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This study examines the policies affecting archival collections in the National Park Service. It covers the hierarchical levels including federal, NPS-wide, regional, and individual park roles in the curation of archives and manuscripts, following four major stages in the life-cycle of a collection: acquisition, preservation, systems management, and use. Aggregated cataloging systems, internet technologies, and stricter policies at the top organizational levels have brought the parks' archives under the more comprehensive control of the Park Museum Management Program. While portions of this movement have been beneficial for the collections and the users, other aspects have been less effective, and would be best left to the responsibility of the parks.

Headings:

Archives – Collection management.

Museums – Administration.

National Park Service Museum Management Program.

National Park Service (U.S.) – Administration.

INSTITUTIONAL HIERARCHY IN THE ARCHIVES OF THE NATIONAL PARK SERVICE

by
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Introduction

The National Park Service (NPS) is an agency of the United States Department of the Interior (DOI) that maintains 394 official sites including National Parks, monuments, battlefields, and historic sites.[1] There is an NPS-managed site in every state except for Delaware, as well as sites in U.S. territories such as the District of Columbia, the U.S. Virgin Islands, and Puerto Rico. Among these units, 324 archival collections are identified by the Park Museum Management Program (PMMP). However, some of these collections represent material related to more than one site – for example, most of the National Mall monuments and memorials in Washington, DC are identified as separate sites, but their related archival material is housed and counted as a single collection. Each park archive operates independently, with its own staff and budget, but an overarching set of policies and best practices are common to the entire system.

Together, NPS sites have acquired a collection of records, archival material, and museum objects of more than 91 million items.[2] In contrast, the collective archival catalog of the Smithsonian Institutes – including the collections of the National Museums of American History, Natural History, and the American Indian – contains

[1] National Park Service website. http://www.nps.gov
[2] Statistics collected from "Park museum collection profiles." Park Museum Management Program website. http://home.nps.gov/applications/museum/museumselectpark.cfm

more than six million items.[3] Though they are much larger collectively, the NPS archives have adopted significant aspects of their preservation and exhibit practices from the Smithsonian Institutes, and have tested the limits to which that model can be scaled up to suit the NPS.

The NPS site with the largest collection is Thomas Edison National Historic Park in West Orange, NJ, which holds over six million volumes. The next largest twenty-three sites each hold over one million volumes, and these twenty-three sites account for almost half of all the archival holdings in NPS. The majority of sites maintain 50,000 to 100,000 volumes. The smallest collection from the sites reported is 31 volumes held by Wolf Trap National Park for the Performing Arts in Wolf Trap, VA. A complete alphabetical list of NPS archival collections based on statistics in the PMMP's park museum collection profiles appears in Appendix A. Sites addressed in this text are highlighted in the appendix for convenience.

These collections and their staff serve a variety of functions throughout the lifecycle of a document. They are institutional repositories for the records produced by and about their parent sites. Many collect documents of historic or artistic value relevant to the park. They engage in preservation and conservation activities to protect the physical items as well as the historic and cultural value they represent. They serve user populations engaged in scientific, legal, and scholarly research. Museums, visitors' centers, and other exhibit spaces play a prominent role in the Park Service, and these branches of the institutions are closely related to the archives. Many parks also have a

[3] Smithsonian Institutes website.

research library which is distinct from the archives, while other parks structure their library and archives as the same organizational unit. In addition to the broad range of materials found in the archives, such libraries can contain popular fiction and non-fiction related to the parks, scholarly publications, magazines, and computer software to assist research and recreation in the parks. Very few of the parks employ a professionally trained librarian or archivist in any capacity. Ostergren and Wright posited in 1998 that only 3% of NPS sites – perhaps 11 individual parks – "are large enough to support staff dedicated to library functions."[4]

Mary Bowling's 1985 article in *Special Libraries* illuminates the activities and organizational structure of NPS archives through the lens of four of the larger park collections: the previously mentioned Edison National Historic site, as well as the Frederick Law Olmsted, Morristown, and Longfellow sites. All of these represent the larger end of the NPS collections spectrum. This study will be, in part, an expansion on and an updated response to Bowling's conclusions.

Items in the collections have diverse provenance and usage which makes the organizational structures of these archives, and their relationship to each other complex. Items can alternatively be the property of an individual NPS site, NPS at large, NPS's parent agency – the Department of the Interior, or the National Archives and Records Administration (NARA), which acquires and manages most of the records produced by government agencies. Other items in the park collections are acquired

[4] Ostergren, M. and Wright, G. (1998). "Creating a bibliographic database for a widely distributed collection." *Information Outlook,* 2:1 p.27-30.

through cooperation with Federal agencies including the Smithsonian Institutes, the US Geological Survey (USGS), and the Fish and Wild Service (FWS), as well as external entities including academic institutions and even private citizens.

In the last twenty years, there have been several projects undertaken to develop an aggregated bibliographic system to account for all of the archival collections in NPS. The NPS library has an online public access catalog (OPAC) operated through Voyager software. [5] It can search many park holdings, including some archival collections, but its functionality is cursory at best. Voyager relies on the park libraries for a consistency in cataloging which does not exist. Meanwhile, the Department of the Interior began developing Interior Collections Management System (ICMS) for cataloging all archival and museum holdings across the Department's agencies.[6] The most recent version of this software was created in 2009.

The current *Museum Handbook* and its accompanying documents were published by the PMMP in 1993.[7] The PMMP has periodically updated these publications to hold all NPS archives and museums accountable to an equal standard. While this text nominally addresses museum management, it describes NPS archival collections as a branch of its mission, along with cultural and natural history collections; therefore serving as the authoritative source of policy for the archives. The organizational structure differs from park to park, but the *Handbook* and other NPS-wide documents consistently use museum-centric language in reference to museums,

[5] National Park Service library voyager catalog. http://www.library.nps.gov/
[6] ICMS User Manual. (2009)
[7] Park Museum Management Program. (1998) *Museum handbook*. Washington, DC: National Park Service.

archives, research libraries, and related facilities. For this reason, it is difficult to discuss NPS archives exclusively. This study will isolate archival policies where possible, and address related cultural resource institutions when necessary.

In a 2010 strategic five-year plan, the PMMP identifies four priority areas for implementing NPS-wide goals and objectives: workforce, relevance, stewardship, and education.[8] As stated in its introduction, "this plan is a response to recommendations of a series of external reviews in 2008 and 2009 that called on the NPS to do a better job of caring for its significant collections."

This study will investigate where these aggregation projects have succeeded and where they have failed, by examining the implementation of these objectives across the NPS, and determining if such endeavors are helping the NPS archives to best serve their collections and users in keeping with currently accepted archival best practices. This study will address these issues through the following stages of a collection's lifecycle – acquisition, preservation, access systems, and use. The conclusion will posit potential areas for further inquiry into the NPS archival network.

[8] Park Museum Management Program. (2010) *Strategic Goals and Objectives 2011-2015*. Washington, DC: National Park Service.

Creation, Acquisition, Collection Development

The *Museum Handbook* requires that sites maintain a record using the following terms to indicate the means of accession for each item: gift, purchase, exchange, transfer, field collection, and incoming loan.[9] The *Handbook* defines each of these terms and outlines the legal and technical processes for acquiring items through these means:

- A **gift** is any outright donation of property by a party outside NPS.
- A **purchase** is any item bought with park funds.
- An **exchange** of property can be arranged with a party outside NPS.
- A **transfer** is the movement of property between NPS sites.
- **Field collection** is the accumulation of archaeological, historical, or scientific specimens from within the physical boundaries of the park.
- An **incoming loan** is an item held temporarily for exhibit or conservation purposes, with the intent that it be returned to the permanent owner.

These terms closely mirror the accession methods suggested by Ned Burns in his seminal 1941 *Field Manual for Museums*, which lists purchase, gifts/loans, field collection, and cooperation in collecting.[10] Additionally, each NPS location creates working records regarding the organization itself, and the noncurrent records are typically held in the archive. In fact, the *Museum Handbook* defines "archives" in

[9] Museum handbook
[10] Burns, 108.

reference to these records specifically, and all other documents are described as "manuscripts," but this distinction is not asserted by archival literature, and the term archive as used in this study encompasses records and manuscripts. The bulk of the larger NPS collections comes into the archives through field collection. Chaco Culture National Historical Park, for example, holds "approximately 300 linear feet of records, 30,000 photographs, 7,000 color slides, 600 glass lantern slides, 2,000 maps, 1,000 manuscripts, and field notes, reports, and other written records" representing over a century of archaeological investigation on the site.[11] Altogether the Chaco Culture collection contains almost 1.5 million items, and is the 14th largest collection in NPS.

