

# Fish and Wildlife Service

## FY 2004 Report on Museum Property Management and Heritage Assets

### MUSEUM PROPERTY

(1) **Summary of Accomplishments.** The following accomplishments were reported by Fish and Wildlife Service (FWS) offices for FY 2004.

(a) The FWS Headquarters Office continued to work with the U.S. Army Corps of Engineers-St. Louis District Office on a national survey of existing collections and documents in order to locate archaeological and historical collections stored in non-Federal repositories. A final report and master bibliography were completed in late March 2004 and an additional contract was let for work in Region 7, documenting their archaeological collections and repository conditions. Completion of the work is estimated for sometime next FY. Additional work of this nature will be required over a number of years to verify the location of collections and assess their condition.

(b) Accomplishments noted by Regions

### NAGPRA Collections Management

- The Southeast Region reports repatriation of human skeletal remains and associated funerary objects recovered from the Santee Indian Mound and Scott's Lake Bluff Site to the Santee Sioux Tribe of Nebraska. The repatriated remains and objects were subsequently re-interred at Santee National Wildlife Refuge.
- The Memphis District of the U.S. Army Corps of Engineers recently completed the NAGPRA inventory of the Zebree collections. The Southeast Region is the lead federal agency during the NAGPRA consultation initiated in April 2004.
- The Southeast Region is participating in the National Park FWS's pilot database of inventories of culturally unidentifiable human remains and associated funerary objects.

### Archaeological Curation

- The Phelps collections from archaeological investigations St. Marks National Wildlife Refuge (Southeast Region) are to be curated at the Department of Anthropology at Florida State University.
- Archaeological collections from Iroquois and Eastern Neck National Wildlife Refuges (Northeast Region) were transferred to repositories for long term curation.
- The Alaska Region provided support to the Burke Museum to rehouse and catalog one collection. Six additional collections were located and are being

cataloged and curated.

- The Midwest Region reports that work continues on upgrading permanent storage conditions of the Steamboat Bertrand collection

### **Collections Management, Care, and Use**

- The Southeast Region notes that archaeological collections from a recently completed investigation in Arkansas have been temporarily loaned to the Arkansas Historical Museum's for use in an exhibit on the history of the Arkansas Archeological Survey, and to the Museum of Prehistory and History at Arkansas Tech University for use in an exhibit on Colonial Arkansas.
- The Northeast Region has focused on Patuxent Research Refuge Museum Property and has conducted a building by building inventory and repackaging of Museum Property at the Refuge. Currently 1200 cubic feet of material has been identified. The Refuge established a joint agency (USFWS and USGS) museum property committee to determine how much of the inventoried material is museum property.
- The Northeast Region also reports that Back Bay National Wildlife Refuge loaned a mounted Bald Eagle to the Smithsonian for a Centennial exhibit and that a final draft of the John Heinz at Tinicum National Wildlife Refuge's Scope of Collection Statement should be at the Regional Office by end of summer.
- The Northeast Region reports upgrades to the National Conservation and Training Center including computerized environmental monitoring program an upgraded system in the archives storage areas, and the addition of a moveable shelving storage system. Additionally, new items were inventoried and five new exhibits developed and installed.
- The Rocky Mountain Region reports that work continues to provide major support for the FWS fisheries archives located at D.C. Booth Historic Fish Hatchery in Spearfish, South Dakota. The Region continues to work under a cooperative agreement with the Museum of the Rockies to curate the extensive paleontological collections from this Region. Funding was also provided to help support the curation facility at the Rocky Mountain Arsenal National Wildlife Refuge.
- The Steamboat Bertrand Collection (Midwest Region) was publicized through text and photographs in a variety of sources, including a fourth grade Nebraska State History textbook.

