



Department of the Interior

Museum Property Management

Summary Report

Fiscal Year 2013

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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 to bottom, left to right): Model A Ford, 1930s (courtesy of USGS); Clara Barton's bodice, c. 1855-1865 (courtesy of NPS, Clara Barton National Historic Site); "Grand Teton and Snake River," Ansel Adams, c. 1941-1942 (courtesy of IM); Birch Bark Basket (courtesy of IA, Flandreau Indian School); "Fire," Chantelle Blue Arm (courtesy of IACB, Sioux Indian Museum); Pelican Island National Wildlife Refuge (courtesy of FWS); Detail of "Glen Canyon Dam," Norman Rockwell (courtesy of BR); Mancos Black-on-White Pitcher, c. 1000-1150 AD (courtesy of BLM, Anasazi Heritage Center)

EXECUTIVE SUMMARY

The Department of the Interior (DOI) *Museum Property Management Summary Report* (DOI Summary Report) reviews the resources, accomplishments, goals, issues, and challenges of the museum programs within DOI bureaus and offices (“bureaus”) in Fiscal Year (FY) 2013 with the intent of providing the “State of the Union” status for the museum program to senior leaders at the bureaus and the Department.

DOI museum collections consist of over 188 million objects: archeological artifacts, natural history specimens, archives, ethnographic and historic objects, and works of art. The bureaus work diligently to provide proper preservation, care, and accountability for the collections, while ensuring access to them for scientific research and education.

In FY 2013, 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) (Appendix 1, Table 1). PAM and the bureaus developed and issued DOI Museum Property Directive #1, Introduction to Managing Museum Collections, and accomplished considerable progress in the development of two additional directives: 1) Museum Facility Checklist for Spaces Housing DOI Museum Property (Checklist); and 2) Inventory of Museum Collections (scheduled to be issued in FY 2014).

DOI museum collections increased in FY 2013, although at a reduced rate (2.5 million vs. over 12 million in FY 2012). Of the 188 million estimated total objects, nearly 169 million objects and 2,500 linear ft. of museum archives were housed at 557 bureau units. The bureaus continued to make important strides addressing facility deficiencies at these locations: 68% were rated good, compared to 62% in both FY 2012 and FY 2011. The remaining collections, approximately 20 million objects, 11,000 cubic ft. of objects, and 338 linear ft. of museum archives, were housed in 839 non-bureau facilities, mostly non-Federal museums and universities. The Bureau of Land Management (BLM), Bureau of Reclamation (BOR), Fish and Wildlife Service (FWS), and Indian Affairs (IA) housed most of their collections in non-bureau facilities. Correcting deficiencies is much more complex in non-bureau facilities due to many factors, such as: limited staff, inadequate funding, travel restrictions, a lack of facility agreements that establish specific responsibilities, and the competing obligations and priorities of the non-Federal institutions.

Notable achievements in FY 2013 included: 5 million objects cataloged, 99 revised or new Scope of Collection Statements created, increased partnership activity, and the development of innovative new exhibits and programs, many of which provided enhanced learning and engagement opportunities for youth. However, the bureaus continued to face a number of serious challenges, including:

1. **Collections Growth:** DOI collections have increased by an estimated 80 million objects from 1998 to 2013, a 73% growth rate of which the majority is NPS archival collections.
2. **Decreasing Funds:** Museum expenditures DOI-wide decreased by 5% compared to FY 2012 and by 37% since 2008. This on-going trend has impacted all the bureaus and offices to varying degrees.
3. **Insufficient Staffing Levels:** The bureaus are not able to meet their mandated stewardship responsibilities with current staffing levels.

4. Inadequate Oversight at Non-Bureau Facilities: Bureaus cannot provide appropriate oversight for their collections housed in non-bureau facilities due to: lack of staff and funds, travel restrictions, incomplete or missing documentation, unclear ownership, and an inability to identify DOI “legacy collections” housed at various unknown non-Federal facilities.¹
5. Backlog of Deferred Maintenance: At least \$535 million of deferred maintenance for bureau/office facilities that house museum collections.
6. Deferred Object Conservation: Over \$2.4 million in deferred object conservation needs.
7. Accession backlogs: In excess of 7 million objects and archives.
8. Cataloging backlogs: Over 68 million objects and archives.

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

- Increase Funding: PAM requested \$2 million for FY 2015 to fund enhanced collections accountability and preservation for cultural and scientific collections. If approved, these funds will be used to: reduce catalog backlogs, identify and assess collections housed at non-bureau facilities, and correct accountability, preservation, and protection deficiencies.
- Improve Oversight at Non-Bureau Facilities: A portion of the \$2 million increase (if approved), will be devoted to enhanced collections management at non-bureau facilities, inter-bureau resource sharing, and strategic consolidation, resulting in fewer non-bureau facilities DOI-wide.
- Address Deferred Maintenance: The consolidation of collections from numerous substandard locations into fewer more appropriate facilities should realize substantial reductions in deferred maintenance in the long-term.
- Address Deferred Object Conservation: If approved, a portion of the \$2 million increase could be devoted to object conservation projects.
- Address Backlog: If approved, a portion of the \$2 million increase should be devoted to collections backlogs. PAM and the bureaus will continue development of a DOI-wide plan to address the accessioning and cataloging backlogs in FY 2014 to finalize it in FY 2015.
- Address Collections Growth: Meeting the challenge of continuous collections growth is complex, particularly in light of balancing the Administration’s goals to open more public lands for energy development with the concomitant growth of DOI museum collections as a result of those goals. The EPC should review the effectiveness of some existing practices while considering the implementation of new policies. Policy issues to address include the proliferation of archives and the possible transfer of some archives to the National Archives and Records Administration (NARA) and establishment of a process, such as bureau regional- or bureau-level Collections Advisory Committees, to review and approve potential acquisitions. Any policy changes must

¹ Numerous DOI collections from the first half of the 20th century were sent to various universities and museums for research, storage, and exhibit purposes. In many instances, the supporting documentation is missing, inadequate, or was never prepared. As a consequence, the bureaus have been unable to locate many of their legacy collections to date.

also consider resource needs and allocations.

- **Increase Staffing Levels:** While increased staffing is critical to sustain the management of over 188 million objects and must be addressed, efforts to share staff within and across bureaus and realizing other staffing efficiencies also should be strategically pursued. Recent innovations mentioned in this report include adopting AAM accreditation, begun in FY 2013, in lieu of conducting the Checklist at non-bureau facilities and decreasing the frequency of required inventories, in accordance with a new Directive on inventory that is expected to be issued in FY 2014.
- **Enhance Collaboration and Resource-Sharing DOI-wide:** In order to make the most productive use of DOI's museum operations and resources as discussed in this report, strategies to increase collaboration, integration, and resource-sharing among the bureaus should be considered. The feasibility of sharing staff, consolidating collections and facilities, combining, and otherwise sharing DOI museum management responsibilities across bureau units and bureaus are avenues to explore. Such an approach, in keeping with recent government-wide mandates, such as the Administration's new Management Agenda, designed to deliver a 21st Century Government that is more effective, efficient, and supportive of economic growth, Office of Management and Budget Memorandum 12-12's "Promoting Efficient Spending to Support Agency Operations," and "Service First", should provide substantial advantages in collections preservation and program management when fully implemented. To be successful and meet DOI's curatorial mission, such strategies must allow for maximizing access and use of DOI collections and promoting scientific and cultural research, exhibit development, and public educational programs.

INTRODUCTION

Collectively, the ten bureaus and offices of the DOI maintain one of the largest museum collections in the world. This collection, estimated to consist of over 188 million objects, includes artwork, historic and prehistoric artifacts, scientific specimens, and archives. The DOI collection exemplifies America. Among other things, it includes objects associated with the nation's original inhabitants, fossilized plants and animals, and artifacts representing the best (the Liberty Bell [Figure 1]) and the worst (chains used to bind a slave) aspects of American history.

These artifacts, specimens, and documents are from the disciplines of archeology, archives, art, biology, ethnography, geology, history, and paleontology. All of these objects, held in trust for the American people, aid in achieving a better understanding of the nation's past, its culture, environment, and ongoing processes of change.

DOI museum collections are located in every U.S. state and territory, as well as in seven other nations. They are found in museums (both DOI and non-DOI), park and refuge visitor centers, Indian schools, and universities, to name but a few. The objects are used in educational exhibits at DOI facilities and partner institutions; for historical research, including family genealogy; for natural and cultural resources management; as evidence in court cases; and a myriad of other uses that provide public benefits. DOI encourages collections-based research to promote improved environmental stewardship; a better appreciation of cultural diversity and its origins; enhanced knowledge about the effects of climate change; and educational opportunities for students of all ages and the general public at large.



Figure 1: The Liberty Bell, NPS photo

Each DOI unit that manages a museum collection must assign museum management duties to at least one staff member. Some of these individuals are curators, while others exercise oversight as a collateral duty. Most of the bureaus' field staff receive support and assistance from their national or chief curator, while NPS field staff also are supported by regional curators.

The Interior Museum Program (IMP), in PAM, provides oversight, advocacy, training, and technical assistance to bureaus in managing museum collections within the framework of Federal statutes and regulations, DOI policy, and the DOI mission. PAM is responsible for museum collection policy in Part 411 of the Departmental Manual (411 DM), which also includes annual reporting requirements for bureaus, and the DOI Museum Property Directives (Directives). The annual bureau *Museum Property Management Summary Report* (Bureau Summary Report) provides bureaus with the opportunity to evaluate the state of their collections, facilities, partnerships, and resources, and to assess their accomplishments, strengths, issues, and challenges.

This DOI Summary Report summarizes and analyzes the Bureau Summary Reports for FY 2013. This report highlights achievements and best practices in collection management, considers bureau strategic goals and mandates, and discusses the challenges related to working within the constraints of shrinking budgets, limited staffing, and growing collections. Depending on its mission, staffing, funding, and other factors, a bureau may house its collections in bureau facilities, non-bureau facilities, or a combination of the two. The successes and challenges of these three different approaches are discussed in detail. In

keeping with previous years' reports, the DOI Summary Report for FY 2013 presents topical sections common to most bureaus, as well as the annual reporting requirements issued by PAM. Each section includes a brief introduction, select examples of bureau accomplishments, pertinent bureau goals, and bureau issues (challenges), followed by a departmental analysis. In order to achieve a concise and analytical framework, this report cannot include every museum-related activity reported by the bureaus in FY 2013.

The recommendations in the report issued by the OIG in FY 2010 *“Department of the Interior, Museum Collections: Accountability and Preservation”* continued to influence activities by PAM and the bureaus in FY 2013 (Appendix 1, Chart 1). The many accomplishments included in this report illustrate DOI’s commitment to excellence in museum collections management and the bureaus’ diligence in carrying out the OIG’s recommendations to the greatest extent possible.

OVERVIEW OF DOI MUSEUM COLLECTIONS

DOI managed a museum collection estimated to be over 188 million objects in FY 2013. Oversight of these collections was shared by ten bureaus: Bureau of Land Management (BLM), Bureau of Reclamation (BR), Bureau of Safety and Environmental Enforcement (BSEE), Department of the Interior Museum (IM), Fish and Wildlife Service (FWS), Indian Affairs (IA), Indian Arts and Crafts Board (IACB), National Park Service (NPS), Office of Special Trustee for American Indians (OST), and U.S. Geological Survey (USGS). Within the ten bureaus, a total of 590 individual units (such as parks, refuges, Indian schools, and offices) managed museum collections in FY 2013 (Appendix 2, Chart A). This number has remained fairly constant over the past three years.

Archives, estimated to exceed 122 million items, constituted the majority (65%) of DOI’s museum holdings (Figure 2). Archives also continued to account for the largest annual increase by discipline type, at nearly 2 million. Archives include records related to archeological investigations, resources management, construction, compliance, or other projects; photographs; scientific studies and reports; and historic letters and papers.

