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# **A Pilot Examination for Curation Partnership Implementation for the Department of Defense**

**Technical Report No. 30**  
**U.S. Army Corps of Engineers**  
**St. Louis District**  
**Mandatory Center of Expertise for the**  
**Curation and Management of Archaeological Collections**



# **A Pilot Examination for Curation Partnership Implementation for the Department of Defense**

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**By the**  
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**St. Louis District,**  
**Mandatory Center of Expertise for the**  
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## **Executive Summary**

Since the 1906 Antiquities Act, several major laws and regulations have directed the land-managing agencies of the federal government to appropriately house and preserve archaeological materials recovered from federal lands or by federally-funded projects for long-term public benefit. The Department of Defense armed services—including the U.S. Army, U.S. Navy and Marines, and the U.S. Air Force—manage a significant number of archaeological collections and are therefore subject to these laws and regulations. In particular, 36 CFR Part 79, Curation of Federally-Owned and Administered Archeological Collections (1991) lays out standards for curating and housing federal archaeological collections. Unfortunately, over approximately the last 50 years, while archaeological investigations were conducted under federal statutes, the recovered materials and associated documentation (which together form archaeological collections) have not been well managed. In fact, a recently completed national inventory of DoD archaeological collections (Anderson 2000, Felix 2000) has determined that the objects and records are highly decentralized, are rarely adequately cared for, and are generally not actively managed. This is a significant management problem when volume of these collections is considered. The national inventory concluded that DoD archaeological collections represent over 19,000 cubic feet of artifacts, and 2,600 linear feet of associated documentation. The report also noted that these collections were stored at over 450 repositories nationwide, including museums, universities, contract firms, federal agency offices, military installations, private and public archaeological societies, and even individual storage facilities and residences. With this level of decentralization and with few concerted management efforts, proper curation to federal standards has rarely been attained for DoD archaeological collections.

## **Pilot Partnership Implementation Project—Background**

In 1996 the Office of the Deputy Under Secretary of Defense (Environmental Security), (DUSD(ES)), began a coordinated effort with the U.S. Army Corps of Engineers (USACE) to address the curation problem. Termed the Curation Options project, DoD and USACE directed the Corps' St. Louis District—the Corp's Mandatory Center of Expertise for the Curation and Management of Archaeological Collections—to identify potential curation partners in every state, nationwide, that have the interest and the capability to serve as proper, long-term repositories for the curation of archaeological collections. Seventy-five institutions from across the United States were identified as potential partners for DoD.

It was from this universe that DUSD (ES) selected three institutions (Museum of the Rockies, Bozeman, Montana; Jefferson Patterson Park and Museum, St. Leonard, Maryland; and the Thomas Burke Memorial Washington State Museum, Seattle) to serve as pilot partners for the current project.

Work for the Pilot Implementation Project (PIP) began in 1999 and sought to identify, through a small number of particularly chosen partnering institutions, the costs, procedures, and problems that might be associated with establishing partnerships for the curation of DoD archaeological collections. The information

acquired as a result of this project could be used in subsequent planning and implementation of partnerships in the future.

## Pilot Partnership Implementation Project—Results

### Existing Collections Summary

One of the most important factors found to influence the specific options that are created for a DoD partnership is an accurate determination of the collection (artifacts and records) volume that would be maintained by a potential partner. Table 1 illustrates totals for existing DoD collections that would be maintained by PIP institutions. These totals do not reflect expected collection volume increases, however, such totals are incorporated into curation costs (See partner chapters for complete discussion).

**Table 1 DoD collections currently residing in pertinent state**

| <i>Service</i>  | <i>Army</i>      |                | <i>Navy</i>      |                | <i>Air Force</i> |                | <i>Total</i>     |                |
|-----------------|------------------|----------------|------------------|----------------|------------------|----------------|------------------|----------------|
| <i>Material</i> | <i>Artifacts</i> | <i>Records</i> | <i>Artifacts</i> | <i>Records</i> | <i>Artifacts</i> | <i>Records</i> | <i>Artifacts</i> | <i>Records</i> |
| Maryland        | 74               | 11             | 237              | 17             | 1                | 1              | <b>312</b>       | <b>29</b>      |
| Montana         | 0                | 0              | 0                | 0              | 1                | 3              | <b>1</b>         | <b>3</b>       |
| Washington      | 68               | 13             | 212              | 8              | 0                | 1              | <b>280</b>       | <b>22</b>      |

Note: Artifact totals are offered in cubic feet and records in linear feet and reflect totals for the particular State and not necessarily the amount housed by the particular potential partner.

Totals for Army, Navy (including Marines), and Air Force are from DoD Curation Inventory reports prepared by the St. Louis District (information current as of December 2000).

### Decision Factors Summary

During the course of the PIP each potential partner was evaluated using a standard set of decision factors (See Introduction and Methods chapter for a complete description of each factor). Cost determination factors (Table 2) are the most important as they form the basis of the fiduciary responsibilities for the partnering institution and the DoD<sup>1</sup>. Cost determination factors include: current collections capacity, cost share total, curation option description, one-time cost for option, annual cost for option, collections capacity under option.

<sup>1</sup> All amounts in Table 2 are totals and do not reflect the percentage absorbed by DoD or the potential partner

**Table 2 Description of Potential Partner Options**

| Potential Partner        | Current Collections Capacity            | Cost Share Total | Curation Option(s) Description  | Curation Option One-Time Cost*                             | Curation Option Annual Cost*                                | Collections Capacity under each curation Option  |
|--------------------------|---|------------------|---|--|---|--|
| Museum of the Rockies    | No space available at current facility  | \$1.8 million    | Construction of a new addition to the museum                          | \$14.3-15.4 million  | \$382,000   | (1) 24,000-70,000 cubic feet of material   |
| Jefferson Patterson Park | Have space for approximately 5200 boxes | \$1.4 million    | (1) Use existing space; (2) Mezzanine addition; (3) Building addition | (1) 0; (2) \$1.92 million; (3) \$1.1 million               | (1); (2); (3) Information not available from Partners       | (1) 5200 cubic feet of material<br>(2) 10,500 cubic feet of material;<br>(3) 11,626 cubic feet of material   |
| Thomas Burke Museum      | Have space for 25 boxes                 | \$3.3 million    | (1) & (2) Use of off-site space (a & b); (3) New addition             | (1) & (2) \$68/ft <sup>2</sup> ; (3) \$760/ft <sup>2</sup> | (1) & (2); \$27/ft <sup>2</sup><br>(3) \$58/ft <sup>2</sup> | (1) 2500 cubic feet of material<br>(2) 1760 cubic feet of material/1000 square feet (first floor); 960 cubic feet of material/1000 square feet (other floors)<br>(3) negotiated amount once square footage is determined |

One-time and annual costs shown here apply to the facility and resultant O&M costs. These are not curation costs.

