

# DEPARTMENT OF THE INTERIOR MUSEUM PROPERTY MANAGEMENT SUMMARY REPORT



FISCAL YEAR  
2014

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This informational report is intended to advise leadership about the status of museum collection management across the Department of the Interior (DOI) on an annual basis. The report was prepared and authored by the museum curatorial professionals in the DOI's Office of Acquisition and Property Management in collaboration with museum curatorial professionals in the bureaus and offices.

**Cover: Top row, left to right:** "Maggie's Camp", c. 1907 (courtesy of BLM, Headwaters Forest Reserve); Beads, turquoise (courtesy of NPS, Chaco Culture National Historical Park); Black Brown Jar with Loop Handles, Navajo (courtesy of the BIA Museum Program); Detail of postcard "Eight Meter Racing Yacht on 'Lake' on Lake Mead, Boulder Dam" (courtesy of Reclamation); Fossilized pedal phalange from *Allosaurus fragilis* (courtesy of NPS, Dinosaur National Monument).

**Bottom row, left to right:** "El Capitan", original photograph by John K. Hillers (1913), printing by Walter H. York and hand coloration by W.O. Hazzard (1918) (courtesy of USGS); Lantern from the *Bertrand* (courtesy of FWS, DeSoto National Wildlife Refuge); Abraham Lincoln's Dog, Fido (courtesy of NPS, Lincoln Home National Historic Site); Passenger pigeon (*Ectopistes migratorius*), early 20<sup>th</sup> century (courtesy of Interior Museum); Moccasins (courtesy of IACB).

## EXECUTIVE SUMMARY

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The Department of the Interior (DOI) *Museum Property Management Summary Report* (DOI Summary Report) examines the museum activities, resources, accomplishments, goals, issues, and challenges of the ten DOI bureaus and offices (“bureaus”) that manage museum collections. This report serves as the “State of the DOI Museum Program” publication for Fiscal Year (FY) 2014, to provide critical program management information to senior leadership at the bureaus and the Department.

The year’s most significant outcome was an appropriation of \$1 million to the Department for the preservation and documentation of DOI’s cultural and scientific collections, Department-wide. These funds were used to underwrite a number of critical initiatives:

- Twenty of 35 proposed bureau projects for exhibits, cataloging, consolidation of collections, storage facility improvements, and support for bureau collections in non-Federal repositories.
- The hiring of 14 museum interns for the bureaus. The addition of these temporary positions allowed the bureaus to accomplish numerous museum projects previously unrealized due to lack of staff, while also supporting the Secretary’s Youth Initiative.
- A crucial portion of an upgrade to the Interior Collections Management System (ICMS).

At the same time, the Office of Acquisition and Property Management (PAM) and the bureaus continued to address the 13 recommendations in the FY 2010 Office of Inspector General (OIG) report, *Department of the Interior, Museum Collections: Accountability and Preservation* (C-IN-MOA-0010-2008). Four OIG recommendations were closed in FY 2014: #5 Inventories and Missing Items; #7 Consolidation; #8 Partnerships; and #12 Inventories and Object Condition (Appendix 1, Table 1). PAM and the bureaus developed and issued DOI Museum Property Directive #21, *Inventory of Museum Collections*, and accomplished considerable progress in the formation of Directive #14, *Museum Facility Checklist for Spaces Housing DOI Museum Property* (Checklist), scheduled to be issued in FY 2015.

DOI museum collections continued to grow in FY 2014—at nearly double the rate of the previous year (4 million, up from 2.5 million)—to over 194 million objects from the disciplines of archeology, archives, art, ethnography, history, paleontology, geology, and biology. Of the total, more than 170 million objects and 2,400 linear ft. of museum archives were housed in 1,998 facilities at 555 different bureau units.<sup>1</sup> The bureaus continued to correct deficiencies at their facilities: 74% were rated good, compared to 68% in FY 2013 and 62% in FY 2012. The remaining collections, over 23 million objects, 12,000 cubic ft. of objects, and 326 linear ft. of museum archives, were housed in 837 non-bureau repositories, mostly non-Federal museums and universities. The Bureau of Indian Affairs (BIA), Bureau of Land Management (BLM), Bureau of Reclamation (Reclamation), Fish and Wildlife Service (FWS), Department of the Interior Museum (IM), and U.S. Geological Survey (USGS) housed the majority of their collections in non-bureau facilities. Deficiencies in non-bureau facilities were much more difficult to address due to: limited staff, inadequate funding, a lack of repository agreements that establish specific roles and responsibilities, travel restrictions, and the competing obligations and priorities of the non-Federal facilities.

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<sup>1</sup> The ten bureaus reported a total of 555 individual units with collections (i.e., monuments, museums, offices, parks, refuges, etc.). These 555 bureau units maintained 1,998 separate facilities, such as visitor centers, museums, curatorial storage facilities, furnished historic structures, and administrative buildings, to house their museum collections.

Significant achievements in FY 2014 included: 10 million objects cataloged (double that of FY 2013); 20 revised or new Scope of Collection Statements implemented; increased partnership activity; and the development of new exhibits and programs, many of which provided enhanced educational and other opportunities for youth, in keeping with the Secretary's Youth Initiative. However, the bureaus continued to face a number of challenges:

1. **Collections Growth:** DOI collections increased by an estimated 84 million objects from 1999 to 2014, a 76% growth rate. The majority of these were National Park Service (NPS) archival collections.
2. **Funding:** Although museum expenditures DOI-wide increased by 1% compared to FY 2013 (a year that included sequestration), funding was only 64% of the 2008 amount. In the six years since 2008, funding exceeded the 2008 level only once. Every other year funding varied from 63%-78% of the 2008 amount.
3. **Staffing:** All of the bureaus lack sufficient museum staff necessary to meet their mandated stewardship responsibilities in relation to the quantity of museum collections they managed.
4. **Oversight at Non-Bureau Facilities:** Bureaus have difficulty providing appropriate oversight for their collections housed in non-bureau facilities because of: a lack of staff and funding, incomplete or missing documentation, unclear ownership, travel restrictions, and an inability to identify DOI collections housed at various unknown non-Federal facilities.
5. **Backlog of Deferred Maintenance for Museum Facilities and Object Conservation:** There was over \$572 million of deferred maintenance at bureau facilities for the BIA and NPS, the two bureaus that reported these costs. The Interior Museum and NPS reported over \$2.4 million in deferred object conservation needs.
6. **Accessioning Backlog:** More than four million objects and archives need to be accessioned.
7. **Cataloging Backlog:** Over 63 million objects and archives need to be cataloged.

To meet these challenges, PAM recommends the following strategic objectives for the Museum Property Executive Program Committee<sup>2</sup> (EPC) to consider:

- **Funding:** PAM requested \$1 million for FY 2015 and \$2 million for FY 2016 to fund enhanced collections accountability and preservation for Cultural and Scientific Collections. If appropriated, funding priorities must be set, such as reducing backlogs; identifying and assessing DOI collections at non-bureau facilities; and correcting deficiencies related to accountability, preservation, and protection.
- **Oversight at Non-Bureau Facilities:** A portion of the Cultural and Scientific Collections funding, if appropriated, should be devoted to enhanced collections management at non-bureau facilities,

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<sup>2</sup> The Department of the Interior Museum Property Executive Program Committee is a standing committee of bureau senior executives who provide oversight of the Department's museum collections and programs and the Interior Museum Property Committee. Its primary purpose is to direct, evaluate, and oversee Department-wide efforts to manage museum property within the context of the Department's goals and objectives for personal property management and cultural resources.

inter-bureau resource sharing, and strategic consolidation, resulting in fewer non-bureau facilities DOI-wide.

- **Deferred Maintenance and Object Conservation:** The consolidation of collections from numerous substandard locations into fewer facilities that meet DOI museum standards will reduce deferred maintenance substantially in the long-term. It is critical that all bureaus document and report both deferred maintenance and deferred object conservation needs. Bureau staff are often unable to assess object conservation needs and develop related cost estimates due to capacity limitations. The EPC is encouraged to consider strategies to enable all bureaus to report their deferred maintenance and deferred object conservation needs. This will allow DOI to quantify and address these needs in a practical, holistic, and Department-wide manner.
- **Accessioning and Cataloging Backlogs:** A sizeable portion of the funding for Cultural and Scientific Collections, if appropriated, should be devoted to addressing these backlogs. PAM and the bureaus will finalize the DOI-wide backlog plan in FY 2015.
- **Collections Growth:** Continuing growth of collections at the levels experienced over the past fifteen years (approximately 76%) is unsustainable without a substantial increase of funding and staff. The primary reasons for such growth are expansion of NPS archival collections; establishment of new DOI units; identification of previously unknown collections; and ongoing compliance activities on DOI-managed public lands, including those related to renewable energy development projects. The EPC should address the realities of collections growth, using a strategic approach, including additional requests for resources.
- **Staffing:** Increased staffing levels are critical to ensure the proper management of over 194 million objects. If collections continue to grow at current rates, the EPC must address the need for greater numbers of permanent DOI museum staff.

At present, DOI is unable to fully meet its mandated museum stewardship responsibilities. There are too few resources to satisfy existing obligations, much less assume new ones. Funding and staffing levels either have remained flat or fallen as new units were established, additional fiscal commitments were created, management responsibilities expanded, and new policies and programs were developed. In the short-term, PAM and the bureaus must continue to develop and implement strategies for increased collaboration, integration, and resource-sharing to mitigate the resources deficit. At the same time, it is essential the EPC create practical methods to share responsibilities, staff, and facilities, and to consolidate collections. In the long-term, a much more comprehensive program to substantially increase funding and staffing is required. Without such strategic action, the permanent preservation and protection of DOI's collections of irreplaceable cultural and scientific treasures cannot be guaranteed.



## INTRODUCTION

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The U.S. Department of the Interior (DOI), through ten of its bureaus and offices (bureaus), is responsible for one of the largest museum collections in the world. Estimated to consist of over 194 million objects, the collection includes artworks, historic and prehistoric artifacts, scientific specimens, and archives that are held in trust for the American people. Examples include objects associated with all aspects of America, from its earliest inhabitants to the present-day, as well as historic documents, fossils, and rock, plant, and animal specimens. These individual artifacts, specimens, and documents are from the disciplines of archeology (Figure 1), archives, art, biology, ethnography, geology, history, and paleontology. Each constitutes a part of the national narrative that, when combined with the whole, aids in appreciation for and enhanced knowledge of the nation's past, its cultures, the natural world, ecosystems, and ongoing processes of change.



**Figure 1: Ancestral Puebloan (Anasazi) black on white pottery, circa 1000 CE, from the collection of the Anasazi Heritage Center. Courtesy of BLM, Anasazi Heritage Center.**

DOI collections are located in every state and within DOI museums, visitor centers, Indian schools, offices, and curation facilities. In addition, DOI collections are housed at non-Federal museums, universities, other institutions, and agencies, including DOI's 837 non-bureau facility<sup>3</sup> partners in the U.S. and ten other nations. These objects are used in exhibitions, historical and scientific research; for natural and cultural resources management; as evidence in court; and for numerous programmatic initiatives that benefit the public. DOI encourages collections-based research to promote improved environmental and cultural stewardship; enhanced understanding of American history, natural history, and science, including the effects of climate change; and diverse opportunities for life-long learning.

Every DOI unit (individual monuments, museums, offices, parks, refuges, etc.) that maintains a museum collection must assign museum management duties to at least one staff member. Some of these personnel are curators, while others serve in a collateral-duty capacity. Bureau field staff receive support and assistance from their national or chief curator. In addition, the National Park Service has regional curators in six of its seven regions. The Interior Museum Program in the Office of Acquisition and Property Management (PAM) also provides oversight, advocacy, funding, training, and technical support to bureaus for the management of their museum collections in accordance with Federal statutes and regulations, DOI policy, and the DOI mission.

PAM is responsible for museum policy in Part 411 of the Departmental Manual (411 DM), which also includes annual reporting requirements for bureaus, and in the DOI Museum Property Directives (Directives). Each December, bureaus submit an annual *Museum Property Management Summary Report* (Bureau Summary Report) for the previous fiscal year which examines the state of their

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<sup>3</sup> A "non-bureau facility" is a building, which a specific bureau does not own, operate, or maintain, that houses the bureau's collections. These include facilities of other DOI bureaus, other Federal agencies, and non-Federal museums and universities.

collections, facilities, resources, and partnerships, and identifies accomplishments, opportunities, and challenges.

