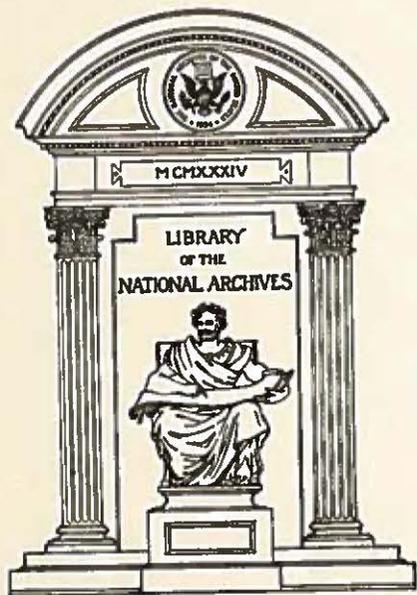


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1935/36



SECOND ANNUAL REPORT  
OF THE  
ARCHIVIST  
OF THE UNITED STATES  
1936





THE EXHIBITION HALL

THE NATIONAL ARCHIVES

SECOND ANNUAL REPORT  
OF THE  
ARCHIVIST  
OF THE UNITED STATES

*For the Fiscal Year Ending June 30*

1936



UNITED STATES  
GOVERNMENT PRINTING OFFICE  
WASHINGTON : 1936

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May 27 Dr. Schmitt

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## OFFICERS AND STAFF

(As of November 2, 1930)

### GENERAL ADMINISTRATION

ROBERT D. W. CONNOR—Archivist of the United States.  
DORSEY W. HYDE, JR.—Director of Archival Service.  
COLLIS G. HARRIS—Executive Officer.  
THAD PAGE—Administrative Secretary.  
SOLON J. BUCK—Director of Publications.  
MARCUS W. PRICE—Assistant Director of Archival Service.  
JAMES D. PRESTON—Assistant Administrative Secretary.  
MARJOBY B. TERRELL—Secretary to the Archivist.

### PROFESSIONAL DIVISIONS

*Division of Accessions*—Thomas M. Owen, Jr., Chief.  
*Division of Repair and Preservation*—Arthur E. Kimberly, Chief.  
*Division of Classification*—Roscoe R. Hill, Chief.  
*Division of Cataloging*—John R. Russell, Chief.  
*Division of Department Archives, No. 1*—Arthur H. Leavitt, Chief.  
*Division of Department Archives, No. 2*—Fred W. Shipman, Chief.  
*Division of Reference*—Nelson Vance Russell, Chief.  
*Division of Research*—Percy S. Flippin, Chief.  
*Division of the Library*—Phillip M. Hamer, Chief.  
*Division of Motion Pictures and Sound Recordings*—John G. Bradley, Chief.  
*Division of the Federal Register*—Bernard R. Kennedy, Director.

### ADMINISTRATIVE DIVISIONS

*Division of Purchase and Supply*—Frank P. Wilson, Chief.  
*Division of Personnel and Pay Roll*—Allen F. Jones, Chief.  
*Division of Finance and Accounts*—Allen F. Jones, Chief.  
*Division of Photographic Reproduction and Research*—Vernon D. Tate, Chief.  
*Division of the Central Files*—Virginia M. Wolfe, Chief.

LETTER OF TRANSMITTAL

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THE NATIONAL ARCHIVES,  
Washington, D. C., November 14, 1936.

*To the Congress of the United States:*

In compliance with the provision of section 9 of the National Archives Act, approved June 19, 1934 (48 Stat. 1122-1124), I have the honor to submit the second annual report of the Archivist of the United States, covering the fiscal year ending June 30, 1936.

Respectfully,

R. D. W. CONNOR, *Archivist.*

## SECOND ANNUAL REPORT OF THE ARCHIVIST OF THE UNITED STATES

The National Archives Act, section 9, provides that "the Archivist shall make to Congress, at the beginning of each regular session, a report for the preceding fiscal year as to the National Archives, the said report including a detailed statement of all accessions and of all receipts and expenditures on account of the said establishment." The present report, made in accordance with this provision, covers the fiscal year ending June 30, 1936.

### THE NATIONAL ARCHIVES BUILDING

The act establishing The National Archives of the United States provides that the "immediate custody and control of the National Archives Building and such other buildings, grounds, and equipment as may from time to time become a part of the National Archives Establishment (except as the same is vested by law in the Director of National Buildings, Parks, and Reservations) and their contents shall be vested in the Archivist of the United States." The National Park Service is charged with the maintenance and operation of the building; in all other respects custody and control of the building, grounds, equipment, and contents are vested in the Archivist.

From July 1 to November 8, 1935, the staff of The National Archives continued to occupy offices in the Department of Justice Building that had been assigned temporarily to the Archivist in 1934 pending the completion of the National Archives Building. On October 15, 1935, the Acting Assistant Director of Procurement, Treasury Department, notified the Archivist that the custody of the building had been transferred to the National Park Service "for the purposes of occupation and operation", and that the administrative offices would be ready for occupancy by the staff of The National Archives by November 1. On November 8, accordingly, the staff moved from the Department of Justice Building to the National Archives Building.

At that time no part of the building had been completed, but the construction and equipment of certain administrative offices, the conference room, the library, the auditorium, the welfare room, the temporary receiving room, the stock room, and the quarters for the Division of Photographic Reproduction and Research had advanced far enough so that they could be used. Construction work on the stack areas in the original building had been completed, but as they

had not been equipped they could be used even for the temporary storage of documents to a very limited degree only. The first contract for equipment of four of these stack areas had been let but the installation of equipment was not completed and accepted until May 16, 1936. The completion of this contract made available, but not until 6 weeks before the end of the fiscal year, a total of 192,288 cubic feet of document area, or 21 percent of the document area of the original building. The second contract, let May 18, 1936, will provide equipment for 560,459 additional cubic feet of document area, of which 488,190 cubic feet will be equipped by the end of the fiscal year 1937. Upon the completion of this contract, 76 percent of the document area of the original National Archives Building will be equipped for the permanent filing of records. The contract for stack equipment in the rest of the original building, covering 24 percent of its document area, had not been let at the end of the fiscal year.

Other areas not equipped at the time the building was occupied by the staff were partially equipped and made available for partial use at various times during the course of the year. These areas include the search rooms, the projection booth for motion pictures and sound recordings, and the offices and quarters of the Division of Repair and Preservation. Important areas either not completed or not sufficiently equipped for use during the year include the extension, the permanent receiving room, the Exhibition Hall, four administrative offices in the original building, and nine in the extension. The stack-protective system had not been installed.

On December 11, 1935, the Procurement Division, Treasury Department, let the contract for the extension, to be finished by March 28, 1937. The completion of this contract will make available nine additional administrative offices and also stack areas, which, when equipped, will provide 1,188,024 cubic feet of additional document area. It should be borne in mind, however, that the contract for equipment for these stack areas has not yet been let, and many months must elapse before they will be available except for the temporary storage of records.

#### LEGISLATION

Two acts, passed at the second session of the 74th Congress and approved by the President, conferred additional powers and duties upon the Archivist. They are: "An Act to provide for the custody of Federal proclamations, orders, regulations, notices, and other documents, and for the prompt and uniform printing and distribution thereof", known as the Federal Register Act (49 Stat. 500-503), approved July 26, 1935; and "An Act to amend section 8 of the Act entitled 'An Act to establish a National Archives of the United

States Government, and for other purposes', approved June 19, 1934" (Public, No. 756, 74th Cong., approved June 22, 1936). These acts are printed in full in appendix I of this report.

*Powers and functions of the Archivist.*—These acts conferred upon the Archivist the following powers and functions in addition to those conferred upon him by the National Archives Act:

(1) The Federal Register Act charges him with the custody and, together with the Public Printer, with the prompt and uniform printing and distribution, in the Federal Register, of all the documents required or authorized to be published therein under section 5 of the act. He serves as chairman of the administrative committee, which, with the approval of the President, prescribes regulations for carrying out the provisions of the act.

(2) Section 8 of the National Archives Act provided: "That the National Archives shall have an official seal which will be judicially noticed." This section did not make judicial notice of the seal of The National Archives mandatory nor did it provide for the certification of copies of records in the custody of the Archivist. Frequent requests from other Government agencies as well as from private persons for copies of documents authenticated under the seal of The National Archives made it necessary to supply these omissions. Congress, therefore, amended section 8 to provide that the seal of The National Archives "shall" be judicially noticed; that the Archivist may make authenticated or unauthenticated copies of documentary, photographic, or other archives or records in his custody that are not exempt from examination as confidential or protected by subsisting copyright and may charge a fee sufficient to cover the cost or expense thereof except when such copies are furnished to any Government agency for official use; and, further, that copies authenticated by the official seal of The National Archives and certified by the Archivist, or in his name by the head of any office or the chief of any division of The National Archives authorized by the Archivist to do so, shall be admitted in evidence equally with the originals from which they are made. In pursuance of the authority conferred upon him by this act, the Archivist empowered the Administrative Secretary of The National Archives and, in his absence or inability to act, the Assistant Administrative Secretary to authenticate and attest copies of documents in his custody as provided by law.

#### THE NATIONAL ARCHIVES COUNCIL

*Membership.*—The National Archives Council was created by the National Archives Act (sec. 6). It is composed of the Secretary of each of the executive departments of the Government, the chairman of the Senate Committee on the Library, the chairman of the House Committee on the Library, the Librarian of Congress, the Secretary

of the Smithsonian Institution, and the Archivist of the United States. The law authorizes each of the Secretaries of the executive departments to be represented on the Council by "an alternate from each department to be named by the Secretary thereof."

*Duties.*—The Council is charged with the duties of defining the classes of material to be transferred to the National Archives Building, establishing regulations governing such transfer, advising the Archivist in respect to regulations governing the disposition and use of archives and records transferred to his custody, and passing upon lists of papers proposed to be destroyed or otherwise disposed of as having no permanent value or historical interest.

*Meetings of the Council.*—Two meetings of the Council were held during the year covered by this report. The first was held in the Cabinet room of the White House on December 27, 1935, at the call of the President, for the purpose of effecting an organization. The following were elected officers of the Council: Chairman, the Secretary of State; vice chairman, the Archivist of the United States; secretary, the Administrative Secretary of The National Archives.

*Address of the Chairman.*—The second meeting of the Council was held on February 10, 1936, in the conference room of the National Archives Building, with the chairman, the Honorable Cordell Hull, Secretary of State, presiding. Calling the meeting to order, the chairman said:

This opening session of the National Archives Council is an occasion of historic significance. For the first time, after a national existence of some 100 years, we who are here today are to lay down policies which are to guide in the preservation of the priceless records of the American Government—policies which are to affect, not only the accumulated stores of the past, but also the increments thereto which will accrue throughout the generations to come. I count it a notable honor that you have assigned to me the privilege of presiding at our deliberations.

We should approach our duty in a manner that will save us from allowing this vastly important work to become a matter of routine. I believe that the most important thing for us here today is the attitude of mind we bring to the responsibilities imposed upon us. In all earnestness I ask that we assume these responsibilities with the respect, even let me say with the reverence, due to the task—the discriminating and complete preservation of the endless drama of the history of the Government of the United States in the great attempt to establish a working democracy in a vast country.

The American people have the preservation of the archives of our Government at heart. To this end they have built an instrument equipped with the most modern devices and adequate in every respect. Without stint they have indicated what is a very noble conception. They have resolved that there shall be a complete record, and they have willed that it shall be encased in a structure of surpassing beauty in order that all may be touched with the feeling of the dignity that is inseparable from the growth of a wonderful national life. The administration of this home of history is in charge of the Archivist of the United States and his associates. It is for us as a Council to give guidance and advice, and we now pledge our sympathetic cooperation to insure

the success for all time of the National Archives establishment. Looking to the past and to the future, let me express the earnest and confident hope that there will be no faltering in the effort to realize the expectations which inspired this splendid undertaking.

*Transfers to The National Archives.*—The Archivist of the United States, in accordance with a request of the Council at its meeting on December 27, 1935, submitted for its consideration resolutions defining the classes of material that shall be transferred to The National Archives and establishing regulations governing such transfer. The resolutions, which were adopted by the Council on February 10, 1936, are as follows:

Whereas section 3 of the "Act to establish a National Archives of the United States Government, and for other purposes" (48 Stat. 1122-1124), provides that "All archives or records belonging to the Government of the United States (legislative, executive, judicial, and other) shall be under the charge and superintendence of the Archivist to this extent: He shall have full power to inspect personally or by deputy the records of any agency of the United States Government whatsoever and wheresoever located, and shall have the full cooperation of any and all persons in charge of such records in such inspections, and to requisition for transfer to the National Archives Establishment such archives, or records as the National Archives Council, hereafter provided shall approve for such transfer";

And whereas section 6 of said act creates the National Archives Council and authorizes it to "define the classes of material which shall be transferred to the National Archives Building and establish regulations governing such transfer": Therefore be it

*Resolved*, That the Archivist of the United States be and he is hereby authorized to requisition for transfer to The National Archives any archives or records in the custody of any agency of the United States Government (legislative, executive, judicial, and other), which fall within any of the following classes, viz:

I. Any archives or records (a) which the head of the agency in custody of them may deem not to be necessary for use in the conduct of the regular current business of said agency; (b) which he may consider to be in such physical condition that they cannot be used without danger of damage to them; and (c) for which, in his opinion, he is unable to provide adequate or safe storage.

II. Any archives or records of any Federal agency that has gone out of existence unless its functions have been transferred to the agency which has custody of its records.

III. Any other archives or records which the National Archives Council by special resolution, or which the head of the agency in custody of them for special reasons, may authorize to be transferred to The National Archives.

*Resolved further*, (1) That when the head of any agency of the Government of the United States shall determine that any archives or records in his custody fall within class I as defined above, he shall cause to be furnished to the Archivist of the United States a descriptive list of such archives or records, which shall thereupon become subject to requisition by the Archivist for transfer to The National Archives; (2) that when the Archivist shall issue his requisition for any archives or records he shall furnish to a duly authorized repre-

representative of the agency that has custody of them an identification inventory of the material covered by such requisition and this inventory shall be verified and agreed to by the representative of said agency before such archives or records shall be transferred to the Archivist; (3) that when such verification has been completed and certified to on the inventory form by the signatures of the representatives of said agency and of the Archivist of the United States, respectively, such archives or records shall be delivered by the representative of said agency either to the representative of the Archivist of the United States at the depository in which they are stored for transfer to The National Archives, or to a representative of the Archivist of the United States at the National Archives Building; *Provided*, That all such archives or records shall pass into the legal custody of the Archivist of the United States when, and not until, they have been either delivered to his representative for loading on the trucks of The National Archives or delivered to and accepted by a representative of the Archivist at the National Archives Building.

*Reports on useless papers.*—During the year, the Council approved for transmission to Congress four reports submitted by the Archivist on lists of papers recommended to be destroyed or otherwise disposed of by various agencies of the Government as follows:

(1) Department of War, the Federal Communications Commission, and the Smithsonian Institution. Transmitted to Congress January 1, 1936.

(2) Departments of the Treasury, War, and the Post Office, the Civil Service Commission, and the Agricultural Adjustment Administration. Transmitted to Congress February 11, 1936.

(3) Departments of State, Treasury, War, Post Office, Agriculture, and Commerce, and the Civil Service Commission, the United States Employees' Compensation Commission, the Federal Reserve Board, the Federal Trade Commission, and the Veterans' Administration. Transmitted to Congress May 18, 1936.

(4) Departments of the Treasury, Interior, and Commerce, and the Federal Trade Commission, the Veterans' Administration, and the Agricultural Adjustment Administration. Transmitted to Congress June 15, 1936.

#### THE NATIONAL HISTORICAL PUBLICATIONS COMMISSION

*Membership.*—The National Historical Publications Commission was created by section 5 of the National Archives Act. During the year 1935-36, its members were as follows: Dr. R. D. W. Connor, Archivist of the United States, chairman; Dr. Hunter Miller, Historical Adviser of the Department of State; Col. Oliver L. Spaulding, Chief of the Historical Section, Army War College; Capt. Dudley W. Knox, Superintendent of Naval Records, Navy Department; Dr. J. F. Jameson, Chief of the Division of Manuscripts, Library of Congress; Dr. Dumas Malone, Editor of the Dictionary of American Biography; and Dr. St. George L. Sioussat, Professor

of History, University of Pennsylvania. Dr. Solon J. Buck, Director of Publications, The National Archives, is the secretary of the Commission.

*Duties.*—The Commission is required to meet at least once a year. It is charged with the duty of making plans, estimates, and recommendations to Congress for such historical works and collections of sources as seem appropriate for publication or otherwise recording at the public expense, and its recommendations must be transmitted to Congress by the Archivist of the United States.

*Recommendations.*—During the year covered by this report, the Commission held two meetings, one on November 26, 1935, the other on February 21, 1936. At its meeting held on January 29, 1935, the Commission adopted a resolution to recommend to Congress "that in any celebration of the sesquicentennial of the adoption of the Constitution, one element should be a documentary historical publication illustrative of the origins of the Constitution, to be executed under the supervision of the National Historical Publications Commission." After a thorough discussion of this subject at later meetings, the Commission decided to limit its recommendation to the publication of documentary material on the ratification of the Constitution and the first ten amendments thereto; and at its meeting on February 21 a report outlining a plan for such a publication in six volumes at an estimated cost of \$85,000 was unanimously adopted. This report was transmitted to Congress by the chairman on March 17, but Congress adjourned without taking any action on it.

#### THE FEDERAL REGISTER

*The Federal Register Act.*—In accordance with the provisions of the Federal Register Act (49 Stat. 500-503), a new professional division, known as the Division of the Federal Register, was established in The National Archives. At the head of the Division is a Director, who is appointed by the President. The act creates an administrative committee consisting of the Archivist, an officer of the Department of Justice designated by the Attorney General, and the Public Printer. It is the duty of this committee to prescribe, with the approval of the President, regulations for carrying out the provisions of the Federal Register Act.

By section 1 of this act the Archivist of the United States "is charged with the custody and, together with the Public Printer, with the prompt and uniform printing and distribution of the documents required or authorized to be published under section 5", which reads as follows:

SEC. 5. (a) There shall be published in the Federal Register (1) all Presidential proclamations and Executive orders, except such as have no general applica-

bility and legal effect or are effective only against Federal agencies or persons in their capacity as officers, agents, or employees thereof; (2) such documents or classes of documents as the President shall determine from time to time have general applicability and legal effect; and (3) such documents or classes of documents as may be required so to be published by Act of the Congress: *Provided*, That for the purposes of this Act every document or order which shall prescribe a penalty shall be deemed to have general applicability and legal effect.

(b) In addition to the foregoing there shall also be published in the Federal Register such other documents or classes of documents as may be authorized to be published pursuant hereto by regulations prescribed hereunder with the approval of the President, but in no case shall comments or news items of any character whatsoever be authorized to be published in the Federal Register.

The original and two certified copies of any document required or authorized to be published under the above section must be filed with the Division of the Federal Register. The original must be retained in The National Archives and be made available for public inspection; one of the certified copies must be transmitted immediately to the Government Printing Office, which is required to print and distribute all such documents in a serial publication designated the "Federal Register."

Section 11 of the act requires each agency of the Federal Government to prepare and file with the administrative committee a complete compilation of all documents which were issued or promulgated prior to the date documents were required or authorized to be published in the Federal Register "and which are still in force and effect and relied upon by the agency as authority for, or invoked or used by it in the discharge of, any of its functions or activities." It is made the duty of the administrative committee to report with respect to such documents to the President, "who shall determine which of such documents have general applicability and legal effect, and shall authorize the publication thereof in a special or supplemental edition or issue of the Federal Register."

The need for such legislation has been recognized by both lawyers and Government officials for many years. The special committee on administrative law of the American Bar Association, in its report of 1934, expressed the opinion that "Rules, regulations and other exercises of legislative power by executive or administrative officials should be made easily and readily available at some central office." Public attention was drawn to the problem by comments of the Chief Justice of the Supreme Court of the United States, who, in delivering the opinion of the Court on January 7, 1935, in the *Petroleum Code case (Panama Refining Company v. Ryan, 293 U. S. 388)*, said:

The controversy with respect to the provision of Section 4 of Article III of the Petroleum Code was initiated and proceeded in the courts below upon a false assumption. That assumption was that this section still contained the

paragraph (eliminated by the Executive Order of September 13, 1933) by which production in excess of assigned quotas was made an unfair practice and a violation of the Code. Whatever the cause of the failure to give appropriate public notice of the change in the section, with the result that the persons affected, the prosecuting authorities, and the courts, were alike ignorant of the alteration, the fact is that the attack in this respect was upon a provision which did not exist.

Justice Harold M. Stephens of the United States Court of Appeals for the District of Columbia, who, as Assistant Attorney General, represented the Government in the case, referring to this situation in a statement before subcommittee no. II of the Committee on the Judiciary, House of Representatives, on February 21, 1936, said that in his opinion the *Panama Refining Company case* "merely spectacularized or brought to the public attention the need for the Federal Register, which has been insistent for a great many years."

On April 26, 1934, an informal committee was appointed by the Executive Director of the National Emergency Council to study the need for legislation of this type and to draw a bill to be submitted to Congress. This committee made an intensive study of the subject and submitted a report to the Executive Council, dated October 26, 1934, which recommended the printing of such rules and regulations in an official periodical to be called the "Federal Register." The report was later referred to the Interdepartmental Legal Committee, which was composed of the chief counsels of the major agencies of the Government, with Mr. William Stanley, then Assistant to the Attorney General, as chairman. A subcommittee was appointed to draft a bill to carry into effect the recommendations contained in the report and this bill was approved by the Interdepartmental Legal Committee. It was introduced in the House of Representatives by the Honorable Emanuel Celler, Representative from the Tenth District of New York, was passed with a few minor changes, and was approved on July 26, 1935.

*Duties and functions of the Director.*—The Director of the Division of the Federal Register is charged with the immediate responsibility of providing for the orderly acceptance, filing, and custody of the documents required to be transmitted to the Division by other Federal agencies. He must note on the original and duplicate originals or certified copies of each document the day and hour of filing, make one copy of each such document immediately available for public inspection, and promptly upon receipt transmit one duplicate original or certified copy to the Government Printing Office for printing in the Federal Register. He must prepare for submission to the President the report of the administrative committee on the compilation of such documents as have been filed with the Division

by the various Federal agencies as required by section 11 of the Federal Register Act and edit and index such of these documents as the President shall authorize to be published in a special issue of the Federal Register. He serves as secretary of the administrative committee.

#### PERSONNEL

By the close of the fiscal year 1935, as stated in the First Annual Report of the Archivist, two of the executive offices, four of the professional divisions, and four of the administrative divisions had been organized. The offices were those of the Director of Archival Service and the Executive Officer; the professional divisions were those of Motion Pictures and Sound Recordings, Classification, Accessions, and Research; the administrative divisions were those of Personnel and Pay Roll, Finance and Accounts, Photographic Reproduction and Research, and Purchase and Supply. The total number of persons on the staff of The National Archives at the close of the fiscal year 1935 was 42.

During the fiscal year ending June 30, 1936, the following officers, assistant officers, and chiefs of divisions and sections were appointed.

#### EXECUTIVE OFFICES

*Director of Archival Service.*—Dorsey W. Hyde, Jr.; appointed by the President July 8, 1935; confirmed by the Senate July 20; qualified July 25. On September 3, 1935, Marcus W. Price, appointed by the Archivist, qualified as Assistant Director of Archival Service.

*Executive Officer.*—Collas G. Harris; appointed by the President July 8, 1935; confirmed by the Senate July 20; qualified July 25.

*Administrative Secretary.*—Thad Page; appointed by the President July 8, 1935; confirmed by the Senate July 20; qualified August 28. On August 19, 1935, James D. Preston, appointed by the Archivist, qualified as Assistant Administrative Secretary.

*Director of Publications.*—Solon J. Buck; appointed by the President July 8, 1935; confirmed by the Senate July 20; qualified August 30.

#### PROFESSIONAL DIVISIONS

*Federal Register.*—Bernard R. Kennedy, Director; appointed by the President August 26, 1935; qualified September 3.

*Reference.*—Nelson Vance Russell, Chief; qualified September 13, 1935.

*Repair and Preservation.*—Arthur E. Kimberly, Chief; qualified October 1, 1935.

*Cataloging.*—John R. Russell, Chief; qualified October 15, 1935.

*Department Archives, No. 1.\**—Arthur H. Leavitt, Chief; qualified March 16, 1936.

*Department Archives, No. 2.\**—Fred W. Shipman, Chief; qualified March 16, 1936.

*Library.*—Philip M. Hamer, Chief; appointed April 16, 1936; did not qualify until after the close of the fiscal year.

#### ADMINISTRATIVE DIVISION

*Central Files.*—Virginia M. Wolfe, Chief; qualified October 17, 1935.

#### ADMINISTRATIVE SECTIONS

*Messenger service.*—Carl E. Shifflette, chief; qualified December 1, 1935.

*Mail.*—Harriette E. Spalding, chief; qualified April 27, 1936.

The total number of persons employed in The National Archives at the close of the fiscal year 1936 was 175.

#### SURVEYS AND ACCESSIONS

The Archivist is required by law to include in his annual report to Congress a detailed statement of all accessions of archives or records made during the fiscal year.

*Preliminary survey.*—Preliminary to the accession of any records, it was necessary to make a survey of the archives of the Government in the District of Columbia and its vicinity, for the purposes of ascertaining their volume, the depositories in which they are stored, the state of their preservation and arrangement, the hazards to which they are exposed, the impediments to work in their present depositories, and as far as possible the volume that will probably be transferred, from time to time, to The National Archives.

This survey was begun by a group of deputy examiners in all the executive departments except the Department of Justice late in the fiscal year ending June 30, 1935. As stated in the First Annual Report of the Archivist, only 55,179 cubic feet of records were surveyed within that year. During the fiscal year ending June 30, 1936, surveys were completed of the archives of 6 executive departments and 10 independent establishments. The surveys in the 4 other executive departments, begun during the fiscal year 1935, were continued but not completed.

The total quantity of records surveyed during the year was 2,192,144 cubic feet, or 5,013,888 linear feet, a volume sufficient to fill 5,261,145 cubic feet of document area. Including the surveys of the

\*The designation of these Divisions of Department Archives by numbers is a temporary expedient. It is expected that ultimately such names as Division of State Department Archives, Division of Agriculture Department Archives, and the like will be used.



By the President of the United States of America

A Proclamation

Whereas on the twenty-second day of September, in the year of our Lord one thousand eight hundred and sixty-two, a proclamation was issued by the President of the United States, containing among other things, the following, to wit:

"That on the first day of January, in the year of our Lord one thousand eight hundred and sixty-three, all persons held as slaves within any State or designated part of a State, the people of which shall then be in rebellion against the United States, shall be then, thenceforward, and forever free; and the Executive Government of the United States, including the military and naval authorities thereof, will recognize and maintain the freedom of such persons, and will do so without any effort on their part, for their actual freedom."

