

Department of the Interior Departmental Manual

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Series: Property Management

Part 411: Identifying and Managing Museum Property

Chapter 1: Policy and Management Responsibilities for Museum Property

Originating Office: Office of Acquisition and Property Management

411 DM 1

1.1 **Purpose.** This chapter establishes Department of the Interior (DOI) program policy and standards for identifying and managing museum property.

1.2 **Scope.** This chapter and the DOI Museum Property Directives apply to all bureaus and offices responsible for managing museum property.

1.3 **Authorities.** Museum property is identified, acquired, and managed by bureaus and offices in compliance with the following Federal laws and regulations.

A. Archeological Collections. The following authorities relate to the identification, acquisition, appropriate management, and meet other requirements for archeological collections.

(1) Act for the Preservation of American Antiquities of 1906 (Antiquities Act) (16 U.S.C. 431-433).

(2) Reservoir Salvage Act of 1960, as amended (16 U.S.C. 469-469c).

(3) National Historic Preservation Act of 1966, as amended (16 U.S.C. 470-470t).

(4) Archaeological Resources Protection Act of 1979, as amended (16 U.S.C. 470aa-mm).

(5) Native American Graves Protection and Repatriation Act of 1990 (25 U.S.C. 3001-3013; 18 U.S.C.A. 1170).

(6) Curation of Federally-Owned and Administered Archaeological Collections, 36 CFR Part 79.

(7) Native American Graves Protection and Repatriation Act Regulations, 43 CFR Part 10.

(8) Preservation of American Antiquities, 43 CFR Part 3.

(9) Protection of Archaeological Resources, 43 CFR Part 7.

B. Paleontological Collections. The authority related to the identification, acquisition, appropriate management, and other requirements for paleontological collections is the Omnibus Public Land Management Act of 2009, Title VI, Subtitle D-Paleontological Resources Preservation Act.

C. Mission-Related Collections. The organic acts and other general programmatic authorities of bureaus/offices, for example, the Federal Land Policy Management Act and the National Park Service Organic Act of 1916, as amended; 16 U.S.C. 1 et seq., authorize the preservation of museum property when reasonably necessary to further a bureau/office mission.

D. Other. Other key authorities related to the identification, acquisition, and appropriate management of museum property, including archives, in bureau and non-bureau facilities are:

(1) Archives and Records.

(a) Disposal of Records of 1968, as amended (44 U.S.C. 3301 et seq.).

(b) Preservation, Arrangement, Duplication, Exhibition of Records of 1968, as amended (44 U.S.C. 2109).

(c) Copyright Act of 1976 (17 U.S.C. 101 et seq.).

(2) Natural Resources.

(a) Bald Eagle Protection Act of 1940 (16 U.S.C. 668-668d).

(b) Endangered Species Act of 1973, as amended (16 U.S.C. 1531-1543), including Section 8A (16 U.S.C. 1537a) through which the United States implemented the 1983 Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES).

(c) Lacey Act of 1900 (18 U.S.C. 43-44; 16 U.S.C. 3371-3378).

(d) Marine Mammal Protection Act of 1972 (16 U.S.C. 1361-1407).

(e) Migratory Bird Treaty Act of 1918 (16 U.S.C. 703-712).

(f) National Park Service Organic Act of 1916, as amended (16 U.S.C. 1 et seq.).

(3) Property.

- (a) Federal Property and Administrative Services Act of 1949, as amended, (40 U.S.C. 524).
- (b) Federal Management Regulation, 41 CFR Part 102.
- (c) Personal Property Management, 410 DM.

1.4 **Policy.** The Department acquires and manages museum property to support its mission; comply with laws and other mandates; promote research, preservation, public education, and science-based decisionmaking about resource management; and serves as a steward of these cultural and natural resources for present and future generations. Bureaus and offices identify, acquire, preserve, protect, document, and provide access to museum property in accordance with museum and archival standards provided in this chapter and in the DOI Museum Property Directives. Bureaus and offices appoint staff with professional museum training, experience, and discipline expertise to conduct this work.