This DOI Summary Report encapsulates and analyzes the individual Bureau Summary Reports for Fiscal Year (FY) 2014. It emphasizes achievements and best practices in collections management, includes bureau strategic goals and mandates, and examines the challenges of shrinking budgets, limited staffing, and growing collections. Depending on its mission, resources, and other factors, a bureau's collections may be located in bureau facilities, non-bureau facilities, or both. All of these strategies are discussed in detail. In accordance with past reports, the DOI Summary Report for FY 2014 presents sections based on annual reporting requirements issued by PAM and topics common to most bureaus. Each section includes a brief introduction, select examples of bureau accomplishments, goals, and issues (challenges), followed by a departmental analysis. To ensure a succinct, efficient structure, this report cannot discuss all museum activities carried out by the bureaus in FY 2014.

As in previous years, the activities of PAM and the bureaus continued to be influenced by the recommendations in the FY 2010 report from the DOI Office of Inspector General (OIG), *Department of the Interior, Museum Collections: Accountability and Preservation* (Appendix 1, Table 1). The many accomplishments in this DOI Summary Report illustrate DOI's commitment to improved museum collections management and the bureaus' persistence in realizing the OIG's recommendations, as existing resources allow.

## OVERVIEW OF DOI MUSEUM COLLECTIONS

DOI museum collections were estimated to exceed 194 million objects in FY 2014 (Appendix 2, Chart A). These collections were managed by ten bureaus: Bureau of Indian Affairs (BIA), Bureau of Land Management (BLM), Bureau of Reclamation (Reclamation)<sup>4</sup>, Bureau of Safety and Environmental Enforcement (BSEE), Department of the Interior Museum (IM), Fish and Wildlife Service (FWS), Indian Arts and Crafts Board (IACB), National Park Service (NPS), Office of the Special Trustee for American Indians (OST) and U.S. Geological Survey (USGS). The NPS collection comprised 86% of the DOI total. Within the ten bureaus, a total of 555 individual units managed collections, including parks, refuges, Indian schools, and offices (Appendix 2, Table A).

Archives, estimated to exceed 126 million objects, continued to represent the majority (65%) of DOI's museum objects (Figure 2). Archives also continued to account for the largest annual increase by discipline type, at over four million (compared to a two million increase in FY 2013). Archives include: records related to administrative management, scientific investigations, resources management, construction, compliance, or other projects; photographs; maps; official correspondence; and other historic documents, letters, and papers. Over the past nine years, the growth of archival collections

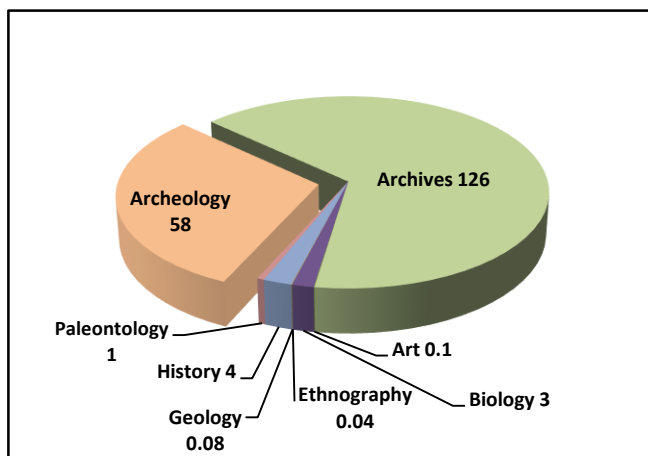


Figure 2: FY 2014 estimated DOI collections, by discipline (in millions).

<sup>4</sup> "USBR" is used to represent the Bureau of Reclamation in all charts due to space constraints.

has been immense: over 47 million objects (a 60% increase). Nearly all (97%) known DOI archives are managed by NPS. It is likely that other bureaus also possess substantial museum archives, but lack staff archivists to identify or manage them. Another challenge is that posed by “born digital”<sup>5</sup> archives. These items are rapidly increasing in number and importance, yet DOI currently lacks policies and procedures for their management and preservation due to resource constraints at the Departmental level.

Archeology, estimated at over 58 million objects, an increase of one million from the FY 2013 total, was the second largest collection discipline. NPS held the bulk (64%) of DOI archeology objects. BLM and Reclamation’s archeology collections constituted 17% and 12% of the total, respectively. Archeology collections constituted a majority of the total museum collections at all of the land-managing bureaus, except NPS (Appendix 2, Chart C).

In the 15 years from 1999 to 2014, DOI collections have increased by an estimated 84 million objects—a 76% growth rate (Figure 3) (. This is a result of several factors, including the expansion of NPS archival collections; establishment of new DOI units; identification of previously unknown collections; enhanced documentation efforts; scientific research; and ongoing compliance activities, including those related to energy development projects on DOI-managed public lands. Regardless of underlying factors, this growth trend is unsustainable at current resource levels.

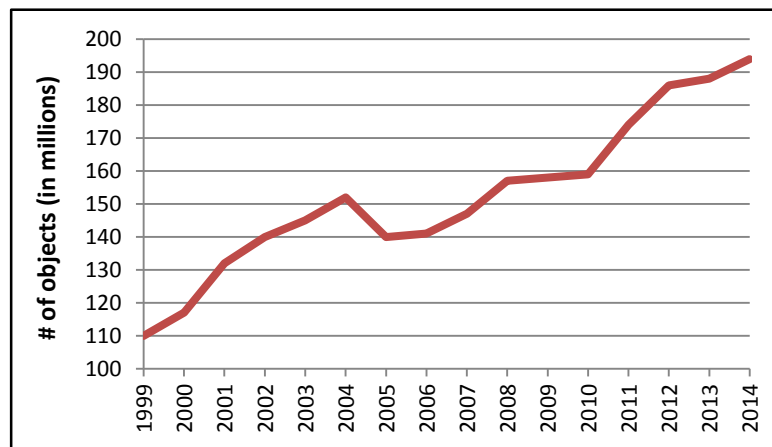


Figure 3: Estimated growth of DOI collections, FY 1999 - FY 2014.

The preservation and care for these collections are tremendous responsibilities. DOI is assisted in this work by its 837 non-bureau facility partners. Although the majority of DOI’s collections were housed in bureau facilities (NPS, with 86% of the DOI total, houses 98% of its collections in NPS facilities), DOI relied heavily upon the support of its partners for curation assistance. In contrast to NPS, the other land-managing bureaus housed the majority of their collections in non-bureau facilities: 95% for Reclamation, 78% for FWS, 59% for BIA, and 56% for BLM. Two other bureaus with the majority of their collections in non-bureau facilities were USGS (97%) and IM (91%). DOI-wide, it is estimated that well over 23 million objects were housed in non-bureau facilities in FY 2014, an increase of 3 million objects compared to FY 2013. Figures 4 and 5 show the relative numbers of objects housed in bureau and non-bureau facilities by bureau.

<sup>5</sup> These are documents that were created electronically using a computer database or other software system. Some may be printed on paper but many remain solely in electronic format, located on a server, computer, or other electronic media.



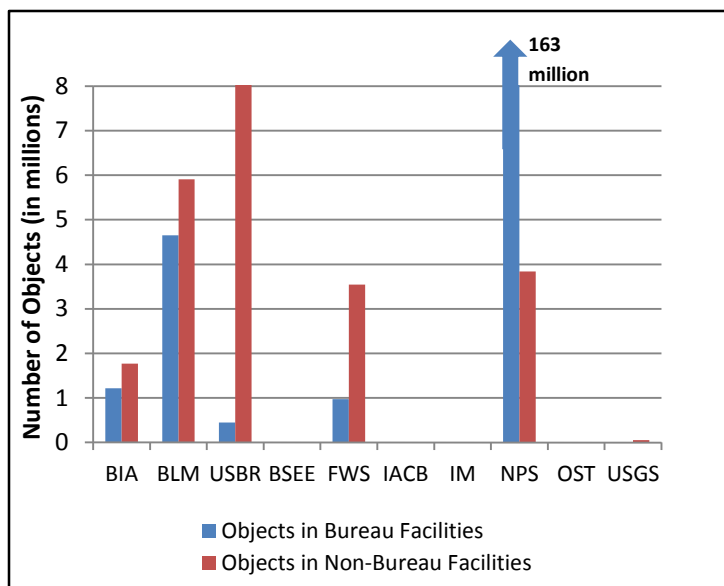


Figure 4: Estimated number (in millions) of objects housed in bureau and non-bureau facilities, by bureau.

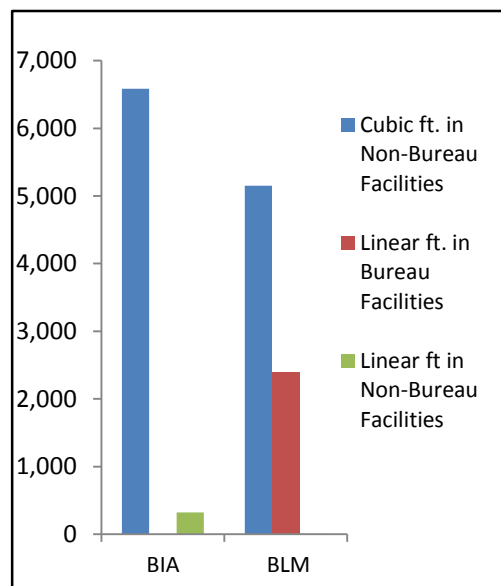


Figure 5: Estimated number of cubic feet and linear feet of objects housed in bureau and non-bureau facilities, by bureau.

In addition to the considerable DOI collections housed in non-bureau partner facilities, it is likely that there are unknown “legacy collections”<sup>6</sup> held by other non-bureau facilities. PAM, the bureaus, and the OIG (Appendix A, Table 1, Recommendation 9) recognized this challenge, which PAM began to address in FY 2014 by initiating a programmatic information collection request to the Office of Management and Budget (OMB). The request seeks OMB approval to request information from non-Federal facilities about DOI collections they house, including DOI museum object accession, catalog, and inventory records; facility condition reports; and a short online survey to determine if a facility may house DOI collections. It is expected that PAM will receive final OMB approval for the request in FY 2015. The bureaus and PAM then will be authorized to solicit voluntary information from non-Federal facilities concerning the bureau collections that they hold.

Finally, proper documentation and preservation of DOI’s collections require up-to-date policies and procedures. In support of these requirements, the Director of PAM, working closely with the Museum Property Executive Program Committee (EPC), approved and issued DOI Museum Property Directive #21, *Inventory of Museum Collections*, which closed OIG Recommendation #5: Inventories and Missing Items. Three other OIG recommendations also were closed: #7 Consolidation; #8 Partnerships; and #12 Inventories and Object Condition (Appendix 1, Table 1). Likewise, PAM staff and the Interior Museum Property Committee<sup>7</sup> (IMPC) accomplished considerable progress in the development of Directive #14,

<sup>6</sup> “Legacy collections” are artifacts and specimens that were collected from DOI lands after the Antiquities Act of 1906 and the promulgation of Federal regulations and policies, such as Curation of Federally-Owned and Administered Archeological Collections (36 CFR 79) and various bureau permitting requirements. These DOI collections, including their associated records, were sent to various universities and museums for research, storage, and exhibit purposes. In many instances, the supporting chain-of-custody documentation is missing, inadequate, or was never prepared.

<sup>7</sup> The Interior Museum Property Committee is a standing committee created to support responsible stewardship and use of DOI’s museum collections under the oversight of the Museum Property Executive Program Committee. The primary purpose of the IMPC is to recommend, plan, and execute DOI-wide efforts to manage and report on museum property within the context of the Department’s goals and objectives for personal property management and cultural resources.

*Museum Facility Checklist for Spaces Housing DOI Museum Property.* This directive will be issued in FY 2015 and will help to close OIG recommendation #13 (Appendix A, Table 1).