(2) **Resources.** Funding for the FWS' Arts and Artifacts program during FY 2004 was \$377,000. We estimate a total of \$770,000 and 10 FTEs were devoted to program related activities. Funding was used by FWS offices to cover portions of salaries, travel,

contracts, cooperative agreements, equipment, documentation of collections, interns, and a limited amount of conservation work. Salaries for museum personnel associated with the Bertrand collection at the DeSoto National Wildlife Refuge, the D.C. Booth National Fish Hatchery, and the National Conservation Training Center were not covered by Arts and Artifacts funding, but are reflected in the overall number of FTEs during FY 2004.

(3) **Issues.** The following issues have been identified by FWS offices:

(a) For the most part, museum property management responsibilities are handled as a collateral duty. Demands on staff time to respond to other critical field station projects and compliance with the National Historic Preservation Act affect our capabilities to meet Departmental inventory, cataloging, and curation standards. Also, the FWS lacks the specialized expertise to respond to various conservation, cataloging, and curation issues. Compliance with the Native American Graves Protection and Repatriation Act is given priority over other museum property issues given the Act's deadlines for completing work and an active constituency. Other concerns are the lack of adequate storage and conditions at field stations managing collections.

(b) A number of FWS offices report that they have incomplete inventories and are having difficulty locating collections at non-Federal repositories. Some of the inventory work is being contracted to partnering organizations. The national level agreement with the Army Corps of Engineers (COE) is beginning to address this issue. The intention is to use the COE to examine collections on a regional basis to better describe locations and needs of materials.

(c) The proper curation of more recently acquired archaeological collections continues to be a challenge for a number of offices. The FWS is working with permittees to ensure that they are planning for the proper curation of their collections following analysis.

(4) **Revisions to FWS Plan.** No revisions were made to the FWS Museum Property Plan during FY 2004.

(5) **Goals.** As identified in the most current Museum Property Plan and agency policy, the FWS' primary museum property management goals are to:

(a) identify the location of agency collections and engage in constructive dialog with facilities to improve their care.

(b) implement agency policies and procedures for meeting the objectives of 411 DM and legal requirements.

(c) continue to correct identified deficiencies associated with the management of collections.

(d) develop the capability to meet program objectives, specifically in terms of ensuring the availability of trained personnel and adequate storage for important collections.

(e) work cooperatively with other bureaus and facilities to address areas of mutual concern, such as the need for common storage, conservation of objects, improving access to information and collections, and training.

(f) planning underway for a FWS-wide Museum Property Committee

(6) **History.** The history of maintaining collections in the FWS can be traced to the 1871 establishment of the Bureau of Fisheries and the 1886 establishment of the Section of Economic Ornithology and Mammalogy within the Department of Agriculture. In 1891, this Section was renamed the Bureau of Biological Survey. The Bureau of Fisheries and the Bureau of Biological Survey were transferred in 1939 from their respective departments to the Department of the Interior. In February 1940, the Wildlife Division of the National Park Service also was transferred to the Bureau of Biological Survey and, on June 30, 1940, the Bureau of Biological Survey and the Bureau of Fisheries were merged to establish the Fish and Wildlife Service. In 1956, that agency was renamed as the U.S. Fish and Wildlife FWS consisting of two bureaus. In 1970, most of the functions of one of these bureaus, the Bureau of Commercial Fisheries, were transferred to the Department of Commerce. In 1974, the remaining bureau, the Bureau of Sports Fisheries and Wildlife, was renamed the U.S. Fish and Wildlife Service. In 1993, research functions of that agency were transferred to the newly established National Biological Survey.

As a result of its tremendous growth and diversification, the FWS responsibility for managing museum property collections has expanded significantly. The FWS currently is responsible for millions of scientific objects and specimens, archeological and historical materials, artwork, and historical documents. The FWS is comprised of 7 Regional Offices and hundreds of field stations, which encompass approximately 94 million acres of land. Responsibility for collections maintained by the Research section of the FWS were transferred to the National Biological Survey in 1993 and then most recently to the U.S. Geological Survey in 1996. Some of these research collections can be traced directly to the origins of the FWS in the 19th century

The National Conservation Training Center in West Virginia and an archives facility at the D.C. Booth National Historic Fish Hatchery in South Dakota have enabled FWS to accelerate its efforts to identify and protect vulnerable historical collections and documents. Both facilities have active programs to assist FWS offices in preserving collections associated with the bureau's history.