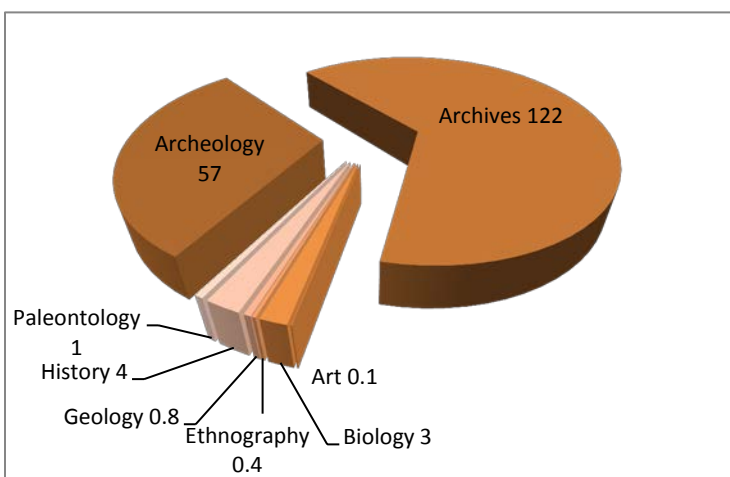


Figure 2: Estimated DOI collections by discipline (in millions)

Over the past eight years, the growth of archival collections has been enormous: over 43 million objects (a 55% increase). Virtually all (96%) of DOI archives are managed by NPS. It is possible that other bureaus also possess substantial unidentified and uncataloged museum archives.

The second largest collection discipline was archeology, estimated at over 57 million objects, an increase of one million over the FY 2012 total. NPS held the bulk (65%) of DOI archeology objects, although the collections of BLM (16%) and BR (12%) were extensive as well.

In the 15 years from 1998 to 2013, DOI collections have increased by an estimated 80 million objects, which is a 73% growth rate (Figure 3). This is a result of several factors, including: the expansion of NPS archival collections; establishment of new units; identification of previously unknown collections; enhanced documentation efforts; and research and compliance activities that have resulted in new archeological and natural science collections. Whatever the causes, the continuation of this trajectory is unsustainable at current resource levels. Practical, cost-effective solutions must be developed and implemented DOI-wide. This report offers some possible approaches.

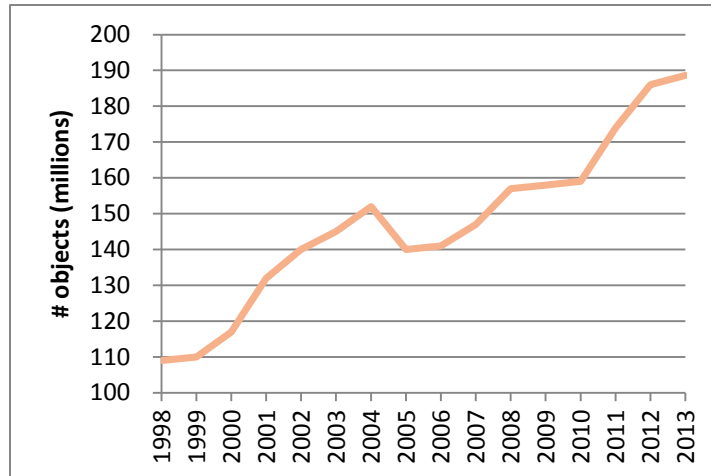


Figure 3: Estimated growth of DOI collections, FY 1998 - FY 2013

Proper preservation, protection, and care for collections of this size and scope are significant tasks. Although the majority of its collections continued to be housed in NPS facilities, DOI bureaus still relied heavily upon the ongoing, crucial support of many other partners. For example, BLM, BR, FWS, and IA continued to depend on non-bureau facilities, including universities and non-Federal museums, to house the majority of their collections. Seventy-eight percent of FWS collections were located in non-bureau facilities. The figure was 63% for BR; 57% for IA (slightly down from FY 2012); and 55% for BLM. When factoring in IM, NPS, and USGS collections, an estimated 20 million objects were housed in non-bureau facilities in FY 2013. Figures 4 and 5 note the numbers of objects housed in these non-DOI locations. A more comprehensive examination of these circumstances is discussed below.

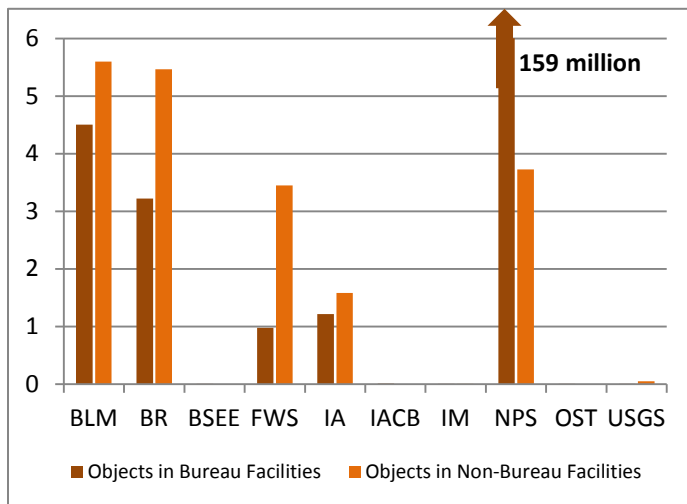


Figure 4: Estimated number (in millions) of objects housed in bureau and non-bureau facilities, by bureau

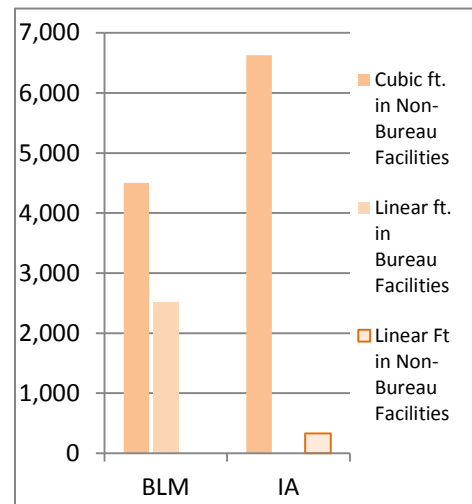


Figure 5: Estimated number of cubic feet (CF) and linear feet of objects housed in bureau and non-bureau facilities, by bureau

Proper documentation and preservation of DOI's collections requires up-to-date policies and guidance. In support of these needs, the Director of PAM, working closely with the EPC, approved and issued DOI Museum Property Directive #1, *Introduction to Managing Museum Collections*. In addition, PAM staff

and the Interior Museum Property Committee (IMPC) accomplished considerable progress in the development of two additional directives: *Museum Facility Checklist for Spaces Housing DOI Museum Property*; and *Inventory of Museum Collections*. Both directives are scheduled to be issued in FY 2014 and will aid in the closure of two additional OIG recommendations.

RESOURCES FOR COLLECTIONS MANAGEMENT: STAFFING AND FUNDING

An effective museum program must include an adequate number of professionally trained staff and the resources to support their work. DOI-wide, a small increase in museum management personnel continued for a fourth straight year. The overall increase from FY 2008 to FY 2013, however, was just 2% (Table 1). During that same period, the estimated number of museum objects in DOI's collections increased 20%. Staffing levels were already insufficient in 2008. Continued significant growth of collections, combined with flat or minimal increases in staffing, will not allow bureaus to carry out DOI's museum stewardship mission.

| Bureau | FY08 | FY09 | FY10 | FY11 | FY12 | FY13 |
|---------------|------------|------------|------------|------------|------------|------------|
| BLM | 4 | 4 | 5 | 5 | 5 | 5 |
| BR | 5 | 5 | 5 | 6 | 6 | 5 |
| BSEE | 1 | 1 | 2 | 2 | 2 | 2 |
| FWS | 3 | 3 | 5 | 5 | 8 | 4 |
| IA | 1 | 1 | 3 | 2 | 3 | 3 |
| IACB | 6 | 6 | 4 | 3 | 5 | 5 |
| IM | 5 | 5 | 4 | 3 | 2 | 4 |
| NPS | 659 | 609 | 621 | 639 | 639 | 675 |
| OST | 2 | 2 | 2 | 2 | 1 | 1 |
| USGS | 1 | 1 | 3 | 2 | 2 | 1 |
| Totals | 687 | 637 | 654 | 669 | 673 | 704 |

Table 1: FY 2008-2013 museum staffing by bureau

Throughout DOI, there were 704 museum FTE in FY 2013. The majority of these positions (96%) were NPS. FWS staff fell by 50% (from 8 FTE in 2012) as the four temporary positions were eliminated following the completion of the steamboat *Bertrand* project, funded in part by PAM. USGS staffing fell from two to one FTE, as one curator retired and the position was then eliminated. IACB filled its vacant Chief Curator position in January 2013. The other bureaus' staffing levels remained fairly constant.

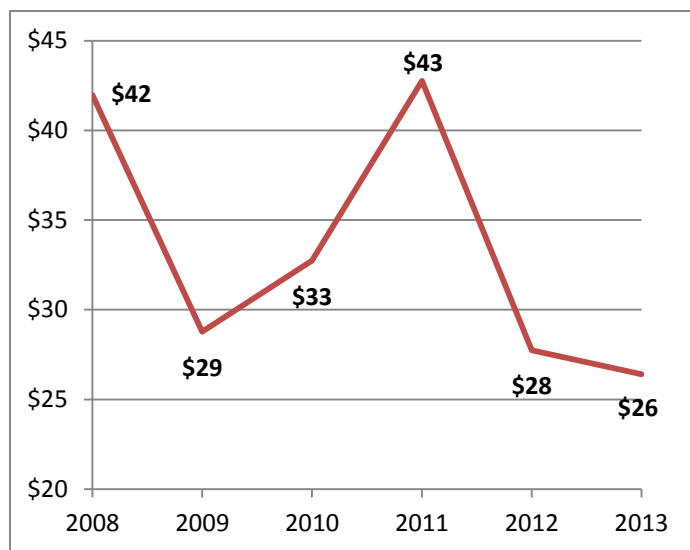


Figure 6: Total funding levels (in millions), FY 2008-FY 2013*

* The FY 2011 funding level is an anomaly. The increase resulted from the implementation of the NPS archival cataloging project (which was originally a 4-year project that lost most out-year funding).

On March 1, 2013, across-the-board reductions, known as sequestration, cut the Federal budget by a total of \$80.5 billion. DOI's budget reduction was five percent, which similarly affected museum programs Department-wide. As a result, the bureaus' expenditures in support of museum collections management activities decreased from almost \$28 million in FY 2012 to just over \$26 million in FY 2013. The funding reductions since FY 2012 for BLM (4%), FWS (10%), IA (50%), and NPS (7%) are particularly disturbing since the decreases carry on a downward trend that is even more dramatic since FY 2011, e.g., 50% for BLM and 70% for IA. Accordingly, the trend of significant funding reductions across the Department since 2008 (Figure 6) is 37%. Yet as these funding decreases occurred, bureau collections grew by 20%.

In response to sequestration, DOI instituted a Department-wide hiring freeze and reduced opportunities for employee training and travel. This resulted in critical preservation and public education initiatives that remained unfunded; the inability to hire needed staff; and unmet training needs. Also, the travel reductions created severe management impediments, especially in regards to staff positions shared by more than one DOI unit and travel to non-bureau facilities for accountability and preservation projects.

All of the bureaus reported that current staffing levels were insufficient to meet their stewardship responsibilities. Bureau staff must care for ever-increasing collections as capacity continues to shrink. This has resulted in extremely high ratios of collections compared to the staff responsible for their care (Figure 7) and funding (Figure 8). This effect is magnified by a lack of both field personnel and vital support staff at the national and regional offices for the land-managing bureaus, which maintain the largest collections and generate the majority of new collections each year. Some existing positions were eliminated following staff retirements, while others went unfilled for longer periods, presumably to reallocate lapsed salary funds to other bureau needs. These unfilled positions adversely affect the bureaus' museum programs, especially for support to the field, project and performance management, budget, analysis, reporting, and policy development.

Based upon current budget projections, the funding and staffing situation is unsustainable. It is critical that the EPC seriously consider strategies to increase funding and staffing in light of collections growth. In the meantime, the bureaus will continue to prioritize their needs and work to meet them by relying on current staff and funds.

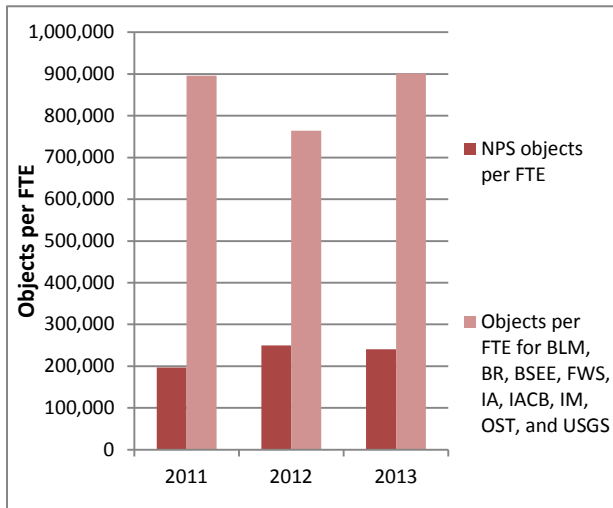


Figure 7: Number of objects per FTE, FY 2011-FY 2013

*Decrease in FY 2012 is due to IA conversion of 1 million objects to cubic feet (not shown in chart).