## **MANAGEMENT RESOURCES: FUNDING, STAFFING, AND TRAINING**

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***For the first time, the Department of the Interior received \$1 million from Congress for the preservation and documentation of its cultural and scientific collections.***

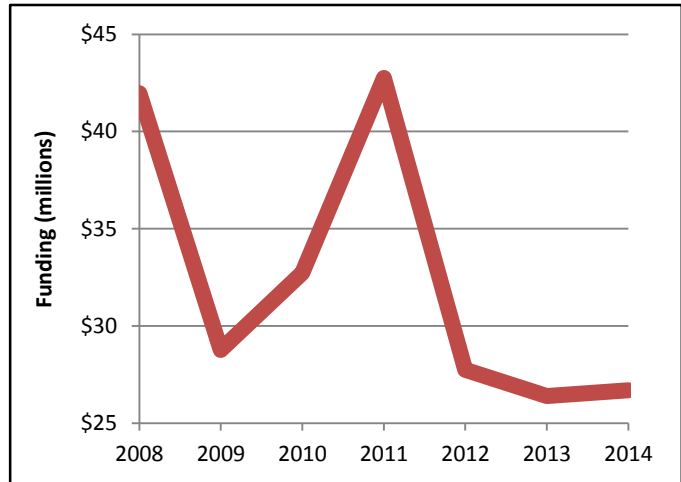
FY 2014 saw a 1% increase in funding for bureau museum operations over FY 2013, despite the government shut-down. NPS had a 2% increase in its budget, while FWS, IACB, and USGS experienced substantial growth in expenditures of 27%, 35%, and 28% respectively. The museum programs at FWS received an unexpected bonus, as the regions funded an additional \$114,462 for museum management support. IACB was able to install a new compact storage system at the Museum of the Plains Indian, which eliminated a critical preservation and protection deficiency. At USGS, much of the increase was attributed to \$90,000 from the USGS Ecosystems Mission Area to support student research at the University of New Mexico (a graduate student and an undergraduate student intern) from underrepresented populations for two years. Research projects include the use of digital technology to explore the diversity of life, the relationships among organisms or interactions between organisms and their environments, and collecting, preserving and maintaining specimens. This two-year project is providing critical assistance to both the bureau and the University of New Mexico, while also supporting the Secretary's Youth Initiative.

Funding at BIA, IM, and OST remained unchanged from the FY 2013 sequester levels. Reclamation's museum budget decreased by 30%, primarily a result of the bureau's termination of payment for operation and maintenance costs associated with the Huhugam Heritage Center. The Center was transferred to the Gila River Indian Community at the end of FY 2013. BLM's budget was cut by 6%.

In FY 2014, Congress appropriated \$1 million to the Department for Cultural and Scientific Collections. With this new funding, PAM quickly established a competitive project proposal submission process to distribute a majority of the funds to the bureaus. Primary criteria for funding required that proposed projects must address specific activities identified in the 2010 OIG report, leverage existing policies and tools, and have public benefit. BIA, BLM, Reclamation, FWS, IACB, and USGS submitted 33 high-priority project proposals totaling \$1.3 million of which 20 projects were funded for a total of \$675,000. The funded projects were for backlog cataloging, consolidation of collections, storage facility improvements, exhibits, and support for bureau collections in non-Federal facilities. The remaining funds were used to support a critical upgrade to the Interior Collection Management System (ICMS) and 14 paid interns for bureau collections management activities at bureau and non-bureau facilities across the country.

While this new appropriation was put to immediate use, significantly more financial support is needed to counter the underlying problem—insufficient resources to properly manage the existing collections as additional collections are generated. There is a trend of significant funding reductions across the Department since 2008 of 36% (Figure 6). The result is an inability to address critical preservation and public education initiatives, hire needed staff, meet employee training needs, and fund mission-critical travel. The ongoing travel restrictions have created additional management obstacles, especially in regard to staff positions shared by more than one DOI unit, travel to bureau and non-bureau facilities for accountability and preservation purposes, and critically-needed training for DOI staff.

Each bureau reported an inability to meet its stewardship responsibilities due to staffing shortages. An appropriate number of professionally trained staff and the resources to support their work are essential to the success of any museum program. In FY 2014, there were 690 museum full time equivalent (FTE) positions DOI-wide (Table 1), 14 less than in FY 2013. NPS, which accounts for 96% of the total curatorial FTEs, lost 15 FTE. Most of the decrease was attributable to a 39% reduction in archives staff, which resulted from a downgrade of the multi-year NPS archives initiative. Consequently, the number of archival items processed and cataloged in FY 2014 was three million, compared to seven million the year before, a 57% reduction in productivity. The decision to not replace the retiring curator at D.C. Booth Historic National Fish Hatchery and Archives continued the downward trend in FWS staffing levels. In contrast, Reclamation’s Pacific Northwest Region converted a position tasked with managing museum collections as a collateral duty from temporary to permanent. Staffing levels at the other bureaus remained virtually unchanged.



**Figure 6: Total funding levels, FY 2008 - FY 2014 (in millions).\***  
 \*FY11 amount was an anomaly, due to the implementation of the NPS archival cataloging project.

	2008	2009	2010	2011	2012	2013	2014
BIA	1	1	3	2	3	3	3
BLM	4	5	5	6	6	5	5
USBR	5	5	5	6	6	5	6
BSEE	1	1	2	2	2	2	2
FWS	3	3	5	5	8	4	3
IACB	6	6	4	3	5	5	5
IM	5	5	4	3	2	4	4
NPS	659	609	621	639	639	675	660
OST	2	2	2	2	1	0	1
USGS	1	1	3	2	2	1	1
<b>Total</b>	<b>687</b>	<b>638</b>	<b>654</b>	<b>670</b>	<b>674</b>	<b>704</b>	<b>690</b>

**Table 1: Museum staffing by bureau, FY 2008 - FY 2014.**

Ongoing training for DOI staff in museum collections policy and procedures is also a critical investment toward a sustainable museum program. PAM’s training initiatives focused on developing additional self-paced online courses available in DOI Learn. “Conducting the DOI Inventory of Museum Collections” was launched in DOI Learn in August. Two other DOI Learn courses that were initiated in FY 2014 and will be completed in early FY 2015 include “Protection 101: Safeguarding DOI Museum Collections” and “ICMS Advanced Data Entry.” In addition, the NPS Museum Management Program conducted natural history collections training for museum staff in Alaska and Florida.

The new Congressional appropriation for cultural and scientific collections and the ability to provide some training to DOI staff were two highlights of FY 2014. However, since FY 2008, the museum FTE count DOI-wide has fluctuated (Table 1), while the estimated number of museum objects in DOI’s collections increased by 24%. This effect is magnified by a lack of both field personnel and mission-critical staff at the national and regional offices for the land-managing bureaus, who provide technical support to the field, project and performance management, budget support, analysis, reporting, policy development, and public outreach. In light of ongoing collections growth and the inability of bureau staff to accomplish many of their required museum management responsibilities, it is critical that the EPC devise and implement strategies to permanently increase bureau-level funding and staffing.

## SCOPE OF COLLECTION STATEMENTS

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### *90% of bureau units had a Scope of Collection Statement.*

Per 411 DM, each unit responsible for managing a museum collection must have an up-to-date Scope of Collection Statement (SOCS) that is reviewed and approved every five years, at a minimum. The SOCS is the foundation document for a unit's museum program that defines the purpose of the collection; identifies the types of objects that will be collected; establishes limits on collecting; and describes the uses and restrictions of the collection. An up-to-date SOCS is essential for an effective museum management program. The SOCS must be consistent with the unit's establishing legislation, planning documents specific to the unit, all other pertinent laws, regulations, DOI and bureau policies, and U.S. museum standards.

#### **Accomplishments Reported by Bureaus**

- **BLM's** National Historic Oregon Trail Interpretive Center SOCS was nearly completed.
- **Reclamation's** Pacific Northwest Region completed the final draft of the regional SOCS, which is expected to be signed in FY 2015.
- Eighteen **NPS** units developed new SOCSs or revised existing ones.

#### **Goals Reported by Bureaus**

- **Reclamation** proposes 13 units will complete or update a SOCS in FY 2015.
- **IACB** proposes to complete an updated SOCS for each of its three museums.
- **NPS** proposes to develop new or revised SOCSs at 13 units in FY 2015.
- **USGS** proposes to develop an updated SOCS for Natural History Collection #2.

#### **Issues Reported by Bureaus**

None reported.

#### **Departmental Analysis**

The bureaus continued to make progress implementing new SOCSs, although the pace decreased compared to FY 2013. In FY 2014, 555 units managed a museum collection (Appendix 2, Chart A) of which 504 units (90%) possessed an approved SOCS—an increase of 6% in one year. Of the 504 units that reported a SOCS (Figure 7), 331 were current (reviewed and updated within the past five years). This is a decrease of 11% from FY 2013, which may be attributable to the reduction of positions compared to FY 2013. Forty-nine bureau units still do not have a SOCS (Table 2). Both Reclamation and NPS have established timelines to develop the missing SOCSs at their units. The completion of an approved SOCS at the 26 FWS units without one continues to be a staffing challenge.

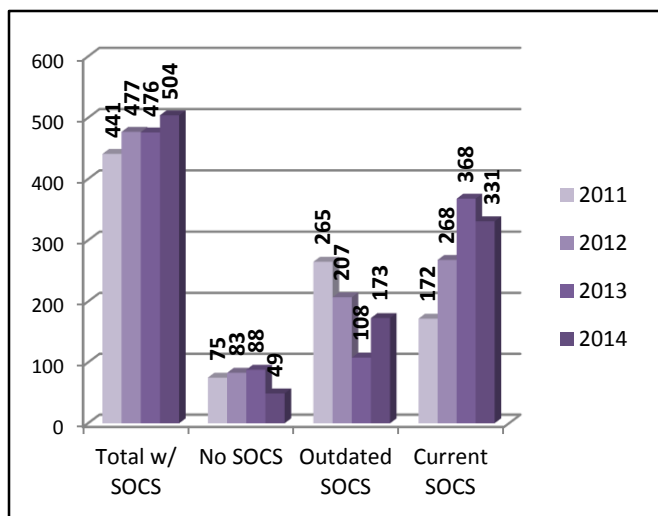


Figure 7: Units with SOCS, FY 2011-FY 2014.

Bureau	Approved	Outdated	Current	None
BIA	18	0	18	0
BLM	3	0	3	0
USBR	16	9	7	7
BSEE	1	0	1	0
FWS	87	85	2	26
IACB	3	2	1	0
IM	1	0	1	0
NPS	368	72	296	15
OST	5	5	0	0
USGS	2	0	2	1
<b>Totals</b>	<b>504</b>	<b>173</b>	<b>331</b>	<b>49</b>

Table 2: Number of SOCS by bureau, FY 2014.

Bureaus should continue their efforts to finalize and implement an approved SOCS for all units and revise out-of-date SOCSs. Units that lack current SOCS are encouraged to contact their National or Chief Curator or PAM staff for assistance.

## ACCESSIONING, CATALOGING, AND OBJECT CONDITION

### *The bureaus cataloged over 10 million objects and reduced the backlog by 3%.*

Accessioning is the formal, documented method to legally add an object or group of objects to a museum collection. An accession record contains information about an object's provenance, method of receipt, and proof of legal ownership. Cataloging provides a more detailed description by object, including its physical condition, and assigns a unique identifier to the object within its respective collection. Both tasks are essential to proper museum collections management by establishing legal ownership, facilitating more effective inventories, and supporting greater use of collections. A backlog occurs when a facility housing museum objects is unable to perform one or both of these tasks, often due to a lack of financial or staff resources. Backlogs jeopardize a collection's usability and safety by hindering inventories, knowledge of object condition, and basic data needed for research purposes. Legal complications may occur when a bureau lacks documentation for unaccessioned objects.

#### Accomplishments Reported by Bureaus

- **BIA's** units whose collections are completely accessioned rose from 45 in FY 2013 to 67 in FY 2014.
- **BLM's** Billings Curation Center cataloged objects from 17 projects and added over 12,019 new catalog records to its collections database.
- **Reclamation**, through an agreement with NPS, completed accessioning and cataloging the Lower Colorado Region's collections at Lake Mead National Recreation Area.
- **FWS** Regions 3 and 6 updated their curation documents, which is likely to result in a greater number of items being cataloged and accessioned, especially in non-Federal facilities.

- **NPS** accomplishments included:
  - Processing 204,339 museum catalog records and cataloging 6,886,509 objects.
  - Virgin Islands National Park cataloged almost 5,000 artifacts from its backlog.
  - Shenandoah National Park cataloged approximately 150 linear feet of archives from five individual collections.
  - Sitka National Historical Park scanned 14 totem poles using Sonic Tomography technology to identify areas of decay.

### Goals Reported by Bureaus

- **BLM's** National Historic Oregon Trail Interpretive Center will continue to update its catalog records with an emphasis on object condition to identify conservation needs and improve overall storage conditions.
- **Reclamation's** partner institution, the South Dakota School of Mines, plans to finish accessioning and cataloging the paleontology collections for the Dakotas Area Office in FY 2015.
- **Reclamation's** Pacific West Region will continue to assess the condition and trend of collections and museum facilities through Cultural Resources Condition Assessment reports and environmental modeling.

### Issues Reported By Bureaus

- **Reclamation** noted that a lack of documentation for legacy collections has prevented many objects from being accessioned.
- **BIA** and **BLM** reported a lack of trained staff to perform museum collections management tasks such as cataloging and accessioning.

### Departmental Analysis

Bureaus cataloged a combined total of over 10 million objects in FY 2014, decreasing DOI's cataloging backlog by 3%. This is an increase over the 2% cataloged in FY 2013, which meets the 3% annual goal established by the IMPC. However, Figure 8 illustrates the major challenge that the bureaus face: collections continue to grow at a rate higher than resources are available to catalog the objects. The considerable accessioning backlog is currently estimated at over 4 million objects for all DOI units.