That the Executive will so do, he do

State to govern forts, positions, stations, and other places, and to govern vessels of all waters and coasts.

And upon this only sincerely believe to be an act of justice, warranted by the Constitution upon military necessity, I much to consider with judgment of mankind, and the generous favor of Almighty God.

It is, therefore, with a heavy heart, and with a hand and a sword, that I have hereunto set my hand and caused the seal of the United States to be affixed.

Done at the city of Washington, the first day of January, in the year of our Lord

one thousand eight hundred and sixty three, and of the Independence of the United States of America the eighty-ninth.

Abraham Lincoln

By the President,

William A. Brown,  
Secretary of State.



THE EMANCIPATION PROCLAMATION

The first page and parts of the fourth and fifth pages of the original document in the custody of the Archivist of the United States.



BY THE PRESIDENT OF THE UNITED STATES OF AMERICA  
A PROCLAMATION

WHEREAS the Congress of the United States in the exercise of the constitutional authority vested in them have resolved, by joint resolution of the Senate and House of Representatives bearing date this day "that the state of war between the United States and the Imperial German Government which has been thrust upon the United States is hereby declared";

WHEREAS it is provided by Section four thousand and sixty-seven of the Revised Statutes, as follows:

Whenever there is declared a war between the United States and any foreign nation or government, or any invasion or predatory incursion is perpetrated or threatened against the territory, military, or naval forces, or property of the United States, by any foreign nation or government, and the President shall deem public policy to require it, he may, in his discretion, suspend the privilege of the writ of habeas corpus, and may subject to the age of fourteen years and up to the age of twenty-one years, and may, in his discretion, apprehend, restrain, secure, and remove, as aforesaid, any alien who, in his opinion, is a danger to the public safety, or who, in his opinion, is a danger to the national defense, or who, in his opinion, is a danger to the national honor, or who, in his opinion, is a danger to the national interest, and may, in his discretion, subject to the age of fourteen years and up to the age of twenty-one years, and may, in his discretion, detain any alien who, in his opinion, is a danger to the public safety, or who, in his opinion, is a danger to the national defense, or who, in his opinion, is a danger to the national honor, or who, in his opinion, is a danger to the national interest, and may, in his discretion, subject to the age of fourteen years and up to the age of twenty-one years, and may, in his discretion, detain any alien who, in his opinion, is a danger to the public safety, or who, in his opinion, is a danger to the national defense, or who, in his opinion, is a danger to the national honor, or who, in his opinion, is a danger to the national interest;

WHEREAS, by Sections four thousand and sixty-eight,

four

-2-

believe that he is about to violate, may regulate and may be prohibited by the President, or any other officer, or the United States, or of the States or Territories thereof, shall be subject to summary arrest by the United States Marshal, or his deputy, or such other officer as the President shall designate, and to confinement in such penitentiary, prison, jail, military camp, or other place of detention as may be directed by the President.

This proclamation and the regulations herein contained shall extend and apply to all land and water, continental or insular, in any way within the jurisdiction of the United States.

It is the will of the President of the United States to be affixed.

Done at the City of Washington, this ~~first~~ day of April, in the year of our Lord one thousand eight hundred and sixty-three, and of the Independence of the United States the one hundred and thirty-first.



By the President,  
William A. Brown,  
Secretary of State.

Abraham Lincoln

THE PROCLAMATION OF THE DECLARATION OF WAR AGAINST GERMANY  
The first and seventh pages of the original document in the custody of the Archivist of the United States.

Administration for the fiscal year ending June 30, 1936, is printed as appendix IV of this report.

Accessions.—Transfers of 192,514 linear or 58,794 cubic feet of documents, requiring 141,105 cubic feet of document area for filing, were received from three executive departments and seven independent establishments and commissions, as shown in the following table:

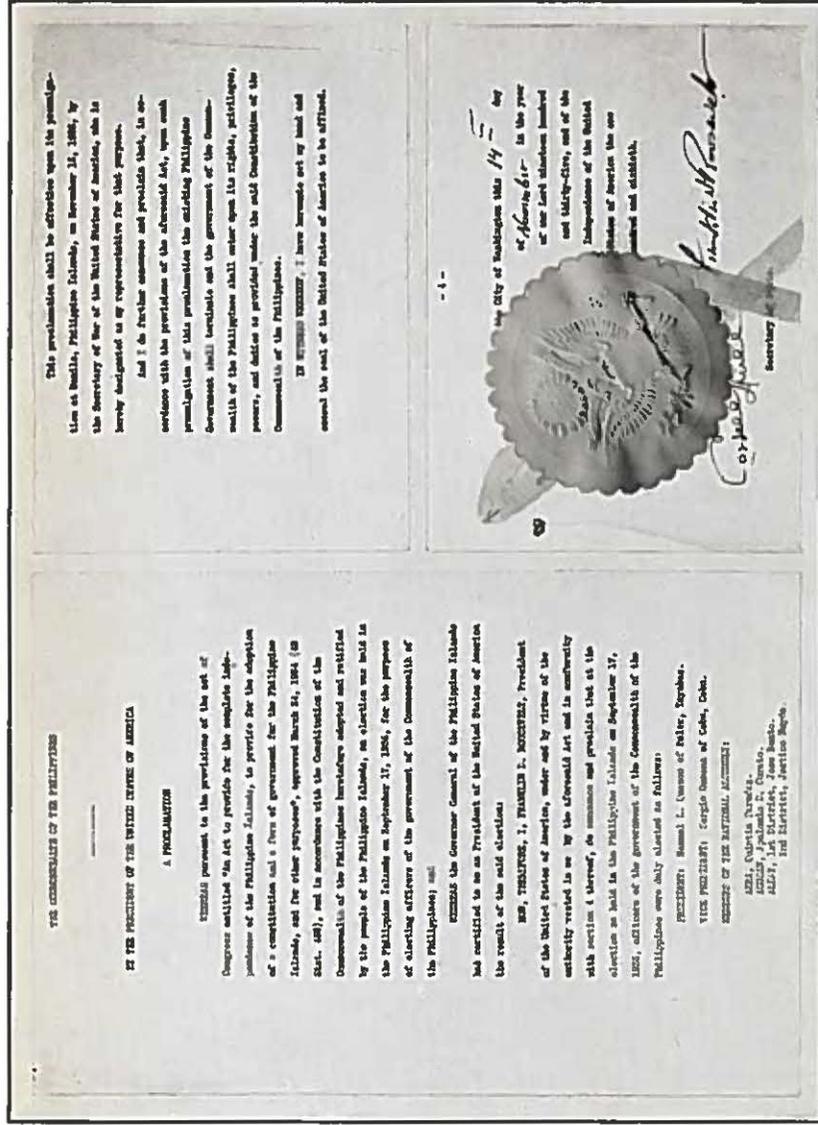
Statistical summary of accessions

Agencies	Linear feet	Cubic feet	Document area—cu. ft.
Department of State .....	68	58	139
Department of the Navy .....	5, 118	2, 204	5, 200
Department of Agriculture .....	8	11	26
National War Labor Board .....	152	90	216
U. S. Food Administration .....	21, 999	17, 012	40, 828
National Commission on Law Observance and Enforcement .....	174	131	314
National Mediation Board .....	1, 117	1, 420	3, 408
Veterans' Administration .....	159, 000	34, 470	82, 750
Export-Import Bank of Washington .....	128	80	214
National Recovery Administration .....	4, 750	3, 300	7, 920
<b>Total</b> .....	<b>192, 514</b>	<b>58, 794</b>	<b>141, 105</b>

The records received from the Department of State consist of the original files of Presidential proclamations, 1791 to date; of Executive orders, 1862 to date; and of administrative orders of the National Recovery Administration, 1934-35; together with the registers and indexes for these files. This material is at present in the custody of the Division of the Federal Register, which is using it in the compilation of a collection of all orders, rules, and regulations of general applicability and legal effect that are still in force, for publication in a special issue of the Federal Register.

The material from the Navy Department consists of a series of log books containing engineering data recorded on steam vessels of the Navy from 1861 to 1924 and the correspondence and other records of the old Bureaus of Equipment and of Steam Engineering from 1885 to 1910.

From the Department of Agriculture were received quarterly reports of the Bureau of Animal Industry on shipments in interstate and foreign commerce, 1923-30; some correspondence of the Division of Operations, 1906-22; and correspondence and reports con-



THE PROCLAMATION ESTABLISHING THE COMMONWEALTH OF THE PHILIPPINES

The first page and parts of the third and fourth pages of the original document in the custody of the Archivist of the United States.

cerning experiments of the Bureau of Aircraft Production of the War Department with the use of destructive gases, 1917-19.

The material received from the National Mediation Board consists of labor records of the United States Railroad Administration, 1918-19; records of the United States Railroad Labor Board, 1920-26; and records of the United States Board of Mediation and Conciliation, 1898-1920; and it is supplemented by the records of the National War Labor Board, 1918-19, which had been in the custody of the Department of Labor.

The archives of the United States Food Administration, including, in addition to the records of the Administration proper, 1917-20, records of the Sugar Equalization Board extending to 1926 and of the United States Grain Corporation extending to 1928, were taken over from the Department of Commerce by authority of Executive Order No. 4791, of December 31, 1927.

The archives of the National Commission on Law Observance and Enforcement, popularly known as the Wickersham Commission, 1930-31, were taken over from the Department of Justice by authority of Executive Order No. 5716, of September 16, 1931.

The transfer from the Veterans' Administration consists of inactive pension records of soldiers, sailors, and marines in all the wars of the United States and in the Regular Army and the Navy from 1815 to, but not including, the World War and of dependents of such service men. They include applications, briefs of service records, medical histories, supporting affidavits, birth, marriage, and death certificates, correspondence, and miscellaneous papers relating to some 4,600,000 individuals.

The National Recovery Administration records received are those of its 58 field offices, which were shipped directly to The National Archives as the activities were brought to a close.

The material from the Export-Import Bank of Washington, 1934-35, consists of the records of the Special Adviser to the President on Foreign Trade and some records of both of the Export-Import Banks.

Of the material received, 79,947 file units and boxes, estimated to contain 48,611,000 separate documents, and also 28,500 bound volumes had to be cleaned before being sent to the stacks.

#### DISPOSITION OF USELESS PAPERS

The rapid accumulation of Government records, especially since 1917, has raised problems of filing space in every executive department and other agency of the Government. A large percentage of this material falls within the class of "useless papers", which should be destroyed or otherwise disposed of according to law. The problem

of determining whether contemporary records may safely be disposed of is not an easy one. Prior to 1889, Congress passed no general law on the subject but on several occasions included in appropriation acts authorization to particular departments, and even subdivisions thereof, to dispose of papers in their files that they considered to have no permanent value or historical interest. These authorizations did not provide any procedure for determining the value of, nor require any report on, the records listed for disposal. This unsystematic method of dealing with the subject led to two results. In some departments records of historical interest were destroyed or otherwise disposed of either through carelessness or ignorance of their value; in others large files of worthless papers were allowed to accumulate, which occupied valuable space in Government buildings and seriously interfered with the dispatch of public business.

These conditions led to an investigation by a special committee of the Senate, and, as a result of its report, the 50th Congress, at its second session, passed "An act to authorize and provide for the disposition of useless papers in the Executive Departments", approved February 16, 1889 (25 Stat. 672), wherein it was provided that it should be the duty of the head of an executive department, whenever there should be therein an accumulation of files of papers not needed or useful in the transaction of its current business and having no permanent value or historical interest, to report that fact to Congress and to submit therewith a concise statement of the condition and character of such papers. It provided further that upon the submission of any such report it should be examined by a special committee of Congress composed of two members of the Senate and two members of the House of Representatives. If this committee reported to Congress that the records described in the report submitted to it, or any part of such records, were not needed in the current business of the department by which they were reported for disposal and had no permanent value or historical interest, then it should become the duty of the head of the department "to sell as waste paper, or otherwise dispose of" the records so authorized for disposition. This act was extended and amended by section 1 of the act of March 2, 1895 (28 Stat. 933), so as to include in its provisions "any accumulation of files of papers of a like character therein described now or hereafter in the various public buildings under the control of the several Executive Departments of the Government."

On March 16, 1912, President Taft issued Executive Order No. 1499, wherein he directed that heads of executive departments, before reporting to Congress lists of papers to be disposed of under the provisions of the act of February 16, 1889, as amended, should submit them to the Librarian of Congress in order that the departments

might have the benefit of his views as to the wisdom of preserving such of the papers as he might deem to be of historical interest. This procedure was in effect until the passage of the National Archives Act, approved June 19, 1934.

Section 3 of the National Archives Act provides that the Archivist "shall have full power to inspect personally or by deputy the records of any agency of the United States Government whatsoever and wheresoever located", and section 9 thereof requires that he shall transmit to Congress on January 1 of each year, with the approval of the National Archives Council, "a list or description of the papers, documents, and so forth (among the archives and records of the Government), which appear to have no permanent value or historical interest, and which, with the concurrence of the Government agency concerned, and subject to the approval of Congress, shall be destroyed or otherwise effectively disposed of."

To lay the foundation for the administration of these provisions of the National Archives Act, the Archivist in April 1935 sent inquiries to 94 Government agencies listed in the Congressional Directory calling their attention to the provisions cited and requesting information as to their procedure in the disposal of their useless papers. Replies were received from 82 executive departments and other agencies, 10 of which questioned the authority of the Archivist to examine their files on the ground that they did not come within the terms of the National Archives Act. Replies from the others indicated that they would, from time to time, submit lists of a rather large volume of documents recommended for disposal.

In order to assure careful consideration of all such papers, the Archivist appointed in the Office of the Director of Archival Service four special examiners to survey them and to recommend to him what action should be taken upon them. It should be borne in mind that such papers may be considered from at least three points of view: (1) Their value to the agency reporting them for disposal; (2) their value to other Government agencies; (3) their value as material for research. The special examiners survey from all three aspects the lists of papers recommended for disposal. The necessity of doing so from the first point of view is shown by the fact that more than once agencies have recalled papers they had recommended for disposal because they had subsequently found use for them. Reports to Congress on papers recommended for disposal by the agency that produced them have also been withheld at the request of another agency, which found the papers of value in its work. The special examiners, furthermore, have recommended the retention of a considerable volume of papers listed for disposal, as having, in their opinion, permanent value or historical interest. In these efforts to develop a more systematic method of dealing with

the problem so as to relieve the pressure on Government agencies for filing space and also to safeguard the interests of the Government and of research, The National Archives has worked in close cooperation with other Government agencies and with the Joint Committee on the Disposition of Executive Papers.

#### RECEIPTS AND EXPENDITURES

The National Archives Act (sec. 9) requires the Archivist to include in his report to Congress a "detailed statement . . . of all receipts and expenditures" on account of The National Archives. In accordance therewith the following statement is submitted.

##### *Receipts available for the fiscal year ending June 30, 1936*

The First Deficiency Appropriation Act, fiscal year 1935, approved March 21, 1935 (Public, No. 21, 74th Cong.) provided appropriations for the support of The National Archives as follows:

Salaries and expenses:		
Immediately available for the fiscal year 1935 but unobligated on July 1, 1935.....	\$73, 000	
For use only in the fiscal year 1936.....	385, 000	
		\$458, 000
Printing and binding:		
Immediately available for the fiscal year 1935 but unobligated on July 1, 1935.....	\$2, 000	
For use only in the fiscal year 1936.....	15, 000	
		17, 000
The Independent Offices Appropriation Act, 1937, approved March 19, 1936 (Public, No. 479, 74th Cong.) provided the following appropriation:		
Purchase of law books:		
For use in the fiscal years 1936 and 1937.....	\$2, 000	
		2, 000
		\$477, 000

##### *Obligations and expenditures for the fiscal year ending June 30, 1936*

Salaries and expenses:		
Personal services.....	\$281, 180	
Supplies and material.....	44, 402	
Care and storage of vehicles.....	11	
Communication service.....	3, 020	
Travel expenses.....	1, 038	
Transportation of things.....	3, 593	
Repairs and alterations.....	20, 131	
Special and miscellaneous.....	1, 389	
Equipment.....	91, 199	
		\$456, 229
Total obligations and expenditures.....		
Unobligated balance.....		1, 771
		\$458, 000

*Obligations and expenditures for the fiscal year ending June 30, -936—Con.*

Brought forward.....		\$458,000
Printing and binding:		
Total obligations and expenditures.....	\$3,333	
Unobligated balance.....	13,607	
		17,000
Purchase of law books:		
Total obligations and expenditures.....	\$1,421	
Unobligated balance for use in fiscal year 1937.....	579	
		2,000
		\$477,000

The total of obligations and expenditures amounted to \$460,983, leaving unobligated balances totaling \$16,017.

## REPORTS OF OFFICES AND DIVISIONS

### OFFICE OF THE DIRECTOR OF ARCHIVAL SERVICE

(From the report of the Director, Mr. Hyde)

This Office was in the charge of Dorsey W. Hyde, Jr., as Acting Director of Archival Service, until July 25, 1935, when he qualified as Director. Marcus W. Price was appointed Assistant Director on September 3, and Edwin Page Bledsoe, Second Assistant Director on September 10. Four special examiners, one associate research expert, one secretary, four stenographers, and three clerks were on the staff at the end of the fiscal year. The activities of the Office during the fiscal year 1935-36 were chiefly concerned with the setting up of various professional divisions, budget estimates for all professional divisions, stack-equipment problems, legislation and legal interpretation, appraisal of papers recommended for disposition, organization of the receiving office, drafting initial plans for the Survey of Federal Archives outside the District of Columbia, and planning and supervising the accessioning, receiving, cleaning, storing, and servicing of records transferred from Government departments.

#### PROFESSIONAL DIVISIONS

During the fiscal year 1935 four professional divisions were created—Motion Pictures and Sound Recordings, Classification, Accessions, and Research. To these were added during the fiscal year 1936 the Divisions of Repair and Preservation, Cataloging, Reference, the Library, and the Federal Register, and two Divisions of Department Archives—a total of seven new professional divisions. The setting up of these new agencies required the careful outlining of divisional functions, the formulation of detailed procedures, and the drafting of statistical and other forms. Periodical meetings of division chiefs were held to discuss problems common to all such chiefs and to promote efficient interdivisional cooperation.

#### STACK EQUIPMENT

The problem of devising appropriate types of containers for the flat filing of Government papers varying greatly in size presented many difficulties. A special statistical study of paper sizes was undertaken, as the result of which certain new container types were evolved. After further conferences with representatives of the Supervising Architect and others, the relative numbers of each type of

the new containers and the incidental equipment were finally decided upon in time to be included in the second contract for the equipping of the stack sections of the National Archives Building.

#### USELESS PAPERS

During the current fiscal year the volume of material proposed by Government agencies for disposal as papers having no permanent value or historical interest grew to very considerable proportions. Three deputy examiners, from the Division of Accessions, were delegated temporarily to assist the four special examiners in the work of examining this material. Through their joint efforts studies were completed in 18 Government agencies, with the following results: 2,484 series of papers were surveyed; 2,024 series were recommended for destruction, 406 for retention, and 4 for transfer to the Government Printing Office; 18 series were withdrawn from the original lists submitted; and 32 of the series listed were found to have been already destroyed. The quantity of papers surveyed amounted to 148,792 linear feet, of which amount 125,266 linear feet were recommended for destruction and 23,526 for retention. The Assistant Director has had the major responsibility for the supervision of this work.

Because of the lack of knowledge concerning past disposal policy, both before and after the inauguration of congressional authorization in 1889, a special study was undertaken to determine, as nearly as might be, just what papers had actually been disposed of. As the result of this study, there is now available for the first time a complete and properly indexed set of the printed lists of papers authorized by Congress for disposal. This study is being further amplified in a series of charts, the object of which is to enable the searcher to determine quickly just what portions of various series of records have been disposed of.

#### RECEIVING ROOM

The functions of the receiving room were transferred to the supervision of this Office in September and were placed in the charge of the Second Assistant Director of Archival Service. The first problem encountered was the development of a procedure to be followed in receiving material for The National Archives. Such a procedure was worked out and the various forms and regulations necessary for the efficient operation of the receiving room were developed. The receiving room had handled by the end of the fiscal year a total of 755 truckloads or 57,423 cubic feet of records in 78,073 container units of various types. As these shipments were received during approximately 7 months, it appears that the average weekly receipts during the latter part of the year amounted to 27 truckloads or 2,050 cubic feet of records.

#### SURVEY OF FEDERAL ARCHIVES

The Office of the Director of Archival Service made the initial studies for the proposed WPA Survey of Federal Archives outside the District of Columbia. Detailed statistical studies were required to ascertain the number and the locations of depositories of Federal archives in the various States. After these studies were completed estimates were made of the number of workers and the size of the administrative staff that would be needed, and a tentative procedure was worked out for conducting the Survey. After the authorization of this undertaking and the appointment of Dr. Hamer as National Director, the Survey was assisted by an advisory committee appointed by the Archivist, of which the Director was chairman and the Assistant Director was a member.

#### THE NATIONAL ARCHIVES LIBRARY

Prior to the appointment of the Chief of the Division of the Library, the Director of Archival Service acted as librarian and was responsible for the initial plans and for the book purchases for the library. A number of urgently needed books were purchased and preliminary studies were undertaken of accessioning and purchasing procedure. After the staff committee on book selection was appointed the Director served as its chairman. Provision was made for obtaining printed Library of Congress catalog cards of value for archival purposes, and a start was made toward the building up of the necessary reference collection. With the appointment of Dr. Hamer as Chief of the Division of the Library the Director was relieved of these responsibilities.

#### OTHER ACTIVITIES

The Director served as chairman of the staff committees on book selection, on the Survey of Federal Archives, on technical problems, and on staff meetings. He also served as a member of the committees on forms, on fire prevention, and on publications.

The Director attended, as the representative of the Archivist, the Conference of Eastern College Librarians (New York, Nov. 30, 1935), the midwinter meeting of the American Library Association (Chicago, Dec. 29-31, 1935), and the annual meeting of the Special Libraries Association (Montreal, Canada, June 19, 1936), at each of which meetings he presented papers dealing with The National Archives. He also prepared a paper for the Second General Assembly of the Pan American Institute of Geography and History (Washington, Oct. 14-19, 1936), he read a paper before a conference on public documents of the American Library Association (Richmond, Va., May 13, 1936), and he addressed the Baltimore Chapter

of the Special Libraries Association (Apr. 24, 1936). Articles by the Director telling of the work of The National Archives were published in *Special Libraries* (Nov. 1935) and in the *Library Journal* (Jan. 1, 1936), and material was furnished by him for announcements published in the annual report of the British Public Records Association and in the French archival publication *Archives et Bibliothèques* (1936, no. 1).

#### OFFICE OF THE EXECUTIVE OFFICER

(From the report of the Executive Officer, Mr. HARRIS)

Collas G. Harris, as senior administrative officer, served as Acting Executive Officer until July 20, 1935, at which time his appointment by the President as Executive Officer was confirmed by the Senate. The personnel of the immediate office of the Executive Officer was increased from two to nine during the fiscal year 1936.

#### DUTIES AND FUNCTIONS

The Executive Officer has broad discretionary powers in all matters pertaining to his official duties. He has the responsibility of initiating and developing working plans and procedures to meet the changing requirements of organization, due to changes in law or other external or internal factors; determines office policies; promulgates rules and regulations; has general supervision over all the business affairs and administrative activities of The National Archives; is the budget officer and, as such, prepares all estimates for the budget; and allocates and supervises the expenditure of all funds of The National Archives. He has immediate supervision over the operation of the Divisions of Purchase and Supply, Personnel and Pay Roll, Finance and Accounts, Photographic Reproduction and Research, and the Central Files and over the building and grounds, printing and binding, the stenographic pool, the mail section, the messenger service, and the telephone switchboard.

Designation of authority was given by the Archivist to the Executive Officer to sign such official papers relating to the duties of his office as purchase orders, vouchers, contracts, schedules, travel requests, and requests for funds; also to act as liaison between The National Archives and (1) the National Park Service, in all matters concerned with the National Archives Building and other matters of an administrative nature; (2) the Branch of Supply of the Procurement Division, Treasury Department, in general, technical, and contract matters; (3) the Public Works Branch of the Procurement Division, Treasury Department, in all matters concerned with the National Archives Building; and (4) the Council of Personnel Administration of the United States Civil Service Commission.

#### BUILDING AND GROUNDS

On October 15, 1935, the Archivist was advised by the Acting Assistant Director of Procurement that the custody of the National Archives Building was being transferred to the National Park Service on that date, for the purposes of occupation and operation, and that the building would be ready for occupancy by the staff of The National Archives on November 1, 1935. The staff was completely moved into the building on November 8, 1935.

Between June 30 and November 8, 1935, the following areas and offices that had not been completed on June 30, 1935, were either completed or so nearly completed that they could be occupied and used: Most of the administrative offices, the conference room on the main floor, the garage, the welfare room, the quarters for the Division of Photographic Reproduction and Research, the temporary receiving room, the stenographic pool room, the stock room, the library, and all stack areas in the original building except for the installation of stack equipment. The equipment in place on November 8, 1935, consisted of the specially designed furniture for the administrative offices on the main floor, photostat and duplicating equipment for the Division of Photographic Reproduction and Research, and the telephone switchboard.

At the time of occupancy on November 8, 1935, many areas and offices in the building were still incomplete and some were not available for use. The Exhibition Hall was not yet ready for use because the two murals had not been placed and the special lining for the exhibit cases had not been installed. In the search rooms the card catalog trays, the reading tables, and the underfloor ducts for the tables in the alcoves had not been installed. In the auditorium the acoustical tile had not been placed on the ceiling and the opera chairs and draperies had not been installed. The especially designed film cabinets and air-conditioning equipment had not been installed in the film vaults. The window in room G-40, which is assigned to the Division of the Central Files, had not been cut. Room G-13, which when partitioned will provide additional workrooms for the Divisions of Repair and Preservation and of Photographic Reproduction and Research, had not yet been divided. The partition in room G-12B, the office of the Chief of the Division of Personnel and Pay Roll, which will enable the Chief and his secretary to have separate offices, had not been installed. In the division offices on the twentieth tier, east and west, proper lighting fixtures had not been installed. Room B-1, assigned to the Division of Repair and Preservation, had not been partitioned. Several of the offices on the fourth and ground floors, the offices of the Divisions of Department Archives, and many other areas in the building had not been painted. The

glass vision panels in the stack doors, which will enable the guards to make their inspections without entering the actual stack area, had not all been cut. The cloak rooms in the Pennsylvania Avenue entrance lobby had not been constructed. The nine additional offices on the thirteenth tier were not complete. The contract for the extension, which includes the completion of the offices on the thirteenth tier, was let on December 11, 1935, and the extension is to be completed on March 28, 1937.

