Appendix A: Mandates and Standards for NPS Museum Collections

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APPENDIX A: MANDATES AND STANDARDS FOR NPS MUSEUM COLLECTIONS MANAGEMENT

A. Overview

In this appendix you will find information on:

- appropriate laws, regulations, and conventions related to NPS museum collections
- governmentwide and departmental standards related to NPS museum collections
- NPS management policies and servicewide standards for museum collections
- mandates and policies for NPS integrated pest management programs

B. Laws, Regulations, and Conventions – NPS Cultural Collections

1. Laws related to NPS cultural collections

These laws provide the legal mandates for NPS management of museum collections.

  - authorizes the President to declare national monuments to protect sites and objects
  - authorizes federal departments to grant permits for survey and excavation and to enforce protection of archeological sites and objects under their jurisdiction
  - requires that excavated materials be permanently preserved in public museums

- Organic Act of 1916 (16 USC 1 et seq.):
  - authorizes the creation of the National Park Service
  - states that the mission of the NPS is “...to conserve the scenery and the natural and historic objects...therein and to provide for the enjoyment of the same in such a manner and by such means as will leave them unimpaired for the enjoyment of future generations”

- Historic Sites Act of 1935 (16 USC 461-467) authorizes the Secretary of the Interior through NPS:
  - to preserve and maintain objects of national historical or archeological significance
  - to establish and maintain museums
• Museum Properties Management Act of 1955, as amended (16 USC, Sect. 18 [f]) authorizes the Secretary of the Interior through NPS:
  – to acquire collections through donation, bequest, and purchase and through transfer from other federal agencies
  – to exchange collections
  – to accept and make loans of museum collections
  – to deaccession collections by transfer to qualified federal agencies, conveyance (donation) to qualified tax exempt private institutions and non-federal governmental agencies, and destruction

See Figure A.1 for the complete text of this law.

• Reservoir Salvage Act of 1960, as amended (16 USC 469 - 469C):
  provides for the recovery and preservation of “historical and archeological data (including relics and specimens)” that might be lost or destroyed as a result of the construction of dams and reservoirs.

• Archeological and Historic Preservation Act of 1974 (16 USC 469-469C):
  extends the application of the Reservoir Salvage Act of 1960 to recover and preserve “historical and archeological data (including relics and specimens)” that might be lost or destroyed as a result of any federal construction project or federally-licensed activity or program.

• National Historic Preservation Act of 1966, as amended (16 USC 470 - 470t, Sect. 110):
  directs the Secretary of the Interior to issue regulations that ensure that significant prehistoric and historic artifacts, and associated records, subject to Section 110 of this Act, the Reservoir Salvage Act (as amended), and the Archaeological Resources Protection Act are deposited in an institution with adequate long-term curatorial capabilities.

• Archaeological Resources Protection Act of 1979 (ARPA) (16 USC 470aa-mm):
  – defines archeological resources as any material remains of human life or activities that are at least 100 years of age, and which are capable of providing scientific or humanistic understandings of past human behavior, cultural adaptation, and related topics through the application of scientific or scholarly techniques
  – requires that a permit be obtained before conducting archeological studies on public and Indian lands
  – requires that information on the nature and location of resources on public and Indian lands remain confidential if its release may harm the resources

A.2

- establishes civil and criminal penalties for the excavation, removal, or damage of resources on public and Indian lands without a permit (materials lawfully acquired prior to the passage of the law are not subject to the penalties)

- requires that materials excavated from public lands and Indian lands and associated records be preserved in a suitable repository

- gives the Secretary of the Interior authority to issue regulations for the proper curation of federally-owned and administered archeological collections

  
  reaffirms the constitutional right of “freedom to believe, express, and exercise the traditional religions of the American Indian, Eskimo, Aleut, and Native Hawaiians, including but not limited to access to sites, use, and possession of sacred objects, and the freedom to worship through ceremonial and traditional rites”

  
  - states that lineal descendants or culturally affiliated Indian tribes or Native Hawaiian Organizations may claim ownership or control of Native American human remains, funerary objects, sacred objects, and objects of cultural patrimony that are excavated or discovered on federal or tribal lands after passage of the law
  
  - establishes criminal penalties for trafficking in remains or objects obtained in violation of the law
  
  - requires federal agencies and museums that receive federal funding to inventory Native American human remains and associated funerary objects in their possession or control and identify their cultural and geographical affiliations within 5 years
  
  - requires federal agencies and museums that receive federal funding to prepare summaries of information about Native American unassociated funerary objects, sacred objects, or objects of cultural patrimony within 3 years

  **Note:** The inventories and summaries provide for repatriation of items when lineal descendants or Native American groups request it.

- National Parks Omnibus Management Act of 1998 (16 USC 5937) Sec. 5937:
  
  - establishes the confidentially of sensitive information regarding certain types of museum objects and other resources
  
  - mandates a program of inventory and monitoring for NPS resources
  
  - allows the withholding of information (in response to a Freedom of Information Act request) on the nature and specific location of resources (specimens) that are endangered, threatened, rare, or commercially valuable, mineral or paleontological, and of objects of cultural patrimony
The following regulations include major requirements for NPS museum collections management. Many other regulations may apply in specific situations.

  - authorizes federal land managers to seize materials recovered illegally from archeological resources located on federal lands
  - directs federal land managers to dispose of seized materials by depositing them in the proper national depository or by other means
  - requires that every collection recovered under the Antiquities Act be preserved in the public museum designated in the Antiquities Act permit, and be accessible to the public
  - states that the Secretary of the Smithsonian Institution must approve in writing the removal (deaccession) of an Antiquities Act collection
  - mandates that deaccessioned Antiquities Act collections must be transferred to another public museum
  - requires that an Antiquities Act collection revert to the national collections whenever a museum holding such collections ceases to exist

- **43 CFR Part 7 “Protection of Archeological Resources: Uniform Regulations”**:
  - requires that repositories proposed by ARPA permit applicants to certify in writing their willingness to assume curatorial responsibility for the collections
  - requires that, for resources located on public lands, repositories must certify that they will safeguard and preserve the collections as property of the United States
  - requires that ARPA permit applicants certify that, not later than 90 days after the final report is submitted to the federal land manager, the collections will be delivered to the repository named in the ARPA permit
  - requires that federal land managers specify in ARPA permits the name of the repository in which collections are to be deposited
  - states that archeological resources excavated or removed from public lands remain the property of the United States
  - states that archeological resources excavated or removed from Indian lands remain the property of the Indian or Indian tribe having rights of ownership over such resources
  - authorizes the Secretary of the Interior to issue regulations for the curation of federally-owned and administered collections. In the absence of such regulations Federal land managers are authorized...
to provide for the exchange of collections among suitable repositories