1.5 **Definitions.**

A. Accessioning. The formal, documented process to legally add an object or group of objects to a museum collection. A single accession transaction occurs when one or more objects are acquired in the same manner, from one source, and at one time.

B. Acquisition. The act of obtaining museum property. Approved methods of legally acquiring museum property for accessioning are: donation, purchase, transfer, field collection, and exchange.

C. Agreement. A formal, written arrangement between two or more parties that identifies roles, responsibilities, and/or outcomes or products. For museum property, agreements are most commonly used for long-term curatorial services in non-bureau facilities, such as a curation or repository agreement, or for short or long-term loans, such as a loan agreement.

D. Archives. Audiovisual, electronic, or text documents created or received by a person, family, or organization, public or private, in the conduct of their affairs and preserved because of the enduring value contained in the information they contain or as evidence of the functions and responsibilities of their creator, especially those materials maintained using the principles of provenance, original order, and collective control. Associated records are a subset of archives. Archives do not include current records or museum records.

E. Associated Records. All documentation generated by the activity of collecting and analyzing artifacts, specimens, or other resources that are or are subsequently designated museum property. Associated records are "associated" with objects collected and analyzed during such activities and should be maintained as part of the museum collections. Examples include site forms, field notes, drawings, maps, photographs, slides, negatives, films, video and audio cassette tapes, oral histories, object inventories, laboratory reports, manuscripts, reports,

and printouts of computerized data. Electronic or digital documentation stored on a computer or server or stored on media, such as computer cards, tapes, disks, diskettes, CDs, and DVDs, are included. (Also, refer to the definition in 36 CFR Part 79.)

F. Cataloging. The action of assigning a unique identifying catalog number to an object or group of objects and completing descriptive documentation, including physical description, condition, provenience and other pertinent information to facilitate physical and intellectual access to object(s) and the collections.

G. Conservation. Actions taken by a conservator for the long-term preservation of museum property. Conservation activities include examination, documentation, treatment, and preventative care, supported by research and education.

H. Conservator. As defined by the American Institute for Conservation, “a professional whose primary occupation is the practice of conservation and who, through specialized education, knowledge, training, and experience, formulates and implements all the activities of conservation in accordance with an ethical code such as the American Institute for Conservation’s Code of Ethics and Guidelines for Practice.” Conservators often specialize in a particular class of objects or materials.

I. Curatorial Staff. A DOI employee who has the appropriate knowledge, training, experience, and direct responsibility to manage the nature, scope, and content of bureau/office or unit museum property. This may include museum curators, museum specialists, and museum technicians, as well as staff possessing expertise in an academic discipline along with requisite museum training and experience. (See also Museum Property Management Staff.)

J. Deaccessioning. The formal, documented process by which an accessioned object or group of objects are permanently removed from a museum collection.

K. Discipline. A field of academic study by which museum property is classified. Disciplines used to classify and report DOI museum property are archeology, archives, art, biology, ethnography, geology, history, and paleontology.

L. Discipline Specialist. A person with specialized knowledge of one or more academic fields of study. Examples include an archeologist, archivist, art historian, biologist, botanist, conservator, ethnographer, geologist, historian, paleontologist, and zoologist.

M. DOI Museum Property Directives. A series of policy documents that provide a set of standards and procedures to manage DOI museum property as required in this chapter. Each DOI Museum Property Directive reflects current professional museum and archival standards and practices, and includes selected relevant information from the former DOI Museum Property Handbooks.

N. Exhibit Space. An area dedicated to interpretive and educational display of museum objects for an intended audience in which appropriate security and environmental conditions are maintained.

