

Preservation Storage Facility Planned for 402 Troy Drive Madison, WI

Questions/Answers from the Community Meeting held on May 5th, 2011 at the Warner Park Community Recreation Center

Questions recorded by City of Madison 18th District Alderperson Anita Weier Answers Provided by Division of State Facilities Staff



The State of Wisconsin Department of Administration (DOA) is planning a new building at 402 Troy Drive in Madison. The facility will house and preserve artifacts and archival materials and collections from the Wisconsin State Historical Society (SHS) and the Department of Veteran Affairs Wisconsin Veterans Museum (WVM).

Together, the SHS and the WVM hold, protect, and share with Wisconsin's citizens approximately a million objects and millions of pages of archives. These materials represent the State's past, are testimony to the energy of its citizens who built and defended our great state, and provide physical evidence of the values that make the people of Wisconsin who we are and what we value and stand for.

PURPOSE: Currently, most of these historical objects are at risk. They are stored in unfriendly environments including basements and warehouses where they are subject to leaks, sewer floods, and huge swings in temperature and relative humidity that have caused measureable deterioration of the State's collections. The new Preservation Storage Facility will provide the ideal conditions necessary for the proper preservation of these important materials It will enable ready retrieval, and all collections will be inventoried electronically. Materials will be properly received, processed, handled, loaded, conserved, catalogued, and stored. The new facility's climate controls will include five different climate settings, temperature and relative humidity filters, and can accommodate different materials like paper, art, cloth, and wooden objects. Moreover, the facility will permit the proper storage, treatment, and use of sacred Native American objects with special requirements. The Preservation Storage Facility can qualify for accreditation and designations like Smithsonian Institution Affiliate that have stringent storage requirements. The new facility will also contain storage space for future acquisitions.

On May 5th, 2011 Division of State Facilities (DSF) staff attended a community meeting hosted by 18th District Alderperson Anita Weier regarding the Preservation Storage Facility planned for 402 Troy Dr. in Madison. That meeting generated a list of questions about the project from Alderperson Weier and other concerned citizens for DSF staff to answer. The original list of questions can be found on p. 14 of this document.

This document aims to answer those questions in two main sections. The first section, entitled <u>Site Selection Process and Neighborhood Notification</u>, provides information on how and why the proposed parcel was selected, describes other parcels considered in selection process, outlines the public notification process that the State followed, and discusses traffic analysis, environmental impact, and the current path easement issue. The second section, entitled <u>Proposed Facility and Grounds Information</u>, provides graphics and details on specific parts of the project including the construction zone, distances from the facility to Troy Gardens, tree removal and replacement, storm water management, landscaping and ground maintenance, and explains potential expansion plans for the future.

We hope that the information in this document thoroughly answers the questions presented and improves understanding of the purpose and specifications of the proposed facility.

Please feel free to contact DSF with any additional questions you have. Thank you.

Ernie Winters

Director, Bureau of Portfolio and Operations Management

Division of State Facilities

Department of Administration

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Note: The information provided in this section refers to Community Questions #2, #4, #5, #6, #7, #8, and #11, and #13.

Site Selection Process and Neighborhood Notification

When multiple state agencies occupy a building, the Department of Administration (DOA) owns and operates the facility. DOA decided it was in the best interest of the state to locate the Preservation Storage Facility on state-owned property to eliminate the cost of purchasing new property and removing additional property from the City tax base. Every two years, DOA asks state agencies to identify surplus land. In selecting a location for the facility, existing state-owned buildings and land were evaluated. DOA is not aware of any suitable vacant parcels identified last cycle other than land at the Mendota Mental Health Institute/Central Wisconsin Center for the Developmentally Disabled property discussed below. DOA did identify several parcels available for sale in Dane County. These properties cost between \$1.1 and \$1.5 million and were viewed as marginal since they were not located on bus lines. In addition, DOA found that none of their existing buildings met the structural requirements or the requisite square footage required for a facility of this type and size. The facility will employ twelve permanent staff and up to thirteen work-study students. Therefore, bus access from the UW- Madison campus was an important requirement for site location. Occasionally, researchers and students will visit the site to conduct research or view artifacts.