Unpublished scholarly reports and gray literature from government projects and academic users make up a significant core of these manuscript collections. Ostergren and Wright explain:

> *"…unlike the academic environment where peer reviewed literature is the accepted standard, in the NPS this gray literature is very useful. Much of this information is of high quality and is unpublished only because it was produced specifically for that site and is of limited interest to the general scientific community."*[12]

This fact reinforces the uniqueness and isolation of the collections, even with respect to materials that could otherwise be published and distributed more widely.

Private sites with existing collections can be subsumed by NPS as well. The San Francisco Maritime National Historical Park has accumulated the 5th largest NPS archival collection – consisting of nearly three million volumes – through a combination of all

[11] "The Museum collections of Chaco Culture National Historical Park." Park Museum Management Program website. http://www.cr.nps.gov/museum/exhibits/chcu/index1.html
[12] Ostergren and Wright, 27.

these means. The J. Porter Shaw library was part of the San Francisco Maritime Museum when NPS acquired the site as a National Historical Park in 1978.[13] At the time, the library consisted of the private collection of its namesake donor and working institutional records of the museum. Since then, major private collections on maritime history have been donated, and a library friends group accumulated funds to purchase selected items and whole collections.[14]

There is no NPS-wide policy on what specific items may and may not be accessioned. The *Museum Handbook* merely instructs the staff to "only accession museum collections that fit within the park's Scope of Collection Statement (SOCS) and that the park can manage according to NPS policies and standards."[15] Each park develops its own SOCS outlining types of potential accessions that are essential to the park's mission, will enhance interpretation and research at the site, or those items that legislation requires the park to keep.[16] The *Handbook* details special considerations for items such as Native American materials, endangered species, firearms, illicit materials, and copyright, and refers to the relevant legislation to assist park staff with accessioning decisions.

Native American materials, particularly religious items and human remains, are subject to these strict collecting and exhibiting regulations, since they are determined on a federal basis through negotiations with tribal governments. The NPS, the Smithsonian Institutes, and other institutions with rights to oversee such items cannot

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[13] Overmier, J. (2006). Cultural record keepers: The J. Porter Shaw Library, San Francisco Maritime Museum. *Libraries and the Cultural Record*, 41:3, p396.
[14] Ibid. 396-397.
[15] Museum Handbook, 1291.
[16] Ibid. 1295.

exhibit them, and must otherwise handle them in accordance with these federal regulations. This policy is reflected in the *Museum Handbook*.[17] Many parks maintain an existing collection of Native American materials, but parks are essentially discouraged from actively collecting more from the field except where Native American heritage is an explicit function of the site, such as Chaco Culture or Mesa Verde National Parks.

The PMMP strategic goals and objectives statement expresses the need for NPS to "provide guidelines for developing and updating park management documents, including park Scope of Collections Statements, [and] for consulting SOCS prior to accepting additions to the collections."[18] This objective recognizes that each park must be responsible for developing its own collection, but the people with the authority and expertise to contribute to this process will be from outside the park, and guidelines and consultation will be NPS-wide.

There are similar policies in the *Handbook* addressing the necessary paperwork for deaccession. Park staff can remove an item if it is no longer within the scope of the park's SOCS, if it is hazardous, or if it was on loan and is being returned to the permanent owner, among other reasons.[19] Most government publications are subject to an accessioning schedule which dictates how long the documents can or must be kept and when they can or must be removed from the collection. Items subject to loss, theft, or irreparable damage also need to be filed as deaccessioned, with notes documenting these conditions. Some of these decisions, such as determining what is within the park's

[17] Ibid.
[18] PMMP Strategic Goals and Objectives, 9.
[19] Museum Handbook. 1531.

collecting scope, are left to the discretion of park curators, while others are dictated by federal policy or the terms of a loan contract.

Bowling places appraisal and acquisition outside the scope of her 1985 article because no central NPS policies on the subject had been formulated.[20] At the time, NPS guidelines stated that archival and manuscript collections fell under the same conventions as museum objects. This is still true to the extent that the PMMP standards encompass all cultural resource management, but the current publications distinguish archival collections where there are significant differences in how they should be treated.

The *Handbook* defines who has the authority to make and document accessioning decisions. Typically this is the park superintendent, although this administrator is instructed to delegate to or consult with a Collections Advisory Committee.[21] This Committee must consist of three to five members chosen from specialists in the following disciplines:[22]

curator (at a minimum of GS-11 or above)
archeologist
archives technician
archivist
biologist
conservator
cultural resource specialist
ethnographer
geologist
historical architect
historical landscape architect
historian
interpreter
museum specialist
museum technician
natural resource specialist
paleontologist

[20] Bowling, 165.
[21] Museum Handbook, 1531.
[22] Ibid.

Because most parks do not employ any of these professionals, the *Handbook* suggests that the appropriate committee members can come from other parks, NPS regional support offices, the NPS cultural preservation and archaeological centers, or other government agencies. This policy states that more members will preferably come from outside the park.

It seems peculiar that the park is responsible for developing its SOCS, but when vital collection development decisions need to be made, PMMP requires a committee made up of specialists from outside the park. It is good that these decisions are not left solely to a park administrator, who may or may not be familiar with the collection or the professional standards of librarians, archivists, or relevant field specialists. While parks typically do not have the budget to retain these professionals on staff full-time, ideally they should be familiar with the park's mission and existing collection. In order to ensure that these advisory committees work in the best interest of the collections and the users, it may be necessary for similar parks to work more closely, and for the role of NPS regional offices to be more comprehensive. However, drawing from national offices and NPS-wide personnel in these committees may be too far removed from the park's needs to be appropriate.

The PMMP's strategic goals statement addresses this need to recruit and retain staff levels with the necessary curatorial expertise, and to provide professional training to existing staff.[23] The statement does not indicate if this objective refers to staff at the park level, at the central offices, or across the board. A comprehensive list of the

[23] Strategic Goals and Objectives, 5.

responsibilities distributed to the parks, regional offices, and the central office has been adapted from Chapter 1 of the *Museum Handbook* and attached as Appendix B. Given the nature of the tasks assigned to park curators, such as determining collecting priorities, the PMMP should focus on park-level professional development.

In a 2005 article, Daniel Cohen discusses the exponential growth of documentation of historical events.[24] He compares the primary records available from the Pearl Harbor attack to those from September 11, 2001 to demonstrate this expansion:

> *Photographs of the attack at Pearl Harbor number at most a few thousand – the largest collection, at the National Archives and Records Administration, comprises a mere 5 boxes with about 200 images in each box – the photographic record of September 11, 2001, likely numbers in the millions of images.*[25]

This is due to the abundance of digital cameras and the ability of individuals, the media, and the government to produce, publicize, and share content instantly across a variety of media. Because of this enormous volume, Cohen warns that accession decisions will become increasingly difficult, and those making the decisions must be more discerning.

In digital collections, the original images and their context can be altered or hidden. While acquiring digital materials can certainly allow for "an unparalleled opportunity to allow more varied perspectives in the historical record than ever before," the same technology provides the opportunity for a proliferation of less valuable material that must be appraised by a knowledgeable curatorial staff before accessioning.

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[24] Cohen, CRM 2005.
[25] Ibid., 8.

David Lowenthal discussed the importance of authenticity on developing museum and archival collections in a 2008 article from CRM.[26] In exhibits, Lowenthal states, visitors will view forgeries/replicas and original historic items with the same reverence, even if signage clearly indicates the distinction, simply because being in a museum exhibit confers a sense of authenticity. Lowenthal's experience is with the British Museum and other institutions in the UK, but his findings are equally applicable to the Park Service collections. The working construct of authenticity is constantly evolving. Replicas are useful if they are accurate and if the original is not in good enough condition to be used for exhibition or research. Meanwhile, original items do not necessarily reflect the entire time period or culture in which they were made. This problem is amplified when considering indigenous or under-represented populations. The "traditional" culture changes through time, and a single snapshot of objects or documents from that culture cannot be presented as the comprehensive, authentic version.

The NPS and PMMP publications contain no authoritative statements on discerning "authentic" materials from forgeries because the criteria for verifying authenticity differs so greatly between different materials, cultures, and time periods. With the additional possibilities of tampering with digital images, these criteria are to vast to include in a succinct publication. Instead, each park is responsible for utilizing experts in the appraisal of whatever materials they potentially collect.

