

**ARCHAEOLOGICAL
CURATION-NEEDS ASSESSMENTS
Technical Report No. 7**



**U.S. Army Corps of Engineers
St. Louis District**

Mandatory Center of Expertise for the Curation and Management of Archaeological Collections



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**AN ARCHAEOLOGICAL CURATION-NEEDS ASSESSMENT
OF CAPE CANAVERAL AIR FORCE STATION, FLORIDA**

By

Teresa M. Militello
and
Natalie M. Drew

Contributions by Marc Kodak

Michael K. Trimble
and
Christopher B. Pulliam
Series Editors

Prepared for
and
Submitted in fulfillment under agreement with
Patrick Air Force Base, Florida

**U.S. Army Corps of Engineers
St. Louis District
Mandatory Center of Expertise for the
Curation and Management of Archaeological Collections
Archaeological Curation-Needs Assessments
Technical Report No. 7**

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EXECUTIVE SUMMARY

PROBLEM

Federal archaeological collections are a significant and nonrenewable national resource. These collections consist of prehistoric and historic archaeological materials and their associated documentation. For decades, proper curation of these collections has been substandard or ignored, which has resulted in the steady deterioration of numerous irreplaceable archaeological objects. Left in countless attics, basements, and closets of storage facilities across the United States, the preservation of these collections has been neglected and the materials have been inaccessible to the public as educational and research tools. Many collections over time have been lost or inadvertently destroyed, but a substantial number still exist. Following proper curation techniques, collections can be saved for future generations. Patrick Air Force Base (AFB) and Cape Canaveral Air Force Station (AFS), by sponsoring this project, have demonstrated a long-term commitment to federal archaeological collections management.

BACKGROUND

Patrick Air Force Base, Florida, is responsible for the management of cultural resources on Cape Canaveral Air Force Station property and for the archaeological and historical resources removed from these lands. As mandated by federal law, agencies are required to ensure that all recovered archaeological materials and the associated records are adequately curated. Unfortunately, funding shortfalls, lack of consistent national policy, and the magnitude of the problem have prevented compliance in most instances.

Air Force collections are public property, the result of many years of archaeological research funded by federal dollars. A federally sponsored mitigation program usually provides for the recovery of materials from archaeological sites, the analysis of recovered items, the publication and circulation of a final report, and the placement of collections in storage facilities for preservation, display, or future study. In the past, federal agencies gave little attention to the maintenance of collections once salvage programs were completed. Through the years, most collections have been stored free of charge by universities and museums. Inadequate funding and failing facilities now seriously hinder these institutions' ability to adequately care for collections.

FINDINGS

At the request of Patrick AFB, and during the period November 13, 1993, to March 1, 1994, inspections of all the archaeological collections from Cape Canaveral AFS were conducted by the U.S. Army Corps of Engineers Mandatory Center of Expertise (MCX) for the Curation and Management of Archaeological Collections. Initially, two collections of archaeological materials from Cape Canaveral were identified—one at the Florida Bureau of Archaeological Research in Tallahassee and one at the offices of New South Associates in Stone Mountain, Georgia. The Environmental Engineers Office at Cape Canaveral also had associated documentation and was included in the MCX evaluation.

In addition to assessing collections for compliance with federal curation regulations, the MCX also prepared a summary statement of all sacred objects, objects of cultural patrimony, and unassociated funerary remains to fulfill the requirements of the Native American Graves Protection and Repatriation Act (P.L. 101-601). Based on the literature search, no sacred objects, objects of cultural patrimony, or unassociated funerary objects were recovered from archaeological investigations on Cape Canaveral.

Personnel from the MCX also visited the Florida State Archaeological Site Files in Tallahassee in an attempt to determine the total number of archaeological collections from Cape Canaveral property. MCX personnel then (1) identified the location of Cape Canaveral collections, (2) evaluated the repositories where collections were curated, and (3) physically inspected the collections that were believed to contain NAGPRA-related material.

CORRECTIVE ACTIONS

A number of corrective actions are necessary to bring Cape Canaveral collections, and those facilities housing them, into compliance with 36 CFR Part 79, Curation of Federally-Owned and Administered Archaeological Collections. General recommendations include the following.

- (a) Identify and systematically inventory all archaeological materials and associated records recovered from Cape Canaveral using one uniform system.
- (b) Rehabilitate and/or conserve artifacts and archivally preserve all documentation and reports.
- (c) Develop and implement uniform inventory procedures.
- (d) Develop and implement formal archives management programs.

If implemented, these corrective measures will permit Cape Canaveral to meet the minimum federal requirements for the adequate long-term curation of archaeological collections. By adopting this approach, Cape Canaveral has the opportunity to implement a curation program that will serve its needs well into the next century.

CONCLUSIONS

Attainment of each recommendation may not be possible immediately. However, because (1) the collections are rapidly deteriorating in the current storage environments and (2) there is no long-term, consistent management plan for the proper curation of archaeological collections and associated documentation, some action is necessary. These federal collections provide raw archaeological data, and if not properly cared for soon, they will lose their education and research value. Any progress will insure that these collections will be more adequately preserved and that they will be useful to future generations.

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CAPE CANAVERAL AIR FORCE STATION, FLORIDA

Don George

NEW SOUTH ASSOCIATES STONE MOUNTAIN, GEORGIA

Chuck Cantley
Joe Joseph

FLORIDA DIVISION OF HISTORIC RESOURCES BUREAU OF ARCHAEOLOGICAL RESEARCH

David Dickel

FLORIDA STATE ARCHAEOLOGICAL SITE FILES, TALLAHASSEE

Steve Amiss

PATRICK AIR FORCE BASE, FLORIDA

Clay Cordin
Ronnie Tapp

INTRODUCTION

Patrick Air Force Base, Florida, is responsible for archaeological materials and accompanying documentation (hereafter referred to as archaeological collections) recovered from Cape Canaveral Air Force Station. These collections were stored in three facilities in two states, Georgia and Florida. The responsibility to properly curate collections is mandated by numerous laws, including the Antiquities Act of 1906 (P.L. 59-209), the Historic Sites Act of 1935 (P.L. 74-292), the Reservoir Salvage Act of 1960 (P.L. 86-523), as amended, the National Historic Preservation Act, as amended (P.L. 89-665), and the Archaeological Resources Protection Act, as amended (P.L. 96-95). Preservation of federal archaeological collections also is required by 36 CFR Part 79, Curation of Federally-Owned and Administered Archaeological Collections.

In 1990 the Native American Graves Protection and Repatriation Act (P.L. 101-601)—NAGPRA—was enacted (1) to identify Native American human remains, funerary objects, sacred objects, and objects of cultural patrimony in all federal collections and (2) to forge agreements between federal agencies and Native American Indian Tribes and Native Hawaiian organizations on the repatriation or disposition of these remains and objects. All federal agencies were required to meet mandated deadlines for compliance with NAGPRA. A summary of unassociated funerary objects, sacred objects, and objects of cultural patrimony was required by November 16, 1993. Additionally, an inventory of human remains and associated funerary objects was mandated by November 15, 1995.

