

BEST PRACTICES FOR BUDGETING FOR SCIENTIFIC COLLECTIONS

This document was prepared by the Interagency Working Group on Scientific Collections (IWGSC) for use by IWGSC member agencies, as a guide to some of the methods and tools available for budgeting for scientific collections owned by the US government. The Office of Science and Technology Policy memorandum on "Improving the management of and access to scientific collections" dated March 20, 2014, has subsequently provided policy guidance, and this document will be useful to agencies in determining how to implement the OSTP policy.

Introduction

The 2005 science and technology priorities memo, issued by the White House's Office of Science and Technology Policy (OSTP) and Office of Management and Budget (OMB), asked the interagency scientific collections community to "*focus attention on integrated support and planning for the care and use of federally held scientific collections.*"¹

This gave rise to the formation of an Interagency Working Group on Scientific Collections (IWGSC) under the Committee of Science of the National Science and Technology Council (NSTC). IWGSC issued a [report](#) in December 2008 that made seven recommendations for the improvement of management, accessibility and impact of scientific collections owned by U.S. government departments and agencies, including:

*"The IWGSC recommends that agencies with scientific collections work as necessary to support their missions to develop realistic cost projections for collection maintenance and operation, and work to incorporate the needed support as stable budget elements."*²

This was reiterated in a memo issued October 6, 2010, to the heads of departments and agencies by the President's Science Advisor, Dr. John Holdren:

"While some agencies budget directly for collections care and maintenance, much of the money spent on collections is appropriated within research or other activities. Agencies should ensure that their collections' necessary costs are properly assessed and realistically projected in agency budgets, so that collections are not compromised."

¹ <http://www.whitehouse.gov/sites/default/files/omb/memoranda/fy2005/m05-18.pdf>

² <http://www.whitehouse.gov/sites/default/files/sci-collections-report-2009-rev2.pdf>

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In fulfilling their responsibilities to oversee scientific collections, each agency should create realistic budgets based on the scope, nature, and purpose of the scientific collections they own. The IWGSC recognizes that agencies vary widely in their missions and the types of collections they manage, and thus no single budget approach or template is appropriate for all collections or agencies. IWGSC is issuing this document to provide best practices and general principles for budget construction. The guiding principles in the first portion of this document are offered to assist in budgeting as appropriate for collections, regardless of the budget submission in its final format. The second portion of the document provides a “toolkit” of examples, and agencies are encouraged to use these suggested questions and examples to assist with budgeting for collections in their annual budgeting activities. It is expected that, over time, the “toolkit” portion of the guidance will be updated periodically to meet changing priorities and demands for budgeting, while the guiding principles will remain stable over time. These recommendations are designed for institutional collections as defined in the companion policy document, “Recommendations for Departmental Collections Policies”.

Guiding Principles for Realistic Cost Projections

Scientific collections are Federal assets and, in many cases, national treasures. Agencies should consider scientific collections as valuable property, (just as is laboratory equipment), and a key component of agency programs and budgets. Accordingly agencies should have an overall general process for how funding is determined to manage, and provide access to scientific collections throughout the Department/Agency (D/A). This process should include the following guiding principles in preparing budgets.

- Agencies should be able to articulate in budget justifications the relationships between collections and achievement of program goals in a reasonable degree of detail.

For Example: One of the mission areas of the Department of the Interior is to “provide cultural and natural resource protection and experiences”

(http://www.doi.gov/bpp/upload/DOI_FY2011-FY2016_StrategicPlan.pdf). Agency scientific museum collections in the disciplines of archeology, biology, geology, and paleontology, among others, must be documented and preserved in order to be made available for scientific research and public access. Such availability will support and expand public understanding of development and change in the cultural and natural world around them.

- Agencies should clearly articulate how the collections that they manage support the mission activities that they are funding:

For example: The National Ice Core Laboratory is a National Science Foundation facility for storing, curating, and studying meteoric ice cores recovered from the glaciated regions of the world. Information from ice core studies represent pieces of the climate puzzle that complement data from study of pollen, tree rings, coral, and lake and sea floor sediments, to

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contribute to our understanding of phenomena over vast time scales. Research scientists, mathematicians and data modelers use the ice core data to create Global Climate Models, which are theoretical extensions of Earth's past climate conditions to what could happen in the future. Once the past can be explained, possible future events may be identified and their rapidity and effects predicted with increasing confidence and accuracy.