On November 8, 1935, the following equipment had not been installed: The stack-protective system, which was included in the contract for the extension; the lighting fixtures to be substituted for the inadequate flush-type fixtures in the offices and rooms on the third floor; the motion-picture and sound equipment in the projection booth; the fumigating vault, the hydraulic press, and the cleaning unit for the Division of Repair and Preservation; draperies and venetian blinds in the conference room and the offices on the main floor, draperies in the search rooms and venetian blinds in all other offices requiring them. Stack equipment in the west, southwest, and south stack areas (first, second, and third tiers) and the central stack area (third and fourth tiers), which was included in the first stack contract, was not complete. The contract for the installation of stack equipment in all stack areas up to and including the twelfth tier east, west, and south, exclusive of that included in the first stack contract, had not been let.

By June 30, 1936, the acoustical tile had been installed in the auditorium; all the glass vision panels had been cut in the stack doors; and the motion-picture and sound equipment had been installed in the projection booth. The fumigating vault was ready for use on April 29, 1936, and the cleaning unit on June 14, 1936. The installation of stack equipment called for under the first stack contract, which was awarded on April 5, 1935, and which provides for about 10 percent of the stack area of the entire building, including the extension, and 21 percent of that of the original building, was completed by May 16, 1936. This gave to The National Archives 4 stack areas completed with stack equipment and made available a total of 192,288 cubic feet of document area.

On June 30, 1936, the following work had not been completed: Partitioning rooms G-13, G-12B, and B-1; installation of the murals; the air conditioning of the film vaults and installation of the film cabinets; finishing the division offices on the twentieth tier, east and west; cutting the window in room G-40; the extension, which is to be completed on March 28, 1937; finishing the nine offices on the thir-

teenth tier; and construction of the cloak rooms in the Pennsylvania Avenue entrance lobby.

On June 30, 1936, the following equipment had not been installed: The hydraulic press, which is to be used in the laminating of documents by the Division of Repair and Preservation; the lining in the exhibit cases; opera chairs and draperies in the auditorium; the stack-protective system, which is included in the contract for the extension; the improved light fixtures in the offices on the third floor; and the stack equipment provided for in the second stack contract, which was signed on May 18, 1936, and calls for completion of the work on August 13, 1937. This contract covers stack equipment for about 55 percent of the stack area of the original building and its completion will make available 560,459 additional cubic feet of document area on the first to the twelfth tiers, inclusive. Funds are not available for the installation of stack equipment above the twelfth tier in the original building, but funds are available for putting in the steel uprights and steel decks, which will provide for use floor levels on each tier from the thirteenth to the nineteenth, inclusive, instead of only on the thirteenth and sixteenth tiers.

#### MISCELLANEOUS ACTIVITIES

*Survey of Federal archives.*—The Executive Officer was a member of the committee appointed by the Archivist to prepare the estimates and draw up the project for a Nation-wide survey of Federal archives outside the District of Columbia. The project was submitted to the Works Progress Administration on August 27, 1935, and was approved on December 23, 1935, in the amount of \$1,176,000.

*Transfer of archival material.*—Upon request of the Director of Archival Service all necessary arrangements were made for trucks to transfer archival material from the various depositories to the National Archives Building. Prior to the purchase of trucks by The National Archives, the National Park Service was called upon to transfer the Executive orders and proclamations from the Department of State and the records from the National Mediation Board; in all other transfers trucks of The National Archives were used exclusively, except in the transfer of certain of the pension records from the Veterans' Administration, in which one truck belonging to the National Park Service was used to supplement the truck of The National Archives. All details concerned with the return to the various departments of equipment in which archival material was transferred were handled by this Office.

*Preparation of charts.*—The organization chart of The National Archives was revised and reissued on December 11, 1935; a large organization chart was prepared for submission to the National Emergency Council; and a special chart was prepared for the House Committee on Expenditures in the Executive Departments.

*Manual.*—Work was begun on the preparation of a manual concerning the functions, operation, and duties of the Office of the Executive Officer and of all the administrative divisions and sections.

*National Archives Association.*—The National Archives Association, composed of members of the staff, was formally inaugurated on February 25, 1936. The Executive Officer is the liaison between the association and The National Archives.

#### ADMINISTRATIVE DIVISIONS AND SECTIONS

Detailed statements concerning the activities of most of the administrative divisions and sections are not included in this report because of the more or less routine nature of their work.

Mr. Frank P. Wilson is Chief of the Division of Purchase and Supply and as such has immediate supervision over the purchasing and issuing of all supplies and equipment. At the end of the fiscal year the personnel of this Division totaled eight.

Mr. Allen F. Jones is Chief of the Division of Personnel and Pay Roll and as such handles all matters concerned with personnel and the keeping of records pertaining thereto. At the end of the fiscal year the personnel of this Division totaled 10. A summary of the report of this Division is presented below.

Mr. Jones is also Chief of the Division of Finance and Accounts and has immediate supervision over all fiscal affairs of The National Archives. At the end of the fiscal year the personnel of this Division totaled two.

Dr. Vernon D. Tate is Chief of the Division of Photographic Reproduction and Research. At the end of the fiscal year the personnel of this Division totaled seven. Because of the highly specialized nature of and the general interest in its work a separate report of this Division is submitted.

Mrs. Virginia M. Wolfe, Chief of the Division of the Central Files, assumed her duties on October 17, 1935. At the end of the fiscal year the personnel of this Division totaled two.

Mrs. Harriette E. Spalding, chief of the mail section, which handles all incoming and outgoing mail, was appointed on April 27, 1936, at which time the section began operation. No additional appointments were made in this section during the fiscal year.

Mr. Carl E. Shifflette, chief of the messenger service, was appointed on December 1, 1935, at which time the service was put in operation. This section is responsible for all laborers, all inside and outside messenger service, and the operation and care of all motor vehicles. At the end of the fiscal year the personnel of this section totaled 13.

The telephone switchboard was under the general supervision of the Chief of the Division of Personnel and Pay Roll and at the end of the fiscal year its personnel totaled two.

The stenographic pool was under the general supervision of the Chief of the Division of Purchase and Supply and at the end of the fiscal year its personnel totaled 19.

At the end of the fiscal year 1936, 73 persons were employed in the Office of the Executive Officer and the administrative divisions and sections.

#### DIVISION OF PERSONNEL AND PAY ROLL

The functions of this Division fall into four major groups having to do with: (1) Preliminary selection of personnel; (2) allocation of positions by the Personnel Classification Division of the Civil Service Commission; (3) appointments, separations, changes of status, time and leave, pay roll accounts and statements, service records, reinstatements and retirements, dissemination of personnel information and data, and investigations of employees; and (4) administrative and special personnel matters.

Several thousand prospective applicants were received and supplied with application blanks, interviews were held with 4,106 applicants, typing examinations were given to 723, stenographic examinations to 460, and 481 were investigated through references and previous employers. The total number of applications on file at the close of the year was in excess of 20,000. Of these, 7,143 were classified during the year on the basis of careful examinations with reference to the education, training, experience, and special qualifications of the applicants; and the applications of well-qualified applicants were circulated among the chiefs of divisions likely to be interested in them.

During the year, 402 positions were classified in accordance with the Classification Act of 1923 and allocated by the Personnel Classification Division of the Civil Service Commission. At the end of the year a total of 532 positions had been classified.

There were 141 appointments to positions in The National Archives during the year. Six voluntary resignations were received, temporary separations were approved for 3 employees, and there were 166

changes of status of employees. The total number of persons employed in The National Archives on June 30, 1936, was 175. Of the \$281,186 expended for personal services for the year, \$186,882 was for salaries of employees in the professional offices and divisions, and \$94,304 for salaries of employees in administrative offices and divisions.

## EXPENDITURES

The following table has been submitted by the Chief of the Division of Finance and Accounts.

*Detailed statement of obligations and expenditures for the fiscal year ending June 30, 1936*

Salaries and expenses:		
Personal services.....	\$281,186	
Supplies and material.....	12,786	
Motion-picture material.....	204	
Photographic supplies.....	3,345	
Fumigating supplies.....	1,470	
Library books.....	20,020	
Magazines, periodicals, and pamphlets.....	520	
Care and storage of vehicles.....	11	
Communication service.....	3,020	
Travel expense, general.....	1,210	
Travel expense, conventions.....	428	
Transportation of things.....	3,593	
Repairs and alterations.....	20,131	
Special and miscellaneous.....	1,300	
Clippings.....	80	
Equipment, general.....	32,530	
Motion-picture equipment.....	32,682	
Photographic equipment.....	11,314	
Repair and preservation equipment.....	14,073	
	<hr/>	
Total obligations and expenditures.....	\$456,220	
Unobligated balance.....	1,771	
	<hr/>	\$458,000
Printing and binding:		
Total obligations and expenditures.....	\$3,333	
Unobligated balance.....	13,667	
	<hr/>	17,000
Purchase of law books:		
Total obligations and expenditures.....	\$1,421	
Unobligated balance for use in fiscal year 1937.....	570	
	<hr/>	2,000
	<hr/>	<hr/>
		\$477,000

## OFFICE OF THE ADMINISTRATIVE SECRETARY

(From the report of the Administrative Secretary, Mr. PAGE)

This Office was organized on August 28, 1935, with the appointment of Thad Page as Administrative Secretary. James D. Preston was appointed Assistant Administrative Secretary on August 19, 1935, and at the close of the fiscal year the staff included in addition a secretary and a clerk. As this Office is a part of an establishment altogether new to the Federal Government, the organization of its work required considerable study and careful planning and in some instances it was necessary to adopt the trial and error method.

## ATTESTATION OF COPIES OF OFFICIAL RECORDS

The official seal of The National Archives is in the custody of the Administrative Secretary. The act to amend section 8 of the National Archives Act, approved June 22, 1936, makes judicial notice of the seal mandatory and authorizes the Archivist to make authenticated or unauthenticated copies or reproductions of any of the documentary, photographic, or other archives or records in his custody that are not exempt from examination as confidential or protected by subsisting copyright and to collect fees therefor sufficient to cover the cost or expenses thereof except when furnished to other Government departments or agencies for official use. The act also empowers the Archivist to designate the head of any office or the chief of any division of The National Archives to certify such copies or reproductions in his name. The Administrative Secretary, or in his absence or inability to act, the Assistant Administrative Secretary, has been so designated by the Archivist.

Pending the passage of the amendment, a form was drawn up for use in authenticating copies of records on file in The National Archives. The first of these forms was issued on March 11, 1936, and from that time to and including June 30, 1936, this Office issued 163 certifications.

## THE NATIONAL ARCHIVES COUNCIL

At the first meeting of the National Archives Council, held on December 27, 1935, the Administrative Secretary was elected secretary to the Council; and at the second meeting, on February 10, 1936, he assumed the duties delegated to him. He prepared and edited the minutes and a stenographic report of the proceedings and had reproductions made of the opening address of the chairman and of the resolutions adopted by the Council.

## GENERAL CORRESPONDENCE

The Administrative Secretary has handled all general correspondence for The National Archives since the Office was established.

Such correspondence has included inquiries concerning The National Archives, the National Archives Building, and the location of records needed for research; and interdepartmental correspondence concerning surveys, accessions, useless papers, and the budget.

#### PUBLIC RELATIONS

Soon after the organization of the Office it was decided that no prepared matter would be issued by The National Archives for publication, but that upon request information would be furnished to the representatives of newspapers and other publications upon which they might base their own articles. As a result of this policy much favorable publicity has been received from the press throughout the United States and in foreign countries. Many writers for newspapers and other publications have been conducted through the building and supplied with information concerning the functions and objectives of The National Archives by the Assistant Administrative Secretary.

The wide public interest in The National Archives as manifested by the large number of visitors to the building made it necessary, as soon as the building was occupied, to assign three guides to this Office. A definite itinerary for visitors was arranged, and the guides were instructed in the salient and interesting features of the building and of the functions of The National Archives.

The doors to the Constitution Avenue entrance were first opened to the public on November 11, 1935. A register of all visitors is kept, and it contains the names of many people of national prominence. An interesting point disclosed by the register is the wide distribution of territory from which visitors come. Not only are a majority of the States represented but there have been visitors from England, Canada, South Africa, Hawaii, Russia, and New Zealand. The register indicates a total of 10,195 visitors from November 11, 1935, to June 30, 1936. Groups of employees from various Government departments and agencies whose duties include the custodianship of records have been conducted through the building. Other special groups shown through the building included members of the American Library Association, the Pan American Institute of Geography and History, the National Society of Motion Picture Engineers, the District of Columbia Library Association, the American Association of Heating and Ventilating Engineers, the Washington Club, the National Archives Council, and the National Historical Publications Commission; a class in journalism from Lehigh University; students from the Case School of Applied Science; a group of about 100 engineering students from nearby colleges; and a group of high school students from Richmond, Va.

It has not been possible to arrange any exhibits of documents in the Exhibition Hall of The National Archives because the exhibit cases are not yet prepared to receive documents. In June 1936, however, a suitable exhibit concerning The National Archives was prepared under the supervision of the Assistant Administrative Secretary for display at the Exhibition of National Progress at Philadelphia.

#### RELATIONS WITH OTHER GOVERNMENT ESTABLISHMENTS

Pursuant to the adoption by the National Archives Council of the resolution defining classes of material to be transferred to The National Archives, copies of a letter signed by the Archivist, together with copies of the resolution of the Council, were transmitted to each of the major Government departments and independent agencies and to all United States courts located in the United States and its possessions. The purpose of this letter was to furnish information concerning, and to establish contacts preparatory to, surveys and accessions. Another letter over the signature of the Archivist sent out to all Government agencies requested cooperation with the WPA Survey of Federal Archives.

A considerable part of the time of the Administrative Secretary has been devoted to discussing with the officials of Government departments and agencies matters pertaining to surveys and the transfer of records and to establishing mutual understandings and pleasant relationships. Obviously it would be extremely difficult for The National Archives to attain its objectives without the cooperation of the other agencies of the Federal Government, and the cordial reception and hearty cooperation accorded to representatives of this Office by representatives of other Government agencies is a source of gratification.

#### OFFICE OF THE DIRECTOR OF PUBLICATIONS

(From the report of the Director, Dr. Buck)

This Office was organized on August 30, 1935, when Solon J. Buck assumed his duties as Director of Publications. A secretary and an assistant to the Director were appointed in the course of the year.

#### EDITORIAL WORK AND PUBLICATIONS

The only publication of The National Archives during the year, aside from those of the Division of the Federal Register, which are not handled by this Office, was the First Annual Report of the Archivist of the United States, a pamphlet of 68 pages and 4 plates, which was published in March. Plans were worked out by the Office in January for the preparation and publication of a series of Bulle-

tins of The National Archives. In February a staff committee on publications was set up with the Director as chairman, and on March 13 the committee recommended the publication of the first two bulletins, copy for which had been prepared in the Office of Publications. No. 1 is an account of the organization and activities of The National Archives, and No. 2 is a brief report of the conference of archivists held at Chattanooga in December 1935, together with a paper on "Problems of American Archivists" read by Dr. Theodore C. Blegen at that conference. Publication of these bulletins was delayed until after the close of the fiscal year. To meet the need for a descriptive circular of The National Archives that would be useful for distribution to visitors to the building and for enclosing in letters sent out, copy for an eight-page pamphlet was prepared and sent to the Public Printer late in June.

#### BIBLIOGRAPHICAL WORK AND BOOK SELECTION

Recognizing the necessity for having comprehensive information readily available concerning the archival material of the Federal Government that has been printed and also concerning other printed material that would be useful in connection with its work, this Office early began the compilation of card bibliographies of such material. With the appointment of the Director to the staff committee on book selection for the library of The National Archives in March, this work was expanded to cover all printed material believed to be of value in connection with the activities of The National Archives. Many bibliographies were checked, and two special lists, one of the serial publications of American historical agencies, and the other of official and unofficial serials relating to the Army, the Navy, the Marine Corps, the Coast Guard, and the Foreign Service, were compiled to aid the library in building up its collection of such material. Many lists of books proposed by others for purchase by the library were checked by the Director.

As it was evident that a list of United States Government publications of interest to The National Archives is needed, to serve both as a basis for selection for the library and for bibliographical purposes, a beginning was made in the compilation of such a list. This list is being compiled by the assistant to the Director from the card shelf list in the library of the Superintendent of Documents, which is the most complete list in existence of Government publications.

From the general bibliography assembled by the Office it will be possible to compile useful special bibliographies, such as lists of books and articles pertaining to the organization, history, activities, and archives of specific Government agencies. It is anticipated that most of this bibliographical work will be taken over by the Division of

the Library when it is fully organized, but it will be necessary to retain in this Office a bibliography of material of interest in connection with publication activities.

#### PROMOTION OF AN ORGANIZATION OF ARCHIVISTS

For some years there has been a feeling among those concerned with the administration of State and other collections of archives in the United States that there is need for a professional association of American archivists to promote the development of archival economy and the standardization of archival practices in this country; and, with the establishment of The National Archives, the thought was frequently expressed that the staff of this institution should aid in the establishment of the needed organization. The Director of Publications assisted the Archivist in arranging, at the request of the program committee of the American Historical Association, a program for a conference of archivists at Chattanooga in connection with the annual meeting of the association in December. This conference was devoted to a discussion of the needs and possibilities of an organization of archivists, and at its close provision was made for the appointment of a committee of ten to draft a constitution and make arrangements for the establishment of such an organization. The Director was appointed chairman of this committee and also of an executive committee of three, which held several meetings, drafted a constitution for a "Society of American Archivists", and submitted it to the other members of the committee of ten for revision and approval. It is expected that the proposed constitution will be acted upon at another conference of archivists to be held in connection with the 1936 meeting of the American Historical Association.

#### NATIONAL HISTORICAL PUBLICATIONS COMMISSION

The Director of Publications serves as secretary of the National Historical Publications Commission, which was set up by the National Archives Act with the Archivist as chairman and was directed to "make plans, estimates, and recommendations for such historical works and collections of sources as seem appropriate for publication and/or otherwise recording at the public expense." Files of the minutes, correspondence, reports, and papers of the Commission are systematically preserved in the Office of the Director, and in May the records of the 1908 Committee on the Documentary Historical Publications of the United States Government were received from Dr. J. F. Jameson, who had served as secretary of that Committee. Since that Committee was in a sense a predecessor of the present Commission, it is appropriate that its records should be filed with those of the National Historical Publications Commission.

*Proposed publication on the Constitution.*—In response to a resolution adopted by the Commission in January 1935, the Director undertook, immediately after assuming office, the preparation for the Commission of plans and estimates for a documentary publication illustrative of the history and origins of the Constitution. This work involved a study of the history of the Constitution, of existing documentary publications relating to it, of the material available for publication, and of the cost of recent documentary publications issued by the Government. A preliminary statement containing an outline for a comprehensive work in 13 volumes, together with an analysis of previous documentary publications, a discussion of criteria that might be applied in the selection of material, and an estimate of the cost of compilation, editing, and printing, was prepared and submitted by mail to the members of the Commission. At a meeting of the Commission on November 26, this statement served as a basis for a discussion of the project, but no decision was reached at that time.

In view of the fact that this project, as originally planned, was estimated to involve an expenditure of \$170,000, and of the further fact that it involved the reprinting of considerable material, especially the records of the Federal Convention, already available in print and well-edited, an alternative plan was prepared for the compilation, editing, and publication of the significant documentary material relating to the ratification of the Constitution and the first ten amendments thereof. This plan, which calls for the publication of six volumes at an estimated total cost of \$85,000, was laid before the Commission at its meeting on February 21 and was approved for submission to Congress as a recommendation of the Commission. The plan was then drawn up in the form of a report to Congress, and, after word had been received from the Bureau of the Budget that it was not in conflict with the program of the President, copies of the report, signed by all members of the Commission, were transmitted by the Archivist on March 17 to both Houses of Congress, where they were referred to the respective Committees on the Library. Several hundred copies of this report of the Commission were distributed to historical societies, library organizations, bar associations, and other agencies, and to individuals likely to be interested in knowing of the project. These copies were accompanied by a form letter asking for an expression of opinion with reference to the desirability of the project, and it was widely endorsed by organizations and individuals.

*Survey of Government historical publications.*—At its meeting on January 29, 1935, the Commission requested the Archivist "to bring up to date the survey of 1908 of the historical publications of the

Government" and to assemble information "on methods of distributing historical publications and on the future plans for the publication of historical documents by the Government departments." At the request of the Archivist, this study was undertaken in November by the Office of the Director of Publications, and it was carried forward throughout the year as rapidly as the available staff would permit. The compilation of a bibliography of the documentary historical publications of the Government was undertaken, and it soon became evident that it would be desirable to expand it to include all Government historical publications of importance, whether documentary or not, and also important publications of Federal archival material by non-governmental agencies. This work has been completed for the State and Navy Departments, and preliminary statements of the historical activities of those Departments have been written. Some progress has also been made in compiling the list of historical publications of the War Department.

#### OTHER ACTIVITIES

Some attention has been devoted to the assembling of data to be used in developing a code of rules for the copying of manuscript and printed material; for the form of entries in calendars, inventories, and guides; for matters of style in text and footnotes; for preparing copy for the printer; and for collating, checking, and proofreading. Such rules as have been compiled by other agencies and by individuals concerned with this type of work are being assembled, and publications similar in character to those to be issued by The National Archives or the National Historical Publications Commission are being studied with a view to determining the most appropriate rules and procedures.

The Director has served as chairman of the staff committee on publications and as a member of committees on staff assemblies, book selection, rules, and the WPA Survey of Federal Archives. At the request of the Archivist he conducted correspondence with university officials interested in setting up courses for the training of archivists, and some study was given to the question of the part that The National Archives might play in promoting professional training for archival work.

In February the Director was designated as the representative of The National Archives on an interdepartmental committee being organized by the Public Printer to consider problems in connection with the numbering and the distribution of Government publications. No meeting of this committee was called during the year.

Papers or talks on The National Archives were presented by the Director before the Pennsylvania Historical Association and the

Honorary History Society of Temple University (Philadelphia, Oct. 26), at a meeting of Section L—Historical and Philological Sciences—of the American Association for the Advancement of Science (St. Louis, Jan. 2), before the Washington Club (Washington, D. C., Mar. 17), and before classes in American history at the University of Maryland (College Park, Apr. 1). The paper read in St. Louis, which was entitled "The National Archives and the Advancement of Science", was published in the magazine *Science* for April 24.

#### DIVISION OF ACCESSIONS

(From the report of the Chief, Mr. OWEN)

The functions of this Division include the making of surveys of archival materials in the several departments and agencies of the Government, the inspection of the records to ascertain their physical condition and liability to loss by theft or damage by fire or other destructive agencies, the preparation of accurate inventories of records for identification purposes, the making of recommendations for the transfer of records to The National Archives, and the making and keeping of certified inventories and other accession records of all archives so transferred. The staff available to carry out the foregoing functions consisted at the end of the year of 18 persons, including the Chief, 9 deputy examiners and 2 assistants, a secretary, 3 clerks, and 2 stenographers.

#### SURVEY OF FEDERAL ARCHIVES IN THE DISTRICT OF COLUMBIA

One of the major activities of the Division during the year was the continuation of the preliminary or initial survey of the archives of the Government in the District of Columbia. Surveys were completed of the records of the Departments of State, Justice, the Post Office, the Interior, Agriculture, and Labor, and of the following independent establishments: Civil Service Commission, General Accounting Office, Interstate Commerce Commission, Federal Trade Commission, United States Tariff Commission, Veterans' Administration, The Panama Canal, Works Progress Administration, National Recovery Administration, and Export-Import Bank of Washington. It is estimated that another year will be required to complete the survey of the records of the Departments of War and the Treasury, that approximately 6 months more will be required for those of the Department of Commerce, and that at least 3 months more will be necessary for those of the Navy Department. Surveys of the archives of the other independent establishments and of the legislative and judicial branches of the Government had not been started at the end of the fiscal year.

A tabulation of the preliminary survey forms completed this year reveals a total of 2,192,144 cubic feet, or 5,013,888 linear feet of records surveyed, which brings the total surveyed to 2,247,323 cubic feet or 5,157,019 linear feet. These records were found in 4,047 separate depositories (rooms) in the 235 buildings owned or rented by the Government in the District of Columbia and its vicinity. In addition about 95 percent of the total of approximately 14,000,000 feet of motion-picture film and sound recordings in the District of Columbia has been surveyed, and about 2,750,000 still-picture negatives of all sizes and kinds have been found. A survey of maps and charts disclosed the fact that there are 46 map collections in the District of Columbia as well as 26 map-making and map-using agencies of the Government. These agencies possess 3,754,127 maps, charts, plats, graphs, atlases, and other such items, a total that includes some 1,122,000 items in the collection of the Library of Congress.

From the survey it is evident that a variety of hazards imperil the archives of the Nation, and one of the most serious of these is fire. In the District of Columbia 912,798 cubic feet or 40.61 percent of the entire collection of records surveyed are exposed to fire hazard. Many Government buildings are vulnerable, either through danger of spread of fire from adjacent structures, faulty construction, defective wiring, proximity of hot pipes to inflammable material, occupancy hazards (as, for example, in a number of motion-picture depositories), careless handling of matches and lighted cigarettes or cigars, accumulations of rubbish and litter of a highly inflammable character, incendiarism, or lightning. The fire hazards that have been noted in reports on depositories have been an important consideration in making recommendations for the transfer of records to The National Archives. Automatic sprinkler systems are a corollary hazard to fire, for, although these systems have been installed to retard the spread of fire, the water that might come from them would be most injurious to the records.

Records found subject to other hazards include 986,405 cubic feet or 43.89 percent exposed to or covered by dust or dirt; 187,090 cubic feet or 8.32 percent exposed to the elements through broken window panes or skylights or to too much sunlight; 200,138 cubic feet or 8.9 percent stored in dark and damp depositories; 56,247 cubic feet or 2.5 percent housed in insecure places of storage, such as on broken shelves, on the floor, or in buildings with unguarded doors; 115,101 cubic feet or 5.12 percent damaged by or now infested by insects or vermin; and 134,188 cubic feet or 5.97 percent exposed to varying hazards not set out above.

Not only are the records endangered by the conditions just described, but access to them is also greatly impeded. A total of 1,211,757 cubic feet of records—55 percent of all surveyed—were found to have impediments to ready use. No less than 990,487 cubic feet or 44.07 percent of all records surveyed were found in crowded depositories and 940,039 cubic feet or 41.82 percent were stacked too high. Some 418,796 cubic feet or 18.63 percent were stored in inaccessible places, while 728,743 cubic feet or 32.42 percent were found in depositories where the light was poor or where there were no light fixtures in a workable condition. A total of 477,694 cubic feet or 21.25 percent were found in places where there was a lack of ventilation. Many of the depositories were in great disorder, 637,165 cubic feet or 28.35 percent of the total volume of records having no semblance of order. Miscellaneous impediments, such as being too far from exits, having no labels on cases, being packed in nailed-up boxes, or being stored in sub-cellars and other spots where it was almost impossible properly to study or appraise them, accounted for 522,570 cubic feet or 23.25 percent of the records surveyed.