- restates the confidentiality requirement specified in ARPA

- 36 CFR Part 79 “Curation of Federally-Owned and Administered Archeological Collections”:
  - states the responsibilities of federal agencies to manage and preserve collections
  - identifies methods for federal agencies to use to secure and fund curatorial services
  - states terms and conditions for federal agencies to include in contracts, memoranda, agreements, and other written instruments with repositories for curatorial services
  - establishes standards for federal agencies to use to determine when a repository has the capability to provide long-term curatorial services
  - provides guidelines for collections use
  - specifies procedures and guidelines for conducting periodic inspections and inventories of collections

3. International Conventions related to NPS cultural collections

The following international convention applies to NPS cultural collections.

- 1970 UNESCO Convention on the Means of Prohibiting and Preventing the Illicit Import, Export, and Transfer of Ownership of Cultural Property (implemented in the United States by P.L. 97-446 in 1983, 19 USC 260l). Signatory nations agree to work to prevent the import of and trade in archeological and ethnographic materials (when requested) and in stolen cultural collections. This convention:
  - was ratified by the United States and 90 other nations by 2000.
  - provides protection for archeological and ethnographic materials when the home nation requests that other signatories not import these materials. (As of 2000, Bolivia, Cambodia, Canada, Cyprus, El Salvador, Guatemala, Mali, and Peru have had such requests approved.)
  - provides protection for stolen property, including cultural and natural history collections, that have been taken from a museum or public institution (including churches, monuments, and archeological sites) To be covered, the materials must have been previously inventoried as part of the institution’s collection.
  - exempts objects imported for temporary exhibits

Note: The United States and France are the only major art-importing countries to sign the convention to date; Canada, Korea, and Australia are also signatories. It is enforced in the United States by the Customs Service.
4. Contacts for laws, regulations, and conventions – NPS cultural collections

Direct questions relevant to laws and regulations about cultural collections to the regional/support office (SO) curator, the regional archeologist, historian, archivist, and ethnographer.

For information on the 1970 UNESCO Convention on the Means of Prohibiting and Preventing the Illicit Import, Export, and Transfer of Ownership of Cultural Property, contact:

Cultural Property Advisory Committee
United States Department of State
SA 44, Room 247
Washington, DC 20547

Telephone: 202-619-6612
Fax: 202-619-5177
Email: culprop@usia.gov
http://exchanges.state.gov/education/culprop

C. Laws, Regulations, and Conventions – NPS Natural History Collections

1. Laws related to NPS natural history collections

These laws relate to NPS natural history collections.

- Lacey Act of 1900 (18 USC 43-44):
  - makes the violation of any state, federal, or foreign wildlife law a federal offense
  - places stipulations on the importing and labeling of wildlife and their parts
  - poses complex problems for museums in relation to the acquisition and deaccession of wildlife materials and the sale of wildlife materials in museum shops because it is hard to prove the legal history of such pieces
  - requires proof of intentional violation for enforcement, but ignorance of the relevant state, federal, or foreign statutes is not excusable.

Note: The Black Bass Act of 1930 (16 USC 851) added fish to the list of wildlife under the Lacey Act.

- Migratory Bird Treaty Act of 1918 (16 USC 703-711):
  - protects birds flying between the United States and Canada, Mexico, and Japan
  - covers all wild, native birds not legally hunted by state law
  - clarifies that some non-native species may be covered by state law and, therefore, by the Lacey Act
– makes it illegal to kill, capture, collect, possess, buy, sell, ship, import, or export listed species including their parts, nests, and eggs

– allows museums and non-commercial institutions to get permits for legal possession, collection, and transportation of objects, but permits impose extensive record-keeping requirements

– states that only museums and other specified institutions can purchase any protected bird or part thereof, and the seller must possess a federal permit for a legal sale

**Bald Eagle Protection Act of 1940** (16 USC 668a), amended in 1962 to include golden eagles:

– prohibits taking, buying, selling, trading, possession, importation or exportation of eagles or their parts, nests, eggs, or products made of them

– authorizes permits for taking, possessing, and transporting eagles and their parts for scientific, exhibition, and Native American religious purposes

– exempts possession and transportation of eagles held prior to the law

– requires permits for any materials acquired by museums after the law was established

**Marine Mammal Protection Act of 1972** (16 USC 1361-1407):

– places a moratorium on the killing of marine mammals by United States citizens

– restricts the possession, sale, purchase, importation, or transportation of the animals and their products and parts

– requires permits for exhibiting marine mammals and their parts and for holding them in storage.

– allows Native peoples to use such parts for the manufacture and sale of handcrafts as long as the sale is handled by a licensed dealer

– exempts museums from permit requirements for pre-Act materials or to purchase legitimate handcrafts, although they should consider getting permits for all other marine mammal materials.


– prohibits harassing, harming, or killing listed species

– prohibits the purchase, sale, or use of listed species or parts thereof in the course of an interstate commercial activity. Intra-state transactions are allowed if pre-Act ownership can be proven.

– doesn’t apply to fossils and objects greater than 100 years old, but age must be verified
– requires park museums to have a permit to purchase more recent objects that contain parts of endangered or threatened species
– allows gifts of endangered or threatened specimens to museums if there is proof of pre-Act ownership and if the objects have not been offered for sale since the date of this law.
– allows loans or gifts between educational institutions. In such instances permits are not required, even if the objects cross state lines.

2. Regulations related to NPS natural history collections

The following regulations apply to NPS museum collections.

• 36 CFR, Section 2.5 (Revision effective April 30, 1984), “Research Specimens” Section 2.5(g) states: “Specimen collection permits shall contain the following conditions:
  – Specimens placed in displays or collections will bear official National Park Service museum labels and their catalog numbers will be registered in the National Park Service National Catalog.
  – Specimens and data derived from consumed specimens will be made available to the public and reports and publications resulting from a research specimen collection permit shall be filed with the superintendent.”

Note: A revision to 36 CFR 2.5 is in progress.

