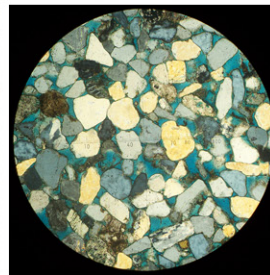


DEPARTMENT OF THE INTERIOR MUSEUM PROPERTY MANAGEMENT SUMMARY REPORT



FISCAL YEAR
2010

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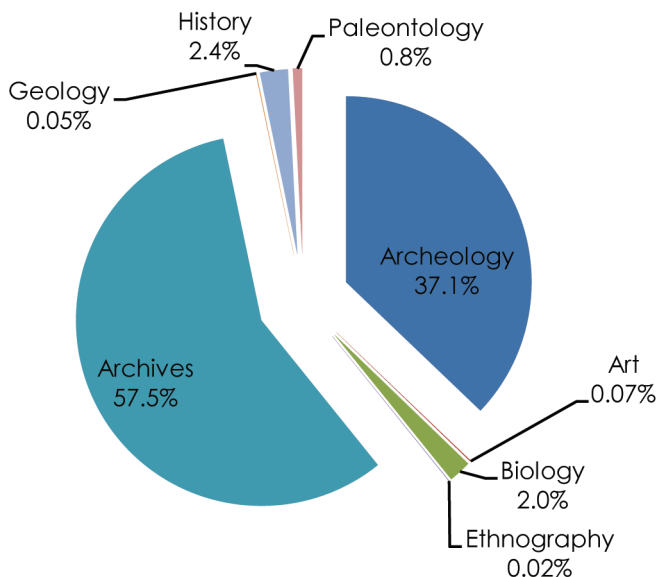
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EXECUTIVE SUMMARY

This report presents the Fiscal Year (FY) 2010 museum program resources, goals, accomplishments, issues, and the size and nature of collections reported by the bureaus and offices (“bureaus”) of the Department of the Interior (DOI). These collections comprise a significant proportion of the cultural and natural resources for which DOI bureaus are stewards. They are intimately linked to historic, archeological, ethnographic, paleontological, and other natural history sites and localities on bureau lands. DOI bureaus hold museum collections in public trust, and are obligated to care for, account for, and provide use of the collections and associated information for the benefit of the public.

The Office of Inspector General (OIG) conducted an audit of DOI museum collections during FY 2008-2009, issuing a report of its findings and 13 recommendations that influenced some bureau and the Interior Museum Program (IMP) activities in FY 2010.

Figure 1: DOI Collection by Discipline FY 2010



The estimated number of items managed by the bureaus as museum property at the close of FY 2010 was more than 159 million, an increase of more than 800,000 items since FY 2009. Museum collections are classified into eight disciplines: archeology, archives, art, biology, ethnography, geology, history, and paleontology (Figure 1). The majority of DOI collections are archives and archeological objects, although holdings of historical objects and biological specimens are notable.

Collections housed in bureau facilities totaled more than 132 million items (83%) in FY 2010. Collections housed in non-bureau facilities totaled more than 27 million items (17%). However, the size of the National Park Service

(NPS) collection (nearly 126 million items) and the number of NPS facilities skew the interpretation of facility data for the other bureaus. Of the more than 33 million items managed by bureaus other than NPS, 39% were housed in bureau facilities and 61% were housed in non-bureau facilities. Partnerships to house collections in non-bureau facilities are the principal method of long-term collections management for several bureaus other than NPS, such as Bureau of Reclamation (BOR), Bureau of Land Management (BLM), U.S. Fish and Wildlife Service (FWS), Indian Affairs (IA), and U.S. Geological Survey (USGS).

Of the museum property items reported in FY 2010, more than 97 million items (61%) were cataloged. This was a 13% increase in the number of items cataloged since FY 2009. However, bureaus still faced issues resolving accessioning and cataloging backlogs in FY 2010.

Bureau collections were housed in 577 bureau facilities in FY 2010, of which 571 (99%) have been evaluated and 272 (47%) were in “good” condition, meeting at least 70% of DOI Facility Condition Standards. Bureau collections were also housed in 848 non-bureau partner facilities, of which 353 (42%) have been evaluated and 178 (21%) were in “good” condition.

Department-wide resources allocated to museum activities totaled at least \$32.7 million in FY 2010. Personnel included approximately 654 staff. Overall funding amounts increased by more than \$4 million from FY 2009. Bureaus that allocated additional funds for museum property management activities were BLM, Department of the Interior Museum (DOIM), and NPS. Bureaus with reduced funding were BOR and the Indian Arts and Crafts Board (IACB). The FWS, IA, and USGS maintained relatively stable funding, while the Bureau of Ocean Energy Management, Regulation and Enforcement (BOEMRE) and Office of the Special Trustee for American Indians (OST) only allocated funding for partial salaries of property personnel.

This report begins with an overview of bureau personnel and funding resources, followed by topical sections that focus on information requested in the memo “Call for Bureau Museum Property Management Data for FY 2010.” Several sections also cover themes found to be common to many bureaus during analysis by the IMP. Each section includes associated bureau goals, examples of accomplishments and issues related to the topic, and a departmental analysis provided by the IMP. The topics are Scope of Collection Statements, Documentation and Accountability, Accessioning and Cataloging Backlogs, Inventory, Bureau Facilities and Deferred Maintenance, Partnerships with Non-Bureau Facilities, Access and Use, and Professional Training.

Based on the bureaus’ key goals and issues and the OIG’s recommendations issued in FY 2010, the IMP and bureaus, when feasible, should focus on a number of objectives over the next five years, including:

- Hire or contract professionally trained bureau and IMP staff to manage museum collections and to work with non-bureau partners.
- Develop consistent bureau funding sources for managing bureau museum collections.
- Raise awareness to incorporate funding for collections management during the project planning and programming phases of infrastructure development and facility design and construction.
- Promote partnerships among the DOI bureaus to work toward eliminating duplication of effort at non-bureau facilities when conducting facility condition assessments and inventories and to evaluate collection consolidation.
- Partner with discipline specialists in archeology, paleontology, and other pertinent disciplines to develop standardized methods and decision-making criteria for responsible recovery of collections during fieldwork.
- Update DOI policy with emphasis on documentation, accountability, and preservation of DOI museum collections.

INTRODUCTION

The responsibilities of DOI bureaus with museum collections are extensive, multi-faceted, and often required by statute. An important duty is to preserve, manage, and account for the cultural and natural history collections owned by the bureaus on behalf of the American public and for future generations. This is a critical trust issue because museum property embodies the history of the country, its inhabitants, and its environment. Dedicated bureau museum curators, technicians, and collateral duty staff manage DOI museum collections in order to educate, enlighten, and provide context for those generations who will one day inherit it. Partner organizations, such as university and state museums, also care for many bureau collections in non-bureau facilities. Bureau collections are used by scholars and researchers to study, interpret, and understand the world and its evolution.

The Office of Acquisition and Property Management (PAM), through the IMP, provides oversight of the management and care of bureau museum collections. The PAM established policy on museum property and codified it in Part 411 of the Departmental Manual (411 DM). Chapter 2 of 411 DM requires the bureaus to report annually on the state of their collections in the previous fiscal year following a prescribed format, including completing charts on museum data (Appendix I: Charts A - D). The IMP compiles bureau submissions each year to determine their progress and to identify the challenges they face managing their museum collections.

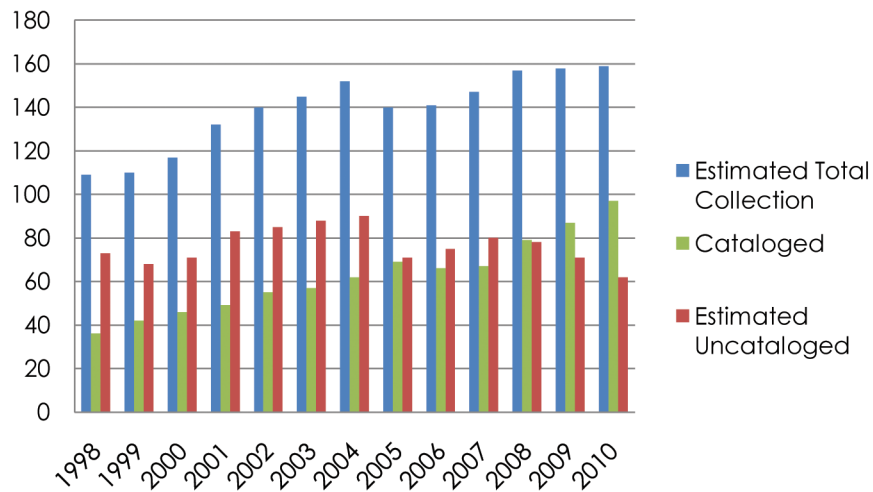
Bureaus manage their collections according to their missions. Accordingly, some bureaus focus largely on museum property management, predominately in either bureau facilities or non-bureau facilities, and other bureaus focus on administering museums. Despite these differences, bureaus face many similar issues. This report summarizes the bureau annual reports on museum property in FY 2010 and provides a critical look at DOI's collective efforts to meet its responsibilities to the American public.

By the close of FY 2010, the total DOI museum collection was estimated to be more than 159 million items, primarily consisting of archives¹ (more than 91 million items, or approximately 57,000 linear feet) and archeological objects (more than 59 million) (Appendix I: Chart A). The collection included almost 4 million historical and ethnographic items and more than 109,000 art objects. For natural history collections, there were approximately 3.1 million biological specimens, 1.2 million paleontological specimens, and more than 77,000 geological specimens. Since FY 1998, bureau collections have continued to grow through compliance work prior to development on bureau land, donation, and discovery of existing collections in bureau and non-bureau facilities (Figure 2). Overall, museum collections have increased by more than 800,000 items since FY 2009 with notable growth in BLM and NPS collections.