In 1993, the U.S. Army Corps of Engineers Mandatory Technical Center of Expertise for the Curation and Management of Archaeological Collections (MCX) was contacted by personnel from Patrick AFB to discuss how the MCX could assist them in meeting NAGPRA Section 6 requirements for Cape Canaveral AFS. The MCX suggested a plan that would identify and evaluate collections from Cape Canaveral in accordance with 36 CFR Part 79 and NAGPRA. The MCX was to (1) assess each collection and repository that stored Cape Canaveral collections containing NAGPRA materials, (2) provide a summary of all unassociated funerary objects, objects of cultural patrimony, and sacred objects for Section 6 compliance, and (3) make recommendations for corrective actions to bring facilities with Cape Canaveral collections up to mandated federal standards.

The MCX did not perform a physical inspection on the Cape Kennedy (Canaveral) collection (Accession Number 4605) curated at the Florida Museum of Natural History in Gainesville because the museum records did not indicate the presence of Section 6 Summary material in the collection. This collection was generated by Mr. George Long in 1966 for Florida State University and the National Aeronautics and Space Administration. It will be necessary to examine the collection for Section 5 Inventory compliance because catalog records indicate the presence of human skeletal remains. The agreement also specified that the inspection and evaluation would be summarized in a final project report. In addition, the report would address the physical description of repository facilities, recovered archaeological materials, and associated documentation and recommendations for compliance with the requirements of 36 CFR Part 79.

METHODS

Three facilities were evaluated in the course of the curation-needs assessment—Cape Canaveral AFS, Environmental Engineers Office, New South Associates, and the Florida Bureau of Archaeological Research. The project was conducted between November 1993 and March 1994.

Pre-Fieldwork Investigation

Assessment of each facility's compliance with NAGPRA included the following pre-fieldwork tasks.

1. A National Park Service National Archeological Database and general records search were performed for Cape Canaveral.
2. Initial contacts were made with all personnel and agencies with knowledge of Cape Canaveral archaeological collections.
3. From these initial contacts, a list was developed of all contracting agencies and repositories associated with the recovery or curation of materials from Cape Canaveral.

Field Inspection and Assessment of Repositories and Collections

Field inspection of the archaeological collections and associated documentation consisted of four steps.

1. A survey questionnaire soliciting information on repositories, archaeological materials, and associated documentation was completed for every facility involved with the curation of archaeological collections from Cape Canaveral.
2. A building evaluation form, addressing structural adequacy, space use, environmental controls, security, fire detection/suppression, pest management, and utilities, was completed for each facility. The information, gathered both by observation and through discussion with collections managers, permitted MCX personnel to determine whether or not the facility was in compliance with the requirements for repositories as specified in 36 CFR Part 79.
3. An examination of all project and site reports, administrative files, field records, curation records, electronic media, and photographic records was performed to determine their presence or absence, the total linear feet of each type of documentation, the physical condition of the containers and the records, and the overall condition of the storage environment. The determination of whether or not the facility was in compliance with the archives-management requirements specified in 36 CFR Part 79 was based on this research.

4. An examination and evaluation of all archaeological materials included an assessment of (1) primary and secondary containers, (2) the type and amount of container labeling, (3) the extent of laboratory processing, and (4) the material classes included in each collection. Primary containers—e.g., acidic and acid-free cardboard boxes; cardboard, metal, and wood trays; and wood and metal drawers—are the receptacles that contain an individual artifact or group of artifacts. Secondary containers—e.g., acidic paper bags, plastic sandwich bags, glass jars and aluminum foil—are the largest receptacles for artifacts within the primary containers. The degree to which artifacts are processed—washed, consolidated, and labeled—was recorded. Finally, general typological categories—e.g., ceramics, metal, and faunal remains—were used to determine the composition of the total collection.

NAGPRA-Compliance Assessment

Based on a review of all available records, no unassociated funerary objects, objects of cultural patrimony, or sacred objects were noted by the assessment team in any of the Cape Canaveral collections. This information was forwarded to Patrick AFB for their use to fulfill the NAGPRA November 16, 1993, Section 6 Summary requirement.

Report Preparation

Personnel from the MCX agreed to provide Patrick AFB with a written report detailing the results of the curation-needs assessment, including estimates of the sizes of the collections and their conditions and descriptions of the facilities. Recommendations for rehabilitation of the facilities and/or the collections according to standards set forth in 36 CFR Part 79 also were to be provided by the MCX.

CHAPTER SYNOPSIS

Chapters 2–4 provide a detailed examination of the state of Cape Canaveral archaeological collections. The report format includes an executive summary and detailed examinations of the collections and each repository that curates Cape Canaveral materials.

None of the repositories fulfill all of the standards mandated by 36 CFR Part 79 for curating federally owned archaeological collections. None of the three repositories visited employ full-time curators for archaeological collections. Existing conditions at the repositories described here unfortunately are the standard for most archaeological-collections repositories in the United States. Funding shortfalls, lack of a consistent national policy, and the magnitude of the curation problem have prevented total compliance with federal regulations.

**CAPE CANAVERAL AIR FORCE STATION,
ENVIRONMENTAL ENGINEERS OFFICE, HANGAR R,
JOHNSON CONTROLS WORLD SERVICES, FLORIDA**

REPOSITORY SUMMARY

(1) Volume of Artifact Collections: Less than one (1) cubic foot

Compliance Status: Archaeological materials require partial rehabilitation to be in compliance with existing federal guidelines and standards for modern archival preservation. Archaeological material should be placed in acid-free boxes and polypropylene bags.

(2) Linear Feet of Records: Less than one (1) linear foot

Compliance Status: Associated documentation requires complete rehabilitation to comply with existing federal guidelines and standards for modern archival preservation.

(3) Human Skeletal Remains: No known human skeletal remains associated with Cape Canaveral projects are curated at the Environmental Engineers office.

(4) Status of Curation Funding: Presently there is no funding for curation at Cape Canaveral.

INTRODUCTION

DATE OF VISIT: February 24, 1994

Person Contacted: Donald H. George, Senior Environmental Engineer

REPOSITORY

The Environmental Engineers Office is located in Hangar R (Figure 1) on Cape Canaveral Air Force Station. The three-story, concrete-and-metal hangar was constructed in 1956. Its original use was as an airplane hangar, but currently it is being used for office space and for the base utilities shop. Approximately 1,020 ft² serves as the Environmental Engineers Office and as storage space for archaeological records and artifacts.



Figure 1.
Southwestern view
of Hangar R, Cape
Canaveral Air Force
Station.

Structural Adequacy

Hangar R was renovated five years ago to include the Environmental Engineers Office, a trailer-type structure with a steel frame, fiberglass panel walls, and a carpeted plywood floor. The office, which is elevated from the main level by a prefabricated steel mezzanine, is accessible from the floor of the hangar by steel staircases at the north and south ends and to the east by a steel gangway from the permanent offices located on the side of the hangar (Figure 2). Sixteen windows, which do not open, show no signs of water or air leaks. The suspended acoustical-tile ceiling has no water damage.



Figure 2. Structure in Hanger R that houses the Environmental Engineers Office.

Environment

Air Force regulations require that office temperatures be maintained between 68° and 76° F; however, based on the number of desk fans in the Environmental Engineering office, this threshold may be crossed during the year. No humidity controls or dust filters were present. The building is maintained on a daily basis by the janitorial staff.