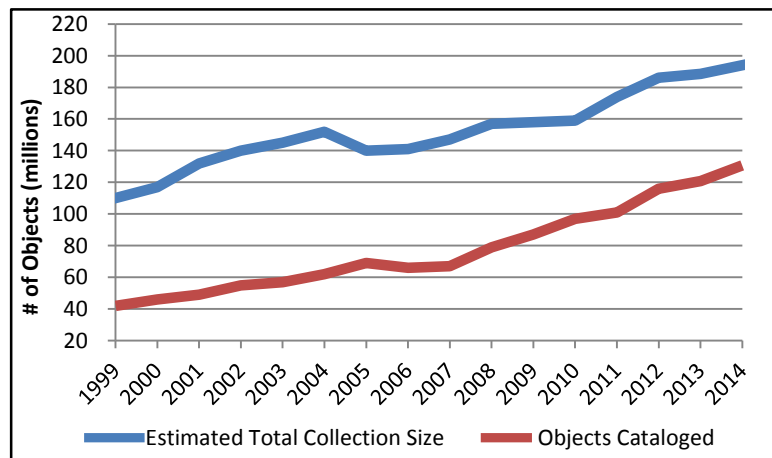


Figure 8: Estimated total collection size vs. number of objects cataloged, FY 1999 - FY 2014.

PAM and the bureaus have long recognized the importance of reducing the accessioning and cataloging backlogs and have worked to address them. The OIG also advised the Department to develop a DOI-wide plan to eliminate the accessioning and cataloging backlogs in its Recommendation 3 (Appendix A, Table 1). PAM and the impacted bureaus worked in FY 2014 to develop the plan by developing the following goals: to significantly reduce the accessioning and cataloging backlogs so that all museum collections can be identified, accessed, and accounted for; identify resources necessary to conduct the



work; prioritize valuable objects; and address missing objects. Also, BIA, BLM, Reclamation, FWS, IM, and NPS produced individual backlog plans based on a template developed by PAM and the IMPC. The bureau plans will be used to complete a DOI-wide plan in FY 2015, which the bureaus and PAM will use to justify and coordinate budgeting, programming, and implementation.

Bureaus are required to use ICMS as the museum collections management database. All except OST have implemented ICMS, although some bureau units are still in the process of transferring data from other systems. FY 2014 was the first year in which PAM requested that bureaus report the number of objects cataloged in ICMS in addition to the total number of objects cataloged. Ninety-one percent of cataloged objects are currently recorded in ICMS (Figure 9), which is a positive indicator that bureaus are actively implementing ICMS and working to capture all of their catalog data in the system.

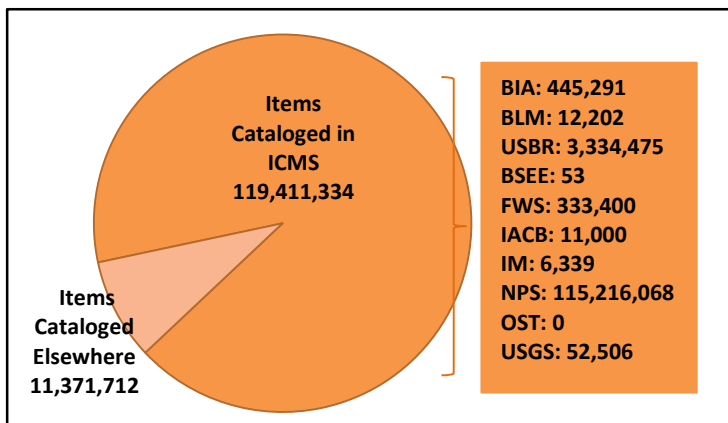


Figure 9: Number of items cataloged in ICMS out of total items cataloged, FY 2014.

Despite the challenges to reduce the backlogs, migrate data into ICMS, and record object condition, the bureaus are making steady progress in documenting and protecting their collections. In total, the condition of approximately 121 million objects had been assessed by the end of FY 2014.

Object condition is critical data in an object's catalog record, as it identifies whether an object needs conservation to restore aspects of its physical state for research, exhibit, or other uses. BSEE, FWS, IACB, IM, NPS, OST, and USGS all reported having item-level condition data for over half of their cataloged objects in FY 2014 (Figure 10). This is primarily due to the relatively small number of cataloged objects for these bureaus, except NPS.

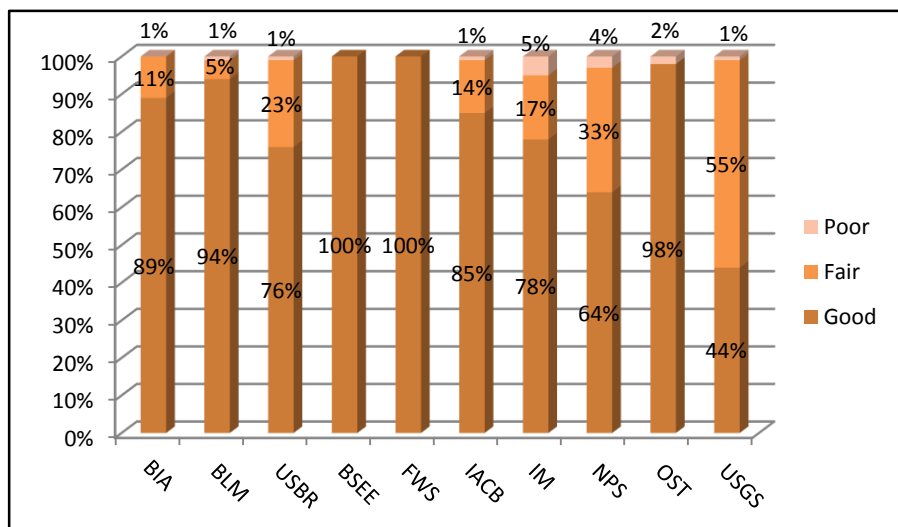


Figure 10: Percent of objects cataloged as being in good, fair, and poor condition, by bureau, FY 2014.

At FWS, item-level condition data are documented only for objects cataloged in ICMS that are housed at its three primary bureau facilities: D.C. Booth Historic National Fish Hatchery and Archives; DeSoto National Wildlife Refuge; and the National Conservation Training Center. BIA, BLM, and Reclamation reported having item-level condition data for less than 45% of their cataloged objects. This is likely because these bureaus are operating with limited staff and funding, and must allocate

resources accordingly. In addition, most of the BIA, BLM, Reclamation, and FWS collections are housed in non-bureau facilities that often do not record condition during cataloging. As a result, these bureaus require more time and resources to obtain item-level condition data for a sizable percentage of their collections. Notably, however, BLM increased the number of objects in “good” condition by 6% and BIA assessed the condition of over 89,000 objects in FY 2014.

## MUSEUM COLLECTIONS INVENTORY

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### *The issuance of Directive #21, Inventory of Museum Collections, helped close OIG Recommendations 5 and 12.*

Inventories are required for all DOI units housing museum objects. There are three possible types: a random sample of cataloged objects; a random sample of accessioned but uncataloged objects; and a 100% inventory of all controlled property<sup>8</sup>. Inventory is important—it verifies location, identifies missing items, and allows staff to assess object condition. Inventories increase accountability as bureaus update the catalog records after museum objects are inventoried.

#### **Accomplishments Reported by Bureaus**

- **FWS’s** National Conservation Training Center completed a 100% inventory of controlled property, an inventory of loan items, and a 5% inventory of the entire collection.
- **NPS’s** Colonial National Historical Park (Yorktown Unit) inventory yielded 3 missing objects. It also allowed staff to document the correct location of 22 objects that had erroneous catalog data.
- **NPS’s** Jimmy Carter National Historic Site completed a 100% inventory of its museum collections.
- **BIA** completed inventories in 100% of BIA facilities for the third consecutive year.

#### **Goals Reported by Bureaus**

- **BLM** will complete research to identify legacy collections and compile collection inventory data.

#### **Issues Reported by Bureaus**

- **BLM** noted that the growth of its collection and a lack of funding and staff make it difficult to complete inventories for its legacy collections.
- **Reclamation** reported that 27 facilities were unable to conduct inventories due to limited staff and funding, and lack of accessioned and cataloged collections due to unresolved ownership.
- **USGS** stated that inventorying its collections at the University of Colorado Museum of Natural History is challenging because USGS specimens are interspersed within the entire herbarium collection. Distinguishing the USGS specimens from all others at the facility requires a USGS specialist to travel to the facility to conduct the inventory.

#### **Departmental Analysis**

In FY 2014, PAM closed OIG Recommendations 5 and 12 with the issuance of Directive #21, *Inventory of Museum Collections*. The Directive established policy and procedures for inventorying, reconciling, and certifying DOI museum property in bureau and non-bureau facilities. Policy in the Directive also allows bureaus to conduct biennial, rather than annual, inventories for all objects except controlled property.

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<sup>8</sup> Controlled museum property includes objects valued above a monetary amount determined by the bureau and property that is especially vulnerable to theft, loss, or damage, such as certain objects or specimens on exhibit and museum firearms.

This follows revised inventory policy for all personal property also issued in FY 2014. Bureaus may elect to conduct random sample inventories on an annual basis. IACB was the only bureau to begin a biennial inventory schedule.

Bureaus carried out 547 of the 843 required inventories, identified in FY 2014 (Table 3). This is an 11% increase compared to FY 2013, and 3% over FY 2012. Reclamation and NPS increased their completion rates by 9% and 17%, respectively. BIA, BSEE, IACB, IM, and OST completed all of their identified inventories and BIA, BSEE, and IM had 100% completion rates for the past three years.

The majority of the inventories that these six bureaus conducted were at bureau facilities. Although Reclamation and NPS were able to conduct inventories at many of their non-bureau facilities, the other land-managing bureaus struggled to either send personnel to these facilities to conduct an inventory or request that the facilities' staffs conduct inventories on their behalf. Insufficient funding limits the ability to send bureau staff to conduct inventories while the other option is often a burden on the non-bureau facilities with their own resource constraints. As a result, BIA, BLM, Reclamation, and FWS continue to be unable to fully comply with DOI museum standards on inventory of collections housed at non-bureau facilities.

The bureaus identified 1,408 missing objects during inventory. The most common explanation for missing objects was inadequate documentation, especially with respect to object location and loans. All bureaus reported taking appropriate actions to address missing objects. Searches were ongoing for 1,333 objects, 35 objects were under investigation, and investigations had been completed for 40 objects. Additional in-depth searches have proven to be effective. Bureaus found 33 objects in FY 2014 that had been recorded as "missing" in FY 2013. While this accomplishment is certainly commendable, it is a fraction of the 1,063 objects reported missing that year. Additional staff and funding are critical for locating missing objects and increasing bureau accountability. This includes funding for training in museum management to ensure that collections are properly documented in order to reduce the number of missing objects due to inadequate and/or erroneous catalog, accession, and loan records. PAM developed an online training in FY 2014 called "Conducting the Inventory of DOI Museum Collections" to assist, although hands-on training in cataloging is also critically needed.

Bureau	2012	2013	2014
BIA	100/100	92/92	89/89
BLM	2/143	0/151	3/160
USBR	35/80	43/78	48/75*
BSEE	1/1	1/1	1/1
FWS	2/117	1/118	18/115
IACB	0/3	3/3	1/1
IM	1/1	1/1	1/1
NPS	366/366	311/395	379/393
OST	1/5	4/5	5/5
USGS	2/3	4/4	2/3
<b>Totals</b>	<b>510/819</b>	<b>460/848</b>	<b>547/843</b>

**Table 3: Annual inventories conducted (out of total required) by bureau, FY 2012 - FY 2014.**

\*Note: Collections at 15 USBR facilities have not been accessioned; the total inventories required should be 60.

## BUREAU FACILITIES AND FACILITY CONDITION

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***PAM and the bureaus continued to develop Directive #14, Facility Checklist for Spaces Housing DOI Museum Property, to improve both Checklist use and the quality of the resulting data.***

Bureau facilities across the country house more than 170 million museum objects. Bureaus strive to maintain these facilities in good condition to ensure the preservation and protection of the collections within. Staff are required to conduct evaluations of each facility housing collections at least once every five years using the Facility Checklist for Spaces Housing DOI Museum Property (Checklist). The Checklist allows staff to assess the extent to which their facilities meet DOI's preservation and protection standards. Upon completion of the Checklist, a score is assigned that translates into a good, fair, or poor<sup>9</sup> condition rating of the facility. If a facility does not meet a particular Checklist standard, staff should develop a plan, including all estimated costs, to correct the deficiency. The cost to meet all identified deficiencies is the facility's deferred maintenance cost.