[26] Lowenthal, D. (2008). Authenticities past and present. *CRM, 5*:*1*, p.6-17.

In general, the acquisition policies among NPS archives leave significant authority to individual parks, while establishing the regional office for support and expertise, and approving collection plans at the national level. This is a good distribution of responsibilities, but seems to fall short when the individual parks, especially those further removed from the regional offices, do not have the resources or the appropriate staff to make the best appraisal and collection decisions.

Maintenance, Preservation, and Conservation

Once materials are created or acquired by the parks, they must be preserved and housed. The "Organic Act" of 1916 established the National Park Service and states that a fundamental purpose of the NPS will be "to conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations."[27] The Act does not specify what "historic objects" qualify for this protection, or how they are to be preserved, but it is clear that the conservation of cultural resources has been equally critical to that of natural resources in the functions of the NPS. Because the Park Service's museum objects, historical documents, and manuscripts are often the only existing copies of their kind, it is all the more important for the best preservation practices to be in place for the protection of these items.

Dozens of other federal and international laws affect NPS archival collections, mandating that items of historical, cultural, and ecological value be preserved for posterity, enjoyment, and future use. The *Museum Handbook* provides an index which refers to these regulations, such as the Preservation of American Antiquities Act of 1906, the Museum Properties Management Act of 1955, and the Archaeological

[27] *National Park Service organic act*. (1916) US Code: title 16, sec 1.

Resources Protection Act of 1979, among many others.[28] The complete list of laws and their areas of authority with respect to NPS archival and museum collections begins on page 513 of the *Museum Handbook*.

The PMMP also promotes consulting the literature and standards produced by national professional organizations such as the American Association of Museums, the American Association for State and Local History, the American Institute for Conservation of Historic and Artistic Works, and the Society of American Archivists, in addition to equivalent local and regional associations.[29] This professional library science literature makes a distinction between preservation and conservation:

- **Preservation** refers to the overarching policies for keeping items in good condition and preventative measures against potential damage, including housing, handling, and environmental conditions.
- **Conservation** involves acting on items to repair or restore them to a better condition when they are damaged or fragile.

Chapter 8 of the *Museum Handbook* asserts this distinction.[30] However, since conservation is considered a branch of preservation, the latter is used as a generic term for all such activities, with "treatment" being the preferred term for any action taken.

Ned Burns wrote the first manual for National Parks museum curators in 1941.[31] Burns explains the importance of preserving original objects and documents in order to portray a genuine and unbiased account of history whenever possible. His manual

[28] Museum Handbook, 513-516.
[29] Ibid. 557.
[30] Ibid. 270.
[31] Burns

recommends the best practices and policies for preservation in park museums and other cooperating agencies, noting that many of the same concerns will arise in any institution responsible for the condition of historic materials. Burns gives specific technical methods for preservation and conservation treatments, referring the curator to experts in the appropriate field as he outlines different materials. Although professional perspectives have changed on the best conditions for preservation, and many new types of materials have been encountered since Burns' text was published, the spirit of the current *Museum Handbook'*s chapters on preservation remains the same.

A series of pamphlets called Conserv-O-Grams are the most current set of best preservation practices published by the PMMP. The first Conserv-O-Grams were created in 1993, and were derived from the standards in the *Museum Handbook*.[32] Subsequent pamphlets in the series have been written by experts in the preservation of documents, museum objects, and digital items, in order to supplement the information in the *Handbook*. These pamphlets have been produced irregularly between 1993 and 2010, with the potential for more to be submitted and approved at any time.

The PMMP also provides a *Primer on Disaster Preparedness, Management, and Response*, which is a combination of publications from NPS, the Smithsonian Institutes, NARA, and the Library of Congress.[33] This document is available on the PMMP publications website, and has been issued in English and Spanish to all four agencies in print. Topics in the *Primer* cover fire, flood, severe storms, hazardous materials, explosions, terrorist threats, and other potential disasters that may affect repositories.

[32] PMMP website, Conserv-O-Grams.
[33] *Primer*, Foreward.

Each section presents simple numbered steps to take in these events, specifically contacting the appropriate authorities and ensuring the safety of any people in the repository, and then indicating if and how any property can be salvaged.

Preservation policies are necessary for maintaining all NPS holdings in as good a condition as possible. Like the other specialists needed to maintain such collections, few parks employ a full-time preservationist or conservator, so publications like the Conserv-O-Grams and the *Handbook* have been developed by experts and distributed to the entire Park Service. In most cases, this is sufficient to describe the handling and physical housing conditions that are appropriate for various materials, and park staff can implement these procedures. Exceptions to this rule occur when items require conservation treatments, such as stabilization and restoration. The *Handbook* states that these activities necessitate a professional conservator, and that these individuals usually develop an expertise in the conservation of one type of material.[34] It identifies three regional NPS conservation laboratories as well as the American Institute for Conservation of Historic and Artistic Works as places to locate an authorized conservator of none is employed by the park full-time.

Most of these policies are developed at the NPS-wide level, and it is the responsibility of park administrators to ensure that the policies are carried out to the best of the abilities of each park. They are required to submit annual reports covering different aspects of park management, and the regional and central offices must review these documents and take action where policies are not being enforced. Other

[34] *Museum Handbook*, 272.

preservation management duties, however, have remained under the auspices of the individual parks. According to the Handbook's list of distributed responsibilities, each park must prepare and maintain a pest control policy, housekeeping procedures, and a Project Management Information System (PMIS) statement identifying "all preservation, protection, documentation, access, and use needs." Unlike the general preservation policies addressing the concerns that affect a wider range of park collections, these documents deal specifically with known preservation issues at a given park. Pest management and climate, for example, will vary greatly in different regions of the country. Therefore it makes more sense for experts to identify these issues on a park level, rather than include all potential pest and climate hazards that will not occur in most parks in an NPS-wide dissemination. The PMIS statement also deals with known functions, and is a form of documenting what typically happens in each institution, and identifying problems with specific items, rather than prescribing what should or could happen.

Periodic surveys of the collections are required of the archival staff, who report the results to the regional and national offices. The surveys identify preservation concerns among the materials and their physical environment. Staff can then make the necessary adjustments and fix some problems, while items needing more intensive conservation treatment are sent to one of the regional centers with the appropriate staff and facilities.

NPS-wide preservation policies are critical for maintaining appropriate and consistent treatments for the wide variety of materials the NPS holds. Since most parks

will deal with many of the same preservation concerns, especially regarding common paper and electronic documents, it would be redundant and wasteful for each park to develop treatments independently. Even rare materials will benefit from the expertise of a conservator at one park or at a regional center who can share their practices with other parks holding similar materials. However, NPS must also provide support at the park and regional levels to ensure that the staff members responsible for handling the physical materials are properly trained.

While respecting the importance of preservation, the *Museum Handbook* states that "if your museum focuses on preservation to the exclusion of collection access and use, you are not meeting NPS or museum standards."[35] The following sections will analyze these aspects of the NPS archives.

[35] *Museum Handbook*, 1996.

Access and Systems Management

Providing access to items of cultural and natural history is a critical component of the NPS archives' mission. Access is one of the few concepts on which the *Museum Handbook* draws a distinction between archival/manuscript and museum collections. Archival and manuscript repositories follow in the public and federal library tradition of unrestricted access to all. On the other hand, museum collections typically maintain a stricter level of access by appointment to those information seekers whose use is deemed appropriate, depending on the value, uniqueness, and physical condition of the objects.[36] The *Handbook* is descriptive on this matter, rather than prescriptive, and leaves it up to each collection to decide where along this spectrum the collection falls. Different holdings within a single collection can be subject to different considerations along this spectrum as well. Even within an archival collection, access to park records, as federal documents, is governed by the Freedom of Information Act, while manuscript collections or personal papers acquired through other means are not subject to this legislation, and may have copyright or donor-requested restrictions that the park must enforce.[37]

As a default, federal and state laws grant free access to NPS materials, with a few exceptions such as users with a history of theft, use that would cause damage, and

[36] Museum Handbook, 2008.
[37] Ibid., 1630.

certain copyright, privacy, or donor-requested restrictions. What is required on the part of park staff is a good-faith effort to ensure unrestricted and equitable access. If access is restricted, it must be for a legitimate reason and properly documented. The repositories must also keep a logbook documenting all users and display a statement of access policies. This ensures that all people entering the repository and handling items are accounted for and are aware of the rules governing their use.