- (1) current collection capacity—current collection storage capacity was captured in order to establish how much space was available at each existing facility
- (2) cost share commitment totals—these commitments are items that the PIP institution has that can be brought to bear on any partnership with DoD.
- (3) curation option description—this is a description of each option.
- (4) curation option one time cost—one-time costs are any cost associated with enacting one of the options identified by the potential partner.
- (5) curation option annual cost—any annual O&M costs associated with each PIP option.
- (6) collections capacity under each curation option—describes the gain in space for collections storage based upon each option developed for the PIP.

### Government Position

Recommendations listed below are made using the PIP institution information and represent initial suggestions for negotiations between the DoD and the potential partners. Given the overall organization of the PIP and its emphasis on different options. It should be understood that negotiation of final option definitions is built into this project and will always be the foundation of any partnerships between the DoD and the PIP institutions.

## **Recommendations**

Each potential partner offers a wealth of professional capabilities that ensure that any DoD archaeological collections stored with them would receive the utmost care and management. The final decision regarding disposition of the archaeological collections in the test states will rest on (1) the amount of DoD collections requiring professional curation, (2) state-by-state curation versus a multi-state, regional curation facility approach, (3) cost/benefit at the cubic foot level for DoD. Recommendations listed below and summarized in Table 3 suggest to DoD the most viable uses of the options identified by the partners.

### **Museum of the Rockies (MOR)**

Given the small amount of DoD archaeological material recorded for Montana during this project (4 ft<sup>3</sup> that includes artifacts and records)<sup>2</sup> it is unlikely that archaeological collections would reach an amount that would warrant the expense associated with the MOR option (Tables 2 and 3), especially with respect to a state-by-state approach.

If a regional approach were adopted, whereby DoD collections from surrounding states were bundled and stored together, the MOR costs would be more acceptable and the prospect of having a repository capable of holding 70,000 ft<sup>3</sup> would be very attractive not only to DoD but to other repositories that are interested in moving their DoD materials.

If the decision is made to enter into an agreement with MOR, the DoD should negotiate with MOR so that the museum is responsible for the cost of new storage units and O&M costs for the structure. MOR should absorb O&M costs for a full two years after construction, unless MOR is willingly to accept a less-than 100% contribution from DoD for the initial construction costs. MOR should also absorb any curation costs associated with DoD materials given the small size of the collection.

### **Jefferson Patterson Park, Maryland Archaeological Conservation Laboratory (JPP-MAC)**

Given the amount of DoD material recorded for Maryland during this project (341 ft<sup>3</sup> that includes artifacts and records)<sup>2</sup> and the expected increases in volume of collections outlined by the potential partner, options 2 and 3 (Tables 2 and 3) are the most viable.

Option 2 is suggested if a state-by-state approach is accepted, however, if 100% of the construction cost is to be supplied by DoD, the partner should absorb all new storage unit costs in addition to all O&M costs. O&M costs should be paid by JPP for the first year of operation.

Option 3 is suggested if a regional approach is selected. Again, DoD is encouraged to negotiate with the partner to absorb all new storage unit and O&M costs (1 year), if DoD is to pay 100% of the construction costs.

### **Thomas Burke Memorial Washington State Museum (Burke)**

Using DoD collection totals recorded for Washington during this project (302 ft<sup>3</sup> that includes artifacts and records)<sup>2</sup> options 1 and 2 (Tables 2 and 3) are most viable if a state-by-state collections approach is used.

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<sup>2</sup> Undertakings on DoD lands result in constantly increasing archaeological collections that need to be properly curated and stored.



Option 3 should only be considered under a regional collections approach and then only if of benefit to DoD collections.

If option 1 or 2 is endorsed, the DoD should encourage the partner to waive curation costs because a majority of DoD materials for the state is already being housed by the Burke. Also, DoD should have the partner pay all O&M costs for the storage space for the first year of operation

If option 3 is endorsed, the partner should absorb all new storage unit and O&M costs for at least 1 year after construction, in addition to waiving curation costs,.

In lieu of curation costs, DoD and the partner should establish a maintenance-only fee for DoD collections.

**Table 3. Options Summary and Major Negotiation Points**

| Institution | Option | Option Description                   | Initial Costs       | Cost Share Expectations for DoD   | Major Negotiation Points                   | Recommendations   |
|-------------|--------|--------------------------------------|---------------------|---|--|---|
| MOR         | 1      | New construction                     | \$14.3-15.4 million | DoD: 100% of construction costs<br><br>DoD: 100% storage, O&M, and curation costs | storage equipment, curation and O&M costs, | If DoD contribution for construction is 100%, the partner should absorb storage units and O&M costs for the first 2 years as well as absorbing curation costs for collections. This option would be most viable under a regional curation model.  |
| JPP/MAC     | 1      | Use existing space                   | \$0                 | n/a   | n/a  | n/a   |
|             | 2      | Mezzanine addition                   | \$1.6 million       | DoD: 100% of construction costs<br><br>DoD: 50% of storage unit costs             | storage equipment and O&M costs            | If DoD contribution for construction is 100%, the partner should absorb all storage unit and O&M costs for the first year. This option is viable under a state-by-state.  |
|             | 3      | New construction                     | \$845,000           | DoD: 100% of construction costs<br><br>DoD: 50% of storage unit costs             | storage equipment and O&M costs            | If DoD contribution for construction is 100%, the partner should absorb all storage unit and O&M costs for the first year. This option is viable under a regional model.  |
| Burke       | 1      | Use of existing off-site storage (a) | \$68/ft             | DoD: 50% of remodeling costs<br><br>DoD; 100% of storage unit costs               | curation and O&M costs                     | If DoD is expected to pay for 50% of remodeling and storage units; O&M and the curation costs should be waived given the fact that many DoD collections are already curated at the Museum. A maintenance-only fee should be established. This option is viable under a state-by-state model.                                  |
|             | 2      | Use of existing off-site storage (b) | \$68/ft             | DoD: 50% of remodeling costs<br><br>DoD; 100% of storage unit costs               | curation and O&M costs                     | If DoD is expected to pay for 50% of remodeling and storage units, O&M and the curation costs should be waived given the fact that many DoD collections are already curated at the Museum. A maintenance-only fee should be established. This option is viable under a state-by-state model.                                  |
|             | 3      | New construction                     | \$760/ft            | DoD: 100% of construction costs<br><br>DoD: 100% of storage unit costs            | storage equipment, curation and O&M costs  | If DoD contribution for construction is 100%; O&M and storage unit costs should be absorbed by the partner. Also, the curation costs should be waived given the fact that many DoD collections are already curated at the Museum. A maintenance-only fee should be established. This option is viable under a regional model. |

MOR Notes: Curation costs should be negotiated here given the small amount of material that DoD is responsible for in Montana.

JPP Notes: These curation costs are adequate for services rendered and volume absorbed.

Burke Notes: Curation costs are should be negotiated to a maintenance-only fee given that much of the DoD material for the State is already housed by the Burke.

General Note: Table 3 is a summary of previously described options for each PIP institution and items that SLD staff believe should be negotiated once partnerships are formed. The topics noted below are not inclusive, many more discussion points may exist and should be explored during the course of any partnership development.

