Co. and is the firm's Government Services Coordinator. She is a certified public accountant with more than 25 years of diversified experience in the public accounting field. Karen has extensive municipal and governmental experience. In addition, she has performed and managed audits of cities, counties, the State of Kansas, school districts, and universities, including single audit experience. Ms. Linn has been instrumental in assisting clients in understanding Governmental Accounting Standards Board Statements through training sessions and roundtable discussions. She has assisted many clients with report presentation, statistical information and review of technical financial statements for submission to the GFOA Certificate of Achievement Program. She also has experience reviewing official statements for long-term debt financing.

Ms. Linn is a graduate of Bethel College. She is a member of the American Institute of Certified Public Accountants, the Kansas Society of Certified Public Accountants and the Northeast Chapter of the Kansas Society of Certified Public Accountants. In addition, Ms. Linn is a reviewer for the Government Finance Officers Association Certificate of Achievement for Excellence in Financial Reporting Program. Active in civic and community affairs, she presently serves as Treasurer of the South Topeka Rotary and the Topeka Parks and Recreation Foundation and is very active on United Way committees. She is licensed to practice as a certified public accountant in Kansas and has met the Yellow Book requirement for governmental continuing education hours in each of the past three years. Ms. Linn has attended AICPA, GFOA and McGladrey & Pullen continuing education conferences and seminars on accounting and auditing for governmental entities.

Matt Deutsch, CPA – Consulting Project Manager

Mr. Matt Deutsch is a manager at Berberich Trahan & Co., and is a certified public accountant who has more than six years' experience, with extensive experience auditing governmental entities. Mr. Deutsch's experience with governmental entities includes significant experience auditing cities (which includes utility funds). He is a graduate of Washburn University. He is a member of the American Institute of Certified Public Accountants. Mr. Deutsch is licensed to practice as a certified public accountant in Kansas and has met the Yellow Book requirement for continuing education hours in each of the past three years. He has attended AICPA, GFOA and McGladrey & Pullen continuing education seminars on accounting, auditing and reporting for governmental entities.

Mr. Deutsch has also been involved in consulting with Kansas municipalities regarding preparation of financial information and recording of transactions in accordance with generally accepted accounting principles.

Cynthia Darting, CPA – Compliance Manager

Ms. Cynthia Darting is a manager at Berberich Trahan & Co., and is a certified public accountant who has more than 12 years of experience, with extensive experience auditing not-for-profit and governmental entities, including single audit and ARRA experience. Ms. Darting is a graduate of Creighton University (Omaha, Nebraska). She is a member of the American Institute of Certified Public Accountants and the Kansas Society of Certified Public Accountants. Cynthia currently serves on the Board of the Northeast Chapter of the Kansas Society of Certified Public Accountants. She is licensed to practice as a certified public accountant in Kansas and has met the Yellow Book requirement for governmental continuing education hours in each of the past three years. She has attended AICPA, GFOA and McGladrey & Pullen continuing education conferences and seminars on accounting, auditing and reporting for not-for-profit and governmental entities. In August 2010, Ms. Darting presented a course titled "What to Expect in a Financial Audit" for the Kansas Department of Social and Rehabilitation Services.

CONSULTING PROJECT: TIMELINE / APPROACH

After our discussions with you, our understanding is that the objectives of the consulting project include the following:

- Assisting management in creating systems and procedures to implement generally accepted accounting principles (GAAP) within the County, so that GAAP-basis financial statements can be generated by the County within the next 2-3 years. This may include, but is not limited to, developing systems to:
 - Implement use of purchase orders and encumbrances
 - Prepare accrual-basis adjustments for various receivables and payables
 - Implement policies and procedures related to payroll accruals and claims liabilities for self-funded health insurance and workers compensation
 - Maintain capital asset records needed for GAAP-reporting purposes
 - Prepare a comprehensive listing of federal expenditures for the County as a whole in accordance with OMB Circular A-133 requirements
 - Create an overall year-end close process
 - Implement GASB Statement No. 54, and other newly issued GASBs that will become applicable to the County during the next 2-3 years
- Assisting management with identifying and implementing financial management best practices that may be applicable to the County as issued by the GFOA or others
- Possible assistance in identifying needs in a new ERP system

Overall Timeline

January / February: We propose having two meetings to create an initial work plan with County personnel. The first of these meetings would be to gather information from your team on the key areas of need within the organization and discuss which may be higher priority. After the initial meeting, we would work on drafting an initial plan for the next year, which would be the topic of discussion and revision at our second meeting.

