

PLANNING AND PROTOCOL DOCUMENT:

Reconciliation and Transfer of African Burial Ground Site Human Remains and Associated Artifacts



**US Army Corps
of Engineers**
St. Louis District

Planning and Protocol Document:

Reconciliation and Transfer of African Burial Ground Site Human Remains and Associated Artifacts

By

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Chapter 1

Introduction

This planning and protocol document describes the reconciliation and transfer of over 400 burials and associated artifacts excavated from an eighteenth-century African Burial Ground (ABG) in lower Manhattan in 1991. After 10 years of research on these remains and materials, their reburial is imminent. Numerous federal, city, and private organizations, as well as the media, will be involved in the reconciliation of the remains and artifacts (which involves a comparison of the original inventory of remains and artifacts to those that are currently present in the repository), the temporary transfer of these remains and objects out of federal control, and their reburial in the very place from which they were unearthed. A reburial of this size and complexity requires procedures and protocols that outline planning issues, specific protocols to be used during the actual reconciliation and transfer, individual and organizational roles and responsibilities, and issues to be resolved. This planning document will serve to fulfill the needs of transferring such collections and to provide a set of guidelines in a single document for all those involved in the reconciliation and transfer of the remains.

Currently, the remains and artifacts are provided protection by the General Services Administration (GSA) under their cultural resource responsibilities as the land managing agency. These responsibilities are guided by several federal laws and regulations including the Antiquities Act of 1906, the National Historic Preservation Act of 1966, as amended, the Archaeological Resources Protection Act of 1979, and 36 CFR Part 79 (Curation of Federally-Owned and Administered Archeological Collections). To the best of our knowledge, the majority of remains and artifacts are currently housed at Howard University, Washington, D.C.; Artex Fine Arts Services, Landover, Maryland; and the Bowling Green Customs House, New York City. Additionally, samples from the human remains and associated site records are housed in various facilities (see Table 1).

Before transferring the remains and artifacts to the temporary custody of the Bronx Council on the Arts (BCA), and subsequently to government storage in New York City for reburial, certain procedures must be undertaken to ensure that GSA's responsibilities under federal laws and regulations are met. Documentation compiled and/or generated

Table 1.
Locations of African Burial Ground Collections

Facility	Human Remains	Burial Artifacts	Non-Burial Artifacts	Human Samples
University of Maryland				X
Howard University, D.C.	X	X		X
Bowling Green Customs House, NY		X	X	
Artex Fine Arts Services, D.C.		X		
College of William and Mary, VA				X
University of Oklahoma, Norman				X
Hampshire College, MA				X

during the reconciliation must be maintained until a final curation facility is designated. This protocol document outlines these procedures, defines responsible parties, and describes plans for the reconciliation and transport of the remains and artifacts as they make their way to their designated resting place. The plan is divided into three major sections: planning necessary prior to the reconciliation of the remains and artifacts; the actual reconciliation and transport of the remains and artifacts to the Bowling Green Customs House for storage before reburial; and post-reconciliation activities that must occur after the transfer is completed. Each section describes the major tasks of the Corps of Engineers, the BCA, and Howard University in the reconciliation and transfer of the remains and artifacts.

Reconciliation and Transfer of African Burial Ground Site Human Remains and Associated Artifacts

In anticipation of the reconciliation, transfer, and reburial of the remains and artifacts from the African Burial Ground, a vast array of details and tasks must be discussed and procedures must be drafted, tested, and finalized. The complexity of the task ahead, the involvement of various federal, private, and state agencies, and the size of the project require extensive planning and a recognition of the issues and problems that need to be resolved prior to moving the remains and artifacts.

A brief discussion of each major task (reconciliation, transfer, post-reconciliation activities) is outlined below.

The **reconciliation of remains and artifacts** involves a comparison of the original inventory of materials to those that are currently present. This ensures that all remains and artifacts associated with the burials that were originally excavated are accounted for and will be transferred for reburial. Planning for the reconciliation involves the following seven tasks:

1. locating and determining the disposition of pertinent associated documentation,
2. locating and determining the disposition of human remains samples and artifacts,
3. determining the flow of materials and records during the reconciliation process,
4. standardizing the reconciliation process,
5. identifying and planning security, staffing, and scheduling needs for the reconciliation procedures,
6. planning the disposition of original documentation currently housed at Howard University and any records created during this process, and
7. ensuring that the number of original coffins and coffin hardware that were destroyed on September 11, 2001 are identified.

The **transfer of the remains and artifacts** involves the packing of the material into coffins and the acceptance of temporary custody by the Bronx Council on the Arts. It also involves transport to the Bowling Green Customs House for temporary storage prior to reburial. Planning needs include the following:

1. determining the signatories for the temporary transfer receipt,
2. coordinating with the Bronx Council on the Arts,
3. determining the packing method of the coffins,
4. creating tracking methods for the packing and transport to ensure that all materials arrive at the temporary storage site, and
5. compiling all original and generated documentation and transferring these documents to a secure storage space until a long-term curation facility has been identified.

Post-reconciliation activities include those tasks required after the transfer of the materials to New York City, but prior to the reburial of the remains. These tasks include transferring receipt for the remains and artifacts back into federal control, compiling all documentation from the reconciliation procedures, and arranging storage in a safe location until a long-term curation facility has been identified. Because the documentation will be the only remaining data available on this process, it is imperative that it be maintained for both research and legal purposes. The Corps of Engineers, under a separate support agreement, currently is compiling data on all associated documentation from the African Burial Ground Project and making recommendations for its proper curation.

This protocol describes those general tasks associated with the permanent removal of archaeological collections from a long-term storage facility, as well as those tasks specific to removing and transferring the

**Reconciliation and Transfer of African Burial Ground Site
Human Remains and Associated Artifacts**

remains and artifacts to the African Burial Ground Site. Refer to Table 2 for the project timeline summary. There are obviously other tasks necessary to complete the reburial of the African Burial Ground remains. The reburial of the remains involves reinterring the coffins, placed in crypts, in a portion of their original resting place adjacent to 290 Broadway, New York City. Extensive planning is needed between numerous agencies for the reburial. These tasks involve the planning and implementation of all ceremonies and public affairs, security, construction necessary for the preparation of the reburial area, and other such tasks. Additional protocols need to be written that address these and all other tasks necessary for a successful reburial of this nature and size. These protocols need to include and define the roles of private institutions and city, state, and federal agencies involved in addition to addressing public affairs and security issues that may be necessary during the reconciliation and transfer of the remains as discussed in this protocol.

**Table 2.
Project Timeline Summary**

Task	Completion Date
Pre-Reconciliation	
Draft Planning and Protocol Document	17 March 2003
Time/Motion Study for Reconciliation/Transfer	17-21 March 2003
BCA SOP	11 April 2003
Final Planning and Protocol Document	15 May 2003
Photocopy Pertinent Records and Send to MCX Lab	1 June 2003
Reconciliation of Associated Artifacts	16-20 June 2003
Inventory Samples & Miscellaneous Remains	20 June 2003
Transfer All Materials for Reconciliation to HU	27 June 2003
GSA Transfer Coffins to HU	27 June 2003
All supplies delivered to HU	27 June 2003
Prepare Bowling Green Customs House for Receipt of Reconciled Coffins	1 July 2003
Reconciliation	
Reconciliation at HU	7-25 July 2003
Post-Reconciliation	
Transfer First Load of Reconciled Coffins to New York	19 July 2003
Transfer Second Load of Reconciled Coffins to New York	26 July 2003
Transfer HU & Reconciliation Documents to St. Louis	1 August 2003
Transfer BCA Documents to St. Louis	1 September 2003
BCA Transfer Crypt and Coffins Used in DC Ceremony to New York City	TBD

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Chapter 2

Pre-Reconciliation/Transfer

Chapter 2 discusses the planning, tasks, and pending issues that must be addressed prior to the reconciliation and transfer of the remains and artifacts.

2.1 Reconciliation Planning

2.1.1 Reconciliation/Transfer Forms

The federal government has a responsibility to care for the archaeological collections they manage and to maintain standards that ensure this care for the collections held in public trust even when those collections are transported outside their designated repository. The movement of any archaeological material from one location to another involves a series of tasks and, in turn, procedures to carry out those tasks. The procedures, as described in this document, ensure that pertinent collections are properly identified, that the preservation of collections is maintained, and that all collections arrive at their destination. Original documentation will be used to ensure that all materials to be re-interred are included in the reconciliation process. Standardized forms that identify collections to be moved, track the collections through the handling, packing, and transport, and identify the condition and content of collections before and after transit are an inherent part of these procedures. Additionally, standardized forms that track collections through the transfer process will serve to protect Howard University, GSA, and the Bronx Council on the Arts by providing a permanent record of the events and assuring concerned parties that all remains and artifacts from the African Burial Ground are reburied, while maintaining the standard of care and security afforded federally-managed archaeological collections.

Standardized forms designed specifically for the reconciliation and transfer process will be used by all parties. This will ensure that each set of remains and artifacts will be tracked through the entire process in an identical manner. A record will be produced that attests to the agreement of what materials were transferred and any discrepancies noted. Additionally, two independent confirmations of the reconciliation of the remains and/or artifacts are recorded on the Reconciliation Sheets. Reconciliation forms will assure GSA that all materials were transferred to the African Burial Ground for reburial or to the designated repository for long-term curation. In addition, temporary custody transfer receipts will be prepared and used to provide a record of responsibility for the coffins once the remains and artifacts are packed. Finally, it will be necessary to produce a Master Coffin Inventory that can be used when the coffins are placed in their crypts to ensure that all coffins are being reburied, and to maintain a permanent record of which coffins are in each crypt.

The following forms will be used for the reconciliation/transfer process.

1. Human Remains Reconciliation Sheet—This form will be used as a cover sheet to a copy of the original skeletal and dental inventory for each burial. On it, the recorder will summarize the results of the reconciliation for the skeletal remains and any discrepancies noted during the reconciliation. Additionally, signatories for Howard University and GSA will attest to the accuracy of the reconciliation on this sheet. This form will be produced on ivory colored paper to facilitate use.

2. Miscellaneous Human Remains Reconciliation Sheet—This form will be used as a cover sheet to an inventory, by storage location, of the human remains that could not be originally attributed to a specific burial. On it, the recorder will summarize the results of the reconciliation for the skeletal remains and any

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discrepancies noted during the reconciliation. Additionally, signatories for Howard University and GSA will attest to the accuracy of the reconciliation on this sheet. This form will be produced on pink colored paper to facilitate use.

3. Other Human Remains Reconciliation Sheet—This form will be used as a cover sheet to an inventory of the various other remains removed from each burial (e.g., human remains recovered from flotation samples, non-bone human remains, and frozen, or soft tissue remains). This form will be produced on grey colored paper to facilitate use.

4. Artifact Reconciliation Sheets—These forms will be used as cover sheets to an inventory of the artifacts for each burial. On them, the recorder will summarize the results of the reconciliation for the artifacts to accompany each set of remains and any discrepancies. Additionally, signatories for Howard University and GSA will attest to the accuracy of the reconciliation on these sheets. The forms will be produced on lavender colored paper to facilitate use. Two Artifact Reconciliation Sheets will be used—one at Artex and one at Howard University for the artifact reconciliation procedures at each location. The title indicates which materials are described on each form.

5. Temporary Transfer of Custody Receipt—This receipt will be used to document the coffin contents when the remains and artifacts are transferred temporarily to the care of the Bronx Council on the Arts prior to transport for reburial. It also documents the condition of the coffins both before and after transport to the reburial site. This form will be produced on light blue colored paper to facilitate use.

6. Coffin Inventory Checklist—This form will be used to track the burials as they are received from the Reconciliation Team. It will ensure that each burial is processed through the packing protocol according to size and will record the placement of coffins into bins. Additionally, this form will verify that each burial was placed into appropriate coffins, secured, and sealed. It will be produced on tan paper to facilitate use.