The responsibility to account for and preserve the DOI collection increases as the collection grows. Bureau accountable officers and custodial officers are responsible for museum property accountability, including inventory, while curatorial staff directly manage museum property and work with staff at non-bureau facilities that curate bureau collections. The bureaus' annual summary reports provide a synopsis of the resources, goals, accomplishments, issues, collection size, management oversight, and history of the museum property program. Many bureaus are revising their bureau plan for managing museum property.

¹ The "Archives" discipline type of museum property was called "Documents" in previous years of bureau reporting. Archives will be used from this FY 2010 summary report onwards. Following professional archival standards, archives will be reported in linear feet rather than item count beginning in FY 2011, unless a bureau has an accurate item count. Currently, one linear foot equals a count of 1,600 archival items per 411 DM. Also, cataloging and reporting of digital archives has not been adequately addressed by DOI and needs to be a focus of future efforts to ensure accountability of this museum property.

Figure 2: DOI Museum Collection, FY 1998 - 2010



Note: Collection numbers have been rounded to the nearest million.

Two important audit reports were released in FY 2010 related to DOI museum collections. Based on information collected in FY 2008 and 2009, the OIG issued the report *Department of the Interior, Museum Collections: Accountability and Preservation* (C-IN-MOA-0010-2008), which included twelve recommendations to the Assistant Secretary – Policy, Management and Budget to improve museum property management (Table 1). This report influenced some bureau and IMP activities in FY 2010. Also, the Government Accountability Office (GAO) issued *Native American Graves Protection and Repatriation Act: After Almost 20 Years, Key Federal Agencies Still Have Not Fully Complied with the Act* (GAO-10-768). Several bureaus had goals related to compliance with NAGPRA in their FY 2010 museum property management summary reports, but they direct annual reporting requirements to the National NAGPRA office located at the NPS.

This consolidated DOI museum property summary report for FY 2010 discusses DOI-wide performance regarding the management of museum property using the annual bureau reports and in light of the OIG recommendations. Report sections are organized by specific topic focusing on FY 2010 reporting requirements articulated in the “FY 2010 Call for Bureau Museum Property Management Data” memo (FY 2010 Data Call memo). Also, the IMP found some topics to be common to many bureaus and therefore became of interest. Each topical section covers the related goals identified in the “Goals” section of the bureau reports, examples of accomplishments and issues reported by the bureaus, and a DOI-wide analysis. Topics are Scope of Collection Statements, Documentation and Accountability, Accessioning and Cataloging Backlogs, Inventory, Bureau Facilities and Deferred Maintenance, Partnerships with Non-Bureau Facilities, Access and Use, and Professional Training. Exclusion of a bureau from a particular topic does not mean lack of accomplishment or issue in that area. Rather, it means that it was not reported by the bureau. These topical sections are preceded by a short section on resources reported by the bureaus, including funding and personnel.

Table 1: OIG Recommendations Issued in FY 2010

1. Develop and implement a policy that provides for greater Department-level oversight of bureau museum programs to ensure that they comply with Departmental Manual requirements.
2. Revise 411 DM to require that bureaus comply with procedures established in the Museum Property Handbook, Volume II.
3. Develop and implement a comprehensive plan to be used by all bureaus to eliminate accessioning and cataloging backlogs so that all museum collections can be properly identified, tracked, and accounted for. The plan should identify the necessary resources, should consider some type of prioritization for more valuable objects, and address missing items.
4. Ensure that the Scope of Collection Statement of every site is reviewed and updated at least every 5 years, as required by 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 resolved.)
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.

RESOURCES - PERSONNEL AND FUNDING

Bureaus employed approximately 654 Full-Time Equivalent (FTE) personnel and expended approximately \$32.7 million to manage museum property (Figures 3 and 4). Several bureaus allocated some increased funding; however, NPS allocated \$3 million of the \$4 million increase. The overall inadequacy of funding and staffing resources can best be evaluated in light of the estimated collection size of each bureau, particularly for the land-managing bureaus (Figure 5). It is important to note that the NPS data in Figures 3 - 5 are captured in a footnote because the large numbers of NPS personnel, funding, and estimated collection size skew the data for all the other DOI bureaus.

Compared to FY 2009, the reported FTE increased slightly at six bureaus (IA, BLM, BOEMRE, FWS, NPS, USGS), decreased slightly at two bureaus (IACB, DOIM), and remained the same at two bureaus (BOR, OST). Three bureaus allocated more funding (BLM, DOIM, NPS), two bureaus allocated less funding (BOR, IACB), and three bureaus had relatively stable funding (FWS, IA, USGS). BOEMRE and OST maintained minimal or no funding for collections care. It is noteworthy that BLM's funding more than doubled between

FY 2009 and FY 2010, which almost returned it to the FY 2008 funding level, while NPS's increase helped its program regain approximately 25% of its FY 2008 level. DOIM was allocated a nearly \$300,000 (17%) increase. On the other hand, BOR funding was reduced by nearly \$300,000 (17% decrease), which is less than its FY 2008 level. IACB underwent a 7% decrease, which is still above its FY 2008 funding level.

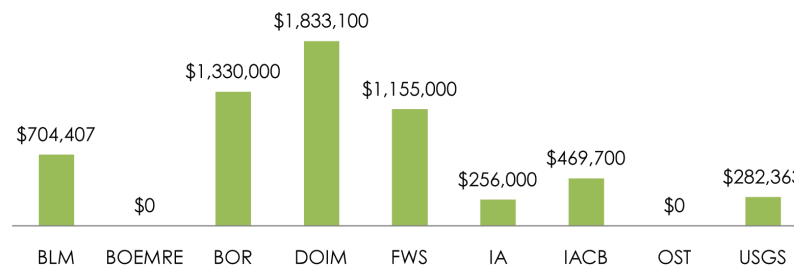
The bureaus used personnel and funding as effectively as possible in FY 2010. However, additional resources are needed to properly manage bureau museum collections, especially given the small amounts of funding and personnel relative to collection size (Figures 3, 4, and 5). Although two land-managing bureaus allocated some funding increases in FY 2010, collections continued to grow largely due to legal compliance mandates and discoveries of collections in bureau and non-bureau facilities, leading to additional management costs. Additionally, the OIG found a number of deficiencies in the many responsibilities necessary to manage DOI museum collections in its FY 2010 report. Many of these tasks are discussed in the bureau annual museum property management reports, which are summarized and analyzed in the following sections of this report.

Figure 3: FTE Personnel, FY 2010



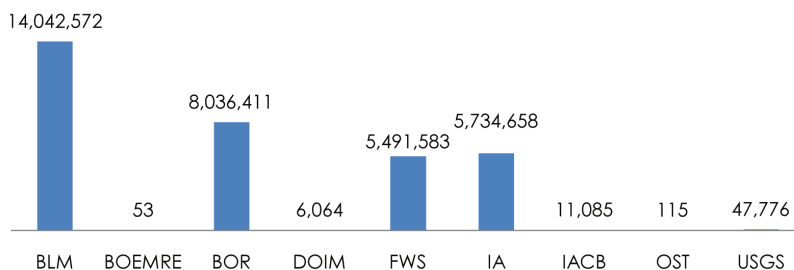
Note: NPS = 621 FTE.

Figure 4: Funding, FY 2010



Note: NPS = \$26.7 million.

Figure 5: Estimated Collection Size, FY 2010



Note: NPS = 125,905,569 items.

SCOPE OF COLLECTION STATEMENTS

A Scope of Collection Statement (SOCS) is an essential management document for museum property. It outlines the parameters of collecting activities, defines the purpose of the museum property collection, sets limits on collecting, and considers the uses of the collection, as required in 411 DM. The OIG report highlighted the need for bureaus to have adequate collections planning documents, including the SOCS. Beginning in FY 2010, bureaus were required to identify the status of the SOCS for each bureau collection unit in response to OIG recommendation #4 (Table 1). The bureaus identified 552 units that should have a SOCS.

PERTINENT GOALS REPORTED BY BUREAUS:

- **BOR** set a long-term goal to have current and complete documentation, including SOCS, and sufficient staffing.
- **IA** anticipates that all SOCS will be finalized, signed, and implemented throughout IA in FY 2011.
- **USGS** will revise and update a SOCS for the Biological Collections in Albuquerque, NM in FY 2011.

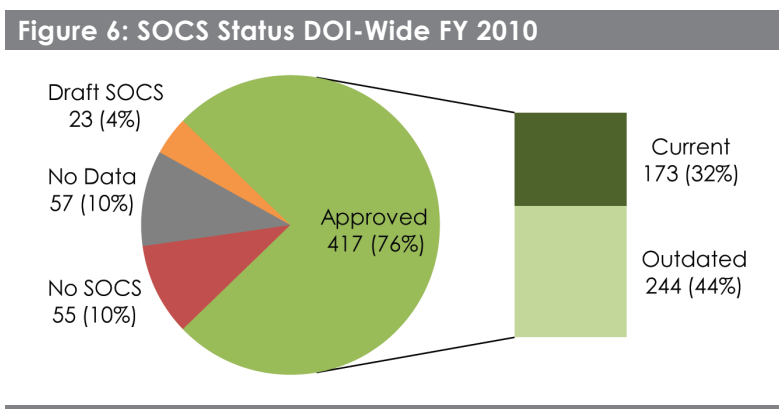
EXAMPLES OF ACCOMPLISHMENTS REPORTED BY BUREAUS:

- **BLM** updated the SOCS for the Anasazi Heritage Center.
- **BOEMRE** completed the BOEMRE Scope of Collection Statement.
- **BOR** staff attended the IMP-sponsored “Preparing Collections Management Plans” training course in Denver, Colorado. Two regions updated or drafted SOCS, and Reclamation’s bureau-wide SOCS is also scheduled to be updated in FY 2011.
- **IA** drafted SOCS for all the units identified in each IA region, covering the Bureau of Indian Affairs’ Regional Offices, agencies, and Bureau of Indian Education schools.
- **NPS** helped develop and teach the “Preparing Collections Management Plans” hands-on training course in Denver that focused on SOCS.