- O. Facility. A building, administrative unit, or partner facility that has space(s) dedicated to the display, exhibit, study, and/or storage of museum property. (See also Repository.)
- P. Interior Collection Management System (ICMS). The mandatory DOI information management system used to provide Department-wide consistency in accounting for, documenting, reporting on, and providing physical and intellectual access to bureau/office museum property.
- Q. Inventory. An itemized listing of objects; and/or the act of physically locating all or a random sample of the objects for which a unit is responsible.
- R. Loan. The temporary transfer of custody of museum property on either a short-term (3 years or less) or long-term basis. A loan must be for official purposes and may be incoming or outgoing. The terms of a loan are documented in a loan agreement or similar instrument. (See also Agreement.)
- S. Museum Collection. An assemblage of objects, works of art, and/or archives, representing archeology, art, biology, ethnography, geology, history, and/or paleontology, retained for long-term preservation, study, and interpretation consistent with statutory requirements, its relationship to the mission of the respective bureau/office, or other appropriate factors. A museum collection consists of all accessioned, unaccessioned, cataloged, and/or uncataloged objects; and all museum property under the control of a facility, unit, or bureau/office. (See also Identifying Museum Property in paragraph 1.7.)
- T. Museum Property Management Staff. A DOI employee with delegated responsibilities to manage museum property on a regular basis who does not have specialized training in professional museum work. This may include archeologists, archivists, historians, interpreters, property management specialists, rangers, resource management specialists, or others who manage museum property as a collateral duty. (See also Curatorial Staff.)
- U. Museum Records. Records created to manage museum property, such as accession, catalog, loan, deaccession, and inventory records. These records must be appraised through agency record schedule procedures. Museum records are not museum property.
- V. Non-Bureau Facility. Any facility, which a specific bureau/office does not own and/or operate and maintain, that houses the bureau/office's museum property. This includes facilities of other bureaus and offices within DOI, other Federal agencies, and entities outside of the Federal Government, such as a museum or university.
- W. Object. A physical item of museum property. It includes art and history objects, archeological artifacts, ethnographic objects, archival items, and natural history specimens.
- X. Personal Property. Property of any kind or an interest therein, except real property and records of the Federal Government. Personal property includes all equipment,

materials and supplies, and museum objects. It does not include property which is incorporated in, or permanently affixed to, real property. (See Interior Property Management Directives 114-60.1.)

Y. Repository. A type of facility that is dedicated to managing, preserving, processing, studying, and storing museum property according to professional museum and archival practices. (See also Facility.)

Z. Standards. Authoritative principles or rules for managing museum property. DOI standards for managing museum property are based on professional museum and archival standards referenced in paragraphs 1.9 and 1.10 and described in detail in the DOI Museum Property Directives.

AA. Unit. In the context of this chapter, a bureau/office organizational entity, such as an accountability area, administrative unit, center, laboratory, museum, office, park, school, site, refuge, or repository, that manages museum property.

BB. Working collections. Organic or inorganic specimens and items maintained by bureau/office programs that are not intended for long-term preservation and care as museum property due to their expendable nature. Working collections are intended for use during education or ongoing research and may be consumed or discarded during the analysis process according to bureau policy. Some specimens and items may subsequently be designated museum property. Working collections will be discarded when it is determined there is no longer a need for the collection for future research or education or upon completion of the ongoing research according to standards set in bureau/office policy.

1.6 Responsibilities for Managing Museum Property.

A. Assistant Secretary – Policy, Management and Budget. Providing oversight, coordination, and funding for the management of DOI museum property.

B. Program Assistant Secretaries. Providing management oversight and program and funding support for their respective bureaus to carry out the requirements in this chapter and the DOI Museum Property Directives. The Assistant Secretary - Indian Affairs also has the responsibilities set forth in paragraph 1.6.

C. Director, Office of Acquisition and Property Management (PAM).

(1) Developing and maintaining DOI policy and issuing DOI Museum Property Directives for managing DOI museum property.

(2) Appointing professionally qualified staff in the Interior Museum Program to oversee and assist bureau/office management of museum property. The Interior Museum Program is a group of professionally qualified staff within PAM dedicated to providing policy oversight, advocacy, technical assistance, and training to bureaus and offices in managing museum property within the framework of the Department's policies and standards.

(3) Working with the Department's Office of Budget to support bureau/office efforts to fund museum property programs that are consistent with applicable Federal laws, regulations, the requirements of this chapter, and the DOI Museum Property Directives.