7. Daily Log Sheets—Daily Log Sheets will be used to monitor daily progress during the reconciliation and will track each burial through the process. This insures that all burials are reconciled. This form will be produced on green colored paper to facilitate use.

8. Reconciliation Checklist—This form will be adhered to the exterior of the document packet prepared for each burial. It is a summary form that will be completed by the Records Team as each burial is reconciled and packed. It is used to provide at-a-glance information on the status of each burial in the reconciliation process and also serves as an additional check that all forms are properly completed and signed by signatory authorities.

9. Bin Inventory—This form will track each coffin as it is placed in a bin. The checklist will be placed on the outside of each bin and will identify the contents. When bins are filled, the checklist will provide a record of transfer from GSA to BCA. This form will be photocopied on site as it is completed. The original Bin Inventory will be printed on white paper. From the signed original two photocopies will be produced: a copy on red paper will be placed inside each bin and another copy on yellow paper will be attached to the exterior of each bin.

**Reconciliation and Transfer of African Burial Ground Site
Human Remains and Associated Artifacts**

**African Burial Ground Project
Human Remains Reconciliation Sheet**

Burial Number _____

Date _____

Skeleton Number _____

Recorder _____

All Remains Accounted For

Discrepancy Noted (see below)

Cranial Bones

Cranium

Maxilla

Mandible

Upper Axial

Ribs

Vertebrae

Upper Axial Long Bones

Innominate

Hands

Feet

Lower Body Long Bones

Discrepancy Comments: _____

Discrepancy Reconciled

Howard University Representative _____

GSA Representative _____

**Reconciliation and Transfer of African Burial Ground Site
Human Remains and Associated Artifacts**

**African Burial Ground Project
Miscellaneous Human Remains Reconciliation Sheet**

Drawer Number _____

Date _____

Recorder _____

All Remains Accounted For

Discrepancy Noted (see below)

Discrepancy Comments: _____

Discrepancy Reconciled

Howard University Representative _____

GSA Representative _____

**Reconciliation and Transfer of African Burial Ground Site
Human Remains and Associated Artifacts**

African Burial Ground Project
Other Human Remains Reconciliation Sheet

Burial Number _____ Date _____

Skeleton Number _____
Recorder _____

All Remains Accounted For

Discrepancy Noted (see below)

Discrepancy Comments: _____

Discrepancy Reconciled

Howard University Representative _____

GSA Representative _____

**Reconciliation and Transfer of African Burial Ground Site
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**African Burial Ground Project
Artifact Reconciliation Sheet—HOWARD UNIVERSITY**

Burial Number _____

Date _____

Skeleton Number _____

Recorder _____

All Artifacts Accounted For

Discrepancy Noted (see below)

Discrepancy Comments: _____

Discrepancy Reconciled

Howard University Representative _____

GSA Representative _____

**Reconciliation and Transfer of African Burial Ground Site
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**African Burial Ground Project
Artifact Reconciliation Sheet—ARTEX**

Burial Number _____ Date _____

STORED IN ARTEX BOX #: _____

Skeleton Number _____ Recorder _____

All Artifacts Accounted For

Discrepancy Noted (see below)

Discrepancy Comments: _____

Discrepancy Reconciled

ARTIFACT RECONCILIATION AT ARTEX

Howard University Representative _____ Date: _____

GSA Representative _____ Date: _____

RECONCILIATION AT HOWARD UNIVERSITY

PRESENCE CONFIRMED:

Howard University Representative _____ Date: _____

GSA Representative _____ Date: _____

**Reconciliation and Transfer of African Burial Ground Site
Human Remains and Associated Artifacts**

**African Burial Ground Project
Temporary Transfer of Custody Receipt**

Coffin Number _____

Burial Number _____

Date _____

Signatures below indicate that all reconciled items have been delivered to and accepted by the Bronx Council on the Arts for packing and transfer.

Transfer From:
General Services Administration

Transfer To:
Bronx Council for the Arts

Date Released: _____

Date Received: _____

Authorized Signature:

Authorized Signature:

Official Title: _____

Official Title: _____

Additional Comments:

**Reconciliation and Transfer of African Burial Ground Site
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**African Burial Ground Project
Coffin Inventory Checklist**

	Burial No.	Date	Coffin Type	Packer Assigned	Bin #	BCA Initials	GSA Initials
1							
2							
3							
4							
5							
6							
7							
8							
9							
10							
11							
12							
13							
14							
15							
16							
17							
18							
19							
20							

**Reconciliation and Transfer of African Burial Ground Site
Human Remains and Associated Artifacts**

**African Burial Ground Project
Reconciliation Checklist**

Burial Number

Date: _____

All Remains Accounted for

Discrepancy Resolved

Initials: _____

All Artifacts Accounted for

Discrepancy Resolved

Initials: _____

Delivered to Packing Team

Initials: _____

Custody Transferred

Initials: _____

**Reconciliation and Transfer of African Burial Ground Site
Human Remains and Associated Artifacts**

**African Burial Ground Project
Bin Inventory**

BIN NUMBER

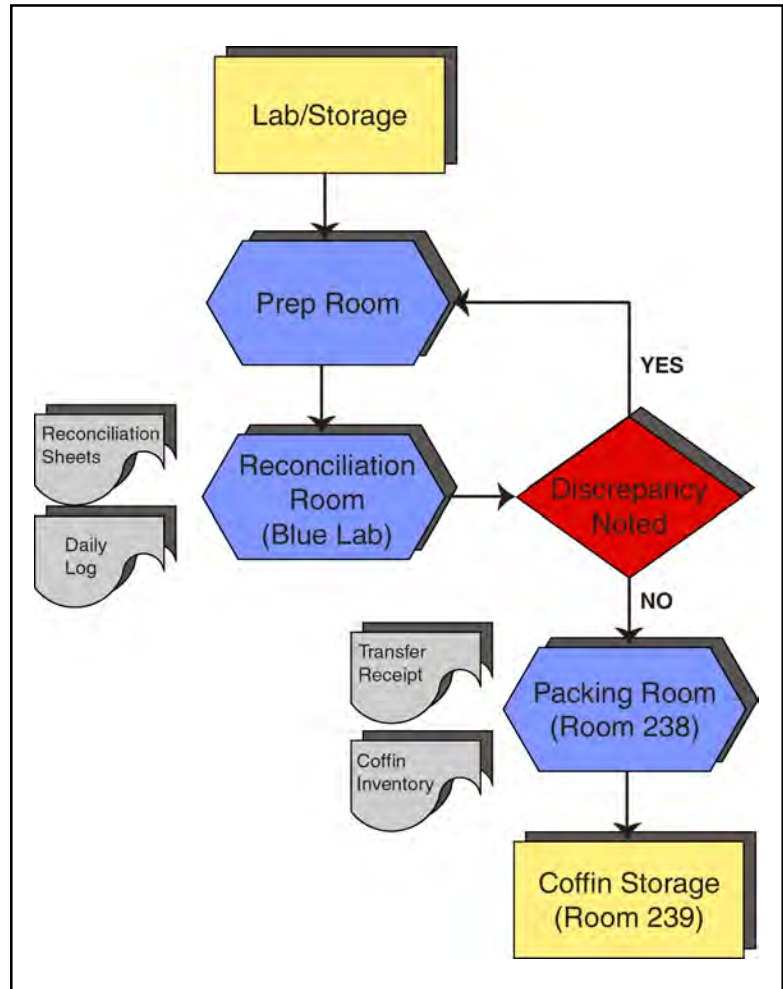
Item Count	Burial No.	Consol. Date	Coffin Type	Init.	SEALED BY		Date		
					Item Count	Burial No.	Consol. Date	Coffin Type	Init.
1					9				
2					10				
3					11				
4					12				
5					13				
6					14				
7					15				
8					16				

Transfer From: Bronx Council on the Arts	Transfer To: General Services Administration
Date Released:	Date Received:
Authorized Signature:	Authorized Signature:
Official Title:	Official Title:
Condition: Intact Damaged Missing	Condition: Intact Damaged Missing
Describe Condition if Not Intact:	

2.1.2 Flowchart of Reconciliation Process

A flowchart of the reconciliation process (Figure 1) gives a visual representation of the flow of remains and artifacts from storage to placement in the coffins (Figure 2). A preparatory room will be used to coalesce and assemble the remains, artifacts, and records for each burial onto carts (Figure 3). The burials will then be taken to the reconciliation room, where the burials will be reconciled by one of four Reconciliation Teams (Figure 4). All applicable reconciliation sheets will be completed at this time. Should a discrepancy be noted in the contents of the remains, samples, and/or artifacts, it will be reevaluated by members of the Prep Team. If no discrepancies are noted, the burial will be sent to the packing room where it will be placed into an individual coffin (Figure 5), and then to temporary storage while it awaits transport (Figure 6). Daily Logs will be maintained; Temporary Transfer of Custody Receipts and Coffin Inventory Sheets will be completed during packing.

Figure 1. African Burial Ground Project Reconciliation Flowchart



2.1.3 Ground Rules

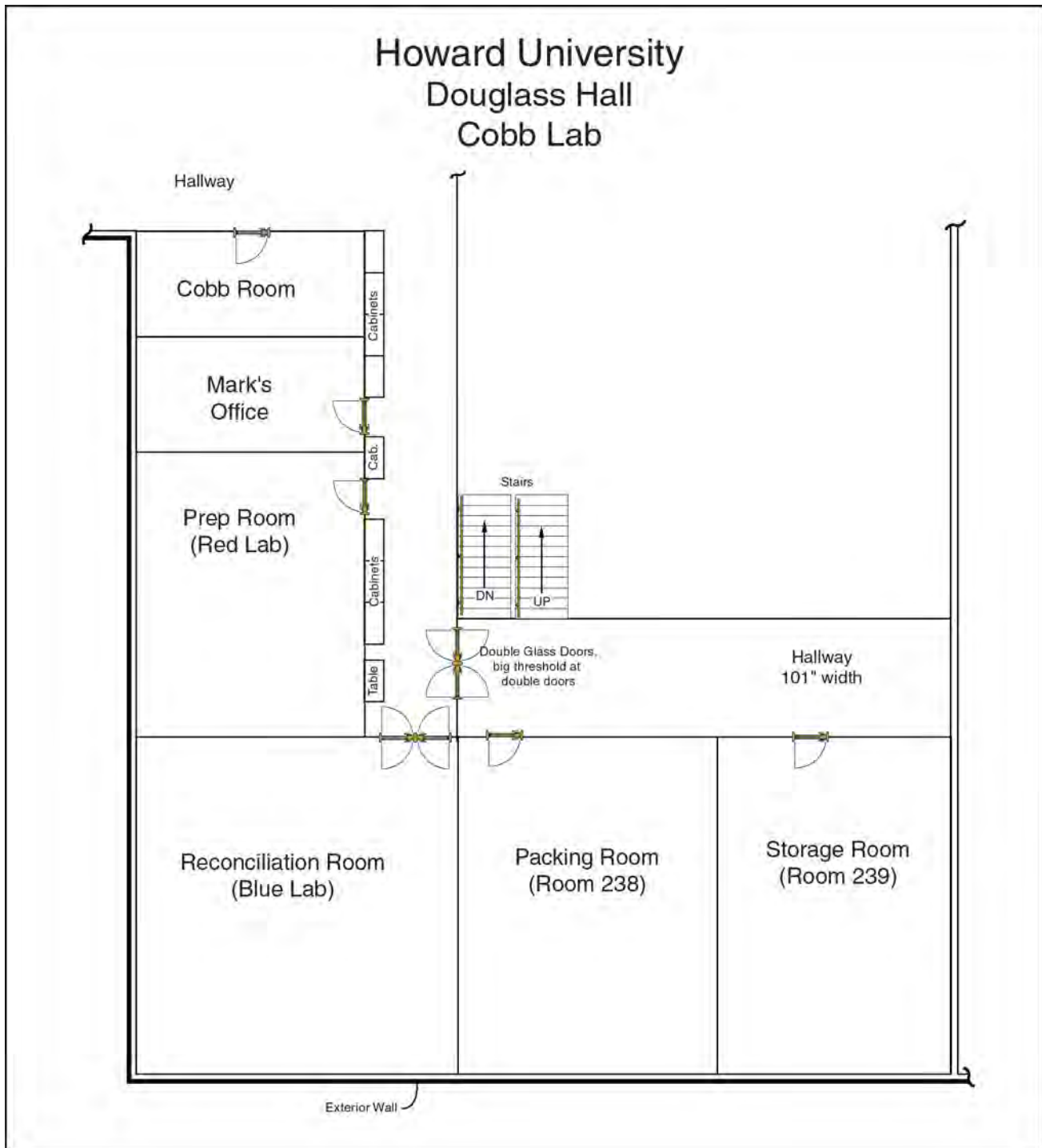
A set of ground rules for participants in the reconciliation/transfer and also for any observers will assure that everyone is reminded of the procedures and protocols and will provide the observers with a list of allowable actions. These may include protocols that specify what kinds of equipment can be used near the remains, specific rooms that are restricted, work day schedules, or restrictions of food in specific rooms. Ground rules were developed in conjunction with Howard University and the Bronx Council on the Arts.