### **Accomplishments Reported by Bureaus**

- **BIA** evaluated 12 bureau facilities and calculated costs to improve the conditions of these facilities and the collections they house.
- **BLM's** National Historic Oregon Trail Interpretive Center installed a new HVAC system which provided improved environmental conditions for collections and improved energy efficiency.
- **BLM's** Anasazi Heritage Center (AHC) completed the Checklist.
- **Reclamation's** Mid-Pacific Region finished the replacement for the deficient New Melones Artifact Storage Facility. The new structure provides enhanced protection and preservation of the collections it houses.
- **NPS** successes included:
  - Yosemite National Park completed a major storage upgrade to its El Portal Storage building, allowing for increased storage capacity.
  - Fort Sumter National Monument installed new environment monitors in exhibit spaces.
  - The Intermountain Region Museum Services Program and the Northwest Museum Services Center developed assessments tools to evaluate and address risks to museum facilities caused by climate change.
- **USGS** relocated the USGS Cultural (Historical) Collection within the USGS National Center to a newly designed and renovated 2,900 SF space that meets DOI museum standards.

### **Goals Reported by Bureaus**

- **Reclamation** will complete and/or update Collections Management Plans for 13 units in FY 2015.
- **IACB** will arrange for comprehensive condition and needs assessments for all three IACB museums to create structured plans for meeting present and future collections needs.
- **NPS's** Pacific West Region will continue to assess the conditions and trends of its collections and museum facilities through condition assessments and environmental modeling.
- **PAM**, working with the bureaus, will finalize Directive #14, *Facility Checklist for Spaces Housing DOI Museum Property*, to improve clarity and ease of use of the Checklist, and validity of resulting data.

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<sup>9</sup> A "good" rating indicates that a facility meets greater than or equal to 70% of the DOI Museum Facility Checklist standards. A facility with a "Fair" rating meets 50%-69% of the standards and a facility with a "poor" rating meets less than 50% of the standards.

### Issues Reported by Bureaus

- **BIA, BLM, Reclamation, IACB, and NPS** reported that inadequate funds preclude sufficient staffing levels at bureau facilities.
- **FWS's** D.C. Booth Historic Fish Hatchery was unable to hire a full-time curator and relied on intermittent volunteers for collections management.
- **IACB's** Museum of the Plains Indians lacks funding to address infrastructure needs, such as recurring flooding and outdated electrical wiring and circuit breakers. These hazards pose a significant threat to visitors, staff, and the collection.

Bureau	# of Bureau Facilities	# of Facilities Evaluated	# and % in "Good" condition	# and % in "Fair" Condition	# and % in "Poor" condition
BIA	89	83	55 (66%)	24 (29%)	4 (5%)
BLM	3	3	3 (100%)	0 (0%)	0 (0%)
USBR	8	7	4 (57%)	1 (14%)	2 (29%)
BSEE	3	3	3 (100%)	0 (0%)	0 (0%)
FWS	115	4	3 (75%)	1 (25%)	0 (0%)
IACB	3	2	2 (100%)	0 (0%)	0 (0%)
IM	1	1	0 (0%)	1 (100%)	0 (0%)
NPS	1,769	326	244 (75%)	65 (20%)	17 (5%)
OST	6	6	6 (100%)	0 (0%)	0 (0%)
USGS	1	0	0 (0%)	0 (0%)	0 (0%)
<b>Total</b>	<b>1998</b>	<b>435</b>	<b>320 (74%)</b>	<b>92 (21%)</b>	<b>23 (5%)</b>

**Table 4: Percent of facilities in "good", "fair", and "poor" condition out of facilities assessed, by bureau, FY 2014.**

### Departmental Analysis

NPS operates 1,769 museum facilities at 326 units.<sup>10</sup> NPS reported that the effort required to perform the Checklist at each facility far exceeds the bureau's staffing and financial resources. To address this issue, NPS performs the Checklist at the unit level and reports to PAM the conditions of units as opposed to those of individual facilities. It is still important, however, that NPS report its total number of facilities since every other bureau has consistently reported the conditions of individual facilities rather than bureau units (Appendix 2, Chart D).

Table 4 shows the number of bureau facilities assessed as being in "good", "fair", and "poor" condition in FY 2014. FWS' number of evaluated facilities is relatively low compared to those of the other bureaus, a discrepancy not apparent in FY 2013. This is because FWS had been reporting outdated information in previous years due to a lack of resources to conduct facility assessments. FWS discarded its outdated information and accurately reported the number of bureau facilities evaluated in FY 2014 despite continuing resource shortages. For the nine remaining bureaus, the percentage of facilities in "good" condition increased by 4% since FY 2012. The percentage of facilities in "fair" and "poor" condition decreased by 3% and 1%, respectively.

BIA and NPS were the only bureaus that reported deferred maintenance costs for bureau facilities in FY 2014. The estimated total for both bureaus was over \$572 million and would have been higher if data from the other bureaus had been available (Appendix 2, Chart D). While recognizing that staff commitments already exceed capacity, deferred maintenance evaluations are critical for effective planning and programming. For those bureaus that did not report deferred maintenance costs, their unit-level museum staff are encouraged to work with their facilities management staff to determine these data. Facilities management staff have experience developing cost estimates to address structural, environmental, utility, equipment, and infrastructure-related deficiencies, and every bureau's museum

<sup>10</sup> Each of the 326 NPS units (parks, monuments, historic sites, etc.) that manage a museum collection have a least one museum facility (exhibit, storage, or administrative) on-site where their collections are located. Most NPS units have several museum facilities (i.e., exhibits in the visitor center, exhibits in a museum or historic structure, storage in one or more museum storage areas, and/or artwork in administrative areas such as offices and conference rooms).

program should take advantage of their expertise. Funding to address deficiencies will not be realized without quantifiable data, so all bureaus are strongly encouraged to develop collaborative and other innovative approaches to evaluate and report their deferred maintenance each year, to the greatest extent possible.

## NON-BUREAU FACILITIES AND FACILITY CONDITION

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***Of the unique non-bureau facilities assessed over a five-year period ending in FY 2014, 71% were in found to be in “good” condition.***

DOI museum collections have been located at a large number of non-bureau facilities (primarily museums and universities across the U.S.) for decades. This distribution of DOI collections ensures that a wide range of individuals and institutions have access to the collections for ongoing research, comparative analysis, exhibits, and other appropriate uses. While the non-bureau facility partners provide curatorial care on a daily basis, it is each bureau’s responsibility to account for its collections and support the work of the non-bureau facility to the extent possible. Bureaus are required to periodically assess the condition of all facilities housing their collections, including non-bureau facilities, using the Checklist—every five years at a minimum. BSEE, IACB, and OST did not identify any non-bureau facilities and therefore are excluded from the discussion below.

### **Accomplishments Reported by Bureaus:**

- **BIA** collected information from non-BIA facilities regarding the cataloging status of BIA objects and the catalog databases used.
- **Reclamation’s** Mid-Pacific Region removed two non-Reclamation facilities from its list. The bureau determined that one facility no longer housed its objects. Objects at the second facility were consolidated into an existing facility.
- **FWS** Region 3 removed 28 facilities from its list of non-bureau facilities after confirming that the facilities no longer held FWS collections.
- **NPS’s** Alaska Regional Curatorial Center provided funding and assistance to the University of Alaska Museum of the North to identify and inventory specimens collected on NPS lands.

### **Goals Reported by Bureaus:**

- **Reclamation’s** Upper Colorado Region (UC) will continue its partnership with the University of Wyoming Archaeological Repository to determine whether the facility houses any UC objects.
- **FWS** plans to update data on the condition of non-bureau facilities housing FWS objects.

### **Issues Reported by Bureaus:**

- **BIA** and **BLM** noted both a lack of documentation and resources to conduct research to identify non-bureau facilities that hold their collections.
- **BLM** and **Reclamation** report that a lack of funding has prevented staff from assessing the conditions of non-Federal facilities housing DOI objects.

### **Departmental Analysis**

More than 23.5 million museum objects managed by the bureaus are housed in 997 non-bureau facilities. These include university departments; public museums; Federal, state, tribal, and local government facilities; historical societies; research institutes; other bureau facilities; and private



companies, such as government contractors. These facilities are located nationwide and in ten foreign countries. In FY 2014, BIA, BLM, Reclamation, FWS, IM, NPS, and USGS all reported housing objects in non-bureau facilities (Table 5).

Bureau	FY 2012		FY 2013		FY 2014	
	# of Facilities	# of Facilities Evaluated (within 5 yrs)	# of Facilities	# of Facilities Evaluated (within 5 yrs)	# of Facilities	# of Facilities Evaluated (within 5 yrs)
BIA	66	58	66	59	67	unknown*
BLM	140	62	153	80	157	85
USBR	70	51	68	47	67	57
FWS	159	131	160	160	138	0
IM	4	2	5	2	5	2
NPS	584	121	554	117	560	117
USGS	2	0	2	0	2	0
<b>Total</b>	<b>1025</b>	<b>425</b>	<b>1008</b>	<b>465</b>	<b>997</b>	<b>261</b>

**Table 5: Number of non-bureau facilities and non-bureau facilities assessed, by bureau, FY 2012- FY 2014.**

\*Some facility evaluations were based on data from other DOI bureaus and some were based on AAM accreditation; not all dates were available to BIA.

Some of the 997 non-bureau facilities housed collections from more than one bureau and/or more than one bureau unit, resulting in 837 unique non-bureau facilities. This total was two less than that reported in FY 2013. The number of unique FWS and NPS non-bureau facilities initially reported by these two bureaus differs from the final counts noted in this report. As PAM worked with the bureaus to ensure that the final data were based on the most recent and accurate information possible, it became apparent that the initial counts were skewed due to: 1) reporting “pending” loans with an unknown status; 2) reporting “short-term loans,” and 3) counting several facilities as a single institution to reflect the current structure of particular university and museum departments. Consequently, a number of non-bureau facilities initially reported by those two bureaus were removed from the final FY 2014 DOI-wide non-bureau facility list.

Non-bureau facilities must be evaluated every five years using the Checklist in order to determine a condition rating of “good,” “fair,” or “poor.” As of FY 2014, 235 out of 328 unique evaluated facilities were assessed as “good,” 87 were “fair,” and six were “poor.” Sixty-seven facilities earned a rating of “good” based on American Alliance of Museums (AAM) accreditation, which DOI accepts as an alternative to the Checklist.<sup>11</sup> The remaining 261 facilities were evaluated by individual bureaus, although many were also AAM accredited.

These numbers do not provide a complete view of the condition of non-bureau facilities. Bureaus reported condition data for only 39% of non-bureau facilities in FY 2014 (Figure 11). This was a decrease of 5% from FY 2013, and was the lowest percentage of reporting since FY 2011. The percentage of non-bureau facilities evaluated each year has fluctuated and continued to remain low. The reasons for this were primarily resource-based and logistical, since a bureau must send staff to the facility or ask non-

<sup>11</sup> AAM accreditation is a stringent process that results in national recognition of a museum’s commitment to excellence and the highest professional standards of operations and public service. Once accredited, museums are reassessed every ten years.

bureau facility staff to conduct the Checklist. In many cases, bureaus do not have the funds and staff needed to do this work.

The number of non-bureau facilities that house museum collections from multiple bureaus increased from 94 in FY 2011 to 108 in FY 2014, while the overall total of DOI's non-bureau partners was reduced by two. Further consolidation of DOI collections resulting in fewer non-bureau facilities is encouraged, as it should provide numerous efficiencies for DOI, its non-bureau partners, and the public. These include conducting facility condition assessments and inventories; improved accessibility to more objects in fewer locations, facilitating cataloging projects, management oversight, and research access; enhanced productivity, especially in regards to bureau travel to non-bureau facilities; and improvements to accountability, preservation and protection of the collections.

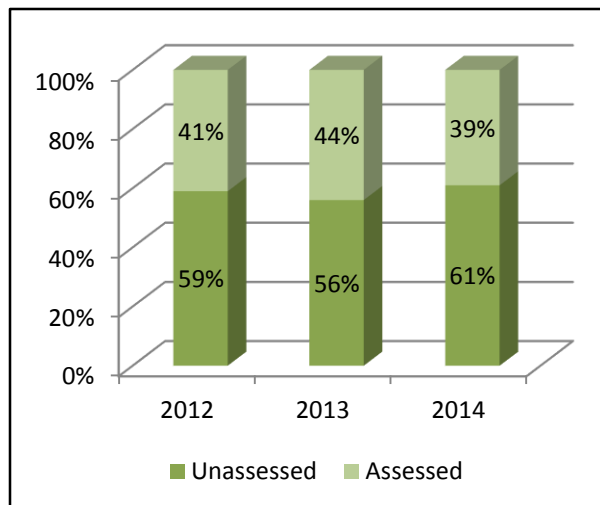


Figure 11: Percent of assessed and un-assessed non-bureau facilities out of unique non-bureau facilities reported, FY 2012 - FY 2014.