EXAMPLES OF ISSUES REPORTED BY BUREAUS: Bureaus reported no specific issues with SOCS.

DEPARTMENTAL ANALYSIS:

For all of DOI, 417 bureau units had an approved SOCS, 23 had a draft SOCS, 55 did not have a SOCS, and SOCS data were not reported for 57 units (Figure 6).



Twenty-three bureau units with draft SOCS included all 15 IA units and eight NPS units. These bureaus plan to have their draft SOCS approved in FY 2011.

Fifty-five bureau units acknowledged that they did not have a SOCS, including 10 BOR units, 15 FWS units, and 30 NPS units.

Fifty-seven bureau units did not report SOCS data, including 47 FWS units, nine NPS units, and one OST unit.

Most bureaus have written and approved SOCS for their units, but improvements could only be made. Seventy-six percent (N=417) of required SOCS have been approved (Table 2), of which 173 are current. The remainder needs to be updated and re-approved. Additionally, the SOCS that were non-existent, unknown, or in draft still must be written, updated, and approved.

Table 2: Approved SOCS per Bureau FY 2010 Reports

Bureau	Approved SOCS out of Total SOCS Bureaus Identified as Being Needed
BLM	3/3 (100%)
BOEMRE	1/1 (100%)
BOR	14/24 (58%)
DOIM	1/1 (100%)
FWS	53/115 (46%)
IA	0/15 (0%)
IACB	3/3 (100%)
NPS	340/387 (88%)
OST	No Data/1 (Unknown %)
USGS	2/2 (100%)
TOTAL	417/552 (76%)

Efforts should continue to achieve 100% completion of SOCS per 411 DM. IA is to be commended for recognizing the lack of SOCS for its units and actively working to remedy the deficiency. BOR, too, recognized the need to complete a number of SOCS and requested the IMP hold a training course, called “Preparing Collections Management Plans”, in FY 2010. This hands-on course assisted bureau staff in writing and updating their unit SOCS, utilizing instructors from NPS and IMP.

Since the SOCS dictates which collections will be accessioned by a bureau unit, it is critical for handling key issues such as collections

growth. Collections have grown by more than 800,000 items in the past year. It is clear from the FY 2010 data that bureaus need staff with the requisite skills, training, and time to create and update these critical baseline documents.

DOCUMENTATION AND ACCOUNTABILITY

Once a SOCS is approved for a unit managing a bureau museum collection, documentation of and accountability for that collection are key museum property management responsibilities. In 2005, the Assistant Secretary – Policy, Management and Budget designated the Interior Collections Management System (ICMS) as the DOI-wide mandatory information management database to document museum property. ICMS is an off-the-shelf software tool customized for DOI to document tasks such as accessioning, cataloging, loans, inventory, and deaccessioning, which are all critical for accountability.

PERTINENT GOALS REPORTED BY BUREAUS:

- **BLM** has an objective to use professional standards to identify, preserve, protect, and document museum collections and fulfill statutory, regulatory, and policy requirements for stewardship and accountability.
- **BOR** has a long-range goal to identify and enter all museum property in an appropriate information management system to allow use and tracking. A short-term goal is to implement ICMS and begin transferring all museum property data into ICMS.
- **FWS** intends to continue to correct identified deficiencies associated with the management of collections and meet DOI inventory, cataloging, and curation standards.
- **IACB** seeks to review collection records at all museums to account for museum objects using uniform standards, and adjust collection and ICMS records to reflect any changes.
- **OST** has a general long-range goal to maintain accountability of museum property.
- **USGS** plans to transfer all Biological Collections records into ICMS.

EXAMPLES OF ACCOMPLISHMENTS REPORTED BY BUREAUS:

- **BLM** tracked, inventoried, and documented multiple collections. For example, funding was provided for the Museum of New Mexico to document a Navajo grayware collection of 40 complete or nearly complete vessels which were placed at the repository in 2009.
- **BOEMRE** Property Specialists cataloged all museum objects (53) in ICMS.
- **BOR** continued testing and reviewing ICMS for implementation. Additionally, the Great Plains (GP) Region improved accountability of museum property housed at one of its Reclamation facilities by consolidating museum property collections into fewer spaces.
- **DOIM** implemented ICMS in January 2009, which resulted in improved accountability, reclassification of records, and updated object counts. Additionally, over 800 Native American baskets received conservation treatment, allowing for better collections care and improved documentation of these museum objects.
- **IA** fully implemented ICMS and updates to the database are being made regularly to catalog IA museum property.
- **NPS** personnel managed the ICMS project and provided technical assistance and training to DOI bureaus. Personnel also managed the NPS National Catalog, which included printing and filing hard-copy backups of 329,922 catalog records in a secure location.

EXAMPLES OF ISSUES REPORTED BY BUREAUS:

- **BLM** reiterated that the steady growth of BLM collections poses a challenge to identify existing legacy collections while improving the accountability of newly acquired collections from permitted activities. Additionally, much work is needed to build and test ICMS for compilation of collections data at more than 140 non-bureau facilities.
- **FWS** finds demands on staff time to respond to other critical field station projects and compliance

with the National Historic Preservation Act affect capabilities to meet DOI inventory, cataloging, and curation standards.

- **IA** needs to identify the extent and location of all of its museum property. IA also needs to catalog legacy collections into ICMS after developing agreements with non-Federal facilities to produce an accurate inventory of IA collections.
- **NPS** needs to improve the management of and access to NPS archival and manuscript collections through the ICMS Archives Module.

DEPARTMENTAL ANALYSIS:

Proper documentation and full accountability require considerable personnel and funding resources. Bureaus allocate funds annually in a DOI Working Capital Fund account dedicated to developing, implementing, and maintaining ICMS, a tool to document collections and to improve their accountability, access, and use. Migration of collections data from bureau database systems and from non-bureau facility database systems to ICMS is a major task. Full implementation of ICMS will take time and considerable effort to achieve. OIG recommendation #6 (Table 1) was partially accomplished in FY 2010, but much work still remains to ensure uniform record keeping along with documentation of bureau collections at both bureau and non-bureau facilities. Technical assistance by the NPS ICMS project manager to the other bureaus and ICMS training coordinated and paid for by IMP in FY 2010 helped make some progress toward these goals.

ACCESSIONING AND CATALOGING BACKLOGS

Many DOI bureaus have accessioning and/or cataloging backlogs (Appendix I: Chart B), which add significantly to the challenge of maintaining accountability of museum collections. Accessioning backlogs are often tied to establishing title to the collection, while cataloging backlogs are often due to insufficient staffing in relation to collection size. Trained personnel are critical to cataloging objects and archives in large bureau collections and to working with non-bureau facilities to ensure bureau collections are cataloged. When legal or intellectual control of museum collections is missing or uncertain, all other aspects of collections management are in jeopardy. Eliminating accessioning and cataloging backlogs is the goal of OIG recommendation #3 (Table 1).

PERTINENT GOALS REPORTED BY BUREAUS:

- **BLM** has an objective to use professional standards to identify, preserve, protect, and document museum collections and fulfill statutory, regulatory, and policy requirements for stewardship and accountability.
- **BOR** intends to decrease the number of unaccessioned collections from its current backlog.
- **IA** has a long-term goal to determine ownership status and Federal responsibilities for archeological collections recovered from Indian lands under Antiquities Act permits.
- **NPS** has a long-term goal to ensure collections are cataloged. The NPS Budget Office has allocated funding for FY 2011 – FY 2013 to focus on backlog cataloging of archive collections. If the anticipated \$10 million per year is available, NPS expects to eliminate approximately 90% of the archives cataloging backlog by the end of FY 2014.
- **USGS** plans to address and reduce the amount of backlog cataloging for the Cultural Resources Collection in FY 2011. The bureau also plans to continue to process and catalog accessioned specimens in the Biological Collections.

EXAMPLES OF ACCOMPLISHMENTS REPORTED BY BUREAUS:

- **BLM** successfully coordinated with partner facilities to improve documentation and preservation of collections. The Fairbanks District Office continued its partnership with the University Alaska, Fairbanks, Museum of the North to re-house and catalog BLM's archaeological collections in the museum, completing 50 accessions to date.
- **BOR's** GP Region implemented agreements at five non-Reclamation facilities to research ownership, compile draft accession records, and re-house and catalog museum property collections.
- **IA** cataloged an estimated 9,600 new items under contracts, decreasing the backlog by two-tenths of one percent. In addition, the Museum Property Program has developed a plan to reduce accessioning and cataloging backlogs.
- **NPS** increased the total number of collections cataloged by more than three percent. The percent cataloged at the end of FY 2010 was 66.6% of 125,905,569 items (42 million objects and 52,400 linear feet of documents). The net increase in the number of items cataloged was 6,016,639.