Mendota Mental Health Institute/Central Wisconsin Center for the Developmentally Disabled (MMHI/CWC) Property

The Department of Health Services (DHS) property at MMHI and CWC was indentified as underutilized land that contained archeological and historical artifacts but could potentially be developed. DOA approached DHS with the idea of pursuing cooperative use of any underutilized land or facility. DHS agreed to the concept with several exceptions. Most importantly, they noted that building within DHS' operational or underground utility distribution areas would be unacceptable and would disrupt MMHI/CWC operations and their highly sensitive and medically fragile residents. DHS stressed that the new building site could not impact their future operations or their residents' comfort.

It is important to note that while the MMHI/CWC property seems extensive with plenty of open land, it contains numerous Native American mounds as well as the 14-building Wisconsin Memorial Hospital Historic District which complicate new development on the property.

Many of the older buildings at MMHI constitute the Wisconsin Memorial Hospital Historic District. They are listed in the National Register and State Register of Historical Places and are historically significant. Part of a mitigation agreement with the Wisconsin Historical Society states that buildings in the Wisconsin Memorial Hospital District at MMHI must be restored and maintained for their historic significance. Capitol Budget projects are being proposed to provide maintenance for these structures in order to maintain their historic integrity. Presently, MMHI rents space in the historic buildings to Dane County and non-profit organizations.

The Historic District site also includes various Native American mound areas including the Mendota State Hospital Mound Group and the Farwell's Point Mound Group, and there are also Native American Mounds within 100 yards of the Memorial Hospital building.

Proposed Parcels

DOA reviewed the DHS property for potential building sites and proposed four parcel locations. MMHI/CWC input on the various proposed parcels was strongly considered and based upon their future and operational plans for the property. The map (Exhibit A) on the following page delineates the four proposed parcel locations. "Relocated Parcel #2" is the site chosen for the Preservation Storage Facility.

Exhibit A



Q #4, #5, &, #6. Did the Department consider other project sites on the MMHI campus and why were they rejected? Did the Department consider existing parking lots for the project site?

A.

Proposed Parcel #1

MMHI/CWC comments indicated that this parcel impacted the neighborhood and was not sufficiently buffered from the neighbors. The SHS Museum Archeology Program indicated that this parcel is in an area just north of the Mendota State Hospital Mounds. Early surveyors mentioned the presence of additional mounds north of the mapped mounds. Surface indications of the mounds are lost but the subsurface area is believed to be intact. The site was not investigated further.

Proposed Parcel #2 (Original Location)

CWC's long-term plans identified this parcel as a residential play area. The official name of the area is Katherine Wells Park. CWC requested relocating this parcel south towards a more open area. They also requested development of a separate entrance from CWC and asked that a tree line buffer be kept.

Proposed Parcel #3

MMHI/CWC indicated that this parcel impacted their entrance, underground tunnel, and mechanical distribution. Therefore, this parcel was not acceptable.

Q #2. Why was the proposed building site west of Green Ave. (parcel #4) rejected by the Department?

A. Proposed Parcel #4

MMHI/CWC indicated that this parcel was too disruptive to residences where backyards opened directly into the new facility. MMHI preferred to keep the natural buffer between MMHI and the neighborhood. Therefore, MMHI suggested moving the parcel west. The SHS Museum Archaeology Program research indicated that parcel #4 was just east of a complex of small Native American habitation sites. One of these habitation sites is eligible for the National Register of Historic Places. For these reasons, the moving of parcel #4 west was not investigated further.

Resolution of Site Selection—Relocated Parcel #2

Because CWC recommended relocating the original location of proposed parcel #2 to a new location, the SHS Museum Archeology Program was contracted for a Phase 1 Archeology Survey of the relocated parcel. Archeologists reviewed the historic literature and records for relocated parcel #2. The records did not indicate that there were any archeological resources on the new site. Next, an archeology survey of plotted/grid diggings was performed. There were no findings of pre-contact Native American artifacts. Modern/historic artifacts were noted as inadvertent discard and not representative of an archaeological site. The survey found that the area was farmed in the past so many of the recovered items were broken into shards because they had been in a plow zone.