## NON-BUREAU FACILITIES: AGREEMENTS AND FUNDING

***43% of the \$1 million increase was allocated to projects at non-bureau facilities.***

Bureaus use a variety of agreements—including loans, cooperative agreements, Memoranda of Understanding (MOU), Memoranda of Agreement (MOA), and contracts—to establish the respective responsibilities for the care and storage of their museum collections and to ensure proper preservation, management, and use of the objects as required in 411 DM. These agreements may include funding for curation, equipment, special projects, and personnel, although most agreements do not because of lack of bureau resources. Bureaus are required to report annually on the types of agreements in place with each non-bureau facility and any associated funding so these critical aspects of working with non-bureau partners can be tracked.

### Accomplishments Reported by Bureaus

- **Reclamation's** Great Plains (GP) Region established two agreements: one MOA with the State Historical Society of North Dakota for the long-term curation of GP collections, and one cooperative agreement with the University of Denver's Museum of Anthropology to develop a finding aid for GP's Eastern Colorado Area Office archives.
- **BLM's** Spokane District renewed curation agreements with the Museum of Anthropology at Washington State University and the Burke Museum at the University of Washington.
- **BLM** state offices in Alaska, Idaho, and Wyoming provided financial support to non-BLM facilities for the cataloging, curation, and storage of BLM objects.
- **NPS** provided funds to the University of Alaska Fairbanks Genomic Resources Division to purchase a liquid nitrogen freezer to house NPS frozen tissue collections.

### Goals Reported by Bureaus

- **BLM** will formalize partnerships with non-bureau facilities to provide for the continued stewardship of its museum collections.
- **Reclamation** plans to establish curation agreements that allow access to museum collections by researchers and other appropriate persons.

### Issues Reported by Bureaus

- **BIA** noted that it is difficult to develop agreements with non-BIA facilities without financial obligations, which BIA cannot provide due to inadequate funding.
- **BLM** reported that collateral duty staff do not have experience or training in collections management, which limits BLM's ability to negotiate agreements with non-bureau facilities. Current travel restrictions prevent staff from attending training to develop such skills.

### Departmental Analysis

DOI bureaus reported a total of 924 agreements with non-bureau facilities in FY 2014. This number is larger than the 837 unique non-bureau facilities because some bureaus have multiple agreements with one facility and some facilities have agreements with more than one bureau or bureau unit. The total number of agreements for FY 2014 is 32 fewer than the number reported in FY 2013. Table 6 shows the number of agreements between bureaus and non-bureau facilities in FY 2014 by bureau and agreement type.

Agreement Type	BIA	BLM	USBR	FWS	IM	NPS	USGS	DOI Totals
Assistance		2						2
Contract	6	1	1	1	1			10
Cooperative Agreement		2	10	13		21	1	47
Curation/Facility Agreement		9	2			4		15
Grant			5					5
Interagency		1	2	1	1	2		7
Loan	8	1	5		1	730		745
MOA		4	8	2		5		19
MOU		10		10	1	14	2	37
Other		1	3	15		18		37
<b>Total Agreements</b>	<b>14</b>	<b>31</b>	<b>36</b>	<b>42</b>	<b>4</b>	<b>794</b>	<b>3</b>	<b>924</b>
Non-bureau Facilities without an Agreement(s)	53	126	33	98	1	98	0	409
Total Non-Bureau Facilities	67	157	68	138	5	560	2	997

**Table 6: Number of FY 2014 bureau agreements with non-bureau facilities, by agreement type and bureau.**

Several bureaus made progress instituting agreements with non-bureau facilities in FY 2014. FWS established 15 new agreements, thirteen of which were in Region 3. Reclamation initiated three MOAs and one grant, while USGS established one new cooperative agreement. Overall, the total number of facilities with no agreements has declined from 434 in FY 2013 to 408 in FY 2014. Since DOI policy requires bureaus to establish formal agreements with non-bureau facilities housing DOI collections, this decrease is a positive step towards ensuring that all partnerships between bureaus and non-bureau facilities are formalized in agreements. This trend should continue because PAM will hire a Staff Curator in FY 2015 who will be responsible for working with non-Federal facilities, including developing Departmental policy and training on curation agreements.

Funding to support non-bureau partner facilities, particularly those with formal agreements, is a critical need. Notably, there was a 9% decrease in the overall amount of funding the bureaus provided to their partners in FY 2014 (Table 7). This continues to be a very unfortunate trend, which includes some significant fluctuations between years. NPS is a good example of this. These fluctuations are a direct result of the lack of a dedicated, annual funding authorization to support DOI's non-bureau facilities—recurring funding that its partners can rely on.

Bureau	2011	2012	2013	2014	
				Bureau Funds	PAM Funds
BIA	\$390,000	\$191,553	\$139,462	\$117,000	\$98,000
BLM	\$571,000	\$581,820	\$218,610	\$248,648	\$230,585
USBR	\$290,394	\$105,461	\$232,069	\$225,900	\$0
FWS	\$81,000	\$59,772	\$65,759	\$59,323	\$50,000
IM	\$88,000	\$75,439	\$348,213*	\$371,202	\$0
NPS	\$50,000	\$115,757	\$47,500	\$121,762	\$0
USGS	\$0	\$0	\$136,939	\$154,305	\$49,467
<b>DOI Totals</b>	<b>\$1,470,394</b>	<b>\$1,129,802</b>	<b>\$1,188,552*</b>	<b>\$1,298,140</b>	<b>\$428,052</b>

**Table 7: FY 2011 – FY 2014 funding to non-bureau facilities, by bureau.**

\*This is the correct amount. Funding reported in FY 2013 excluded \$288,166 for services provided by one partner facility. The DOI total for FY 2013 is now correct.

Funds to support the vital work carried out by DOI's partners are generally available only on a project-by-project basis. The \$1 million increase for cultural and scientific collections in FY 2014 provided a critical opportunity for the Department to supplement the bureaus' inadequate funding to non-bureau facilities for specific projects. PAM distributed over \$428,000 to bureaus for collections management projects at non-bureau facilities. Additional funds from the increase enabled seven non-bureau facilities to hire interns to carry out some of this work. However, the longevity of DOI's rich and diverse museum collections remains at risk until a reliable source of adequate dedicated funding is available to support the work carried out for DOI by its partners.

## CONSOLIDATION OF COLLECTIONS

### *PAM and the bureaus closed OIG recommendation #7 on consolidating collections.*

Collections consolidation can address some of the challenges that bureaus face. It may enhance collections preservation and protection; assist in meeting DOI's environmental stewardship and sustainability goals; realize efficiencies related to staffing, facility operations, and life-cycle costs; and provide improved returns on taxpayer-funded investments. Researchers may also benefit from consolidation by having access to entire collections or related objects for comparison and study purposes. Consolidating collections into fewer bureau facilities may help to reduce the Federal real property inventory in compliance with OMB's "Reduce the Footprint" initiative.

Consolidation, however, must be implemented in a practical, sustainable, and mission-oriented manner. There are numerous up-front costs: renovation of old or construction of new facilities; inventorying; packing; transportation; unpacking; and rehousing at the new facility. Such costs are often difficult to estimate. Other costs include those for personnel to staff the facility and life-cycle costs related to ongoing and cyclic maintenance and utilities. Also, consideration must be given to local community and institutional interests. Tribal members may have strong cultural and historical bonds to a collection that

is proposed to be consolidated and relocated. A non-Federal facility that houses an important research collection may object to the collection being consolidated elsewhere. Bureaus must consider these issues when planning collections consolidation and work collaboratively to achieve the best possible outcome for the collection.

### **Accomplishments Reported by Bureaus**

- **NPS's** Gulf Islands National Seashore and Natchez National Historical Park completed an agreement with the Historic Natchez Foundation to establish a joint curation facility.
- **NPS's** Keweenaw National Historical Park established the governing charter for the Lake Superior Collections Management Center, which will consolidate the museum collections from 3 parks.
- **Reclamation** removed collections from several facilities and consolidated them into existing Reclamation and non-bureau facilities. The bureau also determined that two previously reported non-bureau facilities did not house any Reclamation collections. These actions eliminated three facilities from Reclamation's total.

### **Goals Reported by Bureaus**

- **FWS** will collect more detailed information on collection condition for future consolidation efforts.
- **IM** seeks a consolidated facility to house its collections currently stored at three off-site locations.
- **NPS** will begin updating its *Park Museum Collection Storage Plan*, which will facilitate future consolidation of collections.
- **Reclamation** plans to further reduce the number of facilities in FY 2015 by removing collections from one Reclamation facility and four non-Reclamation facilities.

### **Issues Reported by Bureaus**

- **BLM** noted that:
  - Funding and questions of ownership have hindered BLM's efforts to transfer and consolidate objects currently housed at the Peabody Museum of Archaeology and Ethnology.
  - Local community interests occasionally conflict with the bureau's plans to transfer and consolidate collections for preservation purposes.

### **Departmental Analysis**

Bureaus rarely have funding for the construction of new facilities, additional staff, and collections relocation. In response, the bureaus and PAM have been working together to seek opportunities for consolidation, along with the necessary funding for implementation. The \$1 million increase in FY 2014 provided the bureaus with an opportunity to propose collection consolidation projects for funding. Of the 35 proposals submitted, 12 projects (with a total estimated cost of \$441,000) involved consolidating collections. PAM was able to fund half of these: three from BLM and one each from BIA, FWS, and NPS. Consolidation was the primary goal of the FWS project, which involved consolidating a collection that had been dispersed to three states and bringing it into compliance with the Native American Graves Protection and Repatriation Act (NAGPRA). One BLM project was an effort to prevent the separation of a collection, which would need to be reintegrated in the future.

While the bureaus were not able to carry out any significant collection consolidations in FY 2014, PAM worked with the bureaus to close OIG recommendation #7 on consolidating collections (Appendix 1, Table 1). The primary corrective actions used to close the recommendation were based on collecting information about where DOI collections are housed and possible opportunities for consolidation. The NPS effort beginning in FY 2015 to update its *Park Museum Collection Storage Plan* will be instrumental

in future considerations of consolidation and might provide occasions for other DOI bureaus to consolidate their collections at NPS facilities.

## ADDITIONAL PARTNERSHIPS

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### ***PAM and the bureaus closed OIG recommendation #8 on partnerships in part by developing a Museum Partnership Plan and initiating partnerships with several professional societies.***

Museum collection partnerships are collaborative, resource-sharing initiatives between the DOI and partner organizations to assist in the preservation, management, and use of DOI and partner museum collections through activities such as curation, education, outreach, exhibit development, and research. Partnerships are an important part of DOI's museum program because they facilitate resource sharing across Federal and non-Federal institutions to protect, preserve, and promote museum collections. Partnerships also involve working with professional museum organizations to promote a better understanding of and interest in DOI collections.

#### **Accomplishments Reported by Bureaus**

- **NPS** provided technical support and guidance on museum-related matters to partners, including the Coppertown Mining Museum, Preserve Historic Sleeping Bear, and the Carnegie Museum.
- **BLM** established eight new partnerships including one with Southern Utah University to recruit six American Indian Youth Cultural Resource Interns to help process collections from past BLM excavations.

#### **Goals Reported by Bureaus**

- **IM** will cultivate existing partnerships and develop new partnerships that foster a broad constituency for the museum.
- **BIA** will develop additional partnerships with facilities housing BIA museum collections to address documentation and preservation needs, comply with 36 CFR Part 79, complete NAGPRA inventories, and repatriate NAGPRA cultural items.
- **Reclamation** and **BLM** will pursue partnerships with facilities and other entities to provide for the continued stewardship of museum collections.

#### **Issues Reported by Bureaus**

No issues reported.

#### **Departmental Analysis**

PAM and the bureaus closed OIG recommendation #8: Partnerships. This was accomplished by developing a Museum Partnership Plan, and initiating partnerships with AAM, Heritage Preservation, and the Society for the Preservation of Natural Collections. PAM also required bureaus to annually identify their museum partnerships. PAM then compiles the data into an annual list of all DOI-wide museum partnerships and sends it to the IMPC to assist bureau units in seeking out and developing additional partnerships, when feasible.