(7) **Oversight.** Program oversight at the national level is provided by the Chief, National Wildlife Refuge System and the FWS Historic Preservation Officer. Each FWS Regional Office has designated an individual to coordinate the management of collections and provide guidance within the region. The actual management of museum property maintained by FWS units is the responsibility of the respective manager and his/her staff. Information on these collections is sent to and maintained by the Regional Office coordinator at the close of each fiscal year. In most instances, archaeological collections located in non-FWS facilities are tracked by the appropriate Regional Historic Preservation Officer.

Mr. Bill Hartwig, Assistant Director-National Wildlife Refuge System, represents the FWS on the Department's Executive Program Committee. Mr. Eugene Marino represents the FWS on the Interior Museum Property Committee.

(8) **Collection Size.** See Attached Tables.

(9) **Number of objects cataloged.** FWS offices report that at a minimum approximately 1.74 million objects have been cataloged, 80% of which are archaeological collections managed by non-FWS institutions. The remaining 20% consists of items maintained by agency field stations that have been cataloged according to Departmental and FWS standards.

(10) **Condition of Museum Collections.**

(a) Most FWS offices are unable to offer an overall assessment of the condition of their collections. However, Desoto NWR, DC Booth NFH, and NCTC report that their collections are stable and in fair condition.

(b) The FWS reports that for FY 2004 a total of 46 facilities holding FWS collections have been evaluated. Eleven are FWS repositories that are rated as 'good to fair'. The remaining 35 are non-federal repositories of which all are rated as 'good to fair'. No other data is currently available.

(11) **Additions and Withdrawals of Museum Collections by Discipline.** Overall only the Northeast Region reported additions (See attached Tables). However, totals from FY 2003 have increased due to changes in reporting and counting criteria.

(12) **Deferred Maintenance of Collections.**

Alaska Region reports a total of \$400,000 in deferred maintenance to address the management of their collections. No other information was reported.

(13) **Collections -- information available via the Internet.** The following facilities have information about their collections available via the World Wide Web.

(a) General information about Desoto National Wildlife Refuge's Bertrand collection home page is found at <http://refuges.fws.gov/generalinterest/steamboatbertrand2.html> .

(b) Information about D.C. Booth is available via the D.C. Booth home page, <http://dcbooth.fws.gov/> . A few research requests have been received via the Internet.

(c) While not open for public visitation, the National Conservation Training Center has posted general information about its collections and the agency's heritage initiative at <http://www.nctc.fws.gov/history/index.html>.

(14) **Attendance at locations exhibiting objects.**

(a) The Desoto NWR, reported attendance (including outdoor exhibits) of 1,788,750. Of this total, approximately 25% was for Museum visitation.

(b) DC Booth NFH reported attendance (including outdoor exhibits) of 145,300.

(15) **List of FWS and Non-Federal repositories and Accountable Officers.** No information is available on FWS accountable officers. A partial list of non-Federal repositories believed to be storing FWS collections on loan is attached.

(16) **Native American Graves Protection and Repatriation Act.** The FWS' 1995 inventory required by Section 5 of the Act provides the most current information on human remains and associated materials identified by FWS offices. The complete inventory is available for review upon request. Information below is largely unchanged from the previous reporting year.

A. Total funds expended on NAGPRA compliance activities during FY 2004, including costs associated with consultation with tribes, repatriation, and accommodation of concerns identified in consultation with tribes; indicate if this amount is included in the total provided for museum property activities, or if the NAGPRA amount is in addition to museum program expenditures.