DOA chose to proceed with the relocated Parcel #2 as the proposed building site. The site is screened from the neighborhood and Troy Gardens by topography and woods. Most of the woodlot used by the neighborhood will be maintained as a buffer and the neighborhood can continue to enjoy the area. Site surveys, soil borings, and contacts with the City of Madison and utility companies were undertaken following this site selection.

Public Notice Provided to Residents

The State has worked with the City of Madison since the early stages of the planning process. In the fall of 2007, a consultant who documented the storage needs for SHS and WVM initiated contact with the City. Parcel utilities, conceptual building design, and city procedures were reviewed. In early 2010, the building design team re-initiated contacts with the City. The following timeline recaps the contacts made and public notices provided:

- Around March 1, 2010: Initial contacts made with city staff, including emails, phone calls, and a
 meeting with Matt Tucker and Heather Stouder to identify processes and approvals required for the
 project
- March 10, 2010: Email and follow-up telephone call (unanswered) to Alderperson Schumacher to introduce the project and seek his input
- March 25, 2010: Meeting with City Development Assistance Team (CDAT) to verify city process, get initial feedback on the proposal, and seek advice and assistance in moving the project forward
- November/December 2010: Coordination emails and meeting with city staff following the State's decision to subdivide property as recommended by city staff for re-zoning
- January 6, 2011: Second meeting with CDAT to re-introduce project and identify process, and seek additional input
- January 20, 2011: "Official" contact with Alderperson Schumacher by email and telephone message (unanswered) to start the formal process and seek direction on contact with the neighborhood
- January 31-February 2, 2011: City provided a neighborhood mailing list. A mailing was sent to 195 residents informing them of the project and soliciting their input prior to the formal application process
 - Three responses to the mailing were received. Two responses asked if Troy Drive was being upgraded and one said, "Thank you for building a facility that preserves history."
- February 9, 2011: Re-zoning application packet was submitted
- City staff complete official mailing to residents as required by ordinance before April 4, 2011 (date approximate)
- April 4, 2011: Public Hearings (Plan Commission and Common Council) notice posted on-site
- April 11, 2011: Plan Commission Public Hearing—Plan Commission recommended approval for the re-zoning
- April 19, 2011: Common Council Public Hearing—Alderperson Weier asked that the item be deferred
- May 5, 2011: Neighborhood Meeting held at Warner Park Community Recreation Center as requested by Alderperson Anita Weier
- May 17, 2011: Upon a request from Alderperson Weier, the Common Council referred the item to the Plan Commission for their June 6, 2011 meeting

Traffic Analysis/Environmental Impact Study

Q #11. Why didn't the Department conduct a traffic analysis or an environmental impact study?

A. During the re-zoning process with the City of Madison, their traffic engineers determined there would not be a large enough influx of employees or visitors to the facility to necessitate a traffic analysis. The agencies will direct people to access the building from Northport Drive to the Knutson Drive roadway. Most public access to historical documents and materials will continue to be provided at the SHS and WVM facilities in downtown Madison. Transportation of collections and/or artifacts to and from the WVM or SHS headquarters will occur approximately once or twice per day.

The proposed project did not trigger the need for a Phase 1 Environmental Site Assessment. There was no purchase of property and the property title did not change names. The property is not located within a

wetland and shows evidence of prior disturbance. Archaeological review of the site revealed farming once took place on the land.

Current Path Easement

Q #8 (b). Can the State provide an easement to allow continued use of the path on the State property?

A. The State is willing to allow continued use of the current path which is effective without a permanent easement.

Other Vacant State-Owned Land

Q #7. Can DOA provide a list of vacant state-owned parcels greater than 11 acres in Dane County?

A. The most recent State Surplus land report was issued in April 2010. According to this report, the only two vacant parcels of state-owned land greater than 11 acres in Dane County are a 58 acre and a 98 acre Department of Transportation parcels along US Highway 18.

Master Plan

Q #13. Is there a Master Plan in place for MMHI/CWC?