• 50 CFR, Sections 17.11 and 17.12, “Endangered and Threatened Wildlife and Plants.” These annually revised sections provide lists of names of all the species of wildlife and plants determined to be endangered or threatened.

3. International conventions related to NPS natural history collections

The following international convention applies to NPS natural history collections.

• Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES):
  – protects endangered species of plants and animals by regulating imports and exports
  – was ratified by the United States in 1974, and by 150 other nations by 2000
  – allows for certificates of exemption for the import or export of items acquired before CITES, and for non-commercial exchange between institutions
  – is enforced in the United States by the Fish and Wildlife Service
  – includes three appendices that protect materials of varying degrees of scarcity:

Appendix I. Species are in danger of extinction and there is no commercial trade in them. Any international transport of these materials requires permits from both the exporting and importing nations.
Appendix II. Species require strict regulation to prevent the danger of extinction and/or look like Appendix I species. Permits for international transport are issued by the exporting nation, and are allowed for any purpose not detrimental to the species.

Appendix III. Species are protected only within their native countries. They require permits for export even if they are plentiful elsewhere.

4. Contacts for laws, regulations, and conventions – NPS natural history collections

Direct questions relevant to the Endangered Species Act, and other laws and regulations about natural history collections to the regional/SO curator and the regional chief of natural resources management (or equivalent).

For information on CITES and other wildlife laws, including procedures and applications for getting permits to have endangered or threatened wildlife and plants in a park’s museum collection, contact:

U.S. Department of the Interior
Fish and Wildlife Service
Office of Management Authority
4401 North Fairfax Drive, Room 700
Arlington, VA 22203

Tel: 703-358-2104
<http://international.fws.gov/global/cities.html

CITES Secretariat
15 chemin des Anemones
1219 Chatelaine-Geneva
Switzerland

<http://www.cites.org>

D. Policies and Standards

1. Governmentwide and departmental policies and standards related to NPS museum collections

The following governmentwide and departmental policies and standards apply to NPS museum collections:

• 41 CFR 101 Federal Property Management Regulations (FPMR) prescribes regulations, policies, procedures, and delegations of authority about the management of federal property.

• Interior Property Management Regulations, Departmental Manual Part 410, Personal Property Management (Subpart 114-60):
  - prescribes policies, procedures, and responsibilities governing the receipt, accountability, record-keeping, management, and survey of personal property in the Department of the Interior (DOI)
  - applies to all personal property acquired by all DOI bureaus and offices
  - ensures the safeguarding of government property against waste, fraud, and abuse
2. NPS management policies for museum collections

Excerpts from NPS Management Policies (1988) that are specifically relevant to museum objects are as follows (chapter and page references appear in parentheses). This section will be updated when the revised Management Policies is issued (anticipated fall 2000).

Chapter 5 - Cultural Resource Management

Inventories (Page 5:1)

“The following cultural resource inventories will be maintained for the national park system: ...(3) a National Catalog of Museum Objects encompassing all cultural and natural history objects in NPS collections.”

Preservation of Data and Collections and Protection of Research Potential (Page 5:3)

“Field data, objects, specimens, and features of structures retrieved for preservation during cultural resource research and treatment projects, together with associated records and reports, will be managed within the park museum collection. Where practical, the features of sites and structures will be left in place.”

Treatment of Museum Objects (Pages 5:9-10)

“Preservation. A museum object will be preserved in its present condition through ongoing preventive conservation if (1) that condition is satisfactory for exhibit or research, or (2) another treatment is
warranted but cannot be accomplished until some future time. Interventional measures will be taken when preventive conservation measures are insufficient to reduce deterioration to a tolerable level, or when the object is so fragile as to be endangered under any circumstances. Intervention will be minimized to reduce the possibility of compromising the object’s integrity.

Restoration. A museum object may be restored to an earlier appearance if (1) restoration is required for exhibit or research purposes, (2) sufficient data exist to permit restoration with minimal conjecture, and (3) restoration will not modify the object’s known original character. Restoration will be accomplished using the techniques and materials that least modify the object and in such manner that the materials will be removable at a later time with minimal adverse effect. Restored areas will be distinguishable from original material and documented. Restoration will take into account the possible importance of preserving signs of wear, damage, former maintenance, and other historical and scientific evidence.

Reproduction. Museum objects needed for interpretive presentations will be reproduced for such use when the originals are unavailable or would be subject to undue deterioration or loss. The National Park Service will observe copyright laws with respect to reproduction.”

Acquisition, Management, and Disposition of Museum Objects (Page 5:10)

“Objects and related documentation essential to achieving the purposes and objectives of the parks will be acquired and maintained in accordance with approved Scope of Collection Statements for each park. Archeological objects systematically collected within a park and natural history specimens systematically collected within a park for exhibit or permanent retention will be managed as part of the museum collection. Museum collection management and care will be addressed at all appropriate levels of planning.

Museum objects will be acquired and disposed of in conformance with legal authorizations and current NPS curatorial procedures. The National Park Service will acquire only collections having legal and ethical pedigrees, and each park will maintain complete and current accession records to establish the basis for legal custody of the objects in its possession. Museum catalog records will be prepared by each park to record basic property management data and other documentary information for museum objects. Objects will be inventoried in accordance with current procedures.”

Historic Furnishings (Page 5:10)

“When the historic furnishings of a structure are present in their original arrangement, they will not be moved or replaced unless required for their protection or preservation, or unless the structure is designated for another use in an approved planning document. A structure may be refurnished in whole or in part if (1) its history is significantly related to a primary park theme, (2) refurnishing is the best way to interpret that history to the public, and (3) sufficient evidence of furniture design and placement exists to refurnish with minimal conjecture. Reproductions will be used only when prototypes exist to ensure the accurate re-recreation of historic pieces.”
Archives and Manuscripts (Pages 5:10-11)

“Archival and manuscript collections are considered museum property and will be managed in ways that preserve them intact for the future while providing current access.

When an archival collection not owned by the National Park Service falls within a park’s approved Scope of Collection Statement, every reasonable effort will be made to acquire it if (1) an appropriate storage facility will be provided by the Park Service or a cooperating institution, (2) the facility will be staffed by at least one archivist, curator, librarian, or other person experienced in caring for documentary materials, and (3) the collection will be made available to serious researchers under conditions that maximize both preservation and use and ensure security against theft and vandalism.

Parks will retain notes or copies of records significant to their administrative histories when they periodically ship their official records to federal record centers.”