EXAMPLES OF ISSUES REPORTED BY BUREAUS:

- **BLM** often has difficulties determining ownership of curated collections. Many facilities do not have provenience data for collections that are sufficiently specific to determine if the collections came from BLM public lands.
- **BOR** has ownership and control issues with many BOR museum collections. Many items were recovered from lands where legal ownership or possession by BOR has not been established. Until the issue of ownership is thoroughly researched and resolved, these collections cannot be formally accessioned and BOR cannot eliminate its backlog.
- **FWS** simply lacks the staff, time, and funding to adequately respond to many of its various cataloging issues.
- **IA** continued to face a significant backlog in accessioning and cataloging museum property. Additionally, IA needs legal guidance regarding ownership and administrative authority of archeological collections from Indian lands.
- **NPS** needs to accelerate backlog cataloging in order to complete this process in a more timely fashion. The current estimate is that cataloging will be completed in 2029.

DEPARTMENTAL ANALYSIS:

Of the total collection items reported in FY 2010, more than 97 million items (61%) were cataloged (Appendix I: Chart B). This was a 13% increase in the number of items cataloged during FY 2009, a notable achievement contributed to by NPS, BLM, and FWS. However, bureaus, particularly the land-managing bureaus, still faced many issues resolving cataloging backlogs in FY 2010. Also, questions of collections ownership are directly related to accessioning backlogs for several land-managing bureaus. As long as funding and personnel are limited, control and accountability will suffer from deficiencies such as accessioning and cataloging backlogs. OIG recommendation #3 (Table 1) calls for a comprehensive plan to eliminate backlogs, which will be developed with DOI-wide collaboration.

Additionally, condition data are lacking for many collections, particularly those of FWS and IACB. Approximately 87.3 million cataloged items (55% of the total DOI collection) had item-level condition data (Appendix I: Chart B). Of these items, 67% were in good condition, 28% were in fair condition, and five percent were in poor condition. These are encouraging condition ratings for collections overall. Some 45% of the total DOI collection remains unassessed, however, primarily due to cataloging backlogs. Items can be evaluated in the process of resolving backlogs to provide increasingly accurate information on the general

condition of collections. Developing and implementing conservation plans for objects in poor and fair condition are the next critical steps toward long-term preservation of the museum collections.

Bureau awareness of accessioning and cataloging backlog issues begins the process of quantifying future collections management work. Bureaus can work effectively to reduce their backlogs by establishing issue-based plans and budgets. Additionally, PAM managers are supporting specific bureaus by seeking assistance from the Office of the Solicitor to resolve certain ownership issues. The OIG recommendation that bureaus eliminate both types of backlogs, however, will be difficult to complete in the near future without allocation of additional resources.

INVENTORY

Bureaus must physically verify and document the presence and condition of museum property on an annual basis, as required by 411 DM. Inventories provide accountability for museum property, highlight conservation needs, and help to quantify cataloging backlogs. The OIG report focused on the importance of inventories for both bureau and non-bureau facilities. Beginning in FY 2010, bureaus were required to identify the status of the inventory for each bureau entity in response to OIG recommendation #5 (Table 1).

The bureaus identified 649 entities, either units or facilities, requiring inventories in FY 2010. Inventories include 100% inventories for controlled property, random sample inventories for cataloged collections, and random sample inventories for accessioned but uncataloged collections.

Ensuring inventories are completed is the duty of accountable officers and custodial officers within each bureau. These officers are responsible for museum property housed at both bureau and non-bureau facilities.

PERTINENT GOALS REPORTED BY BUREAUS:

- **BLM** intends to maintain inventory accountability for museum collections, and to complete research to identify legacy collections and compile collection inventory data.
- **BOR** plans to complete annual inventory certification for all facilities housing accessioned Reclamation museum property.
- **IA** plans to develop current, accurate inventories in all IA repositories for accountability. Museum Property Program staff plan to complete inventories in a number of Federal facilities in FY 2011, dependent on funding.
- **IACB** aims to complete 100% inventory of the Southern Plains Indian Museum collection in FY 2011.
- **NPS** has a long term goal to ensure that parks are accountable for their inventories.
- **OST** intends to verify the presence and condition of museum property located at all custodial locations and to complete a 100% physical inventory.
- **USGS** plans to conduct a yearly inventory of uncataloged accessions and controlled property, and random sample inventories of non-controlled museum property that is part of the Cultural Resources Collection.

EXAMPLES OF ACCOMPLISHMENTS REPORTED BY BUREAUS:

- **BLM** provided funding to support a full inventory and condition assessment of the collection in an archeological facility in Las Vegas, NV that faces potential closure. Approximately 90% of the collections housed there are from BLM public lands.
- **BOEMRE** conducted its annual museum property inventory. When one accession could not be located during the inventory, a Board of Survey was convened. The Report Survey is to be completed by the end of the first quarter of FY 2011.
- **BOR** completed 30 of 37 required inventories. While conducting an inventory at the Idaho Museum of Natural History, part of the collection was discovered to need conservation treatment. BOR obligated money for FY 2011 to continue the conservation assessment and cataloging efforts and complete a full inventory of collections at the museum.
- **IA** developed a plan to identify all facilities with IA collections and to inventory the museum property in Federal facilities.
- **IACB** Central Office staff conducted random sample inventories of the Museum of the Plains Indian collection in August 2010, the Sioux Indian Museum collection in November 2009, and the Southern Plains Indian Museum collection in June 2010.
- **NPS** completed 368 of 373 required inventories. One example is the National Mall and Memorial Parks, which completed a 100% inventory of the five collections that the park manages.
- **OST** Property Management conducted inventories semi-annually.
- **USGS** conducted a 100% inventory of all specimens of fishes, amphibians, and reptiles in the Biological Collections during integration efforts with the University of New Mexico, Museum of Southwestern Biology. Approximately 80% of the mammal collection has been inventoried.

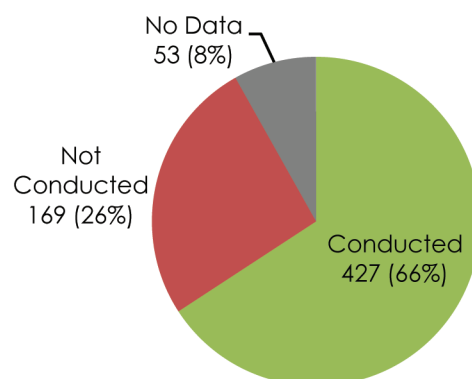
EXAMPLES OF ISSUES REPORTED BY BUREAUS:

- **FWS** finds that demands on staff time to respond to other critical field station projects and compliance with the National Historic Preservation Act affect capabilities to meet DOI inventory, cataloging, and curation standards.
- **IA** needs to produce an accurate inventory of IA museum property.

DEPARTMENTAL ANALYSIS:

Of the 649 entities identified across the DOI as requiring inventories, 427 inventories were conducted and 169 were not conducted. The status of 53 inventories was unknown (Figure 7).

Figure 7: Inventory Status DOI-Wide FY 2010



The 169 inventories that were not performed included 91 IA facilities, seven BOR facilities, five NPS facilities, and 66 FWS facilities.

The 53 inventories with unknown status included 47 FWS facilities and six OST facilities.

Table 3 lists the number of completed inventories per bureau.

Table 3: Completed Inventories per Bureau, FY 2010

Bureau	Completed Inventories out of Total Inventories Bureaus Identified as Being Needed
BLM	3/3 (100%)
BOEMRE	1/1 (100%)
BOR	30/37 (81%)
DOIM	1/1 (100%)
FWS	2/115 (2%)
IA	17/108 (16%)
IACB	3/3 (100%)
NPS	368/373 (99%)
OST	No Data/6 (Unknown %)
USGS	2/2 (100%)
TOTAL	427/649 (66%)

By completing inventories, bureaus should be able to identify objects missing from collections. Only one bureau, BOEMRE, discussed a missing object and the bureau's response. Since specific inventory results were not a reporting requirement in FY 2010, bureaus generally did not provide or analyze inventory details.

There were a few reporting discrepancies regarding accountable and custodial officers. The FY 2010 Data Call memo, as in previous years, requested that bureaus identify both accountable and

custodial officers for all facilities that hold museum property. All bureaus, except IACB, provided contact lists; however, many bureaus did not clearly identify which individuals were accountable officers and which were custodial officers. Future reports should explicitly identify each accountable and custodial officer for every facility that holds museum property.

Overall, 66% of bureau-identified required inventories were completed. The majority of missing inventories are due to one bureau, FWS, which has clearly articulated its need for more resources to conduct inventories. Half of the bureaus, however, did not complete all bureau-identified inventories. The requirement in 411 DM is to inventory all facilities, including both bureau and non-bureau facilities. The FY 2010 Data Call memo asked the bureaus to report the status of annual inventory completion for each collection unit. In FY 2010, the bureaus reported a total of 577 "units managing museum property" (bureau facilities) and 1,005 "other facilities holding museum property for bureau/office units" (non-bureau facilities), yet only 571 bureau facilities and 78 non-bureau facilities were identified as needing inventories. This discrepancy helps explain why the OIG focused three of its 13 recommendations on inventories, emphasizing that bureaus must be accountable for their museum property in both bureau and non-bureau facilities. The DOI needs to examine the inventory process to ensure objects from all bureaus housed in all facilities are inventoried annually.

BUREAU FACILITIES AND DEFERRED MAINTENANCE

Extensive physical space is required to store and maintain bureau museum collections. All bureaus use bureau facilities to meet at least some collection storage needs. In FY 2010, 577 bureau facilities housed more than 132 million objects, which comprise approximately 83% of the total DOI collection (Appendix I: Chart D; Figures 8 and 9). Most of these are NPS park and center facilities, followed by the facilities of FWS and IA. The NPS data in Figure 9 are captured in a footnote because the estimated numbers of NPS items skew the data for all the other DOI bureaus.