0.5 FTE and \$70,000

B. Total number of human remains subject to NAGPRA

915 (estimate)

C. Number of human remains for which cultural affiliation has been determined

51

D. Number of human remains repatriated to tribes

29

E. Number of human remains that remain as culturally unidentified

886 (estimate)

F. Total number (for all years) of notices of inventory completion and/or notices of intent to repatriate that your bureau has submitted for publication in the Federal Register; and, the total number of human remains, funerary objects, sacred objects, and objects of cultural patrimony included in the notices.

Total number included in the notices:  
-Human remains: 102  
-Funerary objects: 13  
-Sacred Object: 30

G. Briefly discuss current issues, recent accomplishments, and/or next steps related to bureau NAGPRA compliance.

- The Southeast Region notes on-going consultations for three collections. Consultation was initiated in April of 2004 and will be on-going.
- The Northeast Region reports preliminary consultation with one tribe for some of its collections. Consultation is currently on-going.
- The Pacific Region reports that it will continue working with non-Federal repositories to locate NAGPRA collections and will also continue its current consultation efforts.

## **HERITAGE ASSETS**

Some of the FWS stewardship lands fall into the category of heritage assets. Heritage assets are those lands, buildings and structures, and associated resources recognized for their ecological, cultural, historical and scientific importance. Heritage assets also include cultural resources, such as archaeological resources and historic properties, and museum collections derived from lands and facilities managed by the FWS. Much of the following information is unchanged from the previous reporting year.

Heritage assets include those lands managed by the FWS that carry overlay or special designations authorized by Congress, the President, and the Secretary of the Interior or by conventions of national or international stature. Thus, heritage assets also include Wilderness Areas, Wild and Scenic Rivers, National Natural Landmarks, and Wetlands of International Importance. Such lands managed by the FWS protect valuable natural and cultural resources in every State and a number of U.S. territories and possessions. The protection of these lands benefits not only the Nation's fish and wildlife populations, but helps preserve important elements of our past and cultural diversity. The condition of all lands managed by the FWS, including those lands represented by special designations of national or international importance, are discussed in previous paragraphs as well as in this section. Special designations are managed or maintained in a manner that preserves the values that originally qualified these assets for their special designations. The status and condition of cultural resources, museum collections, and facilities defined as heritage assets are discussed below.

### Condition of Heritage Asset Facilities

Heritage assets are defined as property, plant and equipment of historical, natural, cultural, educational, or artistic significance. The FWS defines those sites and facilities under its administration that have nationally recognized historical or cultural designations as heritage assets. Please refer to the Program Highlights section of this report for details on the deferred maintenance needs of all facilities managed by the FWS. From this information, the FWS concludes that the infrastructure that supports the mission work of the FWS is suffering from accelerated deterioration. The overall condition of facilities managed by the FWS, which includes heritage assets, is found to

be in fair condition with some in need of repair.

### Cultural Resources

Lands managed by the FWS are particularly important for protecting significant sites associated with the Nation's prehistory and history. By closely examining their geographic distribution, an obvious pattern unfolds. FWS lands are located along major river corridors, coastal areas, or in association with wetlands and North America's migratory bird flyways. These same areas have been used by humans for thousands of years for transportation, settlement, and subsistence. Archaeological and historic sites located on these lands contribute important information on changes to habitat and wildlife over time and offer fish and wildlife conservation partnership opportunities with local communities and tribes.

As of FY 2004, the FWS documented over 12,000 archaeological resources on a small percentage of its lands and estimates that it is responsible for tens of thousands of additional sites yet to be identified. Cultural properties range in age and type from the Sod House historic ranch on the Malheur NWR, Oregon to early 20th Century military fortifications in the Fort Dade on Egmont Key NWR, Florida to a 10,000 year old archaeological site on a refuge in Tennessee, to a segment of the Lewis and Clark National Historic Trail on the Charles M. Russell NWR, Montana, to the Victorian-era historic buildings on the D.C. Booth Historic Fish Hatchery in South Dakota. Cultural properties managed by the FWS reflect our Nation's rich heritage and diversity.