Fire Detection and Suppression (Page 5:14)

“When warranted by the significance of a historic structure or of the museum objects in a nonhistoric structure, adequate fire detection, warning, and suppression systems will be installed. Fire-fighting personnel will be advised of any peculiarities or dangers inherent in a structure and any objects to be given priority for protection or rescue. Park personnel will receive training in fire prevention and suppression with hand-held extinguishers at historic structures and museums, and designated personnel will be trained to respond to all emergencies involving museum collections.

Smoking will not be permitted in spaces housing museum collections or in historic structures other than those adapted for modern residential and administrative uses.”

Pest Management (Page 5:14)

“The National Park Service will follow the integrated pest management approach in addressing pest problems related to cultural resources. All feasible nonchemical methods will be exhausted before resorting to the use of chemicals. Any use of pesticides for cultural resources will conform to the NPS pesticide use policy.”

Chapter 4 - Natural Resource Management

Natural Resource Collections (Page 4:4)

“Natural resource collections include nonliving and living specimens and associated field records. If placed in exhibits or retained in permanent collections, nonliving specimens and their associated field records will be cataloged into a park’s museum collection. Management standards for such collections are specified in the Cultural Resource Management Guideline and the Museum Handbook.”
Integrated Pest Management Procedures (Page 4:13)

Integrated pest management (IPM) procedures will be used to determine when to control pests and whether to use mechanical, physical, chemical, cultural, or biological means.…

The choice to use a chemical pesticide will be based on a review by regional and Washington office coordinators of all other available options and a determination that these options are either not acceptable or not feasible; cost or staffing considerations alone will not be adequate justification for use of chemical control agents. Chemical pesticides that are not specifically exempt from reporting (regardless of who the applicator is) will be used only with prior approval by the Director on an annual basis. The application of such pesticides is subject to the Federal Insecticide, Fungicide, and Rodenticide Act (7 USC 136 et seq.), Department of the Interior policies and procedures (DM 517), Environmental Protection Agency regulations in 40 CFR, and Occupational Safety and Health Administration regulations.”

Paleontologic Resource Management (Page 4:19)

“Management actions will be taken to prevent illegal collecting and may be taken to prevent damage from natural processes such as erosion. Protection may include construction of shelters over specimens for interpretation in situ, stabilization in the field, or collection, preparation, and placement of specimens in museum collections. The localities and geologic settings of specimens will be adequately documented when specimens are collected.”

Chapter 7 - Interpretation and Education

Interpretation and Native Americans (Page 7:5)

“The National Park Service will not exhibit native American disinterred skeletal or mummified human remains or photographs or replicas of them. There will be no display of grave goods or other objects if native Americans who are culturally associated with them object to such exhibit. Associated native American tribes and groups will be consulted to determine the religious status of any object, the sacred nature of which is suspected but not confirmed, before it is exhibited or before any action is taken.”

Chapter 8 - Use of the Parks

Research and Collection Activities (Pages 8:15-16)

“Research activities by non-NPS personnel that, in the superintendent’s judgment, might disturb resources or visitors or that require the waiver of any regulation may be allowed in parks only pursuant to the terms and conditions of an appropriate permit. Scientific collecting activities that involve the removal of plants, animals, minerals, or archeological, historical, or paleontological objects will be allowed only if they are (1) proposed in conjunction with authorized research activities and (2) authorized and conducted in accordance with all applicable legislation, regulations, and guidelines.”
Chapter 9 - Park Facilities

Curatorial Facilities (Page 9:15)

“Park curatorial facilities should be adapted to the needs of each park. They may share space in visitor centers or administrative office buildings or be housed in completely separate buildings; however, incorporation with maintenance facilities should be avoided because of the heightened danger of fire, chemical spills, and similar accidents. Curatorial facilities will meet the collection’s special requirements for security, fire suppression, and environmental controls.”

Chapter 10 - Concessions Management

Merchandise and Handcrafts (Pages 10.8-9)

“Concessioners may not sell merchandise that violates conservation principles. The sale of original prehistoric or historic archeological artifacts or vertebrate paleontologic specimens is prohibited. Clearly labeled replicas of such artifacts and specimens may be sold.”

3. NPS Director’s Orders and guidance for museum collections

Director’s Orders supplement the NPS Management Policies. All Director’s Orders are on the Web at <http://www.nps.gov/refdesk/DOorders/>.

Director’s Order #28: Cultural Resource Management

Director’s Order #28: Cultural Resource Management, is implemented through Release No. 5 of the Cultural Resource Management Guideline (1997). The Cultural Resource Management Guideline gives guidance on how to apply policies and standards. The Cultural Resource Management Guideline applies to museum objects and archival and manuscript collections that are housed in parks, archeological and preservation centers, and other NPS organizational units. Excerpts from this guideline follow:

Research

- Each park has an approved stand-alone Scope of Collection Statement defining the purpose and prescribing limits and use of its museum collection.

- Every museum object is accessioned as soon as it is in NPS custody and cataloged promptly thereafter. Paper museum records and ANCS+ magnetic media are kept in secure fire-resistant storage.

- All materials resulting from systematic research projects associated with an accession are housed at the same repository, except when on temporary loan for specific use elsewhere. Within that repository, objects and records composing an accession may be stored or filed separately from related objects and records to the extent required for security, fire protection, enhanced or reduced access, preservation, fiscal control, or exhibition.

- Each park has consulted with affected Native Americans on any acquisitions that involve human remains and associated funerary objects, unassociated funerary objects, sacred objects, or objects of cultural patrimony.
• Archival and manuscript collections are surveyed, appraised, accessioned, cataloged, rehoused, arranged, and described according to procedures and guidelines contained in the Museum Handbook, Part II, Appendix D.

• Archival and manuscript collections are arranged and described by or under the guidance of an archivist in accordance with professional standards and procedures. A preliminary finding aid is produced as described in the Museum Handbook, Part II, Appendix D.

• Museum objects not relevant to a park according to its SOCS are deaccessioned as permitted by current NPS procedures.

• Archeological objects and natural history specimens systematically collected within a park are deaccessioned only if lost or so deteriorated that they no longer have scientific value.

• Objects and archival and manuscript collections in a park’s museum collection are made available to qualified researchers who can demonstrate a need to use them. Access is permitted under conditions designed to ensure the security and preservation of the materials, including adequate staff supervision. Copyright is respected in accordance with guidance in the Museum Handbook, Part I, Chapter 2; the Museum Handbook, Part II, Chapter 2 and Appendix D.