Figure 8: Bureau and Non-Bureau Facilities, FY 2010

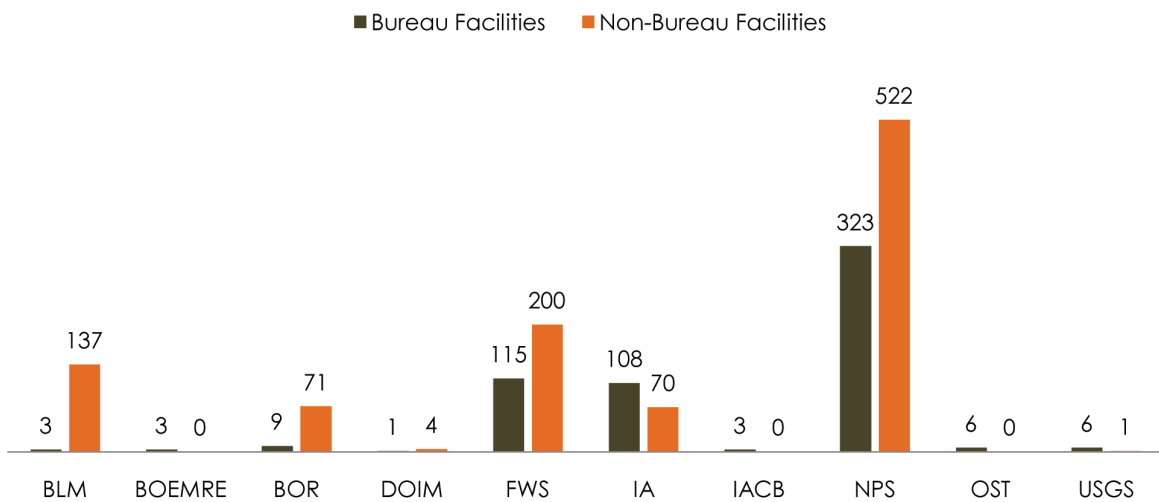
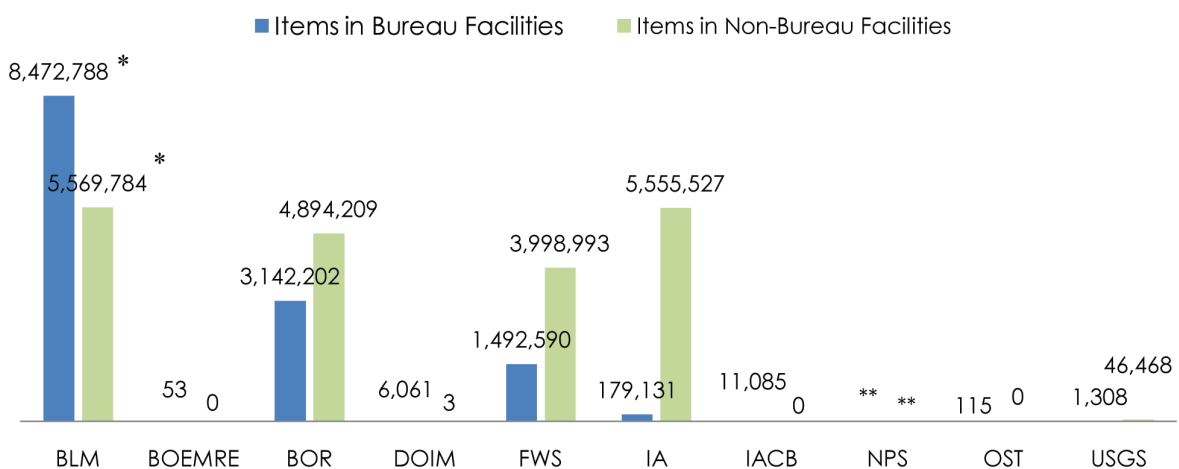


Figure 9: Estimated Number of Items in Bureau and Non-Bureau Facilities, FY 2010



* BLM expects these numbers to shift dramatically once all item data are quantified, likely showing the majority of BLM's collections are housed in non-bureau facilities.

** NPS has 118.9 million items in bureau facilities and 6.9 million items in non-bureau facilities

The total size of the NPS collection (nearly 126 million items) and the number of NPS facilities alter the interpretation of facility data for the other bureaus. Of the more than 33 million items managed by bureaus other than NPS, approximately 13.3 million items (39%) were housed in bureau facilities and approximately 20.1 million items (61%) were housed in non-bureau facilities.

Several important responsibilities of housing museum collections in bureau facilities are to assess the condition of each facility using the DOI Facility Condition Checklist (Checklist) and document the deferred maintenance related to both the facility and the museum objects housed in them. Deferred maintenance is maintenance that was not performed when it should have been, or was scheduled to be performed and subsequently put off or delayed for a future period.

PERTINENT GOALS REPORTED BY BUREAUS:

- **BLM** seeks to establish baseline information on the condition of facilities housing collections and work with facilities to identify low-cost opportunities to address deficiencies.
- **DOIM** plans to utilize the results of their Museum Operations Analysis to improve the Interior Museum's adherence to museum industry best practices.
- **IACB** intends to improve building facilities and grounds for the Museum of the Plains Indian and the Southern Plains Indian Museum.
- **NPS** has a broad goal to ensure collections are preserved and protected. To meet this goal, NPS will ask parks to identify all known collections management needs in the NPS Project Management Information System. NPS also intends to accelerate correction of preservation and protection deficiencies, estimating that 95% of deficiencies will be corrected in 2033.

EXAMPLES OF ACCOMPLISHMENTS REPORTED BY BUREAUS:

- **BLM** received an inspection report in January 2010 from the OIG which concluded that preservation practices at the three BLM facilities were generally adequate. However, the report identified specific deficiencies at each facility and recommended the BLM take action to address these concerns. The National Curator worked with each BLM site to review the concerns raised by the OIG, develop corrective actions, and identify funding. The DOI Office of Financial Management determined the recommendations implemented and the report closed in September 2010.
- **FWS** corrected 98% of deficiencies noted at three out of four field stations assessed by OIG auditors.
- **IACB** installed a handicapped accessible water fountain and painted the exteriors of both Southern Plains Indian Museum buildings with the help of the Bureau of Indian Affairs, Anadarko Agency. Additionally, the Southern Plains Indian and the Sioux Indian Museums completed their item-level condition data surveys. All three locations housing museum collections are assessed as "good."
- **NPS** eliminated 998 deficiencies in applicable standards in facilities for administrative, exhibit, planning, environmental, storage, security, and fire protection deficiencies in parks. Parks meet 77.9% of applicable standards on the NPS Checklist for Preservation and Protection of Museum Collections.

EXAMPLES OF ISSUES REPORTED BY BUREAUS:

- **DOIM** identified deferred maintenance as one of the most significant risks facing its collection. The Museum needs to complete conservation of at-risk ethnographic items and to improve environmental controls, electrical wiring, and equipment.
- **IA** needs to assess the condition of all IA museum property and plans for conservation work need to be implemented to prevent further deterioration of museum property.
- **NPS** planning efforts need to be based on adequate information on collections.

DEPARTMENTAL ANALYSIS:

Bureau facilities are essential for managing museum property. Five bureaus house their collections in more bureau facilities than non-bureau facilities: BOEMRE, IA, IACB, OST, and USGS (Figure 8). However, museum collections are not distributed evenly throughout bureau and non-bureau facilities. BOEMRE, IACB, and OST housed their relatively small collections entirely in bureau facilities (Figure 9). BOR, FWS, IA, and USGS housed small portions of their collections in bureau facilities, while DOIM and NPS stored the majority of their collections in bureau facilities.

BLM's collections quantity information indicates that a majority of BLM museum collections are housed in bureau facilities (Figure 9); however, this statistic is incomplete. BLM collections are housed in at least 137 non-bureau facilities. As BLM continues to quantify its collections housed at these facilities, the work will likely show that a majority of BLM's collections are housed in non-bureau facilities. Partial inventory information is due to several factors, including instances where BLM has information on collections resulting from recent projects, but little information on legacy collections curated at the same facility. BLM estimates that 19.5 million items may exist based on available data.

Nearly all (571 out of 577) bureau facility conditions have been assessed using the Checklist, which conforms with OIG recommendation #13 (Table 1). Two hundred seventy-two bureau facilities (47%) were in "good" condition, meeting at least 70% of the Checklist standards. Twenty-nine percent of bureau facilities were in "fair" condition, 23% were in "poor" condition, and one percent was not evaluated (Appendix I: Chart D). It is a notable achievement that condition assessments have been completed for most bureau facilities. A future Department-wide goal, however, should be to increase the number of facilities in good condition.

Deferred maintenance is a significant challenge for many bureaus since it is directly influenced by resource availability. Most bureaus did not report any deferred maintenance costs in FY 2010, except BOR (\$126,640) and NPS (\$307,315,347) for a total of \$307,441,987 (Appendix I: Chart D). While the bureaus generally acknowledged deferred maintenance needs in FY 2010, it is likely that specific issues will arise as bureaus perform collection conservation surveys and facility condition assessments. Once deficiencies are identified, plans may be developed, priorities established, and resources allocated for their resolution. All bureaus should track deferred maintenance for both objects and facilities housing objects to understand its impact on the preservation of museum collections. This is difficult for objects housed in non-bureau facilities, so the focus in the near future should be on deferred maintenance of bureau facilities and objects housed in bureau facilities.