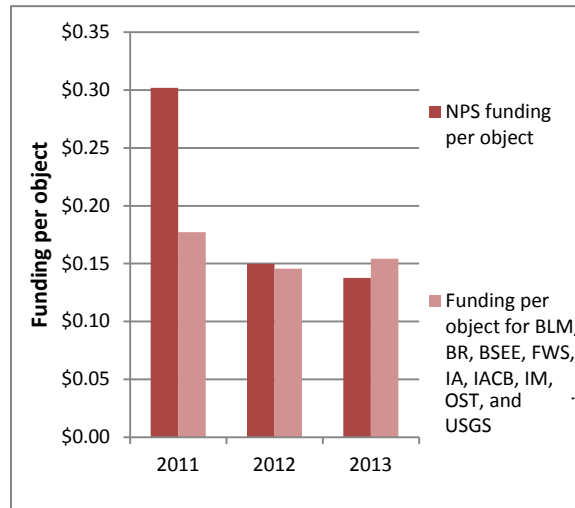


Figure 8: Funding per object, FY 2011-FY 2013

SCOPE OF COLLECTION STATEMENTS

The Scope of Collection Statement (SOCS) is an essential museum planning document that supports an organization's legislative mandate, mission statement, general management plan, other foundational documents, and Federal statutes. A SOCS defines the purpose of the museum collection, identifies the parameters of collection activities, sets limits on collecting, and describes the uses and restrictions of the museum collection. 411 DM mandates that each unit responsible for managing museum property have a SOCS that is reviewed and approved every five years, at a minimum.

Examples of Accomplishments Reported by Bureaus

- **BLM's** Anasazi Heritage Center SOCS was approved.
- **BR's** Nebraska-Kansas Area Office and Oklahoma-Texas Area Office updated their unit SOCS and forwarded the draft plans to the regional office for approval, which is expected to occur in FY 2014.
- **USGS** implemented the newly approved SOCS for Natural History Collection #1.
- Thirty-five **NPS** units developed a new SOCS or revised an existing one.

Pertinent Goals Reported by Bureaus

- Ten **BR** units are scheduled to update their SOCS in FY 2014.
- **IACB** plans to complete an updated SOCS for each of its three museums.
- **IM** plans to update its SOCS, identify underrepresented areas in the current collection, and actively seek donations to fill these areas. The updated SOCS will also be used to identify potential objects for deaccession.
- Ten **NPS** units plan to develop a new or revised SOCS in FY 2014.
- **USGS** plans to update its SOCS for Natural History Collection #2.

Pertinent Issues Reported by Bureaus

None reported.

Departmental Analysis

The bureaus continued to make notable progress in revising out-of-date SOCS; 100 units without a current SOCS in FY 2012 updated their SOCS in FY 2013 (Figure 9). A total of 590 DOI units managed museum collections (Appendix 2, Chart D) and 476 (84%) had an approved SOCS (Table 2). Of those 476 units with a SOCS, 368 were current (reviewed and updated within the past five years). This was an increase of 21% from FY 2012.

All of the units without a SOCS in FY 2012 still lack one. Both BR and NPS have established timelines to develop the missing SOCS at their units, the majority of which are scheduled for FY 2014. The completion of an approved SOCS at the 58 FWS units

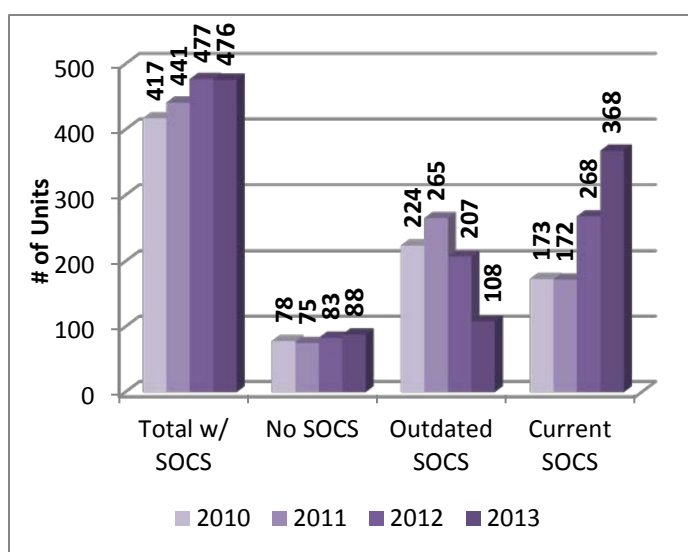


Figure 9: Total units and Scope of Collection Statements, FY 2010-FY 2013

| Bureau | Approved SOCS | Outdated SOCS (before 2008) | Current SOCS | No SOCS |
|---------------|---------------|-----------------------------|--------------|-----------|
| BLM | 3 | 0 | 3 | 0 |
| BR | 15 | 10 | 5 | 9 |
| BSEE | 1 | 0 | 1 | 0 |
| FWS | 60 | 57 | 3 | 58 |
| IA | 18 | 0 | 18 | 0 |
| IACB | 3 | 2 | 1 | 0 |
| IM | 1 | 0 | 1 | 0 |
| NPS | 368 | 34 | 334 | 20 |
| OST | 5 | 5 | 0 | 0 |
| USGS | 2 | 0 | 2 | 1 |
| Totals | 476 | 108 | 368 | 88 |

Table 2: FY 2013 Scope of Collections Statements, by bureau

without one continues to be a challenge, due to lack of staff. Training initiatives that are planned to be undertaken by FWS and PAM over the next several years should assist in this effort.

Bureaus should continue their efforts to finalize and implement an approved SOCS for all units, and revise each out-of-date SOCS. Those units lacking a SOCS or a current SOCS are encouraged to contact their National or Chief Curator or PAM staff for assistance.

ACCESSIONING AND CATALOGING, INCLUDING BACKLOG

Accessioning and cataloging according to DOI policy and accepted museum standards are essential for collections management. These processes provide proof of ownership, enhanced physical and intellectual access, and high levels of accountability and documentation. Accessioning is the formal, documented process to legally add an object or group of objects to a museum collection. An accession occurs when one or more objects are acquired in the same manner and time from a single source. Cataloging provides a record of collection management, research, and discipline-specific information about an object. The Interior Collection Management System (ICMS) is the museum collection management system used DOI-wide, especially for accessioning and cataloging. ICMS allows for greater consistency and management of data, access, analysis, and reporting.

Most DOI units have some level of cataloging backlog, which is the total number of accessioned museum objects that have not yet been cataloged. Some units also have an accessions backlog, which are those objects that fit its SOCS and will become museum objects, but have not yet been accessioned. Backlogs can result from unclear ownership; a substantial number of new accessions, especially those with a large quantity of objects; lack of staff and funding; and the discovery of previously unidentified collections.

Examples of Accomplishments Reported by Bureaus

- **BR** implemented an interagency agreement with NPS to investigate the ownership of archeological and paleontological collections thought to be owned by BR. NPS staff will accession and catalog the collections determined to be BR's on behalf of BR, and enter the information into ICMS, as resources allow.
- **BLM** accomplishments included:
 - The Billings Curation Center (BCC), a BLM facility, processed and cataloged collections from 25 projects and added a number of new and backlog accessions from the region.
 - The University of Alaska Museum of the North Earth Sciences Department received a \$40,000 BLM Challenge Cost Share grant to continue to catalog, upgrade, and properly curate existing legacy collections of BLM fossils.

- BLM’s Anasazi Heritage Center (AHC) received a large accession from the excavation of Albert Porter Pueblo on BLM’s Canyons of the Ancients National Monument (NM). The receipt of a one-time curation fee funded a museum technician who cataloged over 5,000 objects in ICMS.
- **IA** accomplishments included:
 - IA museum staff analyzed collections in 21 IA facilities and accessioned 663 objects. Out of IA’s 89 facilities, the collections in 45 have now been fully accessioned.
 - IA museum staff accessioned 116 objects into the Central Office collection following completion of photography, analysis, and research.
- **IACB’s** Sioux Indian Museum and Museum of the Plains Indian continued their digital documentation projects. The Sioux Indian Museum is nearly finished—95% of its objects have been photographed.
- **IM’s** contractors completed photography and documentation of all of IM’s 4,354 objects housed at the Smithsonian’s Pennsy storage facility. The photographs will be used for collections management purposes and publication.
- **NPS** accomplishments included:
 - Processed 385,802 museum catalog records and cataloged 4,170,482 objects NPS-wide.
 - Keweenaw National Historical Park (NHP) significantly reduced its backlog with the contract cataloging and re-housing of the Calumet and Hecla, Inc. archives.
 - Shenandoah National Park (NP) greatly increased accountability of its archaeological collections by adding over 40,000 objects from old projects into ICMS.
 - Valley Forge NHP added over 10,000 additional photographs to ICMS. The park then began incorporating the images into the NPS Web Catalog.
- **USGS** added 376 new biology specimens to its collection at the Museum of Southwestern Biology. The specimens were removed from refrigerated storage, and then treated, inventoried, and accessioned.

Pertinent Goals Reported by Bureaus

- **BR** will continue to work toward establishing ownership of museum collections, accession and catalog BR collections, and enter all data into ICMS.
- **IA** will continue to develop current, accurate lists of objects for accountability and improved collections management.
- **IM** will:
 - Work with the Solicitor’s Office and Assistant Secretaries to better clarify the process to document and dispose of Secretarial gifts.
 - Research and cultivate sources for additions to the Office of the Secretary Art Collection.

Pertinent Issues Reported by Bureaus

- **BR** noted that ownership continues to be a concern. There is a lack of documentation regarding much of the museum property under its possession and control. Many of these objects were recovered from land where legal ownership or possession by BR has not been established.
- **IA’s** issues were:
 - Limited documentation regarding the identity of non-bureau facilities housing IA objects.
 - The considerable cataloging and accessioning backlog.

Departmental Analysis

Despite the effects of sequestration, DOI bureaus continued to progress in their accessioning and cataloging efforts in FY 2103 by cataloging five million museum objects (Figure 10 and Appendix 2, Chart B) due to special NPS funding support. However, this is considerably less than the 14 million objects

cataloged in FY 2012. Consequently, the catalog backlog decreased only 2%, compared to 4% in the previous year. The percentage of DOI collections cataloged is now at 64%.

The inability of the bureaus to sustain the same levels of accessioning and cataloging are directly related to a decrease in available funding. In FY 2012, several bureaus received increased funding and staffing

from various special project fund sources. However, this additional support was unavailable in FY 2013. Three bureaus experienced sizable budget reductions in FY 2013: IA's budget was cut in half; FWS's by 10%; and NPS's by 7%. Correspondingly, cataloging activity at those three bureaus fell precipitously (Table 3).

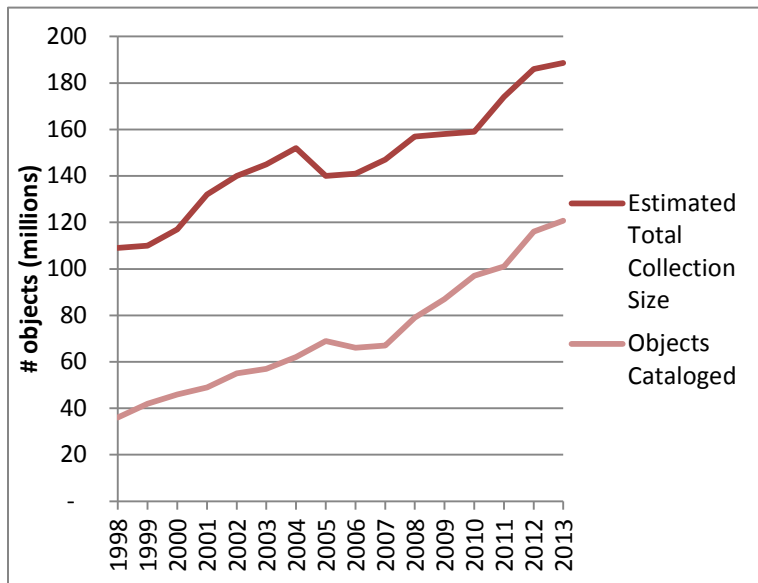


Figure 10: Estimated total collection size* vs. number of objects cataloged, FY 1998-FY 2013

*Does not include lots, cubic feet of objects and linear of archives, which were first reported in 2010.

| Bureau | # Objects Cataloged, FY 2012 | # Objects Cataloged, FY 2013 | Change in Funding from FY 2012 to FY 2014 |
|--------|------------------------------|------------------------------|---|
| FWS | 1,515,518 | 0 | -\$39,913 |
| IA | 904,795 | 201,342 | -\$251,833 |
| NPS | 11,602,182 | 4,170,482 | -\$1,577,396 |

Table 3: FY 2012 and FY 2013 cataloging activity for FWS, IA, and NPS

ANNUAL MUSEUM INVENTORY

DOI units with museum collections are required to conduct a physical inventory of their collection on an annual basis. Three inventories must be conducted: a random sample of cataloged collections; a random sample of accessioned but uncataloged items; and 100% of all controlled property.²

The inventory is conducted by verifying the presence, location, and condition of each object on the inventory list. This enables the unit to identify missing objects, find and correct catalog records that are inconsistent with the objects themselves, and assess object condition and any conservation needs. This process improves bureaus' accountability for museum objects and is integral to good collections management. The importance of conducting annual inventories is reinforced by OIG recommendations #5, #9, and #12 (Appendix 1, Table 1).