• Each outgoing loan is documented by an outgoing loan agreement. All loaned museum objects are cataloged unless loaned to NPS repositories for collections management and storage purposes. Conditions for preserving, handling, and shipping and an itemized list of museum objects are included in a loan agreement.

Planning

• Plans for park management, development, exhibits, interpretation, and research address the proper documentation, protection, preservation, and use of objects.

• Each park and center has a collection management plan to guide proper management and care of its museum collection and a separate collection storage plan if necessary.

• Each park and center has one or more collection condition surveys to detect problems with the condition of museum objects and determine conservation treatment priorities.

• Proposals for environmental control measures in historic structures are based on data from environmental monitoring for at least one year.

• Each park ensures that the cataloging and curation of objects, specimens, and associated records recovered from archeological and scientific projects are accomplished.

• Each park ensures that approved museum plans and reports are entered in the Cultural Resources Management Bibliography (CRBIB).
Stewardship

- Each park and center has identified threats to the security and protection of its museum collection and has taken appropriate measures to deal with them, including emergency planning.

- Each park and center has implemented a preventive conservation program whereby museum objects are exhibited, handled, and stored with sensitivity to their specific environmental needs and vulnerabilities and are regularly inspected for evidence of deterioration.

- Preservation and use of museum objects accords with Director’s Order #24: NPS Museum Collections Management; the Museum Handbook, Part I; and National Archives and Records Administration standards.

- Conservation treatment required to stabilize or restore museum objects entails the least intervention necessary to satisfy treatment goals.

- Inventories of museum objects and status reports on collections are completed and submitted in accordance with current NPS museum property procedures and other administrative requirements.

- Any use of museum objects likely to damage them or hasten their deterioration is undertaken only after careful review and approval.

Director’s Order #24: NPS Museum Collections Management, gives requirements for managing park museum collections. It is supplemented by the Museum Handbook, Parts I-III. Director’s Order #24 is reprinted in full in Figure A.3.

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**16 USC Sec. 18f Management of museum properties**

The purpose of this section and sections 18f-2 and 18f-3 of this title shall be to increase the public benefits from museums established within the individual areas administered by the Secretary of the Interior through the National Park Service as a means of informing the public concerning the areas and preserving valuable objects and relics relating thereto. The Secretary of the Interior, notwithstanding other provisions or limitations of law, may perform the following functions in such manner as he shall consider to be in the public interest:

(a) Donations and bequests—Accept donations and bequests of money or other personal property, and hold, use, expend, and administer the same for purposes of this section and sections 18f-2 and 18f-3 of this title;

(b) Purchases—Purchase museum objects, museum collections, and other personal properties at prices he considers to be reasonable;

(c) Exchanges—Make exchanges by accepting museum objects, museum collections, and other personal properties, and by granting in exchange therefore museum property under the administrative jurisdiction of the Secretary which is no longer needed or which may be held in duplicate among the museum properties administered by the Secretary, such exchanges to be consummated on a basis which the Secretary considers to be equitable and in the public interest;

(d) Accepting loans of museum objects—Accept the loan of museum objects, museum collections, and other personal properties and pay transportation costs incidental thereto, such loans to be accepted upon terms and conditions which he shall consider necessary; and

(e) Making loans of museum objects—Loan to responsible public or private organizations, institutions, or agencies, without cost to the United States, such museum objects, museum collections, and other personal property as he shall consider advisable, such loans to be made upon terms and conditions which he shall consider necessary to protect the public interest in such properties.

### Sec. 18f-1.

[Does not apply to the National Park Service.]

### Sec. 18f-2. Additional functions

(a) Museum objects and collections—In addition to the functions specified in section 18f of this title, the Secretary of the Interior may perform the following functions in such manner as he shall consider to be in the public interest:

1. Transfer museum objects and museum collections that the Secretary determines are no longer needed for museum purposes to qualified Federal agencies, including the Smithsonian Institution, that have programs to preserve and interpret cultural or natural heritage, and accept the transfer of museum objects and museum collections for the purposes of this section and sections 18f and 18f-3 of this title from any other Federal agency, without reimbursement. The head of any other Federal agency may transfer, without reimbursement, museum objects and museum collections directly to the administrative jurisdiction of the Secretary of the Interior for the purpose of this section and sections 18f and 18f-3 of this title.

2. Convey museum objects and museum collections that the Secretary determines are no longer needed for museum purposes, without monetary consideration but subject to such terms and conditions as the Secretary deems necessary, to private institutions exempt from Federal taxation under section 501(c)(3) of title 26 and to non-Federal governmental entities if the Secretary determines that the recipient is dedicated to the preservation and interpretation of natural or cultural heritage and is qualified to manage the property, prior to any conveyance under this subsection.

3. Destroy or cause to be destroyed museum objects and museum collections that the Secretary determines to have no scientific, cultural, historic, educational, esthetic, or monetary value.

(b) Review and approval—The Secretary shall ensure that museum collections are treated in a careful and deliberate manner that protects the public interest. Prior to taking any action under subsection (a) of this section, the Secretary shall establish a systematic review and approval process, including consultation with appropriate experts, that meets the highest standards of the museum profession for all actions taken under this section.

### Sec. 18f-3. Application and definitions

(a) Application—Authorities in this section and sections 18f and 18f-2 of this title shall be available to the Secretary of the Interior with regard to museum objects and museum collections that were under the administrative jurisdiction of the Secretary for the purposes of the National Park System before November 12, 1996, as well as those museum objects and museum collections that may be acquired on or after November 12, 1996.

(b) Definitions—For the purposes of this section and sections 18f and 18f-2 of this title, the terms “museum objects” and “museum collections” mean objects that are eligible to be or are made part of a museum, library, or archive collection through a formal procedure, such as accessioning. Such objects are usually movable and include but are not limited to prehistoric and historic artifacts, works of art, books, documents, photographs, and natural history specimens.