Pest Management

No consistent program for pest management is in effect for the building. Spraying for insects is performed by a professional pest management company by request. Ant traps were being used in the office at the time of the visit.

Security

A base pass is required to enter Cape Canaveral, and access to the Environmental Engineers Office is controlled. The exterior doors to the office are metal and are secured with a key lock (Figure 3). Personnel at Cape Canaveral indicated that unauthorized access to the building has not been observed.



Figure 3. Exterior double doors on the east side of the Environmental Engineers Office.

Fire Detection/Suppression System

The Environmental Engineers Office is wired with fire alarms that are connected to the Cape Canaveral fire department. Heat sensors are located on the ceiling throughout the office. One fire extinguisher is located in the center section of the trailer. It is in a stand on the floor near the east wall and the side exit doors.

Artifact Storage

Some archaeological materials that have been recovered from the surface of Cape Canaveral property are stored in Don George's office. Most of the large artifacts, such as historical-period metal and glass, are stored loose under a desk. Small items—i.e., shell fragments, lithic material, and ceramics (Figure 4)—are kept in two-mil, nonarchival, plastic bags in the desk drawers.



Figure 4. An example of the artifacts that are stored in the Environmental Engineers Office.

HUMAN SKELETAL REMAINS

No human skeletal remains are curated in the Environmental Engineers Office.

RECORDS STORAGE

Less than one linear foot of associated documentation is housed in six acidic file folders in a metal, lateral file cabinet in Don George's office (Figure 5). These records consist primarily of administrative files, background material, survey records, and excavation records. There were no photographic, audiovisual, or machine-readable records associated with the archaeological work performed on Cape Canaveral.

Figure 5. Cultural resources and archaeological records are stored in lateral filing cabinets in the Environmental Engineers Office.



Paper Records

Fifty percent (50%) of the paper records is administrative records—correspondence, contract information, and permits (Figure 6). One folder is entirely background material, primarily newspaper clippings about archaeological work done on the station. The last two folders have a small amount of excavation and survey records.

Folders are labeled directly in either pen or marker with a general description of the folder contents. Dates are not included in the label information. Background materials such as newspapers are beginning to deteriorate, and newspaper stock is discolored and brittle. Paper touching the newspaper also is discolored from the acidic newsprint. Throughout the files, there are contaminants such as staples and paper clips, and, in some cases, these are badly rusted and are destroying the paper. The collection is not arranged in any manner, and accession data are not available.

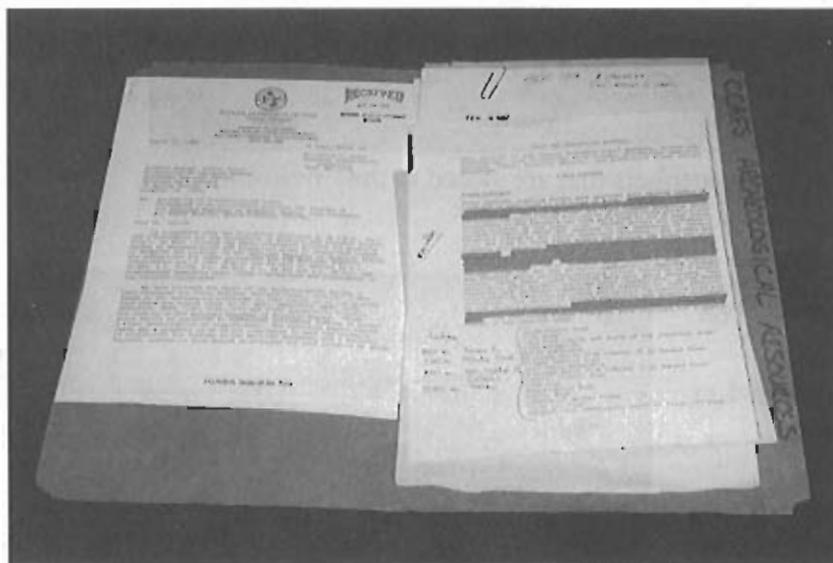


Figure 6. An example of the records that are stored in the Environmental Engineers Office.

Maps and/or Oversized Documentation

Only two maps were located, and both are filed with the paper records. One is small, but the other map is oversized and has been folded for storage.

Reports

Mr. George does not have a complete set of reports from the archaeological work conducted on station property. He does have several reports stored on a bookshelf in his office. The reports are printed on acidic, nonarchival paper. Some have glued bindings, others have plastic spiral bindings, and one is in a nonarchival, three-ring binder.

Collections Management Standards

The Environmental Engineers Office is not a curation facility; therefore, they do not maintain registration procedures for accession files, location identification, cross-indexed files, published guides to the collections, site-record administration, or computerized database management. They also do not maintain written policies and procedures for minimum standards for collection acceptance, curation, records management, field curation, loan procedures, deaccessioning, and inventories. Finally, Cape Canaveral does not have curation personnel or a curation budget.

Access to Collections

Access to collections by researchers is contingent on approval by the U.S. Air Force. Immediate access to the collections is controlled by Don George. The Environmental Engineers Office is not a curation facility and the collections stored there are minimal. As a result, it has not been necessary to develop protocols regarding collections access.

Future Plans

No future plans regarding curation have been developed for the facility, because the Environmental Engineers Office does not have a mission to curate artifacts.

Comments

1. The Environmental Engineers Office does not have a long-term commitment to curation because they do not actively accumulate archaeological collections.
2. No NAGPRA-related materials were located in the Cape Canaveral collection.

Recommendations

1. Transfer the archaeological collections stored in the Environmental Engineers Office to the Florida Division of Historic Resources, Bureau of Archaeological Research in Tallahassee.
2. Obtain a complete set of the reports from the archaeological work conducted at Cape Canaveral.
3. Make a duplicate copy of all associated documentation on acid-free paper or on microfilm and store it in a separate, fire-safe, secure location.
4. Develop a reliable pest-management system that includes regular monitoring.

**NEW SOUTH ASSOCIATES,
STONE MOUNTAIN, GEORGIA**

REPOSITORY SUMMARY

(1) Volume of Artifact Collections: Seven cubic feet

Compliance Status: New South Associates is not a permanent repository and intends to send the collections to the Florida Bureau of Archaeological Research in Tallahassee for curation.

(2) Linear Feet of Records: Less than one linear foot

Compliance Status: New South Associates plans to send all of the associated documentation from Cape Canaveral to the Florida Bureau of Archaeological Research. The records will require complete rehabilitation to comply with existing federal guidelines and standards for modern archival preservation. Photographic records will require partial rehabilitation.

(3) Human Skeletal Remains: No known human skeletal remains associated with Cape Canaveral projects are curated at New South Associates.

(4) Status of Curation Funding: New South Associates is not a permanent repository; therefore, it does not receive any funding for curation.

INTRODUCTION

DATE OF VISIT: December 6, 1993

Persons Contacted: Chuck Cantley and Joe Joseph

New South Associates is not a permanent repository. After the analysis of the Cape Canaveral archaeological collections is completed, they will be transferred to the Florida Bureau of Archaeological Research.