A. There is no Master Plan in place for MMHI/CWC. While many state institutions do master planning, our state budget and operating budget processes do not require the creation of Master Plans for each institution. However, every two years, as part of the Capital Budget process, agencies take a comprehensive look at their future and operational plans and maintenance needs through the creation of a six-year Capital Budget plan. As stated earlier in this document, MMHI/CWC input on the various proposed parcels was based upon the needs outlined in their six-year Capital Budget plan.

We understand that the City is considering a zoning change from M-1 to campus institutional district that could require a Master Plan.

Note: The information provided in this section refers to Community Questions #1, #3, #8, #9, #10, and #12.

Proposed Facility and Grounds Information

Construction Area

Exhibit B



The red lines in this aerial view of the site outline the erosion control barriers for the project. Contractors will not be allowed to disturb the site beyond these points and are required to limit the construction zone to the smallest possible size in order to minimize disruption. The project plans include construction site erosion control requirements and the State will file for a construction site erosion control and storm water management permit. DNR's technical standards for construction site erosion and sediment control will be followed.

Q #3. Where will construction workers park?

A. The construction site will be active from approximately 7am through 4pm Monday through Friday. Providing on-site parking for construction workers would require expansion of the construction zone and removal of additional trees. Therefore, there will be minimal on-site parking available to construction workers. Workers who choose to park on city streets will need to follow posted city parking regulations.

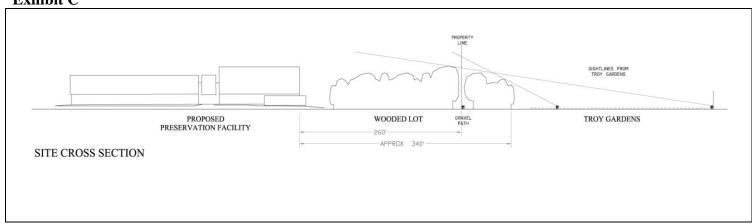
Site Cross Section

This drawing is a scaled perspective of the building, the tree area, and Troy Gardens. It illustrates the distance and sightlines from the Preservation Storage Facility to Troy Gardens.

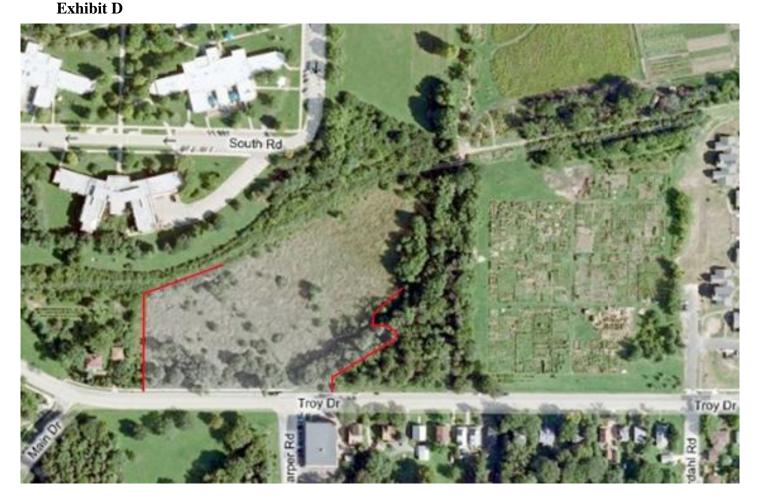
Q #8 (a) & #9. How far will the new facility be from the property line separating the State-owned and Troy Gardens parcels of land? Will the new facility cast a shadow on the gardens?

A. The distance from the facility to the west property edge of Troy Gardens is 260 feet. The facility is 340 feet from the actual garden area. The building will not overshadow Troy Gardens. The trees and other objects currently located near the Gardens will continue to have the same shading effect as they do today.

Exhibit C



Tree Removal and Replacement



Q # 1. How many trees will be removed to create the building site? What number and species of trees are included in the project's landscape design?

A. Thirty trees of various sizes will be removed from the center of the open grass area, while scrub trees and brush will be removed around the perimeter of the construction site. Thirty-two new trees will be planted on the site. New trees will include a diverse mix of sugar maples, State Street maples, Kentucky coffee trees, Schuettes oaks, and Triumph elms. Exhibit D outlines the site disturbance area/construction site disturbance erosion control boundaries and shows some of the trees and brush that will be removed. Exhibit E shows the locations of the new trees (represented by the 32 green circles around the perimeter).