Beyond physical access to the repositories, access also refers to the electronic systems that allow for the location, identification, and use of materials. These systems include online information directing potential users to the parks, electronic finding aids that describe or outline archival collections, as well as digital surrogates and content. In the spirit of providing equitable access, it is necessary that these systems be maintained according to the most current usability standards. The *ICMS User Manual* and the *Museum Handbook* refer to SAA publications such as the 1992 *SAA Code of Ethics for Archivists* and the 2007 *Describing Archives: A Content Standard* (DACS) – among many other professional and academic publications – in preparing standards for processing and description.[38] This relationship with the chief professional organization for archivists is critical for maintaining the appropriate practices and premier standing of the NPS archives.

The Interior Collections Management System (ICMS) software is the bibliographic database used by the NPS and other Interior Department agencies to catalog collections. Its user manual displays the fields, attributes, and controlled

[38] Museum Handbook, 1730.

vocabularies mandated by the system.[39] The software attempts to account for all possible collection items, and allows for a great deal of flexibility in archival description. Part of the PMMP's strategic goals statement aims to require parks to comply with this software in order to make access and usability consistent across all parks.[40] Ostergren and Wright state that at one time, regional offices were responsible for cataloging all collections at the parks in each region, but budget and personnel restrictions have left the "individual parks to their own devices."[41] The authors do not say when this transition happened. They describe the Pacific Northwest Database Project, started in 1993, which was a comprehensive catalog for the libraries and document repository collections in the Pacific Northwest region, and eventually served as the model for the NPS-wide ICMS catalog.

The Natural Resources Bibliography Project, on the other hand, was undertaken in 1998, and contained only a bibliography of documents related to natural resources, within the NPS, and from other agencies such as FWS and USGS. This project proved difficult because it required decisions about inclusion and omission, in addition to its vast scope. However, exploring the diverse cataloging needs of this bibliographic project proved to be a useful experiment, as it included not only library materials and text-based documents, but archival and museum items such as photographs, film, and natural specimens. This forced the project team to develop more flexible metadata standards that were later incorporated into ICMS. For example, the abstracts in the

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[39] *Interior Collections Management System User Manual*. (2009). Washington, DC: National Park Service.
[40] PMMP Strategic goals and objectives. 9.
[41] Ostergren and Wright, 28.

Natural Resources Bibliographic Project more closely resemble a general summary of contents than a true abstract defining the paper's methods and findings. This gives the database more flexibility and allows the researchers to identify useful materials more consistently.

The seminal force behind these early aggregated bibliographic systems was the belief that individual parks did not have staff with the professional expertise or the time to catalog their holdings.[42] However, there is also concern that the staff at the regional centers responsible for cataloging may not have the familiarity with archival collections necessary to fulfill all of the ICMS metadata. According to the *Museum Handbook*'s list of distributed responsibilities, individual parks are now responsible for cataloging their own holdings upon accessioning, but the regional centers and the Washington office are mandated to provide assistance and corrective information. The degree to which this administrative intervention is necessary will vary between parks.

The *ICMS Manual* recognizes that "not every archival/manuscript collection will be sufficiently documented to allow completion of every field."[43] In other cases, an attribute is simply not relevant, or does not exist for the collection in question. Not all of the attributes are required to create and save the catalog record for a collection. In this context, "collection" refers to a discreet series within a park's property, rather than the park's entire archival holdings. One mandatory field is the object field containing the collection name, which must consist of the name of the creator or collector of the material, and the form of the material. The form can be "papers" for personal papers,

[42] Ostergren and Wright, 29.
[43] ICMS User manual, p2:42.

"records" for institutional documents, or "collection" for a combination of materials formed artificially around a subject. A complete list of the ICMS fields used for archival collection-level metadata has been adapted from Chapter 2 of the *ICMS User Manual* and attached as Appendix C.

The *Manual* prescribes fixed responses to several "classification line" fields, to distinguish archival collections from other museum objects, library holdings, and natural history specimens that are cataloged in the same software. This collection-level metadata provides general information about the physical and administrative status of the collection, and is not intended to be flexible except for one open-ended "description" field.

Subsequent guidelines for collection-level metadata provide for greater flexibility for describing the holdings, including a number of open-ended memo fields for more lengthy attributes such as condition and provenance. Other fields indicate that the metadata should come from a "user-built stack," meaning that the cataloger will create a database of possible responses for that field. "Place of Origin" is one such field, since each park may use a different set of cities, counties, states, or other geographic designations to describe their holdings. "Historic Period," and "Eminent Figure" also require a user-built stack, and can be used to associate the collection with a relevant person or time period as an access point.

It makes sense for the staff at each park to build their own controlled vocabulary for responses for these responses, since each will require different terms and scales for these fields. Reference and indexing terms are subsequent fields that contain formatted

subcomponents for turning these fields into a searchable index. Although all parks use the same cataloging software, each catalog is isolated to a database within the park. However, it would be useful if the access points for these fields could be aggregated across parks, so that researchers investigating a particular event or individual could identify relevant materials held at different NPS sites.

The software provides required fields for naming the cataloger and the catalog date, so that the person responsible for the metadata is also documented. This policy helps to ensure that any mistakes or problems can be identified and fixed. The provenance and condition description fields are open-ended and allow the user to describe the history of ownership over the collection and specify any damage to the materials beyond the "Excellent, Good, Fair, or Poor" designations required by the bureau-controlled field for condition.

The list of possible fields indicates several fields that are not to be used for cataloging archival/manuscript collections, including "Culture of Origin," or "Date of Use," which are deemed appropriate for museum objects cataloged in the same software.

Another field is used to indicate the level to which the collection is described – collection, folder/file, series or item level. Very few collections are described to the item level because the holdings are so large, and it would not add any value to the potential use of the collection to describe each individual item. Instead, it is generally sufficient to describe the collection as a whole, or in some cases divide the collection into discreet series of related materials and describe each. Collection-based description serves to

retain contextual information provided by the original arrangement of the materials in the following ways:[44]

- *Reflect the development over time of historical themes and events*
- *Suggest cause and effect*
- *Show entire sequences of activities and thoughts*
- *Help to authenticate individual documents*

In fact, the *Museum Handbook* states that a principle difference between curatorship of museum objects and processing archival/manuscript collections is that museum objects are treated individually, while archival collections are treated as a cohesive, interrelated unit.[45] An exception to this treatment is that a single archival collection can be composed of documents accessioned at different times which are later put together. For this reason, it is possible to assign multiple accession numbers to a collection, even though the collection overall has only one collection call number.

The ICMS catalog is flexible enough to allow for different possible formats, descriptions, and other aspects of these diverse collections, while operating within a consistent interface from park to park. This unified software, along with the centralized web presence of the Park Service, makes it easier to navigate between the collections of different parks and discover resources. These physical, legal, and technical arrangements are designed to govern and facilitate use of the materials, which is discussed in the following section.

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[44] *Museum Handbook*, 1633.
[45] *Museum Handbook*, 1631.

User Services

Use of archival materials is the intent behind all the previous steps in the materials' lifecycle. The items are acquired, preserved, and made available through access systems so that they can be used. These uses can include scholarly research, education, exhibition, and institutional memory. Users of NPS archives include park staff, administrators, other government agency employees, internal and external researchers, and the general public.[46] Each user group has a unique set of needs, which in turn differ from site to site. Burns' *Field Manual* insists that the "atmosphere of the museum should encourage a deliberate examination of historical and scientific evidence."[47] Burns recognizes that museum management policies can be tailored to the facilities' individual needs, enhancing some user behaviors and discouraging others. The current *Museum Handbook* reflects this philosophy, and leaves exhibit plans, programming, reference, and other user services policies to park administration.

The *ICMS User Manual* adapted a practice from its predecessors, the Pacific Northwest Database Project and the Natural Resources Bibliography Project, by avoiding technical jargon or NPS-specific terms and acronyms for the benefit of the users.[48] Although users of the catalog will primarily be park staff, ease of use through the

[46] Ostergren and Wright, 29.
[47] Burns, 271.
[48] Ostergren and Wright, 29.

catalog will allow these users to perform their job duties more efficiently, including reference services.