Examples of Accomplishments Reported by Bureaus

- **BLM's** Idaho office conducted a full inventory of its vertebrate paleontology collections at the Idaho Museum of Natural History for the first time in 60 years.

² Controlled museum property includes objects valued above a monetary amount determined by the bureau and those which are especially vulnerable to theft, loss, or damage, museum firearms, and objects or specimens on exhibit.

- **BLM's** Utah office inventoried and rehoused over 1,000 boxes of looted archaeological objects recovered by law enforcement through the "Cerberus Action."
- **IA** staff conducted inventories at 92 bureau facilities, a 100% rate of completion, and assessed object conditions.
- **IACB** achieved its FY 2013 goal to complete 100% inventories at its three museums, which was a direct result of the bureau's appointment of a new Chief Curator.

Pertinent Goals Reported by Bureaus

- **IA** will develop current and accurate inventories for accountability and improved collections management.
- **USGS** will conduct a 100% inventory of its cultural collection following relocation in FY 2014.

Pertinent Issues Reported by Bureaus

- **BLM** reported competing priorities between inventorying, accessioning, and cataloging collections and identifying existing legacy collections. Field staff state that these competing priorities are the primary factor inhibiting progress.
- **USGS** noted that it is especially difficult to complete inventories of the bureau's botanical collection housed at the University of Colorado, because it is integrated with the institution's own, much larger herbarium collection. The specimens are all stored according to taxonomic identification. This facilitates research but makes inventory time-consuming. The fragility of the specimens and the fact that an inventory must be conducted by someone knowledgeable in botanical taxonomy further complicates the process.

Departmental Analysis

Bureaus reported 852 units that were required to conduct an annual inventory in FY 2013, of which 460 units (54%) reported inventory completion (Table 4). This is a decrease from FY 2012, when 510 out of 819 units (62%) completed an annual inventory.

BSEE, IA, IACB, IM, and USGS all had inventory completion rates of 100%. For the most part, they did not have to conduct inventories at non-bureau facilities, avoiding a primary issue that plagues bureaus with lower rates of inventory completion. Conducting an inventory at a non-bureau facility is a more involved process because bureau staff must either travel to the facility to conduct the inventory or request that non-bureau facility staff conduct the inventory. The former option is difficult due to travel restrictions and funding and staffing limitations, while the latter option places the burden on the staff at non-bureau facilities. Adding to the already full workload of non-bureau facility staff may result in requests that the bureaus fund the work. As a result, bureaus that rely heavily on non-bureau facilities, such as BLM, BR, FWS, and IA, face greater challenges to conduct inventories.

| Bureau | 2011 | 2012 | 2013 |
|---------------|----------------|----------------|----------------|
| BLM | 8/140 | 2/143 | 0/155 |
| BR | 37/66 | 35/80 | 43/78 |
| BSEE | 1/1 | 1/1 | 1/1 |
| FWS | 2/119 | 2/117 | 1/118 |
| IA | 101/119 | 100/100 | 92/92 |
| IACB | 0/3 | 0/3 | 3/3 |
| IM | 1/1 | 1/1 | 1/1 |
| NPS | 298/372 | 366/366 | 311/395 |
| OST | 5/5 | 1/5 | 4/5 |
| USGS | 2/2 | 2/3 | 4/4 |
| Totals | 455/828 | 510/819 | 460/852 |

Table 4: Annual inventories conducted in FY 2013 out of total inventories identified, by bureau

FY 2013 was the first year that the bureaus began to report data on missing items found during inventory, which will allow for enhanced DOI-wide compliance with IG Recommendation # 5 (Appendix 1, Table 1). BR, BSEE, IA, IACB, IM, NPS, USGS, and OST reported the number and investigation status for missing items. BLM and FWS were unable to report on missing items due to an insufficient number of inventories conducted in FY 2013. Of the units that conducted an inventory, 140 units (30%) reported

that the inventory turned up missing objects. A total of 1,156 objects were reported missing, which equates to seven out of every one million objects. The actual figure may be higher than this due to the fact that a number of these inventories were random sample inventories.

Bureau units reported taking the appropriate steps to address missing objects, identifying 1,065 ongoing searches and 57 objects under investigation. Investigations were successfully completed for at least 34 missing objects, and revealed that several of the missing objects were previously misplaced or mislabeled in ICMS with location errors or items cataloged twice. In several cases (e.g., Hagerman Fossil Beds NM [NPS]), units responded to discovering missing objects by completely reorganizing their collections and updating their catalog records in an effort to locate these items. Although not all bureaus were able to fulfill the missing objects reporting requirement, bureaus are generally pursuing missing objects investigations with due diligence and it appears that this new reporting requirement will provide for improved inventory accountability.

Funding and staffing limitations remain perennial issues that hinder inventory completion. These problems were compounded in FY 2013 by sequestration. NPS listed several parks that had planned to conduct inventories but were unable to do so due to sequester reductions. BLM noted that it was unable to implement \$269,000 worth of museum projects, including conducting inventories.

Issues with non-bureau facilities and funding and staffing limitations are unlikely to be eliminated soon. PAM and the bureaus are considering alternative inventory procedures to increase inventory efficiency without reducing bureau accountability. Beginning FY 2014, DOI policy will be promulgated to decrease the frequency of required inventories from yearly to once every two years, although individual bureaus may set more stringent requirements. This begins to address the issue of staffing limitations by giving some flexibility in the scheduling of inventories, and will ideally lead to a higher rate of inventory completion at bureau facilities. However, conducting inventories at non-bureau facilities will likely remain problematic in many instances. While a biennial schedule makes inventories less onerous at non-bureau facilities, there is still concern that regular inventory requirements will cause non-bureau facilities to demand curation fees that the bureaus cannot afford.

PRESERVATION AND CONSERVATION

DOI is responsible for the preservation of museum collections to ensure their long-term availability for educational and research uses. While this may require conservation treatment for some objects at times, preventive conservation is the most proactive and practical method to preserve a collection over time. Preventive conservation principles include: proper handling, monitoring, and exhibit procedures; periodic inspections of objects and storage locations; properly trained staff; and secure and environmentally-controlled facilities.

Staff evaluate object condition during cataloging, annual inventories, and conservation surveys. Object condition data allow bureau units to estimate “deferred maintenance costs” for the preservation and conservation needs of museum objects. These estimates provide bureaus with critical data for museum program management and to develop short- and long-term prioritized work plans and funding requests.

Examples of Accomplishments Reported by Bureaus

- **BLM’s** California office reported that the Imperial Valley Desert Museum completed a five-year rehousing project. Over 20,000 artifacts are now stored in archival quality containers.

- Most of **BR's** units reported increased efforts to meet prescribed collections management standards by repackaging and rehousing collections and performing environmental monitoring.
- **FWS'** National Conservation Training Center (NCTC) facility carried out preventive conservation measures on incoming materials, while adhering to security, integrated pest management (IPM), and environmental monitoring standards.
- **IA** museum staff accomplishments included:
 - Drafted and implemented housekeeping, security, and IPM plans for 19 IA facilities. Each facility received a customized binder with object information and museum management guidance.
 - Evaluated 25 IA facilities and identified over \$850,000 in deferred maintenance for both collections and facilities.
 - Visited BIA regions, performing housekeeping and preventive conservation, and making recommendations to facility staff to improve collections care.
- **IACB's** Museum of the Plains Indian took action to alleviate collections overflow by installing new shelving in its main storage room.
- **IM** acquired three museum-quality exhibition cases from the Smithsonian at no cost, which will enhance the security and protection of exhibited objects. Twenty-five more cases are to follow in FY 2014 for a savings of \$250,000.
- **NPS** accomplishments included:
 - Dry Tortugas NP continued its cannon preservation project. Nine of ten Civil War-era cannons have been fully conserved.
 - The Washington Office Museum Management Program (WASO MMP) developed four new *Conserve O Gram* technical leaflets and revised two chapters in the NPS Museum Handbook.

Pertinent Goals Reported by Bureaus

- **IM** plans to continue addressing conservation issues for a number of specific objects.
- **IACB's** Sioux Indian Museum plans to begin rotating museum objects that have been on display for longer than ten years and replacing them with new objects.

Pertinent Issues Reported by Bureaus

- **BR, IA,** and **IACB** all note that a lack of trained museum staff and the reliance on collateral duty staff are continuing issues that hinder adequate day-to-day care of museum collections.
- **USGS** has identified extensive cleaning and conservation needs for its cultural collection but lacks the funds to outsource this work to professional conservators.

Departmental Analysis

Bureaus continued their efforts to assess object condition. BSEE, IM, IACB, NPS, and OST had object-level condition data for 98%-100% of their collections. USGS had cataloged over half (56%) of its collections with item-level condition data, while BLM, BR, FWS, and IA had object-level condition data for 21%-42% of their collections. Overall, bureaus evaluated 91% of cataloged objects (58% of total DOI collections) for condition (Appendix 2, Chart B). Of the cataloged objects assessed for condition, 65% were reported to be in good condition (Figure 11).³

³ In FY 2012, it was reported that 90% of objects with item-level condition data were in good condition. This was the result of a mathematical error; the correct figure for FY 2012 is 62%.

While several bureaus noted a lack of staff and expertise to conduct conservation surveys and estimate deferred maintenance costs of collections, they have taken other steps to ensure that their collections receive proper care. For example, IA, IACB, and NPS provided training and technical assistance to collateral duty staff on the proper handling and care of museum collections on a day-to-day basis (see the Professional Training section below).

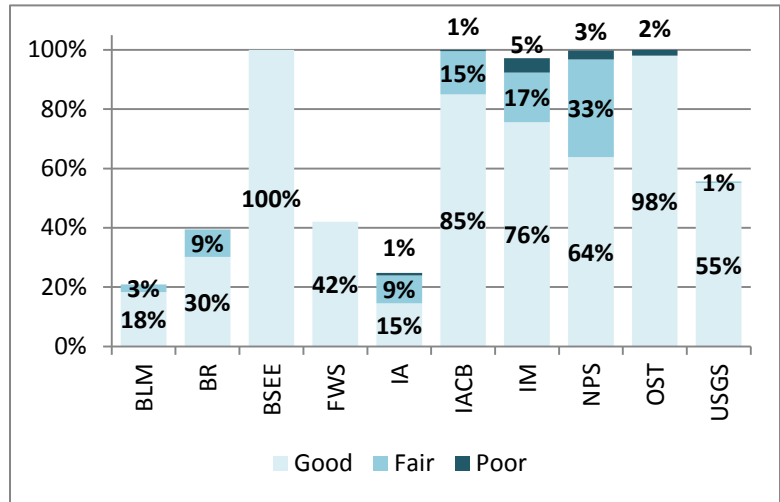


Figure 11: Percent of objects cataloged as being in good, fair, and poor condition out of total objects cataloged, by bureau, FY 2013

*The numbers of IACB objects in fair and poor condition are 14.5% and 0.5%, respectively.

BUREAU FACILITIES AND FACILITY CONDITION

The bureaus strive to house their collections in facilities that meet DOI requirements and accepted museum standards in order to provide for long-term preservation and protection. DOI collections are housed in both bureau facilities and non-bureau facilities (Figure 12). Bureau facilities include museums, visitor centers, offices and headquarters buildings, and larger multi-unit repositories, such as those managed by BLM and NPS.