2.1.4 Associated Artifacts, Flora, and Fauna

Associated artifacts that will be reburied with the remains must be identified, reunited with each individual burial, reconciled, and then packed for transfer with the skeletal remains. Different artifacts are currently housed in three locations: Artex Fine Arts Services, Howard University, and the Bowling Green Customs House. Artifacts at Artex consist of burial goods that were with the individual at the time of interment (e.g., buttons, beads, shroud pins, jewelry). These artifacts will be reconciled prior to the skeletal remains reconciliation, then transferred to Howard University to be reunited with the burials during the reconciliation/transfer. The artifacts at Howard University, which will be reconciled at the same time as the skeletal remains, consist of floral and faunal remains, inorganic artifacts, and frozen artifacts (with frozen tissue samples). Artifacts at the Bowling Green Customs House consist of soil samples and original coffin fragments and coffin hardware (the fragments from approximately 50 burials were destroyed on September 11). The decision on whether the original coffins and hardware will be reburied still needs to be made, following consultation with the descendant community and regulatory agencies. If they are to be reburied, they will be transferred to

Reconciliation and Transfer of African Burial Ground Site
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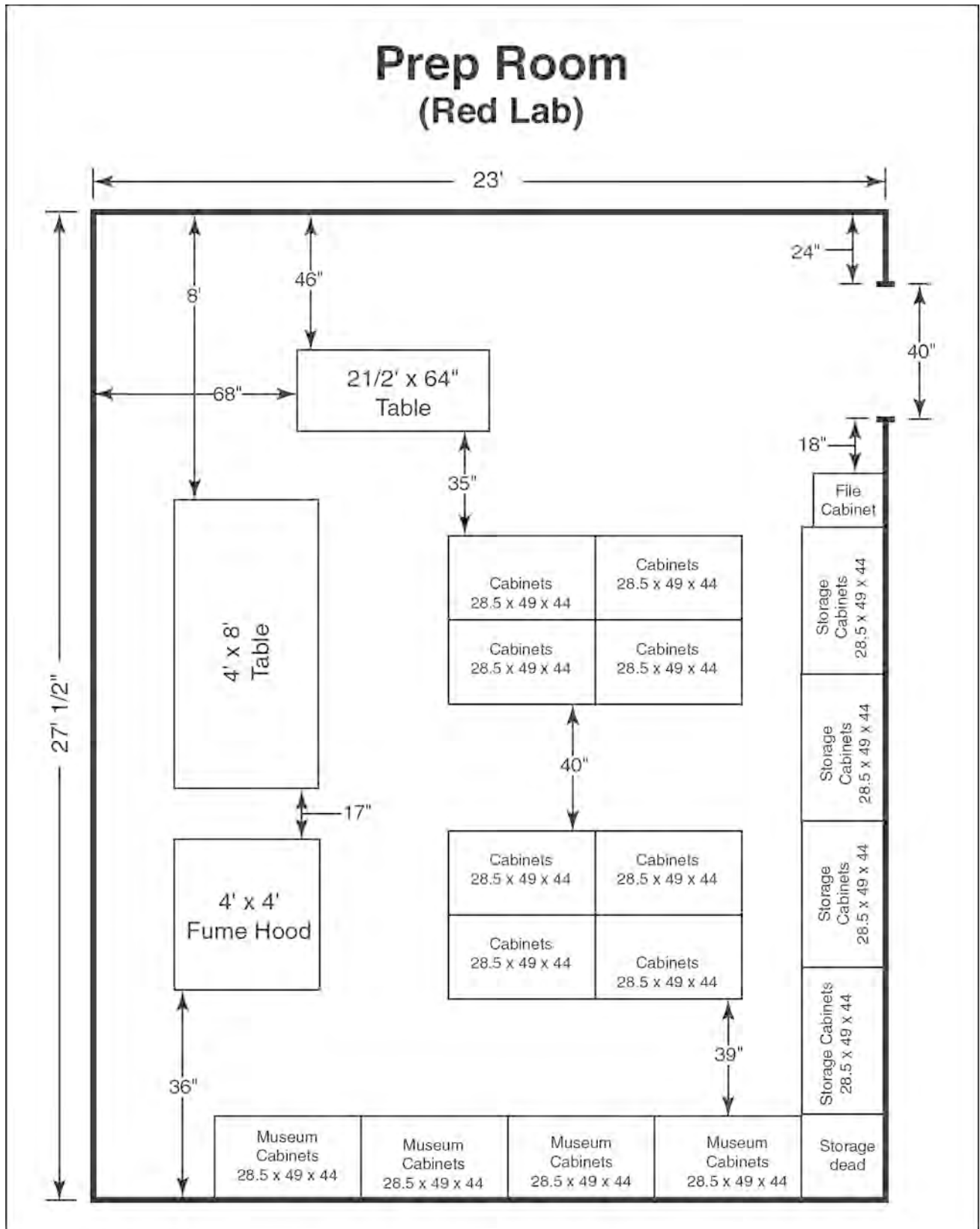
Figure 2. Cobb Laboratory at Howard University Floor Plan



*Floor plans for rooms in Douglass Hall at Howard University to be used for the Reconciliation Procedures.

**Reconciliation and Transfer of African Burial Ground Site
Human Remains and Associated Artifacts**

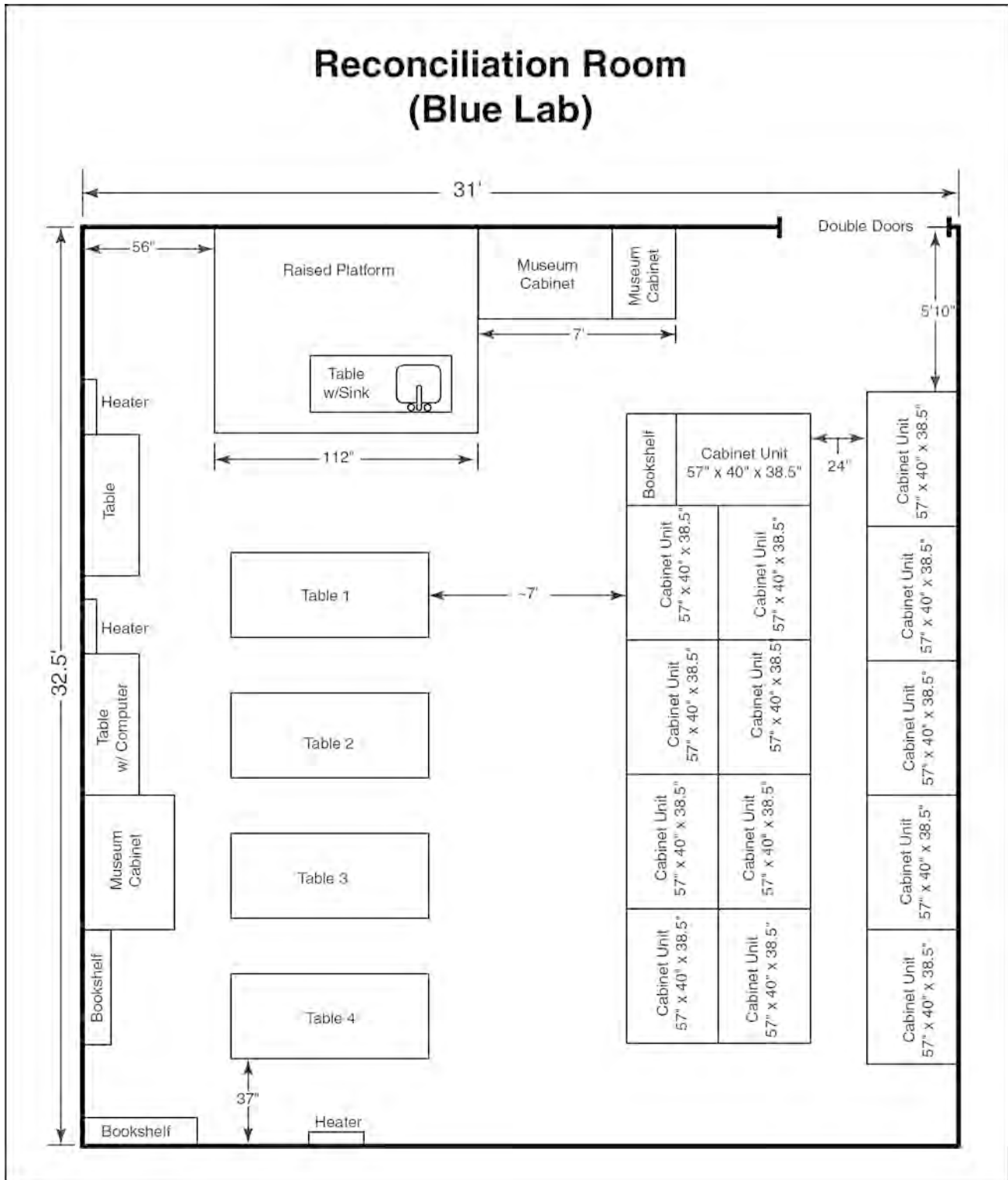
Figure 3. Prep Room (Red Lab) Floor Plan



*The Red Lab will be used as the Preparation Room during the reconciliation procedures.