Outreach is a major part of the PMMP's strategic goals statement, with elements dedicated to relevance and education.[49] The PMMP urges parks to enhance the use of communication tools such as social media and provide the means for staff to participate in professional organizations such as the SAA. These objectives encourage parks to engage with local communities and educational institutions, and this engagement higher use and therefore greater justification for funding. From this perspective, it makes sense that policies benefitting the users will benefit the institution overall.

Museum exhibits are a principle form of use that is available to all visitors, and not just researchers. The park libraries and archives work closely with the associated museums, visitors' centers, and other facilities that serve as the public face of the parks. The interpretive work of curators, rangers, and tour guides starts in the archives. Exhibits are developed and enhanced with materials from the archival collections. Burns' only discussion of user services is about guided tours and museum exhibits. He addresses "interpretive use" of the holdings, but is referring to this use by staff in order to develop exhibits, rather than scholarship by visitors.

Thomas Guthrie's 2010 article on interpretive archival practice at El Morro National Monument in New Mexico highlights the insight that the only primary textual documentation to be found at Native American sites is from the European colonizers and settlers. It is important to look for and interpret clues in other artifacts to

[49] Strategic goals and objectives, 7.

demonstrate the complete history of these sites and cultures. Like Lowenthal, Guthrie stresses that image of the traditional culture immediately prior to Western contact is not the only authentic version of Native American culture. He states that National Parks dedicated to Native American activities must document their subjects through the 20th and 21st centuries and recognize that the traditional culture hasn't been tainted by Western contact, but changes along with it. Guthrie calls on the Park Service to justify and explain to the public their preservation of this particular site, in order to better prepare them to appreciate such sites, but delegates the task of interpretation and reflection on the cultural materials to the park staff.[50]

Another form of outreach has been the Cooperative Ecosystem Studies Units (CESU), which make up a collaborative network between the federal government agencies (principally NPS and other agencies within the Department of the Interior) and universities. These institutions share regional facilities, personnel, and costs in order to engage in scholarship and valuable projects.[51] The aim of CESUs was originally focused on natural resources, but the PMMP has recently urged that this network invest more of its resources in cultural resources.[52] This is a strong source of funding and valuable research for parks that operates on the regional level, and is a powerful tool for developing relationships with local communities.

Reference services are a critical element of an NPS archivist's job. The archival staff have an obligation to uphold the users' rights to privacy, scholarly integrity, and

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[50] Ibid. 61.
[51] O'Brien, W. P. (*2009*). A decade of progressive partnerships: CESUs and cultural resources in the NPS. *CRM*, 6:2, p.84-89.
[52] Strategic goals and objectives, 7.

unimpaired access. Beyond these imperatives, and a basic description of what researchers typically expect from the research environment, there are no mandates regarding reference or research services in the *Museum Handbook*.[53] It is therefore left to the park administration to develop reference procedures.

Ostergren and Wright express the concern that as bibliographic information about these unique holdings becomes available to the public, park staff may be "besieged by requests for copies."[54] This has been a common question in the professional literature, but it has become less significant as it is easier to provide electronic access to one-of-a-kind documents. A parallel theme is the notion that more detailed electronic bibliographic information and finding aids will allow staff and researchers to identify the needed resources remotely, and therefore spend less time handling and rooting through the physical stacks of delicate items.

Browsing has typically been restricted or prohibited in order to limit unnecessary handling.[55] The *Museum Handbook* mandates that archival staff retrieve and re-file all materials requested by researchers, and does not permit general users access to the storage areas.[56] In rare cases when researchers are granted access to storage areas, it is to retrieve specific documents, and does not necessarily indicate access to any other materials housed in the same space.

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[53] Museum Handbook, 2488-2499.
[54] Ostergren and Wright, 29.
[55] Bowling, 174.
[56] Museum Handbook, 1712.

Even those parks with traditional libraries generally do not allow the books to be checked out. The research library at Mesa Verde National Park, and the Denver regional center allow for inter-library loans, but do not lend materials to individuals.[57]

While access is largely unrestricted, copyright can become a concern when users want to distribute or publish content based on material in the archives. Researchers, not the repositories, are responsible for determining the copyright status of a document they wish to use.[58] Documents may also contain sensitive information that is not already in the public domain, or is otherwise restricted. Parks have expressed concerns about including these citations in a public access bibliographic database.[59] The tension is this: if a user will not be allowed access to the content of a document, is it ethical to knowingly provide information that the document exists, and then restrict its use? A comprehensive bibliographic database and finding aids exist primarily to facilitate use, but if a document cannot be used by the public, it may not be necessary or appropriate to include it in a public listing. The degree to which the access restrictions on the content of a document are extended to the metadata and the public listing of such a document are at the discretion of the cataloging staff on a case-by-case basis, a responsibility of each park.

Consumptive use, also known as destructive sampling, is defined in the *Museum Handbook* as any use that will damage or destroy an item. [60] This use is of particular relevance to natural history specimens, but also occurs in NPS archival collections. This

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[57] Hutchinson, R. (1997). "Mesa Verde Research Library." *Colorado Libraries*, 23:2, p.49-50. Wesley, J. (1993). National Park Service library. *Colorado Libraries*, 19:4, p22.
[58] Museum Handbook, 1719.
[59] Ostergren and Wright, 29.
[60] Museum Handbook, 1966.

type of use is more closely managed by the regional and national NPS offices, and requires documentation and approval of the methods to be used. The researchers must also cover the costs of their use, and provide a copy of their findings, to ensure that the results of the consumptive sampling are of lasting value.

Bowling suggests microfilm surrogates as a possibility for preserving documents in high demand.[61] Creating use copies in some format and preserving the original documents has remained a popular approach, although internet technology has improved the quality and dissemination of electronic surrogates, and has become the preferred method for government and academic repositories. The NPS disseminates standards on how to manage various microforms and electronic formats through the Conserv-O-Grams, but makes no explicit statements on creating these formats or transferring materials from one format to another. The NPS has no mandate for digitization, but encourages the production of digital surrogates for preservation, exhibition, and research. Administrators at each park are responsible for decisions about digitization and other forms of creating surrogate copies.

Digitization must be done with the documents in hand, so it makes sense that individual park curators should determine what collections to make available electronically, and how to do so. Basic standards for handling and consistency can be applied across all the parks, but digital curation, like physical exhibits, should remain the responsibility of curators on-site.

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[61] Bowling, 173.

A few parks have created digital exhibits accessible through the PMMP website. They are located there because each park's web presence resides within the NPS website, and the PMMP website is the parent URL for all of the park museums and archives. The park libraries, on the other hand, may not have web space at all, but the ones that do maintain a web presence do so through the park's NPS web space. This provides some degree of consistency between park websites because they are all connected through the same root URL, and all have the same design and format. What differs is the availability of information for visitors. Some sites have as little content as general visitor information and directions to the park, while the major parks have more comprehensive pages about events, activities, history, and even interactive pages for the user.

The PMMP digital exhibits make the primary documents available electronically like a digital collection, but resemble traditional exhibits in that they are a curated selection of materials presented in a desired way. Whole archival collections are rarely available online from PMMP, although finding aids and catalog records are online.

The absence of NPS-wide instructions for user services reflects the inability to centrally manage this unique set of practices over a dispersed collection. Even where the NPS-wide publications address user services, they typically serve as guidelines rather than having the force of policy or law. Regulations on the physical spaces for researchers, exhibits, and other uses are an example of this, merely suggesting that the space be sufficient and appropriate. This is in contrast to the space regulations for

storage and preservation, which more strictly govern the temperature, humidity, and housing for the collections.

Ultimately, use is the metric which chiefly justifies continued funding. Funding can come from an established budget or from grants and other project-based instances, both of which are distributed based on the parks' needs. Donations also support the cultural institutions, since the parks' overhead budgets do not necessarily contribute to the archives' budget. For this reason, outreach to local communities and "friends" groups is critical. Building these valuable relationships requires face-to-face interaction and decision-making by staff members at the park.

Because user services necessitate direct communication with users and often hands-on interaction with the materials, this strongly indicates that user services must remain under the control of individual parks. NPS has adhered to this dynamic, leaving most services to the discretion of park administrators, with the exception of those general services which are governed by federal law, such as equitable access to information.

Conclusion

Many of the structural and organizational issues that Mary Bowling pointed out in 1985 are still of concern, such as the absence of professional librarians, preservationists, and archivists in the parks. This means that archival duties are shared by park administrators, non-professional staff, museum curators, and NPS-wide offices.