## **Conclusion**

DoD took a major step towards protecting its cultural resources for future generations when it identified collections from across the country. Now it has embarked on the next logical step—the identification of a professional institution to serve as a long-term curation facility for its collections. Each of the potential partners outlined in this report offer DoD capabilities for long-term storage that will ensure the continued viability of the resources. However, a cost is associated with such an investment in curation. If the DoD fails to make this investment in a partnership the collections will suffer long-term, irreparable damage. If the investment is made now collections care for the next several decades can be achieved.

## **Acknowledgments**

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### **Museum of the Rockies**

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### **Jefferson Patterson Park, Maryland Archaeological Conservation Laboratory**

Michael Smolek  
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Betty Siefert  
Chief Conservator

### **Thomas Burke Museum**

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# 1

## Introduction and Methods

### Introduction

In 1999 the Office of the Deputy Under Secretary of Defense (Environmental Security) (DUSD(ES)) tasked the U.S. Army Corps of Engineers Mandatory Center of Expertise for the Curation and Management of Archaeological Collections (MCX-CMAC), located in the St. Louis District (SLD), to conduct a pilot partnership implementation study. The study was the logical extension of the Curation Options Project, conducted between 1996-2000, which in turn is a part of the DoD National Archaeological Curation Program. The DoD Curation Program was formed and implemented in response to a growing national curation problem of deteriorating archaeological collections that are directed to be curated to federal standards, as outlined in the regulation 36 CFR Part 79.

Through the project, DUSD(ES) sought to identify costs, procedures, and problems associated with the implementation of partnerships for the curation of DoD archaeological collections in the long-term. The objectives of the project were met by:

- close examination of costs and alternatives presented by each of the selected partnering institutions, as they represent real options for curation. While the goals of this project did not include actual agreement execution or delivery of collections, the project results provide the information necessary to carry out these activities.
- project has identified and suggested the most appropriate government vehicle(s) for acquiring curation services. The most often used forms to date have been Cooperative Agreements, Memoranda of Understanding, Memoranda of Agreement, and in some cases, competitive contracts. Legal counsel was sought to determine the most appropriate of these.

### Methods

PIP tasks (Table 4) were accomplished using methods developed by the SLD and that resulted in the most efficient means of providing requisite project data in the most time- and cost-effective manner.

**Table 4. Schedule of Tasks and associated PIP activities**

| <b>Task</b> | <b>Activity</b>   | <b>Dates</b>                         |
|-------------|-------------------|--------------------------------------|
| 1           | DoD Coordination  | May 1999                             |
| 2           | Background        | May 1999 through September 1999      |
| 3           | Partner Meetings  | December 1999 through September 2000 |
| 4           | Document Review   | September 2000 through May 2001      |
| 5           | Report Generation | June 2001 through December 2001      |
| 6           | Final Report      | August 2002                          |

### **Decision Factors Description**

During visits to each partner, SLD personnel collected information pertaining to various aspects of the partner's research and collections management capabilities as well as information about the options available for curation of DoD archaeological collections. Each partner was assessed using a standard approach and all information was delineated according to several main categories.

### **Cost Determination Factors**

The first set of standard information collected for each PIP institution are the cost determination factors. These factors form the basis of the cost benefit analysis and are:

- (1) current collection capacity—the amount of storage space available as of December 1999 through September 2000.
- (2) cost share commitment totals—support elements the potential partner can bring to bear with regards to a partnership with DoD (these commitments apply to all options listed by the potential partner).
- (3) curation option description—description of each option.
- (4) curation option one time cost—one-time costs that include, but are not be limited to, items such as, construction costs, additional salaries for employees, and other infrastructure costs.
- (5) curation option annual cost—any annual O&M costs associated with each PIP option.
- (6) collections capacity under each curation option—describes the gain in space for collections storage based upon each option developed for the PIP.

### **Curation Capabilities Factors**

The second set of standard information collected for each PIP institution are the curation capabilities factors. These factors form the basis of the technical expertise analysis and are:

- (1) storage Description—identifies the type of storage device employed and the increase of storage capacity under each option.
- (2) curation system one time costs—one-time costs are any costs associated with the curation of DoD collections and are based on the repositories' existing collections management fees.
- (3) curation system annual costs—maintenance and inspection fees associated with curation activities that are based on the repositories' existing collections management fees.

### **Regional Determination Factors**

Finally, any state and local requirements that pertain to a partnership between DoD and the pertinent facility are identified and listed under the State and Local Legal Requirements section. Factors listed here vary among PIP institutions deal more directly with partnership execution rather than curation option delineation. Factors listed here will come to play after an option is selected and during negotiations between the PIP institution and the DoD.

### **Summary and Government Position**

The final section of each chapter is a summary of the findings for the particular PIP institution and a description of negotiable points that may exist within each PIP institution option that should be explored by the DoD.

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## **Museum of the Rockies Bozeman, Montana**

### **Pilot Partnership Implementation Project—Background**

MOR and SLD staff met in December 1999 to discuss the Implementation Project and the associated information that would be gathered. Information was largely acquired via correspondence. As with a majority of other institutions around the country, MOR suffers from a lack of space for collections storage. Indeed, when SLD staff visited in 1999, a facility tour demonstrated the packed conditions of the museum. All collections storage areas—archaeology, paleontology, textiles and history—were full. The only improvements that could alleviate the space shortage would be the installation of compact storage units. While this is practical for archaeological collections, it is much less practical for paleontology, textiles, and history collections because of their sometimes awkward and excessively large sizes.

### **Current Collection Capacity**

The MOR collections storage facility current uses static metal shelves to accommodate normal and oversized objects. The current MOR collections space is at 100% of capacity. The existing building provides no options to accommodate additional materials.

### **Cost Share Commitment Totals** (applies to all options)

In February 2000, MOR staff reported projected costs for the purpose-built curation facility to St. Louis District staff, as a cost-share commitment. As can be seen from Table 4, the MOR contribution to a partnership with DoD includes land and standard museum infrastructure units totaling \$1.8 million.

**Table 4. MOR Cost Share Commitment Totals**

| <b>Cost Share Items</b> | <b>Cost Share Amounts</b> |
|-------------------------|---------------------------|
| Land                    | \$653,000                 |
| Computer Network        | \$85,000                  |
| Equipment               | \$752,895                 |
| Furniture               | \$92,575                  |
| Collection Systems      | \$224,780                 |
| <b>Total MOR Share</b>  | <b>\$1,808,250</b>        |

Montana State University (MSU) will dedicate the land adjacent to the museum for construction. Past estimates have been in the neighborhood of \$653,000. Final approval must be obtained from the Montana Board of Regents. The MSU Office of Facility Services will need to be involved to ensure that all local and state requirements are addressed.