**Reconciliation and Transfer of African Burial Ground Site
Human Remains and Associated Artifacts**

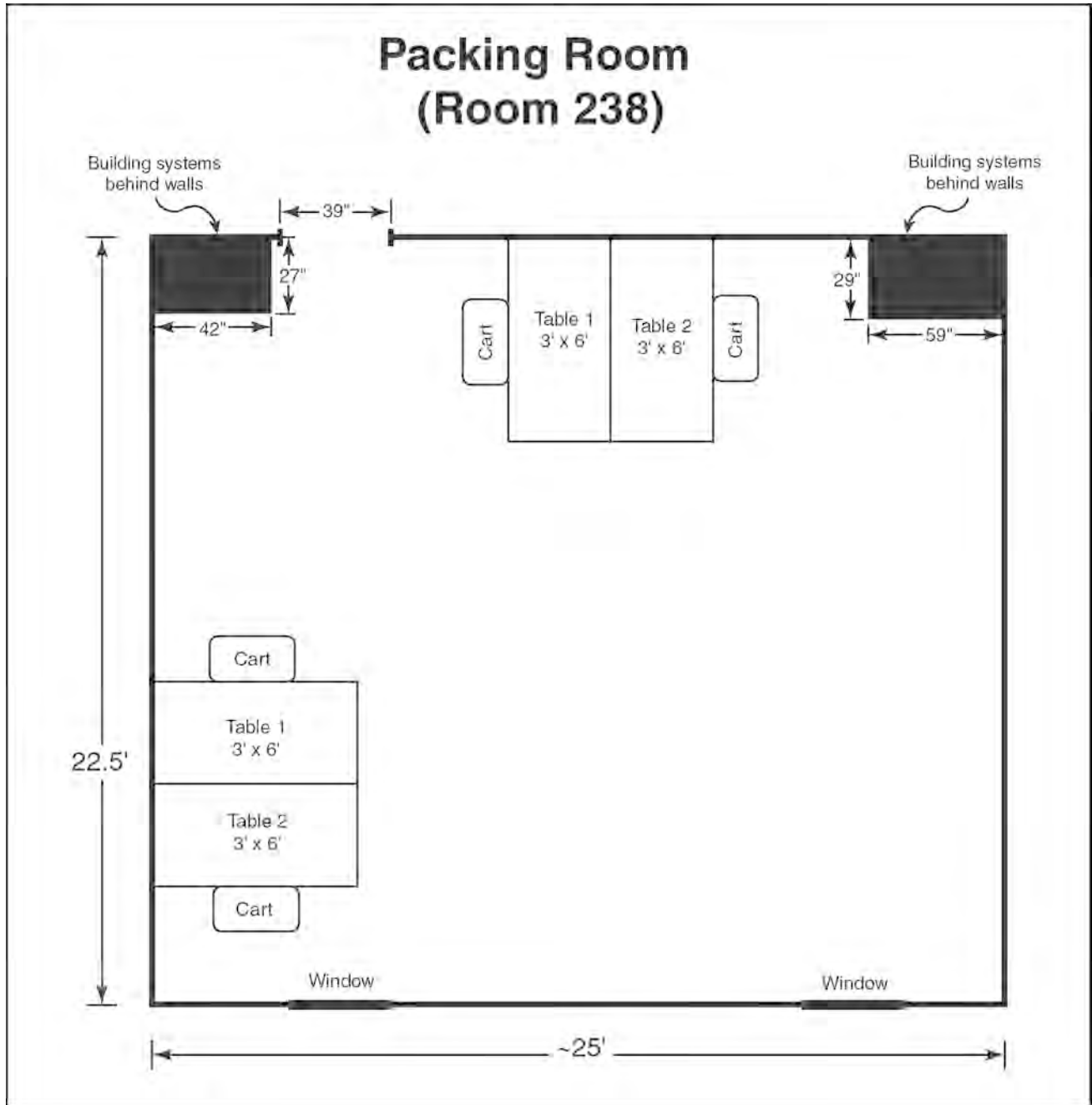
Figure 4. Reconciliation Room (Blue Lab) Floor Plan and Configuration



*The Blue Lab will be used as the Reconciliation Room during the reconciliation procedures.

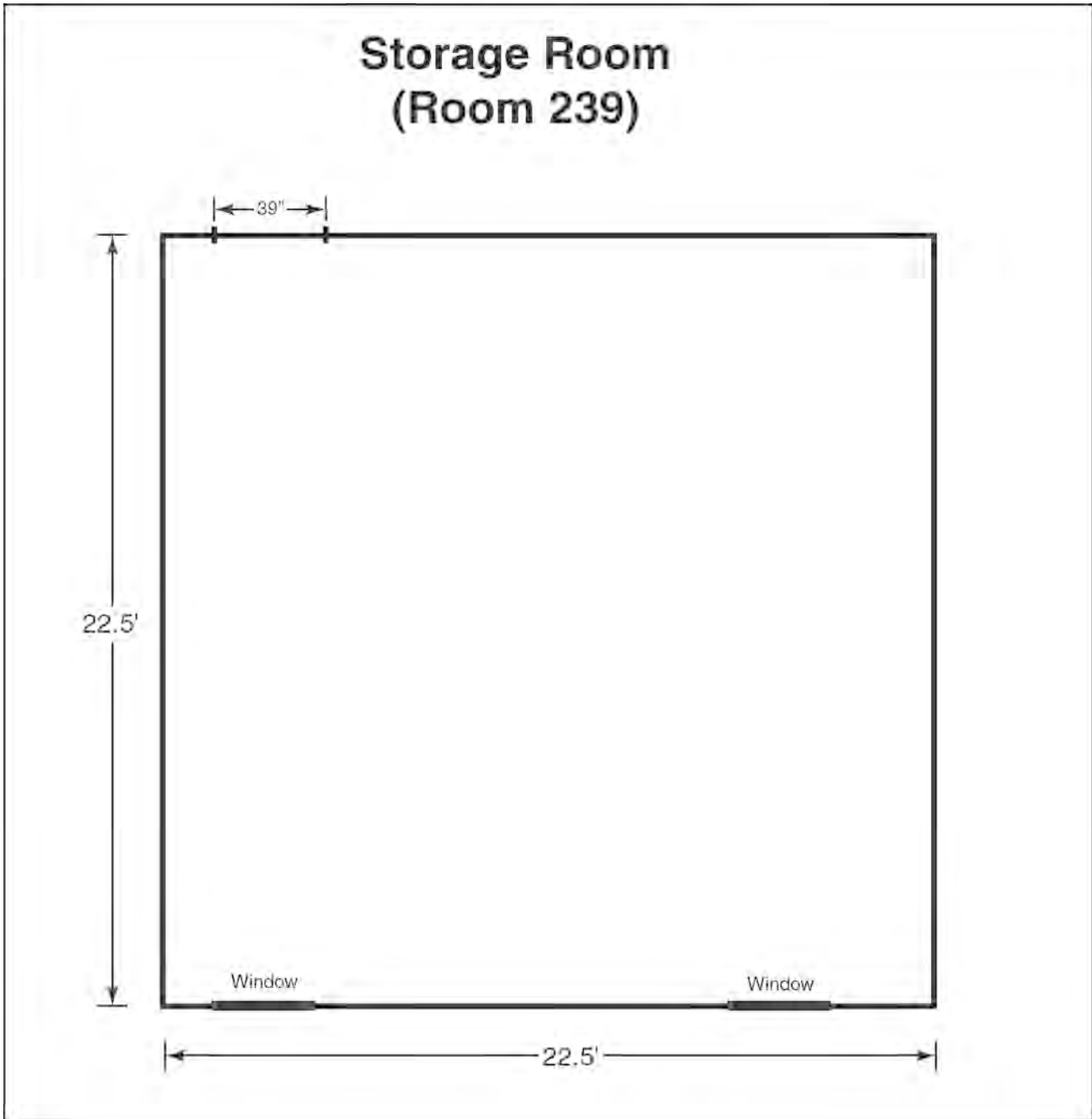
Reconciliation and Transfer of African Burial Ground Site
Human Remains and Associated Artifacts

Figure 5. Packing Room (Room 238) Floor Plan and Configuration



*Classroom 238 will be used by BCA as the Packing Room during the reconciliation procedures.

Figure 6. Storage Room (Room 239) Floor Plan



*Classroom 239 will be used by BCA for storage of bins prior to loading the truck for transfer.

Howard University for reconciliation with the skeletal remains. Ideally, soil samples will be placed in the ground at the time of reburial, pending consultation with the descendant community and the regulatory agencies.

2.1.5 Samples

In order to successfully transfer the African Burial Ground burials, all remains, including those removed for sampling, need to be identified and located, and their inclusion in the reburial discussed. A general policy considering all samples as part of the skeletal remains collection should be standard. Samples are currently in several locations and were removed from the original burials due to a variety of reasons to accommodate analysis (see Table 1). The original skeletal inventory describes the remains before samples were taken. The reconciliation process for the skeletal remains must take this into account. Due to this fact, a current inventory (post-analysis) of all remains or samples removed from each burial must be created or identified.

DNA

The available records indicate that 248 DNA samples were removed by Howard University from 248 burials from various skeletal elements, mostly rib and long bones.

Curation

The available records indicate that curation samples were removed by Howard University from 182 burials. These samples were retained as a reference sample for future analysis.

Bone Chemistry

The available records indicate that 77 samples were taken by Howard University for bone chemistry analysis from 77 burials, all from either the left or right femur.

Histology and Histomorphology/Bone Geometry

Two inventories of samples are present in the information provided by Howard University: Histology and Histomorphology/Bone Geometry. Samples were taken from 167 burials from the right and left femora and the right humerus for histology, histomorphology, and bone geometry studies. In many instances, samples were removed from several bones in each burial.

Dental Samples

The number of teeth extracted and sent to research destinations needs to be determined. It appears from the documents available that approximately 1220 teeth from 287 burials were sent for analysis by Howard University.

2.1.6 Miscellaneous Human Remains

Miscellaneous remains consist of human remains from the site not attributed to a specific burial. The miscellaneous remains include 36 drawers of fragmented material currently stored in the Cobb Room in Douglass Hall at Howard University. These materials will be reconciled on a drawer level and each drawer's contents will be placed into a single coffin (i.e., 36 drawers will require 36 coffins) for reburial.

2.1.7 Biohazardous Human Remains

Burials that were contaminated with mold biohazards were identified and located prior to the reconciliation (Burials 19, 48, 50, 52, and 211). The biohazard associated with these remains has been mitigated. The remains from these burials will be reconciled utilizing the same procedures outlined for the Human Remains; no special treatment or procedures for these materials is necessary or will be implemented.

2.1.8 Other Human Remains

In addition to those remains already discussed, a third category of remains exists that must be considered and reconciled. This category has been termed “Other Human Remains” and includes human remains recovered from heavy and light flotation (small fragments of human bone recovered from washed and processed soil), non-bone human remains (i.e., mostly organic materials that did not require freezing), and some organic samples (i.e., soft tissue and other organic materials) that have been frozen.

Human Remains Recovered from Flotation Samples

Human remains from 94 burials are present in the flotation collection furnished by Howard University.

Non-Bone Human Remains

Non-bone organic materials (e.g., hair) that did not require freezing are included in the materials to be reconciled.

Frozen (i.e., Soft Tissue) Human Remains

Soft tissues (hair, frozen tissue, etc.) are located at Howard University. In several instances, small burial artifacts are included in the material.

2.1.9 Time/Motion Study

Prior to the finalization of the planning and protocol document, a time/motion study of the reconciliation and transfer procedure was completed. This time/motion study included a mock reconciliation of the remains and artifacts to be transferred and involved all necessary team members. The time/motion study was accurately estimated to take three on-site working days to complete. Additionally, members of the Bronx Council on the Arts were present to complete a mock packing and transfer of the remains and artifacts. This included secondary packing and truck loading and unloading exercises. An estimate of one day was predicted for this mock event. Protocols were adjusted by GSA following these time/motion studies. Including time allocated for travel to and from the site, the time/motion study was conducted over a five day period.

Four BCA members were present at the time/motion study. Following the study, the Bronx Council on the Arts provided information detailing the methods and protocols to be used in the packing and transportation phase (see Chapters 3 and 4). Additionally, BCA provided the standard forms and applicable instructions their personnel will use during the reconciliation procedures.

2.1.10 Reconciliation Discrepancy Resolution

A discrepancy exists when an element or item that was recorded as present on the original inventory is not present at the time of the Reconciliation Procedures. Should a major discrepancy occur in the reconciliation of the remains or artifacts, a reconciliation discrepancy plan should be in place as part of the reconciliation process to resolve the discrepancy and to serve as documentary evidence of this process. The reconciliation sheets used during the reconciliation process will be used to record the discrepancy. The plan will involve a predictable, standard process that involves representatives from GSA, Howard University, and the Bronx Council on the Arts.

2.2 Transfer Planning

Prior to the reconciliation procedures, it will be necessary to set up storage of the empty coffins in one of the classrooms located in Douglass Hall at Howard University. Tracking procedures must be developed to track the physical location of the reconciled coffins during the packing and transfer phases of the procedures. During the transfer procedures it will be necessary to temporarily transfer custody of the reconciled coffins from federal custody to the agency responsible for the physical transfer. Once the coffins are delivered to their storage location in New York City, custody will then be transferred back to the federal government. It will also be necessary to set up storage units in the temporary storage facility in New York City (i.e., the Bowling Green Customs House) prior to the delivery of the reconciled coffins.