#### SURVEY OF FEDERAL ARCHIVES OUTSIDE THE DISTRICT OF COLUMBIA

The surveying activities of the Division of Accessions have been confined to the archives of the Federal Government in or near the District of Columbia, but the Division has been keenly interested in and closely associated with the WPA Survey of Federal Archives outside the District. Two of the deputy examiners of the Division, Dr. Philip M. Hamer and Dr. Theodore R. Schellenberg, were assigned respectively as National Director and Associate National Director of the Survey. The Division cooperated with the Office of the Director of Archival Service in compiling a list of Government depositories in the various States for the use of the Survey, and the deputy examiners in the Division gave advice and made suggestions regarding the Manual for the Survey, which was distributed as the official guide for the workers.

#### ACCESSIONS

Of the 2,247,323 cubic feet of records surveyed by the Division to the close of the fiscal year, a total of 1,106,973 cubic feet or 49 percent were recommended for transfer by the deputy examiners, 10 percent to be transferred "immediately"; 22 percent to be transferred "as soon as possible"; and 17 percent to be transferred "at the convenience of The National Archives." In contrast to these figures, only 177,376 cubic feet or 7.89 percent of the records were suggested for transfer by the various departmental custodians.

The regulations adopted by the National Archives Council prescribe that identification inventories of all records requisitioned by the Archivist for transfer to The National Archives shall be submitted to the agency concerned and be verified and agreed to by the representative of that agency before the transfer takes place. The deputy examiners of the Division of Accessions make these identification inventories and submit them for verification, after which they arrange for and supervise the transfer. The first records received for permanent custody by The National Archives were those of the National War Labor Board, accessioned on December 27; and by the end of the fiscal year a total of about 58,794 cubic feet of records, covered by 30 identification inventories, had been received from 10 different departments or independent agencies of the Government. The space released in other Government buildings by the records transferred to the National Archives Building amounted to 65,623 square feet, which, on the basis of the average rental per square foot, represents an annual saving to the Government of \$32,252.73.

#### OTHER ACTIVITIES

The Division has been observant of acute situations that have endangered the records of the Government. Its representatives were among the first to assess the effects of a fire that broke out in the new Post Office Building on December 12 and caused considerable damage to the records of several agencies before it could be extinguished; they observed the extreme precautions taken by officials of the War and Navy Departments to protect their records in the War College and the Navy Building from the flood waters of the Potomac, March 17-19; and they were early on the scene of an explosion in April in the Washington Navy Yard adjacent to the storage place of certain records. The Division also made arrangements during the year to receive notification from the Space Control Division of the National Park Service of all contemplated removals involving the transfer of records from one building to another, so that a representative of The National Archives could be present on such occasions and, if called on, could make suggestions looking toward greater care in handling the records.

Briefs of the information contained on the preliminary survey forms are compiled, and copies of them are supplied to the Divisions of Cataloging and Reference, and to the contact officials of the agencies concerned. In connection with their surveys, the deputy examiners whenever possible obtain copies of classification schemes for the use of the Division of Classification and data on cataloging for the use of the Division of Cataloging. Assistance has been rendered also to the Chiefs of the Divisions of Department Archives

in connection with the handling of records that have been transferred to their custody. The services of several deputy examiners were loaned for some weeks in order to expedite examination of material that various agencies of the Government wished to dispose of as useless papers.

The Chief of the Division delivered an address on The National Archives before the annual meeting of department commanders and adjutants of The American Legion held at Indianapolis late in October; and members of the staff attended meetings of the American Historical Association at Chattanooga in December and of the American Library Association at Richmond in May.

#### DIVISION OF REPAIR AND PRESERVATION

(From the report of the Chief, Mr. KIMBERLY)

This Division was established on October 1, 1935, with the appointment of Arthur E. Kimberly as Chief. His staff at the end of the fiscal year consisted of a senior scientific aide, a stenographer, and four cleaning clerks. The problems facing the Division are unique in that no institution has ever before been forced to care for such an immense quantity of records as is expected to be transferred to The National Archives. The great bulk of the material to be handled made it necessary to devise new methods of cleaning, fumigating, and repairing documents safely and rapidly.

#### CLEANING

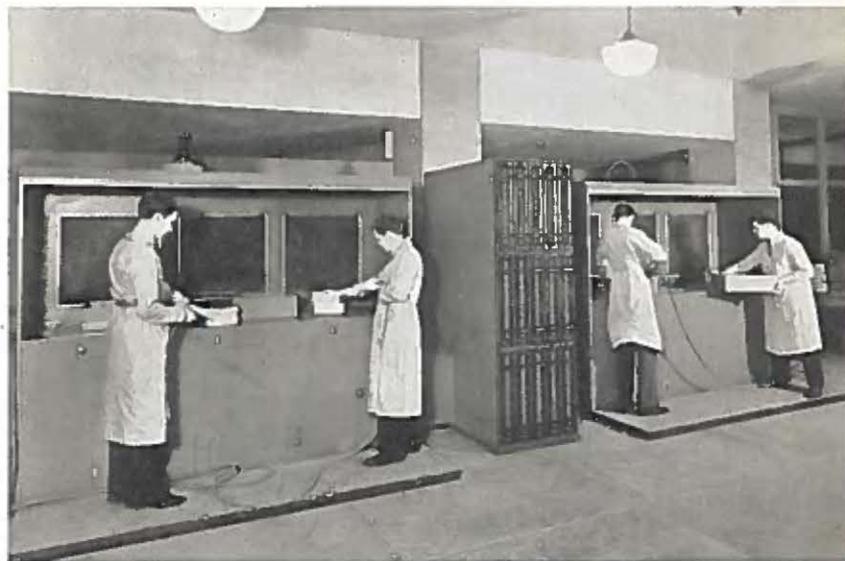
An extensive series of experiments was conducted for the purpose of determining the safest and the most rapid methods of removing dust and dirt from fragile records. The methods examined included hand dusting with a brush and with a soft cloth, vacuum cleaning, and the use of an airbrush. Airbrushing—blowing the dust and dirt from the records by means of compressed air applied through a specially designed air gun—was found to be the best method from the standpoints both of minimizing wear and tear on the documents and of speed of operation.

When it was decided to clean the papers by airbrushing, it became necessary to devise a means of disposing of the dirt removed from them. Although this problem was recognized prior to the initiation of cleaning by air, further emphasis was given to it by the treatment of several groups of very dirty records. In the absence of permanent equipment, the cleaning assistants were equipped with dust masks to enable them to avoid breathing excessive quantities of dust.

Cooperative work with Mr. E. W. Goodwin of the Procurement Division, Treasury Department, resulted in the design of a new type of all-metal cleaning unit composed of two hooded tables and an air



AIRBRUSHING RECORDS BEFORE THE INSTALLATION OF PERMANENT EQUIPMENT



AIRBRUSHING RECORDS ON THE ESPECIALLY DESIGNED CLEANING UNIT



THE VAULT FOR THE FUMIGATION OF RECORDS

filter. The working surfaces and the backs of the tables are of heavy bronze screen, through which is drawn the dust-laden air blown from records. The air then passes through ducts within the tables and thence into the filter, which removes the dust and returns the clean air to the room. The installation of this unit resulted in more efficient cleaning of the records and vastly improved working conditions.

Cleaning operations were begun on January 16, 1936, and by the end of the fiscal year 79,947 file units or boxes, containing approximately 48,611,000 separate documents, and 28,500 bound volumes had been treated. Hand cleaning was practiced until March 9, 1936, when the air guns were installed.

#### FUMIGATION

Because large quantities of Government records are stored in unsupervised and poorly designed storage places it was considered necessary to provide means of fumigating material upon its transfer to The National Archives. Earlier cooperative research by The National Archives, the National Bureau of Standards, and the Department of Agriculture had shown a number of common fumigants to be harmless to paper and records. One of these fumigants—a mixture of ethylene oxide and carbon dioxide, which is non-inflammable and non-toxic to man—was selected for use in The National Archives.

An extensive study of the two common types of fumigating chambers, namely, atmospheric vaults and vacuum vaults, was undertaken in order to determine the variety of equipment most suitable for use in The National Archives. Since the large volume of records to be treated rendered speed of operation a primary consideration, it was decided to use the vacuum type of chamber. Detailed specifications were drawn after consultation with authorities in the field, and a vault meeting these specifications was purchased and installed in The National Archives. This chamber, which weighs over 6 tons and has a capacity of 300 cubic feet of records at one fumigation, is the largest vacuum vault used for the treatment of books and documents in the world.

Although a preliminary survey of Government records in the District of Columbia by the National Bureau of Standards and the Department of Agriculture indicated that only approximately 10 percent of the archives coming to The National Archives would need fumigation, experience has shown that all material in boxes and many documents in other types of containers should be fumigated as soon as received. This procedure is now being followed.

#### REPAIRING

The two varieties of manuscript material (unbound and bound) to be preserved in The National Archives require radically different

treatments to prepare them for preservation, and it was necessary to develop a special technique for each type of work.

\* In the case of loose or unbound records, which constitute approximately 80 percent of the material handled thus far, it is necessary to unfold and flatten folded or ruffled material prior to the actual reinforcing operation. The usual method of removing creases is to apply water to the paper by means of a sponge and then to allow the paper to dry between blotters under pressure. This procedure is not feasible, however, in the treatment of records originating later than 1840 because many of the inks used are water-soluble. Water is necessary, however, to prevent cracking of the paper along the fold, and it can safely be added by exposing the document to air containing a high percentage of water vapor. In The National Archives, this exposure is carried out in a special vault equipped with an automatic humidifier and stainless steel racks to hold the papers. After humidification the records are placed between blotters and dried under pressure. As the documents are usually very fragile and as humidification causes a temporary loss of strength, great care must be exercised in handling records in the humid state. There are now in the custody of The National Archives upwards of 30,000,000 documents that need this preliminary treatment.

Surveys having shown that many of the records are in poor condition, an investigation of the various methods of repairing and reinforcing documents and manuscripts was made. All the procedures commonly used for this purpose involve the manual application of an aqueous adhesive and coarsely woven silk fabric (crepeline). This treatment increases the durability (resistance to the wear and tear of handling) of the document but does not improve its permanence qualities (resistance to other deteriorating influences, such as light, heat, and acidic gases). Moreover, the operations involved are tedious and delicate and require skill obtainable only by long training. Consideration of this fact indicates that the task of treating millions of documents by such methods is well-nigh impossible.

\* The ideal repair process is one in which the document is sealed permanently against the harmful gases of the atmosphere, in which no adhesive is necessary, and which may be applied rapidly and easily by workers of average intelligence and ability. Such a process had been proposed by the Bureau of Standards for the preservation of newsprint as early as 1934 (see Bureau of Standards Miscellaneous Publications, No. 144: Summary Report of Bureau of Standards on Preservation of Records, by A. E. Kimberly and B. W. Scribner). Through cooperative research by the Division of Repair and Preservation and the Celluloid Corporation, this process has been successfully adapted for use on all common varieties of paper. According

to the modified procedure developed, a document to be repaired is placed between two sheets of very thin cellulose acetate foil, which, being thermoplastic, adheres to the paper upon the application of heat and pressure. Documents so treated are practically impervious to gases and if necessary may be cleaned with soap and water. Tests of the permanence of treated records indicate that they will be relatively unaffected by the normal processes of deterioration.

Because of the more satisfactory permanence qualities of documents treated by this lamination process and the higher production attainable through its use, it is proposed to use this method for most of the repair work on loose papers. To this end, specifications were drawn for a hydraulic press having steam-heated platens 21 inches by 36 inches and a maximum pressure of 2,900 pounds per square inch of platen area. This press is now being installed; and it is estimated that with it a minimum of 100,000 sheets 21 inches by 36 inches or of 400,000 letter-size sheets can be treated annually.

Archival binding, or the repair of bound records, differs from edition and library binding in that every effort is made to preserve the records in their original form and binding. The technique employed is therefore almost diametrically opposed to the conventional bindery operations, which involve replacement of worn covers, spines, and the like. There are over 30,000 volumes in The National Archives at present and more than 90 percent of them are in need of attention. Approximately 2,500 volumes are in very bad condition because of the action of mold and moisture and require immediate attention if they are to be preserved. Most of the equipment necessary for the repair of bound records has been installed and this work will go forward shortly.

#### EXAMINATION OF ILLEGIBLE OR QUESTIONED RECORDS

Technical assistance will be of value in the examination and study of many of the older records in the custody of The National Archives, because they have faded to such an extent as to be illegible when viewed by ordinary means. In such cases it is necessary to resort to ultraviolet or infrared rays manipulated by a skilled technician. Exposure to these invisible rays causes faded writing to fluoresce, thus making it possible for a trained observer to read or photograph the record. By the use of such rays it is possible also to discover alterations or erasures that may have been made in the document. This method of examination requires no chemical treatment of the records and causes no diminution in their useful life. The Division of Repair and Preservation now possesses the most modern equipment for examinations of this kind.

## CONTROL OF CONDITIONS UNDER WHICH RECORDS ARE KEPT

The preservation of records requires close control of the temperature, the relative humidity, the sulphur dioxide content, and the dust content of the air in the storage spaces. This is by no means a simple task, for preliminary studies of 3 occupied stack sections have disclosed variations of more than 10 percent in relative humidity and of more than 8° F. in temperature within a single tier with the air-conditioning system in operation. The average humidity was found to be considerably above the optimum (50 percent relative humidity) for the preservation of archives. It is estimated that 36 determinations of temperature and relative humidity a day within each stack area are necessary in order to insure proper regulation.

Sulphur dioxide in the air must also be controlled. It has been shown that rapid deterioration in paper will be produced by as little as 1 part sulphur dioxide in 10 million parts of air. This is considerably less than the amount found in most urban air. In order to eliminate this gas from the air in the storage spaces it is necessary to control very closely the hydrogen-ion concentration of the water in the air-conditioning system. Two determinations of the sulphur dioxide content of the air coming from each air washer and eight determinations of the hydrogen-ion concentration of the water in each air washer will be required daily. Such determinations require highly skilled technicians.

The dust content of the air in the storage spaces must be reduced to a minimum, for the angular dust particles exert an abrasive effect upon records and also act as nuclei for the condensation of acidic moisture. The determination of the dust content of the air is the first step in regulating the amount of dust and should be performed in each stack area at least weekly.

The necessary laboratory equipment for this work has been purchased and preliminary investigations of air conditions in the occupied stack areas are now under way.

## ADVISORY SERVICES

Considerable time and effort have been devoted to answering inquiries concerning various phases of the preservation of records. Among the organizations served by this Division were the following Government agencies: The Departments of the Treasury and of Agriculture, the Library of Congress, the General Accounting Office, the Home Owners' Loan Corporation, the Social Security Board, and the National Recovery Administration. Other institutions assisted by the Division include the following: The Mariner's Museum, Newport News, Va.; the archives division of the Illinois State Library; the Dutch Reformed Church of South Africa; the Indiana State

Library; the Henry E. Huntington Library and Art Gallery; the Minnesota Historical Society; the Oriental Institute; the Maryland Hall of Records; the Christian Science Publishing Society; the College of William and Mary; the Washington Evening Star; the historical division of Thomas A. Edison, Incorporated; and the New York Historical Society.

## DIVISION OF CLASSIFICATION

(From the report of the Chief, Dr. HILL)

At the beginning of the fiscal year 1935-36, the personnel of this Division consisted of the Chief. The staff included at the end of the year three assistant classifiers, one junior classifier, and a secretary.

The principal function of the Division is the development of a scheme of classification for The National Archives that will present a logical organization of the papers deposited therein and will show their inter-relationships and the functional development of the governmental agencies that produced them. The scheme will also include a numbering system that will identify each series of records. Furthermore, classification is most important and fundamental in archival practice because it is the basis for further steps in the organization and utilization of the documents, it permits them to be placed in the stacks in an orderly manner so that they may be more easily located, it serves to make them readily available for consultation for governmental purposes and for scholarly research, and it results in a great saving of time in locating materials for which requests are made.

## RESEARCH WORK

To accomplish its primary function, the Division must necessarily engage in extensive research. It must determine the chronological duration of all governmental agencies and the manner in which they have functioned and produced their records. It must study and analyze the various systems of classification used by the agencies so as to fit them into the general plan evolved for The National Archives. It must study the documents to know all the series in each collection, to determine their chronological duration, and to understand their relationships one to another. Upon the basis of information thus acquired the definitive plan of classification of The National Archives must be set up.

The first half of the year 1935-36 was devoted wholly to preliminary study upon the organization of certain governmental agencies, the records produced by them, and the published schemes of classification that have been or now are in use. Numerous interesting re-

sults were obtained from these preliminary studies: (1) The complicated nature of the governmental organization was clearly evident. The incompleting studies on the Departments of Agriculture and the Interior revealed the multiplicity of bureaus, divisions, and sections which from time to time have existed in the departments, many of which have filed and kept their own records. The ever changing internal organization of the departments made the study of them most difficult. In addition to histories and monographs on some of the governmental departments, material on organization is to be found in annual reports and occasional publications of departments. (2) The paucity of descriptive materials regarding the production of records and their organization was very noticeable. No monographs directly dealing with the former of these subjects were discovered. On the production of governmental records the principal materials were found embedded in the reports of committees, congressional or otherwise, that investigated the efficiency of governmental departments. (3) The existence of a great multiplicity of systems of classification in use by the various governmental agencies was revealed. Few agencies have a completely unified system of classification; rather it is left to each bureau or division to develop its own system in accordance with the ideas of the head file clerk. A general characteristic of filing in the governmental departments is that the system of each bureau or division depends for its efficiency upon the knowledge of some one or more filing clerks. Bureaus and divisions ordinarily set up many files. New series are begun whenever a need arises. An incomplete survey shows upwards of 100 types of classification schemes used in the various governmental agencies. These must be appraised and fitted into the general scheme of The National Archives. (4) Further, it was learned that, when records from any agency are transferred to The National Archives, their order and scheme of classification will fall into one of four general types. Some will come in good order with a known scheme of classification, so that they are readily available for use. Others in good order will have no known scheme of classification. In such cases the scheme must be determined from the documents themselves. Other files in disorder will have a known scheme of classification. If this appears adequate the disordered records must be arranged in accordance with it. Finally, there will be records in disorder without any scheme of classification whatever. These will have to be studied to determine the scheme of classification that will be most fitting to make them available for use. They will then be organized on the basis of this scheme. In connection with the studies mentioned above, the assistant classifiers drafted

numerous reports that will be useful in the future work of the Division.

#### CLASSIFICATION OF FOOD ADMINISTRATION ARCHIVES

In January 1936 the records of the extinct Food Administration of the World War period, consisting of 17,012 cubic feet of material, or approximately 20,400,000 documents, together with about 2,750,000 record and index cards, were transferred to the National Archives Building. In general these documents are fairly well filed, but many systems of filing were employed by the various divisions that kept their own files and there was no general scheme of classification covering the whole group of records. It is to be noted that the Food Administration material falls within the second type of records mentioned in the foregoing paragraph. The problem confronting the Division upon beginning its work with this group of materials was threefold: First, to determine the divisions that functioned within the Food Administration; second, to determine the series of records that each produced and preserved; third, to organize these series into an orderly scheme with a corresponding numbering system.

The methods used in attacking these problems illustrate the general principles of the work of classification in archival economy. In general, classification of archival material follows the same lines as those employed in library classification. The procedure in libraries is that a book is classified after it is accessioned and before it is cataloged and placed in its definitive location in the library. The work of classification is based on an actual examination of the book. This same procedure is properly applicable in archival science. There is, however, one fundamental difference between library practice and that of an archives repository. In a library the work of classification consists largely of fitting new units into an already established scheme of classification, a scheme that can be used in any library. In an archives establishment the classifiers are dealing with unique material. The problem, therefore, is not that of fitting the unit into an already formed scheme but rather that of developing a scheme into which the unit may be fitted. Since the scheme evolved for any agency cannot by the very nature of things be used for any other agency because of the differences in function and methods of handling and preserving the documents, the work of classifiers of archival material consists of the continuous formation of schemes of classification into which the records can be fitted. The foregoing clearly shows the necessity for the classifier to have an intimate knowledge of the documents and their series as well as of the governmental organization if he is successfully to perform his functions.

From January to the end of the fiscal year, the Division confined its efforts to the examination of documents of the Washington office of the Food Administration, consisting of some 7,000 cubic feet. During this period the assistant classifiers examined and took notes on the contents of 763 four-drawer filing cases, 236 one-drawer transfer cases, 521 index cases containing 1,887 drawers, and 49 boxes, cabinets, and miscellaneous containers. These receptacles comprised a total of 1,403 units as numbered by the Division of Accessions. It was learned that most of the 47 divisions and a considerable number of sections of certain divisions of the Food Administration kept their own files. Approximately 3,000 series of documents were identified. After the preliminary survey was made the work of rechecking and setting up the scheme of classification for the several divisions was undertaken. Numerous experiments were made in methods of numbering in order to evolve the system that seemed most adequate. There was continuous consultation and consideration of the problems involved in the formulation of a logical and uniform plan of classification for this group of materials. By the end of the year preliminary schemes for 15 divisions were drafted. These naturally were subject to considerable revision during the process of setting up the schemes for the remaining divisions of the Washington office. The experience of the first full year of work of the Division demonstrates the immensity of the task of working out a proper scheme of classification for the vast mass of governmental papers that have been and will be transferred to The National Archives.

#### OTHER ACTIVITIES

In October 1935 the Chief of the Division was a delegate from The National Archives to the Second General Assembly of the Pan American Institute of Geography and History, which was held in Washington, D. C. Two members of the staff of the Division attended the meeting of the American Historical Association in December. In February 1936 the Honorable Harold L. Ickes, Secretary of the Interior, chairman, and Mr. Morris L. Cooke, chairman of the executive committee of the Third World Power Conference, requested The National Archives to permit the Chief of the Division of Classification to make a visit to the countries of South America in behalf of this conference. This trip, made largely by air, occupied 10 weeks, and provided opportunity for visits to the archival agencies of the several countries included in the itinerary. Friendly relations were established with each of them and it is believed that the visits will be helpful in the maintenance of close relations between The National Archives of the United States and the corresponding institutions of the South American republics.

#### DIVISION OF CATALOGING

(From the report of the Chief, Mr. RUSSELL)

This Division was organized on October 15, 1935, with the appointment of John R. Russell as Chief. The first important problem was the selection of staff members. On June 30, 1936, the staff consisted of a Chief, three assistant catalogers, one junior cataloger, and a secretary.

Another important activity of the Division at the very outset was the selection of equipment both for the central search room and for the Division of Cataloging itself. Plans for the catalog cases and catalog lighting fixtures in the search room were worked out in conferences with the Executive Officer and a representative of the Procurement Division, Treasury Department. For the Division of Cataloging, a special typewriter keyboard was planned; catalog cases, bookshelves, and other articles of furniture were selected; and a list was compiled of reference books needed for use by the catalogers.

Before attempting to outline plans for cataloging the archives, letters were written to 65 institutions that handle archives or manuscripts requesting copies of their cataloging rules, sample cards, and any other available information about their methods. Many answers were received and some of them were helpful in suggesting cataloging methods. This was especially true of the rules of the archives division of the Illinois State Library, compiled by Miss Margaret C. Norton. The Chief compiled an index to these rules to facilitate their use in The National Archives, and later the rules were printed with the index by the Illinois State Library. Additional information of value with reference to cataloging methods was gathered by visits to the Manuscripts and Catalog Divisions of the Library of Congress, the Office of the Superintendent of Documents, and a number of libraries and archives establishments in the Northeastern States. Another phase of the preliminary work was the study of books and articles on archival methods and cataloging methods in general for suggestions for the cataloging of archives, in the course of which an extensive bibliography of cataloging was compiled. By examining the printed catalogs and indexes of archives establishments of other countries, it was possible to get a picture of the cataloging done in those institutions. Helpful suggestions were also received from a number of leading catalogers and librarians who visited the Division.

In order to become familiar with the methods used in various Government departments and also to have a record of existing catalogs and indexes, the Division began a survey of such material. The problem was carefully studied before the work was begun, and both

a form and an instruction sheet were prepared for the use of the catalogers making the survey. The original plan to survey all catalogs and indexes had to be abandoned because of the magnitude of the task, and the survey was limited to catalogs and indexes that are definitely scheduled for transfer to The National Archives or relate to records that are to be transferred. By the end of the year 12 detailed reports were prepared covering catalogs and indexes that comprise 7,463,960 cards and 121 bound volumes.

The Division also assembled and indexed a collection of the printed reports of the Joint Committee on the Disposition of Executive Papers, consisting of lists of papers recommended to be destroyed or otherwise disposed of. These reports, totaling 3,324 pages, were arranged in 9 volumes, each devoted to a Government department. From them the special examiners are able to discover what series have been disposed of in the past, which aids them in making recommendations for the treatment of similar series. The indexes make it possible to find the lists for any office within a department without having to scan all the lists of that department.

The catalogers spent part of their time working in other divisions in order to become familiar with the records and the methods employed and also prepared reports on a number of miscellaneous problems presented to the Division for study. Members of the staff attended professional meetings of various organizations, including the annual conference of the American Library Association at Richmond, Va., in May.

The activities of the Division during the year have laid the foundations for the cataloging to be done in the future. The organization of the Division has been completed, a staff has been assembled, and preliminary plans have been made. The Division is now ready to undertake actual cataloging of archives on the basis of the careful study and experimentation of the preceding months.

#### DIVISION OF DEPARTMENT ARCHIVES, No. 1

(From the report of the Chief, Mr. LEAVITT)

This Division was organized on March 16, 1936, with the appointment of Arthur H. Leavitt as Chief. His staff at the end of the fiscal year consisted of a secretary and two assistants. This limited personnel was supplemented at times by assistants loaned by the Divisions of Reference and of Cataloging.

One of the first tasks of the Division was the examination of the stack areas already equipped and the provisional allocation of the available space between the two Divisions of Department Archives. The stacks had to be cleaned and it was necessary to do a considerable amount of shifting of equipment before receiving any records. The

various collections of records already in the building or soon to be received were divided between the two Divisions after consideration of the Government departments or agencies from which they came, their relation to one another, their volume, and the suitability of the various stack areas to receive them.

The first files transferred to this Division—350 cubic feet of National Recovery Administration field records in 78 steel filing cases and wooden boxes—were received on April 21. By June 30, 2,450 additional cubic feet of National Recovery Administration records, 11 cubic feet of Department of Agriculture records, and 370 of Navy Department records had been received, making a total of 3,181 cubic feet. In addition there were still temporarily stored in the un-equipped stack areas and in process of being transferred or to be transferred in the near future 17,012 cubic feet of United States Food Administration records, 500 cubic feet of National Recovery Administration field records, 1,834 cubic feet of Navy Department records, and 89 cubic feet of Export-Import Bank records, making a total of 19,435 cubic feet and a combined total of 22,616 cubic feet.