March / April: During this time, we would review other information provided by the County to assist us in understanding the scope of the project. This would likely include: review of past reports/recommendations by the GFOA, review of adjusting entries and related records from prior auditors for the County, and gathering additional information on the County's component units to assess how their activities relate to the County's overall financial reporting requirements.

May / June: We anticipate we would start the detail work with management in May/June on the tasks outlined in the original work plan. The specific timing and completion of these tasks will be further developed as the work plan is created in January/ February.

Projected completion: Our goal would be to work with management so that GAAP-basis financial statements can be produced by the County for its year ended December 31, 2012. This may change, depending on the nature of the work plan tasks identified. It will also be affected if the County moves forward with implementation of a new ERP system.

Throughout the project, we will provide management with monthly updates on the progress of tasks identified in the work plan.

FEE PROPOSAL

As previously discussed, we have dedicated the resources to develop a team focused exclusively on public sector entities, with additional specialized training and quality assurance in that arena. We believe our public sector clients need and deserve the same high level of CPA and advisory services as any other client. While we have priced our services competitively for the public sector, our fees are commensurate with the level of service and specialization we bring to the engagement.

It is our practice not to bill our clients for telephone consultation unless substantial research time is required. Fees for consultation requiring substantial research would be agreed upon in advance.

Financial Statement Audit

Fees for the financial statement audit are based on a statutory basis of accounting designed to demonstrate compliance with the cash basis and budget laws of the state of Kansas. The financial statements are also expected to include certain component units of Douglas County, including the Douglas County Extension Council, Lawrence/Douglas County Health Department, and Douglas County Free Fair. Prior to compiling data needed for the component units, we will evaluate such entities for their proper inclusion in the County's financial statements, under standards outlined by the GASB. We understand that these entities have their own accounting systems and controls; our fees are based on the assumption that those systems can produce a basic trial balance or general ledger to provide data for compiling the financial statements. Should additional difficulties be encountered in compiling data needed, we will discuss this with you immediately, including any potential impact on our fees.

Fees will be adjusted (upward or downward, as appropriate) for increased or reduced professional time as a result of changes in the scope of your operations and/or the incomplete or untimely receipt by us of the information on the client participation list. The information following discusses our assumptions in estimating our fees.

Further, from time to time, new accounting or auditing pronouncements are issued which may affect your financial reporting or our responsibilities as your auditors. Our future fee estimates do not include any additional time and fees that may be necessary to determine the impact of such pronouncements on your financial reporting or to implement the requirements of any pronouncements that may apply to your audit or financial reporting.

Any anticipated changes in our fee estimates would be discussed with the organization as soon as we became aware of the changes.

OMB Circular A-133 Audit

Impact of ARRA on the Single Audit

The American Recovery and Reinvestment Act of 2009 (ARRA) has significant implications for single audits. The most significant impact that ARRA has and will have on single audits is with the determination of major programs. All ARRA awards are to be considered programs of "higher risk" in accordance with sections 525(c)(2) and 525(d) of OMB Circular A-133. ARRA also created new compliance requirements that must be tested for each major program with ARRA expenditures. The increase in major programs as well as the addition of new compliance requirements significantly increases audit effort. At this time, our understanding is that the

County has not had a significant number of ARRA grants. Therefore, our fee is based on the assumption that two major programs will be audited annually, comparable to the number of major programs in past years. Should that change, this could result in additional programs to be audited.