Bronx Council on the Arts

The mission of the Bronx Council on the Arts Development Corporation (BCADC) is to develop and implement arts/culture-related ventures that promote services and initiatives that directly benefit residents of the Bronx. Created by Bronx Council on the Arts in 1997, the BCADC has provided invaluable service to New York's fine arts and cultural industry. The personnel assigned to the African Burial Ground Project are professional art handler technicians and experienced graduates and instructors in the BCADC Fine Arts Technical Training Programs. Their principal role in the African Burial Ground Project is that of expert labor to pack and transport the reconciled human remains and artifacts at Douglass Memorial Hall on the Howard University campus and to deliver them complete and intact to GSA custody at the Bowling Green Customs House in New York City.

Bronx Council on the Arts participated in the Phase I Preliminary Preparation for the reinterment of remains and associated artifacts for the GSA African Burial Ground Project during July and August of 2001. Their participation in this Phase II Preparation for Final Re-interment mirrors Phase I in most aspects.

Planning for the packing and transfer of the remains begins with preparing the empty classrooms for the storage of coffins, commercial bins, and packing supplies, as well as for the packing, reconciliation, and transfer process at Douglass Hall Rooms 238 (DH238) and 239 (DH239) and the Bowling Green Customs House. The shipment of empty coffins to Howard University will take place once DH239 has been prepared.

2.3 Associated Site Documentation

Once the burials have been re-interred, the original documentation and any documentation generated during the reconciliation procedures represent the only extant data documenting this effort. All original documents, including notes, forms, data sheets, and photographs produced as a result of the scientific investigations, are the property of GSA. Under a separate support agreement, the Corps of Engineers has been tasked with locating and identifying all associated documentation from the African Burial Ground Project and making recommendations for the proper care and long-term curation of this material. Some of the original documentation, however, will be required for the reconciliation procedures. Howard University currently houses photographic materials, as well as a series of "burial files." The "burial files" will be the primary source of data used for the reconciliation of both the skeletal elements and the various samples removed from the burials. Copies of the initial skeletal and dental inventories will be used during the reconciliation procedures and the original "burial files" will be available for consultation during the reconciliation. Howard University's team of archaeologists will provide information on the burial artifacts to the Corps of Engineers prior to the reconciliation procedures.

Howard University personnel are responsible for ensuring that legible copies of original documents necessary for the reconciliation procedures are produced. These materials will then be transferred to the Corps' laboratory in St. Louis where they will be assembled for use in the reconciliation/transfer procedures.

A "packet" for each burial will be created at the Corps of Engineers, St. Louis District lab. The packet will be created by using an accordion file with folded flap security. Additional security will be provided by a Velcro closure. Accordion files will be used to ensure that all documentation from a single burial is centrally located, secure, and readily identified. Each accordion file will have a Reconciliation Checklist, printed on an adhesive backed form, attached to the exterior of one side. The Reconciliation Sheet will ensure that it is immediately apparent where the burial is in the reconciliation/transfer process. A computer-generated label recording the burial number in large, legible typeface will be placed on the exterior flap of the accordion file. This will ensure that the Reconciliation Teams can readily identify appropriate burial documentation for the burial they are reconciling. The use of an exterior label will save time during the reconciliation/transfer procedures as well as lessen damage caused by handling the documents.

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Each packet will, minimally, contain the following items:

1. Copies of original inventories and documents to be used during the reconciliation/transfer procedures.
2. New reconciliation forms and other documentation identified in this protocol.
3. Designated space within the accordion file available to accommodate the inclusion of Howard University's "burial file" contents.

Once the packets have been created, they will be arranged physically by burial number in boxes until the time of the reconciliation/transfer. At that time, the boxes will accompany Corps of Engineers' personnel to Howard University for use in the reconciliation/transfer procedures. These records will be the primary scientific legacy of this program and as such require immediate attention.

Chapter 3

Reconciliation Procedures

The reconciliation and temporary transfer of remains and artifacts prior to reburial will take place at Howard University in July 2003. The Corps of Engineers, as GSA's representative, will conduct the reconciliation of the remains and artifacts with staff from Howard University. The reconciliation will consist of a comparison of the remains, samples, and artifacts to be transferred for reburial to the original inventory of these items to ensure that all remains and artifacts are included. Any discrepancies encountered will be resolved by Corps of Engineers and Howard University staff during the reconciliation procedures. The remains and artifacts will then be shrouded and placed into coffins by BCA staff members. Each coffin, once packed, will be sealed and stored in one of the classrooms in Douglass Hall until it is loaded onto a truck for transfer to New York City. As the contents of each burial are delivered to BCA staff for packing, a temporary receipt of custody will transfer custody of the reconciled coffins to the possession of BCA, who will bear the responsibility of transporting the coffins to New York for reburial. All documentation compiled and completed during the reconciliation/transfer process will be retained by the Corps of Engineers until the reburial ceremony is complete. The coffins will be transferred by the Bronx Council on the Arts to New York City, accompanied by the Corps of Engineers (representing GSA), where custody will once again be returned to GSA at the Bowling Green Customs House.

Because of their varying locations, artifacts associated with the African Burial Ground will be reconciled at two different times. Burial objects (e.g., beads, buttons, shroud pins, jewelry) are currently housed at Artex and will be reconciled during a separate reconciliation in June 2003. These items will be transported to Howard University prior to the July 2003 reconciliation so they can be associated with each individual burial. Artifacts (i.e., flora, fauna, inorganic, and frozen) at Howard University will be reconciled with the rest of the remains during the July 2003 reconciliation. Original coffin fragments and hardware will be transported from the Bowling Green Customs House to Howard University for reconciliation with the remains during the July 2003 reconciliation, if it is determined by the descendant community and regulatory agencies that these materials are to be reburied.

3.1 Ground Rules

Several ground rules were discussed and accepted by all participants for use during the reconciliation procedures. The ground rules are provided below and also will be posted in the Cobb Lab as a quick reference. Additions to the ground rules may be made during the reconciliation procedures, if necessary, and must be agreed to by all parties involved.

1. All team members will respect others and treat them as they would like to be treated.
2. Work conditions will be crowded. All team members will please keep this in mind and be aware that others may be chemically sensitive (i.e., please refrain from using heavy perfumes, colognes, or other possible irritants).
3. All human remains must be treated with respect.
4. The work day begins at 8:00 a.m.
5. All team members will complete their last current task by the end of the day before departing.

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6. The target end time for each day is 3:30 p.m. All teams will be out of the building by 4:00 p.m.
7. Richard Sigmund (BCA) is the site supervisor for the packaging of the remains.
8. Michael Trimble (Corps) is the site manager for the reconciliation of the remains.
9. Lunch breaks will be coordinated by the site manager.
10. Carts with remains should not be left unattended.
11. Only one cart should be at the end of a reconciliation table at one time.
12. Do not enter a door that is alarmed. This is denoted by a red light on the door alarm.
13. Close the main entrance door to the Cobb lab when it is not in use.
14. Dress code is casual.
15. No food is allowed in the labs. Drinking is allowed away from the remains. Only closed containers are allowed.
16. Noise levels should be kept at a reasonable level at all times.

3.2 Security

Security measures will be provided by Howard University.

3.3 Reconciliation/Transfer Teams

Representatives from the Corps of Engineers and BCA will team up with representatives from Howard University to perform the reconciliation and temporary transfer of custody process. Several teams, as outlined below, will be necessary to complete the entire process.

Prep Team

A Prep Team, consisting of a Howard University representative knowledgeable of the lab storage area and the African Burial Ground collection, and an assistant, will prepare each burial and all associated artifacts and samples for transfer to the reconciliation room. This will involve ensuring that all remains and artifacts associated with a particular burial are located and placed on the cart in a safe manner. A member of the Prep Team should keep track of the burials that are prepared and sent for reconciliation each day. A member of the Records Team shall move each cart to a Reconciliation Team, ensuring the appropriate document packet accompanies the materials.

Reconciliation Teams

Four Reconciliation Teams, consisting of one government representative and one Howard University representative each (eight individuals total), will occupy one room. Adequate table space for each team to perform the reconciliation of remains and artifacts will be required. Each team shall be composed of members who are knowledgeable in human osteology. Each team shall perform the reconciliation by comparing the original skeletal and dental inventory, accounting for samples taken, to the remains that were received from the Prep Team. Additionally, the team shall verify that all associated artifacts accompany the remains. The Reconciliation Team shall remove all plastic bags or other non-biodegradable containers. The Reconciliation Sheets shall be completed by each team (Dr. Michael Trimble of the Corps of Engineers shall be the signatory for GSA and Mr. Mark Mack shall be the signatory for HU), after which a member of the Records Team will move the burial to the packing room.

Packing Team

A Packing Team, consisting of representatives from the Bronx Council on the Arts, shall shroud the remains and place the shrouded remains and artifacts in the coffins. When the Packing Team accepts the cart with the reconciled remains on it, custody will be temporarily transferred to BCA until the reconciled coffins are

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accepted at the storage location in New York City. Ms. Kim Hamilton-Shakir will be the signatory authority for BCA and Ms. Natalie Drew will be the signatory authority for GSA. Once packed, the Packing Team will seal each coffin using bookbinders tape and attach a respective burial number tag to a temporary location on the coffin (the seal). The coffins will then be loaded into commercial bins (provided by BCA), which will be further sealed by a strip band as each bin is filled. BCA will maintain an inventory of all coffins contained in each commercial bin. An inventory of each bin sealed and placed for temporary storage in an assigned room will be maintained by the Packing Team each day. The Packing Team also will be responsible for placing the bins onto trucks for transport after all remains and artifacts have been reconciled, as well as for their unloading at the New York City storage location.

Records Team

The Records Team will be responsible for coalescing all associated documentation prior to the reconciliation/transfer and preparing it for the reconciliation/transfer process. One Records Team, comprised of two people, will monitor and control the associated documentation flow and move burials from one station to another during the reconciliation and transfer of the remains and artifacts. Additionally, the Records Team will be “runners” for the other teams for any necessary tasks or errands, including retrieving GSA and Howard University representatives for signatory tasks. A third member of the Records Team will be responsible for compiling all documentation for each burial once custody has been temporarily transferred to BCA. After the reconciliation process is complete, the Records Team will assume custody of the documentation until final disposition has been determined.

Swing Teams

In addition to the above teams, a team composed of both Howard University and government representatives will be available to relieve other team members for breaks and lunch, and to assist where necessary. At least two members of this team shall be knowledgeable in human osteology. Swing team members also will be available to move carts from one room to another.

3.4 Roles and Responsibilities

Roles and responsibilities of agencies and personnel are outlined below.

Agencies

Howard University

Howard University is responsible for providing access to the remains and artifacts and for providing space in which to conduct the reconciliation and packing. Also, security during the reconciliation and packing shall be provided by Howard University. The University is responsible for storing the remains and artifacts until they are transferred for reburial, and is responsible for providing adequate representatives to staff all teams during the reconciliation/transfer. Finally, Howard University staff will make legible copies of all original skeletal inventories and transfer them to the Corps lab in St. Louis so the document packets can be prepared prior to the reconciliation procedures.

GSA

GSA will maintain policy and contract oversight of the African Burial Ground Project, and will coordinate with Dr. O. Jackson Cole and Dean James Donaldson at Howard University.

Corps of Engineers

Staff from the Corps of Engineers will be responsible for, participate in, and oversee all aspects of the reconciliation and transfer process of the burials to the Bronx Council for transport to the reburial site. They will be present at the storage location in New York City in order to inventory the coffins as they are delivered and returned to federal control. They will be responsible for proper management and handling of all original records and documentation generated during the reconciliation process.