BIA, BLM, Reclamation, IACB, IM, and NPS all reported having partnerships in FY 2014 (Figure 12). The total number of partnerships reported was 420, 46 more than what was reported in FY 2013. NPS's partnerships represent 94% of the total. The disproportionate distribution across bureaus is because the NPS has significantly more staff than any other bureau, and therefore is able to establish more partnerships. Also, the new Staff Curator at PAM will be focusing on strengthening existing and developing new programmatic partnerships with professional museum organizations.

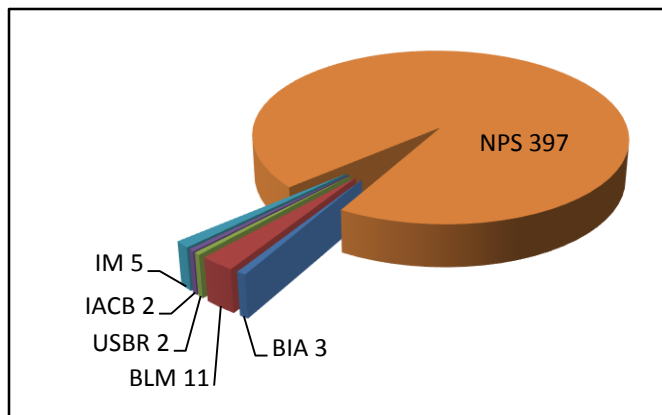


Figure 12: Partnerships by bureau, FY 2014.

One hundred-seven new partnerships were established in FY 2014. BLM established eight new partners, including two universities and four museums. IM began two new partnerships and NPS established 97. The number of new partnerships (107) is greater than the difference between the FY 2013 and FY 2014 totals (46) because several partnerships ended in FY 2013. The nature of the new partnerships varied: over half involved managing Federal museum collections, which is a positive response to the OIG's recommendation that bureaus pursue relationships with outside organizations for that purpose. Over 10% of the new partnerships included some level of youth engagement, which is one of the Secretary's major initiatives. Another 25% provided assistance to partner institutions for exhibits and programs, many of which featured Federal collections.

In response to the OIG's recommendation concerning partnerships, PAM requested that bureaus begin reporting partnerships in FY 2011. Only two bureaus provided comprehensive data regarding their partnerships that year. Therefore, Figure 13 focuses on FY 2012 - FY 2014 when more bureaus were able to report and shows a gradual increase in the number of partnerships over time. This suggests a dedicated effort on the part of bureaus to cultivate mutually beneficial relationships with universities, museums, historical societies, and other organizations for the betterment of both Federal and non-Federal collections. It also is indicative of the staffing issues reported by bureaus in previous sections of this Report. Such deficiencies also make it difficult for bureaus to enter into partnerships with smaller organizations that are looking for help with their own collections, exhibits, and programs. The effects of staffing on the number and diversity of partnerships must be considered if bureaus are expected to continue pursuing and cultivating these relationships.

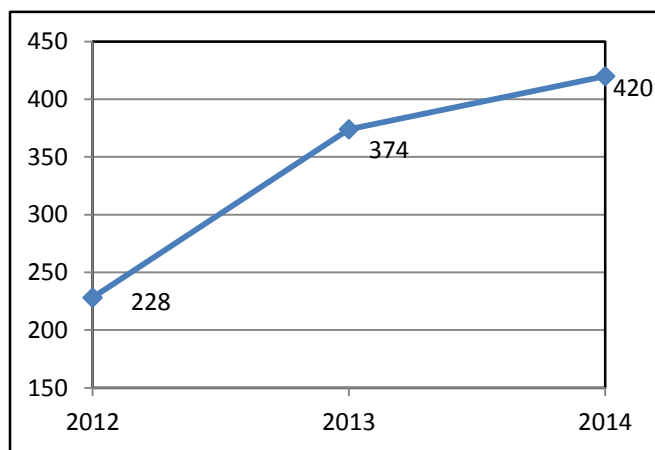


Figure 13: Total number of reported bureau partnerships, FY 2012 - FY 2014.

## ACCESS AND USE

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***Researchers used DOI collections to study a variety of contemporary issues, including climate change, species diversity, and human impacts on the environment over time.***

DOI museum collections are held in trust for the American public and are, with some restrictions, freely available for historical and scientific research, exhibits, and interpretive programs. Bureaus welcome research inquiries and facilitate to the best of their abilities educational endeavors that use collections in the public interest. Access to collections must be monitored to ensure that objects are secure, handled responsibly, and not subject to adverse conditions or harm.

### **Accomplishments Reported by Bureaus**

- **BIA** staff installed new interpretive exhibits in their Reston facility and at the Main Interior Building.
- **BLM's** accomplishments included:
  - The Anasazi Heritage Center provided access to its collections for six ongoing research projects.
  - The Ukiah Field Office presented "Archaeologists in the Classroom," a program that taught local students about archeology using BLM artifacts, demonstrations, and experiential learning activities.
  - BLM Alaska updated *Dinosaurs on Alaska's North Slope*, an informational pamphlet produced in collaboration with the University Museum of the North, Fairbanks.
  - BLM Las Cruces and Buffalo Field Offices designed exhibits to promote awareness of BLM collections, interpret objects for the public, and highlight recent discoveries made on BLM lands.
- **Reclamation** accomplishments included:
  - The establishment of new agreements with the State Historical Society of North Dakota, the University of Denver's Museum of Anthropology, and the University of Texas Center for Archaeological Research. The three agreements were for curation, archives work, and the consolidation of collections from two of Reclamation non-bureau facilities in Texas. The benefits to Reclamation included: improved preservation and protection of its collections; increased accessibility of the objects for research; and enhanced documentation.
  - The Idaho Museum of Natural History (IMNH), a long-standing Reclamation partner, continued its work facilitating enhanced research, documentation, and access to the bureau's collections at the IMNH. In FY 2014, IMNH initiated a 3D surface laser scanning and photography Reclamation specimens, specifically forelimb bones of plantigrade carnivores.
- **FWS's** National Conservation Training Center responded to 150 research requests, welcomed 2,000 visitors, and provided 120 researchers access to its collection.
- **IACB** achieved greater public access to museum objects by:
  - Loaning objects to the Hockaday Museum in Kalispell, Montana; the C.M. Russell Museum in Great Falls, Montana; and the Buffalo Bill Historical Center in Cody, Wyoming. All received above average attendance.
  - Hosting a total of nine youth outreach activities at the Southern Plains Indian Museum, the Sioux Indian Museum (SIM), and the Museum of the Plains Indians.
  - Installing an interactive touchscreen exhibit at the SIM featuring historical photographs and audio recordings from its collection.

- **IM's** accomplishments included:
  - Reopening its gallery to the public for the first time in over four years with *POSTERity: WPA's Art Legacy & America's Public Lands*. The exhibit featured original and modern national park posters.
  - Conducting three hands-on workshops demonstrating the process of screen printing in the tradition of the WPA and artists as a companion to the *POSTERity* exhibit.
  - Presenting a 15-part lecture series on the work and history of DOI; over 1,000 people attended.
- **NPS** successes included:
  - Signing a content hosting services agreement with the Google Cultural Institute and developing NPS-wide guidance for mounting collection images to the site. The service will enable global access to NPS collections.
  - Completing *Treasured Landscapes: National Park Service Collections Tell America's Stories*, a virtual exhibit for the NPS centennial celebration that features 250 works of art from over 55 parks.
  - Responding to a total of 153,338 research requests by park units.
  - Petrified Forest National Park staff and middle school students found the remains of a species new to science, which belongs to a genus that had previously only been known from Madagascar and Morocco.
  - University of Washington students used artifacts from Ebey's Landing National Historical Reserve in a presentation at the American Alliance of Museums meeting in Seattle.
- **USGS** loaned bat, squirrel, and rat specimens to five universities to investigate behaviors and characteristics of particular mammals in modern-day and paleo-environments.



**Figure 14:** The exhibition *POSTERity: WPA's Art Legacy & America's Public Lands* at the Department of the Interior Museum. DOI photo.

### Goals Reported by Bureaus

- **BLM** and its partners plan to raise awareness of its collections and identify ways for their use in support of its mission, priorities, and strategic plans.
- **IM** will continue to develop exhibition space and exhibitions that comply with 411 DM policies and the highest museum standards.

### Issues Reported by Bureaus

- **IM** must complete structural modifications to its museum gallery to stabilize and regulate relative humidity levels for the protection of exhibited objects.
- **USGS** has been unable to improve onsite public access to the USGS Cultural (Historical) Collection due to a lack of funding and capacity.

### Departmental Analysis

Bureaus continue to increase access to their collections for exhibit, educational, and research uses. USGS and NPS instituted numerous new loans to universities across the United States for research purposes. Three such projects included: examining fossils to determine the population sizes of two Great Basin species during the Holocene period; identifying 10 new modern-day rodent species; and

analyzing tree cross-sections for the study of climate change and fire in montane ecosystems. Each project demonstrates the relevance of DOI collections to current research issues and takes advantage of the rich natural and cultural resources within bureau collections.

Technology has become an important and effective tool for bureaus to use when promoting and providing access to their collections. In previous years, NPS, Reclamation, and USGS have launched websites that contain images of objects in their collections. These three bureaus continued to update their websites in FY 2014. They also maintained, along with BLM and FWS, individual Flickr accounts that featured archival photographs and museum objects. New projects were also developed in FY 2014. San Juan Island National Historical Park designed natural history web exhibits of its paleontology and herbarium specimens. Ninety Six National Historic Site made use of current social media trends and developed a campaign under #MuseumMonday that gave a “behind the scenes” look at the park’s collection (Figure 15). NPS established a Content Hosting Services Agreement with Google Cultural Institute (GCI), a web-based platform designed to facilitate global access to cultural resources through digital images and virtual tours. NPS also developed service-wide guidance for mounting images to the site, including a crosswalk between ICMS and GCI data fields, and *Guidelines for Issuing a Special Use Permit for Google Cultural Institute Interior Street View Photography in Furnished Historic Structures, Galleries and Visitor Centers that House Museum Collections*. DOI began using NPS’ agreement as the foundation for a DOI-wide service agreement with GCI, which will be completed in FY 2015. With the DOI-wide agreement, all bureaus will be able to utilize GCI’s platform to expand access to their museum collections.



**Figure 15: Musket balls featured in Ninety Six National Historic Site’s #MuseumMonday. Courtesy of Ninety Six Historic Site.**

Not all new projects, however, were web-based. IACB’s SIM used technology to go beyond the traditional, object-based exhibit with other forms of media. The museum installed an interactive touchscreen exhibit featuring historical photographs and audio recordings from the collection. The exhibit used modern technology to make a wide variety of objects, including audio material, available to visitors without requiring an expansion of its exhibit space. Other bureaus might consider this option when planning exhibits in confined spaces or when presenting objects whose significance is not easily distinguished visually.

## APPENDIX 1: STANDARDS AND REFERENCES

**Table 1: Office of Inspector General Recommendations issued in FY 2010**

1. Develop and implement a policy that provides for greater Department-level oversight of bureau museum programs to ensure that they comply with Departmental Manual requirements.
2. Revise 411 DM to require that bureaus comply with procedures established in the Museum Property Handbook, Volume II.
3. Develop and implement a comprehensive plan to be used by all bureaus to eliminate accessioning and cataloging backlogs so that all museum collections can be properly identified, tracked, and accounted for. The plan should identify the necessary resources, should consider some type of prioritization for more valuable objects, and address missing items.
4. Ensure that the Scope of Collection Statement of every site is reviewed and updated at least every 5 years, as required by 411 DM.
5. Ensure that the required annual physical inventories are conducted at all DOI facilities that have museum collections and that appropriate steps are taken to address missing items.
6. Complete Department-wide implementation of ICMS to ensure uniform recordkeeping.
7. Reduce the number of facilities managing collections by consolidating collections at larger curation centers.
8. Pursue additional partnerships with interested organizations, such as universities, foundations, and other special interest groups, to aid in managing museum collections.
9. Increase effectiveness of control over museum collections held at non-DOI facilities by: (a) identifying all organizations that hold DOI collections; (b) identifying all objects held by those organizations; and (c) ensuring that annual physical inventories are conducted.
10. Issue a policy that clarifies the roles and responsibilities of the Division of Environmental and Cultural Resource Management and the Division of Property in the management of museum collections. (This recommendation was directed to the Assistant Secretary – Indian Affairs and was promptly closed.)
11. Revise 411 DM to require bureaus comply with the preservation and protection procedures established in Volume I of the Museum Property Handbook.
12. Increase effectiveness of protection of collections held at DOI and non-DOI facilities by ensuring that annual physical inventories, which clearly identify the condition of museum property held, are conducted as required.
13. Direct all sites that have DOI property complete the comprehensive checklist included in 411 DM.