- Agencies should articulate any legal or statutory authorities and requirements for their collections.
- Agencies should indicate any OIG, GAO, or other governmental reports on agency collections and any recommendations that require response or actions. Some current examples include, but are not limited to:

America Competes Act³

Presidential science advisor memoranda on collections:

2006 Marburger memo⁴,

2010 Holdren memo⁵

Department of the Interior, OIG report: "Museum Collections: Accountability and Preservation", December 2009⁶

National Strategy for Microbial Forensics⁷

Other relevant or contextual references for scientific collections include:

National Research Council (NRC), 2002, "Geoscience data and collections: National resources in peril," National Academies Press, Washington, D.C. 128 pp. ⁸

2008 House Science Committee Hearing on Biospecimens, a 522-page report⁹

NRC Institution of Medicine (IOM) report (2012) on the Department of Defense (DoD), Armed Forces Institute of Pathology (AFIP) Tissue Repository collection following its transfer to the Joint Pathology Center in 2005¹⁰

2013 Holdren memo [re: public access to scientific data]¹¹

2013 Memo Open Data Policy¹²

³ America Competes Act: <http://www.gpo.gov/fdsys/pkg/PLAW-111publ358/pdf/PLAW-111publ358.pdf>

⁴ <http://www.whitehouse.gov/sites/default/files/omb/memoranda/fy2006/m06-17.pdf>

⁵ <http://www.whitehouse.gov/sites/default/files/microsites/ostp/ostp-2010-scientific-collections.pdf>

⁶ <http://www.doi.gov/oig/reports/upload/2010-I-0005.pdf>

⁷ <http://www.whitehouse.gov/files/documents/ostp/NSTC%20Reports/National%20MicroForensics%20R&DStrategy%202009%20UNLIMITED%20DISTRIBUTION.pdf>

⁸ http://www.nap.edu/catalog.php?record_id+10348

⁹ <http://www.gpo.gov/fdsys/pkg/CHRG-110hrg43530/html/CHRG-110hrg43530.htm>

¹⁰ <http://www.iom.edu/Reports/2012/Future-Uses-of-the-Department-o-Defense-Joint-Pathology-Center-Biorepository.asp>

¹¹ http://www.whitehouse.gov/sites/default/files/microsites/ostp/ostp_public_access_memo_2013.pdf

¹² <http://www.whitehouse.gov/sites/default/files/omb/memoranda/2013/m-13-13.pdf>

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- Funding for collections should be considered within the overall context of national priorities and in support of the programs and initiatives included in annual budgets.
- Whenever possible, interagency programs should leverage the use of collections. Agencies should be aware of all other collections and should share resources whenever possible.
- Agencies should, when possible, articulate the potential benefits versus lost opportunities with and without funding for the collection.

For example, this collection will assist in solving a climate change problem, determine community exposures to toxic chemicals, track the progression of a disease, and so forth. Quantifying what could be gained or lost if the collection was funded or not funded would add credibility to the budget request.

- Agencies should ensure that collections are being effectively managed and that all efforts are made to avoid waste, fraud and abuse. Additionally, where possible, agencies should provide cost/benefit analyses for collections, and should demonstrate cost effectiveness where possible.

For example, the IWGSC¹³ report notes that scientific collections provide an excellent return on the taxpayers' investments; these irreplaceable objects provide data resources to urgent scientific problems (such as providing reference materials for invasive species, so mitigation solutions can be created that would avert adverse economic consequences) and provide for preservation of genetic diversity of living specimens to ensure replacement or reintroduction of genetic stocks in the event of catastrophic loss.

- Agencies should develop appropriate performance measures to use in evaluating the effectiveness of collections programs. (See specific budget considerations below.) Agencies should track success stories of how collections have achieved programmatic or mission milestones within the D/A and should provide examples in budget requests as appropriate. These could also be highlighted in outreach materials or presented in budget briefings if possible.