## Curation Option Descriptions

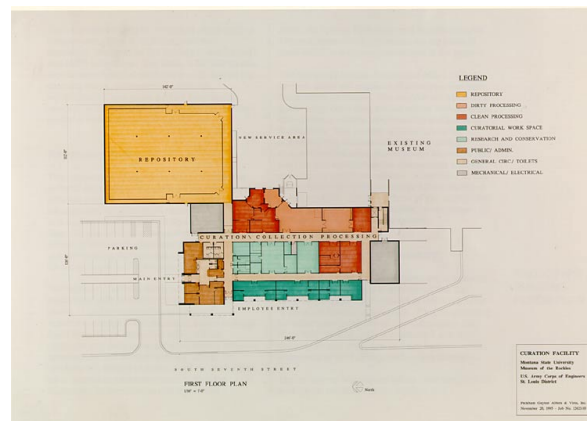
### (1) Prototype Curation Center Design Project

In 1995, MOR and the St. Louis District, acting as an agent for DoD, entered into a Cooperative Agreement for the purpose of designing a prototype curation and collections processing center for the processing, conservation, and long-term care of federal archaeological collections. The design project was funded by the LEGACY Resource Management Program. MOR and the St. Louis District worked closely to advise a contracted architectural firm, Peckham, Guyton, Albers, & Viets, Inc. (PGAV), to design the structure with original purposeful intent. This prototype facility was seen as a structure that could be used in a variety of footprints by any DoD element seeking to house or process collections.

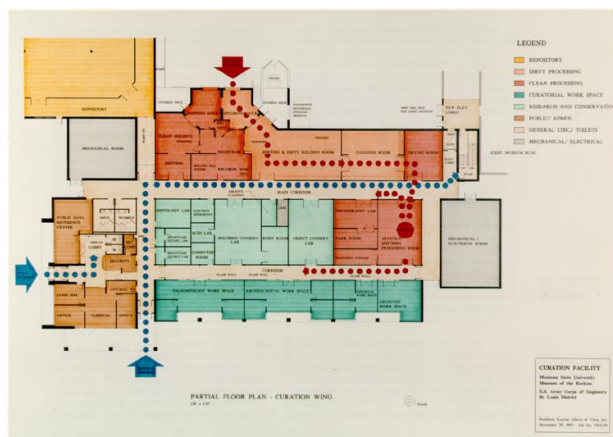
Although the existing MOR structure encompasses approximately 94,000 ft<sup>2</sup>, it was determined that the facility would require expansion in order to accommodate growth of collections. In addition, it was reasoned that the best way to provide collections storage space would be to incorporate collections processing facilities, which would allow MOR to be established as a regional processing center for DoD (Department of Defense) archaeological collections.

The resultant design was a two-part facility that would be attached to the existing MOR building. One section would contain offices, laboratories, and processing rooms, while the other section would be the repository for long-term storage. Figure 1 is a condensed design of the facility. Figure 2 shows the processing function in more detail. In total, the structure as designed would encompass 42,000 ft<sup>2</sup>, and include conservation and analysis laboratories, processing and storage areas, administrative and work areas, and public information area. The project resulted in a construction-ready product with full architectural drawings, specifications, cost estimations.

**Figure 1. View of projected long-term curation facility for the Museum of the Rockies**



**Figure 2. Expanded view of the curation facility.**



### **Curation Option One-Time Costs**

MOR will need a one-time, federal appropriation of \$14.3 million to construct the curation facility. If construction is not begun until 2003, the cost is expected to rise 8%, to approximately \$15.4 million. These figures do not include construction management fees.

### **Curation Options Annual Costs**

The MSU Office of Facilities Services estimated the annual O&M costs for the new facility to be \$382,000; this calculation is consistent with methods used for calculating other university budgets for similarly sized structures. Potential costs wrapped into the figure include insurance, planning, administration, custodial services, building maintenance, landscape and grounds maintenance, utility distribution system maintenance, and purchased utilities.

MOR anticipates that with the new facility and the resultant ability to efficiently process archaeological collections, there is potential for a series of contracts for collections rehabilitation. If such contracts are forthcoming—3,000 ft<sup>3</sup> per year over a 10 year period—MOR will not seek to have DoD pay O&M costs past the first year of operation.

### **Collections Capacity using this option**

The proposed MOR repository encompasses an area of 15,904 ft<sup>2</sup>. In a letter dated 1997 to the SLD, MOR staff indicated that each square foot of storage space would be able to accommodate 10 ft<sup>3</sup> of collections. If this were accurate, the MOR repository would accommodate 159,040 ft<sup>3</sup> of collections. Based on an examination of the calculations for this total, SLD personnel feel this amount of space to be unrealistic and advocate a more conservative space for approximately 70,000 cubic feet.

There are two basic approaches within the prototype-repository option, and both are fairly straightforward. These include static shelving and compact storage shelving. The following estimates are based on maximum usage of the repository floor space, while maintaining 4 ft. wide aisles to comply with the Americans with Disability Act

(ADA). Additionally, no space was allocated to mechanical, administrative, or other use of space.

## **Storage Descriptions**

### Nonmovable Shelving

The estimated maximum capacity for standard-sized, one cubic foot boxes of archaeological collections is 23,460. This number is based on 23 horizontal rows of shelving, each having two sides of shelves (46), and 34 banks of shelves, each three boxes across and five shelves high. Horizontal rows (510 boxes total), multiplied times 46 rows, equals the estimated maximum capacity of the repository (23,460) boxes.

### Compact Storage Units

The calculation for compact storage shelving is similar, except that the number of rows nearly triples. This is because only one row is open at any time, and the remaining rows are closed together for maximum storage. Again, horizontal rows consist of 510 boxes total, multiplied times the number of rows (136). The estimated maximum capacity of the repository is thus 69,360 boxes.

In general, if every bit of usable space is utilized in the repository, the total estimated capacity for standard-sized, one cubic foot boxes of archaeological materials will range from nearly 24,000 ft<sup>3</sup> to nearly 70,000 ft<sup>3</sup>, depending on the storage method. Neither number incorporates the additional benefit that could be provided by the construction of a mezzanine.

## **Curation system one-time costs**

MOR staff have defined basic rehabilitation costs, which includes replacing existing containers with archival quality materials and cleaning the collections, where appropriate. Base costs have been estimated by MOR staff to be \$350/cubic foot using in-house assets and \$417/cubic foot if contractors are used. A final cost of \$493.50/cubic foot includes the negotiated federal indirect cost of 41%. These totals apply to both artifacts and associated records. Costs for conservation treatments will be negotiated on a case-by-case basis.

## **Curation system annual costs**

Annual costs for maintenance of the collections would be \$8.46/ cubic foot. This total includes indirect costs but not shelving and/or cabinet costs that might be incurred during the year.

## **State and Local Legal Requirements**

Montana State University will have departments that need to be involved in the implementation process from the beginning, and the university administration will need to be apprised of all implementation activities. The university's President, Provost, and Vice President of Research will all be instrumental in acquiring federal appropriations and in construction on campus. These faculty members will present recommendations to the State of Montana Board of Regents for approval and to begin the construction

process. The MSU Office of Facilities Services will assist with planning and construction.