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**Figure A.1. Museum Properties Act of 1955 as amended November 12, 1996**
<table>
<thead>
<tr>
<th>Section</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>114-60.100(b)</td>
<td>All museum property is accountable with no dollar threshold.</td>
</tr>
<tr>
<td>114-60.100(e)</td>
<td>Museum property is not capitalized.</td>
</tr>
<tr>
<td>114-60.100(n)</td>
<td>Definition of museum property</td>
</tr>
<tr>
<td>114-60.100(bb)</td>
<td>Sensitive property shall, at a minimum, include firearms…</td>
</tr>
<tr>
<td>114-60.200(a)</td>
<td>(1)…museum property will not be controlled in a general ledger control account. All items in a museum collection will be controlled through accessioning and cataloging.</td>
</tr>
<tr>
<td>114-60.401(c)</td>
<td>All museum property is controlled through accessioning and cataloging, regardless of value.</td>
</tr>
<tr>
<td>114-60.503(e)</td>
<td>An Accession Receiving Report will be used to document receipt of museum property.</td>
</tr>
<tr>
<td>114-60.601(b)</td>
<td>Because permanent marking of museum property is potentially damaging, items of museum collections are exempted from the marking requirements of this subpart. Bureaus and offices having museum collections will develop and implement procedures: (NPS procedures are outlined in the NPS Museum Handbook, Part II).</td>
</tr>
<tr>
<td>114-60.802-1(a)</td>
<td>A Certificate on Unserviceable Property will not be issued for…museum property.</td>
</tr>
<tr>
<td>114-60.811-2(f)</td>
<td>Examples of property irregularities include…loss or theft of a firearm or weapon.</td>
</tr>
</tbody>
</table>

Figure A.2. References to Museum Collections Management in Interior Property Management Regulations, Departmental Manual Part 410, Personal Property Management (Subpart 114-60)
Figure A.3. Director’s Order #24: NPS Museum Collections Management

**DIRECTOR’S ORDER #24: NPS MUSEUM COLLECTIONS MANAGEMENT**

**Approved:**  /s/ Robert Stanton  (original on file)
Director, National Park Service

**Effective Date:**  August 21, 2000

**Sunset Date:**  August 21, 2004

This Director’s Order supplements NPS Management Policies and, augmented by procedures in the Museum Handbook, supersedes Special Directives 80-1, "Guidance for Meeting NPS Preservation and Protection Standards for Museum Collections"; 87-3, "Conservation of Archeological Resources," as it pertains to museum collections; 91-4, "Ensuring that Natural Resource Projects Fund the Curation of Collections"; 94-6, "Ensuring that Projects Generating Museum Collections Fund Cataloging and Basic Preservation"; 93-2, "Preserving NPS Cellulose Nitrate Film Collections"; and Staff Directive 87-1, "NPS Clearinghouse Procedures and Requirements Regarding Disposal and Acquisition of Excess and Needed Museum Objects."

1. **Background and Purpose**

The National Park Service is custodian in perpetuity of irreplaceable and priceless museum collections that include objects, specimens, and archival and manuscript materials (textual, electronic, and audio-visual documents), representing cultural and natural resources in the United States, including but not limited to the disciplines of archeology, biology, ethnology, geology, history, and paleontology. NPS museum collections are part of the natural and cultural heritage of the country and are collected, preserved, and interpreted for public benefit.

NPS museum collections inform and enhance every aspect of park work, from resource management and interpretation, to research and public accountability. Featured in exhibits, interpretive programs, films, and print and electronic publications, NPS museum collections are key resources for educators, students, researchers, park managers, park neighbors, and the general public. Accessibility of museum collections is a prime component of museum management.

The NPS Management Policies lay the foundation by which the NPS meets its responsibilities toward these museum collections. This Director’s Order provides further policy guidance, standards, and requirements for preserving, protecting, documenting, and providing access to, and use of, NPS museum collections.

2. **Authority for this Director’s Order**

3. Objectives

The objectives of this Director’s Order, in conjunction with the accompanying Level 3 Museum Handbook, are to:

- Ensure that NPS managers and staff have information on the standards and actions for successfully and ethically complying with NPS Management Policies on museum collections.
- Provide a means of measuring and evaluating progress in preserving, protecting, documenting, accessing, and using museum collections.

4. Responsibilities

4.1 Associate Director, Cultural Resource Stewardship and Partnerships

The Associate Director, Cultural Resource Stewardship and Partnerships, with the assistance of the Chief Curator, has the following responsibilities:

4.1.1 Code of Ethics: Follow the Code of Ethics for the museum management program.

4.1.2 Museum Handbook: Develop, issue, and periodically update a Museum Handbook containing the information park managers need to know to comply with laws, departmental and Service-wide policies, regulations, professional standards, and a code of ethics applicable to museum collections management. Include in the Museum Handbook, as a supplement to this Director’s Order, specific guidance for collecting, preserving, protecting (including security and fire protection), documenting, accessing, and using museum collections, clearly distinguishing between those actions that are mandatory requirements and those that are discretionary. Cite those laws, policies, and regulations in relevant sections.

4.1.3 Strategic Plans: Develop strategic plans and goals to improve and maintain the management of NPS museum collections Service-wide, consistent with the Government Performance and Results Act of 1993 (31 USC 1115).

4.1.4 National Catalog: Maintain for management and public benefit a National Catalog of Museum Objects, consisting of electronic and paper catalog records, with accession and catalog data for all parks. Develop and maintain an automated collections management program (the Automated National Catalog System [ANCS+ and its successor]) for use by parks, centers, and offices Service-wide, as well as the general public.

4.1.5 Report Requirements and Analysis: Identify reports that are required annually, or at other times, to further museum collections management. Reporting requirements will be kept to the minimum necessary. Maintain, analyze, and report on data submitted by parks, centers, and regions, including: the Collections Management Report, the NPS Checklist for Preservation and Protection of Museum Collections; funding distributions and accomplishments; and other required reports and surveys.

4.1.6 Annual Inventory: Review regional certifications of annual inventories, and take any necessary corrective action.

4.1.7 Museum Supplies, Equipment, and Technologies: Research products and facilitate park and center acquisition and use of appropriate supplies, forms, equipment, and technologies for management of museum collections.

4.1.8 Service-wide Initiatives: Develop and coordinate Service-wide initiatives and funding to improve museum management.

4.1.9 Technical Information: Publicize and disseminate technical information on museum management, including conservation and archival collections management.

4.1.10 Information Access: Develop and maintain access to Service-wide information on NPS museum collections through various media (for example, ANCS+ and World Wide Web).
4.1.11 **Professional Qualifications and Training:** Evaluate Service-wide professional competencies and training needs in museum management, and develop strategies, guidelines, and curricula to meet those needs. Coordinate training to address new technologies, programs, and initiatives.