REPOSITORY

New South Associate's offices are in an industrial/office building that was built during the 1970s. Originally built to house a data-processing center for General Electric, the building was sold later to a private firm and subdivided into office space.

Structural Adequacy

Building construction consists of bricks on a concrete slab foundation (Figure 7). The roof is flat and sealed with tar and gravel. The foundation and roof are structurally solid. Electrical and plumbing systems were partially upgraded in 1988.



Figure 7. Exterior view of New South Associates.

Environment

The interior building temperature is controlled by a thermostat. Humidity is not controlled, and the assessment team could not determine if dust filters were in use for the heating system. All overhead lighting is fluorescent. Regular building maintenance is provided on a weekly basis by the building's owner.

Pest Management

New South Associates had not experienced any problems with rodents or insects; therefore, no precautions have been taken. An integrated pest management program also has not been implemented. No evidence of infestation was noted during the visit.

Security

The office is accessible only through the metal-and-glass front door, which is secured with a double-cylinder dead-bolt lock. Approximately 18 members of the staff have a key to this lock. Stone Mountain, Georgia, police patrol the area every night, but it is unknown exactly how often the rounds are made. No evidence of any unauthorized access was observed by the assessment team.

Fire Detection/Suppression System

According to New South Associates president Joe Joseph, the building received a high fire-proof rating from an insurance company and should be able to withstand a fire. New South has one fire extinguisher, although its location at the time of the visit was undetermined. An overhead, wet-pipe sprinkler system is located throughout the building.

Artifact Storage

New South Associates has devoted 2,500 ft² to artifact storage. Cape Canaveral archaeological materials are stored on baked-enamel, metal shelves that are 37 in long, 15 in wide, and 70 in tall (Figure 8). Archaeological materials are stored by contract number and are readily accessible. Adequate storage space is available for housing collections, since New South Associates does not curate collections permanently and collections are returned to their owners when a project is completed.

Primary Containers

The Cape Canaveral collection currently is stored in seven various-sized acidic cardboard containers, six of which have no lids (Figure 9). One is secured with folding flaps.



Figure 8. Cape Canaveral Air Force Station artifacts at New South Associates are stored on baked-enamel metal shelves.



Figure 9. Primary and secondary containers for Cape Canaveral artifacts at New South Associates.



Figure 10. An example of a secondary container, with historic bottles from Cape Canaveral.

Secondary Containers

Secondary containers consist of two- and four-mil, plastic, zip-lock bags (see Figures 9 and 10). Bags are labeled directly in marker with a New South Associates catalog number. Inside each bag is a paper label with provenience data including the site number, site name, date, and/or excavator names or initials.

Laboratory Processing and Labeling

All artifacts are cleaned and sorted by provenience. Artifacts are unlabeled.

Human Skeletal Remains

No human skeletal remains from Cape Canaveral are curated at New South Associates.

Records Storage

Associated documentation from Cape Canaveral that is being used to write the final report is stored on a wood shelf in a bookcase in Chuck Cantley's office. Associated records will be sent to the Florida Bureau of Archaeological Research with the archaeological collections for long-term curation upon completion of the report. There were no audiovisual or machine-readable records associated with these collections.

Paper Records

Paper records consist of reports, survey records, field notes, field logs, site maps, site forms, background/reference materials, project files, and administrative records from New South Associates' (Cape Canaveral) project for the U.S. Army Engineer District, Mobile (Contract #DACA01-91-D-0031). Records that have not been archivally processed are stored loose in expandable files (Figure 11), in manila file folders, and in notebooks. The general appearance of the collection is fair to poor. Tears and abrasions, surface dirt and dust, some discoloration, and contaminants such as staples and paper clips were noted throughout the documentation. Field log books are arranged by the name of the field investigator and the date of fieldwork, and the administrative records are organized by an internal New South Associates system. The rest of the records have no obvious internal system of organization. All New South Associates project documentation is arranged by contract.



Figure 11. Expandable folder holding Richard Levy's excavation records.

Photographic Records

One photographic notebook contains color and black-and-white prints, negatives, and slides. Each roll has an individual photograph log filled out in ink or marker. All images, excluding negatives, have printed archival-quality labels on the back and are stored in sleeves. The general appearance of the collection is excellent.

Maps and/or Oversized Documentation

Only one oversized map from Cape Canaveral is curated at New South Associates. It has been folded many times and has several tears and abrasions. It is currently attached to a wall with thumb-tacks for easy reference during the report writing.

Reports

New South Associates maintains a library of contract reports, which includes negative finding reports, that is organized by consecutively numbered reports.

Collections Management Standards

New South Associates is not a curation facility; therefore, they do not maintain registration procedures for accession files, location identification, cross-indexed files, published guides to the collections, and site-record administration. New South Associates does, however, use a computerized database to manage collection information. Tape back-ups of the database are made daily. At least one copy of the back-up tape is stored off site, although the assessment team could not determine if this site was fire-safe and secure.

Because they do not retain archaeological collections, New South Associates does not have minimum standards for collections acceptance, a records-management policy, field-curation guidelines, loan procedures, an accessioning/deaccessioning policy, and an inventory policy. New South Associates does follow the curation guidelines for the state from which the collection was removed.

Curation Personnel

New South Associates maintains one full-time employee who is responsible for the archaeological collections.

Curation Financing

The temporary curation of archaeological collections is funded through individual contracts.

Access to Collections

Access to collections is restricted to New South Associates personnel.

Future Plans

New South Associates is moving to a new office space in the future.

Comments

1. New South Associates does not have any long-term commitment to curation because they do not retain archaeological collections after they have completed a contract.
2. No NAGPRA-related materials were located in the Cape Canaveral collection.

Recommendations

1. Label all artifacts with the site number in indelible ink.
2. Transfer archaeological materials in acidic cardboard boxes and polyvinyl bags to archival containers. Store artifacts in four-mil, polypropylene, zip-lock bags; place acid-free paper labels inside the bags and an indelible ink label on the outside of the bag; and place the bags in acid-free boxes. Affix polypropylene sleeves with acid-free paper labels to the exterior of the boxes.
3. Archival process associated documentation, maintaining provenance where it exists. Replace photograph logs with acid-free paper.
4. Make a duplicate copy of all associated documentation, either on acid-free paper or on microfilm, and store it in a separate, fire-safe, secure location.
5. Dehumidify oversized map and repair tears. After conservation work is complete, store flat in a map storage case.
6. Develop a reliable pest-management system that includes regular monitoring.

**FLORIDA DIVISION OF HISTORICAL RESOURCES,
BUREAU OF ARCHAEOLOGICAL RESEARCH,
TALLAHASSEE, FLORIDA**

REPOSITORY SUMMARY

(1) Volume of Artifact Collections: Four cubic feet

Compliance Status: Archaeological materials require partial rehabilitation to meet existing federal guidelines and standards for modern archival preservation. Archaeological material in acidic cardboard boxes and polyvinyl bags needs to be transferred to archival containers. An appropriate and operational fire suppression system needs to be installed in the collection storage area.

(2) Linear Feet of Records: Less than one linear foot

Compliance Status: Associated documentation requires complete rehabilitation to comply with existing federal guidelines and standards for modern archival preservation.