The archival repositories of the National Park Service are so diverse in their size, scope, use, and geographic location that they are not best served by efforts towards aggregated services. While dispersed libraries and library consortiums can operate well within an aggregated bibliographic database, this approach is not conducive to the use of archival materials, even if the materials can be made available digitally. Archival collections, particularly personal papers, are described in a way that cannot capture the content of individual items, and they can rarely be arranged in way that indicates subject matter or key words. Therefore, reference and instruction in archives often require an intimate knowledge of the collections that a consolidated approach to access cannot provide. Standard practices for description, arrangement, and access can differ widely depending on the items, even within the same collection. A cursory level of common practice should be in place so that all of the records can communicate with the same programming languages and software systems, but at the collection and item level, service is best provided with the expertise of an individual.

Previous attempts to aggregate NPS archives and libraries have failed primarily because of limited abilities of the software systems, budget constraints, and the desire from personnel to retain some autonomy from site to site. All archives deal with these concerns – a balance between user needs, institutional goals, and budget will be found at any federal, public, or academic archive. It seems that the difference between any of these and NPS is just a matter of scale, however large it may be, and not a fundamental difference of category. Hypothetically, if these obstacles were remedied – if it were possible to build software that could handle all the necessary data and functions, if the budget were sufficient, and if the desire for organizational autonomy were eliminated – then users from inside and outside NPS could have access to a massive and unprecedented repository of information. Digitized content, finding aids, collaborative assistance, and many other proven tools could be made available, connecting all of these valuable collections with more users and more contextual information.

Some aspects of consolidation have been successful, and can be pursued to improve service to users across NPS archives. A common digital presence and interface is accessible through the NPS and PMMP websites, which allows users to identify and navigate between information about different parks while staying within the same web domain. There is also some consistency amongst the URL naming conventions and the interfaces of most park websites, and the websites of their archives and/or libraries. This is a straight-forward way of indicating to the user that they are using an NPS-affiliated institution, and can make it easier for users to locate and evaluate whatever

information they are seeking. These conventions should be improved and implemented more consistently to assist users in their navigation of digital information.

Collective efforts towards policy and best practices across the institutions have also been positive and effective. This has helped to ensure that all of the NPS archives are held to the same standards for disaster preparedness, preservation, and other concerns for the physical materials. Because NPS is responsible for maintaining such a vast number of rare and valuable documents and cultural items, it is critical that these best practices are developed and distributed by experts, implemented consistently, and updated as needed, especially given that the staff at most NPS sites are not professional library preservationists.

The PMMP's statement of strategic goals for the next five years touches on the balance between the objectives that must be met at each hierarchical level of the Park Service. The PMMP recognizes that many administrative tasks are best left to the discretion of the individual parks, and the strategic goals statement reflects the need to support these tasks at each park, rather than attempting to direct policy from the national office.

The job of the archivist is not only a product, such as finding aids or published digital content, but also the services provided to users. Implementing a useful aggregated system would still require a staff with intimate knowledge of the description and arrangement of the collections beyond simple bibliographic information. Beyond arranging the archival material, knowledge of the subject matter relevant to the park is also critical, and varies widely between parks of different natures. This staff would still

have to be dispersed to the physical repositories, which each have a unique set of concerns. In other words, an aggregated database would be a very useful access tool, but it would not eliminate the unique needs of each site.

Although it is at times difficult for the user, inconsistency in park organization has been necessary. The institutional lines between libraries, archives, museums, and the parks at large are blurry because different collections do not necessarily fit into these strict categories. The parks are also used differently, and the expectations of researchers at Yellowstone will always be different from those at a Civil War battlefield or a historic Colonial homestead. This inconsistency has carried over the parks' web presence, where it is amplified when the user expects to navigate between equivalent pages for different parks and these expectations are not met.

NPS has provided a strong organizational backing for these sites, which should in turn provide users with consistent expectations about their approach to accessing materials. From this perspective, aggregated services are not necessarily in direct conflict with the goals and objectives of NPS archives, but should not become a priority over the needs of individual sites. As it stands, the roles of the regional centers and national offices will become more comprehensive and authoritative as digital services become the norm and consistency in both the web presence and the treatment of physical materials is expected by users. However, archival preservation and research will always involve a personal, hand-on element, and each park will need to be equipped with the appropriate resources and personnel to carry out their duties in the collection, preservation, and use of culturally valuable materials.

This study serves as an overview of Park Service archival policy. Further exploration of individual park archives would be beneficial to the Park Service and the field of archival science, as would examinations into more specific cases of implementation. A future study could also survey users and park staff to gauge the effectiveness of the various policies discussed in this study and explore areas for change.

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Appendix A: NPS Archival Collection Sizes

Site Name	Volumes
Abe Lincoln Birthplace	1,836
Acadia	1,239,830
Adams National	175,425
Agate Fossil Beds	50,694
Alagnak Wild River	125
Alibates Flint Quarries	760,607
Alleghany Portage Railroad	23,034
American Memorial	595
Amistad	1,401,581
Andersonville	41,916
Andrew Johnson	57,714
Aniakchak	5,807
Antietam	7,204
Apostle Islands	112,249
Appomattox Court House	65,770
Arkansas Post	81,795
Arlington House	23,745
Assateague Island	2,117
Aztec Ruins	174,388
Badlands	47,059
Bandalier	831,529
Bent's Old Fort	269,968
Bering Land Bridge	85,464
Big Bend	123,074
Big Cypress	1,579,010
Big Hole	105,865
Big South Fork	458,876
Big Thicket	2,159
Bighorn Canyon	8,218
Biscayne	226,620
Black Canyon of the Gunnison	37,561
Blue Ridge Parkway	177,903
Booker T Washington	55,017
Boston National	1,253,683
Broad v Board of Education	1,533
Bryce Canyon	40,598
Buck Island Reef	2,499
Buffalo National River	929,057
Cabrillo	76,180
Canaveral	340,896
Cane River Creole	125,201
Canyon de Chelly	613,331
Canyonlands	690,540
Cape Cod	480,766
Cape Hatteras	51,371
Cape Krusenstern	25,481
Cape Lookout	3,985
Capitol Reef	53,729
Capulin Volcano	18,157
Carl Sandburg Home	305,913
Carlsbad Caverns	973,996
Casa Grande Ruins	24,249
Castillo de San Marcos	523,246
Catoctin	1,921
Cedar Breaks	4,680
Chaco Culture	**1,458,561**
Chamizal	12,030
Channel Islands	345,130
Charles Pinckney	172,073
Chattahoochee River	26,426
Chesapeake & Ohio Canal	139,136
Chickasaw	5,156
Chikamauga & Chattanooga	90,870
Chiricahua	122,250
Christiansted	24,846
City of Rocks	5,522
Clara Barton	7,626
Claude Moore Colonial Farm	115
Colonial National	1,509,781
Colorado	94,870
Congaree	47,886
Coronado	29,269
Cowpens	3,147
Crater Lake	207,149
Craters of the Moon	10,518
Cumberland Gap	13,389
Cumberland Island	97,605
Curecanti	172,314
Cuyahoga Valley	490,951
Dayton Aviation Heritage	985
De Soto	25,241
Death Valley	721,052
Delaware Water Gap	1,137,406
Denali	449,857
Devil's Postpile	6,232
Devil's Tower	15,879
Dinosaur	616,454
Dry Tortugas	65,373
Ebey's Landing	2,525
Edison	**6,041,488**
Effigy Mounds	27,803
Eisenhower	33,171
El Malpais	7,084
El Morro	22,452
Eugene O'Neill	4,835
Everglades	1,334,969
Fire Island	135,149
Florissant Fossil Beds	6,947
Ford's Theatre	13,872
Fort Bowie	31,236
Fort Caroline	14,899
Fort Davis	84,484
Fort Donelson	4,450
Fort Frederica	213,545
Fort Laramie	98,614
Fort Larned	85,545
Fort Matanzas	20,829
Fort McHenry	53,485
Fort Necessity	4,227
Fort Pulaski	41,600
Fort Raleigh	18,113
Fort Scott	117,589
Fort Smith	222,247
Fort Stanwix	476,211
Fort Sumter	82,997
Fort Union	14,550
Fort Union Trading Post	1,750,484
Fort Vancouver	1,731,630
Fossil Butte	51,811
Frederick Law Olmsted	**1,160,347**
Fredericksburg/Spotsylvania	52,197
Friendship Hill	3,590
Gates of the Arctic	38,344
Gateway	106,676
George Rogers Clark	15,075
Geo. Washington Birthplace	155,946
Geo. Washington Carver	4,912
Geo. Washington Memorial	12,943
Gettysburg	963,920
Gila Cliff Dwellings	24,645
Glacier	419,592
Glacier Bay	199,695
Glen Canyon	248,658
Glen Echo	6,602
Golden Gate	4,603,801
Golden Spike	7,336
Grand Canyon	360,126
Grand Portage	115,606
Grand Teton	331,358
Grant-Kohrs Ranch	153,142
Great Basin	28,234
Great Falls	34,773
Great Sand Dunes	12,849
Great Smoky Mountains	41,006
Guadalupe Mountains	38,411
Guilford Courthouse	65,437