As the records are received they are moved from the original containers into the steel drawers and trays or, in the case of bound volumes, are placed upon the steel shelves. As far as possible the original arrangement and order of the papers as they were kept in the agency from which they came is maintained in the stacks. In some cases, however, papers are received in such disorder that they have to be arranged before they can be filed. In the process of handling the records detailed and useful knowledge of the contents of the various collections is obtained. The drawers and trays are labeled and numbered in order to make the records immediately available.

The servicing of records does in fact begin immediately after they are received. In this Division the requests for information or for records for consultation have been relatively few. All the 28 service calls received to June 30 concerned the National Recovery Administration records, and most of them were from the Department of Commerce.

A considerable amount of study has been given to the needs for metal furniture, trucks, table lamps, and other accessories in the stacks; and some of this equipment has been ordered and received. The actual use of the steel equipment—drawers, trays, and shelves—has made it possible to suggest improvements in detail for consideration in the placing of future orders.

In the 3½ months since the organization of the Division the time and attention of the staff have been mainly devoted to the physical transfer of records into the stacks. A beginning has been made, however, in the detailed study of the records for the identification of the

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series, which will form the basis of the permanent arrangement and of the later work of inventorying and which will also be of help in the work of some of the other divisions of The National Archives.

#### DIVISION OF DEPARTMENT ARCHIVES, NO. 2

(From the report of the Chief, Mr. SHIPMAN)

This Division was organized with the appointment of Fred W. Shipman as Chief on March 16, 1936. A staff, which includes a secretary and two assistants, was acquired by the end of the fiscal year.

The first task of the Division was to study the stack areas that were equipped and available for records and to chart exact locations for the records already scheduled for transfer to The National Archives. It was also necessary to make recommendations for trucks, tables, and other accessories that would be required for use in the stack area. This work was done in collaboration with the Chief of the Division of Department Archives, No. 1, which was organized simultaneously with this one.

The receiving and arranging of records necessitates the allotting of space where the files may be placed logically in relation to each other, with the more active records readily accessible, and where the stack equipment best meets the needs of the files as to sizes of containers and space available in which to put records in unbroken sequence. Careful handling is necessary in the transfer of the papers from their original containers to those of The National Archives. The order in which they come is strictly maintained so as to reflect the historical development and use of the files. After a careful study of each series any confused file is organized.

A total of 36,120 cubic feet of records have come into the custody of the Division. The bulk of these (34,479 cubic feet) is made up of records of inactive pension claims of veterans of all the wars of the United States and of the Regular Army and Navy from 1815 to, but not including, the World War, and of the dependents of such veterans. The collection comprises folders for the claims of some 4,600,000 individuals, and each folder contains from 20 to 60 or more documents. The other material received consists of records of the National Commission on Law Observance and Enforcement, popularly known as the Wickersham Commission, 1930-31 (131 cubic feet); records of the National War Labor Board, 1918-19 (90 cubic feet); labor records of the United States Railroad Administration, 1918-19 (550 cubic feet); records of the United States Railroad Labor Board, 1920-26 (800 cubic feet); and records of the United States Board of Mediation and Conciliation, 1898-1920 (70 cubic feet). Many of these records came to The National Archives in confused order and required detailed study and general reorganization.

The work of checking them with lists and identification inventories and of determining what constitutes each series, as well as that of transferring the papers from the original containers into National Archives equipment and supplying proper labels, was started. This process is a necessary preliminary to the making of a detailed inventory of the material.

All the above-mentioned records, with the exception of the pension records, were already stored in the National Archives Building when this Division was organized. The first shipment of pension records arrived on May 14 and the transfer was completed on June 26. On May 22 the first request for service on these records was received, and from that date to June 30, searches for 1,390 items were made. In addition one search was made in the records of the National Commission on Law Observance and Enforcement.

#### DIVISION OF REFERENCE

(From the report of the Chief, Dr. RUSSELL)

This Division began its activities with the appointment of Nelson Vance Russell as Chief on September 13, 1935. Other members of the staff at the close of the fiscal year were a secretary, an assistant reference supervisor, and five reference assistants.

The first work undertaken by the Division was a study of the rules and regulations governing the use of public records in the leading depositories of several European nations, Canada, South Africa, Mexico, and a number of American States. On the basis of this study a set of rules and regulations governing the use of the public records in The National Archives was submitted to the Archivist.

A survey was made of the development of and the laws regulating the various American State archives. For this survey contacts were made with each of the 48 State depositories and a digest was compiled of the pertinent statutes in force.

Early in November the Chief of the Division visited nine public and private libraries and eight historical societies in Boston, Salem, Worcester, Hartford, New Haven, New York, Trenton, and Philadelphia, as well as the State archives establishments of Connecticut, Massachusetts, and New Jersey. The purpose of these visits was to observe what is being done in depositories having problems of somewhat the same nature as those of The National Archives. Worthwhile discussions were held with the officials regarding the problems of theft and mutilation, general equipment, cataloging and indexing, staff organization, reference rules and regulations, and the like; and valuable aid and information were received relative to the work of the Division.

In January a survey was begun of the outstanding documentary collections in the United States of interest to political and social scientists. For this work, 581 letters were addressed to State archives establishments, historical societies, and public and private libraries. From the 432 replies received a compilation of information of interest to scholars is well under way.

With the transfer of some public records to The National Archives in February, the Division undertook to make this material available to Government officials and scholars. From February to the end of the fiscal year, 119 individuals came to The National Archives to use the records, 113 letters requesting information were answered, and 164 telephone calls were received; in all 1,801 volumes or files of records were serviced, of which approximately 96 percent were for Government officials. In addition 114 documents were photostated, mainly at the request of Government officials. These are rather imposing figures in view of the fact that there were very few records in the custody of The National Archives until the transfer of the National Recovery Administration records in February and of Veterans' Administration records in May and June of 1936.

The Chief of the Division served also as Acting Chief of the Division of Classification during the absence from February 12 to April 21 of the Chief of that Division, Dr. Roscoe R. Hill.

#### DIVISION OF RESEARCH

(From the report of the Chief, Dr. FLIPPIN)

The personnel of this Division, consisting of the Chief and a secretary, has been engaged in compiling a comprehensive collection of data concerning the care and preservation of the archives of the Federal Government from the Second Continental Congress to the establishment of The National Archives. This collection includes appeals from members of the Cabinet for relief from the accumulation of files of records and for protection of the records from damage or destruction, endorsements of such appeals by the Presidents in their recommendations to Congress, discussions in Congress occasioned by disastrous fires that destroyed records and by the consideration of some of the 70 bills for a fireproof building for the archives, the bills themselves and reports and documents printed by Congress, hearings before committees, appeals of societies such as the American Historical Association and the American Library Association and of individual scholars for the preservation of the national records, and articles printed in magazines and newspapers. The material has been assembled in three forms: Typewritten copies, photographic reproductions, and printed documents. It has been arranged chronologically in two groups—the transcripts in one and the reproductions

and printed items in the other—and it will be bound and preserved in the library of The National Archives.

The Division has also devoted considerable attention to the subject of fires in Government buildings. The Chief has served as chairman of the committee on fire record of the Federal Fire Council and, at the request of the Council, has assumed the responsibility for compiling information on fires in all Government property. This work was taken over in April from the Bureau of Standards, where it was begun in 1932. To supplement the reports of fires sent to the National Bureau of Standards, all available information has been sought at the office of the fire marshal of the District of Columbia; from the National Park Service, which has charge of certain buildings; and from the chief clerk of every executive department, bureau, and independent establishment. There has been an exceedingly large number of small fires in Government buildings, many of which were extinguished without the assistance of the fire department; but every small fire is potentially a serious one and should be so considered. Many details with reference to a considerable number of the larger fires have been made available for this compilation by photostating accounts in newspapers.

The record of fire losses in Federal Government property throughout the United States and its possessions for the calendar year 1935 has been tabulated. In this tabulation the losses in Washington are contrasted with those outside the city and the causes of fires are so arranged as to show their relative importance. A compilation of the information on fires from 1915 to 1935 in Government buildings (owned or rented) in the District of Columbia, showing date, building, cause, extent, and loss, was presented at the semiannual meeting of the Federal Fire Council on June 30, 1936, and has been included in the annual report of the Council. A similar tabulation of important information on fires in Government buildings from 1800 to 1915 (a period of certain most disastrous fires) has been included as an essential part of the collection of information concerning the care and preservation of the archives of the Federal Government.

Several requests for information have been handled by the Division, and the Chief has devoted considerable time, as a member of the committee on book selection, to passing upon books proposed for acquisition by the library of The National Archives.

#### DIVISION OF THE LIBRARY

(From the report of the Chief, Dr. HAMER)

On April 16, 1936, announcement was made of the appointment of Philip M. Hamer as Chief of the Division of the Library, effective as soon as his duties as National Director of the Survey of Federal

Archives outside the District of Columbia would permit. Prior to this time the work of the Division had been conducted by Newman F. McGirr, who had been appointed to the position of assistant to the librarian on August 12, 1935. Beginning about May 1 the Chief of the Division assumed responsibility for its administration and, while continuing to direct the Survey of Federal Archives, devoted an increasing proportion of his time to the library. By the end of the year a stenographer and two library assistants had been added to the staff.

It is expected that the library will consist of some fifty or sixty thousand volumes, carefully selected for the purpose of meeting the official needs of members of the staff of The National Archives and the needs of others in connection with their use of records in the custody of The National Archives. Books are being selected chiefly from the following classes: (1) General reference books, including dictionaries, encyclopedias, yearbooks, and a few general histories of countries other than the United States; (2) technical books necessary for the administration and proper functioning of the library; (3) books on archival economy; (4) books on American history, including the standard general histories and such specialized studies as relate particularly to the Government of the United States and any of its agencies; (5) biographies, particular attention being given to those of persons who have been prominently associated with some agency of the Government of the United States; (6) standard reference books in the social sciences and such special studies as relate particularly to the organization and work of any agency of the Government of the United States; (7) other books that relate to the work of any of the divisions of The National Archives; and (8) United States Government publications. It is probable that a relatively large proportion of the books in the library will be in the last group. In the selection of books a staff committee composed of Dr. Solon J. Buck, Dr. Nelson V. Russell, Dr. Roscoe R. Hill, and Dr. Percy S. Flippin has been of great assistance.

As provided by law, the Superintendent of Documents has sent to The National Archives two copies of all current publications of agencies of the Government that are printed by the Government Printing Office; and a number of earlier Government publications have been received by transfer from other agencies, notably from the Library of Congress and the Office of the Superintendent of Documents. Books and pamphlets have been given to the library by individuals or institutions, and late in the year several institutions responded favorably to a request to place The National Archives on their exchange lists. A total of 13,364 items (4,864 books and 8,500 pamphlets) was received by the library during the year. Of this number, 7,971 (125 books and 7,846 pamphlets) were received in ac-

cordance with the law referred to above; 2,556 (2,020 books and 536 pamphlets) by gift, transfer, or exchange; and 2,837 (2,719 books and 118 pamphlets) by purchase. The library has subscribed to 68 periodicals and is receiving 11 others as gifts from the publishers. As provided by law, it receives without cost 65 periodicals published by agencies of the Government of the United States.

In purchasing books the library has been seriously handicapped by the requirement that invitations for bids must be issued for most of the books purchased. This has not only added to the difficulty of obtaining books promptly but has on occasion unquestionably made their acquisition more costly than otherwise it would have been. It is hoped that arrangements can be made so that the library of The National Archives will have the same freedom in ordering as the Library of Congress has.

Most of the books in the library at the end of the fiscal year were received during the last quarter of the year. They have been arranged on shelves in the gallery according to a provisional classification but no cataloging of them has been done. Library of Congress printed cards for use in cataloging were ordered for some of the books and were received.

Divisions of The National Archives and individual members of the staff have been supplied with books needed by them insofar as they have been available in the library or could be obtained. The number of books and pamphlets charged out during the year was 1,947. From the Library of Congress 152 books not represented in the library of The National Archives were borrowed for official use.

#### DIVISION OF MOTION PICTURES AND SOUND RECORDINGS

(From the report of the Chief, Capt. BRADLEY)

At the beginning of the fiscal year 1936, the personnel of this Division consisted of the Chief. By the end of the year a staff had been built up to include one technical assistant, one junior motion-picture engineer, and two physical-science aides.

The function of the Division is to preserve archival and historical materials that are in the form of motion-picture films and sound recordings, to make them available for use, and to render technical service in connection with accessioning. The work of the Division during the year has been mainly expended upon the many problems to be solved before this function can effectively be accomplished. These problems may be classified under the headings of (a) accessioning, (b) preservation, and (c) service. In addition to such preparatory work, the Division has also engaged in certain related activities, as well as in the necessary study of personnel problems. It has

made an inquiry into the technical problems of The National Archives as a whole and recommended the designation of a technical advisory committee. It has prepared technical papers for delivery before professional and scientific organizations and otherwise maintained close touch with the activities of such organizations. It has also cooperated with other Government agencies in the implementation of projects and the investigation of technical matters of common interest.

#### ACCESSIONS

No accessions were made during the year, inasmuch as all the necessary installations had not been completed. The Division has cooperated intimately, however, in the supervision of the two surveys of Government film depositories executed respectively by the Division of Accessions (for the District of Columbia and its vicinity) and the WPA Survey of Federal Archives (for the continental United States outside the District of Columbia). It has also been engaged, with the Archivist, the Assistant Director of Archival Service, the Motion Picture Producers and Distributors of America, and others, in a study of problems connected with the acceptance of gift archives.

In connection with the matter of accessions attention must be called to an important inadequacy of the National Archives Act (as interpreted by the Comptroller General) in its provision for the work of this Division, namely, the lack of sufficient authorization for the making of original film and sound recordings of historical value. Although much recording in these media is being done, very little is done from a strictly historical viewpoint and many important historical events go unrecorded. If the full potentialities of film and sound recording as a means of preserving a historical record are to be realized, a liberalization of the legislation governing the activities of the Division would in this respect seem to be essential.

The preliminary surveys of Government film depositories being now close to completion, and numerous gifts from private sources being already available, the actual accessioning of film and sound recordings can be commenced as soon as the necessary equipment for storage and utilization has been installed. The initial accessions will be received mostly from other Government agencies through established channels. Accessions from other sources will be made in accordance with a procedure now in process of elaboration.

#### PRESERVATION

*Research.*—A research project jointly financed by The National Archives and the Carnegie Foundation has been set up at the National Bureau of Standards for the investigation of factors affecting the long-time preservation of motion-picture film. Considerable time

has been devoted to this project, inasmuch as its findings must be of basic importance to the proper fulfillment of the functions of the Division.

The effects of humidity and temperature and of rapid atmospheric changes upon both nitrate and acetate film are being studied to determine the optimum atmospheric conditions for the storage and use of films. The effects of residual hypo or other active materials in the film upon the stability of the film base and the image are being determined, as well as methods for eliminating the deleterious effects. This involves study of refixing and washing to remove residual chemicals and of the feasibility of using distilled water in final washing as well as of the suitability of other available water. Every effort is being made to find the best practice for fixation, washing, and drying.

A study is being made of the type of tempering unit required for bringing films from low temperature storage conditions to projection room atmosphere without condensation of atmospheric moisture and of the conditioning required to prepare films for return to storage atmosphere. The relative merits of hermetically sealed and vented containers have also been under investigation, likewise the type of material for film cores and containers that is least affected by decomposition products of nitrate films and least likely to harm the film.

The value of camphor and other restoratives placed in storage containers as a means of retarding loss of flexibility and the value of protective coatings and other treatments for prolonging the life of films have been made the subject of research, along with various methods of reconditioning old films, such as the use of surfacing films and cleaning compounds. Attention has also been devoted to the expansion and shrinkage of the film base with respect to the adhesion of the gelatin to the base and to a general study of the acetate negative base. The character of the decomposition products or other gases given off by films under different aging treatments has been subjected to study, as have, also, the effects of light and heat upon the film during projection. Finally, the development of specifications for films to be stored has been undertaken on the basis of all findings upon factors affecting the life of films. The continuation of this research, in the particulars wherein it has not been brought to completion, is considered essential.

The research results obtained during the year were summarized in a paper read on April 29, 1936, before the Society of Motion Picture Engineers at Chicago. In brief, the results justify the statement that, with reasonable care under conditions such as are contemplated in the National Archives Building, motion-picture film, particularly the cellulose acetate film commercially known as "safety film", may be expected to preserve its record for 500 years, at the end of which

time it can be duplicated for further preservation and perpetuated as a record for an almost unlimited period of time.

In this connection, however, it may be pointed out that, although there is general agreement that preservation cannot be accomplished without duplication for the specific purpose of preservation, no sufficient authorization for such duplication seems to exist.

*Fire prevention.*—Closely related to the research above outlined has been a study of means of guarding against film fires. Special equipment has been designed with this purpose in mind, and the designs of this equipment have received the almost universal approval of expert opinion, including that of the National Bureau of Standards, the Underwriters' Laboratory (with certain reservations in the matter of water sprinklers), film manufacturers, individual safety engineers, chemists, and others. It is believed that when the specifications have been carried out in the installation of motion-picture storage equipment in The National Archives, a major film fire there will be virtually impossible.

Active cooperation has also been given to the newly organized Federal Fire Council with the view to the prevention of fires in Government records. This cooperation has involved membership by the Chief on several committees and the responsibility of the chairmanship of one principal committee chiefly concerned with the storage of inflammable film.

*Equipment.*—In many instances suitable equipment for the Division has not been found to exist, so that it has been necessary to prepare original designs and specifications. The storage containers designed and the special equipment for restoring moisture content to film may be mentioned by way of illustration. Considerable assistance has been given to the Division of Purchase and Supply in purchasing equipment; to contractors supervising installation; and to the Procurement Division, Treasury Department, and the building architects in planning an auxiliary air-conditioning unit. The definite allocation of future space to the Division has now become desirable in order that the installation of equipment may be carried out in such a manner as to obviate as far as possible expensive construction changes at a later date.

#### SERVICE

*Equipment.*—In preparing to render service upon the record materials to be deposited with it, the Division has devoted particular attention to proper equipment. Specifications have accordingly been written for motion-picture, sound-reproducing, and related apparatus, such as projectors, amplifiers, and duplicating machines. Recommendations were also submitted for various construction changes

in the quarters assigned to the Division with a view to securing proper working conditions. These recommendations have covered acoustical treatment, curtains, seats, fire doors, and ventilation, for the motion-picture projection auditorium.

*Scope.*—The scope of the service to be rendered by the Division has been broadened by amendment of the National Archives Act authorizing the making and furnishing of copies of motion pictures and sound recordings in its custody. This authorization carries with it the necessity of dealing with certain further problems including the purchase of considerable additional equipment, such as duplicating film-printers and sound re-recording equipment. It is contemplated that only the printing shall be done in the Division, the final processing to be done in a commercial laboratory under contract. This arrangement will obviate the necessity of establishing a fully equipped processing laboratory within the Division. It should perhaps be pointed out that the authorization to make and furnish copies imposes the necessity of budgeting for the work, inasmuch as copies are to be furnished governmental agencies gratis and all fees for the furnishing of copies are to be absorbed by the Treasury.

It is anticipated that a need for multiple projection service will arise in the not distant future, and present plans envisage the installation of a series of small booths, each equipped with individual projectors and turntables for the showing of films and the playing of disk records.

There remains a serious limitation upon the extent of service which can be rendered in the apparent lack of sufficient authorization for the making of projection prints from films now in the form of non-projection negatives and prints.

*Editing.*—The provision of motion pictures suitable for use as subject matter for searchers will entail not only considerable mechanical labor in editing but also considerable research of a historical or professional nature. Personnel with specialized academic and research training along these lines will therefore be essential.

#### DIVISION OF THE FEDERAL REGISTER

(From the report of the Director, Maj. KENNEDY)

The organization of the Division was begun with the Presidential appointment of Bernard R. Kennedy as Director on August 26, 1935, and his assumption of duties on September 3. At the end of the fiscal year the staff of the Division consisted of the Director, the editor of the Federal Register and his assistant, six attorneys, a secretary, and five clerks.

The Division was created under authority of the Federal Register Act, approved July 26, 1935 (49 Stat. 500-503). By that act it is

charged first, with the daily publication of the Federal Register, containing all Executive orders and proclamations and rules and regulations of the various executive departments and agencies of the Government that have general applicability and legal effect; and second, with the compilation and publication in a special issue of the Federal Register "of all documents which have been issued or promulgated prior to the date documents are required or authorized by this Act to be published in the Federal Register and which are still in force and effect and relied upon by the agency as authority for, or invoked or used by it in the discharge of, any of its functions or activities."

Considerable preliminary work was done before funds were made available for printing the Federal Register. It was necessary to establish contacts with the many agencies of the Government, to explain to them the requirements of the act, and to request that the submission of compilations be undertaken immediately and that liaison officers be appointed for contact work with this Division. The first letters designed to accomplish these purposes were sent in September 1935 to 123 different agencies, and in a few cases it was necessary to write again to those agencies that had not yet complied with the requirements of the act. Numerous conferences were also held with various liaison officers by the Director and the attorneys of the Division, who endeavored to inform them fully of the provisions of the Federal Register Act and of the compilations required of the agencies.

A permanent administrative committee consisting of the Archivist, an officer of the Department of Justice designated by the Attorney General, and the Public Printer is provided for in the Federal Register Act. This committee is required to prescribe, with the approval of the President, regulations for carrying out the provisions of the act and to report to the President regarding the compilation of the documents previously mentioned. The committee held its first meeting on September 27 and met at frequent intervals thereafter. It approved a proposed Executive order providing for the mechanics to be followed in issuing such orders after publication of the Federal Register had been begun; this order was signed by the President on February 18, 1936. The committee also approved a proposed amendment to the Federal Register Act to provide for the codification instead of the compilation of documents previously mentioned. A bill embodying the proposed amendment was introduced in the House of Representatives by the Honorable Emanuel Celler, but was not acted upon before Congress adjourned. The committee likewise approved the format for the daily issues of the Federal Register, established the subscription price at ten dollars a year, and prepared the

regulations for carrying out the provisions of the Federal Register Act as required by section 6 thereof. These regulations were signed by the President on March 2, 1936, and were printed and distributed to various Government agencies; a revised edition of the regulations was subsequently issued on March 11.

Meanwhile the Supplemental Appropriations Act, fiscal year 1936, which carried the appropriation to the Government Printing Office for the printing of the daily issues of the Federal Register, had been signed by the President on February 11. In accordance with the regulations the filing of documents began on March 12, and the first issue of the Federal Register appeared on March 14. Between that date and June 30, inclusive, 77 issues were printed. The total number of "documents", as defined in the Federal Register Act, that were filed with the Division prior to the end of the fiscal year, was 1,050; of this number 796 came within the class of documents that are required or authorized to be published in the Federal Register. At the end of the period covered by this report, there were approximately six hundred paid subscriptions to the publication and five thousand copies were being sent free to Federal officers and agencies.

The compilation of the documents coming within the purview of the Federal Register Act, as prescribed by section 11 of the act, has gone forward steadily since the establishment of the Division and is being accomplished thoroughly, if not speedily. It is felt that the Federal Register supplement, when completed, will be an authoritative work constituting the body of the administrative law of the United States.

During the year the Director spoke on the Federal Register before a meeting of the Federal Bar Association and prepared a paper on the same subject for a conference on public documents of the American Library Association. Together with the editor of the Federal Register he was present also at the Exhibition of National Progress at Philadelphia in June, where the Division had a share in the exhibit of The National Archives.

#### DIVISION OF PHOTOGRAPHIC REPRODUCTION AND RESEARCH

(From the report of the Chief, Dr. TATE)

At the beginning of the fiscal year 1936, the personnel of this Division consisted of the Chief. By the end of the year a staff had been built up to include one stenographer, four operators of duplicating devices, and one draftsman.

The function of the Division is twofold. On the one hand it is charged with the planning and execution of all work of reproduction by The National Archives involving photographic processes, except

the production of motion pictures. On the other hand it is charged with the preservation and custody of all archival materials in photographic form other than motion pictures. The past year has served to prepare and equip the Division for the performance of these functions.

#### EQUIPMENT

The selection of equipment has involved careful examination of many makes and models of apparatus of both foreign and domestic manufacture with a view to determining their adaptability for the purposes of the Division. In this work it has been necessary to consider not only the present needs of the Division but probable future requirements as well. The equipment selected has been obtained in two ways—from the Government schedule of supplies and through competitive bidding. The basic equipment, with a few notable exceptions, has now been purchased and installed.

#### PHOTOGRAPHIC WORK

Practically all the work of the Division has been photographic in whole or in part. Requisitions were received during the year for a large number of photographs of archival subjects. These were furnished from 8-inch by 10-inch view camera negatives, 4-inch by 5-inch negatives, and miniature 1-inch by 1½-inch negatives. Prints were made by contact and by projection.

An important series of photographs of depositories of Government archives was made for the Division of Accessions in connection with its preliminary survey of Federal records in and near the District of Columbia. These photographs were intended to show the conditions of storage and preservation of valuable Government records, and both exterior and interior views were included. The file of such photographs has since assumed considerable importance because of the demolition of certain temporary buildings in which records were housed. It constitutes a valuable photographic record of the physical conditions under which these records were stored as of the fiscal year 1936. Photographs were also made of the loading of records on trucks for transfer to the National Archives Building and of their reception in the temporary receiving room, and these constitute a valuable supplement to the photographs of archival depositories.

Many photographs were made of the National Archives Building, including the Exhibition Hall, the search rooms, the conference room, stack sections, and the equipment installed to safeguard the records deposited in the building. Copies of these photographs have been in constant demand by authors and editors of periodicals publishing information about The National Archives. They also serve as a record of the status of the building during the year. A selection of these

pictures, combined with a photographic reproduction of the National Archives Act, the general organization chart, and photographic facsimiles of certain important documents deposited in the building, was made up into an exhibition panel illustrative of the scope, equipment, and activity of The National Archives.

When the Potomac approached flood stage in the spring of 1936 and threatened to flood all buildings in the Government "triangle", including the National Archives Building, a photographic record was made of the precautions taken against entry of flood waters. A similar record was made of the fire that occurred on December 12, 1935, among archival materials stored in the new Post Office Building. This record shows the conditions of storage and the extent of fire and water damage and serves as a graphic illustration of the need for fire prevention measures and better protection of records in general.

Lantern slides were also prepared for the Division of Motion Pictures and Sound Recordings in order that certain technical innovations might be exhibited to the Society of Motion Picture Engineers and to others.

#### MICROFILMING

The technique of microfilming is one of the basic interests of this Division. Microfilming furnishes a means of reproducing valuable records for preservation and consultation, of reproducing damaged documents for storage, and of conserving space in the National Archives Building. Collections of documents that have slight or uncertain historical value need not be retained in full; a small percentage, including the most valuable materials, may be preserved in the stack sections, and the remainder, after being microfilmed, may be destroyed. The amount of space thus saved can be estimated conservatively at more than 85 percent, for a file of documents can be reproduced on film and stored under ideal conditions in a space less than 15 percent of that required for storage of the originals. As the storage of originals involves large housing and administrative costs, the saving to The National Archives obtainable by the use of this procedure will be considerable.