(3) Human Skeletal Remains: No known human skeletal remains associated with the Cape Canaveral project are curated at the Florida Bureau of Archaeological Research.

(4) Status of Curation Funding: Curation is financed through the annual budget of the Florida Bureau of Archaeological Research.

INTRODUCTION

DATE OF VISIT: December 7-9, 1993

Person Contacted: David Dickel

Approximately four cubic feet of artifacts and one linear foot of associated documentation from Cape Canaveral are stored at the Florida Bureau of Archaeological Research (FBAR). No known human skeletal remains or associated grave goods are included in the collection.

REPOSITORY

The Florida Bureau of Archaeological Research is located on the fourth floor of the R. A. Gray Building, a multistory office building in downtown Tallahassee.

Structural Adequacy

Constructed in 1975, the R. A. Gray Building (Figure 12) is structurally sound. Exterior walls and ceilings are concrete. Interior walls are constructed of cement blocks. The Gray Building houses the Florida Division of Historical Resources, the Bureau of Archaeological Research, the Florida State Archaeological Site Files, the State Library of Florida, the Museum of Florida History, and the Florida State Archives. The Bureau of Archaeological Research is administrated by the Florida Division of Historical Resources.

The collections storage area is a 4,125 ft² room that is used almost exclusively for the storage of archaeological collections. Several small offices have been added to one side of the room for use by curatorial personnel. There are several steel-frame, shaded windows in the collections storage room. The plumbing system, including overhead pipes in the collections storage room, is original to the building. All lights are fluorescent. The size of the room and the available shelving currently provide adequate storage for the archaeological collections. Overhead pipes (Figure 13) are present in the collection storage area. However, the collections are positioned by the curation staff so the pipes are not directly over the collections. The assessment team could not determine if the overhead pipes are part of a wet- or dry-pipe system. No evidence of water damage to the collections or the building was noted.

Environment

The current environmental-control system consists of central heating and air conditioning, which is maintained year round at 71° F. Humidity is controlled, and dust filters are in use throughout the building. Maintenance crews clean the collection storage area on a monthly basis with curation personnel present.



Figure 12. Exterior view of the R. A. Gray Building.



Figure 13. Pipes and ductwork in the collections storage area at the Florida Bureau of Archaeological Research.

Pest Management

No consistent program for pest management exists for the building; however, a professional pest control service is used once a year to control insects. No signs of infestations were noted during the visit.

Security

Access to the collections storage area is controlled by curatorial personnel. There is only one entrance into the storage area, and it is protected from unauthorized access by an intrusion alarm system and a dead-bolt lock. After business hours, security guards patrol the building at two-hour intervals. Collections valued at over \$500 are stored in an underground vault located within the building.

Fire Detection/Suppression System

The entire building is wired with fire alarms connected to the Tallahassee fire department. Fire extinguishers are located throughout the building. The collection storage room has one fire extinguisher and a manual fire alarm; no other fire detection equipment was noted by the evaluation team. Although a sprinkler system was installed in the building, it does not extend into the collections storage area.

Artifact Storage

Archaeological materials from Cape Canaveral are currently stored on painted-steel shelves (Figures 14 and 15). Collections are arranged and stored by a trinomial accession numbering system. Collections are readily accessible, and no artifacts are systematically excluded from curation. The current storage space is adequate for collection storage.

Primary Containers

Primary containers consist of six acidic cardboard boxes with folding flap lids (Figures 16). Boxes are labeled directly in marker with the site numbers and accession numbers.

Secondary Containers

Secondary containers consist of two- and four-mil, plastic, zip-lock bags (Figures 17 and 18). Bags are labeled directly in marker with provenience data, including site number, site name, date, and/or excavator names or initials.



Figure 14. Primary containers are placed on painted-steel shelves in the collections storage area at the Florida Bureau of Archaeological Research.



Figure 15. Another view of the collections storage area at the Florida Bureau of Archaeological Research.



Figure 16. Acidic cardboard boxes are the primary containers for the Cape Canaveral artifacts.

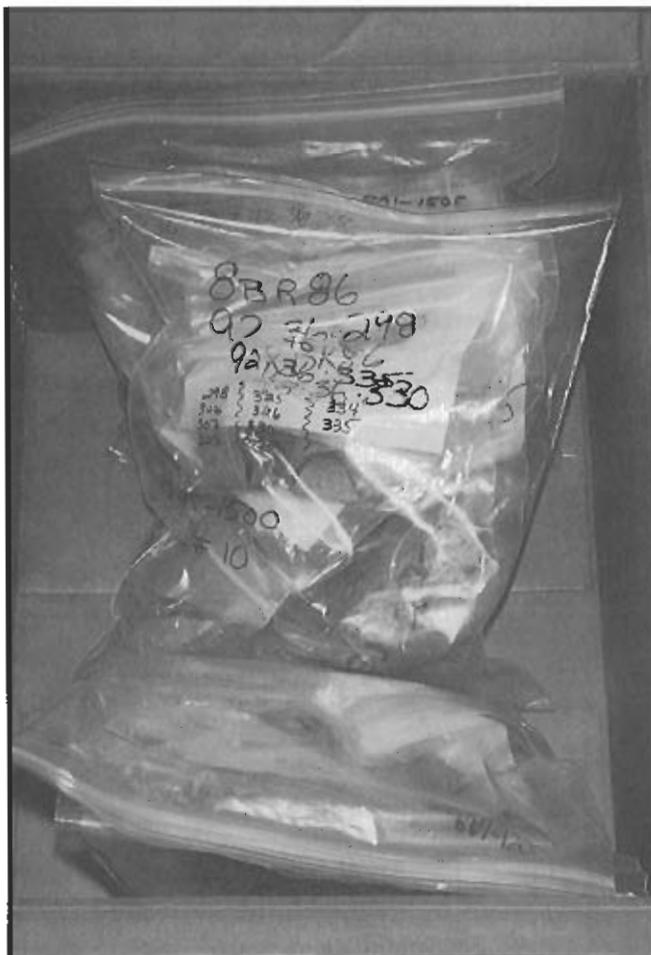


Figure 17. Interior view of one of the primary containers with Cape Canaveral artifacts. Note nested secondary containers within the cardboard box.



Figure 18. Nested zip-lock, plastic bags in secondary containers.

Laboratory Processing and Labeling

All artifacts were cleaned and sorted by provenience. Not all artifacts are individually labeled.

Human Skeletal Remains

No human skeletal remains recovered during Cape Canaveral's use of the property are curated at the Florida Bureau of Archaeological Research.

Records Storage

Associated records measure less than one linear foot. All records are curated in a standard, four-drawer, metal file cabinet (Figure 19). Several of these cabinets have been placed in a corner of the collections storage area. No audiovisual or machine-readable records are associated with these collections.

Paper Records

All associated documentation in the Cape Canaveral collections is curated in two legal-size, expandable folders. Approximately 95% of the collection consists either of original copies or photocopies of Basic Information Guides from Cape Canaveral, which date from 1959 to 1981. Many of these are in acidic manila folders labeled directly in marker or pen (Figure 20). A few of the guides are kept loose in the expandable files. The other five percent (5%) of the paper records,



Figure 19. Legal-size, metal file cabinets house associated documentation at the Florida Bureau of Archaeological Research.