¹³ "Scientific Collections: Mission-Critical Infrastructure for Federal Science Agencies," <http://www.whitehouse.gov/sites/default/files/sci-collections-report-2009-rev2.pdf>

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For example: Historical virus samples housed at CDC were instrumental in establishing a geographical baseline of previous exposures during the Hantavirus outbreaks in the 1990s that were used to analyze outbreaks in 2010 and 2012.¹⁴

For example: The Department of the Interior's United States Geologic Survey (USGS) Core Research Center (CRC), Denver Federal Center, Denver, CO, preserves a vast scientific collection of rock cores and well cuttings for use by researchers from government, industry, academia and the public. In 2011 the USGS cored the Niobrara Member of the Mancos Shale in Colorado; this core is stored at the CRC. This core provides critical data for integration into the ongoing assessment, and helped quantify the oil and gas resource potential of the Niobrara Member in the Piceance Basin as part of the National Assessment of Oil and Gas Resources Project. This core and data collected from it are archived for future viewing and research both by the USGS and the public at the CRC.

Budget Toolkit to Accompany Guidance

This toolkit is intended as a set of resources that Agencies may draw upon to formulate budgets for their varied missions that require the use of scientific collections. It is not intended as a set of requirements, but rather as a set of assistance tools to more appropriately and realistically develop and justify collection costs, care, and so forth. It is also expected that this toolkit may evolve and expand over time as Agencies gain more experiences.

1) Various Characteristics of Properly Supported Collections Program

Collections programs incur costs for acquisition, preservation and deaccession of physical specimens used either for public display and education or the furtherance of an agency or governmental program mission. The program requires sufficient staff and budget to plan for, and to execute, the documentation and use of the collection. This ensures accountability and preservation of the objects and specimens, and ensures accessibility for long-term access and use.

General considerations that agencies may wish to include:

- Thoroughness of collection planning and documentation
 - How well is the collection scaling? Well supported collections may also be growing and the growth should be accounted for.
 - Are new science objects being added to the collection that parallels agency research and/or compliance with Federal statutes?
 - Are vouchers of current research programs being properly accessioned?
 - Are specimens/samples accessioned in ways that comply with agency policies and standards for permanent collections (documenting, registering, databasing, curating for long-term storage)? Are specimens/samples

¹⁴ <http://www.cdc.gov/hantavirus/hps/history.html>

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deaccessioned/transferred as Federal statute, agency collections policy and standards dictate? Accessioning and cataloging process should be able to keep pace with additions to keep the backlog at a manageable level and minimizes delay in access by researchers.

- Are agency policies in place to properly manage the scientific collection based on Federal statute and professional standards and procedures?
- Is the collection well catalogued?
 - Does the collection provide valuable information for both research needs and accountability?
 - Is there a centralized computer system to document the collection by providing utility for creating and managing accession, catalog, loan, deaccession, and inventory records?
 - What is the percentage of specimens/objects accessioned?
 - What is the percentage of specimens cataloged?
- Preservation status of the collection
 - What is the quality of specimens?
 - How is *preservation status* versus *prevention of deterioration* delineated for collections (e.g., Department of the Interior metric: “Percent of collections in DOI inventory in good condition”)?
 - Do the facilities where collections are stored and managed have appropriate environmental, security, and emergency planning controls?
- Broad utility
 - Does the collection serve multiple programs?
- Access and use
 - Is the collection well used by researchers, educators, and others?
 - Is there space for researchers to use when working on Federal collections?
 - Is information about the collection and its contents accessible to researchers and the public?
 - Are procedures and personnel in place to process requests for loans and provide visitor access to collections?

2) Components of Collections Budget

Given the characteristics of a properly supported collection program in B.1, the following can be utilized to formulate collections budgets, depending on agency budget process, and collections’ role in agency mission areas. Information provided includes, but is not limited to, the costs associated with the following activities:

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- Acquisition and growth, including specimens collected during agency research, objects collections based on statutory requirements, and specimens acquired from other institutions or individuals
- Documentation of specimens (accessioning, cataloging, database input) and periodic inventorying
- Sharing and loaning physical specimens and samples
- Establishing and maintaining specimen and information security relating to data access
- Determination and employment of appropriate subject matter expertise and professional curation, general workforce and staff training:
 - Staffing (salary and benefits)
 - Consideration of full hiring authorities when recruiting workforce for scientific collections, for example, titles such as “museum coordinator” may not fully describe the expertise required.
 - Technical position descriptions should be considered and used to maximize recruitment and retention of a collection’s workforce.
- Overhead expenses for infrastructure to include building, fixtures, cabinets, shelving, archival boxes, bags, labels, freezers, etc.
- Space (see OMB guidance and how this may impact budgeting for space, particularly to control environmental conditions ¹⁵)
- Emergency or contingency planning, including backup power
- Special infrastructure needs assessment
 - Does the collection need higher quality infrastructure than standard office, laboratory, or other standard space?
 - Additional physical security (e.g., lunar samples)
 - Additional specialized services (e.g., liquid nitrogen and other specialized gases)Backing up collections to protect against catastrophic event
 - Additional fire safety considerations (e.g., alcohol)
 - Special IT infrastructure