Storm Water Management

The building is designed with three bio-retention basins and one rain garden to provide water quantity, water quality, and infiltration storm water management in compliance with State and City requirements. The design meets the City of Madison requirements for new development including the peak flow detention from a post to pre-development condition for the 24 hour, two, and 10-year storm events requirement, the 80% suspended solids removal requirement, oil and grease removal from the first ½ inch of runoff requirement, and provides for the 60% of pre-development infiltration requirement. Storm water management design for the project also meets WI DNR- NR151 new development requirements which are similar to City of Madison requirements mentioned above. The bio-retention basins and rain garden require management similar to a perennial garden including selective hand-weeding, eradication of invasive species, and removal of undesirable spreading vegetation.

Exhibit E



Landscaping and Ground Maintenance

Q #12. What are the Department's plans for maintenance of the grounds? Will neighbors have any input on the development of the plan?

A. DOA will develop a landscape maintenance plan at the Preservation Storage Facility in compliance with LEED (Leadership in Energy and Environmental Design). The grounds maintenance plan will include the use of organic or combined fertilizers in place of harmful synthetic fertilizers. Only certified Green Seal Products will be used in the cleaning and maintenance of the building exterior. There will be no broadcast spraying of vegetation. Only low-level Integrated Pest Management strategies and tactics will be followed.

Future Expansion of Facility

Q #10. Are there any plans to expand the building? If so, how will the building be expanded and in what direction?

A. DOA tries to incorporate growth potential into all of its building plans. If growth does occur at the Preservation Storage Facility, it will be an increase in storage space and not an increase in staff. Potential growth would occur on the north side of the building at grade level. The building is not physically designed to be able to be built higher. The building shadow to the north visible in Exhibit B shows the direction of any future growth.

Questions for Department of Administration (to be answered before May 17 Madison Common Council meeting)

Questions emerged from a community meeting May 5th at the Warner Park Community Recreation Center regarding a proposed museum storage facility at 402 Troy Drive. The questions were recorded by 18th District Alder Anita Weier.

- 1. Architect Paul Lorich said that the existing tree lot separating the development from Troy Gardens would be "in large manner retained." What exactly does that mean? How many trees would be removed? You say you will replant trees that will stay below utility lines. What types of trees and how many?
- 2. Bill Peterson said that a site left of Green Avenue was rejected by the state because it would be disruptive to the neighborhood. Isn't the Troy Drive site also disruptive of the neighborhood, as shown by the opposition at the community meeting?
- 3. Questions were raised about parking for construction workers during the site. Where do you plan to put the vehicles?
- 4. Twelve local residents either suggested at the meeting or submitted written comments suggesting that the state tear down an existing building on the Mendota Mental Health Institute grounds that is not being used and rebuild on that site. Attendees also asked whether the state had considered that previously, and Bill Peterson of the state DOA said he did not know. Ernie Winters said he "believed" that was looked at and that he would look at that issue and answer the question more thoroughly prior to the Common Council meeting. What did you find out? How many buildings are vacant? (During a drive-through, at least one building the old hospital --was obviously vacant and had broken windows, and other buildings appeared to be vacant.) Which buildings are vacant?
- 5. Another woman at the meeting asked why not build on a parking lot on the Mendota Mental Health site?
- 6. Will you consider building on the site of an existing vacant building at Mendota that has a parking lot or building on a parking lot site there that is not being used?
- 7. Alder Anita Weier had previously requested a list of vacant state lands of 11 acres or more in Dane County, and was told by Bill Peterson that there is no such overall list, that she would have to make separate requests of all state agencies. Will you now comply with this request?
- 8. Jill Jacklitz, director of Community GroundWorks at Troy Gardens, said she has been getting contradictory information about the project. Would the building be 300 feet from the Troy Gardens property line? Is an easement possible to make sure that a current path can continue to be used? (Another speaker also asked why not a conservation easement?)
- 9. Jacklitz said the tree line is 50 feet high, but the building is somewhat taller than that. Would it block the sun to the gardens?
- 10. Representatives of the project said at the meeting that the building might eventually be expanded. In which direction? Or would you add stories to it?
- 11. Apparently no traffic analysis or environmental impact study was conducted. Winters was to research this further. What was the result? If there were no studies, why was that so?
- 12. How will the Department of Administration coordinate maintenance of the grounds with neighbors? Will neighbors have any input? Will any pesticides or other chemicals be used?
- 13. Is there a Master Plan in place for the state facilities in this area, including Mendota Mental Hospital and the Central Wisconsin Center? If not, why not create one before deciding where to put this facility?