(4) Providing Departmental oversight of bureau/office museum property management in bureau/office facilities and non-bureau facilities and repositories. This includes recommending actions for improving the museum property program in each bureau/office; identifying opportunities for bureaus/offices to coordinate and collaborate on solutions; and resolving museum property issues in any bureau/office when a proposed action or substantive change could adversely impact museum property.

(5) Providing technical assistance and training to bureaus/offices in managing DOI museum property. This includes caring for, documenting, preserving, and using museum property; recommending actions to meet environmental and preservation standards for all facilities housing DOI museum property; and facilitating coordination with non-bureau facilities housing DOI museum property, including partnerships, agreements, contracts, and other formal arrangements.

(6) Coordinating activities of the Department's Museum Property Executive Program Committee (EPC) and the Interior Museum Property Committee (IMPC).

(a) The EPC is a chartered committee established to provide executive oversight of the DOI museum collections and programs and the IMPC. The primary purpose of the EPC is to oversee, evaluate, and direct Department-wide efforts to manage museum property within the context of the Department's goals and objectives for personal property and resource management.

(b) The IMPC is a chartered committee created to support responsible stewardship and use of the Department's museum collections under the oversight of the EPC. The primary purpose of the IMPC is to plan, evaluate, and execute Department-wide efforts to manage and report on museum property within the context of the Department's goals and objectives for personal property and resource management.

(7) Coordinating, consolidating, and analyzing museum property reports from the bureaus/offices to identify Departmental and bureau/office-specific opportunities and challenges in managing museum property; to identify best practices; and to inform policy, guidance, training, and budget planning.

(8) Coordinating bureau/office responses to DOI museum property audits.

(9) Serving as the system owner of the ICMS. This includes overall system procurement, development, and integration; developing Departmental policy and procedures for the system; and overseeing the ICMS Change Control Board.

(10) Serving as the Department's liaison with other Federal agencies and organizations to promote preservation, protection, access to, and use of DOI museum property.

(11) Serving as a clearinghouse of information on the Department's activities that pertain to the acquisition, documentation, preservation, and use of DOI museum property.

D. Heads of Bureaus and Offices and Assistant Secretary – Indian Affairs.

(1) Implementing DOI policy and DOI Museum Property Directives for managing museum property.

(2) Developing, issuing, and maintaining bureau/office-specific policy and guidance consistent with Departmental policy and DOI Museum Property Directives for managing museum property.

(3) Establishing and funding a museum property program throughout the bureau/office consistent with applicable Federal laws, regulations, this chapter, and DOI Museum Property Directives. This includes:

(a) Providing program direction.

(b) Appointing professionally qualified staff, including a National/Chief Curator as appropriate, to manage the bureau/office's museum property program and ensuring that staff with museum property duties receive ongoing training.

(c) Furnishing and maintaining adequate bureau/office facilities and repositories to curate museum property and/or establishing formal arrangements with appropriate non-bureau facilities and repositories to curate museum property.

(d) Identifying senior-level official(s) to represent the bureau/office on the EPC and a National/Chief Curator, as well as curatorial staff and discipline specialist(s) if appropriate, to represent the bureau/office on the IMPC.

(4) Establishing museum property committees or equivalent groups, as appropriate. A museum property committee is a small, diverse group of curatorial staff, museum property management staff, and relevant discipline specialists that provides advice on the management of museum property. The committee provides recommendations on and contributes to museum property management decisions such as Scope of Collection Statements, accessions, deaccessions, loans, and mandatory data appropriate to specific disciplines represented in the museum collections.

E. Bureau and Office National/Chief Curators.

(1) Formulating and regularly evaluating policies, programs, standards, and guidelines related to the management, preservation, and use of the bureau/office's museum property.