Microfilming has also been employed to obtain copies of indexes and other materials that could not be transferred to the National Archives Building but are necessary for the administration of records stored there. Such was the case with an index of certain Veterans' Administration records. The card indexes required for servicing these records could not be spared by the Veterans' Administration, and it was necessary to undertake their reproduction by one method or another. Some 2,600,000 catalog cards were involved. Information was compiled on the cost of their reproduction by manual trans-

scription, by the use of full-sized reversed photographic negatives on paper (photostat or dextragraph), and by microfilming. The latter method was selected because of its cheapness and the facility with which it could be applied. It was found that the card file could be reproduced by this method at a material unit cost to the Government of approximately \$.00065, a figure determined upon the basis of a trial run of 25,000 cards comprising the complete "Old War Index."

Before microfilming could be adopted for use on a large scale in The National Archives, many tests and experiments were necessary. With the approval of the Archivist, the National Bureau of Standards accordingly undertook, in cooperation with the Division of Motion Pictures and Sound Recordings, the Division of Repair and Preservation, and the Division of Photographic Reproduction and Research, a 12-point program of research intended to solve certain problems common to these Divisions. The subjects of study included (1) the effects of temperature, humidity, and rapid atmospheric changes on nitrate and acetate film; (2) the effects of residual hypo or other active materials on the stability of the film base and the image; (3) the type of tempering unit required for bringing films from low temperature to room temperature; (4) the value of camphor or other restoratives for retarding the loss of plasticity; (5) methods of reconditioning old film, including the value of cleaning compounds, and the value of protective coatings and other treatments for prolonging the life of film; (6) the relative merit of hermetically sealed and vented containers for the storage of film; (7) the expansion and shrinkage of the film base and their effects upon the adhesion of the gelatin to the base; (8) the best type of material for film cores and containers, particularly for nitrate films; (9) the nature of decomposition products or gases given off by nitrate film under different aging treatment; (10) the proper specifications for storage of films; (11) the characteristics of the acetate negative base; and (12) the effects of light and heat on film during projection.

The results of certain of these studies have been exceedingly valuable to the Division with respect to the microfilming technique that is being developed. A complete report is now in process of preparation, but a preliminary announcement has been made to the effect that correctly processed microfilms are as permanent as the best grade of letterpress printing on the best rag-stock book paper. These studies have also been valuable in determining the treatment of still-film negatives, which are considered in another part of this report.

Another application of microcopying was made in connection with the work, undertaken by the Chief of the Division of Research, of tracing the movement for a national archives establishment and of compiling a record of fires in Government buildings in the District

of Columbia. Much of the information obtained was found in newspaper files and rare documents at the Library of Congress and elsewhere. In order to complete the record, it was deemed necessary to append facsimile reproductions of the original sources to the report. Since it was not possible in some cases to move the materials to The National Archives, a portable microfilming outfit was obtained and facsimiles were made on location by personnel from this Division. They were later developed and printed by projection on paper. A portion of the work, however, was executed on the continuous photostat machine installed in the Division, bound newspaper volumes being transferred from the Library of Congress for this purpose.

Additional research and experimental work in the Division has included a careful analysis and survey of the applications of microfilming technique to the problems of documentation. One result was the preparation of two papers by the Chief of the Division. The first, entitled "Microcopying as an Aid to Research", was read at the annual meeting of the American Historical Association in December 1935. The second, entitled "Criteria for Measuring the Effectiveness of Reading Devices", was delivered before a microphotography symposium of the American Library Association in May 1936. A further result of these studies was the appointment of the Chief to serve on the executive branch of a committee of the American Library Association on photographic reproduction of library materials.

#### PHOTOSTATING

The reproduction of reversed paper copies by photography, a process technically known as "photocopying" and commonly called "photostating", has assumed considerable proportions in the work of the Division. The latest type of equipment has been installed, consisting of a continuous-process machine capable of producing a completed dry print ready for use in about 8 minutes. Copies of Executive orders, tabulations, charts, plans, drawings, sketches, printed matter, and other materials have been made as required with this machine.

#### EXPERIMENTAL WORK

In addition to the experimental work undertaken in connection with microfilming, numerous other investigations involving experimentation were undertaken. The polarizing device known as the Pola screen was investigated and added to the equipment of The National Archives for use in eliminating reflection and halation. High intensity mercury-vapor lamps for process copying, large special flood lamps for interior illumination, and Lumiline lamps for opaquing frames also were investigated and added to the equipment.

It was demonstrated that blueprint paper could be sensitized for use instead of photographic paper in making proofs of process negatives. This use of blueprint proofing paper will save The National Archives an appreciable sum over a period of time. Experiments were carried out in copying old and faded documents, and such experiments are being continued. Projection printing was thoroughly investigated, and a mercury-vapor square-tube projection printer was installed. This has the advantage of providing even illumination in projection printing and of not generating enough heat to damage delicate film negatives even with a prolonged exposure at low aperture. The incandescent printers previously used were limited in utility because of the amount of heat generated at a low aperture. Investigations were continued in darkroom technique and adaptation and as a result several alterations in the placement of equipment and wiring were made.

#### STILL FILM

An important function of the Division is the processing and handling of all still photographic records on film, glass, paper, or any other substance that are deposited in The National Archives. A deputy examiner was temporarily assigned to work with the Division in surveying the present extent of such photographic records within the District of Columbia. His findings showed over two and one-half million negatives of all sizes, ages, and conditions now extant. Of these a considerable proportion will probably be deposited at an early period in The National Archives. The processing and printing procedure to be applied to rare and valuable negatives has required much consideration. The problem of proper storage was fully investigated, and the findings revealed that a large amount of space for the correct processing and storage of archival material of this type would be necessary. As such space is not available and will not be available before the completion of the extension to the National Archives Building, it was deemed expedient to defer further consideration of this matter for the present.

#### AFFENDIXES

## APPENDIX I

### THE NATIONAL ARCHIVES ACT, AND CERTAIN LEGISLATION CONCERNING THE NATIONAL ARCHIVES ENACTED BY THE 74th CONGRESS

THE NATIONAL ARCHIVES ACT, APPROVED JUNE 19, 1934

[48 Stat. 1122-1124]

An Act to establish a National Archives of the United States Government, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That there is hereby created the Office of Archivist of the United States, the Archivist to be appointed by the President of the United States, by and with the advice and consent of the Senate.

SEC. 2. The salary of the Archivist shall be \$10,000 annually. All persons to be employed in the National Archives Establishment shall be appointed by the Archivist solely with reference to their fitness for their particular duties and without regard to civil-service law; and the Archivist shall make rules and regulations for the government of the National Archives; but any official or employee with salary of \$5,000 or over shall be appointed by the President by and with the advice and consent of the Senate.

SEC. 3. All archives or records belonging to the Government of the United States (legislative, executive, judicial, and other) shall be under the charge and superintendence of the Archivist to this extent: He shall have full power to inspect personally or by deputy the records of any agency of the United States Government whatsoever and wheresoever located, and shall have the full cooperation of any and all persons in charge of such records in such inspections, and to requisition for transfer to the National Archives Establishment such archives, or records as the National Archives Council, hereafter provided shall approve for such transfer, and he shall have authority to make regulations for the arrangement, custody, use, and withdrawal of material deposited in the National Archives Building: *Provided,* That any head of an executive department, independent office, or other agency of the Government may, for limited periods, not exceeding in duration his tenure of that office, exempt from examination and consultation by officials, private individuals, or any other persons such confidential matter transferred from his department or office, as he may deem wise.

SEC. 4. The immediate custody and control of the National Archives Building and such other buildings, grounds, and equipment as may from time to time become a part of the National Archives Establishment (except as the same is vested by law in the Director of National Buildings, Parks, and Reservations) and their contents shall be vested in the Archivist of the United States.

SEC. 5. That there is hereby created also a National Historical Publications Commission which shall make plans, estimates, and recommendations for such historical works and collections of sources as seem appropriate for publication and/or otherwise recording at the public expense, said Commission to consist of the Archivist of the United States, who shall be its chairman; the historical adviser of the Department of State; the chief of the historical section of the War Department, General Staff; the superintendent of naval records in the Navy Department; the Chief of the Division of Manuscripts in the Library of Congress; and two members of the American Historical Association appointed by the president thereof from among those persons who are or have been members of the executive council of the said association: *Provided*, That the preparation and publication of annual and special reports on the archives and records of the Government, guides, inventory lists, catalogs, and other instruments facilitating the use of the collections shall have precedence over detailed calendars and textual reproductions. This Commission shall meet at least once a year, and the members shall serve without compensation except repayment of expenses actually incurred in attending meetings of the Commission.

SEC. 6. That there is hereby further created a National Archives Council composed of the Secretaries of each of the executive departments of the Government (or an alternate from each department to be named by the Secretary thereof), the Chairman of the Senate Committee on the Library, the Chairman of the House Committee on the Library, the Librarian of Congress, the Secretary of the Smithsonian Institution, and the Archivist of the United States. The said Council shall define the classes of material which shall be transferred to the National Archives Building and establish regulations governing such transfer; and shall have power to advise the Archivist in respect to regulations governing the disposition and use of the archives and records transferred to his custody.

SEC. 7. The National Archives may also accept, store, and preserve motion-picture films and sound recordings pertaining to and illustrative of historical activities of the United States, and in connection therewith maintain a projecting room for showing such films and reproducing such sound recordings for historical purposes and study.

SEC. 8. That the National Archives shall have an official seal which will be judicially noticed.\*

SEC. 9. That the Archivist shall make to Congress, at the beginning of each regular session, a report for the preceding fiscal year as to the National Archives, the said report including a detailed statement of all accessions and of all receipts and expenditures on account of the said establishment. He shall also transmit to Congress the recommendations of the Commission on National Historical Publications, and, on January 1 of each year, with the approval of the Council, a list or description of the papers, documents, and so forth (among the archives and records of the Government), which appear to have no permanent value or historical interest, and which, with the concurrence of the Government agency concerned, and subject to the approval of Congress, shall be destroyed or otherwise effectively disposed of.

\* For act amending sec. 8, see p. 73.

SEC. 10. That there are hereby authorized such appropriations as may be necessary for the maintenance of the National Archives Building and the administration of the collections, the expenses, and work of the Commission on National Historical Publications, the supply of necessary equipment and expenses incidental to the operations aforesaid, including transfer of records to the Archives Building; printing and binding; personal services in the District of Columbia and elsewhere; travel and subsistence and per diem in lieu of subsistence, notwithstanding the provisions of any other Acts; stenographic services by contract or otherwise as may be deemed necessary; purchases and exchange of books and maps; purchase, exchange, and operation of motor vehicles; and all absolutely necessary contingent expenses, all to be expended under the direction of the Archivist, who shall annually submit to Congress estimates therefor in the manner prescribed by law.

SEC. 11. All Acts or parts of Acts relating to the charge and superintendency, custody, preservation, and disposition of official papers and documents of executive departments and other governmental agencies inconsistent with the provisions of this Act are hereby repealed.

Approved, June 19, 1934.

AN ACT AMENDING SECTION 8 OF THE NATIONAL ARCHIVES ACT, APPROVED JUNE 22, 1936

[Public, No. 756, 74th Cong.]

An Act to amend section 8 of the Act entitled "An Act to establish a National Archives of the United States Government, and for other purposes", approved June 19, 1934.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled*, That section 8 of the Act entitled "An Act to establish a National Archives of the United States Government, and for other purposes", approved June 19, 1934 (48 Stat. 1123; U. S. C., title 40, ch. 2A, sec. 238) be, and the same is hereby, amended to read as follows:

"The National Archives shall have an official seal, which shall be judicially noticed.

"The Archivist of the United States may make or reproduce and furnish authenticated or unauthenticated copies of any of the documentary, photographic or other archives or records in his custody that are not exempt from examination as confidential or protected by subsisting copyright, and may charge therefor a fee sufficient to cover the cost or expenses thereof. There shall be no charge for the making or authentication of such copies or reproductions furnished to any department or other agency of the Government for official use. When any such copy or reproduction furnished under the terms hereof is authenticated by the official seal of The National Archives and certified by the Archivist of the United States, or in his name attested by the head of any office or the chief of any division of The National Archives designated by the Archivist with such authority, it shall be admitted in evidence equally with the original from which it was made."

Approved, June 22, 1936.

## THE FEDERAL REGISTER ACT, APPROVED JULY 26, 1935

[49 Stat. 500-503]

An Act to provide for the custody of Federal proclamations, orders, regulations, notices, and other documents, and for the prompt and uniform printing and distribution thereof.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the Archivist of the United States, acting through a division established by him in the National Archives Establishment, hereinafter referred to as the "Division", is charged with the custody and, together with the Public Printer, with the prompt and uniform printing and distribution of the documents required or authorized to be published under section 5. There shall be at the head of the Division a director, appointed by the President, who shall act under the general direction of the Archivist of the United States in carrying out the provisions of this Act and the regulations prescribed hereunder, who shall receive a salary, to be fixed by the President, not to exceed \$5,000 a year.

SEC. 2. The original and two duplicate originals or certified copies of any document required or authorized to be published under section 5 shall be filed with the Division, which shall be open for that purpose during all hours of the working days when the Archives Building shall be open for official business. The Director of the Division shall cause to be noted on the original and duplicate originals or certified copies of each document the day and hour of filing thereof: *Provided*, That when the original is issued, prescribed, or promulgated outside of the District of Columbia and certified copies are filed before the filing of the original, the notation shall be of the day and hour of filing of the certified copies. Upon such filing, at least one copy shall be immediately available for public inspection in the office of the Director of the Division. The original shall be retained in the archives of the National Archives Establishment and shall be available for inspection under regulations to be prescribed by the Archivist. The Division shall transmit immediately to the Government Printing Office for printing, as provided in this Act, one duplicate original or certified copy of each document required or authorized to be published under section 5. Every Federal agency shall cause to be transmitted for filing as herein required the original and the duplicate originals or certified copies of all such documents issued, prescribed, or promulgated by the agency.

SEC. 3. All documents required or authorized to be published under section 5 shall be printed and distributed forthwith by the Government Printing Office in a serial publication designated the "Federal Register." It shall be the duty of the Public Printer to make available the facilities of the Government Printing Office for the prompt printing and distribution of the Federal Register in the manner and at the times required in accordance with the provisions of this Act and the regulations prescribed hereunder. The contents of the daily issues shall be indexed and shall comprise all documents, required or authorized to be published, filed with the Division up to such time of the day immediately preceding the day of distribution as shall be fixed by regulations hereunder. There shall be printed with each document a copy of the notation, required to be made under

section 2, of the day and hour when, upon filing with the Division, such document was made available for public inspection. Distribution shall be made by delivery or by deposit at a post office at such time in the morning of the day of distribution as shall be fixed by such regulations prescribed hereunder. The prices to be charged for the Federal Register may be fixed by the administrative committee established by section 6 without reference to the restrictions placed upon and fixed for the sale of Government publications by section 1 of the Act of May 11, 1922, and section 307 of the Act of June 30, 1932 (U. S. C., title 44, secs. 72 and 72a), and any amendments thereto.

SEC. 4. As used in this Act, unless the context otherwise requires, the term "document" means any Presidential proclamation or Executive order and any order, regulation, rule, certificate, code of fair competition, license, notice, or similar instrument issued, prescribed, or promulgated by a Federal agency; the terms "Federal agency" or "agency" mean the President of the United States, or any executive department, independent board, establishment, bureau, agency, institution, commission, or separate office of the administrative branch of the Government of the United States but not the legislative or judicial branches of the Government; and the term "person" means any individual, partnership, association, or corporation.

SEC. 5. (a) There shall be published in the Federal Register (1) all Presidential proclamations and Executive orders, except such as have no general applicability and legal effect or are effective only against Federal agencies or persons in their capacity as officers, agents, or employees thereof; (2) such documents or classes of documents as the President shall determine from time to time have general applicability and legal effect; and (3) such documents or classes of documents as may be required so to be published by Act of the Congress: *Provided*, That for the purposes of this Act every document or order which shall prescribe a penalty shall be deemed to have general applicability and legal effect.

(b) In addition to the foregoing there shall also be published in the Federal Register such other documents or classes of documents as may be authorized to be published pursuant hereto by regulations prescribed hereunder with the approval of the President, but in no case shall comments or news items of any character whatsoever be authorized to be published in the Federal Register.

SEC. 6. There is established a permanent Administrative Committee of three members consisting of the Archivist or Acting Archivist, who shall be chairman, an officer of the Department of Justice designated by the Attorney General, and the Public Printer or Acting Public Printer. The Director of the Division shall act as secretary of the committee. The committee shall prescribe, with the approval of the President, regulations for carrying out the provisions of this Act. Such regulations shall provide, among other things: (a) The manner of certification of copies required to be certified under section 2, which certification may be permitted to be based upon confirmed communications from outside of the District of Columbia; (b) the documents which shall be authorized pursuant to section 5 (b) to be published in the Federal Register; (c) the manner and form in which the Federal Register shall be printed, reprinted, compiled, indexed, bound, and

distributed; (d) the number of copies of the Federal Register which shall be printed, reprinted, and compiled, the number which shall be distributed without charge to Members of Congress, officers and employees of the United States, or any Federal agency for their official use, and the number which shall be available for distribution to the public; and (e) the prices to be charged for individual copies of, and subscriptions to, the Federal Register and reprints and bound volumes thereof.

SEC. 7. No document required under section 5 (a) to be published in the Federal Register shall be valid as against any person who has not had actual knowledge thereof until the duplicate originals or certified copies of the document shall have been filed with the Division and a copy made available for public inspection as provided in section 2; and, unless otherwise specifically provided by statute, such filing of any document, required or authorized to be published under section 5, shall, except in cases where notice by publication is insufficient in law, be sufficient to give notice of the contents of such document to any person subject thereto or affected thereby. The publication in the Federal Register of any document shall create a rebuttable presumption (a) that it was duly issued, prescribed, or promulgated; (b) that it was duly filed with the Division and made available for public inspection at the day and hour stated in the printed notation; (c) that the copy contained in the Federal Register is a true copy of the original; and, (d) that all requirements of this Act and the regulations prescribed hereunder relative to such document have been complied with. The contents of the Federal Register shall be judicially noticed and, without prejudice to any other mode of citation, may be cited by volume and page number.

SEC. 8. Whenever notice of hearing or of opportunity to be heard is required or authorized to be given by or under an Act of the Congress, or may otherwise properly be given, the notice shall be deemed to have been duly given to all persons residing within the continental United States (not including Alaska), except in cases where notice by publication is insufficient in law, if said notice shall be published in the Federal Register at such time that the period between the publication and the date fixed in such notice for the hearing or for the termination of the opportunity to be heard shall be (a) not less than the time specifically prescribed for the publication of the notice by the appropriate Act of the Congress; or (b) not less than fifteen days when no time for publication is specifically prescribed by the Act, without prejudice, however, to the effectiveness of any notice of less than fifteen days where such shorter period is reasonable.

SEC. 9. Every payment made for the Federal Register shall be covered into the Treasury as a miscellaneous receipt. The cost of printing, reprinting, wrapping, binding, and distributing the Federal Register and any other expenses incurred by the Government Printing Office in carrying out the duties placed upon it by this Act shall be borne by the appropriations to the Government Printing Office and such appropriations are hereby made available, and are authorized to be increased by such additional sums as are necessary for such purposes, such increases to be based upon estimates submitted by the Public Printer. The purposes for which appro-

priations are available and are authorized to be made under section 10 of the Act entitled "An Act to establish a National Archives of the United States Government, and for other purposes" (48 Stat. 1122) are enlarged to cover the additional duties placed upon the National Archives Establishment by the provisions of this Act. Copies of the Federal Register mailed by the Government shall be entitled to the free use of the United States mails in the same manner as the official mail of the executive departments of the Government. The cost of mailing the Federal Register to officers and employees of Federal agencies in foreign countries shall be borne by the respective agencies.

SEC. 10. The provisions of section 2 shall become effective sixty days after the date of approval of this Act and the publication of the Federal Register shall begin within three business days thereafter: *Provided*, That the appropriations involved have been increased as required by section 9 of this Act. The limitations upon the effectiveness of documents required, under section 5 (a), to be published in the Federal Register shall not be operative as to any document issued, prescribed, or promulgated prior to the date when such document is first required by this or subsequent Act of the Congress or by Executive order to be published in the Federal Register.

SEC. 11. Within six months after the approval of this Act each agency shall prepare and file with the committee a complete compilation of all documents which have been issued or promulgated prior to the date documents are required or authorized by this Act to be published in the Federal Register and which are still in force and effect and relied upon by the agency as authority for, or invoked or used by it in the discharge of, any of its functions or activities. The committee shall within sixty days thereafter report with respect thereto to the President, who shall determine which of such documents have general applicability and legal effect, and shall authorize the publication thereof in a special or supplemental edition or issue of the Federal Register. Such special or supplemental editions or issues shall be distributed in the same manner as regular editions or issues, and shall be included in the bound volumes of the Federal Register as supplements thereto.

SEC. 12. Nothing in this Act shall be construed to apply to treaties, conventions, protocols, and other international agreements, or proclamations thereof by the President.

SEC. 13. All Acts or parts of Acts in conflict with this Act are hereby repealed insofar as they conflict herewith.

SEC. 14. This Act may be cited as the "Federal Register Act."

Approved, July 26, 1935.

EXTRACT FROM THE INDEPENDENT OFFICES APPROPRIATION ACT, 1937,  
APPROVED MARCH 19, 1936

[Public, No. 479, 74th Cong., p. 10]

National Archives

Salaries and expenses: For the Archivist and for all other authorized expenditures of the National Archives in performing the duties imposed by law, including personal services in the District of Columbia; supplies and equipment; purchase and exchange of books, includ-

ing law books, and maps; contract stenographic reporting services; purchase of newspapers, periodicals, and press clippings; travel expenses, including not to exceed \$500 for the expenses of attendance at meetings concerned with the work of the National Archives; maintenance and operation of motor vehicles, including not more than one passenger-carrying automobile for official use; and all other necessary expenses, \$598,000, together with \$2,000 of the unexpended balance of the appropriation for this purpose for the fiscal year 1935, of which not exceeding \$2,000 shall be immediately available for purchase of law books: *Provided*, That section 3709 of the Revised Statutes (U. S. C., title 41, sec. 5) shall not be construed to apply to any purchase or service rendered for the National Archives when the aggregate cost involved does not exceed the sum of \$50.

Printing and binding: For all printing and binding for the National Archives, \$17,000.

Total, National Archives, \$615,000.

## APPENDIX II

### BOOKS AND ARTICLES PUBLISHED, PAPERS READ, AND ADDRESSES DELIVERED BY MEMBERS OF THE NATIONAL ARCHIVES STAFF TO JUNE 30, 1936

ROBERT D. W. CONNOR, *Archivist of the United States.*

Plans for The National Archives. Paper read before a joint conference of State and local historical societies and of archivists under the auspices of the American Historical Association, December 28, 1934; before the Washington Chapter of the North Carolina Society of Colonial Dames of America, Washington, D. C., May 29, 1935; before the Ohio State Archaeological and Historical Society, Columbus, Ohio, April 23, 1935; before the Mississippi Valley Historical Association, Cincinnati, April 25, 1935; before the Library Association of the District of Columbia, Washington, D. C., May 1, 1935; before the Palaver Club, Washington, D. C., June 5, 1935; before the Washington Arts Club, June 6, 1935; before the summer school of the University of North Carolina, Chapel Hill, N. C., June 21, 1935; and read in the absence of the author by Dorsey W. Hyde, Jr., before the National Association of State Libraries and the American Association of Law Libraries, Denver, June 28, 1935; published under the title, "Shall the Constitution be Preserved?" in *Ohio Archaeological and Historical Quarterly*, 44:311-325 (July 1935) and, under the title, "The National Archives", in *National Association of State Libraries, Proceedings and Papers*, 38:65-72 (1935).

Aims and Purposes of The National Archives. *New York Times*, February 10, 1935, sec. 4, p. 10.

Archives—At Last They Have a Home. *Sphere* (Washington, D. C.), March 1935, p. 27.

The National Archives. Radio interview broadcast by the National Broadcasting Company, March 11, 1935.

The National Archives. Commencement address at Randolph-Macon College, Lynchburg, Va., June 4, 1935.

The National Archives. Address before the National Genealogical Society, Washington, D. C., October 5, 1935.

The National Archives. Address before the New York Chapter of the Special Libraries Association, New York, October 16, 1935.

Our Federal Archives. Radio address broadcast by the National Broadcasting Company under the auspices of the Washington Evening Star, November 25, 1935; printed in the Washington Evening Star, November 26, 1935, and reprinted as a pamphlet (7 p.).

Our National Archives. Paper read before the Minnesota Historical Society, St. Paul, January 13, 1936, and before the Twelfth Annual Newspaper Institute of the North Carolina Press Association, Chapel Hill, N. C., January 22, 1936; published in *Minnesota History*, 17:1-19 (Mar. 1936).

## ROBERT D. W. CONNOR—Continued.

The National Archives: Objectives and Practices. Paper read before the American Library Association, Richmond, Va., May 14, 1936, and read in the absence of the author by Dorsey W. Hyde, Jr., before the Special Libraries Association, Montreal, Canada, June 16, 1936.

DORSEY W. HYDE, JR., *Director of Archival Service.*

Educational Aims of the Community Museum. Paper read before the American Association of Museums, Washington, D. C., May 25, 1935.

The National Archives. Address before a conference on public documents of the American Library Association, Denver, June 27, 1935.

The National Archives of the United States. Paper contributed (not read) to the Second General Assembly of the Pan American Institute of Geography and History, Washington, D. C., October 14-19, 1935; reproduced by the Assembly.

Our National Archives—A New Field of Professional Effort. *Special Libraries*, 26:257-260 (Nov. 1935).

The National Archives and Service to Scholarship. Paper read before the Conference of Eastern College Librarians, New York, November 30, 1935.

The National Archives. Address before a conference on archives and libraries of the American Library Association, Chicago, December 30, 1935.

The National Archives and Our Libraries. *Library Journal*, 61:7-9 (Jan. 1, 1936).

The National Archives. Address before the Baltimore Chapter of the Special Libraries Association, April 24, 1936.

Public Archives and Public Documents as Aids to Scholarship. Paper read before a conference on public documents of the American Library Association, Richmond, Va., May 13, 1936.

SOLON J. BUCK, *Director of Publications.*

The National Archives. Address before the Pennsylvania Historical Association and the Honorary History Society of Temple University, Philadelphia, October 26, 1935.

Frontier Economy in Southwestern Pennsylvania. Paper read before the American Historical Association and the Agricultural History Society, Chattanooga, Tenn., December 27, 1935; published in *Agricultural History*, 10:14-24 (Jan. 1936), and in *Western Pennsylvania Historical Magazine*, 19:113-122 (June 1936).

The National Archives and the Advancement of Science. Paper read before Section L (Historical and Philological Sciences) of the American Association for the Advancement of Science, St. Louis, January 2, 1936; published in *Science*, 83:379-385 (Apr. 24, 1936).