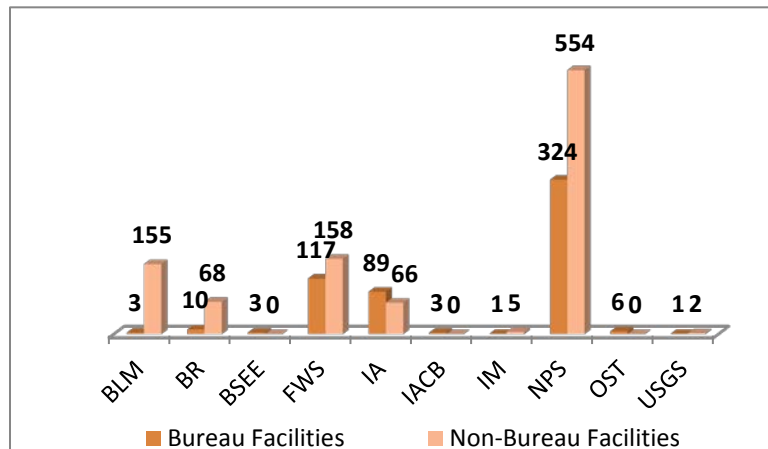


Figure 12: Numbers of Bureau and Non-bureau facilities, FY 2013

DOI staff are required to assess each facility's suitability to house collections using the *Facility Checklist for Spaces Housing DOI Museum Property* (Checklist) at least every five years. The Checklist includes preservation and protection standards based on DOI policy and professional museum principles. Once completed, the percentage of applicable standards met results in a rating of good, fair, or poor for the facility.⁴ If a particular Checklist standard is not met, staff should develop a plan, including a cost estimate, to correct the deficiency. The costs to meet all deficiencies are the facility's deferred maintenance costs.

⁴ A facility that meets 70% or more of the Checklist standards is in good condition, 50%-69% is in fair condition, and less than 50% is in poor condition.

Examples of Accomplishments Reported by Bureaus

- **BR** accomplishments included:
 - The Mid-Pacific Region issued a contract for construction of a new curation facility to replace the deficient New Melones Artifact Storage Facility.
 - The Lower Colorado Regional Office museum staff assisted in planning and designing a new museum storage space to be located in a newly constructed BR office in Boulder City, Nevada.
- **BLM** reported that all three of its bureau facilities have been assessed using the Checklist; all were rated as “good.”
- **BSEE** reported that 100% of its facilities have been assessed and all were rated as “good.”
- **FWS** reported that 50% of its facilities are in “good” condition, an increase from 39% in FY 2012.
- **IA** completed 22 facility condition assessments. Fifty of IA’s 89 facilities were rated in “good” condition, a 17% improvement over FY 2012.
- **NPS** opened its new Visitor and Research Center at Mesa Verde NP, which houses the park’s collection.
- **OST** reported that all of its facilities were rated as “good.”

Pertinent Goals Reported by Bureaus

- **BR** plans to complete the new curation facility to replace the New Melones Artifact Storage Facility in FY 2014.
- **IACB** plans to implement facility upgrades to improve environmental controls at the Museum of the Plains Indian and the Southern Plains Indian Museum.

Pertinent Issues Reported by Bureaus

- Several bureaus reported that they had identified deferred maintenance needs but lacked the staff to develop appropriate cost estimates.

Departmental Analysis

There were 557 bureau units housing DOI museum collections in FY 2013, seven less than in FY 2012. Sixteen DOI facilities were not assessed for overall condition, a decrease from 24 in FY 2012. The bureaus continued to improve the condition of their facilities: 68% were rated good, compared to 62% in both FY 2012 and FY 2011. The number of facilities rated fair and poor decreased. These data illustrate remarkable improvement in the condition of facilities DOI-wide since FY 2008 (Figure 13).

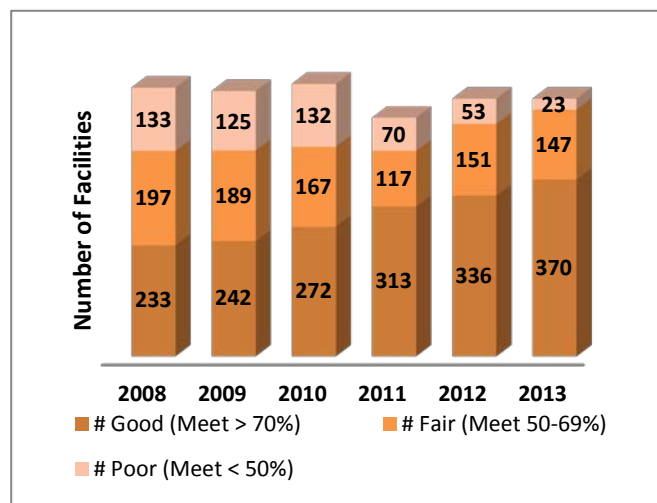


Figure 13: Condition of bureau facilities housing bureau collections, FY 2008-FY 2013, DOI totals

BR, IA, and NPS reported deferred maintenance costs for their bureau facilities (Appendix 2, Chart D). These costs ranged from BR’s \$127,000 to \$534 million at NPS (a decrease from over \$581 million in FY 2012), for a total of \$535 million. For the first time, IA calculated deferred maintenance needs for 25 of its 89 bureau facilities in FY 2013. The other bureaus are encouraged to begin evaluating deferred maintenance needs each year in increments, as IA is doing, because these data are critical to develop effective strategies for planning and overall program management.

The Checklist is an efficient tool to identify each unit's facility deficiencies, develop cost estimates to correct the deficiencies, and establish prioritized funding requests based on the estimates. While the resulting funding requests with well-designed implementation plans and justifiable cost estimates are more likely to be supported, several bureau units were unable to implement funded projects due to the sequester in FY 2013.

The entire DOI museum program also benefits from the compilation of deferred maintenance needs and cost estimates obtained by bureau units. These data are then available for PAM and the EPC to develop sustainable and cost-effective DOI-wide strategies for facility enhancements while considering the government-wide recommendations for increased consolidation and co-location.

NON-BUREAU FACILITIES AND FACILITY CONDITION

A large number of non-bureau facilities have housed DOI museum collections for decades, particularly those of the five land-managing bureaus. These partnerships benefit DOI by having professional staff at museums and universities manage the collections, while the non-bureau facilities benefit by having access to DOI collections for research, programming, exhibits, and other uses. DOI bureaus, however, are accountable for the protection of their collections housed in non-bureau facilities. Accordingly, bureaus are required to conduct an evaluation of each non-bureau facility at least once every five years in compliance with the museum preservation requirements in 411 DM. BLM, BR, FWS, IA, IM, NPS, and USGS identified known non-bureau facilities housing their collections in FY 2013. BSEE, IACB, and OST did not house collections at non-bureau facilities and are excluded from the analysis below.

Examples of Accomplishments Reported by Bureaus

- **BLM** reported an additional 12 non-bureau facilities in FY 2013, which resulted from the bureau's ongoing efforts to improve collections accountability.
- **BR** assessed the condition of 11 non-bureau facilities. Of its 68 non-bureau facilities, 57 (68%) have been assessed within the past five years as required in BR museum policy. Several other facilities have not been assessed, because the bureau is uncertain if they house BR collections.
- **IA's** accomplishments included:
 - IA staff visited four non-bureau facilities to conduct facility evaluations and discuss ongoing and future projects.
 - IA surveyed 61 non-bureau facilities to obtain information regarding bureau collections, which resulted in a 95% response rate.

Pertinent Goals Reported by Bureaus

- **BLM** will work with repositories housing its collections to identify low-cost opportunities to address deficiencies and improve facility condition.
- **BLM, BR, FWS, and IA** strive to research and identify collections in non-bureau facilities nation-wide, re-certify that they meet the definition of museum property, and compile collections data.

Pertinent Issues Reported by Bureaus

- **BLM** and **IA** noted the lack of documentation to identify non-bureau facilities that house their collections and presumed that bureau collections reside in other currently unidentified facilities.

Departmental Analysis

Bureaus reported a total of 1,008 non-bureau facilities, most of which were museums or university departments. Because some facilities house collections from more than one bureau, the total number of unique non-bureau facilities is 839 (Table 5).

A total of 121 unique facilities were removed from the non-bureau facility list in FY 2013 and 110 were added, representing a net decrease of 11 unique facilities. The additions and removals are primarily due to the continued effort by PAM to obtain the most recent and accurate data possible. This was facilitated by the fact that NPS, which has the most non-bureau facilities (66% of the total), reported for the first time the individual parks with collections at each non-bureau facility. This very useful data allowed PAM staff to contact the park curators to verify repository status. Some non-bureau facilities had been reported under incorrect or outdated names, or without reference to a specific department. Other non-bureau facilities were found to no longer house DOI objects. These data were corrected in FY 2013, resulting in fewer listed non-bureau facilities.

Additionally, 39 non-bureau facilities were removed because the status of DOI collections at these facilities is unknown. In these instances, NPS units reported a non-bureau facility due to a pending loan or a permit for research on park land that may have occurred decades ago. These projects might have generated museum collections but documentation is absent. Where documentation exists, the units lack the staff, time, and funds to review it. Also, some researchers and institutions have been unresponsive to contact from DOI units trying to identify their collections.

This finding is emblematic of a major issue plaguing the land-managing bureaus. BLM, IA, and NPS suspect that there are additional collections housed in other non-bureau facilities for which limited documentation exists about their location and ownership. Bureaus must rely on the non-bureau facility staff to provide relevant information regarding previously unreported collections, but many of these institutions do not have the resources to conduct research on suspected DOI collections and bureaus do not have the funds to support these projects. A survey to identify non-bureau facilities with suspected DOI collections is in development by PAM. However, until the bureaus obtain additional funding and

| Bureau | # of facilities | | | |
|-------------------------------------|-----------------|-------------|-------------|-------------|
| | FY10 | FY11 | FY12 | FY13 |
| BLM | 137 | 137 | 140 | 153 |
| BR | 71 | 71 | 70 | 68 |
| FWS | 200 | 168 | 159 | 160 |
| IA | 70 | 69 | 66 | 66 |
| IM | 4 | 4 | 4 | 5 |
| NPS | 522 | 602 | 584 | 554 |
| USGS | 1 | 1 | 2 | 2 |
| Total reported facilities | 1005 | 1052 | 1025 | 1008 |
| Unique non-Bureau facilities | 848 | 887 | 858 | 839 |

Table 5: Reported non-bureau facilities, FY 2010-FY 2013

staff, unidentified repositories will continue to pose a major challenge.

The bureaus have nevertheless made significant strides in their relationships with known non-bureau facilities. BLM, BR, and IA reported accomplishing condition assessments using the Checklist at various non-bureau facilities. In FY 2013, 44% of unique non-bureau facilities were assessed by

| | | FY 2011 | FY 2012 | FY 2013 |
|-------------------------|------|------------|------------|------------|
| Assessed | Good | 176 (20%) | 233 (27%) | 253 (30%) |
| | Fair | 122 (14%) | 112 (13%) | 105 (13%) |
| | Poor | 10 (1%) | 7 (1%) | 10 (1%) |
| Unassessed | | 579 (65%) | 506 (59%) | 471 (56%) |
| Total facilities | | 887 | 858 | 839 |

Table 6: Condition of unique non-bureau facilities, FY 2011-FY 2013

at least one bureau (Table 6), which is an increase from 41% in FY 2012. Also, based on an analysis by PAM in FY 2012, the EPC approved to give bureaus the option to use AAM accreditation⁵ in lieu of the Checklist in FY 2013. This efficiency resulted in an additional 62 non-bureau facilities reported to be in “good” condition.

However, there is potential for even greater improvement in this regard. In FY 2013, 114 non-bureau facilities housed the collections of two or more bureaus. Better communication among bureaus regarding their non-bureau facilities should allow for enhanced opportunities for multi-bureau projects at the same non-bureau facility.

NON-BUREAU FACILITIES: AGREEMENTS AND FUNDING

Bureaus formalize agreements with non-bureau facilities to establish the respective responsibilities for preservation, protection, storage, care, and educational and research use of the bureaus’ museum collections housed at non-bureau facilities. Bureaus use a variety of agreement types (e.g., contracts, cooperative agreements, Memoranda of Agreement [MOA], Memoranda of Understanding [MOU], and loans) based on the needs of the bureau and the facility. These agreements may include funding for curation, equipment, supplies, personnel, and special projects, although many do not. Bureaus report on the types of agreements in place with each non-bureau facility and the total amount of associated funding as an action item to address OIG recommendation #9 (Appendix 1, Table 1).