Prior to starting each audit, we will discuss any potential fee adjustments that arise due to changes in ARRA grant funding, other federal grant funding changes, or changes in audit requirements pertaining to OMB Circular A-133 audits.

Our proposal for the audit is presented below. Out-of-pocket expenses such as phone calls, mileage, and report reproduction costs will be billed separately, and are estimated below. Interim billings will be submitted as work progresses and as expenses are incurred.

| | <u>2010</u> |
|---|-------------|
| Audited financial statements, including OMB Circular A-133 audit | \$61,900 |

Fees for 2011 and subsequent years are expected to be comparable, with an inflationary increase of not more than 3%. In the year the audit changes to be on the GAAP basis of accounting, fees for that audit and beyond would be modified to include additional procedures needed for the change in basis of accounting. Such revisions will be discussed with you as soon as it appears that the County would switch to GAAP-basis financial statements.

Consulting Project

Fees for the consulting project will be based on our standard hourly rates, not to exceed \$30,000. As part of developing the work plan in the initial phase of the project, we will provide estimated hours for each component of the project. Then, as the project progresses, should we see that the project may take additional hours that could exceed this level, we will communicate with you immediately.

For this project, we initially expect the following professional staff to be involved:

| | |
|--------------------|-------|
| Ms. Shelly Hammond | \$225 |
| Ms. Andi Willems | \$165 |
| Mr. Matt Deutsch | \$130 |

Additional technical consultation by Mr. Mark Dick or Ms. Karen Linn, will be billed at rates of \$275 and \$185, respectively. Should this project require other staff time, those hours will be charged at hourly rates of \$115 for professional staff time, and \$65 for clerical / administrative staff time.

In addition to professional fees, our invoices will include out-of-pocket expenses for telephone, copying, computer charges, and mileage. We will make monthly billings of charges incurred to date with a final billing on completion of the work. Invoices not paid within 30 days will be charged a service fee of 1½% per month.



November 1, 2007

To the Shareholders and Officers
Allen, Gibbs & Houlik, L.C.

We have reviewed the system of quality control for the accounting and auditing practice of Allen, Gibbs & Houlik, L.C. (the firm) in effect for the year ended May 31, 2007. A system of quality control encompasses the firm's organizational structure, the policies adopted and procedures established to provide it with reasonable assurance of conforming with professional standards. The elements of quality control are described in the Statements on Quality Control Standards issued by the American Institute of CPA's (AICPA). The firm is responsible for designing a system of quality control and complying with it to provide the firm reasonable assurance of conforming with professional standards in all material respects. Our responsibility is to express an opinion on the design of the system of quality control and the firm's compliance with its system of quality control based on our review.

Our review was conducted in accordance with standards established by the Peer Review Board of the AICPA. During our review, we read required representations from the firm, interviewed firm personnel and obtained an understanding of the nature of the firm's accounting and auditing practice, and the design of the firm's system of quality control sufficient to assess the risks implicit in its practice. Based on our assessments, we selected engagements and administrative files to test for conformity with professional standards and compliance with the firm's system of quality control. The engagements selected represented a reasonable cross-section of the firm's accounting and auditing practice with emphasis on higher-risk engagements. The engagements selected included among others, audits of Employee Benefit Plans, engagements performed under *Government Auditing Standards*, and audits of Depository Institutions with assets of \$500 million or greater. Prior to concluding the review, we reassessed the adequacy of the scope of the peer review procedures and met with firm management to discuss the results of our review. We believe that the procedures we performed provide a reasonable basis for our opinion.

In performing our review, we obtained an understanding of the system of quality control for the firm's accounting and auditing practice. In addition, we tested compliance with the firm's quality control policies and procedures to the extent we considered appropriate. These tests covered the application of the firm's policies and procedures on selected engagements. Our review was based on selected tests therefore it would not necessarily detect all weaknesses in the system of quality control or all instances of noncompliance with it. There are inherent limitations in the effectiveness of any system of quality control and therefore noncompliance with the system of quality control may occur and not be detected. Projection of any evaluation of a system of quality control to future periods is subject to the risk that the system of quality control may become inadequate because of changes in conditions, or because the degree of compliance with the policies or procedures may deteriorate.