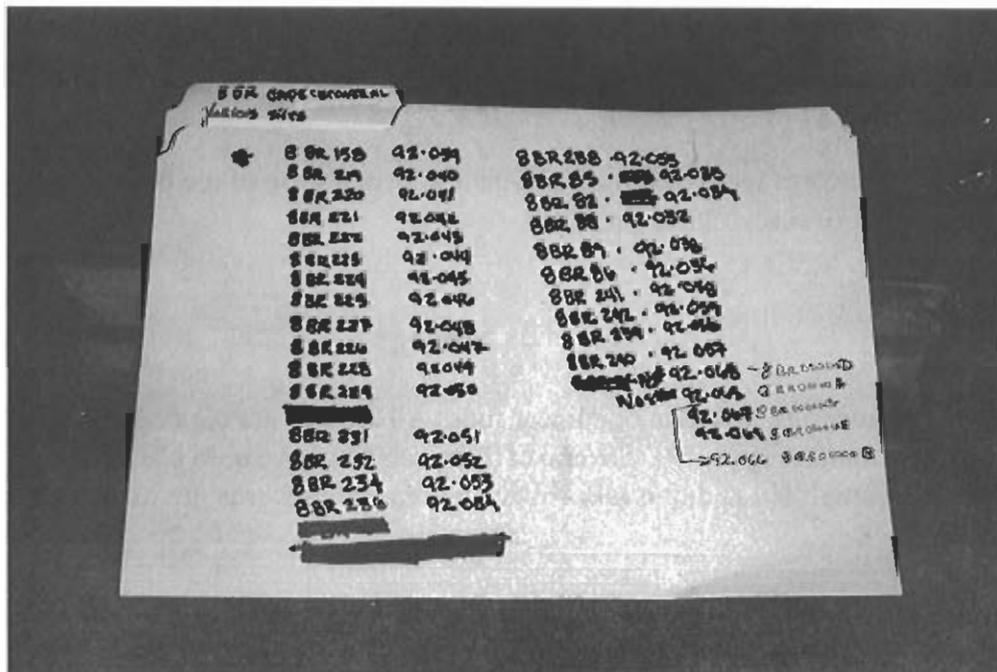


Figure 20. Nonarchival manila folders hold a number of the Cape Canaveral associated records.

which are stored loose in the expandable files, consists of artifact logs created by Richard S. Levy of Resource Analysts, Inc. in Bloomington, Indiana.

Photographic Records

One 11-by-14-in color photograph of an incised stone is stored loose in the expandable file with the paper records. It is the only photographic record in the Cape Canaveral collection. Provenience information, which is recorded in marker directly on the back of the photograph, indicates that the artifact is associated with 8BR85, Burns Mound. However, to date, there are no records of any artifact of this type having been recovered from this site. The assessment could not determine if the photograph is associated with Cape Canaveral materials.

Maps and/or Oversized Documentation

No maps or oversized documentation associated with the Cape Canaveral collections are curated at the FBAR. Maps are kept at the Florida State Archaeological Site File Office, although the FBAR maintains some duplicate maps.

Reports

All reports associated with archaeological work received by the FBAR, including those from Cape Canaveral, are sent to the Florida State Archaeological Site Files.

Collections Management Standards

Registration Procedures

The FBAR follows registration procedures set forth by the state of Florida's Chapter 1A-40 of the Administration of Permanent Collections guidelines.

Accession Files

All materials are accessioned upon receipt and are recorded in an accession file. The FBAR follows the accessioning procedures set forth in Section 1A-40.006 of Florida's Administration of Permanent Collections guidelines. Accession files are included in the computerized database.

Location Identification

Location of collections is documented in the accession file.

Cross-Indexed Files

All files are cross indexed by accession number and site number.

Published Guide to Collections

No published guide to the collections exists.

Site-Record Administration

Site-records are maintained at the Florida State Archaeological Site File Office. Sites are recorded and arranged using a trinomial site-numbering system.

Computerized Database Management

Collections management data are stored in Dbase IV data files. Complete back ups of the database are made on tape every third day and on disk every month, and the back ups are stored in Dave Dickel's fourth floor office and on the third floor in a fire-proof disk safe.

*Written Policies and Procedures**Minimum Standards for Acceptance*

Each artifact or collection is evaluated prior to acceptance. If the item is accepted, an examination receipt is completed, and a deed of gift or receipt of purchase is secured. All acquisitions must have intrinsic historical, architectural, archaeological, or folk cultural value relating to the history, government, or culture of the state of Florida. All acquisitions must possess potential for research or interpretive purposes.

Curation Policy

A written curation policy has been drafted by the curation staff and currently is under consideration by the FBAR administration.

Records-Management Policy

Curation personnel are currently developing a records-management policy.

Field-Curation Guidelines

No written field-curation guideline exists.

Loan Procedures

Artifact loans are made for scholarly or educational purposes. The majority of loans have been granted to not-for-profit agencies. Occasionally for-profit institutions receive loans. A written request must be submitted to the repository. It must include (1) a list of the requested artifacts, (2) a statement of the proposed loan's purpose, and (3) the dates requested for the loan. After evaluation of the loan request, collection records are verified to ensure that they are current and that they contain a photograph of the object. A written request to renew a loan must be received at least one month prior to the end of the existing loan agreement. Every loan, including permanent loans, must be renewed every five years.

Deaccessioning Policy

Deaccessioning and disposing of an artifact may be recommended only if (1) the artifact is not relevant and useful to the functions and activities of the repository, (2) the artifact cannot be properly

stored, preserved, or interpreted by the repository, and (3) the artifact has been in the repository's permanent collections for at least one year. Authorization to proceed with deaccessioning is requested from the agency owning the artifact(s).

Inventory Policy

As mandated by the state's Permanent Collections guidelines, the FBAR conducts an annual inventory of artifacts in their permanent collections. A complete inventory is made of all state-owned artifacts valued at \$500 or more. A periodic random inventory is made of one percent of all artifacts valued at less than \$500.

Latest Collection Inventory

The FBAR completed an inventory of their permanent collections just prior to the assessment team's visit.

Curation Personnel

In 1993 there was no permanent full-time curator for the archaeological collections. Dave Dickel, who is a contract employee, is the only full-time curation employee. There are two temporary half-time employees. If the state of Florida does not allocate money for a full-time curation position, there will be no one to replace Dickel when his contract ends on July 1, 1994. Should the curator position not be funded, responsibility for the collections probably will be added to the many duties already assumed by Louis Tesar, the state archaeologist.

Curation Financing

Curation of archaeological collections is financed through the FBAR's annual budget.

Access to Collections

Access to collections is controlled by curation personnel. With the permission of the curation staff, other staff members have access to the collections. Collections are available for use by personnel from qualified institutions and researchers.

Future Plans

The Florida Bureau has recently completed an inventory of their archaeological collections. They plan to rehabilitate all of their associated documentation.