### **Summary and Government Position**

Given the small amount of DoD archaeological material recorded for Montana during this project it is unlikely that the expense associated with the MOR option could be justified, especially with respect to a state-by-state approach.

If, however, a regional approach were adopted the MOR option becomes slightly more viable. The prospect of having a repository capable of holding 70,000 ft<sup>3</sup> would be very attractive not only to DoD but to other repositories that are interested in moving their DoD materials.

If an agreement with MOR is pursued, the DoD should negotiate with MOR so that the following points are addressed:

- MOR should be responsible for the cost of new storage units
- MOR should be responsible for O&M costs for the structure. MOR should absorb O&M costs for a full two years after construction, unless MOR is willingly to accept a less-than 100% contribution from DoD for the initial construction costs
- MOR should absorb any curation costs associated with DoD materials given the small size of the collection

## 4

### Jefferson Patterson Park and Museum, Maryland Archaeological Conservation Laboratory, Maryland

#### Pilot Partnership Implementation Project—Background

JPP/MAC and SLD staff met in February 2000 and again in September of 2001 to discuss the Implementation Project and the associated information that would be required. Information was acquired during meetings and via extensive correspondence.

#### Current Collection Capacity

JPP/MAC collection storage is currently at 51% of capacity. They currently hold 5,376 boxes and have the ability to accommodate 10,584 boxes. JPP/MAC staff estimate that they receive between 200-400 per year for storage. In addition, the JPP/MAC lab holds several oversized collections that currently occupy 28 banks of shelves.

Without expansion, collections capacity dictates that the JPP/MAC lab would only be able to accept 100 boxes per year from DoD.

#### Cost Share Commitment Totals (applies to all options)

In May 2001, JPP/MAC staff reported costs associated the current curation facility to SLD staff, as their cost-share commitment to any potential partnership with DoD. These cost share amounts are listed in Table 5.

**Table 5. MAC Cost Share Commitment Totals**

| <b>Cost Share Items</b>                    | <b>Cost Share Amounts</b> |
|--|---------------------------|
| Computer Network, Furniture, and Equipment | \$926,000                 |
| Collection Systems                         | \$500,000                 |
| Total MAC Share                            | \$1,426,000               |

In addition to the above costs, JPP/MAC staff report the total facility construction cost of the current facility to be \$8.7 million with an additional \$3.7 million for infrastructure expenses.

#### Curation Option Descriptions

##### (1) Use Existing Space

This option would make use of existing space in the JPP/MAC facility. No additional construction would be undertaken at the JPP/MAC lab and no additional space made available for archaeological collections.

#### Curation Option One-time Costs

There are no one-time costs associated with this option.

### **Curation Option Annual Costs**

Annual costs would be incurred because of an increase in collections, however, at this time this information is not available from JPP/MAC staff.

### **Collections Capacity using this option**

Without expansion, the JPP/MAC lab will reach capacity in 5 years. Because they cannot allocate all their remaining space to DoD materials, the JPP/MAC lab can set aside a portion of their space for DoD collections and would accept only 500 boxes from DoD installations (100 per year for 5 years). Their remaining space would be used for collections from other clients.

### **Storage Descriptions**

#### Nonmovable Shelving

JPP/MAC staff have spent considerable time and effort in researching optimum storage units. As a result the repository currently uses only compact shelving units.

#### Compact Storage Units

The JPP/MAC lab uses compact shelving units that will accommodate 10,584 boxes. Currently, 51% of the units are occupied leaving 49% available for new collections, only a portion of which can be used for DoD materials.

### **Curation system one time costs**

One-time costs for curation derived by JPP/MAC staff are broken down by level of effort. The cost for collections requiring minimal rehousing is \$274/cubic foot for artifacts and records. The cost for collections requiring complete rehousing is \$830/cubic foot for artifacts and \$699/box for records.

### **Curation system annual costs**

Annual costs derived by JPP/MAC lab staff are based on the number of boxes accessioned. All annual costs include staff and overhead charges. Costs are shown in 5 year intervals and are based on cost per 100 boxes. Average Cost/Box for year 1 is included in the initial cost for curation (Table 6). However, subsequent years will have annual costs associated.

**Table 6. MAC Laboratory Annual Costs.**

| Items               | Year 1<br>Cost/Box | Year 2<br>Cost/Box | Year 3<br>Cost/Box | Year 4<br>Cost/Box | Year 5<br>Cost/Box* |
|---------------------|--------------------|--------------------|--------------------|--------------------|---------------------|
| Average<br>Cost/Box | \$22.61            | \$23.83            | \$24.78            | \$25.78            | \$61.67             |
| Overhead            | \$11.94            | \$12.58            | \$13.08            | \$13.61            | \$32.55             |
| <b>Total</b>        | <b>\$34.55</b>     | <b>\$36.41</b>     | <b>\$37.87</b>     | <b>\$39.38</b>     | <b>\$94.22</b>      |

\* The marked cost/box increase between year 4 and 5 costs is due to the inclusion of a full inventory and records review with agency point(s) of contact at the beginning of year 5.

## **(2) Mezzanine Addition**

The current JPP/MAC facility has space for a third mezzanine addition on its upper level. This was a feature JPP/MAC staff built into construction considerations during the building of the current structure. Using this option the third mezzanine would be added to the existing collections storage area increasing the total square footage of the repository by 5,880 ft<sup>2</sup>.

### **Curation Option One-time Costs**

JPP/MAC staff estimate construction of the mezzanine at \$1.62 million. The DoD would be responsible for 100% of this amount. An additional \$300,000 would be used for new compact shelving units. If DoD finances construction of the space, the cost for shelving will be 50% Federal (DoD) and 50% State (MAC Lab).

### **Curation Option Annual Costs**

Annual costs would be incurred because of an increase in collections, however, at this time this information is not available from JPP/MAC staff.

### **Collections Capacity using this option**

Construction of the mezzanine would allow for an increase of 5,292 boxes to the original capacity of 10,584.

## **Storage Descriptions**

### Nonmovable Shelving

JPP/MAC staff have spent considerable time and effort in researching optimum storage units. As a result the repository currently uses only compact shelving units.

### Compact Storage Units

Using this option an additional 5,292 boxes would be added bringing the new total to 15,876 boxes (5,292 + 10,584= 15,876). This increase in space would leave 66% available for new collections.

### **Curation system one time costs**

One-time costs for curation derived by JPP/MAC staff are broken down by level of effort. The cost for collections requiring minimal rehousing is \$274/cubic foot for artifacts and records. The cost for collections requiring complete rehousing is \$830/cubic foot for artifacts and \$699/box for records.

### **Curation system annual costs**

Annual costs derived by JPP/MAC lab staff are based on the number of boxes accessioned. All annual costs include staff and overhead charges. Costs are shown in 5 year intervals and are based on cost per 100 boxes. Average Cost/Box for year 1 is included in the initial cost for curation (Table 6). However, subsequent years will have annual costs associated.