Additional questions from Alderperson Anita Weier received May 27, 2011:

Q #1. Would you consider placing the building on the Central Wisconsin Center land across the street from Parcel 3, just beyond the chosen site? This is where the street curves and Troy becomes Green.

A. This parcel is not big enough for the facility. In addition, there is a public sanitary sewer easement on the parcel as well as DHS chilled water and steam distribution piping from MMHI to CWC. As noted on p. 4 of this document, the new facility cannot disrupt DHS' operations.

Q #2. Were Native Americans consulted about the site of the ceremonial?

A. Jennifer Kolb, Museum Director and SHS Native American Liaison, has consulted with the Tribes on nearly building design elements and details related to the ceremonies that may be conducted on-site. The facility design includes outdoor space and the details of this space were also developed in consultation with the Tribes. Jennifer mentioned that the Tribes congratulated the SHS for its forward thinking, noting this is only the second curation facility in the country that reached out to them in planning a space for ceremonial use.

Q #3. Could I receive a copy of the six-year Capital Budget plan for CWC and MMHI?

A. Ernie Winters provided a CD copy of the plan to Alderperson Weier on 5/31.

Q #4. It still seems strange not to have an environmental assessment of a site that would be changed from Conservancy to Limited Manufacturing?

A. As noted on p. 7 of this document, the proposed project did not trigger the need for a Phase 1 Environmental Site Assessment. There was no purchase of property and the property title did not change names. The property is not located within a wetland and shows evidence of prior disturbance. Archaeological review of the site revealed farming once took place on the land. Furthermore, the facility will not produce harmful discharges of any waste materials into or upon the ground, into sanitary or sewer systems, into water, or into the atmosphere. The facility will not produce any nuisance, hazard, or commonly recognized offenses such as dust, gas, smoke fumes, odors, particulate material, or chemical compounds. Even though the city requested the parcel be re-zoned, the use is in accordance with Madison's Conservancy zoning which allows the construction of mixed-use buildings. The design includes the softening of landscape elements and open ground for rain drainage and the melting of plowed snow. The design meets other conservancy requirements by providing a variety of landscape elements including maintaining a canopy of shade trees, shrubbery, setbacks, and earth berms. The site disturbance is minimal in proportion to the area being landscaped. The overall design was considerate of the preservation of natural features, tree growth, and required water retention.

Scott Walker Governor

Dennis G. Smith Secretary



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May 23, 2011

City of Madison Plan Commission c/o Heather Stouder City of Madison, Department of Planning & Community & Economic Development Madison Municipal Building, Ste. LL-100 215 Martin Luther King, Jr. Blvd. Madison, Wisconsin 53701-2985

Dear Ms. Stouder:

Our Department of Health Services (DHS) has been involved, since 2007, in the planning process for the location of a new Preservation Storage Facility for the Wisconsin Historical Society and the Wisconsin Veterans Museum. Early on in the process, several parcels of proposed land located on the Mendota Mental Health Institute (MMHI) and Central Wisconsin Center for Persons with Disabilities (CWC) campuses were shown to our Department as potential options for the location of the new Preservation and Storage Facility. After review, it was determined that any land on the MMHI campus would not be feasible due to the extensive Native American burial and ceremonial sites located on that property.