Bronx Council on the Arts

Bronx Council on the Arts will be responsible for packing and transporting the reconciled human remains and artifacts at Douglass Memorial Hall, complete and intact, to GSA custody at the Bowling Green Customs House, New York City. The packing phase of the project is administered by the Bronx Council on the Arts Development Corporation (BCADC) under the auspices of the Bronx Council on the Arts.

Principal Staff

Kim Hamilton-Shakir

BCADC will be administered by Kim Hamilton-Shakir, who will oversee all BCADC operations, hire contractors and subcontractors necessary for transportation operations, and maintain all formal communications with GSA and the Army Corps of Engineers. Ms. Hamilton-Shakir serves on the BCADC Plans and Studies Group. She is the signatory authority for BCA.

Robert Croker

Robert Croker, functioning as BCADC Technical Representative, is in charge of designing and supervising the technical planning of the project, including coordination of all technical, material, logistic, and subcontract services. Mr. Croker serves as a member of the BCADC Plans and Studies Group.

Richard Sigmund

Mr. Sigmund is the Washington Site Supervisor. He has supervisory authority at the Douglass Hall site. Mr. Sigmund is a member of the BCADC Plans and Studies Group.

Dr. Michael Trimble

Dr. Trimble, as technical project manager, will be responsible for oversight of all aspects of the reconciliation and transfer of burials to the Bronx Council on the Arts. In addition, Dr. Trimble or his designated representative will exercise operational control of all aspects of this process. He will be responsible for and monitor the progress of the burials through the reconciliation process and will act as signatory on the reconciliation sheets. He will act as site manager for the Reconciliation Room. Dr. Trimble is the signatory authority for the government.

Mark Mack

Mr. Mack will serve as the primary Howard University representative during the reconciliation/transfer process. He will also direct the Prep Team and participate in the reconciliation discrepancy process. He will coordinate all Howard University issues with Dr. Trimble. Mr. Mack is the signatory authority for Howard University.

Kristen Marino

Ms. Marino will oversee the reconciliation of all associated artifacts. In this capacity, she will coordinate all artifact issues with Dr. Trimble. She also will be a member of one of the Reconciliation Teams.

Rhonda Lueck

Ms. Lueck will oversee the reconciliation of the skeletal remains. In this capacity, she will coordinate all skeletal issues with Dr. Trimble. She also will be a member of one of the Reconciliation Teams.

Natalie Drew

Ms. Drew will oversee the management and compilation of all original documentation and of all records produced during the reconciliation and transfer of the burials. She also will serve as the project archivist and will be responsible for collating all site documentation. In this capacity, she will coordinate all records issues with Dr. Trimble. She will be a member of the Records Team and signatory authority on the Temporary Transfer of Custody Receipts and Bin Inventories.

3.5 Work Assumptions

The reconciliation and packing of the 408 burials (i.e., all applicable human remains and artifacts) for transport will be time consuming. It is estimated that one burial will take an average of one hour to be reconciled. Assuming that four reconciliation teams are working eight-hour days, it will take 13 days to reconcile all the burials. It is assumed that no weekends will be worked except for transfer of bins to the Bowling Green Customs House or other designated storage facility. Prior to conducting the reconciliation, all original inventories of the skeletal remains, samples, and artifacts will be located and clear copies produced. These items and the forms to be used during the reconciliation procedures will be prepared in document packets prior to the actual reconciliation. Corps personnel will prepare all document packets in advance and bring them to Howard University for the reconciliation process.

3.6 Reconciliation Discrepancy Plan

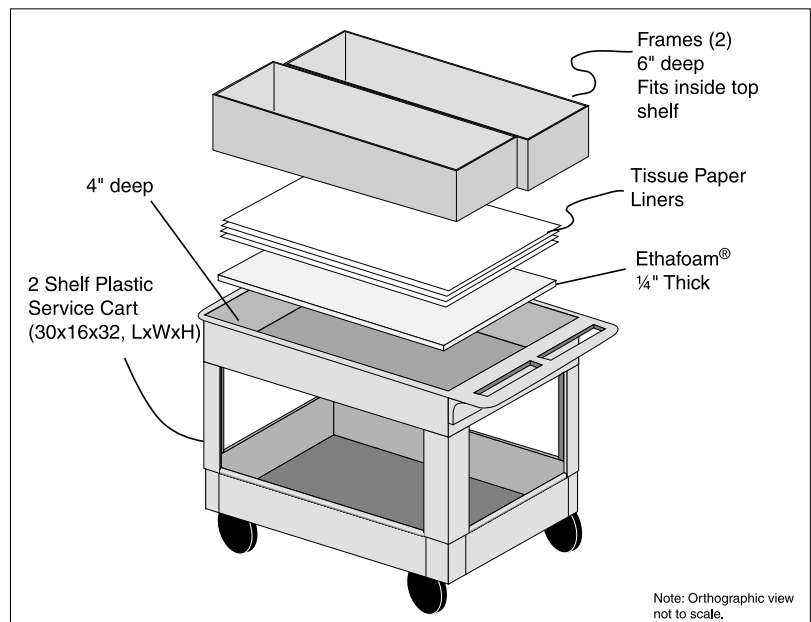
A discrepancy exists when an element or item that was recorded as present on the original inventory is not present at the time of the Reconciliation Procedures.

The reconciliation process may identify a discrepancy in skeletal remains and/or artifacts between what was originally present and what is present at the time of transfer for reburial. Should this occur, a member of the Reconciliation Team will denote the discrepancy on the Reconciliation Sheet. Mr. Mack, or another Howard University representative, will review the discrepancy description in conjunction with an appointed member of the Reconciliation Team. With assistance from a member of the Reconciliation Team, the discrepancy will be resolved and so noted on the Reconciliation Sheet, after which the reconciliation/transfer process will continue. Any irreconcilable issues will be coordinated with Dr. Trimble and an individual appointed by Howard University.

Burial artifacts, currently housed at Artex, will be reconciled at Artex prior to the July 2003 reconciliation. Discrepancies noted during the artifact reconciliation will be resolved by a Howard University representative at Artex. The remaining artifacts (flora, fauna, inorganic, frozen, and original coffins and coffin hardware) will be reconciled with the rest of the remains and any discrepancies will be resolved as noted in the preceding paragraph.

3.7 Reconciliation Procedures

1. The Records Team will be responsible for preparing the carts for each day's use. Each cart will be prepared in the following manner (see Figure 7). At the beginning of each day, a sheet of ¼-inch ethafoam will be placed in the bottom of the cart's top shelf. Then several sheets of glassine tissue paper, measuring 24 x 36 inches, will be placed on top of the ethafoam. Removable frames will be used when the cart is being prepared for transfer to the packing teams. As each burial is removed from a cart, the top-most sheet of glassine

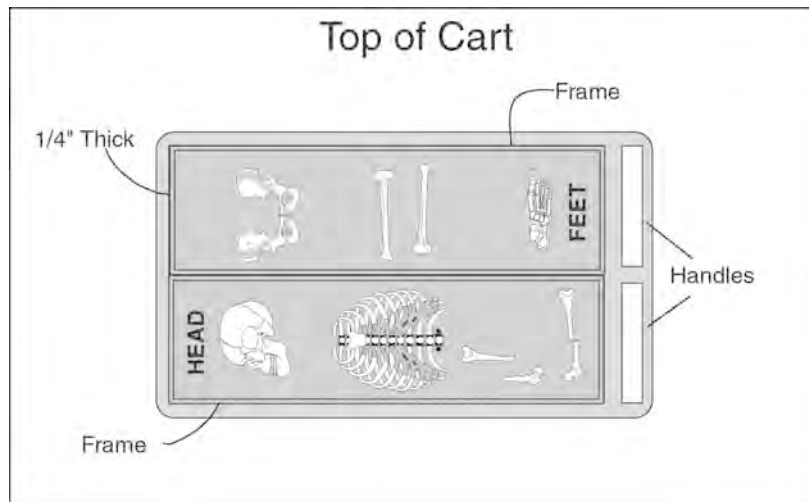


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tissue paper will be removed and packed in the coffins (see further detail in item #29, below). The Records Team will be responsible for ensuring these sheets are replaced in the carts as they are used during the procedures.

2. The Preparatory Team will pull all drawers from a single burial from the museum cabinet and place the drawers on a single cart. The cart will be loaded in the Red Lab and then moved to the Blue Lab by a member of the Prep Team where it will be assigned to one of four Reconciliation Teams.
3. A member of the Records Team will complete an entry on the Daily Log to track the burial's progress. That individual will also prepare and deliver the appropriate document packet to each Reconciliation Team as the burials are assigned to teams.
4. The Reconciliation Team will remove all bags from the drawers on the cart and arrange them on the table in anatomical order.
5. The Records Team member will then place the frames in the cart so it may be loaded in anatomical order for the Packing Team (see Figure 8).

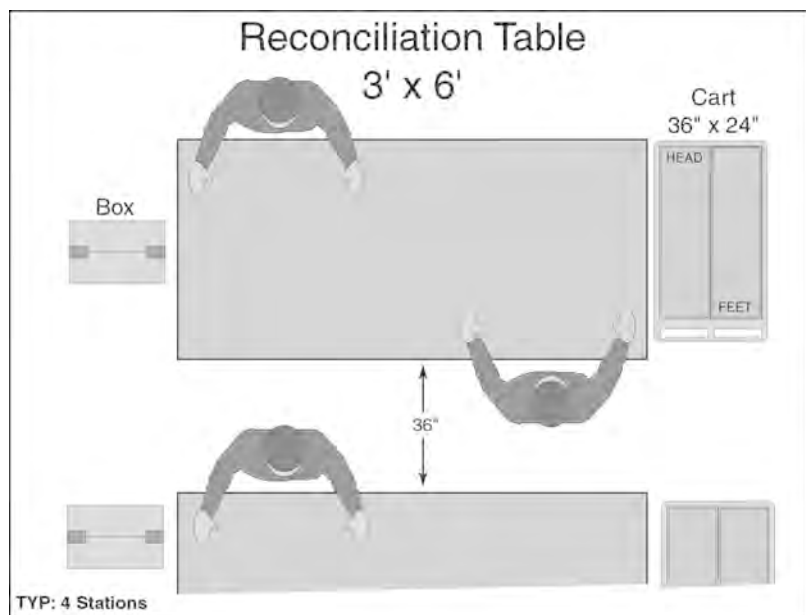
Figure 8. Example of a Loaded Cart



6. Once all bags have been removed from the drawers, a Records Team member will empty the dust out of the drawers directly onto the top sheet of glassine tissue paper lining the cart. The Records Team member will then return the empty drawers to the Red Lab.

7. One member of the Reconciliation Team will act as recorder while the other team member is primarily responsible for physically handling the remains. These roles will be switched every other burial to reduce fatigue on team members. When completing the Reconciliation Sheets, the recorder's initials should be listed first on the form. See Figure 9 to see the workstation layout for the Reconciliation Teams.

Figure 9. Configuration of Reconciliation Team Workstation



8. One team member, assisted as necessary by the other, will empty bags and confirm the presence or absence of each element as the recorder marks off the copy of the original skeletal inventory used for the

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Reconciliation Procedures. The contents of the bags will be removed and confirmed against the original inventory. Once an element's presence has been confirmed, the element is then placed on the cart in anatomical order. Bags with fragmented materials will be emptied into paper plates/bowls/cups. Bags and packing material will be checked for bone dust and fragments and if present, these bone materials also will be placed in containers. The recorder will "check off" the elements on a copy of the original skeletal and dental inventories as their presence is confirmed by the team member emptying each bag. As the appropriate portions of the skeletal inventory are marked, the now empty bag will be placed in a box at the end of the table. Any bone dust or fragments will be removed from any paper materials in the original bags, and then the paper will be returned to the original bags, which are then discarded into the box. Once the skeletal element has been reconciled, it is placed on the top shelf of the cart in anatomical order, whenever possible (Figure 8). Those fragmented items placed in plates/bowls/cups will remain in their temporary containers and placed on the cart in anatomical order as well.