### **(3) Building Addition**

JPP/MAC staff left space outside the boundaries of the existing facility for growth. Under this option a new addition to the collections storage area would be constructed in the area that is currently covered by a shed roof and located adjacent to the existing collections area. The addition would increase the square footage of the repository by 3,071 ft<sup>2</sup>.

#### **Curation Option One-Time Costs**

JPP/MAC staff estimate construction of the addition at \$844,525. The DoD would be responsible for 100% of this cost. An additional \$300,000 would be used for new compact shelving units. If DoD finances construction of the space, the cost for shelving will be 66% Federal (DoD) and 33% State (MAC Lab).

#### **Curation Option Annual Costs**

Annual costs would be incurred because of an increase in collections, however, at this time this information is not available from JPP/MAC staff.

#### **Collections Capacity using this option**

Construction of the addition would allow for an increase of 6,426 boxes to original capacity of 10,584.

#### **Storage Descriptions**

##### Nonmovable Shelving

Not applicable.

##### Compact Storage Units

Using this option an additional 6,426 boxes would be added bringing the new total to boxes (6,426 + 10,584= 17,010). This increase in space would leave 68% available for new collections.

#### **Curation system one-time costs**

One-time costs for curation are broken down by level of effort. The cost for collections requiring minimal rehousing is \$274/cubic foot for artifacts and records. The cost for collections requiring complete rehousing is \$830/cubic foot for artifacts and \$699/box for records.

#### **Curation system annual costs**

Annual costs derived by JPP/MAC lab staff are based on the number of boxes accessioned into the Museum. All annual costs include staff and overhead charges. Costs are shown in 5 year intervals and are based on cost per 100 boxes. Average Cost/Box for year 1 is included in the initial cost for curation (Table 6). However, subsequent years will have annual costs associated.



### **State and Local Legal Requirements**

All proposals are subject to approval by the State of Maryland. The Governor, the legislature, and the Board of Public Works must review and approve all projects of this size and commitment.

Currently, Maryland collections are given top priority for acceptance, however, the State may allow for acceptance of materials from DoD installations from other states in the Chesapeake region.

### **Summary and Government Position**

Given the amount of DoD material recorded for Maryland during this project and the expected increases in volume of collections outlined by the potential partner, options 2 and 3 (Table 2 and 3) are the most viable.

Option 2 is suggested if a state-by-state approach is accepted, however, if 100% of the construction cost is to be supplied by DoD, the following points with the partner

- JPP/MAC should absorb all new storage unit costs
- JPP/MAC should absorb O&M costs for the first year of operation

Option 3 is suggested if a regional approach is selected. Again, as with option 2, DoD is encouraged to negotiate with the partner to absorb all new storage unit and O&M costs (1 year), if DoD is to pay 100% of the construction costs.

Acceptance of non-Maryland collections must also be negotiated regardless of which option is selected.

## 5

### Thomas Burke Memorial Washington State Museum, University of Washington, Washington

#### Pilot Partnership Implementation Project—Background

Burke and SLD staff met in February and June of 2000 to discuss the Implementation Project and the associated information that would be gathered. Information was largely acquired via correspondence. As with a majority of other institutions around the country, the Burke suffers from a lack of space for collections storage. When SLD staff visited in 2000, a facility tour demonstrated that the museum currently is at capacity for housing archaeological collections. New off-site storage will be available in July 2002, however, greatly increasing storage capacities.

#### Current Collection Capacity

The Burke collections storage facility currently uses state-of-the-art, lockable, gasket-sealed metal cabinets for artifacts and lockable metal cabinets for sediment samples and level bags. Static metal shelves and lockable metal cabinets accommodate oversized objects. Archives are housed in compact storage units and metal filing cabinets. On-site storage at the Burke is limited; only 25 additional boxes could be accepted before reaching 100% capacity. The existing building possesses no real ability to accommodate new collections. Secure off-site storage for an additional 2500 boxes will be available July 2002, with the possibility of more space as necessary for DoD collections.

#### Cost Share Commitment Totals (applies to all options)

In January 2002, Burke staff reported projected costs for curation options to SLD staff, as a cost-share commitment.

**Table 7. Burke Cost Share Commitment Totals**

| <b>Burke Cost Share</b>   |             |
|---|-------------|
| <b>Land</b>   | \$3,000,000 |
| <b>Computer Network and Collections System</b><br>Software for data entry of collections and access for collections management; hardware, including terminals, servers, and peripherals | \$150,000   |
| <b>Equipment and Furniture</b><br>Compact storage units, storage cabinets, static shelves, computers, tables, chairs, dollies, movable stairs, flat files, etc.                         | \$200,000   |
| <b>Total Burke Share</b>  | \$3,350,000 |

## **Curation Option Descriptions**

Dollar amounts represented in the following two options represent best estimates by Burke staff. Should DoD desire a formal proposal, Burke staff would submit revised figures representative of costs at that time.

### **(1) Off-Site Storage A**

The Burke is currently developing a secure off-site storage facility, including administrative, research, and curation space, scheduled to open in July 2002. This facility, which meets standards stated in 36 CFR Part 79, immediately increases Burke Archaeology Department storage capacities by 1500 square feet or 2640 boxes, of which space for 2500 new boxes is available.

### **Curation option one-time costs**

Burke staff estimate the 2002 cost of the off-site facility renovation to be \$68/sf. The off-site facility incorporates administrative, research, and curation space.

### **Curation option annual costs**

Burke staff estimate the 2002 annual cost of the off-site facility, including maintenance and operation costs, to be \$27/sf.

### **Collections capacity using this option**

Off-site storage capacity will increase by 1500 square feet or 2640 boxes, of which space for 2500 new boxes remains. Over the past several years the Burke Archaeology Department has accepted approximately 50 boxes of new material annually. It is projected that completion of the off-site storage facility will increase this number to 200 boxes annually as curation agreements are signed with government and private agencies. At this rate the new facility will reach capacity in 12.5 years.

## **Storage Descriptions**

### Nonmovable Shelving

Cases and cabinetry will be used for archaeological and archival collections. 2001 estimated costs for these containers are as follows: Steel cabinet for box storage (\$450/each); Delta Design™ Case (\$4500/each); archive cabinet (\$250/each); oversize document flat file (\$1200/each). 100% DoD funding is anticipated.

### Compact Storage Units

Compact storage shelves will be used for archaeological and archival collections. 2001 estimated costs for these containers are as follows: Compactor unit for curation box storage (\$5800/set); archive compactor unit (\$2500/set). 100% DoD funding is anticipated.

### **Curation system one-time costs**

One-time curation costs are broken down by level of effort. The 2002 cost for collections requiring minimal rehousing – archival ready collection that requires only an entrance inventory and placement on shelves – is \$248/cubic foot for artifacts and records. The 2002 cost for collections requiring complete rehousing – repackaging and

inventorying for full compliance with 36 CFR Part 79—is \$1040/cubic foot for artifacts and \$334/box for records.