Examples of Accomplishments Reported by Bureaus

- **BLM’s** Wyoming Office provided \$20,000 to the University of Wyoming Archaeological Repository to inventory collections and support improved collections management practices.
- **BLM’s** Montana and the Dakotas Office finalized MOUs with five paleontological repositories. Two additional MOUs are pending or in development.
- **IA** contracted with the Museum of Northern Arizona and the Maxwell Museum of Anthropology to catalog IA collections using funds from PAM that were obligated in FY 2012 for backlog work.
- **IA** entered into contracts with five additional non-bureau facilities to verify, catalog, and document IA collections and complete NAGPRA inventories.

Pertinent Goals Reported by Bureaus

- **BLM** aims to establish partnerships and formalize relationships with repositories to provide for the continuing stewardship of its museum collections.
- **USGS** plans to replace the existing MOUs with the Museum of Southwestern Biology (MSB) and the University of Colorado Herbarium with repository agreements for long-term storage and day-to-day management of collections.

Pertinent Issues Reported by Bureaus

- **BLM** is concerned about the growing shift from non-bureau facilities requesting one-time curation payments to annual curation fees, which is financially unsustainable.

⁵ 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.

- **IA** reported a lack of non-bureau facility agreements that include specific responsibilities or contractual obligations. This has rendered IA cataloging and inventory requests unenforceable. New agreements or contracts will require funding amounts that IA cannot support in full.

Departmental Analysis

DOI bureaus currently have 958 agreements with 1,008 non-bureau facilities (Table 7), 23 more agreements than in FY 2012. It is important to note that there are more agreements than unique non-bureau facilities (839) because a facility may have agreements with more than one bureau or bureau unit or several agreements with one bureau for different activities. For example, the MSB in New Mexico has 34 agreements with different NPS parks and two with USGS. This accounts for the high total number of agreements. A future efficiency for DOI might be to identify the partner facilities with the largest number of collections from different DOI units and establish one agreement for all the collections. Such an agreement was successfully completed in FY 2012 between the NPS and the University of Arizona’s Laboratory for Tree-Ring Research for the tree-ring collections from many parks.

| Agreement Type | BLM | BR | FWS | IA | IM | NPS | USGS | DOI Totals |
|------------------------------------|------------|-----------|------------|-----------|----------|------------|----------|-------------|
| Assistance | 2 | | | | | | | 2 |
| Contract | | | 1 | 7 | 1 | | | 9 |
| Cooperative Agreement | 4 | 13 | 1 | | | 19 | | 37 |
| Curation/Facility Agreement | 4 | 2 | | | | 5 | | 11 |
| Grant | | 4 | | | | | | 4 |
| Interagency | | 2 | 1 | | 1 | 3 | | 7 |
| Loan | 4 | 6 | | 8 | 2 | 774 | | 794 |
| MOA | 5 | 5 | 2 | | | 5 | | 17 |
| MOU | 19 | | 11 | | 1 | 14 | 2 | 47 |
| Other | 1 | 3 | 12 | | | 13 | | 29 |
| Total Agreements | 40 | 35 | 28 | 15 | 5 | 833 | 2 | 958 |
| Facilities with no Agreements | 113 | 33 | 129 | 52 | | 110 | | 437 |
| Total Non-Bureau Facilities | 153 | 68 | 160 | 66 | 5 | 554 | 2 | 1008 |

Table 7: FY 2013 bureau agreements with non-bureau facilities, by agreement type

Table 7 shows the most frequently-used types of agreements. Some are used more often by particular bureaus. For example, NPS has most frequently used loans to document collections at non-bureau facilities, and is responsible for 98% of the 794 loan agreements that are currently in place. BLM, BR, and FWS predominantly use MOUs and cooperative agreements.

There are 437 non-bureau facilities without agreements (43%), which was an increase from 407 (39%) in FY 2012 and 296 (33%) in FY 2011. DOI policy requires formal agreements with non-

bureau facilities to delineate the responsibilities of both parties for managing DOI collections; however, bureaus face serious challenges in developing such agreements. Limited resources for collections

| Bureau | 2011 | 2012 | 2013 |
|-------------------|--------------------|--------------------|------------------|
| BLM | \$571,000 | \$581,820 | \$218,610 |
| BR | \$290,394 | \$105,461 | \$232,069 |
| FWS | \$81,000 | \$59,772 | \$65,759 |
| IA | \$390,000 | \$191,553 | \$139,462 |
| IM | \$88,000 | \$75,439 | \$60,047 |
| NPS | \$50,000 | \$115,757 | \$47,500 |
| USGS | \$0 | \$0 | \$136,939 |
| DOI Totals | \$1,470,394 | \$1,129,802 | \$900,386 |

Table 8: FY 2011-FY2013 funding for non-bureau facilities, by bureau

management are a persistent problem as evidenced by the 39% reduction in funding for non-bureau facilities since FY 2011 (Table 8). Although factors such as the FY 2013 sequester may have contributed to this decrease, the pattern is of concern because non-bureau facilities increasingly need support to house DOI collections and meet DOI accountability standards for those collections. On the other hand, the solution that USGS adopted in FY 2013 is also of concern. The bureau chose to provide repository support using funds formerly allocated to the salary of a now retired USGS curator. This means that USGS does not benefit from the direct management and oversight of their collection by USGS staff, as was the situation formerly. The EPC is encouraged to consider solutions that allow bureaus to balance their funding limitations with the need to establish formalized agreements with non-bureau facilities to facilitate optimal collections management and accountability for both DOI and the non-bureau facilities.

CONSOLIDATION OF COLLECTIONS

The consolidation of DOI collections into a smaller number of bureau and non-bureau facilities has the potential to provide enhanced preservation and protection for the collections. Such efforts can demonstrate progress towards achieving bureau and DOI environmental stewardship and sustainability goals, realize efficiencies related to staffing, operations, and life-cycle costs, and provide improved returns on taxpayer-funded investment, which were recognized by the OIG (Appendix 1, Table 1, #7). Consolidation also offers expanded opportunities for research, including comparative analysis, if collections that share certain attributes (e.g., maker, type, location, species, or habitat) are housed in a single facility. When implemented in a manner that is supportive of bureau mission and the needs of the public, such efforts can achieve great benefits, especially in times of lean budgets.

Consolidation efforts can support compliance with laws and policies mandating energy conservation, sustainability, performance, fiscal stewardship goals, and those limiting the growth of the Federal real property inventory, such as “Freeze the Footprint.”⁶ Consolidation also furthers the goals of the DOI *Strategic Sustainability Performance Plan* and programs such as “Service First.”⁷

Consolidation, however, must be implemented in a practical, sustainable, and mission-oriented manner. There are numerous up-front costs to consolidation, including the costs to renovate or build new facilities to house the collections, and to pack and move the collections. Such costs are often difficult to estimate and program. Other costs that must be included are for personnel to staff the facility and life-cycle costs related to ongoing and cyclic maintenance and utilities (escalated for inflation). However, funds for the construction of new facilities are rarely available, as are those to support additional staff at those facilities. Another consideration related to consolidation is the need to consult with local communities that have strong historical and cultural ties to collections regarding the potential impacts.

Examples of Accomplishments Reported by Bureaus

- **NPS** consolidation accomplishments included:
 - Archival collections from Tallgrass Prairie National Preserve were relocated to the Independence Multi-Park Facility in Missouri, which already includes collections from five parks.

⁶ See OMB Memorandum M-12-12, Section 3 at: <http://www.whitehouse.gov/blog/2013/03/14/freezing-footprint>.

⁷ Access the DOI *Strategic Sustainability Performance Plan* at: http://www.doi.gov/greening/sustainability_plan/index.cfm.

“Service First” is a partnership authority available to all agencies of the Departments of Agriculture and Interior, as authorized by the *Consolidated Appropriations Act of 2014* (Public Law 113-76).

- Fort Sumter NM, Charles Pinckney National Historic Site (NHS), and Moore's Creek National Battlefield developed a draft multi-park storage agreement.
- The new Mesa Verde NP Visitor and Research Center was completed. This eliminated a number of deficient facilities in the park when collections were relocated to the new building.
- Lyndon B. Johnson NHP (LYJO) completed archives and vehicle storage rehabilitation projects, and a collection storage plan for a new multi-park repository.
- Collections from Padre Island National Seashore were relocated to LYJO.
- Bandelier NM began relocating a substantial portion of its park-based collection to the Western Archeological and Conservation Center to provide increased protection from wildland fires, floods, and pests that commonly occur.
- Archeological collections from three northeastern parks were moved to the Northeast Museum Services Center.

Pertinent Goals Reported by Bureaus

- **IM** is currently working to find a consolidated storage facility to hold the collections currently housed at three off-site non-bureau facilities.
- **NPS** goals include:
 - Moving collections from five parks to the Southern Campaign of the American Revolution museum storage facility at Guilford Courthouse National Military Park.
 - Beginning construction of a multi-park collections storage facility at Great Smoky Mountains NP in 2014 to house collections from at least five southeastern parks.
 - Relocating infrequently used history and archival collections from Martin Van Buren NHS to the storage facility at Roosevelt-Vanderbilt.
 - Consolidating collections at Fredericksburg and Spotsylvania National Military Park into a new, more efficient storage facility in FY 2015, which will eliminate several substandard facilities.

Pertinent Issues Reported by Bureaus

- **NPS's Park Museum Collection Storage Plan** is a service-wide analysis of the bureau's collections storage needs and provides many recommendations for efficiencies through consolidation. In the six years since the plan was developed, the necessary funds for implementation have not been realized.

Departmental Analysis

The bureaus have made a concerted effort to reduce the number of facilities that house their collections in recent years. Major consolidation efforts, however, require substantial capital investment, particularly in the planning, construction, and initial implementation phases. Such funding is increasingly difficult to obtain and the bureaus' current funding levels are inadequate to meet these needs. In response, bureaus have implemented more modest efforts using existing funds, when available, and other creative approaches such as partnerships with other organizations and various Federal, state, and local agencies. A comprehensive program to consolidate collections Department-wide, however, will prove to be an elusive goal without a dedicated budget of sufficient size.

Many of DOI's partners experience similar funding challenges. A multi-agency museum storage facility planned for Fort Vancouver NHS (FOVA) would have accommodated collections from FOVA and seven other NPS units in Oregon and Washington. The facility, which was to be financed by the Columbia River Crossing project, was cancelled after the states of Washington and Oregon terminated the project. In Nevada, the unexpected closure of the Harry Reid Center's collections repository in 2013 required BLM, BR, FWS, IA, and NPS to quickly develop contingency plans and relocate their collections to other area facilities. This dispersal of collections from a central facility runs counter to DOI's goal to consolidate collections in order to promote efficiencies in the management and use of DOI collections.

MUSEUM COLLECTION PARTNERSHIPS

DOI has also worked with a variety of agencies, museums, universities, and other organizations for the benefit of both the public and each partner. These relationships have been primarily in support of resources management, education, special youth initiatives, expanded outreach efforts, exhibits, cataloging, preservation, and research. Partnerships are an important asset to any museum program, and DOI is committed to strengthening these partnerships and establishing new ones—especially museum collection partnerships, which focus on the enhanced preservation and use of DOI museum collections. Additional partnerships of this kind should result in expanded capacities, expertise, funding, and other possibilities.