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Allen, Gibbs & Houlik, L.C.
November 1, 2007
Page 2

In our opinion, the system of quality control for the accounting and auditing practice of Allen, Gibbs & Houlik, L.C. in effect for the year ended May 31, 2007, has been designed to meet the requirements of the quality control standards for an accounting and auditing practice established by the AICPA and was complied with during the year then ended to provide the firm with reasonable assurance of conforming with professional standards.

ARNETT & FOSTER, P.L.L.C.

Arnett & Foster, P.L.L.C.

MEMO TO: The Board of County Commissioners
Craig Weinaug, County Administrator

FROM: Sarah Plinsky, Asst. County Administrator

SUBJECT: Consider waiving the requirements of K.S.A. 75-1120a(a) to use GAAP accounting procedures

DATE: March 11, 2011

As discussed at the conclusion of the 2009 Audit process and the selection of the 2010 Audit firm, staff is planning on an internal review of financial policies and procedures to bring current practice more in line with best practices for local governments similar to Douglas County. In order for staff to devote the resources needed to this project, it is the recommendation of the new audit firm and staff to waive the requirements of K.S.A. 75-1120a(a) to use GAAP accounting procedures for the 2010 Audit. In lieu of preparing statements in that fashion, Douglas County will prepare financial statements and reports prepared on the basis of cash receipts and disbursements as adjusted to show compliance with the cash basis and budget laws of Kansas. Our Audit firm, Allen, Gibbs and Houlik will continue to assist in the preparation of those statements.

Allen, Gibbs, and Houlik has stated that some county government that they are aware of have chosen to waive GAAP requirements in an effort to reduce costs and because the benefits of GAAP statements do not outweigh the costs to prepare statements. The GAAP accounting standards are generally considered best practice for local governments, and it is our intent to return to GAAP statements once our improved processes and systems are in place. GAAP standards generally help the local unit of government receive favorable interest rates when issuing bonds.

I have spoken to our bond counsel and they have no concerns with this waiver. As discussed with the Board as a part of this financial review, it is staff's intent to spend time and energy on improving our processes and systems in 2011 and 2012 so that Douglas County can return to preparing GAAP basis accounting statements with the proper procedures in place for the 2012 or 2013 Audits.

Staff will regularly update the Board on the progress of the financial review and the 2010 Audit process. I will be at the meeting to answer any questions you may have.

SUGGESTED ACTION: The Board of County Commissioners waives the requirements of K.S.A. 75-1120a(a) to use GAAP accounting procedures.

RESOLUTION NO. 11-06

A RESOLUTION WAIVING GAAP PROCEDURES BY THE BOARD OF COUNTY COMMISSIONERS OF DOUGLAS COUNTY, KANSAS

WHEREAS, The Board of County Commissioners, Douglas County, Kansas, has determined that the financial statements and financial reports for the year ended 2010 to be prepared in conformity with the requirements of K.S.A. 75-1120a (a) are not relevant to the requirements of the cash basis and budget laws of this state and are of no significant value to the Board of County Commissioners or the members of the general public of Douglas County and

WHEREAS, there are no revenue bond ordinances or other ordinances or resolutions of the municipality which require financial statements and financial reports to be prepared in conformity with K.S.A. 75-1120a(a) for the year ended 2010.

NOW, THEREFORE BE IT RESOLVED, by the Governing Body of Douglas County, Kansas, in regular meeting duly assembled this 16th day of March , 2011 that the Board of County Commissioners waives the requirements of K.S.A. 75-1120a(a) as they apply to Douglas County for the year ended 2010.