The National Archives. Address before the Washington Club, Washington, D. C., March 17, 1936.

The National Archives. Address before classes in American history at the University of Maryland, College Park, Md., April 1, 1936.

THOMAS M. OWEN, JR., *Chief of the Division of Accessions.*

The National Archives. Address before the departmental and post historians of The American Legion, St. Louis, September 23, 1935; before the commanders and adjutants of The American Legion, Indianapolis, October 30, 1935; and before the national executive committee of The American Legion, Indianapolis, November 2, 1935.

American World War Memorials. *Fidac* (Paris), May 1936, p. 5-9.

ARTHUR E. KIMBERLY, *Chief of the Division of Repair and Preservation.*

The Preservation of Records and Air Conditioning. Address before the Harvard School of Public Health, Boston, February 10, 1936.

ROSCOE R. HILL, *Chief of the Division of Classification.*

Review of Bernardo de Gálvez in Louisiana, 1776-1783, by John W. Caughey. *Hispanic American Historical Review*, 15:360-363 (Aug. 1935).

Sources of American History in Spanish Archives. Address before the Second General Assembly of the Pan American Institute of Geography and History, October 16, 1935; published in *Bulletin of the Pan American Union*, 69:917-926 (Dec. 1935), and in Spanish in *Boletín de la Unión Panamericana*, 70:276-286 (Apr. 1936).

How Do We Know History? Address before the students of Washington-Lee High School, Clarendon, Va., December 12, 1935.

Journals of the Continental Congress, 1774-1789, edited from the original records, vols. 32 and 33. Washington, Library of Congress, 1936. x, 789 p.

Los archivos españoles y los investigadores americanos. *Colección de estudios . . . (Mélanges Altamira) . . . ofrecidas a D. Rafael Altamira y Crevea* (Madrid, 1936), 100-117.

Review of *The Mississippi Question, 1795-1803*, by Arthur P. Whitaker. *Hispanic American Historical Review*, 16:79-81 (Feb. 1936).

El archivo de los Estados Unidos de América. *Las Ciencias* (Madrid), April 1936.

JOHN R. RUSSELL, *Chief of the Division of Cataloging.*

Library Service in the U. S. S. R. *Journal of Adult Education*, 8:165-169 (Apr. 1936).

Union Catalogs in Europe. Address before a conference on union catalogs. Washington, D. C., April 17, 1936.

Russian Libraries. Address before the New York Regional Catalog Group of the American Library Association, New York, November 22, 1935.

European Libraries. Address before the staff of the preparation division of the New York Public Library, New York, November 30, 1935.

## JOHN R. RUSSELL—Continued.

Second International Congress of Libraries and Bibliography. Address before the District of Columbia Library Association, Washington, D. C., November 5, 1935.

Cooperative Cataloging in Europe. Paper read before the catalog section of the American Library Association, Richmond, Va., May 13, 1936.

PERCY SCOTT FLIPPIN, *Chief of the Division of Research.*

Review of *The Spanish Missions of Georgia*, by John Tate Lanning. *Mississippi Valley Historical Review*, 23: 80 (June 1936).

JOHN G. BRADLEY, *Chief of the Division of Motion Pictures and Sound Recordings.*

Recording History in Three Dimensions. Paper contributed (not read) to the Second General Assembly of the Pan American Institute of Geography and History, Washington, D. C., October 14-19, 1935; reproduced by the Assembly.

Motion Pictures as Government Archives. Paper read before the Society of Motion Picture Engineers, Washington, D. C., October 23, 1935; published in the *Journal of the Society*, 26: 653-660 (June 1936).

Storage of Nitrate Film. Paper read before the American Society of Photogrammetry, Washington, D. C., January 13, 1936.

Report of the Committee on Preservation of Film. Read before the Society of Motion Picture Engineers, Chicago, April 29, 1936.

BERNARD R. KENNEDY, *Director of the Division of the Federal Register.*

The Federal Register. Address before the Federal Bar Association, Washington, D. C., February 17, 1936.

The Federal Register. Paper read for the author by Dorsey W. Hyde, Jr., before the American Library Association, Richmond, Va., May 11, 1936.

VERNON D. TATE, *Chief of the Division of Photographic Reproduction and Research.*

Criteria for Measuring the Effectiveness of Reading Devices. Address before the microphotography symposium of the American Library Association, Richmond, Va., May 12, 1936.

Microcopying as an Aid to Research. Paper read before the Conference of State and Local Historical Societies of the American Historical Association, Chattanooga, Tenn., December 27, 1935.

GEORGE F. ASHWORTH, *special examiner in the Office of the Director of Archival Service.*

Text-Syllabus XIII: The Renaissance. Washington, D. C., National Institute of Adult Education [1935. 29 p.]. Written in collaboration with W. H. E. Jaeger.

Text-Syllabus XIV: The Reformation. Washington, D. C., National Institute of Adult Education [1935]. 22 p. Written in collaboration with W. H. E. Jaeger.

## GEORGE F. ASHWORTH—Continued.

Ancient Greece. Lecture before the Washington societies of the National Institute of Adult Education, Washington, D. C., August 28, 1935.

The Reformation. Lecture before the Erasmus Society of the National Institute of Adult Education, Washington, D. C., October 23, 1935, and before the Emerson Society of the National Institute of Adult Education, Washington, D. C., November 21, 1935.

Text-Syllabus XXII: The Dynastic Wars and the Struggles for Colonial Supremacy. Washington, D. C., National Institute of Adult Education, 1936. 26 p.

PHILIP C. BROOKS, *special examiner in the Office of the Director of Archival Service.*

Review of *The Diplomacy of the American Revolution*, by Samuel F. Bemis. *Hispanic American Historical Review*, 15: 475 (Nov. 1935).

Review of Pichardo's *Treatise on the Limits of Louisiana*, edited by Charles W. Hackett, vol. 2. *Hispanic American Historical Review*, 15: 480 (Nov. 1935).

*Spanish Royalists in the United States, 1809-1821*. Colonial Hispanic America, edited by A. Curtis Wilgus (Washington, 1936), 559-572.

Review of *A History of American Foreign Policy*, by John H. Latané and David W. Wainhouse. *Hispanic American Historical Review*, 16: 83 (Feb. 1936).

Review notice of *Cuba and the United States, 1900-1935*, by Russell H. Fitzgibbon. *American Historical Review*, 41: 630 (Apr. 1936).

ENMETT J. LEAHY, *special examiner in the Office of the Director of Archival Service.*

The Decline of Rome. Lecture before a group in the National Institute of Adult Education, Baltimore, September 24, 1935.

NELSON M. BLAKE, *deputy examiner in the Division of Accessions.*

William Mahone of Virginia, Soldier and Political Insurgent. Richmond, Va., Garrett & Massie, 1935. xvi, 323 p.

PHILIP M. HAMER, *deputy examiner in the Division of Accessions.*

British Consuls and the Negro Seamen Acts, 1850-1860. *Journal of Southern History*, 1: 138-168 (May 1935).

Review of *Stage-Coach Days in the Bluegrass*, by J. Winston Coleman, Jr. *Mississippi Valley Historical Review*, 23: 139-140 (June 1936).

DALLAS D. IRVINE, *deputy examiner in the Division of Accessions.*

The Immediate Origins of the French General Staff. Paper read before the American Military History Foundation, Chattanooga, Tenn., December 28, 1935.

PAUL LEWINSON, *deputy examiner in the Division of Accessions.*

Review of *The South Looks at Its Past*, by Benjamin B. Kendrick and Alex M. Arnett. *Mississippi Valley Historical Review*, 23: 149 (June 1936).

THEODORE R. SCHELLENBERG, *deputy examiner in the Division of Accessions.*

*The Secret Treaty of Verona: A Newspaper Forgery.* *Journal of Modern History*, 7: 280-291 (Sept. 1935).

*Microfilm Copying of Documents.* Paper read before the Society of Motion Picture Engineers, Washington, D. C., October 21, 1935; published in the *Journal of the Society*, 27: 90-93 (July 1936).

CARL L. LOKKE, *assistant classifier in the Division of Classification.*

*A French Appreciation of the New England Timber.* *New England Quarterly*, 8: 409-411 (Sept. 1935). Document edited.

*Review of Foreign Interest in the Independence of New Spain*, by John Rydjord. *Political Science Quarterly*, 50: 628 (Dec. 1935).

*A Plot to Abduct Toussaint Louverture's Children.* *Journal of Negro History*, 21: 47-51 (Jan. 1936).

*Review of Lafayette Comes to America*, by Louis Gottschalk. *New Republic*, 85: 319 (Jan. 22, 1936).

*St. Domingue in Anglo-Spanish Diplomacy in 1795.* *Hispanic American Historical Review*, 16: 250-257 (May 1936).

ALMON R. WRIGHT, *assistant classifier in the Division of Classification.*

*The Catholic Church as an Economic Factor in Colonial Spanish America.* *Colonial Hispanic America*, edited by A. Curtis Wilgus (Washington, 1936), 519-537.

### APPENDIX III

#### REPORT OF THE NATIONAL HISTORICAL PUBLICATIONS COMMISSION RECOMMENDING A PUBLICATION ON THE RATIFICATION OF THE CONSTITUTION

THE NATIONAL ARCHIVES,  
OFFICE OF THE ARCHIVIST,  
Washington, D. C., March 17, 1936.

*The Congress of the United States:*

In accordance with the provision of section 9 of the National Archives Act (U. S. C., title 40, ch. 2A), which directs the Archivist to transmit to Congress recommendations of the National Historical Publications Commission, I have the honor to transmit herewith a report to the Congress of the United States submitted by the National Historical Publications Commission.

I am advised by the Acting Director of the Bureau of the Budget that the attached report would not be in conflict with the program of the President.

Respectfully,

R. D. W. CONNOR  
*Archivist.*

NATIONAL HISTORICAL PUBLICATIONS COMMISSION,  
February 21, 1936.

*To the Congress of the United States:*

In accordance with the provision of section 5 of the National Archives Act (U. S. C., title 40, ch. 2A), which directs the National Historical Publications Commission to "make plans, estimates, and recommendations for such historical works and collections of sources as seem appropriate for publication and/or otherwise recording at the public expense", the said National Historical Publications Commission respectfully submits the following report:

In view of the approaching sesquicentennial of the framing and ratification of the Constitution of the United States and of the outstanding importance in the history of the Nation of the adoption of the Constitution, the Commission has made a comprehensive survey of original material, published and unpublished, relating to the history of the Constitution. From this survey it appears that the original material on the subject falls naturally into four groups as follows:

(1) That relating to the antecedents of the Constitution, including the plans of colonial union, the Articles of Confederation, and the movement for "a more perfect Union", up to the assembling of the Constitutional Convention of 1787.

(2) That relating to the framing of the Constitution, including all the records of the work of the Convention.

(3) That relating to the ratification of the Constitution and the proposal and ratification of the first ten amendments thereto, including

the proceedings in the Congress of the Confederation and the several State legislatures and conventions and the discussion of the subject in contemporary newspapers, pamphlets, and correspondence.

(4) That relating to the revision of the Constitution, including the proposal, discussion, ratification, and proclamation of the later amendments to the Constitution.

Of these four groups the Commission believes that nos. 2 and 3 are of the greatest interest and pertinence at the present time. No. 2, however, has been quite adequately collected, edited, and published in a work entitled *The Records of the Federal Convention of 1787*, edited by Dr. Max Farrand and published in three volumes by the Yale University Press in 1911, with reprints in 1923 and 1927. Much of it has also been included in the *Documentary History of the Constitution*, published by the Department of State in five volumes (1894-1905) and in *Documents Illustrative of the Formation of the Union of the American States*, compiled by the Library of Congress and issued as a Congressional document in 1927.

On the other hand, of no. 3—original material on ratification—only a small portion has been collected and so edited and published as to serve the purposes of scholars or general readers. The articles by Madison, Hamilton, and Jay known as *The Federalist* are available in many editions, some of which are well edited; and some of the other newspaper essays and pamphlets have been assembled and reprinted in limited editions now out of print. Some of the debates in the State conventions were published in 1827 in a work known as *Elliot's Debates*, but the editing was crudely done and the texts are unreliable. The second edition of this work (1836) was somewhat enlarged, but there was no improvement in the editing and additional records of debates have since come to light. Only the formal ratification documents have been printed in the two Government publications referred to above.

The Commission believes that a thorough search of contemporary newspapers, magazines, and pamphlets; of published and unpublished State archives; and of published and unpublished correspondence of the period would disclose a large amount of material that would shed new light on the ratification of the Constitution. The assembling and publication of this material, together with the pertinent material in *Elliot's Debates*, all taken from the original sources and edited in accordance with the canons of modern historical scholarship, would be a valuable service to scholars, lawyers, teachers, and the public generally and would promote a more adequate comprehension of the significance of the Constitution on the part of the American people.

The importance of the work of the Federal Convention in framing the Constitution is generally recognized; it is not so well understood, however, that the Convention did not and could not adopt the Constitution in the sense of giving it legal validity. That was done by the people of the several States acting through their elected representatives in the State conventions, and, without the ratifications by these conventions, the work of the Federal Convention would have been in vain. It is obviously important, therefore, in assessing the significance of the Constitution, to know as fully as possible what the people who were responsible for its ratification understood it to mean, why they ratified it, and what forces and issues were involved in the struggle over ratification.

On the basis of the preliminary survey the Commission estimates that six volumes with a total of about four thousand pages would be needed for the publication of the pertinent original material on the ratification of the Constitution and the first ten amendments. It thinks that the material on the first ten amendments should be included because they were proposed in principle by several of the conventions in their documents of ratification, it was understood while the process of ratification was under way that such amendments would be adopted, and they are, therefore, an integral part of the Constitution as originally agreed upon. It would not be necessary, as a rule, to reprint in the proposed work material, such as *The Federalist*, already conveniently available in print in well-edited form. References to such material should be included, however, in the appropriate places; and the last volume should contain a list of all pertinent documents, whether or not included in the work; a comprehensive bibliography of books, pamphlets, articles, and collections of manuscript material relating to the ratification of the Constitution and the first ten amendments; and an analytical index to the entire work.

The total cost of locating, assembling, and editing the material for the proposed work, preparing copy for the printer, and printing and binding a limited edition (with the understanding that the Public Printer would then print additional copies for sale at cost) is estimated at \$85,000; and the length of time required for the work is estimated at 3 years. It is believed, however, that, if provision is made for beginning the work not later than July 1, 1936, part of the volumes can be ready for distribution in 1938—the sesquicentennial anniversary of the completion of the ratification of the Constitution by the nine States required to put it in operation.

The Commission recommends, therefore, that Congress authorize and direct the collection, copying, and editing, under the supervision of the National Historical Publications Commission, and the issuance as a Government publication of such papers, documents, and other original materials relating to the ratification of the Constitution of the United States and the first ten amendments thereto as in the opinion of the said National Historical Publications Commission are appropriate for inclusion in such a publication.

Respectfully submitted,

R. D. W. CONNOR, *Chairman,*  
*Archivist of the United States.*

HUNTER MILLER,  
*Historical Adviser, Department of State.*

OLIVER L. SPAULDING,  
*Chief, Historical Section, Army War College.*

DUDLEY W. KNOX,  
*Superintendent of Naval Records, Navy Department.*

J. F. JAMESON,  
*Chief, Division of Manuscripts, Library of Congress.*

ST. GEORGE L. SIOUSSAT,  
*Member of the American Historical Association.*

DUMAS MALONE,  
*Member of the American Historical Association.*

## APPENDIX IV

## REPORT OF THE NATIONAL DIRECTOR OF THE SURVEY OF FEDERAL ARCHIVES TO THE WORKS PROGRESS ADMINISTRATION FOR THE FISCAL YEAR ENDING JUNE 30, 1936.

By act of Congress, approved June 19, 1934 (48 Stat. 1122-1124), provision was made for the establishment of The National Archives. The purposes of this new agency of the Government of the United States, generally stated, are (1) to preserve such relatively inactive records of the Government as are of administrative value or historical interest, and (2) to make these records readily available for use by officials of the Government and others who may be authorized to obtain information from them.

The first Archivist of the United States, Dr. R. D. W. Connor, was appointed on October 10, 1934. For the effective fulfillment of the purposes for which The National Archives had been established it was necessary that he secure information as to the location, the volume, the conditions of storage, and the general content of all archives (i. e., in general, all official records) of all branches and agencies of the Government of the United States. Authority to secure this information had been provided by section 3 of the act establishing The National Archives, which states that the Archivist "shall have full power to inspect personally or by deputy the records of any agency of the United States Government whatsoever and wheresoever located, and shall have the full cooperation of any and all persons in charge of such records in such inspections." The duty of obtaining this information, insofar as the archives within the District of Columbia are concerned, was assigned to the Division of Accessions of The National Archives, and in June 1935 a preliminary survey of such archives was begun by a group of deputy examiners appointed by the Archivist.

## ORGANIZATION OF THE SURVEY

Circumstances were such, however, that The National Archives could not itself undertake a survey of archives of the Government of the United States (hereafter referred to as Federal archives) outside the District of Columbia. Fortunately, the Works Progress Administration was making plans for the organization of a group of Nation-wide Federal projects primarily designed to provide useful employment for unemployed and needy persons of the so-called "white-collar" class. The National Archives made application to the WPA for the organization of a project that would have as its purpose the surveying of Federal archives in the 48 States of the Union. This application was approved and, late in 1935, a Presidential Letter authorized the expenditure of \$1,176,000 for the project during a 6-month period ending June 30, 1936. To serve as National Direc-

tor of this "Survey of Federal Archives" the Archivist recommended Dr. Philip M. Hamer, deputy examiner in the Division of Accessions of The National Archives, and on January 1, 1936, Dr. Hamer was given leave of absence from The National Archives and appointed to the staff of the WPA. A committee from the staff of The National Archives was appointed by the Archivist to serve in an advisory capacity. This committee consisted of Mr. Dorsey W. Hyde, Jr., Director of Archival Service, Mr. Marcus W. Price, Assistant Director of Archival Service, and Dr. Solon J. Buck, Director of Publications.

While the National Director had given some preliminary consideration to problems of the Survey late in December, nothing had been done other than (1) to formulate certain general ideas as to the manner in which the Survey should be conducted, with particular reference to the information that should be sought, and (2) to examine applications of individuals for positions with The National Archives, with a view to the selection therefrom of persons who could be offered local direction of the Survey. It was apparent that it would be necessary (1) to plan the organization of the Survey as a unit of the WPA so that it might work in harmony with the administrative organization and the purposes of that agency, (2) to develop the Washington office of the Survey for the purpose of undertaking effective planning for and direction of the work outside the District of Columbia toward the achievement of the ends desired by The National Archives, and (3) to select the best qualified persons available to undertake direction of the Survey in the 48 States according to plans prepared in the Washington office. It was kept constantly in mind that the Survey was expected to complete its work by June 30, 1936, and that, accordingly, every effort must be made to get work started in the States at the earliest possible moment.

The first work of the National Director was the preparation of a notice setting forth the organization and a description of the project. With the assistance of members of the WPA staff who were familiar with the procedure of that organization, this was completed within a few days, approved by the proper officials, and issued in mimeographed form under date of January 17, 1936, to State administrators and others who would be concerned with the administration of the project. By this notice the Survey was designated as WPA Sponsored Federal Project No. 4, with The National Archives as cooperating sponsor, and was entitled "Survey of Archives of the Federal Government outside the District of Columbia", or, by brief title, "Survey of Federal Archives." Its purpose was stated to be "to ascertain the exact location, the volume, and the conditions of storage of such archives, to identify them as regards their contents, and to furnish other information which may be of assistance in the formulation of recommendations designed to insure their safe preservation and to facilitate their use by officials and students." Supervision of the Survey was placed in the hands of a National Director and a staff of regional directors to be appointed on his recommendation for such regions as he might designate. Provision was made for the operation of the Survey in accordance with a manual of instructions to be issued later by the National Director.

Headquarters for the Washington office of the Survey of Federal Archives were established in the National Archives Building. On January 16, 1936, Dr. Theodore R. Schellenberg, deputy examiner in The National Archives, was appointed Associate National Director; Mr. Herbert E. Day was appointed business manager; and Miss Paula M. Jenkins was appointed secretary to the National Director. On January 17, Dr. Henry P. Beers was added to the staff as research assistant. Subsequently other additions were made to the professional staff: On February 3, Dr. Erik Achorn as special assistant; on February 17, Miss Elizabeth Edwards as research assistant; on March 2, Dr. Coralie Parker as research assistant; and on April 16, Dr. G. Philip Bauer as research assistant. On March 24, Mr. Carl Louis Gregory was appointed special assistant in charge of collections of motion pictures, other photographic records, and sound recordings. Stenographers and clerks were added as needed. On June 30, 1936, 26 persons were employed in the Washington office.

#### MANUAL OF THE SURVEY

Before work could begin in the States it was necessary to prepare detailed instructions for the organization and conduct of the Survey and to devise forms upon which could be reported the information obtained by field workers. By January 28, the Manual of the Survey of Federal Archives had been completed by the National Director and the Associate National Director and sent to the WPA office. Approved by officials there, it was mimeographed for distribution to regional directors and members of their staffs.

In the preparation of the Manual an attempt was made to foresee the problems that workers would face, to instruct them carefully regarding the solution of these problems, and to answer in advance such questions regarding the work as they would be likely to ask. It was kept constantly in mind that the great majority of workers on the Survey would be untrained persons to whom even the word "archives" would at first convey no clear meaning, and every attempt was made to make the instructions in the Manual perfectly clear and to require of workers no more than could reasonably be expected.

The Manual could not have been produced as it was had it not been for the experience of members of the National Archives staff, particularly the deputy examiners, during the preceding 6 months. Detailed plans for its production were discussed with the Director of Archival Service and the deputy examiners, and the first draft was submitted to them for criticisms and suggestions.

The Manual describes the general purposes of the Survey and defines its scope. It outlines the organization of the Survey and describes in detail the duties of each person on its staff. This organization consists of (1) the National Director and his assistants, (2) regional directors appointed by and immediately responsible to the National Director, (3) project superintendents selected by and immediately responsible to the regional directors for the work of the Survey in certain cities or districts, and (4) local field workers by whom, under direction of the above, most of the work of surveying is done.

The Manual contains also copies of the forms to be used in reporting the results of the surveying and detailed instructions for filling out

these forms. One form, the Report on Agencies, is designed to be used for the recording of information regarding the location, date of establishment, administrative organization, and loss or destruction of the archives of each agency of the Government outside the District of Columbia. On the Report on Buildings provision is made for the recording of information regarding location, date and type of construction, fire hazards, and the like of all buildings occupied in whole or in part by Federal agencies. The Report on Rooms provides for information regarding menaces to records, such as fire hazards or the presence of vermin and rodents, and impediments to the use of records, such as inaccessibility or lack of adequate ventilation. The Report on Serials provides for information on the records themselves, covering title and inclusive dates of each group of records, a general description of contents, volume, physical condition, and the like. The entries on this form call for a much more detailed inventory of records than was undertaken by the deputy examiners of The National Archives in their preliminary survey within the District of Columbia.

Subsequently special instructions and a form on which to report information regarding motion-picture films, other photographic records, and sound recordings were prepared and distributed.

#### OTHER PREPARATORY MEASURES

Meanwhile the compiling of information for the assistance of regional directors was undertaken in the Washington office. From information obtained from the departments and independent establishments and from the National Emergency Council a list of names and addresses of the major Federal agencies in each State was prepared. Two copies of this list were sent to the regional directors concerned and one was retained in Washington. Experience has already shown that this is an incomplete list; many additions have been made to it by workers in the field. Lists of Government-owned and Government-leased buildings were obtained from the Procurement Division of the Department of the Treasury and were similarly distributed to regional directors. Pertinent information from a report compiled in 1913 by the Librarian of Congress on the records to 1873 in Federal depositories outside the District of Columbia (62d Cong., 3d sess., House Doc. 1443) was copied and sent to regional directors. Information regarding the location of Federal archives no longer in the possession of Government agencies was obtained. Lists of Federal business associations and their officers were distributed. As a result of the Survey there can now be compiled what would probably be the first reasonably complete directory of Federal agencies outside the District of Columbia.

With the assistance of the Assistant Director of Archival Service of The National Archives there was prepared a form by which the Archivist designated each regional director to be his deputy in the inspection of Federal archives in his region and empowered him to delegate similar authority to his project superintendents. In order further to prepare the way for the work of the Survey, the Archivist officially informed all departments and independent establishments of the organization and purpose of the Survey and requested that

they instruct their officials outside the District of Columbia to cooperate with its representatives. Favorable responses were ultimately received from all to whom this request was sent.

#### REGIONAL DIRECTORS AND ASSISTANTS

For purposes of the Survey the United States was divided into 34 regions. Selection of regional directors was begun in January and was completed late in March. From one point of view the directors may be divided into two groups. In one group are a number of historians of maturity and distinction who, because of their employment as members of university faculties or in other capacities, could not devote all their time to the direction of the Survey but were willing to assume general responsibility for and direction of it on a part-time basis. In each instance of this kind another person was appointed to serve as an assistant regional director on a full-time basis. A second group of regional directors is composed of men and women who serve on a full-time basis. In most instances these are relatively young persons who were recommended by distinguished members of the historical profession to whom the National Director wrote for advice or with whom he conferred personally. The organization of the Survey could not have been completed so speedily as it was nor its work conducted so satisfactorily had it not been for the willingness of the members of the historical profession, when called upon, and sometimes when virtually drafted, to give to the Survey their time and their very helpful advice.

Regional directors and their assistants, in the order of their appointment, were as follows:

*Minnesota:* Dr. Theodore C. Blegen, superintendent of the Minnesota Historical Society, with Mr. Jacob Hodnefield as his assistant.

*Virginia:* Mr. Terry C. Durham, formerly Rhodes scholar and member of the faculty of Greenville Womans College.

*Indiana:* Mr. William O. Lynch, professor of history in Indiana University and editor of the Indiana Magazine of History, with Mr. J. Harley Nichols as his assistant.

*Ohio:* Dr. William D. Overman, curator of history and archivist of the Ohio State Archaeological and Historical Society, with Mr. William M. Verross as his assistant.

*North Carolina:* Dr. C. C. Crittenden, secretary of the North Carolina Historical Commission, with Miss Mattie E. Edwards as his assistant.

*Maryland, Delaware, and New Jersey:* Mr. Van Arsdale Turner, formerly on the staffs of the Library of Congress, the Delaware Archives Commission, and the American Red Cross.

*South Carolina:* Dr. D. D. Wallace, head of the department of history at Wofford College. Before the organization of the project he found that his teaching duties compelled him to resign. His assistant, Mrs. Jessie Reed Burnett, succeeded him on February 11. Upon her resignation in June, Miss Edith Belle Layman, project superintendent in Columbia, was named as acting director.