9. As reconciliation of the remains proceeds, the Preparatory Team will consolidate all applicable artifacts and samples from the same burial and place them in drawers, which are, in turn, placed on the lower shelf of the cart.
10. When all remains have been reconciled and placed on the cart, the table will be brushed, the dust gathered, and then transferred directly to the top sheet of glassine tissue paper lining the cart.
11. The Reconciliation Team will then transfer any samples or other non-skeletal human remains from the lower shelf of the cart to the table. Following the procedures outlined above, the samples/remains are reconciled and the Other Human Remains Reconciliation Sheet is completed. Organic remains and/or samples (i.e., frozen human organic material), however, will be transferred to a paper container, and reconciled with the sample inventory.
12. All reconciled samples/remains are then placed on the top shelf of the cart with the rest of the remains in anatomical order, if possible.
13. Pre-printed tags providing generalized descriptions of the body (i.e., cervical, thoracic, and lumbar vertebrae, head, arms, torso, pelvis, legs, hands, feet, and miscellaneous) are placed on the cart with the remains in the appropriate positions by the Reconciliation Team. Any tags not used (i.e., not needed for that specific burial) are placed in an envelope attached to the cart for re-use.
14. All artifacts are then removed from the lower shelf of the cart and placed on the table for reconciliation.
15. A member of the Records Team will remove the now empty drawer from the lower shelf of the cart and return it to the Red Lab.
16. The same procedures outlined above will be followed for the artifacts, and the Artifact Reconciliation Sheets will be completed. Small artifacts will be placed in plates/bowls/cups to ensure nothing gets misplaced.
17. The artifacts originally stored at Artex will have been reconciled, by burial, in June 2003, prior to their transfer to Howard University (see Section 3.8.2 of this protocol for further details). Artifacts at Artex are stored individually in small plastic bags that are nested within larger plastic bags; therefore, all artifacts from a single burial will be included in a large bag. The larger burial bags are then stored in boxes. When the Preparatory Team gathers all remains and artifacts from a single burial, these items will be delivered to Reconciliation Teams as previously described. Because the Artifact Reconciliation Sheets—Artex will have been completed in June and included in the applicable document packets for the July reconciliation procedures at Howard University, it is necessary for the Reconciliation Team only to complete the "Confirmation" portion of the Artifact Reconciliation Sheets—Artex. If an Artex bag is present on the cart, then the Reconciliation Team notes its presence and completes the form. It is not necessary to reconcile these items again at Howard University. Once

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confirmation is complete, however, the bags should be emptied and their contents placed on the bottom shelf of the cart. Now empty bags should be placed in the box with all other original bags.

18. All reconciled artifacts (in their containers, if applicable) are then placed on the BOTTOM shelf of the cart.
19. The recorder and the handler check over the reconciliation sheets to ensure all items have been reconciled.
20. Once all items from a single burial have been reconciled, the Reconciliation Team then calls the Howard University Representative (Mark Mack) and the Government Representative (Michael Trimble) who sign all Reconciliation Sheets. Once signed, all forms must be returned to the document package in the correct order (i.e., Human Remains Reconciliation Sheets and attached inventories, Artifact Reconciliation Sheets and attached inventories, the Transfer of Custody form, and the original burial file).
21. After all items have been reconciled and the reconciliation sheets signed, a member of the Records Team will empty the box of all empty original bags, place them within a larger bag, and label the exterior bag with the burial number. The bags, thus packaged, will then be removed and stored temporarily.
22. A member of the Records Team will take the document packet and the cart with the reconciled burial to the next station and the Preparatory Team will bring a new cart to the Reconciliation Team, repeating the process until all burials are reconciled.
23. The Records Team member moves the cart through the double doors to just outside the Packing Room (thus not interfering with the flow of traffic) where that individual must double check all documentation contained within the document packet. The Records Team member will check to see that all forms are completed and signed appropriately. If a problem is noted, the Records Team member will return the burial to the Reconciliation Team for clarification. If no problems are noted, the Records Team member will return the documents to the packet and complete the Reconciliation Checklist located on the exterior of the document packets.
24. The Records Team member will then check to see if any items are on the bottom shelf. If no items are present on the bottom shelf, the cart and document packet are delivered to the Records Team member in the Packing Room. If artifacts are present, the Records Team member will place an orange card (stating "Items on Bottom Shelf") on the top shelf and then deliver the cart and the document packet to the Records Team member in the Packing Room.
25. The Records Team member (Natalie Drew) in the packing room (Classroom 238) removes the Coffin Transfer of Custody form from the document packet, completes the Government representative portion of the form, and then signs the form. The BCA representative (Richard Sigmund) then completes and signs the form. Once signed by both parties, the Coffin Transfer of Custody form accompanies the cart to the assigned Packing Team. The Records Team member then packs the document packet for shipment to the St. Louis District laboratory.
26. A member of the Packing Team assigned to that burial fills out the beginning of the BCA Coffin Inventory and then takes the cart and the Coffin Transfer of Custody form to their packing station (see Section 3.9.2 for instructions for completing this form). Four packing stations will be set up in Classroom 238 (see Figure 5, above, for room configuration).
27. The Packing Team then places the remains, in anatomical order, into a pre-prepared coffin of the appropriate size, with the muslin shroud inside of the coffin. Any fragmented remains and/or dust that have been placed into plates/bowls/cups are emptied into the coffin and the plates/bowls/cups are moved to the side for re-use. The general description tags are gathered and placed in the envelope attached to the cart. The orange indicator card also is placed in another envelope attached to the cart

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- for re-use. If organic samples (i.e., frozen remains) are present, the packing team will place the cup containing the remains into the coffin directly. The cup will not be emptied or re-used.
28. All artifacts (if present) are then placed in the coffin. Again, any plates/bowls/cups used to hold artifacts are emptied into the coffin and the containers removed to the side for re-use.
 29. The Packing Team then removes the frames from the cart and places them in the bottom shelf of the cart for re-use.
 30. The top sheet of glassine tissue paper in the bottom of the top shelf of the cart is then lifted from the cart and any dust is placed in the coffin. Finally, the sheet of glassine tissue paper is placed in the coffin as packing material to prevent shifting within the coffin during transport. Additional tissue paper will be used, as needed, to pack each individual coffin.
 31. Once all materials are in the coffin, the muslin shroud is folded and tied over the burial and the coffin lid is put in place.
 32. All coffins will be packed in a standardized fashion so the orientation of each individual within the coffins will be consistent. After the lid is secured, the coffin will be wound with Bookbinder's twill tape as an additional security measure. To ensure the orientation may be determined without opening the coffin, the knot on the Bookbinder's tape will always be placed at the "feet" end of the coffin.
 33. As each knot is created on a coffin, a paper tag indicating the coffin/burial number (they are the same) will be tied into the knot.
 34. When a coffin has been labeled and secured with Bookbinder's tape, the Coffin Transfer of Custody form should be slipped under the twill tape. The coffin is then moved to one of three commercial bins set up in the room.
 35. As each coffin is placed in the bin (measuring 48 x 24 x 26-inches), a member of the Records Team files the Coffin Transfer of Custody form in the Bin Inventory and Transfer Envelope for that bin.
 36. Once the coffin is placed in the bin, the Packing Team member completes an entry on the Bin Inventory and a member of the Records Team verifies the entry (i.e., by initialing in the appropriate column on the Bin Inventory). Instruction for the proper completion of the Bin Inventory is provided in Section 3.9.1, below.
 37. The Packing Team member then completes the entry on the Coffin Inventory Sheet while a member of the Records Team returns the empty cart to the Preparatory Team. Instructions for the proper completion of the Coffin Inventory Sheet is provided in Section 3.9.2, below).
 38. Each bin will be numbered with a sequential number. This number also will be recorded on the Bin Inventory and the Bin Inventory and Transfer Envelope.
 39. When a bin is full, the Packing Team will complete the Bin Inventory and make two photocopies (one on red paper and one on yellow paper). The red copy will be placed in the bin and the yellow copy will be attached to the exterior of the bin.
 40. The Government representative (Natalie Drew) and the BCA representative (Richard Sigmund) will then complete the verification portion of the original Bin Inventory, signing as appropriate. BCA makes a copy for its files.
 41. The Government representative then files the Bin Inventory in the appropriate Bin Inventory and Transfer Envelope. The Government Representative then packs the Bin Inventory and Transfer Envelope to accompany the collection to the New York facility.
 42. The Packing Team then seals the bin with plastic bands and moves the sealed bin to the storage room (Classroom 239).
 43. A new bin is then set up, assigned the next sequential number, and a new Bin Inventory and Transfer Envelope posted for the new bin.

3.8 Miscellaneous Human Remains

In addition to the individual burials, there are 36 cabinet drawers containing “miscellaneous remains” that could not be attributed to a specific burial. Once all burials have been reconciled, packed, and prepared for transport, it will be necessary to reconcile the “miscellaneous remains.” The same procedures outlined above will be used. The only difference is that rather than one burial being reconciled at one time, each drawer of “miscellaneous remains” will be reconciled as a single unit and each drawer’s contents will be packed into a single coffin.

3.9 Artifact Reconciliation

Artifacts that are currently housed at Howard University (flora, fauna, inorganic, and frozen artifacts) will be reconciled concurrently with the remains, as described previously in this chapter. If it is determined by the descendant community and regulatory agencies that the original coffin fragments and hardware are to be reburied, those items will be transferred from the Bowling Green Customs House in New York City to Howard University prior to the July 2003 reconciliation and will be reconciled concurrently with the remains and other artifacts.

The reconciliation of burial artifacts (beads, buttons, shroud pins, jewelry, etc.) will take place at Artex Fine Arts Services, Landover, Maryland, in June 2003. The Corps of Engineers, as GSA’s representative, will conduct the reconciliation of the artifacts with representatives from Howard University and Bronx Council on the Arts. The reconciliation will consist of a comparison of the artifacts to an inventory prepared by Howard University’s contracted archaeologists. After the artifacts at Artex have been inventoried, the boxes they are in will be sealed and then transported to Howard University prior to the July reconciliation/transfer of the remains.

3.9.1 Artifact Reconciliation Teams

One team of two people from the Corps of Engineers (Ms. Kristen Marino and Ms. Nancy Brighton) will work with one representative from Howard University (Dr. Jean Howson or Mr. Lenny Bianchi) to perform the reconciliation of the burial artifacts at Artex. A third member from the Corps, Dr. Michael Trimble, will serve as the signatory authority for GSA. The representative from Howard University will serve as signatory authority for Howard University. A representative from BCA (Ms. Lydia Clark) will be available to answer questions regarding the original packing of these materials.

The Corps of Engineers team will perform the reconciliation by comparing the artifact inventory, prepared by Howard University contracted archaeologists, to the artifacts that are currently stored at Artex. The representatives from Howard University, as the archaeologists who studied the artifacts, will serve as consultants to answer questions and resolve any discrepancies that may arise. BCA staff, as the group who packed the artifacts for storage at Artex, will be present to answer questions and resolve any discrepancies concerning the original packing of these materials.

3.9.2 Artifact Reconciliation Procedures

Burial artifacts are housed by burial number in plastic bags within 13 boxes at Artex. The Corps team will remove the artifacts from the boxes and plastic bags following burial number order, working with one burial at a time. While one team member removes the artifacts from the large burial plastic bag (leaving each artifact in its smaller individual plastic bag) and identifies the artifact by reading the label and examining the artifact, the other team member marks on the inventory sheet that that artifact is present. The team members also work together to ensure that the artifact count is the same as the inventory (e.g., confirm a count of 12 shroud pins). When all artifacts have been identified, one team member completes the Artifact Reconciliation Sheet—Artex, while the other returns the artifacts to the burial plastic bags and sets the reconciled bags aside until one box is complete. If there is a discrepancy, the representatives from Howard University and Bronx Council on the Arts are consulted for a resolution.