¹⁵ From OMB Guidance: “As of the date of this memorandum, agencies shall not increase the size of their civilian real estate inventory, subject to exceptions as described below. Acquisition of new Federal building space (where approval of such acquisition occurs following the date of this memorandum) that increases an agency’s total square footage of civilian property must be offset through consolidation, co-location, or disposal of space from the inventory of that agency. In identifying consolidations, co-locations, or disposals of property to offset acquisition of new Federal building space, an agency may include civilian buildings from its own inventory that, in accordance with the June 10, 2010 Presidential memorandum, were reported as excess to the GSA or otherwise disposed of.” www.whitehouse.gov/sites/default/files/omb/memoranda/2012/m-12-12.pdf (See page 5: Section 3 – Real Property, paragraph two)

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3) Base-level Functions in Collections Budget

These functions are covered by an agency with a project/program collection and need to be performed by professionally trained staff:

- Assessment of whether storage conditions are most economical, particularly for short-term collections
- Providing secure and suitable environmental conditions for long-term storage
- Appropriate staff to manage collections technically and assist those who use materials for experimentation
- Oversight of consumptive analysis
- Access to information about collection and its contents
- Awareness of whether other agencies have similar research resource collections and if accession of a completely new resource is required
- Conducting scheduled inventories to ensure objects/specimens are not lost or stolen

4) Appropriate Performance Measures for Use in Evaluating the Effectiveness of Collections Programs

One way of measuring the 'impact value' of a collection, is to demonstrate not only the scientific merit or cultural value that the collection has but also its 'broader impacts'. Examples could include benefits to society, the educational value to the public etc. One example of this type of performance measure is the statement that "The National Ice Core Laboratory, that archives and protects the Nation's valuable ice core collection, has enabled research that has led to a much better understanding of climate change and that provides information for policy makers who are working to find strategies to adapt to and mitigate predicted effects of global change.

The following examples of metrics, while not exhaustive, suggest options for agencies to utilize as appropriate for demonstrating the effectiveness of their collections in achieving agency missions.

- Measures of the effectiveness of the specimen or collection.
 - Number of researchers who have obtained samples from a specimen or collection, and number of samples provided.
 - Number of different sample types derived from the specimen or collection
 - Number of difficult-to-obtain samples made available to researchers from the specimen or collection
 - Number of repeat requests
 - Feedback from users on performance of the specimen or resource (quality, access, availability, timeliness, usefulness, etc.)

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- Number of specimens added to the collection as a result of agency research and/or acquisition
- Measures of the impact of the collection on research.
 - Number of research papers published by users
 - Importance of published studies using specimens from the collection
 - Number of citations by other investigators of resource-related papers
 - Role of collection in development of useful technologies
 - Role of collection in development of new analytical methods and useful research techniques
 - Feedback from users on impact of the collection on their research
- Measures to assess the continuing need for the collection.
 - Evidence that the collection is facilitating scientific progress
 - Extent resource is filling a unique need
 - Availability of alternative specimen sources to researchers
 - Need of Federal support for a collection or ability of the collection to support itself (e.g., through the collection of fees)
 - Is collection being used as anticipated?
 - Is collection being used for research other than that anticipated?
 - Are high quality specimens (and data) being provided (collected)?

5) Justification for Funding of Collections within Overall Budget Request

Overall statements on the importance of agency collections funding may include topical areas as noted in the IWGSC report¹⁶, such as the following:

Economy and trade: Many regulatory decisions made by the Federal Government that have impact on foreign and domestic trade are supported by research that depends on scientific collections.

Changes over time: The Federal Government has been amassing collections for more than two centuries. By analyzing specimens collected at different points in time, researchers can reconstruct important historical changes. People can't travel back in time, but scientific collections offer scientists a window on the past.