Examples of Accomplishments Reported by Bureaus

- **BLM** accomplishments included:
 - The implementation of Phase 2 of the Dolores Archaeological Program, an Anasazi Heritage Center (AHC) - McElmo Canyon Research Institute partnership. The project, supported by a Colorado State Historical Fund grant, supported rehousing and inventorying of the artifacts (Figure 14).
 - Development of a National Conservation Lands science proposal by the Crow Canyon Archaeological Center, Dolores High School, and AHC to support the work of students to refine Basketmaker III chronology in the region using AHC's collection.
 - The AHC provided support to San Juan National Forest, Colorado College, and History Colorado to provide temporary housing for human remains and associated funerary objects pending disposition under NAGPRA.
 - Extending BLM's original exhibit partnership with the Las Cruces Museum of Nature and Science into an ongoing, multi-faceted relationship that features shared programming, outings, and other educational and immersive experiences.
 - Establishing a partnership between the Lower Sonoran Field Office and the Arizona Archaeological Society to process and prepare artifacts for curation from the Black Mountain data recovery project.
- **IACB** accomplishments included:
 - Establishing partnerships with three NPS units located near two IACB museums. These relationships will provide NPS staff and visitors access to IACB resources and expertise and provide the IACB museums with access to expanded audiences.
 - Discussions concerning future partnerships with several tribal schools in Montana, South Dakota, and Oklahoma to support an Indian Youth Art Competition and Exhibition that IACB is developing.
- **IM** continued to build upon its successful partnership with the Environmental Film Festival in the Nation's Capital.
- **NPS** accomplishments were numerous; some examples included:



Figure 14: BLM contractor at work on Phase 2 of the Dolores Archaeological Program

- Cape Cod National Seashore developed a partnership with a local high school. Students scanned and studied the William Sears Nickerson Papers, which highlight the last Native Americans living on the lower cape in the late 1800s.
- Dry Tortugas NP partnered with the 482nd Civil Engineer's Squadron, U.S. Air Force Reserve, to construct reproduction gun platforms for four cannons on exhibit.
- Jean Lafitte NHP and the National Geographic Society conducted a Bioblitz at the park and worked to ensure the proper curation of all natural history specimens collected.
- Representatives from the 24 tribes associated with Mesa Verde NP served on the building and exhibits design teams for the new park Visitor and Research Center.
- **PAM**, working with the bureaus, initiated the *DOI Plan for Pursuing Museum Collection Partnerships*. The plan, which is an action item for closing OIG recommendation #8, is to be finalized in FY 2014.
- **PAM, BLM, FWS, and IA** staff presented papers about DOI collections at the AAM annual meeting in Baltimore, which stimulated active discussion with a large audience about partnership potentials.
- **PAM** met with staff from Heritage Preservation to discuss potential partnership opportunities related to museum training, collections management, and the use of Federal collections.
- **PAM** funded ten undergraduate and graduate level interns through the National Council for Preservation Education internship program for BLM, FWS, IA, IACB, and IM.

Pertinent Goals Reported by Bureaus

- **BR** plans to raise awareness of, and improve access to, museum property by pursuing partnerships with other entities to aid in managing museum collections.
- **PAM** and the bureaus plan to formalize partnerships with AAM, Heritage Preservation, and other national organizations in FY 2014.

Pertinent Issues Reported by Bureaus

None reported.

Departmental Analysis

BLM, IACB, IM, and NPS provided a number of examples of their current partnerships. Although each of these relationships was important and mutually beneficial, those that involved high school students were particularly noteworthy. These collaborations produced tangible, valuable outcomes. The bureau units were able to address previously unmet preservation, education, and resources management needs. The students were introduced to new ideas; acquired valuable new skills and knowledge; gained a better understanding of history and resources management through practice; and learned about college coursework, employment opportunities, and meaningful careers related to museums and resources management.

PAM and the bureaus reached out to two new potential partners: AAM and Heritage Preservation. DOI's goal is to develop formal partnerships with the two organizations, especially initiatives related to professional training, Federal collections, and youth, including minorities and underrepresented populations. At the same time, DOI remains strongly committed to capacity-building, strengthening, and promoting ongoing outreach endeavors directed towards its neighbors, stakeholders, gateway communities, and traditionally underserved communities.

The OIG recommended increasing collection management partnerships (Appendix 1, Table 1, #8), which is a goal that the bureaus are working towards. It is important to recognize, however, that additional partnerships cannot compensate for insufficient levels of staffing and funding for bureau museum programs. It is also possible that some potential partners are interested in establishing a relationship

with DOI to address their own organization's limitations, and lack the capacity to meet DOI's extensive needs. Effective partnerships require mutual commitments to allow for effective utilization of resources. Unfortunately, many bureau units have recently experienced significant reductions in capacity. Even so, the bureaus are hopeful that additional partnerships can be developed and implemented in the coming years, building upon the many successful relationships described above.

ACCESS AND USE

The museum collections held in trust by DOI for all Americans are, with some restrictions, freely available for historical and scientific research, exhibits, interpretive programs, and other educational endeavors. These collections have been, and will continue to be, open and accessible for appropriate uses that are in the public interest and will not negatively impact the collections.

Examples of Accomplishments Reported by Bureaus

- **BR** accomplishments included:
 - The Lower Colorado Dams Office completed a project to digitize newspaper articles from the Hoover Dam Collection. The collection is available on the web at: <https://www.usbr.gov/lc/hooverdam/collection.html>.
 - Paleontological collections managed by the Pacific Northwest Region were loaned to the Idaho Museum of Natural History for several scientific research projects and exhibits.
- **BLM's** AHC installed three temporary exhibits: *Arches* by Stanton Engleheart, *Ancient Skywatchers of the Southwest* by John Ninneman, and *Mountain Lion*, on loan from Fort Lewis College.
- **FWS's** DeSoto NWR re-opened the 1865 steamboat *Bertrand* exhibit. The nationally significant *Bertrand* collection was evacuated from the refuge's visitor center in 2011 due to record flooding of the Missouri River.
 - **IA** developed a virtual exhibit of art and ethnographic objects selected from across the nation at: <http://www.indianaffairs.gov/cs/groups/xofecr/documents/document/idc1-023068.pdf>.
- **IACB** museums developed the following public programs:
 - The Museum of the Plains Indian presented three special exhibits on the works of Karen Goulet, Scott Arnoux, and Stacy Gilham Keller, and also periodically featured demonstrating artists.
 - The Sioux Indian Museum installed a new permanent exhibit, *Living in the Natural World*, which featured historic and contemporary arts and crafts from the museum's permanent collection. It also presented three special art exhibits on the works of Megan Sweets, Frederick Clarin, and Stephanie Hunter Sorbell.
 - The Southern Plains Indian Museum presented five temporary exhibits featuring the works of artists Jeff Yellowhair, Gwen Coleman Lester, Jeff Wall, Michael Elizondo Jr., and Roy Boney Jr.
- **NPS** accomplishments included:
 - NPS museum staff responded to 123,599 public research requests and 23,150 research requests.
 - Golden Gate NRA hosted two open house events in connection with the park's 40th birthday. Staff displayed objects from storage and explained how the park manages and cares for the collection. Two television stations and a local newspaper covered the events.
 - Martin Luther King, Jr. NHS presented an exhibit *Mine Eyes Have Seen...* to celebrate the 50th anniversary of the March on Washington by showcasing the photographs of Bob Alderman.
 - Mesa Verde NP held a grand opening for the park's new Visitor and Research Center, which houses the park's museum collection of over 3 million objects and has viewing windows into museum storage and processing room.

- Valley Forge NHP developed a new exhibit, *Ice Age Fossils at Valley Forge: The Port Kennedy Bone Cave Excavation*, which features local fossils excavated by the Academy of Natural Sciences in the 1870s and 1890s.
- WASO MMP developed three new Teaching with Museum Collections lesson plans: *Making a Scene: How Landscape Artists Contributed to the Establishment of the National Park System*, *Antietam: The Aftermath*, and *I Like Mamie!*

Pertinent Goals Reported by Bureaus

- **BLM**, working with its partner, the Idaho Museum of Natural History (IMNH), plans to develop new exhibits at IMNH featuring BLM collections recovered from over 2,000 archaeological sites on BLM-managed public lands in Idaho that document the region’s 13,000 years of human occupation.

Pertinent Issues Reported by Bureaus

- **IACB’s** Southern Plains Indian Museum experienced significant damage from severe weather in April 2013, which necessitated the closure of several exhibits until the building could be repaired.

Departmental Analysis

The bureaus continued to increase access to their collections for scientific and cultural research, education, community history, and other uses. Bureau staff responded to research requests, developed exhibits, and used the Internet to provide object catalog information, online exhibits and tours, and collections-based lesson plans. These activities are a high priority for all the bureau museum programs, but require funding and staffing resources.

BLM, IA, IACB, and NPS reported on a number of new exhibits, including online exhibits. Exciting new research was conducted on a number of BR paleontology specimens at the IMNH, including DNA extraction, isotopic analysis, radiocarbon dating, and geochemical analyses. Such research, which continues to expand scientific understanding, is an important by-product of DOI’s many partnerships. IACB continued its important work with Tribal artists and elders, making contemporary Native art and traditional cultural skills and lifeways accessible to visitors, especially youth. At the same time, DOI collections continued to be used in traditional ceremonies by American Indians and Native Alaskans. These successes also provide ideas for articles in PAM’s *Interior Shelves* newsletter, which highlights how the public experience and use DOI collections and was published twice in FY 2013 at: <http://www.doi.gov/museum/interior-shelves.cfm>.



Figure 15: Schoolchildren at the Southern Plains Indian Museum, IACB photo

Ensuring the public’s access to their collections, while at the same time providing for the collections’ long-term preservation, is an important responsibility entrusted to the bureaus. Based upon the many accomplishments reported in FY 2013, the bureaus are fulfilling their obligations in this regard.

PROFESSIONAL TRAINING

All DOI museum staff require professional training. It must be an ongoing process; training *cannot* be merely a one-time goal. An effective program should include initial training when a staff member is first hired, “refresher” courses, and continuing education in the latest principles and techniques used in museum collections management. Anything less will impede DOI’s ability to provide the proper levels of care, preservation of, and access to the museum collections under its stewardship.

Examples of Accomplishments Reported by Bureaus

- **IA** training accomplishments included:
 - IA staff provided technical assistance and training in managing museum collections to facility field staff in a number of offices and schools.
 - IA staff attended training in NAGPRA, Indian law and policy, collections care, disaster planning, and various sessions at the AAM meeting.
- **NPS** provided archives training related to use of the archives module of ICMS.
- **PAM** training initiatives included:
 - Working with the IMPC to establish a distance learning program based on the popular DOI *Managing Museum Property* course, featuring webinars and DOI Learn courses.
 - Establishing the DOI Museum Training Team (with representatives from five bureaus) to assist the IMP training manager with the further development of long-distance training program.
 - Contracting with Re:discovery Software to develop three additional training videos on ICMS, which were launched on DOI Learn for viewing at any time.

Pertinent Goals Reported by Bureaus

- **BLM** will support training opportunities for BLM staff and repository partner staff to improve stewardship of the bureau’s museum collections.
- **BR’s** accountability goals include ensuring that staff with museum property responsibilities receive training in collections care and records management.
- **IA** will provide on-site and long-distance training for facility field staff for the identification, care, and housing of museum collections.
- **IACB** plans to develop and distribute a training video for museum staff on the handling and movement of objects.

Pertinent Issues Reported by Bureaus

- **BLM** reported that its cultural specialists and paleontologists are highly qualified professionals in their disciplines, but many do not have experience or training in collections management. This restricts BLM’s ability to negotiate repository agreements and provide oversight and assistance on collections issues. Attempts to provide such training were hampered by travel restrictions.
- **FWS** reported that its Regional Museum Property Coordinators (all of whom serve on a collateral duty basis) lack extensive training or experience in managing museum collections.
- **IA** reported that it lacks trained staff to manage its museum collections on a day-to-day basis at field locations. Training is required for IA’s collateral duty museum staff because the IA regions are unable to fund full-time professional museum field staff.
- **USGS** reported that fee-based training, travel, and all other discretionary expenditures were eliminated to avoid costs.
- **PAM** was unable to present classroom-based training in FY 2013 due to continuing travel restrictions and budget limitations DOI-wide due to the sequester.

Departmental Analysis

Training for museum property management staff—especially for those whose museum responsibilities are a collateral duty—must be a continual, high-priority initiative DOI-wide. It is an investment in people, resources, and capacity. Management support and funding for ongoing training programs are critical for successful, sustainable, and long-term museum management programs at each bureau.

Several bureaus reported that insufficient funding, combined with persistent travel restrictions, greatly reduced or even totally eliminated the ability to provide adequate staff training. These constraints put the collections at greater risk. In contrast, continued training provides staff with the opportunity to learn about the most current techniques, procedures, materials, and equipment for up-to-date collections management. The need for training is crucial, as many of the bureaus' museum management responsibilities are carried out by collateral duty staff, due to a lack of full-time curators. In these instances, the archaeologist, biologist, historian, ranger, or other staff usually has minimal time for museum work and has limited collections management experience.

PAM began working with the IMPC to strengthen its distance learning program through webinars and DOI Learn courses centered on the popular classroom-based DOI *Managing Museum Property* course. These courses will provide crucial educational opportunities for bureau (especially collateral duty) staff in FY 2014 and beyond, although they are no substitute for the more conventional classroom approach. Travel restrictions and budget constraints notwithstanding, it is essential for PAM and the bureaus to develop the means to reestablish some form of classroom-based training. An effective, sustainable way forward is a combination of various online courses and webinars that support at least one classroom training per year. Anything less shortchanges the public, DOI staff, and most importantly, DOI collections.