**Table 2: Commonly Used Acronyms**

<b>Acronym</b>	<b>Meaning</b>
<b>36 CFR 79</b>	Code of Federal Regulations, Title 36, Part 79, <i>Curation of Federally-Owned and Administered Archeological Collections</i>
<b>411 DM</b>	Departmental Manual, Part 411
<b>EPC</b>	Museum Property Executive Program Committee
<b>FTE</b>	Full Time Equivalent (Federal employee)
<b>FY</b>	Fiscal Year
<b>ICMS</b>	Interior Collections Management System
<b>IMPC</b>	Interior Museum Property Committee
<b>MOA</b>	Memorandum of Agreement
<b>MOU</b>	Memorandum of Understanding
<b>NAGPRA</b>	Native American Graves Protection and Repatriation Act
<b>OIG</b>	Office of Inspector General
<b>PAM</b>	Office of Acquisition and Property Management
<b>SOCS</b>	Scope of Collection Statement



**APPENDIX 2: CHARTS AND STATISTICS**

<b>Chart A: FY 2014 Museum Data</b>									
<b>Resources - Total funds expended to manage museum property in FY 2014 = \$26,686,805</b>									
<b>Resources - Total FTE used to manage museum property in FY2014 = 690</b>									
<b>Number of Bureau/Office Units Managing Museum Property: 555</b>									
<b>Discipline</b>	<b>Number of Objects in Bureau Facilities</b>			<b>Number of Objects in Non-Bureau Facilities</b>			<b>Total Number of Bureau/Office Objects</b>		
	<b># Objects</b>	<b># Cubic ft.<sup>1</sup></b>	<b># Linear ft.<sup>2</sup></b>	<b># Objects</b>	<b># Cubic ft.<sup>1</sup></b>	<b># Linear ft.<sup>2</sup></b>	<b># Objects</b>	<b># Cubic ft.<sup>1</sup></b>	<b># Linear ft.<sup>2</sup></b>
Archeology	41,128,190	0	0	17,305,442 + 45,497 lots	11,376	0	58,433,632 + 45,497 lots	11,376	0
Archives	122,754,742	0	2,394	3,735,511	0	326	126,490,253	0	2,720
Art	101,166	0	0	1,597	0	0	102,763	0	0
Biology	2,023,555	0	0	1,238,980	0	0	3,262,535	0	0
Ethnography	32,866	0	0	2,641	0	0	35,507	0	0
Geology	72,445	0	0	9,859	0	0	82,304	0	0
History	4,016,235	0	0	13,584	360	0	4,029,819	360	0
Paleontology	349,276	0	0	1,104,430	0	0	1,453,706	0	0
<b>TOTAL NUMBER OF OBJECTS</b>	<b>170,478,475</b>	<b>0</b>	<b>2,394</b>	<b>23,412,044 + 45,497 lots</b>	<b>11,736</b>	<b>326</b>	<b>193,890,519 + 45,497 lots</b>	<b>11,736</b>	<b>2,720</b>
<sup>1</sup> Objects are reported using cubic feet									
<sup>2</sup> Documents are reported using linear feet									

**Chart B: FY 2014 Status of Cataloging and Condition of Cataloged Bureau and Office Museum Collections**

Bureaus and Offices	Estimated Total Collection Size in FY 2013			Additions Since Last Report			Withdrawals Since Last Report			Estimated Total Collection Size in FY 2014			Total Number of Bureau Items Cataloged		Number of Cataloged Items with Item-level Condition Data	Percent of Cataloged Items in Good, Fair, and Poor Condition <sup>1</sup>		
	# Objects	# Cubic ft.	# Linear ft.	# Objects	# Cubic ft.	# Linear ft.	# Objects	# Cubic ft.	# Linear ft.	# Objects	# Cubic ft.	# Linear ft.	In ICMS	Not in ICMS		Good	Fair	Poor
<b>BIA</b>	2,803,851 + 45,493 lots	6,631	332	185,389 + 4 lots	0	0	8	45	12	2,989,233 + 45,497 lots	6,586	320	445,291	2,477,501	445,291	89%	11%	1%
<b>BLM</b>	10,250,155	5,133	2,399	317,184	17	1	5,049	0	0	10,562,290	5,150	2,400	12,202	6,101,116	2,532,047	94%	5%	1%
<b>USBR</b>	8,683,893	0	0	88,696	0	0	34,355	0	0	8,738,234	0	0	3,334,475	2,669,475	2,385,405	76%	23%	1%
<b>BSEE</b>	53	0	0	0	0	0	0	0	0	53	0	0	53	0	53	100%	0%	0%
<b>FWS</b>	4,430,327	0	0	87,833	0	0	200	0	0	4,517,955	0	0	333,400	123,500	333,400 <sup>2</sup>	100%	0%	0%
<b>NPS</b>	164,479,216	0	0	2,539,910	0	0	6,422	0	0	167,012,704	0	0	115,216,068	0	114,963,313	64%	33%	4%
<b>USGS</b>	52,508	0	0	0	0	0	2	0	0	52,506	0	0	52,506	0	29,000	44%	55%	1%
<i>Departmental Offices</i>																		
<b>IACB</b>	11,085	0	0	0	0	0	0	0	0	11,085	0	0	11,000	0	11,000	85%	14%	1%
<b>IM</b>	6,311	0	0	49	0	0	21	0	0	6,339	0	0	6,339	0	6,246	78%	17%	5%
<b>OST</b>	117	0	0	3	0	0	0	0	0	120	0	0	0	120	120	98%	0%	2%
<b>Totals</b>	<b>190,717,516 + 45,493 lots</b>	<b>11,764</b>	<b>2,731</b>	<b>3,219,064 + 4 lots</b>	<b>17</b>	<b>1</b>	<b>46,057</b>	<b>45</b>	<b>12</b>	<b>193,890,519 + 45,497 lots</b>	<b>11,736</b>	<b>2,720</b>	<b>119,411,334</b>	<b>11,371,712</b>	<b>120,705,875</b>	<b>65%</b>	<b>32%</b>	<b>3%</b>

<sup>1</sup> Condition definitions: "Good" means in stable condition; "Fair" means in need of minor repair or cleaning to bring to usable condition; "Poor" means in need of major conservation treatment to stabilize.

<sup>2</sup>FWS item-level condition data are documented only for objects in ICMS that are housed at its three primary bureau facilities.

**Chart C: FY 2014 Additions and Withdrawals to Museum Collections, by Discipline and FY 2014 Bureau Object Totals, by Discipline**

	Archeology			Archives		Art	Biology	Ethnography	Geology	History		Paleontology	Totals			
	# Objects	# Lots	# Cubic Ft.	# Objects	# Linear Ft.	# Objects	# Objects	# Objects	# Objects	# Objects	# Cubic Ft.	# Objects	# Objects	# Lots	# Cubic Ft.	# Linear Ft.
<b>2013 TOTALS</b>	57,825,103	45,493	11,404	123,980,629	2,731	102,303	3,250,305	35,090	82,150	4,020,705	360	1,421,226	190,717,511	45,493	11,764	2,731
<b>2014 Additions</b>	627,072	4	17	2,529,166	1	673	12,246	454	155	11,744	0	37,554	3,219,064	4	17	1
<b>2014 Withdrawals</b>	18,543	0	45	19,542	12	213	16	37	1	2,630	0	5,074	46,056	0	45	12
<b>Bureaus</b>																
<b>BIA</b>	1,594,819	45,497	6,226	1,387,236	320	3,489	0	1,969	0	1,720	360	0	2,989,233	45,497	6,586	320
<b>BLM</b>	9,758,124	0	5,150	0	2,400	0	0	102	0	18,709	0	785,355	10,562,290	0	5,150	2,400
<b>USBR</b>	7,120,777	0	0	1,588,916	0	337	0	4	50	3,622	0	24,528	8,738,234	0	0	0
<b>BSEE</b>	0	0	0	10	0	9	0	1	31	2	0	0	53	0	0	0
<b>FWS</b>	2,374,853	0	0	1,414,807	0	658	16,558	55	1	695,572	0	15,451	4,517,955	0	0	0
<b>NPS</b>	37,585,024	0	0	122,099,284	0	94,039	3,194,682	22,719	81,738	3,306,857	0	628,361	167,012,704	0	0	0
<b>USGS</b>	0	0	0	0	0	76	51,181	1	0	1,248	0	0	52,506	0	0	0
<b>Offices</b>																
<b>IACB</b>	0	0	0	0	0	2,885	0	8,200	0	0	0	0	11,085	0	0	0
<b>IM</b>	35	0	0	0	0	1,150	114	2,456	484	2,089	0	11	6,339	0	0	0
<b>OST</b>	0	0	0	0	0	120	0	0	0	0	0	0	120	0	0	0
<b>2014 TOTALS</b>	<b>58,433,632</b>	<b>45,497</b>	<b>11,376</b>	<b>126,490,253</b>	<b>2,720</b>	<b>102,763</b>	<b>3,262,535</b>	<b>35,507</b>	<b>82,304</b>	<b>4,029,819</b>	<b>360</b>	<b>1,453,706</b>	<b>193,890,519</b>	<b>45,497</b>	<b>11,736</b>	<b>2,720</b>

Chart D: FY 2014 Condition at Facilities Housing Bureau Collections

Bureaus and Offices	Facilities Housing Bureau Museum Collections	Total Number of Facilities	Total Number of Facilities Evaluated	Condition of Collections Based on the % of Departmental Standards Met by the Facilities Evaluated			Total Number of Facilities Evaluated >5 years ago	Total Number of Facilities Not Evaluated	Deferred Maintenance of:	
				# Good (Meet > 70%)	# Fair (Meet 50% - 69%)	# Poor (Meet < 50%)			Facilities Housing Collections	Collections
BIA	<b>BIA facilities</b>	<b>89</b>	<b>83</b>	<b>55</b>	<b>24</b>	<b>4</b>	<b>24</b>	<b>6</b>	<b>\$1,108,347<sup>2</sup></b>	<b>combined<sup>2</sup></b>
	Non-bureau facilities	67	60	54	4	2	unknown <sup>1</sup>	7	unknown <sup>3</sup>	unknown <sup>3</sup>
BLM	<b>BLM facilities</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>\$0</b>	<b>\$0</b>
	Non-bureau facilities	157	140	126	8	6	55	15	\$0	\$0
USBR	<b>USBR facilities</b>	<b>8</b>	<b>7</b>	<b>4</b>	<b>1</b>	<b>2</b>	<b>0</b>	<b>1</b>	<b>\$0</b>	<b>\$0</b>
	Non-bureau facilities	68	58	55	2	1	1	9	\$0	\$0
BSEE	<b>BSEE facilities</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>\$0</b>	<b>\$0</b>
	Non-bureau facilities	0	0	0	0	0	0	0	\$0	\$0
FWS	<b>FWS facilities</b>	<b>115</b>	<b>4</b>	<b>3</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>111</b>	<b>\$0</b>	<b>\$0</b>
	Non-bureau facilities	138	138	64	74	0	138	0	\$0	\$0
NPS	<b>NPS facilities</b>	<b>1,769</b>	<b>326</b>	<b>244</b>	<b>65</b>	<b>17</b>	<b>403</b>	<b>0</b>	<b>\$571,224,683</b>	<b>\$1,620,699</b>
	Non-bureau facilities	560	131	116	11	4	14	456	\$1,010,760	\$56,500
USGS	<b>USGS facilities</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>\$0</b>	<b>\$0</b>
	Non-bureau facilities	2	0	0	0	0	1	1	\$0	\$0
<i>Departmental Offices</i>										
IACB	<b>IACB facilities</b>	<b>3</b>	<b>2</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>\$0</b>	<b>\$0</b>
	Non-bureau facilities	0	0	0	0	0	0	0	\$0	\$0
IM	<b>IM facilities</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>\$747,000</b>
	Non-bureau facilities	5	2	2	0	0	0	3	0	\$0
OST	<b>OST facilities</b>	<b>6</b>	<b>6</b>	<b>6</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>\$0</b>	<b>\$0</b>
	Non-bureau facilities	0	0	0	0	0	0	0	\$0	\$0
<b>Departmental Totals</b>	<b>Bureau facilities</b>	<b>1,998</b>	<b>435</b>	<b>320</b>	<b>92</b>	<b>23</b>	<b>429</b>	<b>119</b>	<b>\$572,333,030</b>	<b>\$2,367,699</b>
	Non-bureau facilities	<b>997</b>	<b>529</b>	<b>417</b>	<b>99</b>	<b>13</b>	<b>209</b>	<b>491</b>	<b>\$1,145,676,820</b>	<b>\$3,989,145</b>

1 Some facility evaluations are based on data from other DOI bureaus and some are based on AAM accreditation; not all data are currently available to BIA.

2 Data is for both facilities and collections.

3 These data are unavailable.