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When one box is complete, the artifacts will be returned to the box and the box will be sealed with plastic sealing strips. Following the reconciliation of all artifacts, the boxes will be set aside for storage at Artex until they are shipped to Howard University for the reconciliation/transfer. During that reconciliation, the artifacts will be removed from the plastic bags along with the rest of the artifacts and skeletal remains.

Following completion of the artifact reconciliation at Artex, the Corps team will provide the Records Team with the original forms and marked inventories for inclusion with the rest of the forms that will be used during the reconciliation/transfer at Howard University. On the first day of the reconciliation, these boxes will be unsealed by GSA personnel. The Prep Team will include these items in the reconciliation procedures held at Howard University.

3.10 Completion of BCA Forms

The packing teams are responsible for the completion of two BCA forms—the Bin Inventory and the Coffin Inventory Sheet (see Section 2.1.1 for sample forms). Instructions for the proper completion of these forms are provided in the following two subsections.

3.10.1 Instructions for Completing the Bin Inventory

1. Assign a sequential BIN NUMBER to each bin as it is opened.



- 1.1 Use pre-printed labels in the *Bin Number* box to avoid duplication.
- 1.2 Write the Bin Number on the bin at the upper left corner of all sides.

2. As each coffin is emplaced, record the *Burial Number*, *Date*, and *Coffin Type*, sequentially, in the appropriate boxes.

GSA Records Team member: initial the appropriate box to signify that the action is complete.

Item Count	Burial No.	Consol. Date	Coffin Type	Init.	Item Count	Burial No.	Consol. Date	Coffin Type	Init.
1	123	D/M/Y	1	ND	9				
2	45	D/M/Y	2	ND	10				

3. When the bin is full, circle or highlight the last ITEM COUNT box.

5	123	D/M/Y	1	ND	13	167	D/M/Y	3	ND
6	45	D/M/Y	2	ND	14	89	D/M/Y	2	ND

4. Draw a diagonal line through ALL the unfilled boxes.

6	123	D/M/Y	3	ND	14	167	D/M/Y	2	ND
7					15				
8									

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5. Packer: sign and date the bin list.
6. BCA and GSA signatories: complete the Transfer of Custody blocks, signing in blue ink.
7. BCA site supervisor will make two copies of the Bin Inventory.
 - 7.1 Place the original in the Custody Envelope associated with the bin.
 - 7.2 Place one copy (on red paper) of the list in the bin.
 - 7.3 Affix one copy (on yellow paper) to the upper left corner of the front of the bin.
8. Seal the bin and waterproof it.
9. Give the Custody Envelope to the GSA Records team.
10. Place the bin in temporary storage location.

3.10.2 Instructions for Completing the Coffin Inventory Sheet

1. Post the Inventory Checklist on or near the door to Douglass Hall Room 238 (DH238).
2. Site Supervisor: As a burial is delivered by the reconciliation team, fill in the “Burial” box with the Burial Number, and write the date in the second box.

	Burial No.	Date	Coffin Type	Packer Assigned	Bin #	BCA Init.	GSA Init.
1	123	d/m/y					

3. Site Supervisor: Assess the burial and assign a coffin type (1, 2, 3, or 4), based on the size and number of human remains and artifacts.

	Burial No.	Date	Coffin Type	Packer Assigned	Bin #	BCA Init.	GSA Init.
1	123	d/m/y	2				

4. Assign the burial to a packer, who accepts by initialing the “Packer” box.

	Burial No.	Date	Coffin Type	Packer Assigned	Bin #	BCA Init.	GSA Init.
1	123	d/m/y	2	OM			

5. Pack the remains according to the Packing Protocol.
6. Seal and identify the coffin with its Burial Number.
7. Packing complete, the packer places the coffin in a bin and initials the “Bin #” box.

	Burial No.	Date	Coffin Type	Packer Assigned	Bin #	BCA Init.	GSA Init.
1	123	d/m/y	2	OM	1		

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8. BCA Site Supervisor and GSA Records Team member: initial the appropriate spaces to signify that the coffin is complete, secure, identified, and binned.

	Burial No.	Date	Coffin Type	Packer Assigned	Bin #	BCA Init.	GSA Init.
1	123	d/m/y	2	OM	1	RS	ND

When the page is complete, place one copy in each of two binders. GSA keeps the originals, and copies go to BCA.

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Chapter 4

Transfer Procedures

The transfer procedures chapter explains procedures to be followed once the coffins begin their transportation from Howard University to be reburied. A planning document will serve to provide guidance to all parties and agencies involved in the transfer, ceremony, and reburial of the remains. Coordination is crucial to providing a seamless transfer.

4.1 Roles and Responsibilities

GSA

A GSA representative will be present during the transfer and will oversee the entire process.

Corps of Engineers

Dr. Trimble, accompanied by members of his staff, will be present when the remains arrive at the Bowling Green Customs House for storage prior to reburial. He will be responsible for conducting an inventory of the coffins, along with staff of BCA, and signing for the transfer of the burials back into federal custody. Additionally, Dr. Trimble and members of his staff will be present when the crypts are packed with coffins.

Bronx Council on the Arts

The Bronx Council on the Arts is responsible for the care and security of the remains during transport to the Customs House. BCA personnel will inventory coffins when necessary and will participate in an inventory with Dr. Trimble to transfer custody of the remains back into federal custody when the coffins arrive at the Bowling Green Customs House for storage prior to the reburial.

Ms. Hamilton-Shakir will have signatory authority for transfer receipts at the Bowling Green Customs House, New York. Mr. Robert Croker will personally oversee operations at the Bowling Green Customs House with Ms. Hamilton-Shakir.

4.2 Transportation

The transportation of the burials after reconciliation will be the responsibility of the Bronx Council on the Arts. Representatives of GSA (staff from the Corps of Engineers) will accompany the Bronx Council on the Arts to New York City. Upon arrival at the Bowling Green Customs House, the coffins will be stored in the assigned holding area and custody of the burials will be returned to GSA via the Bin Inventories.

Loading and Offloading Protocol

Preparation for Shipment

One day prior to loading, BCA:

- Identifies the bins to be loaded and separates them from those to be left behind.
- Provides Artex with a manifest of the number, identification, and dimensions of the bins to be transported, as well as any ancillary items (packing supplies) that may be included. Artex uses this information to make out their Bill of Lading (BOL).

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- Provides the security agency with copies of the manifest.
- Alerts GSA at the Bowling Green Customs House to the imminent arrival of the shipment.

Internal Movement Prior to Shipping

On the appointed day, and after the truck arrives, BCA Site Supervisor will release each designated bin for loading. A BCA staff member will confirm receipt of the bin at the truck with the Site Supervisor via walkie talkie. Bins are moved in the order in which they are to be loaded.

As each of the designated bins is moved from DH239 to the truck loading area, the Site Supervisor checks one box on the UNIVERSAL NUMERIC CHECKLIST with a single diagonal hash-mark. The Checklist is a simple device for tracking the number of items moved, not their identifications. Its purpose is to ensure that the numeric count of items moved matches the manifest.

Bins are moved individually, on dollies, through the elevator. The elevator- will not be held for return trips, but will be used to transport bins consistent with safety and good order.

When the truck is on the dock (i.e., the steps leading to the quadrangle door) and its ramp laid, loading commences. As each bin goes onto the truck, the BCA Staff places a second diagonal hash-mark through each successive number on the UNIVERSAL NUMERIC CHECKLIST. This procedure ensures that the same number of items that left the storage area goes onto the truck. Simultaneously, the Artex assistant driver checks each item against his BOL, confirming the load by ID number, to ensure that the items being loaded match their identifications. The Artex driver and BCA Site Supervisor compare notes before any paperwork is signed. The record of the transfer of responsibility is the trucker's Bill of Lading (BOL).

Then the truck is sealed. All participants confer to ensure that all the elements of the move are coordinated. They review the route, perform communications check, and, if necessary, establish checkpoints or time intervals for subsequent communications. They alert GSA at the Bowling Green Customs House that the conveyance has left Howard University.

Upon arrival at the Bowling Green Customs House, New York, the procedure is reversed. The driver and Site Supervisor check their respective paperwork.

A Trucker's Bill of Lading (BOL) listing each secondary container will be created in advance by Artex FAS, Inc. As each container (i.e., commercial bin) leaves DH239, BCA will check its contents off the exit log, noting the container number on the log. When the load is checked and certified by the driver and the BCA representative, the BOL is signed and dated, and the doors to the truck are locked and sealed. Loaded and sealed trucks will drive nonstop to the Bowling Green Customs House. The accompanying documentation (i.e., the documentation generated by BCA during the transfer) will be either transported via courier riding with the load, or in a uniquely marked, last-loaded bin or special container with the cargo. The driver will be in radiotelephone communication with the dispatcher at all times. Checkpoints may be established.

It has been determined that two loads will be required to move all reconciled coffins from Howard University to the storage facility in New York City. The first load will leave on 19 July, accompanied by Dr. Trimble and Ms. Hamilton-Shakir. These two individuals are the signatory authorities required to transfer custody back to the government once it is delivered to the Bowling Green Customs House. Once the transfer of custody is completed for these materials, these individuals will return to Howard University to continue the reconciliation procedures on 21 July 2003.

Once the remaining materials have been reconciled according to the procedures described in this document, a second truck of reconciled coffins will be loaded. The procedures used for this second load will mimic those described above for the first delivery load.

Mobilization and dismantling phases of transportation will be overseen by BCA and their internal resources.

Chapter 5

Post-Transfer Procedures

The post-transfer procedures chapter explains procedures to be followed once the coffins arrive at the storage facility in New York City. It covers the transfer of custody from BCA back to GSA once the materials are delivered to the storage facility and directs the disposition of the documentation generated from this project, pending its inclusion in the permanent record.

5.1 Transfer of Custody

GSA will, following arrival in New York City and prior to reburial, reclaim possession of the remains and artifacts from the BCA. The Bin Inventories signed at Howard University will be signed again, recording the transfer of the remains and artifacts back to GSA care. This will be accomplished upon arrival at the Bowling Green Customs House and prior to their reburial, during a joint inventory of the bins by Dr. Trimble and a BCA representative.

At the Bowling Green Customs House, secondary containers (i.e., bins) will be offloaded and the Trucker's Bill of Lading signed by a BCA representative. Following in reverse the protocol established for outloading at Douglass Hall, an entry/exit form enumerating the containers will be produced. When the bins are accounted for, BCA will check the bins against the Container List and for condition. If, and only if, the bin seal has been broken will BCA break the seal, unpack the coffins, and check the contents against the Bin Inventory and for condition. If disturbed, BCA will then place the coffins, with their identifying tags, on tables. A Bin Inventory taped to the table will identify the contents and location of each coffin. As each coffin is emplaced, it and its contents will be returned to GSA custody, using established protocol. If the bin seal is intact, the entry/exit form will be signed off by the GSA representative and the BCA representative.

5.2 Associated Site Documentation

All documentation generated during the reconciliation procedures, in addition to documents currently held at Howard University, will be transferred to the Corps of Engineers Archives Laboratory in St. Louis. In addition, copies of the documentation generated by BCA during the transfer will be delivered to St. Louis for temporary storage. All documentation described above shall be maintained at the Archives Laboratory until the final disposition of the entire document collection from the African Burial Ground Project has been determined by GSA.

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Chapter 6

Summary

The federal government is responsible for the care, safety, and preservation of historic material remains and associated records recovered in conjunction with federal projects and programs. In 1991, GSA unearthed over 400 burials and associated grave materials from an eighteenth-century African burial ground in lower Manhattan. After significant research on this site and on the remains and artifacts that were unearthed, the remains are ready for reburial. The planning involved in the reburial is extensive. Planning for ceremonies, security, and public affairs is necessary. Protocol for the reconciliation, temporary transfer of the burials, and the transportation and reburial must be determined and followed by all agencies involved. The planning document presented here provides a set of guidelines for the agencies and personnel involved in this entire process.