Due to the enormous size of DOI collections and the vast number of bureau and non-bureau facilities, OIG recommendation #7 (Table 1) suggested the bureaus seek ways to consolidate collections into fewer facilities. Consolidation could include reducing the number of bureau-specific facilities, developing multi-bureau facilities, and consolidating collections into fewer non-bureau facilities. However, many current facilities, both bureau and non-bureau, lack sufficient curatorial space and cannot accommodate additional collections. Bureaus may need to find or build new, larger facilities to accomplish consolidation. Establishing inter-bureau partnerships, securing new facilities, and packing and moving collections will require additional funding and significant staff time in the short run. A feasibility study of collections consolidation in both bureau and non-bureau facilities is warranted since consolidation could improve overall management of DOI collections by increasing physical and intellectual control over collections and focusing staffing expertise to result in long-term savings.

PARTNERSHIPS WITH NON-BUREAU FACILITIES

Many DOI bureaus partner with non-bureau organizations to house their museum collections in non-bureau facilities (Appendix I: Chart D). This arrangement is especially important because it increases access to and use of bureau collections by researchers, educators, and the public. In FY 2010, as in previous years, the bureaus identified all known non-bureau facilities that hold bureau museum collections. These data are essential for managing bureau collections and for meeting OIG recommendations #8 and #9 (Table 1).

Seven bureaus reported non-bureau facilities housing bureau museum collections: IA, BLM, BOR, DOIM², FWS, NPS, and USGS. The bureaus reported a total of 1,005 non-bureau facilities (Figure 8). However, more than one bureau often reported the same non-bureau facility. IMP analysis of the data identified 848 unique non-bureau facilities used to house bureau collections.³ Further, an estimated 27 million objects for all bureaus (17% of the total DOI collection) (Figure 9) were housed in non-bureau facilities. Non-bureau facilities were located in all 50 states, the District of Columbia, Puerto Rico, the Virgin Islands, and 8 foreign countries.

PERTINENT GOALS REPORTED BY BUREAUS:

- **BLM** plans to formalize relationships with non-bureau organizations to provide for the continued stewardship of museum collections in non-bureau facilities.
- **BOR** intends to ensure agreements are in place with all non-Reclamation organizations housing Reclamation's museum property, complete facility condition assessments for currently unassessed facilities, and update existing assessments, as necessary.
- **DOIM** seeks to cultivate existing and develop new partnerships that foster a broad constituency for the Interior Museum.
- **FWS** plans to identify the location of agency collections and engage in constructive dialog with non-bureau organizations to improve their care.
- **IA** seeks to identify all IA collections throughout facilities in the U.S., and to develop partnerships with organizations housing IA museum property to address documentation and preservation needs, to comply with 36 CFR Part 79, Curation of Federally Owned and Administered Archeological Collections.-
- **USGS** intends to complete integration of the Biological Collections with the University of New Mexico, Museum of Southwestern Biology Collection in FY 2011.

EXAMPLES OF ACCOMPLISHMENTS REPORTED BY BUREAUS:

- **BLM** maintained many successful partnerships with museums and universities. One example is a major partnership with the University of Alaska, Fairbanks, Museum of the North, which received two archeological collections from the Anchorage Field Office.
- Several **BOR** regions are updating or have current curation, cooperative, or grant agreements with many non-Reclamation organizations. For example, the Pacific Northwest (PN) Region updated an existing curation agreement with a non-Reclamation organization housing its collections.
- **DOIM** established an agreement with the Smithsonian Institution Office of Exhibits Central to store Interior Museum collections during renovations of the museum space at the Main Interior Building.

² The Interior Museum reported one more non-bureau facility than objects stored in non-bureau facilities because one reported facility will be used for temporary storage while the space at the Main Interior Building is renovated.

³ Unique non-bureau facilities include facilities used by one bureau and facilities used by multiple bureaus, accounting for all non-bureau facilities reported by the bureaus in FY 2010. Departments in an institution, such as a university, were counted as individual facilities if bureaus specifically reported more than one department in the same institution, since different disciplines have different procedures for curating collections.

- **IA** maintained contracts with three non-federal organizations to conduct cataloging and NAGPRA inventories of IA museum property at their facilities.
- **USGS** completed the Checklist for the Biological Collections in at the Museum of Southwestern Biology and the facility received a rating of “good.”

EXAMPLES OF ISSUES REPORTED BY BUREAUS:

Issues arising from partnerships with non-bureau entities in previous years continued in FY 2010. Lack of curation space and collections management costs continue to be serious challenges. Several non-bureau partners with IA and BLM requested that the bureaus remove their collections. Some non-bureau facilities would not accept new collections from BOR. Increased curation fees ranging from \$250 to \$2,600 per cubic foot of storage space has been a continuing problem, especially for BLM.

Additionally, USGS faces uncertainty regarding responsibility for continued management of the Biological Collections. With integration of the USGS and the University of New Mexico Museum of Southwestern Biology (MSB) collections nearly complete, USGS has proposed setting up a long-term loan of the collection, perhaps under a repository agreement, to the MSB. The other option is for USGS to continue to provide day-to-day management of the collection, but there is currently inadequate funding and staffing to do this.

DEPARTMENTAL ANALYSIS:

Working with non-bureau facilities was an essential part of many bureaus’ collection management practices in FY 2010, as in previous years. The bureaus partner with non-bureau organizations to secure additional collections storage space, cataloging services, and research access. By collaborating with non-bureau facilities, bureaus establish positive relationships with non-federal institutions and expand the use and value of DOI collections. As well, the bureaus are making progress in managing their partnerships with non-bureau organizations and achieving OIG recommendations #8 and #9 (Table 1).

Also, bureaus are still attempting to locate their collections in non-bureau facilities, which is a significant workload. BLM, for example, reported 80 potential non-bureau organizations that may house some of their collections. It is important that the other bureaus report the non-bureau facilities that might house their collections so that the IMP may try to develop ways to support this difficult work.

Five bureaus have more non-bureau facilities than bureau facilities: BLM, BOR, DOIM, FWS, and NPS (Figure 8). BOR, FWS, IA, and USGS housed the majority of their collections in non-bureau facilities (Figure 9). Also, BLM projects the majority of its collections are housed in non-bureau facilities (see discussion of BLM data in previous section). Given that DOI museum collections exceed 159 million objects and continue to grow, it is critical that bureaus without sufficient bureau facilities maintain partnerships to preserve, provide access to, and maintain accountability for their collections.

As discussed in the previous section, the total size of the NPS collection and the number of NPS facilities alters the interpretation of facility data. Overall, 17% of the museum property managed by all DOI bureaus was housed in non-bureau facilities since NPS houses the vast majority of its collections in bureau facilities (Figure 10). Looking only at the bureaus other than NPS, more than 20 million items or 61% were housed in non-bureau facilities (Figure 11). Therefore, non-bureau facilities housed the majority of DOI collections for many bureaus other than NPS. This finding highlights the critical need to work with non-bureau organizations that house museum collections in non-bureau facilities for a number of bureaus.

Figure 10: Total DOI Collection in Bureau and Non-Bureau Facilities, FY 2010

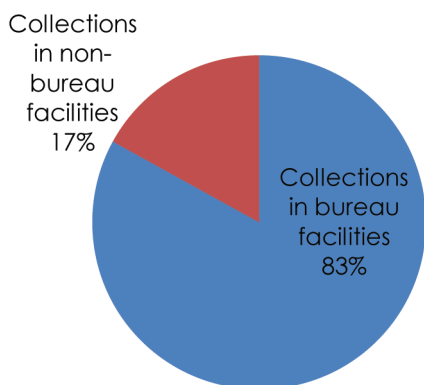
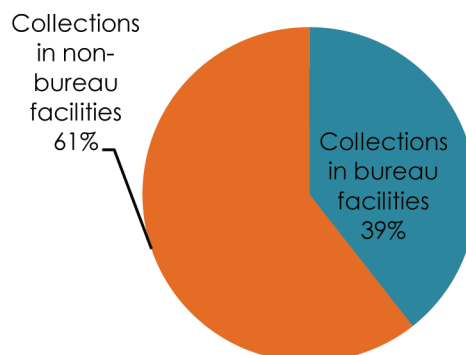


Figure 11: Collections of all Bureaus Other than NPS in Bureau and Non-Bureau Facilities, FY 2010

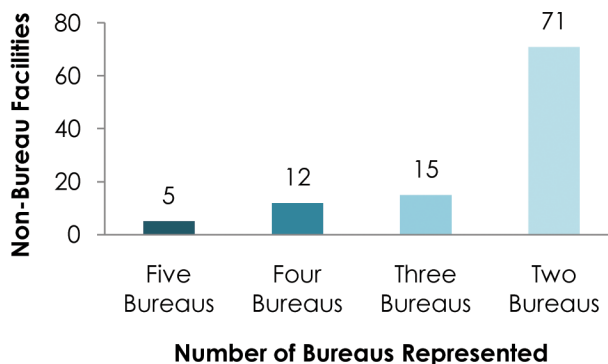


The condition of most non-bureau facilities has not been assessed (Appendix I: Chart D). At the end of FY 2010, 353 (42%) of the 848 non-bureau facilities had been evaluated. Only 178 (21%) were in “good” condition, based on DOI Facility Condition Standards. The number of non-bureau facilities housing bureau collections decreased considerably from 1,290 in FY 2009 to 848 in FY 2010, primarily because NPS ceased to report facilities holding short-term loans. Considerable effort is still necessary to evaluate the remaining 58% of non-bureau facilities that have not been assessed and to reduce risks to bureau museum collections from inadequate environmental conditions.