Environmental quality: Scientific collections document the condition of soil, air, and water, help track pollution, and enable us to model future environmental changes so they can be better managed.

¹⁶ <http://www.whitehouse.gov/sites/default/files/sci-collections-report-2009-rev2.pdf>

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Invasive species: In today's global economy the easy movement of trade goods through ports is vital to America's economy. At the same time, the movement of invasive species via the transport of everything from fruit to bathroom tiles threatens our crops, natural ecosystems, and animal and human health. According to Pimentel, et al., (2005),¹⁷ in the United States there are an estimated 50,000 invasive species; collectively, they cause nearly \$120 billion worth of environmental damage and loss per year and can spread infectious diseases to animal and human populations.

Scientific treasures: Many scientific collections contain unique objects that cannot be collected again easily – or at all, in some cases. They are priceless.

Food and agriculture: Scientific collections of agricultural pests and other threats to food safety and security are used routinely for border inspection, consumer protection, and control measures.

Public health and safety: Few scientific collections resonate more deeply with the public than those that have an impact on health and safety. Whether researchers use them to track down the cause of a deadly new epidemic or to learn important lessons from an ancient one, collections are pivotal resources in our fight to save lives and to improve the health and safety of people around the world.

National security: A number of presidential and congressional mandates deal with defending agriculture and food against terrorist attacks, major disasters, and other emergencies. Preparation for pandemics, protection of civil and military aviation, attribution for nuclear, radiological, chemical, or biological acts of terrorism, and other activities that can involve scientific collections are also important for national security.

Unanticipated uses/new data: Collections of objects kept for long periods often serve in ways that the collectors and repositories could not have imagined. These unanticipated uses are often critical to solving today's most pressing scientific problems. Likewise, years, even decades later, a new analytical technique can be created that allows researchers to ask new and more detailed questions using the same specimens.

¹⁷ 15 Ecological Economics, Vol. 52, Issue 3, p. 273, (February 2005), D. Pimentel, *et al*, "Update on the environmental and economical costs associated with alien-invasive species in the United States"
<http://www.sciencedirect.com/science/journal/09218009/52/3>

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6) Base-level Functions in a Collections Budget for Project/program Collections

These functions are covered by an agency with a project/program collection as defined in the accompanying policy document, "Recommendations for Departmental Collections Policies," and need to be performed by professionally trained staff:

- Assessment of whether storage conditions are most economical, particularly for short-term collections
- Providing secure and suitable environmental conditions for long-term storage
- Appropriate staff to manage collections technically and assist those who use materials for experimentation
- Oversight of consumptive analysis
- Access to information about collection and its contents
- Awareness of whether other agencies have similar research resource collections and if accession of a completely new resource is required
- Conducting scheduled inventories to ensure objects/specimens are not lost or stolen

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Appendix A: Repository Cost Modeling Example

A 2012 solicitation (Request for Proposals) for operations and technical support at the Frederick National Laboratory for Cancer Research (a federally funded research and development center) entitled, “Biobank Cost and Revenue Stream Model & Tool,” <http://www.fdbdo.com/st13-1114/>, lists requirements that provide good examples of the salient features of cost modeling. The following quotations (*italics*) are excerpted from that solicitation.

Many biobanking initiatives struggle to survive due to the challenges of setting up and maintaining a resource, particularly in the face of an economic downturn and the uncertainties associated with reliance on public funding. A better understanding of the true costs of research biobanking is critical to ensuring their long term sustainability. Cost considerations developed from this project will assist new and well-established biobanks to increase efficiency and operational life expectancy in a wide array of settings (e.g., individual research lab, community hospital, large academic medical institution, and start-up efforts in remote locations or developing countries).

The Office of Biorepositories and Biospecimen Research (OBBR) is involved in on-going studies of the economics of biobanking, which include cost-recovery modeling and the qualification and quantification of the economic impact of standardization of practice and centralization of resources. One of the primary goals of the cancer Human Biobank (caHUB) is to develop public products that will help biobanks implement standards of practice in a cost effective manner. OBBR will leverage the caHUB infrastructure to develop products aimed at addressing the financial challenges facing biobanks today. The economic analysis proposed in this statement of work will further develop the research work previously done in this area including updating and expanding the dataset. Ultimately, the results of this work will be used to create guidance that will be publicly available to the research community and the larger medical community.