Comments

1. No permanent full-time curator is on staff to manage collections. Without a permanent full time curator, the FBAR cannot comply with federal curation standards. In addition, archaeological collections under the care of the FBAR will fall below the minimum standards of federal curation unless adequate funding becomes available. If a permanent position cannot be created, it will severely undermine the efforts made by Dave Dickel and the FBAR in the last three years to correct existing deficiencies in the curation of archaeological collections.
2. Many artifacts and associated documentation are stored in nonarchival-quality containers.
3. Archival-quality bags are used as secondary containers by the FBAR. However, materials sent to the FBAR in nonarchival-quality bags usually are not transferred to polypropylene bags because of budgetary and time constraints.
4. The FBAR has initiated a process of making duplicate copies of associated documentation. It is an active, ongoing process, but it is being conducted only when the records are being accessed. Duplicate copies are not made on archival-quality paper and are not stored off site.
5. More space is needed to house archaeological collections if the FBAR curation responsibilities continue to grow at the present rate.
6. No NAGPRA-related materials were located in the Cape Canaveral collections curated at the FBAR.

Recommendations

1. Hire a permanent full-time curator to manage and care for the archaeological collections.
2. Install an appropriate and operational fire detection and suppression system in the collection storage room.
3. Transfer archaeological materials in acidic cardboard boxes and polyvinyl bags to archival containers. Store artifacts in four-mil polypropylene zip-lock bags. Place acid-free paper labels inside the bags and an indelible ink label on the outside of the bag. Place the bags in acid-free boxes, and affix polypropylene sleeves with acid-free paper labels to the exterior of the boxes.
4. Although FBAR asks contractors to supply artifact logs detailing Field Specimen (FS) numbers, these numbers often do not include site numbers. We recommend that all artifacts be labeled with the site number in indelible ink to provide greater provenience control.
5. Develop a reliable pest-management system that includes regular monitoring.

6. Archival process associated documentation: (a) copy all material onto acid-free paper; (b) place all material into acid-free folders; (c) label all folders either in indelible ink or on archival labels; (d) arrange material according to modern archival principles; (e) place folders in acid-free boxes; and (f) develop a finding aid for reference purposes.

7. If the photograph is part of the collection, place it in an archival photograph sleeve, and curate it in an appropriate storage area.

8. Create a microformat safety copy of the associated documentation. Store in a separate, fire-safe, secure location.

FINDINGS SUMMARY FOR CAPE CANAVERAL

Three individual repositories contained archaeological materials from Cape Canaveral (Table 1). Only one of the three repositories, the Florida Bureau of Archaeological Research, actively functions as a curation facility. A building evaluation, survey questionnaire, and collections and documentation evaluation were completed for each repository. Although the Florida Museum of Natural History curates Cape Canaveral collections, it was not visited because research of the museum records, published reports, and personal interviews did not indicate that the collections contain any NAGPRA Section 6 Summary items.

Table 1.
Summary of Collections by Location

Location	Volume of Artifacts (ft ³)	Length of Documentation (linear feet)
Cape Canaveral Air Force Station	<1	<1
Florida Bureau of Archaeological Research	4	<1
New South Associates	<u>7</u>	<u><1</u>
Total	<12	<3

For Cape Canaveral collections, the following general comments are provided by the MCX.

1. None of the facilities fully meets the standards established in 36 CFR Part 79, but only the FBAR has a mission to curate artifacts.
2. To achieve proper care, collections ideally should be stored in a central repository located within the same state as the installation.
3. The archaeological materials require some type of rehabilitation, whereas all of the associated documentation requires complete rehabilitation.
4. Management controls—a master collection inventory and database—for the Cape Canaveral collections do not exist and should be created.

REPOSITORIES

Structures that function as archaeological curation repositories for Cape Canaveral collections include one repository on base, an off base collection facility, and a contractor's office. In all cases, funding for curation is inadequate. All repositories receive maintenance, either daily, weekly or monthly, by personnel hired to provide cleaning services. None of the repositories is in total compliance with the standards mandated by 36 CFR Part 79 for curating archaeological collections (see Table 2).

Table 2.
Presence/Absence of Repository Infrastructure Controls

Location	Environmental Controls	Pest Management	Security	Fire Control
Cape Canaveral	No	No	Yes	No
FBAR	Yes	No	Yes	No
New South Associates	No	No	Yes	No

A final measure of collections care is possible by examining the professional staff devoted to collections management. None of the repositories employ full-time curators for archaeological collections. Professional public institutions have the means and mission for long-term care.

Environmental Controls

Although all the structures are heated and air conditioned, two of the repositories have experienced temperature and humidity fluctuations outside the acceptable range suggested by the American Association of Museum standards (see Table 2). Such conditions have contributed, and will continue to contribute, to major damage to the collections and associated records.

Pest Management

None of the repositories (see Table 2) have a formal pest management program—i.e., one that monitors and controls insects and small animals. Pest control is a crucial element in the long-term care of records. Pest control at the repositories included the use of chemicals. The types of chemicals used, their frequency of use, and the attendant hazard to personnel and collections are beyond the scope of this report but should be determined.

Security

Minimum federal standards require having an appropriate and operational intrusion detection and deterrent system. Although access to collections is generally controlled and limited to a select number of employees, the repositories need to reevaluate or increase their existing security procedures, particularly intrusion prevention methods.

Fire Safety

Each repository contained fire extinguishers, and two repositories had automatic fire detection equipment. None of the repositories could assure these systems were operational since they had never been used and were not tested regularly (Table 2).

ARCHAEOLOGICAL MATERIALS

Most of the Cape Canaveral collections were sufficiently prepared for curation, although the primary containers are made of acidic cardboard and some boxes have inadequate label information. Secondary containers include plastic zip-lock bags that are two- and four-mil in thickness, but not all were of archival quality. Lithic artifacts were the most prevalent prehistoric artifact in the Cape Canaveral collections, whereas ceramics, glass, and metal comprised the bulk of the historic material.

HUMAN SKELETAL REMAINS

None of the Cape Canaveral collections identified contained any human skeletal remains.

SECTION 6 NAGPRA FINDINGS

A summary of all unassociated funerary objects, sacred objects, and objects of cultural patrimony was required by NAGPRA by November 16, 1993. In 1950's, the U.S. Air Force took organizational control of the area that is Cape Canaveral AFS. The St. Louis District performed a literature review of all available records on collections removed from the installation. No Section 6 items were identified in this research.

RECORDS MANAGEMENT

Cape Canaveral associated records total less than three linear feet. None of the repositories have systematically inventoried these records. Most of the original paper records have not been duplicated, and no conservation has taken place on the collection. Paper documents are housed in acidic folders, and maps are not consistently stored flat in metal cases. It is important to note that associated documentation at Cape Canaveral is classified as administrative or operational files, and no established procedures have been developed for their preservation.

MANAGEMENT CONTROLS

Basic collections management tools—e.g., accession records, inventories, and written policies and procedures for curation, records management, and loans—exist at only one of the facilities. This collections assessment establishes the extent, location, and condition of Cape Canaveral collections. The St. Louis District recommends that Patrick AFB take action to address the deficiencies identified in this report. At a minimum, a plan of action for the long-term management of Cape Canaveral collections should implement the following items.