Gulf Islands	195,188
Hagerman Fosil Beds	21,096
Haleakala	4,009
Hampton	167,346
Harpers Ferry	551,991
Harry S Truman	53,275
Hawaii Volcanoes	391,880
Herbert Hoover	40,215
Home of FDR	120,728
Homestead	42,548
Hopewell Culture	180,846
Hopewell Furnace	260,101
Horshoe Bend	38,222
Hot Springs	618,298
Hovenweep	108,820
Hubbell Trading Post	492,701
Ice Age Scenic Trail	165
Independence Historic Park	1,498,010
Indiana Dunes	70,914
Isle Royale	89,668
James A Garfield	12,476
Jean Lafitte	95,271
Jefferson National Expansion	753,516
Jewel Cave	12,907
Jimmy Carter	12,947
John Day Fossil Beds	36,294
John F Kennedy	13,225
John Muir	4,378
Joshua Tree	235,907
Kalaupapa	78,138
Kaloko-Honokahu	264,656
Katmai	1,089,763
Kenai Fjords	15,746
Kennesaw Mountain	7,666
Keweenaw	339,614
Kings Mountain	62,296
Klondike Gold Rush	302,502
Klondike Gold Rush - Seattle	20,475
Knife River Indian Villages	226,699
Kobuk Valley	16,639
Lake Clark	469,441
Lake Mead	99,553
Lake Roosevelt	14,983
Lassen Volcanic	149,396
Lava Beds	189,399
Lewis & Clark Trail	1,421
Lincoln Boyhood	29,167
Lincoln Home	457,600
Little Bighorn Battlefield	41,799
Little River Canyon	7,486
Longfellow	**765,292**
Lowell	391,900
Lyndon B Johnson	24,443
Maggie L Walker	71,460
Mammoth Cave	187,724
Manassas National Battlefield	162,761
Manhattan Sites	512,222
Manzanar	60,791
Marsh-Billings-Rockefeller	20,700
Martin Van Buren	95,575
Mesa Verde	3,042,366
Minute Man	286,638
Mississippi National River	117
MLK Jr	338,252
Mojave	50
Monocacy Battlefield	1,329
Montezuma Castle	23,016
Moores Creek	4,627
Morristown	**347,952**
Mount Ranier	759,220
Mount Rushmore	47,309
Natchez	116,374
Natchez Trace	703,875
Natl. Cptl. Parks & Memorials	**88,622**
Natural Bridges	48,162
Navajo	114,796
New River Gorge	5,900
Nez Perce	568,728
Nicodemus	602
Nitety Six	68,719
Noatak	41,797
North Cascades	167,634
Obed River	3,960
Ocmulgee	2,394,689
Olympic	38,218
Oregon Caves	7,281
Organ Pipe Cactus	31,596
Ozark Riverways	474,534
Padre Island	21,474
Palo Alto Battlefield	1,978
Pea Ridge	5,521
Pecos	286,382
Peirce Mill	688
Perry's Victory & Intl. Peace	18,952
Petersburg Battlefield	7,916
Petrified Forest	202,462
Petroglyph	32,880
Pictured Rocks	51,375
Pinnacles	4,085
Pipe Spring	43,961
Pipestone	54,324
Point Reyes	506,806
President's Park	44,442
Prince William Forest	11,043
Pu'uhonua O Honaunau	162,313
Puukohoa Heiau	1,301
Redwood	462,602
Richmond Battlefield	10,625
Rock Creek	235,463
Rocky Mountain	327,591
Roger Williams	26,212
Russell Cave	135,952
Sagamore Hill	93,206
Saguaro	93,210
Saint Croix Island Intl.	28,717
Saint Croix River	72,816
Saint-Gaudens	53,953
Salem Maritime	243,911
Salinas Pueblo Missions	305,848
San Antonio Missions	106,900
San Francisco Maritime	**2,872,778**
San Juan	213,146
San Juan Island	1,006,163
Sand Creek Massacre	1,675
Santa Monica Mountains	213,844
Saratoga	127,372
Saugus Iron Works	66,894
Scotts Bluff	14,533
Sequoia & Kings Canyon	341,655
Shenandoah	490,372
Shiloh	242,571
Sitka	154,391
Sleeping Bear	66,176
Springfield Armory	530,416
Statue of Liberty	1,076,866
Steamtown	2,232,888
Stones River	96,784
Sunset Crater Volcano	5,186
Tallgrass Prarie	1,614
Theodore Roosevelt	29,437
Theodore Roosevelt Island	2,681
Thomas Stone	77,000
Timpanogos Cave	6,384
Timucuan Ecological	28,223
Tonto	74,986
Tumacacori	87,850
Tuskegee Airmen	1,532
Tuskegee Institute	9,832
Tuzigoot	26,044
Ulysses S Grant	56,193

Upper Delaware River	71,802	Weir Farm	199,343	Wrangell - St Elias	547,620
USS Arizona	53,100	Western Arctic	5,240	Wright Brothers	7,466
Valley Forge	344,517	Whiskeytown	213,104	Wupatki	293,230
Vicksburg	297,465	White Sands	10,812	Yellowstone	5269,649
Vietnam Veterans	80,445	Whitman Mission	81,524	Yosemite	2129,682
Virgin Islands	157,036	William Howard Taft	12,329	Yucca House	439
Voyageurs	102,010	Wilson's Creek	86,794	Yukon - Charley Rivers	12,593
Walnut Canyon	108,571	Wind Cave	17,892	Zion	196,901
War in the Pacific	10,757	**Wolf Trap**	**31**		
Washita Battlefield	344	Women's Rights	122,796		

Appendix B: Distributed Responsibilities of Park Museum Management

*What are the museum Management responsibilities of the **Washington Office**?*

As described in DO #24, the Associate Director, Cultural Resources, with the assistance of the Chief Curator and the Park Museum Management Program, has the following responsibilities:

· Develop and oversee policies and procedures for NPS museum collections.
· Develop, issue, and periodically update the NPS *Museum Handbook.*
· Develop strategic plans and goals to improve and maintain the management of NPS museum collections servicewide.
· Maintain the National Catalog of Museum Objects and its automated version, ANCS+ (and its successor).
· Maintain, analyze, and report on annual data that parks, centers, and regions, submit including:
  - Collections Management Report
  - NPS Checklist for Preservation and Protection of Museum Collections
  - Annual Inventory of Museum Property
  - Funding distributions and accomplishments
· Research products and facilitate park and center acquisition and use of appropriate supplies, forms, equipment, and technologies for management of museum collections.
· Develop and coordinate servicewide initiatives and funding to improve museum management.
· Publicize and disseminate technical information on museum management, such as the *Conserve O Gram* series.
· Develop and maintain access to servicewide information about NPS museum collections through various media, including ANCS+ and the Web.
· Evaluate and coordinate servicewide professional competencies and training needs and develop strategies, guidelines, and curricula to meet those needs. Coordinate training to address new technologies, NPS *Museum Handbook,* Part I (2006) 1:28 programs, and initiatives.
· Review draft park plans that receive WASO review, such as General Management Plans, for appropriate coverage of museum management.
· Provide technical assistance and advice to park and center managers regarding museum collections management.

*What are the museum Management responsibilities of the **Regional Offices**?*

· Conduct plan and performance reviews to ensure that superintendents and center managers meet their responsibilities to manage museum collections according to NPS requirements.
· Provide technical assistance and advice to park and center managers regarding museum collections management.
· Evaluate museum management staffing and training needs, and develop and provide training to park and center staff.
· Develop plans and set priorities (including funding priorities) for managing museum collections based on all approved planning documents and information provided through servicewide reports and requirements.
· Review park and center annual inventories, take any necessary corrective actions, and annually certify to the Associate Director, Cultural Resources, that parks and centers have completed their annual inventories.
· Approve destructive analysis and consumptive use of museum collections. After careful review, if the benefits can be clearly shown to outweigh the resulting or potential damage or loss, the Regional Director may approve destructive analysis of rare or highly significant objects, specimens, and archival items, and consumptive use of museum collections.
· Grant exceptions to the unconditional gift policy on a rare and case-by-case basis, when justified.