Of the total number of known cultural resources, 83 sites or districts have been listed in the National Register of Historic Places, while an additional 409 are considered eligible for listing. The FWS also manages nine National Historic Landmarks designated by the Secretary of the Interior to protect and recognize sites of exceptional importance. Approximately 675 buildings and structures are considered potentially eligible for listing in the National Register.

Inventories and records of archaeological and historic sites are maintained by each FWS Regional Office for field stations under its jurisdiction. FWS-wide information on the number and status of archaeological properties is summarized each year for the Secretary of the Interior's report to Congress required by the Archaeological Resources Protection Act.

The physical condition of cultural resources managed by the FWS varies tremendously, depending on location, maintenance, use, and type of resource. No comprehensive assessment is available. The FWS estimates that a minimum of 10 years is required to assess the condition of identified cultural resources under its jurisdiction.

### Museum Collections

Based upon the most current assessment, FWS museum collections consist of millions of objects, documents and specimens maintained in 136 offices or on loan to 325 non-Federal repositories for study and long-term care. Collections consist of archaeological materials excavated from FWS managed cultural resources; paleontological collections; objects and documents associated with the agency's history; wildlife art; and, wildlife,

fisheries, and botanical specimens. FWS collections are used for educational and interpretive programs, research on changes to habitat and wildlife, and maintaining the history and traditions of the FWS programs and employees.

In FY 2004, the FWS continued with its cooperative work with the Museum of the Rockies-Berkeley to survey and excavate dinosaur fossils from the Hell Creek Formation on the Charles M. Russell National Wildlife Refuge, Montana. The session was part of a five year program to survey the refuge's world-renowned fossil beds to identify the remains of mammals, invertebrates, dinosaurs and plants. Collections from the excavations will be stored at the Museum of the Rockies in Bozeman for study and possible future display.

The FWS maintains a collection of artwork at the Academy of Natural Sciences of Philadelphia under a long-term loan agreement. The collection consists of 487 pieces of artwork created by notable painters such as Louis Agassiz Fuertes, Ernest Thompson Seton, and Jay Norwood (Ding) Darling. The artists were commissioned by the Bureau of Biological Survey, a predecessor to the FWS, during the late 19th and early 20th centuries to depict various wildlife species and landscapes for use in government publications. Under the agreement, the Academy maintains the collection in a climate controlled and secure storage area to prevent deterioration and loss.

The FWS continues to accession new museum collections each year, primarily as a result of the scientifically controlled excavation of archaeological sites on its lands. The overall condition of FWS museum collections is adequate to good. Over 82 percent of the FWS's collections are maintained on loan by museums and other institutions. The FWS ensures that these collections are safeguarded through compliance with the Secretary of the Interior's curation standards found in 36 CFR 79. Institutions must maintain the appropriate environmental, record-keeping, and security controls in order to qualify for maintaining Federal collections.

Information standards for tracking the location, provenance or origin, and condition of museum collections are addressed by FWS policy and data standards released in FY 1998. In an effort to assist field stations in managing their collections, the FWS released a new museum property software package for tracking essential information and preparing annual reports.

In FY 2004, the FWS received a final report for the first phase of a national survey of collections through a cooperative agreement with the Army Corps of Engineers St. Louis District Office. The agreement calls for the Corps to compile collections information maintained by FWS offices and evaluate management deficiencies. A new phase of work has been contracted and will take a regional focus to. The new project is currently underway and will be completed sometime next FY.

### Wilderness

The Wilderness Protection Act of 1964 created the National Wilderness Preservation System. Designations ensure that lands in the Wilderness Preservation System are preserved and protected in their natural state. Wilderness is where the earth and its community of life are untrammelled by human beings and where humans themselves

are visitors who do not remain. Of the approximately 106 million acres in the Wilderness Preservation System, the FWS manages 82 wilderness units encompassing over 20 million acres in 26 States. This total represents approximately 20 percent of the National Wilderness Preservation System. These lands and resources are kept in their natural state and protected from man made disturbances and, as such, the condition of these lands is maintained so as to preserve the natural qualities for which they were originally designated. Although mostly located in the Western United States and Alaska, the FWS manages a number of wilderness areas in the lower 48 States including those at Agassiz NWR in Minnesota and Lostwood NWR in North Dakota.