Table 4: States with 20+ Non-Bureau Facilities, FY 2010

States	Non-Bureau Facilities
California	71
Florida	55
Arizona	48
Colorado	45
Texas	43
Utah	37
Alaska	36
New Mexico	32
Missouri	24
Wyoming	24
Oregon	23

Figure 12: Shared Non-Bureau Facilities, FY 2010



Department-wide, most non-bureau facilities are in California, Florida, Arizona, Colorado, and Texas (Table 4). Twenty or more non-bureau facilities exist in 11 states, comprising 438 (52%) of the 848 non-bureau facilities.

More than 100 non-bureau facilities held collections for more than one bureau, particularly the land-managing bureaus (Figure 12). Recognizing which partner facilities house collections of more than one bureau facilitates DOI-wide efficiencies in performing management activities, such as conducting facility condition assessments and inventories.

While shared facilities and collections consolidation may not be practical or feasible in all situations, it is valid to consider improving collections management within individual bureaus and DOI overall. Several bureaus already require additional storage space for their collections. With the projected continued growth of collections, it is essential that the Department and the bureaus begin planning to establish new partnerships with non-bureau organizations and to consider constructing or leasing new facilities. Planned consolidation with inter-bureau cooperation, including co-location of multiple bureau collections within the DOI, can meet future collections needs, improve efficiencies through shared staffing, and improve bureaus' management and intellectual control over their collections. IMP staff will continue to work with the DOI Budget Office to try to find the resources to facilitate collections consolidation and/or constructing or leasing new facilities.

ACCESS AND USE

DOI collections are made accessible to the researchers, educators, and the public to further understanding and use of historic, cultural, and scientific museum objects. Bureaus answer research requests, create exhibits, provide support for the use of collections, and maintain websites for worldwide access to collections data.

PERTINENT GOALS REPORTED BY BUREAUS:

- **BLM** seeks to support programs that use collections to educate the public about BLM's resources; encourage scientific research and publications on collections; ensure that facilities provide appropriate access to and use of collections for cultural, scientific, and educational purposes; raise awareness about museum collections; and identify ways to use collections to support BLM's mission, priorities, and strategic plans.
- **DOIM** plans to maintain a collections management program that provides for public access and long-term preservation of museum property, and to develop a wide array of programs that educate the general public and DOI employees.
- **IA** seeks to preserve, protect, and document museum property for use, study, and interpretation.
- **IACB** intends to improve current and future exhibits at the Sioux Indian Museum.

EXAMPLES OF ACCOMPLISHMENTS REPORTED BY BUREAUS:

- **BLM** discovered notable research findings based on analysis of collections, including a dinosaur skull fragment found in the Dominguez-Escalante National Conservation Area which may be a rare ankylosaurid dinosaur.
- **BOR** completed an online database of all historic images housed at the Lower Colorado Dams Office, and maintained multiple websites about its Museum Property Program and collections, including the main website: <http://www.usbr.gov/museumproperty/>.
- **IA's** Haskell Cultural Center at Haskell Indian Nations University developed three temporary exhibits in Kansas City, Missouri, and in Lawrence, Kansas.
- **NPS** answered more than 235,000 public research requests and nearly 130,000 research requests from within the parks; managed more than 3,200 loans for more than 15.7 million objects; exhibited more than 322,000 objects; developed virtual museum exhibits; developed Teaching with Museum Collections lesson plans featuring NPS museum collections; and maintained the Web Catalog to make park catalog data available online at <http://www.museum.nps.gov/>.
- **USGS** reviewed more than 100 research requests, including requests for frozen tissues, specimen loans, specimen data, and technical information. The Biological Collections were updated on the UNM website at <http://www.msb.unm.edu/USGS/index.html>.

EXAMPLES OF ISSUES REPORTED BY BUREAUS:

- **NPS** needs to improve the management of and access to archival and manuscript collections, and parks need to increase accessibility to museum collections.

DEPARTMENTAL ANALYSIS:

Bureaus increased access to museum collections by providing many forms of assistance and opportunities to utilize the collections. There is considerable interest in using DOI collections, as evidenced by bureau accomplishments in FY 2010. By assisting both public and DOI researchers, bureaus help expand scientific and historical knowledge. Partnerships with non-bureau entities also increase collection use, especially by researchers, educators, and students. Ongoing research confirms the long-term significance of museum collections.

PROFESSIONAL TRAINING

Professional training ensures bureau curatorial staff and collateral duty personnel remain informed of current best practices in collections management. All aspects of museum property management, such as the activities discussed in the sections above, require and benefit from training. Understanding the care and administration involved in managing museum collections is essential for long-term preservation, accountability, and use of museum objects.

PERTINENT GOALS REPORTED BY BUREAUS:

- **BLM** plans to support training opportunities and provide technical assistance to BLM staff and facility partner staff to improve stewardship of museum collections.
- **BOEMRE** seeks to raise awareness of museum property within the Bureau, and to emphasize the importance of identifying, reporting, and preserving the collection.
- **FWS** seeks to meet program objectives by ensuring personnel are appropriately trained.
- **IA** intends to provide technical assistance and on-site and long-distance training for facility field staff for the identification, care, and storage of museum property.
- **IACB** intends to issue written guidance on proper handling of objects for all museums.
- **NPS** plans to ensure staff is skilled to manage park collections according to standards.
- **USGS** would like to provide employee awareness training for the Cultural Resources Collection to alert employees to the importance of the Museum Program and to encourage identification of possible museum-worthy objects in laboratories or offices.

EXAMPLES OF ACCOMPLISHMENTS REPORTED BY BUREAUS:

- **BLM** provided instructors for five sessions of the IMP-sponsored managing museum property course in St. Louis, Missouri. BLM also added a managing museum collections session to the bureau's "Fundamentals for Managing Cultural Resource" training sponsored by the BLM's National Training Center, and presented in March 2010. The National Curator provided significant technical assistance to the field on collections issues.
- Four **BOR** regions participated in the IMP-sponsored "Preparing Collections Management Plans" training course in May 2010.
- **DOIM** improved visibility of the museum program through active involvement with professional associations, conferences, and workshops.
- **IA** Museum Property Program provided training in managing museum property to facility field staff

in the Southwest and Navajo Regions.

- **IACB** provided multiple trainings, including nine sessions at the Sioux Indian Museum for the Journey Museum volunteer/docent program.
- **IMP** coordinated three training programs and 20 ICMS webinars on six introductory topics. IMP also began developing an online course on the basic care of museum collections, principally for collateral duty personnel.
- **NPS** provided instructors for the IMP-sponsored training programs, offered archives training, and supported regional curators and park staffs in resolving issues related to managing natural history collections in more than 50 parks. NPS also provided archival and museum training in Gabon, Africa in response to a request from the State Department.

EXAMPLES OF ISSUES REPORTED BY BUREAUS:

- **BLM** had issues with the availability of staff at the State and Field Office level to coordinate with repositories on museum collections. All BLM cultural specialists and paleontologists are highly qualified professionals in their respective disciplines. However, many do not have experience or training in collections management, which restricts the BLM's ability to negotiate agreements with repositories and provide oversight and assistance on collections issues. BLM personnel are encouraged to attend DOI's museum courses to increase their knowledge in this area.

DEPARTMENTAL ANALYSIS:

Bureaus conscientiously seek to improve collections management practices through professional training. By participating in professional development, bureaus ensured their staffs had the resources and skills to provide appropriate collections care. Bureaus also increased the effectiveness of training and resources by using trained staff to instruct other employees. Through these activities, professionalism is increased and best practices are upheld. Additional funding is necessary to meet future training needs, however.

CONCLUSION

Museum property management involves many responsibilities for DOI bureaus with museum collections. This report analyzes a number of museum property management responsibilities that the bureaus addressed in their FY 2010 annual reports. Each section presents bureau goals, accomplishments, and issues in light of PAM reporting requirements, DOI policies, and the FY 2010 OIG recommendations (Table 1). Bureaus have a variety of short- and long-term goals which they are working hard to accomplish. These goals informed the topics selected within this report.

Bureaus had many successes completing and updating SOCS, improving accountability, performing inventories, maintaining bureau facilities, working on accessioning and cataloging backlogs, and developing and continuing partnerships with non-bureau organizations. They also increased employee and public knowledge of collections by supporting access, use, and professional training. All of these activities reflect active management of bureau collections that encourage meaningful engagement with America's historic, cultural and scientific heritage.

Bureaus also faced many challenges managing collections as a result of two primary factors: (1) insufficient staffs and funding in relation to the size of DOI museum property and (2) the large number of partnerships to maintain. Millions of museum objects and incomplete documentation of collections have led to cataloging backlogs, unclear ownership, and deferred maintenance of facilities and museum objects. Resolving these issues is essential for improving all other aspects of collections management throughout DOI.

The OIG audit and FY 2010 recommendations influenced on IMP and bureaus' priorities for improving accountability and preservation of museum collections. Bureaus began to address several recommendations in FY 2010, particularly those related to SOCS, inventory, and partnerships with non-bureau organizations. Much work still remains to improve Department-wide collections management, including revising 411 DM, developing the DOI Museum Property Directives to replace the DOI Museum Property Handbooks, evaluating and updating the Checklist, providing additional training for all aspects of managing museum property including writing SOCS, conducting all required inventories, fully implementing ICMS, and developing a feasibility study on consolidating collections. Many of these tasks are the overall responsibility of the IMP but cannot be accomplished without the active expertise, experience, and support of all the bureaus.