### **Curation system annual costs**

Burke staff estimate 2002 annual maintenance costs for artifacts and records are \$106.50/box. This figure includes costs associated with 36 CFR Part 79 compliance.

### **(2) Off-Site Storage B**

Under this option the Burke would store DoD collections at an off-site facility. As this report goes to press, the Burke is actively negotiating with the UW to acquire additional space. The UW has approximately 70,000 square feet of raw warehouse space available. With DoD funding the Burke would be well positioned to acquire a portion of this space to accommodate projected DoD collections volume (Curation option one-time and annual costs for this option are the same as those noted for Off-Site Storage A).

### **Curation option one-time costs**

Burke staff estimate the 2002 cost of the off-site facility renovation to be \$68/sf. The off-site facility incorporates administrative, research, and curation space.

### **Curation option annual costs**

Burke staff estimate the 2002 annual cost of the off-site facility, including maintenance and operation costs, to be \$27/sf.

### **Collections capacity using this option**

Using the storage cabinets currently in place, 1760 boxes per 1000 square feet could be accommodated in the first floor space (16-foot ceilings). Upper floors with 12-foot ceilings will accommodate 960 boxes per 1000 square feet. This capacity could be increased by use of compact storage units. Any additional space would require renovation to bring it up to standards specified in 36 CFR Part 79.

### **Storage Descriptions**

#### Nonmovable Shelving

Cases and cabinetry will be used for archaeological and archival collections. 2001 estimated costs for these containers are as follows: Steel cabinet for box storage (\$450/each); Delta Design™ Case (\$4500/each); archive cabinet (\$250/each); oversize document flat file (\$1200/each). 100% DoD funding is anticipated.

#### Compact Storage Units

Compact storage shelves will be used for archaeological and archival collections. 2001 estimated costs for these containers are as follows: Compactor unit for curation box storage (\$5800/set); archive compactor unit (\$2500/set). 100% DoD funding is anticipated.

### **Curation system one-time costs**

One-time curation costs are broken down by level of effort. The 2002 cost for collections requiring minimal rehousing – archival ready collection that requires only an

entrance inventory and placement on shelves – is \$248/cubic foot for artifacts and records. The 2002 cost for collections requiring complete rehousing – repackaging and inventorying for full compliance with 36 CFR Part 79—is \$1040/cubic foot for artifacts and \$334/box for records.

### **Curation system annual costs**

Burke staff estimate 2002 annual maintenance costs for artifacts and records are \$106.50/box. This figure includes costs associated with 36 CFR Part 79 compliance.

### **(3) New Construction**

Under this option a new addition to the existing museum would be built for curation of DoD collections. The Burke is actively pursuing museum expansion and reviewing various options. However, the post-9/11 economic condition of Washington State prevents accurate cost estimates for new construction as project deadlines are pushed out and capital planning expenditures are reallocated to vital services. Current project estimates indicate large-scale museum expansion will occur in 10-12 years. The Burke could possibly be expanded to incorporate DoD storage requirements at that time.

### **Curation option one-time costs**

Burke staff estimate new construction costs at the current location in 10-12 years at \$760/square foot. New storage space would include administrative, research, and curation space.

### **Curation option annual costs**

Estimated annual operation costs for a new facility in 10-12 years are \$58 per square foot.

### **Collections capacity using this option**

Under this option, Burke storage capacity would be negotiated to ensure adequate curation facilities for DoD collections.

### **Storage Descriptions**

#### Nonmovable Shelving

Cases and cabinetry will be used for archaeological and archival collections. 2001 estimated costs for these containers are as follows: Steel cabinet for box storage (\$450/each); Delta Design™ Case (\$4500/each); archive cabinet (\$250/each); oversize document flat file (\$1200/each). 100% DoD funding is anticipated.

### Compact Storage Units

Compact storage shelves will be used for archaeological and archival collections. 2001 estimated costs for these containers are as follows: Compactor unit for curation box storage (\$5800/set); archive compactor unit (\$2500/set). 100% DoD funding is anticipated.

### **Curation system one-time costs**

One-time costs for curation are broken down by level of effort. The 2002 cost for collections requiring minimal rehousing is \$248/cubic foot for artifacts and records. The 2002 cost for collections requiring complete rehousing is \$1040/cubic foot for artifacts and \$334/box for records.

### **Curation system annual costs**

The 2002 annual maintenance costs for artifacts and records are \$106.50/box. This figure includes costs associated with 36 CFR Part 79 compliance.

### **State and Local Legal Requirements**

Washington State Attorney General's Office reviews all contractual agreements entered into by the Burke and UW.

### **Summary and Government Position**

Using DoD collection totals recorded for Washington during this project (302 ft<sup>3</sup> that includes artifacts and records)<sup>2</sup> options 1 and 2 (Tables 2 and 3) are most viable if a state-by-state collections approach is in used.

Option 3 should only be considered under a regional collections approach and then only if of benefit to DoD collections.

If an agreement with the Burke is pursued, the DoD should negotiate the following points with the Burke:

Under options 1 and 2, the Burke should

- waive all curation costs because a majority of DoD materials for the state are already being housed by the Burke.
- absorb all O&M costs for the storage space for the first year of operation

Under option 3, the Burke should

- absorb all new storage unit costs
- absorb all O&M costs for at least 1 year after construction,
- waive curation costs

In lieu of curation costs, DoD and the partner should establish a maintenance-only fee for DoD collections.

## 6

### Partnership Development and Recommendations

#### Partnership Development

Table is a rudimentary checklist for establishing a curation partnership. The tasks identified are not the only ones that may arise, however they do represent large-scale focus items that should be considered during the course of any serious partnership development. Tasks described in Table 8 are full described below.

**Table 8. Partnership Development Checklist**

| Status | Task | Description   |
|--------|------|---|
| √      | 1    | Open discussion outlining DoD needs   |
| √      | 2    | Open discussion outlining potential partner needs                           |
| √      | 3    | Select option that best accommodates DoD and potential partner requirements |
| √      | 4    | Determine cost responsibilities   |
| √      | 5    | Select and produce most appropriate funding document for the partnership    |

First and foremost DoD should actively communicate with the potential partners in order to adequately describe its expectations for any partnership that may ensue. This should be followed as soon as possible with an exchange of ideas between DoD and the partner as to the best way to satisfy DoD needs. At that point the potential partner can communicate to DoD the means by which it can best absorb the needs of the agency given its current infrastructure specification. It is at this point that actual negotiations may begin in order to reach a consensus on what each party expects of the other. As noted earlier, Services and/or installations are encouraged to be involved in all aspects, however DoD should retain a central management role.

Once all expectations have been identified discussions can move to an examination of the options for curation identified by each potential partner. With the information generated here, each side will be in a position to weigh each option presented and concentrate on those that will address the most needs.

Once the best option is selected, a discussion can take place that focuses on who pays for what. DoD should expect to assume a major portion of any capital improvement costs. For this initial investment DoD should expect the potential partner to absorb any lesser fees and to provide an infrastructure that is capable of sustaining additional components added by DoD.