Information on wilderness areas is reported each year in the FWS's Annual Report of Lands Under Control of the U.S. Fish and Wildlife Service. Wilderness areas contribute significantly to the FWS's mission and to the purposes for which the Refuge System was authorized by sustaining healthy ecosystems and wildlife habitat.

### Wild and Scenic Rivers

With the passage of the Wild and Scenic Rivers Act in 1968, Congress established the National Wild and Scenic Rivers System to preserve and protect free-flowing rivers that possess outstandingly remarkable scenic, recreational, geologic, fish and wildlife, historic, cultural, or other similar values. An eligible river may be added to the National System by an Act of Congress or by the Secretary of Interior upon application of the governor of a state. Designated rivers, or sections of rivers, are classified and administered as *wild*, *scenic*, or *recreational* depending upon the extent of development and accessibility along each section. Uses compatible with the management goals of a particular river are allowed. Development that does not damage the outstanding resources of a designated river, or curtail its free flow, is usually allowed.

The Wild and Scenic Rivers Act has been amended many times to designate additional rivers and authorize eligibility studies. Today, the National System includes 11,294 river miles in 160 river units. Designated rivers are administered by one of four federal agencies (Fish and Wildlife Service, National Park Service, Bureau of Land Management, Forest Service) or the states. The FWS manages 1,051 of these river miles on 8 rivers. All but one of these rivers are in Alaska.

### National Natural Landmarks

National Natural Landmarks (NNL) are management areas having national significance as sites that exemplify one of a natural region's characteristic biotic or geologic features. Sites must be one of the best-known examples of a unique feature and must be located in the United States or on the Continental Shelf. There are 587 designated natural landmarks throughout the United States, with 43 on units of the National Wildlife Refuge System. Refuge landmarks vary from the meandering resacas of Laguna Atacosa in Texas, part of the Bayside Resaca Landmark, to the urban Tinicum Wildlife Preserve at John Heinz NWR in Pennsylvania.

Other FWS-managed landmarks recognize important ecological or geological features deserving protection and further study. National Natural Landmarks are designated by the Secretary of the Interior because they possess characteristics of a particular type of

natural feature, have not been seriously disturbed by humans, contain diverse or rare natural features, or possess outstanding scientific values and educational opportunities. Their condition is maintained and managed to preserve the natural qualities for which they were originally designated.

### Wetlands of International Importance

Adopted in 1971, in Ramsar, Iran, the Convention on Wetlands of International Importance provides a framework for the conservation of wetlands worldwide. Marsh, fen, peatland, or water, whether static or flowing; fresh, brackish or salt and riparian or coastal zones adjacent to wetlands are included in and protected by the Ramsar Convention, embraced by more than 122 nations throughout the world. Ramsar recognizes the special value of 1,031 Wetlands of International Importance located throughout 122 countries in the World. There are 20 refuges that encompass 17 United States RAMSAR sites.

### Western Hemisphere Shorebird Reserve Network

The Western Hemisphere Shorebird Reserve Network (WHSRN) was created in 1986 to foster international shorebird conservation partnerships among countries throughout the Americas. Sites are accepted into the WHSRN if they satisfy biological criteria and all owners and stakeholders agree to make a commitment to shorebird conservation. The FWS broadly supports the WHSRN. The Refuge System boasts an enormous array of shorebird habitats. At present, 24 sites are managed within the Refuge System, nine of which hold international status. Sites range throughout the U.S. from Virginia's shores (Eastern Shore NWR) to the California coast (San Francisco Bay NWR).