- (2) Maintaining and documenting a comprehensive knowledge of the scope and breadth of the bureau/office's museum collections in bureau/office facilities and non-bureau facilities.
- (3) Serving as the senior program contact for museum property-related audits and reviews.
- (4) Evaluating the performance of bureau/office facilities and non-bureau facilities and repositories housing bureau/office museum property; and implementing corrective actions to address deficiencies, as practicable.
- (5) Providing PAM with information on bureau/office activities that pertain to the acquisition, documentation, preservation, and use of bureau/office museum property.
- (6) Developing and coordinating partnerships with Federal, state, tribal, and local organizations and facilities, as applicable.

1.7 Identifying Museum Property.

- A. Museum property is a subset of personal property that is retained for long-term preservation, study, and interpretation consistent with statutory requirements, its relationship to the mission of the respective bureau/office, or other appropriate factors.
- B. Bureaus/offices shall acquire museum property according to a rational plan, such as a Scope of Collections Statement.
- C. Museum property shall be identified by curatorial staff or museum property management staff that considers relevance to the bureau or office mission; relationship to an individual or event, resource, or person that is noteworthy for its scientific, historic, or cultural significance; has a tie to Federal lands and/or a Federal program; is rare or unique; is commissioned by a bureau/office; and/or is significant due to its age or provenance. Further information on the specific types of museum property is available in the DOI Museum Property Directives.

1.8 Identifying What Is Not Museum Property.

- A. Bureaus/offices are responsible for identifying items that are not museum property and that do not require ongoing ownership and stewardship as museum property based on an assessment conducted by a professional that considers factors described in paragraph 1.7.
- B. Museum property does not include working collections, although working collections should be periodically evaluated to determine if they should be identified as museum property.
- C. Museum property also does not include records as defined in 44 U.S.C. 3301, unless indicated as such in an approved bureau/office records disposition schedule.

1.9 **Documentation and Data Management, Including Required Standards.**

A. All museum property housed in bureau and non-bureau facilities must be documented following required procedural standards for accessioning, cataloging, inventorying, loaning, and deaccessioning. Additionally, all museum property must be documented in ICMS using DOI mandatory data for accessioning, cataloging, inventorying, loaning, and deaccessioning to ensure uniform record keeping.

B. Bureau/office museum property housed in non-bureau facilities must be documented in ICMS or an information management system that contains data compatible with all DOI mandatory data so that bureaus/offices can import the data into ICMS. The required standards for documenting museum property, including mandatory data, are provided in DOI Museum Property Directive 3, *Required Standards for Documenting Museum Property*, at <http://www.doi.gov/museum/>.

1.10 **Preservation and Protection, Including Required Standards.**

A. Museum property must be preserved, protected, and managed in appropriate bureau/office facilities or non-bureau museums, repositories, visitor centers, offices, and other facilities.

B. Bureaus/offices must apply the required standards for environmental controls, security, fire protection, housekeeping, physical examination, conservation treatment, storage, exhibiting in exhibit space and administrative office space, and use its museum property in bureau and non-bureau facilities, particularly in storage and exhibit spaces.

C. The required standards for managing and preserving museum property are provided in DOI Museum Property Directive 4, *Required Standards for Managing and Preserving Museum Property*, at <http://www.doi.gov/museum/>.

1.11 **Museum Property Plans and Management Tools.** Curatorial staff at the bureau/office level and at the bureau/office unit level must develop, implement, and periodically update museum property plans and management tools to ensure professionally sound management of museum property. Personal and real property management specialists, discipline specialists, and non-bureau facility personnel, as appropriate, may be involved in this effort. Policy and procedures for developing and implementing museum property plans and assessment tools are referenced in this chapter and detailed in the DOI Museum Property Directives at <http://www.doi.gov/museum/>.

A. Bureau/Office Level. All bureaus/offices responsible for managing museum property must have a current Museum Property Management Plan. This plan must include bureau/office-specific strategies, goals, and priorities for meeting the requirements in this chapter and for managing museum property in bureau/office facilities and non-bureau facilities and repositories.