*Nebraska, Kansas, and Iowa:* Mr. Francis E. Fitzgerald, Assistant Chief of the Project Control Division of the WPA in Washington, D. C., and formerly librarian at Creighton University.

*Missouri:* Dr. Ralph P. Bieber, associate professor of history in Washington University, St. Louis, with Mr. H. Hadley Grimm as his assistant.

*Illinois:* Dr. Russell H. Anderson, curator of agriculture, textiles, and forestry in the Museum of Science and Industry, Chicago, with Mr. William Austin as his assistant.

*Western Pennsylvania:* Mr. Louis W. H. Johnston, teaching assistant in political science at the University of Pittsburgh and formerly supervisor for a CWA historical records survey.

*Michigan:* Mr. Arthur Raymond Kooker, candidate for the Ph. D. degree in history at the University of Michigan and formerly a social science teacher.

*Texas:* Dr. Richard R. Stenberg, formerly instructor in history in the University of Arkansas and in other institutions.

*California and Nevada:* Dr. Charles L. Stewart, formerly teaching assistant in the University of California.

*Tennessee and Kentucky:* Judge Samuel C. Williams, historian, formerly a justice of the Supreme Court of Tennessee and dean of the law school of Emory University.

*Florida:* Dr. Kathryn T. Abbey, professor of history and head of the department of history, political science, and geography in the Florida State College for Women, with Dr. Dorothy Dodd as her assistant.

*Wisconsin:* Mr. Jesse E. Boell, candidate for the Ph. D. degree in history at the University of Wisconsin and formerly education adviser with the War Department in Madison.

*Eastern Pennsylvania:* Mr. Richard H. Heindel, assistant in history and candidate for the Ph. D. degree in history at the University of Pennsylvania.

*North and South Dakota:* Dr. Philip J. Green, associate professor of history in the University of North Dakota, with Miss Alice L. Boyd as his assistant.

*Maine, New Hampshire, and Vermont:* Judge Edward K. Gould, State historian of Maine, with Mrs. Ella C. Newman as his assistant.

*Rhode Island and Connecticut:* Mr. Norman L. Kilpatrick, assistant to the librarian at Brown University and formerly instructor in Sofia American College, Bulgaria.

*Alabama:* Dr. Albert B. Moore, head of the department of history and dean of the graduate school in the University of Alabama, with Mr. David L. Darden as his assistant.

*Massachusetts:* Mr. John W. McElroy, candidate for the Ph. D. degree in history at Harvard University and formerly an officer in the merchant marine.

*Montana:* Mr. Daniel J. Sullivan, statistical clerk with the WPA in Washington, D. C.

*New York State:* Mr. Fred P. Todd, captain in the 107th Infantry, secretary of the American Military History Foundation, and curator in the Museum of the City of New York.

*Oklahoma:* Mr. M. L. Wardell, professor of history in the University of Oklahoma, with Mr. James William Moffitt as his assistant.

*Louisiana, Mississippi, and Arkansas:* Mr. Stanley C. Arthur, historian and free-lance writer.

*New York City and Long Island:* Dr. Richard B. Morris, assistant professor of history in the College of the City of New York, with Mr. Hermann F. Robinton as his assistant.

*New Mexico:* Mr. Lansing B. Bloom, associate professor of history in the University of New Mexico and editor of the *New Mexico Historical Review*, with Maj. J. H. Toulouse as his assistant.

*Utah and Idaho:* Mr. John E. Ireland, graduate in arts and in law from the University of Utah.

*Colorado and Wyoming:* Mr. Clifford M. Sublette, newspaperman, local historian, and novelist, author of the *Atlantic Monthly* prize-winning novel, *The Scarlet Cockerel*.

*Oregon and Washington:* Mr. Jesse S. Douglas, assistant regional historian in the National Park Service and candidate for the Ph. D. degree in history at the University of Minnesota.

*West Virginia:* Mr. Clarence E. Roth, professor of history in Morris Harvey College, with Mr. John Lewis Kiplinger as his assistant.

*Georgia:* Mr. Merritt B. Pound, associate professor of history in the University of Georgia, with Mr. Cyril D. Stapleton as his assistant.

*Arizona:* Dr. Howard A. Hubbard, professor of history in the University of Arizona, with Mrs. Meryl E. Morgan as his assistant.

#### ADVISORY COMMITTEES

In a number of States, historians, librarians, lawyers, and other business and professional men were asked to serve as members of advisory committees. Frequently membership on these committees was largely honorary. In many instances, however, committee members assisted regional directors in locating archives, in making contacts with Federal officials, and in formulating general policies. From some of them the National Director has received valuable assistance and advice. Among those who are acting in an advisory capacity are: Professors Arthur M. Schlesinger and Samuel Eliot Morison of Harvard University, Professor Leonard Woods Labaree of Yale University, Rear Admiral Walter R. Gherardi of Massachusetts, Mr. Howard Corning of the Essex Institute, Professor Dwight L. Dumond of the University of Michigan, Dr. Milo M. Quaife of the Burton Historical Collection, Detroit, Professors Herbert E. Bolton and Frederic L. Paxson of the University of California, Professor Evarts B. Greene of Columbia University, Professor William K. Boyd of Duke University, Professor A. R. Newsome of the University of North Carolina, Judge Charles H. Carey, president of the Oregon Historical Society, Professors St. George L. Sioussat, Roy F. Nichols, and William E. Lingelbach of the University of Pennsylvania, Mr. Julian P. Boyd of the Historical Society of Pennsylvania; Judge Ambrose B. Reid of Pittsburgh, Dr. Henry B. Van Hoesen, librarian of Brown University, Professor Charles W. Ramsdell of the University of Texas, Mr. Grover C. Hall, editor of the *Montgomery (Ala.) Advertiser*, Professor Charles H. Ambler of West Virginia University, Dr. Le Roy Hafen of the Colorado Historical Society, Professor Colin B. Goodykoontz of the University of Colorado, Professor Edward E. Dale of the University of Oklahoma, Professor

Wendell H. Stephenson of Louisiana State University, Mr. Herbert A. Kellar of the McCormick Historical Association, Professor James L. Sellers of the University of Nebraska, Professor John D. Hicks of the University of Wisconsin, Mr. Julien C. Yonge, editor of the *Florida Historical Society Quarterly*, and Mr. Harry M. Lydenberg, Director of the New York Public Library.

Regional headquarters were established usually in a large city or in a State capital. In many cases quarters and equipment were obtained rent-free from such interested organizations as State museums, historical societies, universities, and libraries. In Savannah, Ga., the Chamber of Commerce actually rented space for the use of the Survey. The work of surveying was begun first in the headquarters cities and from there spread to other centers of population and repositories of archives in the States concerned.

#### PERSONNEL AND EMPLOYMENT

In most States 90 percent or more of the Survey personnel came from the WPA relief rolls. In 11 States, however, New York, Maryland, Virginia, North Carolina, Tennessee, Illinois, Minnesota, Wyoming, Colorado, New Mexico, and Oregon, it was necessary to obtain special authorization to employ more than 10 percent non-relief personnel. In June, non-relief personnel (including the coordinating project in Washington) comprised 13.8 percent of the total number of persons employed. Most of those of the non-relief group were placed in supervisory positions.

Workers of many descriptions were recruited from the relief rolls. In educational and professional backgrounds they ranged all the way from unskilled laborers to highly trained historians, economists, librarians, lawyers admitted to practice before the bars of their States, writers, world travelers, former Rhodes scholars, trained linguists, teachers, and clergymen. Almost all, relief or non-relief, were ignorant of procedure and purposes in surveying archives. Group discussions were held and intensive instruction was given until these prospective "surveyors" were trained and shaped into working units.

Employment was small during February. By the end of March, however, it had reached a total of 1,153; at the end of April it was 2,673; by the end of May it had reached its maximum, 3,171; and by June 30 it had decreased somewhat to 2,895. The smallest employment was in Delaware, where no more than 10 persons were at work at any one time; the largest was in New York, where 277 were employed. Of those who were engaged upon the Survey in June, exclusive of the coordinating project in Washington, 233 or 8.3 percent were classified as supervisors, 1,155 or 40.9 percent as professional and technical workers, 1,121 or 39.7 percent as skilled, 307 or 10.9 percent as intermediate, and 5 or 0.2 percent as unskilled. There were 1,823 men and 998 women.

The Survey got under way first in Indiana, North Carolina, and Minnesota, and during March and April work was begun in all the other States. Late in February the first reports on records were received at the national office. They came from the group in Indianapolis.

## DIFFICULTIES ENCOUNTERED

The work of the Survey was carried on under widely varying conditions: In modern offices or file rooms and in basements, attics, cellars, and vaults; in cities and in small towns; in centers of dense population and in sparsely inhabited areas of the Mountain States of the West; as far east as Eastport, Maine, and as far west as Eureka, Calif.; as far north as the border towns of North Dakota and Minnesota and as far south as Key West, Fla., and Brownsville, Tex.

It was comparatively simple to survey archives of Federal agencies conveniently housed in modern, accessible buildings in cities, but in some sparsely populated States there was a difficult labor and transportation problem. The same problem developed even in populous States when work in the cities was completed and it was necessary to proceed to the rural areas. Away from the centers of population there were, of course, fewer qualified workers, and in many places there were only enough Federal records to occupy surveyors for 2 or 3 days. Although it was a general policy to employ workers in each district and to refrain from "importing" them unless absolutely necessary, to train workers for the short period required in many cases would have been most uneconomical. It also proved difficult to provide for the transportation of workers from the nearest center of population to depositories in the outlying districts. A solution was finally reached in some States by the organization of traveling units composed of selected workers and supervisors from the larger urban projects. Arrangements were usually made to have someone with an automobile in each group, so that the traveling cost would be reduced to a minimum. In this way, experienced, efficient workers were made available for the survey of scattered depositories. In a few cases, however, even this plan could not be utilized. In parts of Arizona, for instance, there were no roads on which automobiles could travel; and it was necessary to find workers who could ride horseback 30 miles down the trail through the Grand Canyon in order that the records of the Supai Indian Reservation might be surveyed.

Other agencies were almost as remote as the Supai Indian Reservation, but the courtesy with which the field workers were received somewhat alleviated their difficulties. When conducting the survey of the records of the CCC camps near Cheboygan, Mich., and elsewhere, workers were treated as guests. They were given quarters for the duration of the work and were invited to take their meals at the officers' mess. In Maine officials of the Coast Guard gave active cooperation. They advised the representatives of the Survey when the weather was favorable and furnished boats to transport them to the lighthouses in the open sea where the work was to be done. The slippery marine growth covering the ledges on which the lights are located made landing impossible except at high tide and hazardous at any time. Every precaution, however, was taken by the Coast Guard for the protection of workers. In South Carolina the lighthouse keeper at North Island invited the regional director and the local unit of workers to remain as guests at the lighthouse until the work of surveying should be completed.

Besides the difficulties occasioned by the situation of certain depositories of Federal archives, surveying was also frequently done under

conditions far from favorable. In a New England seaport, for instance, it was necessary to work in a chilly, dungeon-like sub-basement room that was never meant for storage. The only entrance is a 2- by 4-foot hole in the wall. The walls themselves and the floors are covered with a white mold, there is no ventilation, and the entire room is lighted by one electric bulb. Many of the records have been destroyed by vermin and rodents, and others have been rendered illegible and in some cases reduced almost to a pulp by the dampness that pervades the place at all times. In Tucson, Ariz., surveying was carried on in a basement where the temperature was continuously 116°. The heat was so unbearable that it was impossible to work for more than 10 minutes at a time. In Michigan the excessive heat made the buildings in some of the CCC camps uninhabitable during the hours when the sun was shining, the temperature ranging above 110°. It was necessary, therefore, to work from 5 a. m. to 10 a. m. and from 9 p. m. until midnight. In Colorado the regional director, while on an inspection tour, battled successively hail, snow, and dust storms. In another State many boxes of records were located by crawling on hands and knees beneath the foundations of Indian school buildings in darkness relieved only by flashlights. In a Northeastern town a search of the space between the floor boards of the Federal building revealed long-forgotten and abandoned records, including material belonging to the Revolutionary period. In another town nearby it was necessary to climb over rafters in the unfinished, unlighted attic of the customhouse in order to survey customs records that had been dumped there in 1932.

## QUANTITY AND NATURE OF RECORDS SURVEYED

By the end of the fiscal year work had been completed in 569 towns and cities and was still in progress in 488 others. In a number of towns work had not yet been begun. The archives of more than 7,000 agencies of the Government had been surveyed. These were located in more than 16,000 rooms in more than 5,000 buildings. Reports had been made upon more than 200,000 files, totaling more than 2,000,000 linear feet. Placed on end as in the drawers of filing cases these records would stretch approximately 380 miles.

Records in offices of all 10 departments, the Federal courts, and 42 independent establishments had been surveyed. Of the linear footage on which typed reports had been received in the Washington office by June 30, 1936, the greatest quantity, 200,086 linear feet, were records of the Department of the Treasury, chiefly the Bureau of Customs. Second in quantity were records of the Post Office Department, 113,556 linear feet. Next in order of quantity were records of the Federal courts, 103,248 linear feet; of the Department of Labor, 64,302 linear feet; of the Department of Agriculture, 49,859 linear feet; of the Department of War, 43,705 linear feet; and of the Veterans' Administration, 35,884 linear feet.

As the various Survey forms have been received in the Washington office they have been checked and, when necessary, returned for correction. Information from them is being compiled for inclusion in the final report of the Survey of Federal Archives.

Among the mass of documents represented by this two-million-odd linear feet were discovered many records of historical significance and of local interest. In Mississippi, for instance, in the basement of the old Adams County Courthouse in Natchez among a mass of papers was found a group of Mississippi Territorial court records. No former custodians could be located who knew of the existence of these records. Professor Mack B. Swearingen of Tulane University, in reading a paper recently before one of the historical associations, lamented the fact that the early Mississippi Territorial court records had been destroyed and that consequently certain details of early life in the Mississippi Valley were not available. Even the Mississippi Department of Archives and History was under the impression that these particular records had been lost, as indeed they had. Spanish documents for the years 1780-98 dealing with many phases of the Spanish domination of that region were also discovered in Natchez. The Spanish records are excellently preserved, but the valuable Territorial records have lain neglected so long that they require careful handling, and they need to be stored where they can be better cared for and made more accessible to researchers.

In New England, the customhouses have yielded much material on admiralty court cases, the merchant marine, and on maritime history generally. In Salem, Mass., records were found that cover the entire period of the Customs Service from its inception in 1789 to the present. During the 1840's when Nathaniel Hawthorne served as surveyor at the port of Salem he frequently browsed through these papers in the attic of the Customhouse looking for whatever interesting information he could obtain. Tradition has it that, as a result of this one-man survey, he found the diary of a British officer that formed the nucleus for his now famous *Scarlet Letter*. In the Hartford (Conn.) Customhouse there was found an interesting collection of letters from citizens relative to the smuggling of goods into the country by enemy ships during the War of 1812 and to shipments in violation of the Embargo Act of Jefferson's administration. Other records dealt with the surrender of licenses and enrollments, dating back to 1793, when certain ships were captured by the English and the French. Still other documents described the boarding of American vessels by British captains to impress American seamen into the British Navy during the period preceding the War of 1812.

In Newport, R. I., customs records for 1768 were found. These bear the signature of Charles Dudley, collector of customs under George II and George III. Of more recent date, but no less interesting, are records of whaling ships, including a list of those operating during the early nineteenth century and a volume containing hand-painted plates depicting the flags of the various whalers.

The log book of the Confederate steamer *Atlanta* was found in Boston, Mass. It appears that the *Atlanta* was unfit for blockade running or heavy fighting and was used primarily to keep open the channel of Savannah Harbor. The log, written by deck officers, contains the usual entries on the state of the weather and on activities aboard ship during each 4-hour watch. The last item in the log is a general muster roll of all hands. Since many deserters were committed to this vessel, this list alone makes the volume historically significant.

In the courts and land offices workers have found other interesting documents. In New York City records of a case dealing with piracy in the year 1717 were located in the files of the District Court. In Brooklyn in the building housing the office of the United States Attorney, Eastern District, papers on the *Schechter case*, that landmark in constitutional law, were found in the attic.

Records of the Land Office at Baton Rouge, La., have proved to be of much historical importance. One letter from the register at Opelousas to Henry Johnson, United States Senator from Louisiana, vividly describes the Battle of New Orleans. Several old maps show the names of land owners and locate their claims in old New Orleans and in Baton Rouge. Documents supporting the contention that New Orleans was founded on September 6, 1717, a year earlier than has commonly been supposed, were also unearthed.

An interesting volume of records kept by the surveyor general was located in the storage room of the District Court in Montgomery, Ala. It contains copies of wills and of letters to high officials in England, France, and Spain. The first entry is dated 1763. The information in the volume is of much significance to students and to others seeking to verify the early ownership of land near the port of Mobile and in West Florida. In the same storage room was found correspondence of tax assessors and collectors of the Confederate States of America. Among the letters are instructions to the district assessors and collectors, tax notices to wholesale and retail liquor dealers, and a list of names with the amounts of taxes assessed and paid from April to September 8, 1863.

In the District Court in Atlanta, Ga., there are on file the papers, dated March 23, 1883, on the admission of Woodrow Wilson to practice law in the Federal court. The petition is filled out in Wilson's handwriting and is signed by him. Two of the clerks in the office reported that when Wilson applied for admission he did not have the necessary \$7.00 fee and the clerk then in office extended him credit till he could get the money.

#### CONDITION OF RECORDS

In many places representatives of the Survey found Federal archives well organized and well cared for, but far too frequently conditions of storage were found to be deplorable. In a Federal depository in a Midwestern city, for instance, important archives have been tossed into discard in a room that can best be described in the local Survey worker's own words:

When we first asked the custodian to show us this room, he shuddered at the thought of entering the dungeon, as he called it. He warned us that we would be subject to possible attack by the many rats that make their home in these quarters.

In order to gain access to these records, one must be clothed in work garb and armed with a hammer and crowbar. It is also advisable to carry a stick, which can be used to good advantage in beating down the giant spiders, which seem to resent any intrusion into their habitat.

The walls of this basement room are of brick. Plaster that once hung on the brick had long since fallen to the floor, where it has remained for these many years. The old records are in boxes, some sealed with nails and some open. The records were thrown into these creaky containers without any regard to order or sequence.

Local hordes of silverfish have feasted on the bindings of these books for so long that there are practically no records securely bound. It is rather dis-

heartening to spend time shoveling dust and plaster off from the upper part of a container and find that the bottom contains records that are so moldy that it is almost impossible to separate the pages.

Conditions in this room show that during the rainy season great quantities of water cover the low spots on the floor.

Several years ago a barrel of molasses in an adjoining room tipped and spilled all its contents on the floor. The stench from this permeates the entire basement and sickens anyone who might attempt to remain in these quarters for over an hour.

At an Army post in a Pacific State, records of various types have been thrown loosely into large boxes where rats and mice have had free reign. Many documents have been devoured by rodents, others are splotted by large blobs of tobacco spit, and over all dust and dirt have been allowed to gather for years. One of the employees of the post related the recent history of these records. When the headquarters of a Federal establishment were moved from the post over a decade ago, some papers that were considered useless were burned and others were left behind. Sometime later a visitor at the post observed some unburned remnants and, realizing their importance, collected them and sent them to the supervising bureau in Washington, together with a letter decrying such destruction of Federal records. Upon receipt of this letter, orders were issued that the records were to be stored in a corrugated iron warehouse. No lock was placed on the door of the warehouse, however, and when a branch of another Federal agency was quartered at the post, some 150 persons had the run of the place. They rummaged through the records and carried away many of the documents to read and never returned them. Still later, stamp collectors gained admittance through some subterfuge and scattered and slashed the documents in cutting stamps from their envelopes. The remnants of the records are now under lock and key.

In many places, including large Eastern cities and such smaller places as Indian reservations, Federal documents have been tossed indiscriminately in piles in attics or sub-basements until the dumps have assumed huge proportions. Those in the sub-basement of a Federal building in one large city are facetiously referred to by Survey workers as "Mt. Vesuvius" and "Mt. Etna."

In a Southern city one of the most amazing misuses of a record room was uncovered. When workers gained entrance to a storeroom under the roof of the Federal building, they startled a number of pigeons, which flew out the open windows. It was supposed, of course, that someone searching for a document had recently left the windows open, but upon closer inspection the surveyors found that they had surprised the birds on no chance visit. The room was littered and the shelves and documents were encrusted with feathers and filth. It was obvious that this was a regular pigeon roost. Upon investigation, it developed that an enterprising employee, more or less in charge of the room and now retired, had been breeding squabs among the records in this space for several years. His superiors had instructed him to keep the windows closed so that the pigeons could not get in, and he had reported that he was doing so; but, according to tradition, this squab fancier was enjoying so successful a career that he was unwilling to put an end to his profitable avocation. To clean this room before workers could even start surveying required the labor of four men for an entire week.

For such conditions as these, the custodians of Federal archives are not wholly responsible. In many places the archives have certainly been inadequately cared for, but often the officials in charge have lamented this fact. They themselves had other duties too heavy to allow them time for arranging and storing, and their budgets made no allowance for filing equipment or for clerks to keep the records in order or for adequate storage space. The custodians have reported that they have repeatedly asked their superiors for funds with which to make provision for the more adequate care of their records, but to no avail.

It has frequently happened that information desired by the Survey could not be obtained until records that had been indiscriminately dumped into out-of-the-way storage rooms had been cleaned and put into some degree of order. With the consent of custodians, and frequently at their urgent insistence, Survey workers have cleaned records, sometimes by vacuum but more often by hand, classified them as to subject matter, arranged them or sometimes wrapped them in bundles, and placed them in order on numbered shelves or in filing cases. Thus it was possible to get an adequate description of the records for The National Archives and to make them more accessible both to students and to Federal officials.

#### VALUE OF THE SURVEY TO FEDERAL AGENCIES

Sometimes custodians evinced practically no interest in whatever material might be discovered in attics, basements, or out-of-the-way storerooms, but as work on the records progressed their skepticism and indifference decreased. Frequently, before the survey was completed they had come to a full appreciation of the work that was being done and had requested copies of reports and inventories for use in their offices. They were amazed at some of the records that workers dug up, sometimes literally—records they supposed had long since been destroyed. When some Federal officials who had been hostile to the point of refusing to allow records to be surveyed saw what practical work was being done in other agencies and heard favorable reports upon it from other custodians, they changed their attitude and actually applied to local directors to have similar work done in their offices. Other officials, who from the first realized the benefit of such a survey, voluntarily wrote to Survey representatives pledging their cooperation and stating that they were looking forward to the arrival of the workers.

Frequently the records that workers have recovered from dust-laden storerooms have enabled custodians to fill gaps in their files that they had long considered hopelessly blank. For example, workers in the Philadelphia Customhouse found in a basement room passenger manifests and baggage entries dating back to 1819; heretofore, the earliest entries in the files were for 1835. Valuable time has also been saved Federal officials, who will no longer find it necessary to hunt half a day through a mass of records to find an essential document. There was discovered at the Curtis Bay Ordnance Depot a single document, in the form of a claim, which is reported to have saved the Government \$10,000. One local collector of internal revenue has declared that, as a consequence of the work done by the employees of the Survey in making his records accessible, he will

be able to collect \$200,000 in back taxes and, in addition, will be aided materially in obtaining information upon which to base future tax collections.

Many valuable documents have been saved from destruction. In Massachusetts it was possible to recover for an appreciative Army base eight boxes of important ordnance records that had dropped from sight in 1921. These were discovered in Boston among a mass of miscellaneous documents marked for destruction. In Arizona an enterprising field worker discovered that many years ago the records of old Fort Mohave were stored in an adobe hut near the site of the Fort. The wind and other elements have almost destroyed the hut, and the records, containing war orders written by Gen. U. S. Grant, have been left half covered by the sand and half exposed. From time to time, tourists and souvenir hunters have appropriated some of these records. Steps are now being taken, however, to recover this Federal property and to remove the records that remain in the ruins of the hut to a place where they can be adequately housed.

Mention should also be made of the fact that the papers of Simon Cameron, late United States Senator and a member of Lincoln's cabinet, were obtained for the Library of Congress by the project superintendent of the Survey in Harrisburg, Pa. They consist of 3 filing cabinets of documents, among which are about 50 letters from President Lincoln and letters from President Johnson, Jefferson Davis, and Generals Grant, Meade, Sherman, Scott, Fremont, McClellan, and Lee. A speech of Lincoln's in his own handwriting is included, and there is also some official correspondence addressed to the Department of War.

Notable among the "by-products" of the Survey is the fact that many custodians have become "archives conscious." Heretofore, they had regarded the care of inactive records as a burden and the records themselves as so much useless paper. Now, the fact that the Federal Government is concerned about them to the point of making a survey of them has caused the custodians to take a renewed interest in completing their files, in insuring the preservation of their records, and in making them more accessible to Government officials and to scholars. Regional directors have frequently reported that even the clerks and janitors are now being very particular to see that the records not in use are dusted at least once a week.

#### VALUE OF THE SURVEY TO THE WORKERS

Many of the workers themselves have developed an enthusiasm for the motivating ideas of the project. They have come to resent poorly housed archives, and they are eager to report well-organized, well-cared-for files. Moreover, they have become interested in governmental machinery and administration. It has frequently been reported that they are particularly interested because of the fact that they are doing work for one of the agencies of the Government in Washington. They feel that they now have a small stake in the Government and are proud to point out the value of the work they are doing. Many of them have obtained employment in private industry; some have been graduated into permanent positions with the Gov-

ernment in agencies in which they had previously as relief workers surveyed the archives.

Besides the training for work in private enterprises that they obtained on the Survey, a number of the workers have had an opportunity to develop an interest or to foster the interest they already had in things historical. They really have experienced keen delight, regional directors report, in delving into the musty records and in reconstructing and reinterpreting the past in the light of our present insight into the significance of certain events or movements in American history.

As one worker expressed it, he has had remunerative employment, but more important to him than that, in spite of the desperate straits he was in, he has achieved for the first time in many years emotional satisfaction because he felt that he was helping to make a worth-while contribution to the Government and to the historical profession. He had been employed, he said, on other projects, but the Survey gave him his first "real relief", because in a very small way it enabled him to contribute creatively, and that was what was needed to restore his morale.

Not only has the WPA through the Survey supplied work for professional men among the unemployed, men whose plight has been perhaps less obvious than that of the laborer but possibly more trying mentally, but it has also helped to restore men's confidence in their ability to earn their own living. It has enabled them to stand on their own feet and to face the world with hope and with faith in the future.

#### CONTINUATION OF THE SURVEY

Before the Survey had been long in progress it became apparent that its work could not be completed by June 30, 1936, and that all the original allotment could not be spent efficiently by that time. On the basis of estimates by regional directors of the man-months necessary for completion of the work, a request was made for the continuation of the Survey in the new fiscal year. This was approved.

The total obligations and expenditures of the Survey of Federal Archives for the period ending June 30, 1936, was \$659,039.

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