4.1.12 **Plan Review:** Review draft park plans that receive Washington Office review, such as General Management Plans, for appropriate coverage of museum management.

4.1.13 **Technical Assistance:** Provide technical assistance and advice to park and center managers regarding acquiring, preserving, protecting, documenting, accessing, and using museum collections. Provide this assistance and advice at the request of regions.

### 4.2 Regional Directors and WASO Associate Directors with Museum Collections Responsibility

Regional directors (assisted by regional museum support staff), and WASO associate directors accountable for museum collections, have the following responsibilities:

4.2.1 **Code of Ethics:** Follow the Code of Ethics for the museum management program.

4.2.2 **Plan and Performance Review:** Use the strategic and annual performance planning processes, the park planning process, and the performance management system to ensure that superintendents and center managers meet their responsibilities to manage museum collections according to this directive. Review park plans for appropriate coverage of museum collections management, and to ensure consistency with NPS requirements.

4.2.3 **Technical Assistance:** Provide technical assistance to parks and centers to assist them in meeting NPS museum management requirements, and in providing for access and use of collections.

4.2.4 **Staffing and Training:** Evaluate museum management staffing and training needs, and develop and provide training to park and center staff. Regional directors will alert the Associate Director, Cultural Resource Stewardship and Partnerships, about regional training needs that may apply Service-wide.

4.2.5 **Plans, Priorities, and Reports:** Develop plans and set priorities (including funding priorities) for managing museum collections based on all approved planning documents and information provided through Service-wide reports and requirements, including the Collections Management Report, NPS Checklist for Preservation and Protection of Museum Collections, and Automated Inventory Program. Review reports to ensure that parks and centers meet reporting requirements.

4.2.6 **Annual Inventory Certification:** Annually certify to the Associate Director, Cultural Resource Stewardship and Partnerships, Attention: Chief Curator, no later than September 30 each fiscal year, that parks and centers have completed their annual inventories. Review park and center annual inventories and take any necessary corrective actions. Establish a regular schedule for parks in the region to submit the inventories.

4.2.7 **Destructive Analysis and Consumptive Use:** After careful review, if the benefits can be clearly shown to outweigh the resulting or potential damage or loss, approve destructive analysis of rare or highly significant objects, specimens, and archival items, and any consumptive use of museum collections.

4.2.8 **Unconditional Gifts:** Grant exceptions to the unconditional gift policy on a rare, and case-by-case basis.

### 4.3 Park Superintendents and Center Managers

Park superintendents, center managers, and others who manage collections (with the assistance of museum management staff) have the following responsibilities:

4.3.1 **Code of Ethics:** Follow the Code of Ethics for the museum management program.
4.3.2 Standards: Meet museum management standards in the NPS Museum Handbook (Parts I-III) for:

- acquiring, preserving, protecting, documenting (including accessioning, cataloging, lending, deaccessioning), accessing, and using museum collections; and
- completing actions specific to archival and manuscript collections (appraising, arranging, describing, producing finding aids, and providing reference and duplication services).

4.3.3 Procedures: Follow procedures in the Museum Handbook.

4.3.4 Ongoing and Corrective Actions: Provide ongoing funding for recurring museum management functions and take appropriate action to correct identified preservation, protection, documentation, and access and use deficiencies, including programming for funding to correct such deficiencies. Complete Project Management Information System (PMIS) and Resource Management Plan (RMP) project statements that identify all preservation, protection, documentation, access and use needs.

4.3.5 Staffing and Training: Evaluate and address museum management staffing and training needs according to established personnel qualifications standards and Service-wide professional competencies.

4.3.6 Scope of Collection: Approve and keep current a Scope of Collection Statement to identify the scope of collecting activities and define the purpose of the collection. Ensure acquisitions are consistent with the Scope of Collection Statement. Deaccession objects inconsistent with the Scope of Collection Statement.

4.3.7 Collection Management Plan: Approve, keep current, and implement a Collection Management Plan to:

- evaluate issues of preserving, protecting (including security and fire protection), documenting, accessing and using collections;
- address issues specific to archival and manuscript collections (appraising, arranging, describing, producing finding aids, and providing reference and duplication services); and
- propose a strategy to address the issues, including staffing and cost estimates.

4.3.8 Housekeeping Plan: Approve, keep current, and implement a Housekeeping Plan for every space that houses museum collections, to ensure that housekeeping routines are sensitive to museum collections preservation needs.

4.3.9 Integrated Pest Management: Approve, keep current, and implement an Integrated Pest Management Plan that addresses the museum collections.

4.3.10 Emergency Operation: Approve, keep current, and implement a Museum Collections Emergency Operations Plan, as part of the park's Emergency Operations Plan, that identifies museum collection vulnerabilities to events (such as fire, earthquakes, and floods), and identifies responses that will protect resources without endangering human health and safety. Ensure staff is practiced and prepared for emergency response.

4.3.11 Job Hazard Analysis: Complete a Job Hazard Analysis (JHA) for all museum jobs that have an associated history of injury, illness, or death; or that require the use of personal protection equipment, such as respirators; or that involve activities that are clearly dangerous, such as handling collections with mold, working with toxic or flammable chemicals, or operating heavy machinery.

4.3.12 Collection Condition: Monitor and record information about the environment in spaces housing collections and manage the environment to maximize preservation. Complete Collection Condition Surveys, as needed, to assess conditions in spaces housing museum collections, to record the condition of objects or groups of objects, and to determine treatment needs and priorities. Incorporate survey data in ANCS+ and in accession or catalog files.

4.3.13 Accession and Catalog Records: Accession collections upon acquisition to establish basic accountability. Catalog the collections immediately following acquisition, or program to catalog them in the
near future. Survey, appraise, rehouse, arrange, and describe archival and manuscript collections and prepare finding aids. Develop park archival duplication and reference procedures. Have PMIS statements in place to address eliminating any archival processing backlog.

4.3.14 Accession and Catalog Backup: Maintain a complete current backup of all electronic accession and catalog records at a location that is not vulnerable to the same catastrophic events as the computer workstation. Submit a complete annual backup to the National Catalog in Harpers Ferry, West Virginia.

4.3.15 Unconditional Gifts: Accept only unconditional gifts and bequests, and, where possible, obtain applicable copyrights and releases with acquisitions. Obtain regional director's approval for rare exceptions, on a case-by-case basis.