Based on the bureaus' key goals and issues and the OIG's recommendations, the following goals should continue to be the focus of IMP and bureau activities, when feasible, over the next five years:

- Hire or contract professionally trained bureau and IMP staff to better manage bureau museum collections and to work with non-Federal partners to address issues, such as ownership, documentation, storage space, and inventory, in order to make partnerships more efficient and productive.
- Develop consistent funding sources for the proper preservation, documentation, and accountability of all museum collections owned and controlled by DOI.
- Raise awareness among planners, facility managers, and others to incorporate funding for collections management during the project planning and programming phases of infrastructure development and facility design and construction.

- Promote partnerships among the DOI bureaus to work toward eliminating duplication of effort at non-bureau facilities when conducting museum facility condition assessments and inventories and to evaluate collection consolidation.
- Partner with discipline specialists in archeology, paleontology, and other pertinent disciplines to develop standardized methods and decision-making criteria for responsible recovery of collections during fieldwork.
- Update DOI policy with emphasis on documentation, accountability, and preservation of DOI museum collections.
- Develop new approaches to providing professional training programs for DOI personnel who are responsible for DOI museum collections.
- Improve documentation of bureau collections in order to plan effectively for future needs. This includes addressing museum property that is “born digital” and the manner in which it is archived for future research and other uses, a topic that has received little attention to date.

APPENDIX: CHARTS AND STATISTICS

Chart A: FY 2010 Museum Data

Chart B: FY 2010 Status of Cataloging and Condition of Collections

Chart C: FY 2010 Additions and Withdrawals to Collections by Discipline

Chart D: FY 2010 Conditions at Facilities Housing Bureau Collections

Chart A. This format is prescribed by 411DM2.3B(8). Data in the other museum charts must be consistent with the data presented in this chart.

FY 2010 Museum Data			
U.S. Department of the Interior			
Resources - Total funds used by Bureau to manage museum property in FY 2010 = \$32,730,569			
Resources - Total FTE used by Bureau to manage museum property in FY 2010 = 654 FTE			
Total Number of "Collections" reported to the Office of Financial Mgnt: 901			
Total Number of "Collections" reported to the Office of Planning & Perf. Mgnt: 766			
Number of Bureau/Office Units Holding Museum Property: 577			
Number of Other Facilities Holding Museum Property For Bureau/Office Units: 848			
Discipline	Number of Objects in DOI Bureau/ Office Facilities	Number of Objects in Other Institutions	Total Number of DOI Bureau/ Office Objects
Archeology	40,431,982	18,706,036 +4,492 boxes	59,138,018 +4,492 boxes
Archives	81,347,313 +2,495 linear feet	6,245,211 +6 linear feet	87,592,524 +2,501 linear feet
Art	108,097	1,031	109,128
Biology	2,050,676	1,096,496	3,147,172
Ethnography	34,865	316	35,181
Geology	73,080	4,509	77,589
History	3,876,257	7,993	3,884,250
Paleontology	313,741	976,683	1,290,424
TOTAL NUMBER OF OBJECTS	132,228,011	27,047,875	159,275,886

NOTE: The total number of objects includes the 2,501 linear feet of archives (using the conversion rate of 1 linear foot = 1,600 items) but does not include the 4,492 boxes of archeological objects.

Chart B		FY 2010 Status of Cataloging and Condition of Cataloged Interior Museum Collections							
Bureaus and Offices	Estimated Total Collection Size FY 2009	Additions Since Last Report	Withdrawals Since Last Report	Estimated Total Collection Size FY 2010	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		
							Good	Fair	Poor
Indian Affairs	5,734,658	0	0	5,734,658	678,655	44,584	92.3%	5.8%	1.9%
Bureau of Land Management ²	13,242,952	801,888	2,268	14,042,572	5,195,973	1,518,228	99.7%	0.3%	0.1%
Bureau of Ocean Energy Management, Regulation and Enforcement	59	3	9	53	53	53	100.0%	0.0%	0.0%
Bureau of Reclamation	8,343,145	18,263	324,997	8,036,411	5,604,082	2,400,689	77.0%	22.0%	1.0%
Fish and Wildlife Service ³	6,193,693	804	0	5,491,583	1,788,404	0	no data	no data	no data
National Park Service ⁴	122,532,218	3,399,586	26,235	125,905,569	83,825,547	83,412,912	66.0%	29.0%	.05%
U.S. Geological Survey	45,616	2161	1	47,776	47,274	806	79.0%	19.0%	2.0%
Departmental Offices									
Department of the Interior Museum	6,192	407	535	6,064	6,064	5,970	77.0%	18.0%	5.0%
Indian Arts and Crafts Board	11,085	0	0	11,085	11,085	8,040	unknown	unknown	unknown
Office of Special Trustee for American Indians	115	0	0	115	115	115	100.0%	0.0%	0.0%
Departmental Totals	156,109,733	4,223,112	354,045	159,275,886	97,157,252	87,391,397	67%	28%	5%
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.									
² BLM total does not include 4,492 boxes (archaeology), but does include 2,501 linear feet of archives converted into item count.									
³ Reduction of FWS total reflects a recalculation at the Regional level, not actual withdrawals.									
⁴ NPS additions include both accessions (1,949,824) and adjustments (1,449,762).									

Chart C	FY 2010 Additions and Withdrawals to Museum Collections, by Discipline								
	Archeology	Archives	Art	Biology ¹	Ethnography	Geology	History	Paleontology	Totals
2009 TOTALS ²	58,793,131	90,422,704	109,441	3,066,784	35,124	76,434	3,799,715	1,256,162	157,559,495
2010 Additions	939,300	1,695,746	161	82,715	256	1,157	20,281	33,734	2,773,350
2010 Withdrawals	-272,984	-64,060	-434	-2,061	-199	-2	-12,743	-1,562	-354,045
<i>Bureau/Office</i>									
IA	5,019,057	701,442	2,961	230	3,053	43	7,623	249	5,734,658
BLM ³	9,340,203	4,001,600	0	0	0	0	29,033	671,736	14,042,572
BOEMRE	0	10	9	0	1	31	2	0	53
BOR	6,815,665	1,197,725	318	2	5	14	2,317	20,365	8,036,411
FWS	2,747,290	1,833,689	625	199,118	46	0	694,874	15,941	5,491,583
NPS	35,215,768	83,859,179	101,183	2,901,240	21,426	77,017	3,147,634	582,122	125,905,569
USGS	0	5	76	46,468	1	0	1,226	0	47,776
<i>Dept. Offices</i>									
DOIM	35	474	956	114	2,449	484	1,541	11	6,064
IACB	0	0	2,885	0	8,200	0	0	0	11,085
OST	0	0	115	0	0	0	0	0	115
2010 TOTALS⁴	59,138,018	91,594,124	109,128	3,147,172	35,181	77,589	3,884,250	1,290,424	159,275,886
¹ Biology totals are the sum of the reported Botany, Zoology and Environment Samples reported.									
² Reported by bureaus on FY 2010 Chart C.									
³ BLM total does not includes 4,492 boxes (archaeology).									
⁴ The 2010 total is accurate; however, it is 702,914 less than (2009 Total + 2010 Additions - 2010 Withdrawals). This is because FWS FY 2009 total was not updated in FY 2010. The total had been reduced by 702,914 due to a recalculation at the Regional level, not actual withdrawals.									

Chart D									
FY 2010 Conditions at Facilities Housing Bureau Collections									
Bureaus and Offices	Number of facilities housing bureau museum collections	Total Number of Facilities	Number of Facilities Evaluated	Condition of Collections Based on the % of Departmental Standards Met by the Facilities Evaluated			Number of Facilities Not Evaluated	Deferred Maintenance of Museum Collections	
				Good (Meet > 70%)	Fair (Meet 50 - 69%)	Poor (Meet < 50%)		Facilities Housing Collections	Other Collections Maintenance
Indian Affairs	IA facilities	108	106	27	22	57	2	no data	no data
	Other facilities	70	51	36	13	2	19	no data	no data
Bureau of Land Management	BLM facilities	3	3	3	0	0	0	no data	no data
	Other facilities	137	125	102	19	4	12	no data	no data
Bureau of Ocean Energy Management, Regulation & Enforcement	BOEMRE facilities	3	3	3	0	0	0	no data	no data
	Other facilities	0	0	0	0	0	0	None	None
Bureau of Reclamation	BOR facilities	9	8	5	1	2	1	\$126,640	\$0
	Other facilities	71	69	60	4	5	2	\$0	\$0
Fish and Wildlife Service	FWS facilities	115	115	5	65	45	0	None	None
	Other facilities	200	200	24	176	0	0	None	None
National Park Service	NPS facilities	323	323	217	78	28	0	\$272,711,632	\$32,744,223
	Other facilities	522	86	42	33	11	436	\$1,825,492	\$34,000
U.S. Geological Survey	USGS facilities	6	3	3	0	0	3	no data	no data
	Other facilities	1	1	1	0	0	0	no data	no data
<i>Departmental Offices</i>									
Department of the Interior Museum	DOIM facilities	1	1	0	1	0	0	no data	no data
	Other facilities	4	3	3	0	0	1	no data	no data
Indian Arts and Crafts Board	IACB facilities	3	3	3	0	0	0	no data	no data
	Other facilities	0	0	0	0	0	0	None	None
Office of Special Trustee	OST facilities	6	6	6	0	0	0	no data	no data
	Other facilities	0	0	0	0	0	0	None	None
Departmental Totals	Bureau/Office facilities	577	571	272	167	132	6	\$272,838,272	\$32,744,223
	Other facilities	1,005	535	268	245	22	470	\$1,825,492	\$34,000