*What are the museum Management responsibilities of the **parks and centers**?*

As described in DO #24, park superintendents, center managers, and others who manage collections (with the assistance of the curator and other museum management staff) have the following responsibilities. See DO #24 for additional detail and submission and reporting requirements.

· Meet the museum management standards and follow the procedures outlined in the NPS *Museum Handbook.* NPS *Museum Handbook,* Part I (2006) 1:29
· Provide ongoing funding for recurring museum management functions.
· Identify, prioritize, and correct preservation, protection, documentation, and access and use deficiencies, including programming for funding to correct such deficiencies.
· Complete Project Management Information System (PMIS) project statements that identify all preservation, protection, documentation, access, and use needs.
· Evaluate and address museum management staffing and training needs according to established personnel qualifications standards and servicewide professional competencies.
· Approve and keep current a Scope of Collection Statement. Ensure acquisitions are consistent with the Scope of Collection Statement and deaccession those objects that are inconsistent with the statement.
· Approve, keep current, and implement the following plans:
  - Collection Management Plan
  - Housekeeping Plan
  - Integrated Pest Management Plan
  - Museum Collections Emergency Operations Plan (part of the park's Emergency Operations Plan)
· Ensure that staff is practiced and prepared for emergency response.
· Prepare a job hazard analysis for all museum jobs that have an associated history of injury, illness, or death; or that require the use of personal protection equipment; or that involve activities that are clearly dangerous.
· Monitor and record information about the environment in spaces housing collections and manage the environment to maximize preservation and complete Collection Condition Surveys, as needed.
· Accession collections upon acquisition to establish basic accountability.
· Catalog collections immediately following acquisition, or program to catalog them in the near future.
· Survey, appraise, rehouse, arrange, and describe archival and manuscript collections and prepare finding aids. Develop park archival duplication and reference procedures.
· Maintain a complete and current backup of all electronic accession NPS *Museum Handbook,* Part I (2006) 1:30 and catalog records at a second, separate location. Submit a complete annual backup to the National Catalog in Harpers Ferry, WV.
· Accept only unconditional gifts and bequests and obtain applicable copyrights and releases with acquisitions.
· Require all project budgets to include funding for the preparation, documentation and initial storage of collections that are projectgenerated.
· Add collections made through systematic research to the museum collection. As appropriate, lend these collections for exhibit, research, conservation, and other approved uses.
· Annually complete the following reports:
  - Collections Management Report
  - Annual Inventory of Museum Property
  - NPS Checklist for Preservation and Protection of Museum Collections
· Document treatment of collections, and record that information in ANCS+.
· Promote access to cataloged collections for research and interpretive purposes through a variety of means, such as exhibits, interpretive programs, loans, publications, Web exhibits, and the Web Catalog. Post finding aids and repository level-guides for archival collections in the National Union Catalog of Manuscript Collections (NUCMC).
· Ensure that access and use are consistent with all laws and NPS policies.
· Document access and use of collections.
· Consult with affiliated groups in managing collections, including Native American groups when managing collections subject to the Native American Graves Protection and Repatriation Act.

· Manage objects to preserve their condition, including using reproductions when originals may be damaged by use. When appropriate, approve destructive analysis, except for rare or highly significant items.
· Exhibit collections according to an approved exhibit plan, accompanied by maintenance instructions. Ensure that all exhibits meet the standards in the NPS Checklist for Preservation and Protection of Museum Collections.
· Document furnishings that are exhibited in their associated historic structures with an approved Historic Furnishings Report. Consider the NPS *Museum Handbook,* Part I (2006) 1:31 preservation requirements of both objects and historic structures when objects are on exhibit or in storage in historic structures.
· Never exhibit Native American human remains or photographs, drawings or renderings, or casts of the remains. Exhibit non-Native American human remains and photographs, drawings or renderings, or casts of the remains only in consultation with traditionally associated groups.
· Ensure that approved museum plans are entered in the Cultural Resource Management Bibliography (CRBIB).

*What additional roles do the **servicewide centers** have?*

The **Harpers Ferry Center** (HFC) coordinates the planning, design, production, and rehabilitation of museum exhibits and exhibits of historic furnishings. It also coordinates publications, wayside exhibits, and audiovisual programs. It provides conservation services for exhibit production and, on a reimbursable basis, provides other conservation services for parks, such as collection condition surveys, advising on environmental conditions and storage techniques, providing treatments, and training park staff in preventive conservation. Other services are interpretive planning, audiovisual equipment repair, graphics research, replacement of wayside exhibits, and the revision and reprinting of publications. The center also maintains the NPS history collection with documents, photographs and objects representing NPS administrative history. See http://www.nps.gov/hfc/.

The **Denver Service Center** (DSC) provides major planning, design, and construction services to parks, regions, architecture/engineering firms, and other partners. DSC provides these services jointly with private industry. DSC's projects are worldwide—ranging from designing a mass transit system in Zion National Park in Utah, to planning and designing the FDR Memorial in Washington, DC, to assisting Sri Lanka and other countries with their emerging park systems.

Appendix C: ICMS Metadata Fields for Archival Collections

Field	Entry	Description
Controlled Property	Y/N	Collections valued over $1,000, collections on incoming loan, and collections vulnerable to theft/damage are Y
Classification Line 1	HISTORY	Archival collections are classed “HISTORY”
Classification Line 2	Communication artifacts	Archival collections are classed “communication”
Classification Line 3	Documentary artifacts	Archival collections are classed “documentary”
Classification Line 4	Archival/Manuscript Collect.	Archival collections are classed as such
Object	Collection name	[Creator name, format]
Catalog Number	PARK#######	4-letter park abbreviation, unique serial #
Accession Number	PARK-#######	4-letter park abbreviation, hyphen, unique serial #
Location	Memo field for physical location	Building abbreviation, room number, cabinet, shelf, etc.
Object Status	Deacc, loan, missing, etc	
Status Date	YYYY	4-digit fiscal year
Item Count	Numeric field	Multi-page volumes are one item
Quantity	Numeric field	Linear feet of collection
Storage Unit	LF	Indicates that the collection is measured in linear feet
Description	Memo field	List significant dates, topics, etc in collection
Other Numbers	Memo field	List other associated catalog numbers: National Union Catalog numbers, etc.
Material	Memo field	Predominant material types contained in the collection
Maintenance Cycle	Formatted Date field	Cycle of years for a condition check/treatment
Condition	Excellent/Good/Fair/Poor	Bureau controlled table
Condition Description	Memo field	Enter more detailed information about the physical condition
Artist/Maker	Name field	User-built table
Eminent Figure	Name field	User-built table
Eminent Organization	Memo field	User-built table

Field	Entry	Description
Cataloger	Name field	User-built table
Catalog Date	Date field	Date cataloged
Identified by	Name field	User-built table
Identified Date	Date field	User-built table
Reproduction	Original to site/Period piece/Reproduction/Site associated	Bureau-controlled table
Catalog Folder	Y/N	Y = if a catalog folder exists for the collection
Related Collections	Memo field	List related materials
Field Site #	Number field	Number associated with the field site where the material originated
State Site #	Number field	Number associated with the state where the material originated
Place of Origin	Memo field	User-built table
Site Name	Memo field	User-built table
Place of Manufacture	Memo field	User-built table
Other Manufacturing Site	Memo field	User-built table
Historical/Cultural Period	Memo field	User-built table
Cultural ID	Memo field	User-built table
Local Collection #	Number field	
Dates	Years	Time period covered by material in the collection
Additional Accession #	Number Field	One collection can contain multiple accessions
History	Memo field	Brief description of the creator/related entities
Organization	Memo field	Describe the structure of the collection
Arrangement	Memo field	List folders/subcomponents in the collection
Provenance	Memo field	Describe the collection's history of ownership
Language	Memo field	Enter the primary language of the documents
Catalog Level	Collection/File/Item/Series	The level to which the collection is described
Finding Aids	Formatted memo field	Enter the finding aid
Reference Terms	Formatted with subfields	Allows searchable subject terms, access points
Index Terms	Formatted with subfields	