4.3.16 Project-generated Collections: Require project budgets to include funding for the basic management of collections that are project-generated. Collections management includes cataloging; labeling; conservation examination and treatment (including specimen preparation); initial storage of objects and specimens; and organization and storage of project documentation, including appraisal, arrangement, description, finding aid production, and appropriate archival housing.

- Before starting, permitting, or contracting a project, specify in writing in the task directive, proposal, agreement, permit, or contract, the parties responsible, the designated NPS or non-NPS repository, the collections management tasks, and a time schedule for completion.
- Fund subsequent ongoing maintenance costs of collections management from the operating base of the responsible park, center, or other repository.
- If project-generated collections cannot be accommodated in available storage space, and new storage space construction is necessary, program to construct new space to accommodate the expanded collection. If interim storage is needed, specify in the project task directive the location of that storage, and state that it must meet NPS standards. Identify the funding source for interim storage.

4.3.17 Systematic Collections: Add collections made through systematic research to the museum collection. House those associated with a single accession at the same repository to facilitate research and use. As appropriate, lend these collections for exhibit, research, conservation, and other approved uses. Superintendents may authorize housing of collections from the same accession at different repositories if by so doing preservation, research, and use will be improved.

4.3.18 Collections Management Report: Annually complete the automated Collections Management Report (CMR), using ANCS+. The report provides information on accessions, deaccessions, cataloging, backlogs of objects to be cataloged, use of museum collections, and total collection size. The report must include all collections, whether kept in park facilities, other NPS facilities, or in non-NPS repositories. Submit the CMR using ANCS+.

4.3.19 Annual Inventory: Conduct an annual collection inventory on a regular schedule using the Automated Inventory Program (AIP) in ANCS+ and reconcile the results with existing accession and catalog records. Take any necessary corrective action.

4.3.20 Checklist: Keep the NPS Checklist for Preservation and Protection of Museum Collections (Checklist) up-to-date in the Automated Checklist Program (ACP) in ANCS+. The Checklist records information on preservation and protection conditions in parks and centers, identifies deficiencies, and provides estimated costs to correct deficiencies.

4.3.21 Treatment Documentation: Document treatment of collections, and record that information in ANCS+ and retain reports and documentation in accession or catalog files.

4.3.22 Cellulose Nitrate and Cellulose Ester Film: Identify cellulose nitrate and cellulose ester film, and take steps to preserve the visual information contained by duplicating the images onto safety film. After inspecting the copies, evaluate and either deaccession and destroy or provide for long-term storage of the original film according to the criteria in Museum Handbook, Part I, Appendix M, "Management of Cellulose Nitrate and Ester Film."
4.3.23 **Access and Use:** Promote access to cataloged collections for research and interpretive purposes through a variety of means and media, such as exhibits, interpretive programs, loans, publications, film and television, the World Wide Web, archival finding aid production and distribution, and posting of finding aids and repository-level guides for archival and manuscript collections in the National Union Catalog of Manuscript Collections (NUCMC).

- Ensure that access and use are consistent with the laws and NPS policies pertaining to Freedom of Information Act disclosures, copyright, privacy, publicity, obscenity and pornography, defamation, and resource protection.
- Document access and use with a researcher logbook, signed access policy statement, researcher registration, copyright and privacy restriction statement, and duplication forms.

4.3.24 **Consultation:** Consult with affiliated groups in managing collections, including Native American groups when managing collections subject to the Native American Graves Protection and Repatriation Act.

4.3.25 **Preservation vs. Destructive Use:** Manage objects to preserve their condition, including using reproductions when originals may be damaged by use. Authorize in writing destructive analysis of collections, except for rare or highly significant objects, specimens, and archival materials. Obtain regional director approval for destructive analysis of rare or highly significant objects, specimens, and archival materials and for any consumptive use of collections.

4.3.26 **Exhibits:** Exhibit collections according to an approved exhibit plan, accompanied by maintenance instructions. Ensure that all exhibits meet the standards in the NPS Checklist for Preservation and Protection of Museum Collections.

4.3.27 **Objects in Historic Structures:** Document furnishings that are exhibited in their associated historic structures with an approved Historic Furnishings Report. Consider the preservation requirements of both objects and historic structures when objects are on exhibit or in storage in historic structures.

4.3.28 **Exhibit of Human Remains:** Never exhibit Native American human remains or photographs, drawings or renderings, or casts of the remains. Exhibit non-Native-American human remains and photographs, drawings or renderings, or casts of the remains only in consultation with traditionally associated groups.

4.3.29 **CRBIB:** Ensure that approved museum plans are entered in the Cultural Resource Management Bibliography (CRBIB).

5. **Submissions and Deadlines**

5.1 **Collections Management Report:** Parks and centers will submit the CMR for the previous fiscal year by November 1 simultaneously to the Regional Director, Attention: Regional Curator, and to the Museum Management Program (MMP), National Center for Cultural Resources. The MMP will prepare this information for the strategic planning and annual reporting processes and compile and distribute cluster, regional, and Service-wide reports.

Parks and MMP use CMR data to report on Strategic Plan Goal Ia6 in compliance with the Government Performance and Results Act.

5.2 **Checklist:** Parks and centers will update their Checklist in the ACP by November 1 to show changes as of the end of the previous fiscal year. Parks and centers will submit their Checklist data using the ACP simultaneously to the Regional Director, Attention: Regional Curator, and to the MMP. The MMP will compile and distribute cluster, regional, and Service-wide reports.

Parks and MMP use Checklist data to report on Strategic Plan Goal Ib2D in compliance with the Government Performance and Results Act.
5.3 Annual Inventory: Parks and centers will annually submit the inventory generated using the AIP to the regional director, according to a schedule that the region approves. The regional director will certify the completion of the inventories to the Associate Director, Cultural Resource Stewardship and Partnerships, Attention: Chief Curator, no later than September 30 each fiscal year.

5.4 National Catalog Submissions: Parks and centers will annually submit to the National Catalog complete electronic backups of their ANCS+ accession and catalog records, identifying new or modified records. The submission for the previous fiscal year is due in November, December, or January, according to the schedule established in the Museum Handbook, Part II. The National Catalog will print and store archival paper copies of the catalog records. The National Catalog will print and send paper copies of catalog records to parks and centers upon request.

--- End of Director’s Order ---