1. Establish a priority for all the collections.
2. Inventory and rehabilitate both the artifact and record collections.
3. Place all collections in facilities that can ensure their long-term preservation.

Implementation of these minimal tasks will safeguard these collections for the future.

RECOMMENDATIONS

The following general recommendations are submitted for bringing all Cape Canaveral collections into compliance with the mandates of 36 CFR Part 79, Curation of Federally-Owned and Administered Archaeological Collections, and the Native American Graves Protection and Repatriation Act (P.L. 601-101). A comprehensive plan for curation compliance includes the following points.

I. DEVELOP A PLAN OF ACTION

A plan of action minimally must address four points—(1) long-term curation of the collections and records, (2) rehabilitation of the artifact collections, (3) rehabilitation of the associated records, and (4) management of these data.

II. COMPLY WITH NAGPRA

Once information concerning Section 6 NAGPRA-related items (e.g., unassociated funerary objects, sacred objects, and objects of cultural patrimony) was compiled by the St. Louis District, it was forwarded to Patrick Air Force Base. This information was used to fulfill the compliance measures mandated by the law's November 16, 1993, deadline. No known summary items were reviewed by the St. Louis District. Museum records from the Florida Museum of Natural History indicate that there may be human skeletal remains in the collection from Cape Canaveral. This information also was given to Patrick Air Force Base and must be fully investigated in order to comply with Section 5 requirements of NAGPRA.

III. DEVELOP A FORMAL ARCHIVES MANAGEMENT PROGRAM

A plan of action must be developed immediately to establish archives-deficiency priorities. Following this survey all records must be coalesced and rehabilitated to comply with existing federal guidelines and standards for modern archival practices. Archives rehabilitation includes nine steps.

1. Develop an archives inventory management program that uses microcomputer technology.
2. Inventory and catalog all associated records to standards consistent with those of a professional museum.
3. Copy all operational files at individual installations, and place them in an appropriate repository.

4. Using an appropriate professional staff, conduct a condition assessment of all records, and institute and carry out a long-term conservation program for appropriate records.

5. Conserve significant records that are currently at risk.

6. Transfer general records into acid-free folders and appropriate archival storage units.

7. Place photographs, negatives, and slides into archival, polypropylene sleeves; acid-free envelopes; and appropriate storage units.

8. Catalog, flatten, and curate large-scale maps in metal map cases.

9. Produce duplicate/backup copies of associated records that will be stored in a secure, separate location.

Proper management of Cape Canaveral archaeological archives will provide opportunities for scholars, students, and the public to benefit from the information contained in these records, a major public benefit that currently is not being realized.

IV. INVENTORY AND REHABILITATE EXISTING ARTIFACT COLLECTIONS

Priorities based on physical condition must be assigned to Cape Canaveral collections, a general inventory must be produced, and the collections must be rehabilitated to professional museum standards. Artifact collections rehabilitation includes the following four steps.

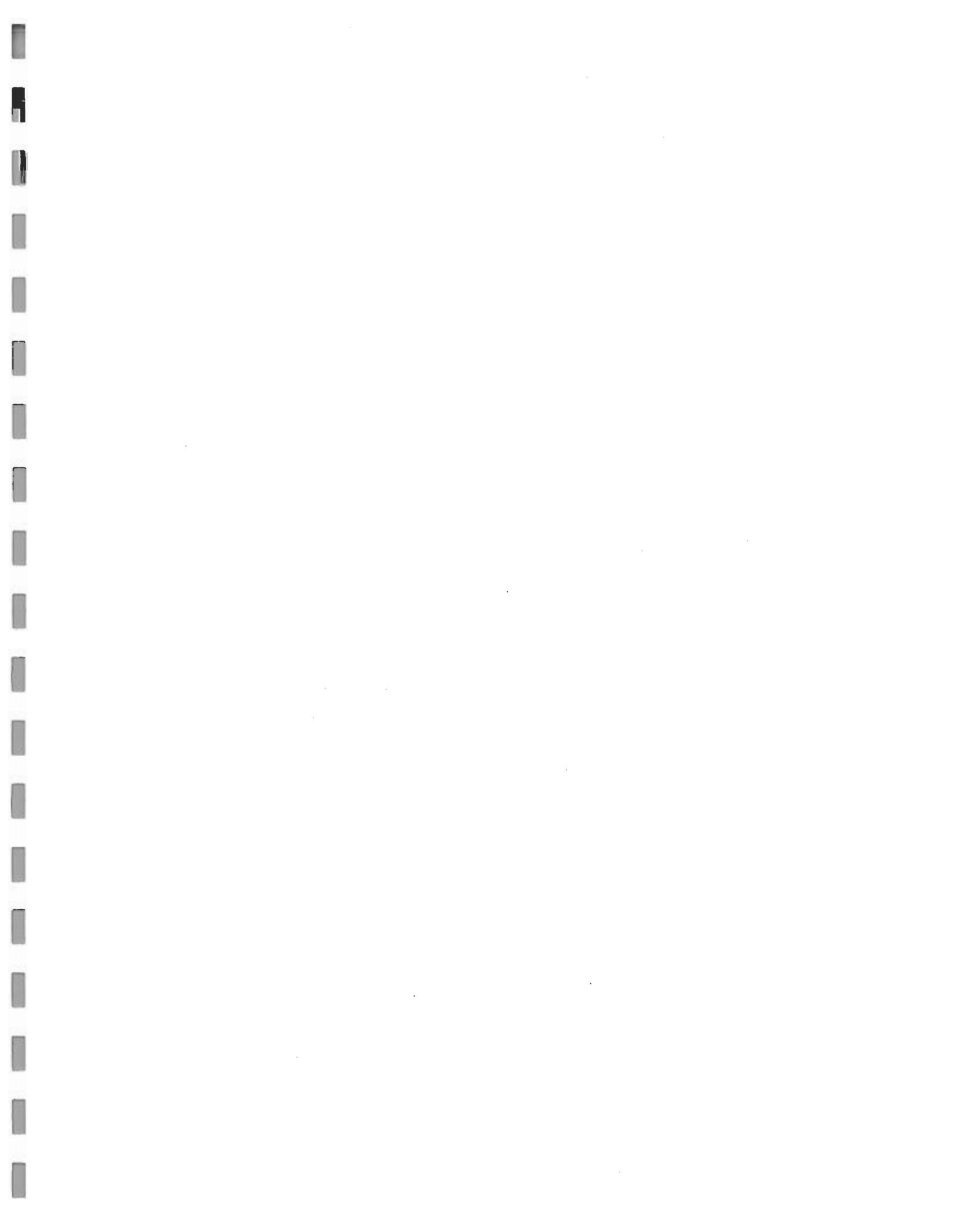
1. Inventory and catalog all archaeological materials to a standard consistent with those of a professional museum.

2. Label and package artifacts to one consistent standard, and place them in archivally stable containers.

3. Using an appropriate professional staff, conduct a condition assessment and implement a long-term conservation program for the appropriate materials.

4. Develop a collections manual to aid in the management of archaeological collections.

These steps will result in the stabilization and preservation of existing collections and will guarantee management of the collections in the most cost-efficient manner.



**U.S. Army
Corps of Engineers**



St. Louis District