Each focus item identified in any of the discussion sections outlined above should be scrutinized and incorporated into the funding vehicle used to secure the partnership. DoD and the potential partner are encouraged to choose the right contracting vehicle to accommodate their needs. Proper discourse between legal representatives is crucial. In fact, attorneys and contracting officers should be part of the discussion process as early as possible so that they too can understand all aspects

of the partnership in order to identify and put into place the most adequate funding document.

### **Procuring Curation Services**

To properly implement a partnership between a federal agency and a non-federal agency for the purpose of curating federal archaeological collections, some legal instrument that outlines the obligations and responsibilities of the contracting parties for the procurement of curation and collections management services must be in place.

Such an instrument will explicitly lay out the terms of an agreement, the duties of each party, the length of the agreement, oversight procedures, and other information pertinent to the long-term management of archaeological collections. In the past, several types of legal instruments have been used to achieve similar goals. These may include a Cooperative Agreement, a Memorandum of Agreement, a Memorandum of Understanding, and others.

To determine the most appropriate legal instrument for implementing partnerships, St. Louis District staff consulted with both Office of Counsel (OC) and Contracting. The OC looked at the history of agreements to procure curation services with the Army Corps of Engineers and the St. Louis District in particular, and applied the principles to the specific nature of the problems presented by the DoD Curation Options project. As an example and to help illustrate some of the legal means available for collections management, OC suggested using language specified for USACE commanders that pertains to the procurement of curation services.

### **COE Example**

Described below is an example from the U.S. Army Corps of Engineers. The format that the Corps agreement took may not be the same for DoD needs. It is specifically geared to Corps curation needs and has undergone several modifications, resulting, in this current configuration, to better fit with adjustments to contracting law.

### **The following is a portion of the USACE guidance for collections management, which is contained in ER-1130-2-540.**

b. Securing Collections Management Services. USACE Commanders may secure collections management services using a variety of methods, subject to Federal procurement and property management statutes. USACE Commanders are advised that contractual arrangements providing for one-time, lump sum payments for long-term collections management are prohibited by 31 USC 3324. Methods that may be used by USACE Commanders include, but are not limited to:

- (1) Placing the collection in a collections management center that is owned, leased, or otherwise operated by the U.S. Army Corps of Engineers;
- (2) Using a purchase order or entering into a contract with a collections management center which meets the standards of this guidance. Normally such contracts or purchase orders should be of relatively short duration and should apply to initial processing or accessioning.
- (3) Entering into a Cooperative Agreement with a state, regional, local, or Native American tribal repository; a university, museum, or other scientific or educational institution that operates or manages a collections center meeting the standards of this guidance.



(a) Cooperative Agreements outline the conditions, duties and responsibilities of all parties for long-term curation and management of collections. These agreements should include preambles, appropriate articles, signature blocks for the USACE field Commander having primary control of a collection and Cooperator(s), and any attachments or appendices.

(b) Cooperative Agreements shall always contain an article entitled Obligations of the Cooperator. This shall detail the collections management services to be provided by the Cooperator.

(c) Cooperative Agreements shall always contain a subsequent article entitled Obligations of the Government. This article shall include the following statement:

"Subject to the availability of funds, the Corps agrees to pay the Cooperator for the total cost of collections management and curation services to be provided in accordance with the obligations agreed to be undertaken by the Cooperator in Article including the applicable costs of operation and maintenance of such facilities and equipment as are required for the provision of such Cooperator services. At the request of the Cooperator, partial payments may be made as the curation and collections management services are performed based on a billings schedule identified in this Agreement and approved by the Corps."

(4) Entering into an interagency agreement with another Federal agency or intra-agency agreement with another USACE Command for collections management services.

(5) Transferring collections to another Federal agency for management, in compliance with the management requirements of 36 CFR Part 79.

In sum, the salient points of the above referenced ER are (1) whatever instrument is chosen must comply with Federal Procurement and Property Management laws and regulations, (2) one-time, lump sum payments for long-term collections management are prohibited, and (3) selection of contractual instrument is done on a case-by-case basis and is based upon specific factual circumstance.

The USACE example listed above is but a single means for accomplishing the task of procuring curation services, many paths for obtaining such services exist. The OC noted that contracting vehicles are used on a case-by-case basis and can differ from one geographic location to another. They are also, in part, upon the institutions involved<sup>3</sup>.

A concrete, if-then scenario is not reality because a particular vehicle that is used in one situation may not be applicable to another situation regardless of how similar they are. Each partnering institution would have to examine the different types of vehicles available to them and then work together with the federal agency and their respective legal and contracting offices, to ensure that an appropriate contract instrument is chosen and that it complies with all relevant laws and regulations.

## **Short-term Solutions**

The items discussed above are specifically geared towards a long-term relationship between DoD and the potential partners. Such partnerships will require time to develop

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<sup>3</sup> Proper determinations need to be made with respect to the most appropriate contracting vehicle to use for curation. While blanket curation agreements exist, they are often enacted without adequate consideration given to contracting laws and regulations and, in some cases, can result in serious infractions of said legislation.

and fully mature, however the condition of the materials in question will not always lend themselves adequately to a lengthy development period. During the course of the inventory of DoD collections, the SLD found many examples of collections that are in dire need of rehabilitation to arrest deterioration that threatens to remove any remaining scholarly usefulness from them. In order to deal with these circumstances, the DoD is encouraged to make use of the following short-term suggestions:

- Examine lists of collections for each Service branch and identify those collections in most need of immediate attention.
- Encourage Service branches to create a priority list for rehabilitation with materials from Washington, Maryland, and Montana at the top followed by other critical collections.
- Service branches and/or installations should prepare action plans to stabilize collections using a qualified contractor(s) that they task to concentrate on specific collections.
- Contractor will prepare collections for long-term curation following guidelines established in 36 CFR Part 79.
- During the rehousing period, DoD will be free to begin to develop curation partnerships, first with the potential partners identified here, then with other, comparable institutions.
- Rehabilitated collections will be transferred from the contractor to a long-term repository.

If these suggestions are followed, DoD will make the most headway towards compliance in that collections will be rehabilitated at the same time that partnerships are being solidified. DoD will observe a cost savings by paying for all rehousing costs prior to deposition because such costs can be removed from the totals supplied by the potential partners, whose totals will then only reflect long-term curation and management fees.

DoD should encourage individual services to begin this process, but it is recommended that DoD centrally manage all partnership development and retain management control over both the rehabilitation effort and the partnership development aspect.

## **Recommendations**

DoD is encouraged to begin discussions with the potential partners immediately

DoD should work on as many of the short-term solutions as possible, while preparing its long-term management partnerships

Individual agencies or installations should be encouraged to work on aspects of the partnership process, however DoD should retain a central management position

Communication with legal/contracting representatives is tantamount to the proper development of any partnership, DoD is encouraged to involve such experts as early as possible

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