BE IT FURTHER RESOLVED that Douglas County shall cause the financial statements and financial reports of Douglas County to be prepared on the basis of cash receipts and disbursements as adjusted to show compliance with the cash basis and budget laws of this State.

This Resolution shall take effect and be in force from and after its adoption.

IN WITNESS WHEREOF, the foregoing Resolution was adopted this 16th day of March, 2011.

**BOARD OF COUNTY COMMISSIONERS OF
DOUGLAS COUNTY, KANSAS**

Jim Flory, Chair

Mike Gaughan, Commissioner

ATTEST:

Jameson D. Shew, County Clerk

Nancy Thellman, Commissioner

MEMO TO: The Board of County Commissioners
Craig Weinaug, County Administrator

FROM: Jackie Waggoner, Purchasing Director
Division of Purchasing

SUBJECT: Consider Donation of Vehicles for the Humane Society

DATE: March 16, 2011

The Lawrence Humane Society contacted the County about the availability of used vehicles. In the past the Board of County Commissioners has donated vehicles to this agency.

The Humane Society currently has a 1993 Ford Explorer (125,128 miles) that is used daily for general use, cruelty seizures, and emergency responses. This vehicle is in the shop with repairs estimated at \$1,200. There is also a need for a pickup truck for rescue missions made by the Douglas County Animal Response Team. They presently use one of their personal trucks for the rescue missions. Below identifies two Public Works vehicles the Humane Society is interested in:

| Year | Make/Model | Mileage | Condition | Average Value | Discounted Value |
|-------------------|---|---------|---|---------------|------------------|
| 1999 | Ford Explorer XLT 4x4 | 120,689 | Fair, hail damage, slight body rust, tires good | \$3,450 | \$2,760 |
| 2001 | Ford F-250 XL Extended Cab PU Truck 4x4 | 147,696 | Average, body dings , tire good, seat is torn | \$7,380 | \$5,904 |
| TOTAL COST | | | | \$10,830 | \$8,664 |

The average values were established by taking the average trade-in and retail values of Kelly Blue Book and N.A.D.A. Years ago we created a 20% discount for vehicles transferred internally to determine a fair and equitable cost.

If the Board of County Commissioners elects to donate both vehicles, Public Works has agreed to accept the discounted values. This would mean funds in the amount of \$8,664 would be transferred from the Commissioner's budget to Public Works.

I will be available at the commission meeting to answer any questions.

RESOLUTION NO. 11-08

A Resolution of the Board of County Commissioners of Douglas County, Kansas, Adopted Pursuant to K.S.A. 19-211(b), Establishing an Alternate Methodology For Disposal of Certain Douglas County Property

WHEREAS, K.S.A. 19-211(b) provides that the Board of County Commissioners of Douglas County, Kansas (hereinafter the "Board") may, in lieu of the following procedures established in K.S.A. 19-211(a) for the disposal of property, adopt a Resolution to establish an alternate methodology for disposal of property.

WHEREAS, Douglas County, Kansas, by and through the Board, owns certain real estate, legally described as:

Beginning at the Northeast corner of the South half of the Northeast Quarter of Section Twelve (12), Township Fifteen (15) South, Range Twenty (20) East; thence West on the North line of the South half of said Northeast Quarter 114 feet; thence South parallel with the East line of said Northeast Quarter 104 feet; thence East parallel with the North line of the South half of said Northeast Quarter 114 feet to the Section line; thence North on the Section line 104 feet to the point of beginning;

(the "Real Estate").

WHEREAS, the Board desires to consider permanently disposing of the Real Estate by conveying fee title to The Black Jack Battlefield Trust, Inc., a Kansas not-for-profit corporation (the "Trust") in exchange for its commitment to maintain a monument commemorating the Battle of Black Jack and keep the Real Estate open for park purposes but for no additional consideration.

NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF DOUGLAS COUNTY, KANSAS, SITTING IN REGULAR SESSION THIS 16th DAY OF MARCH, 2011 AND INTENDING TO EXERCISE ITS POWERS PURSUANT TO K.S.A. 19-211(b), DOES HEREBY RESOLVE AS FOLLOWS:

1. Methodology for Disposal of Specific Property. The Board adopts the following methodology with respect to its potential disposal of the Real Estate:
 - a. The property proposed to be disposed of is the Real Estate described above in the Recitals.
 - b. The proposed method of disposal of the Real Estate involves a quit-claim deed to the Trust, in exchange for the Trust's commitment to maintain

a monument commemorating the Battle of Black Jack and keep the Real Estate open for park purposes but for no additional consideration.

c. Public comment and public participation in the disposition of the Real Estate shall be permitted and will be received and considered at a public hearing and allow public participation to be held on March 30, 2011, commencing at 6:35 p.m.

d. After conclusion of the public hearing, the Board will make a determination whether to take formal action to convey fee title to some or all of the Real Estate to the Trust, considering such matters as the Board determines relevant including, but not limited to, the Trust's mission and its proposed use of the Real Estate, potential deed restrictions, whether disposing of the Real Estate by conveyance of fee title to the Trust will reduce taxpayer-funded maintenance expenses and otherwise provide a benefit to residents of Douglas County.

e. The Board's decision to dispose of the Real Estate must be made unanimously by all three members of the Board.

f. The County Administrator shall cause a Notice of Public Hearing and Public Participation to be published one time in the official County newspaper no less than 7 days before the date of the public hearing, in accordance with the form provided in Exhibit A.

2. Effective Date. This Resolution shall take effect and be in force from and after its adoption.

IN WITNESS WHEREOF, the foregoing Resolution was adopted this 16th day of March 2011.

BOARD OF COUNTY COMMISSIONERS OF
DOUGLAS COUNTY, KANSAS

Jim Flory, Chair

Nancy Thellman, Commissioner

Jameson D. Shew, County Clerk

Mike Gaughan, Commissioner

Exhibit A
Form of Legal Publication

NOTICE OF PUBLIC HEARING AND PUBLIC PARTICIPATION

TO ALL PERSONS:

Please take notice that pursuant to Resolution No. _____, adopted pursuant to K.S.A. 19-211(b), the Board of County Commissioners of Douglas County, Kansas (the "Board") will consider the disposal of the following described real estate by conveyance of fee title to The Black Jack Battlefield Trust, Inc., a Kansas not-for-profit corporation (the "Trust"):

Beginning at the Northeast corner of the South half of the Northeast Quarter of Section Twelve (12), Township Fifteen (15) South, Range Twenty (20) East; thence West on the North line of the South half of said Northeast Quarter 114 feet; thence South parallel with the East line of said Northeast Quarter 104 feet; thence East parallel with the North line of the South half of said Northeast Quarter 114 feet to the Section line; thence North on the Section line 104 feet to the point of beginning;

(the "Real Estate"). The conveyance under consideration would be in exchange for the Trust's commitment to maintain a monument commemorating the Battle of Black Jack and keep the Real Estate open for park purposes but for no additional consideration.

A public hearing will be held at 6:35 p.m. on _____, 2011 at the Board meeting room on the second floor of the Douglas County Courthouse, 1100 Massachusetts, Lawrence, Kansas, at which time the Board will discuss and receive public comments and allow public participation concerning the foregoing.

After conclusion of the public hearing, the Board will make a determination whether to take formal action to convey fee title to some or all of the Real Estate to the Trust, considering such matters as the Board determines relevant including, but not limited to, the Trust's mission and its proposed use of the Real Estate, potential deed restrictions, whether disposing of the Real Estate by conveyance of fee title to the Trust will reduce taxpayer-funded maintenance expenses and otherwise provide a benefit to residents of Douglas County.

Notice to Publisher: Publish one time, no less than 7 days before said hearing. Send 2 proofs of publication to: County Administrator, Douglas County Courthouse, 1100 Massachusetts St., Lawrence, KS 66044.