For the parcel of land proposed on the CWC property (Parcel #2), an archeological study conducted by the Wisconsin Historical Society in 2007 found indications of farming activity and no archeological evidence present in this parcel. Our Department had no objections to this being the Preservation Storage Facility site if the following concerns or conditions were properly addressed:

- 1. CWC is a 24/7 health care facility that has a resident population with profound mental retardation and complex, medically fragile and disabled condition. Residents live at CWC full time, 365 days a year. Planning should acknowledge people who live and work at CWC and reflect several priorities and constraints:
 - a. Separation from CWC Operations: Preservation Storage Facility (PSF) should have an orientation and access independent from CWC:
 - 1) Access to PSF from Troy Drive/Green Avenue. during construction and PSF operation. Troy Ave Bridge restricts semi access to be from Knutson Drive. Access is in turn restricted (by signage) on residential streets.
 - 2) PSF orientation should be facing Troy Drive/Green Avenue.
 - 3) Separate PSF from CWC building's 5, 6, 7, 8 with as much physical distance and natural barriers as possible.
 - 4) Maintain mature tree line to form natural barrier and provide amenity.
 - 5) Allow for temporary or second vehicular access to CWC without providing drive thru. Temporary gravel road has been utilized on Parcel 2 by CWC in past.

- b. Noise Control: orientate, screen, and otherwise suppress any mechanical or construction noise so that noise is not audible inside any CWC structure:
 - 1) Audible noise must be at a level that does not disrupt outdoor activities for the people who live and work at CWC.
 - 2) People live and work at CWC 24/7. Any noise that interferes with sleep or habilitation is a problem. Some people who live at CWC are ultra sensitive to noise.
- c. Airborne and Waterborne Contaminants: any sources of airborne particles, fumes, exhaust, allergens, water disposal, drainage, etc. must be controlled with medically fragile residents in mind.
- d. Human Safety: any toxic, radioactive, or potentially hazardous substances in use at PSF must be strictly controlled. The benchmark is safety for people who have compromised respiratory and immune systems.
- e. Lighting: dark sky principles should be implemented; light pollution should be suppressed. Any lighting that would interfere with the sleep of the residents of CWC is a concern.

Therefore, we do not have concerns beyond those previously expressed related to assuring that appropriate consideration is given to noise, light pollution, exhaust/ventilation fumes, traffic access and parking. Assuming that these issues continue to be addressed as planning moves forward, we have every reason to believe that the occupants of the Preservation Storage Facility will be good neighbors.

Attached are site maps used during the planning process.

Patrick W. Cooper

Deputy Administrator

Attachment

Sincerely

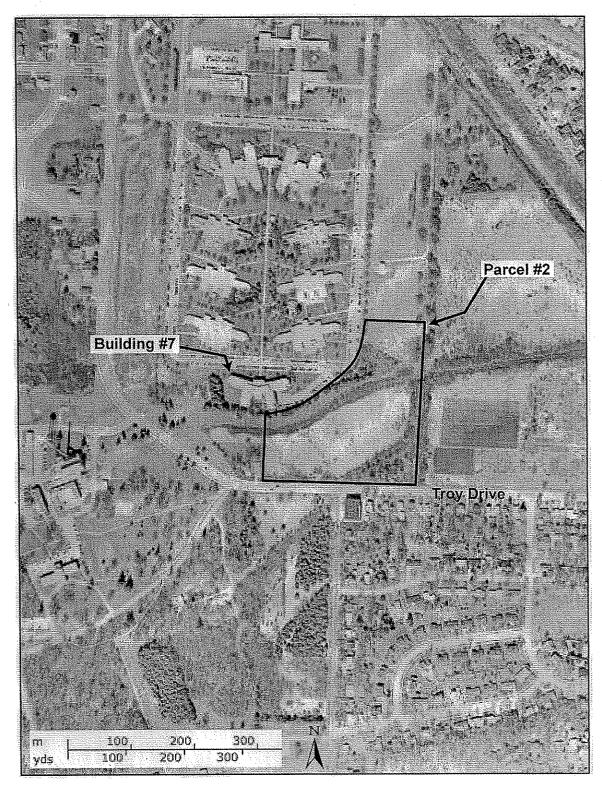


Figure 2. Location of Parcel #2 at the Central Wisconsin Center.