B. Bureau/Office Unit Level. A bureau/office unit must develop museum property plans and management tools consistent with Federal law, required standards provided in the DOI Museum Property Directives, and bureau/office-specific policies and procedures. Unit-level curatorial and museum property management staff have primary responsibility for implementing museum property management plans and utilizing the management tools. The following documents must be periodically updated, as indicated below, to reflect changes in the status of the museum property and progress in managing it:

(1) Scope of Collection Statement (SOCS). The 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. Each unit responsible for managing museum property must have a SOCS that is reviewed and approved by the bureau/office designated authority every 5 years, at a minimum.

(2) Collection Management Plan (CMP). The CMP documents the unit's plan for the long-term care and preservation of its museum property. The CMP must be reviewed and approved by the designated authority every 5 years, at a minimum.

(3) Emergency Management Plan (EMP). The EMP identifies risks and vulnerabilities to museum property from events such as fires, earthquakes, floods, tornadoes, or civil disturbances. The EMP pertains to each bureau/office facility and non-bureau facility housing museum property. The EMP must be reviewed every 5 years and updated, if necessary.

(4) Integrated Pest Management (IPM), Security, and Housekeeping Plans. These plans define the plans relating to management of pests and housekeeping that pertain to each bureau/office facility and non-bureau facility housing museum property. These plans must be reviewed every 5 years, and updated, if necessary.

(5) Facility Checklist for Spaces Housing DOI Museum Property. This checklist pertains to each bureau/office facility and non-bureau facility housing museum property. It is used to assess the condition of storage, exhibit, and administrative office spaces housing museum property. The checklist must be completed and signed by the designated authority every 5 years to track compliance with DOI standards.

(6) Conservation Survey. This survey is an assessment to: determine the environment of spaces housing museum property; record the condition of individual or groups of museum property by material type; determine conservation treatment needs and priorities; record baseline data to assess future deterioration; and prioritize treatment for the museum property most vulnerable to deterioration. A conservation survey must be conducted by a professional conservator(s) and is performed as practicable.

(7) Non-Bureau Facility or Repository Agreement. Units that are responsible for managing museum property housed in non-bureau facilities need to enter into a formal agreement with the non-bureau facility, to the extent practicable. This agreement states the responsibilities of all parties and shall incorporate requirements involved in the management of

the unit's museum property consistent with this chapter and the DOI Museum Property Directives.

1.12 Accountability and Reporting. Bureaus/offices must use the following procedures and reports to track and report on the status of museum property at the bureau/office level and the unit level.

A. Inventory. Units must inventory the museum property for which they are responsible in a manner consistent with 410 DM "Personal Property Management" and Interior Property Management Directives Section 114-60 "Personal Property Management Program." Inventory procedures specific to museum property are in the DOI Museum Property Directives. The unit's accountable officer is responsible for ensuring that required inventories are conducted.

B. Unit Museum Property Management Report. Each unit must submit a Museum Property Management report annually to the bureau/office's National/Chief Curator or designated authority as required by bureau/office policy.

C. Bureau/Office Museum Property Management Summary Report. Bureaus/offices managing museum property must submit the Museum Property Management Summary Report annually to the Director, PAM following the content and format described in the annual data call memorandum.

D. Agency Financial Report. As requested in the annual data call memorandum from the Director, Office of Financial Management, bureaus/offices responsible for managing museum property must submit the required data on museum property, referred to as Collectible Heritage Assets, through their bureau/office representative for inclusion in the DOI Agency Financial Report. This requirement is established in the Statement of Federal Financial Accounting Standards (SFFAS) No. 29 – Heritage Assets and Stewardship Land.

E. Annual Performance Report. As requested in the annual data call memorandum from the Director, Office of Planning and Performance Management, designated bureaus/offices responsible for managing museum property must submit the required data on museum property through their bureau/office representative for inclusion in the DOI Annual Performance Report.

1.13 Forms. Standardized forms for managing museum property are provided in the DOI Museum Property Directives and ICMS. Other departmental forms are available at <http://www.doi.gov/nbc/formsmgt/>.

1.14 Additional guidance. Additional guidance on managing museum property is available at <http://www.doi.gov/museum/>.