APPENDIX 1: STANDARDS AND REFERENCES

Table 1: Office of Inspector General Recommendations, 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 Departmental Manual 411. |
| 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 Departmental Manual Part 411 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 DM Part 411. |

Table 2: Commonly Used Acronyms

| Acronym | Meaning |
|----------------|--|
| 411 DM | Departmental Manual, Part 411 |
| AHC | Anasazi Heritage Center, BLM |
| EPC | Museum Property Executive Program Committee |
| FTE | Full Time Equivalent (Federal employee) |
| FY | Fiscal Year |
| ICMS | Interior Collection Management System |
| IMP | Interior Museum Program |
| IMPC | Interior Museum Property Committee |
| MOA | Memorandum of Agreement |
| MOU | Memorandum of Understanding |
| NAGPRA | Native American Graves Protection and Repatriation Act |
| NHP | National Historical Park |
| NHS | National Historic Site |
| NM | National Monument |
| NP | National Park |
| OIG | Office of Inspector General |
| PAM | Office of Acquisition and Property Management |
| SOCS | Scope of Collection Statement |

APPENDIX 2: CHARTS AND STATISTICS

| Chart A: FY 2013 U.S. Department of the Interior Museum Data | | | | | | | | | |
|---|--|--------------------------|---------------------------|--|--------------------------|---------------------------|--|--------------------------|---------------------------|
| Resources - Total funds expended by Bureau to manage museum property in FY2013 = \$26,400,578 | | | | | | | | | |
| Resources - Total FTE used by Bureau to manage museum property in FY2013 = 703.95 FTE | | | | | | | | | |
| Number of Bureau/Office Units Managing Museum Property: 590 | | | | | | | | | |
| Number of Other Facilities Holding Museum Property for Bureaus/Offices: 1008 | | | | | | | | | |
| Discipline | Number of Objects in Bureau Facilities | | | Number of Objects in Non-Bureau Facilities | | | Total Number of Bureau/Office Objects | | |
| | # Objects | # Cubic ft. ¹ | # Linear ft. ² | # Objects | # Cubic ft. ¹ | # Linear ft. ² | # Objects | # Cubic ft. ¹ | # Linear ft. ² |
| Archeology | 42,717,996 | 0 | 0 | 14,720,543 45,493 lots | 10,768 | 0 | 57,438,539 45,493 lots | 10,768 | 0 |
| Archives | 119,356,738 | 0 | 2,522 | 2,960,744 | 0 | 338 | 122,317,482 | 0 | 2,860 |
| Art | 108,508 | 0 | 0 | 1,700 | 0 | 0 | 110,208 | 0 | 0 |
| Biology | 2,057,847 | 0 | 0 | 1,170,520 | 0 | 0 | 3,228,367 | 0 | 0 |
| Ethnography | 32,398 | 0 | 0 | 2,617 | 0 | 0 | 35,015 | 0 | 0 |
| Geology | 73,559 | 0 | 0 | 9,601 | 0 | 0 | 83,160 | 0 | 0 |
| History | 3,997,399 | 0 | 0 | 12,031 | 360 | 0 | 4,009,430 | 360 | 0 |
| Paleontology | 345,355 | 0 | 0 | 999,477 | 0 | 0 | 1,344,832 | 0 | 0 |
| TOTAL NUMBER OF OBJECTS | 168,689,800 | 0 | 2,522 | 19,877,233 45,493 lots | 11,128 | 338 | 188,567,033 45,493 lots | 11,128 | 2,860 |

¹ Objects are reported using cubic feet.

² Archives are reported using linear feet.

Chart B: FY 2013 Status of Cataloging and Condition of Cataloged Interior Museum Collections

| Bureaus and Offices | Estimated Total Collection Size in FY 2012 | | | Additions Since Last Report | | | Withdrawals Since Last Report | | | Estimated Total Collection Size in FY 2013 | | | 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 ¹ | | |
|-----------------------------|--|---------------|--------------|-----------------------------|-------------|--------------|-------------------------------|-------------|--------------|--|---------------|--------------|--|--|---|------------|-----------|
| | # Objects | # Cubic ft. | # Linear ft. | # Objects | # Cubic ft. | # Linear ft. | # Objects | # Cubic ft. | # Linear ft. | # Objects | # Cubic ft. | # Linear ft. | | | Good | Fair | Poor |
| BLM | 9,962,157 | 4,497 | 2,528 | 167,475 | 0 | 0 | 28,642 | 0 | 0 | 10,100,990 | 4,497 | 2,528 | 6,015,171 | 1,260,176 | 88% | 12% | 0% |
| BR | 8,540,015 | 0 | 0 | 160,180 | 0 | 0 | 16,302 | 0 | 0 | 8,683,893 | 0 | 0 | 5,962,858 | 2,377,418 | 76% | 23% | 1% |
| BSEE | 53 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 53 | 0 | 0 | 53 | 53 | 100% | 0% | 0% |
| FWS | 4,430,327 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 4,430,327 | 0 | 0 | 2,620,977 | 1,105,391 | 100% | 0% | 0% |
| IA² | 2,875,335 | 6,704 | 289 | 53 | 0 | 43 | 71,537 | 0 | 73 | 2,803,851 | 6,631 | 259 | 1,438,721 | 356,073 | 59% | 38% | 3% |
| NPS | 159,843,235 | 0 | 0 | 2,823,809 | 0 | 0 | 189,146 | 0 | 0 | 162,477,898 | 0 | 0 | 104,656,080 | 104,402,619 | 64% | 33% | 3% |
| USGS | 52,132 | 0 | 0 | 376 | 0 | 0 | 0 | 0 | 0 | 52,508 | 0 | 0 | 52,132 | 29,000 | 99% | 1% | 0% |
| <i>Departmental Offices</i> | | | | | | | | | | | | | | | | | |
| IACB | 11,085 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 11,085 | 0 | 0 | 11,000 | 11,000 | 85% | 15% | 1% |
| IM | 6,124 | 0 | 0 | 187 | 0 | 0 | 0 | 0 | 0 | 6,311 | 0 | 0 | 6,311 | 6,197 | 77% | 17% | 5% |
| OST | 117 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 117 | 0 | 0 | 117 | 117 | 98% | 0% | 2% |
| DOI Totals | 185,720,580 | 11,201 | 2,817 | 3,152,080 | 0 | 43 | 305,627 | 0 | 73 | 188,567,033 | 11,128 | 2,787 | 120,763,420 | 109,548,044 | 65% | 32% | 3% |

¹ 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.

²IA Notes that "Estimated Total Collection Size in FY 2012" does not include 45,429 lots. 64 lots were added in FY 2013. This yields a total of 45,493 lots in FY 2013.

Chart C: FY 2013 Additions and Withdrawals to Museum Collections, 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 | |
| 2012 TOTALS | 56,325,248 | 45,429 | 10,841 | 120,691,030 | 2,817 | 111,106 | 3,167,059 | 35,333 | 85,239 | 3,978,798 | 360 | 1,326,767 | 185,720,580 |
| 2013 Additions | 1,186,023 | 64 | 0 | 1,827,072 | 43 | 288 | 63,515 | 1,346 | 600 | 55,128 | 0 | 18,108 | 3,152,080 |
| 2013 Withdrawals | 72,732 | 0 | 73 | 200,620 | 0 | 176 | 2,207 | 51 | 21 | 29,777 | 0 | 43 | 305,627 |
| <i>Bureaus</i> | | | | | | | | | | | | | |
| BLM | 9,409,237 | 0 | 4,497 | 0 | 2,528 | 0 | 0 | 99 | 0 | 6,901 | 0 | 684,753 | 10,100,990 |
| BR | 7,094,057 | 0 | 0 | 1,561,341 | 0 | 325 | 0 | 5 | 14 | 3,631 | 0 | 24,520 | 8,683,893 |
| BSEE | 0 | 0 | 0 | 10 | 0 | 9 | 0 | 1 | 31 | 2 | 0 | 0 | 53 |
| FWS | 2,288,040 | 0 | 0 | 1,414,373 | 0 | 650 | 16,558 | 46 | 0 | 695,009 | 0 | 15,651 | 4,430,327 |
| IA | 1,412,726 | 45,439 | 6,271 | 1,383,956 | 332 | 3,477 | 0 | 1,976 | 0 | 1,716 | 360 | 0 | 2,803,851 |
| NPS | 37,234,444 | 0 | 0 | 117,957,802 | 0 | 102,553 | 3,160,514 | 23,845 | 85,289 | 3,293,554 | 0 | 619,897 | 162,477,898 |
| USGS | 0 | 0 | 0 | 0 | 0 | 76 | 51,181 | 1 | 0 | 1,250 | 0 | 0 | 52,508 |
| <i>Offices</i> | | | | | | | | | | | | | |
| IACB | 0 | 0 | 0 | 0 | 0 | 2,885 | 0 | 8,200 | 0 | 0 | 0 | 0 | 11,085 |
| IM | 35 | 0 | 0 | 0 | 0 | 1,126 | 114 | 2,455 | 484 | 2,086 | 0 | 11 | 6,311 |
| OST | 0 | 0 | 0 | 0 | 0 | 117 | 0 | 0 | 0 | 0 | 0 | 0 | 117 |
| 2013 TOTALS | 57,438,539 | 45,439 | 10,768 | 122,317,482 | 2,860 | 111,218 | 3,228,367 | 36,628 | 85,818 | 4,004,149 | 360 | 1,344,832 | 188,567,033 |

Chart D: FY 2013 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 | | | 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 |
| BLM | BLM facilities | 3 | 3 | 3 | 0 | 0 | 0 | 0 | \$0 | \$0 |
| | Non-bureau facilities | 153 | 140 | 129 | 6 | 5 | 60 | 13 | \$0 | \$0 |
| BR | BOR facilities | 10 | 9 | 6 | 1 | 2 | 1 | 1 | \$126,640 | \$0 |
| | Non-bureau facilities | 68 | 57 | 52 | 1 | 4 | 10 | 11 | \$0 | \$0 |
| BSEE | BSEE facilities | 3 | 3 | 3 | 0 | 0 | 0 | 0 | \$0 | \$0 |
| | Non-bureau facilities | 0 | 0 | 0 | 0 | 0 | 0 | 0 | \$0 | \$0 |
| FWS | FWS facilities | 117 | 110 | 65 | 45 | 0 | 0 | 7 | \$0 | \$0 |
| | Non-bureau facilities | 160 | 160 | 53 | 107 | 0 | 0 | 0 | \$0 | \$0 |
| IA | IA facilities | 89 | 83 | 50 | 28 | 5 | 25 | 6 | \$851,569 | \$0 |
| | Non-bureau facilities | 66 | 59 | 53 | 4 | 2 | 0 | 7 | \$0 | \$0 |
| NPS | NPS facilities | 324 | 324 | 236 | 72 | 16 | 148 | 0 | \$533,610,665 | \$1,686,551 |
| | Non-bureau facilities | 554 | 131 | 116 | 11 | 4 | 14 | 456 | \$2,000 | \$5,000 |
| USGS | USGS facilities | 1 | 0 | 0 | 0 | 0 | 1 | 0 | \$0 | \$0 |
| | Non-bureau facilities | 2 | 0 | 0 | 0 | 0 | 0 | 2 | \$0 | \$0 |
| <i>Departmental Offices</i> | | | | | | | | | | |
| IACB | IACB facilities | 3 | 2 | 1 | 0 | 0 | 0 | 2 | \$0 | \$0 |
| | Non-bureau facilities | 0 | 0 | 0 | 0 | 0 | 0 | 0 | \$0 | \$0 |
| IM | IM facilities | 1 | 1 | 0 | 1 | 0 | 1 | 0 | \$0 | \$747,000 |
| | Non-bureau facilities | 5 | 2 | 2 | 0 | 0 | 0 | 4 | \$0 | \$0 |
| OST | OST facilities | 6 | 6 | 6 | 0 | 0 | 6 | 0 | \$0 | \$0 |
| | Non-bureau facilities | 0 | 0 | 0 | 0 | 0 | 0 | 0 | \$0 | \$0 |
| Departmental Totals | Bureau facilities | 557 | 541 | 370 | 147 | 23 | 182 | 16 | \$534,588,874 | \$2,433,551 |
| | Non-bureau facilities | 1,008 | 549 | 405 | 129 | 15 | 84 | 493 | \$2,000 | \$5,000 |