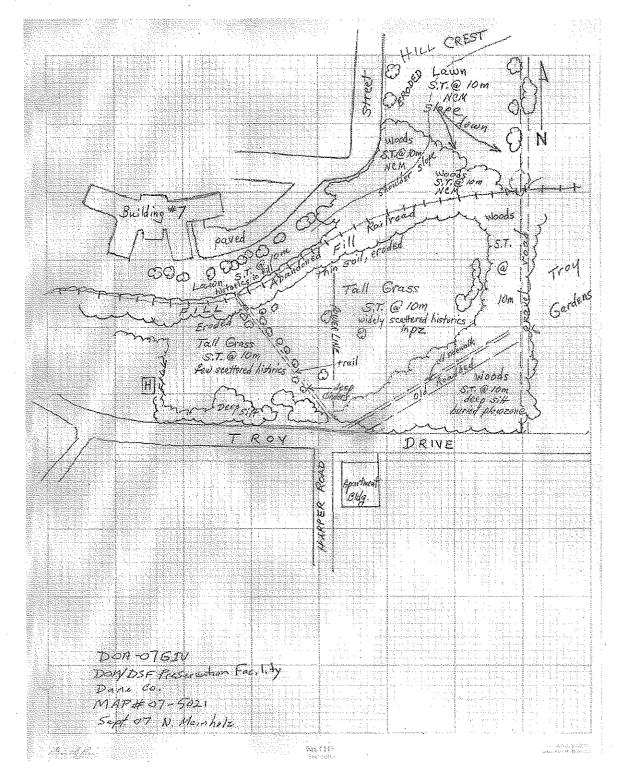
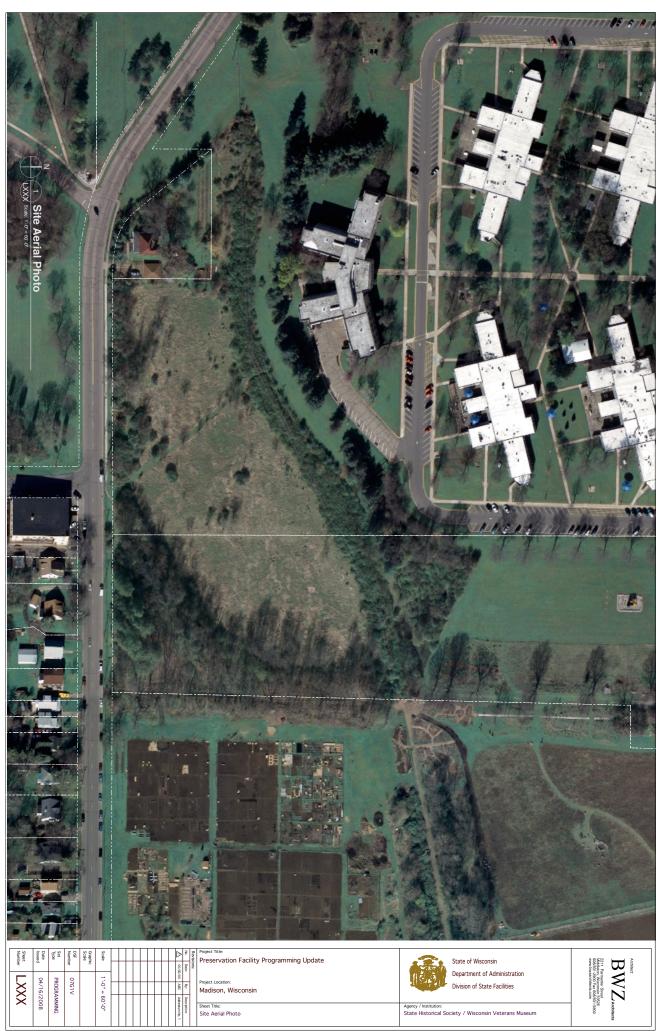


Figure 3. Field Map Recorded During Recent Archaeological Survey.





Not only are these nearly 100 year old uniforms overcrowded, they should be stored flat for long-term preservation.



piled too deep, and mix materials that should be separated.