Project Description and Requirements

The subcontractor will be required to:

- *Create a database of benchmark costs, and revenue numbers considering inflation and including regional variation. Material/equipment costs and labor/fringe rates at a limited number of regions outside the US should also be included.*
- *Expand upon revenue generating approaches to include distribution of biospecimens of different types; sale of datasets only; and sale of services (for example laboratory services, pathology services, consulting, training and education).*
- *Develop several templates that would facilitate cost information-gathering of external users/biobanks. Templates may include:*
 - *Invoice template that will gather information consistent with the cost model*

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- *Operational budget, balance sheet, and cash flow templates to facilitate planning of resource allocation, spending, and identify financing requirements*
- *Risk self-assessment questionnaire used to generate simple risk profiles for users*
- *Develop a new cost and revenue stream model.*
 - *Create a user's manual*
 - *Form-based tool that enables financial outputs based upon variable inputs.*
- *Include the following features and outputs:*
 - *Risk profile (based on self-assessment and completion-of-risk questionnaires)*
 - *Target revenue, target cost, and target inventory turnover, with the ability to perform limited-sensitivity analyses*
 - *Start-up costs*
 - *Annual maintenance costs*
 - *Ability to roll up and filter cost detail by category (for example, equipment, personnel, inventory) or by area of the value chain (for example, design, marketing, production, distribution, customer service)*
- *Develop Web-enabled cost and revenue estimate tool for public availability on the caHUB or OBBR website.*
- *Base the tool on cost and revenue stream model(s)*

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Appendix B: Appropriate Staffing

Position Classification Standard for **Museum Specialist and Technician** Series, GS-1016

<http://www.opm.gov/policy-data-oversight/classification-qualifications/classifying-general-schedule-positions/standards/1000/gs1016.pdf>

Position Classification Standard for **Museum Curator** Series, GS-1015

<http://www.opm.gov/policy-data-oversight/classification-qualifications/classifying-general-schedule-positions/standards/1000/gs1015.pdf>

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Appendix C: Department of the Interior Sample Budget Justification, FY2014

The FY2014 President's Budget justification for the Department of the Interior's cultural and scientific collections states the following:

"The Department requests \$2.0 million to respond to the 2009 Office of Inspector General (IG) report identifying deficiencies in Interior's accountability and preservation of its scientific and cultural museum collections. The proposed increase would implement a multiyear corrective action plan to address some of the 13 recommendations included in the IG assessment. The 2014 proposal has three components: (1) reducing the museum collections cataloging backlog as prioritized by the bureaus to improve their access and use for research, education, interpretation, and cultural activities; (2) identifying and assessing collections housed at non-Federal facilities by a qualified contractor, which also complies with the 2010 Government Accountability Office report on inadequate Federal compliance with the Native American Graves Protection and Repatriation Act; and (3) correcting identified deficiencies in accountability, preservation, and protection of DOI cultural and scientific collections, which includes identifying and acting upon opportunities for collections consolidation.

In December 2009, the IG issued an assessment of Interior's stewardship over museum collections. The IG followed this report in January 2010 with reports on specific preservation and protection issues concerning collections managed by the Bureau of Reclamation, the National Park Service, the Bureau of Land Management, the Fish and Wildlife Service, and the Bureau of Indian Affairs.

The primary report and the bureau-specific reports found many deficiencies at the sites visited and concluded that Interior is failing to fulfill its stewardship responsibilities over museum collections both at the Department and bureau levels. The IG report concluded that the widespread failures in accountability and preservation are largely due to a shortfall in resources that results in inadequate program management and oversight. The IG developed 13 recommendations to mitigate the problems identified in the audit, including developing and implementing policy, strengthening Departmental oversight and bureau collections management practices, eliminating the accessioning and cataloging backlogs, consolidating museum collections, and identifying and inventorying collections in non-Interior facilities.

In response to the IG report, the Department developed a multi-year corrective action plan to address the recommendations in the museum collections audit. There are two formal groups within the Office of the Secretary that are working to execute the action plan: (1) the Museum Property Executive Program Committee comprised of bureau and office senior executives, and (2) the Interior Museum Property Committee comprised of bureau and office curators and subject matter experts.

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This funding will address the most important aspects of this plan.”

Quoted from pp. 254-55:

http://www.doi.gov/budget/appropriations/2014/upload/FY2014_OSDWP_Greenbook.pdf.